

Guide to producing regional transport strategies

Contents

Chapter 1 Introduction.....	2
Chapter 2 Policy roles and linkages for the RTS.....	5
Chapter 3 The process for producing the RTS	24
Chapter 4 The structure for the RTS.....	33
Chapter 5 The content of the RTS.....	46
Chapter 6 Checklist of good practice	65

Chapter 1 Introduction

1.1 Background Regional Transport Strategies

A Regional Transport Strategy (RTS) is an important element of Regional Planning Guidance (RPG). The main purpose of RPG is to provide a regional spatial strategy over a fifteen to twenty year period, and a framework for the preparation of both local authority structure and development plans and Local Transport Plans (LTPs).

Planning Policy Guidance Note 11, Regional Planning, (PPG11)^[1] outlines the roles and requirements for RPG and the RTS. An RPG should, *identify the scale and distribution for the provision of new housing and priorities for the environment, transport, infrastructure, economic development, agriculture, minerals, waste disposal and minerals.*

PPG 11 specifies that the RTS should be developed as *an integral and clearly identifiable part of RPG*. The RTS should outline transport policies and proposals to support the wider spatial strategy. It should provide a strategic framework at the regional level for the delivery of transport investment and policy priorities. The six main aims for the content of the RTS, as specified by PPG11, are outlined in section 5.1 of this guide (box 5.1).

One of the main purposes of an RTS is to help integrate transport policies and proposals with land use planning and spatial policies. Close integration between transport and landuse policies is essential to support the development of more sustainable travel patterns. It is also important in ensuring transport schemes and measures are developed that best support and help deliver broader policy objectives.

In most regions, updated RPG has now been issued incorporating a RTS, in line with PPG11. Most of the RTSs, however, were developed in an evolving and unclear policy context. In some regions significant work had been completed on the RTS prior to the publication by the Government of key national policy documents, such as the Ten Year Plan for transport or SRA Strategic Plan. There was an absence of other important inputs, such as the recommendations from the Multi-Modal Studies. At the same time, there were major organisational changes in the regions including the formation of the Regional Development Agencies (RDAs).

Government has specified that RTSs should be revised by the end of 2003 prior to the next round of Local Transport Plans on which local authorities will need to start work in 2004. The conditions exist for the production of stronger and better developed RTSs.

1.2 The purposes of this guide

The aim of the guide is to assist in the development of strengthened RTS documents and more effective processes for their production over the next two years. It is intended as a practical tool for Regional Planning Bodies (RPBs), Government Offices for the Regions (GOs) and other organisations engaged in the RTS process. The guide offers advice, clarification and examples of good practice in relation to main issues and considerations in producing a RTS. The focus for the guide is on strengthening the process and content of the draft RTSs produced by RPBs. It does not provide advice on the Public Examination of the RTS, the Panel Report and modifications by the Secretary of State (for Planning).

The guide should be read in conjunction with PPG11, which provides formal Guidance on RPG and RTSs. Chapter 6 and Annex B of PPG11 provide specific guidance on the RTS.

This guide is intended to build on, expand, clarify and re-iterate various points in PPG11. It is not intended to outline an overly formulaic or prescriptive approach to developing or structuring the RTS. There are important differences between the regions, their transport networks, and the spatial strategies outlined in RPG. It is appropriate for these regional differences to be reflected in varied approaches to the RTS. In fact, there is a need for the development in the RTSs of more regionally distinctive policies and priorities.

1.3 The research for this project

This guide has been developed by Arup Planning as the result of a research project commissioned by the Department of Transport, Local Government and the Regions (DTLR). The purpose of the research was to identify how RTSs and the processes for their production can be improved. The research covered all the regions of England, excluding London^[2]. In each region a review was undertaken of relevant documentation, interviews were conducted with the Regional Planning Body and Government Office, and a seminar was held which also involved other stakeholders.

The research considered the main issues, difficulties, pressures and areas of confusion faced by those producing RTSs, as well as identifying good practice examples and aspects of the RTS process that had worked well. The research was intended to be forward-looking to help inform the production of this guide.

A draft of this good practice guide was also circulated by Department for Transport to key regional stakeholders for comment in the summer of 2002.

1.4 Future policy issues

This guide has been prepared within the context of existing government policy on transport, planning, and regional governance. But it is important to recognise that there will be important policy developments affecting the revision of RTSs over the next two years which this guide cannot fully address at time of publication. If RPBs and other regional stakeholders wish to know more about the potential implications for the RTS of the future policy developments outlined below, they should seek advice from Government Offices.

Relevant transport policy developments are likely to include:

- a review of the **Ten Year Plan** for transport, to inform the Government's next comprehensive spending review in the 2004;
- an **Air Transport White Paper** in 2003 (which will be informed by a series of regional air service consultations published in 2002); and
- completion of many of the **Multi Modal Studies** set up by Government to identify solutions to the most serious transport problems facing the strategic network.

There are also important policy developments in relation to the modernisation of planning and regional governance.

The **Planning Bill**^[3] published in December 2002 proposes the replacement of Structure Plans and Development Plans with a single tier of Local Development Frameworks at district level, and Regional Planning Guidance (incorporating the RTS) will become the Regional Spatial Strategy.

The latter will assume greater importance, as it will be the level for determining planning policy across district boundaries and will for the first time have a statutory underpinning.

The Government is committed to enhancing **regional governance** in England. A White Paper^[4] was published in May 2002 which sets out the Government's proposals for directly elected regional government. An elected regional assembly will have enhanced powers over a wide range of regional activities, including economic regeneration, housing, planning and transport. But elected regional assemblies will only be introduced if regions decide so in a referendum. Referendums are expected to be held from 2004 in each region where there appears to be public support for the concept.

Other important changes in the regions include the introduction in 2002 of increased resources and financial flexibility for RDAs under the Single Pot funding regime. Most RDAs have been revising their Regional Economic Strategies (RESs) in 2002/03. The Government Offices for the Regions (working under the auspices of the Regional Coordination Unit) will continue to develop a more proactive role in joining-up policy and programmes at the regional and local levels. In all regions by April 2003, the designated Regional Chamber^[5] will also take over as the Regional Planning Body, and will be responsible for producing draft RPG-RTS.

1.5 The structure of this guide

This guide is structured as follows:

- Chapter 2 outlines the **main policy roles and linkages for the RTS**. This sets out advice on: integrating the RTS with the spatial strategy of RPG and other regional strategies; outlining a framework for Local Transport Plans and local authority Development Plans; and adding value to national policy.
- Chapter 3 provides advice on the **process for producing the RTS**, including: the engagement of the main stakeholders, addressing difficult issues, using working groups, undertaking consultation, and incorporating the outputs of the Multi-Modal Studies.
- Chapter 4 outlines requirements for the **structure of the RTS**, including: background analysis, the objectives, policies, identification of priorities and implementation framework.
- Chapter 5 considers issues of **content**, in relation to the six main aims for the content of the RTS specified by PPG11.
- Chapter 6 sets out a **checklist of good practice**.

[1] Planning Policy Guidance Note 11 Regional Planning, DETR, October 2000.

[2] Where different statutory arrangements apply for the Mayors Transport Strategy and the Spatial Development Strategy.

[3] *Planning and Compulsory Purchase Bill*.

[4] *Your Region, Your Choice: Revitalising the English Regions*, DTLR and Cabinet Office, May 2002.

[5] Under the 1998 RDA Act. In each region, the Secretary of State has designated a Regional Chamber (usually known as the Regional Assembly) to scrutinise the work of the RDA. Representation on the Assemblies/Chambers includes the regions local authorities (generally 70% of representatives) and other social and economic partners (i.e. from the business, community, voluntary, environmental, and culture sectors).

Chapter 2 Policy roles and linkages for the RTS

2.1 Introduction

This section outlines and provides clarification and guidance on the main policy roles and functions for the RTS. As such it provides a checklist of the main functional and policy requirements that an RTS should fulfil. There are a series of key policy linkages for the RTS at national, regional and local level, and these are shown in figure 2.2. Specific issues of process, format, and technical content are covered in subsequent chapters. Box 2.1 provides a checklist of the main requirements for the RTS.

Box 2.1. Summary of main policy roles and linkages for the RTS

National Level

- **Adding value to national policy.** The RTS should be consistent with, but not merely repeat national policy priorities or guidance. It should indicate the specific regional and sub-regional considerations and priorities for the delivery of key national policies and programmes (such as the Ten Year Plan, the SRA Strategic Plan, or Planning Policy Guidance notes) in the region.

Regional Level

- **Integration with the spatial strategy.** The RTS should support and be integrated closely with the wider spatial strategy by outlining transport and related land-use policies and measures that are required to support the overall spatial strategy of RPG.
- **Integration with other regional strategies.** The RTS and RPG should be consistent with and support the priorities of other regional strategies. An overall strategic framework for the region and the various regional strategies is provided by the Regional Sustainable Development Framework. It is particularly important that the RTS-RPG complements the RDA economic strategy. The RTS-RPG should indicate how transport and land-use policies support wider regional strategic priorities for economic and sustainable development.
- **Multi Modal Studies.** The RTS should be informed by the recommendations of the Multi-Modal Studies affecting the region, and should itself inform the strategic context for future studies using a multi-modal appraisal approach.

Local Level

- **A framework for local Structure/Development Plans and Local Transport Plans.** By focussing on the planning policy levers to assist in developing more sustainable travel patterns, the RTS should provide a strategic steer on the policies that should be included in structure/development Plans, and in the future, Local Development Frameworks. They should also provide a strategic framework for the development of Local Transport Plans (LTPs); and should complement (not duplicate) national guidance¹ on LTPs by indicating the specific regional and sub-regional issues, considerations and policy priorities.

¹ *Guidance on Full Local Transport Plans*, DETR, March 2000. National guidance for the next round of LTPs is expected to be produced in 2004.

2.2 Adding value to national policy

The RTS should indicate how national transport policies and programmes will be delivered in the region. These are outlined in a series of national policy documents, including:

- the **Integrated Transport White Paper**² and its daughter documents;
- the **Ten-Year Plan**³; and
- relevant planning policy documents such as **PPG13**⁴.

The RTS should have particular regard to policy and strategic decisions to be taken by national government and its agencies which have national or regional significance. Areas for particular consideration in reviewing a RTS include:

- **Multi-Modal Studies** which have been set up by the Government to develop long terms solutions to the most serious congestion problems on the strategy highway network. These MMS are looking forward up to 30 years, and it is necessary to consider the implications of proposals over a long time scale for appraisal purposes
- **Railways.** The RTS should be informed by the SRA annual Strategic Plan, which aims to deliver the Governments key targets for rail set out in the Ten Year Plan. There should be close involvement of the SRA in the production of the RTS.
- **Roads.** The RTS should be consistent with the Highways Agency's Targeted Programme of Improvements, and should have regard to the formal appraisal process for major schemes. Technical and policy advice should be sought from the Highways Agency where appropriate.
- **Airports.** Major decisions on the future development and levels of services to airports are to be taken by the Government in its forthcoming Air Transport White Paper. The RTS may need to be reviewed subsequently to reflect the wider transport and spatial development implications for the region.
- **Ports.** The RTS should recognise Government policy on the development of major ports⁵, namely port developments should be determined by the commercial market with planning approvals sought through the usual channels.

² *A New Deal for Transport: Better for Everyone. The Government's White Paper on the Future of Transport*, DETR, July 1998.

³ Transport 2010. The Ten Year Plan, DETR, July 2000.

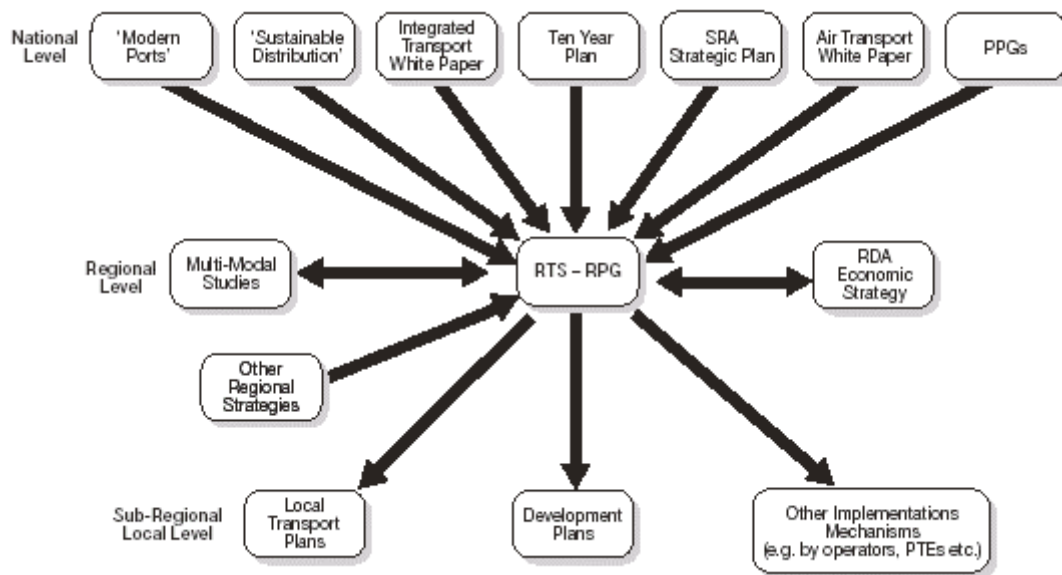
⁴ Planning Policy Guidance 13: Transport, DETR, March 2001.

⁵ Modern Ports: a UK Policy, DETR November 2000.

The RTS needs to be consistent with these national policies and programmes if it is to be credible, authoritative and deliverable. It is important to recognise that the Secretary of State (for Planning) issues the final RTS-RPG as formal Guidance. The Government Office should advise on areas of potential inconsistency with national policy, and the SRA and Highway's Agency can offer specific advice on rail and strategic road issues. In some areas such as aviation, national policy will be unclear or under development, and the RTS should indicate that relevant issues, policies and proposals will be subject to forthcoming policy developments at the national level.

The RTS should, however, complement this wider national policy framework by developing a regionally distinctive approach, by identifying and addressing the main transport and land-use issues specific to the region. It should set out objectives, policies and proposals that do not merely repeat or re-state national policies, but explain how they will be built on and applied in the region to address identified regional problems, issues and priorities.

Fig. 2.2. Main policy linkages for the RTS



2.3 Integrating the RTS with the spatial strategy of RPG

2.3.1 Introduction

PPG11 specifies that an RTS should be *an integral and clearly identifiable part of RPG*. It should cover both transport *and* related land-use issues. As such it should be closely integrated with other sections of RPG, and set out the transport policies necessary to support the spatial strategy. PPG11 explains in 6.08 and following paragraphs, that this should be achieved through appraising the broad strategic transport options in the sustainability appraisal.

In previous rounds of RPG, some RPBs have found it difficult to develop close integration between transport and land-use policies, because the overall spatial strategy was not well defined or agreed until the latter stages of the process. In most regions, however, a clearer spatial strategy has been published which will provide a more favourable context for the revision of RTSs over the next year and beyond. This will enable the development of transport policies to better address and inform the other parts of the RPG.

2.3.2 Making linkages with the main themes of the spatial strategy

The objectives, background analysis, and policies of the RTS should reflect and refer specifically to the key themes of the wider spatial strategy. For instance, if a main aim of the spatial strategy is to concentrate growth on particular major urban areas, the RTS could be expected to include specific transport policies to support this goal. There should also be transport policies that clearly address thematic policy priorities (such as housing, regeneration, sustainable economic growth, or policies for the regions urban and rural areas).

In order to achieve this integration, the spatial strategy must be developed with a full appreciation of the transport issues and policies set out in the RTS. A key role for the RTS is to outline the measures and levers available to the planning system to help deliver more sustainable travel patterns. The RTS should help to identify appropriate spatial policies in relation to the nature of the transport network and plans for its future development. For instance, the RTS might help identify locations for new housing or commercial development in areas of high public transport accessibility as well as areas where major development is not appropriate. It might also set out general policies for locating development so as to reduce travel demand (see box 2.5 for an example of policies in the RTS for Yorkshire and the Humber and the North East).

2.3.3 Incorporating greater locational detail

One of the main ways in which integration with the spatial strategy can be enhanced is through the inclusion of greater locational detail. The RTS should indicate how issues, objectives, and policies vary in different parts of the region. For instance, the RTS might identify policies or solutions for regeneration areas different to those for areas with more constraints on growth. Specific objectives and policies might be included in relation to areas such as major conurbations, coastal towns, or rural parts of the region.

If appropriate, the RTS should also reflect and cross-refer to the relevant *sub-regional approach* or strategy of RPG. It should indicate how transport measures will contribute to delivering the broad spatial strategy for different sub-areas of the region. For instance the RTS might outline transport measures specifically in relation to a main area of plan-led expansion, or a priority area for regeneration. In most RPGs, there is a chapter setting out the overall spatial strategy on a sub-regional or area-by-area basis. It is appropriate for this chapter to cover main transport issues and priorities, in which case this broad sub-regional strategy should be cross-referred to and reflected in the transport chapter.

The final RPG for the South West provides an example of where linkages have been made with one of the main themes of the spatial strategy: the policy on Principal Urban Areas (see box 2.3). A specific set of transport policies are set out for these urban areas. There was scope however for the document to include greater locational detail in such a large and diverse region. In addition, though the sub-regional approach to outlining the overall spatial strategy encompassed transport considerations, this was not explicitly reflected or cross-referred to in the transport chapter.

Box 2.3. Example of making linkages with main themes of the spatial strategy: the South West Urban Areas Policy

The spatial strategy for the South West outlined in RPG is to concentrate growth and development on the eleven Principal Urban Areas (PUAs) in the region.

Policy TRAN 3: The Urban Areas

Local authorities, transport operators and other agencies should work together to encourage more sustainable travel choices and reduce traffic congestion and pollution within the PUAs and other urban areas. In particular they should:

- *Implement the measures set out in Policies TRAN 1, 5 and 10 for reducing the need to travel, encouraging walking, cycling and public transport and managing demand;*
- *Use accessibility considerations to identify those locations within urban areas which will maximise opportunities for transport integration and use of sustainable transport modes;*
- *Exploit the potential for heavy rail in accordance with Policy TRAN 10 to assist with urban movement in and around the Greater Bristol, Exeter, Plymouth and Bournemouth-Poole areas;*
- *Support the development of light rapid transport in Bristol and other urban areas where studies establish feasibility, as part of a set of policies to deliver the spatial strategy, supported through mechanisms such as private non residential parking charges or road user charging.*

The example below (see box 2.4) of a policy on the location of development from the North East RPG (Proposed Changes) demonstrates how the RTS can focus on land-use planning policies to help deliver more sustainable travel patterns.

Box 2.4. Example: The North East using the RTS to set out land-use policies with the aim of changing travel patterns

Policy T1 of the North East RTS sets out a policy framework for development plans in relation to the location of transport generating development.

