

Contents

| | | | |
|---|-----------|--|------------|
| Foreword | | Crime & Disorder | 85 |
| Executive Summary | | Summary | 85 |
| Introduction | 1 | 6 Programme | 87 |
| 1 The Tees Valley Context | 3 | Accessibility | 87 |
| Demographic and Socio-Economic Influences | 3 | Priorities and Programme for 2006 to 2011 | 96 |
| Gross Domestic Product | 5 | Delivery Issues | 107 |
| Policy Influences | 9 | Proposals for 2006/07 | 107 |
| Service Influences | 15 | Reward Scenario | 107 |
| Aims and Objectives | 17 | 7 Targets | 109 |
| Key Issues | 29 | Targets and Hierachy | 109 |
| Desired Outcomes | 30 | Targets and Trajectories | 113 |
| Summary | 30 | Core Indicators and Targets | 116 |
| 2 Local Context | 33 | Local Indicators and Targets | 129 |
| Quality of Life | 34 | Mandatory Indicators pro-forma | 137 |
| Current Travel Patterns | 34 | 8 How Darlington is delivering against the Government's Shared Priorities | 141 |
| Accessibility | 39 | Improving Accessibility | 142 |
| Social Inclusion | 40 | Improving Road Safety | 144 |
| Road Safety | 41 | Reducing Problems of Traffic Congestion | 146 |
| Air Quality | 41 | Improving Air Quality | 147 |
| Public Transport | 41 | Improving Quality of Life | 149 |
| Health | 42 | Delivery | 150 |
| Sustainable and Prosperous Communities | 42 | Annexes (in separate document) | |
| Consultation | 43 | Annex 1: Consultation | |
| Summary | 45 | Annex 2: Travel Behaviour Research and Consultation | |
| 3 Local Approach | 47 | Annex 3: Darlington's Transport Strategy | |
| Darlington Partnership | 47 | Annex 4: Darlington Eastern Transport Corridor | |
| Local Area Agreement | 49 | Annex 5: Finance Forms | |
| Quality of Life Actions | 50 | Annex 6: Air Quality | |
| Darlington - A 'Leading Edge' Authority | 53 | Annex 7: Summary Strategic Environmental Assessment | |
| Corporate Priorities | 54 | Annex 8: School Travel Plan Strategy | |
| The First Local Transport Plan | 60 | Annex 9: Rights of Way Improvement Plan Statement of Action | |
| Summary | 63 | Annex 10: Bus Strategy | |
| 4 Strategic Choices | 65 | Annex 11: Transport Asset Management Plan (TAMP) | |
| Strategy Response | 65 | Annex 12: Accessibility Strategy | |
| Strategic Choices | 68 | Annex 13: Travel Safety Strategy | |
| Summary | 76 | Annex 14: Performance Management | |
| 5 Delivery | 77 | Annex 15: Bus Information Strategy | |
| Delivery Ethos | 77 | Annex 16: Cycling Strategy | |
| Partnership in Delivery | 77 | Annex 17: Darlington Parking Strategy 2006-2011 | |
| Darlington - A 'Leading Edge' Authority | 78 | Annex 18: Health Impact Assessment | |
| Asset Management | 79 | Annex 19: Traffic Management Duty | |
| Network Management | 81 | | |
| Performance Management | 83 | | |
| Further consultation | 83 | | |
| Strategic Environmental Assessment | 84 | | |
| Health Impacts | 85 | | |

Foreword

Darlington is a compact town with an existing pattern of sustainable travel behaviour, a suite of demand management measures and increasing traffic congestion. It has good accessibility and we seek to improve this by all modes, with a focus on sustainable means of travel, in particular walking and cycling.

The top priority in the Community Strategy for Darlington, agreed by all partners, is to enhance the economy. Darlington's Economic Regeneration Strategy relies on two special characteristics working in conjunction with each other; Darlington's quality of life and its accessibility. Darlington's Transport Strategy, aimed at improving accessibility in a sustainable way, is therefore a key factor in the shared, long term vision for the Borough in improving local quality of life.

This Plan seeks to deliver Darlington's Transport Strategy, which is based on the Shared Priorities agreed between national and local government and to enable other initiatives being delivered by Government and the Council. Delivery of this plan will be based around the reasons for travel, with the emphasis being on the overall outcome of actions undertaken. The Council has a long history of working in partnership and strong partnership working across all sectors will deliver transport outcomes in Darlington. Such partnership working includes that with the Department for Transport in providing smart travel choices through the Sustainable Travel Demonstration Town initiative and with Cycling England as a Cycling Demonstration Town.

The Plan focuses in on the issues that local people have told us are of greatest importance:

- improving peoples' accessibility, especially for those with a mobility or sensory impairment, and for those who are socially excluded;
- tackling traffic congestion;
- making the transport network safe and secure for all; and
- helping people make the best travel choices.

I commend it to the people of Darlington and our partners as a plan, based on what you have told us, which will make a substantial step forward towards the transport system Darlington needs.



Councillor N. Wallis,
Cabinet Member with Highways & Transport Portfolio.

Executive Summary

- 1 Darlington's Second Local Transport Plan sets out our vision of how transport investment and other actions will contribute to improving local people's quality of life and support the long term vision for Darlington as well as sub-regional and regional objectives. Our vision is also articulated in terms of the Government's shared priorities.
- 2 The Plan is based on the indicative budget set by the Department for Transport (DfT) and follows DfT Guidance on Local Transport Plans. In addition, we have listened to the feedback given by DfT on our provisional plan and made appropriate changes. Darlington has additional resources as one of three demonstration towns nationally in the DfT's Sustainable Travel Demonstration Town project and also as a Cycling Demonstration Town. The use of these complementary resources is being planned in an integrated way with our other spending plans, to maximise the benefits created by all transport investment.
- 3 A comprehensive and systematic planning process has been carried out to arrive at a programme of actions for the next five years and associated targets. (This is described in the Introduction). Darlington has amongst the best data on travel patterns of any UK transport authority at the moment, with access to the extensive travel behaviour research undertaken as part of the sustainable town initiative. There has been widescale community participation and stakeholder involvement in the preparation of this Plan, with international experts advising on solutions that are appropriate to Darlington in the light of researched best practice. Our transport planning process is also rooted in the national shared priorities, with our overall focus being on local peoples' quality of life.
- 4 Darlington is one of five local authorities working together to achieve a shared future vision for the Tees Valley, within the context of the regional strategies for North East England. **Chapter 1** describes the shared objectives to deliver the Tees Valley Vision, maximise accessibility, promote bus use, restrain car usage, invest in the local rail network, manage demand and tackle congestion in a way consistent with regeneration priorities, meet road safety and social inclusion targets, minimise air quality impacts, and enhance quality of life.
- 5 An analysis of local travel patterns, travel behaviour and consultations (in **Chapter 2**) demonstrates that:
 - Darlington is a compact market town, well served by national and regional transport links. Quality of life and accessibility for all are seen as key drivers in promoting economic prosperity, which is the top priority for all partners;
 - In national terms Darlington has lower than average levels of car ownership and relatively high levels of bus patronage. There is evidence that increasing affluence for Darlington particularly could result in substantial increases in car travel and traffic unless alternatives are planned for and promoted, and appropriate demand management pursued;
 - Promoting accessibility from deprived wards and for key population groups will help achieve social inclusion and economic targets;
 - Reducing road traffic congestion, improving actual and perceived road safety (particularly for pedestrians and cyclists), improving accessibility for specific groups and purposes, and managing demand, transport networks and car parking are key challenges for the Plan, to support the economy;
 - Darlington residents would like to see emphasis placed upon improving infrastructure for the three sustainable travel modes (walking, cycling and bus), as well as improving the effectiveness of the existing network;
 - our Sustainable Travel Town demonstration project enables us to implement a wide range of solutions to transport problems in an integrated way, with a better prospect of achieving outcomes through best value-for-money approaches.
 - As a Cycling Demonstration Town, we are able to invest significantly more money in cycle infrastructure and promote cycling to tackle traffic congestion, improve accessibility and promote healthier communities.

- 6 We have also explored the context for transport investment in terms of national, regional and corporate policies and issues. **Chapter 3** outlines these issues and their relevance to this Plan. In summary:
- We are committed to working with Darlington Partnership and others to achieve outcomes benefiting quality of life and economic regeneration.
 - The Shared Priority for Quality of Life is a key issue that this Plan needs to achieve.
 - A corporate approach will be taken to maintain, and if possible, improve accessibility.
 - The outcomes achieved through Darlington's first Local Transport Plan provide a strong base from which to build. We have incorporated the successes and lessons learnt from the delivery of the first Local Transport Plan into the development of this Plan.;
 - Darlington's excellent record of partnership working and integrated planning, together with the Council's Leading Edge approaches to procurement will ensure that transport objectives are integrated into and achieved through other service planning – and that transport planning helps to achieve other, broader objectives;
- 7 Based on the national shared priorities, the regional and local analysis, and the longer-term Transport Strategy for Darlington, **Chapter 4** sets the objectives for this Plan in tackling quality of life issues as follows:
- A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington;
- B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need;
- C To tackle traffic congestion on key corridors and its potential affects on the economy and environment by making the most effective use of the transport network;
- D To improve travel safety and security for all by addressing the real and perceived risks;
- E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips;
- F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food.
- 8 Key strategic choices for the Plan are that:
- maintaining, or preferably improving accessibility to local facilities should be the focus of what is being delivered through the Plan;
 - traffic congestion should be tackled by a combination of alternatives to the car, physical improvements at key junctions, with the strong and appropriate demand management measures already in place and under review;
 - those 'smarter travel choice' measures currently being implemented with Department for Transport funding, which prove to be successful should be continued in years 4 & 5 of the Plan to "lock in" the benefits of our investment in physical measures; and
 - the mix of schemes and initiatives delivered should include a focus on encouraging more public transport use and more cycling with associated benefits for walking.
- 9 A delivery ethos and mechanisms have been established (in **Chapter 5**) for:
- achieving best value-for-money through innovative procurement and systematic analysis of programmes;
 - making the most of our long-established and effective array of partnership working;
 - monitoring and programme control;
 - continual consultation on scheme delivery as well as on strategies and programmes; and
 - taking into account environmental and health impacts.

10 With a focus on the reasons why people travel, a set of actions are described in **Chapter 6** to improve:

- travelling to work;
- doing business in Darlington;
- going to school or college;
- shopping for food and goods;
- leisure and recreation; and
- access to health services and caring for others.

11 Multi-criteria assessment has been used to show how best value for money can be achieved, selecting which actions best achieve objectives and required outcomes. A broad indicative programme for the five years of this Plan has been set on this basis with a more detailed programme for the first year of the Plan (**Chapter 6**). Our year one actions include:

- continuing to tackle traffic congestion through the Corridor of Certainty programme;
- the creation of 20 mph zones in the town centre and a residential area;
- improving the condition of the highway network including 8 footway maintenance schemes; and
- starting to prepare for the introduction of decriminalised parking enforcement in 2007.

12 The detailed travel behaviour research shows that there is real potential for 56 % of car trips within Darlington to switch to sustainable modes. We realize that achieving a step change in travel behaviour, requires investment at European best practice levels and welcome the opportunities generated by our status as a Cycling Demonstration Town.

13 The key outcomes for the Plan (as set out in **Chapter 7**) will be:

- to further improve the condition of principal roads;

- to maintain the current good condition of unclassified roads;

- to further reduce road traffic accidents, where people are killed or seriously injured;

- to maintain the current good levels of slight injury road traffic, despite increases in traffic;

- to reduce the rate of decline in bus passenger trips;

- to increase satisfaction with local bus services;

- to improve the condition of Borough's footways;

- to maintain accessibility to health services;

- to increase the percent of local trips made by bike;

- to decrease the number of home to school journeys made by car; and

- to improve bus punctuality.

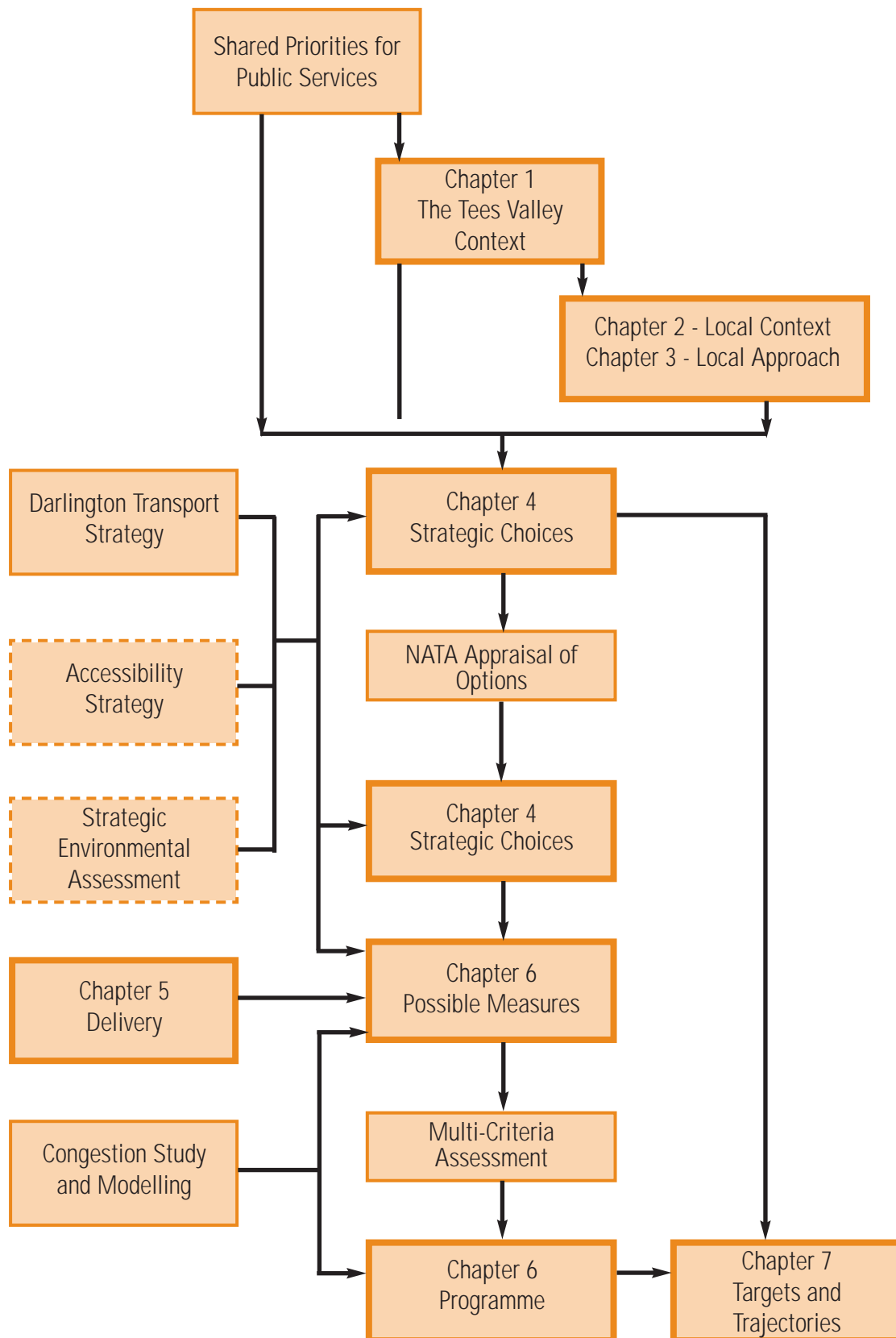
14 Darlington is a compact town with an existing pattern of sustainable travel behaviour and an issue of increasing traffic congestion. It has excellent accessibility and the aim of the Plan is to realise the potential for further improvement by all modes. Our focus on improving local quality of life means that we will invest in sustainable means of travel (public transport, walking and cycling), while also bringing forward specific proposals to tackle traffic congestion, deal with parking issues and further improve road safety. It is a plan to promote travel choice, backed up by strong and appropriate demand management measures.

15 The top priority in the Community Strategy for Darlington, agreed by all partners, is to enhance the economy. Darlington's Economic Regeneration Strategy relies on two special characteristics working in conjunction with each other; the town's quality of life and its accessibility. Our Plan, aimed at improving accessibility in a sustainable way and enhancing quality of life, is therefore a key contributory factor in the shared, long-term vision for the Borough.

Introduction

- 1 This is Darlington Borough Council's Second Local Transport Plan for transport for the years 2006/7 to 2010/11. It has been prepared in accordance with the Department for Transport (DfT) 'Full Guidance on Local Transport Plans' (December 2004) and subsequent advice, including that offered in the assessment of our provisional plan.
- 2 The DfT has given Darlington an indicative budget of £13.087m for the five-year period 2006 to 2011, to cover all aspects of transport investment from repairing roads to providing new facilities to help users, such as pedestrian crossings, junction improvements and traffic calming. We have also given some thought in this plan to what we could do with additional resources, above the indicative allocation, should these be made available by the DfT.
- 3 Our Town On The Move project funded through the DfT Sustainable Travel Demonstration Town initiative, also provides £2.03m during the period 2006-2009 to deliver a programme of 'smarter choices' (measures to encourage public transport use, walking and cycling). Uniquely, we are also a Cycling Demonstration Town and have received the sum of £1.5m to match fund against cycling infrastructure schemes during the period 2005 to 2008.
- 4 We are integrating the delivery of the Second Local Transport Plan and our work to improve cycling and to encourage sustainable travel behaviour, thus maximising the benefits gained from all investment in our transport network. This plan shows how these complementary funding streams will be used together and, with other funding sources, achieve an outcome that is more than the sum of the parts.
- 5 As a 'four star' authority, Darlington is not required to submit a Second Local Transport Plan. However, the Council welcomes this opportunity to work with stakeholders, partners and the local community to plan the most effective programme of transport investment to meet Darlington's common vision in our Community Strategy and to contribute to national shared priorities.
- 6 A comprehensive and systematic planning process has been carried out to arrive at a programme of measures for the next five years and associated targets. **Figure 1** illustrates the process and how it is described in this document.
- 7 The national shared priorities are the starting point for the Plan and feed through into all parts of the process.
- 8 A thorough analysis has been carried out of the regional, sub-regional and local policy contexts, together with related strategies of partners and the over-arching Darlington Community Strategy, to set out their implications for this Plan and, conversely, how transport actions can help the aims of other strategies, including other corporate priorities. The regional and sub regional strategies also inform the detail of the local policy context. These analyses are in **Chapters 1 and 3**. **Chapter 1** sets out the national and regional context, whilst **Chapter 3** examines the local policy context and lessons learnt from our performance in delivering our first Local Transport Plan.
- 9 **Chapter 2** analyses the implications for this Plan of current Darlington travel patterns, land-use and other data, and also the implications of future changes. This analysis benefits from one of the most comprehensive travel behaviour surveys in the UK, and from extensive and innovative consultation with the public, stakeholders, partners and international experts.
- 10 The implications of all these analyses, together with the national shared priorities, lead directly to the objectives set for this Plan, in **Chapter 4**.
- 11 The objectives (and other parts of the planning process) are also informed by the long-term Darlington Transport Strategy and by our work on the accompanying Accessibility Strategy and the Strategic Environmental Assessment.
- 12 These objectives and the preceding analyses generated strategic options which have been tested for value-for-money and for contribution to outcome objectives through a NATA style appraisal. This appraisal highlighted five key strategic choices, which we needed to make, and these are described in **Chapter 4**.
- 13 From these strategic choices arise a range of possible measures, which could be used to achieve our objectives. Since a key focus for this Plan is to build on and enhance the good accessibility within Darlington so improving local quality of life, the measures arise from early work on the Accessibility Strategy and so are considered according to how they would contribute to particular trip purposes. **Chapter 6** sets out the interventions we intend to use in our programme, including the continued development of demand management techniques already in place.
- 14 The list of measures is informed by an assessment of potential delivery mechanisms in **Chapter 5** and by a study of traffic congestion in Darlington, which will be using the Darlington Transport Model to assess the effects of specific changes to the network.
- 15 The list of possible measures has been subjected to a Multi-Criteria Analysis to demonstrate which types of measures most meet objectives and provide best value-for-money in creating the outcomes Darlington needs. **Chapter 6** describes this analysis which, together with the preceding analysis, creates our five-year programme and spending profiles.
- 16 We have selected a set of indicators to measure the outcomes the Plan seeks to achieve. These indicators therefore relate to the Plan's objectives and the national shared priorities. **Chapter 7** describes these indicators, the targets and the trajectories we expect to achieve as a result of the programme we propose within the financial planning guideline. **Chapter 8** concludes our Plan with a summary of the linkages between our proposals and the Government's Shared Priorities, regional priorities, the Community Strategy, corporate plans and our Transport Strategy.

Figure 1 The Planning Process for Darlington Second Local Transport



CHAPTER 1:

The Tees Valley Context

Summary

Darlington is one of five unitary local authorities, working together with others to deliver change in the Tees Valley sub-region. This chapter sets the scene for Darlington's Second Local Transport Plan by outlining the main policy issues that are driving the sub-regions plans for change, for example by concentrating on the regeneration of the local economy.

The chapter also details the national context for our proposals, including the Shared Priorities for Public Services and some of the challenges that all involved need to address.

Overview

- 1 This chapter places the Local Transport Plans of the five Tees Valley Unitary Authorities in the wider context of the sub-region, the region and indeed the national picture. It draws upon demographic and socio-economic trends, key policy influences, drivers of change and wider Government agendas (such as health, education, housing and employment) to indicate how we want the Tees Valley to change, concentrating on those issues of a more regional and sub-regional nature. The chapter identifies the critical issues facing the Tees Valley as a result of these influences and describes what outcomes we will seek to achieve to address these issues. In particular, our future transport investment will need to address improved accessibility to services such as employment, health and education if we are to best serve the existing population and those that will live in, work in, and visit the Tees Valley in the coming years.
- 2 These national policy drivers must be considered alongside the imperative for the Tees Valley of **regeneration**. Recent Government guidance has stressed the strong connection between transport investment and

productivity benefits. This has been highlighted in high profile speeches and presentations made recently by a variety of Government Ministers. This is driven by a need to enhance the links between businesses and, equally importantly, between businesses and their markets and their workforces. Reducing the barriers to travel in these respects will significantly contribute to the competitiveness of the sub-region.

- 3 The sub-region is lagging behind the national average in terms of the key "Quality of Life" indicators that underpin the Shared Priorities for Public Services and, therefore, regeneration of the Tees Valley is of paramount importance. In recent years, most of the country has experienced a cycle of: **economic growth** leading to **more private vehicle trips** which produce **congestion** and thus the need for a twin track approach of **demand management** and **improved public transport**.
- 4 The challenge for the Tees Valley as it commences its regeneration cycle is to avoid or minimise the increase in private vehicle trips. We do not wish to see economic growth slowed or strangled by congestion. We wish to improve public transport at the start of the recovery to engender a virtuous cycle in which it is able to accommodate the anticipated increased demand to travel.

Demographic and Socio-Economic Influences

Population

- 5 The population of the Tees Valley, comprising the Unitary Authorities of Darlington, Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton-on-Tees, is currently just over 650,000. This figure increases to 875,000 when the full City Region hinterland is included, covering the parts of County Durham and North Yorkshire that look to the Tees Valley for employment and provision of other key services. **Table 1.1** shows the recent population trends across the sub-region.

Table 1.1: Summary of Population Changes across the Tees Valley

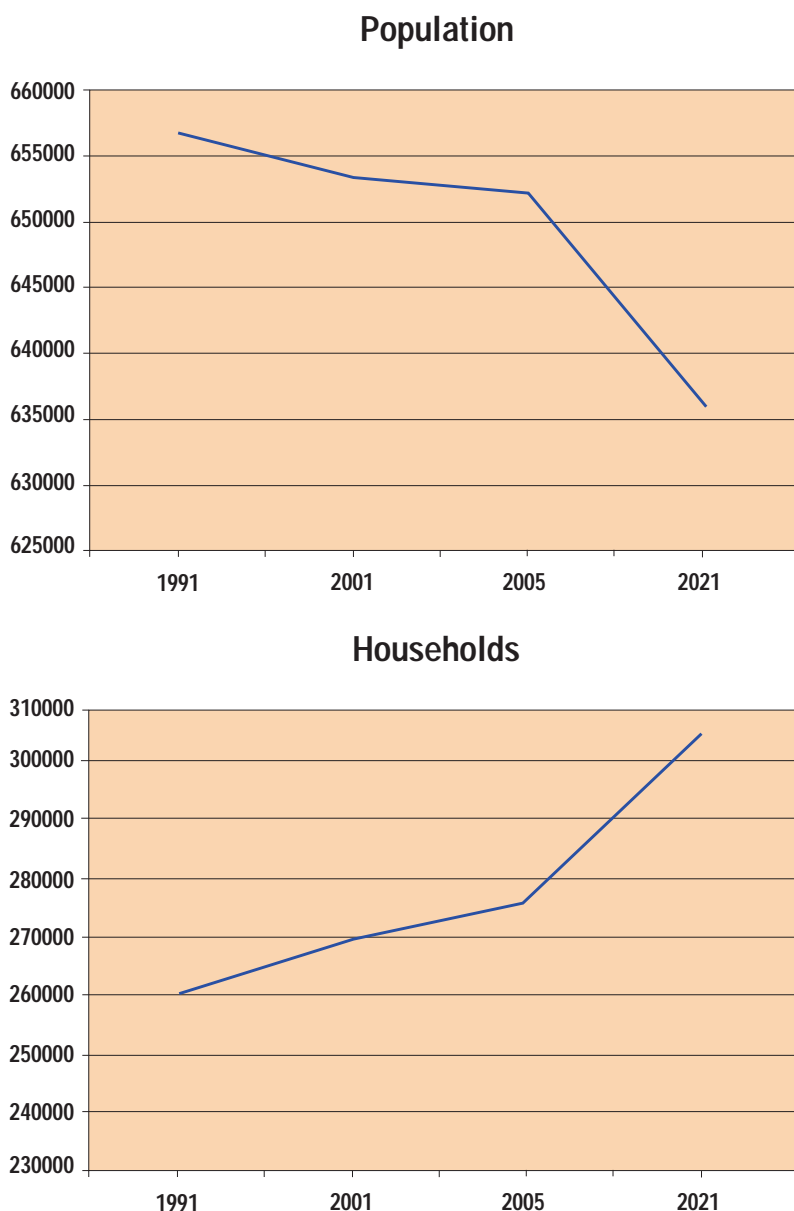
| Population | Darlington | Hartlepool | Middlesbro' | Redcar | Stockton | Tees Valley Total |
|----------------------|------------|------------|-------------|---------|----------|-------------------|
| 1991 Census | 99,100 | 91,100 | 144,700 | 145,900 | 175,200 | 656,300 |
| 2001 Census | 97,800 | 90,200 | 141,200 | 139,200 | 183,800 | 652,300 |
| % change 1991 - 2001 | - 1.5 | - 1.0 | - 2.4 | - 4.6 | + 4.9 | - 0.6 |
| 2005 Estimate | 99,200 | 89,800 | 137,900 | 137,800 | 186,700 | 651,400 |
| % change 2001 - 2005 | + 1.3 | + 0.4 | - 2.3 | - 1.0 | + 1.6 | - 0.1 |

- 6 **Table 1.1** indicates that four of the five authorities saw a drop in population between 1991 and 2001, with only Stockton witnessing an increase. The overall Tees Valley impact was a small reduction. By 2005 the Tees Valley figure had stabilised somewhat although there was a further 0.1% reduction compared to 2001. Stockton again saw an increase in population, as did Darlington whilst the other three authorities witnessed further population decline.
- 7 Using current Tees Valley Joint Strategy Unit (TVJSU)/Office of National Statistics (ONS) projections, the population of the Tees Valley is forecast to fall to 636,200 by 2021. This represents a 2.3% reduction over the period from 2005. The population figures for Stockton

and Darlington are likely to remain static up to 2021, whilst Hartlepool, Middlesbrough and Redcar & Cleveland are forecast to witness reductions in the range 3% to 5%.

- 8 However at the same time the number of Households in the Tees Valley will increase from 276,100 in 2005 to 306,000 in 2021. Possible reasons for this include an increasing proportion of younger people setting up home, changes in the fabric of society leading to more single occupancy and an ageing population profile coupled with improved mortality rates.
- 9 **Figure 1.1** shows the forecast trends in population and household numbers in the Tees Valley over the next 15 years.

Figure 1.1: Population and Household trends in the Tees Valley 2005 to 2021



Gross Domestic Product

10 GDP per capita in the Tees Valley is only 85% of the national average (and there was a £29.3 billion gap in GDP between the South and North of England in 2002).

11 UK economic growth will continue to accentuate the GDP and employment growth gap between the best and worst performing regions in the country.

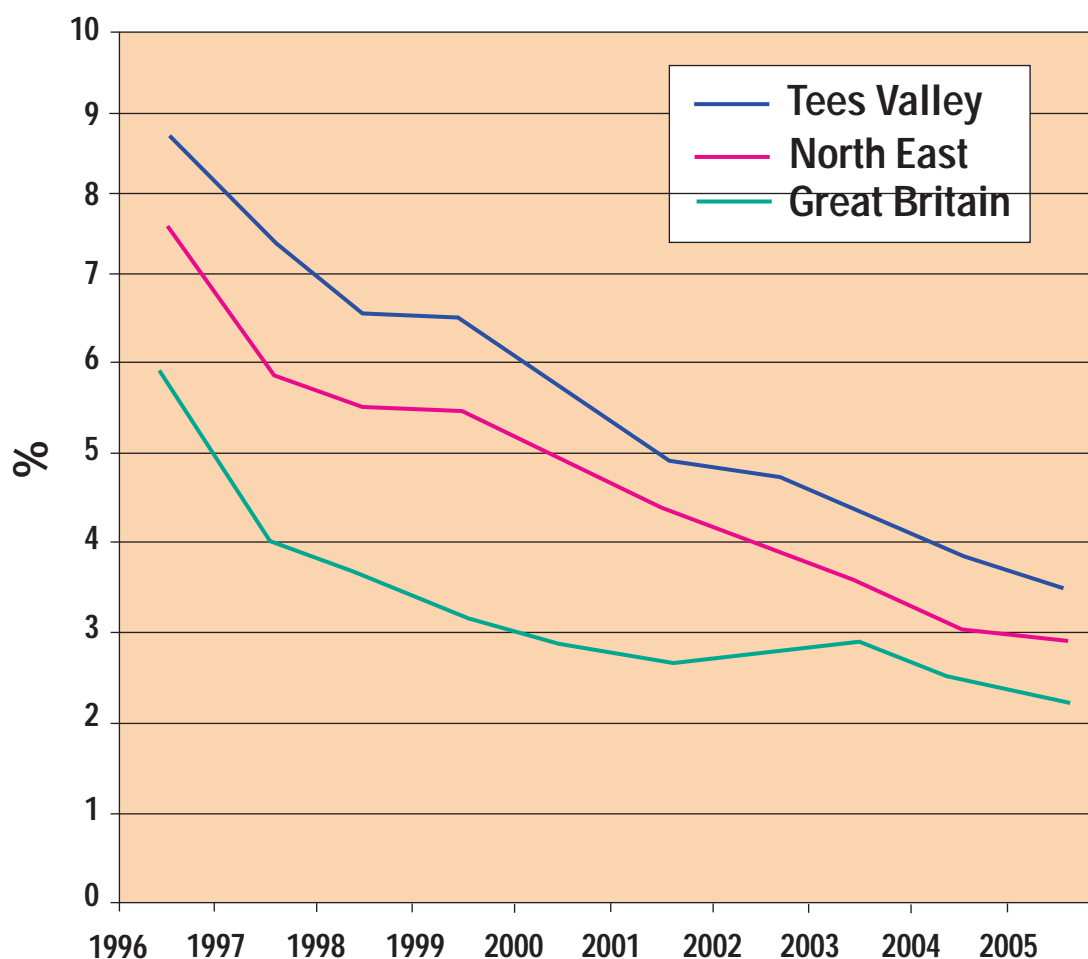
Employment

12 Unemployment in the Tees Valley is 50% higher than the

national average. According to the most recent national Annual Population Survey figures, the employment rate (the proportion of resident population in employment) is 70.2%, compared to the national average of 74.4%. Although the overall unemployment rate for the sub-region has been on a steady downwards trend over the past decade, it is still 3.4%, relative to 2.9% across the North East of England and 2.3% nationally.

13 **Figure 1.2** shows recent trends in unemployment and compares the Tees Valley with the rest of the North East and with the national picture.

Figure 1.2: Trends in Unemployment 1996 to 2005



- 14 There also pockets of very high deprivation across the sub-region, with some of the highest ward-level unemployment rates within the Tees Valley including Stockton Town Centre (9.2%), Brambles Farm and North Ormesby, Middlesbrough (9.1%), Stranton, Hartlepool (8.2%), Grangetown, Redcar & Cleveland (7.9%) and Darlington Central (7.6%). Source: ONS/TVJSU, October 2005.
- 15 Without intervention, it is predicted that there will be a 0.2% per annum decline in employment, with total employment falling in all five of the Tees Valley Authorities by some 15,000. This figure was calculated by consultant, Experian, during the recent Tees Valley Metro-Phase 1 Study.
- 16 The number of people employed in 'hi-tech' industries is half the national average. The proportion of the workforce engaged in 'hi-tech' industries is forecast to decline by 2.1% over the next 10 years.
- 17 Historically, the Tees Valley, in particular its urban core, has been reliant on heavy manufacturing and engineering for a large proportion of its employment opportunities, economic wealth and prosperity. Chemicals, steel and shipbuilding are three of the key industries that contributed most, and helped give rise to a very dispersed pattern of development across the sub-region. There is no

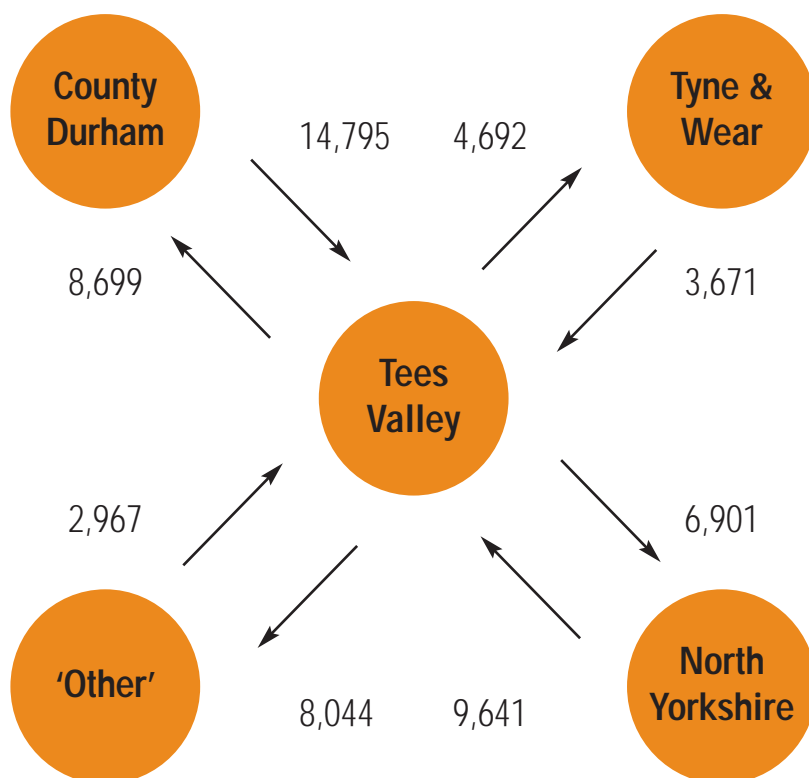
one dominant centre of commercial activity, as would be the case for a single large city of similar population. As a result the urban part of the Tees Valley is more polycentric in nature, supplemented also by numerous Rural Service Centres.

- 18 In terms of jobs provided, the heavy industries have declined massively since their heyday and this has necessitated the provision of alternative means of employment to bridge the gap. Given the specialist and site-specific nature of the industries described, many of the new opportunities have been provided in different locations, either within or closer to the present day centres of commercial activity and some distance away from the historic centres of employment. Regeneration of older industrial sites will seek to re-use previously developed land.

Travel to Work Patterns

- 19 Analysis of Census data has shown that across the Tees Valley as a whole, the daily inflow of trips between 1991 and 2001 increased by 27% from 24,550 to 31,074, and daily trip outflow increased by 46% from 19,390 to 28,336 broken down as illustrated in **Figure 1.3**:

Figure 1.3 Travel to work patterns



20 These figures show that there has been a large increase in 'external' daily work travel patterns to and, in particular from, the Tees Valley. These are trips to the Tees Valley from other non-Tees Valley areas or conversely trips from the Tees Valley to non-Tees Valley areas, likely to be a result of people being more willing/able to travel greater distances to access employment opportunities. The Tees Valley continues to offer employment opportunities to a growing number of people who live outside the Tees Valley administrative area. Increasingly, more Tees Valley residents are now travelling daily to take up jobs in other parts of the North East, North Yorkshire and also noticeably other areas such as West Yorkshire. These patterns have been clearly identified in recent high profile research into commuting in the North East by the North East Regional Information Partnership (NERIP).



21 **Table 1.2** shows the total numbers of travel to work trips made within the Tees Valley, as derived from the 2001 Census. The total number of travel to work trips made was 260,560. The table shows a high level of intra-Borough trip making, and a low level of inter-Borough trip making, which reflects the historical development of the local industry.

Table 1.2: Travel to Work Census Data - Total Trips

| | Darlington | Hartlepool | Middlesbrough | Redcar & Cleveland | Stockton-on-Tees |
|--------------------|------------|------------|---------------|--------------------|------------------|
| Darlington | 29,963 | 293 | 1,161 | 431 | 2,513 |
| Hartlepool | 346 | 24,170 | 1,316 | 528 | 3,107 |
| Middlesbrough | 801 | 808 | 29,115 | 5,615 | 8,514 |
| Redcar & Cleveland | 553 | 528 | 10,527 | 32,550 | 5,091 |
| Stockton-on-Tees | 2,482 | 2,777 | 2,861 | 3,504 | 49,342 |

22 The following trends are also clear from Table 1.2:

- Having the highest population, Stockton clearly attracts and generates significantly more work trips than any of the other Tees Valley Authorities. Whilst 72% of work trips to Stockton are made by Stockton residents, there are significant inflows from Middlesbrough and Redcar & Cleveland and to a lesser extent from Hartlepool and Darlington. The pattern of work trips from Stockton is similar with the majority retained within the borough but with a relatively large figure to Middlesbrough.
- Middlesbrough has the lowest percentage of self-contained Tees Valley trips and is clearly the most significant net 'importer'. There are very strong links with Stockton in both directions and with Redcar & Cleveland, particularly into Middlesbrough. Flows between Middlesbrough and North Yorkshire are greater than between Middlesbrough and Hartlepool or Darlington.
- Over three-quarters of Tees Valley work trips in Redcar & Cleveland are self-contained but the borough is highest net 'exporter'. There are very strong two-way links with Middlesbrough (particularly outbound) and Stockton, but a fairly low level of movements to/from Hartlepool and Darlington.
- Darlington has the highest proportion of self-contained Tees Valley trips. There are relatively strong links to Stockton, but daily links to County Durham particularly and also North Yorkshire are of more significance for Darlington than links to any of the Tees Valley Authorities.

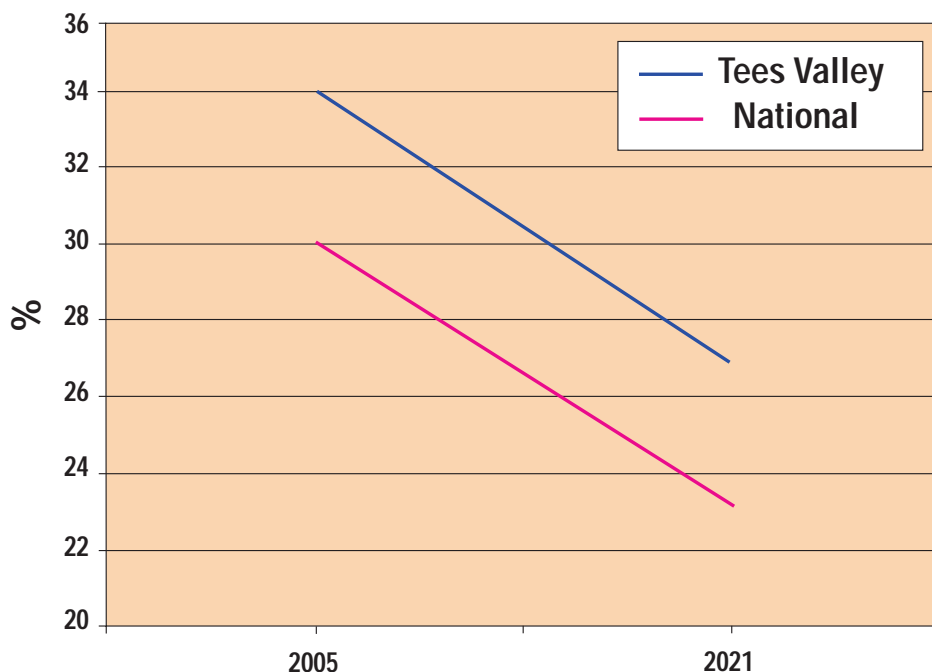
There are reasonable flows to and from Middlesbrough but very low flows to or from Hartlepool and Redcar & Cleveland.

- Hartlepool has a very high percentage of self-contained Tees Valley trips. There are strong links to Stockton, with County Durham next in terms of significance. There are also reasonable flows to and from Middlesbrough but relatively low flows to or from Darlington and Redcar & Cleveland.
- 23 Overall, there is a strong east – west axis of movement, principally between Stockton, Middlesbrough and Redcar & Cleveland. Darlington and Hartlepool have some links to Stockton, but more pronounced links to the neighbouring authorities of North Yorkshire and County Durham than to other Tees Valley Authorities.

Car Ownership

24 Car ownership in the Tees Valley is significantly lower than the national average at the present time. For example the DfT's TEMPRO database indicates that in 2005, 34% of households had no access to a car compared to 28% nationally. This gap is forecast to close significantly by 2021 when only 27% of Tees Valley households are likely to have no access to a car. This compares to a figure of 23 % nationally. **Figure 1.4** provides a graphical representation of these trends. During this time, growth in the number of 2 and 3 car households in particular in the Tees Valley will be significantly higher than the national average as the sub-region recovers from a low base.

Figure 1.4: Households Without Access to a Car



Policy Influences

Transport White Paper

25 The Transport White Paper '**The Future of Transport – A Network for 2030**', was published in July 2004. The White Paper identifies the fact that good transport is essential for a successful economy and society because it allows access to jobs, services and schools and allows people to make the most of their free time. The links to wider objectives have become more recognised at a local, regional and national level, and there is encouragement for transport decisions to be made alongside those for housing and economic growth. This approach has been adopted by the Tees Valley Authorities in preparing their LTPs, where the key aim is to use transport to support overall regeneration initiatives and hence improve the Quality of Life within the sub-region.

26 The White Paper contains a number of key government commitments and recommendations:

- **Sustained investment** – an increase in transport spending from £10.4 billion in 2004/05 to £12.8 billion by 2007/08.
- **The need to improve transport management** –
 - a reorganisation of the rail industry to improve performance and reduce costs;
 - improved traffic management on the road network, with new capacity, tolling and High Occupancy Vehicle lanes where possible; and
 - encouragement to procure bus services through Quality Contracts.
- **Planning ahead** – it is unfeasible to simply build our way out of transport problems.

27 Future transport investment in the Tees Valley will need to reflect these key commitments and recommendations, although the latter is probably the most important given the regeneration aspirations of the sub-region.

28 The Transport White Paper itself is supported by a series of documents that include more detail on what national policies mean for the Tees Valley. Key documents include the **Rail White Paper**, the **Aviation White Paper** and the **National Ports Strategy**, due for publication in 2006.

Local Government Shared Priorities

29 In July 2002, the Government and Local Government Association agreed a set of seven **Shared Priorities** for the delivery of **Public Services**.

30 These priorities are:

- Raising standards across schools;
- Improving the quality of life of older people and of

children, young people and families at risk;

- Promoting healthier communities and narrowing health inequalities;
- Creating safer and stronger communities;
- Transforming the local environment;
- Promoting the economic vitality of localities; and
- **Meeting local transport needs more effectively.**

31 As well as being a Shared Priority itself, transport will also play an important role in delivering the other Shared Priorities. Under the Transport Shared Priority, five elements have been agreed that are central to the development of our future transport strategy:

- delivering accessibility;
- tackling congestion;
- safer roads;
- better air quality; and
- other 'quality of life' issues.

32 Given the importance placed on these Shared Priorities by the Government, the future transport strategy for the Tees Valley has been framed around these to show how transport will help to deliver regeneration through the Shared Priorities.

Northern Way Growth Strategy

33 The Office of the Deputy Prime Minister published '**The Northern Way**' Growth Strategy in September 2004 as part of the wider Sustainable Communities initiative first set out in the Sustainable Communities Plan.

34 The strategy aims to transform under-performing city economies, boost connectivity and transport links, lever significant business growth and investment, create new jobs and skills for thousands of people and improve economic inclusion and housing for deprived communities. The drive for regeneration of the Tees Valley is fully supported by The Northern Way. The Tees Valley has been highlighted as one of eight 'City Regions' - areas that are considered to be driving economic growth in the North. The strategy is based upon concentrating growth within these city regions and a delivery plan has been developed for each area.

35 More specifically, the document makes reference to the need to improve internal connectivity within the Tees Valley City Region, to provide high quality public transport links to the national transport network and to provide good accessibility to all new employment sites. All three are key objectives for the long-term transport strategy for the Tees Valley.

36 Specific aims that future transport improvements across the Tees Valley will need to address are:

- improve access to the north's sea ports (principally Teesport);
- improve surface access to key northern airports (in particular Durham Tees Valley);
- create premier transit systems in each city region (in the first instance by stemming the decline in bus use, and then supporting wider regeneration with a sub-regional transit system);
- create stronger links between regions (notably the neighbouring Tyne and Wear and Leeds City Regions); and
- create truly sustainable communities.

37 The first three of the above list are probably the most influential for forward transport planning at the sub-regional level, as they require cross-boundary working both within and outside the Tees Valley.

38 To this end, the Tees Valley Authorities are now involved in key partnerships to help ensure that these key strategic objectives can be delivered. For example, in its City Region Development programme the Tees Valley has made a strong case, on both economic and environmental grounds, for improvements in rail access to Teesport and the scheme has now gained priority status within the Northern Way programme. Work is on-going to identify a funding source for this key scheme, potentially utilising the Government's emerging Transport Innovation Fund. In order to tackle the surface access issues, the Durham Tees Valley Air Transport Forum is now investigating ways of delivering challenging modal split targets associated with the expansion of the Airport over the next few years. All five authorities and the TVJSU are partners in the Forum along with other key stakeholders such as the main public transport operators.

39 Finally the authorities are developing a major scheme bid that will deliver widespread improvements in the provision of bus services across the Tees Valley. These improvements were identified in the Tees Valley Bus Network Review and, if delivered as a coherent package, will help to reverse the continuing decline in patronage, as well as improving access to opportunities for those without a car. This is particularly true in the core urban areas. This bid is programmed for submission in the summer of 2006, shortly after completion of the full LTP2 document. The longer-term element of the new premier integrated transit system for the Tees Valley is a Metro style system operating on the local rail network. Over the past 15 months, the Tees Valley Authorities have worked in close partnership with Tees Valley Regeneration on the development of this preferred option to ensure maximum

integration with the revised bus network. The Metro system will provide improved connectivity between the main centres of the Tees Valley and many of the key development sites to again provide non-car accessibility benefits for a large proportion of the population. Further details on all these issues are provided below.

40 The fourth strategic aim requires more regional and/or national interventions, but will still be influential in the forward planning process across the sub-region. It is also consistent with the key connectivity objective in the Regional Spatial Strategy, discussed further below.

41 The fifth drives the need to provide an appropriate range of facilities within each area of the sub-region, supported by a transport network that provides good access without discriminating by social characteristics or mode. This will be taken forward by each of the Tees Valley Authorities on a local area basis.

Regional Funding Allocation / Regional Transport Board

42 During 2005 the Government announced an indicative **Regional Funding Allocation** of £457 million to be spent on transport schemes in the North East over the next 10 years. The figure, which commences at £42m in 2006 and rises to £49m in 2016, covers highway schemes that are not included in the Highways Agency's national programme and LTP major schemes, in excess of £5m. It does not include any allowance for rail expenditure as, at the time of LTP2 submission, this budget had yet to be finalised by the DfT.

43 In an attempt to devolve responsibility and give it more of a say in how this Allocation is invested, the Government invited the North East region to advise as to how best this should be spent. This advice was expected to be in the form of a detailed set of evaluated priorities. Government Office North East lead the process, which had a tight timescale of about 5 months, in order to provide the necessary advice to central Government by the end of January 2006.

44 GONE appointed consultants to devise an evaluation framework to assess and prioritise transport schemes across the region, against an agreed set of regional policy objectives. A steering group made up of senior officials from representative bodies across the region oversaw the consultant study and also helped to inform the interim **Regional Transport Board**. This Board, facilitated by GONE and again made up of representative members from both the public and private sectors across the region, was the body that ultimately made the recommendations to Government. The output from the evaluation framework was one important tool in helping the Board come to a final decision.

45 During the consultant study, all regional stakeholders, including the TVJSU and the Tees Valley Authorities, were given the opportunity to submit detail of any scheme they wished to be evaluated in the prioritisation framework. Schemes ranged from those that were ready for construction to those that still required further detailed analysis.

46 By mid January 2006 the Regional Transport Board published its recommendations. Three schemes in the Tees Valley were included in the approved list of short-term deliverables, which totalled £400m. These were:

- Darlington Eastern Transport Corridor (£12m);
- North Middlesbrough Accessibility Improvements (£16m); and
- Tees Valley Bus Network (£33m)

47 Other potential schemes in the Tees Valley that may still be funded from the balance of the Regional Funding Allocation in the longer term include the East Billingham Relief Road and the A66 Darlington Gateway improvements. Other schemes across the region scored very well in terms of delivering regional policy objectives but due to the amount of funding required were not considered as part of the final Regional Funding Allocation process. One such example was the Tees Valley Metro scheme, which will need to be funded by alternative mechanisms.

48 Having delivered its objective of making recommendations on regional transport priorities by January 2006 it is uncertain whether the interim Regional Transport Board will continue in its current guise.

Regional Spatial Strategy

49 '**View: Shaping the North East**', the Consultation Draft of the **Regional Spatial Strategy** (RSS) for the North East, was published by the North East Assembly in November 2004. Following a 6-week consultation period responses were considered and appropriate changes made to the document before a Submission Draft was submitted to the Secretary of State in July 2005. This will be considered at an Examination in Public (EIP) in March 2006. Following this there are likely to be modifications based on the recommendations of the EIP Panel, followed by further consultation. According to current timetables, a final adopted RSS is expected by June 2007.

50 The Submission Draft RSS document takes full account of The Northern Way and sets out to assist in its delivery. It is a long-term strategy for the spatial development of the region and identifies the priorities for transport investment in the North East. The RSS incorporates the **Regional Transport Strategy** (RTS) to ensure the integration of land use and transport planning.

51 The RSS sets out **four main themes**, under which the locational strategy is developed, each of which has some more detailed objectives that future transport improvements will need to focus on:

- delivering **economic** prosperity and growth;
- creating **sustainable communities**;
- conserving, enhancing and capitalising on the region's natural and built **environment**, heritage and culture; and
- improving **connectivity** within and beyond the region.

52 At a strategic level, the RSS specifically mentions the potential of Teesport and Durham Tees Valley Airport as key economic drivers and along with the development of a sub-regional public transport system, recognises these as key regional priorities. This is entirely consistent with the Northern Way and as discussed above, the local authorities are now taking steps to help deliver these objectives in line with key RSS policies, in particular: RSS Policy 49 – International Gateways, RSS Policy 51 – Regional Public Transport Provision, RSS Policy 55 – Accessibility within City Regions and RSS Policy 57 – Sustainable Freight Distribution.

53 The final connectivity objective also follows up some of the key issues that need to be addressed as outlined in the Northern Way. This clearly highlights the fact that future transport investment has a vital role to play in delivering all of the above objectives in some way.

54 As such, the Tees Valley is embracing these themes as the cornerstone of its future transport strategy to deliver the anticipated regeneration, and the relationship between the Tees Valley and the RSS in terms of connectivity is shown in **Figure 1.5**.

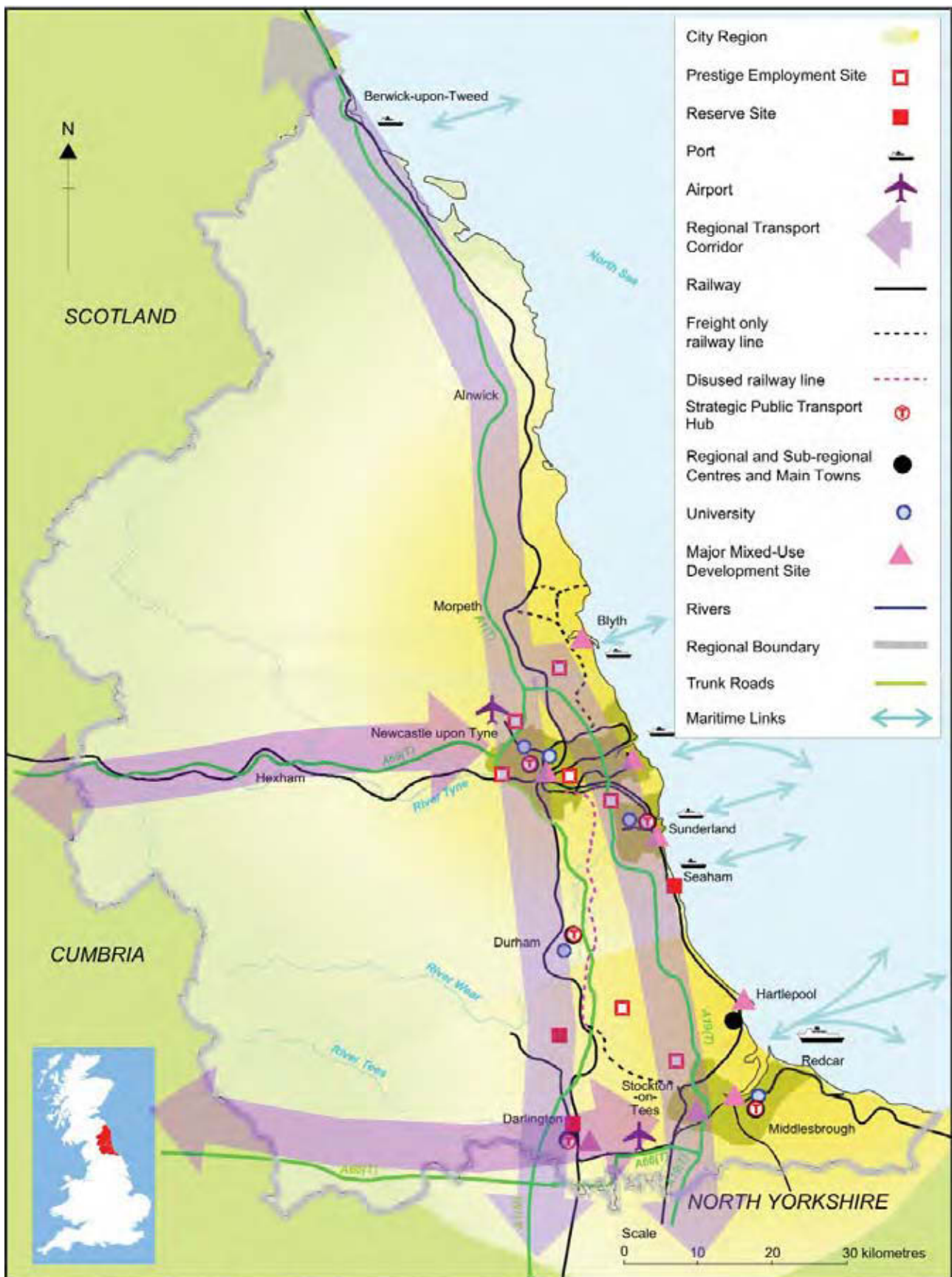
55 The RSS identifies four multi-modal corridors within the North East where future transport and major land-use investment should be focused:

- North south corridor of the A1/East Coast Main Line;
- East west corridor of A66/Tees Valley rail links;
- North south corridor of the A19/Durham Coast Line; and
- East west corridor of the A69/Tyne Valley Line.

56 The first three in the above list affect the Tees Valley directly and provide the main connections both within the sub-region and to the neighbouring areas. These connections will need to be strengthened in support of long term planning to increase the sub-region's competitiveness.

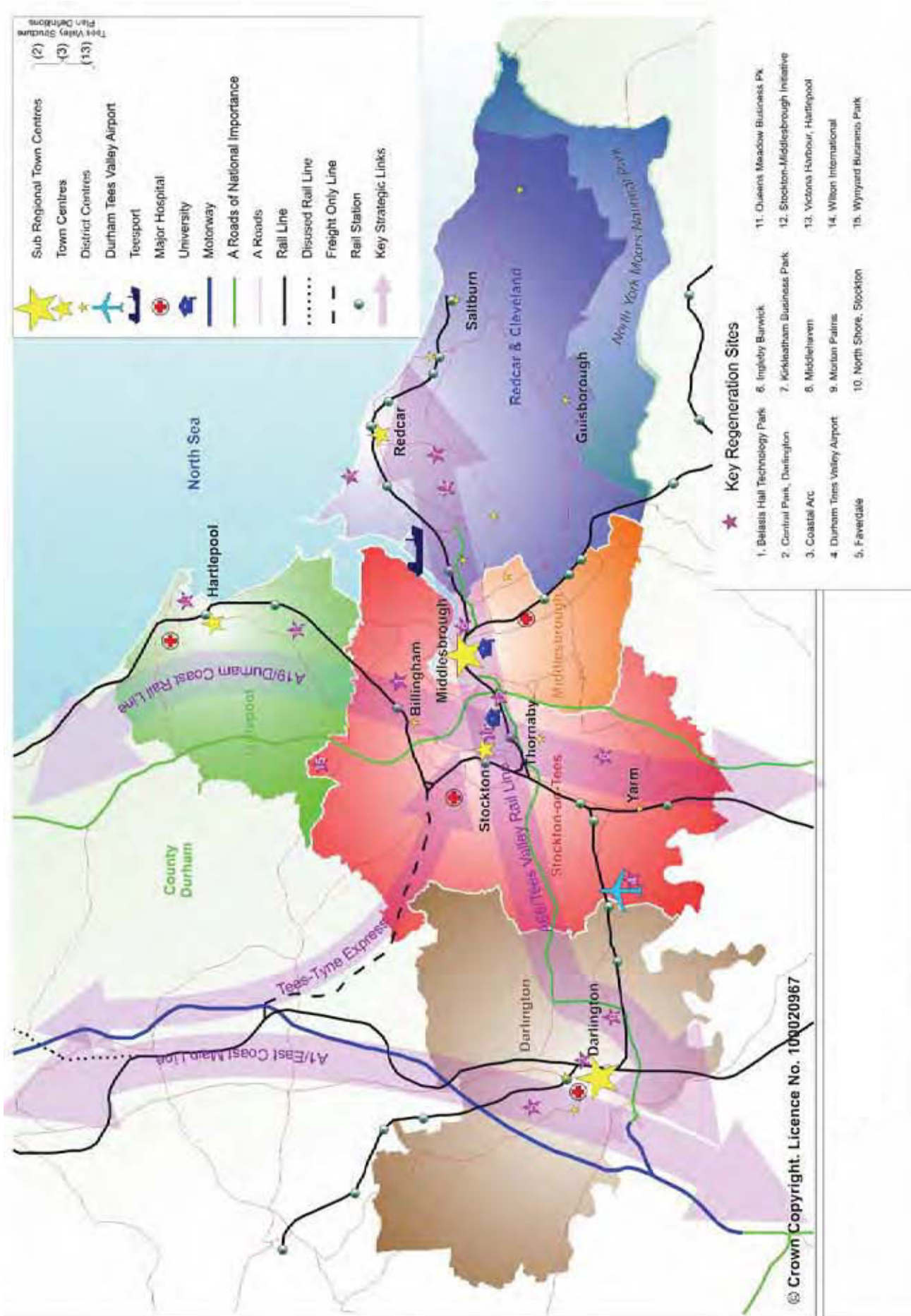
57 On behalf of the Tees Valley authorities, the TVJSU is currently part funding a study led by the North East Assembly to provide a better understanding of connectivity

Figure 1.5: Regional Context



Based upon the Ordnance Survey map.

Figure 1.6 Sub-Regional Context



requirements between the Tees Valley and Tyne & Wear City Regions. The main focus is on public transport linkages and key to this is a detailed assessment of both existing and likely future demands, as well as the assessment of evidence derived from other similar City Region pairs. The study will recommend appropriate public transport solutions that will support both the economic vitality and accessibility requirements of both city regions, in line with RSS policies and timescales. In particular it directly addresses RSS Policy 50 – Regional Transport Corridors and RSS Policy 51 – Regional Public Transport Provision. Final recommendations from the study are expected around the same time as the submission of the full second LTPs. The Tees Valley Authorities will then endeavour to work closely with the NEA and other regional partners to ensure the delivery of appropriate solutions that meet the necessary policy and value for money criteria.

- 58 On the land-use side, the Tees Valley Authorities are making extensive efforts to ensure that key investment is concentrated in these corridors and close to existing transport hubs. Good examples of sustainable development locations currently being taken forward across the Tees Valley, that are fully consistent with RSS Policy 50 – Regional Transport Corridors, include:
- **Central Park** in Darlington – A1/ECML corridor and A66/Tees Valley rail corridor. Close to Darlington Station and Darlington Town Centre;
 - **Victoria Harbour** in Hartlepool – A19/Durham Coast rail corridor. Close to Hartlepool Station and Hartlepool Town Centre;
 - **Middlehaven** in Middlesbrough - A66/Tees Valley rail corridor and A19/Durham Coast rail corridor. Close to Middlesbrough Station and Middlesbrough Town Centre;
 - **North Shore** in Stockton - A66/Tees Valley rail corridor and A19/Durham Coast rail corridor. Close to Thornaby Station (key rail hub for Stockton) and Stockton Town Centre;
 - The Middlehaven and North Shore developments will be followed by the **Stockton-Middlesbrough Initiative**, which will transform the existing brownfield gap in the heart of the Tees Valley and its transport network. The initiative is being developed jointly by the two authorities;
 - **South Tees Regeneration Area** in Redcar & Cleveland - A66/Tees Valley rail corridor. Supporting development of and access to Teesport;
- 59 The rationale behind the role and location of many of these sites along with their transport impacts are picked up in following sections.

Tees Valley Vision

- 60 The **Tees Valley Vision** is the sub-regional development strategy, which aims to transform the Tees Valley economy by 2020. It has been in place since late 2001 and essentially consists of three key elements:
- creating sustainable jobs;
 - creating attractive places; and
 - creating confident communities.
- 61 The Tees Valley Vision, which will reverse historic trends, was developed and adopted by the Tees Valley Partnership. The Partnership comprises influential organisations from the public, private and voluntary sectors across the sub-region.
- 62 As a direct result of the formulation of the Vision, existing centres of economic activity are now being revitalised and ambitious plans to develop additional high quality investment sites across the Tees Valley are being taken forward. These major new development proposals, which are being actively driven forward by the Tees Valley Partnership, are at various stages of advancement but will all help deliver the key aims of the Tees Valley Vision.
- 63 The Tees Valley City Region Development Programme, produced in summer 2005, neatly summarises this as a coherent package and sets out a clear way forward for the sub-region. This Programme is now the delivery mechanism for the Tees Valley Vision and is the means by which we will aim to deliver The Northern Way and the RSS.

Growth Influences

- 64 The existing sub-regional characteristics show the poor economic and social performance of the Tees Valley in recent years, and the drop in population that accompanied it. However, there has been a relative stabilisation in population over recent years as small scale regeneration has taken place, focused on local sites within each Borough. This has led to a continuation in the relatively high level of intra-Borough trip making that has existed for a number of years and was evidenced above. Over the next 15 years population figures are forecast to follow the long-term downward trend.
- 65 Precisely because the Tees Valley has been failing for so long in respect of the socio-economic indicators described previously, it is recognised at all levels that there is a need for a strong and lasting intervention to achieve the key objective for the area of regeneration. Regeneration of the Tees Valley is needed in order to improve the quality of life of our residents, employees and visitors, and this regeneration needs to be accompanied by improved access to the range of services that a sub-region on an economic growth cycle requires.

66 However, the delivery of regeneration within the area will involve much wider spatial planning issues than simply transport, and regeneration is a fundamental part of the wider corporate policies across the sub-region.

67 Fifteen of the key sites that have emerged in line with Tees Valley Vision objectives are shown in **Figure 1.6**. As the diagram indicates, the vast majority of existing and new opportunities lie on or very close to key transport hubs and corridors as defined by RSS. As already discussed the locations of many of these sites have been carefully selected to optimise economic potential but their detailed development should also seek to minimise transport impact - this is an important trend that must continue through the local planning process. There are a small number of exceptions to this that will be highlighted in the more detailed accessibility analysis below. Whilst being regeneration led, it is widely recognised that transport has a key role to play in the delivery of the Vision.

68 An indication of the likely impact on trip making that will result from the delivery of the Tees Valley Vision is illustrated in **Figure 1.7** overleaf for some of the key sites. The achievement of the Vision will lead to an increase in trip making over that experienced at present. These are the most significant of the development opportunities within the Tees Valley and are also likely to have an impact outside the immediate sub-region. The challenge for the Tees Valley Authorities will be to ensure that a

greater proportion of these extra trips are made by modes other than the private car to ensure a shift in mode share away from the private car over time.

69 The inevitable dispersion of these sites across the sub-region, and the mix of land uses envisaged mean that future transport investment should be focused around supporting access to and from these sites for residents of, workers in, and visitors to, the Tees Valley. The provision of high quality access to each of these sites by the complete range of transport modes will be a fundamental requirement of the long-term transport strategies of all of the Tees Valley Authorities. Better accessibility needs to be delivered on a site specific basis, but with a view to minimising the impacts of regeneration on congestion, safety and the environment. The accessibility strategy that is developed in more detail later in the Plan provides further analysis of the implications and impact of travel demand to these sites.

Service Influences

Health

70 According to the ONS, health levels in the Tees Valley are below the national average. For example, using the latest data derived from the 2001 Census, 21.8% of people have a health problem compared to 18.2% nationally. For those of working age the corresponding figures are 17.3% in the Tees Valley compared to 13.6% nationally. This data is shown in **Figure 1.8**.

Figure 1.8: Headline Health Statistics

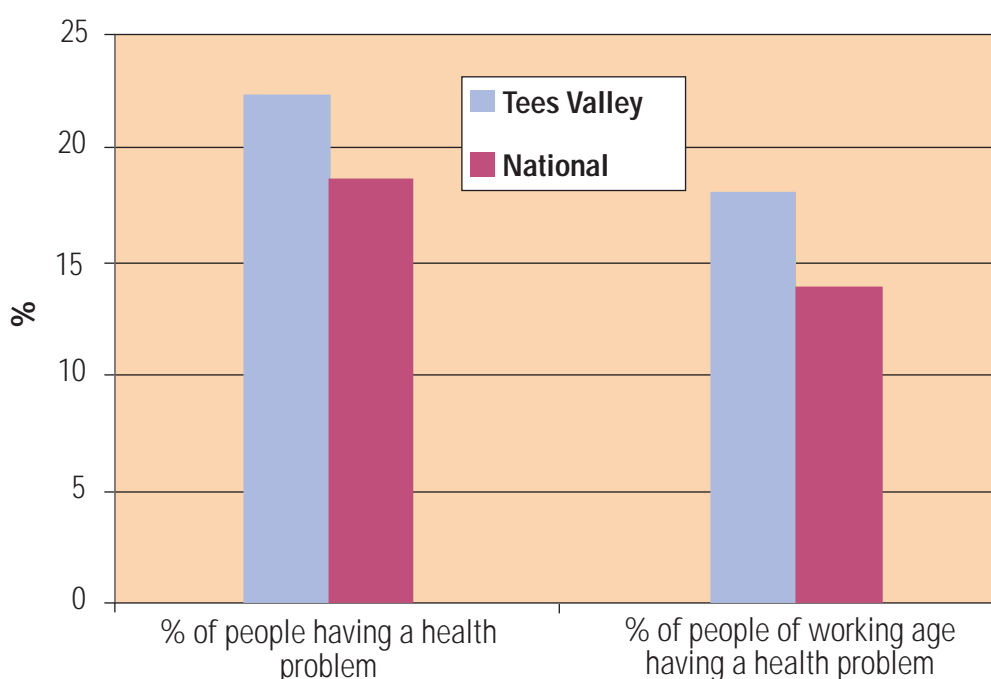
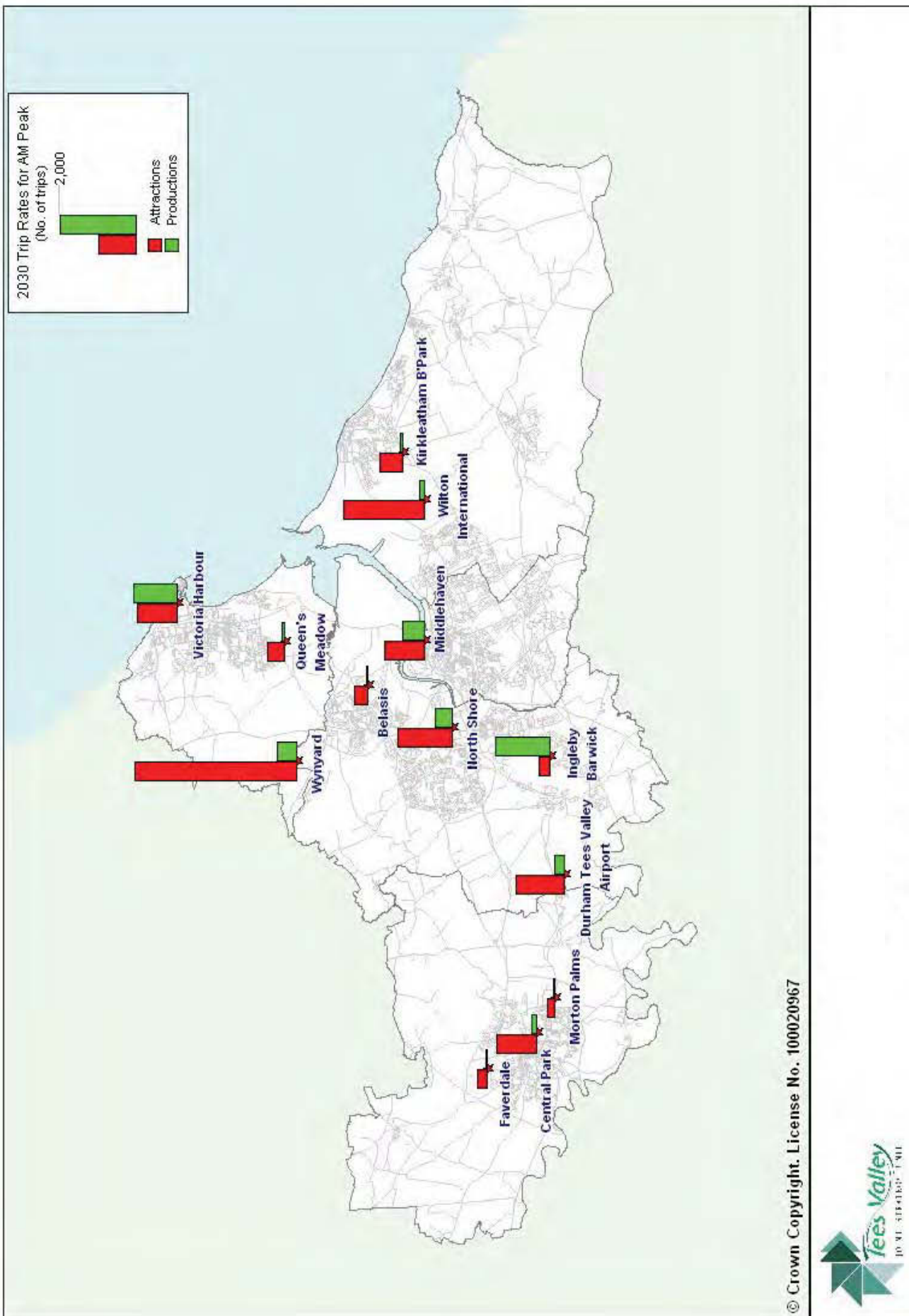


Figure 1.7: Forecast Trip Rates at Key Tees Valley Vision Sites



- 71 The latest ONS figures covering the period 1999 to 2003 also indicate that mortality rates in the Tees Valley are 12% above the national average. The main causes of death in the sub-region over this period were Circulatory Diseases (which accounted for 37.7%), Cancers (27.7%) and Respiratory Diseases (13%). The Cancer figure is higher than the national average in the Tees Valley but the figures for the other two main causes of death are very similar.
- 72 In an attempt to ensure that the sub-region benefits from best possible healthcare facilities, and therefore to help close the gaps described, two major reviews have taken place in recent years into the provision of acute health service across the Tees Valley. The first of these took place in 2001 and covered the County Durham and Darlington Acute Hospitals NHS Trust area. This was followed in 2003 and 2004 by a similar two-stage review of Acute Services in Hartlepool and Teesside, covering the North Tees and Hartlepool NHS Trust and the South Tees Acute Hospitals NHS Trust areas. In essence both reviews have recommended a rationalisation in the delivery of these key services across the Tees Valley and as such access to them has been highlighted as a key issue within each review. This clearly impacts directly on all the five Tees Valley Authority areas and as a result all are now involved in Health and Transport partnerships that have been developed to tackle and develop solutions to any emerging transport/accessibility issues. They are discussed in more detail in later sections.

Education

- 73 Educational attainment is low in the Tees Valley compared to national averages. Again using 2001 Census data, sourced through the ONS, 34.7% of the working population has no qualification, compared with 29.1% nationally.
- 74 In order to address this and close the gap, improving the provision of learning and skills facilities is a core strand of the corporate strategies of each of the Tees Valley authorities. As a result, without exception, each strategy shows a commitment to investing in improved early years, primary and comprehensive education facilities as well as other training opportunities. Similarly, as outlined in the Tees Valley City Region Development Programme, the Learning and Skills Council Tees Valley has also set targets to improve educational attainment across the sub-region over the next few years. The LTPs will take account of any changing patterns of travel demand that result from this targeted investment.
- 75 The two main Universities in the Tees Valley also continue to grow and provide a wealth of opportunities in further education. The University of Teesside in central Middlesbrough now has 22,000 students and employs 1,800 staff whilst the University of Durham's Queen's Campus Stockton, based on Teesdale, has 1,800 students and over 400 staff. As such both generate very significant demands for travel from both within and outside the Tees Valley and form an important part of long-term transport planning for the authorities in the sub-region.

Aims and Objectives

- 76 The overview indicated the key aim of the Tees Valley Authorities as one of regeneration. We feel that this overall aim will be crucial to deliver the desired outcomes listed above, by making the Tees Valley an attractive location in which to work and live, and also to visit.
- 77 We also recognise that we need to place our overall aim in the context of the Government's Shared Priorities for Transport. These relationships have been developed and are presented below:

REGENERATION

to be delivered through enhancements in **ACCESSIBILITY** whilst offsetting the impacts of **CONGESTION** and not having an adverse impact on **ROAD SAFETY** or **AIR QUALITY** all leading to a better **QUALITY OF LIFE** for our residents, employees and visitors

- 78 At this strategic level, concentration will be placed on the first two core priorities of Accessibility and Congestion. It is felt that these priorities will be most affected by the significant and increasing levels of cross-boundary travel already described. As a result, the Tees Valley Authorities are working effectively on a number of joint initiatives to manage such implications. These are described in this Chapter while the rest of the LTP document then demonstrates how appropriate solutions are being developed at the local level along with measures being taken to provide improved road safety, better local air quality and a better overall quality of life for local residents.
- 79 The Tees Valley Authorities have also agreed a series of key Objectives for the Second LTP within the context of the Tees Valley imperative of regeneration. The first of our key objectives is:

Tees Valley Objective 1

To facilitate the delivery of the Tees Valley Vision within the framework of the Transport Shared Priorities.

- 80 The development of the remaining Objectives is discussed in relation to the two main Shared Priorities.

Accessibility: The Issues and Objectives

81 Enhanced quality of life is dependent upon access to employment, education, health care, shopping and leisure activities. The Social Exclusion Unit Report, **'Making the Connections: Final Report on Transport and Social Exclusion'**, published in February 2003, details a number of issues that need to be addressed in the Tees Valley. The report highlights the connection between social inclusion and accessibility and provides a base upon which local authorities can build, in order to:

- Provide effective access to markets and the competitiveness of North East businesses;
- Provide effective access to the North East for inbound tourism;
- Ensure access to employment, learning, health facilities and services for all sections of society; and
- Support the development of a dynamic labour market for North East businesses.

82 The changes anticipated within the Tees Valley will give rise to the following problems.

83 The additional pressures of increased choice in health and education facilities, coupled with the polycentric nature of the Tees Valley means that there will be a need to take account of a wider range, and greater level, of likely trip making.

84 The complex pattern of development that will result from the regeneration proposals also brings with it complex travel demands and makes it more difficult to provide a transport network that caters for all the existing and future demands.

85 Accessibility cannot be discriminatory – it has to be provided for all users in an equitable way. However, given the priorities afforded in recent times to the private car as a means of transport, there is a need within the short to medium term, to invest in more sustainable forms of transport in order to make the network as a whole more equitable.

86 It may also be necessary to target investment in specific areas of the Tees Valley, where deprivation and disadvantage is at its greatest, in order to deliver equality in accessibility to health, education, employment, housing and leisure opportunities.

87 Hence, our second key objective is as follows:

Tees Valley Objective 2

To maximise accessibility opportunities to the revitalising Tees Valley economy and associated services (health, education, leisure, etc) for all sections of society, particularly those without private transport.

88 The opportunities to achieve this objective will be varied according to need and location, and will be developed through the Tees Valley Authorities' Accessibility Strategies, as described later in this Plan.

89 The following sections include some further problems and opportunities related to accessibility on a modal basis.

90 The main **road** network in the Tees Valley is highlighted in **Figure 1.6**. The road network serving the Tees Valley is generally of high quality with three major trunk roads providing good links within and outside the sub-region. The A1(T) provides north - south links for the west of the Tees Valley, primarily Darlington, while the A19(T) performs a similar function for much of the rest of the sub-region. The A66(T) is the primary northern trans-Pennine road link that also runs through the heart of the Tees Valley from east to west.



91 These routes provide the main source of inter-region trip making, and were identified in the RSS as essential components of the required connectivity. The strategic function of these routes will need to be maintained and enhanced, working in partnership with the Highways Agency and their recently published Route Management Strategies. The Tees Valley Authorities have recently set up such a partnership for the sub-region to effectively plan for the future and is described in more detail below.

92 The **bus** network across the Tees Valley is not particularly well co-ordinated between the five Authorities, resulting from a history of piecemeal development over time. However, bus continues to be the dominant mode of public transport in the Tees Valley with more than 42 million passenger journeys undertaken on services provided by the two main operators in 2004/05, and it has a mode share that compares well with the national average.

93 Despite this, there has been a 3% year on year decline on average of bus passenger numbers over the First LTP period. The decline is likely to be occurring for a number of reasons including:

- Increasing car ownership/availability – particularly among the traditional public transport markets (under 21s/over 60s);
- Complex historic networks, not necessarily best serving the current market;
- Lack of understanding of the network by non/potential users, partly due to a lack of information/marketing;
- Complex ticketing/lack of integrated ticketing and widening gap between cost of motoring and cost of bus usage;
- Low perception of quality, particularly by non-users; and
- Lack of priority afforded to buses on the highway network and the consequent variable reliability.



94 This is not an exhaustive list but it does contain a raft of issues that are common to all the Tees Valley Authorities. The problem for the Tees Valley Authorities is one of stemming the existing decline in bus use whilst developing a network to better suit the changing travel patterns envisaged as a result of development proposals.

95 A number of initiatives are being developed by the Tees Valley Authorities to promote bus use, and these themes will be developed in subsequent chapters to reflect the varying emphases and priorities. However, a re-alignment and re-focusing of the bus network with the new travel patterns emerging from the sub-region's regeneration is necessary. This is particularly important when considering the more dispersed and longer distance trip making that is predicted.

96 This leads to the third key objective:

Tees Valley Objective 3

To address the decline in bus use and provide a stable and sustainable network that meets passenger demands.

97 Compared to bus, **rail** has a much smaller share of the passenger market in the Tees Valley with approximately 2.4m journeys a year commencing at Tees Valley stations. This is actually a 27% increase from a baseline figure in 1999/2000 and rail patronage has risen consistently year-on-year, but still represents relatively low use when compared to other parts of the country. Again there are potential reasons for this:

- increasing car ownership, as for bus;
- low quality of services and facilities;
- low frequencies of services on many lines;
- remote location of some stations, for historical reasons; and
- lack of integration with other modes.

98 As with bus, it is important that these issues are addressed if rail's market share is to grow significantly.

99 Due to its location on the East Coast Main Line, Darlington remains the dominant station in the Tees Valley in terms of passenger footfall (that is, the start or end of a rail journey) with a figure of 1.80 million in 2004/05. Middlesbrough is next at 1.12 million then Redcar Central (357,000), Thornaby (323,000) and Hartlepool (316,000).

100 However, better sub-regional and inter-regional accessibility will be required if the Tees Valley is to compete economically and close the productivity gaps already described. This emphasises the need set out in the RSS to provide better connectivity to the Tyne & Wear and Leeds City Regions, and also to other parts of the country, particularly London. Providing additional rail freight capacity is also a must to support the growth of the sub-regional economy and reduce the level of heavy goods vehicles on the road network.



- 101 The recently published **Regional Rail Strategy**, which informs the RSS, now sets the policy framework for rail in the North East, as summarised below:
- 102 “In future the North East will have high quality, integrated, safe and robust rail links both within and beyond the region that will support regeneration and economic growth. The rail network will provide access to jobs and facilities for all sections of society, and promote sustainable patterns of activity, development and movement. The development of rail will represent value for money for users, operators and the taxpayer.”
- 103 This gives rise to the fourth key objective:

Tees Valley Objective 4

To attract the necessary investment to deliver the required improvements in the local rail network the sub-region will look towards more innovative solutions. This applies equally to passenger services/facilities and improved freight capacity, which is of particular importance to Teesport and other local industry.

- 104 Durham Tees Valley Airport is another key economic driver for the sub-region with major plans in place to expand both passenger air services and wider employment opportunities at the site. Subject to a current planning application, a terminal extension will be built in the next two years as part of the continued expansion of passenger movements at the airport. Between 1996 and 2004, annual passenger numbers grew by 77% to reach nearly 800,000. As new operations continue to arise, the figure is predicted to top the 1 million mark in 2006 and is forecast to grow to at least 1.5 million by 2015. This will lead to a large increase in travel demand to the site from all five of the Tees Valley Authorities as well as from a wider area. Future opportunities will need to focus on an increasing use of sustainable modes to access the airport.
- 105 Investment in **walking** and **cycling** measures across the Tees Valley has been made throughout the First LTP period, and encouragement of these modes has much wider benefits in terms of health, education and safer communities. As regeneration takes place, and trips become longer and more dispersed, there may be a decline in journeys made on foot or by cycle as the dominant mode of travel. However, investment should be focused on measures encouraging the use of such modes for short journeys within local communities and as part of a multi-modal journey that does not necessarily involve the private car at any stage.
- 106 Key objectives for cycling over the next few years are: the completion of the National Cycle Network within the sub-region along with improvements of the links to it, from schools, town centres and residential areas;

continued improvements to cycle parking facilities; and an improvement in the level of information available to cyclists, including the development of an on-line journey planner.



- 107 Each of the Tees Valley Authorities will be pursuing individual quality walking networks as part of the Second LTP, recognising that walking as a mode of transport is suitable for short distance trips and can make a significant contribution to health initiatives.
- 108 In the case of both cycling and walking, there are clear links to improved health across the sub-region resulting from an increase in trips made, either in full or in part, using these modes.

Accessibility: The Forward Strategy

- 109 In a sub-regional sense, accessibility will play a much greater role in terms of supporting employment growth at the key sites and in the existing local centres. Therefore, the sub-regional accessibility work has concentrated in these areas as well as to strategic health facilities, with other issues, such as local health services, education facilities, retail and leisure services picked up at a more local level.
- 110 In order to better understand the issues around accessibility, the Tees Valley Authorities have made use of the Accession software supplied by the DfT. The TVJSU has developed the Tees Valley Accession Model which has been used by the local authorities to inform the setting of their local targets and indicators. In the light of the evidence provided by **Figures 1.6 and 1.7**, the Tees Valley Accessibility Group, comprising the five authorities and the TVJSU, agreed that a number of key locations in the Tees Valley were of sufficient importance, in terms of their trip generation potential, to warrant consideration at the sub-regional level. These sites were as follows:

- **Darlington – Town Centre** (to also include Central Park development site);
- **Hartlepool - Town Centre** (to also include Victoria Harbour development site);
- **Middlesbrough – Town Centre** (to also include Middlehaven development site);
- **Redcar and Guisborough Town Centres**, combined;
- **Stockton – Town Centre** (to also include Teesdale and North Shore development site);
- **James Cook University Hospital**, Middlesbrough;
- **University Hospital of North Tees**, Stockton;
- **Durham Tees Valley Airport**; and
- **Wynyard**, prestige employment site.

111 These are some of the key locations in the Tees Valley that do, or are likely to, generate trips from across all five of the Tees Valley authority areas and indeed beyond. As well as being key transport hubs, they contain many of the existing and future employment opportunities in the Tees Valley along with two of the main hospitals serving the sub-region. In addition to providing the obvious healthcare facilities, the major hospitals in the Tees Valley are also important employers in their own right. As a result good access to all these locations from across the Tees Valley is vital if the economy is to perform to its full potential and quality of life for all residents is to improve. This will clearly be an important consideration for the authorities in their individual local strategies. However it is recognised that these strategies will also give full consideration to other non-work related accessibility issues and there may well be differing local priorities as a result of local consultation.

112 The 5 plots for the key strategic centres in each borough, which include some of the key development sites, generally indicate accessibility patterns that would largely be expected. They use journey time by public transport as the key indicator, however areas shown in white have not had a public transport journey time calculated because there is neither a bus stop nor rail station within an acceptable minimum walking distance (set at 800m which is a standard distance used in accessibility analysis). It should also be noted that these plots indicate a best-case scenario in terms of optimum achievable journey time throughout the main part of the day. There will therefore be occasions both within and outside the 0800 to 1800 period when such journey times are unachievable. Plots of accessibility to Darlington town centre and Middlesbrough town centre are used as two examples in **Figures 1.8** and **1.9**. These can be used to identify issues associated with access to new

employment sites, in particular Central Park (Darlington) and Middlehaven (Middlesbrough) as well as existing employment sites.

113 All five of the key centres identified are, in general terms, fairly accessible to the local population within each individual borough. As a rule it would appear that a significant number of people are able to access their own local centres (eg Middlesbrough residents to Middlesbrough Centre) within a journey time of 30 minutes or less. At the very edge of local authority areas this figure can rise as high as 60 minutes but does not often exceed this. However there are pockets of poor accessibility within each area, often in rural or outlying areas, which each local strategy will need to take steps to address. **Figure 1.9** illustrates accessibility to Darlington town centre.

114 Accessibility from each borough to other centres (eg Hartlepool residents to Stockton Centre) is generally not as good with much longer journey times than to the equivalent local Centre. Located at the geographical heart of the Tees Valley, Middlesbrough and Stockton Centres are unsurprisingly more accessible to a greater number of non-residents than the other Centres, with a fair proportion of areas able to gain access to them within 60 minutes. However there are still outlying parts of neighbouring authorities for whom public transport journey times to the two centres can exceed 90 minutes. For the converse reasons of geography, the Centres of Darlington, Hartlepool and Redcar & Cleveland are not as accessible to the same numbers of people, with journey times generally in the range of 60 to 100 minutes from all but the closest parts of the neighbouring authority. **Figure 1.10** illustrates accessibility to Middlesbrough town centre.

115 Whilst not possibly surprising, given the likely pattern of development, without intervention this is going to become a key long-term issue because for many people new employment and other opportunities will increasingly arise in different boroughs to which they are resident. In order to gain a better understanding of these key issues the Tees Valley Authorities have recently set up a Partnership to look closely at Access and Transport to Employment, Training and Further Education in the sub-region. The first workshop to effectively initiate the process was held in early January 2006 and was attended by representatives from all 5 of the local authorities as well as from the employment, training and further education sectors. It is clear that there are strategic accessibility issues common to all these sectors and over the next year the Partnership will seek to develop appropriate solutions to these.

Figure 1.9: Accessibility to Darlington town centre

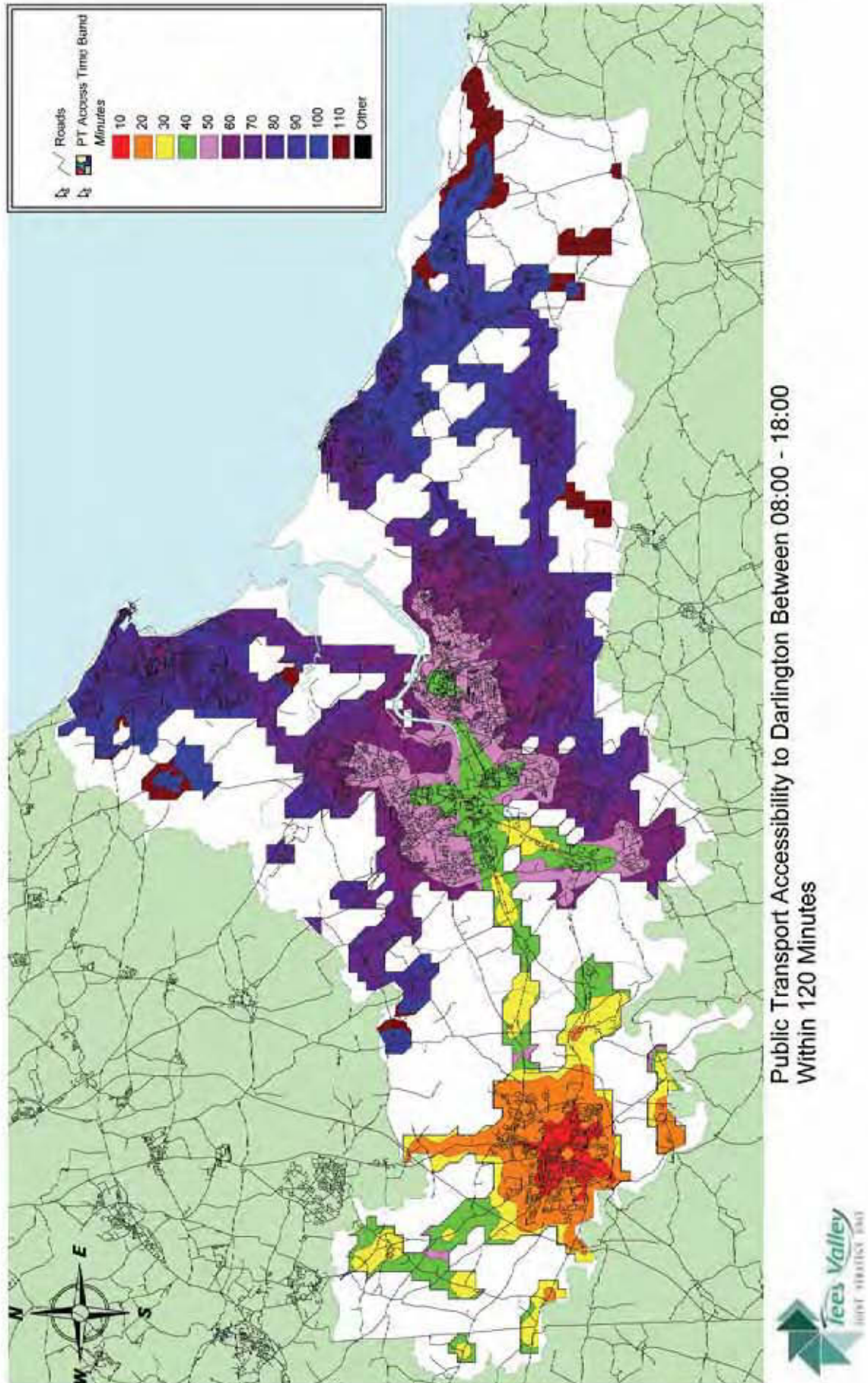
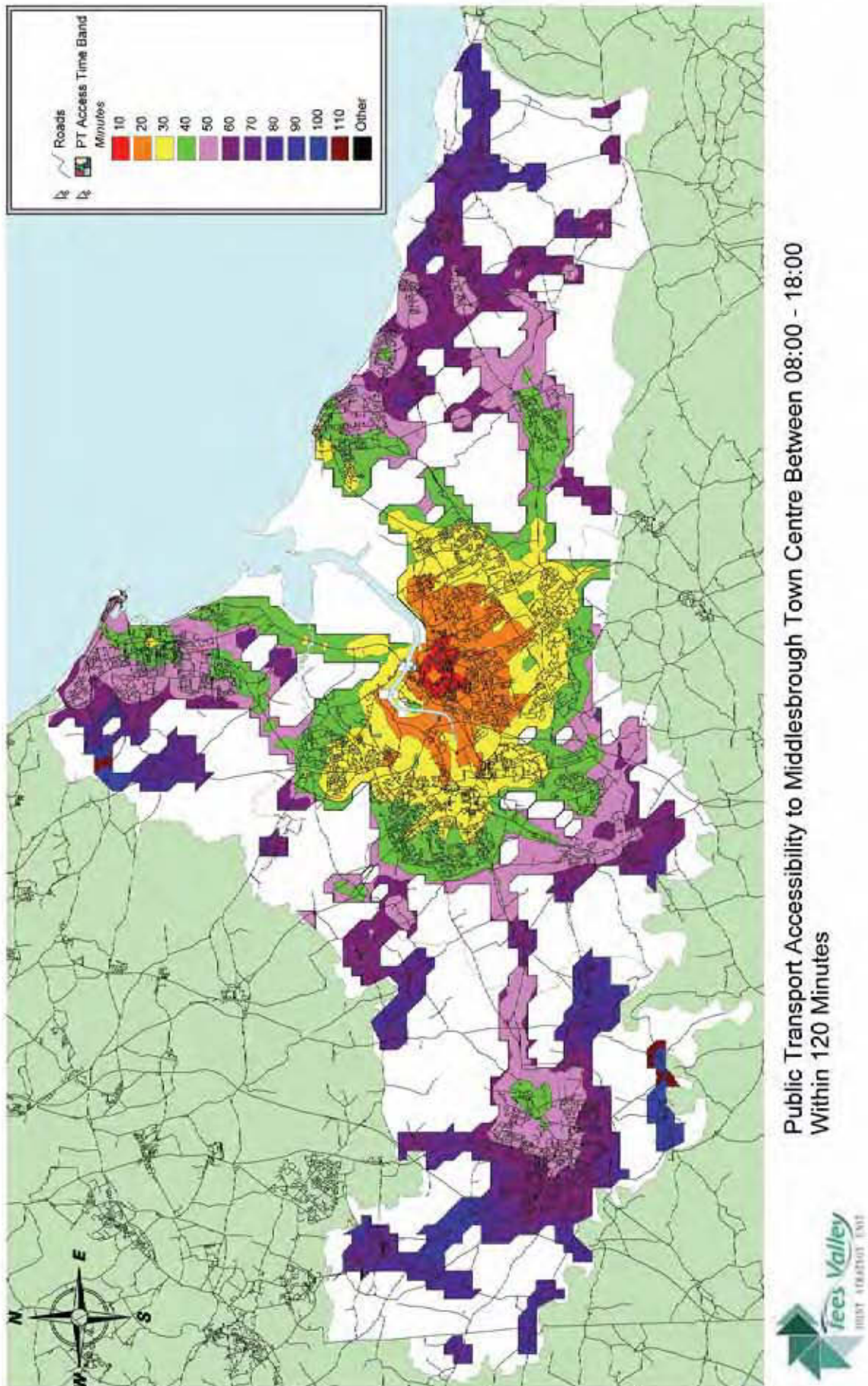
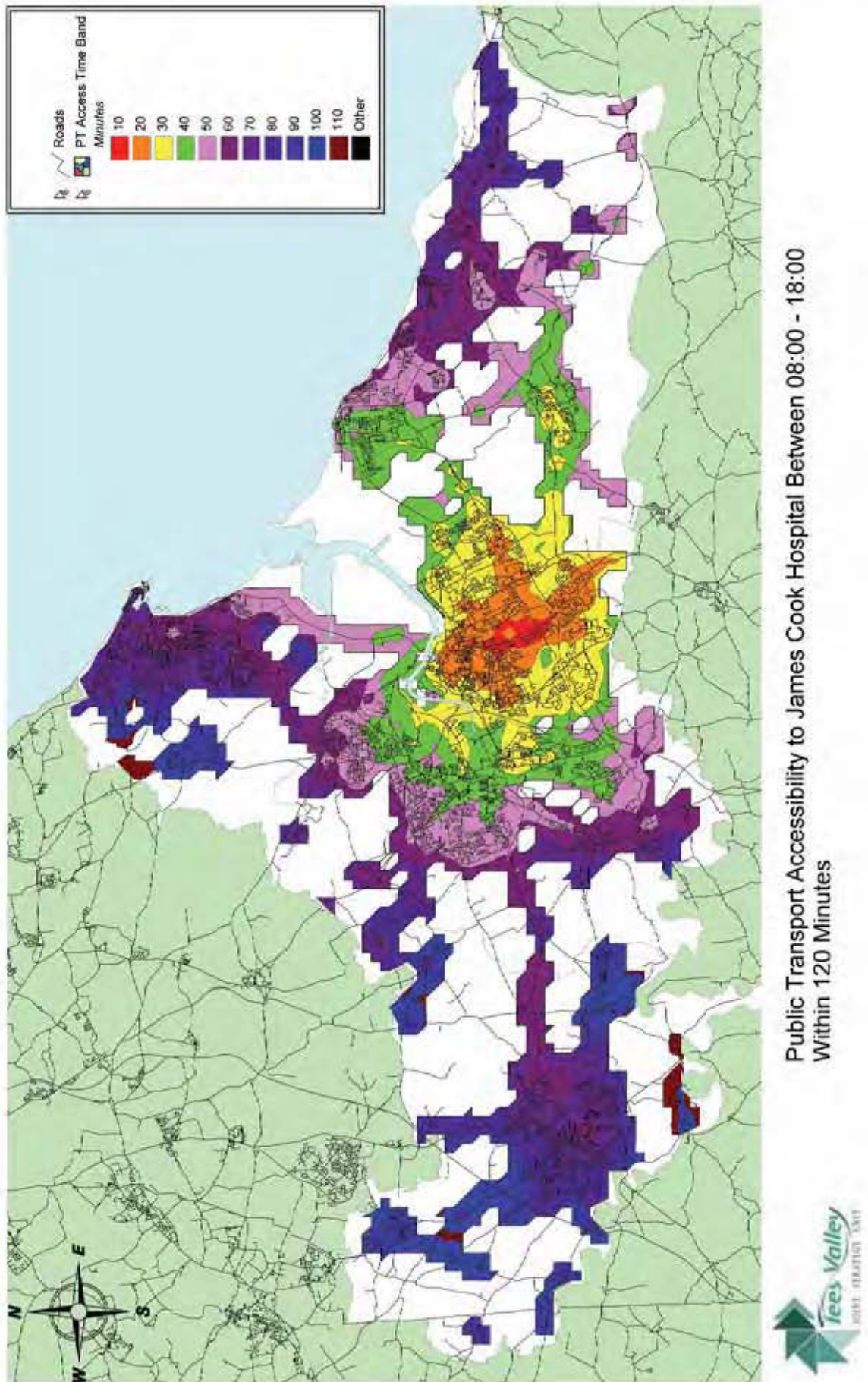


Figure 1.10: Accessibility to Middlesbrough town centre



- 116 The accessibility plots for the two main hospitals identified show many of the patterns/traits contained in the plots for the adjacent key Centre. However in both cases, due to their location away from the key transport hub, the accessibility of the hospitals is not quite as good. For its immediate catchment in the Middlesbrough area, journey times to James Cook University Hospital are generally under 40 minutes. Parts of Redcar & Cleveland can access the hospital within 40 minutes but there are areas of this borough where journey times to this key facility are anything from 50 minutes to 90 minutes and beyond. Increasingly the specialist nature of facilities at the new single site hospital means that its catchment area is wider than it was traditionally (at one time largely Middlesbrough and Redcar & Cleveland only). Today people are increasingly required to travel from other Tees Valley boroughs, as well as from much further afield, hence provision will need to be made to improve links to James Cook University Hospital from these areas also. (See **Figure 1.11**) Similarly, access to the University Hospital of North Tees is fairly good from within Stockton borough but not so good from elsewhere including parts of its core catchment area in Hartlepool. Again the plot helps to identify areas which would potentially benefit from improved transport links to the hospital (see **Annex 12** Accessibility Strategy).
- 117 As referred to earlier in the Chapter, two key transport and health partnerships are now in place in the Tees Valley as a result of major reviews in the provision of healthcare facilities.
- 118 **The Durham and Darlington Transport for Health Partnership** was formed in 2003, largely as a result of the 2001 review of acute services in County Durham and Darlington entitled "Access, Choice and Sustainability". Transport and access to services were areas of major concern to local people as identified by the review. The Partnership has a number of key objectives:
- to develop a strategy to improve transport to health care and contribute to the Local Transport Plan to be published in 2006;
 - to develop sustainable transport services enabling access to primary care, community and elective health care; and
 - to identify key access problems in relation to health care provision.
- 119 Darlington Borough Council plays an active role in this Partnership and the Partnership has helped to shape Darlington's Local Transport Plan, including the development of a specific, health related objective.
- 120 The **Tees Health and Transport Partnership** was formed in 2004 following a similar review of Acute Services across Hartlepool and the rest of Teesside. The Partnership has the following key aims:
- To promote social inclusion and opportunities for health and well-being in the Tees Valley through the development of accessible, efficient, cost-effective and integrated transport services;
 - To develop in partnership effective means of needs assessment and a sound base for change in transport systems; and
 - To promote real travel choice through attractive public and community transport, and first class opportunities for walking and cycling, recognising the health benefits of such modes.
- 121 All of the other four Tees Valley Authorities are key members of this Partnership with each LTP describing how local solutions are now being delivered.
- 122 Strategic transport schemes are also now in development to help deliver solutions to these accessibility issues. For example, the Bus Network Review will initially concentrate on the 'Core' and 'Super Core' Networks across the Tees Valley. These routes will provide improved links both into the majority of the hubs and also importantly between them. This will give a greater number of people improved access to a range of opportunities both within their own borough, but vitally in neighbouring boroughs in the Tees Valley where accessibility has been shown to be more problematic. Importantly the majority of wards suffering the highest levels of deprivation in the Tees Valley, including all 5 specifically referred to under Socio-Economic indicators, will directly benefit from the investment on the Core and Super Core networks. The bus network will be better integrated with the existing rail system in the short term to provide improved inter-urban travel opportunities. In the longer term a Tees Valley Metro system, operating on the core rail network with additional potential spurs, will provide a step-change in the quality and frequency of these inter-urban links across the sub-region. The revamped bus network will provide a vital feeder function into the Tees Valley Metro system to further enhance cross-boundary travel opportunities by public transport.
- 123 Many of the sites discussed and/or highlighted in **Figures 1.6 and 1.7** are located at or close to key transport hubs or on key regional transport corridors as defined by RSS and in the Tees Valley these corridors are generally reasonably well served by public transport. Accessibility analysis has provided evidence that most of these sites are within reasonable reach for much of the Tees Valley's resident population. Having said that, major enhancements to the public transport systems in the Tees Valley are being planned to ensure that the accessibility to these key hubs is further improved.
- 124 However the same analysis has shown that some of the key generators identified are not so accessible by public transport. **Wynyard** is the sub-region's prestige employment site as identified by RSS. Highway access to this site is excellent due to its proximity to A19(T) and A1(M) (via A689) and is the main explanation as to why the site was developed historically and has since been

Figure 1.11: Accessibility to James Cook University Hospital



Public Transport Accessibility to James Cook Hospital Between 08:00 - 18:00
Within 120 Minutes

retained and promoted as a prime development site. The market dictates that this will continue to be the case, but as has been clearly shown, public transport accessibility is not sufficient at the present time as the site is only served by one, infrequent, bus service. The analysis now provides robust evidence for the planning authorities to ensure that improved public transport links, preferably into one or more of the strategic hubs, becomes a pre-requisite of any future planning applications related to this site.

- 125 Existing public transport accessibility to **Durham Tees Valley Airport** is also not as good as to other key hubs. However as discussed, a partnership is now in place to help deliver improved surface access into the site by public transport. The new Sky Express service from Darlington station and town centre is now in place to provide improved accessibility from the west and options are now being considered for a similar scheme from the east. The local authorities must now use this evidence to ensure that appropriate public transport provision is an integral element of the future master planning process for these (and indeed other) key development sites and not simply an after thought.
- 126 Although not covered by a specific accessibility plot, there is one other key site identified in **Figure 1.7** that warrants specific attention here. The very specialist nature of employment at the **Wilton International** chemical complex, combined with the size of the site, its location and the shift patterns worked by many of the employees, make the provision of meaningful public transport provision very difficult. Existing bus services stop throughout the day at the site entrance but for the reasons discussed, both existing and future trips by this mode are likely to be relatively small in number. It is therefore recognised by Redcar and Cleveland Borough Council that the car will continue to be the dominant mode of transport to the site and will therefore take the appropriate measures to facilitate this growth in a sustainable manner.
- 127 It should be noted that while the output from the strategic analysis has concentrated on accessibility to key sites by public transport, the Tees Valley Authorities will aim through their local strategies, to ensure that all modes of transport are given equal attention. It is recognised that accessibility is not solely a function of the journey time/length to key sites so local strategies will also focus on other barriers such as cost of travel, lack of information, public perception of alternatives and safety/security. It is also important to note that other journey purposes such as those to education, leisure or retail facilities, will form a key part of future local accessibility planning.
- 128 From this analysis, it is clear that we will need to pursue a number of wide-ranging improvements to support the overall aim of regeneration for the sub-region.
- 129 Selective investment in the road network will be necessary to enhance accessibility to a number of the key regeneration sites across the Tees Valley as identified previously. Many of the Tees Valley's key regeneration sites are close to the river and the A19/A66(T) Interchange. In 2002 following a detailed transport modelling exercise, the Tees Valley Transport 2010 Study identified the need for additional cross river capacity even if only historic traffic growth levels continue and all regeneration-led growth is met by public transport. Traffic levels and congestion on the A66(T) east – west corridor are also high at certain times of the day. Solutions to these issues, in particular how future growth associated with regeneration can be accommodated are now being taken forward in partnership with the Highways Agency.
- 130 The designation and development of core freight routes across the sub-region will also be necessary, as freight transport will be key to the ongoing development of sites such as Teesport. This is being coordinated at the sub-regional level by the Tees Valley Freight Quality Partnership. Principal freight routes are the trunk and principal roads mentioned above, in addition to the A1053(T) and A174(T).
- 131 In response to the lack of a co-ordinated bus network system and the continued fall in bus patronage across the sub-region, the five Authorities jointly commissioned the Tees Valley Bus Network Review (project managed by the TVJSU) to consider all aspects of the existing network and produce options for:
- a network to maximise bus patronage whilst maintaining accessibility and social inclusion, with a cost neutral base option and costed, prioritised incremental improvements;
 - infrastructure and bus priority improvements with an implementation strategy;
 - priority routes for low floor buses;
 - fare and ticketing improvements (and simplification); and
 - other marketing and information initiatives.
- 132 This review has identified a variety of proposals encompassing the whole of the sub-region and is based on a stable hierarchical network approach and the development of high demand and sub-regional, inter-urban links in particular. They are described in subsequent chapters, but the overall report provides a framework to develop a co-ordinated bus network across the Tees Valley for the first time. A strong partnership approach is envisaged between key stakeholders with a new set of relationships and structures. It is essential that this, possibly one-off, opportunity to raise the profile of the bus and take the network forward sustainably is grasped if the objectives are to be realised.

- 133 As a direct result of these findings, a major scheme bid is now being developed for submission during the summer of 2006. Whilst full detail is still subject of on-going development through the normal appraisal process, it is pleasing that the scheme has been identified as a priority by the interim North East Regional Transport Board. If the project proceeds without any major delays and of course subject to the necessary approvals at various stages, it is envisaged that initial scheme implementation could begin as early as mid 2007. The scheme is likely to take up to 3 years to implement in full.
- 134 Of the rail schemes identified as high priority for improving inter-region and intra-region connectivity, the following will play an important role in delivering better connectivity and hence support economic growth:
- East Coast Main Line Power Supply;
 - Loading Gauge Enhancements;
 - Tees - Tyne Express (via Stillington) – to connect the two North East City Regions;
 - Hartlepool to East Coast Main Line – direct link to York, preferably continuing to London or the Midlands; and
 - Esk Valley Line – new station at James Cook University Hospital and additional frequency on the Middlesbrough to Nunthorpe/Whitby line, which will offer commuters to Middlesbrough Centre a rail-based alternative.
- 135 To improve competitiveness of the sub-region, the provision of a modern, integrated, sub-regional public transport system remains central to the long term transport and economic strategy for the Tees Valley. At present, it is clearly evident that the existing rail and inter-urban bus networks do not provide such a system. The Bus Network Review can deliver the required necessary step change in bus network quality in the short-term while over the next year, the local authorities will continue to work closely with Tees Valley Regeneration in the development of an upgraded and more locally focussed Metro rail system. This preferred option would deliver:
- A new sub-regional transit system for the Tees Valley, making more efficient use of the current rail and bus networks to better meet the travel needs over the next 20 years;
 - Conversion of the Darlington to Saltburn heavy rail line to tram-train technology, resulting in increased frequency and higher quality of service;
 - Five new stations along the route, serving key employment sites, major regeneration areas, James Cook University Hospital and Durham Tees Valley Airport;
 - Supporting high frequency bus services linking into the
- new system, providing an enhanced frequency of connection to Hartlepool.
- 136 The future integrated system would create a high quality, fast and reliable public transport solution to assist regeneration and help to avoid the transport problems that would otherwise arise as economic activity gathers pace. It would also play a key role in raising the area's regional and national profile and encourage greater inward investment and sustainable economic growth. Further potential benefits include:
- It allows opportunities for further heavy rail passenger improvements such the Tees-Tyne Express, Grand Central increased services along the Durham Coast by removing congestion at Eaglescliffe Junction;
 - It provides the opportunity for further freight services to run through to Teesport;
 - It will deliver enhanced accessibility to many of the key regeneration sites identified in the RSS and the Tees Valley Vision;
 - It will reduce the long term funding requirements for the heavy rail service from Government and Network Rail;
 - It will allow Community Rail Partnership proposals for the Esk Valley Line and the Bishop Auckland – Darlington service to proceed;
 - It will encourage mode shift away from the private car for intra-region trips; and
 - It will offset the increasing impacts of congestion on the trunk and primary route network.
- 137 At the present time, a Business Case is being prepared for submission to DfT in 2006. This is unlikely to form the basis of an LTP Major Scheme bid, with the Transport Innovation Fund viewed as a more appropriate funding mechanism, particularly given the strong impacts of the proposals on increasing national productivity. Additionally options for heavy rail funding are being explored as part of the Business Case development work.
- 138 Freight is clearly extremely important to the Tees Valley economy and facilitating present and future rail freight growth is a key regional priority. Of particular importance is the provision of improved rail freight connections to Teesport which is widely recognised as one of the major economic drivers for the both Tees Valley and the North East region. Teesport has major expansion plans and it is important that the sub-region continues to work together, particularly on access issues, to ensure that these come to fruition. As already discussed, a potential TIF bid is currently under consideration in this respect, with the key constraint on the network in the Tees Valley being Yarm Tunnel.

Congestion: Issues and Objectives

- 139 Despite a number of measures introduced by the Tees Valley Authorities to stem it, growth in road traffic over the First LTP period has risen consistently. At a well defined cordon, covering most strategic points on the Tees Valley boundary, traffic levels grew by 11% between 2000 and 2005. Over the same period at a number of strategic screenlines, growth was approaching 10%. This data was sourced from the Tees Valley Transport Monitoring Report, 2005.
- 140 Although not as prevalent as in other major conurbations, road congestion is likely to increase in the Tees Valley over coming years as car ownership rises. It is rising more quickly in this region than anywhere else in the country from a much lower base. For example in 2005, 37% of households in the Tees Valley had no access to a car compared to the national average of 25.8%.
- 141 Existing locations already witnessing congestion include the A19(T) Tees Flyover and adjacent interchange with A66, the junction of the A19(T) and A174(T), and sections of the A66 around Darlington and through Middlesbrough and Stockton. There are also a number of local roads where capacity is being reached at peak times, in particular key radial routes into Middlesbrough, Stockton and Darlington.
- 142 Based on current growth trends, and on-going modelling work undertaken by the TVJSU, parts of the network are likely to reach or exceed capacity, at certain times of the day, by the end of this Plan in 2011. These locations have been identified by the Tees Valley Transport Model by comparing links flows against their operational capacities.
- 143 The main issue to address will be a need to balance the access requirements for key regeneration sites, and the need to address specific congestion issues to maintain the area's attractiveness, but without unrestrained growth in car traffic.

A further key objective is therefore as follows:

Tees Valley Objective 5

To manage the projected growth in demand in a sustainable way that still allows widespread regeneration to continue without creating congestion, or being constrained by it.

Congestion Shared Priority: The Forward Strategy

- 144 Managing the growth in a sustainable way will mean making best use of the existing infrastructure and maximising its use through better maintenance. Measures to be explored include the use of intelligent transport systems and better driver information, although

selective investment in new infrastructure may be needed in certain circumstances.

- 145 In light of all the regeneration initiatives discussed in this Chapter, an extremely important issue for the Tees Valley at the present time is to fully understand their impact on the transport network, notably the trunk road network. In an attempt to facilitate a way forward for the Tees Valley in this respect, a partnership has now been formed between the Tees Valley Authorities and the Highways Agency. Early discussions have been held with the initial focus being very much on the Stockton-Middlesbrough Initiative along with some of the other flagship development sites, due to their proximity to the recognised hotspot at the A19/A66 interchange and Tees Flyover. However there is a clear recognition by all parties that the transport impacts of all the strategic development sites in the Tees Valley need to be considered as a coherent whole in this process. The partnership has now agreed the extent of the development likely in the Tees Valley over the next 15 years, realistic timescales for this and importantly the implications of these developments on each other and on existing centres. This has provided vital input and ensured full consistency between transport models run by both the TVJSU and the Highways Agency, which will be used to analyse the impacts on the transport networks and test the likely impact of various interventions. The network-wide and multi-modal Tees Valley Transport Model has been updated to inform this process and to feed directly in to the more corridor based and visual highway models run by the Highways Agency to specifically assess their trunk road network. For maximum synergy the two models will use the same assumptions and input data. The Tees Valley model is able to assess the implications of the sub-regional Development Programme on the local transport network and test the transport impact of a range of future highway and public transport interventions. Importantly it is now recognised by all local authorities that transport issues must now be at the heart of their future master planning processes.
- 146 Much of the delivery of Objective 5 will therefore be achieved through the Local Development Framework process and its alignment with the objectives of the Second LTP within each of the Borough's planning duties.
- 147 If this is to be achieved then a quality public transport system is vital to support the highway network at all levels. The decline in bus use and its perceived unattractiveness must be addressed to avoid the rapid growth in private car usage currently being experienced in areas with more vibrant economies.

- 148 The outcomes of the Tees Valley Bus Network Review described previously will be used to address the decline in bus use and attempt to stem the growth in traffic levels that is likely to increase further with regeneration of the sub-region. The Tees Valley Review also provides the framework for taking forward other ongoing initiatives that will encourage more bus use and reduce congestion, such as:
- Tees Valley Public Transport Information Strategy;
 - Real Time Bus Passenger Information and Priority System; and
 - Strategic Public Transport Hubs – improving interchange and supporting high density land uses.
- 149 These are short-term measures being pursued by the Tees Valley Authorities at a sub-regional level that can realistically be delivered over the lifetime of LTP2. They form the key first stage of a package of integrated public transport improvements that will attract greater numbers of people away from private car use than is achievable at present.
- 150 The local rail network in the Tees Valley already offers segregated alignments and relatively fast journey times for most inter-urban corridors. However frequencies and rolling stock quality are generally unattractive and as such rail's full potential to meet existing demand is not realised. Emerging findings from the ongoing integrated rapid transit study for the Tees Valley offer an opportunity for the local rail network to also play a much greater role than presently in contributing to Objective 5. An improved and more sub-regionally focused rail system, such as the proposed Tees Valley Metro, can help avoid future congestion problems and complement the enhanced bus network, to provide the second stage of a fully integrated solution. As already discussed over the next year the Tees Valley Authorities will continue to work closely with Tees Valley Regeneration to develop a robust business case and funding strategy for the Tees Valley Metro scheme.
- 151 The imperative of expanding and regenerating the Tees Valley economy and the relative lack of congestion at present means that overt demand management in the form of congestion charging/road pricing or workplace parking levies is not yet viewed as the high priority it perhaps is in other parts of the country. However, there is a desire to increase modal shift to public transport within a growing travel market and there is a recognition this can only realistically happen with stricter coordinated demand management measures across the Tees Valley.
- 152 In reality the overt measures above may be considered after the end of the Second LTP when they have gained acceptance in other parts of the country. However in the short-term the Tees Valley can still be more innovative in its thinking to introduce more subtle measures or packages of measures such as:
- Ensuring regeneration can be achieved without an unrestrained growth in long stay commuter parking;
 - Introducing more innovative car park charging regimes that are consistent with other local policies;
 - Reallocating road space to and creating new dedicated links for public transport; and
 - Introducing bus priority at busy intersections.
- 153 If targeted and coordinated effectively this could be the most realistic way to achieve optimum modal shift, given the wider economic growth context for the sub-region.
- 154 Demand management has the potential to conflict with regeneration. On the one hand it is necessary to ensure that new developments do not rely on private transport for their success; on the other, it is vital to ensure that overly-severe demand management does not choke off regeneration. Consequently the Tees Valley Authorities will continue to review their demand management policies as regeneration proceeds and adjust them according to the pace of that regeneration and the strength of the local economy. The draft **Tees Valley Demand Management Framework**, clearly sets out these policies in the context of the wider regeneration imperative. It will set a framework for actions to be undertaken in the short-term but importantly will also identify a mechanism by which the authorities can set and identify trigger points linked to congestion levels on the network. When these points are reached, appropriate restraint measures will be introduced to ensure that traffic flow levels and journey times are retained at levels that are considered acceptable.

Key Issues

- 155 Based on the review of the evidence and trends across a wide range of influences on transport, the following have been identified as our key issues to address at a sub-regional level:
- declining, but ageing population with increasing numbers of households;
 - economic gap between the Tees Valley and the North East, and between the North of England and the rest of the country;
 - unemployment is higher than the national average, and employment rates will fall without inward investment;
 - disparity in job densities across the sub-region;

- travel to work patterns differ between the five Tees Valley Authorities and will change over the next 20 years;
- car ownership is low at present, but is forecast to rise at a higher rate than the national average;
- poor connectivity with adjacent city regions by public transport;
- ill-defined connectivity within the Tees Valley City Region by public transport;
- constraints on future growth of Teesport and Durham Tees Valley Airport as a result of constraints posed by the existing transport network;
- potential for additional congestion with new employment sites;
- some of the key employment sites are not currently adequately served by public transport; and
- health and education trends are below the national average.

156 These issues provide the forward momentum for our future transport strategy.

Desired Outcomes

157 From the list of key issues, we have identified a series of desired outcomes at a sub-regional level, including:

- reverse the trend in population decline;
- increase the economic vitality of the sub-region and close the gap in the national trends;
- more, high quality employment in sustainable locations;
- enhanced connectivity within the City Region and to neighbouring City Regions;
- healthier communities; and
- higher educational attainment.

158 These outcomes will provide the means by which the Tees Valley Authorities will monitor the success of their forward strategies.

Summary

159 This chapter has set out how the sub-region is lagging far behind the national average in terms of the key indicators that underpin the Shared Priorities for Public Services and how transport can help achieve national initiatives in relation to health and education, and the sub-regional imperative of regeneration.

160 Effective access to the range of services required by a growing population, but particularly health and education, is vital to retain the existing population and

attract new residents, employees and visitors. The Tees Valley Authorities will seek opportunities to improve accessibility to the range of services to drive regeneration and ultimately improve Quality of Life.

161 An analysis of the current situation, the implications of the various policies and drivers for changes, and the consequences or threats of non-intervention, has led to the development of a series of key Objectives for the Tees Valley. These objectives have been set against the Government's Shared Priorities for Transport.

162 These sub-regional Objectives will be taken forward within the following chapters to analyse the future trends, problems and value for money solutions at an individual Borough level. However, based on the Shared Priorities for Transport, the most important implications for the Tees Valley Authorities to address are as follows:

- In Darlington, accessibility both locally and sub-regionally to the regenerated town centre "pedestrian heart" and the Central Park development will be important; equally access to and from employment sites outside the Borough will be an issue. The sub-regional transport gateways of the rail station and Durham Tees Valley International Airport will continue to be vital to all the sub-region. Action is also needed to address the issue of traffic congestion along the A66(T) corridor, before it affects economic regeneration and quality of life, such as through the Tees Valley Bus Network Review and the Darlington Eastern Transport Corridor. Such action also needs to minimise the barrier to movement caused by the A66(T) around Darlington through measures such as implementing National Cycle Route 14 to Teesside.
- In Hartlepool, the enhanced connectivity to the national road and rail network (the A19(T) and York and Darlington stations in particular) will be vital to support the Victoria Harbour development and provide access to new leisure opportunities. More localised congestion is likely in the vicinity of the Victoria Harbour development and a town centre movement strategy will be required to address this impact.
- In Middlesbrough, access to the Middlehaven and North Middlesbrough regeneration zones will be a priority, with investment in measures to enhance the links between these sites and the existing town centres. However, access to Middlehaven and North Middlesbrough may create added pressure along the A66 corridor, further segregating the regeneration zones from the town centre, and this effect may be exacerbated with any increases in traffic to and from Teesport. Access into the town centre on key corridors will need to be managed as travel demands increase.

- In Redcar and Cleveland, Teesport and other identified regeneration sites will underpin a turn round in economic performance, so good road and rail connections to the national network will be essential. Additional regeneration traffic will need to be managed efficiently and with minimal impact on local roads in this and the neighbouring Authorities. The aim to retain and increase population will need to be supported by enhanced access to health and education facilities as well as new employment opportunities.
- In Stockton, the North Shore proposals and Stockton Middlesbrough Initiative proposals will reinvigorate the riverside, which is served by the A66 and the railway line at present, both of which suffer from capacity restraints. The A19(T)/A66(T) axis will be one of the first areas of congestion on the network, but this forms a vital 'pivot' to the operation of the Tees Valley network, hence there will be a need to provide capacity through this point on the basis of need, and to ensure that local roads within the Borough do not suffer from the effects of diversionary traffic. Future travel demands on key commuting routes from Yarm and Ingleby Barwick will also need to be managed.

CHAPTER 2:

Local Context

Summary

Darlington is an attractive market town, well served by national and regional transport links and where quality of life and accessibility for all are seen as key drivers in promoting economic prosperity.

Building on the regional and sub-regional analysis in Chapter 1, this chapter continues to set the context for Darlington's Second Local Transport Plan by setting out the transport implications of:

- Current transport and travel patterns.
- The extensive consultation and travel behaviour research programmes undertaken through the six months from September 2004 to March 2005.

Key Messages

- Improving quality of life and accessibility is a top priority to achieve economic regeneration and support social inclusion in Darlington.
- Managing road traffic congestion, improving actual and perceived road safety (particularly for pedestrians and cyclists), improving accessibility for specific groups and purposes, and managing and improving transport networks and car parking to support the economy are key challenges for the LTP.
- In national terms Darlington has lower than average levels of car ownership and relatively high levels of bus patronage. Without good alternatives to the private car, increasing economic prosperity will give rise to higher car usage as a result of increasing car ownership.
- Research suggests that Darlington residents would like to see emphasis placed upon improving infrastructure for the three sustainable travel modes (walking, cycling and bus), as well as improving the effectiveness of the existing transport network for all modes.

Darlington Description

- 1 Darlington is an historic market town, situated adjacent to the River Tees and is a pleasant and attractive place to live, work and relax in. 85% of the population of Darlington Borough live within a compact urban area, with the majority of the remaining residents concentrated in a few outlying villages. The town has a

wide variety of sports facilities, theatre, cinema and arts venues, restaurants and pubs and a good choice of schools and colleges. Residents have good access to open space and parks, both in the town and in the surrounding rural area. Recent research revealed that 94% of respondents liked living in the town¹. Darlington is the 5th largest major retail centre in the North East.



- 2 Darlington is laid out on a traditional radial road pattern, with the focus of the town's transport network being the town centre. This physical layout is partly reflected in the statistic that 49% of town centre users either walk, cycle or take the bus to the town centre. It also concentrates travel activity and thus creates a potential for traffic congestion.
- 3 The A1(M) and A66(T) Trunk roads pass around the edge of the urban area, providing fast and efficient north-south and east-west connections respectively, whilst Darlington's position on the East Coast Mainline provides fast and frequent national rail services. In addition local train services provide rail travel to the Tees Valley, County Durham and North Yorkshire. The rapidly expanding Durham Tees Valley Airport is improving access to air travel for both business travellers and tourists, especially since the introduction of new BMI Baby flights to continental Europe – it is forecast that more than 1 million passengers will fly from the Airport in 2006. Darlington's resulting accessibility has attracted major employers to establish their businesses in the Borough and further developments are underway to continue to attract inward investment.

¹ Darlington; Sustainable Travel Demonstration Town; Travel Behaviour Research Baseline Survey 2004

- 4 Population in Darlington fell during the period 1991 to 2001, but since then has recovered to 1991 levels. During the period 1991 to 2001 there was a net increase in jobs in Darlington. Lost manufacturing jobs have been replaced by service sector jobs. Unemployment at 3% is below the regional average and the lowest in the Tees Valley, but is still above the national average. However this hides some of the problems in the Borough such as very high unemployment rates in specific wards such as Central, where they are eight times higher than in other wards². The average wage level in Darlington is very low, at 77% of the national average, and is lower than the North East and Tees Valley averages, which are themselves lower than most other regions. Substantial economic disparities within Darlington lead to equivalent disparities in health and other social indicators.
- 5 Economic regeneration is therefore the top priority in the Darlington Community Strategy, adopted by all partners. Gateway to Economic Quality: Darlington Economic Regeneration Strategy 2004-09 is built on two special characteristics of the Borough: quality of life and accessibility. Research undertaken in 2003³ identified that these two characteristics could not only attract inward investment to Darlington, but that Darlington could capitalise on them to make a significant contribution to the prosperity of the wider region. Major new developments are therefore being focused on sites that are well connected to sustainable transport facilities such as walking, cycle, rail and bus routes. **Figure 2.1** opposite shows the main transport networks and development patterns in Darlington.
- 6 In 2004 the Department for Transport (DfT) selected Darlington as one of three **Sustainable Travel Demonstration Towns** in England. This 5 year project, Darlington: A Town on the Move, funded by the DfT aims to promote travel choices to the residents of Darlington to tackle emerging congestion and reduce car driver trips in particular for short journeys.
- 7 In 2005 Darlington was selected by Cycling England as a **Cycling Demonstration Town**. This 3-year project aims to increase levels of cycling in the Borough through the implementation of cycling infrastructure, training, information and events. This will help to tackle emerging congestion as well as promote accessibility and will have additional health benefits through increased levels of activity and a reduction in harmful road traffic emissions. In 2005 Darlington was also shortlisted as a **Beacon Council for Road Safety**. This recognises the excellent road safety record that Darlington has achieved, its continuing innovation and a strategy that seeks to identify

and address broader safety issues associated with travel such as personal safety and perceptions of safety when travelling on foot, by bike, by bus or train.

- 8 In 2006 Darlington was shortlisted for the Institute of Highways and Transport Accessibility Award 2006 in partnership with Darlington Association on Disability for the Wheelygood website (award announcement in May 2006).

Quality of Life

- 9 As described below, Darlington faces several issues that could develop into problems that:

- prevent the continued economic regeneration of the Borough;
- make accessibility to services worse, not the same or better; and
- prevent the continued work to achieve social inclusion.

- 10 These issues are:

- Accessibility to services, including those outside the Borough
- Tackling traffic congestion
- Realising the potential for change in travel habits
- Maintaining our good road safety record
- Supporting healthier communities

- 11 These issues have a negative impact on local peoples' quality of life. The Department for Transport defines the Quality of Life issues as follows:-

- Healthier Communities
- Sustainable and Prosperous Communities
- Quality of Public Spaces and Better Streetscapes
- Climate Change and Environmental Noise
- Landscape and Biodiversity

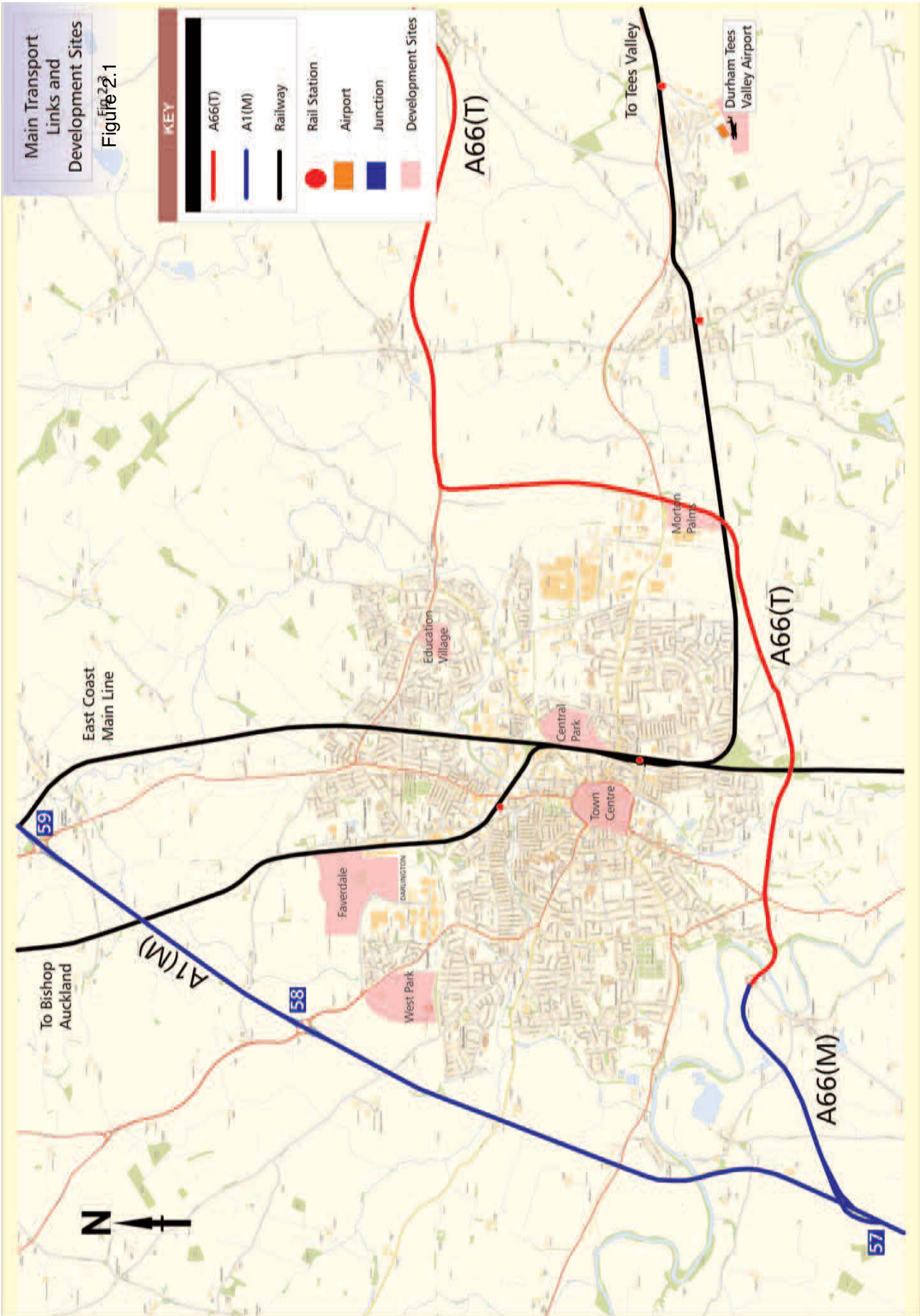
- 12 In discussing this shared priority in both this and the next chapter, we are focusing on the contribution that transport makes to the overall outcomes affecting peoples' lives, rather than a more narrow focus on transport outputs.

Current Travel Patterns

- 13 In 2004/05 the Council carried out several pieces of research and consultation, giving one of the most comprehensive 'snapshots' of local travel behaviours and opinions available nationally, and probably one of the best bases for any Local Transport Plan.

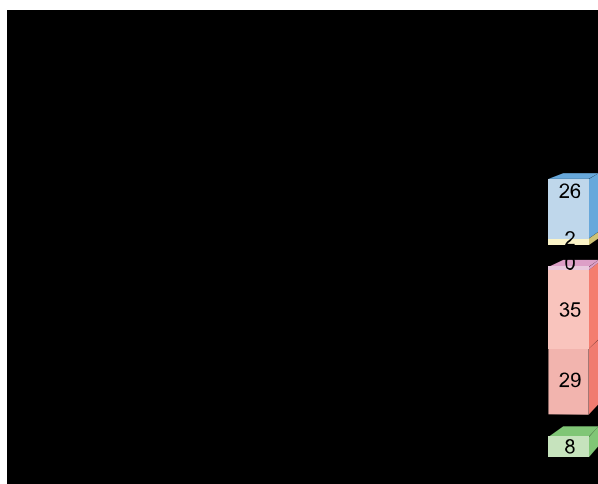
² Central: Unemployment rate 7.2%; Heighington unemployment rate: 0.9%
Source: Office of National Statistics, November 2004.

³ Darlington Gateway Development Framework 2003; research undertaken by Donaldsons and SQW.



- 14 The work included travel behaviour research for Darlington: A Town on the Move. The research was carried out by Socialdata, and it has provided a fascinating insight into travel patterns in Darlington. The full report forms **Annex 2**.
- 15 In terms of travel activity, the survey shows on average Darlington residents travel for an hour a day, travel 22 km and make a total of 296,000 trips per day. The amount of time spent travelling does not vary a great deal whether the journeys are made on foot, bike, bus or car, but the distance travelled does vary.
- 77% of all trips (228,000 trips per day) are made within the urban area of Darlington, with 47% (139,000 trips per day) of all trips being journeys of less than 3 kilometres or just under 2 miles.
 - 25% (74,000 trips per day) of all trips were made on foot with 12% (36,000 trips) by bus, and 62% (180,000 trips) by private car. However levels of cycling are very low at 1% (3,000 trips).
 - Further analysis of car trips reveal that 7% of car trips (21,000 trips) are less than 1km in distance, which in most cases would be quicker to walk.
 - 32% of all trips (95,000 trips) did not use realistic alternative means of transport to the private car due to perceptions of their suitability by the resident involved.

Figure 2.2



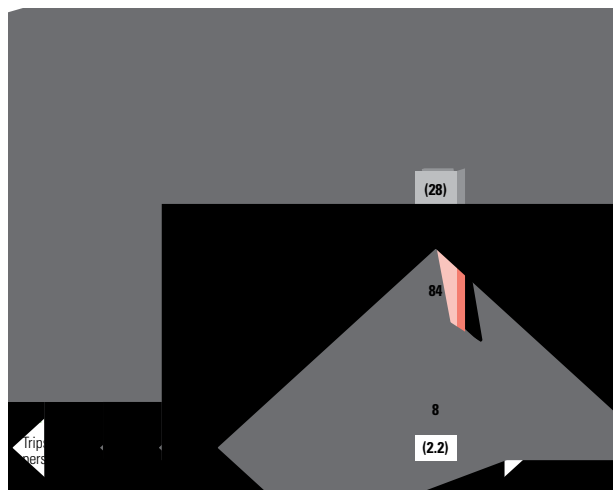
- 16 The modal split of all trips made by residents were:
- 62% of all trips are made by car - 180,000 trips per day;
 - 25% of all trips are on foot - 74,000 trips per day;
 - 12% of all trips are made by public transport -35,000 trips per day; and
 - 1% of all trips are made by bicycle -3,000 trips per day.

