Appendix 1

Local Transport Plan – Transport Strategy – 2011-2026

Contents

Executive Summary

Darlington's Third Local Transport Pan, sets out a transport strategy for the next 15 years (2011-2026) to support the delivery of One Darlington: Perfectly Placed, Darlington's Community Strategy. The Plan integrates with the Local Development Framework Core Strategy, which is the spatial expression of the Sustainable Community Strategy, whilst supporting key strategies to

1. grow the local economy and increase the prosperity of local people;
2. reduce inequalities, in particular for health outcomes;
3. improve the quality of the Place and the physical environment, thus improving the quality of people's lives;
4. develop a lower carbon transport system.

The Plan sets out the context both in terms of Darlington's position as the Gateway to the Tees Valley, as well as through its significant economic relationships with North Yorkshire and County Durham.

The Plan sets out a number of key outcomes that it seeks to achieve, namely that

1. Everybody is able to enjoy the Borough's prosperity by providing and maintaining a reliable, predictable, efficient and affordable transport network;
2. Everyone can play their part in reducing the impact of transport on the environment and its contribution to climate change;
3. People live long, healthy and active lives, travelling safely and making active travel choices;
4. Everyone in Darlington can maximise their life chances by being able to access services, activities and facilities; and
5. People in Darlington enjoy a positive journey experience on an attractive, clean, green and sustainable transport system

The Plan also highlights the challenges that Darlington faces and the potential implications of these for transport. One key challenge is to enable the Borough to develop in terms of expanding the local economy, attracting new investment in business, housing, health and leisure facilities, whilst ensuring that this is achieved in an inclusive way. One way to achieve this is to ensure that the transport is system is accessible to all, environmentally sustainable and operationally effective.

The Plan sets out the 21 policies that have been developed to address the outcomes and their associated challenges, with the rationale behind the choices made. The analysis involved in this process has been used to inform the priorities for the delivery of the policies through implementation plans, that are tailored to the funding timescales. The first implementation plan is for four years and is based on a Government funding announcement in December 2010.

The implementation plan also includes the detail of how the Plan will be monitored and reviewed over time.

An Equalities Impact Assessment, a Disability Impact Assessment, a Strategic Environment Assessment and a Habitats Regulation Assessment have been carried out for the Plan.

The Plan incorporates a number of existing "daughter" strategies, including many that were developed for, or during, the implementation of the Second Local Transport and which are deemed to be still relevant. These will be formally incorporated, as part of the process for adopting the Third Local Transport Plan.

Chapter 1

Introduction

National context

1.1. The Local Transport Planning process has, by common consent, brought about a step change in the way that local authorities plan strategically for transport in their areas. The Local Transport Plan is a vital tool to help the local authority strengthen its place-shaping role and its delivery of services to the community in the context of the Sustainable Community Strategy. Good transport is a vital factor in building sustainable local communities and contributing to the achievement of stronger, safer communities, healthier lifestyles, equality and social inclusion. Good transport can protect and enhance the environment whilst supporting both the local and national economy.

1.2. The Transport Act 2000 (amended by the Local Transport Act 2008) sets out the duty to develop the next Local Transport Plan in time for April 2011. It must include a Transport Strategy and an Implementation Plan (rolling programme of schemes and initiatives with identified sources of funding). A Ministerial announcement[1] was made in July 2010 confirming that the Government continues to support Local Transport Plans as the best way for authorities to plan transport strategy and delivery, in particular reflecting the local challenges, choices and priorities.

1.3. The guidance[2] stated that each Local Transport Plan should set out how local policies and programmes will contribute to the national transport goals[3] which take account of transport's wider impact on climate change, health, quality of life and the natural environment. Nationally we want a 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; and

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[1] Speech by Norman Baker MP and Transport Minister, Local Transport Today Conference, 20th July 2010; confirmed in writing by Department for Transport, 9th August 2010.
[2] Guidance on Local transport Plans, DfT, July 2009.
[3] Delivering a Sustainable Transport System: Consultation on Planning for 2014 and beyond, DfT, November 2008

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

1.4 Since the initial phases of development of the Third Local Transport Plan (LTP3) which started in 2009, the national context for the development of the Plan has changed significantly. The election in May 2010 saw a change of Government and therefore the previous national transport strategy[4] has been put to one side. The Transport Minister has highlighted that the key overarching policies are to *grow the economy* and *tackle carbon emissions*, whilst not neglecting other important priorities such as road safety, affordability, accessibility and people's health and wellbeing. There is an emerging theme around sustainability – that transport solutions should not just be sustainable in terms of their environmental benefits in reducing carbon emissions, but should also be fiscally and economically sustainable (affordable to the taxpayer and compatible with the economic growth agenda).

1.5 The Comprehensive Spending Review in October 2010 gave a clearer indication of national transport priorities and where funding will be allocated going forward, based on the two key policy drivers of the economy and carbon emissions. The 26 separate grant schemes have been reduced to just four:
- A Local Sustainable Transport Fund
- Major Schemes
- Highways maintenance
- Integrated Transport Block

1.6 The Department for Transport's (DfT) Business Plan 2011-2015 sets out the national vision for transport as follows:

'Our vision is for a transport system that is an engine for economic growth but one that is also greener and safer and improves quality of life in our communities. By improving the links that help to move goods and people around, and by targeting investment in new projects that promote green growth, we can help to build the balanced, dynamic and low-carbon economy that is essential for our future prosperity.'

1.7 The priorities are:
- Deliver the Coalition's commitments on high speed rail
- Secure our railways for the future
- Encourage sustainable local travel
- Tackle carbon and congestion on our roads
- Promote sustainable aviation

1.8 The Decentralisation and Localism Bill[5] also proposes an increasing devolution of decision making to local people. The DfT will no longer micromanage - funding for transport will no longer be split into

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[4] Delivering a Sustainable Transport Strategy, DfT, November 2008
[5] Decentralisation and Localism Bill, Queens Speech, 25th May 2010.

numerous complex streams and local traffic management schemes will no longer be required to have central government approval. The LTP should therefore reflect local challenges and local solutions. This enables other local priorities for transport (and the wider policy agenda) to be reflected in the LTP. Indeed these may change over time and will need to be reflected in future reviews of the Plan.

1.9   Local Transport Funding allocations were announced on 13 December 2010 and these have been used to develop the Implementation Plan. Final funding allocations have been announced for 2011/12 and 2012/13 and indicative allocations for the following two years. Darlington benefits from the continuation of its major scheme funding – the Tees Valley Bus Network Improvement scheme and an increase in funding for maintenance in the short term. However the funding for smaller scale improvement schemes has been reduced by over 50%. Following consideration of the guidance, it is likely that Darlington will submit a bid to the Local Sustainable Transport Fund, to continue and build on the success of the Sustainable Travel and Cycle Demonstration Town projects.

Determining the Scope of the Plan

1.10   The five Local Authorities in the Tees Valley (Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton on Tees) have a strong tradition of joint working. This has been demonstrated through the Tees Valley City Region Business case (2006) culminating in the development of a Multi Area Agreement signed off by Government in July 2008. In September 2010 a Tees Valley Local Enterprise Partnership proposal was submitted to Government, clearly setting out how the public, private and voluntary and community sector have a role to play in achieving the two ambitions of '***driving the transition to a high value low carbon economy***', and '***creating a more diversified and inclusive economy***'.

1.11   This joint approach for transport was established in the development and implementation of the Second Local Transport Plan. It has succeeded in securing additional funding from the DfT for the Tees Valley Bus Network Improvement scheme and for the implementation of the first phases of a Metro proposal for the Tees Valley rail network.

1.12   However it is recognised that each local authority area has very different local needs, with differences in the economic, social, political and environmental make up of each area. Travel into and out of Darlington also involves trips between the Borough and North Yorkshire and County Durham. It has therefore been agreed that each Local Authority will produce its own Local Transport Plan to meet local needs, but will reflect the Tees Valley Transport Strategy within it, as well as the economic, social and transport strategic plans for its other neighbouring authorities. Local authorities will work together on joint schemes when it is sensible to do so to meet social, economic or

1.13   Darlington's Local Transport Plan will cover the period 2011-2026 in line with the Local Development Framework.

Process for developing the Plan

1.14   We have followed the process to develop this Local Transport Plan, as recommended by Eddington and set out in the guidance[6] issued by the Department for Transport (DfT), as follows:

- Clarify goals
- Specify the problems or challenges the authority wants to solve
- Generate options to resolve these challenges
- Appraise the options and predict their effects
- Select preferred options and decide priorities
- Deliver the agreed strategy

1.13   In developing and monitoring the Plan, a number of statutory assessments have been undertaken, which have formed an integral part of the decision-making. Extensive consultations with local people and stakeholders; involvement of the Local Strategic Partnership; and examination by the Economy and Environment Scrutiny Committee have all guided the development of the Plan.

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[6] Guidance on Local Transport Plans; Department for Transport; July 2009

Chapter 2

Travel to and from Darlington

2.1.   The Tees Valley is one of two city regions at the heart of the North East of England. The Tees Valley consists of five local authority districts - Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland, and Stockton-on-Tees – and has a sphere of influence that extends into parts of neighbouring County Durham and North Yorkshire. The Tees Valley and its wider sphere of influence has a population of around 875,000, of which more than 650,000 live in the five Tees Valley local authority areas. (See **Figure 1**)

Figure 1 – the five authorities of the Tees Valley and key transport links

2.2.   Tees Valley Unlimited (TVU), a partnership between the five Tees Valley Local Authorities, local regeneration agencies and business leaders, has mapped out its vision for the Tees Valley through its Economic and Regeneration Statement of Ambition[7], complemented by The Tees Valley Economic and Regeneration Investment Plan which provides the detailed delivery plan for priority transport, economic regeneration and housing investments.

2.3.   The Tees Valley is home to the largest integrated heavy industrial area in the UK, containing petrochemicals, energy and industrial biotechnology plants of a world scale, the fourth largest port in the UK, a steel industry specialising in construction steels, a world class advanced engineering industry[2,] regenerated town centres and new educational infrastrcuture.

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[7] Tees Valley Unlimited Economic and Regeneration Statement of Ambition

2.4. Each of the centres has its own strengths. These include the market town and mainline connectivity of Darlington, the marina facilities and business incubation space in Hartlepool, the cultural and retail facilities and Teesside University in Middlesbrough, the rural and coastal splendour of Redcar & Cleveland and the engineering companies and business connectivity of Stockton[8].

2.5. From this foundation, going forward the two key ambitions are to ***drive the transition to a high value low carbon economy***, and to ***create a more diversified and inclusive economy.***

2.6. The Statement of Ambition sets out a clear vision for the Tees Valley, one that responds to its economic geography and builds on the strengths of each economic centre. As each centre builds on its strengths, it is clear that good transport within and between the centres of activity is vital, be they town centres or industrial complexes, in order that people can access the range of economic, educational and service opportunities that 21st Century living demands. In the Tees Valley the link between transport and economic growth and regeneration has also been recognised for some time.

The Tees Valley Transport Challenges

2.7. Key local authority, business and other public sector leaders in the Tees Valley, through the TVU Transport Advisory Panel[9], have prioritised three transport challenges, based on the national transport challenges in place prior to May 2010. The three challenges are entirely consistent with the Coalition Government's primary goals for transport.

2.8. These commonly agreed challenges have been confirmed by Transport for Tees Valley, and are:

- Improve the journey experience of transport users of urban, regional and local networks, including interfaces with national & international networks;

- Deliver quantified reductions in greenhouse gas emissions within cities and regional networks, taking account of cross-network policy measures; and

- Improve the connectivity and access to labour markets of key business centres.

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[8] Tees Valley Unlimited Economic and Regeneration Statement of Ambition
[9] Comprising Cabinet Members and Senior Officers from the Local Authorities of Darlington, Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton-on-Tees, as well as representatives of Government Office North East, One North East, the Association of North East Councils (ANEC), the Highways Agency, Network Rail, the Environment Agency, PD Ports (as owners of Teesport), Peel Holdings (as owners of Durham Tees Valley Airport), the North East Chamber of Commerce (NECC), the Confederation of British Industry (CBI), Arriva, Stagecoach, Northern Rail, Durham County Council and North Yorkshire County Council

2.9.   The evidence[10] supporting these three challenges has been examined in detail and has identified a number of detailed issues, which in turn have influenced the identification of options to tackle the transport challenges within the Tees Valley. The three challenges are considered in the sections that follow this introduction and can be summarised as follows:

- Resilient Network Connectivity;

- Access to Employment; and

- Reducing Carbon Emissions.

Transport Challenges in County Durham

2.10   County Durham's Economic Strategy[11] highlights the Bishop Auckland – Darlington Corridor as one of 5 areas in its spatial framework for economic regeneration. It contains the main towns of Bishop Auckland, Newton Aycliffe, Spennymoor and Shildon and forms an important gateway to the County, located and linked along a strategic road and rail corridor. Newton Aycliffe industrial estate already accomodates 10,000 manufacturing jobs and the area is a priority for housing development. The area has strong labour market, housing market and transport connections with Darlington and the Tees Valley, affording opportunities for complementary economic growth.

2.11.   The issues mirror those in the Tees Valley i.e. to accommodate the growth in housing and employment in a way that is sustainable, minimising the growth in car trips, and maximising the use of public transport, including the Bishop Line. The 3 challenges identified for the Tees Valley also apply to travel to and from County Durham.

Transport Challenges in North Yorkshire

2.12   There are important links between Darlington and North Yorkshire (especially between Darlington, Richmond and Catterick Garrison), particularly as many of the services and employment opportunities for residents in North Yorkshire are located in Darlington. As these trips contribute to traffic levels in and around Darlington, the challenge is to retain good accessibility to services and facilities in Darlington by public transport, minimising carbon emissions where possible. In addition Darlington provides a key station on the rail network, with higher service frequencies than Northallerton.

2.13   North Yorkshire attracts large numbers of motorcyclists onto its roads and road safety is therefore a key issue. A separate challenge is to educate Darlington residents on road safety issues, particuallry for 'at risk' groups.

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[10] North East Transport Priorities Evidence Review, JMP for ONE North East, August 2008; Delivering a Sustainable Transport System - Submission to the DfT from the North East Region: Strategic Priorities and Work Programme, Arup, June 2009; Tees Valley Area Action Plan, Tees Valley Unlimited and the Highways Agency, November 2009
[11] County Durham Economic Strategy 2008-2013, County Durham Economic Partnership, November 2008

2.14   The same threee challenges therefore apply, with more emphasis on improving the journey experience, including the interface with national networks and improving the connectivity and access to labour markets of key business centres.

Challenge 1 - Resilient Network Connectivity

2.15   This challenge to "improve the journey experience of transport users of urban, regional and local networks, including at the interfaces with national and international networks", comprises issues on two levels, namely:

- Travel patterns and journey experiences on urban, regional and local passenger networks that provide local accessibility for a range of purposes (and are therefore closely related to the second challenge on access to labour markets); and

- Freight and passenger movements to and from national and international gateways.

2.16   Good international and national linkages are important as the Tees Valley economy grows. Some of the industries are, as noted earlier, nationally important, and good rail and road connectivity into and beyond the Tees Valley is fundamental to the growth and continued success of these industries.

Current Position

2.17   The economic geography and peripheral nature of the North East region as a whole is one of the greatest challenges faced by the region. This holds true for the Tees Valley.

2.18   Maintaining and improving transport links to London is important to help capture potential productivity benefits. Recent work commissioned by ONE[12] confirmed that improved links to other city regions would provide economic benefits to the North East. This indicates that there is an economic advantage of the location of Darlington within two and a half hours travel time of two national capitals, and the connections to the Leeds city region are also identified as being particularly important. ODPM research on core cities[13] asserts "that an indication of physical connectivity is given by the fastest available journey times to London by rail".

2.19   An earlier ONE report[14] demonstrated that international airports represent vital pieces of modern infrastructure that contribute to the competitiveness and prosperity of regions (both in terms of business and inward tourism). Whilst Durham Tees Valley Airport (DVTA) has in common with other regional airports seen a decline in passenger numbers, retention and modest growth of existing markets in the future

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[12] North East Transport Priorities – Evidence Gaps Study, Steer Davies Gleave for ONE North East, 2009
[13] State of the English Cities, ODPM, 2006
[14] North East Transport Priorities Evidence Review, JMP for ONE North East, 2008

is important for the Tees Valley. In particular the Amsterdam flight is fundamental to the service provided from DVTA as the connectivity provided by access to a major international hub is vital to local business and therefore to the core market for the airport. However the region would also benefit from the reinstatement of a direct link to Heathrow Airport.

2.20   Located on the East Coast Main Line, Darlington is the main interchange hub in the Tees Valley for national and inter-regional rail connections, making it a 'gateway' for rail journeys into and out of the Tees Valley. Rail patronage on routes to and from the Tees Valley highlights the importance of this key main line link with over 360,000 annual return trips from Darlington to London stations[15]. Strategic rail connections to Scotland, the Midlands and South West and to Leeds and the North West are also offered from Darlington.

2.21   However, in comparison to its excellent north-south connectivity, Darlington is relatively inaccessible from other key centres within the Tees Valley. Journey times to Darlington from Middlesbrough and Stockton (as adjacent key centres) are relatively poor, taking between 40-60 minutes[16], compared to a journey time of 19-23 minutes for car travel[17]. There are currently no direct train services from Stockton to Darlington – passengers have to change at Thornaby station, a journey which would take between 35 and 50 minutes. This relatively poor east-west connectivity by rail within the Tees Valley impacts on the external connectivity of the Tees Valley as a whole, reducing the attractiveness of the excellent north-south links from Darlington to potential users from the rest of the Tees Valley. Capacity issues at Darlington are currently acting as a constraint to enhancing these local rail links.

2.22   Given the predicted increase in car ownership in the Tees Valley, this advantage of car journey times could generate increased trips on the road network. Therefore, it is imperative that rail services are enhanced, to ensure that rail is a competitive alternative and that increasing demand for travel does not result in increasing levels of car trips within, to and from the Tees Valley.

2.23   To the west, the Bishop Line provides rail services between Bishop Auckland and Darlington. The service is quick and provides a through service to Middlesbrough, but the timetable and frequency of services need enhancment, as do the stations, especially North Road and Bishop Auckland Stations.

2.24   Besides high fares, rail passengers in the region consider train capacity, punctuality of trains and availability (frequency) of trains to be below expectations. Recent research[18] reported that service

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[15] Office of Rail Regulation / Northern Rail LENNON 2009/10 data
[16] Accession output, including walk time between town centres and stations and any wait times
[17] AA online route planner, accessed October 2010, does not include walk time from car park to destination
[18] North East Strategic Connections, Aecom for ONE North East, May 2010

availability on Sundays, early in the morning and late in the evening is often poor. This evidence emphasises the importance of a number of factors in ensuring the competitiveness of rail, with not only journey times, but increased frequency, better information, better interchange, and other journey experience issues also to the fore.

2.25 Rail loading gauge clearance is a key constraint for rail freight movements to and from Teesport, the important international gateway that is fundamental to the economy of the Tees Valley, and on the UK rail network beyond.

2.26 Teesport is by some margin the most important port in the North East, and in 2009 the fourth most important port by goods lifted in the UK. Teesport is not only an important asset to the local Tees Valley economy, but represents a significant regional and, indeed, national asset.

2.27 There is a significant opportunity and justification for the development of a deep-sea container terminal in the north of England. To realise the full potential of this opportunity, PD Ports is developing a £300 million deep-sea container terminal on the south bank of the River Tees, which will be known as the Northern Gateway Container Terminal (NGCT). However, this proposal to expand the container side of the port's operation raises fundamental issues regarding freight access to and from Teesport.

2.28 Container traffic being transported by rail (rather than by road) is not only consistent with the UK's sustainability aims, but is also much more cost-effective for freight operators. However, there are severe constraints for unitised (i.e. container) traffic that prevents full access between Teesport and the East Coast Main Line (ECML) and beyond. The problem lies in the present rail gauge clearance limitation on potential routes to the ECML and on the ECML itself. To ensure that the potential for rail freight for unitised traffic through Teesport is developed, W9[19] loading gauge clearance on rail links can be tolerated economically, but W10 clearance is optimal[20]. **Figure 2** below shows current rail gauge clearance, illustrating that the local rail network linking Teesport to the national rail network has gauge clearance no better than W8 at present, and the ECML itself is only W9.

Figure 2 - Tees Valley rail network -current gauges

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[19] The W9 gauge allows small deep-sea containers and restricted European containers and swap-bodies.
[20] W10 gauge accommodates 9'6" deep-sea containers
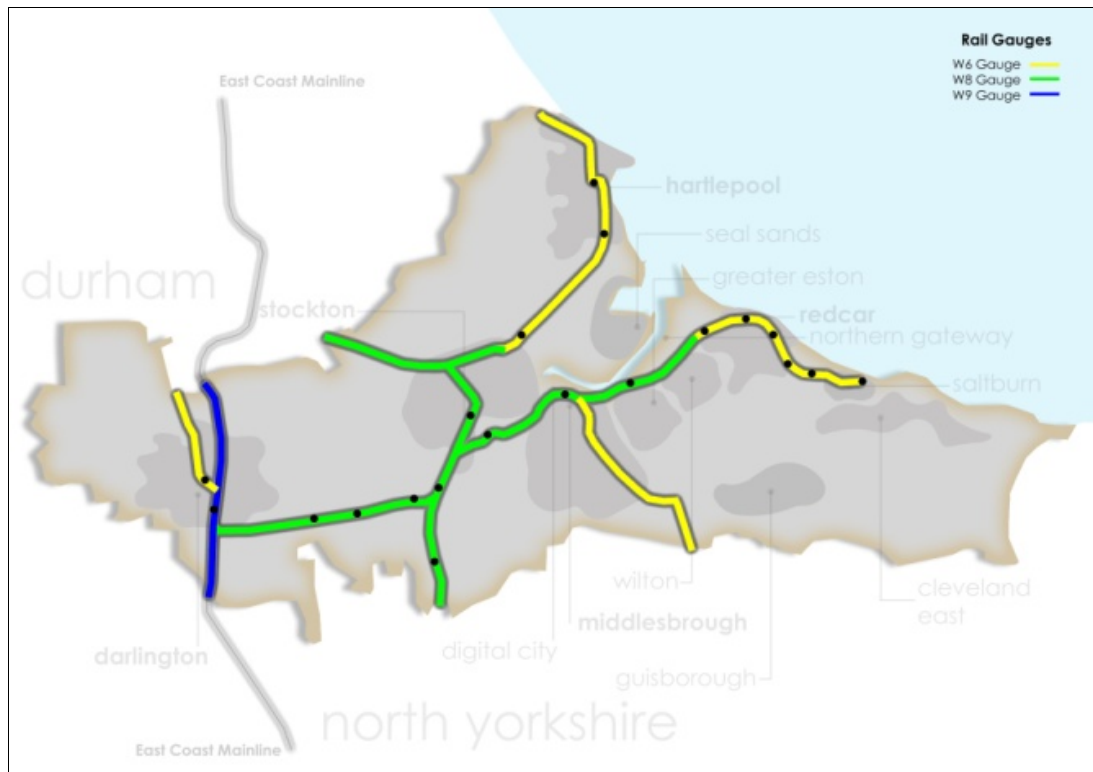
2.29   Rail gauge clearance is not an issue isolated to local level in the Tees Valley. The national network is just as important, given the wide marketplace for Teesport across the whole of northern England and Scotland. It is therefore critical to ensure that the wider network is also of adequate gauge.

