

CABINET
27th January 2026
LTCP ANNUAL MONITORING REPORT 2024-2025

Report by Director of Environment & Highways

RECOMMENDATION

1. The Cabinet is RECOMMENDED to:

- a) Approve the Local Transport and Connectivity Plan Monitoring Report 2024-2025, as detailed in Annex B, for formal publication.
- b) To note the progress made on delivering the Local Transport and Connectivity Plan (“LTCP”) to date.

Executive Summary

2. This report summaries the delivery and performance for the year 2024-2025 against the councils ambition as set out in the Council’s LTCP.
3. The findings are a varied picture, with some positive trends and developments alongside some challenges against headline targets and key Performance Indicators (“KPIs”) – some of which are outside of the Council’s control.
4. Due to the lag between intervention and impact, along with this year (2025-26) having seen the implementation of congestion charge, it is expected that next year’s report will be a stepped improvement as these measures take place and people change their travel patterns, as initial travel patterns have provided positive signs.

Context

5. The [LTCP](#) sets out the Council’s long-term vision for how people, goods and services will move around the county up to 2050.
6. It was adopted in July 2022, under the Transport Act 2000, replacing the previous Local Transport Plan (LTP4). The LTCP aims to create a net-zero transport system that supports economic growth, improves health and wellbeing, and protects the environment. It includes ambitious targets such as reducing one in four car trips by 2030, cutting vehicle miles by 20%, delivering a net-zero network by 2040, and achieving zero fatalities or serious injuries on roads by 2050.
7. To achieve these goals, the plan promotes walking, wheeling, cycling, public and shared transport as the preferred modes of travel, discourages private car use, and integrates digital connectivity to reduce the need for physical travel and journey ticketing (e.g. joint ticketing between transport modes). It is supported by detailed strategies/plans for areas like active travel, rail, freight, and innovation, and will guide future infrastructure projects, funding bids, and planning decisions across Oxfordshire. Further to this, the transport strategy team are leading on the development of the Movement and Place Plans (Part 2’s of the LTCP focused on localised interventions) with the Science Vale Plan due to be the first plan in this programme to be adopted in 2026 with many more

to follow – it should be noted the first plan to be adopted was the Central Oxfordshire Travel Plan.

8. An essential element in ensuring the effective implementation of the LTCP is a robust tracking process. To facilitate this, the Council has established a monitoring system structured around three key pillars:

- (a) The LTCP headline targets are the core measurable goals that the Council set to track progress towards its vision of a sustainable, safe, and net-zero transport system. They are structured across 3-time horizons: 2030, 2040 and 2050.
- (b) The LTCP KPIs are a set of measurable indicators designed to provide detailed insight into how the Council is progressing towards its transport vision and headline targets. Unlike the headline targets, which are high-level and long-term, KPIs break down delivery into specific, trackable components across policies and schemes.
- (c) The Policy Delivery tracking translates the LTCP's 54 policies (and sub-policies) into measurable delivery narratives and decision-ready insights. For each policy (and its sub-policies) it records a consistent set of fields — status, responsible team, General state of delivery, change over last financial year and, future delivery — so members, councillors and the public can clearly understand what has been done, what has changed, what is planned next, and what support or decisions are required to keep delivery on track.

Reporting improvements

9. Over the past year, the Council has significantly strengthened and updated the LTCP monitoring process with the overall aim to make it easier to interpret for all - the intention is to continue seeking improvements for the years ahead. These improvements reflect a strategic shift from a purely observational role to a proactive mechanism for driving policy delivery and organisational learning. Key changes include:

