



**PRE-DRAFT**



**REGIONAL SPATIAL STRATEGY  
(RSS)**



**TOPIC PAPER 5b:**

**STRATEGIC PUBLIC  
TRANSPORT**



**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**

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All the topic papers and accompanying documents can be found at [www.yhassembly.gov.uk](http://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 5b: Strategic Public Transport

## Introduction

1. The Regional Transport Strategy (within the Regional Spatial Strategy) should set out a strategic framework for public transport, from rail to bus services, to ensure public transport issues are sufficiently integrated with spatial planning considerations at a regional or sub-regional level.

## Background

2. The South & West Yorkshire Multi-Modal Study (SWYMMS) informed the Selective Review of RPG12, now published as existing RSS, with particular reference to the future development of the strategic highway network in the region. At the end of the study, there were concerns that no equivalent framework for public transport had been provided.
3. Reducing the need to travel through locational policy (i.e. policies that set out where new homes and businesses are to be built) and managing mobility is a key element of existing RSS. A framework for public transport will inform locational policy by identifying areas well served by public transport and by identifying where public transport requires improvement to match the needs of existing and proposed development. Improved public transport will promote modal shift (i.e. encouraging more journeys to be made by public transport instead of the private car), expand travel choice and improve access for those without a car.
4. Work is still underway on developing the framework and it is therefore not possible to consult here on the framework itself. However, development of the framework has identified a large number of key issues which will influence the development of transport policy.

## Process

5. Based on the need for research into the public transport networks in the region, a brief was drafted to meet the perceived omissions in exiting RSS (thus informing new RSS) and also support the delivery of the second round of Local Transport Plans.
6. The Government's Guidance on Regional Spatial Strategies (Planning Policy Statement PPS11), requires RSS to include a strategic framework for public transport and includes a number of specific recommendations. These were used to develop the research brief.
7. The current work on the framework will be developed by further work to consider implementation and delivery.

## **Current Issues for Public Transport**

- 8.** Public Transport patronage in the region has increased between 2000/01 and 2002/03 by amounts varying from 1.0% in West Yorkshire to 17.3% in York.
- 9.** The RSS summer consultation document identified distinctive sub-areas within the region. In each of these sub-areas it set out an approach based on delivering growth in a sustainable way. A key feature of the spatial strategy is to focus growth and development within existing urban areas. Public transport is vital to supporting this strategy as it enables more sustainable access to city centres, which are identified as the principal economic drivers and support higher density development. A sub-area approach offers an opportunity to address cross-boundary issues as actual travel patterns are not constrained by local authority administrative boundaries.

## **Aims of the Framework**

- 10.** Public transport is a core issue for the RSS aims of achieving sustainable development. Although specific proposals for improved services and infrastructure are the most obvious outputs of the current research, the framework should help to develop specific land use policies to include in Local Development Frameworks to improve access by public transport.
- 11.** The public transport framework should not set specific service levels for particular public transport corridors.
- 12.** Although the development of the framework has not been completed, a number of key themes have been identified. The aim of the current work is to develop a public transport framework based on an integrated, efficient and high-profile approach to public transport. The detailed results of the research and analysis will be made available (probably on the Assembly website) to support regional partners – particularly local authorities preparing the second round of LTPs.
- 13.** There is a particular problem with planning for heavy rail. The Strategic Rail Authority (SRA) started a programme of Regional Planning Assessments in all the English regions, intended to be the basis for planning for regional and local rail provision for the next 5 to 20 years. The Assessment for Yorkshire & Humber was scheduled for late 2005 and therefore would not inform the new Draft RSS, and rail has had a “light touch” in the Assembly’s current study in order to avoid duplicating efforts through successive studies.
- 14.** Given the decision by Government to abolish the SRA, there must be some doubt over the future of the programme. The Assembly has already lobbied Government for the assessment work in Yorkshire & Humber to be carried out and it is understood that DfT favours the continuation of Regional Planning Assessments.

15. In December 2004 the Government published a consultation paper on devolving decision making and regional funding allocations, including transport. If this proposal is taken forward (and the Government has already used this region as a 'pilot' for testing out an Experimental Regional Transport Board), a better understanding of public transport in Yorkshire & Humber will help inform the development of recommendations on how regional allocations might be used for different modes. The Experimental Board based its work on the current set of transport priorities in existing RSS. These may be revised in the light of work on the Public Transport Framework. In addition there are a number of strategically important public transport initiatives being developed through the Local Transport Plan process.

