

Chapter 1: Regional and Sub-Regional 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.

Introduction

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, by comparing the characteristics of the sub-region against national indicators.
2. It draws upon key policy drivers to indicate how we feel the Tees Valley is going to change, concentrating on those of a more regional and sub-regional nature. It is crucial, however, that national policies in other fields, such as health, education, housing and employment are taken into account when developing local transport priorities. In particular, our future transport investment will need to address improved accessibility to the services such as 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.
3. These national policy drivers must be considered alongside the imperative for the Tees Valley of **regeneration**. This chapter sets out how the sub-region is lagging far behind the national average in terms of the key "Quality of Life" indicators that underpin the Shared Priorities for Public Services and, therefore, why regeneration is of paramount importance. It also suggests what may happen if we do nothing.
4. It is often said that transport is not an end in itself but merely an important means to an end. The Tees Valley Authorities consider that a safe, effective and sustainable transport network has a vital role to play

in delivering regeneration. The chapter explains how transport can support regeneration and deliver the Shared Priorities, and details the challenges that the sub-region faces within the Plan period.

The Tees Valley

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.
6. 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	Total
1991 Census	99,100	91,100	144,800	146,100	175,200	656,300
2001 Census	97,800	88,600	134,900	139,100	178,400	638,800
% change 1991–2001	- 1.3	- 2.7	- 6.8	- 4.8	+ 1.8	- 2.7
2005 Estimate	99,200	89,800	137,900	137,800	186,700	651,400
% change 2001–2005	+ 1.4	+ 1.4	+ 2.2	- 1.0	+ 4.7	+ 2.0

7. A fundamental task for the LTP is to help stem population decline and also react to the spatial changes both of residential location and place of employment that will occur. Providing an efficient transport network across the sub-region, with links to neighbouring areas, that connect centres of demand and supply will be essential to achieve this task.

Socio-Economic Indicators

8. For various reasons over many years, the Tees Valley sub-region has consistently fallen well below national averages on a number of socio-economic indicators. Without significant intervention, this gap will widen.

9. Key indicators include:

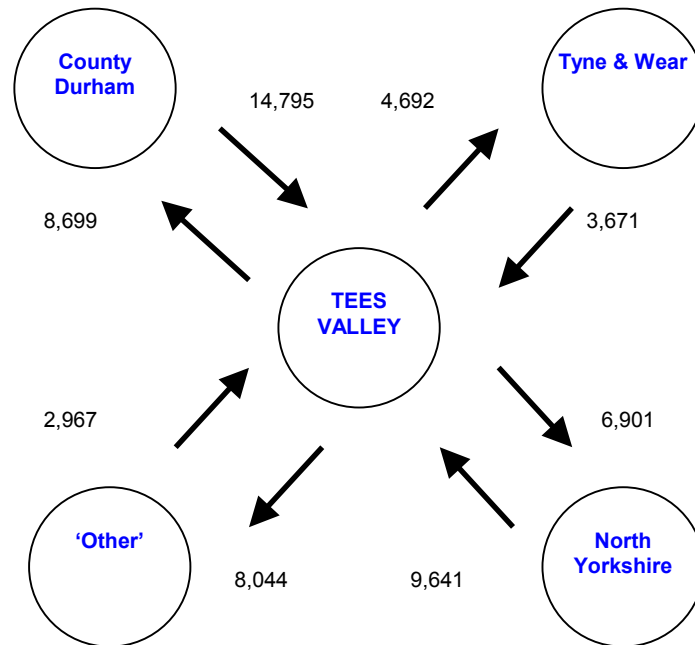
- GDP per capita is only 85% of the national average (and there was a £29.3 billion gap in GDP between the South and North of England in 2002);
- UK economic growth will continue to accentuate the GDP and employment growth gap between the best and worst performing regions;
- Unemployment is double the national average;
- The employment rate (the proportion of resident population in employment) is 70%, compared to the national average of 75%;
- Without intervention, 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;
- 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;
- Educational attainment is low (36% of the working population have no qualification compared to 29.9% nationally);
- Social exclusion is widespread (42% of wards are within the 10% most deprived in England);
- Health is poor (21.8% of people have a health problem compared to 18.2% nationally);
- Mortality rates are 12% above the national average; and
- Car ownership is low (34.2% of households have no car compared to 26.8% nationally).

10. 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 have contributed most, and yet have 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, with the Tees Valley being more polycentric in nature with Rural Service Centres.