17 This can be further analysed by trip purpose to highlight difference in travel behaviour. For instance 18% of all shopping trips are undertaken by public transport but only 8% of leisure trips. 46% of trips to education are on foot, reflecting high numbers of children that walk to school. However 30% are still driven to school or college and only 1% cycle. Trips to work are dominated by car drivers but these trips only account for 10% of all trips. See **Figure 2.2**

Comparison with other similar towns and national travel patterns

18 Darlington has relatively high levels of sustainable transport use (38% of trips) in comparison with Worcester and Peterborough, the two other sustainable travel demonstration towns, and higher than the national average of 35%. However cycling levels are very low in Darlington and whilst bus patronage is currently high it has shown year on year decline since 2001. See **Figure 2.3**

Figure 2.3



Potential for change

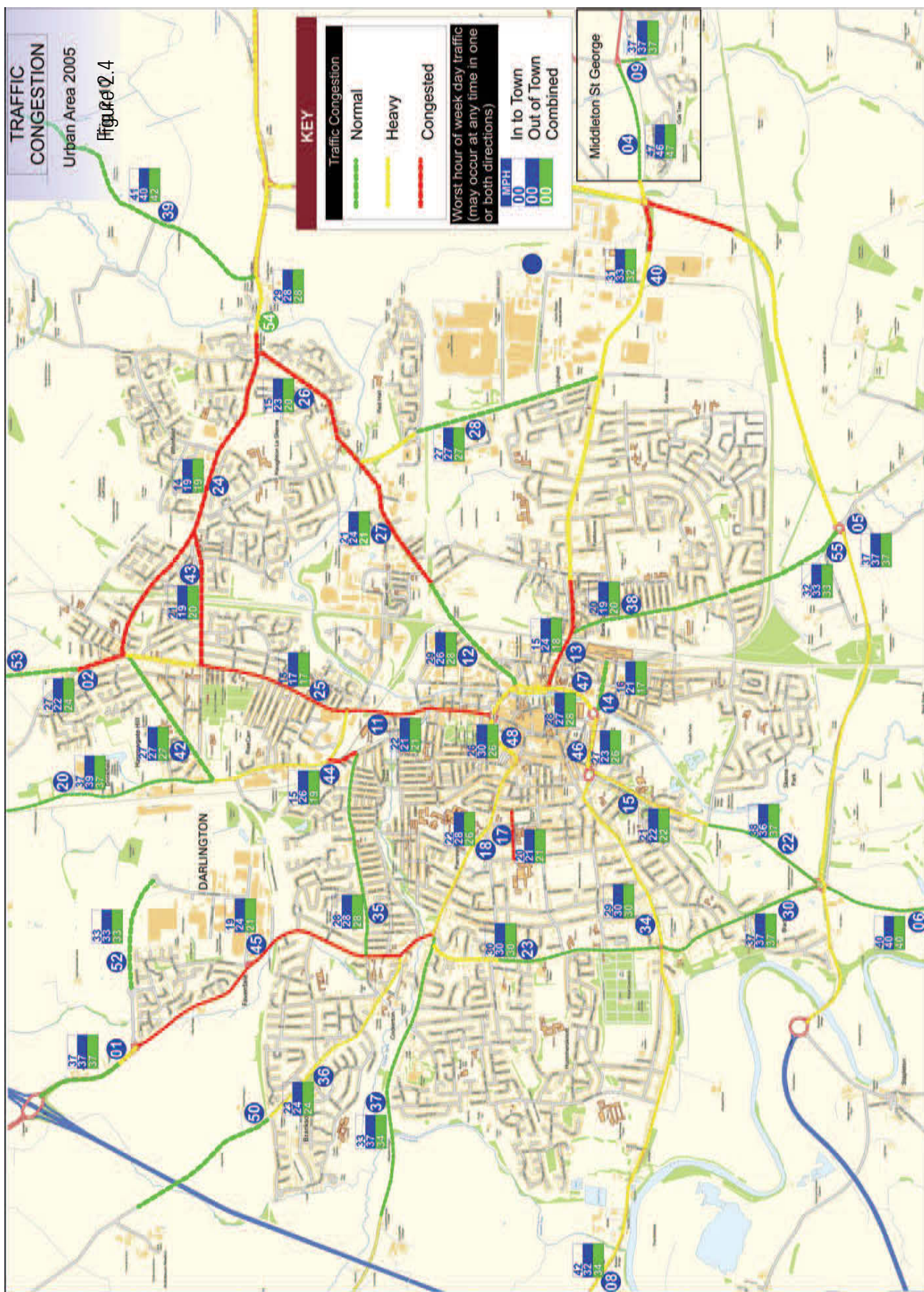
- 19 The research has highlighted the potential for change from car based trips to more sustainable modes. The greatest potential is in cycling as 34% of trips per day currently undertaken by car within the urban area of Darlington could be replaced by cycle trips. This equates to 19 million additional cycle trips per year. Whilst it is understood that only a small percentage of trips would be changed from car to bike, this would still have a significant impact on cycling levels and a reduction in car trips. Our proposed target is to increase trips made by cycle threefold.
- 20 Darlington already has relatively high bus use, 10% of trips compared to 6% nationally. However there are still an additional 2% of trips for which there are no constraints, people are well informed and are positive about public transport but still choose not to use the bus. However of the 10% of trips currently undertaken by bus only 5% have no alternative and therefore without continued investment in public transport patronage could decline by 50%.
- 21 A quarter of all trips are already undertaken on foot. A further 20% of all car trips could be changed to walking trips. The main barrier is the perception that it takes too long to walk. There are many ways to combat this through an Individualised Travel Marketing⁴ programme, better signs incorporating time as well as distance, improved maintenance and cleansing of footways and improvements to the local environment through the StreetScene⁵ programme.
- 22 Further analysis of the data is being undertaken to identify specific target groups and to gain a better understanding of what measures are more likely to succeed.

Traffic Patterns

- 23 Traffic flows on the key radial routes used in our indicators have fallen slightly during the period 2000 to 2006 by 5% (or 195 trips per average weekday peak hour). This pattern of slight reduction is also noticeable at counters monitoring flows approaching the inner ring road, where between 2003 and 2006, traffic levels fell by 6% or 1,500 in an average peak hour.
- 24 This reduction in traffic flow at these selected locations is not a complete picture of traffic flows in the urban area. This is because trips do not always cross count sites in the direction monitored in our indicators. Total traffic flows per annum are increasing – between 2004 and 2005, levels rose slightly by 17,000 trips. This implies that the traffic increase has been on roads around Darlington, rather than on the key radial routes. These increases in traffic flows, and the pattern of their movement, have resulted in traffic congestion at key junctions, especially on radial roads. It has also resulted in a greater use of minor roads, with the potential for detrimental effects on residents' quality of life through safety and environmental concerns.
- 25 **Figure 2.4** overleaf shows the current position of the highway network in terms of average vehicle speeds for the worst weekday hour related to speed limits. As shown on the figure, most of the sections of road with low vehicle speeds (used as a surrogate for queuing traffic) are generated by specific junctions. Of particular note, as a result of traffic patterns discussed above, are the junctions at:
- West Auckland Road/Cockerton Green;
 - North Road/Whessoe Road;
 - North Road/Salters Lane junction; and
 - Haughton Road/McMullen Road junction.
- 26 Capita Symonds Limited, the Council's term partner, has carried out phase 1 of a study into traffic congestion in Darlington. The initial finding is that most consultees believed that the Council had the right approach to traffic congestion by encouraging the use of alternatives, whilst tackling local "hotspots" in conjunction with management of car parking. A number of small low cost measures to alleviate congestion have been identified including lane discipline measures, parking control, bus priority, reallocation of road space, signal timing and on-street parking.
- 27 Phase 2 of the traffic congestion study will use an enhanced section of the Tees Valley Multi Modal Model to generate a tactical model of junction congestion using Paramics software. Additional work has been carried out to provide mode choice coefficients for park and ride, as a new mode for Darlington Borough. In modelling the transport network, to such a fine level of detail, we anticipate being able to make informed judgements about the precise effect of proposals brought forward by this Plan, including those measures identified in Phase 1 of the congestion study.

⁴ Individualised Travel Marketing is being carried out throughout the urban area between 2005 to 2008, as part of the sustainable travel demonstration town.

⁵ The Streetscene initiative forms part of the Council's Leading Edge programme and is seeking to deliver all Council services affecting the street environment in an integrated manner.

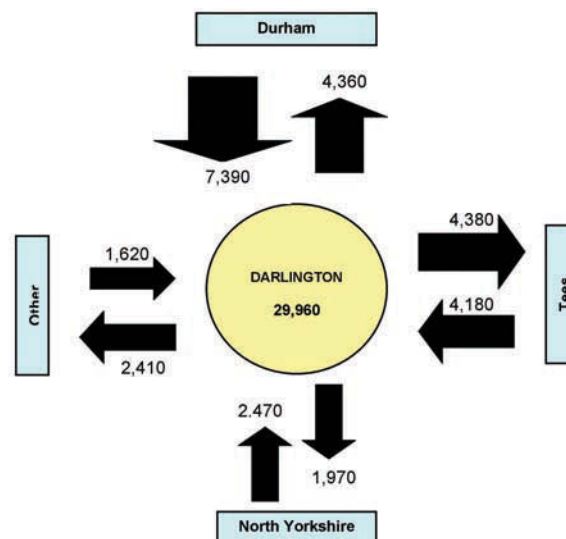


- 28 Delays at these and other junctions throughout the town result in delays to all road users, including bus passengers and pedestrians as well as cars, as the roads become more congested and harder to cross on foot. This is therefore a quality of life and accessibility issue that needs to be addressed by this Plan.
- 29 As also shown by **Figure 2.4**, traffic congestion is an issue on the A66(T) around the town. In particular, users of the sections of road near Blands Corner, Yarm Road and Stockton Road often experience traffic congestion, as a consequence of the capacities of the associated junctions. As discussed with the Highways Agency, we are proposing to tackle both the congestion itself (Darlington Eastern Transport Corridor & Tees Valley Gateway) and the effect of traffic on local people (protected crossing points over the A66(T)).
- 30 We have made significant progress in developing School Travel Plans, through our partnership with local Schools and Government. Since 2004, car trips to school have fallen by 1% per year.
- 31 Research from the school travel plan surveys shows that whilst car use is falling for the journey to school, cycling is increasing. However, some of the cycling trips are converting from previous walking and bus trips. We plan to undertake more research into the reasons behind these trends, to better understand the correct response required.

Travel outside the Borough

- 32 Darlington is working with the other four Tees Valley authorities to identify issues and opportunities for travel, in particular relating to access to employment opportunities and acute health services. Darlington is relatively self contained with over 29,000 work trips per day within the Borough and only 13,120 trips out of the Borough. A third of these are to the other Tees Valley authorities (mainly Stockton and Middlesbrough) and a third to County Durham. Accessibility is thus a sub-regional issue for Darlington, as well as a local one.
- 33 There are 15,700 travel to work trips into Darlington, over 4000 from the Tees Valley (mainly Stockton) and almost 7500 from County Durham (**Figure 2.5**). 90% of these trips are by car, contributing to significant traffic levels on North Road and approaching the urban area from the westbound A66(T). Further work is required to explore how these traffic levels can be tackled to minimise congestion, through demand management and alternatives, such as park and ride and increased use of bus and rail services.

Figure 2.5



Accessibility

- 34 The strategic mapping undertaken for the development of the Accessibility Strategy (**Annex 12**) demonstrates that access to key services within Darlington is very high by public transport. 96% of the population of Darlington can reach Darlington Memorial Hospital in 30 minutes or less by bus and 99% can reach their nearest GP surgery in less than 30 minutes. Similar high levels of accessibility exist for access to key employment sites, primary, secondary and further education sites and supermarkets.
- 35 However this does not mean that Darlington has no accessibility issues. Not all residents attend their nearest GP surgery or school and not everyone can access conventional public transport, especially as there are relatively few accessible buses operating in the Borough. To develop accessibility issues further requires ongoing partnership, consultation and implementation at two levels – strategic / long-term planning to achieve outcomes and tactical/short-term implementation to achieve outputs.
- 36 Whilst accessibility in Darlington is currently very good, this Plan needs to focus on the need to ensure that future changes to the transport network, land use and service provision make accessibility no worse, or preferably better. There are accessibility issues for some population groups (such as disabled and young people), and some geographical areas of the Borough (such as some rural wards and wards with low car ownership). The Plan also needs to continue our tradition of partnership with input from specific groups such as Darlington Association on Disability.

- 37 As a sub-regional issue, accessibility to other parts of the Tees Valley City Region (as outlined in the Northern Way strategy) and neighbouring areas of County Durham and North Yorkshire is key. As described in **Chapter 1**, we will work in partnership with our fellow highway authorities to achieve objective 2 of the Tees Valley approach.
- 38 Taking all the issues above, we will improve accessibility for all, especially priority groups, through the use of our new accessibility checklist (**Annex 12**) at the heart of all transport and corporate service planning. The Council's Corporate Management Team have agreed to use the checklist (developed by the County Durham and Darlington Transport for Health Partnership), to put accessibility planning at the heart of the corporate project methodology, service decisions and Leading Edge projects.

Social Inclusion

- 39 Analysis of the basic travel characteristics shows quite a range of travel behaviours between areas of the town. (**Figure 2.6**) In particular, there is a significant variation in mode choice and relative importance of different modes to individuals' travel needs within different communities. Socio-demographic factors, geography and differences in the availability of the travel modes are likely to form part of the reason for this variance.

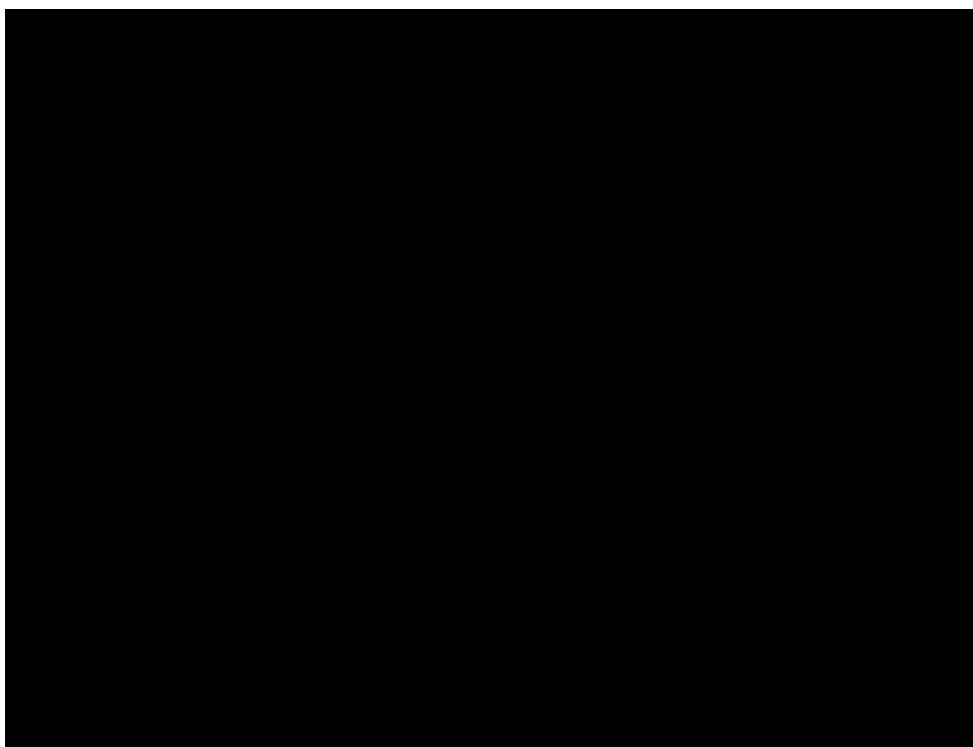


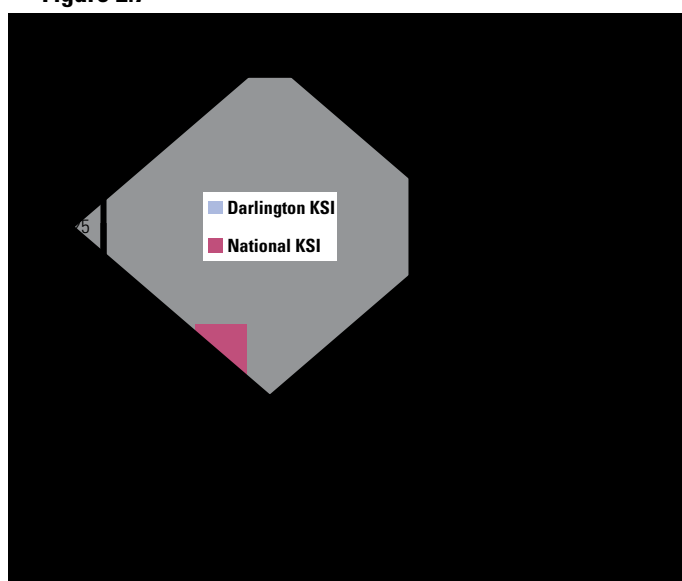
Figure 2.6

40 Car ownership levels vary widely across the wards of Darlington, from 51.2% of households having no car to 6.1% of households having no car. At the other extreme 52.6% of households in one ward have two or more cars. These variations obviously impact on the travel choices that people can make but other factors also influence how people travel. For instance in a rural ward where car ownership is very high, almost a fifth of the working population opt to work from home. In areas where car ownership is much lower, people opt either to travel by bus or car share. In the ward with the lowest car ownership, over 22% travel to work by bus and 11% car share. Levels of walking to work are very high in the areas nearest to the town centre, one of the prime employment areas for local people.

Road Safety

- 41 Darlington has a good road safety record and an extensive programme of engineering, education, encouragement and enforcement has delivered a continuing reduction in casualties. Darlington has been shortlisted as a Beacon Council for Road Safety.
- 42 Analysis of exposure to risk demonstrated that Darlington residents are exposed to less risk of a fatal or serious accident than the national average across all modes of transport, see **Figure 2.7**. The actual numbers of accidents are low but this is at odds with residents' perception of road safety risk and will be addressed through education and information.

Figure 2.7



43 It has also been recognised that safety, in particular personal safety, is an issue for all journeys and influences the travel choices that people make, indeed whether people choose to travel at all. Initiatives already underway, including increasing use of CCTV on buses, at bus stops and in the town centre, improved street lighting and security in car parks, will be expanded in the Travel Safety Strategy, as detailed in **Annex 13**. This strategy recognises that motorcycle accidents are increasing and action will be taken in this Plan to tackle the root causes.

Air Quality

44 Despite this increase in general traffic levels, Darlington Borough does not experience any serious air quality issues related to traffic sources and does not intend to declare an Air Quality Management Area at the moment. However, action may be required to tackle the levels of PM10 emissions (related to the use of diesel engines), if the proposed 2010 national target of an annual mean value of 20 micrograms per cubic metre is introduced. We intend to review air quality in 2006/07, working in partnership with our neighbouring Tees Valley local authorities. Further details, outlining why we do not feel that an air quality management area is required, both now and during the achievement of the vision for 2011 are contained in **Annex 6**.

Public Transport

- 45 Bus use since 2000 has followed the national trend and has declined year on year from a starting point of 10.2m trips per year in 2001/02. However, patronage in Darlington remains higher than average (10% of all trips compared to national average of 6%⁶) due to low car ownership, high frequency bus routes, relatively low bus fares and good concessionary fare schemes. Patronage in 2005/06 is expected to be 9.15m trips and it is anticipated that numbers will decline further before they recover. Thus a key action for this Plan is to provide the basis for that recovery, in partnership with local bus operators and others (**See Bus Strategy, Annex 10**).
- 46 The reliability and punctuality of bus services is a concern to most people; both users and non-users. Whilst reliability is generally good, punctuality is poor – survey results show that 48% of all departures surveyed were outside the Traffic Commissioners' time bandwidth. It is therefore important for this Plan to investigate the causes of this and propose remedial measures through the Punctuality Improvement Partnership outlined in the Bus Strategy.

⁶ DfT National Travel Survey and Socialdata research, 2004



47 Rail use has also followed the national trend upwards. Patronage at Darlington Station has increased by 13% between 2001 and 2005. This reflects the additional use generated by travel conditions on national trunk roads coupled with a pattern of people using Darlington as a railhead for the Teesside area. This increase has brought with it more demand for car parking near the Station, which has had some impact on neighbouring residential areas. The pattern of growth is also evident at Darlington's local rail stations, albeit with a lower value of 6%. This Plan needs to recognise the consequences of these two growth values and take steps to manage their improvement in order to meet outcomes.

48 As described in **chapter 1**, Durham Tees Valley International Airport is a key facility for the sub-region, as identified through the Regional Spatial Strategy. Between 1996 and 2004, passenger numbers grew by 77% and it is expected that 1 million people will fly from the Airport during 2006. The travel demands that this will place upon the local transport network within the Borough need to be recognised and addressed by this Plan. The role of the bus and rail industries will be paramount, along with that of the Highways Agency.

Health

49 The health agenda is a major issue currently with many proposed changes in provision and management of services. Darlington is currently served by Darlington Primary Care Trust, County Durham and Darlington Acute Hospitals NHS Trust (primarily from the Memorial Hospital near the centre of Darlington) and County Durham and Darlington Priority Services NHS Trust (from its site at West Park on the edge of Darlington).

50 Darlington has a huge disparity in health between wards. There are wards that appear to be very healthy (<2% of people needing care, a mortality rate of <5 / '000 population and no pregnancies in under 18 year olds) and those that have serious health issues (10.5% of the population needing care compared to the English average

of 5.9%; 100 pregnancies / '000 under 18 year old females compared to the English average of 43; and 10.8% of babies born <2500g compared to the English average of 8%.)

51 Local people are being served by a changing suite of facilities. The Primary Care Trust is in the middle of a process of developing new services at new sites. In 2005 a Walk in Centre was opened near the town centre and a GP surgery moved to a new location at Bondgate, also near the town centre. Building work is also underway on a new Rehabilitation Centre at Hundens Lane, which will include a falls service, podiatry services and a community equipment shop. Park Place Health Centre is also being rebuilt to incorporate new services such as a community dentist and an audiology unit. The transport needs of these locations need to be incorporated within the thinking of this Plan.

52 Most Darlington residents are treated at the town's Memorial Hospital just off Woodland Road – one of the planned Corridors of Certainty. However, some services are now being delivered from Bishop Auckland General Hospital, creating a new need to travel (we have already included this need in the free bus pass scheme from April 2006). Increasingly, as a new referral system called 'Choose and Book' is introduced from early 2006, local people will have more choice on which hospital they wish to attend for their first outpatients appointment. This will potentially create new travel needs to other health facilities such as James Cook University Hospital in Middlesbrough. The Darlington and County Durham Transport for Health Management and Steering Groups are investigating these issues.

Sustainable and Prosperous Communities

53 Economic development and creating employment opportunities are key issues for Darlington and for the wider Tees Valley. Certain wards in the Borough have high levels of unemployment (7.6% - people claiming Job Seekers Allowance as a % of working age population – compared to English average of 2.3%) and high rates of joblessness (38.5% - % of working age people without a job – compared to 26.3%).

54 Darlington has been successful in attracting new companies to the region and has growing expertise in the logistics, warehousing and distribution sector, high value-added service sector industries as well as mixed use developments providing sustainable communities, combining residential developments with offices, schools, retail, health and leisure.

55 Transport has a key role to play, recognised in the regeneration strategy as 'accessibility'. Darlington is easily accessible by road, rail and air and the town is compact, enabling the majority of trips within the Borough to be made on foot, by bike or by public transport.

56 The Local Transport Plan needs to ensure that access to the Borough from surrounding areas remains good. This includes the construction of the Darlington Eastern Transport Corridor, Tees Valley Gateway Study improvements, continued expansion of Durham Tees Valley Airport, improved parking at Bank Top Station, improved access from local rail stations, and improved bus services to key employment sites. Access from the rural communities in the Borough to employment and training opportunities also needs to be considered.

57 Developments in the Borough also need to be sustainable and accessibility planning must be used to ensure that sustainable travel to the site is a priority. There are close links between the Local Transport Plan and the core strategy of the Local Development Framework, to promote sustainable development.

58 Transport also has a role in delivering the Tourism Strategy. Two of the National Cycle Network Routes are planned to cross the Borough and these provide excellent opportunities to promote cycling as a tourist activity either for day visitors or those staying in the area for longer. Darlington is a Cycling Demonstration Town and this will encourage cyclists from out of the area to visit.

59 The Rail Museum is built adjacent to North Road Station and a feasibility Study will be undertaken to improve access to the Station as well as provide a link directly into the Museum. There are opportunities to promote rail travel between Darlington Rail Museum and Locomotion at Shildon.

60 The Tourist Information Centre is to be enlarged and its role as a provider of travel information will be extended through the Town on the Move project. The town centre is undergoing a transformation with the pedestrianisation already underway and a new major shopping and leisure development in the planning stages.

61 It is therefore necessary for the Second Local Transport Plan to support local peoples' quality of life by:

- maintaining, or preferably improving, accessibility to services, especially for the priority groups, through a focus on the transport network, land use and service provision;
- tackling traffic congestion to ensure that it does not become a problem negatively affecting quality of life and economic regeneration;
- realising the potential for change to more sustainable

means of travel within Darlington, whilst delivering improvements for those trips that need to be made by car;

- continuing to achieve a good road safety record, and work on initiatives to help more generally with travel safety;
- ensuring that links to the County Durham, North Yorkshire and the Tees Valley sub-region are improved to achieve accessibility outcomes to employment and health, delivering bus transport improvements through the Tees Valley Bus Network Review and Transit 15; and
- supporting initiatives for healthier communities brought forward by the health authorities.

Consultation

62 Unless local people want, and use, each part of Darlington's transport network, then it will not achieve its full effectiveness by providing solutions to local issues within the guidelines set down by national Government.

63 The comprehensive research and consultation on local travel behaviour and opinion carried out by the Council in preparation for this Plan included:

- Travel Behaviour Research, Baseline Survey 2004 for Darlington: A Town on the Move, referred to previously, using the methodology used internationally for many years;
- the innovative Local Travel Summit for Darlington, which brought together, over two days, very high quality data about Darlington (and international comparative data) with a complete cross section of Darlington groups, sectors and stakeholders, advised by international transport experts such as Lynn Sloman and Werner Brög, to generate best value-for-money transport solutions relevant to Darlington. (It was linked, on the third day, to the first national Smarter Choices conference in Darlington);



- consultation with the public and local stakeholders on the issues for the Second Local Transport Plan through workshops, one to one meetings, focus groups and a questionnaire to all residents. Further additional consultation was undertaken in 2006 for the preparation of the final document including;
- consultation with the Highways Agency about the Plan, in particular issues relating to accessibility, Park and Ride, HGV parking, travel plans and safe crossing points over the A66;
- discussions with Darlington and District Motorcycle Action Group regarding the role of motorcycles in addressing the Shared Priorities;
- ongoing discussions with GNER in particular regarding integration between rail and bus, cycle and walking routes;
- consultation with young people, in particular regarding bus travel, as part of a Young People and Transport Conference organised by young people;
- ongoing discussions with health organisations, in particular concerning access to health services and active travel, at the Transport for Health Partnership bi-monthly meetings;
- discussions with the Rural Transport Partnership, in particular identifying ways forward to address rural transport issues following the demise of the Partnership;
- consultation with the Darlington Partnership on the issues surrounding accessibility to local facilities; and
- consultation with the public about issues surrounding the provision of concessionary fare travel schemes for bus services and taxis.

Synopsis of views

- 64 A full account of these wide-ranging activities forms **Annexes 1 and 2**. The consensus of opinion was that traffic congestion should be primarily tackled through the provision of effective alternatives, such as public transport facilities, rather than through restricting the use of the private car. Of the replies, 48% and 32% thought that the effective solution lay in limiting car traffic and making car parking more difficult respectively. This emphasis on travel choice, rather than increasing the current range of demand management measures, reflects the local concern over regeneration and accessibility. A strategic focus on improving accessibility through the provision of travel choice, is thus seen as a greater priority locally in order to achieve the outcomes of the Shared Priorities for Public Services, particularly that of Quality of Life.
- 65 However, 44% of all car trips were made because they had no other option than to use a car, either because of personal circumstances or the nature of the trip that they were making. Bringing forward measures to assist necessary car travel is important, as well as measures to assist sustainable travel modes (public transport, walking and cycling).
- 66 A wide ranging consultation process has been undertaken to inform the decision making process for the Transport Strategy and its delivery through the Second Local Transport Plan. This process was in two parts: a stakeholder consultation and a general debate with the public on the issues.
- 67 Analysis of the stakeholder consultation showed:
- congestion is seen as the most significant problem and one that will get considerably worse unless we continue to implement policies to address it. Congestion should be addressed through improving alternative modes, changing attitudes towards transport; and some traffic management measures;
 - improving accessibility is seen as the most important aim of the plan, particularly focusing on the needs of more deprived people/areas; and
 - improving safety and air quality are not seen to be as high a priority (as less problems) and it is felt that addressing the other priorities will make a positive contribution to them. The broader concept of 'travel safety' is seen as providing a good link to the community safety element of the Community Strategy.
- 68 Whilst stakeholders broadly supported the strategy, they did of course raise issues that need to be addressed, where possible, as part of the delivery of the Plan. These issues are listed in **Annex 1** and will be considered when preparing the detail of individual schemes.
- 69 During March 2005, a questionnaire printed in the Town Crier was sent to every household and business in Darlington Borough. This part of the consultation process was targeted at all Darlington residents, to ensure everyone had the opportunity to give their views. 413 questionnaires were returned.
- 70 Many respondents to the questionnaire said that:
- there were problems of delays on journey times due to congestion;
 - there is speeding traffic in residential streets; and
 - that they would be encouraged to walk and cycle more if it was safe to do so.

Summary

71 In summary, therefore, the key transport issues arising from this overview of the broad vision for Darlington, and the way in which it is being translated into physical and service development, include:

- **Darlington is a compact market town, well served by national and regional transport links. Quality of life and accessibility for all are seen as key drivers in promoting economic prosperity, which is the top priority for all partners.**
- **In national terms Darlington has lower than average levels of car ownership and relatively high levels of bus patronage. Increasing affluence for Darlington particularly could result in substantial increases in car travel and traffic unless alternatives are planned for and promoted.**
- **Promoting accessibility from deprived wards and for key population groups will help achieve social inclusion and economic targets.**
- **Reducing road traffic congestion, improving actual and perceived road safety (particularly for pedestrians, cyclists and motorcyclists), improving accessibility for specific groups and purposes, and managing transport networks and car parking to support the economy are key challenges for the Plan.**
- **Darlington's status as a Cycling Demonstration Town aims to capitalise on the potential for cycling.**
- **The Plan will aim to maximise the positive impacts of transport on the Quality of Life.**

CHAPTER 3:

Local Approach

Summary

Building on the wider analysis in Chapter 1 and the context described in chapter 2, this chapter continues by setting out the approach to delivery that we are using to achieve a better quality of life for local people. The chapter describes the strategic, corporate and partnership approaches to delivery and their transport implications.

Key Messages

- The Council is committed to working with Darlington Partnership and others to achieve outcomes benefiting quality of life and economic regeneration.
 - The Shared Priority for Quality of Life is a key issue that this Plan needs to achieve.
 - A corporate approach will be taken to maintain, and if possible, improve accessibility.
 - The successes and lessons learnt from the delivery of the first Local Transport Plan have been incorporated into the development of this Plan.
- 1 Transport has a key role to play for everyone, whether it is travelling to work or school, for shopping or leisure activities or to access key services such as healthcare or finance. How, where and when transport is provided can have much broader consequences on peoples' quality of life. As improving quality of life for all is a key aim of both the Community Strategy and the Corporate Plan, as well as being a Government shared priority, it is important to understand how the business planning process of the Council and partner organisations, impacts on Quality of Life and its transport implications.

Darlington Partnership

- 2 In Darlington, the Council works closely with **Darlington Partnership** (the local strategic partnership made up of key organisations serving local people). The Partnership's overall plan is the Community Strategy, "Where Quality Comes to Life", which establishes the key local priorities for Darlington and provides structures for delivering against those priorities. The strategy is directed towards realising the vision for Darlington as:
- An area creating and sharing prosperity;
 - A location for learning, achievement and leisure;
 - A place for living safely and well; and
 - A high quality environment with excellent communication links.
- 3 The strategy pursues a sustainable future for Darlington through an integrated approach that balances economic, social and environmental well-being. **Figure 3.1** illustrates this approach. Whilst the Transport Strategy and Local Transport Plan are directly linked to the strategy theme of 'Developing an Effective Transport System', the integrated approach to planning and delivery recognises the Plan's contribution across all the themes. **Figure 3.2** illustrates the structure of the Darlington Partnership, created to facilitate delivery of the strategy and the integrated planning required across the eight strategy themes to deliver sustainable outcomes.

Figure 3.1 Darlington Partnership's Approach to Planning

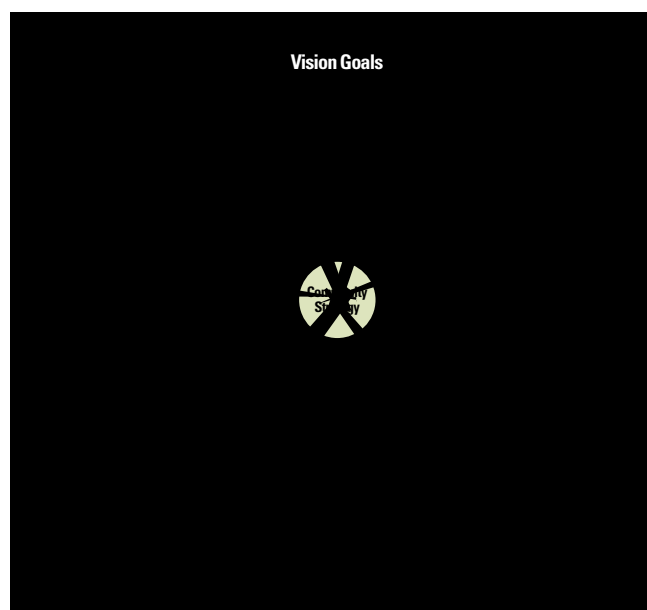
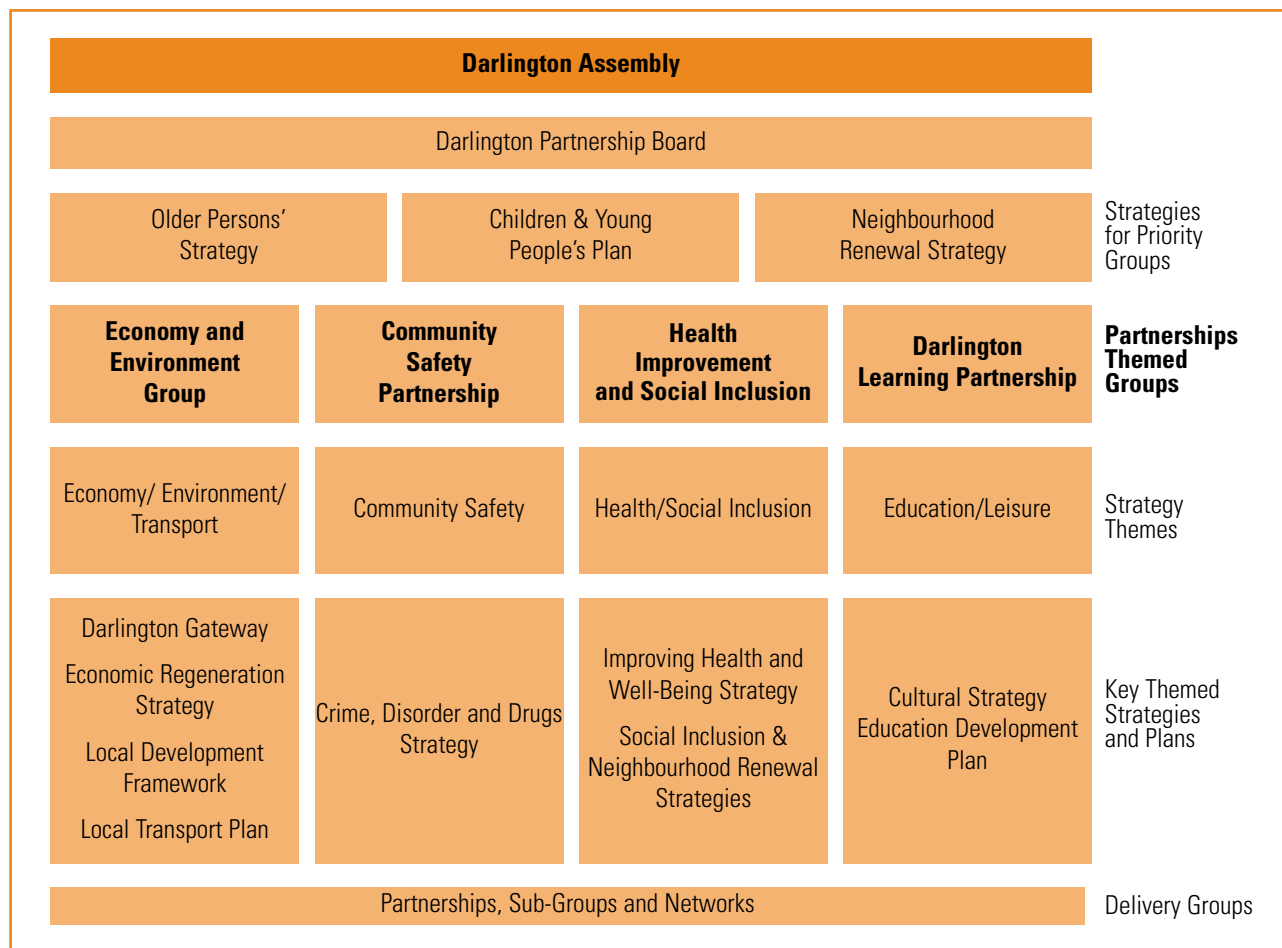


Figure 3.2 Darlington Partnership (LSP) Structure



4 Through the Community Strategy, Darlington Partnership established priorities for improving quality of life in Darlington.

| Priority Areas | Priority Groups |
|---------------------------------|---|
| Improving the local economy | Children and young people |
| Raising educational achievement | Older people |
| Promoting inclusive communities | Those living in the most deprived wards |

5 All strategies and programmes developed through the partnership are tested against these priorities. The Transport Strategy and the Local Transport Plan have been designed to address local transport needs in a way that balances and marries the national shared priorities for local government with these key local priorities.

- 6 The impact of the implementation of the Local Transport Plan on the Quality of Life for the people who live, work and visit Darlington will be measured through the monitoring of the indicators in the Community Strategy. The aim is to minimise any negatives impacts and maximise the positive impacts, in particular achieved through tackling congestion and promoting sustainable travel choices. This includes fewer transport related noise problems, reducing the harmful impact of traffic emissions, enhanced personal security, healthier communities and the creation of people-friendly public spaces through the involvement of the Urban Design Champion in designing highway schemes.
- 7 Many of the strategies developed by the Partnership and its Themed Groups are already taking into account transport implications, particularly when transport is viewed in terms of accessibility rather than as transport itself. They also reflect our communities' response to wider issues such as the Crime and Disorder Act, 1998.

- 8 For instance the Crime, Disorder and Drugs Strategy whilst primarily being a strategy to tackle crime and antisocial behaviour, impacts directly on peoples ability or desire to travel. People that perceive that it is too dangerous to be outside at night (or in the day) will not travel by any mode of transport and cannot take an active role in their community. This needs to be tackled on two levels. The first is to address real safety issues in partnership with the Police, Community Wardens, the CCTV Centre, Bus Operators, Designers, Architects, Developers and Planners to make sure it is safe to travel and move around a community. The second is to address perceptions of danger and fear of crime through schools, community organisations and the media.
- 9 The role for the Local Transport Plan in delivering the Community Strategy and its daughter strategies is to:
- **Improve health and build healthier communities through the Travel Safety Strategy and promoting active travel.**
 - **Support economic development and employment through the integration of land use and accessibility planning; improvements to rail and bus services between Darlington and its neighbouring authorities; further improvements to the town centre; and sensitive demand management measures.**
 - **Improve public spaces and provide better streetscapes through careful design of new highway schemes including 20mph zones; maintenance and cleansing of highway assets; use of appropriate materials; reducing the amount of street clutter; providing high quality public transport infrastructure; and integrating the footpath and cycle network with urban green spaces, recreational spaces and rural Rights of Way.**
 - **Tackle climate change and potential negative environmental impacts through measures to tackle congestion and improve air quality. Use technology when appropriate to reduce potential environmental impacts such as solar powered lighting, low emission vehicles and Variable Messaging Signs.**
 - **Tackle safety concerns through the implementation of the Travel Safety Strategy and Speed Management Strategy.**
 - **Improve access to leisure facilities, schools and colleges and employment opportunities.**
 - **Target improvements to those most in need, especially children and young people, older people and those in the most deprived wards.**

Local Area Agreement

- 10 Darlington's Local Area Agreement (LAA) is our response to the Government initiative to promote partnership working through a three year agreement between itself and the local area that sets out local priorities. The local area is jointly represented by the Council and the local strategic partnership. Darlington's LAA provides the opportunity to work differently in partnership to improve outcomes for children and young people, that would not otherwise be achieved within the three year timescale. Called **'Young People – Our Future'**, the agreement also involves Schools, Colleges and other relevant organisations in the public, private and voluntary sectors and aims to help every child fulfil their potential. All partners are re-examining how they work with young people to ensure that all children and young people are able to take advantage of a wide range of opportunities and make a valuable contribution to their community.



- 11 This is a major opportunity to ensure that transport is not a barrier for young people. This means tackling limited travel horizons, addressing concerns around safety, the perceived and real costs of travel, the health impacts of travel and reducing the need to travel through better planning of service delivery across all organisations. Transport initiatives are in 3 of the 4 themes – Healthier Communities, Safer Stronger Communities and Economic Development and Enterprise.
- 12 Transport is involved in the healthier communities theme, promoting active travel, in particular for the journey to school. Being involved in the development of the Local Area Agreement is providing wide reaching opportunities to work with Children's Services, in this case to ensure that transport needs are interwoven into the Children and Young People's Plan, as well as other related strategies.
- 13 Transport is also in the Safer Stronger Communities block seeking to improve safety and perceptions of safety, in particular for young people cycling and walking.
- 14 In Economic Development and Enterprise the cost of travel has been identified as a potential barrier for those aged 16-19 accessing education and training opportunities. It is proposed to establish a half fare travel scheme to address this issue and improve stay on rates at age 16.

Quality of Life Actions

15 The Department for Transport defines Quality of Life issues as follows:

- Healthier Communities
- Sustainable and Prosperous Communities
- Quality of Public Spaces and Better Streetscapes
- Climate Change and Environmental Noise
- Landscape and Biodiversity

Healthier Communities

- 16 The Local Transport Plan has a role to play in both reducing the negative impact of transport, in particular in terms of road traffic accident casualties, and promoting the health benefits of active travel and access to health and leisure services, green space and fresh food.
- 17 The most obvious link between health and transport is the impact of road accidents. Whilst good progress has been made during the first Local Transport Plan to reduce casualties there is much more to be done. For the Second Plan the Road Safety Strategy has been broadened to look at all aspects of safety when travelling. The Travel Safety Strategy is in **Annex 13**.
- 18 The Primary Care Trust has developed a number of strategies to tackle health problems associated with a lack of exercise, in particular the Childhood Obesity Strategy. There is a key role to play for Active Travel, incorporating walking and cycling (and to a lesser extent using public transport and motorcycling) into everyday travel patterns to increase the amount of exercise that people undertake. The Plan can support this not only through walking and cycling, but also the Rights of Way Improvement Plan (**Annex 9**) and school and workplace travel plans.
- 19 There also needs to be recognition of the fact that transport can have a negative impact on mental health. Congestion, speeding traffic, fear of crime, lack of suitable transport can increase people's isolation and severance from the community resulting in stress, depression and other serious mental health issues. Improvements to street lighting, cleansing and maintenance, road safety and the streetscape can encourage people to walk or cycle and access local services and opportunities for employment, shopping or just to meet friends. Suitable transport for those with a disability or impaired mobility also needs to be available.
- 20 Congestion and potential associated poor air quality can aggravate health problems such as asthma and other respiratory conditions. Recent evidence supports the view that air quality is better for those walking and cycling and is worse in vehicles, particularly those that are on the road for a long period of time.
- 21 An Accessibility Checklist (**Annex 12**) has been developed to evaluate planning and policy proposals. This will be used to promote good access to health care facilities as well as leisure and fresh food outlets.
- 22 Building healthier communities will be achieved through partnership working with Darlington Primary Care Trust and other organisations. The Council and the County Durham and Darlington Acute Hospitals NHS Trust are jointly funding a travel coordinator post at the Memorial Hospital to implement the Hospital's travel plan and address other transport and access issues for staff, patients and visitors. Improved access to the local hospitals and the implications of developments in health care service delivery will be discussed at the County Durham and Darlington Transport for Health Partnership.
- 23 A Health Impact Assessment was undertaken on the Provisional Local Transport Plan. The main conclusions of the screening exercise were as follows:
- Overall the majority of the proposals were judged to have a beneficial impact on the health of local people.
 - The majority of proposals would contribute to a reduction in health inequalities, if applied in a targeted way.
 - Access to health services and impact on health policy were split between having a positive impact on access to health services and 'unlikely to have an effect' on access.
 - The emphasis on increasing the range of travel opportunities for people with disabilities was welcomed as a key element of increasing social inclusion and supporting people back to work.
 - Much will depend on *how* a policy is implemented. If this is done in a population based way, with no account taken of issues such as who would benefit most, then the result will be that, whilst the overall health of the population may increase, the gap in inequalities will grow.
- 24 Following the analysis of the results, a further meeting then identified some key themes and made recommendations on subjects that could be taken forward to the scoping stage. They were:
- Investigate the link between implementing area-wide 20mph speed limits and potential impact on increasing numbers of people walking and cycling in such areas.
 - Impact of a targeted approach to implementing area-wide workplace travel plans with specific reference to links to helping people back into work.
- 25 Transport measures that will have a positive impact on Healthier Communities:
- **School travel plans and Healthy Schools Initiative (led by Children's Services, Darlington Borough Council)**
 - **Workplace travel plans and Healthy Workplace Initiative (led by Darlington Primary Care Trust)**

- **Support the strategies to promote 'active travel' through the ongoing development of walking and cycling routes, cycle parking, and walking and cycling events.**
- **Work with the PCT and Acute Trust on plans for land use and service delivery, in particular to ensure that residents can access services.**
- **Work with health sector partners in the development and implementation of actions to improve accessibility to health service facilities locally and regionally.**
- **Develop and implement a Travel Safety Strategy that reduces the levels of accidents on our transport network and thus reduce costs for the NHS. In particular through cycle training, local safety schemes, 20mph zones, education and promotion and enforcement in partnership with the Police.**
- **Assist the health sector in developing and implementing their travel plans.**

Sustainable and Prosperous Communities

- 26 Darlington has been successful in attracting new companies to the region and has growing expertise in the logistics, warehousing and distribution sector, high value-added service sector industries as well as mixed use developments providing sustainable communities, combining residential developments with offices, schools, retail, health and leisure.
- 27 Transport has a key role to play, recognised in the regeneration strategy as 'accessibility'. Darlington is easily accessible by road, rail and air and the town is compact, so potentially enabling the majority of trips within the Borough to be made on foot, by bike or by public transport.
- 28 The Local Transport Plan needs to ensure that access to the Borough from surrounding areas remains good. This includes the construction of the Darlington Eastern Transport Corridor, improvements to the A66(T), improved local rail access and improved bus services to key employment sites through the Tees Valley Bus Network Review. Access from the rural communities in the Borough to employment and training opportunities also needs to be considered.
- 29 Developments in the Borough also need to be sustainable and accessibility planning must be used to ensure that sustainable travel to the site is a priority. There are close links between the Local Transport Plan and the core strategy of the Local Development Framework, to promote sustainable development.
- 30 Transport also has a role in delivering the Tourism Strategy. Two of the National Cycle Network Routes are planned to cross the Borough and these provide excellent opportunities to promote cycling as a tourist activity either for day visitors or those staying in the area for longer. Darlington is a Cycling Demonstration Town and this will encourage cyclists from out of the area to visit.
- 31 Darlington also needs to capitalise on the public transport links that can assist travellers to or from the Borough, in particular the Sky Express bus service that links the town centre to the main line rail station and the Airport.
- 32 Transport implications for Sustainable and Prosperous Communities are:-
- **Enabling economic regeneration through the A66(T) Tees Valley Gateway Study and implementation of the Darlington Eastern Transport Corridor.**
 - **Cycling, walking and public transport designed in to all new developments, through developer agreements covering both revenue and capital finance.**
 - **Supporting mixed use developments such as Central Park to reduce the need to travel.**
 - **Helping public transport improve access to jobs locally and outside the Borough, including links to the Tees Valley through the Tees Valley Bus Network Review.**
 - **Promoting sustainable tourism through the extension of the cycle and walking network.**

Quality of Public Spaces and Better Streetscapes

- 33 Darlington has already recognised the importance of its public spaces on the quality of life for people in Darlington and is developing an Open Spaces Strategy that recognises the importance of these spaces whether they be sports pitches, formal play areas or open countryside.
- 34 The Council has recruited an urban designer to champion design across the Borough. His role is to create places for people, a humane environment that facilitates social interaction, ease of movement and opportunity for all. He will be working with officers from across the authority and with partners and private companies to achieve well designed places, spaces and streets through the following means:
- Natural surveillance, use and population – attractive places are filled with people, which displaces and discourages anti-social behaviour.
 - Spiritual uplift and a sense of well-being – use of materials, planting and space helps to create an environment that engages and attracts.
 - Appropriate infrastructure – the use of lighting, CCTV, accessibility measures and signs allow for the understanding of, and the feeling of safety in, an environment.

- Protection of the heritage environment – retaining and building on the locally distinctive archetypes of the past creating a sense of identity and place, in particular concepts of streets, squares and boulevards.
- 35 These guiding principles are being applied in the Pedestrian Heart scheme, the pedestrianisation of the town centre, which is creating space that is attractive, safe, friendly and a focus for activity at the heart of the town.
- 36 A new approach to cycle infrastructure design is also being developed as part of the Cycling Demonstration Town project. Engineering design, materials, lighting, surveillance and signs are being considered, as well as recognising best practice from the UK and further afield. These designs will also take account of whole life costs to ensure that future maintenance costs are minimised.
- 37 Darlington has recognised the importance of making people feel safe whilst they are outside, especially during the hours of darkness. To this end the Authority has made major investments in a CCTV system in the town centre as well as cameras in car parks, on buses and, on a trial basis, at a few selected bus stops. Encouraging more people to walk and cycle will help to address the perceptions of safety and fear of crime, through “safety in numbers”.
- 38 It is also important to ensure that public spaces and highway land is cleaned and maintained. Litter, graffiti, overgrown vegetation, broken and damaged infrastructure (bins, bollards, paving slabs, bus shelters and so on) are always an issue raised by residents. Two major initiatives are already underway to tackle these problems:
- Street Scene is a Leading Edge project to re-engineer street cleansing and some elements of maintenance into area-based teams.
 - ‘Lets Get Cracking’ is an initiative to spend £2.5m on maintenance schemes of the Council’s own resources (through Prudential Borrowing), as prioritised from suggestions made by members of the public.
- 39 Transport measures that will have a positive impact on Quality of Public Spaces and Better Streetscapes:
- **Design of highway network and assets**
 - **Maintenance and cleansing**
 - **20mph zones and HomeZone guiding principles**
 - **Design guidance for cycling**
 - **Public transport infrastructure**
 - **Effective and innovative use of lighting**
 - **Reducing street clutter**
 - **Use of appropriate materials**
 - **Integration of pedestrians and cyclists**

Climate Change and Environmental Noise

- 40 Darlington’s Community Strategy makes clear reference to working towards sustainable development and specifically to combating climate change. Through signing the Darlington Climate Change Declaration, Darlington has committed to tackling the problems related to climate change and act locally to deliver and contribute to the UK Climate Change Programme. Much progress is already being made in Darlington in tackling this global issue at the local level, but much more remains to be done.
- 41 The vision that Darlington Partnership aims to fulfil through this strategy (and associated action plan) is:
- Darlington’s community will be protected from climate change.
- 42 This vision will be met, so far as it is within the power and ability of the Partnership, through the following objectives:
- Reducing the emission of gases that are causing climate change.
 - Ensuring that we adapt to the level of climate change that is already occurring.
 - Measuring the effectiveness of our actions and revising and developing further actions to ensure we continue to be effective.
 - Raising awareness throughout Darlington of the impacts of climate change and the measures available to reduce the impact of our daily activities on the environment.
- 43 Carbon emissions are the primary transport contributor to climate change, and whilst transport is not the biggest contributor, it is the fastest growing one, as levels of car ownership and car usage continue to grow. The impact of increased traffic also increases noise pollution (and indeed light pollution).
- 44 Darlington’s sustainable travel demonstration initiative encourages residents, and visitors to walk, cycle, use public transport or car share wherever possible when making a journey in and around Darlington. The project aims to reduce car driver trips by 10%. This would reduce the number of car trips by 11,000 trips per day or over 4 million car trips per year. This would help to reduce harmful transport emissions significantly.
- 45 During 2005 a fleet of more than 200 Darlington Council vehicles was switched to locally produced biodiesel fuel, in addition to several vehicles that already run on LPG. All of the Council’s diesel engines are now using biodiesel, which is a blend of mineral oil, ultra low sulphur diesel and plant oils. The fuel was first tried in February 2005 and proved such a success that it has now been extended to all of the Council’s diesel fleet. The fuel costs the same as diesel, but helps to reduce emissions of greenhouse gases and other pollutants. It also more cost effective and efficient as it produces more miles to the gallon.

46 At a local level air quality is not yet a serious issue, but if congestion continues to increase this may change. Air quality will continue to be monitored.

47 Levels of noise from transport are seen as a serious problem for about 10% of residents and a further 20% feel noise is a problem but not a serious issue.

48 Transport measures that will have a positive impact on Climate Change and Environmental Noise:

- **Reducing numbers of car trips by 10%.**
- **Increasing levels of cycling and walking.**
- **Low emission vehicles, including fleet vehicles, taxis and buses.**
- **Encouraging the use of Bio-fuels, especially in buses and Council vehicles.**
- **Maintaining traffic flow to reduce air quality hotspots, e.g. bus priority.**
- **Enforcement – encouraging switching off engines when waiting outside schools.**

Landscape and Biodiversity

49 In Darlington's core strategy preferred options paper for the Local Development Framework (our land use strategy), it is stated that 'there is a growing awareness and appreciation of the contribution the natural environment, including sub regionally important natural sites and landscape features, make to our quality of life and to our achieving sustainability.'

50 This recognition is leading to the protection and enhancement through the planning process, of diverse bio-diverse landscapes that provide public access to quality countryside on their doorsteps. Preserving and enhancing such sites, creating them when opportunities arise and establishing multi user green access routes to help link these sites, are principle tenets of the umbrella Open Spaces Strategy as well as central themes to the Draft Countryside Strategy and the Statement of Action of the Rights of Way Improvement Plan.

51 This policy has already led to the creation of over 150 hectares of new Community Woodland, 7 new Local Nature Reserves and several kilometres of new green transport links within the urban area.

52 Transport measures that will have a positive impact on Landscape and Biodiversity:

- **Green transport links, in particular as part of new developments**
- **Extension of the cycle and walking network to existing woodlands, which will reduce dependency on the car and the impact on the landscape**
- **The Darlington Eastern Transport Corridor, whilst being a major road scheme, is also creating a green corridor from Darlington eastwards to Stockton along the old line of the Stockton Darlington railway (National Route 14).**
- **A second crossing of the A66(T) is being planned with Sustrans and the Highways Agency to the south of the town for pedestrians and cycles, providing access to rural green space.**

Darlington – A 'Leading Edge' Authority

53 In addition to strategic approaches that involve external partners, the Council is continuing to develop its corporate planning process, through its "Leading Edge" programme that builds on its '4 Star' status in the Comprehensive Performance Assessment. This focuses on achieving more efficient services, increased value for money, effective procurement and excellent service performance. It takes account of the requirements coming out of the Gershon Review and is built around 16 projects that will identify ways of re-engineering and delivering services and using assets to achieve excellence and efficiency.

54 The Accessibility Checklist that has been developed (**Annex 12**) will be used in these Leading Edge projects to ensure that service delivery and land use is linked directly to how people will access services, with the support of the Corporate Management Team.

Corporate Priorities

- 55 The overall direction for Darlington set by the Community Strategy centres on strengthening the local economy and securing sustainable gains in prosperity, whilst ensuring that all residents can share in and enjoy that prosperity, and that the barriers to social inclusion are removed. Corporate strategies and plans support this vision. The Corporate Planning Network¹ have helped develop the Second Local Transport Plan ensuring that the transport implications of Council plans and policies are understood and vice versa.
- 56 The Corporate Objectives set out in the Corporate and Best Value Performance Plan and their transport implications are in **Table 3.1**.
- 57 As described in **Chapter 2**, paragraph 38, the accessibility checklist is being used in forthcoming corporate decision making.

Table 3.1 Corporate Objectives and their transport implications

| Objective | Description | Transport implications |
|--|---|--|
| Shaping a better Darlington | Each service/strategy must identify how it specifically contributes to the Community Strategy. | Deliver outcomes that support the Community Strategy goals. |
| Providing excellent services | Each service/strategy needs to identify how it can become/remain excellent. | Set targets that are stretching but realistic. |
| Putting the customer first | Each service/strategy needs to be clear on who its customers are, what the service looks like to them and how excellent customer satisfaction can be achieved/maintained. | Use ongoing consultation with key user groups and stakeholders to ensure that services and schemes meet customer needs. |
| Ensuring access for all | All services/strategies need to be able to demonstrate that they are working to reduce inequality gaps. | Use accessibility planning and the results of the health impact assessment to improve access, in particular for those in most need. |
| Enhancing our capacity to improve | Each service/strategy must ensure that it is being delivered with appropriate standards of financial management, human resource management etc. | Use the performance management framework and budget optimisation software (part of the Transport Asset Management Plan) for financial management, performance analysis and review. |

¹ The Corporate Planning Network is an officer group co-ordinating strategic business planning across all aspects of the Council.

Corporate issues - Land Use

58 The Local Development Framework is under development to deliver the Draft Regional Spatial Strategy locally (chapter 1). The vision of its core strategy can be summarised as follows:

- Darlington will continue to be the physical and economic gateway to North East England;
- Population growth will be accommodated on unused and underused land and buildings in the existing urban area;
- Darlington will continue to develop its own unique identity deriving from the quality of its historic, open space and environmental resources and the design and sustainability of new developments;
- The rural environment will be protected from major development and accessible green space will be created on the urban fringe; and
- Darlington will be a place where sustainable development happens.

59 The spatial approach for Darlington is to develop sites that consolidate the existing urban area, although some edge of town development is inevitable in order to achieve wider objectives.

60 The land use implications of the economic regeneration strategy described below will form a major part of the Local Development Framework. These include major new employment sites at Faverdale, Morton Palms, Morton Park, Central Park and the Town Centre. All these sites have different accessibility issues, which will need to be addressed through this Plan

61 The role for the Local Transport Plan in delivering the Local Development Framework and vice versa is to:

- **Ensure that accessibility is a key criterion when considering land use decisions through the accessibility checklist, in order to maintain or improve access to key services and encourage travel by sustainable transport.**
- **Place an emphasis on the transport requirements of new developments in all stages of the planning process, for example being part of the masterplanning process for Central Park**
- **Design in safety and security through the provision of high quality walking, cycling and public transport links. The town centre Commercial Street development will incorporate these design issues, building upon those applied in the Pedestrian Heart scheme;**

- **Consider all sustainable travel modes in the development of site proposals, in order to minimise the detrimental impact of traffic levels on the environment and economy. Again, Central Park is a prime example, being adjacent to two Corridors of Certainty and Darlington Railway Station.**
- **All new developments incorporate good design and are well connected to their surroundings.**
- **Maintain and enhance local neighbourhoods. The West Park development includes a countryside park with an integral cycle route, that have benefits for the adjacent neighbourhoods.**

Corporate issues - Housing

62 The Draft Regional Spatial Strategy indicates that 5,300 new dwellings should be provided in Darlington in the period 2004-2021. (The Council is currently challenging this figure). The existing dwelling commitments figure is 2,979. Almost all new development in the next five years will be on previously developed land within the urban area on sites with good accessibility by all modes to local facilities and employment (84% in 2004/05). The agreed strategy for the new Local Development Framework will not allocate any greenfield nor edge of urban area sites, so that new housing will increase the density of the urban area and help promote options for travel by sustainable modes.

63 The exception is the edge of town development at West Park, which is already under construction, but here there is a clear travel plan building in bus, walking and cycling options from the start and the site includes a primary school, pub, countryside park, shop and primary health care facility, reducing the need to travel.

64 The role for the Local Transport Plan (and Local Development Framework) in delivering these housing proposals is to:

- **Ensure that proposals for housing developments are considered with accessibility by all transport modes as a key requirement. Good links from developments to key destinations for access to health, food, employment and education must be maintained or improved, in particular for those without a car;**
- **Residential areas should be designed to a high quality specification and this must include a high quality streetscape. Attention to safety and security is paramount in particular to encourage walking and cycling. These principles have been applied at West Park.**

- **Walking and cycling routes within new housing developments must link to planned or existing networks and provide links to key destinations. New developments should not create severance for existing residents, as this impairs access to key destinations. An example is the residential development of the existing Mowden Rugby Club, that will see improvements to the cycle network on the urban rural fringe.**
- **Travel plans for residential developments will be developed, in line with national best practice. We have just requested such a travel plan, as part of a pre-application planning inquiry for a redevelopment of an office site on Brinkburn Road.**
- **Support developers who wish to develop no car or reduced parking standards on housing developments in areas that are very accessible by other modes of transport. Such a development has already occurred at the junction of Coniscliffe Road and West Street on the edge of the town centre.**

Corporate issues - Employment and Regeneration

65 Regeneration and the creation of jobs is a key issue for the Tees Valley authorities and this is tackled in Darlington through the Economic Regeneration Strategy and its subordinate Darlington Gateway Development Framework. This strategy is now being implemented with some key sites being completed and marketed. In addition economic deprivation is being tackled through programmes to support people into employment.

66 A new study is underway into how the Darlington Gateway Development Framework can be taken forward to facilitate sustainable economic growth. The study will provide detailed analysis of opportunities available to Darlington both now and in the future, and identify a strategy and action plan for maximising them through both physical and non-physical support. The purpose of the study will be to provide the Council with the appropriate evidence base and strategic justification to prioritise and implement major regeneration projects over the next five to ten years.

67 Darlington Council is working with partners to invest in the infrastructure required to attract high quality, well-paid jobs to Darlington to counter the low-wage local economy; reduce the unemployment gap between the most prosperous and the most deprived wards; and enhance the competitiveness and attraction of the town centre.

- A substantial new shopping development is planned for the town centre, together with the Pedestrian Heart improvements. These will create additional employment opportunities in construction and retailing as well as enhance the vitality of the town centre, key to the continuing success of Darlington to attract major

employers to the Borough.

- Major office development is taking place at two locations. The first, at Morton Palms on the edge of the urban area near the A66(T) and adjacent to other large employers in the service and manufacturing sectors, already has its first tenant. The second is at Central Park near the rail station and the town centre and is part of a major mixed use development that includes Darlington College which will open at its new site in September 2006.
- New industrial and warehousing development is taking place at Faverdale to take advantage of sites near the A1(M). Argos has recently opened its northern distribution centre on this site and will eventually employ 700 people.
- A substantial increase in flights from Durham Tees Valley Airport, and potential new business park development, will increase travel to the Airport.

68 Major employment opportunities are being proposed in neighbouring areas, that will potentially attract more people from Darlington to travel outside of the Borough for work, and alter the pattern of such trips. Development proposals such as the Stockton-Middlesbrough Initiative will add to existing work flows, where currently about 33% of outbound trips are to the Teesside conurbation (2001 census). These changes will present opportunities to improve inter-urban bus and rail services to help all Darlington residents access these employment opportunities and this is being addressed through partnership with the Tees Valley authorities. One of the objectives of the A66(T) Tees Valley Gateway Study is to improve access to Darlington and to the rest of the Tees Valley by the dualling of this road. The importance of achieving this output has been recognised by the Interim Regional Transport Board in its recommendations to Government in 2006.

69 The role for the Local Transport Plan in delivering these employment and regeneration proposals is to:

- **Work with the Tees Valley local authorities on the bus network review to ensure that key development sites outside of the Borough are accessible by those who do not have a car and that key development sites in Darlington are accessible by public transport from outside the Borough (including County Durham and North Yorkshire). This review should also include rail travel.**
- **Work with the Highways Agency to ensure that the A66(T) and A1(M) corridors develop in line with regeneration strategies for the region. In addition work with the Highways Agency to reduce the severance that the A66(T) creates in particular with villages to the south and east of the town.**

- **Build the proposed Darlington Eastern Transport Corridor to help to regenerate Darlington through the opening up of additional development land. It would also reduce traffic congestion in other key development areas on Yarm Road and remove heavy traffic from Haughton Green. Consequential bus priority measures on both the new and adjacent roads would also improve bus journeys for those travelling into Darlington from the east (Tees Valley).**
- **Use travel plans to ensure that all travel options are considered and greater provision is made for those travelling by more sustainable modes. Improving access to employment assists with recruitment and retention. Darlington is a Cycling Demonstration Town and will be working directly with employers through travel plans and indirectly with employers through joint working with the Primary Care Trust on their Healthy Workforce Strategy to increase levels of cycling.**
- **Support Durham Tees Valley Airport in its expansion plans and work with them to seek improvements to strategic road and rail networks.**
- **Support the tourism strategy in particular through the development of cycling routes in rural areas in partnership with Sustrans and improvements to North Road Rail Station to support the further development of the Darlington Railway Museum and rail heritage and the embryonic Community Rail Partnership.**
- **Support the Countryside Strategy to ensure that as green space is developed it is accessible.**
- **In order to maintain the vitality of the town centre short stay car parking must be available and managed to ensure that the use of spaces is maximised.**
- **The town centre should be accessible by all modes and safe routes should be developed for those walking and cycling or arriving by bus. The needs of disabled people must be considered.**
- **Promote sites adjacent to the A1(M) and A66(T) to ensure freight traffic will be able to access sites easily without having a negative impact on local residents.**

Corporate issues - Adult Services

- 70 The Government's Green Paper 'Independence, Wellbeing and Choice' sets out the vision for the future of social care for adults in England. The aim is to have person centred care, promoting independence and choice for older people and maintaining vulnerable people in their own communities.
- 71 In Darlington this is being formalised through an integration of services between the Primary Care Trust and the Council, with the emphasis on wellbeing, not just health and welfare. The extension of direct payments and increased choice will see more people manage their own care packages, including managing their own transport arrangements.
- 72 A rationalisation of learning disability day services is also underway. The change will see services being delivered from small units across the town, rather than from one large central site. People will have to travel to different places for different activities.
- 73 There are also moves to ensure more older people are able to stay in their own homes. New low level preventative services are to be developed to support this, such as befriending schemes in local communities. Extra Care schemes (very sheltered housing) are being developed at 3 sites to offer additional support.
- 74 The role for the Local Transport Plan in delivering these adult services proposals is to:
- **Improved access to public transport and facilities, including accessible taxis, low floor buses and pedestrian improvements.**
 - **Provide bus services to Extra Care schemes at Dalkeith House, Tees Grange Avenue; Oban Court, Whinfield and Rosemary Court, Fenby Avenue.**
 - **Support the movement of people throughout the day, in smaller accessible vehicles.**
 - **Encourage door to door care for in-house transport provision.**
 - **Help ensure that the assessment and management of care packages encourage independence and greater use of public transport.**

Corporate issues - Children's Services

- 75 Significant re-organisation is taking place in how services are delivered to children and young people. A new Children's Services directorate came into existence in April 2005, bringing together education, children's social services and primary care. This new focus on young people will be supported by the Local Area Agreement 'Young People – Our Future' in April 2006.
- 76 The Children and Young People's Plan, is currently under development and will be implemented in April 2006. It is based around the 5 themes of 'Every Child Matters' and the role of transport is being considered in terms of being healthy, staying safe, achieving economic well-being and enjoying and achieving.
- 77 A Youth Strategy is also being developed, specifically to address young peoples' access to leisure services, a key issue identified by consultation. Raising educational attainment is a key driver of the Community Strategy but there is recognition that children and young people have a huge role to play outside their schools in their local communities. Improving access to sport, leisure, arts, health services, training and employment are all key to ensure that children and young people can fulfil their potential.
- 78 The many factors being addressed in order to raise educational attainment and narrow the attainment gap include major investment in new educational buildings, and the re-organisation of schools into clusters to strengthen the linkages between schools and the communities they serve. One such example is the combination of Beaumont Hill Special School, Springfield Primary School and Haughton Comprehensive School into an Education Village, offering primary, secondary and special needs education on one site.
- 79 The Village, which opened in Spring 2006, is the first of its type in the UK and will have a marked effect on local travel behaviour, not patterns. This is because only one of the schools, Beaumont Hill, is moving a significant distance and the majority of these pupils arrive by bus. We expect behaviour to change as pupils take advantage of new and improved facilities for walking and cycling.
- 80 There are plans to introduce extended schools, with secondary schools acting as hubs in each quadrant of the town, opening from 8.00am until midnight. This will have significant issues for accessibility. There are also initial discussions around how the 14-19 vocational curriculum can be delivered and the impact of schools working in clusters.
- 81 Darlington College is moving to Central Park, to the east of the town centre from its current location. As a major attractor of trips, the College has a significant effect on travel patterns in the Borough. In preparation for its move, the College is developing a travel plan, which the Council is assisting through this Plan by the financial support for a new pedestrian and cycle bridge over the East Coast Main Line adjacent to the site. We are also improving Haughton Road for pedestrians and cyclists, in partnership with Cycling England. The other major provider of further education, Queen Elizabeth Sixth Form is also embarking on the process of developing a travel plan to address accessibility issues.
- 82 The role for the Local Transport Plan and Children's Services Strategies in delivering these children's services proposals is to:
- **Ensure that decisions about land use and service delivery consider accessibility for children and young people in particular the availability and cost of bus services.**
 - **Continue to develop Safe Routes to school in partnership with schools and the Police.**
 - **Continue to roll out the travel plan strategy to all schools and colleges.**
 - **Establish a Youth Cycle Forum to ensure that young people have a direct involvement in the development of the cycle network.**
 - **Continue to monitor road safety targets and possible links to child deprivation to ensure that resources are carefully targeted to reduce casualties.**

The Education Village



Corporate issue - Social Inclusion and Neighbourhood Renewal

- 83 Social inclusion is a key goal of much of Darlington Partnership's work, but the focus is a shared Social Inclusion Strategy that aims to narrow the inequalities gap, build community confidence and improve access to services for 12 groups of people specifically at risk of deprivation, discrimination and disadvantage.
- 84 Community partnerships have been created in each of the 11 most deprived wards. The Neighbourhood Renewal Strategy provides a focus for the Council and others to work with the partnerships to tackle the combinations of factors – economic, social and environmental – that lead to deprivation.
- 85 The role for the Local Transport Plan in delivering social inclusion is to:
- **Through the Council's close relationship with Darlington Association on Disability and other partners, ensure that people with physical and sensory impairments can travel to select destinations safely and conveniently on foot or by wheelchair.**
 - **Ensure that information about access opportunities for people with various disabilities are well publicised, both for their benefit and for the benefit of businesses and service providers.**
 - **Work with bus operators and other partners to provide public transport (or other forms of transport, such as community transport or taxis) for older people, young people, those in the targeted deprived wards and other groups with economic disadvantage, at times, on routes and at a cost to meet specific needs to access services, shopping, work and leisure.**
 - **Promote and invest in all available transport modes including cycling, walking and public transport to ensure that choices are available to all people, in particular those who do not have access to a car.**

Corporate issue – Crime and Disorder

- 86 We are committed to improving local people's quality of life through action to tackle crime and disorder issues. The Darlington Community Safety Partnership, of which Darlington Borough Council is a key partner, has set a number of key priorities for 2005-2008, set in response to audit findings, involvement of the community and Government's Public Service Agreements.
- 87 Crime levels have increased between 2001 and 2004. Residents stated that anti-social behaviour gives them most cause for concern (21% of respondents) followed by
- house burglary and neighbourhood nuisance. Vehicle crime and litter/graffiti both scored 10%.
- 88 There are a number of objectives and targets that are directly relevant to this Plan. In particular reducing vehicle crime and the theft of pedal cycles. The Council has invested a great of funding in the town centre CCTV network and Park Mark status for all main car parks, which has successfully reduced car crime in these areas. The numbers of pedal cycles being stolen is increasing. This will be addressed as part of the Cycling Strategy through the provision of more secure cycle parking and a joint approach with the Police on education. Safe legal cycling will also be promoted in conjunction with the Cycle Forum.
- 89 Another key objective is 'to reduce the level of anti-social behaviour and criminal damage in Darlington'. This type of behaviour dissuades people from leaving their homes, particularly in the evening, especially for walking, cycling or public transport trips. This has a direct impact on whether people choose to make journeys and may reduce people's ability to access services or opportunities for education or leisure. By addressing anti-social behaviour and addressing safety concerns through initiatives such as CCTV on buses, improved lighting and better designed public spaces, the numbers of people walking and cycling will increase creating 'safety in numbers'.
- 90 Motorcyclists riding dangerously and causing nuisance also generate a great deal of complaint. This is a particular issue when motorcycles are ridden in parks and open spaces as it deters other users from enjoying the facilities. A joint approach between the Police and Council wardens working with local residents is tackling this issue through high profile education and enforcement.



91 The role for the Local Transport Plan in tackling Crime and Disorder is:

- **With the introduction of decriminalised parking enforcement, the Council will adopt a new management approach to the issue of obstructive car parking that breaches parking regulations.**
- **Through the travel safety strategy, the Local Transport Plan will address both actual safety and perceived fear of crime. This will continue the work carried out to date, such as the fitting of CCTV cameras to local buses.**
- **Interventions through the Plan will be audited to ensure that their design does not encourage or facilitate criminal or disorderly behaviour. We plan to use the services of the Urban Design Officer in achieving this action.**
- **We will continue to work with particular groups over issues directly relevant to them. For example, we will continue to work with the Darlington Cycle Forum to encourage good practice by cyclists.**

The First Local Transport Plan

92 Darlington's first Local Transport Plan published in 2001, was an extensive document that laid the framework for the next five years of transport improvements in Darlington. It was assessed as "above average" in terms of its vision and associated objectives. It contributed to our success in winning Sustainable Travel Demonstration Town status in 2004 and Cycling Demonstration Town in 2005.

Performance

93 Although delivery of the first Local Transport Plan is not yet complete, evidence collected through the monitoring process shows that the Council has achieved its targets on several core indicators. For example, road condition values have moved from the bottom to the top quartile through concerted investment and focus. Equally, user satisfaction with local bus services continues to improve, as does road safety (which is already at a high level). The most significant target not achieved is the Best Value Performance Indicator on bus patronage, which has declined against a planned increase. (see **Table 3.2**)

94 Whilst the actions undertaken to date have achieved much, three issues remain of importance in addition to bus patronage; traffic congestion, road safety and management of parking supply. Although, traffic congestion is not as severe as in other places nationwide, 97% of local people thought that it had worsened in recent years.

95 Increasing traffic levels in Darlington are a reflection of a perceived lack of realistic alternatives, despite the performance of existing demand management measures. Given the views of local people, it is clear that more needs to be done to promote travel choice and improve network capacity by all modes; to ensure that local people understand the realities of the alternatives, whilst continuing with the clear demand management measures already in place under the Strategy.

96 Road safety is still an issue, despite the good progress made (the number of all accidents being 7% ahead of target and child fatal/serious accidents being 37% ahead of target). This is to be more of a perceived issue, with local people perceiving a different situation to that which actually applies – 53% thought that there was a relatively high risk for pedestrians for instance, and 82% thought that there was a high risk of a traffic accident when cycling.

97 Surveys of town centre businesses show how important they believe car parking supply is to the prosperity of the town centre, particularly with regard to the large number of shoppers coming into the town from the surrounding area.

98 The supply of parking spaces is therefore an important issue, particularly around key destinations in the town centre and at locations such as the main railway station. This is a reflection of conflict between the needs of local residents and other road users; for example at Darlington Railway Station where a 7% increase in rail patronage in 2005 over the previous year (4.5% growth since 2001) has brought with it more demand for car parking near the Station, which has had some impact on neighbouring residential areas. Such an issue about overspill parking is also associated with the town centre and has contributed to the need for a study (now in progress) to assess the effects of Darlington's first Residents Parking Zones. Residents' Parking is now increasingly being coupled with the issues surrounding Decriminalised Parking Enforcement (DPE), whereby the Council assumes responsibility for enforcing parking restrictions on road from the Police. We intend to apply for DPE powers in 2006 for implementation in 2007.

What Went Less Well?

99 There is recognition that not everything went well during the delivery of the First Local Transport Plan, in particular on delivery during the first 3 years of the Plan, for example:

- Delivery of complex schemes, in particular the Corridors of Certainty strategy, was slow.
- Consultation on major schemes was limited to those directly affected, rather than opening up consultation to a wider public who would also benefit from the scheme.

Table 3.2 - Core indicators

| Core Target | Achievement | Comment |
|-------------------------------|-------------|--|
| Road condition | Yes | From bottom quartile to top quartile through concerted investment and focus of resources. |
| No. of bus passenger journeys | No | Patronage continues to decline, albeit from a high level, despite investment from Council. Need for focus on smart travel choice measures. |
| Bus satisfaction | Yes | Continues to improve, with low fares and frequent bus services on most routes. |
| Cycling trips | Yes | Numbers of cycling trips recorded at a town centre cordon have risen slightly. |
| KSIs all | Yes | Focus on road safety -engineering, education and enforcement |
| KSIs children | Yes | Focus on road safety -engineering, education and enforcement |
| Rural access to bus service | Yes | Maintained through supported bus services. |

- There were unforeseen cost increases on some schemes, in particular when schemes were changed as a result of consultation.
- Revenue and capital spends were not integrated in all cases.
- Budget allocated across almost 20 strategies meant that too many schemes and initiatives were planned with insufficient overall budget. More focus and linkage between budgets
- Perceptions about transport and travel options were not addressed despite physical improvements to the transport network.

100 These weaknesses were addressed during 2004, in particular issues around staffing levels, programme control and monitoring. The Audit Commission inspected Transport Services in September 2004 and judged the service to be 'fair' with 'excellent prospects for improvement'.

101 As previously described in **Chapter 2**, bus patronage followed the national trends by declining, albeit to a level still double the national average (to 10% trips locally). This decline was despite significant investments in new infrastructure during the lifetime of the first Plan and reflects both increasing car ownership (thus use) and a poor perception of buses by non-users as a means of travel. It also reflects the increasing numbers of potential concessionary fare passholders who have a choice of travel modes, including a private car. In some ways, this output was the worst performing indicator in the first local transport plan and the most intractable to make positive progress upon.

102 We have planned, and already are starting to deliver, a series of co-ordinated improvements to tackle the implications of this trend; both in terms of increasing traffic levels, quality of life and accessibility. These

interventions are jointly funded from Local Transport Plan, Council and sustainable travel demonstration town sources. As outlined in later chapters, we believe that this mix of marketing (Town on the Move), physical improvements (to both bus and street environment) and operational support (concessionary fares and supported bus services) will contribute to stabilise the decline in trips and eventually encourage more use.

Lessons Learnt

103 The success of the first Local Transport Plan has come from:

- the use of programme control techniques to keep projects on time and within budget;
- consistent and rigorous attention to detail, from all involved; and
- good quality communication of the issues involved with partners and the public, so avoiding where possible, unrealistic expectations.

104 We plan to improve delivery of transport schemes further by:

- On major schemes, the consultation process is covering a wide constituency, since the schemes have a Borough wide impact, not just in the immediate area of the scheme itself. This consultation will not revisit the strategies and policies of the Local Transport Plan; rather it will address the detail.
- Clear policy briefs are being produced for each scheme, outlining the policy reasons and requirements for the scheme and detailing clear lines of responsibility both for delivery and evaluation.

- We are working to consolidate formal relationships with some partner organisations, especially local bus operators. This is helping create a situation where the efforts of both parties are coordinated and therefore generate greater benefits than would have otherwise been the case. The development of a Quality Bus Partnership at the time of writing is seen as a key step in ensuring that coherent use is made of joint resources in order to maximize the benefits and achieve higher bus use.
- In addition to safety audits undertaken on highway schemes, cycle audits will also take place, in line with our status as Cycling Demonstration Town.
- Active management of data and budget optimisation techniques for maintenance schemes to ensure that condition targets are met and value for money is achieved.
- Targeting additional funding for maintenance and improvements in areas that are requested by the general public through schemes such as 'Lets Get Cracking', £2.5m of additional funding over 2 years.
- The introduction of StreetScene, a realignment of some Highways activities with Community Services on geographic areas to promote improvements to the local environment and greater community involvement.

105 A number of successful bids for additional funding from the Department of Transport have been made during the First Local Transport Plan such as Rural Bus Challenge; Urban Bus Challenge; Sustrans Links to Schools Programme; Homezone Challenge; Sustainable Travel Demonstration Town and Cycling Demonstration Town. These mostly display the delivery characteristics that typify the successful implementation of infrastructure schemes. We are conscious of the difficulty that these types of investment are relatively short term and that some travel habits, such as more bus use, take a longer period of sustained investment to achieve the desired outcomes. One example of this is our proposal in **Chapter 4**, to continue the funding of successful sustainable travel demonstration town initiatives after 2009.

Implications from LTP1

106 It is therefore important that the Second Local Transport Plan:

- **Delivers schemes that tackle traffic congestion, by all methods.**
- **Continues to fund actions that further improve the area's good road safety record.**
- **Makes good progress on providing physical and smarter travel choice measures to help bus passengers, recognising that it will take sustained investment to alter existing trends in patronage.**
- **Continues to participate in the provision of solutions to issues surrounding parking supply for town centre users, residents' and users of facilities such as the Railway Station.**
- **Uses all available evidence and data for programme design and delivery.**
- **Is delivered via an effective programme control process that continually reviews and where necessary improves our delivery procedures, and continues to ensure that schemes are realistic and contribute to achieving outcome objectives.**

Summary

107 In summary, therefore, the key transport issues arising from this overview of the broad vision for Darlington, and the way in which it is being translated into physical and service development, include:

- **Inclusion of transport initiatives and targets in the Local Area Agreement and the ongoing development of the Accessibility Checklist for policy development and service delivery.**
- **Reducing road traffic congestion, improving actual and perceived road safety (particularly for pedestrians and cyclists), maintaining or preferably improving accessibility for specific groups and purposes, and managing transport networks and car parking to support the economy are key challenges for the Plan.**
- **Darlington residents would like to see emphasis placed upon improving infrastructure for the three sustainable travel modes (walking, cycling and bus), as well as improving the effectiveness of the existing network.**
- **The outcomes achieved through Darlington's first Local Transport Plan provide a strong base from which to build, but more work is required on encouraging bus use as detailed in the proposed programme for the Second Local Transport Plan.**
- **Darlington's Excellent record of partnership working and integrated planning, together with the Council's Leading Edge approaches to procurement will ensure that transport objectives are integrated into and achieved through other service planning – and that transport planning helps to achieve other, broader objectives.**
- **A Town on The Move, the national Sustainable Travel Town demonstration project enables Darlington to implement a wide range of solutions to transport problems in an integrated way, with a better prospect of achieving outcomes through best value-for-money approaches. This initiative is complemented by our Cycling Demonstration Town status.**
- **The Plan will aim to maximise the positive impacts of transport on the Quality of Life.**



CHAPTER 4:

Strategic Choices

Summary

Chapters 1,2 and 3 detail the national, regional and local context to Darlington's Second Local Transport Plan.

This chapter takes that information and sets out the strategic choices to be made by this Plan in delivering the Council's Transport Strategy.

The first part of the chapter reminds the reader of the key issues facing Darlington and the context within which the Council must deliver its services: the shared priorities agreed by national and local government, the Tees Valley sub-region's issues and local priorities detailed in the Community Strategy.

From this we generate six transport objectives and outline a series of key choices for the delivery of the second Local Transport Plan. The strategic options for this Plan are assessed using an approach based on the New Approaches to Appraisal.

These will help determine the appropriate delivery programme, to be set out in Chapter 6. Targets for the outcomes associated with the objectives are set in Chapter 7.

Key Messages

Through our Strategy for Transport we aim to:

- Support the economic regeneration of Darlington and make a positive contribution to Quality of Life – one of the Government's Shared Priorities.
- maintain, or preferably improve Darlington's high accessibility to services and opportunities by providing travel options so that all may participate in the life of their community.
- Tackle traffic congestion and its associated effects on local communities through a focus on sustainable travel choices, continuing to manage demand and, where appropriate, enhancing capacity thus contributing to residents' quality of life.
- Continue to tackle road safety and improve perceptions of safety.
- Deliver solutions to travel needs in partnership with local people, businesses and other providers.

The analysis of strategic choices for this Plan shows that to deliver quality of life:

- Accessibility to local and facilities in surrounding areas should be the focus of what is being delivered through the Plan.
- Traffic congestion should be tackled through the provision of alternatives to the car, as well as continuing with those demand management measures already in place under a process of continual review.
- The Town on the Move 'smarter travel choice' measures currently being implemented with Department for Transport funding be continued in years 4 & 5 of the Plan.
- The mix of schemes and initiatives delivered should realise the potential for encouraging more cycling and walking.

Strategy Response

National Priorities

1 In developing strategies and delivering services Darlington Borough Council will adhere to the shared priorities that Government agreed with the Local Government Association in 2002. The Shared Priorities are:

- raising standards across our schools;
- improving the quality of life of children, young people, families at risk and older people;
- promoting healthier communities by targeting key local services, such as health and housing;
- creating safer and stronger communities;
- transforming our local environment;
- promoting the economic vitality of localities; and
- meeting local transport needs more effectively.

2 The transport shared priority, which also contributes to the others, has a number of elements as follows:

- reducing problems of traffic congestion;
- improving access to jobs and services, particularly for those most in need, in ways that are sustainable;
- improving road safety;
- improving air quality; and linked to these
- improving the local quality of life.

Tees Valley issues

3 As identified in **Chapter 1**, the Tees Valley sub-region is lagging far behind the national average in terms of the key indicators underpinning the Shared Priorities. In summary, transport investment can help remedy this situation by tackling traffic congestion, improving accessibility and making transport more sustainable both physically and socially.

4 The key implications for Darlington are:

- Darlington's role as a strategic public transport interchange linking County Durham and the Tees City Region and promoting bus and rail services as viable alternatives to the car through the Tees Valley Bus Network Review;
- Accessibility issues for those accessing training and employment opportunities across the Tees Valley, in particular in existing and new major development sites;
- Accessibility issues for access to health care that may arise as part of health service reorganisation and the Choose and Book initiative;

- Demand management measures must be appropriate to tackle congestion, both locally and sub-regionally, without having a negative impact on regeneration;
- Extending the cycle network, in particular National Cycle Network Routes 14 and 52, to support the tourism strategies across the Tees Valley;
- Continuing to work in partnership across the Tees Valley on key initiatives, including the development and implementation of the Network Management Plan, Transport Asset Management Plan, Demand Management Framework and sharing best practice on travel awareness, road safety, cycle infrastructure design and travel plans.

Local Transport Issues

- 5 The key local transport issues identified in **Chapter 2** (from the Community Strategy, those identified by local people, those resulting from current travel patterns and those deriving from the vision for 2011) can be summarised as:
- supporting the broad vision of the Community Strategy to improve quality of life in Darlington;
 - maintaining and improving where possible accessibility to services for all people, including those with mobility and sensory impairments and those in danger of social exclusion;
 - tackling traffic congestion by:
 - providing realistic travel alternatives to the private car; and
 - making the existing transport network more efficient by maximising its capacity for all, through removal of some delays through the Corridors of Certainty programme;
 - making the transport network safe and secure for all, including addressing perceptions of safety; and

- providing high quality information which helps people make informed travel choices.
- 6 Therefore, to address the common local issues and Government remit, the following vision has been developed for Darlington's Transport Strategy (2006–2030):
- to support the economic regeneration of, and quality of life in, Darlington;
 - to maintain and improve where possible, local peoples' accessibility to services and opportunities by providing travel options, so that all may participate in the life of their community;
 - to tackle traffic congestion and its associated effects on local communities through a focus on sustainable travel choices and where appropriate enhancing capacity or managing demand, thus contributing to residents' quality of life;
 - continue to tackle road safety and improve perceptions of safety; and
 - to deliver solutions to travel needs in partnership with local people, businesses and other providers.

(The full strategy document is **Annex 3**.)

- 7 The vision sets out to underpin the Community Strategy and related strategies delivering economic regeneration, quality of life and social inclusion. The achievement of the vision is to be realised through the following six strategy objectives, which provide the outworking of the national shared priorities in the Darlington context (**Table 4.1**). Each objective is linked back to the Community Strategy and is cross-referenced both by that and the elements of the Shared Priority for transport. The table also shows how the Tees Valley objectives have been built into the objectives for this Plan.
- 8 Targets for the outcomes associated with these objectives are set in **Chapter 7**.

Table 4.1 - Strategy Objectives

| Strategy Objective | Transport Shared Priority | Tees Valley Objective | Community Strategy | Corporate & Best Value Performance Plan |
|--|----------------------------------|---|--|--|
| A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | Accessibility Quality of Life | Objective 1 (deliver Tees Valley vision) Objective 5 (congestion) | Improving the local economy Enhancing the environment | Shaping a better Darlington Providing excellent services Enhancing our capacity to improve |
| B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need. | Accessibility | Objective 2 (accessibility) Objective 3 (bus use) Objective 4 (rail use) | Promoting inclusive communities Raising educational achievement Stimulating leisure activities Improving the local economy Improving health and well-being | Ensuring access for all Shaping a better Darlington |
| C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | Congestion Air Quality | Objective 1 (deliver Tees Valley vision) Objective 3 (bus use) Objective 4 (rail use) Objective 5 (congestion) | Develop an effective transport system | Shaping a better Darlington Ensuring access for all |
| D To improve travel safety and security for all by addressing the real and perceived risks. | Road Safety | | Promoting community safety | Putting the customer first Ensuring access for all |
| E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | Congestion Accessibility | Objective 3 (bus use) Objective 4 (rail use) | Promoting inclusive communities Developing an effective transport system | Putting the customer first Ensuring access for all |
| F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | Quality of life Accessibility | Objective 2 (accessibility) | Improving health and well-being | Shaping a better Darlington Ensuring access for all |

Second Local Transport Plan Key Strategic Choices

9 The Second Local Transport Plan is the delivery mechanism for the Transport Strategy in the years 2006 to 2011. It is therefore the co-ordinating focus of all monies used for transport investment by the Council, be they derived from Government, the Council or partners. In considering how to formulate the Plan to deliver this Strategy and the objectives in **Table 4.1** - in the light of the analysis in Chapters 1, 2 and 3 - **five key, strategic questions** on how transport investment should be made arose and have been considered with partners. These were:

- Should accessibility to local facilities be the focus of what is being delivered?
- Should traffic congestion be tackled solely through the provision of alternatives, or should there be additional measures to restrain car use over those already in place?
- Should the smarter travel choice measures currently being implemented with Department for Transport (DfT) funding also be implemented in years 4 & 5 of the Plan?
- Should the mix of schemes and initiatives delivered concentrate on trying to encourage more use of cycling than at present?
- Should public transport improvements be delivered locally or through a joint Tees Valley wide strategy?

10 The **strategic options**, which lie behind those questions, have been appraised as part of the Strategic Environmental Assessment process.

Choice 1: Should accessibility to local facilities be the focus of what is being delivered?

11 As outlined above, accessibility for all (including those with a mobility and sensory impairment) is one of the key cross-cutting issues facing Darlington and one raised by local people. Those that are unable to access key services, for whatever reason, are unable to take an active role in their community and can suffer disadvantage on many levels. This may result in lower levels of employment, lower educational or training attainment, and poorer health and wellbeing. This is therefore at odds with improving quality of life in Darlington. Whilst Darlington is a small Borough, with a good bus network and all key services being delivered within the urban area, there are still some minor accessibility issues, which may be very local in nature, but key to small groups of residents.

12 In Darlington, in the past, land use planning has not always had a strong connection to transport planning and vice versa. Yet, since most people travel to get to an activity, not because of the means of transport itself, land use is inextricably linked to transport provision. This connection between transport use and journey need is being made in more recent developments such as that at West Park, for example, where a housing development also includes retail facilities, a biodiversity park, a primary school and a pub to reduce the need to travel, as well as extensive footways and cycle paths directly linking to the cycle network and nearby bus stops to encourage sustainable travel. This same approach is being applied to Central Park, a major mixed-use development, ideally located to take advantage of local and mainline rail services, existing bus services and within walking distance of the town centre. In addition the design of the site and how it connects to existing residential and retail areas will ensure opportunities for walking and cycling to local facilities, including Darlington College.

13 An Accessibility Checklist, developed initially by the Transport for Health Partnership¹, has been adapted for use by land use planning and development control, to ensure that accessibility issues are considered in parallel to more traditional transport assessments. Details of the checklist are in the Accessibility Strategy in **Annex 12**. This Checklist is also being used corporately to aid with decisions within the Authority on how, where and when services are delivered, Leading Edge projects and corporate project methodology.

14 During the consultation for the Second Local Transport Plan improving accessibility to key services was deemed to be the most appropriate aim of the Plan. To reflect the fact that people travel to access facilities or activities, it is proposed to group schemes and initiatives in the Second Local Transport Plan in a co-ordinated manner, under an effective performance management regime, using six main reasons for travel:



¹ The County Durham and Darlington Transport for Health Partnership includes representatives from all Health Organisations across County Durham and Darlington as well as the two Local Transport Authorities.

- travelling to work;
- doing business in Darlington;
- going to School or College;
- shopping for food and goods;
- leisure and recreation; and
- access to Health services and caring for others.

15 Whilst access to local services is the focus for the Borough, and the majority of trips are within the Borough, there are wider accessibility issues, which involve trips to and from neighbouring areas. Chapter 1 describes the sub-regional context and the focus on regeneration and creation of employment opportunities across the Tees Valley. Darlington needs to ensure that its residents are able to access job opportunities, in particular at the new development sites, and that local employers are able to recruit employees both from the Borough, but also from further afield if necessary. In 2001 over 4,300 people travelled to the Tees Valley for employment and over 4,100 travelled into Darlington from the Tees Valley every day. This picture is repeated with travel to work journeys to County Durham (over 4,300 people from Darlington to County Durham and 7,400 into Darlington from County Durham). Darlington is therefore in a unique position of needing good accessibility by public and private transport both to the North and the East and will be involved in the major scheme public transport developments for both areas. (There are similar accessibility issues relating to acute health service provision in James Cook University Hospital in Middlesbrough, Darlington Memorial Hospital and Bishop Auckland General Hospital).

16 This delivery strategy means that accessibility is the bedrock of all actions taken in the Second Local Transport Plan due to the consideration of the reason for travel. This is a change from the practice in the First Local Transport Plan which was primarily focused on types of transport (bus, car, rail etc). This change in approach is recommended as being more effective in delivering the outcomes that Government, the Council and the general public want from transport over the next five years. It will necessitate partnership working, using the strong Darlington Partnership structure described in **Chapter 3**. The Partnership's Themed Groups will bring together representatives from health, education, employment, community and retail sectors to ensure that basic access needs are met. In addition, full use will be made of the existing Transport to Health Partnership where appropriate.

17 This approach is encapsulated in the Accessibility Strategy in **Annex 12**, which encompasses all other elements of

the Council's work that have a spatial implication for local people including land use planning, economic regeneration, social inclusion, neighbourhood renewal and provision of education facilities.

Choice 2: Should traffic congestion be tackled solely through the provision of alternatives, or should there be additional measures to restrain car use over those already in place?

18 In the research into local peoples' travel behaviours and opinions, the consensus of opinion was that traffic congestion should be primarily tackled through the provision of effective alternatives, such as public transport facilities, rather than through restricting the use of the private car. Most of the respondents favoured investment in bus services, cycling and walking. This said, significant majorities of respondents accept that decisions may have to be made that disadvantage the user of a private car. (See consultation in **Annex 1**)

19 Government guidance for the Second Local Transport Plan indicates that it will take a close interest in each plan's proposals to deal with traffic congestion, with an expectation that each plan will demonstrate that all aspects of how to deal with traffic congestion have been considered. The promotion of alternatives alone, rather than a mixture of those and existing demand management measures, is considered nationally not to be sufficient to achieve the outcomes set by the objectives. In consequence, the Darlington approach sets out a suite of demand management measures that are consistent both with national and sub-regional guidance, yet are appropriate to the local context. The local economy, our regeneration aims and our desire to promote travel choice (as set out in **Chapters 1 & 2**), are the fundamental considerations behind our approach.

20 In the first Local Transport Plan, Corridors of Certainty were one of the key delivery processes for achieving outcomes. Despite detailed issues that have significantly delayed the delivery of this group of schemes, the principle behind Corridors of Certainty is valid today. This was to improve travel conditions for all users and residents along key radial routes through an integrated approach to the whole corridor, rather than the implementation of individual schemes. It is proposed to continue implementing this comprehensive approach in the Second Local Transport Plan, but to concentrate first on sections where congestion most needs tackling and on where facilities for other modes can most be improved, and further widen it to include accessibility issues in formulating specific schemes and initiatives.

- 21 The Council has recently commissioned a series of studies looking at how to improve facilities for pedestrians, cyclists and public transport passengers and how best to tackle traffic congestion.
- Capita Symonds Limited, the Council's consultancy term partner, has carried out phase 1 of a study into traffic congestion in Darlington. The initial finding is that most consultees believed that the Council had the right approach to traffic congestion by encouraging the use of alternatives, whilst tackling local "hotspots" in conjunction with management of car parking. A number of small low cost measures to alleviate congestion have been identified including lane discipline measures, parking control, bus priority, reallocation of road space, signal timing and on-street parking.
 - Phase 2 of the traffic congestion study will use an enhanced section of the Tees Valley Multi Modal Model to generate a tactical model of junction congestion using Paramics software. Additional work has been carried out to provide mode choice coefficients for park and ride, as a new mode for Darlington Borough. In modelling the transport network, to such a fine level of detail, we anticipate being able to make informed judgements about the precise effect of proposals brought forward by this Plan, including those measures identified in Phase 1 of the congestion study.
 - Living Streets have undertaken a series of Community Street audits looking at key local walking routes to the town centre and to the Cockerton district centre. Darlington Association on Disability have provided information on key accessible routes that exist or need to be provided.
 - Through a partnership involving Sustrans and our Tees Valley local authority partners, Cycle City Guides have recently completed a cycle audit looking at the whole of the highway network and identifying a range of short, medium and long-term improvement measures for cyclists. This work will also form the basis of the information required for an on line cycle journey planner and underpins the development of the cycle network.
 - Public transport punctuality surveys and journey runtime surveys are being completed to provide additional information on congestion points.
- 22 The Council will continue to ensure that the road network operates efficiently through meeting its new duties under the Transport Act, 2004. The Council's Traffic Manager role has the dedicated task of tackling day to day traffic congestion and delay by co-ordinating the activities of all those involved in, or affecting the, operation of the local road network under normal conditions and during exceptional circumstances such as public events or emergencies. In addition the Traffic Manager has a more strategic role in land use planning, road space reallocation and parking enforcement. (**Annex 19**).
- 23 The Council already has strong and appropriate demand management measures in place that manage the use of the private car, whilst protecting local quality of life. Behavioural travel research has shown that 44% of all local residents' car trips have no alternative, and it remains important that this Plan helps provide transport solutions for such trips, whilst helping those trips that can be made by alternative means. The Council supports the ethos of the **Tees Valley Demand Management Strategy** and has, as shown below, made substantive progress.
- 24 In summary, the Council:
- is managing car use to the town centre through careful management of supply;
 - is managing the use of car park spaces in the town centre, through the application of a tiered system of charges, both on and off street; at a level which contributes to demand management,
 - is implementing a ring of residents' parking zones in locations where conflict exists between competing needs;
 - is on course to introduce decriminalised parking enforcement throughout the Borough by 2007;
 - is re-allocating roadspace for use by buses at key congestion points, as part of the Corridors of Certainty;
 - is promoting the use of alternative means of transport where suitable, through information provision, signage and publicity; and
 - is improving the quality of alternative means of transport through investment in buses, security, bus stops, cycle routes or lanes, cycle parking and general improvements for pedestrians.
- 25 Historically, there have been fewer car parking spaces available in the town centre, than that permitted by current Government guidance. Planning Policy Guidance Note 13 (PPG13) implies that there could be 5,150 car park spaces within the inner ring road, compared to the actual supply of 2,397 off-road and 375 on-road short stay spaces. This has contributed to the reduction of traffic volumes approaching the town centre (down 6% from 22,788 base in 2003/04) – not a reduction in overall traffic volumes in the urban area. In accordance with the 2000 edition of the sub-regional demand management strategy, the Council will continue to carefully manage the supply of town centre parking, ensuring that its policy objectives are met including increasing the supply of short stay spaces in the town centre. In addition, more parking has been, and will be, provided for cycles and motorcycles.

- 26 Darlington, as one of the four regional/sub-regional centres in the **Regional Spatial Strategy**, has a wide catchment area; much of this area outwith the Borough to the south and west is more rural with fewer bus services, so car access to the centre is important to regional planning and economic aims. As a consequence, this Plan will explore the feasibility of a Park & Ride scheme to complement town centre parking provision and maintain the high proportion (currently 49%²) of town centre users who either walk, cycle or use the bus.
- 27 Car parking in the town centre is currently charged for; both on and off street. The standard short stay parking rate is 80p/hour with a premium rate applied to the Abbots' Yard car park, to reflect its prime location. Disabled parking is free in all car parks for up to 3 hours, (with charges applying in some locations after this time) reflecting the transport constraints of those who are eligible for a blue badge.
- 28 The level of charges applied are consistent with the larger centres in the sub-region (2005 values), and represent significant commitment to demand management by the Council. In terms of long stay parking, the standard day charge has doubled between 2000 and 2006 (£3.00) – again demonstrating the Council's ability to implement difficult decisions and its commitment to demand management.
- 29 In November 2004, charging was introduced for on-street short stay parking in and around the town centre, in line with off-street charges. This charging scheme is now enforced by the Council and has resulted in a substantial reduction in the number of vehicles exceeding the limited parking restrictions. Spaces are being utilised more efficiently, supporting local businesses and reducing circulating traffic. In a survey in June 2005 the percentage of vehicles overstaying the limited waiting areas had reduced by between 68% and 75% across the 4 areas surveyed compared to June 2004³.
- 30 Residents' Parking Zones have been introduced in five areas around the town centre, with a sixth scheduled for implementation in 2006. A review of these schemes, which help provide local residents' with opportunities to park is ongoing. This is especially important to local quality of life, especially where properties do not possess off street parking.
- 31 In an associated initiative, the Council is pursuing the introduction of decriminalised parking enforcement by 2007 (**Annex 17**). This intervention is seen as a vital part of the work to tackle traffic congestion and travel safety. This will provide a greater focus on enforcement of waiting restrictions, addressing quality of life issues, in particular for residents and vulnerable road users in particular pedestrians, cyclists and motorcyclists. The Traffic Manager will have a key role to play in ensuring that the decriminalised parking enforcement initiative supports the expeditious use of the network, assisting all road users and assisting local residents and businesses.
- 32 The Council has re-allocated roads space at key locations to bus lanes. In 2005/06, further bus lanes were implemented in Parkgate and Northgate approaching the inner ring road, whilst a third lane was designated at Stonebridge – an important junction on the ring road. Such work will be continued under the proposals laid out in this Plan. These bus lanes can also be used by cycles. Taxis will also be able to use bus only areas in the town centre, subject to a safety audit, on a trial basis. Road space is also being reallocated to cycle lanes as part of the ongoing development of the cycle network.
- 33 Darlington's unique status as a sustainable travel demonstration town and, in 2005, a Cycling demonstration town has allowed it to devote considerable resources to information and publicity promoting a cultural change by local people. For example, in 2006, 100% of all bus stops in the Borough have up to date stop specific travel information and separately maps showing the bus and cycle networks have been distributed to local households. This work is being complemented by the Individualised Travel Marketing Campaign, in which all households in the town will be contacted with an offer of information relevant to householders' individual needs. To date 11, 500 households have been contacted with approximately half requesting information about their travel options.
- 34 Given the needs of the economic regeneration strategy (increasing levels of employment, promoting business growth and attracting investment) it is considered that existing demand management techniques, some recently strengthened, are appropriate for the next five years' delivery of Darlington's proposed Transport Strategy. These measures include:
- selecting the most appropriate use of road space for all modes (as in Corridors of Certainty);
 - continuing to provide short stay town centre parking both on and off street, provide residents' parking zones and decriminalised parking enforcement;
 - charging prices appropriate to demand management and economic regeneration policies,

² Darlington Retail Study 2004

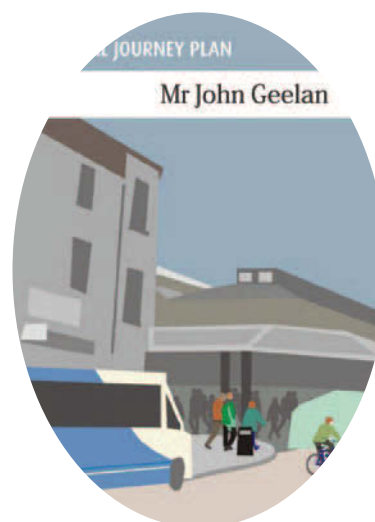
³ On street car parking surveys 2004 and 2005

- continuing to limit long stay car parking supply in the town centre to 2000 levels whilst examining the feasibility of Park & Ride;
 - continuing to provide better facilities for pedestrians, bus users, motorcyclists and cyclists where needed;
 - continuing to introduce and promote travel plans; and
 - encouraging the development of land in accessible locations.
- 35 More stringent demand management measures, such as road pricing or workplace parking levies, implemented in isolation (to other towns) are considered to be detrimental to the achievement of the economic regeneration strategy, and are felt to be unnecessary given the policies in place. (See **Chapter 1**). Therefore, it is appropriate that Darlington's Second Local Transport Plan continues to apply the current demand management measures already in place (or proposed), including improving the quality of alternative means of travel to the private car. Nevertheless, the Plan will continue to make it easier for those trips by car that have no other reasonable alternative means of transport (44% in the urban area by local people), through investment in junction improvements and better road network management.
- 36 Darlington and the other Tees Valley authorities will continue to monitor the impact of the demand management measures and review them as appropriate throughout the life of the Plan.

Choice 3: Should the smarter travel choice measures currently being implemented with Department for Transport (DfT) funding also be implemented in years 4 & 5 of the Plan?

- 37 Currently, the Council has received the sum of £2.03m from the DfT for delivering smart travel choices in the years 2006 to 2009. The initiative focuses in on helping people make more informed travel choices by providing better travel information, promoting travel choices (for example via the use of travel plans) and improving the operation of the transport network. In simple terms, the initiative takes care of elements of transport investment that are not to do with significant physical infrastructure.
- 38 The choice arises because of the mismatch between the funding period for Town on the Move (ending March 2009) and the end of the Second Local Transport Plan (ending March 2011).
- 39 It is proposed that those smarter travel choices, which have by 2009 been shown to be effective in delivery

outcomes, are also delivered between 2009 and 2011 through the Plan. This is because smart travel choices have been proven (through national research (Cairns et al, 2004⁴)) to maximize the benefits obtained from physical infrastructure delivered through Local Transport Plans. For example, in terms of traffic congestion, smarter travel choices have been shown to deliver congestion reduction benefits of 10 pence for every 1 penny spent; and even higher in heavily congested areas (this benefit to cost ratio of 10 to 1 compares to a benefit to cost ratio of 5 to 1 or less for many capital schemes). The research also found that smart travel choices can reduce urban traffic levels by 21% in peak periods (approximately the same as the reduction in school holidays) and 13% off peak when given priority for funding. The actual cost depends on the size of the population covered, but 'smarter choice' measures, where appropriate, can be better value means of tackling congestion than capital schemes.



- 40 Such a choice does not mean that the Second Local Transport Plan is detracting from car use – instead it will see the car as one of several ways of travelling around Darlington. The essential thrust of smarter travel choices is to give the user the means to best decide how they travel on the local transport network. However, the baseline research shows that 44% of all car trips have no other option than to use a car, either because of personal circumstances or the nature of the trip that people are making. Therefore, the Plan needs to help people make realistic changes in travel behaviour, and does not apply to a proportion of journeys, which have to be made by car.

⁴ 'Smarter Choices - Changing the way we travel' Cairns et al 2004

- 41 We propose to continue to “lock in” the benefits obtained through conventional Local Transport Plan schemes through the use of successful interventions trailed through the sustainable travel demonstration town. These interventions will be directly linked to appropriate individual schemes to make sure that we achieve the Government’s and our outcomes. They will also ensure that we do not waste the investment made by Government through the sustainable travel initiative and achieve value for money on capital investment. We will utilise safety camera funding to support some safety related initiatives (see **Chapter 6**, paragraphs 50,51) This will be required to meet the local targets set out in **Chapter 7** relating to reducing car driver trips and increasing the number of trips undertaken by walking and cycling.

Choice 4: Should the mix of schemes and initiatives delivered concentrate on trying to encourage more use of cycling (with additional benefits for pedestrians) than at present?

- 42 The baseline travel research for Darlington: A Town on the Move reveals that the biggest potential to change travel current behaviour, on trips that realistically could be undertaken by an alternative means of travel is from car use to cycling. This potential for change is 34% of all trips currently made by car in Darlington (or 21% of all trips). This would be over 19 million trips per year that could potentially change (although it is not suggested that all would). It is important to stress that this potential is for realistic changes in travel behaviour and not, for instance, where the user cannot cycle or needs to transport heavy luggage.
- 43 This potential for change is greater than the other changes identified in the research. The potential for change from car to walking is 21% of all car trips (or 13% of all trips), and from car to public transport 26% (or 16% of all trips). These percentages amount to over 11 million and about 14 million trips per year respectively (although there is some overlap, because some trips could change to bus or cycle for example). It is worth noting that the 38% of all trips currently made on foot, by bike or by bus (over 20 million trips per year) could switch to private car use in future, with direct effects on traffic congestion, social inclusion and health, unless steps are taken to retain the market share of these means of transport.
- 44 Cycling is currently a very minor method of getting around (1% of all trips) and yet in a compact, relatively flat town like Darlington, could significantly contribute to the strategic objectives of reducing traffic congestion, improving health, giving low cost access for those



without a private car and providing travel choices. Cycling has a poor image in the Borough, possibly due to a lack of cycling tradition and an aspiration for car ownership.. It is anticipated that extensive, expanding cycling training schemes in many of Darlington’s schools and other action on anti-social behaviour will address this issue in the medium to long term. It is important to implement schemes that encourage the other potentials for sustainable trip making as well, but cycling is the most under-represented mode at the moment. Improving conditions for cyclists would also benefit pedestrians as many schemes involve improvements to road crossings and provision of new off-road shared use pedestrian and cycle paths. (A recent example of this is the re-surfacing of Cemetery Lane and installation of a toucan crossing).

- 45 Whilst it could take many years to reach the levels of cycling in somewhere like York (10%), small increases in cycling could make a difference to traffic. For example, if another 1% of trips within Darlington were made by cycle, this could contribute to congestion relief by reducing car trips by nearly 1 million a year.
- 46 In the Provisional Plan Darlington outlined that it would like to spend European levels of funding on cycling (£4-£5 per head) in order to achieve a modal shift to cycling. Since the submission of the Provisional Plan Darlington has been selected as a Cycling Demonstration Town. An additional £1.5m of matched funding has been made available over the 3 years from October 2005 to develop an extensive cycle network – this equates to up to £10 per head. The network will concentrate on providing links into the town centre from the main arterial roads, as well as links to key destinations such as schools, employment sites, leisure facilities and green spaces.
- 47 The Local Transport Plan integrated transport block funding will still be spent on cycling as this will be used as a match. In addition funding will be sought from developers, businesses, schools and other funding streams such as Safer Communities.

48 This enhanced scenario would allow the Council to spend at European best practice levels on cycling and walking; releasing more of the potential for switching trips from car to these two modes, as demonstrated in the Darlington Travel Behaviour Survey.

Choice 5: Should public transport improvements be delivered locally or through a joint Tees Valley wide strategy in response to the decline in bus patronage?

49 As outlined in **Chapter 3**, we have been unsuccessful so far in reversing the downward trend for bus patronage within the Borough. In Darlington bus patronage has historically been high, accounting for 10% of all trips (compared to 6% nationally). The decline in bus patronage has lagged behind other parts of the UK but the last 4 years have seen decline, and the rate of decline is increasing. 2004/05 saw a 4.7% decline from the previous year and early indications for 2005/06 are that the decline will be at a similar level. Whilst Government policy and indeed our own aspirations are to halt this decline, it has to be recognised that this is not an easy or quick process.

50 The Potential for Change research undertaken by Socialdata in Autumn 2004 highlights the fact that there is some potential to increase bus patronage. However of the 88% of trips that are currently not undertaken by bus, 29% could not be made by bus because of constraints (e.g. need to use a car for business travel) and a further 41% of trips could not be made by bus because the system is not sufficient (e.g. no bus available at the right time). There are also 2% of trips where people have 'free choice' and could use the bus but choose to use their car instead. This leaves only 18% of trips that could be taken by bus and we will concentrate on interventions that cater for these by addressing lack of information about the available services, perception of public transport by non-users and by physical improvements.



51 The Council, along with other Tees Valley local authorities and local bus operators has commissioned a study to report on how best to improve bus use across the sub-region. The draft findings of the Study, which have yet to be adopted by this Council, are that:

- there should be more use made of traffic signal priority to help buses when they are running late and similar measures;
- there should be more attention paid to removing operational reasons for lateness such as poor timetabling;
- further work is required on providing fully segregated busways where appropriate (no routes were identified in Darlington);
- implementing measures that help buses, but continue to provide servicing and access to frontage land uses;
- Route Action Plans (in Darlington these are known as Corridors of Certainty), where all sources of delay to all traffic are identified and tackled;
- implementation of Performance Improvement Partnerships – Darlington is in the process of developing one for approval; and
- installation of "bus gates" and bus only roads where appropriate – the "Priestgate Loop" in the Pedestrian Heart scheme will be reserved for buses, taxis and disabled drivers during core hours. Bus gates are also planned for Tees Valley Regeneration's major development, at Central Park.

52 The choice concerns whether they should be delivered to common standards throughout the Tees Valley, as directed by a Stakeholder Board with the ability to fund further research, as well as promotional and ticketing schemes from a levy placed on each partner. Or, alternatively, should they be delivered through a two tier Quality Bus Partnership between the Council and local bus operators?

- 53 It is felt the way forward lies in improving the existing partnership working between the Council and local bus operators via the introduction of a two tier Quality Bus Partnership at both a Borough level and on a route-by-route basis. This approach would recognise the need for local solutions to local issues under direct local control. It would also build on the excellent progress already made in improving bus travel information, bus priority measures and bus infrastructure. The first route based improvement package incorporating vehicle improvements, infrastructure improvements, routes specific information and individualised travel marketing will be delivered in partnership with an operator in 2006.
- 54 Whilst it is likely that much of the work would be integrated with that delivered in the rest of the Tees Valley, the Darlington approach gives us greater flexibility in responding to the needs of bus passengers travelling between Darlington and County Durham or North Yorkshire. However, we will work with bus operators, local authorities and other partners in the development of the Tees Valley Bus Network Review from outline proposal to major scheme status, as endorsed by the Interim Regional Transport Board.
- 55 This action builds on policy 54 in the Regional Spatial Strategy for the North East, which identifies Newcastle, Sunderland, Durham City, Middlesbrough and Darlington as strategic public transport interchanges, with high levels of accessibility at a strategic level. The links between these interchanges form the core public transport network. Darlington therefore has a key role to play at a sub-regional and regional level to develop high quality express services to Middlesbrough.
- 56 In addition, Darlington will work in partnership with Durham County Council on the Transit 15 proposal to provide high quality, frequent services between Durham City and Darlington via Netwon Aycliffe, as well as direct links to Barnard Castle. This will support access to health (in particular for those living in South Durham that need to access the Memorial Hospital in Darlington) and access to employment and leisure opportunities in both Darlington and County Durham areas.
- 57 This “parallel path” is not seen as prejudicial to the realisation of the Tees Valley objectives (**Chapter 1**). Rather it is seen as a more appropriate process solution to achieving the common aim of the sub-region, in the context of Darlington’s unique travel patterns and needs, including those generated by residents of County Durham and North Yorkshire.
- 58 In the longer term, such an approach could provide the basis for the Council to seek the imposition of a Quality Bus Contract, whereby the Council determines the necessary levels, fares and standards required for local bus services, in order to meet its transport strategy. Such an action can only be taken where clear proof exists that other methods have either not been successful or are not appropriate to meeting the needs of the strategy, and so is not an option in the short term. Were an application to be made in the future, and were the Secretary of State for Transport to agree it, then the Council would take on the duties of the Traffic Commissioners and also be able to let contracts for the provision of all bus services in the Contract area for up to 10 years (in two blocks of 5 year contracts).
- 59 Therefore the Darlington Bus Strategy (**Annex 10**) contains proposals that are based on system of local decision making, via a two tier Quality Bus Partnership to achieve the output of stabilisation of the current rate of decline and the wider outcomes contained in **Chapter 4**. Darlington will also be a partner in the public transport major bids in the Tees Valley and County Durham for services linking Durham to the Tees City Region.

Summary

- 60 The key strategic choices on which the delivery of our Transport Strategy through this Plan needs to be based are therefore that:
- **accessibility to local facilities should be the focus of what is being delivered through the Plan;**
 - **traffic congestion should be tackled through the provision of alternatives to the car, physical improvements at key junctions, with those demand management measures already in place;**
 - **the Town on the Move 'smarter travel choice' measures currently being implemented with Department for Transport funding be continued in years 4 & 5 of the Plan;**
 - **the mix of schemes and initiatives delivered should include a focus on encouraging more public transport and cycling with associated benefits for walking using match funding from Cycling England; and**
 - **public transport improvements benefiting Darlington should be delivered locally with local decision making, whilst working strategically with other Tees Valley Authorities, County Durham and North Yorkshire.**

CHAPTER 5:

Delivery

Summary

Chapter 4 generated, from the context and strategies described in the previous chapters, six transport objectives. From these, it analysed a series of key strategic choices for the delivery of the second Local Transport Plan, and so set the overall approach for selecting a programme for this Plan.

Before moving to selecting a programme, which Chapter 6 does, it is necessary to look at the delivery mechanisms, which could be used in the programme of transport and related solutions.

This chapter therefore examines the ethos of our delivery programme, how we plan to ensure best value, to take into account environmental and health impacts and to involve our key partners in implementing transport and accessibility solutions.

Delivery Ethos

- 1 Our delivery approach is predicated on achieving best value-for-money through the implementation of a programme of the most effective transport measures identified using an analytical tool called multi-criteria analysis (described in detail in **Chapter 6**) and delivered through a procurement strategy that promotes efficiency by securing economies of scale, and helps to embed equality and sustainability in service delivery.

Partnership in Delivery

- 2 We are committed to continuing our tradition of working in partnership with others to achieve common goals. As demonstrated in this document, we have made considerable efforts to involve others. For example, in terms of transport delivery we are:
 - delivering accessibility planning, not just corporately across the Council, but collaboratively with all sectors and stakeholders in Darlington through Darlington Partnership. An Accessibility checklist has been developed which is being used in service planning, Leading Edge projects and corporate project methodologies. This will be made available to the Local Strategic Partnership subgroups for ongoing planning, in particular for service planning.
 - working particularly closely with the health sector, both in improving accessibility to health services and in promoting the health benefits of different travel choices. Senior health staff have taken leading roles in the Travel Summit to formulate this plan and in the

Reference Group for Town on the Move. Transport staff have been integral to service planning strategy work and accessibility planning done by all local health trusts, through the County Durham and Darlington Transport for Health Partnership. Similar links with the education sector are also being developed through the Local Strategic Partnership, the 14-19 Trust and direct with the Council's own Children's Services Department;

- using planning policies and powers to ensure that new development is in sustainable locations which offer travel choice, and are designed in such a way as to make that travel choice a reality, with travel plans an integral part of all relevant developments. Delivering joined-up land-use and transport planning is relatively easy for Darlington, because both are deliberately within the same Division, led by a single Assistant Director;
- identifying improvements to travel options for people with disabilities with Darlington Association on Disability;
- building on the good partnership working that exists with all local bus operators, which is being formalised into a Quality Bus Partnership;
- building on good relations with the rail industry including the ongoing work with GNER on the further enhancements planned for Bank Top Station and in particular the opportunities for improved car, motorcycle and cycle parking, and links to the Central Park development for pedestrians and cyclists; potential improvements to North Road station in partnership with the Rail Museum and Northern Rail;
- working with Cycling England on the development of Darlington's cycle network and with the other Cycling Demonstration Towns. This builds on the existing strong partnerships with Sustrans, the Department for Transport funded Links to Schools programme and the National 'Bike it' initiative funded through the Association of Cycle Traders;
- working with Living Streets on improving the 'liveability' of Darlington's streets, particularly around the town and district centres;
- working with Darlington and District Motorcycle Action Group to ensure that the needs of motorcyclists are recognised, in particular with regards to safety, and promoting motorcycles as part of the strategy to tackle congestion and improve accessibility;
- working with a wide range of public and private sector partners to deliver accessibility improvements and smarter choices initiatives. For example travel plans, promotional events and the introduction of an emission free courier service, which following pump priming from Town on the Move now operates commercially;

- working with the Highways Agency and the North East Assembly to analyse the issues surrounding the application of requirements of the Tees Valley Vision to upgrade the A66(T) around Darlington. Phase 2 of this Study was completed in 2005, and has recommended improvements including part dualling of the road in order to release the necessary capacity in the local transport network to achieve the required levels of economic development at the Airport and east Darlington as well as at Teesport. The issues involved have been recognised regionally, as this scheme is a priority in the Regional Spatial Strategy and is in the recommendations of the Interim Regional Transport Board;
- also working with the Highways Agency on the Darlington Eastern Transport Corridor, which is now ready for implementation subject to funding being secured, and additional improvements for crossing points on the A66(T) for pedestrians, cyclists and horses as part of this Plan.
- working with the local freight industry on realizing a solution to the needs of freight operators serving Teesport and the sub-region. Addressing the key issues of road safety, economic needs and nuisance (noise etc.), an initial feasibility study has reported back earlier this year. Its findings concluded that the majority of HGVs in the sub-region were large (40/44 tons), reflecting the importance of Teesport and the chemical industry, and that lorry parking charges were the single most important issue. The Study recommends investigating the potential of a new site in east Darlington, as well as working with the owners of the existing Barton site on the A1(M), just to the south of Darlington. Further work is required on the detail of the proposals and we will work with the Tees Valley Freight Partnership to achieve this. Any site would complement the provision for freight and warehousing being made at Faverdale near the A1(M); and
- using the Council's Transport Forum, which includes all transport stakeholders, to consult quarterly on the implementation of the Strategy. Related consultation groups, such as the Cycle Forum, the Taxi Forum and the Access Forum ensure that the needs, views and expertise of particular interest groups are taken into account and that those stakeholders can be part of the delivery of the strategy.

Darlington – A 'Leading Edge' Authority

- 3 The Council is building on its '4 Star' status, so that it is better able to deliver enhanced outcomes within the

Community Strategy. The 'Leading Edge' programme is being developed, focused on achieving more efficient services, increased value for money, effective procurement and excellent service performance. This programme is built around 16 projects that will identify ways of re-engineering and delivering services and using assets to achieve excellence and efficiency. They include:

- achieving 7.5% efficiency savings by 2008, thus delivering our commitments under Gershon principles;
 - the relocation of the Council's depot from the Central Park redevelopment site;
 - making access to services easier through initiatives such as the CallCentre;
 - StreetScene – delivering cleansing and maintenance services on an area basis;
 - continually improving under Comprehensive Performance Assessment;
 - continuing to provide, and improve if possible, on our regionally recognised Arts facilities;
 - resolving future accommodation issues for Council staff, ensuring that locations used are accessible for both public and staff with sustainable transport practices built in;
 - focusing on our communications with others, making sure that messages are understood by all; and
 - working with the whole community, especially to reach those who do not currently participate in decisions about their area.
- 4 Many of these projects have implications for how transport services will be delivered, for example some types of small scale maintenance may be undertaken by area based teams. Other projects have accessibility implications, which is why the Accessibility Checklist¹ will be used in the development process.
- 5 The Transport Service is also part of an innovative new procurement initiative, introduced in January 2005, embracing all the Council's development and environment services, to provide enhanced professional support through four medium-term framework partnerships with private sector consultants. These cover the four areas of architectural related services, highways and transportation, planning related services and environmental and ecological services. Bringing benefits of additional workload capacity, reduced contract administration, partnership and cross fertilization of ideas, the initiative reflects the recommendations of the Egan report and the experiences of other local authorities. For example, the experiences of Stockton-on-Tees Borough Council, who are a Beacon Council in these matters, were examined, including use of their toolkit, so that the lessons learnt there could be applied in Darlington.

¹ Accessibility Checklist, developed in December 2005, by the County Durham and Darlington Transport for Health Partnership. Details in **Annex 12**.

6 In a similar vein, the Council is currently reviewing the way it delivers a number of its highway services such as highway construction and maintenance, winter maintenance and street lighting. Various procurement options are being examined to identify the most effective and efficient way of delivering these services to the public. This study has involved detailed discussions with other local authorities and contractors across the country who deliver highway services in a variety of different ways. This includes partnering arrangements, which are seen to have the potential to deliver better value for money to the benefit of all concerned.

Asset Management

7 The transport networks are provided for the benefit of the public and are most highly valued physical assets, in both financial and community terms. Keeping them in good condition is crucial to both their users and the community and to the delivery of the 6 strategic objectives in the Local Transport Plan (see **Table 5.1**)

Table 5.1 The role of the TAMP in delivering the strategic objectives

| Strategy Objective | Role of Transport Asset Management |
|---|---|
| <p>A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington.</p> | <p>To ensure that infrastructure provided as part of development is to a high quality so that the maintenance implications for the Council are minimised.</p> <p>Use the asset register to identify opportunities for improvement through the planning process, land use planning and capital investment.</p> |
| <p>B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need.</p> | <p>When prioritising maintenance spend and capital programme funding, consider the potential benefits to those who are most at need, in particular the need of the disabled and those without access to a car.</p> |
| <p>C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network.</p> | <p>Network Management will link directly to asset management, identifying possible accelerator affects of congestion and travel behaviour on the condition of assets.</p> |
| <p>D To improve travel safety and security for all by addressing the real and perceived risks.</p> | <p>To maintain the highway assets to a high standard to reduce the risks of accidents. This is important for all road users, but in particular for vulnerable road users such as cyclists, motorcyclists and pedestrians with impaired mobility.</p> |
| <p>E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips.</p> | <p>Highway assets need to be maintained to a high standard to encourage people to use them. Maintaining footways, cycle paths and bus stop infrastructure is as important as maintaining the roads.</p> |
| <p>F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food.</p> | <p>To ensure that the network assets are maintained to a high quality for pedestrians and cyclists to encourage active travel, which has a positive impact on health.</p> |

- 8 Darlington and the other Tees Valley authorities are working in partnership to develop a generic Transport Asset Management Plan (TAMP) template, which can then be adapted for local circumstances. The TAMP is a tool for achieving whole life management of our assets. The aim is to attain and maintain a high quality asset, whilst achieving value for money.
- 9 Darlington has established a partnering arrangement with Symology, the Council's United Kingdom Pavement Management System (UKPMS) provider and Data Collection Limited (DCL) who are carrying out the data collection/input elements. This will complement the joint work being carried out by the Tees Valley authorities in respect of the generic asset management plan.
- 10 The Council already operates the UKPMS 'Insight'. This is at the heart of all of the operational highway processes, including inventory/condition data for highways/bridges/structures, safety inspections, condition surveys, street works co-ordination, budget management, development of programmes of work, works ordering and public liability insurance. All works orders are processed through the system and hence changes to the highway network and its associated infrastructure can be readily incorporated into the asset register and hence the major challenge of keeping the system 'live' and up to date is satisfied in a logical and efficient way.
- 11 To date a gap analysis has been carried out to identify areas where existing inventory is deficient. Currently the Council has a number of discrete databases containing highway asset information including bridge/retaining walls/structures, pedestrian guard rails, crash barriers, trees, gullies, traffic regulation orders, school flashing lights, traffic signals/pedestrian crossings and bus stops.
- 12 To address some of the issues of missing or incomplete information, a massive data collection exercise has been underway in Darlington to provide the building blocks for the TAMP. Most of this data will be in place by the end of March 2006.
- 13 Once the asset database is in place the next stage is to use it to direct how and where resources are spent. The system will provide a clear picture of the total highway asset and any gaps will be identified and further data collection undertaken.
- 14 The next stage is to use the data on UKPMS to:
 - Prioritise the maintenance programme, through a combination of condition data, funding and targets.
 - Assess all the assets in proximity to a maintenance scheme e.g. a carriageway maintenance scheme could be extended to include a bus stop improvement or street lighting upgrade.

- Improve links between planned maintenance schemes and integrated transport block funded schemes e.g. a maintenance scheme to improve a footway could be changed to upgrade the existing footway to a shared use footway/cycle path as part of the cycle network development.
- Improved links with development control to ensure that maintenance issues created by developments are addressed as part of the planning process, e.g. strengthening to carriageway which may be required if traffic levels are set to increase significantly as the result of a development.
- Identify and assess implications for maintenance when schemes are being designed to ensure that the investment decisions take into account the full lifetime cost of the asset.



- 15 An Asset Management Team will be formed to take these issues forward in 2006.
- 16 As the highway assets are of high value it is important that funding is invested to ensure that the standard of the assets is at a high level. Equally important is that funding is spent in the most effective way to achieve value for money and to achieve targets.

- 17 Darlington Borough Council is working with Symology on a budget optimisation programme for maintenance that will link levels of funding and targets, based on the condition data in the UKPMS system. Early calculations are demonstrating how varying the levels of funding in early years of the Local Transport Plan can have a positive or negative impact on funding levels that are required in the future to maintain condition at the current level, or indeed how levels of funding can have a positive or negative impact on road condition over the Plan period. This will assist in allocating funding for maintenance programmes as well as target setting and performance analysis.
- 18 The computerized system will have the ability to:
- prioritise work proactively according to condition through 'budget optimization' techniques,
 - relate improvements to the asset register, and thus
 - monitor our delivery performance against targets.
- 19 New ways will be developed to encourage members of the public to report faults on the highway network to assist in the monitoring process and to ensure that maintenance is timely. Darlington is working with the Motorcycle Action Group to identify new ways of reporting for this group of vulnerable road users, that will be extended to cyclists, pedestrians and all road users.
- 20 Further detail on our Transport Asset Management Plan is contained in **Annex 11**.

Network Management

- 21 The Network Management Act 2004 places a network management duty on local traffic authorities. It sets out the requirements of the new duty as being:
- "It is the duty of a local traffic authority (LTA) to manage their local road network with a view to achieving, so far as is reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:
- a) Securing the expeditious movement of traffic on the authority's road network; and
 - b) Facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority."
- 22 The duty requires the LTA to consider the movements of all road users – pedestrians, cyclists, motorcyclists, public and private transport – involved in the transport of people or goods. This includes any special needs for the disabled. The Act also requires that a Traffic Manager is appointed.
- 23 Network management is key to the Second Local Transport Plan as it has a role to play in the delivery of all 6 strategic objectives, in particular tackling congestion and improving accessibility and safety. (see **Table 5.2**)

Table 5.2 The role of the Network management in delivering the strategic objectives

| Strategy Objective | Role of Network Management |
|---|---|
| <p>A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington.</p> | <p>To ensure that the network can operate efficiently and effectively with any additional traffic created by a new development (utilising transport assessments);</p> <p>To ensure that new developments provide for all road users (utilising accessibility checklist);</p> <p>To minimise the disruption to the operation of the road network during periods of construction.</p> |
| <p>B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need.</p> | <p>To ensure that the network can operate efficiently and effectively, in particular for public transport, cyclists, motorcyclists and pedestrians;</p> |
| <p>C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network.</p> | <p>Key objective of Network Management</p> |
| <p>D To improve travel safety and security for all by addressing the real and perceived risks.</p> | <p>Measures to secure the expeditious movement of traffic should always be safe for all road users, particularly pedestrians, cyclists and motorcyclists.</p> |
| <p>E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips.</p> | <p>Measures to reduce the demand on the road network can help to secure a more efficient use of the road network.</p> |
| <p>F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food.</p> | <p>To ensure that the network can operate efficiently and effectively to ensure that emergency vehicles can operate effectively;</p> <p>To ensure that the network can operate efficiently and effectively for pedestrians and cyclists to encourage active travel, which has a positive impact on health.</p> |

24 As there is a significant link between network management and land use planning Darlington has employed a Traffic Manager who has significant experience in development control. He has a tactical day-to-day management role, ensuring that the highway network operates effectively under normal and exceptional conditions. He also has a strategic role being involved in land use planning (through development control), decriminalisation of parking, road space reallocation and implementing the results of the congestion study. The Traffic Manager will be a key member of the Punctuality Improvement Partnership, working with the bus operators to ensure that punctuality is improved and maintained, and identifying congestion hot spots.

25 As many of the issues involve traffic travelling between LTAs a full audit has been undertaken of all roads both within the Borough and on those that cross into Stockton, North Yorkshire and County Durham. This has been done in partnership with these authorities. The North East Traffic Management Group has devised a standard template for the development of a Network Management Plan for each authority.

26 Full details of Darlington's approach to Network Management, including Darlington's Network Management Plan are in **Annex 19**.

Performance Management

- 27 In order to better meet the delivery requirements for transport investment through the Local Transport Plan and other strategies, a new approach to performance management has been introduced (**Annex 14**) along with a rationalisation of responsibilities between service areas. It is intended that this new system will be further developed as required throughout the life of the Second Local Transport Plan to ensure the delivery of schemes on time, within the allocated budget, and achieving the planned outputs and outcomes. There are 4 main themes to this new system:
- Project Management;
 - Financial Control;
 - Performance Analysis; and
 - Performance Review.
- 28 A Programme Control and Monitoring Officer was appointed in October 2004 and he has introduced new policies and procedures to ensure that robust project management and financial control systems are in place. These have proved effective and this was demonstrated in the performance achieved in 2004/05, evidenced in the 2005 Local Transport Plan Annual Progress Report, where we were scored at 87%.
- 29 A new documentation and control system based on Elstree Computing Ltd (ECL) Programme Control Software will be in place from April 2006 as a further development to the system. It will include target and budget information to provide information for financial control and performance analysis. The programme control system will be able to provide information to the wider Council process to provide Annual Efficiency Statements to Government, under the directions given in the Gershon report.
- 30 Financial control is now a key strength of the Local Transport Plan delivery and is used for capital funding (including LTP, Cycling England and developer contributions) and revenue funding, including Sustainable Travel Demonstration Town funding. In setting budgets the sums are awarded in accordance with SCORE system of Multi Criteria Analysis and weighted in importance accordingly. This technique is designed to ensure that, from the outset, those schemes that are implemented offer the best combination of value and contribution to required outcomes. (SCORE will be integrated with the new ECL system). Corporate priorities are considered as an integral part of this analysis, to reflect the role of transport investment in contributing to the achievement of other strategies.
- 31 Darlington is now applying the same rigorous approach to monitoring performance, as it has to programme management and financial control. Darlington already collects a huge amount of data and we are adding more – but this wealth of data does mean that we have to be more selective in what people need to make decisions without being overloaded. New procedures are being established to set standards for data collection, storing and sharing data and identifying gaps in the current data collection to ensure that the system continually improves. As part of the performance review process more information will be published and shared with a wide variety of stakeholders. Analysis of performance will feed into both the programme development and programme implementation processes.
- 32 This monitoring process has assisted the development of robust targets in the Second Local Transport Plan, and will greatly enhance budget optimisation and value for money during the implementation of the Plan. Further links will be made with the Asset Management System as it comes on stream to match budgets, targets and asset condition.
- 33 A comprehensive view of performance management can be found in **Annex 14**.

Further Consultation

- 34 Consultation on the issues of concern and the direction that Darlington's Transport Strategy and Second Local Transport Plan should take has been undertaken with a wide range of stakeholders, partners, international experts, local people and representatives from local organisations. As outlined in **Annex 1**, a broad consensus of opinion was found; and this result has been corroborated with the results of the Travel Behaviour Research undertaken for Darlington: A Town on the Move.
- 35 Further consultation was then carried out on the proposed strategy and draft Plan, through the Council's Transport Forum, with stakeholders, other partners and the public. Darlington's Transport Forum (which contains relevant transport stakeholders) considered the strategy behind the Second Local Transport Plan in June and July 2005, resulting in Members supporting the approach taken. Comments made by Members highlighted accessibility for all (including those with sensory or physical impairment), traffic congestion and pedestrian facilities as some of the main issues. Forum Members also highlighted issues surrounding motorcycle use, access to health facilities and speed of traffic – all elements covered in this Plan's proposals. The Council's Environment Scrutiny Committee then considered these comments and the draft Provisional Plan in detail before recommending the Plan for consideration by Council.

36 Since the Provisional Plan was submitted consultation has been continuing on specific areas of the Plan, in order to further improve it. Meetings have been held with Darlington and District Motorcycle Action Group, the Highways Agency, GNER, Northern Rail and the British Horse Society, as part of the development of the Rights of Way Improvement Plan. The issues introduced or changed in detail for this version of the Plan have been considered by Darlington's Transport Forum.

37 Throughout the delivery of the Plan, consultation will be ongoing and will include:

- Quarterly meetings with the Transport Forum to consult on specific issues as well as present progress on the delivery of the Plan.
- Regular meetings with special interest groups such as Darlington Association on Disability, Shopmobility Steering Group, Growing Older Living in Darlington, Cycle Forum, Youth Cycle Forum, Durham and Tees Valley Airport Forum, Darlington and District Motorcycle Action Group, Taxi Forum and Bus Quality Partnership.
- The Local Strategic Partnership holds major public consultation exercises twice per year on a wide range of subjects. These often raise issues around transport, in particular accessibility, that are invaluable in terms of identifying issues.
- Further consultation on the detail of each scheme or initiative will take place as measures are brought forward for implementation. A consistent consultation methodology is being written and built into policy briefs given to designers of each scheme.
- In addition, it is proposed to carry out annual travel behaviour research to assess the impact of what has been delivered and to gauge public opinion on transport issues of the day. This research will be linked to the current ongoing delivery of the individualised travel marketing initiative, which in turn also provides feedback on specific schemes and policies. Responses obtained in this manner have already influenced the development of this Plan in terms of the emphasis placed on sustainable modes of transport.
- Transport Planning Officers, Public Transport Officers, Workplace and School Travel Planners and Chief Engineers from across the Tees Valley meet every two months in their own working groups.
- The County Durham and Darlington Transport for Health Partnership meets every two months (or more often when necessary) to discuss health and transport issues. As changes are implemented in the health service, with significant reorganisation of primary care trusts, choose and book initiative and changes in the delivery of specialist services, it will be important to ensure that this group provides a focus for consultation on transport related issues.



