

INTRODUCTION

Part 2 describes how the LTP2 objectives and core strategy were developed.

Particular issues and individual strategy elements are then described using the DfT's "shared priorities for transport" as a framework, including:

- Delivering Accessibility;
- Tackling Congestion;
- Safer Roads;
- Air Quality and Vehicle Emissions.

Three further sections cover the important local transport priorities of:

- Effective Asset Management
- Quality of Life; and
- Regional and Cross Boundary Issues.

Each of the main sections is presented according to the following topic headings, with more information where required:

- The challenge;
- Where we are now;
- Where we want to be;
- What we are going to do in LTP2.

Part 2 includes examples of how the development of LTP2 has and will continue to influence other strategies.

DEVELOPMENT OF THE OBJECTIVES AND THE CORE STRATEGY

A wide ranging process of consultation and information gathering was undertaken to develop the objectives for LTP2. A further stage was to evaluate the extent to which alternative core strategies fulfilled the objectives.

The process of information gathering leading to the selection of the objectives can be summarised as follows:

- consultation with the public, within each of the district authorities and Metro, with neighbouring local authorities, stakeholders, other service providers and public transport operators. Distinct choices were offered to the public and respondents were encouraged to make a realistic choice; and
- consideration of the wider context, policy drivers, transport implications, existing information sources and forecasts referred to in Part 1 "The Wider Context".

The extent to which alternative core strategies fulfilled the objectives was evaluated by:

- The use of a Strategic Transport Model (STM) for West Yorkshire to model transport outcomes from different LTP2 core strategy scenarios, taking into account economic growth impacts referred to in Part 1 "The Wider Context".
- Likely environmental outcomes of the scenarios modelled in the STM, with reference to the Strategic Environmental Assessment (SEA) scoping report.
- Alignment with consultation results.

Figure 2.1 shows the process leading to the selection of the objectives and core strategy.

