

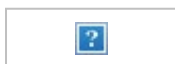
**From:** [Mabinthy Kanu](#)  
**To:** [Matthew Spencer](#)  
**Subject:** FW: FOR TODAY'S BOX: Submission on the approach to the LTN Review  
**Date:** 05 September 2023 11:30:45  
**Attachments:** [image001.png](#)  
[image002.jpg](#)  
[20230831\\_Submission\\_on\\_LTN\\_Review\\_Specifics.docx](#)  
[Annex A- LTN review survey covering letter.docx](#)  
[Annex B- LTN review general lines Q&A for ministerial clearance.docx](#)  
[Annex C- Previous LTN Review Note for No10 .docx](#)  
[Annex D- Previous LTN review ToFR note for No10.docx](#)

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**Mabinthy Kanu** (preferred pronouns she/her/hers)  
Deputy Director Roads 2  
DfT Legal Advisers, Government Legal Department  
Tel: [REDACTED]  
[REDACTED]

*I am sending this email at a time that suits my current working pattern; please respond at a time that suits yours.*

PA: Dana Taffe – [REDACTED] [@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)



– our online legal service

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**From:** Adam Jones2 [REDACTED] [@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>  
**Sent:** Thursday, August 31, 2023 11:36 AM  
**To:** Transport Secretary <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Richard Holden\_MP <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Jesse Norman\_MP <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; DFTSpecialAdvisers [REDACTED] [@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>  
**Cc:** Rupert Furness <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Anthony Ferguson <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Sally Gibbons <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Peter Kurilecz <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Polly Nicholl <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Andrew Minshall <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Hazel Bradley <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Mabinthy Kanu <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Jessica Matthew <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Fidler-Matthew <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Andrew Walker <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Rosie Samuel <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Sophie Edmondson <[\[REDACTED\]@activetravelengland.gov.uk](mailto:[REDACTED]@activetravelengland.gov.uk)>; Andrew Morrison <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Danny Williams1 <[\[REDACTED\]@activetravelengland.gov.uk](mailto:[REDACTED]@activetravelengland.gov.uk)>; Paul Nash <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Andy Rhind <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Guy Boulby <[\[REDACTED\]@activetravelengland.gov.uk](mailto:[REDACTED]@activetravelengland.gov.uk)>; Kevin Golding-Williams <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Dan Taylor <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; David Buttery <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>; Samantha Collins-Hill <[\[REDACTED\]@dft.gov.uk](mailto:[REDACTED]@dft.gov.uk)>  
**Subject:** FOR TODAY'S BOX: Submission on the approach to the LTN Review

Dear Kayla and Private Office Colleagues,

Please find attached a submission seeking ministerial approval for the next steps

of the LTN Review.

### Note for private office

1. This submission seeks ministerial approval for our proposed approach to carrying out the LTN Review as agreed with No.10.

### Timing

2. Urgent. A response in w/c 4 September will ensure this work can progress according to proposed timelines.

### Clearances/considerations

	Obtained	Name
Lead SCS:	X	Rupert Furness
Legal	X	Hazel Bradley
Commercial	X	Andrew Minshall
Press	X	Peter Kurilecz/ Polly Nicholl

### List of Annexes

- Annex A: Draft Letter to Local Authorities (Attachment)
- Annex B: Proposed new lines to take on the LTN Review (Attachment)
- Annex C: Previous Note sent to No.10 (Attachment)
- Annex D: Previously proposed ToRs for the LTN Review (Attachment)
- Annex E: Annex E: Legal Issues

Thanks,  
Adam



Adam Jones  
Senior Policy Advisor, Future Roads Policy  
7-8 Wellington Place, Leeds, LS1 4AP

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31 August 2023  
For consideration by the Minister

Lead official:  
Adam Jones

# Review of Low Traffic Neighbourhoods (LTNs)

## Issue

1. Seeking your approval on the planned approach to the LTN Review.

## Recommendation

2. We recommend that you:
  - **Agree** to the proposed approach to rapid external evidence gathering and analysis to inform the LTN review, using an existing DfT call-off contract.
  - **Agree** that officials should write to local authorities as attached at Annex [A];
  - **Agree** to remove from gov.uk the supplementary Network Management Duty (NMD) Guidance for Local Authorities;
  - **Agree** the lines at Annex [B] for use in handling media enquiries and correspondence.

