
THE THIRD LOCAL TRANSPORT PLAN

Responsible Cabinet Member – Councillor David Lyonette, Transport Portfolio

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

SUMMARY REPORT

Purpose of the Report

1. To provide an update on the development of the Transport Strategy
2. To outline a consultation process to support the development of options, options appraisal and selection of preferred options.

Summary

3. The Local Transport Act 2008 retained the statutory requirement for local transport authorities to produce and review Local Transport Plans (LTPs) and policies. Guidance issued by the Department for Transport¹ (DfT) sets out the national policy framework for the development of the LTP.
4. The process to develop the Local Transport Plan, recommended by DfT in their guidance, is as follows:
 1. Agree the scope of the Plan
 2. Clarify goals
 3. Specify the problems or challenges the authority wants to solve
 4. Generate options to resolve these challenges
 5. Appraise the options and predict their effects
 6. Select preferred options and decide priorities
 7. Deliver the agreed strategy

This report covers the first three steps.

5. In parallel to the LTP development in Darlington, the Transport for Tees Valley Board² agreed that the Joint Strategy Unit and the Highways Agency would lead work to develop the City Region Transport Strategy 2011-2021, providing the sub-regional context for Darlington's Local Transport Plan. Following a tendering process, JMP Consultants were appointed on Monday 11th January 2010 to undertake 'Tees Valley City Region:

¹ Guidance on Local Transport Plans, Department for Transport, July 2009

² Transport for Tees Valley Board, 21 July 2009

Connectivity and Accessibility' study. The first stage of the study is due to report by 19 March 2010 with reports to North East Sounding Board on 22 April 2010 and City Region Transport Board on 27th April.

6. The timescale for Darlington's Local Transport Plan is 2011-2026, in line with the Local Development Framework.
7. Darlington Council has adopted Outcome Based Accountability in this year's round of corporate and service planning, with the intention that Darlington Partnership will take up the methodology during this year, so as to establish a common approach across partner agencies to agreeing the outcomes, priorities and targets for delivering the Sustainable Community Strategy. As such, the goals for the LTP have been developed in terms of outcomes and following consultation. They are:
 - (i) Everybody is able to enjoy the borough's prosperity by providing and maintaining a reliable, predictable, efficient and affordable transport network
 - (ii) Everyone can play their part in reducing the impact of transport on the environment and its contribution to climate change
 - (iii) People live long, healthy and active lives, travelling safely and making active travel choices
 - (iv) Everyone in Darlington can maximise their life chances by being able to access services, activities and facilities
 - (v) People in Darlington enjoy an attractive, clean, green and sustainable transport system
8. Challenges have been identified including:
 - (a) Demographics and socio-economic trends
 - (b) Environmental issues
 - (c) Economic circumstances
 - (d) Existing transport infrastructure capacity
 - (e) Travel patterns and trip rates
 - (f) Connectivity and interchange
9. The next stage is to develop and appraise options in order to complete the Transport Strategy and develop the Implementation Plan. It is proposed to hold workshop sessions with specific groups in order to generate options and then wide scale consultation in order to ascertain opinions. Survey data will provide quantitative evidence and as well contribute to the Disability Impact Assessment. The programme of consultation will be developed in consultation with the Portfolio Holder for Transport and Highways. Further options appraisal will be required following the anticipated funding announcements from the Department for Transport in the Autumn.
10. Initial work on the impact assessments has started and will continue throughout the preparation of the LTP. The Strategic Environmental Assessment Draft Scoping Report is out to consultation with the statutory consultees and is available on the Council website.

Recommendation

11. It is recommended that the next stage of consultation is undertaken on the basis of the content of this report, in order to develop potential options and inform the options appraisal process.

Reasons

12. The recommendation is supported in order to meet the timescales set out for the development of the LTP and to ensure wide-scale involvement from local people.

Richard Alty
Assistant Chief Executive (Regeneration)

Background Papers

- (i) Local Transport Plan guidance; published by Department for Transport, 16 July 2009;
- (ii) Delivering a Sustainable Transport system; published by Department for Transport, November 2008;
- (iii) Low Carbon Transport: A Greener Future; published by Department for Transport, July 2009;
- (iv) Development of the Third Local Transport Plan; Cabinet 6 October 2009

Sue Dobson : Extension 2277

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

MAIN REPORT

Information and Analysis

Background

13. The Local Transport Act 2008 retained the statutory requirement for local transport authorities to produce and review Local Transport Plans (LTPs) and policies. Guidance issued by the Department for Transport³ sets out the national policy framework for the development of the LTP.