FIGURE 2.1 DEVELOPMENT OF THE OBJECTIVES AND SELECTION OF THE CORE STRATEGY

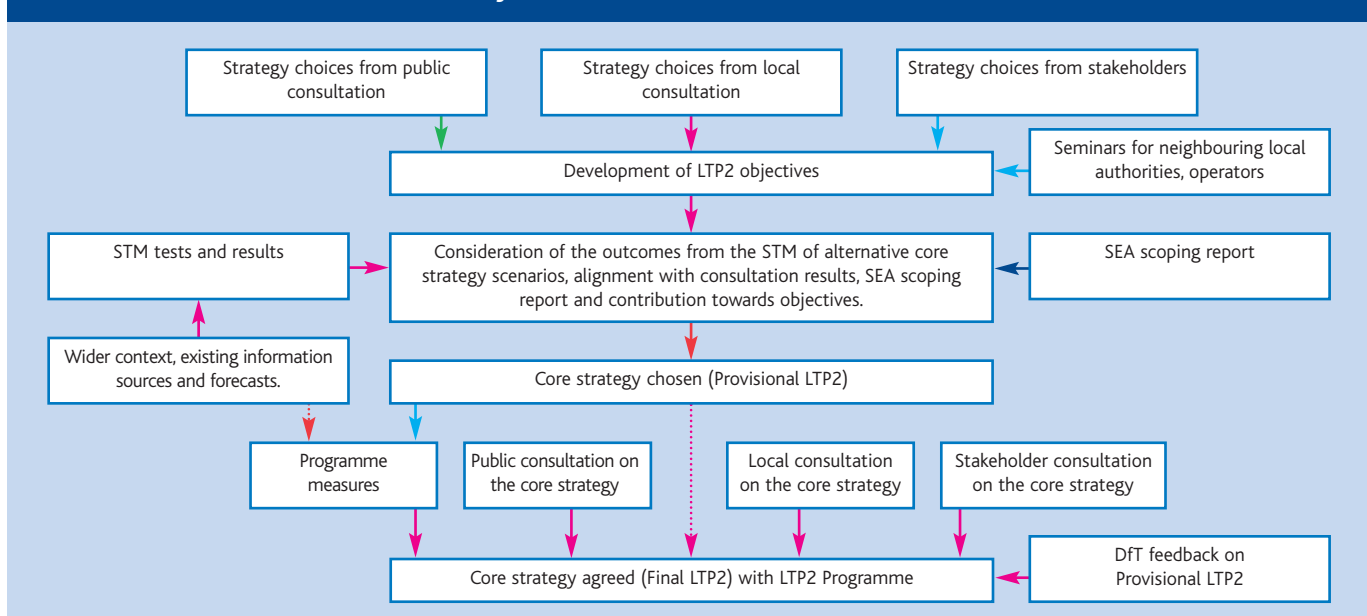
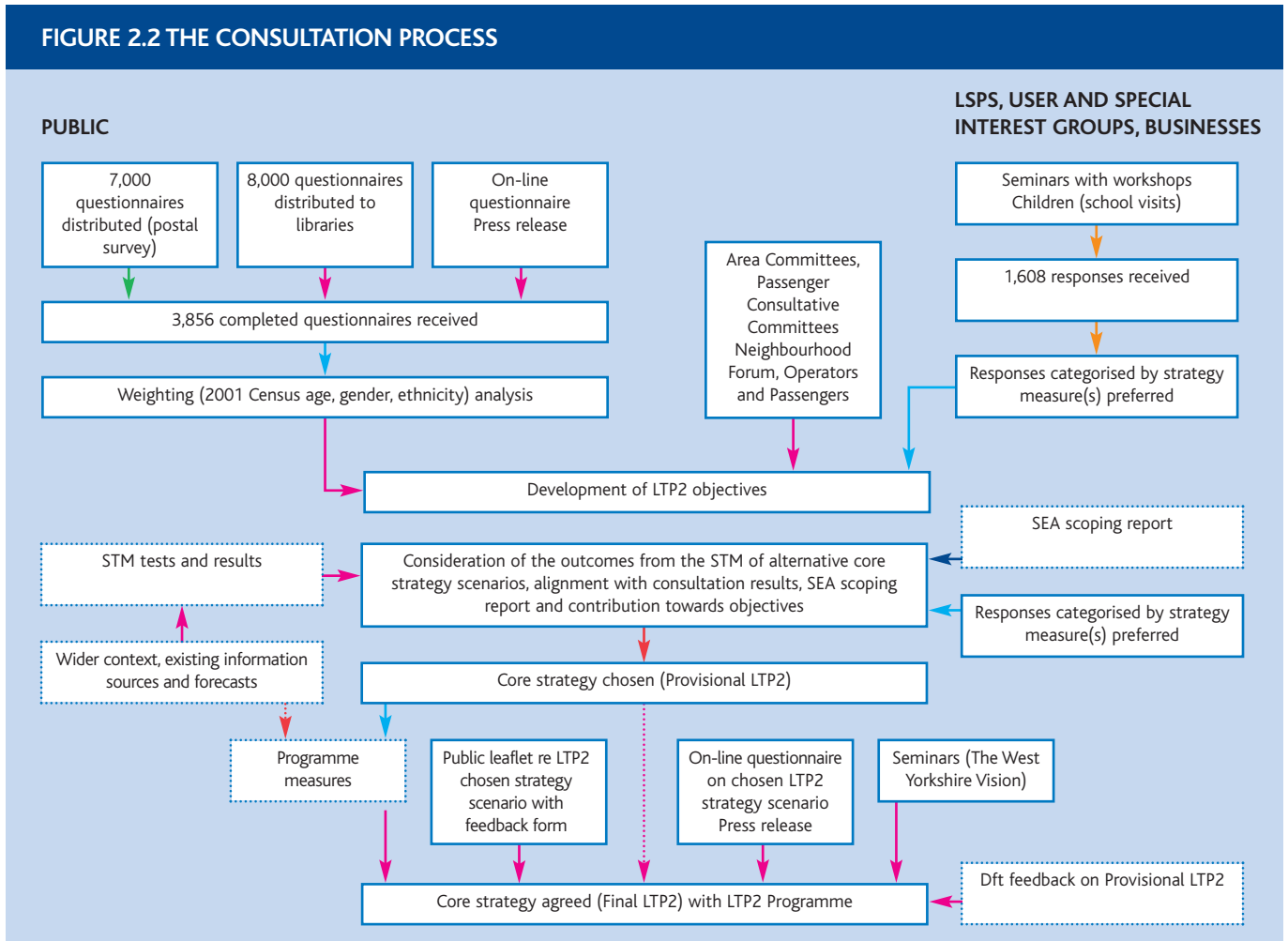


