



Luton, Dunstable
& Houghton Regis
local transport plan
2006-2011



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Bengali

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Gujerati

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Punjabi

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Urdu

یہ معلومات دوسری صورتوں میں فراہم کی جاسکتی ہے۔ اگر آپ کو اس کی کاپی موٹے الفاظ میں، ٹیپ پر یا انگریزی کے علاوہ کسی دوسری زبان میں چاہیے یا اگر آپ مجوزہ پروجیکٹ کے بارے میں اپنی رائے کا اظہار کرنا چاہتے ہیں یا صرف مزید معلومات حاصل کرنا چاہتے ہیں تو براہ مہربانی محمد الیاس سے (01582) 547128 پر رابطہ قائم کیجئے۔

Foreword

This is the second Local Transport Plan (LTP2) for the Luton, Dunstable and Houghton Regis conurbation. The three towns are part of the wider Luton Dunstable Houghton Regis and Leighton Linlade Growth Area, one of six growth areas within the Milton Keynes/South Midlands (MK/SM) sub-region. The transportation section of the sub-regional strategy indicates that much of the strategic transport infrastructure on which the growth of Luton and southern Bedfordshire is predicated will not be implemented until 2011. The emphasis of the LTP2 is therefore to continue to deliver existing commitments and consolidate the current position by continuing to implement safety and other integrated transport solutions over the life of this Plan (2006 - 2011), whilst actively engaging in and planning for the longer term levels of residential and employment growth set out in the sub-regional strategy.

The LTP2 is based on the ethos of the first Luton Dunstable LTP, in particular the emphasis on travel by sustainable modes set out in the transport hierarchy together with associated modal strategies, the need to integrate transport with other policy areas and to consult and work closely with key stakeholders to develop the transport strategy for the area. We will continue to develop and implement the East Luton Corridor and Luton Town Centre Transport Improvements major schemes and, subject to the decision of the Secretary of State, the Translink major scheme, all of which were promoted in the first LTP.

However it is also necessary to consolidate the approach taken in the first LTP to take account of changes in government policy over the last five years. In particular the Planning and Compulsory Purchase Act (2004) endorsed a regional approach to spatial strategies replacing the County Structure Plan. The emerging East of England Plan incorporates a Regional Transport Strategy, three themes of which particularly impact on the Luton Dunstable Houghton Regis and Leighton Linlade Growth Area. These are the enhanced public transport services / facilities both within the Growth Area and the wider sub-region (given the designation of Luton-Dunstable as a Regional Interchange Centre), other sub-regional transport enhancements and the development of London Luton Airport.

The East of England Plan, together with the MK/SM sub-regional strategy that is part of the government's Sustainable Communities Plan, will therefore form the overall framework on which the development of local strategies and plans is based. This LTP2 therefore demonstrates linkages between transport and a much wider range of local policies and strategies, including the Corporate and Community Plans of our three councils, together with their other economic, environmental and social policies that impact on quality of life.

The vision and objectives of this LTP2, together with the strategy that flows from these, begins to bring together regional and local planning in a coherent way. This is a pre-requisite to achieving the aim of

Foreword

joint working to enable our three councils to plan and manage the implementation of the Luton Dunstable Houghton Regis and Leighton Linlade Growth Area. We have set up a Joint Committee to ensure that the planning and transportation requirements to meet the increasing demands imposed by growth area status are considered in an integrated way. We are also working together with other planning and highway authorities over the whole of the MK/SM sub-region to develop a co-ordinated approach to managing the inevitable demands that this growth will place on the transport and social infrastructure across the sub region.

We commend this Plan to you.



Cllr. Andrew Strange
Portfolio Holder
(Environment)
Luton Borough Council

A handwritten signature in black ink, appearing to read 'Andrew Strange'.



Cllr. Tom Wootton
Portfolio Holder
(Highways & Waste)
Bedfordshire County Council

A handwritten signature in black ink, appearing to read 'Tom Wootton'.



Cllr. David McVicar
Portfolio Holder
South Bedfordshire
District Council

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EXECUTIVE SUMMARY

We aspire to creating a conurbation that can embrace the challenges imposed by future growth by laying the transport foundations during the LTP2 period that will facilitate expansion without detriment to the local environment. Working in partnership, we will develop a transport system that will support the conurbation's growth as an international gateway and ensure that transport plays its part in the continued prosperity of the conurbation. We will create and preserve an attractive environment and pleasant living conditions and promote equal opportunities and access to services for all members of the community. We will give people the genuine opportunity to choose sustainable travel options, to have greater accessibility to the services and facilities they need and, as a result, enhance the quality of life of those who live and work in the conurbation.

Introduction

This is the second Local Transport Plan (LTP2) for the Luton Dunstable Houghton Regis conurbation, prepared jointly by Luton Borough, Bedfordshire County and South Bedfordshire District Councils.

The LTP2 sets out a five year implementation programme, set within the context of a wider 15 year transport vision for the conurbation, which:

- builds on the successes of LTP1 by linking transport more closely with a range of other policy and strategy areas including those for economic development, social inclusion, planning, health care and education;

- delivers the existing commitments to major schemes, namely the East Luton Corridor, Translink Guided Busway and Luton Town Centre Transport Scheme; and

- plans for the longer-term growth in the wider Luton Dunstable Houghton Regis and Leighton Linlade Growth Area.

The LTP2 places priority for spending on sustainable transport. The transport hierarchy remains in the same order as in LTP1, with public transport, walking and cycling as the first three priorities. The plan seeks to ensure that integration takes place: between different transport modes; between transport and the environment; between transport and land-use planning; and between transport planning and wider policy areas. We have established consultation and partnership arrangements at both the strategic and local levels to deliver an effective and targeted programme of transport and associated improvements. As such, the LTP2 has been subject to an extensive consultation programme, ensuring that as wide a cross-section of the population as possible has had a say in its development. Relevant issues from this consultation process have been used to substantiate the baseline conditions and confirm and establish the key local issues, which in turn enables the LTP2 to focus on solutions which directly meet local needs.

The LTP2 has been developed in accordance with Department for Transport guidance and in close cooperation with officers from both the DfT and the regional Government Office.



Executive Summary

The Conurbation Today

The LTP2 considers the factors that have influenced its development, both the baseline conditions and the elements that will contribute to future growth, through a data-led approach. The conurbation is one of the most densely populated urban areas in the South East of England. A total of 235,115 people live here in 91,174 households and there are approximately 109,000 jobs. However, despite the conurbation's compactness, the majority of journeys are still undertaken by car even though public transport, cycling and walking already offer viable alternatives for most journeys.

The M1 motorway and the railway line sever the conurbation, with limited "bridging points", and the local road network channels high levels of traffic through Luton and Dunstable town centres. The M1 operates above its design capacity for much of the working day and at peak times is regularly heavily congested. Congestion is having an increasing impact in the peak periods on the reliability and journey times for bus services within the town centres and the connecting corridors, in particular the A505 between Luton and Dunstable.

There is a comprehensive local bus network and several inter-urban coach services operate from Luton. The three rail stations within the conurbation are all well served by Thameslink services, and two of them are also served by Midland Mainline services. London Luton Airport plays an important part in the local economy, with a passenger throughput of 7.5 million passengers per annum (mppa) in 2004 and 9.2mppa in 2005.

Policy Context

The LTP2 has been developed in the context of national, regional and sub-regional policies and strategies, alongside a broad range of plans published by the local authorities including the LTP1, statutory development plans, Corporate Strategies and Community Plans. The key national, regional and sub-regional documents influencing LTP2 are:

- the White Paper on "The Future of Transport" which sets out the principles for improving the strategic and local transport network;
- the White Paper on "The Future of Air Transport", in particular proposals for the growth of London Luton Airport to a throughput of 30 mppa by 2030;
- the draft East of England Plan, which sets the framework for development planning and transport in the conurbation;
- the Regional Economic Strategy which in particular addresses the regeneration needs of the Luton Dunstable Houghton Regis conurbation; and
- the Milton Keynes/South Midlands Sub Regional Strategy (MK/SM SRS).

The MK/SM SRS identifies Luton and Southern Bedfordshire as a Growth Area. About 26,300 new homes are planned by 2021, mainly to the north and east of Luton and Houghton Regis, to the north

west of Dunstable and around Leighton Linlade. The proposals also include a further employment site between Luton and Houghton Regis. The transport priorities of the MK/SM SRS are to reduce the need to travel by private vehicles by integrating land use and transport planning and by improving the attractiveness of sustainable transport modes - ultimately seeking to achieve a step change in the attractiveness of public transport within the conurbation. The MK/SM SRS also identifies other key transport schemes relevant to Luton Dunstable Houghton Regis: Midland Main Line Utilisation Outputs; the Thameslink Programme; M1 Widening (J6a-13); and northern bypasses of Dunstable (A5-M1) and Luton.

Our 2020 Transport Strategy

In many ways Luton Dunstable Houghton Regis is a unique urban area and has an exciting future. Major regeneration is taking place with new inward investment in high-technology and service industries and the airport is growing rapidly and generating many jobs as well as becoming a hub for passenger travel. Luton town centre is beginning a major expansion and the conurbation has been designated as a Regional Interchange Centre in the East of England Plan. Additionally, the MK/SM SRS proposes a major expansion of housing and jobs.

Our Vision for 2020 is to work in partnership to provide an integrated, safe, accessible and sustainable transport system which supports economic regeneration and the planned growth of the sub-region, enhances the environment and generally improves the quality of life of those living and working in Luton, Dunstable and Houghton Regis.

We will develop a transport system in the conurbation that will: support its growth as an international gateway; generate continued employment and prosperity; create and preserve an attractive environment and pleasant living conditions; promote equal opportunities and access to services for all members of the community; give people the opportunity to choose sustainable travel habits; and lay the foundations for future expansion.

The Objectives of LTP2

The LTP2 period provides the opportunity to take the first step in delivering the vision set out in the 2020 Transport Strategy. As such, our LTP2 objectives are consistent with those set out in the longer term 2020 Transport Strategy and are designed to meet the transportation needs of the conurbation as it exists now and the wider needs of the Luton and Southern Bedfordshire Growth Area. In developing them we have paid particular attention to the outcomes of public consultation, the data analysis underpinning the LTP2 and the local issues emerging from the regional strategies and the government's shared priorities.



Executive Summary

The LTP2 objectives provide clear direction for the 2006-2011 period. They are to:

- improve the safety of the travelling public, especially children and those in vulnerable and disadvantaged groups;
- reduce dependency on the private car;
- increase the choice of transport available to all;
- make services (health, education, employment, leisure and shopping) more accessible so that people have a real choice about when and how they reach them;
- sustain a thriving local economy whilst minimising the impact of transport on the environment;
- improve the efficiency of the transport network;
- manage congestion levels and accommodate future growth, through the short term provision of effective alternatives to the private car and by the controlled management of demand in the longer term; and
- improve the use of the existing transport network through effective management and maintenance.

LTP2 Strategy

The key elements of the 2020 Transport Strategy and the objectives for the LTP2 period are combined to set out the strategy for major transport schemes and initiatives to be implemented between 2006/07 and 2010/11. The LTP2 strategy also sets out the local engineering, safety and transport schemes and initiatives to be implemented in accordance with the shared priorities for transport agreed between central and local government.

Improving Road Safety - to reduce the number of people killed and seriously injured, especially children and those in vulnerable and disadvantaged groups. The road safety element comprises a mix of measures covering 'engineering', 'education training and publicity' and 'enforcement', in response to the diverse nature of safety issues evident within the conurbation. Building upon the excellent progress made during the LTP1 period (which has seen the number of killed and seriously injured on our roads dramatically reduce), we have gained the further support of the key agencies responsible for road safety to strengthen partnerships and, with a greater emphasis on a data-led approach, we have been able to set targets which are stretching and ambitious.

Improving Accessibility - to ensure that residents of and visitors to Luton, Dunstable and Houghton Regis can easily gain access to the essential facilities that they need, in reasonable time and at a reasonable cost. The Accessibility Strategy is underpinned by modelling work utilising the government's Accession software and supported by a comprehensive stakeholder involvement programme. The Accessibility Strategy acts as an over-arching strategy for the conurbation, which sets out a broad vision and is supported by several adopted mode specific strategies, in particular

those that improve access to services by non-car modes. The Accessibility Strategy pays particular attention to those in vulnerable groups and disadvantaged communities. The emerging priority for the conurbation is access to employment. The delivery of the Accessibility Strategy will be through the newly formed accessibility partnerships.

Improving Air Quality - to minimise the impact of transport on the environment. Our strategy for dealing with air quality issues comprises a mix of transport related and wider proposals, to mitigate the impact of declared (and potential future) Air Quality Management Areas (AQMA's). We will continue to work with the Highways Agency on potential mitigation measures to alleviate the two existing AQMA's around M1 Junction 11 and the A5/A505 junction in Dunstable, both of which are directly related to Highways Agency controlled roads. The alleviation of these AQMA's, and ensuring that future AQMA's are not declared during the lifetime of LTP2, will lead to a better 'quality of life', including lessening community severance, local health improvements and a better quality of urban space.

Tackling Congestion - to manage congestion and traffic growth. Our strategy for dealing with congestion will comprise a blend of tools in the following order of priority. Firstly, we will implement the committed major schemes (Translink, East Luton Corridor and the Luton Town Centre Transport scheme). Secondly, we will encourage viable alternatives to the car including public transport, walking and cycling. Thirdly, we will implement road space management and information using an integrated Urban Traffic Management and Control system. Fourthly, we will ensure the effective use of the land-use planning process to ensure the impacts of new developments are managed. Finally, towards the end of the LTP2 period, having established viable alternatives to travel by private car, we will carefully consider the appropriateness of gradual disincentives for using cars to access the town centres.

Asset Management - to ensure fitness for purpose and extend the life of the highway and its related structures. The Transport Asset Management Plan (TAMP) quantifies the number and value of transport assets, the condition of those assets and the level of funding required to maintain them to the required standards. Long-term programmes of planned maintenance will be developed providing a clear understanding of the levels of funding required. The effective maintenance of all transport infrastructure is a key element of the TAMP. Well maintained transport assets including roads, footpaths and cycle routes are essential to the delivery of better outcomes. They encourage walking and cycling and improve road safety. They promote quality and comfort of bus services, reduce traffic noise and make a vital contribution to the quality of the environment.

Assessment of the LTP2 Strategy

The LTP2 strategy has been appraised utilising the Luton-Dunstable transport model which informed the development of the strategy for LTP1 and was subsequently developed for the London to South Midlands Multi-Modal Study (LSMMMS) and the appraisal of the northern bypasses of Luton and Dunstable. The Translink public transport model has also been used to assess future public transport demand in the conurbation. New Approach to Appraisal methods have been used to appraise the major transport schemes.



Executive Summary

In accordance with European Directives and government guidance a Strategic Environmental Assessment (SEA) has assessed the impacts of four alternative options for LTP2. The preferred option relates closely to the objectives of the 2020 Transport Strategy in that it integrates the transport and land use development associated with the growth of the area to ensure that it encourages access to existing and new facilities by public transport, walking and cycling.

Implementation

The LTP2 sets out the contributions that the proposed five-year scheme implementation programme makes to the shared priorities and the expected annual spend programme against the priorities. The spending profile in the first two years is constrained by the need to continue the preparation of major scheme commitments carried forward from the first LTP. Indicative total expenditure for the 5 years 2006/07 - 2010/11 is around £20.5m. To maximise performance and achieve targets, we will ensure that the schemes implemented represent good value for money, through the on-going implementation of a performance management regime.

The Integrated Transport funding secured through LTP2 will be used to address the existing transport problems of the conurbation and other funding sources will be used to manage the needs of the Growth Area. We will seek to maximise the opportunities for funding from other sources, particularly given the status of the conurbation as a Priority Area for Economic Regeneration and as part of the MK/SM Growth Area. We expect that developer funding will be a major contributor to transport infrastructure associated with the Growth Area.

Our LTP2 delivery programme assumes that funding levels will match the indicative allocations provided by central government. However, should we be successful in securing additional performance money during the LTP2 period, we believe that this would best be focussed upon the Accessibility Strategy, enabling us to progress the key schemes that arise from the accessibility analysis at an earlier stage. In later years the emphasis of performance money would be focussed on congestion alleviation schemes when the impact of the Growth Area will be known with more certainty.

Targets and Indicators

The LTP2 includes performance indicators and expected target levels of performance. In all cases we have set out our five year trajectories and established challenging but achievable targets based upon a robust approach to forecasting and the expected spend levels associated with the LTP2 delivery plan. In all cases, the targets meet or exceed the government's expectations as set out in the LTP2 guidance.

Contents

1	INTRODUCTION	1
	Continuity, Consolidation And Planning For Growth	1
	The Structure Of The LTP2	3
	Emphasis On Sustainable Transport	4
	Integrating Transport With Other Policy Areas	6
	Consultation And Developing Partnerships	6
2	PROFILE OF THE LUTON DUNSTABLE HOUGHTON REGIS CONURBATION	9
	Existing Socio-Economic Conditions	9
	Existing Transport Conditions	11
	Existing Environmental Conditions	16
	Summary Of Implications	20
3	POLICY CONTEXT	21
	National And Regional Policy	21
	The Local Development And Transport Framework	27
	The Wider Local Policy Context	34
4	THE 2020 TRANSPORT STRATEGY	37
	A Vision For The Conurbation In 2020	37
	2020 Transport Strategy: Objectives	38
5	PUBLIC INVOLVEMENT	53
	Identifying The LTP2 Issues	53
	Stakeholder Views On The LTP2 Priorities	55
	Summary Of Implications For LTP2 Strategy	58
6	STRATEGIC ENVIRONMENTAL ASSESSMENT	59
	The Environmental Scoping Report	60
	The Draft Environment Report	61
	How The SEA Has Influenced The LTP2 Strategy	64

Contents

7	LTP2 OBJECTIVES	67
	LTP2 Objectives	67
	Rationale For Objectives	71
8	LTP2 STRATEGY	75
	Appraisal Of The LTP2 Strategy	94
	Existing Approved Schemes	94
9	ROAD SAFETY	97
	Aims and Objectives	97
	Policy Background	98
	Working In Partnership	98
	The Road Safety Strategy	100
	Road Safety Engineering	101
	Safety Issues In Disadvantaged Communities	102
	Speed Management	107
	Safety Cameras	108
	Education, Training And Publicity	109
	Council and Police Enforcement	113
	Community Safety	114
	Contributions To Shared And Local Priorities	116
10	ACCESSIBILITY	119
	Aims and Objectives	119
	Policy Background	119
	Working in Partnership	121
	The Strategy	121
	Accessibility Implications Of Wider Transport Strategies	123
	Mode Specific Strategies	125
	Application Of Accessibility Analysis	125
	Strategic Assessment Of Accessibility Levels And Priorities	131
	The Accessibility Strategy	134
	Access To Employment (Priority 1)	135
	Access To Fresh And Healthy Food (Joint Second Priority)	139

Accessibility To Post-16 Education (Joint Second Priority)	145
Access to Health and Social Care Facilities (third priority)	151
Rights Of Way Improvement Plan	154
Contributions To Shared And Local Priorities	156

11 AIR QUALITY and quality of life 171

Aims and Objectives	171
Policy Background	171
The Air Quality Strategy	172
Air Quality	172
Air Quality Management Areas	173
AQMA Action Plans	176
Climate Change	178
Improving the Quality of the Local Environment	179
Contributions To Shared And Local Priorities	181

12 CONGESTION 183

Aims and Objectives	183
Policy Background	183
The Strategy	183
A Five Stage Approach To Managing Congestion	186
Implementation Of Committed Major Schemes	187
Encouraging Alternatives To The Private Car	188
Road Space Management And Information	193
Effective Use Of The Land Use Planning Process	197
Gradual Disincentives For Cars In The Town Centres	197
Traffic Management Act	198
Contributions To Shared And Local Priorities	198

13 ASSET MANAGEMENT 205

Aims And Objectives Of Highway Infrastructure Management	205
Working in Partnership	206
The Asset Management Strategy	208
Changing The Balance Of Planned And Reactive Maintenance	209
Delivering Best Value In Highway Maintenance	209



Contents

Partnering And Timing Of Maintenance Decisions	210
Bridge Strengthening	210
Bridge Maintenance	211
Winter Maintenance	211
Street Lighting	212
Street Scene And Public Realm	212
Contributions To Shared And Local Priorities	215

14 FIVE-YEAR IMPLEMENTATION PROGRAMME 219

Schemes	219
Spend	219
Delivering The Programme – Performance Management	223
Value For Money	224
Impact Of Performance Money	226
Impact Of Transport Innovation Fund	227
Other Funding Sources, Including Revenue	228

15 TARGETS AND INDICATORS 231

Targets And Indicators	231
Robustness And Degree Of Challenge	232
Mandatory and Local Indicators	233
The Monitoring Programme	238
Relationship Between Strategy Areas, Delivery Programme And Targets	241

16 RISK MANAGEMENT 245

Appendices

Appendix A: National and Regional Policy Influences

Appendix B: Relationship between National, Regional, Sub-regional and Local Policies

Appendix C: Summary of Corporate and Community Strategies

Appendix D: Milton Keynes/South Midlands Growth Area Authorities: Sub-Regional transport statement

Appendix E: Finance Forms

Appendix F: Performance Indicators: Methodologies, Trajectories, Actions and Risks

List of Figures

Figure 1.1	Local Transport Plan 2 Structure	5
Figure 1.2	LTP2 Officer Steering group/working group arrangements	7
Figure 2.1	Index of Multiple Deprivation	10
Figure 2.2	Strategic Transport Network	11
Figure 3.1	MK/SM Growth Area Proposals	26
Figure 3.2	Lengths of 20mph road introduced in LTP1 period	31
Figure 3.3	Lengths of cycle route opened during LTP1 period	31
Figure 8.1	LTP2 Strategy Overview	91
Figure 9.1	Road Safety Strategy	101
Figure 9.2	Accident Hotspots	103
Figure 10.1	Accessibility Strategy	135
Figure 10.2	Public transport access to employment - East Luton	137
Figure 10.3	Walking access to fresh food shops	141
Figure 10.4	Access to Dunstable and Barnfield Colleges	146
Figure 10.5	Access to Luton and Dunstable Hospital	152
Figure 11.1	Air Quality Strategy	172
Figure 11.2	Air Quality Strategy	174
Figure 11.3	Air Quality Strategy	175
Figure 12.1	Congestion Strategy	184
Figure 12.2	Congestion Hotspots	185
Figure 12.3	Draft TMA Network	198
Figure 13.1	Asset Management Strategy	208

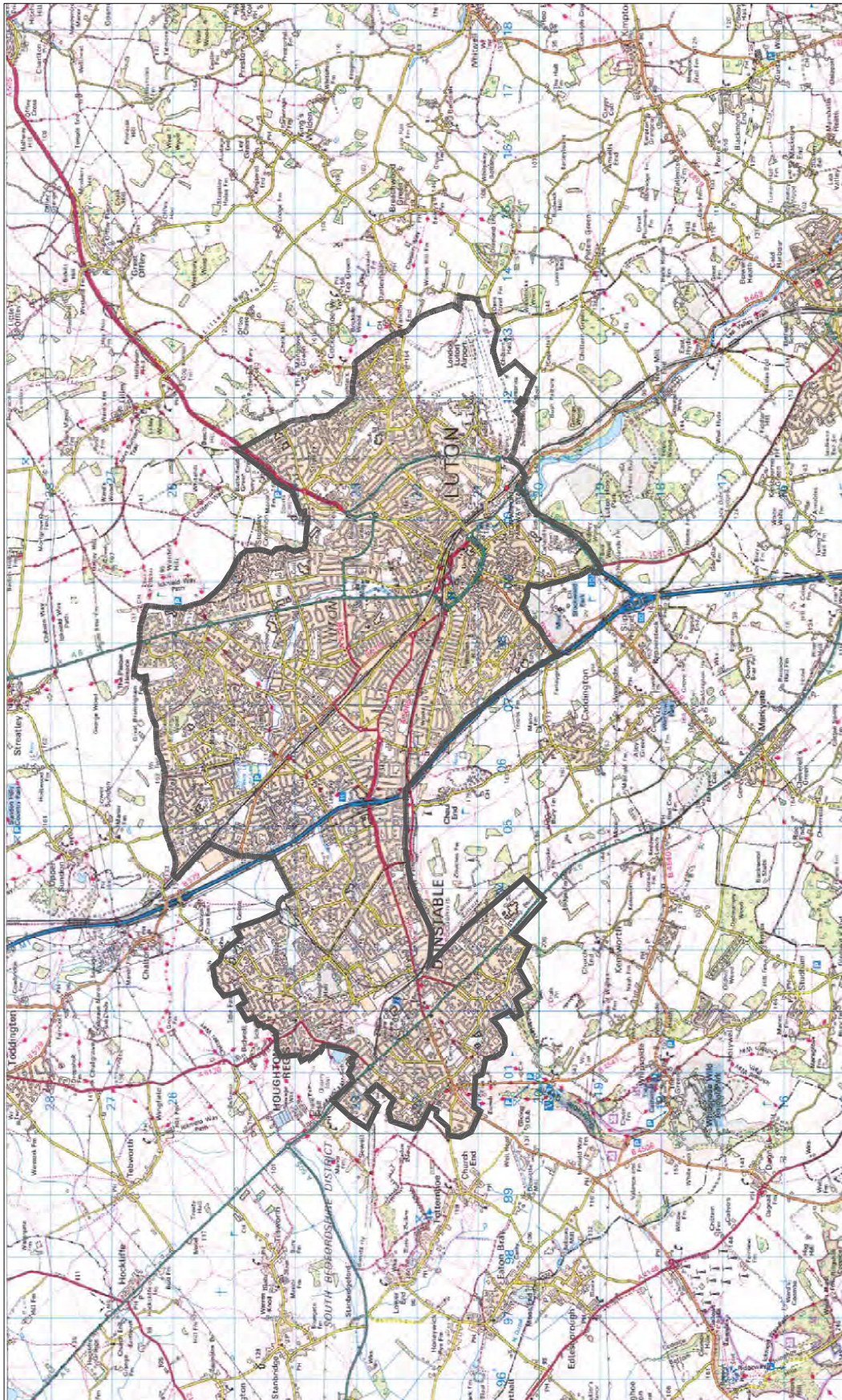
List of Tables

Table 2.1	Distance of travel to work	12
Table 3.1	Regional Priorities	27
Table 3.2	Relationship between Policy context and transport strategy themes	36
Table 4.1	Relationship between background profile, policy context and long-term strategy objectives	39
Table 4.2	Actual and Projected Households and Jobs within the Conurbation	47
Table 4.3	Summary of environmental opportunities and threats	49
Table 5.1	Summary of the consultation findings	54
Table 5.2	How the key public consultation issues will be addressed by LTP2	58
Table 7.1	LTP2 Objectives	69
Table 7.2	Relationship Between LTP2 Objectives and LTP2 Strategy	70
Table 8.1	Existing and proposed airport facilities during the LTP2 period	82
Table 8.2	Relationship between shared priorities and modal strategies	92
Table 9.1	Comparison of 'Killed and Seriously Injured' Casualties	100
Table 9.2	The process of prioritising the Area Studies Programme	104
Table 9.3	Crime Rates in Luton and southern Bedfordshire	114
Table 9.4	Road Safety Strategy Contributions to Shared and Local Priorities	117
Table 10.1	Accessibility implications of the 2020 transport strategy	124
Table 10.2	Percentage of households within 20 minutes of London Luton Airport	126
Table 10.3	Priority Bands for Accessibility Planning	132
Table 10.4	Access to Employment Locations	137
Table 10.5	A draft action plan for the Luton Food Network	142
Table 10.6	Public transport access to Post-16 colleges for people aged 15-19	147
Table 10.7	A draft Luton Post-16 Transport Partnership Action Plan	148
Table 10.8	Accessibility Strategy Contributions to Shared and Local Priorities	157
Table 11.1	Baseline NO2 information for 2004	173
Table 11.2	Impact on Quality of Life	180
Table 11.3	Air Quality Strategy Contributions to Shared and Local Priorities	182
Table 12.1	Stages in Managing Congestion	187
Table 12.2	Summary of the proposed UTC/UTMC programme for 2006/2011	195
Table 12.3	Congestion Strategy Contributions to Shared and Local Priorities	199



Tables

Table 13.1	Expenditure on highway maintenance	209
Table 13.2	Age Profile of Street Lighting Stock	212
Table 13.3	Asset Management Strategy Contributions to Shared and Local Priorities	216
Table 14.1	Number of scheme contributions to Shared Priorities	219
Table 14.2	Expected Spend Profile	220
Table 14.3	Yearly percentage breakdown by Shared Priority Area	221
Table 14.4	Total 5 year spend against Shared Priority areas and modal strategies	222
Table 14.5	External and revenue funding support	228
Table 15.1	Core (Mandatory) Indicators	233
Table 15.2	Local Indicators	235
Table 15.3	National Accessibility Indicators	237
Table 15.4	Monitoring Programme	238
Table 15.5	Relationship Between Strategy Areas, Delivery Programme And Targets	242



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LUTON, DUNSTABLE & HOUGHTON REGIS CONURBATION

Ordnance Survey Plan of Conurbation



FREIGHT TRANSPORT ASSOCIATION



THAMESLINK



The Safer Luton Partnership



Logos of some of the organisations that contributed to and support the LTP2

1 INTRODUCTION

Continuity, Consolidation And Planning For Growth

- 1.1 This is the second Local Transport Plan (LTP2) for the Luton Dunstable Houghton Regis conurbation, which covers the period 2006-2011. The LTP2 builds upon the excellent progress made during the first LTP (LTP1) period and in summary is structured around three broad themes.
- 1.2 The first theme is to deliver the existing commitments resulting from work undertaken during the LTP1 period, in particular to develop and implement the three committed major transport schemes (East Luton Corridor, Translink and Luton Town Centre Transport Scheme) together with the new Midland Road car park that facilitates the latter two schemes and to continue the good work of the established strategies relating to road safety and highway maintenance. The LTP2 remains focused upon the principles established during the LTP1 period, in particular:
- the emphasis on travel by sustainable modes;
 - the need to integrate transport with other policy areas; and
 - to work in partnership with key stakeholders to develop and deliver the local transport strategy.

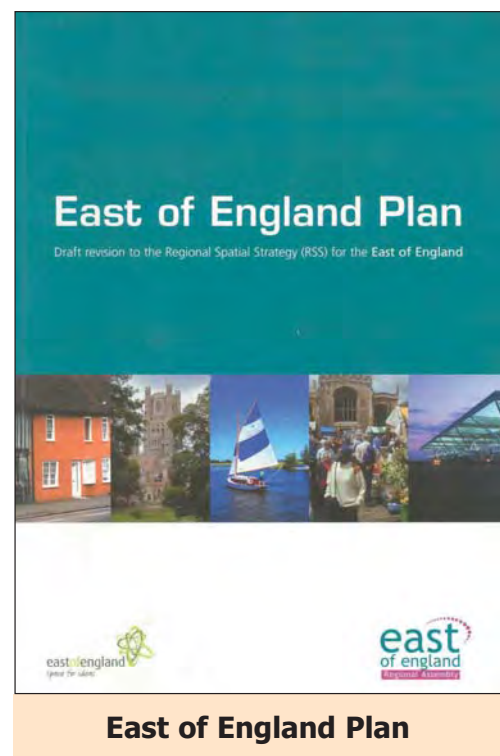
These three issues are discussed further at the end of this chapter.



Artists impression of proposed new bus station in Station Road, Luton

Introduction

- 1.3 The second theme is to consolidate the current position over the life of the LTP2. During the LTP1 period there have been a number of significant policy and national guidance changes that have impacted on some of the strategy areas developed in the first LTP. We have also carefully monitored our performance during the LTP1 period and have a better understanding of the effectiveness of different approaches to tackling transport related problems. Hence, this LTP2 builds upon the successes of LTP1 and reflects the changing policy environment, by demonstrating closer linkages between transport and a much wider range of local policies and strategies, including the Corporate and Community Plans of the conurbation's councils, together with their other economic, environmental and social policies that impact on quality of life. This has necessitated the strengthening of existing partnerships and the development of new ones.
- 1.4 The third theme is to set the scene for the longer-term growth of the area. The draft East of England Plan sets down the regional transport strategy for the area and together with the Milton Keynes/South Midlands Sub-Regional Strategy identifies strategic transport infrastructure on which the growth of Luton Dunstable and Houghton Regis is predicated. Some of these schemes, including the widening of the M1 and the Dunstable Northern bypass, are expected to be completed towards the end of the LTP2 period. However, whilst construction of the Thameslink Programme (formerly Thameslink 2000) and Luton Northern bypass may start towards the end of the LTP2 period, it is not expected these schemes will be completed until after 2011.
- 1.5 The three towns are part of the wider Luton Dunstable Houghton Regis and Leighton Linlade Growth Area, one of six Growth Areas within the Milton Keynes / South Midlands (MK/SM) sub region. The vision and objectives of this LTP2, together with the strategy that flows from these, begins to bring together regional and local planning in a coherent way. This is a pre-requisite to achieving the aim of joint working to enable us to plan and manage the implementation of the Luton Dunstable Houghton Regis and Leighton Linlade Growth Area.



The Structure Of The LTP2

- 1.6 The document is structured in accordance with Figure 1.1. From the outset, we believe it is important to articulate this approach as it is fundamental to the inclusive and holistic outcomes that the LTP2 will deliver. In particular, the diagram seeks to differentiate between the long-term 2020 Local Transport Strategy (which sets out a 15 year vision for the conurbation) and the second Local Transport Plan (which is a set of policies, implementation programmes and targets relevant for the 2006-2011 period). Following this Introduction, Chapter 2 summarises the background transport, environmental and socio-economic conditions that have influenced the LTP2 strategy.
- 1.7 Chapter 3 reviews the recent national, regional and local policy documents that have informed the LTP2 process, and in particular demonstrates how the integration of land use and transport planning supports more sustainable travel choices and reduces the need to travel, as well as how transport integrates with other policies for education, health, wealth creation and equality. This should ensure that transportation makes an effective contribution to the development of a more inclusive society so that all people will have better access to housing, jobs, education and other facilities, and subsequently a better quality of life.
- 1.8 Chapter 4 summarises the long-term vision and transport strategy, in essence demonstrating how the policy environment, background conditions, and public involvement have shaped the transport strategy for the conurbation to the year 2020. This sets the framework and direction for the next five years work covered by the LTP2 period.
- 1.9 Chapters 5 to 15 refer to the specific issues directly relevant to the LTP2 period, setting out what will be achieved between 2006-2011, and how far we will have moved towards our vision for 2020 reported in the transport strategy.
- 1.10 Chapter 5 summarises the public and stakeholder involvement in preparing the Provisional and Full LTP2 documents, and how these views have helped shape the objectives and strategy. Similarly, Chapter 6 demonstrates how the consultation with statutory and local stakeholders with an interest in the environment, has influenced the Strategic Environmental Assessment (SEA) of the second Local Transport Plan. The SEA findings indicate in particular how transport integrates with the local environment, enabling people to choose more sustainable ways of getting about and reducing the environmental impacts of traffic congestion, together with the development of policies to minimise the impact of new transport schemes on the environment.
- 1.11 Chapter 7 defines the objectives, enabling us to benchmark our performance closely during



Typical traffic congestion in Legrave Road, Luton

the LTP2 period. Chapter 8 sets out the broad principles of the LTP2 strategy and summarises the progress that we expect to make in implementing various elements of the long-term strategy during the next five years. It also explains the shared priorities for transport, and the key themes associated with the LTP2 period. This is followed in Chapters 9 to 13 with the detailed policy programmes associated with the LTP2 strategy themes.

- 1.12 Chapter 14 presents a summary implementation programme, and the document concludes in Chapter 15 with a review of the targets and indicators including an assessment of how the reporting of these will inform progress towards our objectives. Chapter 15 only summarises the core (mandatory) and local indicators and therefore it is important to refer to Appendix F when reading this chapter. Chapter 16 summarises the approach to risk management.

Emphasis On Sustainable Transport

- 1.13 The planning and engineering services of the three councils who produced this LTP have in the past developed separate modal strategies and policies to promote, encourage and support more sustainable travel choices and reduce the need to travel. This LTP2 recognises the similarities between the separate strategies and begins to bring these together in a coherent way as a prerequisite to achieving the aim of joint working. Further details of these modal strategies are contained within Chapter 8.

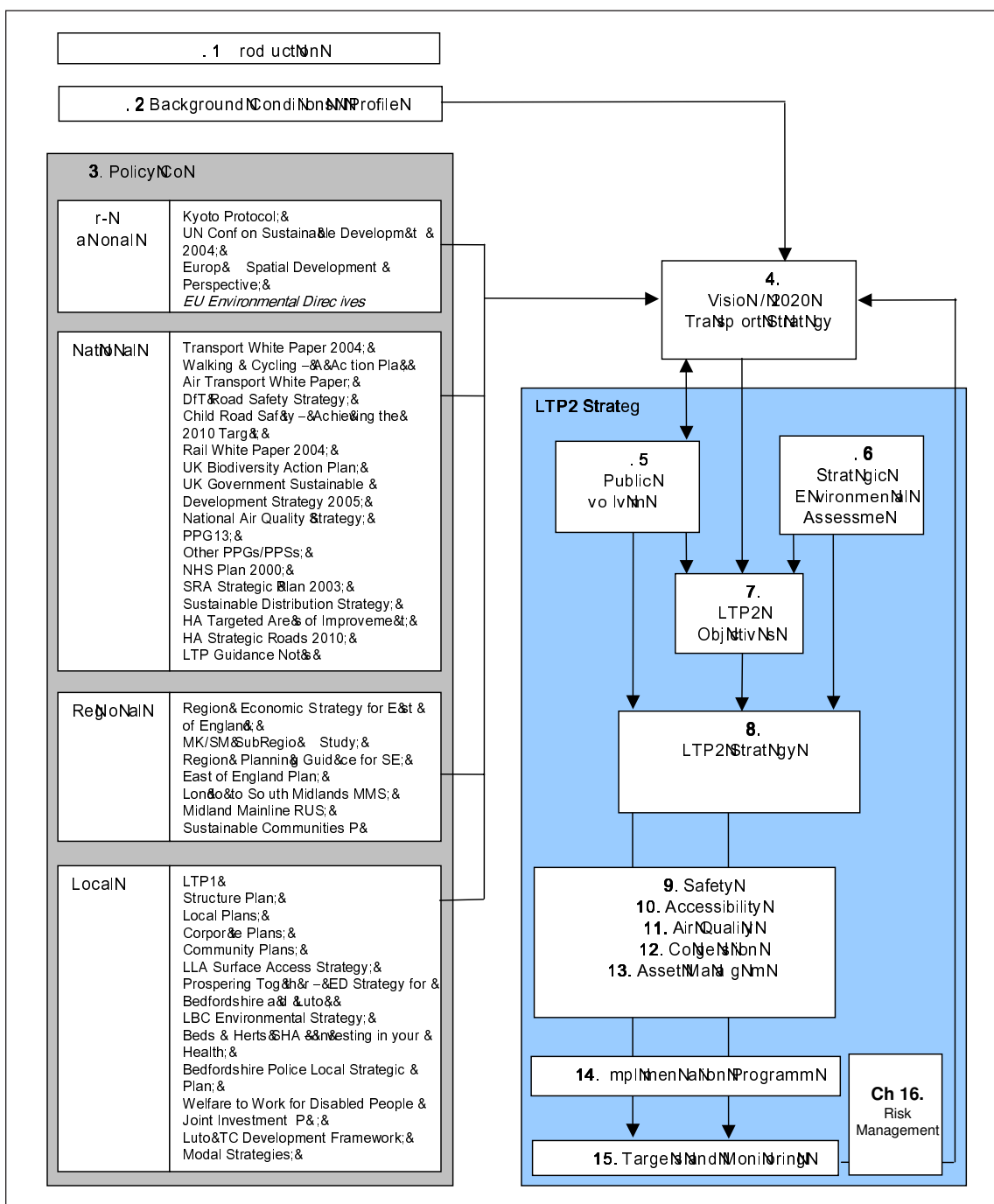


Figure 1.1 Local Transport Plan 2 Structure

1.14 In accordance with the principles of PPG13, the transport hierarchy places priority for consideration and spending on sustainable transport modes. The transport hierarchy remains as in the LTP1, in the following order:

Introduction

Public transport
Walking
Cycling
Freight access
Taxis
Powered two wheelers (P2W's)
Private hire vehicles (PHV's)
Cars and through traffic

- 1.15 The rationale for ranking taxis above P2W's is that taxis are seen as providing a public transport function and are permitted to use most of our bus lanes, whereas P2W's are not accorded any special treatment other than free parking in some locations. Taxis are also ranked above PHV's because they are required by licensing regulations to be wheelchair accessible, whereas PHV's are not.

Integrating Transport With Other Policy Areas

- 1.16 In addition to the integration within and between different types of transport, exemplified by the common basis for the modal and themed strategies described above, the other forms of integration which lie at the heart of the LTP, include:

Integration with the local environment.
Integration with land use planning at a national, regional and local level.
Integration with policies for education, health, wealth creation and equality.

- 1.17 The first of these (integration with the local environment) is considered throughout the document, but is covered particularly in Chapter 6, which summarises the Strategic Environmental Assessment that has been developed in parallel to the LTP2. The SEA is also available as a separately bound document from the respective authorities.

- 1.18 The last two of these (integration with land use planning at a national, regional and local level, and integration with other policies for education, health, wealth creation and equality) are considered specifically in Chapter 3, with relevant details also summarised in Chapters 9 to 13.