Strategic Policy Framework

14. The guidance sets out the national transport goals which should be priorities for local authority consideration and the broader framework of local government policy within which LTPs need to add value, including the links with the Local Government Performance Framework.
15. 'Delivering a Sustainable Transport System' (DaSTS).⁴ Published by the DfT sets out Government's strategy for transport. The document sets out five key goals and 16 related challenges for transport policy and these replace the shared priorities of LTP2 guidance.
16. The guidance sets out how Local Transport Plans should seek to achieve these goals and tackle these challenges, contributing to both the national transport agenda and at a local level based on local priorities and needs, as identified in the Sustainable Community Strategy and other local documents, in particular the Local Development Framework.

Key steps in developing the Local Transport Plan

17. The process to develop the Local Transport Plan, recommended by DfT in their guidance, is as follows:
 1. Agree the scope of the Plan
 2. Clarify goals
 3. Specify the problems or challenges the authority wants to solve
 4. Generate options to resolve these challenges
 5. Appraise the options and predict their effects
 6. Select preferred options and decide priorities
 7. Deliver the agreed strategy

This report covers the first three steps.

1. Scope of the Plan

18. The LTP should relate to transport to, from and within the local transport authority area. The Transport for Tees Valley Board⁵ agreed that the Joint Strategy Unit would lead work to develop the City Region Transport Strategy 2011-2021. This would provide the sub-

³ Guidance on Local Transport Plans, Department for Transport, July 2009

⁴ Delivering a Sustainable Transport System: Consultation on Planning for 2014 and beyond – DfT, November 2008

⁵ Transport for Tees Valley Board, 21 July 2009

regional context for Darlington’s Local Transport Plan and would include the prioritisation of the DaSTS goals and challenges for the Tees Valley. This approach was presented to Darlington’s Cabinet⁶ and is set out in **Diagram 1**. An LTP3 Working Group with officers from the 5 Tees Valley local authorities and the Joint Strategy Unit are working together to facilitate the process.

Diagram 1: Tees Valley LTP3 Framework

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

19. As part of the DaSTS process, regions were invited to set out a work programme up to the end of 2011 in order to feed into a planned White Paper in 2012. The DaSTS approach was intended to present regions with new opportunities to develop transport programmes that best support sustainable, economic and social development, whilst taking account of the need to reduce carbon dioxide emissions. The results of this piece of work will inform the regional transport scheme prioritisation exercise beyond 2014 and the longer term transport strategy for the Tees Valley.
20. There has been considerable negotiation between GONE and DfT over a period of months as to the content of the regional studies but they have agreed a programme of four main study packages alongside separate but related modelling work. These are:
 - a) Strategic connections – to take in north-south and trans-Pennine, as well as connection between the two city regions;
 - b) Connectivity and accessibility for the Tees Valley City Region;
 - c) Connectivity and accessibility for the Tyne and Wear City Region, which is to be combined with the joint national Access to Newcastle Study; and

⁶ Development of the Third Local Transport Plan, Cabinet, 6 October 2009

- d) Rural transport, focused on Durham and Northumberland.
21. A brief for the 'Tees Valley City Region: Connectivity and Accessibility' study was finalised in December 2009. Following a tendering process, JMP Consultants in partnership with GENECON, were appointed on Monday 11th January 2010. Their work will be managed on a day to day basis by the Joint Strategy Unit and Highways Agency. Senior Stakeholders at a regional level will have ownership of the study objectives. The North East Regional Sounding Board has been tasked to develop the initial DaSTS work programme. They will report on a monthly basis to Association of North East Councils (ANEC) Leaders' Board and the ONE Board, whom have joint responsibility for the Integrated Regional Strategy and DaSTS.
22. A Project Board will have week to week responsibility for progress and will report to the Sounding Board. The Project Board comprises the 5 Tees Valley authorities, Highways Agency, PD Teesport, Durham Tees Valley Airport, ONE, ANEC, GONE and the DfT, as well as a representative of the business community.
23. The objectives of the study are:
- (a) To establish the impact of the level of development planned in the City Region on the reliability and resilience of the strategic transport network, and onwards to wider markets;
 - (b) Review the precise locations of growth and consider how variations in either phasing/distribution may reduce the negative impacts of additional transport demand;
 - (c) To inform updates to land use strategies and develop proposals to manage travel demand and deliver housing growth and economic development in a sustainable way;
 - (d) To identify options and determine effective, affordable, value for money solutions that maintain connectivity between the main centres within the City Region;
 - (e) To identify options and determine effective value for money solutions that complement the natural environment of the City Region and minimise the level of carbon emissions; and
 - (f) To identify options for enhancing the 'gateway' roles of Darlington Bank Top Station, Durham Tees Valley Airport and Teesport through ensuring efficient movement of freight and passengers to and from the gateway.
24. The first stage of the study is due to report by 19 March 2010 with reports to North East Sounding Board on 22 April 2010 and City Region Transport Board on 27th April. This will include the review of evidence; clarification of challenges and identification of possible interventions. The initial priorities derived from the Tees Valley City Region Business Case stakeholder workshops held in October are:
- (a) Deliver quantified reductions in greenhouse gas emissions within cities and regional networks, taking account of cross network policy measures;
 - (b) Improve the connectivity and access to labour markets of key business centres;
 - (c) Improve the journey experience of transport users of urban, regional and local networks, including at the interfaces with national networks and international networks.

