

PLYMOUTH CITY COUNCIL

LOCAL TRANSPORT PLAN 2001-2006

**ANNUAL PROGRESS REPORT OF
THE LOCAL TRANSPORT PLAN**

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REPORT 2000/01



EXECUTIVE SUMMARY

This is the first Annual Progress Report on Plymouth's Local Transport Plan (LTP). Each year local authorities have a statutory duty to report on progress made in the delivery of LTP objectives and targets.

It has been an exciting year for Plymouth with many highs and lows. The authority has continued building upon the transport infrastructure improvements of previous years by improving safety and access for pedestrians, cyclists and other road users in accordance with the road users' hierarchy outlined in last year's Local Transport Plan.

There has been no significant change in measured traffic flows and residents and visitors in Plymouth enjoy reasonable air quality as all measured air pollutants in Plymouth are well within nationally accepted levels.

Plymouth has also been successful in its bid for New Deals for Communities, pulling in a substantial amount of money to help regenerate the Devonport area in consultation with the local community. Community partnership working is also on-going via the East End Renewal Area. Both of these significant regeneration initiatives will have important transport elements.

Travel Plans have continued to be developed throughout the city via the creation of a citywide Travel Plan Forum. This is a partnership of transport providers and employers throughout Plymouth and its membership currently includes 60 organisations/companies. The Green Travel Pass for employers committed to reducing single car occupancy has continued to grow now covering the Plymouth Travel to Work Area and negotiations are underway to try and extend the pass to the rail network.

From 1st April 2001, the City of Plymouth became responsible for all Parking Enforcement, both on street and in the Car Parks. This change is called Decriminalised Parking Enforcement (DPE) and included the whole of

Plymouth. As part of the ongoing commitment to Customer Service the City Council provided a brand new Parking Shop (with wheelchair access) to deal with Parking matters including Residents Parking Permits, payments, Season Tickets etc.

As part of the government's modernisation agenda, the decision making structure at the Council has been overhauled with the introduction of a single cabinet style committee. This should speed up the decision making process, especially for decisions that were previously subject to approval of more than one committee.

The authority has also recently undergone a restructuring process (and in some departments this is still on going) and as part of that process the authority's traffic management division has been disbanded. Highway engineers in conjunction with a 'Consultant' partner will now deliver transport schemes and traffic management input. The reorganisation has resulted in a delay in recruiting a dedicated cycling and pedestrian officer but we are currently addressing this matter.

Preparation work has also continued on the Northern Corridor Public Transport Scheme and we are still on schedule to deliver in 2004.

During 2000/01 the Rail Industry has been hard hit with the frequent disruptions to service between Plymouth and Exeter. However the management at Plymouth Rail Station have given an indication that passengers are starting to return. Unfortunately we have not been able to progress the Rail Station Development Study further as Railtrack have decided to pull out but the matter is being pursued with the Strategic Rail Authority. However we are continuing to campaign on a regional and local level for the re-opening of the Drake Line.

On balance progress during 2000/01 has been mixed with some quite major positive experiences and minor set backs that we are actively seeking to address.

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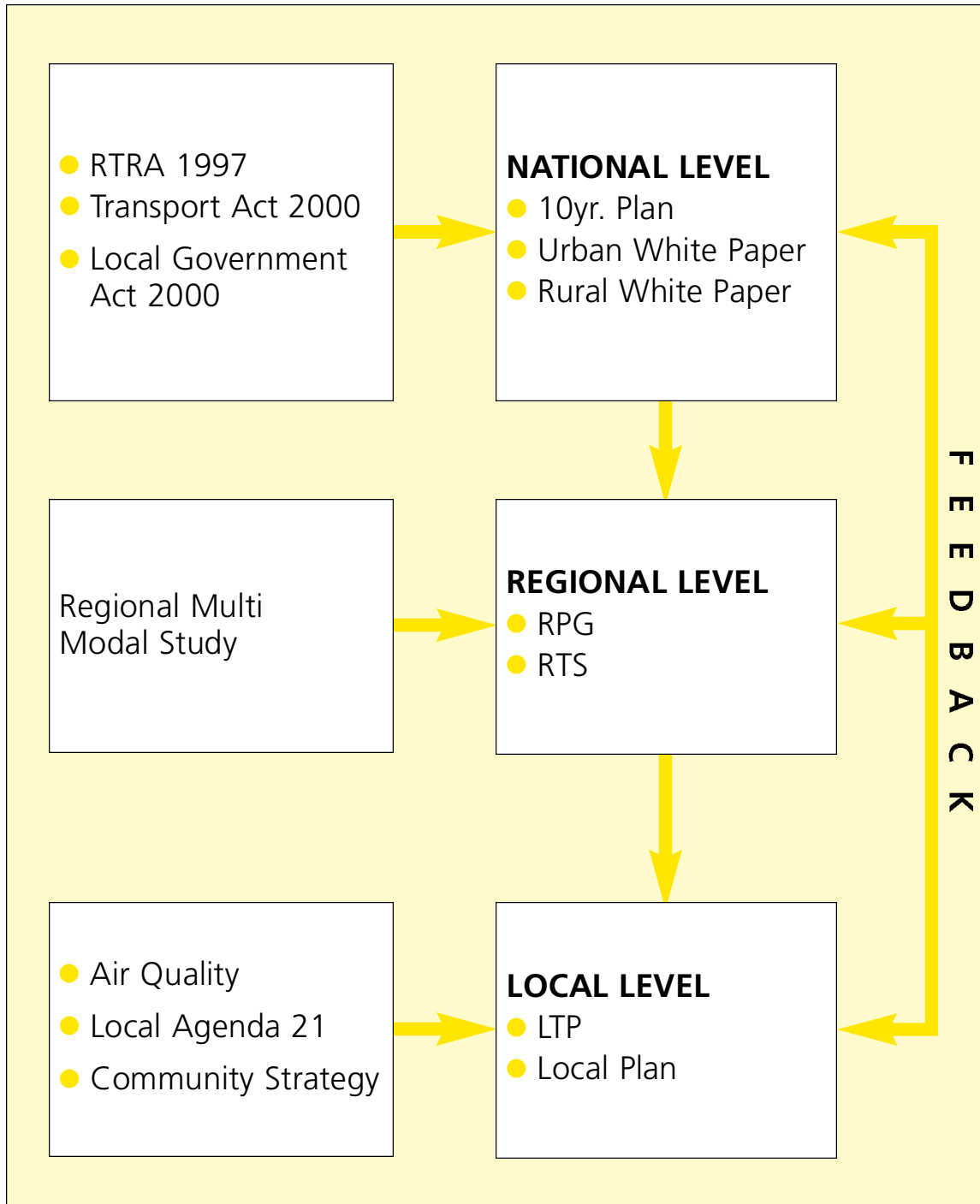
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1. INTRODUCTION

1.1 The 1998a white paper on transport 'A New Deal for Transport - Better for Everyone' stated that local authorities outside of London would set out their proposals for delivering integrated transport over a 5-year period in a Local Transport Plan (LTP). This replaced the previous process of allocating funds to highway authorities on an annual basis through the Transport Policies and Programme mechanism. Local Transport Plans became a statutory requirement under the Transport Act 2000.

1.2 In order to achieve a co-ordinated approach to transport the Regional Assembly has produced the Regional Transport Strategy (RTS) as part of the Regional Planning Guidance (RPG). The Regional Planning Guidance has set the framework for the Local Transport Plans and the relationship between national, regional and local level is shown in figure 1.1.

Figure 1.1 The relationship between national, regional and local strategies.





1.3 Central government no longer dictates specifically how resources are deployed at the local level but monitors spending and progress towards local targets via an annual progress check. This report is the first of those checks and sets out progress made towards Local Transport Targets in 2000/01 and comments on future development.

2. CONTEXTUAL FRAMEWORK

2.1 Best Value

2.1.1. Best Value in its simplest form is providing the community with what they want at a price they are prepared to pay. It became a legal requirement for all local authorities to deliver Best Value on the 1 April 2000 within a 5 year time period (Plymouth City Council 2001a). Best Value recognises that Local Authorities have limited resources and must continually strive to find new and innovative ways of providing better services within those resources. Every service that the City Council provides must undergo a Best Value Review. The review must incorporate the 4 Cs: Challenge, Compare, Consult and Compete and there are 4 stages known as Milestones:

- Milestone 1 Scope & Project Plan
- Milestone 2 Baseline Assessment
- Milestone 3 Direction & Outcomes
- Milestone 4 Action Plan

2.1.2 During Year 1 (1 April 2000 - 31 March 2001) three reviews were undertaken within the Transport Service:

Review	Function	Stage	Outcomes
Penalty Ticket Processing & Debt Recovery	Parking	Milestone 3	Milestone 4 to be completed in year 4 to gain experience of DPE
Lines & Signs	Parking Traffic Orders	Milestone 4	Provision of lines & signs to remain in house
Client Transport	Home to school transport Day care transport	Milestone 4	Education to review its entitlement policies for home to school transport

2.1.3 More detailed copies of the reviews can be found in Annex 1 and further reviews of transport functions will be undertaken in years 3 (2002-2003) and 4 (2003-2004).

2.1.4 Another important aspect of Best Value is the setting of performance indicators both at the national and local level. Where possible these performance indicators have been incorporated into the Local Transport Plan and in turn LTP targets and indicators will influence BVPI set during the reviews to be undertaken in years 3 and 4. Progress against Best Value performance indicators will be discussed later in this report.

2.2 Modernisation of Local Government

2.2.1 The government introduced the Local Government Act 2000 as part of the agenda to modernise local government. This set out various options for the reorganisation of local authority decision making processes.

2.2.2 Following consultation Plymouth has opted for a cabinet style committee. In the first instance all decisions will be referred to the Councillor with the Portfolio for Development and Transport. If the decision is a 'key decision' it will be referred to the executive committee. A 'key decision' can fall into one of two areas:

- i. a recommendation costing in excess of £144, 000
- ii. a recommendation that will have a significant impact on two or more wards

2.2.3 Once the decision has been made and recorded there is a three-day period where the decision can be challenged by the scrutiny committee or the opposition leader(s) of the Executive or Social Services Committee. A decision that has been challenged can be referred back to the decision making committee or full council for further consideration. The only exclusion to this 'calling-in' procedure is where the decision is urgent.

