

VISION FOR TRANSPORT IN WEST YORKSHIRE

The West Yorkshire authorities and key partners are working together in order that residents, businesses and visitors will enjoy a high quality integrated local transport system that:

- is efficient, reliable, affordable and safe;
- meets the travel needs of all the people and businesses of West Yorkshire;
- secures a high quality environment, with the environmental impacts of traffic carefully managed in order to improve road safety and avoid compromising standards relating to noise, air quality and severance;
- provides access to a wide range of goods and services without the need for private motorised transport; thus ensuring that car use is seen as a choice rather than a necessity;
- does not have unacceptable effects on the local or global environment.

Achieving this Vision will require the development of high quality integrated public transport. It will also require the development of safe routes to all schools, extensive cycle tracks and other facilities for cyclists, an environment that encourages people to walk more and a more sustainable approach to the movement of freight.

The first West Yorkshire Local Transport Plan is an important step towards the achievement of this Vision.

PLAN CONTENT

The West Yorkshire Local Transport Plan has been prepared in accordance with DETR guidance and:

- considers problems and opportunities within the national, regional and local context;
- sets objectives and targets, with defined indicators that will allow progress to be measured;
- describes a comprehensive, integrated transport strategy to achieve the Plan's objectives;
- sets out a realistic capital investment programme covering a five year period;
- describes the ongoing development of monitoring of both transport indicators and scheme impacts.

The Plan also:

- sets out proposals for West Yorkshire to be recognised as a 'Centre of Excellence' for the full range of integrated transport functions;
- sets out a longer term vision for transport development, with proposals for inclusion in the second Transport Plan and indications of what more could be achieved within a five year period if more funds were available.

PLAN CONTEXT

The Plan reflects the diversity of West Yorkshire and the growing recognition of the important role of Leeds as a regional centre. The strategic background to the Local Transport Plan is provided by national and regional policy frameworks including transport, land use planning and other related guidance.