25. Since 2006, the Highways Agency, Joint Strategy Unit and the 5 Tees Valley local authorities have worked together to develop an Area Action Plan for the A66/A19/A174. This has included the creation of a database of all planned or proposed development sites across the Tees Valley as well as the existing and proposed changes to the transport network. Models of the strategic highway network (A19 and A66) been developed to identify problems on the highway network and from this a list of proposed required schemes. These have been fed into the RFA process for funding. As part of this new study, three AAP schemes that are linked to existing development proposals will be reviewed. This includes the A66(T) east of Darlington.
26. Following DfT approval the second stage of the study will completed by 23 March 2011, These deadlines will obviously put back the timescale for the finalisation of the Tees Valley City Region Transport Strategy, but work on developing the Darlington LTP will continue on its existing timescales. However this may result in a contextual mismatch between Darlington and the wider Tees Valley and a further review of Darlington's Transport Strategy may be necessary.
27. The Darlington Local Transport Plan will be developed within the context of local priorities, as detailed in the Sustainable Community Strategy and Local Development Framework core strategy. As work is continuing on the Local Development Framework during 2010, changes may need to be reflected in the emerging Transport Strategy later in the year.
28. The time horizon of Darlington's Plan is at the discretion of the local transport authority, but a longer term transport strategy should be developed and a shorter term implementation plan. The City Region Business Case and current Regional Spatial Strategy cover the period from 2011-2021. Therefore it had been agreed that the LTP should cover the same period. However as Darlington's Local Development Framework will cover the period until 2026, the LTP should cover the same period in order to ensure that strategies for spatial development and transport planning run concurrently. The Implementation Plan will be a 3-5 year rolling programme, depending on the timeframes of funding announcements and planning guidelines.

2. Clarify goals

29. The goals have been developed in the context of national guidance (strategic fit to DaSTS), as well as regional and local priorities, in particular those set out in One Darlington: Perfectly Placed and the Local Development Framework Core Strategy.
30. Darlington Council has adopted Outcome Based Accountability in this year's round of corporate and service planning, with the intention that Darlington Partnership will take up the methodology during this year, so as to establish a common approach across partner agencies to agreeing the outcomes, priorities and targets for delivering the Sustainable Community Strategy. As such, the goals for the LTP have been developed in terms of outcomes. They are:
 - (i) Everybody is able to enjoy the borough's prosperity by providing and maintaining a reliable, predictable, efficient and affordable transport network

- (ii) Everyone can play their part in reducing the impact of transport on the environment and its contribution to climate change
 - (iii) People live long, healthy and active lives, travelling safely and making active travel choices
 - (iv) Everyone in Darlington can maximise their life chances by being able to access services, activities and facilities
 - (v) People in Darlington enjoy an attractive, clean, green and sustainable transport system
31. **Annex 1** summarises the DaSTS goals, One Darlington Perfectly Placed outcomes, the Local Development Framework proposed Strategic Objectives and the proposed Transport Strategy outcomes (or goals). These have been discussed at consultation events with Economy and Environment Scrutiny Committee, Local Strategic Partnership Theme Groups, Young People, and stakeholders and the public at a Talking Together event. Details on this consultation can be found in paragraphs 45 to 55.

3. Specify the problems or challenges the authority wants to solve

32. Having identified the high level goals, LTPs should consider the evidence on specific challenges or problems that relate to these goals. Each local authority faces a unique set of challenges and developing an understanding of current and future transport issues, and how these fit with the wider corporate agenda, will be pivotal to the LTP. These challenges will drive the development and delivery of the Plan, and will include maintaining and securing the best use of existing services and infrastructure as well as possible changes.
33. There is a clear link with spatial planning and the Local Development Framework and DfT guidance recommends developing a clear spatial geography for the area such as key local hubs (town centres, employment areas, large housing developments), strategic corridors (main roads or bus routes) and significant gateways (road, rail or air).
34. Challenges have been identified including:
- (a) Demographics and socio-economic trends
 - (b) Environmental issues
 - (c) Economic circumstances
 - (d) Existing transport infrastructure capacity
 - (e) Travel patterns and trip rates
 - (f) Connectivity and interchange

Details can be found in **Annex 2**.