Consultation And Developing Partnerships

- 1.19 To deliver an effective programme of transport and associated environmental improvements requires cross sector support both within and between the councils as well as partnerships with external organisations. The partnerships within and between the councils have taken two

forms. At a strategic level, these partnerships extend beyond the boundary of the conurbation. In recognition of the influence of the East of England regional plan and the MK/SM Growth Area, this LTP2 is supported by regional partners.

- 1.20 We have set up a Joint Planning and Transportation Committee (JPTC) to ensure that the requirements to meet the increasing demands imposed by the status of Luton Dunstable Houghton Regis and Leighton Linlade as a Growth Area are considered in a properly integrated way. The JPTC has been set up in advance of any formal Local Delivery Vehicle to enable Members to steer early work in developing the Local Development Framework for the Growth Area, which will form the basis of the overall land use and transport strategy for Luton and southern Bedfordshire. We are therefore working closely together with senior officers and Executive Members from all three councils forming a Steering Group to provide guidance on the structure and content of the LTP2, and working groups of transportation planners engineers and environmental specialists from the councils responsible for preparing each of the chapters on the shared priority areas. The overall structure of these working arrangements is illustrated in Figure 1.2. Further information on the partnerships with external organisations that are being developed for the LTP2 are contained within each of the chapters on the shared priorities.

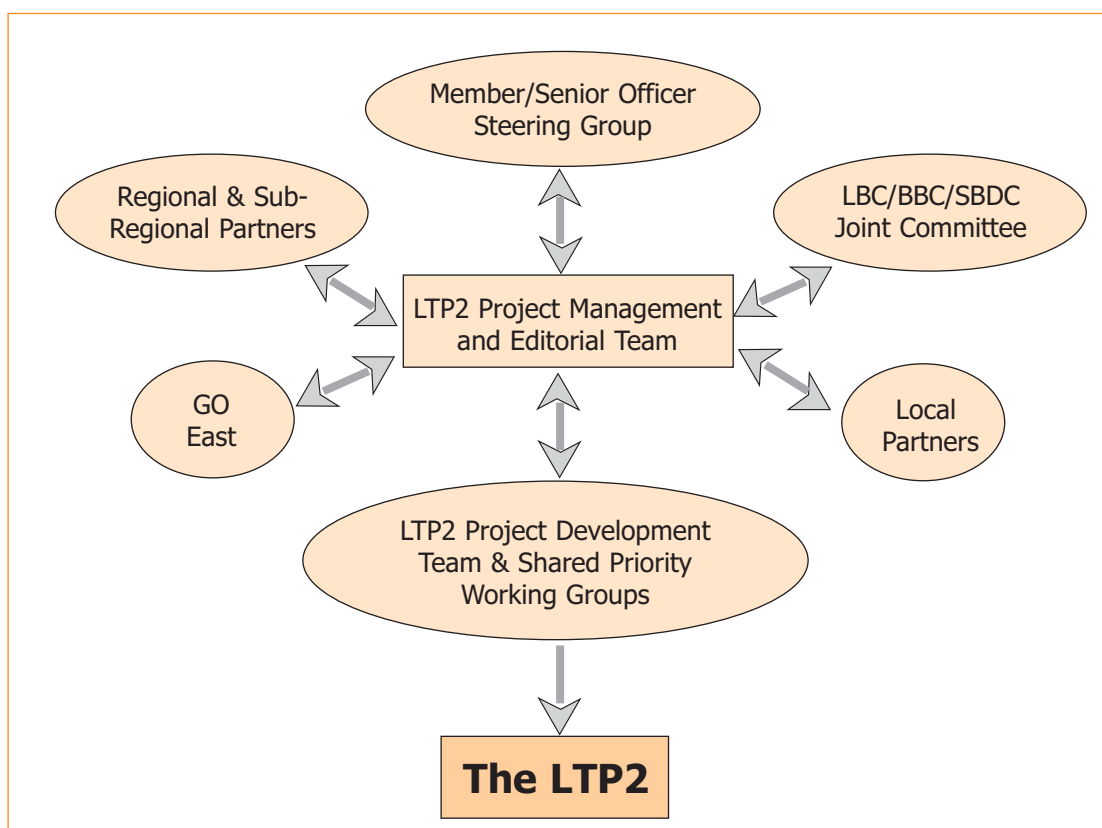


Figure 1.2 LTP2 Officer Steering Group/Working Group arrangements

Introduction

1.21 The Luton-Dunstable Local Transport Forum was set up to guide the development of the first LTP. Key stakeholders on the Forum, together with working groups of the Local Strategic Partnership, were consulted on a draft of the LTP2 in June 2005, and also on the provisional plan in the Autumn. The Forum will continue to have an important role to play in developing transport policy. The Forum consists of representatives of transport user groups (e.g. motoring, rail passenger, cycling, and pedestrian organisations), transport infrastructure providers and operators (e.g. Thameslink, London Luton Airport and Arriva), environmental organisations (e.g. Environment Agency, Council for the Protection of Rural England, Friends of the Earth, Chilterns Conservation Board) and the local business community. To understand the problems experienced by particular groups of people such as young people, the elderly and mobility impaired, these groups are represented on the Transport Forum. We also actively engage with many of these individual interest groups in a series of forums (e.g. the cycling forum, bus users group, the disability forum and the elderly peoples forum) as they have an important role to play in both developing modal strategies and implementing transport schemes and initiatives.



The Luton, Dunstable and Houghton Regis Conurbation

2 PROFILE OF THE LUTON DUNSTABLE HOUGHTON REGIS CONURBATION

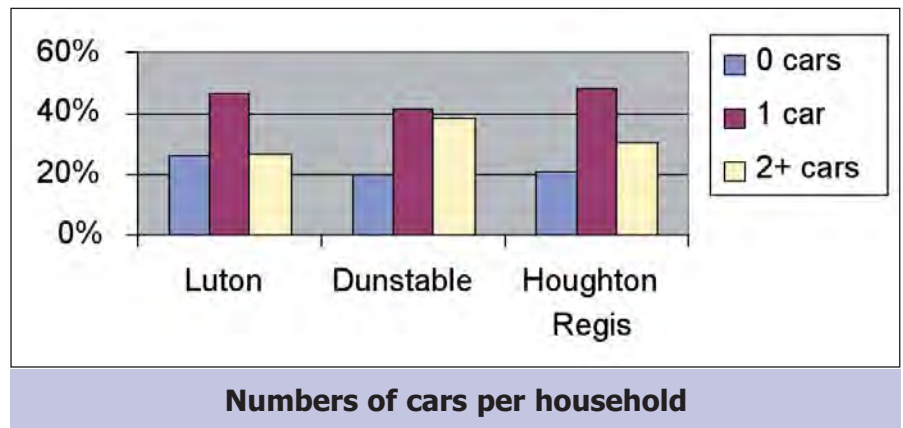
2.1 In this chapter we consider the factors that have influenced the development of this second LTP. It reflects upon the baseline conditions within the conurbation and identifies those elements that will contribute to the growth of the conurbation both during and beyond the Plan period.

Existing Socio-Economic Conditions

Population and Housing

2.2 The conurbation is one of the most densely populated urban areas in the South East of England averaging 36 persons per hectare. A total of 235,115 people live in the conurbation in 91,174 households. This equates to an average of 2.6 persons per household compared to the national average of 2.36. This can, in part, be related to the higher occupancy levels associated with the form of family and household structures found particularly in the inner wards of the towns.

2.3 The number of households in an area and the levels of car ownership within them, together with the number of economically active residents and number



of jobs in the conurbation, are key determinants of the number of trips undertaken. The bar chart (derived from 2001 census data) indicates the levels of car ownership in the three towns, but these mask the fact that there are much lower levels of car ownership particularly in the inner wards.

Employment and Deprivation

2.4 There are about 107,500 people in employment resident in the Luton Dunstable Houghton Regis conurbation and approximately 109,000 jobs. Since the mid 1990's the economy of the conurbation has been vulnerable largely as a result of job losses in the manufacturing industry. However, at 19%, the proportion of manufacturing jobs remains higher than the regional and national average (both 15%).

2.5 Analysis of the 2001 Census shows that unemployment in the conurbation is 3.7%, which is above the average rate for the East of England. There are ten wards in the conurbation that have unemployment rates higher than the national average. Economic diversification

The Luton, Dunstable and Houghton Regis Conurbation

combined with re-skilling of the workforce during the LTP1 period has mitigated the impact of the expected high levels of unemployment following the closure of the Vauxhall Works in 2002. A quality living and working environment is important to attract and retain both employers and employees and a prerequisite for achieving these attributes is to ensure accessibility and inclusiveness.

2.6 Luton is the 95th most deprived urban area in England and is also in the top 12 most deprived Districts/Unitary Authorities in the East of England. The latest available Index of Multiple Deprivation (IMD) figures show that Luton has three Super Output Areas (SOAs) in the top 10% most deprived SOAs nationally and thirty seven SOAs in the top 10% most deprived in the East of England, as shown in Figure 2.1. Whilst many of these deprived SOAs are close to the town centres, others are in outlying estates where public transport can be infrequent and local services are often limited. In Dunstable and Houghton Regis there are no SOA's within the top 10% nationally, but 3 (in Parkside and Manshead) in the top 10% in the Eastern Region.

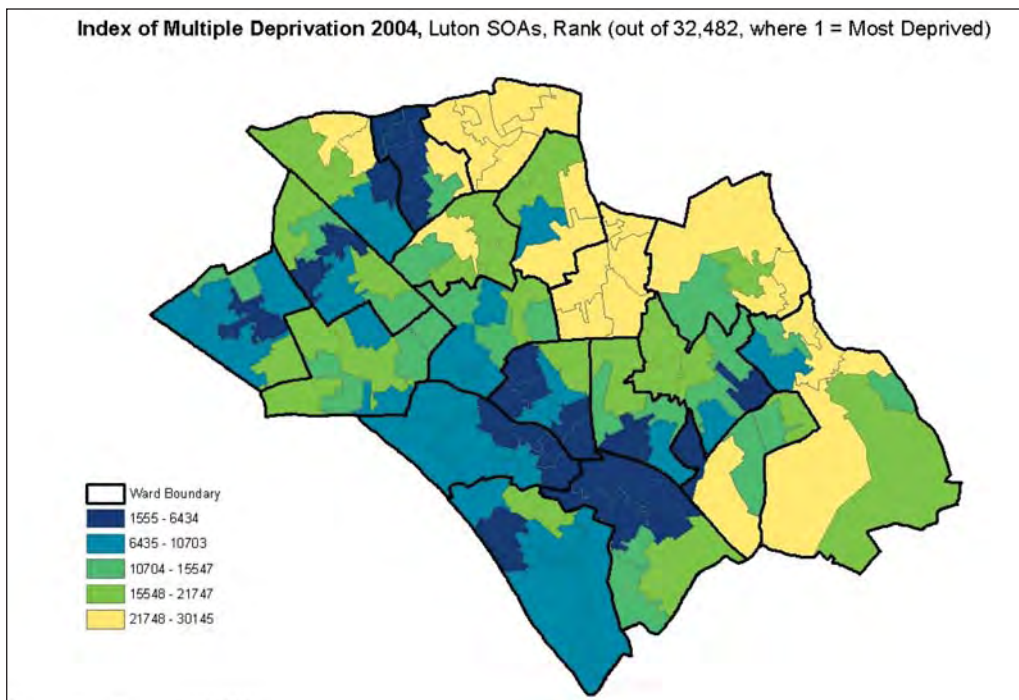


Figure 2.1 Index of Multiple Deprivation

2.7 The IMD combines data from the census and other sources on a series of 7 indicators associated with the quality of life, namely income, employment, health and disability, education and skills, housing, crime and the living environment. These data have been tabulated for lower layer SOA's of which there are 22 in Dunstable, 10 in Houghton Regis and 121 in Luton. The most deprived areas shown above are the priorities for treatment.

The Luton, Dunstable and Houghton Regis Conurbation

2.8 The Marsh Farm area in the Northwell Ward has the highest IMD score in Luton and the master plan being developed for that area funded by the Government's New Deal for Communities programme tackles a range of measures including improvements to the local environment and services. Improving conditions and addressing health inequalities in the other priority areas will be achieved through a number of initiatives and improvements in accessibility to employment and services will also contribute to raising standards in these areas. The other priority areas for particular action are as follows:

- Employment – Farley, High Town, Leagrave, Saints and South Wards in Luton
- Education and training – Lewsey, Sundon Park, Bramingham and Tithe Farm Wards
- Housing – Saints Ward in Luton

Existing Transport Conditions

Strategic transport routes

2.9 The strategic transport routes in and around the conurbation are indicated in Figure 2.2. The M1 operates above its design capacity for much of the working day and at peak times is regularly heavily congested. Any incident on it in the vicinity of the conurbation can create significant impacts on traffic movements within the conurbation as traffic diverts onto the A5 through Dunstable, the A6 through Luton, and the A505 between Dunstable and Luton.

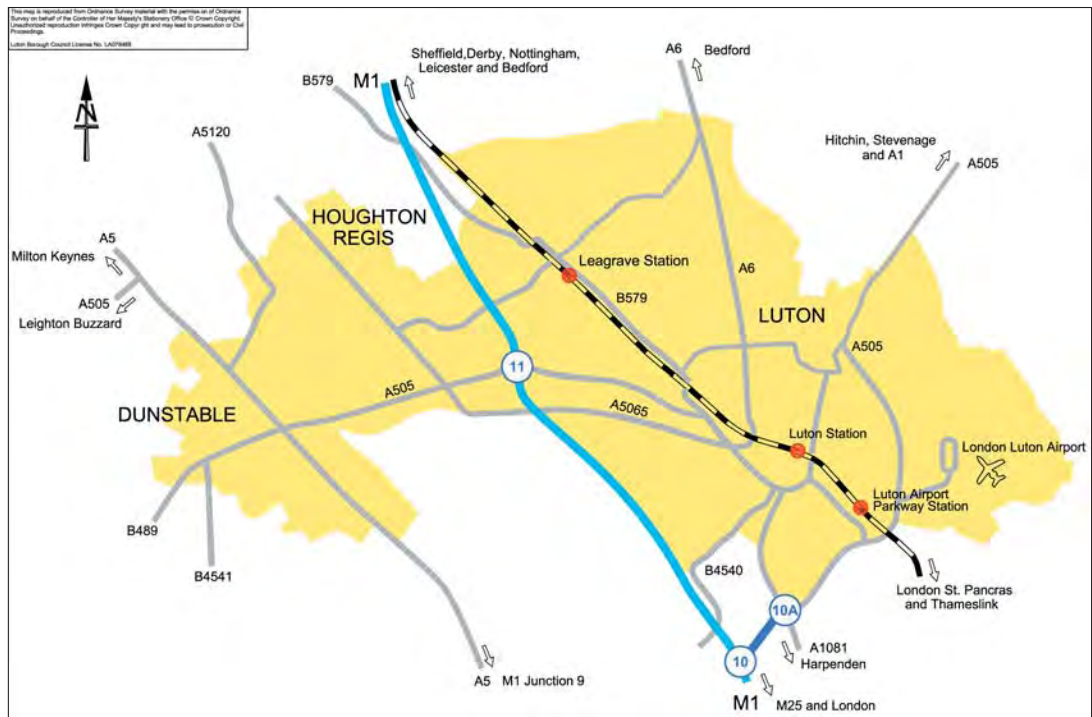


Figure 2.2 Strategic Transport Network

The Luton, Dunstable and Houghton Regis Conurbation

Traffic conditions

- 2.10 Traffic congestion within the three towns is exacerbated by the densely built-up nature of most of the conurbation, constrained by environmentally-sensitive areas both within it (e.g. the upper Lea valley) and around it. The M1 motorway and the railway line sever the conurbation, with limited "bridging points". The local road network channels high levels of traffic through Luton and Dunstable town centres, although a currently incomplete ring road exists around the centre of Luton.
- 2.11 Congestion has a significant impact in the peak periods on the reliability and journey times for bus services within the town centres and the heavily trafficked connecting corridors. The A505 corridor is also the core bus corridor in the conurbation linking residential areas, the Luton & Dunstable Hospital and the town centres.

Travel to work

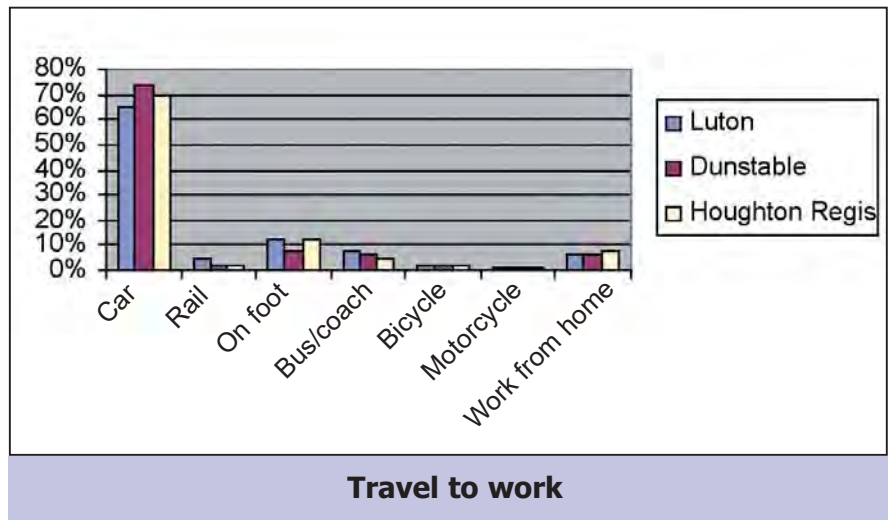
- 2.12 The journey to work information derived from the 2001 census indicates that about 60% of residents in the conurbation live within about 6 miles (10 km) of their workplace, with a similar proportion living and working in Luton.
- 2.13 Comparing the census information for those people that live or work in a particular area enables the balance between in and out commuting to be determined. This information is only available at a District level, and this indicates that about 36,800 people commute into Luton and South Bedfordshire and 50,800 commute out of the area for work, although for Luton on its own about 29,500 in-commute and 28,000 out-commute. These differences probably reflect the more rural nature of the rest of the South Bedfordshire District, with trips in the remainder of South Bedfordshire being slightly longer.

Distance Travelled	Length of work trips in Luton	Length of work trips in Dunstable & Houghton Regis	Length of work trips in South Beds
<2 kilometres	23%	23%	18%
2-5 kilometres	27%	17%	11%
6-10 kilometres	13%	18%	11%
11-20 kilometres	9%	10%	21%
21-40 kilometres	8%	11%	11%
>40 kilometres	8%	7%	10%
Not stated	12%	14%	18%

Table 2.1 Distance of travel to work

The Luton, Dunstable and Houghton Regis Conurbation

2.14 Comparing the above journey to work length information for Dunstable and Houghton Regis with that for the whole of South Bedfordshire suggests that about 44,000 local residents work outside the conurbation and 38,000 commute into the area (based on the



fact that half of work trips in Dunstable and Houghton Regis are less than 10 km) . This may be a reflection of the high density nature of the conurbation and the consequent number of short journeys that are undertaken. However, despite this compactness, the majority of journeys are undertaken by car even though public transport, cycling and walking offer viable alternatives.

2.15 The bar chart above demonstrates travel to work by mode of travel for residents of the three towns.

Travel choice

2.16 As part of the consultation process in developing the LTP2 (described more fully in Chapter 5), consultees were asked what mode of transport they use to make certain journeys. In summary, the key points were that:

Almost a third of respondents travel to work by car as a driver or passenger, while just under a fifth travel by bus. For those travelling to education, bus and walking were the most popular modes (12% and 11% respectively).

Just over half of respondents said they used the car as a driver or passenger to go food shopping, while just over a quarter walked. For other shopping about a half used a car, just over a third used the bus, while the remainder walked.

For medical appointments about two fifths of the respondents walked or travelled by car to doctors' appointments and less than a fifth travelled by bus. For hospital appointments about a third travelled by bus or used a car.

2.17 Respondents were also asked how frequently they made journeys by different modes. In summary, half the respondents said they walked 5 or more times a week or used a car either as a driver (32%) or passenger (17%). Just over a quarter used a bus 5 or more times a week.

The Luton, Dunstable and Houghton Regis Conurbation

- 2.18 Respondents were asked if there were any journeys they wished to make by cycle or foot, but didn't. Fourteen per cent of respondents said they would like to make journeys by cycle and walking. The main types of trips for which people were prepared to cycle were for leisure (36%), for work (35%) journeys, and for education and training (19%). The most popular journeys in terms of walking more were to go shopping (32%) or for leisure purposes (28%).
- 2.19 A travel survey was also conducted in Dunstable in late 2004. Whilst many of the results of that survey are consistent with the above results, the survey did ask about linked journeys for different trip purposes. About 7% of work trips were by more than one mode, rising to about 10% for leisure and non-food retail trips. Half of those respondents with children indicated that they escorted their children to school, and 45% of these indicated that the children were dropped at school on the way to work.
- 2.20 Whilst the conurbation is dominated by its urban nature, it sits adjacent to open countryside, with an extensive network of bridleways (some of which extend into the conurbation itself) which are well used by horse riders.

Journeys by public transport

- 2.21 The densely populated nature of the conurbation, together with the lower than average levels of car ownership in the more deprived areas of the conurbation, means that local bus services represent the most important alternative to the car. Bus priority measures have been implemented, though the opportunities for further measures are limited by the demands on the existing highway network and physical constraints.
- 2.22 Over 25 bus routes operating regular services of up to 15 minute headway cover Luton Dunstable and Houghton Regis. This comprehensive network is mainly provided by commercial operators. Arriva (The Shires and Essex) is the dominant bus operator with about 80% of the local commercial bus market, though there has been a recent increase in competition with the introduction of more services by Centrebus. The highway authorities contract some services in the evenings and on Sundays.



Service provided by Lutonian (part of Centrebus), a smaller local operator in Luton

The Luton, Dunstable and Houghton Regis Conurbation


2.23 Several inter-urban bus services operate from Luton, many of which are continuations of local services. The principal places served on weekdays, outside the Luton Dunstable Houghton Regis conurbation are Leighton Buzzard, Hitchin, Stevenage, Harpenden, and Watford (all half-hourly), Hatfield, Milton Keynes and Aylesbury (all hourly), Toddington and Hemel Hempstead (seven journeys a day). In addition, coach travel is generally considered a growth area. Luton has a large number of express coach services to central London, and most of these stop at Luton bus station and London Luton Airport. The Virgin London Luton Airport - Milton Keynes coach service calls at Luton station rather than the bus station in order to strengthen its integration with rail services, and although originally intended as a link between the airport and the West Coast Main Line railway, the Virgin service has opened up a new market for inter urban travel. The 737 Oxford – Stansted service was only introduced in 2005. Arriva are introducing coaches with disabled access onto their airport service.

2.24 Two train operating companies run services on the Midland Main Line railway. Thameslink services are frequent with at least six trains per hour in each direction during most of the day. The service provides a combination of local stopping services and semi-fast commuter services. Midland Mainline operate longer distance services with two off-peak services per hour in each direction, one stopping at Luton and the other at Luton Airport Parkway station. The Plus Bus offers joint bus-rail tickets between Dunstable and all stations on the national rail network, and in the six-month period since their introduction in June 2005, ticket sales have risen from 30 per month to 180 per month.



Midland Mainline service at Legrave station: express services linking Luton with London, Nottingham, Derby and Sheffield

2.25 A recent study carried out for East of England Development Agency (EEDA) indicated that on average 20 freight trains a day travel on the section of railway that passes through the conurbation. Some of these serve the concrete batching plant in Legrave Road and the Network Rail depot in Crescent Road, removing movements that would otherwise take place by lorries in these sensitive areas.



The Luton, Dunstable and Houghton Regis Conurbation

London Luton Airport

- 2.26 London Luton Airport plays an important part in the local economy. In 2004 just over 8000 people were employed within the airport campus boundary. Just over half of the employees are from Luton, whilst 25% live in Bedfordshire and 15% in Hertfordshire.
- 2.27 Passenger throughput at the airport has increased from 3.2 million passengers per annum (mppa) in 1997 to 7.5 mppa in 2004 and 9.2 mppa in 2005. Most of the growth in passenger throughput was due to the increasing number of competitively-priced internal and European scheduled services. The 2004 Civil Aviation Authority (CAA) Passenger Survey indicates that about a third of passengers are from Luton/Bedfordshire and adjacent Counties, a third are from Greater London (mainly from London Boroughs in the north and west) and a third are spread over the rest of the UK.
- 2.28 The opening of Luton Airport Parkway Station, in November 1999, has dramatically improved the airport's rail accessibility by public transport and the connecting bus service is well used. London Luton Airport Operations Limited contracts a frequent shuttle bus between the airport terminal and London Luton Airport Parkway Station. The 2004 CAA survey indicates that 17% of passengers used rail, 8% bus and coach and 14% used taxis or hire cars as the main mode of transport to reach the airport.

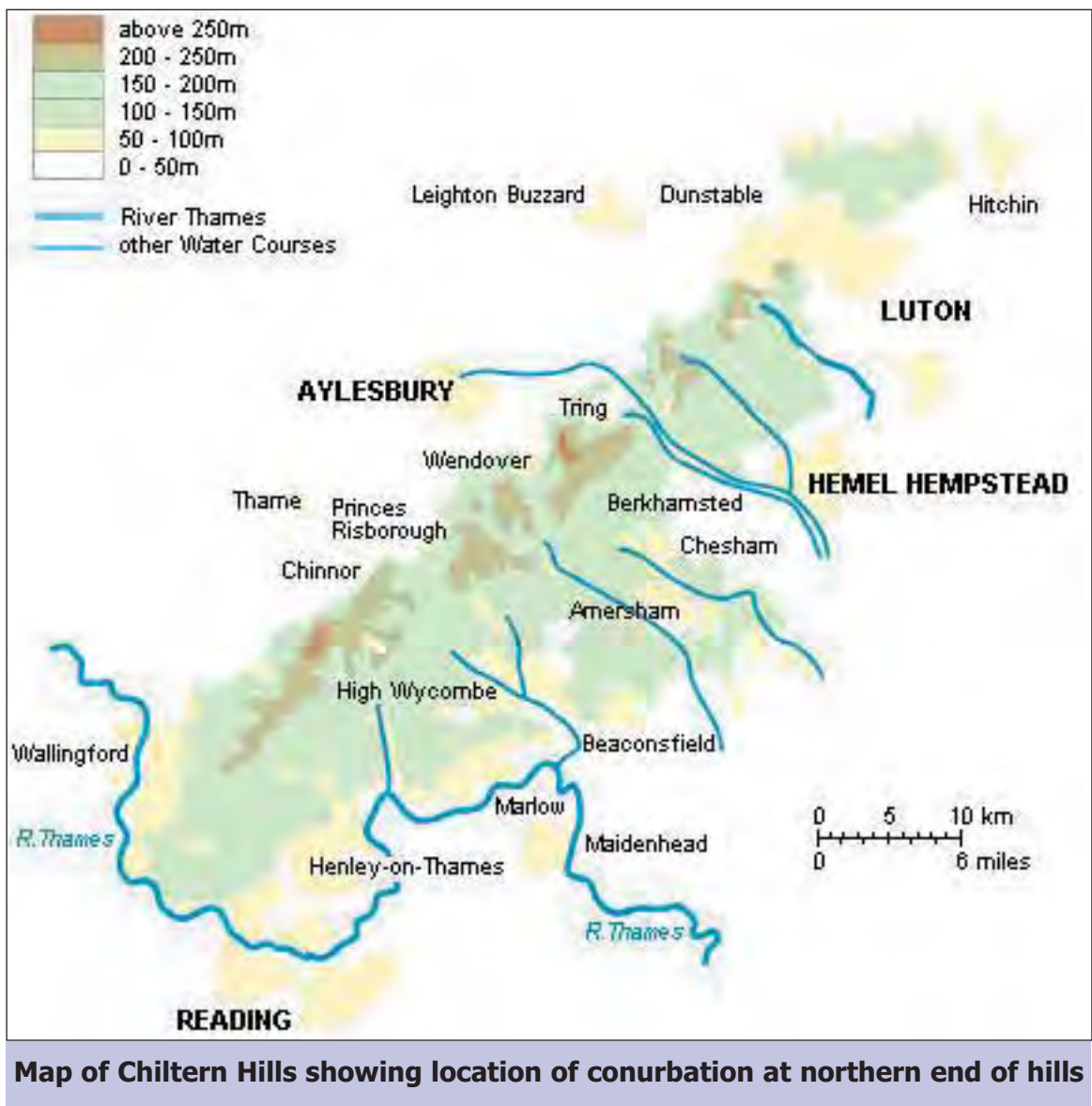
Existing Environmental Conditions

Air quality and health

- 2.29 Since 1990 UK and EU policies have led to significant reductions in emissions and a dramatic improvement in air quality. However, locally air quality continues to be of concern, particularly in locations where there are high concentrations of motor vehicle emissions. Luton has declared an Air Quality Management Area (AQMA) around M1 Junction 11 and in January 2005 South Bedfordshire District Council declared an AQMA based on the A505 Luton Road/ A5 High Street axes in Dunstable.
- 2.30 Greenhouse gas emissions are generally believed to contribute to global warming and climate change. This has local effects such as flooding and extreme weather conditions. Increased CO² emissions are the main contributor to climate change and are caused by the burning of fossil fuels.
- 2.31 Poor air quality also affects health. The number of people suffering from respiratory conditions such as asthma has risen in recent years and much of this increase has been attributed to emissions from transport.

The Luton, Dunstable and Houghton Regis Conurbation

- 2.32 Improving health is a key element of the councils' Community Plans and it is a priority of the Local Strategic Partnerships to provide good access to health and care and to ensure that resources keep up with demand. Front line health care services are provided by the Bedfordshire Heartlands and the Luton Primary Care Trusts. They work with the councils and other agencies that provide health and social care locally to make sure that the communities' needs are being met.



The Luton, Dunstable and Houghton Regis Conurbation

Landscape and heritage

- 2.33 The conurbation is surrounded by Green Belt and the Chilterns Area of Outstanding Natural Beauty (AONB). Both contribute to the visual amenity of residential areas and are an important amenity for recreation. Recently a new management plan for the Chilterns has been published which co-ordinates action designed to protect the area's characteristic landscape and heritage while taking account of the economic and social needs of the local communities. There are three Sites of Special Scientific Interest (SSSI) located adjacent to the conurbation: Blows Down to the south-west; Warden and Galley Hills to the north-east; and Houghton Regis Marl Lakes to the north-west of Houghton Regis.
- 2.34 The Luton Dunstable Houghton Regis conurbation is mainly urban in character although the River Lea gap through the Chilterns has influenced the development of the towns and brings attractive open space within easy reach of many people. There are four conservation areas in and around Luton town centre, one in Dunstable town centre and one focused on The Green and Houghton Hall area east of Houghton Regis town centre.

Biodiversity

- 2.35 Maintaining the balance of nature in terms of the number of species and their habitats is essential for the well being of the SSSI's, County Wildlife Sites and Sites of Nature Conservation Importance. A full list of species found in Bedfordshire and Luton is included in the Biodiversity Action Plan, including those species protected by UK and EU law found in the area, which includes bats, great crested newts, the European otter, the natterjack toad and the dormouse. A survey carried out by the Greensand Trust in 2004 reported that the best nationally important wildlife sites in the County appear to be doing relatively well, but nearly half of the County Wildlife Sites monitored are not in good condition. Wildlife grasslands and heaths are a major cause for concern and there is a worrying decline of farmland, woodland and some urban birds.



Burnet Moths, a typical species of remnant chalk downland habitats in and around the conurbation


The Luton, Dunstable and Houghton Regis Conurbation



River Lea near its source in Leagrave

Water and soil

- 2.36 The River Lea flows from the north of Luton through the town centre towards the Luton Hoo lakes. One of its headwaters also flows through Houghton Regis. Through the towns it is a typical degraded urban watercourse of poor water quality. Where the river passes through Luton town centre it is mainly enclosed within culverts. Geologically the area is underlain by chalk, which provides an important aquifer used for public and private water supplies at various locations in and around the conurbation. The main pumping station for local domestic supplies is located off Crescent Road in Luton and therefore the groundwater flow within the aquifer is generally in a south-easterly direction.



The Luton, Dunstable and Houghton Regis Conurbation

Summary of Implications

2.37 This chapter has summarised the baseline transport conditions within the conurbation, together with the socio-economic and environmental conditions that impact on the quality of life. These baseline conditions collectively influence our long-term transport strategy, as well as the councils wider economic, environmental and social policies. The key policy drivers, all of which impact on quality of life, can be summarised as follows:

- The future demands associated with projected housing and employment growth
- Relatively high levels of deprivation within certain Wards particularly relating to low income/employment levels, but also to health, housing and safety
- Economic regeneration and diversification contributing to reduced unemployment
- The importance and future growth of London Luton Airport
- Growing levels of congestion contributing to worsening reliability and punctuality of bus services
- Latent demand for the use of sustainable modes
- Densely populated urban nature of the conurbation, development of which is constrained by the Chilterns AONB

3 POLICY CONTEXT

National And Regional Policy

- 3.1 Transport is not an end in itself, but the means by which people can access the services they need. Therefore the importance of the relationship between transport and development planning cannot be overstated. The Kyoto protocol requires the UK government to reduce greenhouse gas emissions to tackle the issue of climate change. The UN conference on Sustainable Development and the EU Spatial Strategy seeks to work towards achieving balanced and sustainable communities. There are also a number of EU Directives particularly in relation to the sustainable use of resources and environmental issues.
- 3.2 The UK government has published White Papers, together with Planning Policy Guidance (PPG) and Planning Policy Statements (PPS) that set out policies for transport, and different aspects of land use and environmental planning, many of which are necessary to comply with EU legislation. These are summarised in Appendix A.
- 3.3 Specifically PPG13 sets out the relationship between planning and transport, which seeks to reduce the need to travel and promote more sustainable travel choices such as walking, cycling, and public transport for access to local services. PPG13 also sets out a sequential approach to development, consistent with other land use policy guidance, that seeks to place high trip-generating developments in locations accessible by public transport. The framework for development planning and transport in Luton and Bedfordshire up to 2011 is set out in the Structure Plan adopted in March 1997. The development of the Local Plans for Luton and South Bedfordshire have been closely integrated with the Local Transport Plan, having regard to guidance set out in PPG13.
- 3.4 Over the last five years there have been a number of new National and Regional policies and strategies that will set the framework for, and impact on, transport and land use planning for the second and subsequent LTPs. The 2004 Planning & Compulsory Purchase Act enabled a revised approach to the development planning framework embodied in PPS12. The Regional Spatial Strategy (which replaced Regional Planning Guidance) will now replace the Structure Plan. Further details of these and other policy/strategy initiatives are contained in Appendix A, but the key ones can be identified as follows:

The government White Paper on "The Future of Transport" sets out the principles and safety enhancements in improving the strategic transport (including international gateways) and local transport network, together with consideration of the associated environmental impacts of transport schemes and initiatives.

The White Paper on "The Future of Air Transport" specifically sets out the government's approach to increased demand for air travel, and in particular the proposals for the growth of London Luton Airport to a throughput of 30 mppa by 2030.

The government's Sustainable Communities Plan sets out a long-term programme of action to deliver sustainable communities in England. It includes accelerated residential and employment growth in four growth areas. Luton and southern Bedfordshire are identified as a Growth Area within the Milton Keynes/South Midlands (MK/SM) Sub Region.

The draft East of England Plan, which incorporates a Regional Transport Strategy, sets the framework for development planning and transport in the East of England including Luton and Bedfordshire.

The MK/SM Sub-Regional Strategy (SRS) addresses the strategic development, transport and other infrastructure requirements to provide for the sustainable growth of the area.

The Regional Economic Strategy sets out how the economic performance and competitiveness of the East of England can be improved and in particular addresses the regeneration needs of the Luton Dunstable Houghton Regis conurbation.

- 3.5 The key points of these documents which we have taken into account in our LTP2 are set out in the following paragraphs.

"The Future of Transport" White Paper

- 3.6 The White Paper published in 2004 sets out a 30 year strategy which includes initiatives to provide additional highway and railway capacity where it is required, implement the conclusions of the Air Transport White Paper, introduce sustainable freight policies, improve safety and security, and respect the environment. The White Paper indicated that local travel is to be enhanced through:

freer flowing local roads delivered through measures such as congestion charging;
more frequent and more reliable bus services, enjoying more road space;
demand responsive bus services to provide accessibility in areas that cannot support conventional services;
looking at ways to make services more accessible, so that people have a real choice about when and how they travel;
promoting the use of school travel plans, workplace travel plans and personalised journey planning to encourage people to consider alternatives to using their cars; and
creating a culture and improved quality of local environment so that walking and cycling are seen as an attractive alternative to car travel for short journeys.

"The Future of Air Transport" White Paper

- 3.7 The White Paper provides a framework for the development of airports in the UK to deliver extra airport capacity by 2030, particularly in the South East. It proposes development at London Luton Airport to make full use of a single runway – providing for 30 mppa and 240,000

Aircraft Travel Movements (ATMs) by 2030. Improvements to the M1 and M25 and provision of bypasses for Dunstable and Luton would improve highway access to the airport. The view of the former Strategic Rail Authority was that, with improved links between the airport and Parkway station, the rail capacity enhancement projects underway or already planned should be sufficient to support expansion.



Luton Airport Parkway Station with London Luton Airport shuttle bus

East of England Plan

- 3.8 The emerging Regional Spatial Strategy (RSS) for the East of England is the draft East of England Plan, being prepared by the East of England Regional Assembly. Although the Luton Dunstable Houghton Regis conurbation is included within the region, proposals for its development as a Growth Area are set out in the MK/SM(SRS), described below, which supersedes part of the previous Regional Planning Guidance for the South East (RPG9).
- 3.9 Nevertheless, the East of England Plan remains relevant to this LTP2. It identifies the Luton Dunstable Houghton Regis conurbation as a Priority Area for Economic Regeneration and as a Regional Interchange Centre due to its close proximity to the motorway and trunk road network, the Midland Main Line railway and London Luton Airport. The M1 motorway and A505 are designated as part of the strategic road network and Luton town centre as a 'Retail Centre of Regional Importance'. The Plan also recognises the importance to the region of the growth of London Luton Airport as an international gateway and supports its expansion up to the full use of its existing runway. This would provide a maximum passenger capacity of 18 mppa but the Plan acknowledges the Airport White Paper's proposal to provide a new and extended runway which would increase the potential passenger capacity to 30 mppa.

- 3.10 The East of England Plan includes a Regional Transport Strategy (RTS) which aims to improve access to jobs and services, provide new transport infrastructure for both existing and future needs, reduce the need to travel, reduce the transport intensity of the economy, minimise the environmental impact of transport and improve safety and security. This means enabling the provision of the necessary infrastructure and services to support both existing development (addressing problems of congestion) and that proposed in the spatial strategy to meet housing and economic regeneration needs. The secondary RTS objectives of widening travel choice and efficiently managing and maintaining transport infrastructure should help address concerns about providing extra transport facilities and infrastructure without measures to manage demand merely worsening existing problems.



Cycling on NCN 6, soon to be completed across the conurbation

- 3.11 Other relevant policies of the Plan include increased provision for walking and cycling, including completion of the National Cycle Network Route 6 (NCN6), and adoption of demand-constraining parking standards as public transport accessibility increases. A significantly enhanced level of public transport should be achieved in Regional Interchange Centres. The draft RSS goes on to identify specific schemes, the implementation of which is integral to the strategic network hierarchy and the delivery of the government's Growth Area agenda. All of these are summarised in Appendix B.

Economic Strategy for the East of England

- 3.12 The aim of the strategy is to improve economic performance and enhance the region's competitiveness, addressing market failures which prevent sustainable economic

development, regeneration and business growth. Specific objectives for the Luton Dunstable Houghton Regis area are:

improved access to employment for disadvantaged communities and groups through targeted skills programmes and comprehensive community regeneration programmes and by creating more cohesive and inclusive communities;

balanced economic growth across the area through a combination of support for the traditional manufacturing base with support for the development of high value knowledge-based industries;

raised quality of the urban environment and reinforcement of the role of town centres in the context of the area's Growth Area status; and

supporting and harnessing the growth of London Luton Airport in order to capture the associated economic benefits for existing business and inward investment within the sub-region.



The Bury Park Environmental & Traffic Improvement Scheme, completed in November 2005

Milton Keynes/South Midlands Sub-Regional Strategy

- 3.13 Following the identification of Milton Keynes/South Midlands (MK/SM) as a Growth Area in the government's Communities Plan, a Sub-Regional Strategy (SRS) was adopted in March 2005. Its purpose is two-fold. Firstly, to provide strategic guidance on the scale, location and timing

of development and associated employment, transport, and other infrastructure to 2021 and the necessary delivery mechanisms. Secondly, to provide a longer-term perspective for the sub-region to 2031.

3.14 The objectives of the SRS are, in summary:

- to provide a major increase in the number of new homes

- to provide a commensurate level of economic growth

- to locate development in the existing main urban areas and to support regeneration and an urban renaissance

- to ensure that development contributes to an improved environment

- to meet the infrastructure needs of existing and proposed development to create sustainable communities by ensuring that economic, environmental, social and cultural infrastructure needs are met in step with growth.

3.15 The MK/SM Growth Area proposals include about 26,300 new homes by 2021 in Luton and southern Bedfordshire, mainly to the north and east of Luton and Houghton Regis, to the north west of Dunstable, and around Leighton Linslade, as shown in Figure 3.1 (extract of the MK/SM SRS Spatial Diagram). The proposals also include a further employment site between Luton and Houghton Regis.

