

DEMAND MANAGEMENT STRATEGY

INTRODUCTION

1. Our strategy aims to reduce the demand for travel by private vehicles through measures to reduce the overall need to travel and to encourage the use of more sustainable alternatives. To achieve this it is necessary to implement demand management measures that deter car use, particularly for commuting journeys, alongside other measures that provide quality alternatives to the car.

OBJECTIVES

2. Our Demand Management objectives are:

- to encourage people to use the most appropriate method of travel for their journey;
- to persuade car users to be less dependent on their cars;
- to raise awareness of the environment and social impact of car use.

STRATEGY

3. A joint West Yorkshire Demand Management Strategy has been adopted and is shown in Table 1.

WEST YORKSHIRE DEMAND MANAGEMENT STRATEGY

The West Yorkshire Authorities recognise the importance of traffic demand management to restrain the growth of car use and promote the use of alternative modes, in order to combat the traffic congestion that might otherwise restrict the vitality and economic development of our towns and cities and to safeguard the environment for our present and future citizens.

We recognise the need to develop our strategy and have therefore adopted the following statement of agreed measures which encapsulates the strategy that we have already been pursuing and takes it forward in a number of important ways. In applying it, we will take account of the needs of different areas within West Yorkshire and the need to bring forward improvements to the quality of alternatives to the private car in step with the application of demand management. We also recognise the need to consult with appropriate interest groups.

- Where desirable, road space will be re-allocated to give priority to public transport, cyclists and pedestrians over general traffic. Demonstration projects will be implemented taking capacity away from general traffic if necessary. The effects of these projects will be monitored in order to see whether this principle can be used more widely.
- The price of parking within the control of local authorities, particularly long stay parking, will be raised in real terms on a co-ordinated basis, in line with agreed targets.

- In general, on street parking in major or larger urban centres will be subject to charging, and the extent of the charged areas will be reviewed as centres develop and expand.
- Where necessary, residents' parking zones will be implemented on the fringes of controlled and charged parking areas to prevent parking being displaced to these areas.
- The authorities wish to support the de-criminalisation of parking offences and take on responsibility for enforcing on-street parking restrictions, subject to satisfying themselves that this can be done on a practical and viable basis.
- In centres, preference will be given to short stay (less than 4 hours) over long stay parking, with conversion of spaces being actively pursued where possible. The scope for further action to prevent the use of short stay car parks by commuters will be considered.
- In general, maximum guidelines should be applied for the number of parking spaces at new developments, particularly in centres. The scope for co-ordinating these guidelines across West Yorkshire (and more generally across the Region of Yorkshire and the Humber) and linking them to public transport accessibility will be investigated.
- The authorities recognise the need to maintain sufficient parking to support the viability of centres and the requirement to improve alternative modes of transport. Nevertheless, the authorities will consider working towards overall reductions in the demand for parking provision in city and main town centres, converting any space released to more productive uses or environmental enhancements.
- The authorities will consider the implementation of a pilot demand management project using income from new charges to pay for transport improvements.
- The authorities will encourage the development of travel plans by employers by promotion, persuasion, and application of the development control process and setting an example of good practice themselves. Plans developed by the authorities will consider restrictions on the supply and the charging of staff and member parking.
- As members of TravelWise, the authorities will develop travel plans (as above) and other projects and campaigns to change attitudes to the use of the car and promote the use of alternatives.
- The authorities will promote School Travel initiatives to encourage the use of alternatives to the car for travel to and from school and encourage positive attitudes towards the use of alternatives amongst children as they grow up.
- The authorities will use the land use planning system to help reduce the need to travel and make the use of alternatives to the car more convenient.