2.30   The main north-south road links to the Tees Valley are provided by the A1(M), a key national motorway network link for the west of the City Region, while the east of the City Region is served by the A19(T). The main east-west links are provided by the A66(T) and A174(T).

2.31   The Tees Valley will continue to work in close partnership with the Highways Agency to deliver an agreed network management strategy to ensure that the network remains fit for purpose.

2.32   Aggregated traffic flow data indicate that traffic levels rose steadily from 2000 to about 2004 across the Tees Valley. This trend follows the economic growth experienced in this period, with more trips accessing the Tees Valley in general, and specifically in key employment growth areas (such as Darlington and Hartlepool). Since 2004, traffic levels have remained broadly static, with a combined growth in traffic of around 11% over the decade.

2.33   Whilst the Tees Valley does not suffer from widespread traffic congestion to the same extent as some other city regions, there is congestion on localised sections of the local and trunk road networks. This congestion could hinder access to some areas and impact on the distribution of goods, potentially stifling regeneration proposals.

2.34 This includes a build up of trips on a number of radial routes leading to Darlington centre and rail station, with potential negative implications for access to this important gateway to the Tees Valley. If congestion in the Tees Valley worsens, there is a risk that this could ultimately stifle economic growth.

2.35 Strategic highway modelling work focussed on the Tees Valley[21] shows that current congestion is focused on the strategic road network with specific problems summarised as:

- A19 Tees Viaduct and Stockton Road Interchange with A66;

- A66 particularly through Middlesbrough and Stockton;

- A19/A689 Wolviston Interchange;

- A174/A1053 Greystone Road network, the key route to and from Teesport and the industrial and petrochemical centres; and

- Darlington radial routes.

2.36 **Figure 3** is a network map from the Tees Valley TRIPS model, showing the 2010 morning peak hour. This illustrates a number of the issues highlighted.

Figure 3 – network map for the Tees Valley

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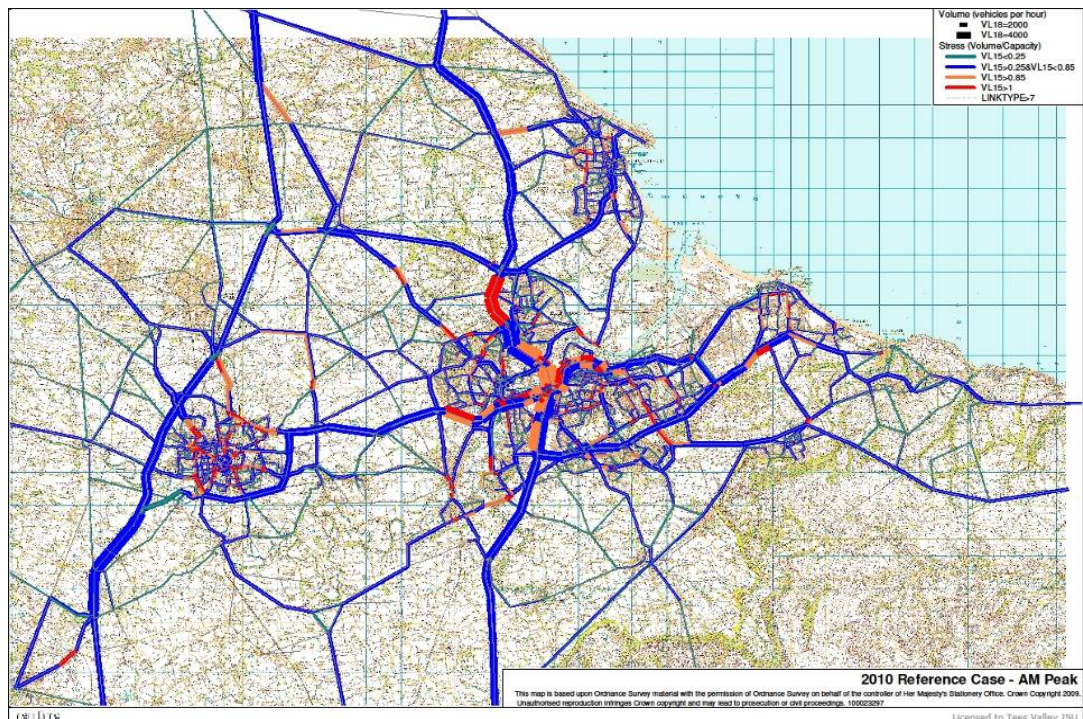
[21] Tees Valley Area Action Plan, Tees Valley Unlimited and the Highways Agency, November 2009

Key Issues

2.37   The evidence on current use of, and the quality of journey experience on, the transport networks in the Tees Valley leads to the following issues being identified:

- The importance of links to London and other city regions, and the role that Darlington can play as the gateway to the Tees Valley, especially for rail services;

- The importance of Teesport and good road and rail connections to the port, including on wider national and regional networks, as well as good direct local access.

- The threat posed by rising car ownership and use, with the potential for this to grow quickly as the economy improves, leading to increases in congestion and other adverse impacts from growing car use, including environmental impacts;

Future Transport Needs

2.38   The Tees Valley Metro project continues to be the main focus for future rail enhancements in the area. The key long term outcomes that Tees Valley Metro will deliver are:

- A service frequency of 15 minutes between Darlington and Saltburn, and between Hartlepool and Nunthorpe during the working day - compared with 30 - 60 minutes today;

- Darlington to Saltburn end-to-end journey time of no more than 48 minutes – compared with 53 minutes today;

- Additional tracks to provide sufficient capacity to meet the demands of the next 20 – 30 years, including freight movements;

- A new station at Durham Tees Valley Airport, replacing the existing Teesside Airport station;

- Additional new stations at Morton Palms, Teesside Park, Middlehaven, The Ings, Nunthorpe Parkway, James Cook University Hospital and Queens Meadow;

- Improvements to existing stations; and

- Newer, lighter trains.

2.39   Enhancements to the Bishop Line to increase service frequency, improved timetabling and enhancements to existing stations. This will be achieved through lobbying for service imporvemenst as aprt fo the franchise negotiations and partnership working, fostered by the Bishop Line Community Rail Partnership.

2.40   There are a number of critical rail infrastructure improvements within the rail investment Control Period 4 to 2014 that will benefit businesses and communities within the Tees Valley. Funding is a consistent barrier to delivery of many of these improvements, which include W9 and W10 gauge clearance from Teesport to ECML.

2.41   In addressing issues on the strategic road network, £3.9 million of funding has been secured towards the delivery of the first phase of the Network Management Strategy, which will see the Highways Agency install traffic lights at five entry slip roads along the A19 and A66. The Highways Agency will need to work with the local authorities to secrue further funding for improvements such as enhancements to junctions on the A66 around Darlington.

2.42   The five Tees Valley Authorities have also worked with the Highways Agency and transport operators to develop an overall strategy for building up an Urban Traffic Management and Control (UTMC) system that will support the area's future transport needs. The base system is expected to be operational in 2011.

2.43   In addition to this we will:

- Promote the enhancement of bus and coach networks. The Tees Valley Bus Major Scheme (included in detail within Chapter 4) aims to deliver improvements to the journey experience of bus users and will provide an urban network which interfaces with other national & international networks; options to improve coach facilities should be considered at individual local authority level; and

- Promote the enhancement of cycling and walking networks, including their use for shorter journeys and integration with bus and rail networks for longer journeys.

Challenge 2 - Reducing Carbon Emissions

2.44   National transport policy under the Coalition Government has signalled the importance of both technological improvements and behavioural change in reducing carbon emissions from transport[22].At the same time plans should include measures to mitigate against the potential impacts of climate change on transport infrastructure[23].

Current Position

2.45   In 2007, most emissions in the Tees Valley (4 million tonnes, or 59% of total emissions) came from industry[24].(See **Figure 4**). A revised Tees Valley Climate Change Strategy, published in 2010, sets a target of a 21% reduction in carbon emissions by 2020 against a 2005 baseline.

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[22] Speech by The Rt Hon Philip Hammond MP, Secretary of State for Transport, 10 September 2010, IBM START Conference: Business Summit
[23] North East Climate Change Adaptation Study, Royal Haskoning for sustaine, 2008
[24] UK 2007 local authority carbon dioxide emissions, Department for Energy and Climate Change, November 2009

This will align the strategy and action plan with the Climate Change Act 2008.

Figure 4 – carbon emissiosn by sector by region, 2007
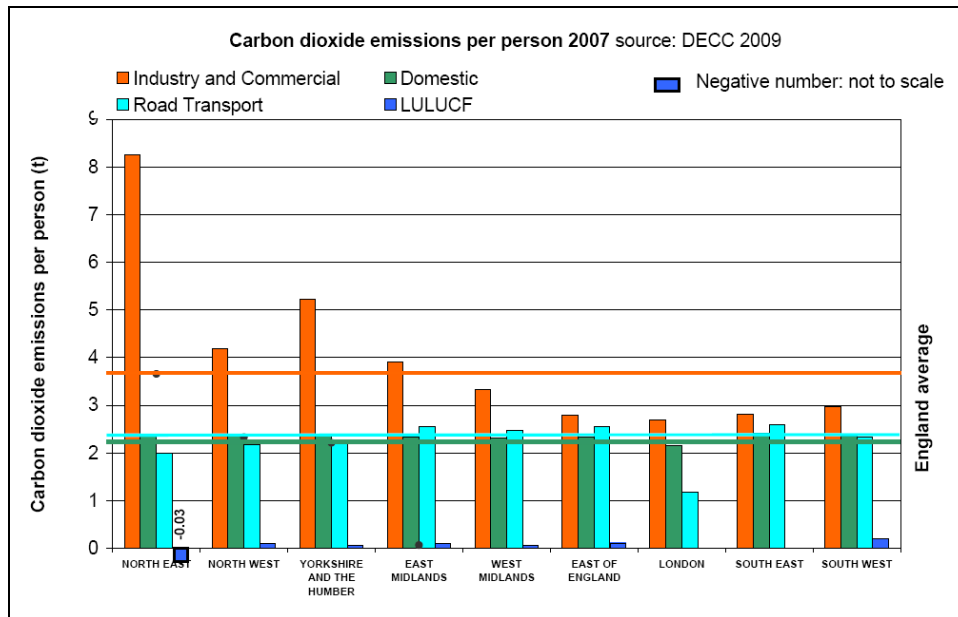
Note: LULUCF represents land use, land-use change and forestry

2.46   Whilst current emissions from road transport are comparatively small compared to those from other sectors (1.3 million or 18% of total)[25], it is important not to ignore the contribution that transport makes, a contribution that will represent a greater proportion of emissions over time as programmes to reduce emissions from industry take effect.

2.47   The use of private vehicles (diesel and petrol cars) accounts for 65% of total road transport emissions. As car ownership is forecast to increase significantly, carbon emissions from transport will become increasingly important to manage.

2.48   There are a range of measures that will contribute to reducing carbon emissions from transport. The 2009 Carbon Reduction Strategy for Transport[26] stresses that whilst technological and efficiency improvements are important, travel behaviour programmes to encourage greater use of more sustainable (low carbon) travel options are fundamental.

2.49   Such technological improvements include the use of electric and low emission vehicles; the development of a recharging network for such electric and plug-in hybrid vehicles; the development of sustainable biofuels and alternative fuel sources; and improved broadband coverage to help reduce the need for travel.

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[25] Tees Valley Climate Change Strategy 2010-2020, utilising 2005 data from Department of Energy and Climate Change
[26] Carbon Reduction Strategy for Transport, Low Carbon Transport: A Greener Future, DfT, July 2009

2.50 Cultural and behavioural change is fundamental to achieving the reductions in carbon emissions necessary, whether that is in changing travel behaviour itself to the use of active travel modes and lower emission modes such as clean public transport, or influencing driving behaviour through applying "eco driving" techniques or enforcing speed limits.

2.51 A wide range of measures aimed at influencing travel behaviour and cultural change are now firmly established in the main stream of transport planning in the UK and are often referred to as Smarter Choices, after the report of that name[27] Estimations based on household surveys suggest that the Sustainable Travel Towns programme (implemented in Darlington, Peterborough and Worcester) resulted in annual per capita carbon savings of roundly 50kg of carbon dioxide in 2008, compared to 2004[28]. Whilst this figure only reflects reductions in car driver distance on journeys of less than 50km, it is equivalent to a reduction in UK average annual per capita emissions from car driving of approximately 4.4% for journeys of all lengths.

2.52 Necessarily this section focuses on the reduced levels of CO_2 from transport that can be delivered through such programmes. It is however important to emphasise that targeted programmes of Smarter Choices measures can deliver a range of improved outcomes across the community, including individual and community wide health benefits from increased walking and cycling, local environmental benefits, and a range of equity and social justice benefits.

Key Issues

2.53 The evidence on carbon emissions from transport shows:

- Surface water flooding will be a major concern on highway networks, whilst extreme temperatures could lead to cracking and pot-holing of road surfaces. Road closures will cause more frequent disruption to network users. Moreover, delays on the local road network due to extreme weather conditions will also have a detrimental impact upon the reliability of scheduled bus services.

- Rail services could be affected by storms, as a result of blown debris and leaf litter falling onto tracks, or by expansion and contraction in extremes of temperature. Station building structures could be damaged by flood events or by strong winds or lightning strikes. The rail network is particularly vulnerable to flooding in a few key locations in the Tees Valley.

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[27]Cairns, Sloman, Newson, Anable, Kirkbride and Goodwin, Smarter Choices – Changing the way we travel, DfT, July 2004
[28] Sloman, Cairns, Newson, Anable, Pridmore and Goodwin, The Effects of Smarter Choice Programmes in the Sustainable Travel Towns: Summary Report, 2010

- The private car is responsible for the majority of carbon emissions from land based travel, and trends suggest that transport is the one sector where carbon emissions continue to rise. Options need to address the threat posed by rising car ownership and use on these trends

- There has been a significant record of achievement across the Tees Valley in delivering programmes of activity that promote less environmentally damaging and lower carbon forms of transport, including Sustainable Travel and Cycling Demonstartion Town projects in Darlington; and the roll-out of electric vehicle charging points through the Office for Low Emission Vehicles (OLEV) Plugged-In Places programme[1]. This needs to be exploited across the wider travel area to tackle potential to reduce trips by car and increase trips by sustainable mode.

- Revenue based activities such as travel behaviour programmes need continued funding and national policy (including fiscal incentives) needs to encourage an uptake of new technology.

- Emergency and contingency planning needs to include potential increases in disruption to transport services due to the effects of climate change and extreme weather; and 'design out' problems where possible.

Future Transport Needs

2.54 Tees Valley-wide programmes of Smarter Choices measures, on a scale akin to that delivered through the Local Motion programmes in Darlington to 2009, will provide the impetus across the Tees Valley to deliver significant travel behaviour change in support of the investment in new and improved infrastructure. This includes personalised travel planning, marketing and information, as well as workplace and school travel plans, education and training. A combination of measures are required to 'nudge' people to select more sustainable travel options, including incentives as well as disincentives. This approach needs to be sustained over a long time period as has been demonstrated in other behaviour change and public health programmes.

2.55 In addition to this we will:

- Promote a modal shift from private car to bus for local and inter-urban trips through information, marketing and incentives as part of the Tees Valley Major Bus Improvement scheme;

- Support and promote the use of electric vehicles;

- Utilise Intelligent Transport Systems and other technologies to reduce the need or distance to be travelled, and minimise the carbon emissions from private vehicle trips;

- Promote a modal shift from private car to rail for inter-urban trips as part of the Tees Valley Metro project and the development and promotion of the Bishop Line; and

- Reduce the carbon emissions from the Tees Valley bus fleet in partnership with the major bus operators, through the Bus major scheme.

Challenge 3 - Access to Employment

2.56   The economic strategy for the Tees Valley to stimulate the necessary growth and regeneration, focuses on the existing town centres, together with key employment locations in the North-South Tees axis. This will reinforce the essentially polycentric nature of the Tees Valley and will accentuate the need for good connections to, from and between the diverse labour markets and other local services.

2.57   The polycentric nature of the labour markets is shown in **Figure 5**:

Figure 5 – labour markets in the Tees Valley authorities
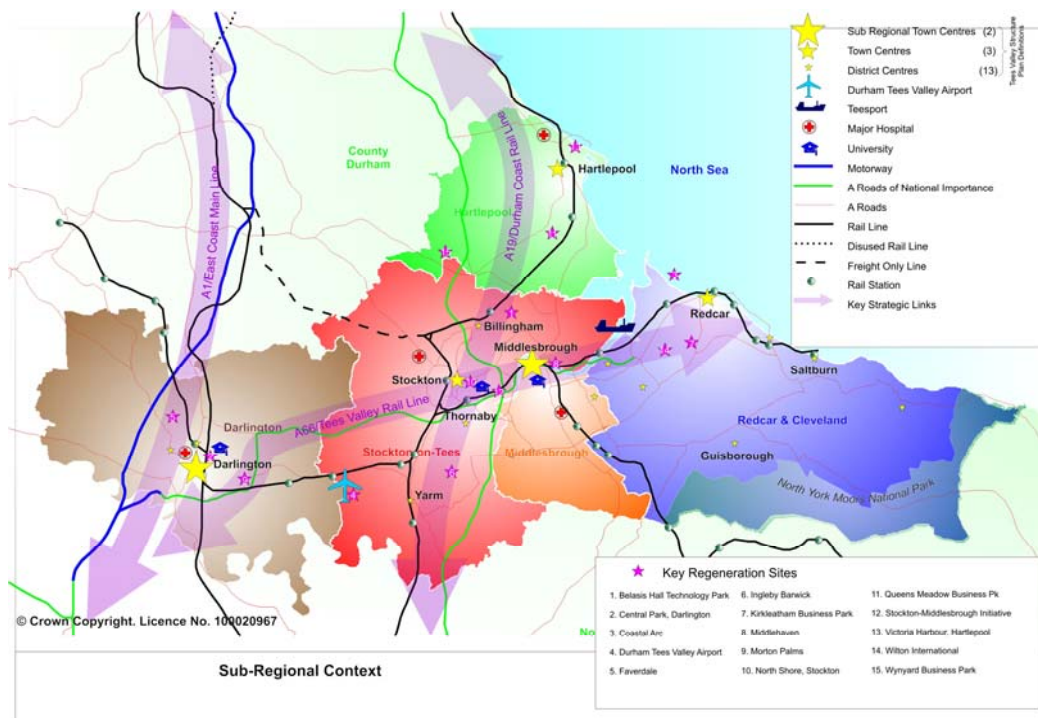
2.58   In addition County Durham has identified the Bishop Auckland - Darlington corridor as a key development area for employment and housing, reinforcing the cross boundary trip making between Darlington and County Durham to access current and future education, training and job opportunities.

Current Position

2.59   Evidence on journeys to work and peak hour trip making patterns in the Tees Valley shows that car commuting accounts for a higher proportion of journeys to work in the Tees Valley than in the North East as a whole, which is in turn at higher levels than in the UK[29]. This is despite car ownership levels in the Tees Valley being lower than the national average.

2.60   However, car ownership in the Tees Valley is forecast to rapidly increase (at a higher rate than the national average), and 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, compared with 34% in 2001. This compares to a figure of 23% nationally. During this time, growth in the number of 2 and 3 car households in the Tees Valley is forecast to be significantly higher than the national average as car ownership grows from a low base[30].

2.61   This signals the threat posed by rising car ownership and use, with the potential for this to grow quickly as the economy improves leading to increased congestion and other adverse impacts from growing car use, including environmental impacts.

2.62   It is also important to remember that this leaves a quarter of households without access to a car, and therefore in order to access education, training and employment there need to be suitable alternatives.