EXECUTIVE SUMMARY

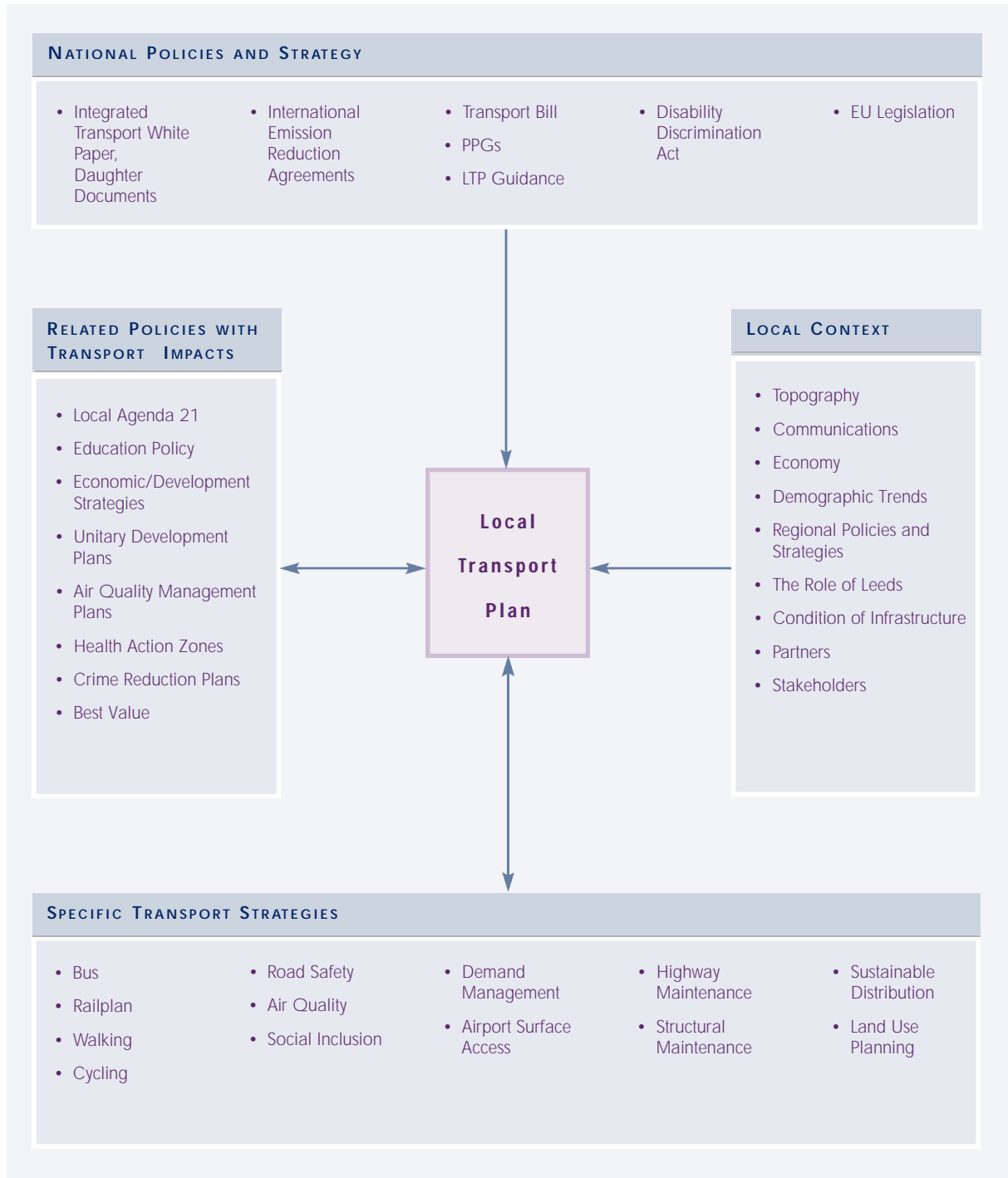


Figure E.1 Local Transport Plan Framework

The regional framework is provided by:

- the Regional Economic Strategy;
- draft Regional Planning Guidance, incorporating the draft Regional Transport Strategy;
- preparation for the 2000-2006 Objective 2 structural funds programme.

The analysis of problems and opportunities indicates that the key issues for the period of the Local Transport Plan are:

- the forecast growth in car ownership, with the associated likelihood of increased demand for car travel unless attractive alternatives are developed and the demand for car travel is effectively managed;
- the role of transport in supporting the sub-regional economy, particularly through public transport serving the main centres and transport infrastructure to support regeneration. The provision of sustainable transport capacity to support the significant forecast employment growth in Leeds is a key challenge for the Plan;
- the opportunity to build upon a relatively strong public transport base (network coverage and patronage) with the priorities being to reverse the decline in bus travel, to cater for the demand for rail travel and develop new modes (light rail and guided bus) where these are the most cost-effective means of meeting demand and achieving mode switch from cars;
- the opportunities for rail development resulting from Railtrack's improvements at Leeds rail station (Leeds 1st);
- the need to make the transport system safer, particularly for vulnerable groups;
- the need to ensure that transport contributes to the achievement of air quality standards in general and to develop transport Action Plans for air quality management areas;

- the need to remedy the poor condition of much of the existing transport infrastructure.

LOCAL TRANSPORT PLAN DEVELOPMENT

The full Local Transport Plan has been developed from the provisional Plan of July 1999. Key activities have been:

- comprehensive consultation and participation, involving 85 meetings, analysis of 2100 responses to a consultation brochure, use of a website, and structured market research involving focus groups as well as over 1500 face-to-face interviews;
- development of a strategic model to allow broad policy options to be tested and inform the definition of targets and indicators;
- review of investment programmes, including major schemes, to ensure consistency with Plan objectives and strategy;
- development, within the overall strategic framework, of a number of strategies for specific modes, including a bus strategy, a 20 year rail plan (RailPlan 5) and an airport access strategy.

The West Yorkshire Integrated Transport Forum, bringing together key stakeholders (transport funders, managers and providers) has made an important contribution to the development of the first West Yorkshire Local Transport Plan. The Plan Framework is shown in Figure E.1.

BEST VALUE

The Plan is an important part of the process by which the West Yorkshire authorities meet the Best Value duty of achieving high standards of service delivery. The Local Transport Plan will feed into Best Value Performance Plans and the delivery of many of the Local Transport Plan strategy elements will be subject to Best Value reviews.

EXECUTIVE SUMMARY

VISION AND OBJECTIVES

Each of the West Yorkshire districts has a clear vision of its future development. Whilst these visions, which reflect the diversity of the county, differ in detail there are strong common themes. These have been incorporated into the Vision Statement set out below in Table E.1:

Economic Development

- economic regeneration and the development of a successful sub-regional economy.