35. DfT guidance also recommends that there should be an appreciation of the geography of the area and develop options for certain areas such as key local hubs (town centres, employment areas, large housing developments), strategic corridors (main roads or bus routes) and significant gateways (road, rail or air). This is an approach that Darlington has used in its previous Local Transport Plans, with major improvements to hubs such as the Pedestrian Heart, strategic corridor improvements such the business case for the Tees Valley Bus Network Improvement project and gateways such as proposals for Bank Top Station and the Metro proposal.

36. The development of the Local Development Framework Core Strategy has identified a number of spatial challenges including the provision of 429 hectares of new employment land to deliver the range and type of jobs that the Borough needs to fulfil its economic aspirations; where to accommodate the 6000 new houses that are needed to meet identified needs in the Borough by 2026; and how to ensure that jobs, shops, schools and other community facilities are in the most accessible locations for all residents, particularly those travelling on foot, by bike or by using public transport.
37. Work is already underway to assess the likely impacts of this scale of development on the highway network and the implications for all travel modes. A report is due to be completed by April 2010. The Highways Agency will also use this data and test the impact on the Strategic Road Network. This will form part of both the LDF in Darlington but will also feed into the Tees Valley City Region: Connectivity and Accessibility (DaSTS) study.
38. The Connections Study also identified the type of improvements that are required to improve connections between Bank Top Station, Central Park and the Town Centre, incorporating the town centre fringe. This work will be taken forward as part of the Town Centre Fringe masterplan and the specific work at Bank Top Station as part of the Station Travel Plan.
39. A further challenge will be to identify the needs of other hubs such as local retail/community centres such as Cockerton and rural areas.

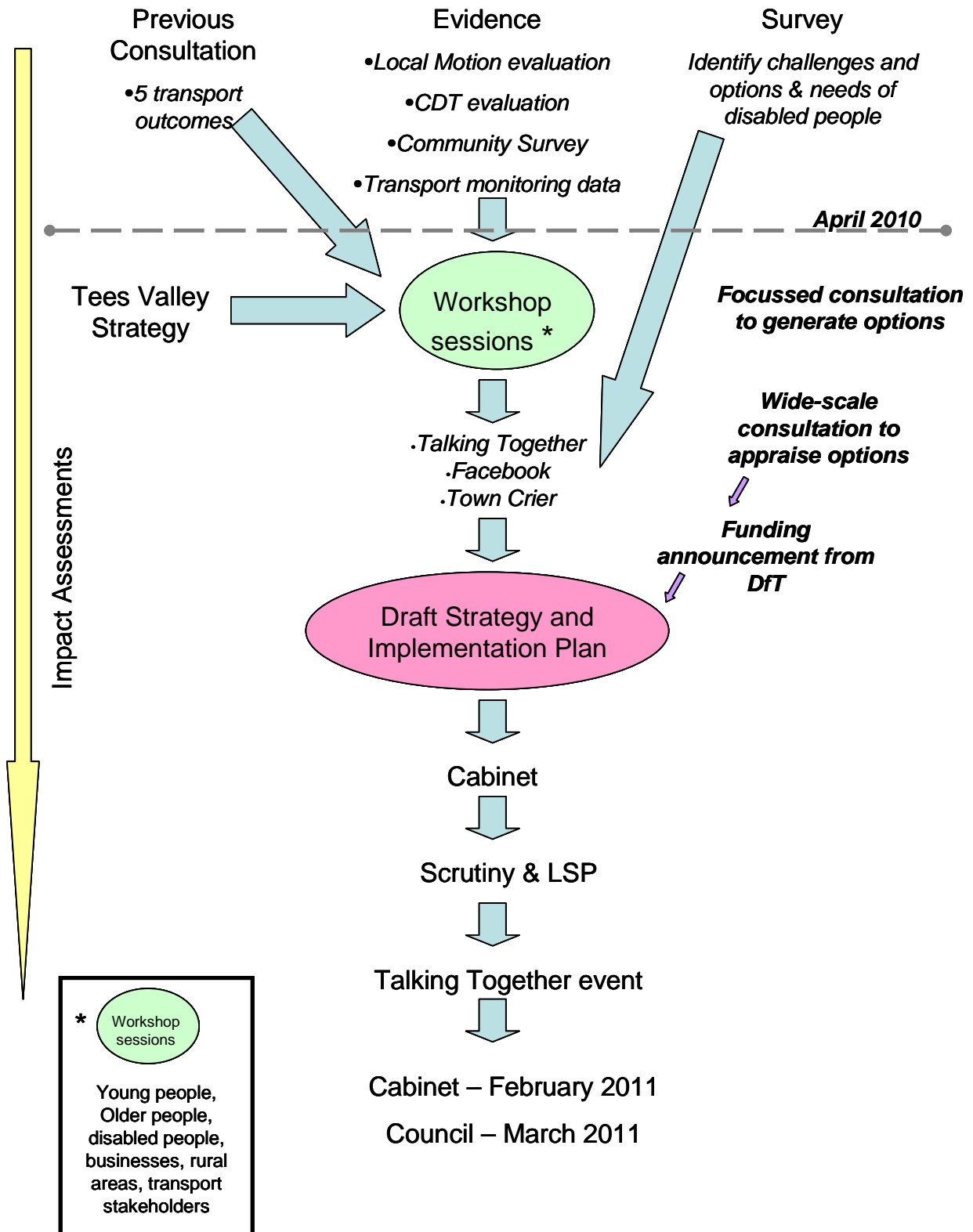
4. Generate options to resolve these challenges; appraise the options and predict their effects; and select preferred options and decide priorities