3.16 The transport priorities set out in the MK/SM Sub-Regional Strategy are:

- reducing the need to travel by private vehicles by integrating land use and transport planning;

- achieving a step change in the attractiveness of public transport within the conurbation;

- implementing park and ride schemes; and

- improving the attractiveness of walking and cycling and implementing travel demand measures.

3.17 The MK/SM SRS also identifies a range of strategic and other key local transport infrastructure schemes and identifies their status. Those relevant to Luton Dunstable Houghton Regis and Leighton Linslade are shown in Table 3.1.

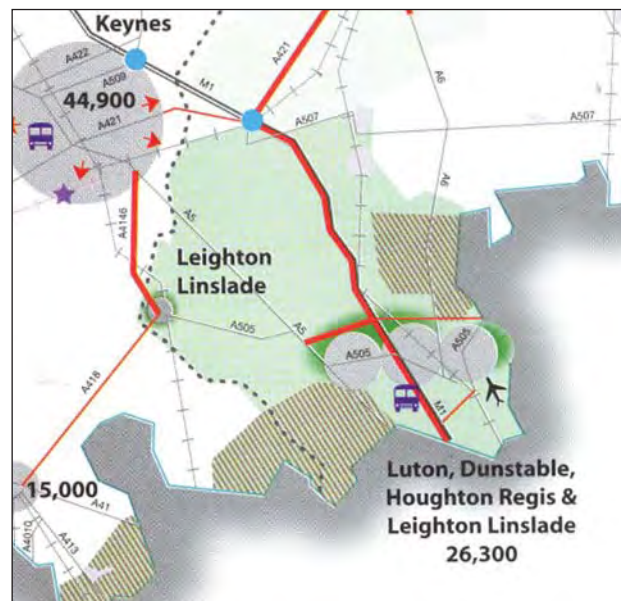


Figure 3.1 MK/SM Growth Area Proposals

Strategic Priorities	Status
Midland Main Line Utilisation Outputs	Committed
The Thameslink Programme	Committed
M1 Widening (J6a-10)	Committed
M1 Widening (J10-13)	Committed
Dunstable Northern bypass (A5-M1)	Committed

Key Transport Requirements	Status
Translink Guided Bus Scheme	Committed
Park & Ride – Butterfield	Committed
East Luton Corridor	Committed
Luton Town Centre Transport Scheme	Committed
Luton Northern bypass (M1-A6)	Under consideration
Luton Northern bypass (A6-A505)	Under consideration
Translink Extension (to M1 J10a)	For future consideration
Translink extensions to northern fringe	For future consideration
Luton East Circular Road (N) (A505-Airport)	For future consideration

Table 3.1 Regional Priorities

The Local Development And Transport Framework

The Bedfordshire Structure Plan 2011

- 3.18 The Bedfordshire Structure Plan 2011, adopted in March 1997, constitutes part of the current development plan for Bedfordshire and Luton. It provides a strategic context for the Luton Local Plan and South Bedfordshire Local Plan which cover the LTP2 area. The preparation of the replacement Bedfordshire and Luton Structure Plan 2016 was formally abandoned in 2005 when the plan's strategy was effectively overridden and superseded by the MK/SM SRS. Hence, the Structure Plan 2011 remains valid until the East of England Plan is approved and the new development plan system, comprising plans at the regional and local levels, is in place.
- 3.19 The thrust of the Structure Plan, in terms of transport schemes, remains valid in that it advocates:
- an integrated transportation strategy (which includes reducing the need to travel and encouraging a modal shift away from the private car)

Policy Context

a higher proportion of trips undertaken by foot, cycle, bus and rail
traffic management and calming, and
limiting the environmental impact of freight movement

3.20 It also proposes investment in schemes for the Luton Dunstable area that are taken forward in the MK/SM SRS. Because of these strong similarities between the two documents, the Structure Plan policies are not specifically included in Appendix B.

Luton and South Bedfordshire Local Plans (2001–2011)

3.21 The South Bedfordshire Local Plan Review was adopted in January 2004 and the Borough of Luton Local Plan in March 2006. Both plans were prepared in conformity with the Bedfordshire Structure Plan 2011 and identify a series of 'sustainability profiles' which serve as a Local Plan strategy. The South Bedfordshire Plan also reflects the fact that, whilst South Bedfordshire District Council is the Local Planning Authority, it is not a highway authority. Nevertheless both plans incorporate relevant and appropriate transport policies and these are summarised in Appendix B.

Luton 2011
where we want to be in seven years

The council is working in partnership with local people and organisations to make dramatic improvements to the quality of life in Luton by 2011. We have set exciting and challenging targets to meet over the next seven years.

We want to concentrate on making major improvements to the following areas as these are the ones that local people have told us are important to them:

- Economic regeneration**
We want to continue to build on the success of the local economy to secure the future of Luton. We need to improve the built and natural environment, provide the infrastructure for business to thrive, and ensure the local workforce is well trained and able to take up well paid jobs available locally.
By 2011 we want:
 - Our employment level to be above the East of England average.
 - The town centre master plan to be fully implemented.
 - The proportion of the working age population in work to have increased.
- Environment**
A clean, tidy and green environment is important to local people. We want people to be satisfied with their surroundings.
By 2011 we want:
 - Over 25% of the people of Luton to be satisfied with street cleaning, parks & open spaces, abandoned vehicles, noise, pollution, roads, pavements and the built environment.
 - Luton to be greener, with a significant increase in the number of trees.
- Crime**
Crime and fear of crime carry a heavy cost, not just financial but on people's well-being and their ability to go about their daily business.
By 2011 we want:
 - Luton residents to fear crime less than three quarters of similar urban areas in England.
 - There to be a substantial reduction in residents' concern about anti-social behaviour.
 - The number of young people who are victims of crime to have reduced.
- Deprivation**
We believe strongly in the reduction of social exclusion and deprivation. We want to address issues surrounding income, education, employment, health, housing, access to services and child poverty.
By 2011 we want:
 - All wards to have improved in the government's measure of deprivation.
 - No ward to be in the 10% most deprived in England (using the 2004 list).
 - To bring at least 60 long-term empty houses back into occupation each year.
 - To eliminate the use of bed & breakfast accommodation in housing the homeless, except for short-term emergencies.
- Health and social care**
We want to improve local people's health through education and outreach work and we want to protect vulnerable people and promote their independence.
By 2011 we want:
 - The gap between life expectancy of people in Luton and the rest of the country to have halved.
 - The death rate for babies in Luton to be down to the national average.
 - The proportion of people who can receive treatment for missing drugs or alcohol to have increased.
 - The number of people aged over 65 and vulnerable - who live independently in their own homes to have increased.
 - At least 75% of young people leaving care to go into employment, education or training.
- Education**
Educational achievement is a key decider on how we all do in life, whatever our age. We want Luton to be a place with opportunities for learning for people of all ages.
By 2011 we want:
 - Educational achievement levels at all stages to be above the national average.
 - Community use of school facilities to have increased.
- Transport & traffic**
We want to reduce traffic congestion, provide adequate parking and make Luton a safe place to walk or cycle.
By 2011 we want:
 - Travel to Luton town centre by public transport to have increased by 15% compared to 1999.
 - Walking and/or cycling journeys in Luton to have increased as a percentage of total journeys.
- Leisure**
Residents, young and old, want more leisure opportunities in Luton.
By 2011 we want:
 - 10% more Luton people to be satisfied with the town's cultural and recreational facilities, including sports/leisure, theatre/concert halls, museums, libraries, parks, community facilities, amenity and open spaces.
 - 80% of the population to have a library card that they use on a regular basis.

LUTON
District Council

Publicity poster for Luton 2011 setting out areas of improvement

- 3.22 The main objectives of the Local Plans are to promote the regeneration of the conurbation through more sustainable patterns of development, meet local housing needs, and make adequate and appropriate provision for sport, leisure and community facilities and green space, whilst protecting and enhancing the natural and historic environment. They seek to reduce levels of unemployment by retaining, strengthening and adding to employment opportunities and maintain the vitality and viability of the town centres.
- 3.23 The Borough of Luton Local Plan designates the central area of Luton, together with parts of High Town and Marsh Farm as 'Action Areas' and sets out key priorities to guide future development. In the town centre action area this includes improvement of the bus and railway stations as a transport interchange and a better pedestrian environment. This guidance has been further developed in the 'Luton Town Centre Development Framework' which includes the specific transport objective of:
- "promoting public transport, cycling and walking to reduce the need to travel by car, thereby reducing traffic congestion and to remove through traffic motorised transport's contribution to greenhouse gases."
- 3.24 As a contribution to this objective, the Local Plans include major transport infrastructure schemes summarised in Table 3.1 and described in more detail in chapters 4 and 8.
- 3.25 The thrust of each of the Development Plan transport policies is incorporated in Appendix B, which illustrates the manner in which government transport policy is transposed through regional and sub-regional policies and schemes to more specific policies and detailed proposals at the local level. The latter include land allocations, the implementation of which will have considerable transport implications. They comprise major redevelopment proposals at the former Vauxhall car plant, sites in the Luton town centre area and the expansion of London Luton Airport.

The first Luton Dunstable Local Transport Plan

- 3.26 The first Luton-Dunstable LTP (LTP1) focused on three key themes, in particular the emphasis of travel by sustainable modes set out in the transport hierarchy together with the associated modal strategies, the need to integrate transport with other policy areas, together with consultation and working in partnership with key stakeholders to develop and implement the local transport strategy for the conurbation. This has resulted in improved partnership working between the Borough, County and South Bedfordshire District Councils to deliver the second LTP for the conurbation, as well as improved partnership working with other highway authorities in the Eastern Region and the MK/SM sub-region together with other Regional Partners, including EEDA, EERA and the Highways Agency.

3.27 As part of the first LTP, major scheme appraisals were carried out and provisional funding approval endorsed by the government for the Luton Dunstable Translink guided busway, East Luton Corridor (ELC) improvements and the Luton Town Centre Transport Scheme. However in December 2004 the ELC scheme was remitted to the Regions and is now being jointly funded by the Community Infrastructure Fund and the second round of the Growth Areas Fund. These three schemes will contribute to all of the shared priority areas described in this LTP2 by reducing road accidents in the vicinity of the schemes, together with reducing congestion and thereby improving air quality. These local transport improvements in combination with the strategic highway improvements mentioned in Table 3.1 will improve accessibility between the proposed locations of new dwellings to the north and west of the conurbation and the existing and proposed employment areas within the three towns.

3.28 The main partnerships that have been established and which have had significant impacts on the delivery of integrated transport schemes in the first LTP are:

The Bedfordshire and Luton Casualty Reduction Partnership, launched in April 2002, has been a real success story, with a reduction in the level of road casualties that is amongst the best in the country. An independent evaluation has concluded that casualty reduction at camera sites in Bedfordshire and Luton is the most successful in England, with a 72% reduction in killed and seriously injured (KSI) (2003 vs 1994-8 baseline), compared to a national average of 42%.

In partnership with local schools, travel plans have been implemented at half of the schools and safety measures introduced in the vicinity of the school entrances. These measures and initiatives have encouraged pupils to travel to school by more sustainable modes, with the most significant change during the LTP1 period being a 5% increase in children using public transport to get to school.



The partnership with the councils term maintenance contractors to deliver improved maintenance of highways and footways, together with the implementation of integrated transport schemes. The area traffic calming and safety schemes introduced in Luton during the LTP1 period have included extensive 20 mph speeds limits, with less than 1.5 kilometres of 20 mph roads before 2000, and 61 kilometres by the end of the LTP1 period (as shown in Figure 3.2).



Figure 3.2 Lengths of 20 mph road introduced in LTP1 period

We have also addressed some of the symptoms of traffic congestion on our main road network. The environmental and traffic improvements on Dunstable Road in Bury Park was one of seven schemes developed as part of the Transport 2000 "reclaiming main roads" initiative. The scheme has helped keep the traffic moving slowly but surely, thereby maintaining traffic capacity and journey times but reducing the stop-start flow that previously occurred.

Substantial investment in new cycle routes through the use of various funding sources including Department for Transport, New Opportunity Fund, Office of the Deputy Prime Minister, New Deals for Communities, Active England and developer contributions, in addition to LTP and Council funds. This has allowed NCN6 to be substantially completed through the conurbation. For this work Luton were awarded one of Sustrans first National Cycling Awards for being 'the most proactive local authority in supporting the NCN'. As an indication of the progress we have made, Figure 3.3 shows the lengths of cycle route in Luton over the last five years.

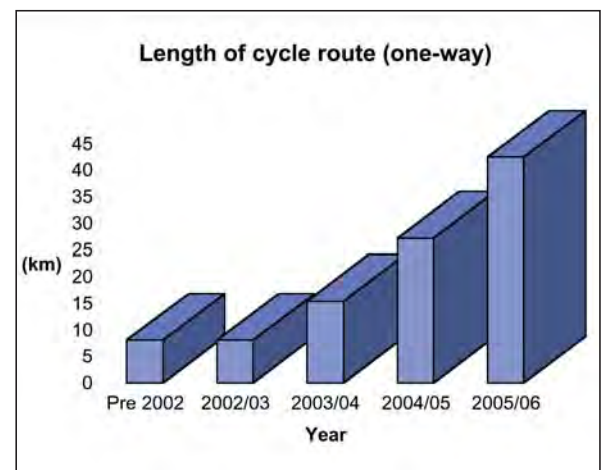


Figure 3.3 Lengths of cycle route opened during LTP1 period



**Signing of Bus Quality Partnership
with Arriva The Shires & Essex**

The Quality Bus Partnership with Arriva has resulted in the councils providing further bus priority measures on the Dunstable Road and around the town centres, bus boarders at stops and a pilot of real time passenger information. Changes to bus circulation around Luton town centre introduced in March 2005 also resulted in improved interchange between those buses serving the north and west of the conurbation with those serving the south and east of Luton. Arriva provided significant investment in new buses on six main routes in autumn 2005, with the vehicles meeting Euro 3 emission standards and being more accessible to mobility impaired people.

3.29 In addition, a number of other partnerships have been set up across wider policy areas which are related to transport, including those with:

The Primary Care Trusts and local voluntary groups - to address the challenge of local health inequalities which are of relevance to LTP2, including healthy environments (tackling problems associated with housing, the environment and transport) and health and social care.

Local employers, Chamber Business and the Luton Dunstable Partnership - to reduce structural economic inequalities including regeneration, training, employment and business in the community.

The police and community groups - to improve community safety and reduce crime and disorder and to tackle the particular road safety problems associated with disadvantaged communities.

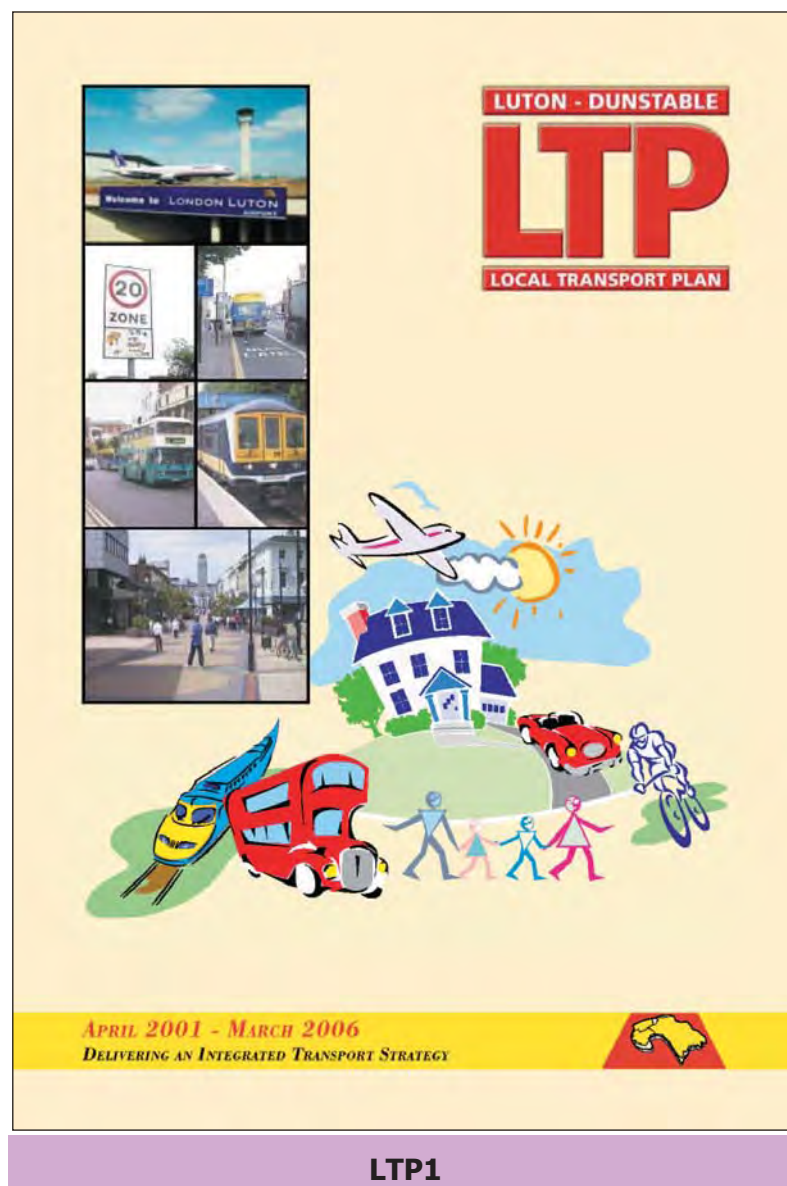
3.30 We will continue to develop these existing partnerships to implement similar schemes during the LTP2 period, as described in Chapters 9-13. The changing emphasis of the LTP2 has necessitated the strengthening of existing partnerships and the development of new ones, for example:

we already have a Bus Quality Partnership with Arriva, and intend to develop a similar arrangement with Centrebus. We also plan to extend these partnership agreements to include multi-operator ticketing.

The requirement to undertake accessibility planning has involved setting up new partnerships with key stakeholders from the transport, health, education, business, leisure and retail communities.

Further information on the partnerships with external organisations that are being developed for the LTP2 are contained within each of the chapters on the shared priorities.

- 3.31 As a result of the critique of LTP1, we have strengthened the links between the transport strategy for the conurbation and the vision, aims and objectives and other key policy drivers. These linkages are clearly established in this chapter of the LTP2, together with Chapters 4, 7 and 8. Many of these improved linkages have developed as a result of the recent policy directions particularly at a regional and sub-regional level.



The Wider Local Policy Context

Corporate Strategies And Community Plans

3.32 One of the key requirements of the LTP2 guidance is to demonstrate linkages between transport and a much wider range of local policies and strategies, including the Corporate and Community Plans of the three councils, together with their Land Use Development Plans and other economic, environmental and social policies that impact on quality of life. Both Bedfordshire County Council and Luton Borough Council are finalising details of Local Area Agreements between the councils and the government, the development of which has been subject of extensive stakeholder consultation during 2005.

3.33 The Corporate Strategies of the local highway and planning authorities are set out in Luton 2011, in Making Bedfordshire Thrive and in South Bedfordshire's Ambitions. The objectives of the three councils Corporate Strategies aim to improve the quality of life of the residents of Luton Dunstable and Houghton Regis. Key elements of these strategies are summarised in Appendix C, but all have a number of overarching common themes that can be summarised as:

Transport and Traffic - increasing use of sustainable travel modes;

Safety – fewer accidents and less crime in the towns and less fear of crime;

Environment - cleaner and greener towns with better air quality that people are proud to live in, together with emphasis on recycling of waste;

Economic Regeneration – business investment and diversification of the economy to create more prosperous towns where there are greater opportunities for employment;

Deprivation, Health and Social Care - reducing deprivation, improving housing opportunities and access to health and other social care facilities, particularly for vulnerable people, supporting those in need and planning for the future;

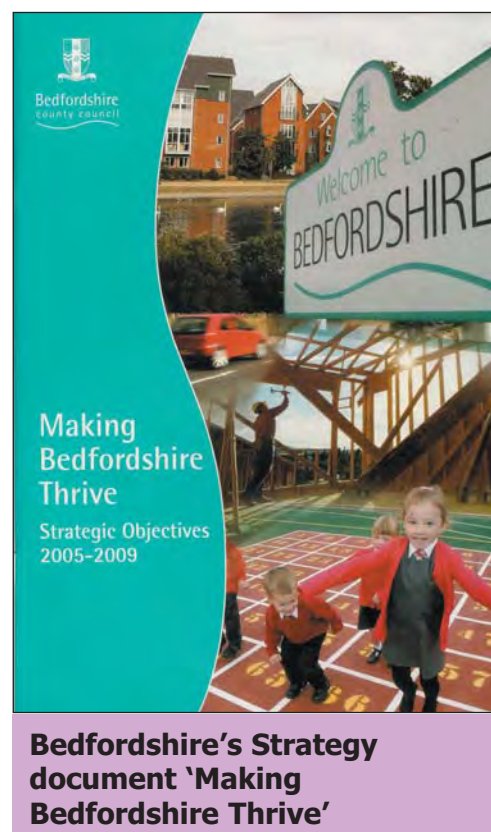
Education – improving educational attainment in schools, together with training opportunities to help improve employment prospects and prosperity; and

Leisure - providing a wider choice of leisure and social facilities.

3.34 Our Corporate Strategies also accord closely with the key issues of the Local Strategic Partnerships (LSP) which emphasise regenerating the built and natural environment within local communities and tackling key aspects of deprivation to improve the quality of life, including improving learning and skills, health, housing and social care. The issues and priorities contained within our Corporate and Community Strategies were identified

following extensive consultation with local residents, businesses and other key stakeholders. Many of the above aspects of the Corporate Strategies and Community Plans reflect statutory responsibilities and policies at a national, regional and local level to improve the quality of life.

3.35 Sub-groups of the Local Strategic Partnerships have also been engaged in refining and developing the accessibility analysis that supports the LTP2, as well as the wider strategy. For example, the Business Growth and Employment sub-group of the Luton Forum (the LSP in Luton) has been consulted on the preparation of the LTP and other groups such as Luton Food Network is actively involved in the preparation of the access to healthy food element of the Accessibility Strategy. In addition, the transport and environmental related targets contained within the Performance Development Framework for the Luton Community Plan and the Local Area Agreements have been rationalised to ensure that, wherever practical, they are consistent with those contained within LTP2 and the Strategic Environmental Assessment process.



Best Value Reviews and Performance Plan

3.36 Best Value reviews of three key areas of the Borough Councils Environment and Regeneration Department have been carried out during the LTP1 period. Best Value reviews of the Luton's Street Services and transport functions were carried out in 2001/02 and the review of the former was also assessed by the Comprehensive Performance Assessment (CPA). Street Services have continued to make excellent progress and a recent review of their Best Value Action Plan indicated they had achieved all but one of the targets set. The transport review culminated in the establishment of the Public Transport Unit in 2004, which integrates social services and education transport with other tendered bus services. The Best Value review of Luton's Engineering and Transportation Division commenced in early 2005, and at the time of publication of this LTP2, has almost been completed. Reviews of the Regeneration and Environment and Consumer Services Divisions also commenced in late 2005.

Policy Context

3.37 Table 3.2 below sets out the cross cutting themes arising from the policy review that are used to inform the long-term transport strategy for the conurbation set out in the next chapter.

Cross Cutting Themes	National Transport Policy	Regional Transport Policy / MK-SM SRS	Regional Economic Strategy	Local Transport Plan 1	Corporate and Community Strategies
To deliver the major schemes prioritised at the regional level					
Build upon the framework and successes of LTP1					
Provide better public transport					
Provide viable alternatives to the private car					
Ensure the safety of the travelling public					
Contribute to wider economic, education, social and quality of life objectives					

Table 3.2 Relationship between Policy context and Transport Strategy Themes

4 THE 2020 TRANSPORT STRATEGY

A Vision For The Conurbation In 2020

- 4.1 In many ways the Luton Dunstable and Houghton Regis conurbation is a unique urban area. Recent trends, together with planned development embodied in the national, regional and local policy direction described in Chapter 3, means that the area has an exciting future. Major regeneration is taking place with new inward investment in high-tech and service industries and the airport is growing rapidly and generating many jobs as well as becoming a hub for passenger travel. Luton town centre is beginning a major expansion. The Luton Dunstable Houghton Regis conurbation has been designated as a Regional Interchange Centre in the East of England Plan and the MK/SM Sub-Regional Strategy proposes major expansion of housing and jobs in the surrounding area. Effective transport and development planning is a key corporate priority for all three authorities responsible for developing this LTP2 and the wider long-term strategy for the growth area set out in this chapter.

2020 Transport Strategy: The Vision

Our vision for 2020 is:

'...to work in partnership to provide an integrated, safe, accessible and sustainable transport system which supports economic regeneration of the conurbation and the planned growth of the sub-region, enhances the environment, and generally improves the quality of life of those living and working in Luton, Dunstable and Houghton Regis.'

We will develop a transport system in the conurbation that will:

Support its growth as an international gateway both in the context of the growth of London Luton Airport and ease of access to the new Channel Tunnel Rail Link terminus at St Pancras;

Generate continued employment and prosperity by providing access to employment opportunities for local residents, infrastructure that supports local businesses, and supporting the diversification of the local economy;

Create and preserve an attractive environment and pleasant living conditions by improving access to and the condition of greenspace within the conurbation, by improving access to the surrounding countryside, particularly the Chilterns AONB, and promoting a quality built environment;

Promote equal opportunities and access to services for all members of the community by improving transport infrastructure for non-car owners and the design of transport facilities for mobility impaired people;

Give people the opportunity to choose sustainable travel habits by implementing transport schemes and planning new development to maximise the role of public transport, walking and cycling; and

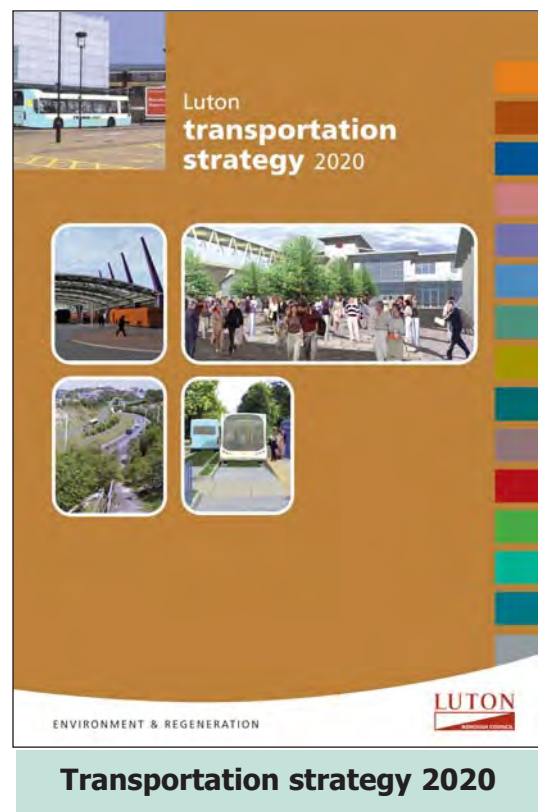
Lay the foundations for future expansion by ensuring accessibility (by sustainable transport modes) between the new residential developments, existing and proposed employment areas, the town centres, and existing and new community facilities to serve the growth area.

2020 Transport Strategy: Objectives

4.2 The vision is supported by the following specific objectives:

1. Support other Agencies in delivering the strategic transport commitments and obligations arising out of regional and sub-regional plans.
2. Develop the role of Luton Dunstable Houghton Regis as a Regional Interchange Centre.
3. Enhance the vitality and viability of the town centres.
4. Achieve growth of London Luton Airport.
5. Support the regeneration and diversification of the local economy.
6. Remain engaged with, and responsive to, the emerging growth agenda.
7. Implement the LTP major schemes.
8. Implement local integrated transport schemes and initiatives to promote, encourage and achieve modal shift.

This chapter considers each of these objectives for the long-term strategy for the conurbation. Table 4.1 demonstrates how the key themes arising from the background profile of the conurbation (Chapter 2) and the Policy context (Chapter 3) have informed these longer term objectives for the conurbation.



	1. deliver the strategic transport commitments	2. Role as a Regional Interchange Centre	3. Enhance Town Centre	4. Achieve growth of London Luton Airport	5. Support regeneration and diversification of the local economy	6. Remain engaged and responsive to emerging growth agenda	7. Implement LTP major schemes	8. Implement local integrated transport schemes
Background Profile (Chapter 2)								
The future demands associated with projected housing growth								
Relatively high levels of deprivation within certain wards								
Economic regeneration and diversification								
The importance and future growth of London Luton Airport								
Growing levels of congestion								
Latent demand for the use of sustainable modes								
Densely populated urban nature of the conurbation								
Policy Context (Chapter 3)								
To deliver the major schemes prioritised at the regional level								
Build upon the framework and successes of LTP1								
Provide better public transport								
Provide viable alternatives to the private car								
Ensure the safety of the travelling public								
Contribute to wider economic, education, social and quality of life objectives								

Table 4.1 Relationship between background profile, policy context and long-term strategy objectives

- 4.3 The strategic and local transport commitments that are identified in the regional and sub-regional strategies have been subjected to an independent prioritisation process to assist Go-East in determining the prioritisation and funding of these regionally important schemes. The assessment process, carried out by consultants on behalf of EERA, considered each scheme based on its policy fit with three criteria; namely whether the scheme was required to meet an existing infrastructure deficit, contributed to growth or regeneration and supported the role of Regional Interchange Centres. The councils provided the consultants with details of the local schemes, including details of progress to date in preparing those schemes. The outcome of the study indicated that all of the strategic and local major transport schemes identified within the long-term strategy for the conurbation were assessed as first or second priority.
- 4.4 The remaining sections of this chapter consider each of these objectives for the conurbation in more detail.

2020 Transport Strategy Objective 1:

Support other Agencies in delivering the strategic transport commitments and obligations arising out of regional and sub-regional plans

- 4.5 The Highways Agency (HA) has been examining the impact of the draft East of England Regional Spatial Strategy (RSS14) on the strategic road network and the councils provided advice to the HA and their consultants in reviewing the transport model on which this assessment was based. The results of the study shows that schemes currently being promoted will not keep pace with future demands, but that the enhanced transport programme suggested in the draft RSS14 would.
- 4.6 The strategic transport improvements in and around the Luton Dunstable Houghton Regis conurbation includes M1 widening between junctions 6a and 13, together with northern bypasses of Dunstable and Luton (linking the A5, M1, A6 and A505). In terms of strategic rail infrastructure, the most significant proposals for the conurbation are the Thameslink Programme and the proposed station north of Luton to serve the Growth Area that is referred to in the East of England Plan. Luton Borough and Bedfordshire County Councils have been working together with other Highway Authorities in both the East of England region and the MK/SM sub region to develop a set of transport principles about the strategic transport network and about how these interface with local transport.
- 4.7 The East of England Plan contains proposals for a station to serve the Growth Area to the north of Luton. Whilst the councils appreciate the concerns expressed by the former Strategic Rail

Authority about the operational impact of another station between Bedford and Luton, the councils support exploring the service options with First Capital Connect, the new Thameslink franchisee. The new franchise does not include significant improvements in current service provision beyond overcoming existing overcrowding problems and filling gaps in night-time services. This means that additional travel demand will only be able to be accommodated on the rail network to a limited degree.

- 4.8 The Luton Northern bypass and the Dunstable Northern bypass were included in the longer-term strategy within LTP1, but these were acknowledged as being subject to review. The London to South Midlands Multi Modal Study and the subsequent MK/SM Sub-Regional Strategy have since re-affirmed the need for these schemes. Although routes for these schemes have been defined previously and are safeguarded, they are now being re-examined. Both road schemes are closely linked to the MK/SM policies for development and environmental enhancement and current feasibility work includes examination of how the roads could help deliver this sub-regional strategy.
- 4.9 As the Highways Agency's work on the Dunstable Northern bypass advances, it is assumed they will abandon their protected corridor for a Dunstable Eastern bypass. One of the roles for the Eastern bypass would have been to improve links between the strategic road network and key commercial areas in Dunstable in particular those sites off Boscombe Road, Porz Avenue and Eastern Avenue. If the Eastern bypass scheme is abandoned by the Highways Agency, then in order to provide appropriate access routes to these employment areas and maximise the traffic relief to the town centre, it is anticipated that an alternative scheme (the Woodside Connection) would be promoted locally to link to the Northern bypass. Again, the route and role of this scheme will be influenced by future development as well as the form and location of the Northern bypass.
- 4.10 The local highway authorities in the MK/SM sub-region have developed an agreed approach to consideration of transport issues at a sub-regional level (set out in Appendix D), which defines a core transport network and adopts a co-ordinated approach to the four shared priority areas. The approach to defining a strategic highway and public transport network to maximise transport connectivity between individual Growth Areas across the sub-region has been based on the hub and spoke concept of the Regional Transport Strategy.
- 4.11 This sub-regional connectivity is particularly relevant to the Luton Dunstable Houghton Regis and Leighton Linlade Growth Area given its location in the south of the MK/SM sub region and that the governments MK/SM sub-regional strategy envisages a greater imbalance between growth in numbers of dwellings and employment opportunities when compared to other Growth Areas in the sub-region.

2020 Transport Strategy Objective 2:

Develop the role of Luton Dunstable Houghton Regis as a Regional Interchange Centre

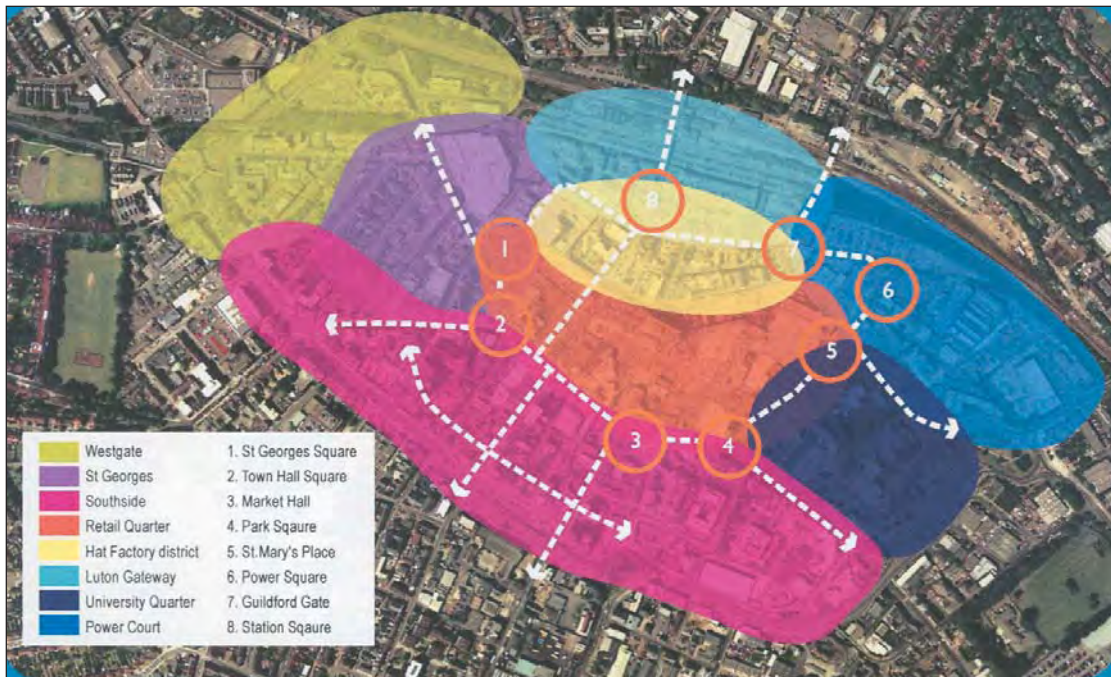
- 4.12 Policy T2 of the East of England Plan defines Luton Dunstable as a Regional Interchange Centre (RIC) and Policy T13 also sets down that within urban RIC's there should be a bus route or rail station with a 15 minute service during the day for at least 90% of households/jobs and half hourly evening services. To achieve this, the councils strategy is to work in partnership with local public transport operators to improve interchange at rail stations, and to provide more frequent, reliable and punctual bus services in the main public transport corridors in the conurbation. Policy T16 of the East of England Plan indicates that, once public transport service level criteria are met, then it is reasonable to implement demand management policies that include reducing parking provision to 70% of that set down in PPG13.
- 4.13 Policy T7 indicates that strategic public transport services should focus on connections to neighbouring RIC's including use of the strategic regional highway network by longer distance bus services. Together with other local authorities in the MK/SM Sub-Region the councils are committed to facilitating improvements to sub-regional bus and coach services, including services between Luton and Milton Keynes, Leighton Buzzard and Aylesbury, promoting the upgrading and extension of coach routes serving Luton bus station and London Luton Airport from across the sub-region and developing a sub-regional coach network to serve the Growth Area, particularly to complement and fill-in gaps in the rail network. The authorities are also seeking increased capacity on the Midland Main Line to allow for the introduction of additional services and destinations.

2020 Transport Strategy Objective 3:

Enhance the vitality and viability of the town centres

- 4.14 We want our town centres to be vibrant, attractive and accessible. The Luton Town Centre Development Framework (TCDF), which was endorsed by the council in autumn 2004 following extensive public and stakeholder consultation, includes a number of sites identified for retail and commercial development, together with further dwellings resulting from the growth of Luton town centre. The Dunstable Town Centre Strategy (TCS) was reviewed in 2005 and sets the framework for development particularly in the north-east quadrant of the town centre. In the longer term, following the completion of the Dunstable Northern bypass and as population of the catchment area grows, consideration will be given to improving other sectors of the town, in particular the St Mary's and Ashton Square areas. A key issue reflected in both the

Luton TCDF and the Dunstable TCS is improved transport access to the town centres and Translink has a key role to play in improving accessibility by public transport.



Structuring of Luton town centre into eight overlapping areas as part of the Development Framework

- 4.15 Given that the future growth of the area is concentrated principally around the north of the conurbation, in future Houghton Regis town centre could lie at the heart of considerable residential development and could have an increasingly significant role. However, issues such as congestion, strengthening the role of the town centre, lack of local employment, linkages to employment sites and local labour force skill levels need to be addressed as part of an integrated package to assist the town.
- 4.16 In summer 2005, Luton Borough and South Bedfordshire District Councils, in conjunction with various partners, commissioned consultants to carry out a retail capacity study for the area that would set the framework for consideration of the amount of retailing required to sustain the future growth of the area. The study assessed the retail health, vitality and viability of existing and potential centres in Luton and the southern Bedfordshire Growth Area and determined the need for and scale of further comparison and convenience goods shopping to support the existing centres and the Growth Area. The study was endorsed by the Joint Planning and Transportation Committee at its first formal meeting in November 2005.

2020 Transport Strategy Objective 4: Achieve growth of London Luton Airport

4.17 In October 2005 the operating company at London Luton Airport published a consultation draft of its Master Plan, together with the accompanying Airport Surface Access Strategy (ASAS). The strategy on which the draft Master Plan is based envisages a two-phase approach to development of the airport. The first phase is based on completing development of the existing airport infrastructure in line with the current development brief (adopted by the Luton council in September 2001) and based on the existing runway alignment with improved taxi-ways and terminal facilities. The second phase envisages the construction of a new runway parallel to but about 950 metres to the south of the existing one, together with a second terminal area. The draft Master Plan envisages that the proposed infrastructure during the second phase, will allow passenger throughput at the airport to increase to 36 mppa by 2031, in excess of that proposed in government policy.

Year	mppa	*ATMs – '000s
2004	7.5	63
2005	9.4	75
2006	10.2	82
2007	11.1	89
2008	11.8	96
2009	12.7	103
2010	13.3	111
2011	13.8	113
2012	15.3	124
2013	18.1	135
2014	21.0	156
2015	23.5	170
2020	30.0	216
2025	31.8	224
2030	35.1	242

Table from Draft London Luton Airport Master Plan showing unconstrained demand forecasts

*Aircraft Travel Movements (including aircraft positioning.)

4.18 This further expansion of the airport will rely on increasing the proportion of air passenger and employee journeys made by public transport, as the scope for catering for increased car journeys to and from the site (and associated parking on the site) is severely limited. Delivery of Translink, ELC (with its dedicated bus lane) and further public transport provision is an essential pre-requisite to implementation of the airport growth proposals. The proposals from the airport for construction of a tracked transit system between the east side of Luton Airport Parkway station and the airport will improve public transport accessibility to the existing and new terminals, together with the planned reception centre and multi-modal plaza to be located on part of the airport car park off the Percival Way roundabout.

2020 Transport Strategy Objective 5 :

Support the regeneration and diversification of the local economy

4.19 The East of England Plan continues to identify the Luton Dunstable Houghton Regis conurbation as a Priority Area for Economic Regeneration (PAER). The Joint Economic Development Strategy (JEDS) published by the Bedfordshire and Luton Economic Development Partnership (BLEDP) in 2005 shares a common vision with the regional economic strategy, maximising opportunities offered by the central location of Luton and Bedfordshire in the Oxford – Cambridge arc. However the JEDS sets more specific objectives and priorities for Bedfordshire and Luton, which are also reflected in the two councils economic regeneration and development strategies including:

- growing and diversifying the local economy
- growing innovation and entrepreneurial skills
- adapting and accessing skills and education
- infrastructure solutions for growth
- new image for investment

4.20 These objectives and priorities are developed in an economic vision, which indicates that up to 50,000 jobs could be created in Luton and Bedfordshire by to 2021. This vision, which was endorsed by the JPTC in November 2005, is for the economy to have:

- Successful businesses providing a wide range of jobs
- Quality education infrastructure providing adequate skills for employment
- Excellent transport and social infrastructure making Luton and Bedfordshire an attractive place in which to work
- No adverse impacts on the environment

4.21 The focus of local economic regeneration policies and strategies for the conurbation is therefore to create a modern and diversified economy, building upon recent developments particularly in the aviation and advanced engineering/automotive sectors, together with the growing knowledge based industries. Transport will therefore have a key role to play, particularly as the focus of employment growth in the conurbation will be in the town centres and in the south and east of Luton. Translink, together with better public transport interchange and improved public transport infrastructure and services in other main bus corridors will have a key role to play in improving accessibility between the main employment and commercial centres and the existing and new residential areas, and this is considered further in Chapter 10.