## Background

3. Number 10 have broadly agreed the approach outlined below, which follows earlier advice to Ministers. The note which was sent to No. 10 (Annex [C]), and the Terms of Reference proposed for the LTN review (Annex [D]), are attached for information. We are now seeking your approval to some final points of detail.

## Considerations, Handling & Clearances

4. As set out in the terms of reference, the review will cover **LTN schemes in England (including London) introduced since March 2020 with a focus on those funded by DfT**. An LTN is defined for the purposes of the review as a scheme where motor vehicle through-traffic in residential areas is greatly reduced, either through traffic signs enforced with cameras or by using physical barriers such as bollards or planters.
5. The review is distinct from the evaluation already underway of the impacts of various types of schemes (including LTNs) that were funded by the second tranche of the Active Travel Fund in 2020/21. A submission seeking agreement to publish early results of that evaluation was sent to Ministers on 21 August.
6. For the review, we propose three core inputs which do not overlap with the ATF2 research:
  - a rapid review of existing evidence on LTNs and their impacts, including on air quality, congestion, journey times, emergency service access, walking and cycling numbers, collisions/safety and carbon emissions.
  - a request to local authorities to complete a survey of the number of LTNs in their area introduced since the start of the pandemic, details of their implementation, and some impacts. We will analyse the findings, including understanding processes followed in creating DfT funded LTNs, particularly around consultation and engagement.
  - if this can be done within the three-month timeframe, some primary research to gauge views from local communities, road users, and businesses affected by these schemes.

7. [REDACTED]
- [REDACTED] This report would then inform advice to Ministers on the approach to LTNs going forward, the outcomes of which will form the LTN Review. The evidence and analysis would be published in full when the outcomes of the review are made public. Funding will be identified from existing budgets by reallocating and reprioritising other work.
8. Next steps after the review will depend on what it concludes but could include updated guidance to local authorities and/or some form of consultation on local authorities' use of traffic management measures. We would seek an appropriate mechanism to take forward any updated guidance in a way that involves stakeholders, potentially folding it in to broader consultation and engagement activity around the Plan for Motorists.
9. As set out in Anthony Ferguson's advice of 01 August, we also suggest the withdrawal of the Department's supplementary Network Management Duty (NMD) guidance. This guidance was first issued at the height of the pandemic in 2020 and revised in 2022, and the advice that it contains (including its references to LTNs) now feels dated and no longer in line with Ministerial priorities. We would look to replace it in due course with new guidance shaped by the outcomes of the LTN review.
10. [REDACTED]
11. In terms of the Public Sector Equality Duty, we have not identified any significant impacts of the LTN Review on protected groups. Withdrawing the NMD Guidance would not, in itself, require the removal of current LTNs or prevent new ones being introduced. LTNs can benefit disabled people who may be more vulnerable to motor vehicle traffic, but some disabled people have complained that LTNs make it more difficult for them to use their car. LTNs may also benefit women more than men, because they tend to do more shorter journeys on foot. We do not consider any negative impacts to be disproportionate and have considered the need to advance equality and foster good relations.

### **Presentation and handling**

12. The review is likely to continue to receive significant media interest. Media regularly ask for updates on the review. Press office therefore recommends proactively announcing the scope of the review, including the removal of the NMD guidance – leading on highlighting that the review is being conducted to ensure LTNs are working for local residents. We will address potential criticism that the review will negatively impact active travel commitments within products. We are also likely to take follow-up questions around the survey being voluntary, next steps following the conclusion of the review, and whether existing schemes will be removed as a result of any findings. Press office will seek a No. 10 grid slot and clear products in the usual way ahead of announcing.