Environment and Quality of life

- improving the quality of life of the whole community, including the promotion of personal health and security, and making a wide variety of facilities accessible to all;
- the development of a sustainable environment.

Democratic Participation

- ensuring that the visions, and policies designed to fulfil them, are supported by the community as a whole.

Table E.1 West Yorkshire Vision Statement

Primary Objectives		
<p>ECONOMIC</p> <ul style="list-style-type: none"> • to provide opportunities for fostering a strong, competitive economy and sustainable economic growth; • to improve operational efficiency within the transport system; • to maintain the transport infrastructure to standards which allow the safe and efficient movement of people and goods. 	<p>SOCIAL</p> <ul style="list-style-type: none"> • to improve safety, security and health, in particular to reduce the number and severity of road casualties; • to promote social inclusion and equal opportunities for access to transport. 	<p>ENVIRONMENTAL</p> <ul style="list-style-type: none"> • to improve environmental quality and reduce the impacts of transport on air quality and noise; • to contribute to national and international efforts to reduce the contribution of transport to overall greenhouse gas emissions.
Subsidiary Objectives		
<ul style="list-style-type: none"> • to reduce the general rate of growth in road traffic and, where feasible, to reduce absolute traffic levels; • to encourage a greater proportion of journeys to be made by public transport, cycling and walking as alternative modes to the private car; • to encourage more use of rail and waterways as alternatives to lorries; • to improve integration between transport modes, between the various policy areas and the strategies of different relevant organisations. 		

Table E.2 Transport Strategy Objectives

The primary transport strategy objectives shown in Table E.2 have been set to ensure that the transport strategy supports this overall vision. They have been developed through consultation and have been reviewed to ensure consistency with national and regional objectives. This table also includes subsidiary objectives, which are not considered to be ends in themselves but are important contributors to the achievement of the primary objectives.

ROAD TRAFFIC REDUCTION ACT

The West Yorkshire authorities have examined historic traffic trend data and considered the need for traffic reduction targets, as required by the Road Traffic Reduction Act 1997. DETR forecasts for West Yorkshire suggest that traffic would grow by between 8.5% and 15.2 % between 1999 (the base year) and 2006 (the end of the Plan period).

This is considered to be incompatible with the Plan’s environmental and social objectives and for this reason is considered to be an unacceptable outcome. There is evidence that the strategy pursued through the TPP package and provisional Local Transport Plan has had some success in constraining the rate of traffic growth. The Local Transport Plan sets the targets shown in Table E3 for traffic growth by the end of the Plan period (2006) as a pre-condition for traffic reduction in the longer term.

Area	Time Period	Traffic Growth Target for 2006
All roads	16 hour count	5% (or less)
Cordons around Bradford, Halifax, Huddersfield and Wakefield)	AM peak inbound	3% (or less)
Leeds cordon	AM peak inbound	0% (or less)

Table E.3 Local Transport Plan Road Traffic Targets
(compared to 1999 base year)

Strategy Theme	Base Year	Target (year)
Bus Patronage - total journeys in West Yorkshire	1999	Growth of 3% (2006)
Rail Patronage - total journeys in West Yorkshire	1999	Growth of 40% (2006)
Cycle Journeys	1996	The national target of doubling the overall number of trips by cycle by 2002 and double again by 2012 from a base of 1996 levels.
Walking	1998	To halt the overall long term decline in journeys made on foot and increase the proportion of pedestrian journeys by children and young people (2006).
Road Safety	Average 1994-98	To reduce fatal and serious casualties by 40% (2010) To reduce the number of children killed or seriously injured by 50% (2010). To reduce the rate of slight injury accidents (slight injuries per 100 million vehicle km.) by 10% (2010).
Air Quality		To contribute to the achievement of emission targets by meeting traffic reduction targets (2005).

Table E.4 Other Local Transport Plan Headline Targets

INDICATORS AND HEADLINE TARGETS

In addition to road traffic targets, the Local Transport Plan also sets the following headline targets, as set out in Table E.4. These headline targets are complemented by subsidiary targets, relating to other indicators, with progress being monitored on an annual basis.

TRANSPORT PLAN STRATEGY

The strategy, summarised in Table E.5, that has been developed to achieve the Plan objectives is based upon four key, inter-related themes of:

- improving the quality and availability of alternative modes to the car and lorry;
- managing the use and condition of the highway;
- managing the demand for travel;
- promoting social inclusion.