Strategic Environmental Assessment (SEA)

38 We are conscious of the need to ensure that the environmental impacts of all schemes delivered through this Plan have been considered as an integral part of the thought process. To this end, we have undertaken a Strategic Environmental Assessment to evaluate the impact of our Transport Strategy and the Local Transport Plan. We have taken legal advice on the required actions and timescales necessary to meet our obligations under the European Community directive.

39 The Environmental Report (**Annex 7**) that was produced for the Provisional Plan achieved the following:

- Developed Strategic Environmental Assessment objectives alongside the Local Transport Plan (LTP) strategic objectives.
- Identified baseline data sources for ongoing monitoring.
- Created a structure for ongoing monitoring of the impact of LTP policies.

40 The SEA has been developed further and has now achieved the following:

- Specified indicators to ensure that environmental objectives are achieved.
- Set trends to be monitored over the lifetime of the Plan.
- Developed and tested a range of options against the objectives. This tested 3 options – demand management only; promoting sustainable alternatives only; a combination of the two options.

41 A Process Paper (**Annex 7**) has also been produced which offers a means of monitoring the objectives. This document is fundamental in implementing the monitoring process. The document is essential to give a robust approach to sustainability appraisal and SEA.

- 42 It will be seen during the period of the Plan how progress has been made against the baseline position.
- 43 This work on the SEA for this Plan is being done jointly with the Sustainability Appraisal and Strategic Environmental Assessment of the Council's emerging Local Development Framework Core Strategy, to ensure that there is consistency to policy development and appraisal across land-use and transport planning.
- 44 The full Strategic Environmental Assessment is attached in **Annex 7**.

Health Impacts

- 45 Through its partnership with Darlington Primary Care Trust Darlington Council decided to trial a Health Impact Assessment in 2005/06 on the Provisional Second Local Transport Plan, with the intention of rolling the process out to other policies and programmes if it proved to be a valuable tool. The aim is to ensure that as the Transport Plan is delivered, wider health implications are considered.
- 46 A Health Impact Assessment screening workshop took place in December 2005 with the aims of assessing the Provisional Plan in relation to:
- Impacts on health
 - Impacts on inequalities
 - Impacts on health services and health policy
- 47 Professionals from a wide range of interested parties and public representatives attended the workshop. The screening allows for a quick judgement on the potential impacts on the health of the population in general and on different population groups. The screening considered the 6 Strategy Objectives of the Plan and the trip purposes, as well as an additional recommendation of trialling area wide 20mph zones.
- 48 The main conclusions of the screening exercise were as follows:
- Overall the majority of the proposals were judged to have a beneficial impact on the health of local people.
 - The majority of proposals would contribute to a reduction in health inequalities, if applied in a targeted way.
 - Access to health services and impact on health policy were split between having a positive impact on access to health services and 'unlikely to have an effect' on access.
 - The emphasis on increasing the range of travel opportunities for people with disabilities was welcomed as a key element of increasing social inclusion and supporting people back to work.
 - Much will depend on *how* a policy is implemented. If this is done in a population based way, with no account taken of issues such as who would benefit most, then the result will be that, whilst the overall health of the population may increase, the gap in inequalities will grow.
- 49 Following the analysis of the results, a further meeting then identified some key themes and made recommendations on subjects that could be taken forward to the scoping stage. They were:
- Investigate the link between implementing area-wide 20mph speed limits and potential impact on increasing numbers of people walking and cycling in such areas.
 - Impact of a targeted approach to implementing area-wide workplace travel plans with specific reference to links to helping people back into work.
- 50 This was taken to the Transport Forum and Town on the Move Reference Group for further consultation, where it was agreed that the two options would be taken further during the implementation of the Second Local Transport Plan.
- 51 A full copy of the final Health Impact Assessment report is attached at **Annex 18**.

Crime and Disorder

- 52 We are mindful of our responsibilities under section 17 of the Crime & Disorder Act 1998 and consider that the policies proposed in this Plan are compatible. However, in recognition of the fact that the potential impact of each intervention is significant, we will build in suitable assessment into the policy brief documentation of the performance management system, previously described in this chapter.

Summary

- 53 To form the context for selecting a programme, this Chapter has demonstrated the opportunities arising from the Council's delivery ethos and mechanisms:
- **achieving best value-for-money through innovative procurement and systematic analysis of programmes;**
 - **making the most of our long-established and effective array of partnership working;**
 - **monitoring and programme control;**
 - **continual consultation on scheme delivery as well as on strategies and programmes;**
 - **taking into account environmental, crime and disorder and health impacts to deliver quality of life improvements.**

CHAPTER 6:

Programme

Summary

Chapter 4, based on the analysis and strategies summarised in earlier chapters, demonstrated that in the delivery programme for this Second Local Transport Plan:

- Accessibility to local facilities should be the focus of what is being delivered through the Plan.
- Traffic congestion should be tackled through physical improvements at key junctions, the provision of alternatives to the car, combined with the demand management measures already in place.
- The Town on the Move 'smarter travel choice' measures currently being implemented with Department for Transport funding be continued in years 4 & 5 of the Plan
- The mix of schemes and initiatives delivered should include a focus on encouraging more public transport use and cycling with associated benefits for walking.

Chapter 5 set out the opportunities available from the Council's delivery ethos and mechanisms.

Putting these together enable us to select a programme. Since accessibility is the focus of this plan, potential measures for the programme are selected on the basis of reasons for travel. The effectiveness of these measures in meeting objectives and offering value-for-money is assessed.

We then use this assessment in conjunction with technical and operational requirements to develop a recommended programme and spending profile for the Local Transport Plan, with further detail for 2006/7.

Accessibility – identifying transport measures

- 1 Accessibility, the way in which people can get to, and use, local facilities such as hospitals, schools, shops and employment sites is the underlying focus of Darlington's Transport Strategy.
- 2 The Council has developed its Accessibility Strategy under the guidance of the 'withinreach' programme. Further detail may be found in **Annex 12**.
- 3 The delivery process therefore seeks to deliver this underlying accessibility ethos through a focus on the reasons for why people travel in Darlington. Measures, and a programme, can then be devised which impact directly on the reasons why people travel – making their trips easier, giving the more travel choices, or providing facilities and services in ways which reduce the need to travel.
- 4 The selected reasons for why people travel, which arise from the emerging Accessibility Strategy and from the analyses and consultations outlined in earlier chapters,

are:

- travelling to work;
 - doing business in Darlington;
 - going to school or college;
 - shopping for food and goods;
 - leisure and recreation; and
 - access to health services and caring for others.
- 5 The measures set out to improve these types of trips come from:
 - the analysis of transport issues in Darlington (Chapters 1, 2 and 3);
 - consultations with stakeholders, international transport experts and local partners (Chapter 2);
 - the initial work on the Accessibility Strategy;
 - potential delivery mechanisms (Chapter 4); and
 - the Darlington Congestion Study.
 - 6 To help assess the impact of these measures in relation to our objectives (and outcome targets) they are then grouped under a series of headings, so that they can be evaluated using a multi-criteria analysis tool to give a priority ranking. The chosen headings are based on LTP form F4 output indicators plus a number of additional Smarter Choices measures.

Travelling to Work

- 7 Traditionally, travelling to work occurs at times when the local transport network is most congested, although it only accounts for 20% of the total trips made on average by Darlington residents (shopping and leisure are the most frequent reasons for travel). 57% of journeys to work are less than 5 km (or just over 3 miles) in length, so implying a great potential for sustainable travel behaviour – yet 73% of all journeys to work are as a car driver (62%) or passenger (11%).



Table 6.1 - Measures for Commuters***Commuters within Darlington***

| Measures | Categories | Transport Objectives |
|--|--|-----------------------------|
| Select junction improvements and other schemes that tackle congestion and benefit all transport users arising from the Network Congestion Study, including West Auckland Road/Cockerton Green, North Road (Whessoe Road junction – initially through linked signals, with the possibility of more substantial works to the junction if this would then be a value for money way of achieving outputs), and Haughton Road (McMullen Road junction). | Local Road Scheme | C |
| Revised Corridors of Certainty programme, concentrating first on sections where congestion most needs tackling, and on where bus services, cycling and walking accessibility can be most improved. | Local Road Scheme Walking Cycling Bus priority | C E |
| Public transport schemes and initiatives, including better printed information at bus stops, real time displays at key locations, more raised kerbs for easier boarding, support for a multi-operator network bus ticket and further bus priority measures (including green “wave” features on traffic signals to help late running buses and helping low floor buses access all areas). | Bus priority Bus infrastructure Walking Smarter Choices | B, C, E |
| Cycle network development linking home to work including completion of the River Skerne Cycle Route if feasible. | Cycling | A, B, E |
| Walking route development, linking homes to bus stops, as well as car parks to final destinations. | Walking | A, B, E |
| Car sharing schemes, both within one company and within a business park or industrial estate. | Smarter Choices (car sharing ¹) | A, C |
| Individualised travel marketing (ITM) to help people know what travel choices they have. | Smarter Choices (ITM) | A, E |

Commuters from the rural areas

| Measures | Categories | Transport Objectives |
|---|-------------------------------------|-----------------------------|
| Develop schemes to provide appropriate parking for commuters, whilst minimising the impacts on residents through residents’ parking zones and on general traffic through decriminalised parking enforcement and better signage. Also attention will be paid to the parking needs of motorcyclists and the disabled. | Traffic management (Car parking) | A |
| Public transport schemes and initiatives, including Park & Ride. Focus will be given to measures to help buses past parked vehicles in narrow streets, as and when required. | Bus priority Bus infrastructure | C |
| Darlington Eastern Transport Corridor. | Local Road Scheme | C |

¹ Car sharing schemes are organised groups of individuals who seek to share the use of their cars wherever possible for journeys to a common destination such as a place of work, study or leisure. Whilst usually organised on the basis of all those who are travelling to a particular building, they can be applied to groups of buildings, for example, all destinations within a particular industrial estate. Membership rules vary, but often seek to match car sharers together based on personal preferences offering incentives such as dedicated parking to those who participate. Schemes usually have provision for unforeseen events, supplying alternative means of transport such as a taxi, should the car share arrangement be not possible.

Commuters travelling between Darlington and neighbouring areas

| Measures | Categories | Transport Objectives |
|---|--|----------------------|
| Car sharing schemes | Smarter Choices (car sharing) | A, C |
| Encouraging more use of existing rail services through improving stations and their surrounding areas, providing better physical walk links with bus services, providing better bus interchange and promoting existing bus/rail through tickets; improving parking for bikes and motorcycles as well as cars; and as well as helping pedestrians, cyclists and car users get to stations. | Walking Cycling Bus infrastructure Rail | A, B, C, E |
| Investigate the possibility of connecting Darlington Railway Station and any future Park & Ride site with major employment areas by direct bus to help all people access employment opportunities. | Bus infrastructure Bus Priority | A, B, C, E |
| Maximise potential for bus travel between Darlington and Tees Valley and County Durham, in particular as part of Transit 15 in Durham and bus network review in Tees Valley. | Bus infrastructure Bus Priority | A, B, C, E |
| Investigation, with other Tees Valley local authorities and Tees Valley Regeneration, of the potential for Light Rapid Transit, for example by the conversion of the heavy rail line in the Tees Valley to light rail or trams. | Rail | A, B, C, E |
| Darlington Eastern Transport Corridor. | Local Road Scheme | C |

All commuters

| Measures | Categories | Transport Objectives |
|---|---------------------------------|----------------------|
| More use of land use planning controls to ensure a choice of modes is available from the beginning of development of new employment sites. | Planning measures | A |
| Reducing the need to travel through encouragement of home working, flexible hours or other changes to work practices, such as neighbourhood resource centres available to registered users. | Home working/ flexible hours | A, B, C |

Doing Business in Darlington

8 Work related business trips play a relatively minor part in the pattern of travel behaviour by an average resident. However, it is the ability of business to make and receive deliveries, attract customers and meet with business partners that is vital to Darlington as a place to do business. To help business, the following schemes and initiatives are proposed:



Table 6.2 - Initiatives for Business

| Measures | Categories | Transport Objectives |
|---|--|----------------------|
| Minimising the impact of roadworks and illegal or inconsiderate parking, through the Traffic Manager role, using powers such as decriminalised parking enforcement. | Parking Enforcement | C |
| Introducing additional land-use planning guidance to ensure that all major developments are accessible by all people and are sustainable. | Planning measures | A |
| Helping businesses develop work travel plans, including support for Cycle & Car Pooling and Work Bus Season Tickets. It is also proposed that a Travel Plan is developed for Darlington and North Road Stations, with an initial focus on the needs of business travellers | Workplace Travel Plans | A, B, C, E |
| Helping businesses meet their freight needs efficiently and sustainably, working in partnership with the Tees Valley Freight Group and others to identify relevant measures. Also to promote general road safety as required, including “diesel overfill” campaign to reduce incidents of spillage from HGV fuel tanks on road. | Workplace Local Road Scheme Local Safety Schemes Maintenance | A, D |
| Individualised travel marketing to help people know what travel choices they have. | ITM | E |
| Realising the Tourism Strategy in partnership with the Heritage Line Community Rail Partnership and others, to develop access to and between the rail museums at Darlington and Locomotion, Shildon. | Rail Walking Cycling Bus | A |
| Car sharing schemes. | Smarter Choices (car sharing) | A, C |
| Investigate potential for Car Clubs | Smarter Choices (car clubs ²) | A,C, E |
| Investigate the possibility of connecting Darlington Railway Station and any future Park & Ride site with major employment areas by direct bus to help all people access employment opportunities. | Bus priority Bus infrastructure | A, B, C, E |
| Investigate the feasibility of contract parking for town centre businesses with operational and effective travel plans. | Car Parking Travel Plans | A |
| Select junction improvements and other capacity increasing schemes that benefit all transport users arising from the Network Congestion Study, including West Auckland Road/Cockerton Green, North Road (Whessoe Road junction) and Haughton Road (McMullen Road junction). | Local Road Scheme | C |
| Darlington Eastern Transport Corridor. | Local Road Scheme | C |
| Improving the A66(T) as per the Darlington Gateway Study (with Highways Agency). | Trunk Road Scheme | C |

² Car Clubs are membership only organizations that supply vehicles for short term hire (including less than one hour). The vehicles are kept close to where the members live, either in special parking bays at the kerbside, or in car parks.

Going to School or College

9 School and College related journeys are another category of trip that often occurs at times when the local transport network is most congested. On a weekday, education trips account for 13% of all trips with most of these currently being made on foot (46%) and as a car passenger (30%). Travel habits and attitudes are often developed during people's school years and it is considered important that local peoples' experiences are positive. The proposed schemes and initiatives include:



Table 6.3 - Initiatives for Schools and Colleges

| Measures | Categories | Transport Objectives |
|---|--|----------------------|
| More school travel plans, helping staff and pupils health and reducing traffic congestion through projects such as the "walking train". | Travel Plans | A, B, C, D |
| College travel plans, including better travel information and ticketing options for students on local bus services. | Travel Plans | A, B, C, D |
| Physical measures to support Safer Routes to School, including 20mph zones at School Gates (during opening hours as a minimum) and at other "conflict" points. Continue to focus on achieving child reduction targets through supporting local safety schemes. | Traffic calming Local Safety Schemes | D |
| Houghton Road Cycle & Pedestrian Bridge, to serve the new site of Darlington College. | Walking Cycling | B, C |
| Accessibility planning used as an integral part of educational planning in Darlington. | Planning | A |
| Environmental improvements through increased maintenance and cleansing as part of the StreetScene initiative. | Maintenance | D |
| Provision of road safety education and training for cyclists, pedestrians and young car and motorcycle drivers, whilst continuing to design and implement local safety schemes to achieve casualty reduction targets. For example, initiatives such as "Handle it or lose it" website/advertising campaign for motorcyclists. | Smarter Choices (training) Local Safety Schemes | D |
| Promotional activities such as Walk and Bike to School Weeks to raise awareness. | Smarter Choices Events | E |
| Consider the feasibility of introducing a 16-19 concessionary fare scheme, to help young people access education and other facilities, thus contributing to the Social Inclusion and Community Strategies and Local Area Agreement. | Smarter Choices (social inclusion) | B, E |
| Feasibility of introducing a Wheels to Work scheme for those aged over 16 accessing education, training and employment. | Travel Plans | B |

Shopping for Food and Goods

10 On average, 54% of shopping trips made by local residents were by car, as a driver or as a passenger. This reflects the reality of supermarket shopping for many; the balance of trips were made on foot (27%) and by bus (18%). To achieve corporate and Government outcomes, the following schemes and initiatives are proposed:

Table 6.4 - Initiatives for Shoppers

| Measures | Categories | Transport Objectives |
|--|----------------------------------|----------------------|
| Balance the need for increased short stay car parking supply in the town centre, with the management of demand for town centre long stay parking, to minimise conflicts with the needs of local residents and to enforce parking restrictions (through decriminalised parking enforcement). Also review and implement improved signage as required to complement existing VMS installations. | Car Parking | A |
| Examining the potential of more home delivery of food, including to neighbourhood delivery points for collection by local residents. | Smarter Choices (Home delivery) | A, F |
| Investigate potential for Car Clubs | Smarter Choices (car clubs) | A, C, E |
| Examining the potential of home delivery of town centre goods to encourage trade. | Smarter Choices (Home delivery) | A |
| Modifications to car parking provision, with more attention to the needs of the disabled, those with young children, cyclists and motorcyclists (secure storage for bike and/or equipment). | Walking (Car parking) | A |

Leisure and Recreation

11 Leisure trips are the most common single reason for all trips made by Darlington residents, with an average of 31% of all trips being made for this purpose. As can be expected, this proportion increases at the weekend

especially on Sundays when 66% of all trips were made for a leisure purpose in 2004. 64% of such trips were made by car, either as a driver or as a passenger, yet 71% of such trips were under 5km or just over 3 miles. The following schemes and initiatives are proposed:

Table 6.5 - Initiatives for Leisure Trips

| Measures | Categories | Transport Objectives |
|---|---|----------------------|
| Further measures to ensure that the perception of road safety and personal security issues matches the reality (that there are few problems) to encourage a vibrant night time economy in Darlington Town Centre. | Smarter Choices (Marketing) Local Safety Schemes | D |
| Ensuring that the walking and cycling networks link to green spaces, parks and countryside sites, as well as the National Cycle Network. For example, completing National Cycle Route 14 between Darlington and Stockton, thus linking the South Burdon Community Woodland to the urban area sustainably. | Cycling Walking | A, D, E |
| Measures to contribute to the local StreetScene environment. | Walking Maintenance | D |
| Promotion of Darlington Doorstep Walks, to encourage use of the walking network including footpaths and bridleways, to access historical sites, green spaces and other places of interest. | Smarter Choices (Events) | A, D, E, F |
| Working with the taxi trade to help provide the service that the public need. | Taxis | E |
| Improving community transport provision, enabling those with a mobility disability to access facilities. Continue to support Shopmobility. | Demand responsive transport | B, E |
| Investigating solutions to help rural social inclusion such as supporting late buses and shared taxi services. | Bus support | E |

Continued opposite

Table 6.5 - Initiatives for Leisure Trips - continued

| Measures | Categories | Transport Objectives |
|--|-----------------------------|----------------------|
| Developing ticketing initiatives, for example joint leisure centre/bus, fitness centre/bus, theatre/bus or football/bus tickets to encourage sustainable travel. | Smart Choices (Marketing) | E |
| Investigate potential for Car Clubs | Smarter Choices (car clubs) | A, C, E |
| Promotion of rail and coach services for long distance travel where appropriate. | Smart Choices (Marketing) | A, E |
| Encourage the promotion of SkyExpress 737 Airport shuttle. | Bus infrastructure | A, E |

Access to Health Services and Caring for Others

12 Personal business and escort trips accounted for 12% of all trips made on average by local residents. Whilst not all of these were for health reasons, they are categories with a high percentage of car use (either as a driver or a passenger). This potentially means that access to health services is governed by being able to use a private car, not just need. Good liaison exists between health trusts and transport staff in improving accessibility. The proposals being developed include:

**Table 6.6 - Proposals for Access to Health Services**

| Measures | Categories | Transport Objectives |
|--|--|----------------------|
| Participating in the County Durham Travel Response Centre via the Transport to Health Partnership. | Smart Choices (Information) | E |
| Improving community transport provision, including Ring-a-ride to help all residents, including those with a mobility disability, to access facilities. | Demand responsive transport | B, E |
| Cycle network development. | Cycling | A, C, E |
| Implementing Safer Routes to Health (to local health centres and hospitals), in partnership with Sustrans. | Walking Cycling Local Safety Schemes | E, F |
| Working with the Transport to Health Partnership to ensure that all local people can get to their 'out of hours' primary care centre in line with the social inclusion strategy. | Social Inclusion | E, F |

Major Schemes

- 13 For clarity, proposed and current major scheme interventions are described in more in detail below. These schemes are part of the proposals outlined earlier in the chapter by the six trip purposes.
- 14 We re-submitted the **Darlington Eastern Transport Corridor** for consideration by Government in August 2005, as invited by the Minister. Since then, the scheme has been considered by the Interim Regional Transport Board for the North East (January 2006), who have recommended that Government approve it for funding from 2006/07. Darlington Borough Council is fully committed to securing this scheme and has so far spent nearly £1m from its own resources on statutory procedures, land acquisition, design, site investigation, advance environmental works and other necessary items. We feel that the scheme is worthy of Government support, not least since the economic case for implementation has much improved since the original submission (2000) and that all previous barriers to construction have now been removed.
- 15 This single carriageway road links the A66(T) to Haughton Road to the east of the town centre and enables us to achieve our plans for the economic regeneration of this area of the town. It essentially does this through providing the basis for continued development of land zoned for business, beyond the level that would be acceptable to the Highways Agency (the highway authority for the A66(T)) in terms of traffic flows generated and the resulting impacts on trunk road vehicle movements. It also permits a greater degree of accessibility to these development sites (including from residential areas of higher unemployment) by several means of transport including walking and cycling. The scheme would also:
- improve pedestrian and cycle safety, both on existing roads due to re-routed traffic and on new National Cycle Route 14 (with grade separated crossing of the A66(T)) which is an integral part of the scheme;
 - improve travel conditions on McMullen Road, Haughton Road and Yarm Road, through the introduction of measures to help everyone, locking in the benefits of the DETC through physical Corridor of Certainty route action plans and traffic calming; as well as through travel marketing opportunities.
 - improve access to the countryside through improving the existing bridleway into a National Cycle Route giving access to the South Burdon Community Woodland, creating the potential for a sustainable tourism initiative along the trackbed of the original Stockton to Darlington railway line.
- 16 The scheme is now ready to proceed once funding is secured; with all relevant legal, property and key design issues resolved. If funding was secured by April 2006 (and subsequently the legal orders confirmed by the Secretary of State), it is estimated that work could commence in November 2006. Should this scheme not be approved in 2006, we are intending to submit it again, as soon as is possible through this Plan.
- 17 The scheme is an essential part of helping people travel to work, do business in Darlington and access leisure/recreational facilities. It particularly addresses the key issues of traffic congestion, safety and accessibility as a result. As shown in the supporting documentation, the scheme has a benefit to cost ratio of 3.991, with a net present value of £246,262. The benefits of the investment will be 'locked in' by complementary measures on the roads, which the scheme is designed to relieve and by smarter choices initiatives targeted at relevant areas, in particular Haughton Village and Yarm Road.
- 18 We see the implementation of the Darlington Eastern Transport Corridor as a precursor to the realisation of the proposals contained in the **A66(T) Tees Valley Gateway Study**. This two part study was commissioned by the North East Assembly and partners (including the Council and the Highways Agency), to investigate how best to achieve the following for the local area – a “gateway” to the Tees Valley sub-region through the identification of potential options across all modes to:
- provide better access to the Tees Valley;
 - reduce traffic congestion and improve safety on the A66(T) Darlington Bypass; and
 - enable economic regeneration consistent with the Tees Valley Vision.
- 19 Phase 2 of this Study reported in 2005 and recommendations have been made to Government about the way forward. In terms of major schemes, it is proposed that an improvement be made to the A66(T) through part dualling the section between Great Burdon and Yarm Road, with on line improvements elsewhere. In the longer term, the option of fully dualling the A66(T) around Darlington remains. As a Highway Agency promoted major scheme, this proposal falls outside of the Council's direct remit, but we will continue to work in partnership with the Agency to ensure that maximum benefit is obtained from this intervention particularly for local people.
- 20 The proposals for public transport interventions, travel plans and associated measures will be developed where possible, as part of the general work of the Local Transport Plan (detailed below), so that they are in place before delivery of the proposed scheme.
- 21 No timescale has been set for delivery of this proposal at the moment, but it is included in the Interim Regional Transport Board's proposals for after 2011.

22 We are currently delivering the **Pedestrian Heart** scheme in the centre of Darlington, in part using funds from the first Local Transport Plan. Creating a high quality public realm in Darlington, the scheme addresses the need to make the town centre relevant to the future needs of businesses and users alike.

The scheme aims to answer the following issues:

- Darlington had a poor pedestrian environment in comparison to competing centres;
- bus traffic in the prime shopping streets compromised pedestrians' safety and severs pedestrian flows;
- the town centre is a key driver to attract investment in available employment sites around the town; and
- the need to stimulate the development of the Commercial Street site, which will create large shop units to attract large national retailers. Currently, the shop units in the town are too small to house the larger retailers.

23 The scheme provides the solutions to these issues through providing better circulation arrangements for people and associated traffic movements, keeping high accessibility to the core area, whilst removing conflicts. It also seeks to generate positive first impressions of the Town Centre and Borough through providing the environment that people want with a coherent use of street space giving a new events space, public art, improved access for people with disabilities and more encouragement of an even spread of business activity.

24 As a town centre scheme, the Pedestrian Heart is firmly rooted in the principles of accessibility, since the town centre is the major focus of the local bus network, is near to the railway station and is well connected on foot, by cycle and car with the rest of the Borough as well as further afield.

25 The Local Transport Plan contributes to the realization of this corporate project through the funding of enabling works to the local road network, including improvements aiding bus users (such as bus lanes), pedestrians and cyclists. Measures in the Second Local Transport Plan such as improvements to local bus services and car parking facilities will further help the town centre to provide a sustainable business centre for local people.

26 As one of the 5 Tees Valley authorities Darlington is also part of the **Tees Valley Bus Network Review**, which has been recommended to the DfT for approval by the Interim Regional Transport Board. This £33m outline scheme is a major review of the bus network in the Tees Valley and builds on the regional strategies to provide enhanced public transport links between key interchanges in Newcastle, Sunderland, Durham City, Darlington and

Middlesbrough. Further detailed work is required to turn this outline proposal into a major scheme bid through this Plan. We currently anticipate that such a bid will be made in Autumn 2006.

27 Darlington will also work with Durham County Council and other partners on the implementation of **Transit 15**, Durham's £6m major scheme to provide enhanced bus corridors between main towns in County Durham and Darlington (as a gateway into the wider Tees Valley City Region).

Priorities and Programme for 2006 to 2011

28 The following types of measures have therefore been identified:

| | |
|---|---|
| Bus infrastructure | Parking supply and management |
| Car sharing | |
| Bus priority | Individualised Travel Marketing |
| Car clubs | Planning measures (land uses) |
| Parking for cars, bikes and motorcycles | Training (road safety, pedestrian & cycle training) |
| Better travel information | |
| Cycling infrastructure | Light rail scheme |
| Travel awareness marketing | Support for bus services |
| Demand responsive transport | Better taxi services |
| Events | Traffic calming |
| Footway & carriageway maintenance | Traffic management (including SCOOT) |
| Home delivery | Travel plans |
| Local road scheme | Trunk road scheme |
| Home working / flexible hours | Walking |

29 Non-transport interventions can be more, or as, appropriate as specifically transport related ones in some

circumstances. This can be seen in the lists earlier in this chapter with measures relating to land use, working patterns and health provision. This can also be seen in the Accessibility Strategy (**Annex 12**), which sets out the process for defining and tackling local people's needs. It may also be seen in the linkages made through the Pedestrian Heart scheme described above, where transport links form part of a wider picture to achieve the outcome of a revitalised, sustainable town centre.

30 To help in selecting a programme of transport investment from these measures which concentrates on achieving the strategic objectives of the Plan and their associated targets - and therefore to help achieve good value for money - we have undertaken a multi-criteria analysis, assessing the impact of each measure against the LTP objectives and a 'deliverability' factor. Since the Plan's objectives derive from the national shared priorities, as well as local factors, this puts the shared priorities at the heart of the delivery programme.

31 This technique provides a structured method using a standardized scoring system for each measure, with relative weightings for the six objectives and single deliverability factor. Individual scores are based on a range of best practice guidance and research.

32 Where possible we have attempted to group measures in accordance with the standard output measures used in LTP finance forms for ease of subsequent reporting on performance to the Department for Transport. We have not assessed the Darlington Eastern Transport Corridor in this process, since we, at this stage, anticipate full approval during the first LTP period.

33 **Tables 6.7 and 6.8** show the multi criteria analysis scores and rankings for the full Plan period.

Table 6.7 - Multi Criteria Analysis of Different Scheme Types

| Multi Criteria Analysis | To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | To improve access to employment and education, particularly for those without access to a car. | Improve travel safety for all, addressing real and perceived risks. | To provide the environment for sustainable development of new and existing businesses. | To provide and promote travel choices to all, in particular to reduce car driver trips. | To make the most effective use of the transport network. | Deliverability (Ease of delivery in the short to medium term). |
|---|--|--|---|--|---|--|--|
| Relative weighting | 70.0 | 90.0 | 100.0 | 75.0 | 80.0 | 80.0 | 100.0 |
| Scoring parameters (-5 to +5) | | | | | | | |
| Integrated Block | | | | | | | |
| Bus priority schemes BL* | 1 | 2 | 1 | 1 | 3 | 4 | 1 |
| Bus infrastructure schemes BG1/BI*/IN*/PR* | 2 | 3 | 1 | 1 | 3 | 4 | 3 |
| Car parking OS1 | 0 | 0 | 1 | 1 | -2 | -1 | 1 |
| Traffic management TM1-6 | 1 | 0 | 3 | 0 | 1 | 4 | 1 |
| Cycling infrastructure CY1 / CY3 / CY5 / CY6/ CY 7 | 4 | 2 | 2 | 1 | 3 | 4 | 3 |
| Demand responsive transport OS1 | 3 | 3 | 1 | 0 | 3 | 2 | 1 |
| Local road schemes RD* | -1 | 0 | 2 | 2 | -1 | 3 | 1 |
| Better taxi services OS1 | 0 | 2 | 0 | 1 | 2 | 1 | 0 |
| Traffic calming TM7-10 | 2 | 0 | 3 | 1 | 2 | 4 | 2 |
| Travel plans TP* | 2 | 4 | 2 | 5 | 4 | 3 | 4 |
| Local Safety Schemes LS* | 2 | 0 | 4 | 1 | 0 | 3 | 3 |
| Walking infrastructure WA*/RC* | 4 | 3 | 2 | 1 | 3 | 4 | 3 |
| Smarter Choices | | | | | | | |
| Car clubs | 1 | 0 | 0 | 2 | 1 | 1 | 2 |
| Car sharing | 0 | 2 | 0 | 1 | 3 | 3 | 3 |
| Better travel information | 2 | 3 | 0 | 3 | 4 | 3 | 4 |
| Events | 2 | 0 | 0 | 1 | 1 | 0 | 4 |
| Home shopping | 2 | 2 | 0 | 1 | 2 | 3 | 0 |
| Home / flexible working | 0 | 2 | 0 | 3 | 0 | 3 | 2 |
| Individualised travel marketing | 4 | 2 | 1 | 2 | 4 | 1 | 4 |
| Planning measures | 2 | 1 | 1 | 3 | 0 | 3 | 0 |
| Training (road safety, cycle & pedestrian) | 3 | 1 | 2 | 0 | 1 | 1 | 4 |
| Travel plans | 3 | 3 | 0 | 0 | 3 | 3 | 2 |
| Maintenance Block | | | | | | | |
| Footway maintenance schemes MM1 | 2 | 2 | 4 | 1 | 3 | 3 | 4 |
| Carriageway maintenance schemes MM2 | 0 | 0 | 4 | 2 | 0 | 5 | 3 |
| Noise reducing road surfaces MM5 | -2 | -2 | 4 | -3 | 0 | -3 | 3 |
| Strengthening to carry 40 tonne MM7 | -3 | -3 | 1 | 4 | -5 | 3 | 4 |
| Structural maintenance MM8 | 0 | 0 | 3 | 2 | 0 | 4 | 2 |

Table 6.8 - Multicriteria analysis - Infrastructure Measures



34 This 'third tier' analysis does not provide a prescriptive solution to the precise allocation of Local Transport Plan and other resources, rather it provides an indicative set of guidelines on which to base spending allocations.

35 Throughout the LTP delivery programme further multi-criteria analysis will take place ranking individual competing schemes to help us select the most advantageous interventions to meet our outcome objectives. This process will examine the values used in our scoring system in the light of delivery experience, to ensure that it appropriately reflects the benefits being accrued by local people.

36 Individual schemes and programmes will have benefits across a wide range of road users and all road users will be considered in policy briefs, design statements and implementation, following the hierarchy of road users. This will ensure that the needs of particular groups such as the disabled, motorcyclists or public transport passengers or operators are recognised and considered.

37 The proposed programme for 2006/07 (**Table 6.9**) and for the full plan (**Table 6.10 & Annex 5** 'Finance Forms') has been developed as outlined above to ensure that our proposals are robust and capable of being delivered within the indicative budget guidelines set by the Department for Transport. We have chosen not to alter the indicative budgets set by the Department for the maintenance and integrated transport blocks since we feel that these are appropriate for the schemes that we need to deliver to tackle local issues. However, we have prepared proposals for the eventuality that we receive up to 25% reward funding in our annual settlements (**Table 6.11 and Annex 5**) For completeness, as a reflection of the complementary nature of smart travel choices and LTP capital schemes, we have also presented proposals for smart travel choices in the years 2006 to 2009, using Challenge funds secured through the Sustainable Travel Demonstration Town initiative. However our smart travel choice proposals delivered through this funding package are not shown in the annexed Finance Forms, since these deal solely with interventions partly or wholly funded by LTP funds. This also applies to the match funding secured through the use of Cycling England funds.

Table 6.9 : 2LTP Capital Programme 2006/07

| Intervention | Proposed Budget £000s | Transport Strategy Objective |
|---|--|---|
| Corridor of Certainty | 420 | A B C D E |
| <ul style="list-style-type: none"> • Haughton Road Phase 1 • Haughton Road Residents' Parking Zone • Haughton Road Cycle Lane • Managing car parking at kerbside, Yarm Road • Bus priority works on North Road • Cycling - Advanced Stop Lines • Wensleydale Road/North Road junction • Toucan crossing upgrade Victoria Road • Haughton Road Pedestrian & Cycle Bridge (contribution) | 20 25 7.5 100 75 2.5 50 40 100 | |
| Public transport schemes | 158 | B C D E F |
| <ul style="list-style-type: none"> • 13 new bus stops, including for service 21 • Other improvements to existing bus stops, including 20 raised kerbs, real time information, shelter provision • Punctuality Improvement Plan • North Road Station | 65 64 9 20 | |
| Car Parking | 205 | A C E |
| <ul style="list-style-type: none"> • Decriminalised Parking Enforcement Implementation • Residents' Parking Zones • Improvements to car parks, especially for vulnerable users • Park & Ride | 100 75 10 20 | |
| Cycling and Walking (additional schemes funded via Cycling England) | 253 | A B C D E F |
| <ul style="list-style-type: none"> • Toucan crossings Whessoe Road • Other signalised crossing points • Additional dropped kerbs for wheelchair accessible routes • Improving direction signs in East Darlington • 3 cycle tracks • 3 cycle lanes • 2x secure cycle parking | 60 30 18 25 90 15 15 | |
| Demand responsive transport | 78 | B E |
| <ul style="list-style-type: none"> • Ring a Ride | 78 | |
| Travel Safety schemes | 410 | A D E F |
| <ul style="list-style-type: none"> • Urban 20mph zone • Town Centre 20 mph zone • School 20mph zones • Safer routes to health (to Health Centres & Hospital) • CCTV at East Street • Street lighting • Local Safety Schemes in priority order | 150 20 70 35 25 10 100 | |

Table 6.9 : 2LTP Capital Programme 2006/07 continued

| Intervention | Proposed Budget £000s | Transport Strategy Objective |
|--|--------------------------|---------------------------------|
| Travel Plans | 80 | B C D E |
| • Supporting School Travel Plans | 40 | |
| • Supporting College Travel Plans | 20 | |
| • Supporting Employer Travel Plans | 20 | |
| Monitoring | 40 | A |
| • Traffic monitoring equipment and other aids to measurement | 40 | |
| Sub-total integrated block | 1644 | |
| Highways Maintenance | 858 | A D |
| • 8 footway maintenance schemes from list | 200 | |
| • 12 carriageway maintenance schemes from list | 446 | |
| • Noise reducing surfaces (A167 and B6280) | 112 | |
| • Retaining wall, A167 Northgate | 100 | |
| Bridge Maintenance | 267 | A D |
| • Barmpton Bridge strengthening | 136 | |
| • 2 maintenance schemes in priority order | 131 | |
| Sub-total maintenance block | 1125 | |
| TOTAL | 2769 | |

**Table 6.10 - Second Local Transport Plan
Proposed Capital Programme 2007/11**

| Intervention ¹ | Proposed Budget £000s ² | Transport Strategy Objective |
|--|---|---------------------------------|
| Corridor of Certainty <ul style="list-style-type: none"> • Bus priority works Coniscliffe Road, Haughton Road, Inner Ring Road & Woodland Road • Traffic calming B6279 Haughton Green after implementation of DETC • Junction improvements to tackle traffic congestion • Road widening to tackle traffic congestion • Cycling - Advanced Stop Lines • Cycle track St. Cuthbert's Way • Upgrade Pelican to Toucan crossing, North Road | 1246.25 465 85 265 285 6.25 100 40 | A B C D E |
| Public transport schemes (excluding Corridor of Certainty measures) <ul style="list-style-type: none"> • 19 new bus stops • Other improvements to existing bus stops, including 97 raised kerbs & 8 shelters • 23 real time information displays (including throughout town centre) • Bus priority at signals • Other improvements (including on bus) • Punctuality Improvement Plan • North Road Station access improvements | 767.25 95 240 115 50 127.5 39.75 100 | B C D E F |
| Car Parking <ul style="list-style-type: none"> • Decriminalised Parking Enforcement • Residents' Parking Zones • Improvements to car parks, especially for vulnerable users • Park & Ride (1x) | 1490 100 50 90 1250 | A C E |
| Cycling and Walking (excluding Corridor of Certainty Measures) Additional cycling schemes funded via Cycling England programme <ul style="list-style-type: none"> • 2 Toucan crossing points • 2 Puffin crossing points • Other unsignalled crossings • 105 additional dropped kerbs for wheelchair accessible routes • Improving direction signs, West Darlington • Advanced Stop Lines • Cycle tracks • CCTV monitored secure cycle parking • Network development | 858.50 120 80 65.5 63 25 45 90 15 355 | A B C D E F |
| Demand responsive transport <ul style="list-style-type: none"> • Shopmobility • Ring a Ride | 71.5 21.5 50 | B E |

¹ actual interventions may change depending on feasibility of some proposals.

² additional expenditure proposed if reward funding obtained.

**Table 6.10 - Second Local Transport Plan
Proposed Capital Programme 2007/11 continued**

| Intervention ¹ | Proposed Budget £000s ² | Transport Strategy Objective |
|---|---|---------------------------------|
| Travel Safety schemes <ul style="list-style-type: none"> • Urban 20 mph zone • Village 20 mph zone • Rural traffic calming schemes • Safer routes to health • CCTV • Street lighting • Urban traffic calming schemes • Local Safety Schemes • Cycling & Pedestrian Safety Schemes | 692 100 78 60 44 35 10 140 180 45 | A D E F |
| Travel Plans <ul style="list-style-type: none"> • Employer Travel Plans • School Travel Plans • Supporting measures | 528.5 135 321.4 72.1 | B C D E |
| Monitoring <ul style="list-style-type: none"> • Traffic monitoring equipment and other aids to measurement | 160 160 | A |
| Sub-total Integrated Block | 5814 | |
| Highways Maintenance <ul style="list-style-type: none"> • Footway maintenance shemes from list • Carriageway maintenance shemes from list • Noise reducing surface schemes from list | 3482 800 2190 492 | A D |
| Bridge Maintenance <ul style="list-style-type: none"> • Strengthening programme completion • Maintenance schemes in priority order | 1022 136 886 | A D |
| Sub-total maintenance block | 4504 | |
| TOTAL | 10318 | |

Table 6.11 - Proposed use of reward funding 2007/11

| Intervention¹ | Proposed Budget £000s² | Transport Strategy Objective |
|---|--|---|
| Corridor of Certainty <ul style="list-style-type: none"> Junction improvements Underpass replacement | 390 200 190 | A D E F |
| Public transport schemes (excluding Corridor of Certainty measures) <ul style="list-style-type: none"> Other improvements to existing bus stops, including 33 raised kerbs 13 real time information displays Bus priority at signals Other improvements (including on bus) North Road Station access improvements | 216 66 65 48 17 20 | B C D E F |
| Car Parking <ul style="list-style-type: none"> Improvements to car parks, especially for vulnerable users Ticket machine upgrade | 140 10 130 | A C E |
| Cycling and Walking (excluding Corridor of Certainty Measures) <ul style="list-style-type: none"> Other unsignalled crossings Network development Additional dropped kerbs for wheelchair accessible routes | 138 15 99 24 | A B C D E F |
| Demand responsive transport <ul style="list-style-type: none"> Waiting facilities | 15 15 | B E |
| Travel Safety schemes <ul style="list-style-type: none"> Rural Traffic calming schemes CCTV Local Safety Schemes Cycling & Pedestrian Safety Schemes | 87 42 10 20 15 | A D E F |
| Travel Plans <ul style="list-style-type: none"> Employer Travel Plans | 60 60 | B C D E |
| TOTAL | 1046 | |

Integrated Approach for Main Corridors

38 Since we have attempted to group measures in accordance with the standard output measures used in LTP finance forms, it is necessary to bundle several categories together to identify total spend on some schemes. **Tables 6.9 & 6.10** illustrate this integrated approach for Corridors of Certainty – Darlington's route action plans tackling traffic congestion and accessibility on major radial roads.

Area Wide 20 mph Trial

39 In line with our focus on safety we are proposing trialling area wide 20 mph zones in the urban area in 2006/07, defined by signs and road markings only. This approach is at variance with current practice where 20 mph speed limits are reinforced through the installation of physical measures such as chicanes, speed humps and cushions.



- 40 We believe that we can achieve results, both by this intervention and supporting promotion, that are comparable to those achieved in Hull. Hull City Council have turned 26% of the city's roads into 20 mph zones with a 90% reduction in KSI figures and a 74% drop in child pedestrian casualties. Hull's work is estimated to have a 10:1 value for money ratio, in excess of many traditional solutions to traffic speed. We also believe that more widespread 20 mph zones could help counteract inaccurate perceptions of the safety of walking and cycling, and so help to increase use of these modes and public transport.
- 41 Our proposals also include trialling a 20 mph 'village' in our rural area, as well as specific interventions in support of the Safer Routes to School programme, as highlighted in consultation workshops. We will assess the impact of these actions through the annual survey process, carried out by the sustainable town initiative to test the success of the trial.
- 42 The Health Impact Assessment on the Provisional Plan identified 20 mph zones as an issue for further scoping. We will undertake this work with the Darlington Primary Care Trust.

Sustainable Travel Demonstration Town

43 We will continue to implement smarter travel choices using the sum of **£2.03m** available from Darlington: A Town on the Move during 2006 to 2009. After March

2009, we will continue to bring forward smart travel choice interventions from our indicative allocation for the integrated transport block to ensure that the most benefit is achieved from the infrastructure measures implemented during the plan period by encouraging the most effective use of the transport network. We will use the Sustainable Travel Town project to evaluate and determine which measures are most effective in Darlington, and so should be taken into mainstream funding.

Cycling Demonstration Town

44 As a Cycling Demonstration Town Darlington will have up to £1.27m additional funding for investment in cycling schemes within the Second Plan period, to be matched against Local Transport Plan funding, developer contributions, developer schemes and other private, public or community based investment in cycling schemes. In total, Cycling England funding lasts for 3 years between October 2005 and September 2008 with an total allocation of £1.5m.

Other Sources of Finance

- 45 We are mindful of the benefit to be derived from integrating spend from both revenue and capital funds available to the Council, in pursuit of a common goal. For instance, our commitment to providing free bus passes (estimate of **£1.723m** in 2006/07) is complementary to our proposals to improve the physical quality of bus travel through the LTP (for example, the expenditure of £138,500 on improving bus stops), since both influence our BVPI target and support the achievement of outcomes specified in LTP objectives B,C, E & F.
- 46 We are also aware of the possibilities to be gained through working with partners, both utilising cash resources and payments "in kind". This includes the possibilities generated by our unique status as both a Sustainable Travel Demonstration Town and Cycling Demonstration Town, funded by the Department for Transport. In the plan period, these two initiatives will add an additional £3.304m (based on current proposals) to help the Council achieve its desired outcomes.
- 47 The development of Darlington's Local Area Agreement (LAA) has provided an opportunity to work with partners and identify additional resources and finance as well as opportunities to work in a different way to achieve greater outcomes with existing budgets. For example the LAA focuses on young people and partners will work together to assess the potential to provide a concessionary fares scheme for 16-19 year olds, potentially pooling education, transport and post-16 education funding.
- 48 The Council's current spending plans for 2006/07 are shown in **Table 6.12**. Its Medium Term Financial Plan, is developed on an annual rolling basis, with current projections to 2009/10. In total, we have budgeted for a net revenue spend of just over **£9m** in the year on actions complementary to the objectives of this Plan.

Table 6.12 Revenue Allocation 2006/07

| Source | Item | Budget £000 (net if applicable) | Transport Objective |
|---------------------------------------|--|---------------------------------|---------------------|
| Childrens' Services | Home to School Transport (including special needs) | 856 | B |
| | Continuing Education Transport | 80 | B |
| Adult Services | Social Service Transport | 105 | B |
| Community Services | Street Cleansing | 1,710 | C D F |
| Development & Environment | Bridge Maintenance | 10 | D |
| | Routine Maintenance | 312 | D |
| | Aids to movement | 88 | B |
| | Maintenance Schemes | 260 | D |
| | Surface Dressing | 122 | D |
| | Street Lighting | 800 | D |
| | Winter Maintenance | 274 | D |
| | Verge Maintenance | 188 | D |
| | School Crossing Patrol | 119 | B D F |
| | Road Safety, Education & Training | 20 | D E F |
| | Traffic Management | 62 | C D |
| | Concessionary Fare (bus & taxi concession) | 1,774 | C E F |
| | Supported Bus Services | 512 | B C D E |
| | Ring a Ride | 47 | B E |
| | Car Parking | -1.796 | A |
| | Prudential Borrowing "Lets Get Cracking" | 2,500 | D |
| | White Light conversion programme | 66 ¹ | D |
| Rural Bus Challenge | Grant | 101 | B C D E |
| Sustainable Travel Demonstration Town | Smarter Choices Measures | 794 | A C D E F |
| | TOTAL | 9,004 | |

¹ The sum of £131,000 has been allocated over two successive financial years 2005 onwards.

49 Additional funding or transport improvements are secured through the development control process. This is usually associated with the provision of new or improved transport infrastructure. However working with colleagues in our planning service, we are working towards requesting sums of revenue as well as capital money as appropriate for individual schemes. This will enable us to continue to support non-commercial bus services for instance.

50 Additional funding has also been made available through the integration, at a national level, of safety camera funding into the Local Transport Plan system from 2007/08 onwards. This has provided Darlington with a planning

guideline of £152,875 of capital and £687,926 revenue funding between 2007/08 and 2010/11. This money will be used to deliver the Travel Safety Strategy and address priorities as assessed against a thorough analysis of accident data, identification of at risk groups, public perception of danger and interventions to encourage sustainable travel.

51 Since the money was awarded in early 2006, work has just started on a programme to utilise this money to achieve target outcomes, value for money and to continue to implement best practice. A draft programme is in **Table 6.13**.

Table 6.13 Provisional programme for additional road safety funding 2007/08 – 2010/11.

| Intervention | Capital funding £ | Revenue funding £ |
|--|-------------------|-------------------|
| Continuation of the cycle training programme in schools | | 66,000 |
| Continuation of the pedestrian training programme in schools | | 46,000 |
| Appointment of road safety officer to develop promotional campaigns targeted to address casualty reduction targets | | 120,000 |
| Road safety events trailer | 20,000 | |
| Regional and local publicity | | 80,000 |
| Appointment of road safety engineer to analyse casualty statistics and design innovative engineering solutions to address casualty reduction targets | | 120,000 |
| Engineering innovation e.g. lighting, CCTV | 100,000 | |
| Develop support package for motorcycle training to address trends in motorcycle casualties and increase levels of motorcycling | | 40,000 |
| Speed enforcement, including expansion of SpeedVisor programme, and partnership with the Police to develop 20mph zones | 30,000 | 85,000 |
| Driver training for older drivers (potentially using Durham County Council's SAGE model) | | 40,000 |
| Driver improvement training for council staff, then roll out to other employers as part of travel plan process. | | 90,000 |
| TOTAL | 150,000 | 687,000 |

Delivery issues

52 All the interventions based on LTP funding will be delivered by the Council through a contractor appointed and managed by them. The management process will use our newly introduced **Programme Control System (Annex 14)**. This system will be further developed as required throughout the life of the Second Local Transport Plan to ensure the delivery of schemes on time, within the allocated budget, and achieving the planned outputs and outcomes. It will also interface with the reporting systems used for our two challenge initiatives "A Town on the Move" and Cycling Demonstration Town. The four themes of the system (Project Management, Financial Control, Performance Analysis and Performance Review) are integrated to allow us to have a clear understanding of the costs involved; actual, committed and budgeted. In addition, the system gives us a clear understanding of the corporate objectives that are being met by the project and how the project is going to achieve them

53 Effective use of this programme control system will be the key component of controlling delivery risks through:

- the identification and management of risks to the delivery of a specific scheme such as poor weather or unexpected changes in traffic conditions (summarised by each indicator in **Chapter 7**); and
- the ability to bring forward proposals for implementation should a scheme be undeliverable for a significant period of time. As part of the system, we will be able to bring forward for implementation, proposals which have been developed to implementation stage under an advance design process.

54 In this way, using both elements of the risk management process in the programme control system, we intend to manage delivery risk to avoid disruption to the achievement of the overall objectives of the Plan.

55 Such a change in our delivery plans could have an implication where schemes are specifically linked; for example, we need to deliver the physical measures for a Safer Route to School scheme before promoting a school travel plan to school children. In these cases, we will have identified the linkages through the programme control system's policy briefs for each scheme and set out the remedial actions available to us. In a more general sense, all our proposals are linked through their joint contributions to the achievement of the Plan objectives and the wider outcomes of the Transport Strategy.

56 Our delivery of specific physical interventions will be

informed by the involvement of our recently appointed Urban Design Officer. This officer, as the Council's Design Champion, is tasked with bringing a more coherent approach to the quality of the streetscene of the Borough. Through the vetting of the design of transport schemes, the Design Champion will contribute to Quality of Life objectives. This process will aid us in designing each of our schemes with consideration of the needs of all users of our transport network, including the emergency services and those who are less able-bodied.

57 The maintenance implications of any investment in new or improved highway scheme needs to be analysed before implementation. Budget optimisation software that is being developed as part of the Transport Asset Management Plan will be used to ascertain the maintenance impact of new assets.

Proposals for 2006/07

58 In the first year of the Plan period, we have set a more detailed delivery programme designed to contribute to the overall results that we have set ourselves within the indicative allocated budget, informed by the multi-criteria analysis technique. **Table 6.9** shows the level of spend that we need in order to deliver the Plan in its first year.

Reward Scenario

59 We are keen to implement all our proposals contained in the Provisional Second Local Transport Plan and are conscious that our total planning guideline for integrated block spend has been reduced by £1.283m as part of the DfT's financial processes. Therefore, we are keen to make use of any reward funding to help deliver our proposals and achieve our targets. (**Table 6.11**) Whilst we have revised the targets in this Plan to take account of the new planning guidelines, we would consider stretch targets should appreciable amounts of reward funding be made available to Darlington.

- 60 As detailed in **Chapter 3**, the biggest potential to change current travel behaviour, on trips that realistically could be undertaken by an alternative means of travel is from car use to cycling. This potential for change is 34% of all trips currently made by car in Darlington (or 21% of all trips). This would be over 19 million trips per year which could potentially change (although it is not suggested that all would). Realising such potential will bring associated benefits for pedestrians including disabled people, since many cycle facilities are shared with pedestrians. It is important to stress that this potential is for realistic changes in travel behaviour and not, for instance, where the user cannot cycle or needs to transport heavy luggage.
- 61 We would use any reward funding to support our aspirations for improving local peoples' quality of life; for example we could spend up to £390,000 more on improving travel conditions for all on the inner ring road, enhancing the minimum scheme that we can deliver within the planning guideline budgets. In this scenario, we will be especially looking to invest further in sustainable travel modes (public transport, walking and cycling) in order to achieve more beneficial outcomes.

CHAPTER 7:

Targets

Summary

Targets are set for the achievement of key outcomes in relation to the objectives for the Plan set out in **Chapter 4**.

The targets and trajectories assume the indicative budget allocation and the resulting programme described in Chapter 6.

Target Hierarchy

- 1 Indicators and targets are set according to the following hierarchy:
 - Targets for key outcome indicators – which directly measure the achievement of the Plan’s objectives, and thus the national shared priorities. These are the main indicators to be reported in Annual Progress Reports and against which the success of the Plan will be judged.
 - Targets for intermediate outcomes – which represent proxies or milestones towards key outcome targets. These will also be reported in Annual Progress Reports.
 - Contributory output indicators – which will be collected by the Council, but not necessarily reported.
- 2 The following criteria have been used to select an appropriate set of targets and indicators for the Plan:
 - Department for Transport advice, in particular the ‘Full Guidance on Local Transport Plans; Second Edition’ (December 2004) and the Preparation of Final Local Transport Plans (September 2005).
 - The requirement to measure performance against nationally agreed Shared Priorities and Best Value Performance Indicators.
 - Local and regional priorities, in particular the objectives set out in our Community Strategy and Corporate and Best Value Performance Plan.
 - The need to focus on a set of core indicators, measuring outcomes that directly affect the quality of life of Darlington residents.
 - The need to select local indicators upon which the local authority and its partners can exert real influence.
- 3 Through the Council’s Performance Plus monitoring system (used for the performance management of the whole Community Strategy) these indicators will be linked to the objectives and outcomes to which they contribute in a hierarchical way, and will provide a continuing indication of whether outcomes are likely to be achieved. Indicators nested in this way help to provide early indications of whether corrective action is necessary. There is a formal review of progress against targets every 6 months by the Local Strategic Partnership.
- 4 In 2004 a Programme Management and Monitoring Principal Officer was appointed to the Council to ensure that the Local Transport Plan was delivered to time and budget, achieving scheme outputs and targets. The significance of this role can be seen in the marked improvement of 27% in the score for the 2005 Annual Progress Report, as effective programme management was introduced.
- 5 Investment in monitoring tools and techniques is now ensuring that we have better quality information, not only to set targets, but to ensure that ongoing robust monitoring can identify problems and guide programme implementation. Monthly monitoring reports are produced by the Transport Policy Team on key indicators such as traffic flows, cycling and bus patronage trends, where continuous or monthly data collection is possible. Some data is only available on an annual basis such as the global bus patronage figure. These monitoring reports guide the delivery programme to ensure that targets are achieved.
- 6 A full description of the performance management policies and procedures that are in place to set targets and monitor performance can be found in **Annex 14**.
- 7 **Table 7.1** below shows how the chosen indicators relate to the objectives of this Plan and thus the national shared priorities. These have been selected to focus in on the desired outcomes of this Plan, rather than any one individual output. For example, the percentage of trips by residents made by walking, cycling and as car driver give both an indication of an output, but also the consequence in terms of quality of life outcomes. A summary of the indicators is in **Table 7.2**.

Table 7.1 - Indicators in Relation to Objectives

| Shared Priority | Key Outcome Indicators | Intermediate Outcome Indicators | Contributory Output Indicators |
|--|------------------------|--|---|
| Objective A: To provide the environment for sustainable development of new and existing businesses, housing and services in Darlington. | | | |
| Accessibility Quality of life | LTP1 | BVPI102 Bus patronage | Rail patronage Access to rail stations Levels of cycling Number of work and residential travel plans % of Rights of Way that are easy to use |
| Objective B: To improve access to employment, education, health, fresh food and leisure, particularly for those without access to a private car and for those that have greatest need. | | | |
| Accessibility | LTP1 | LTP4 journeys to school % of car driver trips levels of cycling levels of motorcycling | % Of Rights of Way that are easy to use BVPI102 Bus patronage Number of accessible buses Number of bus stops with raised kerbs Use of Shopmobility and Ring a Ride Use of concessionary fares schemes QoL indicators – perception of access to key services |
| Objective C: To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | | | |
| Congestion Air quality* | | LTP2 area wide traffic flows LTP3 cycle flows LTP4 journeys to school Changes in peak period traffic flows % of car driver trips | Number of School Travel Plans LTP5 bus punctuality Levels of motorcycling |

* Not required to set Air Quality target

Table 7.1 - Indicators in Relation to Objectives continued

| Shared Priority | Key Outcome Indicators | Intermediate Outcome Indicators | Contributory Output Indicators |
|---|--|--|---|
| Objective D: To improve travel safety and security for all by addressing the real and perceived risks. | | | |
| Road Safety | BVPI 99 KSIs and slights | BVPI 223 Principal Road condition BVPI 224a&b non-principal and unclassified road condition BVPI 187 Footway condition | Number of School Travel Plans Participation in cycle and pedestrian training CCTV at bus stops CCTV on board buses Perception of safety (QoL indicators) Number of Secure Mark car parks and associated car crime levels |
| Objective E: To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | | | |
| Congestion Accessibility | % of car driver trips | LTP2 area wide traffic flows LTP3 cycle flows LTP4 journeys to school LTP5 bus punctuality BVPI102 Bus patronage | Number of School Travel Plans Number of work and residential travel plans Level of public transport information provided at stop BVPI104 Bus satisfaction BVPI 103 satisfaction with public transport information Levels of motorcycling |
| Objective F: To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and food. | | | |
| Quality of life Accessibility | % of walking trips, % of cycling trips. | LTP2 area wide traffic flows LTP3 cycle flows LTP4 journeys to school BVPI102 Bus patronage | % Of Rights of Way that are easy to use Number of school travel plans Number of work and residential travel plans |

Table 7.2 - Summary of Indicators

| Number/Code | Indicator |
|---|---|
| Core indicators | |
| BVPI223 | Road condition - Principal |
| BVPI 224a | Road condition - Non- Principal |
| BVPI 224b | Road condition - Unclassified |
| BVPI99 (x) | Total killed and seriously injured casualties |
| BVPI99 (y) | Child killed and seriously injured casualties |
| BVPI99 (z) | Total slight casualties |
| BVPI102 | Bus passenger journeys |
| BVPI104 | Satisfaction with local bus services |
| BVPI187 | Footway condition |
| LTP1 | Accessibility to primary health care |
| LTP2 | Change in area wide road traffic mileage |
| LTP3 | Cycling trips (annualised index) |
| LTP4 | Mode share of journeys to school (% of journeys by car) |
| LTP5 | Bus punctuality |
| Local indicators | |
| BVPI99 | Child slight casualties |
| Changes in peak period traffic flows | |
| % Of trips by walking (Darlington residents) | |
| % Of trips as a car driver (Darlington residents) | |
| % Of trips by cycling (Darlington residents) | |
| BVPI103 | Satisfaction with public transport information |
| Number of school travel plans | |
| % Of rights of way that are easy to use by the public | |

- 8 Given that congestion is an emerging issue, and Darlington's Sustainable Travel Town demonstration project, the Council would be interested in using the congestion data described in para. 3.22 of the DfT Guidance on Local Transport Plans, when it becomes available, and subsequently setting a target in relation to it. This would be addressed in partnership with the other Tees Valley authorities and Durham County Council for journeys that are cross boundary (in particular for access to employment and health, but also retail and further/higher education).

Targets and Trajectories

- 9 Evidence on progress against targets throughout the period of the First Local Transport Plan, and from the detailed travel behaviour research completed during the autumn of 2004 (described in detail in **Annex 2**) has provided a clear basis upon which to set realistic yet challenging targets for the Second Local Transport Plan.
- 10 In setting targets we have sought to ensure that they:
- Comply with standards set out within table C1; Full Guidance on Local Transport Plans; Second Edition (December 2004).
 - Reflect national, regional and local priorities.
 - Are based upon experience gained from the delivery of the First Local Transport Plan, and on the potential for change evidenced through the Town on the Move programme of baseline travel behaviour research.
- 11 In response to the assessment of the Provisional Second Local Transport Plan we have reviewed all the targets, in particular the cycling and bus patronage targets to ensure that they are realistic in light of available evidence and finance. We are therefore presenting our rationale for targets on:
- cycling, and
 - bus patronage.
- 12 In the Provisional Plan the target was to increase the levels of **cycling** significantly. The annualised cycle flows (LTP3) were set to increase threefold from an index of 100 to 300 over the plan period. The percentage of trips made by bike by Darlington residents (local target) was also set to triple from 1% to 3% by 2010/11. Following a review of the data it has been decided to keep these targets the same for the following reasons:
- Since the Provisional Plan was submitted, Darlington has become a Cycling Demonstration Town. This is in recognition of the huge potential to increase cycling in the Borough, in particular in the urban area, with some additional funding in infrastructure. The success of the bid has secured up to £1.5million of additional funding over the next 3 years to invest in the development of the cycle network. This will augment the commitment to cycling already made at a strategic level (**Chapter 4** Choice 4) and is supported by the Sustainable Travel Demonstration Town 'smarter choices' programme.
 - The travel behaviour research highlighted the huge potential for cycling in Darlington, a relatively flat and compact town. 34% of all trips currently undertaken by car within Darlington could be potentially undertaken by bike (i.e. there are no constraints which would prevent someone from using a bike, such as they have a large load to carry). For 44% of these trips the main reason for not cycling was the perceived amount of time that it would take. For 39% of these trips there were no reasons real or perceived that would prevent someone using a bike instead of a car. These are the main target for motivation and awareness raising campaigns. On average a car is used for 549 trips within Darlington but 187 of these trips could be undertaken by bike. 82 of these trips are not undertaken by bike because the individual thinks it will take too long to travel by this mode. (This is a perception issue in many cases.) Changing the behaviour of a relatively few people from using their cars to using a bike for some of their trips would have a significant impact on the levels of cycling.
 - Initiatives to promote cycling in selected schools over the last 12 months have been extremely successful and cycling levels for journeys to those schools have increased. The aim will be to further develop this work and maintain the cycling levels as children move from primary to secondary education. This success is linked to both the work of the School Travel Plan officer and the additional benefits brought by the Sustrans Bike It programme.
 - Cycle training is being delivered to the national standard to Year 6 pupils and advanced training to Year 7 students. In addition cycle training for adults is offered and has been undertaken by local residents involved in a small-scale bike loan scheme to encourage non-cyclists onto bikes. The standard of cycle training has been recognised and Darlington is one of only 5 Councils nationally, accredited to train cycle trainers. This high quality training will address real and perceived road safety concerns.
 - Over recent years monitoring of cycle flows has relied upon manual counts. Whilst these are not the most robust of monitoring techniques as they only provide a snapshot, they have demonstrated a steady increase in cycling, albeit from a very low base. Automatic counters and the travel behaviour research is already providing much more robust data for setting targets and ongoing monitoring.

13 In the Provisional Plan the target was to increase **bus patronage** to 11 million passenger journeys per year from a base year of 10.069 million journeys in 2003/04, the required base year. This target has been revised downwards in light of evidence, both locally and nationally, to 8.48 million trips by 2010/11.

- In Darlington bus patronage has historically been high, accounting for 10% of all trips (compared to 6% nationally). The decline in bus patronage has lagged behind other parts of the UK but the last 4 years have seen decline, and the rate of decline is increasing. 2004/05 saw a 4.7% decline from the previous year and early indications for 2005/06 are that the decline will be at a similar level. Whilst Government policy and indeed our own aspirations are to halt this decline, it has to be recognised that this is not an easy or quick process. It is therefore planned to get back to 2004/05 levels by the end of the Plan period.
- Car ownership levels are increasing across the Borough, as are the levels of second car ownership. This reduces people's reliance on using public transport. In addition more people aged over 60 now have access to a car and part of the traditional bus user market is therefore shrinking.
- It is intended that the new national free concessionary fare scheme will increase bus patronage. Despite travel behaviour research showing that, on average, local people make 1,000 trips per year every year (since people undertake the same activities), we anticipate that totally free travel will increase use of the bus by just under 7%. This belief is evidenced by local research carried out by the Council¹, that 36% did not currently claim a travel concession due to cost. However, this benefit will be discounted by the continuing decline in use by other passengers (see potential for change below).
- The Potential for Change research undertaken by Socialdata in Autumn 2004 highlights the fact that there is some potential to increase bus patronage. However of the 88% of trips that are currently not undertaken by bus, 29% could not be made by bus because of constraints (e.g. need to use a car for business travel) and a further 41% of trips could not be made by bus because the system is not sufficient (e.g. no bus available at the right time). There are also 2% of trips where people have 'free choice' and could use the bus but choose to use their car instead. This leaves only 18% of trips that could be taken by bus and we will concentrate on interventions that cater for these by addressing lack of information about the available services, perception of public transport by non-users and physical improvements.
- However there are 4% of people who currently use the bus who could change and use another mode (bike, walk or car). Of the 10% of trips that are currently made by bus, only 5% are 'objectively bound'. i.e. the person has no choice but to use the bus and is effectively a captive. This highlights the fact that bus patronage could decline by a further 50%.
- Operators are continuing to withdraw non-viable services. The review of services across the Tees Valley will result in some major improvements on key inter-urban routes and primary routes in Teesside. However, the future of secondary and tertiary routes remains unaltered and, since the majority of bus trips in Darlington start and end in the Borough, any withdrawal of secondary/tertiary routes could have a greater impact in Darlington than elsewhere in the Tees Valley.
- Darlington has committed **£2.286m** in 2006/07 to support bus services and provide concessionary travel, in addition to supporting services such as Shopmobility and Ring a Ride. As revenue budgets continue to be under pressure, it may not be possible to expand the revenue support or even continue existing levels of bus service support if contract costs continue to increase at such high levels. In the most recent major contract round for supported services, some prices on like for like contracts increased by up to 70%. If services are withdrawn this will have a negative impact on patronage and on accessibility.
- Strong demand management measures are already in place to address car usage, in particular through car parking policy. We are aware of negative perceptions that many hold about buses and have started a trial with Arriva on service 21, whereby the buses themselves are improved as well as the physical street furniture and timetable information provision. We plan to continue work to support such initiatives, using Second Local Transport Plan funds where applicable, if this trial proves successful.
- Although there are many factors that demonstrate that bus patronage is going to be under pressure for the foreseeable future it is expected that major programmes of capital improvements and revenue funded marketing, information and individualised travel planning will have a positive impact over time. There will continue to be improvements at stops as well as a major revamp of public transport infrastructure as part of the Pedestrian Heart Scheme, the pedestrianisation of the town centre. Major improvements to public transport information have already been implemented but these will be augmented over the Plan period, including real time information. The Tees Valley Network Review will improve bus services

between Darlington and the remainder of the Tees Valley. The County Durham and Darlington Transport for Health Partnership will continue to address concerns regarding public transport provision to access hospitals and GP surgeries in both local highway authority areas.

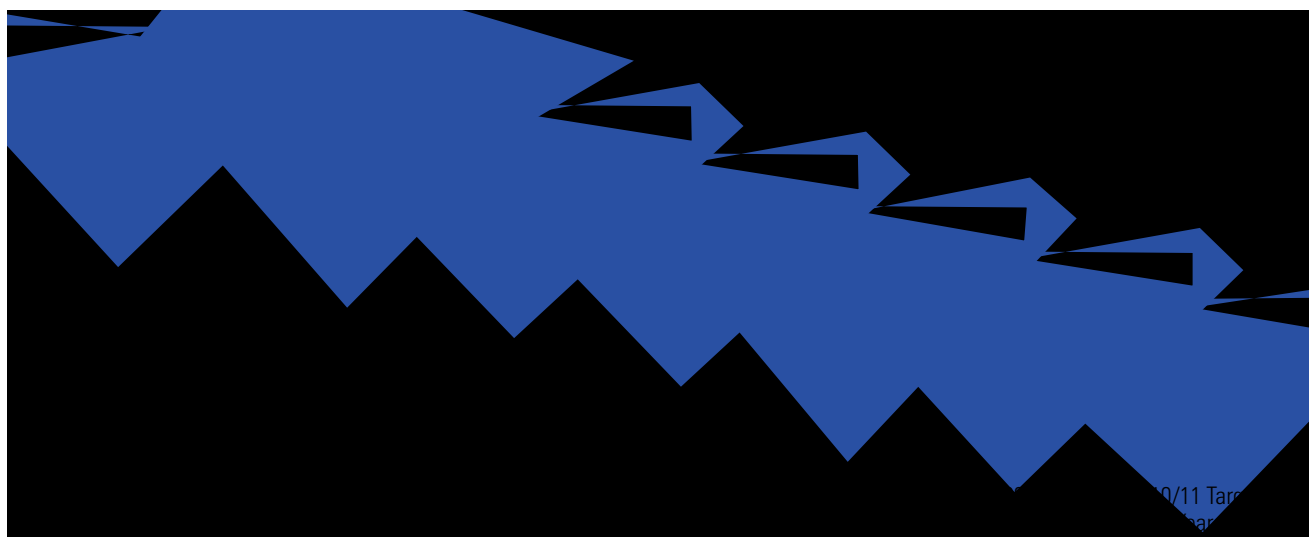
- Darlington is establishing a **Punctuality Improvement Partnership and Bus Quality Partnership (Annex 10)** to formalise the partnership working with the operators. This is already providing opportunities to have a joint approach to tackling certain routes in line with the Individualised Travel Marketing programme.
- 14 Three of the local targets have been set using the travel behaviour research to monitor the impact of the Transport Plan and the sustainable travel town initiatives in the urban area. They are based on trips that people make and monitor behaviour rather than total flows by a particular mode. The aim is to achieve the 10% reduction in car driver trips that was set in the original bid document for the sustainable travel town funding. This will be achieved through a 300% increase in cycling (from 1%-3%) and an 8% increase in walking (25%-27%). It is recognised that due to declining bus patronage there is likely to be a 10% reduction in bus trips, but this will be tempered by other potential changes in behaviour for example car sharing and rail travel.
- 15 The following tables detail the mandatory and local targets. Each table provides a rationale for the target, associated risks and an indication of how these risks will be managed.

The LTP2 Mandatory Indicators Pro-forma follows the tables on **page 137**.

Core Indicators and Targets

| Indicator | 2001/2 | 2002/3 | 2003/4 | 2004/5 Base Year | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|---|---|----------------|----------------|---------------------|---|--------------|--------------|--------------|--------------|------------------------|
| BVPI223 Principal Road Condition | 21.33% (CVI) | 8.95% (CVI) | 1.93% (CVI) | 34.9% (TTS) | 34% (TTS) | 33% (TTS) | 32% (TTS) | 31% (TTS) | 30% (TTS) | 29% (TTS) |
| Justification for target | Continued investment in maintenance programme will see ongoing improvement to the principal road network. Budget optimisation techniques used as part of the Transport Asset Management Plan will ensure that the levels of funding are adequate to achieve the target. The latest survey figures will not be available until April 2006 and this target will be reviewed in light of the results. A new survey date of September is to be introduced in 2006 to assist target setting and the delivery of the maintenance programme. | | | | | | | | | |
| Events determining trajectory | | | | | Ongoing investment in highway maintenance | | | | | |
| Source of data | Course Visual Inspection (CVI) has been replaced by an automated methodology – Tracks Types Survey (TTS). Figures refer to the percentages of the network where further investigation is recommended. | | | | | | | | | |
| Risks | Level of maintenance budget | | | | | | | | | |
| Management of risk | Active management of condition survey data. Developing with Symology 'budget optimisation' techniques to ensure maintenance expenditure and programmes achieve road condition target, as well as value for money. | | | | | | | | | |

Figure 7.1 - Principal Road Condition (% of network where further investigation is recommended)



| Indicator | 2001/2 | 2002/3 | 2003/4 | 2004/5 | 2005/6 Base Year | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|---|--|--------|--------|--------------|---------------------|------------------------------|--------|--------|---------|------------------------|
| BVPI224a Non-principal Classified Road Condition | 37.99% | 17.55% | 9.62% | 8.41% CVI | 8.2% | To be replaced by TTS target | | | | |
| Justification for target | A new target will be set once the new data is available in April 2006. This target will be submitted to GONE/DfT in Q1 06/07. The CVI target for 2005/06 of 8.2% has been achieved. | | | | | | | | | |
| Events determining trajectory | | | | | LPSA | | | | | |
| Source of data | Course Visual Inspection (CVI) is to be replaced by an automated methodology – TRACS Type Survey (TTS). Until a baseline figure is available it is not possible to set new target based on TTS. | | | | | | | | | |
| Risk | Level of maintenance budget | | | | | | | | | |
| Management of risk | Active management of condition survey data. Developing with Symology 'budget optimisation' techniques to ensure maintenance expenditure and programmes achieve road condition target, as well as value for money. | | | | | | | | | |

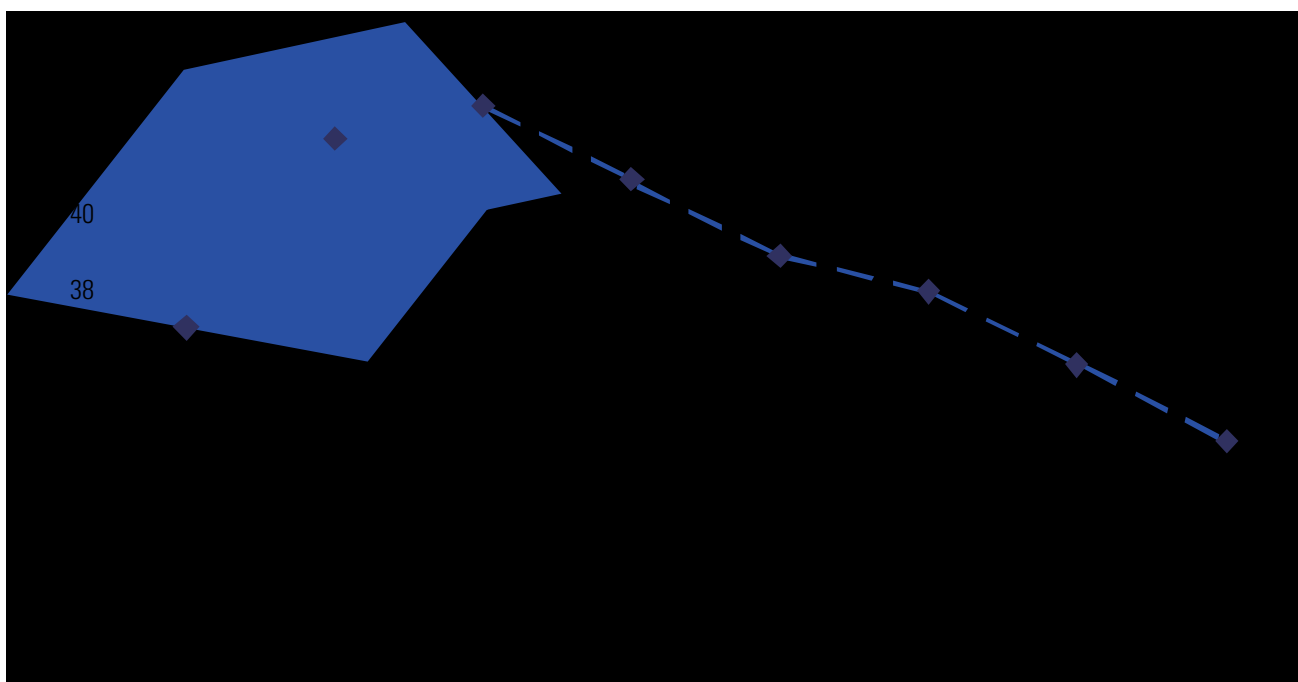
| Indicator | 2001/2 | 2002/3 | 2003/4 | 2004/5 Base Year | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|---|---|-----------------|-----------------|---------------------|----------------|---------------------|--------|--------|---------|------------------------|
| BVPI224b Unclassified Road Condition | 13.47% (CVI) | 11.91% (CVI) | 11.12% (CVI) | 10.17% (CVI) | 9.5 % (CVI) | 9.5 % | 9.5% | 9.5% | 9.5% | 9.5% |
| Justification for target | Local public service agreement (LPSA) is 9.5% CVI at the end of 2005/6 and this has been achieved. This level will be maintained throughout the period of the Plan, as it is considered high for what accounts for 60% of the highway network. | | | | | | | | | |
| Events determining trajectory | | | | | | 'Lets Get Cracking' | | | | |
| Source of data | Course Visual Inspection (CVI) – this method will be retained until at least 2006/7. | | | | | | | | | |
| Risks | Funding will reduce at end of LPSA funding in 2006. Unclassified roads account for a high proportion of the network (approximately 60%) and therefore any changes in funding will have a disproportionate impact on target. | | | | | | | | | |
| Management of risk | Active management of condition survey data. Developing with Symology 'budget optimisation' techniques to ensure maintenance expenditure and programmes achieve road condition target, as well as value for money. Additional funding of £2.5m to be spent from April 2006 until 2008 on 'Lets Get Cracking' programme – a programme of local improvements to roads and footways following a major initiative with the general public to ask them to highlight local issues. | | | | | | | | | |

Figure 7.2 - Unclassified Road Condition (% of network where further investigation is recommended)



| Indicator | Baseline 1994-8 Average | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 Target Year |
|--|--|------|------|------|------|------|------|------|---------------------|
| BVPI99 (x) Total killed and seriously injured | 57 | 37 | 42 | 43 | 41 | 39 | 38 | 36 | 34 |
| 3 year rolling average | | 38 | 39 | 40 | 41 | 40 | 38 | 37 | 37 |
| Justification for target | Targets are based upon national casualty reduction targets to achieve a 20% reduction in all KSI's by 2010 compared with the 2004 value and a 40% reduction from 1994-98 average to 2010 | | | | | | | | |
| Events determining trajectory | | | | | | | | | |
| Source of data | Durham Constabulary Stat 19 accident reporting | | | | | | | | |
| Risk | <p>Multitude of causes – difficult to solve.</p> <p>Total number is small and therefore one or two accidents have a major impact on target.</p> <p>Prolonged spell of bad weather.</p> <p>Cycling levels are increasing and cycling related accidents may increase.</p> <p>Uncertainty due to the potential reorganisation of local Police forces to a regional force.</p> | | | | | | | | |
| Management of risk | <p>Revised Speed Management Strategy under development with Durham Police.</p> <p>Role of Traffic Manager to manage safe pedestrian and vehicular movement.</p> <p>Programme of traffic management measures to be implemented, highly targeted, evidence led.</p> | | | | | | | | |

Figure 7.3 - Total killed and seriously injured



| Indicator | Baseline 1994-8 Average | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 Target Year |
|--|--|------|------|------|--|------|------|------|---------------------|
| BVPI99 (y) Child killed and seriously injured | 10 | 5 | 5 | 7 | 7 | 6 | 6 | 5 | 5 |
| 3 year rolling average | | | | 4 | 5 | 5 | 5 | 5 | 5 |
| Justification for target | Targets are based upon national casualty reduction targets to achieve a 50% reduction in child KSI's by 2010 compared with 1994-8 average. | | | | | | | | |
| Events determining trajectory | | | | | Introduce pedestrian training/extend cycle training to year 7 pupils | | | | |
| Source of data | Durham Constabulary Stat 19 accident reporting | | | | | | | | |
| Risks | Very small numbers and target easily missed with one additional accident. | | | | | | | | |
| Mnagement of risk | Pedestrian training being rolled out to primary schools. Cycle training to year 6 and 7 pupils and adults. Driver education, in particular regarding wearing of seat belts and the use of child car seats. 20mph zones and other traffic management solutions to reduce speed in residential areas and near to schools. | | | | | | | | |

Figure 7.4 - Child killed and seriously injured



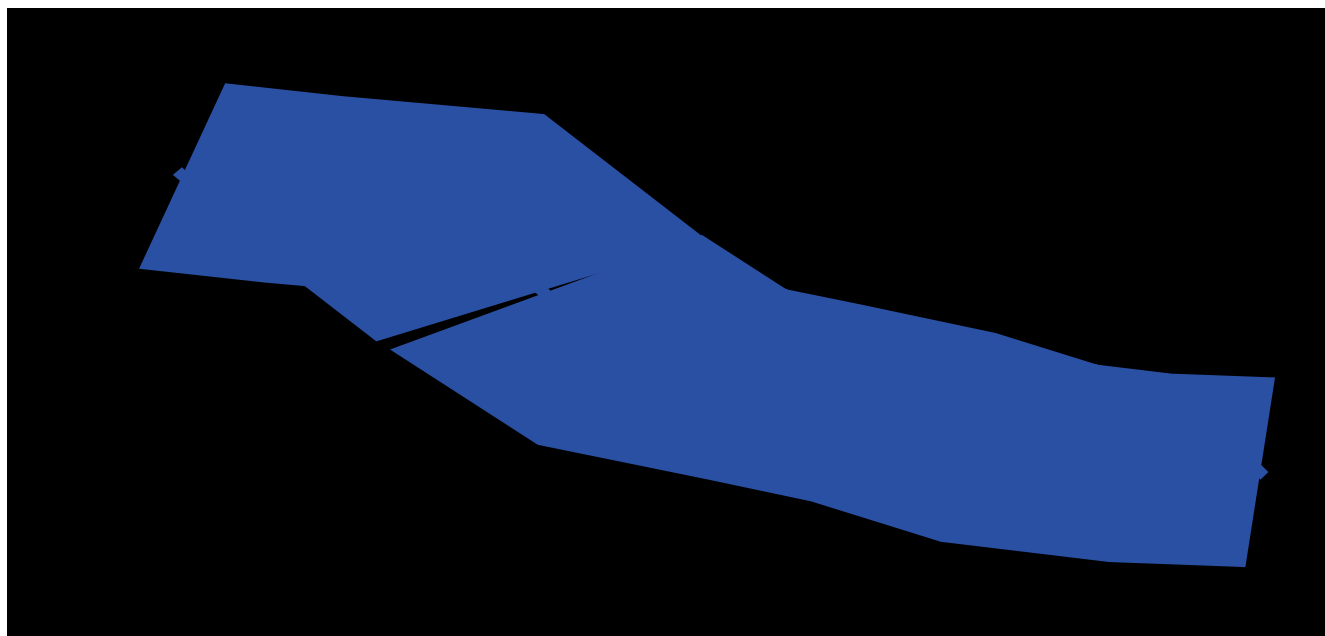
| Indicator | Baseline 1994-8 Average | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 Target Year |
|---|---|------|------|------|------|------|------|------|---------------------|
| BVPI99 (z) Total slight casualties | 449 | 405 | 426 | 466 | 466 | 466 | 466 | 466 | 466 |
| 3 year rolling average | | | | | | | | | |
| Justification for target | The original target in the Local Transport Plan was 466 in 2005. This was based on the national target of a 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres. The target for 2010 is to maintain the absolute number of casualties at a maximum of 466. | | | | | | | | |
| Events determining trajectory | | | | | | | | | |
| Source of data | Durham Constabulary. | | | | | | | | |
| Risk | Multitude of causes. Motorcycling accidents are rising with no single contributory factor Vehicle Kilometres increases or decreases significantly | | | | | | | | |
| Management of risk | Ongoing analysis of Police data. Provision of traffic management solutions where there is perceived risk rather than accident data, where potential for an accident is considered high. Use of cost effective solutions such as Speedvisor programme to slow traffic. | | | | | | | | |

Figure 7.5 - Total slight casualties



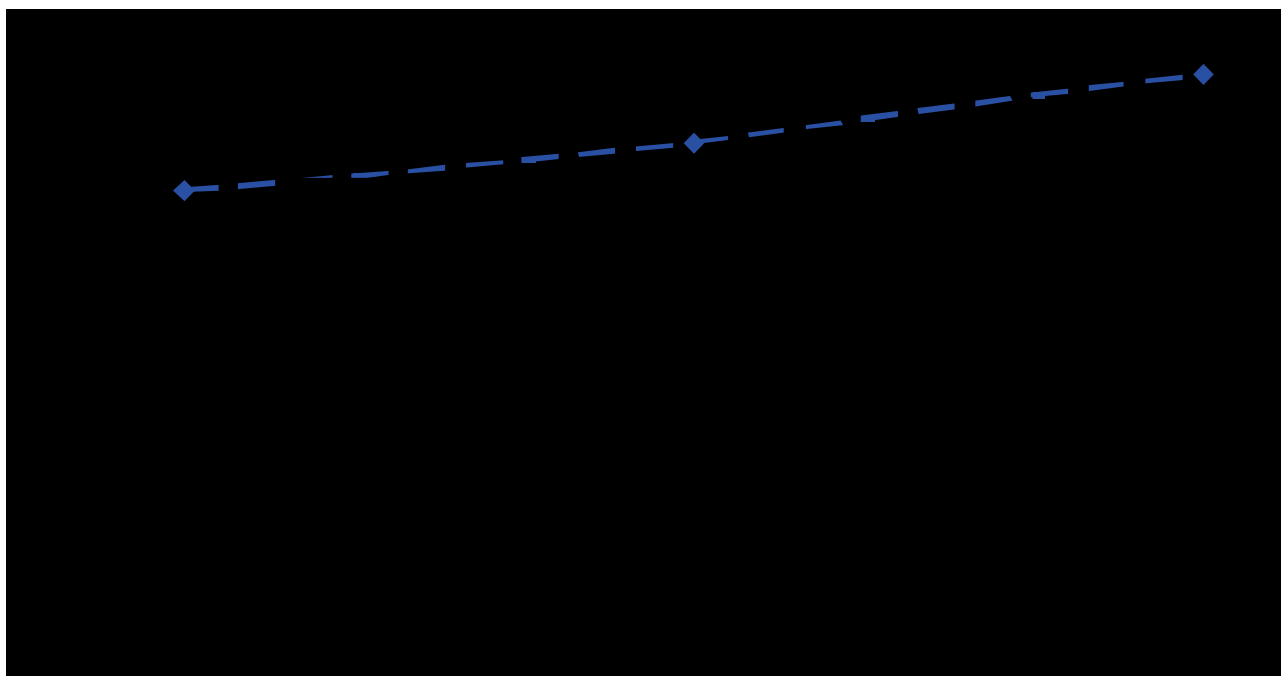
| Indicator | 2001/2 | 2002/3 | 2003/4 Base Year | 2004/5 | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|---|---|--------|---------------------|--------|---|--------|--------|--------|---------|------------------------|
| BVPI102 Bus passenger journeys (thousands) | 10,222 | 10,118 | 10,069 | 9,591 | 9,150 | 8,920 | 8,740 | 8,610 | 8,530 | 8,480 |
| Justification for target | Over the last 3 years bus patronage has declined and at a faster rate each year. 2004/05 saw a 4.7% decrease from the previous year and it is anticipated that a similar decrease will occur in 2005/06. This reflects that Darlington has high bus patronage levels (10% of all trips) which is double the national average. Therefore as only 50% of these trips cannot be undertaken by any other means, up to 50% of existing trips could be lost to other modes. Consequently whilst we are predicting a continued in decline in patronage, it is hoped to reduce the rate of decline. Therefore the target is based on reducing the rate of decline towards the end of the Plan. The trajectory is therefore based on a 2.5% decrease in 2006/07, 2% decline in 2007/08, 1.5%, 1%, 0.5% | | | | | | | | | |
| Events determining trajectory | | | | | Individualised travel marketing/ General travel awareness marketing/PIP/Real time information / joint operator tickets Demand management including bus priority, travel plans and parking strategy | | | | | |
| Source of data | Total local public transport journeys per year by bus only – information supplied by bus operators and obtained from ticket sales data. | | | | | | | | | |
| Risks | Withdrawal of commercial services and lack of investment by bus operators. Increasing costs of supported services. Increases in car ownership. Perception of bus travel remains negative by non-users, and also becomes a perception held by users. Transfer of bus trips to cycling. | | | | | | | | | |
| Management of risk | Punctuality Improvement Partnership and implementation of recommendations. Bus Quality Partnership to identify actions for all parties. Role of the Traffic Manager to ensure bus services are able to operate reliably and punctually. Positive marketing, Individualised Travel marketing and route branding. Demand management measures, including travel plans and implementation of parking strategy. | | | | | | | | | |

Figure 7.6 - BVPI102 Bus passenger journeys (thousands)



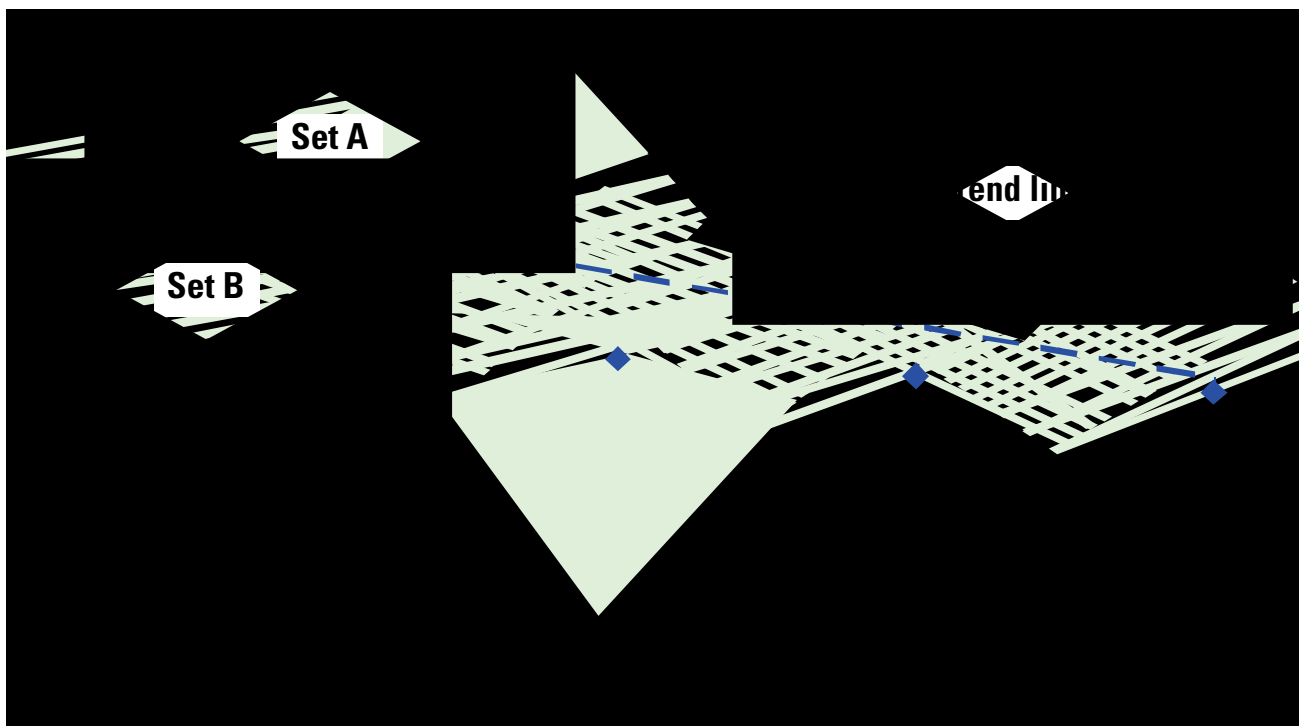
| Indicator | 2001/2 | 2002/3 | 2003/4 Base Year | 2004/5 | 2005/6 | 2006/7 Report | 2007/8 | 2008/9 | 2009/10 Target Year | 2010/11 |
|-------------------------------------|--|--------|---------------------|--------|---|------------------|--------|--------|------------------------|---------|
| BVPI104 Bus Satisfaction | | | 61.6% | | | 63% | | | 65% | |
| Justification for target | Target based on expected improvements in bus reliability following introduction of bus punctuality improvement partnership and bus priority measures. | | | | | | | | | |
| Events determining trajectory | | | | | Introduction of PIP/Real time information/Bus Stop maintenance programme and stop specific timetables | | | | | |
| Source of data | Information obtained from household surveys. (1000 residents surveyed) | | | | | | | | | |
| Risks | Lack of investment by operators in new fleet vehicles. Punctuality and reliability problems. Negative media coverage. Major changes to service network. Dis-satisfaction caused by inconvenience during implementation of Pedestrian Heart | | | | | | | | | |
| Management of risk | Work with operators through PIP and BQP. Use Sustainable Travel Demonstration Town funding to provide enhanced marketing and information. | | | | | | | | | |

Figure 7.7 - Bus Satisfaction



| Indicator | 2001/2 | 2002/3 | 2003/4 Base Year | 2004/5 Base Year | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|--------------------------------------|---|--------|---------------------|---------------------|------------------|---------------------|------------------|------------------|------------------|------------------------|
| BVPI187 Footway Condition | New PI | 35.7% | 30.41% (Set a) | 18.4% (Set b) | 26.0% (Set a) | 16.0% (Set b) | 23.0% (Set a) | 15.0% (Set b) | 20.0% (Set a) | 14.0% (Set b) |
| Justification for target | Targets are based on the expected outcomes of investment in footway improvement works | | | | | | | | | |
| Events determining trajectory | | | | | | 'Lets Get Cracking' | | | | |
| Source of data | Annual detailed visual inspection (DVI) survey of 50% (set a or set b) of category 1 & 2 footways. % of footways that require remedial work. Targets reflect the differing baseline condition of the geographically distinct survey areas. | | | | | | | | | |
| Risk | Pressure on funding, especially as cycle network will need to be added to the maintenance work in addition to the footways. | | | | | | | | | |
| Management of risk | Ongoing surveys and inspection regime. Additional 'Lets Get Cracking' funding of £2.5m during 2006-2008 to address footway and road repairs highlighted by the general public. StreetScene (a re-engineering of service delivery based on teams operating in zones for highways and community services) will provide a more co-ordinated approach to cleansing and maintenance. This should ensure maintenance has a high priority in local areas. | | | | | | | | | |

Figure 7.8 - Footway Condition

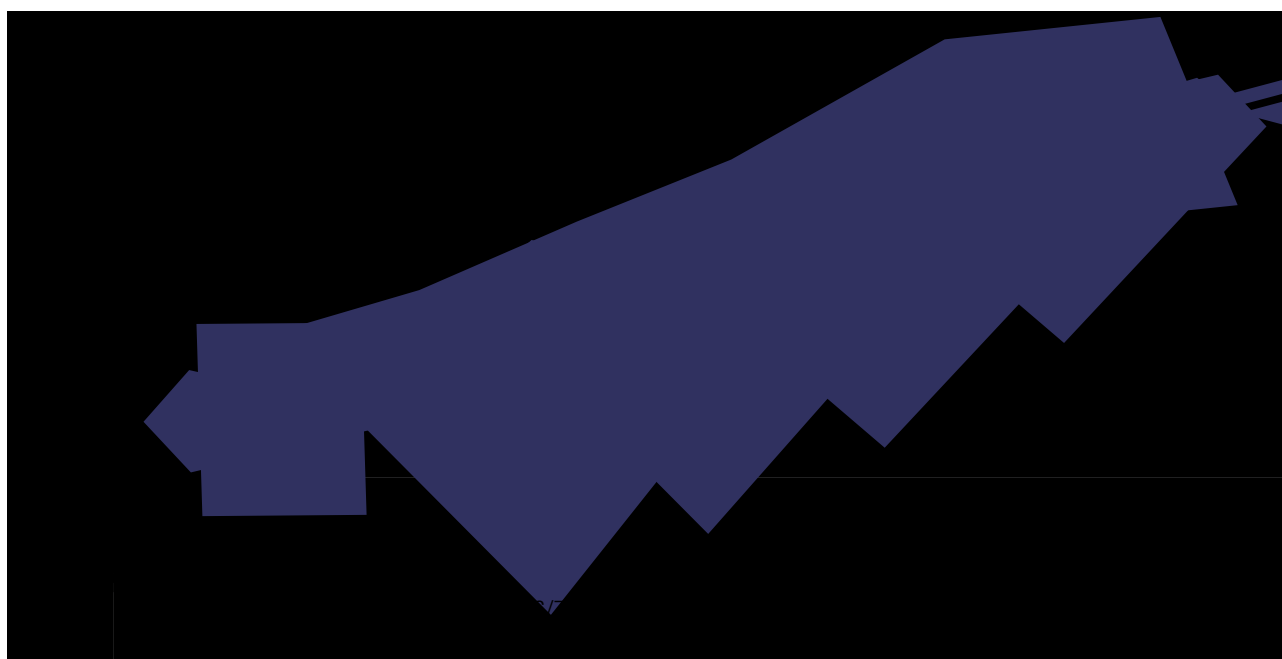


| Indicator | 2001/02 | 2002/03 | 2003/04 | 2004/05 | 2005/06 Base Year | 2006/07 | 2007/08 | 2008/09 | 2009/10 | 2010/11 Target Year |
|--|--|---------|---------|---------|----------------------|---------|---------|---------|---------|------------------------|
| LTP1 Accessibility to primary health care | | | | | 94% | 94% | 94% | 94% | 94% | 94% |
| Justification for target | <p>Darlington already has high levels of accessibility to key services by public transport. Those that are outside the thresholds set for each indicator are unlikely to be brought within the threshold due to issues that we cannot resolve. E.g. live too far from a main road, along which operates/would operate a bus service.</p> <p>Base year evidence that 94% of the Bourough's population are within 15 minutes by bus of a primary health care site.</p> | | | | | | | | | |
| Events determining trajectory | | | | | | | | | | |
| Source of data | Accession modelling | | | | | | | | | |
| Risks | <p>Closure of doctor's surgery</p> <p>Changes to local bus routes</p> | | | | | | | | | |
| Management of risk | <p>Use of accessibility check list by Durham and Darlington Transport for Health Partnership</p> <p>Use of accessibility check list in reviews of supported bus services and in discussions of Quality Bus Partnership</p> | | | | | | | | | |

| Indicator | 2001 | 2002 | 2003 Base Year | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 Target Year |
|--|--|------|-------------------|------|---|------|------|------|------|---------------------|
| LTP2 Area wide traffic flows (Million Vehicle Kilometres) | 812 | 847 | 851 | 849 | 853 | 858 | 862 | 867 | 871 | 875 |
| Justification for target | <p>Our target of 3.1% growth throughout the whole plan period is based upon the TEMPRO traffic growth forecast for Darlington (8.6% increase on 2004 figures by 2010), moderated by the predicted impact of our interventions and our sustainable travel demonstration town initiative. Research for the latter, indicates for example, that 43.3% of local urban resident peoples' trips by car are under 3 km in length, and thus potentially suitable for modal shift. The effect of our work is predicted as a reduction in trip making of 5.5% within the background 8.6% growth.</p> <p>We recognise that external factors such as cost of fuel and location of destination facilities will influence future growth in trip lengths and will review this target against future changes as appropriate.</p> | | | | | | | | | |
| Events determining trajectory | | | | | <p>Individualised Travel Marketing / Travel Plans / Events / General travel awareness marketing</p> <p>Investment in bus lanes, walking and cycling infrastructure.</p> | | | | | |
| Source of data | <p>Area wide road traffic mileage statistics from the National Traffic Census.</p> <p>Research data from Town on the Move.</p> | | | | | | | | | |
| Risks | <p>Costs of different forms of transport</p> <p>Unforeseen changes in employment patterns within sub-region.</p> | | | | | | | | | |
| Management of risk | Partnership working with highways agency and neighbouring highways authority in implementing demand management framework. | | | | | | | | | |

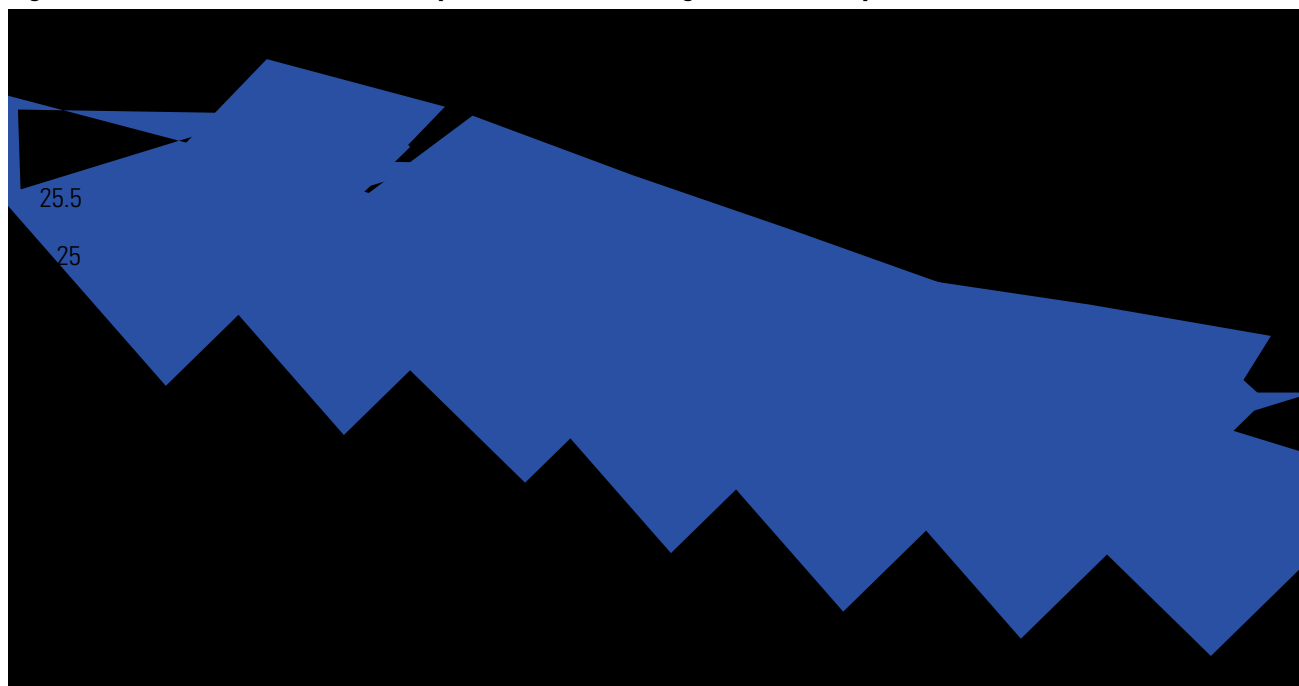
| Indicator | 2001/2 | 2002/3 | 2003/4 | 2004/5 Base Year | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|--|--|--------|--------|---------------------|---|--------|--------|--------|---------|------------------------|
| LTP3 Cycle Flows | N/a | N/a | N/a | 381 | 381 | 495 | 648 | 838 | 1067 | 1143 |
| LTP3 Cycle Flows (annualised index) | | | | 100 | 100 | 130 | 170 | 220 | 280 | 300 |
| Justification for target | Data from the Town on the Move baseline travel research completed in the Autumn of 2004 shows that cycling accounts for 1 % of all trips by Darlington residents. Also that that 34 % of car trips in Darlington (16% of all trips) are in principle replaceable by cycling (there are no objective constraints e.g. heavy loads to carry). Our 'stretched' target is based on the expected outcomes of the Town on the Move project, implementing a range of measures to encourage greater levels of cycling. This target matches that for the local indicator - 3 % of all trips by cycle by 2010/11. Darlington became a Cycling Demonstration Town in October 2005, reflecting Cycling England's belief that Darlington can significantly increase cycling levels. | | | | | | | | | |
| Events determining trajectory | | | | | Individualised Travel Marketing / Travel Plans / Events / General travel awareness marketing / Cycle training Additional investment in cycle infrastructure funded through Cycling England | | | | | |
| Source of data | An annualised average daily flow combining data from 5 automatic cycle counters, located at Grasmere Rd, West Auckland Rd, Haughton Rd (River Skerne path), Whessoe Rd (North Park), Yarm Road (near Cummins factory). | | | | | | | | | |
| Risks | Addressing negative perceptions of cycling and necessary culture change is a long term strategy. Perceived and actual safety concerns. Non-delivery of infrastructure. | | | | | | | | | |
| Management of risk | Extensive programme of 'soft measures' including school, work and residential travel plans, marketing, events and information. Cycle training, driver education programmes and safety & cycle audits on all highway schemes. Appointment of cycle design engineer in 2006. Extensive programme of cycle infrastructure schemes funded from Cycling England. | | | | | | | | | |

Figure 7.9 LTP 3 Cycle Flows



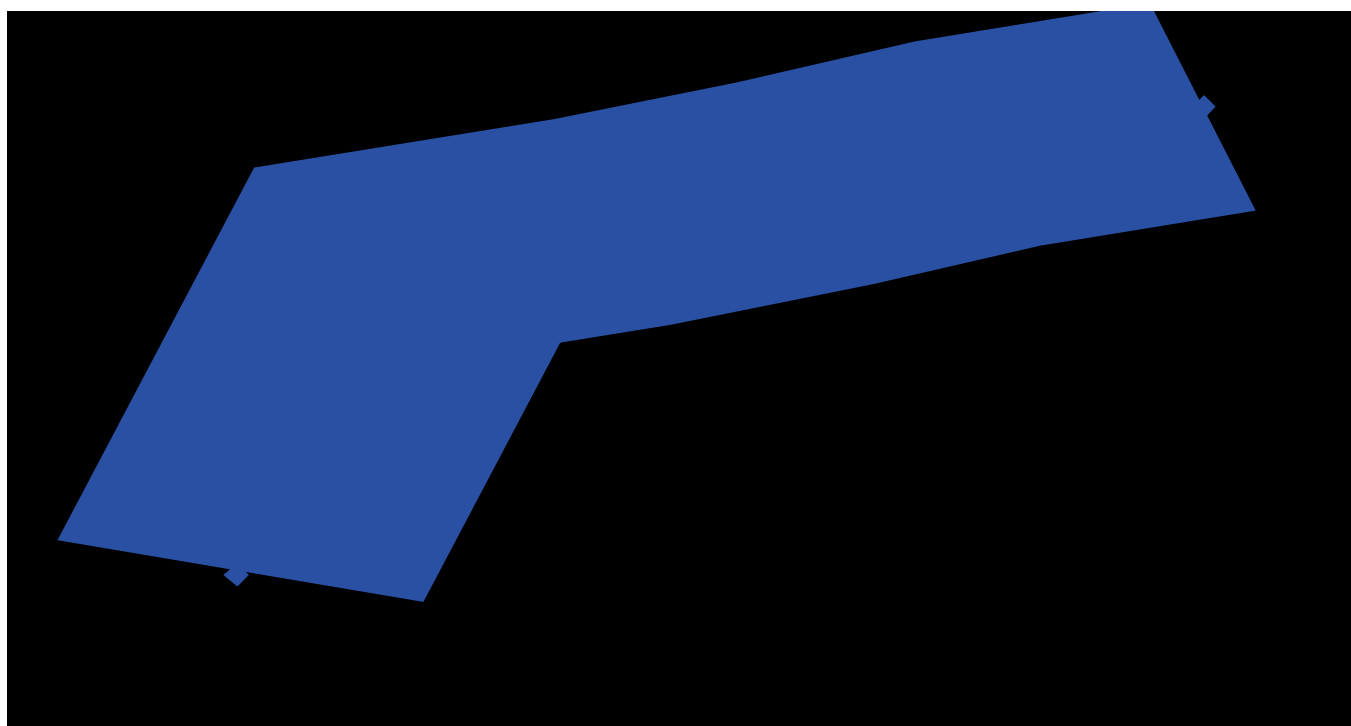
| Indicator | 2001/2 | 2002/3 | 2003/4 | 2004/5 Base Year | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|--|--|--------|--------|---------------------|-------------------------|--------------|--------|--------|---------|------------------------|
| LTP4 Mode Share of journeys to school. (% of car journeys to school) | | | | 25.9 | 25.5 | 25 | 24.5 | 24 | 23.75 | 23.50 |
| Justification for target | Currently around 30% of trips to school nationally are by car. Darlington is already performing better than the national average at 26% This target is based on the premise (derived from our knowledge of school travel obtained through the Socialdata travel research and evidence of the effectiveness of School Travel Plans detailed in the DfT Smarter Choices report) that we can encourage a switch from car to a sustainable mode for a further 10% of those trips. Evidence shows that more children are cycling to school but these are converting from car, bus and walking trips. More work will be undertaken on a school by school basis to understand what % of car trips cannot be made by any other mode. | | | | | | | | | |
| Events determining trajectory | | | | STP's Bike It | ITM STP's Bike It | ITM STP's | | | | |
| Source of data | School Travel Survey completed in January each year. | | | | | | | | | |
| Risk | Relocation of secondary schools. Extended hours policy may increase car transport if bus services are not changed to meet new operating times. Choice of school by parents (no LEA imposed catchment areas). Perception of risk of walking or cycling to school. Loss of Council staff, in particular school travel plan officer. | | | | | | | | | |
| Management of risk | School travel plans and appropriate capital investment in infrastructure, linked to safe Routes to School and 20mph zones. Cycle training and pedestrian training. Corporate approach to transport provision, including school transport and public transport. Transport policy involvement in 14-19 Trust, Children's and Young Peoples Plan and Local Area Agreement. | | | | | | | | | |

Figure 7.10 LTP4 Mode Share of Journeys to School (Percentage of Car Journeys)



| Indicator | 2001/2 | 2002/3 | 2003/4 | 2004/5 | 2005/6 Base Year | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|--|--|--------|--------|--------|--|--------|--------|--------|---------|------------------------|
| LTP5 Bus punctuality (% of services to depart within 1 minute early or 5 minutes late) | | | | | 48% | 70% | 72.5% | 75% | 77.5% | 80% |
| Justification for target | Baseline survey information revealed extend of differences between bus service registration documentation and new road layout in town centre, which had effect on punctuality measurements. Corrections to registration documentation being discussed with bus operators. We expect to achieve minimum 70% requirements set by Traffic Commissioner during 2006/07. Further operational and physical improvements planned through Punctuality Improvement Partnership to achieve target of 90% in 2014/15. | | | | | | | | | |
| Events determining trajectory | | | | | Punctuality Improvement Partnership New bus lanes (especially inner ring road/Corridors of Certainty) Holistic improvements to local bus services (such as Quality Route Partnership for service 21 in 2006/07) and Park & Ride service. | | | | | |
| Source of data | Survey information 2006 for 10,000 observations over 26 locations. Consideration through PIP of automatic recording system, using Real Time Information. | | | | | | | | | |
| Risks | Reliability of source data, due to recent changes in roads used by bus services. Unreliability created by traffic congestion. | | | | | | | | | |
| Management of risk | Punctuality Improvement Partnership to agree focus of resources to achieve cost effective solutions to outcomes. LTP2 programme supporting physical intervention, with additional resource from Town on the Move | | | | | | | | | |

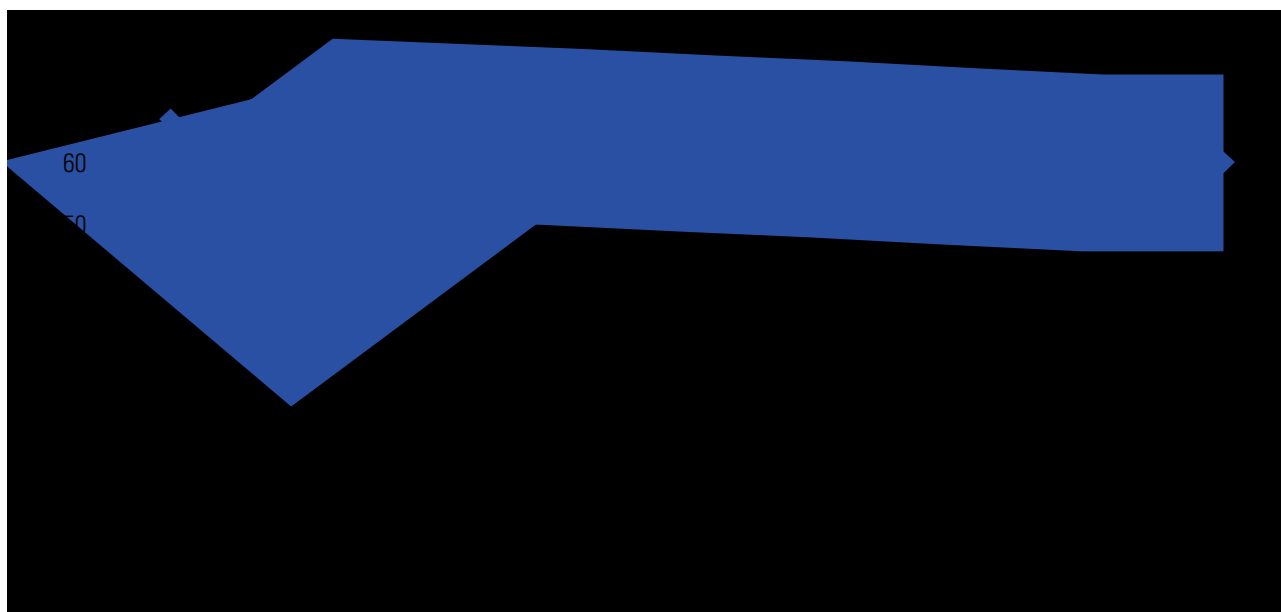
Figure 7.11 - Bus punctuality



Local Indicators and Targets

| Indicator | Baseline 1994-8 Average | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 Target Year |
|---|--|------|------|------|-------------------------------|---|------|------|---------------------|
| BVPI99 Child slight casualties | 67 | 49 | 65 | 64 | 63 | 62 | 61 | 60 | 60 |
| Justification for target | Target based on national targets to reduce slight casualties by 10% based on 94-98 average and in line with 3 year and 5 year rolling averages. | | | | | | | | |
| Events determining trajectory | | | | | Cycle and pedestrian training | Introduction of 20mph zones cycle and pedestrian training | | | |
| Source of data | Durham Constabulary Stat 19 accident reporting | | | | | | | | |
| Risks | Small numbers – easily affected by small increase or decrease in actual numbers of accidents. As walking and cycling increases accidents may increase. | | | | | | | | |
| Management of risk | Training programmes Local Safety schemes – evidence led Extension of 20mph zones in residential areas. | | | | | | | | |

Figure 7.12 - Child slight casualties

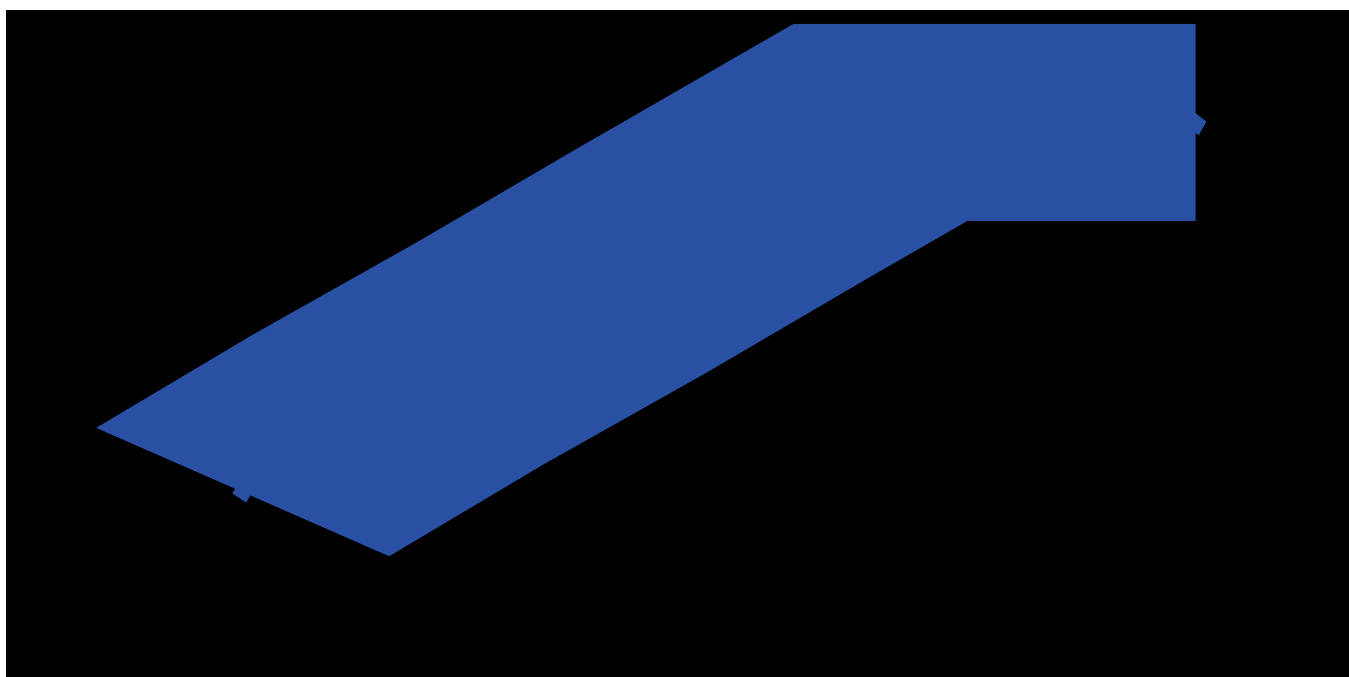


| Indicator | 2001/2 | 2002/3 | 2003/4 Base Year | 2004/5 | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|--|---|--------|---------------------|--------|--|--------|--------|--------|---------|------------------------|
| Changes in peak period traffic flows. (Average of combined weekday peak hour flow) | | | 3,589 | 3,594 | 3,620 | 3,675 | 3,686 | 3,697 | 3,708 | 3,720 |
| Justification for target | This target of 3% overall traffic growth compares to the 8.6% TEMPRO low growth forecast for Darlington. This stretched target is based upon the expected outcomes of the Town on the Move project, reducing by 10% car driver trips by Darlington residents and the affect this will have on peak hour traffic, explanation below. This local indicator is identical to the statutory LTP6, but is presented in this section since Darlington has a smaller urban area than the 100,000 population threshold for LTP6. A local target has been presented for this indicator, which is more appropriate to local circumstances as outlined below. Note: Census data indicates that 29,000 (50% of work trips start and finish in Darlington, 13,750 (23%) workers commute out of Darlington and 15,700 (27%) commute into Darlington. Data from the Socialdata travel research shows that 7.3 % and 36% of Darlington residents car trips to work are less than 1 Km and 3Km respectively, also that 56% of all car trips in Darlington could reasonably be undertaken using a sustainable travel mode. Assuming that most peak hour traffic is generated by the trip to work and to school (where we have set a target reducing car trips by 5%) and that we can reduce local (within Darlington) car trips to work by Darlington residents by 10% we have arrived at our target of 3% overall traffic growth. i.e. we will reduce locally generated peak hour trips by 5.5 % against a background of overall traffic growth of 8.6%. We recognise that 'external' factors such as cost of fuel will influence future traffic growth and will review this target against future changes in the TEMPRO traffic growth forecast for Darlington. | | | | | | | | | |
| Events determining trajectory | | | | | Individualised Travel Marketing / Travel Plans / Events / Ongoing demand management, including car parking actions. Investment in bus lanes, walking and cycling infrastructure. | | | | | |
| Source of data | Automatic traffic counters (permanently operational) on principal radial roads approaching the inner urban area. | | | | | | | | | |
| Risks | Change in employment patterns. Increasing car ownership. Bus services become more expensive. Negative perception of bus travel. | | | | | | | | | |
| Management of risk | Implement further demand management measures. Work with neighbouring authorities to address cross boundary travel, in particular commuters from County Durham and Stockton on Tees. Implement holistic improvements supporting local bus services, in partnership with operators and sustainable travel demonstration town, including tackling perceptual issues on cost, safety and image. | | | | | | | | | |

Figure 7.13 - Changes in Peak Period Traffic Flow

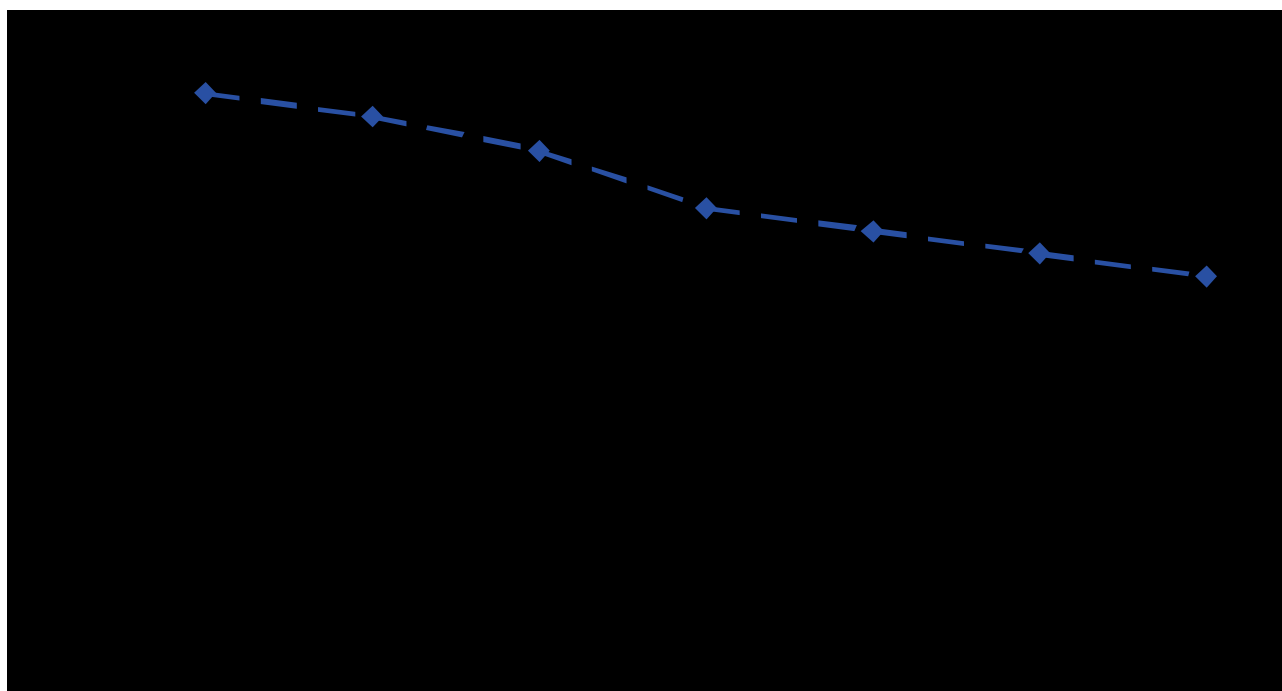

| Indicator | 2001/2 | 2002/3 | 2003/4 | 2004/5 Base Year | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|--|--|---------|---------|---------------------|---|--------|--------|--------|-----------------------------|------------------------|
| % Of trips by walking (Darlington residents) | No data | No data | No data | 25 | 25.5 | 26 | 26.5 | 27 | 27 | 27 |
| Justification for target | Data from the Town on the Move baseline travel research completed in the Autumn of 2004 shows that walking accounts for 25% of all trips by Darlington residents. Also that 21% of car trips in Darlington (10% of all trips) are in principle replaceable by walking (there are no objective constraints e.g. heavy loads to carry). Our 'stretched' target is based on the expected outcomes of the Town on the Move project, implementing a range of measures to encourage greater levels of walking. | | | | | | | | | |
| Events determining trajectory | | | | | Town on the Move: Individualised travel marketing Travel Plans / General Travel Marketing | | | | Smarter Choices measures | |
| Source of data | Information obtained from household surveys. (Minimum sample size 1000 residents surveyed) | | | | | | | | | |
| Risks | Perception of safety Cleansing and maintenance regimes inadequate | | | | | | | | | |
| Management of risk | Promotion to change perception of safety High profile safety improvements such as street lighting, CCTV, improvements to streetscape StreetScene approach to area based cleansing and maintenance. | | | | | | | | | |

Figure 7.14 - Percentage of trips by Walking



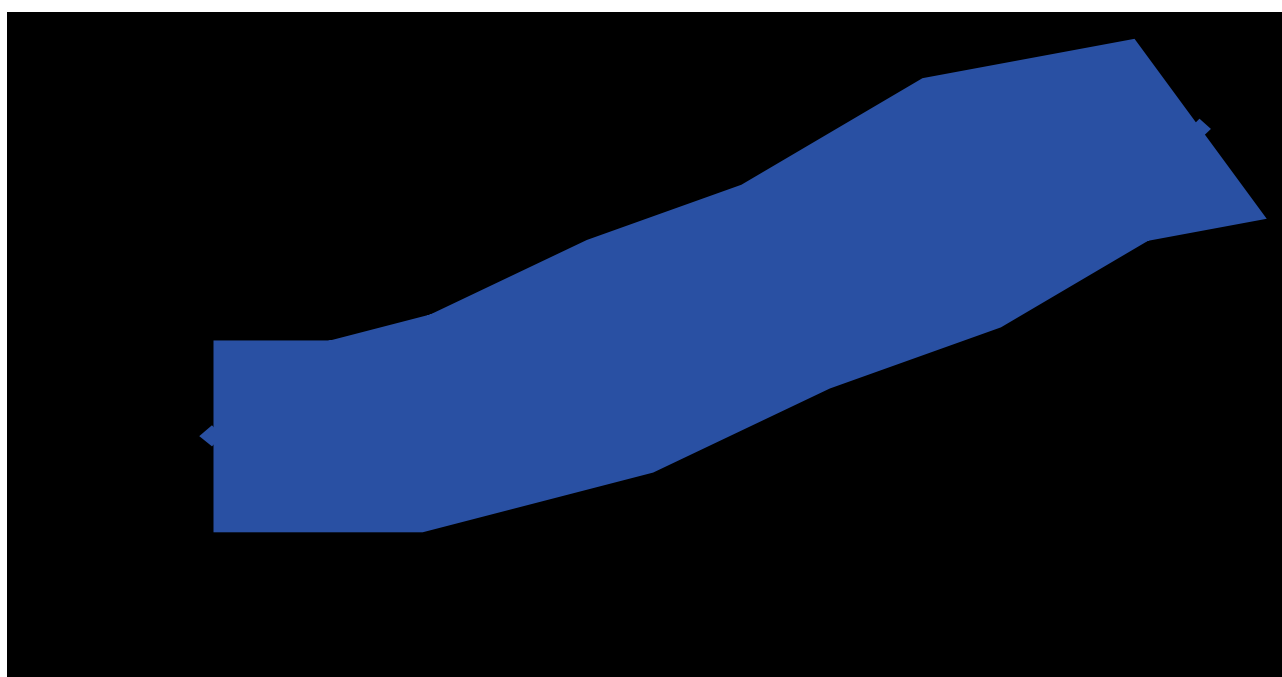
| Indicator | 2001/2 | 2002/3 | 2003/4 | 2004/5 Base Year | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|--|---|---------|---------|---------------------|---|--------|--------|-----------------------------|---------|------------------------|
| % of trips as a car driver (by Darlington residents) | No data | No data | No data | 41 | 40.5 | 39.5 | 38.5 | 38 | 37.5 | 37 |
| Justification for target | Target based on expected outcome of the Town on the Move Sustainable Travel Demonstration Town project. 10% reduction is equivalent to a modal shift from car to sustainable travel mode of an average of one journey per week per resident. | | | | | | | | | |
| Events determining trajectory | | | | | Town on the Move: Individualised travel marketing Travel Plans / General Travel Marketing | | | Smarter Choices measures | | |
| Source of data | Information obtained from household surveys. (Minimum sample size 1000 residents surveyed) | | | | | | | | | |
| Risk | Culture change is difficult and long term Increasing car ownership Alternatives do not improve as planned | | | | | | | | | |
| Management of risk | Media coverage and proactive marketing Target those most likely to change behaviour for some journeys through the Individualised Travel Marketing programme. Demand management measures such a travel plans, road space re-allocation and parking strategy. | | | | | | | | | |

Figure 7.15 - Percentage of trips as a Car Driver



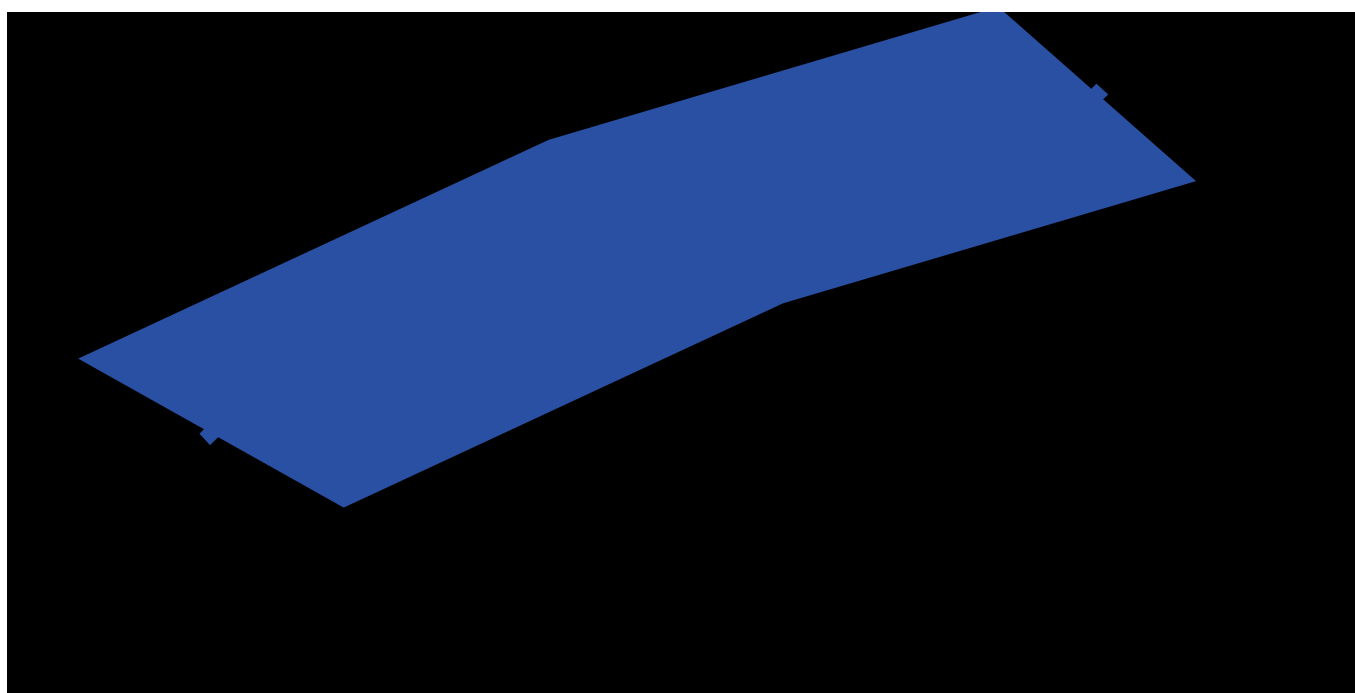
| Indicator | 2001/2 | 2002/3 | 2003/4 | 2004/5 Base Year | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|---|--|---------|---------|---------------------|--|--------|--------|-----------------------------|---------|------------------------|
| % of trips by Cycle (by Darlington residents) | No data | No data | No data | 1 | 1 | 1.3 | 1.7 | 2.2 | 2.8 | 3 |
| Justification for target | Darlington is a Cycling Demonstration Town and this target was deemed realistic and achievable by the Cycling England Board based on the proposed investment in infrastructure and associated programmes of training, events and information. Data from the Town on the Move baseline travel research completed in the Autumn of 2004 shows that cycling accounts for 1 % of all trips by Darlington residents. Also that that 34 % of car trips in Darlington (16% of all trips) are in principle replaceable by cycling (there are no objective constraints e.g. heavy loads to carry). Our 'stretched' target is based on the expected outcomes of the Town on the Move project, implementing a range of measures to encourage greater levels of cycling. | | | | | | | | | |
| Events determining trajectory | | | | | Additional investment in infrastructure Town on the Move: Individualised travel marketing Travel Plans / General Travel Marketing | | | Smarter Choices measures | | |
| Source of data | Information obtained from household surveys. (Minimum sample size 1000 residents surveyed) | | | | | | | | | |
| Risk | Addressing negative perceptions of cycling and necessary culture change is a long term strategy. Perceived and actual safety concerns. Non-delivery of infrastructure. | | | | | | | | | |
| Management of risk | Extensive programme of 'soft measures' including school, work and residential travel plans, marketing, events and information. Cycle training, driver education programmes and safety & cycle audits on all highway schemes. Appointment of cycle design engineer in 2006. Extensive programme of cycle infrastructure schemes funded from Cycling England. Programme control system applied to LTP and other investment. | | | | | | | | | |

Figure 7.16 - Percentage of trips by Cycling



| Indicator | 2001/2 | 2002/3 | 2003/4 Base Year | 2004/5 | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 Target Year | 2010/11 |
|--|--|--------|---------------------|--------|--|--------|--------|--------|------------------------|---------|
| BVPI103 % of users satisfied with local provision of public transport information | | | 56.5 | | | 65 | | | 70 | |
| Justification for target | Target based on planned improvement to the provision of public transport information, for example stop specific bus timetables, real time information and web based information. | | | | | | | | | |
| Events determining trajectory | | | | | Bus stop specific timetables Bus network guides Individualised Travel Marketing Real time information in 2006 | | | | | |
| Source of data | Information obtained from household surveys. (Minimum sample size 1000 residents surveyed) | | | | | | | | | |
| Risk | Maintenance of information is not 100% Technical issues with real time information (following extensive delays due to technology) and cost of rolling the technology out to key sites. Expectations of new bus users may be higher. Dis-satisfaction caused by inconvenience during implementation of Pedestrian Heart. | | | | | | | | | |
| Management of risk | Bus Quality Partnership to implement the Bus Information Strategy Using market research and focus groups to provide information that is 'fit for purpose' and designed | | | | | | | | | |

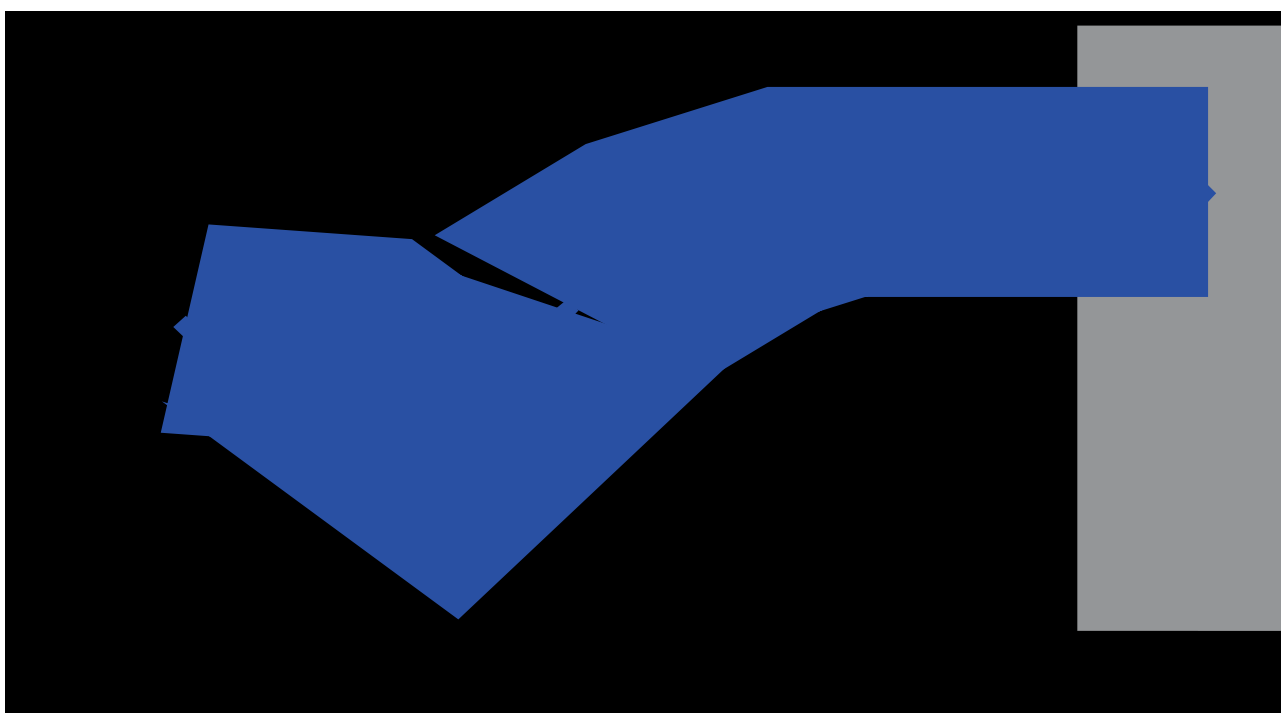
Figure 7.17 - Percentage of users satisfied with local provision of public transport information



| Indicator | 2001/2 | 2002/3 | 2003/4 Base Year | 2004/5 | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|--------------------------------------|---|--------|---------------------|---------------------------|--------|--------|--------|--------|---------|------------------------|
| Number of School Travel Plans | 0 | 0 | 5 | 11 | 18 | 24 | 30 | 35 | 38 | 38 |
| Justification for target | In September 2004 Darlington Borough Council employed a full time School Travel Plan Officer tasked with working with schools on the development of travel plans. We are setting a realistic trajectory based on completion of between 5 and 7 travel plans per year, up to 2008/9, with all Darlington Borough Council schools expected to have a travel plan by 2010. We will alter the target in the event of a reduction in the number of school sites from the current 38. | | | | | | | | | |
| Events determining trajectory | | | | STP Officer in post | | | | | | |
| Source of data | School Travel Plan Officer | | | | | | | | | |
| Risks | Lack of support from individual schools and parents Capacity of School Travel Plan Officer to manage 38 school travel plans | | | | | | | | | |
| Management of risk | Partnership with Children's Services and 14-19 Trust Joint working with the Transport Policy Officer with responsibility for work and residential travel plans | | | | | | | | | |

| Indicator | 2001/2 | 2002/3 | 2003/4 Base Year | 2004/5 | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 Target Year |
|--|--|--------|---------------------|--------|---|--------|--------|--------|---------|------------------------|
| % Of Rights of Way that are easy to use by the public | N/A | 82.5 | 82.33 | 80 | 83 | 85 | 86 | 86 | 86 | 86 |
| Justification for target | Target based on significant planned improvements to the rights of way network during 2006 and new volunteer scheme to monitor footpaths. Darlington has a relatively large total length of Public Rights of way for a unitary authority and services the network with just over 2 full time officers. Recent legislation makes the existing resource allocation adequate for stabilisation of the service and the condition of the network at this peak level. | | | | | | | | | |
| Events determining trajectory | | | | | Contract awarded for replacement of new signs | | | | | |
| Source of data | Twice yearly visual survey using a national standard methodology. | | | | | | | | | |
| Risks | Turnover of staff leads to discontinuity in service. Greater use of the network due to effective publicity leads to increased depletion rates in footpath furniture | | | | | | | | | |
| Management of risk | Better use of volunteer reporting mechanisms Working with the Police on reducing levels of damage caused through motorbikes using footpaths/bridleways. | | | | | | | | | |

Figure 7.18 - Percentage of Rights of Way that are easy to use by the public



| Core Indicator | Definitions | Year Type | Units | Year | Value | Actual and Trajectory Data | | | | | | | | | | | Notes | | |
|--|-------------|-------------------------------|-------------|--------------------------------------|-----------|----------------------------|---------|---------|---------|---------|---------|---------|---------|--|--|--|-------|---|--|
| | | | | | | 2003/04 | 2004/05 | 2005/06 | 2006/07 | 2007/08 | 2008/09 | 2009/10 | 2010/11 | | | | | | |
| Satisfaction with local bus services - BVPI104 | Financial | Percentage | Target Data | 2003/04 | 61.60% | | | | | | | | | | | | | | |
| | | | | 2009/10 | 65.00% | | | | | | | | | | | | | | |
| Footway condition - BVPI87 % of the category 1, 1a and 2 where structural maintenance should be considered.) | Financial | Percentage | Target Data | 2003/04 | 30% set a | | | | | | | | | | | | | baseline set b 18% in 2004/05 & set b trajectory 14% by 2010/11, baseline set a 30% in 2003/04 & set a trajectory 20% by 2008/10. | |
| | | | | 2009/10 | 20% set a | | | | | | | | | | | | | | |
| LPT1 - accessibility to primary health care | Financial | Percentage | Target Data | 2005/06 | 94.00% | | | | | | | | | | | | | | |
| | | | | 2010/11 | 94.00% | | | | | | | | | | | | | | |
| LTP2 - Change in area which had traffic mileage | Calendar | Vehicle Kilometres (Millions) | Target Data | 2004 | 849 | | | | | | | | | | | | | | |
| | | | | 2010 | 875 | | | | | | | | | | | | | | |
| LTP3 - Cycling trips (annualised index) | Financial | Index based on 2004/05 = 100 | Target Data | 2004/05 | 100 | | | | | | | | | | | | | 2004/05 used as base year as counter data not available in 2003/04. (index of 100 = 381) | |
| | | | | 2010/11 | 300 | | | | | | | | | | | | | | |
| LTP4 - Mode share of journeys to school | Financial | Percentage | Target Data | 2004/05 | 25.90% | | | | | | | | | | | | | | |
| | | | | 2010/11 | 23.50% | | | | | | | | | | | | | | |
| | | | | percentage of which Car | | | | | | | | | | | | | | | |
| | | | | percentage of which Car Share | | | | | | | | | | | | | | | |
| | | | | percentage of which Public Transport | | | | | | | | | | | | | | | |
| | | | | percentage of which Walking | | | | | | | | | | | | | | | |
| | | | | percentage of which Cycling | | | | | | | | | | | | | | | |

| Core Indicator | Definitions | Year Type | Units | Year | Value | Actual and Trajectory Data | | | | | | | | | | Notes | | |
|--|---|---|---|---------|--------|----------------------------|---------|---------|---------|---------|---------|---------|---------|--|--|-------|--|-----|
| | | | | | | 2003/04 | 2004/05 | 2005/06 | 2006/07 | 2007/08 | 2008/09 | 2009/10 | 2010/11 | | | | | |
| LTP5 - Bus punctuality Indicator | % of buses starting route on time | Financial | Percentage | 2005/06 | 26% | | | | | | | | | | | | | |
| | | | Target Data | 2010/11 | 80% | | | | | | | | | | | | | |
| | % of buses on time at intermediate turning points | Financial | Percentage | 2005/06 | 47% | | | | | | | | | | | | | |
| | | | Target Data | 2010/11 | 80% | | | | | | | | | | | | | |
| | % of buses on time at non-timing points | Financial | Percentage | 2005/06 | 44.10% | | | | | | | | | | | | | |
| | | | Target Data | 2010/11 | 80% | | | | | | | | | | | | | |
| LTP6 - Changes in peak period traffic flows to urban centres | Average excess time from frequent service routes | Financial | Minutes | 2005/06 | 1.48 | | | | | | | | | | | | | |
| | | | Target Data | 2010/11 | 1.04 | | | | | | | | | | | | | |
| | Area 1 | Financial | Vehicle numbers or % of all journeys that are car driver journeys | 2005/06 | | 1.39 | 1.3 | 1.22 | 1.13 | 1.04 | | | | | | | | n/a |
| | | | Target Data | 2010/11 | | | | | | | | | | | | | | |
| | | | Base Data | 2005/06 | | | | | | | | | | | | | | |
| | Area 2 | Financial | Vehicle numbers or % of all journeys that are car driver journeys | 2005/06 | | | | | | | | | | | | | | |
| | | Target Data | 2010/11 | | | | | | | | | | | | | | | |
| | | Base Data | 2005/06 | | | | | | | | | | | | | | | |
| Area 3 | Financial | Vehicle numbers or % of all journeys that are car driver journeys | 2005/06 | | | | | | | | | | | | | | | |
| | | Target Data | 2010/11 | | | | | | | | | | | | | | | |
| | | Base Data | 2005/06 | | | | | | | | | | | | | | | |
| LTP7 - Congestion | | Financial | | 2005/06 | | | | | | | | | | | | | | |
| | | | Target Data | 2010/11 | | | | | | | | | | | | | | |
| LTP8 - An air quality target related to traffic | | Calendar | Enter appropriate units here. | 2004 | | | | | | | | | | | | | | |
| | | | Target Data | 2010 | | | | | | | | | | | | | | |
| | | Calendar | Enter appropriate units here. | 2004 | | | | | | | | | | | | | | |
| | | | Target Data | 2010 | | | | | | | | | | | | | | |

CHAPTER 8:

How Darlington is Delivering Against the Government's Shared Priorities

Summary

This chapter sets out how Darlington aims to deliver the Shared Priorities for transport.