T1 Location of Development

Development plans and other strategies should integrate transport consideration into their land use policies and proposals by:

- *locating development so as to reduce the need to travel and minimise journey length;*
- *concentrating the bulk of the regions development within the existing urban areas, where movement needs can be well served by all modes of transport, in particular walking, cycling and public transport;*
- *identifying and protecting sites with high public transport accessibility for development likely to give rise to a high level of demand for travel. Sites which will benefit from firm proposals to improve public transport accessibility to a high level should be similarly identified and protected;*
- *considering the accessibility of development proposals by public transport and assessing major development proposals through Transport Assessments; and*
- *indicating the likely nature and scope of contributions towards transport infrastructure or service improvements which will be necessary as part of developments in particular areas or sites. Such improvements should be consistent with the priorities set out in RPG and Local Transport Plans.*

2.3.4 Incorporating a spatial approach in the objectives of the RTS

A problem in several of the RTSs produced to date is that their specified objectives have not been focussed sufficiently on land-use issues or the wider spatial strategy. For instance, in several cases they mirror the objectives of the Integrated Transport White Paper or the Ten Year Plan, or focus on very general priorities such as changing travel patterns, achieving modal shift or improving accessibility. These objectives are presented as an end in themselves, when in the context of RPG, they should be more of a means to an end: solving identified transport problems and supporting the wider spatial strategy.

The starting point for RPBs in developing objectives for the RTS should be to support and inform the spatial strategy. This should go further than only outlining a general intention to support other sections of RPG. They should refer to and address the main priorities of the spatial strategy. These are likely to cover topics such as the economy, the environment, housing, regeneration, urban renaissance etc. The objectives might refer to particular parts of the region, either specifically or in generic (e.g. the major cities, coastal towns) terms.

In box 2.5 below, examples from the final RTSs for Yorkshire and the Humber and the North East show how the RTS objectives can refer to the broad principles and policy themes of the spatial strategy.

Box 2.5. Examples: Yorkshire and the Humber and the North East Developing RTS objectives focussed on the policy priorities of the wider spatial strategy.

The RPG for Yorkshire and the Humber clearly lays out the objectives for RTS, these being derived from the key objectives for RPG as a whole, expanding on those aspects which are most open to influence by transport policies.

To integrate transport and land-use planning, in particular:

Development plans and other strategies should integrate transport consideration into their land use policies and proposals by:

- *to support regeneration and economic growth and in particular facilitate development in the main urban areas and regeneration priority areas identified in RPG;*
- *to support sustainable development;*
- *to reduce the need to travel, especially by car;*
- *to reduce the impact of traffic and travel on the environment;*
- *to improve access to opportunities in a manner that is equitable and socially inclusive.*

The North East RPG sets out the overall aims for the RTS, setting out linkages with other chapters of RPG:

Transport is a means to an end and it is important, therefore, that the region's transport system supports the overall strategy of RPG, in particular:

- *the key priorities for accessibility (see Chapter 2, paragraphs 2.45-2.50);*
- *the key priorities for opportunity and regeneration and of the Regional Economic Strategy (see Chapter 2, paragraphs 2.10-2.44);*

- and the key priorities for the Environment and Conservation (see Chapter 2, paragraphs 2.51-2.65).

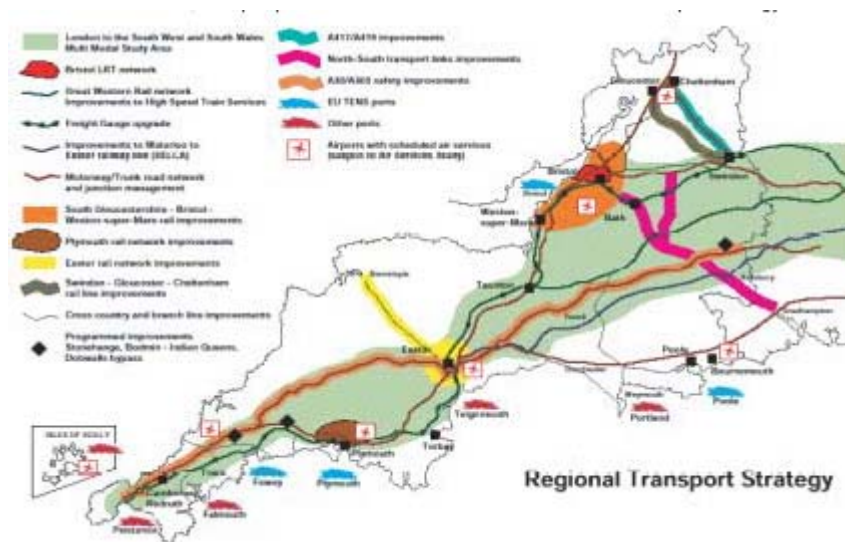
2.3.5 Background analysis

The background analysis should consider the nature of the transport network and the relevant land-use issues in different parts of the region. This will provide an analytical underpinning for a more spatially specific approach in the RTS. Section 4.2 of this guide outlines advice on using background analysis to inform the RTS.

The inclusion of *maps* in the RTS, and also in the background analysis, helps demonstrate the linkages between the transport network and the wider spatial policies for the region. In some regions such as the South West, an RTS key diagram has been produced to show the main infrastructure improvements proposed in the RTS as well as corridors subject to MMSs, and the principal ports, airports and urban areas in the region (see fig 2.6).

Fig 2.6. Example: South West an RTS key diagram

In the South West RTS, a map is presented to set out the main features of the transport strategy.



2.3.6 Wider transport issues

Within the context of the primary role for the RTS to support the spatial strategy of RPG, it may be appropriate to cover issues relating to the wider management of the transport network, which may not fall within the normal remit of the land-use planning system. These might include issues such as network management, service quality, parking policy, interchanges and measures to manage travel demand and change travel behaviour.

PPG 11 states in particular that the RTS should provide guidance on measures to increase transport choice, including better intermodal integration. It should also set out the strategic context for demand management measures such as road-user charging and levies on workplace car parking.

Specific policies should only be included in the RTS if there is a genuine and distinctive regional dimension to the issue and a clear rationale and appropriate mechanism for a policy response at the regional level. Many wider transport issues (such as local bus services or traffic management measures, and many projects to encourage walking and cycling) will be local by their nature. In

most cases detailed policies are likely to be best addressed at the level of Local Transport Plans, for which necessary overarching policy guidance is set out at national level.

The RTS should add value to national guidance in this area, not duplicate it. For instance, many RTSs propose that local authorities should encourage the development of travel awareness measures through development plans and LTPs. This duplicates national guidance. The RTS should aim instead to provide a regional context, for example by specifying travel awareness measures to be targeted at a particular congested transport corridor or spatial area; or by encouraging some form of regional co-ordination.

This is not to say that the RTS should ignore local measures. Local measures, taken together, can have a significant impact on the regional transport network, and any underlying analysis for the RTS will need to consider carefully the contribution of local travel patterns. What matters rather is for the RTS to provide a regional distinctive steer which can inform local authorities and other stakeholders as they interpret national guidance. Simply repeating national policy guidance in a RTS is an opportunity missed.

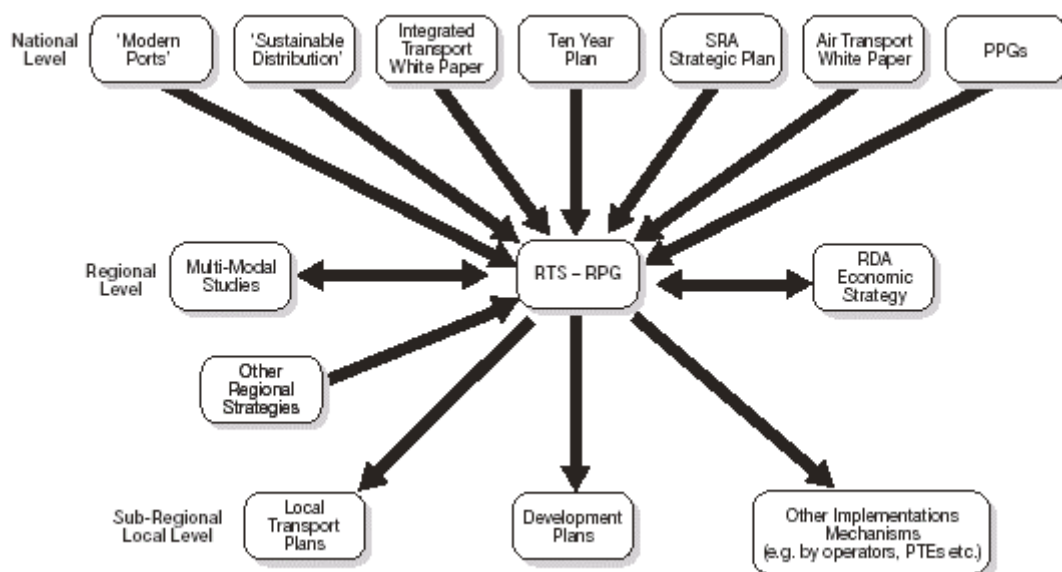
It will also be crucial for the RPB to secure agreement of relevant organisations on wider transport management proposals and initiatives to be included in the RTS. These are likely to extend beyond spatial planning considerations and may involve a wider range of organisations, such as private bus operators, who might not be otherwise involved in the process of developing the RPG. For transport management proposals included in the RTS, the mechanisms for delivery should be identified clearly in the RTS in agreement with the organisations involved.

2.4 Other regional strategies

In parallel to the RTS and RPG, there are several other relevant regional strategies, including the RDA Regional Economic Strategy (RES). Successful integration between the RTS and these parallel regional strategies is necessary to ensure a coordinated and joined-up approach to the development of the region.

Figure 2.7. shows the linkages between the RTS-RPG and other regional strategies, and the relevant roles of main strategic organisations.

Fig 2.7. Linkages between the RTS-RPG and other regional strategies



*In regions where the RPB is a separate organisation to the RA, close liaison and discussion with the RA will be required.

2.4.1 Integration with RDA economic strategies

A vital consideration is ensuring the RTS and RPG complements and assists in the implementation of the RDA economic strategy. Each RDA is required (under the 1998 RDA Act) to produce an economic strategy. The main aims of the RDA economic strategies are set out in box 2.8. The current RDA strategies were published in the autumn of 1999. Since then, all RDAs have developed Action Plans, and some have also undertaken subsequent important additional policy and strategy development work⁶. Chapter 4 of PPG11 provides guidance on the coverage of economic development issues in RPG and the relationship with RDAs and their strategies and action plans.

There should be a two-way relationship between RTS/RPG and RDA economic strategies. The RDA economic strategies should be guided and support the long-term spatial strategy for the region set out by RPG-RTS. The relationship between the two strategies is non hierarchical. It is therefore important that the RPB and RDA liaise closely to ensure consistency, particularly where RDAs are also revising their strategies. RDAs are required to involve a wide range of stakeholders in the strategy development process.

In terms of the content of RTS-RPG in relation to economic development, PPG11 states that RPG should identify priority areas for economic development and regeneration (including, where appropriate, areas for cluster development) and should provide a general spatial framework and set of criteria for identifying strategic sites. This should build on the policies and proposals in the RDA economic strategy.

The RTS-RPG should indicate directly how transport measures and infrastructure proposals will support the policies and specific priorities for economic development. These might include clearly defined areas or sub-regions for regeneration (for instance Objective One or Two areas, or areas with major brownfield sites), as well as key areas of economic growth or success such as specific city centres or high technology corridors. For example, the draft RPG for the West Midlands outlines land-use and transport policies to help deliver a key priority for the RDA: the development of high-technology clusters in various corridors in the region.

Box 2.8. The main requirements of RDA Economic Strategies

The five statutory purposes of each RDA are, for its region, to: further the economic development of its area; promote business efficiency investment and competitiveness; promote employment, enhance the development of skills relevant to employment in its area; and to contribute to sustainable development.

Each RDA is required to produce a Regional Strategy generally known as Economic Strategies. The main purposes of the Strategies are to *improve economic performance and enhance competitiveness, addressing the removal of market failures which prevent sustainable development,*

⁶ For instance, several RDAs have developed detailed strategies for the development of rural areas of their regions. In the West Midlands, important strategic policy developments have emerged as a result of the reports of the Rover Taskforce.

*regeneration and business growth*⁷. More specifically, the strategies should provide a regional framework for economic development, skills, regeneration, the delivery of national and European programmes, and a basis for action plans for the RDAs own work. The first strategies were published in October 1999. Most RDAs are revising their strategies in 2002/3.

A main principle for the strategies is the need for RDAs to work in partnership with other bodies in the region to ensure consistency with other regional strategies, particularly the RPG-RTS, and to set out an agreed framework for the coordination of regional activity. The Regional Assemblies, most of which have now taken on the role of the RPB, have a statutory role in relation to consultation and approval of the RDA Economic Strategy.

2.4.2 Integration with other regional strategies

The RTS should also have regard to several other relevant strategies developed at the regional level. Relevant strategies include: the Regional Cultural Strategy⁸; the Regional Tourism Strategy produced by the Regional Tourist Board, and other strategies in areas such as housing, social inclusion, or equal opportunities.

The ***Regional Framework for Sustainable Development*** (RFSD) is produced by the designated Regional Chamber or the Regional Forum for Sustainable Development. It is intended to set out a broad policy framework for sustainable development in the region. This is intended to provide an overarching strategic framework to assist in developing improved integration between other regional strategies, including the RTS-RPG.

In some regions, the main regional organisations have developed ***Integrated Regional Strategy*** frameworks to enhance the level of integration and consistency between the different regional strategies. These initiatives, generally developed under the auspices of the designated Regional Chamber, have proved successful in clarifying the respective roles and linkages between the various strategies. The best-developed examples are in the East Midlands and Yorkshire and the Humber (see boxes 2.9 and 2.10 below).

Box 2.9. Example: East Midlands Integrated Regional Strategy

The East Midlands Integrated Regional Strategy initiative was developed by the Regional Assembly with the involvement of its main regional partners such as the regional LGA (the RPB), the RDA, the Government Office, and the regional housing, transport, social inclusion and environment task groups.

The purpose of the initiative was to set out a common overarching set of objectives for all the main regional strategies (including RPG-RTS and the RDA Economic Strategy) and a clear framework for developing close integration between them. The framework promotes sustainable development by helping to ensure that, for example, economic ambitions are not met at the expense of the

⁷ *Guidance to RDAs on Regional Strategies*, DETR 1999.

⁸ The Regional Cultural Strategy is developed by the Regional Cultural Consortium. This is an organisation involving representatives from the arts, culture, tourism, media and sports sectors, which often operates under the auspices of the designated Regional Chamber. Chapter 8 of PPG11 provides guidance on covering the topic of culture in the RPG.

environment and that decisions about the development of land and buildings do not perpetuate social exclusion. Indicators and targets have been devised to measure the achievements of these strategies against the objectives.

Box 2.10. Example: *Advancing Together* an integrated approach to regional development in Yorkshire and the Humber

In Yorkshire and the Humber a shared vision for the region has been set by the Regional Chamber and Regional Assembly of local authorities, in conjunction with the main regional partners. A vision and set of main objectives for regional development provides a framework for the development of the main regional strategies. The linkages between the RPG and the RDA Economic Strategy are set out in both documents.

2.4.3 Partnership working at the Regional Level

Close and effective partnership working between the main regional strategic agencies is essential to developing a complementary and integrated approach across the main regional strategies.

RPB RDA joint-working. There should be regular liaison between RPB and RDA officials to consider various drafts of the two strategies and to identify a shared approach to addressing main regional priorities. In addition to RDA involvement in working groups and the consultation process for producing the RTS, a series of bi-lateral RPB-RDA meetings (or three-way discussions also involving the Government Office) are recommended. It would also be helpful for the RDA to be actively engaged on the main steering group responsible for producing the draft RTS.

The RDA should seek to influence the RTS through normal joint-working with the RPB and the relevant working groups and consultation mechanisms. Several RDAs have their own transport and infrastructure working groups, and it is recommended that these should have a clear role in the RTS process. It is not considered appropriate or helpful for the RDA to form new groups to address regional transport issues or to influence aspects of the RTS without the prior discussion and clarification of respective roles with the RPB and GO.

The designated Regional Chamber. There is a statutory requirement for RDAs when developing their strategies to take into account the comments and advice of the designated Regional Chamber usually known as the Regional Assembly (see footnote 4). In most regions, the designated Regional Chamber already has the role of the Regional Planning Body, or is likely to adopt this role in the near future.

Close integration of Regional Chamber and RDA scrutiny and regional planning functions will help identify potential inconsistencies and opportunities for improved integration between the two strategies. Most Chambers also have a role in coordinating, advising on or approving other regional strategies i.e. in areas such as culture or sustainable development. In regions where the role of the RPB remains with the Regional Local Government body or planning conference, it will be essential for this organisation to work closely with the designated Regional Chamber.

The Government Office. The Government Office for the region also has a pivotal role in relation to RTS-RPG and the RDA economic strategy. This includes assisting in the development of draft RPG-RTS by providing technical and policy advice to the RPB. Following the public examination, the GO will advise the Secretary of State on proposed modifications, and ultimately the final version. The GO is also the formal sponsor body for the RDA and is therefore well-placed to identify and help resolve any inconsistencies between the RPG-RTS and RDA economic strategies.

The GO will also advise on potential inconsistencies with national policy. It also has an important role in coordinating the work at the regional level of different government departments and agencies. The GO should play a pro-active role in brokering the involvement in producing the RTS of organisations such as the Highways Agency and SRA, as well as DfT and ODPM headquarters divisions as appropriate.

2.5 Using the outputs from the Multi-Modal Studies to inform the RTS

The Government's 1998 Roads Review⁹ announced the establishment of a series of Multi-Modal Studies to identify long term solutions to the most serious transport problems facing the strategic trunk network in England. 21 studies have been commissioned by DTLR, and are being conducted in accordance with the DTLR Guidance on Methodology for Multi-Modal Studies (GOMMMS). Each is managed by the relevant Government Office and overseen by a steering group comprising a range of stakeholder interests.

These studies vary considerably. Some MMSs cover large geographical areas, sometimes across more than one region (e.g. London to the South West, Midlands to Manchester, or London to the South Midlands); others focus on narrow transport corridors (e.g. Cambridge to Huntingdon, access to Hastings). All, however, consider a wide range of options, including rail service and infrastructure improvements, road improvements (for example bypasses, motorway widening and measures to make better use of the road network), and bus service and other public transport improvements. These options are assessed using the New Approach to Appraisal (NATA) methodology according to their economic, environment, safety, accessibility and integration impacts. The recommendations from each MMS are reported to the RPB, who advise Government on their views on the strategy and its components, including the schemes they consider to be appropriate.

The present review of RTSs will be particularly informed by the outcomes from this series of MMSs. Several MMSs have already been completed, and all but two should be completed by Spring 2003. This section provides advice on how these MMSs should be treated within the RTS.

2.5.2 Key stages of the MMS process and the approach to the labelling of projects

The approach to informing the RTS-RPG will depend on the stage to which the relevant MMS has advanced (see fig 2.11). The main stages of the MMS process are outlined below.

- **Problem identification.** The first stage of the process is identification of a serious transport problem on a specific part of the road network (e.g. congestion, forecast transport growth) requiring a long term, strategic solution which would benefit from a MMS approach. This could be in terms of a particular transport corridor, sub-region or wider geographical area. The current series of MMSs, chosen and funded by national Government, cover many of the most serious problems facing the strategic road network. It is possible, though, that the RPBs may wish to commission further studies using a multi-modal approach on the basis of their analysis of the transport issues in the region. In this case, the relevant transport problems or issues should be specified as *proposed for investigation*. The methodology developed for MMSs can be expected to remain the recommended approach for investigations of transport problems. RPBs should seek advice from the GO on this issue.