Table 1 West Yorkshire Demand Management Strategy

PARKING

4. The strategy recognises that the pricing and supply of car parking is, at present, one of the most effective demand management tools available to local authorities. All

district councils have been implementing consistent car parking policies for some time, the main features being:

- **progressive pricing policies** which have significantly raised the real cost of parking in the main centres, especially for long stay commuter parking;
- **expanding the scope of charges** with the extension of on-street charging to cover further streets, the introduction of on-street charging into some towns and the introduction of charging in smaller centres;
- **managing the parking supply** by giving preference to short stay spaces in the centres and providing longer stay spaces at peripheral locations. As a result, over 95% of core Central Business District public parking in West Yorkshire is short stay;
- **controlling peripheral on-street parking** through residents' parking schemes and waiting regulations;
- **development control** standards which reduce requirements for parking spaces within new developments in the main centres, which are well served by public transport, as far as is practicable and consistent with the need to maintain the viability of centres;
- **meeting special needs** by targeting some of the available parking supply towards disabled drivers;
- **park and ride**, to encourage mode transfer, particularly to the rail network, with bus based systems expected to play a greater role in future, in association with significant bus priority measures.

5. During the period of the Local Transport Plan we intend to develop the following:

- adoption of a co-ordinated charging policy across West Yorkshire, with targets for increases in real terms;
- work towards an overall reduction in the demand for parking spaces;
- extension of controlled parking areas;
- adoption of co-ordinated maximum parking guidelines for new developments, in line with national and regional planning guidance.

MANAGING ROAD SPACE

6. An important contributor to demand management is the effective allocation of highway capacity (road space and junction capacity), which can be an important determinant in the destination and route of car trips. Across West Yorkshire this is being achieved by:

- integrated city and town centre schemes including extended pedestrianisation and traffic management to remove non-essential motor traffic and to give priority access for buses and cyclists;
- priority schemes which allocate space to alternative modes, principally by the introduction of bus and cycle lanes but also by the provision of good facilities for pedestrians;

- traffic calming and route management to concentrate through traffic on major routes where it can be managed with least impact on local communities; these measures will include 20mph zones and home zones.

CHARGING

7. In the provisional Plan, Leeds City Council, in conjunction with Metro, put forward outline proposals for the introduction of road user charging in the city centre. In the Local Transport Plan settlement, Leeds was invited by the Government to join the “Charging Development Partnership’ and allocated an additional £2.5 million for further development of measures and proposals.

8. Leeds City Council has advised the Government that significant improvements to the city’s transport system are a key prerequisite to the introduction of road user charging. These will help to secure the city’s continued prosperity and sustainable development. Three conditions must be met before road user charging is introduced in Leeds:

- Supertram, East Leeds Link and Inner Ring Road Stage 7 are committed and substantially built, and improvements to the outer ring road approved with funding identified;
- any revenues raised are truly additional;
- all proceeds from road user charging are invested in local transport.

9. Leeds’ position is anti-congestion, not anti-car, in order to help achieve sustainable economic development and environmental improvements.

10. Leeds has also been selected as the urban trial site for the demonstration of road user charging technology and this trial should start in late 2000.

SUSTAINABLE TRAVEL INITIATIVES

11. The West Yorkshire authorities are committed to a strategic approach that enables people to develop life-styles that are less dependent on private car use. We believe that sustainable travel initiatives should give added value to capital schemes through provision of alternatives and the encouragement to use them.

12. This strategy works through the Yorkshire and Humber TravelWise Group, which is the largest and one of the most active groups in the National TravelWise Association (NTWA). This provides a mechanism for:

- activity through the 17 Local Authorities of the region;
- influence at national level through NTWA and at European level through Metro’s representation, on behalf of NTWA, on EPOMM (European Platform on Mobility Management).

‘Target’ Project

13. Metro is lead partner for the European *Target* project, on behalf of Yorkshire and Humber TravelWise Group. *Target* is a key means of testing the effectiveness of different interventions to promote sustainable travel activity. It currently forms a two-year pilot phase of an eight-year project, funded through the Interreg IIC programme of the European Regional Development Fund (ERDF). The project looks at links between

transport and land use planning and development.

14. The work is delivered through seven 'work packages' and involves development of a variety of initiatives including:

- **Mobility Management** – integrating public transport information initiatives with travel awareness, building on best practice in co-operation with partners in Bremen and Göteborg, and developing joint initiatives with regional partners;
- **Flexible Working** – reducing the need to travel through changing working practices and exploiting the benefits of Information and Communication Technologies;
- **Shopping and Leisure** – targeting the journeys with highest growth in private car use by for example: innovative schemes such as internet-based shopping; promoting public transport for leisure trips, including sustainable tourism to and around the Yorkshire Dales, thereby also enhancing accessibility to and from rural areas for other purposes;
- **Pollution Reduction** – enabling reduction of greenhouse gas emissions through real-time detection and action focussed on the most highly polluting vehicles together with action to develop alternative fuel sources;
- **Green Travel Plans** (see business travel plans below);
- **School Travel Plans** (see below);
- **Cycling and Walking** – promoting measures that develop confidence in cycling, and highlighting the role of benign modes in health promotion and in reducing social exclusion.