Capability Green, a successful, high quality business park near junction 10a

4.22 The councils will continue to work in partnership with the business community, in particular EEDA, Chamber Business and the BLEDP, to regenerate disused industrial sites and to develop new ones. Developers will be expected to fund transport and other infrastructure improvements, but there is a balance to be struck particularly on those “brownfield” sites requiring extensive remediation work, and under these circumstances it may be necessary to seek funding contributions from other sources.



A prestigious technology and business park development at Butterfield, Luton

- 4.23 Key to reducing local unemployment, particularly for workers living in Wards where unemployment is the main contributory factor to deprivation, is training and re-skilling of the local workforce. We will work in partnership with the Learning and Skills Council to deliver training programmes funded through various sources including the European Social Fund.

2020 Transport Strategy Objective 6 :

Remain engaged with, and responsive to, the emerging growth agenda

- 4.24 The MK/SM Growth Area proposals include about 26,300 new homes by 2021 in Luton, Dunstable and in the areas of South Bedfordshire mainly to the north of the conurbation and around Leighton Linlade. The proposals also include further employment sites. Table 4.2 summarises the existing numbers of households and jobs in the conurbation and the wider southern Bedfordshire area, together with projected numbers in 2016 and 2021.

	Number of Households			Number of Jobs		
	2001	2016	2021	2001	2016	2021
Luton	70,755	73,328	73,671	86,100	92,860	95,113
Dunstable/Houghton Regis	20,431	29,824	34,253	23,015	27,536	29,043
Leighton Linlade	13,067	15,615	18,699	14,789	17,694	18,662
Rest MK/SM area in southern Beds	7,131	7,870	8,437	6,748	8,073	8,515

Table 4.2 Actual and Projected Households and Jobs within the Conurbation

- 4.25 To accommodate the needs arising from the level of development proposed it will be necessary to provide new schools, social/healthcare and community facilities as existing facilities will be insufficient to cope with the level of growth. The new communities will need to be designed to ensure that access to jobs, health, education, shops and leisure/community facilities is easily achievable in a sustainable manner through extended public transport, cycling and pedestrian infrastructure. Unless adequate transport infrastructure is in place when these developments go ahead, they will not be sustainable and the existing transport network will be unable to accommodate the traffic generated. The environmental impact of the growth of these areas will also need to be carefully managed because much of this development will be on 'greenfield' areas to the north of the conurbation.

- 4.26 The councils have set up the JPTC to ensure that the planning and transportation requirements meet the increasing demands imposed by Growth Area status are considered in a properly integrated way.
- 4.27 The views of the JPTC are vital in influencing the growth of the area in a sustainable way. It is important that the growth does not take place without the associated and necessary infrastructure. The details of individual sites to the north of the conurbation will not be brought forward until the Local Development Framework (LDF) for Luton and southern Bedfordshire has been developed. Given the timescale of this work, the various elements of the longer term transport strategy described in this chapter will be subject to review, because further major transport infrastructure may be required to facilitate the growth of Luton and southern Bedfordshire. It is expected that the construction of these schemes will largely be developer funded, although it may be necessary to fund the preparation work for these using government funding streams allocated to the government's Sustainable Communities Plan.
- 4.28 The environmental and social issues presented by the Growth Area, together with the associated opportunities and threats, are summarised in Table 4.3.

Environmental/ Social Issue	Key Issues	Opportunities	Threats
Biodiversity	Existing areas/habitats under threat from population influx and infrastructure	Create new, and improve existing habitats	Additional stress/damage to existing habitats
Population/ Human Health	New populations merging with existing communities	New social infrastructures needed/time and opportunity to plan	Social infrastructure and community facilities are unable to cope
Water/Soil	Unprecedented demands on water resources	Multi agency working can aim for optimum solution	Surface water/storage already constrained in Growth Area
Air quality	Increased air pollution from traffic growth and congestion	Plan for more efficient use of infrastructure.	Increase in traffic movements, more congestion = more pollution
Climatic factors	Increase in greenhouse gas pollution/waste production	Promote recycling and protection of natural resources by forward planning	Increased use of natural resources
Material assets	Increased demand on land and natural resources	Adopt new technologies to recycle, reuse and recover materials	High growth will be resource dependent leading to importation of materials which has high traffic impact
Cultural heritage and landscape	Protection and enhancement of natural environment	Enhance County's historic landscape features	Damage/additional stress to existing protected features
Social inclusion	Successful inclusive communities	Promote and provide accessible community facilities—plan for new transport modes and infrastructure	Communities must be well planned to prevent social exclusion/isolation
Economic development and activity	Increased economic activity in sub region	Improve and maximise County's existing transport infrastructure. Early planning will allow populations access to jobs	Failure to provide appropriate infrastructure will prevent economic potential being fulfilled and will cause congestion

Table 4.3 Summary of environmental opportunities and threats

2020 Transport Strategy Objective 7 : Implement the LTP major schemes

- 4.29 As part of the first LTP, major scheme appraisals were carried out and provisional funding approval endorsed by the government for the Luton Dunstable Translink guided busway, ELC improvements and the Luton Town Centre Transport Scheme. We will implement these schemes during the second LTP period.
- 4.30 The Town Centre Transport Scheme includes proposals for completion of the inner ring road around Luton town centre, together with the demolition of the existing bus station (and the car park above) and construction of new bus facilities adjacent to the railway station.



Indicative plan of redevelopment of the Luton railway station area

This scheme, and to a lesser extent the Translink alignment past the station which provides bus priority measures linked to the new bus station, would require replacement station parking spaces to be provided. In discussion with Network Rail during 2005, it was apparent that the issue of station parking needed to be resolved. Luton, in partnership with Network

Rail, is developing proposals for a multi storey car park on part of the existing Midland Road car park site, to the north of the station.

- 4.31 The Translink busway and Luton Town Centre Transport Scheme relate strongly to the above regional policy themes of Regional Interchange and the sub-regional role of Luton town centre. The Translink busway and ELC improvements will improve access to the airport and also support the redevelopment of other major employment sites. Further details of the programme for implementing these are contained within Chapter 8.
- 4.32 The route options considered for the Luton Northern bypass and the Highways Agency scheme for Dunstable Northern bypass during 2005 both considered the possible scale of development that could be achieved to the north of the conurbation. A pre-feasibility study into possible Translink extensions to serve the proposed development has indicated that the public transport demand from the area could sustain an additional three bus services per hour, with the overall level of public transport services being provided through a mixture of re-routeing and extending existing services and introducing new services. That study also identified that a key priority was to improve interchange at Leagrave station with buses serving the north Luton area. Further work in developing extensions to the Translink system will be carried out once further details of the development emerge from the Local Delivery Framework.
- 4.33 The Luton Local Plan proposes park and ride sites at Butterfield and M1 junction 10a. Other potential P&R sites have been identified around the northern edge of the town. It is envisaged that the majority of these will be implemented as part of the planned development in these areas, although it may be necessary to seek some government contributions toward implementation principally through subsequent rounds of Growth Area Funding.

2020 Transport Strategy Objective 8 :

Implement local integrated transport schemes and initiatives to promote, encourage and achieve modal shift

- 4.34 In addition to supporting the regional and sub-regional policy, the local major transport schemes identified will contribute to promoting equal opportunities and access to local services by improving transport infrastructure for non-car owners, in particular by maximising the role of public transport.
- 4.35 As described in paragraph 3.6, the government's 2004 Transport White Paper sets out the key considerations in improving transport locally. These form the basis of the four shared priorities (environment, safety, economy and accessibility) that the government agreed with local authorities in July 2002.

The 2020 Transport Strategy

- 4.36 The strategy has also been developed in the context of the authorities' statutory development plans and Corporate Plans described in Chapter 3, together with the complementary strategies of partner and stakeholder organisations. It is clear that the major residential and employment development arising from the Luton and southern Bedfordshire Growth Area will require investment in sustainable modes of transport (public transport, walking and cycling) if the transport and environmental impacts of that growth are to be minimised. A key element of this will be to ensure that the new development integrates with the transport infrastructure of the existing three towns.
- 4.37 Chapter 8 provides further strategy background to the delivery of integrated transport solutions during the LTP2 period and Chapters 9 to 13 provide a brief summary of how they are specifically delivered at the local level through a mixture of infrastructure improvements and complementary 'soft' measures.



Walking bus for Dallow Infants School, Luton

5 PUBLIC INVOLVEMENT

- 5.1 The Luton-Dunstable Local Transport Forum was set up to guide the development of the first LTP and it continues to have an important role in developing local transport policy. The Forum consists of representatives of transport user groups (e.g. motoring, rail passenger, cycling and pedestrian organisations), transport infrastructure providers and operators (e.g. Thameslink, London Luton Airport and Arriva) environmental organisations (e.g. Environment Agency, Council for the Protection of Rural England, Friends of the Earth, Chilterns Conservation Board) and the local business community.
- 5.2 To understand the problems experienced by particular groups of people, such as the young, the elderly and mobility impaired, these groups are represented on the Transport Forum as well. We also actively engage with many of these individual interest groups in a series of forums (e.g. the cycling forum, bus users group, the disability forum, and the elderly peoples forum) as they have an important role to play both in developing modal strategies and in implementing transport schemes and initiatives.

Identifying The LTP2 Issues

- 5.3 The LTP2 has been subject to an extensive programme of joint consultation. This approach has ensured that as wide a cross-section of the population as possible has had a say in both the strategic and the detailed development of LTP2. The first stage of consultation on the LTP2 carried out in Autumn 2004 sought the views of local residents, businesses and other key stakeholders, to identify the issues of particular concern to them (the full findings are reported separately) and included:

A presentation to each of the five Area Committee meetings in Luton about the scope of the LTP2, including a survey of local residents attending to seek their views on local transport issues;

A sample survey of the County Council's Citizens Panel, including those resident in Dunstable and Houghton Regis, to obtain their views on transport issues;

Surveys of local residents' views about local transport issues and how often they used different modes of transport for different journeys; and

Facilitated workshops to discuss transport issues with key stakeholders in Luton Dunstable and Houghton Regis.

- 5.4 Many of the issues raised in the Autumn 2004 consultation are consistent with those raised in the 2002 Best Value consultation for the Luton's Engineering and Transportation service, which was subsequently reviewed. In particular the survey of the 1000 local residents on the councils Citizens Panel during September 2002 provided a robust view of engineering and transport issues in Luton, with an 83% response rate. The Citizens Panel, together with the LTP2 surveys carried out in Autumn 2004 are based mainly on the views of the adult population. In Autumn 2005, as part of the government's "Every Child Matters"

Public involvement

policy, a survey of the views of 4,900 local teenage school children and 1,100 young adults was carried out. The key issues raised in that survey of direct relevance to the LTP were concerns about personal safety and difficulty in accessing, or a lack of, leisure and social facilities. The results of this survey are considered further in the section about community safety in Chapter 9.

- 5.5 During June 2005 a draft of the Provisional LTP2 was circulated to key stakeholders, including the Environment and Sustainability group of the Luton Local Strategic Partnership, for comments, particularly about the strategy and shared priority chapters. Feedback was used to further develop and refine the document before it was endorsed by the councils in July 2005. Key stakeholders were also consulted on the provisional Plan in the Autumn of 2005. The outcome of that wide-scale consultation process is summarised in Table 5.1 below.

Relative Priority*	Issue	Comment	Luton	DHR
Safety				
H	Rat running, particularly in residential areas	Perceived danger caused by commuters speeding through residential streets.		
H	Speeding, particularly in residential areas	Concern particularly in residential areas.		
M	Nuisance and antisocial behaviour, particularly at bus stops	Lack of perceived safety at bus stops and on buses. Perception that attacks on bus and taxi drivers are increasing.		
Accessibility				
M	Frequency and reliability of public transport	Poor services and reliability Lack of bus services to industrial estates and business parks. Obstruction of bus lanes by parked vehicles.		
H	Access to key services and facilities	Difficult to travel to L&D hospital by bus from north-east Luton. Difficult to get to other medical facilities by public transport. Restricted opening hours of health facilities makes them generally inaccessible for working population Access to leisure facilities		
H	Access to work and shops	Poor traffic conditions in town centre. Lack of dedicated facilities for cyclists (particularly the use of bus lanes)		
M	Standard of public transport waiting and interchange facilities	Lack of shelters with seats at bus stops. Bus stops at Silver Street are too far from railway station. Bus and rail stations require an upgrade including improved overall interchange ability.		
L	Access from rural areas	Lack of east-west rail link for mid-distance journeys without having to go into London to interchange.		

Relative Priority*	Issue	Comment	Luton	DHR
M	Walking and cycling	Lack of safe pedestrian and cycle routes and crossings.		
L	Lorries on inappropriate roads	Too many HGV's using residential / inappropriate roads.		
H	Level of parking provision	Too much commuter parking and not enough enforcement in and around town centre.		
Air Quality/Environment				
L	General air quality	The impacts on the environment of increasing traffic, and proposals to deal with them, should be clearly set out in the LTP2.		
Congestion				
H	Congestion on radial routes	Congestion is already perceived as an issue in the conurbation Perception that traffic signals at roundabouts during off peak cause unnecessary delays Lack of crossing over railway south of Waller Avenue.		
H	Congestion around schools	Too many parents drive their children to school. Perceived lack of the promotion of cycling/walking to schools		
H	Congestion in residential areas	Perception that this is caused by commuter parking and rat-running.		
L	Transport infrastructure deficit	Concern that Growth Area development will take place before appropriate transport infrastructure is in place. Bus priority schemes worsen congestion.		
Asset Management				
M	Poor road maintenance	Too many potholes.		
L	Poor footway maintenance	Concern over overhanging vegetation		

Table 5.1 Summary of the consultation findings

*Note: * Relative priority is based upon subjective assessment of the degree to which the issue was raised during the consultation process. In general a large number of responses (more than 20) expressing this issue results in a high priority weighting. Low priority is generally less than 5 responses on a particular issue.*

Stakeholder Views On The LTP2 Priorities

5.6 Relevant issues from this consultation process have been used to substantiate the baseline conditions outlined in Chapter 2 and the key 'local issues' associated with the government's shared priorities. Full copies of the consultation reports supporting the LTP2 process are available separately.



Meeting a member of the public at one of the LTP2 consultation events

- 5.7 At a strategic level, consultation and stakeholder engagement on transport issues will continue through the Luton-Dunstable Local Transport Forum, local sub-groups of the Local Strategic Partnerships and by strengthening existing partnerships and developing new ones. In setting the scene for the growth of the area, the councils are working together to agree a Statement of Community Involvement and the Local Development Scheme for Luton and South Bedfordshire endorsed by the JPTC in November 2005 envisages that this should be adopted by early 2007.
- 5.8 Consultation also forms a crucial on-going role in the effective delivery of LTP2 schemes. The engineering and safety group of the Borough and County Councils maintain a diary of planned consultation events. The Borough Council has a designated consultation officer in the group who meets with the engineer developing a scheme to discuss appropriate consultation methods and agree venues and dates. Where appropriate the councils also meet with local schools and businesses to explain concepts of the schemes and also hold regular liaison meetings with the emergency services, public transport operators and business organisations to discuss progress on all schemes at different stages of development. The councils consultation policies set out the principles of scheme consultation, but these vary according to the size and nature of the scheme as set out in the following procedures.

TYPICAL SCHEME CONSULTATION PROCEDURE

For AREA STUDIES PROGRAMME / LARGE SCHEMES:

1. Write to Ward Councillors and Executive Portfolio Holder notifying them of proposed first round of consultation and exhibitions
2. Deliver leaflets/questionnaires and hold exhibitions (Friday, Saturday and Monday)
3. Develop proposals for second consultation incorporating results of first consultation
4. 2nd leaflet, questionnaire and exhibition
5. Letter to Councillors with final proposals
6. Letter to residents with final proposals and information regarding statutory consultation process and how to object, etc
7. (In event of objections to Statutory Consultation) Letter to residents regarding resolutions to any objections.
8. Letter to residents regarding start of works, contractors contact details and scheme engineers contact details, etc.
9. Post scheme consultation

For SMALLER SCHEMES:

1. Letter, draft leaflet/questionnaire to Councillors
2. Consultation leaflet and questionnaire to residents
3. Analyse consultation and prepare report
4. Write to Ward Councillors with outcome of consultation
5. If no objections from Councillors, write to residents with outcome of consultation and information regarding statutory consultation process and how to object, etc
6. (In event of any objections to Statutory Consultation) Letter to residents regarding resolutions to any objections
7. Letter to residents regarding start of works, contractors contact details and scheme engineers contact details, etc
8. Post scheme consultation

Summary of Implications for LTP2 Strategy

5.9 Table 5.2 sets out how the key issues emerging from the public consultation process (defined as high priority in Table 5.1.) have informed the LTP2 strategy.

Public Consultation Issue	Chapter	Strategy Tools
Rat running, congestion and speeding traffic in residential streets	Road Safety (Chapter 9)	Road Safety Engineering, Area Studies Programme
Frequency and reliability of public transport	Accessibility (Chapter 10)	Bus Strategy
Access to employment	Accessibility (Chapter 10)	Bus, Walk and Cycle Strategies, Employer Travel Plans
Parking provision	Congestion (Chapter 12)	Parking Strategy, Development Control, Major Schemes
Congestion on radial routes	Congestion (Chapter 12)	Road Space Management and Information
Congestion around schools	Road Safety (Chapter 9)	Safety Around Schools, School Travel Plans

Table 5.2 How the key public consultation issues will be addressed by LTP2

6 STRATEGIC ENVIRONMENTAL ASSESSMENT

- 6.1 The councils are required by European Directive (2001/42/EC) to undertake an environmental assessment of all plans and strategies that are likely to have significant environmental implications. To complement the EC Directive, the government has produced guidance on Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA), which advocates the use of an objective-based appraisal process. The process integrates environmental and broader sustainability considerations into decision-making at an early stage and throughout plan development. The guidance sets out the SEA topics used, which include Biodiversity (fauna & flora), Water & Soil, Population and human health, Air, Climatic factors, Material assets, Cultural heritage and landscape. The SA also includes social inclusiveness and economic growth.
- 6.2 One of the challenges facing the councils is how to accommodate growth in housing and employment while protecting and enhancing the existing environment, and also how to ensure that the existing and new communities are able to benefit from the additional infrastructure and services which will come into the conurbation. Table 4.3 identifies the environmental threats and opportunities associated with the growth of the area.
- 6.3 To accommodate the needs arising from the level of development proposed it will be necessary to provide new schools, social/healthcare and community facilities, as existing facilities will be insufficient to cope with the level of growth. The new communities will need to be designed to ensure that access to jobs, health, education, shops and leisure/community facilities is easily achievable in a sustainable manner through extended public transport, cycling and pedestrian infrastructure. Unless adequate transport is in place when these developments go ahead, they will not be sustainable and the existing transport network will be unable to accommodate the traffic generated. The environmental impact of the growth of these areas will also need to be carefully managed because much of this development will be on 'greenfield' areas to the north of the conurbation.
- 6.4 The approach recommended in ODPM's draft guidance relating to carrying out of the SEA and SA breaks the process down into five stages. The first two stages provide the scoping and the development of alternative scenarios against which to measure the draft plan's environmental impact. The third and fourth stages involve the production of and consultation on the draft Environment Report and the fifth stage involves annual

monitoring. For the SEA one overarching Scoping Report and Environment Report have been prepared to cover both this LTP2 and the second Bedfordshire and Market Towns LTP. This approach has been possible because the SEA assesses the environmental implications of collective transport strategies rather than individual schemes and policies, and many of the principles identified are not location specific to Bedfordshire or Luton.

The Environmental Scoping Report

- 6.5 The SEA of the LTP2 began with the production of the Scoping Report, published in April 2005 as a joint report for both the Bedfordshire and Luton Dunstable Houghton Regis LTP2's. The SEA Scoping Report starts from the premise that Bedfordshire and Luton would have to plan for prolonged and sustained growth as a result of its status as a Growth Area. It sets out the scope of the SEA process, including definition of the objectives and assessment criteria, which focus on those issues directly relevant to both LTP2s but also take account of the key sustainability objectives presented in the "Sustainable Development Framework for the East of England" published by EERA in October 2001. The Scoping Report also outlines the baseline environmental information, key elements of which are summarised in Chapter 2.
- 6.6 During May 2005 the Borough and County Councils carried out a joint consultation on the SEA Scoping Report. This was circulated to the statutory consultees (Environment Agency, English Heritage, English Nature, Countryside Agency), although to obtain a diverse and comprehensive range of responses the views of a number of other local agencies were also sought, including those with a responsibility for:
- the environment (The Wildlife Trust and CPRE);
 - health and wellbeing (Primary Care Trust and social services);
 - education and training (Learning Skills Council); and
 - Economic Development (Chamber Business, Bedfordshire and Luton Economic Development Partnership).
- 6.7 Comments were received from a range of Statutory consultees as well as local interest groups. The full range of comments will be used in the production of the Environment Report and to refine the targets and indicators for the SEA. However there were a number of comments received that are relevant to the LTP2 and these are summarised below:
- agree with the assessment of baseline environmental conditions;

consider that the strategy options are realistic, although some felt that no housing development should take place until the supporting transport and other infrastructure is in place; and

consider that all developers and planners should take a sustainability balance sheet approach to replace any land of ecological importance lost to development, as part of an overall greenspace strategy

The Draft Environment Report

6.8 The draft Environment Report was published in December 2005 and formed the basis of a second round of consultation with the Statutory bodies and other stakeholders with an interest in environmental and sustainability issues. A summary leaflet was also published for wider public consultation. The revised Environment Report is submitted alongside this final LTP.

6.9 The draft Environment Report develops and assesses the impacts of the four alternative options for the management of transport in the conurbation both for the next 5 years up to 2021 and sets down a number of mitigation measures to minimise any adverse environmental impacts. The four options considered are strategic and cover broad policy direction and have been assessed against the appraisal criteria developed in the Scoping Report. The four options, together with key aspects of their assessment, can be summarised as follows:

Option 1

6.10 Based on the continued implementation of strategies and measures planned in earlier versions of the LTP and other adopted plans and programmes and assumes that new strategies or measures will not be implemented. Considering the level of anticipated growth, this option scores poorly relative to Options 2 and 3, reflecting the limited protection for the environment. In particular this option results in worsening air quality, and noise, together with negative impacts on heritage and landscape.

Option 2

6.11 This Option enables high-level growth to be accommodated in a planned and sustained way, in accordance with the government's Principles of Sustainable Communities in terms of balanced communities and mixed land use. This assumes planned infrastructure (transport, healthcare, education, leisure and shopping facilities) to be in place in advance of

development, with access to these services by sustainable modes of transport. Option 2 scores positively against the majority of the sustainability criteria, particularly in relation to improved public health, quality of public transport, safety, improved cycling and pedestrian environment, accessibility and community inclusion.

Option 3

- 6.12 This builds on Option 2, with planning for high levels of public transport, walking and cycling measures. It also assumes the use of demand management, including parking restrictions and investigation of fiscal disincentives particularly for car travel. This Option will have similar positive impacts to that of Option 2, but scores higher in relation to biodiversity, modal shift away from the private car, accessibility to public transport, reliability of public transport, historic environment, reduction in traffic flow and reducing congestion.



NCN 6 crossing the busy Stockingstone Road roundabout in Luton

Option 4

- 6.13 This also builds on Option 2 but takes a policy stance of unmanaged growth and unrestrained car growth. It would feature continued reliance on car-based transport over the short term with the emphasis on road building and limited investment in infrastructure for alternative modes of transport. This Option could improve accessibility to facilities, but has a negative impact on the environment and sustainability including diminishing quality of life in terms of air quality, noise, impacts on the historic environment, landscape and accessibility to public transport.

Preferred Option

- 6.14 Overall Options 2 and 3 perform best. However there are concerns over some aspects of the feasibility of Option 3, in terms of cost of delivering the public transport infrastructure and the public acceptability of abandoning the private car for public transport. A strategy of LPT2 comprising a combination of Option 2 and Option 3 will have the most positive cumulative effects for the conurbation.
- 6.15 The preferred Option focuses on the principles of long-term investment in improving public transport (including park & ride), accessibility to local facilities and use of new technology, complemented by demand management measures in "hot spots". The significant positive effects of Options 2 and 3 include:
- Limiting the growth of traffic related greenhouse gas emissions.
 - Improvement in local air quality.
 - Reduction of car based work and leisure journeys.
 - Reduction of social exclusion.
 - A reliable and high quality public transport system.
 - Increase in the overall quality of life.
 - Increase in human health due to the availability of pedestrian paths and cycle lanes.
- 6.16 Comments on the draft Environment Report were received from a range of Statutory consultees as well as local interest groups. The full range of comments will be used in the producing the final Environment Report, but some are relevant to the LTP2 and these are summarised below:
- Support preferred Option based on sustainable transport modes (public transport, walking and cycling) and implementing school/employee travel plans;
 - Concern that demand management at hotspots conflicts with need for improved accessibility to support economic growth
 - Measures to reduce noise in sensitive areas and improve landscape, biodiversity and heritage should be accommodated in the LTP where these relate to transport. Also recognise need for improved design guidance in considering and mitigating these environmental impacts.

How The SEA Has Influenced The LTP2 Strategy

- 6.17 The preferred Option that has emerged from the Strategic Environment Assessment (described above) relates closely to the objectives of the long-term 2020 transport strategy, in that it integrates the transport and land use development associated with the growth of the area to ensure that it encourages access to existing and new facilities within the conurbation by travel by public transport (including park and ride) walking and cycling.



View of Fallowfield County Wildlife Site from NCN 6

- 6.18 Performance of the preferred Option can be further enhanced through the application of a range of mitigation measures that are set out in the Environment Report that accompanies this LTP2 submission. These mitigation measures broadly fall into two categories:

Measures to improve accessibility to local facilities and the safety/security of all transport users, and initiatives such as school and work travel plans to reduce the impact of the private car

Policies in the design and implementation of transport schemes that can reduce their environmental impact.

- 6.19 The first of these categories is largely encompassed by the various interventions and initiatives under the four shared priority areas and is described further in Chapter 8. Further details of the strategy interventions to minimise these impacts are described in Chapters 9-13. The second category includes a number of actions that can be taken to minimise the impact of transport infrastructure on the environment, as set out in the following LTP2 environmental guidance.

LTP2 Environmental Guidance

The councils will reduce the environmental impact of transport infrastructure by:

- i) considering all relevant environmental impacts for new major transport schemes
- ii) developing specific design guidance to be used in scheme design/implementation; and
- iii) applying, where practical, the following environmental management principles to the design and implementation of all new transport schemes.

Include measures to ensure that transport infrastructure avoids damage to sensitive areas that are important for nature conservation, with full compensation for any unavoidable effects and encourage the creation of new habitats for biodiversity and, where appropriate, creating new habitat linkages.

Ensure that access to designated wildlife/conservation sites and the open countryside is achieved by a range of modes of transport, by creating green corridors and bridges where appropriate. Where opportunities exist for or green corridors it is recommended that these are implemented.

Ensure that new transport infrastructure is designed to minimise the possible impact of storm water run-off on water courses.

Implement sustainable drainage systems in order to reduce flood risk as well as minimising diffuse pollution and maintaining natural flow regimes.

Promote sustainable design and construction practices including the minimisation of construction waste and use of local materials, recycled highway materials - especially in regeneration areas where there is an increase in potential to use demolition materials.

Ensure that new transport infrastructure/routes avoid areas of archaeological interest. Where transport development does take place in such areas, or archaeological discoveries are made during construction, ensure all necessary measures are taken to preserve items found.

Ensure that new transport schemes have minimal impact upon Listed Buildings, Conservation Areas and Ancient Monuments.

Ensure that new transport infrastructure has minimal impact upon the landscape in which it is situated.

Ensure that new transport schemes should use visual screening and planting.

Incorporate design measures to reduce impact of street clutter on landscape and cultural heritage.



Example of a good quality Victorian building in Luton town centre conservation area

7 LTP2 OBJECTIVES

7.1 Our LTP2 objectives are designed to meet the transportation needs of the conurbation as it exists now and of the wider needs of the Luton and Southern Bedfordshire Growth Area. In particular they provide a focus for the wider vision statements set out in the long-term transport strategy and ensure clear direction for the 2006-2011 period.

7.2 In developing the objectives we have carefully considered the outcomes of the public consultation process (informing both the Provisional LTP2, and the consultation undertaken on the Provisional LTP2 itself) and paid particular attention to the local issues emerging from the regional strategies, most notably:

The emerging **East of England Plan** that identifies the Luton Dunstable Houghton Regis conurbation as a Priority Area for Regeneration and a Regional Interchange Centre, and Luton town centre as a retail centre of regional importance.

The **Milton Keynes/South Midlands** (MK/SM) Sub-Regional Strategy, in particular:

Increasing the attractiveness of the town centres for retailing, cultural and other activities and raising environmental quality;

Tackling congestion and providing better public transport;

Providing a better choice of employment sites to attract a wider range of companies, including those in the high-value knowledge based sectors; and

Ensuring the early delivery of sustainable urban extensions, mainly but not exclusively, after completion of the M1 widening and the northern bypasses.

7.3 The Vision (described in Chapter 4) together with the objectives of this LTP2 are consistent with the primary aims and six objectives of the first Luton Dunstable LTP. The most significant difference is that, in planning for substantial growth as set out in the aforementioned regional strategies, greater emphasis is placed on accessibility by sustainable modes of transport.

LTP2 Objectives

7.4 The objectives for LTP2 are:

1. Improve the safety of the travelling public, especially children and those in vulnerable and disadvantaged groups.
2. Reduce dependency on the private car.
3. Increase the choice of transport available to all.



LTP2 Objectives

4. Make services (health, education, employment, leisure and shopping) more accessible so that people have a real choice about when and how they reach them
5. Sustain a thriving local economy whilst minimising the impact of transport on the environment
6. Improve the efficiency of the transport network
7. Manage congestion levels, and accommodate future growth, through the short term provision of effective alternatives to the private car and the longer term controlled management of demand
8. Improve the use of the existing transport network through effective management and maintenance

LTP2 Objective	Shared Priority	Related Regional and National Themes
1. Improve the safety of the travelling public, especially children and those in vulnerable and disadvantaged groups	Safety →	Improve safety and security Reducing crime and casualties
2. Reduce dependency on the private car	Accessibility →	Promoting the use of school and workplace travel plans, and personalised journey planning Creating a culture and improved quality of local environment so that walking and cycling are seen as an attractive alternative to car
3. Increase the choice of transport available to all		More and more reliable buses—enjoying more road space
4. Make services (health, education, employment, leisure and shopping) more accessible so that people have a real choice about when and how they travel		Improve opportunities for all to access jobs, services and leisure/tourist facilities
5. Sustain a thriving local economy whilst minimising the impact of transport on the environment	Air Quality →	Minimise the environmental impact of transport provision and travel, protecting and enhancing the natural, built and historic environment
6. Improve the efficiency of the transport network	Congestion →	Reduce the need to travel Reduce the transport intensity of economic activity Freer flowing local roads delivered through measures such as congestion charging
7. Manage congestion levels, and accommodate future growth, through the short term provision of effective alternatives to the private car and the longer term controlled management of demand		Enable infrastructure programmes and transport service provision to support both existing development and that proposed in the spatial strategy
8. Improve the use of the existing transport network through effective management and maintenance	Asset Management →	To tackle congestion and pollution by improving all types of transport - rail and road, public and private - in ways that increase choice

Table 7.1 LTP2 Objectives/Shared Priorities/National/Regional Themes

LTP2 Objectives

7.6 Table 7.2. demonstrates the relationship between the specific LTP2 objectives and the shared priorities.

LTP2 Objectives	Road Safety (Ch 9)	Accessibility (Ch 10)	Air Quality (Ch 11)	Congestion (Ch 12)	Asset Management (Ch 13)
1. Improve the safety of the travelling public, especially children and those in vulnerable and disadvantaged groups					
2. Reduce dependency on the private car					
3. Increase the choice of transport available to all					
4. Make services (health, education, employment, leisure and shopping) more accessible so that people have a real choice about when and how they reach them					
5. Sustain a thriving local economy whilst minimising the impact of transport on the environment					
6. Improve the efficiency of the transport network					
7. Manage congestion levels, and accommodate future growth, through the short term provision of effective alternatives to the private car and the longer term controlled management of demand					
8. Improve the use of the existing transport network through effective management and maintenance					

Table 7.2 Relationship Between LTP2 Objectives and Shared Priorities

7.7 In the early years of LTP2 the priority will be accessibility and road safety (where strategy measures are already well formulated) and in the later years this will be supplemented with greater efforts on alleviating congestion and tackling air quality. This approach recognises the financial constraints associated with the funding allocations and accords with local priorities, as defined through the consultation process.

7.8 If the LTP2 is successful in securing additional performance funding, then work on tackling congestion and alleviating air quality problems can commence earlier in the LTP2 period.

Rationale For Objectives

7.9 The rationale for defining the objectives in this way is set out below.

LTP Objective 1:

Improve the safety of the travelling public, especially children and those in vulnerable and disadvantaged groups

7.10 Safety has a fundamental role to play during the LTP2 period. The first LTP achieved significant reductions in the number of people killed and seriously injured (including children).



One of the 52 School Crossing Patrols operating in Luton

It will be important during the second LTP period that we do not reduce our efforts in this area to ensure that these reductions are sustained and improved upon. As such the objective provides a high level steer for the road safety strategy.

LTP Objective 2:

Reduce dependency on the private car

7.11 Sustainability remains at the heart of the LTP2, and as such we have a strong commitment to reducing car dependency – this is recognised in the consultation responses to the Provisional LTP2, demonstrating a clear local understanding of the need to reduce car dependency. Whilst the car may have historically provided increased accessibility for many, its historical importance on transport investment has resulted in those without a car being increasingly isolated – both through reduced levels of access to services by alternatives to the car, and through the

historical placement of services in locations that are only accessible by car. Social inclusion lies at the heart of LTP2, and as such the strategy will seek to reduce dependency on and offer genuine alternatives to the private car.

LTP Objective 3:

Increase the choice of transport available to all

- 7.12 Whilst a fundamental objective of the Accessibility Strategy, increasing choice also has a key role to play in the alleviation of congestion within the conurbation. Congestion has been identified as an emerging issue of importance, and is likely to grow as demands for growth increase during the LTP2 period.



Congestion in an urban environment

Before efforts are placed upon managing demand, the LTP2 period provides the opportunity to ensure the alternatives are available, and that those alternatives are viable and appropriate, and do not impose barriers of cost, convenience or reliability upon each trip made in a sustainable way.

LTP Objective 4:

Make services (health, education, employment, leisure and shopping) more accessible so that people have a real choice about when and how they travel

- 7.13 Significant efforts have gone into the development of the first Accessibility Strategy for the conurbation, bringing with it enthusiasm and opportunity for the role that all stakeholders can play in delivering improved accessibility for all. This objective seeks to encompass the full range of opportunity, through:

short term improvements to the delivery of sustainable transport networks (e.g. better bus services, walk and cycle routes);

longer-term planning of the location of services; and

involvement of stakeholders to ensure that the planning of services takes account of transport opportunity.

- 7.14 Whilst the overall objective focuses upon the full range of services, the emerging priority from

the Accessibility Strategy is access to employment, and hence in the early years of LTP2 this is where the focus of the accessibility partnership that is tasked with delivering the objective will be.

LTP Objective 5:

Sustain a thriving local economy whilst minimising the impact of transport on the environment

- 7.15 Building upon the first LTP period, the relationship between transport and the economy has a key role to play within the conurbation.



One of many thriving fresh food shops along Dunstable Road

An efficient transport network remains vital to the economic prosperity of the conurbation, and this should cover all transport modes, and be consistent with the agreed transport hierarchy set out in Chapter 1.

LTP Objective 6:

Improve the efficiency of the transport network

- 7.16 There are a number of existing inefficiencies that limit the ability of people to access the services they need to undertake their daily activities, including:
- Congestion – resulting in ad-hoc and routine delay to car and bus users
 - Costs – in particular the cost of bus and train journeys
 - Reliability and Punctuality – linked to congestion, and particularly relevant for bus journeys in the conurbation.

LTP Objective 7:

Manage congestion levels, and accommodate future growth, through the short term provision of effective alternatives to the private car and the longer term controlled management of demand

- 7.17 Whilst congestion is not widely seen as a major barrier at present, increasingly levels of congestion are being recognised and raised through the on-going LTP2 consultation channels. It is envisaged that congestion will worsen as the demands placed upon the conurbation resulting from the growth area are realised. In this context it is vital to establish a congestion strategy that firstly sets out a clear programme offering improvements to the sustainable transport networks, before embarking upon any future strategies to target the management of demand.

LTP Objective 8:

Improve the use of the existing transport network through effective management and maintenance

- 7.18 Historically, management of the network has been undertaken using a reactive approach. During the latter years of LTP1 this changed, and the Borough has a more pro-active management regime, which takes greater account of the future predicted life of the highway asset as a whole. As a result the focus of the objective relating to road maintenance is clearly directed towards 'managed maintenance', and sets a framework within which the newly developed Asset Management Plan and Highway Maintenance Plans can be delivered.



Resurfacing of the traffic-sensitive Dunstable Road during off-peak hours

8 LTP2 STRATEGY

- 8.1 This chapter outlines the contribution that the LTP2 strategy (covering the period 2006-2011) will make in delivering the longer-term objectives of the 2020 transport strategy.

2020 Transport Strategy: Objective 1

Support other agencies in delivering the strategic transport commitments and obligations arising out of regional and sub-regional plans.

Related LTP2 Objectives

2. Reduce dependency on the private car
3. Increase the choice of transport available to all
4. Make services (health, education, employment, leisure and shopping) more accessible so that people have a real choice about when and how they travel
6. Improve the efficiency of the transport network
7. Manage congestion levels, and accommodate future growth, through the short term provision of effective alternatives to the private car and the longer term controlled management of demand

- 8.2 The strategic highway improvements in and around Luton included in the East of England Plan are: M1 widening, from Junction 6a to Junction 10 and from Junction 10 to Junction 13 and Dunstable Northern bypass (A5 to M1). All are being progressed by the Highways Agency as part of their Targeted Programme of Improvements.

Widening Of The M1 Motorway

- 8.3 The M1 is one of the busiest motorways in Britain and is a strategic link between London, the Midlands and the North. The section between Junction 6a with the M25 and Junction 10 experiences long delays at peak times. Works to widen this section of the M1 will be carried out on both carriageways to bring it up to a full standard four-lane motorway with continuous hard shoulders. Work is in progress and is expected to be completed by autumn 2008.



Widening of the M1 south of junction 10 commenced in 2006

- 8.4 The Highways Agency is also proposing to widen the motorway between Junction 10 and Junction 13 where it joins with the A421. This will upgrade the motorway from 3 to 4 lanes. For contract purposes, the M1 widening may be packaged with the A5-M1 Link Road (Dunstable Northern bypass).

Dunstable Northern Bypass

- 8.5 The line of the proposed Dunstable Northern bypass runs from the A5 close to its junction with the A505 (Leighton Linlade southern bypass) to a new junction with the M1 north of Luton. In conjunction with the widening of the M1, the scheme will provide a bypass of Dunstable and Houghton Regis, to reduce traffic travelling to Junctions 11 and 12 from the local road network in the north of the conurbation and adjacent areas. It is expected that construction will start in late 2008 and be completed towards the end of 2011.
- 8.6 The Highways Agency carried out public consultation into two bypass options during Autumn 2005. At the first meeting of the JPTC in late November, the councils agreed to support the northern of the two bypass options. Members of the Committee were concerned about the low level of traffic relief particularly in Dunstable and their preference was to adopt a junction strategy that maximises the traffic relief to the area, including a full movement junction with the M1.

- 8.7 Implementation of the Dunstable Northern bypass is expected to result in the existing A5 through Dunstable ceasing to be managed as part of the national trunk road network and becoming part of the local road network. During the period of this LTP we will need to reach agreement with the Highways Agency on how best to manage this section of road; to reduce the traffic demands on it and change its character help reduce the severance the road causes, help solve air quality problems and focus on seeing the road as a local asset rather than an imposed problem. The expectation is that specific funding will be needed to accommodate the transfer of responsibility for sections of the A5 from national to local control. Council officers will continue to meet with Highways Agency to address these issues.

Thameslink Programme

- 8.8 Whilst this scheme does not result in any significant increase in the frequency of rail services, it does result in longer trains with greater capacity being able to serve the area. The Borough and County Councils are members of the Thameslink Programme consortium. Following the Public Inquiry last year, the Secretary of State's Decision on the Transport & Works Act Application is expected in Summer 2006. This will enable the detailed design to commence, and it is anticipated that construction would commence in 2008, with the scheme being completed by 2013.
- 8.9 The reconstruction of the St. Pancras station to accommodate Eurostar services from 2007 has created a box to accommodate the relocation of the Kings Cross Thameslink station. Given the resultant improved interchange with European rail services, the councils support the completion of the fitting out of the new Kings Cross Thameslink station at the earliest opportunity and welcomes the announcement by the Secretary of State for Transport in February 2006 that work on the new Thameslink station should be completed by 2008.

2020 Transport Strategy: Objective 2

Develop the role of Luton-Dunstable as a Regional Interchange Centre.