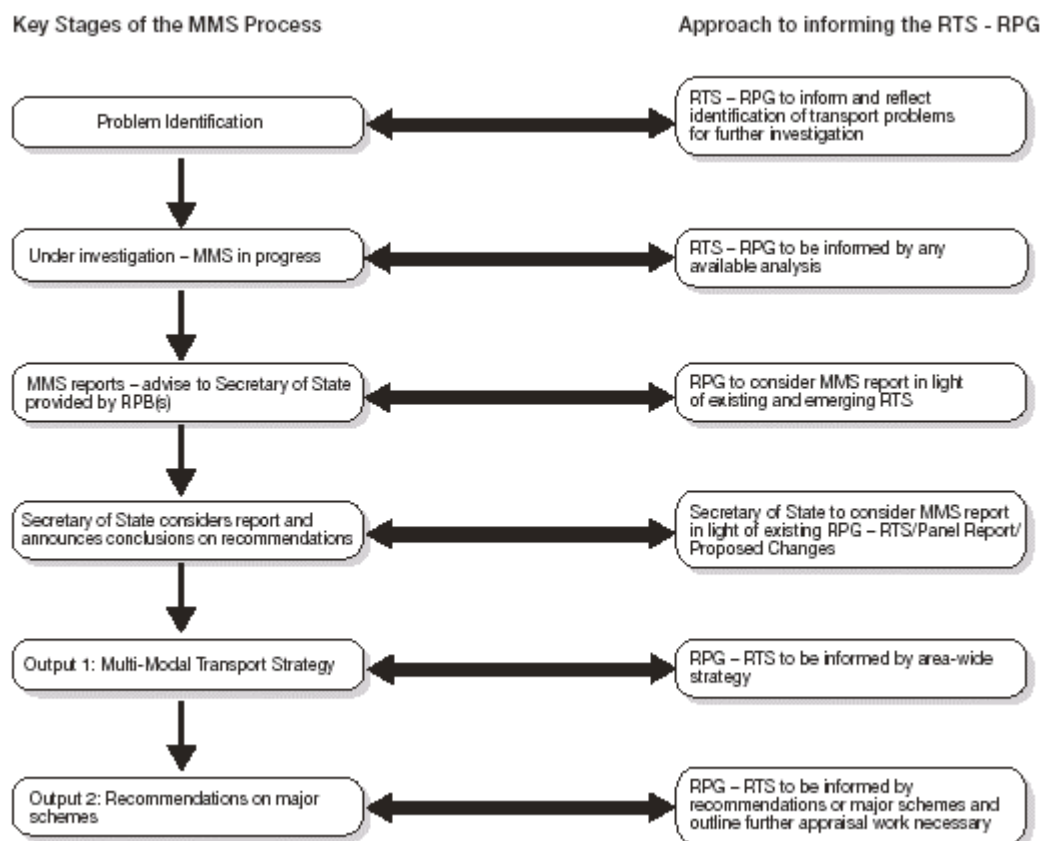
⁹ A New Deal for Trunk Roads in England, DETR, July 1998.

- ***Under investigation MMS in progress.*** MMSs may still be in progress at the time of the RTS publication and may not have reported other than possibly at an interim stage. The RTS-RPG should be informed by any available results of analysis or modelling undertaken as part of the MMS. It should indicate the relevant transport issue or problem and specify it as ***under investigation***.

Any relevant specific schemes or projects subject to the MMS should be clearly indicated as one of a series of options under investigation. Rather than simply listing proposed transport schemes subject to a MMS, it would be more appropriate for the RTS to outline the nature of the transport problem being investigated by the MMS (e.g. congestion in a particular location on the road network). The options identified for infrastructure improvements and management measures can then be presented within this context.

- **Consideration of the MMS report and provision of advice to the Secretary of State for Transport by the RPB.** Once the MMS has reported, it is the role of the RPB to consider the report and recommendations approved by the MMS steering group, and to provide advice on these to the Secretary of State (normally within three months of the publication of the final report). These considerations by the RPB should have regard to the existing published RTS-RPB as well as the emerging RTS document. The study areas for some MMSs are located in more than region, and two or more RPBs will be involved in the process. The different RPBs may provide advice to the Secretary of State separately, or collaborate jointly to submit collective advice. At this stage, specific transport problems (or possible scheme or project solutions) under consideration as part of the MMS should still be indicated in the RTS as ***under investigation***.
- **Consideration of the MMS report by the Secretary of State.** The Secretary of State will consider the MMS report in light of the RPBs advice, and government policy, including the published RTS-RPG, and if appropriate the Panel Report on or proposed changes to the draft RPG. The Secretary of State will announce his conclusions on the MMS recommendations. Until this announcement has been made, specific transport problems (or possible scheme or project solutions) subject to the MMS should still be indicated in the RTS as ***under investigation***. In practice, this stage of the MMS process is likely to be fairly short, and there should be scope for coordination in respect of the timetable for taking forward or finalising the RTS.

Fig 2.11. The key stages of a Multi Modal Study and the approach to informing the RTS-RPG



- Output: a multi-modal transport strategy.** Stemming from the Secretary of State's announcement, the key output will be a long term transport strategy for the area or corridor covered by the MMS. This will outline a series of transport schemes and other policy interventions to be taken forward for further appraisal and development by the relevant delivery agencies. Decisions on such measures by the Secretary of State will be taken after completion of this further work. The timing of further appraisal and development work will depend on the expected timetable for implementation of particular recommendations. The strategy should inform the RTS both in terms of general policy approaches to tackling transport problems in the study area as well as specific interventions. The RTS should identify clearly and outline succinctly the strategy and all its components, labelling it as a *multi-modal strategy for which further appraisal and development of individual components is being taken forward*.
- Output: major schemes.** Each multi-modal strategy is likely to set out a number of recommended major schemes. Individual schemes will not normally have undergone detailed scheme level appraisal as part of the MMS process, and though forming part of a strategy, further appraisal work on each scheme will be necessary before it receives specific approval from DfT. For instance, a light rail extension included in the final multi-modal strategy will need to seek approval through the LTP process. Similarly, further appraisal work by the Highways Agency is likely to be necessary before a recommended motorway improvement can be added to its Targeted Programme of Improvements. For this reason, these schemes should be labelled *part of multi-modal strategy further appraisal work needed*. Once a scheme has been fully appraised, approved by the Secretary of State and included in the relevant funding programme, it can be labelled as **committed**.

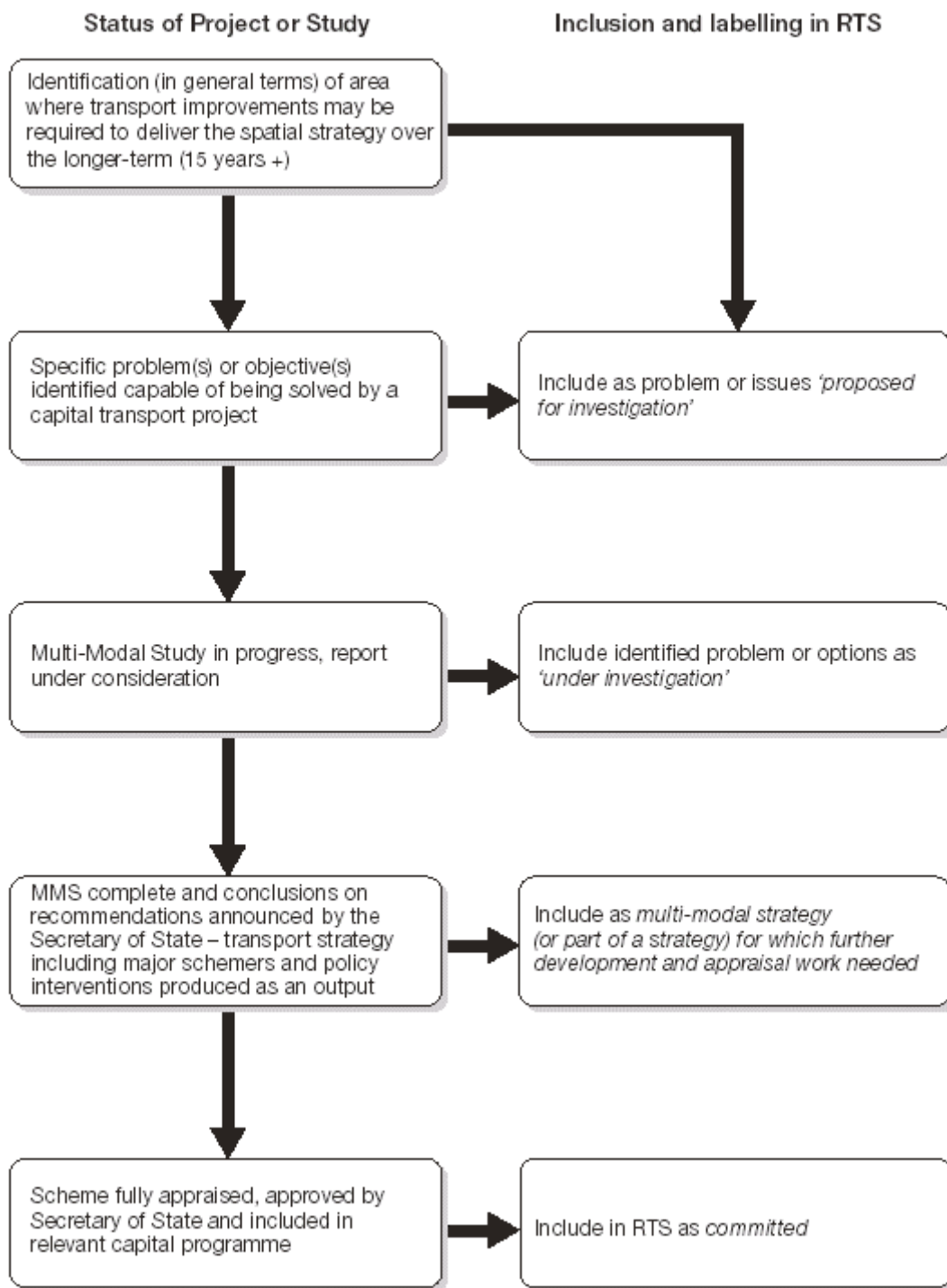
- **Output: other policy interventions.** Apart from major schemes, endorsed multi-modal strategies are likely to recommend a range of other policy interventions. These could include better public transport services, local packages of incremental infrastructure improvements, and demand management measures. Some of these recommendations may fall to local authorities to deliver, especially if they are local in nature. Others may have direct implications for the content of the RTS, for instance any demand management recommendation may have a major influence on the treatment of demand management within the RTS. The RTS should therefore clearly identify how the other policy interventions are being taken forward, especially in terms of delivery mechanisms, and timetables. These should be appropriately labelled following discussions with the organisations responsible for delivering these policy interventions.

Some MMSs will include recommendations for an *integrated package of measures*. This might include a series of infrastructure improvements across a variety of modes as well as measures to manage demand, for which there are likely to be different timetables, and statutory approval, funding and delivery mechanisms. The RTS should consider the individual elements as part of the package of recommended proposals.

It is possible that a transport scheme or measure that is a key part of the transport strategy or transport plan resulting from a MMS may subsequently be assessed to fail to meet more detailed appraisal criteria. (e.g. value for money criteria). In such cases, it may be necessary to consider the wider implications for the study area as a whole and the relevant transport problems that the MMS intended to address. The RPB should consult the GO on the best way forward.

The approach to including and labelling schemes or projects in the RTS subject to their status in the MMS process is summarised in figure 2.12. overleaf.

Fig 2.12. The approach to including and labelling schemes or projects in the RTS subject to their status in the MMS process



2.5.3 Dealing with overlapping timetables

In some cases an MMS will be proceeding at the same time as the preparation of the RTS RPG, and the nature of the relative timetables for the two processes will necessitate an iterative approach to informing the RTS. The MMS study report, or the Secretary of State's conclusions on the recommendations, may not be available until the latter stages of the process for producing the draft RTS-RPG or even following its publication at the consultation or Public Examination phase.

The RPB should plot the likely timetable for relevant MMSs and ensure that there is adequate time and clear mechanisms in the RTS-RPG process for considering and taking account of the outputs from the MMS. Where the MMS report, or the Secretary of State's conclusions on the recommendations, is subsequent to publication of the draft RTS, the MMS outputs should be considered as part of the Public Examination of the RTS, and the RPB should consider proposing relevant changes to the draft RTS.

2.5.4 Dealing with studies covering more than one region

For studies that cover more than one region, effective cross-boundary working between RPBs (and other bodies) will also be necessary as part of the MMS process. The different RPBs can provide advice to the Secretary of State on either an individual or collective basis. The decision issued by the Secretary of State should provide a clear framework for taking forward the area wide strategy and individual components across regional boundaries.

2.5.5 Road-Based Studies

In addition to the 21 MMSs commissioned by DTLR, a series of roads based studies (RBS), managed by the Highways Agency, have been commissioned, using similar multi-modal evaluation techniques. These are to address problems such as poor accident records in relation to specific locations on the strategic roads network and to test and appraise potential options. Most of these options are likely to be road-based, but consideration is being given in the studies to other modal solutions where appropriate. The outputs from these studies are likely to comprise a detailed transport plan and in some cases a full appraisal of individual schemes. The recommendations from each RBS are reported to the RPB who advise Government on their views, with Ministers taking the final decisions.

The treatment of RBSs in the RTS is similar to that for MMSs. Every RBS within the region should be clearly identified, with the status of each potential scheme or proposal considered by RBS outlined succinctly. As is the case for MMSs, the RTS should consider all the individual schemes and projects forming part of a RBS as an integrated package of measures where appropriate.

2.6 Setting out a framework for Structure/Development Plans and Local Transport Plans

The RTS should set out a regional framework for Local Transport Plans (LTPs) and local Structure/Development Plans, and in the future as part of the changes included in the Planning Bill, Local Development Frameworks. Formal guidance on Local Development Frameworks will be published by the Office of the Deputy Prime Minister once the legislation is in place. This guide is primarily concerned with the existing planning framework. If RPBs wish to know more about the implications for the RTS for the planning reforms, they should seek advice from Government Offices.

The central role for the RTS in relation to **Development Plans** is to provide a steer on the type of land-use planning policies to be included in Development Plans to help deliver more sustainable travel patterns in the region, and appropriate locations for built development in relation to the existing and planned future transport network. There is also a requirement at the local level that Development Plans are consistent and complementary to LTPs, and as such the RTS should set out an integrated set of transport and land-use policies. In particular, the RTSs technical advice on off-street parking standards and public transport accessibility criteria for new development would be expected to have a significant influence on the treatment of these issues in local development plans.

The role of the RTS in relation to **Local Transport Plans (LTPs)** should be to provide guidance and a policy framework for LTPs that is specific to the region or different subregions. This should build on and add value but not duplicate the Guidance on LTPs produced by national Government¹⁰ and other main national transport policy documents (such as the Ten Year Plan). There are three key areas where an RTS could provide a regional steer for the second round of LTPs covering the period 2006/07 to 2010/11.

Setting out a framework for a cross-boundary strategic approach between LTPs. A key aim for the RTS is to set out the strategic context for ensuring an integrated and consistent approach to strategic policy priorities between different LTPs in the region. Most highway authorities have now established informal arrangements for ensuring consistency between neighbouring authorities, recognising that much transport planning has to be carried out on a sub-regional basis.

As well as identifying priorities that cross LTP area boundaries, the RTS should set out an overarching strategy or policy framework for specific **sub-regions** where cooperation and coordination across LTP boundaries is particularly important. In these cases, the RTS should emphasise the importance of a coherent approach across the relevant LTPs. An example might be the Greater Bristol area in the South West region, where the RTS might outline a strategy to tackling congestion and improving public transport in this area as a clear policy framework for the separate LTPs in that area.

The RTS should also provide a clear steer on the approach to issues in LTPs and Development Plans where an inconsistent approach across LTP or local plan areas could undermine the wider transport strategy for the region or sub-region. This might include issues such as parking standards or the location of major development, where a consistent approach may be necessary to avoid perverse incentives for development or unhelpful competition between different areas.

Providing a regional steer on major LTP schemes. The RTS should provide the framework for identifying and developing major schemes of regional significance within the LTP process. Not all major schemes defined as any scheme costing more than £5m seeking approval through the LTP process will be of regional significance, but many will be. These include:

- infrastructure links to regional or national gateways, such as airports or coastal ports;
- large modal interchanges which can act as regional or sub-regional hubs for public transport;
- access links to regeneration areas outlined in the wider spatial strategy; and
- cross-boundary park and ride schemes or guided bus corridors.

Major LTP schemes require specific approval from DfT, and are subject to NATA appraisal. The RTS should set out clearly the status of each major scheme of regional significance.

Providing a regional dimension to local LTP initiatives. The RTS should build on and develop the national policy guidance on LTPs by providing a strategic policy framework for issues and priorities of regional significance. Given the need for the RTS to be succinct and regionally

¹⁰ Guidance on Full Local Transport Plans, Department of Environment Transport and the Regions, March 2000. Revised guidance for the development of the next round of LTPs is expected to be published by the Department for Transport in 2004.

distinctive, it should avoid including unnecessary material in relation to local transport initiatives where there is no clear need or remit for a policy approach at the regional level.

Many initiatives that will be included in LTPs will individually be of only local significance, for instance improvements to local bus services, small-scale road safety improvements, measures to encourage walking and cycling, or management measures in areas such as ticketing or travel network. Whilst cumulatively, these projects may have a significant regional impact and should be recognised in the RTS, in many cases there is unlikely to be a specific need for distinctive regional policies.

A strategic policy framework for these types of local transport initiatives is set out in relevant national policy guidance, including the guidance on full LTPs. It is not necessary or appropriate for these issues to be covered, and the national policy framework repeated in the RTS unless there is a genuine and distinctive regional dimension to the issues and the proposed solutions. For instance, a general policy on encouraging walking and cycling in the RTS would add little value to existing national policy guidance, whilst a policy and investment priority to deliver a regional or sub-regional cycle network would be appropriate for the RTS.

Chapter 3 The process for producing the RTS

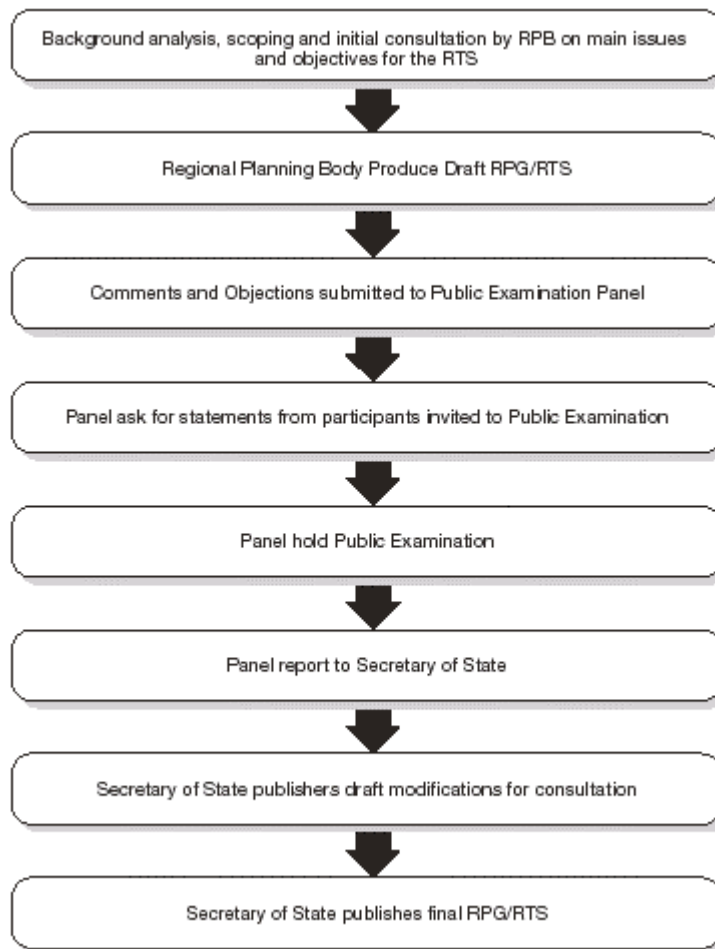
3.1 Introduction

This section provides advice on the processes adopted by RPBs and partners for developing the draft RTS. A successful strategy development process is important in ensuring that the content of the draft RTS document meets the requirements outlined in PPG11 and reflects the advice set out in this guide. This chapter re-affirms and builds on the guidance on the formal process for the preparation of RPG-RTS and the roles of the RPB, Government Office and other key stakeholders set out in chapter 2 of PPG11.

