Draft Third Local Transport Plan - Transport Strategy

Foreward

To be added
Councillor Lyonette

Contents

Chapter 1. Introduction

National context

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.

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.

Each LTP should set out how local policies and programmes will contribute to the national transport goals[2] which take account of transport's wider impact on climate change, health, quality of life and the natural environment. We want a transport system:

1. to **support** national **economic** competitiveness and **growth**, by delivering reliable and efficient transport networks;
2. to reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome fo **tackling climate change**;
3. 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;
4. to **promote** greater **equality of opportunity** for all citizens, with the desired outcome of achieving a fairer society; and
5. to **improve quality of life** for transport users and non-transport users, and to promote a **healthy natural environment**.

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

In May 2010 the new coalition Government set out its programme[3], including the following commitments for transport:

TRANSPORT

The Government believes that a modern transport infrastructure is essential for a dynamic and entrepreneurial economy, as well as to improve well-being and quality of life. We need to make the transport sector greener and more sustainable, with tougher emission standards and support for new transport technologies.

- We will mandate a national recharging network for electric and plug-in hybrid vehicles.
- We will grant longer rail franchises in order to give operators the incentive to invest in the improvements passengers want – like better services, better stations, longer trains and better rolling stock.
- We will reform the way decisions are made on which transport projects to prioritise, so that the benefits of low carbon proposals (including light rail schemes) are fully recognised.
- We will make Network Rail more accountable to its customers.
- We will establish a high speed rail network as part of our programme of measures to fulfil our joint ambitions for creating a low carbon economy. Our vision is of a truly national high speed rail network for the whole of Britain. Given financial constraints, we will have to achieve this in phases.
- We support Crossrail and further electrification of the rail network.
- We will turn the rail regulator into a powerful passenger champion.
- We will support sustainable travel initiatives, including the promotion of cycling and walking, and will encourage joint working between bus operators and local authorities.
- We are committed to fair pricing for rail travel.
- We will work towards the introduction of a new system of HGV road user charging to ensure a fairer arrangement for UK hauliers.
- We will stop central government funding for new fixed speed cameras and switch to more effective ways of making our roads safer, including authorising 'drugalyser' technology.
- We will tackle rogue private sector wheel clampers.

The Government's priorities are to rebuild the economy and to reduce carbon emissions. Local Transport Plans therefore need to reflect these two goals.

However there is also a commitment to localism[4], devolving more power to local authorities and local people. 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.

N.B. The Local Transport Plan Transport Strategy has been developed without indicative funding allocations, due to the recession, change in Government and resultant Comprehensive Spending Review. It has been widely anticipated that LTP funding will be reduced by up to 40% and therefore the options appraisal has to carefully assess affordability and value for money of policies and programmes. This will become more relevant during the development of the Implementation Plan).

Determining the Scope of the Plan

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

[3] The Coalition: one programme for government, the Cabinet Office, May 2010
[4] Decentralisation and Localism Bill, Queens Speech, 25th May 2010

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'.

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.

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. 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. Local authorities will work together on joint schemes when it is sensible to do so to meet social, economic or environmental goals, in particular reflecting the travel patterns of local people across borough boundaries.

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

Process for developing the Plan

We have followed the process to develop this Local Transport Plan, as recommended by Eddington and set out in the guidance[5] 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

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.

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

Chapter 2 - Tees Valley Transport Strategy

This Chapter has been taken from the Tees Valley Transport Strategy produced by JMP Consultants on behalf of TVU. It will be presented to the Tees Valley Transport Advisory Panel in November 2010 for approval. The final version of this Chapter will be a summary of the Tees Valley Transport Strategy with the implications for Darlington.

The Tees Valley City Region consists of five local authority districts - Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland, and Stockton-on-Tees - together with parts of neighbouring County Durham and North Yorkshire. The City Region has a population of around 875,000, of which more than 650,000 live in the five Tees Valley local authorities. The area is illustrated in ***figure 1***.

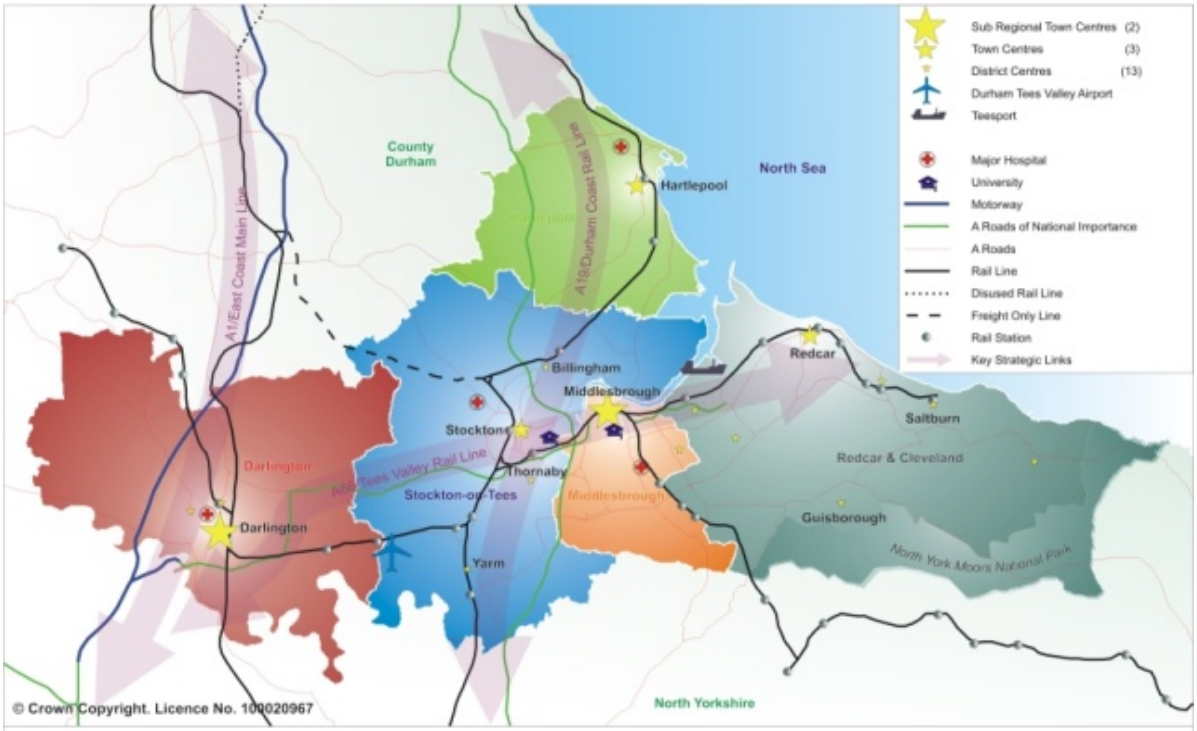


Figure 1

Within the City Region, as the economy re-structures following the decline of traditional industries, the priorities are tackling unemployment, and addressing low incomes, deprivation, and the relatively poor quality of life in parts of the City Region. Tees Valley Unlimited (TVU) is a partnership between the five Tees Valley Local Authorities, regional regeneration agencies and business leaders to drive forward the future development of the Tees Valley economy, and provides the overarching vision through which the City Region will develop in order to address these priorities.

Economic and Regeneration Statement of Ambition

TVU has mapped out this vision, with its overall aim of delivering a thriving place with a more resilient and more diverse economy, as part of a managed transition,

within its economic and regeneration *Statement of Ambition*[6]. This identifies that the economic regeneration of the Tees Valley will only be achieved by building a true sense of place to ensure that people see the Tees Valley as somewhere to live, learn, play and earn. 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.***

The *Statement of Ambition* focuses on delivering the benefits of a joined up and connected polycentric city region as the driver for economic growth and prosperity. The City Region does not have the critical mass (of population) and the associated levels of market demand to develop all opportunities in all centres and it is therefore important to identify existing strengths in each location to promote a city region with an overall offer which is competitive and sustainable in the 21st Century. It is home to the largest integrated heavy industrial area in the United Kingdom, containing petrochemicals, energy and industrial biotechnology plants of a world scale, the third largest port in the United Kingdom, a steel industry specialising in construction steels and a world-class advanced engineering industry[7]. The advantageous position on the River Tees and associated port related businesses is a major asset, with Teesport's fast growing container terminal handling just under 8% of all UK container traffic.

In addition to these national and international assets, the *Statement of Ambition* sets out the particular roles and functions of the key settlements. 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].

However, the Tees Valley has an economy that is performing less well than the UK as a whole. The most recent figures show the Tees Valley's GVA per head to be only 75% of the national average (or 84% if London is excluded)[9]. Unemployment levels are higher than the national average, and issues of deprivation and relatively poor quality of life are widespread. The Tees Valley has unemployment of 5.7%, compared with 4.6% in the North East as a whole and 3.6% nationally[10]. All five of the Tees Valley local authorities are within the 30% most deprived of the 354 local authorities nationally[11] with Middlesbrough the 9th most deprived local authority nationally.

It is clear that good transport within and between the centres of activity, be they town centres or industrial complexes, will be vital in order that people can access a range of economic, educational and service opportunities. Hence, this transport strategy responds to the *Statement of Ambition* and sets the context for delivering improved transport networks and services in support of the wider vision.

Governance structures and the funding of transport improvements

Following the formation of the Conservative and Liberal Democrat Coalition Government on 11th May 2010, there have been a number of significant changes to the strategic context for local transport planning and governance. Coalition Government policy is still fluid and somewhat embryonic, and funding of transport, alongside all public services, will be shaped by the content of the Comprehensive Spending Review in October 2010.