The first section provides the policy links between the Shared Priorities, the Tees Valley Vision, the Community Strategy and Darlington's transport strategy and objectives.

This is followed by a section on each Shared Priority providing more detailed links to the proposed programme, associated targets and the partnerships that will be used to implement the policies and interventions.

- Delivering Accessibility - see paragraphs 10-15 & Table 8.1
- Improving Road Safety – see paragraphs 16-22 & Table 8.2
- Tackling Congestion – see paragraphs 23-31 & Table 8.3
- Improving Air Quality – see paragraphs 32-33 & Table 8.4
- Improving Quality of Life – see paragraphs 34-36 & Table 8.5

The last section details the references to performance management, finance and the SEA process.

- 1 Darlington has developed its Second Local Transport Plan following guidance produced by Department for Transport, with extensive consultation with key stakeholders and residents and utilising travel behaviour research. Details of the Consultation are in **Annex 1** and Travel Behaviour Research in **Annex 2**. This Chapter demonstrates the links between the Tees Valley sub-regional transport objectives, Darlington's Community Strategy, Darlington Borough Council's corporate objectives and strategies, the Second Local Transport Plan's transport objectives, programme and targets and the Government's Shared Priorities
- 2 In July 2002, the Government and Local Government Association agreed a set of seven Shared Priorities for the delivery of Public Services. This included "meeting local transport needs more effectively". As well as being a shared priority transport will also play a key role in delivering the other shared priorities.
- 3 Five key elements have been agreed that are central to the delivery of the Shared Priority for transport. They are:
 - improving access to jobs and services particularly for those most in need;
 - improving Road Safety;
 - reducing problems of traffic congestion;
 - improving Air Quality; and
 - improving Quality of Life.
- 4 The Tees Valley local authorities, namely Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton, work in partnership on a sub-regional approach to transport planning. **Chapter 1** identifies the 5 key sub-regional transport objectives that will be delivered in partnership and by developing local initiatives to support the wider Tees Valley objectives. These are:
 - To facilitate the delivery of the Tees Valley Vision within the framework of the Transport Shared Priorities.
 - To maximise accessibility opportunities to the revitalising Tees Valley economy and associated services (health, education, leisure) for all sections of society, particularly those without private transport.
 - To address the decline in bus use and provide a stable and sustainable network that meets passenger demands.
 - To attract the necessary investment to deliver the required improvements in the local rail network the sub-region will look towards more innovative solutions. This applies equally to passenger services/facilities and improved freight capacity, which is of particular importance to Teesport and other local industry.
 - To manage the projected growth in demand in a sustainable way that still allows widespread regeneration to continue without creating congestion, or being constrained by it.
- 5 'Where Quality Comes to Life' Darlington's Community Strategy encapsulates Darlington's vision to improve quality of life for everyone in the Borough. It strives to achieve:
 - an area creating and sharing prosperity;
 - a location for learning, achievement and leisure;
 - a place for living safely and well; and
 - a high quality environment with excellent communication links.
- 6 This vision to improve Quality of Life is underpinned by the Council's Corporate and Best Value Plan and other key strategies within the Council and amongst partners.
- 7 Darlington is already experiencing strong economic growth with major investment by the Council, Tees Valley Regeneration and private developers. There is an understanding that traffic, in particular car traffic, will increase as these developments come on stream. In order to minimise the impact of these developments, in terms of congestion and air quality, a combination of demand management measures and improving and promoting sustainable transport will be implemented through the delivery of this Plan. Travel safety and accessibility will be tackled through appropriate land use planning, design, training, information and promotion. Through partnership working, Darlington will address key Quality of Life issues, in particular healthier communities, improving the quality of public spaces and streetscape and supporting sustainable and prosperous communities.

8 Darlington's Transport Strategy (**Annex 3**) will be achieved through the implementation of a programme of initiatives and policy interventions designed to deliver against six key transport objectives (**Chapter 4** Table 4.1). These are:

| | |
|---|---|
| A | To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. |
| B | To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need. |
| C | To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. |
| D | To improve travel safety and security for all by addressing the real and perceived risks. |
| E | To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. |
| F | To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. |

9 Darlington will deliver this Plan and achieve its objectives through:

- Partnership working at the local level, both corporately and with external partners in the private, public and voluntary sector, and at the sub-regional level with the other authorities in the Tees Valley and the neighbouring authorities of County Durham and North Yorkshire.
- Innovation in design, approach to planning and using technology.
- The wide-scale use of promotion and information to assist people as they make their journeys around Darlington.
- Addressing the needs of all road users, in particular those without access to a car and those with a disability.
- Ongoing consultation with local people and key stakeholders through the Transport Forum, working groups and travel behaviour research.
- An extensive performance management system, linking budgets, schemes and targets, and incorporating monitoring data from a wide range of sources.
- The development and implementation of the Transport Asset Management Plan and budget optimisation software to focus maintenance expenditure on the

optimisation of the Councils Highway Assets.

- The Network Management duty will ensure that delay and disruption to the highway network is minimised for all road users.

Improving Accessibility

10 Accessibility to local facilities is the focus of what is being delivered in the Plan. The rationale for this decision is explained in the first strategic choice in **Chapter 4**, paragraphs 11-17. This is further expanded in the development of the programme in **Chapter 6** paragraphs 1-12, based around trip purpose and therefore destination.

11 The strategic mapping has shown that Darlington residents have good accessibility to all key services, which is to be expected in a compact town, with a comprehensive bus service and services centralised in the town and local centres. However there are accessibility and social inclusion issues that need to be addressed. These are discussed in **Chapter 2** paragraphs 34-40.

12 The strategy is that we build accessibility planning into future changes in land use or service planning that may affect accessibility, to try to ensure that accessibility will be no worse in the future (and if opportunities arise, better). The Corporate Management Team has adopted an accessibility checklist, which is to be used as a planning tool for land use planning, Leading Edge projects and corporate planning, putting accessibility at the heart of decision making (**Chapter 5** paragraph 3).

13 At the sub regional level Darlington is working with its neighbouring authorities in the Tees Valley and County Durham to improve access to employment and health facilities through major public transport schemes and promoting more use of local rail services. See Accessibility: The Forward Strategy **Chapter 1** paragraphs 110-139. Further detail on the public transport based major bids for the Tees Valley and County Durham can be found in **Chapter 6** paragraphs 26-27, and information on the Darlington Eastern Transport Corridor can be found in **Chapter 6** paragraphs 14-17 as well as in **Annex 4**.

14 Accessibility planning will also be used extensively for transport planning and implementation of schemes and initiatives, in particular for supported bus services, concessionary fares, cycle network development and improving facilities for the disabled. For example the Local Area Agreement 'Young People – Our Future' has identified that concessionary fares for young people will improve accessibility to education, leisure and employment. See **Chapter 3** paragraph 10.

15 Details of the Accessibility Strategy can be found in **Annex 12**. Links between the Accessibility Shared Priority and Darlington's approach are detailed in **Table 8.1**.

Table 8.1 Delivering Accessibility

| Policy | Response/Intervention |
|------------------------------|--|
| Shared Priority | Improving access to jobs and services, particularly for those most in need |
| Tees Valley Objective | Objective 2 – To maximise accessibility opportunities to the revitalising Tees Valley economy and associated services (health, education, leisure etc) for all sections of society, particularly those without a private car. Objective 3 – To address the decline in bus use and provide a stable and sustainable network that meets passenger demands. |
| Community Strategy Theme | Improving the local economy Promoting inclusive communities Improving health and well-being Stimulating leisure activities Raising educational achievement |
| Corporate Objective | Ensuring access for all Shaping a better Darlington |
| Corporate Issues/ Strategies | Economic Regeneration Strategy Local Area Agreement addressing the needs of young people, in particular accessing education, training, health and leisure services Children and Young People's Plan Older Persons Strategy Social Inclusion Strategy Neighbourhood Renewal Strategy Childhood and Adult obesity strategies Physical Activity Strategy and the Healthy Workforce Strategy Adult Services 'Independence, Well-being and Choice' |
| Transport Objectives | A. To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington B. To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need E. To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips F. To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food |
| Programme – Key Actions | Darlington Eastern Transport Corridor and National Cycle Network Route 14 Major public transport schemes in Tees Valley (Network Review) and County Durham (Transit 15) Bus priority measures including bus lanes on key radial routes and Ring Road New bus stops and bus stop improvements on a service route basis in partnership with bus operators e.g Service 21 and supported bus service review in 2006. Concessionary fares schemes and continuing support for Shopmobility and Ring a Ride Services Feasibility study to improve access to North Road Rail Station for existing and potential passengers, supporting County Durham's policy to upgrade stations in Heighington and Bishop Auckland. Cycle network development to improve access to key destinations, including schools, colleges and the town centre Cycle training and events for children and adults Cycle bridge to improve access to Darlington College (adjacent to Haughton Road). Wheelchair accessible pedestrian routes, in particular to primary health care sites Taxi waiting facilities (if awarded additional funding). Improved parking for cyclists, motorcyclists, cars and HGVs |

Table 8.1 Delivering Accessibility continued

| | |
|---|---|
| Key and Intermediate Outcome Targets | <p>LTP1 accessibility to primary health care</p> <p>LTP2 area wide traffic flows</p> <p>LTP3 cycling trips</p> <p>LTP4 mode share of journeys to school</p> <p>LTP5 bus punctuality</p> <p>BVPI102 Bus patronage</p> <p>% of car driver trips</p> <p>% of walking trips</p> <p>% of cycling trips</p> <p>Levels of motorcycling</p> |
| Partnerships | <p>County Durham and Darlington Transport for Health Partnership</p> <p>Darlington 14-19 Trust</p> <p>Tees Valley Chief Engineers</p> <p>Darlington's Strategic Quality Bus Partnership</p> |

Improving Road Safety

- 16 Darlington has a good road safety record which it will build on during the delivery of this Plan. This has been recognised with the Council being shortlisted for Beacon Status for Road Safety in 2005 (awaiting announcement in March 2006). Ongoing analysis of accident data will ensure that trends are identified early and strategies put in place to address them. An overview of road safety in Darlington is in **Chapter 2** paragraphs 41-43.
- 17 During the consultation process for the Second Local Transport Plan it was agreed to take a broader approach to travel safety, to address perceptions of safety and risk; improving safety for those travelling by bus; and using good design, CCTV and lighting to address safety concerns of pedestrians and cyclists. (See **Annex 1**)
- 18 Darlington will also pilot area-wide 20mph zones in the town centre, as well as urban areas and rural areas. The Health Impact Assessment (**Annex 18**) identified this as a scheme to be screened further to assess the health benefits of such an approach, including reductions in accidents as well as increasing levels of active travel.
- 19 We will continue to work in schools and with young people to ensure that they are able to travel independently on foot, by cycle and by bus and safely when they learn to drive a car or motorbike. This will be supported through Safe Routes to School and Health. The camera safety revenue funding that is to be integrated with the Local Transport Plan funding will support the continuation of road safety activities such as pedestrian and cycle training, as well as an increased focus on promotion and innovation through additional staff, equipment and integration with other transport related activities. Details of the provisional programme can be found in **Chapter 6** paragraphs 50-51.
- 20 We will raise awareness of safety issues particularly amongst at risk groups or communities and work with specialists to promote safety to all road users, including Darlington Association on Disability, Darlington and District Motorcycle Action Group and Darlington Cycle Forum.
- 21 Issues of safety for all road users will also be addressed through the development and ongoing use of the Transport Asset Management Plan which will highlight the importance of maintaining transport assets to ensure safety for all users. See **Chapter 5** paragraphs 7-20 and **Annex 11**.
- 22 Details of the Travel Safety Strategy can be found in **Annex 13**. Links between the Road Safety Shared Priority and Darlington's approach are detailed in **Table 8.2**.

Table 8.2 Delivering Road Safety

| Policy | Response/Intervention |
|--------------------------------------|---|
| Shared Priority | Road Safety |
| Tees Valley Objective | |
| Community Strategy Theme | Promoting community safety Improving health and well-being |
| Corporate Objective | Putting the customer first Ensuring access for all |
| Corporate Issues | Children and Young Peoples Plan Neighbourhood Renewal Strategy Older Persons Strategy |
| Transport Objectives | To improve travel safety and security for all by addressing the real and perceived risks. |
| Programme – Key Actions | Local safety schemes and traffic calming schemes to address actual and perceived risks Traffic calming in Haughton Green in parallel to development of DETC Area wide 20mph zones in the town centre, urban and rural areas. Road safety training and education, including pedestrian training, targeted at key groups Schemes incorporating CCTV in particular for pedestrians, cyclists, motorcyclists and bus passengers. e.g. new camera on East Street to improve safety for bus passengers. Schemes incorporating street lighting to address antisocial behaviour and road safety issues. Maintenance of roads, footways and cycle paths and other highway assets Travel plans in schools and workplaces Safe Routes to School and health Safe walking routes, including safe crossing facilities, in particular to key destinations such as health facilities and local shops |
| Key and Intermediate Outcome Targets | BVPI 99 KSIs and slight casualties all and child BVPI 223 Principal Road condition BVPI 224a&b non-principal and unclassified road condition BVPI 187 Footway condition |
| Partnerships | County Durham and Darlington Speed Management Strategy Group Primary Care Trust (Childhood and Adult Obesity Strategies, Physical Activity Strategy and the Healthy Workforce Strategy) |

Reducing problems of traffic congestion

- 23 Increasing economic activity in Darlington and the wider Tees Valley will give rise to higher car usage as a result of increasing car ownership and this will create congestion at key junctions. This needs to be addressed through investment in, and promotion of, alternatives such as walking, cycling, motorcycling and use of bus and rail and appropriate demand management
- 24 Darlington's Economic Regeneration Strategy is successfully attracting new companies into the Borough creating new training and employment opportunities. Continuing investment in new major sites for retail, logistics and distribution, prestige office space and conference facilities will result in a huge increase in job opportunities in the next few years. Similar developments in major sites across the Tees Valley will create job opportunities across the sub region
- 25 It is recognised that this will increase the number of work trips that start or end in Darlington, and significantly will potentially increase the distance travelled for employment. If all these trips are by car, congestion will become a significant issue across the Tees Valley, potentially stifling regeneration. It is therefore necessary to address congestion before it becomes a major issue. The Tees Valley approach to congestion is set out in **Chapter 1** paragraphs 145-155 and details of travel outside the Borough is in **Chapter 2** paragraphs 32-33.
- 26 The Second Strategic Choice addresses whether traffic congestion should be tackled through the provision of alternatives or should there be additional measures to restrain car use over those already in place. See **Chapter 4** paragraphs 18-36.
- 27 Phases 1 and 2 of a Congestion Study for Darlington are almost complete. These highlight congestion 'hotspots' which are primarily at major junctions on the radial road network. This Plan will implement schemes to improve these junctions. (**Chapter 2** paragraph 21).
- 28 The Traffic Manager's role will identify emerging congestion problems, affecting all road users, including those that need to use their car (currently 44% of local people's trips in the town). The role will also minimise the potential for congestion through transport assessments and accessibility planning as part of land use planning. See **Chapter 5** paragraphs 21-26 and **Annex 19** Traffic Management Duty.
- 29 Congestion will also be addressed through the extension of demand management measures, which have already been introduced. These include road space re-allocation, car parking charges, introduction of charging for on street limited waiting, residents parking zones and travel plans. During this Plan period decriminalised parking enforcement will be introduced, further road space reallocation for buses and cycles and a major investment in travel plans. Details of the Parking Strategy are in **Annex 17**.
- 30 Congestion will also be tackled through the improvement of the alternatives to the car, including walking, cycling, motorcycling and public transport infrastructure. The Punctuality Improvement Partnership will work to identify schemes to improve the performance of bus services.
- 31 Details of the School Travel Plan Strategy, Bus Strategy, Bus Information Strategy, Cycling Strategy, Parking Strategy and Traffic Management Plan can be found in **Annexes 8, 10, 15, 16, 17 and 19** respectively. Links between the Congestion Shared Priority and Darlington's approach are detailed in **Table 8.3**.

Table 8.3 Tackling Congestion

| Policy | Response/Intervention |
|--------------------------|--|
| Shared Priority | Tackling Congestion |
| Tees Valley Objective | <p>Objective 3 To address the decline in bus use and provide a stable and sustainable network that meets passenger demands.</p> <p>Objective 4 To attract the necessary investment to deliver the required improvements in the local rail network the sub region will look towards more innovative solutions. This applies equally to passenger services/facilities and improved freight capacity, which is of particular importance to Teesport and other local industry.</p> <p>Objective 5 To manage the projected growth in demand in a sustainable way that still allows widespread regeneration to continue without creating congestion, or being constrained by it.</p> |
| Community Strategy Theme | Developing an effective transport system |
| Corporate Objective | <p>Shaping a better Darlington</p> <p>Ensuring access for all</p> |
| Corporate Issues | <p>Economic Regeneration Strategy, including Tourism Strategy and Darlington Gateway Study</p> <p>Local Development Framework</p> <p>Climate Change Strategy</p> |
| Transport Objectives | <p>C. To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network</p> <p>E. To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips</p> |
| Programme – Key Actions | <p>Darlington Eastern Transport Corridor</p> <p>Improvements to the A66(T) (Darlington Gateway Study)</p> <p>Bus priority measures and bus service improvements on key radial routes and junctions, identified with the Punctuality Improvement Partnership</p> <p>Real time bus service information in the town centre, on radial routes and at key bus departure sites.</p> <p>Development of the cycle network, in particular cycle lanes to schools and the town centre</p> <p>Junction improvements, traffic management schemes and other measures identified as part of the Traffic Manager's duty</p> <p>Improved access to North Road Rail Stations; improved access and integration fo transport at Bank Top Station (as part of Central Park; and promotion of rail services</p> <p>Park and ride feasibility (and implementation if appropriate)</p> <p>Provision of additional parking for cyclists and motor cyclists.</p> <p>Decriminalised parking enforcement and residents parking zones around new college site on Central Park.</p> <p>Improved travel information through the Town on the Move project</p> <p>Individualised travel marketing</p> <p>School and work place travel plans</p> <p>Car clubs and car sharing schemes</p> |

Table 8.3 Tackling Congestion continued

| | |
|---|---|
| Key and Intermediate Outcome Targets | LTP2 area wide traffic flows LTP3 cycling trips LTP4 mode share of journeys to school Changes in peak period traffic flows % of trips as a car driver LTP5 bus punctuality BVPI102 Bus passenger journeys |
| Partnerships | Punctuality Improvement Partnership Quality Bus Partnership Motorcycle Action Group Cycle Forum North East Traffic Management Group |

Improving Air Quality

32 Darlington does not have an air quality issue. However it is recognised that air quality is closely linked to congestion and that it will have to be carefully monitored to ensure that air quality targets set in the Air Quality Strategy are achieved.

33 Details of the Air Quality Strategy can be found in **Annex 6**. Links between the Air Quality Shared Priority and Darlington's approach are detailed in **Table 8.4**.

Table 8.4 Improving Air Quality

| Policy | Response/Intervention |
|---------------------------------|--|
| Shared Priority | Improving Air Quality |
| Tees Valley Objective | – |
| Community Strategy Theme | Enhancing the local environment Improving health and well-being |
| Corporate Objective | Shaping a better Darlington Ensuring access for all |
| Corporate Issues | Climate Change Strategy |
| Transport Objectives | C. To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. |
| Programme – key actions | Darlington Eastern Transport Corridor (reducing traffic levels on adjacent roads, thereby improving air quality) Reducing the number of short trips made by car through the Town on the Move programme. Increasing levels of cycling and walking through infrastructure improvements and associated soft measures Demand management measures such as reallocation of road space. Encourage the use of low emission vehicles and bio fuels especially for buses, taxis and fleet vehicles |

Table 8.4 Improving Air Quality continued

| | |
|---|---|
| Key and Intermediate Outcome Targets | LTP3 cycling trips LTP4 mode share of journeys to school Changes in peak period traffic flows % of trips as a car driver |
| Partnerships | Climate Change Working Group |

Improving Quality of Life

34 Improving quality of life will be achieved through the successful implementation of the other Shared Priorities. However by addressing the 5 key elements of Quality of Life - healthier communities, sustainable and prosperous communities, quality of public spaces and better streetscapes, climate change and environmental noise and landscape and biodiversity – there is an increased emphasis on creative and innovative design; a focus on the end user; integration between implementation, maintenance and cleansing; an awareness of the wider environment; and an understanding that the

implementation of the Plan may have wider impacts on the environment, health and the economy.

35 The local approach to Quality of Life actions is detailed in **Chapter 3** paragraphs 15-52.

36 Details of the Rights of Way Improvement Plan, Transport Asset Management Plan and Health Impact Assessment can be found in **Annexes 9, 11 and 18**. Links between the Quality of Life Shared Priority and Darlington's approach are detailed in **Table 8.5**.

Table 8.5 Improving Quality of Life

| Policy | Response/Intervention |
|---------------------------------|--|
| Shared Priority | Quality of Life |
| Tees Valley Objective | Objective 1 To facilitate the delivery of the Tees Valley Vision within the framework of the Transport Shared Priorities |
| Community Strategy Theme | Enhancing the local environment Improving health and well-being Improving the local economy |
| Corporate Objective | Shaping a better Darlington Enhancing our capacity to improve Providing excellent services |
| Corporate Issues | Economic Regeneration Strategy, including Tourism Strategy Local Development Framework Countryside Strategy |
| Transport Objectives | A. To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. F. To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. |
| Programme – Key Actions | Work, school and residential travel plans Further development of the cycle network and promotion of cycling Improving parking for all vehicles including cycles Improving access to rail stations at Bank Top and North Road Bus priority measures including bus lanes and improving bus services e.g. Service 21. |

Table 8.5 Improving Quality of Life continued

| | |
|---|--|
| Programme – Key Actions | ROWIP and urban walking routes providing walking and cycling routes in the urban/rural fringe to improve access to green space. Pedestrianisation of the town centre and improving the streetscape on key routes such as town centre to Darlington College. CCTV and street lighting schemes to address safety concerns Maintaining and cleansing footpaths, cycle paths and roads. |
| Key and Intermediate Outcome Targets | LTP1 BVPI102 Bus patronage % of trips by walking % of trips by cycling LTP2 area wide traffic flows LTP3 cycling trips LTP4 mode share of journeys to school |
| Partnerships | Darlington Partnership Design Forum Primary Care Trust and Health Impact Assessment project Countryside Team, Tees Forest Tees Valley Regeneration StreetScene Durham Police |

Delivery

37 The programme, budget and progress towards targets will be monitored through enhanced performance management. This will include:

- Project management using Elstree Computing Limited developed software
- Financial monitoring
- Performance analysis using qualitative and quantitative data and analysis with appropriate partners
- Performance review at a corporate level

38 Details of performance management can be found in **Annex 14**.

39 Details of finance, capital and revenue, can be found in **Chapter 6** paragraphs 37, 43-52 and **Annex 5**.

40 The Second Local Transport Plan has been developed in line with the Strategic Environmental Assessment process. Detail can be found in **Annex 7**.

Contents

| | Page |
|---|------|
| Annexes | |
| Annex 1: Consultation | 1.1 |
| Annex 2: Travel Behaviour Research and Consultation | 2.1 |
| Annex 3: Darlington Transport Strategy | 3.1 |
| Annex 4: Darlington Eastern Transport Corridor | 4.1 |
| Annex 5: Finance Forms | 5.1 |
| Annex 6: Air Quality | 6.1 |
| Annex 7: Strategic Environmental Assessment (SEA) | 7.1 |
| Annex 8: School Travel Plan Strategy | 8.1 |
| Annex 9: Rights of Way Improvement Plan (ROWIP) | 9.1 |
| Annex 10: Bus Strategy | 10.1 |
| Annex 11: Transport Asset Management Plan (TAMP) | 11.1 |
| Annex 12: Accessibility Strategy | 12.1 |
| Annex 13: Travel Safety Strategy | 13.1 |
| Annex 14: Performance Management | 14.1 |
| Annex 15: Bus Information Strategy | 15.1 |
| Annex 16: Cycling Strategy | 16.1 |
| Annex 17: Parking Strategy | 17.1 |
| Annex 18: Health Impact Assessment | 18.1 |
| Annex 19: Traffic Management Duty | 19.1 |

ANNEX 1:

Consultation

The approach to consultation

Darlington has an enviable reputation for consultation and partnership working. It has a long-standing Local Strategic Partnership (LSP), the Darlington Partnership that discusses a wide range of issues that impact on the town, including transport. In addition, the Local Transport Plan (LTP) strategy is being integrally linked to the Local Community Strategy and theme groups of the LSP are jointly working on several different issues.

During the development of the second Darlington Local Transport Plan (LTP2), the Council has sought to consult a wide range of stakeholders and has brought in consultancy assistance in doing this, as well as initiating what we intend will be an on-going debate with the public.

The stakeholders and partners consulted as part of the development of the LTP2 include:

- Elected Councillors;
- Officers of Darlington Borough Council (DBC), covering transport, education, planning, economic regeneration, tourism, community and social services, youth services and environmental health;
- Transport providers: bus, coach, rail, freight, taxi operators as well as the providers of rail and road infrastructure and aviation;
- Representatives of local users, such as representatives of disabled people and elderly people, young people, rural transport groups, motorcyclists and cyclists;
- Representatives of stakeholders with a direct interest in transport, such as the Darlington Partnership, Chamber of Commerce, Primary Care Trust and hospitals, further education and job-seeker representatives and the regeneration company;
- Representatives of neighbouring local authority areas; and
- The general public who are both users of local transport services as well as being affected by changes therein.

A range of stakeholder consultations were held:

- Face to face interviews with 25 stakeholders and 5 Councillors;
- Telephone interviews with 9 stakeholders;
- Workshop sessions with 7 interest groups including Parish Councils, Local Strategic Partnership and Growing Older in Darlington;
- 4 focus groups were held with specific target groups of the general public to explore their views, including a session with young people; and

- Workshop sessions held during the *Town on the Move* travel summit. People from all sections of Darlington's communities considered detailed information about travel patterns and best practice with DBC's internal transport specialists and partners from local community groups and transport businesses.

These consultations were structured with the following aims:

- Informing stakeholders about the development of the LTP2 and its significance to them;
- Introducing the draft LTP2 strategy and gauging support for it;
- Asking questions about their organisation related to why transport is important to them and their key transport issues;
- Identifying and exploring any opportunities for partnership working where the LTP2 can help to deliver on some of their objectives and how their work can support delivery of LTP2 objectives; and
- Establishing how stakeholders would like to be kept informed of progress on the LTP2 development and establish communication channels for the future.

Given Darlington's sustainable travel demonstration town status, our understanding of national transport policy objectives and the local context, we have sought to develop an LTP2 that provides significant support to promoting sustainable modes and firmly addresses the Government's shared priorities. The objective of addressing the perceived weaknesses of provision for walking, cycling and public transport use, received significant support amongst stakeholders. This approach was further supported by public perceptions illustrated in the Socialdata baseline research.

It appears that both stakeholders and the public are aware of the need to improve alternatives to the car. While recognising the growing problem of congestion on the town's roads they appreciate that trying to provide ever more capacity for car-use is likely to be counter-productive.

Consultation is not a one-off event. We believe that the LTP consultation process has allowed timely and effective opportunity for all interested parties to contribute to the development of Darlington's LTP2, including its policies, programmes and schemes. DBC is committed to maintaining and developing its partnerships to ensure the efficient and effective delivery of the programme contained in LTP2, and to provide value for money while improving the quality of life for those who live and do business in the town.

Government emphasises the importance of a robust evidence base for development of the strategy. We consider there are some areas where, given the potential controversy of orienting LTP2 towards enhancing alternatives, rather than trying to accommodate growth in car traffic, robust evidence will help to confirm the appropriate strategy approach. The consultation process, alongside the survey, has provided this.

The consultation process and survey work has provided a firm footing for LTP2, making available an evidence base that is almost unique amongst local transport authorities in England.

Specific elements of the consultation process included:

- Ensuring consistency with other decision areas within the Council, such as economic development, planning, education and social services. This involved a DBC officer workshop, but also keeping LTP2 focused on the Local Community Strategy into which all these workstreams report;
- Ensuring that LTP2 focuses on emerging as well as existing problems: consultees were specifically asked about issues expected to influence travel behaviour over the forthcoming LTP period;
- Making sure that LTP2 is informed by a proper consideration of the full range of issues faced by the people, communities, public services and businesses in Darlington;
- Addressing the problems and opportunities across the full range of transport modes;
- Ensuring our LTP addresses cross-boundary issues. We have consulted with various cross-boundary partners, including Durham and North Yorkshire County Councils, Stockton Borough Council and the Tees Valley Joint Strategy Unit (TVJSU), Tees Valley Regeneration, Tees Valley and Hambleton and Richmond Rural Transport Partnerships, both of which address some transport needs of rural communities that relate to access to Darlington, for health, education and shopping trips. LTP2 has also involved undertaking joint consultations on issues of common importance with other bodies such as the Strategic Rail Authority (SRA), other Tees Valley Authorities and joint working with TVJSU on the bus strategy.
- Ensuring we have involved the appropriate tiers and corporate responsibilities within the Council itself. This was achieved via an officer workshop on strategy development with senior representation from Corporate policy, DBC Estates, the economic development, tourism, planning, environmental health, education, and community and social services departments.
- Developing the policies and schemes with impacts on the strategic transport networks with the other responsible agencies, such as the Highways Agency and SRA;
- Ensuring that the full range of transport modes are considered in discussions with stakeholders (see **Table 1.1** opposite)

Table 1.1 Consultations with representatives of specific modes

| Mode | Consultees | Outcome |
|-----------------------|---|--|
| Rail | Rail SRA: Regional Planning; Community Rail Partnership; GNER; Northern Trains | Opportunities for developing a Community Rail Partnership to develop the Bishop Auckland line; Opportunities for improving access to Darlington Bank Top rail station and quality of interchange facilities. |
| Local Bus | Arriva, Stagecoach, Green Bus | Need for bus priorities in order to allow operators to provide better quality service. |
| Taxi and private hire | Taxi licensing officers; taxi forum; | A range of issues for joint-working between trade and Borough Council. |
| Wheelchair use | Darlington Association on Disability | Accessibility improvements to physical infrastructure and range of transport services. |
| Cycling | Cycle Forum | Where in network to focus spend; |
| Motorcycle | Darlington & District Motorcycle Action Group (MAG) | Need for better maintenance, safety and training schemes. |
| Walking | Living Streets; general public | Four street audits undertaken by Living Streets, to engage public in issues. Results include the need to slow traffic speeds, provide more seating/artwork and provide "desire line" walking routes. |
| Freight | Local industry representatives | Issues for 2LTP obtained through joint Tees Valley approach - parking facilities for road freight operators. |
| Strategic road | Highways Agency | Range of issues identified in partnership meetings including local traffic on trunk road and development pressures. |
| Coach | Growing Older Living in Darlington | Need to provide better facilities for waiting passengers at Feethams Coach Stop and better signage to local bus services. |
| Horse riding | British Horse Society | Consultation required on strategy, but detailed issues covered at design stage of relevant specific scheme. |

Results of consultation process

Stakeholder Consultations

A range of issues was raised during the LTP stakeholder consultations. Over 350 individual comments were logged from the 50 stakeholder consultations / workshops held and grouped under key headings.

The most frequently cited issues related to public transport provision (19% of all comments). Over 40% of these comments related to fares and ticketing issues, specifically the inconsistency and inequity in fare levels, lack of integrated ticketing options and overall cost.

The next most frequently cited issues related specifically to bus travel (14%), particularly the need for bus priorities to improve reliability and level of service (38% of these comments). Also there was concern that the bus network was not meeting modern needs, with limited services to some out of centre employment sites and a lack of buses outside weekday daytime periods (20% of these comments). The quality and comfort of vehicles and driver customer care was also criticised in 26% of comments on bus services. There was a significant minority of concern about the implications of the Pedestrian Heart scheme to the functioning of bus services in the town centre.

Traffic congestion was identified in 12% of all comments. Most stakeholders believed that the way to address congestion was to improve alternatives. A further 6% of all comments were that alternative modes should be improved to tackle future traffic problems. Investment in new road capacity was only mentioned in a few cases, particularly the potential for the Darlington Eastern Transport Corridor (DETC) and upgrades to the A66 on the eastern periphery of Darlington. A couple of consultees considered that some traffic management / traffic calming measures were worsening congestion and were not needed and that flow could be improved through their removal. Most stakeholders thought that new development would bring significantly more congestion.

Parking issues were raised in 7% of comments. 36% of these comments related to the cost of town centre parking (being too high). A couple of stakeholders thought that the number of car parking spaces should be increased in the town centre, but more thought that there were too many in the town centre and they should be reduced.

Cycling was raised in 6% of all cases, particularly the lack of continuous routes and cycling safety on-road.

Accessible transport received 6% of all comments, relating to lack of accessible buses and taxis and inadequacies with the current Ring A Ride service.

A range of other issues was raised by a minority of

stakeholders. Personal safety was seen as a significant barrier to walking, cycling and public transport use by some. Others believed that a key future challenge is to change attitudes towards travel. A need to better integrate land use planning and transport was also identified by some.

Public Consultation Questionnaire

During March 2005, a questionnaire printed in the *Town Crier* was sent to every household and business in Darlington Borough. This part of the consultation process was targeted at local people who had not previously been involved.

Respondents to the questionnaire agreed that:

- There were problems of delays on journey times due to congestion;
- Speeding traffic was a problem in residential streets; and
- That they would be encouraged to walk and cycle more if it was safe to do so.

The following key messages from the questionnaire need to be considered:

- 70% wanted more reliable bus services by giving priority to buses on main routes within the town;
- 70% stated that they would use the bus more if better waiting facilities and timetable information were provided at bus stops;
- 42% stated that there were insufficient car parking spaces in the town centre; and
- 65% agreed or strongly agreed with the statement that more money should be spent on measures designed to make travel easier for those with disabilities.

The questionnaire also asked people to state a choice between two options for the transport strategy: 66% supported the view that money should be spent on improving walking, cycling and public transport; only 33% supported the view that money should be spent on improving roads and widening junctions.

Also, over half of respondents reported that they have a problem in reaching places they need to go to access services such as the doctor, shopping or their place of work.

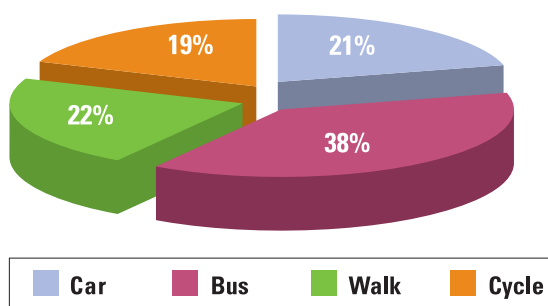
Respondents were also asked to allocate £100 in multiples of £10 in order to make improvements for cars, public transport, walking and cycling. The £100 could be allocated to one travel mode or divided in any way between the 4 modes. In overall terms the respondents wanted the total budget to be allocated as shown in

Figure 1.1.

The preferred allocation shows a relatively even split between all the four main types of local transport used by most people, with a bias towards sustainable modes especially buses. This perhaps reflects the perception that bus services are of low quality, with poor waiting facilities, poor reliability and little joint ticketing between operators.

FIGURE 1.1

Preferred allocation of transport budget



The emerging LTP2

The principles of the draft strategy on which we have consulted are:

- The strategy will focus on central and local Government's four shared priorities of enhancing accessibility, tackling congestion, ensuring road safety and improving air quality;
- The eight objectives of the Community Strategy will be used to provide a local steer;
- The strategy will be written around journey purposes in order to ensure that accessibility drives the LTP2 strategy and proposals remain focused on people's travel needs; and
- The strategy will be fully integrated with *A Town on the Move*, Darlington's sustainable travel town project: the LTP2 and *A Town on the Move* will be presented to the public as one strategy.

Consultees have responded positively to the ideas for the strategy aims:

- The four shared priorities capture the essence of the objectives of the LTP2 and have universal agreement;
- The Community Strategy is well regarded in terms of expressing an holistic vision for Darlington and captures the fifth shared priority: "other quality of life issues";
- The Community Strategy / LSP is also ideally placed for

partnership working – therefore LTP2 should have strong links with it and LTP2 should use the Community Strategy as a delivery vehicle and vice versa as appropriate; and

- Encouraging healthy travel has been identified by a few as a potential additional core objective, which provides a good link to the *Town on the Move* initiative. However, healthy travel could equally be captured through the Community Strategy objective on improving health.

Of these four shared priorities:

- Congestion is seen as the most significant **problem** (and one that will get considerably worse under expected future trends). Most stakeholders accept that Darlington cannot 'build its way out of trouble': they accept there isn't enough capacity in the system to accommodate ever higher levels of traffic.
- Therefore, congestion has to be addressed through improving alternative modes and through changing attitudes towards transport: some limited traffic management measures to improve flow of traffic could help, but cannot solve the problem on its own;
- Improving accessibility is seen as the most important **aim** of LTP2, particularly focusing on the needs of more deprived people / areas (e.g. those without access to a car);
- Improving safety and air quality are not seen as high a priority (they are not seen to be as significant problems as the other issues) and it is felt that in addressing the first two shared priorities, it will make a positive contribution to these objectives; and
- The broader concept of 'travel safety' – referring to all modes and relating to the quality of the public realm – is seen as more useful than 'road safety' and provides a good link with the Community Safety element of the Community Strategy.

There is a clear **preferred strategy** that reflects both Government guidance and requirements, and the views of the majority of stakeholders:

- The LTP2 should focus on tackling congestion and enhancing accessibility and do this primarily through improving conditions for people walking, cycling and using public transport;
- As well as physical improvements to benefit those using these modes, there is a need to raise awareness and change attitudes towards use of these modes – which can be achieved through the close integration of the sustainable travel town project - *A Town on the Move* - and the LTP2 programme;

- There should only be specific and modest attempts to increase general road capacity through minor traffic management improvements on the local road network. Trying to grow road capacity to accommodate all future growth is unachievable and unaffordable; and
- As part of the overall strategy, significant investment on the strategic road network may be justified/required, in particular the A66 on the eastern side of Darlington to accommodate growth in regional traffic and divert through traffic round Darlington (although this is outside the scope of the LTP2).

Subsequent research has shown widespread public support for prioritising investment towards the sustainable modes¹.

Darlington's historic road network cannot accommodate significant growth in car traffic and 'doing nothing', under conditions of economic growth will cause congestion to worsen and the attractiveness of alternative modes to decline further. Prioritising LTP2 funding to improve conditions for walking, cycling and bus use could enable many of the short trips within the town to be undertaken by alternative modes². Integration of the LTP2 with *A Town on the Move* provides Darlington with an almost unique opportunity to promote awareness and use of sustainable modes at the same time as LTP2 improves physical provision for them.

The emerging LTP2 strategy has several strengths:

- It helps set transport in its wider context and identifies cross-cutting links with other areas as well as opportunities for partnership. In particular, it provides strong links with the Community Strategy.
- By focusing on people's journey needs and travel choices, it places accessibility at the heart of the LTP2 and the role of softer measures such as education, awareness-raising and marketing is made more prominent, rather than just physical schemes; and
- By integrating *A Town on the Move* and the LTP2, it ensures consistency between these programmes and a balanced, sustainable transport strategy.

Implications of LTP2 consultation

We therefore consider that the draft strategy being developed is the appropriate one for addressing Darlington's transport problems and issues, and our consultations indicate it has widespread stakeholder support and buy-in. Subsequent research has also indicated large-scale public support for the broad approaches being adopted³.

Whilst stakeholders broadly supported the strategy, they did of course raise issues that need to be addressed, where possible, as part of the delivery Plan. These are reported in **Table 1.2** opposite.

1 SocialData and Sustrans: Darlington: Sustainable Travel Demonstration Town; Travel Behaviour Research, Baseline Survey 2004.

2 SocialData and Sustrans: Darlington: Sustainable Travel Demonstration Town; Travel Behaviour Research, Baseline Survey 2004: report shows that 43% of all car trips within the town are under 3km in length.

3 *ibid.* Attitudinal questions showed that 85% of people favoured investment in sustainable modes above investment in facilities for the car. Equally, where there are conflicts between providing for walking, cycling or buses vs. providing for the car, 85%, 78% and 79% respectively believe that these alternatives to the car should be prioritised.

Table 1.2 Responses from stakeholder consultation

| | |
|--------------------------------------|--|
| Chamber of Commerce | Priority is improving alternatives to car travel so fewer people are on the roads during the day causing congestion. Also want better enforcement of traffic orders and more/better car parking facilities. |
| Darlington Association on Disability | Priority is to have more wheelchair accessible vehicles (taxis and buses) and continue, at speed, with dropped kerb programme. |
| Durham Tees Valley Airport | Bus lanes on Yarm Road to provide good quality alternative to the car; improved links from Rail Station to car parks and Central Park development; Real time information; continue to advocate improvements to the A66 around Darlington to cope with future growth. |
| Darlington Cycling Forum | Network is not as extensive or complete as it needs to be; target must be to encourage new users; crossing ring road is a major problem; employers are currently not doing enough. |
| Darlington Primary Care Trust | The LTP should be developed looking at all community needs - health, education etc. |
| Durham County Council | Ensuring bus reliability/journey times maintained/improved on key corridors between Durham and Darlington; joint delivery of Health Transport Partnership Action Plan; support for the proposed Darlington to Durham Tees Valley Airport bus link. |
| Bus operators | Bus lanes on key corridors; various junction and traffic management improvements to improve traffic flow; information provision at stops; continued programme of improvements at stops; would support major Tees Valley scheme e.g. for smartcards. |
| Central 'Into Work' Team | Integrated ticketing would radically improve the bus offer; travel information is a key point; there is potential for car sharing; parking is a priority in the town centre; access to rail services - integration with bus services. |
| Youth Services | Priority is to make transport more affordable for young people. |
| Durham Constabulary | Encourage alternatives to the car; the LTP could help the Police with their objectives if done sympathetically with a view to all in the community, such as disabled, cyclists; measures should not create danger or be a detriment to other users. |
| JobcentrePlus | Integrated ticketing and information; improve access to employment sites on the periphery of town. |
| GNER | Improvements to the subway to Victoria Road; improvement to walking route along Yarm Road; would like to further develop car park and upgrade existing footbridge which is poor quality and does not offer disabled access. |

Both parts of the consultation process clearly showed that, in order to sustain support, it is vital that the Council delivers the LTP2 strategy quickly and decisively.

Perhaps one of the biggest challenges to the success of the Second Local Transport Plan, identified both in the consultation process and elsewhere, is the improvement of local bus services. Currently, despite a good tradition of bus use and high frequency services; quality and reliability are poor and bus patronage has been declining. If a strategy approach of promoting alternatives is to be maintained, it is essential that the bus fulfils a greater role in providing accessibility, and if it is to do this, a step-change in quality is needed within the lifetime of the LTP2.

Furthermore there remain a number of significant challenges in developing and delivering the LTP2 strategy:

- Developing a research and evidence base to justify the strategy – and to test potential alternatives;
- Making the most out of opportunities to work with a range of partners in delivering the strategy;
- Maintaining current political, stakeholder and public support by continuing to advocate for preferred strategy and by ensuring the strategy is delivered in a timely manner; and
- Addressing potential weaknesses and risks affecting delivery.

The above issues are being brought together by articulating a long-term vision for an improved transport system that better meets the needs of Darlington residents' whilst addressing current problems. This vision should extend beyond the end of LTP2 period, but should relate to targets set for the LTP2 delivery. The vision should describe the step-change in the quality of facilities and conditions for walking, cycling and public transport services that will be delivered during LTP2. This will be tied into a long-term promotional campaign to communicate this vision to stakeholders and the public to maintain and increase support for the strategy and to raise the standard of the popular debate.

Analysis of the stakeholder consultation highlighted the following implications:

- The draft strategy presented was considered to be good at setting transport in its wider context and identifying cross-cutting links with other policy areas, as well as opportunities for partnership. In particular, it provides strong links with the Community Strategy.

- By focusing on people's journey needs and travel choices, the proposals place accessibility at the heart of the LTP2 and the complementary role of softer measures such as education, awareness-raising and marketing are recognised.
- The almost unique opportunity to promote awareness and use of sustainable modes at the same time as LTP2 improves physical provision for them was seen as a key strength.

We therefore consider that the transport strategy underpinning this Plan is the appropriate one for addressing Darlington's transport problems and issues and our consultations indicate it has widespread stakeholder support and buy-in.

Future partnering opportunities

The LTP2 consultation process has also given rise to a range of opportunities for continuing dialogue with the Council's stakeholders. These opportunities cover various types of interventions and **Table 1.3** (below) reports on these.

Table 1.3 Future partnering opportunities

| Partner | Measures | Type |
|---|---|----------------------|
| Chamber of Commerce | Assisting with delivery of a Town on the Move | A Town on the Move |
| Tees Valley Rural Transport Partnership | Small scale revenue grant scheme available for schemes to improve access up to March 2006: keen to work with DBC to develop appropriate schemes | Accessible Transport |
| Darlington Association on Disability | Willing to advise on priorities for physical access improvements (e.g.locations for dropped kerbs) | Accessible Transport |
| Darlington Association on Disability | Willing to assist in the development of an improved Ring a Ride scheme | Accessible Transport |
| DDYCA | Willing to investigate improvements to way in which Ring a Ride scheme is run by them on behalf of DBC | Accessible Transport |
| Arriva | Willing to work in partnership to deliver enhanced services in return for assistance in purchasing new accessible vehicles | Accessible Transport |
| Stagecoach | Willing to work in partnership to deliver enhanced services in return for assistance in purchasing new accessible vehicles | Accessible Transport |
| Social Services | Opportunities for efficiency savings and better quality service through strategic review of provision of transport across Council service areas | Best value |
| School Transport/ Post 16 Partnership | Opportunities for efficiency savings by providing some home to school transport through mainstream services / strategic review of provision of transport across Council service areas | Best value |
| Durham Tees Valley Airport | Development of Flightlink bus | Bus services |
| North Yorkshire County Council | Investigate case for strengthening public transport links with Northallerton/other parts of Darlington's hinterland | Bus services |
| Green Bus | Willing to see if it can develop to offer demand responsive transport services in partnership with the Council, if appropriate | Bus services |
| Stagecoach | Would like to see a formal Quality Bus Partnership developed for Darlington | Bus services |

| Partner | Measures | Type |
|---------------------------------|--|-----------------|
| Arriva | Would support a major scheme for the Tees Valley (e.g. vehicle replacement strategy) | Bus services |
| Durham County Council | Traffic management improvements on A1(M): joint multi-modal study to examine | Congestion |
| Tees Valley Regeneration | Work in partnership to deliver major transport investment at Central Park: developer contributions/grants to fund junction alterations, pedestrian bridge to train station etc., LTP to fund pedestrian bridge on Haughton Road? | Development |
| Darlington PCT | Help to deliver access to health through health theme group on Darlington Partnership | Health |
| Durham County Council | Joint delivery of the Darlington and Durham Health Transport Partnership Action Plan | Health |
| Arriva | Would like to sit on Durham and Darlington Access to Health Forum | Health |
| Tees Valley Regeneration | TVR seeks a joint statement on the future development of LRT in the Tees Valley from all authorities | LRT |
| Durham Tees Valley Airport | Provision of real time information of rail services in airport | PT information |
| Durham County Council | Real time information scheme: link Tees Valley scheme with Durham one? | PT information |
| Arriva | Will help provide information at stops through manpower resources / as appropriate | PT information |
| Stagecoach | Will help provide information at stops through manpower resources / as appropriate | PT information |
| Stagecoach | Willing to conduct a Direct Marketing initiative, but only once bus product is of sufficient standard | PT information |
| Arriva | Would support Tees Valley Smartcard initiative | PT ticketing |
| Durham County Council | Develop Community Rail Partnership for Bishop Auckland branchline | Rail |
| Northern Rail | Happy to support Community Rail designation for Bishop Auckland line in principle, though will struggle to commit any resources to this in the short-term | Rail |
| North Yorkshire County Council | Joint approach to lobbying on East Coast Mainline/local services stopping patterns | Rail |
| GNER | Opportunities for joint-working on improving access to Bank Top rail station. GNER will pay for modest improvements to station facilities, but will need assistance for measures such as links to car parks / town centre | Rail |
| SRA Community Rail Partnerships | While would not be a formal member of a Bishop Auckland Line Community Rail Partnership, would be happy to offer advice/comment | Rail |
| Hambleton and Richmondshire RTP | Willing to assist in brokerage | Rural Transport |
| North Yorkshire County Council | Joint working to promote walking and cycle tourism in Teesdale | Tourism |
| Durham Tees Valley Airport | Development of Surface Access Strategy to airport and employer travel plans for businesses at airport | Travel Plans |
| West Park Hospital | Has worked in partnership with Council to develop a comprehensive Travel Plan: an example for others | Travel Plans |
| Darlington PCT | Work in partnership to develop travel plan | Travel Plans |

Consultation since the submission of the Provisional Second Local Transport Plan

The Council built on the initial consultation process, by continuing to consult in the period between the submission of the Provisional and Final Second Local Transport. A summary of the results of this consultation is in **Table 1.4**.

In addition more market research into travel behaviour and opinion was commissioned in November 2005 as part of the Sustainable Travel Demonstration Town initiative. Results will be available in April 2006.

Table 1.4 Results of further consultation

| | |
|---|--|
| Highways Agency | Highways Agency supports policies and direction of Darlington's LTP2. Strongly supports the LTP's statement that accessibility needs to be carefully planned as part of the planning of employment locations; wish to discuss Park & Ride at feasibility stage; will progress Tees Valley Gateway Scheme proposal towards delivery in line with agreed funding timetable, once funding is confirmed; would support proposals for HGV parking; will support travel plans and wish to see them as being a compulsory part of major developments; wish to be consulted on proposals to improve safety on Public Rights of Way crossings of A66. |
| GNER | Working to promote cycle hire at the station and provide more secure cycle parking – wish to work with Council on promoting this as part of Cycling demonstration town; wish to improve facilities for SkyExpress to link to the Airport; wish to work with Council to provide improved signs to station from town centre; wish to extend bus real time information display to station; feasibility of improving/extending car parking; improvements required to footbridge to improve link to Central Park. |
| Darlington and District Motorcycle Action Group | Worked with Council to ensure that needs of motorcyclists are addressed in Final Plan, accepting that it is not a mode based Plan; improving publicity around safety campaigns e.g. diesel spills; addressing increasing levels of accidents involving motorcycles, against the national trend; improvements on response to maintenance reports; promoting motorcycling as an alternative to the car; providing more parking at appropriate locations. |
| County Durham and Darlington Transport for Health Partnership | Members worked with Council to ensure that health issues are addressed as part of the Plan; pleased to see that one of the 6 transport objectives is about improving access to health, food and leisure and improving health through active travel; utilising the accessibility checklist to assist with health service provision; developing travel plans at health sites; support new concessionary fares scheme which provides free travel to Bishop Auckland Hospital. |
| Young People and Transport | Transport event organised by young people to provide findings of research undertaken by young people as part of Investing in Children project. Raised issues about bus fares, accessible buses, more cycle lanes, safe cycle parking, cheaper taxis and respect from bus and taxi drivers. Issues around bus fares are already being pursued. |

ANNEX 2:

Travel Behaviour Research & Consultation

1 Introduction

As part of the 'Darlington: A Town on the Move' initiative, the Council commissioned a specialist market research consultancy, Socialdata to undertake a major piece of research work in partnership with Sustrans. This travel behaviour survey was undertaken with 4,269 people during the period September to December 2004 across the 20 urban wards in the Borough followed by in depth attitude research on a sub-sample of 406 residents.

The behavioural data gives a representative picture of day-to-day travel patterns of residents of the Darlington urban area. On an average day people make 3.0 trips with 5.3 legs, performing 1.7 out-of-home activities. Per day they spend almost one hour (57 minutes) travelling per person covering an average distance of 22 kilometres.

The travel behaviour of most people is quite simple: 40 % of all people have just one journey per day with only one out-of-home activity. More than three quarters (77 %) of all journeys are just for one activity. In total 84 % of all trips start from home or lead back to home. Only 16 % of all trips are between

two out-of-home destinations.

Leisure accounts for nearly one third of all trips made by Darlington residents (31 %), shopping for nearly one quarter (24 %) and travel to work for one fifth (20 %). Travel to school or college accounts for 10 % of all trips.

Figure 1 shows the distribution of activities across days of the week.

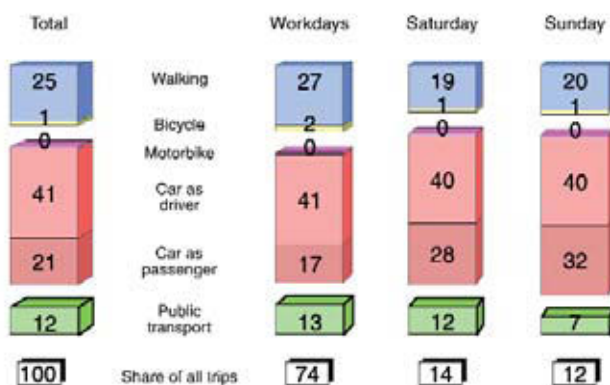
On an average day a quarter of trips made by Darlington residents are on foot (ie a genuine walking trip), while just 1 % are by bicycle. Motorised private modes (car as driver or passenger, motorbike) account for almost two thirds of all trips; the majority of these trips are made by car as driver (41 %). Travel by car as passenger accounts for about one fifth of all trips (21 %) and less than 0.5 % are trips by motorcycle. Public transport is used for 12 % of all trips.

Figures 2 and 3 show total modal split / mode choice by day of the week and mode choice by trip purpose respectively.

Figure 2

Mode Choice by Day of the Week

Darlington

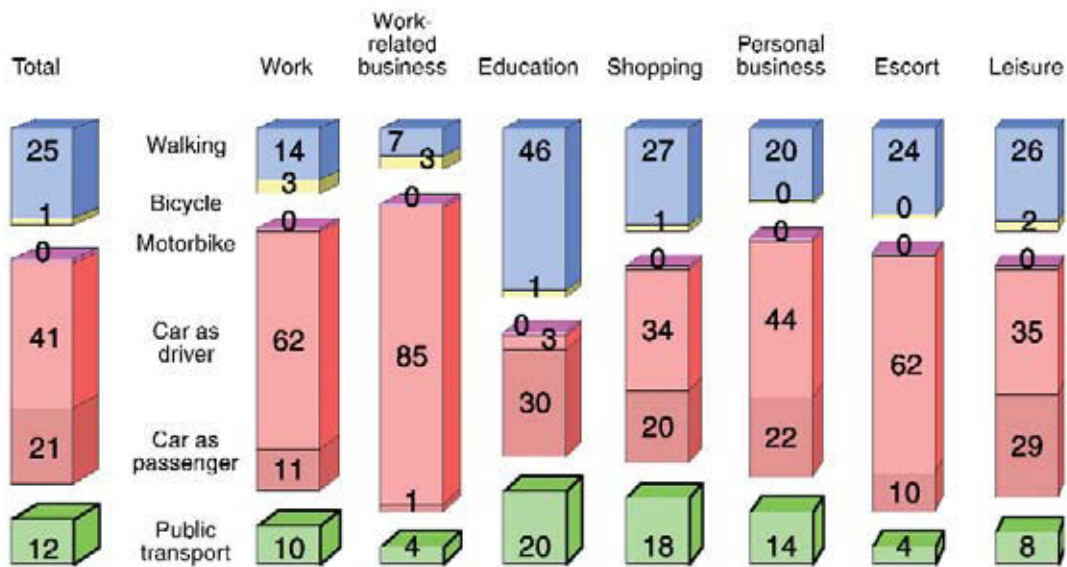


Activities by Day of the Week

Darlington



Figure 3
Mode Choice by Trip Purpose
 Darlington



2. Analysis of the use of different travel modes shows that:

- Walking trips are more common on week days than at the weekend and for education trips, among younger people and those not employed.
- The share of walking trips is low on the journey to work and among employed men.
- The mode share of car driver trips is highest on work, work-related business and escort trips, and among employed men. (68 % of all their trips) Employed women also frequently use the car as driver (50 % of all their trips).
- Public transport in Darlington is used mostly for education and shopping trips (the latter especially to the town centre). Not employed, retired and younger people use public transport more than average.

3. The research also reveals the importance of short, local trips:

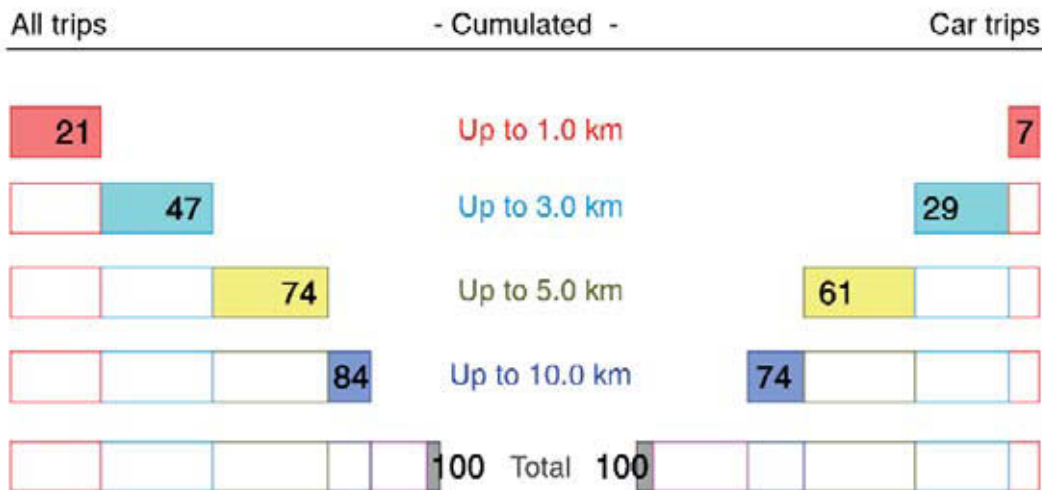
- Around one fifth of all trips (21 %) by Darlington residents are no further than one kilometre and nearly half (47 %) of all trips are no longer than three kilometres. Almost three quarters of trips (74 %) are in the range of five kilometres and another 10 % are between 5.1 and 10.0 kilometres. Only one sixth of all trips are longer than ten kilometres.
- On more than three quarters (77 %) of all their trips Darlington residents remain within the Darlington urban area, (ie the trips begin and end in the town). The average distance of these trips is about 3 kilometres.
- The town centre is the destination or starting point for 14 % of all trips made by Darlington residents. The share of public transport for trips to or from the town centre is much higher than for all trips (32 % compared to 12 %). This public transport share is even higher for shopping trips to or from the inner city (39 %).

Figure 4 shows the distribution of trips by distance and the percentage of those trips by car.

Figure 4

Trips by Distance

Darlington



4. The analysis also shows how much, why and where cars are used by Darlington residents for their daily travel needs:

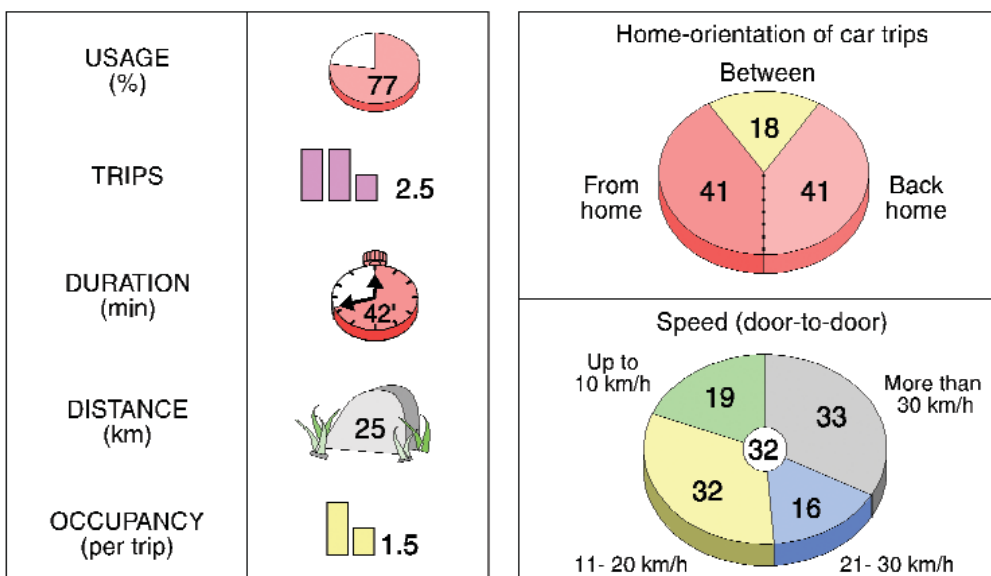
- Three out of four privately owned cars in Darlington (77 %) are used at least once a day.
- Each car is used for an average of 2.5 trips with a total duration of 42 minutes per day. The average distance covered for everyday car trips (excluding commercial and

long-distance trips) is 25 kilometres per day, and each car is occupied by an average of 1.5 people per trip (including the driver).

- Nearly a third of all car trips by Darlington residents (29 %) are less than 3km and two thirds were within the town.
- Of those car trips within the town, over half (56 %) were for shopping and leisure purposes and a quarter for work.

Figure 5 details average levels of car usage.

Figure 5



Car Usage

Darlington; per (private) car/day

5. In depth study

The in-depth study shows that nearly all residents recognised an increase in car traffic in Darlington in the last few years, and the majority perceived this negatively. In the case of traffic planning conflicts between the car and sustainable travel modes a large majority of residents would support measures for public transport use, three out of four would support improving measures for cycling and more than four out of five would support improving measures for pedestrians.

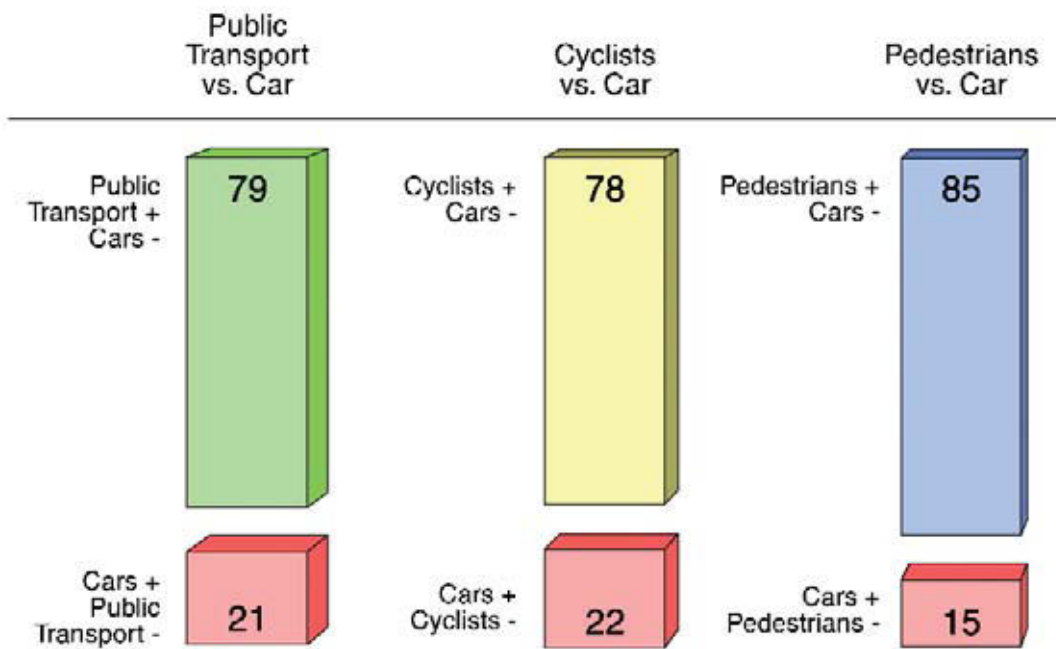
Public transport in Darlington is considered to be important for the town's residents, and a majority agreed that more improvements should be carried out. The promotion of sustainable travel modes was considered by six out of seven to be a priority in transport policy/planning.

Figure 6 shows residents response to questions on traffic planning priorities.

Figure 6

Traffic Planning Conflicts

Darlington



6. Potential for changing travel behaviour

The research also conducted a “reality check” of the alternative travel options for every trip recorded in the travel diary surveys. This analysis was supported by follow-up interviews identifying the awareness, perception and choice barriers currently preventing individuals from using real alternatives.

The analysis reveals that in principle significant shifts in travel behaviour are possible, for example:

- Seven out of ten of all trips could be undertaken by sustainable travel modes; or
- Around four out of five trips could be made by motorised private modes.

trips are made by car (as driver or passenger) and 38 % by the alternatives (walking, cycling and public transport).

The in-depth research also showed that more than half of current car trips within Darlington are in principle replaceable by sustainable travel modes as follows:

- a quarter by public transport,
- a third by cycling and
- a fifth by walking.

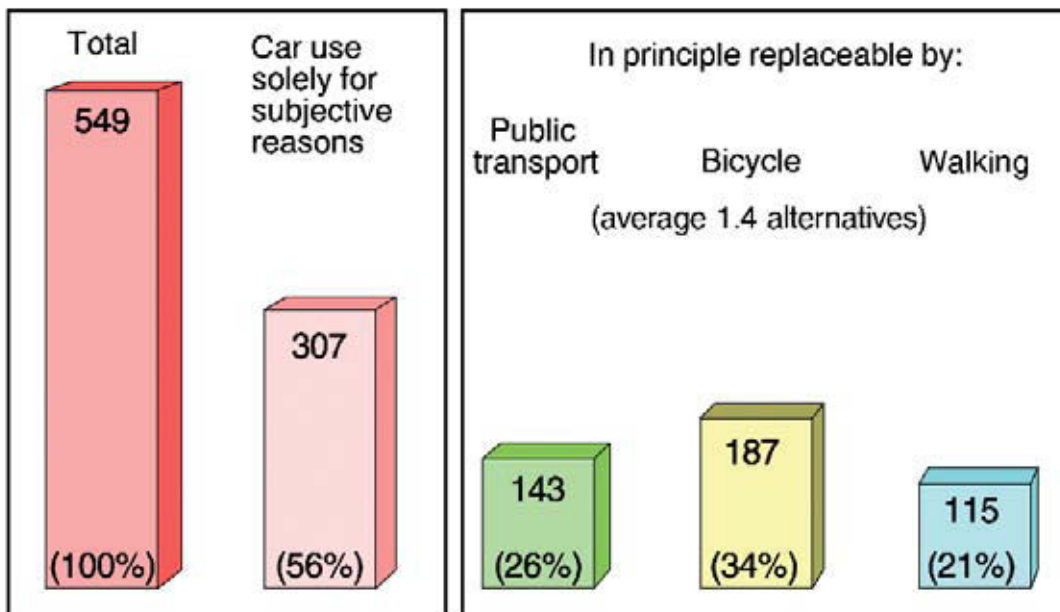
Figure 7 shows details the survey findings on the potential for a switch from car trips within Darlington (an average of 549 car trips per person year) to sustainable travel modes.

The current travel patterns in Darlington show that 62 % of all

Figure 7

Car Trips (Year)

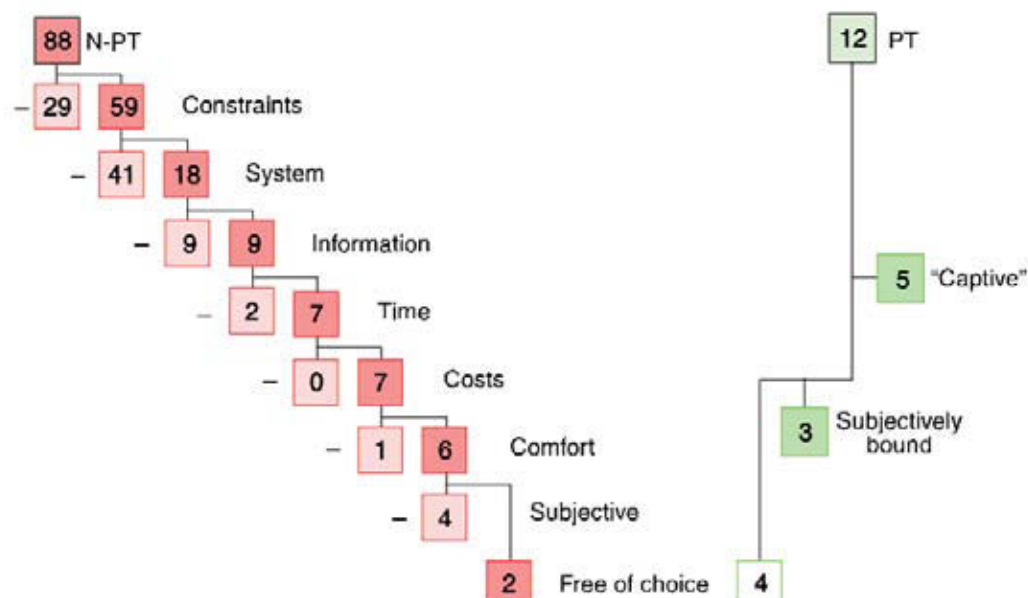
Darlington; trips within Darlington



7. Analysis of the reasons individual trips are not made by public transport.

Figure 8 details the reasons given by residents for choosing or not choosing public transport for specific individual trips.

Figure 8 **Situations of Mode Choice**
Darlington



Constraints (e.g. carrying large parcels or using the car for business reasons) are the reason for almost a third of all trips (29 %) not being potential public transport trips. For 41 % of all trips there is no adequate public transport available or the service time makes it unavailable.

All these reasons are objective reasons that cannot effectively be solved or will require system improvements.

This means that for the remaining 18 % of all trips there are subjective reasons preventing the use of public transport. For half of these trips, lack of information was the main reason public transport was not used, meaning that that an additional 9 % of all trips could be undertaken by public transport if people were better informed. This would bring the overall mode share of public transport to 21 %.

In 2 % of cases perceptions of time are the reason for not using public transport. Costs are often considered too high by the general public, but it was rarely mentioned in this analysis as a reason for not using public transport (less than 0.5 % of all trips). Perception of lack of comfort is also hardly mentioned as a reason for not taking public transport (1 %). For 4 % of all trips, various other subjective reasons (prejudices, attitudes, etc.) hinder the use of public transport.

This leaves a share of 2 % of all trips for which there is a 'free of choice' decision not to use public transport – that is, people are informed and have no negative perceptions about public

transport, but still choose to use the car.

One third of all trips with public transport are currently free of choice (4 out of 12 %), 3 % are subjectively bound and 5 % are "objectively" bound ("captives"). This means that a remarkable share of the current public transport demand could also use another mode of transport.

8. Analysis of the reasons individual trips are not made as a pedestrian.

In principle one in five car trips within Darlington (21 %) are replaceable by walking. Further inquiries revealed reasons why the car is chosen even though there are no constraints and walking is a viable alternative¹.

Figure 9 details the reasons given by residents for not choosing walking for specific individual trips.

For a third all possible walking trips (33 %) the car is used instead because of perceived time reasons, ie it is subjectively judged that it takes too much time to walk. Perception of poor walking infrastructure and a low estimation of comfort (inconvenience, emissions / noise from cars, etc.) were seen as barriers against walking for only 2 % of the relevant trips. By contrast community climate² was a far stronger factor influencing the decision not to walk (11 % of trips).

Car trips with no constraints, walking possible (21%)

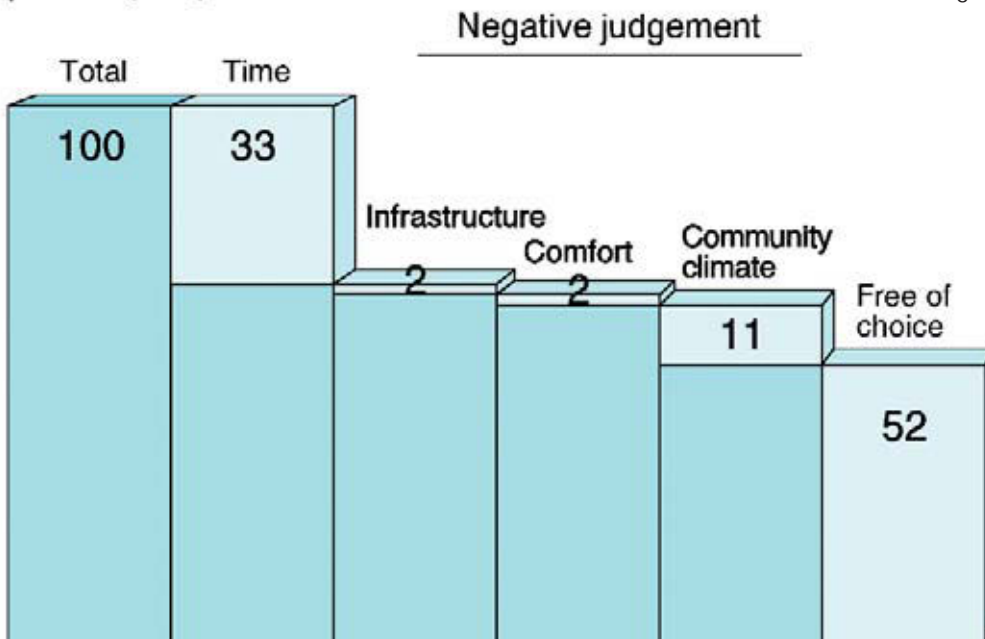


Figure 9

Potential for Trips on Foot Darlington; trips within Darlington

¹ The distance assumed to be reasonable to walk is 2 km, around double the average distance of all walking trips.

² Local culture – for example a car may be used as the mode of choice in order to display financial status.

This implies again that hard infrastructure measures will only have lasting success if they are accompanied by appropriate 'soft' measures to influence people's travel choices.

Of all potential walking trips, 52 % are 'free of choice' meaning that the car is used for no obvious reasons. The potential of free-of-choice trips for walking is stronger than that for cycling and public transport, so the possibility for mode shifts initiated by soft measures is high.

9. Analysis of the reasons individual trips are not made by cycle.

For 34 % of all trips currently undertaken by car (within Darlington) there are no constraints against cycling (e.g. age, luggage), a bicycle is available and cycling is a reasonable alternative³.

Figure 10 details the reasons given by residents for not choosing cycling for specific individual trips.

For 44 % of these potential bicycle trips, the main reason given for not cycling was the perceived amount of time it would take,

and for 4 % of the trips, the main reason given was the perceived lack of adequate bicycle infrastructure.

In case of 5 % of the trips, lack of comfort (car emissions, safety risk, clothing) was an important reason for not cycling and for 8 % of the trips, there was a generally negative view of cycling as a mode for everyday trips (that is, a negative community climate).

The remaining 39 % of these potential cycling trips are 'free of choice', so they would be the first target to be convinced to change mode choice by soft measures (motivation, awareness-raising etc.).

10. Conclusion

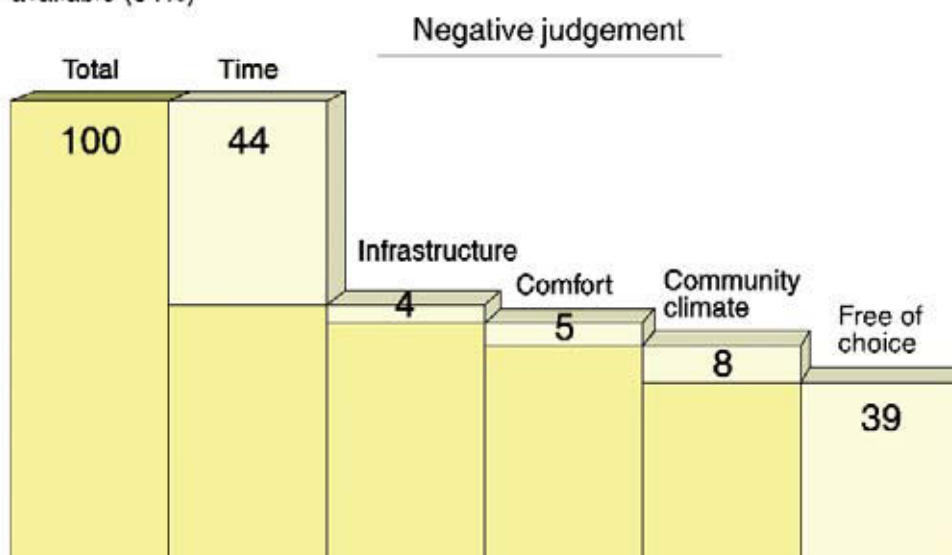
The travel behaviour research demonstrates that; by focusing on soft measures (i.e. information, motivation etc) Darlington's Town on Move programme has the potential to unlock a significant shift towards use of sustainable travel modes and to reduce car driver trips, in particular for short journeys in the urban area.

Figure 10

Potential for the Bicycle

Darlington; trips within Darlington

Car trips with no constraints, bicycle available (34%)



³ The distance assumed to be reasonable to cycle is 6 km.

ANNEX 3:

Darlington's Transport Strategy

Contents

1. Introduction

2. Vision

- Darlington Tomorrow

3. Context

- National
- Regional
- Local
- Local Development Framework
- Sustainable Travel Demonstration Town
- Cycling Demonstration Town
- Local Transport Opportunities and Problems

4. Objectives

5. Resources

6. Approach to Delivery

- Providing Travel Choices : Construction and Promotion
- Focus on Why People Need to Travel
- Different Types of Users and their Needs
- Geographical Coverage of Schemes
- Consultation with People
- Consequence for the Environment

7. Supporting Policy Documents

1. Introduction

Darlington's Transport Strategy for the period 2006 to 2030, sets out the communities' vision for Darlington and how transport can make the lives of all those who live, work, invest and relax in Darlington better.

This Transport Strategy will be delivered through the Local Transport Plan (LTP); the Second Plan 'Darlington, A Town on the Move' covering the period 2006 to 2011. It will also be delivered through the Council's Sustainable Travel Demonstration Town national pilot project of smart travel initiatives. Both of these delivery programmes will be presented in the LTP, which describes the detail of how the challenges identified in this Strategy are to be achieved in reality.

2. Vision

Darlington is a compact town with an existing pattern of sustainable travel behaviour, a good safety record, a suite of existing demand management measures, yet with increasing traffic congestion.

The Transport Strategy seeks to:

- improve accessibility to services and opportunities by providing travel options, so that all may participate in the life of their community;
- tackle traffic congestion and its associated effects on local communities through a focus on sustainable travel choices, thus contributing to residents' quality of life;
- make the transport network safe and secure for all; and
- deliver solutions to travel needs in partnership with local people, businesses and other providers.

This vision reinforces the Community Strategy for Darlington and related strategies delivering economic regeneration, quality of life and social inclusion.

Darlington Tomorrow

Darlington in 2030 will be a place where people can:

- Create and share prosperity;
- learn, achieve and relax;
- live safely and well;
- enjoy a high quality of life.

These visionary goals of Darlington's Community Strategy develop Darlington's strengths, namely:

- Strong economic performance in the service sector;
- good communication links by rail, air and road to other regions;

- accessible employment development sites;
- good quality of life, attractive town centre, including a regionally significant Theatre and Arts Centre;
- attractive environment in which to live, work, invest and relax; and
- a culture of partnership between the community, the Council, local businesses and other organisations.

3. Context

National

The Council is committed to helping Government deliver the Shared Priorities for Public Services for both transport and other policy areas. In doing this, it recognises the need for Government to lead the debate on the transport as illustrated in the White Paper 'The Future of Transport' published in July 2004.

In the White Paper, the Government sets out a national strategy that is based on three elements, sustained investment, improvements in transport management and planning ahead. Along with the underlying objective of improving the quality of life, the Government seek to contribute to the sustainable development strategy and the commitments made in the Kyoto Protocol for Climate Change.

In July 2002, seven Shared Priorities were agreed by Government and the Local Government Association; to provide a common focus for the efforts of all involved in delivering services to the public.

The shared priority for transport is as follows:

- improving access to jobs and services particularly for those most in need in ways that are sustainable;
- improving safety;
- improving air quality;
- reducing problems of traffic congestion; and
- improving local quality of life.

These elements of the transport shared priority underpin the Darlington Transport Strategy and are the basis for the specific schemes proposed for delivery between 2006 and 2011.

Regional

The Draft Regional Spatial Strategy 'View: Shaping the North East' defines the regional agenda that Darlington's Transport Strategy contributes to. In setting out the long term strategy for the spatial development of the North East, the Regional Spatial Strategy seeks to steer land use and transport planning well into the 21st century.

The regional agenda is described in further detail in the Second Local Transport Plan, but essentially sets out the basis for the economic regeneration of the North East.

The Regional Spatial Strategy also influences the plans of various other transport providers in the region, including the Strategic Rail Authority and the Highways Agency. As a result, Darlington's Transport Strategy should have a natural fit with the aspirations of these organisations, thus minimising wasteful duplication or conflict with the benefits accruing to local residents.

This Transport Strategy also recognises the policy framework that exists in the sub-region. As explained in more detail in the Second Local Transport Plan, we seek to support outcomes within the Tees Valley Vision (the Tees Valley Vision is the sub-regional development strategy), tackle traffic congestion, improve local peoples' accessibility to health, employment, education and seek a step change in the quality, and relevance of, public transport links. Through this Strategy, we also seek to help deliver the outcomes of work undertaken in neighbouring County Durham and North Yorkshire, in recognition of the linkages that exist between our areas.

Local

Darlington's Transport Strategy is also part of a 'jigsaw' of plans, which contribute to the local picture, including those pertaining to health care provision, economic development, social inclusion and crime & disorder. In particular, we feel that the following strategies are important to the successful delivery of transport in Darlington.

Local Development Framework

Darlington's Local Development Framework is currently being developed and will be subject to a period of public consultation before inspection and adoption. The Framework will provide the land use component of the Council's environment work and will, with this strategy, contribute to the outcomes of the Regional Spatial Strategy. Possible key outcomes for land use in this Framework include:

- development of sites which bring better quality jobs to accessible locations;
- a vibrant and diverse town centre;
- an effective transport network providing travel choice to residents;
- high quality landscapes and streetscapes;

- a network of schools located to best serve current needs; and
- sustainable villages, with local or easily accessible services for residents.

The accessibility strategy (**Annex 12**) delivering this Transport Strategy will be incorporated into the thinking of the Local Development Framework, to better ensure that land use choices do not impose unreasonable costs on the transport network or generate travel demands that can only be met by the private car.

Sustainable Travel Demonstration Town

Darlington has been selected by the Department for Transport as one of three sustainable travel demonstration towns over a five year period from 2004. As such a town, the Council and its partners are required to implement a comprehensive package of measures to help tackle traffic congestion and its wider effects focusing in on helping people make the best use of the existing transport network.

The project outcomes for this work conform to those of this Strategy, and the delivery of the project will be integrated with that of the Local Transport Plan to ensure maximum benefit. The outcomes are to:

- reduce the proportion of trips of less than 2 miles made by private car;
- increase the proportion of trips of less than 4 miles made by bicycle;
- increase the proportion of trips of 1 mile or less made on foot; and
- increase the number of bus passenger trips in the Borough.

Some of the proposed measures to be introduced through the project include stop specific bus timetable information, improved bus services, better maintenance of bus stops, local area bus, walking and cycle maps, cycle & pedestrian training, individualised travel marketing, a website, a lift sharing scheme and a car club.

Cycling Demonstration Town

In 2005, we were also selected as a Cycling Demonstration Town by Cycling England. This DfT sponsored initiative allows us to match fund Local Transport Plan and other monies, up to a limit of £1.5m over three years (2005 to 2008). As a Cycling Demonstration Town, we are tasked with a focus primarily on physical infrastructure, so promoting cycling to tackle traffic congestion, improve accessibility and promote healthier communities. Some of this work will also benefit pedestrians, thus bringing more benefits to local people. Our work is being integrated with our other transport programmes to ensure that we make good progress towards our policy outcomes.

Local Transport Opportunities & Problems

Our vision for Darlington is described above. It is fundamental to the achievement of this vision, that Darlington's economic regeneration is supported through ensuring the achievement of good accessibility and a high quality of life. This ambition gives rise to both problems and opportunities when compared to the current position of the local transport network.

Opportunities -

- Good access by all modes (road, rail, air)
- Basis for partnership working between all involved in place, but could be developed further in areas such as health, education and economic regeneration.
- Status as a Sustainable Travel Demonstration Town means that more resources can be focused on providing timely and relevant information to people on their individual travel choices.
- Developing more travel choices to make best use of existing physical infrastructure, including actions to increase road capacity where appropriate.
- Willingness to explore and introduce new ticketing and marketing initiatives for bus travel.
- More investment in alternatives to the private car to increase the already significant levels of trips in urban Darlington being made by these methods. In particular, new networks of walk, cycle and bus routes will be needed to link many trip origins to destinations and thus improve the choices available and so access to facilities.
- Designing transport needs into new development sites, such as Central Park, from the beginning to ensure good accessibility for all, by all modes.
- Developing travel plans to help business make the best use of existing resources, thus releasing capacity for further economic regeneration of the Borough.
- Ability to focus in on maintenance, using resources from several funding sources.

Problems -

- Increasing traffic volumes on main routes causing congestion at peak times, both within the town and from outside the Borough.
- Potentially limits to economic regeneration in future, due to capacity of existing local road network, including the adjacent trunk road network.
- Poor environment for residents in some locations due to intrusive traffic levels, especially where 'rat running' occurs.
- No coherent ticketing and marketing approach to bus travel.
- Poor information about travel choices, in particular walking and cycling.
- Some transport facilities dated and no longer meet modern

expectations or requirements.

- Compact urban and town centre area resulting in few opportunities for new physical infrastructure.
- Consolidation of services such as health care and food shops meaning that people live, on average, farther away from local facilities.

Recent surveys have shown that 94% of local people like living in Darlington and that many want to work in the town too. Darlington's Economic Regeneration Strategy has five key themes:

1. Support the economy;
2. Support new and existing businesses;
3. Support people into employment;
4. Create a quality environment for economic growth; and
5. Promote Darlington as a quality location for businesses and tourism.

This has implications for accessibility to work, the need to tackle traffic congestion and contribute to the quality of life that local people enjoy.

The Improving Health & Wellbeing 2005-2010 Strategy (Darlington Primary Care Trust [PCT]) aims to address health inequalities in Darlington, thus improving the health of all local people. This aim means that all involved in health care and transport need to plan for good access to health care, both within the Borough and to neighbouring facilities in surrounding areas.

Darlington's Neighbourhood Renewal Strategy seeks to tackle disadvantage in the eleven most deprived wards in the Borough. This Strategy tackles deprivation geographically whilst 'All Together Now' - Darlington's Social Inclusion Strategy, seeks to address deprivation by action for specific groups of people and their needs.

Transport has a vital role in addressing these local issues, through accessibility planning and other strategies such as the Travel Safety Strategy.

The Council has recently reorganised the way in which it delivers education and social services to local people. The Children's Services Department will be developing a strategy for further improving education attainment in line with the aspirations of the Community Strategy.

Transport will play a significant role in this work, not least through accessibility to schools, colleges and leisure facilities.

4. Objectives

We have set ourselves the following strategic objectives, as shown in **Table 1**. Each has links to elements of the Shared Priority for Transport, Tees Valley transport objectives and the Community Strategy for Darlington.

Table 1

| Strategy Objective | Transport Shared Priority | Tees Valley objective | Community Strategy |
|--|----------------------------------|---|--|
| A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | Accessibility Quality of Life | Objective 1 Tees Valley Vision Objective 5 Congestion | Improving the local economy Enhancing the environment |
| B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need. | Accessibility | Objective 2 Accessibility Objective 3 Bus use Objective 4 Rail use | Promoting inclusive communities Raising educational achievement Stimulating leisure activities Improving the local economy Improving health and well-being |
| C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | Congestion Air quality | Objective 3 Bus use Objective 4 Rail use Objective 5 Congestion | Develop an effective transport system |
| D To improve travel safety and security for all by addressing the real and perceived risks. | Road Safety | | Promoting community safety |
| E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | Congestion Accessibility | Objective 3 Bus use Objective 4 Rail use | Promoting inclusive communities Developing an effective transport system |
| F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | Quality of life Accessibility | Objective 2 Accessibility | Improving health and well-being |

We recognise that journeys are usually made for a purpose unconnected with transport mode itself and, as a consequence, will be concentrating on accessibility to facilities in the way we deliver the Transport Strategy between 2006 and 2011. We have also set ourselves more specific policies in our Second Local Transport Plan 'Darlington: A Town on the Move' to ensure that the desired strategic objectives are met.

5. Resources

The Council has been allocated the indicative sum of **£13.087m** until 2011 through the Local Transport Plan process for the delivery of capital works. This sum may change in light of the assessment process of the Second Local Transport Plan. As detailed in this Plan, we will concentrate on providing the basis for better travel choices to reduce the transport problems outlined above through a focus on six reasons for travel as follows:

- travelling to work;
- doing business in Darlington;
- going to school or college;
- shopping for food and goods;
- leisure and recreation; and
- access to health services and caring for others.

It has also been awarded **£3.24m** until 31 March 2009 to deliver a national pilot project to illustrate the benefit of smart travel measures to local people. Due to the compelling evidence already collected, both nationally and locally about the realised and potential benefits, it is proposed to support the delivery of appropriate physical measures by smart travel choices beyond this date, subject to an ongoing assessment of which smart travel choice interventions benefit local people. We have also been awarded **£1.5m** match funding by Cycling England, in our role as a Cycling Demonstration Town and will use this to increase both the scope and speed of our investment benefiting cyclists – with associated benefits for pedestrians.

Such added value will enable the Council to fully realise the potential of the capital works delivered through the Second Local Transport Plan.

The Council will also use its own resources to improve transport within the Borough. The Council's forecast revenue expenditure is set within the Medium Term Financial Plan. Money from this Plan is allocated over a three year rolling programme to support transport investment in areas such as supported bus services, concessionary fares support, highway maintenance and road safety education. The sum to be spent in supporting the delivery of transport investment in 2006/07 will be **£8.210m** and future spend will be identified in the detailed costings for the delivery of this strategy throughout the period of the Second Local Transport Plan.

In addition to these resources, the Council and its partners in the Darlington Partnership will identify and commit resources from other public sector organisations, private business and community groups, through the Local Area Agreement.

6. Approach to Delivery

In achieving the vision of the Transport Strategy, we will adopt an approach that:

- demonstrates ambition and optimism;
- has quality at its heart;
- has opportunity for all;
- is accountable and involves everyone; and
- is sustainable.

We will also ensure that all activities delivering the Transport Strategy deliver the outcomes listed in the objective section, through a rigorous programme of monitoring. We need to be sure that all investment in resources is playing a part in contributing to the wider picture, that they represent value for money and that the results of that investment are as expected.

Having become a '4 Star' authority, we are aware that simply continuing to deliver services in the way we do now will not enable us to remain excellent for long. We need to change to address our areas for development, to free up resources to bridge our budget gap and for investment in frontline services.

We have built a delivery programme that we expect, in the medium term, to more than address Gershon efficiencies. We have identified the savings that we require as set out in our Medium Term Financial Plan 2005-2009. Our approach to the efficiency review is to:

1. Effect cultural change in the organisation to seek out good practice, enhance our ability to challenge the status quo and achieve greater innovation in service design.
2. In so doing we shall continue to work very closely with partners. Our well regarded Local Strategic Partnership (LSP) is an excellent vehicle for considering partnership efficiencies.
3. Identify all the major, corporate initiatives that we are implementing over the next 3-5 years and assign a Gershon target to each - this is how we expect to generate the majority of efficiencies beyond 2005/06.
4. Build in an enhanced approach to project and programme management to ensure that efficiencies and other benefits are managed effectively and delivered to time.
5. Seek opportunities to collaborate with other organisations through the Regional Centre of Excellence.
6. Build in challenge from the beginning by securing early external opinion and challenge at the onset of the overall programme.

Therefore we will consider:

- how to provide travel choices through construction and promotion of transport facilities;
- why people need to travel;
- the different types of user (and their needs);
- the geographical coverage that is best for each scheme;
- how best to consult with people; and
- what are the consequences for the environment.

Providing Travel Choices : Construction and Promotion

We are determined to ensure that the resources invested in improving transport in Darlington are used to best effect. To this end, we will make sure that:

- people understand the travel choices available to them and that we understand their travel needs including where they have a disability that prevents them from using current travel choices;
- the use of the local transport network helps wider ambitions in our communities, such as improving access to local facilities, improving the general level of health, reducing anti-social behaviour or reducing the impact of car use;
- resources are pooled wherever possible, through partnership with other transport providers, community groups and other providers of services to the community. This will help achieve value for money; and
- there is the ongoing money to maintain physical improvements to the transport network to the relevant standards. This will help ensure that the expected life of a physical improvement is achieved, rather than letting the benefits of an improvement be wasted through poor maintenance.

This will mean that we will seek to make the best of existing resources through promotion, better maintenance and better delivery of what people actually need, rather than providing new, large scale, physical works as a first solution. This does not mean that no such works will happen, but that they must be part of a coherent package of measures, rather than a stand alone solution. As a consequence, we will assess the benefit of continuing implementing smart travel choices until 2011, using Local Transport Plan funding (the project is funded by the Department of Transport until 2009).

Focus on Why People Need to Travel

We recognise that the vast majority of journeys are made for a purpose unconnected with transport. For instance, the majority of us, will at certain times in our lives, be mainly concerned

with getting to work, going shopping and getting to leisure facilities. We therefore are proposing to focus in on the following sets of travel needs to make sure that Darlington remains an accessible location:

- travelling to work;
- doing business in Darlington;
- going to school or college;
- shopping for food and goods;
- leisure and recreation; and
- access to health services and caring for others.

The Second Local Transport Plan details the plans of our partners and ourselves for transport between 2006 and 2011, in addressing these needs for travel.

Different Types of Users and their Needs

In delivering the transport strategy, through the Local Transport Plan and other investment programmes, we are keen to ensure that the needs of the most vulnerable are considered. This safety led concept means that we will consider the needs of the following groups of users in priority order, as follows:

- pedestrians, including those with disabilities;
- cyclists, and where appropriate horse riders;
- bus, train and taxi users; and
- private car and motorcycle users.

What this presumption of need does not mean, is that we will give priority on the ground to pedestrians and cyclists in all cases. There may be good reasons why such priority is not suitable, for instance shared use between cyclists and vehicles on a road designed for high vehicle speeds. Having said that, we do not think that this result will occur very often within the urban area of Darlington and in its surrounding villages. Each scheme we deliver, will be underpinned by a method statement demonstrating that we have considered the needs of the hierarchy of users in formulating our plans.

Geographical Coverage of Schemes

In achieving our objectives, we are aware of the need to deliver projects that do not have narrow boundaries that leave out important generators of travel, which ignore natural boundaries to neighbourhoods or ignore other schemes. So often in the past, such scheme specific thinking has resulted in the loss of opportunities caused by a lack of awareness of other projects or ambitions.

Therefore, we will tend to deliver schemes in multiples of one of the following two geographical definitions:

- widened corridors; or
- local neighbourhoods.

As an exemplar, the travel needs that the North Road Corridor of Certainty scheme addresses are wider than the immediate environs of North Road itself. The scheme addresses the travel needs of local communities wishing to cross the road, from Harrowgate Hill to Rise Carr as well as the north-south movements to and from the Town Centre.

Whilst delivery areas will be varied according to the individual scheme, we will strive to ensure that they match with those of complementary projects to ensure consistency and maximum benefit.

Consultation with People

In delivering the Transport Strategy, we are committed to the principle of public and stakeholder involvement, whilst recognising that difficult decisions, balancing differing travel needs and interests, may be required from time to time. The Transport Strategy is closely aligned with that of Darlington's Community Strategy, which is the agreed expression of the communities' priorities for Darlington. The responsible body for the Community Strategy, the Darlington Partnership, will be closely involved in the transport agenda; for instance it contributed to a transport summit in 2005, which debated the future of transport locally and recommended ideas to the Council.

Consultation about the content of and delivery of this Transport Strategy will include discussions with relevant stakeholders as well as the general public. The processes used will be set out in the delivery documentation, but will be in accordance with the principles set out in the Council's Consultation Strategy. The principle of Best Value places a duty on the Council to consult with its partners, local people, businesses, and service users about the exercise of their functions, the setting of new targets for service delivery and the establishment of corporate priorities and objectives.

We do this by using a range of techniques to ensure all interested parties are able to inform the development of service delivery and policy. The Council's Consultation Strategy provides overall co-ordination, encouraging innovation within a framework of standards and promotion of good practice. (see **Table 2**)

Table 2

| Groups | Consultation Methods |
|-------------------|--|
| External Partners | Presentations, briefings and special meetings with partners boards, co-ordination groups and forums, e.g. Darlington Partnership, Parish Councils, Transport Forum |
| Residents | Questionnaires, focus groups and meetings e.g. Citizens' Panel, Annual Community Survey, Residents' Panel, Community Cohesion Events |
| Employees | Open presentations, briefings and workshops with staff generally and representative groups, e.g. Joint Consultative Council, Employee Panel |
| Service users | Questionnaires, focus groups and events with users of specific services, e.g. tenants, licensees and developers |

Since 1998 Darlington Borough Council has carried out an annual Community Survey seeking the views of residents on overall satisfaction with the Council, satisfaction with its individual services, and priorities for improving services. Increasingly, quality of life issues have been picked up to address wider thematic considerations and the Council's contribution to partnership working. This survey has proved helpful in developing transport solutions to such issues as road and pavement maintenance, and will continue to be used in future.

These results are used to inform a range of processes and are timed to be available in order to influence the annual review of budgets, business and service plans. Results are increasingly being used not only by the Council, but by partner agencies as well. The Council can demonstrate an ever closer correlation between budget spend and citizens' priorities.

Consequences for the Environment

We acknowledge our responsibility to deliver this transport strategy in an environmentally sustainable manner, so as to enhance the lives of current residents whilst not having a detrimental impact on future generations.

We assessed our proposals for delivery through the Second Local Transport Plan to the requirements of the European Community Directive on Strategic Environmental Assessments. In producing such an assessment, we recognised that, in some cases, a balance will need to be struck between the environment and the needs of local communities.

The Strategic Environmental Assessment is contained in **Annex 7**.

7. Supporting Policy Documents

More detailed discussion of the principles concerning the delivery of some elements of transport are set out in the annexes to the Second Local Transport Plan. This is because the level of detail required is substantial, meriting a separate document.

These daughter policy documents are the:

- Accessibility Strategy
- Bus Information Strategy
- Bus Strategy
- Car Parking Strategy
- Rights of Way Improvement Plan
- School Travel Plan Strategy
- Transport Asset Management Plan
- Travel Safety Strategy.

In addition, supporting documentation exists at a sub-regional level, as identified in the Second Local Transport Plan, for example the Draft Tees Valley Demand Management Framework. A synopsis of the current draft revision is presented in at the end of our Parking Strategy.

ANNEX 4:

Darlington Eastern Transport Corridor

Introduction

The Darlington Eastern Transport Corridor (DETC) is Darlington's major scheme bid.

This single carriageway road links the A66(T) to Houghton Road to the east of the town centre and enables us to achieve our plans for the economic regeneration of this area of the town (**Figure 1**). It essentially does this through providing the basis for continued development of land zoned for business, beyond the level that would be acceptable to the Highways Agency (the highway authority for the A66(T)) in terms of traffic flows generated and the resulting impacts on trunk road vehicle movements. It also permits a greater degree of accessibility to these development sites (including from residential areas of higher unemployment) by several means of transport including walking and cycling.

The scheme would also:

- improve pedestrian and cycle safety, both on existing roads due to re-routed traffic and on new National Cycle Route 14 (with grade separated crossing of the A66(T)) which is an integral part of the scheme;
- improve travel conditions on McMullen Road, Houghton Road and Yarm Road, through the introduction of measures to help everyone, locking in the benefits of the DETC through physical Corridor of Certainty route action plans and traffic calming such as that proposed at Houghton Green; as well as through travel marketing opportunities.
- improve access to the countryside through improving the existing bridleway into a National Cycle Route giving access

to the South Burdon Community Woodland, creating the potential for a sustainable tourism initiative along the trackbed of the original Stockton to Darlington railway line.

Technical documentation that supports our request for funding approval has been submitted separately to DfT.

Policy

The scheme is an essential part of helping people travel to work, do business in Darlington and access leisure or recreational facilities. It particularly addresses strategy objective C of the Second Local Transport Plan concerned with tackling traffic congestion, including its potential impact on the economy and local environment. (**Table 1**) The scheme also has safety and accessibility benefits both within the scheme area and on adjacent roads. The scheme has a benefit to cost ratio of 3.991, with a net present value of £246,262.

We propose to "lock in" the benefits of the scheme by complementary measures on the roads, which the scheme is designed to relieve and by smarter choices initiatives targeted at relevant areas, in particular Houghton Village and Yarm Road. An example of this, is our partnership with bus operator Arriva, in improving service 21 using sustainable travel demonstration town funds. We will also continue to work with local businesses in developing workplace travel plans to manage the demand for car travel in this developing industrial area of the town.

Table 1 How DETC links to policy

| Transport Strategy | Shared Priority | Community Strategy | Intervention |
|---|-------------------------|---|--|
| C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network | Tackle congestion | Improving the local economy & enhancing the environment | DETC whole scheme |
| | Improve accessibility | | |
| | Improve road safety | Develop an effective transport system | DETC highway elements |
| | Improve quality of life | | National Cycle Network Route 14 |
| | | | Houghton Green traffic calming |
| | | | Houghton Road & Yarm Road improvements |

Status

The scheme is now ready to proceed once funding is secured; with all relevant legal, property and key design issues resolved. An OJEC notice for this scheme has been published and, if funding is secured by the summer, a start on site could be made in November 2006. Should this scheme not be approved in 2006, we are intending to submit it again, as soon as is possible through this Plan.

Cost

The original submission for financial support from the Department of Transport (DfT) in 2000, was made on the basis of comparative projects elsewhere in the region. These costs were then amended in the light of the requirements of the Highways Agency, which agreed mitigation works increasing the cost of the scheme by 33% (i.e. the Highways Agency requirements represent 25% of the cost of the scheme). These works included:-

- the addition of a segregated left turn lane to both the new DETC roundabout and the existing A66(T) Great Burdon Roundabout.
- substantial widening works and carriageway hatch markings on the intervening link to enable safe traffic merging on the trunk road.
- a grade separated crossing for non motorised users, to allow access over the A66(T) at the DETC roundabout

Our submission (i.e. the Transport User Benefits Appraisal (TUBA) and Benefit Cost Ratio (BCR) assessment) is based on DfT providing funding of £12.040m, with the Council funding the remainder of the £12.5m cost, i.e. £460,000.

The Council is one of the smallest unitary authorities in the country (with a population under 100,000) and has a low resource base. For example, the planning guideline for the Council's integrated transport block averages at £1.49m per annum over the next five years. To contribute substantially to the cost of the Eastern Transport Corridor scheme would be beyond the Council's resources.

As explained previously, about 25% of the cost of the scheme can be attributed to the requirements of the Highways Agency which could not have been anticipated, which would be £3.1m of £12.5m. The elements added by the Highways Agency to a large extent deal with issues on the trunk road which already exist or reflect increasing traffic along the trunk road, and so solve problems which are more within the remit of the Agency than of the Local Highway Authority. The Council would not expect to contribute significantly to increase in cost for that purpose.

The remainder of the cost increase would be from £5.5m to 75% of 12.5m, i.e. £9.4m, an increase of £3.9m. Whilst the assessment is based on the Council contributing £460,000, the Council is able to commit up to £914,000, if required to enhance the acceptability of the scheme to DfT, which would represent almost a quarter of £3.9m.

In practice, in order to progress this scheme, the Council has already spent £819,562, at its own risk, on the design and land acquisition works necessary to submit the scheme for final approval. This investment is significant, given that the Council is a small organisation.

Given the uncertainty over the timing of any funding announcement by DfT, we propose that the funding profile is £6m in 2006/07, £5.5m in 2007/08 and the balance in 2008/09.

Tees Valley Gateway

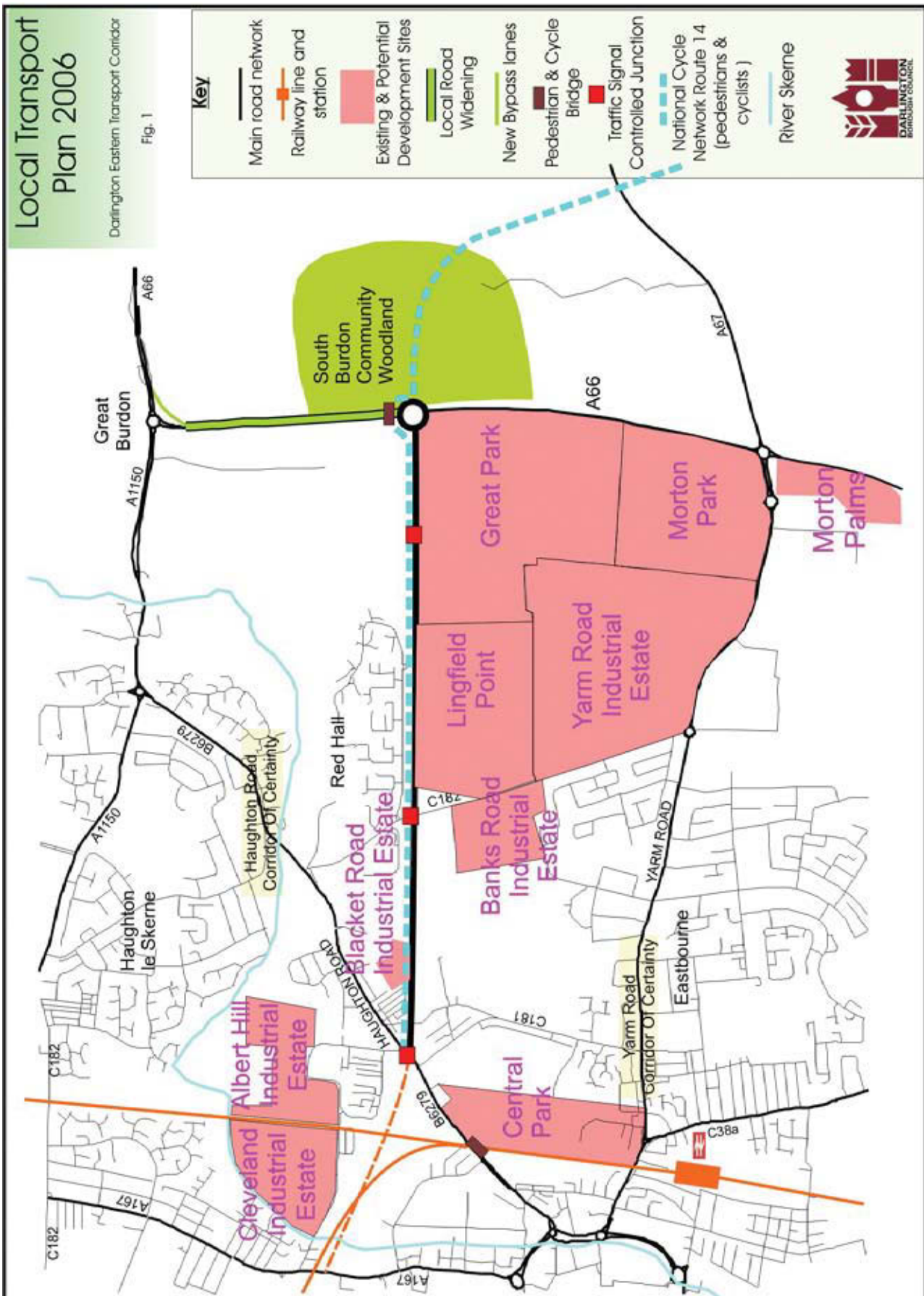
We see the implementation of the Darlington Eastern Transport Corridor as a precursor to the realisation of the proposals contained in the A66(T) Tees Valley Gateway Study. This two part study was commissioned by the North East Assembly and partners (including the Council and the Highways Agency), to investigate how best to achieve the following for the local area – 'a "gateway" to the Tees Valley sub-region through the identification of potential options across all modes to:

- provide better access to the Tees Valley;
- reduce traffic congestion and improve safety on the A66(T) Darlington Bypass; and
- enable economic regeneration consistent with the Tees Valley Vision'.

Phase 2 of this Study reported in 2005 and recommendations have been made to Government about the way forward. In terms of major schemes, it is proposed that an improvement be made to the A66(T) through part dualling the section between Great Burdon and Yarm Road, with on line improvements elsewhere. In the longer term, the option of fully dualling the A66(T) around Darlington remains. As a Highway Agency promoted major scheme, this proposal falls outside of the Council's direct remit, but we will continue to work in partnership with the Agency to ensure that maximum benefit is obtained from this intervention particularly for local people.

No timescale has been set for delivery of this proposal at the moment, but it is included in the Interim Regional Transport Board's proposals for after 2011.

Figure 1 Darlington Eastern Transport Corridor



ANNEX 5: Finance Forms

FINAL SECOND LOCAL TRANSPORT PLAN

LTP-F11: Summary of support sought from local transport capital settlement

Plan : **Darlington Second Local Transport Plan**

Contact Name : **Simon Houldsworth**

Telephone Number (with extension) : **01325 388701**

| | All figures in £000 | | | |
|---|---------------------|-------------|-------------|-------------|
| | 2007-08 | 2008-09 | 2009-10 | 2010-11 |
| Maintenance block expenditure (up to provisional planning guidelines) | 1045 | 1097 | 1152 | 1210 |
| Primary route bridges and emergency works | | | n/a | n/a |
| Individual major schemes | 5500 | 540 | 0 | 0 |
| Exceptional maintenance schemes each costing less than £5 million | n/a | 0 | 0 | 0 |
| Integrated transport block expenditure (up to final planning guidelines) | 1456 | 1457 | 1454 | 1447 |
| Further integrated transport block expenditure (up to 25% of final planning guidelines) | 110 | 370 | 210 | 356 |
| Total (local transport capital settlement) | 8111 | 3464 | 2816 | 3013 |

Notes:

For LTP-F11 and F12

1. All entries should be in cash terms (assuming 2.5% pa retail price inflation)
2. Enter all financial data in multiples of £1000, e.g. 500 = £500,000. DO NOT use commas or decimal places.
3. All expenditure entries should be for the funding sought from the local transport capital settlement only.
4. The threshold for major schemes is for the gross cost (not necessarily the local transport capital settlement contribution) and is usually £5m, but is less for some smaller authorities.
5. Maintenance schemes costing more than £5m should be reported as major schemes.

For LTP-F11

1. The sum of the maintenance block and integrated transport block expenditure (and not necessarily each block) rows should sum to the final planning guidelines for each year.
2. Funding profiles for primary route bridges and emergency works after 2007/08 are not needed (but can be included).

FINAL SECOND LOCAL TRANSPORT PLAN
LTP-F12: Summary of support from local transport capital, settlement for major schemes and exceptional schemes

Plan : Authority No.

All figures in £000

| Scheme name | Type | DfT Ref/ | Start of main works mm | End of main works mm | 2005/06 and before | 2006/07 | 2007/08 | 2008/09 | 2009/10 | 2010/11 | 2011/12 | 2012/13 | 2013/14 and after |
|---|------|----------|------------------------|----------------------|--------------------|---------|---------|---------|---------|---------|---------|---------|-------------------|
| | | | | | | | | | | | | | |
| TOTAL LTP-F12 - ALL | | | | | 0 | 6000 | 5500 | 540 | 0 | 0 | 0 | 0 | 0 |
| TOTAL LTP-F12 - MAJOR SCHEMES | | | | | 0 | 6000 | 5500 | 540 | 0 | 0 | 0 | 0 | 0 |
| Darlington Eastern Transport Corridor | RD3 | 9223 | 11 - 2006 | 4 - 2008 | | 6000 | 5500 | 540 | | | | | |
| TOTAL LTP-F12 - EXCEPTIONAL MAINTENANCE SCHEMES | | | | | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

ANNEX 6:

Air Quality

Introduction

Despite an increase in general traffic levels, the Borough area does not experience any serious air quality issues related to traffic sources and does not intend to declare an Air Quality Management Area at the moment.

However, action may be required to tackle the levels of PM10 emissions (related to the use of diesel engines), if the proposed 2010 national target of an annual mean value of 20 micrograms per cubic metre is introduced. We intend to review air quality in 2006/07, working in partnership with our neighbouring Tees Valley local authorities.

National Context

The UK Government has set air quality objectives and proposals for nine air pollutants, against which the Tees Valley Environmental Protection Group monitor and assess the quality of local air.

The pollutants and objectives are:-

- **nitrogen dioxide**
 Objective 1 Annual mean of 40µg/m³ (21 ppb) maximum with no exceedances
 Objective 2 1 hour mean of 200µg/m³ (105 ppb) maximum with up to 18 exceedances per year
- **particulate PM10**
 Objective 1 Annual mean of 40 µg/m³ (gravimetric) maximum, with no exceedances
 Objective 2 24 hour mean of 50 µg/m³ (gravimetric) maximum, with up to 35 exceedances per year
- **sulphur dioxide**
 Objective 1 24 hour mean of 125 µg/m³ (47 ppb) maximum, with up to 3 exceedances per year
 Objective 2 1 hour mean of 350 µg/m³ (132 ppb) maximum, with up to 24 exceedances per year
 Objective 3 15 minute mean of 266 µg/m³ (100 ppb) maximum, with up to 35 exceedances per year
- **carbon monoxide**
 Objective 8 hour running mean of 10 mg/m³ (8.6 ppm) maximum, with no exceedances
- **benzene**
 Objective 1 Running Annual Mean of 16.25 µg/m³ (5 ppb) maximum, with no exceedances
 Objective 2 Annual Mean of 5.00 µg/m³ (1.54 ppb) maximum, with no exceedances
- **1,3-butadiene**
 Objective Running annual mean of 2.25 µg/m³ (1 ppb) maximum, with no exceedances

- **lead**
 Objective 1 Annual mean of 0.5 µg/m³ (5 ppb) maximum, with no exceedances
 Objective 2 Annual mean of 0.25 µg/m³ (1.54 ppb) maximum, with no exceedances
- **ozone**
 Provisional Objective 8 hour running mean of 100 µg/m³ (50 ppb) maximum, with up to 10 day exceedances per year
- **polycyclic aromatic hydrocarbons**
 Provisional Objective Annual mean of 0.25 ng/m³ (BaP) maximum, with no exceedances

Each objective has to be met by its due date (ranging from 31 December 2003 until 31 December 2010). If this is unlikely to occur, then we are obliged to declare an Air Quality Management Area. Such areas apply if one or more of the relevant target group listed below exists:-

- members of the public are regularly present
- building facades are residential, or public places such as Hospitals
- residential gardens
- public spaces where people may stay for longer than 1 hour

The objectives have associated targets that have been set at levels that are considered not to have harmful effects on most of the population. These threshold levels are regularly reviewed by Government and are based on worldwide research into health effects of pollution.

The Group also measure cadmium, arsenic, nickel and mercury elements in the atmosphere for completeness, since these may become national requirements in the future.

Local Monitoring

In Darlington, we work in partnership with our neighbouring Tees Valley local authorities to measure relevant pollutants. Currently, we monitor the following sites for nitrogen dioxide and particulate PM10 (**Table 1**). We also intermittently monitor for other elements as detailed in the text.

Table 1 Local monitoring sites

| Site | Start Year | Pollutants Measured | Description |
|--------------------|------------|---|--------------------------------|
| Cockerton Bridge | 2004 | NO ₂ , PM10 (from May 2004) | Roadside continuous monitoring |
| St Cuthbert's Way | 2000/01 | NO ₂ , PM10 (until May 2004) | Roadside continuous monitoring |
| Northgate | 2004 site | NO ₂ | Roadside diffusion tube |
| Salters Lane | 2004 site | NO ₂ | Roadside diffusion tube |
| Hundreds Depot | 2004 site | NO ₂ | Roadside diffusion tube |
| Arts Centre | 2004 site | NO ₂ | Roadside diffusion tube |
| Woodland Road | 2004 site | NO ₂ | Roadside diffusion tube |
| Blackwell Bridge | 2004 site | NO ₂ | Roadside diffusion tube |
| North Road Station | 2004 site | NO ₂ | Roadside diffusion tube |
| Haughton Green | 2004 site | NO ₂ | Roadside diffusion tube |
| Yarm Road | 2004 site | NO ₂ | Roadside diffusion tube |
| Middleton One Row | 2004 site | NO ₂ | Roadside diffusion tube |
| Cockerton Bridge | 2004 site | NO ₂ | Roadside diffusion tube |

The Borough area does not experience any serious air quality issues related to traffic sources and does not intend to declare an Air Quality Management Area at the moment. The Council has also considered the likely effects of future development and is currently of the opinion that an Air Quality Management Area will not be required within the lifetime of the Second Local Transport Plan. However, action may be required to tackle the levels of PM10 emissions (related to the use of diesel engines), if the proposed 2010 national target of an annual mean value of 20 micrograms per cubic metre is introduced.

Further details, justifying this opinion are contained in the results section below. Further detail on all the results quoted in this annex may be found in the 2005 progress report of the Tees Valley Environmental Protection Group (April 2005).

In addition to the work quoted in the 2005 progress report, the Tees Valley Environmental Protection Group have completed a computer model for estimating roadside pollution levels due to traffic in the Tees Valley, based upon Design Manual for Roads and Bridges (DMRB) advice. This model has been successfully validated against the five continuous roadside monitoring sites in the sub-region.

In summary¹, the work revealed that in Darlington:-

- the model replicates the reality measured by the two continuous monitoring sites,
- Kerbside and roadside NO₂ diffusion tubes, within 8 metres of the road centre appear to consistently read 20% high. This has been suspected from other data sources and may be due to high short term concentrations of the pollutant during rush hour.

- The model confirms the analysis of the 2005 report, in that action may be required to tackle the levels of PM10 emissions (related to the use of diesel engines), if the proposed 2010 national target of an annual mean value of 20 micrograms per cubic metre is introduced.

Results

Nitrogen Dioxide

Objective 1 Annual mean of 40µg/m³ (21 ppb) maximum with no exceedances.

The target groups are those members of the public that may be exposed to levels of nitrogen dioxide above 40µg/m³, as an annual mean by 31 December 2005.

Nitrogen dioxide is formed as a result of combustion processes of all types, including transport. It is essentially a secondary pollutant, nitric oxide (NO) is emitted into the atmosphere from the combustion processes and combines further with oxygen atoms, usually derived from ozone, to form nitrogen dioxide (NO₂).

Long term exposure to nitrogen dioxide may affect lung function and enhance the response to allergens in sensitised individuals.

The results show a good degree of consistency on a year by year basis, but with no clear signs that nitrogen dioxide levels are reducing. **Tables 2 and 3.** While 2003 results showed an increase due to prolonged spells of high pressure weather during February, March and April 2004 results were back to normal levels.

The **St. Cuthbert's Way** site is a town centre kerbside site and demonstrates the significant effect that slow moving, heavy traffic has on ground level concentrations of nitrogen dioxide. Levels are close to the objective, but there are no target groups at this type of location.

The use of a mobile monitor confirms the above. The **Durham Tees Valley Airport** site (measured in 2002), well away from traffic, shows the lowest levels. There is also no evidence of significant industrial impact at any of the sites, so road traffic is the major source of nitrogen dioxide at ground level within Darlington. The generally open aspect of the road system and trunk road corridors means that areas where target groups may be present will have nitrogen dioxide levels well below the objective.

Diffusion tubes are inherently less accurate than continuous monitors, but are a cost-effective way to measure annual

averages of nitrogen dioxide over a wider area. Within the Tees Valley, they are mainly used to identify potential hot-spots of air pollution for further investigation. There is evidence that diffusion tubes at kerbside sites tend to read up to 25% higher than continuous monitors.

Kerbside sites where there tends to be slow moving or frequently stationary traffic, show the highest levels. While some site measurements show an exceedance of the objective level, there are no target groups in the vicinity. These sites are also being further investigated using the DMRB air quality model.

Roadside and intermediate sites, which are set back further from the kerbside and may be located close to target group areas, have lower levels that are comfortably within the objective level. Background sites tend to be consistently well below the objective level.

Overall, the results from each Council are similar at the various category of site. With diffusion tubes tending to read high, and the expectation of reducing nitrogen oxide emissions from vehicles by year 2005, there have been no target group areas identified where the objective will be exceeded.

Table 2 Continuous monitoring stations - all results $\mu\text{g}/\text{m}^3$ as the annual mean

| Site | Years | | Number of exceedances | |
|-----------------------------|-------|------|-----------------------|------|
| | 2004 | 2003 | 2002 | 2001 |
| Cockerton Bridge | 23* | - | - | - |
| St Cuthbert's Way | 38* | 36 | 35 | 36 |
| * - less than 6 months data | | | | |

Table 3 Diffusion tube sites - all results $\mu\text{g}/\text{m}^3$ as the annual mean adjusted by laboratory overall bias factors for the year (Gradko).

| Site | Location | Years | | Number of exceedances | |
|--------------------|------------|-------|------|-----------------------|------|
| | | 2004 | 2003 | 2002 | 2001 |
| Northgate | kerbside | 44 | 49 | 50 | 46 |
| Salters Lane | kerbside | 33 | 29 | 30 | 33 |
| Hundens Depot | background | 22 | 22 | 25 | 23 |
| Arts Centre | background | 17 | 19 | 19 | 24 |
| Woodland Road | kerbside | 39 | 37 | 39 | 46 |
| Blackwell Bridge | kerbside | 36 | 40 | 37 | 37 |
| North Road Station | kerbside | 37 | 38 | 42 | 49 |
| Haughton Green | kerbside | 43 | 38 | 42 | 46 |
| Yarm Road | kerbside | 33 | 32 | 38 | 35 |
| Middleton One Row | kerbside | 13 | 14 | 18 | 17 |
| Cockerton Bridge | roadside | 26 | - | - | - |

Nitrogen Dioxide

Objective 2 1 hour mean of 200µg/m³ (105 ppb) maximum with up to 18 exceedances per year

One hour means can only be measured by continuous monitors - Cockerton Bridge and St. Cuthbert's Way.

Table 4 below shows the 1 hour maximums are the 99.8th percentile of the 1 hour means, which provides a direct comparison with the objective level.

Table 4 Continuous monitoring stations - all results µg/m³ as the maximum of 1 hour means

| Site/Years | 2004 | 2003 | 2002 | 2001 |
|-------------------|------|------|------|------|
| Cockerton Bridge | 84 | - | - | - |
| St Cuthbert's Way | 102 | 101 | 95 | 95 |

Particulate PM10

Objective 1 Annual mean of 40 µg/m³ (gravimetric) maximum, with no exceedances

The target groups are those members of the public that may be exposed to levels of particulate PM10 above 40 µg/m³ (gravimetric) as an annual mean by 31 December 2004.

There are a variety of sources of Particulate PM10, which are very fine particles of less than 10 micron in size. Industrial sources tend to be emitted from high stacks, although these may from time to time fall to ground level. Construction works can cause significant, but mainly temporary emissions, often at ground level. Traffic emissions in particular from diesel engine exhausts, are a major source at ground level. There are a variety of natural sources, such as pollens and coastal sources. Occasionally, under certain meteorological conditions, there can be 'import' of particulate pollution from continental sources.

Exposure to particulate PM10 is associated with a range of effects on health, including effects on the respiratory and cardiovascular systems, asthma and mortality. Those members of the public with pre-existing lung and heart disease are particularly at risk.

The results in Table 5 from the fixed local monitors show a good degree of consistency on a year by year basis, and are generally well within the objective level, with no exceedances recorded. While 2003 results showed an increase due to

Table 5 Continuous monitoring stations - all results µg/m³ (gravimetric) as the annual mean

| Site/Years | 2004 | 2003 | 2002 | 2001 |
|-----------------------------|------|------|------|------|
| Cockerton Bridge | 20* | - | - | - |
| St Cuthbert's Way | 30* | 32 | 29 | 29 |
| * - less than 6 months data | | | | |

prolonged spells of high pressure weather during February, March and April 2004 results were back to normal levels.

The fixed monitors are town centre kerbside locations, and clearly show the influence of slow moving traffic on annual means. There are no target groups present at this type of location.

The Government has also proposed a further annual mean objective of 20 µg/m³ (gravimetric) for year 2010. Current monitoring results suggest that this objective will not be met in many parts of the Tees Valley without a significant reduction in source emissions of particular PM10, including natural sources. If this target was applied, then consideration would have to be given to declaring an Air Quality Management Area in Darlington.

Particulate PM10

Objective 2 24 hour mean of 50 µg/m³ (gravimetric) maximum, with up to 35 exceedances per year

In Darlington, the fixed monitors are town centre kerbside locations, and clearly show the influence of slow moving traffic on 24 hour levels, with these locations having amongst the highest levels and number of exceedances.

The Government has also proposed a further 24 hour mean objective of 50 µg/m³ (gravimetric), with a maximum of 7 exceedances, for year 2010. Current monitoring results suggest that this objective will not be met in many part of the Tees Valley without a significant reduction in source emissions of particulate PM10, including natural sources. PM10 levels are also weather dependent, as shown by the 2003 data, and can be influenced by sources outside of the Tees Valley. Again, consideration would have to be given to declaring an Air Quality Management Area in Darlington.

Figures shown in Table 6 provide the 24 hour maximums with the 90th percentile of the 24 hour means, which provides a direct comparison with the objective level.

Table 6 Continuous monitoring stations - all results µg/m³ (gravimetric) as the maximum of 24 hour means

Exceedances shown in brackets

| Site/Years | 2004 | 2003 | 2002 | 2001 |
|-----------------------------|-----------------------|-----------------------|----------------------|----------------------|
| Cockerton Bridge | 40 (0)* 90th % 30 | - | - | - |
| St Cuthbert's Way | 77 (11)* 90th % 49 | 103 (49) 90th % 56 | 73 (25) 90th % 45 | 85 (20) 90th % 48 |
| * - less than 6 months data | | | | |

Sulphur Dioxide

Objective 1 24 hour mean of 125 µg/m³ (47 ppb) maximum, with up to 3 exceedances per year

The target groups are those members of the public that may be exposed to levels of sulphur dioxide above 125 µg/m³ as a 24 hour mean by 31 December 2004.

Exposure to sulphur dioxide is associated with restriction of the airways by stimulating nerves in the lining of the nose, throat and airways of the lung. The latter is particularly to occur in those suffering from asthma and chronic lung disease.

Sulphur dioxide emissions are, in Darlington, almost entirely from industrial sources, and while the emissions are normally from tall stacks, they can fall to ground level under certain conditions. Some of the emitters are continuous over the year, but others are more intermittent when other fuels are not available. These intermittent emissions can be relatively large.

Some industrial emissions are expected to fall by year 2003 when an EU directive limiting the sulphur content of certain fuel oils takes effect.

The 24 hour mean results from all monitors in the Tees Valley show that levels are consistently well within the objective, with no exceedance at any of the sites. For instance, the Darlington 2003 site at Cockerton had a 99th percentile reading of 10 with no exceedances. Therefore, objective will be met in Darlington as long as industrial emissions do not significantly increase.

Sulphur Dioxide

Objective 2 1 hour mean of 350 µg/m³ (132 ppb) maximum, with up to 24 exceedances per year

The 1 hour mean results from all monitors in the Tees Valley show that levels are consistently well within the objective, with no exceedance at any of the sites. In Darlington, a 99.7th percentile reading of 32 was obtained at the Cockerton site in 2003.

The objective will be met across the whole of the Tees Valley as long as industrial emissions do not significantly increase.

Sulphur Dioxide

Objective 3 15 minute mean of 266 µg/m³ (100 ppb) maximum, with up to 35 exceedances per year

The 15 minute mean results from most monitors in the Tees Valley show occasional high peaks above the objective level, generally due to the prevailing wind from the industrial emitters. In Darlington, a 99.9th percentile reading of 45 was

obtained at the Cockerton site in 2003.

It is expected that this difficult objective will be met across the whole of the Tees Valley as long as industrial emissions do not significantly increase.

Carbon Monoxide

Objective 8 hour running mean of 10 mg/m³ (8.6 ppm) maximum, with no exceedances

The target groups are those members of the public that may be exposed to levels of carbon monoxide about 10 mg/m³ as an 8 hour running mean by 31 December 2003.

Carbon monoxide is formed by the incomplete combustion of carbon-containing fuels. In general, the more efficient the combustion process, the lower the carbon monoxide emission. The main outdoor source in Darlington, particularly at ground level, is road transport, with petrol-engined vehicles being the most significant contributors.

Exposure to carbon monoxide is associated with the formation of carboxyhaemoglobin, which substantially reduces the capacity of the blood to carry oxygen and deliver to the tissues, and blockage of important biochemical reactions in cells. People who have an existing disease which affects the delivery of oxygen to the heart or brain (eg coronary heart disease such as angina) are likely to be at particular risk.

The 8 hour running mean results from all monitors in the Tees Valley show that the objective level of 10 mg/m³ continues to be easily met. In Darlington, a value of 0.4 was read at the Cockerton site in 2003 with no exceedances.

Benzene

Objective 1 Running Annual Mean of 16.25 µg/m³ (5 ppb) maximum, with no exceedances

Objective 2 Annual Mean of 5.00 µg/m³ (1.54 ppb) maximum, with no exceedances

The target groups are those members of the public that may be exposed to levels of benzene above 16.25 µg/m³ as a running annual mean by 31 December 2003, and 5.00 µg/m³ as an annual mean by 31 December 2010.

The main sources of benzene in the Tees valley area are from industry, on both sides of the Tees estuary. These are sometimes fugitive emissions that can lead to quite high concentrations, even if only for a short period.

Benzene is a recognised genotoxic human carcinogen, which means that no absolute safe level can be specified for ambient air concentrations of benzene. The first objective level of $16.25 \mu\text{g}/\text{m}^3$ as a running annual mean is considered to represent an exceedingly small risk to health.

In Darlington, benzene is not a cause for concern in Darlington due to the specific types of industrial activity locally and also due to recent reductions in traffic emissions (particularly from petrol engine vehicles) as a result of improvements to fuels, engines and exhausts.