Related LTP2 Objectives

2. Reduce dependency on the private car
3. Increase the choice of transport available to all
6. Improve the efficiency of the transport network
7. Manage congestion levels and accommodate future growth, through the short term provision of effective alternatives to the private car and the longer term controlled management of demand

- 8.10 The East of England Plan sets down that within urban Regional Interchange Centres (RICs) there should be a bus route or rail station with a 15 minute service during the day for at least 90% of households/jobs and half hourly evening services.



Busy bus interchange at Park Square , Luton

- 8.11 Within the Luton Dunstable Houghton Regis conurbation currently 98% of all households without a car and 67% of households with a car, are within 400 metres of public transport of four or more services per hour. The introduction of Translink services is expected to improve

service frequencies and the introduction of public transport services to serve the new development north of Luton would also improve the frequency of daytime services to the northern extremities of the existing built up area. Developers of major residential and employment areas are expected to provide “pump prime” funding for improvement of services.

2020 Transport Strategy: Objective 3

Enhance the vitality and viability of the town centres

Related LTP2 Objectives

5. Sustain a thriving local economy whilst minimising the impact of transport on the environment

- 8.12 The MK/SM Sub-Regional Strategy envisages Luton town centre serving a much larger population for the Luton and Southern Bedfordshire Growth Area. The planned expansion of Luton town centre recognises its role as a sub-regional centre.



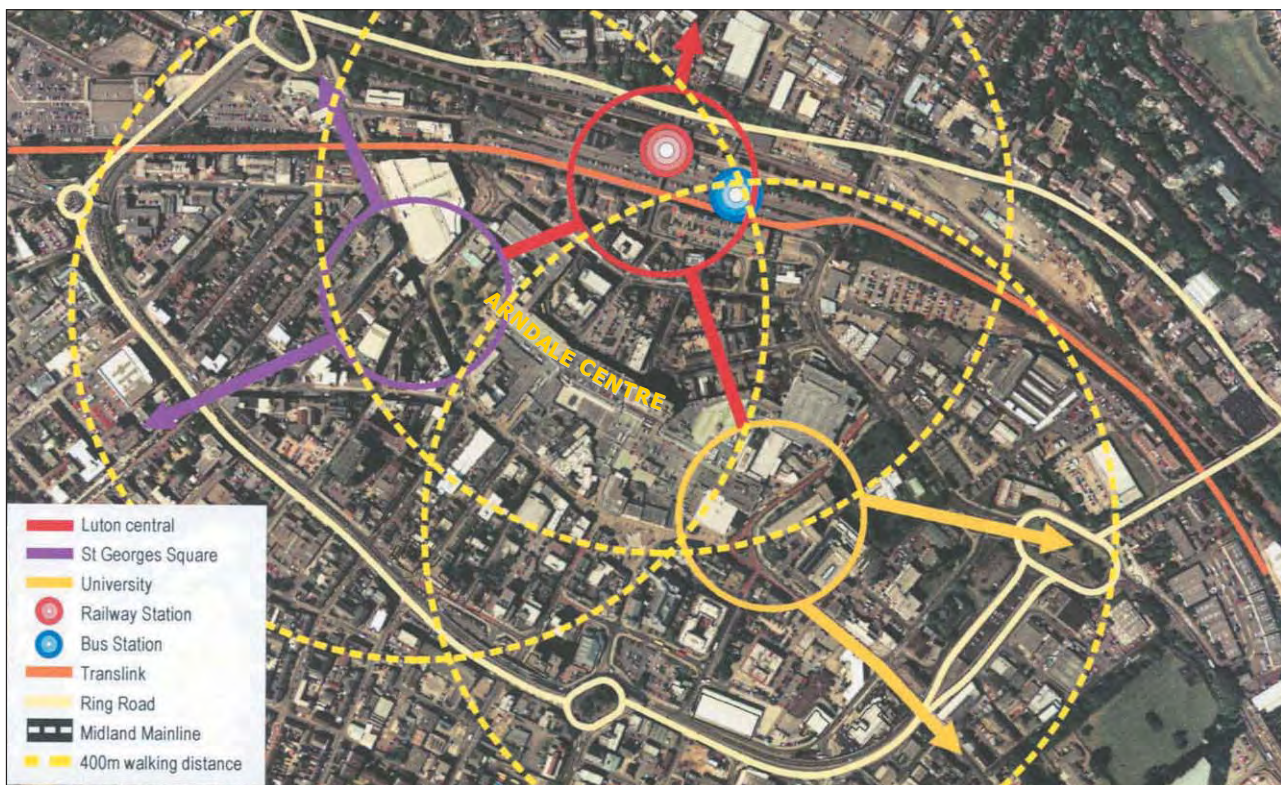
Artists impression of the transformation of Bute Street, Luton: a principal route into the town centre

The Luton Town Centre Development Framework

- 8.13 The improvement of public realm (streets, footpaths, and public spaces) is a key element of the TCDF, involving the creation of a series of high quality public spaces linked by pedestrian-friendly streets, together with the improvement of buildings surrounding them. The Luton TCDF divides the town centre into 8 distinct areas based on current uses and planned development, with the intersection of adjacent areas being identified as a focal point for treatment as community space. The framework

identifies three main interchange points on New Bedford Road, Church Street and the railway station.

- 8.14 The dual carriageway around the town, together with Hucklesby Way and Guildford Street are the main barriers to movement into Luton town centre. Pedestrians and cyclists in particular have to use underpasses to access the town centre. The TCDF recognises this as a problem and seeks, where practicable, to replace underpasses with crossings at road level. Steps are already being made to implement the TCDF, including the regeneration of St. George's Square, a priority area around the railway station, and integration of proposed new retail units at Power Court into the town centre.



Luton town centre showing 400 m walk distances to each destination

The priority area for treatment is focussed on the area between the Arndale Centre and the railway station. More detailed master planning in this area will follow and work continues to meet an identified gap in funding to deliver key regeneration in the area.

The Dunstable Town Centre Strategy

- 8.15 South Bedfordshire District Council adopted a town centre strategy for Dunstable in 1997 and the principles of the strategy were reviewed in 2005 to ensure that it accords with the

Local Plan and other policies. The priority in building and sustaining the business community in Dunstable town centre is to improve the shopping facilities, in particular the potential Quadrant Centre expansion and redevelopment, and to encourage continued mixed use development of the north eastern quadrant as part of a “wider” town centre linking to the White Lion Retail Park. This focuses on the proposed new entertainments venue and development of the college and magistrates courts. Opening the link road between the retail park and Kingsway to all traffic is the key to the redevelopment of this area.



Dunstable, centred around the cross roads of A5 trunk road with A505 and B489

2020 Transport Strategy: Objective 4

Achieve growth of London Luton Airport.

Related LTP2 Objectives

- 5. Sustain a thriving local economy whilst minimising the impact of transport on the environment
- 6. Improve the efficiency of the transport network

- 8.16 The councils support the principle of the growth of London Luton Airport and are working with the airport operating company to ensure that their Master Plan and the accompanying Airport Surface Access Strategy contain sufficient information to assess the transport implications of the airport growth.
- 8.17 The first phase of the airport Master Plan would be to complete development of the existing airport infrastructure in line with the current development brief (adopted by Luton Council in September 2001). This is based on the existing runway alignment with improved taxi-ways and terminal facilities, and Table 8.1 summarises key aspects of that development. Both Translink and the East Luton Corridor improvements will contribute to improved passenger and employee access to the airport. However, the airport envisages in their draft Master Plan that construction of the new runway and the southern terminal will commence towards the end of the LTP2 period.

Facility	Existing (2005)	Proposed (2015)	Change
Annual passenger throughput	9.2 mppa	15 mppa ¹	+5.8 mppa
Site area	235 Ha	235 Ha	None
Terminal area (old and new)	62,000 sq m	87,000 sq m	+25,000 sq m
Runway length	2,160 m	2,160 m	None
Taxi-ways	Existing	Extended	Taxi-way extended
Aircraft stands	39	45	+6
Passenger car parking	8,500	To be reviewed in Travel Assessment	Not known
Employee car parking	3,835	To be reviewed in Travel Assessment	Not known
Direct on-site employment	c. 8,500	10,000	+1,500 jobs
Rail-air shuttle from Parkway station to airport terminal	Bus	Bus	None
Central Terminal Area interchange	As now	Upgraded	Improved capacity and level of service

Table 8.1 Existing and proposed airport facilities during the LTP2 period

¹ The current “do-nothing” capacity of the airport that may be achieved without implementation of the planning application proposals is estimated to be 12 mppa.

2020 Transport Strategy: Objective 5

Support the regeneration and diversification of the local economy.

Related LTP2 Objectives

- 5. Sustain a thriving local economy whilst minimising the impact of transport on the environment

- 8.18 The councils will continue to work in partnership with the business community, in particular EEDA, the Chamber, and the Bedfordshire and Luton Economic Development Partnership to regenerate disused industrial sites such as the Vauxhall works and the former AWD site in Dunstable, and to develop new sites such as Capability Green and Butterfield. Developers of these sites will be expected to fund transport and other infrastructure improvements, but there is a balance to be struck particularly on those “brownfield” sites requiring extensive remediation work such as the former Vauxhall Works, and under these circumstances it may be necessary to seek funding contributions from other sources.
- 8.19 The key to reducing local unemployment, particularly those living in wards where unemployment is the main factor contributing to deprivation, is training and re-skilling of the local workforce. In turn this will facilitate trips to work being more readily made to local workplaces using local sustainable transport networks.

2020 Transport Strategy: Objective 6

Remain engaged with, and responsive to, the emerging growth agenda.

Related LTP2 Objectives

- 5. Sustain a thriving local economy whilst minimising the impact of transport on the environment

- 8.20 During the LTP2 period it is envisaged that most of the development in the Luton, Dunstable and Houghton Regis area will take place either by re-development of brownfield sites within the three towns or infill on small sites.



**Housing development on former gasworks
"brownfield" site**

- 8.21 The existing Local Plans for Luton and South Bedfordshire contain commitments for dwellings; Luton (2900), Dunstable (550) and Leighton Linlade (3100), together with some employment sites. Within the conurbation the main residential developments will be within the Biscot, High Town, South and Leagrave wards in Luton. The main growth in employment will be focused to the east of Luton, particularly around the airport and at Butterfield.

2020 Transport Strategy: Objective 7

Implement the LTP major schemes

Related LTP2 Objectives

1. Improve the safety of the travelling public, especially children and those in vulnerable and disadvantaged groups
2. Reduce dependency on the private car
3. Increase the choice of transport available to all
6. Improve the efficiency of the transport network
7. Manage congestion levels, and accommodate future growth, through the short term provision of effective alternatives to the private car and the longer term controlled management of demand

- 8.22 As part of the first LTP, major scheme appraisals were carried out and provisional funding approval endorsed by the government for the Luton Dunstable Translink guided busway, ELC improvements and the Luton Town Centre Transport Scheme.

East Luton Corridor

- 8.23 We will deliver the ELC scheme, comprising the dualling of the existing section of Airport Way between Capability Green and the airport. The scheme will improve road access, reduce congestion on Airport Way and improve public transport reliability between the Parkway station and London Luton Airport. It will also improve access to employment in major development and regeneration sites in east Luton, including the disused Vauxhall works and Butterfield.
- 8.24 The Compulsory Purchase Orders and Side Road Orders were confirmed by the Secretary of State in September 2005 and the scheme has achieved the necessary planning consents.
- 8.25 The scheme was originally granted provisional funding approval through the LTP process in 2001, but this was withdrawn in December 2004. In March 2005 the government announced that the scheme would be funded by a combination of the Community Infrastructure Fund (CIF) and the second round of Growth Area Fund (GAF2). In February 2006 the government confirmed that the scheme would be funded by £14.5m from CIF and £7.5m from GAF2. Invitations to Tender were sent to six contractors in February 2006 and the main works contract is expected to commence in May 2006. A key target for the scheme construction will be the of beams over the Midland Main Line railway and possessions have been booked for Christmas 2006.



Artists impression of Translink bus using East Luton Corridor

Luton Dunstable Translink

- 8.26 The proposed Translink guided busway system lies at the heart of the long term transport strategy for the conurbation, taking advantage of the opportunity offered by the alignment of the former Luton-Dunstable railway branch line. It will provide a dedicated busway between Houghton Regis, Dunstable, Luton town centre and Luton Airport Parkway station.
- 8.27 Access points along the busway will allow this express bus corridor to be used by a number of services across the wider conurbation and enable buses to circulate around the town centres of Luton and Dunstable. The scheme is also capable of being extended to serve the growth area to the north of the conurbation.
- 8.28 The scheme will incorporate improved passenger facilities and features such as real-time passenger information, improved shelters, level boarding and off-bus ticketing. As such, the Translink scheme will facilitate a step-change in the quality of public transport provision, contributing to an increase in public transport patronage and alleviate traffic congestion in the A505 corridor and around the town centres. It will also make a major contribution to the modal shift targets included in the Airport's Surface Access Strategy.
- 8.29 Luton is promoting the scheme, working in partnership with Bedfordshire County Council. Following provisional acceptance for funding in December 2003, an application was submitted to the Secretary of State for statutory approval under the Transport and Works Act. A Public Inquiry to consider objections was held between February and August 2005, and the Secretary of State's decision is awaited.
- 8.30 The western end of the Translink guided busway scheme passes across the western edge of Dog Kennel Down in Houghton Regis, which is designated as Public Open Space (POS). The council has always recognised that it would be necessary to provide replacement POS, but due to difficulties in identifying suitable areas of replacement land, the draft section 19 notices were not published until October 2005. Three objections were received, and an Inquiry into the POS issue will be held in early May.

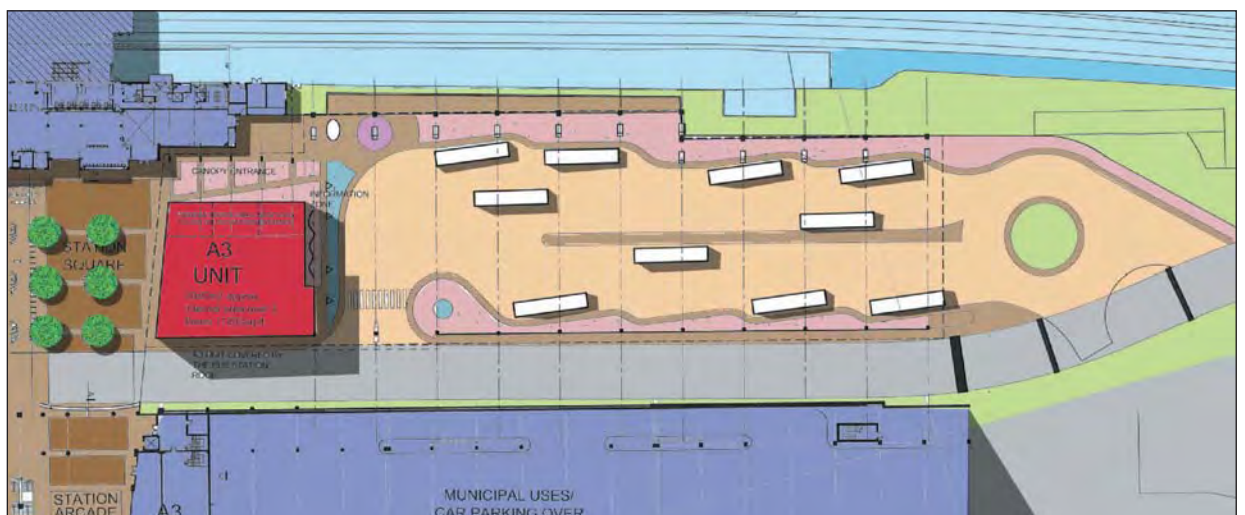


Artists impression of a proposed Translink bus stop

- 8.31 This will delay the Secretary of State's Decision letter on the main Inquiry, which is now expected in June/July. Subject to the timing of the various Statutory procedures, it is envisaged that construction could start in Spring 2007 and Translink services will commence operating in Spring 2009.

Luton Town Centre Transport Scheme

- 8.32 This scheme, for which provisional funding approval was awarded in December 2003, involves completion of the Luton Inner Ring Road around the northeast side of the town centre and the construction of new bus facilities next to Luton rail station, together with other transport and traffic management measures. The scheme will be progressed in accordance with the wider Luton Town Centre Development Framework. The overall cost of the project is £12m.
- 8.33 Removal of extraneous traffic from Luton town centre will provide significant benefits to pedestrians and public transport users, as well as to service vehicles that need to access the town. The reduction in traffic flows on most roads in the town centre will enable road space to be given over to further pedestrianisation and additional on-street parking for disabled users. Congestion and delays will be considerably reduced for service vehicles requiring access to the town centre. Both Translink and the Town Centre Transport Scheme will improve interchange facilities and opportunities and the security of public transport passengers. Further changes to the traffic circulation arrangements are planned associated with other elements of the Town Centre Development Framework.



Artists impression of plan view of new bus station

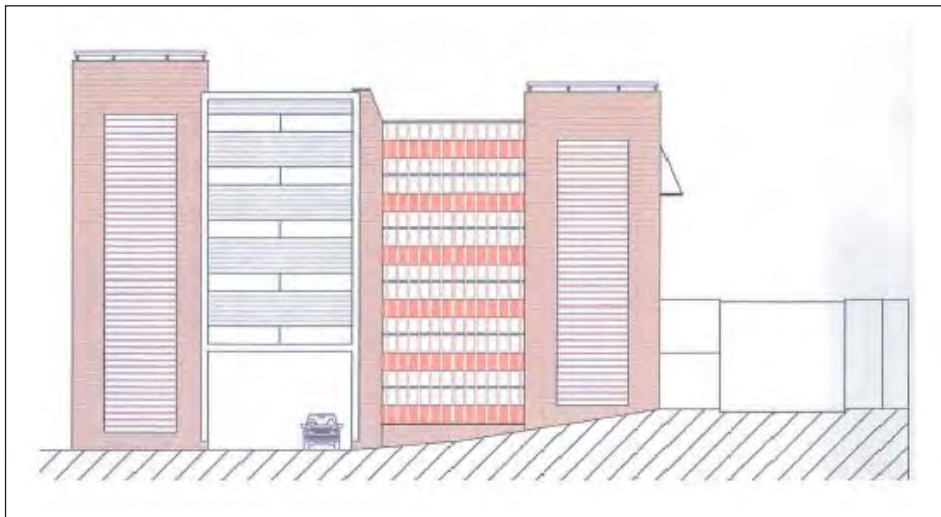
8.34 The programme to implement the scheme is expected to be as follows:

Spring 2007	Publication of Orders
Autumn 2007	Public Inquiry
Summer 2008	Procure construction contractor
Autumn 2009	Scheme completed

Midland Road Multi Storey Car Park

8.35 Key elements of both the Luton Dunstable Translink scheme and the Luton Town Centre Transport Scheme, together with the plans to redevelop the area around the station as part of the Town Centre Development Framework (TCDF), will impact on the amount of existing car parking at the station. Given that the TCDF also includes plans to demolish the Bute Street multi storey car park and redevelop the site, the issue of station parking needs early resolution.

8.36 Proposals for a new multi storey car park off Midland Road were initially accepted under GAF2 funding in August 2005, subject to completion of a detailed assessment that was submitted in November.



Eastern elevation showing proposed Midland Road car park over Inner Ring Road

In February 2006 the council was awarded £13m under GAF2 funding, although this is subject to approval of the governments Comprehensive Project Review Group. Discussions are continuing with Network Rail to complete the purchase of land and agree the most effective delivery arrangements.

Luton Northern Bypass

- 8.37 The proposed Luton Northern bypass will commence at the new junction with the M1 north of Luton (part of the Dunstable Northern bypass scheme) and runs across to the A6 and thence onto the A505. Improvements to east-west routes in this area will provide a strategic network that does not rely on routes through Luton, Dunstable and Houghton Regis, or through towns and villages further north. The scheme is being progressed by the local highway authorities. Consultants were commissioned in 2004 to carry out a detailed feasibility study of the safeguarded route of the Luton Northern bypass (LNBP) and of a number of possible alternatives. Luton and Bedfordshire with representation from Go-East officers guided this work, with a Steering Group also including Hertfordshire County Council and other District Councils in the area, the Highways Agency and the Countryside Agency.
- 8.38 The outcome of the consultants study was presented to the first meeting of the Joint Planning and Transport Committee for the Luton and Southern Bedfordshire Growth Area in late November. Members were unable to reach a firm decision on a preferred route option for the bypass, because of the environmental trade-off between the different route options between the A6 and the A505. These issues were considered at a stakeholder workshop held on 20 February 2006, which was attended by a number of environmental interest groups and Statutory organisations. Members also decided that public consultation on the route options should be used to inform the development of planning policy for the growth area and lead to a preferred route decision.
- 8.39 The outcome of this work will then help inform the most effective delivery arrangements for the Luton Northern bypass (either the M1 to A6 section alone, or together with the A6 to A505 section). The feasibility study looked at route options and how these influence the role of the route. Once a preferred route has been determined, discussions about funding and delivery can be progressed. It is anticipated that construction of Luton Northern bypass could start towards the end of this LTP2 period.

2020 Transport Strategy: Objective 8

Implement local integrated transport schemes and initiatives to promote, encourage and achieve modal shift

Related LTP2 Objectives

1. Improve the safety of the travelling public, especially children and those in vulnerable and disadvantaged groups
2. Reduce dependency on the private car
3. Increase the choice of transport available to all
4. Make services (health, education, employment, leisure and shopping) more accessible so that people have a real choice about when and how they travel
5. Sustain a thriving local economy whilst minimising the impact of transport on the environment
6. Improve the efficiency of the transport network
7. Manage congestion levels, and accommodate future growth, through the short term provision of effective alternatives to the private car and the longer term controlled management of demand
8. Improve the use of the existing transport network through effective management and maintenance

- 8.40 As described in Chapter 3, the government's 2004 Transport White Paper sets out the key considerations in improving transport locally. These form the basis of the four shared priorities (safety, accessibility, air quality and congestion) that the government agreed with local authorities in July 2002.
- 8.41 Figure 8.1 presents an overview of the strands that make up the LTP2 strategy to address the shared priorities and contribute to the vision and objectives set out in Chapters 4 and 7 respectively. The Figure also sets out the key strategy themes for local integrated transport schemes during the LTP2 period. It indicates how the various tools and interventions that form part of the modal strategies will contribute to achieving key outcomes. These issues are considered in further detail in Chapters 9 to 13.

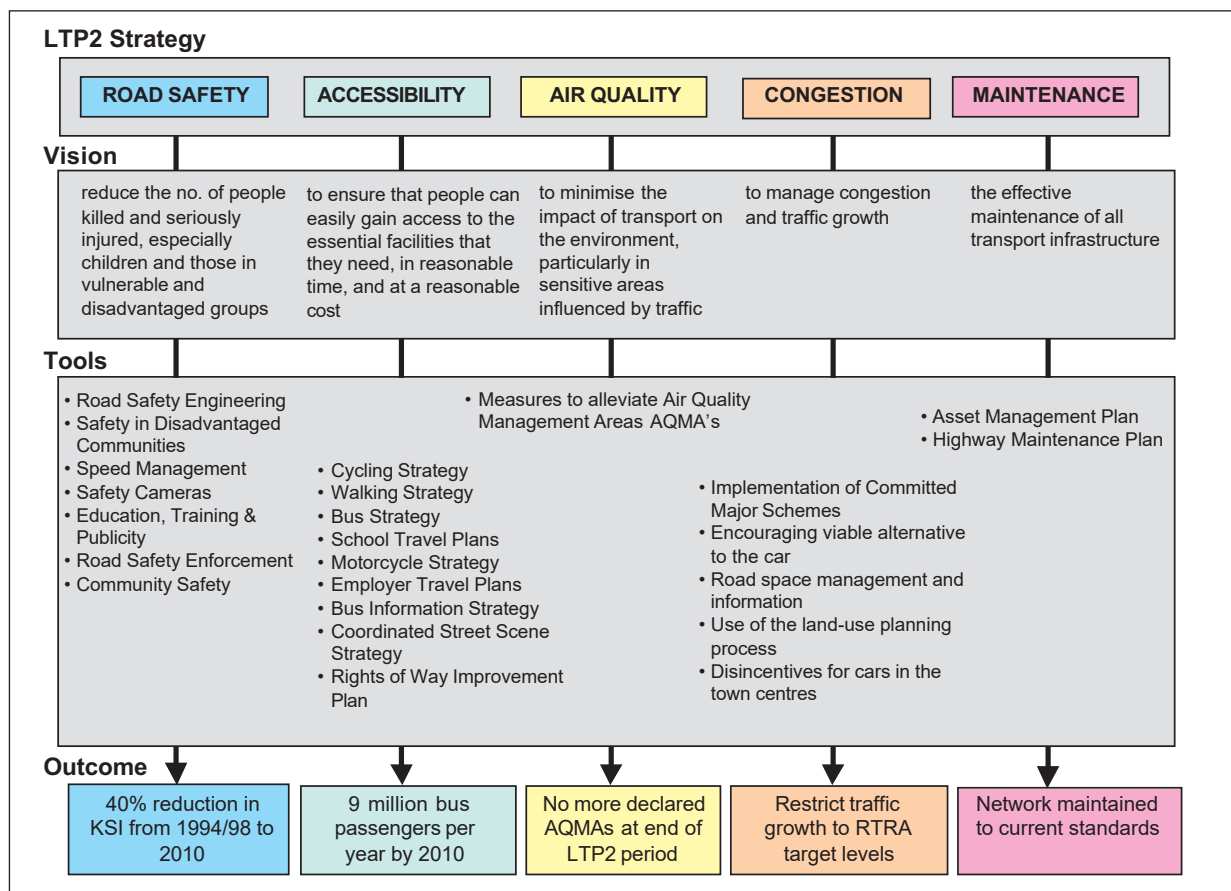


Figure 8.1 LTP2 Strategy Overview

8.42 The planning and engineering services of the three councils have in the past developed separate modal strategies and policies to promote, encourage and support more sustainable travel choices, and reduce the need to travel. This LTP2 recognises the similarities between the separate strategies and begins to bring these together in a coherent way as a prerequisite to achieving the aim of joint working.

8.43 With the exception of the bus and road safety strategies (which all councils are required to produce), the modal strategies adopted by the councils during the LTP1 period (indicated in Table 8.1) reflect the local priorities. The strategies for freight, motorcycling, network management, travel planning, Transport Asset Management and Public Rights of Way (due to be published in 2007) have been developed as part of the LTP2 process. All of the Luton strategies (including the conurbation-wide accessibility and motorcycling strategies produced jointly) are available as separately bound documents and are summarised at the end of each relevant shared priority chapter as set out in table 8.1. Many of these Luton strategies are also in the process of being adopted as Supplementary Planning Documents (SPD) and will be

used to guide the transport development of the area. The County Council strategies on parking, signing and street scene, together with strategies they have developed for major road and rail infrastructure that contribute to the overall transport strategy, are incorporated as a series of action plans in the Bedfordshire LTP rather than being free-standing documents.

Strategy Area	Adopted		Road safety (Ch 9)	Accessibility (Ch 10)	Air Quality (Ch 11)	Congestion (Ch 12)
	Luton	Bedfordshire				
Cycling	2002	2005				
Walking	2003	2006				
Bus	2006	2005				
Parking	2003					
Road Safety	2005	2004				
Speed Management	2006	2004				
School Travel Plans	2005	2005				
Signing	2005					
Freight	2006	2006				
Motorcycle	2006	2006				
Employer Travel Plans	2006	2006				
Bus Information	2004	2005				
Coordinated Street Scene	2006					
Public Rights of Way	2007	2006				
Highway Management	2006	2006	Summarised in Chapter 13			
Accessibility	2006	2006	Summarised in Chapter 10			
Asset Management	2006	2006	Summarised in Chapter 13			
2020 Transport Strategy	2006		Summarised in Chapter 4			

Table 8.2 Relationship between shared priorities and modal strategies

Major contribution (summary included in relevant shared priority chapter)

Some contribution

8.44 Whilst the individual strategies are mode or transport aspect specific, they are based on a common set of principles that apply across all strategies, including policies and the implementation of measures to:

increase the attractiveness of sustainable forms of transport such as public transport, walking and cycling and to reduce dependence on the private car;

create safe, secure, and convenient conditions and routes for travel by all modes of transport for all users of facilities both within the existing urban area and new developments by carrying out an audit for all users and using best practice in designing routes and facilities for all modes of transport;

improve parking and pick up/set down facilities in both the existing town and district centres, workplaces, public transport interchanges and leisure facilities (as well as new developments) for a range of vehicular modes, with the emphasis on facilities for sustainable modes and the mobility impaired being located close to these centres;

improve signing of routes and facilities for different transport modes. The focus of this improved signing will be in the town centres where many visitors, regardless of their mode of travel, complete their journeys on foot; and create a higher quality built environment.



Arriva bus services



Walking and cycling

- 8.45 Maintenance of existing and new infrastructure for different modes of transport is a key factor affecting usage and is incorporated into the councils Transport Asset Management Plans.

Appraisal Of The LTP2 Strategy

- 8.46 The Luton Dunstable transport model was updated in 1999 and included the incorporation of trip information from 21 Roadside Interview sites throughout the conurbation, together with local public transport patronage information. This model was then used to inform the development of the strategy for the first LTP. The trip matrices contained within the model were subsequently used, together with data from other sources, to develop the model used for the London to South Midlands Multi-Modal Strategy (LSMMMS). The LSMMMS model also included matrices of public transport trips, both by bus/coach and rail and the Translink public transport model has also been used to assess future public transport demand in the conurbation. Given that the main transport schemes in the transport strategy have not changed since the LTP1 and that a wider strategy would need to be developed for the growth area during the LTP2 period, it was not considered necessary at this stage to carry out further modelling of the Luton Dunstable Houghton Regis Strategy.
- 8.47 The LSMMMS model has subsequently been used by the Highways Agency to assess the East of England Plan and also formed the basis of the models used to evaluate the northern bypasses of Dunstable and Luton. The appraisal of these local strategic schemes has recognised that it will be important to understand how these two schemes fit into the overall strategy for the transportation, regeneration and land-use strategy for the conurbation. The appraisal work being carried out for the Luton Northern bypass will assess how the new strategic road proposals might perform in combination with various land use development scenarios and other local transport initiatives such as park and ride sites, demand management and public transport improvements to serve the proposed residential and employment development north of the conurbation.
- 8.48 The Strategic Environmental Assessment process described in Chapter 6, which assesses the environmental, social and quality of life impacts across the conurbation, has been used to appraise the impact of the overall LTP2 strategy. Major schemes will be assessed using the New Approach to Appraisal (NATA), which evaluates transport schemes against the government's five core priorities (environment, economy, safety, accessibility, and integration).

Existing Approved Schemes

- 8.49 A NATA appraisal is required for all major transport schemes. This was submitted with the

appraisal reports for ELC, Translink and Luton Town Centre Transport Schemes, the funding for which has already been provisionally approved. The contribution that other smaller integrated transport schemes and other initiatives can make to the five key themes of the NATA appraisal is covered under the headings of the individual shared priorities, as summarised in Figure 8.1. The issues of wider policy integration are covered in Chapter 5, and the economic issues in terms of value for money are reviewed in Chapter 14.

- 8.50 A key element of the NATA appraisal is the consideration of alternative lower-cost solutions to major transport schemes. The appraisal process for the three major Transport schemes for which provisional funding approval was achieved during the period of the first LTP (Translink, ELC and the Luton Town Centre Transport Scheme) each considered lower cost alternative solutions. The lower cost alternatives considered for each of these provisionally approved schemes included:

A bus-based system using on-street priorities instead of a segregated guided busway, and dedicated diesel shuttle train service between Dunstable and Luton station

An on-line improvement of Airport Way between its roundabout junctions with Kimpton Road and Percival Way

On-line improvement of Midland Road to complete that section of the inner ring road and refurbishment of the existing bus station

- 8.51 The government agreed with the council's view that these alternative solutions did not deliver the same benefits and value for money as the proposed schemes and that therefore the proposed schemes should be provisionally approved for funding.

Luton Northern Bypass

- 8.52 In the context of reducing urban congestion experienced within the conurbation, other options for building the northern bypass of Luton include the:

accommodation of vehicular demand through the widening of urban roads, although are very few locations (e.g. Vauxhall Way) where this can be achieved without property demolition.

improvement of public transport services to and from the Sundon Park and Marsh Farm areas, encouraging a shift of vehicular traffic to public transport between these areas and Luton town centre.

provision of three Park and Ride facilities in the vicinity of Chalton, Butterfield and Junction 10a, with services into Luton town centre.

introduction of demand restraint measures in central Luton.

- 8.53 Only two of these solutions are associated with a measurable impact on traffic demand – namely demand restraint and park and ride. In both instances the impact comprises nothing more than relatively modest reductions in travel demand, felt wholly within the conurbation to the east of the M1. Of the two, demand restraint yields the greater reduction, amounting to effectively twice that of park and ride. The other two solutions have little or no impact on overall or localised traffic demands. In general, the combined effect of introducing all solutions is the simple addition of their separate impacts.
- 8.54 Without a Northern bypass, the effect of demand restraint in central Luton would be to route more traffic onto the Montrose Avenue/Stockingstone Road/Vauxhall Way corridor. In considering these solutions in conjunction with a bypass of Luton, only demand restraint in central Luton is expected to result in an increase in traffic volumes using a Northern bypass. In general, the travel time benefits associated with demand restraint reduce in the bypass situations and travel distances increase.
- 8.55 The analysis of alternatives therefore concludes that park and ride is the best solution to offer significant and consistent improvements in operating conditions, offering consistent relief for northern Luton. It is also evident that these alternative solutions supplement rather than merely duplicate bypass impacts in the Luton area, meaning that they could be considered as supplementary measures to ease congestion within Luton in addition to a bypass.

9 ROAD SAFETY

The strategy comprises a mix of measures covering 'engineering', 'education training and publicity', 'enforcement' and 'encouragement' in response to the diverse nature of safety issues evident within the conurbation. The strategy builds upon the excellent progress made during the LTP1 period, with stretched targets to reduce the number of people killed and seriously injured (KSI) by 15% of the 2004 levels, the number of children KSI by 35% from 2004 levels and the number of slight casualties by 10% from 2004 levels.

In order to achieve these reductions, we have gained the support of the key agencies responsible for road safety, most notably the Borough and County Council road safety teams, the school travel plan advisors, the education authorities, the health authority the Police and the Fire Brigade. Working in these partnerships, the road safety strategy will **contribute significantly to the shared priority of safety**, and will have a corresponding **positive impact upon accessibility, environment and congestion** through measures that seek to improve the safety (and consequently reliability) of walking, cycling, motorcycling and public transport networks.

Aims and Objectives

- 9.1 Road Safety is fundamental to the well-being of the Luton Dunstable and Houghton Regis communities, impacting upon the resources of the local health service, the well-being of our local schools, the vibrancy of our neighbourhoods and hence forms a critical part of the LTP2.
- 9.2 The aim of the Road Safety Strategy is:
- '...to reduce the number of people killed and seriously injured, especially children and those in vulnerable and disadvantaged groups.'*
- 9.3 This is in line with national government road safety targets and is consistent with the councils' targets and their programmes of road safety improvements established during LTP1. The full Road Safety Strategies are available as separately bound documents covering Luton (Luton Borough Council) and Dunstable / Houghton Regis (Bedfordshire County Council), with this chapter providing a summary of them.

Policy Background

- 9.4 The government's Road Safety Strategy 'Tomorrow's Roads: Safer for Everyone' sets out the national strategy for reducing the number of, and deaths/injuries resulting from, road accidents. The subsequent strategy "Child Road Safety - Achieving the 2010 Target" outlines how Local Authorities can achieve a 50% reduction in child casualties in road accidents by 2010 and demonstrates how safety for children should be included when undertaking a local road safety audit, and implementing local traffic-calming measures and road safety schemes.
- 9.5 The Safety Strategy aims to embrace the objectives of the Corporate Strategies and Community Plans of the councils. To help meet our other LTP targets, such as getting more people walking and cycling, we have broadened this concept to encompass Community Safety and made it a high priority as people will always choose the travel mode that they perceive to be the safest (which in general is currently perceived to be the private car). This Safety Strategy is not therefore compiled in isolation because it cuts across many other areas of work such as health, crime and disorder, social exclusion and education. The Strategy is consistent with government guidance, concentrating on a balance between the four E's of:

- Engineering;
- Education, training and publicity;
- Enforcement measures; and
- Encouragement.

Working In Partnership

- 9.6 To achieve the greatest impact on road safety the highway authorities and their partner organisations have established a close working partnership between the key agencies and stakeholders, including:

- Bedfordshire & Luton Casualty Reduction Partnership;
- Luton and Heartlands Primary Care Trusts;
- Bedfordshire Police and Fire services;
- Schools/Colleges/University;
- The Children and Young People's Board;
- Department for Transport & Department for Education and Skills
- Safer Luton Partnership;
- Magistrates Courts;
- Highways Agency;
- Local Community and Interest Groups.



Combined Road Safety and Emergency Services Publicity Event, Market Hill, Luton

9.7 In addition, the councils are members of a number of working groups throughout the Eastern Region, including:

East of England Directors of Environment & Transport (EEDET) Traffic Management and Road Safety Group;

Eastern Region Local Authority Road Safety Officers Association (ER Larsoa);

Eastern Region Accident Reduction Working Group (EaRWG);

School Crossing Patrol Eastern Region group.

9.8 During 2006 we will develop a new Road Safety Partnership between the two councils, Bedfordshire Police, the Highways Agency and other interested partners. Working in partnership with these various organisations and groups allows us to ensure that we are up to date with current thinking and to pool our resources to provide more effective Road Safety campaigns. It also allows us to compare our progress in reducing KSI's with that of other authorities as indicated in Table 9.1.

	1994-98 Baseline	2000	2001	2002	2003	2004	Change between 2002-4 average and baseline
Luton Dunstable Houghton Regis	106	91	81	77	71	71	-32%
Bedfordshire	290	272	250	213	212	180	-30%
Cambridgeshire	536	559	524	513	471	527	-6%
Essex	1179	1123	1109	1091	1170	1075	-6%
Hertfordshire	1084	912	894	814	688	690	-33%
Norfolk	862	718	710	617	546	560	-33%
Peterborough	162	158	130	135	128	122	-21%
Southend	115	106	87	99	101	88	-17%
Suffolk	479	524	467	403	442	416	-12%
Thurrock	128	96	129	116	164	116	+3%
Milton Keynes	180	183	138	148	106	111	-32%
Northamptonshire	773	646	547	540	539	498	-32%
Buckinghamshire	433	391	427	395	392	401	-9%

Table 9.1 Comparison of 'Killed and Seriously Injured' Casualties

9.9 Local accident targets have been formulated based on extrapolation of these trends and details are contained in Chapter 15 and Appendix F. The likelihood of achieving these stricter targets will be greater as the strategy continues and partners work more closely together and will act as a test of how the various agencies currently interact. We will ensure that we direct resources towards the achievement of these targets.

The Road Safety Strategy

9.10 The Road Safety Strategy is summarised in Figure 9.1 below, with further details on each element of the strategy described in the text below.

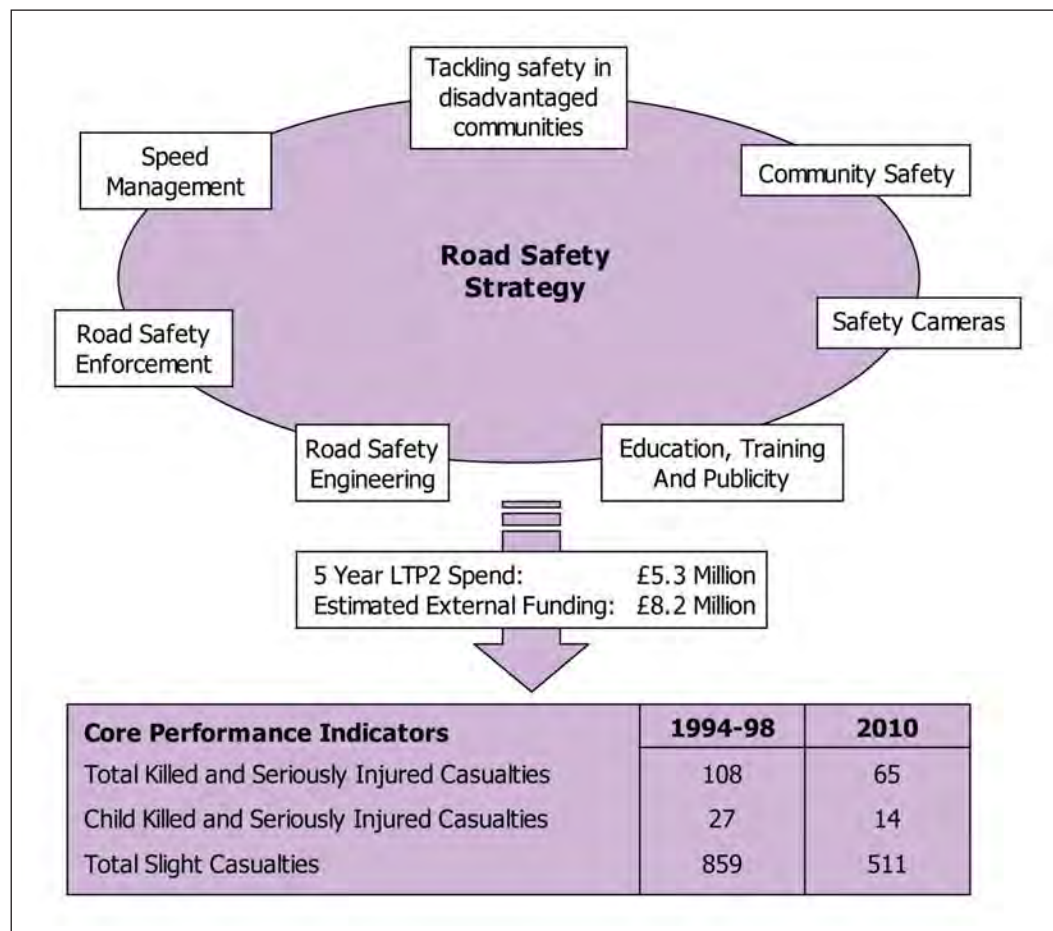


Figure 9.1 Road Safety Strategy

Road Safety Engineering

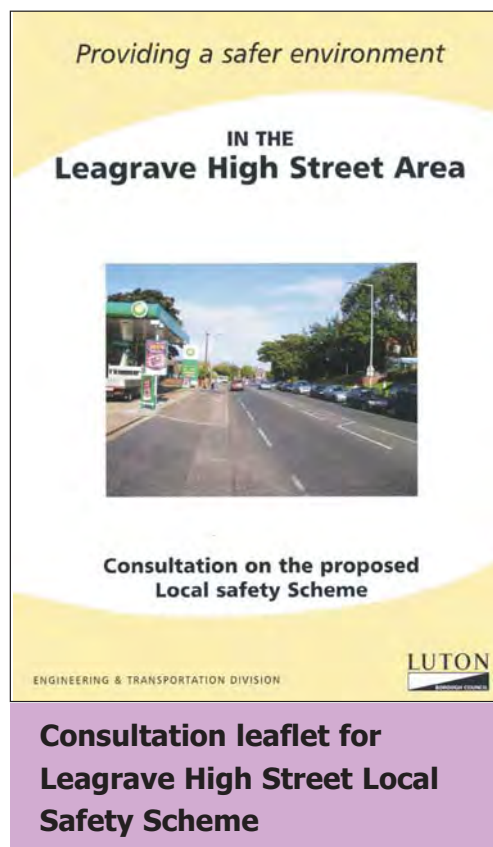
- 9.11 Engineering measures play a vital role in reducing road crashes in the conurbation so, to achieve best value from the limited amount of money available, it is important that schemes are focused on accident reduction and, wherever possible, coordinated with other programmes of work such as highway maintenance and street lighting, thus enabling a real improvement to be achieved in the quality of schemes delivered. Engineering measures will focus on safer road environments, vulnerable road users and managing speed.
- 9.12 We will continue to use education, training and publicity campaigns to support our programme of road safety engineering schemes and add value to the understanding of why the highway has been improved in a particular way.