11. 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 reverse this trend.
12. This means that there are disparities between the individual Boroughs in terms of employment, quality of life and travel patterns. Although the overall unemployment rate for the sub-region has been on a steady downwards trend over the past decade, it is still 3.6%, relative to 3.1% across the North East of England and 2.4% nationally.
13. There are also pockets of very high deprivation across the sub-region, with some of the highest ward-level unemployment rates within the Tees Valley including Middlehaven, Middlesbrough (11.3%); Darlington Central (8.5%); Portrack & Tilery, Stockton (8.4%); Grangetown, Redcar & Cleveland (8.4%) and Stranton, Hartlepool (8%).
14. **Connecting these areas of deprivation to new and existing employment and training opportunities across the sub-region will be a key challenge for the LTP.**

Travel to Work Patterns

15. 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 below:



16. These figures show that there is a large increase in 'external' daily work travel patterns to and, in particular from, the Tees Valley. These are trips to Tees Valley from other non-Tees Valley areas or conversely trips from 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.

17. The breakdown of daily inflow trips from the 2001 Census is shown in Table 1.2

Table 1.2: Percentage Breakdown of daily Travel to Work Trips Into the Tees Valley

Borough	County Durham	North Yorkshire	Tyne and Wear	'Other'	Total Trips
Darlington	64%	21%	7%	8%	11,395
Hartlepool	68%	7%	19%	6%	3,490
Middlesbrough	24%	46%	14%	16%	5,442
Redcar & Cleveland	15%	68%	9%	8%	3,031
Stockton-on-Tees	44%	31%	16%	9%	7,716

18. The breakdown of daily outflow trips from the 2001 Census is shown in Table 1.3.

Table 1.3: Percentage Breakdown of daily Travel to Work Trips Out of the Tees Valley

Borough	County Durham	North Yorkshire	Tyne and Wear	'Other'	Total Trips
Darlington	52%	23%	11%	14%	8,401
Hartlepool	39%	6%	25%	30%	4,214
Middlesbrough	13%	33%	16%	38%	3,987
Redcar & Cleveland	9%	41%	11%	39%	4,514
Stockton-on-Tees	25%	22%	22%	31%	7,220

19. Table 1.4 shows the total numbers of daily travel to work trips made within each Borough, 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 1.4: Travel to Work Census Data - Total Trips

	Darlington	Hartlepool	Middlesbro'	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	9,861	3,504	49,342

20. The following trends are also clear from Table 1.4:

- Having the highest population, Stockton clearly attracts/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 in particular and also to North Yorkshire are of more significance for Darlington than links to any of the Tees Valley Authorities. There are reasonable flows to/from Middlesbrough but very low flows to/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/from Middlesbrough but relatively low flows to/from

Darlington and Redcar & Cleveland.

21. 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 County Durham (both) and North Yorkshire (Darlington) than to other Tees Valley Authorities.
22. The LTP will need to reflect changes to these patterns (or indeed their strengthening) as a result of new employment and residential developments planned across the sub-region.

The Future of the Tees Valley

23. 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 slight recovery in population as small scale regeneration has taken place, focused on local sites within each Borough. This has exacerbated the high level of intra-Borough trip making that has existed for a number of years and was evidenced above.
24. 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.
25. 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.
26. 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.
27. 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 is to be developed for each area.

28. 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.
29. Specific aims that future transport improvements across the Tees Valley will need to address are:
 - Improve surface access to key northern airports (in this case Newcastle and Durham Tees Valley);
 - Improve access to the north's sea ports (principally Teesport);
 - 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);
 - Create truly sustainable communities.
30. The first three of the above list are probably the most influential for forward transport planning, and require cross-boundary working both within and outside the Tees Valley. The fourth requires more regional and/or national interventions, but will still be influential in the forward planning process across the sub-region.
31. 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.
32. 'View: Shaping the North East', the Consultation Draft of the Regional Spatial Strategy (RSS) for the North East, was published in November 2004. The document takes The Northern Way into account 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.

33. 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;
 - Improving **connectivity** within and beyond the region;
34. The last of these follows up the issues that need to be addressed that were outlined in The Northern Way about better connectivity, but future transport investment in the Tees Valley can play a key part in delivering all of the above objectives in some way. At a strategic level, the RSS specifically mentions the potential of Durham Tees Valley Airport as an economic driver and the development of a sub-regional public transport system as key policies.
35. 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 1.1 The RSS identifies four multi-modal corridors within the North East where future transport 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;
 - East west corridor of the A69/Tyne Valley Line.
36. 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.