- (a) **Report structure and content:** The 2024–25 report has been redesigned to closely follow the LTCP's structure, making it clearer and more user-friendly. It uses a standardised, modular format for easier comparison between policies and now provides detailed updates for all sub-policies. The report is split into a short executive summary and a full appendix, improving accessibility for all audiences.
- (b) **KPI review and optimisation:** this year's process included a thorough review of KPIs leading to the addition, removal, and refinement of metrics to better align with council priorities and emerging challenges.
- (c) **Data collection and capability improvement:** the monitoring system is being improved to enhance data quality, accessibility, and usability. In addition, Innovate Oxfordshire are working to establish a Monitoring and Evaluation Centre which will centralise data collection, reducing duplication and improving consistency across sources, with plans to strengthen the Council's internal data capabilities for the next reporting period.
- (d) **Governance and strategic role:** the LTCP monitoring function is being repositioned as a strategic body. Its remit now extends beyond tracking progress to actively identifying underperforming areas and

recommending corrective actions. This change ensures that monitoring informs decision-making rather than being a passive reporting exercise. Specifically, the aim is that the report's findings eventually translate into tangible improvements in policy implementation.

Executive Summary of results presented in the 2024-2025 Monitoring Report

Overview: overall Headline Target and KPIs progress and trends

10. The findings are a mixed picture, with some positive developments trends alongside some challenges against headline targets and KPIs – some of which are outside of the Council's control:
 - (a) **Public Transport Usage:** there has been a consistent year-on-year increase in both bus and rail usage since the pandemic lows when this form of transport was actively discouraged, with bus passenger journeys rising by 5% and rail station entries/exits increasing by 17% compared to the previous year, reaching 90% of pre-COVID levels. Although both remain below the 2019 baseline (bus: -7%, rail: -10%), robust growth across both modes—particularly in rail—and figures that surpass population growth indicate public transport is performing strongly within the county, with bus patronage growth exceeding the national average. The lower patronage rates compared to 2019 are primarily attributable to evolving working patterns (e.g. greater agile working opportunities) resulting from the pandemic.
 - (b) **Car trips and vehicle miles:** car trips have increased by 6% between 2024 and 2025, and car vehicle miles have risen by nearly 3% over the last year, though still 5% below the 2019 baseline. The overall trend is slightly upward, reflecting population growth and persistent incentives for private car use (e.g., frozen fuel tax). The recent introduction of the temporary congestion charge in Oxford is expected stabilise this trend. Initial analysis indicates reduced inner road traffic, improved bus reliability, increased Park and Ride usage, and higher visitor footfall.
 - (c) **Car Ownership:** a positive is that licensed private cars per capita has decreased by 3% between 2019 and 2024. The number has also decreased since the previous year (2023) by 1%. Oxford continues to have the lowest number of licensed cars per capita while South Oxfordshire continues to have the highest. Therefore, by review data from Oxford this demonstrates there is a willingness to change travel behaviours and further measures are likely needed for across the county to achieve the overall LTCP targets.
 - (d) **Active Travel:** walking trips have increased by 5% from last year. Cycling trips are down by 7% from last year. The latter is mainly attributable to the shift in work patterns, such as from office-based working to remote brought about by COVID-19, which have since become commonplace. The Council has significantly raised its political ambition, internal organisation, technical capability, and knowledge concerning active travel. Proof of this is in Active Travel England's ("ATE") decision to promote the Council from a tier 2 to a tier 3 active travel capability rating this year. Only 11 local authorities have ever achieved tier 3. The Council is now more effective at planning and implementing schemes. An on-the-ground reflection of increased active travel capabilities naturally takes slightly longer to emerge.
 - (e) **Road Safety:** road fatalities and serious injuries (KSI) have increased by 12% since 2019, with 260 KSI casualties in 2024. While e.g. 20mph

zones and school streets are expected to reduce KSIs in populated areas, rural roads remain a concern.

(f) **Emissions:** Positively, road transport emissions have decreased by 13% since 2019, with a 1% reduction in the last year. The county remains on-track for its net-zero transport network target by 2040.

(g) **Digital Connectivity:** full fibre broadband coverage has increased significantly, reaching 65% of premises (up from 10% in 2019), and superfast broadband now covers 99% of premises. While not directly connected to transport, this should contribute to consolidate the work from home trend and decrease overall number of trips. It also could partly explain why bus and rail numbers have not recovered fully to pre-pandemic levels as more people have accessibility to better broadband facilities.