Local Safety Schemes

- 9.13 Local safety schemes deal with sites where evidence, based on analysis of the history of accidents, shows investment will help to reduce accidents. All sites/routes which are above a defined intervention level will be investigated and, subject to available funding, the site/route with the highest first year rate of return will be implemented. This ensures value for money is provided by addressing actual rather than perceived problems. The current location of sites identified for local safety scheme treatment are shown in Figure 9.2.

Other Engineering Measures

- 9.14 We will continue to implement other types of engineering measures to address particular problems including improvements to pedestrian and cycle facilities, bus priority measures, small scale traffic management works, highway maintenance work, provision of signing and other street furniture and environmental improvements.
- 9.15 Safety will be carefully considered when designing and implementing this work. All schemes are subject to a safety audit and vulnerable road user audit that provides a methodical process to check the safety of new road schemes and other schemes that may affect the highway.



Safety Issues In Disadvantaged Communities

Area Studies Programme including Traffic Calming, 20 mph Zones, Safety Around Schools and Home Zones

- 9.16 Consultation has shown that local residents are concerned about speeding traffic, rat running and road safety in their roads and around schools. They are therefore generally supportive of traffic calming measures, particularly measures to protect vulnerable groups such as children and the elderly with school crossing patrols, 20 mph zones and home zones.



Road Safety

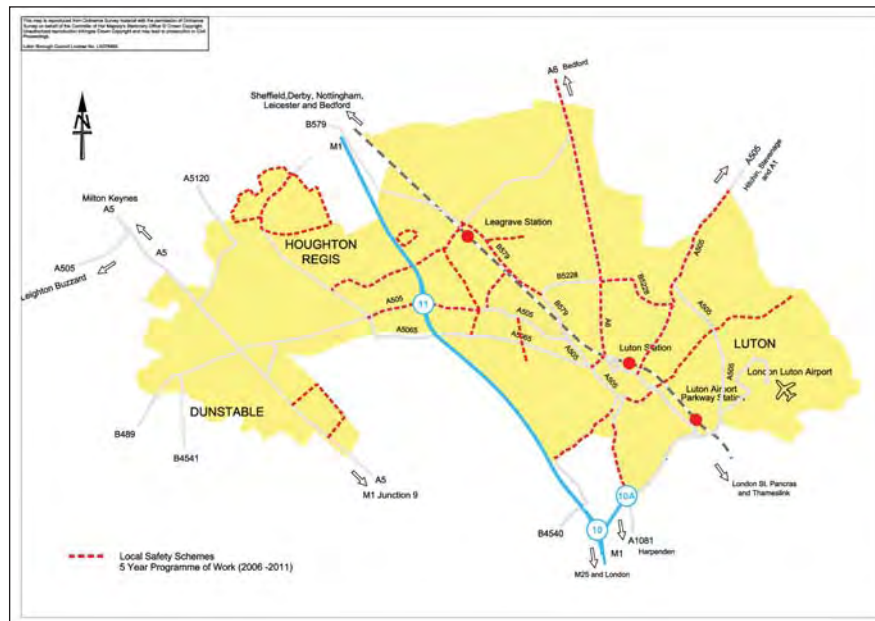


Figure 9.2 Accident Hotspots

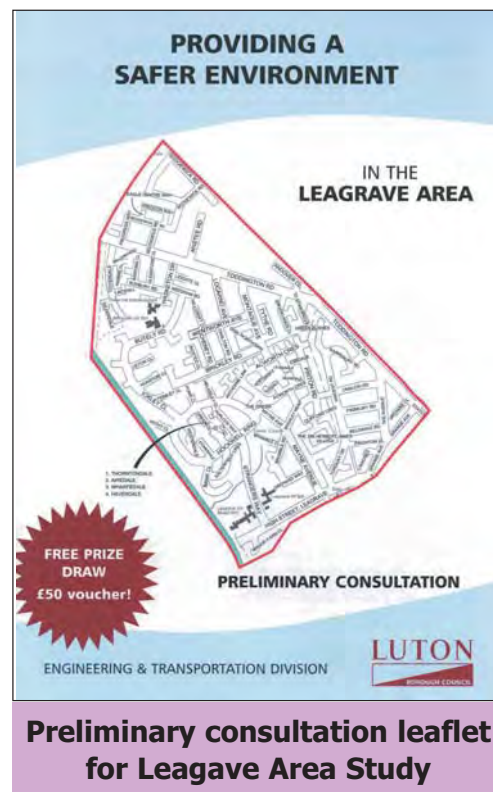
- 9.17 A significant number of traffic calming schemes have already been implemented in the conurbation, but one of the difficulties in introducing traffic calming measures is that they can result in the problems being transferred to adjacent roads or areas. The approach of Luton's Area Studies Programme initiative addresses this difficulty and is a vehicle for change to achieve environmental and other associated improvements. This also encourages greater co-ordination with other work programmes such as highway maintenance and street lighting, resulting in the achievement of a holistic treatment of problems in a defined area.



20 mph zone around Whitefield Primary School

Road Safety

9.18 Progress on the delivery of this work requires prioritisation. This is based on criteria covering the extent of accidents, traffic intrusion, rat-running, parking problems, social deprivation and use of local facilities. The approach also creates a greater understanding of the link between deprivation and vulnerable road user casualties. In general, the higher the percentage of the population with an ethnic background in an area (and to a lesser extent the lower the index of multiple deprivation), the more accidents occur that involve vulnerable road users. Further details of this assessment process are described in Chapter 14, and Table 9.2 demonstrates the scores for each of the criteria used to prioritise the Area Studies Programme.



AREA STUDY AREA	No of casualties	No of accidents involving vulnerable users	% population with ethnic background	Social Deprivation	Rank
Biscot	81	31	65	7786	Completed
New / Park Town	72	21	21	9939	1
Bury Park	63	20	65	5817	Completed
Leagrave	58	14	25	11057	2
Challney	56	15	39	13039	3
Dallow	54	14	64	6129	Completed
Saints	44	18	52	13174	Completed
High Town	42	15	20	12576	= 4
Farley Hill	31	15	17	9060	6
Crawley	30	11	18	11647	= 10
Lalleford Road	22	7	18	20279	14
Chapel Langley	21	4	17	10116	= 8

AREA STUDY AREA	No of casualties	No of accidents involving vulnerable users	% population with ethnic background	Social Deprivation	Rank
Barnfield	20	3	21	27214	= 10
Lewsey Farm	19	10	20	8723	13
Bushmead	16	2	21	24639	19
Northwell	16	6	16	10317	12
Bramingham	14	2	12	27327	21
Ashcroft	12	2	9	9521	15
West Icknield	9	6	16	20298	= 8
Hospital and Poets	8	2	20	14996	= 4
Wigmore	7	4	9	19158	20
Stopsley	7	3	8	20762	17
Putteridge	6	4	8	21687	18
Limbury	5	3	16	18668	16
Sundon Park	3	1	16	16215	7

Table 9.2 The process of prioritising the Area Studies Programme

Notes:

Social deprivation index is based on the Index of Multiple Deprivation data from the 2001 census (ODPM, 2004). The figure is the average of the index for the super output areas in each priority area. Casualty figures for three years January 2002 to December 2004 except for those areas shown as already completed which are August 2000 to July 2003

- 9.19 The greater funding resource available by co-ordinating budgets during the LTP2 period also helps deliver improvements in the street scene, has a positive impact on the quality of life of residents and contributes to the wider priorities of the councils' Corporate Strategies and Community Plans.
- 9.20 The County Council's Road Safety Strategy specifically includes a section on "Child Road Safety Audit and Deprivation Analysis". Some initial comparison of casualty statistics in areas of disadvantage has been carried out. This remains inconclusive at this stage, with no direct link being made. Further detailed analysis and consideration of wider issues is required to

better understand some of the potential underlying causes of higher child pedestrian injury rates in disadvantaged areas. At this early stage it remains to be seen if there is indeed a definite link in Bedfordshire. A Child Road Safety Audit has been carried out and provides a fuller picture of collisions involving children.

- 9.21 Several projects are being led by South Bedfordshire District Council in the disadvantaged areas of Dunstable (Downside) and Houghton Regis (Parkside and Tithe Farm). This work is primarily looking at a community-based approach to regenerating areas and restoring local pride in place. This work provides an ideal opportunity to engage with local people in the context of road safety and particularly to try to investigate some of the potential reasons for higher child injury. The County Council's road safety education and school travel planning teams are currently working with South Bedfordshire District Council to be able to inform the process with collision data, and to seek opportunities to speak with and involve the local community in understanding why 'accidents' happen and what collectively can be done to help prevent them. The County Council is striving to put in place a corporate approach to tackling disadvantage and is pursuing strategies to develop its internal joint working to maximise benefits to local people. The County Council continues to identify and create links with external agencies who are also key to the success of such work.
- 9.22 More specifically, a multi-agency group consisting of the Local Strategic Partnership, representatives of the local community and officers from the County and District Councils have, over the last three years, been involved in a neighbourhood renewal project in the Downside area. Provision of Safer Routes to School and the development of school travel plans, together with traffic calming measures, forms a key part of this ongoing project. Using this experience as a template, a refined approach to safety and neighbourhood renewal is planned for the Parkside and Tithe Farm areas of Houghton Regis where a detailed investigation of child casualties has been carried out. County Council officers will now seek to integrate safety and safer routes work in the area as part of the District Council's 'Pride in Parkside' initiative, for which the planning stages are soon to commence.
- 9.23 The area-wide approach will not always be appropriate however. For example, smaller scale measures will also be introduced outside schools and on key routes to schools, provided this work does not transfer problems to adjacent roads and areas. Higher priority will be given to works to be carried out at or around schools that have adopted or agreed to adopt school travel plans. Our aim is for all schools to have a school travel plan in place by the end of the LTP2 period. In order to add further value to Area Studies Programme and Safety Around Schools initiatives, we will continue to work closely with schools to identify appropriate measures and to carry out road safety education. This work contributes to the government's national target to reduce by 50% the number of children who are killed and seriously injured by 2010 (compared to the 1994-98 average).



The opening ceremony for Lewsey Green Home Zone

- 9.24 During the first LTP period Luton introduced the Lewsey Green Home Zone. Based on the success of this scheme we will investigate the possibility of introducing further Home Zones during the LTP2 period. Home Zones are an important part of addressing communal safety issues and contributing to the wider quality of life of residents, including safer streets and improved local environment, promoting active lifestyles for children and reducing local pollution levels in the locations that are most important.

Speed Management

- 9.25 The LTP2 consultation identified speed of traffic as a concern throughout the conurbation. Most of the conurbation is already subject to 30 mph speed limits, but we will undertake a strategic review of speed limits with a view to speeds being generally lowered. We have produced a Speed Management Plan and will introduce more 20 mph Zones where appropriate to help address this concern.



Use of a Vehicle Actuated Sign has reduced speeds by 5 mph at this site in Wigmore Lane, Luton.

9.26 We will use the wide range of techniques available in the speed management toolkit to educate drivers to consider their speed and ensure that they drive at a speed appropriate to the traffic and road conditions and within the speed limit. Gateway treatments can be effective in warning motorists they are entering an area with a different environment, and will be used at the boundaries between areas with different speed limits. We are trialling the use of variable speed limits and vehicle actuated signs and will also continue to use Speed Indicator Devices. Further details of these measures and the principles of speed limit reviews can be found in the Luton's Speed Management Strategy, which is summarised at the end of this chapter.

Safety Cameras

9.27 The Bedfordshire and Luton Casualty Reduction Partnership, launched in April 2002, has been a real success story, with a reduction in the level of road casualties that is amongst the best in the country. An independent evaluation has concluded that the safety camera programme has delivered significant improvements to road safety, stating that:

Cameras operated within the safety camera programme are reducing speeding, accidents and casualties at camera sites. They are making a significant contribution to achieving the casualty reduction targets, delivering substantial and valuable reductions in accidents and casualties even after regression to the mean.



Speed Indicator Device used as part of Luton's driver education programme



Safety cameras have helped achieve substantial reductions in accidents

9.28 Specifically, in Bedfordshire and Luton (combined), the report reveals:

Casualty reduction at camera sites in Bedfordshire and Luton is the most successful in England, with a 72% reduction in KSI (2003 vs 1994-8 baseline), compared to a national average of 42%. 48% reduction in personal injury collisions at camera sites (2003 vs 1994-8).

Average speeds at camera sites have fallen by 5%.

85th percentile speed has fallen by 5%.

The number of vehicles exceeding the speed limit at camera sites has fallen by 23% and the number exceeding the limit by +15 mph has fallen by 39%.

9.29 Safety cameras will remain an important part of the LTP2 safety strategy and along with our partners we will embrace the decision to bring safety camera funding back to the Local Transport Plan and we will develop a partnership model during 2006 for implementation in April 2007. The Partnership will continue to implement campaigns highlighting the cost of speeding to society and Luton and Bedfordshire will continue to review the crash data with a view to installing new safety camera sites where appropriate.

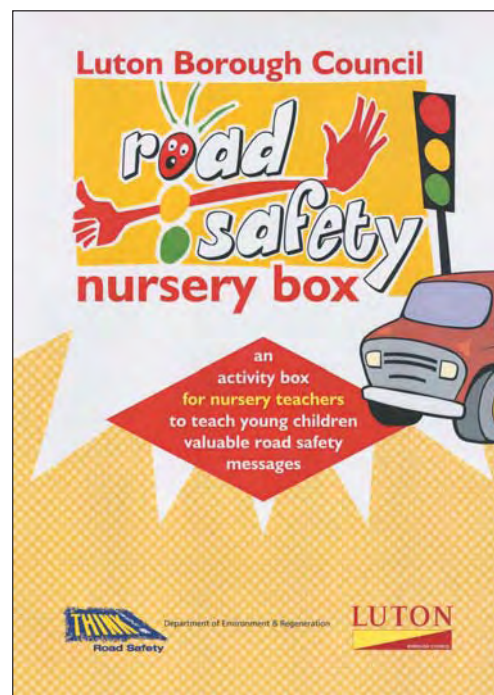
Education, Training And Publicity

9.30 The police and the local councils promote many road safety campaigns. Education, training and publicity programmes in Luton, Dunstable and Houghton Regis are well established, taking a positive approach to influencing road user behaviour and improving attitudes towards road safety, under the umbrella of the Responsible Road User Programme in Luton.

Road Safety

Education in schools

- 9.31 Road Safety Education can support the learning process from pre-school through to higher education and beyond. We will continue to provide road safety education from an early age and help support a lifelong learning approach, enabling individuals to be aware that they have a responsibility not only for their own safety, but also for the safety of others.
- 9.32 Education is included in the school travel plan process. We employ School Travel Plan Advisors through government bursaries, helping schools produce travel plans to make safer journeys to and from school, whilst encouraging pupils, parents and teaching staff to consider sustainable ways of travel. More details of these initiatives can be found in Luton's School Travel Plan strategy.



The well-used and popular Road Safety nursery box



One of the posters used in a road safety publicity campaign

- 9.33 Luton's education, training and publicity programme for schools will continue during the LTP2 period, taking a positive approach to influencing road user behaviour, improving attitudes towards road safety and complementing engineering work such as Safety Around Schools schemes.

Motor vehicle training and education

- 9.34 We will continue to work in partnership with Bedfordshire Police on initiatives such as the well-received Operation PRIDE (Prevention and Reduction of Injuries and Driver Education) and the Ready, Steady, Drive programme aimed at the high-risk group comprising males aged 17-25.



In addition we will continue to promote driving programmes provided by the Driving Standards Agency (DSA) and Bedfordshire Police Partnership as well as advanced driving courses run by RoSPA and the Institute of Advanced Motorists and will consider setting up a Defensive Driving course for employees.

- 9.35 We will also continue to promote safer motorcycling campaigns via the governments Think! Road Safety campaign and raise motorists awareness of the vulnerability of this road user group. We will actively support the Motorcycle Forum (Bedfordshire and Luton Motorcycling Matters). The aim of this partnership is to ensure that road infrastructure takes account of the needs of motorcyclists and that training and education is tailored to their needs. These training, safety and other issues will be encompassed in a joint Motorcycle Strategy to be published in 2006.

Training and promotion of sustainable modes

- 9.36 Bedfordshire currently provide Child Pedestrian Training in Dunstable and Houghton Regis and Luton aim to provide this in the near future. Both schemes will teach young children practical road safety skills at the roadside. We aim to achieve substantial improvements in children's judgements and behaviour in areas such as choosing safer pedestrian routes to follow and safer places to cross, particularly where there are parked cars and near junctions. The Childrens Traffic Club in Luton is well established, taking a positive approach for parents of young children to influence road user behaviour and improve attitudes towards road safety.
- 9.37 It is as much a responsibility for drivers to be aware of cyclists needs as for cyclists to be aware of drivers and we will therefore promote safer cycling to both cyclists and drivers. The Safer Cycling Promotions Officer and Cycle Training Projects Officer undertake this role in Luton and also ensure that cycle facilities and infrastructure across Luton are improved in a co-ordinated way. Bedfordshire will continue to implement cycling improvements in Dunstable and Houghton Regis.
- 9.38 Cycle training is available across the conurbation in schools and for adults. We will continue to look at ways to improve the take up in schools by also offering training as part of out of school activities and during holiday periods. The cycle training will include sessions on planning routes to school, work, leisure facilities, etc.

Road Safety

Responsible motoring

- 9.39 We are committed to supporting high quality and high profile publicity campaigns to raise awareness of key issues. Working with colleagues in the Eastern Region we will continue to support:

The 'Make The Commitment' anti speeding campaign;
The 'For My Girlfriend' campaign in Luton and 'Another Fine Day' campaign in Bedfordshire aimed at young males;
Basic Vehicle Maintenance Check Days.



Basic vehicle maintenance checks being carried out

- 9.40 We will continue to work with the police, alcohol services and other agencies to raise the awareness of the issues of driving under the influence of drink and/or drugs, particularly targeting those times of year when drink driving is more of a problem. Drug driving is an increasing problem and we will continue to address this in line with guidelines from the DfT.

- 9.41 Luton will continue to operate an infant child seat scheme for as long as demand requires it and we will continue to support Bedfordshire Police in operating spot seat belt checks outside schools.



Launching a Don't Drink & Drive campaign with one of our partners



Publicity

- 9.42 We undertake an annual programme of local, regional and national road safety publicity campaigns. Working with others provides an opportunity to participate in high profile campaigns with quality resources and the opportunity to undertake research into casualties and driver behaviour. The DfT produce an annual calendar of campaigns that benefit from television and radio advertising, supported by leaflets and posters distributed locally, including the national Think! campaign.
- 9.43 We will continue to use education, training and publicity campaigns to support our programme of Local Safety Schemes and add value to the understanding of why the highway has been improved in a particular way.

Council and Police Enforcement

- 9.44 Bedfordshire Police is the main enforcement agency in respect of road safety issues in our area. The conurbation now has Special Parking Area status, and the respective authorities can take action against most parking offences, including parking on yellow lines and stopping on School Keep Clear markings. Far greater enforcement powers are available to the Highway Authorities under the Traffic Management Act 2004 and we intend to review these when the regulations are introduced.
- 9.45 Parking outside schools continues to be a problem and we will continue to enforce School Keep Clear markings. This solution does not deter parents from parking on the markings at other times and also does not stop inconsiderate parking in the vicinity of schools, so a cross-discipline officer group has been set up to look at ways that this issue can be tackled more effectively.



Community Safety

9.46 Community safety is an important aspect of road safety, especially if we are to meet our targets to increase the use of modes of transport other than the private car. People are more likely to choose a mode of transport that they perceive to be safe and it is this perception that needs to be changed. Street lighting plays an important role in the community by improving safety for vulnerable road users as well as providing a more secure environment, making people feel more confident about walking at night. Our current policy is to replace older street lighting with SON technology to provide better light and colour rendition and reduce light pollution.

9.47 Table 9.3 summarises the overall crime rates in the two Police Divisions that cover Luton and South Bedfordshire, along with the rates of vehicle crime.

		2003/4	2004/5
Luton (C Divn.)	Total Crime Rates per 1000 population	146.7	131.6
	Vehicle Crime Rates per 1000 population	25.1	19.5
S, Beds (D Divn.)	Total Crime Rates per 1000 population	80.8	74.6
	Vehicle Crime Rates per 1000 population	12.9	11.3

Table 9.3 Crime Rates in Luton and southern Bedfordshire

9.48 The rates of overall crime and vehicle crime in Luton are almost double those in southern Bedfordshire. The emphasis of reducing crime in Luton is concentrated on those Wards where crime or fear of crime is a particular issue, which includes High Town, Leagrave, Northwell and South. Measures contained within the LTP such as improved lighting, secure public car parks and CCTV together with improvements to the layout of new developments can all contribute to reducing levels of crime.



9.49 We will continue to work with the local Community Safety partnerships and the relevant Community Safety officers in the Bedfordshire Police, Luton Borough and South Bedfordshire District Councils to reduce the fear of crime. Consultation on a revised crime and disorder reduction strategy for Luton commenced in Autumn 2004, and the new strategy plans and implements actions based on the five geographical areas of the town. There are five key themes to the Area Action Plans:

Environment and Quality of Life issues;
Social Behaviour;
Youth Inclusion;
Violence and Harassment; and
Burglary and Auto crime.

9.50 The recent appointment of Community Safety Co-ordinators will enable the Community Safety Area Teams to deliver a swift and flexible action plan as problems occur at "hot-spot" or particular areas. This will also improve the engagement with and accountability to local communities. The government's "Every Child Matters" policy includes safety as one of the six key considerations. The Borough Council has set up a Childrens and Young Peoples Board, the work of which has been informed by a comprehensive survey of children and young people in the town. The results of the survey showed that whilst only about 8% of the teenage schoolchildren and young adults surveyed had been involved in a road accident, 25% of teenage school children and almost 40% of young adults said they felt unsafe. The main reasons cited were use of threatening behaviour and theft of personal possessions (in particular mobile phones). Issues of personal safety were one of the issues highlighted by this survey and we will work with the Board to address the concerns of young people.

9.51 A number of recent initiatives have successfully contributed to improved community safety. One of the first 'No Cold Calling Zones' in the country was introduced in the Graham Gardens/Midhurst Gardens area of Luton through a partnership arrangement between the council's Trading Standards service, the Police and Neighbourhood Watch to provide support to local residents to avoid being conned by rogue traders. This scheme led to 100% reduction in distraction burglaries in the area. This Zone will continue in the scheme and three additional Zones, in the Biscot, Lewsey and Ickniel Wards, have been identified for inclusion in the initiative.

9.52 Another successful project is LutonSafe, a partnership arrangement between the Borough Council, emergency services and licensees who are charged with tackling the negative effects of the night-time economy in the town centre.



Road Safety

- 9.53 The aim of the partnership is to work together to reduce violent crime, stamping out anti-social behaviour and making Luton town centre safe. Bedfordshire Police have funded a coordinator based in the council's Licensing Service, and the Safer Luton Partnership has provided equipment and publicity for the project. Bedfordshire Police have reported that in contrast to crime figures across most of the UK, all crime during the weekend evenings (Thursday to Saturday) in the period April to November, in the LutonSafe area showed a reduction of up to 62% in some categories compared to the same period in the previous year. Overall crime in the LutonSafe area reduced by just under 8% compared to an increase outside the area of over 6%.

Contributions To Shared And Local Priorities

- 9.54 In addition to the clear links with the shared priority of safety, the Road Safety strategy has a valuable role to play in assisting with wider local objectives. These are summarised in Table 9.4.

Priority Areas	Impact
Road Safety	Reductions in numbers killed and seriously injured, and reduced slight accidents.
Accessibility	Safer Routes to School programme seeks to improve access for pedestrians, cyclists and those using public transport. Area-wide traffic calming reduces average vehicle speeds and conflicts between road users, resulting in greater uptake of walking/ cycling.
Air Quality	More stable journey speeds and reduced congestion result in positive improvement in local air quality indicators.
Congestion	Area-wide traffic calming measures seek to provide a more stable journey time, reduce excessive speed, reduces rat-running and limit the occurrence of 'stop start motoring' - positive impacts on journey time and journey time reliability.
Quality of Life	Area-wide traffic calming and home zones result in improved quality of life (less speeding traffic, reduced congestion, greater space for play areas, walking and cycling).
Health Strategy	Positive impact on health, directly through reduced accident and hospital admissions, and indirectly through improved fitness of population through greater levels of walking and cycling.
Education Strategy	Safer Routes to School programme includes education within the curriculum, and opportunity for real-life learning.

Table 9.4 Road Safety Strategy Contributions to Shared and Local Priorities

Speed Management Strategy

Aim

To reduce traffic speeds and road casualties without compromising the services of key stakeholders - especially emergency services and bus operators.

Objectives

To facilitate the safe and efficient movement of people and goods whilst protecting and enhancing the quality of life within communities.

To achieve a consistent approach to implementing speed limits based on the function and nature of the road.

To promote a consistent approach to the use of speed management tools.

To achieve successful partnerships for speed reductions.

To increase public awareness of inappropriate speeds.

Strategy Tools / Approach

Review of all speed limits to ensure that they are appropriate.

Introduce engineering measures to ensure compliance through safer routes to school, accident investigation and prevention, variable speed limits, traffic calming and vehicle activated signs.

Carry out driver and rider education, training and publicity including the Responsible Road User programme and the use of speed indicator devices.

In conjunction with the Police carry out driver education through PRIDE and enforcement through speed cameras and the Road Safety Enforcement team.

Targets

Review speed limits and achieve 100% roads with appropriate speed limits by 2011 (does not include 20 mph zones)

Sustain 100% priority camera sites with regular enforcement action

Achieve 50% priority sites with traffic calming measures or active signing.

Achieve 85% speed compliance at 20 mph sites

Relationship to LTP2 Shared Priorities

Road safety - improving safety of all travellers

Accessibility - providing pedestrians and cyclists a better environment to walk and cycle in without the fear of injury from a speeding motorist

Air quality - increased walking and cycling should result in improved air quality as should more appropriate driving speeds

Congestion - increased walking and cycling and use of public transport should lead to reduced congestion

10 ACCESSIBILITY

The Accessibility Strategy seeks to ensure education facilities, health care facilities, jobs and food shops are accessible to all, particularly those in disadvantaged groups. The delivery of the Strategy will seek to ensure that people can access the services they need, at the time they need them, with reasonable ease and at an appropriate cost. The Strategy is available as a stand-alone document and provides a detailed accessibility analysis underpinned by modelling work utilising the government's Accession software and supported by a comprehensive stakeholder involvement programme. The Accessibility Strategy acts as an over-arching strategy for the conurbation, setting out a broad vision and is supported by several adopted mode specific strategies, in particular those that improve access to goods and services by non-car modes. The emerging priority for the conurbation is access to employment. The delivery of the Accessibility Strategy will be through the newly formed accessibility partnerships.

Aims and Objectives

- 10.1 The consultation process indicated that, of the four shared priority areas, accessibility should have the second highest priority in this LTP (second to road safety). As such the authorities have jointly prepared a stand-alone Accessibility Strategy, the aim of which is ***to ensure that residents of and visitors to Luton, Dunstable and Houghton Regis can easily gain access to the essential facilities that they need, in reasonable time, and at a reasonable cost.***
- 10.2 In the context of the above aim, facilities include access to work, health care (ranging from general practitioners and dentists through to hospitals), education, employment, day care centres, leisure opportunities and shops, particularly food shops. The ability to use these facilities depends partly on their location and the person's ability to travel, but other factors, such as the opening hours of the facilities, also play a significant part. The Strategy presents in detail the issues affecting accessibility in the conurbation, a prioritised action plan to tackle these issues, an outline delivery programme, and details of the partnerships formed to ensure the Accessibility Strategy can be delivered across a broad range of stakeholders. The full version of the Strategy can be obtained from the authorities.

Policy Background

- 10.3 In February 2003 the government's Social Exclusion Unit published its report "Making the Connections". The report showed how certain social groups, and people living in certain areas, can face lower quality of life opportunities as a result of difficulties in gaining access to employment and basic facilities. It went on to argue that in the past no single public body had been responsible for enabling people to overcome these difficulties. Local transport authorities are now charged with this responsibility and to achieve this accessibility planning must be an integral part of the Local Transport Plan process.

- 10.4 The importance of accessibility is already well grounded in the authorities' strategic planning. Luton's Corporate Plan states that "the council believes strongly in the reduction of social exclusion and deprivation". Its Social Inclusion Policy has five strands:

Maximising household income.

Promoting and ensuring equality for all.

Increasing access to services.

Tackling inequalities in health.

Regenerating communities and working to make them sustainable, cohesive and safe.

- 10.5 The Policy also states that as far as possible people should be able to live independently, with easy access to the facilities and services that they need. The Bedfordshire Community Strategy additionally states that no one should be disadvantaged by where they live.

- 10.6 The three authorities' Corporate and Community Plans also refer more specifically to access to health care, education and training, fresh food, leisure facilities, social care and employment. These statements are summarised in Appendix C. Some concern the location of facilities:

Enable more people to enjoy lifelong learning facilities locally (Luton Corporate Plan);

some deal with the joint planning of housing and facilities:

Establish by research those communities where infrastructure, support services and/or amenities are lacking in some way - and work in partnership to remedy these deficiencies (South Bedfordshire Community Plan);

and some refer to transport improvements:

A high priority is placed on improving access through better transport networks to our employment areas and town centres (Bedfordshire Corporate Plan).

- 10.7 The Bedfordshire Structure Plan and the Luton and South Bedfordshire Local Plans all seek to guide new major development into locations which are accessible by public transport, walking and cycling while public transport accessibility is to be improved for all members of the community. The South Bedfordshire Local Plan aims for urban concentration, mixed land use and good accessibility by means other than the private car.

Working in Partnership

- 10.8 The strategic local transport authorities within the East of England region have developed a co-ordinated approach to accessibility planning through the establishment of a regional Accessibility Planning forum. The forum meets every two months and provides the opportunity to exchange feedback on progress to date and share experiences, ideas and problems. This assists local authorities across the region to take a consistent approach whilst recognising different local issues and priorities. Wherever appropriate the partnerships will develop into joint working on the facilitation of cross border partnerships in the development of accessibility planning solutions.
- 10.9 The Strategy has been formulated by a working group that includes officers from a non-transport background, specialising in health, inequality and social inclusion. This has helped us to become involved in existing partnerships, such as the Luton Forum, the Luton Food Network and the Luton-Dunstable Post-16 Partnership. During the preparation of the LTP2 strategy it has also linked us with new ones such as the Health Improvement and Well-Being Action Plan.

The Strategy

- 10.10 The Accessibility Strategy has the following terms of reference:
- To gather information about difficulties which people, particularly from disadvantaged social groups, experience in gaining access to needed facilities;
 - To identify cases of poor access in the conurbation and between the conurbation and surrounding areas;
 - To guide work to improve access; and
 - To ensure that, as far as possible, other transport measures also improve access.
- 10.11 It focuses on disadvantaged groups with a view to securing greater social inclusion and enabling all people, as far as possible, to enjoy a full and independent life as well as promoting economic prosperity.
- 10.12 The priority for the early years of the LTP2 is access to employment. This priority is based upon the following evidence base supporting the Accessibility Strategy.
- The technical assessment underpinning the Accessibility Strategy - modelling with Accession (accessibility software provided by the government) has identified that pockets of Luton Dunstable and Houghton Regis are inadequately connected to employment opportunities, and that many employment areas are poorly connected to areas where potential employees live.
- The Corporate and Community objectives of the councils - which set out a strong

policy framework for economic regeneration and access to employment, given the status of the conurbation as a Priority Area for Economic Regeneration (PAER).

The need to set the framework for future sustainable growth in the conurbation - ensuring that the Growth Area status can be achieved without the out-migration of workers, providing a platform for the capture of further sustainable transport trips to work and preventing longer distance out-commuting by car.

The outcome of the accessibility and LTP2 consultation - in particular concerns raised over the mis-match between the location of unemployed people, and the location of sites that offer employment in the skill areas they possess, and concerns over long distance commuting by car.

- 10.13 Accessibility is of economic as well as social importance. Accessible workplaces will make recruiting and retaining staff easier, while access to education and training is important in producing a high quality workforce. Improving accessibility will make the towns a more attractive area for businesses to invest and help them to serve and benefit the local community. In view of the importance of regeneration in policies for the conurbation, including its designation as a Priority Area for Economic Regeneration, measures to make workplaces accessible to employees, and businesses accessible to clients, assume particular prominence. The conurbation also provides services for surrounding, more rural, areas in south and mid Bedfordshire and parts of northwestern Hertfordshire and this role will increase as the Milton Keynes / South Midlands sub-regional strategy is implemented.
- 10.14 Accessibility planning is a different issue in Luton Dunstable and Houghton Regis compared with many other areas. The conurbation is compact and heavily built up, with almost no rural land, with many parts suffering from high levels of deprivation (as defined in Chapters 2 and 9). As the Social Exclusion Unit's document "Making the Connections" makes clear, location is not the only barrier to access: low income, caring responsibilities, lack of support networks and lack of access to a car can be equally limiting. There may also be prejudice from staff or fellow-travellers, communication difficulties and the fear of crime and anti-social behaviour, particularly after dark. Factors such as the opening hours of facilities can also present significant barriers.
- 10.15 The Accessibility Strategy for the conurbation draws upon a range of perspectives and areas of expertise. Accessibility mapping discussions with "on the ground" personnel and involvement in local strategy and steering groups have all played an important part in developing the strategy and, as a result, the potential solutions link transport with areas such as educational programmes, land use policies or various forms of community action.
- 10.16 Luton's social inclusion policy contains the following important principles for a successful programme of accessibility planning:



targeting services towards the specific groups and individuals in need, for instance through mapping, fact-finding and discussion;

bringing social inclusion into the mainstream of service delivery, integrating the shared priorities into corporate policies and ensuring that accessibility is a factor in developing and assessing schemes;

ensuring that the programme of service delivery is sustainable and not limited to short term projects relying on short term funding;

the importance of partnership working, both among agencies and with the local community, is recognised and acted upon; and

staff being given thorough and ongoing training and support, taking full advantage of inclusiveness training programmes offered at the various councils.

Accessibility Implications Of Wider Transport Strategies

- 10.17 Accessibility, as a shared priority, is taken into consideration in drawing up any local transport scheme - it is not seen as a self-contained extra. In an active sense, accessibility is something that all planning aims to improve. In a passive sense, transport proposals are audited for their contribution (or otherwise) to accessibility.
- 10.18 Most transport schemes, almost by definition, improve accessibility for at least some people. The key elements of our long term transport strategy have been appraised for their accessibility implications, as defined in Table 10.1 overleaf.



<p>Objectives 1 and 3: Support other Agencies in delivering the strategic transport commitments and obligations arising out of regional and sub-regional plans. Enhance the vitality and viability of the town centres</p>	<p>Policy T1 of the Regional Transport Strategy covers improving access to jobs, services and leisure facilities for all. Policies T2 (Regional Interchange Centres), T6 (Strategic networks), T7 (Strategic public transport services) and T13 (Public transport accessibility) apply. In the MK/SM sub-region, as well as inter- and intra-regional linkages, improvements are needed to walking, cycle and public transport networks in the Growth Areas to link homes with workplaces, town centres, schools and other key attractors; also interchanges to improve access to the rail network. These themes are developed in corresponding sections of the Luton Bus Strategy.</p>
<p>Objectives 4 and 7: Achieve growth of London Luton Airport. Implement the LTP major schemes</p>	<p>All three major schemes will improve access across the conurbation, while the ELC will improve access to London Luton Airport on a regional and even national level.</p>
<p>Objective 8: Implement local integrated transport schemes and initiatives to promote, encourage and achieve modal shift</p>	<p>The Bus Strategy has sections dealing with maintaining and improving access to and on the public transport network, whether through improving access to stops, better information provision or by changes to the network itself, particularly regarding supported services. It is planned to use accessibility planning methods in this process (see next section). The Walking and Cycling Strategies deal with improvements to accessibility by these modes. The Parking Strategy covers emergency and disabled access.</p>



<p>Objectives 2 and 5: Develop the role of Luton Dunstable Houghton Regis as a Regional Interchange Centre. Support the regeneration and diversification of the local economy</p>	<p>Interchange facilities will be improved at the three Luton stations. Area traffic calming schemes will continue and local access to facilities is already taken into account in prioritising and designing schemes. Access by public transport and sustainable modes to major employment areas, such as the airport, will be strengthened. Measures to ease travel and access for people with mobility difficulties and for other excluded groups will continue.</p>
<p>Objective 6: Remain engaged with, and responsive to, the emerging growth agenda</p>	<p>Local access from residential areas to jobs and facilities will be assured. The Luton Town Centre Transport Scheme will ensure that access from the Growth Areas is provided for and extensions to the Translink network will be investigated.</p>

Mode Specific Strategies

10.19 The above sections have set out our approach to Accessibility Planning. In addition to working with stakeholders (realising that accessibility planning cannot be tackled solely by the highways authorities), the existing 'mode specific' strategies formulated during the first LTP period will continue to contribute to improved access for all. All of the 'mode specific' strategies have been reviewed as part of the LTP2 process, and a fuller summary of each of these related strategies is presented at the end of this chapter. The full strategy documents are available separately from Luton Borough Council and Bedfordshire County Council.

Application Of Accessibility Analysis

Accessibility analysis and major schemes

10.20 Accessibility appraisals have already been carried out for the three major schemes. When assessed against the three accessibility criteria in the New Approach to Appraisal (NATA), Translink has a minor beneficial effect on two of them (increasing transport options and

improving access to the transport system) and a neutral effect on the third (severance), reflecting the already high levels of accessibility in the area. While the effect on accessibility of the Translink proposal itself will be modest, it will improve connections across Luton town centre to the airport and surrounding industrial areas; it will also give quicker journeys and more reliable services. The opportunities to extend the system in the longer term will greatly improve public transport accessibility in those parts of the conurbation which are likely to be expanded under the MK/SM sub-regional proposals.

10.21 Reducing severance and increasing accessibility to public transport and thus other destinations are key objectives of the Luton Town Centre Transport Scheme and, against these NATA accessibility criteria, its overall effect is beneficial. An appraisal of the ELC scheme has been carried out using the Accession package. It has shown that, with Translink, it will improve access to the airport - and nearby employment opportunities - for bus and coach passengers as well as for car and taxi users. Construction of the Luton Northern bypass will increase their accessibility further, as summarised in Table 10.2 below.

	Road	PT	PT, no car	All modes
Currently	66%	15%	23%	73%
With ELC and Translink	74%	19%	28%	78%
With ELC, Translink and Luton North Bypass	80%	19%	28%	90%

Table 10.2 Percentage of households within 20 minutes of London Luton Airport

PT - public transport; PT, no car - public transport for households without cars

Strategy on public transport and accessibility

10.22 Public transport has a major role in improving accessibility for those who do not have access to cars. Luton Borough Council has a Passenger Transport Unit (PTU) which is responsible for delivering all aspects of passenger transport on behalf of the Local Authority. The PTU operates a mixed fleet of minibuses including accessible minibuses with the capacity to carry up to eight wheelchairs.