FIGURE 2.2 THE CONSULTATION PROCESS



CONSULTATION

Consultation for LTP2 included the public, LSPs, the WYEP, user and interest groups, children, a sample of businesses, passenger and area committees. Around 4,000 responses were received from the public alone. Each issue or policy preference was quantified, enabling the Partnership to rank these in order of preference. The consultation exercise included:

- workshops with all five LSPs, user and special interest groups, the WYEP and other key partners, including transport and infrastructure operators;
- internal consultation within authorities including, Area Committees and services covering land use planning, economic development environment and education;
- a questionnaire mail-out and internet based questionnaire to engage the general public; and
- public transport passengers.

The consultation process is shown in full in Figure 2.2. An extract of the results of public and stakeholder consultation is provided in Appendix N.

A quantified approach to consultation allowed the importance of different issues and preferences to be expressed clearly. In summary, the public's top three local transport problems (in order of magnitude) were:

- congestion;
- long travel times; and
- the state of the roads/cycle lanes and pavements.

The public's views on issues, together with the other consultation and information sources enabled appropriate LTP2 objectives to be formulated.

The public's top three strategy choices for improving local transport were:

- reducing congestion;
- better bus services; and
- lower public transport fares and easier ticketing.

Pricing as a means of managing demand, and thus congestion, was offered as a potential strategy choice, but was not widely supported despite an over arching concern about congestion.



EXISTING INFORMATION SOURCES AND FORECASTS

A wide range of information sources were used to update our understanding of local transport issues. This information was later used to develop sub-objectives and individual strategy elements following on from the core strategy.

Sources used included:

- experience of the types of measures that have proved to be most successful at achieving specific outcomes;
- the use of forecasts of future housing development and economic growth;
- Metro's market research programme;
- the use of working groups with representatives from the Partnership to consider particular issues;
- data on casualty statistics, road safety audits, air quality monitoring information, market research data, speed data from ITIS Holdings Plc, National Census data, and data from the Civil Aviation Authority;
- outputs obtained from Metro's Bus Model (SimBus), Metro's Public Transport Accessibility Model (PTAM) and Accession (DfT's accessibility model);
- the SEA; and 2005 Strategic Economic Assessment
- cross-boundary issues identified with adjoining local authorities.

USE OF THE STM

The West Yorkshire STM was used to forecast the outcomes arising from a number of potential core strategy scenarios (Table 2.1). The STM takes into account forecast future changes in population, car ownership, employment, fuel prices and growth in households. These factors were applied globally or zonally where appropriate.

Each scenario represented a different combination of capital schemes and policy approaches potentially deliverable through LTP2. The available outputs from the STM were used as 'proxies' to enable an assessment of performance against the preferred choices identified in consultation.

TRANSPORT OUTCOMES

Strengths and weaknesses of each of the core strategy scenarios in relation to the objectives were examined by comparing the following outcomes:

- changes in modal share;
- traffic flows across major town and city cordons;
- overall vehicle km travelled; and
- estimates of emissions of Nitrogen Oxides (NO_x), Particulate Matter (PM₁₀) and Carbon Dioxide (CO₂)

Outcomes of the alternative core strategy scenarios are summarised in Table 2.2 and a summary of findings set out below.

- Large reductions in car use into Leeds were experienced in scenarios where significant demand management measures were coupled with high public transport investment. Other scenarios showed an increase or comparatively modest reductions.



- Spatially the highest shifts to bus were experienced in Wakefield and Halifax.
- Trips into defined cordons continued to rise in all scenarios. The highest increases were experienced in scenarios where public transport investment was highest. New trips were predominantly by bus although in car orientated scenarios this trend was car based.
- The impact on rail mode share was minimal across all scenarios. This reflects limited rail interventions in the STM. This also reflects limited LTP2 investment and influence.
- The benefits of a Leeds based cordon charge appeared to be very localised.
- Emissions outputs showed across the board improvement. A cordon charge in Leeds however assisted in improving emissions to a greater degree than other scenarios. CO₂ levels were most affected.
- Where public transport interventions were made traffic speed improvements were experienced in key centres. This improvement is enhanced by significant demand management measures in Leeds.

The outcomes from the alternative core strategy scenarios are set out in Table 2.2.