2.2.4 In addition there are also 7 area committees (Annex 2) consisting of ward councillors and members of the community. These area committees will act as consultees for decisions affecting their area including highway matters. From time to time the area committees may be asked to make decisions by full council.

2.3 Community Strategy

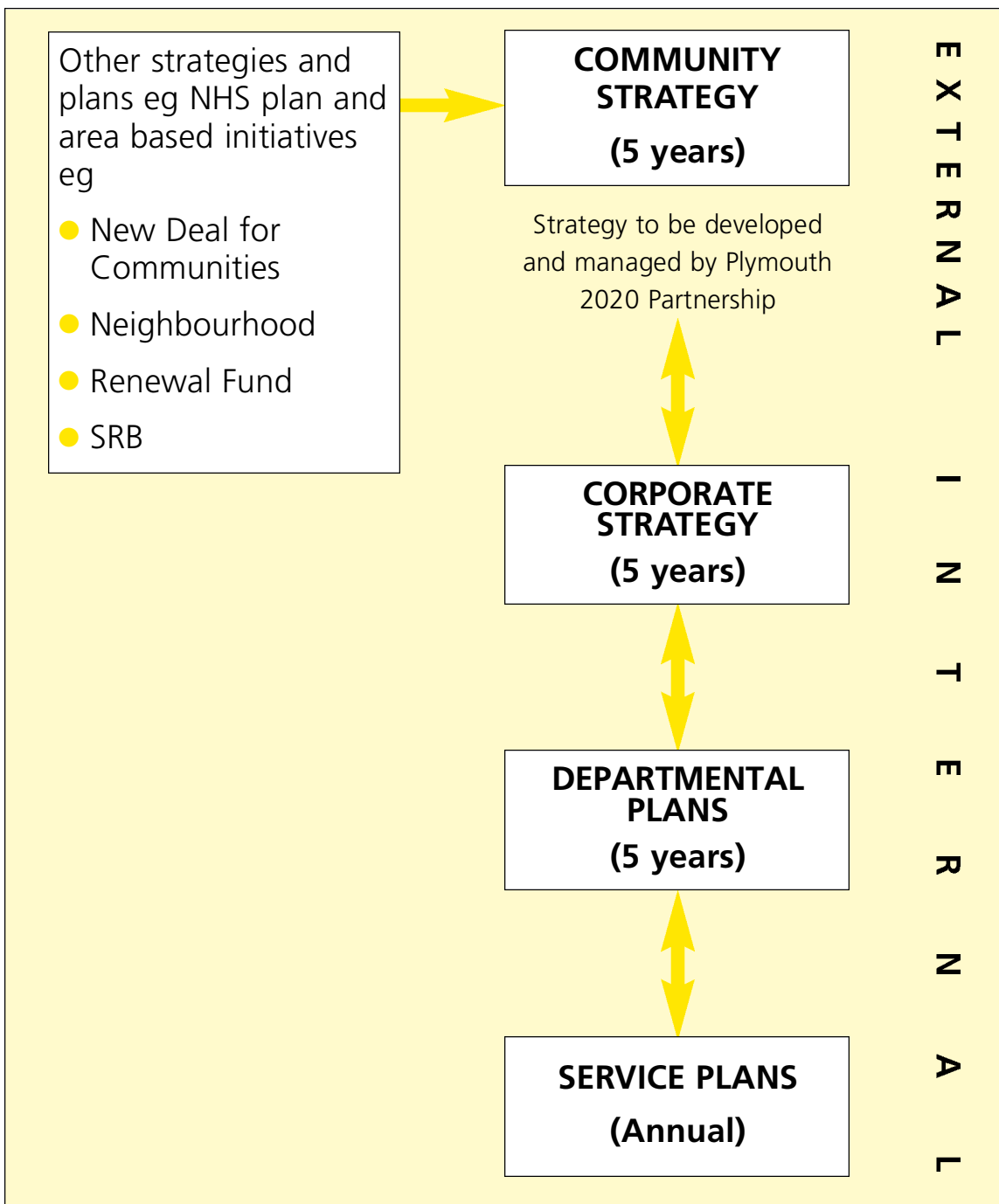
2.3.1 The Government requires every Local Authority to develop a Community Strategy to promote the economic, social and environmental well being of their community and contribute to sustainable development nationally. This strategy should contain a long-term vision, citywide priorities, and objectives with associated targets and actions over a 5-year period (Local Government Act 2000).

2.3.2 Plymouth already has a well-developed partnership containing key partners known as the Plymouth 2020 partnership. The partnership has already produced a strategic document known as the Pathfinder Strategy, which will form the basis of a large consultation exercise during 2001/2 to seek the views of the community and other stakeholders on the development of the Community Strategy.

2.3.3 The Council's contribution to the Community Strategy will be stated through its Corporate Strategy. The Corporate Strategy will therefore take its lead from the Community Strategy and have objectives and targets to deliver those commitments and other commitments, which the Council may want to achieve or must achieve as determined in law (Figure 2.1)

2.3.4 The Corporate Strategy will be the terms of reference for the Council and everything that we do must work towards the objectives and targets stated within it. The Transport objectives in the Corporate Strategy have been linked with Local Transport Plan targets and can be found in Annex 3.

Figure 2.1 Community and Corporate Planning - Plymouth City Council. (Plymouth City Council 2001b).





2.4 Structure Plan, Local Plan & Land Use

2.4.1 The Devon Structure Plan is a key document in the consideration of land and local planning issues in the City. Review of the current Structure Plan is due to commence shortly and will lead to the new Structure Plan for the period to 2016.

2.4.2 The Local Plan is currently being reviewed. The First Deposit Version of the new Plan, looking at the 2001-2011 period, will be published in late Autumn 2001. A consultation paper on a Vision and Strategy for the Local Plan review, published in July 2000, set out a number of objectives, including the following which relate directly to transport:

Objective 2. To develop greater integration of the city's economy with regional, national and international networks through the maintenance and improvement of strategic transport and communication links.

Objective 15. To manage efficiently the demand to travel and reduce traffic congestion through:

- providing for development in locations which reduce the need to travel,
- promoting transport choice, and
- efficiently using existing and providing new transport infrastructure.

2.4.3 The consultation paper set out a series of strategy statements, which propose how these objectives are to be implemented through the Local Plan. They include the following:

- Ensure an integrated transport strategy that complements the Local Transport Plan in reducing the need to travel and increase the provision of sustainable transport modes.
- Locating new developments in locations accessible to and by a range of transport modes.
- Promote a pattern of development that reduces energy consumption and increases accessibility to public transport.
- Support new investment in strategic rail, air, sea and road transport infrastructure.
- Support the retention and improvement of the airport.
- Safeguard land required to develop strategic transport infrastructure
- Carry out improvements to the city centre coach and bus interchange facilities.
- Support the provision of passenger water transport facilities.
- Support new and improved facilities at the railway station and ferry port.
- Ensure that new development improves safety and convenience for walkers and cyclists particularly along routes to schools.

- Promote traffic calming schemes and 'home zones' and remove 'rat runs'.
- Improve the safety for walkers in the city centre by transport and environmental improvements.
- Provide park & ride facilities in the northern and eastern parts of the city.
- Limit the amount of car parking in new developments by applying maximum standards and promoting travel plans.
- Ensure that adequate parking is provided in new development in areas of 'parking stress'.
- Implement a programme of strategic network of walking and cycling routes with links to the countryside.
- Complete missing links in the footpath and cycle-way network, improve existing and provide new links through contributions from developers.

2.5 Regional Transport Strategy

2.5.1 The role of the Regional Transport Strategy (RTS) is to provide a strategic framework for the development of Local Transport Plans and Development Plans. The latest version of the RTS is currently with the Secretary of State (having been through the regional assembly). However it should be noted that the RTS will need to be updated to take into account the findings of the multi-modal study affecting the South West.

2.5.2 The Regional Transport Strategy integrates transport and land use planning to support more sustainable travel choices. Therefore the emphasis is on reducing reliance on the private car by re-allocating road space to pedestrians, cyclists and public transport and there is a strong emphasis on bus priority measures. The RTS also recognises the potential for heavy rail to assist with urban movement around the Plymouth PUA.

2.6 Rail Provision

2.6.1 'Transport 2010 - 10 Year Plan' (paragraph 6.15) states that the Strategic Rail Authority (SRA) should work with regional and local planning bodies to take into account their expectations and priorities when setting the investment priorities for the rail franchises. Both the Regional Transport Strategy via the Wessex output specification and Plymouth's LTP (see Plymrail in the supporting documents of last year's LTP) have requested that the Drake Line is re-opened with a minimum of two trains per hour in the peak. The regional multi-modal study also supports the re-opening of the Drake Line.

2.6.2 The Strategic Rail Authority through its 'strategic agenda' also details the re-opening of the Drake Line, which has been included as one of the 3 infrastructure improvements projects for Devon and Cornwall.

2.6.3 The regional multi-modal study has also endorsed heavy rail enhancement of 'sub-urban' trains to the frequencies stated in 'Plymrail'. Hence there is consistency between the LTP, RTS, SRA and regional multi-modal study on rail topics.

2.6.4 A feasibility study has been undertaken on the possibility of a Plymouth Light Rapid Transit (LRT) system. It estimates the capital and revenue costs after demonstrating that LRT is feasible for Plymouth. Demand is currently being assessed for a cost benefit analysis to produce the business plan.

2.7 Creating and Sharing Prosperity in an Urban Environment

2.7.1 In its Urban White Paper (DETR 2000b) Government set the challenge for creating and sharing prosperity by:

- Promoting a culture of enterprise and innovation
- Encouraging increased investment
- Providing employment opportunities for all
- Providing an efficient, reliable and safe transport system

2.7.2 The Sub-Regional Economic Strategy will identify strategic and other significant employment sites in the area and the importance of improving strategic communication links (particularly rail and air) to the City.