These vehicles are primarily used for carrying customers, including those with special needs, to day centres and schools within the conurbation. This service is essential to ensure that customers, many of whom are vulnerable and from low income households, have access to essential services and educational establishments. Improving utilisation of resources is a key task for the PTU in order to manage increasing pressure on budgets and higher expectations from service users and their carers. Demand from most schools and day centres is clustered at the traditional morning and afternoon peaks and levelling these peaks is a major challenge for service managers.

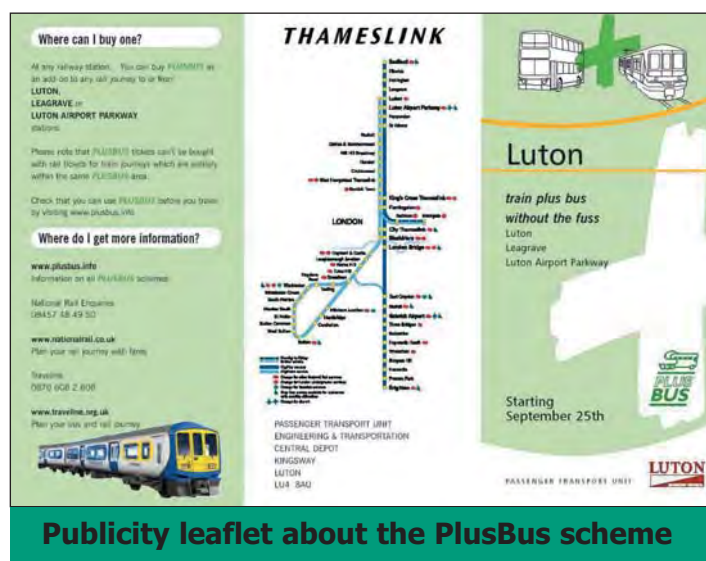
- 10.23 The PTU also handles support for non-commercial but socially necessary public transport services. In the past local policies for subsidising un-remunerative services have followed guidelines as to the desirable frequency of, and proximity to, services. For example, in the evenings Luton has aspired to giving all households a half hourly bus service within 400 metres of their homes. The Regional Transport Strategy sets a similar, slightly less stringent standard (90% of households within 400 metres of a half hourly service). We will carry out accessibility analyses of bus services in the conurbation to establish how far these standards are currently met and to serve as a yardstick to evaluate possible changes to the network. At the same time we will carry out an investigation into how funds for subsidising services might be targeted to give more cost-effective links to facilities which people are likely to use at evenings and weekends, such as shift work, evening classes or social facilities.

10.24 As part of this work we will consider the role that taxis, private hire vehicles, company buses and minibuses and rail could play, although we would aim to make such services integral with, and recognisably part of, the conurbation's public transport network.

10.25 The authorities' Bus Strategies, which have been updated in line with LTP2 principles, develop in detail the schemes outlined in this and in other sections of this chapter.

Strategy on improving rail interchange

10.26 The railway provides the conurbation with a fast and frequent service, with up to four trains per hour until the late evening. The transport strategy for the conurbation includes promoting and upgrading links between rail and other transport in this corridor with improved interchange facilities at all three stations and continued promotion of the PlusBus through-ticketing arrangements.



Publicity leaflet about the PlusBus scheme

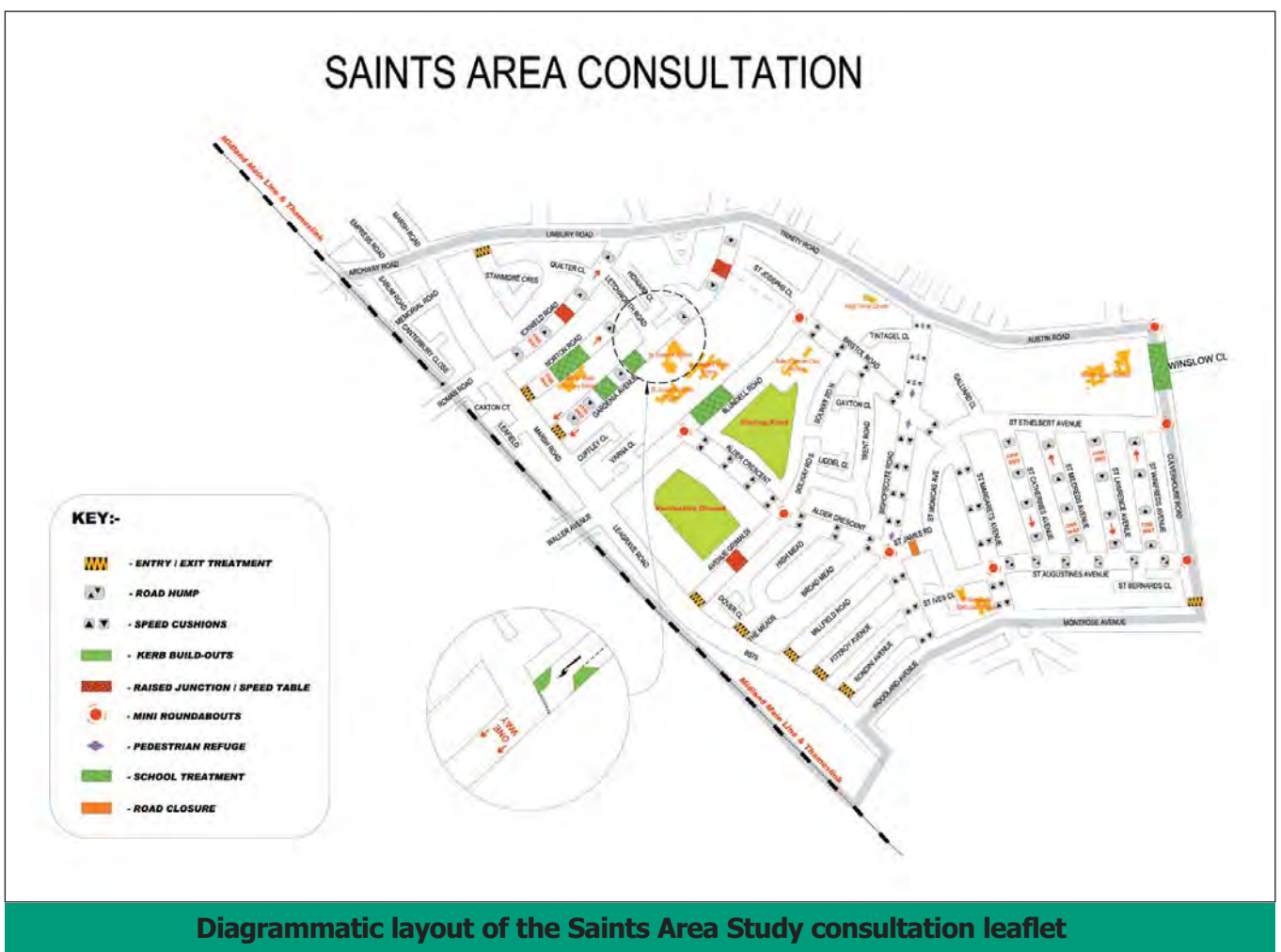
The Thameslink Programme will complement these changes with longer trains, more reliable travel across London and upgraded station facilities and we continue to support this and urge an early start to construction.

10.27 In association with Midland Mainline and First Capital Connect (the new holders of the Thameslink / Great Northern franchise), we will pursue improvements to interchange facilities at Luton Airport Parkway station, including pedestrian and cycle access from the Napier Park regeneration site on Kimpton Road. In association with First Capital Connect, we will pursue improvements to interchange at Luton and Leagrave stations, including improved footways and cycle routes, an improved road crossing, better signing and a new bus stop.

10.28 In association with bus operators and Hertfordshire County Council (through association with the Intalink partnership) we will investigate through-zonal bus ticketing, either throughout the conurbation or centred upon specific employment or educational centres.

Strategy on traffic calming and local accessibility

10.29 The Area Studies Programme, which Luton approved in 2003, is a rolling programme of safety, environmental and associated works in 26 areas of the town.



The programme (which is covered more fully in Chapter 9), relies on a system to prioritise the areas for treatment and to monitor performance afterwards. Two of the criteria which are taken into account in this process, alongside accident rates and parking problems, are social deprivation and use of local community facilities such as shops, schools and places of worship. The Area Studies now form part of a cross-departmental programme to improve local environments and improvements in access to local facilities are integral with this.

Strategy on transport for mobility handicapped groups

- 10.30 As part of the Area Studies Programme and local safety schemes, we will continue to improve road crossings with dropped kerbs, textured surfaces and, where appropriate, pedestrian priority features - indeed a stretched target for the LTP2 period is for all pedestrian crossings to be fully accessible by 2008. The Luton Walking Strategy deals with these aspects in greater depth and points to the role of local consultation to ensure that people's needs are met.



An example of a mobility handicapped-accessible dropped crossing

- 10.31 To cater for mobility impaired people and wheelchair users, as well as those in charge of children in buggies, we will continue to install raised bus borders in line with our Bus Strategies. The percentage of low floor buses has almost quadrupled from 8% during the period of LTP1. In addition, hackney carriages are now required to be fully accessible under the terms of their operators' licences.
- 10.32 In line with our Parking Strategies, we will continue to review, in consultation with members of the Luton and Dunstable Disability Access Forum, the provision of accessible parking bays for disabled people at day centres, hospitals and similar institutions where on-site parking is not feasible; we will also aim to provide such parking at convenient locations in the town centres. We will also work with Social Services to ensure that, as far as possible, disabled people have assured parking spaces close to their homes and workplaces.

- 10.33 In line with our Bus Information Strategies, we will aim for information on bus services to meet the guidelines drawn up by the Disabled Passengers' Transport Advisory Council and will urge bus operators, wherever possible, to indicate in timetables those services which are operated by low floor buses (particularly on routes where many of the stops have raised boarders). We will also pursue means to make information on services available through a wider range of media, such as mobile phones and personal computers.

Development plans

- 10.34 Development planners and development control officers have been actively involved in developing the Accessibility Strategy, exploring how accessibility planning can contribute to their work. District councils in Bedfordshire have recognised the value of commissioning Accession analyses from Bedfordshire County Council as part of their appraisal of major development proposals. The County Council is also working to incorporate accessibility assessments into Supplementary Planning Documents.
- 10.35 The local centres offering shops and services in North Dunstable, Houghton Regis and the northern districts of Luton, e.g. Sundon Park, Bramingham, Stopsley, Lewsey Farm and Hockwell Ring), will be subject to greater demand for the supply of services and facilities when the Growth Area is implemented. We will work in partnership with service providers to provide new public transport, walking and cycling links to these and to any new local centres which may be developed.
- 10.36 The councils will continue to work in partnership with London Luton Airport to improve accessibility, particularly during the late evening and early morning, having regard to the outcome of the proposals for expanded air traffic and terminal facilities.

Strategic Assessment Of Accessibility Levels And Priorities

- 10.37 Our Accessibility Strategy forms a separate document and this contains detailed analysis of the issues we have identified and, in some cases, detailed action plans to address them.
- 10.38 In a small and densely urbanised area like Luton Dunstable Houghton Regis the distinction between "strategic" and "local" accessibility planning becomes blurred. However, our Strategy has been formulated through a series of stages, from the more exploratory to the more detailed. Our initial assessments followed three lines of enquiry:

Workshop meetings with local authority officers and people from outside organisations involved in the planning and delivery of services.

Face-to-face meetings with officers and outside organisations, along with presentations and meetings with Local Strategic Partnership theme groups.

Mapping of accessibility using Accession software. This program combines data on the location and type of facility with data on the level of deprivation of the population, and can measure accessibility on foot, by cycle, by public transport or by car.

10.39 Discussions at the workshop event which launched the Accessibility Strategy in January 2005 suggested that the following are the most important accessibility problems in the conurbation:

Access to jobs, particularly from areas with high unemployment.

Access to Post-16 education.

Access to affordable healthy food.

Access to the Luton & Dunstable Hospital and to specialist health services (access to GPs was less frequently mentioned).

10.40 These correspond with the key accessibility issues which central government have identified. Other accessibility themes which emerged in various discussions include access to social services day centres and to open space and leisure facilities. The resulting priority order is set out in Table 10.3, along with an indication of timescales and our reasons for the priorities given. We aim to respond to any other accessibility concerns which may emerge over the lifetime of LTP2.

1	Access to employment	Current, extending through entire LTP period	<p>Much current and planned infrastructure work already geared to work journeys</p> <p>Investigation into possible solutions (e.g. innovative bus services) in progress</p> <p>Experience obtained with demand-responsive bus services in Bedfordshire (see Beds LTP2)</p> <p>Discussions held with possible partners: Job Centre+, Luton Chamber of Business, etc.</p>



2	Access to Post-16 education	Began 2005; planned roll-out of new discounted fares arrangement in Sept 2006; promotional activities mid-2006 onward	<p>Luton Post-16 Partnership already established with high level of commitment from colleges and strong involvement of Luton BC Passenger Transport Unit</p> <p>Imperative to move forward on new plans for discounted student travel</p> <p>Data on student travel collected Autumn 2005</p> <p>Draft action plan prepared late 2005</p>
2	Access to fresh and healthy food	<p>Partnership set up late 2005</p> <p>Preliminary mapping complete</p> <p>Fuller survey by Env. Health Officers planned for late 2006</p> <p>Promotional activities in schools, etc to be built up</p>	<p>Partnership recently reactivated; strong body of work already done on promoting healthy food</p> <p>Active support from Environmental Health Officers and the Primary Care Trust</p> <p>Draft action plan already prepared late 2005</p>
3	Access to health care	Inaugural meeting of potential partners Feb. 2006	<p>Development of a Health Improvement and Well-Being Action Plan recognised as a priority in the Luton Corporate Plan for 2005/6</p> <p>Strong links with relevant officers already exist through the Accessibility Planning Working Group and the Luton Food Network</p>

3	Access to social care	<p>Work done on mapping access to social care centres mid-2005</p> <p>Continuing work by Luton BC Passenger Transport Unit</p>	<p>Existing work by the Passenger Transport Unit can be built upon</p> <p>Siting of multi-functional children's centres and access to them have been identified as issues in Bedfordshire</p>
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10.41 Whilst the emerging priority is access to employment, we have used broad categories to prioritise the other sectors as, in practical terms, much depends on the importance which other bodies, including council departments, place upon them and the potential for entering into partnerships. For example, Post-16 education was a key issue because of pressures to revise students' access arrangements to colleges and a Post-16 Education Transport Partnership already exists. In the case of access to fresh and healthy food, a Luton Food Network was reactivated in 2005 and its members quickly realised that accessibility analysis could help to guide its work.

10.42 In the following sections we develop our analysis of the different areas, making use where appropriate of the following headings:

Strategic assessment of accessibility issues

Prioritisation of identified problems

Phased programmes for improving accessibility

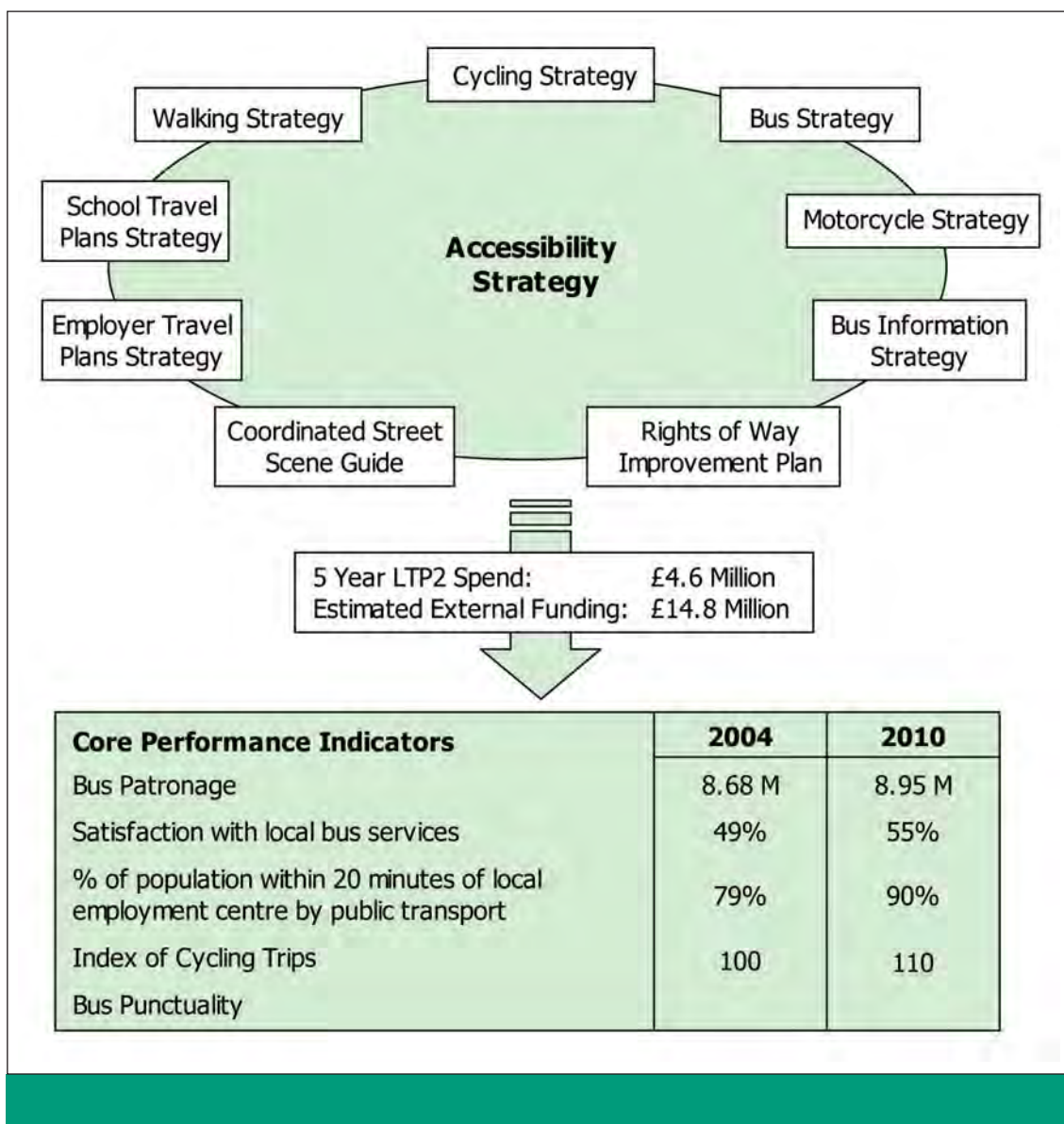
Details of partnership arrangements and the partners' roles in developing and implementing policies

In-depth assessment of accessibility issues and development of action programmes.

10.43 The degree to which the areas are covered reflects the opportunities which have arisen, the amount of progress made and the contribution that transport measures can make to addressing the issues.

The Accessibility Strategy

10.44 The Accessibility Strategy is summarised in the following diagram, with further details on each element of the Strategy described in the text below.



Access To Employment (Priority 1)

10.45 In line with the conurbation's designation as a Priority Area for Economic Regeneration (PAER), local policies aim to create a modern and diversified economy by regenerating old industrial sites such as the Vauxhall works and developing new sites such as Capability Green and Butterfield. Providing access for local jobseekers, particularly those from areas of high unemployment, will be essential. Luton's Regeneration and Economic Development Strategy, published in 2001, emphasises the need not only to attract investment but also to revitalise and empower communities and to renew the town's infrastructure, making it easier for people to reach jobs and training opportunities.

Accessibility

10.46 For the purposes of this Strategy, employment is taken to mean a job that does justice to the applicant's qualifications, meets their wishes or is otherwise satisfactory and appropriate to them.

Strategic assessment

10.47 Our strategic assessment of access to employment is based upon three sources:

The January 2005 accessibility workshop. Accession mapping of employment areas by public transport between 07:00 and 09:00 on weekdays.

Discussions with concerned organisations, notably Jobcentre Plus, Luton's Regeneration Team, the Luton Chamber of Business and Turning Corners (an office set up in Marsh Farm under the New Deal for Communities programme).

Workshop and other meetings

10.48 The workshop and other meetings pointed to a mismatch between the location of job opportunities and many of the areas of high deprivation and unemployment in the conurbation. At the same time, many employers were experiencing difficulty in recruiting and retaining employees, particularly where shift working or unsocial hours were involved. Although some employers arranged transport, such as taxis, many did not and there was little or no joint working among employers. Many job seekers were prepared to accept jobs outside Luton, for instance at Milton Keynes, provided that travel issues could be overcome.

Accession mapping

10.49 Accession mapping used data on employment areas supplied by DfT, grouped into four areas, chosen for the accessibility issues that they raised. Thus areas to the south and east of Luton town centre (including the airport and Capability Green) have only a few through bus services compared to the rest of the conurbation; for most journeys one has to change buses at Luton town centre. This is demonstrated in Figure 10.2.

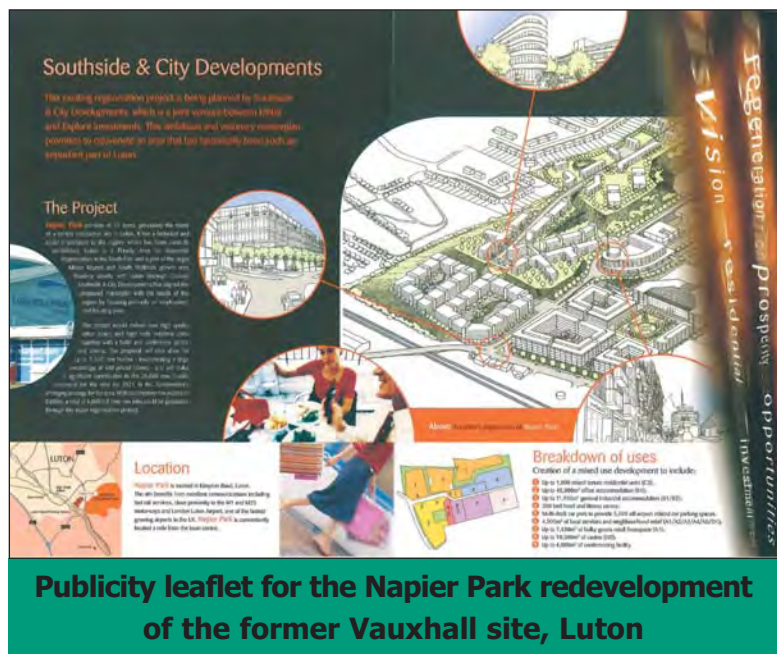




Figure 10.2 Public transport access to employment - East Luton

10.50 Employment locations in Dunstable and Houghton Regis, particularly the large estates between Poynters Road and the former railway line, are also somewhat inaccessible by public transport.

	Employees	% of people aged 16-64 living within:	
		30 mins	40 mins
Luton town centre and adjoining areas	28,152	84%	98%
Employment areas in south & east Luton	15,671	64%	89%
Employment areas in north & west Luton	18,678	92%	100%
Dunstable and Houghton Regis	18,737	55%	83%
TOTAL	81,238		

Table 10.4 Access to employment locations

Proposed programme

- 10.51 Studies conducted by Luton suggest that the provision of direct bus services to link homes and employment areas on opposite sides of the town centre is unlikely to be commercial. However, through the Accessibility Strategy we aim to reassess this position and we have identified a number of potential approaches to address the issue. These include:

Pursuing, with First Capital Connect, provision of an all-night rail service, running at least hourly.

Improved access to all three stations in the conurbation.

Investigating means to tailor existing arrangements for subsidised bus services to meet the needs of late night workers (and other travellers) more effectively, as set out in the new Luton Bus Strategy.

Improving the continuity of the bus network and making interchange between services easier, with Translink and the Luton Town Centre Transport Scheme playing a key role.

Marketing travel plans to employers as an aid to employee recruitment and retention, rather than as a means of "compelling" them to be more "green", and improving their perception of public transport.

- 10.52 Approval of major commercial developments will require a good standard of access by public transport. Most of the funding needed is expected to come from developer contributions. This will include convenient bus stops, traffic management measures designed to allow the passage of buses and possibly start-up funding for new bus services.

- 10.53 At present, all of these approaches are related to transport. However, any partnership arrangement will consider complementary policies by other bodies. These might include:

Working with employment agencies, advisors, employers and Jobcentre Plus to develop ways of providing free or subsidised transport to employees.

Working with Jobcentre Plus and employers on general means of addressing recruitment problems.

Helping employers to work jointly when they lack the resources to address recruitment or retention problems

Working with the Highways Agency to develop area travel planning in southeast Luton in connection with the proposed introduction of high occupancy vehicle lanes between Junction 6a and 10 on the M1.



An evening bus service operated under contract to serve late workers



School breakfast club encouraging healthy eating

Access To Fresh And Healthy Food (Joint Second Priority)

10.54 Work in this area was stimulated by the reactivation of the Luton Food Network in late 2005. This body had originally been set up in 2002 and had played an important role in implementing the then Bedfordshire Health Authority's Food Strategy, becoming involved in projects such as school breakfast clubs, cookery clubs and encouraging the local growing of food. As reconstituted it brings together people from statutory, voluntary and community bodies who are concerned to

improve access to a healthy, safe and affordable diet. Luton's Transportation Planning Team is represented on the Network. Much of the impetus for reforming the Network arises from recent studies that have shown widespread poor diet, diet-related illnesses and obesity in the conurbation.

10.55 Accessibility planning is particularly relevant to three of the Network's terms of reference:

To maintain a database of food related activities within Luton. To use this tool to identify gaps in services and food availability and to help develop and recommend remedial measures.

To work with local communities across Luton to identify their food and nutrition needs and to develop and support local programmes of work to meet these needs.

To work with communities experiencing high levels of deprivation to address issues and find solutions to enable access to a healthy and affordable diet.

10.56 At an early stage the Network recognised the potential of accessibility planning and mapping to identify areas of poor access to shops selling fresh and healthy food. The Network has drafted an Action Plan to take the terms of reference forward. This is being built up through successive meetings and the Accessibility Strategy shows it in its current form. The Network aims to seek funding under the Local Area Agreements arrangements to help implement the Plan.

Strategic assessment

- 10.57 The workshop on accessibility planning in January 2005 identified a number of issues:
- Travel to shops and getting help with shopping bags.
 - Bus stops are not always sited close to people's homes.
 - People are penalised for shopping locally owing to higher prices at small shops.
 - The Arndale Centre could do more to take into account the needs of parents and people with disabilities (though Shopmobility is a very good scheme).
 - The Arndale market sells fresh food, including ethnic foods, but pedestrian access from the bus and train stations is inadequate.

Accession mapping

- 10.58 This used data from the Environmental Health teams at Luton Borough Council and South Bedfordshire District Council on shops which identified themselves as selling greengroceries. In the inner parts of Luton and Dunstable these shops are very numerous and give ample cover for these areas, even for people who walk to shop. In the outer areas of the towns it was more important to ensure that the shops sold a reasonable variety of fresh fruit and vegetables (at least 10 varieties). The Accession plot (Figure 10.3) depicts the shops which we identified, showing the 400 metre distance contours around them. This enabled the following areas with relatively few food shops (sometimes termed "food deserts") to be identified:

The Wigmore and Ashcroft areas.

A corridor extending north along the Old and New Bedford Roads, from Pope's Meadow to Barton Hills.

The north of Luton including parts of Limbury Mead, Marsh Farm and Sundon Park. West Luton, east Dunstable and southeast Houghton Regis, including Lewsey Farm and the Parkside area.

The fringes of Dunstable, particularly to the south.

Parts of Farley Hill and New Town in south Luton.



Figure 10.3 Walking access to fresh food shops

10.59 Food shops are not absent from these areas, but they are further apart and leave extensive areas more than 400 metres from a shop. Accession also showed that 50% of all households in the conurbation, and 59% of households without a car, are within 400 metres walking distance of a shop selling fresh and healthy food. 51% of people aged over 60 are within 400 metres of such a shop.

Action plan

10.60 Meetings of the Luton Food Network have led to the drafting of an action plan. Although it has yet to be finalised it proposes several actions as summarised in Table 10.5.



<p>Problem Statement</p>	<p>High prevalence of diet-related disorders in the conurbation, leading to reduced life opportunities and greater pressure on medical services</p>
<p>Goal statement</p>	<p>To promote, and facilitate access to, healthy and sustainable food</p>
<p>Evidence</p>	<p>Data collected on health in the area show above-average rates of poor nutrition and of diet-related illness and the likelihood of these being aggravated in the future</p> <p>Contributions to accessibility planning workshops highlight problems of travel to buy food</p> <p>Accessibility plots and preliminary data collection show that extensive areas are more than 400 metres from a shop selling fresh fruit and vegetables and that stocks held by shops vary widely</p> <p>Continued retail concentration may lead to fewer shops selling such food in future</p>
<p>Action</p>	<p>Provide strategic guidance on issues regarding food and nutrition in the area</p> <p>Highlight the impact of poverty on health and work with partners to support programmes of work to address food poverty, identifying examples of good practice</p> <p>Lobby on issues on food and nutrition</p> <p>Help agencies, community work and voluntary groups to secure funding for healthy eating initiatives</p> <p>Work with schools to identify and meet food and nutrition needs</p> <p>Maintain a database of food related activities in the area in order to identify gaps in services and food availability</p> <p>Work with local communities to identify and meet food and nutrition needs</p> <p>Work with deprived communities to address issues related to access to a healthy and affordable diet</p> <p>Encourage healthy food provision within the public sector (e.g. luncheon clubs)</p> <p>Work with local statutory agencies to identify best practice in procuring local food suppliers and developing a local food economy</p>



<p>Responsibility</p>	<p>Luton Primary Care Trust and Nutrition and Dietetic Service: profile-raising, lobbying and co-ordination</p> <p>Local authorities -</p> <p>Engineering and Transportation Service: mapping of service provision and investigation of solutions to access problems; Area Studies programme</p> <p>Health Inequalities Team: identifying health inequalities</p> <p>Environmental Health Offices: data on food shops</p> <p>Neighbourhood Renewal teams: identifying local food needs</p> <p>Others -</p> <p>Healthy Schools Partnership: issues around food at schools</p> <p>Bosnia-Herzegovina Scheme: allotments</p>
<p>Costs</p>	<p>Capacity for detailed survey of shops and other food sources (Environmental Health Officers are planning surveys of low risk outlets)</p> <p>Support needed for healthy eating initiatives (possibly seek funding through the Local Area Agreement (LAA programme))</p>
<p>Timescale</p>	<p>Preliminary mapping of food shops completed</p> <p>Detailed appraisal of mapping results and follow-up: 2006 - 7</p> <p>Initiatives requiring LAA funding: 2006 - 2008</p> <p>Area Study plans for improved and safer local pedestrian access to shops: 2006 - 2011 (rolling programme of investigation and action)</p>
<p>Risk analysis</p>	<p>Failure to secure LAA funding will affect many of the community work initiatives but not the engineering measures under the Area Studies programme</p> <p>Commercial pressures on small shops may lead to closures and lower stocks of fresh food: may have to investigate other methods of distributing food commercially - e.g. deliveries to homes or community centres</p>
<p>Monitoring régime</p>	<p>Percentage of households within 400 metres of a shop selling fresh and healthy food is an LTP local indicator</p> <p>Inclusion of food issues in strategic local authority documents</p> <p>Provision or take up of healthier menus at schools and other places where food is provided communally (indicator to be determined)</p> <p>(Longer term) reduction of diet related illnesses (indicator to be determined)</p>

10.61 Many of the programmes set up earlier as part of the Luton Food Network are continuing. They include:

Food bag schemes, set up by community dieticians, particularly in the Crawley and Wigmore area of Luton. People can order bags of fruit and vegetables at a low cost and collect them from schools or community centres. The scheme operates in partnership with a stallholder at a market in Luton town centre.

Community cafés in Farley Hill, Lewsey Farm and Marsh Farm.

Clearing and establishment of allotment gardens and encouraging local co-operatives to grow food - such as one among the Bosnian community.

"Cook and eat" programmes for various communities, which include advice on shopping and planning a menu.

10.62 In addition, Luton has for many years supported an Access Bus which links sheltered housing developments with Luton town centre and various superstores, the route varying from day to day during the week. In 2005 the council acquired a low floor minibus with comfortable seats and special branding and contracted a new operator to run it on the service. Monthly ridership has risen from 488 since the launch of the new bus in September 2005 to 619 in December 2005.



Luton PTU's Access Bus: connecting the elderly with local shopping centres

10.63 Although the finalising and implementation of the action plan are at an early stage, the completion of the mapping of access to food and the derivation of indicators are a key element and will open the way to further analysis and action. It is planned to carry out a more thorough survey of shops which will refine the definition of "selling fresh and healthy food" and include questions on such matters as local sourcing.

Accessibility To Post-16 Education (Joint Second Priority)

- 10.64 The Luton Post-16 Education Transport Partnership was set up in March 2003 to improve access to further education in response to the Education Act of 2002. It draws together Luton Borough Council (in its role as education authority), the principal sixth form and further education colleges in the conurbation, plus Bedford College, and the Bedfordshire-Luton branches of both Connexions and the Learning and Skills Council. Luton's Passenger Transport Unit (PTU) has been involved with the Partnership since its inception and since Autumn 2005 the Transportation Planning Team has also participated. Managers from the principal local bus companies also attend.
- 10.65 In addition to Post-16 education we will also monitor closely the implications of the wider on-going education reforms, in particular the likely impacts that extended school opening hours will have on accessibility. This will be dealt with in future revisions of the Accessibility Strategy as more details become available.

Local provision and policy

- 10.66 Sixth form education is offered at five colleges in the conurbation (the term "college" is used for all Post-16 teaching establishments in this chapter), two of which are denominational (a Church of England school in east Dunstable and a Catholic school on the north edge of Luton). In addition, other further education is offered at Dunstable College and at Barnfield College in Luton. Barnfield College operates on three main sites, specialising in different subjects. Outside the conurbation the main alternative colleges of further education are in Bedford, Milton Keynes and Stevenage.
- 10.67 Currently full-time Post-16 students in Luton who live over three miles from the nearest college offering the course of their choice (or of the denomination of their choice) are entitled to a 50% discount on bus travel, or a 75% discount if they receive full Education Maintenance Allowance (EMA). The student receives a pass which allows unlimited bus travel up to 7:30 pm on Mondays to Fridays. Similar arrangements apply to students living in Dunstable and Houghton Regis. There are special provisions for students with Special Educational Needs, or with mobility problems.
- 10.68 Where a student does not attend the nearest suitable college, most colleges have some discretionary funds. Under arrangements agreed through the Post-16 Partnership, these are handled by the local education authority. During 2003/04 over 20% of all passes issued to students came under these provisions.



- 10.69 The impetus for further work on access to Post-16 education came from three sources:
- the abolition of free travel for new college students living more than three miles from college at the end of July 2005;
 - the introduction of EMA for students from low income families, part of which was intended to help with travel; and
 - a belief among the Partnership's members that assisted travel should be available to students other than those living more than three miles from the nearest college.

Strategic assessment of accessibility

- 10.70 Data for assessing accessibility come from three main sources: Accession mapping; a student survey; and a workshop which the Partnership held at Luton Sixth Form College in October 2005.

Accession mapping

- 10.71 For this purpose we assessed accessibility by public transport, looking at services running between 07:00 and 09:00 on weekday mornings. Figure 10.4 gives a sample Accession plot depicting access to Dunstable and Barnfield Colleges.

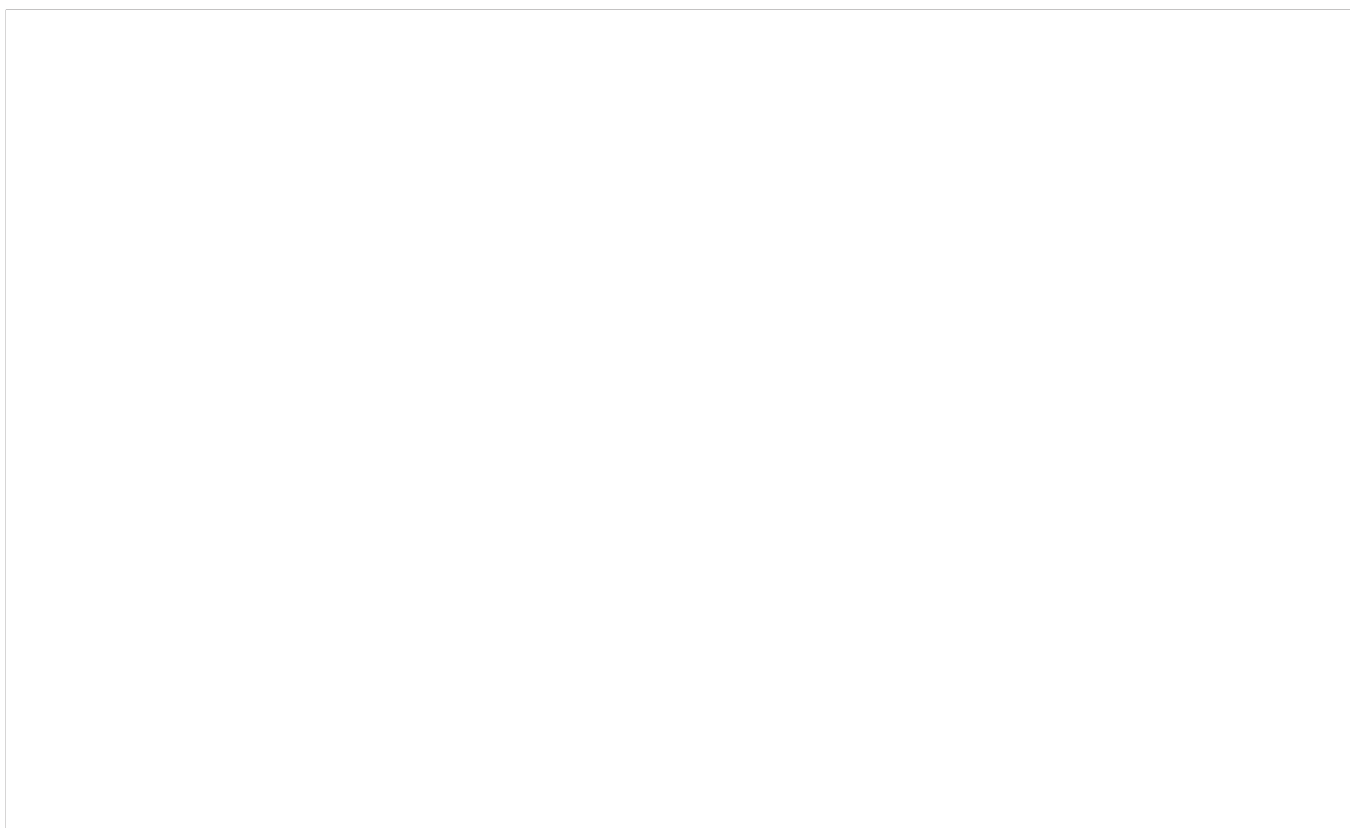


Figure 10.4 Access to Dunstable and Barnfield Colleges

- 10.72 Table 10.6 demonstrates the levels of accessibility to a college by public transport for people aged 15-19 living within 30 and 40 minutes. The further education sites are paired according to subjects offered: Bramingham and Dunstable for engineering and computing, Rotheram and Dunstable for health, caring, fashion, teaching and life skills and Barnfield's main (New Bedford Road) site and Dunstable for all other courses.
- 10.73 Provision of sixth form education is dispersed among three schools in Dunstable and this means that most of Dunstable and a large part of Houghton Regis are within 30 minutes of a college by public transport. Further education is generally less accessible owing to the remoteness of the Barnfield college sites. Dunstable College, in contrast, is in the town centre and several bus routes serve it.

	30 minutes	40 minutes
Further education colleges:		
All (except very small sites)*	91%	99%
Barnfield (main) and Dunstable	86%	95%
Bramingham and Dunstable	83%	92%
Rotheram and Dunstable	72%	92%
Sixth form schools and colleges**	95%	100%

* The sites considered are Barnfield (main, Bramingham and Rotheram sites) and Dunstable.

** Cardinal Newman, Luton Sixth Form, Manshead, Northfields, Queensbury.

Survey of students

- 10.74 This took place in Autumn 2005 to support the evolving Accessibility Strategy, with the key findings summarised as follows:

The principal mode of access is walking (39% of respondents), followed by bus (29%), car passenger (21%) and car driver (5%).

Many students did not attend five days a week though, of those who did not, many had a part-time job and so travelled on at least five days anyway.

Only 22% of bus users bought the discounted passes though many used the bus operators' own season tickets.

About 60% of students at Barnfield, Dunstable or Luton Sixth Form colleges travelled over 1.8 miles straight line distance to their college, and 26% travelled over 2.8 miles.



Workshop

- 10.75 The key issues arising from the follow-up workshop to the student survey can be summarised as follows:

It was felt that transport costs do influence students' choice of college.

Abolishing free bus passes had led to a fall (reported to be about 25%) in bus use by students, with a corresponding increase in students taking lifts by car.

Students living less than three miles from college should also be entitled to discounted bus travel.

There were concerns about the environment, congestion and pressure on parking spaces as well as accessibility.

Action Plan and proposed access strategies

- 10.76 The Luton Post-16 Education Transport Partnership is addressing a number of issues, many of which arise out of the findings noted above. A draft action plan was presented at the October 2005 workshop. It is included in the full Accessibility Strategy, and Table 10.7 provides a summary.