The formal process for producing the RTS is shown in Fig. 3.1. The draft RTS is produced by the Regional Planning Body (RPB), normally through various processes of working groups and partner engagement and consultation at various stages. The draft RTS is then subject to the process of **Public Examination (PE)** as part of the RPG, and this provides a further opportunity for stakeholder consultation prior to the PE as well as the opportunity for representations to be made at the PE itself. The Panel report is then considered by the relevant Government Office (GO) on behalf of the Secretary of State(for Planning), with any proposed modifications consulted on prior to final approval and publication of the RPG/RTS.

For most regions, however, the current reviews of the RTS are not starting from scratch and the wider spatial strategy set out in RPG is taken as given. The primary aim rather is to strengthen the present RTS by incorporating the outcomes of MMSs and other national developments, as well as studies on parking standards and public transport accessibility criteria which have been undertaken to inform the RTS. This has implications for the process for producing the RTS, and is reflected in this chapter.

Fig 3.1. The formal RTS-RPG process



3.2 Key principles for the RTS process

Consultation, based on sound technical analysis of the problems and solutions, is central to the development of a strengthened draft RTSs. The strength and effectiveness of a RTS will depend on the extent and level of partner consensus and commitment to it, and the quality of partner engagement in producing the document. Developing partner consensus around regional transport issues and priorities can be a difficult and time-consuming task. There are likely to be difficult and controversial issues which need to be addressed by the RTS where significant work will be needed in developing a clear way forward.

The RTS should be informed by technical as well as policy inputs from a wide variety of individuals and organisations. This will require close involvement of individuals with landuse planning expertise as well as those from a transport background.

Whilst there is no standard formula for producing the draft RTS, there are specific approaches that have clearly worked well when applied in some regions, as well as aspects of the process that have been less successful. Drawing on good practice, some key principles for the RTS process can be identified.

Key principles for the RTS process:

- **Securing widespread partner engagement.** The RTS process should be based on involvement, buy-in, support, and commitment of relevant strategic agencies and other stakeholders in the region. There should be adequate mechanisms for engaging: the main regional strategic agencies such as the RDA and Government Office (who are likely to be involved more closely than other bodies); key transport bodies such as the SRA, Highways Agency and PTEs, major operators and infrastructure companies; and wider stakeholder interests, such as regional business, environmental and voluntary and community sector groups.
- **Ensuring clarity of process.** It is vital that, from the outset, RPBs set out a clear process and timetable for reviewing the RTS. The roles and memberships of various working groups and the timescales and mechanisms for wider consultation should be clear. Duplication and confusion should be avoided in relation to existing working groups and parallel strategy processes.
- **Developing consensus and shared understanding of the main transport issues and objectives.** The process for producing the RTS should focus initially on developing a shared understanding amongst relevant partners of the main transport issues in the region, and consensus on the key objectives for the strategy.
- **Addressing difficult issues.** Through the RTS process, there should be a constructive attempt to address directly difficult or controversial issues. These might include prioritisation of transport schemes and measures.
- **Developing successful cross-boundary working.** It is important that arrangements are developed for cross-boundary liaison and cooperation between RPBs and other strategic agencies in different regions. This will facilitate dealing with transport issues and proposals that are located in or influence more than one region, as well as wider pan-regional transport and related land-use issues.

3.3 Engaging the main stakeholders

A wide range of stakeholders should be engaged in the preparation of the RTS. The responsibility for the actual drafting of the document will be undertaken by the RPB. The draft should reflect and incorporate the technical and policy inputs, and views of relevant stakeholders. Paragraph 6.05 of PPG11 lists some of the main organisations to be involved.

The main stakeholder organisations can be considered in four main categories.

Key strategic regional organisations. Alongside the RPB, the principal strategic organisations at the regional level are the Government Office (GO) for the region, the Regional Development Agency (RDA), and the designated Regional Chamber (in the regions where it is not also the RPB). There should be particularly close involvement of these organisations in the preparation of the RTS. More detailed advice on taking forward liaison between these organisations is set out in section 2.4.3 of this guide.

Local Authorities. Local Authority officers and members will have a strong direct input through their membership of the RPB. It is important that in preparing the RTS a wide range of local authority and area perspectives are involved, including unitary or district authorities from main urban areas. RTSs are intended to provide a framework for Structure Plans and Development Plans (and in future, Local Development Frameworks), as well as LTPs. It is therefore important that officers with a land-use planning background and remit as well as those with transport planning

expertise, play a core role in producing the RTS. It is also important that local authorities involve not just transport and planning officials but officials from other departments with an interest in transport and social inclusion, such as education, social services and regeneration departments.

Transport Bodies and Groups. Relevant transport agencies and groups (in both the public and private sectors) should be engaged in preparing the RTS. These organisations can offer input and advice on technical as well as policy issues. It is essential there is close engagement of the main strategic agencies such as the Highways Agency and the Strategic Rail Authority (SRA). Other relevant organisations include train and bus operators, port and airports authorities, British Waterways, the Countryside Agency, associations of transport companies (such as the Freight Transport Association), and passenger representative groups. In preparing the RTS, the RPB should have regard to the transport proposals and strategies of these organisations.

Wider Stakeholder Interests. The preparation of the RTS should also involve other stakeholder groups. This includes organisations and representative groups from business, voluntary, community and environmental organisations and interests.

3.4 Using working groups and undertaking consultation

In practice the preparation of the draft RTS is overseen and taken forward by a series of working groups in combination with wider processes of consultation. The make-up and structure of these working groups and the nature of the consultation processes adopted have varied from region to region.

In most regions, a series of specific working groups and mechanisms that have been used to engage stakeholders in the production of the RTS. An indicative working group structure is set out in fig. 3.2. This is not intended to be prescriptive different mechanisms have worked well in different regions. The process and structures for producing the RTS will need to be developed with regard to the nature of existing for a and parallel strategy exercises in the region.

Steering/advisory group. A steering/advisory group involving high-level officers and members can prove useful in dealing with major policy issues, and helping ensure linkages with the wider spatial strategy and other regional strategies. In general, the role of these groups is to provide overarching policy direction and focus on the big-picture issues. Groups such as this will be most effective if they involve a wider range of organisations rather than just local authorities, and individuals with a land-use planning background as well as those with transport expertise. It would be appropriate for the RDA and Government Office to be members of the group.

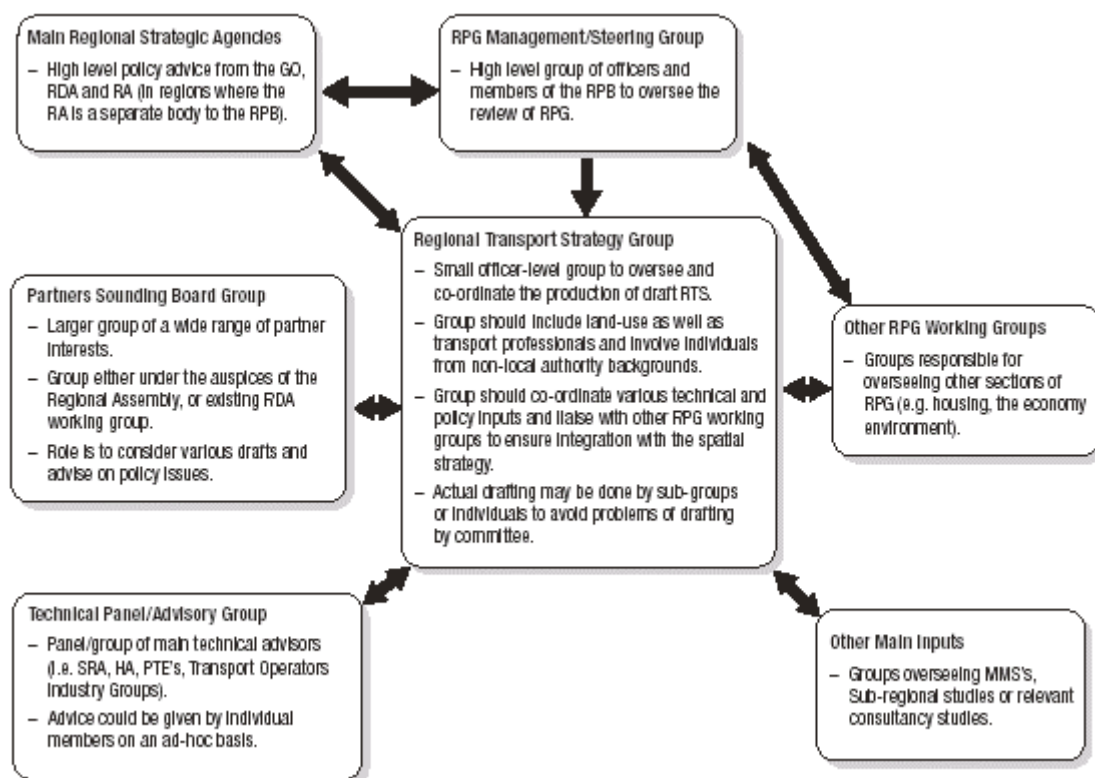
Drafting group. Whilst the steering group will consider various drafts of the RTS, reflecting the difficulties of drafting by committee, a smaller (possibly informal) officer level drafting group may be appropriate. This should include individuals with close involvement in the land-use planning aspects of RPG.

Mechanisms for drawing on technical advice and input. The RTS will need to be informed by a range of technical inputs from a wide variety of sources. In particular relevant transport bodies will have an important technical as well as policy input. These organisations are set out in paragraph 6.05 of PPG11 and include: the SRA, Highways Agency, transport operators, port and airports authorities, etc. Technical inputs should include advice on land-use planning as well as transport issues. Specific mechanisms are recommended for securing technical advice from these organisations (otherwise experience has shown that the potential contribution of these groups can be diluted or not tapped to its full potential). This might include establishing a technical advisory group to consider various drafts, or less formal mechanisms such as a technical panel to which

drafts can be circulated for comment and technical input can be sourced on an ad-hoc basis. In some cases it will be necessary for the RPB to directly undertake or commission technical work and analysis on transport issues in the region.

Mechanisms for wider stakeholder engagement. There should be clear processes for securing wider stakeholder engagement. In some regions, partner reference groups have been used. These include representatives of main partner interests in the region, and provide a useful sounding board on main policy issues. In many cases appropriate groups will already exist under the auspices of the Regional Chamber and/or RDA. RPBs should avoid setting up new groups that to a large extent duplicate the roles and membership of existing fora. The membership of these existing groups may need widening for the purposes of inputting to the development of the RTS (for instance, membership of an RDA working group may need broadening from predominantly business interests). Any new groups should have clear terms of reference to clarify roles and responsibilities to existing groups.

Fig. 3.2. Indicative working group structure



Written consultation and consultation events. In some regions, conferences or seminars have been held to discuss the main themes and issues. Written consultation exercises have also been used to good effect. Organising consultation events can be a logistically onerous and time-consuming process. In undertaking the consultation process it is important that RPBs do not overstretch limited staff resources, thereby impairing the quality of the consultation and partner engagement. Individuals from the RPB may not be best placed to facilitate the discussion. It is worth considering using external assistance to manage aspects of the consultation process and for tasks such as facilitating workshops and conferences, and analysing and summarising written consultation responses. Individual meetings between the RPB and local authorities and other stakeholders can also be valuable during a consultation. A checklist of good practice in relation to consultation exercises is set out in box 3.3.

Box 3.3. Undertaking consultation: checklist of good practice

- **It is important to explain the role, functions and policy linkages of the RTS.** There will be limited awareness and even confusion amongst some stakeholders in relation to the RTS and how it relates to the rest of RPG, the RDA Regional Strategy, or national policy.
- **Appropriate timescales** are necessary for successful consultation with adequate, reasonable and clear deadlines for responses, and appropriate quantity and timings of meetings. This should reflect the time pressures faced by partners and the need for some stakeholder representative organisation(e.g. CBI, Sustainable Development Forum) to, in turn, consult their members.
- **Using external assistance** can prove useful and ease pressure on RPB staff time. Consultants have been used to collate and analyse consultation inputs and to facilitate seminars and conferences.
- **Reporting back** on consultation (by issuing summaries of consultation inputs and indicating how they have influenced the process) can help build transparency and partner confidence in the process.
- **Websites and email** have been used successfully by several RPBs as a transparent and efficient means of making documentation and information available.

3.5 Developing an agreed vision, consensus and shared understanding at an early stage of the process

The process for producing the RTS should focus initially on developing a shared understanding amongst relevant partners of the main transport issues in the region, and consensus on the key objectives for the strategy.

Background analysis. Collaboration, discussions and consultation with partners to undertake background analysis has proven valuable in helping develop a shared understanding of the transport and land-use issues facing the region. This also helps provide an essential analytical underpinning for the RTS (see section 4.2 of this guide). It can also help identify areas where further technical work is necessary, key linkages with the spatial strategy, and the distinctive regional and sub-regional issues.

Box 3.4. Examples: Building partner engagement at an early stage of the RTS process

- In the **East of England**, an RTS Programming and Scoping Document has been produced setting out the role of the RTS, the information base, policy context, and investment context. This has proved successful in building widespread and shared understanding amongst stakeholders of the main transport issues in the region.
- In the **West Midlands**, a *Choices Conference* was held early in the RTS-RPG process. This involved a wide range of regional stakeholders in helping identify the main themes and issues for the RTS-RPG.
- In the **South East**, the Regional Assembly has recently undertaken a consultation exercise on the objectives for the revised RTS. A discussion paper outlining proposed objectives was widely circulated. A paper was produced to report back on this consultation and summarise the main responses. All documentation was made available on the Regional Assembly's website.

Consultation and discussion on the main themes and objectives. Consultation on the main objectives, themes, principles and questions for the strategy engages partners at an early stage of the process and helps build consensus and commitment to the main aims of the RTS.

PPG 11 specifies an objectives-led approach to the RTS (paragraphs 6.08 & 6.09). In seeking to gain consensus on the objectives for the RTS, RPBs need to avoid adopting an overly general lowest common denominator approach. The draft objectives should be based on and flow from the background analysis of the transport and land-use situation in the region. They should also be specific to the region and the wider spatial strategy and not merely re-state the broad objectives outlined in national policy documents (see section 4.3 of this guide). Clearly stated and region-specific objectives are also crucial to effective sustainability appraisal for the RTS-RPG.

3.6 Addressing difficult issues

In preparing the RTS, some difficult or contentious policy issues are likely to be raised. These might include issues such as determining transport priorities for the region, proposals for specific demand management measures, or controversial infrastructure proposals. The need to build partner consensus around the main principles for the RTS can lead to reluctance by RPBs to address directly difficult issues.

Partner engagement at the early stages of the process will help identify the difficult issues where regional consensus may be hard to achieve. In many cases, whilst it may not be realistic to expect these issues to be resolved fully, there will be scope for taking work forward. Discussion, understanding and finding of common ground can be progressed, and further technical, policy and consultation work identified. This will not be achieved quickly, but through mechanisms such as specific working groups, further technical studies or scenario testing, significant progress could be achieved. The important point is that these issues should be identified, and more detailed work to address them should commence at an early stage in the RTS process.

For instance, an agreed set of criteria might be set out for assessing the level of priority of specific schemes (e.g. extent that it supports the spatial strategy, facilitates regeneration, increases travel choice, etc). In the case of proposals for road-user charging, work could be undertaken to consider the impacts of various scenarios (e.g. charging areas and prices), key principles and criteria against which proposals can be assessed, and further work necessary.

Box 3.5. Example: addressing difficult issues demand management in the South East

The South East England Regional Assembly (SEERA) has commissioned consultants to advise on the development of demand management policies for the revised RTS. SEERA, have recognised that this would be a difficult issue on which to achieve consensus and that little policy development work or discussion amongst partners had been taken forward in the region. A stakeholder workshop was held involving key decision makers and those actively involved in demand management at the local level. The consultants, in conjunction with SEERA, are seeking to develop an appropriate regional framework for accessibility criteria, parking policies, charging, and travel plans.

In respect of difficult technical or policy issues for the RTS, it can be useful to commission consultants to identify options for the way forward. Consultants can provide independent advice based on a sound technical analysis of issues relevant to the RTS. Using consultants can also help the RPB overcome time and staff constraints. However, ultimately, difficult policy decisions, and the content of draft RTS, are the responsibility of the RPB. RPBs should not expect consultants to resolve on their own policy issues where consensus might be difficult to achieve.

3.7 Developing effective cross-boundary working

PPG11 (paragraph 2.07) emphasises the importance of the involvement of neighbouring RPBs and bodies with cross-regional boundaries in the RPG-RTS process. Successful cross-boundary cooperation is important to ensure that RTSs address effectively:

- issues and priorities in relation to specific transport proposals and problems that cut across regional boundaries;
- policies and priorities for key corridors or sub-regional areas that are located in more than one region (e.g. the Thames Gateway, or the Peak National Park); and
- to consider transport and related land-use issues more generally where it is particularly important to develop policy on a pan-regional basis.

At each of the main stages in the preparation of the RTS, the RPB should seek the views and input of RPBs and other key strategic agencies (such as GOs and RDAs) in neighbouring regions. This should commence at an early stage of the RPB review process, ideally as part of the work to undertake background analysis and problem identification for the RTS (see section 4.2 of this guide). This will enable key cross-boundary or pan-regional issues to be identified at the outset of the process and appropriate joint-working mechanisms to be put in place to develop a way forward. As the RTS document is developed, RPBs and other agencies in neighbouring regions should be involved in discussion and consultation of various drafts.

Much of the cross-boundary working required can best be taken forward through regular liaison, discussions and meetings, on an informal and ad-hoc basis. In some cases more formal joint-working arrangements or initiatives may be beneficial. Relevant examples and issues where specific cross-boundary initiatives may be required are set out below.

Key transport corridors. Where there are problems of congestion or accessibility in key transport corridors that cut across regional boundaries, joint-working will be necessary to identify the nature of the problems, investigate potential options, and discuss and take forward proposed transport and land-use solutions. Several of these corridors are subject to Multi-Modal Studies (MMSs). Section 2.5.4 of this guide sets out advice on how RPBs should consider recommendations of pan-regional MMSs to inform the RTS.

Sub-regional areas that cut across regional boundaries. It is appropriate for the RTSRPG to contain or cross-refer to sub-regional strategies (see paragraph 3.9) of PPG11. Several RPGs set out a spatial strategy on a sub-regional basis (and section 2.6 of this guide outlines advice on wider issues for the transport strategy). In some cases inter-agency cooperation and policy development on transport, land-use planning and economic development may be required for areas that fall within more than one region. An example of good practice is the South Pennine Integrated Transport Strategy to address inter-urban links and traffic management issues that impact on the Peak District area, which falls within three different regions: the East Midlands, North West and Yorkshire and the Humber.