2.7.3 A SWOT analysis carried out for the Plymouth Sub-Regional Economic Strategy (Plymouth City Council 2000a) identified Plymouth's peripherality within the UK and its perceived remoteness from markets as a particular weakness. Transport and the Road Maintenance Strategy has a role to play in improving the economic success of Plymouth by making such improvements to the transport infrastructure to improve and maintain connections regionally, nationally and internationally and providing better access to supplies and customers.

2.7.4 Plymouth with its airport, port and rail/road connections is in a strong position. However these links need to be developed further through public/private partnerships and through the intervention of Central Government so that they can be used to their maximum effectiveness.

2.7.5 Nevertheless transport has much more to contribute to the economy than maintaining and improving the transport infrastructure. In the Government's Urban White Paper (DETR 2000b) congestion was highlighted as particular problem in urban areas. Congestion can impact on the economy in one of two ways:

1. Congestion at peak times can make getting to work difficult/time consuming and can affect reliability of staff.

2. Congestion can impact on reliability of delivery and transportation of raw materials/products.

2.7.6 The emphasis of both Central Government and the Plymouth's Local Transport Plan is to tackle congestion by a combination of public transport measures and improvements to cycling and pedestrian facilities and highway efficiency.

2.7.7 The City Council is working in partnership with employers throughout the city via a Plymouth Travel Forum. The long-term aim is to set up local sub-forums as satellites from the city-wide forum to create the necessary critical mass for a sustainable travel plan operation and to work in partnership and encourage employers to consider the impact that their operations and staff place on the transport infrastructure. Such forums would look to more sustainable solutions and more efficient use of space e.g. free up car parking spaces for future development.

2.7.8 Many sectors of the community are dependent upon public transport for access to employment, which can sometimes form a serious barrier to work, and unemployment has serious consequences for the economy. Plymouth subsidises bus services either wholly or partially through the Single Regeneration Budget with the specific aim of improving access to employment areas by public transport. During 2000/01 these services provided 9,000 journeys to work.

2.7.9 Plymouth was successful in its bid for New Deals for Communities for the Devonport area. Devonport historically was completely dependent on the dockyard as a source of employment and since the dockyard has been downsized has suffered high unemployment, poor housing and is one of the most deprived areas within Plymouth. Transport Officers are working with members of the community, businesses and other agencies to improve the transport infrastructure within Devonport to improve access to employment, services and leisure. It is anticipated that such public investment will turn around the economy of Devonport, which in turn will affect the overall economy of Plymouth.

2.7.10 Finally transport can contribute to a successful economy by job creation. With increasing public investment in bus priority schemes, cycle paths, pedestrian walkways etc there will be a need for skilled people to build the new infrastructure. As public transport (particularly the bus) is seen as the backbone of any integrated transport scheme there will be a need to recruit more staff to deal with the increase in demand.

2.7.11 In response to the increase in demand for bus drivers Plymouth Citybus have made changes to their recruitment procedure to overcome the shortage of qualified bus drivers. The process commences with an



open day at the bus depot and there are two of these held per year.

2.7.12 Members of the public are invited to come along to a tour of the depot where they can speak to experienced drivers and members of the management team.

2.7.13 During 2000/01 about 125 people attended the open day. All those attending the open day were followed up in writing asking them to express an interest in a selection interview. Of the 125 attending the open day 80 expressed an interest in an interview, which were eventually whittled down to 45 training posts.

2.7.14 The applicant pays for the provisional PCV licence and the bus operator pays for the theory test and the medical. Subject to a successful medical and theory test result, candidates are taken onto the payroll and are paid a salary throughout training. Of the 45 selected at interview, 42 have gone on to be fully qualified bus drivers. Citybus have found that the new recruitment process not only results in well trained staff but also results in better staff retention.

2.8 Transport in a Rural Environment

2.8.1 In the Rural White Paper (DETR 2000b) , the Government set out what is seen as the future development for rural communities:

- Local services cutting down on the need to travel
- Recognition of the importance of the role of the car
- Flexible and responsive public transport
- Better co-ordination between community transport and bus & rail services so that community transport can fill the gaps in conventional public transport
- More community involvement and funds for small local projects
- Improved rural road safety

2.8.2 Plymouth as a unitary authority covers a completely urban area. However the city boundaries are in close contact with rural areas and Dartmoor National Park is within easy access of Plymouth. Since 1992 Plymouth has worked closely in partnership with other local authorities and service providers via the Plymouth & South East Cornwall Environs Transport Strategy (PSECETS) and membership includes:

Local Authorities

- Plymouth City Council
- Devon County Council
- Cornwall County Council
- Caradon District Council
- South Hams District Council
- West Devon Borough Council

Other Service Providers

- Highways Agency
- Plymouth Citybus
- First Western National
- Virgin Trains
- First Great Western
- Wales & West Trains
- Railtrack
- Taxi Trade
- Devon and Cornwall Constabulary

2.8.3 Membership includes councillors from the respective local authorities as well as officers. There is 9 years experience of partnership working at cross boundary level that was developed for the Transport Policies & Programme (TPP) process and has continued with the introduction of Local Transport Plans. During 2000/01 PSECETS has continued to work in partnership in the following areas:

- Eastern Corridor Study
- Western Corridor Study
- Drake Line/LRT
- Calstock Station Car Park - opened early July 2001 providing 27 parking spaces (including 2 disabled spaces) to encourage use of rail by local residents
- Replacement of Torpoint Ferries - in March 2001 the Tamar Bridge and Torpoint Ferries Joint Committee voted to pursue the replacement of existing ferries with 73 vehicle capacity ferries (existing capacity is 50). Any necessary changes to the highway will be incorporated into the project and implementation has been set for 2004.

2.9 Western Corridor Study

2.9.1 Survey work was undertaken on the Tamar Bridge, Cremyll Ferry and Torpoint Ferry during 2000/01 as part of the Western Corridor Study. The results of the survey are currently being processed. The data will be used in Caradon's Local Plan Review with the intention of examining land use allocation for park & ride sites. The following potential sites have already been identified:

- Carkeel Park & Ride
- Treulefoot Rail & Ride
- Menheniot Rail & Ride
- Torpoint Park and Ride

2.9.2 The Regional Transport Strategy recognises the use of park & ride facilities as the interface between rural and urban areas.

2.10 Eastern Corridor Study

2.10.1 During 2000/01 the consultants appointed for the Eastern Corridor Study have presented their final report. The purpose of the study was to identify potential locations for housing to the east of Plymouth and integrate transport and land use planning to encourage more sustainable travel choices. The study examines the potential impact on the transport network in the Travel to Work Area and looks at the radial routes on the A38 and A379.

2.10.2 The report will be used to inform decisions on housing in the South Hams Local Plan and, due to the sensitive nature of the report, the results will not be publicly available until the first deposit of the South Hams Local Plan, which will be in the January 2002.

2.11 Rural Bus Challenge

2.11.1 In April 2001, the City Council was awarded £214,800 for its project entitled 'Enhanced Rural Service Access and Quality'. The Project targets support for the Northern and Western corridors of the City's Travel to Work Area and will introduce demand responsive bus links for rural villages and hamlets, which either have no service or very limited service provision. The Project will introduce wheelchair accessible vehicles serving a total of 14 rural community areas, which link into the existing primary corridor services (1 x bus, 1 x rail). Operating at least 6 days per week, with a door to door service, advance booking facility, through ticketing arrangements and communications equipment between the vehicles and primary service corridors, this Project will provide new prospects for accessing leisure and employment opportunities for all. This Project is being delivered through a close partnership with Cornwall County Council with shared costs to achieve optimal value for money where possible.

2.12 Rural Bus Grant

2.12.1 Plymouth City Council receives a modest level of Rural Bus Grant, as it is principally an Urban Area. The Council has therefore chosen to use its grant in partnership with neighbouring rural authorities to provide both employment access and leisure services from the Plymouth Travel to Work Area. At present 3 services are supported, one each on the Northern, Western and Eastern corridors.

2.13 Public Transport Information

2.13.1 To date the Government's vision for Public Transport Information (PTI) has been delivered regionally through a partnership known as the South West Trip Initiative. The partnership consists of 15 local authorities and 11 public transport operators and has been led by Plymouth City Council. Since January 2000 the SW region has achieved the following:

- The establishment of 5 local database partnerships between Authorities and Operators.

- The unique geo-coding of all 28,000+ bus stopping points (Bus Shelters, Bus Stops, Hail & Ride Locations) throughout the region, and recording on a regional gazetteer.
- The modification and upgrading of all SW Operator and Local Authority time tabling and scheduling systems enabling data export in uniquely created ATCO.cif data exchange format for over 5000 local and regional services.
- The successful population of local GIS based databases with route and service overlays to individual bus stopping level for full multimodal public transport service information, with full export capability to a single regional database
- The development and introduction of a single regional SW journey planner providing a door to door based multimodal public transport information service to bus stop level inclusive of walk links, and with full implementation of national rail and coach information including routing rules. This Journey Planner supports the Call Centre Enquiry Management System (EMS) function, and soon to be enabled - Internet portal due to be finished in Summer 2001.
- The development and operation of a single regional Call Centre based in Plymouth, inclusive of a minicom service and full call cost revenue apportionment functionality. The Call Centre went live in August 2000.
- The establishment of a private company (South West Public Transport Information Ltd. - a company limited by guarantee and incorporated in January 2001), between Operators and Authorities; a separate finance company owned by the Operators for call apportionment revenue management and separate Associations of Operators and Authorities for the long-term delivery of the Project.
- The submission of a collective, single LTP submission on behalf of all SW partners by Plymouth City Council for the capital project development and enhancement program for the period 2001 - 2006.
- A trial is underway in Plymouth on behalf of the SW region, into the incorporation of fares information within the Journey Planner with the trial due for completion in September 2001 prior to the expected roll out of fares functionality during 2001 - 2002.
- The completion of the trial into the provision of the Journey Planner facility through touch screen systems. These will be introduced at select locations within Plymouth during the Autumn of 2001 as part of an access to work project.
- A trial is underway in Plymouth on behalf of the SW region in providing Real Time Information System on two service routes through the utilisation of the PTI data set. The trial is progressing well with completion due during Autumn 2001.