TABLE 2.1: SCENARIOS TESTED USING THE STM

CORE STRATEGY SCENARIO	DESCRIPTION
Scenario 1 'Do-minimum'	<ul style="list-style-type: none"> ■ Assumes no real intervention from Partners to 2011 ■ Assumes some market led increase in bus and rail fares, bus service quality and parking charges. ■ This option was used as a baseline to measure the effects of the 'do-something' strategy options against
Scenario 2 High public transport investment with high level demand management measure	<ul style="list-style-type: none"> ■ Improved bus speeds on all radials into key centres ■ Low growth in bus fares ■ Investment in bus quality ■ Improved bus frequency ■ Investment in 6 new rail stations ■ Improvements on six rail routes into Leeds ■ Work Place Parking charges in all key centres ■ Cordon charge in Leeds
Scenario 3 High public transport investment with high level of parking charge increases	<ul style="list-style-type: none"> ■ Improved bus speeds on all radials into key centres ■ Low growth in bus fares ■ Investment in bus quality ■ Improved bus frequency ■ Investment in 6 new rail stations ■ Improvements on six rail routes into Leeds ■ Double parking charges between 2006 and 2011
Scenario 4 High public transport investment with medium level parking charge increase	<ul style="list-style-type: none"> ■ Improved bus speeds on all radials into key centres ■ Low growth in bus fares ■ Investment in bus quality ■ Improved bus frequency ■ Investment in 6 new rail stations ■ Improvements on six rail routes into Leeds ■ Increase parking charges between 2006 and 2011 by 50%
Scenario 5 Low public transport investment with low level demand management measures	<ul style="list-style-type: none"> ■ As per do minimum option ■ Increased parking supply by 10% in key centres





TABLE 2.2: MODEL OUTPUT FOR SCENARIO TESTS

CORE STRATEGY SCENARIO	EFFECT				
	MODE SHARE	TRIP GROWTH	VEHICLE KM	EMISSIONS	SPEED
Scenario 1 'Do-minimum'	Little or no change in mode share for bus	The numbers of trips into key centres continues to grow	Small growth in vehicle km across West Yorkshire	NOx - reduces by approximately 29% in all centres PM ₁₀ - reduces by approximately 34% in all centres CO ₂ - small reduction in all centres	Small speed reductions within main urban centres
Scenario 2 High public transport investment with high level demand management measure	Growth in mode share for bus in each of the key centres. Highest growth into Leeds Reduction in mode share for car in each of the key centres. Highest reductions into Halifax and Wakefield	The numbers of trips into key centres continues to grow. Highest growth into Halifax and Wakefield	Small growth in vehicle km across West Yorkshire	NOx - reduces by approximately 32% in all centres * PM ₁₀ - reduces by approximately 38% in all centres * CO ₂ - reduction in all centres * * In all cases reductions in Leeds are significantly higher	Speed increases within main urban centres particularly Leeds
Scenario 3 High public transport investment with high level of parking charge increases	Growth in mode share for bus in each of the key urban centres. Highest growth into Halifax and Wakefield Reduction in mode share for car in each of the key urban centres. Highest reductions into Halifax and Wakefield	As option 2 above	Reduction in vehicle km across West Yorkshire	NOx - reduces by approximately 32% in all centres PM ₁₀ - reduces by approximately 38% in all centres CO ₂ - reduction in all centres	Speed reductions within main urban centres
Scenario 4 High public transport investment with medium level parking charge increase	As Option 3 above	As option 3 above	As option 3 above	All results similar to option 3 above	As option 3 above
Scenario 5 Low public transport investment with low level demand management measures	Increased car mode share in all centres by up to 9%. Reduced bus mode share by up to 7% in all centres	Increased trips to key centres. Increases not as marked as options with more P/T centred strategy	Small growth in vehicle km across West Yorkshire	NOx - reduces by approximately 25% in all centres PM ₁₀ - reduces by approximately 25% in all centres CO ₂ - increases in all centres	Large speed reductions in key urban centres



The outcomes of alternative core strategy scenarios shown in Table 2.2 were carefully considered in relation to the objectives. The core strategy scenarios were also reviewed against the consultation findings. Additional criteria influencing the choice of core strategy was that:

- it should support and complement the RSS, RTS, RES and RHS;
- it should support Community Strategies developed by the LSPs;
- it should improve connectivity within West Yorkshire and the wider City Region so as to spread the economic benefits of Leeds;
- it should enable land use and economic development strategies in the districts;
- it should build upon good practice and learn from unsustainable planning decisions of the past;
- it should add value to the investments already delivered and the partnerships created as part of LTP1;
- it should support the polycentric nature of settlement in West Yorkshire; and
- it should provide value for money and be affordable.

