
DEVELOPMENT OF THE THIRD LOCAL TRANSPORT PLAN

Responsible Cabinet Member – Councillor David Lyonette, Transport Portfolio

Responsible Director – Richard Alty, Assistant Chief Executive (Regeneration)

SUMMARY REPORT

Purpose of the Report

1. To:
 - (a) outline government guidance on the development of the next Local Transport Plan for Darlington;
 - (b) propose a partnership approach with the other Tees Valley local transport authorities; and
 - (c) outline a consultation process to support the first phase of the work.

Summary

2. The Local Transport Act 2008 retained the statutory requirement for local transport authorities to produce and review Local Transport Plans (LTPs) and underlying policies. The Act changed some of the aspects of the requirement and the Department for Transport (DfT) issued statutory guidance on 16 July 2009 clarifying these changes. This guidance refers to the recent Government guidance set out in the document ‘Delivering a Sustainable Transport System’ (DaSTS).¹ In it, the Government sets out five key goals and 16 related challenges for transport policy. These replace the shared priorities contained within the previous LTP2 guidance. An executive summary of DaSTS is in **Annex 1**.
3. The recommended process is to develop the Local Transport Plan over two years following the guidance set out by the Department for Transport. It is recommended that a sub-regional context and implementation strategic plan is prepared by the Tees Valley Joint Strategy Unit (the City Region Transport Strategy) with the Council preparing the Plan itself. In 2009/10 work would focus on agreeing the scope of the Plan, clarifying the goals of the Plan and setting out the challenges that need to be solved. This process would include consultation with statutory consultees and the general public, both by officers from the Council and from the Tees Valley Joint Strategy Unit. A second phase of work, in 2010/11, would concentrate on the preparation of the implementation plan to deliver the challenges identified.

¹ Delivering a Sustainable Transport System: Consultation on Planning for 2014 and beyond – DfT, November 2008

4. It is also recommended that Strategy underpinning the Plan is prepared for the period up to 2021 to fit in with the forthcoming updated City Region Business Case and the current Regional Spatial Strategy. This Strategy would be delivered through a five year rolling implementation programme as currently is the case for the Second Local Transport Plan. It is proposed that members of Environment & Economy Scrutiny Committee are an integral part of the development of the Plan.
5. The consultation process in 2009/10 will include working with members of Darlington Partnership, carrying out one or more Talking Together events and contacting statutory consultees.

Recommendations

6. It is recommended that:
 - (a) The Local Transport Plan is prepared in accordance with Government guidance that seeks to deliver the goals and challenges outlined in Delivering a Sustainable Transport System.
 - (b) The officers work with the Tees Valley Joint Strategy Unit and neighbouring authorities to develop a City Region Transport Strategy for inclusion in the Plan.
 - (c) Consultation is carried out on setting the local priorities for Darlington's Transport Strategy and on setting the priorities for the sub-region through the City Region Transport Strategy.

Reasons

7. The recommendations are supported by the following reasons:
 - (a) To meet the Council's statutory duty to prepare a Local Transport Plan, following Government guidance.
 - (b) To support and inform the City Region vision and the RFA investment programme.
 - (c) To engage local people in setting priorities.

**Richard Alty,
Assistant Chief Executive (Regeneration)**

Background Papers

- (i) Local Transport Plan guidance; published by Department for Transport, 16 July 2009.
- (ii) Delivering a Sustainable Transport system; published by Department for Transport, November 2008.
- (iii) Low Carbon Transport: A Greener Future; published by Department for Transport, July 2009.

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S17 Crime and Disorder	Crime and Disorder implications will be taken into account in the preparation of the Plan.
Health and Well Being	Health and Well Being implications will be taken into account in the preparation of the Plan.
Sustainability	The Plan must be developed in accordance with statutory duties to promote sustainability.
Diversity	The Plan would seek to enable everyone in the Borough to be able to access employment, healthcare, leisure facilities and other services.
Wards Affected	All
Groups Affected	All
Budget and Policy Framework	Once adopted, the Third Local Transport Plan would form part of the budget and policy framework of the Council.
Key Decision	No
Urgent Decision	No
One Darlington: Perfectly Placed	One Darlington: Perfectly Placed will be a key impact to the preparation of the Plan.
Efficiency	Development of the Plan will include consideration of possible efficiency savings.