40. The next stage is to develop options, appraise and select options and decide on the priorities for the Implementation Plan. This will involve wide-scale consultation during 2010, starting in May 2010. The Local Transport Plan will be presented to Council for adoption in March 2011 for implementation in April 2011.
41. The next stage of consultation will focus on generating options to achieve the outcomes whilst dealing with the challenges and this will be achieved through a series of workshop sessions with specific groups. These will include young people, older people, disabled people, businesses, rural areas and organisations involved directly in transport.
42. A survey of a sample of the general population will then provide quantitative evidence on the options as well as provide an opportunity for additional challenges and options to be suggested. A subset of the survey sample will identify the specific needs of disabled people as part of the Disability Impact Assessment, providing a comparison with the needs of the general population.
43. Wide scale consultation to appraise the options will provide opportunities for the general public to be involved. This will include Talking Together events, the Town Crier and an on-line forum. Other avenues will be explored, taking advice from those attending the workshop sessions as to the most appropriate methods. Young people have already identified social networking as an effective way of getting broader involvement from young people.

44. Further appraisal of the options will be undertaken in light of funding announcements for the Local Transport Plan, anticipated to be in Autumn 2010, following a national government spending review. Government Office have advised that funding will be cut significantly and therefore prioritisation of options must take into account value for money and their contribution to achieving not only transport outcomes but their contribution to other policy areas. A full set of guidance on options appraisal is available from DfT but it is stressed that greenhouse gas and air quality impacts are included.
45. This approach is summarised in **Diagram 1**.

Diagram 1 Flowchart for LTP3 consultation.

Consultation for LTP3 – challenges and options



Statutory assessments

46. A number of statutory assessments or processes need to be carried out. These include:

- (a) Strategic Environmental Assessment – work on SEA Stage A (Scoping) started in September 2009. The SEA will only cover the LTP document and will not incorporate other documents such as the ROWIP. Task A1 Context Review, Task A2 Baseline Data and Task A3 Identifying Sustainability Issue and Problems, have been substantially completed. Unfortunately a long term sickness absence has meant that the process has been delayed. In the short term additional external resource has been identified to complete the first stage ie. Task A4 Developing the SEA objectives and Task A5 Consulting on the scope of the SEA (5 weeks with statutory consultees). It is anticipated that this work will be completed by the end of March 2010. (An SEA will be carried out at the Tees Valley level as part of the DaSTS study).
- (b) Health Impact Assessment – no substantial progress has been made, but a contact in the PCT has been identified. A HIA of the proposed 5 outcomes will be the first stage. More detailed work will be required on the assessment of the options as part of the options appraisal.
- (c) Equalities Impact Assessment - at this early stage in the development of the third Local Transport Plan, the scope for detailed assessment of the impact of the plan on groups of people who are potentially at risk of disadvantage in the design and implementation of policy is limited. Assessments will be carried out at key stages throughout the development of the plan, to ensure that the positive impacts identified at this early stage are carried forward into detailed strategy and policies, and that negative impacts are avoided or minimised as the planning process moves forward.

A multi-strand equalities impact assessment was carried out by an officer group, including the Acting Head of Connecting with Communities and a Policy Advisor as well as Transport Policy staff, over two sessions in November and December 2009. The scope of this multi-strand assessment included a backward look at the Transport Policy Service as a whole, and this will provide a platform for further assessment as the plan moves forward. The assessment recognised that Transport Policy has implemented policies and initiatives to address barriers, in the widest sense, to access to transport for various groups and communities, and this is a core purpose of the service.