2.63   Evidence suggests that approximately 90% of the Tees Valley's workers live in the Tees Valley and that each centre is relatively self-contained, with high levels of trip making being confined within each district[31]. More recent evidence from the Tees Valley TRIPS model, (which includes updated data from more recent surveys over the last decade), demonstrates that this high level of self-containment of trips in the Tees Valley remains, and specifically a strong degree of self-containment within the individual authority areas themselves. There are also significant numbers of commuter trips between County Durham and Darlington and to a lesser extent North Yorkshire. See **Figure 6**.
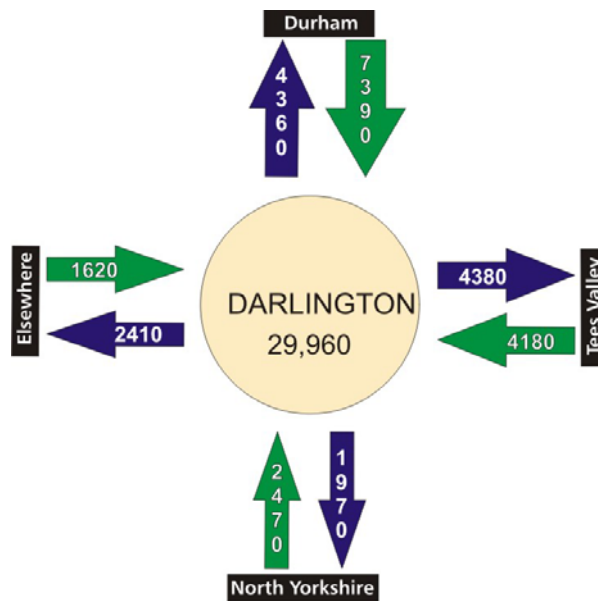
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[29] Department for Transport, National Travel Survey 2007-2008
[30] Connecting the Tees Valley – The City Region Transport Strategy, 2007
[31] ONS, Census 2001

Figure 6 - Travel to work trips

Durham

4360 / 7390

Elsewhere 1620 → 2410

DARLINGTON
29,960

4380 / 4180 Tees Valley

2470 / 1970

North Yorkshire

2.64 Approximately 90% of the cross boundary travel to work trips are made by car, whereas within Darlington there is less reliance on the car (only 54%[32]) and signficant numbers of people walk (16%), travel by bus (12%) or work at home (12%).

2.65 In order to ensure that everyone has access to employment opportunities and to minimise the impact on the highway network from increasing car ownership and further land use development, there will need to be a focus on local bus and rail services for inter-urban commuting, and all sustainable modes for shorter commutes. There also need to be integration between spatial planning and transport planning to promote the development of employment sites at existing transport hubs where possible.

2.66 The lack of a single dominant commercial centre has made it more difficult in the Tees Valley than elsewhere to create and sustain viable bus networks. As a consequence, the bus network across the Tees Valley is not particularly well co-ordinated, a characteristic resulting from a history of piecemeal network development. Bus punctuality across the Tees Valley is also declining and performance falls short of the Traffic Commissioners' desired performance of 95% of buses being on time. There is a complex range of operator-exclusive and multi-operator tickets available to public transport users in the Tees Valley, making it difficult to promote options, creating confusion and detering potential passengers.

2.67 The Bishop Line (Darlington to Bishop Auckland) and Saltburn Line (Darlington – Saltburn) provide local rail services across the Tees Valley and into County Durham. There has been increasing patronage over the last decade at the stations along the line, and research on the

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[32] ONS, Census 2001

Bishop Line shows that it is used by commuters and students. The services are relatively quick, even compared to car travel, and value for money. However connectivity across the Tees Valley, especially between Stockton and Darlington is poor and service frequency needs to be increased. The journey to and from the station also neds imporving in many cases with poor infrastructure and intechange with local bus services.

2.68   Examination of current accessibility levels by public transport (accounting for both bus and rail) suggests that a number of the existing major centres have relatively poor public transport connectivity to other labour markets within the Tees Valley.

2.69   Due to their relative location on the periphery of the Tees Valley, Darlington and Hartlepool in particular have relatively poor public transport connectivity to other labour markets within the Tees Valley. **Figure 7** illustrates Darlington's poor connectivity to other labour markets in the Tees Valley, with only journeys from the surrounding urban area involving a travel time of 20 minutes or less (which is what reasonably can be described a 'good access').

Figure 7 – public transport travel times to Darlington – areas indicated in green have travel times of 20 minutes or less
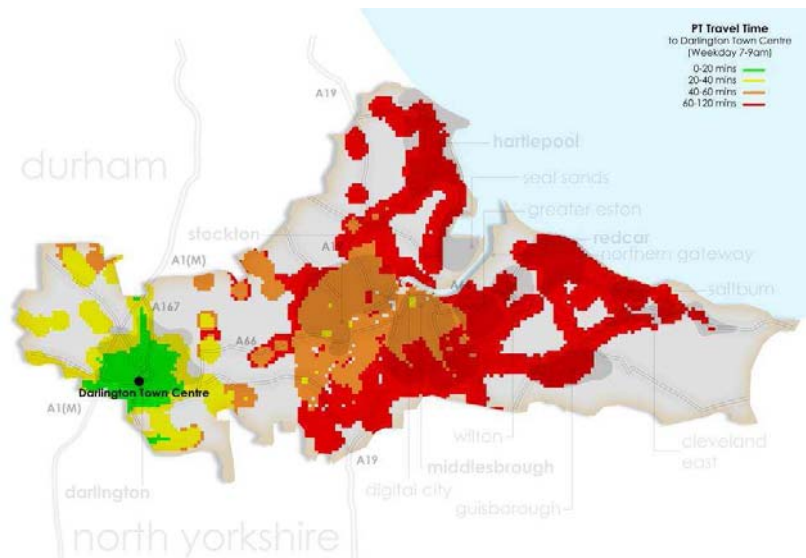
2.70   Furthermore, evidence shows that some of the economic regeneration priority locations in the Northern half of the South Tees area have exceptionally poor accessibility by public transport from the Tees Valley as a whole[33]. This is demonstrated by the example of Teesport.

2.71   Growth of port centric warehousing and distribution at Teesport has already contributed significantly to the local economy, and has potential to develop further on the Teesport estate. Around 2000 people are

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[33] collated in the Tees Valley City Region Connectivity and Accessibility Study, JMP Consultants and Genecon for TVU and the Highways Agency, May 2010

already employed on the Port. If the area is not to become completely reliant on car access, and if the opportunity to access the growing economic opportunities in the area is not to be limited to those with access to a car, improved public transport access is a necessity. (There are currently no local bus services).

2.72   The 2010 North East Rural Transport and Connectivity Study[34] assessed the role of transport in widening access to economic and social opportunities within the diverse rural communities across the region. The consultation and analysis of evidence identified a series of common challenges that influence transport and accessibility issues in rural communities, namely:

- Access to employment and other services – the availability of public transport in remote locations is a major barrier to accessing the increasingly limited employment opportunities, particularly for those who do not have access to a car;

- Awareness and perception of travel options – negative perceptions of public transport services and availability even in relatively accessible locations;

- Cost of transport – the cost of transport is a key barrier to accessibility in rural areas, particularly for those on low incomes or working part-time in accessing employment opportunities, and for young people accessing education, leisure and part-time work; and

- Involvement of the transport sector – the transport sector needs to be visibly involved in demand-led approaches to providing access to a range of opportunities as transport consistently represents the main barrier that is faced in rural communities.

Key Issues

2.73   The evidence on existing journey to work patterns and the quality of transport networks in supporting access to employment in the Tees Valley and its travel to work area highlights the following issues:

- A range and choice of transport to key labour markets is important in order to provide opportunity for everyone to access appropriate employment;

- Car use is higher than the national average for commuting. Options that provide alternatives or manage demand need to be developed before rising levels of car ownership reinforce these patterns;

- Economic specialisation within the Tees Valley as part of the vision for regeneration is likely to reinforce the Tees Valley's

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[34] North East Rural Transport and Connectivity Study, Halcrow for ONE North East and ANEC, June 2010

polycentric form. Sustainable transport solutions that support this economic vision to provide better quality links between the centres will be vital;

- Integration between spatial planning and transport planning to promote the development of employment sites at existing transport hubs, including rail stations and town centres; and

- The availability of public transport in remote locations is particularly limiting job opportunities for those who do not have access to a car.

Future Transport Needs

2.74 Completion of the Tees Valley Bus Network Improvement project to bring about a quality, stable and sustainable system that offers an effective alternative to the private car. The project will include the provision of high quality, clear and focussed information and marketing materials in a wide variety of formats, and the enhancement and simplification of fares and ticketing. This is being complemented by ongoing bus operator investment in high quality accessible vehicles, enhanced standards of driver training and vehicle cleaning, and the consistent provision of frequent services from early morning to late evening.

2.75 A Quality Partnership Agreement between operators and the local authorities, designed to recognise and protect the current investment from the bus operators, and ensure that this continues alongside the ongoing delivery of the Tees Valley Bus Network Improvements major scheme.

2.76 The provision of a range of bus services to new and emerging employment opportunities is fundamental if these jobs are to be accessible to people across the Tees Valley regardless of whether they own a car, and to ensure that these developments do not add to congestion on important routes, thereby damaging the local economy in the process. For example, a range of bus services to the North South Tees developments, including to the Teesport estate.

2.77 In addition to this we will:

- Continue to develop the Tees Valley Metro project to improve connections to and between employment centres;

- Continue to support and develop the Bishop Line to access employment opportunities along the route;

- Ensure spatial planning decisions support access to employment for everyone, including those that do not have access to a car;

- Improve the reliability of the highway network through the Network Management Strategy; and

- Recognise and enhance the role of cycling and walking networks in catering for shorter commutes.

2.78 **Summary**

*The Tees Valley Economic and Regeneration Statement of Ambition sets out a clear vision , to drive the **transition to a high value low carbon economy**, and to create a **more diversified and inclusive economy**. This raises a number of challenges for transport, namely:*

Improve the journey experience of transport users of urban, regional and local networks, including interfaces with national & international networks;

Deliver quantified reductions in greenhouse gas emissions within cities and regional networks, taking account of cross-network policy measures; and

Improve the connectivity and access to labour markets of key business centres.

These 3 challenges to provide Resilient Network Connectivity, Improve Access to Employment and Reduce Carbon Emissions also apply to the economic, social and environmental implications for travel into and out of Darlington Borough and both County Durham and North Yorkshire.

A number of strategic options have been identified to meet the future transport needs generated from current and future economic activity, housing investment and regeneration. These can be summarised as:

- *Links from key assets at Teesport and Durham Tees Valley Airport to national and international hubs and markets are maintained and built upon to support our global industries. Rail and road links between the Tees Valley and London and other city regions should also be enhanced and journey times reduced in order to optimise the accessibility of the Tees Valley to national markets.*

- *Enhanced connectivity within the Tees Valley is equally important to ensure that residents and visitors can access employment, education, health care, retail, leisure and other key opportunities, across the area as a whole, particularly for people who do not have access to private transport.*

- *The resilience of the transport networks must be maintained and enhanced. A degree of certainty/stability relating to journey time and network condition is vital for both individuals and businesses.*

Chapter 3

Darlington context

3.1   Darlington is a historic market town with a range of cultural facilities, and provides a vibrant retail and employment sector for the Borough as well people living in North Yorkshire, south and west County Durham and the western part of Tees Valley. It is relatively flat and compact, making it easy to travel around, especially on foot, by bike and by public transport. The town is surrounded by open countryside and a number of villages.

3.2   The Borough has excellent national and international transport links, by rail (East Coast Main Line, Bishop Line and Saltburn Line), road (A1(M) and A66 (T)) and air (Durham Tees Valley Airport) and is the 'gateway' to the Tees Valley. The town has a comprehensive network of bus services, with services to rural communities and across the borough boundaries to North Yorkshire, County Durham and the Tees Valley.

3.3   Within the Borough there is an excellent network of cycle routes and green corridors providing attractive environments for walkers, cyclists and horse riders both in the rural area and linking the urban/rural fringe to the town centre,. A great deal of effort has been taken to provide a transport network to meet the needs of local people, in particular those without access to a private car and disabled people.

3.4   The Borough's population is 100,400, made up of almost 46,000 households. The population is aging, with over 20% of the population of retirement age or older and 20% of the resident population has a limiting long term illness[35]. There are stark contrasts in quality of life, health and life expectancy across the council wards.

3.5   Darlington has experienced strong and sustained economic and housing growth over the last decade. The Darlington Gateway Strategy set out a clear direction of travel which is reflected in the Sustainable Community Strategy, 'One Darlington: Perfectly Placed'. The economy has shifted from its past reliance on manufacturing to one with a wider, more resilient base. Specialist engineering, the now dominant service sector (business and professional services) and public sector employment (public administration, healthcare and education) are the most significant employers, whilst a relatively high proportion of the local workforce are in professional, senior or managerial roles, or skilled jobs.

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[35] Statistics from the mid-2009 Office of National Statistics estimates

Local policy context

3.6 The Local Transport Plan has been developed within the context of existing or emerging local and regional policy.

3.7 **Sustainable Community Strategy**
'One Darlington: Perfectly Placed'[36] is Darlington's Sustainable Community Strategy, and sets out the overarching strategy for the people and place of Darlington. Issues and prioritising actions for improvements have been arranged into 5 themes:

- Prosperous Darlington – focussed on creating a vibrant economy and prosperity for all, recognising the quality of life that makes Darlington perfectly placed;
- Aspiring Darlington – enabling people to develop and achieve their aspirations, and to maximise their potential;
- Healthy Darlington- improving health and wellbeing for everybody, irrespective of social, economic and environment constraints;
- Greener Darlington – ensuring an attractive and 'liveable' local environment, and contributing to tackling global environmental challenges; and
- Safer Darlington – creating a safer and more cohesive Darlington.

3.8 Transport has a role to play in achieving many of the outcomes in particular in supporting the economy and reducing CO_2 emissions, but also in achieving better health outcomes, improving accessibility to key services, including education and training, and providing a safer, greener environment.

3.9 **Local Development Framework**
Darlington is developing its Local Development Framework and the Core Strategy and daughter documents form the spatial expression of One Darlington: Perfectly Placed. The Core Strategy is now undergoing examination, having been submitted to Government in October 2010.

3.10 The spatial vision for Darlington is:

'By 2026 Darlington will be a more sustainable community, where a real step change has been achieved in enhancing quality of life and local environment, and expanding local opportunities for work and **sustainable travel**. *Those who live in, work in or visit the Borough will enjoy the opportunities and vibrant life of an ambitious city, but within the fabric of a friendly, historic market town with a distinctive atmosphere, surrounded by attractive countryside and villages'.*

3.11 There are 8 strategic objectives, including:

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[36] 'One Darlington: Perfectly Placed', Sustainable Community Strategy for period 2008-2021; prepared by Darlington Partnership; 2008.

*Objective 1: Minimise the impact of, and adapt to the effects of climate change, by reducing greenhouse gas emissions, the use of resources and the risk of flooding and pollution, and by maximising the re-use and recycling of land, buildings, waste and water through **more sustainable** designs, patterns of development and **means of movement**, and by providing opportunities for adaptation within the natural environment.*

*Objective 2: provide the equality of opportunity for everyone now and in the future, by ensuring that the design, **location** and mix of development and infrastructure across the Borough maintains and creates **safe, attractive, accessible, healthy and inclusive sustainable communities**, eliminating any disadvantage people experience.*

*Objective 3: facilitate sustainable economic growth by protecting and promoting a range and continuous supply of **employment development** opportunities in **sustainable locations** that meet the needs of local businesses and continue to attract high quality, well paid jobs to the Borough.*

*Objective 8: **Support initiatives to maintain, expand and enhance facilities and networks for public transport, walking and cycling, so that the connections are in place to enable everyone to get around the Borough easily and affordably, whilst making the most of Darlington's existing transport infrastructure, tackling congestion and improving links to the rest of Tees Valley and further afield.***

3.12   The Infrastructure Delivery Plan has also been submitted to achieve the objectives and policies in the Core Strategy, the broad locations where the infrastructure will be located as well as their delivery mechanisms. It also has a wider corporate role; to identify, support and inform other strategies and decisions relating to capital investment across the Council. Identifying where infrastructure is required enables the Council, with other service providers, developers and local communities to be able to properly plan for, fund and coordinate infrastructure with the level of growth identified in the Core Strategy. The Council's role in facilitating and securing the delivery of infrastructure will vary for different infrastructure projects but will include funding directly or indirectly from the Local Transport Plan and associated funding allocations.

3.13   **Economy**
Over the past decade, implementation of the Darlington Gateway Strategy has led to strong, sustained economic and housing growth across the Borough. Our good track record has been achieved through developing a sound understanding of our local economy, its role within both the Tees Valley sub-region and the North East as a whole and

through strategic investment in initiatives that build on the opportunities and our strengths, allied to a 'can-do' culture. Our challenge is to maintain this momentum. The Economic Regeneration and Housing Ambition Statement and Investment Plan[37] sets out the following ambition:

'Through partnership working, to achieve a balanced growth of employment and housing in suitable locations, linking development and regeneration to deprived communities.'

3.14   To maintain the growth of our economy, and rebalance the economy, we need to attract and retain the right calibre of people and organisations to the borough, and we can only do this if we provide a business infrastructure, and quality of life that is second to none. The Borough needs to widen its economic base and deliver housing growth and improvement, if it is to continue to increase the number and quality of jobs available for its residents across all sectors, increase wage levels and meet the housing aspirations and needs of the population.

3.15   One of Darlington's greatest assets is its supply of ready to develop land and premises. Darlington's major regeneration and industrial areas are located with easy access to strategic sub-regional, regional, intra-regional and national transportation networks. Maintaining the availability of land combined with efficient local transportation and communications infrastructure are two key assets that represent opportunities for the future.

3.16   To achieve the most sustainable pattern of development and support Core Strategy objectives, the focus will be on developing land that meets the needs of a range of businesses, in sustainable locations, making use of previously developed land and buildings wherever possible, and making the most efficient use of employment land. This will include continued public sector support for office development in Darlington town centre, mixed-use development at Central Park and new employment opportunities in the Town Centre Fringe. This will be complemented by further edge-of-town employment to meet specific sectoral business needs, building on recent developments, in locations like Faverdale (larger industrial uses and logistics), Yarm Road and Lingfield Point (business, industrial and warehousing and some business park / prestige development), and Durham Tees Valley Airport (airport related uses).

3.17   Darlington has a cluster of world-leading advanced engineering companies. There is real scope for these engineering firms to capture a share of new markets for low carbon services and products, tap into supply chain opportunities, and export their expertise globally. **Figure 1** illustrates the key development areas.

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[37] Darlington's Draft Economic Regeneration and Housing Ambition Statement and Investment Plan, December 2010

Figure 1 - Darlington Economic Regeneration sites
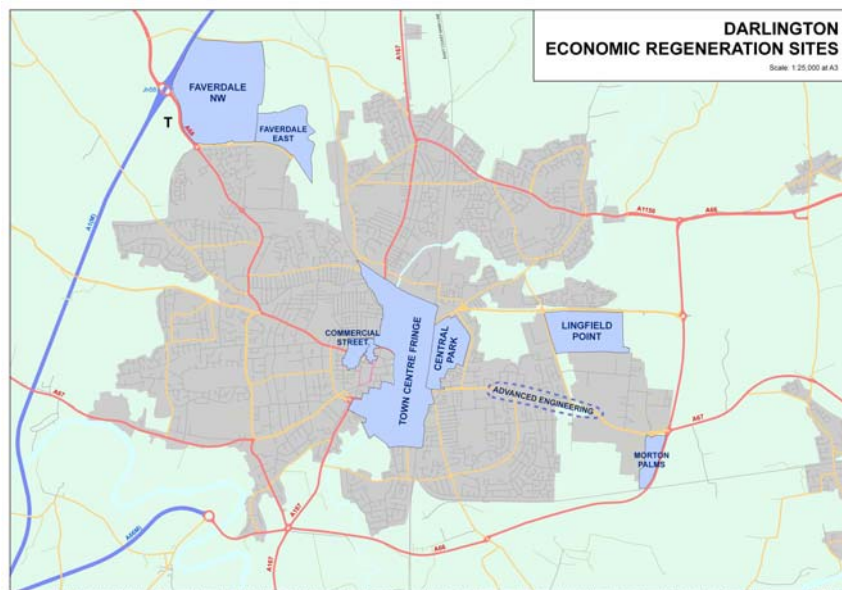
3.18   In light of Darlington's excellent transport links, several major government offices are now located in the Borough; this "critical mass" gives Darlington, on behalf of the Tees Valley, a strong advantage in attracting future Government relocations. The transport links and ready supply of land also make Darlington a prime location for the growing logistics sector.

3.19   Further work is underway to identify other potential growth sectors (financial and business services, hospitality, health, and creative industries) which will be attracted by Darlington's highly-skilled, adaptable, job-ready resident population.

3.20   Darlington College, Darlington Sixth Form College and Carmel Technology College are three of the highest performing colleges in England. They have all been awarded 'Beacon' status and are a key component of Darlington's offer to growing companies. The University of Teesside satellite building (which will include provision for business) will further enhance the Borough's reputation and offer more opportunities to build stronger links between education and business.

3.21   **Meeting Housing Needs and Aspirations**
        Traditionally, Darlington has generally had a strong housing market and high levels of house building. Whilst the recession has impacted on the housing market, it is acknowledged that further new housing is required to address the following issues:
        • An increase in new households forming within the existing population;
        • Retaining and attracting more young and working age people, particularly graduates, to drive local economic growth;

- Better matching housing stock to local needs and aspirations, including more affordable housing and executive housing; and
- Replacing obsolete housing stock
- Addressing private sector housing stock conditions in poor pre 1919 housing in the urban core
- A requirement for a range of accessible accommodation to meet the needs of an ageing population over time, sustain independent living and minimise the requirement for adaptations to ensure existing homes continue to be safe and appropriate for those with physical disabilities over the longer term

3.22   Substantial housing challenges exist:
- the need to "kick-start" key stalled housing sites and deliver housing growth;
- a continuing shortage of affordable housing;
- 34% of the private rented stock is classified as "non-decent; and
- non-traditional and solid wall properties with low thermal efficiency levels and relatively high levels of category 1 hazards

3.23   The Strategic Housing Land Availability Assessment has identified a number of sites within the Borough as suitable for new housing, which meet the Borough's commitment to encouraging and supporting sustainable travel choices and minimising the need to travel. These are identified as Housing Growth sites in **Figure 2**.