MAIN REPORT

Information and Analysis

8. The Local Transport Act 2008 retained the statutory requirement for local transport authorities to produce and review Local Transport Plans (LTPs) and underlying policies. The Act changed some of the aspects of the requirement and the Department for Transport (DfT) issued statutory guidance on 16 July 2009 clarifying these changes.
9. The full guidance is available on the Department for Transport website (www.dft.gov.uk/pgr/regional/ltp/guidance/localtransport/), but the main changes can be summarised as follows:
 - (a) LTPs must now include a strategy and an implementation plan.
 - (b) LTPs can be renewed when each authority sees fit (rather than every five years as previously).
 - (c) There is no requirement to produce a separate bus strategy – instead bus measures should be integrated into the core LTP strategy and implementation plan.
 - (d) Consultation must include a small number of statutory consultees including bus and rail operators, public transport user groups and the Highways Agency. The Local Government and Public Involvement in Health Act 2007 requires local authorities to involve citizens in local decision making and service provision.
 - (e) LTPs must consider how the strategy and implementation plan relate to climate change and all other relevant environmental issues, including air quality, noise, landscape and biodiversity.
 - (f) LTPs are required to have regard to the needs of disabled people, both in developing and implementing plans (in line with the Disability Discrimination Act 2005).

Strategic Policy Framework and Guidance

10. The new DfT guidance sets out the national policy framework for the development of the LTP. The guidance covers both the national transport goals which should be priorities for local authority consideration and the broader framework of local government policy within which LTPs need to add value, including the links with the Local Government Performance Framework.
11. The national policy framework is set out in the document ‘Delivering a Sustainable Transport System’ (DaSTS).² In it, the Government sets out five key goals and 16 related challenges for transport policy. These replace the shared priorities contained within the previous LTP2 guidance. An executive summary of DaSTS is in **Annex 1**. The five key goals are:

² Delivering a Sustainable Transport System: Consultation on Planning for 2014 and beyond – DfT, November 2008

- reduce transport emissions of carbon dioxide and other greenhouse gases, with the desired outcome of tackling climate change;
 - support national economic competitiveness and growth, by delivering reliable and efficient transport networks;
 - promote greater equality of opportunity for all citizens, with the desired outcome of achieving a fairer society;
 - contribute to better safety, security and health and longer life expectancy by reducing the risk of death, injury or illness arising from transport and by promoting travel modes that are beneficial to health; and
 - improve quality of life for transport users and non-transport users, and to promote a healthy natural environment.
12. The guidance sets out how Local Transport Plans, starting with the third plan, should seek to achieve these goals and tackle these challenges, contributing to both the national transport agenda and at a local level based on local priorities and needs.
 13. The most significant policy change in DaSTS is the goal to reduce emissions from transport in order to tackle climate change. The Climate Change Act 2008 set UK targets to reduce greenhouse gas emissions. DfT has also published its strategy Low Carbon Transport: A Greener Future³ setting out the actions to be taken by DfT to contribute to these targets. The DfT encourages local transport authorities to develop strategies and implementation plans that take significant steps towards mitigating climate change, by encouraging the development of sustainable transport systems, facilitating behaviour change and reducing the need to travel.
 14. The Implementation Plans within each LTP should demonstrate how both capital and revenue funding available to the authority from central Government, council tax and other sources are to be used to further transport objectives. The Government has put in place three year local government settlements and ten year regional funding indicative allocations to provide a clearer context within which authorities may plan. However, Capital funding for both block allocations and major schemes is subject to Regional Funding Advice. Currently there are no plans to link any national performance funding to the quality or delivery of new LTPs although this situation may change. However, the overall quality of the LTP, and the delivery of it, may be taken into account by DfT in its decisions on the award of challenge funding or grants for major schemes.
 15. The guidance sets out that LTPs should be developed in line with local strategic objectives as identified in the Sustainable Community Strategy and other local documents, in particular the Local Development Framework.
 16. Authorities should ensure that the work of developing and implementing the LTP should inform the selection of improvement priorities in the Local Area Agreement. And vice versa. This will require close working with the Darlington Partnership – the area’s Local Strategic Partnership. The National Indicator Set includes ten specific transport indicators, but the LTP should also describe how the actions within it will impact on non-specific