The assessment group also found that there is a lack of knowledge or evidence about potential barriers to access for some strands of the assessment process, and that further information and advice should be sought. For example, there is little understanding of whether gay, lesbian and transgender persons experience any form of discrimination or harassment when moving around the borough, and further advice should be sought from Gay Advice Darlington.

Services for specific groups are already provided, including: concessionary fares for older and disabled people; supported bus services to geographical areas that would otherwise not be served by public transport; school travel planning to open up modal choices to children and young people; and financial support for Shopmobility to improve access in the town centre for disabled people and those with limited mobility. Equality has been promoted through many initiatives such as Mystery Shopping, undertaken by young people and older people, to ascertain driver and passenger behaviour on buses; policy on cycling through the town centre; and financial support for the Beauty and the Bike project, promoting cycling amongst young women.

The proposed outcomes for the Local Transport Plan place an emphasis on improved outcomes for all individuals, to contribute to a fairer society.

- (d) Disability Equalities Impact Assessment (DEIA) – officers have also carried out an initial Disability Equalities Impact Assessment, focusing specifically on the work to date on the third Local Transport Plan, namely the draft transport objectives and outcomes, as set out in the table on page 6 of this report. The overall purpose of these objectives and outcomes includes setting a context and direction for the plan that is inclusive and positive in its potential impacts on disabled people. Officers concluded that the objectives and outcomes achieve this purpose, and that no changes to them are required.

It will be important, however, to carry out further assessments as the development of the plan progresses to ensure that this inclusive and positive direction is maintained, and that any negative impacts that may arise as preparation moves into increasing detail are identified and, as far as possible, eliminated or minimised.

The next stage in both the preparation of the plan and the DEIA process will be to carry out a general survey of a sample of the whole population, to obtain information on transport needs and issues. The survey will include a representative sample of disabled people in the wider sample to ensure that the needs and issues of disabled people are included. The Transport Services Manager in Community Services is working with Adult Services to address issues and opportunities for improving transport provision for Adults Services clients, and relevant questions will be included the general survey.

Once the survey and analysis are completed, and findings available, it is suggested that the next step in DEIA will be to discuss the preparation of the plan, the objectives and outcomes and survey findings with the DAD Steering Group on Equalities Impact Assessment, as the basis for further engagement and assessment of the plan as it develops.

Outcome of Consultation

47. The initial consultation has been to clarify the goals or outcomes for the Transport Strategy.
48. On 19 November 2009 a special joint meeting of Economy and Environment Scrutiny Committee and Darlington Partnership Theme Groups was held to discuss the Third Local Transport Plan. The workshop included a presentation on an overview of Government guidance and facts and figures on what transport currently looks like in Darlington (including evidence from the Sustainable Travel and Cycling Demonstration Town projects). Groups then looked at draft transport outcomes for Darlington's LTP in the context of national guidance and One Darlington: Perfectly Placed and local issues and priorities. The key findings were:
- (a) For the economy there is a need to create a fairer society and promote financial inclusion. Transport has a role to play in accessibility to training and jobs, particularly for the disabled and those in rural areas. There should be a strong relationship with land use planning and transport should support the ongoing development of the town centre and district centres and support Darlington as a visitor destination. Reliability of travel times is considered important for business.

- (b) Invest in a lower carbon transport system to reduce the negative impacts of transport on the physical environment and adapt to the increased risks resulting from climate change.
 - (c) An aging population will place different demands on the transport network. Need to minimise the negative impacts of transport on health (poor air quality, noise, severance, risk of accidents) and promote sustainable travel choices to benefit physical and mental health.
 - (d) A requirement for better integration of transport services, land use planning and provision of education, training and employment opportunities to help people achieve their full potential. The high quality town centre environment and opening of a university in the borough could act as a springboard for greater aspirations.
 - (e) Actual and perceived safety needs to be addressed. Creating safer environments will help to encourage more walking and cycling. A key issue is respect amongst all road users.
 - (f) The quality of the journey experience, including connectivity and interchange between modes, was also considered to be key for all those making a journey and Darlington partnership should have a leadership role within the Borough to address issues of perception to help support behaviour and cultural change.
49. Two people who were unable to attend sent emails with their particular concerns. One was a request for a bus station in order to improve the journey experience; and the other was to continue to tackle congestion through better network management (specifically reviewing the operation of traffic signals), junction improvement at Stonebridge, review of the ‘throughabout’ on Haughton Road, and more cycle lanes on main roads to promote and encourage cycling.
50. Following the event the presentation and a summary of the findings were circulated to all members of the LSP Theme Groups requesting any further comment. There was just one additional comment. This was from Campaign to Protect Rural England. The organisation supported the outcomes but identified that the affordability of public transport is an issue. This is now covered in one of the outcomes.
51. On 24 November 2009 a Talking Together event was held in the Dolphin Centre. It was promoted via an article in the November Town Crier, a post card invitation, a press article in the Northern Echo and posters. The 35 attendees were able to visit 10 information stands, listen to a short presentation, take part in a Q&A session and then take part in round table discussions. The event received coverage in the Northern Echo.
52. The main findings were:
- (a) The outcomes seem right, but much will depend on *how* they are implemented.
 - (b) Carbon reduction can include a wide variety of measures. This was seen as a priority as it would also contribute to delivering against many of the other outcomes, especially health, quality of life and the economy.
 - (c) Walking, cycling, motorcycling and public transport were seen as environmentally responsible modes.
 - (d) Potential to use existing and new technology – possibly electric vehicles
 - (e) How can the Inner Ring Road be tackled to make it more people friendly and extend the Pedestrian Heart approach further out as the Town Centre Fringe is developed.