The core strategy scenario chosen for LTP2 was a combination of Scenarios 4 and 5, that is, high public transport investment from the

Integrated Transport allocation with demand management appropriate to local circumstances. Detailed feedback from consultation was used to develop sub-objectives and individual strategy elements following on from the core strategy.

The balance of the core strategy is reflected in our LTP2 capital expenditure programme (set out in Part 3 "Strategy Delivery")

Our proposed public transport expenditure, comprising 47% of the Integrated Transport allocation, is the largest single expenditure element and exceeds the LTP norm of 30% quoted by the DfT. We have set additional local targets for public transport to enable better measurement of the impact of this expenditure. Revenue expenditure on public transport will remain the biggest element of revenue expenditure.

Our approach to local demand management is described later in Part 2.

There is a slightly lower percentage of expenditure in LTP2 on safety schemes as progress towards targets has been good. However, maintaining expenditure in other areas, such as road crossings, also contributes towards Safer Roads.

Value for money considerations are fully described in Part 4 "Performance Management".





THE LOCAL TRANSPORT PLAN AND OTHER STRATEGIES

LTP2 has been developed through close joint working between Metro and the five district authorities and liaison with a wide range of other bodies and agencies, including the five West Yorkshire LSPs and the WYEP. The process has enhanced the linkages between transport and other strategies and has also built a strong basis for further liaison and co-ordination of plans and joint projects.

The relationship between transport, productivity and economic growth is fundamentally important. Transport is now identified as one of the key priorities in the revised RES and connectivity is one of the key themes being developed through the WYEP and Sub-Regional Investment Plan. The alignment of LTP2 with other sub-regional investment initiatives has been discussed at the WYEP Board and these relationships will continue to play a key role in the implementation of the RES.

The importance of transport and the associated shared responsibilities have been discussed with a wide range of agencies, including well-attended seminars and workshops organised through the LSPs.

The five district authorities are currently developing LDFs. The inter-relationships between spatial, land use and transport planning are fundamental to this process, with particular attention being focused on development and congestion inter-actions, the need to address climate change and the need for good accessibility. Transport policies consistent with LTP2 are being developed for these documents.

LTP2 is providing part of the framework for the district authorities' Area Action Plans. Leeds City Council and Kirklees Metropolitan Council are also developing Supplementary Planning Documents (SPDs) to facilitate developer contributions towards public transport.

The LTP is increasingly influencing the corporate plans of district authorities, with more inter-departmental working and better understanding of how transport supports the achievement of wider corporate objectives and how authorities' other activities can reinforce transport strategies. A good example of this is the four half day workshops for Councillors and staff across Kirklees Metropolitan Council to discuss transport. These sessions raised awareness of transport issues and how transport can affect other activities, with one outcome being better communication and joint planning on projects with transport implications.

LTP2 is also becoming increasingly aligned with Community Strategies, particularly those aspects relating to road safety, community safety and accessibility. The LTP has influenced the development of the Regeneration Plan in Leeds which is the strategy for delivering the 'Narrowing the Gap' priorities of Leeds Initiative (the LSP). The Plan includes public transport actions and measures, consistent with LTP2, to improve access to employment, social, cultural, learning and leisure facilities and activities.

Transport is also emerging as the key issue in the development of the Leeds City Region Development Plan, with growing recognition of the divergence between the West Yorkshire administrative boundaries and travel-to-work areas. The LTP strategy recognises the associated cross-boundary issues and the ongoing discussions on city regions will facilitate new means of addressing these.

The Partnership will continue to work closely with other providers of transport services and infrastructure. Strong joint working and partnership arrangements already exist, e.g. Northern Rail's Partnership Plan which aligns their forward planning with the LTP. Operators and infrastructure providers are involved in the LTP development and implementation framework in a variety of ways, e.g. through the West Yorkshire Integrated Transport Forum. The Performance Management Framework discussed in Section 4 will include a process of reviewing partnership and joint working arrangements to ensure that transport planning remains integrated with other relevant strategies and action plans.