³ Low Carbon Transport: A Greener Future – DfT, 15 July 2009

targets such as air quality, CO₂ emissions and child obesity. Additional local indicators and targets can be selected if these are appropriate.

17. The DfT will no longer formally assess Local Transport Plans, impose mandatory targets or require submission of formal monitoring reports separate from the LAA Framework. Instead Government Office North East (GONE) will work with the Council during the development and implementation of the Plan. They will meet at least annually with officers delivering the Plan to reach an agreed view on progress and will meet formally with senior officers at least every two years. These meetings will assist the local public service inspectorates in preparing their Comprehensive Area Assessment, in particular with regard to the planning and delivery of transport; the management and maintenance of transport assets; and how transport assets work across sub-regions.

Key Steps in Developing the Local Transport Plan

18. The recommended process to develop the Local Transport Plan set out in the DfT guidance is as follows:
 - (a) Agree the scope of the Plan
 - (b) Clarify goals
 - (c) Specify the problems or challenges the authority wants to solve
 - (d) Generate options to resolve these challenges
 - (e) Appraise the options and predict their effects
 - (f) Select preferred options and decide priorities – the implementation plan
 - (g) Deliver the agreed strategy

It is proposed that actions (a) to (c) are undertaken in 2009/10, with (d) to (f) in 2010/11. Action (g) would be ongoing from 2011/12.

- (a) **Scope of the Plan** - The LTP should relate to transport to, from and within the local transport authority area. Where cross-boundary travel is particularly important to users, neighbouring authorities may wish to consider a joint Local Transport Plan. In Darlington, it is recommended that a City Region Transport Strategy is prepared by the Tees Valley Joint Strategy Unit (TVJSU) on behalf of the sub-region's Councils to be included in separate LTPs. This solution reflects the need to realise local needs and priorities within a common strategic purpose. The local priorities set out in the Sustainable Community Strategy and Local Development Framework core strategy will be material in the preparation of Darlington's 3LTP **Figure 1**.

As noted above, the time horizon of the Plan is at the discretion of the local transport authority, although a shorter term implementation plan should be prepared if the strategy is long term. In the Tees Valley, the City Region Business Case is due to be updated by the end of 2009/10 and current Regional Spatial Strategy covers the period from 2011-2021. Therefore, it is appropriate to develop a City Region Transport Strategy for the period up to 2021 with a five year rolling implementation programme

(as used in LTP2).

Figure 1: Tees Valley LTP3 Framework

City Region Transport Strategy 2011-2021
Context City Region Business Case, Tees Valley Climate Change Strategy, Regional Spatial Strategy, etc. Updated sub-regional demographics
DaSTS Table of challenges - summarising their sub-regional priority
Implementation Plan Sub-regional schemes - RFA table / Area Action Plan
Local Transport Plan 2011-2016 (x5)
Strategic Introduction Summary of City Region Transport Strategy
Context Community Strategies, Local Development Frameworks, etc.
DaSTS Table of challenges - summarising their local priority
Implementation Plan Summary of sub-regional schemes Local Schemes

- (b) **Clarify goals** - The goals will be developed in the context of national guidance (strategic fit to DaSTS), as well as regional and local priorities, in particular those set out in One Darlington: Perfectly Placed and the Local Development Framework.
- (c) **Specify the challenges and options to resolve the challenges** - Two consultation processes will be held over 2009/10 and 2010/11. The first in 2009/10 will be focused on the development of challenges and priorities locally as well as across the sub-region. The evidence gathered will be used to develop a draft Transport Strategy for Darlington and a draft City Region Transport Strategy. It is anticipated that these would be considered by members in March 2010, before proceeding to the next stage of developing an Implementation Plan.
19. Developing options, selecting options and deciding on priorities for the Implementation Plan will be carried out in 2010, following further consultation. The draft Third Local Transport Plan is scheduled for Member's approval at Council in March 2011, prior to implementation from April 2011.
20. In addition a number of statutory assessments or processes need to be carried out. These include:
- (a) Strategic Environmental Assessment.