Figure 2 – Darlington's Housing Growth sites
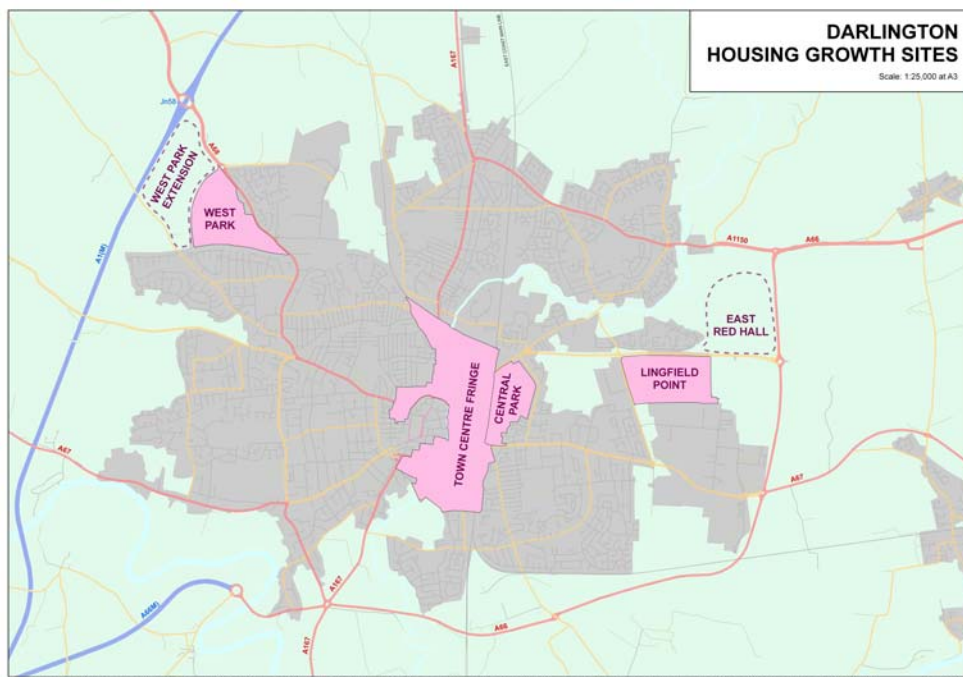
3.24   **Climate Change**
Darlington signed up to the European Union Covenant of Mayors in February 2009, committing to reducing Borough-wide carbon

emissions by at least 20% by 2020. A Sustainable Energy Action Plan (SEAP) has been developed which outlines the measures required to deliver a 20% reduction. This will involve the Council working in partnership with other organisations in the public, private and community and voluntary sectors. This supports the vision set out in the Sustainable Community Strategy for a low carbon Borough, contributing to local, national and global sustainability.

3.25   The Tees Valley Climate Change Strategy (TVCCS), which was endorsed by Darlington Council in June 2010, sets out how to achieve a low carbon sub-region. Climate change creates unparalleled opportunities as well as risks for the Tees Valley. Developing renewable energy and low carbon industry, upgrading public transport systems and low carbon, resilient housing developments are clear priorities for the economic development of the Tees Valley. A coherent and targeted approach is needed to engage and support the range of people and organisations that impact, and are impacted by climate change in the Tees Valley.

3.26   Darlington Climate Change Action Plan adopted in 2007, is due to be updated once the SEAP has been submitted to the EU. The TVCCS and the Darlington SEAP both provide a high level, strategic framework within which locally specific actions can be developed.

3.27   **Green Infrastructure**
Darlington is in the process of putting together a Green Infrastructure Strategy. A number of the proposed aims underline the importance of the Rights Of Way network and other walking and cycling routes in both the urban and rural areas to:
- Help deliver a natural environment that allows it to be more resilient to climate change and makes a contribution to reducing Darlington's carbon footprint;
- Achieve greater connectivity of quality green spaces in a way that allows for life enhancing, free movement of both wildlife and people; and
- Enable new and existing green spaces to be designed or redesigned in a way that allows for many different uses by a wide range of the population.

3.28   Sustainable transport and green infrastructure work together to increase the opportunities for people to use high quality, attractive and biodiverse, green routes as an alternative means of travelling around the town and accessing the countryside.

3.29   **Health and Social Care**
The most recent Health Profile[38] for Darlington indicates that the health of people in Darlington is generally improving. However it is still worse than the England average. There are inequalities within Darlington,

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[38] Health Profile 2010, Darlington; Association of Public Health Observatories

with life expectancy for men living in the most deprived areas being 11 years less than those living in the least deprived areas. The corresponding figure for women is 9 years. Lifestyle choices including smoking, binge drinking and poor diet are significantly worse than the England average and levels of physical activity are declining, resulting in increasing obesity and poor health.

3.30   Access to health services remains a high priority as the health sector realigns and redesigns services. Some service delivery is becoming more localised such as the provision of new dental practices in areas where attendance at dental clinics is low and tooth decay, particularly in children, is high. Local provision reduces the need to travel, improves attendance and results in improved health outcomes. In addition, Darlington boasts 4 'extra care' housing schemes that allow essential health services to be purchased and delivered to vulnerable residents on site, reducing the need to travel.

3.31   Hospital services have been realigned between Darlington Memorial Hospital and hospital sites in Bishop Auckland and Durham, as well as some specialised services in regional centres in Middlesbrough and further afield. This has led to the development of new transport services and travel arrangements for staff, patient and staff. A proposed new hospital at Wynyard is currently not proceeding due to the withdrawal of funding. If this site is used at a future date for health care provision then improvements to sustainable travel options, in particular public transport, must be provided, to ensure that the site is accessible by all.

3.32   Changes to the benefits system and social care legislation will have an impact on how people's needs are assessed and how their needs are met. Whilst the basis of many of the changes are to enable people to make their own choices about the way they live their lives, this choice may be limited by the availability of suitable and affordable transport. This may have an adverse affect on an individual's health and quality of life, and may in the longer term increase the demand for more critical and chronic care.

3.33   **Education**
        In Darlington, statutory education is provided for over 15,296 pupils between the ages of three and eighteen in 2 nursery schools, 29 infant, junior and primary schools, 6 secondary schools, 1 academy and 1 special school.

3.34   Since securing its position in 2008 as the most improved local authority in England, as regards GCSE attainment, schools in Darlington have continued to build on performance by celebrating an increase of 3.5% in attainment in 2010 with 56.4% of young people achieving five or more GCSEs with A* to C grades, including Maths and English compared to 52.9% in 2009 compared to 47.7 per cent in 2008.

3.35   Further education is provided by Queen Elizabeth Sixth Form College, Carmel RC College and Darlington College all rated as three of the highest performing colleges in England and all awarded 'Beacon' status. In 2009, Teesside University extended its campus to Darlington providing extended higher education opportunities for Darlington in an unused school building. A new purpose built facility is under construction and due to open in September 2011.

3.36   The Sustainable Travel to School Strategy sets out to achieve the vision: 'To ensure that all children and young people in Darlington have safe and equitable access to education; and where practicable for trips to/from education to be made by a sustainable travel mode'. Travel to school by sustainable modes has increased, with significant increases in levels of cycling, due to a combination of physical improvements (Safer Routes to School and cycle parking) and Smarter Choices (Bikeability and pedestrian training, Bike It activities, travel zone maps and Medal Motion motivational campaigns), all developed on a school by school basis through a school travel plan.

Darlington's transport system

3.37   Darlington's economic strategy is underpinned by its accessibility to national, regional and local transport networks and its intrinsic quality of life both within the Borough and places around it. Its location on the East Coast Main Line, adjacent to both the A1(M) and A66(T) and its proximity to Durham Tees Valley Airport provide easy access to the north east region as well as to major conurbations including Leeds, Manchester and London, and have helped to attract investment into the Borough.

3.38   Within the Borough there are good sustainable transport links, including a comprehensive cycle network and commercial bus network, as well as rail stations serving the lines to Bishop Auckland and Saltburn via Middlesbrough. There are frequent bus services to towns in North Yorkshire, County Durham and to parts of the Tees Valley. Access by bus to the eastern end of the Tees Valley is poor, and this is likely to prevent access to employment for Darlington residents in these growth areas unless they have access to a private car. Long distance and touring coaches provide an extensive range of services from the town centre, but passenger waiting facilities are poor. The town centre has been radically altered to provide an environment for those walking, cycling and using local bus services. However, there is little or no community transport provision and low numbers of accessible taxis.

Evidence from the Second Local Transport Plan

3.39   The Second Local Transport Plan transport strategy[39] sought to:

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[39] Darlington: A Town on the Move; Second Local Transport Plan 2006-2011; Annex 3; Darlington Borough Council; March 2006

- Improve accessibility to services and opportunities by providing travel options, so 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.

3.40 Darlington developed a 3 pronged approach to tackling congestion, namely:
- To tackle congestion hot spots with physical improvements at junctions on the highway network, adding greater capacity for traffic;
- To manage the highway network so that it operates effectively and efficiently, for the benefit of all road users; and
- To provide and promote sustainable travel choices to support travel behaviour change.

3.41 Over the period of the Second LTP a number of physical enhancements have been made to the highway network including the opening of the Eastern Transport Corridor, and improvements to junctions at McMullen Road/Haughton Road and Whinfield Road/Whinbush Way. As part of the Tees Valley Bus Network Improvement major scheme funding has been secured for further improvements at Cockerton Green, Staindrop Road/Woodland Road, North Road/Whessoe Road and on the Inner Ring Road. Modelling work, feasibility and design has started on all of these schemes. The Highways Agency has identified schemes to improve the operation of the A66 around Darlington with modifications to the operation of 5 roundabout junctions and will seek funding in the period to 2014.

3.42 In addition the Network Management Plan has been developed and implemented, with improvements to traffic flow through better coordination of road works, forward planning of events, implementation of strategies to deal with emergencies and the introduction of Civil Parking Enforcement.

3.43 Darlington has a national and international reputation for the work it has done on sustainable transport. It is the only town to have been both a sustainable travel and cycling demonstration town. The successful approach has been to combine physical improvements with smarter choices (summarised in **Figure 3**); to recognise that personal advantage is a key driver of change (people were motivated by improving their health or saving money); and a strong brand is essential.

Figure 3

Darlington's Strategy for delivery
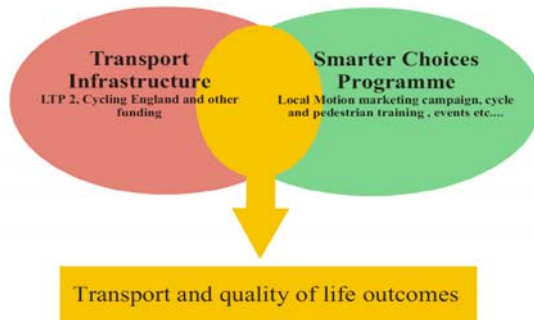
3.44   In terms of travel patterns and behaviour, the Department for Transport (DfT) issued independently quantified results from the Sustainable Travel Towns; Darlington has seen a 9% reduction in car trips which equates to 10,800 fewer car trips per day; 113% increase in cycling trips and 14% increase in walking trips (**Figure 4**). The local reduction in car trips helps support new development and economic growth without creating unacceptable levels of congestion. Independent evaluation of both projects has been undertaken and published[40][41] and has concluded that the approach offers very good value for money and cost benefit ratio.

Figure 4 – change in travel behaviour 2004-2008
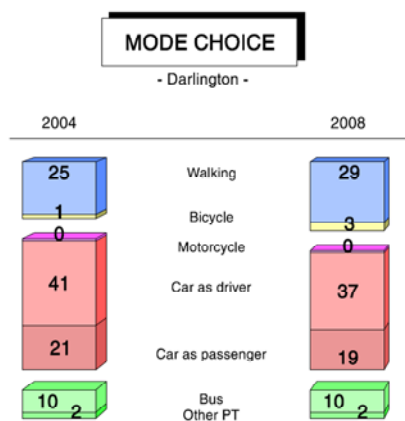
3.45   This was a period when there was strong economy and the number of private cars registered in Darlington increased to 44,000. However the number of kilometres driven each day fell by 13%, equating to a reduction of 34.3million km per year. (**Figure 5**)

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[40] Analysis and synthesis of evidence on the effects of investment in six Cycling Demonstration Towns, Cycling England, November 2009.

[41] Darlington - Sustainable Travel Demonstration Town, Travel Behaviour Research, Final Evaluation Report for Darlington Borough Council, Socialdata, April 2009.

Figure 5 - change in car ownership and mileage

| CAR MILEAGE		
- Darlington -		
2004		**2008**
42,200	(Private) Cars in total	44,000
24.7	Kilometres per car per day (everyday mobility)	21.4
	Relative reduction	- 13%
355.4	Total kilometres per year (everyday days) in mio	321.1
	Reduction (km per year)	- 34.3 mio

3.46 Further detailed analysis has been undertaken to understand the detail behind the top level figures, to plan interventions and programmes that maximise the potential for switching to more sustainable modes. For instance initial analysis highlighted the need to increase levels of cycling amongst women. This has been achieved with the percentage of all trips by bike by women increasing from just 15% to 26%. This is against a background of the average number of trips by bike per person per year increasing from 15 to 33.

3.47 A key issue going forward is how to continue this work so that all the gains are not lost, as behaviour change programmes need to be by their very nature long term. Also how can these programmes be more inclusive, in particular involving disabled people to identify how the programmes can be improved to enable more disabled people to have more opportunities to make more sustainable trips?

3.48 During the last 5 years of the LTP[42] there have been mixed results on public transport and traffic levels.

3.49 Bus patronage has continued to decline (from 8.78 million trips in 2005/06 to 8.2 million trips in 2009/10) and both satisfaction with bus services and bus information is poor. However rail patronage across Darlington's stations has shown strong growth with a 63% increase at Bank Top station over the last decade to 2,160,293 trips in 2009/10.

3.50 Traffic levels are monitored across over 50 sites in the Borough, enabling analysis on key corridors into the urban area, as well as across two cordons – one around the edge of the urban area monitoring traffic in and out of the town; the second around the edge of the Inner Ring Road, effectively monitoring travel within the urban area. The Inner Cordon has shown a reduction of approximately 5% during the period 2006-2009, reflecting the increases in sustainable travel.

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[42] Darlington's Second Local Transport Plan, 2006-2011, approved by Darlington Council, March 2006

(See F**igure 6**). The outer cordon shows an increase of 2%, in line with national traffic growth, demonstrating that smarter choices needs to be applied in areas outside of the Darlington's urban area (surrounding villages and towns in neighbouring authorities) linked to changes in perception of and/or actual improvements to public transport and other sustainable travel options in order to reduce car use for these longer journeys.

3.51   This reflects the impact that a combination of physical improvements to travel options and Smarter Choices, have had an impact, particularly on short trips within the urban area. The approach has recognised that some trips can only be made by car, but that the potential to switch car journeys to other modes is now greater than at the start of the work in 2004 as the travel options have improved since then.

Figure 6 – traffic crossing the inner cordon
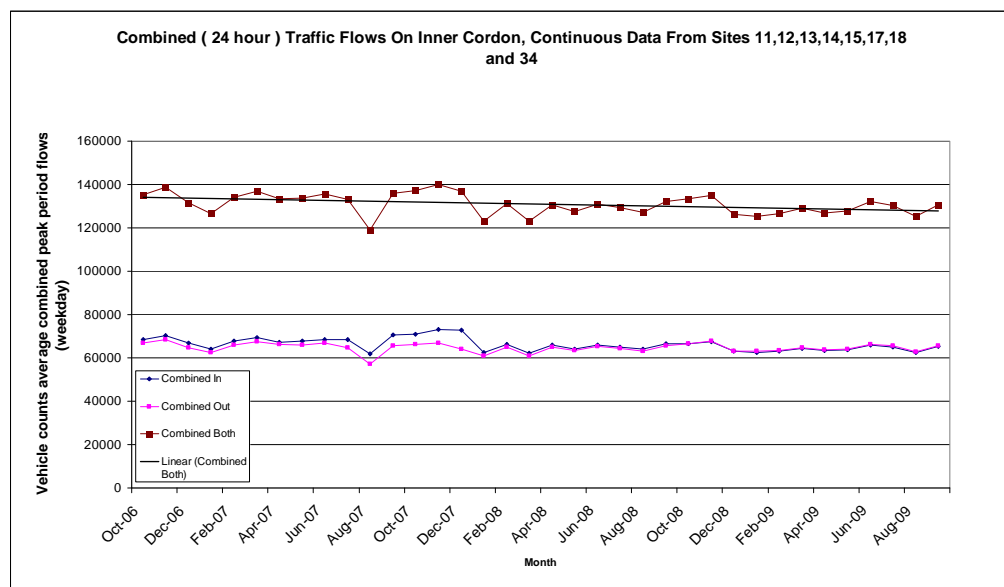
3.52   In terms of journey experience there is currently little congestion on Darlington's highway network, but it is recognised that as the Borough becomes more prosperous traffic levels will increase and congestion will get worse unless the highway network is carefully managed. Planned improvements to bus infrastructure that would improve bus punctuality and the passenger waiting facilities, have been delayed with the delays in funding announcements linked to the Tees Valley Bus Network Improvement scheme.

3.53   Darlington has a good road safety record, having reduced the numbers of serious and slight casualties on the Borough's roads, through a combination of engineering, enforcement, education and training, to meet its 2010 casualty reduction targets. Local safety schemes have addressed all the locations where there were clusters of accidents. The implementation of 20 mph zones and Safer Routes to School has started to address the perception of safety and travel behaviour.

3.54 **Summary**

Policy context
Darlington's transport system is an asset for local people and businesses providing travel choices for local trips as well as regional, national and international travel.
The Local Transport Plan supports the Sustainable Community Strategy and the Local Development Framework, in particular the notion of developing sites that are sustainable and accessible by all modes of transport and exploiting transport assets such as the rail stations, Pedestrian Heart and Strategic Road Network.
Providing and maintaining the transport system in a sustainable way supports economic growth and the development of new housing sites, contributes to reducing carbon emissions, provides green infrastructure to support mental well being and physical health and access to education and training.

Evidence from LTP2
The Second LTP set out to improve accessibility; tackle congestion; make the transport network safe and secure; and work in partnership to deliver solutions.
Monitoring data and evaluation has demonstrated success across a wide range of indicators, particularly in terms of reducing trips by car and increasing levels of walking and cycling. Travel is safer and the condition of the highway network has improved. More work needs to be done to improve and increase travel by pubic transport.

Next steps
The Plan need to focus on supporting economic growth, whilst addressing other local priorities such as climate change and health.
Continue with the 3 pronged approach to tackle congestion
Build on the success of Local Motion and the Cycling Demonstration Town project
Further improve travel for disabled people and find new ways to provide transport through partnerships.

Chapter 4

Clarify Outcomes

4.1 Darlington Council has adopted Outcome Based Accountability in its corporate and service planning and Darlington Partnership is taking up this methodology to establish a common approach across partner agencies to agree outcomes, priorities and targets for delivering the Sustainable Community Strategy. As such the goals for the LTP have been developed in terms of outcomes.

4.2 Five outcomes have been developed for the Plan in the context of the national guidance, as well as regional and local priorities, in particular those set out in One Darlington: Perfectly Placed and the Local Development Framework Core Strategy.

4.3 The national goals set out in Delivering a Sustainable Transport System[43] were used as a starting point to develop outcomes for Darlington, ensuring that the Local Transport Plan contributes to the achievement of the national transport strategy. Although the national picture has changed with a change of Government, new priorities (to rebuild the economy and to reduce carbon emissions) and an increasing emphasis on localism, the building blocks that have been used, and the consultation that has taken place, ensures that the outcomes have been set are still valid and appropriate.

4.4 Extensive consultation resulted in changes to the proposed outcomes, including the addition of 'affordability', 'journey experience' and 'activities'. Consultation also highlighted the fact that 'everyone' really must include all people, specifically those living and working in rural areas and disabled people. This is detailed in **Annex 1**.

4.5 As such the outcomes for the LTP have been developed as follows:

6. Everybody is able to enjoy the Borough's prosperity by providing and maintaining a reliable, predictable, efficient and affordable transport network;
7. Everyone can play their part in reducing the impact of transport on the environment and its contribution to climate change;
8. People live long, healthy and active lives, travelling safely and making active travel choices;
9. Everyone in Darlington can maximise their life chances by being able to access services, activities and facilities; and
10. People in Darlington enjoy a positive journey experience on an attractive, clean, green and sustainable transport system

4.6 How these relate to the national aims, One Darlington: Perfectly Placed and the Local Development Framework is set out in **Table 1**.

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[43] Delivering a Sustainable Transport System: Consultation on Planning for 2014 and beyond; DfT

Table 1 - The link between national and local objectives

National goals[44]	Sustainable Community Strategy outcomes	Local Development Framework proposed objectives	Transport Strategy proposed outcomes	Transport Strategy proposed objectives
Support economic growth	Everybody in Darlington is able to enjoy the borough's prosperity and quality of life	Promote sustainable economic growth; Safeguard the function of the town centre	Everybody is able to enjoy the borough's prosperity by providing and maintaining a reliable, predictable, efficient and affordable transport network	To support employment, economic activity and sustainable development by providing and maintaining a reliable, predictable and efficient transport network
Reduce carbon emissions	Doing everything we can locally to reduce our contribution to global CO2 emissions, to minimise the impact of climate change on local people and around the world	Minimise the impact of, and adapt to the effects of, climate change	Everyone can play their part in reducing the impact of transport on the environment and its contribution to climate change	To tackle climate change through quantified reductions in greenhouse gas emissions from transport
Contribute to better safety, security and health	All people feel safe and live in a crime free environment; People in Darlington live long, healthy, active and independent lives	Provide a wide range of facilities to contribute to health and wellbeing	People live long, healthy and active lives, travelling safely and making active travel choices	To achieve better health and longer life expectancy for everyone by reducing the risk of death, injury or illness from transport and by providing travel options to keep people active and independent
Promote equality of opportunity	Everybody in Darlington aspires and is able to achieve their full potential and maximise their life chances	Provide equality of opportunity for everyone; Maintain, expand and enhance facilities and transport networks to enable everyone to get around easily and affordably	Everyone in Darlington can maximise their life chances by being able to access services, activities and facilities	To achieve a fairer society by enabling people to access jobs, education, training, health, food and green spaces
Improve quality of life and a healthy natural environment	People in Darlington enjoy an attractive, clean, green and sustainable environment	Provide a continuous supply of land for new housing developments; Preserve and strengthen green infrastructure, heritage and countryside	People in Darlington enjoy a positive journey experience on an attractive, clean, green and sustainable transport system	To achieve a better quality of life for all by improving the journey experience and minimising the negative impacts of transport such as noise, air pollution and accidents on the natural environment, heritage, landscape and people

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[44] Supporting economic growth and reducing carbon emissions are the new stated aims of the Coalition Government. The other 3 DaSTS objectives have been retained for completeness.