2.14 Social Inclusion

2.14.1 Traditional views of social inclusion have concentrated on supplying services for the elderly and people with disabilities. Central government has taken a much broader view of social inclusion and has opened it up to include all members of society living in the most deprived areas. Social inclusion has been linked to crime, education, health, access to employment as well as age and disability.

2.14.2 For many years Plymouth City Council has offered a very comprehensive concessionary bus fare scheme to senior citizens, disabled people and school children living within its City boundaries. Plymouth is unusual in that it is one of the few authorities to provide a local authority concession for transport to and from school beyond the requirements of the 1944 Education Act.

2.14.3 Plymouth has also been a pioneering force in the development of bus boarder sites throughout the City. The design developed in Plymouth is now being used nationally. Such sites improve access to public transport not only for the mobility impaired but also for many women with young children who are completely dependent on public transport. The bus boarder programme has gone hand in hand with the introduction of low floor vehicles on selected bus routes.

2.14.4 As previously mentioned Devonport has been successful in its bid for New Deals for Communities (NDC). NDC is a regeneration scheme to help turn around the poorest neighbourhoods by:

- Improving the job prospects of local people
- Bringing together investment in people and investment in buildings
- Improving neighbourhood management and delivery of local services

2.14.5 The emphasis is on partnership working and the main point of contact has been through six focus groups concentrating on the following areas:

- Employment, education, training and business support
- Health, social issues, community & leisure
- Physical environment, including housing
- Crime and community safety
- Youth
- Neighbourhood management

2.14.6 A transport steering group has been set up as a sub group of the Physical Environment Focus Group. The steering group consists of members of the community, business as well as transport officers from Plymouth City Council and to date there has been significant community support. Transport officers are working with the community to look at options for transport

improvements and better integration and there is an opportunity to explore match funding with LTP money. Projects that have been identified for further investigation include:

- Bus interchange at Cumberland Gardens
- Community bus services
- Better cycle connections to Torpoint Ferry and local rail stations promoting access to work
- Pedestrian/cycle bridge to connect the two halves of Devonport Park reducing the feeling of severance in the area

2.14.7 Plans for Devonport will be incorporated into the Transport Capital Programme and future developments will be reported in subsequent progress reports.

2.15 People with Disabilities

2.15.1 Both highway maintenance and the Local Transport Plan are making improvements for pedestrians with mobility impairments. Highway maintenance and the Local Transport Plan make relocating obstacles such as street furniture an integral part of all their schemes. As part of the enforcement process for all street works highway maintenance staff ensure that any cones placed on the highway allow the minimum width required for wheelchairs. Improvements for disabled pedestrians have included:

- Tactile paving - different types for different hazards
- Audible traffic signals for the visually impaired
- Tactile cones - button that rotates at pedestrian crossings to assist the deaf/blind
- Dropped kerbs for wheelchairs
- Widening footways and removing obstructions for wheelchairs

2.15.2 In addition to making transport infrastructure improvements for the mobility impaired via bus boarder programmes to improve access to public transport, Plymouth City Council also subsidises Plymouth Shopmobility & Community Transport in the form of a grant. Plymouth Shopmobility co-ordinate the following services for those members of the community unable to use conventional public transport as well as providing wheelchairs and scooters for people with disabilities:

- Ring & Ride Service
- Community Car
- Taxicard Scheme

2.15.3 All disabled motorists or motorists with disabled passengers can park for free within the City's car parks providing they have a valid disabled parking badge. The disabled badge scheme changed from orange to blue in April 2000 to bring the UK in line with the rest of

Europe. There are still valid orange badges in use but by April 2003 all these will have been replaced with blue badges. Transport Services have been in discussions with Social Services to bring issuing of the Disabled Badge Scheme under Transport so that those that issue the badges will also be responsible for their enforcement. The take over will be subject to a review that will incorporate current disabled parking provision and a provisional date has been set for April 2002.

2.16 Rethinking Construction

2.16.1 The Council has embraced the principles of Rethinking Construction (DETR 1998b) and is moving towards partnerships as a means of procurement for Construction supply chain services.

2.16.2 The Need: We have recognised that:

- Central Government will increasingly tie grant regimes to the use of the Rethinking Construction Initiative (RCI)
- BV Inspectors will check to see procurement strategies incorporate RCI
- Audits of Best Value Performance Plan (BVPP) will check to see it reflects RCI
- There are real savings to be made from collaborative rather than adversarial approaches to procurement of construction works

2.16.3 The Opportunities:

- We have entered into a partnership for top up design services with Pell Frischmann. The partnership will: provide additional resources; allow comparison of working practice with the private sector; provide competition through comparison of in-house costs with partner costs (competitively tendered); and provide a degree of challenge to the in-house team in culture, systems and procedures, and provide a framework for continuous performance improvement so meeting many of the BV requirements.
- We will be letting a partnership contract for topographical surveys during the current financial year, to reduce costs of tendering, improve response times and seek continuous performance improvement - this will be exclusively private sector service provision.
- We will be letting a partnership contract for geotechnical surveys during the current financial year, to reduce costs of tendering, improve response times and seek continuous performance improvement - this will be exclusively private sector service provision.
- Our framework contract for Highway Improvements expires in December and will need replacing. We are investigating the feasibility of a partnership contract to cover work valued at between £25k and £500k to be let this financial year. This would reduce tendering costs; provide resources; allow comparison of working practice with the private sector; provide competition

through comparison of in-house costs with partner costs (competitively tendered) provide a degree of challenge to the in-house team in culture, systems and procedures, and provide a framework for continuous performance improvement so meeting many of the BV requirements.

- The Street Lighting TMC expires in March 2002 and we will be considering a partnership contract to deliver continuous performance improvement.
- Partnership contracts will be considered for spot contracts for works valued over £500k, and it is intended that the major project for the A386 George Junction realignment will be undertaken through a partnership contract.

2.16.4 Future Possibilities:

- We are investigating the feasibility of partnerships for the supply of some materials e.g. Plymouth Grey paving slabs, cast iron street furniture, street lighting equipment, etc.
- We are investigating the feasibility of a partnership with a reclamation company for the purchase and sale of salvage materials, which we do not have space to store e.g. granite materials, paving, etc.

2.16.5 A Stage Further:

- We are investigating the possibility of drawing these various partnership contracts together in a voluntary network with the potential benefits of maintaining partnership teams from one project to the next. This proposal may be submitted as an M4I project.

These proposals will need to be developed in accordance with the City Council's Procurement Strategy, which is currently being produced.

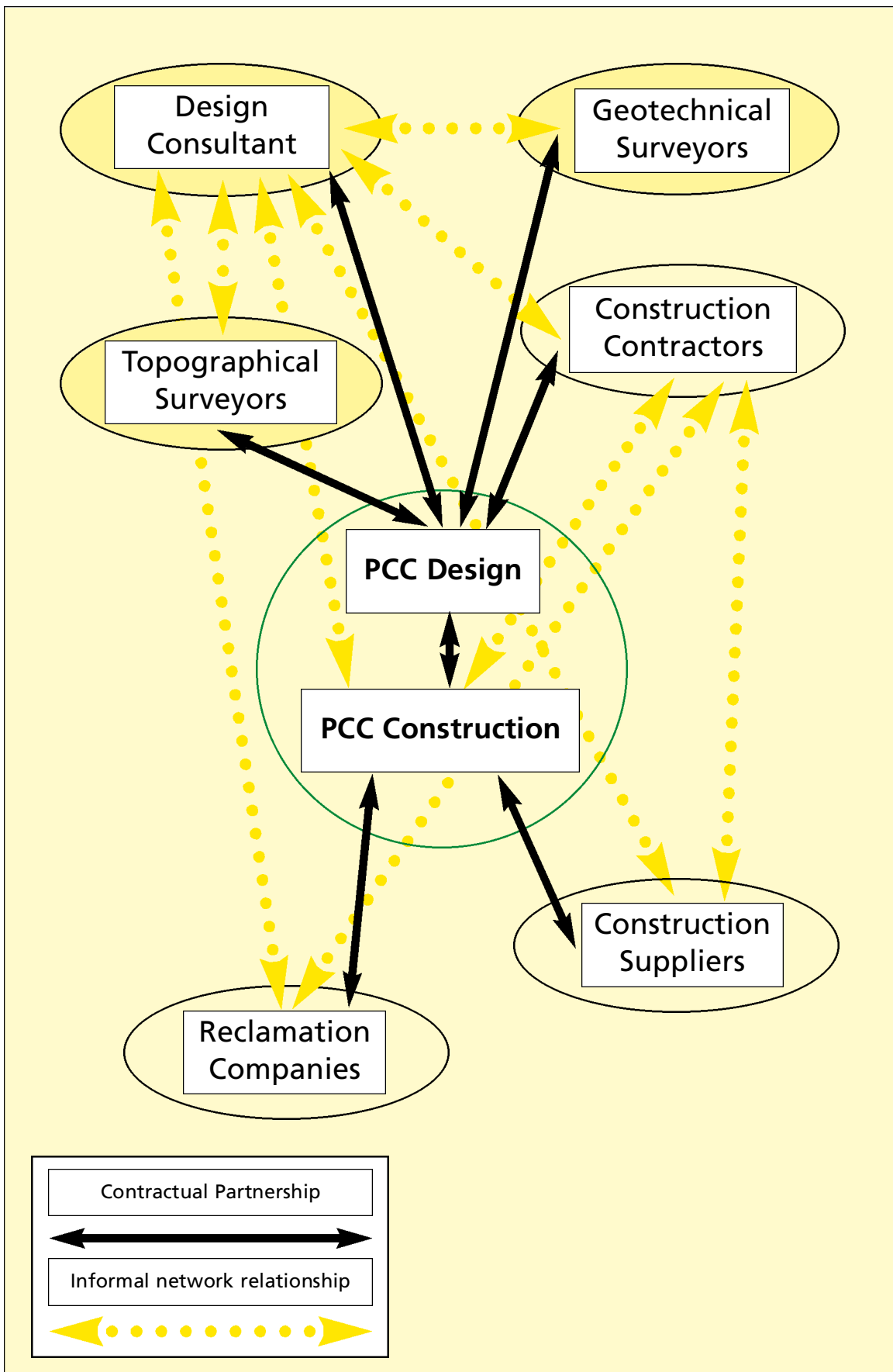
2.16.6 Key Elements of Collaborative Working with the City Council

- Options appraisal involving all team partners who have something to contribute.
- Long term contracts enabling investment in the partnership by the parties and reducing cost/disruption of repeat tendering
- Outcome specifications
- Performance management and Key Performance Indicators - Construction Industry KPIs
- Challenge traditional procurement practice
- Integrated Teams
- Use of Rethinking Construction Basic Toolkit

2.16.7 Construction Industry Key Performance Indicators

- We are implementing the Construction Industry Key Performance Indicators with our partners with an anticipated start date of August, 2001.