[6] Tees Valley Unlimited Economic and Regeneration Statement of Ambition, June 2010
[7] Tees Valley Unlimited Economic and Regeneration Statement of Ambition, June 2010
[8] ibid
[9] Tees Valley Unlimited Economic and Regeneration Statement of Ambition, Draft 1, March 2010
[10] Local Enterprise Partnership: A Proposal, September 2010
[11] Based upon the rank of average score

Upon formation, the Coalition Government moved rapidly to remove the regional tier of government in England, with the revocation of regional spatial strategies announced with immediate effect by the Secretary of State for Communities and Local Government on 6th July 2010. It is anticipated that Regional Development Agencies will be dissolved by April 2012, with many of their functions drawing to a close before this time.

The policy focus has shifted to the promotion of planning at a local neighbourhood or community scale, at a level to be influenced by local people. This move towards *localism* serves to strengthen the role of directly elected Local Authorities in determining their own priorities and strategies, and encourages a much stronger partnership with local businesses and local people in delivering the growth and regeneration of their own communities. Consequently, as part of this move towards more responsible community led governance under the *Big Society* banner, Local Authorities have been invited to come together to submit proposals with business leaders to form *Local Enterprise Partnerships* in their area.

Through Tees Valley Unlimited (TVU), the five local authorities in the Tees Valley, together with business leaders in the area submitted a proposal to Government to form a Tees Valley Local Enterprise Partnership (LEP)[12] in September 2010.

The initial LEP proposal outlines the areas of activity, freedoms and flexibilities where joint working across Tees Valley will achieve greatest impact, including transport. TVU is committed, through working in partnership with private and public sector partners to ensure the provision of infrastructure meets the needs of the economy through implementing the first phase of the Tees Valley Metro, developing the bus network, managing the A19/A66, developing smart ticketing, rail gauge improvements to Teesport, and by opening up sites for development[13]. To complement this local commitment on transport, TVU is seeking Government help in ensuring that resources are available to Network Rail for gauge enhancement of the East Coast Main Line to enable Teesport to reach its full potential for rail container traffic; and amend the regulatory framework for Heathrow Airport to enable flights from regional airports such as Durham Tees Valley to become viable[14].

Transport evidence

This Tees Valley transport strategy is a critical component of joint working in the Tees Valley, reflecting the ongoing development work which has been undertaken immediately prior to, and as part of the response to the previous government's *Delivering a Sustainable Transport System* (DaSTS)[15].

This transport evidence base has been built up over the last two years, including:

- an August 2008 study[16] by ONE North East of the evidence supporting the identification of transport challenges across the North East of England in response to the Eddington Transport Study[17], the Stern report on climate change[18] and Towards a Sustainable Transport Strategy[19];

[12] Local Enterprise Partnership: A Proposal, September 2010
[13] Local Enterprise Partnership: A Proposal, September 2010
[14] ibid
[15] Delivering a Sustainable Transport System, DfT, November 2008
[16] North East Transport Priorities Evidence Review, JMP for ONE North East, August 2008
[17] The Eddington Transport Study: The Case for Action, HMSO, 2006
[18] Stern Review on the Economics of Climate Change, HM Treasury, 2006
[19] Towards a Sustainable Transport System: Supporting Economic Growth in a Low Carbon World, Cm 7226, HMSO, October 2007

- the formal response to government on DaSTS from the North East region in 2009[20]; and
- encompassing work that specifically addresses the transport issues that exist in developing a pro-active response to the challenges of supporting economic regeneration in the Tees Valley in accordance with the aims of the City Region Business Case, known as the Tees Valley Area Action Plan (AAP)[21].

This last piece of work came out of an earlier City Region Transport Strategy[22] which identified that there was a clear need to bring together development proposals and the required transport improvements with a clear forward programme. The development of the AAP to date has been a model of partnership and collaborative working between local authority partners and the Highways Agency.

The June 2009 response from the North East region to Government highlighted the transport challenges facing the North East of England, and identified a number of evidence gaps that needed to be addressed in preparing a robust investment plan going forward. This response to Government therefore outlined a work programme of evidence based study to inform the development of a long term strategy to 2030, and a programme of prioritised investment in transport over the next 10 to 15 years. Three reports produced as part of the first phase of this work programme are of particular relevance in informing a transport strategy for the Tees Valley, namely:

- the Tees Valley City Region Connectivity and Accessibility Study[23];
- the North East Strategic Connections Study[24]; and
- the North East Rural Transport and Connectivity Study[25].

Defining transport challenges in the Tees Valley City Region

The new Coalition Government has signalled clearly a number of priorities for its transport programmes. Alongside the effective prioritisation of public spending on transport and the vigorous pursuit of efficiency, the Government has highlighted the primacy of two transport challenges of national importance[26], namely:

- Supporting growth by improving the links that move goods and people around our economy;
- Tackling climate change through policies which deliver technology and behaviour that will decarbonise mobility as we progress through the 21st Century.

Key Local Authority, business and other public sector leaders in the City Region, through *Transport for Tees Valley* - the City Region Transport Board[27] have prioritised

[20] Delivering a Sustainable Transport System - Submission to the DfT from the North East Region: Strategic Priorities and Work Programme, Arup, June 2009
[21] Tees Valley Area Action Plan, Tees Valley Unlimited and the Highways Agency, November 2009
[22] Connecting the Tees Valley – The City Region Transport Strategy, 2007
[23] Tees Valley City Region Connectivity and Accessibility Study, JMP Consultants and Genecon for TVU and the Highways Agency, May 2010
[24] North East Strategic Connections, Aecom for ONE North East, May 2010
[25] North East Rural Transport and Connectivity Study, Halcrow for ONE North East and ANEC, June 2010
[26] Speech by The Rt Hon Philip Hammond MP, Secretary of State for Transport, 10 September 2010, IBM START Conference: Business Summit
[27] 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),

three transport challenges, based on the national transport challenges in place prior to May 2010 and which are entirely consistent with the Coalition Government's primary goals for transport. These commonly agreed challenges were confirmed by leading city region stakeholders at the meeting of Transport for Tees Valley on 26th January 2010, and are:

- Improve the connectivity and access to labour markets of key business centres;
- Improve the journey experience of transport users of urban, regional and local networks, including interfaces with national & international networks; and
- Deliver quantified reductions in greenhouse gas emissions within cities and regional networks, taking account of cross-network policy measures.

A transport strategy for the Tees Valley

The transport strategy examines these three transport challenges to be tackled in achieving the economic and spatial strategy adopted through the *Statement of Ambition*. In realising these wider economic and social goals, providing good connectivity and accessibility both within and beyond the City Region will be vital The evidence supporting these three challenges has been examined, issues have been identified, which in turn have influenced the identification of options to tackle the transport challenges within the Tees Valley.

An initial high level sift of these options has been undertaken to account for likely affordability, value for money and deliverability, as well as an assessment to understand if the measures will deliver any desired outcomes. The outputs from this sift still represent a substantial list of potential future options. Finally, therefore, the transport strategy identifies a potential suite of the broad types of interventions that should be developed and appraised for inclusion in affordable, value for money programmes of investment to be delivered to achieve the overarching goals in the Tees Valley.

Challenge 1 - Connectivity and access to labour markets of key business centres

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, with no single dominant centre of commercial activity acting as a focus for the transport networks This will accentuate the need for good connections to, from and between the diverse labour markets and other services within the City Region. The polycentric nature of the labour markets is shown in ***figure 2***.

Journey patterns

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 Confederation of British Industry (CBI), Arriva, Stagecoach, Northern Rail, Durham County Council and North Yorkshire County Council

the UK[28]. This is despite car ownership levels in the Tees Valley being lower than the national average (although slightly higher than the North East as a whole).

Car ownership

In contrast, 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 will also be significantly higher than the national average as car ownership in the City Region grows from a low base[29].

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.

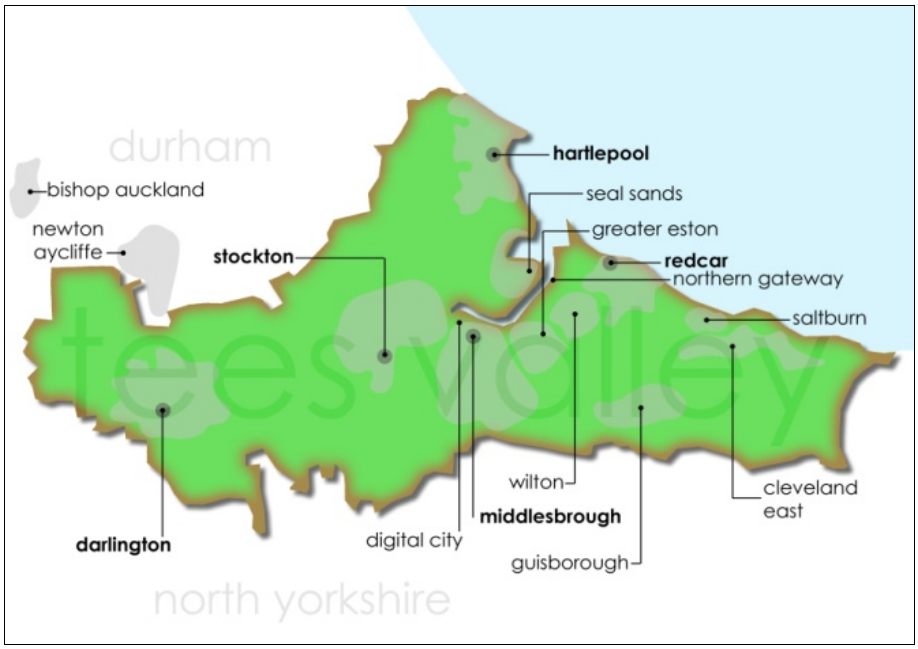


Figure 2

Self-containment

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[30]. 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.