Chapter 5

Challenges

5.1   Darlington faces many challenges and some of these have been made worse by the recent economic recession and cuts in public spending. The national challenge is to build a strong economy, whilst at the same time reduce carbon emissions from all activities, including transport. This approach seems to conflict but there are many ways to enable businesses to thrive and people to access work, without carbon emissions having to spiral, using the latest vehicle and fuel technologies, providing and promoting more sustainable travel choices, reducing the need to travel and integrating transport to make travel by public transport a better experience.

5.2   Darlington is in a strong position to move forward with experience in building a strong economy and at the same time reducing carbon emissions from transport.

5.3   Challenges have been identified from a number of sources and these have implications for transport and travel choices for local people:

- Monitoring information and evidence
- Consultation
- Issues arising from the development from the Local Development Framework including the conclusions from the Connections Study and Area Action Plans
- Cross boundary issues arising from joint working with the Tees Valley authorities and consultation with North Yorkshire and Durham County Councils.

5.4   Challenges identified from information and evidence

5.5   Demographics and socio-economic trends

Challenge	Transport implication
The population is forecast to increase from 102,300 to 112,500 between 2011 and 2026 through a combination of natural increase and migration.	Increase in overall numbers of trips (average 1000 trips per person per year)
The population is set to age as people live longer. This will have significant impacts in some areas where the % of older people compared to young or working aged people is very high. The birth rate is increasing slightly but is set to level off from 2014.	Greater demands for concessionary travel, accessible parking spaces and accessible transport; ratio of fare paying passengers and concessionary passengers may result in services becoming non viable commercially, increasing demand for supported bus services;
The combination of a larger but increasingly active older population, with the personalisation of services, giving people choice in how they use their service entitlements	May have significant implications for transport services such as buses, community transport or taxis.
20%-25% of the population are disabled or have a life limiting illness, which is above the national average	Some people are unable to travel as they do not have access to appropriate transport in the right place at the right time; others have limited opportunity to travel due to the transport options that are available.
12% of the population live in rural areas	Potential isolation, especially for those that do not have access to a car and therefore potential demand for supported bus services or community transport schemes

Significant inequalities in health and life expectancy between ward areas.	Transport schemes or initiatives may need to be targeted at specific populations or locations in order to promote active travel or provide access to hospital or health services.
Pockets of deprivation exist across the Borough	Transport interventions may need to be targeted at specific populations or locations.
Car ownership is increasing (although usage – kms per car per day - has fallen)	Potential to increase number of trips by car, creating more congestion; problems with parking, especially in residential streets with no off street parking

5.6   Environmental issues

Challenge	Transport implication
The Tees Valley Climate Change Strategy[45] commits us to achieving both short term and long term carbon dioxide emissions targets (a minimum 8.75% reduction below 2000 levels from 2006-2012 and a further minimum 27% reduction from 2012-2030). The Darlington Climate Change Strategy will set targets in 2010.	Transport is a major contributor to CO2 emissions, and guidance has been issued by DfT as to how authorities can deliver sustainable low carbon travel through investment in technology, reducing the need and distance to be travelled and changing travel behaviour.
The Tees Valley Green Infrastructure Strategy provides a strategic context for sustainable planning and management of green space. The Darlington Green Infrastructure Strategy will set targets in 2011.	Green infrastructure provides walking and cycling transport networks through the urban area and provides links into the rural parts of the Borough. Links with land use planning. Potential to increase local sustainable production of food, reducing food travel miles.
Darlington's Rights Of Way Improvement Plan sets out an action plan for improving walking, cycling and riding routes around the Borough, but no funding is allocated from national government to implement the Plans.	Without funding, the key transport links that are identified within the ROWIP, especially in the urban area or linking villages to the urban conurbation will not be provided or improved.

5.7   Economic circumstances

Challenge	Transport implication
Promote and develop the town centre and Darlington's role as a retail centre, whilst also protecting and supporting local centres	Increasing travel to the town centre (and potentially local centres) with potential for greater demand for parking and bus passenger waiting facilities, as well as increasing levels of car traffic on the Inner Ring Road.
Address issues of worklessness and access to training and employment opportunities	Affordability of transport options; accessibility to major employment and training sites in Borough by sustainable modes including cycling and in neighbouring authority areas in particular by public transport.
Continue to attract economic investment in the Borough	High quality, reliable, predictable transport network for access to employment and markets
Budget pressures across the public sector	Potential reduction to services and investment in transport by all public sector organisations; knock on impact on the private sector from reduced public sector funding including retail and leisure expenditure
Impact of the recession on the transport network	Potential change of travel mode from car to more sustainable modes
Additional housing is required (almost 6000 net additional dwellings) between 2011-2026	Increase in trips and changes to travel patterns. Location of housing in relation to facilities and the sustainable transport will be critical to minimising the negative impact of large scale housing development.
Major investment projects such as Central Park and Town Centre Fringe need to continue ready for the upturn in the economy	The economics of development are very difficult during current economic climate. Still need to ensure that there are sustainable long term solutions.

5.8   Existing transport system

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[45] Tees Valley Climate Change Strategy 2006-2012, Cabinet 17 April 2007

Challenge	Wider implications
Pressure on the A66(T) east of Darlington at a number of junctions with radial routes into Darlington town centre	Traffic congestion – negative impacts on carbon emissions, air quality, noise, journey time (duration and reliability), economy
Congestion hot spots due to traffic volumes at some junctions and links	Traffic congestion – negative impacts on carbon emissions, air quality, noise, journey time (duration and reliability), economy
Elements of the bus infrastructure needs to improve to meet the needs of current and future passengers and provision for coach passengers is poor	Improving the journey experience may increase travel by public transport. Positive impacts on accessibility, carbon emissions
Elements of the rail infrastructure needs to improve to meet the needs of current and future passengers	Improving the journey experience may increase travel by public transport. Positive impacts on accessibility, carbon emissions
Poor interchange facilities between modes, particularly bus and rail, bus and coach, and all modes and the airport	Poor facilities discourage travel by public transport
Providing the right quality and quantity of parking in the right place for all users	Tackling congestion and supporting the economy.
Continuing to provide safe, direct, continuous cycle routes and walking routes	To provide sustainable travel choices and contribute to improving health, reducing carbon emissions, improving accessibility
Insufficient accessible taxis to meet demand	Some people unable to travel and therefore excluded from opportunities to work, shop and access activities and services.
Statutory duties for network management and for maintenance (inspection and repair)	Contributes to improving travel safety, supporting economic activity, tackling congestion and carbon emissions

5.9 Travel patterns and trip rates

Challenge	Wider implications
How to continue the success of the sustainable travel demonstration town project reducing car trips, encouraging active travel and reducing carbon emissions	Without a long term strategy, the wider benefits for health, social inclusion and climate change will be lost
How to continue the success of the cycling demonstration town project, increasing levels of cycling, improving health, reducing carbon emissions and improving accessibility.	Without a long term strategy, the wider benefits for health, social inclusion and climate change will be lost
Bus patronage continues to decline which may result in a declining commercial operation and a demand to increase supported bus services	Unless patronage increases the network of bus services may reduce with implications on accessibility, social exclusion and carbon emissions.
To ensure that transport is considered as an integral part of other policy and planning decisions	To maximise the opportunities for self sustaining sustainable travel choices to services, activities and facilities

5.10 Challenges identified from consultation

5.11 A wide range of views and ideas have been sought over a 12 month period as part of the extensive consultation for the development of the Plan. This has included issues raised by stakeholders as well as local people through Talking Together events and an on-line forum. **Annex 1** provides detail on the consultation.

Challenge	Wider implications
To improve waiting facilities for passengers using long distance and touring coaches – possibly a coach station	Potential benefits to the town centre economy and tourism
Retaining the concessionary fares scheme and cheap fares	Enabling those on low incomes to continue to travel by public transport
Improve the quality of the journey experience across all modes	
Address behaviour and negative attitudes between different road users, including pedestrians, cyclists, and drivers of cars, buses and taxis	Potential safety issues and poor journey experience

Lack of accessible vehicles for disabled people, especially taxis but also buses. Explore the potential to use taxi licensing to increase the numbers of suitable vehicles.	Some people unable to make any journeys and others with limited ability – wider impacts on accessibility to services, negative impacts on health and wellbeing
Provision of better information before and during journeys, including the roll out of real time information to more bus stops, use of social media such as Twitter and Facebook	Widens travel options and improves journey experience
Better awareness of issues for disabled people and associated changes in behaviour – small changes can make a big difference e.g. obstructive parking	Easier for disabled people to make journeys
Maintain the highway network	To improve the journey experience for all transport users
Better integration between rail and bus	Encourages sustainable travel to rail station
Introduce a car club	Potential to reduce carbon emissions through reduced overall car ownership; increased opportunity to make trips for those without access to a car
Integrate the Shopmobility service into the Plan	Provides a valuable town centre service, supporting the local economy and increases independence for the service users (with associated health and well being benefits)
Build on the success and learn lessons from the Cycling Demonstration Town project and Local Motion both in Darlington and in other towns	Contributes to reducing traffic levels, reducing carbon emissions, improving accessibility and increasing levels of activity
Offset the environmental costs of travel to work, through investment in biodiversity	Contributes to tackling climate change
Extend blue badge parking to all day free parking	Supports eligible disabled people access employment and other facilities
Faster broadband throughout the Borough to enable more electronic access to employment, shopping, social networking etc.	Reduces the need to travel and provides access to additional services, particularly for those in rural areas.
More services provided locally	Reduces the travel distance and therefore encourages travel by more sustainable modes
20mph zones in rural areas	To improve safety, deter rat running and HGVs in villages and increase levels of active travel
Improve access to and facilities at North Road and Bank Top Stations and increase patronage on the Bishop Line	Improves the journey experience, supports the economy, reduces carbon emissions, improves accessibility for disabled people

5.12 **Challenges identified from the development of the LDF**

5.13 As part of the development of the Local Development Framework Core Strategy the Connections Study[46] was commissioned to assess the relationship between transport and land use in Darlington, in particular the impact of projected levels of growth and development in areas across the Borough. The study focussed on Central Park, a landmark regeneration site and its connections with the town centre and Darlington Bank Top Station as well as key transport corridors. The 'connectivity' [47] challenge is to create an environment that supports growth whilst being safe, pleasant to use and easy to navigate. The aim is to encourage movement by sustainable modes and reduce the need to travel by car.

5.14 The report highlighted a number of key challenges regarding connectivity and interchange[48]:

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[46] Darlington Connections Study Issues and Opportunities, Urban Initiatives, August 2009; Darlington Connections Study, The Strategy and Proposals, Urban Initiatives, October 2009.

[47] Connectivity – transport links between origins and destinations, with integration between modes and ease of use

[48] Interchange – the point at which passengers change from one mode of transport to another

- Poor interchange between coaches and buses in the town centre and lack of facilities for those waiting for long distance coaches.
- Poor interchange between rail and buses, particularly at Bank Top and North Road stations, in particular following the review of the bus network and changes to commercial services that no longer operate across the town
- Opportunities to improve cycle parking at rail stations and improve pedestrian access at both North Road and Bank Top stations.
- Improvements for pedestrians and cyclists, in particular where there is a barrier such as a rail line, river or major road e.g. the Inner Ring Road, Haughton Road road-over-rail bridge and A66 to the south of Darlington
- Improvements to the A66 should be pursued but designed to include movement by sustainable modes of transport both along and across the road network

5.15 Some of these issues are being taken forward as part of the master-planning work for the Town Centre Fringe and as part of the Tees Valley Transport strategy. The importance of good design, improvements to the public realm and including green infrastructure in transport proposals were highlighted throughout the report.

5.16 Challenges from regional and sub-regional strategies and policies

5.17 The Tees Valley Transport Strategy which was based on the work undertaken in the Connectivity and Accessibility Study[49] evaluated the current transport network and the impact of proposed developments on that network, taking into account a number of planned major transport schemes such as the Tees Valley Bus Network Improvement project. This work has been expanded to develop the Tees Valley transport strategy discussed in Chapter 2. Many of the challenges that were highlighted were relevant to the whole of the Tees Valley but a number were specific to Darlington.

Strategic Challenge	Challenges	Wider implications
Connectivity and access to labour markets of key business centres	Car ownership is increasing and car use for commuting is higher than the national average	As employment increases, trips by car will increase with the potential to create congestion at peak times in some locations
	Darlington has relatively poor public transport connectivity to other labour markets within the Tees Valley such as existing and proposed developments in North Tees, South Tees and Wynyard	Unless local people have access to a car, they will be excluded from some job opportunities, especially those in the east of the Tees Valley. Traffic levels will increase if there are no viable alternatives.
	Highway accessibility to Darlington town centre and rail station is adversely affected by traffic growth and capacity constraints	Will create congestion for local people – poorer air quality, noise, poor journey experience for all road users – as well as impact on the strategic highway network, potentially stifling

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[49] Tees Valley City Region: Connectivity and Accessibility Study, Phase 1 Report, JMP and Genecon, May 2010

		economic growth
Reducing carbon emissions from regional and city transport networks	Impacts of climate change may have negative impacts on transport network	Disruption to business, potential safety implications; and increasing costs of repair
	How can the success of smarter choices in reducing carbon emissions be continued and broadened to a wider population	Current experience can tackle shorter journeys; need to develop options for longer trips, including commuter trips
The quality of urban, regional and local networks including at the interfaces with national and international networks	Ensuring that Durham Tees Valley Airport retains its current connectivity to Amsterdam for access to an international hub and can improve access to London	Potential impact on local business and economic growth
	Retain and strengthen Darlington's role as a gateway to the ECML	Increased patronage at the rail station may result in increased traffic to the station unless better interchange with other rail and bus services is provided and promoted
	Bus services across the Tees Valley are of mixed quality in terms of punctuality, information and ticketing.	Improvements need to be made across the network in order to improve public perception of bus travel

5.18 County Durham's Economic Strategy[50] highlights the Bishop Auckland – Darlington Corridor as one of 5 areas in its spatial framework for economic regeneration. It contains the main towns of Bishop Auckland, Newton Aycliffe, Spennymoor and Shildon and forms an important gateway to the County, located and linked along a strategic road and rail corridor. The area has strong labour market, housing market and transport connections with Darlington, affording opportunities for complementary economic growth. The challenges are to accommodate the growth in housing and employment in a way that is sustainable, minimising the growth in car trips, and maximising the use of public transport, including the Bishop Line.

Strategic Challenge	Challenges	Wider implications
Connectivity and access to labour markets of key business centres including Bishop Auckland and Newton Aycliffe	Car ownership is increasing and car use for commuting is higher than the national average	As employment increases, trips by car will increase with the potential to create congestion at peak times in some locations
	Darlington has relatively good public transport connectivity to other labour markets in County Durham, but these needs to be retained or improved as new housing and commercial sites are developed	Unless local people have access to a car, they will be excluded from some job opportunities. Traffic levels will increase if there are no viable alternatives.
	Maximise the potential of the Bishop Line to support housing and commercial development and improve access to services, activities and facilities.	Increasing patronage will increase the value of the franchise and encourage greater investment; potential improvements for accessibility and reducing carbon emissions.
	Highway accessibility to Darlington town centre and rail station is adversely affected by traffic growth and capacity constraints on roads crossing into County Durham	Will create congestion for local people – poorer air quality, noise, poor journey experience for all road users – as well as impact on the strategic highway network, potentially stifling economic growth
Reducing carbon emissions from regional and city transport	Impacts of climate change may have negative impacts on	Disruption to business, potential safety implications; and

[50] County Durham Economic Strategy 2008-2013, County Durham Economic Partnership, November 2008

networks	transport network	increasing costs of repair
	Work in partnership to use technology to reduce carbon emissions	Support drivers (passengers and freight) to reduce carbon emissions through traffic management, Intelligent Transport Systems, electric vehicles and Car Clubs.
	How can the success of smarter choices in reducing carbon emissions be continued and broadened to a wider population	Current experience can tackle shorter journeys; need to develop options for longer trips, including commuter trips
The quality of urban, regional and local networks including at the interfaces with national and international networks	Ensuring that Durham Tees Valley Airport retains its current connectivity to Amsterdam for access to an international hub and can improve access to London	Potential impact on local business and economic growth
	Retain and strengthen Darlington's role as a gateway to the ECML	Increased patronage at the rail station may result in increased traffic to the station unless better interchange with other rail and bus services is provided and promoted

5.19 There are important links between Darlington and North Yorkshire (especially between Darlington, Richmond and Catterick Garrison), particularly as many of the services and employment opportunities for residents in North Yorkshire are located in Darlington. As these trips contribute to traffic levels in and around Darlington, the challenge is to retain good accessibility to services and facilities in Darlington by public transport, minimising carbon emissions where possible. In addition Darlington provides a key station on the rail network, with higher service frequencies than Northallerton.

5.20 Summary of challenges

5.21 The challenges can be summarised and linked to the objectives that have been set, as described in T**able 1**.

Table 1 - Summary of objectives and challenges

Objectives	Challenges
To support employment, economic activity and sustainable development by providing and maintaining a reliable, predictable and efficient transport network	Support economic growth in Darlington without creating adverse traffic conditions, particularly at major regeneration and housing growth locations.
	Maintain and manage the highway network (including the strategic road network) so it operates efficiently, even when car ownership is increasing
	Integrate transport and land use planning to ensure that sustainable locations are developed, minimising the need or distance to travel
	Improve access to employment opportunities both in the Borough and in neighbouring areas, in particular for those with access to a private car
	Exploit Darlington's economic advantage as the 'Gateway' to the wider national road, rail and air transport network for both passengers and freight.
To tackle climate change through quantified reductions in greenhouse gas emissions from transport	Reduce CO2 emissions from travel in Darlington, in particular longer distance, inter urban trips.
	To continue the successful implementation of

	Smarter Choices measures to tackle carbon reduction
	To increase the use of technology across all modes to reduce emissions – including the provision of better travel information, intelligent traffic management systems, electric vehicles and low emission public transport
	Mitigate the impacts of climate change on the transport network through design, materials and policies.
To achieve better health and longer life expectancy for everyone by reducing the risk of death, injury or illness from transport and by providing travel options to keep people active and independent	Reduce health inequalities in Darlington
	Integrate transport into the public health agenda and increase levels of active travel to improve health outcomes
	Continue to improve Darlington's road safety record
To achieve a fairer society by enabling people to access jobs, education, training, health, food and green spaces	Meet the needs of an increasing and aging population, with a wide range of travel requirements, including those that do not have access to a car.
	Identify solutions that address transport issues for those in rural areas (12% of the population) and disabled people (including those with a life limiting illness – 20%+ of the population)
	Target funding at schemes and initiatives that are low cost, deliver value for money and/or deliver the greatest outcomes at a local level
To achieve a better quality of life for all by improving the journey experience and minimising the negative impacts of transport such as noise, air pollution and accidents on the natural environment, heritage, landscape and people	Provide a high quality journey experience for everyone, particularly on bus, coach and rail travel, including interchange.
	Provide the appropriate quantity and quality of parking for all modes and users including freight, coaches, taxis, motorcycles and bikes.
	Address the behaviour of all transport users
	Implementation of the Rights Of Way Improvement Plan and Green Infrastructure Strategy to protect and enhance the natural environment whilst providing sustainable transport networks.

Chapter 6

Strategic Choices and Policies

6.1 A number of choices have been considered to develop a strategic approach to developing options to deliver against the objectives. These have then been developed into a number of policies.

6.2 *Objective 1 - To support employment, economic activity and sustainable development by providing and maintaining a reliable, predictable and efficient transport network*

6.3 In order to attract further investment by the public, private and voluntary sector in Darlington, the Borough needs to build on its strengths of its location in relation to road, rail and air links and the existing and potential housing/commercial sites which are in locations accessible by sustainable travel options. The Borough needs to accommodate this growth without the transport networks becoming so congested that further development is stifled. This has been achieved over recent years with reductions in private car trips during a period of strong economic growth. In addition, the existing and potential labour market needs to be able to access training and employment opportunities both within the Borough and at key employment sites in neighbouring areas, particularly County Durham and Stockton/Middlesbrough and to a lesser extent North Yorkshire.

6.4 This raises four issues:
   i) How to create more jobs and homes without generating unsustainable levels of traffic on the highway network;
   ii) How to manage any current and future capacity issues on the highway network;
   iii) How to ensure that everyone can access training and job opportunities, particularly those without a car; and
   iv) How to exploit Darlington's strategic role as a 'gateway' for road, rail and air travel.

i) Development and levels of traffic

6.5 The Local Development Framework Core Strategy has identified sites that are appropriate for development for commercial or housing uses. These have been assessed in terms of accessibility, in particular by public transport, their connectivity by walking and cycling and also their potential impact on the operation of the highway network, including the strategic road network (i.e. A1 and A66). Planning and transport policies need to be developed to ensure that a balance is achieved between supporting development and ensuring that the requirements of the Network Management Duty are met, i.e. traffic is kept moving. There also needs to be a recognition that if there is no or limited provision of public transport to a site, this may limit the viability of that housing, retail or commercial site.