Main policy successes by LTCP Section (2024-2025)

11. This section provides an evidence-based summary of key headline target, KPI and policy developments for the current financial year, emphasising the most significant achievements and advancements.

Walking and Cycling	
1	The Council has advanced from a tier 2 to a tier 3 active travel capability authority, as designated by Active Travel England. This elevation will translate to a significant increase in funding for the upcoming financial year.
2	Walking trips increased by 5% since 2019, with targeted policies making walking more inclusive and accessible.
3	LCWIP development: all urban settlements over 10,000 population have completed or in-progress LCWIPs, with new procedures improving delivery efficiency.
4	Strategic Active Travel Network: SATN document adopted, identifying key countywide routes and integrating with LCWIPs and maintenance teams.
Healthy Place Shaping	
5	Active travel in schools: 54 schools delivered active travel initiatives, including Living Streets WOW scheme and Sustainable School Travel Strategy actions.
6	Liveable neighbourhoods: integrated into Movement and Place Plans, with regeneration schemes supporting walkable, vibrant communities. Community orchards and tree planting have expanded green infrastructure.
Road Safety	
7	Vision Zero programme: delivered via the Council's Vision Strategy and Action Plan, with 12 infrastructure schemes completed and ongoing education programmes.
8	20mph zones: 276 schemes completed, promoting safer streets in residential and retail areas. Monitoring and review integrated with Vision Zero.
9	Pedal cycle safety: KSI casualties for pedal cyclists decreased by 31% since 2019, with further reductions compared to the 2010–2014 baseline.
Public Transport	
10	Enhanced Partnership Plan and Scheme in place, introduction of multi-operator ticketing, and 159 ZEBRA buses deployed for zero-emission services.
11	Passenger numbers: bus passenger journeys increased by 5% from the previous year, reaching 95.7% of pre-pandemic figures. Scheduled weekday bus services now cover all parishes with populations over 500.
12	Rail passenger entries and exits increased by 17% from the previous year, reaching 90% of pre-pandemic figures.
Digital Connectivity	
13	Superfast broadband coverage: increased from 98% (2019) to 99% (2025), meeting the target for premises with superfast broadband.
14	Full fibre broadband: coverage rose from 10% (2019) to 65% (2025), with major infrastructure investment and government programmes bridging the rural-urban divide.

Network, Planning and Congestion Management	
15	Road condition: percentage of roads in good condition increased from 50% (2019) to 58% (2025), outperforming the national average.
16	Parking enforcement: countywide civil parking enforcement is ongoing, with annual reports published and operational policies under review.
Innovation	
17	Mobility hubs: two pilot sites (Benson Marina and Carterton Town Centre) have completed feasibility studies and are progressing to public consultation and design.
18	Smart infrastructure: deployment of 96 VivaCity sensors and development of a Mobility Hub Assessment Tool to guide future projects.
19	From the previous year (2023) the number of licensed battery electric cars has increased by 33%. Between 2019 and 2024, the number of licensed battery electric cars has increased by 654%.
Data	
20	Data-driven asset management: adoption of the Highway Infrastructure Asset Management Strategy (HIAMS) has improved efficiency and long-term road condition, with a £7 million resurfacing programme treating nearly 100 roads across 50 towns and villages.
21	Monitoring improvements: VivaCity sensors are being embedded in strategic locations to provide robust data for walking and cycling, with plans for further rollout in 2026/27.
Freight and Logistics	
22	Strategy implementation: continued delivery of the Freight and Logistics Strategy, including promotion of rail freight and development of appropriate HGV routes. Rest stops and parking facilities have been reviewed and published online.
23	Safety and efficiency: quarterly freight steering group meetings and feasibility studies for freight consolidation and cycle freight have been conducted.
Regional Connectivity and Cross Boundary Working	
24	Rail strategy: OxRAIL 2040: Plan for Rail published and consultation undertaken, with new stations and upgrades underway in partnership with Network Rail and other counties.
25	Cross-boundary collaboration: ongoing work with neighbouring authorities to improve walking, cycling, and public/shared transport connectivity.
Local Connectivity	
26	Movement and Place Plans: Science Vale and Bicester & Mid-Cherwell Plans have been consulted on and are progressing towards adoption, establishing delivery plans for local schemes.
27	Rural connections: LCWIPs for Chipping Norton and Woodstock developed, with additional plans considering rural-urban connectivity.