Public transport accessibility

Examination of current accessibility levels by public transport (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.

[28] Department for Transport, National Travel Survey 2007-2008
[29] Connecting the Tees Valley – The City Region Transport Strategy, 2007
[30] ONS, Census 2001

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 3*** illustrates Hartlepool'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').

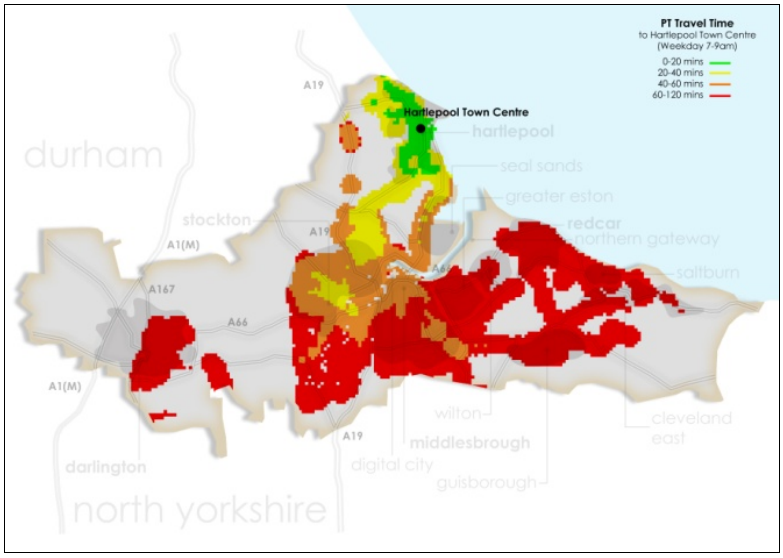


Figure 3

Furthermore, evidence shows that some of the economic regeneration priority locations in the North South Tees have exceptionally poor accessibility by public transport from the City Region as a whole[31]. This is demonstrated by the example of Teesport. Existing public transport accessibility to Teesport, or more pertinently the absence of such access, is illustrated in ***figure 4.***

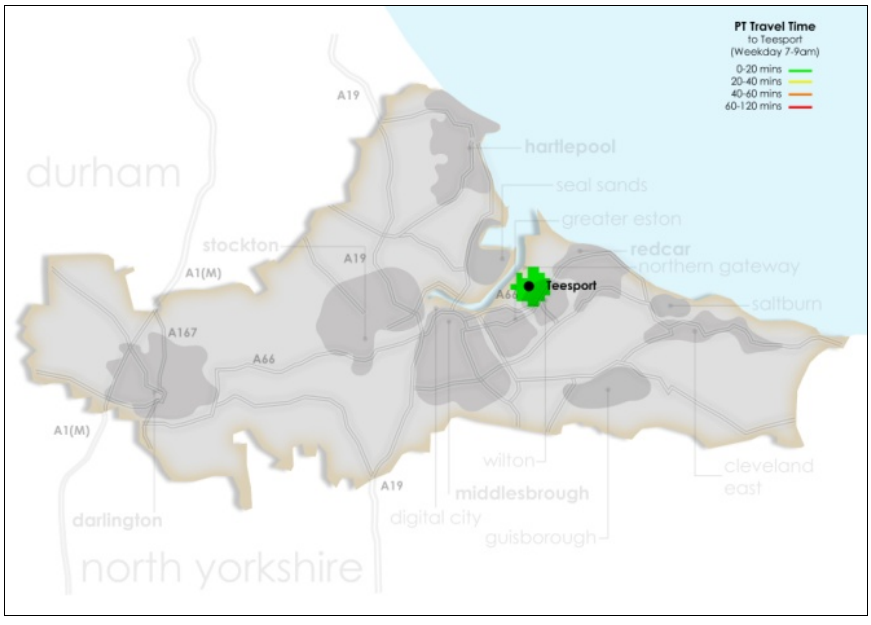


Figure 4

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

Highway constraints

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. Congestion is evident on critical routes such as the A19-A66 interchange encompassing the Tees flyover and links to Middlesbrough, A19 south of Wynyard, and the A1053 access to Teesport and important local arterial roads. This represents a significant threat both to local, but also regional and national economic priorities Of particular significance is the congestion on the A19 northbound carriageway caused in the main by the traffic accessing the Wynyard Park development. This congestion could affect access to Seal Sands and the North-South Tees proposals, hindering access to the area and the distribution of goods, and having the potential to stifle regeneration proposals in the area.

There is also 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 City Region. If congestion in the Tees Valley worsens, there is a risk that this could ultimately stifle economic growth.

Rural transport

The spring 2010 *North East Rural Transport and Connectivity Study*[32] assessed the role of transport in widening access to economic and social opportunities within the diverse rural communities across the region. The study presented three case studies areas, one of these being East Cleveland, an area on the periphery of the Tees Valley. East Cleveland is an area of significant contrasts, with considerable variation in accessibility to economic and social opportunity, serving to heighten inequalities across the area.

The consultation and analysis of evidence in East Cleveland 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, with people having to compete for fewer jobs and travel further in order to access them, particularly limiting job opportunities 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 (such as on key bus corridors) due to failure of timetabling to coincide with employment requirements, a general lack of marketing and information and widespread dissatisfaction with service reliability and vehicle fleet.
- 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.
- Involvement of the transport sector: There is a sense that decisions regarding the supply of suitable transport solutions need to be better informed by demand-led requirements on the ground. This may then lead to more effective solutions that are able to cater for a full range of journey types from rural areas, representing better value for money.

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

Summary

The evidence on existing journey to work patterns and the quality of transport networks in supporting access to employment in the Tees Valley 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 City Region's strategy for regeneration is likely to reinforce the polycentric form of the City Region. Sustainable transport solutions that support this economic strategy to provide better quality links between the centres will be vital;
- The availability of public transport in remote locations is particularly limiting job opportunities for those who do not have access to a car.

Challenge 2 - The quality of urban, regional and local networks including at the interfaces with national and international networks

The transport priorities that flow from this challenge are strongly influenced by the socio-economic evidence, and by the evidence around how the City Region's transport networks currently perform, and will perform in the future as the economic and regeneration strategy for the Tees Valley is delivered over the next twenty years.

This comprises of 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 challenge on access to labour markets);
- Freight and passenger movements to and from national and international gateways to the Tees Valley.

External connections

The economic geography and peripheral nature of the North East region as a whole is one of the greatest challenges faced by the Tees Valley. Maintaining and improving transport links to London is important to help capture potential productivity benefits. Recent work commissioned by One North East[33] 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[34] asserts "that an indication of physical connectivity is given by the fastest available journey times to London by rail".

An earlier One North East report[35] 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 the City Region's airport, Durham Tees Valley (DVTA), has in common with other regional

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

airports seen a decline in passenger numbers, retention and modest growth of existing markets in the future is important for the City Region. The Amsterdam service from DTVA is fundamental as the connectivity provided by access to a major international hub is vital to local business.

Rail competitiveness

Significant numbers of journeys within, to and from the Tees Valley already use the rail network. Moreover, rail patronage in the Tees Valley has grown at a considerably higher rate than observed both across the North East as a whole and nationally. However, rail journey times are currently uncompetitive compared with the car within the Tees Valley for some trips. 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. 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[36] reported that service availability on Sundays, early in the morning and late in the evening is often poor.

The East Coast Main Line and the Darlington Gateway

Rail patronage on routes to and from the Tees Valley highlights the importance of the East Coast Main Line. Movements to the South East of England are less pronounced from the east of the Tees Valley, with 30,000 annual return trips from Middlesbrough, compared to over 250,000 return trips from Darlington[37]. This is despite Middlesbrough having a higher population than Darlington.

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. However, in comparison to its excellent north-south connectivity beyond the City Region, Darlington is relatively inaccessible from other key centres within the Tees Valley. Although the journey times by rail are relatively quick (Darlington from Middlesbrough in around 30 minutes and from Thornaby in 19 minutes) there is no direct rail service from Stockton. This relatively poor east-west connectivity by rail within the Tees Valley impacts on the external connectivity of the City Region as a whole, reducing the attractiveness of the excellent north-south links from Darlington to potential users from the rest of the Tees Valley.

Grand Central

External connections from the Tees Valley to London (via Northallerton, Thirsk and York) are also provided by the *Grand Central* services from Hartlepool and Eaglescliffe. Four services a day (two morning and two evening services), are currently offered on this route, with a journey time of between three and three and a half hours to London. In terms of internal connectivity, Eaglescliffe is more widely accessible by public transport from within the City Region than Darlington. Eaglescliffe thus offers important supplementary rail access options to London and the south from the Middlesbrough-Stockton conurbation and eastern parts of the Tees Valley.

[36] North East Strategic Connections, Aecom for ONE North East, May 2010
[37] North East Strategic Connections, Aecom for ONE North East, May 2010

Bus network

In recent years decline in bus patronage has been significant, from 44.2 million passenger journeys in 2002/03 to 38.8 million in 2008/09. In 2008/09, the first year-on-year growth in bus patronage was recorded, much of which is considered to be attributable to the introduction of the National Concessionary Travel Scheme. Despite declining patronage, the bus remains the most important form of public transport in the area in terms of passenger numbers and distance travelled.