- (f) Improving sustainable travel is seen as key to affecting travel behaviour change. This includes smart ticketing, reallocating road space and addressing reliability of buses.
 - (g) Connectivity and good interchange especially between bus and rail.
 - (h) Transport implications of other policy decisions.
 - (i) Arriva was criticised, but this was through a frustration to make public transport a real alternative for car drivers
 - (j) Use congestion to deter car trips.
 - (k) Cycling and walking should be at the heart of the planning process not ‘add ons’.
 - (l) Quality and balance of use of space e.g. between parking and play
 - (m) Council needs to take community leadership role.
 - (n) Public should be able to give feedback on LTP on an ongoing basis.
53. An on-line forum was also set up. This has one entry on 20 December 2009 requesting a bus station. To provide feedback to local people a Talkback article appears in February’s edition of the Town Crier. The on-line forum will remain open.
54. At Cabinet (6 October 2009) it was requested by Councillors that Young People be involved in the process of developing the Local Transport Plan as it is a long term strategy. Following discussions with Youth Services an event was arranged with a small group of young people on 24 January 2010. This group had already been involved in the Mystery Shopper exercise on local bus services and have presented their findings to the Transport Minister, and consequently are well informed on transport issues.
55. The young people worked in two groups. The first group had the following priority order:
- (i) Economy – in particular an affordable and reliable network – the cost of travel is an issue for young people; reliability of transport networks to ensure people get to work on time and to reassure parents that young people can reach their destination.
 - (ii) Climate Change – young people will have to face the consequences and environmental impacts of decisions made today.
 - (iii) Healthy active lives – health is a priority
 - (iv) Clean, green sustainable transport – more people will walk if the environment is pleasant
 - (v) Accessibility – need to add ‘access to activities’
56. The second group also thought that all the outcomes were important but had a slightly different priority order:
- (i) Healthy active lives – in particular issues around travelling safely, especially at night. They made choices between safety and time – the time to make a journey and the perceived or actual dangers. They thought that pedestrian training should be covered at secondary school as young people travel begin to travel independently but with little or no advice (and increased risks posed by using mobile phones, ipods etc).
 - (ii) Accessibility – need to link transport and access to activities. This may require a change to the time or location of the activity as much as a change to the transport.

57. The group also advised on how we can encourage greater involvement by young people in shaping the LTP. This included more use of social networking, in particular Facebook as well as the ClickToDo website and more formal avenues such as the Council of School Councils.
58. This consultation process has directly informed the development of the transport outcomes for the Transport Strategy. These can be found in paragraph 28.
59. A revised draft strategy for the Local Development Framework has been consulted on during February 2010. Any feedback on the transport policies within the LDF and on the specific issue to no longer have a proposal for the Cross Town Route in the strategy will be fed into the ongoing development of the Local Transport Plan. During March and April 2010 Area Action Plans will be developed for the main development sites (employment and residential) to identify the impact on the transport system, possible mitigation measures and possible limitations to the scale of some developments. This will provide the necessary evidence base for the LDF but will also provide valuable building blocks to the LTP in terms of option generation.
60. Government Office North East (GONE) has visited all the highway authorities in the region meeting staff at both operational level and senior management. They have provided feedback for the whole region as well as the Tees Valley. Key messages for the region include:
 - (a) One of the challenges will be to ensure that LTP3 fully embrace the DaSTS approach. Either use DaSTS goals and challenges at the higher level with LTP 3 policies slotted in below or refer to the relevant DaSTS goal at the end of each policy
 - (b) Ensure that climate change is at the centre of transportation thinking with sustainable transport as a core investment for a low carbon future
 - (c) Consider the policies and proposals of the current statutory North East of England Plan Regional Spatial Strategy to 2021, the emerging Regional Strategy and take account of agreed regional priorities including RFA2 and approved Growth Points
 - (d) As transport underpins a number of policy areas, there is a recognised need to focus on the importance of LTP3 as a key evidence base and delivery mechanism for wider corporate / place based strategies such as Sustainable Communities
 - (e) There will be pressures on future funding allocations and this should be borne in mind as plans develop. Indicative allocations for IT and Maintenance (up to 2019) still stand at present but are subject to spending review.
 - (f) All to consider inclusion of proposals for Lorry Parks and Coach Parks.
 - (g) Need to join up with neighbouring local authorities when producing LTP 3.
61. Key messages for the Tees Valley authorities include:
 - (a) Utilise the example and success of Darlington in sustainable transport solutions.
 - (b) TV concerned over revenue funding for sustainable transport projects and solutions and would like to transfer a proportion of transport capital into revenue and follow to follow the example and success of Darlington.
 - (c) Darlington is planning to adopt a strategy timescale out of sync with the other authorities in Tees Valley i.e. from 2011 to 2026 rather than 2011 to 2021 as in TV JSU overarching strategy – Darlington will need to explain why this is the case. (See paragraph 26)