Figure 2.2. A network of partnership contracts:



3. PROGRESS & ACHIEVEMENTS DURING 2000/01

3.1 Data Collection & Monitoring

3.1.1 Data collection is an integral part of performance measurement and management because data can help to identify and quantify problems on the highway network. Since becoming a highway authority in April 1998 Plymouth has established a specialised team to deal with data collection in the following areas (the list below is not exhaustive):

- Traffic counts
- Interview Surveys
- Cycle Surveys
- Pedestrian Counts
- Journey Time Surveys
- Vehicle Occupancy Surveys
- Street Parking Surveys
- Car Parking Surveys

3.1.2 Since the team was established it has programmed and carried out approximately 200 surveys per annum.

3.1.3 Since April 1998 we have expanded our automatic traffic counter sites from 0 to 11 sites by 2000/2001. A further 6 sites have been installed with telemetry (2001/02) so that all the principal routes into Plymouth have at least one traffic counter. It is hoped that by the end of 2001/02 the ATCs for the A38 cordon will be complete.

3.1.4 During June 2000 Plymouth's Traffic Control Room went on line. The control room consists of 15 operational cameras on the major junctions in Plymouth and all 15 cameras can be viewed at all times. All cameras are recorded in time-lapse mode 24 hours a day 7 days a week. There is one real time recorder that can record one camera at a time. The major advantage of having the traffic control room based in Plymouth is that it facilitates more localised control and enables staff to respond to congestion problems much quicker. Staff can control traffic flows manually creating a 'green wave' where necessary. The control room permits co-ordination of the traffic signals according to traffic density. This enables priority to be given to public transport and emergency vehicles.

3.1.5 Transport Services also receives data from many other sources, which include public transport operators, road traffic accident records and car park usage/penalty charge notices (PCNs). Data collection can be an expensive process therefore it is always prudent to exhaust existing data sources first.

3.1.6 Principally data has been collected for the following reasons:

- Decision making
- Developing and validating traffic models
- Measuring performance eg Road Traffic Reduction Act

3.2 Performance During 2000/01

3.2.1 The indicators and targets contained within this report (see Table 4.1 in Annex 4) have been drawn from a wide variety of sources. National targets and requirements under Best Value have been incorporated where possible. Some attempts have been made to fill in gaps from last year's Local Transport Plan and to relate indicators more effectively to the targets. This will be an ongoing process during the development of the Local Transport Plan and is seen as part of the continuous improvement programme.

3.2.2 The following paragraphs below (3.2.3 - 3.2.45) are the supporting narrative to Table 4.1 in Annex 4.

Economy

3.2.3 The economy in Plymouth has continued to improve. The unemployment count has fallen below the national average (3.3%). The gap in earnings has also closed with the gross average weekly earnings being at 91% of the UK level and between 1998 and 1999 the number of employees has risen by 6%. Although the Gross Domestic Product has increased between 1996 and 1998 when compared with national figures the picture does not look so good. In 1996 GDP per head in Plymouth was 93% of the UK level and by 1998 it had fallen further behind to 91% of the UK level. This continues a pattern of decline from 1993 when the GDP per head in Plymouth was 5% higher than the UK level.

Demand Management

3.2.4 A more detailed discussion of traffic flow analysis and congestion monitoring has been included in relation to the Road Traffic Reduction Plan (see paragraphs - 3.5.1-3.5.4).

3.2.5 As part of work undertaken to promote Travel Plans throughout the city a Travel Plan forum has been set up (see paragraphs - 3.2.8-3.2.11).

3.2.6 The position in relation to road user charging remains unchanged. Traffic/Demand management will still be delivered through a combination of traffic calming schemes, resident parking schemes and UTC. As mentioned previously the UTC Control Room went online in Plymouth in June 2000 and this has substantially increased the responsiveness to congestion problems at a more localised level.

3.2.7 We are currently investigating converting some of the proposed 20mph zone/traffic calming schemes in the Transport Capital Programme into Home Zones particularly in regeneration areas e.g. Devonport, Cattedown and Prince Rock.



Travel Plans

3.2.8 The objectives, targets and indicators for Travel Plans have been completely revamped to address the issues raised by Government Office South West following the submission of last year's Local Transport Plan. Targets and indicators have now been incorporated beyond those relating solely to the authority (see Table 4.1 in Annex 4).

3.2.9 During 2000/01 a citywide Travel Plan Forum was instigated and a roll out programme of Area Specific Travel Plan Forums has been designed. The forums are being developed to co-ordinate and integrate a citywide approach to the development of Travel Plans and general travel requirements within the commercial sector.

3.2.10 A public-private partnership has also seen the extension of the Green Travel Pass, which gives extra discount on bus travel to participating companies and can be used on both First Western National and Plymouth Citybus. Work is currently progressing to attempt to extend the scheme to rail operators. The area covered by the pass has been extended from the city boundaries to include the Plymouth Travel to Work Area. Green Travel Passes are available to all employers who have made a commitment to reducing single car occupancy.

3.2.11 The authority has also been active in a number of partnership initiatives formulated to develop a city-wide approach to Travel Plan development which include:

- Public Transport Information Terminals
- Spatial analysis of employees in relation to bus routes
- Feasibility of a city-wide car sharing database

Pedestrians

3.2.12 Work on the pedestrian audit has yet to be started due a number of restructures that occurred throughout the authority. The situation will be addressed shortly via the recruitment of a dedicated pedestrian and cycling officer. Therefore it is unlikely that the pedestrian audit will be completed before March 2002. The pedestrian audit will identify any changes in the length of recreational footpath within the city.

3.2.13 Pedestrian activity can be particularly difficult to monitor as walking can form part of a journey, which has substantially been made by car or public transport. Initial guidance from the Department of Transport & Local Government Regions (DTLR) emphasises data collection as part of implementation of Travel Plans looking at how people travel to work or education but this does not include walking for pleasure. Much of the influence of the Local Transport Plan is very subtle attempting to improve safety and accessibility along pedestrian routes but population of these facilities will rest with individuals of the community. Consultation will be an integral part of collecting qualitative data.

Cycling

3.2.14 Although the level of cycling has decreased in comparison with last year it will take a number of years to establish a meaningful trend to determine if the change is part of the normal stochastic fluctuations or if it is an actual downward trend. In spite of this the provision of cycling facilities and infrastructure has continued to increase throughout Plymouth. However it is anticipated that cycling levels in 2001/02 will be down due to foot & mouth.

3.2.15 Plymouth City Council in partnership with Devon County Council and the Rural Development Agency submitted a bid for objective 2 funding to Government Office South West in July 2001. If the bid is successful it will enable completion of the around Devon cycle/foot way and the strategic Plymouth cycle/foot way. Realisation of the Plymouth bid will deliver an additional 30 km of cycle/foot way over a five year period and is anticipated to attract an additional 100,000 cycling/walking visitors to the city each year.

Buses

3.2.16 Bus patronage has increased by 1% in 2000/01 and although this is slightly less than the target set in last year's Bus Strategy it is on target to meet the national target set in 'Transport 2010 - The 10 Year Plan' (DETR 2000a). Investment in improvements for access has continued during 2000/01 with an extra 12 low floor buses on the network and some additional bus boarder sites that have been completed on site early in 2001/02 and will be reported in next year's progress report.

Rail

3.2.17 Rail passengers coming to and passing through Plymouth were slightly down in 2000/01, which is largely due to the frequent disruptions of the line between Plymouth and Exeter to enable necessary works to be undertaken on the track. First Great Western, who manage the Railway Station in Plymouth, has confirmed that passengers are starting to return. As yet we have no figure for Rail Freight although we hope to be able to identify a figure through the formation of a Quality Freight Partnership.

Road Safety

3.2.18 The 1999/2000 accident & casualty figures have been adjusted as the figures reported in last year's Local Transport Plan were for the 1999 calendar year. With the exception of pedestrian casualties 2000/01 figures are down in comparison to 1999/00 therefore some progression has been made towards achieving the targets set.

3.2.19 Performance of Local Safety Schemes is monitored in terms of average collision saving per year. Collision data is collected for the 3-year period prior to the anticipated implementation of the scheme and collision data is collected a minimum of 12 months after

the scheme has been completed and is monitored for a period of 3 years. Therefore we are not able to report on actual collision savings for 2000/01 until next year but can report that the total average collision saving for schemes completed during 1999/2000 was 18.8. This figure is a conservative estimate, as it does not take into account some schemes that had just been completed as the data was compiled.

3.2.20 There are 3 Safer Journeys to School Projects in the Capital Programme for 2002/2001 and a survey to collect some baseline data on home to school journeys is also in the pipeline.

Parking

3.2.21 Decriminalised Parking Enforcement (DPE) was successfully implemented on the 1 April 2001 and all Parking Attendants are in full force. New targets for DPE will be set at a future date. Although the number of spaces has remained the same the number of disabled parking spaces has been increased. Car park usage figures have not been quoted for 2000/01 because during the year there were some changes made to parking policy that saw the abolishment of charges for Sunday and Evening parking to encourage the economy of the city centre. The figures in 1999/2000 were based on ticket sales but as there are no tickets issued on a Sunday and in the evenings any figure produced for 2000/01 will not give a true reflection on usage throughout the year. Parking Division have a full programme of work, under environmental improvements, to achieve further secured car parks to reduce auto-crime in line with the Plymouth Crime and Disorder Audit 2001 and the Crime Reduction Strategy 2002.