- (b) Health Impact Assessment.
- (c) Equality Impact Assessment.
- (d) Habitats Regulation Assessment.
- (e) Integrate other plans including Network Management Duty, Bus Information Duty, Children and Young peoples Plan, Rights of Way Improvement Plan, Local Economic Assessment Duty etc. Duties to tackle socio-economic disadvantage and child poverty are currently being considered.
- (f) Consultation - The consultation will include an article in the November edition of the Town Crier; Talking Together event; focus groups with specific groups including members of the public, Councillors and representatives from the Darlington Partnership Theme Groups.

Outcome of Consultation

21. Members of the Transport for Tees Valley Board have been consulted on the general approach to preparing 3LTP within the Tees Valley and are in support of it. An officer working group has been established to share resources and expertise.
22. The proposed consultation process in 2009/10 will be undertaken by the TVJSU concerning the City Region Transport Strategy (starting in October 2009) and by the Council on local priorities for the Plan. The process will include consultation with statutory stakeholders such as the bus operators, rail operators and Highways Agency, as well as the general public across the Tees Valley.
23. Consultation for the Darlington specific Local Transport Plan will start in November 2009. This consultation will establish local priorities, building on the work behind “One Darlington: Perfectly Placed”, the Local Development Framework, the challenges set out in DaSTS and other local strategies such as Climate Change, Travel to School, Rights Of Way Improvement Plan, Children and Young People’s Plan (as well as transport specific strategies such as the Network Management Plan, Transport Asset Management Plan, Speed Management Strategy). This consultation will not cover the implementation plan which will be dealt with during a separate period of consultation in 2010.
24. The results of the 2009/10 consultation on local priorities, the draft City Region Transport Strategy and the draft Darlington Transport Strategy will be presented to Members in March 2010.
25. A timeline for the process is attached in **Annex 2**.

The Government's Strategy for Transport

Delivering a Sustainable Transport System: Executive summary

Executive Summary

Transport plays a key role in all our lives. It has transformed our outlook and has had a massive impact on our quality of life: from the first voyages in the sixteenth century of sailors circumnavigating the globe; to railway lines spanning the great continents of Europe, America and India in the nineteenth century; to the huge expansion of personal mobility and freight travel in the last century. In our own country, it enables 24 million commuters to get to work and delivers five million tonnes of freight every day. It can also affect people's lives in other ways such as noise, accidents and, increasingly, through emissions of greenhouse gases. Enabling transport to deliver the most benefit to our lives, and to those of future generations, requires careful planning, based on a clear analysis of customer need. Our response needs to be cross-modal, and involve not only infrastructure improvements but also innovation and behavioural change.

We outlined our proposed approach to long-term transport planning in our publication **Towards a Sustainable Transport System**, which we published in 2007, in response to the Eddington Study and the Stern Review. This document explains how we are putting this into action in a way that both tackles our immediate problems and also shapes our transport system to meet the longer term challenges that are critical for our prosperity and way of life.

The document outlines our five goals for transport, focusing on the challenge of delivering strong economic growth while at the same time reducing greenhouse gas emissions. It outlines the key components of our national infrastructure. It discusses the difficulties of planning over the long term in the context of uncertain future demand and describes the substantial investments we are making to tackle congestion and crowding on our transport networks. It sets out how we are approaching this through the new National Networks Strategy Group, which we illustrate with the conclusions from our analysis of the London-Manchester transport corridor and container freight. It covers our approach domestically and internationally to tackling greenhouse gas emissions from transport. Finally, it sets out the first steps of our future plans for investment to 2014 and beyond.