**Annexes**

**Annex A: Draft Letter to Local Authorities (Attachment)**

**Annex B: Proposed new lines to take on the LTN Review (Attachment)**

**Annex C: Previous Note sent to No.10 (Attachment)**

**Annex D: Previously proposed ToRs for the LTN Review (Attachment)**

**Annex E: Legal Issues**

13.

[Redacted]

| [Redacted]

| [Redacted]

| [Redacted]

[Redacted]

[Redacted]



Department  
for Transport

Directors of Transport in Local  
Highway Authorities

Rupert Furness  
Deputy Director  
Highways, Active Travel and  
Strategy Division  
Great Minster House  
3<sup>rd</sup> Floor  
33 Horseferry Road  
London SW1P 4DR

@dft.gov.uk

x September 2023

Dear Sir or Madam,

## REVIEW OF LOW TRAFFIC NEIGHBOURHOODS

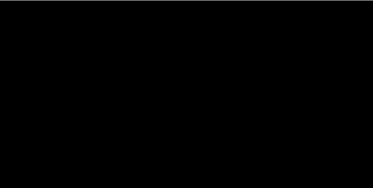
As you may be aware, the Prime Minister announced last month that the Government would be conducting a review of low-traffic neighbourhood schemes. This will consider, among other things:

- 1) whether they have achieved what they were intended to achieve;
- 2) whether they have been delivered in a way that properly takes account of local communities' views.

For the purposes of the review, the Department is defining a Low Traffic Neighbourhood as a type of transport scheme which seeks to remove, or substantially reduce, motorised through-traffic from a residential area, through the use of traffic signed restrictions or physical features such as planters. The review will focus on those schemes installed since May 2020.

As a first step the Department is asking for some basic facts and figures to help give us a picture of how many, and what type of, LTN schemes exist. We have prepared a short survey which can be accessed via [hyperlink] and would be grateful if your authority could respond to the questions in it by [date x]. If you have any questions, please contact [LTNReview@dft.gov.uk].

Yours sincerely



Rupert Furness

## **ANNEX C - Note to No10 on reviewing LTNs**

This note responds to the following message from No10.

“As part of the plan for motorists, DfT proposed “we will explore options for preventing local authorities inappropriately using traffic management measures to restrict access for drivers. This could include reviewing existing guidance to local authorities and their use of DVLA data for enforcement purposes.”.

Over the weekend, we agreed lines on this LTN Review:

**# Local traffic measures must work for residents, businesses and emergency services.**

**# That's why we are reviewing the impact of Low Traffic Neighbourhoods introduced by local authorities.**

**# Any action we take will be focussed on areas where LTNs clearly do not have the support or involvement of local residents.**

1. Ministers have limited tools for intervening in local authority schemes. Legal powers do exist but the bar for their use is set very high and they have not to our knowledge ever been exercised. In view of that, we have focussed on an approach that removes existing guidance immediately, ensures that high standards apply to all new schemes going forward (however they are funded) and identifies local authorities who are failing to deliver good, well-supported schemes today publicly – putting them under pressure from the Government to act.

### **Future Schemes**

2. The key tool we plan to use is statutory guidance issued under s18 of the Traffic Management Act 2004 relating to the network management duty of authorities to secure to secure “the expeditious movement of traffic on the authority's road network”. Traffic in this context means all road users including pedestrians.
3. The Act sets out various requirements to be met to fulfil this duty, including ‘having regard’ to statutory guidance issued by the Secretary of State. Whether or not they have done so would be one metric by which an authority may be judged not to be meeting their duty. Ultimately, if an authority is deemed to be failing systemically, the Secretary of State may step in and appoint a Traffic Director to run the network on their behalf.
4. Statutory guidance, to which authorities must have regard, could in short order be produced that sets out expectations for how authorities should develop and introduce traffic management restrictions on motorists such as LTNs. The guidance would apply to all English traffic authorities.