Main policy challenges by LTCP section (2024-2025)

12. This section provides an evidence-based summary of key headline targets, KPI, and policy challenges and/or shortcomings for the current financial year.

Walking and Cycling	
1	Cycling rates: cycle trips per week have decreased by 21% since 2019. This is almost entirely attributable to a significant increase in remote working.
2	Data discontinuity: the Department for Transport will no longer publish data derived from the Active Lives Survey data meaning that future monitoring will rely on new sensor networks, which are not yet fully deployed.
Healthy Place Shaping	
3	Healthy Streets Approach: not yet systematically embedded in planning or design processes.
4	Liveable neighbourhoods: work is ongoing, but measurement of effectiveness and formal definitions are lacking.
Road Safety	
5	KSI (Killed or Seriously Injured) rates: road fatalities and serious injuries have increased to 260 in 2024 from 233 in 2019. Pedestrian KSI rose from 32 in 2019 to 36 in 2024, while two-wheel motor vehicle KSI increased from 45 to 71 over the same period. Rural road safety: While e.g. 20mph zones and school streets are expected to reduce KSIs in populated areas, higher-speed rural roads remain problematic.

Public Transport	
6	Commercial viability for operators is challenged by increased costs and suppressed patronage since the pandemic outbreak.
7	Affordability and reliability: rising fares and service reliability issues make public transport less attractive compared to private cars. The introduction of the congestion charge scheme is expected to improve reliability issues.
Digital Connectivity	
8	Full fibre not universal: while progress is strong, 35% of premises still lack full fibre broadband, and rural-urban disparities persist.
Network, Planning and Congestion Management	
9	Congestion and car use: car trips increased by 6% between 2024 and 2025, and car vehicle miles are up 3% from the previous year, making targets for car journey reduction "at risk" or "needs attention." The introduction of the congestion charge scheme is expected to stabilise this trend.
10	Parking policy: some parking measures (e.g., workplace parking levy, bike hangars) are delayed or lack funding. The motorcycle and cargo bike parking strategy is unclear.
Innovation	
11	Funding gaps: many innovation projects (e.g., car clubs, smart infrastructure) lack core funding, which poses a risk to expansion.
Data	
12	Monitoring and evaluation delays: the creation of a centralised Monitoring & Evaluation Centre (MEC) is delayed, with funding and coordination issues. Consistent data gathering and sharing across schemes is not yet in place.
13	Walking/cycling data gaps: the Department for Transport will no longer publish data derived from the Active Lives Survey data, creating a future gap in reliable walking and cycling statistics.
Freight and Logistics	
14	Strategy update needed: the Freight and Logistics Strategy is due for an update, and some implementation actions are lagging.
15	HGV management: slight delays with HGV movement strategies in sensitive areas (e.g., Henley, Windrush Valley), with only partial progress on mitigation and enforcement.
Regional Connectivity and Cross Boundary Working	
16	Cross-boundary walking/cycling: no detailed update on progress for improving cross-boundary active travel; some strategies are still in early stages or lack clear delivery plans.
Local Connectivity	
17	Resource constraints: delivery of Movement and Place Plans is at risk due to tight staffing and engagement timelines.
18	Rural LCWIPs: support for rural areas and smaller settlements to develop their own walking and cycling plans has not started; efforts are focused on urban areas.