37. The Tees Valley Vision is the sub-regional development strategy to transform the Tees Valley economy by 2020 and is the means by which we will aim to deliver The Northern Way and the RSS. The Vision has three key elements:
- Creating sustainable jobs;
 - Creating attractive places;
 - Creating confident communities.
38. There are now many major new development proposals at various stages of advancement across the sub-region, and these are packaged within Tees Valley Vision, which is being actively driven forward by the Tees Valley Partnership. The Partnership comprises influential organisations from the public, private and voluntary sectors.
39. The Tees Valley Vision aims to reverse historic trends. Existing centres of economic activity are being revitalised and ambitious plans to develop additional high quality investment sites right across the Tees Valley are now being taken forward. Fifteen such sites have been identified and are shown in Figure 1.2. **The locations of these sites have been carefully selected both to optimise economic potential but also minimise transport impact - this is an important trend that must continue through the local planning process. Whilst being regeneration led, it is widely recognised that transport has a key role to play in the delivery of the Vision.**
40. The likely changes in trip making that will result from the delivery of the Tees Valley Vision is illustrated in Figure 1.3 for some of the key sites - the achievement of the Vision will lead to an increase in trip making over that experienced at present. **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.**
41. The 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.
42. Many other regeneration projects will be described in this LTP and developed through the Authorities' Local Development Frameworks, but in this strategic overview, reference should be made to the flagship project in each Local Authority area:

- Stockton Middlesbrough Initiative – redeveloping the heart of the City Region. A number of major transport initiatives have been identified for the area which includes the main north – south trunk road, the Darlington to Saltburn railway and the banks of the River Tees.
 - Coastal Arc (Hartlepool and Redcar & Cleveland) – the shoreline of the North Sea offers a unique opportunity for up to 3,500 new homes in a waterfront setting as well as a variety of exciting leisure developments in the traditional resort of Redcar and the burgeoning Hartlepool Marina, together with the large mixed use development planned in the longer term at Victoria Harbour.
 - Darlington Gateway - This concept recognizes the vital role that Darlington plays in linking the Tees Valley with South Durham and North Yorkshire, and that its location, communications and quality of life can be capitalized upon to attract inward investment. Darlington can be the Gateway to building prosperity locally and regionally. The Gateway Development Framework translates the concept into a strategy for preparing key sites, some of which are already in progress, and marketing them to attract investment and jobs.
43. 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.
44. As with the more general context, 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.

How Transport can help deliver a New Tees Valley

45. 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 this Plan where the key aim is to use transport to support overall

regeneration initiatives and hence improve the Quality of Life within the sub-region.

46. 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.
47. 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.
48. 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 late 2005.
49. In July 2002, the Government and Local Government Association agreed a set of seven **Shared Priorities** for the delivery of **Public Services**. 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.**

50. 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, the Government has agreed five Shared Priorities 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.

51. Given the importance placed on these Shared Priorities by the Government, the future transport strategy of the Tees Valley has been framed around the Transport Shared Priorities to show how transport will help to deliver regeneration through the Shared Priorities. As a result, the Tees Valley Authorities have developed a relationship between them as follows:

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	

52. 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**.

53. **The challenge for Tees Valley as it commences its regeneration cycle is to avoid or minimise the increase in private vehicle trips. It is important that economic growth is not slowed or strangled by traffic congestion.**
54. Hence, 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

55. The development of the remaining Objectives is discussed in relation to the Shared Priorities within the following paragraphs.

Accessibility Shared Priority : Introduction

56. 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 including those with a disability; and
 - Support the development of a dynamic labour market for North East businesses.
57. The changes anticipated within the Tees Valley will give rise to the following problems.

58. 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.
59. The more dispersed 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.
60. Accessibility cannot be discriminatory – it has to be provided for all users (including those with a mobility or sensory impairment) in an equitable way. There is a need within the short to medium term to invest in more sustainable forms of transport, as well as the private car in order to make the network as a whole more equitable. This rebalancing of investment needs to be focused on tackling traffic congestion to ensure that improved accessibility contributes to the continued economic regeneration of the Tees Valley.
61. 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.
62. In Darlington, the recognition that most people travel for a reason not directly associated with the form of travel itself, has directed our policy approach whereby the reason for travel is paramount rather than the particular mode of travel used. This accessibility led focus is reflected in our second sub-regional key objective, which 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

63. 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. The

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

Accessibility Shared Priority : Roads

64. The main road network in the Tees Valley is highlighted in Figure 1.2. 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 is the primary northern trans-Pennine road link that also runs through the heart of the Tees Valley from east to west.
65. 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.
66. 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 as an issue previously. Many of the Tees Valley's key regeneration sites are close to the river and the A19/A66 Interchange. There is an identified need for additional cross-river capacity to meet regeneration led transport demand. Traffic levels and congestion on the A66 east – west corridor are also high at certain times of the day.
67. 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. Principal freight routes are the trunk and principal roads mentioned above, in addition to the A1053(T) and A174(T).