The Thames Gateway. Taking forward the economic and physical development of the Thames Gateway is a priority for national government and the key strategic agencies in the three regions, which are covered by the Thames Gateway area: London, the South East, and the East of England. A ministerial-led partnership has been established involving organisations and partnerships in the three regions. An executive team within ODPM (the Thames Gateway Strategic Executive) has also been formed to help develop and coordinate policy and strategy across relevant government departments and agencies, and the relevant three regions. RPBs in these regions should have regard

to this policy and strategy development work for the Thames Gateway as a whole when producing their RTSs, and cross-boundary discussions on transport issues may be helpful.

Pan-regional cooperation in London, the South East and East of England is necessary to consider wide-ranging strategic land-use and transport issues. A Pan-Regional Planning Forum has been established to facilitate liaison between RPBs in the three regions. In London (which is not covered by this guide or PPG11) the Mayors Transport Strategy was published in July 2001. The Mayors Spatial Development Strategy (SDS) is being produced and a draft for consultation will be available later in 2002. There is a statutory requirement (under the London Act) for the SDS to have regard to strategies in neighbouring regions. It is important that RPBs and GOs in the South East and East of England regions involve the relevant divisions of the Greater London Authority (GLA) and Transport for London (TfL) in the development of the RTS-RPG for their regions, as well as participating in the process of developing the SDS for London.

Joint-working across national boundaries. Relevant RPBs should involve the devolved administrations in Scotland and Wales in consultations as part of the RTS process, and in discussions on relevant cross-boundary issues. In several regions, transport links with continental Europe will also be a consideration for the RTS. Various fora and mechanisms have been established for liaison with partners on the continent, including those as part of the European Commission funded INTERREG programmes.

Chapter 4 The structure for the RTS

4.1 Introduction

This section provides advice on the structure for the RTS document. A clear and logical structure for the strategy is essential. It helps demonstrate analytical underpinning for the objectives, policies and proposals, close linkages with the wider spatial strategy, and sets out a clear framework for investment and implementation.

Different structures and formats for the RTS have been adopted in different regions. Whilst it would not be appropriate to set out an overly prescriptive detailed template for the RTS, based on the analysis of good practice, a series of essential components have been identified for the structure of the RTS. These are set out in box 4.1 below, and Fig. 4.2 overleaf. This chapter sets out advice on the approach to each of these main components to the RTS.

Box 4.1. Key components and requirements for the structure of the RTS

- **Analysis and problem identification.** The RTS should demonstrate and summarise a robust analysis of the situation in the region, its transport network and related land-use issues, and identification of the main transport problems and issues in relation to the wider spatial strategy (see section 4.2 of this chapter).
- **Objectives.** There should be a clear set of objectives. These should outline the broad opportunities for addressing the problems identified in the background analysis, providing a link to the policies and proposals in the strategy. The objectives should be focussed on broad land-use and policy priorities of the spatial strategy and the main transport issues for the region (see section 4.3 of this chapter).
- **Policies and proposed solutions.** The transport and land-use policies should stem from the analysis and objectives. They should be focussed on addressing the transport problems and priorities necessary to deliver the wider spatial strategy, and land-use policies required to assist in the development of more sustainable travel patterns. Proposed solutions should be set out for addressing transport and land-use priorities in specific locations or sub-areas in the region (see section 4.4 of this chapter).
- **Priorities for investment and management.** The regional priorities for transport investment and management should be outlined. These should be set out as specific schemes, options for schemes, or identified transport problems to be resolved. The status of projects and the level of priority should be indicated clearly (see section 4.5 of this chapter).
- **Implementation Framework.** The RTS should set out a framework for implementation, indicating the roles and responsibilities of delivery bodies and strategic agencies. The RTS should also set out a framework of mechanisms, targets and indicators for the monitoring and evaluation of the strategy (see section 4.6 of this chapter for advice on the delivery framework and section 4.7 on targets and indicators).

The format of the RTS

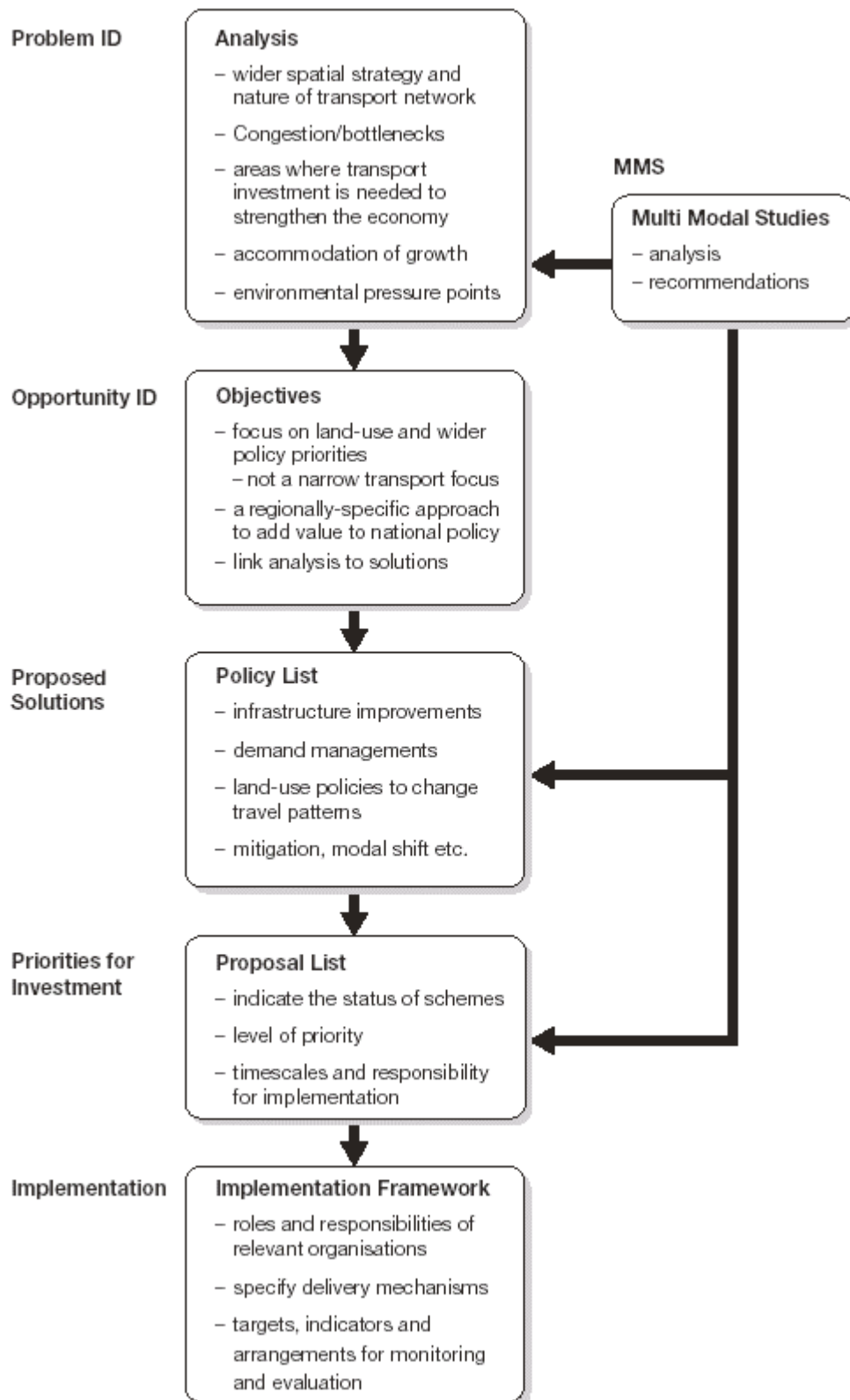
PPG11 states that the RTS should be *an integral and clearly identifiable part of RPG*. This is likely to be best achieved by making the RTS a separate and distinct chapter in the RPG and by making clear the inter-connections with the wider spatial strategy and policies in other chapters of RPG.

As it is only one aspect of the RPG, the RTS should be succinct in that it should cross-refer to, rather than repeat, the content of other chapters. For instance, several RPGs include an early chapter outlining the overarching spatial strategy for the region and specific sub-regions. Transport issues and priorities should be included in this chapter outlining the broad spatial strategy, and these should be reflected and expanded on in the transport chapter.

There are other considerations in developing a succinct RTS. Contextual material, background analysis and description of the regions transport network and related land-use issues can be set out in a background document. The RTS itself should outline or summarise the main issues and problems identified by this analysis. There may be scope for including other detailed material in supporting documents, for instance on topics such as parking standards, or demand management. All background or supporting documents should be referenced clearly within the RTS itself.

It is also important that the content of the RTS is focussed on issues and policies that are regionally specific, and that the document does not contain unnecessary material that merely repeats, re-states or describes national policies. Section 2.2 of this guide provides advice on ensuring the RTS adds value to national policy.

Fig 4.2. Key requirements for the structure of the RTS



RPBs should also give consideration to how the RTS can be best structured to aid and simplify ongoing reviews. This will be facilitated by RPBs adopting an approach to structuring the RTS similar to that recommended in this chapter. A clear analytical underpinning, close integration to the wider spatial strategy, a set of regionally specific objectives and policies to address the

identified transport and land-use problems and priorities for the region will provide a robust long-term policy framework for the RTS. This will provide the parameters for identification and future consideration of specific proposals, investment priorities and strategies for specific locations in the region (e.g. areas subject to sub-regional area studies).

For those current RTS reviews which take the existing RPGs wider spatial strategy as a given, careful consideration needs to be given in particular to the format of the revised RTS. It is important the necessary linkages are made between the RTS and other key aspects of RPG. The revised RTS should be seen not as a stand-alone document but as a replacement chapter in RPG, integrated and consistent with other areas of RPG.

4.2 Analysis and problem identification

Specific policies and proposals listed in the RTS should be accompanied by a reasoned justification. It is essential that RTS is soundly based on technical studies and background analysis. For the current RTS reviews, the focus should be on identifying gaps in the background analysis and taking action to fill those gaps as described below

The background analysis should bring together an assessment of the main features of the transport system in the region and include an assessment of the problems to be addressed by the strategy. This might include identifying:

- problems that arise as a result of congestion on the networks, deficiencies in adequate quality infrastructure or services, both now and in the next twenty years;
- new transport infrastructure or services necessary to manage or meet forecast growth in travel demand, and support the spatial policies within RPG;
- regional and sub-regional characteristics of the transport system that support the spatial strategy;
- the main locations proposed to accommodate population, housing and economic growth, as well as the location of major environmental pressure points and constraints on growth; and
- areas where the existing transport system is inadequate to ensure the achievement of the other policies within RPG and within the Governments Ten Year Plan for Transport.

It is unlikely to be appropriate or possible to incorporate the full analysis in the RTS. It is recommended that it is produced as a clear and widely available background document, which should be referred to and referenced in the RTS itself. The RTS should also outline briefly the context for the strategy, by summarising or setting out the main transport and spatial development problems, issues, and priorities identified in the background analysis.

It is recommended that the background analysis includes the following points:

- **General profile of the region.** Analysis of the main priorities for the spatial strategy and a brief profile of the regions transport network on an area-by-area basis.
- **Profile and analysis of the transport network.** Maps of the transport network indicating areas and points of congestion and pressure; analysis of the main safety issues and location of safety blackspots; identification of the transport nodes where opportunities exist for improvements in integration of modes and networks of regional significance; and

consideration of specific transport infrastructure issues (such as airports, freight, interchanges), or policy topics (such as demand management).

- **Transport land-use analysis.** Analysis to identify the main transport problems, issues and priorities in relation to the planned patterns of spatial development in the region.

This might include:

- mapping of public transport accessibility to assist in integration with the spatial strategy by identifying highly accessible locations as well as areas where transport improvements may be required to support the spatial strategy;
- the identification of strategic transport requirements to serve major planned development areas, and the main areas for regeneration and growth; and identification of environmental pressure points, and areas where developing more sustainable travel patterns is most important to the wider spatial strategy;
- consideration of the analysis and transport and land-use modelling undertaken for the Multi-Modal Studies; and
- a review of current national and pan-regional projects (e.g. those promoted by the SRA or Highways Agency, or ports and airports projects) and their likely impact on the region.

Full use should be made of sound technical studies or modelling frameworks which are already in place and relevant to the region. In particular, the analysis undertaken for each MMS has a potentially valuable role in informing the regional background analysis. For instance, in the South West, SWARMMS covers most of the regions strategic transport network, and its technical analysis would be expected to make a substantial contribution to the regional background analysis; while other more narrowly-focused MMSs, such as South-East Manchester, could inform the background analysis at a sub-regional level.

Other relevant technical studies and analysis could include work commissioned by the Highways Agency and SRA, as well as local authorities. National traffic forecasts and a wide range of national transport statistics, which can be broken down to regional or subregional levels, are also available from DfT. In some cases, though, further work may need to be commissioned by the RPG itself, where gaps in the background analysis are identified.

- **Scenario testing.** Development and assessment of a series of land-use and transport scenarios, for instance analysis of the impacts on the region and the transport system the policies and proposals are expected to achieve, using an approach that begins with sustainability appraisal of RPG to achieve integration of transport considerations with the spatial strategy. This will include appraisal of the transport issues in relation to key thematic policy priorities of RPG, such as testing of alternative land-use and transport scenarios, to consider the comparative impact on the economy, regeneration, the environment and the sustainability of the region and the ability of the preferred strategy to support policies of social inclusion. Appraisal of more detailed transport policies and proposals should be consistent with the main themes and principles of NATA appraisal.
- **The identification of targets and indicators** to allow the strategy to be monitored against the expected outcomes.

In order to undertake the **sustainability appraisal** it is necessary to compare alternative strategies. In preparation of the RTS it is therefore essential that a systematic comparison should be made between alternative land-use transportation strategies. In some regions or sub-regions a land-use transportation interaction model may be available as such models are being developed in some of the multi-modal studies. Where such a model is not available a more empirical approach will be necessary, or consideration could be given to the development of a simple strategic policy model to test a range of land-use transportation scenarios.

Box 4.3. Example: East of England RTS Programming and Scoping Document

In order to assist in the preparation of the first RTS for the East of England, the East of England Local Government Conference produced a programming and scoping document. This has assisted partners by identifying the key issues and opening them up for consideration on the best approach in the RTS proper.

The document contains basic information concerning transport in the region, including the network and infrastructure, movement flows, expenditure and forecasts. It then examines the key components of RTS and how this can be interpreted in the region. In addition, it separately discusses demand management, freight and implementation and monitoring issues. It clearly identifies investment priorities and spatial priorities. One of its strongest features is the series of maps that present the transport network and its major issues. Individual maps include Average Daily Traffic Flows, Stress Levels on the Road Network, Rail Network Utilisation and Committed Improvements to the Motorway and Trunk Road Network.

Stakeholders in the region have indicated that the document is useful in explaining the roles and functions of the RTS and setting out the main transport issues for the East of England Region a relatively new region for regional planning purposes. In general terms the scoping document provides a sound analytical basis for the RTS, although it would have been strengthened by inclusion of more analysis of transport issues in relation to the wider spatial strategy and policy choices for the region and the RPG as a whole.

As well as a summary of the background analysis, the context for the transport strategy should be set out in general terms. For instance, the national policy context might be summarised, and the key policy inputs such as the multi-modal studies should be listed.

4.3 Objectives

PPG11 specifies an *Objectives-led Approach* for the RTS. A clear set of objectives should form the starting point for the strategy. Paragraphs 6.08 6.09 of PPG 11 provide guidance on setting out objectives for the RTS.

The RTS objectives should not merely be restatements of national objectives and policy, but should apply them to regional issues. They should address the identified transport and related land-use problems and opportunities for the region, and be based on the background analysis and the priorities of the wider spatial strategy. They have a key role for the strategy informing the sustainability appraisal and the link from analysis and other sections of RPG, to the transport-related policies and solutions. It is therefore, important that the objectives are specific to the region and the spatial strategy. Where the RPGs wider spatial strategy is being taken as a given in current RTS reviews, it is also important the RTS does not attempt to re-write the objectives for the wider spatial strategy; these should be taken as given too.

In summary, the objectives for the RTS should:

- stem from the analysis of the situation in the region;
- demonstrate in general terms how the RTS will support the wider spatial strategy and its main social, economic, and environmental priorities;
- should provide a broad indication of the different policy objectives for the RTS for different parts of the region (i.e. different sub-regions, the cities, rural areas, areas for growth/regeneration);
- be consistent with, and outline a regionally-specific approach to implementing national policy objectives;
- be realistic, and appropriate; and
- be based on widespread support and partner consensus and buy-in although this should not lead to a lowest common denominator approach.

A problem with several of the RTSs produced to date is that their objectives lack specificity with a tendency to repeat or restate national policy objectives, such as those set out in the Integrated Transport White Paper or PPG notes. The objectives should address the specific regional transport and spatial development priorities, which should fit within the overall policy framework set by national government. It is appropriate for the objectives to refer to specific main features of the spatial strategy such as thematic or spatial policy priorities. Indicative examples of the types of more specific objectives are set out in box 4.4.

Box 4.4. Indicative examples of more specific objectives for the RTS

- Support regeneration by improving transport infrastructure to enhance accessibility in (specified) priority areas for regeneration.
- Improve and develop more sustainable regional and sub-regional transport links and services with key international transport gateways (airports, ports, and international rail stations) in or close to the region.
- Facilitate urban renaissance by developing the transport network to support the key policy of the spatial strategy to concentrate growth and development on the principal urban areas in the region.
- Support economic development by improving accessibility to (specified) remote and peripheral parts of the region, including rural areas and tourism destinations.
- In the (specified) most congested parts of the region, to take forward measures to manage travel demand and improve public transport to major travel generating employment locations.
- Tackle congestion on the road network in a (specified) key transport corridor with an integrated range of infrastructure and service improvements across different modes.
- Improve accessibility and capacity on public transport networks serving the major urban commercial centre in the region, to help maintain and enhance its role as a key economic driver for the region.

4.4 Policies and proposed solutions

The strategy should set out the proposed solutions and a list of policies to address the main transport problems and opportunities identified in the analysis and the policy priorities set out in the objectives.

The policies and supporting text should indicate linkages with the main features of the spatial strategy and policies in other sections of RPG. RPBs should have first identified the main transport and land-use problems and issues (through the background analysis), and set out a set of objectives to address these problems (the RTS objectives). The next stage is to set out policies to tackle these identified problems and meet the objectives for the strategy.

These policies might include one or a combination of the following types of measures:

- land-use policies on the location of development;
- demand management;
- new or improved transport infrastructure;
- environmental measures; or
- any other appropriate and deliverable interventions.

For each of the specific problems and issues, the strategy should set out policies and proposed solutions. These might be region-wide issues which require region-wide solutions, or necessitate different approaches in different parts of the region. Some problems and issues may be specific or pertinent to specific locations, and it may therefore be appropriate to outline policies on a sub-regional basis.

Some of the transport problems or issues and proposed solutions may be specific to particular modes, and it may therefore be appropriate to include mode specific policies (e.g. proposals for sections of the road or rail network). It is however important that the possible interventions are considered across a range of modes, and options for network and demand management are examined as well as those for new or improved transport infrastructure.

Box 4.5. Indicative example of types of policies

The RTS should include policies to address identified transport problems and issues and priorities for the spatial strategy, for instance:

- Facilitate the regeneration of a key specified regeneration area by developing new and improved transport infrastructure to improve access to employment and markets and to help bring forward brownfield sites for employment and housing development.
- Concentrate major travel generating developments in areas with high levels of public transport accessibility and to bring forward new high-density developments at key transport interchanges in the region (which could be specified).
- Undertake improvements to specified key transport interchanges in the region, to improve network capacity and integration between modes.
- Improve capacity, journey times and service frequency on rail services to a major urban area/centre of employment, and develop new pan-regional cross-city rail links.