The lack of a single dominant commercial centre has made it more difficult to create and sustain viable bus networks and as a consequence, the bus network across the Tees Valley is not particularly well co-ordinated. However, bus inter-connectivity will be important to support the Tees Valley's economic strategy, which focuses on economic specialisation within different areas.

Bus punctuality across the Tees Valley is also declining with all five districts demonstrating poorer punctuality in 2008/09 than two years previously. Performance in all districts falls short of the Traffic Commissioners' desired performance of 95% of buses being on time.

A major *Tees Valley Bus Network Improvements* scheme is being progressed by TVU and the local authorities in partnership with bus operators Arriva and Stagecoach. This will provide a comprehensive series of bus priority measures, improved passenger waiting facilities, consistently high quality specification for vehicles, and measures to improve information and ticketing on core bus routes across the Tees Valley.

There is a complex range of operator-exclusive and multi-operator tickets available to public transport users in the Tees Valley. This complex bus ticketing and fare system acts as a barrier to increasing use. Opportunities for simplification as an encouragement to new and existing users should be looked at as part of measures to improve the attractiveness of public transport services in the City Region.

Real time journey information is being rolled out on some of the main bus corridors in the Tees Valley; however, the availability of timetable information at bus stops in the Tees Valley is extremely variable. The *Connect Tees Valley* web site, managed by *TVU* provides information on all modes of transport in the area.

Traffic levels

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 City Region in general, and specifically in key employment growth areas (such as Darlington and Hartlepool).

Traffic flow data show that there has been variability across the City Region, with a wide range of growth rates dependent upon location. Counts to the north of the Tees Valley, across the South East Durham and Teesside to Hartlepool "screen lines" show the highest growth rates.

Since 2004, traffic levels have remained broadly static, with a combined growth in traffic of around 11% over the decade.

Strategic highway modelling work focussed on the Tees Valley[38] shows that current congestion is focussed on the strategic road network. Hotspots include:

- A19 Tees Viaduct and Stockton Road Interchange with A66;
- A66 particularly through Middlesbrough and Stockton;
- A19/A689 Wolviston Interchange; and
- A174/A1053 Greystone Road Junction, the key route to and from Teesport and the industrial and petrochemical centres.

In addition the radial routes into Darlington show levels of congestion which may have an impact on the strategic road network.

Rail loading gauge clearance

Rail loading gauge clearance is a key constraint for rail freight movements to and from Teesport, the international gateway that is fundamental to the economy of the Tees Valley,.Teesport is the third most important port by 'goods lifted' in the UK and is not only an important asset to the local Tees Valley economy, but represents a significant regional and indeed national asset.

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.

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[39] loading gauge clearance on rail links can be tolerated economically, but W10 clearance is optimal[40]. ***Figure 5*** 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.

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.

Summary

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 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;

[38] Tees Valley Area Action Plan, Tees Valley Unlimited and the Highways Agency, November 2009
[39] The W9 gauge allows small deep-sea containers and restricted European containers and swap-bodies.
[40] W10 gauge accommodates 9'6" deep-sea containers

- The importance of links to London and the rest of the English regions to the south, especially neighbouring Yorkshire, 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;

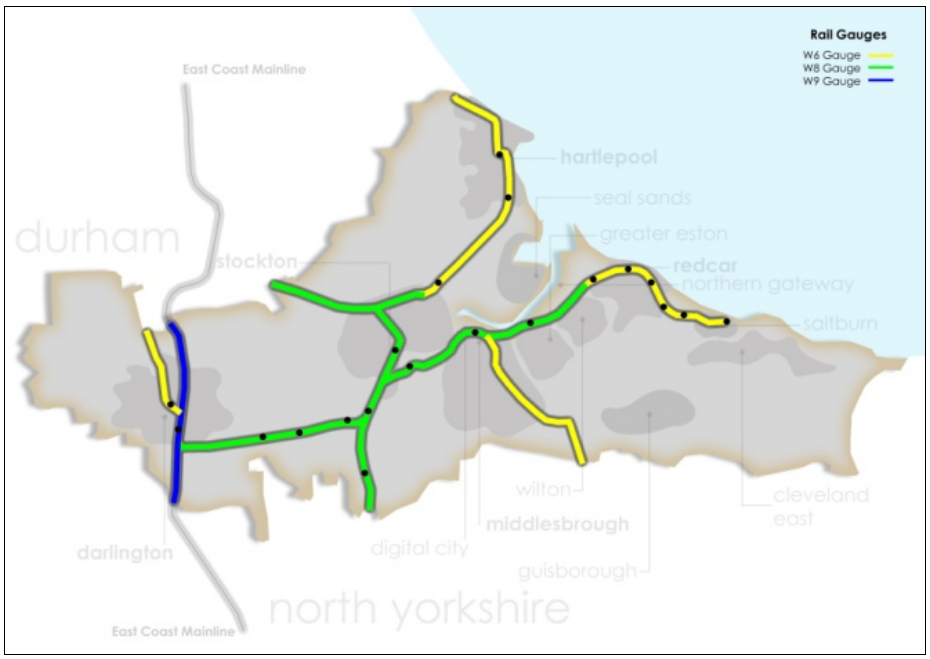


Figure 5

Challenge 3 - Reducing carbon emissions from regional and city transport networks

As the UK seeks to address the impacts of climate change, it is also important that transport does not add to the changing climate through further emissions of greenhouse gases. This remains one of the main tenets of national transport policy under the Coalition Government, which has signalled the importance of both technological improvements and behavioural change in reducing carbon emissions from transport.

Partners in the City Region have identified that it is important to develop economic and spatial plans and supporting transport systems in the future that do not add further to problems with respect to our changing climate.

The impact of climate change on transport systems in the Tees Valley

The North East of England's transport infrastructure as a whole is likely to be affected by climate change in a number of ways[41].

Surface water flooding will be a major concern on highway networks, whilst higher 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

[41] North East Climate Change Adaptation Study, Royal Haskoning for sustaine, 2008

road network due to extreme weather conditions will also have a detrimental impact upon the reliability of scheduled bus services.

Bus and 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. Other climate change forecasts indicate significant economic losses from increasing flood risk; the rail network is particularly vulnerable in a few key locations.

Carbon emissions in the Tees Valley

In 2000, the Tees Valley's total carbon emissions were around 20.5 million tonnes (across all sectors)[42]. However, recent data published by the Department for Energy and Climate Change[43] shows that this has dropped to approximately 6.7 million in 2007 (the figure includes emissions from industry and commerce, domestic and road transport). In 2007, most emissions in the City Region (4 million tonnes or 59% of total emissions) came from industry in the Tees Valley[44]. The overall decline is largely due to a decline and refinement of industry over the last decade. However, ***figure 6*** shows carbon emissions from industry in the North East are still significantly greater than the average for England. Similarly, it shows that the North East has the lowest per capita emissions from transport (with the exception of London).

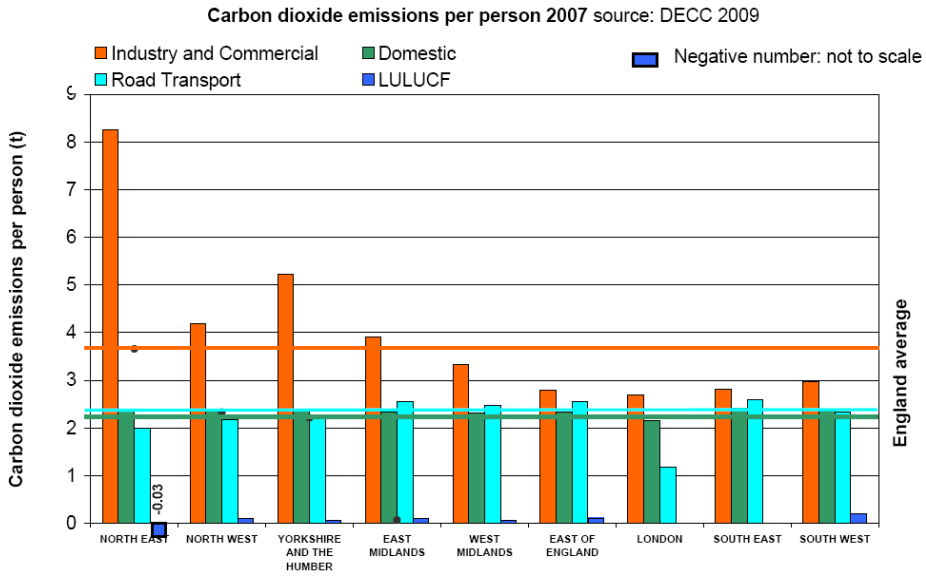


Figure 6

A revised Tees Valley Climate Change Strategy is due for publication in late 2010, the most significant change to which is the target for the reduction of greenhouse gas emissions. In the published strategy, this target is to reduce carbon emissions by 8.75% below the year 2000 level by 2012. The revised target is to be a 21% reduction by 2020 against a 2005 baseline. This will align the strategy and action plan with the Climate Change Act 2008 and follow a uniform method of measurement.