### **Initial Findings from Work on the Framework**

16. Information on travel to work from the 2001 Census has enabled patterns of peak demand to be quantified between towns and cities across the region and into neighbouring regions. Although not as detailed as specific travel information obtained for studies such as SWYMMS (the South and West Yorkshire Multi-Modal Study), the data cover the whole region and make it possible to identify a network of key links and quantify the scale of demand. Overall, public transport currently serves 13% of travel to work journeys in the region.
17. A key issue for the current study was to consider which public transport services should qualify as "regional". The study has not analysed services wholly within stand-alone settlements, local services between linked settlements, or individual services for remoter settlements. Analysis has been informed by work on the Settlement Strategy early in the RSS process (See Topic Paper 2).
18. The analysis provides an understanding of linkages across the functional boundaries which affect public transport: both local authority boundaries and the traditional route networks of the operators. The RSS should provide guidance on Local Transport Plan (LTP) schemes which cross local authority boundaries. There are particular issues in areas which do not have Passenger Transport Executives covering groups of local authorities.
19. In rural areas there are few "strategic" routes, but the networks of bus service offer direct accessibility to local centres and provide connections to the rail network. However, the analysis has included networks of services connecting more remote settlements to service centres of sub-regional importance.
20. Access to airports serving Yorkshire & Humber air travellers is an important issue for public transport. Both Leeds/Bradford and Robin Hood (Finningley) Airports are developing proposals for achieving a significant modal share for public transport and demand for travel to Manchester Airport is a key driver for trans-Pennine rail services.

- 21.** Facilities such as park & ride, integral ticketing, information and fare structures are strategic elements of public transport. To achieve an improved modal split, local authorities will have to develop supporting policies on parking controls, the use of travel plans and forms of demand management.
- 22.** One of the key barriers to regional/ sub-regional public transport is cross-boundary integration. This covers services and infrastructure, but also fares, ticketing, information and marketing. There are already major initiatives such as Traveline Yorkshire, and Yorcard.
- 23.** If some form of area-wide charging were to be introduced – particularly the national scheme preferred by SWYMMS – this would have significant impacts on patterns of travel and demand for public transport. Also, it would produce a new revenue stream which could support public transport.
- 24.** The majority of services on the strategic bus network are limited in their geographical reach in order to provide a reasonably frequent service with a reliable journey time. It is generally difficult for these services to grow market share through service improvements because of the cost of providing additional capacity compared to the potential extra revenue.
- 25.** The draft framework identifies a series of key corridors, interchange nodes and service delivery options. It has seven themes:

  - Strengthen key corridors
  - Encourage sustainable travel demands and choices
  - Influence peak capacity and address demand suppression
  - Strategic Park & Ride/ Parkway stations
  - Develop and improve interchanges
  - Support strategies encouraging the use of public transport ticketing, information, etc.
  - Develop a regional transport funding taskforce to seek innovation and Government support.
- 26.** A key aim is that nowhere should be more than one connection away from a major public transport hub. The draft framework outlines four possible scenarios, essentially depending on the level of funding support.
- 27.** The actual approach to the future of public transport in the region depends on a wide range of authorities, agencies and commercial bodies delivering the implementation of interventions and investment in services. It is therefore intended to carry out a further stage of work to assess the support for the more forward-looking and ambitious scenario proposals.

## **Key Questions for Consultation**

The work to develop a strategic public transport framework to inform the RSS has not yet been completed, but the following points will require consideration:

- 1.** The Census data quantify travel to work journeys, but what influence should leisure trips have on public service provision?
- 2.** Do the emerging themes 1-7 set out above seem to be the right ones for a public transport framework to address?
- 3.** Does integration and expansion of public transport require the formation of new partnerships?

## **References and Background Documents**

Planning Policy Statement (PPS)11, requires RSS to include a strategic framework for public transport.

Guidance on the relationship between transport and land use planning issues in Local Development Documents is contained in PPS12 on Local Development Frameworks.