- Improve road and rail links to a specified peripheral part of the region to assist it in attracting investment and improving its attractiveness and accessibility as a tourism destination.

Ensuring policies and proposals are linked to identified problems and objectives will help ensure there is a clear and reasoned justification. The supporting text should explain the rationale and analytical basis for each policy. For instance, the reasons for the proposed approach to parking standards should be explained briefly or a cross-reference included to any relevant background document. Clear references to supporting background documents should be included where appropriate.

The supporting text should also explain how the policies will work, or be implemented in practice. This should specify the locations (or priority locations) where action is required, and the relevant policy, funding and delivery mechanisms. Section 4.6 of this chapter provides advice on setting out the implementation framework for the RTS.

4.5 Priorities for investment and management

The RTS should specify specific transport schemes for investment and priorities for management. These should be derived from and related to the transport objectives and policies outlined in the RTS. Detailed advice on the format for presenting regional priorities and specific schemes is outlined in section 5.2.

Determining priorities has been a challenging issue for RPBs, who have faced real or perceived difficulties in developing consensus on priorities between different geographical and political interests in the region. The importance of building partner consensus around the main priorities for the RTS leads to a danger that difficult choices are avoided, and the RTS includes a list of projects reflecting collected interests of various stakeholders rather than a strategic and focussed policy and investment response to key transport and land-use issues for the region. There also needs to be regard to available resources and national spending plans when considering priorities for transport investment and management. As PPG11 makes clear, it is important that the RTS avoids creating generalised blight by including wish lists of projects which are unlikely to be affordable or are not viable.

A logical step-by-step approach to structuring the RTS as recommended in this chapter, will result in a more clear policy framework for determining regional priorities. Individual transport schemes or management measures should stem from and be linked to specific RTS-RPG policies, which in turn should address the key transport and land-use issues and problems identified in the background analysis. By working with partners to investigate, discuss and consult on the main issues and problems to be addressed by the RTS, RPBs can help foster greater stakeholder understanding of and consensus on the wider policy framework for bringing forward investment priorities.

RPBs might consider developing a simple checklist of criteria (for instance, a tick-box format) for helping to determine these regional priorities. It is also important to note that the RTS-RPG is intended as a strategy for a 15-20 year timescale, and that for many of the transport or land-use problems identified, further investigation and appraisal may be necessary before specific projects or schemes can be specified in the RTS (see section 2.5 and section 5.2 of this guide).

4.6 Setting out the implementation framework

PPG11 indicates, *successful implementation of the transport strategy will depend upon the cooperation of a large number of different organisations in both the public and private sectors, including the local planning and highway authorities.*

For each of the policies in the RTS, the likely delivery and funding mechanisms should be set out. As well as setting out the framework for development plans, LTPs and projects subject to formal statutory approval processes, the successful delivery of the RPG and RTS will also depend on far wider organisational roles, responsibilities, commitments and partnership. In some areas a proactive approach will be required with organisations undertaking to take forward the strategy on an essentially voluntary basis.

Specific schemes or projects will require the commitment and cooperation of a wide range of organisations, and a lead body for implementation. In some policy areas, a partnership will be required by the private sector, for example in relation to bus services, or parking charges.

There are a number of techniques to set out the delivery context that have been used successfully in the RTSs produced to date, including:

- indicating for each policy, which organisation or set of organisations are responsible for delivery, and the main delivery mechanisms (see box 4.7);
- identifying the lead agency for taking forward major schemes identified in the regional list of priorities;
- setting out the implementation context by explaining which transport operators are responsible for important components of transport infrastructure in the region (see box 4.6); and
- describing the roles and responsibilities for implementation for key strategic agencies and transport operators.

Box 4.6. Example: North East responsibilities for key components of transport infrastructure

The RPG for the North East provides a good, yet simple, example of how useful it is to clearly identify all the transport infrastructure and service providers involved in transport provision. For reasons of length, it may be more appropriate to include this contextual material in a supporting background analysis document.

Transport Infrastructure and Service Providers

Rail infrastructure is primarily owned and managed by Railtrack, whilst rail services are operated by Train Operating Companies. Through regulation and public sector financial support rail infrastructure and services are also influenced by the Rail Regulator and Strategic Rail Authority. Metro is owned and operated by Nexus, the Tyne and Wear Passenger Transport Executive.

Newcastle and Teesside airports are local authority owned and controlled, although all air services are provided by independent airlines.

Tees and Hartlepool and Seaham ports are privately owned, the remainder are either publicly controlled through the local authority (Sunderland) or have independent trust port status (Tyne, Blyth and Berwick). Shipping services to and from the region are provided by independent shipping lines.

The trunk road network is the responsibility of the Department of Environment Transport and the Regions and the Highways Agency, whilst all other roads are managed and maintained by local highway authorities. Bus and road freight services are provided by independent companies, although some bus services are subject to public sector financial support.

Box 4.7. Good Practice Example: Yorkshire and the Humber setting out the implementation framework

Table 7.1 in the RPG for Yorkshire and the Humber is a good example of providing clear guidance on the mechanisms for delivery of policies in RTS, as well as whom the responsibility lies with, and who also needs to provide support. The document also summarises the main roles and delivery responsibilities of key agencies and transport providers: the Highways Agency; Local Authorities; the SRA, Train Operators, Bus Operators; and Freight Operators.

Table 7.1 Implementation of Transport Policies			
<i>Policy</i>	<i>Mechanisms</i>	<i>Lead Roles</i>	<i>Support Roles</i>
Land use and transport integration (T1)	Regional Transport Strategy Development Plans	Local Authorities	Government Office Highways Agency PTEs and PTAs Yorkshire Forward
Personal transport (T2)	Development Plans Local Transport Plans	Local Authorities PTEs and PTAs	Government Office Highways Agency Strategic Rail Authority Countryside Agency Passenger transport operators
Freight transport (T3)	Development Plans Local Transport Plans	Local Authorities Railtrack British Waterways Associated British Ports	Strategic Rail Authority Freight operators Yorkshire Forward
Transport strategy co-ordination (T4)	Regional Transport Strategy Development Plans Local Transport Plans	Y&HA Local Authorities PTEs and PTAs	Government Office Highways Agency
Transport in Main Urban Areas (T5)	Development Plans Local Transport Plans Railtrack NMS	Local Authorities PTEs and PTAs Railtrack	Government Office Strategic Rail Authority Passenger transport operators
Transport in Rural Areas and Market and Coalfield Towns (T6)	Development Plans Local Transport Plans	Local Authorities PTEs and PTAs Railtrack	Government Office Highways Agency Countryside Agency Passenger transport operators Strategic Rail Authority Yorkshire Forward
Tourism-related transport measures (7)	Development Plans Local Transport Plans	Local Authorities PTA/PTEs	Government Office Countryside Agency Passenger transport operators
Improvements to the highway network (8)	National Road Programme HA Route Management Strategies Development Plans Local Transport Plans	Highways Agency Local Authorities	Government Office Yorkshire Forward
Airports (9)	Development Plans Local Transport Plans	Local Authorities PTA/PTEs Airport operators	Government Office
Transport investment priorities (T10)	National Road Programme SRA Strategic Plan Rail franchises Railtrack NMS Local Transport Plans	Highways Agency Strategic Rail Authority Railtrack Local Authorities; PTEs Passenger and freight transport operators	Government Office Yorkshire Forward British Waterways

4.7 Specifying targets and indicators

The RTS should set out a framework and a series of targets and indicators for monitoring and evaluation. Guidance on the monitoring of RPG is set out in chapter 16 of PPG11. ODPM published in November 2002 a good practice guide, *Monitoring Regional Planning Guidance, Good Practice Guidance on Targets and Indicators*. In preparing the RTS, RPBs should have regard to this guidance and in particular the Topic Guide on transport.

The process for developing the monitoring framework

The ODPM good practice guidance on targets and indicators emphasises the importance of integrating the development of the monitoring and review framework into the RPG-RTS process. Monitoring principles and objectives should be set out at an early stage of the process, and draft targets and indicators developed that can be tested and modified through the consultation process.

Regional targets need to be developed within a robust analytical framework taking into account national targets set by Government and local targets incorporated into LTPs. In terms of definitions and form (e.g. definitions of congestion), regional targets should bear relation to national targets. RTS should similarly adopt definitions at the regional level that take account of the measurement and collection of data on targets and indicators outlined in Local Plans.

RPBs should discuss the proposed framework of targets and indicators with the Government Office and relevant DfT and ODPM policy divisions, to ensure the RTS is informed by work and data collection being undertaken at the national level. Discussions would also be helpful with organisations such as the SRA or Highways Agency, as well as local transport authorities.

Linking targets and indicators to policies and identified problems

Where possible, RPBs should seek to develop targets and specify indicators that are clearly linked to a policy to address a specific identified problem in the strategy. It is important that targets and indicators are mainstreamed into the RTS that policies are set out against which progress can be as far as possible measured clearly. For instance a policy to improve public transport accessibility to a key location could incorporate a target against which progress can be measured by use of public transport accessibility criteria. Likewise a policy to improve safety in a particular part of the road network could specify a target for the reduction of fatal or serious accidents.

This approach to linking targets to policies may necessitate the collection of data that is not currently available at the regional level. RPBs should take a long-term view in developing monitoring arrangements for the RTS and RPG. Monitoring arrangements in relation to the RTS should be integrated with those for the RPG (e.g. through the Regional Observatory or Regional Planning Monitoring Group and agreements and action plans with partners).

The timetable for the 2002-2003 review of the RTS may necessitate a two-stage process to developing a monitoring framework. Existing or new indicators for which regional data is currently available could be retained where they are relevant to the RTS. In addition, new shadow indicators could be developed in relation to specific RTS policies. These could then be monitored to produce baseline information (from which future targets can be set) and refined for incorporation in future rounds of the RTS.

Developing SMART targets

RPBs should follow the advice set out in the ODPM good practice guidance to develop SMART targets^[16] that are:

- **Specific.** Each target should consist of just one element and be clearly related to a specified policy objective.
- **Measurable.** Each target should be measurable in order that progress can be assessed.
- **Achievable.** Each target should be achievable within the specified time period with the resources available. Aspirational targets may be desirable to move agendas forward but are not helpful when trying to measure the operational performance of RPG.
- **Realistic.** Each target should be based upon an assessment of what is realistic in the context of regional circumstances.
- **Time bound.** Each target should specify the date by which it will be achieved. This will enable true progress to be monitored and is crucial for understanding how implementation of RPG is tied up with a changing regional context.

[16] The above definition of SMART targets is taken from the ODMP good practice guidance on RPG targets and indicators.

Chapter 5 The content of the RTS

5.1 Introduction

This section sets out advice on the content of RTS. The six main aims for the content of the RTS set out in PPG11 (see box 5.1 below) provide the framework for this chapter.

Box 5.1. The six main aims for the content of the Regional Transport Strategy.

Six main aims for the content of an RTS are set out in PPG 11. These are to provide:

- *Regional priorities for transport investment and management, across all modes, to support the regional strategy, including the role of trunk roads and local highway authority roads of regional or sub-regional significance;*
- *A strategic steer on the role and future development of railways, airports, ports and inland waterways in the region, for both passengers and freight, consistent with national policy;*
- *Guidance on measures to increase transport choice, including the better integration of rail and bus services;*
- *Public transport accessibility criteria for regionally or sub-regional significant levels or types of development, to be set out in development plans and local transport plans, to guide the location of new development and the provision of new transport services or infrastructure;*
- *Advice on the approach to be taken to standards for the provision of off-street car parking; and*
- *Guidance on the strategic context for demand management measures such as road-user charging and levies on workplace car parking.*

This chapter outlines advice on each of the six main aims for the content of the RTS. The chapter seeks to expand on the guidance set out on topics for the RTS in Annex B of PPG11, by providing advice and suggestions on:

- relating policies for specific modes and topics to the identified problems, objectives and targets for the RTS-RPG;
- determining whether policies and projects are of regional significance and therefore appropriate for inclusion in the RTS, and advice on policy issues that are not appropriate to be resolved at the regional level;
- the approach to including schemes according to their time-horizons and their status in the appraisal process; and
- examples (including indicative examples) and suggestions of the way forward that might be adopted for specific topics.

5.2 Regional priorities for transport investment and management

The RTS should outline the regional priorities for transport investment and management. These stem from and link with the policies of the RTS to help address the identified problems, issues and

objectives for the future development of the transport network and key objectives of the spatial strategy (see chapter 4 of this guide). The regional priorities are generally presented in the RTSs as a list of transport projects and measures. Section 4.5 of this guide provides advice on approaches to prioritising projects.

Relating projects to identified problems and analysis

The purpose and content of the RTS should not be primarily as a bidding document, as PPG11 makes clear. In developing the RTS, the starting point for RPBs should not be a series of specific transport schemes or projects promoted by various local authorities or stakeholder interests. Instead, the RTS should be based on a robust analysis of transport issues and problems, and consideration of the main objectives and features of the spatial strategy, from which objectives and policies for the RTS should be developed. This will provide a clear analytical basis, reasoned justification, and policy framework for specific transport schemes and priorities.

It is suggested that the list of priorities included in the RTS outlines the linkages between the specific projects or schemes and the relevant RTS or RPG policies (see box 5.2 and the section below on presenting the list of priorities).

Determining regional significance

The schemes and projects outlined in the RTS should be of regional significance (see the advice outlined in section 5.3 of this chapter). The RTS should also include relevant national projects that have been approved by the Secretary of State or included in a relevant national policy documents such as the SRA Strategic Plan or the White Paper on Air Transport. The projects included in the RTS should address regional policies, objectives or problems, or for some other reason (e.g. cutting across LTP area boundaries) necessitate a regional level policy approach. This might include projects that are relatively small-scale projects (i.e. in terms of cost or area), but address a key problem or priority for the transport network and spatial strategy. The RTS should avoid including projects of only local significance, which do not meet the above criteria.

Indicating the status and timing of projects

It is important that there is a clear indication of the status of projects that are included in the list of regional priorities. The suggested approach to indicating the status of schemes is set out in box 5.2. This is based on the recommendations for using the outputs from Multi-Modal Studies outlined in section 2.5 of this guide.

The role of the RTS is to go much further than only including relevant projects that have been approved by the Secretary of State or included in a relevant national policy document. It should also set out options for schemes or projects that are under investigation or currently being appraised, and propose for further investigation transport problems or issues to be resolved and possible solutions to meet the objectives and policies of the RTS and RPG.

It is, however, important that the status of these projects in the appraisal process is indicated clearly. It is not the role of the RTS to pre-judge the appraisal process. It is important that proposed schemes are not presented in a way that might appear to indicate a presumption of the outcome of the appraisal or Multi-Modal Study process. Where schemes form part of a package of measures recommended as a result of an MMS they should be indicated as such in the list of priorities (see section 2.5.2 of this Guide).

RPBs should have regard to the status of transport projects when indicating them on **RTS or RPG key diagrams**. Projects that have not been fully appraised and approved (e.g. a major road scheme

subject to a MMS) should not be included or presented in the RTS as definitive proposals on maps or key diagrams. A more suitable alternative approach would be to indicate graphically the relevant wider transport corridor or area for which an identified problem or series of problems are being investigated using a multi-modal appraisal approach.

For private sector funded schemes to be included, they should be in the approved investment plans of the company concerned, consistent with Government policy and have a realistic prospect of being constructed during the period of the RTS. Where the Secretary of State will need to approve such schemes (e.g. under the Transport and Works Act), no statements should be included in RPG/RTS, which could prejudice the Secretary of States role in making that decision.

The timing of projects. Indicative timescales for implementation of schemes within the regional list of priorities should be given in accordance with the **realistic expectations of the promoter of the project**. These should be listed with their anticipated dates of completion, in 5-year bands. It is expected that most schemes that are to be completed within five years will have already been approved by the Secretary of State, or the appraisal work would be so well advanced that imminent approval is expected.

The analysis of projects to be completed by 2010 should be consistent with the broad aims and priorities of the Governments Ten Year Plan for transport. For priorities beyond the Ten Year Plan it is unlikely that specific schemes will have been approved. In some circumstances, it may be undesirable that schemes should be identified in detail too far ahead as they could cause blight. They may be subject to appraisal as only one of a range of options to solve the relevant transport problems, and might well be modified by changing circumstances. There may, however be some recognised needs that would require specification, such as ensuring that important pieces of land required for additional railway capacity are protected from development.

Box 5.2. Framework for indicating the status of projects to be included in the RTS

The RTS should clearly indicate the status of proposed schemes, and the following framework is suggested.

- **Committed.** Schemes that have been fully appraised, approved by the Secretary of State, and included in the relevant funding programme (e.g. the Highways Agency Targeted Programme of Improvements) should be shown in the regional priorities as Committed. This category should also include regionally significant local schemes being taken forward by local authorities which have been approved or provisionally approved by the Secretary of State through the LTP settlement process.
- **Part of a multi-modal strategy further appraisal work needed.** This label should be used for schemes included in a multi-modal strategy where the Secretary of State for Transport has announced conclusions on the recommendations of a MMS and further detailed appraisal work is needed. The RTS should indicate the nature of this further appraisal work.
- **Under investigation.** Where there is an identified problem subject to a MMS or another study or on which appraisal work is under way, the transport issues should be shown as under investigation and potential solutions described as part of a range of options under consideration.
- **Proposed for Investigation.** The RTS should identify (in general terms) schemes or transport studies necessary to deliver the spatial strategy, but which are not yet clearly

defined. These should be listed as proposed for investigation. These might include schemes to be delivered towards the end of the 20-year period covered by RPG.

Presenting the list of priorities

The list of transport priorities should be presented in a format to demonstrate linkages with the policies of the strategy and to set out a clear framework for implementation. RPBs should avoid producing shopping lists of schemes, with little indication of their policy context, status, or timescales.

The list of regional priorities should clearly indicate:

- the relevant transport or land-use problem or policy/policies to be addressed by the project or scheme;
- the status of the scheme (i.e. committed/approved in principle/further appraisal work needed/under investigation/proposed for investigation);
- where individual projects form part of a package of measures to be implemented in full (for instance, as recommended by a MMS); and
- the timescale (in general terms i.e. 5 year bands) and mechanisms for implementation.

An indicative example of the format for the list of priorities is set out in figure 5.3.

Box 5.3. Presenting the list of regional priorities indicative example

<i>Transport & land-use problem / policy</i>	<i>Specific projects</i>	<i>Status</i>	<i>Mechanism & timescales for Implementation</i>
Policy A. To improve road and rail links within and to area B to support regeneration and economic development.	New high-speed rail link with international station at location y.	Committed - under construction.	Completion due 2008.
	Pan-regional rail scheme to link the area to major conurbation and airport.	Under investigation - SRA study.	SRA-led SPV. 2010-2015
	Improve capacity and service frequency on rail-line B.	Approved in principle - included in SRA Strategic Plan	SRA through re-franchising. 2005-2010
	Improve capacity and access to the MXX motorway at and between junctions x and y.	Under investigation - one of a series of options for MMS.	n/a

Policy B. Take forward road, rail and light rail infrastructure improvements and demand management measures to tackle congestion and accommodate housing growth in the corridor between town x and city y.	Widening to 4 lanes of main trunk road between junctions x and y.*	Approved in principle as part of a transport strategy - need for further appraisal work.	Highways Agency. 2005-2010.
	Safety improvements and speed restrictions on A-road between village a and town x*.	Approved in principle as part of a transport strategy.	Highways Agency. 2005-2010.
	Light rail project between site z for new settlement and city y.*	Approved in principle as part of a transport strategy.	TWA application. Funding by developer contributions. 2005-2010.
	City y congestion charging scheme*	Approved in principle as part of a transport strategy - need for further appraisal work	Implementation and funding through LTP.
*part of package of recommendations from Multi Modal Study - to be implemented in full			

5.3 Strategic steer on the future development of the transport network

PPG11 sets out as a main aim for the content of the RTS to provide *a strategic steer on the role and future development of railways, airports, ports and inland waterways in the region, for both passengers and freight, consistent with national policy*. Alongside this, it is also appropriate for the RTS to provide a strategic steer on the development of the road network. In considering the strategy for specific modes, RPBs should ensure that solutions to identified transport issues and problems are investigated and considered across different modes.