15. West Yorkshire authorities are leading three of these work packages. In addition, Leeds is part of an EU project developing a CD-ROM/Internet based 'Toolbox' which is an electronic guide to developing a business travel plan.

PROMOTION OF ALTERNATIVE MODES

16. Through TravelWise we will promote activities that are clearly integrated with related areas of the Local Transport Plan including public transport information, pollution reduction measures, travel planning and infrastructure development.

17. The regional TravelWise group enables the exchange of best practice on such issues. In addition, Wakefield, on behalf of the region, is undertaking the role of developing the NTWA/EPOMM UK web site, which is developing a virtual centre for information on all aspects of travel awareness activities. It will also include the findings of a number of 'virtual expert groups', each of which has a representative from this region.

18. All of the West Yorkshire authorities support national travel awareness campaigns including:

- continued support of activities within 'Don't Choke Britain', 'Walk to School week', 'National Bike Week', and other transport campaigns;
- extensive promotion of bus and train services;
- development of initiatives to encourage drivers to share cars where they have similar origins and destinations;
- support for the UK's first community-based shared car ownership scheme, 'Co-Drive'

and encouragement of the development of similar community based car-sharing clubs.

19. It is a feature of activity in West Yorkshire that we are moving towards pro-active, focused initiatives targeted at specific groups or communities, rather than a 'blanket' promotional approach.

BUSINESS TRAVEL PLANS

20. A 'Travel Plan' is a management tool that enables an employer to develop strategies and measures to reduce private car usage and parking by staff (and visitors), and to encourage and enhance travel by more sustainable modes.

21. We have identified four areas for Travel Plan development:

- **targeting** organisations;
- **enabling** these organisations to develop a Travel Plan through appropriate support;
- **integrating** Travel Planning with broader sustainable travel policies and activities;
- **monitoring** Travel Plan take-up and effectiveness.

Targeting

22. The approach to be taken is dependent on the motivation of organisations seeking to develop a Travel Plan. Organisations can be characterised as:

- those who actively **want to** develop a Plan;
- those who **have to** develop a Plan, usually as a condition of the Development Control process;
- those who '**should**' develop a Plan, on the basis that we have targeted them as the organisations most likely to deliver greatest impact.

23. This last category of organisations may be targeted on one or more of the following criteria:

- they are one of a number of neighbouring employers either in a **cluster** (e.g. a business park, trading estate or other geographical area) or on a **corridor**. This arrangement could develop an overall site strategy with each employer developing their own individual Travel Plans that together deliver the aims of the overall Plan.

example: The Leeds Civic Precinct TravelWise group includes representatives of a cluster of large organisations on the North side of the City Centre.

- they have **strategic** importance

example: Bradford Health Authority has a relatively small staff but is a key organisation because of the important links between transport usage and public health; they have a crucial role in influencing Travel Plan development in other parts of the health sector; and it is an important member of the West Yorkshire Transport and Health Collaborative Group and the Saltaire Transport Group.

- they are a **large** employer

examples: Zeneca Agrochemicals in Huddersfield and Halifax plc in both Halifax and in Leeds are large employers locally and are part of sizeable companies.

- they are situated near existing or planned **High Quality Transport Facilities**
example: Organisations on Kirkstall Road, such as First Leeds, are ideally placed for Travel Plan development, in anticipation of infrastructure development in the future.
24. Employers situated near high quality transport facilities are those where there may be the greatest potential to encourage car drivers to try alternative modes. Targeting Travel Plans in areas where improvements are proposed may allow the changes in attitude to start and lead to acceptance and use of the improved facilities when they become operational
25. The targeting criteria are now being used to identify business and other organisations that have made relatively little or no progress in Travel Plan development. Targeted organisations can then become the subject of direct promotional work.
26. The West Yorkshire authorities are setting themselves the target that Travel Plan documents will be complete and the Travel Plans implemented within two years (i.e. by Summer 2002) for all the organisations with whom we are in direct contact. Plans for the authorities' own sites will also be largely complete by then.
27. Within the following three years (2002 – 2004), we aim to double the organisations approached successfully and implementing a Plan, as identified through the above selection criteria.