6.6 The Local Development Framework core strategy planning policies support an integrated sustainable approach. However if the economy grows quickly and/or the sustainable travel choices are not available, it may be necessary to apply constraints, where appropriate, as part of the planning process. This already happens for instance with upper limits on car parking spaces, developments with no car parking in town centre locations or with the Highways Agency's ability to prevent development happening at all if there is a major impact on the strategic road network. At the same time there needs to be greater investment in other travel choices, sustainable in terms of the environment and the economy, providing a balance between generating more trips and ensuring that as many as possible are my non car modes.

6.7 The Core Strategy has been developed with evidence from the Connections Study and Area Action Plans. This has identified where and when new transport infrastructure may be required if transport issues cannot be dealt with by traffic management or the provision of sustainable travel options alone. These proposals have been included in the Infrastructure Delivery Plan for the LDF.

6.8 **Choices**

Option 1- Inward investment, attracting new businesses and creating new jobs both on existing and new sites, with the provision or promotion of sustainable travel options only

Option 2 - Inward investment, attracting new businesses and creating new jobs both on existing and new sites, with the provision or promotion of sustainable travel options and with network management

Option 3 - Inward investment, attracting new businesses and creating new jobs both on existing and new sites, providing new transport infrastructure where and when transport issues arising cannot be dealt with by a combination of network management and sustainable travel options alone.

A policy needs to encourage inward investment, but must take into account the environmental, social and economic impact of traffic levels. A three pronged approach is required, to meet the specific issues raised by any future development as no single approach will be successful in the long term.

> *Policy 1 – Traffic levels generated by new development will be minimised through the provision and promotion of sustainable travel options, supported by traffic management as required and with the provision of transport infrastructure subject to assessments, to ensure that the developments are economically, socially and environmentally sustainable.*

ii)   Tackling congestion

6.9   Darlington has peak time congestion at a small number of locations. However it is recognised that as car ownership increases and the development traffic is added to the transport network the potential for congestion will increase both on local roads and on the Strategic Highway Network. There are a number of ways to try to tackle congestion, but to date Darlington's approach has been 3 pronged:

   i)   Tackle congestion at pinch points with physical changes to the highway network to improve throughput of traffic, mainly at junctions;
   ii) Better management of the network to reduce delay both through planned and non planned events, as detailed in the Network Management Plan; and
   iii) Investment in sustainable travel options and promotion of travel choices to reduce the reliance on the private car.

6.10   This approach aims to keep all traffic moving, as described by the Network Management Duty placed on all highway authorities. However one of the challenges is also to ensure that the Highways Agency is also able to manage the levels of traffic and potential capacity issues on the Strategic Road Network. The implementation of any policy will also be influenced by the amount of available funding. Schemes with high cost:benefit ratios will be more deliverable. There will have to be choices made about the extent to which general traffic is constrained in preference to providing more priority for public transport and those that walk or cycle.

6.11   **Choices**

   Option 1 - Continue as now and use funding to increase physical capacity at pinch points, manage the highway network better and provide and promote sustainable travel options

   Option 2 – support the Highways Agency in its strategy to manage congestion on its road network including any bids to increase capacity on the A66 at pinch points, better management of the traffic on the strategic road network and working in partnership to provide better facilities for non motorised traffic adjacent to or across the A1 and A66.

   Option 3 - Increase demand management measures to curb growth in traffic levels including reducing the amounts of public car parking and/or increase charging levels and exploring the opportunity for a workplace parking levy,

   Option 4 – Combine the management of the highway network with more pro sustainable measures to give greater priority to those walking cycling and using public transport. This would include greater use of traffic orders to reduce parking on key corridors, more bus priority

measures, and greater priority for pedestrians and cyclists, particularly at crossing points.

Darlington has demonstrated that tackling emerging congestion through a combination of measures, engineering, enforcement, information and training is effective. The Strategic Environmental assessment stressed the importance of increasing the use of sustainable modes as a means of reducing the impact of transport on the wider environment and to reduce carbon emissions.

Policy 2 – To carry out the Network Management Duty in accordance with the priorities identified by the Council's Network Management Plan in order to maximise the operation of the highway network for all users; improving the reliability and punctuality of travel including public transport, walking and cycling.

Policy 3 – To work in partnership with the Highways Agency to ensure that the Strategic Road Network operates effectively and efficiently for all users, supporting the HA in any bid for funds to address issues of congestion around Darlington;

Policy 4 – To actively promote sustainable transport options and implement a travel behaviour programme to bring about attitude change to reduce dependence on the private car[51];

Policy 5 – To improve sustainable transport options, in particular through effective management of the highway network, including bus priority measures, road space reallocation and enforcement of traffic orders.

Policy 6 – The Council will continue with to work with schools, businesses and other organisations on the implementation of their Travel Plans, and will seek to secure further travel plans through the Planning process.

iii)   Connectivity and access to jobs

6.12   It is important to recognise that, although car ownership is increasing, not everyone has access to a car or not at all times, and not everyone wishes to travel by car for all journeys. In order to achieve financial inclusion, transport to training and employment opportunities must be considered. Rail and bus services currently serve town centre locations and some employment sites. The majority of these services operate commercially by private operators and it is therefore difficult for the local authority to influence changes to routes, journey times or frequency of services. However it is important to work in partnership

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[51] Some disabled people are totally reliant on a private car

with the private, public and community/voluntary sectors to maximise accessibility to training and employment.

6.13   Most of Darlington's current employment sites, including the town centre, Faverdale, Lingfield Point, Yarm Road, Albert Hill and the Memorial Hospital, are accessible by public transport and by bike. Plans for future developments including Central Park and the Town Centre Fringe are located near to rail and bus services and within walking or cycling distance of a large percentage of the local labour force.

6.14   Although some of the existing and proposed Tees Valley development sites are not currently accessible by public transport and are unlikely to be so in the foreseeable future, there are good public transport links to employment sites in or near to Stockton and Middlesbrough. Development plans for Bishop Auckland, Newton Aycliffe and Durham may generate new jobs and these places are accessible by rail and bus. Some jobs, particularly in the east of the Tees valley, will only be accessible by car and for these jobs car sharing may be the only viable option for those without a car of their own.

6.15   **Choices**

Option 1- In order to promote financial inclusion Darlington should focus on supporting its own labour force into employment, in particular those without access to a car, through access to training and job opportunities provided locally where possible, reducing the distance to travel.

Option 2 – in order to attract businesses and employees into Darlington, locations near to public transport services should be developed and promoted.

Option 3 – for those that need to travel outside of Darlington for employment, promote rail and bus travel to employment sites that are in reasonable travelling distance, and which operate reliable, frequent, punctual, and affordable services or promote car sharing for those job opportunities that are not accessible by public transport.

This Plan needs to promote sustainable transport to improve access to employment and training opportunities for its residents, either within the Borough or further afield. It also needs to recognise that many people commute into Darlington for work, especially from County Durham, but also from the Tees valley and to a lesser extent North Yorkshire. To encourage trips from these locations to be sustainable we need future development to locate near to transport corridors or interchanges.

Policy 7 – to support local people into training and employment opportunities through sustainable travel options within Darlington and by rail, bus and car sharing for longer trips. Work with

> *neighbouring local authorities and transport operators to sustain and improve transport links across borough boundaries, particularly to employment sites.*

> *Policy 8 – to attract inward investment and create new jobs in Darlington as a place through its good transport connections, quality of place and sustainable development sites, by utilising the Planning process and implementing the policies set out in the relevant economic and housing strategies.*

iv)   Darlington as a 'gateway'

6.16   Darlington has a strategic role as the 'gateway' to the Tees Valley, particularly for those arriving by road (along the A1 from North or South or A66 from the West), by air (Durham Tees Valley Airport) and by rail (Bank Top Station is on the East Coast main Line). It also provides a 'gateway' to these national and international networks, not only for its own residents and those in the Tees Valley, but for residents in a wider catchment area of North Yorkshire and County Durham. Local road traffic and rail and bus services need to be able to access these key interchanges quickly and easily.

Option 1- Focus on Darlington's 'gateway' role for the Tees Valley, improving links to and from the east, especially on the Saltburn Line (Tees Valley Metro) and A66 and A19 capacity improvement schemes.

Option 2 – Focus on Darlington as a 'gateway' to national and international networks for a wide catchment area, improving rail links (Tees Valley Metro and lobbying for enhancements to the Bishop Line and its franchise), improving capacity at key junctions on all strategic road links (A19, A66 and A1), and lobbying for improvements to the accessibility to and operation of services from the Airport.

As Darlington is in a unique position it should exploit its location for the benefit of the wider catchment area, encouraging travel into Darlington for onward travel on national and international networks.

> *Policy 9 – Work with neighbouring authorities, transport operators and the business sector to exploit the economic benefit of Darlington's strategic location in relation to national and international networks.*

6.17   Objective 2 - To tackle climate change through quantified reductions in greenhouse gas emissions from transport

6.18   Whilst carbon emissions from transport are not the greatest source of CO_2 in Darlington (industry/commercial and housing being greater), emissions from transport will increase as car ownership increases and as the economy grows and more land is developed.

6.19 There is a concern that implementing environmental measures will stifle economic growth or that strong economic growth will undermine the environmental agenda – neither of which is sustainable in the longer term. There needs to be a balance and it may be possible that strong environmental measures will grow economic opportunities across the north east, for instance the growth of the electric vehicle market for private vehicles and freight.

6.20 Darlington has managed to demonstrate this on a small scale through its Second Local Transport Plan and Local Motion project. Local Motion has managed to achieve reductions in car use and increases in walking and cycling for short journeys within the urban area of Darlington during a period of employment growth. Therefore it is not inevitable that there will be conflict between economic necessity and environmental targets.

6.21 Analysis of the impacts of the Sustainable Travel Town programme[52] showed that emissions of CO2 from car traffic was reduced by 50.1kg per person p.a. in Darlington or 4,293 tonnes by all residents. This is equivalent to 4.4% reduction from car driving in the UK.

6.22 Two of the key lessons learnt from the project were that 1) it is necessary to continue with a behaviour change programme for a generation (20-30 years) in order to achieve a real change in perception and attitudes and therefore behaviour, and 2) it is necessary to lock in the benefits or people revert to previous behaviours. This has been achieved in some cases through stringent policies such as on smoking, making smoking socially unacceptable to a large proportion of society. For transport, people may try the bus but will not want to continue using it if it does not run on time and therefore should more bus priority measures be implemented to provide 'advantage' over the private car? As cycling levels increase for leisure trips can this behaviour be extended to other trips by addressing issues of cycle security at work or in public places?

6.23 So what is required is a combination of measures and an acceptance that there are different solutions for different trips, not only for reducing the carbon impact of transport but also to ensure that the transport system is sustainable – economically and socially – in the long term.

6.24 National government recognises through its emerging agenda that there is no one solution to a low carbon transport system.

- Technology – renewable energy, electric vehicles and electric charging points are all at a very early stage of introduction. Public transport operators are investing in lower emission vehicles.

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[52] The Effects of Smarter Choice Programmes in the Sustainable Travel Towns, Expert Panel, Session 4 Wider Impacts of the STT Programme, Jillian Anable, University of Aberdeen, 16 June 2010.

- Mass transport for local and inter-urban trips – this includes further growth in passenger numbers and freight on local rail lines and increasing passenger numbers on high quality bus services. This combines better environmental outcomes with social mobility (greater financial and social inclusion) and economic sustainability.
- Behaviour change – switching car journeys for walking, cycling and public transport, in particular for short trips in the urban area, but also to connect rural communities together or to an urban hub.
- Non travel – reduce the need to travel at all through home working, investment in broadband and delivery of services into the home or very local community.

6.25 As towns do not have closed transport systems – people can travel in and out from the surrounding rural areas, from neighbouring local authority areas and further afield – it will require collaboration across borough boundaries.

6.26 **Choices**

Option 1- Provide and promote 'zero emission' travel choices and encourage people to change their travel behaviour to walking and cycling - in particular for shorter journeys. And reduce the need to travel at all.

Option 2 – Promote and encourage ways in which private, public transport and freight vehicle drivers can reduce their carbon emissions including switching to alternative fuels including electric vehicles, and promoting eco driving.

Option 3 - Work with and lobby the public transport sector (rail, coach, taxi and bus) to encourage switch to lower carbon alternatives and increasing patronage to reduce carbon per person per trip, especially for local and inter-urban trips.

Option 4 - Target a range of options at different groups to ensure that whatever travel option is chosen, the CO2 emissions are minimised

As carbon reduction from transport is such an important issue, with stringent local and national (and indeed international) targets set, low carbon options need to be developed for all modes of transport. Local people need to have information non the carbon impact of carbon so that this can influence their travel choices.

> *Policy 10 – Provide or promote the lowest carbon options for all journeys, depending on trip purpose, destination or individual circumstance.*

6.27 *Objective 3 - To achieve better health and longer life expectancy for everyone by reducing the risk of death, injury or illness from*

6.28 If the outcomes for health are to not only reduce the health inequalities of people living in different wards of the Borough i.e. life expectancy, but also improve the quality of that life, then promoting active travel as part of a lifestyle choice, should be high up on the Public Health agenda.

6.29 Public health evidence shows that keeping active, including walking and cycling, has far reaching physical and mental health benefits and helps to reduce the occurrences of cancer and heart disease, which are the main causes of death in Darlington, as well as other health conditions such as diabetes and conditions occurring as a result of obesity. One of the key studies of cycling has found that people who cycle to work experienced a 39% lower rate of all-cause mortality compared to those who did not – even after adjustment for other risk factors, including leisure time physical activity.

6.30 North East Active Travel has been established to drive forward active travel as a key public health agenda for the north east.

6.31 To increase levels of walking and cycling there is a requirement to provide a combination of infrastructure, training, information and motivation. This approach has been applied successfully in schools in Darlington with levels of cycling increasing from 0.9% in 2004 to 7.5% in 2010. Safer Routes to School and Cycle parking have been provided across schools as part of the actions identified in school travel plans. Both Bikeability (cycle training) and pedestrian training are offered across the primary school sector and a Bike It Officer has worked intensively with schools across both primary and secondary with significant results.

6.32 This approach has been mirrored across the whole Borough with a combination of improvements to the cycle network, cycling events and cycle training and as a result levels of cycling have increased. This will have resulted in health benefits, but in order to reduce the inequalities in health outcomes (life expectancy), there would need to be a focus on certain wards and/or certain groups of individuals.

6.33 Darlington's road safety record has demonstrated improvements to safety travelling in Darlington. The numbers of Killed and Seriously

[53] has been to improve travel safety and security for all by addressing the real and perceived risks, through a combination of measures.

6.34   Locations with poor accident records have been targeted with local safety schemes; Safer Routes to School have been developed to provide safer walking and cycling routes to schools; and speed management schemes including 20mph zones have been rolled out in areas of the urban area, in particular in more deprived wards. Education and enforcement have also been implemented in partnership with Durham Police, including the introduction of Community Speedwatch programmes.

6.35   **Choices - healthy**

Option 1- Council continues with its remit to increase levels of walking and cycling, as a means of tackling congestion, improving accessibility, reducing carbon emissions and improving health through greater levels of active travel across the Borough.

Option 2 – Council targets its investment in active travel to certain wards and/or groups in order to improve health within the Borough

Option 3 – An integrated approach with shared resources and expertise from Public Health, in order to increase levels of walking and cycling to secure multiple outcomes, in particular to increase life expectancy and reduce health inequalities in combination with other public health campaigns.

As this is such a broad agenda with huge overlap with the health sector it is sensible to share expertise and resources, and utilise the school model, as this has a proven track record.

> ***Policy 11 – to develop and implement a model similar to that used in schools to increase levels of 'active travel', particularly in deprived wards, in an integrated approach to improve health outcomes.***

6.36   **Choices – safety**

Option 1 – to implement a programme of local safety schemes to address specific road safety 'hot spots'.

Option 2 – to implement area based improvements including combinations of 20mph speed limits, traffic calming, improved streetlighting and public realm enhancements.

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[53] Travel Safety Strategy, Annex 13, Darlington's Second Local Transport Plan 2006-11; DBC; March 2006

Option 3 – to identify and address wider safety concerns regarding travel, including enforcement, education and information.

It is recognised that in some situations physical changes to the highway are required to address speeding traffic or localised evidenced safety issues. However, in many cases travel behaviour is influenced by perceived risk and perceived danger, and this needs to be addressed through programmes to change behaviour.

> **Policy 12 – to implement casualty reduction schemes to address known risks at particular locations**

> **Policy 13 – to reduce actual and perceived risks to travel through the implementation of area based improvements, supported by enforcement, education and training.**

6.37 *Objective 4 - To achieve a fairer society by enabling people to access jobs, education, training, health, food and green spaces*

6.38   Access to facilities, services and activities is easier for those that have access to a private car, as they are not reliant on public transport. This may be particularly acute in rural areas where public transport services are less frequent and operate less hours, potentially resulting in isolation. This is exacerbated by the loss of services in some areas, such as the closure of post offices and local shops.

6.39   Some disabled people and people with life limiting illnesses, may have reduced mobility or other difficulties in accessing transport. This may include difficulties in finding out about travel options and other information whilst on their journey; the cost of travel; physical access to public transport or to the pedestrian environment; the behaviour and attitude of other transport users; and perceived or real fears or risks associated with making a journey. This may be worse in rural areas and may result in some people being unable to make any journeys, resulting in a loss of independence and associated health and quality of life issues.

6.40   In some cases minor adjustments to the existing transport system or service may be result in more opportunities for people to be able to make a journey. For instance, the provision of dropped kerbs, the provision of accessible parking spaces in appropriate locations, or the removal of obstructions in the highway such as unnecessary signs or bollards. Improving training and increasing awareness of issues faced by disabled people would help particularly with accessing public transport. Some improvements need to be made by transport operators such as rail, coach, bus and taxi operators, either as good practice or through increased investment or compliance with legal or contractual/licensing requirements.

6.41 In the recent past, the Council has provided funding for enhanced concessionary fares schemes for both older and disabled people, including taxi vouchers, as well as support for Shopmobility and a Ring a Ride service. However a reduction in funding has resulted in the withdrawal of most of this funding. New ways of operating and funding innovative transport solutions to meet these specific needs will need to be explored, with the private and community and voluntary sector.

6.42 **Options**

Option 1 – Work with the transport operators and neighbouring local authorities to retain and improve a commercial public transport network to maximise access to services and facilities for those that do not have access to a car.

Option 2 – Use the Local Development Framework to focus new housing, retail, leisure, commercial and other developments in sustainable locations, that are easily accessible for pedestrians, cyclists and by existing public transport services.

Option 3 – Work in partnership with the private sector to adapt the existing transport network to meet more of the needs of older people and people with disabilities, limiting the need for specialist transport.

Option 4 - The Council will facilitate the development of a strong community transport sector incorporating volunteer car driver schemes through partnership working with the voluntary and community sector.

Option 5 – Identify small improvements in the existing transport network that can improve access, including utilising technology, training, providing information and physical changes.

Improving the public transport system for all users will have benefits across a number of the transport outcomes in this Plan, improving access to employment, services, and activities and improving the quality of people's lives, as well as reducing carbon if it reduces car trips.

As 20% of the local population are disabled people making improvements to transport and travel options will have a huge impact on the quality of people's lives, increasing independence, improving health and wellbeing, as well as supporting the local economy and community.

Policy 14 – Promote independent travel and access to activities, services and facilities, in particular for those who are disabled or have a life limiting health condition

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Policy 15 – Prioritise the reliability, accessibility and availability of commercial public transport services through highway measures,

> *land use planning, contracts/licensing and working with transport operators.*

> *Policy 16 - Facilitate the development of a strong community transport sector incorporating volunteer car driver schemes through partnership working with the voluntary and community sector.*

6.43   *Objective 5 - To achieve a better quality of life for all by improving the journey experience and minimising the negative impacts of transport such as noise, air pollution and accidents on the natural environment, heritage, landscape and people*

6.44   During public consultation the majority of people were happy with the transport network in terms of making the journeys that they need or wanted to, the greatest area for improvement was around improving the quality of that journey. This can be broken down into 5 categories:
  i)   Integration between modes;
  ii)   Enhanced waiting or parking facilities;
  iii) Quality of roads and vehicles;
  iv) Attitudes and behaviours of drivers and other people travelling; and
  v)   Ensuring that the transport network enhances its wider environment in terms of the public realm, landscape and green infrastructure.

6.45   For some journeys more than one mode of transport may be required and it is important that there is good interchange between them. One issue is the integration between bus services and both long distance coach journeys and rail services, particularly since the commercial bus network has changed severing the cross town bus services that served the rail station. There is very limited integration between public transport and the Airport. As part of the Cycling Demonstration Town a series of radial cycle routes into the town centre, linked by a circular route, has created an integrated cycle network. However a small number of gaps remain and this network needs to be extended to include other communities. And whilst most roads have a footpath along side and the Rights Of Way network provides a comprehensive network of footpaths and bridleways in both the urban and rural areas, there are still gaps in the walking network for some, meaning it is difficult to connect to other modes of transport such as rail or bus.

6.46   The quality of waiting environments and parking is also a key determinant of the journey experience. There have been a number of requests for a bus station but on further investigation that is mainly driven by a desire to have a better waiting environment for long distance coach travel and at town centre bus stops. Waiting facilities are also poor at North Road Rail Station. There is also a requirement for the right quality and quantity of parking at the right place for cars, freight vehicles, coaches, cycles, motorcycles, and taxis, as well as accessible parking for blue badge holders and bus layover.

6.47 The quality of roads and vehicles was an important factor for all modes of transport, whether it was footpath condition for those walking, road condition for those travelling by car, bus or cycle or the quality, accessibility and cleanliness of public transport vehicles. Whilst the inspection and maintenance of the highway and all its assets (including passenger waiting facilities, street lights, signs etc) is the responsibility of the highway authority, investment in accessible, clean buses, taxis and trains is the remit of private organisations.