5.3.1 Roads

Paragraphs 8-16 of Annex B of PPG11 outline advice on issues for the RTS in relation to road schemes.

Relating projects to analysis and identified problems

The majority of issues and problems in relation to the road network are likely to be those of **congestion and capacity constraints** and adverse environmental effects. The analysis of existing and future transport problems for the region (see section 4.2) should indicate where the strategic road network is congested or is likely to be so in the future.

It will be necessary to consider the impact of the congestion in relation to the objectives of the wider transport and spatial strategy. The RPB should also consider what action, if any, should be

taken at the locations where congestion occurs, or whether the problems can be tackled by improvements in other modes or through demand management measures.

Some stakeholders may want to promote road schemes on primarily economic development grounds. If any road scheme, however, is to receive Government approval, it must have been fully tested and appraised against the full range of NATA criteria and considered in the context of the broad objectives and policies (not just those for economic development) of the spatial strategy.

It may be appropriate for the analysis of congestion problems and possible solutions to be undertaken using a multi-modal appraisal mechanism based on NATA techniques. Most of the identified major problem areas on the strategic road network have been referred to a Multi-Modal Study, and the RPB will need to use the outputs from the MMSs to inform the RTS (see section 2.5 and section 4.5 of this guide).

Determining regional significance

It would be appropriate to classify as regionally significant (and therefore include in the RTS) the following categories of problems or projects relating to the roads network:

- problems or schemes related to major problems of congestion on the strategic trunk road network;
- problems or schemes that have been subject to Multi-Modal or Road-based studies;
- projects or areas of congestion or safety problems that cut across the boundaries for different LTP areas;
- projects that will play an important role in improving integration with the national road network, other modes and key transport nodes such as major airports, ports, freight interchanges, or railway stations;
- schemes included in the Highways Agency Targeted Programme of Improvements;
- measures accepted as part of the RTS to introduce road tolls^[17]; and
- problems and projects that are related to an important objective of the spatial strategy (e.g. those serving a priority area for regeneration or area for plan-led expansion, or relieving environmental pressure on a key area for environmental protection).

The overall cost of a project is not necessarily a reliable guide as to its significance at a regional level. Some relatively costly roads projects may be only of local significance.

Indicating the status and timing of projects

It is particularly important that for roads schemes included in the RTS, their status in the appraisal process is indicated clearly. Section 2.5 of this guide provides advice on labelling schemes that are subject to a MMS and the previous section of this chapter (section 5.2) outlines a suggested approach to presenting lists of regional priorities. The RTS should include all schemes in the region in the Highways Agency Targeted Programme of Improvements (TPI) (see paragraph 8 of Annex B of PPG11) and those major local road schemes of regional significance which have been approved or provisionally approved through the LTP process. It is also appropriate for the RTS to include measures aimed at addressing an identified transport problem or issue though they are not yet part of the TPI, been approved as a LTP major scheme, or subject to an MMS or RBS. In particular, as

part of the 15-20 year time horizon for RPG, the RTS might identify new transport issues or the need for new road schemes to be progressed over the longer term.

In these cases the status of the road scheme should be identified clearly as proposed for investigation or under-investigation. It is important that the RTS does not appear to prejudge or present a presumption (for instance, in the way they are included on a RTS or RPG key diagram) that such schemes will be approved as a TPI, LTP major scheme or part of a MMS that is still in progress. The RTS should also ideally use a short general description rather than a specific name for uncommitted schemes, to reflect the underlying transport problem rather than a particular solution which is still subject to approval (e.g. improved links between town x and city y) see box 5.3.

Example of Good Practice

An example of good practice from the East Midlands RTS on indicating the status of road schemes is outlined in box 5.4.

Box 5.4. Example: East Midlands clear identification of the status of road schemes

The East Midlands RTS identifies clearly the status of road schemes. It lists:

- *road schemes in the Highways Agency's Targeted Programme of Trunk Road Improvements (TPI);*
- *possible schemes and transport problems subject to Multi-Modal Studies; and*
- *local authority schemes that have been accepted by DTLR for funding, provisionally accepted by DTLR for funding, or included within full LTPs with work in progress.*

5.3.2 Railways

The RTS should identify the role that railways will play in the development of the transport system and the wider spatial development strategy for the region. Paragraphs 19-21 of Annex B of PPG11 sets out advice on the topic of railways for the RTS. Since this was produced, the SRA has published its Strategic Plan, and Railtrack was placed in administration and subsequently acquired by Network Rail.

The SRA Strategic Plan sets out short term priorities based on a range of criteria such as affordability, industry ability to deliver and value for money, and the Government's Ten Year Plan and other policy documents.

RPBs should have regard to the Land Use Planning Statement^[18] and Guide for Local Planning Authorities and Regional Planning Bodies^[19] issued by the SRA. These documents will help guide RPBs in preparation of the RTS, and in the other policies and strategies within RPG, in seeking to maximise the role of the railways in sustainable land use and planning policies. It is vital that there is close engagement of the SRA in the production of the RTS. The SRA is establishing an outward-facing regional planning team, which should be the first point of contact for RPBs seeking to involve the SRA in the RTS process.

Relating the Plan to analysis and identified problems

RPBs should consider the implications of the SRA Strategic Plan and the wider opportunities presented by the re-franchising process and capacity utilisation studies. The analysis might cover the potential for new or improved regional or sub-regional services and infrastructure (across all

modes) to feed into, maximise integration with, and harness wider benefits for the region from pan-regional and major national or international rail projects (such as the East Coast Mainline Upgrade or Channel Tunnel Rail Link).

It is appropriate for the RTS to consider the contribution of rail projects that are not included in the Strategic Plan. This might include projects for which delivery will be over a longer timespan than that of the Ten Year time horizon of the Strategic Plan to support the objectives of the wider spatial strategy and RTS.

The RPB should work closely with the SRA to assess the medium to long-term issues and implications for the strategic rail network of the spatial strategy. For instance, proposals to develop major areas of plan-led expansion or to improve infrastructure and accessibility in a strategic regeneration area may necessitate new or improved rail links. The analysis could usefully identify key capacity constraints, areas of over-crowding, and opportunities for improved interchanges on the rail network. The analysis should also consider the key issues and capacity constraints for freight services in the context of the wider strategy for ports, airports and inter-modal freight interchange.

The RPB should also consider and discuss with the SRA, the strategic opportunities presented by the future re-franchising programme. These should be considered and assessed against the wider spatial strategy. Within the context of the Strategic Plan, and with the agreement of the SRA, it may be appropriate for the RTS to set out strategic regional objectives for the re-franchising programme.

Rail projects should also be considered as part of the analysis of regionally significant opportunities to improve integration and transport choice (see section 5.4 of this guide for advice on this topic).

Determining regional significance

In ensuring the RTS incorporates regionally significant rail projects, the following checklist is suggested:

- Infrastructure projects included in the SRA Strategic Plan these projects should be incorporated into the RTS;
- Regional and sub-regional infrastructure and services to feed into and enhance regional benefits from major national or international rail projects;
- Strategic regional objectives and projects for the re-franchising programme with the agreement of the SRA;
- Projects to enhance rail access and services to support the objective of the spatial strategy for a key sub-regional or local area (e.g. an area for regeneration);
- Projects to improve rail services or to deliver new or improved rail stations and interchanges of strategic significance to the wider spatial strategy (e.g. to serve a major employment or housing area); and
- Projects and issues that cut across the boundaries of different LTP areas.

In general, small-scale station or local service enhancement projects are unlikely to be of regional significance. A strategic steer and decisions on proposals for new major national projects (particularly privately developed and funded projects) that are not referred to in the Strategic Plan should be provided at the national level.

Indicating the status and timing of projects

The approach to including rail projects in the RTS should be similar to that of roads (see paragraph 21 of Annex B of PPG11). RPBs should work closely with the SRA to seek advice and agreement on the wording of the draft RTS on the status and timing of schemes, and any necessary qualifications in respect of value for money and affordability.

It may also be appropriate to include other schemes not in the Strategic Plan in the RTS. For instance, those longer-term schemes recommended as a result of a MMS as necessary to deliver key transport or land-use objectives for the region. In these cases, the RTS will need to indicate the status of the projects in the appraisal process. Such schemes originating at a regional level through the RTS-RPG process and in close consultation with the SRA, will need to be considered as part of the annual review of the Strategic Plan.

There may also be projects outside the SRA plan, which can be funded from other sources, (e.g. developer contributions, direct investment by a TOC, Local Transport Plans, or regeneration funds). It would, however, only be appropriate to identify them in RTS if they are regional or sub-regional in nature and have a realistic prospect of being achieved within the RTS timeframe. There are also various proposals for privately funded national rail projects. These should be investigated, assessed and appraised at the national level by the SRA, but it would be inappropriate for these to be included in the RTS prior to approval in principle at national level by the SRA or Secretary of State.

5.3.3 Airports

The major decisions on the distribution of air traffic and future expansion and development of airports are to be taken by national government. The Government proposes to publish an Air Transport White Paper towards the end of this year, and RPBs will therefore be in a position to ensure the contents of the White Paper inform the revision of the RTSs.

Relating projects to analysis and identified problems

Because the decisions on the distribution of air traffic between airports is to be taken by national government, the main issues or problems to be identified for the RTS are likely to be surface access issues and requirements. RPBs should consider the surface access issues and priorities for airports in the region based on current and planned levels of air services.

Following publication of the White Paper, RPBs should assess the surface access implications of proposals for airports developments and expansion as well as the wider land-use issues. This should inform the review of the RTS and RPG, which should incorporate relevant projects or surface access strategies of regional or sub-regional cases. For major airport developments or expansions, surface access and infrastructure issues are likely to require a more formal study-based approach to investigating and appraising scheme options, and this should be indicated in the RTS. There are also likely to be significant land-use and urbanisation implications and issues for the spatial strategy, which should be considered and investigated alongside the transport issues.

Determining regional significance

It is important that the RTS-RPG focuses on issues appropriate to be determined at the regional level (rather than by national Government). The forthcoming White Paper will outline the Government's decisions as a result of the Regional Air Services studies published in July 2002. The RTS should incorporate the key points from the recommendations in the White Paper on the future development of airports in the region, or those elsewhere with a significant impact on the region.

The RTS should also make provision for any relevant supporting infrastructure or land-use policies recommended in the White Paper. The RTSRPG should identify the provisions that need to be made in local Development Plans to ensure that the White Paper proposals can be realised.

The RTS should identify the surface access issues and requirements for the regions airports that stem from the White Paper. Where appropriate, these will need to be incorporated into the list of regional priorities in the RTS, and/or into the relevant LTPs. This might require new infrastructure, services, or travel management measures. Clearly some of these interventions will be fairly local in scale, and the RTS should focus on the overall surface access strategy and only specify in detail the more significant infrastructure projects.

In many cases, significant work and progress will have already been undertaken to develop strategies to deliver more sustainable patterns of surface access to airports. The RPB should engage airports operators and relevant local authorities and other partners to ensure the RTS reflects and informs this local work. Most regionally significant airports now have an Airport Transport Forum to oversee the strategy.

Indicating the status and timing of projects

The approach to including and indicating the status of airport surface access projects and schemes in the RTS does not differ from that for other transport proposals. Schemes identified in the White Paper and other regionally significant surface access schemes, even if fully funded by the airport operator, will require a full appraisal and should be clearly indicated as such in the RTS.

In some cases, decisions on the expansion or development of an airport may necessitate amore wide-ranging consideration and investigation of surface access issues and potential solutions. A study-based approach is likely to be the best way forward to investigate these issues and undertake initial appraisal of potential transport schemes. RPBs should liaise with the Government Office to identify where a study-based approach is needed. In these cases, it is unlikely that this work and initial appraisal will be complete in time to inform the 2002-2003 review of the RTS, and the RTS will need to outline the issues and study area under investigation.

Likewise, because the Air Transport White Paper will provide a long-term policy framework for the development of airports, it is conceivable that some proposals (for instance, for major airports expansion or new airports) may be for 20 years or more hence. In these cases it would be appropriate for the RTS to highlight the relevant long-term spatial development and transport issues rather than possible solutions for the region, and identify future study and appraisal work needed.

Example of Good Practice

Box 5.5 sets out a good practice example of policies from the East Midlands RTS that reflect the need for the RTS-RPG to provide a land-use planning framework and strategic surface access requirements within the context of the decisions to be taken by national government on the distribution of traffic to airports.

Box 5.5. Example: East Midlands airports policies

Policy 93 of the East Midlands RTS outlines a policy for East Midlands Airports that is consistent with National Policy that the distribution of traffic to regional airports is to be determined by central Government. Policy 92 also outlines proposals for providing more sustainable surface travel patterns to the airport.

Policy 92

Development plans and local transport plans should:

- Consider the surface access needs of EMA as part of the wider transport strategy for the area;
- Assess the measures necessary to increase the share of trips to EMA made by public transport in accordance with agreed targets;
- Seek to ensure that transport proposals are compatible with the need to create effective public transport links to EMA for the long-term;
- Identify and safeguard land for improving access to EMA, partially by non-car modes, and including a fixed rail link to support expansion in the long-term;
- Give particular encouragement to the transfer of freight traffic generated by EMA from road to rail, and
- Seek to ensure that travel plans are brought forward for new development at EMA.

Policy 93

Development plans should provide for the further operational expansion of the East Midlands Airport for freight and passenger traffic within its boundaries. Development should be consistent with national policy for the distribution of traffic to regional airports and subject to rigorous environmental assessment.

5.3.4 Ports

The RTS should provide a strategic steer on the future development of ports and related infrastructure needs, in the context of national government policy, namely, that port development should largely be commercially driven within the context of planning system. This policy for ports was set out in *Modern Ports: a UK Policy* in November 2000. This confirms that the Government's approach is to allow ports to develop on a commercial basis, and that there is growth in the Roll-on Roll-off and container sectors, which gives pressures for expansion of the ports serving those markets (see box 5.6).

Relating projects to analysis and identified problems

In preparing the RTS, the RPB should identify the main ports in the region serving national and regional markets, assess their roles and future development prospects and proposals, and identify relevant land-use and transport infrastructure needs and priorities. These infrastructure requirements might include improvements to the strategic road and rail network in locations distant to the relevant port itself perhaps in another region. The RPB should therefore consult with the main ports in the region to determine their development plans and Freight Strategy.

Where these plans are of regional significance in accordance with the wider policies of RPG-RTS, the RTS should set out the framework for local Development Plans and LTPs to make provision for expansion and improved accessibility where appropriate.

The RPB should also consider the strategic access and infrastructure issues in relation to proposals for new port developments or major port expansion projects. Whilst it would be inappropriate for the RTS to endorse these proposals prior to a decision as part of the normal planning and/or TWA process, the general infrastructure issues and requirements might usefully be highlighted as necessary for future investigation.

It several regions, partnerships of relevant local authorities, port operators, and other stakeholders have been formed to investigate and make recommendations on the future development of ports in the region. The recommendations from these partnerships and relevant studies will not have any statutory or formal status in the relevant decision-making or appraisal processes. However, they have the potential to play an important and valuable role in informing the RTS.

Box 5.2. Modern Ports the role of RPG and RTS in relation to port development

The role of RPG and RTS in relation to port development is set out in paragraphs 2.5.7 2.5.9 of *Modern Ports*.

2.5.7. Each regions RPG will include a regional transport strategy (RTS). This will offer guidance on the role and future of ports in the region and will integrate their needs with transport infrastructure. The RTS will need to assess how port traffic fits in with the capacity of road and rail networks and the priorities for developing them.

2.5.8. The views of public/private partnerships concerned with port development will be important in assessing port needs, opportunities and constraints in each region. Partnerships should include representatives from major ports. They help bring together private capital and expertise, to get better value for public money. The RDAs in particular may be able to assist in encouraging such partnerships to happen.

2.5.9. The RDAs can advise regional planning bodies which ports have or expect pressure on capacity. They can also identify others where there may be surplus capacity and a need for regeneration. It may not be realistic or helpful to attempt to keep uneconomic ports going or to try to win back traffic. Nor do port hinterlands conform neatly to regional and other boundaries. Interests in neighbouring areas need to be considered.

The policy document continues by setting out the role of local development plans in port development, and RPBs should consider the extent to which this advice is incorporated in RPG.

Determining regional significance

Government policy is that the distribution of sea-borne freight traffic and tonnage between ports should be determined by market forces and major new port developments or expansions subject to the normal planning application process.

The RTS should identify the key ports in the region and set out the key supporting regional infrastructure projects or main access issues proposed for investigation. These are likely to include:

- Ports serving national or regional markets, or of regional or sub-regional significance in economic and employment terms;
- Key projects or problems on the national rail and strategic road network relevant to the future success and development of the port;
- Issues or locations where action and investment is required at the sub-regional level across LTP boundaries in order to support the role and development of key ports; and
- Infrastructure issues and proposals for possible future investigation in relation to proposals for new ports or major port expansions.

Indicating the status and timing of projects

Proposals for infrastructure investment to access ports have the same requirements for appraisal as for other projects, and the RTS should indicate clearly the status of schemes in the appraisal process. If there are complex and/or multiple access issues in relation to a specific port or cluster of ports, then it may be appropriate for the RTS to recommend a study-based approach to problem investigation and initial scheme appraisal.

It is important that the RTS indicates clearly the uncertain status of infrastructure proposals that are part of or linked to proposals for new ports or major ports or expansions that have yet to be approved in the planning process. The necessary timing of these schemes should be set out. Formal appraisal and approval should be sought following approval of the relevant port development, and ideally the project should be implemented prior to or at the same time as the port development.

5.3.5 Inland Waterways

The RPB should consult with the British Waterways Board and the Environment Agency on the preparation of a strategy for developing the use of rivers and canals for freight transport. For instance this might consider the scope for policies for safeguarding wharves, piers and moorings. There may be a need to consider the balance between these policies to protect and enhance the operational viability of waterways, against the wider benefits that might be derived from releasing waterside sites for change of use and development. The Government policy document on inland waterways, *Waterways for Tomorrow*, provides useful guidance.

5.4 Increasing transport choice

The RTS should help meet the objective of increasing transport choice in the region. Relevant policy mechanisms and interventions and investment priorities might include the following:

- the development or improvement of passenger transport interchanges (including interchanges between car and non-car modes, such as Park and Ride facilities);
- the development of new or expanded facilities for freight interchange between modes; and
- measures and initiatives of regional significance to promote walking, cycling and public transport as attractive alternatives to private car use.

5.4.1 Passenger transport interchanges

A useful role for the RTS is to set out a policy and investment framework for key interchanges in the region as a means of enhancing integration between modes, increasing the attractiveness of public transport, and supporting development in highly accessible locations.