Supporting and Enabling

28. Each of the West Yorkshire authorities has one or more officers nominated as responsible for Travel Plan development and this resource needs to be used in the most effective way by targeting staff resources efficiently. To aid this resource usage, the *Target Green Travel Plans* work package is developing and testing a pro-active approach towards identifying the most effective way of bringing about voluntary adoption of Travel Plans amongst a reluctant target audience.
29. In addition, non-officer support is available in a number of ways:
- Leeds City Council is part of a consortium funded by the EU SAVE-II programme which has developed a **CD-Rom/Internet based 'Toolbox'** of options for employers developing Travel Plans.
 - Metro is undertaking **consultation** with local authorities and with target organisations to establish the needs of these organisations and how those needs can be best supported.
 - links to a wider national expert network through the **National TravelWise Association website.**
 - **additional resources** may become available through the **Target project** to develop a dedicated website that will support organisations working through the Travel Plan process.

Integrating

30. West Yorkshire authorities aim to target Travel Plan take-up where finance has been made available for high quality public transport services, cycling and walking facilities.

31. Organisations developing Travel Plans will be encouraged to allow Internet access to the regional Journey Planner or to place it on company intranets. Organisations will also be advised to take advantage of ticketing schemes such as Company MetroCard and to involve themselves in consultation processes concerning highway infrastructure and public transport service development. Such organisations will also be asked to address themselves, not only to the needs of their staff but also to visitors and to the demands of sustainable distribution.

32. Partnerships are being developed with the major Health Authorities and the larger NHS Trusts and linkages are being made between health and transport policy.

33. Lessons from West Yorkshire will be shared with neighbouring authorities through the *Target* Green Travel Plans work package and through the Yorkshire and Humber TravelWise group, and more widely through the NTWA and other bodies such as the Association for Commuter Transport (ACT).

Monitoring

34. Monitoring is being carried out according to both the rate of take-up of Travel Plans and by their effectiveness. Each authority is keeping a record of operational Travel Plans in their area and the progress made year on year, according to Indicators including

- establishment of initial contact;
- the existence of a Travel Plan working group;
- existence of a written Plan, which the organisation is working towards implementing.

35. The massive variation in the types and sizes of companies implementing Travel Plans makes it unfeasible to have a single set of criteria for judging their success or otherwise. There are, however, a number of measures that would enable monitoring of effectiveness to take place on a site by site basis, which could include (reduction in) number of parking spaces, take-up of Company MetroCard or other discount public transport tickets, increased provision of cycle storage facilities, numbers of employees registered to a ride-sharing scheme and reduction in business travel costs. In addition, organisations undertaking Travel Plans under the auspices of *Target* are being encouraged to monitor change in staff attitudes as a result of going through the Travel Plan implementation process, as an early indicator for behavioural change.

36. Monitoring detail and targets are included in the Annual Progress Report. This also includes a position statement for developing Travel Plans for the local authorities' own sites.

Travel Plan Future Strategy

37. Discussions are taking place regarding the possibility of developing a joint Travel Plan Implementation Group which can co-ordinate policy and provide strategic advice on travel plan issues across the West Yorkshire area. Such a grouping would help by promoting best practice within the planning development control process and co-ordinate the provision of advice and services to business and other organisations.

38. One delivery mechanism under consideration is a dedicated Implementation Unit, first suggested at the LTP interest groups conference in October 99. It would work in partnership with the businesses themselves and with public transport operators, and

could draw in private sector funding.