Environmental Quality

3.2.22 For a more detailed discussion please read Air Quality Management (paragraphs - 3.6.1-3.6.7)

Taxis and Private Hire Vehicles

3.2.23 Taxis have an important role in the transport network particularly for passengers with disabilities. Taxis are also important in home to school transport provision for children with special needs. In Plymouth the number of private hire vehicles has continued to grow and so has the number of hackney carriages with disabled access. The test pass rate has remained at about 90% with half of those passing first time.

3.2.24 The role of the taxi as an alternative to the car for the journey to work has also been recognised in some of the travel plans implemented by employers within the city by negotiating special prices with some of the City's taxi companies for employees who share vehicles. In addition under New Deals for Communities the possibility of taxi shuttle services are also being explored.

Highway Maintenance

3.2.25 Throughout 2000/01 the percentage of principal highway with 0 years residual life has dropped but the percentage of principal highway with residual life of more than 15 years has not changed significantly. The cost of highway maintenance per 100 miles travelled by a vehicle on principal roads has increased from £0.21 to £1.05 because there was an amendment in the guidance for calculating the indicator so that the denominator had been incorrectly measured in 1999/00.

3.2.26 Through the Local Transport Plan the City was allocated £1.324 million for principal road maintenance and the assessment, strengthening and maintenance of bridges and structures compared with the bid of £3.644 million and an allocation in 2000/2001 of £1.814 million. However, with the agreement of Government Office, the allocation of £1 million for the maintenance of non principal roads has been used to sustain the principal road maintenance and the assessment, strengthening and maintenance of bridges and structures programme pending the collection of baseline condition information on the non principal road network. A budget of £2.128 million has thus been set for these works. This is however a temporary solution as the money is effectively borrowed from the non principal roads maintenance budget and will need to be invested in that area ultimately in future years.

Bridges & Structures

3.2.27 Progress has been made during 2001/02 on the bridge condition indices. During each general/principal inspection every bridge is awarded a mark between 1 to 5 to record its condition. To date 65% of the bridge stock has been given a condition indicator resulting in an average score of 3.25. By spring of 2002 the first full cycle of inspections will be complete and at this time we will be able to give an update on the baseline indicator.

3.2.28 In parallel to this work Plymouth is contributing to the County Surveyors Society research project into the formulation of a national indicator. Developments will be closely monitored to align our procedures with the recommendations of this work.

3.2.29 The Structural Maintenance bid for 2000-2006 was not completely successful as DETR policy favoured structures on principal road networks and in Plymouth there are no bridges on principal roads. Additional bridge money will be made available for non-principal roads in 2003/04 to fund the backlog in highway maintenance. However to maintain the current momentum in strengthening works a decision was made to temporarily transfer a proportion of the non-principal road maintenance money to Highway Structures and put back the Highway Maintenance programme of non-principal roads to 2003/2004. However current levels of funding only covers 60% of the original bid making any significant progress to address the current backlog unlikely.



3.2.30 Bridge assessment is 82% complete and the remainder is well in hand. However finding and retaining suitably qualified Bridge Assessment Engineers remains a problem but a possible solution could be to bring in engineers from our new 'Consultant' partners.

3.2.31 The expectation is that the bridge-strengthening programme will be complete by late 2003 but this is dependent on final assessment results. During 2000/01 90% of City Council schemes have been completed and 2 Railtrack schemes are pending works agreement negotiations.

3.2.32 Current files, reports, inspection records, photographs and correspondence are all stored electronically. The creation of a Retaining Wall database is 50% complete and completion is anticipated by Autumn 2001. Completion of the database will accelerate the retaining wall assessment programme.

Park & Ride

3.2.33 Park & Ride passenger journeys are down in 2000/01 in comparison to 1999/2000. There were some changes made in the fare structure during December 1999 to attempt to discourage abstraction from local bus services. Perhaps this in combination with the introduction and extension to include the Travel to Work Area of the Green Travel Pass for companies with Travel Plans may account for the decrease in passengers.

Air Services

3.2.34 In 2000/01 the management of Plymouth Airport changed from British Airways to Sutton Harbour Company. The number of passengers using the airport has continued to grow. A discussion of the Airport Surface Access Strategy is in paragraph 3.7.1.

Street Lighting

3.2.35 In 2000/01 the percentage of street lamps not working as planned is still very small with 99% of street lamps being operational. The average cost of maintaining streetlights has increased because the 2000/01 figure includes capital charges not included previously.

Port & Shipping

3.2.36 There has been an increase in the number of passengers through the port of Plymouth and bulk cargo through Cattewater but tonnes of freight have fallen.

Social Inclusion

3.2.37 Much of the emphasis of the LTP is to reduce social exclusion by promoting social inclusion. Some effort has been made this year to include more indicators of social inclusion to fit in with government's broader definition.

3.2.38 Although expenditure on concessionary fares is down this year this can not be attributed to any changes to concessionary bus fares but that fewer concessionary passengers travelled during 2000/01.

3.2.39 There may be possibility of exploring with New Deals for Communities some new indicators for social exclusion and monitoring the impact of transport schemes within the New Deals area.

Visitor Transport

3.2.40 The number of coaches using Bretonside coach station has fallen due to changes in the layout of the station and the effect that this has had on capacity. Anecdotal evidence suggests that alternative drop off facilities such as the National Marine Aquarium and Phoenix Wharf have been adopted by the coach operators and that the industry remains strong and the numbers of coaches have remained at similar levels to before. New monitoring arrangements have been implemented at the coach station, which will form the basis of the future input into the APR over the course of the LTP as an indicator of long-term trends and replace the existing monitoring arrangements. Monitoring arrivals throughout the rest of the City will be investigated during the life of the LTP and liaison with the Plymouth Marketing Bureau will provide an indication of overall level of coaches visiting the City.

Awareness Raising/Publicity

3.2.41 We are currently reviewing indicators for consultation, publicity and awareness raising.

Data Collection & Monitoring

3.2.42 There are two types of data collection carried out on a regular basis and these include manual traffic counts and automated traffic counts. Although the manual traffic counts appear to be slightly down in 2000 this is misleading as one survey carried out as part of DPE took 20 days to complete. Although the number of ATC sites has not changed 6 sites have very recently been installed along the A38 cordon and these figures will be reported in the update for 2001/02.

Mobility Impaired

3.2.43 The indicators have been updated to show the scope of sustainable travel choices that are on offer to the mobility impaired in Plymouth. Accessibility to conventional public transport has continued to grow and there has also been an increase in passengers on services provided by community transport.

Powered Two-Wheelers

3.2.44 Further work will be carried out in this area during the completion of the Powered Two-Wheeler Strategy.

Freight Transport

3.2.45 The Freight Quality Partnership has yet to be established.

3.3 Expenditure During 2000/2001

3.3.1 During 2000/2001 the total expenditure on works financed through the Local Transport Plan settlement was £3.073 million against an allocation of £3.723 million. This represents an underspend against the Supplementary Credit Approval of £650,000.

3.3.2 There was an underspend of £432,000 on bridges and structures due to delays in completing the procurement of some major strengthening works and tenders representing a saving on budget costs. In particular work associated with The Hoe Promenade strengthening was delayed following the listing of the structure as a feature of the Tinside Pool area. The current programme has been increased to ensure the carry over from 2000/2001 will be fully expended during 2001/2002 on bridges and structures.

3.3.3 The 20% underspend on Local Safety Schemes arose as a result of unforeseen difficulties implementing two schemes relating to signalisation of roundabouts. Approval to proceed with the larger of these schemes at Forder Valley has now been received and it is anticipated that issues relating to the North Cross scheme will be resolved shortly. The introduction of additional schemes into the programme late in the year has meant that schemes have been implemented early in 2001/2002 to take up the underspend immediately from 2000/2001.

3.3.4 Within the package the delivery of bus priority and passenger facilities in the Derriford area have been delayed due to planning issues and detailed negotiations with the NHS Trust. The recent announcement of a proposed extension to the existing regional hospital at Derriford has raised a number of issues relating to the prudence of proceeding with our advanced plans for bus priority and bus interchange facilities. Discussions are continuing in relation to these issues and the relationship between them, the Local Transport Plan and the Local Plan. It is not possible to determine how and when these issues will be resolved due to the uncertainties that inevitably arise with such major development proposals. Additional bus priority measures have been identified and will be progressed.

3.4 Public-Private Partnerships

3.4.1 In January 2000 a new partnership was formed between Plymouth City Council and J C Decaux for the maintenance and provision of bus shelters throughout the city. During 2000/01 all the city's old advert bearing shelters have been replaced with state of the art shelters that improve disabled access, provide seating without compromising access and provide internal lighting to improve security. The replacement of non-advert bearing shelters is 90% complete with the outstanding 10% in hand. The new contract will deliver 520 new bus shelters throughout the city once the replacement programme is complete.

3.4.2 In 2001/02 works will commence to replace all the

bus stop flags at sites without shelters and place timetable cases at all sites. A recent survey also highlighted the need to replace 700 poles. Work for the replacement of flags and poles will be put out to tender during 2001/02.

3.4.3 Throughout 2000/01 Plymouth City Council has worked with private developers to deliver the following:

- £50,000 towards upgrading signals and putting in CCTV at Transit Way
- £75,000 towards improving signals at the junction of Horn Cross/Dean Cross
- £150,000 for 4 zebra crossings and a mini roundabout on Horn Cross Road
- £15,000 for a bus boarder at Sainsburys
- £8,000 towards 3 ATCs at Sainsburys
- £20,000 towards the provision of a rising bollard bus gate at Manadon

3.4.4 Pell Frischmann were awarded a contract in June 2001 to assist in the delivery of the Local Transport Plan (see paragraph 2.16.3)

3.4.5 The city council is also working closely with a private company in the development of a GPS Tracker for congestion monitoring.