1,3 Butadiene

Objective Running annual mean of $2.25 \mu\text{g}/\text{m}^3$ (1 ppb) maximum, with no exceedances

The target groups are those members of the public that may be exposed to levels of 1,3-butadiene above $2.25 \mu\text{g}/\text{m}^3$ as a running annual mean by 31 December 2003.

The main source of 1,3-butadiene emissions in the Tees Valley is from industry. These are sometimes fugitive emissions that can lead to quite high concentrations, even if only for a short period.

Exposure to 1,3-butadiene is associated with the induction of cancers in the lymphoid system and blood-forming tissues, lymphomas and leukaemia.

1,3-butadiene is a genotoxic carcinogen in humans, for which no absolutely safe level can be defined. The objective level of $2.25 \mu\text{g}/\text{m}^3$ as a running annual mean is considered to represent an exceedingly small risk to health.

The nearest continuous monitoring station for 1,3-butadiene to Darlington is that at Breckon Hill in Middlesbrough, which had a reading of $0.06 \mu\text{g}/\text{m}^3$ in 2003. Given this level, near to potential major industrial sources, it is considered that there is a low level of 1, 3-butadiene in Darlington and that these are close to the threshold limit for detection.

Lead

Objective 1 Annual mean of $0.5 \mu\text{g}/\text{m}^3$ (5 ppb) maximum, with no exceedances

Objective 2 Annual mean of $0.25 \mu\text{g}/\text{m}^3$ (1.54 ppb) maximum, with no exceedances

The target groups are those members of the public that may be exposed to levels of lead above $0.5 \mu\text{g}/\text{m}^3$ as an annual mean by 31 December 2004, and an annual mean of $0.25 \mu\text{g}/\text{m}^3$ as an annual mean by 31 December 2008.

A major source of lead at ground level used to be from petrol engine vehicle exhausts, but as a result of the introduction of lead free petrol, this source is no longer significant. There are a number of lead based industries, but none of these are located in the Tees Valley area.

Exposure to lead is associated with toxic biochemical effects in humans which can cause problems in the synthesis of haemoglobin, effects on the kidneys, gastrointestinal tract, joints and reproductive system, and acute or chronic damage to the nervous system. The possible effects of lead on the brain development in children, and hence their intellectual development, is the greatest cause for concern.

The only monitoring currently carried out in the Tees Valley is by Stockton-on-Tees Borough Council at three locations as part of a heavy metal monitoring programme. Results going back to 1997, and earlier, clearly show that the objectives are easily met, and all readings are now below the threshold limit for detection. These results are considered to be applicable to Darlington due to the absence of lead based industry and the use of lead free petrol. The national network results also confirm that lead in air concentrations have fallen to very low levels across the UK, even close to lead industry sites.

Ozone

Provisional Objective 8 hour running mean of $100 \mu\text{g}/\text{m}^3$ (50 ppb) maximum, with up to 10 day exceedances per year

The target groups are those members of the public that may be exposed to levels of ozone above $100 \mu\text{g}/\text{m}^3$ as an 8 hour running mean by 31 December 2005.

Ozone is a secondary air pollutant. It is not emitted by any process, but is formed as a result of complex chemical reactions on other air pollutants, particularly in the presence of strong sunlight. The source pollutants, such as nitrogen dioxide and hydrocarbons, are emitted from traffic and industry, and as the chemical reaction process can take some time, the source pollutants can originate a considerable distance away, such as from the European mainland. Therefore, it is recognised that local or even national action may not be sufficient to reduce ozone levels. The Government has, as a consequence, only set a provisional target for ozone at this time. Ozone is also not included in the national Air Quality Review and Assessment process. The level of ozone tends to peak during sunny summer months, and is often highest in rural areas as a result from pollution elsewhere.

Exposure to high concentrations of ozone is associated with slight irritation to the eyes or nose. Very high levels of exposure (to over $1000 \mu\text{g}/\text{m}^3$, or 10 times the target level) over several hours can cause damage to the airway lining followed by inflammatory reaction. At levels of ozone above $200 \mu\text{g}/\text{m}^3$ as an 8 hour concentration, effects on healthy individuals has been clearly demonstrated.

The provisional objective for ozone has been exceeded or only

just met at the current monitoring sites in Middlesbrough and Billingham. It is thus likely that there will be exceedances in Darlington, particularly when there is a warm and sunny summer period.

Since Ozone is not yet a prescribed air pollutant under the UK air quality strategy, it is not included in Darlington's air quality review and assessment procedures.

Polycyclic Aromatic Hydrocarbons (PAHs)

Provisional Objective Annual mean of 0.25 ng/m³ (BaP) maximum, with no exceedances

The target groups are those members of the public that may be exposed to levels of PAH above 0.25 ng/m³ as an annual mean by 31 December 2010.

Polycyclic aromatic hydrocarbons (PAHs) are a large group of organic compounds with two or more benzene rings within their molecular structure. Those compounds with two or three benzene rings are normally present in vapour phase, while heavier compounds with five or more benzene rings are mainly in particulate phase. The EU working group on PAHs has proposed benzo(a)pyrene (BaP) as a marker for PAHs, and it is this compound on which PAH measurement is focused.

The main sources are associated with coal and wood burning, stubble burning, low-temperature incineration, and to a lesser extent, vehicle exhaust emissions. The continuing decline in domestic and industrial coal burning, new controls over agricultural burning, and upgrading of incinerators to high temperature technology, has led to a substantial decline in emissions of BaP over the last decade. Emissions are expected to fall further as a result of reductions in domestic coal burning, improved industrial abatement and lower vehicle emissions.

Exposure to polycyclic aromatic hydrocarbons is associated with an increased incidence of tumours of the lung, skin, and other sites, with lung cancer most obviously linked to exposure through inhaled air. The objective level of

0.25 ng/m³ as an annual average is considered to represent a risk to health so small as to be undetectable.

Monitoring results from the Middlesbrough, Longlands Road site, have shown an erratic, but overall decline from 1995 to 2004, to a value below the provisional objective level. Other national results also show variable year on year results, with the main industrial towns showing the highest concentrations.

PAHs are not yet prescribed air pollutants under the UK air quality strategy, and are thus not included in Darlington's air quality review and assessment procedures.

Cadmium, Arsenic, Nickel, Mercury

No air quality objectives have yet been set for these pollutants, but they are likely to be based on an annual mean, with no exceedances. Target groups will be as defined for PAHs.

Cadmium is produced as an inevitable by-product of zinc, and sometimes lead, refining, but once collected is relatively easy to recycle. It is mainly used in high performance nickel/cadmium batteries, but is also a good corrosion resistance coating. Other uses are as pigments, stabilisers for PVC, in alloys, and electronic compounds. UK emissions are associated with lead-zinc smelting and battery recycling plants, iron and steel manufacturing, electricity and waste combustion. Cigarette smoking can be a significant source. However, for the non-smoking population, the major exposure is through food.

Cadmium is bio-persistent and derives its toxicity from its chemical similarity to zinc, which is an essential micronutrient. Long-term exposure can cause renal malfunction. High levels are associated with lung disorders and bone defects.

Arsenic is a metalloid with a complex chemistry, which can form a number of inorganic and organic compounds. The principal use of arsenic (as arsenic trioxide) is in wood preserving products, but it is also to be found in agricultural chemicals such as insecticides, herbicides, algacides and growth promoters. On a global scale, releases to air are from natural sources such as volcanic eruptions and forest fires. On a local scale, emissions are likely to arise from coal burning, industrial waste disposal, and the application of agricultural chemicals containing arsenic, and the burning of wood with arsenic-containing preservatives. Cigarette smoking can be a significant source. However, for the non-smoking population, the major exposure pathway is through food and water.

Arsenic toxicity depends on its chemical form. It may be beneficial in small doses, but is generally considered to be carcinogenic to the lung and skin.

Nickel is a metal which has many similarities to the other ferromagnetic metals, iron and cobalt. It is mainly used in the production of stainless steels and other alloys because it

imparts heat and corrosion resistance, as well as hardness and strength. Nickel alloys and plating are commonly found in vehicles, tools, electrical and household goods, jewellery and coinage. The main sources of nickel in air, besides nickel production and plating plants, are from the combustion of coal and oil for heat and power generation, and the incineration of wastes and sewage sludge. Cigarette smoking can be a significant source. However, for the non-smoking population, the major exposure pathway is through food.

Nickel compounds generally exhibit a low acute toxicity. Nickel and its water-soluble salts are potent skin sensitisers, and are restricted for jewellery use where there may be direct contact with the skin.

Mercury is a global pollutant with complex chemical and physical properties. It occurs naturally in the atmosphere from degassing of the earth's crust, emissions from volcanoes, and evaporation from natural bodies of water. World-wide mining of the metal leads to indirect discharges to atmosphere. Mercury has widespread use in industrial processes and in products such as batteries, lamps and thermometers. It is widely used in dentistry as an amalgam for fillings, and by the pharmaceutical industry. Mercury is mainly present in the atmosphere in a relatively unreactive gaseous form, but with a long atmospheric lifetime (of the order of 1 year), but methylated forms can form naturally which are highly toxic. UK emissions are associated with chlorine manufacture using mercury cells, non-ferrous metal production, coal combustion, and crematoria. The main pathway for mercury to humans is through the food chain, and not inhalation.

Mercury is a toxic substance with no known function in human biochemistry or physiology. Inorganic poisoning can cause tremors, and spontaneous abortion. Mercury methyl compounds cause damage to the brain and central nervous system.

Stockton-on-Tees Borough Council has monitored these pollutants for several years, and since 2002 has had a comprehensive heavy metal monitoring programme. The values for their sites at Eaglescliffe, Redmarshall and Seal Sands show that the levels are stable and low, being measured in nanograms (one billionth of a gram). It is thus likely that the concentrations in Darlington will be similar (if not lower) as a reflection of the distance away from a concentration of heavy industry.

Cadmium, arsenic, nickel and mercury are not yet air pollutants that are included in the UK air quality strategy.

ANNEX 7: Summary Strategic Environmental Assessment

Contents

Introduction

Context

Darlington's Second Local Transport Plan

Scope of Strategic Environmental Appraisal

Analysis

- Background
- Problems & opportunities
- Objectives
- Analytical process
- Results

Monitoring

Additional Information

Second Local Transport Plan SEA Forum Membership

Table 6 Options Appraisal Matrix

Introduction

Strategic Environmental Appraisal (SEA) is a relatively new process to ensure that policies, plans and programmes identify significant environmental effects which might result of their implementation. The process then permits the mitigation of any adverse effects by the originator of the action, or ensures that a full understanding of possible consequences is communicated to the decision maker.

Consultants, Building Design Partnership (BDP), have been retained by the Council to produce a SEA of the Second Local Transport Plan (2LTP) and to ensure that its statutory obligations are met, for the benefit of local peoples' quality of life.

In this summary of the BDP final report, the SEA process has shown that the Second Local Transport Plan:-

- is largely made up of policies and actions that have a positive impact on the environment.
- has some less sustainable actions, whose environmental disbenefits may be mitigated through measures contained within the Plan.

The SEA process used the six delivery themes planned within the 2LTP (chapter 6).

As part of the SEA analysis, a wide range of stakeholders and other interested organisations were invited to participate. These included the statutory consultees, The Environment Agency, English Nature, English Heritage and the Countryside Agency.

Context

The Strategic Environmental Assessment (SEA) Directive 2001/42/EC was adopted into British law in July 2004. In consequence, the Second Local Transport Plan for Darlington is subject to SEA, according to the Regulations and the guidance from the Department for Transport. The main requirements of this SEA Directive are to publish its findings in an Environmental Report (ER), which sets out the significant effects of the Second Local Transport Plan (LTP2), and to undertake consultation at relevant stages in the process. The main requirements of the SEA directive are outlined in this summary along with comments on where and how each requirement has been fulfilled.

If a SEA is required in the opinion of the Council, then it must

then prepare an Environmental Report setting out the significant environmental effects that the Second Local Transport Plan is likely to have, and how they will be addressed. It should be remembered that the main focus of an SEA is the significant environmental effects. However, SEA does include some social issues such as health and crime and economic issues, such as employment. It is Darlington Borough Council's opinion that a SEA is required.

In addition to the SEA process, the Council asked BDP to examine the Plan under the requirements of sustainability appraisal. Sustainability Appraisal (SA) is mandatory for all Development Plan Documents (DPDs) and Supplementary Planning Documents (SPD's) as outlined in Planning Policy Statement 12. SA is a key process in ensuring that sustainability and sustainable development is achieved within strategies, plans and programmes. It is a method of assessing a strategy, in this case the Darlington Borough Council's Second Local Transport Plan, to find out whether it is likely to promote a sustainable pattern of development, and where possible, avoid or lessen any significant social, environmental or economic effects of that strategy by improving the integration of sustainability considerations throughout its preparation and adoption.

Combined SEA and SA Process

The requirement to carry out a SA and a SEA are distinct but there is a considerable amount of overlap in the processes. It is possible to satisfy both through a single appraisal process, which considers social and economic factors as well as environmental issues.

Central Government provides guidance¹ on meeting the requirements of both SA and SEA. For consistency, and in line with Government advice, the SA/SEA of this Local Transport Plan is being undertaken as part of the combined assessment/appraisal process. As such the SEA report that BDP have produced includes all of the information required for a Sustainability Appraisal Environmental Report.

The tasks to complete SA and SEA processes given *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents* are listed in **Table 1**. The SEA process for Darlington's 2LTP contains five stages, that are in turn sub-divided into tasks. The table correlates these requirements with the documentation produced as part of the appraisal process. Stages C, D and E will be completed following the consultation period.

¹ Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents (ODPM)

Table 1 Compliance with Guidance

| SA / SEA Stages and Tasks (from ODPM Guidance) | Where tasks are covered in the final SEA Report |
|---|--|
| Stage A Tasks | |
| Task A1: Identifying other relevant plans, programmes objectives | 3.11 and table 3.1 for relevant plans and programmes; 3.14 and table 3.2 for objective related SEA topics from relevant plans and programmes. |
| Task A2: Collecting baseline information | 5.13 – 5.16 outline of the collection of baseline information in relation to the objectives and indicators. Baseline situation outlined in SEA framework/toolkit in appendix 3. |
| Task A3: Identifying environmental and sustainability issues/problems | 4.1 – 4.17 and table 4.1 outline of environmental and sustainability issues/problems derived from the LTP SEA forum and information types to monitor sustainability issues and problems. |
| Task A4: Developing the SEA Framework | Section 5 outlines the development of each component of the SEA framework (objectives, sub-objectives, indicators, baseline and targets). the framework is given in appendix 3. |
| Task A5: Consulting on the scope of the SEA | 3.4 – 3.10 description of the scoping report consultation; appendix 1 – statutory consultees response to scoping report; appendix 7 scoping report on CD. |
| Stage B Tasks | |
| Task B1: Testing the Plan objectives against the SEA Framework | 6.1 – 6.5 and appendix 4 demonstrate the appraisal of the plan objectives against the SEA objectives. |
| Task B2: Developing the Plan options | 6.7 – 6.16 and appendix 5 shows a range of plan options are considered for the appraisal including 'do nothing' or 'no plan scenario' for each plan theme. |
| Task B3: Predicting the effects of the Plan | 6.7 – 6.16 and appendix 5 shows a range of plan options are appraised and the effected are predicted. The detail is given in appendix 5 and a summary is given in 6.12 to 6.16. For the options with the most significant impact further analysis of the impact is given in 6.17 to 6.23 with detailed analysis given in appendix 6. |
| Task B4: Evaluating the effects of the Plan | The options with the most significant impact are further analysed and the impact is given in 6.17 to 6.23 with detailed analysis given in appendix 6. This is used to determine the SEA preferred options and mitigation is outlined for options that have performed poorly within the SEA framework. This is used to give an evaluation of the effects of the plan in point 6.41. |
| Task B5: Considering ways of mitigating the adverse effects and maximising beneficial effects | 6.43 – 6.46 and table 6.1 give possible mitigation measures for options with negative impacts and outlines how beneficial effects can be maximised. |
| Task B6: Proposing measures to monitor the significant effects of implementing the Plan | Section 7.1 to 7.3 outlines the principles for developing a monitoring framework from the SEA framework. |

Table 1 Compliance with Guidance continued

| SA / SEA Stages and Tasks (from ODPIM Guidance) | Where tasks are covered in the final SEA Report |
|---|---|
| Stage C Tasks | |
| Task C1: Preparation of Environmental Report and Consultation on Environmental Report | This document contains the relevant components of an environmental report. This report will be sent to the four statutory consultees and made available to the public for a consultation period of 6 weeks. |
| Stage D Tasks | |
| Task D1: Public participation on the preferred options of the Plan and the SEA Report | This report will be made available to the public for a consultation period of 6 weeks. |
| Task D2(i): Appraising significant changes to the plan Task D2(ii): Appraising significant changes resulting from representation | To be completed after consultation period. |
| Task D3: Making decisions and providing information | To be completed after consultation period. |
| Stage E Tasks | |
| Task E1: Finalising aims and methods for monitoring | To be completed after consultation period and plan implementation. |
| Task E2: Responding to the adverse effects | To be completed after consultation period and plan implementation. |

Tasks during stages A and B are indicated where they are completed within the final SEA report.

Darlington's Second Local Transport Plan

As outlined in the Second Local Transport Plan, the vision of transport investment in Darlington is to:-

- improve people's accessibility, especially for those with a mobility or sensory impairment, and for those who are socially excluded;
- tackling traffic congestion;
- making the transport network safe and secure for all; and
- helping people make the best travel choices.

In seeking to achieve these outcomes, the Plan is designed to work in harmony with actions resulting from other Plans, including that of Darlington Partnership, the Local Strategic Partnership. It is also designed to contribute to the goals set by the Primary Care Trust for the area, as well as by the Tees Valley sub-region through documents such as the Structure Plan. In achieving this, the Plan also is designed to meet the requirements of the Shared Priorities for Local Government.

The Second Local Transport Plan is based on the indicative budget set by the Department for Transport (DfT) and has been drafted in accordance with the DfT Guidance on Local Transport Plans. Every opportunity has been taken to add value through the integrated use of additional resources from both Cycling England and the DfT sustainable travel demonstration town initiative. Darlington's status as a partner in both these prestigious awards is currently unique.

In line with the ethos of achieving outcomes, the 2LTP is based on the reasons why people travel, rather than a particular focus on any one mode. In maintaining, or preferably improving, accessibility the Council is conscious of the benefits that transport can bring to improving quality of life. Six objectives are set for the 2LTP (**Table 2**).

The preparation of the 2LTP has been made easier by Darlington having amongst the best data on travel behaviour of any transport authority. In addition, the extensive involvement of the local community and other key stakeholders has resulted in a Plan that is designed to answer the needs of local people.

Defining the scope of Darlington's Second Local Transport Plan

The top priority in terms of the initiatives being delivered by the Government and the Council is to enhance the economy thus improving local peoples' quality of life, and this is reflected in the Community Strategy for Darlington. Darlington's Economic Regional Strategy also relies on two key factors: quality of life and accessibility whilst Darlington's Transport Strategy sets out the communities' vision for Darlington and identifies how transport can make the lives of all those who live, work, invest and relax in Darlington better.

Strategic decisions have been made during the formulation of these policies that the Local Transport Plan cannot change. This gives the plan a clear sphere of influence or scope. Additionally the scope of the Local Transport Plan informs delivery plans and programmes further down the planning hierarchy such as the Transport Asset Management Plan.

The scope of the SEA is defined as per the EU directive, namely consideration of the impact of the 2LTP on:

- biodiversity
- population
- human health
- fauna and flora
- soil
- water
- air
- climatic factors
- material assets
- cultural heritage, and
- landscape

The SEA has a scope or focus that is appropriate to the hierarchical level of the plan. Thus, since the 2LTP is within a plan hierarchy, this SEA includes how to ensure that higher order policies are fulfilled through the 2LTP whilst minimising their environmental costs.

A scoping report on the SEA of 2LTP was reviewed by the four statutory consultees and by the SEA forum set up by Darlington Borough Council. The scoping report established:

- The relevant plans and programmes
- The SEA objectives
- Local environmental and sustainability issues
- Established the SEA framework (called the 'SEA toolkit').

Scope of Strategic Environmental Appraisal

Table 2. Second Local Transport Plan objectives

| Strategy Objective | Transport Shared Priority | Tees Valley objective | Community Strategy |
|--|----------------------------------|---|--|
| A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | Accessibility Quality of Life | Objective 1 Tees Valley Vision Objective 5 Congestion | Improving the local economy Enhancing the environment |
| B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need. | Accessibility | Objective 2 Accessibility Objective 3 Bus use Objective 4 Rail use | Promoting inclusive communities Raising educational achievement Stimulating leisure activities Improving the local economy Improving health and well-being |
| C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | Congestion Air quality | Objective 3 Bus use Objective 4 Rail use Objective 5 Congestion | Develop an effective transport system |
| D To improve travel safety and security for all by addressing the real and perceived risks. | Road Safety | | Promoting community safety |
| E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | Congestion Accessibility | Objective 3 Bus use Objective 4 Rail use | Promoting inclusive communities Developing an effective transport system |
| F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | Quality of life Accessibility | Objective 2 Accessibility | Improving health and well-being |

The scoping report responses from the four statutory consultees can be found in the final report. In addition there were two workshops with the SEA forum on 7 and 23 November 2005. The feedback regarding the scoping report was used in preparing the final report.

During the production of the final report there was a constant dialogue with the team developing the Second Local Transport Plan at Darlington Borough Council, to ensure the plan and the SEA were being developed mutually, whilst maintaining the

objectivity of the SEA. The final report will be made available for a further period of consultation of 6 weeks. During this period, the SEA will be open to scrutiny by the all of the European Union Member States, as well as the four statutory consultees for further comment.

As detailed in the final report, the SEA process took account of the requirements of many documents. **Table 3** illustrates the linkages.

Table 3 Relevant objectives from plans and programmes related to SEA topics

| SEA Topic | Relevant Objectives from Plans and Programmes | Document |
|--------------------------------------|---|--|
| Biodiversity, Fauna and Flora | <p>To safeguard and increase biodiversity and geodiversity</p> <p>Maintain and enhance protected species and their habitat</p> <p>Ensures no negative impact on SSSI and other important conservation sites</p> <p>Ensure good access natural green space.</p> | <p>The Johannesburg Declaration on Sustainable Development</p> <p>EU Directive 92/43/EEC: Habitats</p> <p>PPS 9</p> <p>RPG 1: North East</p> <p>SUSTAINÉ</p> <p>Durham Biodiversity Action Plan</p> |
| Population and Health | <p>Reduce air and noise pollution from current activities and the potential for such pollution.</p> <p>Improve road safety.</p> <p>Increase use of more healthy modes of transport such as walking and cycling.</p> <p>Access to local services and employment.</p> | <p>Environment 2010: Our Future, Our Choice: The Sixth Environment Action Programme of the European Community</p> <p>PPG 13</p> <p>RPG 1: North East</p> <p>Draft Regional Spatial Strategy for the North East</p> <p>SUSTAINÉ</p> <p>Darlington Local Neighbourhood Renewal Strategy</p> <p>Darlington Borough Local Plan 1997</p> <p>Darlington Community Strategy</p> |
| Soil | <p>Protect mineral resources and promote use of recycled materials.</p> <p>Make the best use of existing transport infrastructure and minimise the impact of road construction.</p> | <p>RPG 1: North East</p> <p>Draft Regional Spatial Strategy for the North East</p> <p>Tees Valley Structure Plan</p> <p>Darlington Borough Local Plan 1997</p> |

Table 3 Relevant objectives from plans and programmes related to SEA topics continued

| SEA Topic | Relevant Objectives from Plans and Programmes | Document |
|--|--|--|
| Water | Reduce impact from current activities on the environment and the potential for such impacts. | EU Directive 92/43/EEC: Habitats Environment 2010: Our Future, Our Choice: The Sixth Environment Action Programme of the European Community The Johannesburg Declaration on Sustainable Development PPS 9 Securing the future Delivering UK Sustainable Development Strategy Draft Regional Spatial Strategy for the North East SUSTAINÉ |
| Air Quality | Reduce the number and length of car journeys Increase the share for public transport, rail, inland waterways, walking and cycling modes. Improvement of air quality emission controls on vehicles. | Environment 2010: Our Future, Our Choice: The Sixth Environment Action Programme of the European Community The Johannesburg Declaration on Sustainable Development Draft Regional Spatial Strategy for the North East SUSTAINÉ |
| Cultural Heritage and Archaeology | Preserve, promote and enhance regional culture and heritage. Safeguard important built, historic and archaeological and architectural features. Increase non-car based access to local cultural heritage activities. | Draft Regional Spatial Strategy for the North East Darlington Community Strategy Darlington Local Neighbourhood Renewal Strategy |
| Landscape and Visual | Protect and enhance the physical environment. Protect local distinctiveness and 'setting'. | Sustainable Communities Plan ODPM 2003 SUSTAINÉ Darlington Local Neighbourhood Renewal Strategy Darlington Borough Local Plan 1997 |

Analysis

Background

The 2LTP lists a series of general problems and opportunities regarding local transport in Darlington. This provided a good base for assessing the problems and opportunities in Darlington with relation to local transport, corroborated by discussion with members of the SEA forum.

In terms of environmental problems, it is understood that there is a lack of understanding with regard to the location of protected habitats and species. This can cause massive problems for developers if problems dealing with biodiversity are met late into the development process. An opportunity exists to develop databases of the location of species by undertaking an environmental masterplan. Funding for a post to carry out this process is being sought by the Countryside team of Darlington Borough Council, recognising that this type of information will benefit developers by making their decision making easier.

Several protected species and habitats are currently isolated by roads developed in the 1960's and 1970's, with new bridges needed in key locations to improve accessibility. One particularly bad example will be solved by the creation of the Darlington Eastern Transport Corridor, which will include a bridledway bridge of the A66 outer ring road, to improve access to the Whinnies Nature Site and Great Burdon Community Woodland.

Darlington does not currently have any Air Quality Management Areas, though it is likely that with new legislation expected in the future, any management areas declared will be around major roads. It must be stressed that whilst PM10 Particulate is usually recorded as an indicator of air quality, this is not purely a transport emission, though clearly at major junctions a large amount of the emissions will be the result of transport.

The Climate Change Strategy (Darlington Borough Council 2006) which is currently being developed will note that transport is a major contributor to climate change, and it's accompanying Action Plan will specify how it is hoped to reduce transport emissions. It must be stressed that several solutions fall outside the scope of the council's influence, such as providing alternative fuel sources for the public which is a decision for commercial firms to reach, or congestion charging which is a decision to be made at regional or national government level.

In a contribution to lowering emissions from travel, Darlington Borough Council has converted its entire fleet of over 200 vehicles to run on bio diesel, with a small number running on LPG. It is hoped that the success of this initiative can be

disseminated to other large organisations in Darlington, via the Climate Change Action Plan.

The SEA toolkit, described in the final report is a mechanism that incorporates the SEA objectives, indicators and evidence base information. The toolkit is thus a single information source that brings together the objectives with the relevant indicators and associated baseline statistics. It is able to be used for monitoring the LTP2 over time.

Problems and Opportunities

Environmental problems and opportunities were considered in 14 categories, as outlined in table 4.1 of the SEA final report. The categories are:

- Health.
- Sustainable travel.
- Accessibility.
- Safety.
- Land use
- Quality and access to local Biodiversity and Greenspace
- Pollution.
- Landscape.
- Infrastructure and business opportunities.
- Local employment income.
- Transport modal split.
- Development and transport.
- Guidance provision, and
- Energy efficiency.

Alongside the environmental problems and opportunities, there is a need to consider transport sustainability issues. It is noted that a successful transport network is a major contributor to economic regeneration. Darlington has excellent links to the rest of the country via the Durham Tees Valley Airport, East Coast Main Line railway and the A1 motorway to the North and South.

As a Sustainable Travel Demonstration Town, Darlington seeks to encourage 'smarter choices' in local transport, with the aim of reducing individual car use. This aim will be supported by the 2LTP and has clear benefits for environmental sustainability.

Objectives

Using the strategic choices debate, set out in **chapter 4** of the 2LTP, the following objectives were set for the SEA analysis (**Table 4**).

Table 4 SEA Objectives and Sub-Objectives

| SEA Objective | Sub-objectives |
|--|---|
| 1. To safeguard, increase and enhance biodiversity, geological conservation and habitats and increase opportunities for access and enjoyment by the whole community. | <p>Ensure no negative impact on SSSI and other important conservation sites and take opportunity to increase such sites.</p> <p>Maintain and enhance protected species and their habitats.</p> <p>Ensure good access natural green space.</p> |
| 2. Reduce air, noise and water pollution resulting from transport activities. | <p>Reduce air, noise and water pollution from current activities and the potential for such pollution.</p> <p>Improvement of air quality emission controls on vehicles.</p> |
| 3. Improve health and safety of the community through improved road safety and promotion of healthy modes of transport. | <p>Improve safety when using public transport.</p> <p>Improve road safety.</p> <p>Increase use of more healthy modes of transport such as walking and cycling.</p> |
| 4. Reduce the environmental impact of car travel and promote more sustainable modes of transport. | <p>Make the best use of existing transport infrastructure and minimise the impact of road construction.</p> <p>Maximise the use of energy efficient travel/vehicles including cycling, walking, trains and buses.</p> <p>Reduce the number and length of car journeys.</p> <p>Improve road safety.</p> |
| 5. Improve accessibility and infrastructure in order to promote economic growth and quality employment within inclusive communities. | <p>Improve quality of life in existing and new developments.</p> <p>Provide opportunities for economic growth and quality job creation.</p> <p>Maintain and improve transport infrastructure.</p> <p>Improve accessibility economic centres.</p> <p>Provide good access to local services and employment.</p> <p>Developments should no be affected by future flood risk and should not effect future flood risk.</p> |
| 6. Protect and enhance the physical environment and cultural heritage for enjoyment by the whole community. | <p>Protect buildings sites areas and features of historic, archaeological and architectural interest.</p> <p>Protect and enhance the physical environment.</p> <p>Protect local distinctiveness and 'setting'.</p> <p>Preserve, promote and enhance regional culture and heritage.</p> <p>Increase access to local cultural heritage activities.</p> <p>Protect finite resources and promote use of recycled materials.</p> |
| 7. Prudent and efficient use of energy and minimal production of waste. | <p>Make the best use of existing transport infrastructure and minimise the impact of road construction.</p> <p>Maximise the use of energy efficient travel including cycling, walking, trains and buses.</p> <p>Improvement of air quality emission controls on vehicles.</p> <p>Improve access to education and training facilities.</p> |
| 8. Develop education and training opportunities which build the skills and capacity of the whole population. | <p>Maintain and improve transport infrastructure.</p> |

Analytical process

An appraisal matrix was produced by BDP with the SEA objectives set out across the horizontal axis of the table and the LTP2 objectives down the vertical axis. The appraisal itself was carried out using the following scoring mechanism (**table 5**) to assess the impact of the objectives against one another. The rationale behind each score was described except where a neutral impact was found.

The scores were amended following debate with stakeholders.

Table 5 Scoring categories

| | |
|----|--|
| ++ | Likely to be a very positive impact/highly compatible |
| + | Likely to be a positive impact/compatible |
| 0 | Likely to be a neutral impact/neither compatible or incompatible |
| - | Likely to be a negative impact/ incompatible |
| -- | Likely to be a very negative impact/highly incompatible |
| ? | Impact not known/unclear |

Results

As shown in the options appraisal matrix (**Table 6 at end of summary**) the majority of the options scored positively with many high scores (high scores are classified as above 8 or equivalent of one + for each of the SEA objectives). There are 10 negative scores and a further 6 options that had a negative impact on at least one of the SEA objectives, but had an overall positive impact.

Of the 10 overall negative scores, 6 of these were the 'do nothing' option for each theme. This suggests the do nothing option is not viable.

It is important to focus on the options with the most significant impact. With regard to all options with overall negative impacts and highly positive impacts it is important to determine the detail of the impact, for example long or short term, extent, direct or indirect etc. To go to this level of detail for options with smaller impact will be time consuming and largely unhelpful as the impacts are smaller or more uncertain.

There are two options that have overall significantly negative scores – do nothing and the Darlington Eastern Transport Corridor (DETC) and two options that are slightly negative – developing short stay car parking strategies and working with the taxi trade to improve service. As a consequence, mitigating interventions have been incorporated into the 2LTP programme, for example the traffic calming of Haughton Green as a result of the construction of the DETC (**Table 7**).

There are seven options that got highly positive scores including

improve cycle networks; improve walking routes linking home and bus stops; promotion of car sharing schemes and car clubs; environmental improvements through increased maintenance and cleansing for streets; promoting walking and cycling networks that link green spaces, parks and countryside; promotion of 'doorstep walks' that link historical sites; and promotion of coach and rail travel for long distance journeys.

In terms of the significance of impact, further analysis was undertaken before arriving at the preferred options in terms of the SEA assessment. As detailed in the final report, these focus on interventions that improve accessibility, safety, security, better health, improved facilities for pedestrians/cyclists and bus users as well as better travel information. These interventions were included in the programme for the Provisional 2LTP and, have therefore been incorporated into the final Plan (**chapter 6**).

In view of the degree of uncertainty that applies to strategic appraisals, such as this covering the whole of the 2LTP, it is proposed to undertake more detailed analysis of key interventions. For example, the Darlington Eastern Transport Corridor has been subject to investigations detailing the likely environmental impacts as part of the funding applications process. We also intend to apply this principle to other major interventions, such as any Park & Ride scheme, in order to gain a measure of understanding about the detailed effect of the Plan's proposals.

Table 7 Mitigation for options with negative impacts

| Option | Mitigation | Intervention proposal |
|---|--|--|
| <p>Improve road capacity through infrastructure improvements for all transport modes</p> | <p>Ensure action to tackle traffic congestion through improved road capacity, is combined with improvements for public transport , cyclists and pedestrians.</p> <p>This will promote a range of transport modes in addition to cars. Availability of transport options can reduce pollution and resource use by reducing reliance on cars.</p> <p>Biodiversity can be improved through incorporating roadside biodiversity management and habitat creation near the road and through improving access to sites with the use of footbridges over roads that often dissect sites and prevent access to each side.</p> | <p>Corridor of Certainty</p> <p>Information provision</p> <p>Supported Bus Services</p> <p>Concessionary Fares</p> <p>Environmental mitigation works for DETC</p> |
| <p>Provide easier access through the development of the Darlington Eastern Transport Corridor (new road)</p> | <p>Road building projects should be combined with improvements for public transport and cyclists/pedestrians such as safe cycle lanes, pedestrian pathways and crossings and bus only lanes with bus priority at junctions. This will promote a range of transport modes in addition to cars. Availability of transport options can reduce pollution and resource use by reducing reliance on cars.</p> <p>Biodiversity can be improved through incorporating roadside biodiversity management and habitat creation near the road and through improving access to sites with the use of footbridges over roads that often dissect sites and prevent access to each side.</p> | <p>Corridors of Certainty on Houghton & Yarm Roads</p> <p>Houghton Green traffic calming</p> <p>National Cycle Route 14</p> <p>Improvements to bus service 21</p> <p>Environmental mitigation works for DETC</p> |
| <p>Parking enforcement measures</p> <p>Contract parking for business to be linked with operational and effective travel plans</p> | <p>Restrictions to parking should be carefully balanced with availability of other high quality transport modes that cater for all and the provision of limited parking tailored to those who really need it (for example disabled parking, short stay business parking).</p> | <p>Decriminalised Parking Enforcement</p> <p>Travel Planning</p> <p>Car Park improvements</p> <p>Park & Ride</p> |

Table 7 Mitigation for options with negative impacts continued

| Option | Mitigation | Intervention proposal |
|---|--|---|
| Develop short stay car parking strategies for shoppers in balance with long stay car parking Modification of car parking provision for shoppers with more attention to the need of the disabled, those with young children and motorcyclists | This option needs to be carefully developed in line with other options that promote sustainable modes of travel so shoppers are not over reliant on cars to do their shopping. | Parking Strategy Decriminalised Parking Enforcement Residents' Parking Zones Park & Ride |
| Work with taxi trade to help provide the service the public need | This option should be provided in conjunction with a range of other more sustainable options so reliance on taxis does not become widespread and can be alleviated. | Corridor of Certainty Ring a Ride Supported Bus Services Concessionary Fares |

Monitoring

Rather than use a new suite of indicators, the SEA toolkit is considered in the set of indicators that the Council has chosen to assess how it delivers the Second Local Transport Plan. Whilst some of the indicators are nationally set, the local ones have been chosen with regard to the desired outcomes of the 2LTP (**executive summary**), associated with improving quality of life.

The monitoring process of the 2LTP will therefore be used, with reports being made through the Annual Progress Report system.

Additional Information

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Table 6 Options Appraisal Matrix

| LTP2 Options | SEA Objectives | | | | | | | | | | TOTAL | Comments |
|---|---|--|--|--|---|--|--|--|---|---|-------|--|
| | 1 To safeguard, increase and enhance biodiversity, geological conservation and habitats and increase opportunities for access and enjoyment by the whole community. | 2 Reduce air, noise and water pollution resulting from transport activities. | 3 Improve health and safety of the community through improved road safety and promotion of healthy modes of transport. | 4 Reduce the environmental impact of car travel and promote more sustainable modes of transport. | 5 Improve accessibility and infrastructure in order to promote economic growth and quality employment within inclusive communities. | 6 Protect and enhance the physical environment and cultural heritage for enjoyment by the whole community. | 7 Prudent and efficient use of energy and minimal production of waste. | 8 Education and training opportunities which build the skills and capacity of the population | | | | |
| Theme 1: Improve transport for all commuters (within Darlington, from rural areas and between Darlington and neighbouring urban areas) | | | | | | | | | | | | |
| Option 1: Do nothing | 0 | -- | 0 | -- | -- | 0 | 0 | - | 0 | 0 | -7 | Doing nothing to improve transport for all commuters will mean trends in the baseline situation regarding the SEA objectives will continue. This will mean that negative or stationary trends that are not favourable will continue and that significant improvements that are desired will be almost impossible to achieve. |
| Option 2: Improve road capacity through infrastructure improvements for all transport modes | 0 | + | + | - | + | 0 | 0 | 0 | 0 | 0 | 2 | Improving road capacity will allow improvements for accessibility and road congestion. It can also reduce air pollution due to better traffic flow. However, improved road capacity could lead to increased car patronage with environmental consequences. Needs mitigation – ensure improved road capacity is combined with improvements for public transport and cyclists/pedestrians. |
| Option 3: Improve public transport through improved accessibility and information, bus priority measures and links to other transport modes. | 0 | ++ | 0 | ++ | + | 0 | 0 | 0 | 0 | 0 | 5 | Improving public transport will have very positive impact in terms of reducing the environmental impact of the car, reducing air pollution and accessibility with no likely negative impacts in terms of the SEA objectives. |
| Option 4: Improve cycle network routes from home to work | 0 | ++ | ++ | ++ | + | + | + | + | 0 | 0 | 9 | Improving the cycle network between homes and work has very positive impact for the majority of the SEA objectives as cycling produces nominal pollution, promotes healthy living and improves the safety for cyclists. |
| Option 5: Improve walking routes linking homes to bus stops | 0 | ++ | + | ++ | ++ | + | ++ | + | 0 | 0 | 8 | Improving routes for pedestrian access to public transport has a highly positive impact for the majority of the SEA objectives as walking produces nominal pollution, promotes healthy living and the use of public transport rather than cars. |

| Theme 1: Improve transport for all commuters (within Darlington, from rural areas and between Darlington and neighbouring urban areas) | | | | | | | | | | | | |
|--|----|----|---|----|---|---|---|---|----|---|----|---|
| Option 6: Promotion of car sharing schemes. | 0 | ++ | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 | Car sharing will reduce the number of cars on the road and thus have a positive impact on pollution and resource use with no likely negative impacts in terms of the SEA objectives. |
| Option 7: Park and ride linking railway stations and car parks to work. | 0 | + | 0 | ++ | + | 0 | 0 | 0 | 0 | 0 | 5 | Park and ride will reduce the distance travelled by car through promotion of public transport this in turn will reduce pollution and resource use as well as improving accessibility by widening travel options available from just car to trains, buses and cars. |
| Option 8: Provide easier access through the development Darlington Eastern Transport Corridor (new road) | -- | -- | - | - | + | 0 | 0 | 0 | -- | 0 | -7 | While a new road will improve accessibility and economic growth opportunities, it will largely have a negative impact. This is because roads can compromise safeguarding of biodiversity and cultural heritage, they promote use of the car, resource use and pollution, focus on the car means that transport options are often not considered and can compromise health through both pollution and reduction in walking and cycling as they are sometimes perceived as unsafe. Needs mitigation – the road building project can include safe cycle and pedestrian access and bus lanes to promote a range of transport options. Availability of transport options can reduce pollution and resource use by reducing reliance on cars. Biodiversity can be improved through incorporating roadside biodiversity management and habitat creation near the road and through improving access to sites with the use of footbridges over roads that often dissect sites and prevent access to each side. |
| Option 9: Improve rail services and links between railways and home/work | 0 | + | 0 | + | + | 0 | 0 | 0 | + | 0 | 4 | Improvement of rail services will provide a more sustainable option for those driving cars thus contributing to a likely reduction in pollution and resource use connected to transport and will improve accessibility. |
| Option 10: Development of Light Rapid Transit through conversion of a heavy rail line | 0 | + | + | + | + | 0 | 0 | 0 | 0 | 0 | 4 | Development of a Light Rapid Transit through conversion of a heavy line would provide a new sustainable transport mode that uses existing infrastructure thus saving resources. This option has a largely positive impact with regard to the SEA objectives, as it is likely to improve accessibility and reduce dependency on cars leading to a likely reduction in pollution resulting from transport. |
| Option 11: Use of planning controls to ensure choices of modes is available from new employment sites | 0 | + | 0 | + | + | 0 | 0 | 0 | + | 0 | 4 | The use of planning controls to ensure choices of travel modes are available for places of work will ensure good accessibility and mode choice that will reduce dependency on cars. This is likely to reduce pollution and save resources connected to transport. |
| Option 12: Reduce need to travel through home working, flexible hours and development of neighbourhood resource centres. | 0 | ++ | 0 | ++ | 0 | 0 | 0 | 0 | + | 0 | 5 | Home working, flexible hours of work facilitated through neighbourhood resource centres will reduce the need to travel and could reduce the number of people travelling at peak hours. This option has a positive impact on the SEA objectives as it will reduce the need to travel by car thus reducing pollution and resource use. |

| SEA Objectives | | | | | | | | | | |
|---|---|--|--|--|---|--|--|--|-------|--|
| LTP2 Options | 1 To safeguard, increase and enhance biodiversity, geological conservation and habitats and increase opportunities for access and enjoyment by the whole community. | 2 Reduce air, noise and water pollution resulting from transport activities. | 3 Improve health and safety of the community through improved road safety and promotion of healthy modes of transport. | 4 Reduce the environmental impact of car travel and promote more sustainable modes of transport. | 5 Improve accessibility and infrastructure in order to promote economic growth and quality employment within inclusive communities. | 6 Protect and enhance the physical environment and cultural heritage for enjoyment by the whole community. | 7 Prudent and efficient use of energy and minimal production of waste. | 8 Education and training opportunities which build the skills and capacity of the population | TOTAL | Comments |
| Theme 2: Improve transport for business | | | | | | | | | | |
| Option 1: Do nothing | 0 | -- | 0 | -- | -- | 0 | - | 0 | -7 | Doing nothing to improve transport for business will mean trends in the baseline situation regarding the SEA objectives will continue. This will mean that negative or stationary trends that are not favourable will continue and that significant improvements that are desired will be almost impossible to achieve. |
| Option 2: Parking enforcement measures | 0 | + | 0 | ++ | - | 0 | + | 0 | 3 | Parking enforcement measures are largely positive in terms of the SEA objectives as they hinder the use of cars and encourage the use of more sustainable transport modes. This is likely to lead to the reduction in pollution and resource use (petrol and land for parking). Parking enforcement measures could hinder business as clients/customers have nowhere to park forcing business elsewhere and reduce accessibility for those who are reliant on cars for health reasons. Needs mitigation – restrictions to parking should be carefully balanced with availability of other high quality transport modes that cater for all and the provision of limited parking tailored to those who really need it (for example disabled parking, short stay business parking). |
| Option 3: Workplace travel plans | 0 | + | + | + | + | 0 | + | + | 6 | Workplace travel plans are largely positive in terms of the SEA objectives as they are likely to facilitate sustainable travel options and limit use of cars. Therefore they should have a positive impact on pollution, resource use, accessibility, health and access to skills and education provision. |
| Option 4: Meet freight needs efficiently and reduce diesel spillage | + | ++ | 0 | 0 | 0 | 0 | + | 0 | 4 | Meeting freight needs more efficiently and reducing diesel spillage are largely positive in terms of the SEA objectives as they will lead to a reduction in pollution and resource use due to transporting freight and will help safeguard roadside biodiversity from diesel polluted road surface run off. |
| Option 5: Travel marketing to demonstrate travel options | 0 | + | + | + | + | 0 | + | + | 6 | Travel marketing that demonstrates travel options available could promote sustainable travel options that are available to people using and within a business but have not been utilised due to a lack of knowledge regarding the opportunities. This could stimulate the use of more sustainable travel modes which will have a positive impact on many of the SEA objectives including reduction in car usage, pollution and resource use as well as providing access to training and education opportunities within local businesses. |

| Theme 2: Improve transport for business | | | | | | | | | | | |
|---|----|----|----|----|---|---|----|---|---|----|--|
| Option 6: Promotion of car sharing schemes and car clubs | 0 | ++ | ++ | ++ | + | + | + | + | + | 10 | Car sharing will reduce the number of cars on the road and thus have a positive impact on pollution and resource use with no likely negative impacts in terms of the SEA objectives. |
| Option 7: Park and ride linking railway stations and car parks to business areas | 0 | + | 0 | ++ | + | 0 | + | + | + | 6 | Park and ride will reduce the distance travelled by car through promotion of public transport this in turn will reduce pollution and resource use as well as improving accessibility by widening travel options available from just car to trains, buses and cars. While a new road will improve accessibility and economic growth opportunities that can increase the number of training courses available to build education and skills, it will largely have a negative impact environmentally. This is because roads can compromise safeguarding of biodiversity and cultural heritage, they promote use of the car, resource use and pollution, focus on the car means that transport options are often not considered and can compromise health through both pollution and reduction in walking and cycling as they are sometimes perceived as unsafe. Needs mitigation – the road building project can include safe cycle and pedestrian access and bus lanes to promote a range of transport options. Availability of transport options can reduce pollution and resource use by reducing reliance on cars. Biodiversity can be improved through incorporating roadside biodiversity management and habitat creation near the road and through improving access to sites with the use of footbridges over roads that often dissect sites and prevent access to each side. |
| Option 8: Darlington Eastern Transport Corridor | -- | -- | - | - | + | 0 | -- | + | + | -6 | Improving the A66 according to the Darlington Gateway Study will improve the road capacity. This will allow improvements for accessibility and road congestion. It can also reduce air pollution due to better traffic flow. This improved transport link will attract business to the areas it supplies and can increase the number of training courses available to build education and skills. However, improved road capacity could lead to increased car patronage with environmental consequences. Needs mitigation – ensure improved road capacity is combined with improvements for public transport and cyclists/pedestrians. |
| Option 9: Improve A66(T) as per Darlington Gateway Study | 0 | + | + | - | + | 0 | 0 | + | + | 3 | Linking the contract parking allowance of a business to a travel plan will promote a progressive reduction in the number of car parking spaces that a business can have. Parking capacity reduction is largely positive in terms of the SEA objectives as they hinder the use of cars and encourage the use of more sustainable transport modes. This is likely to lead to the reduction in pollution and resource use (petrol and land for parking). Parking restrictions could hinder business as clients/customers have nowhere to park forcing business elsewhere and reduce accessibility for those who are reliant on cars for health reasons. Needs mitigation – restrictions to parking should be carefully balanced with availability of other high quality transport modes that cater for all and the provision of limited parking tailored to those who really need it (for example disabled parking, short stay business parking). |
| Option 10: Contract parking for business to be linked with operational and effective travel plans | 0 | + | + | + | - | 0 | + | 0 | 0 | 3 | Linking the contract parking allowance of a business to a travel plan will promote a progressive reduction in the number of car parking spaces that a business can have. Parking capacity reduction is largely positive in terms of the SEA objectives as they hinder the use of cars and encourage the use of more sustainable transport modes. This is likely to lead to the reduction in pollution and resource use (petrol and land for parking). Parking restrictions could hinder business as clients/customers have nowhere to park forcing business elsewhere and reduce accessibility for those who are reliant on cars for health reasons. Needs mitigation – restrictions to parking should be carefully balanced with availability of other high quality transport modes that cater for all and the provision of limited parking tailored to those who really need it (for example disabled parking, short stay business parking). |

Theme 2: Improve transport for business

| | | | | | | | | | | | |
|--|---|---|---|---|---|---|---|---|---|---|--|
| Option 11: Improve road capacity through infrastructure improvements for all transport modes | 0 | + | + | - | + | 0 | 0 | 0 | + | 3 | Improving road capacity will allow improvements for accessibility and road congestion. It can also reduce air pollution due to better traffic flow. Good transport links are likely to attract business to the area and this can increase the number of training courses available to build education and skills. However, improved road capacity could lead to increased car patronage with environmental consequences. Needs mitigation – ensure improved road capacity is combined with improvements for public transport and cyclists/pedestrians. |
|--|---|---|---|---|---|---|---|---|---|---|--|

SEA Objectives

| LTP2 Options | 1 To safeguard, increase and enhance biodiversity, geological conservation and habitats and increase opportunities for access and enjoyment by the whole community. | 2 Reduce air, noise and water pollution resulting from transport activities. | 3 Improve health and safety of the community through improved road safety and promotion of healthy modes of transport. | 4 Reduce the environmental impact of car travel and promote more sustainable modes of transport. | 5 Improve accessibility and infrastructure in order to promote economic growth and quality employment within inclusive communities. | 6 Protect and enhance the physical environment and cultural heritage for enjoyment by the whole community. | 7 Prudent and efficient use of energy and minimal production of waste. | 8 Education and training opportunities which build the skills and capacity of the population | TOTAL | Comments |
|--------------|---|--|--|--|---|--|--|--|-------|----------|
| | | | | | | | | | | |

Theme 3: Improve transport for schools and colleges

| | | | | | | | | | | | |
|---|---|----|----|----|----|---|----|----|----|----|--|
| Option 1: Do nothing | 0 | -- | 0 | -- | -- | 0 | -- | -- | -- | -8 | Doing nothing to improve transport for education will mean trends in the baseline situation regarding the SEA objectives will continue. This will mean that negative or stationary trends that are not favourable will continue and that significant improvements that are desired will be almost impossible to achieve. |
| Option 2: Increase school and college travel plans | 0 | + | + | + | + | 0 | + | + | + | 6 | School travel plans are largely positive in terms of the SEA objectives as they are likely to facilitate sustainable travel options and limit use of cars. Therefore they should have a positive impact on pollution, resource use, accessibility, health and access to skills and education provision. |
| Option 3: Safer routes to school and 20 mph speed limits around school gates | 0 | + | ++ | + | + | 0 | + | + | + | 6 | Creating safe zones around schools are largely positive in terms of the SEA objectives as they will improve the safety around schools which is likely to promote walking and cycling as it will be perceived as safer to do so. If this is the case it will reduce pollution from traffic near school sites and reduce resource use. |
| Option 4: Provide school bus service, 'Yellow Bus' style (home to school) with allocated seats and tracking system for security | 0 | ++ | + | + | + | 0 | + | + | + | 7 | Yellow bus style school services are largely positive in terms of the SEA objectives as they are safe thus parents feel less need to take children by car. This will reduce use of cars and thus pollution and resource use. The buses will also improve accessibility to education through the provision of an additional transport mode. |

| Theme 3: Improve transport for schools and colleges | | | | | | | | | | | | |
|---|---|---|----|---|----|---|----|---|---|----|---|--|
| Option 5: Planning for educational centres with high regard for accessibility via a range of transport modes | 0 | + | + | + | + | + | + | 0 | + | + | 7 | The use of planning controls to ensure choices of travel modes are available for places of education are largely positive in terms of the SEA objectives as they will ensure good accessibility and mode choice that will reduce dependency on cars as well as improving access to education and training. This is likely to reduce pollution and resource use. |
| Option 6: Environmental improvements through increased maintenance and cleansing as part of StreetScene Initiative | + | + | + | + | + | + | ++ | 0 | + | 0 | 8 | Improved day/night street environment will have a positive impact on many of the SEA objectives as it will improve street safety, permit walking between home and school/college that will improve accessibility and also enhance the physical environment. |
| Option 7: Provide road safety advertising, education and training for cyclists, pedestrians and young car and motorcycle drivers to improve safety for pedestrians and cyclists | 0 | + | ++ | + | + | + | 0 | 0 | + | 0 | 6 | Improved environment along routes to educational centres are largely positive in terms of the SEA objectives as they promote walking and cycling as they will be far more pleasant and safe. This will reduce car usage and consequential pollution and resource use. |
| Option 8: Have promotional events such as 'Walk and Bike to School Weeks' | 0 | + | ++ | + | 0 | 0 | 0 | 0 | + | 0 | 5 | Promotional events such as walk/bike to school weeks will highlight sustainable travel options that are available but have not been utilised due to a lack of knowledge regarding the opportunities. This could stimulate the use of more sustainable travel modes which will have a positive impact on many of the SEA objectives including reduction in car usage, pollution and resource use. |
| Option 9: Promote 16-19 concessionary fares to help young people access education | 0 | + | 0 | + | ++ | 0 | 0 | 0 | + | ++ | 7 | Promotion of 16-19 concessionary fares on public transport will promote use of sustainable transport and post 16 education as it is more affordable. If sustainable transport modes are promoted within young age groups they are possibly more likely to continue in this vein, especially as once people use a car they become quite dependant and reluctant to stop. This option will also have a positive impact on many of the other SEA objectives including reduction in car usage, pollution and resource use. |

| SEA Objectives | | | | | | | | | | |
|--|---|--|--|--|---|--|--|--|-------|--|
| LTP2 Options | 1 To safeguard, increase and enhance biodiversity, geological conservation and habitats and increase opportunities for access and enjoyment by the whole community. | 2 Reduce air, noise and water pollution resulting from transport activities. | 3 Improve health and safety of the community through improved road safety and promotion of healthy modes of transport. | 4 Reduce the environmental impact of car travel and promote more sustainable modes of transport. | 5 Improve accessibility and infrastructure in order to promote economic growth and quality employment within inclusive communities. | 6 Protect and enhance the physical environment and cultural heritage for enjoyment by the whole community. | 7 Prudent and efficient use of energy and minimal production of waste. | 8 Education and training opportunities which build the skills and capacity of the population | TOTAL | Comments |
| Theme 4: Improve transport for shoppers | | | | | | | | | | |
| Option 1: Do nothing | 0 | — | 0 | — | — | 0 | - | 0 | -7 | Doing nothing to improve transport for shoppers will mean trends in the baseline situation regarding the SEA objectives will continue. This will mean that negative or stationary trends that are not favourable will continue and that significant improvements that are desired will be almost impossible to achieve. |
| Option 2: Develop short stay car parking strategies in balance with long stay car parking | 0 | 0 | - | - | + | 0 | 0 | 0 | -1 | Short stay car parking will promote use of cars for shopping. While this will maintain access to shopping centres, it will encourage use of cars rather than more sustainable modes of transport. Overall this option does not have a positive impact with relation to the SEA objectives. Needs mitigation – this option needs to be carefully developed in line with other options that promote sustainable modes of travel so shoppers are not over reliant on cars to do their shopping. |
| Option 3: Encourage home food delivery and neighbourhood collection points for deliveries to local residents | 0 | ++ | 0 | ++ | + | 0 | + | 0 | 6 | Home food delivery has a positive impact on many of the SEA objectives. This is because it reduces the overall need to travel (especially by car) thus reducing pollution and resource use and provides access to food stores that people without a car would find difficult due to the location of stores away from town centres and difficulty carrying many bags on public transport. |
| Option 4: Modification of car parking provision with more attention to the need of the disabled, those with young children and motorcyclists | 0 | 0 | 0 | - | ++ | 0 | - | 0 | 1 | Provision of car parking with strategies for disabled and those with young children will improve accessibility for these groups who would find shopping difficult without a car. This option could have a negative impact in terms of promoting car usage. Needs mitigation – this option needs to be carefully developed in line with other options that promote sustainable modes of travel so shoppers are not over reliant on cars to do their shopping. |

| SEA Objectives | | | | | | | | | | |
|--|---|--|--|--|---|--|--|--|-------|---|
| LTP2 Options | 1 To safeguard, increase and enhance biodiversity, geological conservation and habitats and increase opportunities for access and enjoyment by the whole community. | 2 Reduce air, noise and water pollution resulting from transport activities. | 3 Improve health and safety of the community through improved road safety and promotion of healthy modes of transport. | 4 Reduce the environmental impact of car travel and promote more sustainable modes of transport. | 5 Improve accessibility and infrastructure in order to promote economic growth and quality employment within inclusive communities. | 6 Protect and enhance the physical environment and cultural heritage for enjoyment by the whole community. | 7 Prudent and efficient use of energy and minimal production of waste. | 8 Education and training opportunities which build the skills and capacity of the population | TOTAL | Comments |
| Theme 5: Improve transport for leisure trips | | | | | | | | | | |
| Option 1: Do nothing | -- | -- | 0 | -- | 0 | -- | 0 | 0 | -8 | Doing nothing to improve transport for leisure will mean trends in the baseline situation regarding the SEA objectives will continue. This will mean that negative or stationary trends that are not favourable will continue and that significant improvements that are desired will be almost impossible to achieve. This is especially important in terms of access to sites of biodiversity value and sites of cultural heritage value that are used for leisure but are often accessed predominantly by car. |
| Option 2: Improve perception of street and road safety to encourage a vibrant night time economy | 0 | 0 | ++ | + | ++ | + | 0 | 0 | 6 | Improved perception of day/night street environment will have a positive impact on many of the SEA objectives as it will improve street safety, permit walking in town centres that will improve accessibility and also enhance the physical environment. |
| Option 3: Ensure walking and cycling networks link green spaces parks and countryside, as well as the National Cycling Network | ++ | + | ++ | ++ | + | ++ | + | 0 | 11 | Walking and cycling networks will have a positive impact on many of the SEA objectives as it will improve accessibility to the countryside and to sites of heritage value by providing sustainable travel options. These options will improve health through increased walking and cycling and will also reduce pollution and resource use from travel. |
| Option 4: Promote local StreetScene environment | + | 0 | 0 | 0 | 0 | ++ | 0 | 0 | 3 | Improved day/night street environment will have a positive impact on many of the SEA objectives as it will improve street safety, permit walking in town centres that will improve accessibility and also enhance the physical environment. |
| Option 5: Promote Darlington doorstep walks to encourage use of walking network including footpaths and bridleways, access to historical sites, flower displays and other places of interest | ++ | ++ | ++ | ++ | 0 | ++ | + | 0 | 11 | Promotion of walking routes linked to historic sites will have a positive impact on many of the SEA objectives as it will improve accessibility to sites of heritage value through a sustainable travel option. These options will improve health through increased walking and will also reduce pollution and resource use from travel to sites of heritage value. |

| Theme 5: Improve transport for leisure trips | | | | | | | | | | | |
|---|---|----|----|----|---|----|---|---|---|----|---|
| Option 6: Work with taxi trade to help provide the service the public need | 0 | - | - | - | 0 | + | 0 | - | 0 | -3 | While taxis are essential for accessibility for some people they are not a sustainable mode of transport. They are expensive and resource intensive as well as polluting. Needs mitigation – this option should be provided in conjunction with a range of other more sustainable options so reliance on taxis does not become widespread and can be alleviated. |
| Option 7: Improve community transport provision, especially for those with a mobility disability, to improve access to facilities | 0 | + | 0 | + | 0 | ++ | 0 | + | 0 | 5 | Community transport provision will have a positive impact on many of the SEA objectives as it will improve accessibility and reduce reliance on cars and taxis for people with mobility problems. This could have a positive impact on pollution and resource use from travel as community transport will serve groups that would use several cars or taxis if they travelled individually. |
| Option 8: Promote late buses and shared taxi schemes for those in rural locations | 0 | 0 | + | 0 | + | ++ | + | 0 | 0 | 4 | Night buses and shared taxis to rural locations will have a positive impact on many of the SEA objectives as they will improve access to night time economy and potentially cultural heritage for many who would not be able to due to a lack of public transport and expense of an individual taxis. |
| Option 9: Develop ticketing initiatives to encourage sustainable travel, e.g. joint tickets for bus and leisure centre or bus and football ticket | + | ++ | 0 | + | 0 | + | + | + | 0 | 7 | Ticketing initiatives that combine the cost of an activity with public transport costs will have a positive impact on many of the SEA objectives as it will promote usage of more sustainable travel options that will have a knock-on effect on reliance on cars, pollution and resource use. |
| Option 10: Car sharing for Darlington Football Club and park and ride schemes for away fans | 0 | + | 0 | ++ | 0 | 0 | 0 | + | 0 | 4 | Car sharing will reduce the number of cars on the road and thus have a positive impact on pollution and resource use with no likely negative impacts in terms of the SEA objectives. |
| Option 11: Implement car clubs throughout the borough | 0 | ++ | ++ | ++ | + | + | + | + | 0 | 9 | Car clubs will have a positive impact on many of the SEA objectives as it will improve accessibility and reduce reliance on the number of cars. This could have a positive impact on pollution and resource use from travel as car sharing will serve groups that would use several cars if they travelled individually. |
| Option 12: Promotion of coach and rail for long distance travel | 0 | ++ | + | ++ | + | + | + | + | 0 | 8 | Promotion of bus and train for long distance travel will have a positive impact on many of the SEA objectives as it will reduce use of cars. This would have a positive impact on pollution and resource use from travel. |
| Option 13: Promote and improve Sky Express 737 airport shuttle | 0 | + | 0 | ++ | 0 | ++ | 0 | + | 0 | 6 | Promotion and improvement of the shuttle between the airport and Darlington will improve accessibility to the airport for leisure trips. It will reduce the number of individual vehicles travelling between the airport and the town and in addition improve access in terms of cost. |

| LTP2 Options | SEA Objectives | | | | | | | | Comments | |
|--|---|--|--|--|---|--|--|--|----------|---|
| | 1 To safeguard, increase and enhance biodiversity, geological conservation and habitats and increase opportunities for access and enjoyment by the whole community. | 2 Reduce air, noise and water pollution resulting from transport activities. | 3 Improve health and safety of the community through improved road safety and promotion of healthy modes of transport. | 4 Reduce the environmental impact of car travel and promote more sustainable modes of transport. | 5 Improve accessibility and infrastructure in order to promote economic growth and quality employment within inclusive communities. | 6 Protect and enhance the physical environment and cultural heritage for enjoyment by the whole community. | 7 Prudent and efficient use of energy and minimal production of waste. | 8 Education and training opportunities which build the skills and capacity of the population | | TOTAL |
| Theme 6: Improve transport for access to health services | | | | | | | | | | |
| Option 1: Do nothing | 0 | - | -- | - | -- | 0 | - | 0 | -7 | Doing nothing to improve transport for access to health and to improve will mean trends in the baseline situation regarding the SEA objectives will continue. This will mean that negative or stationary trends that are not favourable will continue and that significant improvements that are desired will be almost impossible to achieve. This is especially important in terms of healthy transport modes (walking and cycling) which are particularly low compared to other transport modes. |
| Option 2: Participation in the county Durham Travel Response Centre via the Transport to Health Partnership | 0 | 0 | ++ | + | ++ | 0 | 0 | 0 | 5 | Participation in the County Durham Travel Response Centre has a positive impact on many of the SEA objectives as it will improve access to health and thus the health of the area. It will also reduce reliance on the car for access to health which can exclude some members of society |
| Option 3: Improving community transport provision, including ring-a-ride to promote accessibility to facilities for those with mobility disability and wider community | 0 | 0 | ++ | + | ++ | 0 | 0 | 0 | 5 | Improved community transport provision including ring-a-ride to access health facilities will improve access to health and thus the health of the area. It will also reduce reliance on the car for access to health which can exclude some members of society. |
| Option 4: Cycle Network Development | 0 | ++ | ++ | ++ | ++ | 0 | + | 0 | 9 | Cycle network development has a positive impact on many of the SEA objectives as it will improve health through increased use of healthy transport modes. This will also reduce pollution, resource use and can improve overall accessibility within the area. |
| Option 5: Implement Safer Routes to Health (hospitals, health centres, GP surgeries) in partnership with Sustrans | 0 | 0 | ++ | + | ++ | 0 | 0 | 0 | 5 | Safer routes to health services will have a positive impact on many of the SEA objectives as it will promote walking and cycling to these sites, in addition to other travel options, that are often perceived as unsafe improving accessibility. It will also reduce reliance on the car for access to health which can exclude some members of society. |

| Theme 6: Improve transport for access to health services | | | | | | | | | | | |
|--|---|---|----|---|----|--|--|--|--|--|--|
| Option 6: Work with Transport to Health Partnership to ensure that all local people can get to their 'out of hours' primary care centre in line with the social inclusion strategy | 0 | 0 | ++ | + | ++ | | | | | | Ensuring access to out of hours primary health centres through public transport will have an overall positive impact on the SEA objectives as it will promote public transport, walking and cycling to these sites, improving accessibility. It will also reduce reliance on the car for access to health which can exclude some members of society. |
| | 0 | 0 | ++ | + | ++ | | | | | | 5 |
| | 0 | 0 | ++ | + | ++ | | | | | | 0 |
| | 0 | 0 | ++ | + | ++ | | | | | | 0 |
| | 0 | 0 | ++ | + | ++ | | | | | | 0 |

ANNEX 8:

School Travel Plan Strategy

Contents

Foreword

Executive Summary

1 Strategic context and policy background

- 1.1 Government shared priorities
- 1.2 The Journey to School - Joint Education and Transport National Policy
- 1.3 Darlington's Community Strategy
- 1.4 Darlington's Transport Strategy and "Town on the Move" Local Transport Plan

2 Schools in Darlington

- 2.1 Nursery Schools
- 2.2 Infant, Junior and Primary Education
- 2.3 Secondary Education
- 2.4 Special Needs Education
- 2.5 School admissions policy

3 School Travel in Darlington

- 3.1 Current travel patterns
- 3.2 Home to School transport
- 3.3 Accessing Darlington Schools - accessibility planning
- 3.4 Existing School Travel Plans and safer routes to school initiatives
- 3.5 Case studies
- 3.6 Safer Routes to School

4 Vision, objectives and indicators

5 Delivering the strategy

6 Monitoring and evaluation

Foreword

Each day during the school term thousands of Darlington children and their parents travel from home to their school in the morning, and make the return trip in the afternoon. Many pupils living close to school walk, with those living further away travelling mainly by bus or by car. The school journey affects public transport patterns, causes localised congestion around schools and contributes to the road traffic peak around nine o'clock each morning.

Through the 'Town on the Move' project Darlington is taking a lead in addressing the need to encourage greater use of sustainable travel and less use of the private car. As a Cycling Demonstration Town, Darlington is also promoting cycling as both a leisure activity and a mode of transport.

Travel research undertaken for Town on the Move and with local school children has shown school pupils are 'greener' than most of the population in their travel behaviour and given the opportunity would like to walk and particularly cycle more.

This School Travel Plan Strategy sets out why and how we aim to bring about a step change in home to school travel patterns to help cut congestion and pollution; to allow many more pupils safer access to their school; in particular for pedestrians and cyclists, to improve accessibility to school by walking and cycling for journeys less than 2 miles; and promote active travel in partnership with Darlington Primary Care Trust (PCT) as part of the strategy to address health issues amongst school aged children.

Executive Summary

This document seeks to provide a basis on which to deliver a set of policies aimed at ensuring that school pupils in Darlington have the opportunity to make:

'A safe, healthy, affordable and enjoyable journey to school with the minimum practicable impact on the local environment.'

Still a relatively young unitary authority Darlington Borough Council took on responsibility for Education, Highways and Transport in 1997.

With education policies focused on raising standards and inclusion Darlington has achieved educational improvement rates that are faster than the national average and is now the north east region's highest placed education authority in Government league tables. In recent years significant new investment in existing and new school buildings has included the completion of five new schools and the Education Village due to open at Easter 2006.

Darlington's transport policies are focused on achieving an effective transport network serving all members of the community. In April 2004 Darlington was selected by the

Department for Transport as one of three national sustainable travel demonstration towns, and granted an additional £3.24 Million to implement a programme of measures aimed at encouraging greater levels of walking, cycling and use of public transport. In addition in 2005 Darlington became a Cycling Demonstration Town with an additional £1.5m matched funding to increase levels of cycling.

The Town on the Move project is integral to the delivery of Darlington's second Local Transport Plan, covering the period 2006-11. This plan sets out a strategic programme of activities, involving key partners and community stakeholders in the development and implementation of transport solutions including new infrastructure, improved public transport services, better information and training.

The School Travel Plan Officer employed within Darlington Borough Council's Transport Policy team will take a lead role in coordinating the delivery of this Strategy the success of which will impact positively on the lives of many Darlington residents and help meet the Council's and government shared priorities.

1 Strategic Context

An effective school travel strategy will help deliver a number of cross cutting themes within the Government's and the Council's shared priorities in particular relating to transport, education and quality of life issues.

1.1 Government Shared priorities

The Government and Local Government Association (LGA) have agreed a set of seven shared priorities. The priorities will focus the efforts of Government and Councils on improving public services. The priorities give a set of aims for public service delivery and cover the key issues that will impact most on the lives of local people.

The headline priorities are:

- Raising standards across our schools;
- Improving the quality of life of children, young people, families at risk and older people;
- Promoting healthier communities by targeting key local services, such as health and housing;
- Creating safer and stronger communities;
- Transforming our local environment;
- Meeting transport needs more effectively;
- Promoting the economic vitality of localities.

In turn government has identified a series of priorities and principles aimed at delivery of key goals for transport and education.

Shared priorities for transport¹:

- Improving access to jobs and services particularly for those most in need in ways that are sustainable.
- Improving safety.
- Improving air quality.
- Reducing problems of traffic congestion.
- Improving local quality of life.

Key principles for Education

The government has set out five key principles of reform underpinning the drive for a step change in children's services, education and training²:

- Greater personalisation and choice, with the wishes and needs of children, parents and learners centre-stage.
- Opening up services to new and different providers and ways of delivering services.
- Freedom and independence for frontline head teachers, governors and managers with clear simple accountabilities and more secure streamlined funding arrangements.
- A major commitment to staff development with high quality support and training to improve assessment, care and teaching.
- Partnerships with parents, employers, volunteers and voluntary organisations to maximise the life chances of children, young people and adults.

1.2 The Journey to School

Joint Education & Transport National Policy

In 2003 the government published policy guidance on how local authorities should address issues relating to the journey to school, '*Travelling to School An Action Plan*' and '*Travelling to School a Good Practice Guide*'.

Jointly published by the Department for Education and Skills (DfES) and Department for Transport this guidance demonstrates the need for a concerted effort from both transport and education sectors to tackle issues arising from the increasing reliance on the private car for the journey to school.

Travelling to School a Good Practice Guide details how the Government would like to bring about a step change in home to school travel patterns to cut congestion and pollution, but also to allow many more pupils to take regular exercise.

The DfES / DfT have set of a target of 2010 for all State funded schools to have an active School Travel Plan.

1.3 Darlington's Community Strategy

Through the work of 'Darlington Partnership', Darlington has developed a Community Strategy with a shared vision to enhance the quality of life for all members of our community.

Darlington's Community Strategy Visionary Goals

- An area creating and sharing prosperity
- A location for learning, achievement and leisure
- A place for living safely and well
- A high quality environment with excellent communication links

The Community Strategy is being delivered through eight themes; two to each of the visionary goals listed above. In working on the eight themes, the Partnership is prioritising the following outcomes:

- Improving the local economy
- Raising educational achievement
- Promoting inclusive communities

In delivering the Community Strategy, the Partnership is focusing its efforts on children and young people, older people and those living in the most deprived wards.

Recognising the fundamental role of education in the future of Darlington the community strategy sets out **'our aim – to ensure the highest quality opportunities exist in education, learning and training, improving school performance and raising aspirations and standards of achievement for all age groups'**.

1.4 Darlington's Transport Strategy and 'Town on the Move' Local Transport Plan

Darlington's Transport Strategy for the period 2006 to 2030, sets out the communities' vision for Darlington and how transport can make the lives of all those who live, work and relax in Darlington better.

The Transport Strategy will be delivered through the Second Local Transport Plan; covering the period 2006 to 2011, which includes a number of **'daughter' strategies including this School Travel Plan Strategy**. It will also be delivered through the Council's Sustainable Travel Demonstration Town national pilot project of smart travel initiatives. Both of these delivery programmes will be presented in one document entitled "Darlington: A Town on the Move".

1 Department for Transport Guidance on Local Transport Plans, December 2004.

2 Department for Education and Skills: Five Year Strategy for Children and Learners, July 2004

A Town on the Move – Sustainable Travel Demonstration Town

Darlington has been selected by the Department for Transport as one of three sustainable travel demonstration towns over a five year period from 2004. As such a town, Darlington has been awarded an additional £3.24 Million in revenue funding which will be used to implement a comprehensive package of measures to help tackle traffic congestion. Particularly through focusing on helping people make the best use of the existing transport network, for example through individualised travel marketing, school and workplace travel plans and greatly improved public transport information. The name 'Town on the Move' given to the project will also be used as the title of the Local Transport Plan for 2006 to 2011.

The Town on the Move initiative is helping to fund the work of a full time School Travel Plan Officer.

Cycling England

In October 2005 Cycling England, an independent body supported by Department for Transport, announced that they would be creating 6 Cycling Demonstration Towns. Darlington was selected as one of these towns. The towns will receive £1.5million matched funding to create improved cycling infrastructure, in addition to receiving expert guidance from Cycling England board members and support with any applications to the Department for Transport.

Working in partnership with the Sustainable Transport Demonstration Town project, the Cycle Demonstration Town Project will create high quality, connected, safe and convenient cycle routes and secure parking at a range of destinations. There will be a focus on improving access by cycle to the town centre and key destinations such as schools and employment sites.

The overall aim of this project is to increase cycling's modal share from the current level of 1% to 3% by the end of the project in 2008.

Transport Strategy Objectives

- A. To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington.
- B. To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need.
- C. To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network.
- D. To improve travel safety and security for all by addressing the real and perceived risks.
- E. To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips.
- F. To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food.

Objectives for the School Travel Plan Strategy (section 4) reflect the national and local priorities detailed within section one.

2 Schools in Darlington

2.1 Nursery Schools

There are two nursery schools in Darlington that are independent from primary schools. There are a number of other nursery schools that are attached to primary or infant schools.

2.2 Infant, Junior and Primary Schools

There are 30 schools that cater for primary aged children in Darlington. (Three infant schools, three junior schools and twenty-four primary schools).

2.3 Secondary Education

Within the Borough there are seven secondary schools three of which have specialist school status.

2.4 Special needs education

Beaumont Hill Technical College is the only special needs education facility. This school will be moving to the new Haughton Education Village, sharing the site with a secondary and primary school at Easter 2006.

2.5 School Admissions Policy

Most children attend the nearest appropriate school from their home address. However, some parents/ carers may wish their children to attend a different school. The Authority will comply with parental requests where a place is available in the requested school.

The schools admissions team deal with admission arrangements apart from in Voluntary Aided schools where this is the decision of the governing body. Parents/carers seeking admission should therefore contact the Head Teacher of their preferred school.

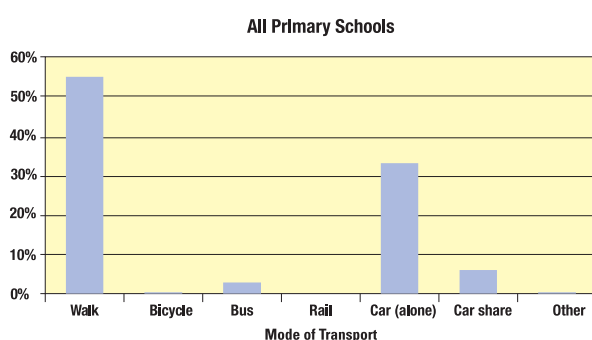
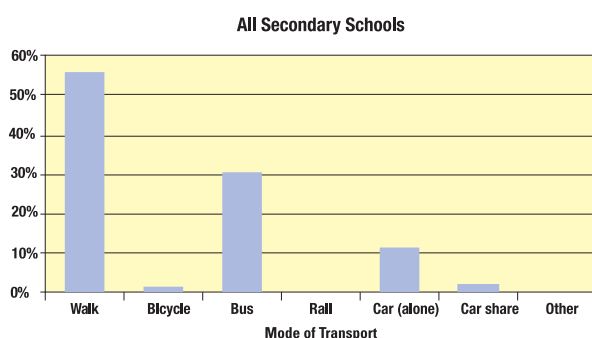
If a school is full in the appropriate year group, parents/carers can contact the Admissions Section and ask for their child's name to be added to the waiting list of the schools of their choice. When pupil numbers fall below the admission limit, children will be admitted from the list according to the priority order set out in the published criteria and not the length of time on the waiting list.

3 School Travel in Darlington

3.1 Current travel behaviour on the journey to school³

A 'hands up' survey carried out across all schools in Darlington in January 2005 has shown that walking levels in Darlington for school journeys are around 56%. This compares favourably to national averages. Cycling accounts for only 1 per cent across all schools in Darlington and although this is quite low, by promoting cycling in Secondary schools and Bike IT schools (see section 3.4) along with other schools we hope that this can be improved upon.

Car journeys where the child is the only passenger in the car account for 26% of journeys to school, 5% car share for this journey. (Share a car with a child from another household.)



Home To School Transport

Free home to school transport is available for pupils of compulsory school age to:

- The nearest appropriate and/or suitable Community School, if that school is more than two miles from the parents/carers home using the shortest walking route;
- The nearest appropriate Voluntary Aided (Church) School for pupils whose parents/carers adhere to that particular denomination and who obtain a place at such a school and where that school is more than two miles from the parents/carers home using the shortest available walking route.

The nearest suitable school is the nearest available school which offers an efficient full-time programme of education suited to the age, ability and aptitude of the child.

In 2005, 1065 pupils received transport to mainstream schools at a cost to the Authority of around £650,000 per year.

Concessionary Arrangements

Pupils who are not entitled to free transport may be offered a "concessionary" seat on a school contract vehicle if a spare seat is available. These seats, which are extremely limited, are made available at the discretion of the Authority and are subject to strict conditions and can be withdrawn at any time. Although there is currently no charge for a concessionary seat, the policy is under review and it is possible that a charge may be introduced. Currently 275 pupils travel on school transport in this manner.

Following a Change of Address

Where parent/carers move house, the Authority will not assist with travel costs to the existing school if it is no longer the nearest appropriate school. However, if the change occurs in the pupils' fourth and fifth years of secondary school (Years 10 and 11 of national curriculum) the Authority will provide assistance with travelling expenses to enable the child to continue to attend the same school.

Special Educational Needs

Transport requirements for children with special educational needs are considered as part of the full assessment of the child's needs. Individual requirements for transport will be identified during this process and appropriate arrangements made. Free transport will be provided to the nearest appropriate school or setting if:

- It is more than 2 miles from the parental home using the shortest walking route, or;
- The child has a severe or complex learning difficulty, behavioural problem or disability that could make it unsafe or impossible for the route to be travelled on foot, when accompanied by an adult.

If the needs are such that there are no associated transport requirements, the mainstream home to school policy will apply.

Where a child is of pre-school age, transport will be provided if the above requirements are fulfilled and the child has either a statement of special educational needs or is undergoing a formal assessment.

209 children received home to school transport in 2005 on the grounds of their special educational needs at a cost to the Authority of £436,941.

³ Data taken from Annual School Travel Survey 2005

Bus Behaviour Strategy

The School Transport Team within Children's Services have developed a set of travel safety rules which outlines the entitlement, responsibilities and (where relevant) consequences of bad behaviour on school transport for pupils, parents, drivers and passenger assistants and operators. The Team also works closely with schools to ensure that any incidents of bad behaviour are addressed

3.3 Accessing Darlington Schools - Accessibility Planning

The government has established a new framework for accessibility planning, which is to form an integral part of the second round of Local Transport Plans for 2006-11 and which will enable local authorities and other agencies to **assess more systematically** whether people can get to key activities, and to work more effectively on solving accessibility problems.

Darlington Borough Council and the Local Strategic Partnership (Darlington Partnership) have worked together in developing an Accessibility Strategy and are tasked with carrying out an audit to identify disadvantaged groups or areas with poor access to key services, and to develop action plans to tackle these problems.

Whilst the transport policy team took a lead role in developing the accessibility plan other relevant agencies, including the **Local Education Authority** were involved and are responsible for ensuring their policies and programmes incorporate and take forward the actions identified for them in the accessibility strategy action plan.

3.4 Existing School Travel Plans and Safer Routes to Schools Initiatives

The School Travel Plan Officer has been in post since September 2004. At that point there were five travel plans in place. There are now a further six travel plans in operation with another seven schools that have almost completed travel plans. Schools have become involved for a number of reasons, for example some schools have written travel plans as part of the planning conditions associated with new build, whilst a number of schools contacted the Borough Council directly to ask how they could work on resolving traffic congestion around schools.

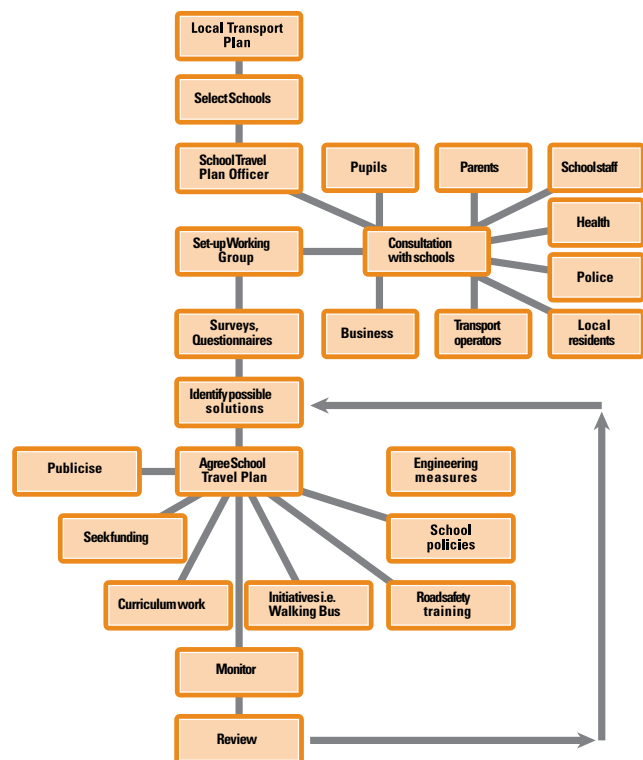
Process for Writing a Travel Plan

The most effective School Travel plans are developed by pupils, parents and teachers with support from the School Travel Plan Officer. **Figure 1** gives an example of the process involved in the development of a School Travel Plan.

Bike It

Three Darlington Schools are taking part in the Bike IT initiative, a nationwide scheme that aims to increase the number of young people cycling to school and on other journeys. The project is funded by the cycle industry and Department for Transport and supported by Cycling England. The participating schools have been selected for their enthusiasm for cycling, taking into account the potential to increase cycling in the area and the level of support available from the local authority.

School Travel Plan development process
Figure 1



3.5 Case Studies

Hummersknott School and Language College

Hummersknott School and Language College became involved in the Travelling to School Initiative in October 2004. The school initially made contact with the School Travel Plan Officer through their business manager who has led on the project.

The school allowed the pupils to take the lead on the travel plan through the year 7 and 8 student council. The pupils were brought together initially to gauge interest and we found that a large number of the pupils seemed enthusiastic about the project. A small group of pupils then met over a number of lunchtimes to design their

parent travel survey and pupil travel survey. The travel surveys were sent out to all parents with a freepost reply address. All pupils were given surveys to complete in year group assembly. In total 143 parents responded and 836 pupils returned survey forms, 1230 forms were sent to parents and the same number to pupils.

Once the School Travel Plan Officer had analysed the survey data the student council members organised a follow up meeting to move the travel plan forward. Members of the travel plan group worked in small groups to write the text for the travel plan following some suggested headings. The students were also given the aims that had been suggested by the business manager and discussed what actions would achieve each of these aims.

The pupils came up with a range of actions and many original ideas, all of which were considered and most of which went into the final travel plan.

Some of the work identified by pupils as important in encouraging walking and cycling, including the construction of a new cycle / pedestrian path and crossing facility and advanced cycle training for year 7 pupils has already taken place.

The school also sent some representatives to the Town on the Move Summit that was held in March 2005. The school pupils took part in workshops and contributed to discussions with a range of interesting ideas and suggestions.

The School Travel Plan Working Group made up of a number of year seven pupils is now working towards achieving the targets within the action plan and the school had a 200 space cycle shelter installed on the site during Autumn 2005.

Cycling levels when the school carried out their initial travel survey were around 2.5% and have risen to 6.0% in less than one year. This is due to a number of factors including the new secure cycle storage area, Advanced Cycle Training offered to all pupils and the school's involvement in the Bike IT project.

Dodmire Infant School

Dodmire Infant School contacted the Town on the Move team and requested assistance in writing a travel plan as they had problems with congestion and parents parking on the zig-zag lines outside of the school. The school faces rows of terraced houses and backs on to a green space.

The school appointed a member of staff to coordinate the writing of the travel plan. Meetings were conducted with the working group that consisted of the head teacher, nursery teacher, three teaching assistants (two of which

were also parents of children at the school) and the School Travel Plan Officer.

An initial survey was carried out in September 2004 to find out how children were travelling to / from school and how they would like to travel to / from school. The survey showed that the school already had high levels of walking (57%) and cycling (9%), car use was around 29%. Figures also suggested that walking and cycling could be much higher and car use cut by about 8%.

The school is now working on setting up initiatives such as a walking bus from a local shop car park and educating the children through the curriculum of their travel choices and the impact that they can make on the environment.

Since the school became involved in writing a travel plan they have taken part in Walk to School Week; held a road safety day which included workshops run by Sustrans on travel choices; and have continued to try to educate parents on their behaviour whilst parking near the school. The school intends to involve year two children in producing leaflets to be given to parents to encourage sustainable travel and sensible behaviour outside of the school gates.

3.6 Safer Routes to School

Funding is available through the LTP to implement schemes to improve safety on the school journey for pupils and parents. Through the travel plan process schools identify possible schemes that Safer Routes to School money can be spent on.

A previous Safer Routes to School project involved adding a footpath alongside steep steps leading underneath a railway bridge. Before this path was installed people with pushchairs, wheelchairs etc had to move onto the road as the steps made it impossible for them to stay on the footpath. Traffic lights were also installed to allow only one direction of traffic through the tunnel at one time.



4 Vision, objectives, indicators and targets

Vision:

To ensure that school pupils in Darlington have the opportunity to make a Safe, healthy, affordable and

enjoyable journey to school with the minimum practicable impact on the local environment.

Objectives and indicators

Table 1 details key and intermediate indicators relating to School Travel for the achievement of Darlington's Transport Strategy objectives.

Table 1

| Transport Strategy Objective | School Travel Plan Implications | Key indicators | Intermediate Outcome Indicators |
|---|---|---|---|
| A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | New school projects should include a School Travel Plan & appropriate infrastructure to promote sustainable travel. | | |
| B To improve access to employment, education, health, fresh food and leisure, particularly for those without access to a private car, those with a disability and those that have greatest need. | Accession modelling to provide accessibility for each site to inform the Travel Plan process. School location based on accessibility. Service provision to be considered in response to accessibility | Accessibility indicator to be determined | Number of Schools with a Travel Plan. |
| C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | | | % Non-car modal split for the journey to school. |
| D To improve travel safety and security for all by addressing the real and perceived risks. | Highlighting problem areas through parent and pupil surveys Increasing road safety information given to pupils and parents | BVP199 (ii) Child killed and seriously injured casualties BVP199 Child slight casualties | % Of school children that on leaving Primary School have received on road cycle training. % of children that by aged 14 have received advanced level cycle training % Of school children that on leaving Primary School have received pedestrian training |
| E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | Involve children and young people in promoting travel choices. | | Number of Schools with a Travel Plan. % Non-car modal split for the journey to school. |
| F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and food. | Provide guides for parents and pupils on choosing travel modes and highlighting activities available within the school | | Number of Schools with cycle parking. % Non-car modal split for the journey to school. |

Indicators and Targets

Targets and trajectories detailed in **table 2** are intended to be challenging, yet realistic, reflecting increased investment in improving the home to school journey through the second local transport plan and the Town on the Move sustainable travel demonstration town project; and evidence of best practice in achieving travel behaviour change for the home to school journey detailed in ' *Travelling to School a Good Practice Guide*' and *Smarter Choices – Changing the Way we Travel*.

Table 2

| Indicators | Baseline 1994-8 average | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
|--|-------------------------|----------|----------|----------|----------|----------|-----------------|
| BVP199 (Y) Child killed and seriously injured casualties | 10 | 8 | 7 | 7 | 6 | 6 | 5 |
| BVP199 (Z) Child slight casualties | 67 | 64 | 63 | 62 | 61 | 60 | 60 |
| | | | | | | | |
| | Baseline 2004/5 | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 |
| Mode Share of journeys to school (% of journeys by car) | 25.9 | 25.5 | 25 | 24.5 | 24 | 23.75 | 23.50 |
| % Of school children that on leaving Primary School have received on road cycle training | 35 | 45 | 50 | 55 | 60 | 65 | 70 |
| % of children that by aged 14 have received advanced level cycle training | 1 | 10 | 20 | 30 | 35 | 40 | 45 |
| % Of school children that on leaving Primary School have received pedestrian training | 0 | 15 | 30 | 50 | 70 | 90 | 90 |
| Number of Schools with cycle parking. | 9 | 19 | 24 | 29 | 34 | 35 | 35 |
| Number of Schools with a Travel Plan. | 5 | 18 | 24 | 30 | 35 | 37 | 38 ⁴ |
| Accessibility indicator ⁵ | | | | | | | |

⁴ 100% of all Darlington Borough Council managed schools

⁵ Appropriate cycling indicator to be set on a school by school basis

5 Delivering the School Travel Plan Strategy

5.1 The need for stronger partnership working

Traditionally Darlington's transport policy team have taken the lead in working with schools on individual travel plans, with limited input from the Children's services Department. Conversely Transport input into the long term planning of schools provision has often come into consideration at the later stages of new education development.

Stronger partnership working involving schools, pupils, parents and Darlington Borough Councils Children's Services and Transport Departments is essential to the delivery of a fully effective school travel strategy and to meeting the Council's and government shared priorities. (Section 1.0)

Externally we work closely with the PCT on schemes such as the Healthy Schools Standard, the PCT have also supported

previous Walk to School Weeks and provided activities for pupils to take part in.

Close links have been made with Sustrans through joint working on Links to Schools projects and workshops in schools and also through the Bike IT project. Sustrans have run a range of initiatives and events in schools supported by Darlington Borough Council and staff from both the Borough Council and Sustrans attend.

Darlington Borough Council and Darlington Partnership have developed a Local Area Agreement with a focus on children and young people. The LAA has set targets on Children and Young People, Safer and Stronger Communities and Healthier Communities all of which can be linked to school travel. Two of these sections have specific targets related to mode of travel and travel to school.

Table 3 details the areas of responsibility impacting on school travel.

Table 3 Suggestions of possible actions that could impact on pupils travel modes to / from school

| Lead agency | Impact on school travel | Potential timescale for change* (Short/medium/long) |
|------------------------------|--|---|
| Children's Services | Provision and location of schools Schools admission policy Provision of school transport | Long term Medium term Medium term |
| Highways & Transport Section | Provision of crossing facilities, footways, cycleways and other highway infrastructure. Provision of road safety measures, including restrictions on parking. Provision of bus shelters Road safety/ cycle & pedestrian training Traffic enforcement | Medium term Medium term Medium term Long term Medium term |
| Individual schools | School opening hours Facilities within schools (e.g. cycle parking) Schools admission policies (Church Schools) | Medium term Short term Medium term |
| Parents | Traffic around school gate (impacting on others travel choice). Primary influence on pupils current and future travel behaviour | Short term Long term |
| Bus Operators | CCTV on buses to improve personal security Traffic enforcement | Medium term Short term |
| Durham Constabulary | Real and perceived safety on local streets | Medium term |
| Community Wardens | Real and perceived safety on local streets | Medium term |

* Short term (less than 6 months), Medium term (6 - 18months), Long term (greater than 18months)

5.2 Programme for delivery

To achieve a schools education service that all pupils can access in a safe and healthy way the Council and its partners must focus resources on a strategic programme of delivery, working with existing schools on improving the home to school journey and looking ahead to include accessibility planning for all travel modes in future development plans for new and existing schools.

Officers responsible for Transport and Children's Services must take lead responsibility for respective elements of the Strategy.

A control system utilising the Performance Plus programme will be employed to ensure that the Council is meeting its strategic objectives for school travel.

5.3 Transport Policy and Highway Sections

Through the School Travel Plan Officer the Transport Policy and Highway sections will take a lead on the development and implementation of individual school travel plans. This to include:

- Identifying existing travel patterns
- Identifying and reporting issues surrounding the home to school journey
- Design and implementation of highway measures improving the home to school journey
- Provision of road safety, cycle, bus behaviour and pedestrian training
- Liaison with Durham Constabulary and the Community wardens.
- Events promoting sustainable travel to school
- Curriculum material supporting classroom activities in relation to the home to school journey

5.4 Education Section

- Managing the School Bus Service
- Management of Schools admissions policy
- Accessibility planning in relation to the location of existing Darlington schools and future changes in school provision. (Location and times of operation)
- Development of new and existing school sites

5.5 Action Plan

| Action | Lead Officer | Start |
|--|---|----------------|
| School Travel Plan Strategy Officers group to meet 4 times per year. ⁶ | School Travel Plan Officer | September 2006 |
| School Travel Plan Officer to attend Regional meetings | School Travel Plan Officer | Ongoing |
| Complete 7 – 8 School Travel Plans per year. | School Travel Plan Officer | Ongoing |
| Provide cycle training for all year 6 pupils | Road Safety Officer | Ongoing |
| Provide cycle training for all year 7 pupils | Road Safety Officer | September 2007 |
| Publish and regularly update a portfolio of key stage 1 & 2 materials. | School Travel Plan Officer | May 2006 |
| Coordinate and promote a number of key events including national walk to School Week and national Bike Week. | School Travel Plan Officer | May 2005 |
| Collect data on the home to school journey at least once each year. | School Travel Plan Officer | Ongoing |
| Produce and evaluate accessibility plans for all existing schools. | Children's services | July 2005 |
| Produce and evaluate accessibility plans for proposed school sites. | Children's services | July 2005 |
| Annual review of School Travel Plan Strategy | Principal Transport Officer/ School Travel Plan Strategy Officers group | August 2007 |

6 Monitoring and evaluation

The School Travel Plan Strategy will be monitored through the 'basket' of indicators detailed in section 4.2. Progress towards achieving targets will be reviewed annually as part of the Local Transport Plan, annual progress report.

The annual review will include recommendations on 'stretching' targets where these are being met ahead of time and on the allocation of additional resources or implementation of additional measures where targets are not being met.

⁶ Darlington Borough Council Officers and partners i.e. Police, PCT

ANNEX 9:

Public Rights of Way Improvement Plan Statement of Action

Background to the Statement of Action

Improving access to quality countryside provides a wide range of benefits to the community such as increased levels of health, a better understanding of where you live, greater social integration, increased economic well-being and a higher quality of life. The process of adapting existing Public Rights of Way and creating new routes, in order to achieve improved access, has been given increased impetus by the Countryside and Public Rights of Way Act 2000 (CPROW). What follows is a statement of action as to how Darlington is preparing to carry out this new set of duties and how it is moving towards the production of a full Public Rights of Way Improvement Plan scheduled for publication in the Summer of 2007

Description of the Darlington area

The Borough of Darlington is located in the west of the Tees Valley bordering the River Tees and North Yorkshire to the south; the rolling hills of Teesdale to the west; and the coalfields of County Durham to the north. The Tees Valley generally is a highly urbanised and industrial area. Darlington shares some of these characteristics but is distinguished in the sub region by having a relatively extensive, (4/5 of the borough area) rural element, particularly in the north and the west.

The Existing Network of Darlington's Public Rights of Way

Quantity

Darlington Borough has just over 300km of Public Rights of Way (PROW) of which approximately 30km are located within the town of Darlington itself. Many of the surrounding villages have a good network of Public Rights of Way both around the villages themselves and linking them with neighbouring settlements and the main urban area of Darlington.

The north and north east of the Borough are particularly well served with Public Bridleways in addition to a good public footpath network and a number of cycle and horse riding routes. The remainder of the Borough is less well served with bridleways but still offers a good and comprehensive public footpath network.

Quality

Inevitably the quality of the network varies considerably across the Borough. Generally the condition of the network is moderately high with 83% of all paths open and available for use and well waymarked (BVPI 178). However, this masks the degree to which much of the network is unappealing, failing to produce any real 'value for money' benefits to the local population.

For example, many urban fringe paths pass through low quality landscapes with high levels of litter, areas of bad drainage,

inadequate field margins and poor way marking. In other areas the reverse is true where there are high quality and easy to follow paths through rich, biodiverse and attractive landscapes close to where people live.

In the case of the high quality paths, they are largely there because of popular pressure, receiving resources because of the high level of use and corresponding demand for action from the PROW team. On the other hand, poor quality parts of the network receive less attention, partly because of what it would cost to make them attractive and desirable and partly because of the lack of interest the public have in them. In some cases however this means there is nowhere for people in these areas to access quality countryside and the population choose to drive to other venues or seek other activities entirely. What is being characterised here is an approach to managing the network, which is largely reactive while a move to a strategic approach would begin to bring many benefits. It is the main aim of the PROWIP to see this more strategic approach undertaken as a way of matching the joint causes of quality and need.

In its present form, Darlington's network offers Public Rights of Way facilities to a selection of markets. These can be split up in the following way-

Local Use

Firstly, it is predominantly a system of routes for local recreational pursuits. These can be described as those in fairly scenic parts of the town, especially in the south and west towards the River Tees and to the north towards the villages of Brafferton and Barmpton. In addition the villages of Heighington, Middleton St George and Hurworth all have networks that are used to a moderate level by local people, predominantly for recreational purposes. This aspect of the network, i.e. a provision aimed at local use with frequent repeats, can be successfully added to by raising the landscape quality of the network in other carefully targeted areas. In particular, Darlington's community forestry process is helping greatly with this aspect of the provision. At present much of the south and east of the town is made inaccessible by the presence of the A66, a very busy trunk road. On the other hand, the A1, a fully-fledged Motorway is not such a barrier to the network with many bridges and underpasses bisecting this major trunk road.

Transport

Darlington's urban network of Public Rights of Way links well with other non definitive routes allowing for a significant contribution to walking and cycling levels around the town for transport purposes. Twenty five percent of all trips undertaken

by Darlington residents (living in the urban area) are on foot and a further 1% are by bike and, whilst only a small amount of these are on Public Rights of Way, maintaining and improving the Public Rights of Way network will help this figure grow.

Tourism

In its present form, the Darlington network also provides some degree of infrastructure, that serves as a venue for tourism, both for day visits and for longer stays. This is predominantly in the villages, away from the main Darlington area and is limited in scope, unable to compete with the far more impressive countryside within easy reach of the Borough. In terms of opportunities for change, the Council is looking at improvements to some of these Darlington paths, which are close to other rural diversification projects such as farm tourism initiatives, existing small-scale attractions and improved routes close to the main urban area.

Long Distance Touring

The current network also provides for a small amount of long distance walking, cycling and horse riding. The most obvious of these is the Teesdale Way while other routes include the four promoted off road circular mountain bike rides and a number of circular walks promoted by the Ramblers Association. In the case of the latter however, these suffer from a profound lack of maintenance on some of the most attractive footpath and bridleways which if improved could make the walks and rides much more popular. Concentrating on improving the wider network on these targeted routes would be the most effective use of resources although there is a danger of allowing the rest of the network to fall by the wayside.

While providing the only means very often for people to explore the countryside it has to be accepted that much of the network is seldom used. Identifying which paths these are and why they are unpopular is an important part of compiling a PROWIP. Some of these reasons can be described thus:-

- **Low levels of walking, cycling, riding within the rural communities.** Some of the outlying small villages exhibit signs of a very low level of use of the PROW network. People who choose to live in these locations also appear to avoid using the network. In the larger villages this is less of a factor, with signs that, like the urban area, a small number of paths are used a great deal whilst the majority are lightly or seldom used.
- **Poorly maintained network with resources concentrating on the more frequently used paths.** This to some extent is inevitable but with New Cross Compliance legislation landowners should in future be better custodians of the network, without so much need for costly and time consuming enforcement from the local authority. Also, with a more strategic approach to managing the network and with new resources through the Second Local Transport

Plan the best opportunities for improving the network can be exploited.

- **Low level of landscape interest.** Much of Darlington is surrounded by intensively farmed land, which is often of little interest to the walking public. This is where a more joined up approach to land management could be beneficial. The use of agri-environment schemes aimed at improving both quality and accessibility of the countryside could deliver very positive results in this respect. This combined with other biodiversity schemes could be very effective in providing improved quality access.
- **Dangerous road crossings on the urban fringe.** (See above under local use.)

Matching reality with vision

With the data from the extensive surveys carried out as a part of the improvement plan process, the plan will attempt to identify possibilities to update the network into a facility better adapted for today's demands. In particular, efforts will be made to-

- Identify short circular paths through quality countryside,
- Provide improved access to larger areas of countryside close to people's homes
- Identify opportunities for people to enjoy the countryside more conveniently by bicycle or on horseback as well as by walking

The Public Rights of Way Service in Darlington, now and in the future.

The Public Rights of Way service in Darlington aims to provide a high quality service in the maintenance of existing Public Rights of Way as well as develop the network in order to provide for the needs of the future. As mentioned above, the network is generally in a good condition with a BVPI 178 score consistently in the region of 80%, putting it in the top quartile of comparable authorities. It is considered however that the service is nearing its peak in terms of this indicator and that further improvements will only come about through adopting a more strategic approach, which in turn will not substantially affect the BVPI figure.

Staffing

With two full time Public Rights of Way Officers for 320 kilometres of path, Darlington sets out to maintain, and promote its network for the benefits of all Darlington people across the Borough. The delivery of the attached programme will inevitably require additional staff resources and although some of this will come through working in partnership with other organisations it is anticipated that one additional full time member of staff will be needed to make progress with the attached programme.

In providing the Public Rights of Way service the Council works in partnerships with a variety of organisations.

These are:-

■ Healthy Walking groups

Encouraging people to become more active in their everyday lives is becoming increasingly important. This is particularly underlined by the fact that Government funded schemes have been established over recent years, showing the commitment being made to improving people's health and the link that can be made between health and their surrounding environment. Studies across the country have shown that taking exercise in the outdoors not only has many physical benefits but also contributes to a healthier mental state. This evidence in turn shows Public Rights of Way in a new light and consequently, they are increasingly being seen as a potentially low cost means of providing opportunities for exercise for all members of the public.

The Countryside Team (including the PROW Officers) works with Darlington Primary Care Trust to deliver the Walking for Health Initiative, in particular lunchtime walks in the urban area.

This provides Local Authorities with an excellent opportunity to promote the network to the general public and encourage users to go out and enjoy their local Public Rights of Way. In turn, it is essential that the Local Authority is able to maintain and constantly improve the Public Rights of Way network so users will enjoy their time and return to the facility in the future. Locating funding sources is essential in enabling this process to take place.

■ The Primary Care Trust

In accordance with these trends Darlington's PROW service in partnership with the Primary Care Trust, local walking groups and disabled groups and many other partners, has already set up programmes and produced promotional material to address many of these issues. This includes a programme to develop short circular routes as well as routes within Local Nature Reserves situated on the urban fringe. This is aimed at restricted mobility groups, at people with no access to a car, at young people and at people without previous countryside experience.

■ VIP

An example of good practise has been the Countryside Teams partnership with Darlington's Visually Impaired Walking Group where in two years the group has made 18 excursions with a total of 150 people visits, taking people out into the countryside away from the noise and distractions of the town environment.

■ Planning

In addition Darlington's PROW service is working closely with the Planning section to ensure new developments are planned around the existing Public Rights of Way network and, where possible, new and improved access is made

available and existing paths made more commodious for use by a wider section of the public.

■ Transport

Close working relationships are also formed with the Transport Policy section helping to deliver improved links through the town, helping improve the green infrastructure of the urban area and encouraging people to use more sustainable modes of transport. The Public Rights of Way team alongside the countryside team are working very closely with the 'Town on the Move' team do explore where such developments can be made and how to carryout out these improvements in a strategic fashion.

The service has also established a programme aimed at promoting these developments as and when they occur. This includes guided walks, self guided trails, leaflets and publications and a variety of countryside events aimed at introducing people to a healthier lifestyle.

■ Business.

Opportunities to improve the network are sort in partnership with the private sector, with landowners as previously mentioned where improvements in access provision are being delivered through a variety of means and with developers where urban fringe land is allocated for urban to countryside links.

■ Education

Working on school travel plans with the Council's 'Town on the Move' school travel plan officer looks at a number of Public Rights of Way in the town as options for safe routes to school. The PROW team has also worked on a number of initiatives around the concept of School Adopt a Walk with Darlington's local schools. This is a project to which we intend to increase our input with substantial benefits on offer in terms of local knowledge and identity and young people's health. It is an area that can be linked closely to Darlington's Local Area Agreement and the Child Obesity Strategy.

■ The Local Community.

The PROW team are engaged in building contacts with local community partnerships, local 'friends of' groups such as Friends of West Park, and various fora and interest groups around the borough. The aim is to work with these groups to produce community walks within or near communities. It is envisaged that the team will partner at least one new community group each year and produce one new community walks leaflet each year.

In the same vane it is intended to improve the provision of community based countryside access information maps. There are currently two in the borough at present but a target of one a year for the next five years is thought realistic.

■ User groups

Working with user groups is underdeveloped in Darlington although we have a good Cycle Forum in the Borough and a good working relationship with the Ramblers Association, Sustrans, the British Horse Society and others. We currently have a Countryside Access Liaison Group that meets once or twice a year and includes representatives of landowners groups, user groups and voluntary organisations. During Spring 2006 we will begin a project looking at the urban walking agenda in close partnership with the Ramblers Association.

■ Community Forestry

The Council is also a member of the Tees Forest and the North East Community Forests whose remit is to extend the community woodland principle to areas of urban fringe. To this effect, over 150 hectares of new open access community woodland has been made available in Darlington borough in the last 5 years and Tees Forest remains a key partner in identifying new opportunities for continuing this important process. These forests contain many kilometres of new public access paths. They also substantially increase the demand for green routes from the urban fringe to these new woodlands, further improving access.

The Tees Forest was also the principal partner in activating the Tees Valley Equestrian Strategy, which looks at the increasingly unequal relationship between bridleway provision and local need. It has as its central tenet that riding on quiet roads is becoming increasingly unsafe with higher car usage and higher speeds. It is the contention that any strategy concerned with improving public access for equestrian users should look in the long term at making equestrian road use no longer necessary. The process would be to look at substituting road use with quality alternative off road equestrian provision throughout the countryside. Darlington's PROWIP will adopt this principle and begin the process of identifying a way forward for achieving this long-term undertaking.

Local Strategies

Darlington's Community Strategy identifies the ***protection of the natural environment*** as a key theme. Combining good access opportunities and attractive countryside is a way of achieving one element of the key theme in the strategy. By encouraging people to directly experience quality countryside on their doorsteps they better understand the importance of the green environment and the opportunities it offers.

Many of the Council's other strategies complement this process including the draft Open Spaces Strategy, the draft Countryside Strategy, the options paper on the Local Development Framework, the Tees Forest Sport and Recreation Strategy and the Tees Valley Equestrian Strategy.

Developing a Public Rights of Way Improvement Plan

Introduction

Darlington sees the Public Rights of Way network as a facility that can address a whole cross section of issues including those connected with quality of life, the health of people in the Borough and the economic well being of Darlington and the Tees Valley. With this in mind, we are working towards producing a Joint Tees Valley PROWIP with Stockton Borough Council (SBC), Middlesbrough Borough Council (MBC) and Hartlepool Borough Council (HBC) with the aim of improving countryside access across the sub region. These four authorities also cooperate on providing a joint Local Access Forum (LAF) for the sub region, with Redcar and Cleveland Borough Council for the present choosing to go it alone. Working closely with our neighbouring authorities on these issues enables Darlington to minimise the duplication of work that would follow from having single LAFs from each authority. It also enables the many cross border issues that arise to be dealt with strategically. In this way the efficient use of resources is maximised.

CPROW

The Countryside and Public Rights of Way Act 2000 (section 60) stipulates that all Highway Authorities should research and publish a Public Rights of Way Improvement Plan (PROWIP) by November 2007. Under section 60, the PROWIP is required to address the following issues:

- The extent to which local Public Rights of Way meet the present and future needs of the public.
- The opportunities provided by local Public Rights of Way for exercise and other forms of outdoor recreation and the enjoyment of the area.
- The accessibility of local Public Rights of Way to blind or partially sighted people and people with mobility problems.

The research undertaken has identified localised access issues and allows the Highway Authority to adopt a strategic approach in managing its Public Rights of Way network.

Contained in this document is the Statement of Action, which details how the authority intends to deliver its PROWIP. It identifies matters arising from the assessments made during the condition survey, the consultation process and the definitive map work, all of which has or is being carried out as a part of the research phase of the PROWIP. These proposals will in turn be used to secure funding from a variety of sources, necessary for the implementation of these Public Rights of Way improvements.

The Process to Date

Darlington Borough Council has progressed well with the process of gathering information for its PROWIP. There are three main phases involved:

- Condition survey – ‘**Where are we now**’ we are well on the way to carrying out a full conditions survey on all the Public Rights of Way in the borough and aim to have this completed by the end of July 2006. We have surveyed approximately 50% of the network to date. The condition survey looks at the use value of the existing network recording its accessibility, its convenience, its suitability for different user groups and how easy it is to follow. Also as a part of the conditions survey, an assessment of the important nature conservation and landscape interest will be made and how these can be enhanced through the improvement process. In particular the survey will record the importance of field boundaries, river corridors, woodland and scrubland as well as wetland and other features that lie across or adjacent to Public Rights of Way. The survey will pay particular attention to identifying easily accessible walking, cycling and equestrian routes for everyday use by the general public.
- In addition we are identifying possible circular routes, as well as noting where possible improvements to the network maybe achieved through such activities as, the integration with other access agreements such as, agri-environment schemes, creations/diversions/extinguishments or the use of specific permissive agreements.
- As a part of the conditions survey it is also intended to carry out a recreation audit. This will look at how the existing network links to and with different sites of interest. For example it will show links to historical and archaeological sites as well as parks, Local Nature Sites, countryside parks etc. From this, the Council can start to determine any deficiencies that exist and put into place projects that help to reduce or remove these deficiencies.
- Consultation process - ‘**What People Think**’ – we have so far consulted the general public and have the initial results from a process that used the Darlington Council’s Citizens Panel. Other questionnaires targeted the opinions of landowners as well as a whole range of stakeholders with an interest in the Public Rights of Way network. These have revealed a raft of interesting results, which will help us tackle the task ahead of providing a PROW network suitable for the 21st century. We are still waiting for additional analysis of the questionnaire returns but an initial overview suggests that landowners are interested in improvements in PROW if it helps their business in some way. However, our rare experience of trying to create new definitive paths suggests this process can be very costly, with landowners looking for large amounts of compensation. As for the responses from user groups, one conclusion so far is a

clear concern with the need to provide more routes to provide access for all. Making sure that Darlington caters for all abilities is a strong element of the programme for the next 5 years. (See disabled section in action plan)

- Definitive Map study – Generally Darlington’s definitive map has been kept up to date with only 11 diversions and one definitive map modification order currently outstanding. We are currently working on routine Public Path Orders as well as locating and dealing with anomalies on the Definitive Map.

Results to Date from the Conditions Survey

From the condition survey, we can say that the network is in a reasonable to good state of repair with the majority of Public Rights of Way being open and obstruction free. Best Value Performance Indicator surveys carried out in May and November 2004 showed in both instances that over 80% of the Public Rights of Way inspected had no identifiable problems.

A number of issues were raised through this condition survey of which a sample are identified below.

- **Obstructions**
Firstly, it highlighted where there is potential to either reduce the amount of countryside furniture or improve it so as to better address issues raised by the Disability Discrimination Act 1995. For example, the removal of obstructions and barriers along Public Rights of Way where possible opens up the network for a more comprehensive set of users. These include countryside furniture such as stiles that are too high and difficult to open gates. These can in some situations be seen as obstructions, especially for the ambulant disabled, the elderly, wheelchair users, and could include families with pushchairs or young children. Solutions can include replacing stiles with kissing gates or where possible simply leaving a gap. Landowners are also encouraged to incorporate suitable user-friendly furniture wherever new works are undertaken.
- **Surface Quality**
The survey revealed the need to address certain surface issues, especially on the very popular paths where high use has led to serious erosion and frequent complaints. Also in this category are drainage issues, which can present serious problems to the network user if left unattended. Darlington has predominantly clay soils and this leads to frequent problems associated with poor drainage.

- **The Need for Quality Countryside.**

This issue, although infrequently mentioned when asked directly, is born out by the condition survey with areas of quality countryside near habitation being by far the most popular areas used by the public. Not surprisingly people will go to places that are easy to find, easy to follow, feel safe etc but most of all they are attracted to places that make them feel good. These tend to be areas that have good scenic quality, are litter free, have high levels of biodiversity with woodland and water being the most popular and provide a sense of freedom.

- **The Need for a Good Annual Maintenance Strategy**

Currently resources are carefully targeted at the more popular routes with a single annual grass cut in May – June. This allows for relatively unhindered passage for most of the year for the majority of the Public Rights of Way users. Unfortunately, this leaves a percentage of paths (some 30%) difficult to use due to over growth and their infrequent use serves to compound the problem particularly later in the year.

- **The Importance of Enforcement of Landowners Responsibilities.**

The condition survey revealed the continuing importance of the need for enforcement as despite nearly a decade of increased resources spent on instructing farmers and landowners on their duties to public access, there continues to be serious failure on the part of a few, to carry out the necessary works. Every year a number of paths are either not reinstated or the work carried out is inadequate requiring enforcement action from the PROW officers.

- **Links to other transport networks**

Another important issue raised by the surveys was the need for important links to other transport providers. Having good signage from the road network and from the urban area, insuring the provision of good green links from the urban area, providing good public transport links to clearly defined start points, having good information on how to use the links are all important parts of making the PROW network easy and available for use.

- **The Accuracy of the Definitive Map**

The condition survey also raised the issue of anomalies on the Definitive Map. (i.e. situations where the Definitive Map did not correspond with what is found on the ground.) Updating the Definitive Map is an important aspect of the PROWIP and is also a requirement for every Highway Authority. All anomalies need to be addressed and acted upon in order to keep an accurate record of all Public Rights of Way in the Borough. Public Path Orders also need to be recorded in order to update the Definitive Map.

- **Requirement for more equestrian provision.**

In places where there is a high use of bridleways by horse riders, the bridleways are often unusable by any other user. This needs addressing within the confines of a well worked out Equestrian Strategy for Darlington.

The Citizens Panel questionnaire also raised many important issues and indicated where improvements should be targeted.

For example:

- First and most importantly, nearly two thirds of Darlington people consider that they have used the Public Rights of Way network in the previous year. This is an impressive figure and reflects the amount of useful links existing within and on the edge of the main urban area. However this may reflect the fact that Darlington has quite a good urban network so many people may be only using these easily accessed paths.
- 17% use the network daily and an additional 17% on a weekly basis. An additional 20% or 54% in total use Public Rights of Way monthly. Only 20% never use the network.
- However, only 23.7% of respondents were confident they knew where their local Public Rights of Way are, suggesting the need for increased publicity and marketing.
- There is a general lack of knowledge regarding who can use which Public Rights of Way. i.e. whether a cyclist can use bridleways or not. Better signage and improved information will help this.
- The main activity carried out by Public Rights of Way users is walking (98% of users), followed by cycling (17%) and finally horse riding (0.9%). This is in spite of a huge increase in equestrian activity suggesting that the road network is still the preferred public facility for exercising horses. It also suggests an increase in cycling provision is necessary, particularly with the big increase in the popularity of off road bikes.
- There is a strong desire for routes of less than 3 miles, taking under 2 hours to complete. People were particularly keen on circular routes. Darlington's programme on community based short circular walks is aimed at precisely this group.
- Not surprisingly, there is a high demand for routes through areas of a high quality landscape, especially along waterways and through woodlands.
- Despite there being a relatively high awareness of locally promoted routes, there is only a limited uptake suggesting that these are in the wrong place or difficult to get to. This suggests the need for new more accessible promoted routes.
- Good signage and well maintained obstruction free routes were seen as probably the most important feature to encourage use.

The proposals made in the accompanying Statement of Action have been put together with reference to the results from the three surveys so far undertaken. It is important to state at this point that this is not the full extent of our investigation phase and we will be continuing with our consultation process with proactive site visits being made to various points of the Public Rights of Way network in order to maintain an up to date picture of where improvements can be made to Darlington's PROW. We are also, in line with guidance, proposing to work with our local steering group to ensure all the Darlington public are given the opportunity to have their say

The Statement of Action

The Statement of Action tabled below, has been developed in response to the results of the consultation process, associated with the production of the PROWIP. The actions will be revised once again as this consultation process is finalised. This programme, largely but not entirely dependent on future additional funding will go a long way to addressing the problem of lack of access to quality countryside in Darlington Borough.

Proposals resulting from investigations into the Rights of Way Improvement Plan for the Local Transport Plan March 2006

1. Public Path Orders

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|--|--|---|-----------------|-----------------|--|----------------|--|
| 1.1 There are a number of outstanding Public Path Orders. | Process all current and outstanding Public Path Orders. | a) Pursue all outstanding Public Path Orders of which there are currently 11 diversions + 2 modifications as well as pursue new orders as and when they occur. b) Establish realistic timescales for the completion of each diversion. c) Work through each systematically. | £20,000 | 2007 | DBC (Countryside, Legal) Landowners Utilities Disability groups Walking groups, Cycling groups Horse riders Other user groups | DBC | This will improve the ROW network thus improve access (Accessibility) in the Borough, encourage people to be active (Quality of life), take horses off the roads (Road safety). |
| 1.2 Public Path Order requests come in at regular intervals. | Process Public Path Orders as and when they are requested. | a) Establish a process to ensure Public Path Orders are processed within a set timescale. | £3000 per annum | On going | DBC (Countryside, Legal) Landowners Utilities User groups | DBC | |

2. Promotion of the Rights of Way Network

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|--|--|--|--|--------------------------|--|---|---|
| 2.1 There is a general lack of knowledge as to who can use the various rights of way. | Produce a ROW information leaflet explaining users rights and ensure the distribution of this and existing publications aimed at the same purpose. | a) Consult with Transport Section regarding content. b) Gain quotes from printers. c) Print and distribute d) Work with partners such as the CLBA and the Ramblers. e) Distribute literature | £2000 | 2007 | DBC (Countryside, Transport, Leisure Services) Tourism CLBA Landowners Ramblers | Tourism PCT Leisure | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |
| 2.2 There is a strong feeling people would use the ROW network if there were more info about them and their location. ROW Publicity Leaflets - | "Independent Walking Pack" Other leaflets e.g. "Bridleways and Back Lanes in Darlington" (Offroad cycling) | a) Sustain existing info completed in partnership with other organisations. Reprint existing leaflets & Development of new literature | £1500 per annum £5000 per annum | 2006-2011 (On going) | DBC (Countryside) Darlington PCT User groups | Darlington PCT Cycling England | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |
| 2.3 There is a good knowledge of but limited uptake of promoted routes. | RoW Publicity Events - "Annual Walking Festival" | a) Organise walks with user groups. b) Organise extra activities and requirements e.g. marquees, stalls. c) Publicity. | £2000 per annum £5000 per annum | 2006-2011 (Annual event) | DBC (Countryside, Transport, Leisure Services) Tourism User groups Darlington PCT Darlington walking groups cycling groups equine groups | DBC (Countryside) Darlington PCT | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|--|--|--|--|---|--|---|---|
| | RoW Publicity Events - Programme of guided walks and events | a) Establish walks and leaders. b) Publicity. | £1500 per annum £500 per annum | 2006-2011 (On going) | DBC (Countryside, Leisure Services) Tourism | | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |
| 2.4 There is a demand for short circular walks in the Borough concentrating on the urban fringe. | Community circular walks | a) Establish new walks at suitable villages and urban fringe. b) eg Middleton St George Neasham Hurworth Heighington Various Darlington wards c) Produce leaflet and publicity. | £3500 per annum to produce one community walks leaflet with promotional and a further £2500 per annum to improve the paths affected. | 2006-2011 (one community per annum) Possible focus would be Darlington's industrial past. | DBC (Countryside, Transport, Leisure Services) Tourism Landowners User groups Parish Councils | Town On The Move Landowner Parish Councils Darlington PCT North East Community Woodland | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |
| | Renewing and installation of village info maps located on site | d) Identify villages with maps in need of renewal and those with no maps at present. e) Identify local info needing to be displayed. f) Consult with local groups. g) Publicise. | £1000 per annum | 2011 (On going) | DBC (Countryside) Parish Councils User groups Local residents Landowners Tourism | LTP DBC Countryside Parish Councils Landowners | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |
| 2.5 A number of successful leaflets are now out of print | Reprint and update "out of stock leaflets" | "Brafferton Village Walks" "Piercebridge to Hurworth Place - Teesdale Way" "Hurworth to Low Middleton Teesdale Way" | £4000 per annum | 2006-2011 (On going with increase no. of leaflets being produced to keep stocked.) | DBC (Countryside) User groups Previous funders | Previous funders | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |
| 2.6 Rights of Way users enjoy quality landscape walks through woodlands. | Geneva Wood Drinkfield Marsh The Whinnies | a) Identify possible links within the site and install network. b) Carry out creation order. c) Maintenance of paths | £3000 £4,500 (path orders) £1,500 per annum | 2007 | DBC (Countryside, Estates, Planning) Local Nature Reserves Officer Landowners North East Community Forest | LTP (Walking) Land fill tax | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |
| | Low Dinsdale Wood | This wood has many wet sections that are easily eroded. Work is needed to add in duckboarding, drainage etc. (Project document available on request) | £5000 £500 per annum maintenance | 2007 | DBC (Countryside) North East Community Wood Landowner | | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|---|---|--|---|----------------------|--|--|---|
| | South Burdon Woodland | a) New trails created particularly family cycle trails. b) Leaflet produced. c) Information board provided d) Annual maintenance | £150,000 £5,000 | 2010 | DBC, Forestry Commission, The Tees Forest | Forestry Commission, DBC, Nat Lot LTP/Cycling England | |
| | Skerningham Wood | e) Diversion is required. f) Require provision of car park, signage, interpretation maps, leaflets, guided walks programme, new links, bridge. g) Annual maintenance | £1375 £50 000 £5,000 | | DBC (Countryside) Landowners North East Community Forest | LTP/Cycling England North East Community Forest | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |
| 2.7 Rights of Way users enjoy quality landscape walks along waterways | Access along the River Tees | h) Identify points where there is no/limited access along the River Tees. i) Negotiate with landowners for diversions/creations for Sockburn Loop Rockcliffe Loop Caravan park-Newbus Grange Loop. j) Annual maintenance | £2000 per annum £150 000 £5,000 | 2006-2011 (On going) | DBC (Countryside, Legal, Planning) Landowners User groups DEFRA | LTP | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |
| | Access along the Teesdale Way (an E2 route) | A number of sections follow roadsides with no pedestrian provision a) Identify "at risk" sites - Stressholme to Hurworth Place section. b) Plan suitable crossings/walkways. | £10 000 | 2006-2011 (On going) | DBC (Countryside, Planning, Highways, Legal, Transport) Landowners User groups | LTP (Road Safety) | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |
| | Access along the Skerne | a) Identify points where there is no/limited access along the River Skerne. b) Plan suitable routes and enter into negotiations with landowners. Creation up to Barmpton Hall. | £2000 per annum +5% pa inflationary rise £10 000 | 2006-2011 (On going) | DBC (Countryside, Planning, Estates, Legal) Landowners User groups DEFRA | DEFRA | This will improve people's awareness (Accessibility) of ROWs thus encourage more people to take up activities (Quality of life), reduce no. of cars on road (Road safety, Congestion, Air pollution) |

3. Safety on Rights of Way

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|---|---|---|--|----------------------|---|---|---|
| 3.1 The A66, A67 and A68 run through Darlington Borough and sever several ROWs making crossing dangerous. | Safe crossing points where ROWs have been severed by major roads. | a) Identify "at risk" sites and prioritise regarding promoted routes. b) Plan suitable crossings/walkways. | 2 bridges over A66@ £1 million 10 Traffic Islands@ £100 000 | 2006-2011 (On going) | DBC (Countryside, Highways, Transport, Legal, Planning) | LTP/Cycling England DETC Highways Agency DEFRA | ROW users are placed in dangerous situations at certain points on the ROW network. Improving safety (Road safety) would improve access (Accessibility), make more people confident to use the network (Quality of life) and reduce the nos. of car trips (Congestion, Air quality). |

| | | | | | | | |
|--|----------------------------------|--|---|-----------------------------|---|-----|---|
| 3.2 Giant Hogweed is a health and safety risk along riverside rights of way. | Giant Hogweed removal along ROWs | <p>a) Identify sites where there is giant hogweed.</p> <p>b) Organise for annual spraying and removal.</p> <p>c) Publicity re dangers of contact with plant and precautions.</p> <p>d) Organise a steering group with other neighbouring Authorities the EA and NW</p> | <p>£4000 per annum</p> <p>£2000 (publicity)</p> <p>£500 per annum</p> | 2006-2011 (Annual event) | <p>DBC (Countryside, Community Services)</p> <p>Landowners</p> <p>Environment Agency</p> <p>Northumbria Water</p> | DBC | ROW users are placed in dangerous situations at certain points on the ROW network. Improving safety (Road safety) would improve access (Accessibility), make more people confident to use the network (Quality of life) and reduce the nos. of car trips (Congestion, Air quality). |
|--|----------------------------------|--|---|-----------------------------|---|-----|---|

4. Maintenance of Rights of Way

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|---|---|--|--|-----------------------------|---|-------------------------------------|---|
| 4.1) It is important to users that ROWs are well maintained and obstruction free. | Vegetation strimming | <p>a) Identify ROWs at risk from vegetation overgrowth.</p> <p>b) Plan a bi-annual strim of the most used ROWs and annual strim of remainder.</p> | £15 000 per annum | 2006-2011 (Annual event) | <p>DBC (Countryside, Community Services)</p> <p>Contractors - Landowners</p> | DBC | ROW users want unobstructed paths. Maintenance will improve access (Accessibility), increase no. of people out enjoying them (Quality of life) and encourage people to make fewer car trips (Congestion, Air quality). |
| | Improvement to countryside furniture | <p>c) Identify sites in need of improved furniture</p> <p>d) Offer landowner incentives to upgrade existing furniture</p> <p>e) Installation of new furniture</p> | £5000 | 2006-2011 (On going) | <p>DBC (Countryside)</p> <p>Landowners</p> <p>North East Community Forest</p> | LTP DBC | |
| | Improvement to ROW security features | Identify sites that would benefit from additional security measures e.g. barriers | £3000 per annum | 2006-2011 (On going) | <p>DBC (Countryside)</p> <p>Police</p> <p>Landowners Wardens</p> | LTP DBC | |
| 4.2 Way marking and signage is considered important by ROW users. | Road side ROW flag maintenance survey and repair work | <p>a) Conduct a road side flag survey to establish repair requirements</p> <p>b) Issue works for repair/replacement of flags</p> <p>c) Annual maintenance of road side flags</p> | <p>£10,000</p> <p>£2,500 per annum</p> | <p>2007</p> <p>On going</p> | <p>DBC (Countryside)</p> <p>DBC (Highways dept)</p> | DBC | Increased information will encourage more people to use the ROW network (Accessibility), thus increase no. of people out enjoying them (Quality of life) and encourage people to make fewer car trips (Congestion, Air quality). |
| | Destination signs on selected paths | <p>a) Identify ROWs leading to specific sites.</p> <p>b) Install signs naming destination eg town centre, facilities, village names</p> | £5000 per annum | 2006-2011 (On going) | <p>DBC (Countryside)</p> <p>DBC (Transport)</p> <p>DBC (Highways)</p> <p>DBC (Leisure Services)</p> | LTP (Walking/ Cycling) DBC | |

| | | | | | | |
|---|-----------------|---|---|------|--|---|
| 4.3) Several rights of way are suffering from a poor surface thus reducing their possible use and enjoyment gain. | Surface of RoWs | a) Identify ROWs where surface conditions are seriously below standard and would make a valuable contribution to countryside amenities. | Catkill Lane £75,000 | 2006 | DBC (Countryside) Landowners User groups | LTP DBC Parish Councils Landowners |
| | | - Catkill Lane | Patches Lane £43,000 | 2008 | | |
| | | - Patches Lane - Sunken Lane - High Use and - Urban paths - Annual maintenance | Sunken Lane £25,000 Salters Lane £43,000 High Use and Urban paths £20,000 Maintenance £20,000 per annum | 2007 | | |

5. Public Bridleway Provision

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|---|--|---|---|--|---|---|---|
| 5.1 A large part of the Borough is poorly served by Public Bridleways | Public Bridleway provision | a) Locate where existing bridleways are located and identify potential links b) Negotiate with landowners possible diversions, creations, permissive routes and/or upgrades to create links offering payment for public path order - Brafferton - Hurworth Moor c) Promote these new routes to the wider public | £2000 per annum £30,000 per annum £1000 per annum | 2006-2011 (On going) | DBC (Countryside) Landowners User groups North East Community Forest | DBC DEFRA Landfill Tax Lottery Countryside Agency | Horses are often forced to use roads. Improved bridleway provision would improve access for all esp. equestrians and cyclists (Accessibility, Quality of life) , remove horses and off-road cyclists from the roads (Road safety) , allow more trips to be made by other means other than cars (Congestion, Air quality) |
| | Assessing Public Bridleway provision | a) Conduct a survey looking at equine use and demand b) Use results to improve network. | Existing | 2006 | DBC (Countryside) Landowners North East Community Forest User groups | | |
| | Provision of horse friendly gate catches | a) Identify gates on bridleways that are not horse friendly. b) Negotiate with landowners for horse friendly catches to be installed. | £1000 per annum £1,500 per annum | 2006-2011 (On going - 10 horse friendly catches per annum) | DBC (Countryside) Landowners North East Community Forest Equestrian groups | LTP DBC | |

6. Public Footpath Provision

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|--|---------------------------|---|---|-------------------------|--|----------------------|---|
| 6.1 There are a number of missing links in the rights of way network | Public Footpath Provision | <p>a) Locate where existing footpaths are located and identify potential links</p> <p>b) Negotiate with landowners possible diversions, creations and/or upgrades to create links offering payment for public path order</p> <p>c) Promote these new routes to the wider public</p> | <p>£2000 per annum</p> <p>£15,00 per annum</p> <p>£1000 per annum</p> | 2006-2011 (On going) | <p>DBC (Countryside)</p> <p>Landowners</p> <p>User groups</p> <p>North East Community Forest</p> <p>PCT</p> <p>DEFRA</p> | LTP (Walking) DBC | Improved footpath provision would improve access for walkers (Accessibility, Quality of life) , remove pedestrians from the roads (Road safety) , allow more trips to be made by other means other than cars (Congestion, Air quality) |

7. Disabled access

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|---|---|--|--|---|---|----------------|---|
| 7.1 The Rights of Way Team is required to adhere to the Disability Discrimination Act 1995 in both the urban and countryside environment. | Disabled access - Stiles to kissing gates or gaps | <p>a) Identify with full consultation of partner groups, where kissing gates/gaps could replace stiles to open network up to more users</p> <p>b) Negotiate with landowners for subsidised work to be carried out and future maintenance</p> <p>c) 10+ Stiles to Kissing Gates per annum</p> <p>d) Surfacing works</p> | <p>£1000 per annum</p> <p>£3,500 per annum</p> <p>£3,000 per annum</p> <p>£5,000 per annum</p> | 2006-2011 (10 kissing gates per annum) | <p>DBC (Countryside, Social Services)</p> <p>Landowners</p> <p>DAD.</p> <p>Other disability groups</p> <p>Contractors</p> <p>North East Community Forest</p> <p>PCT</p> | LTP DBC | Improved disabled access provision would improve access for people with disabilities, families with pushchairs etc (Accessibility, Quality of life) , remove pedestrians and electric scooters from roads/pavements (Road safety) , allow more trips to be made by other means other than cars (Congestion, Air quality) |

8. Major projects affecting the ROW network

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|--|-------------------------------------|--|---------------------------|-----------------|--|--|-----|
| 8.1 Durham Teeside Airport originally severed sever ROWs and is now looking to expand. | Durham Teeside Airport expansion | <p>a) Identify new links to improve severed network</p> <p>b) Carry out improvements</p> | <p>£5000</p> <p>£5000</p> | | <p>DBC (Countryside, Planning)</p> <p>Durham Teeside Airport Landowners>User groups</p> | <p>Durham Teeside Airport</p> <p>Parish Council</p> <p>DBC</p> | |
| 8.2 Community Woodlands are planned for the Borough | Cycle access to community woodlands | | £2500 | | <p>DBC (Countryside)</p> <p>North East Community Forest</p> | LTP DBC | |
| 8.3 Darlington is increasing its no. of Local Nature Reserves (LNRs) | Access to Local Nature Reserves | These are used by many groups and need sympathetic path surfaces | £29,368 | £2006/2011 | <p>DBC (Countryside)</p> <p>Local Nature Reserves Officer</p> | LTP (Cycling) DBC | |

9. In depth consultation of ROW users and non users

| Issue | Project | Key Action | Estimated costs | Completion date | Key partners /policy | Funding source | LTP |
|--|---------------|---|-----------------|-----------------|---|--|--|
| 9.1 In order to target improvements that are desired and to encourage more people to use the ROW network, it is essential to gauge people's opinions and understand their reasons for/for not using the ROW network. | Consultations | <ul style="list-style-type: none"> a) Conduct in depth consultation to establish use and demand within different types of user groups e.g. walkers, cyclists, equestrians. b) Landowners c) Stables and liveries d) Non users | £10 000 | 2007 | <ul style="list-style-type: none"> DBC (Countryside) DBC (Transport) DBC (Policy) User groups Landowners Equestrians Non ROW users General public | <ul style="list-style-type: none"> Countryside Town on the Move DBC-Citizen Panel | With this info, improvements could be targeted where they are desired thus encouraging more people to become active and use the ROW network. |

ANNEX 10:

Bus Strategy

Contents

1. INTRODUCTION

- The importance of the bus to the LTP
- The challenge and the vision
- The need for partnership
- This document

2. POLICY CONTEXT

- The Transport Shared Priority
- The Legislative Framework
- Bus Strategies
- Accessibility Strategy
- The Local Policy Context
- Darlington LTP2
- Key Strategic Choices

3. LOCAL CONTEXT

- Characteristics of the Borough
- Land Use
- Congestion
- Bus services
- Bus Use in Darlington
- Recent Bus Initiatives
- Tees Valley Bus Services
- Other Bus related issues
- Consultation

4. VISION, OBJECTIVES AND POLICIES FOR THE BUS STRATEGY

- Objectives
- Strategic Policies
- Operational policies

5. IMPLEMENTATION AND DELIVERY

- Strategic Delivery
- Operational Delivery
- Action Plan
- Funding

6. TARGETS AND PERFORMANCE INDICATORS

1. INTRODUCTION

This document sets out the Bus Strategy for Darlington. It forms an essential element of the second Darlington Local Transport Plan (LTP2) and explains the way in which bus improvements will be implemented in the authority over the next LTP period (2006 to 2011). In doing so it builds upon the strategy implemented in the first Local Transport Plan (LTP1). The following summary spells out the key issues to be addressed by this document. (Table 1)

Table 1

| SUMMARY OF KEY ISSUES | |
|---|---|
| Public and stakeholder concerns resulting in year on year passenger decline | Congestion at key junctions, poor perception of bus services due to punctuality and reliability issues, lifestyle issues, poor accessibility, outdated network |
| Solutions | <p>Physical measures – bus lanes, improved infrastructure, traffic light priorities</p> <p>Operational measures – improved customer care, training</p> <p>Perceptual measures – better marketing and information provision</p> <p>Other measures – free concessionary fares scheme offering enhanced benefits</p> <p>Above delivered through Strategic Quality Bus Partnership, Punctuality Improvement Partnership and Quality Bus Route Partnerships</p> <p>In addition, the Council will explore the scope for demand management and parking restraint</p> |

The importance of the bus to the LTP

A quality bus system, meeting the needs of the residents of Darlington, is absolutely critical to the successful delivery of local our transport strategy. The geography of the town and the design of its road system mean there are limited opportunities to significantly increase road capacity, although it is possible to improve selected junctions. As detailed in the Second Local Transport Plan, we are seeking to address the following relevant issues of concern:-

- accessibility for all people,
- traffic congestion,
- safety and security, and
- information provision

It is expected that as average incomes rise in Darlington as a result of further economic growth, the levels of car ownership and use will also increase, thus resulting in increasing levels of traffic congestion. This means that we must maximise the potential of alternatives to the private car, be that bus, rail, walking, cycling or motorcycling, whilst ensuring that these alternatives are sustainable so as to promote economic growth and make a positive contribution to quality of life for all. Bus services clearly are of special importance to those who have no access to a

private car.