The implementation of the Strategy places emphasis on targeted investment through:

- the development of integrated programmes that bring together a number of projects to achieve greater impact through synergy;
- town and city centre initiatives, to improve the environment and promote economic viability and the use of public transport;
- corridor initiatives, where there are the greatest opportunities for encouraging mode shift.

Improving the quality and availability of alternative modes to the car and lorry:

- improving public transport provision, including high quality bus and rail services, introduction of light rail, development of the role of taxis, interchange facilities, integrated

ticketing, information systems and safety and security improvements;

- improving facilities for cyclists and pedestrians to encourage these modes as an alternative to the car for shorter journeys;
- improving the safety of motorcycling, which can in some circumstances be a less polluting mode than the car;
- facilitating greater use of rail and waterway for freight movements.

Managing the use and condition of the highway:

- highway network management, primarily the use of traffic management measures and UTMC, together with limited improvements to the road network, to complement other strategy measures, to facilitate environmental improvements to city and town centres and to improve accessibility to regeneration areas;
- implementing and promoting best practice for the distribution of freight by road;
- reducing road injuries and addressing perceptions that walking and cycling are unsafe by implementing a comprehensive road safety strategy that includes the role of danger reduction as well as specific safety improvements to the road network;
- implementing road and bridge maintenance strategies that take account of the role of different roads within the overall transport strategy and technical assessments of their condition in determining priorities for action.

Managing the demand for travel:

- discouraging inappropriate car use through managing the supply and price of parking, the allocation of road space and (possibly) the use of new powers to introduce charges for the use of roads;

- reducing the need to travel through the land use planning system;
- implementing TravelWise initiatives to influence attitudes and travel habits, including encouraging firms to introduce green travel plans;
- safer routes to school initiatives to reduce car use for travel to and from school.

Promoting social inclusion:

- a comprehensive concessionary public transport fares scheme for elderly and disabled people;
- improved facilities for people with impaired mobility in order to remove barriers and make transport facilities and services accessible;
- public transport provision to assist access to work and facilities from deprived communities;
- development of a strategy for securing personal safety for transport users;
- development of a consultation and partnership approach with the relevant excluded communities;
- integration with other themes of the strategy.

INVESTMENT PROGRAMME

The principles underpinning the preparation of the five-year investment programme are:

- realism - with a bid profile that reflects the Government’s comprehensive spending review;
- maximising other funding sources through partnership schemes with the private sector including regeneration schemes and other programmes.

The total resources required to implement the five-year programme are summarised below in Table E.6.

PARTNERS’ INVESTMENT AND ACTIONS

The Plan envisages that the local authorities’ investment will be complemented by significant, ongoing investment by rail and bus operators, Railtrack and the Highways Agency. Partnership working, including the overview provided by the West Yorkshire Integrated Transport Forum, ensures that programmes are being developed in ways that maximise the synergy of investment.

Table E.5 Transport Plan Strategy

Strategy Theme (000’s)	2001/02	2002/03	2003/04	2004/05	2005/06	Total
INTEGRATED TRANSPORT						
Major Schemes	43,455	51,309	106,486	123,065	121,173	572,875
Minor Transport Schemes	25,703	24,452	23,500	23,092	22,531	119,278
Local Safety Schemes	3,331	3,456	3,533	3,609	3,687	17,616
Sub Total	72,489	79,217	133,519	149,766	147,391	709,769
MAINTENANCE						
Bridges and Structures	11,052	11,359	11,547	12,002	12,885	58,845
Carriageway Structural Maint.	14,518	14,958	15,407	15,869	16,340	77,092
Street Lighting	6,000	6,000	6,000	6,000	6,000	30,000
Sub Total	31,570	32,317	32,954	33,871	35,225	165,937
TOTAL	104,059	111,534	166,473	183,637	182,616	875,706