5. Guidance was originally published in 2004. In May 2020 supplementary guidance was published to enable the rapid roll out of active travel schemes during Covid lockdown. LTNs are cited as one of the measures LAs should be considering as a first step.
6. Therefore, we will remove this supplementary guidance with immediate effect. The removal will itself send a clear message that things have changed.
7. Secondly, we will develop new guidance that will set clear expectations about the way authorities should ensure any proposed scheme are well designed with strong community involvement. We expect this could be made ready in a few weeks.
8. The guidance will set high expectations for the assessment and mitigation of potential impacts before any scheme with traffic restrictions. This will include expecting all authorities to use the toolkit developed by Active Travel England (ATE), an executive agency of DfT whether or not the scheme receives DfT funding. In the recent Active Travel Fund, no LTNs met the extremely high bar set by this ATE toolkit on a comprehensive set of metrics such as traffic displacement mitigation and therefore none were eligible for funding.
9. The toolkit comprises two stages of assessment: a Traffic Mitigation Check with a pass/fail on considerations around traffic displacement and air pollution, and an Area Scorecard Check which assesses the proposals against 9 key metrics including type and level of engagement practice with residents, and mitigation for concerns arising at the boundary of the scheme such as impact on public transport or air quality.
10. The guidance would also set new high standards for community engagement in the development of schemes, including seeking wide views on them. This should ensure schemes are community-led. The ATE toolkit already includes metrics on the effectiveness of engagement but the guidance will apply immediately it is published and go beyond this. We anticipate that it will include expecting representative polling, or an alternative appropriate tool to ensure that community and resident views are properly represented, to be used. Once the guidance is published we will work with ATE to develop the toolkit further so that it fully reflects the new guidance.
11. The new guidance would apply to all schemes brought forward from now in England. This is a significant change from the current position where ATE's toolkit and guidance applies only to schemes that are directly funded by central government and clearly bringing schemes in London into scope.
12. On the issue of the use by councils of DVLA keeper data to enforce traffic signs used to create LTNs, we are working to explore the feasibility of restricting access to that data for the enforcement of LTNs. Initial consideration suggests that this

will be difficult to make work in practice given that LTNs are not defined and the signs that create them are standard signs used for many traffic management purposes. Distinguishing their use at an LTN, which is not clearly defined, from other uses appears to be challenging and could have unintended consequences. We will provide further details once available.

## **Existing schemes**

13. LTNs are local schemes and we do not have an accurate picture of how many there are, beyond those DfT has directly and specifically funded and, as explained above, the options for intervening in schemes is limited. Our approach is therefore to:
  - identify, through LAs, where LTNs exist, how they work and what evidence on their impacts there is already;
  - from this data identify the key schemes to focus on for more detailed review;
  - review each of those schemes in more detail; and then
  - publish and publicise those scheme that we consider are poorly designed and/or having significant adverse impacts.
14. As the first step, the Department/Ministers would write to all Local Highway and Transport Authorities asking them to provide information on all existing LTN schemes that have opened since 2019/20. This would include a summary of the schemes and for each one what signs/features are used, whether they are being regularly enforced and what evidence on their impacts has been collected.
15. ATE and DfT officials would review this data (perhaps with external consultancy support) and recommend a long and short list of schemes to ministers for review in more detail.
16. Once ministers had agreed a short list of schemes for detailed review, further work on each would be undertaken. This could include examining available baseline and latest available data and undertaking local polling of resident and business views. The detailed review could be undertaken by DfT, ATE or an external body. It might also be overseen by an independent steering group or an independent review lead.
17. Alongside this we will look at options to strengthen existing evaluation plans. The Department has already commissioned research on circa 20 large active travel schemes, including LTNs, funded by DfT in 2021. This will consider value for money, the extent to which they enable mode shift, and impact on congestion, journey times, safety and car ownership. It is a necessarily long-term piece of work and will not conclude until 2026. But we could look to conduct in quicker time a separate and/or interim analysis of LTNs building on the existing evaluation (and possibly extending the number of schemes covered) and

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(depending on its quality) the data received from local authorities that first stage of the proposed review

**Department for Transport**

**August 2023**

## Annex D- LTN review – outline scope

### 1. What does the review cover?

The Review covers Low Traffic Neighbourhood schemes in England (including London) introduced since March 2020 with the focus on those funded by DfT. A broad definition of LTN is given below for information.