Accessibility Shared Priority : Buses

68. 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 43.5 million passenger journeys undertaken on services provided by the two main operators in 2003/04, and it has a mode share that compares well with the national average.

69. 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.
70. 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.
71. 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 of them for each area. 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.
72. 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

73. In response to this, the five Authorities jointly commissioned the Tees Valley Bus Network Review (project managed by the Tees Valley Joint Strategy Unit) to consider all aspects of the existing network and produce costed 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.
74. This review has made 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. The overall report provides a framework to develop a co-ordinated bus network across the Tees Valley for the first time, especially in the Teesside conurbation. A strong partnership approach is envisaged between key stakeholders and further detailed discussions are being held to ensure that the right approach is adopted relevant to the needs of each area. It is essential that this opportunity to raise the profile of the bus and take the network forward sustainably is grasped if the objectives are to be realised.

Accessibility Shared Priority : Rail

75. Compared to bus, rail has a much smaller share of the passenger market in the Tees Valley with approximately 2.2m journeys a year commencing at Tees Valley stations. This is actually an 18% 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.
76. As with bus, it is important that these issues are addressed if rail's market share is to grow significantly.
77. 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 1.69 million in 2003/04. Middlesbrough is next at 1.04 million then Redcar Central (325,000), Hartlepool (303,000) and Thornaby (285,000).
78. However, better sub-regional and inter-regional accessibility will be required if the Tees Valley is to compete economically and reverse the current trends. 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.
79. The recently published **Regional Rail Strategy**, which informs the RSS, now sets the policy framework for rail in the North East, as summarised below:
80. *"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."*
81. 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

82. Of the 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;
 - 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.
83. 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, the rail and inter-urban bus networks do not provide such a system. The future system would create a high quality, fast and reliable solution to assist regeneration and avoid the transport problems that would otherwise arise as economic activity gathered 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.
84. The need for an effective sub-regional transit system serving the Tees Valley City Region was identified in the RSS. It will become even more important over time to support the regeneration aspirations of the Tees Valley as more inter-Borough journeys are made than at present. Investment in the existing heavy rail network is likely to be prohibitively expensive and may not deliver the required support to the regeneration initiatives. Hence Tees Valley Regeneration, in association with TVJSU, is currently examining ways of maximising value from the existing heavy rail network to support long term objectives.
85. A decision on a preferred and second option for the sub-regional transit system is expected in Autumn 2005, and the Final Second LTP in March 2006 will include more detailed information on how we expect to fund the recommended improvements.
86. Freight is 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 works together, particularly on access issues, to ensure that these come to fruition.

Accessibility Shared Priority : Other Modes

87. 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. A terminal extension is to be built in 2005 as part of the continued expansion of passenger movements at the airport: passenger numbers are predicted to grow by 100% between 2003 and 2005. 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.
88. 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, but 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.
89. 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.
90. 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.
91. 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.

Congestion Shared Priority : Introduction

92. Local authorities are encouraged to develop innovative measures to tackle/prevent congestion involving packages of bus improvements and car restraint in order to:
- Reduce the need to travel, particularly by private modes of transport, for example through better land use planning;
 - Promote public transport, demand management measures, cycling and walking; and
 - Make the best use of resources and existing infrastructure.
93. 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 12% between 2000 and 2004. Over the same period at a number of strategic screenlines, growth was well in excess of 9%.
94. 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 2004 in the Tees Valley, 34.2% of households had no access to a car compared to the national average of 26.8%.
95. 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.
96. Based on current growth trends, and modelling work undertaken as part of the Tees Valley 2010 Study 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 unless further actions are taken to increase the capacity of the transport network as a whole.
97. The main issue to address within the LTP 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. Darlington's Second LTP seeks to balance these sometimes disparate issues by tackling traffic congestion through improving travel choices.

98. Objective 5 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 : Strategic Proposals

99. 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.
100. Much of the delivery of Objective 5 will be achieved through the LDF process and its alignment with the objectives of the Second LTP within each of the Borough's planning duties.
101. 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.
102. 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;

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- Strategic Public Transport Hubs – improving interchange and supporting high density land uses.
103. These are measures being pursued by the Tees valley Authorities at a sub-regional level, and will continue to deliver future improvements that will aim to attract people away from private car use.
104. 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 key role in contributing to Objective 5. An improved rail system can help avoid future congestion problems and complement the enhanced bus network, which also emphasises inter-urban links, to provide a fully integrated solution.
105. 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 a priority. However there is a desire to increase modal shift to other transport modes within a growing travel market and there is a recognition that this will be assisted by coordinated demand management measures across the Tees Valley.
106. In the short-term the Tees Valley will be 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;
 - Ensuring car park charging regimes 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.
107. 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.
108. Demand management has the potential to conflict with regeneration.