Future Interventions

13. There are significant interventions that have happened this year or are planned for future years that are expected to create the step change needed to get us closer to meeting our LTCP ambition that need to be recognised when reading this annual report. Key examples being:
 - a) Implementation of temporary congestion charge in Oct 2025, and planned trial of Traffic Filters from August 2026 (Subject to Botley Rd opening);
 - b) Delivery of new and improved cycling infrastructure in-line with adopted LCWIPs, from increased Council capital funding, and from next year with greater levels of grant being received from ATE due to our success of increasing from a capability rating of 2 to 3.
 - c) Investment by the Council and bus operators into the bus network to increase network coverage and service frequencies this year and the planned Enhanced Partnership plus;

- d) Completion of the 20mph programme this year and time for the benefit of all the interventions to be realised;
- e) Roll out of EV charging infrastructure across the county with significant numbers of on and off-street public charging points.

Trends and Absolutes

14. The monitoring of the plan is against a baseline (2019). It's important to have a baseline year but trends and absolute values are also important. In addition, it's important to note that travel and movement patterns have changed significantly post COVID-19.
15. In transport monitoring and planning, a "baseline" year (such as 2019) is often used as a reference point to measure progress—comparing current data to what things looked like before major changes (like the COVID-19 pandemic). Concentrating solely on comparisons with one particular year may not always be entirely useful or pertinent, although such comparisons can provide some value. Trends (how things are changing over time) and absolute values or percentages (such as the actual share of trips made by walking, cycling, car, or public transport—known as "mode split") provide a valuable picture of what's happening in the transport system and achievement of our local plan ambition.
16. While the baseline provides a useful historical reference, it does not capture the full story—especially given the significant disruptions and behavioural shifts caused by the pandemic and other external factors. Oxfordshire has also experienced significant housing growth leading to a population increase, which need to be considered.
17. It is worth noting that a significant amount of the Oxfordshire population is employed in the higher education and service sector (i.e. R&D, Health) – typically allowing greater opportunity to work from home.
18. Equally important is the analysis of absolute values and the percentage of mode splits. Understanding the actual number and proportion of trips made by different modes—such as walking, cycling, public transport, and private car—gives a clearer picture of how people are moving around today.
19. In summary, relying solely on the 2019 baseline risks oversimplifying complex transport dynamics. A more holistic and true approach to monitor progress of our LTCP achievements, is to look at trends and mode splits, which provide actionable insights for policy, investment, and service planning. This ensures that decisions are based on current realities and long-term objectives, rather than on a potentially outdated baseline.

Corporate Policies and Priorities

20. The Council Strategic Plan's vision is to make Oxfordshire a greener, fairer and healthier county. This is centred around strong and connected communities, healthy places to live, and a thriving local economy that benefits everyone.
21. Transport and the progress of delivery against the of the LTCP supports and enables the delivery of the vision, in particular in relation to Greener and Healthy ambitions, with some clear transport commitments to deliver upon, as shown below:
22. Supporting Strategic Objectives and Priorities:
 - (a) Greener Oxfordshire ("Clean air, access to green space, and sustainable movement; Reducing traffic congestion, investing in public transport, cycling, and walking; Responding to climate change and aiming for net-zero emissions"). LTCP contributions:
 - (1) Carbon Reduction: The report tracks a 13% reduction in CO₂ emissions from transport since 2019, supporting the Council's net-zero targets.
 - (2) Active Travel: Policies and KPIs focus on increasing walking and cycling, with Local Cycling and Walking Infrastructure Plans (LCWIPs) developed for all major settlements. This supports healthier lifestyles and reduces car dependency.
 - (3) Public Transport: The report details improvements in bus and rail services, integration of mobility hubs, and investment in electric vehicle infrastructure, all of which reduce emissions and improve air quality.
 - (4) Nature and Resilience: Initiatives such as greenways, flood wardens, and tree planting enhance biodiversity and community resilience to climate impacts.
 - (b) Fairer Oxfordshire ("Tackling inequalities in access to jobs, housing, and services; Supporting disadvantaged communities and making services accessible"). LTCP contributions:
 - (1) Inclusive Transport: Policies ensure that new developments are accessible by walking, cycling, and public transport, reducing barriers for those without cars.
 - (2) Community Transport: Support for community transport schemes and demand-responsive services addresses unmet needs in rural and deprived areas.
 - (3) Digital Connectivity: The report tracks the expansion of full-fibre broadband (from 10% to 65% coverage since 2019), helping bridge the digital divide and supporting remote work and access to services.
 - (4) Targeted Support: The report highlights initiatives like family hubs, supported employment, and improved access for people with disabilities.
 - (c) Healthier Oxfordshire ("Supporting children, young people, and older people to live healthy, independent lives; Reducing health inequalities and promoting active lifestyles"). LTCP contributions:
 - (1) Healthy Place Shaping: Embedding the Healthy Streets Approach and delivering infrastructure that encourages walking and cycling.
 - (2) Road Safety: Vision Zero policies aim to eliminate fatalities and serious injuries, with 20mph zones and targeted safety schemes.