Darlington's Transport Strategy seeks to address the issues raised above in a sustainable manner, providing additional road capacity where it is possible and appropriate to do so but also to implement demand management measures and promote the use of sustainable modes, challenge attitudes and encourage people to change their travel behaviour. However, it does recognise that some trips have to be made by car, as there is no reasonable alternative. For it to succeed, however, we need a quality public transport system that offers an attractive travel solution that people want to use to gain access to services and facilities. The town of Darlington is currently well served by bus routes, given a tradition of high usage and low car ownership. However, this situation is under threat: patronage has been declining slowly in recent years and more people have a choice about their mode of travel. For example, a recent study carried out by the Council

into Concessionary Fares indicates that 44% of eligible residents over 60 do not take up a travel concession. This is in part due to increasing levels of access to a private car, some 68% had such access rather than being 'captive' to bus travel. This lifestyle change is reflected in all age groups as average income levels increase.

What difference does the bus make?

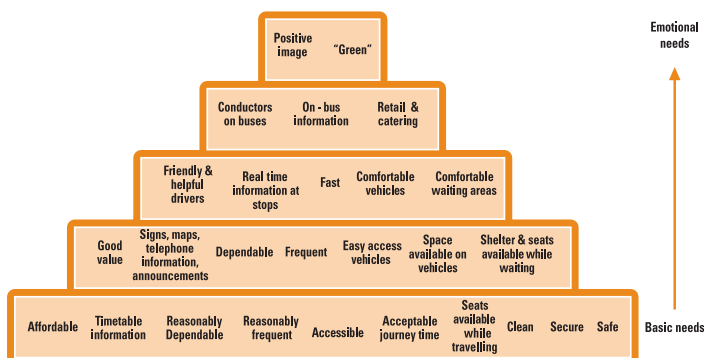
If a bus service satisfies all the basic needs (as indicated in **Figure 1**) and is also reasonably comfortable (i.e. it is a "good" quality service), what difference would this make? The key difference is that a good quality bus service will be used not only by people who have no choice, but also because people want to use it and prefer it to other options. This means that more people will use the service, and those that do will probably also use it more often. Research consistently shows that there is latent demand for "good" bus services, and there is certainly strong case study evidence that operating a good service results in more patronage.

Conversely, unless all the attributes are in place at a lower level in the hierarchy, there will be no point in providing some attributes from the next level up (**Figure 1**). They will not be valued, while there still exists a more basic shortcoming in the service.

The challenge and the vision

Attributes Hierarchy

Figure 1



Within the town and to the rural villages, the challenge that this bus strategy must deliver on is to provide a quality network and service that meets these needs and aspirations. We define such a network as one where:-

- reliability exists;
- services go to the places, and at the times that people need;
- waiting and travelling facilities are fit for purpose and attractive;
- fares are understandable and tickets interchangeable between different bus operators;
- information is easily obtainable in an appropriate format for

the user; and

- people feel safe and secure.

The Council and local bus operators need to ensure that this is provided in a coherent manner that maximises the benefits from any investment, be that a new bus shelter or a fleet of low floor buses.

In our surrounding villages, the volume and frequency of bus services is always going to be more limited, but it is essential that a service is offered that can provide access to key facilities for people without personal transport. In conjunction with the Accessibility Strategy, we will assess and develop effective ways of serving these communities through an integrated approach where appropriate types of public transport are specified according to need, making the best use of commercial and procured bus services, taxis and community transport options.

A third area that this bus strategy considers are specific transport needs, such as education, adult social services and transport for people with mobility impairments, or who cannot access conventional public transport. In respect of these areas, again we need to ensure that we are utilising our buses, taxis and community transport services to the best of their abilities, in a cost effective way that meets the ethos of the Gershon review and achieves value for money.

The need for partnership

These different challenges all require significant action over the next 5 years and our Second Local Transport Plan (LTP2) proposes implementation strategies and the commensurate funding to deliver this. However, none of this can be achieved by the Council in isolation and existing joint-working with our relevant partners will remain critical to delivering this strategy. In relation to the main bus network, the Council, local bus operators and others (such as Darlington Association on Disability) all need to work together to bring about the step-change in quality that this strategy seeks. In addition, representatives from providers, planners and users in neighbouring areas need to be involved – for example from County Durham which is the origin of some 66% of inbound bus journeys to Darlington.

The Accessibility Strategy will be developed and implemented through a strong partnership process with Darlington Partnership (the local Strategic Partnership) thematic groups as well as other organisations. The outcome of the Accessibility Strategy could necessitate the development of new bus services or alterations to existing ones by the relevant partners to meet specific needs and issues.

Our primary bus operators – Stagecoach and Arriva – thoroughly endorse our Transport Strategy approach and are offering support to the *Town on the Move* sustainable travel demonstration town initiative which ends in 2009. We plan to move forward with them by adopting a Borough wide Strategic Quality Bus Partnership, linking downwards to individual Quality Bus Routes and a Bus Performance Improvement Plan delivered through a Punctuality Improvement Partnership.

These processes must deliver the Bus Strategy during this next period, otherwise our whole LTP strategy outcomes could be put at risk. This is due to the important role that we see the bus playing over the next five years in Darlington. Therefore, an integral part of this document is to set out in more detail what the implementation of this vision entails and the respective roles of the Partners. If at the end of LTP2, all the partners have delivered on these, then Darlington residents should have the quality bus system that is capable of offering genuine travel choices and allows other elements of the LTP2 strategy to be successfully implemented. If not, then the Council will need to explore other mechanisms for ensuring the bus system delivers what local people need from it.

Layout of this document

The Darlington Bus Strategy has been prepared in accordance with DfT guidance and sets out the Council's approach to addressing the causes of declining bus use in partnership with local bus operators. The strategy is set out in the following sections:

- Policy Context (Section 2)
- Local Context (Section 3)
- Vision, Objectives and Policies for the Bus Strategy (Section 4)
- Implementation & Delivery (Section 5)
- Targets and Performance Indicators (Section 6)

2. POLICY CONTEXT

The national, regional and local policy context is set out in Chapters 1, 2 and 3 of the Darlington's second Local Transport Plan (LTP2) (2006 – 2011). The section below sets out the policy context for the Darlington bus strategy based on the Government and Local Government Association shared priorities for transport, the legislative framework for buses, Darlington's LTP2, Government guidance on the preparation of bus strategies, and the framework for accessibility planning.

The Transport Shared Priority

The transport shared priority was agreed between the Government and the Local Government Association in 2002. The key aims are:

- reducing problems of traffic congestion;
- improving access to jobs and services, particularly for those most in need, in ways that are sustainable;
- improving road safety;
- improving air quality; and
- improving the local quality of life.

The bus strategy contributes to the achievement of each element of the shared priorities by:

- Providing a realistic alternative to the private car / encouraging modal transfer to the bus;
- Providing improved access to local jobs and services;
- Providing a safer mode of travel to the car;
- Providing a more efficient, cleaner transport system;
- And hence contributing to improved quality of life for the people of Darlington.

The Legislative Framework

Bus operations are governed by the 1985 and 2000 Transport Acts. The 1985 Act deregulated the bus market allowing commercial bus operators the freedom to choose their routes, timetables and fares and to change or withdraw their services subject to providing the required period of notice. Under the Act "socially necessary" bus services may be procured by Local Authorities if they cannot be provided commercially and must not compete with commercial services.

The 2000 Act made provision for statutory quality *bus partnerships* and *quality contracts*. The former enables Local Authorities to form partnerships with operators whereby the highway authority commits to provide bus infrastructure and facilities whilst bus companies guarantee, in a statement to the Traffic Commissioner, to operate an enhanced level of service. The latter enables the specification of services across the entire network for a particular area, funded by the local authority and operated by bus companies under a franchise agreement, much as is the case in London. The Act states, however, that this should only be pursued where bus strategy aims cannot be achieved by any other means and where it can be demonstrated that all avenues to achieve the desired strategy have been exhausted.

In addition, the 2000 Act requires local authorities to prepare Local Transport Plans, Bus Strategies and Accessibility Planning Frameworks.

Bus Strategies

2.7 The Department for Transport has published *Guidance On Preparing Bus Strategies*. The Bus Strategy, which should be an annex to the LTP or within the LTP, should contain policies to ensure that:

- Bus services meet the transport requirements of the people within their area and that the authority considers should be met, interpreted in the light of the accessibility and congestion shared priority (see accessibility paragraph later in this section);

- Bus services are provided to the required standards: see Section 4;
- Appropriate additional facilities and services connected with bus services should be provided (including bus waiting facilities, bus priority, bus service information, interchanges and integration): see Section 4.

2.8 The guidance also emphasises other needs, listed below in **Table 2** along with how we have addressed them.

Table 2 How the bus strategy responds to government requirements

| Bus strategy requirement | How addressed | Where |
|---|--|---------------------------------|
| Consult with other Local Authorities, operators and bus user representatives; | Ongoing discussions with Tees Valley authorities/ preparation of Tees Valley Bus Strategy North Yorkshire and Durham County Councils consulted in development of LTP2 Transport Forum Darlington Association on Disability GOLD (Growing Older in Darlington) Transport and Young People Conference – LAA is focused on helping young people and consultation has been carried out with the Darlington Youth Assembly | This section |
| Demonstrate how subsidised bus services support the achievement of local transport objectives and address accessibility and social inclusion; | Accessibility Strategy investigating areas of need and assessing the requirement for procured services. | Main LTP Accessibility Strategy |
| Describe policies for use of rural bus subsidy grant and continued support of previously funded schemes under rural and urban bus challenges and rural bus partnership; | Apply rural bus subsidy grant according to needs identified through Accessibility Strategy. | Section 4 |
| Have regard to measures relating to local education and social services functions and steps being taken to integrate these; | Further work being undertaken in 2006 to identify linkages and common needs of users. | Section 4 |
| Improving access to jobs and services for those most in need, reduce congestion and pollution and improve safety; | The overarching aim and action plan addresses this, together with the Accessibility Strategy | Sections 4 and 5 |
| Partnership working with operators. | Strategic Quality Bus Partnership and Punctuality Improvement Partnerships established. | Section 5 |

Accessibility Strategy

The DfT's guidance on preparing local transport plans includes a new requirement for local authorities preparing accessibility strategies. These should include local targets for accessibility improvements and be underpinned by accessibility assessments.

Key requirements for accessibility strategies include the need to be:

- Set in the context of the wider vision and objectives for that area;
- Aim to improve accessibility for all, particularly disadvantaged groups and areas;
- Set out accessibility priorities within the 5 year period;
- Provide targets for improving accessibility;
- Include a series of more detailed local accessibility action plans;
- Show how accessibility is incorporated in to wider policy and scheme development and delivery on both transport and non-transport sectors;

The Accessibility Strategy has been formulated through joint working with Darlington Partnership, the local Strategic Partnership, since it closely supports the achievement of the Community Strategy. The Action Plan for 2005-06 included accessibility planning as one of five cross cutting issues to be addressed by all four of the Partnership theme groups. The aim is to work in partnership to secure and enhance accessibility to key services or facilities, to ensure that everyone in the Borough has the opportunity to participate in, and contribute to, all aspects of community life.

The Local Policy Context

The Community Strategy "Where Quality comes to Life", is directed at achieving an agreed vision for the Borough. As part of the realisation of this vision, Darlington Partnership has made accessibility one of its five cross-cutting issues thus placing access to facilities and services at the core of its work focus. In turn, this focus on accessibility will influence the provision of local bus services in the Borough.

Darlington's Economic Development Strategy (2004-2009) has focused the achievement of four strategic outcomes:

- increased levels of employment,
- higher wage levels,
- growth in business start ups, and
- more investment retained within the local economy.

It seeks to do this through quality of life and accessibility – both issues that transport, and bus travel, can contribute positively to.

Darlington's Local Area Agreement (LAA) is our response to the Government initiative to promote partnership working through a three year agreement between the Council, the Local Strategic Partnership (LSP), schools, colleges and other relevant organisations. This provides the opportunity to work differently in partnership to improve outcomes for children and young people which is the focus of the LAA. This is a major opportunity to ensure that transport is not a barrier for young people by tackling limited travel horizons, safety issues, the perceived and real costs of travel, the health impacts of travel and reducing the need to travel through better planning and delivery of services across the Authority.

Darlington LTP2

Darlington's Transport Strategy contains a vision for developing transport in the Borough from 2006 to 2030. The vision is:-

- to support the economic regeneration of, and quality of life in, Darlington;
- to improve accessibility to services and opportunities by providing travel options, so that all may participate in the life of their community;
- to tackle traffic congestion and its associated impact on local communities through a focus on sustainable travel choices and where appropriate enhancing capacity or managing demand, thus contributing to residents' quality of life.
- continue to tackle road safety and improve perceptions of safety;
- to deliver solutions to travel needs in partnership with local people, businesses and other providers.

The achievement of the vision is realised in the Second Local Transport Plan through the following six strategy objectives (see **Table 3**). Each objective is linked back to the Community Strategy and is cross-referenced both by that and the elements of the Shared Priority for transport.

Table 3 Darlington LTP Strategy Objectives

| Strategy Objective | Transport Shared Priority | Community Strategy | How the bus can help to achieve this |
|---|----------------------------------|--|--|
| A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | Accessibility Quality of life | Improving the local economy Enhancing the environment | Adapt the network to better serve new and existing workplaces and areas of housing through use of work place travel plans and improved liaison with developers |
| B To improve access to employment, and education, health, fresh food and leisure, , particularly for those without access to a private car, those with a disability and those that have greatest need. | Accessibility | Promoting inclusive communities Raising educational achievement Stimulating leisure activities Improving the local economy Improving health and well-being | Ensure the bus network is revised in accordance with changing needs and meets as far as possible the requirements of all members of society |
| C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | Congestion Air quality | Develop an effective transport system | Use traffic management measures and real time technology to ensure the effects of congestion on buses are minimised |
| D To improve travel safety and security for all by addressing the real and perceived risks. | Road Safety | Promoting community safety | Further improve cctv coverage both on buses and at bus stops |
| E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | Congestion Accessibility | Promoting inclusive communities Developing an effective transport system | Improve information provision by implementing bus information strategy via Strategic Quality Bus Partnership |
| F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | Quality of life Accessibility | Improving health and well-being | Use accessibility action plans to inform a review of the bus network and revise routes accordingly. |

Town on The Move

A Town on The Move, the national Sustainable Travel Town demonstration project enables Darlington to implement a wide range of solutions to transport problems in an integrated way, with a better prospect of achieving outcomes through best value-for-money approaches.

Extensive consultation with local stakeholders as part of the LTP2 process, focus group work and workshop sessions during 2004/5 all indicated that measures to improve public transport should be adopted in order to tackle the problem of increased traffic growth and congestion within Darlington. Many consultees identified accessibility, affordability, reliability and information as the key issues with regard to public transport provision.

Key Strategic Choices relating to public transport

As part of the development of LTP2, a number of key strategic choices have been identified and considered with partners. One of these choices, choice 5, asked whether public transport improvements should be delivered locally or through a joint Tees Valley-wide strategy. Given the essentially local nature of Darlington's bus trips, coupled with the origin of most external bus trips currently being County Durham & North Yorkshire, it has been considered appropriate that a local approach is implemented, but one that is co-ordinated with the wider Tees Valley Network Review and the Durham Transit 15 proposals.

Whilst this approach will be, on the whole, separate to that in the Teesside area, it is recognised that considerable contact will continue to be maintained with colleagues in the Tees Valley to ensure compatibility of actions and to seek stronger bus links between the Teesside conurbation and Darlington.

The implementation of a Strategic Quality Bus Partnership, Quality Bus Routes and the Darlington Bus Punctuality Partnership will, however, recognise the need for local solutions to local issues under local control and will focus on tackling declining patronage.

3. Local Context

Characteristics of the Borough

Darlington Borough covers an area of 1,745 hectares and its population of 99,200 (2003 estimate) is predominantly urban with only 5% living in rural areas, the majority of these concentrated in a few outlying villages. There has been a population increase in the Borough of 1.4% between 2001 and 2005. The population is, however, expected to remain stable over the period of the Second Local Transport Plan.

Darlington itself is an historic market town, situated adjacent to the River Tees and on the East Coast Main Line. It is the 5th largest major retail centre in the North East and is a pleasant and attractive place to live, with 94% of residents in a recent survey saying they liked living in Darlington¹.

Darlington is laid out on a traditional radial pattern, with the focus of the town's transport network being the town centre. This compact physical layout is reflected in the statistic that 49% of town centre users, either walk, cycle or take the bus to the town centre (2004 survey value).

The urban nature of Darlington is reflected in the high population density of 496 persons per square kilometre, compared with 293 for the region and 380 for England and Wales. This enables Darlington to have a high frequency, dense bus network.

GDP per capita is only 85% of the national average (2002). Unemployment is double the national average, with only 70% of the resident population in employment, compared with 75% nationally. However, only one ward is in the category of the 10% most deprived in England.

Car ownership is relatively low in Darlington (68.8%) compared with the national average (73.2% - values from 2001 Census), with a relatively high level of bus travel (10%¹). Recent survey information collected as part of *Town on the Move* suggests that car ownership in 2004 is 76%¹ illustrating the rate of growth over the recent past.

Land use pattern and future developments

Significant land-use changes are planned for the next 5 to 15 years that will impact on travel patterns throughout the Borough. **Table 4** illustrates the impacts of planned developments.

Table 4 Impacts of Planned Developments

| Description | Impacts |
|---|---|
| Construction of new town centre shopping development | This development will strengthen Darlington's position as a major retail centre in the North East and is likely to generate new car trips. Provision of bus stops as part of this scheme needs to be carefully considered to ensure it does not cause disruption to existing bus passengers whilst meeting the needs of shoppers accessing the new development |
| Office developments at Morton Palms and Central Park | Morton Palms, on Yarm Road and adjacent to the A66(T) at the eastern edge of Darlington in near the A66(T) and Yarm Road, and is likely to attract additional car journeys at peak times on this already congested part of the network. Central Park is located close to the town centre and railway station, with the opportunity for more travel on foot, by bike, train and bus. |
| Educational Reorganisation and development of the Educational Village | Darlington College is moving to Central Park which is located close to the town centre with the potential for strong bus links. Further development of this site will increase the pool of potential bus users if improved bus services are provided. |
| Residential development | This is taking place mainly on brownfield sites within the urban area so there is potential for good accessibility by all modes, particularly by bus eg Central Park development. |
| Industrial and warehousing at Faverdale | More car trips are likely to be generated due to the location close to the A1(M). There is a need to ensure the site is accessible by all modes to help everyone gain access to the employment opportunities being created. |
| Provision of healthcare at Bishop Auckland hospital | Accessibility and social exclusion issues currently exist, given the distance between Bishop Auckland and Darlington. This is being addressed by ensuring free travel is offered to concessionary pass holders on Arriva Service 1,1B. |
| Durham Tees Valley Airport | Expansion of the Airport and development of an adjacent business park will lead to an increase in car trips with associated environmental and road safety implications and will require improved public transport links. This is recognised through Darlington Borough Council being active in the local Air Transport Forum and it's associated bus and rail sub-groups. |

Congestion

Traffic Congestion is a growing problem for Darlington residents and has been identified by local people and others as one key issue of concern. Traffic levels approaching the urban area of Darlington have increased on key radial links over the lifetime of LTP1. As traffic levels have increased, some individual junctions have become overloaded at certain times resulting in delays to all road users, including bus passengers. These delays are often unpredictable in terms of precise duration, thus creating problems for the accurate timetabling of local bus services.

Bus services

Commercial and supported services

Two major national operators (Arriva and Stagecoach) provide the vast majority of the town's bus network, with

some smaller operators providing tendered and school bus services. Whilst many local services are provided with stepped, high floor midibuses, there are increasing numbers of single step low floor vehicles in use, albeit with a relatively high age profile.

Both Arriva and Stagecoach operate some core high frequency local routes running at frequencies of as much as 7 to 8 minutes. The local bus network is extensive and predominantly high frequency during the daytime with few gaps in provision, although the West End area of town has frequencies of half-hourly or hourly on its two main commercial services. Almost all services within the town concentrate on serving the Town Centre, most of these being cross-town services, serving the radial corridors. This latter characteristic does make these services especially vulnerable to the effects of traffic congestion.

Arriva also has an inter-urban network of services, focusing predominantly on County Durham, but also with some important links into North Yorkshire (e.g. Catterick Garrison and Richmond) and Teesside. Many of these services are provided on an hourly or lower frequency basis depending on the levels of demand, some funded jointly with Durham County Council. .

Approximately 75% of the local bus network by distance is provided on a commercial basis, with the Council subsidising much of the early morning, evening and Sunday services.

Many of the Council's tendered bus services are provided on a net subsidy basis, whereby the operator retains the farebox revenue collected. Experience to date has shown that contract prices to the Council tend to be lower with this approach, despite the low revenue yield obtained from some routes. Whilst in theory this type of contract should encourage the operator to increase revenue through effective marketing of the service, this is not always the case and is to be addressed as part of the Bus Information Strategy.

The second biggest category by tender type is de-minimis whereby the most advantageous solution to meet need is to negotiate a variation to an otherwise commercial route, serving the identified community. The third category, currently applied in a number of instances, is that of gross cost whereby the Council effectively hires the bus, keeping all the farebox revenue and thus all the financial risks of providing the journeys

In 2005/06, the Council spent £968,196 supporting socially necessary local bus services, including contributions from non-Council budgets such as developer contributions, Urban Bus Challenge and Rural Bus Subsidy Grant. This value is the result of significant price increases caused by inflationary pressures within the bus industry, in particular diesel, wages and insurance and locally due to the business failure of Darlington & District Services (Green Bus) in May 2005.. This company held 14 bus service contracts from the Council at the time of its liquidation and the Council incurred cost increases of up to 40% for some

replacement contracts as a result.

In 2006/07, the Council is proposing to spend £534,912 on bus services, the change from 2005/6 being due to the ending of Urban Bus Challenge funding for Service 19. The Council has, however, decided to undertake a review of the supported network during 2006/7 in order to re-evaluate the best way of meeting the Council's legal and policy commitments. This review will be based on improving local people's accessibility to employment, health care, leisure facilities, shops and other services using the substantive research collected through our sustainable travel demonstration town initiative and consultation on the second LTP. It is intended that this review will report back within the year and complement the review of the Ring a Ride service, with both outcomes being implemented in 2007/8.

In order to ensure that bus services are provided in a consistent manner across the area, a revision to the criteria which sets out what level of bus service communities should expect has been carried out, in conjunction with the emerging accessibility strategy.

The criteria are simple and relate to the maximum distance from any household to the nearest bus stop and the level of service that people may expect at certain times of the day or week to Darlington town centre.

It is recognised that many services far exceed these minimum standards especially within the urban area. The Council welcomes this and will work with operators to ensure that these services continue to provide enhanced frequencies by helping to promote use of the bus and strive to maintain bus running speeds through appropriate traffic management techniques and use of new technology.

The criteria on which the supported network review later in 2006/7 will be based are shown in **Table 5**.

Table 5 Network review criteria

| Type of settlement | Maximum distance to nearest stop from any residential property | Proposed minimum service level to Darlington Town Centre | | | | | |
|-------------------------------------|--|---|------|---|------|---|------|
| | | Mon-Sat daytime ¹ | | Mon-Sat off peak ² | | Sundays/Bank holidays ³ | |
| | | Min frequency and max walking distance to a service | | Min frequency and max walking distance to a service | | Min frequency and max walking distance to a service | |
| Hamlet (20 –100 population) | 300m | 2 jnys per day | 300m | N/a | N/a | N/a | N/a |
| Village (100-500 population) | 300m | Every 2 hours | 300m | N/a | N/a | N/a | N/a |
| Large Village (over 500 population) | 300m | Every 60 minutes | 300m | Every two hours | 500m | Every two hours | 500m |
| Urban area | 300m | Every 15 minutes (vehicles more than 35 seats) Every 10 minutes (vehicles with less than 35 seats) | 300m | Every 30 minutes | 500m | Every 30 minutes | 500m |

¹ 0730 to 1800

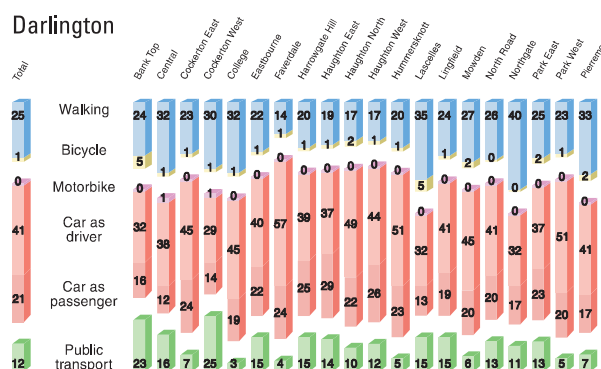
² 0500 to 0730;1800 to 2359

³ 0900 to 2359

Bus use in Darlington

Within Darlington, the level of bus use town wide (10% of all trips) varies significantly by part of town, reflecting the location and level of service, and socio-economic characteristics. **Figure 2** shows the modal split by ward, from a detailed survey of 4000 households². Bus use is over 20% in Cockerton West and Bank Top for example, but under 5% in College and Faverdale wards.

Figure 2 Mode share by ward



² Figure taken from SocialData and Sustrans: Darlington: Sustainable Travel Demonstration Town; Travel Behaviour Research, Baseline Survey 2004.

Usage is particularly strong within the urban area for trips to the town centre: 32% of all trips to the town centre are made by bus, with 39% of all shopping trips being made by bus. Despite this, overall patronage has continued to decline in Darlington (**Table 6**)

Despite some 97% of all bus journeys being "internal" to the Borough (Arriva figures), cross boundary trips are an important issue for the success of Darlington's Strategy. In 2001, 66% of inbound bus trips for work came from origins in County Durham. The relative importance of County Durham in terms of origin bus trips is replicated in terms of outbound journeys, with the biggest percent (41%) travelling to work by bus

This dominance is reflected in the numbers of bus journeys provided into County Durham from Darlington and presents one of the biggest opportunities to increase the mode share of bus journeys into the Borough during the Second Local Transport Plan. Hence, Darlington will work closely with Durham County Council on their Transit 15 major bus corridor scheme in order to increase bus patronage between the conurbations, in particular for employment and health purposes.

Table 6 sets out usage of bus services over the first Local Transport Plan to date in Darlington. Bus use has declined by about 6% since 2001, however there has been an increase in rail use (at approximately 4.5% per annum). Indications for 2005/6 are that the decline in bus use will be at a similar level to 2004/5.

Table 6 Bus Use in Darlington

| Year | Annual Patronage | Change in patronage |
|-----------------|------------------|---------------------|
| 2001/2 | 10,222,000 | |
| 2002/3 | 10,118,000 | -1.1 |
| 2003/4 | 10,069,000 | -0.5 |
| 2004/5 | 9,591,000 | -4.7 |
| 2005/6 estimate | 9,150,000 | -4.8 |

Whilst the national free concessionary pass scheme is likely to increase patronage by eligible groups, it is expected that this will be discounted by the continuing decline in other passengers. It is therefore proposed that the target should be set to 8.48m for 2010/11. This target, whilst predicting a continuing decrease in passengers, is based on a reduced rate of decline, eg reducing the year on year decline to less than 1% by 2010/11. **Table 7** provides the last BVPI indicators collated by the Audit Commission for satisfaction with bus information and bus services. It shows that Darlington is in the upper quartile for unitary authorities – the value for

BVPI103 (information) having risen again to 65% in 2005/06. It is proposed to set a target of 70% for 2010/11. BVPI 104 (Bus satisfaction is now at 63%, with a target of 65% proposed for 2010/11). It is interesting to note that whilst patronage is declining, bus users are becoming increasingly satisfied with their bus services. This may be due to the level of stability within the commercial network in recent years.

Table 7 Satisfaction Levels with Bus Information and Bus Services, Compared to Other Unitary Authorities³

| | Satisfaction with transport information | Bus satisfaction |
|----------------|---|------------------|
| Darlington | 57% | 62% |
| Average | 49.7% | 53.1% |
| Lower quartile | 45% | 44.3% |
| Upper quartile | 55% | 60.8% |

Recent bus initiatives in Darlington

Darlington was successful in securing Urban Bus Challenge (UBC) funding in 2002 to secure improved bus services to the deprived wards of Red Hall and Firthmoor, utilising some roads which were previously not served by conventional bus services. This funding allowed residents in the area access to employment, local shopping, healthcare (including the Memorial Hospital) and leisure facilities. Whilst one of the three services (no. 19) performed reasonably well (although patronage on unique sections of route was poor), it has now ceased due to the ending of UBC funding, hastened by a 50% increase in cost following the going into liquidation of the previous contractor, Green Bus, in May 2005. The other two services (10 & 11) did not meet expectations due to poor patronage as a result of reliability problems with the dedicated low floor minibuses purchased for the routes. Reinstatement of these services is proving problematic, due in part to a dispute with the manufacturer of the small, low floor buses brought specifically for this contract.

The Council has been active in identifying and securing funding from developers, such as the mixed land use development of West Park which includes the new West Park Hospital. Use of this funding and provision of some services through commercial risk by Arriva has allowed both staff and others visiting the Hospital to get there by bus during the day.

In terms of capital expenditure, the Council has recently opened 1.155km of bus lane on the Inner Ring road and has increased the number of stops with raised kerb bus boarders to 32%. 76% of buses operating in the town now have cctv, funded through LTP1.

Tees Valley-wide assessment of bus services and other major schemes

A review of bus services in the Tees Valley carried out in 2005⁴ highlighted some specific problems with bus services in Darlington in the opinion of local bus operators.

Operators stated that the revenue in Darlington does not justify the high frequencies and low fares on offer. The solution suggested by the review was that operators concentrate on high frequency core services, and raise fares to justify the use of more modern buses. This would, however, be contrary to the perceptions of some stakeholders that bus travel is expensive, especially for groups such as families and young people.

The review also highlighted the general overprovision of bus services, in particular to Springfield/Whinbush and Firth Moor during the daytime (10-20% of daytime patronage yet occupying 30-40% of resources). The overprovision of evening bus services through Council subsidy was also mentioned, although this has recently been addressed through the revisions to the former Green Bus contracts in July 2005.

The proposals contained in the review have been recommended to the DfT for approval by the Interim Regional Transport Board. (IRTB) This £33m scheme is a major review of the Tees Valley bus network and seeks to build on the regional strategies to provide enhanced public transport links between the key centres in the North East and the Tees Valley. Consultants have been appointed by the Tees Valley JSU on behalf of the five Tees Valley authorities to develop proposals to inform the bid during 2006. Darlington will also work with Durham County Council and other partners to implement Durham's Transit 15 scheme, another recommendation of the IRTB.

Other bus related issues

Education Transport

The Council provide 39 education transport contracts "type" services for the benefit of 1,065 pupils in education at a cost of over £680,000 in 2005/06. These are closed contracts secured through a tendering process, not registered as local bus services. In addition, the Education Service provide taxi transport for selected journeys through a further 55 contracts at a cost of some £436,941.

The Further Education Transport Partnership provide funding to assist young people to access further education. This initiative will be taken forward in the Local

Area Agreement to provide a young person's concessionary fares scheme.

Community Transport

The Council currently financially supports, through a Service Level Agreement, the provision of a Ring-a-Ride service, aimed at local residents who find it difficult to get around the Borough using public transport or taxis. The service operates like a taxi service, can accommodate wheelchairs, and taxi vouchers or cash can be used for payment. This service will be reviewed during 2006/07 in light of the developing Accessibility Strategy to ensure that it is fit for purpose and providing what users want. Links to Education Transport, Adult Services Transport and the revised Concessionary Fares Scheme will be made to inform the preferred solution. The timescale for this work is to report in Spring 2006 with a planned implementation date for any agreed proposals of April 2007

Consultation and identification of need

Stakeholder consultations on the Second Local Transport Plan

During development of the LTP, consultations have been undertaken with key stakeholders, including public, private and voluntary sectors, neighbouring authorities, transport providers and transport users. These are comprehensively summarised in **Annex 1** of LTP2 .

Part of the public consultation included a questionnaire distributed alongside an article on the proposed local transport plan strategy. Some key results of the questionnaire include:

- 76% thought that the most effective way to tackle traffic congestion is through investment and improvement in public transport;
- 70% wanted more reliable bus services by giving priority to buses on main routes within the town;
- 70% stated that they would use the bus more if better waiting facilities and timetable information were provided at bus stops.

People were also asked about their priorities for spending: if they had £100 to invest in transport, should it be spent on walking, cycling, public transport or car. Public transport was seen as requiring most investment, at 38%, with all the other modes at around 20%.

⁴ TAS Partnership for Tees Valley Joint Strategy Unit, 2005: Tees Valley Bus Network Review.

In 2005, the Council conducted research into the need for a new concessionary fare travel scheme. As part of this process, survey findings showed that local people who have a pass:-

- were satisfied or very satisfied with their pass (86%),
- were of two broad types; those who used their bus pass a lot (mainly prepaid bus passholders) and those who rarely used buses (mainly taxi voucher and half fare bus passholders),
- used it primarily for shopping trips.

The results of the public consultation exercise identified the following public transport issues as being important:

- **Reliability and punctuality.** This is often perceived to be an issue, although this is not backed up in the statistical research, where a lack of travel information is the main reason for not undertaking a journey by bus. With most services travelling along radial roads, where traffic congestion is most common, local bus operators have expressed concerns that reliability is deteriorating and some forms of bus priority are needed to maintain or improve reliability. North Road is considered to be the worst for congestion, although significant employment and residential growth at Morton Palms and Faverdale/West Park are leading to growing congestion on Yarm Road and West Auckland Road;
- **Quality of fleet:** Arriva and Stagecoach's town networks comprise about 90 vehicles, with average ages in the region of 6.5-8.0 years (below national averages), although less than 20% of all vehicles are low floor and easy access. Stakeholder consultations for the Second Local Transport Plan have shown many local people believe that the quality of vehicles is poor, and that buses tend to be dirty and littered. However, user satisfaction (BVPI104) values are continuing to increase, illustrating the gap between perception and reality.
- **Accessibility:** Most of the urban area in the town is within 300m of a bus stop with a regular service. Only the West End (which may be typified as a high income, high car ownership area) has a relatively poor level of service (eg some frequencies are less than half-hourly) as do some parts of the rural Borough. As previously mentioned, the developing Accessibility Strategy will be used to inform the solutions to this.
- **Information provision** has been acknowledged as poor in the past, though the Borough Council is currently updating information and has now installed customised stop information at 89% of bus stops within the town. It is intended that this figure reaches 100% early in 2006/7.
- **Waiting facilities** again are perceived to be fairly poor, though the Borough is currently undertaking a programme of stop upgrades, including new shelters and raised kerbs at many boarding stops. This will be further addressed through the Pedestrian Heart project and the proposed Quality Bus Routes initiative. The lack of interchange facilities, or formal bus station facilities in the town centre was identified by some stakeholders as a shortcoming.
- **Fares and ticketing:** operator-specific weekly or longer tickets are available at substantially discounted rates (compared to a single fare). There is also a more expensive joint operator weekly ticket. An improvement to the range and scope of existing multi operator tickets is being undertaken as part of the STDT project and additional daily and monthly tickets are proposed for introduction in 2006. Costs of fares from surrounding villages to Darlington are considered (by consultees) to be high, although the reality is that they are relatively low in national terms. This is reflected in the fact that fare costs from outside Darlington Borough are significantly higher, stated in consultation as a particular problem for shoppers and workers from County Durham.

Stakeholder views on buses/public transport included the following:

- Bus operators: Bus lanes on key corridors; various junction and traffic management improvements to improve traffic flow; information provision at stops; continued programme of improvements at stops; would support major Tees Valley scheme;
- Tees Valley Joint Strategy Unit : no specific comments made, but continues to support Darlington's public transport strategy.
- Durham County Council: Ensuring bus reliability/journey times are maintained/improved on key corridors between Durham and Darlington (Transit 15 proposal); joint delivery of Health Transport Partnership Action Plan; support for the Darlington to Durham Tees Valley Airport bus link;
- Chamber of Commerce: Priority is improving alternatives to car travel so fewer people are on the roads during the day causing congestion;
- Darlington Association on Disability: Priority is to have more wheelchair accessible vehicles (taxis and buses);

- Durham Tees Valley Airport: Bus lanes on Yarm Road to provide good quality alternative to the car; improved bus links from Rail Station and development of Real Time information for bus and rail and more integrated ticketing;
- Central 'Into Work' Team: integrated ticketing would radically improve the bus offer; travel information is a key point and access to rail services should be improved by better integration with bus services;
- JobcentrePlus: Integrated ticketing and information; improve access to employment sites on the periphery of town

Looking at all of the consultations on the LTP together, a third of all comments made related to public transport and bus provision, making it the most important single topic overall. The most commonly cited issue was fares and ticketing issues, specifically the inconsistency and inequity in fare levels, lack of integrated ticketing options and overall cost.

The next most frequently cited issues related specifically to bus travel particularly the need for bus priorities to improve reliability and level of service. Also there was concern that the bus network was not meeting modern needs, with limited services to some out of centre employment sites and a lack of buses outside weekday daytime periods (20% of these comments). The quality and comfort of vehicles and driver customer care was also criticised in 26% of comments on bus services. There was significant concern about the implications of the Pedestrian Heart scheme to the functioning of bus services in the town centre.

Summary of Main Problems & Opportunities

In summary, Darlington's local context in relation to public transport may be summarised as follows.

- **the town has good potential for increased bus use, with frequent services, low fares, a high population density and relatively low car ownership, however increasing traffic congestion and changes in peoples' lifestyles are contributing to a situation where patronage is declining and public perception of local bus services is worsening – sometimes often without foundation in fact, although users are often increasingly satisfied with the service (BVPI 104);**
- **potential for increased bus use exists on certain**

cross-boundary journeys, particularly those linking Darlington to County Durham, however;

- **local bus operators feel unable to make the necessary financial investment due to poor current performance and future prospects;**
- **the local network has not changed significantly in recent years to reflect changes in work, housing and leisure needs, and therefore may need to be altered to best meet the accessibility needs of local people within the resources available;**
- **the development of the local network needs to be supported through a range of measures, some funded through the Local Transport Plan, that work together to make the bus a realistic travel choice for local people; and**
- **there is an expectation that public transport should be improved to help tackle key issues such as traffic congestion and thus improve quality of life.**

These issues are summarised in **Table 8**.

Table 8 LTP SWOT Analysis – Bus Services

| STRENGTHS | WEAKNESSES |
|---|---|
| Compact Grid layout of town Relatively low car ownership Dense bus network Frequent services Low bus fares compared to national levels | Traffic congestion causing reliability problems Poor perceptions of bus travel Ageing fleet, few accessible buses Declining patronage Commercial overprovision of bus services relative to demand Low bus fares reducing potential for fleet replacement Incomplete range of multi-operator tickets |
| OPPORTUNITIES | THREATS |
| Real Time Bus Information System Bus Quality Partnership & Punctuality Improvement Plan Proposed Quality Bus Routes STDT smart travel choices Corridors of Certainty Developer & other funding Pedestrian Heart Scheme Review of Community Transport provision Revised Concessionary Fares scheme Tees Valley Bus Network Review | Increasing traffic congestion as the local economy expands Increasing car ownership leading to less bus use Possible operator adoption of core route philosophy leading to decline in secondary services Other potential commercial changes to local bus network |

4. Vision, Objectives and Policies for the Bus Strategy

Based on the policy context and local context above, our bus strategy proposes a vision:

“ To provide an efficient and affordable bus network that makes a major contribution to Darlington’s sustainable transport objectives in terms of offering a real alternative to the car by ensuring access to essential services and employment opportunities, encouraging economic development and improving the quality of life for all.”

As explained at the beginning of this strategy (Section 1), delivering a reliable, high quality, easy to use network of bus services is essential to the overall LTP delivery.

Objectives

To achieve this vision, the key objectives of the bus strategy are to:

- ensure a bus network that is *comprehensive* in terms

of providing access to key locations and promotes social inclusion, through analysis of accessibility needs and partnership working with bus operators, the local employers, educational establishments, the health service and adjoining authorities;

- investigate opportunities to *expand the bus network*, through external funding opportunities.;
- integrate bus, rail and air services so as to provide a *‘seamless journey’* for the user;
- ensure *personal safety and security* for all passengers in relation to access to the network, waiting at bus stops and travel on-board;
- assist buses to operate *punctually* and more *reliably* through the provision of bus priorities where needed and the introduction of decriminalised parking enforcement;
- improve bus journey times where possible;

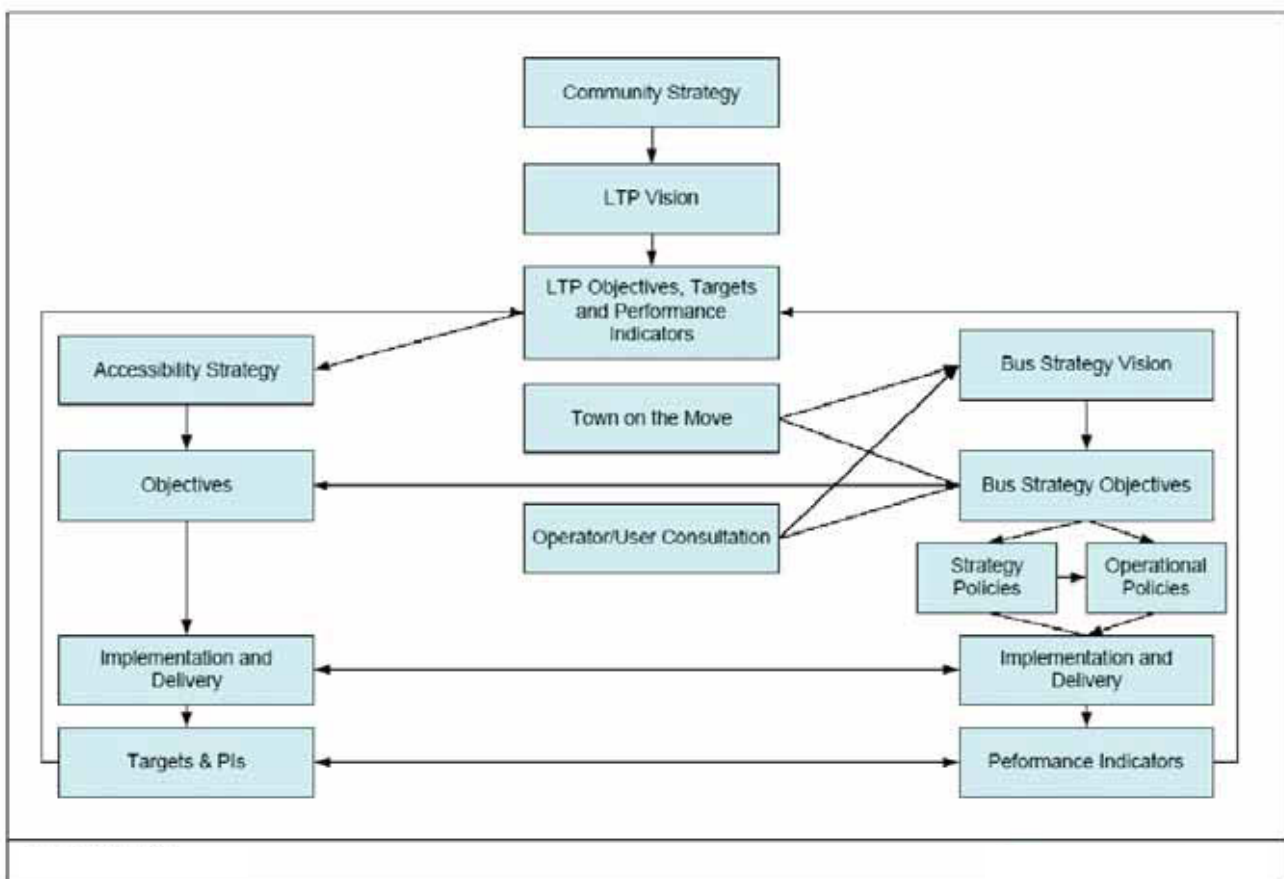
- provide *high quality information* which is up-to-date and reliable where users need them, available at home and on the network;
- proactively *market* the network and product to encourage patronage growth;
- seek to ensure that reasonable and easy to use *fares and ticketing options* are available for all users of the network;
- encourage the operators to provide a high *quality service* with accessible vehicles and drivers with a

high level of customer care;

- *work in partnership* with the bus operators and other relevant partners including the police to realise these objectives; and
- in so doing, contribute towards the *delivery of national and local targets* within the LTP and other key objectives of the Council.

Figure 3 shows how the bus strategy links to the rest of the LTP.

Figure 3 Bus Strategy links to the rest of LTP



For the main bus network, achieving these objectives relies on two key areas:

- Specifying quality across the network, in relation to services, infrastructure, information, fares and ticketing options and safety, which we do through our operational policies.
- Developing partnerships that can deliver the vision and which are accomplished through our strategic partnership policies.

The accessibility needs by bus of all residents has been considered during the development of the Accessibility Strategy for LTP2. Taking into account the needs of both town and rural residents, development of this Strategy was undertaken with a view to the ongoing reviews of community transport, concessionary fares and supported bus services. Issues to be addressed will include the needs of non-users, those who do not have access to a car, those resident in a priority ward and those with a mobility disability. Through the work of the reviews, the Bus Strategy will contribute to ensuring that all local people have access to items such as fresh food, healthcare, employment and leisure facilities.

Strategic Partnership Policies

The operational policies will be realised by working in close partnership with the bus companies and other interested parties and will aim to provide a high quality, accessible bus network offering seamless, frequent and reliable journeys.

- Establish an area-wide Strategic Quality Bus Partnership to involve all local bus operators and include agreement on:
 - town centre access and bus priority;
 - general provision and maintenance of bus stop infrastructure;
 - Traffic Management Act requirements including agreement on a Bus Punctuality Improvement Partnership, Local Authority criteria for support, Service Stability Code;
 - network information and general marketing;
 - improving staff customer care;
 - network ticketing initiatives; and
 - opportunities to expand the network where possible, through external funding mechanisms.
- Establish 'local' Quality Bus Route Partnerships based on specific routes. These would include more emphasis on:

- vehicle quality;
- specific information initiatives;
- improved driver training and customer care;
- route branding; and
- innovative ticketing initiatives.

This is already under way with Town on the Move funding the refurbishment of 11 low floor Arriva midibuses which will be operating on Arriva Services 21 and 30,31 from April 2006. This initiative will also include extensive publicity and marketing of these services.

Whilst it is hoped that working in partnership with operators achieves the objectives of this strategy, it is acknowledged that currently the Quality Bus Partnership approach excludes the local authority from imposing the desired standard and frequency of service and also denies them the opportunity to establish an affordable, simple and integrated fares structure across the network. Therefore, our Action Plan (Section 5) and Targets and Performance Indicators (Section 6) articulate what we expect to achieve over this LTP2 period. If we are unable to realise these objectives in partnership, it may require the Council to consider implementation of a Quality Contract in order to further meet Darlington's long term aspirations for transport

Operational policies

These policies relate to the day to day planning and operational aspects of bus service provision and are summarised in **Table 9**.

Table 9 Operational Policies

| Policy | Key actions | Needs addressed |
|---------------------------------|---|---|
| Infrastructure and bus priority | <p>Ensuring the provision and maintenance of good quality bus stop infrastructure including, where necessary, attractive, secure waiting shelters fitted, where required, with CCTV;</p> <p>Implementing traffic management measures identified through the Bus Punctuality Improvement Partnership which improve reliability and punctuality of local bus services;</p> <p>Taking a corridor approach to improving travel conditions on major radial roads, through the Corridors of Certainty programme including providing bus lanes, CCTV fitted bus shelters with real time information, raised kerbs at bus stops with bus bays, high levels of information provision and marketing.</p> | <p>Accessibility; safety</p> <p>Improved passenger satisfaction through improved journey times, more reliable bus services</p> <p>Improved passenger satisfaction; better travel information</p> <p>Better travel choices</p> |
| Service Improvements | <p>Ensuring that major new residential, employment and leisure developments are provided with adequate, high quality bus services through developer contributions under section 106 agreements agreed in partnership with bus operators, developers and the Council;</p> <p>Ensuring that services operated under contract to the Authority are improved by enhancing the conditions relating to vehicle quality, performance, marketing and staff training;</p> <p>Developing a 'Quality Bus Routes' programme in consultation with operators via the Darlington Strategic Quality Bus Partnership.</p> | <p>Improving the public transport experience</p> <p>Improving information provision, leading to better travel choices</p> |
| Information and Marketing | <p>Ensuring, in partnership with bus operators, the provision of adequate paper based information including individual timetable leaflets, area network booklets and maps;</p> <p>Providing, in partnership with the chosen bus stop maintenance contractor and the bus operators, comprehensive roadside timetable information and, where possible, real time bus information showing actual predicted arrival times of buses operating on the network; Installation priorities will be determined by analysis of use, using data from real time and other electronic media.;</p> <p>Further developing, in partnership with adjacent Authorities in the North East, the provision of public transport information provision via the Traveline internet journey planner and telephone enquiry service (NETIS);</p> <p>Developing, with the assistance of the Sustainable Transport Development Town initiative, a Borough wide promotional strategy for buses focussing on market segmentation and appropriate delivery media such as individualised travel plans.</p> | <p>Improved quality of life and encouraging confidence in the network</p> <p>Encouraging modal choice</p> |
| Fares & ticketing | <p>Implementing the provision of free local bus travel for the over 60's and the disabled from April 2006, enhancing the statutory minimum scheme by allowing all day travel seven days a week and also offering free travel to/from Bishop Auckland General Hospital;</p> <p>Continuing support for the provision of half fares for children between 14 and 16 years in the rural part of the Borough;</p> <p>Investigating the provision of concessionary fares for other groups e.g. 16-19 year olds, the unemployed etc using the results of a feasibility study in 2005 into multi-operator ticketing;</p> <p>Promoting new and innovative means of ticketing including multi-journey tickets, all-operator network tickets and more extensive off-bus sales in order to improve boarding times. Improving the inter-availability of tickets between bus and rail companies through partnership working.</p> | <p>LAA issues</p> <p>LAA issues</p> <p>Better value for money for public transport users</p> |

| Policy | Key actions | Needs addressed |
|---|--|--|
| Accessibility | Establishing revised criteria with regard to minimum service levels and service procurement in line with the requirements of the emerging accessibility strategy; Ensuring that access to employment both within the Borough and across the Borough boundary is maintained and where possible, further developed; Ensuring access to and from rural areas is available to all including the development of bus services for leisure use; Encouraging operators, through the Bus Quality Partnership mechanism, to invest in further provision of low floor, accessible buses. | Improved access by bus Increased bus satisfaction |
| Integration With Other Modes | Assessing the need and feasibility of providing park & ride services where appropriate; Recognising Darlington's regional importance by securing and promoting bus services that integrate with local and national rail services and air services at Durham Tees Valley Airport. | Widening horizons - LAA |
| Community Transport (including Education & Social Services) | Seeking to enhance the provision of Ring a Ride and community transport schemes for those unable to use conventional public transport. | Improved Quality of life |

5. Implementation and Delivery

Strategic delivery

Tees Valley Quality Bus Group

Darlington is an active member of the Tees Valley Quality Bus Group, established under the leadership of the Joint Strategy Unit. Representatives from major bus operators and all five Unitary Councils and the Government Office sit on this group. As well as exchanging best practice and coordinating funding bids the Group will lead on the Tees Valley Network Review project and the major scheme linked to this proposal.

Darlington Strategic Bus Quality Partnership

At the Borough level, we will seek to further develop our area-wide Strategic Quality Bus Partnership with the bus operators and other relevant partners. The aim of the Partnership is to clarify obligations on both the local authority and the bus operator(s) in realising our bus strategy objectives, giving partners confidence that the other's obligations will be honoured and investment will be matched. For example, the Council would contribute to priority measures, vehicle equipment, improved bus stops and better information, while the operators invest in new or refurbished vehicles, driver training and collaborate on new ticketing options. The Police have a role to play in providing enforcement of parking regulations and tackling security issues when required.

As part of our Quality Bus Partnership we will also look to develop innovative approaches to improving the network or individual services, such as through developer or other external funding mechanisms.

Quality Bus Route Action Plans

Our Quality Bus Route Action Plans will be developed through discussions at the Strategic Quality Bus Partnership meetings in association with the Corridors of Certainty proposals along the main radial corridors. In 2006-2011, we are proposing to continue the Corridor of Certainty programme started in the first Local Transport Plan, providing additional bus priority measures, including bus lanes.

Bus Punctuality Improvement Partnership (BPIP)

Reliability and predictability of bus services are important issues. To this extent the Council will enter into a partnership with local bus operators to improve bus punctuality, using guidance published by the Government backed Bus Partnership Forum.

This will result in a stronger position to meet bus punctuality targets as required in the LTP and demonstrate a common commitment to achieving a higher standard of service for the customer. The national requirements for each partner are set out in **Table 10** below.

Table 10 Requirements for Bus Performance Improvement - outcomes for PIP members

| | |
|---|--|
| Bus Operators | <ul style="list-style-type: none"> - Compliance with Traffic Commissioners' standards - Efficiency and economy of operation - Improved customer satisfaction - Increased ridership - Greater profitability |
| Public Transport Coordinators | <ul style="list-style-type: none"> - Improved performance against punctuality target - Improved customer satisfaction - Increased ridership - Increased modal share - Reduced subsidy |
| Local Transport Authority Traffic Managers | <ul style="list-style-type: none"> - Measurable indicators of the impact of traffic congestion - Modal share indicators - Justification for future bus priority measures - Monitoring the impact of roadworks on traffic flows - Justification for real time infrastructure |

The establishment of a BPIP may allow the Council to access capital funding to invest in new technology to deliver comprehensive network monitoring at a level that may not be achievable by the operator alone – yet without the participation of operators, the Council will not be able to achieve the required standard of monitoring to comply with its Local Transport Plan obligations.

Monitoring will assist in aiming to meet the following LTP targets:

- For departures from a terminus a minimum of 90% of journeys should be within one minute early to 5 minutes late. (Trajectory set to achieve 80% by 2010/11 and 90% by 2014/15).
- For departures at other intermediate points and non timing points the same target has been set.
- For services operating on a frequent basis, i.e. 10 minutes or better, the criteria is measured through average excess waiting time.

Automatic Passenger Counting (APC)

It may be advantageous to fit automatic passenger counting units to a statistically significant number of, or all, locally based vehicles to aid the collection of data relating to patronage, stop point use and passenger kilometers on supported services. Monitoring for the purposes of meeting the punctuality targets above will be based on a minimum of 25 sites (am/pm readings) and in accordance with national guidance will include 5000 discrete readings annually. This may be achieved through the Real Time Information System where fitted, and autonomous units where not fitted. This will be discussed fully and agreed with members of the Bus Punctuality Improvement Partnership.

Operational delivery

The implementation and delivery of these policies will aid the day-to-day planning and operational aspects of bus service provision and will ensure the timescales for delivering the more strategic policies are met.

Infrastructure and bus priority Improvements

Darlington Borough Council has a key role to play in the provision of infrastructure and bus priority to support bus operation. In terms of achievements, 32% of bus stops within the Borough are low floor accessible (34% of buses in Darlington are of low floor design – 2005 value), and the Council has entered into a 15-year bus stop flag improvement programme with Clear Channel. In addition, DBC has invested in a Bus Stop Asset Register which will become an integral part of the database for the Asset Management Plan. Furthermore, 76% of buses within Darlington now have CCTV, funded through LTP1.

The Council is committed to improving priority for buses through the use of bus lanes, traffic light priority and other appropriate traffic management measures. This will help to make the bus a viable alternative to the car and achieve modal share targets. Priority will also help to improve the reliability of bus services, making them less sensitive to congestion and more able to meet punctuality targets.

DBC already has a real time information system (RTI) in development, with rollout scheduled for Summer 2006. This system will provide passengers with information about waiting times, however the system can also provide increased functionality with a few improvements and extensions. It will also allow us to monitor the delivery of bus services as well as having scope to monitor patronage and bus stop point usage, thus allowing effective planning of bus stop infrastructure and route improvements for the future in the most efficient way.

The key goals for delivering infrastructure and priority improvements will therefore be to:-

- Work with local bus operators, the Police and local people to improve physical conditions for bus users, especially along Corridors of Certainty and 'Quality Bus Route' corridors.
- Implement a department wide intranet bus stop portal to improve repair times and accurately deliver maintenance to the bus stop network.
- Continue to develop RTI to monitor operational performance of the bus network and to ensure reliability and punctuality targets are met.

Service Improvements

Challenge funding and developer contributions under section 106 will continue to be used to provide services to areas previously un-served, and also to enhance existing services.

Securing funding from the Transport Innovation Fund will also be investigated to support the costs of innovative

and coherent transport measures that improve bus services.

Information and Marketing

The Council's Bus Information Strategy is set out in a separate annex to the LTP. This sets out the responsibilities of the bus operators and the Council in providing high quality information to bus passengers through the use of paper, electronic and roadside timetable information. This will build on the work being implemented through the Sustainable Travel Demonstration Town Project to provide comprehensive local area bus timetables to complement the Borough wide bus map and individualised travel marketing.

Provision will be made within the strategy to ensure standards are enforced to deliver consistent quality through programmes of continuous monitoring.

In addition to the above, the strategy proposes a wide-ranging programme of strategic and tactical marketing to promote additional use of the network, by existing users and new customers.

The recently completed review of bus services within the Tees Valley reported the following weaknesses:

- Too much focus on conventional matrix timetables
- No comprehensive map
- Timetable booklets that focus on local authority boundaries
- Inefficient duplication of information

The information strategy will ensure these weaknesses are taken into account and will contribute towards the development of a quality information strategy for Darlington.

The Council is also involved in the North East Real Time Information Project which is being delivered through a partnership between the five local authorities in the Tees Valley, Durham and Northumberland County Councils, NEXUS and the region's local bus operators. The Council's involvement in this project is founded on its desire to improve the knowledge of travel choices across the community, thereby broadening travel choices for those with a car and giving people without a car new travel opportunities that they were previously not aware of. The project therefore tackles car dependency, modal shift and social exclusion.

Fares and Ticketing

On commercial bus services, fares and ticketing arrangements are determined by the operator. Darlington Council will work with local bus operators to understand their decisions and ensure that all user needs have been considered. In addition, the Council will assist operators where appropriate in delivering services which are socially necessary and represent value for money.

On services which are supported, the Council has the power to set fare levels, and will ensure these are in line with commercial fares wherever possible to avoid confusion. Contracted services will accept commercial season tickets issued by the same operator to avoid confusion.

The train operator, GNER, is working with Peel Holdings, the owner of Durham-Tees Valley International Airport to promote through ticketing using Sky Express 737 between the Station and the Airport. The Council is supportive of such initiatives and is keen to see operator led solutions to joint ticketing needs.

Concessionary Travel

In accordance with government policy, the Council now provides free bus travel within the Borough and to/from Bishop Auckland General Hospital for selected groups of residents within the Borough, notably those over retirement age and the disabled. Alternatively, residents over 75 or those meeting the disability criteria specified in the 2000 Transport Act may alternatively opt for 50 £1 taxi vouchers for the period April 2006 to Mar 2007, allowing travel on any participating hackney carriage or private hire vehicle or the Ring a Ride service, for travel within the Borough or to any point outside, provided one trip end is in the Borough. The scheme provides extensive additional discretionary elements over and above that recommended by Government, eg free travel before 0930 and after 2300 on Mon-Fri ; some out of county travel; and the taxi voucher option.

The scheme will cost the Council £1.774m in 2006/7, of which £0.897m is being funded internally.

There will be continued support for 14 to 16 year olds to pay half fare in the rural areas of the Borough whilst the Council will also investigate, through the LAA and local bus operators, the introduction of concessionary fares for other groups, in particular the those aged 16 to 19.

Accessibility

The Accessibility Strategy will focus on solutions to accessibility problems that may or may not be transport related. Transport solutions will include bus based improvements (such as information provision and land

use design) as well as those relating to other modes.

Integration with other modes

The Council will seek to ensure that rail services (at local stations) and air services (at Durham Tees Valley Airport) can be reached by bus, and will seek to promote travel by this means where possible.

Community Transport

The Council is reviewing the provision of the Ring a Ride transport service during 2006/07, and will examine any synergies between this and other community transport functions. One possibility, is participating in the Durham Travel Response Centre to ensure that local people have the best possible transport solution for healthcare as well as shopping, leisure and employment. Any agreed proposals are currently scheduled for implementation in April 2007.

Action Plan

Table 11 outlines the action plan for taking forward the Bus Strategy. It identifies key goals starting from the publication of this Bus Strategy.

Funding

To achieve our ambitious objectives for a step change in the quality of bus services in Darlington, we require significant funding, much of which needs to come from the LTP. We hope that by demonstrating real progress against elements of our action plan, we will receive the level of support necessary to deliver the strategy.

Nonetheless, our strategy will also seek to draw in funding from other sources, notably:

- Section 106 developer contributions;
- Transport Innovation Fund;
- Matched funding from operators to deliver improvements to vehicle and service quality in relation to our improvements to infrastructure etc;
- *Sustainable Travel Demonstration Town Project.*

Table 11 Bus Strategy Action Plan

| Issue | Detail | Date | Lead | Partner |
|--|---|--|--------------------------|---|
| STRATEGIC POLICIES | | | | |
| Strategic Quality Bus Partnership | Operators, Council and relevant third parties signed up to principles of partnership | Apr-06 | DBC | Operators and others |
| Bus Performance Improvement Partnership | Operators, Council and relevant third parties signed up to principles of partnership | Apr-06 | DBC | Operators and others |
| OPERATIONAL POLICIES | | | | |
| Accessibility / network issues | | | | |
| Network Review | identify gaps in provision through detailed Accessibility strategy work | Sep-06 | DBC | |
| | review and seek tenders for revised Council procured services (implementation April 2007) | Nov-06 | DBC | |
| ongoing | DBC | | Network stability | agree Service Stability code |
| Infrastructure | | | | |
| New Bus Stops | 13 per year 2006/7 and 2007/8 then 2 per year Proposed spending £150000 during period of | LTP2 | ongoing | DBC |
| operators | Improvements to Bus Stops | 20 raised kerbs per year, 2 shelters per | year Proposed spending | £284000 during period of LTP2 |
| through SQBP | | | | |
| Apr -06 | DBC & Operators | | Special transport | Community Transport |
| Review delivery of Ring a Ride and financial support | Mar-07 | DBC & Operators | Community Transport | Strategic review of general Council services (e.g. social services/special needs transport) to assess opportunities for efficiency improvements |
| Mar-07 | DBC | | | |
| Bus priority | Town centre priority | Pedestrian Heart bus routes | ongoing | DBC |
| Operators | | | | |
| Fitting bus fleets with transponders or ensuring | bus priority through use of real time information | system | | Actions arising |
| from Punctuality Improvement Plan | Permits priority green aspect at traffic signals when late running (arising from PIP | development) Various traffic | management and other | schemes as identified |
| Proposed spending £50250 during period of | LTP2 | Apr 2006 | onwards | |
| | | Apr 2006 | onwards | DBC & Operators |

| Issue | Detail | Date | Lead | Partner |
|--|---|-------------------|------------------|--------------------------------|
| Information and marketing | | | | |
| customised bus information at all departing bus stops within Borough | accurate and up to date stop specific information | 100% as at Apr 06 | DBC | |
| real time bus passenger information | On Corridors of Certainty, in the town centre and on specific 'Quality Bus Routes' as determined by QBP | ongoing | DBC | |
| enhance bus information provision in town centre | Real time information (16 units) | 2007/08 | DBC | |
| real time information | continue to work with Tees Valley authorities to fit all local buses with RTI technology | ongoing | TVJSU | DBC & operators |
| web and telephone | Continue to contribute to North East traveline internet journey planner and telephone enquiry service (NETIS) Introduce SMS service during 2006/7. | ongoing | NETIS | DBC & operators |
| marketing of bus product | Borough-wide promotion through individualised travel marketing and regional campaigns | ongoing | DBC | Operators & Regional Bus Forum |
| Integration | | | | |
| improve access/integration with airport/rail station | Continue to work with Airport and bus and train operators to encourage increased use of Sky Express 737 service connecting town centre-rail station-airport | ongoing | DBC/Airport/Rail | Operator |
| Park & Ride | study potential for P&R across Darlington | 2006/07 | DBC | |
| Service quality | | | | |
| accessible fleet | continue to extend % of low-floor vehicles. Aim to increase from 34% to 70% by end of plan period | ongoing | Operators | |
| cleanliness and comfort standards | continue to improve standards/perception of buses by increasing BVPI 104 from 62% to 65% by 2011 | ongoing | Operators | |
| enhanced levels of driver training in customer care | Operators agree to standards and monitoring as part of Quality Partnership | April 2006 | Operators | |
| Maintenance Contract | Bespoke service for bus stops & shelters | ongoing | DBC | |
| Safety and security | | | | |
| CCTV coverage of all buses | Aim for 100% fitment – to be progressed via BQP | ongoing | Operators | DBC |
| CCTV at bus stops | 32 sites fitted, new sites derived from Accessibility Strategy | ongoing | DBC | local people, Parish Councils |
| enhanced walking routes to bus stops in priority areas | Accessability strategy to identify areas where safety is a concern | ongoing | DBC | local people |
| Corridor-specific | | | | |
| Corridors of Certainty | | | | |
| North Road | Comprehensive corridor treatments tackling traffic congestion and its effects. Including bus lanes, junction infrastructure improvements including upgrades to bus stops and walking routes, new shelters and on street bus information Enhanced vehicle quality and customer care, branding and marketing of services and monitoring of reliability To be agreed by Strategic QBP, commencing with Services 21 and 30,31. | 2006/07 | DBC | Operator |
| Yarm Road | | 2006/07 | DBC | Operator |
| Woodland Road/West Auckland Road | | 2008/09 | DBC | Operator |
| Haughton Road | | 2009/10 | DBC | Operator |
| Coniscliffe Road Phase 1 | | 2010/11 | DBC | Operator |
| Inner Ring Road | | 2008/011 | DBC | Operator |
| Quality Bus Routes | | April 06 | DBC | Operator |

6. Targets and Performance Indicators

We outlined our bus strategy objectives in section 4. Many of the objectives will only be achieved via effective partnership working between bus operators, the Police, Darlington Borough Council and residents of Darlington.

To determine if the bus strategy is meeting its stated objectives there will need to be a continual monitoring programme. Some of the objectives are harder to measure, and others are long term aspirational goals that will be difficult to quantify in the shorter term. **Table 12** outlines the key indicators for the bus strategy. Targets for these indicators are reported in **Chapter 7** of the Second Local Transport Plan.

Table 12 Performance Indicators

| Performance Indicator ¹ | Notes |
|---|--|
| BVPI102: Public transport patronage | Covers all public transport. For the purposes of the bus strategy will include separate patronage figures for commercial, subsidised and DRT/CT (not as reported in LTP) |
| BVPI103: Proportion of users satisfied with local provision of bus timetable information | Trajectory set to rise from 65% (2005) to 70% by 2011 |
| BVPI104: Proportion of users satisfied with local bus services | Trajectory set to rise from 63%(2005) to 65% by 2011 |
| LTP5: Proportion of bus services running on time (within -1 to +5 minutes of scheduled time). | Trajectory towards 90% punctuality. To be agreed through SQBP and BPIP |
| Proportion of journeys not operated | To be reported over the network as a whole |
| Bus patronage on corridors | APC will allow us to collect stop level data (To be agreed by SQBP) |
| Bus service kilometres | APC load factors may be used to generate passengers/Km (to be agreed by SQBP) |
| Bus reliability | Proportion of registered bus journeys operated |

¹ Targets reported in Second Local Transport Plan

ANNEX 11:

Transport Asset Management Plan

The transport networks are provided for the benefit of the public and are most highly valued physical assets, in both financial and community terms. Keeping them in good condition is crucial to both their users and the community and to the delivery of the Local Transport Plan strategies and programmes.

The major parts of the transport network are the publicly owned highway assets such as the carriageway, footways, cycleways, verges, embankments, drainage, bridges, retaining walls, safety fences, street lighting, bus stops/shelters/information systems, street furniture, traffic signs and road markings. Carrying out evidence based efficient and timely lifecycle maintenance is therefore important to satisfy the public's expectations and ensure that the networks are maintained in appropriate condition to the benefit of all the users.

Fit with Local Transport Plan Objectives

The Local Transport Plan has 6 strategic objectives and transport asset management has a role to play in delivering all of them, as is summarised in the table below.

| Strategy Objective | Role of Transport Asset Management |
|--|--|
| A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | To ensure that infrastructure provided as part of development is to a high quality so that the maintenance implications for the Council are minimised. To ensure development in Darlington does not have an adverse effect on the road network of others. |
| B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need. | When prioritising maintenance spend and capital programme funding, consider the potential benefits to those who are most at need, in particular the need of the disabled and those without access to a car. |
| C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | Network Management will link directly to asset management, identifying possible accelerator affects of congestion and travel behaviour on the condition of assets. |
| D To improve travel safety and security for all by addressing the real and perceived risks. | To maintain the highway assets to a high standard to reduce the risks of accidents. This is important for all road users, but in particular for vulnerable road users such as cyclists, motorcyclists and pedestrians with impaired mobility. |
| E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | Highway assets need to be maintained to a high standard to encourage people to use them. Maintaining footways, cycle paths, street lighting and bus stop infrastructure is as important as maintaining the roads. |
| F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | To ensure that the network assets are maintained to a high quality for pedestrians and cyclists to encourage active travel and support travel plan initiatives, which has a positive impact on health. |

Progress in preparing the TAMP

Darlington Borough Council is progressing the development of a Transport Asset Management Plan (TAMP) in conjunction with the other Tees Valley authorities.

Developing the Transport Asset Management Plan is a considerable project which involves a series of inter-related tasks. Concentrating on the significant items and the development of lifecycle plans will help to provide a meaningful plan to a reasonable timescale.

Specialist support for the development of the TAMP is being provided by OPUS International Consultants using a facilitation approach which has proved effective with other authorities. This involves a series of focussed workshops covering all the key aspects of asset management. Consultation with customers is an integral part of the structured approach that will inform local needs and service standards along with data such as asset condition and Best Value and Local Performance Indicators.

Each authority will therefore be tailoring the generic plan accordingly and to help facilitate this process, especially in relation to the operational and system issues, Darlington has established a partnering arrangement with Symology, the Council's United Kingdom Pavement Management System (UKPMS) provider and Data Collection Limited (DCL) who are carrying out the data collection/input elements. This will compliment the joint work being carried out by the Tees Valley authorities in respect of the generic asset management plan.

The Council already operates the UKPMS 'Insight'. This is at the heart of all of the operational highway processes, including inventory/condition data for highways/bridges/structures/street lighting/public transport, safety inspections, condition surveys, street works co-ordination, budget management, development of programmes of work, works ordering and public liability insurance. At present works orders for highway maintenance works, safety inspections, condition surveys and streetworks coordination are processed through the system. Eventually all highway remedial works will be included and hence changes to the highway network and its associated infrastructure can be readily incorporated into the asset register and hence the major challenge of keeping the system 'live' and up to date is satisfied in a logical and efficient way. From an operational point of view this means that the Council can respond to requests from the public in the sure knowledge that it is basing its response on the most up to date data. This results in effective and efficient management of the issue and a professional response to the public.

Levels of service are central to the asset management approach for example in relation to performance measurement/management and identification/option appraisal. Whilst this authority works to practices and standards set out in 'Delivering Best Value in Highway Maintenance – Code of Practice for Maintenance Management (2005)'. It is important that these are formally documented. This also applies to the other Tees Valley Boroughs and therefore the 5 authorities have

jointly compiled a generic Highway Maintenance Plan that again is being adapted by each authority to suit the local needs of users and the community. The plan will be subject to public consultation and this along with technical requirements will help shape the local perspective. This will set out the procedures, practices and standards for the highway maintenance services that will be built into the asset management process.

Opus have been appointed as consultants to lead on the Tees Valley approach to developing and implementing the Transport Asset Management Plan (TAMP). The 5 authorities have met with Opus on a monthly basis since January 2006, with the aim of completing the process by the end of 2006.

To date a gap analysis has been carried out to identify areas where existing inventory is deficient. Currently the Council has a number of discrete databases containing highway asset information including bridge/retaining walls/structures, bus stops/shelters/information, pedestrian guard rails, crash barrier, trees, gullies, traffic regulation orders, school flashing lights, traffic signals/pedestrian crossings.

Some of these have already been incorporated in the Insight System and others are in the process of being incorporated. To address some of the issues of missing or incomplete information, a data collection exercise has been underway in Darlington to provide the building blocks for the TAMP.

During 2005/06 inventory data has been collected on all the unclassified road network, approximately 330km or 60% of the total network. Data has been collected on 25 different asset types, from carriageway to gullies, signs to cycle stands. This has been added to the Symology Insight UK Pavement Management System (UKPMS) by March 2006.

Condition data has been collected on carriageways through Course Visual Inspection, Detailed Visual Inspection and scanner surveys, as well as deflectograph surveys for structural condition. Highways inspectors do ongoing condition reports that are added to the system. SCRIM data (skid resistance) has also been collected on all 'A' roads and accident spots. This has been added to the UKPMS.

A full street lighting inventory will also be installed on UKPMS by March 2006.

This is already actively used to record any actions that take place on every highway street light and illuminated traffic sign across the Borough and to maintain their life history, to generate maintenance strategies and programmes, to provide local and national performance management data and assist budget management. It has proved crucial in the acceleration of the 'White Light Programme' to introduce more energy efficient lighting units in parts of the Borough through a Prudential Borrowing scheme.

Bridge stock and structures inventory data has been added to UKPMS along with the associated condition data.

A database of over 500 bus stops has been developed, including a register of assets and condition and photographs. This will be added to UKPMS in 2006.

Further inventories and data will be added following Tees Valley wide discussions with Opus over the period 2006/07. Ongoing works and historical records will also be added to the system. Works orders will be put through UKPMS so that the asset register is kept up to date, and a history of each asset will be held.

We are in the process of carrying out an Interim Valuation on a sample of highway assets down from the UKPMS data using rates common to members of the Tees Valley Group of authorities. We will also be providing the Benchmark Valuation during 2006/07.

Next steps

Once the asset database is in place the next stage is to use it to direct how and where resources are spent. The system will provide a clear picture of the total highway asset and any gaps will be identified and further data collection undertaken.

The next stage is to use the data on UKPMS to:

- Prioritise the maintenance programme, through a combination of condition data, funding and targets.
- Assess all the assets in proximity to a maintenance scheme e.g. a carriageway maintenance scheme could be extended to include a bus stop improvement or street lighting upgrade.
- Improve links between planned maintenance schemes and integrated transport block funded schemes e.g. a maintenance scheme to improve a footway could incorporate an upgrade to provide a shared use footway/cycle path as part of the cycle network development.
- Improved links with development control to ensure that maintenance issues created by developments are addressed as part of the planning process, e.g. strengthening to carriageway which may be required if traffic levels are set to increase significantly as the result of development.

An Asset Management Team is in place in the Highways Consultancy Division to manage the asset management process and produce programmes of work identified from the asset data.

Financial implications

As the highway assets are of high value it is important that funding is invested to ensure that the standard of the assets is at a high level. Equally important is that funding is spent in the most effective way to achieve value for money and to achieve targets.

Darlington Borough Council is working with Symology on a budget optimisation programme for maintenance that will link levels of funding and targets, based on the condition data in the UKPMS system. Early calculations are demonstrating how varying the levels of funding in early years of the Local Transport Plan can have a positive or negative impact on funding levels that are required in the future to maintain condition at the current level, or indeed how levels of funding can have a positive or negative impact on road condition over the Plan period. This will assist in allocating funding for maintenance programmes as well as target setting and performance analysis.

Once condition levels are at target level it may be possible to identify financial savings. However this position will take a number of years to reach as funding levels are currently too low and the network to be maintained is continuing to expand, in particular the ongoing expansion of the cycle network and street lighting stock. Development work with Symology is continuing.

Additional resources have been made available by the Council, outside of Local Transport Plan maintenance block allocation, to address maintenance issues. Whilst much has been achieved in terms of improving the structural condition of the highway network, following years of under investment, there is still a poor perception of highway condition by residents. Therefore in 2005 the 'Lets Get Cracking' programme was launched. This asked residents to nominate pavements and roads and other assets that needed maintaining or improving. Just over 1000 requests for works have been received and these are now being processed and works implemented. The aim is to improve actual and perceived safety, improve the quality of public spaces and provide better streetscapes. This will not only improve people's quality of life but also encourage more walking and cycling.

New infrastructure – implications for maintenance

It is important that maintenance issues are assessed as part of the investment of capital in new infrastructure. Initial investment costs need to be assessed against lifetime costs. This is achieved through a close working relationship between Maintenance, Traffic Management, Development Control and Transport Policy. The UKPMS will provide supporting evidence on the impact of new infrastructure on the maintenance programme.

These issues are being explored as part of the development of the cycle network in Darlington. As a Cycling Demonstration Town it is important that Darlington implements ambitious and innovative schemes. However the designs must be considered not only on the grounds of safety and traffic management but also maintenance. New standards are being established for routine inspection and maintenance of the cycle network and the type of materials used are being evaluated to ensure that the rapid expansion of the network does not have a detrimental impact on the maintenance funding or the condition targets.

Targets

The condition targets have been set using current knowledge of the highway asset. As the UKPMS system and Symology budget optimisation software develops it will be possible to assess whether targets are realistic in relation to levels of funding available.

ANNEX 12:

Framework Accessibility Strategy

Introduction

This annex presents Darlington's Accessibility Strategy, to accompany the Second Local Transport Plan. In it, we outline how we are planning to improve local peoples' quality of life by:-

- improving access to jobs and services sustainably,
- encouraging achievement both for the individual and their community
- encouraging more inclusive communities by giving all people opportunities to contribute, especially those in the three priority groups (young people, the elderly & disabled, those living in deprived wards).

We intend to achieve these outcomes through working in partnership with others in an approach that recognises that some solutions will not be transport related, but will be concerned with other factors such as communication and operational matters.

As discussed in this annex, our early work shows that whilst at a strategic level there is no particular problem in terms of local peoples' accessibility, there are specific issues that need to be addressed before they develop into problems that detrimentally affect local peoples' quality of life in the future. Maintaining, or preferably improving, quality of life for all especially those in the three priority groups, is the foundation of what this strategy is trying to achieve.

This document is organised on the following basis:-

- the context to accessibility planning,
- our vision and objectives,
- discussion of the local issues and potential problems,
- our delivery programme.
- Indicators and targets
- Conclusion

Context

What is accessibility?

*'Meeting local transport needs more effectively through improved access to jobs and services, particularly for those most in need, in ways that are sustainable'*¹

We interpret the term *'those most in need'* as widely as possible, including not only those without access to a car, but also those who will have particular accessibility issues such as those on low incomes, older people, younger people and disabled people.

What is accessibility planning?

*'Accessibility planning focuses on promoting social inclusion by tackling the accessibility problems faced by those in disadvantaged groups and areas.'*²

Accessibility planning focuses on promoting social inclusion by tackling the accessibility problems experienced by those in disadvantaged groups and areas. These might include the availability, affordability and accessibility of local public transport, the design, location and delivery of non-transport services, and the ability of the community to reach those services by foot or cycle. It also focuses on access to those opportunities that are likely to have the most impact on life chances: employment, education, health care and food shops.

It is recognised that policy development and service delivery can be improved to better meet the accessibility needs of local communities through cross sector working (through the Local Strategic Partnership in Darlington) and being evidence led (using a wide variety of transport and non transport data and research). We have used both approaches in the formulation of this strategy.

National context

At a national level, the Government's Shared Priority for transport includes the element:

'improving access to jobs and services particularly for those most in need, in ways that are sustainable'

The Government's Social Exclusion Unit examined the link between social exclusion, transport and the location of services. They focused particularly on access to those opportunities that have the most impact upon life chances, such as work, learning and healthcare, as well as the opportunity to buy good quality, affordable food and enjoy leisure activities. The final report – *Making the Connections* – identified accessibility planning as a means of identifying, analysing and developing solutions to social exclusion problems. It is the ability of accessibility planning to consider the big picture, that gives it such potential to address issues such as social inclusion and deliver wide reaching outcomes.

The Council has taken up the offer of training in accessibility issues from the Department of Transport (DfT) through the "withinreach" programme³. This identifies that many of the accessibility problems experienced by people are not directly linked to transport, and in many cases the solution to accessibility problems are more to do with service delivery, cultural and social issues, perceptions and attitudes, rather than transport. Tools and techniques explained on the programme seek to identify these issues and develop problem statements to express them.



¹ Guidance on Accessibility Planning in Local Transport Plans, December 2004, DfT

² Guidance on Accessibility Planning in Local Transport Plans, December 2004, DfT

³ withinreach Accessibility Planning, Training and Advisory Programme: Action Learning Programme, February – May 2005

However, it is also recognised that there are key transport barriers to accessibility, namely the:

- Availability and physical accessibility of transport
- Cost of transport
- Services and activities located in inaccessible places
- Safety and security
- Lack of information and limited travel horizons

Regional context

At a regional level, accessibility planning needs to be considered in the context of destinations and trip purposes. The Tees Valley local authorities are working together to assess accessibility issues for employment, in particular the development of new employment sites such as Central Park in Darlington and Middlehaven in Middlesbrough. These sites need to be accessible by car but also by bus and rail services to ensure that transport is not a barrier to people taking up employment opportunities. The Bus Network Review in the Tees Valley will be based around providing high quality links between town centres and employment sites including Darlington town centre and Durham Tees Valley Airport. This should provide good public transport access to existing employment sites in Darlington as well as the new developments at Faverdale, Morton Palms and Central Park.

An initial workshop has been held with the further education and training sector to identify issues with people accessing

training opportunities across the Tees Valley. This will be developed further during the implementation of the Local Transport Plan on a Tees Valley wide basis.

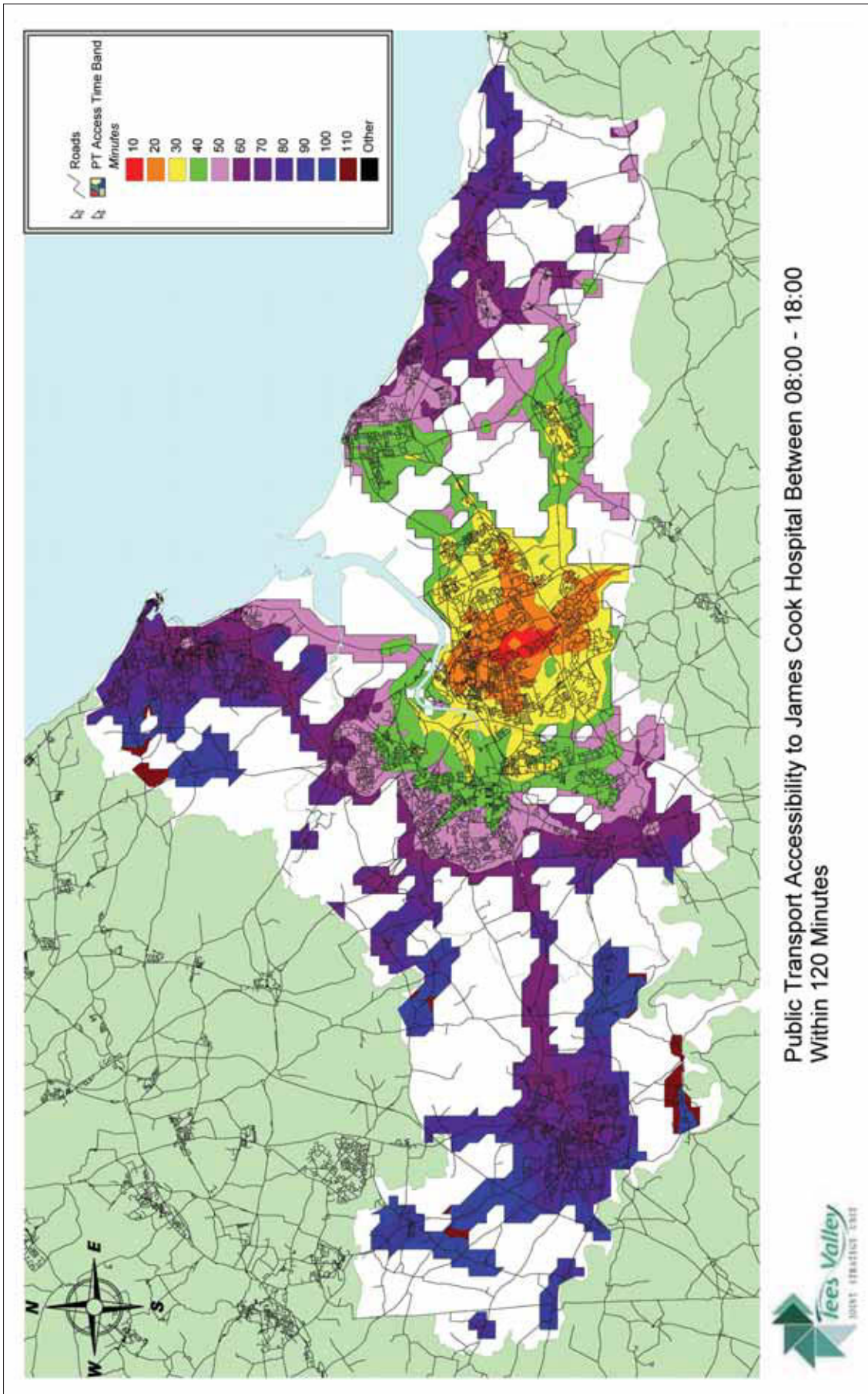
This work is described in more detail in **Chapter 1** of the Second Local Transport Plan.

Transit 15 is County Durham's initiative to provide high quality bus routes between key Durham towns and Darlington, linking Durham to the Tees City Region. This will improve access to training and employment opportunities in Newton Aycliffe, Spennymoor, Durham City, Bishop Auckland and Barnard Castle, as well as in Darlington. It is thus important that we help the delivery of the Transit 15 initiative (as well as future proposals in North Yorkshire) to improve local peoples' quality of life.

There are also regional issues around access to health facilities with a continuous programme of changes to service delivery, centres of excellence and the "Choose and Book" initiative. We are addressing this through the Bus Network Review, additional discretionary changes to the local statutory free bus pass and the Transport for Health Partnership.

Figure 1 illustrates access to James Cook University Hospital for people living the Tees Valley. As the Hospital becomes a specialist centre, more people in Darlington will need to access services only provided at this centre. Accessibility by public transport is not currently very good due to the actual distance, interchange and cost.

Figure 1 Illustrates access to James Cook University Hospital



Local context

In Darlington, accessibility is an important local issue. Darlington is an area of contrasts. It enjoys a well earned and widely perceived high quality of life, which is valued and enjoyed by many, residents and visitors alike, but has very real inequalities in some areas. The challenge is to retain and improve on this good general quality of life whilst addressing the inequalities in the health, wealth, and educational achievement that exist within the Borough, and when compared to other areas of the country. The Community Strategy aims to bring about such improvements to those most in need, whilst retaining and building on the area's strengths for the benefit of all.

Darlington Partnership, the Local Strategic Partnership behind the Community Strategy, has identified that there are three priorities for the area:

- Improving the local economy – in recognition of its importance to all other aspects of improving quality of life
- Raising educational achievement – to bring about the desired long-term investment and improvements for the area and life chances for individuals
- Promoting inclusive communities – ensuring everyone has the opportunities to live active lives, participating in and contributing positively to all aspects of the community.

In addition it has been recognized that efforts should be targeted on three important groups of residents, namely

- Children and young people
- Older people
- Those living in the most deprived wards

The key issues for transport in contributing to these priorities are:

- How all people can access facilities in Darlington, such as employment, especially where they have mobility issues such as a disability;
- How best to tackle traffic congestion and help ensure journey time reliability, in order to help local business;
- How vulnerable groups such as children or older people, can use, and perceive the use of, the transport network in safety and with a high degree of personal security;
- How travel choices can contribute to the health of both the individual and community; and
- How people without access to a car can participate fully in the life of their community

Local Area Agreement

Darlington's Local Area Agreement (LAA) is our response to the Government initiative to promote partnership working through a three year agreement between itself and the local area that sets out local priorities. Our local area is jointly represented by

the Council and Darlington Partnership. Darlington's LAA provides the opportunity to work differently in partnership to improve outcomes for children and young people, that would not otherwise be achieved within the three year timescale. Called 'Young People – Our Future', the agreement also involves Schools, Colleges and other relevant organisations in the public, private and voluntary sectors and aims to help every child fulfil their potential. All partners are re-examining how they work with young people to ensure that all children and young people are able to take advantage of a wide range of opportunities and make a valuable contribution to their community. For example, one of the transport initiatives is the introduction of a concessionary fare bus pass for 16 to 19 year olds in education and training.

Further detail is contained in **chapter 3** of the Second Local Transport Plan.

Discussion of how accessibility is integrated with our corporate priorities is contained below.

Vision

We have set ourselves the following statement describing our vision for the outcome of this strategy, based on the context described in this strategy:

To ensure that everyone in Darlington has the opportunity to participate in, and contribute to, all aspects of the community.

In order to achieve the vision for this Accessibility Strategy, we have set ourselves the following objectives, based on our assessment of the issues, and the priorities for our community:-

- to maintain, and preferably improve, quality of life for local people especially those in the three priority groups.
- to maintain access to primary health care by public transport, especially for those with a disability affecting travel.
- to improve access to education and learning for young people by bicycle.

Local issues

Evidence Base

In preparing this strategy, we have considered evidence from a wide range of sources including:

- Accession data
- Neighbourhood Renewal and Social Inclusion Strategies
- Community Survey.
- Corporate issues.
- Consultation for the preparation of the Second Local Transport Plan
- Travel Behaviour Research

We are aware that the strategic mapping using the Accession software is based on assumptions. For instance that:-

- patients access the nearest GP surgery to their home. Information from the Primary Care Trust highlights the fact that many people travel a considerable distance to visit their GP and do not attend the nearest facility.
- children attend their nearest primary school. Information from the Local Education Authority demonstrates that this is not the case, especially as there are no predefined catchment areas for schools.

Because of this, we have further explored the results from the strategic mapping in more detail to validate their application to reality.

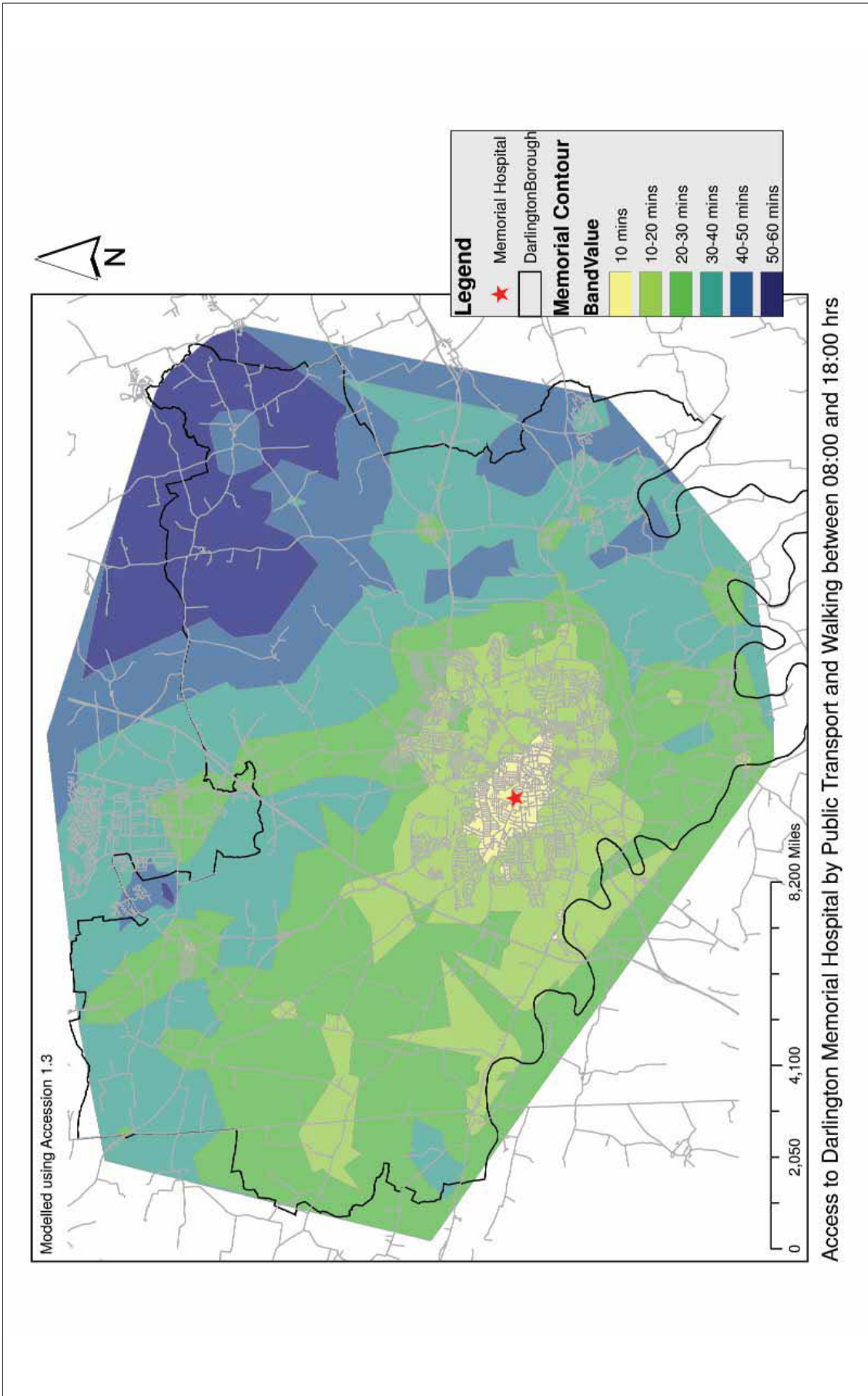
Accession data

The Accession software was used to undertake a strategic audit of access to key destination points in Darlington. The aim was to identify any potential accessibility issues for a particular geographic area or service. The results are listed in **Table 1** and **Figure 2** illustrates access to Memorial Hospital.

Table 1 Access by public transport to key destinations (8:00am – 6:00pm Tuesday, includes walking time and provision for change of service)

| | | |
|---------------------------------|--|------------|
| Health | | |
| Memorial Hospital | % of population within 15 minutes % of population within 30 minutes | 51% 96% |
| GP surgeries | % of population within 15 minutes % of population within 30 minutes | 94% 99% |
| Education | | |
| Nursery | % of population within 15 minutes % of population within 30 minutes | 74% 98% |
| Primary | % of population within 15 minutes % of population within 30 minutes | 98% 99% |
| Secondary | % of population within 20 minutes % of population within 40 minutes | 92% 99% |
| Further education | % of population within 20 minutes % of population within 40 minutes | 81% 98% |
| Supermarkets | | |
| Supermarkets selling fresh food | % of population within 15 minutes % of population within 30 minutes | 94% 99% |
| Major Centre | | |
| Darlington town centre | % of population within 20 minutes % of population within 40 minutes | 89% 99% |
| Employment | | |
| Albert Hill | % of population within 20 minutes % of population within 40 minutes | 48% 98% |
| Lingfield | % of population within 20 minutes % of population within 40 minutes | 41% 98% |
| Morton Park | % of population within 20 minutes % of population within 40 minutes | 27% 97% |
| Faverdale | % of population within 20 minutes % of population within 40 minutes | 40% 98% |
| Argos | % of population within 20 minutes % of population within 40 minutes | 23% 98% |

Figure 2 Illustrates access to Darlington Memorial Hospital



At a strategic level, an analysis of the results demonstrates that:

- Access to the local hospital is very good and this needs to be maintained. Currently over 90% of outpatients appointments are at this local hospital. Careful analysis and service planning will need to be undertaken if any services are relocated to other hospital sites and the numbers of patients being referred to other specialist centres increases. The impact of Choose and Book⁴ also needs to be monitored.
- Access to GP surgeries is also very high.
- Access to education is also very good, from nursery to further education. Proposed changes to secondary education and further education delivery in the east of the town will need to be assessed against accessibility criteria. (it should be noted that the vast majority of trips to school are not undertaken by public transport).
- Access to supermarkets and fresh food is very good (eg to the Market, suburban supermarkets and town centre retailers)
- 99% of residents can reach Darlington town centre by bus in 40 minutes or less. The town centre provides opportunities for leisure, employment, shopping and other services and is therefore a key destination. In addition there are a number of local centres such as Cockerton and local parades of shops (Yarm Road/Geneva Road) that provide even more convenient opportunities to shop and socialise.
- Employment sites within the Borough are accessible by public transport, though this is sometimes not the case at certain times of day, especially early mornings, evenings and all day Sundays.

Darlington is a compact town with a comprehensive bus network using a radial road network. All services access the town centre. It is therefore to be expected that the majority of residents in the urban area or on main roads in the rural area would be well served by public transport and have good access to key services, many of which are in or near the town centre or accessible from the radial routes.

Social Inclusion and Neighbourhood Renewal Strategies

“All Together Now” A Social Inclusion Strategy for Darlington 2005 aims to improve the life chances of those who are experiencing, and those who are at risk of experiencing, discrimination and disadvantage. A number of communities of interest and identity have been recognised as being particularly at risk or already disadvantaged. For some accessibility to key

services is an issue, which the accessibility strategy needs to address. These are:

- People over the age of 85
- People with long term illness
- Disabled people
- People who are unemployed or receiving a low income

In addition research and consultation has highlighted that young people face particular difficulties with transport.

Table 2 details issues raised through the consultation process for the Neighbourhood Renewal Strategy, on a ward by ward basis.

⁴ Choose and Book: initiative to enable patients to choose from a predetermined list at which hospital, they have their first outpatients appointment: implementation in 2006.

Table 2 Issues by ward from the Neighbourhood Renewal Strategy

| Ward | % without car | Traffic | Safety | Public transport | Walking | Parking | Young people | Shopping |
|----------------|---------------|---|--|--|---------------------------------------|--|--|--------------------------------------|
| Central | 49.9% | Haughton Road - DETC | Location of bus stop | | | | Leisure for 12+ | |
| Cockerton West | 51.2% | West Auckland Road | Poor street lighting Want 20mph zones | More shelters Change routes | | | Leisure for 11+ Address truancy | |
| Bank Top | 44.3% | Geneva Road | Fear of crime Speeding by 'boy racers' | | Poor pavement conditions | Commercial vehicles in residential streets | Leisure for young people | |
| Eastbourne | 42% | | Motorbikes on pavements | | Lack of crossing on Geneva Road | Parking on both sides of narrow streets | Leisure for young people | Closure of Morrisons on Neasham Road |
| Lascelles | 44.9% | Speeding on Fenby Avenue | Want place for young people to ride motorbikes | Unsuitable for elderly and disabled | | | Leisure for 12+ | Closure of Morrisons on Neasham Road |
| Park East | 42.1% | | Speeding on Skerne Park Motorbikes on pavements and green space | Buses unreliable | | | Leisure for young people | |
| Northgate | 41.7% | North Road + rat running | | | | Commuters parking in residential streets | Leisure for young people | |
| Haughton East | 39.8% | Concern that DETC will create severance Speeding traffic in estate | | Concern about bus shelters and reliability of bus services | Lack of dropped crossings in estate | | | Want more local shops |
| North Road | 43.7% | North Road + rat running | | | Need crossing for post office and B&Q | Problem at school drop off time | Leisure for young people (skateboard park) | |
| Lingfield | 35.7% | Yarm Road, Broadway, Hundens Lane – volume and speed | Poor street lighting near Heathfield School | | | | Leisure for young people | |
| Cockerton East | 27.9% | High near schools Speed on Bates Ave | | | | | Leisure for young people | |

In summary, the neighbourhood renewal strategy survey illustrates the importance attached by local people to access. For example, in Eastbourne and North Road the local shops and other facilities are valued, whilst in Park East, the good bus service to the town centre is important.

Yet, the survey also reveals the potential barriers to accessibility – in Lingfield poor quality street lighting is an issue and perceptions of danger from speeding traffic are common in several wards. A common theme is that of opportunities for young people, particularly in terms of leisure facilities. Whilst the town does have good facilities, these are located in specific locations and may not be accessible by young people due to a lack of public transport or cost (both for the transport and the facility itself). There may also be restrictions on accessibility caused by the perception of safety held by both the young person and their parent.

Action to tackle young peoples' accessibility issues will therefore form part of this strategy. The importance we attach to these issues is further demonstrated by the Local Area Agreement that seeks to provide solutions to the needs of young people in terms of education and training.

Community Survey

The 2005 Community Survey undertaken by NWA Social & Market Research on behalf of the Council, asked 1,000 local residents about a wide range of issues in the Borough. One of these questions concerned their opinion on how easy it was to get to selected destinations by their usual form of transport. Whilst there are drawbacks with this question, it does reveal general perceptual information on accessibility of local people.

Comparisons with the results from the 2004 survey show that out of the 16 destinations, perceptions of the transport related ease of access went up in 6 cases, down in 4 and was unchanged in 6 (**Table 3**). Where perception went down (Post Office, cultural or recreational facilities, Bank or cashpoint and Council office), it is suggested that this is due to changes in transport provision, especially local bus services, since no facility of this type closed during the period. However, given the limitations of the question, we are mindful that peoples' perceptions are coloured by other issues such as ease of access for the disabled and journey time (reliability and duration).

Table 3

| Ease of transport access to | Very or fairly easy % | neither % | Very or fairly difficult % | No opinion % | Improvement since 2004?* |
|---------------------------------------|-----------------------|-----------|----------------------------|--------------|--------------------------|
| Local shop | 95.8 | 1.1 | 2.6 | 0.5 | No change |
| Shopping Centre or Supermarket | 93 | 1.5 | 4.2 | 1.3 | No change |
| Post Office | 90.6 | 1.5 | 4.2 | 0.6 | No |
| Doctor's surgery | 87.1 | 3.4 | 8.9 | 0.6 | Yes |
| Chemist | 92.9 | 2.3 | 4 | 0.8 | Yes |
| Shop selling fesh food and vegetables | 91.4 | 3 | 4.8 | 0.5 | Yes |
| Local Hospital | 82 | 4.1 | 13.4 | 0.5 | Yes |
| Publicly accessible green space | 92.6 | 2.2 | 3.1 | 2.1 | Yes |
| Public transport facility | 91.8 | 2.2 | 4 | 2 | Yes |
| Library | 82.4 | 5.7 | 7.4 | 4.5 | No change |
| Sports or Leisure Centre | 76.3 | 6.9 | 8.1 | 8.7 | No change |
| Cultural or recreational facility | 79.1 | 7.3 | 7.6 | 6 | No |
| Bank or cashpoint | 88.8 | 3.7 | 5.8 | 1.7 | No |
| Council or neighbourhood office | 67.6 | 7.4 | 7.4 | 17.6 | No |
| Recycling facility | 75.6 | 6.2 | 8.3 | 9.9 | No change |
| Childcare facilities | 46.1 | 5.3 | 2.3 | 46.3 | No change |

* changes of plus or minus 0.5% are classified as "no change"

Corporate issues

How accessibility objectives link with wider vision and objectives

The Corporate Objectives set out in the Corporate and Best Value Performance Plan and their transport implications are as follows:

Table 12.4

| Corporate Objective | Description | Transport implications |
|-----------------------------------|---|--|
| Shaping a better Darlington | Each service/strategy must identify how it specifically contributes to the Community Strategy. | Deliver outcomes that support the Community Strategy goals. |
| Providing excellent services | Each service/strategy needs to identify how it can become/remain excellent. | Set targets that are stretching but realistic. |
| Putting the customer first | Each service/strategy needs to be clear on who its customers are, what the service looks like to them and how excellent customer satisfaction can be achieved/maintained. | Use ongoing consultation with key user groups and stakeholders to ensure that services and schemes meet customer needs. |
| Ensuring access for all | All services/strategies need to be able to demonstrate that they are working to reduce inequality gaps. | Use accessibility planning and the results of the health impact assessment to improve access, in particular for those in most need. |
| Enhancing our capacity to improve | Each service/strategy must ensure that it is being delivered with appropriate standards of financial management, human resource management etc. | Use the performance management framework and budget optimisation software (part of the Transport Asset Management Plan) for financial management, performance analysis and review. |

Accessibility issues have been recognised across a wide range of corporate policy areas. More detail can be found in **Chapter 3** of the Second Local Transport Plan. Examples are summarised in **Table 5**

Table 5 Summary of accessibility issues identified in corporate policy areas.

| Corporate policy | Accessibility issue |
|--|--|
| Land use | Ensure that accessibility is a key criterion when considering land use decisions through the accessibility checklist, in order to maintain or improve access to key services and encourage travel by sustainable transport. |
| Housing | Ensure that proposals for housing developments are considered with accessibility by all transport modes as a key requirement. Good links from developments to key destinations for access to health, food, employment and education must be maintained or improved, in particular for those without a car. |
| Employment & regeneration | <p>Work with the Tees Valley local authorities on the bus network review to ensure that key development sites outside of the Borough are accessible by those who do not have a car and that key development sites in Darlington are accessible by public transport from outside the Borough (including County Durham and North Yorkshire). This review should also include rail travel.</p> <p>Use travel plans to ensure that all travel options are considered and greater provision is made for those travelling by more sustainable modes. Improving access to employment assists with recruitment and retention. Darlington is a Cycling Demonstration Town and will be working directly with employers through travel plans and indirectly with employers through joint working with the Primary Care Trust on their Healthy Workforce Strategy to increase levels of cycling.</p> <p>The town centre should be accessible by all modes and safe routes should be developed for those walking and cycling or arriving by bus. The needs of disabled people must be considered.</p> |
| Tourism | Support the tourism strategy in particular through the development of cycling routes in rural areas in partnership with Sustrans and improvements to North Road Rail Station to support the further development of the Darlington Railway Museum and rail heritage and the embryonic Community Rail Partnership |
| Adult Services | <p>Improved access to public transport and facilities, including accessible taxis, low floor buses and pedestrian improvements.</p> <p>Provide bus services to Extra Care schemes at Dalkeith House, Tees Grange Avenue, Oban Court, Whinfield and Rosemary Court, Fenby Avenue.</p> <p>Support the movement of people throughout the day, in smaller accessible vehicles.</p> <p>Encourage door to door care for in-house transport provision.</p> |
| Children's Services | <p>Ensure that decisions about land use and service delivery consider accessibility for children and young people in particular the availability and cost of bus services.</p> <p>Continue to develop Safe Routes to school in partnership with schools and the Police.</p> <p>Continue to roll out the travel plan strategy to all schools and colleges.</p> |
| Social Inclusion & Neighbourhood Renewal | <p>Through the Council's close relationship with Darlington Association on Disability and other partners, ensure that people with physical and sensory impairments can travel to select destinations safely and conveniently on foot or by wheelchair.</p> <p>Ensure that information about access opportunities for people with various disabilities are well publicised, both for their benefit and for the benefit of businesses and service providers.</p> <p>Work with bus operators and other partners to provide public transport (or other forms of transport, such as community transport or taxis) for older people, young people, those in the targeted deprived wards and other groups with economic disadvantage, at times, on routes and at a cost to meet specific needs to access services, shopping, work and leisure</p> |
| Crime & Disorder | <p>Through the travel safety strategy, the Local Transport Plan will address both actual safety and perceived fear of crime. This will continue the work carried out to date, such as the fitting of CCTV cameras to local buses.</p> <p>Interventions through the Plan will be audited to ensure that their design does not encourage or facilitate criminal or disorderly behaviour. We plan to use the services of the Urban Design Officer in achieving this action.</p> |

Consultation for the Second Local Transport Plan

We have undertaken wide-scale consultation for the preparation of the Second Local Transport Plan. This included workshops and focus groups and was an opportunity to hear, first hand, issues that people have accessing services and facilities. A summary appears in **Annex 1** of the Second Local Transport Plan.

Wider transport strategies and policies in LTP

With its focus on transport issues affecting quality of life, Darlington's Second Local Transport Plan supports the Accessibility Strategy through its emphasis on overall outcomes rather than transport outputs alone. Five of the strategic transport objectives (listed in **Table 6**) have an accessibility link and thus seek to deliver the intent of the Government's shared priorities on this matter.

Table 6 Accessibility and Transport Strategy objectives

| Transport Strategy Objective | DfT Shared Priority | Community Strategy theme | Accessibility Implications | Quality of life indicators |
|--|----------------------------------|--|--|---|
| A. To provide the environment for sustainable development of new and existing businesses, housing and services in Darlington. | Accessibility Quality of life | Improving the local economy Enhancing the environment | Local Development Framework | QoL17 noise pollution QoL35 new housing on brownfield land |
| B. To improve access to employment and education, particularly for those without access to a private car and for those that have greatest need. | Accessibility | Promoting inclusive communities Raising educational achievement Stimulating leisure activities Improving the local economy Improving health and well-being | Darlington Learning Partnership Economy & Environment Group | QoL22 access to key services QoL37 children travelling to school QoL3 unemployment among young people |
| C. To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | Congestion Air quality | Develop an effective transport system | | QoL17a Road traffic QoL19 Community well-being |
| D. To improve travel safety and security for all by addressing the real and perceived risks. | Road Safety | Promoting community safety | Community Safety Partnership | QoL15a/15b Residents feeling safe |
| E. To provide and promote travel choices to all, in particular to reduce car driver trips. | Congestion Accessibility | Promoting inclusive communities Developing an effective transport system | Town on the Move | QoL36 residents using different modes of transport |
| F. To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | Quality of life Accessibility | Improving health and well-being | Health Impact Assessment Improving Health | QoL22 Access to key services QoL10 Death rates |

Darlington is a sustainable travel demonstration town and a cycling demonstration town, and as such there is a focus on improving accessibility for those that walk, cycle or use public transport.

Area based work, such as the Individualised Travel Marketing, can highlight accessibility issues in local communities, such as poorly lit footpaths. In addition accessibility improvements can be communicated as part of these demonstration projects to individual groups, communities or across the Borough. For example one bus service route is to be improved in partnership with the bus operator. This will include improvements to bus stops and buses, as well as supporting route information at stop and in leaflets. This will be promoted as part of the Individualised Travel Marketing programme.

Accessibility objectives derived from the Second Local Transport Plan include:

- To develop the cycle network based on improving access to the town centre for Darlington's residents and for children cycling to primary, secondary and further education sites.
- To improve facilities for disabled people, in particular to improve pedestrian access to key destinations including GP practices, supermarkets, leisure facilities, schools and employment sites.
- To address safety concerns, in particular fear of crime and antisocial behaviour, which impact on people's ability and willingness to make journeys.
- To work with bus, taxi and rail operators to improve access to their services, in terms of physical design, cost and availability by time of day.

Travel Behaviour Research

In addition a significant piece of research has been undertaken on travel behaviour and attitudes to travel and transport, as part of the Town on the Move⁵ initiative.

Initial research was carried out in 2004/05 and the first annual update survey was completed during 2005. The research provides us with the ability to explore travel behaviours at geographical resolutions down to ward level and by socio-economic factors such as employment status, age or car ownership. As might be expected, there are significant variations in the travel behaviour of local people within the town, yet on average, each individual makes 1,000 trips every year – it is the length and means of travel of those trips that is changing over time (longer trips and more by car), with implications for maintaining, and preferably, improving accessibility.

Further detail is shown in **Annex 2** of the Second Local Transport Plan.

Issues and solutions

We are aware that the strategic Accession analysis is based on

⁵ Town on the Move is Darlington's sustainable travel demonstration town project, funded by the Department for Transport. The research, undertaken by Socialdata, included information from 4269 individuals in the urban area of Darlington.

assumptions about how local people access jobs and services. Whilst this is acceptable for the strategic picture, we are aware that the detailed picture is slightly different and have explored three areas of especial concern from the evidence base:

- access to health.
- access to education and training.
- access to employment.

Access to health

Accession data indicates that there is not a problem in terms of access to either the Darlington Memorial Hospital or Doctors' surgeries via bus services, with 96 and 99% respectively being able to reach these destinations within 30 minutes. In this assessment, it was presumed that the nearest surgery to place of residence was chosen by the patient. However, as could be expected due to personal reasons or list closures, it is not uncommon for people to use a doctor further afield, even outside of the practice area. Data supplied by the Primary Care Trust for a sample surgery in north east Darlington shows this pattern well (**Figure 3**), with significant numbers of trips originating in the east and south west quadrants of the town. There are also trips from rural villages such as Middleton St. George. Many of these trips would either start or pass close by to surgeries that are closer to their point of origin than the destination surgery.

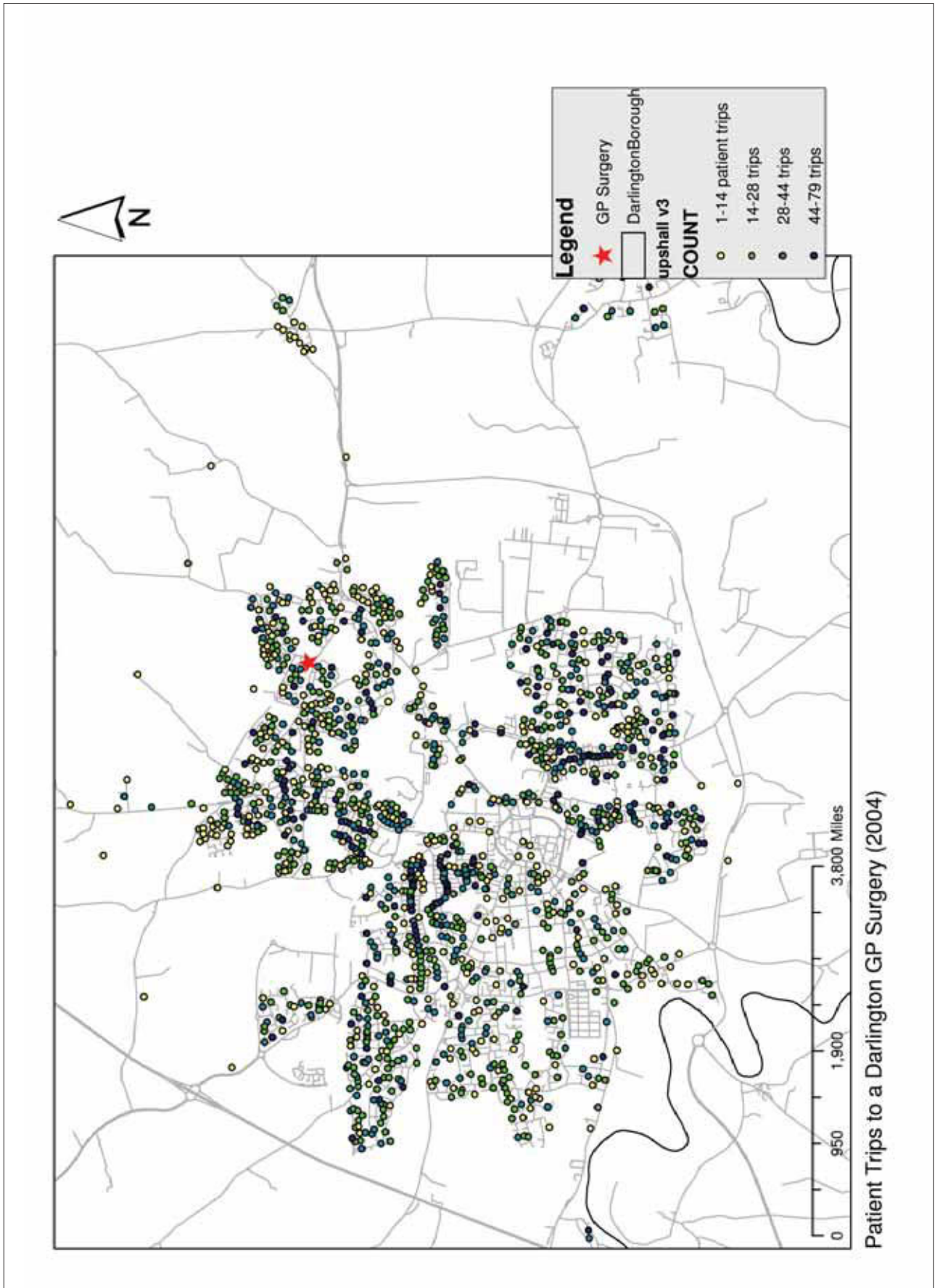
This pattern of behaviour automatically generates difficulties in maintaining or improving accessibility, since it disperses trip making and is not always focused in on major trip attractors such as the town centre. In the case of the sample surgery 717 trips out of 6,727 trips (12%) originate outside of the DL1 2- and DL1 3- postcodes near to the surgery.

In this particular circumstance, the issues requiring consideration are the:-

- ease of transfer between bus services for those travelling from further afield (information, times, waiting facilities, through ticketing etc).
- provision of a network of pedestrian and cycling routes for those able to use them.
- how patients can access the out of hours service based at the Hospital or the Walk in Centre at Archer Street.

As detailed in **chapter 6** of the Second Local Transport Plan, we are bringing forward a range of interventions to tackle these issues, both in terms of physical improvements and information through the sustainable travel demonstration town initiative. For example, interventions directly relevant to the sample surgery are the implementation of a new cycle

Figure 3



route in 2006/07 along McMullen Road that will help people living in Red Hall and east Darlington access Whinfield more easily by bike. We are also improving the quality of bus service 21 between the town centre and Whinfield from April 2006, through an integrated application of 2LTP and sustainable town funds in partnership with the operator Arriva. The result will see low floor accessible buses employed on this route for the first time, with improved waiting facilities including seating where necessary.

Access to education and training

Darlington Partnership's Community Strategy has raising educational achievement as one of its priorities, with this being an action for all especially for those in the three priority groups (children & young people, older people and those living in the most deprived wards).

Examination of two postcode plots for two secondary schools in the Borough reveals the travel patterns that this strategy has to facilitate. That for Hummersknott Secondary School (**Figure 4**), shows a scattered school population, mainly within 3 miles by cycle of the school (including use of off road cycle routes). **Figure 5** attached for comparison shows the effect of our proposed cycle network development including the extension of the West Auckland Road and the construction of the Mowden to Branksome Cycle Tracks, which increases the number of children within cycling distance using a safe cycling route.

Postcode analysis of students attending Carmel Roman Catholic Secondary School shows the even greater dispersal of population that could be expected from a School selecting by faith, not geographical area (**Figure 6**). This plot reveals that students travel from as far afield as Newton Aycliffe, Long Newton and Gainford. Local bus services and education transport contracts are thus essential for much of this school population, although walking and cycling are a realistic option for many within the urban area.

One of the two Colleges of Further Education in Darlington, Darlington College, is relocating to a new site at Central Park to the east of the town centre from September 2006. This relocation brings with it the need to sustainably provide transport links to the site, so that students' accessibility to education and training is not impaired. **Figure 7** shows the current postcode plot for the College and the spread of home addresses of students registered for daytime courses. The new site is no longer as centrally located to many of the urban area origins, although it is on a major radial route from the town centre. Further analysis has yet to be carried out on the home addresses of those attending evening classes but we expect that distribution will be roughly similar – possibly with a greater bias towards the urban area.

The following issues have been identified from the evidence.

- the need to improve transport alternatives for school children, especially walking and cycling options.
- the need to provide local bus services (and train if

applicable) to meet the needs of young people, especially in terms of travel cost, information and frequency.

- the need to continue to work with Schools and the Colleges on the development and implementation of travel plans to sustainably provide access to education and training.

As discussed elsewhere in the Second Local Transport Plan, we are proposing a suite of measures that will focus on the needs of young people. For example, we are contributing to the implementation of the Houghton Road Pedestrian & Cycle Bridge over the East Coast Main Line to improve access to the new site of the Darlington College. We are also improving bus service 21 past the site and have already financially supported the equalisation of the age limits for child fares throughout the Borough, where previously differential limits applied depending upon operator and time of day.

We have also much improved our provision of bus timetable information (**Appendix 15**) and are developing new timetable formats in response to consultation with users. As mentioned above, we are participating in a local area agreement for Darlington called "Young People – Our Future", which seeks to help every young person achieve their potential.

Access to employment

Analysis of census data reveals that some 13,120 trips were made on average every working day from Darlington urban area to destinations elsewhere (**Figure 8**). The remainder of the Tees Valley and County Durham were key destinations. These areas were also key generators of work trips into Darlington (11,570), illustrating the linkages regionally between Darlington and other places.

This pattern of employment behaviour can be seen in the origin of home to work trips made by employees of a major employer based in central Darlington (**Figure 9**). The plot of home postcode data reveals that some 53% of employees live outside the urban area of Darlington, mainly in County Durham and North Yorkshire.

These journey to work patterns raise the following issues:-

- ensuring that all people in the Darlington journey to work area have the opportunity to access employment in Darlington, without the need to use a private car.
- ensuring that Darlington residents have the ability to access employment elsewhere in the Tees Valley, County Durham and North Yorkshire, without the need to use a private car.
- ensuring that the home to work journey does not create unsustainable demands upon the transport network, especially that resulting in traffic congestion and on-street parking conflicts between different user groups.

Figure 4

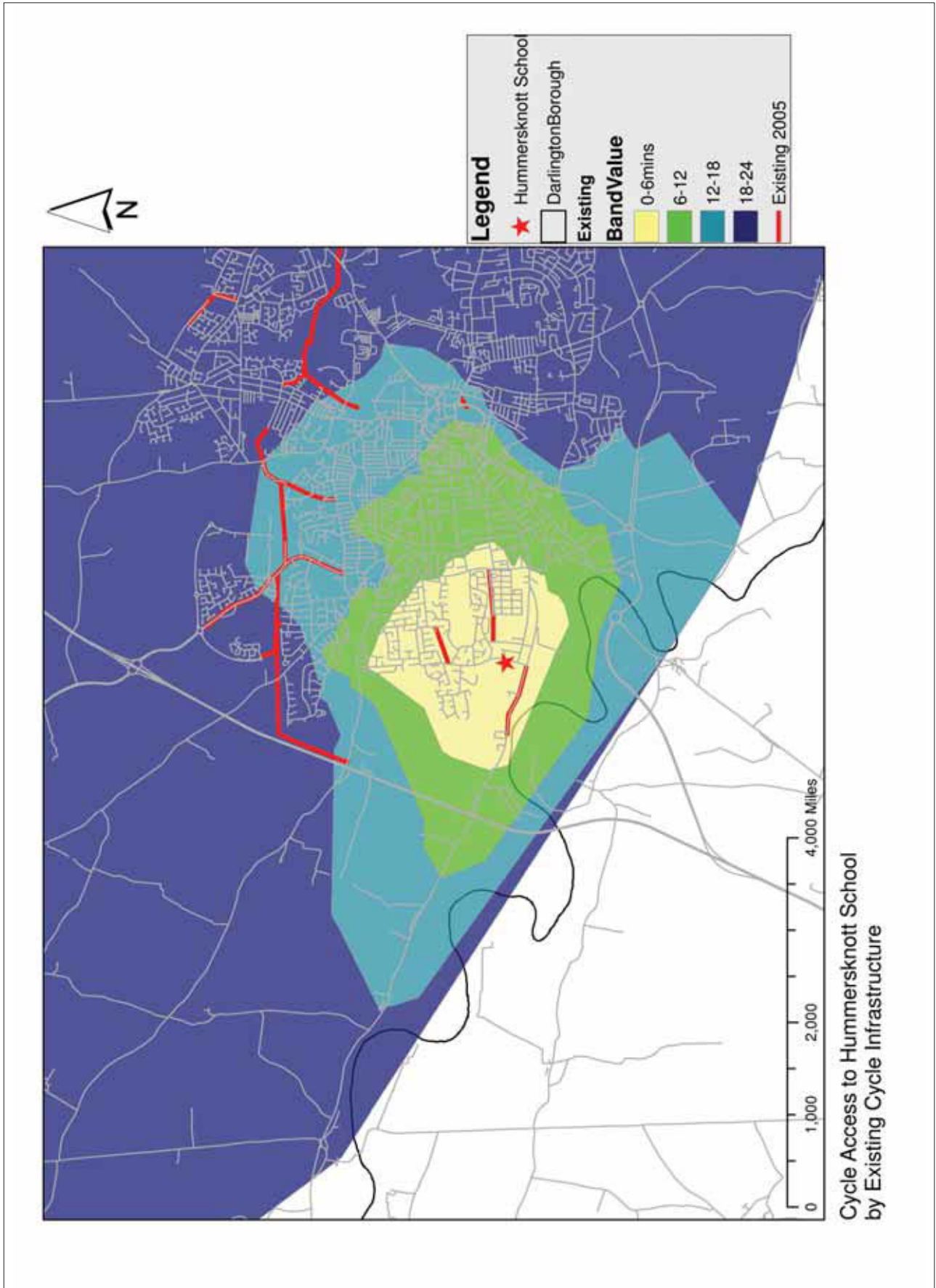


Figure 5

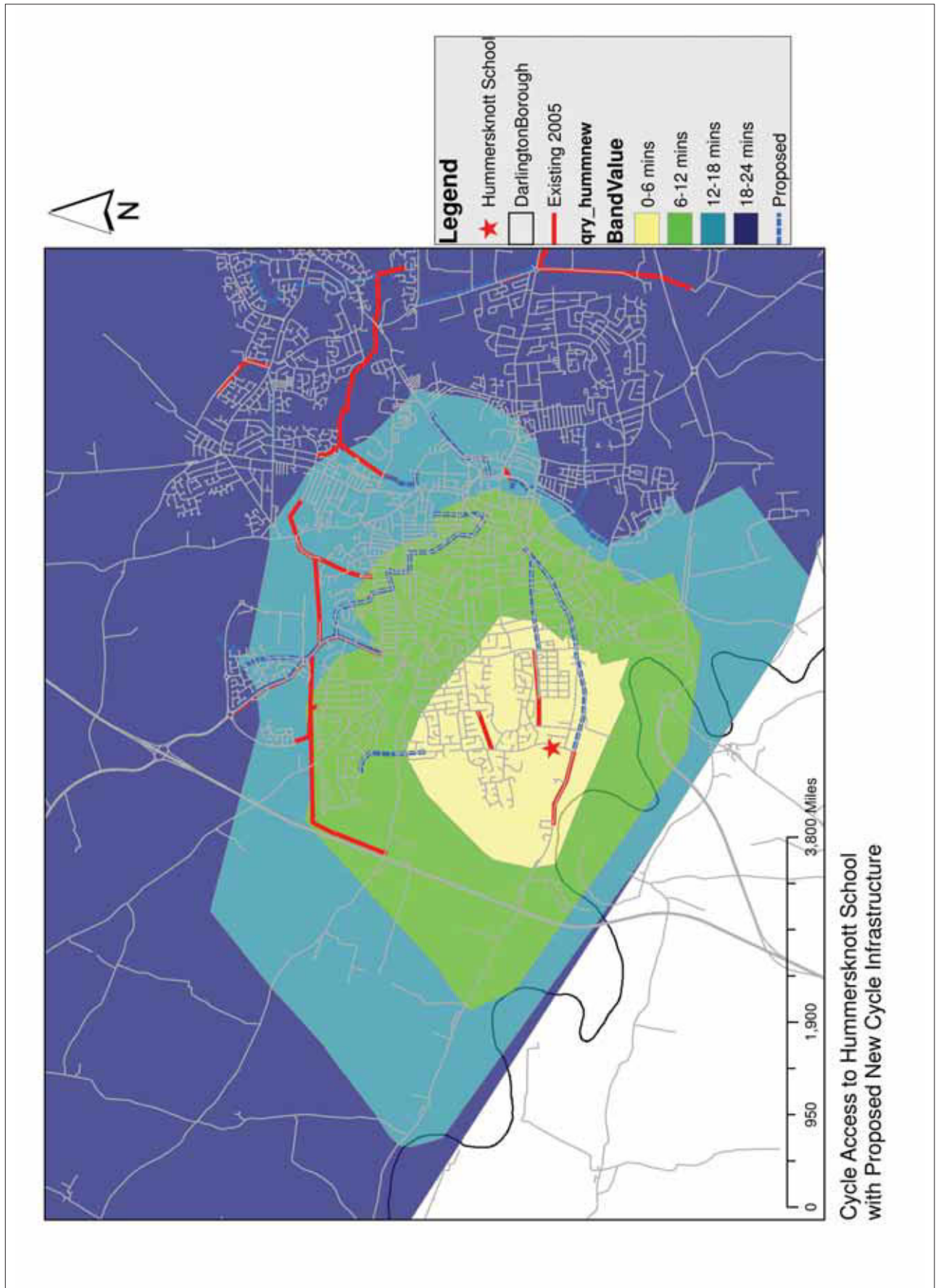


Figure 6

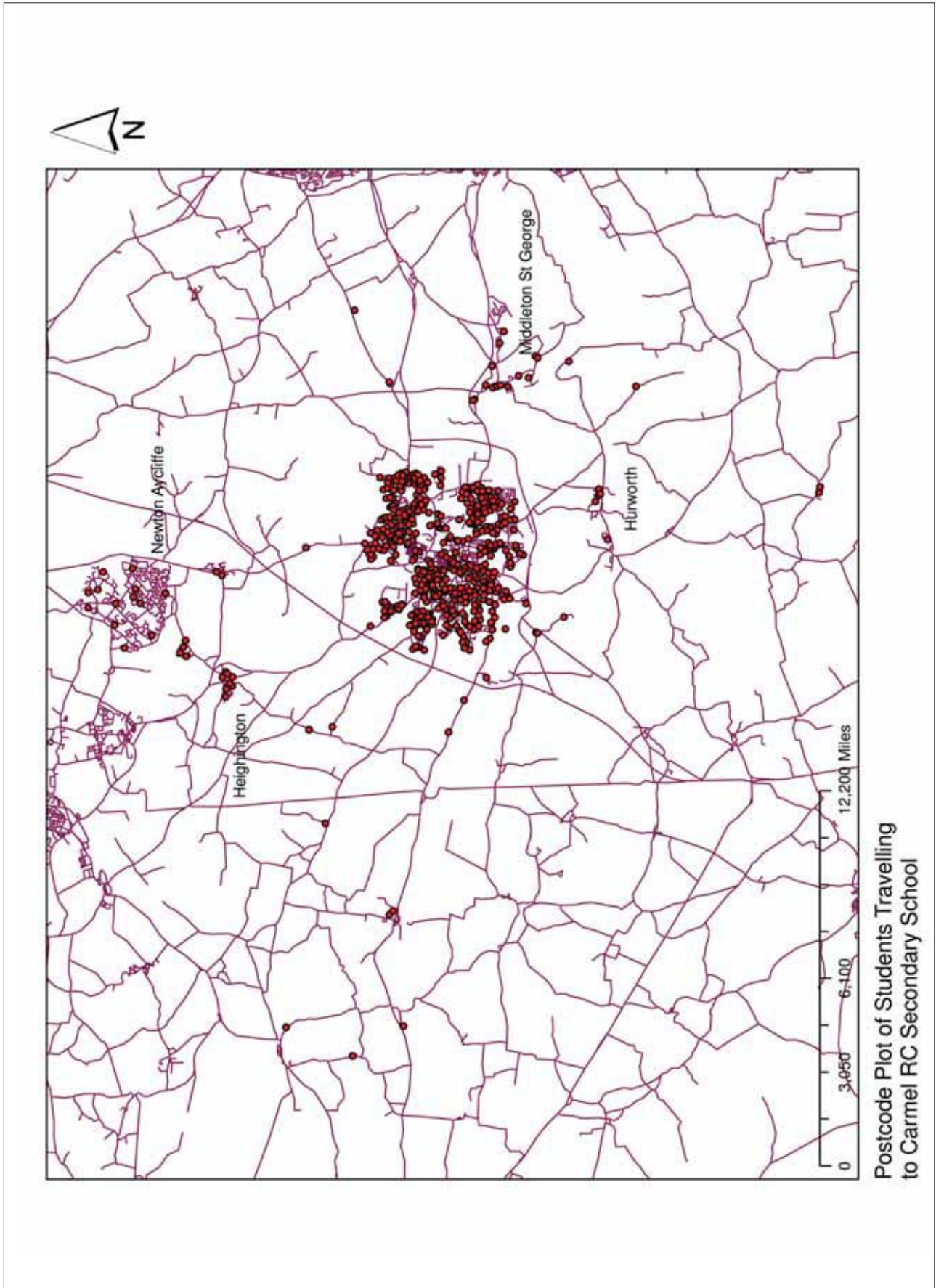


Figure 7

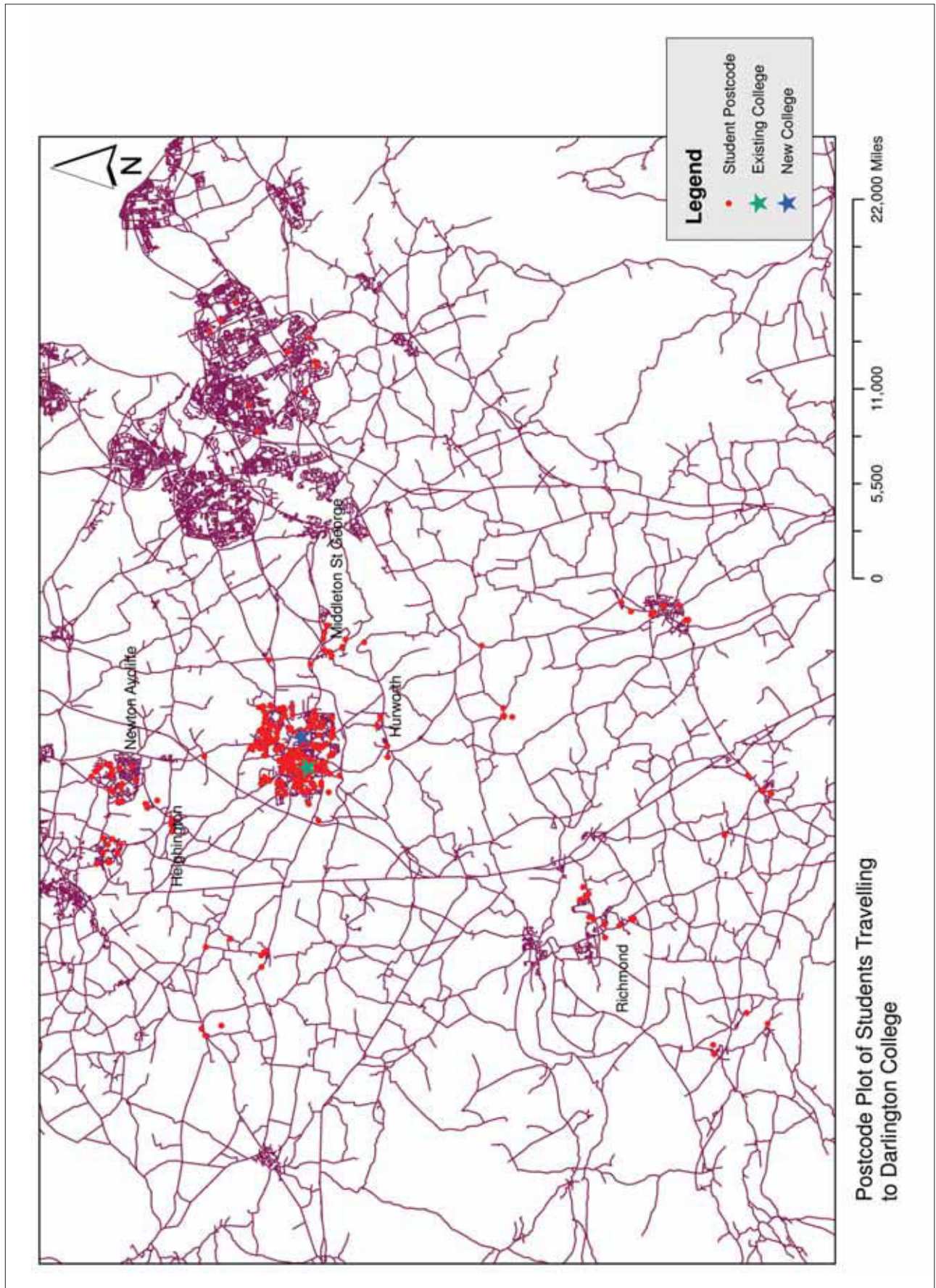


Figure 8

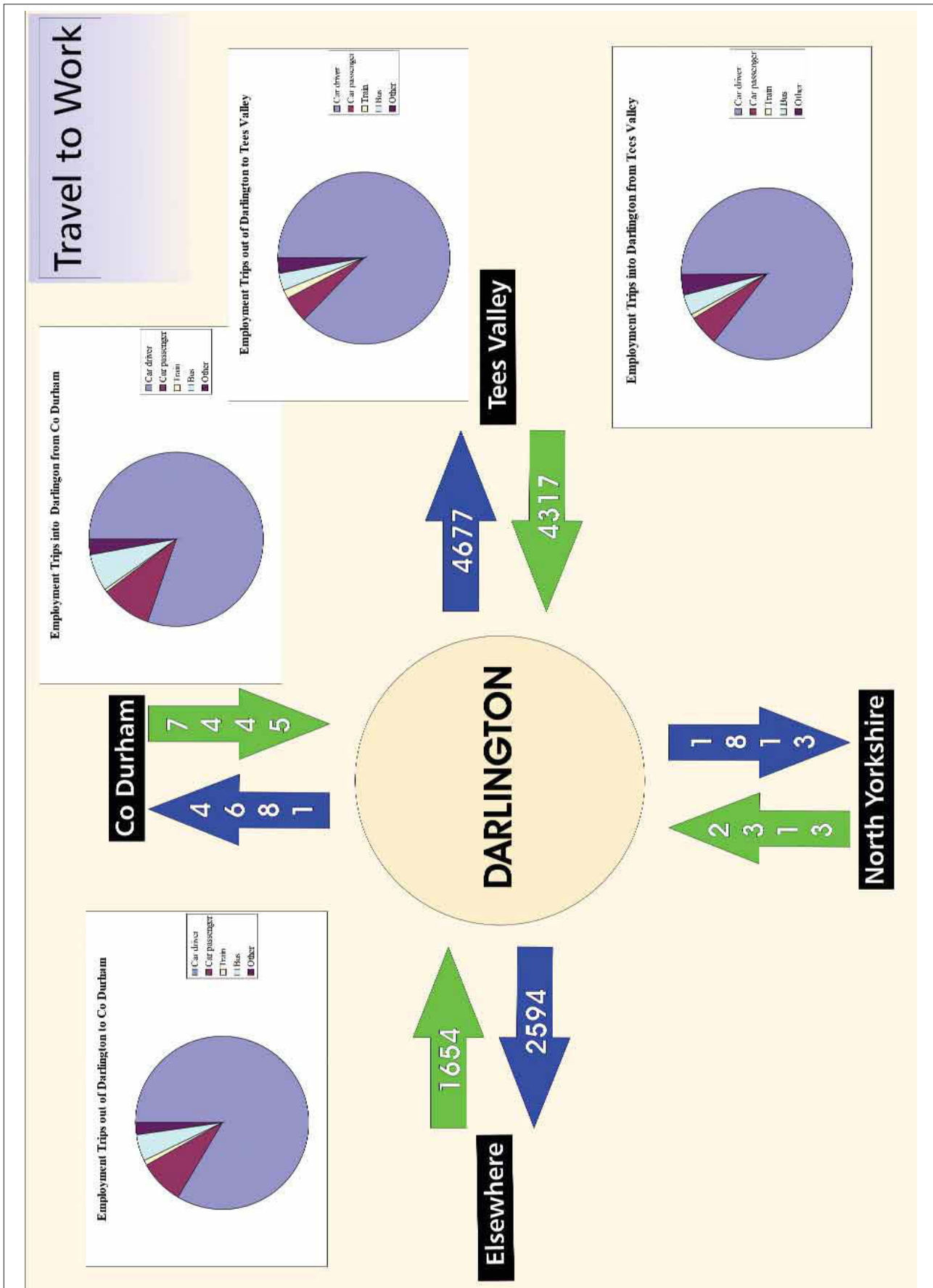
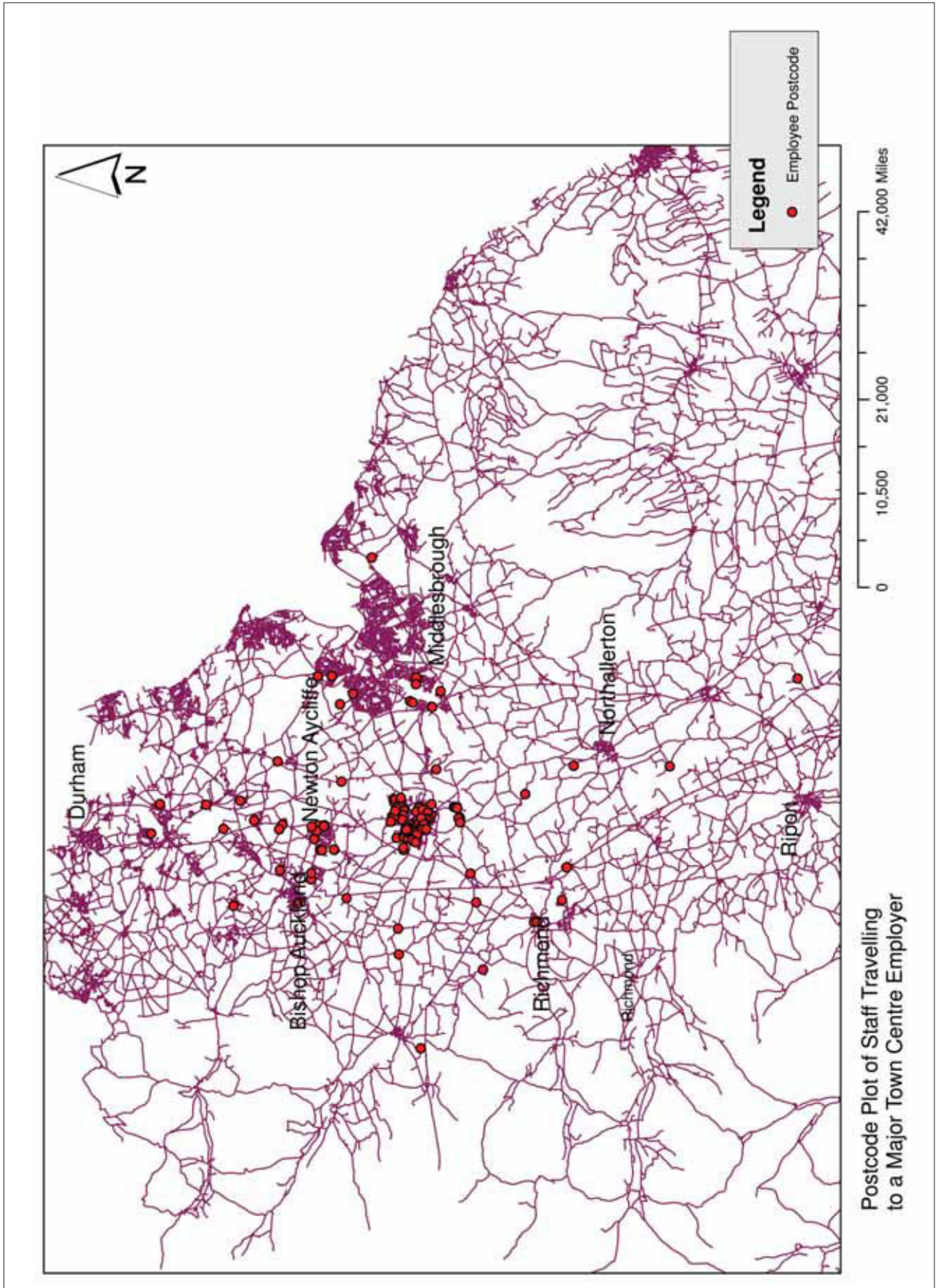


Figure 9



In the Second Local Transport Plan, we plan to continue to develop our Corridors of Certainty programme (**Chapter 6**) to tackle the increasing issue of traffic congestion, with further radial routes being treated (Woodland, Haughton and Coniscliffe Roads) and improvements to the inner ring road. We also plan to bring forward measures to support our unique status as both a Cycling Demonstration and Sustainable Travel Demonstration Town to provide people with real choices about how they travel.