Our Goals

We have already set clear goals which, as Eddington emphasised, take full account of transport's wider impact on climate change, health, quality of life and the natural environment. We want our transport system:

To **support** national **economic** competitiveness and **growth**, by delivering reliable and efficient transport networks.

To reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome of **tackling climate change**.

To **contribute to better safety security and health** and longer life-expectancy by reducing the risk of death, injury or illness arising from transport and by promoting travel modes that are beneficial to health.

To **promote** greater **equality of opportunity** for all citizens, with the desired outcome of achieving a fairer society.

To **improve quality of life** for transport users and non-transport users, and to promote a **healthy natural environment**.

These are enduring goals. All are important for building the sort of society we want to live in. We expect to be able to make progress against all five, but are well aware that there can sometimes be tension between the different goals when considering decisions about future investment. In particular, supporting economic growth while reducing greenhouse gas emissions is likely to be the most challenging to deliver in parallel, at least in the short term.

That said, we expect there to be a strong synergy between different goals. For example, measures that improve the links between cities will also benefit the economies of the surrounding regions and help to reduce regional economic imbalance. Measures that encourage modal shift to public transport, cycling and walking are likely to make a positive contribution to economic growth (by tackling congestion), reducing greenhouse gas emissions and enhancing the local environment, as well as improving public and personal health. With proper planning there is no reason why a package that includes new infrastructure need have an adverse impact on climate change, quality of life or the natural environment.

The Biggest Challenge: Tackling Climate Change and Growth together

The Government has committed to a reduction of at least 80 per cent in greenhouse gas emissions by 2050 compared to 1990 levels and is also committed to demanding overall targets for 2020. In this context, the pressing need to reduce transport's greenhouse gas emissions (primarily CO₂) is clear. We are developing a specific strategy for transport to address this goal whilst also supporting economic growth. We will work closely with other Government Departments to identify and exploit synergies, for example with measures to promote low carbon business opportunities.

For domestic transport, we shall be looking to maximise the contribution from improving the carbon efficiency of all modes of transport, encouraging behavioural change, and supporting the provision of lower emission transport. This will support freedom of choice about when and how to travel. Moreover, we can expect further progress towards our 2050 destination from road and rail electrification and the decarbonisation of electricity generation. In this timescale, non-transport factors – particularly land use planning - can also have a significant impact on the “what, where and how” of transport demand.

There is no reason why we cannot tackle emissions and achieve continued economic growth. The basic connectivity of the UK transport network is good but there are acute congestion and crowding problems in key urban areas, on inter-urban corridors and at international gateways, for which we pay an economic price. Improving reliability and reducing congestion will be a priority. The worst option of all – stop-start traffic and gridlock on our roads – is bad for the economy, climate change and our quality of life. We will also want to consider improvements which enable people and freight to shift to lower carbon modes of transport such as the electrified railway. The need to increase capacity in some areas will require us to consider a range of solutions, for example whether any new rail lines, including high speed rail, or improved road capacity, may be needed along certain strategic transport corridors.

Planning for uncertainty

Transport planning can be a very long term business, and we need to balance the need to provide a stable climate for investment with the need to cater for demand uncertainty. Over the short to medium term, we can be more certain about the nature and scale of movements of goods and people on our transport networks. However, over the long term we can expect big changes which will affect how we live and work, and how we use transport. For example, the decision about where new housing is created has clear implications for the transport infrastructure required to support housing. It is particularly difficult for planners to predict the scale and pattern of demand for transport. We cannot simply extrapolate current trends, as the reversal in the long term decline in rail demand over the last ten years shows. Rather, we must understand the drivers of demand and how they are expected to evolve. For example, over the longer term, trend rates for different modes of transport may be heavily influenced by external factors such as technological change, oil prices and our transport and land use policies. Equally, this potential for radical change also means that we have the opportunity to develop new solutions for some of our longer term problems. This means that we need to plan for a range of scenarios, as we have done in both the Air Transport and Rail White Papers.

Despite this uncertainty about aspects of what the future may be, we have a pragmatic strategy for moving forward. We will tackle immediate priorities in ways that, as far as possible, also move towards our five underlying goals. Where we have identified a clear requirement, we will continue to tackle longer term issues as well, while seeking to build in flexibility to adapt to changing circumstances and exploit opportunities, for example from new technology.

