



PRE-DRAFT



**REGIONAL SPATIAL STRATEGY
(RSS)**



TOPIC PAPER 5d:

DEMAND MANAGEMENT



**Consultation
Winter 2004/05**



Foreword

The Yorkshire and Humber Assembly has reached another crucial stage in the development of 'PLANet Yorkshire and Humber' - the new Regional Spatial Strategy (RSS). A draft of the new RSS is to be submitted to Government by the end of April 2005.

In preparing the new draft RSS the Assembly is committed to involving as wide a range of organisations and individuals as possible. The preparation process for the new draft RSS therefore provides for two specific periods of public consultation *before* a new draft RSS is prepared and submitted to Government. This is in addition to the continual involvement of many partners in the technical work for the new RSS.

The first consultation document - 'Draft Spatial Vision and Strategic Approach' (July 2004) - considered the overall approach that should guide the preparation of the new RSS (particularly the role of sub-areas), key issues facing different parts of the region and possible responses to these issues.

We have now reached the second stage of consultation. This is based on the need to consider in more detail how we can develop a clear spatial strategy for the region that takes into account all of the issues identified in the RSS Project Plan ('Shaping the Future', January 2004). This second stage of consultation is therefore structured around a series of 'topic papers', of which this is one. The full list of topic papers is:

- Topic paper 1: Introduction to Pre-Draft RSS
- Topic paper 2: Spatial Options
- Topic paper 3: Housing
- Topic paper 4: Economy
- Topic paper 5a: Freight
- Topic paper 5b: Strategic Public Transport
- Topic paper 5c: Public Transport Accessibility
- Topic paper 5d: Demand Management
- Topic paper 5e: Aviation
- Topic paper 5f: Transport Investment Priorities
- Topic paper 6: CAP reform
- Topic paper 7: Energy
- Topic paper 8: Water
- Topic paper 9: Sustainable Tourism
- Topic paper 10: Forestry
- Topic paper 11: Biodiversity
- Topic paper 12: Culture
- Topic paper 13: Health
- Topic paper 14: Education
- Topic paper 15: Minerals
- Topic paper 16: Sustainable Waste Management
- Topic paper 17: Retail and Leisure
- Topic paper 18: Monitoring

Please bear in mind that these topic papers are raising many challenges that policies in the new RSS will need to address. The topic papers do not include draft policies and there will need to be a great deal of integration across topic areas before the policies are drafted. The purpose of this stage of consultation is to receive feedback on what direction you think RSS policy should take.

Please note that these topic papers have not been endorsed by the Assembly, or its advisory body the Regional Planning and Infrastructure Commission. They do not represent Assembly policy but give an important opportunity for a wide range of stakeholders to feed in to the further development of the new RSS for the Yorkshire and Humber region.

Your comments

We would like your comments on these topic papers. You can answer the questions that we ask in the papers or you can send us your general comments.

We need to hear from you by **Friday 25 February 2005** so that your views and ideas can be taken into account as we prepare the new draft RSS to submit to Government.

Please send your comments to

Chris Martin
Director of Planning and Transport
Yorkshire and Humber Assembly
18 King Street
Wakefield
WF1 2SQ

Or email them to: emma.hunt@yhassembly.gov.uk

All the topic papers and accompanying documents can be found at www.yhassembly.gov.uk

Strategic Environmental Assessment/Sustainability Appraisal

At each stage of the development of the new RSS, a Strategic Environmental Assessment/Sustainability Appraisal (SEA/SA) is being carried out. At this stage, this appraisal has particularly concentrated on Topic Paper 2 – Spatial Options. The report of this appraisal is also available from the Assembly.

Any queries

If you have any queries about the topic papers, or any aspect of RSS, please call the Regional Planning and Transport team on 01924 331590.

Topic Paper 5d: Demand Management

Introduction

1. Demand management techniques aim to reduce car-borne journeys, particularly at peak times and in locations where their impacts are greatest. With growing congestion and limited opportunities to provide additional capacity on the road network, demand management is essential if we are to achieve sustainable growth and improved access to key services.
2. Demand management complements efforts being made to provide improved public transport services and achieve a modal shift (i.e. encourages journeys to be made by public transport rather than private car) which will reduce the impact of transport on the environment.

Background

3. Reducing the need to travel through locational policy (i.e. by seeking to ensure that homes are built in areas with good access to jobs and services, and that new businesses and services are developed near where people live) and managing mobility are key elements of existing RSS. Policy in existing RSS (based on the Selective Review of RPG12) recognises the potential of area-wide road user charging (as part of a national scheme) to play a part in demand management in the medium term, with a number of measures to be introduced in the interim period or for the foreseeable future if the Government does not introduce a national charging scheme.
4. This policy was informed by the results of the South and West Yorkshire Multi-Modal Study (SWYMMS), which analysed travel patterns across a large study area and tested a wide variety of transport policies aimed primarily at reducing congestion on the strategic highway network. SWYMMS advised that demand management was the only measure which would address congestion issues effectively and encourage a modal shift away from car travel. SWYMMS identified a national distance-based charging scheme as the preferred approach and this finding was endorsed by the Assembly in its formal response to Government on the study.