We will continue to work with partners outside the boundaries of the Borough to develop integrated plans to help people have travel choices that improve their accessibility to employment. For example, the Tees Valley Bus Network Review and the Transit 15 bus initiative in County Durham will have potential impacts on how people access jobs in and outside of Darlington. Our programme also includes further work on employer travel plans, whilst investigating (and implementing if feasible), a Park & Ride scheme for the town centre that could have links to selected employment sites. In the longer term, we are working with partners to ensure that land developments are sustainable; for example the Central Park business, education and residential site adjacent to Darlington Railway Station, two Corridors of Certainty and part of the National Cycle Route network.

Delivery approach

The Transport Strategy seeks to answer the key issues raised and the Second Local Transport Plan is the delivery mechanism. Accessibility is an integral part of both the strategy and the plan. The Accessibility Strategy brings together the transport implications of accessibility planning and more importantly the role that partners have to play, by clearly positioning the Accessibility Strategy as a Darlington Partnership strategy.

Accessibility to local facilities will therefore be the focus of what is being delivered.

To reflect the fact that people travel to access facilities or activities, it is proposed to group schemes and initiatives in the Second Local Transport Plan in a co-coordinated manner, under an effective performance management regime, using six main reasons for travel:

- Travelling to work
- Doing business in Darlington
- Going to School or College
- Shopping for food and goods
- Leisure and recreation
- Access to Health services and caring for others

This delivery strategy means that accessibility is the bedrock of all actions taken in the Second Local Transport Plan due to the consideration of the reason for travel. This is a change from the practice in the First Local Transport Plan, which was primarily focused on types of transport (bus, car, rail etc.). This change in approach is recommended as being more effective in delivering the outcomes that Government, the Council and the general public want from transport over the next five years. It will necessitate partnership working through the auspices of Darlington Partnership and other community groups that bring together representatives from health, education, employment, community, voluntary and retail sectors to ensure that basic access needs are met. In addition, full use would be made of the County Durham and Darlington Transport to Health Partnership⁶ where appropriate

Accessibility analysis

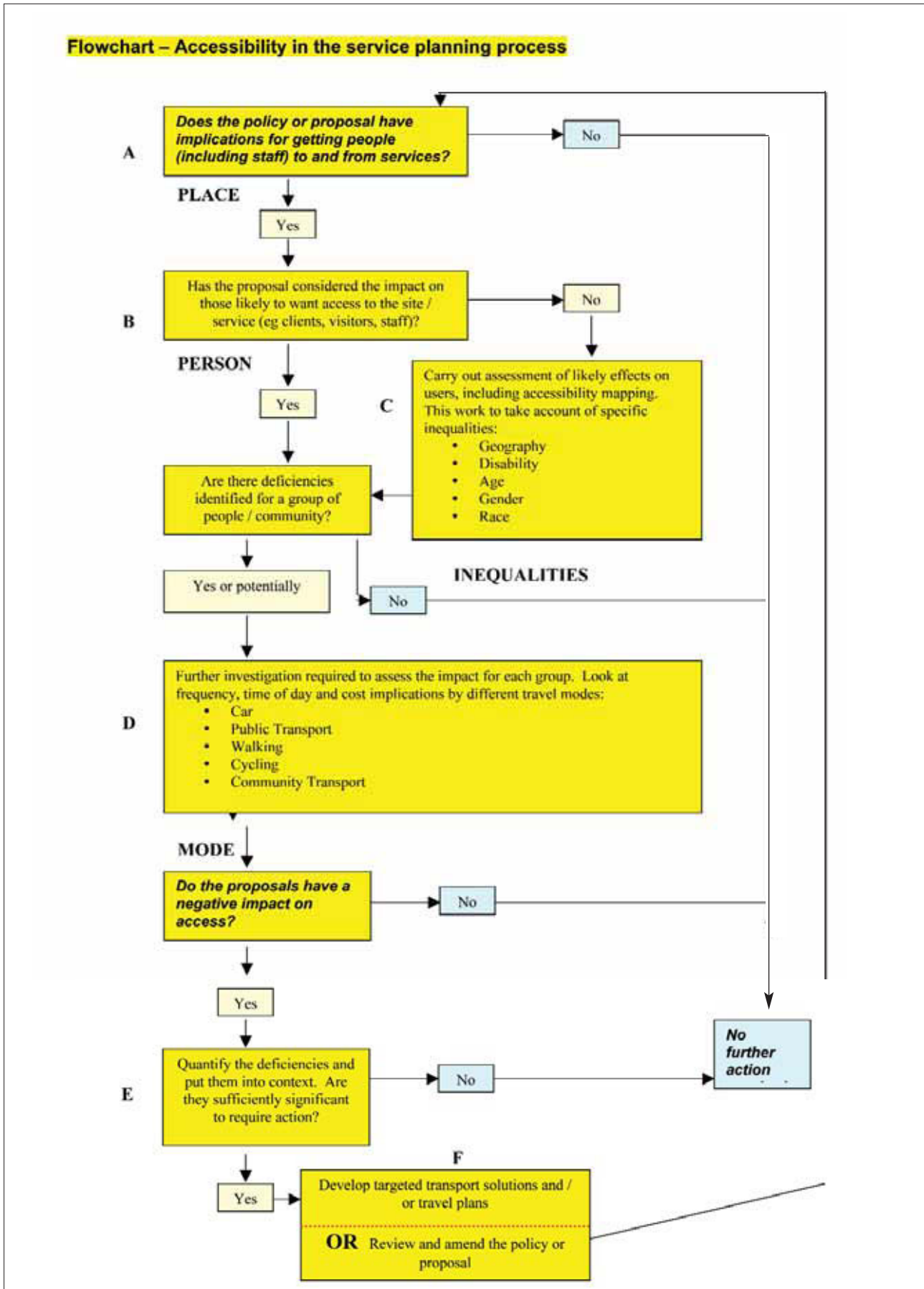
It has been recognised at a corporate level and by the Local Strategic Partnership that accessibility planning should form part of the decision making process for the development of policies and service delivery across Darlington.

An Accessibility Checklist has been developed that will be used in service decisions, Leading Edge projects and the corporate project methodology.

The checklist (**Appendix 1** on page 12.30) has been developed from a flow diagram of decision making that was developed by the County Durham and Darlington Transport for Health Partnership (**Figure 10**.) Other partners in the health field are also testing the checklist to see how it can be applied in their decision making.

⁶ Transport for Health Partnership comprises membership from Darlington Borough Council, Durham County Council, County Durham and Tees Valley Strategic Health Authority, and other primary, priority and acute health organisations.

Figure 10 Flowchart – Accessibility in the service planning process



Accessibility planning, including the use of Accession⁷ software, is also been used by other areas of the Local Authority. It is being used to develop the Open Spaces Strategy and Countryside Strategy (with potential links to the Tourism Strategy). The Planning team involved with the Local Development Framework, Development Control and the Traffic Manager are all looking to use Accession and the principles of accessibility planning to guide decisions on land use, for example in the relocation of the Council's Community Services vehicle and materials depot.

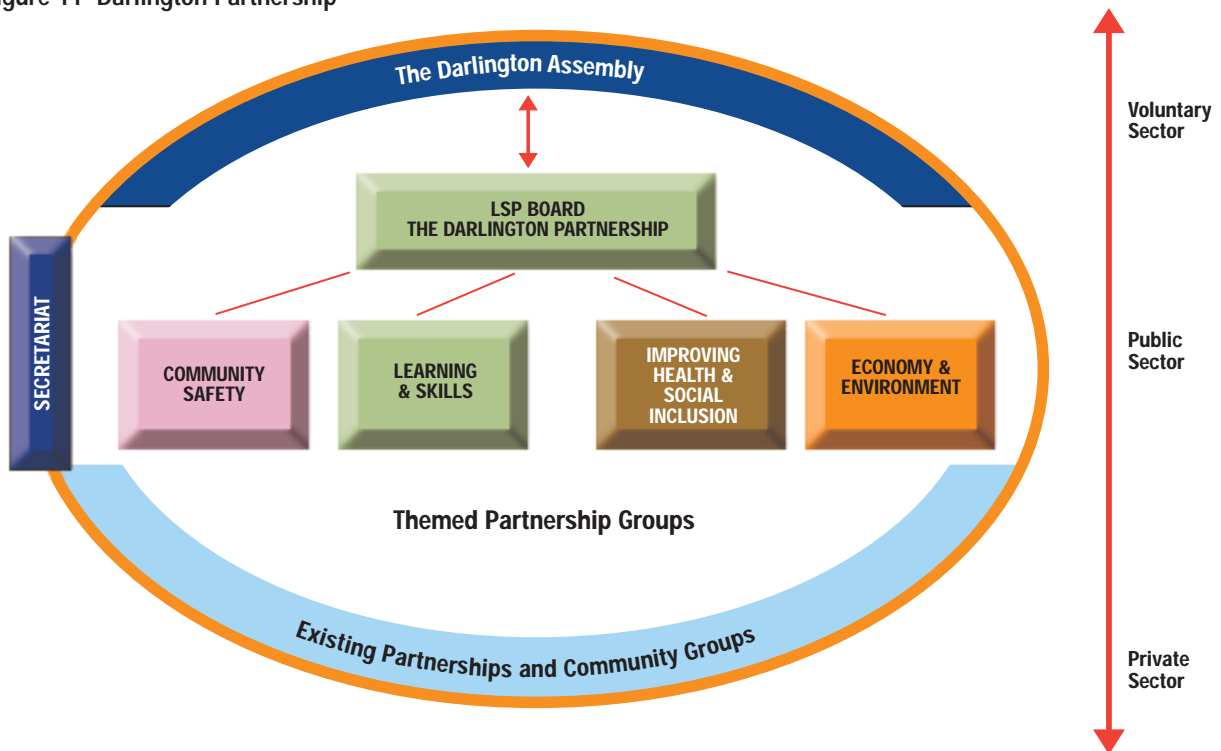
Accessibility planning principles will also be used for the review of supported bus services and other transport policy decisions such as concessionary fares, the development of walking and cycling routes and improvements to bus and rail infrastructure and services to improve access for all, in particular those without access to a car.

Partnership

We feel that a partnership approach is needed because, as "Making the Connections"⁸ made clear, accessibility is not just about transport; the location, design and delivery of other services has a significant impact. To tackle accessibility issues effectively, a cross sector approach is important to ensure that decisions and actions taken across a range of sectors contribute positively towards accessibility outcomes. Partners need to be involved at all stages of the process of developing and implementing the strategy.

The Community Strategy, 'Where Quality Comes to Life', establishes the key local priorities for Darlington and provides structures for delivering against those priorities, led by Darlington Partnership, the Local Strategic Partnership. (see Figure 11)

Figure 11 Darlington Partnership



⁷ Accession software, MVA, version 1.3

⁸ Making the Connections: the final report on Transport & Social Exclusion, SEU 2003

It therefore seems appropriate to use Darlington Partnership as an existing partnership to develop and implement the Accessibility Strategy. To this end, accessibility planning was added to the four existing cross cutting issues for the partnership during 2005/06. The principles of accessibility planning and how decisions about how, where and when services are delivered impacts on peoples ability to access

them have been presented and discussed with the Themed Groups of the Partnership. The Accessibility Checklist will be used by the Themed Groups as part of the development of the Community Strategy Action Plan for 2006/07.

Other partnerships that will address accessibility issues are detailed in **Table 7**.

Table 7 Partnerships

| Partnership | Organisations involved | Terms of reference |
|---|---|---|
| County Durham and Darlington Transport fro Health Partnership | Durham County Council, Darlington Borough Council, representatives from all 6 Primary Care Trusts, North East Ambulance Service, Acute and Priority Trusts | To improve access to health care for staff, patients and visitors. |
| Shopmobility Working Group | Darlington Association on Disability, service user representatives and Darlington Borough Council | To provide a service for anyone with a mobility impairment to shop and use the facilities of Darlington Town Centre independently |
| Darlington Association on Disability Access Group | Darlington Association on Disability, Building Control, service user representatives | Promotes independence and choice and tackles issues affecting disabled people locally. |
| Growing Older Living in Darlington | Darlington Primary Care Trust, Darlington Borough Council and voluntary organisations. | Working in partnership to improve the quality of life of older people. |
| Darlington Cycle Forum | Durham Constabulary, Darlington Cycling Campaign, bike traders, Darlington Association on Disability | To promote increased use of and greater understanding of cycling. |
| Transport Forum | Transport providers, transport users, Darlington Borough Council | To provide comments and views on strategic policy and delivery issues. |
| 16-19 Transport Partnership | Tees Valley Learning and Skills Council, bus operators, schools and colleges, Connexions, Darlington Borough Council's Children's Services and Transport Policy | To improve access to post compulsory education through transport advice and solutions. |
| Tees Valley Chief Engineers Meeting | All Chief Engineers from the 5 local transport authorities | To consider cross boundary highway and transport issues |

Cross boundary & inter-authority working

Darlington Borough Council has traditionally worked very closely with the other four Tees Valley authorities and has developed a number of joint strategies to promote economic regeneration, tourism, housing and so on. This inter-authority working will continue, particularly for access to employment and training.

An initial workshop has been held with representatives from colleges, Connexions, Tees Valley Learning and Skills Council and Transport Policy Officers from across the Tees Valley area to identify issues that affect young people accessing education, training and employment opportunities. This work will be continued during the period of the Second Local Transport Plan and will feed into the bus network review in the short term.

However the priority for cross boundary working in terms of accessibility to health is a joint approach with County Durham. Darlington Borough Council is a member of the County Durham and Darlington Transport for Health Partnership, along with representatives from all the Primary Care Trusts, County Durham & Darlington Acute Hospitals NHS Trust, County Durham & Darlington Priority Services NHS Trust, and Durham County Council. The Partnership was established following the Darzi⁹ review of health provision in Darlington and County Durham, which identified accessibility, specifically transport, as the key concern of local people in relation to proposed changes to the delivery of health care. This highlighted the issues of the balance between service delivery and available transport.

The Transport for Health Partnership's vision recognizes that access to healthcare is no one organisations responsibility:

"To achieve seamless links between transport and health, with integration, co-operation and understanding, to ensure that decisions in the health and social care sector take transport into account, and decisions on transport and travel make a positive impact on the overall health and well-being of the population of Darlington and County Durham."

The aim is to:

Work closely with health and social care partners to:

- Jointly improve access to health care facilities through accessibility planning based service delivery and integrated transport solutions; and
- To ensure that transport promotes improvements to the overall health and mental well-being of communities through active travel, and access to leisure facilities and fresh food.

This work has identified access to Bishop Auckland General Hospital is an issue for some local residents whether they be patients or visitors. To this end, the new statutory concessionary fare scheme bus pass scheme (to be implemented from April 2006) includes discretionary free travel on a bus service that provides a direct link between Darlington town centre and Bishop Auckland General Hospital. This link will be proactively promoted by the Durham & Darlington Acute

Hospitals NHS Trust to patients and visitors.

Changes since Framework Strategy

The main developments in our thinking since the submission of the framework strategy in 2005, have been generated by the opportunity to analyse the evidence base from the Accession computer model more thoroughly and corroborate that with evidence obtained elsewhere. As discussed above, we found that the assumptions used in the strategic mapping hid some of the nuances of travel behaviour within our Borough and we have explored some of these in more detail to provide a guide to what actions we should seek to achieve.

We have also taken the opportunity to both provide more information on the corporate linkages and develop these as required, particularly the focus on accessibility within our Leading Edge initiative through the use of an Accessibility Checklist to inform decisions taken across all service areas. In addition, we have continued developing our general approach in partnership with others, building on the progress described in last year's Provisional Second Local Transport Plan and elsewhere in this year's document

In keeping with our ethos that accessibility is at the heart of our thinking about transport, we have developed our delivery programme for this accessibility strategy within that of the Second Local Transport Plan. Thus measures identified to tackle specific accessibility issues such as the Mowden Cycle Track and Haughton Road Pedestrian & Cycle Bridge are programmed within the Plan. We are also continuing to implement the sustainable travel demonstration town initiatives that affect accessibility in many ways – providing information about choices, encouraging use through changing perceptions and improving the quality of some of our transport network (e.g. bus service 21).

We have chosen indicators and set targets to monitor our performance, as quoted in this strategy and in **Chapter 7** of the Second Local Transport Plan.

Programme

To achieve our vision and objectives, we plan to deliver schemes that benefit all, especially those people in the three priority groups. **Table 8** illustrates the linkages of select actions in our programme.

Naturally, we intend to review this programme at least annually, both in the light of experience and to take advantage of unforeseen opportunities that could occur in the future, such as a new partnership scheme. We will report these changes to our plans through the annual progress reports on the Second Local Transport Plan.

Further detail of our plans may be found in **Chapter 6** of the Second Local Transport Plan.

Table 8 Select Programme

| Intervention | 2006/07 | Future years | Priority groups | Partnership | Funding programme |
|-----------------|---|--|--|--|---|
| Quality of Life | 13 new bus stops for service 21 | minimum 17 new bus stops | Older & disabled people | Bus operators | Local Transport Plan STDT |
| | 20 raised kerbs at existing bus stops | minimum 87 raised kerbs | Older & disabled people | Bus operators DAD Transport Forum | Local Transport Plan Developer contributions |
| | 2 shelters | minimum 8 shelters | All | Transport Forum | Local Transport Plan Developer contributions |
| | Accessible walking routes to Health Centres & other key destinations derived from SDG audit, TAMP & consultation with DAD | Continued to provide routes to key destinations | Older & disabled people | DAD GOLD Transport Forum | Local Transport Plan Council revenue |
| | Audit of needs for accessible leisure facilities | Implementation to provide access to leisure facilities | All | Youth Strategy 14-19 Trust DAD GOLD | Local Transport Plan Council revenue |
| | Review of supported bus services in 2006 | Implemented to provide access to key destinations | Deprived wards (also individuals in rural areas) | Bus operators Transport Forum | Council revenue |
| | Review of Ring a Ride | Implementation to provide accessible demand responsive transport | Older & disabled people | DAD GOLD | Council revenue Local Transport Plan |
| | Review of Shopmobility service | Implementation | Older & disabled people | DAD GOLD | Council revenue Local Transport Plan |
| | Home Shopping for Town Centre feasibility | implementation | Older & disabled people (also those without access to a car) Deprived wards | Town Centre businesses | STDT |
| | Multi-operator bus ticket scheme | Continued to help tackle barriers to transport | All | Bus operators | STDT Bus operators |
| | Improved travel information & travel marketing campaign | Continued to help tackle barriers to transport | All | | STDT Local Transport Plan |
| | Urban 20 mph zones in town centre & residential area | Rural 20 mph zone | All | Police | Local Transport Plan |
| | CCTV for East Street bus stops | further schemes to tackle actual and perceived security issues | All | Police Community Wardens | Local Transport Plan |

| Intervention | 2006/07 | Future years | Priority groups | Partnership | Funding programme |
|----------------------------------|---|---|--------------------------------|---|--|
| | Employer Travel Plan | continued to encourage take up of employment opportunities | All | Economy & Environment sub-group Employers | Local Transport Plan |
| | 3 cycle tracks (one phased) & 3 cycle lanes | further schemes | Young people Deprived wards | Cycling Forum Cycling England | Cycling England Local Transport Plan |
| | 4 new or upgraded signalised crossing points | further schemes | All | Cycling Forum Transport Forum | Local Transport Plan |
| | 8 + revenue footway maintenance schemes | further schemes to encourage walking & cycling where applicable | All | Corporate | Council revenue Local Transport Plan |
| | 12 + revenue carriageway maintenance schemes | further schemes | All | Corporate | Council revenue Local Transport Plan |
| | Use of accessibility checklist in corporate decision making | continued | All | Corporate | All Council funds |
| Education (in addition to above) | 16 to 19 half fare concessionary bus travel | Continued to encourage take up of education & training | Young People | LAA 14-19 Trust Learning Partnership | STDT Local Transport Plan Council revenue Colleges |
| | 7 no School Travel Plans and College Travel Plan | Continued to encourage take up of education & training | Young People | DfES Schools Colleges Learning Partnership | STDT Local Transport Plan |
| | Haughton Road to Ring Road Cycle Lane & Haughton Road Pedestrian & Cycle Bridge (access to Darlington College) | Develop cycle network to schools and colleges | Young People | Tees Valley Regeneration | Local Transport Plan Cycling England Tees Valley Regeneration |
| | Wheels to work | continued | Young People | CYPP | All participating organisations |
| Health (in addition to above) | Discretionary extension of free bus pass scheme to Bishop Auckland General Hospital | continued to provide access to health services at this site | Older & disabled people | Transport for Health Partnership Improving Health & Social Inclusion sub-group | Council revenue |

| Intervention | 2006/07 | Future years | Priority groups | Partnership | Funding programme |
|-----------------------------------|--|--|-------------------------|---|--|
| | Safer Routes to Health, including audit of current provision | continued to provide better transport links to primary health care | Older & disabled people | Transport for Health Partnership Improving Health & Social Inclusion sub-group | Local Transport Plan |
| | Access to green space, including increasing awareness of health benefits | continued | All | Corporate Transport for Health Partnership | Local Transport Plan Council revenue Developer contributions |
| Employment (in addition to above) | North Road Station feasibility study of improvements | Implementation if feasible | All | Darlington Railway Museum Network Rail Northern Rail | Local Transport Plan Heritage Lottery Grant |
| | Tees Valley Bus Network Review detailed proposal | Implementation | All | Tees Valley local authorities Local bus operators | Local Transport Plan major schemes |
| | Transit 15 bus corridors | Implementation | All | Durham County Council Local bus operators | Local Transport Plan major schemes |
| | Local Development Plan Supplementary Guidance | Implementation | All | Corporate Developers | Local Transport Corridor Developer contributions |

Indicators and Targets

Our chosen indicators for this strategy are:-

- LTP1. Accessibility to Primary Health Care
- Local. Percent of population within 15 minutes of a shop selling fresh food.
- Local. Percent of population within 30 minutes of town centre by bus or train.
- Local. Percent of population within 30 minutes of employment.
- Local. Percent of population within 15 minutes of a primary school.
- Local. Percent of population within 30 minutes of a secondary school.
- Local. Percent of population within 40 minutes of a place of further education or training.
- Local. Percent of children able to travel from home to school via safer walking and cycling routes.
- Local. Percent of population within 15 minutes of a primary care facility.

- Local. Percent of population within 30 minute of Darlington Memorial Hospital.
- Local. Percent of patients able to travel from home to doctor's surgery via safer walking and cycling routes as well as low floor bus routes.

We have set ourselves targets for future years for indicator LTP1, as detailed in **Chapter 7** of the Second Local Transport Plan. We will report on our progress for the other local indicators, but since these are local measures of performance, will not set targets at this point in time until more evidence has been collected.

Conclusion

Accessibility for local people is, in general, very good within the Borough, with facilities such as health care being easily accessible for the vast majority. As illustrated in our indicator LTP1, it is the intention that the Second Local Transport Plan maintains accessibility (in this case to health) to contribute to local peoples' overall quality of life.

It is also the intent of the Plan to improve accessibility where possible. As demonstrated above, we recognise that in some cases accessibility may not approach the very high levels generally applicable. In particular, the Plan will have a focus on

improving accessibility to health, education & training and employment to meet the needs described in this strategy (Chapter 6).

In order to meet these outcomes, we are incorporating an accessibility checklist process in decision making, both for Plan interventions and other Council actions, to ensure that consideration is given to the impact of our service delivery, for example the forthcoming review of supported bus services will consider the accessibility issues associated with local bus services. This checklist is also being used by other service providers in the Borough such as the Primary Care Trust to assess the effect of service provision.

Appendix 1 Accessibility Checklist

| Stage | Element / Guide | Description and evidence | Action to be taken | Date completed |
|-------|---|--------------------------|--------------------|----------------|
| A | Description of proposal | | | |
| A | Location | | | |
| B | <p>Current position (if applicable):</p> <ul style="list-style-type: none"> • Who travels? • How many travel? • Where do people travel from? <p><i>Use staff surveys, postcode plots, car park data etc</i></p> | | | |
| C | <p>How will the proposal affect service users / staff?</p> <ul style="list-style-type: none"> • Will they have to travel further? • Will there be available transport? • How will they travel? • Will it cost them more? <p><i>Take account of location, disability, age, gender, race.</i></p> <p><i>Details of travel opportunities will be available from Council Transport Officers.</i></p> | | | |
| C | <p>Accessibility mapping</p> <ul style="list-style-type: none"> • Will the proposal improve or worsen accessibility? <p><i>This may be measured using accessibility mapping techniques; local authority transport staff will be able to assist with this.</i></p> | | | |

| Stage | Element / Guide | Description and evidence | Action to be taken | Date completed |
|-------|--|--------------------------|--------------------|----------------|
| D | <p>Available transport modes</p> <ul style="list-style-type: none"> • What modes of travel are available? • How often are they available? • How much do they cost? • How long do they take? • How adequate are they? <p><i>Consider car, bus / train, walk, cycle, community transport.</i> <i>Local authority transport staff will be able to assist / advise.</i></p> | | | |
| E | <p>Deficiencies identified (please list and detail)</p> | | | |
| F | <p>Proposed actions to overcome identified deficiencies</p> <ul style="list-style-type: none"> • What actions are needed? • Who needs to take action? • How much will they cost? • How will they be funded? | | | |
| F | <p>OR Revise proposal or policy and start process at A again</p> | | | |
| F | <p>Travel Plan</p> <ul style="list-style-type: none"> • Do you need to produce a travel plan? • Is a free-standing or cluster plan the best option? | | | |
| F | <p>Produce a Travel Plan</p> | | | |

ANNEX 13:

Travel Safety Strategy

Introduction

At a national level the shared priority for safety is 'Safer Roads' and local authorities must ensure safe transport networks and infrastructure for those who live or work close to these.

In the first Local Transport Plan, Darlington presented its Road Safety Plan, developed to achieve the Government's casualty reduction targets for 2010. This Plan is still as relevant today and this travel safety strategy incorporates the original Road Safety Plan.

At a local policy level in Darlington the aim is to improve safety for everyone who travels and in particular address the fear of crime which impacts on people's travel choices and access to facilities and services. The fear of crime is out of proportion with the actual levels of danger in Darlington, but perception about potential dangers strongly influences travel behaviour. This has a knock on effect not only on how people travel, but also on whether they choose to make a journey at all, reducing people's opportunity to take an active role in their community.

This document sets out:

- The policy context
- The Road Safety Plan
- Evidence
- Strategic approach
- Travel safety programme, target setting and monitoring

Policy Context

At a national level Road Safety is one of the four shared priorities that must be addressed through the Local Transport Plan. It is interlinked with the other shared priorities, with road safety often contributing to the other shared priorities, particularly accessibility, and the recognition that no scheme should result in an increase in road casualties, either directly or indirectly.

In Darlington the policy context for the Travel Safety Strategy is the Community Strategy, adopted by Darlington Borough Council and the Local Strategic Partnership. One of the four visionary goals in Darlington's Community Strategy is

"A place for living safely and well"

One of the eight themes in Darlington's Community Strategy is

"Promoting Community Safety"

The Community Safety theme group has the following key outcomes:-

1. Local people feel safer within their community
2. Lower levels of crime
3. Reduced levels of anti-social behaviour
4. Reduced offending behaviour

Through the achievement of these outcomes people will feel safer when out walking, cycling, using public transport and driving. Outcomes from other theme groups will also have an impact on travel safety, either through direct intervention such as:-

- Improved road safety
- Highways maintained to a high standard

Or through indirect measures that encourage more people to travel around their neighbourhoods, which in turn reduces real and perceived crime rates, such as:-

- Building community confidence
- Improving access to services
- Improved parks and open spaces
- Living healthier lifestyles
- Cleaner streets and open spaces

It is clear from this that addressing issues of safety is not a transport issue alone. In fact it is something that needs to be delivered in partnership with other agencies, both to address actual risk and the perceived risk of danger, which creates fear.

The Travel Safety Strategy has been developed to support the delivery of the transport objectives outlined in the Second Local Transport Plan (see **Table 1**)

Table 1 Travel Safety implications

| Strategy Objectives | Travel Safety implications |
|--|---|
| A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | Design and provision of new developments, including residential developments, to provide a safe environment for all road users. |
| B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need. | Safe Routes to School Address safety issues for those using public transport, walking, cycling, motorcycles, taxis and community transport. |
| C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | Measures to tackle congestion, including road space reallocation, junction priority and traffic management must address safety issues for all road users. To reduce accidents on the highway to minimise disruption to traffic flow. |
| D To improve travel safety and security for all by addressing the real and perceived risks. | Main aim of the travel safety strategy. |
| E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | Safety issues, in particular perceptions of safety must be addressed in order to promote travel choices. |
| F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | The health benefits of sustainable (active) travel must not be outweighed by potential casualty risk. Safe Routes to Health |

The Road Safety Plan

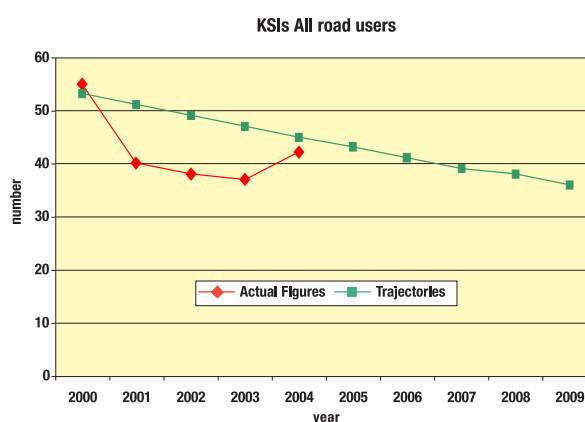
In the first Local Transport Plan Darlington developed its Road Safety Plan 2000-2010. It has the following key objective:

‘To improve safety for all road users within the Borough and to contribute to the Government’s strategy and targets for 2010.’

During the first plan period Darlington has made significant progress in achieving the targets set out in the Road Safety Plan.

Investment in traffic calming and local safety schemes, a high quality education programme and enforcement through close collaboration with the Police and other organisations has resulted in the Council being ahead of target in respect of fatal & serious casualties (7% ahead), child fatal and serious casualties (37% ahead) and slight casualties (8.6% ahead). See **Figure 1**

Figure 1



Where local safety schemes have been carried and where 3 years before and after data is available casualties have reduced by 38% from 321 to 200. Fatalities have reduced from 7 to 2, serious casualties from 26 to 14 and slight casualties from 288 to 184.

Programmes have included:

- Safer Routes to School
- Pateley Moor Home Zone
- Firthmoor Safety Partnership
- Exemplar on-road cycle training programme
- Pedestrian training
- Promotions such as Walk to School Week
- Implementation of the County Durham and Darlington Speed Management Strategy 2001-2006
- Local safety schemes

In addition other safety concerns were addressed through the Local Transport Plan delivery programme such as:

- Improvements to car parks – 10 now having secure car park status and with car crime levels at an all time low
- CCTV on buses in partnership with the bus operators
- CCTV at bus stops
- Improvements to street lighting through the white light conversion programme and new lights at rural bus stops and in residential areas reporting anti-social behaviour.

Safety programmes have been developed in partnership with local communities and the Police, as well as with neighbouring authorities. Darlington takes an active role in the Tees Valley Road Safety Group, the North East LARSOA (Local Authority Road Safety Officer Association) Group and the Northern Region Road Safety Forum.

Evidence

There is a great deal of evidence to support the progress made in the implementation of the Road Safety Plan, as well as to support the extension of the Plan to incorporate safety for all types of travel, in a Travel Safety Strategy.

Progress against targets

In the Road Safety Plan Darlington adopted the national targets for reducing casualties:

- A 40% reduction in the number of people killed or seriously injured (a maximum target of 34 in 2010)
- A 50% reduction in the number of children killed or seriously injured (a maximum target of 5 in 2010)
- A 10% reduction in the slight casualty rate (a maximum target of 466 in 2005)

Darlington is making excellent progress in achieving all of these targets through a programme of engineering, enforcement, education and encouragement, targeted at areas or groups most at risk. Motorcyclists, which account for less than 1% of all trips in Darlington, have a proportionately high accident rate, and this will be addressed through the Second Local Transport Plan period.

Link to deprivation

The 2001-03 child casualty accident data and levels of deprivation by ward were analysed and mapped to assess any links between the two sets of data. There was no direct link between the two, but this is now monitored on an annual basis.

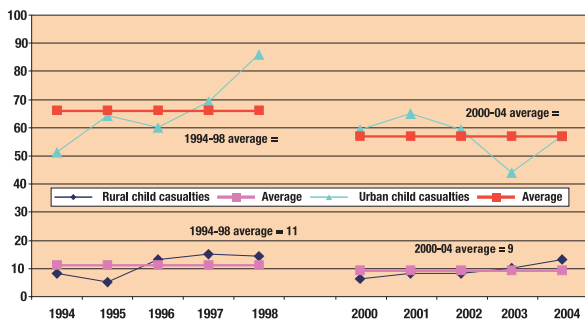
In 2004, of the 5 child killed and serious injury accidents, none occurred in the most deprived wards. (They occurred in wards ranked 8, 9 and 10 in Darlington). Child slight casualties occurred in many locations across the urban area and, as part of the Child Safety Audit, these will be investigated to develop the programme for local safety schemes, area-wide safety schemes (as in Eastbourne ward), Safer Routes to School and road safety education and training programmes.

Rural/urban

Safety issues are of major importance in both the rural and urban areas and need to be addressed in the most appropriate way.

Darlington has made good progress in reducing child casualties - in rural wards from an average of 11 per year to an average of 9 per year (a decrease of 18%) and in urban areas from an average of 66 to an average of 56.8 (a decrease of 14%) - over the last decade. **Figure 2**

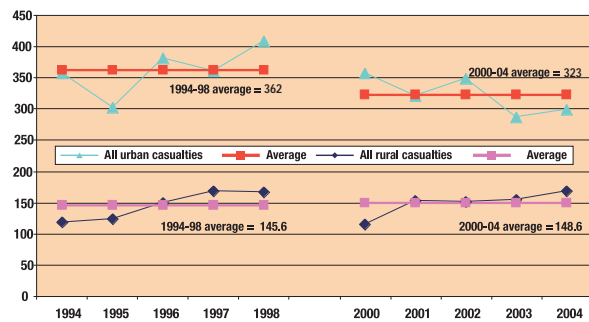
Figure 2 Child Casualties - Urban & Rural



Similarly Darlington has made good progress in reducing total casualties in the urban area from an average of 362 in 1994-98 to an average of 323 in 2000-04. In the rural wards there has been a small increase (2% increase between the 5 year averages) and partnership working with the Police will continue to address issues of speed related accidents in these areas.

Figure 3

Figure 3 All Casualties - Urban & Rural



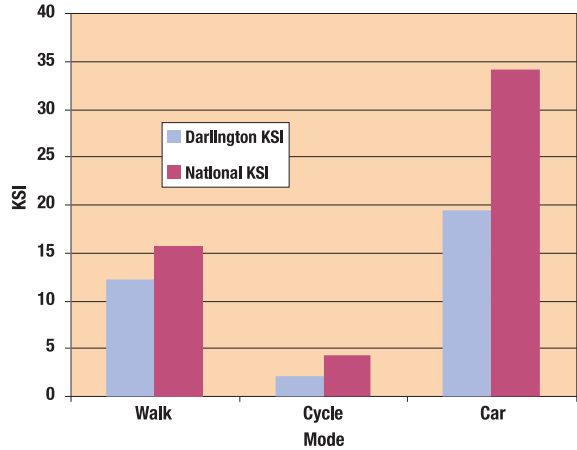
Exposure to risk

Analysis has been undertaken to compare the risk of being involved in an accident in Darlington to the national average, and to compare the risk of having an accident by the 4 main modes.

Figure 4 shows that for fatal and serious accidents Darlington has a better safety record than the national average for all

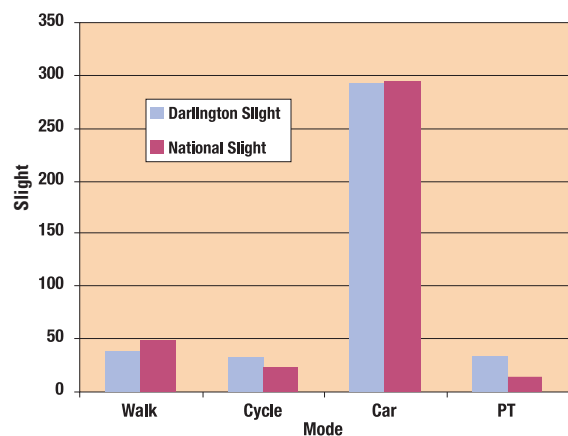
modes. There were no Killed and Seriously Injured (KSI) accidents on public transport in Darlington in 2004 and therefore there is no figure recorded on the graph. Cycling is the 'safest' mode, followed by walking and cars.

Figure 4 KSI per 100,000 Population



Darlington has a lower than national average risk of slight accidents for walking, which is supported by the continuing reduction in BVPI99aii slight casualties pedestrians, down to 37 in 2004 against a target of 70. Risks of being involved in an accident causing slight injuries when cycling or using public transport in Darlington are above the national average. However the actual numbers of accidents are very low, 32 cycling accidents and 33 public transport accidents. **Figure 5**

Figure 5 Slight Accident per 100,000 Population



Perception

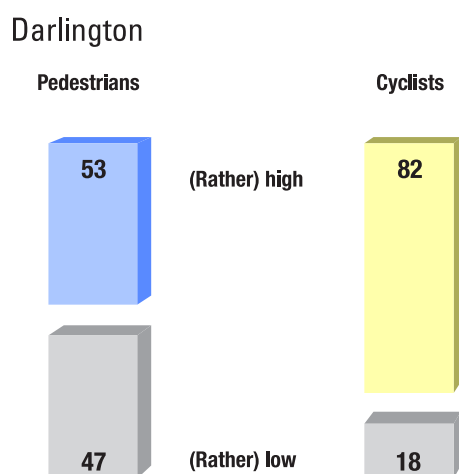
Whilst the evidence demonstrates that actual risk of death or injury in a road traffic accident has reduced significantly over recent years in Darlington there is still a perception that there are significant road traffic dangers. Indeed this is quoted as one reason for not letting children walk to school and a reason given by many for not cycling in Darlington.

During 2004 Darlington was successful in a bid to become a sustainable travel demonstration town. As part of the 'Town on the Move' initiative Socialdata undertook a major piece of travel behaviour research¹, including perceptions of, and attitudes to, different travel options. This survey included over 400 households from across the town and has provided a comprehensive picture of travel in Darlington.

The travel behaviour research undertaken in Darlington shows that the perceived risk of traffic accident is as follows:

Interviewees in Darlington were also asked about their perceptions of risk for different travel modes. **Figure 6** shows a roughly even balance between those perceiving a low risk and a high risk to pedestrians (47 and 53 % respectively).

Figure 6 Risk of a traffic Accident



Cycling is perceived as more dangerous: 82 % of Darlington people think the risk of a traffic accident by bicycle is rather high, only one out of six (18 %) believe the risk is rather low.

However for those car trips where an alternative was available safety was not a major reason for the alternative not being used. Only 5% quoted comfort as a reason for not cycling (this includes safety) compared to 44% that stated time as the limiting factor.

There is also an issue about the perception of safety, particularly among young people, which was highlighted in the consultation for this document. Antisocial behaviour is an issue for local residents and the Community Safety Partnership is addressing this through the Anti Social Behaviour Strategy, which is being drafted for publication in November 2005. The link between anti-social behaviour and how this impacts on

peoples travel behaviour and the travel choices that people make (and how this influences peoples opportunities to access key services, such as health, education, shopping and leisure), will need to be addressed.

The Stakeholder Consultations² reported that improving safety is not seen as a high priority as it is not seen as a significant problem compared to congestion and accessibility. Also addressing these issues will have a positive contribution to safety.

The general public do not separate road safety, crime and disorder, street cleansing, urban design and so on. It is therefore important that there is a joint approach to addressing issues of the real and perceived safety concerns and the broader concept of 'travel safety' was accepted as a good way of achieving this. This approach also provides a good link with the Community Safety element of the Community Strategy.

However safety issues were raised in the focus group sessions:

Young people – *'there's loads of dark places. You think someone's in the bushes and when someone walks out towards you.its just not fun at all.'*

Urban low car ownership - *'I'd be scared to be on a bike on the road'*

Urban high car ownership – *'I wouldn't like to go out at night and wait for a bus'*

The Best Value Performance Plan highlights that peoples perceived levels of safety are decreasing and therefore there is still significant progress to be made in addressing these fears. The Community Safety Partnership is leading on this area of work, but there are significant impacts on travel behaviour, and the solutions may involve improvements to the transport network such as lighting, cleansing, maintenance, and CCTV.

Local indicator SS9 records the percentage of residents surveyed who said that they feel 'fairly safe' or 'very safe' after dark whilst outside in the local authority area.

| Year | Target | Actual |
|---------|--------|---------------|
| 2003/04 | 37% | 51.8% |
| 2004/05 | 52% | 48.3% |
| 2005/06 | 53% | not available |

1 Darlington: Sustainable Travel Demonstration Town Travel Behaviour Research Baseline Survey; September – December 2004; Socialdata.

2 Stakeholder Consultations on Second Local Transport Plan; March 2005; Steer Davies Gleave.

Local indicator SS10 records the percentage of residents surveyed who said that they feel 'fairly safe' or 'very safe' during the day whilst outside in the local authority area.

| Year | Target | Actual |
|---------|--------|---------------|
| 2003/04 | 80% | 94.5% |
| 2004/05 | 95% | 93.3% |
| 2005/06 | 95% | not available |

Strategic approach

The Travel Safety Strategy will contribute to the achievement of the following transport objective in the Second Local Transport Plan:

- **To improve travel safety and security for all by addressing the real and perceived risks.**

Darlington's new strategic approach is therefore to:

- Continue with the implementation of the Darlington Road Safety Plan 2010, which has proved successful in reducing accidents through Engineering, Encouragement, Enforcement and Education;
- Work with partners in the Community Safety Partnership and the bus industry to tackle the fear of crime whilst travelling, through investment in facilities such as street lighting, good urban design, secure cycle parking and CCTV;
- Leverage added value through cleansing and maintenance of the pedestrian, cycling and public transport environments as well as the road environment;
- Promote travel choices to encourage greater participation in walking and cycling in the local neighbourhood providing a sense of 'safety in numbers'.
- Build on the existing partnerships with organisations such as the Police, Community Wardens and bus operators, and deliver locally in partnership with Parish Councils and Community Partnerships.
- Trial area wide 20mph zones in the urban area, defined by signs only.

Each of these initiatives comprise numerous activities, as follows:

Continue with the implementation of the Road Safety Strategy

- Speed management including urban and rural 20mph zones
- Local safety schemes
- Cycle and pedestrian training

- Education & Training Programmes including the Safety Carousel, a joint safety programme with the Police, Fire and Ambulance services.
- Support national and local publicity initiatives, in particular targeting motorcyclists
- Improvements to bus stops and routes to bus stops and rail stations
- Greater use of enforcement powers – decriminalised parking; antisocial behaviour.
- School crossing patrol service
- Schemes benefiting vulnerable road users, including the elderly, children and those with a disability.
- The development of safe cycle and pedestrian networks.

In line with our focus on safety we are proposing trialling area wide 20 mph zones in the urban area, defined by signs and road markings only. This approach is at variance with current practice where 20 mph speed limits are reinforced through the installation of physical measures such as chicanes, speed humps and cushions.

- We believe that we can achieve results, both by this intervention and supporting promotion, that are comparable to those achieved in Hull. Hull City Council have turned 26% of the city's roads into 20 mph zones with a 90% reduction in Killed and Seriously Injured (KSI) figures and a 74% drop in child pedestrian casualties. Hull's work is estimated to have a 10:1 value for money ratio, in excess of many traditional solutions to traffic speed. We also believe that more widespread 20 mph zones could help counteract inaccurate perceptions of the safety of walking and cycling, and so help to increase use of these modes and public transport.
- Our proposals also include trialling a 20 mph 'village' in our rural area, as well as specific interventions in support of the Safer Routes to School programme, as highlighted in consultation workshops. We will assess the impact of these actions through the annual survey process, carried out by the sustainable town initiative to test the success of the trial.

Work with partners in the Community Safety Partnership and bus industry to tackle the fear of crime whilst travelling, through investment in facilities such as street lighting, good urban design, secure cycle parking and CCTV

- CCTV on all buses
- Monitor trial of CCTV at bus stops and extend to new sites
- Extension of secure car park status

- Greater involvement of uniformed officers and wardens
- Investment in street lighting
- Development control to ensure safety through design
- Improved secure cycle and motorcycle parking and promote use of bike locks to reduce bike theft

Leverage added value through cleansing and maintenance of the pedestrian, cycling and public transport environments as well as the road environment

- Maintenance of highways, footpaths and cycle routes – in particular the implementation of a maintenance strategy for cycle routes
- Improvements to the walking and cycling environment, including cleansing and signs
- Maintenance contract for all bus stops to ensure that waiting facilities are safe and pleasant

Promote travel choices to encourage greater participation in walking and cycling in the local neighbourhood providing a sense of ‘safety in numbers’

- Individualised travel marketing programme
- Increased participation in cycle and pedestrian training
- Use of school travel plans to allay safety fears of parents
- Marketing programme to change perceptions
- Joint marketing with the bus operators to promote the safety aspects of travelling by bus – low accident rates and CCTV on board for the safety of passengers.

Partnership

- Police
- Community Safety Partnership
- Bus operators
- Community wardens

and monitoring

The travel safety programme will ensure that safety is paramount in the management of the existing infrastructure, such as a focus on maintenance of footways, cycleways and roads for the benefit of all road users; focusing resources where they are most needed; and using promotion and education to address issues of perception about the risks of travelling in and around Darlington. The development of travel safety will be achieved through the integration of revenue and capital budgets to ensure that investment in capital infrastructure is maximised through education and promotion.

Details of the capital programme can be found in **Chapter 6** of the Second Local Transport Plan.

Additional funding has also been made available through the integration, at a national level, of safety camera funding into the Local Transport Plan system from 2007/08 onwards. This has provided Darlington with a planning guideline of £152,875 of capital and £687,926 revenue funding between 2007/08 and 2010/11. This money will be used to deliver the Travel Safety Strategy and address priorities as assessed against a thorough analysis of accident data, identification of at risk groups, public perception of danger and interventions to encourage sustainable travel.

Since the money was awarded in early 2006, work has just started on a programme to utilise this money to achieve target outcomes, value for money and to continue to implement best practice. A draft programme is in **Table 2**.

Table 2 Provisional programme for additional road safety funding 2007/08 – 2010/11.

| Intervention | Capital funding | Revenue funding |
|--|-----------------|-----------------|
| Continuation of the cycle training programme in schools | | 66,000 |
| Continuation of the pedestrian training programme in schools | | 46,000 |
| Appointment of road safety officer to develop promotional campaigns targeted to address casualty reduction targets | | 120,000 |
| Road safety events trailer | 20,000 | |
| Regional and local publicity | | 80,000 |
| Appointment of road safety engineer to analyse casualty statistics and design innovative engineering solutions to address casualty reduction targets | | 120,000 |
| Engineering innovation e.g. lighting, CCTV, | 100,000 | |
| Develop support package for motorcycle training to address trends in motorcycle casualties and increase levels of motorcycling | | 40,000 |
| Speed enforcement, including expansion of SpeedVisor programme, and partnership with the Police to develop 20mph zones | 30,000 | 85,000 |
| Driver training for older drivers (potentially using Durham County Council's SAGE model) | | 40,000 |
| Driver improvement training for council staff, then roll out to other employers as part of travel plan process. | | 90,000 |
| TOTAL | 150,000 | 687,000 |

Making the most of investment

Levels of investment in road maintenance will continue to be maximised for the safety benefits that can accrue, such as dropped kerbs for cyclists and those with mobility issues; upkeep of link footpaths that provide short cuts; and maintenance of the cycle route network.

Coordination of street cleansing, maintenance and infrastructure investment (such as street lighting) on an area basis will provide the basis for a stepchange in perception of safety through an enhanced street environment. This is being implemented through the Streetscene corporate project. Continued collaboration with the bus operators and rail industry will provide the basis for further improving safety for bus and train users.

Indicators

In order to monitor progress a number of targets have been set for this strategy, which appear in the Second Local Transport Plan.

These are the mandatory indicators:

- Total number of people killed or seriously injured on the roads in the Borough
- Total number of children (aged under 16) killed or seriously injured in the Borough
- Total number of slight casualties, all road users

And the local indicator

- Total number of slight casualties, children

In addition other information will be monitored to assess the impact of local initiatives and to use in the promotion and education programmes to change perception of risk and reduce the fears that deter people from travelling. These may include:

- Levels of reported crime – car crime in car parks; bike theft; damage to highway assets such as street lighting or bus shelters;
- Fear of crime – researched and monitored through the Community Survey and Quality of Life indices.
- Participation levels in cycle training and pedestrian training

Summary

The Travel Safety Strategy incorporates the Road Safety Plan 2010 and expands its remit to cover safety for all travel choices.

The Strategy seeks to address perceptions about the levels of road safety risk and other fear factors that impact on travel such as anti-social behaviour.

The implementation of initiatives will be focussed in areas of most risk, identified through accident statistics, partnership working with local communities and the Community Safety Partnership.

ANNEX 14: Performance Management

Introduction

It is important that the achievement of outcomes and the delivery of schemes are managed in an effective manner. Schemes must be delivered on time and to budget and to those ends we have established a programme control system to ensure this.

Performance Management

In order to effectively manage our delivery of schemes across our transport function it has been necessary to re-evaluate and enhance our existing procedures for performance management. It has been split into 4 distinct categories:

- **Project Management.** It is important to deliver schemes on time, ensuring that the overall programme is delivered as planned.
- **Financial Control.** The budgets allocated to discreet schemes and the overall budget for our Local Transport Plan need to be monitored to guarantee that there is sufficient finances available to deliver the stated benefits.
- **Performance Analysis.** The schemes and Local Transport Plan as a whole have specific targets to be met. Performance against these targets must be monitored.
- **Performance Review.** The overall contribution to corporate, Community Strategy, regional and national outcomes must be assessed and reported.

Project Management

Darlington Borough Council has clearly defined corporate project management structures and procedures for very large projects. These are used on major developments and highway schemes, or where a number of parties are involved.

A similar approach is being developed for smaller scale projects in order to ensure delivery to time and budget, and to provide a framework for risk management.

The aim is to:

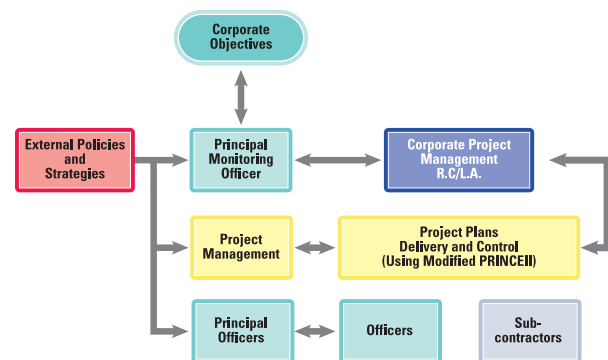
- Clearly define the project in relation to Local Transport Plan objectives and targets.
- Establish realistic timescales.

- Highlight potential risks to implementation.
- Improve project cost information and for this to be integrated into proposed financial controls.
- Provide feedback on project progress on a monthly basis.
- Enhance the documentation for all projects.

Project management requires clearly defined procedures and reporting structure. The Principal Monitoring Officer collates the project management information on a monthly basis and progress is discussed at monthly meetings involving the Chief Engineer, Transport Policy Manager and Principal Officers.

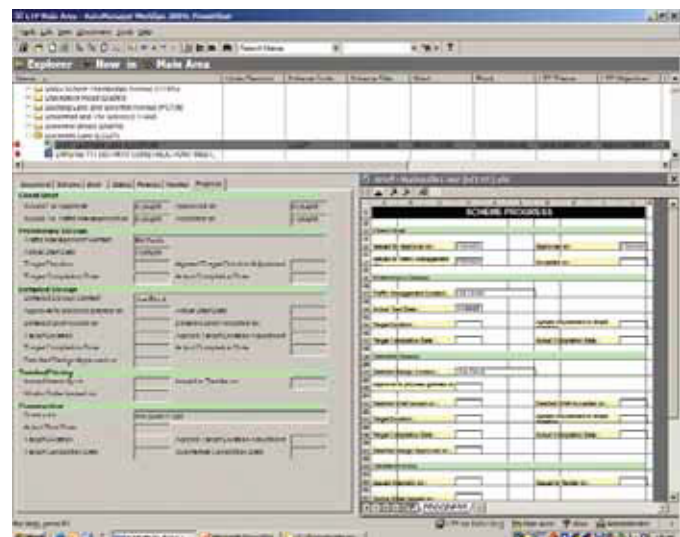
(Figure 1)

Figure 1



A robust documentation and control system, based on Eltree Computing Ltd (ECL) Programme Control Software, will be in place from April 2006. (Figure 2.) To maintain our philosophy of low impact monitoring the system is limited to the following work flow documents: Project Brief, Project Inception Document, Project Plan, Project Quality Plan, Work Package and End Project Report. This builds on the Project Briefs that have been used for project management purposes for the 2005/06 financial year.

Figure 2 A page from the ECL programme control software



This system is designed to be simple to fill in but detailed enough to provide the necessary information. It will include target and budget information to provide information for financial control and performance analysis.

Financial Control

A new set of financial controls and procedures were developed from October 2004 onwards and were implemented in April 2005, following the appointment of the Principal Monitoring Officer in Transport Policy. Financial control is based on the following competencies:

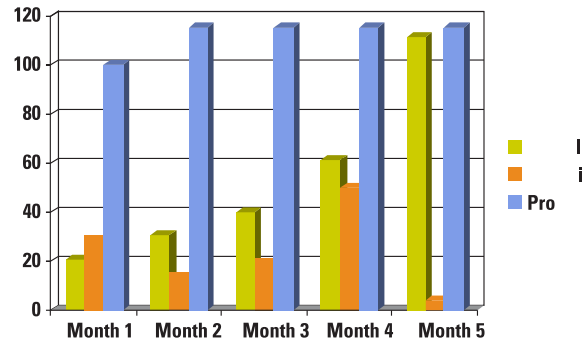
- Budgets set at the beginning of the financial year to achieve targets (scheme delivery and outcomes) and for individual projects/schemes must be realistic and well thought out. The rationale for budgets must be based on sound analysis and empirical evidence.
- Planned and actual expenditure will be monitored on an ongoing basis. Financial control will be proactive, seeking to identify budgets that are at risk.
- Projected variances in spend will be identified and appropriate actions put in place to ensure that targets are still met, through effective project management.
- Regular communication between Principal Officers responsible for budgets and the Monitoring Officer on actual and committed expenditure, and planned/anticipated spend during the financial year.

Financial control is now a key strength of the Local Transport Plan delivery as was recognised in the Local Transport Plan Annual Progress Report for 2004/05. These procedures enable proactive monitoring of the local transport funding, but also additional funding streams such as developer contributions, Sustainable Travel Demonstration Town, Cycling England and revenue funding. Accurate financial control is particularly important where funding is being used for matched funding purposes with other funding streams.

Major changes to financial control included:

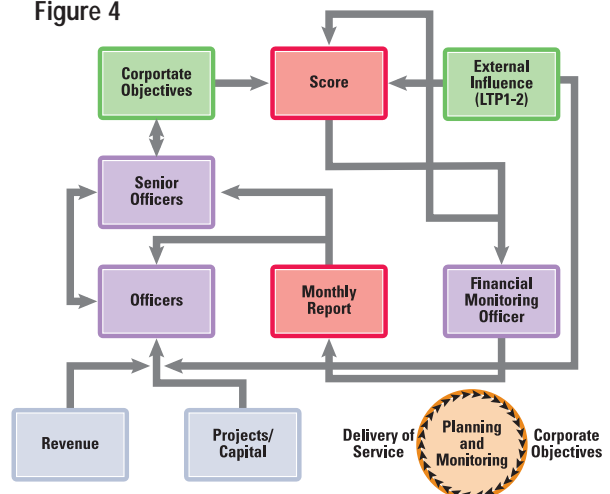
- In setting budgets the sums awarded are ranked in accordance with SCORE system of Multi-Criteria Analysis and weighted in importance accordingly. SCORE is to be integrated with the ECL System to apply SCORE before a Project Brief is generated.
- Existing procedures have been modified to include monthly report from Approving/Senior officers to the Principal Monitoring Officer. This data is collated into a single document produced by the ECL System, which details 3 column accounting for each budget; Actual, Committed and Projected. (Figure 3) In addition project management and performance data is included to demonstrate progress against delivery and performance targets.

Figure 3 Column accounting



- In addition to the single monthly report, financial data is integrated into project management documentation. This is to ensure that at all stages of the project, officers are aware of the financial constraints and targets.
- The Principal Monitoring Officer reports project and revenue performance to senior officers and budget holders on a monthly basis, and highlights 'at risk' budgets. (Figure 4)
- The Principal Monitoring Officer works with project officers to analyse 'at risk' budgets and analyse projected spend in relation to outcomes and targets. Proactive financial control underpins project management and performance.
- There is single officer responsibility for the Transport Group capital finances starting from April 2006.
- Capital Budget codes have been reduced in number and reflect reporting requirements for Department for Transport.
- All budgets have been shut down between financial years. This is to prevent the carry over of expenditure from one financial year to the next. Where carry over is unavoidable then the system is robust enough to identify such expenditure in order for any necessary actions to take place.

Figure 4



Performance Analysis

Project management and financial control have been radically improved over the last eighteen months with a dedicated resource and new procedures in place. This same rigorous approach is now being applied to monitoring performance, in particular progress towards achieving key targets and indicators.

A set of core competencies have been identified that the performance monitoring and analysis must adhere to, as follows:

- Set realistic, challenging but achievable targets and be prepared to change them if parameters change e.g. funding reduces or increases, commercially available public transport services change significantly or costs of transport change significantly.
- Set clear, realistic and easily measurable indicators. In a small unitary authority the relative cost of collecting data can be high and therefore indicators should be selected that either use existing data or data that can be collected cost effectively.
- Clear written procedures must be in place for data collection, for continuous monitoring, regular surveys or ad hoc surveys or research. This must include robust recording and analysis procedures, to ensure reliability of the collected data and to enable repeat surveys.
- Collated data should be regularly checked against historical data in order to establish trends and reliability.
- Collated data, results and trends must be fed back to principal officers to facilitate an understanding at project level of progress and performance. This should inform project management and scheme implementation if appropriate.
- Where the data collection and analysis indicates a divergence from planned performance, the indicator or target must be flagged to senior officers as being 'at risk'. A recovery plan must be devised and implemented through project management.
- Integrate performance data and analysis throughout the programme control process.

One of the main issues for data collection and monitoring is that Darlington already collects a huge amount of data across a wide range of departments and teams for a variety of purposes. The aim during the delivery of the Second Local Transport plan is to coordinate the collection and analysis of the data and make it easily available to anyone who needs it.

Ongoing or regular data collection includes:

- Permanent traffic counters
- Permanent cycle counters

- Bus patronage statistics
- STATS 19 data
- Highway Condition Surveys
- Highway Safety Surveys
- Street lighting patrol surveys
- Rights of Way surveys
- Shopmobility and Ring a Ride statistics
- Annual pedestrian and cycle counts
- Parking – bi-annual surveys of on-street car park usage and footfall
- Car park usage statistics from the Variable Messaging System
- Travel to school annual survey
- Bus punctuality surveys
- Vehicle run time studies
- Vehicle speed surveys from SpeedVisor units

In addition, Darlington has undertaken extensive travel behaviour research through the Sustainable Travel Demonstration Town initiative. This has provided a benchmark for how people travel in Darlington, what influences behaviour and identifies the potential for changes in behaviour. This has enabled Darlington to set more realistic targets and indicators in the Second Local Transport Plan, as well as providing information to other parts of the local authority for planning purposes.

For the Second Local Transport Plan targets and indicators have been set that are challenging but realistic. They are based on robust evidence and recognise potential risks. The targets dovetail and support agreed strategic and corporate objectives.

Well-defined procedures for all monitoring activities will be in place for April 2006. This will include the dissemination of evidence to key officers.

The Principal Monitoring Officer will work with other officers to ensure that effective risk management is in place.

Local Transport Plan targets and indicators will increasingly be integrated into other corporate and strategic plans, recognising the importance of transport, in particular accessibility, to the delivery of many diverse strategies. Transport targets appear in the Local Area Agreement, Children and Young People's Plan and Community Strategy.

Targets and indicators are included in project documentation. There will be feedback programme control using financial and project reporting procedures and documentation.

Performance Review

The Local Transport Plan is itself assessed by the Department for Transport and Government Office North East, and as such the targets, evidence base, justification of trajectories, risk identification and risk management are verified as being credible and achievable. This ensures that the start point of the Plan is robust.

The Local Transport Plan has a built-in performance review mechanism in the Annual Progress Report. Guidance from the Department for Transport indicates that reporting will change to every two years from 2006. However it is anticipated that in Darlington a Performance Review report will be produced to provide an annual focus for reporting the performance of the Plan itself and the delivery of schemes during that period. This will satisfy the following requirements:

- To inform Cabinet of performance and also request the release of funds on an annual basis.
- To provide information into the Community Strategy Action Plan and Corporate and Best Value Performance Plan.
- To inform key stakeholders, partners and local residents on progress to date.
- To use as a basis for further consultation and discussion if implementation plans are to change in order to achieve targets.

On a quarterly basis there is an assessment of progress against targets, conducted by Darlington Borough Council at a corporate level. The information is fed into the Borough's Performance Plus monitoring software which generates an assessment of the Borough's performance overall. This software is used not only by the Council but also key partners such as those involved in the Crime and Disorder Reduction Partnership. It is also used to report performance on the Neighbourhood Renewal Strategy and the Extended Schools initiative. It will also be fundamental in monitoring performance for the Local Area Agreement to be implemented from April 2006 and is excellent tool to link performance to agreed outcomes.

In addition to the monitoring specifically in place to measure progress against targets, there is a much wider data collection and analysis role that is being developed between Transport Policy and Consultancy (Highways). For example there will be a link between the ECL System and the Asset Management Plan software.

A wide range of individuals and teams gathers a great deal of data across the Authority and its partners. It is important that this information is collated and analysed and used to inform the delivery programme, in turn achieving the outcomes of the Plan.

Darlington is already very evidence led in its approach to implementing schemes. It also has an excellent record in

engagement with local people on the design of schemes in their community. However with ever increasing levels of data, analysis and research available it is important that all evidence is considered in decision-making.

The Soicaldata research has provided invaluable data, providing new and sometimes unexpected evidence for how and why people travel and what is required to make them change the way that they travel. This in turn informs the Local Transport Plan delivery programme.

Collecting and analysing data will inform the type and design of intervention that is proposed and implemented in order to achieve a specific outcome. However by adding additional information the type of intervention proposed may change or the design of the intervention may change.

Programme development

The implementation programme for the Local Transport Plan has been developed in light of current information. However ongoing research may highlight new information that impacts on the implementation of the programme, whilst achieving the same outcomes.

The following are just some areas that will provide valuable evidence for programme development over the coming months and years:

- Further Socialdata research as part of the Sustainable Travel Demonstration Town initiative. This will include the results of travel behaviour surveys with 1500 individuals (1000 from the Individualised Travel Marketing areas and 500 from a control group) in the Autumns of 2005, 2006 and 2007. A repeat of the comprehensive survey undertaken in 2004 with a stratified sample of over 4000 individuals will be repeated in 2008.
- Annual bus user surveys from bus operators
- Phase 2 of the Congestion Study due in Spring 2006. This is modelling existing traffic flow and creating a paramics model detailing junction congestion.
- Ring a ride review, due to report in Summer 2006
- Park and Ride feasibility study to be undertaken in 2006. However a stated preference survey has taken place to calibrate the multi-modal model, the results of which are encouraging.
- Quarterly Citizens Panel
- Annual Community Survey
- Travel to school annual survey undertaken in January each year
- Pedestrian and cycle audits undertaken on an area basis
- Land use decisions and section 106 agreements
- Punctuality information from the bus real time information system, which goes live in 2006.

Programme Implementation

As individual programmes are implemented evidence is used to decide upon the most appropriate intervention and the design of that intervention. This evidence may be related to a specific area or mode of transport. This information is already gathered but needs to be fed into the implementation programme on an ongoing basis. It includes:

- Highway Asset Management data such as road condition data, public concerns, criminal disorder issues
- STATS 19 road casualty data
- Detailed travel to school information and potential for change
- Travel plan travel surveys with employers
- Bus satisfaction surveys
- Punctuality Improvement Partnership bus punctuality surveys
- Information from the Individualised Travel Marketing initiative
- Run time surveys and automatic traffic counter data

Example

A programme to deliver safety outcomes outside a school, may be achieved through engineering measures, education, training or enforcement. Whilst STATS 19 data from the Police may not suggest that there is a safety issue, the school travel plan may highlight a perception of safety as being a major issue caused by or contributing to increased levels of car traffic near the school gate. The travel plan may also highlight the fact that children and parents wish to cycle to school, but are deterred from doing so by the real or perceived danger of cycling in amongst cars. Taking into account the different evidence a Safe Route to School could be designed that both encourages cycling by providing a safe environment in which to do so, and deterring parked cars at the school gate through education and enforcement.

Next steps

As the Second Local Transport Plan is implemented there are ways in which monitoring can continue to improve to ensure that the Plan outcomes are achieved and that customer satisfaction with scheme delivery remains high.

It has taken 12 months to gain an in-depth understanding of the Socialdata research that was undertaken in 2004, as the information that was gathered was so extensive. Drilling down in to the data to get specific data sets on for example 16-19 year olds, provides invaluable information to inform programme delivery. It is important over the coming months that this data is exploited to ensure that it helps to achieve outcomes and enable realistic targets to be set. The ongoing research must be used in the same way to identify trends in travel behaviour over the medium term.

Greater analysis of STATS 19 data is required to identify trends

and the potential underlying causes of accidents. Additional resource has been identified to undertake this work in 2006/07. A quarterly review of specific targets that are 'at risk' or showing poor performance trends will be undertaken and an annual review produced. As Darlington has a good road safety record with small numbers of casualties it is important to continuously review small fluctuations in performance. For instance there has been a worrying trend in the numbers of accidents involving motorcycles.

The Asset Management Plan is a tool to ensure that the assets of the highway authority are managed effectively and efficiently. Information from the monitoring of asset condition should be fed into programme development and delivery. This provides an opportunity for cost efficiencies through better coordination of maintenance programmes and integrated block programmes.

Darlington implements its Traffic Management duty through its Traffic Manager, appointed in November 2004 under the Traffic Management Act 2004. This is a developing role which will help give early warning of and address key issues and matters that have an adverse effect on the operation of all parts of the highway network.

Reporting of performance

Progress on project management, financial control, performance analysis and review is reported on a regular basis to:

- Highways and Transportation (H&T) monthly meeting at which Cabinet Member for H&T meets senior officers to discuss progress.
- Departmental Management Team meetings
- The Transport Forum on a quarterly basis.
- Cycle Forum, which meets quarterly.
- Tees Valley Joint Strategy Unit on an annual basis for the annual monitoring report as well as ad hoc requests
- Corporate Finance on a monthly basis
- Best Value Performance Plan annually and Corporate monitoring quarterly through Performance Plus.

Scrutiny

The implementation of the Local Transport Plan and associated transport schemes are also subject to scrutiny by a number of scrutiny committees:

- Social Affairs and Health
- Environment
- Resources
- Public Protection and Community Partnerships

ANNEX 15:

Bus Information Strategy

Summary

This strategy sets out the requirements for bus timetable and route information to be provided to the public.

It specifies which elements of the strategy should be delivered by whom and sets targets and a timetable for improvements.

1. Introduction

National Policy context

1998 Transport White Paper

The Government's 1998 Transport White Paper 'A New Deal for Transport – Better for Everyone' clearly stated that improved public transport was to lie at the heart of national transport policy. It referred to the need to improve public transport information if the public are to be encouraged to make better use of passenger transport services and also made a commitment to introduce new legislation to make the production of a strategy for the delivery of information on bus services a duty on Local Transport Authorities (LTAs).

2000 Transport Act

This Act delivered the commitment referred to above and laid down a requirement that LTAs must, from time to time determine, having regard to their Local Transport Plan (LTP), what local bus service information should be made available to the public and the way it should be made available', eg a minimum standard (see Appendix A of this strategy). This strategy has been prepared to fulfil Darlington Borough Council's legal duty in this respect.

The Act also gives LTA's powers to enforce the minimum standard by providing information themselves if operators fail to comply and to recover reasonable costs from the operators concerned.

Scope, Key Components and Consultation

Scope

This strategy has been developed to fulfil the requirements of the 2000 Transport Act as indicated above. It relates to the provision of local bus service information, as distinct from information on other forms of public transport such as passenger rail services and community transport services. The 2000 Act draws a distinction between these different forms of public transport and the specific duty on LTAs relates to local bus service information only. It is acknowledged, however, that it is not in the public interest to advertise widely a small number of registered services aimed at specialist

markets, eg school services, work services and certain other special services. These are therefore exempted from the provisions of this strategy.

Irrespective of the above, integration of the various public transport modes is a central principle of both national and local transport policy. The principles of integration should therefore extend to public transport information, in that a passenger wishing to make a journey by a mix of modes should be able to find information on all elements of the journey from a single source. This has already begun in terms of electronic information through the launch of the Government sponsored 'Transport Direct' initiative. In the longer term, however, it is an objective of this strategy to achieve a much more widespread integration of information provision by printed, electronic and other means for all modes, including walking, cycling, bus, rail and community transport.

In drafting this strategy, consideration has been given to the views of the Traffic Commissioners with regard to roadside timetable information and the Association of Transport Co-ordinating Officers (ATCO) in respect of good practice.

Key Components

Under the 2000 Transport Act this strategy must define the 'required information' on bus services which must be available to the public within the LTA area. This in effect will comprise a 'minimum enforceable standard' which the LTA can enforce using powers given through the Act. For clarity, these minimum enforceable standards are highlighted within this document and included in a definitive policy statement in Appendix B of this strategy. It is this policy statement that will be used in any judgement as to whether bus operators have complied with this strategy in terms of minimum standards and to determine the decision by the Council to provide information and reclaim the costs from the operator concerned.

The strategy will, however, cover more than the minimum standard. Within it there are a number of areas where improvements in provision are proposed, but are more longer term aims and therefore too early to be included within the minimum standards. Where possible, the document specifies a time scale for these additional improvements.

Consultation

The 2000 Transport Act stipulates that the LTA must, before determining what information should be provided, consult with user groups and with the Traffic Commissioner as well as liaising with adjoining LTAs to explore appropriate opportunities for joint initiatives. In order to emphasise the importance of this strategy, the Borough Council is also consulting all operators of local bus services, train operating companies and local Parish Councils.

2. Strategy

Objectives and Principles

The overarching objective of this strategy is to improve the availability and quality of local bus service information to the public of Darlington and visitors to the Borough. This will encourage more people to use public transport and improve the ability of bus users to plan journeys and therefore travel with confidence.

The underlying principles are that local bus service information should be:

- Of high quality eg accurate and attractive
- Comprehensive
- Readily available at all stages of the journey
- Easy to understand and available in formats suitable for people with impaired vision, learning difficulties or other disabilities.

Key Elements

Definition of Information

The 2000 Transport Act provides guidance on what a bus information strategy should contain. It defines local bus information in the following way:

- Information about the routes and times of local bus services to, from and within the LTA's area
- Information about fares for journeys on local bus services in the area
- Such other information about travel concessions, facilities for the disabled and connections with other passenger transport services or other matters of interest about public transport issues which are of value to the public that the LTA considers appropriate to their area.

Resources and Priorities

This strategy for the provision of local bus service information needs to balance the demand for information with the resources and finance available and with the time constraints in relation to the development of new technology. As a consequence, it is proposed to rank information provision as follows:

Priority One

- Fully comprehensive and accurate roadside information at all bus stops within the Borough

- Comprehensive and freely available individual leaflets for all appropriate local bus services, showing both route and timetable information.
- A bus network route map for the Borough
- Local area timetable leaflets
- Accurate and timely journey planning information via the Traveline telephone enquiry service or Traveline web site
- Internet based journey planning available down to bus stop level
- Access to bus timetable information through SMS text messaging
- Real time Information at selected stops

Priority Two

- Fares information via the telephone and on the internet
- Fares information in roadside display cases
- On street electronic journey planning via the internet

3. Current standards of Information Provision

In developing this strategy for the future provision of local bus service information, it is important to consider current standards of provision and the extent to which they meet the public's aspirations (both of users and potential users of public transport).

It is pleasing to note that the quality of information provided by the main bus operators has improved in recent years with corporate design standards being adopted for individual timetable leaflets.

For the purposes of this strategy therefore, two specific categories of information have been defined. These are:

- Printed Information, including roadside information displays, leaflets, booklets and posters.
- Electronic Information, including telephone enquiries, internet access, real time information and on-street displays

Proposals for future provision of information are discussed below.

Printed Information

Introduction

Printed information in the form of leaflets, maps and roadside publicity is considered to be of the highest priority within this strategy. Other types of information such as a comprehensive timetable booklet for the Borough and posters on-bus are also of value. Whilst evidence suggests that significant numbers of people are now preferring electronic methods of obtaining advance information or information during the course of the journey, there remain many for which printed material continues to offer reassurance. In addition, for a proportion of the population, poor eyesight will be a constraint on the effectiveness of standard printed information. Unfortunately, although printed information can be relatively inexpensive to produce, it can quickly become out of date and therefore mislead if not regularly replaced.

This strategy seeks to address all of the issues outlined above.

Sources of Printed Information

Printed information can be categorised as follows:

- Roadside timetable displays
- Service specific timetable leaflets
- On bus timetable information and publicity
- Other paper based information

Roadside Timetable Displays

The provision of good roadside information relies on there being adequate infrastructure at the bus stop, eg pole and /or shelter, flag and display case. The Council has recently completed a programme of erecting new pre-printed bus stop flags at all stops in the Borough. These include the direction of travel (to or from Darlington Town Centre), the full name and location reference of the stop and the Traveline logo, telephone number and internet address. This information is repeated on both sides of the flag and a reflective strip is also carried at the top to make the stops more visible to bus drivers during the hours of darkness.

The following are the minimum enforceable standards for roadside information. For the foreseeable future Darlington Borough Council intends to take responsibility for roadside infrastructure and the printing and maintenance of timetable displays.

Bus stop flags shall :

- (a) provide the standard bus stop symbol and wording, the Traveline logo and internet address and full name of the stop
- (b) In locations where there are a cluster of stops serving different destinations (eg Darlington Town Centre), flags will also carry service numbers and identify the destination of services using each stop

Roadside display cases shall :

- (a) Contain legible up-to-date timetable information for all services using the stop and any additional information of value to the public specified by the LTA (see Appendix C).
- (b) Provide information in a clear and easy to understand format agreed between the Council and the bus operators
- (c) Be up to date. It is the intention of the Council to ensure, wherever practicable, that timetable displays are in place at all affected bus stops within three working days of the introduction of a change.

Darlington Borough Council will continue to post information for specific changes (eg Christmas and New Year holiday arrangements) at bus stops as required. Sample information is in Appendix E.

Service Specific Timetable Leaflets

For many passengers the availability of a service specific timetable leaflet or booklet is the main source of information required and effective provision is a core part of this strategy.

The following minimum enforceable standards will apply:

- (a) Operators should produce an individual timetable leaflet for each registered local bus service (as defined above)
- (b) All leaflets will be available free of charge for personal use.
- (c) Where a particular service is operated by more than one company (eg a mixture of journeys running on a commercial basis and some tendered by the Council) then the full timetable for the service shall be shown in one single publication with the name of the operator of each particular journey shown. Additional information of value to the public in relation to all operators whose services are contained in the leaflet should be shown. (see Appendix C).
- (d) Information must be provided in a clear and easy to understand format. This should be in accordance with, or equivalent to, the specification contained in the Association of Transport Co-ordinating Officers (ATCO)/Confederation of Passenger Transport (CPT) Code of Good Practice.
- (e) The operator shall ensure that copies of any timetable is available on request in accordance with Disability Discrimination Act (DDA) requirements.
- (f) All leaflets must carry a 'valid from' date.
- (g) Where a service is changed with the statutory eight weeks' notice, a new leaflet will be available to the public at least two weeks before the introduction date. Where the service is changed with less than the standard 56 day's notice with the support of the Council, a new leaflet should be available to the public at least three working days before the introduction of the change.

- (h) Leaflets should be readily available on board the bus operating the service and from the primary outlets listed in Appendix D of this strategy.
- (i) All leaflets which include any journeys funded by Darlington Borough Council shall state in a prominent manner 'Journeys on service xx operated by xx are funded by Darlington Borough Council' or other appropriate wording as agreed by the Council.

Responsibility for the production of the leaflet or booklet shall rest with the operator who runs the greatest number of journeys covered by the publication. It is suggested that operators each contribute towards the costs of publication on a pro rata basis, measured by route kilometres. Operators are free, however, to make whatever arrangements they wish with regard to sharing the cost of production provided that the requirements indicated above are met. Where agreement can't be reached on responsibility for the production of any leaflet by three weeks prior to introduction of the change, then section 140 of the 2000 Transport Act, entitling the Council to produce the leaflet and recharge the bus operators, will be invoked.

Where Darlington Borough Council contracts in some journeys on a route, DBC will advise the main commercial operator of the identity of the successful tenderer immediately following acceptance of the contract by the successful tenderer. This will allow liaison to take place with regard to leaflet production. The council's tendering programme will be set to reflect the agreed network change dates which are to be agreed by the Darlington Strategic Quality Bus Partnership and the Council will endeavour as far as possible to avoid making changes to contracts unless absolutely necessary.

With regard to services operated under contract to the Borough Council (or administered by them on behalf of other Authorities), all operators will be required, when tendering, to indicate the format, quality and quantity of leaflet(s) they intend to produce, together with a list of proposed outlets where the information is to be made available. Where operators do not wish to produce information they must state this in writing when submitting the tender. The Council will then produce the required information and re-charge the operator a fee which will include all production costs including an administration and delivery fee.

The effective date for the introduction of the above requirements is 31 December 2006.

On-Bus Information and publicity

Bus Interiors

The Government's consultation document on bus service regulation 'The Flexible Future' indicated that comprehensive information should be available on all vehicles operating local

bus services.

In view of the above, the following minimum enforceable standard will apply :

Details of the operator's customer contact telephone number and address for correspondence, together with the Traveline logo, telephone number and web site address and the operator's web site address should be displayed prominently inside all vehicles.

Where a change in service or fares is proposed, a notice advising passengers of the introduction date and a brief description of the change shall be displayed prominently on the inside of vehicles operating on that service at least two weeks prior to the introduction of the change. A copy of each notice shall be supplied to the Council prior to posting on the vehicles.

Bus Exteriors

The outside of the bus provides a valuable opportunity to both brand the service and also to provide more general public transport information. Operators are therefore encouraged to include the Traveline logo, telephone number and web site address in a prominent position on the outside of all vehicles.

Other paper based information

Boroughwide Timetable Booklet

It is intended that in future the Council will only make comprehensive network booklets containing timetable information for all routes in the Borough available to libraries and the Tourist Information Centre and North Road rail museum for reference purposes. These will be compiled through use of the data also used for roadside displays.

Boroughwide Route Map

A comprehensive route map is acknowledged as offering a useful journey planning tool for passengers and can make an effective contribution towards addressing social exclusion and generally raising public awareness as to the availability of public transport across the Borough.

The Council will continue to produce a route map annually and will seek to improve the supply of information contained on the map to include bus service frequencies, a summary showing buses that serve local hospitals and comprehensive town centre stop information both by route number and by stop allocation. This will be free and a copy will be delivered to all households in the Borough.

Other Marketing and Promotional Literature

As part of the Sustainable Travel Demonstration Town Initiative, the Council is now producing comprehensive area timetable leaflets and route specific credit card type leaflets. It is intended that these will be rolled out over the next three years and be supplied to the public either door to door or as part of the STDT individualised travel marketing programme.

Electronic Information

Introduction

One of the key advantages of electronic information is that it can, subject to resource availability, be updated regularly and is therefore more reliable than paper based information. It can also be accessed at any time and can therefore be of more use, particularly where it is in 'real time'. Clearly, this means of access to information is becoming more important as society becomes more technologically minded.

Electronic information provision in Darlington is underpinned by a bus stop database, timetable database and an electronic journey planner. Delivery of electronic information is currently provided by the following means :

- Telephone
- Internet
- On street

Telephone

Traveline

The national Traveline telephone enquiry service is a network of call centres that provide telephone advice on local public transport services using a single 'national rate' telephone number 0870 608 2 608. Calls for the North East area, including Darlington are answered by a call centre in Newcastle. The service is funded through a consortium of local authorities and local bus service operators known as 'North East Transport Information Service' (NETIS). Darlington Borough Council is a shareholder.

It is acknowledged that the quality of advice received from call centres is dependent on the quality of data supplied. Darlington Borough Council is committed to supplying quality and timely information and will take appropriate measures to ensure it is able to achieve its obligation to achieve this.

The code of conduct to be agreed between the operators and the Council will ensure that the supply of information from bus operators is received eleven weeks in advance of any change,

and this in turn means that information is readily available to the public at least two weeks in advance via the Traveline call centre.

Traveline performance is monitored by 'call handling' returns to the national Traveline Board and through a national 'mystery shopper' programme carried out at regional level.

Text messaging/real time by Mobile Phone

Work will continue during 2006 with NETIS partners to implement mobile phone SMS text messaging as a means of disseminating transport information at bus stops.

Internet

Transport Direct

This is an ambitious Government initiative to provide comprehensive transport information across the country by all modes and is underpinned by the various regional public transport journey planners. The site aims to offer the ability for travellers to make a choice of travel mode for planning journeys and also to enquire about fares, purchase tickets and make seat reservations across all modes within the UK. Darlington Borough Council supports the Transport Direct initiative and will continue to ensure that appropriate resources are made available to fulfil our obligations to supply NAPTAN (National Public Transport Access Nodes) and NatGaz (National Gazetteer) data.

www.traveline.org

NETIS partners also provide an internet journey planner at www.traveline-northeast.co.uk. This website allows users to plan their journey within the region and cross boundary into neighbouring authorities to/from a locality, bus stop or postcode and also provides timetables by service number. This will be further developed jointly with NETIS partners to include additional functions such as mapping and fares.

Operator websites

The following minimum enforceable standard will apply :

Where a bus operator has its own website, this must include a link to www.traveline-northeast.co.uk

Darlington Borough Council Website

The Borough Council will maintain and continue to improve the public transport elements of the Council's website to include stop specific timetables and maps in PDF format, improved news pages giving details of service changes and links to other appropriate sites.

On street information

The provision of on-street electronic information, either via real time displays or via journey planners is becoming increasingly important in generating public confidence in public transport. Darlington Borough Council will seek to improve information provision at the roadside for visually impaired people by way of talking bus stops or other electronic means.

Real time displays

Implementation of Real Time Passenger Information (RTPI) is due to take place across the Tees Valley during 2006. In Darlington, ten sites along North Road will receive either free standing RTPI units or units within bus shelters. During 2007/8, all 16 stops within the town centre will be equipped, following the completion of the Pedestrian Heart scheme. This will be followed in subsequent years with up to 20 additional units being erected at stops on 'Quality Bus Routes' as determined in consultation with operators via the Strategic Quality Bus Partnership. It is hoped that operators who are not currently participating in the scheme will agree to join once the improvements to bus reliability, passenger confidence and improved fleet management are mirrored in increased patronage for participating operators.

Developers and other major organisations will be encouraged to contribute towards the further development of the scheme by funding units at other locations such as railway stations, hospitals, key employment sites etc.

Remote enquiry terminals

The development of free standing kiosk type terminals to provide local information as well as a transport journey planner is being investigated as part of the Sustainable Transport Demonstration Town project. It is anticipated that these will be installed at key sites within the town centre and at the railway station and hospital.

4. Targets and Performance

The BVPI 103 survey of bus user satisfaction with local provision of public transport information has shown a marked increase from 56.5% in 2003/4 to 65% in 2005/6, however this does not reflect the effects of improved information on existing non-users.

The following targets (**Table 1**) are proposed for the provision of public transport information against which the delivery of this strategy will be measured.

Table 1 Targets for public transport information

| Description | Target | Achievement Date | To be actioned by |
|---|-----------------------------------|------------------------------|-------------------|
| Local Indicator BVPI 103 : % of users satisfied with the local provision of public transport information | Increase from 65% to 70% | 31 March 2010 | DBC/operators |
| Printed Information | | | |
| % of bus stops with timetable information | 100% | 31 March 2006 | DBC |
| Timetable leaflet produced for every registered local bus service | 100% | 1 January 2007 | Operators |
| Leaflets available on board all buses operating within Darlington | 100% | 1 January 2007 | Operators |
| Leaflets available at all primary outlets listed in Appendix D of bus information strategy | 100% | 1 January 2007 | Operators |
| Electronic Information | | | |
| Proportion of bus stops with real time information | 10% (approx 50 stops) | 31 March 2010 | DBC/TVJSU |
| At stop timetable information to be available via SMS text messaging | 100% of stops 10% in real time | 31 Dec 2006 31 March 2010 | DBC/TVJSU |
| Timetables for all services and PDF route maps available on DBC website | 100% | 31 March 2007 | DBC |

Appendix A

Transport Act 2000 – Sections 139 to 141 Bus Services : provision of information

Section 139 Information about Bus Services

- 1) Each Local Transport Authority (LTA) must, from time to time, determine, having regard to their Local Transport Plan :
 - a) what local bus service information should be made available (‘the required information’)
 - b) the way in which it should be made available (‘the appropriate way’)
- 1) Before making such a determination, the LTA must consult with (a) such organisations appearing to the LTA to be representative of users of local bus services as they think fit, and (b) the Traffic commissioners for their area.
- 2) Each Authority must, from time to time, ascertain whether the required information is being made available to the public in the ‘appropriate way’.
- 3) Sub section 5 below applies if an LTA considers that (a) the required information is not being made available to the public to any extent, or (b) that information is not being made available to the public ‘in the appropriate way’.
- 4) If this sub-section applies, the LTA must seek to make arrangements with the operators of the local bus services concerned under which those operators agree to make the information available (or to make it available in that way).
- 5) In this section ‘local bus service information’, in relation to an LTA means (a) information about the routes and timings of local bus services to, from and within the LTA's area and information about fares for journeys on such local services or (b) such other information about facilities for disabled persons, travel concessions, connections with other public passenger transport services or other matters of value to the public as the LTA considers appropriate in relation to their area.

Section 140 Duty of Local Transport Authority to make information available

- 1) If the LTA is unable to make satisfactory arrangements with one or more operators, it must make available, or secure that there is made available in the appropriate way, such of the required information as is not being made available or is not being made available in that way (whether by virtue of arrangements made under section 139 (5) or otherwise)

and may recover from that operator or those operators the reasonable costs incurred by them in doing so as a civil debt to them.

- 2) In determining for the purposes of subsection (1)(b) what is reasonable in relation to a particular operator, the LTA must (a) have regard to the amount of information which has to be made available and (b) the way in which that information has to be made available in respect of the local bus services provided by that operator.
- 3) If the LTA require an operator to provide information to them or to another person in order to perform their duty under sub-section (1)(a), then the operator must provide the information at such times and in such a manner as is specified by the LTA.
- 4) The LTA must give notice of any requirement imposed under sub-section (3) to the Traffic Commissioner for the Traffic Area covering their area.

Section 141 Bus Information : Supplementary

- 1) In considering how they should carry out their functions under sections 139 and 140, an LTA must have regard to a combination of economy, efficiency and effectiveness.
- 2) In carrying out those functions, LTAs must not act in such a way as to discriminate (whether directly or indirectly) against any operator, or class of operator, of local bus services and must co-operate with one-another.
- 3) An LTA must have regard to the desirability, in appropriate cases, of carrying out those functions jointly with another LTA (in respect of the whole or part of their combined area).

Appendix B

Summary of minimum enforceable requirements and where responsibility lies

Roadside Information

Bus stop flags shall:

- provide the standard bus stop symbol and wording, the Traveline logo and internet address and full name of the stop.
- In locations where there are a cluster of stops serving different destinations (eg Darlington Town Centre), flags will also carry service numbers and identify the destination of services using each stop

Maintenance of bus stop infrastructure will be the responsibility of Darlington Borough council or their agents.(eg Clearchannel).

Roadside display cases shall :

- Contain legible up-to-date timetable information for all services using the stop and any additional information of value to the public as notified to the operator by Darlington Borough Council.
- Provide information in a clear and easy to understand format agreed between the Council and the bus operators.
- Be up to date. It is the intention of the Council to ensure, wherever practicable, that timetable displays are in place at all affected bus stops within three days of the introduction of a change.

Responsibility for roadside information will be the responsibility of Darlington Borough Council or their agents.

Printed Information

Service Specific Timetable leaflets

Operator produced timetable leaflets shall:

Be in the form of an individual timetable leaflet for each registered local bus service.

Be available free of charge for personal use.

Where a particular service is operated by more than one company (eg a mixture of journeys running on a commercial basis and some tendered by the Council) then the full timetable for the service shall be shown in one single publication with the name of the operator of each particular journey shown.

Be provided in a clear and easy to understand format. This should be in accordance with, or equivalent to, the specification contained in the ATCO/CPT Code of Good Practice.

Be available on request in accordance with DDA requirements.

Carry a 'valid from' date.

Where a service is changed with the statutory eight weeks' notice, make a new leaflet available to the public at least two weeks before the introduction date. Where the service is changed with less than the standard 56 day's notice with the support of the Council, a new leaflet should be available to the public at least three working days before the introduction of the change.

Be readily available on board the bus operating the service and from the primary outlets listed in appendix D of this strategy.

Include a reference to any journeys operated under contract stating that these are funded by Darlington Borough Council, as defined in the strategy.

Be produced so that responsibility for the production of the leaflet rests with the operator who runs the greatest number of journeys covered by the publication.

The effective date for the introduction of the above requirements is 31 December 2006.

On Bus Information and Publicity

On Bus Information shall :

Include a display prominently placed inside the vehicles containing details of the operator's customer contact telephone number and address for correspondence, together with the Traveline logo, telephone number, web site address and the operator's web site address.

Where a change in service or fares is proposed anywhere on the network serving Darlington Borough , there should be displayed prominently on the inside of vehicles operating the service in question a notice advising passengers of the introduction date and a brief description of the change at least two weeks prior to the introduction of the change. A copy of each notice shall be supplied to the Council prior to posting on the vehicles.

Electronic Information

Traveline

All operators of local bus services operating within Darlington Borough will contribute towards the cost of providing Traveline by becoming members of NETIS.

Operator Websites

Where a bus operator has it's own website, this must include a link to www.traveline-northeast.co.uk

Appendix C

Minimum requirement for provision of additional information of value to the public

| Type of information | Where available |
|---|---|
| Traveline logo and telephone number 0870 608 2 608 | On all printed material including roadside information and websites |
| Traveline web site address www.traveline-northeast.co.uk | On all printed material including roadside information and websites |
| A notification of where fares information can be found – either from the driver or from the operator’s Customer Services Unit | On all printed material, roadside information, websites and on prominent display inside the bus |
| Operators customer contact details – eg telephone number and address for correspondence | On all printed material including roadside information and websites |
| A ‘valid from’ date | On all printed information, including roadside information and websites |
| A statement informing the public of the availability of timetables in large print format | On all printed information |

Appendix D

Outlets for public transport leaflets

Primary outlets

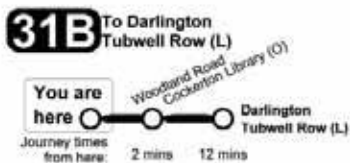
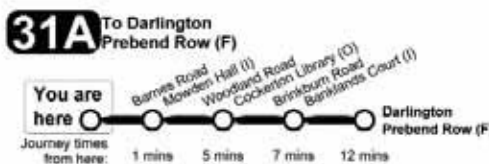
- Tourist Information Centre, Horsemarket
- All libraries
- All staffed rail stations
- Darlington Memorial Hospital and West Park Hospital receptions
- Darlington Town Hall reception

Secondary outlets

- Post offices
- Health centres and doctors surgeries
- Citizens Advice Bureau
- Other Council offices with public reception areas
- Jobcentre
- Community centres
- House to house along appropriate corridors, as agreed by consultation with the operator(s)
- Secondary school reception areas
- College reception
- Employers sites where travel plans are in place

Appendix E

Departures from:
Barnes Road, Barnes Close (I)



| Monday to Saturday | | | | | |
|--------------------|---------|-------|------|---------|-------|
| Time | Service | Notes | Time | Service | Notes |
| 0806 | 31 | | 1028 | 31 | |
| 0840 | 31 | NS H | 1100 | 31B | |
| 0856 | 31 | S | 1128 | 31 | |
| 0928 | 31 | | 1200 | 31B | |
| 1000 | 31B | | 1228 | 31 | |
| | | | 1300 | 31B | |
| | | | 1328 | 31 | |
| | | | 1400 | 31B | |
| | | | 1428 | 31 | |
| | | | 1500 | 31B | |
| | | | 1528 | 31 | Sch |
| | | | 1558 | 31 | NSch |
| | | | 1601 | 31B | Sch B |
| | | | 1628 | 31 | |
| | | | 1700 | 31 | |
| | | | 1734 | 31 | |
| | | | 2201 | 31A | |
| | | | 2301 | 31A | |

| Sunday | | | | | |
|--------|---------|-------|------|---------|-------|
| Time | Service | Notes | Time | Service | Notes |
| 0901 | 31A | | 1201 | 31A | |
| 1001 | 31A | | 1301 | 31A | |
| 1101 | 31A | | 1401 | 31A | |
| | | | 1501 | 31A | |
| | | | 1601 | 31A | |
| | | | 1701 | 31A | |
| | | | 1801 | 31A | |
| | | | 1901 | 31A | |
| | | | 2001 | 31A | |
| | | | 2101 | 31A | |
| | | | 2201 | 31A | |
| | | | 2301 | 31A | |

| Public Holiday | | | | | |
|----------------|---------|-------|------|---------|-------|
| Time | Service | Notes | Time | Service | Notes |
| 0928 | 31 | BH | 1100 | 31B | BH |
| 1000 | 31B | BH | 1128 | 31 | BH |
| 1028 | 31 | BH | 1200 | 31B | BH |
| | | | 1228 | 31 | BH |
| | | | 1300 | 31B | BH |
| | | | 1328 | 31 | BH |
| | | | 1400 | 31B | BH |
| | | | 1428 | 31 | BH |
| | | | 1500 | 31B | BH |
| | | | 1528 | 31 | BH |
| | | | 1600 | 31B | BH |
| | | | 1628 | 31 | BH |
| | | | 1700 | 31 | BH |
| | | | 1734 | 31 | BH |

Notes:
 B=From Barnes Rd direct to town via Staindrop Rd and Woodlands Rd. H=via Hummersknott and Carmel School. NS=Not Saturdays. NSch=Monday to Friday School Holidays ONLY.
 S=Saturdays ONLY. Sch=Monday to Friday Schooldays ONLY

Darlington Borough Council can not be held responsible for any errors or omissions,
 all journey times should be checked with the relevant operator before commencement of a journey

ANNEX 16: Cycling Strategy

Introduction

The key aim of the strategy is to maximise the role of cycling as a principle mode of transport as well as a leisure activity. It aims to reduce reliance on the car for short journeys. The strategy demonstrates Darlington Borough Council's commitment to cycling.

The potential for cycling is underlined by the appointment of Darlington by Cycling England as a Cycling Demonstration Town in November 2005.

Background

The Second Local Transport Plan (LTP2) sets the strategic direction and objectives for transport in Darlington for 2006-2011. It establishes the approach to delivery, allocates funding and sets targets. The Cycling Strategy is written to provide additional detail on how the cycling element of the plan will be delivered.

In 1998, Darlington Borough Council introduced its first cycling strategy. During the period of the first Local Transport Plan (LTP1) the number of cycle trips recorded by cordon counts increased slightly.

It is recognised that the potential for increasing levels of cycling is significant and the strategy aims to fulfil this potential.

Current cycling levels in Darlington are low considering the town's compact layout and flat terrain. Only 1% of trips are by cycle, compared to the national average of 3%.

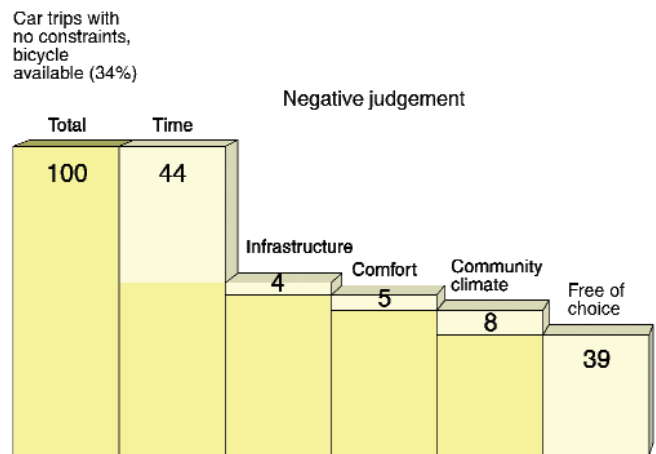
| Area | % of trips taken by residents on cycles |
|------------|---|
| Darlington | 1 |
| UK | 3 |

However, there is potential to increase these levels, as Socialdata's research¹ shows in **Figure 1**

Table 1 Shared Priorities

| Shared Priorities | Implication for Cycling |
|---------------------|--|
| Tackling Congestion | 9 cycles can occupy the road space of 1 car, thereby reducing congestion |
| Accessibility | Cycling is a cheap mode of transport, helping access particularly in deprived areas |
| Safer Roads | Designing roads for vulnerable road users helps improve safety |
| Air Quality | Cycles are emission free thereby improving air quality |
| Quality of Life | Cyclists emit no noise, no air pollution, pose limited threat to other road users and enjoy greater interaction than car drivers |

Figure 1 Potential for the Bicycle



34% of trips currently made by car by residents of the urban area of Darlington could be made by bike i.e. There were no constraints such as heavy luggage to carry and the person had a bike available to use. Of these trips it can be seen that there are 39% of people who should be targeted first as they have no negative judgements about cycling. 44% quoted time as a constraint to cycling and this is an area that should be addressed. Perception of time is often very different from reality. Car drivers underestimate the time it takes to make a journey by car and over estimate how long the same journey would take by bike. In urban traffic conditions it is often as quick, or quicker, to cycle.

Context

National Context

The government has agreed with the Local Government Association a set of shared priorities including Five priorities for transport. Cycling has a role to play in addressing these national shared priorities at a local level, as demonstrated in **Table 1**.

Regional Context

The Tees Valley comprises 5 local authorities, namely Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton. These authorities work together on transport policy and initiatives, and have submitted a joint regional context chapter in the LTP2. This identified objectives that are relative to cycling, as detailed in Table 2. In addition cycling officers from across the Tees Valley work together to co ordinate and share best practise, culminating in the production of the Tees Valley Cycling Strategy. ²

Table 2

| Tees Valley Objective | Implication for Cycling |
|--|---|
| 2- "maximise accessibility opportunities to the revitalising Tees Valley economy and associated services" | Cycling is a cheap mode of transport; travel plans can improve access to work by cycle |
| 4- attract the necessary investment to deliver the required improvements in the local rail network the sub region will look towards more innovative solutions. | Cycling can be integrated with rail transport by improved cycle parking at stations and facilities on trains. |
| 5- "manage the projected growth in demand in a sustainable way that it still allows widespread regeneration" | Cycling is complementary to regeneration, and helps to limit congestion |

Local Context

The Cycling Strategy exists alongside other existing documents. The Vision for Darlington, as described in the Darlington Community Strategy (2003), 'Where Quality Comes to Life' is:

**An area creating and sharing prosperity.
A location for learning, achievement and leisure.
A place for living safely and well.**

A high quality environment with excellent communication links.

These priorities can be further expanded into 8 connecting themes. Cycling has a role to play in delivering all these themes.

- Improving the local economy – cyclists make more visits to local shops than car drivers, spending more money in total per week, which places them second in levels of spend only to pedestrians.³ It is hoped that further research by Sustrans will support the notion that a town with an active cycling population is an economically vibrant town.
- Promoting inclusive communities – making cycling easier for everyone means more people have an affordable mode of transport to access potential work.
- Raising educational achievement – children who cycle to school are shown to be more active and alert in the classroom.
- Stimulating leisure activities – people with correct training

and access to safe facilities are more likely to cycle for leisure.

- Promoting community safety – cyclists interact with each other, producing a community spirit, and thereby reducing the perceived threat of anti social behaviour. Reduced vehicle flows, owing to increased cycle levels, produce more streets which are safe for communities to reclaim. (It must also be noted that there are several negative safety issues associated with cyclists which should be addressed. These are detailed further on page 16.7).
- Improving health and well being – active travel reduces the need for extra sport activities. Someone who cycles to work or leisure will have less risk of obesity, heart disease and diabetes.
- Enhancing the environment – cyclists do not produce polluting emissions or high noise levels. Cycles are also less obtrusive when parked, thereby improving the appearance of an area.
- Developing an effective transport system – it has been shown that many existing trips could be made by cycle. Increasing the number of trips by sustainable travel modes, tackles congestion and improves traffic flows.

² Tees Valley Cycle Strategy, Tees Valley Joint Strategy Unit, 1998

³ Cycling the Way Ahead in Towns & Cities (DG13 EC) by Claude Bouche, www.europa.eu.int, Office for Official Publications of the European Communities, 1999

Other relevant strategies, which can impact on the cycling strategies' targets, include:

- Darlington Local Development Framework
planning.policy@darlington.gov.uk
- Darlington LTP2
www.darlington.gov.uk/transport
- A New Deal for Transport: Better for Everyone
www.dft.gov.uk
- Tomorrows Roads: Safer for Everyone
www.dft.gov.uk
- Tees Valley Cycle Strategy
www.doitbycycle.com

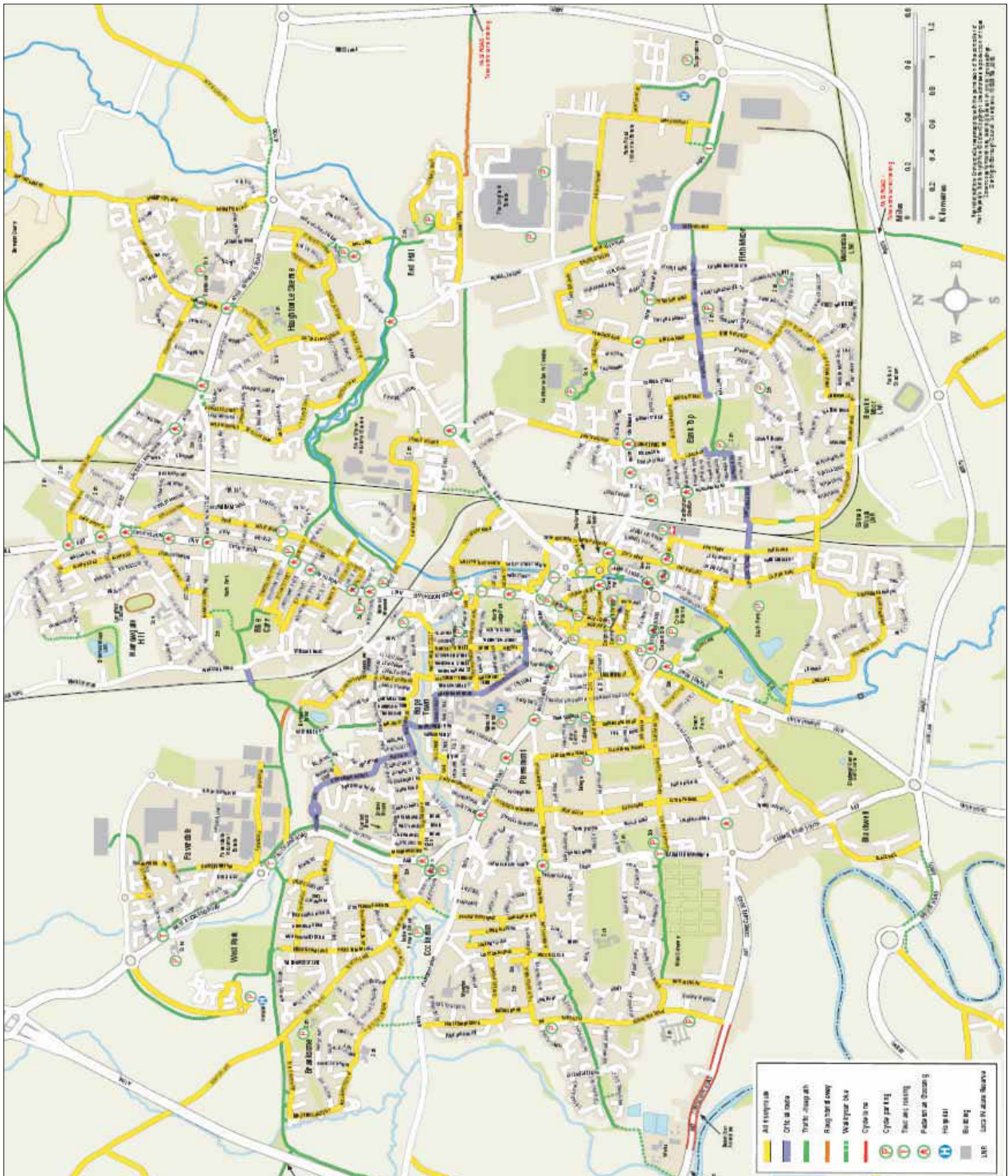
Current Situation

Darlington's cycle network has expanded in recent years. The current network provides some excellent routes, but there are several areas to improve on.

The most common problem with the existing network is that where high quality routes have been created they often do not connect. With this in mind routes created in the future will only be phased so that they connect to other routes and crossings, thereby producing a coherent network.

For the existing cycle map see **Figure 2** below.

Figure 2 Map of existing cycling routes



Research undertaken by Socialdata⁴ during the Autumn of 2004 has highlighted the potential for cycling in Darlington, and barriers to people taking up cycling as an everyday mode of transport.

- Darlington residents make many short trips, 47% of all trips are less than 3.0km (1.9 miles) and 77 % are entirely within the town.
- For 34 % of all trips within Darlington currently undertaken by car there are no constraints against cycling (e.g. age, luggage), a bicycle is available and cycling is a reasonable alternative.
- For the purposes of this analysis it has been assumed it is reasonable to cycle a distance of up to 6 kilometres.
- Travel time is cited as the most important determining factor in deciding not to cycle. For trips of up to 3.0km (1.9 miles) average door-door journey times differ little between a cycling and a car trip.
- Risk of a traffic accident is also cited as a barrier to cycling. 82% of residents felt that there was a high risk of a traffic accident whilst cycling.
- In encouraging more cycling changing these perceptions through marketing and training is as important as improving cycle infrastructure.

Aims and Objectives

Aim

The overall aim of the strategy is to “maximise cycling as a principle mode of transport”. This will be achieved by an integrated approach comprising 2 elements:

Physical Measures

- On Road Lanes
- Off Road Tracks
- Direction Signing
- Work Place Facilities
- Cycle Parking

Soft Measures

- Training
- Travel Planning
- Information
- Events
- Marketing

Objectives

The objectives selected for the Cycle Strategy mirror those for LTP2. These have then been translated to reflect how cycling can help to achieve the objectives, and are demonstrated in **Table 3**.

Approach

“Integration of Soft and Physical Measures”

As outlined above, it is crucial that an integrated programme of soft measures is combined with high quality physical infrastructure. Soft measures such as cycle maps, individual travel marketing and information leaflets are important to publicise new facilities, and particularly to encourage new cyclists.

Audit

It is intended to develop a system for carrying out Cycle Audits on all major proposed highways works. This will include maintenance schemes, local safety schemes, traffic management schemes and major highways projects.

Particular attention will be paid to the impact for cyclists on any reductions of carriageway widths, and likely increases in vehicle speeds.

In the short term the Institute of Highways and Transport (IHT) Guidance will be used. This process will be developed further to produce a simplified set of forms which a non cyclist will be able to use quickly to assess any highway scheme.

Review

Where a problem is identified with the existing highway or cycle network a review will be carried out, with the intention of producing proposals should a scheme be planned in the area in the future. This may include a highways scheme or proposals brought forward by a private developer. This method of forward planning will ensure that opportunities to link two schemes, with cycling and highways objectives, are not missed. As with audits, the IHT guidance will be used whilst Darlington Borough Council seeks to refine its own system.

Partnerships

Darlington has a good record of partnership working and this will be built upon to deliver this strategy.

⁴ Stratified random sample of 4,269 (net) residents (minimum of 200 per urban ward) surveyed over the period September - November 2004.
In depth survey of a sub sample of 406 residents.

Table 3

| Strategy Objective | Transport Shared Priority | Community Strategy | Cycle Strategy |
|--|----------------------------------|---|--|
| A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | Accessibility Quality of Life | Improving the Local Economy Enhancing the Environment | Cycle Audit of new highway schemes Cycle Audit of Planning Applications |
| B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need. | Accessibility | Promoting inclusive communities Raising Educational Achievement Stimulating Leisure Activities Improving the local economy | School Travel Plans Workplace Travel Plans |
| C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | Congestion Air Quality | Develop an effective transport system | Increase Cycling Levels |
| D To improve travel safety and security for all by addressing the real and perceived risks. | Road Safety | Promoting community safety | Cycle Audit of new highway schemes Policing of the Cycle Network Parking |
| E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | Congestion Accessibility | Promoting inclusive communities Developing an effective transport system | Marketing and Promotion |
| F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | Quality of life Accessibility | Improving Health and Well Being | Marketing and Promotion Cycling for Health |

Planning

By the appointment of a Transport Policy Officer in December 2004 to review all planning applications improved infrastructure is secured from all relevant residential and non residential developments.

Transport Policy aim to be more involved in the pre planning and master planning phase of developments, to ensure that cycling is designed for from the early stages, rather than being an afterthought. Central Park is a good example of cycles being considered early in the process, with a partnership between the developers, designers and council staff. This is the ideal scenario as better results are produced, whilst Section 106 Agreements which seek to extract a fixed amount of funding from the developer in order that the council can carry out works, are seen as a last resort.

Work Place Travel Plans

The same Transport Policy Officer also helps to implement work place travel plans. These can often be specified as a planning condition. The Transport Policy Officer then helps to ensure the plan is of an acceptable standard.

It is hoped that future work place travel plans will learn from current best practice, such as the Argos site at Faverdale. A leaflet will be produced to help developers understand the likely requirements of a travel plan at their particular site, and the options available to them. The aim of this is to make the developers' job easier, and to ensure that quality facilities are always produced. An online travel plan builder website is also to be implemented in the Tees Valley in 2006 using the Tyne & Wear Model.

A grant scheme is available for businesses looking to provide facilities, such as the award of £2000 to Exis Technologies Ltd to provide showers and a changing area for staff wishing to walk and cycle long distances to work. Equally smaller funds are available for cycle parking or cycle maps to encourage more staff to cycle to work.

School Travel Plans

A partnership is being forged with the council's Children's Services to ensure all schools produce a travel plan by 2010/11. We are already on target with 50% of schools writing and implementing travel plans. This joint approach has been recognised in the Local Area Agreement.

It has been seen in recent years that cycling is becoming a more popular mode of transport in schools, with cycling in secondary schools up from 1.6% to 2.4% and primary schools from 0.5% to 1.7% of all trips to school.

The School Travel Plan Strategy is available in **Annex 8** of LTP2.

Urban Design

The Cycling Officer and Urban Design Officer will share the responsibility for carrying out cycle audits and reviews. These are crucial to ensure that opportunities to improve cycling conditions are not missed, and more importantly to ensure that conditions are not made worse by any schemes.

It is important that the Design Officer is consulted, in order that considerations of safety and producing an attractive streetscape are not neglected.

Darlington Primary Care Trust (PCT)

It is recognised that the health sector has a key role to play in promoting healthy travel, with cycling being an important part of this.

Currently the PCT is running a Healthy Workplace scheme with AMEC, a major employer in Darlington, which includes promoting trips by cycles as a primary objective. The PCT and two hospital sites⁵ in Darlington also have travel plans and promote cycling as part of this work.

Community Safety

There is a small minority of cyclists who ride irresponsibly and pose a threat to community safety. The most common offences include ignoring traffic signals, riding without lights at night, riding on the pavement and riding in pedestrian areas. Training and promotion have a role to play in reducing the incidence of such offences, but it is noted that there will always be a small percentage of cyclists who ride irresponsibly, just as there are a small percentage of motorists who drive irresponsibly.

By liaising closely with the Community Wardens and Community Police it is hoped that repeat offenders can be encouraged to accept training to help them ride more responsibly. Similar schemes have been used in York, where cyclists not displaying lights are given a 'withheld penalty notice' and have two weeks to prove that lights have been installed before they are fined. This scheme has had great success in reducing accidents caused by cyclists not using lights, or riding on the pavement (due to not having lights).

Funding

There is specific funding available in the capital programme for cycling. In addition many schemes in the capital programme outside of the Cycling budget also have significant benefits for cyclists, such as workplace travel plans, school travel plans, 20 mph zones, junction improvements and road safety improvements.

Annual revenues spend has been increased by the Town on the Move project with the following allocated to cycling –

2005/06 £100,000 cycling specific, plus additional joint funding sources

2006/07 £100,000 estimated

⁵ Memorial Hospital: County Durham and Darlington Acute NHS Hospital Trust
West Park Hospital: County Durham and Darlington Priority Service NHS Trust

In addition new developments will be required to take responsibility for cycling facilities within their site. These should be of a suitable high quality.

Where a substantial number of cycle trips are likely to be generated by a development, the developers will be asked to donate funds towards improving facilities outside the site.

Other funding sources are also explored through partnerships with Children's Services, Leisure, the Primary Care Trust, Sport England and other groups, both local and national.

Where funding is pooled for cycling in Darlington it can be matched with funds from Cycling England. As a Cycling Demonstration Town, Darlington receives £1.5 million over 3 years, which when matched equates to at least £3 million.

Creating a Network of Cycle Routes

Darlington is aiming to create a network of safe, coherent, direct and convenient routes for cyclists. **Figure 3** shows the most important routes which are detailed below:

National Cycle Network

National Route 14 goes from Stockton to North Yorkshire.

In Darlington this means sections are needed on both sides of town, to link to Stockton to the East and North Yorkshire to the West.

Part of the Stockton to Darlington railway track bed is a crucial commuter link to Haughton Road.

Regional Route 52

This route, which is mostly on road, passes to the South of Darlington's urban area through the villages of Neasham and Hurworth. The main portion of the route between the two villages was completed in 2004/05 but there is more signing required to link the off road section at either end, in partnership with Sustrans, North Yorkshire and Durham County Councils.

Links to Schools Programme

With Sustrans funding this programme has produced several excellent off road schemes at Red Hall, Cemetery Lane and Haughton Education Village. School children have been identified as particularly vulnerable road users, and will therefore need off road alternatives to particularly busy corridors.

More routes are being identified using accessibility planning and the school travel plan process.

Radial Routes

Nine radial routes into the town centre have been identified as key to the success of the Cycling England project. These will bring cyclists safely from the surrounding residential areas into the town centre safely, using signal crossings to cross major

roads and junctions.

Improving the Town Centre for Cyclists

The Pedestrian Heart scheme, when completed, will improve conditions for cyclists in the town centre. Under the new scheme cyclists will be allowed to cycle freely within the Pedestrian Heart whilst vehicles will be excluded during core hours of 10am until 5pm.

It is important that cycle flows are monitored during a 6 month trial period to ensure that cyclists can mix safely with pedestrians, and in particular vulnerable pedestrians such as the visually impaired.

Cordon counts of cyclists around the town are useful for modelling cycle flows around and into the town. These will be continued, with the findings being used to help design new routes linking the town centre across the ring road to surrounding areas.

It is important that any one way street in the town centre has a contra flow facility for cyclists. Whether this is a marked or unmarked lane will depend on individual circumstances. Parking for town centre trips has been partially addressed as part of the Pedestrian Heart scheme, and this programme of new provision will be continued with secure parking around the outskirts of the town for long stay parking, and more parking where a need is highlighted within the town.

The network development is based on all major **GENERATORS** and **ATTRACTORS** of trips, including residential areas, school and colleges, workplaces, leisure and shops etc.

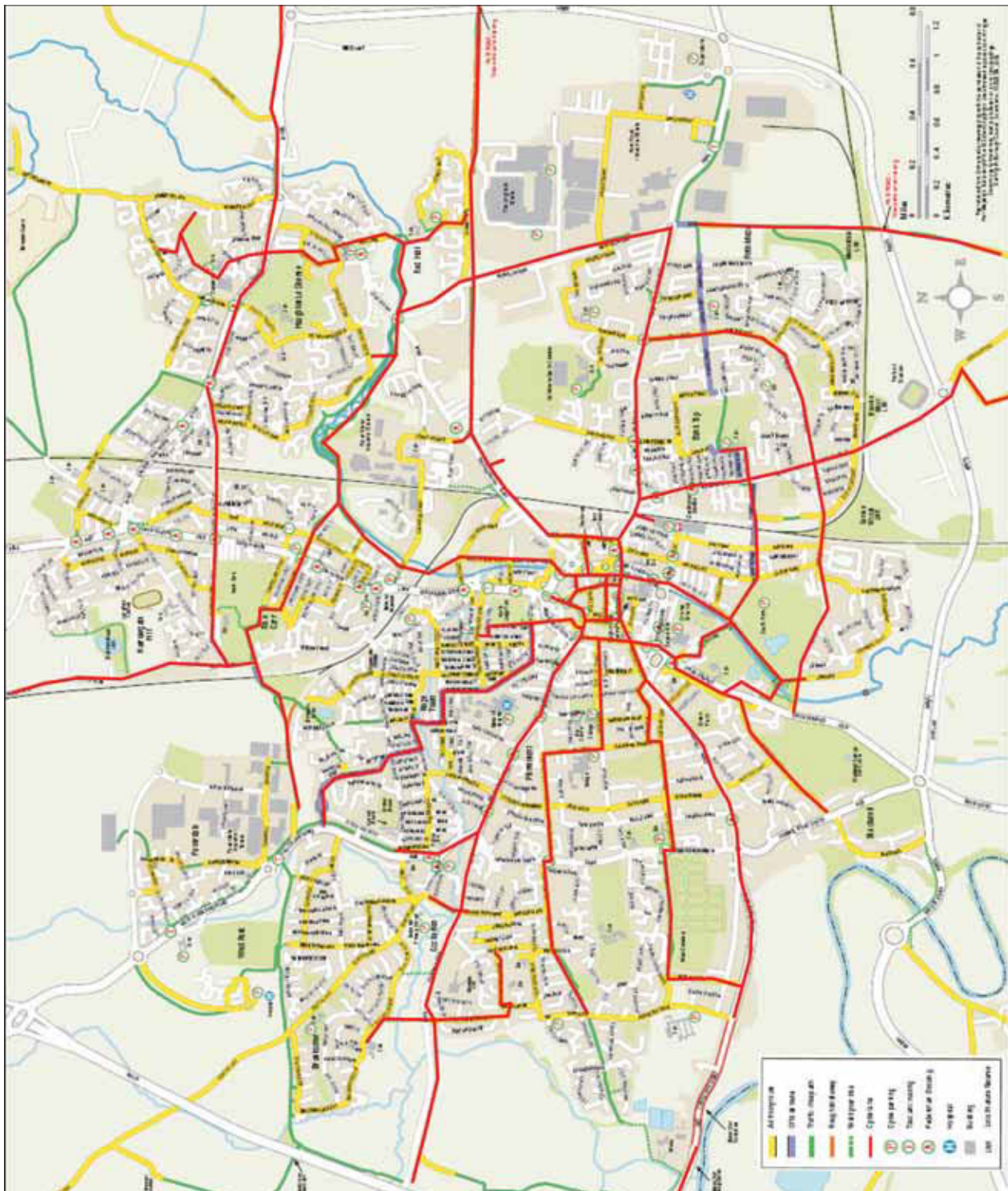
The ultimate aim is for all cycle trips to be made on safe routes. Where obstacles to safe cycling occur, such as large junctions, facilities will be designed to help cyclists.

All cycle trips should be as convenient, or more so, than by car. This means routes must be **DIRECT, CONTINUOUS, HIGH QUALITY and SAFE.**

Bridges

Sites for new cycle bridges have been identified where current provision is poor. These include 2 bridges over the A66 Ring Road linking the urban area to rural villages, Hurworth and Neasham to the South, plus Middleton St George to the East. The East Coast Main Line at Haughton Road will be crossed with a new bridge alongside the existing road bridge, and the River Skerne as part of National Route 14 will be crossed with a new bridge to replace an existing ford to the South of Darlington.

Figure 3 Map of proposed cycling routes



Construction Methods and Maintenance

It is recognised that high quality construction is important if the routes are to be safe and attractive.

The construction must be of a standard, equal or superior, to that found on new highway surfaces.

The design standards soon to be published by the Department for Transport, will be followed when developing any new schemes. In the interim, the London Cycling Design Guidance⁶ will be used as a guidance document. These standards were published as a draft of the National Standard.

Maintenance is essential to create routes which can be used without risk of damage to persons or their equipment. The type of material used on a path is decided at the design phase, based mainly on how resilient the material will be and therefore how much maintenance will be needed. Ease of access is also a major maintenance consideration, with easily maintained paths being preferred where heavy vehicles cannot access.

To ensure cleansing is of a high standard it is important that the council's call centre and revised website are promoted to the public. When members of the public report problems with the network, these problems can be dealt with quickly and provide additional monitoring and inspection to the routine inspection carried out by Highway Inspectors. When a call is placed a Highway Inspector will be dispatched for larger problems to assess the damage, and a street sweeper to handle smaller jobs such as glass or tree debris on the path. New standards are being agreed, with the aim that all calls are responded to within 24 hours.

Designing for Safety

There are a range of safety issues to consider with new facilities:

- Safety from traffic accidents
- Safety in shared spaces (preventing collisions)
- Safety for visually impaired pedestrians
- Safety of parked cycles
- Personal safety from anti social behaviour

A file will be kept of best design practise from the UK and abroad, with the aim of always having best practice examples available for any new scheme.

A range of partnerships exist to ensure that vulnerable users are protected when a scheme is being devised:

- Road Safety Team: to analyse accident statistics provided by Durham Constabulary and address areas with high accident levels or to address common causes of accidents.
- Community Police and Community Wardens: to ensure anti

social behaviour is monitored and addressed on cycle routes, in particular illegal motorcycle use which is a major safety threat to cyclists.

- Darlington Association on Disability (DA): to ensure that the needs of disabled persons are addressed in cycle design.

a. Safety from Traffic Accidents

A clear hierarchy of highway use has been established:

- Pedestrians
 - People with mobility/vision disability
 - Cyclists
 - Public transport users
 - Powered two wheelers
 - Commercial/business users
 - Car borne shoppers and visitors
 - Car borne commuters
- vulnerable road users
-

b. Safety in Shared Space

To ensure that the 2 categories above cyclists in the hierarchy are protected when designing shared use space, a combination of measures will be used:

- Continued liaison with DAD.
- Appropriate signing and surface textures
- Continued offer of cycle training
- Awareness leaflet to help explain safe cycling and use of shared space in particular

There is continued concern over the risk of conflict between powered vehicles using paths illegally, and legitimate users. It is hoped that barriers, which stop powered vehicles but also slow cycles, wheelchairs, and push chairs, can be removed in all areas within the next 5 years. A new high profile initiative is currently being implemented, with the wardens and police working together to target known areas of illegal motorcycle use.

The Council will seek policing of shared areas, particularly in the Pedestrian Heart, if conflict does occur. It is anticipated that CCTV monitoring may be needed to record any conflicts which do occur and assess why the conflicts happened, as part of the 6 month trial period.

c. Safety for Visually Impaired Persons

Guidance on providing safer facilities, either shared or segregated, will be outlined in the National Design Standards. These will be discussed with DAD when the full document is released.

d. Safety of Parked Cycles

High quality secure parking will continue to be provided in public space to meet growing demand.

Particular areas to target are schools, with a good recent example being the new secure sheds at Hummersknott School and Abbey Primary School.

On private land the council will offer a standard Parking Design Guide leaflet to allow external groups to provide their own high quality facilities, as was done at the Argos site in 2005.

e. Personal Safety from Anti Social Behaviour

An urban design project to review the 'Cycling Environment' will be completed by early 2006. This will outline improvements needed to reduce the likelihood of groups congregating, improve lines of sight, improve lighting, and increase surveillance of the paths.

It is expected that a checklist of features to consider can be produced, in order that each scheme can be assessed quickly to ensure that a pleasant environment is created which will then encourage higher levels of use.

Training

With Town on the Move funding, all cycle training is currently (2005/06) provided free. This will continue beyond the Town on the Move period using the additional revenue funding provided as part of the integration of Camera Safety funding into the LTP funding system.

Adult training will be promoted, with cycles being offered free on a one month loan scheme, to encourage more adults return to cycling, whilst schools training to level two (a nationally recognised standard set by the Cycle Touring Club, (CTC) for cycling on road) has been delivered to over 2000 children to date. Level 3 training is being delivered in secondary schools with increasing popularity.

In 2005 Darlington Borough Council was made a centre of excellence for training Cycle Trainers, the only centre in the North East and one of only five in the country. This ensures that standards of training are always the most up to date they can be.

Staff training is an important area which must be expanded in the future. Specific areas to focus on are:

- Policy staff training: how to attract funding for cycle schemes, how to develop a cycle network, consultation methods, modelling a network.
- Design Staff: how to better provide for cyclists in highway schemes, design cycle specific schemes for maximum usability, re allocate road space.

Training is offered by a range of providers, including the CTC, which allow staff to keep their skills and knowledge base up to date with current thinking. Monitoring reports as they are released, by CTC, Transport for London (TfL), Transport Research Laboratory and the DfT, in order to disseminate this information to staff where relevant is an important part of the Cycling Officer's role.

In 2005 Darlington Borough Council offered it's own in house training for engineers from across the Tees Valley involved in cycling schemes, which was noted to be a major success. High quality speakers were attracted and it is hoped to repeat this scheme in future years.

Promotion

With Town on the Move's resources and the start of Individual Travel Marketing, there has been a noticeable rise in the amount of quality promotional material produced in Darlington. It is important that this material is kept up to date and distribution expanded upon.

Areas to be targeted for specific promotion include:

- Cycling for Health – including link to obesity strategy and proposed GP referrals
- Cycle Events Calendar- including specific events for females
- Maps- general area maps, and specific maps for new development areas
- Journey Planner- important resource for new cyclists which allows safe routes between a fixed destination and origin point to be plotted via a website, thereby allowing cyclists to plot routes which are tailored to their varied needs and preferences, such as avoiding major junctions and only using off road paths.
- Cycling England- as part of the Cycle Demonstration Towns project Cycling England have appointed a marketing agency to promote the project on a national level.
- National Projects- Darlington participates in Bike Week each year.

Programme

Table 4 illustrates of the Programme for Year 1 of the Cycling England project outlining how the spend will be split between LTP, developer contributions, Cycling England and other funding sources.

Table 4 Sample of Capital Programme

| Capital Works | Cycling for England Grant | LTP Cycling | LTP | Developer Contributions | None CE | Total for 2005/06 |
|-----------------|---------------------------|-------------|-------|-------------------------|---------|-------------------|
| Argos | 45000 | 25000 | 20000 | 3000 | 48000 | 93000 |
| Council Parking | 4000 | | 4000 | | 4000 | 8000 |
| Nunnery Lane | 8000 | | 10000 | 5000 | 15000 | 23000 |

The priorities to build schemes are based on accessibility targets, awarding high priority to schemes which improve access to education, health, employment and town centre facilities. Particular areas to be focused on are Safe Routes to Schools and Radial Routes to the town centre.

Priority will also be given to schemes which help to reduce likely accidents in areas where accidents currently occur.

The proposed schemes are indicated on **Figure 3**



Targets

Darlington has been the subject of excellent Travel Behaviour Research, providing in depth information on which to base our targets. This research was undertaken by Sustrans and Socialdata in September to November 2004 as part of the Town on the Move project.

Currently only 1% of trips are made by cycle. It is hoped to increase this by 300% to 3% of all trips by 2010/11. This is seen as a realistic target to achieve by a combination of physical infrastructure improvements and promotional activities. See **Figure 4**

Figure 4 Cycling Trips: Target % Share of Trips (based on Annualised index)

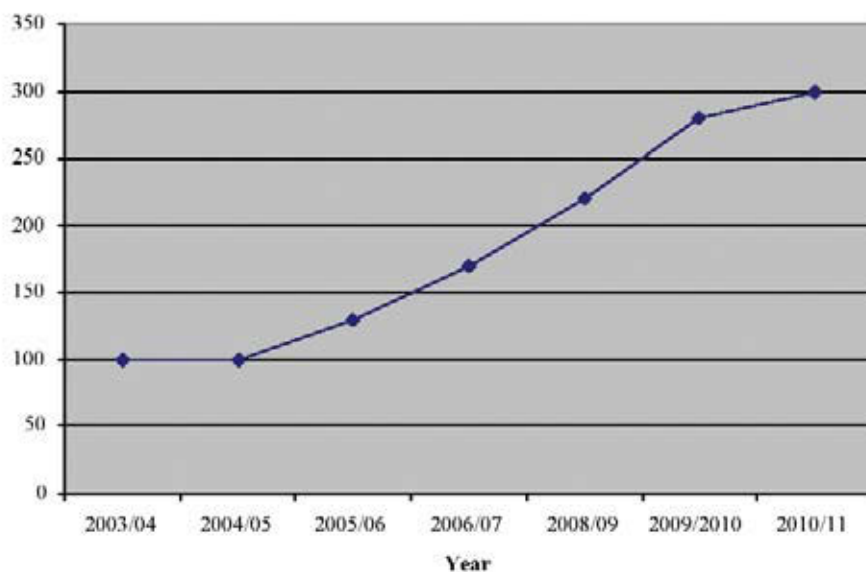


Table 5 Targets

| Indicators | Baseline 1994-98 avg. | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
|--|-----------------------|------|------|------|------|------|------|
| BVP199 (y) Child Killed and Seriously Injured Casualty | 10 | 8 | 7 | 7 | 6 | 5 | 5 |
| BVP199 Child Slight Casualty | 67 | 64 | 63 | 62 | 61 | 60 | 60 |
| Number of Schools with Travel Plans | 5 | 18 | 24 | 30 | 35 | 37 | 38 |

Trips to School

It is recognised that Darlington, as a sustainable travel demonstration town and cycling demonstration town must take a lead in reducing the number of trips by private car and increasing the number of trips by bike, in particular for the trip to school. Currently school trips by cycle account for only 1%, which matches the Borough average for all trips. However 45% of primary and 15% of secondary school pupils state that they would like to cycle to school.

Table 5 outlines school specific targets for the LTP2 period. These are seen as realistic and achievable targets, though it is anticipated that in schools where staff, parents and children alike are more involved the targets can be bettered. Other data for schools is also collected as a means of monitoring progress in schools, though these do not make up official targets.

After school cycle clubs have been set up and should be extended and continued as they are hugely popular and provide an excellent means of encouraging more children to be involved in cycling.

Bike It

Bike It is a Sustrans scheme aimed at encouraging increased cycling levels in schools to a level of 15%. It is hoped that by focussing efforts on a small number of selected schools, it can be shown what could be achieved with greater investment levels.

Heathfield Juniors, Abbey Road Juniors and Hummersknott School and Language College have been selected as the Bike It schools for 2005/06 academic year.

Trips to Work

In a study conducted by the Energy Saving Trust⁷ it was shown that 69% of employees suggested that improved lockers, changing facilities and parking would encourage them to cycle to work.

It is recognised that cyclist specific facilities can help to encourage cycle trips to work, and once at work.