- (d) Similarly, there will be an SEA for Tees Valley and also a separate SEA study for Darlington. SEA for Darlington to be delivered jointly between LTP and LDF Core Strategy.(See paragraph 44)

Annex 1

National DaSTS goals	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		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	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 providing travel	People live long, healthy and active lives, travelling safely and making active travel choices

	independent lives		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 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 an attractive, clean, green and sustainable transport system

**Annex 2
Challenges**

(a) National challenges (DaSTS)

DaSTS Goals	DaSTS challenges for City and Regional Networks
<p>To support national economic competitiveness and growth, by delivering reliable and efficient transport networks.</p>	<p>Reduce lost productive time including by maintaining or improving the reliability and predictability of journey times on key local routes for business, commuting and freight.</p> <p>Improve the connectivity and access to labour markets of key business centres.</p> <p>Deliver the transport improvements required to support the sustainable provision of housing, and in particular the PSA target of increasing supply to 240,000 net additional dwellings by 2016.</p> <p>Ensure local transport networks are resistant and adaptable to shocks and impacts such as economic shocks, adverse weather, accidents, terrorist attacks and impacts of climate change.</p>
<p>To reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome of tackling climate change.</p>	<p>Deliver quantified reductions in greenhouse gas emissions within cities and regional networks, taking account of cross network policy measures.</p>
<p>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 promoting travel modes that are beneficial to health.</p>	<p>Reduce the risk of death, security or injury due to transport accidents.</p> <p>Reduce social and economic costs of transport to public health, including air quality impacts in line with the UK's European obligations.</p> <p>Improve the health of individuals by encouraging and enabling more physically active travel.</p> <p>Reduce the vulnerability of transport networks to terrorist attack. Reduce crime, fear of crime and anti-social behaviour on city and regional transport networks.</p>
<p>To promote greater equality of opportunity for all citizens, with the desired outcome of achieving a fairer society.</p>	<p>Enhance social inclusion and the regeneration of deprived or remote areas by enabling disadvantaged people to connect with employment opportunities, key services, social networks and goods through improving accessibility, availability, affordability and acceptability.</p> <p>Contribute to the reduction in the gap between economic growth</p>

	rates for different English regions.
To improve quality of life for transport users and non-transport users, and to promote a healthy natural environment .	<p>Minimise the impacts of transport on the natural environment, heritage and landscape and seek solutions that deliver long-term environmental benefits.</p> <p>Reduce crime, fear of crime and anti-social behaviour on city and regional transport networks.</p> <p>Reduce the number of people and dwellings exposed to high levels of noise from road and rail networks consistent with implementation of Action Plans prepared under the Environmental Noise Directive.</p> <p>Support urban and rural communities by improving integration of transport into streetscapes and enabling better connections between neighbourhoods and better access to the natural environment.</p> <p>Improve the journey experience of transport users of urban, regional and local networks, including at the interfaces with national networks and international networks.</p>

(b) 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 ⁷ commits us to achieving both short term and long term carbon dioxide emissions targets (a minimum 8.75% reduction below 2000 levels from 2006-2012 and a further minimum 27% reduction from 2012-2030). The Darlington Climate Change Strategy will set targets in 2010.	Transport is a major contributor to CO2 emissions, and guidance has been issued by DfT as to how authorities can deliver sustainable low carbon travel 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.

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.

⁷ Tees Valley Climate Change Strategy 2006-2012, Cabinet 17 April 2007

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

(c) Local Challenges – identified from the Connections Study

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
- (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.

(d) 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 event. These have mainly focused around public transport including:

- (i) The need for a bus station
- (ii) Concerns regarding public transport fares