[42] Tees Valley Climate Change Strategy 2006-2012, Tees Valley Climate Change Partnership, 2007
[43] UK 2007 local authority carbon dioxide emissions, Department for Energy and Climate Change, November 2009
[44] ibid

Carbon emissions from transport

Whilst current emissions from road transport are comparatively small compared to those from other sectors (1.3 million or 19% of total)[45], 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. The use of private vehicles (diesel and petrol cars) accounts for 65% of total road transport emissions. The largest contributor to carbon emissions from road transport in the Tees Valley is the use of petrol cars (47% of the total emissions from transport). This is despite car ownership being considerably lower in the Tees Valley than the national average. Road transport emissions per capita for the Tees Valley are higher than for both the North East and the UK. Road transport emissions per capita are particularly high in the Middlesbrough and Stockton-on-Tees local authority areas. As car ownership is forecast to increase significantly, carbon emissions from transport will become increasingly important to manage.

What delivers reduced CO_2 emissions from transport?

There are a range of measures that will contribute to reducing carbon emissions from transport. Some sections of the literature on delivering low carbon transport systems place an emphasis on finding technological solutions to reduce transport emissions. However, the government's Carbon Reduction Strategy for Transport[46] stresses that alongside technological improvements, cultural and behavioural change is fundamental to achieving the reductions in carbon emissions necessary, whether that is in changing travel behaviour itself, or in taking the decision as an individual or society as a whole to invest in a lower carbon technology.

Encouraging cultural and behavioural change

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. Often referred to as *Smarter Choices*, after the report of that name[47] that raised the profile of the use of such measures in a unified form in the UK, there are a wide range of interventions that reduce the need to travel and encourage a greater use of active travel and less environmentally damaging travel modes. Measures to improve the attractiveness of modes such as bus and rail are an important part of strategies to reinforce *Smarter Choices*. *Smarter Choices* techniques are based around persuasion, realising the importance of positive incentives, rather than punitive measures, to encourage behaviour change.

There is now a significant body of evidence that demonstrates what shifts in travel behaviour can be achieved through *Smarter Choices* programmes, and the benefits to individuals and society as a whole that such a shift can deliver in terms of economic, social, environmental and health outcomes.

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

[45] Connecting the Tees Valley – The City Region Transport Strategy, 2007
[46] Carbon Reduction Strategy for Transport, Low Carbon Transport: A Greener Future, DfT, July 2009
[47] Cairns, Sloman, Newson, Anable, Kirkbride and Goodwin, Smarter Choices – Changing the way we travel, DfT, July 2004

benefits, local environmental benefits, and a range of equity and social justice benefits.

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[48]. 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.

Summary

The evidence on carbon emissions from surface transport in the Tees Valley shows:

- 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

Delivering improved transport in the Tees Valley

In concluding the May 2010 work, in order to address the need to tackle the identified transport challenges in the Tees Valley, a process of option generation to develop a "long list" of potential interventions was undertaken. This long list included both existing transport proposals at various stages of development, and new ideas for achieving the City Region's agreed goals. This approach therefore ensured that innovative and non-transport options were accounted for alongside the full range of transport modes and potential transport options.

High level sift of options

The long list of options was assessed using a framework which facilitated an assessment against a range of criteria. This framework has been derived from the Department for Transport's draft Strategic Appraisal Framework (SAF) and is therefore consistent with the approach to sifting being used across the North East and in other parts of England. The 'headline' factors in the assessment framework were:

- Cost and affordability;
- Value for money;
- Deliverability;
- Consistency in delivering Tees Valley priority challenges;
- National transport goals (as at May 2010).

Types of potential interventions to deliver the strategy

The results of this sift highlighted a broad suite of potential interventions that should be the priority for partners across the Tees Valley in investing in programmes of activity or in infrastructure projects through the life of this strategy.

These can be broadly summarised as:

[48] Sloman, Cairns, Newson, Anable, Pridmore and Goodwin, The Effects of Smarter Choice Programmes in the Sustainable Travel Towns: Summary Report, 2010; This estimate used per capita changes in car driver kilometres for trips <50km from the weighted dataset, and emission factors published by Defra/DECC based on an average-sized car.

- *Smarter Choices* measures for implementation across the Tees Valley – many of which build upon the Darlington experience
- "Softer" bus measures – a range of measures to build on the delivery of the proposed Tees Valley Bus Network Improvement scheme
- Rail based proposals – as these will better connect dispersed pairs of settlements with the Tees Valley, integrated with onward journeys by walking, cycling or bus and intergrated with land use planning, ensuring people can live, work, learn or shop near to the rail stations
- Park and ride – a mix of strategic and local schemes
- Targeted highway schemes – the majority of which are relatively low cost measures that seek to make best use of the existing infrastructure

This suite of measures should allow partners in the Tees Valley to develop programmes of investment that deliver improved economic outcomes, reduced carbon emissions from transport, and provide the choice of high quality transport networks to deliver the connectivity and access to a range of opportunities that residents, businesses and visitors within the City Region need to improve their life chances.

Next steps - Funding and delivery

Delivering the outcomes of the Tees Valley transport strategy will require a flexible approach to ensure that all opportunities to obtain funding and resources are taken. The governmental structures for planning and transport have already changed significantly in the short time since the formation of the Coalition Government in May 2010 and the prevailing economic and public spending climate presents additional challenges.

The Tees Valley has already made great strides in developing an effective partnership between business and the public sector, as is evidenced by the widespread support across the City Region for the proposed Local Enterprise Partnership. The opportunity that this solid foundation presents needs to be taken forward in delivering the transport strategy, engaging partners from other sectors such as health and education, and from local businesses in creating funding packages to deliver the most cost effective transport interventions.

This is not to ignore established funding mechanisms, and the five Local Transport Plans will remain fundamental in the delivery of transport improvements over the period to 2016, as will Department for Transport funds for major local transport schemes. The opportunities presented by new funding opportunities, such as the new Local Sustainable Transport Fund[49] and the Regional Growth Fund[50] should be maximised, and any funding flexibilities and freedoms being developed by city regions across England should be examined for adoption in the Tees Valley where appropriate.

[49] Announced by Local Transport Minister Norman Baker on 22nd September 2010
[50] Consultation issued in July 2010

Chapter 3 - Darlington context

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.

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). Within the Borough there is an excellent network of cycle routes linking the urban/rural fringe to the town centre, a comprehensive network of bus services and green corridors providing attractive environments for walker, cyclists and horse riders. A great deal of effort has been taken to transport network to meet the needs of local people, in particular those without access to a private car and those with disabilities.

The Borough's population is 100,100, made up of 46,000 households. The population is aging, with over 20% of the population of retirement age or older, due to a declining birth rate and young educated adults seeking better employment opportunities elsewhere. There are stark contrasts in quality of life, health and life expectancy across the council wards.

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.

Local policy context

Sustainable Community Strategy

'One Darlington: Perfectly Placed'[51] is Darlington's Sustainable Community Strategy, and sets out the overarching strategy for the people and place of Darlington. It provides a policy context for the development of the Local Transport Plan. Identifying 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;

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

- 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.

Transport has a role to play in achieving many of the outcomes in particular in supporting the economy and reducing CO2 emissions, but also in achieving better health outcomes, improving accessibility to key services, including education and training, and providing a safer, greener environment.

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 at Publication Draft stage.

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'.*

There are 8 strategic objectives, including:

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.

Economy

A strong economy and maintaining an excellent quality of life are at the core of our vision. 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. Our challenge is to maintain this momentum.

The five Tees Valley local authorities, and their private and public sector partners, work together to tackle the key economic challenges in the Tees Valley, through Tees Valley Unlimited(TVU). The draft Economic and Regeneration Statement of Ambition[52] provides the framework for this. Its two ambitions are to drive the transition to the high value, low carbon economy, and to create a more diversified and inclusive economy. The priorities flowing from this include bringing land forward for development and upgrading utilities, supporting manufacturing and supporting growth in the service and retail sectors, including government department relocations. The statement also recognises that to achieve these ambitions, the transport network must be fit for purpose, the housing offer must be attractive to people wanting to invest and locate in the Tees Valley, and the environment, particularly green infrastructure and major regeneration areas, needs to be improved. The emerging Tees Valley Investment Plan will detail how the ambitions will be delivered over the next 5-10 years and will identify priorities for intervention.

To maintain and grow Darlington's economy we need to create the conditions in which businesses and industry will flourish. This will continue to build on Darlington's excellent accessibility locally and nationally as well as continued investment in quality of life, quality of place and infrastructure. Guided by our strategic actions over the last 10 years, Darlington starts from a relatively healthy economic baseline. Gross Value Added (GVA) per capita is the second highest in the North East region and Darlington has high skills levels within the indigenous workforce.

The economic downturn of 2008-2010 has impacted on Darlington's economy with job losses and reduced interest in commercial development. Despite this, we have continued to work with our public and private sector development partners to review planned developments whilst maintaining momentum, a shared vision and a strong focus by working collaboratively to find solutions

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-

[52] Draft approved for consultation, Leadership Board, June 2010

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). It is evident from existing employment sites, that each one has its own special attributes that will continue to be attractive to different and changing business needs over time, such as the offices at the outskirts of town at Morton Park, the diverse range of sites in the industrial areas at Faverdale and Yarm Road and the units in the inner urban sites such as Albert Hill. The gradual renewal of existing business areas over the plan period will also be an integral part of the overall strategy of maintaining choice for all types of business, and improving the overall quality of the employment land and premises offer.

Improving connectivity and accessibility within and beyond the region are important in helping to deliver a renaissance for the North East. Darlington's transport connections – the East Coast Main Line, A1(M), A66(T) and Durham Tees Valley Airport- have helped make the Borough an attractive place to live and do business, and given it a role as a gateway to the region and the Tees Valley sub-region. The challenge facing Darlington is to continue to accommodate growth and regeneration in the Borough without giving rise to damaging congestion and its adverse impact on economic interests, the effectiveness of the transport system, the environment and residents' quality of life.