3.5 Road Traffic Reduction Plan

3.5.1 The Road Traffic Reduction Plan was published as part of last year's Local Transport Plan (see Demand Management under Table 4.1 Annex 4). As a result of that plan a number of targets were set relating to Am peak traffic flows in the City Centre cordon and along strategic corridors. Initial analysis of traffic flows in the city centre cordon and along the strategic corridors indicates no growth in traffic flows between this year and last year and is consistent with the target of zero growth set under the Road Traffic Reduction Plan.

3.5.2 A further target relating to a reduction of school-related car-borne trips of 10% was also set under the road traffic reduction plan. Baseline data is yet to be collected but a survey is in the pipeline and it is hoped that we will be able to report some data in next year's Annual Progress Report.

3.5.3 The City Council has extended its ATC sites from 0 to 11 between April 1998 and March 2000. Six new sites have already been put in during the first few months of 2001/02. However as time proceeds over the course of the LTP reporting procedure we will be in a better position to report more accurately on trends in traffic flows in Plymouth.

3.5.4 We are still awaiting some guidance on the measurement of congestion from central government. However early indications seem to suggest a comparative analysis of journey times during congested periods with journey times during free flow traffic. The



city council is currently working in partnership with a commercial company and in consultation with Government Office South West to develop a GPS tracker that can be used on timed journeys along strategic routes. The initial trials look very promising but it is still at the prototype stage. However over the course of the LTP we should be able to give more positive feedback, in this context. Other methods on congestion monitoring have been considered and speed data as well as headway counts have been collected at ATC sites.

3.6 Air Quality Management

3.6.1 Air quality management (AQM) is the process by which air quality control is being accomplished both in the UK and the rest of Europe. Previous air quality legislation had been developed in a reactive fashion i.e. being introduced after the problem had occurred. However contemporary air pollution problems come from a variety of sources operating over different time scales and spatial areas so that legislation needs to adopt a more holistic approach (Beattie and Longhurst 2001).

3.6.2 In urban areas transport is often the most significant contributor and the approach adopted now is a human-health effects based approach.

3.6.3 The National Air Quality Strategy (NAQS) (DETR 2000d,e) outlines a comprehensive approach to control emissions and improve ambient air quality through a nation-wide system of local air quality management as well as national policy instruments.

3.6.4 The NAQS gives local authorities new powers and obligations to reach the air quality objectives set out in the NAQS and the government recommended a 3-stage approach. Last year in the Local Transport Plan we reported that Plymouth had completed stages 1 & 2 of the Air Quality Management Review but that we were awaiting the outcome of the stage 3 review. Stage 3 is now complete and taking into account any major industrial processes and transportation sources, all measured pollutants are well within the levels specified within the NAQS and consequently Plymouth has not been designated an Air Quality Management Area (Plymouth City Council 2000b). A further review will be carried out at the end of 2003.

3.6.5 To ensure that Plymouth never becomes an Air Quality Management Area (AQMA) and taking into consideration the impact that transport can have on air quality, transport will continue to support staff within the pollution-monitoring unit with the provision of relevant traffic data. There have been discussions between the two departments with regard to joint monitoring schemes but due to extensive staff restructures in both transport and environmental services these have not been progressed further but hopefully further discussions will occur during 2001/02.

3.6.6 Government is particularly concerned about transport's impact on greenhouse gases such as Carbon

Dioxide (CO₂). CO₂ is not currently monitored as part of the NAQS and consequently the ability to monitor CO₂ levels within the authority does not exist. Current investigations are under way to determine if some of the city's automated traffic counters can be upgraded to monitor air pollutants. There are also plans to use data collected on principal roads for the DTLR to empirically estimate traffic's contribution to CO₂ using the methodology outlined in chapter 11 of the Design Manual for Roads and Bridges (Highways Agency 2001).

3.6.7 However Transport Services is taking an active lead in cutting down on the contribution of vehicles to greenhouse gases in the promotion of alternative 'clean' fuel vehicles. During 2000/01 the service purchased 3 electric vehicles for mobile parking attendants.

3.7 Airport Surface Access Strategy

3.7.1 The December 2000 settlement letter commented on the progress made towards an Airport Surface Access Strategy and encouraged further efforts in 2001. To this end City Council officers have further outlined to Plymouth City Airport, the role of the Airport Surface Access Strategy in relation to future developments and improvement of the services provided at the Airport. The Airport Company has considered these comments and has now produced a first draft of the Airport Surface Access Strategy. Whilst the finished version may be some way off, the initial step is promising and a useful dialogue is now in progress assisting the Airport Operator in developing an appropriate strategy.

4. PROGRESS ON THE NORTHERN CORRIDOR PUBLIC TRANSPORT SCHEME

4.1 Introduction

4.1.1 This scheme demonstrates a commitment to public transport as the backbone of a sustainable transport system for the City of Plymouth. The 2001/2002 Local Transport Capital Expenditure Settlement approved a total contribution to the scheme of £5.426m towards the overall cost of the scheme.

4.2 Scheme Description

4.2.1 There are three main elements to the scheme: -

(i) New junction at the George Hotel

4.2.2 Highway improvements to the A386 and realignment of Southway Drive and Plymbridge Road (referred to hereafter as the George Junction) to form a single all turning vehicle movement signalised junction to replace the existing signalised junction on this section of the A386.

(ii) Park and Ride Facility

4.2.3 The construction of a fully serviced 450 space Park and Ride site on land released from the airport to the north of the realigned Plymbridge Road, with signal controlled access and egress onto the A386. The facility will include waiting room and toilets. Secure parking facilities for cyclists with showers and changing rooms will be constructed to an appropriate specification. The overall design of the Park and Ride site will be completed in accordance the specification set down by the Secured Car Park Scheme.

4.2.4 The entrance to the site will be arranged to discourage access by car from all directions other than that from the north, so that traffic heading for the Park and Ride does not cause congestion at the George Junction. This is consistent with the City Council's policy to encourage the use of scheduled bus services for journeys within the city boundary.

4.2.5 The City Council accepts that in order to maximise the potential benefits, complementary traffic management measures and public transport infrastructure improvements will be implemented at various locations along the whole length of the A386 corridor. These are designed to provide benefit to bus operations and maximise the efficiency of the existing highway network.

(iii) A386 Realignment

4.2.6 Plymouth City Airport adjoins the eastern side of the A386, south of Plymbridge Road. The main east-west runway terminates a few metres from the existing carriageway and the Civil Aviation Authority (CAA) regards the lack of a safety zone as unsatisfactory. To overcome this problem, it is necessary to realign a length of existing A386 highway, of approximately 500 metres, westwards by up to 75m away from the boundary to the airport to facilitate the introduction of an extended Runway End Safety Area (RESA).

4.2.7 In terms of overall benefits, the remodelling of the junction would increase capacity locally to alleviate the local congestion problems, as well as create facilities that do not currently exist, for pedestrians, cyclists and buses.

4.3 Results of Public Consultation

4.3.1 An extensive consultation process to inform people of the proposals and identify areas of concern was undertaken in December 2000. This was to give residents and users of the road an early opportunity to input into the process and encouraged local community investment during the detailed scheme development. Leaflets containing basic information on the scheme and a short questionnaire requesting comments on the scheme were distributed to every household in the Estover and Southway Wards in the City. In addition there was a series of exhibitions and two public meetings.

4.3.2 A total of 3,189 people across the city responded to the questionnaire. The overall scheme received 74% level of support across the City. For residents living in the area surrounding the A386 George Junction, including Southway, Glenholt and Estover, questionnaires were distributed to individual households of which a total of 1,674 were returned. Amongst these local residents the level of response was:

- 70% support for all three elements of the scheme
- 82% support for the realignment of the A386 Tavistock Road
- 87% support for the improvements to the George Junction itself; and
- 77% support for the provision of the Airport Park and Ride site at the junction of Plymbridge Road and Tavistock Road.

4.4 Progress with the Preliminary and Detailed Design

4.4.1 Preliminary designs for the scheme have been completed. These designs have taken into consideration comments and concerns raised by members of the public during the consultation phase, issues raised following the Stage 1 Safety Audit and mitigation measures which need to be incorporated following the completion of the Environmental Impact Assessment. Detailed design can now commence.

4.4.2 Overall there have been no significant changes to the scheme. Improvements have been incorporated into the design following issues raised during the public consultation and during the Stage One Safety Audit. These changes are as follows:

- Improved cycle and pedestrian facilities with segregated cycleways wherever possible and wider traffic islands to accommodate both cyclists and pedestrians.
- To increase safety and to improve ease of access from Glenholt a new roundabout has been designed for the junction of the new road with the existing Plymbridge Road.
- Improvements to the Park and Ride building have been made to provide a completely enclosed waiting environment for users incorporating seating and electronic real time passenger information. Provision for cyclists will be available in the form of cycle lockers and shower and changing room facilities.

4.5 Environmental Impact Assessment

4.5.1 Oscar Faber was appointed by the City Council at the end of April to undertake the Environmental Impact Assessment (EIA). This work is programmed to be completed over a 10-week period up to 17 July 2001.

4.5.2 The Environmental Impact Assessment has had



two main objectives. The first has been to help ensure that the environmental considerations have been taken into account in formulating proposals. The second is to give the officers and members of local planning authority, statutory consultees and the public, clear, concise and comprehensive information. The Environmental Statement itself has:

- To identify and evaluate potential impacts on the environment, and thus the formulation of mitigation proposals;
- To provide inputs on environmental issues to site planning and design
- To present officers and members of the public with clear information about the likely environmental effects of the project and thus provide an important aid to the decision-making process.

4.5.3 The Environmental Statement (ES) has been prepared to accompany a planning application in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999. The ES contains the results of an assessment of the potential effects of the development on the environment.