SCHOOL TRAVEL PLANNING STRATEGY

The School Journey

39. School journeys have a significant impact on levels of peak time traffic and the school environment is an obvious target for developing travel plans that demonstrate real alternatives to dependence on the private car. Car dominated school travel has proven disadvantages for the health and independence of young people and encourages the assumption that future journeys should be made by the car

40. A good school travel plan involves a wide range of stakeholders and partners working together to encourage children, parents and staff to manage their journeys so that the number of car-borne trips can be kept to a minimum, especially where only short distances are being travelled. This may require a complex set of initiatives such as creating special bus services, organising car sharing, developing 'walking buses' and significant investment in infrastructure, or a simple solution such as the provision of secure cycle parking.

41. We see the strategy for developing travel plans for schools as dependent on a combination of these interventions and the positive participation of schools themselves.

Aim

42. Our aim is to develop School Travel Plans by establishing examples of good practice throughout the region. This good practice is being collated and disseminated into a series of tool kits or actions that can become part of a School Travel Plan. Regional road safety, safer routes and TravelWise forums are already involved in this task. The *Target* Project School Travel Plans Package is also piloting good practice and comparing examples with our European partners.

43. Best practice in school travel planning should:

- approach the issue of school journeys in an holistic manner;
- help children achieve safe independent travel to and from school;
- reduce the need for parents (in most cases mothers) to drive their children to school;
- provide the conditions for developing sustainable patterns of travel.

44. Safer Routes to School projects across the region have shown that there is no package that is applicable to all schools. The data collected in surveys has given us snapshots of travel patterns and close monitoring of travel to and from school will be implemented across the region.

Principles

45. School Travel Planning across the County is developing within a process/ framework of four fundamental principles and is constantly evolving, partly in response to Government guidance, partly because of experience and shared best practice and partly through opportunity. These four principles can be defined as:

Targeting

46. Criteria for targeting schools involve a number of issues across the County. It is

important to target activity on schools where a real effect can be seen and where an issue exists to influence. These may include accident involvement of students, levels of car use for school journeys, other local initiatives such as traffic calming, or direct approaches from schools. In a few cases new school developments are taking place with school travel plans as a planning condition.

Enabling and Supporting

47. School Travel Planning is in its infancy, with few proven techniques to affect the school journey, which are universally acceptable, being available. It is essential that all the partners in the process are comfortable that the actions they are taking or proposing are the right ones. This is as true for the School Travel Planning officer in the local authority as it is to the parent, teacher or governor in a school.

48. Taking care over the development of projects over the short-term will lead to greater acceptance of the need for school travel plans in the longer term. Resources must therefore be used to reflect this by, where possible, making officer time available to maximise the partners understanding of, and involvement with, the issues involved. This is particularly important during these early stages of school travel plan development.

Integrating

49. Schools do not generally perceive that they have a problem related to transport choices, or a responsibility to be involved in any solutions. To most schools transport problems are the lack of car parking space for teachers and insufficient room outside the school gates for parents to safely drop off or pick up their children. At the same time, they are being approached by other agencies, or encouraged by other government strategies to increase levels of physical activity amongst their pupils, or create a healthy school environment, or be a focus for community redevelopment.

50. School travel planning has a part to play in all these emerging issues, placing a responsibility on local authorities to integrate these activities by developing partnerships with other agencies. It will become easier to persuade schools to be involved if they are offered solutions to their own perceived needs and they can be shown local examples of interventions that really work.

Monitoring

51. School travel planning involves a significant investment by all the partners involved. Districts are working together to develop monitoring methodology that will allow comparison of activities across the County. The requirement for child safety audits will, in the longer term, indicate whether or not school travel planning and other transport related activities are having any effect on the safety of school pupils and the ways in which they travel.

Stakeholders

52. 'School Travel: Strategies and Plans', recently published by the Department of the Environment, Transport and the Regions (DETR), identifies a number of partners who could be involved in the process of developing school travel planning strategies and in developing individual school travel plans. Within West Yorkshire the major stakeholders identified as having a critical role within these processes have been identified as:

- the Local Authority:
 - Highways Department
 - Education Department
- school representatives parents, teachers and children
- Metro (the passenger transport executive)
- West Yorkshire Police
- Health Promotion
- local residents
- local businesses

53. Currently, with the responsibility for school travel planning issues resting with local authority highways departments, the creation of active partnerships is proving slow, as each of the potential partners faces their own responsibilities. Authorities across the County are seeking effective ways in which to involve the widest range of stakeholders.