Relating projects to identified problems and analysis

As part of the analysis for the RTS, RPBs should consider the role of the principal transport interchanges in relation to the transport network and spatial development of the region. This would entail identifying existing interchanges of regional significance and opportunities and requirements for new interchanges.

The RTS might include an assessment of the capacity and quality of each interchange against the future strategy for developing and improving the capacity and efficiency of the national and regional network. For instance, there may be potential to better focus local and sub-regional services and transport links on key gateways for the region such as nodes and interchanges on the national or international network. The assessment should identify new or enhanced interchanges or

nodes to be developed as a result of major new, or improved, transport infrastructure (e.g. stations on national high-speed rail routes).

There is also scope for analysis of the existing and potential linkages and inter-relationship between interchanges and surrounding development. For instance, a bus-rail interchange for a key town centre may be vital to the competitiveness and success of the centre as a retail and commercial location. At or adjacent to other interchanges elsewhere, there may be scope for promoting large-scale and/or high density housing, retail, commercial or mixed use development to take advantage of the high levels of public transport accessibility of the location.

RPBs should consider whether there are issues or priorities at the regional level in relation to Park-and-Ride proposals. Where Park-and-Ride is part of the access strategy to regional or sub-regional centres it may be appropriate for RTS to stress the regional importance of suitably located Park-and-Ride sites. National planning guidance on **Park-and-Ride** sites, including sites within the Green Belt, is given in PPG 13.

The RPB will need to consider the potential dis-benefits of Park-and-Ride proposals. For instance a major new parkway station could provide access to a railhead for a significant rural area not otherwise served by rail, but these benefits may need to be considered against wider planning considerations (for instance, Green Belt or environmental designations). Major new Park-and-Ride sites may lead to less sustainable travel patterns if they encourage people to increase the proportion of their journey that is made by car, only using rail or bus for the latter part of the journey.

Park-and-ride strategies are appropriate for many towns and cities to reduce the number of cars accessing the sensitive or congested parts of town centres. However, the RPB will need to consider whether there is a sufficient regional dimension to problems and proposals for particular urban areas to merit specific inclusion and coverage in the RTS. It is not unusual for the Park-and-Ride site to be in the area of a different local planning or LTP authority than the town or city it will serve, and it may therefore be necessary for the RTS to provide guidance to ensure a consistent approach across different LTPs and development plans.

Determining regional significance

The analysis and policies should focus on the interchanges of regional significance and the following checklist is suggested. Relevant projects or issues for the RTS in relation to interchanges might include:

- major nodes for international transport networks: airports, ports, and international rail stations;
- existing or potential new main nodes or interchanges on the national and regional rail network;
- key interchanges and interchange improvements that are necessary (or present an opportunity) to help deliver a main priority or policy of the spatial strategy (for instance, in relation to a specific town centre, employment location, or area for new development, or priority area for regeneration);
- interchange projects where cooperation is required across LTP or planning authority area boundaries (e.g. a Park-and-Ride site in a different local planning authority than the town or city that would benefit); and

- packages of several small-scale interchange projects necessary to address collectively a key transport issue for the region or sub-region (for instance, a series of Park-and-Ride schemes and interchange improvements to tackle a major problem of congestion in a key urban or sub-regional area that threatens to undermine the wider transport or spatial strategy).

Indicating the status and timing of projects

The approach to including in the RTS interchange projects that are subject to MMSs, formal appraisal or statutory approval processes should be the same for other projects the project status should be indicated clearly. The RTS should also indicate the funding and delivery mechanisms for interchange projects (e.g. developer contributions, TOC or operator funding, LTP funding, regeneration programme funding).

5.4.2 Freight interchanges

Adequate and suitably located facilities for inter-modal freight interchanges (i.e. facilities for transfer between road vehicles and rail, sea, inland waterways and airfreight) are vital to fulfilling national policy objectives in relation to freight transport.

RPBs should consider the best approach to assessing issues and options for freight interchanges as part of the background analysis for the RTS. Stakeholders such as the Freight Transport Association, freight operators, and the SRA will have a valuable technical as well as policy input in this area.

As a result of necessary analysis (and, where appropriate, appraisal of proposals) the regionally important locations for inter-modal freight interchanges should be identified and safeguarded in the RTS. The RTS should make clear where regional and national needs have to be accommodated within local development and transport plans.

5.4.3 Measures and initiatives to promote alternatives to private car use

A series of wide-ranging measures and initiatives to promote alternatives to private car use have been taken forward successfully often at a local level. These include: new and improved links and enhancements for pedestrian access; improved routes and facilities for cyclists; improved management of public transport including, travel information, timetabling and ticketing; and the development of employee travel plans to encourage more sustainable journeys to and from work.

Many of these projects are likely to be, individually, local in scale and significance. In most cases, LTPs represent the most appropriate level to specify and set out detailed policies for these types of measures, and extensive over-arching policy guidance is provided at national level. Therefore, in these cases, it is not necessary or appropriate for policies or projects to be set out or specified extensively or in detail in the RTS. Section 2.2 of this provides more detailed advice on this issue.

There are, nevertheless, circumstances where priorities and proposals in this area might be appropriate for the RTS, for example:

- the development of the national or regional cycle networks across LTP areas;
- proposals for travel plans and public transport access strategies to tackle problems of congestion of regional or sub-regional significance caused by severe congestion or car traffic generated by major employment locations where there is a single or limited range of employers (e.g. major airports); and

- travel plans and public transport access strategies to tackle problems of congestion of regional or sub-regional significance caused by other single major travel generating developments (e.g. major stadia or visitor attractions).

5.5 Using public transport accessibility criteria

Annex B of PPG11 (paragraph 1) states, *A key planning objective is to ensure that jobs, retail and leisure facilities and other services are highly accessible by public transport, walking and cycling. The RTS should provide a strategic framework for specifying public transport accessibility criteria for development and local transport plans to apply in the detailed planning of regionally or sub-regionally significant levels and types of development.*

ODPM intend to issue in due course detailed advice on Using Accessibility in Plans, which will be of assistance in providing guidance on techniques for mapping and measuring public transport accessibility, and the mechanisms for detailed application of accessibility criteria in relation to specific types and levels of development.

There are several potential ways in which public transport accessibility mapping and criteria could be usefully applied to inform the RTS, and these are considered briefly below.

- **Using public transport accessibility criteria as an analytical tool to identify highly accessible locations suitable for major new development.** Highly accessible locations (such as stations) will be those that are likely to be specified in local Development Plans as the preferred location for office, retail and leisure developments of regional or subregional significance. Increasing density around rail and bus interchanges not only provides the greatest transport choice for users of the developments but also increases the demand for the rail and bus services accessing those locations (see also section 5.4.1 of this chapter). The SRA have set out their policies for encouraging appropriate land use developments around stations and improving access to railway stations for all sections of the community in their Land Use Planning Statement.
- **Using public transport accessibility criteria as an analytical tool to identify areas where poor public transport accessibility threatens to undermine the spatial strategy.** Poor accessibility to a priority regeneration area is likely to hinder the ability to successfully attract investment and appropriate development to the area. Poor public transport accessibility to an area identified for housing growth is likely to lead to unsustainable travel patterns and possibly undermine the attractiveness and viability of sites designated for housing development. Relevant analysis will inform the consideration and identification of new and improved public transport infrastructure and services to support the spatial strategy in key locations.
- **To inform the development of policies on parking standards** at the regional and subregional level, by identifying areas and locations of high public transport accessibility appropriate for restrictive parking standards (and lower developer contributions to off-site provision), and locations where more relaxed parking standards may be necessary due to poor public transport access.
- **In helping to determine regional priorities**, by assessing the impact of transport policies and proposals on public transport accessibility relative to the main features of the spatial strategy.

5.6 Off-street parking standards

Annex B to PPG11 (paragraph 2) states that, *RPG has a major role to play in coordinating planning policies for the location of development with policies for parking standards and charges. It is vital that the RTS avoids wasteful competition between locations, based around the supply or cost of parking, to the detriment of sustainable development.* Accordingly it is appropriate that a consistent approach to parking standards is applied in Local Development Plans and that a similar consistency in charges for publicly available parking is contained within the policies in Local Transport Plans.

PPG13 provides guidance on maximum parking standards for various types of development. Within the context of the general guidance, the RTS-RPB should set out parking standards that are appropriate to regional circumstances and the wider spatial strategy. These standards might differ from, and be more rigorous than those suggested in PPG13.

It is important that there is a clear analytical basis for the setting of parking standards in the RTS. The RPB should consider the nature of and relative levels of public transport accessibility and capacity (see section 5.5 above) in different locations and types of locations in the region (e.g. major conurbations, smaller towns, rural areas). The RPB should ensure that sufficient analysis is undertaken of the relevant issues in relation to parking standards, and a robust case can be presented for the level of and framework for parking standards set out in the draft RTS. The RPB may be required to justify the approach to parking standards at the Public Examination, particularly if the approach differs significantly from that suggested in PPG13.

There should be consideration and analysis of the extent to which restrictive parking standards might harm the future competitiveness and viability of towns and town centres (including market towns in rural areas) as successful commercial and retail locations. RPBs should also consider the potential impact of parking standards in relation to wider policies to concentrate development and employment in existing urban areas. Restrictive parking standards in a city centre could potentially lead to perverse incentives for out of town or edge of town development thus undermining the wider policies of the transport and spatial strategy.

In some regions there have been attempts to develop a framework for parking standards that is significantly more complex and detailed (and in some aspects more rigorous) than those set out in PPG13. There is no reason why RPBs should not seek to develop frameworks for parking standards appropriate to regional circumstances. However, any new and unproven approaches should be informed clearly by background analysis and a detailed assessment to demonstrate that the proposed approach will work successfully in practice without undermining other policies or objectives of the spatial strategy.

The standards set out in the RTS-RPG are intended as maximum standards, and there is scope for local planning authorities to apply more rigorous standards for specific locations or developments according to local circumstances. In the context of this scope for local discretion, it may not be desirable or appropriate for an overly detailed approach to be specified at the regional-level.

5.7 Demand management

RPBs have perceived it difficult to achieve regional consensus on demand management measures, particularly in relation to road user charging or workplace parking levies. There has been a reluctance of RPBs and others to use the RTS to address this issue directly or outline a clear way forward for investigating and appraising demand management proposals. It is recognised in most

regions that the RPB is unlikely to be in a position to set out or endorse detailed proposals for charging measures in the short-to-medium term.

However a suggested approach is outlined below for addressing and taking forward demand management proposals in the RTS and as part of the RPG process.

Identifying locations where demand management measures might be appropriate.

RPBs should identify locations or cities where demand management measures have been proposed even if these proposals have been only in outline form or set out as a possible option for consideration. The status of these proposals should be ascertained and reflected in the RTS as appropriate. In discussion with relevant partners and based on the background analysis for the RTS, RPBs should also identify other locations where demand management measures might be appropriate or necessary to help solve identified transport problems. These might include areas or cities suffering problems of severe road congestion or environmental pressures from road traffic.

Setting out criteria and policy principles for taking forward specific demand management measures. In discussion with partners, there is potential for RPBs to seek agreement on key criteria and policy objectives for each of the demand management proposals. This might include policies and objectives in relation to:

- necessary improvements in public transport in the area;
- competition between centres, and the inter-relationship with other demand management proposals;
- economic and social impacts, including impacts on the position of the relevant area as a retail and commercial location;
- exemptions for essential business and public service users; and
- impacts on areas and residents on the edge of possible charging zones.

These policy objectives and criteria for taking forward demand management proposals could then be incorporated into the RTS. An example of this approach in the East Midlands is set out in box 5.7, but it sets out the criteria in very general terms unrelated to specific proposals.

Box 5.7. Example: East Midlands Demand Management Policy

Despite the fact that various proposals for local demand management schemes have been proposed in the East Midlands, limited progress has been made in agreeing a strategic policy approach at the regional level. The RTS sets out some useful criteria for taking schemes forward, but there is significant scope to build on this by specifying more detailed criteria and the necessary next steps for appraising and taking forward specific schemes in the region.

Policy 75

Local transport plans, when considering the introduction of workplace parking levies or road user charging, should comply with the following criteria:

- *Charging proposals should be part of a travel demand management strategy that assesses the social, environmental and economic costs and benefits of the actions;*
- *Sub area travel demand management strategies covering several local authorities should be prepared where appropriate; and*

- *Travel demand management measures should be accompanied by evidence that specific objectives for the improvement of public transport will be achieved and that monitoring will be undertaken.*

Identifying necessary further work to investigate and undertake appraisal of specific options and proposals for demand management. The next steps for advancing demand management proposals could also be set out in the RTS. These might include:

- further work to identify and define in more detail proposed demand management schemes;
- further studies and work to investigate the viability, operability and impact of the scheme;
- the formal appraisal and decision making process; and
- the timescale for taking forward and implementing the scheme.

Incorporating proposals recommended as part of the outputs from a Multi Modal Study. The outputs of MMSs might include proposals for demand management measures, as part of a package of proposals. The powers for local congestion charging and workplace parking levies are now available to local transport authorities, and RPBs will therefore need to consult and agree with local transport authorities on the outcome of the MMS before adopting such policies within RTS.

[17] The Highways Agency can only introduce road tolls if so requested by the Local Transport Plan authority (except in the specific case of bridges and tunnels over 600 metres long). Any tolling on the strategic network is likely to involve more than one local transport authority, and the RTS will need to issue a strategic steer as appropriate.

[18] Land Use Planning Statement. SRA, November 2001.

[19] Land Use Planning and the SRA. Guide for Local Authorities and Regional Planning Bodies. SRA, November 2001.

Chapter 6 Checklist of good practice

Based on the advice set out in this guide and the guidance outlined in PPG11, a brief checklist of good practice can be outlined for the preparation of the draft RTS.

6.1 Main aims and policy linkages.

The RTS should fulfil the following main aims and policy functions. It should:

- **Add value to national policy.** It should build on and outline the specific regional issues and priorities for delivery of key national policies such as those set out the Ten Year Plan or PPGs. It should avoid repeating or re-iterating national policy objectives or providing a framework for local projects where there is little evidence of the added value of a regional policy approach.
- **Support and be integrated with the spatial strategy.** It should cover both transport and related land-use issues. Its primary function is to set out the transport policies necessary to support the main objectives and policies of the spatial strategy. It should also provide a policy framework for the development of County Structure Plans and Local Authority development plans, and include locational detail where appropriate.
- **Complement and support other regional strategies.** The RTS should be consistent with and help deliver the RDA economic strategy, complement other regional strategies, and help meet the overarching regional objectives and policy goals set out in the Regional Framework for Sustainable Development.
- **Be informed by the outputs of the Multi-Modal Studies.** The RTS should be informed by the outputs of the MMSs. It should incorporate projects and schemes if appropriate, indicating how they form packages of measures. The status of projects subject to a MMS should be indicated clearly.
- **Set out a framework for Local Transport Plans and Structure/Development Plans.** The RTS should provide a steer on land-use policies to ensure major development is located to support more sustainable travel patterns. A regional policy framework should be provided which adds value and provides a regional interpretation of national guidance, and addresses projects and priorities that cut across LTP areas.

6.2 The process for preparing the draft RTS

The process for preparing the draft RTS should be based on:

- **Widespread and stakeholder engagement.** There should be close involvement of the principal strategic regional bodies such as the RDA and Government Office, and key transport bodies and agencies, including the SRA and Highways Agency, who will have important technical as well as policy inputs. Local authorities and other stakeholder interests and organisations should also be involved in the process.
- **A clear and well-structured approach to using working groups and undertaking consultation.** Working groups to prepare the RTS should include individuals with landuse planning expertise, as well as transport professionals. There should be clear processes and structures for seeking widespread partner views and input as the RTS is developed.

- **Partner consensus and shared understanding on the key problems and objectives** should be built through undertaking background analysis and consultation to identify the key issues and priorities for the RTS. In seeking to build partner consensus, RPBs should avoid a lowest common denominator approach to setting objectives for the strategy.
- **A focus on identifying and addressing difficult issues.** Difficult issues on which partner consensus will be difficult to achieve should be identified at an early stage in the process, and analysis and discussions undertaken to resolve the issue or take the policy framework forward.
- **Effective liaison and joint working across regional boundaries** is vital to ensure a consistent approach across boundaries and on a pan-regional basis. This is particularly important in respect of London, the East of England and the South East. Close liaison and joint working is required between RPBs in neighbouring regions.

6.3 The structure for the RTS

The key components for the structure for the RTS are set out below.

- **Analysis and problem identification.** The RTS should be based on a robust analysis of the situation in the region, its transport network and related land-use issues, and identification of the main transport problems and issues in relation to the wider spatial strategy.
- **Objectives.** There should be a clear set of regionally specific objectives for the RTS. These should indicate how the identified transport and land-use problems for the spatial strategy will be addressed, and provide a link to the policies and proposals of the RPG-RTS.
- **Policies and proposed solutions.** The policies should stem from the analysis and objectives for the strategy. They should be focussed on addressing the transport problems and priorities necessary to deliver the wider spatial strategy. The RTS should contain locational detail and set out policies and solutions for addressing transport and land-use priorities in specific locations or sub-areas in the region.
- **Priorities for investment and management.** The RTS should set out the regional priorities for transport investment and management. These should be presented as specific schemes, options for schemes, or identified transport problems to be investigated. The status of projects and the level of priority should be indicated clearly.
- **Implementation Framework.** The RTS should set out a framework for implementation, indicating the roles and responsibilities of delivery bodies and strategic agencies. The RTS should also set out a framework of mechanisms, targets and indicators for the monitoring and evaluation of the strategy.

6.4 The content for the RTS

The strategy should meet the six main aims for the content of the RTS set out in PPG11. For each of the main aims it should set out policies and proposals that are linked to the analysis and identified problems for the strategy, of regional significance, and indicate clearly the status and timing of specific schemes and interventions.

- Regional priorities for transport investment and management. The list of regional priorities should indicate for each project or scheme:
 - the relevant transport or land-use problem or policy/policies to be addressed by the

project or scheme;

- the status of the scheme (e.g. committed/part of multi-modal strategy further appraisal work needed/under investigation/proposed for investigation); and
- whether the project forms part of a package of measures (for instance, as recommended by a MMS); and the timescale and mechanisms for implementation.

- A strategic steer on the role and future development of railways, airports, ports and inland waterways. The policies and proposals for the development of the transport network should be based on an analysis of key problems and issues for the development of the network such as congestion, capacity constraints and investment necessary to support the spatial strategy. The RTS should incorporate, and identify the regional implications of, transport proposals approved or set out in relevant policy documents at the national level.
- Increasing transport choice. The RTS should identify, and set out a policy and investment framework for key interchanges in the region (including inter-modal freight interchanges) as a means of enhancing integration between modes, increasing the attractiveness of public transport, and supporting development in highly accessible locations. Guidance on other measures (such as travel plans) to encourage alternatives to private car-use should only be included if there is a clear regional dimension to the policy or proposal.
- Public transport accessibility criteria should be used to identify highly accessible locations suitable for major travel generating developments and locations where poor accessibility may undermine the spatial strategy.
- Parking standards. Analysis of public transport accessibility and the issues and potential negative impacts of restrictive standards should inform the framework and levels of parking standards. RPBs should be able to demonstrate that the proposed approach will work effectively in the region.
- Demand management measures. The RTS should, based on the analysis of transport issues for the region, identify locations where demand management measures might be appropriate, and set out criteria, policy principles, and further work necessary for taking these proposals forward.