On the one hand it is necessary to ensure that new developments do not rely entirely 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.

Road Safety Shared Priority

109. Local authorities have a key role in reducing the impact of road accident casualties on the community, since almost 90% of reported injury accidents occur on the locally managed road network. Local authorities must:

- Ensure safe transport networks and infrastructure including for those who live or work close to these.

110. Significant investment has been made by the Tees Valley Authorities during the First LTP period, and the Authorities are implementing policies aimed at meeting, or exceeding national casualty reduction targets.

111. Hence, a further objective will be:

Tees Valley Objective 6

To meet and where possible exceed the Government's national targets on road safety, concentrating investment in areas of greater deprivation and on more vulnerable road users

112. Each Authority is working closely with local partners to achieve this objective, and specific problems and opportunities are discussed in later sections of this LTP at a Borough level.

Air Quality Shared Priority

113. One of the main sources of air pollution is road transport, particularly in urban areas. Road traffic accounts for over half of the total emissions of nitrogen oxides and particulates (PM₁₀). Over 120 local authorities

have designated air quality management areas (AQMAs) and these have mostly been designated in respect of the nitrogen dioxide and PM₁₀ air quality objectives. The majority of the AQMAs (95%) are primarily transport related and reducing road transport's contribution to emissions is therefore a key part of local authorities' work. The key role of local authorities, as recognised in the **National Air Quality Strategy**, is to:

- Minimise the impact of the movement of people and goods on the environment and climate change.
114. Transport's contribution to air pollution and energy usage continues to be an important global issue and is outlined within the government's white paper, '**Our Energy Future – Creating a Low Carbon Community**' (DTI, February 2003); and the '**Powering Future Vehicles Strategy**' (DfT, July 2002).
115. The possible future problem is that increases in travel demands could bring an increase in emissions across the Tees Valley. Although the Tees Valley currently has no designated AQMAs, it will be necessary to monitor air quality to ensure that our policies and strategies to offset the potentially negative effects of increasing car use with congestion are actually bearing fruit.
116. This leads to the penultimate objective for the Tees Valley:

Tees Valley Objective 7

To cater for the increased future demand for travel but with an increasing proportion undertaken once more by sustainable modes to ensure that air quality impacts are minimised

117. Each Authority has its own particular sites for concern, and these areas are discussed in later sections of this Plan.

Quality of Life Shared Priority

118. It is recognised that the LTP is just one element of overall delivery. A whole series of cross-departmental action, including transport, will address the root causes of poor health and health inequalities. A Programme for Action, '**Tackling Health Inequalities**' (DoH, July

2003), aims to raise life expectancy and improve access to public services (mainly health and education) for those in the most disadvantaged areas.

119. The DfT also includes such elements as quality of public spaces, landscape and biodiversity, community safety and personal security, sustainable and prosperous communities, noise and climate change amongst its definition of other “Quality of Life” issues.
120. As a key part of delivering their local services, all the Tees Valley Authorities have developed forward programmes to improve the quality of life of their residents, employees and visitors. This will continue to be the case through the lifetime of the Second LTP, driven forward by the individual Community Strategies, as discussed elsewhere in this Plan.
121. It has been identified within this review of the regional and sub-regional context, however, that the regeneration of the sub-region is crucial to improving the below standard quality of life within the Tees Valley at present, and that transport has a vital role to play in delivering this regeneration in a sustainable way. The final objective is therefore:

Tees Valley Objective 8

To enhance the quality of life for everyone in the Tees Valley. For example by siting new developments in sustainable transport locations and by encouraging walking and cycling

Summary

122. 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.
123. **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.**

124. An analysis of the current situation, the implications of the various policies and drivers for changes, and the consequences or threats that non-intervention has led to the development of a series of key Objectives for the Tees Valley which draws upon an. These objectives have been set against the Government's Shared Priorities for Transport.
125. 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 (chapter 3). 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 to local facilities will be important for local people whilst access to and from the gateways of Darlington rail station and Durham Tees Valley Airport will be vital for the sub-region. Action is needed to address the growing issue of traffic congestion both on local roads and on the A66(T) corridor as this forms a key east – west link to the national road network at the A1(T). Associated action to improve travel choice for local people, must therefore be applicable to those journeys across the Borough boundary for Darlington to be able to act as a sustainable gateway to the Tees Valley sub-region, as well as for parts of County Durham and North Yorkshire.
 - 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.