Going forward, and building on this momentum, Darlington is well-placed to bring forward balanced employment and housing growth in sustainable locations that provide an attractive rate of return for developer and investors alike. Opportunities exist to link development and regeneration benefits to deprived communities, and will be complemented by sustainable transport investments in the Tees Valley Metro, Tees Valley Bus Network Improvements and Smarter Choices.

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.

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.

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.

Housing

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

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.

Health

The most recent Health Profile[53] 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, 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.

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. 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.

Education

In Darlington, statutory education is provided for over 15,296 pupils between the ages of three and eighteen in 2 nursery schools, 30 infant, junior and primary schools, 6 secondary schools, 1 academy and 1 special school.

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

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

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. Further education is provided by two colleges, Queen Elizabeth Sixth Form and Darlington College both rated as outstanding by Ofsted in recent inspections. 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. 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.

Transport context

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. A combination of an advantageous location and high specification infrastructure has attracted businesses to office developments at Morton Palms, logistics organisations to Faverdale and a large scale, mixed use development at Central Park adjacent to the rail station, anchored by Darlington College and Teesside University(under construction).

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. 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. The town centre has been radically altered to provide an environment for those walking, cycling and using public transport. There is little or no community transport provision.

Ongoing inspection of roads, footways and bridges informs an ongoing programme of maintenance work. Currently 5% of 'A' roads require maintenance. Further analysis is ongoing to determine how different levels of expenditure will impact on highway condition, with the aim of treating roads before they require major maintenance.

Darlington's current transport strategy is implemented with a 3 pronged approach, namely:

1. To tackle congestion hot spots with physical improvements at junctions on the highway network, adding greater capacity for traffic;

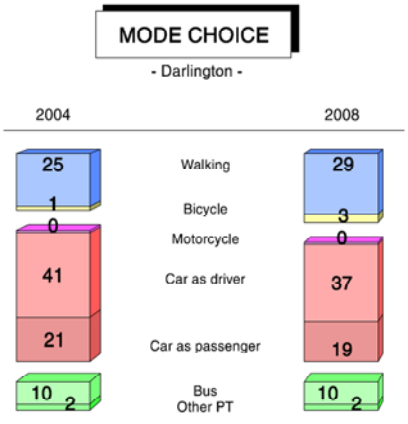
2. To manage the highway network so that it operates effectively and efficiently, for the benefit of all road users; and
3. To provide and promote sustainable travel choices to support travel behaviour change.

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 7***); 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. The Department for Transport (DfT) issued independently quantified results from the Sustainable Travel Towns; Darlington has seen a 9% reduction in car trips; 113% increase in cycling trips and 14% increase in walking trips. Along with a 9% reduction in car driver trips which equates to 10,800 fewer car trips per day. The local reduction in car trips helps support new development and economic growth without creating unacceptable levels of congestion. DfT's evaluation has concluded that the approach offers very good value for money and cost benefit ratio.

In terms of travel patterns and behaviour, the following provides a summary, though much greater independent evaluation of both projects has been undertaken and published[54][55].

Figure 7

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. (***Figures 8 and 9***)



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

Figure 8 ***Figure 9***

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.

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 there very nature long term.

During the last 5 years of the LTP[56] there have been mixed results on public transport and traffic levels.

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.

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. (See ***figure 10***). 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.

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.

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

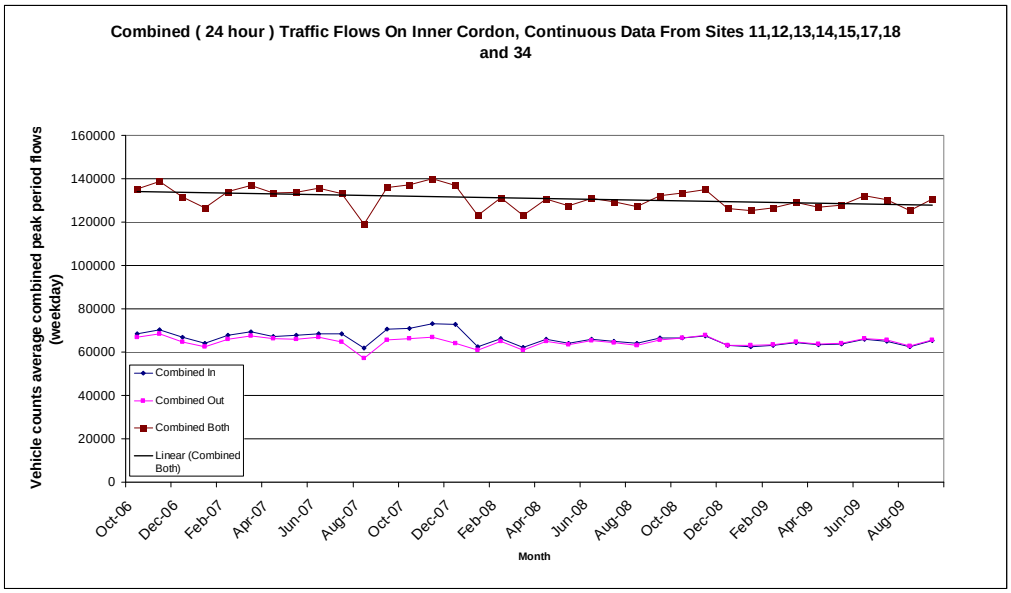


Figure 10

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.

Darlington has a good road safety record.

4. Clarify Outcomes

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.

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.

The national goals set out in DaSTS 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.

Extensive consultation resulted in changes to the proposed outcomes, including the addition of 'affordability', 'journey experience' and 'activities'. This is detailed in Annex 1.

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

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

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

Table 1
The link between national and local objectives

National goals[57]	**Sustainable Community Strategy outcomes**	**Local Development Framework proposed objectives**	**Transport Strategy proposed objectives**	**Transport Strategy proposed outcomes**
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	To support employment, economic activity and sustainable development by providing and maintaining a reliable, predictable and efficient transport network	Everybody is able to enjoy the borough's prosperity by providing and maintaining a reliable, predictable, efficient and affordable 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	To tackle climate change through quantified reductions in greenhouse gas emissions from transport	Everyone can play their part in reducing the impact of transport on the environment and its contribution to climate change
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	To achieve a fairer society by enabling people to access jobs, education, training, health, food and green spaces	Everyone in Darlington can maximise their life chances by being able to access services and facilities
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	Provide a wide range of facilities to contribute to health and wellbeing	To achieve better health and longer life expectancy for everyone by reducing the risk of death, injury or illness from transport and by	People live long, healthy and active lives, travelling safely and making active travel choices

[57] 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.

	lives		providing travel options to keep people active and independent	
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	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	People in Darlington enjoy a positive journey experience on an attractive, clean, green and sustainable transport system

5. Challenges

Darlington faces many challenges and some of these have been heightened 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.

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.

Local Challenges – from evidence and consultation

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.	Greater demands for concessionary travel 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.
Additional housing is required (almost 6000 net additional dwellings) between 2011-2026	Increase in trips and changes to travel patterns.
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

Environmental issues

Challenge	Transport implication
The Tees Valley Climate Change Strategy[58] commits us to achieving both short term and long term carbon dioxide	Transport is a major contributor to CO2 emissions, and guidance has been issued by DfT as to how authorities can

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

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.	deliver sustainable low carbon travel e.g. electric cars
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 2010.	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.
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.

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 and in neighbouring authority areas.
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
Impact of the recession on the transport network	Potential change of travel mode from car to more sustainable modes
Requirement for affordable housing	Including affordable housing may reduce the profitability of housing sites and result in a potential reduction in the provision of travel options for new developments
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.

Existing transport infrastructure capacity

Challenge	**Wider implications**
Pressure on the A66(T) east of Darlington	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
Providing the right quality and quantity of parking in the right place	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.
Statutory duties for network management and for maintenance (inspection and repair)	Contributes to improving travel safety, supporting economic activity, tackling congestion and carbon emissions

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

Local Challenges – identified from the Connections Study

The Connections Study[59] 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' 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.

The report highlighted a number of key challenges regarding connectivity and interchange:

(i) Poor interchange between coaches and buses in the town centre and lack of facilities for those waiting for long distance coaches.

(ii) 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

(iii) Opportunities to improve cycle parking at rail stations and improve pedestrian access at both North Road and Bank Top stations.

(iv) 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

(v) Improvements to the A66 should be pursued but designed to include movement by sustainable modes of transport both along and across the road network

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.

Local Challenges from the Tees Valley Transport strategy

The Tees Valley Transport Strategy which was based on the work undertaken in the Connectivity and Accessibility Study[60] study 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. Many of the challenges that were highlighted were relevant to the whole of the Tees valley but a number were specific to Darlington:

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

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

The identified challenges are:

Strategic Challenge	Challenges	Wider implications
Connectivity and access to labour markets of key business centres (including Bishop Auckland and Newton Aycliffe as well as rest of Tees Valley)	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 (although public transport times between Stockton and Middlesbrough were similar to key labour markets in County Durham and North Yorkshire)	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 economic growth
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
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

Local challenges – from consultation

Stakeholder views – issues have been raised over recent months as part of other consultations as well as through the LTP Talking Together events. Many of these have been the same as those raised through other sources of evidence and opinion. However two additional issues regarding public transport have been raised, namely:

(i) The perceived need for a bus or coach station
(ii) Concerns regarding public transport fares and concessionary fares

The challenges can be summarised and linked to the goals that have been set, as described in **table 2**.