Table E.6 Local Transport Plan Resource Requirements

EXECUTIVE SUMMARY

Strategy Theme	Key Outputs
PUBLIC TRANSPORT	<ul style="list-style-type: none"> • Leeds Supertram * • A65 Kirkstall Road Quality Bus Initiative * • Quality bus partnership schemes on corridors with daytime frequencies of 6 buses per hour • Five new rail stations completed, with the construction of further stations committed • All bus stations upgraded to modern standards
CYCLING, WALKING AND MOTORCYCLING	<ul style="list-style-type: none"> • Completion of the West Yorkshire elements of the National Cycle Network.
HIGHWAY MANAGEMENT	<ul style="list-style-type: none"> • Completion of East Leeds Link Road *, Central Bradford Improvement Scheme *, Hemsworth-A1 Link *, South Bradford Integrated Transport Scheme *, Leeds Inner Ring Road Stage 7 * and Glasshoughton-Coalfields Link Road *
HIGHWAY SAFETY	<ul style="list-style-type: none"> • 30 local area traffic calming schemes, including 20mph zones and home zones.
DEMAND MANAGEMENT	<ul style="list-style-type: none"> • Road User Charging in the centre of Leeds • 100 company travel plans • 75 school travel plans
SOCIAL INCLUSION	<ul style="list-style-type: none"> • All bus stations to meet DDA standards • Facilitating achievement of DDA standards at rail stations • Accessibility measures at bus stops an integral part of bus quality partnership schemes • Improved transport links between disadvantaged communities and jobs and training
FREIGHT AND SUSTAINABLE DISTRIBUTION	<ul style="list-style-type: none"> • Implement the sustainable distribution strategy, including the development of Freight Quality Partnerships
AIRPORT ACCESS	<ul style="list-style-type: none"> • Phase 1 of airport surface access strategy
HIGHWAY NETWORK MAINTENANCE	<ul style="list-style-type: none"> • Less than 10% of carriageway length to have a negative residual life • All bridge structures assessed by 2002. Output of strengthening programme to be evaluated once assessments are completed

Table E.7 Local Transport Plan Key Outputs

(* - major scheme proposal)

The following investments form an essential part of the Local Transport Plan:

- typical annual investment of £15m by bus operators on the purchase of new vehicles which will deliver a higher standard of customer service and features enabling network wide improvements. There is a range of liaison mechanisms in place to ensure that programmes and projects are jointly developed. This process will be strengthened by the implementation of corridor specific quality partnership agreements, which will include the possibility of private sector investment in infrastructure;
 - investment by Railtrack on the local rail network including £165m on the Leeds 1st project to increase route capacity and improve facilities at Leeds station. This investment is the key to the further development of the local rail network, including the infrastructure proposals set out in this Plan;
 - construction of the Bingley Relief Road by the Highways Agency and expenditure in the order of £10m per year on the management and operation of Trunk Road and Motorway networks, and funding for District Council works on roads identified for future de-trunking;
 - investment by Leeds-Bradford airport in passenger facilities;
 - investment by Train Operating Companies in new rolling stock and in passenger facilities, including contributions towards the costs of new stations.
- enforcement of Traffic Regulation Orders by the Police and, subject to adopting powers through decriminalisation provisions, District Councils. Adequate enforcement is crucial to ensuring the success of bus priority measures and we consider that hypothecation of fines to be means of funding the necessary enforcement activities;
 - project management and advice, including securing funding, from Sustrans.

PLAN OUTPUTS

Overview of 5 Year Programme

An overview of the key outputs of the Plan 5 year programme for each of the strategy elements is set out in Table E.7

The financial realism underpinning the development of the Plan programme that the desire for the rapid development of a more integrated transport system in West Yorkshire is constrained by funding assumptions. This constraint is of most concern in relation to the threat that congestion poses to the continued economic success of Leeds. The Plan therefore includes proposals for Road User Charging in Leeds as both a means of managing demand and of securing the necessary funding to achieve the quality public transport (and other alternatives to the car) that is a pre-requisite of a sustainable and successful economy.

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In capital investment terms the measures which are regarded as a prerequisite to the successful introduction of a charging scheme were outlined in the Provisional LTP and are:

- Leeds Supertram network;
- Completion of Leeds Inner Ring Road Stage 7;
- Additional capacity on the local rail network - rolling stock and new stations;
- Accelerated implementation of traffic calming, cycling and pedestrian schemes.

REVENUE EXPENDITURE

The Local Transport Plan investment programme will be supported and complemented by revenue expenditure on public transport (including rail franchising, tendered bus services, promotion and information) and highway maintenance.

The plan proposes important additions to the transport infrastructure of West Yorkshire and it is essential that local authorities have sufficient revenue funds to maintain the basic condition of the highway network and public transport facilities such as bus stations and shelters.