Process

5. Demand management was an issue included in RPG12 (October 2001). This forecast that the highway network would become heavily congested by 2016, with serious impacts on economic regeneration, health and environment. RPG 12 listed the demand management measures then available to local authorities and referred to the possible introduction of road user charging or workplace parking charges.
6. The Selective Review of RPG 12 (undertaken during 2002-2004) included demand management as a matter for review and the text of RPG12 was revised, principally to reflect the SWYMMS recommendations as adopted

by the Assembly. It proposed a two-stage approach, with a range of measures available to local authorities now, and a possible future approach within the context of a national charging scheme.

7. Based on the detailed consideration at the Public Examination, published RSS (based on Selective Review of RPG12) now broadly follows the two-stage approach, but with wording changes to achieve greater clarity and more emphasis on delivery of demand management and less on strategy development.
8. The topic has been discussed several times at meetings of the Regional Transport Forum and it is clear that a key issue is the extent to which guidance on regional policy should include demand management measures which are significantly more stringent than those currently used by local authorities in the region.
9. Recent work by consultants working for the Sustainability Commission has identified a need to consider demand management in connection with traffic generated by economic regeneration and also to consider the role of demand management in promoting sustainable tourism.

Key Issues

10. The guidance in existing RSS represents the outcome of detailed consideration of the issues at the Examination in Public in February 2004. However, a key element of this is the medium/longer term introduction of a national area-wide charging scheme by Government. The July 2004 Transport White Paper supports the stance on area-wide charging, but with introduction, if at all, in the middle of the next decade. This possibility is nevertheless within the period to which RSS will look ahead (i.e. to 2021).
11. The White Paper encourages local authorities to establish local congestion charging schemes when and where appropriate. This is supported by opportunities to seek Government funding from a Transport Innovation Fund for packages including demand management measures.
12. It may be appropriate to consider a more robust recommendation of workplace charging as an element of demand management that can be introduced with current powers. This would also bring an income stream which would support new or additional public transport proposals.
13. Existing RSS includes a wide range of demand management measures for the immediate and short/medium term. Further detail could be provided on these measures, but this might be regarded as repeating guidance available elsewhere. However, the importance of car parking should be emphasised, noting that a harmonised or co-ordinated approach across the region would discourage predatory parking policies.

14. The list of “soft measures” should be developed to emphasise measures such as travel planning and car clubs, although these are more associated with modal shift than demand management as such.
15. Existing RSS refers to work by the Highways Agency to develop priority measures for traffic on the motorway network, but additional work for SWYMBUS (South and West Yorkshire Motorway Best Use Study) could provide further guidance on criteria and opportunities for measures such as ‘ramp metering’ and other methods of controlling motorway traffic. This is due to report soon.
16. It may be necessary to consider how far it is practicable for the Assembly to “ensure” the co-ordinated introduction of parking/demand management measures across the region, given the controversial nature of these issues. In practice, individual local authorities make difficult choices to balance the benefits (reduced congestion, with improved safety and air quality) against possible disbenefits such as a loss of competitiveness in the local economy. It should be noted that “Strategic Management Measures” is already now one of the eight priority themes in RSS.
17. There may also be implications for the monitoring process, in terms of finding an appropriate indicator against which to monitor progress in effecting demand management.

Questions for Consultation

1. *Should the new RSS go further than existing RSS in recommending that local area-wide charging schemes be introduced in specific urban areas? Would this provide a supportive framework for individual authorities concerned about possible negative impacts on the local economy?*
2. *Should greater emphasis be put on workplace parking levies, which have the potential both to control private non-residential parking and produce an income stream which could fund desired public transport interventions?*
3. *Should new RSS include more detailed criteria and principles on individual demand management measures than are already included in existing RSS?*
4. *Is there a specific role for demand management in promoting sustainable tourism? (See also Topic Paper 9 – Sustainable Tourism)*
5. *Is it realistic for the Assembly, as Regional Planning Body, to ensure that steps are taken to introduce demand management measures across Yorkshire and Humber, given that decisions on individual measures will continue to be taken by individual authorities?*
6. *Should new criteria be introduced to monitor the introduction of demand management measures and their success in reducing congestion?*

References and Background Documents

As noted above, existing RSS includes detailed policy guidance on demand management.

In 2003, when the programme of Multi Modal Studies was completed, DfT published *Managing Our Roads*. This noted the benefits to road users and the wider community of reflecting through prices the costs of choices to drive on busy roads at busy times. It announced the Government's road charging feasibility study www.dft.gov.uk

In July 2004 the White Paper *The Future of Transport* advocated the introduction of more local congestion charging schemes as steps towards a national system. It proposed a Transport Innovation Fund that would link demand management to transport projects that encourage modal shift away from the private car www.dft.gov.uk

In July 2004, DfT also published a report of a study into the practical feasibility of introducing a national scheme for road pricing. The system considered by the study was broadly the same as that recommended by SWYMMS – a national distance-based charging scheme with a facility for local variation in the distance charge. The research concluded that such a scheme was technically feasible, but in the medium term (10 to 15 years). As yet Government has not responded to the report findings www.dft.gov.uk

Government also published research findings into the impact of “smarter choices” on peak hour travel. This encompassed school travel plans, workplace travel plans and personalised travel journey planning www.dft.gov.uk

Government guidance on Regional Spatial Strategies (PPS 11), published in 2004, includes as a “main aim of the Regional Strategy” guidance on the strategic context for local demand management measures within the region. It notes that the Regional Transport Strategy element of RSS has a key role in steering Local Transport Plans on where demand management measures might be appropriate www.odpm.gov.uk

Further supplementary guidance to PPS 11 is awaited in the form of a good practice guide to preparing Regional Transport Strategies