Other Influences

54. National, regional and local 'walk to school' initiatives have developed a high level of uptake and walking is still the most common means of travel to school. A regional cycle training group has enabled some co-ordination of cycle training throughout Yorkshire and the Humber and pooling of resources. Developing cycling and walking to school can help young people develop independent travel patterns that can serve them well beyond the school gates.

Experience so far

55. Regional experience has shown that the majority of schools have not responded to invitations to develop school travel plans. Even where plans have been developed ownership of schemes is low and there are significant shortfalls in staff and time allocated both in the schools and the local authority. Whereas budgets have been made available for implementing schemes to enable sustainable travel, consultation and working with schools is significantly under-resourced. The resolution of issues around revenue resourcing of **staffing** (including teacher release) and **ownership** is most likely to help widespread adoption of school travel plans across the region.

Activities under development

West Yorkshire Metropolitan Districts

56. All the authorities across West Yorkshire are actively involved in developing programmes for the development of School Travel Planning and associated activity within Safer Routes to School Projects appropriate to local conditions. These include:

- **Data Collection.** Authorities across the Yorkshire and the Humber region are working together to create a common approach to data collection enabling comparisons on modal change to be made in the future.
- **Partnership development.** Within Districts building partnerships with stakeholders is critical in the implementation of individual plans and development of wider partnership networks across the County and the wider region, in such as the *Target*

initiative, helps to develop our access to good practice.

- **Pilot projects.** We are working on pilots such as the development of deliverable and sustainable pedestrian skills training package in Kirklees and an educational resource focusing on transport choices in Leeds. We are also using the issue of school gate parking as a means of influencing parental attitudes in Bradford and Wakefield. Both these are helping us to advise schools on opportunities for their own Travel Plans.
- **External events.** Active participation is encouraged in Walk to School Week, National Bike Week, Brake National Road Safety Week and other focused activity throughout the year.
- **Joint working.** Shared experience on cycle and pedestrian training to give young people the skills they need to safely undertake independent travel, as they grow older, builds our knowledge base.
- **New ideas.** Novel engineering interventions to highlight the area around schools and pick out primary walking and cycling route networks supports other behavioural change.
- **Sharing knowledge.** Dissemination of experiences, both positive and negative, helps us to recommend interventions with confidence.

Metro (West Yorkshire Passenger Transport Executive)

57. Within passenger transport executives regionally there is a growing understanding of the important role which they can play in supporting and influencing the travel planning process. For longer journeys public transport offers the best alternative to the car in terms of safety of users and efficient and sustainable use of road space. A number of issues are under consideration within Metro:

- promotion of school bus use;
- a common school travel pass and boarding card system administered by Metro on behalf of the LEA's and Transport Operators;
- Updating the 'Code of Conduct' leaflets issued to schools, parents, and operators;
- Developing safe methods of buses at school sites;
- partnership approach to planning and changing bus services.

Conclusion

58. School Travel Planning has the potential to make a significant contribution to the development of sustainable patterns of travel. Whilst in its infancy, the recognition of this contribution by Government in the form of strategic influence is clear. The recent publication of 'Tomorrow's Roads - Safer For Everyone' (DETR) serves to support this activity and reinforce guidance distributed to local highway authorities and schools with the two documents 'School Travel: Strategies and Plans' (DETR, 1999) and 'A Safer Journey to School' (Department for Education and Employment, 1999).

59. The Districts of West Yorkshire are working together to develop these initiatives and find solutions to some of the bigger barriers to implementation. These include raising the interest of education in general and schools in particular to the issues, and the significant extra demands on staff time that this type of initiative involves.

60. Every opportunity is being taken to share experience as widely as possible. Opportunities for this exist within the County and the Region and are being developed across Europe with projects such as *Target*.
61. The collection of base levels of data associated with the child safety audit process will, at a future date, allow the setting of realistic targets on the reduction of car use for the school journey.
62. Experience of projects so far has shown that a great deal of effort will be involved in reversing past efforts to promote the car culture, but that the potential to affect levels of traffic, particularly in the morning peak, are significant.