Providing pool bikes for staff who don't cycle to work will help encourage work trips to meetings, and for leisure trips at lunchtime.

Council Travel Plan

A Council Travel Plan is being produced at the time of writing, with facilities for cyclists being a high priority. It is recognised that parking, changing and shower facilities are currently not of high standard and accepted that this may currently deter people from cycling to work.

Resources

Funding can be secured from a range of sources.

It is anticipated that the main source of promotional spend will be the Town on the Move project (2004-08), with this level of spend being sustained by Safety Camera revenue funding and LTP scheme specific funding after Town on the Move is completed.

Physical works will mainly be funded by LTP capital funds, matched by Cycling England money. These will be supplemented with funds from a range of other sources:

- Sustrans 'Links to Schools' Programme
- Workplace Travel Plans
- School Travel Plans
- Developer Contributions
- Health Initiatives
- Capital Challenge Bid

Staff

Staff resources within Transport Policy will continue to support the development of cycling infrastructure, including a specific Cycling Officer.

Town on the Move will continue to provide staff to help promote cycling and cycling related initiatives.

The Road Safety Officer has three members of full time staff working to co ordinate Cycle Training, and several part time Cycle Trainers to help deliver the training programme.

Development and Environment's Traffic Management staff will be available to design new schemes and supervise ongoing works.

As part of the Cycling England project a Cycling Scheme Engineer will be appointed, to bring a new level of expertise to the project in terms of cutting edge design for cyclists. This new member of staff will work under the control of the Traffic Management and Road Safety Manager.

Monitoring

It is important that an ongoing programme of both qualitative and quantitative monitoring is in place to gauge the success.

High quality qualitative baseline data is available after the Socialdata research, which is backed up by traffic count data from 6 sites.

Data on cycling will be collected by the following methods:

- Automatic cycle counters
- Town centre cordon counts - annually
- Socialdata research – to be repeated in each year until 2008
- Annual school 'Hands Up' surveys – plus student and parent surveys as part of Travel Plans
- Road accident statistics – collected annually
- Traffic count flows – collected at 10 sites in the built area

A Performance Management methodology and processes have been developed to implement and monitor schemes and initiatives (see LTP2 **Annex 14**).

Health Impact Assessment

A Health Impact Assessment scoping exercise was undertaken on the Provisional Second Local Transport Plan.

It has been decided that the health benefits of two specific initiatives will be assessed:

- Work Place Travel Plans- which will promote cycling through infrastructure, information and incentives.
- 20mph Zones- which reduce the speed of traffic and therefore improve safety for cyclists and may encourage new cyclists

Both of these will be screened to assess the health benefits and this will be reported as part of the Health Impact Assessment (see LTP2 **Annex 18**).

Public Involvement

A key aim is to increase public involvement in cycling as an activity, but also in the delivery of the strategy. This work builds on good relationships developed by the Cycling Officer.

Key areas to review and continue to develop are:

- Cycle Forum: increase opportunities for input from forum members, particularly on new scheme development
- Cycle Campaign: engage with the campaign to ensure we work towards common objectives. The Cycling Officer will seek to derive constructive feedback from the Campaign, as has been commenced in 2005.
- Public Events: the events calendar will be expanded with the aim of engaging with groups not currently involved, including teenagers, female cyclists and young families.
- Town Centre Events: previous Company of Cyclist's events have been a major success. These will continue to be supported. In addition there will be a public consultation event in 2006, which will include further information on commuting equipment, training and journey planning.
- Community Events: it is hoped to attract sufficient interest from new cyclists to hold Company of Cyclists type events in community centres for utility cycling equipment.
- Youth Cycle Forum: a youth cycle forum is being developed in 2006 to help engage with young people, as part of the Local Area Agreement.
- School Route Audits: school groups are being used to help audit specific routes to ensure that suitable facilities are created which young people are confident using.

ANNEX 17:

Darlington Parking Strategy 2006-2011

Introduction

This document sets out the framework for a 5 year parking strategy for Darlington along with details of how it should be implemented. It is intended to replace the "Car Parking Strategy for Darlington October 2002" and updates that document in view of local needs that have arisen since then. It is included as an Annex in the Second Local Transport Plan 2006 to 2011 and forms a part of the integrated thinking on transport that underpins that document.

Whilst the ethos of the Second Local Transport Plan is to provide travel choice, we recognise that many trips can only be realistically be made at the moment by private car. Research from our sustainable travel demonstration town initiative has revealed that 44% of local peoples' trips have to be made by car since there is no reasonable alternative¹. This implies that provision to park a car safely, but conveniently to the destination is a prime requirement for many people in Darlington. Yet, we recognise the needs of others, such as local residents in determining how and when parking is supplied.

This document is laid out in the following sections:

- Policy Context
- Demand for parking
- Supply of parking
- Policies
- Programme
- Monitoring
- Indicators

We propose to carry out detailed consultation with stakeholders and others during 2006, with a view to publishing a final Parking Strategy in the year. In consequence, some of the issues identified in this document will require consideration of new responses on behalf of the Council.

Policy Context

The National Picture

Planning Policy Guidance Note 13 (PPG13) Transport states "The availability of car parking has a major influence on the means of transport people choose for their journeys. Some studies suggest that levels of parking can be more significant than levels of public transport provision in determining means of travel (particularly for the journey to work) even for locations very well served by public transport."

Policies on parking should therefore be coordinated with

parking controls and charging set out in the local transport plan, and should complement planning policies on the location of development.

PPG 13 sets out 8 areas that local authorities should have regard to when implementing policies on parking, namely:

- to ensure that, as part of a package of planning and transport measures, levels of parking provided in association with development will promote sustainable transport choices;
- to not require developers to provide more spaces than they themselves wish, other than in exceptional circumstances which might include for example where there are significant implications for road safety which cannot be resolved through the introduction or enforcement of on-street parking controls;
- encourage the shared use of parking, particularly in town centres and as part of major proposals: for example offices and leisure uses (such as cinemas) might share parking because the peak levels of use do not coincide, provided adequate attention is given at the design stage;
- take care not to create perverse incentives for development to locate away from town centres, or threaten future levels of investment in town centres. While greater opportunities exist to reduce levels of parking for developments in locations with good access by non car modes, local authorities should be cautious in prescribing different levels of parking between town centres and peripheral locations, unless they are confident that the town centre will remain a favoured location for developers. Advice in PPG6 makes clear that good quality secure parking is important to maintain the vitality and viability of town centres, and to enable retail and leisure uses to flourish;
- require developers to provide designated parking spaces for disabled people in accordance with current good practice.
- where appropriate, introduce on-street parking controls in areas adjacent to major travel generating development to minimise the potential displacement of parking where on-site parking is being limited;
- require convenient safe and secure cycle parking in developments at least at levels consistent with the cycle strategy in the local transport plan; and
- consider appropriate provision for motorcycle parking.

PPG 13 also includes the following advice on Parking Controls and Charges and Park and Ride Schemes:

¹ Socialdata Research 2004.

Parking Controls and Charges

As part of an overall approach on parking, covering both the local transport plan and development plan, local authorities should adopt on-street measures to complement land use policies. Car parking charges should also be used to encourage the use of alternative modes. The Regional Transport Strategy should set out the context for parking controls and charges by each local authority. Within this context, local authorities should set out appropriate levels and charges for parking which do not undermine the vitality of other town centres. Controls over public parking (both on-street parking and in car parks) need to be backed up by adequate enforcement measures.

Park and Ride Schemes

Park and Ride schemes, in appropriate circumstances, can help promote more sustainable travel patterns, both at local and strategic levels, and improve the accessibility and attractiveness of town centres. Schemes can vary considerably in size and purpose and may be based around bus, light rail or rail. Well-designed and well-conceived schemes - which accord with the advice in this guidance - should be given favourable treatment through the planning system.

Regional

The Regional Spatial Strategy is currently at examination in public (early 2006). In the Strategy, which seeks to achieve a common vision for the North East, that is shared with other key strategies. This vision is centred on quality of life, economic development, a good environment and achieving peoples' potential.

The draft strategy contains two policies of most relevance to this strategy, Demand Management Measures and Parking & Travel Plans.

Policy 55 on Demand Management Measures directs that Darlington's 2LTP should include integrated demand management measures to address traffic congestion, environmental and safety issues. These include reallocation of roadspace, Park & Ride, car sharing, car clubs, pricing and personalised travel marketing.

Policy 56 on Parking and Travel Plans seeks to complement car park pricing as a means of demand management. Calling for a suites of measures, especially where a location is a Prestige Employment Site, the policy sets out that 2LTP's should, amongst other actions, set minimum parking standards for non-residential parking, prepare travel plans for major development proposals and ensure that parking charges are consistent with local parking needs.

Darlington's 2LTP contains proposals that continue our work on managing demand through car parking and other measures,

such as reallocation of roadspace, travel planning (both individual and by organisation), car sharing and Park & Ride. Those within the remit of this strategy are discussed in greater detail below.

"Demand Management in the Tees Valley: A Policy Framework" was published in June 2000 and included agreement that the five Tees Valley authorities (Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland, and Stockton) were committed to sustainable policies which reduce reliance on the private car, encourage the use of alternative means of travel and in the long term seek to reduce the need to travel through the mechanism of land use planning . Transport Policy in the Tees Valley is thus based around the key objectives of an Integrated Transport Policy, as laid out in the 1998 Government White Paper "A New Deal for Transport: better for Everyone".

In order to achieve these objectives, implementation schemes must use a mixture of inducements to use alternative forms of travel, matched by fiscal and physical measures which dissuade the use of private vehicles. Demand management is principally concerned with these latter measures, ie the ways in which price and infrastructure can be used to alter individual decisions on transport choice.

The Tees Valley document will be revised in draft form by March 2006. The subject of demand management is an important part of all Tees Valley Local Transport Plans, in particular the need to manage demand for the use of private cars whilst providing travel choice and improved accessibility. Darlington's LTP thus contains measures designed to make the alternatives to the private car more desirable travel choices, as well as tackling traffic congestion. These measures include road space reallocation, improving and providing additional cycle networks, travel plans and many travel awareness campaigns and bus and rail improvements. They also include car parking pricing and supply. It is important that the authorities work together on these measures and that this framework continues to provide a basis for this joint working

A synopsis of the draft Tees Valley Demand Management Framework 2006 is attached at the end of this strategy. The Council is continuing to deliver its commitments under the previous Framework, for example maintaining numbers of long stay parking spaces at 2000 levels. It has also doubled the standard long stay parking charge per day over the period 2000 to 2006.

Local Level.

The emerging Local Development Framework (LDF) is a significant document that this strategy needs to develop alongside. Initial discussion of the issues identified have revealed a role for integrated land use planning, including policies on travel plans, development of non-operational parking and consideration of accessibility by all modes of travel. These issues have been incorporated into the development of the LDF, through a proposal to write supplementary planning guidance to accompany the LDF itself. More detail on this process will be contained in the final version of this strategy

“Adding to Quality” Darlington’s development strategy sets out the conditions for securing and sustaining the competitive advantage of Darlington Town Centre, some of which is now being realised through the Darlington Pedestrian Heart scheme. The development strategy is concerned with the quality and location of parking supply in the town centre, rather than increasing as well as the overall number of parking spaces. The strategy calls for the provision of 2,000 car parking spaces within the area bounded on three sides by the inner ring road, an increase of some 300 spaces over the current provision in the area. This aspiration will be achieved, through the

development of the Commercial Street area into a new shopping centre, with an integral short stay multi-storey car park, and other developments.

As stated in the Second Local Transport Plan, Darlington as a sub-regional shopping centre, serves areas that do not have good alternative transport to the use of the car. This is especially true of the area to the south and west (North Yorkshire and County Durham). As identified in other Council strategies, the Council is planning to work with its neighbouring authorities to improve accessibility by all means of travel, including the use of bus services and cycling, but appropriate levels of parking remain important to the economic vitality of the town centre.

Chapter 4 of the Second Local Transport Plan 2006 to 2011 (LTP2) sets out the Strategic Choices to be made by the plan in delivering Darlington’s second Local Transport Plan. Six Strategic Objectives are set out and all of them are directly relevant to this strategy.

The objectives selected for the Parking Strategy mirror those for LTP2. These have then been translated to reflect how vehicle parking can help to achieve the objectives (**Table 1**) overleaf.

Table 1 Links to wider strategy aims

| STRATEGY OBJECTIVE | TRANSPORT SHARED PRIORITY | COMMUNITY STRATEGY | PARKING STRATEGY |
|--|---------------------------------|--|---|
| A- To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | Accessibility + Quality of Life | Improving the Local Economy + Enhancing the Environment | Deciding level and cost of supply. Provide parking for those without access to a car (cycles and motor cycles) Apply vehicle parking policies to planning applications. Negotiate and require workplace and residential travel plans as appropriate. |
| B- To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need. | Accessibility | Promoting inclusive communities + Raising Educational Achievement + Stimulating Leisure Activities + Improving the local economy | Provide secure parking for those without access to a car (cycles & motor cycles). Parking provision for blue badge holders to meet the needs of disabled people. |
| C- To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | Congestion + Air Quality | Develop an effective transport system | Demand Management measures to influence travel choices and thus tackle congestion. Pricing and supply. Negotiate and require workplace and residential travel plans as appropriate. |
| D- To improve travel safety and security for all by addressing the real and perceived risks. | Road Safety | Promoting community safety | Retain and achieve further Park Mark awards in car parks. Car Park CCTV coverage. |
| E- To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | Congestion + Accessibility | Promoting inclusive communities + Developing an effective transport system | Marketing and promotion. (sustainable travel demonstration town campaign) Negotiate and require workplace and residential travel plans as appropriate. Provide secure parking for those without access to a car (cycles & motorcycles). Improved parking enforcement to ensure punctual and reliable bus operation. Parent and child spaces. |
| F- To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | Quality of life + Accessibility | Improving Health and Well Being | Ensure appropriate parking at key sites such as health, food and leisure destinations, and on all new sites via the planning system. Improve secure parking provision for cycles & motorcycles in town centre. Negotiate and require workplace and residential travel plans as appropriate. |

The Council will continue to ensure that the road network operates efficiently through meeting its new duties under the Transport Act, 2004. The Council's Traffic Manager role has the dedicated task of tackling day to day traffic congestion and delay by co-ordinating the activities of all those involved in, or affecting the, operation of the local road network under normal conditions and during exceptional circumstances such as public events or emergencies. In addition the Traffic Manager has a more strategic role in land use planning, road space reallocation and parking enforcement.

The Council already has strong and appropriate demand management measures in place that manage the use of the private car, whilst protecting local quality of life. Behavioural travel research has shown that 44% of all local residents' car trips have no alternative, and it remains important that this Plan helps provide transport solutions for such trips, whilst helping those trips that can be made by alternative means, as detailed in Darlington's Transport Strategy (**Annex 3**)

Demand for parking

Car parking in Darlington is the result of demand for other goods and services ie it is a derived demand from that for items like food, leisure facilities, banking services and clothes available in the town centre and other suburban locations. In this respect, car parking is the same as transport itself in that most people do not use it for its own sake, rather they use it to access something.

In Darlington, 5 types of demand of potential concern have been identified, namely:

- parking in the town centre for shopping and other short stay activities;
- parking in, or near, the town centre for those staying throughout the day;
- parking in residential streets where demand exceeds supply due to conflicting needs of users of different land uses (residential, employment, business, health etc), such as Darlington Memorial Hospital or Mowden Hall;
- parking associated with major transport facilities – Darlington Railway Station and Durham Tees Valley Airport; and
- private, non-residential parking such as that attached to the Argos regional distribution depot at Faverdale or at Lingfield Point, McMullen Road.

In considering how to respond to the different types of parking demand, we recognise that the Council is a partner with private sector organisations such as the Cornmill Shopping Centre and local business.

Parking in the town centre

As outlined above, we feel that there are essentially two different needs for central area car parking:

- short stay facilities for those who need to park for a few minutes or hours; and
- long stay facilities for those who need to stay for longer periods of time, for example workers based in the town centre. In this case, the demand pattern may be repeated over several days.

Vehicle parking is thus required to support the town's economic vitality. "It needs to be suitable for the needs of the target users and needs to consider all those who use parking – be they disabled persons, those with young children or motorcyclists.

The different types of demand mean that the location of the parking can be at varying distances from the town centre, with short stay users preferring locations close to their final destinations, whilst longer stay users will often accept a short walk to their final destination. In Darlington, this means that the short stay car parks are mostly located within the arc described by the inner ring road, whilst long stay car parks are located just outside.

Irrespective of type, demand for car parking in the town centre is for safe, well managed facilities that are easily located by the visitor and that do not have an unsustainable impact on the local road network. Car parking as a generator of traffic congestion is an issue that the council is particularly aware of, especially due to the negative effects of traffic congestion such as air pollution, noise and delays to local bus services. Recent survey evidence², has shown that demand exists for easy to find parking spaces, so necessitating some system to provide equity of opportunity, either through time limits or pricing structures.

Parking in residential streets

In common with other towns and cities, some areas of Darlington experience an excess of demand compared to available kerbside parking spaces at certain times of day. This often is the result of the competition for on street parking generated by local residents who have no alternative parking spaces and demand generated by users of adjacent non-residential land uses. In Darlington, this problem of conflicting demands is most felt around the town centre and near the Hospital and Railway Station.

These two types of demand have slightly different characteristics; that for residential parking is for long stay parking especially overnight and at weekends or holidays in a safe, convenient location to the house of the driver. That for visitors is often for shorter periods of time, whilst the occupant(s) are visiting their final destination – although this can be for a whole day in the case of employees at a Hospital and elsewhere. We have identified the demand for on-street parking from users of Darlington Railway Station separately, since some users require parking for more than one day. Again, visitors and non-residents seek parking that is convenient to their final destination, safe and easy to obtain.

² on street parking surveys June 2004 & June 2005 Areas A-D

Conflicts often occur between the different types of demand, due to the overlap between long stay non-residents vacating their parking spaces at the end of the day, and the arrival home of residents after a day out at work or elsewhere.

One unique parking issue is that caused by the demand to attend football matches at Darlington Football Stadium on Neasham Road just off the A66(T). The Council has taken steps, in partnership with the Police and the Highways Agency, to mitigate any impact that this demand may have on local residents' and the local highway network.

We are aware that similar issues could occur in industrial areas where there are no residential properties. There are a few issues at the moment, for example parking pressures in the Yarm Road Industrial Estate primarily caused by inconsiderate parking by employees requiring access to local businesses. We shall, therefore, monitor such areas and seek to work with local business to introduce appropriate interventions as and when required.

Parking near major transport facilities

Darlington is the location of two major public transport facilities that serve both the Borough and the surrounding Tees Valley City region, County Durham and North Yorkshire. The demand at Durham Tees Valley Airport is largely contained within its site and is thus not dealt with here (however, the role of the airport travel plan together with the transport assessment are recognised as the mechanism for dealing with any impacts on the local road network).

However, parking demand generated by users of Darlington Railway Station is an issue that we would wish to tackle through this strategy.

Darlington Railway Station is increasingly becoming the major railhead for the entire Tees Valley sub-region of 651,900 population (Mid 2004) – a role that it is likely to continue, despite the introduction of new rail services from Hartlepool and Stockton-on-Tees to London in 2007. As a consequence, the national trend for increasing rail use has translated into a 7% increase of passengers using the Station over the year to 1.8 million. Research carried out by the Tees Valley Joint Strategy Unit in 2004, revealed that some 238,000 people per annum used a car to reach the Station – and a substantial number of these subsequently parked there for the duration of their rail journey. As demand increases, the operator of the Station, Great North Eastern Railway has responded by introducing higher parking charges to manage demand and encourage use of alternative means of travel. Unfortunately, one undesired side effect has been the use of kerbside parking in residential areas to the east of the railway line (the western side being within an existing residential parking zone), this has caused some inconvenience to those wishing to access local properties by car. Current rail usage forecasts indicate that this trend is likely to increase and thus develop into a problem

unless management action is taken through this strategy.

Private non-residential parking

Significant amounts of privately operated parking exists within the Borough to meet the demand for access by car to places of work, education, worship, retail and in some cases leisure. Demand for car parking that is entirely met by this means is not necessarily a problem for the local road network, although we recognise the potential long term effects on traffic levels of such parking, particularly if free at point of use. However, we are mindful of the road safety benefits of off road car parking, when the alternative could be inappropriate on-street demand.

Whilst the issue of existing private non-residential parking is primarily dealt with through our thinking on workplace travel plans, this strategy does have a role in influencing the future provision of private non-residential parking through the planning process.

Supply of Parking

Currently there are 3,734 car parking spaces within the town centre available to the public and additional spaces at other locations within the Borough. Of the town centre spaces, 2,450 are short stay off street spaces and 909 are long stay off street spaces. In addition, there are some 375 short stay on street spaces, where charges apply.

The majority of the spaces are controlled by the Borough Council with the notable exceptions of the Cornmill Car Park in Priestgate (east end), Sainsbury's Car Park in Victoria Road, St Cuthbert's Way car park in East Street and Blockbuster car park in Northumberland Street. Nine car parks containing a total of 1,459 spaces have achieved Park Mark status which means that the parking area has passed a risk assessment by the police and the operator has put in place measures that help to deter criminal activity and anti social behaviour. A list of the town's main car parks are set out in **Table 2**.

Location

Short stay spaces are generally located close to the final destination since car drivers are only planning to stay for short periods of time, whilst long stay spaces are generally located at a greater distance away from the final destination, as users will often be prepared to accept a short walk (since the overall journey time is proportionately less to that of duration of stay).

Table 2 Location of Car Parks

| Car Park | Type | Spaces | Disabled | Park Mark | Other | Total |
|-----------------------|-------------|--------|----------|-----------|----------------------|-------|
| Beaumont St West | SS | 45 | 0 | | | 45 |
| Beaumont St North | SS | 147 | 0 | ✓ | 3 Motorcycle bays | 150 |
| Beaumont St East | SS | 124 | 4 | | | 128 |
| Park Place West | LS | 141 | 0 | | | 141 |
| Park Place East | LS | 93 | 0 | | Re-opening Spring 07 | 93 |
| Chesnut Street | LS | 180 | 0 | | | 180 |
| Garden Street | LS | 72 | 2 | ✓ | | 74 |
| Commercial St East | SS | 137 | 9 | ✓ | 5 Parent & Child | 151 |
| Commercial St West | SS | 165 | 5 | ✓ | 5 Parent & Child | 175 |
| Abbott's Yard | SS | 73 | 22 | | 1 Motorcycle bay | 96 |
| Archer Street | LS | 79 | 0 | ✓ | | 79 |
| Kendrew St East | LS | 90 | 0 | ✓ | | 90 |
| Kendrew St West | LS | 97 | 0 | ✓ | | 97 |
| Winston Street | SS | 110 | 6 | ✓ | | 116 |
| Town Hall | SS | 216 | 15 | ✓ | | 231 |
| Central House | (W/Es only) | 47 | 2 | | | 49 |
| St Hilda's | LS | 15 | 0 | | | 15 |
| Hird Street | LS | 12 | 0 | | 1 Loading Bay | 13 |
| Park Lane | LS (RS) | 120 | 7 | | | 127 |
| East Street | SS | 336 | 2 | | | 336 |
| Sainsbury | SS (P) | 500 | 12 | | | 500 |
| Cornmill (Priestgate) | SS (P) | 412 | 12 | ✓ | Motorcycle area | 412 |
| Duke Street | SS (P) | 27 | 0 | | | 27 |
| Blockbuster | SS (P) | 30 | 4 | | | 30 |
| St Cuthbert's Way | SS (P) | 53 | 2 | | | 53 |

There are also a total of 382 parking spaces at Darlington Bank Top Railway Station (224 long stay spaces at Garbutt Square), operated by GNER.

SS = Short Stay; LS = Long Stay; W/Es only = Weekends only; RS = Railway Station; P = Privately Run

| | |
|-------------------------------|-------------|
| Short Stay (Off Street) Total | 2450 |
| Short Stay (On Street) Total | 375 |
| Long Stay (Off Street) Total | 909 |
| Combined Total | 3734 |

Powered Two Wheelers

Parking for Motorcycles and other powered two wheelers has been historically provided in Beaumont Street North and Abbott's Yard car parks. Recently, further motor cycle provision has been made inside the new privately run Cornmill multi storey car park in Priestgate. These facilities aim to meet both short and long stay town centre demand by those using powered two wheelers.

Blue Badge Holders

There are currently 90 parking spaces specifically designed for blue badge holders (registered disabled drivers) in Darlington's town centre car parks. In Council run car parks, Blue Badge holders can also park in non designated spaces without charge. The partial pedestrianisation of the town centre, under the Pedestrian Heart initiative have required some significant changes to be made to areas of on street parking for disabled persons from 2005, but when complete the scheme will increase the number of designated parking bays. These facilities aim to meet short stay town centre demand and are thus located within the inner ring road.

Parking charges

Parking charges are applied to many car parks within the Borough, both as a means of repaying some of the costs of providing the facility (land, infrastructure, operation), but also to help enforcement of length of stay and so best meet the demand. For example, people wishing to stay more than 4 hours are often working in the town centre and are more appropriately catered for by the long stay car parks and the pricing structure reflects this. In Council operated car parks, this principle of a contribution is also underpinned by an ethos that asks that a payment is sought where the benefit is not universal to all residents.

Traditionally, we have also considered the policy context and the needs of the local economy in determining what level of parking charge is fair and reasonable to apply. Currently, the charges for all Council run short stay car parks are 80p per hour apart from the centrally located Abbott's Yard, where the charges are £1 for the first hour and £1.50 for subsequent hours. Charges for on street areas, which are also targeted at short stay use, are 40p per half hour with a maximum stay of 2 hours. As part of our continual process of assessing charges, some on-street locations will have new lower charges applied in 2006, in order to provide for local needs.

Council operated long stay car parking charges are £3.00 per day (£4.00 Park Lane) and £12 for weekly tickets. The Park Lane car park provides parking close to the main railway station at a lower charge, for those unwilling to use the more expensive GNER facility at the Station itself. In addition, the Chestnut Street Lorry Park is free for cars, whilst being £2.50

per night for overnight lorry parking. This exemption for cars reflects the current local circumstances of this edge of town car park with limited on-street space to meet the demand from neighbouring industry.

Blue badge holders can park free for up to 3 hours in all Council operated car parks, as an additional resource for short stay users.

All Council car parks are free after 6pm and on Sundays, and on the four Thursday evenings (from 4.30pm) before Christmas in order to support the town centre trade. Charges are applied on Bank Holidays, as the town traditionally holds a market on most of these days.

Currently, parking for powered two wheelers is free in those Council car parks that have such a parking facility installed.

We already recognise that some users need more than a weekly ticket and have introduced permit systems where these have not created an undue administrative burden on the parking service. For example, some permits have been purchased by the Primary Care Trust at face value for use by staff needing to use their cars frequently throughout the working day. A similar system applies to Council staff who need to travel by car as part of their employment, with staff paying for the permit through a salary deduction scheme.

The application of parking charges aims to meet both short and long stay demand through providing an equitable allocation of spaces.

Residents' Parking Schemes

There are six existing Residents' Parking Schemes which seek to tackle the conflicts between the differing types of parking demand prevalent in these areas. The six schemes are named after the primary street, with the type of demand that they are designed to meet or mitigate:

- Larchfield Street (commuters and residents)
- North Lodge Terrace (commuters and residents)
- South Terrace (commuters and residents)
- Hollyhurst Road (hospital workers & visitors and residents)
- Victoria Road (commuters, rail travellers and residents)
- Neasham Road (football match days only)

A further scheme is being implemented in 2006 at Stanhope Road, which aims to address the conflict caused by the needs of those going to the local College, those working in the town centre and residents.

On Street Parking

On Street Parking charges were introduced in November 2004 close to the town centre, in response to issues surrounding illegal parking and abuse of waiting limits preventing shoppers and others from easily finding a short stay space. In total there are some 375 spaces distributed around 26 streets as detailed in **Table 3**.

Subsequently, we have carried out surveys to assess the actual impact of the charges against our estimates. Surveys of vehicles parked were carried out in four zones (Areas A-D), in the streets where the charges are applied.

Table 3 On street parking spaces

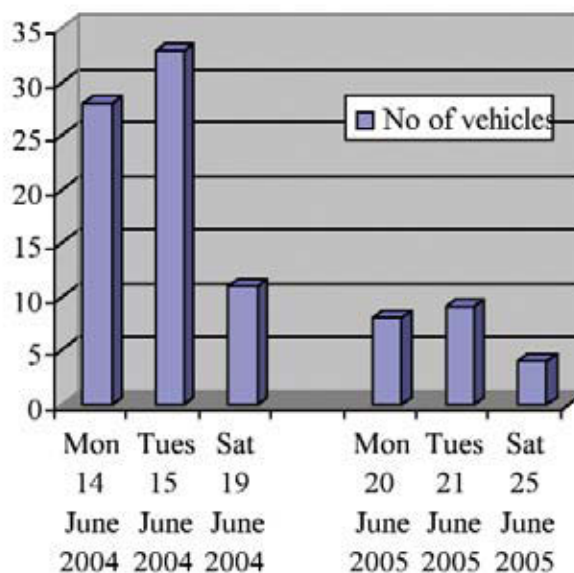
| Area A | Area B | Area C | Area D |
|-----------------|-----------------|-------------------|-------------------|
| Powlett St | Elmfield Tce | Northumberland St | Victoria Emb |
| West Powlett St | North Lodge Tce | Grange Rd | Victoria Rd |
| Raby St (West) | Gladstone St | South Arden St | Hargreave Tce |
| East Raby St | King St | Beaumont St West | Park Place |
| Duke St | Kendrew St | Beaumont St | Swan St |
| Barnard St | | | North Eastern Tce |
| Napier St | | | |
| Winston St | | | |
| Primrose St | | | |
| Larchfield St | | | |

These surveys were carried out in June 2004 prior to the introduction of charges and then a year later in June 2005. Comparison of the data shows that prior to the introduction of parking charges (in June 2004) there was considerable abuse of the system, in that a significant number of motorists were overstaying. Whereas, after the introduction of charging, the extent of overstaying was much reduced in all 4 areas surveyed. **Figure 1** illustrates the data for Area C, which is typical of the 4 areas surveyed.

Analysis of the data for Duke Street and Grange Road, both important commercial streets in the town, shows that before the introduction of charges there were substantially less spaces available for parking than after on all three days of the survey. The introduction of on street charging has therefore been successful in improving the turnover and availability of on street parking spaces. However, 15 months after the introduction of the on street charges, some of the peripheral streets in the scheme continue to have low occupancy rates and as a result it may be necessary to consider reductions in charges for these streets. Further surveys will be carried out in June 2006.

Figure 1

Vehicles overstaying per day (Area C)



Utilisation of car parks

Advice in PPG6 makes clear that good quality secure parking is important to maintain the vitality and viability of town centres, and to enable retail and leisure uses to flourish. The current short stay off street car parks are well used. This is important due to the safety benefits of off street parking, since there are fewer interactions between cars or people, than by the kerbside. However, we apply all relevant design standards to ensure that all our on-street parking supply meets current best practice in terms of safety issues.

Parking Enforcement

A substantial amount of work has been carried out in terms of parking control in the Borough since publication of the first parking strategy in 2002. We employ some 16 staff dedicated to the parking service, who enforce on and off street parking provision, including that in our residents' parking zones.

The recent commencement of works to pedestrianise the town centre (the Pedestrian Heart scheme) includes for the introduction of waiting and loading bays and restrictions, the provision of parking bays for blue badge holders, bus lanes and provision for taxis. We are seeking to become a decriminalized parking enforcement area, in order to help both local people and the Police, by transferring the more day to day issues surrounding parking to a dedicated staff resource.

Enforcement aids all users by mitigating the effects of those who choose to misuse the parking system. An prime example of this, is the availability of on-street parking spaces within an enforced regime, compared to the previous situation.

Customer Satisfaction

We are keen to know what users think of our parking stock, since without feedback, we cannot always know what local people need from a car park. Darlington's Annual Community Surveys provide useful data on satisfaction with town centre car parks. These show a decreasing level of satisfaction over the past 3 years with 55.8% of respondents being fairly or very satisfied in 2003 and only 35.7% of respondents being fairly or very satisfied in 2005. Equally 25.1% of respondents were fairly or very dissatisfied in 2003 and 39.8% were fairly or very dissatisfied in 2005.

This rising level of dissatisfaction may just be a reflection of motorists' general concerns about increasing costs of motoring, of which parking charges are just one element, or with wider issues to do with other Council services or plans. However, we are aware that it may also reflect concerns over a lack of adequate provision in the town or unfavourable comparisons with other centres. As a consequence, it highlights the need for this new strategy to have continued attention to operational detail and a sustained investment programme through the Second Local Transport Plan.

Security

Car crime in town centre car parks covered by Darlington Council's closed circuit television (CCTV) cameras remains at a record low. There were only 8 incidents reported throughout 2005. The town's system was installed in 1994 at a cost of £750,000 when 374 incidents were recorded per year. The system's hi-tech cameras provide 24-hour coverage of town centre car parks with live pictures relayed to the Town Hall, where they are monitored by dedicated staff. Total investment in the scheme to date is £1.5million with 100 cameras now operational. Darlington's car parks are therefore some of the safest in the country and this has benefits for all people who travel by car to visit or to shop in the town, as well as those working in town centre businesses.

Policies

Policies to deal with the issues identified above will be finalised and developed during 2006, through a consultation process.

Programme

Table 4 opposite illustrates the current range of our proposals and we will seek to bring more forward, as both our research further develops our understanding of the needs of the various demands for car parking within the Borough and the policies are prepared. Therefore, this list should not be taken as an exhaustive statement of our actions under this strategy, since its implementation will be developed further. Other detail of our proposals may be found in **Chapter 6** of the Second Local Transport Plan.

Table 4 Programme

| Intervention | 2006/07 budgets or actions | Future years | Funding |
|--|---|---|---|
| Decriminalised Parking Enforcement | 100 | Introduction by 2007 | Local Transport Plan |
| Residents' Parking Zones | 75 | Further implementation | Local Transport Plan |
| Improvements to car parks, especially for vulnerable users | 10 | continued | Local Transport Plan |
| Park & Ride feasibility study | 20 | Implementation of one site if feasible | Local Transport Plan |
| Yarm Road verge hardening | 100 | Continued where required | Local Transport Plan |
| Travel Plans | 20 | Further implementation | Local Transport Plan Local business |
| Maintenance | 38 | continued | Local Transport Plan Council revenue |
| Security | CCTV Community Wardens Police | continued | Local Transport Plan Council revenue Police revenue |
| Land use planning & car parking | Darlington College new site car park | continued | Local business Health Service Railway Industry |
| Information on street | VMS | continued | Council revenue Local business |
| Information | 2006 Parking Guide | continued | Council revenue Local business |
| Monitoring | | 2007 customer satisfaction survey and subsequently. 2007 Community Survey. | Council revenue |
| Monitoring | Audit of car parks | Audit of car parks | Council revenue |

Monitoring

As demonstrated in our Second Local Transport Plan, we understand the importance of monitoring and research to ensure that transport planning decisions contribute to policy outcomes. We shall, therefore, carry out the monitoring and research identified above, as well as:-

- analysing monthly figures for car park and on-street parking revenue
- analysing monthly figures for car park usage from the VMS system.
- annual surveys of on-street usage.
- examining all reported crime within our car parks.

Indicators

We have decided not to set ourselves any targets at this stage directly relating to car parking itself, but rather to concentrate on the outcome targets to which the service relates. This is in appreciation of the wider impacts that car parking has on the local road network. As stated in the Second Local Transport Plan, we will examine our performance in terms of achieving improvements to local quality of life, in particular through :-

- Changes in peak period traffic flow
- Percent of car driver trips

Synopsis of draft Tees Valley Demand Management Framework

The 2006 revision of the Tees Valley Demand Framework is currently in preparation to support the current thinking behind transport investment outlined in the Second Local Transport Plan. We have included a synopsis within this car parking strategy, in recognition of the links with the operation of parking supply.

Analysis of the previous framework applied during the first Local Transport Plan indicates that the target to keep town centre long stay parking at 2000 levels of supply has been achieved, with a slight decrease being recorded.

The framework provides the context and parameters within which we intend to work with our fellow local authorities – both in the Tees Valley and adjacent – and the Highways Agency to manage the demand for road space, whilst achieving our shared policy outcomes on economic regeneration, accessibility, traffic congestion, safety and air quality – in short contributing to local peoples' quality of life.

The framework is designed to avoid a situation where progress on achieving our long term outcomes is blunted by short term responses to local issues surrounding the economy. However, it is not prescriptive and leaves flexibility of response to each highway authority to implement measures that are appropriate to local needs; and to review those responses from time to time. The framework is intended to apply to all trips within the sub-region including accessing health care, employment, shopping, education and leisure. The Tees Valley multi-modal Transport Model will be used to provide appropriate evidence to inform decisions, using a "traffic light" early warning system to highlight areas and times of greatest concern via a GIS based interface.

Whilst the revised document has yet to be agreed, the current proposed policies are as follows:-

- Policy DM1 Supply of Car Parking Spaces
- Policy DM2 Long Stay Parking Charges
- Policy DM3 Decriminalised Parking Enforcement
- Policy DM4 Reallocation of Road Space
- Policy DM5 Real Time Information System
- Policy DM6 Park and Ride Facilities
- Policy DM7 Workplace Travel Plans
- Policy DM8 Joint Working
- Policy DM9 Travel Awareness Campaigns
- Policy DM10 School Travel Plans
- Policy DM11 New Development
- Policy DM12 Rail Freight
- Policy DM13 Evidence Base
- Policy DM14 Testing Potential Solutions

**A Screening for Health Impact Assessment for the
provisional Darlington Local Transport Plan (2)**

Final Report

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CONTENTS

| | |
|--|-----------|
| SUMMARY | 3 |
| DARLINGTON CONTEXT | 4 |
| INTRODUCTION TO THE DARLINGTON LOCAL TRANSPORT PLAN | 5 |
| WHAT IS SCREENING IN HIA: WHAT WAS SCREENED FROM THE DARLINGTON LTP2? | 8 |
| FINDINGS | 9 |
| CONCLUSIONS | 12 |
| NEXT STEPS | 13 |
| RECOMMENDATIONS | 14 |
| SOURCES OF INFORMATION | 15 |
| APPENDIX 1 – ATTENDEES AT SCREENING MEETING | 16 |
| APPENDIX 2 – SCORING MATRIX | 17 |
| APPENDIX 3 – TABLE OF RESPONSES | 18 |
| APPENDIX 4 – EDITORIAL GROUP | 32 |

SUMMARY

Darlington Borough Council are developing their second Local Transport Plan (LTP). The LTP sets out the vision and plans for transport development across the borough from 2006 to 2011. Government guidance requires that these plans are to be developed in accordance with accessibility planning principles, and to be formulated in partnership with a range of other agencies and organisations. Most policies within the strategy have the potential to improve health and increase access to health services but more work needs to be carried out to ensure there is a positive impact on addressing inequalities, particularly for vulnerable groups.

In order to investigate this potential further, a Health Impact Assessment (HIA) event took place in Darlington on 7th December 2005. (A list of participants can be found in Appendix 1) The aims of this event were to assess the Darlington Provisional LTP in relation to:

- Impacts on health.
- Impacts on inequalities.
- Impacts on health services and health policy.
- Identify key themes.
- Make recommendations on subjects that could be taken to the scoping stage.

DARLINGTON CONTEXT

Located in the North East of England, Darlington is a compact Borough covering an area of approximately 198 square kilometres (76 square miles) and a population of around 98,000 of whom 85,000 live in the town itself. The River Tees and North Yorkshire lie to the South, the former coalfield areas of County Durham to the North and Teesdale to the West. The land to the Eastern side of Darlington is made up of the boroughs of Stockton, Middlesbrough, Redcar and Cleveland and Hartlepool, who along with Darlington make up the Tees Valley Sub-Region.

In relation to the subject of this report, Darlington has an aging population, with a higher than average proportion of retired people (17.0% Darlington, 16.0% England and Wales). According to the Index of Multiple Deprivation, 40% of wards in Darlington are among the worst 20% nationally. Consequently the burden of ill health in the local population is significantly poorer than the national average, (Darlington Social Issues Map 2004). The overall death rate in Darlington is statistically significant in comparison to the national average with the greatest causes of premature death be as a result of cancer, stroke and circulatory disease (Darlington Health Check 2003). People in Darlington experience a higher percentage of health problems than the national average. The determinants of health are many and varied, covering fixed factors such as age and gender, as well as factors that we can influence, such as employment, housing, education, the environment – and transport.

The purpose of this report is to support the development of the second Local Transport Plan (LTP) for Darlington, by ensuring that issues relating to public health, health inequalities and health care are acknowledged and, hopefully, incorporated into the final plan.

INTRODUCTION TO THE DARLINGTON LTP2

The LTP2 is an important document for everyone who lives and works in Darlington. It sets out the vision and plans for transport development across the borough from 2006 to 2011 and beyond. It picks up on issues from the first LTP for 2001 – 2006, and introduces new proposals to contribute to the long-term vision for Darlington, to sub-regional and regional objectives, and to national shared priorities. Darlington has amongst the best data on travel patterns of any UK transport authority and there has been wide scale community participation and stakeholder involvement in the development of LTP2. The information gained through these data capture processes demonstrate that:

- Darlington is a compact market town, well served by national and regional transport links. Quality of life and accessibility for all are seen as key drivers in promoting economic prosperity, which is the top priority for all partners.
- In national terms Darlington has lower than average levels of car ownership and relatively high levels of bus patronage. There is a concern that increasing economic prosperity in Darlington could result in substantial increases in car travel and traffic unless alternatives are planned for and promoted, and appropriate demand management pursued.
- Promoting accessibility from deprived wards and for key population groups will help achieve social inclusion and economic targets.
- Reducing road traffic congestion, improving actual and perceived road safety (particularly for pedestrians and cyclists), improving accessibility for specific groups and purposes, and managing demand, transport networks and car parking are key challenges for the Plan, to support the economy
- Darlington residents would like to see emphasis placed upon improving infrastructure for the three sustainable travel modes (walking, cycling and bus), as well as improving the effectiveness of the existing transport network.
- The outcomes achieved through Darlington's first Local Transport Plan provide a strong base from which to build.
- Darlington's Excellent record of partnership working and integrated planning, together with the Council's Leading Edge approaches to procurement will ensure that transport objectives are integrated into and achieved through other service planning – and that transport planning helps to achieve other, broader objectives.
- A Town on The Move, the national Sustainable Travel Town demonstration project enables Darlington to implement a wide range of solutions to transport problems in an integrated way, with a better prospect of achieving outcomes through best value-for-money approaches.
- The Cycling Demonstration Town project provides £1.5 million of external funding to be matched with the same amount from Darlington Borough Council and other sources, with the aim of increasing cycling levels from 1% to 3% of all

trips. The project will comprise development of the cycle network and increased provision of cycle parking. These infrastructure improvements complement the marketing, training and events being put in place by the Town on the Move project.

Objectives of the Darlington LTP2

The objectives of the Darlington Provisional LTP2 are stated as follows.

- To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington.
- To improve access to employment, education, health, fresh food and leisure, particularly for those without access to a private car, those with a disability and those that have greatest need.
- To tackle traffic congestion on key corridors and its potential effects on the economy and environment by making the most effective use of the transport network.
- To improve travel safety and security for all by addressing the real and perceived risks.
- To provide and promote travel choices to all, in particular to reduce the proportion of car drivers.
- To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and food.

Proposed outcome indicators for 2006/2011

The provisional plan goes on to recommend 11 key outcome indicators to evaluate progress on delivering the objectives. They are:

- Develop an accessibility indicator and target to be set in the light of a full Accessibility Strategy to be completed by March 2006.
- 25% of all trips in Darlington being made on foot (compared with 22% currently).
- 7% increase in public transport patronage from 2003/4 to 2010/11.
- 37% of trips being made by a car driver (compared with 41% currently).
- Increase cycling from 1% of all trips in Darlington to 3%.
- Increase from 68% to 74% of the share of journeys to school made by sustainable modes.
- Restrain traffic growth at peak periods to 3% over the period, with a reduction in peak period traffic generated by local trips by Darlington residents.

- Develop a target for area-wide traffic flows.
- Improve road safety resulting in 20% fewer killed and seriously injured accidents by 2010 compared with 2004, and a 50% reduction for children compared with the 1994-98 average.
- Develop a bus punctuality target agreed with bus operators.
- Improvement in road maintenance conditions.

There are clear statements in the objectives and the outcome indicators about the link between the LTP and health improvement, underlining the contribution health service agencies have had in the development of the LTP2 and the Accessibility Strategy.

WHAT IS SCREENING IN HEALTH IMPACT ASSESSMENT (HIA): AND WHAT WAS SCREENED FROM DARLINGTON LTP2?

What is screening in HIA?

Screening is the first stage in HIA. It is a selection procedure whereby a decision is made on whether or not to undertake HIA on a project, plan, programme or policy. Screening allows for a quick judgement on the potential impacts of a policy on the health of the population in general and on different population groups. It can also provide sufficient information to inform policy making and resource allocation.

Methods

In order to undertake screening in a systematic way, various tools and checklists have been developed in the UK and internationally. Examples include the screening tools of the Greater London Authority (Ison, 2001); the Merseyside Guidelines (Scott-Samuel et al, 2001) and the Netherlands School of Public Health Screening Checklist (1998) (EC, 2001).

Who undertakes Screening?

Screening is likely to be more effective if it is undertaken in the context of a wider multi-sector process. Involving stakeholders and decision makers in this HIA process as early as possible ensures their commitment from the start and ownership of the process.

What happens after screening?

Following the screening process one of two things can take place. First of all, it might be deemed that there is little or no impact on health, inequalities and health services and therefore there would be not benefit in tacking the process to the scoping phase. Second, a scoping phase can be initiated if there are specific issues that would benefit from further investigation. This would usually be the case if the potential health impacts were judged to be unknown, complex, or significant (Ison, 2001). The benefits of proceeding to scoping lie in that existing research and evidence based practice can be analysed and the findings brought to bear on a more specific area of policy or implementation in a local setting.

Methods used in screening for HIA of the LTP2

The screening for HIA was carried out on the morning of 7th December 2005 with a group of people from a range of organisations (Appendix 1). It had been agreed prior to the event that the areas of LTP2 to be screened would be the 6 Strategy Objectives as outlined in Table 3.1 in the provisional LTP2, the 6 sections of the Accessibility Strategy (comprising 58 elements) and an additional recommendation on initiating 20 mph speed limits which was added to the list of Strategy Objectives. A list of these is contained in Appendix 3 as part of the 'Table of Results'. Participants were placed in 3 groups. All groups screened the Strategy Objectives and the 20 mph recommendation, and then the 58 elements of the Accessibility Strategy were divided across the 3 groups ensuring that all elements were considered. Details of the screening criteria can be found in Appendix 2 and matches the one used in the

screening of the pre-consultation draft of the Regional Spatial Strategy (North East Public Health Observatory, 2004). These criteria are:

- Health impact.
- Inequality impact.
- Impact on access to health services and health policy.

FINDINGS

General Comments on the Strategy

Overall

The commitment to screen the LTP for the health impact was incorporated into the provisional plan submitted to the Department of Transport in July 2005 as a result of discussions between Darlington Primary Care Trust and Darlington Borough Council. The screening process demonstrated that the general thrust of most policies had the potential to improve health, and increase access to health services. Many of the policies could also have a positive impact on addressing inequalities, particularly for vulnerable groups, if targeted and delivered equitably in the development and implementation stage.

The groups found it difficult to score some of the policies or recommendations because of lack of detail, they were aspirational statements or that some of the recommendations were to conduct further feasibility studies and did not contain firm proposals.

Summary of Results

A full transcription of the feedback on the 7 Strategy Objectives and 58 initiatives under the 6 sections of Accessibility Strategy can be found in Appendix 3. The overall summaries of each section are as follows.

LTP Strategy Objectives

1. All strategic objectives have the potential to improve health, reduce inequalities and have a positive impact on health services and health policy.
2. Any policy that is implemented across the Borough without specific thought on how to target areas of disadvantage is likely to have a negative impact on health inequalities, that is, increase the gap in health experience between those living in the poorest areas of Darlington compared to those living in the most affluent areas.
3. All policies need to take the above (2) into account in how they are delivered.
4. Access to services, food, work, and leisure opportunities is a key issue in relation to improving health and reducing social exclusion.

Accessibility Strategy 1: Travelling to work - measures for commuters

1. Improving measures for commuters in general will improve the health outcomes for people in terms of accessibility, promoting cycling and walking.
2. These measures will only benefit those taking advantage of them.
3. Recognition that improving journeys made by car could widen the inequalities gap.
4. Having a job is one of the elements that contribute to having better health outcomes. Part of this section focuses on measures for people at work. Although improving these will have a positive impact on the general health of the population they are likely to improve the health of those at work disproportionately to those out of work.

Accessibility Strategy 2: Doing business in Darlington

1. The majority of assessments and responses in this section were rated as only marginally improving health, unlikely to impact on inequalities and unlikely to have an impact on health services or health policy.
2. Most of the suggested initiatives are in relation to movement of goods and people aimed at growing the economy while reducing the impact of congestion.
3. The initiatives that focus on travel planning and accessibility were deemed to have a small positive impact on health and inequalities.

Accessibility Strategy 3: Going to school or college

1. Summary of responses in this section indicate small positive effect on health status of the population, strong impact in relation to reducing health inequalities, and little effect on health services or health policy.
2. Overall recognition that improving access to educational opportunities will reduce inequalities. Strong support for continued emphasis on supporting alternative modes of transport to and from school other than car.

Accessibility Strategy 4: Shopping for food and goods

1. Summary of responses in this section indicate small positive effect on health status of the population, possibility to reduce inequalities and limited impact on health services and health policy.
2. Possibility of reducing inequalities is dependent on how schemes are developed and introduced.
3. Comments indicate that there is a need for action in these areas.
4. Potential policy conflict between 'growing' the local economy through encouraging car use into the Town Centre and reducing congestion by supporting people to travel into town via different modes.

Accessibility Strategy 5: Leisure and recreation

1. Summary of responses in this section indicate positive impact on health, strong impact in relation to reducing health inequalities, and strong positive impact on health services and health policy.
2. Responses clearly indicate greater participation in recreation and leisure activities is beneficial for the health of the local population.
3. Initiatives that do not reduce health inequality relate to long distance travel, but those that do include an element of targeting to people who would benefit from concessionary arrangements.

Accessibility Strategy 6: Access for health services and caring for others

1. Summary of responses in this section indicate positive effect on health status of the population in relation to developing the cycle network, strong impact in relation to reducing health inequalities, and positive impact on health services and health policy.

Key themes arising from overall responses

In terms of improving health 35 were thought likely to have a small or major positive effect on health, 16 unlikely to have much effect and only 1 policy (Eastern

Transport Corridor) was judged to have a possible small negative effect on health. However, it should be noted that all 7 strategy objectives were rated as having a strong positive impact on improving the health of the local population. This was seen as a positive affirmation of the overall thrust of the LTP2. The sections that were considered to have the most benefit to improving health were 'Measures for commuters' particularly in relation to measures encouraging walking and cycling, 'Going to School or college', again with the emphasis on developing more sustainable methods of transport to and from educational establishments, and 'Leisure and recreation' with its emphasis on addressing social exclusion and rural issues. The section that was dominated by 'little effect' on improving health was the 'Doing business in Darlington' with 7 out of 11 for that section being rated as such, (representing 7 of 11 across all strategy objectives/initiative). The likely explanation for this is that the majority of the initiatives are in relation to issues such as improving the road infrastructure, helping businesses be more competitive and creating car clubs etc. Although there are clear links between employment and health, this section was more concerned with the transport related elements rather than job creation and economic prosperity.

Responses in relation to reducing health inequalities rated 44 policies or initiatives would contribute to reducing health inequalities with 21 unlikely to have an impact on reduction. 1 policy could be considered to have a potential negative effect on inequalities, which again was the Eastern Transport Corridor. The 2 strategy objectives that were rated as 'unlikely to impact inequalities' related to car use and congestion. As with the health impact section, the set of initiatives that were deemed to have least impact on inequalities were to be found in the 'Doing business in Darlington' section. The comments made in the paragraph above also apply here.

In relation to access to health services and health service policy, responses were split fairly evenly between having little or no impact on access and policy, and having a positive impact on access and policy. There was only 1 response that suggested a negative impact, which was in relation to developing the night time economy. The specific comment indicated that the reason for scoring accordingly was as a result of the potential increasing demand on health services as a result of an increase in economic activity.

CONCLUSIONS

The Provisional Darlington LTP2 recognises the mutual impact that transport and health have in relation to each other. There are specific references to this throughout the document and in sections other than those considered in this screening process. This is to be welcomed and built upon.

In summary the key conclusions were:

- *Health impact.* Overall the majority of the proposals were judged to have a beneficial impact on the health of the people in Darlington.
- *Health inequalities.* The majority of the proposals would contribute to a reduction in health inequalities, if applied in targeted way, see below for further comment.
- *Access to health services and impact on health policy.* The responses to this section were split more evenly between having a positive effect on access to health services and 'unlikely to have an effect' on access. The most probable reason for this was the way in which the Accessibility Strategy was compiled, for example the section on 'Doing business in Darlington' had a number of proposals on car clubs, travel plans and infrastructure to support business development many of which were deemed to have a neutral impact on this section.
- *Social Inclusion.* The emphasis on increasing the range of travel opportunities for people with disabilities was welcomed as a key element of increasing social inclusion and supporting people back into work.
- *Reducing health inequalities.* A strong theme running throughout the responses and the discussion on the day was that much would depend on the way policy is implemented. If this is done in a population-based way, that is, with no account taken of issues such as who is likely to benefit most, who will be able to make the most of the new opportunities, one size fits all approach, then the net result will be that while the overall health of the population might increase, the gap in health inequalities will grow. For example, if a particular initiative is publicised only by way of written information, there will be a large number of people who will not be aware of what the new opportunities might be. All policies need to have implementation plans that address the communication needs of the whole community.
- *Possible policy clashes with other key objectives.* The screening process recognised that there are other high level strategic objectives that could clash with the core aims of the accessibility strategy. For example, the strategic economic aims of increasing patronage of town centre shops and developing the night time economy.

NEXT STEPS

Following the screening workshop, a further meeting was held on 12th January 2006 to evaluate the responses and determine next steps. The outcome of the meeting was that the screening process had fulfilled what is set out to do and would be presented formally at the meeting of the Town on the Move Steering Group meeting of 3rd February 2006, and the Transport Forum on 6th February 2006.

From the information contained in the screening process 2 possible subjects were identified for tacking to the scoping stage. They were:

1. Investigate the link between implementing 20 mph speed limits and potential impact on increasing numbers of people walking and cycling in such areas
2. Impact of a targeted approach to implementing area-wide approach workplace travel plans with specific reference to links to helping people back into work.

A third possibility was discussed, namely the Darlington Eastern Transport Corridor, but this was dismissed because of the proximity of implementation and the lack of time to develop an effective contribution.

The results of the HIA screening process will be written into the final second Local Transport Plan to be submitted to the Department for Transport in March 2006.

RECOMMENDATIONS

This HIA screening exercise and subsequent meetings has led to a number of recommendations. These are as follows.

1. That Darlington Borough Council take into account the findings from this screening exercise when completing the final LTP, to be submitted in March 2006.
2. That the Borough Council consider building Health Impact and Health Inequalities Assessments into future transport planning and policy development across the range of strategies.
3. That Darlington Primary Care Trust in partnership with the wider health sector should continue to support the Borough Council by providing assistance and expertise in HIA.
4. Recommendations for further scoping be presented to the relevant bodies with a view to securing funding to conduct screening on the agreed topic.

SOURCES OF INFORMATION

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Health Inequalities Unit (2004) Accessibility Planning: An Introduction for the NHS.

Ison, E. (2001) [Health Impact Assessment: A Screening Tool for the GLA](http://www.phel.nice.org.uk/hiadocs/london_strategic_level_screening_tool.pdf), Strategic Level. Greater London Authority, London
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Office of the Deputy Prime Minister (2005) Index of Multiple Deprivation

Scott-Samuel, A., Birley, M., Ardern, K., (2001). *The Merseyside Guidelines for Health Impact Assessment*. Second Edition, May 2001. 20 pages. International Health Impact Assessment Consortium. <http://www.ihia.org.uk/document/merseyguide3.pdf>

APPENDIX 1 ATTENDEES AT SCREENING MEETING

**The meeting was held on 7th December 2005, Dr Piper House
Darlington**

| | |
|-------------------|---|
| Mary Applegarth | Public representative |
| Harry Alderton | Darlington Borough Council |
| Ruth Brown | Well at Work Co-ordinator |
| Paul Davison | Darlington Primary Care Trust |
| Sue Dobson | Darlington Borough Council |
| Peter Hardy | Transport & Health Consultant, JMP Consulting |
| Martin Higgitt | Steer Davis Gleave |
| Andrew Hush | Darlington Borough Council |
| Rosemary Mitchell | Public representative |
| Steve Rose | Darlington Partnership |
| Jonathan Smith | Darlington Primary Care Trust |
| Claire Sullivan | Easington Primary Care Trust |
| Rosie Thornton | Community Development Worker |
| Grace Walli | Durham County Council |
| Owen Wilson | Darlington Borough Council |

APPENDIX 2 - SCORING MATRIX

Health impact- does the policy affect any of the determinants of health such as, behavioural/lifestyle (e.g. diet, physical exercise, means of transport), physical environment (e.g. air quality, pollution, land use) socioeconomic environment (social cohesion, income, education).

| Health impact | Score |
|--|--------------|
| Judged to have a major positive effect on health | ++ |
| Judged to have a small positive effect on health | + |
| Unlikely to have much effect on health | 0 |
| Judged to have a small negative effect on health | - |
| Judged to have a major negative effect on health | -- |

Inequality impact – what impact does the policy or recommendation have on health inequalities?

| Inequality impact | Score |
|-------------------------------|--------------|
| Likely to decrease inequality | ↓ |
| Unlikely to impact inequality | → |
| Likely to increase inequality | ↑ |

Impact on health services – what impact does the policy or recommendation have on access to health services or on health services policy?

Likely to have a negative impact on NHS:-

Access (A-) Policy (P-) Both (-)

Unlikely to have an impact on NHS

Access (A0) Policy (P0) Both (0)

Likely to have a positive impact on NHS:

Access (A+) Policy (P+) oth (+)

APPENDIX 3 - TABLE OF RESPONSES

Strategy Objectives - Delivering the national shared priorities in Darlington

Analysis of responses

| | | | | | |
|---------------------------------------|-----------------------|------------------|---------------------------------|------------------|-----------------------|
| Health Impact | Major positive ++ | Small positive + | Little effect O | Small negative - | Major negative -- |
| | 7 | 0 | 0 | 0 | 0 |
| Inequalities Impact | Decrease inequality ↓ | | Unlikely to impact inequality → | | Increase inequality ↑ |
| | 5 | | 2 | | 0 |
| Likely to have negative impact on NHS | Access (A-) | | Policy (P-) | | Both (-) |
| | | | 0 | | 0 |
| Unlikely to have an impact on NHS | Access (AO) | | Policy (PO) | | Both (O) |
| | | | 1 | | 0 |
| Likely to have positive impact on NHS | Access (A+) | | Policy (P+) | | Both (+) |
| | | | 1 | | 5 |

Major themes arising from responses

5. All strategic objectives have the potential to improve health, reduce inequalities and have a positive impact on health services and health policy.
6. Any policy that is implemented across the Borough without specific thought on how to target areas of disadvantage is likely to have a negative impact on health inequalities, that is, increase the gap in health experience between those living in the poorest areas of Darlington compared to those living in the most affluent areas.
7. All policies need to take 2 into account in how they are delivered.
8. Access to services, food, work, and leisure opportunities is a key issue in relation to improving health and reducing social exclusion.

| | Policy | Scoring - Aggregate | Comment |
|----------------|--|---------------------|---|
| 0 | To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | ++ | Positive impact on improving health, reducing inequalities and on health service policy and provision. This will be dependent on geographical locations identified for new business and housing developments. Policies need to be targeted at area of disadvantage/linking to the work taking place with Community Partnerships |
| 1 ^A | | ↓ | |
| 1 | | (+) | |

| | | | |
|---|--|----------------------|---|
| B | To improve access to employment, education, health, fresh food and leisure, particularly for those without access to a private car, those with a disability and those that have greatest need. | ++ ↓ (+) | Very positive impact on improving health, reducing inequalities and on health service policy and provision. More detail required in relation to how this will take place – how the policy will be applied |
| C | To tackle traffic congestion on key corridors and its potential affects on the economy and environment by making the most effective use of the transport network. | ++ → (+) | Very positive impact on improving health, reducing inequalities and on health service policy and provision. Established link between poor air quality and conditions such as asthma and chest complaints: improved safety, creating green environments encouraging use of cycling, walking: need to examining ways of making better use of existing transport networks such buses. |
| D | To improve travel safety and security for all by addressing the real and perceived risks. | ++ ↓ (+) | Positive impact on improving health, reducing inequalities and on health service policy and provision. Policy needs be more specific in relation to how it will tackle inequalities – need to engage the right groups of people to inform process. |
| E | To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | ++ → (A+) (PO) | Potential for positive impact on improving health, but uncertain about impact on inequalities as this will be dependent on take up of different travel modes. Possibility that it might increase inequalities if car owner take more exercise by walking instead of using car, but this might be a necessary requirement to reduce congestion and encourage more people to walk and cycle. As with other policies, if targeted at areas of most disadvantage these concerns could be ameliorated. |
| F | To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and food. | ++ ↓ (+) | Very positive impact on improving health, reducing inequalities and on health service policy and provision. Need to target specific groups eg. Literacy levels, culture, location. Depends on the how implemented. Access to leisure/food more important than to GP due to frequency. Affordability also an issue. |

Additional Strategy Objective

| | | | |
|---|--|----------------------|--|
| 7 | Introduce area-wide 20 mph speed limits in the urban area and one pilot site in a rural location | ++ ↓ (AO) (P+) | Positive impact on improving health, reducing inequalities and on health service policy and provision. AS with above responses, this will depend on how and where this is implemented and monitored. |
|---|--|----------------------|--|

6 Key themes from the Accessibility Strategy

1. Travelling to work - Measures for Commuters

Analysis of responses

| | | | | | |
|---------------------------------------|-----------------------|------------------|---------------------------------|------------------|-----------------------|
| Health Impact | Major positive ++ | Small positive + | Little effect O | Small negative - | Major negative -- |
| | 6 | 6 | 2 | 1 | 0 |
| Inequalities Impact | Decrease inequality ↓ | | Unlikely to impact inequality → | | Increase inequality ↑ |
| | 11 | | 3 | | 1 |
| Likely to have negative impact on NHS | Access (A-) | | Policy (P-) | | Both (-) |
| | | | 0 | | 0 |
| Unlikely to have an impact on NHS | Access (AO) | | Policy (PO) | | Both (O) |
| | | | 5 | | 1 |
| Likely to have positive impact on NHS | Access (A+) | | Policy (P+) | | Both (+) |
| | | | 1 | | 8 |

Major themes arising from responses

- Improving measures for commuters in general will improve the health outcomes for people in terms of accessibility, promoting cycling and walking.
- These measures will only benefit those taking advantage of them.
- Recognition that improving journeys made by car could widen the inequalities gap.
- Having a job is one of the elements that contribute to having better health outcomes. Part of this section focuses on measures for people at work. Although improving these will have a positive impact on the general health of the population they are likely to improve the health of those at work disproportionately to those out of work.

| Initiatives for commuters within Darlington | | Scoring | Comment |
|---|--|--------------------------|--|
| 0 1 5 | Select junction improvements and other schemes that tackle congestion and benefit all transport users arising from the Network Congestion Study, including West Auckland Road/Cockerton Green, North Road (Whessoe Road junction – initially through linked signals, with the possibility of more substantial works to the junction if this would then be a value for money way of achieving outputs), and Haughton Road (McMullen Road junction). | + → (A+) (PO) | How its executed is key. All modes of transport. Potentially a small positive but also have some unforeseen negatives impacts. |
| 1.2 | Revised Corridors of Certainty programme, concentrating first on sections where congestion most needs tackling, and on where bus services, cycling and walking accessibility can be most improved. | + ↓ (slightly) (+) | Positive inequality impact if people could move across town. |

| | | | |
|---------------------------------------|---|----------------------------|---|
| 1.3 | Public transport schemes and initiatives, including better printed information at bus stops, real time displays at key locations, more raised kerbs for easier boarding, support for a multi-operator network bus ticket and further bus priority measures (including green “wave” features on traffic signals to help late running buses and helping low floor buses access all areas). | + ↓ (+) | Will real time displays be for all companies? What can the service deliver? Public transport aimed principally at those of low socioeconomic levels although increasing number of journeys by different methods than car will reduce congestion. Improved access. |
| 1.4 | Cycle network development linking home to work including completion of the River Skerne Cycle Route if feasible. | ++ ↓ (+) | Could have positive impact on health but mainly for those at or in work. Cycle loan schemes and safety training. Positive for staff. |
| 1.5 | Walking route development, linking homes to bus stops, as well as car parks to final destinations. | ++ ↓ (+) | |
| 1.6 | Car sharing schemes, both within one company and within a business park or industrial estate. | ++ ↓ (+) | Air pollution, economic wellbeing, mental wellbeing. |
| 1.7 | Individualised travel marketing (ITM) to help people know what travel choices they have. | ++ ↓ (+) | More uptake from higher economic groups – aim to reduce number of car owners. Should reduce inequalities but there is a risk. |
| Commuters from the rural areas | | Scoring | Comment |
| 1.8 | Develop schemes to provide appropriate parking for commuters, whilst minimising the impacts on residents through residents’ parking zones and on general traffic through decriminalised parking zones and on general traffic through decriminalised parking enforcement and better signage. A special focus will be given to measures to help buses past parked vehicles in narrow streets, as and when required. Also attention will be paid to the parking needs of motorcyclists and the disabled. | 0 ↓ (A+) (PO) | |
| 1.9 | Public transport schemes and initiatives, including Park and Ride. | + (weak) ↓ (A+) (PO) | If it works. If costed correctly – also education around real costs of car costs. |

| | | | |
|---|--|------------------------------|---|
| 1.10 | Darlington Eastern Transport Corridor. | - ↑ (A+) (PO) | Encouraging more cars in making car journeys more attractive. Likely to benefit people who are car owners and therefore could increase inequalities |
| Commuters travelling between Darlington and neighbouring areas | | Scoring | Comment |
| 1.11 | Encouraging more use of existing rail services through improving stations and their surrounding areas, providing better physical walk links with bus services, providing better bus interchange and promoting existing bus/rail through tickets, as well as helping pedestrians, cyclists and car users get to stations. | ++ → (A+ weak) (PO) | |
| 1.12 | Investigate the possibility of connecting Darlington Railway Station and any future Park and Ride site with major employment areas by direct bus to help all people access employment opportunities. | + ↓ (+) | |
| 1.13 | Investigation, with other Tees Valley local authorities and Tees Valley Regeneration, of the potential for Light Rapid Transit, for example by the conversion of the heavy rail line in the Tees Valley to light rail or trams. | O → (O) | Only have an impact if positive outcomes from investigation |
| All Commuters | | Scoring | Comment |
| 1.14 | More use of land use planning controls to ensure a choice of modes is available from the beginning of development of new employment sites. | ++ ↓ (+) | Needs to be monitored and quality checked throughout to ensure nothing goes wrong ie. Lack of pedestrian walk way to Lingfield offices. |
| 1.15 | Reducing the need to travel through encouragement of home working, flexible hours or other changes to work practices, such as neighbourhood resource centres available to registered users. | + ↓ (AO) (P+) | Having a choice. Time when people would be commuting could be used for physical activity. Mental health impact (positive). Older people, carers, return to work mothers – should be a tve (how its applied is key). |

2. Doing Business in Darlington

Analysis of responses

| | | | | | |
|---------------------------------------|-----------------------|---------------------------------|-----------------|-----------------------|-------------------|
| Health Impact | Major positive ++ | Small positive + | Little effect O | Small negative - | Major negative -- |
| | 0 | 4 | 7 | 0 | 0 |
| Inequalities Impact | Decrease inequality ↓ | Unlikely to impact inequality → | | Increase inequality ↑ | |
| | 1 | 10 | | 0 | |
| Likely to have negative impact on NHS | Access (A-) | Policy (P-) | | Both (-) | |
| | | 0 | | 0 | |
| Unlikely to have an impact on NHS | Access (AO) | Policy (PO) | | Both (O) | |
| | | 3 | | 8 | |
| Likely to have positive impact on NHS | Access (A+) | Policy (P+) | | Both (+) | |
| | | 0 | | 0 | |

Major themes arising from responses

- The majority of assessments and responses in this section were rated as only marginally improving health, unlikely to impact on inequalities and unlikely to have an impact on health services or health policy.
- Most of the suggested initiatives are in relation to movement of goods and people aimed at growing the economy while reducing the impact of congestion.
- The initiatives that focus on travel planning and accessibility were deemed to have a small positive impact on health and inequalities.

| Initiatives for Business | | Scoring | Comment |
|--------------------------|---|---------------------|---|
| 2.1 | Minimising the impact of road works and illegal or inconsiderate parking, through the Traffic Manager role, using powers such as decriminalised parking enforcement. | O → A(+) P(O) | |
| 2.2 | Introducing additional land-use planning guidance to ensure that all major developments are accessible by all people and sustainable. | + ↓ (O) | By all people but addresses specific groups eg. Disabled those without a car. |
| 2.3 | Helping businesses develop work travel plans, including support for Cycle and Car Pooling and Work Bus Season Tickets. It is also proposed that a Travel Plan is developed for Darlington and North Road Stations, with an initial focus on the needs of business travellers. | + → (O) | Improving health of those already in work rather than other groups who are not in work. |

| Initiatives for Business | | Scoring | Comment |
|--------------------------|--|----------------------|--|
| 2.4 | Helping businesses meet their freight needs efficiently and sustainably, working in partnership with the Tees Valley Freight Group and others to identify relevant measures. Also to promote general road safety as required, including “diesel overfill?” campaign to reduce incidents of spillage from HGV fuel tanks on road. | O → (O) | |
| 2.5 | Individualised travel marketing to help people know what travel choices they have. | O → (O) | |
| 2.6 | Realising the Tourism Strategy in partnership with the Heritage Line Community Rail Partnership and others, to develop access to and between the rail museums at Darlington and Locomotion, Shildon. | O → (O) | |
| 2.7 | Car sharing schemes. | O → (O) | |
| 2.8 | Investigate potential for Car Clubs. | + → (O) | |
| 2.9 | Investigate the possibility of connecting Darlington Railway Station and any future Park and Ride site with major employment areas by direct bus to help all people access employment opportunities. | N/A | Feasibility only. |
| 2.10 | Investigate the feasibility of contract parking for town centre businesses with operational and effective travel plans. | N/A | Feasibility only. |
| 2.11 | Select junction improvement and other capacity increasing schemes that benefit all transport users arising from the Network Congestion Study, including West Auckland Road/Cockerton Green, North Road (Whessoe Road junction – see para 74), and Haughton Road (McMullen Road junction). | O → (O) | |
| 2.12 | Darlington Eastern Transport Corridor. | + → A (+) P(O) | Need walking, cycling infrastructure; reduced air quality problems in Haughton Village, Yarm Road. Improving access to James Cook University Hospital and into Darlington town centre. |
| 2.13 | Improving the A66(T) as per the Darlington Gateway Study (with Highways Agency). | + → A(+) P(O) | As above. |

3. Going to School or College

Analysis of responses

| | | | | | |
|---------------------------------------|-----------------------|---------------------------------|-----------------|-----------------------|-------------------|
| Health Impact | Major positive ++ | Small positive + | Little effect O | Small negative - | Major negative -- |
| | 1 | 8 | 0 | 0 | 0 |
| Inequalities Impact | Decrease inequality ↓ | Unlikely to impact inequality → | | Increase inequality ↑ | |
| | 8 | 1 | | 0 | |
| Likely to have negative impact on NHS | Access (A-) | Policy (P-) | | Both (-) | |
| | | 0 | | 0 | |
| Unlikely to have an impact on NHS | Access (AO) | Policy (PO) | | Both (O) | |
| | | 1 | | 8 | |
| Likely to have positive impact on NHS | Access (A+) | Policy (P+) | | Both (+) | |
| | | 0 | | 0 | |

Major themes arising from responses

- Summary of responses in this section indicate small positive effect on health status of the population, strong impact in relation to reducing health inequalities, and little effect on health services or health policy.
- Overall recognition that improving access to educational opportunities will reduce inequalities. Strong support for continued emphasis on supporting alternative modes of transport to and from school other than car.

| Initiatives for Schools and Colleges | | Scoring | Comment |
|--------------------------------------|---|---------------|--|
| 3.1 | More school travel plans, helping staff and pupils health and reducing traffic congestion through projects such as the “walking train”. | + ↓ (O) | Needs to be sustained over a long period. |
| 3.2 | College travel plans, including better travel information and ticketing options for students on local bus services. | + ↓ (O) | |
| 3.3 | Physical measures to support Safer Routes to School, including 20mph zones at School Gates (during opening hours as a minimum and at other “conflict” points. Continue to focus on achieving child reduction targets through supporting local safety schemes. | + ↓ (O) | May lead to more + impact depending on culture change linked to extension of 20mph + “drive slow culture”. |

| | | | |
|------|---|---------------------|--|
| 3.4 | Haughton Road Cycle & Pedestrian Bridge, to serve the new site of Darlington College of Technology. | + → (O) | |
| 3.5 | Accessibility planning used as an integral part of educational planning in Darlington. | + ↓ (O) | |
| 3.6 | Consider the feasibility of providing a “Yellow Bus”- style Home to School bus service, with allocated seats given to each child with a tracking system for security and parental reassurance. | + ↓ (O) | May have an impact on attendance levels, which are higher in deprived words. |
| 3.7 | Environmental improvements through increased maintenance and cleansing as part of the Street Scene initiative. | + ↓ (O) | Mental health improvements + encourages walking |
| 3.8 | Provision of road safety education and training for cyclists, pedestrians and young car and motorcycle drivers, whilst continuing to design and implement local safety schemes to achieve casualty reduction targets. For example, initiatives such as “Handle it or lose it” website/advertising campaign for motorcyclists. | + ↓ A(+) P(O) | |
| 3.9 | Promotional activities such as Walk and Bike to School Weeks to raise awareness. | ++ ↓ (O) | |
| 3.10 | Consider the feasibility of introducing a 16-19 concessionary fare scheme, as part of the multi-operator ticketing scheme to help young people access education and other facilities, thus contributing to the Social Inclusion and Community Strategies. | N/A | Feasibility. |

4. Shopping for Food and Goods

Analysis of responses

| | | | | | |
|---------------------------------------|-----------------------|------------------|---------------------------------|-----------------------|-------------------|
| Health Impact | Major positive ++ | Small positive + | Little effect O | Small negative - | Major negative -- |
| | 0 | 3 | 2 | 0 | 0 |
| Inequalities Impact | Decrease inequality ↓ | | Unlikely to impact inequality → | Increase inequality ↑ | |
| | 3 | | 2 | 0 | |
| Likely to have negative impact on NHS | Access (A-) | | Policy (P-) | Both (-) | |
| | | | 0 | 0 | |
| Unlikely to have an impact on NHS | Access (AO) | | Policy (PO) | Both (O) | |
| | | | 2 | 3 | |
| Likely to have positive impact on NHS | Access (A+) | | Policy (P+) | Both (+) | |
| | | | 0 | 0 | |

Major themes arising from responses

- Summary of responses in this section indicate small positive effect on health status of the population, possibility to reduce inequalities and limited impact on health services and health policy.
- Possibility of reducing inequalities is dependent on how schemes are developed and introduced.
- Comments indicate that there is a need for action in these areas.
- Potential policy conflict between ‘growing’ the local economy through encouraging car use into the Town Centre and reducing congestion by supporting people to travel into town via different modes.

| Initiatives for Shoppers | | Scoring | Comment |
|---|--|-----------------|--|
| 0 4.1 0 2 | Balance the need for increased short stay car parking supply in the town centre, with the management of demand for town centre long stay parking, to minimise conflicts with the needs of local residents and to enforce parking restrictions (through decriminalised parking enforcement). Also review and implement improved signage as required to complement existing VMS installations. | O → (O) | Policy conflict! Encourage car shopping, but research shows that shopping trips could be targeted for alternative travel means. Depends on detail of what is “better car parking management”. Potentially could reduce inequalities – residents parking etc. Could go either way depending on what is actually done. |
| 4.2 | Examining the potential of more home delivery of food, including to neighbourhood delivery points for collection by local residents. | + ↓ A+ PO | Doing it rather than talking about would be better!! (Scoring is based on putting this into action). |

| | | | |
|-----|---|--------------------|--|
| 4.3 | Investigate potential for Car Clubs. | + ↓ A+ PO | Do or Act? |
| 4.4 | Examining the potential of home delivery of town centre goods to encourage trade. | O → (O) | Depends on cost of delivery! Needs more definition. What sort of goods? |
| 4.5 | Modifications to car parking provision, with more attention to the needs of the disabled, those with young children and motorcyclists (secure storage for bike and/or equipment). | +(ish) ↓ (O) | Needs to include cyclists and cycle parking in town centre – not necessarily in car parks. |

5. Leisure and Recreation

Analysis of responses

| | | | | | |
|---------------------------------------|-----------------------|---------------------------------|-----------------|-----------------------|-------------------|
| Health Impact | Major positive ++ | Small positive + | Little effect O | Small negative - | Major negative -- |
| | 2 | 6 | 3 | 0 | 0 |
| Inequalities Impact | Decrease inequality ↓ | Unlikely to impact inequality → | | Increase inequality ↑ | |
| | 8 | 3 | | 0 | |
| Likely to have negative impact on NHS | Access (A-) | Policy (P-) | | Both (-) | |
| | | 0 | | 1 | |
| Unlikely to have an impact on NHS | Access (AO) | Policy (PO) | | Both (O) | |
| | | 0 | | 3 | |
| Likely to have positive impact on NHS | Access (A+) | Policy (P+) | | Both (+) | |
| | | 2 | | 5 | |

Major themes arising from responses

- Summary of responses in this section indicate positive impact on health, strong impact in relation to reducing health inequalities, and strong positive impact on health services and health policy.
- Responses clearly indicate greater participation in recreation and leisure activities is beneficial for the health of the local population.
- Initiatives that do not reduce health inequality relate to long distance travel, but those that do include an element of targeting to people who would benefit from concessionary arrangements.

| Initiatives for Leisure Trips | | Scoring | Comment |
|-------------------------------|---|------------------|--|
| 5.1 0 | Further measures to ensure that the perception of road safety and personal security issues matches the reality (that there are few problems) to encourage a vibrant night time economy in Darlington Town Centre. | + ↓ (-) | Improving safety/security at night is good regardless of development of vibrant night time economy. Potentially may need more NHS resources. |
| 2 5.2 0 | Ensuring that the walking and cycling networks link to green spaces, parks and countryside sites, as well as the National Cycle Network. For example, completing National Cycle Route 14 between Darlington and Stockton, thus linking the South Burdon Community Woodland to the urban area sustainably. | ++ ↓ AO P+ | Targeted. |
| 5.3 | Measures to contribute to the local Street Scene environment. | + ↓ AO P+ | Vague! What sort of measures? Is it to improve the street scene? Older people want to see handrails in street. Less trips and falls. |

| | | | |
|------|---|----------------|---|
| 5.4 | Promotion of Darlington Doorstep Walks, to encourage use of the walking network including footpaths and bridleways, to access historical sites, flower displays and other places of interest. | ++ ↓ (+) | Targeted |
| 5.5 | Working with the taxi trade to help provide the service that the public need. | O ↓ (+) | What measures? More detail. Disabled access, taxis, women taxi drivers. Do we know what the public need? Arts taxi for older people at night. |
| 5.6 | Improving community transport provision, including those with a mobility disability, to access facilities. | + ↓ (+) | |
| 5.7 | Investigating solutions to help rural social inclusion such as supporting late buses and shared taxi services. | + ↓ (+) | Potentially – feeling of well-being. |
| 5.8 | Developing ticketing initiative, for example joint leisure centre/bus, fitness centre/bus, theatre/bus or football/bus tickets to encourage sustainable travel. | + ↓ (+) | Depends on costs/affordability. Marketing will be important. Cheap tickets on bus for NHS visitors/patients. |
| 5.9 | Car sharing for Darlington Football Club, including when appropriate, Park & Ride facilities for away supporters. | O → (O) | |
| 5.10 | Promotion of rail and coach services for long distance travel where appropriate. | + → (O) | |
| 5.11 | Encourage the promotion of Sky Express 737 Airport shuttle and improvement as required. | O → (O) | Reward the policy action. |

6. Access to Health Services and Caring for Others

Analysis of responses

| | | | | | |
|---------------------------------------|-----------------------|---------------------------------|-----------------|-----------------------|-------------------|
| Health Impact | Major positive ++ | Small positive + | Little effect O | Small negative - | Major negative -- |
| | 1 | 1 | 2 | 0 | 0 |
| Inequalities Impact | Decrease inequality ↓ | Unlikely to impact inequality → | | Increase inequality ↑ | |
| | 8 | 0 | | 0 | |
| Likely to have negative impact on NHS | Access (A-) | Policy (P-) | | Both (-) | |
| | | 0 | | 0 | |
| Unlikely to have an impact on NHS | Access (AO) | Policy (PO) | | Both (O) | |
| | | 0 | | 0 | |
| Likely to have positive impact on NHS | Access (A+) | Policy (P+) | | Both (+) | |
| | | 0 | | 4 | |

Major themes arising from responses

- Summary of responses in this section indicate positive effect on health status of the population in relation to developing the cycle network, strong impact in relation to reducing health inequalities, and positive impact on health services and health policy.

| Proposals for Access to Health Services | | Scoring | Comment |
|---|--|----------------|-----------------------|
| 6.1 | Participating in the County Durham Travel Response Centre via the Transport to Health Partnership. | O ↓ (+) | Targeted information. |
| 6.2 | Cycle network development. | ++ ↓ (+) | |
| 6.3 | Implementing Safer Routes to Health (to local health centres and hospitals), in partnership with Sustrans. | + ↓ (+) | |
| 6.4 | Working with the Transport to Health Partnership to ensure that all local people can get to their "out of hours" primary care centre in line with the social inclusion strategy. | O ↓ (+) | |

APPENDIX 4 - EDITORIAL GROUP

| | | |
|---------------|---|--------------------|
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ANNEX 19:

Traffic Management Duty

Context

Making the best use of the road network is important for the economic vitality of Darlington, but also to facilitate access to services, provide a safe environment for all road users and improve the quality of life for those that use or live or work adjacent to the road network.

As the provision of additional road space is generally impractical and a last resort solution, the existing network has to be managed effectively for all road users. There are a number of issues to be considered:

- Managing the network under normal traffic conditions;
- Improving the network and reducing the demands on the network;
- Managing events that put further pressure on the network such as planned roadworks and events, and emergencies such as accidents or poor weather conditions; and
- Improving communications to road users and key stakeholders.

National Context

Part 2 of the Traffic Management Act 2004 places a network management duty on local traffic authorities (LTA). Section 16 of the Act sets out the requirement of the new duty as being:

“It is the duty of a local traffic authority to manage their local road network with a view to achieving, so far as is reasonably practicable having regard to their other obligations, policies and objectives, the following objectives –

- a) Securing the expeditious movement of traffic on the authority’s road network; and
- b) Facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.”

The duty requires the LTA to consider the movements of all road users – pedestrians, cyclists, motorcyclists, public and private transport – involved in the transport of people or goods. This includes any special needs for the disabled.

The Act also requires that a Traffic Manager is appointed. The Traffic Manager has a key role to play, not only in the effective management of the network at an operational level, but also in managing future demands on the network at a more strategic level. The approach to traffic management is therefore key to the development and successful implementation of the Second Local Transport Plan.

Regional Context

The Regional Spatial Strategy sets out 4 main themes for the North East region:

- Delivering economic prosperity and growth;
- Creating sustainable communities;
- Conserving, enhancing and capitalising on the region’s natural and built environment; and
- Improving connectivity within and beyond the region.

Across the North East local traffic authorities aim to support the delivery of these aims and ensuring that the existing and planned road networks are effective and efficient is key to attracting new businesses to the region. In particular the key trunk road network needs to be fit for purpose to link the North East to the rest of the UK. The Tees Valley Vision also puts regeneration at the top of the sub-regional agenda. At a sub-regional level the importance of roads for car and HGV traffic is complemented by a focus on promoting a wide range of travel choices, especially bus and rail transport across the Tees Valley and walking and cycling at a local level.

A North East Traffic Management Group has been established to implement the duties of the Traffic Management Act on a region wide basis, setting standards within the same framework. The Group meets quarterly and it has developed a North of England Network Management Plan Template, which each individual authority can use to develop a Plan that meets local needs. Darlington has embraced this approach and has established its Plan which is included on page 19.6 of this Annex.

Local Context

Darlington is an historic market town, situated adjacent to the River Tees and on the East Coast Main Line. It is the 5th largest retail centre in the North East. 85% of the population live in the compact urban area with the majority of the remaining residents concentrated in a few outlying villages.

The A1(M) and A66(T) roads pass around the edge of the urban area, providing fast and efficient north-south and east-west connections respectively. In addition there are key roads linking to North Yorkshire and County Durham, which are important commuter links. Within the urban area the roads are laid out in a traditional radial pattern, with the focus of the network being the town centre, served by a ring road.

Darlington is both a Cycling Demonstration Town and Sustainable Travel Demonstration Town and therefore there is a recognition of the importance of all modes of transport that use the network. Darlington also has high levels of bus patronage (10% of all trips compared to 6% nationally) although this is declining. Car ownership is below the national average but increasing and there are noticeable disparities between car ownership between wards.

The Community Strategy “Where Quality Comes to Life” establishes the key local priorities for Darlington and provides structures for delivering against those priorities, led by Darlington Partnership, the Local Strategic Partnership. The Strategy is directed towards realising the vision for Darlington as:

- An area creating and sharing prosperity;
- A location for learning, achievement and leisure;
- A place for living safely and well; and
- A high quality environment with excellent communication links.

The Partnership has identified 3 priorities on which it will focus, namely:

- Improving the local economy;
- Raising educational achievement; and
- Promoting inclusive communities

As well as three priority groups, namely:

- Children and young people;
- Older people; and
- Those living in the most deprived wards.

Darlington’s regeneration strategy has been successful in

attracting inward investment to Darlington, creating employment opportunities for local people and for those in neighbouring areas. Whilst this is a fantastic achievement it also brings added problems, particularly in terms of additional traffic and in ensuring that those without access to a car are able to access these opportunities. Therefore it is important that the Local Development Framework, Regeneration Strategy and Transport Plan interlink to minimise the negative impacts on the road network of creating employment opportunities and wealth, and actively promote the use of all modes of transport.

As some of the network management issues are most severe at peak travel times, often associated with travel to school, college or work, it is important that the focus on young people addresses home to school travel.

Whilst the Transport Strategy and Local Transport Plan contribute across a number of themes to the vision, the network management role fits neatly into one of the eight themes, namely **“Developing an Effective Transport System”**.

The Local Transport Plan has 6 strategic objectives and Network Management has a role to play in delivering all of them, as is summarised in **Table 1**.

Table 1 Role of Network Management in delivering strategic objectives

| Strategy Objectives | Role of Network Management |
|---|---|
| A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington. | To ensure developments in Darlington do not have an adverse affect on the road networks managed by Darlington and its neighbouring authorities. To ensure new developments provide for all road users To minimise the disruption to the operation of the road network during periods of construction. |
| B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need. | To ensure that the network can operate efficiently and effectively, in particular for public transport, cyclists, motorcyclists and pedestrians; provision of safe facilities for the disabled. <i>Key objective of Network Management</i> |
| C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network. | <i>Measures to secure the expeditious movement of traffic should</i> |
| D To improve travel safety and security for all by addressing the real and perceived risks. | <i>always be safe for all road users, particularly pedestrians, cyclists, motorcyclists and vulnerable users of the highway.</i> <i>Measures to reduce the demand on the road network can help</i> |
| E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips. | <i>to secure a more efficient use of the road network. This will include travel plans.</i> <i>To ensure that the network can operate efficiently and effectively</i> |
| F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food. | <i>to ensure minimum response times for emergency vehicles.</i> <i>To ensure that the network can operate efficiently and effectively for pedestrians and cyclists to encourage active travel, which has a positive impact on health.</i> |

Implementation

Darlington has appointed a Traffic Manager who also has a remit for Development Control. This ensures that there is a close link between land use, transport assessments, accessibility appraisals, demand management measures (such as travel plans) and network management duties.

In order to ensure that there is integration between strategic and operational issues it is important that there is good communication and cooperation between the key officers. The Traffic Manager is co-located with:

- Highway Maintenance Manager, with responsibility for the Transport Asset Management Plan, planned, routine and emergency maintenance, Streetworks coordination and winter service provision;
- Traffic Management and Road Safety Manager, with responsibility for planned highway improvement schemes, including pedestrian, cycling and public transport improvements and demand management measures (car parking and traffic regulation orders);
- Highway and Bridge Design Manager, with responsibility for major traffic schemes;
- Transport Policy Manager, with responsibility for setting the policy framework, budget setting and control, target setting and monitoring and demand management (in particular 'soft measures').

The Traffic Manager has developed the Traffic Management Plan for Darlington following the North of England Network Management Plan Template and is found on page 19.6 of this document.

An audit of all roads within the Borough has been undertaken to produce a network hierarchy of classified roads. This includes all the roads that cross boundaries into the neighbouring local traffic authorities of North Yorkshire County Council, Stockton Borough Council, Durham County Council and Highways Agency and has been completed in partnership with these authorities.

This information is being used to establish service levels for each type of road based on traffic flows and sensitivity. This in turn will be used to set policies and procedures for streetworks, maintenance schemes and improvement schemes, and for development and access issues identified through the development control process. By 2007 this information will be used for streetworks permitting, linking the potential impact of planned maintenance or utility works on the efficiency of the network, to the restrictions that apply to when and how works can be implemented.

Strategic level - Improving the network and reducing the demands on the network

The Traffic Manager has a key role to play in the development control process and is involved in all planning applications that impact on the highway. The Traffic Manager is also involved in strategic land use planning, both as part of the development of the Local Development Framework and on major regeneration schemes, for example the Council's own development of the Faverdale area for logistics and distribution businesses, the housing development at West Park (including school and other community facilities) and Tees Valley Regeneration's masterplan for Central Park. Through this process, improvements to the network are planned for all road users.

In April 2007 Darlington Borough Council will take over the enforcement of parking restrictions through the decriminalisation of parking, a process that is already underway. This will reduce the negative impact of parked vehicles hampering the use of the network for all road users, including pedestrians, as well as improving safety. Control of parking enforcement is part of a much wider demand management role for the Traffic Manager. Other demand management measures will be sought through the delivery of the Local Transport Plan and land use development, such as the appropriate allocation of road space, travel plans, bus priority measures and appropriate levels of car park provision.

The Traffic Manager will also be involved in proposals to reallocate road space on the existing highway network, in particular for buses and cycles.

The Traffic Manager will use the results of phase 1 and 2 of the Congestion Study, being undertaken by Capita Symonds, to agree capital improvement schemes to the highway. The model that is being developed will also be used in the assessment of land use planning applications.

Operational level - Managing the network under normal traffic conditions;

The Traffic Manager will be responsible for developing and reviewing policies and processes that will allow effective coordination of works on the highway network, to minimise the impact of any disruption or resulting congestion.

This will apply to Darlington Council's own highways works as well as those undertaken by other organisations such as utility companies.

Technology will be used to both assist traffic movement and monitor resulting disruption. This will include variable messaging systems to direct traffic to car parks, real time information for the public transport operations, Urban Traffic Control to improve traffic flow at key light controlled junctions and vehicle run time data collection.

Managing events that put further pressure on the network such as planned roadworks and events, and emergencies such as accidents or poor weather conditions

The Traffic Manager working alongside the Highway Inspectors, Streetworks Inspector and Technical Support Team coordinates planned streetworks on the highway in conjunction with the managers for Highway Maintenance, Traffic Management and Road Safety, Highway and Bridge Design and the public utility operators.

A Safety Advisory Group has been established to provide advice and coordination for all events that take place within the Borough. This Group includes the Traffic Manager and representatives from the emergency services, Highways team and event management. It meets before the start of a new financial year when the events programme is finalised to look at the programme for the entire year. The Group then meets quarterly (or more often if required) to evaluate the processes and policies put in place for each event to ensure that public safety is maintained, and that the event has minimal impact on the operation of the highway network.

A similar Safety Advisory Group exists for Darlington Football Club to manage football match fixtures at the ground and other events held at the venue and the Traffic Manager is an integral part of the Group.

Contingency planning with key partners such as the Police, emergency services and bus operators ensures that there are processes in place to deal with emergencies such as accidents and poor weather. Alternative routes are agreed with the Police when there are accidents, in particular taking into account disruption that may occur on the A66(T) and A1(M) resulting in additional large volumes of traffic having to use the Borough's roads. The Council operates a large gritting fleet for the size of the authority to ensure that roads remain safe during poor winter driving conditions.

Improving communications to road users and key stakeholders

In September 2005 a major change to the traffic management system in Darlington town centre was introduced as part of the Pedestrian Heart scheme to pedestrianise the town centre. One of the key roles of the Traffic Manager was to ensure that all key stakeholders understood the implications of the changes, in particular occupiers of premises effected by the changes and the implications for access and deliveries; bus operators as all town centre bus stops and routes changed; the Police for assistance with enforcement; and Darlington Association on Disability to assist with advising people of changes to parking, bus stop location and wheelchair accessible routes.

A communications strategy was put into action to inform people of the changes including press releases, articles in the Council magazine, leaflets, information on the website and

information at each new bus stop and every bus stops no longer in use. For 10 days around the change day members of Council staff were in the town centre advising people of the changes and helping them to find their new bus stops and blue badge parking bays. In addition large numbers of office based Council staff had to be informed so that they could answer queries from people who were unsure where they could walk, cycle, drive and park.

The Traffic Manager was a central point of contact for any issues around the new system and ongoing communication with both the public and stakeholders resulted in improvements to the scheme, such as additional temporary ramps to assist those in wheelchairs, installation of a handrail to help people access a bus stop, realignment of the temporary barriers to enable cyclists to access the new pedestrianised space, and changes to a number of bus services to assist both bus passengers and bus operators. This ongoing communication has ensured that the traffic management system is working effectively and pedestrians are beginning to see the benefits from having a traffic free environment.

It is important to inform road users about potential disruption to the highway network and to advise people how best to use the highway network, to reduce journey time delay.

The Variable Messaging System on the radial routes approaching the ring road, advise drivers where spaces are available in the main car parks. This enables drivers to select the most appropriate route to find a car parking space and reduces circulating traffic.

Roadworks information signs provide drivers with details of planned roadworks, and importantly the hours of operation of the works and the length of the disruption. This enables drivers to plan alternative routes or adjust their journey time.

A comprehensive Streetworks register is available on the Council's website and is one of the most accessed resources. It provides details of planned and emergency works so that residents can find out what is happening in their local area.

The Council has a partnership Working Agreement with Traffic Information Services (TIS) Ltd for the provision and maintenance of operating procedures and services in relation to the national Traffic Control Centre.

Planned or emergency disruption to the highway network is communicated via an online communications announcement to all council staff to ensure that service delivery can continue without disruption.

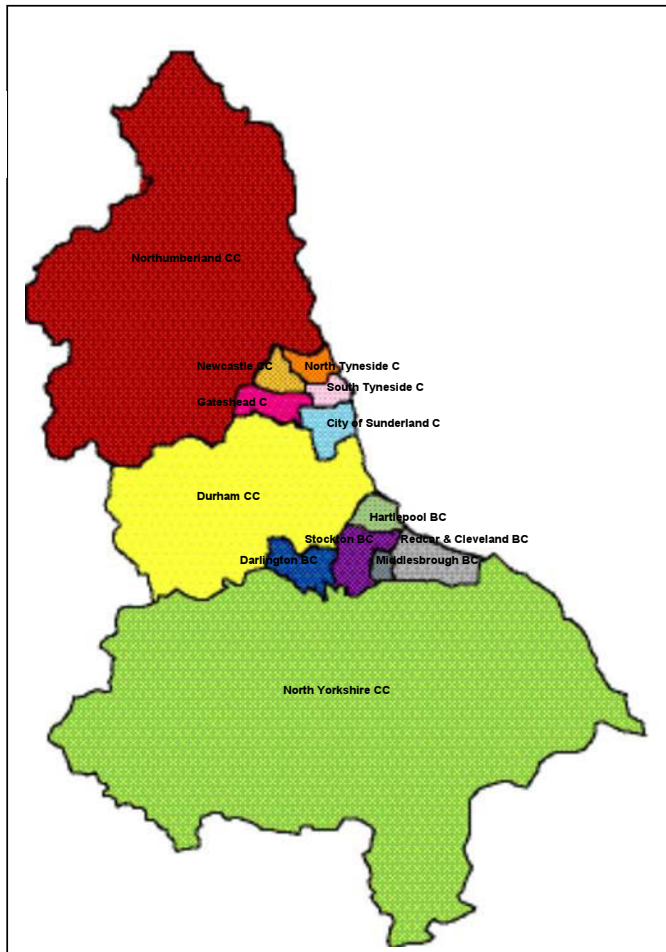
In addition to communicating with the general public and key stakeholders other information is also communicated to the Traffic Manager to assist in his work, e.g. the data collected monthly from the extensive network of automatic traffic and cycle counters. The first bus punctuality and vehicle runtime surveys have been undertaken and ongoing surveys will establish a baseline to identify areas for improvement.

Partnerships

- North of England Traffic Managers Group – the thirteen members of NEHAUC (North of England Highway Authorities and Utilities Committee)
- Durham Constabulary
- Punctuality Improvement Partnership – local bus operators
- Highways Agency - regular meetings and provide good advance warning of proposed works
- Darlington Pedestrian Heart – key stakeholders involved in the project to pedestrianise the town centre and introduce major changes to the traffic management system

DRAFT Darlington Network Management Plan





Darlington Borough Council

DRAFT Network Management Plan

Contents Amendment Record

This report has been issued and amended as follows:

| Issue | Revision | Description | Date | Approved by |
|-------|----------|-------------|------|-------------|
|-------|----------|-------------|------|-------------|

Contents

| | | |
|-----------------|--|-----------|
| <u>1</u> | <u>Introduction</u> | 3 |
| 1.1. | <u>Objective</u> | 3 |
| 1.2. | <u>Council Policy Statement</u> | 4 |
| 1.3. | <u>Background</u> | 4 |
| 1.4. | <u>Legislative context</u> | 5 |
| <u>2</u> | <u>Regional context</u> | 6 |
| 2.1. | <u>NEHAUC</u> | 6 |
| 2.2. | <u>Regional Network Management</u> | 6 |
| 2.3. | <u>Regional Traffic Managers Group</u> | 7 |
| <u>3</u> | <u>Organisation</u> | 8 |
| 3.1. | <u>Key Personnel Details</u> | 8 |
| <u>4</u> | <u>Network management hierarchy</u> | 9 |
| 4.1. | <u>Introduction</u> | 9 |
| 4.2. | <u>Network management hierarchy</u> | 9 |
| <u>5</u> | <u>Traffic manager</u> | 10 |
| 5.1. | <u>Introduction</u> | 10 |
| 5.2. | <u>Responsibilities</u> | 10 |
| 5.3. | <u>Co-ordination & Liaison</u> | 12 |
| <u>6</u> | <u>Policy, procedures & performance</u> | 14 |
| 6.1. | <u>Introduction</u> | 14 |
| 6.2. | <u>Local transport plan</u> | 14 |
| 6.3. | <u>Transport asset management plan</u> | 14 |
| 6.4. | <u>Systems & procedures</u> | 14 |
| 6.5. | <u>Performance measurement</u> | 15 |

Appendices

| | |
|-------------|--|
| Appendix 1 | Supporting Documents and Links |
| Appendix 2 | Guidance on Network Management Plan Development |
| Appendix 3 | Council contacts |
| Appendix 4 | <i>To be completed</i> |
| Appendix 5 | Existing network hierarchies |
| Appendix 6 | <i>To be completed</i> |
| Appendix 7 | <i>To be completed</i> |
| Appendix 8 | <i>To be completed</i> |
| Appendix 9 | <i>To be completed</i> |
| Appendix 10 | <i>To be completed</i> |
| Appendix 11 | Definitions |
| Appendix 12 | <i>To be completed</i> |
| Appendix 13 | <i>To be completed</i> |
| Appendix 14 | Organisational Structure |

1 Introduction

1.1. Objectives

The Traffic Management Act 2004 (TMA) introduces the Network Management Duty on local traffic authorities (LTAs). Section 16 of the TMA sets out the requirement of the new duty as being;

“It is the duty of a local traffic authority to manage their road network with a view to achieving, so far as is reasonably practicable having regard to their other obligations, policies and objectives, the following objectives –

(a) securing the expeditious movement of traffic on the authority’s road network; and

(b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.”



The Department for Transport has issued guidance on the duty. Whilst this guidance implies that there is no requirement on LTAs to develop a specific Network Management Plan, Darlington Borough Council believe that, in developing such a plan, it can show our commitment to the new duty in terms of managing our road network in line with the Council’s vision and aims as follows:

‘Where quality comes to life’ – A Community Strategy for the future of Darlington was adopted by the Council and Local Strategic Partnership in March 2003. The Council shares with its partners the vision adopted as part of that process.

Our Vision for the Future of Darlington

Together our community will expect and strive to achieve:

- **An area creating and sharing prosperity** – enhancing our economy and sharing the benefits with all our community.
- **A location for learning, achievement and leisure** – raising aspirations and attainment, promoting creativity and leisure.
- **A place for living safely and well** – reducing crime, making people feel safer and improving health.
- **A high quality environment with excellent communication links** – making the most of our heritage, market town appeal and location.

Connecting Themed Aims

The Corporate and Best Value Performance Plan is structured into sections based on the four visionary goals and eight connecting themes of the Community Strategy as follows:

Four visionary goals –

- An area creating and sharing prosperity
- A location for learning, achievement and leisure
- A place for living safely and well
- A high quality environment with excellent communication

Eight connecting themes –

- Improving the local economy
- Raising education achievement
- Promoting community safety
- Enhancing the local environment
- Promoting inclusive communities
- Stimulating leisure activities
- Improving health and well-being
- Developing an effective transport system

The TMA requires the Council to appoint a Traffic Manager, who will be responsible for delivering a co-ordinated, planned and effective response to the network management duty across all the Council’s departments and functions that may have an influence on the successful operation of the network, and to ensure that agreed actions are implemented. The role of Darlington Borough Council Traffic Manager is defined in greater detail in Section 5 of this plan.

The TMA also provides for the Secretary of State to intervene in a LTA where that authority can be shown to be failing in the discharge of the duty and appoint a Traffic Director. Initial draft guidance on the criteria for intervention is soon to be published by the DfT. In developing this plan Darlington Borough Council demonstrate how it will monitor the effectiveness of its network management and will be reviewed in line with the criteria for intervention as it is developed.

The Network Management Plan has been created in collaboration with the LTAs in the north of England (a cd is attached at Appendix 10 of this plan which contains a copy of all the individual Network Management Plans of the other LTAs who were partners in the development of the original template). The purpose of the plan is to set out the Councils approach to managing the network to the benefit of our customers. It will be used to demonstrate the policies it is actively pursuing to ensure the more expeditious movement of traffic on the network. The plan will remain under continual review to ensure that changing needs are embraced within effective network management. The principal objectives of the plan are:

- Objective 1 – support delivery of the Transport Strategy and Accessibility Strategy in line with the 2LTP
- Objective 2 – tackle congestion and reduce disruption
- Objective 3 – assist in achieving the targets relating to bus patronage and bus punctuality
- Objective 4 – assist in achieving the targets relating to walking trips
- Objective 5 – assist in achieving the targets relating to cycle trips

The plan will facilitate the integration of the Traffic Manager into the existing administrative structure and assist the Council to discharge the duty through the expeditious use of existing systems.

In working in partnership with the other LTA's in the north of England it demonstrates that, through collaborative working, an open and frank exchange of information on best practice is key in ensuring regional consistency in the approach to network management. It is envisaged that a North of England Traffic Managers group will be established that will keep the regional aspect of network

management under continual review, complementing the local review that individual LTAs undertake. Further information on this group is given in Section 2 of this plan.

This plan recognises that network management should form only one element of the Council's transport strategy and that, whilst it is the Council's aim to see an improvement in the efficient use of the network, it should not be at the expense of those with a need to use or work on roads and footways. It is important that our approach to network management recognises these needs and the fact that they can and will have an effect on the network capacity. A pro-active approach to co-ordination will be adopted that will allow the gathering of accurate information on planned works or events, consideration on how best to minimise their impact (or stipulation if necessary) on optimum timing.

1.2. Council Policy Statement

The Council's Transport Strategy seeks to:

- improve accessibility to services and opportunities by providing travel options, so that all may participate in the life of their community;
- tackle traffic congestion and its associated effects on local communities through a focus on sustainable travel choices, thus contributing to residents' quality of life;
- make the transport network safe and secure for all; and
- deliver solutions to travel needs in partnership with local people, businesses and other providers.

1.3. Background

The provisions in the TMA aim to provide LTAs with a stronger focus on tackling congestion, and greater powers to pursue that aim.

The TMA provides LTAs with much greater powers to minimise unnecessary disruption caused by poorly planned works. In addition, there are many different strands of work within local authorities, which need to be co-ordinated properly if their collective impact is to be one that delivers visible benefits to the public. These strands of work include not only co-ordination of utility companies' street works and the authority's own road works, but also

activities such as managing parking provision, managing provision of public transport, development control policy, activities on the network, for example refuse collection, and planned and unplanned events, all of which can contribute to unnecessary disruption and congestion. It is the planning for and dealing with the effects of all such aspects that the network management duty is aimed.



However, the TMA is specific in stating that traffic is not only vehicular, but includes pedestrians and cyclists. So the duty must consider the movement of all road users. It is for the Council to develop the duty alongside our existing strategies and policies and not for it to supersede them. Indeed the network management duty is to be applied to the Councils duties not only as LTA (s121A, Road Traffic Regulation Act) but also as:

- local highway authority (s1(b), Highways Act 1980); and as
- street authority (s49(1), New Roads and Street Works Act 1991).

This plan outlines how Darlington Borough Council will do that.

1.4. Legislative context

Existing legislation under which highway authorities attempt to control the disruption caused by utility companies' street works, the New Roads and Street Works Act (NRSWA), dates back to 1991, at which time only a handful of utilities were permitted to dig up the road. There are now however over 150 utilities able to conduct street works. The need for those utilities to build and maintain networks of apparatus beneath the street has led to a significant growth in the levels of disruption caused by street works over the last decade. The CBI stated last year that delays on the

country's road and rail network were costing the economy around £20 billion a year, whilst the Halcrow report¹ on street works, for the Department for Transport, estimated the cost of delay caused by utility street works to be £4.3 billion

Tackling congestion is a key objective for the Government. Transport 2010: The 10 Year Plan sets out policy aims for transport. The Act will make a vital contribution to progress against important 10 Year Plan targets:

- Reducing congestion on inter-urban trunk road network, and in large urban areas
- Improving air quality
- Reducing the number of people killed or seriously injured in Great Britain in road accidents

¹ Halcrow/DfT – Assessing the Extent of Street Works and Monitoring the Effectiveness of Section 74 on Reducing Disruption: Volume 3 – Estimation of the Cost of the Delay from Utilities Street Works – July 2004

2 Regional context

2.1. NEHAUC

The North of England Highway Authorities and Utilities Committee, NEHAUC, is one of ten regional Highway Authorities & Utilities Committees (HAUCs). It should however be noted that any reference to NEHAUC in this plan refers only to the highways side.

These regional HAUCs were created after the introduction of the New Roads and Street Works Act 1991 (NRSWA) to provide a forum for Highway Authorities and Utility Companies (Gas, Electricity, Water, sewerage and Telecommunications) to discuss and review topics of mutual concern and interest.

The NRSWA placed a new emphasis on minimising disruption to road users by providing a framework of procedures that ensures all works, are 'coordinated' to minimise the effects on the travelling public.

NEHAUC use the dictum

“Working together to the benefit of Highway users”

this describes the positive and constructive attitude that has been developed between the members.

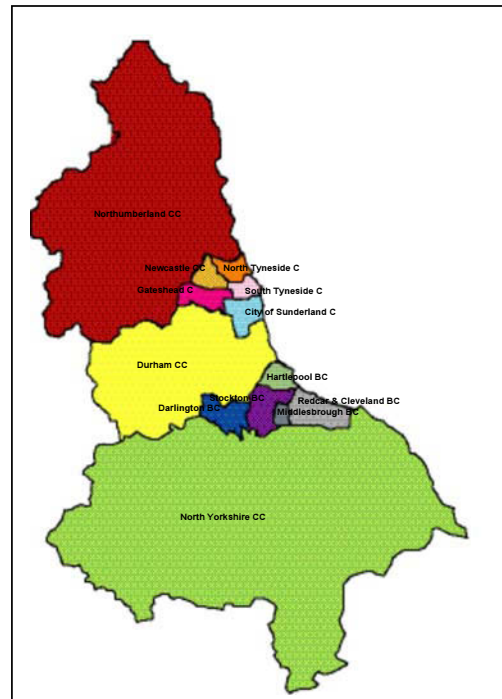
Communications between the members of NEHAUC is essential. Representatives meet three times a year to discuss issues and formulate agreed working practices. The committee is supported by a number of working groups which are tasked with looking at specific issues.

2.2. Regional Network Management

Whilst it is recognised that the Network Management duty is not necessarily a function of NEHAUC, the collaborative approach taken in developing a regional Network Management Plan template demonstrates the regional approach to network management.

With the advent of the TMA and the introduction of the Network Management Duty, the north of England highway authorities have recognised the importance that a collaborative regional approach will make to the successful implementation of the duty across the north of England.

Consequently, they have worked together to develop a Network Management Plan template that, whilst being used specifically by individual



authorities to detail the policies and procedures they will use to aid the discharge of the duty, also demonstrates that they are committed to the working together and disseminating best practice.

Not all of the factors that may have an influence on network management will fall under the remit of the highways side of NEHAUC. However it is a fact that the principle causes of unnecessary disruption and congestion, and which the network management duty is aimed at improving, do. Street works and roadwork's can and should be carefully co-ordinated and other activities, for example skips and scaffolding licensed under the Highways Act 1980, road closures effected under the Road Traffic Regulation Act 1984, will become registerable as the provisions of Parts 4 and 5 of the TMA are commenced. Co-ordination of these activities will then fall under the remit of the highways side of NEHAUC.

Other causes of congestion, for example planning/development control, school start/finish times, road traffic accidents and weather events will be dealt with through council policies and contingency plans. Monitoring of the effects of such activities and the influencing changes that may improve the use of the network will form part of the new duty. However it is considered that the direct link between the Traffic Manager and NEHAUC is important as it will provide for a focus in terms of the monitoring of the duty and its success.

2.3. Regional Traffic Managers Group

To facilitate this cross regional collaboration, it is intended to establish a North of England Traffic Managers Group. This group will compare and benchmark performance and disseminate best practice amongst its members, and further a field, within an environment of continual improvement.

The north of England LTAs will endeavour, as far as is reasonably practicable, to manage the regional highway network effectively to keep traffic moving.

A working group consisting of the Traffic Manager from each of the authorities will be established to monitor the effects of the duty on a regional basis and they will cooperate in the interests of disseminating best practice with a view to establishing a culture of continual improvement.

As referred to above, a direct link between the Traffic Managers and NEHAUC will be established. Each forum will have representatives of the other in attendance to ensure a consistency in decision making.

This group will work together in developing the management of the regions network. Whilst all council's have there own priorities, the culture of collaboration that exists between the north of England highway authorities means that the sharing of best practice will enable the councils to learn from others experience, benchmark their performances and ensure, as far as is reasonably practicable, that continual improvement occurs across the region.

It will also make efforts to disseminate their experience outside the region in order that best practice can be shared across the country and lessons learned from other regions can be embraced within the continual improvement culture developed in the north of England.

Darlington Borough Council recognises the important role that the Highways Agency has in the success of network management. Whilst the Highways Agency (HA) network of motorways and trunk roads represents only 3% of the road network in England it carries a third of all traffic and two thirds of all heavy freight traffic. The network is of strategic importance and its efficient operation is fundamental to the economic wellbeing of the country.

The HA network passes through our network. Activities affecting the local road network can have a detrimental affect on the motorways and trunk roads, and the reverse is also true. Whilst the network management duty does not strictly apply to the HA, the Network Management Guidance states that it has been given a similar remit to manage better its network and to reduce the impact of congestion and congestion related delays. This includes the HA facilitating the movement of traffic on local road networks.



Darlington Borough Council recognises the important role the HA has to play and will maintain an ongoing dialogue with its nominated network management nominee, namely the Area Performance Manager, on a local level and regionally via the North of England Traffic Managers group.

3 Organisation

The following section gives details of key personnel within the authority's structure and details of the reporting lines in place.

3.1. Key Personnel Details

The following table gives details of key personnel that are vital to the successful operation of this plan.

The persons named above are those with responsibility for the overall network management duty conferred on Darlington Borough Council. They will deal with high-level policy development and review to ensure the Council shows continual improvement in its network management.

A further list of contacts is included as Appendix 3 for all day-to-day operational issues relating to the management and co-ordination of works and other activities affecting the network. Appendix 4 contains a list of key external contacts that Darlington Borough Council will use in the discharge of the duty.

| Position | Name | Location | Tel Number | E-mail |
|---|----------------|----------------|--------------|--|
| Traffic Manager | Harry Alderton | Hopetown House | 01325 388748 | Harry.Alderton@darlington.gov.uk |
| Highway Maintenance Manager | Steve Brannan | Hopetown House | 01325 388755 | Steve.Brannan@darlington.gov.uk |
| Highways Superintendent | Alan Ward | Hopetown House | 01325 388743 | Alan.Ward@darlington.gov.uk |
| Principal Engineer – Highway Asset Management | Dave McGuckin | Hopetown House | 01325 388745 | Dave.McGuckin@darlington.gov.uk |
| Parking Enforcement Manager | Sue Gillham | Houndgate | 01325 388932 | Sue.Gillham@darlington.gov.uk |

4 Network management hierarchy

4.1. Introduction

It is important that Darlington Borough Council define its network carefully in terms of network management. It is not appropriate, or practical, to apply the same level of network management to the whole of the network and therefore a hierarchical approach has been taken.

Currently the Council's network has a number of different hierarchy classifications. These hierarchies are listed in Appendix 5 of this plan.

Whilst these hierarchies' reflect different, but equally important criteria Darlington Borough Council believe that, in order to best discharge the network management duty, the network needs to be considered in the context of the location and use. In this way, and accounting for the Council's major transport policies a network management hierarchy has been established that reflects a usage hierarchy in terms of all traffic, including pedestrians and cyclists.

4.2. Network management hierarchy

The hierarchy that has been developed for network management divides the network into three categories – high/medium/low. The different designations are colour coded; high = red; medium = amber; low = green, where;

Red: roads where works/incidents/events would have a serious detrimental impact on the efficiency of the network if not coordinated

Amber: roads where works/incidents/events would have a reduced detrimental impact on the efficiency of the network if not coordinated, but are considered to be of lower priority

Green: roads where works/incidents/events would have little detrimental impact on the efficiency of the network if not coordinated.

This hierarchy is shown as Appendix 6 to this Network Management Plan.

In order to adequately understand the interrelationship between the different hierarchies, it is essential for these hierarchies to be displayable on a map based GIS. Some of the existing hierarchies are paper based, having been developed some years ago.

Others are already GIS and in an appropriate format.

The Traffic Sensitivity hierarchy will be reviewed in light of the new criteria to be published in the forthcoming Code of Practice on Notices etc. The Reinstatement Category hierarchy also needs to be reviewed in light of revised traffic flows. The Winter Maintenance Pre-salting Route hierarchy is updated on an annual basis and published as part of the Winter Maintenance Plan.

5 Traffic Manager

5.1. Introduction

The post of the Traffic Manager, as prescribed in section 17(2) of the TMA, is a statutory post for Darlington Borough Council. All LTAs are required to appoint a Traffic Manager as part of their arrangements for delivering the new duty. The aim is for the Traffic Manager to be a focal point within Darlington Borough Council, drawing together all the strands of activity that effect movement on the road network, ensuring co-ordination of our own activities and those of others, for example utility companies and others undertaking activities on the network, and in dealing with the effects of unplanned incidents.

5.2. Organisational Structure

The post of Traffic Manager has been placed within the Traffic Management and Road Safety Service area of the Highways Management section. The organisational structure is set out in Appendix 14.

The Traffic Manager has no responsibility for promoting works on the highway, there is therefore no conflict of interest.

The Traffic Manager is also responsible for Highway Development Control.

5.3. Responsibilities

Section 17(4) of the TMA states;

“The arrangements must include provision for establishing processes for ensuring (so far as may be reasonably practicable) that the authority -

(a) identify things (including future occurrences) which are causing, or which have the potential to cause, road congestion or other disruption to the movement of traffic on their road network

(b) consider any possible action that could be taken in response to (or in anticipation of) anything so identified.”

whilst section 17(5) states;

“The arrangements must include provision for ensuring that the authority –

(a) determine specific policies or objectives in relation to different roads or classes of road in their road network

(b) monitor the effectiveness of –

(i) the authority's organisation and decision making processes; and

(ii) the implementation of their decisions; and

(c) assess their performance in managing their road network

In practice, to discharge the duty, the role of the Traffic Manager is to oversee various activities that can potentially result in congestion if poorly co-ordinated during their execution or that could result in long term problems if insufficient provision is included during their inception. These activities can be divided into three groups;

- a) Operational activities
- b) Planned activities
- c) Unplanned events

5.3.1 Operational activities

Generally all work carried out in the highway is done so by somebody with the power to undertake such work, or those who are licensed under some particular legislation. Typically these can include, but are not necessarily exclusive to;

- street works (Statutory Undertakers)
- highway works (Council/developers)
- NRSWA licensed activities (installation of private apparatus)
- Highways Act 1980 licensed activities (skips/scaffolding, etc)



- Traffic Regulation Orders (Road Traffic Regulation Act 1984)
- road closures
- abnormal load movements
- refuse collection
- parking enforcement
- Planning and Development Control (Town and Country Planning Act 1990)



Darlington Borough Council can exert a direct influence, all be it to varying degrees over the above activities. The Traffic Manager will be responsible for developing and reviewing policies and processes that will allow effective co-ordination of works on the network in order to prevent, so far as is reasonably practicable, unnecessary or avoidable disruption and congestion.

This role will include ensuring that, whilst proactive discussion with all parties involved in works on the network should result in the successful co-ordination of works activities, robust enforcement policies are in place to deal with instances where due process has not been followed. Parity is an important principle in ensuring that network management is successful. Darlington Borough Council will lead by example by applying the same standards and approaches to their own works and activities as to those of others.

Traffic volume and the anticipated growth in traffic over the coming years (currently forecast to be around 30% over the next 10 years) will inevitably mean congestion on the network will increase. The Road Traffic Reduction Act 1997 requires LTAs to prepare a report, at such times as the DfT require, on the level of local road traffic, a forecast of growth in the level of that traffic and a target for reduction. However it is the Councils aim to minimise the growth in that congestion through the proactive

application of the network management duty in line with this plan and our wider policies. Further detail on the monitoring of the effects of the duty are given in Section 6 of this plan

5.3.2 Planned activities

A portion of congestion on the network is caused by the effects of planned events. Typically these can include, but are not necessarily exclusive to;

- sporting events
- carnivals
- parades
- demonstrations



The traffic manager will develop and maintain a register of Planned Events and disseminate the information to nominated stakeholders such that network management decisions will be informed, in particular with respect to potential temporary changes in Network Management hierarchy.

5.3.3 Unplanned incidents/events

The occurrence of the unplanned incident/event on the network cannot be underestimated. Such incidences can include, but are not limited to:

- road traffic accidents
- broken down vehicles
- motorway/trunk road diversion routes
- debris or diesel spillage on the road
- failure of the carriageway
- failures of utilities apparatus
- emergency repairs to utilities apparatus



- weather events (including snow, ice, flooding, high winds)
- major incidents where roads need to be closed for safety or operational reasons
- security alerts

The unexpected nature of such incidents often means that the immediate effects on the network are difficult to deal with. However, Darlington Borough Council has contingency plans and winter service plans to deal with such occurrences. The Traffic Manager will form part of the Council's strategic contingency planning team, thus ensuring that emergency decisions take account of the network management duty. For example, the diversion of traffic onto another part of the network may have a negative impact on works already planned. The Traffic Manager would be in a position to inform the decision process with the potential effects it may have and also review the planned works programme, recommending temporary changes to accommodate the particular emergency.

5.4. Co-ordination & Liaison

5.4.1 Local co-ordination

Under the Code of Practice for the Co-ordination of Street Works and Works for Road Purposes and Related Matters Second Edition (paragraph 6.2.5), it is recommended that local co-ordination groups meet on a quarterly basis to discuss a range of network related topics. The Traffic Manager has an integral role to play within this co-ordination group. Indeed it is probable that Darlington Borough Council Traffic Manager is best placed to chair these meetings. The TMA extends the requirement for co-ordination to cover all activities on the network. Whilst these quarterly co-ordination meetings will continue the Traffic Manager will maintain a strategic overview to ensure the principles of network management are applied.

5.4.2 Other traffic managers

The liaison of the Traffic Manager with others in equivalent positions is required on two levels. Firstly it is necessary for each individual Traffic Manager to liaise with all his counterparts that border his area of jurisdiction to facilitate the second aspect of the duty i.e.

“to facilitate the expeditious movement of traffic on road networks for which another authority is the traffic authority.”

For Darlington, our bordering LTA's are:

- Durham
- Stockton on Tees
- North Yorkshire

Those roads which cross the Darlington border into neighbouring authorities are scheduled in Appendix 10.

The second level of liaison is required to ensure that a culture of best practice and cooperation is established regardless of geographic boundaries. This liaison, on a national basis, will ultimately deliver a culture whereby assistance and cooperation can lead to significant efficiencies.

5.4.3 The Highways Agency

Given the role of the HA, liaison between the Traffic Manager and a nominated HA representative is essential due to the number of interfaces in responsibility and consequential impact one authority can have on the other. The Highways Agency has designated their Area Performance Managers the point of contact for network management and has provided contact details for the service providers for contact in respect to operational and co-ordination issues.

The National Guidance Framework (NGF) is a tri-partite agreement made between the Executive of the Traffic Operations Co-ordinating Committee (TOCC), the HA and Traffic Information Services (TiS) Limited ("TCC Company") relating to the operation of the Agency's National Traffic Control Centre (TCC). It sets out the guiding principles for the preparation of Detailed Local Operating Agreements (DLOAs) with each LHA, where a mutual interest exists for strategic traffic management purposes. The TOCC Executive comprises representatives of the County Surveyors Society (CSS), the Core Cities

Group and the Technical Advisers Group (TAG), representing Local Highway Authorities.

The Traffic Manager will ensure that liaison and agreement with the HA is undertaken in accordance with the above protocols.

A schedule of all interfaces with Highways Agency Trunk Road and Motorway Network is included in Appendix 10.

establish a detailed register of contacts with third party stakeholders in his area of jurisdiction, the primary purpose of which being to coordinate activities such that fluctuations in traffic flow do not cause significant congestions. The primary definition for these stakeholders is:

“Any company, authority or organisation that’s activities could potentially result in significant fluctuations in motorised or pedestrian traffic.”

5.4.4 Other stakeholders

The Traffic Manager shall, as part of his role,

| Organisation | Contact Name | Telephone No | E-mail address |
|----------------------------|--------------|--------------|----------------|
| Environment Agency | | | |
| Highways Agency | | | |
| Police | | | |
| Ambulance | | | |
| Fire Service | | | |
| NHS Trust | | | |
| Network Rail | | | |
| Durham Tees Valley Airport | | | |
| Arriva | | | |
| Stagecoach | | | |
| Darlington Football Club | | | |

6 Policy, procedures & performance

6.1. Introduction

The north of England LTAs have agreed to work together in the discharge of the new duty. It is recognised that the network management duty is only one element of our transport activities and should compliment other policies and actions. This plan has been developed in such a way that it will compliment the Council's Transport Asset Management Plan. Together, the Network Management and Transport Asset Management Plans will assist the Council in meeting our Local Transport Plan targets.

The development of this plan has recognised regional and national policies as well as our own local requirements. Whilst individual authorities may have different aspirations the joint aim of the north of England authorities is to secure the more efficient use of the road network. To this end a joint regional policy, procedures and performance monitoring regime have been agreed.

6.2. Local transport plan

The Council's Local Transport Plan (LTP) sets out the five year transport strategy and requires the diligent management of the network in pursuit of its primary policies such that the infrastructure is reliable, available, maintained and safe for use by the general public. The policies and proposals contained within the LTP are based on six strategy objectives:

- To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington.
- To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need.
- To tackle traffic congestion on key corridors and its potential affects on the economy and environment by making the most effective use of the transport network.

- To improve travel safety and security for all by addressing the real and perceived risks.
- To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips.
- To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food.

This network management plan builds upon these aims with a view to ensuring the expeditious movement of traffic on the network. Performance measures used to monitor the Councils progress with the LTP will contribute to the development of measurement of the implementation of network management.

6.3. Transport Asset Management Plan

Darlington's Transport Asset Management Plan described how Darlington Borough Council plans to manage its transport asset in a more informed manner by embedding asset management principles into our organisation. A transport asset which is available, safe and reliable is fundamental to the delivery of the network management plan. The network management plan relies on the availability of the transport infrastructure.

6.4. Systems & procedures

The ten essential criteria by which the Department for Transport will assess whether or not an LTA is adequately performing the Network Management Duty are as follows:

- setting objectives, local indicators and monitoring;
- setting up an appropriate management structure;
- having a permanent Traffic Manager appointed;
- co-ordinating and planning works and known events;
- Ensuring parity with utility companies;

- contingency planning for unknown events;
- working with all stakeholders – internal and external;
- Tackling congestion in step with national policy;
- Minimising disruption on different networks; and
- Providing information needs.

Action plans, targets and local performance indicators will be set against each criterion and detailed in Appendix 8.

6.5. Performance measurement

Early indications from the DfT in relation to the criteria for intervention are that the Local Transport Plan, or any system that may subsequently replace it, will be used to monitor the performance of LTAs in respect to network management.

Darlington Borough Council has established its priority themes in respect to the local transport plan. Section 5 of this plan identified three groups of activities that will have a significant impact on network management. Whilst this network management plan will be reviewed on annual basis, Darlington Borough Council has identified those measures that it believes contribute directly to network management within the scope of the Council's overall strategic goals.

Darlington Borough Council has already recognised that, with the anticipated growth of traffic over the next 10 years expected to be in the region of 30%, there will be an inevitable rise in congestion. However with a proactive network management regime and the policies and processes in place Darlington Borough Council believes it can mitigate this rise in congestion. The policies and processes that contribute to network management are included as Appendix 7 of this plan.

The indicators that have been identified in Appendix 8 will be used to contribute to a 'congestion matrix'. Darlington Borough Council believe that improvement against these targets will demonstrate that the policies and procedures the Council has adopted are improving the movement of traffic on the network and, in turn, towards

mitigating the effects of traffic growth and slowing a growth in congestion.

Baseline data relating to the Network Management hierarchy, and in particular the high priority routes, will be gathered during the first year of this plan that will allow the Council to set itself challenging targets and, where necessary, the development of new local indicators that are relevant to our aims.

The North of England Traffic Managers group will monitor the effects of the duty on a regional basis and will cooperate in the interests of disseminating best practice with a view to establishing a culture of continual improvement.

The group will work together in developing the management of the regions network. Whilst all council's have there own priorities, the culture of collaboration that exists between the north of England highway authorities means that the sharing of best practice will enable the councils to learn from others experience, benchmark their performances and ensure, as far as is reasonably practicable, that continual improvement occurs across the region.

It will also make efforts to disseminate their experience outside the region in order that best practice can be shared across the country and lessons learned from other regions can be embraced within the continual improvement culture developed in the north of England.

Appendix 1 Supporting Documents and Links

[Network Management Duty Guidance](#)

[New Roads and Street Works Act 1991](#)

[Traffic Management Act 2004](#)

Appendix 2 Guidance on Network Management Plan Development

The following is the guidance that was used to develop the Network Management Plan in April 2005 and this guidance should be developed annually as the plan itself is developed

| Section | Guidance |
|---------|--|
| 1.1 | Each individual LTA should include here its stated vision or goals |
| 1.2 | This section is to be completed by the council and should be a brief top level statement that identifies the key policies in place that should guide the decision making process in relation to traffic management. For example, North Yorkshire CC may include |
| 3.1 | It is for each individual authority to determine what key personnel will be named in this section. Clearly there should be a more extensive list of contacts for the day to day management of the different functions that have an impact on network management. These personnel should be included in a contacts list in the appendices to the plan. A council may also wish to consider extracting that day to day contact list and make it available separately, or in addition to the Network Management Plan on their web site |
| 4.1 | In developing its hierarchy the authority needs to consider its priorities in respect to the duty. Issues that could determine the development of the network may include existing hierarchies (highway maintenance/winter maintenance/reinstatement category), classification, traffic sensitivity, tourist routes, abnormal load routes, public transport routes, emergency services strategic routes, cross-boundary issues, modal consideration (vehicle/pedestrian/cyclist), diversion routes |
| 5.3.1 | In areas where a two-tier authorities exist, that particular authority will need to reference the liaison that takes place with the District Council in respect to the functions for which the LTA does not have the power, for example refuse collection or planning consents. Lines of communication will need to be established to ensure District Councils are aware of the network management duty and their impact on the movement of traffic |
| 6.2 | This section should include a statement referring to the individual Councils LTP |
| 6.3 | This section should include a statement referring to the individual Council's TAMP. For example, North Yorkshire CC may include an extract from their LTP 2006-2011 detailing how their plan will develop and how it will be complimented by the Network Management Plan |
| 6.4 | <p>This section is to be completed by each individual authority and should detail those systems and procedures in place that will allow the Traffic Manager to perform the functions defined in section 5. It should state where the systems and procedures are operated, who is responsible for the system and procedure along with details of any stakeholder involvement.</p> <p>It should also be referenced in this section if new systems and/or procedures are to be procured or developed, along with a timetable to identify the key milestones that will determine how the new systems and/or procedures will contribute to network management.</p> <p>Communication is considered the key to successful network management, both across the Council departments and with relevant staff in neighbouring authorities</p> |

Appendix 3 Council contacts

| Position | Name | Location | Tel Number | E-mail |
|---|-----------------|----------------|--------------|--|
| Head of Engineering & Highways Operations | John Ray | Hopetown House | 01325 388746 | John.Ray@darlington.gov.uk |
| Traffic Manager | Harry Alderton | Hopetown House | 01325 388748 | Harry.Alderton@darlington.gov.uk |
| Highway Maintenance Manager | Steve Brannan | Hopetown House | 01325 388755 | Steve.Brannan@darlington.gov.uk |
| Highways Superintendent | Alan Ward | Hopetown House | 01325 388743 | Alan.Ward@darlington.gov.uk |
| Principal Engineer – Highway Asset Management | Dave McGuckin | Hopetown House | 01325 388745 | Dave.McGuckin@darlington.gov.uk |
| Parking Enforcement Manager | Sue Gillham | Houndgate | 01325 388932 | Sue.Gillham@darlington.gov.uk |
| Public Transport Officer | Clive Hopkinson | Hopetown House | 01325 388657 | Clive.Hopkinson@darlington.gov.uk |

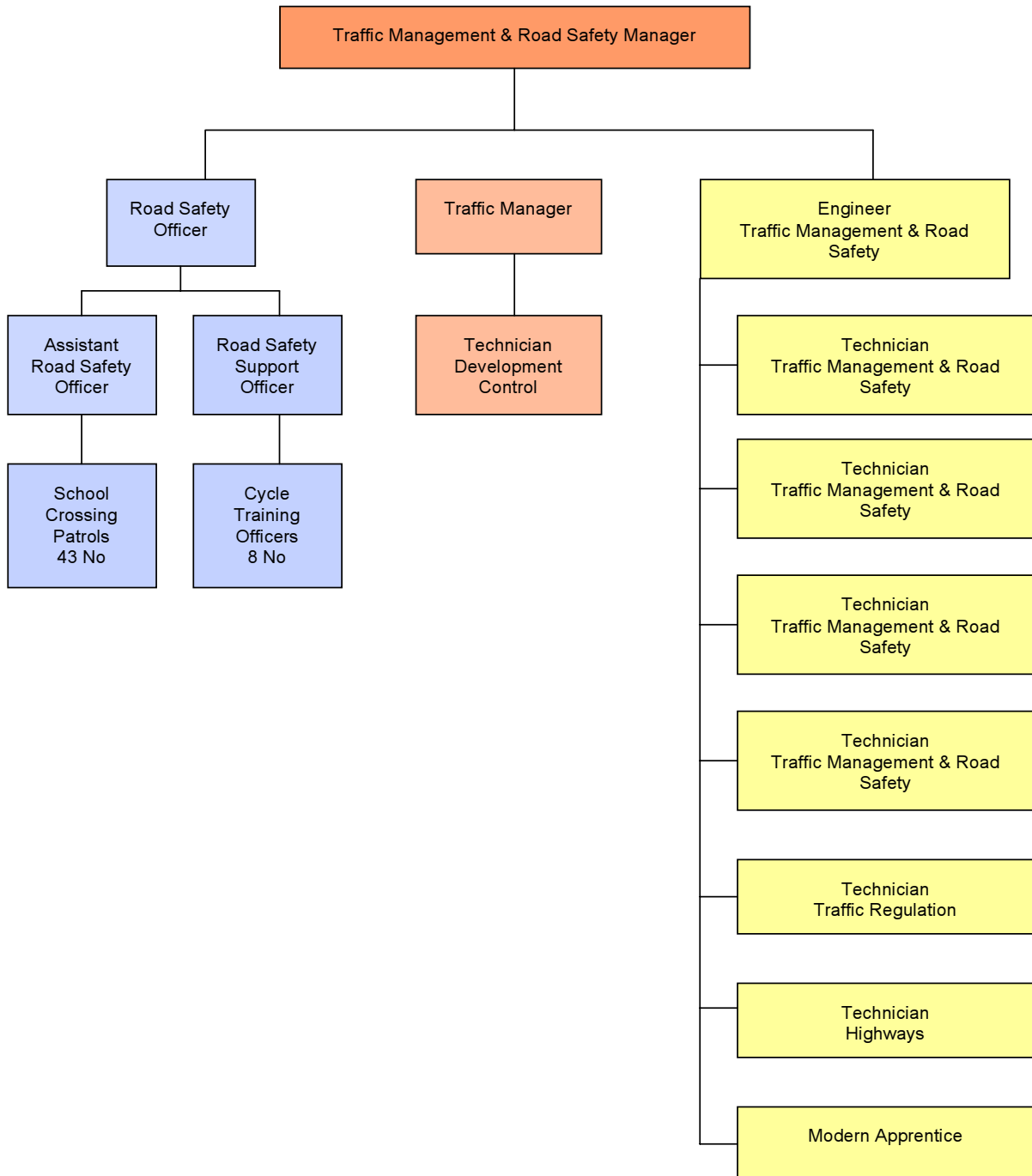
Appendix 5 Existing network hierarchies

| Structure | Definition |
|--------------------------|--|
| Road Classification | Principal, non-principal and unclassified roads |
| Highway Maintenance | Defined in accordance with the highway maintenance code of good practice 'Well Maintained Highways'. |
| Winter Service | Winter maintenance routes in accordance with the Winter Service Plan. |
| Special Designation (TS) | Designation made in accordance with the NRSWA Street Works (Registers, Notices, Directions and Designations) Regulations 1992. |
| Reinstatement Category | Defined by the parameters in the NRSWA Specification for Reinstatements of Openings in the Highway. |
| | |
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Appendix 11 Definitions

| | |
|---------------------------------------|--|
| BVPI | Best Value Performance Indicator |
| Criteria for Intervention | S20 & 21 Traffic Management Act 2004 |
| CSS | County Surveyors Society |
| DfT | Department for Transport |
| DLOAs | Detailed Local Operating Agreements |
| HA | Highways Agency |
| Highways Act 1980 Licensed Activities | Various activities licensed under Part IX the Act |
| Highway Works | “works for road purposes” or “major highway works” |
| LHA | Local Highway Authority |
| Local Highway Authority | S86(1) New Roads & Street Works Act 1991 |
| LTA | S121A Road Traffic Act 1984 |
| LTP | Local Transport Plan |
| Major Highway Works | S86(3) New Roads & Street Works Act 1991 |
| Network | Paragraph 11 Network Management Duty Guidance |
| NGF | National Guidance Framework |
| NMD | Network Management Duty |
| NRSWA Licensed Activities | S50 New Roads & Street Works Act 1991 |
| Street Authority | S49 New Roads & Street Works Act 1991 |
| Street works | S48 New Roads & Street Works Act 1991 |
| TAG | Technical Advisers Group |
| TCC | Traffic Control Centre |
| TIS | Traffic Information Services |
| TOCC | Traffic Operations Co-ordination Committee |
| Traffic Director | S22 Traffic Management Act 2004 |
| Traffic Manager | S17 Traffic Management Act 2004 |
| Traffic Regulation Order | S1 Road Traffic Regulation Act 1984 |
| TRO | Traffic Regulation Order |
| Works for Road Purposes | S86(2) New Roads & Street Works Act 1991 |

Appendix 14 Organisational Structure



TRAFFIC MANAGEMENT & ROAD SAFETY SECTION