6.48 Attitudes and the behaviour of other people travelling was an issue raised by people irrespective of how or where they travelled in Darlington and irrespective of their sex, age or where they lived. There appears to be a lack of consideration for others which results in a poor journey experience at best and at worst a very real road safety issue.

6.49 The transport network can have major negative impacts on the wider environment if these are not considered at the design stage. Transport schemes should endeavour to enhance the local environment through careful selection of materials, appropriate use of signs, lines, fencing, lighting and bollards and inclusion of landscaping or appropriate biodiversity measures where possible to minimise noise, light and air pollution. The total design of the scheme should encourage people to use it, especially when it is a scheme predominantly used by pedestrians and cyclists.

6.50 **Choices**

Option 1 - Improve the interchange between different modes of transport, in terms of physical facilities and transport services, taking into account the needs of all users.

Option 2 – Improve the waiting environments for those using local bus services and those using long distance or touring coaches.

Option 3 – Improve parking facilities, in line with the Parking Strategy[54], to support the local economy and improve access to services and facilities, in particular for accessible parking spaces and parking for coaches, motorbikes and cycles.

Option 4 – Work with Tees Valley Unlimited to secure the implementation of the Metro project for improvements to Bank Top Station including improved interchange between local bus services and rail services, improved cycle access to and cycle parking at the rail station and a new DDA compliant bridge.

Option 5 – Improve access to and facilities at North Road Station for pedestrians and those arriving by bus, taxi or cycle.

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[54] Darlington's Parking Strategy; Cabinet; June 2009

Option 6 – Maintain and manage the transport network to improve the journey experience for all users, including those travelling by sustainable modes.

Option 7 – Work with local transport providers to improve the maintenance and cleanliness of vehicles.

Option 8 – Educate, train and inform providers and the general public on how to make the journey experience better through access to information, individual behaviours and visible enforcement.

Option 9 – Utilise the Local Development Framework Supplementary Planning Design guidance and specialist officers to maximise the positive environmental benefits of schemes.

All transport authorities have a duty to maintain the highway network. The SEA stated that this must explicitly include maintaining the sustainable transport network as well. Lack of information and poor waiting environments are 2 of the key barriers to travel and were mentioned most frequently during consultation.

Policy 17 – Maintain the highway network for the safe and convenient movement of people (including pedestrians and cyclists) and freight in accordance with the Transport Asset Management Plan, including strengthening and maintenance of structures.

Policy 18 – Provide information on transport and travel options before and during journeys to help plan and improve the journey experience. This should include training, the use of technology, education and visible enforcement to address individual behaviours.

Policy 19 – Improve waiting environments for passengers using rail, coach, local bus and taxi services, particularly for disabled people. Improve the quality of parking for all modes of transport.

Policy 20 – New transport infrastructure and maintenance schemes will take into account the need to preserve landscape character, wildlife habitats and species, air, water and soil resources and special characteristics of the historic environment as far as possible, and take opportunities to enhance them where appropriate.

6.51 Funding and prioritising expenditure

6.52 The funding that Darlington receives for Transport from central Government for the Local Transport Plan is split into two blocks, one for structural maintenance of highways and bridges, the other for 'Integrated Transport' which includes the management and

6.53 With budgets currently under severe pressure, scheme costs, value for money and cost benefit analysis will need to be considered for all transport expenditure. As part of the consultation process we examined the pros and cons of using funding for 'maintenance, managing and improving' to establish a guiding principal for whatever level of funding is available during the period of the Plan. This was evaluate what people thought was important. The types of scheme or initiative under each category are detailed in **Table 2**.

Table 2 – types of scheme by category

Maintain Inspect and repair the physical transport network:	Roads Pavements Bridges Cycle paths Streetlights Road markings Road signs Traffic lights
Manage Ensure that the transport system is managed in terms of safety, cleanliness and reliability, and that people are able to make choices about how they use the transport system. This includes:	Ensure the transport system is reliable through- • *Removing obstructive parking* • *Enforcing bus lanes* • *Co-ordination of road works to reduce delays* Ensure people can travel safely and feel safe with- • *Cycle and pedestrian training* • *Speed enforcement to reduce the risk of accidents* • *Promote considerate behaviour towards other road users* Provide information so that people can make travel choices- • *Bus and rail timetables before and during the journey* • *Real time travel information* • *Directional signs for walking and cycling* • *Bus and cycle maps* Manage some costs associated with travel- • *Provision of bus passes and smart ticketing* • *Car park charges* Keep the transport system clean • *Street cleansing* • *Cleaning bus shelters* • *Hedge and grass cutting*
Improve Augment the quality of existing transport infrastructure or add new infrastructure to extend the transport system.	Extending and enhancing – • *Walking routes* • *Cycling routes* • *Roads* • *Bus network* • *Safer Routes to School* Tackle congestion hot spots – • *Junction improvements* • *New roads* Improving links between – • *Walking routes from car parks* • *Interchange between buses, trains and coaches* • *Interchange between cycling and rail*

	• *Improve waiting environments for those using coaches, trains or buses*

6.54 The evidence from consultation was, when funding levels are low, for greater support for maintenance and an even split between managing and improving i.e. maintaining the transport system we already have before spending more money on making it better.

6.55 *Figure 1* shows a notional equal split between maintaining, managing and improving. *Figure 2* shows that public consultation showed greater support for maintenance and an equal split between managing and improving. However it is likely that funding will be reduced and in an environment of scarce funding it may be appropriate to focus on maintaining the transport asset to an agreed standard to ensure that it is fit for purpose; manage it in a more effective and efficient way; and then seek to improve it when further funding is available, as described in *Figure 3*. Once funding increases, progress against targets is monitored and development starts to take place, the balance between the strands of work may be realigned.
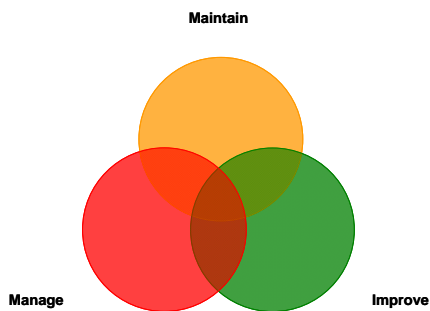
Figure 1   **Figure 2**
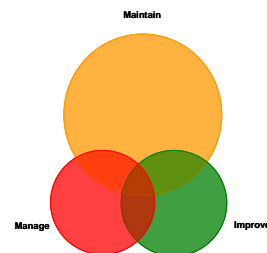
Figure 3
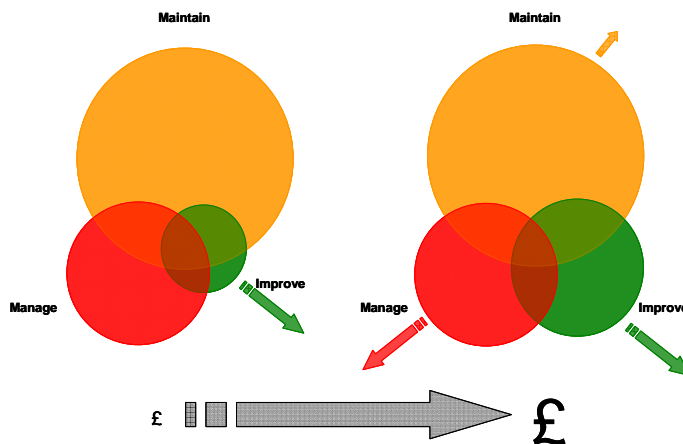
6.56   Darlington has a history of successfully bidding for additional funding for transport. This has included £3.24m for Local Motion, £2.5m as a Cycling Demonstration Town and £640k for the Boosting Advanced Public Transport Systems project[55]. DfT have also offered a grant to the Tees Valley authorities for the Tees Valley Bus Network Improvement project. Darlington will evaluate other funding opportunities as they arise to maximise funding available to deliver the outcomes in the strategy. The first potential opportunity will be the Local Sustainable Transport Fund[56], which has been announced by the Transport Minister.

6.57   There may be calls on the LTP for funding for other schemes such as Tees Valley Bus Network Improvement, which would have an immediate impact on the Implementation Plan.

6.58   **Choices**

Option 1 - With reduced funding, allocate more funding to maintenance to keep the budgets more in line with current levels of expenditure (£1.5m p.a.) to ensure the condition of the highway network does not deteriorate, but have significantly less funding for managing or improving the transport system

Option 2- Keep the budgets as allocated between maintenance and Integrated Block by the DfT and allocate all the ITB to managing or to improving the transport system.

Option 3 - Keep the budgets as allocated by DfT and allocate all the funds to maintain and manage the current network until funding levels increase and then start to improve the transport system.

Maintaining the transport asset is vital to keeping the transport network predictable, efficient and reliable. The transport asset has a high value and the budget to maintain it is relatively small. Funding needs to be focussed on schemes evidenced from condition data and identifying low cost solutions wherever possible. Managing the highway network is also key to ensuring that Darlington implements its statutory duty under the Network Management Act.

> *Policy 21 – The funding allocation for structural maintenance should be set at an appropriate amount to maintain the highway network at a reasonable condition level and the integrated block funding should be focussed on managing the network more efficiently and effectively. As funding increases there can be further opportunity for enhancing the network. Funding decisions should reflect the outcomes set out in this Plan.*

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[55] Project funding received from European Regional Development Funding through INTERREG IV B.
[56] Announced by Norman Baker, Transport Minister, 22 September 2010

6.59 **Summary of Goals, Challenges and Policies**

Objectives	Challenges	Policies
To support employment, economic activity and sustainable development by providing and maintaining a reliable, predictable and efficient transport network	Support economic growth in Darlington without creating adverse traffic conditions, particularly at major regeneration and housing growth locations. Maintain and manage the highway network (including the strategic road network) so it operates efficiently, even when car ownership is increasing Integrate transport and land use planning to ensure that sustainable locations are developed, minimising the need or distance to travel Improve access to employment opportunities both in the Borough and in neighbouring areas, in particular for those with access to a private car Exploit Darlington's economic advantage as the 'Gateway' to the wider national road, rail and air transport network for both passengers and freight.	Policy 1 – Traffic levels generated by new development will be minimised through the provision and promotion of sustainable travel options, supported by traffic management as required and with the provision of transport infrastructure subject to assessments, to ensure that the developments are economically, socially and environmentally sustainable. Policy 2 – To carry out the Network Management Duty in accordance with the priorities identified by the Council's Network Management Plan in order to maximise the operation of the highway network for all users; improving the reliability and punctuality of travel including public transport, walking and cycling Policy 3 – To work in partnership with the Highways Agency to ensure that the Strategic Road Network operates effectively and efficiently for all users, supporting the HA in any bid for funds to address issues of congestion around Darlington; Policy 4 – To actively promote sustainable transport options and implement a travel behaviour programme to bring about attitude change to reduce dependence on the private car; Policy 5 – To improve sustainable transport options, in particular through effective management of the highway network, including bus priority measures, road space reallocation and enforcement of traffic orders. Policy 6 – The Council will continue with to work with schools, businesses and other organisations on the implementation of their Travel Plans, and will seek to secure further travel plans through the Planning process. Policy 7 – to support local people into training and employment opportunities through sustainable travel options within Darlington and by rail, bus and car sharing for longer trips. Work with neighbouring local authorities and transport operators to sustain and improve transport links across borough boundaries, particularly to employment sites. Policy 8 – to attract inward investment and create new jobs in Darlington as a place through its good transport connections, quality of place and sustainable development sites, by utilising the Planning process and implementing the policies set out in the relevant economic and housing

		strategies.
		Policy 9 – Work with neighbouring authorities, transport operators and the business sector to exploit the economic benefit of Darlington's strategic location in relation to national and international networks.
To tackle climate change through quantified reductions in greenhouse gas emissions from transport	Reduce CO2 emissions from travel in Darlington, in particular longer distance, inter urban trips. To continue the successful implementation of Smarter Choices measures to tackle carbon reduction To increase the use of technology across all modes to reduce emissions – including the provision of better travel information, intelligent traffic management systems, electric vehicles and low emission public transport Mitigate the impacts of climate change on the transport network through design, materials and policies.	Policy 10 – Provide or promote the lowest carbon options for all journeys, depending on trip purpose, destination or individual circumstance.
To achieve better health and longer life expectancy for everyone by reducing the risk of death, injury or illness from transport and by providing travel options to keep people active and independent	Reduce health inequalities in Darlington Integrate transport into the public health agenda and increase levels of active travel to improve health outcomes Continue to improve Darlington's road safety record	Policy 11 – to develop and implement a model similar to that used in schools to increase levels of 'active travel', particularly in deprived wards, in an integrated approach to improve health outcomes. Policy 12 – to implement casualty reduction schemes to address known risks at particular locations Policy 13 – to reduce actual and perceived risks to travel through the implementation of area based improvements, supported by enforcement, education and training.
To achieve a fairer society by enabling people to access jobs, education, training, health, food and green spaces	Meet the needs of an increasing and aging population, with a wide range of travel requirements, including those that do not have access to a car. Identify solutions that address transport issues for those in rural areas (12% of the population) and disabled people (including those with a life limiting illness – 20%+ of the population)	Policy 14 – Promote independent travel and access to activities, services and facilities, in particular for those who are disabled or have a life limiting health condition Policy 15 – Prioritise the reliability, accessibility and availability of commercial public transport services through highway measures, land use planning, contracts/licensing and working with transport operators. Policy 16 - Facilitate the development of a strong community transport sector incorporating volunteer car driver schemes through partnership working with the voluntary and community sector.
To achieve a better quality of life for all by improving the journey experience and minimising the negative impacts of transport such as noise, air pollution and accidents on the natural environment,	Provide a high quality journey experience for everyone, particularly on bus, coach and rail travel, including interchange. Provide the appropriate quantity and quality of parking for all modes and users including freight, coaches, taxis, motorcycles and bikes. Address the behaviour of all transport	Policy 17 – Maintain the highway network for the safe and convenient movement of people (including pedestrians and cyclists) and freight in accordance with the Transport Asset Management Plan, including strengthening and maintenance of structures. Policy 18 – Provide information on transport and travel options before and

heritage, landscape and people	users Implementation of the Rights Of Way Improvement Plan and Green Infrastructure Strategy to protect and enhance the natural environment whilst providing sustainable transport networks.	during journeys to help plan and improve the journey experience. This should include training, the use of technology, education and visible enforcement to address individual behaviours. Policy 19 – Improve waiting environments for passengers using rail, coach, local bus and taxi services, particularly for disabled people. Improve the quality of parking for all modes of transport. Policy 20 – New transport infrastructure and maintenance schemes will take into account the need to preserve landscape character, wildlife habitats and species, air, water and soil resources and special characteristics of the historic environment as far as possible, and take opportunities to enhance them where appropriate**.**
Implement schemes that demonstrate value for money and/or deliver the greatest outcomes at a local level[57]	*Reduced levels of funding and changes in the types of funding available from Government* *Greater focus on local decision making to meet local needs*	*Policy 21 – The funding allocation for structural maintenance should be set at an appropriate amount to maintain the highway network at a reasonable condition level and the integrated block funding should be focussed on managing the network more efficiently and effectively. As funding increases there can be further opportunity for enhancing the network. Funding decisions should reflect the outcomes set out in this Plan.*

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[57] Whilst not an objective of the Plan, there is a requirement to meet the LTP guidance, the Localism agenda and advice from DCLG to ensure that all public funding is spent wisely and value for money is achieved.

Chapter 7

Options

7.1　A number of options have been developed from various sources including public consultation, reports and best practice. These have been reviewed against the 5 goals to ensure that there is a strategic fit, and assess whether there is a direct impact (indicated by ✓✓) or an indirect impact (indicated with ✓) in **Table 1**. They have also been assessed as to whether they contribute to the maintenance, management or improvement of the transport network.

Table 1 Potential Options

	Maintain, manage or improve	Everybody is able to enjoy the Borough's prosperity by providing and maintaining a reliable, predictable, efficient and affordable transport network	Everyone can play their part in reducing the impact of transport on the environment and its contribution to climate change	People live long, healthy and active lives, travelling safely and making active travel choices	Everyone in Darlington can maximise their life chances by being able to access services, activities and facilities	People in Darlington enjoy a positive journey experience on an attractive, clean, green and sustainable transport system
Reallocate road space to bus/car share/cycle lanes to provide priority and improve punctuality	Manage	✓✓	✓	✓	✓	✓
Better maintenance to keep roads, footpaths, bridges and street lighting in good condition	Maintain	✓✓		✓		✓✓
Capacity improvements at junctions on key roads, including the A66(T)	Improve	✓✓				
Capacity improvements at junctions on key roads, including the A66(T) with provision for sustainable travel crossing or alongside the junctions	Improve	✓✓	✓	✓	✓	✓
Smart ticketing and flexible ticketing	Manage	✓✓		✓		✓✓
More attractive and cleaner	Maintain/ Improve		✓	✓		✓✓

walking routes						
More travel information , including real time and fares	Manage		✓	✓	✓✓	✓
Lobby for more frequent rail services to Bishop Auckland through the Bishop Line Community Rail Partnership	Improve	✓	✓	✓	✓✓	✓
Lobby to enhance rail services to Middlesbrough through the Metro system	Improve	✓	✓	✓	✓✓	✓
Better coordination of streetworks to reduce disruption and delays	Manage	✓✓				✓
School and workplace travel plans	Manage		✓	✓✓	✓	✓
Promote efficient driving methods to reduce fuel consumption	Manage	✓	✓✓	✓		✓
Encourage more cycling through infrastructure, training, information and incentives	Manage/ Improve		✓✓	✓✓	✓	✓
Lobby or regulate for more accessible taxis and buses	Manage			✓	✓✓	✓✓
Reduce the need to travel by promoting home working and use of technology	Manage	✓	✓✓			
Better interchange between bus services and rail services	Improve	✓			✓	✓✓
Electric vehicle charging points	Improve		✓✓			
Safer Routes to School	Improve		✓	✓✓	✓	✓
Secure cycle parking in the town centre and other locations	Improve		✓	✓	✓	✓✓
Improved waiting environments	Improve		✓	✓	✓	✓✓

Measure	Type					
for bus, rail and coach passengers						
Personalised travel planning	Manage		✔	✔	✔✔	✔
Extend the walking and cycling routes to the rural areas	Improve	✔	✔	✔	✔✔	✔
20mph zones outside schools and in residential streets	Improve		✔	✔✔		✔
Car clubs	Manage/ Improve		✔✔		✔	
Better enforcement of traffic regulations to improve traffic flow	Manage	✔✔		✔	✔	✔
Park and ride	Manage/ Improve	✔✔	✔			
More bus services, especially in rural areas	Improve	✔			✔✔	
Address perception of safety through promotion of existing CCTV systems in public places, including on buses	Manage			✔✔		✔
Car sharing	Manage	✔	✔		✔✔	
Pedestrian and cycle training at primary and secondary schools	Manage		✔	✔✔		✔
Retain concessionary fares	Manage	✔✔			✔	
Lobby for cheaper commercial bus fares e.g. discounts for young people	Manage	✔✔			✔	✔
Bike hire scheme	Manage		✔	✔	✔✔	✔
Provide sufficient and high quality car parking	Manage/ Improve				✔	✔✔
Pedestrian facilities – dropped kerbs and crossing points	Manage		✔	✔	✔✔	✔
Lobby for low emission buses	Manage		✔✔			
Promote 'Change for Life' programme –	Manage		✔	✔✔		✔

health benefits of walking and cycling						
Integrate sustainable transport and land use – homes and employment – to reduce need to travel or distance to be travelled	Manage	✔	✔✔	✔	✔	✔
Lobby for helpful and friendly bus drivers	Manage					✔✔
Maintain and improve the Rights Of Way network	Maintain/ Improve		✔	✔✔	✔	✔
Buses to run more frequently	Manage				✔✔	✔
Conductors on buses	Manage			✔		✔✔
Lobby to improve access to employment sites in County Durham, North Yorkshire and Tees Valley for those without a car	Manage		✔		✔✔	
Enhance urban streetscape to promote walking and cycling	Manage/ Improve			✔		✔✔
Support the roll-out of electric vehicle charging points	Improve	✔	✔✔			✔
Continuation of Local Motion travel behaviour programme	Maintain/ Improve	✔	✔✔	✔✔	✔	✔
Improve the reliability of bus services in order to increase patronage	Improve	✔✔		✔	✔	✔
Improve the quality and availability of travel information, especially at bus stops near to rail stations and at the rail station to increase use of public transport	Improve	✔			✔✔	✔

Exploit the leisure and tourism opportunities of the Bishop Line	Manage	✓✓			✓	
Implement efficient working practices (joint working with other authorities) and framework contracts to increase value for money	Maintain	✓✓	✓			
Lobby for an air route between Durham Tees Valley Airport and Heathrow to support regeneration	Improve	✓✓				

7.2   A multi-criteria assessment matrix will be used to appraise these options to develop the Implementation Plan. This will include the contribution to the 5 outcomes and the priorities of maintaining, then managing and improving. In addition it will include deliverability (governance, technical, technological, legal); affordability (costs and availability of funding); value for money; analysis of carbon emissions; and risks.

Chapter 8

Targets and Monitoring

8.1   Targets need to be set for the key outcome indicators, as well as some of the contributory output indicators. When direct indicators do not exist or the cost or complexity of data collection is too great, proxy indicators may be used.

8.2   At the time of writing, the Government are proposing a single data list in which this Council would only be required to supply road condition and bus punctuality data to the Department for Transport[58]. Some other data, such as road safety information, would continue to be collected by other organisations since this is also required by the Department. Such data would still remain available to the Council for its use in making decisions about how best to achieve the outcomes of the Plan. The need for all other data sets is at the discretion of the Council.

8.3   The criteria used to select the indicators were that there should be as few indicators as possible, that ideally they should be collected already for other purposes and that the collection process should be proportional to the value of the information that the data provides. The table below summarises the chosen indicators for the first implementation plan. A review of the indicators will be undertaken as required, for example if additional funding was secured through the Local Sustainable Transport Fund or from other sources.