Table 2 Summary of challenges and goals

Goals	***Challenge***
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
To support employment, economic activity and	Improve access to employment opportunities in

sustainable development by providing and maintaining a reliable, predictable and efficient transport network	neighbouring areas, in particular for those with access to a private car.
To tackle climate change through quantified reductions in greenhouse gas emissions from transport	Reduce CO2 emissions from travel in Darlington
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 and integrate transport into the public health agenda
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.
To achieve a fairer society by enabling people to access jobs, education, training, health, food and green spaces	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

Strategic Choices (include evidence + link to challenges and outcomes)

Economy

Challenges

Promote and develop the town centre and Darlington's role as a retail centre, whilst also protecting and supporting local centres
Address issues of worklessness and access to training and employment opportunities
Continue to attract economic investment in the Borough
Budget pressures across the public sector
Impact of the recession on the transport network
Additional housing is required (almost 6000 net additional dwellings) between 2011-2026
Requirement for affordable housing
Major investment projects such as Central Park and Town Centre Fringe need to continue ready for the upturn in the economy
Pressure on the A66(T) east of Darlington
Congestion hot spots due to traffic volumes at some junctions and links
Highway accessibility to Darlington town centre and rail station is adversely affected by traffic growth and capacity constraints
Improvements to the A66 should be pursued but designed to include movement by sustainable modes of transport
To ensure that transport is considered as an integral part of other policy and planning decisions
Public transport access is particularly limited to Durham Tees Valley Airport
Darlington has relatively poor public transport connectivity to other labour markets within the Tees Valley (although public transport times between Stockton and Middlesbrough were similar to key labour markets in County Durham and North Yorkshire)

In order to attract further investment by the private 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 business/commercial sites which are in locations accessible by sustainable travel options.

The scale of development required in Darlington to meet its housing requirements and to continue to build a strong economy will generate more journeys. 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.

This raises three issues: 1) how to create more jobs and homes without generating unsustainable levels of traffic on the highway network; 2) how to manage any capacity issues on the highway network; and 3) how to ensure that everyone can access training and job opportunities, particularly those without a car.

1. Development and levels of traffic
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. 44%[61] of trips to and from the existing town centre by means other than a car and therefore any changes to public transport or other sustainable modes would have a hugely negative impact on the economic sustainability of the town centre.

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 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.

Choices

Option 1- Inward investment, attracting new businesses and creating new jobs both on existing and new sites, with no traffic management

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

[61] Socialdata Research 2008

Option 3 - Inward investment, attracting new businesses and creating new jobs both on existing and new sites with traffic management and sustainable travel options

Policy – select option 3 - a combination of traffic management and sustainable travel options to ensure that the developments are economically, socially and environmentally sustainable.

2. Tackling congestion

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:

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

This approach aims to keep all traffic moving, as described by the Network Management Duty placed on all highway authorities. However the Duty recognises that pedestrians and cyclists are also traffic and there is sometimes conflict when physical changes to the highway network or the management of the network mean that one group of users is disadvantaged. With reduced amounts of funding it will be more difficult to build large scale junction improvements in the short term (except those schemes being funded through TVBNI or as part of major developments), and therefore better management of the existing network, in combination with providing and promoting travel choices may provide better value for money. 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.

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 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 along 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.

Policy –select option 2 – The Tees Valley transport strategy recognises that without intervention, the A66 around Darlington will suffer from greater levels of congestion and therefore Darlington will support the HA in its bid for funds to address these issues;
Select option 4 – Implement greater management of the highway network and actively provide and promote sustainable travel options, in particular bus priority measures.

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

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.

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.

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.

Policy – 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
Policy – 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

Low carbon transport

Challenges

The Tees Valley Climate Change Strategy[62] 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.
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 2010.

Whilst carbon emissions from transport are not the greatest source of CO2 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.

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.

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.

Analysis of the impacts of the Sustainable Travel Town programme[63] 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.

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

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

[63] 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.

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?

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.

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.
- 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.

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.

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 biofuels 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

Policy – select option 4 - Provide or promote the lowest carbon options for all journeys, depending on trip purpose, destination or individual circumstance.

Journey experience and changes in the demographics of the population

Challenges

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
Elements of the bus infrastructure needs to improve to meet the needs of current and future passengers and provision for coach passengers is poor
Elements of the rail infrastructure needs to improve to meet the needs of current and future passengers
Providing the right quality and quantity of parking in the right place
Continuing to provide safe, direct, continuous cycle routes and walking routes
Insufficient accessible taxis to meet demand
Statutory duties for network management and for maintenance (inspection and repair)
The need for a bus or coach station
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
The population is forecast to increase from 102,300 to 112,500 between 2011 and 2026 through a combination of natural increase and migration.
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 combination of a larger but increasingly active older population, with the personalisation of services, giving people choice in how they use their service entitlements
Pockets of deprivation exist across the Borough
Car ownership is increasing (although usage – kms per car per day - has fallen)

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 4 categories:

1. Integration between modes;
2. Enhanced waiting or parking facilities;
3. Quality of roads and vehicles; and
4. Attitudes and behaviours of drivers and other people travelling.

For some journeys more than one mode of transport may be required and it is important that there is good integration 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.

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.

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 is the responsibility of the highway authority, investment in accessible buses, taxis and trains is the remit of private organisations.

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.

In addition Darlington's population is growing and changing with a greater percentage of older people. This will have impacts on journeys that are made in Darlington. There will be reduced mobility and greater disability for some, increasing the demand for more accessible transport in particular buses and taxis. There may be potentially greater car ownership amongst older people providing more independence for some but placing greater demand on road space and car parking. The schemes and initiatives that will improve the journey experience may therefore need to change over time. In particular initiatives to assist people in finding out about what travel options are available to them and helping them make those choices, including the availability of information throughout the entire journey.

Choices

Option 1 – Maintain and manage the transport network to reduce the risk of delay.

Manage 2 – 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 3 – Improve the interchange and waiting environments both in the town centre for coaches and at the rail stations.

Option 4 – 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 5 - 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.

Policy – Combine options 1, 2 and 3 - Implement small scale, low cost initiatives such as training, information and enforcement and implement highly visible physical improvements as funding becomes available.

Policy – combine options 4 and 5 - Work in partnership with the private and voluntary and community sectors 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.

Funding and prioritising expenditure

Challenges

Concerns regarding public transport fares
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.
How to continue the success of the sustainable travel demonstration town project reducing car trips, encouraging active travel and reducing carbon emissions
How to continue the success of the cycling demonstration town project, increasing levels of cycling, improving health, reducing carbon emissions and improving accessibility.
Bus patronage continues to decline which may result in a declining commercial operation and a demand to increase supported bus services

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 improvement of road safety, traffic management, car parking, walking, cycling, public transport and travel information. The Council also provides revenue funding to fund other aspects of transport including supported bus services, winter maintenance, street lighting, cycle training, and environmental improvements and so on.

During the Second Local Transport Plan the budgets have been approximately £3m per year, split 50:50 between maintenance and integrated block. The amounts are calculated by a formula and this is currently under review by the Department for Transport. This will determine the % of the total funding pot that is allocated to Darlington, but is should also be recognised that the total funding pot is expected to be reduced as part of the Comprehensive Spending Review in October 2010 by up to 40%.

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 were as follows:

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

The evidence from consultation was 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.

Figure 11 shows a notional equal split between maintaining, managing and improving. ***Figure 12*** 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 13***. 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 11

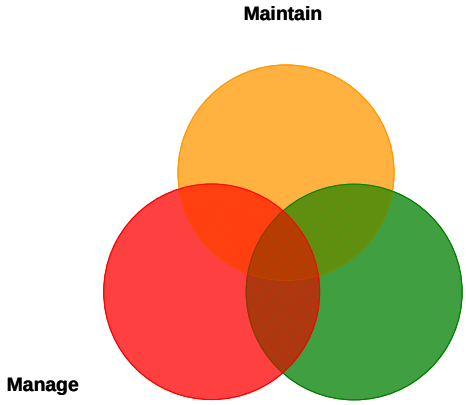
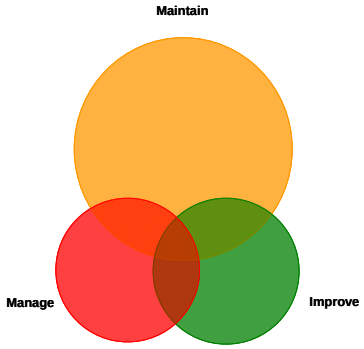