4.5.4 The conclusions from the EIA show that the adverse impacts are of a low or moderate effect and that any effects will only be at a local level. A number of mitigation measures however, are now required, which were previously unforeseen when the original cost estimate was made. The most significant are:

- The undisturbed grassland within the current airport boundary to be translocated elsewhere within the site before the Park and Ride is built
- Planting of new hedges to compensate for the loss of hedges caused by the Park and Ride and the realignment of the A386
- As the site will substantially increase the amount of impermeable surface, the Environment Agency has requested that water attenuation measures including retention tanks to prevent erosion of natural watercourse through which surface water would drain.
- Pollution prevention measures will also need to be incorporated into the drainage system to prevent spillages entering local watercourses.
- Tree and shrub planting will be required to compensate for the loss due to the realignment of the road
- The realignment of the A386 will bring the road substantially closer to housing. A permanent barrier in the form of a 2 metre high stone wall alongside the western boundary of the road will be required to achieve the necessary noise attenuation.

4.6 Planning Application

4.6.1 Development of the scheme is progressing with a view to a planning application being submitted before the end of August. They will individually cover the new George Junction and re-alignment of the A386 and a separate application for the Park and Ride site. The Environmental Statement will be submitted covering both planning applications.

4.7 Financial information

4.7.1 The overall cost of the scheme has increased from £8.4m to £10.59m. These cost increases have been identified under two separate headings. First, are those which are attributable to the realignment of the A386 to accommodate the extension of the airport Runway End Safety Area (RESA) and therefore eligible for funding from SWERDA and Airport SCA. Second are those costs attributable to the Park and Ride site, junction improvements and those costs not eligible for SWERDA funding concerned with the improvement to the A386 south of the George Junction.

4.7.2 Of the £2.18m increase in the cost of the scheme, £1.2m can be attributed to inflation from December 1998, the date on which the original estimate was based, and 2004 when the scheme is due to be completed. A Safety Audit and Environmental Impact Assessment has been undertaken on the scheme and additional costs associated with mitigation measures to improve safety of the scheme and reduce its environmental impact have contributed to the increase in overall cost. A revised bid now totalling £2.93m has been made to The South West of England Regional Development Agency (SWERDA) to fund the realignment of the A386. It should be pointed out that should this bid prove to be unsuccessful, the junction improvements and Park and Ride, which is being funded through the LTP, can proceed unhindered (Tables 6.1-6.3, Annex 6).

4.7.3 Formal approval of the contribution to the scheme from SWERDA is still awaited and following the revised estimate a revised bid will need to be submitted. To date, assurances have been received from SWERDA that the necessary reporting procedures are in progress and that there is every likelihood that the revised bid will be successful.

5. IMPROVEMENT AND DEVELOPMENT OF THE LOCAL TRANSPORT PLAN

5.1 Steps Toward Improvement

5.1.1 There have been many lessons to learn during the first year of the Local Transport Plan and some of the targets set last year may have been a little over ambitious but at that stage our settlement had not been decided

and the current staff restructure had not been anticipated. However in the majority of cases good progress has been made towards achieving the targets outlined in last year's Local Transport Plan.

5.1.2 Once the study carried out on the Eastern Corridor becomes publicly available there may be more opportunity to revisit the objectives and targets set in conjunction with the Eastern Corridor.

5.1.3 For many years the City Council has worked in a voluntary partnership with both the major bus operators. Following the completion of last year's Local Transport Plan both bus operators have now signed up to the Plymouth Bus Strategy.

5.1.4 A real effort has been made to fill in the gaps in the targets and indicators. Work on some of the targets such as the Pedestrian Audit has not been started yet as we are currently recruiting a pedestrian and cycling officer, who will be responsible for the co-ordination of the audit. It is envisaged that targets and indicators will be reviewed and modified as part of the continuous improvement programme. The targets and indicators for Travel Plans have been completely reviewed to accommodate the improvements suggested by Government Office South West.

5.1.5 The railway station development study has not progressed as far as we had anticipated because Railtrack do not see the redevelopment of the station as a commercially viable project. However the matter is being pursued with the Strategic Rail Authority.

5.1.6 The role of taxis and private hire vehicles has been considered as an alternative to the car for the journey to work in terms of travel plans and is currently being considered as part of a scheme for New Deals for Communities.

5.1.7 The authority has access to the road accident data collated by the Devon & Cornwall Constabulary and there is certainly potential to include indicators for pedestrian and cyclist casualties under the appropriate strategies. Any pedestrian footways or cycle lanes that are incorporated into a Local Safety Scheme are already monitored in this way.

5.1.8 The targets and standards set in PPG13 are administered for Transport by the Transport Planning Liaison team in consultation with the community and other stakeholders.

5.1.9 Any new private car parks e.g. Charles Cross Development will be subject to a development agreement, which will attempt to bring private car parks in line with the parking strategy. Partnership arrangements are currently being investigated as a trial for the multi-storey car park on Mutley Plain. If this trial is successful it could be used as a way forward for other car parks within the city.

5.1.10 Progress on Public Transport interchanges has

been slower than the Authority had wished. Proposals to review the operation of the railway station as an interchange have been blocked by the last minute withdrawal of funding to part fund a detailed study of the station, its functions and its environment by Railtrack.

5.1.11 Plans to improve the interchange at Derriford Hospital have been delayed for the reasons outlined in paragraph 3.3.4. It may be that the location of the proposed additional medical facilities will demand a rethink in the proposed location for the bus interchange.

5.1.12 Such circumstances cannot be predicted at the time work programmes are being prepared and with substantial schemes such as these it is important that all pertinent factors are taken into consideration to ensure the correct provision is made in the correct location.

5.1.13 The authority provides training on Disability Awareness for staff who come into contact with people with disabilities on a regular basis. Both front line staff and staff involved in designing schemes for the mobility impaired have attended this course. All bus drivers must complete a customer care course as part of their training and this course also includes an element of disability awareness. In addition all safety audits of transport schemes are now carried out in consultation with the access officer so that disabled access is given priority.

5.1.14 The relationship between highway maintenance strategy, integrated transport and the economy has been given full consideration in the contextual framework (paragraphs 2.7.1 - 2.7.14).

5.1.15 Improvement is a continuous process and during 2000/01 the authority has endeavoured to address the majority of areas raised by Government Office following the submission of last year's Local Transport Plan.

5.2 Best Practice

5.2.1 The way forward for Transport in Plymouth lies in working closely in partnership with the community, neighbouring authorities and the private sector. Through partnership working there is greater opportunity for sharing and learning new ideas and practices. Any exemplary practices will be given as examples of 'Best Practice'.

5.2.2 Plymouth is an active member of the South West Traffic Data Group, which meets every 6 months to discuss and explore solutions to monitoring transport/traffic. This group gives local authorities the opportunity to share both their positive and negative experiences and to learn from each other.

5.2.3 Plymouth has been an active member of the Regional Assembly and an officer from Plymouth leads on the rail aspects of the Regional Transport Strategy. In addition Plymouth has also been the lead authority for the South West Public Transport Information Project.



5.2.4 With the creation of a citywide Travel Plan Forum this will give further opportunity to share and learn new ideas with the private sector.

5.3 Consultation

5.3.1 At a corporate level Plymouth City Council has recognised the importance of consultation through the Best Value process and has produced a Consultation Handbook (Plymouth City Council 2001c) and formed a practitioners group to achieve a more co-ordinated approach.

5.3.2 In preparation for last year's Local Transport Plan the authority organised a number of seminars on the Local Transport Plan to which a wide selection of the community were invited. Building on the success of these seminars it is proposed to make them an annual event every March commencing March 2002, using the Annual Progress Report as a basis for discussion.

5.3.3 In preparation of this report a draft copy was also circulated amongst neighbouring authorities and other stakeholders for comments, which have been incorporated into the finalised document.

5.3.4 In addition a major public consultation exercise was carried out in December 2000 with local residents living in the vicinity of the Northern Corridor Scheme (paragraph 4.3.1).

5.4 Future Delivery of the Local Transport Plan

- The local authority has recently undergone a number of staff restructures. As a result the traffic management division has been disbanded. Highway engineers will now deliver transport schemes in partnership with Pell Frischmann.
- Continue to work closely with New Deals for Communities.
- Examine opportunities for potential Home Zone sites in the Transport Capital Programme particularly in Regeneration Areas.
- Expand area-specific travel forums.
- Continue work on the Northern Corridor Scheme.
- Progress studies on Western and Eastern Corridors.
- Start and complete pedestrian audit.
- Investigate the potential of automated cycle counter on Plymouth's cycle network.
- Continue work on Airport Surface Access Strategy through partnership with Sutton Harbour.
- Continue to lobby SRA, Railtrack and other bodies with reference to the Rail Station Development Study.

GLOSSARY

- APR** - Annual Progress Report
- ATC** - Automated Traffic Counters
- ATCO** - Association of Transport Co-ordinating Officers
- ATCO.cif** - electronic format for the transfer of bus timetable data
- AQM** - Air Quality Management
- BV** - Best Value
- BVPI** - Best Value Performance Indicators
- BVPP** - Best Value Performance Plan
- DTLR** - Department of Transport & Local Government Regions
- EIA** - Environmental Impact Assessment
- KPI** - Key Performance Indicators
- LRT** - Light Rapid Transit e.g. trams
- LTP** - Local Transport Plan
- M4I** - Movement for Innovation; industry based organisation promoting the principles of "Rethinking Construction"
- NAQS** - National Air Quality Strategy
- NDC** - New Deals for Communities
- NHS** - National Health Service
- PCN** - Penalty Charge Notices, ie parking tickets
- PCV** - Passenger Carrying Vehicle
- PPG13** - Planning Policy Guidance 13: Transport
- PROW** - Public Rights of Way
- PTI** - Public Transport Information
- PSECETS** - Plymouth & South East Cornwall Environs Transport Strategy
- PUA** - Principal Urban Area
- RPG** - Regional Planning Guidance
- RTRA** - Road Traffic Reduction Act
- RTS** - Regional Transport Strategy
- SJTS** - Safer Journeys to School
- SCA** - Supplementary Credit Approval
- SRA** - Strategic Rail Authority
- SRB** - Single Regeneration Budget
- SWERDA** - South West of England Regional Development Agency
- SWOT** - Strengths, Weaknesses, Opportunities & Threats
- TMC** - Term Maintenance Contract
- TRIP** - Travel Information Partnership
- UTC** - Urban Traffic Control



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