- (3) Air Quality: The report tracks a reduction in mortality attributable to air pollution (from 7.2% to 4.9% since 2019).
- (4) Physical Activity: Active travel initiatives and school travel programmes promote healthier behaviours from an early age.

Financial Implications

23. There are no financial implications from approving this decision. The report is published online. The resources required for continued monitoring and assessment are delivered from existing service resources.

Comments checked by:

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(Finance)

Legal Implications

24. Under the Transport Act 2000 (the 2000 Act), local transport authorities in England are required to prepare and maintain a Local Transport Plan (or plans) that set out their transport policies and proposals. The 2000 Act does not explicitly mandate an annual report; but focuses on having an up-to-date plan and implementing policies effectively. However, Government guidance and best practice (e.g., Local Transport Plan Guidance for England and Wales) recommend regular monitoring and reporting to demonstrate progress against targets. Historically, this has included Annual Progress Reports, and although these are not currently a statutory requirement, they are considered good practice for transparency and performance management. This also enables the Council to report on progress towards the targets set out in the LTCP.

Comments checked by:

Jennifer Crouch, Principal Solicitor (Regulatory)
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Staff Implications

25. There are no resource implications as a result of this decision. In respect of the resources required to monitor, assess and produce the annual report, this is met from existing resources within the service.

Equality & Inclusion Implications

26. The monitoring report does not introduce any policies or proposed service changes. Therefore, they do not have any potential impacts on equalities. However, the data collected for the monitoring report will help to assess progress made and identify areas towards improved delivery of LTCP . For

information about possible impacts of the LTCP on equality and inclusion, please refer to the LTCP equalities impact assessment.

Sustainability Implications

27. The monitoring report does not introduce any policies or proposed service changes. Therefore, they do not have any potential impacts on sustainability. However, the data collected for the monitoring report will help to assess progress made and identifying areas towards improved delivery of LTCP will be central to delivering the Council's Climate Action Framework, as transport produces the majority of emissions in the county. For further information about possible impacts of the LTCP on sustainability please refer to the LTCP Climate Impact Assessment.

Risk Management

A risk register has been kept as part of the LTCP programme. The main risk associated with the LTCP monitoring programme is ensuring the use of data tools which provide accurate and reliable information. The council attempts to mitigate this by deploying its own censors around the county and working with partners (e.g. DfT and Sports England) to ensure accurate representation of the data. We are also looking at way to better understand this going forward. Outside of control are aspects such as technology failure or human interference.

Consultations

28. The LTCP, including the headline targets and KPIs, was consulted on between January and March 2022. The LTCP monitoring report itself has not been subject to public consultation and consultation is not required.

Paul Fermer, Director of Environment & Highways

Annex: A – LTCP Monitoring Report 2024-2025 Executive Report
B – LTCP Monitoring Report 2024-2025 (full report)

Background papers: LTCP Monitoring Report 2023-2024.

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