Figure 12

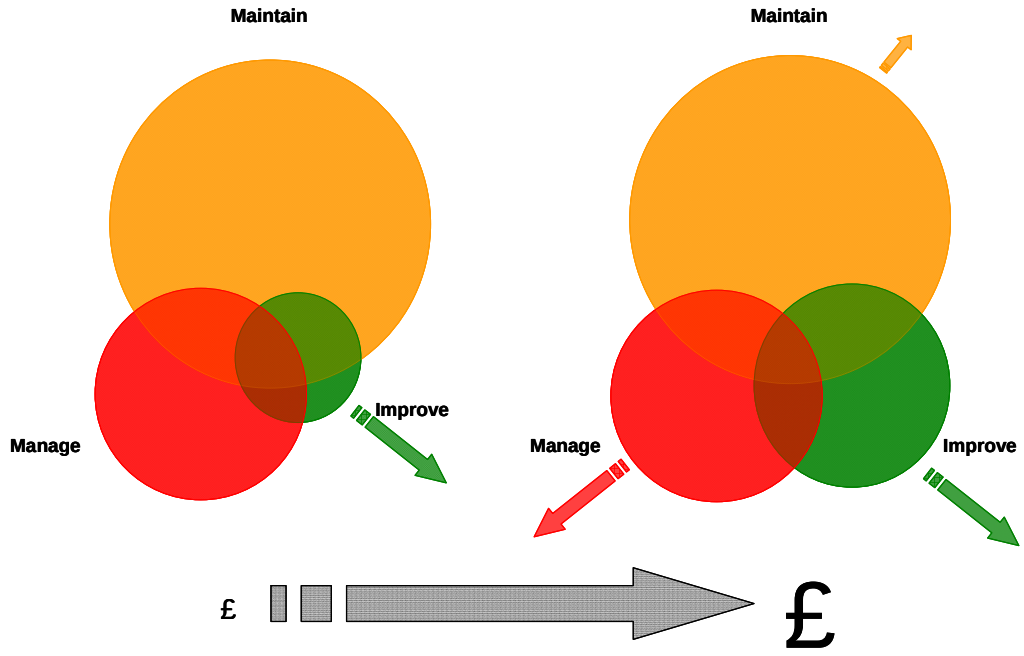


Darlington has a history of successfully bidding for additional funding for transport. This has included £3.24m for Local Motion, £2.5m as a Cycling Demonstration Town and £640k for the Boosting Advanced Public Transport Systems project[64]. DfT have also offered a grant to the Tees Valley authorities 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[65], which has been announced by the Transport Minister.

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.

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

Figure 13



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) to ensure the condition of the highway network does not deteriorate, but have significantly less funding for managing or improving the transport system (£300k).

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, (notionally £0.9m for both maintenance and Integrated Block based on a 40% cut in overall funding).

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.

Policy – select option 3 – DfT should allocate 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.

Localism

The Decentralisation and Localism Bill will place even more emphasis on devolved decision making and meeting local needs. Darlington is a very small unitary authority and therefore the Council has a great deal of information about local issues and tries to meet them through its planning and implementation processes. The Council has

also implemented extensive consultation plans to engage as many people as possible in both strategic planning and local implementation.

The Implementation Plan which is rolling programme of transport schemes designed to meet the outcomes of the transport strategy will be agreed by Cabinet and reviewed on an annual basis. However with an increasing emphasis on very localised decision making it may be appropriate to allocate some level of funding to smaller geographic or community levels or provide an opportunity for local people to bid for additional funding for their area. The process for managing any new options would need to be carefully considered, in particular the resource implications for specialised engineering staff and the role of local councillors and cabinet members in the decision making process. A number of funding options can be considered.

Choices

Option 1 – A Borough-wide programme approved by Cabinet

Option 2 – Borough-wide programme approved by Cabinet, with an additional unallocated sum (agreed by Cabinet), that residents/councillors/community groups can effectively bid for to implement local small scale improvements (e.g. bus shelters, bus stops, dropped crossings, footpaths) that support the outcomes set out in this strategy. There would need to be an agreement on governance, level of funding and strategic fit with the LTP.

Option 3 – Borough-wide programme approved by Cabinet, plus a fixed pot allocated to areas (possibly based on Street Scene areas or by wards) which local residents/councillors can decide how to spend on schemes similar to Option 2 that support the outcomes set out in this strategy. There would need to be an agreement on governance, level of funding and strategic fit with the LTP.

Policy – Select option 3 as preferred position but this is subject to availability of funding to support local initiatives. This option to be considered as part of implementation plan delivery rather than higher level outcome at this stage.– Seek to establish a fixed pot of funding by Streetscene (or other geographic or community grouping) area for local people to decide on how it is spent on local schemes that will support the outcomes of this strategy.

Health

Challenges

Significant inequalities in health and life expectancy between ward areas.

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.

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.

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

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 6.7% in 2009. 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.

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.

Choices

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.

Policy – 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.

Summary of Goals, Challenges and Policies

Goals	*Challenge*	*Policy*

Everybody is able to enjoy the Borough's prosperity by providing and maintaining a reliable, predictable, efficient and affordable transport network	*Support economic growth in Darlington without creating adverse traffic conditions*	*Integrate land use and transport planning at all stages of the planning process using the 3 pronged approach to tackling congestion.*
Everyone in Darlington can maximise their life chances by being able to access services, activities and facilities	*Improve access to employment opportunities in neighbouring areas, in particular for those with access to a private car.*	*Exploit the potential of rail, bus and car sharing to employment, leisure and shopping opportunities.*
Everyone can play their part in reducing the impact of transport on the environment and its contribution to climate change	*Reduce CO2 emissions from travel in Darlington*	*Reduce the need to travel; continue to promote sustainable travel for shorter journeys; and work in partnership to develop and promote lower carbon transport options for longer trips*
People live long, healthy and active lives, travelling safely and making active travel choices	*Reduce health inequalities in Darlington and integrate transport into the public health agenda*	*A joint approach between the Council and Public Health with shared resources to increase levels of walking and cycling, in a safe environment, to secure multiple outcomes.*
Everyone in Darlington can maximise their life chances by being able to access services, activities and facilities	*Meet the needs of an increasing and aging population*	*Evaluate and support initiatives that enable older people to travel, particularly those without a car and those in rural areas.*
Everybody is able to enjoy the Borough's prosperity by providing and maintaining a reliable, predictable, efficient and affordable transport network	*Target funding at schemes and initiatives that are low cost, deliver value for money and/or deliver the greatest outcomes at a local level*	*Prioritise funding on the basis of maintaining, then managing, then improving transport and travel, and provide greater decision making at a local level.*
People in Darlington enjoy a positive journey experience on an attractive, clean, green and sustainable transport system	*Provide a high quality journey experience for everyone*	*Maintain and manage the highway network and improve waiting/parking facilities particularly at the rail station and town centre.*

6. Options

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 3**. They have also been assessed as to whether they contribute to the maintenance, management or improvement of the transport network.

The next stage is to take these options to consultation and apply the multi criteria analysis as set out in Chapter 7.

Table 3 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	Improve	✓✓	✓	✓	✓	✓
Smart ticketing and flexible ticketing	Manage	✓✓		✓		✓✓
More attractive and cleaner walking routes	Maintain/Improve		✓	✓		✓✓
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	Manage	✓	✓✓	✓		✓

consumption						
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 for bus, rail and coach passengers	Improve		✓	✓	✓	✓✓
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	Manage	✓✓			✓	

fares						
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 – health benefits of walking and cycling	Manage		✓	✓✓		✓
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			✓		✓✓

7. Appraise options

Option Testing and Appraisal

Option	**National transport goals**		**Sustainable Community Strategy**					**Darlington transport goals**					**Challenge to be addressed**	**Deliverability (governance, technical, technological, legal)**	**Affordability (costs and availability of funding)**	**Value for money**	**Analysis of carbon emissions**	**Risks**
Multi criteria analysis	Economic growth	Climate change	1	2	3	4	5	Provide and maintain a reliable, predictable and efficient transport network	Tackle climate change through reduced emission from transport	Achieve a fairer society by improving accessibility	Better health and longer life expectancy through safety and active travel	Better quality of life through reducing negative impacts of transport	SUMMARY					
Relative weighting																		
Scoring parameters (-5 to +5)																		
Maintain																		
Manage																		
Improve																		

8. Select options and develop a priority list

Generic scenarios will be developed depending on potential funding allocations. These will drive the development of the funding profile for the Implementation Plan.

9. Targets and monitoring

Targets

Awaiting information from DfT on whether there will be any national indicators.

Recommend the following ***transport indicators***:
Bus patronage
Rail patronage
Cycling
Walking
Road condition
Road safety – killed and seriously injured and slights, split by all and child
Traffic levels – inner and outer cordons

Proxy indicators
Levels of physical activity
Obesity levels – split children and adult
Employment rates, wage rates, jobs created
Crime levels associated with transport – bike theft
Satisfaction levels with highways and transport
Carbon emissions

Further work will be required to determine targets.

Monitoring

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 DfT.

Programme Management

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.

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.

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 **Table X.**

Table X

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 Implementation Plan is going?	Overall Control Assurance	Assurance
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

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 **Table Y**.

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.

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.
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.

Results

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

Table Y - 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	Financial spreadsheet created and maintained by Finance for

	costs of programme and projects according to budget and any associated funding conditions; ensure financial processes are completed on time	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 risk assessment criteria; identify and manage programme risks and escalate as necessary; identify and manage project risks and impact on the programme	Each project and the whole 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	'Live' Issues Changes and Actions Log for each project records each issue or change as it arises; the Logs are available

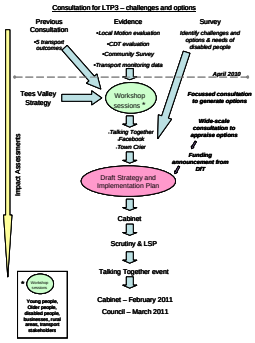
	necessary	to all the project managers; Actions are clearly noted to ensure there is an audit trail of decision making. A separate ICA Log is maintained for the whole Transport Programme to ensure that issues with the total programme are recorded and actions to resolve clearly recorded.
Benefits Management	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.

Annexes

Tees Valley Transport Stratgey
Summarise Impacts

- SEA
- HIA
- Habitats regulation Assessment
- EQIA

Summarise Consultation
CONSULTATION
Add initial consultation element to diagram



Related strategies

- ROWIP
- Network Management
- TAMP
- Bus Information Duty
- Local economic Assessment
- CYPP
- School Travel Strategy
- LDF