The review will consider the history, evidence of local engagement and participation in the development and implementation of proposals and evidence of impacts of LTNs. Findings will be used to inform changes to policy including criteria and appraisal mechanisms.

### 2. Definition of “low traffic neighbourhood”

- There is no single definition of a low-traffic neighbourhood (LTN). The concept has existed for decades with these terms only recently coming into regular use.
- An LTN is a scheme where motor vehicle traffic in residential streets is greatly reduced.
- This is done by minimising the amount of traffic that comes from motor vehicles using the streets to get to another destination. This is often referred to as ‘rat-running’.
- This can be done through traffic signs enforced with cameras, or with physical barriers like bollards or planters.
- This is very similar to the design of most new housing developments, which have generally been designed to limit through traffic for motor vehicles.
- Local authorities often exempt blue badge holders, emergency services and other types of motor vehicles from any restrictions.

### 3. Detailed elements of the review

#### History of low traffic neighbourhoods

- a. Set out existing framework eg consultation processes required (eg TROs).
- b. Set out the content of 2020 supplementary Network Management Duty guidance (including amendments to TRO processes) that led to the creation of a number of schemes under the EATF and comparison with current approach.

**Action** – *As the first step, the Department/Ministers would write to all Local Highway and Transport Authorities asking them to provide information on all existing LTN schemes that have opened since 2020. This would include a summary of the schemes and for each one what signs/features are used, whether they are being regularly enforced and what evidence on their impacts has been collected.*

#### Process for creating low traffic neighbourhoods

This would look at evidence of consultation and engagement processes that were followed for actual schemes to evaluate their effectiveness. This will encompass both local residents and local businesses.

**Action** - DfT would use a call off contract to conduct a 3<sup>rd</sup> party review of evidence gathered to date through an ongoing evaluation project of 15 schemes funded by ATF2. The stage one process evaluation has studied the implementation of interventions, including the mechanisms through which they are perceived to work (or not), and the impact of contextual factors. This first stage particularly explored the role of consultation and engagement, both because these are widely considered to be important and because many schemes had either not yet been implemented or were still relatively new. Approx 3 months to complete.

## **Impacts of low traffic neighbourhood schemes**

Issues to consider are

- the economic impacts of low traffic neighbourhoods, including congestion and increased journey times?
- the impact on emergency services and on accessing delivery services?
- the evidence base for reducing carbon emissions and improving air quality resulting from traffic neighbourhood

**Action** – DfT has commissioned an evaluation of 15 schemes funded through ATF2 but this will not deliver findings to the timescale envisaged for the review. DfT would use a call off contract to identify and conduct a rapid evidence review of existing 3rd party analysis of schemes and, potentially material supplied by local authorities to DfT. Approx 3months to complete.

## **Lines to take**

- Effective traffic management is not about dictating travel choices, but about enabling more choice in how people make their journeys.
- Local traffic measures must work for residents, businesses and emergency services. This is why the Prime Minister announced a review of LTNs, to look at how they are working and whether they are providing the attractive choices for walking, wheeling and cycling that we want to see.
- We need to ensure changes to local roads have properly taken account of communities' views and are implemented in a way that does not dictate how people should travel.
- The Department is working to establish the scope of the review and more information will be published in due course.
- Once the review is complete, we will consider its conclusions and any next steps. It would be inappropriate of me to comment on what actions Government may take until that time.
- Installation of LTNs and other traffic management measures remain the responsibility of local councils, who need to be accountable for the decisions they take.