Table 1 Third Local Transport Plan Indicators

National goals[59]	Transport Strategy outcomes	Transport Strategy objectives	Indicator	Criteria
Support economic growth	Everybody is able to enjoy the borough's prosperity by providing and maintaining a reliable, predictable, efficient and affordable transport network	To support employment, economic activity and sustainable development by providing and maintaining a reliable, predictable and efficient transport network	Bus services running on time Changes to peak period traffic flows Road condition	A measure of the reliability of journey times across the Borough. A measure of how sustainable the demand for transport is, compared to the capacity of the transport network. A measure of how the road network is able to support economic activity.
Reduce carbon emissions	Everyone can play their part in reducing the impact of transport on the	To tackle climate change through quantified reductions in	How children travel to school Bus & rail	A measure of the level of sustainable travel. A measure of the level of

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[58] The single data list will be used by Government to monitor how it is meeting its international obligations and to account to the public and Parliament about its performance. The consultation period is due to end on 4 February 2011.
[59] Supporting economic growth and reducing carbon emissions are the new stated aims of the Coalition Government. The other 3 DaSTS objectives have been retained for completeness.

	environment and its contribution to climate change	greenhouse gas emissions from transport	patronage	sustainable travel.
			Walking & cycling to town centre	A measure of the level of sustainable travel.
Contribute to better safety, security and health	People live long, healthy and active lives, travelling safely and making active travel choices	To achieve better health and longer life expectancy for everyone by reducing the risk of death, injury or illness from transport and by providing travel options to keep people active and independent	Casualties - KSI all people	A measure of transport's impact on health.
			Casualties - KSI children	A measure of transport's impact on health.
Promote equality of opportunity	Everyone in Darlington can maximise their life chances by being able to access services, activities and facilities	To achieve a fairer society by enabling people to access jobs, education, training, health, food and green spaces	Access to town centre by bus	A measure of equality of opportunity
Improve quality of life and a healthy natural environment	People in Darlington enjoy a positive journey experience on an attractive, clean, green and sustainable transport system	To achieve a better quality of life for all by improving the journey experience and minimising the negative impacts of transport such as noise, air pollution and accidents on the natural environment, heritage, landscape and people	Bus User satisfaction	A measure of journey experience.

8.4   The additional cost of monitoring the Local Transport Plan is expected to be marginal, since the data for the chosen indicators is mainly provided by other organisations at no charge, is part of the conditions of a major scheme grant, or is being collected anyway as part of existing functions of the Council. However, a review of the indicators would be undertaken should the current assumptions over collection costs change during the lifetime of the Plan.

8.5   Targets

8.6   The following targets have been set, based on current proposed activities that would be funded through the Local Transport Plan, Tees Valley Bus Network Improvement and other committed funding programmes. A review of the targets (both the value and trajectory) will be undertaken as required, for example if additional funding was secured through the Local Sustainable Transport Fund or from other

Table 2 Targets

Indicator & Target	2008	2009 Base Year	2010	2011	2012	2013	2014	2015
Bus services running on time	a) 66% b) 1.63	57.81% 2.218	58% 2.15	60% 2	62.5% 1.75	65% 1.5	67.5% 1.25	70% 1
Justification	a) Bus services running on time - percentage of non-frequent services running on time. b) Bus services running on time - excess waiting time of frequent services (minutes). The performance of the local bus service network has been disappointing, despite the provision of bus priority in some locations and the introduction of a new network, designed to minimise operational issues in 2008 by Arriva. Initial exploration of the data suggests that there may still be some discrepancies between it and similar data used by Arriva that need to be resolved, since Arriva internal figures suggest punctuality is around 95%. However, user evidence suggests that performance is deteriorating so a lower value may reflect the true situation. More work will be undertaken on this issue in year 1 of the Plan. Investment in the road network through the Tees Valley Bus Network Improvement major scheme is designed to make bus services both quicker and more reliable. For this reason, a rising trajectory is considered reasonable, although the full benefits of the major scheme are expected after completion in 2016.							
Events	Investment in highway network 2010/11 to 2015/16 through major scheme & LTP.							
Data source	Annual survey.							
Influences	A variation in the scope of investment carried out to improve journey times for buses.							
Management of influences	Close monitoring of journey times and implementation of mitigating measures where appropriate.							

Indicator & Target	2009/10 Base Year	2010/11	2011/12	2012/13	2013/14	2014/15	
Changes to peak period traffic flows	20,417	20,587	20,757	20,927	21,097	21,267	
Justification	Work undertaken during 2004 to 2009 as a sustainable travel demonstration town showed the potential for smarter travel choices to influence travel patterns. In the period from 2004 to 2008, a 9% reduction in the use of the car by residents of the town corresponded with a lower decline in the average combined peak hour flow across the inner counter cordon. (-2.1% between 2006/07 to 2009/10). The current economic conditions mean that background growth in traffic levels is expected to be less than originally forecast. The impact of the Tees Valley Bus Network Improvement major scheme and other actions to improve sustainable transport are also expected to contribute to the decline in traffic levels in these locations. However, the regeneration of the town centre fringe area will mean more trips by all modes, so counts could be expected to rise. Given the considerable uncertainty over this indicator, it is considered reasonable to set a slightly increasing trajectory at this time, and review progress yearly.						
Events	Funding may be secured through the Local Sustainable Travel Fund in the period 2010 to 2014.						
Data source	Automatic Traffic Counter Sites 11,12,13,14,15,17,18 & 34.						
Influences	The localised impact of the regeneration of the town centre fringe, attracting more traffic through the cordon and the counter influence of work to provide more sustainable travel.						
Management of influences	Actions under the Traffic Management Duty to expedite movement and through smarter travel choice projects.						

Indicator & Target	2009/10 Base Year	2010/11	2011/12	2012/13	2013/14	2014/15	
Road condition	a) 5% b) 13% c) 8%	5% 11% 10%	5% 10% 10%	5% 10% 10%	5% 10% 10%	5% 10% 10%	

Justification	a) Principal roads where maintenance should be considered. b) Non-Principal roads where maintenance should be considered c) unclassified roads where maintenance should be considered Despite funding levels being reduced in response to need for increased investment in street lights, the flat trajectories have been retained due to the increased value for money being obtained through framework contracts negotiated on a regional basis. These trajectories do depend on current assumptions about cost inflation, traffic volumes and projected costs for other areas of maintenance (bridges, structures & street lights).						
Events							
Data source	Annual survey						
Influences	Funding levels, traffic volumes and weather conditions.						
Management of influences	Active management of work programme based on condition data, with objective of achieving best value through preventative maintenance.						

Indicator & Target	2009/10	2010/11 Base Year	2011/12	2012/13	2013/14	2014/15	
How Children travel to school (primary) % of children travelling to school by car (including car share)	37.2%	37.1%	36.5%	36.0%	35.5%	35.0%	
How Children travel to school (secondary) % of children travelling to school by car (including car share)	16.4%	16.4%	16.0%	16.0%	16.0%	16.0%	
Justification	In previous years, the monitoring figure for car use on the journey to school has included both primary and secondary schools. As the journeys made by primary and secondary pupils can be very different it is important to separate these out to target our efforts more specifically on areas that have greatest potential for change. The figure used also includes 'car share' journeys as previous statistics have highlighted problems for pupils in distinguishing between 'car share' and 'car alone'. Data will continue to be collected separately but for the purpose of monitoring all car trips to school will be included. Statistics for this method of monitoring date back to the 2003/04 academic year.						
Events	The Local Sustainable Transport Fund bid may include funds for the expansion of the School Travel programme. A Department for Education review on Home to School Travel and Transport Policy may also have an effect.						
Data Source	Annual Travel to School Hands-up Survey in September.						
Influences	Any forthcoming changes to Home to School Transport policy and changes to supported bus services. Local and national events influencing parents' attitudes to the journey to school.						
Management of Influences	New Sustainable Travel to School group formed to ensure all DBC departments share information with regards to the journey to school with the focus on promoting sustainable and active journeys.						

Indicator & Target	2009/10 Base Year	2010/11	2011/12	2012/13	2013/14	2014/15	
Bus & rail patronage	a) 8.094m b) 2.184m	*7.851m* *2.206m*	*7.916m* *2.228m*	*7.980m* *2.250m*	*8.045m* *2.273m*	*8.110m* *2.296m*	
Justification	a) Local bus patronage b) Rail patronage Total bus patronage has declined by over a fifth since 2001, despite significant work to promote sustainable travel including through the Local Motion project. Work is ongoing to understand why this is so, including the use of detailed analysis of the potential for bus travel. Investment in marketing & information provision through the Tees Valley Bus Network Improvement major scheme is designed to help encourage use of bus services, complementing actions to make bus services both quicker and more reliable. Background factors including rising fuel costs and parking charges mean that the private car is less attractive compared to the bus for some journeys than historically. For these reasons, a very slightly rising trajectory is considered reasonable despite the decline to date, with more growth expected beyond 2015/16 as the effect of the major scheme is felt. Rail usage is largely dependent on the national level of economic activity and is influenced by passengers travelling from adjacent areas, since Darlington Station acts as a "railhead" for a wide area. Improvements are proposed under the Metro project, which seeks to provide a regular pattern train services in the sub-region, including Darlington to Saltburn via Middlesbrough. The project also includes proposals to improve accessibility at Darlington Station and the adjacent public realm to make rail travel more attractive. Historically, growth has been just under 20% (2004/5 to 2009/10) although numbers declined in 2009/10 compared to the previous year. The Council is a funding member of the Bishop Line Community Rail Partnership which is seeking to increase the use of the Bishop Auckland to Darlington railway line. The line, which has recently been designated as a Community Rail Service, has the potential to provide an alternative for employment, shopping and leisure trips in both directions,. There is also potential for sustainable tourism since ti uses part of the Stockton to Darlington railway line and goes past two significant rail museum sites. For these reasons, a rising trajectory is considered reasonable, albeit at a lower rate than previously experienced and this will be reviewed annually.						
Events	Funding may be secured through the Local Sustainable Travel Fund in the period 2010 to 2014 and through the Metro project.						
Data source	Ticket machine & sales data.						
Influences	General economic activity, commercial decisions by operators, available funding for supported bus services & weather conditions.						
Management of influences	Active management of patronage in partnership with operators and the Bishop Line Community Rail Partnership to increase levels of use, through marketing, information, improvements to infrastructure & services provided.						

Indicator & Target	2009/10 Base Year	2010/11	2011/12	2012/13	2013/14	2014/15	
Walking & cycling to the town centre	w 136,587 c 3,811	*137,952* *3,849*	*139,317* *3,887*	*140,682* *3,925*	*142,047* *3,963*	*143,416* *4,002*	
Justification	Darlington town centre is a location increasingly well served by walking and cycling routes; both dedicated and on street. This is reflected in an increase in walking trips of 9.6% between 2007/08 & 2009/10 and 13.4% for cycling trips. In 2008, research showed that residents of the urban area made 31% of their trips to the town centre on foot or by bike. A further 33% of trips were made by bus. The potential for walking and cycling has increased due to the investment made both as a Cycling Demonstration Town and a Sustainable Travel Demonstration Town. The town centre as a sustainable location, is taken to be a indicator of the generality of travel behaviour throughout the Borough, particularly within the urban area. However, a slightly rising trajectory is considered most appropriate in the absence of committed significant funding of smarter travel choice work, such as Local Motion. The forthcoming Local Sustainable Travel Fund is one opportunity to secure funding – the targets would be revised if funding was secured.						
Events	Funding may be secured through the Local Sustainable Travel Fund in the period 2010 to 2014. Improvements to walking and cycling routes over the inner ring road are scheduled for						

	implementation from 2014/15.
Data source	Quarterly survey.
Influences	General economic activity, weather conditions, comparative costs and convenience of alternative modes of transport.
Management of influences	Active management of travel to and from the town centre through investment in infrastructure, information provision and promotional work including partnership with health organisations and town centre businesses through travel plans.

Indicator & Target	2005/09 Baseline	2010 Actual	2011	2012	2013	2014	2015
Road casualties	a) 43 b) 4.6 c) 379 d) 47.4	Data to be supplied	41 4.6 366 47.4	41 4.6 360 47.4	40 4.6 353 47.4	40 4.6 347 47.4	39 4.6 341 47.4
Justification	a) Number of people killed or seriously injured (three year rolling average value) b) Number of children killed or seriously injured (three year rolling average value) c) Number of people slightly injured (three year rolling average value) d) Number of children slightly injured (three year rolling average value) Base Year is the average of casualties in the period 2005 to 2009. Darlington Borough Council has a good track record at reducing accident rates through interventions that make sure that road designs are as safe to use as is possible. Analysis of recent accident data is showing that causal factors are often to do with driver behaviour or training, rather than road design. The trajectory maintains the current low levels of casualties for children, whilst reducing the total numbers of casualties. Progress against target under this indicator will be reviewed at least annually and appropriate amendments made to investment decisions if Local Safety Schemes are required.						
Events	Funding may be secured through the Local Sustainable Travel Fund in the period 2010 to 2014, thus permitting stretch targets.						
Data source	Accident records.						
Influences	Fluctuations in the casualty statistic due to the low number of accidents in the Borough, Driver behaviour, weather conditions and traffic patterns.						
Management of influences	Active management under the Traffic Management Duty.						

Indicator & Target	2009/10	2010/11 Base Year	2011/12	2012/13	2013/14	2014/15	
Access to town centre by bus	-						
Justification	Specification of indicator and target to be agreed.						
Events							
Data source							
Influences							
Management of influences							

Indicator & Target	2009/10 Base Year	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Bus user satisfaction	44.9%		50%		55%		60%
Justification	In 2008 the majority of the bus route network was changed due to commercial decision making by Arriva. The network change was accompanied by significant numbers of new, low floor, buses. These are proving to be popular and further new vehicles were introduced. Timetable information at all bus stops is provided by the Council to complement those provided by Arriva. Since 2008, most bus services have been unaltered so enabling users to get used to the travel opportunities that they provide. However, scope remains for improvements to journey experience in terms of customer care.						

	Investment through the Tees Valley Bus Network Improvement major scheme is designed to help encourage use of bus services, complementing actions to make bus services both quicker and more reliable. The target is based on the factors above.
Events	Funding may be secured through the Local Sustainable Travel Fund in the period 2010 to 2014.
Data source	Bi-annual survey, or alternative survey methodology
Influences	General economic activity, perceptions of bus travel, comparative costs and convenience of alternative modes of transport.
Management of influences	Actions provided through the major scheme. Increased encouragement and support offered to bus operators, especially in terms of customer care.

8.7 **Monitoring**

8.8 The targets in the Plan and the associated SEA will need to be monitored and results reported on a regular basis to Cabinet, Scrutiny and the Department for Transport.

8.9 **Programme Management**

8.10 The guidance for the development and implementation of Local Transport Plans and the emerging Localism agenda clearly shows that transport strategies, plans, schemes and initiatives need to contribute to the achievement of much broader corporate and community outcomes, closely aligned to meeting local needs identified through the Sustainable Community Strategy.

8.11 To this end, there must be robust programme and risk management processes in place to ensure not only that schemes and initiatives are delivered on time and to budget, but that they also achieve the outcomes set out in the Plan. As the Implementation Plan will be a shorter term rolling programme, it is important that processes are in place to design and review the schemes and initiatives each year to ensure that they will meet the outcomes of the LTP strategy and wider SCS outcomes.

8.12 The Department for Transport's Good Practice Note on Programme and Risk Management sets out the issues that need to be addressed and the processes are required. These are summarised in **Figure 1.**

Figure 1 – Programme management

Key questions	issues	Programme management process
Does the Implementation Plan cover everything in the Strategy?	Completeness of the Planning	Portfolio management
How do we keep control of how the	Overall Control Assurance	Assurance

Implementation Plan is going?		
Is it affordable?	Financial Control	Financial management
Do we have the resources we need?	Resourcing	Resource management
Have we selected the best things to do?	Prioritisation	Prioritisation
Will they be delivered on time?	Managing Delivery	Schedule management
What could go wrong? What would be the impact and how can we reduce the impact?	Managing Risks	Risk management
When risks materialise, how will they be resolved?	Managing Issues	Issues Management
Will the strategic outcomes be achieved and when?	Achieving outcomes	Benefits Management
Are the projects justified in their own right? Which projects deliver which outcomes?	Achieving benefits and outputs	Benefits Management
Who is in control of the LTP? Is decision making in line with policies and schemes of delegation?	Decision-making	Governance

8.13 In 2009 Darlington adopted a new capital project management system for all large scale capital projects. The Transport Policy and Highways teams have used this system for the delivery of the LTP programme and other transport schemes and initiatives for the last 2 years of the Second Local Transport Plan. Its fit with the processes identified in the Good Practice Note are noted in **Figure 2**.

8.14 The Transport programme of schemes and initiatives is agreed each year by Darlington's Cabinet, with some decision making on details of the programme delegated to senior officers in consultation with the Transport Portfolio Holder.

8.15 The programme is implemented using a series of Control Point documents to initiate, design, deliver and assess the schemes. The process is supported using a series of documents – Risk Log and Issues, Changes and Actions Log – to maintain financial control, mitigate against risks and review priorities.

8.16 There are a number of clearly defined roles split between the client (Transport Policy) and contractor (usually Highways) functions:

- Project Board (joint client/contractor) – provides strategic direction; reviews progress; makes decisions.
- Project Sponsor (client) – ensures resources are available; challenges project managers on exceptions to the plan; monitors and controls progress of projects at a strategic level; manages risks.
- Project Managers (contractor) – delivers the projects; prepares and maintains project documentation (including the Corporate Project Position Statement); identifies risks and implements actions to manage them; provide reports to Project Sponsor.
- Project initiator – client function – details the issue to be solved; strategic fit with LTP strategy and SCS themes; identifies funding.
- Programme Control Officer (client) – monitors the delivery of the total transport programme; produces a monthly highlight report for consideration by the Project Sponsor in order to make recommendations to the Project Board; retains overall monitoring of costs in order to manage the total budget and maximise claims for external funding.
- The Capital Programme Review Board review the PPS monthly and seeks further information from Project Sponsors and Project managers where there are significant deviations from planned delivery dates and budgets. A quarterly report is submitted to Cabinet and Resources Scrutiny.

8.17 **Results**

8.18 The introduction of these processes has resulted in:
- Better financial control and improved decision making on value for money of schemes
- More schemes delivered on time
- Improved risk identification and management
- New approaches to consultation
- Improved links with planning to facilitate the planning approvals process
- More timely involvement of DAD in the design process

Figure 2 - Summary of processes

Programme management process	Principles	Darlington's process
Portfolio management	Maintain the portfolio of projects that deliver the LTP; monitor all components; adjust the programme as needed; feedback into strategy	Monitoring of the total programme in terms of delivery, finance and risk management is ongoing and reported at the monthly Project Board meetings; reporting on monitoring data which is produced quarterly needs to be added to this process to guide the programme development; Corporate reporting occurs

		quarterly and annually.
Assurance	Conduct at programme level assurance review of status and progress of projects in programme	Annual review of programme; formalised review in 2008 as part of Delivery Report process for DfT; review of LTP2 programme will inform LTP3
Financial management	Determine overall funding available; plan and manage costs of programme and projects according to budget and any associated funding conditions; ensure financial processes are completed on time	Financial spreadsheet created and maintained by Finance for annual programme; Project Managers provide updates on project estimates and committed spend on a monthly basis; Sponsor makes recommendations to the Project Board on any underspends/overspends or changes to budgets and significant variations are reported to the Capital Projects Board; Programme Control Officer collates information for external funding claims for Finance to agree and submit.
Resource management	Determine resources available and resources/skills required; allocate resources as required to deliver the Plan	Resource allocation is undertaken as part of the detailed planning for the programme by the project Managers, highlighting resource implications; additional resource may be sought from a framework partner or the schedule may have to be amended; monthly meetings held with Community Services (DLO)
Prioritisation	Determine prioritisation criteria; agree programme and project priorities; amend programme if priorities change or if projects are at risk.	Prioritisation reflects the strategic goals in the LTP and takes into account a review of performance against targets; prioritisation also seeks to maximise additional external funding.
Schedule management	Determine and manage delivery schedule according to priorities, dependencies, risks, finance, resources and external factors.	Programme schedule agreed at beginning of year to ensure priority projects delivered taking into account key issues such as match funding and risks and appropriate timescales e.g. for planning approval, consultation or land acquisition; monthly meetings held with Community Services (DLO); Schedule varied at project Board meeting.
Risk management	Determine risk appetite and	Each project and the whole

		risk assessment criteria; identify and manage programme risks and escalate as necessary; identify and manage project risks and impact on the programme	Transport programme have Risk Logs; risks are identified at the initiation phase and mitigation measures identified as required; Risk status is reviewed by the project Board on a monthly basis and decisions taken on both a project and programme basis.
Issues Management		Record any significant issues and their impact on delivery; communicate to all those affected; escalate when necessary	'Live' Issues Changes and Actions Log for each project records each issue or change as it arises; the Logs are available to all the project managers; Actions are clearly noted to ensure there is an audit trail of decision making. A separate ICA Log is maintained for the whole Transport Programme to ensure that issues with the total programme are recorded and actions to resolve clearly recorded.
Benefits Management		Define the required Outcome at a strategic level and establish how this can be monitored; Determine the expected benefits and manage the outputs.	All projects are linked to the achievement of both LTP objectives and wider Sustainable Community Strategy outcomes. Benefit measurement includes direct impacts of interventions as well as attitudinal and proxy measures for outcomes (e.g Community Survey or NHT Survey).
Governance		Define roles and responsibilities; Develop clear lines of escalation; Produce programme reports; Develop decision making processes and delegations.	Transport Project Board, Project Managers, Project Sponsor and Programme Manager all identified, with clear roles and responsibilities; Project Sponsor escalates issues to Project Board for decisions; Programme Highlight Report produced monthly for Board meetings; decision making processes in place, including delegated decisions to Transport Portfolio Holder by Cabinet.