The National Framework

Our future transport system is not just a matter for government. Although we have responsibility for many crucial policy and investment decisions, most delivery will be through local and regional authorities and the private sector. Government's central responsibility is to ensure that there is a clear strategic framework which reflects our national goals, within which our delivery partners and businesses have the confidence and certainty to develop their own investment plans. A framework of this sort also allows local government, the transport industry, the wider business sector and not least the individual citizen, to plan their lives and work.

We are developing a number of overarching policies – for example on safety and emissions reductions – that advance our goals whatever the precise shape of the future transport system. So far as infrastructure is concerned, our focus is on maintaining and improving the connectivity of a national strategic infrastructure that is critical for the functioning of our transport system as a whole. This strategic infrastructure is made up of a network of 14 national transport corridors connecting our 10 largest conurbations and 17 international gateways and is critical for economic success.

Putting Strategy into Action

We have a clear set of priorities until 2014. There is a significant programme of investment underway to tackle issues such as congestion and climate change and to provide the infrastructure needed to support future prosperity. In the longer term, wherever we can be clear about future requirements we will press ahead with decisions to address policy and infrastructure needs. Despite the current economic climate, we are planning today so that our transport infrastructure supports economic growth and for more ambitious emissions reductions, while at the same time looking for ways in which transport can contribute towards improved health,

greater equality of opportunity and better quality of life and enhancement of the natural environment.

Our priority to 2014 is making better use of the existing network, combined with a targeted programme of improvements to improve capacity, reliability and safety in the most congested areas. Next year we will start the generation of options for investment for the period 2014-19 and beyond and we are publishing today a consultation document on aspects of the process for generating options in the future. This seeks views on our definition of the challenges, and on the extent of the transport networks that our strategy will cover.

We are confident that the strategy, plans and decisions set out in this document will enable us to achieve our fundamental purpose of transport that works for everyone by delivering our five transport goals. In particular, it will enable us to meet the twin challenge of sustaining a prosperous and growing economy and achieving our challenging emissions reductions.

Timeline for preparing the Third Local Transport Plan

Key Dates	Key Actions	Secondary Actions
05 June 2009	LTP3 workshop - Chief Engineers and Tees Valley Transport Planning Officers Group (TPOG)	
17 June 2009	TPOG - LTP3 planning workshop	Agree LTP3 Framework
03 July 2009	Chief Engineers to agree approach to LTP3 framework developed at TPOG	
08 July 2009	Directors of Regeneration to agree approach to LTP3 framework developed at TPOG	
21 July 2009	Tees Valley for Transport Board to agree approach to LTP3 framework developed at TPOG	
06/10/2009	First Cabinet decision - to agree context as set out in the DfT guidance; work programme; consultation strategy	Agree process for SEA, EQIA, DIA
November 2009	Greener Theme Group - meeting to focus on transport and the Third Local Transport Plan	Establish working group with members of the Greener Theme Group and other LSP Theme Groups
November - January	Consult on proposed strategy and priorities	Connecting with Communities
November 2009	Economy and Environment Scrutiny Committee	Workshop with LSP Theme Groups being considered
01 February 2010	Prepare Darlington Transport Strategy	
30/03/2010	Second Cabinet decision - to agree Tees Valley section of LTP3 (due to be completed by JSU by January 2010); agree Darlington Transport Strategy based on evidence and consultation; agree consultation strategy to develop Implementation Plan	TAMP, Network Management Plan, Road Safety strategy etc - Highways to produce proposals for implementation to assist with priority setting in light of agreed Transport Strategy
May - August 2010	Consult on priorities for implementation	
June 2010	Economy and Environment Scrutiny Committee	
September - December	Prepare Implementation Plan	Develop detailed programme for 2011-12 and provisional programme for 2-4 years
01 February 2011	Third Cabinet decision	
01 March 2011	Full Council approval	
01 April 2011	LTP3 goes 'live'	