Problem statement	Financial and other pressures on Post-16 students' ability to attend courses offering the course of their choice (or of the denomination of their choice)
Goal statement	To ensure that Post-16 students have access to sixth form or further education with the option of choosing sustainable modes
Evidence	<p>Accession plots of travel times by public transport to Post-16 sites in Luton and Dunstable (91% of 15-19 year olds are within 30 minutes of a further education college and 95% within 30 minutes of a sixth form)</p> <p>Statements by colleges and others at workshops in January and October 2005</p> <p>Survey by JMP Consultants, reported on at the October 2005 workshop</p>



<p>Action</p>	<p>Introduce independence and mobility training for students with special needs</p> <p>Improve information provision on transport</p> <p>Improve the image of public transport</p> <p>Provide cheaper travel on an equitable basis for students</p> <p>Consider measures to encourage walking and cycling</p> <p>Assess and review administrative arrangements</p>
<p>Responsibility</p>	<p>SEN schools : mobility training</p> <p>Colleges: information on public transport, publicity on sustainable modes, on-site measures</p> <p>Schools: promoting sustainable modes</p> <p>Luton Borough Council (LEA and Passenger Transport Unit): administrative support, liaison with bus operators, distribution of passes</p> <p>Connexions, Learning and Skills Council: information and publicity on public transport</p> <p>Bus operators: provision of services, corresponding actions to implement discounted fare arrangements</p>
<p>Costs</p>	<p>Staff for mobility training, developing information or publicity resources (e.g. on college websites)</p> <p>Publicity materials and promotions (could be partly met from Partnership funds; also could approach external sources)</p> <p>Revenue support for discounted travel from the Education Authority</p>
<p>Timescale</p>	<p>Mobility training: piloting from Dec. 2006, full implementation 2007</p> <p>Information provision and publicity: 2007</p> <p>New arrangements for discounted travel: Sept 2006</p>
<p>Risk analysis</p>	<p>Delays in concluding agreements over discounted fares: would result in slippage, probably to next academic year</p> <p>Withdrawal of bus services: could support under tendering or de minimis arrangements but there would be resource implications. Publicity and information aim to raise ridership; removing or lowering minimum distance qualification for a discount might also attract new passengers</p>



<p>Monitoring régime</p>	<p>Percentage of 15-19 year-olds within 20 minutes of a Post-16 site in the conurbation is a local performance indicator in the LTP Take-up of discounted bus passes can be monitored; need also to monitor use.</p>
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- 10.77 Meetings of the Partnership and discussions with operators have led to a series of alternative proposals being put forward. These range from maintaining the present system, with students only receiving discounted bus travel if they live more than three miles from their nearest suitable college, to giving assisted travel to all students in the form of a travel card (bought from the local education authority for £10) which would entitle them to discounted bus season tickets. This would make bus travel cheaper for more students but the discount would be less than at present. The Partnership have now presented these options for wider debate.

- 10.78 'Building Schools for the Future' (BSF) is a government funded programme to rebuild or refurbish every secondary school in England over a 10-15 year period. Luton is one of a small number of local authorities whose schools will be treated in an early phase of the programme over a period of about four years (2008/09 - 2011/12). This provides a good opportunity to plan Luton's future secondary education provision in a coordinated manner, encompassing greater partnership working and sharing of facilities, and to ensure that accessibility issues are addressed as an integral part of the process. Bedfordshire County Council has not been included in the first phases of the programme but it is expected that BSF will begin in the rest of Bedfordshire by 2011.

- 10.79 BSF is fully consistent with Campus Luton, which is a proposal to integrate teaching across schools (or groups of schools) with students travelling to other schools for certain specialist subjects. It applies mainly to Key Stage 4 education (ages 14 to 16) but Luton 6th Form and Barnfield colleges may also become involved, for instance in "taster" courses. Schools would be expected to contribute funding and harmonise timetables, with teachers, students, families and other workers having to adjust their work patterns and hours accordingly. Campus Luton will require additional school transport services to be provided during the day, and some infrastructure might also be required, such as bus turning circles and waiting areas on school and college grounds. If the Campus Luton proposal is implemented, it will be done in a way that will integrate it with existing and future accessibility arrangements for schools and colleges.

Access to Health and Social Care Facilities (third priority)

10.80 The government White Paper, "Choosing Health: Making Healthy Choices Easier" (November 2004), aims to put people more in control of their lives, to promote independent living, to support health and well-being and to provide more convenient access to health care by bringing it closer to home (while remaining cost-effective).

10.81 These aims will be met in part by:

- better prevention services with earlier intervention through closer working with GPs and PCTs and with more Local Authority support;
- the development of the new NHS Life Check to help people to assess their lifestyle risks and make healthier choices;
- more support on mental health and well-being;
- increasing access to GPs by guaranteeing registration with a practice in their area; and
- tackling health inequalities by improving access to community services.

10.82 The White Paper indicates that Local Strategic Partnerships and Local Area Agreements have a role to play in supporting community health and well-being. Local authorities and Primary Care Trusts will be able to bid jointly for capital to fund new community health facilities and greater collaboration with the voluntary and community sectors will be encouraged.



The NHS Walk-in Centre in Chapel Street

10.83 In its Corporate Plan, Vision 2011, Luton Borough Council recognises health as a key issue. It has also identified developing a Health Improvement Action Plan as one of its corporate priorities for 2005/06. This is a corporate approach to health improvement across the Borough, aiming to co-ordinate health improvement actions, supported by a team of key officers, staff and partners.

Strategic assessment of accessibility

10.84 The views expressed during the consultation process informing the Accessibility Strategy demonstrated that access to GPs' surgeries and other local health facilities such as dentists was not an issue for most people. The opening of one of the country's first walk-in health centres, in Luton town centre in 2004, has also greatly improved access to the earliest stages of obtaining care.

- 10.85 The conurbation's hospital, the Luton and Dunstable, is well connected, located on the main road linking the two towns, with a frequent bus service during most of the day to all parts of the conurbation. However, the consultation process identified that access by public transport from the eastern side of Luton is hampered by the need to change buses in Luton town centre. Figure 10.5 shows that journey times to the hospital increase steeply to the northeast of the main Dunstable-Luton road.

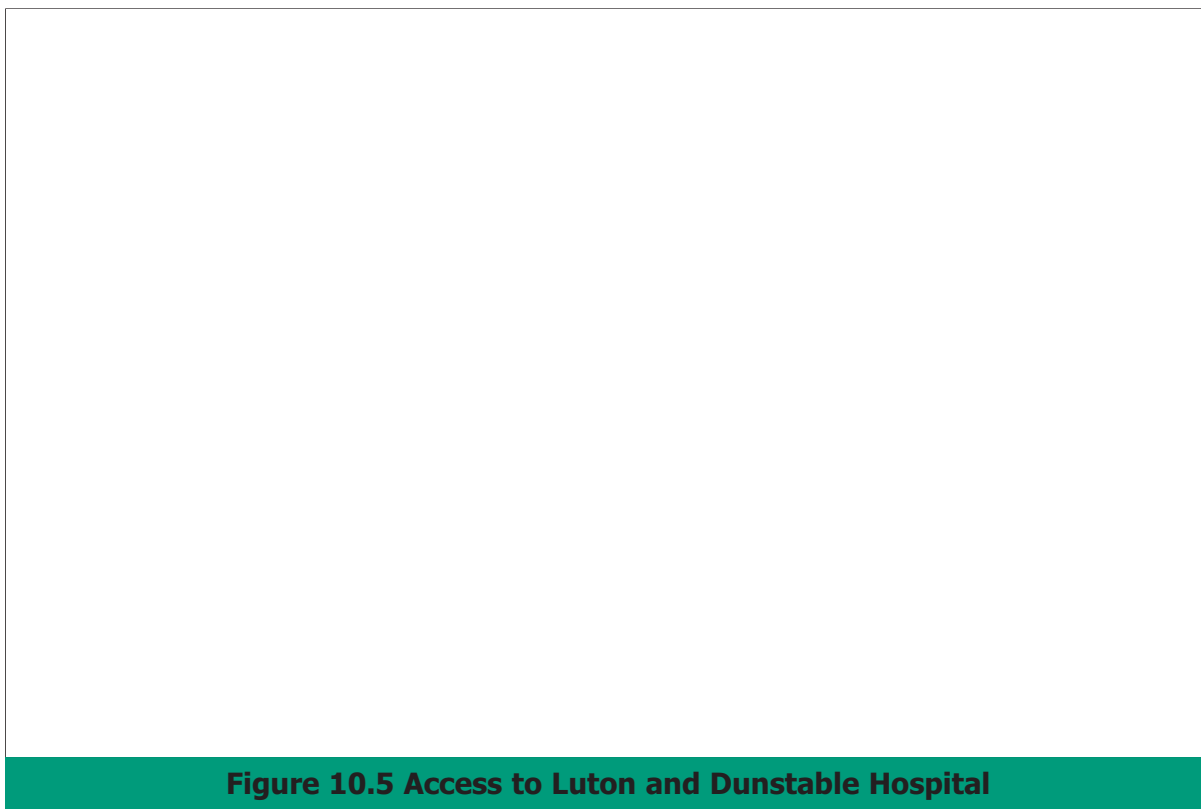


Figure 10.5 Access to Luton and Dunstable Hospital

Formation of the Plan

- 10.86 The programme is as follows:

To hold a Visioning Day for Luton Members and corporate leaders. This took place on 28th February 2006.

To conduct an "audit" of what the council is doing now. This will offer a snapshot of where the council is, what it is doing well and how value can be added to what is already being done.

To produce a document setting out actions under themes congruent with the Community Plan i.e. tackling health inequalities; access to services; children and young people and removing organisational barriers.

To effectively facilitate co-ordination of health activities across partners and stakeholders.

To gain ownership and endorsement from partners inside and outside the council.

- 10.87 The partners within the council cover most departments, with the Children's and Young People's Plan featuring prominently. Outside the council they will include the Luton Primary Care Trust, the Local Strategic Partnership (in particular, its Health and Social Care Theme Group) and the local Anti-Poverty Forum.
- 10.88 In mid-2005 Luton's Department of Community Living carried out a review of services for elderly people - including day centres, lunch clubs, GP surgeries and community centres - with a view to ensuring that people could travel to them as independently as possible. This also involved taking into account the locations of sheltered housing and nursing homes. We supported this work by producing Accession plots of access to day centres by public transport.
- 10.89 In general the transportation of social services clients with mobility difficulties is handled by Luton's Passenger Transport Unit (PTU). To avoid excessive pressure on vehicles at critical times of day, and to improve services generally, the PTU has carried out a consultation with key stakeholders with a view to moving from traditional centre opening times towards a staggered and extended day.
- 10.90 The review of services for elderly people also addressed transport and parking issues currently being experienced in day centres and other similar establishments in Luton. The outcomes of these consultations have been encouraging, particularly with the day centre co-located at the new Chaul End Community Centre. Managers from the new day centre at Chaul End formed a partnership with the Passenger Transport Unit (PTU) in order to provide sufficient transport for day centre users throughout the extended day rather than the historical am/pm runs. By staggering transport during the whole day the PTU was able to relieve the pressure experienced at peak periods, reduce journey times and improve utilisation of its fleet resources. Here the opportunity is enhanced through the delivery of a progressive travel plan, which has resulted in reduced congestion at the site and cut down the number of journeys being undertaken by private car.
- 10.91 Non-emergency patient transfers, including patients travelling to or from hospital following treatment, enjoy an enhanced service since the move to a more flexible operation has made more PTU vehicles available to satisfy increased demand. While the task remains the responsibility of the National Health Service (NHS) Trust the PTU works in partnership with the NHS to improve accessibility to NHS centres and reduce waiting times for patients.
- 10.92 Improvements to fleet utilisation and productivity have also been enhanced by undertaking the delivery of hot meals for Luton's Meals on Wheels service following the successful bid from Children and Learning's in-house catering service. Vehicles have been modified to carry heated insulated containers in order to ensure that the meals remain hot until delivered to the customer. Providing this service has been made possible because deliveries of meals take place during periods of the day when there is less demand for transport from the PTU's core customer base.

- 10.93 A vehicle replacement programme recently commenced and, during the life of the LTP2, all PTU fleet vehicles will have been replaced. The accessible fleet will consist of modern low emission vehicles meeting Euro IV regulations offering improved air quality and minimising the impact on the environment. These new vehicles will provide vital support for new routes recently added to the PTU's portfolio and will enable further expansion of in-house service provision to reduce reliance on external contractors.



Rights Of Way Improvement Plan

- 10.94 All authorities are required to prepare a Rights of Way Improvement Plan (ROWIP) by November 2007. The two highway authorities within the conurbation have so far adopted different approaches to the preparation of their ROWIPs, partly because of their different physical characteristics, i.e. Bedfordshire, including Dunstable and Houghton Regis, is primarily of a rural nature, while Luton is of a wholly urban nature.

- 10.95 Bedfordshire have been developing an Outdoor Access Improvement Plan (as distinct from a more narrowly drawn Rights of Way Plan) over the last two years. This has been through all its preparation stages and will be adopted in 2006. Bedfordshire's plan, Live and Breathe Bedfordshire, has four principles guiding the plan, which are:

- Quality of life;
- Accessibility and Equality;
- Sustainable Transport and Development; and
- Economic Development.



- 10.96 In order for Luton to produce a viable Improvement Plan it is essential that we have an accurate Definitive Map that incorporates the excluded area which presently covers over 70% of the Borough. Over the last three years we have been researching the excluded area of the Borough in partnership with Bedfordshire. This has required desk top analysis of archive material to discover historical evidence relating to the existence of Rights of Way (RoW), a review of the validity and strength of that evidence and site visits to establish what physically exists on site. It is anticipated this work will be completed in time for us to complete the Definitive Map and publish notices regarding additions to the Definitive Plan in 2006.
- 10.97 By focusing on access rather than just on infrastructure, the Plan covers issues closely aligned to LTP2, for example the needs of walkers and cyclists, the role of public transport, improving safety, and engaging with the development process. In this respect the Plan will develop in conjunction with the Walking and Cycling strategies which will, in turn, be revised to reflect the ROWIP. An example of this is the existing RoW network west of the M1 alongside the Translink guided busway where it passes along the foot of Blows Down (part of the Icknield Way long distance path), before turning north to run east of Dunstable town centre and end on Blackburn Road at the north end of Dog Kennel Down. These sections of the busway are difficult to access from the local highway network, and to enable emergency and maintenance vehicles to access the busway, the adjacent public footpaths are being upgraded, with permissive rights for continued use as footpaths and cycleways.
- 10.98 An example of the relationship that needs to be developed between the Improvement Plan and existing strategies can be found in recent work in the Marsh Farm area. Working in partnership with the New Deal for Communities Trust and Sustrans approximately 2 kilometres of RoW have been improved to provide greater access for cyclists and this has also greatly assisted all users with mobility issues. The RoW is on the Borough boundary and thus provides the necessary improvement to access the rural hinterland to the north of Luton and, with additional cycleway construction, improves access to and from the heart of the Marsh Farm estate.
- 10.99 The three councils are also working together to develop a Greenspace Strategy that will identify Green corridors to connect the existing green spaces in the north of the town such as Bramingham Wood to the surrounding countryside. This work has in particular focussed upon the Growth Area to the north of the conurbation and schemes such as Luton Northern bypass will include Green Bridges to enhance these links. In February 2006 Luton Borough Council and South Bedfordshire District Council were awarded £1.68m of GAF2 funding to enable them to continue work on developing and implementing green infrastructure improvements around Luton and South Bedfordshire and for Luton (£84k) to develop an open space strategy.

10.100 We already work in partnership with the Probation Service and have provided tools and equipment to them to enable people undertaking Community Service Orders to work with us in maintaining our RoW and this is an area to be further explored and expanded as the Improvement Plan continues to be developed.

10.101 Luton will continue to run the Local Access Forum jointly with Bedfordshire where the issues of using the RoW network to help achieve the shared priorities can be considered. Of critical concern and great potential is the role of the RoW network within the Sustainable Communities agenda, addressing the need to provide green linkages, and access to the countryside for the new communities both within the Growth Areas and in existing communities.



10.102 We will continue to ensure that horse-riders are able to access the internal and external bridleway facilities, by considering the needs of equestrians when developing the Rights of Way Improvement Plan.

10.103 The preparation of a ROWIP for Luton will also help towards the implementation of the shared priorities. The four-month consultation programme, scheduled to commence in 2006, will focus on how to capture and develop the relationship between the ROWIP and the shared priorities and to consider the needs of residents within the whole conurbation in terms of the four guiding principles of Live and Breathe Bedfordshire.

Contributions To Shared And Local Priorities

10.104 Accessibility planning has a fundamental role to play in the delivery of the second LTP for Luton Dunstable and Houghton Regis, contributing to the attainment of the wider local objectives. These are summarised in Table 10.8.



Accessibility

Road Safety	Making walking, cycling and public transport safer and more secure is an important aspect of improving accessibility, reducing fear and anxiety of intending travellers.
Air Quality	Impact on local air quality will be limited except insofar as making public transport more accessible will reduce emissions from cars.
Congestion	Policies to improve accessibility by bus and rail will help to reduce congestion insofar as they make public transport more attractive compared with the car.
Quality of Life	Accessibility planning aims to improve access to jobs and other services, particularly for disadvantaged groups, raising their opportunities and well-being.
Health Strategy	Accessibility planning aims to make health facilities more accessible. It also encourages people to walk to local facilities, provides exercise, and creates safer travelling conditions.
Education Strategy	Accessibility planning aims to make schools, colleges and adult education centres more accessible.

Cycling Strategy

Aim

To increase the attractiveness and role of cycling as a transport mode in order to reduce use of, and dependence upon, private cars.

Objectives

- implement a strategic cycling network and links to it;
- promote cycling as a leisure activity;
- increase awareness of the importance of cycling, and hence its adoption, among all sectors of the population with particular emphasis on trips to work, schools and shopping, cultural, and leisure facilities;
- ensure that access and movement by cycle to all developments is as safe, secure, convenient and attractive as possible;
- ensure that policies to increase cycling and meet the needs of cyclists are fully integrated with complementary strategies, including the Local Plan and Community Plan.

Strategy Tools/Approach

implement a high quality strategic cycle route network of both on- and off-road routes, building on the cycle culture developed since the introduction of the National cycle route, with priority given to routes to work, school and shopping, and for leisure purposes.

Wherever possible, integrate cycling into other traffic and transport schemes to improve safety and give greater priority in terms of access and journey time over other traffic.

Infrastructure provision supported by publicity and education, including training programmes for both children and adults, and publication of maps of cycle routes and information on the health, financial and environmental benefits of cycling.

Indicators of Performance

- A 10% increase in the annualised cycle trips index.
- Treble the amount of publicly-available cycle parking in the town centre, stations and other key destinations, compared with a 2003 base.
- Ensure that all relevant new development provides cycle parking to the standards set out in the Luton Local Plan.
- Increase the number of people undertaking cyclist training to National Standard by 20% compound a year until 2008, and then maintain it at this level.
- Reduce number of reported cycle thefts by 10%, compared with a 2004 base.
- Reduce the number of cycling casualties compared with 2001 base.



Accessibility

Relationship to LTP2

Safety - Safety is enhanced through the provision of cycle-friendly routes, undertaking a cycle audit of all new traffic schemes, and promoting cycle training schemes. More secure cycle parking reduces incidence of theft.

Accessibility - Cycling can offer mobility to most sections of the population, including those without access to a car, thereby contributing to greater social inclusion, increasing the choice of transport available and making services more accessible.

Air Quality - Cycling is non-polluting, quiet, and has minimal effect on the built and natural environment.

Congestion - Cycles take up considerably less road space than private cars, and cycling thereby contributes to reducing congestion.

Cycling also contributes to wider objectives by being a healthy form of personal exercise, lowering the risk of obesity, coronary heart disease and strokes.



Walking Strategy

Aim

To create a better pedestrian environment which encourages people to make journeys on foot rather than by car.

Objectives

- increase the role of walking as a mode of transport and as a leisure activity so as to reduce dependence upon private cars, and in that way to improve environmental stewardship, economic development, social inclusion and health in Luton;
- increase understanding of the importance of walking;
- create safe, secure, convenient and attractive conditions for walking, while at the same time facilitating the use of cycling and public transport and minimising the unnecessary use of private cars;
- ensure that access and movement on foot to all developments is as safe, secure, convenient and attractive as possible;
- ensure that policies to increase walking and meet the needs of pedestrians are fully integrated into all complementary strategies.

Strategy Tools/Approach

- evaluate pedestrian routes for safety, security, ease and attractiveness of walking, and target programmes for improvement to give continuous walking routes which serve pedestrians' needs and improve the walking environment.
- continue our Safety Around Schools programme.
- undertake measures to meet the needs of disabled people.

Indicators of Performance

- Increase walking to work among companies with travel plans.
- Initiate Safety Around Schools programmes for every school in Luton by 2010.
- Increase the number of pedestrian trips.
- Increase the number of pedestrians crossing Luton's inner cordon.
- Improve walking conditions.
- Increase the number of home zones and 20 mph zones.

Relationship to LTP2

Safety - Safety is enhanced through improved design of pedestrian routes, the encouragement of their greater use, and undertaking a pedestrian audit of all new traffic schemes.

Accessibility - Improving pedestrian access to facilities and services increases social inclusion, and makes services more accessible by an increased choice of transport modes.

Air Quality - Walking is non-polluting, quiet, and has minimal effect on the built and natural environment.

Congestion - Encouraging people to walk more to local destinations or to link with public transport for longer trips, contributes to reducing congestion.

Walking also contributes to wider objectives by being a healthy form of personal exercise, lowering the risk of obesity, coronary heart disease and strokes.



Bus Strategy

Aim

To set out policies and actions to establish a high quality, safe, secure and reliable network of routes, with good interchanges, which matches the pattern of travel demand in order to maximise the potential usage of public transport and enables people to access essential services and facilities.

Objectives

To provide bus services to meet transport requirements of local people.

To have bus services provided to the required standards.

To provide appropriate additional facilities and services connected with the bus services (bus stations, bus shelters, bus priority, etc but also interchanges and integration with other modes).

To provide measures to meet the transport requirements of carrying out local education or social services functions.

Strategy Tools / Approach

Partnership working across council departments and with our key stakeholders particularly bus operators, including Quality and Bus Punctuality Improvement Partnerships.

To change attitudes to bus use through initiatives such as Travelwise.

To assure good access by public transport for all new developments.

To work towards improvements in punctuality and reliability, and consider bus priorities where appropriate.

To make improvements at bus stops and establish a priority basis for route reviews.

To implement Translink.

To facilitate better integration between bus services and rail services, including integrated ticketing.

To implement the Bus Information Strategy.

Targets

Increase in public transport patronage.

Improved satisfaction with local bus services.

Good bus punctuality.



Relationship to LTP2

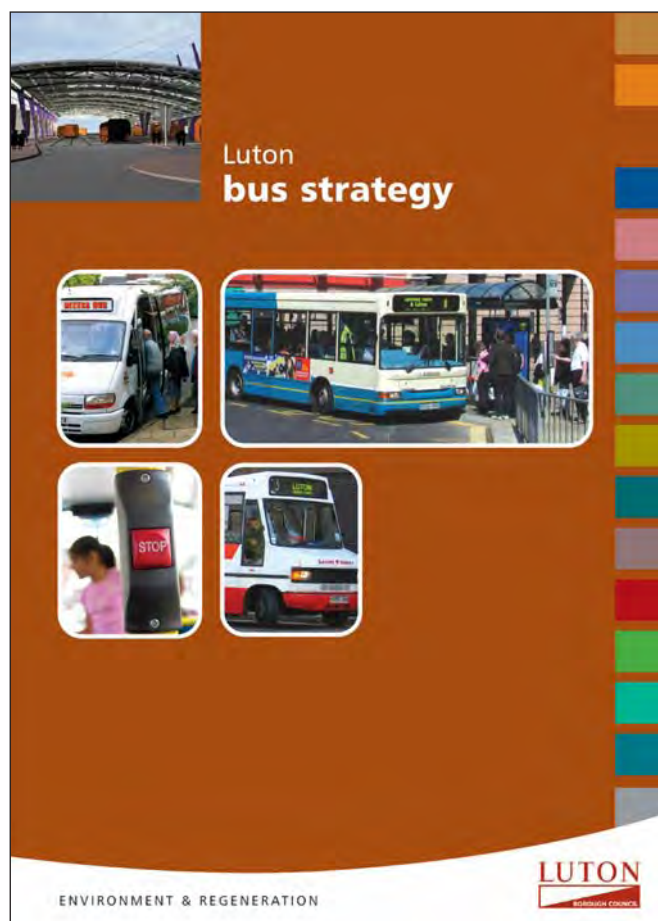
The Bus Strategy relates to the shared priorities of:

Road safety - reducing the number of crashes through reduced traffic levels.

Accessibility - buses provide a relatively cheap form of transport and improve access to schools, work, training and leisure opportunities.

Air quality - increased use of buses should result in improved air quality through a reduction in car use and the use of buses powered by alternative fuels.

Congestion - increased bus use will help reduce congestion.



School Travel Plans Strategy

Aim

To bring about a step change in school travel patterns to improve road safety and to reduce congestion and pollution and therefore obtain the wider benefits associated with more walking and cycling and the greater use of public transport.

Objectives

To reduce the number of car trips to school.

To improve the actual and perceived safety of children travelling to school.

To increase the children's road safety skills through classroom work and practical experience whilst walking and cycling to school.

To reduce congestion outside schools.

To improve the health of children.

Strategy Tools / Approach

Implementation of School Travel Plans and associated action plans.

Introduction of engineering measures including safety around schools, safer routes to schools, traffic calming and 20 mph zones.

Road safety education and training including work by Road Safety officers and cycle training.

Publicity and promotion including National and local poster campaigns, Walk to School and Cycle Week.

School Crossing Patrols.

Indicators of Performance

All schools to have an effective approved School Travel Plan by 2011.

Pupils walking to school to increase from 62.6% in 2000 to 70% in 2011.

Increasing school cycle use from 0.74% in 2000 to 3% in 2011.

Increasing school public transport use from 6% in 2000 to 12% in 2011.

Reducing the number of children killed and seriously injured from 27 in 2000 to 14 in 2011.



Accessibility

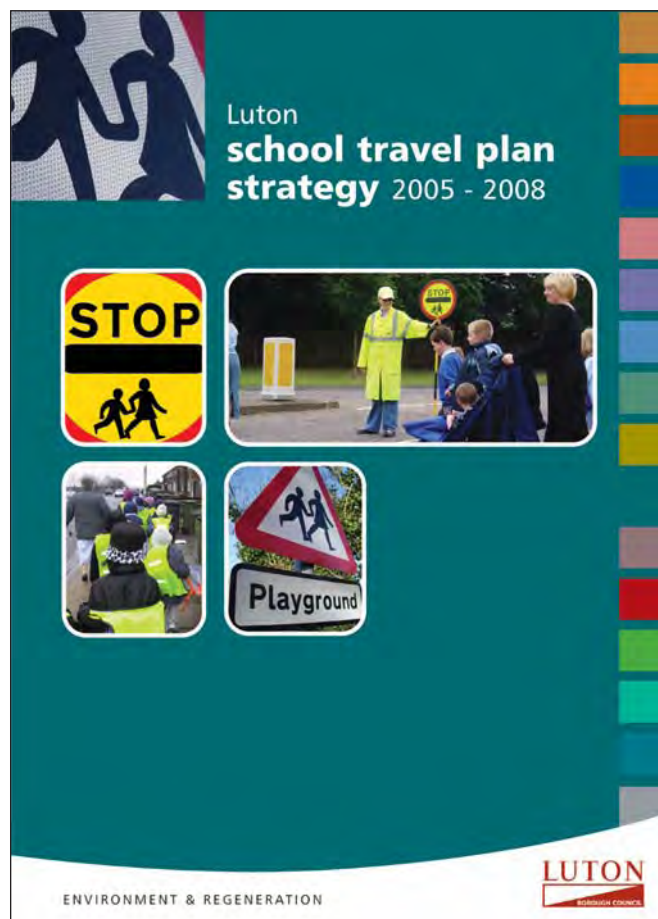
Relationship to LTP2

Road safety - improvement of road safety through education, practical experience and engineering measures outside and on the route to school.

Accessibility - promotes different modes of transport to school by encouraging walking and cycling giving people a real choice in the way they get to school and so reduces the dependency on the private car.

Air quality - reducing congestion outside schools and generally at school starting and ending times and thereby reducing pollution.

Congestion - increased walking and cycling and use of public transport should lead to reduced congestion.



Motorcycle Strategy

Aim

To set out policies and actions that will continue to result in greater motorcycle use, but with a significantly improved road safety record.

Objectives

To reduce the number and severity of motorcycle casualties.

To encourage greater use of motorcycles, though not at the expense of more sustainable modes of transport.

To increase the number of secure motorcycle parking facilities and to review other motorcycle parking provision.

To encourage greater integration of motorcycling within transportation and land-use policy and planning.

Promoting local training schemes for all riders especially novice and return riders.

Strategy Tools / Approach

Introduce a motorcycle casualty reduction plan consisting of engineering, maintenance, education, enforcement and promotion measures.

Publicise and promote motorcycle training schemes and continue to support Bikesafe.

Provide sufficient, secure and convenient parking for motorcycles at key destinations.

Reduce the incidence of theft of motorcycles.

Consider the needs of motorcyclists as part of highway design and maintenance work.

Indicators of Performance

Reduce the number of motorcyclists killed or seriously injured.

Reduce the number of motorcyclists with slight injuries.

Increase the number of motorcycle trips.

Relationship to LTP2

Road safety - reducing the number of motorcycle crashes.

Accessibility - motorcycling can provide a relatively cheap form of transport and improve access to work and training opportunities.

Air quality - motorcycling is a relatively 'green' mode of transport with low emissions and fuel consumption.

Congestion - increased motorcycle use can help reduce congestion.

Employer Travel Plan Strategy

Aim

To bring about a step change in work travel patterns by promoting and developing effective travel plans for employers within the conurbation to reduce congestion and pollution and therefore obtain the wider benefits associated with more walking and cycling and the greater use of public transport.

Objectives

- To use the planning process to secure travel plans for new developments.
- To encourage and promote voluntary uptake of travel plans within existing developments.
- To reduce the number of employees commuting by car.
- To reduce traffic congestion in the area to give a reduction in the detrimental impacts on road safety and air quality.
- To promote safe, sustainable and healthy travel alternatives to the private car for employees.
- To improve accessibility and foster social inclusion in the conurbation.
- To monitor the efficiency of travel plans.

Strategy Tools / Approach

For travel plans secured through the planning process, related to developments which are required to produce a travel plan, the council's development control officers will work in partnership with developers to provide section 106 requirements for planning.

For all travel plans, the councils will offer one to one support to advise local businesses and developers with travel surveys / questionnaires and analysis.

The councils will assist local businesses by advising on appropriate initiatives in the travel plan chosen from the following:

- Encourage major employers to use a car sharing database, and provide parking spaces for car sharers in prime locations;
- Negotiate discounts with local taxi and private hire companies for employees and customers.
- Negotiate discounts for public transport season tickets;
- Provide facilities for employees walking and cycling to work such as secure cycle storage and showers/changing facilities.
- Provide information to employees, customers, and residents (e.g. plans of cycle /pedestrian routes, bus timetables, and initiatives such as Plus-Bus).

Accessibility

Indicators of Performance

All new developments (above an agreed size) to have secured a travel plan that is approved by the council and monitored in future years.

To encourage the uptake of two voluntary travel plans per year.

Relationship to LTP2

Congestion - The reduction of reliance on the private car for journeys to work, replaced with multi occupancy cars, the increased use of sustainable modes and more sustainable working practices helps to tackle congestion.

Accessibility - Travel planning can positively increase accessibility to employment by offering choices for the journey to work.

Air Quality - The reduction in the use of private cars and the uptake of more sustainable modes of travel such as walking, cycling and public transport assists with reducing vehicle emissions.



Bus Information Strategy

Aim

To ensure that information about bus services meets the needs of all users and potential users, including those with disabilities.

Objectives

To set out areas where partnership working with operators is needed to improve information provision and to indicate the improvements needed;

To make clear the responsibilities of bus operators and the local authority for providing information about bus services;

To indicate the authority's commitment to national and regional systems for the collection, collation and making available of bus service information.

Strategy Tools / Approach

Set up partnership arrangements with operators and other bodies to deliver improved bus services and better information about them.

Define standards for the content and presentation of timetable leaflets, maps, information at bus stops and transport interchanges, information on vehicles and information made available by telephone or electronic means (including real time passenger information).

Ensure that the required standard of information is provided where this is beyond the means or commitment of operators.

Commitment to the national Traveline service and adoption of the TransXchange protocol for transferring timetable data between operators, local authorities, the Traffic Commissioners and the Traveline service providers.

Wider adoption of travel plans by businesses, schools and leisure facilities.

Indicators of Performance

Public transport patronage in Luton.

Satisfaction with local bus services.

Satisfaction with bus service information.

Relationship to LTP2

Road Safety: encourages the user of safer modes.

Accessibility: making bus services more accessible by removing barriers raised by lack of information, giving greater assurance and helping people with mobility difficulties to know whether a bus service is accessible to them.

Air Quality: encouraging the use of less polluting vehicles.

Congestion: reducing the need to use private cars.

Co-ordinated Street Scene Guide

Aim

To adopt a more holistic approach to the design and maintenance of streets rather than dealing with individual elements of the public highway.

Objectives

Ensure the continual improvement in the street scene throughout the borough as schemes are implemented through simple, logical, zoned and consistent layouts. Ensure streets are accessible and easily used by as many people as possible without undue effort, special treatment or separation.

Reduce the financial commitment of maintaining the public highway by limiting stock variation to six distinct palettes.

Make the maintenance of the street scene easier and more efficient. Where there is a requirement to replace street furniture, individual items can be replaced like-for-like rather than by 'best-match mismatch'.

To complement and strengthen the objective in the council's Vision 2011 for a clean, tidy and green environment, with a significant increase in the number of trees.

Strategy Tools / Approach

To adopt an holistic approach to the street scene.

To improve the quality of design through education and training.

To use specified palettes of material appropriate to the area.

To increase the number of street trees.

Use established Best Practice.

Indicators of Performance

There are no quantifiable targets to be addressed as part of this strategy. The purpose of this strategy is to consolidate our existing ways of working and integrate recommendations accordingly to address the street scene holistically.

Relationship to LTP2

Road Safety: through better designed and maintained streets.

Accessibility: improving accessibility and mobility into all schemes and encouraging more walking and cycling and public transport use.

Air Quality: enabling more cycling and walking and planting more trees.

Congestion: increased walking and cycling and use of public transport should lead to reduced congestion.

11 AIR QUALITY and quality of life

Our strategy for dealing with the Air Quality shared priority comprises a mix of transport related and wider proposals, to mitigate the impact of declared (and potential future) Air Quality Management Areas (AQMA's). Whilst there are 2 declared AQMA's, the Dunstable area is related to local traffic (albeit on a trunk road) and the Luton area is directly related to traffic on the M1.

The target will be for no new AQMA's to be declared during the LTP2 period. We will continue to work with the Highways Agency on potential mitigation measures to alleviate both AQMA's in the interim. This will lead to wider 'quality of life' issues, including lessening community severance, local health improvements, and a better quality of urban space.

Aims and Objectives

- 11.1 The main objective of the air quality strategy is *to minimise the impact of transport on the environment*. To achieve this objective, the primary focus is to improve air quality by alleviation of declared AQMA's.
- 11.2 Secondary, but related, objectives are improving quality of life and minimising the impact of transport on the wider environment. All these objectives will be achieved through implementation of many of the measures described in this LTP2.

Policy Background

- 11.3 The Environment Act 1995 requires local authorities to monitor local air quality and to report any existing or likely exceedances of individual pollutants as set down in the government's Air Quality Strategy. Part IV of the Act requires the councils to propose actions that they can implement. These should quantify the effects of the measures in the wider environmental context and assess how effective they are at improving air quality. Whilst Paragraph 1.20 of that part of the Act indicates that AQMA's resulting from motorway and trunk road traffic are outside the scope of the LTP, it also stresses that the LTP should report on any joint working and include any road transport remedial measures.
- 11.4 In addition to some of the environmental regulations governing key environmental aspects of the SEA process, there are other government policies that will impact on wider quality of life issues. These include the Clean Neighbourhoods and Environment Act 2005, with powers being introduced in stages between June 2005 and late 2006. The powers within the Act are designed to help local authorities to deal quickly and effectively with those who litter, fly-tip and otherwise deface and damage the local environment and assist councils to create cleaner and safer neighbourhoods.

The Air Quality Strategy

11.5 The air quality strategy is summarised in Figure 11.1, with further details on each element of the strategy described in the text below.

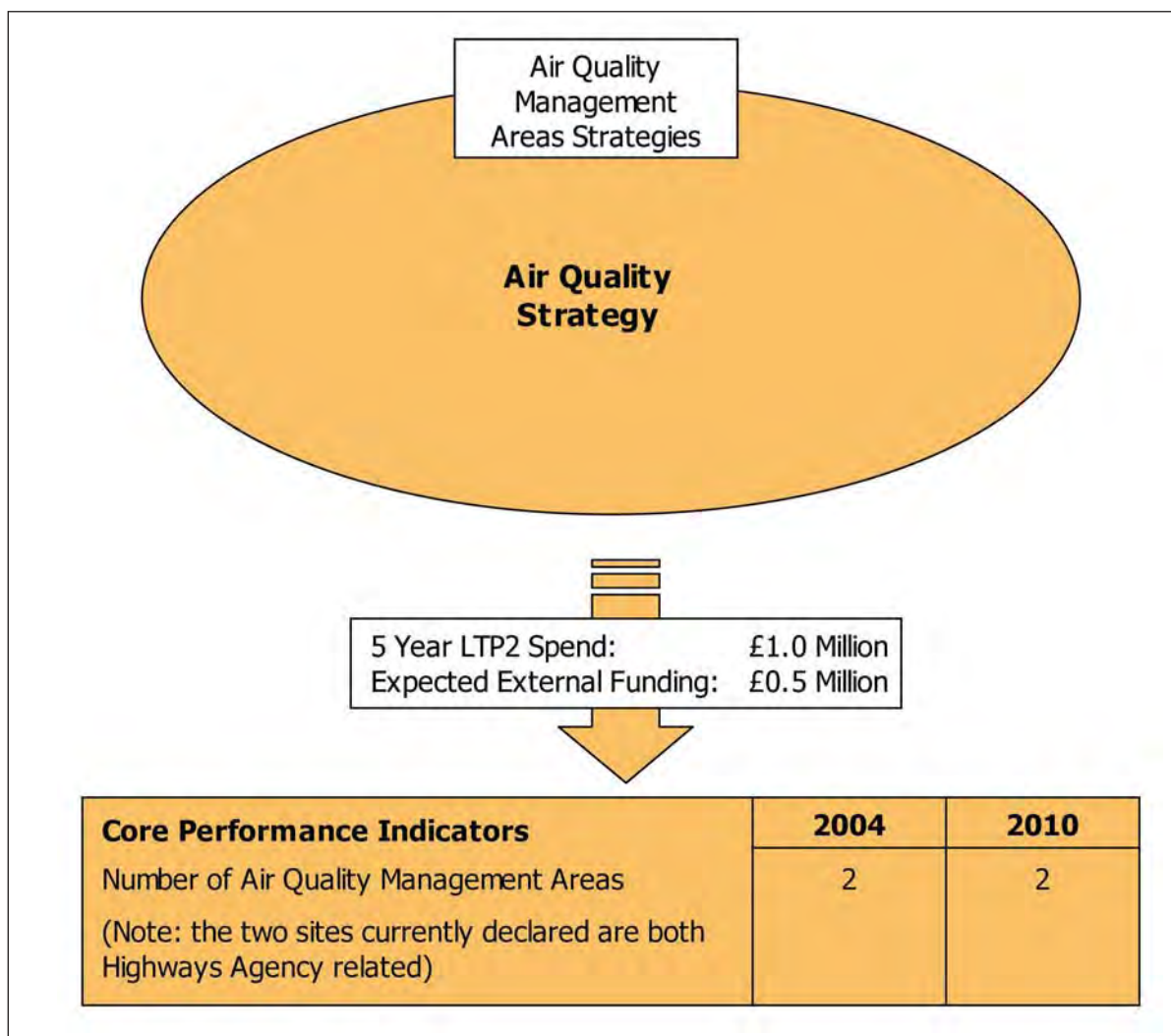


Figure 11.1 Air Quality Strategy

Air Quality

11.6 Air quality has been measured in the conurbation since the mid 1990's, with NO₂ tubes used at 33 locations to give annual average concentrations and whenever required, additional tubes are added to the network to monitor specific sites. A continuous real time air quality monitoring site near junction 11 of the M1 measures NO₂, CO, SO₂, PM₁₀ and O₃. A site has also been operating on High Street South in Dunstable since January 2000 that measures NO₂ and PM₁₀.

- 11.7 European and National regulations introduced since the 1990's have led to an almost complete removal of transport-generated lead emissions, a large reduction in SO₂ (96%) and a 35-55% reduction for the other main pollutants (NO_x, primary PM₁₀, CO, VOC) for the transport sector. These emission reductions are projected to continue in future years, specifically as a result of these air quality policies. In general NO₂, CO and SO₂ emissions from road traffic are not issues in the conurbation owing to the introduction of vehicles with lower emissions. NO₂ concentrations in particular have declined at all locations except those next to the M1 and A5.
- 11.8 Table 11.1 below summarises the 2004 baseline data for NO₂ at the two continuous monitoring stations and various diffusion tube sites within these two AQMA's.

Location	Annual Mean NO ₂ Concentration / μg/m ³
Dunstable Road east of the M1 ^b	44.0
High St South ^b	28.0
London/Mayfield Rd ^a	33.8
Argos (High St North) ^a	43.5
SBDC (High St North) ^a	36.6
West Street, Dunstable ^a	32.6
High St South/Periwinkle Lane ^a	26.3
16 Church Street, Dunstable ^a	34.9
247 Luton Road, Dunstable ^a	38.2
32 Luton Road, Dunstable ^a	45.6

Table 11.1 Baseline NO₂ information for 2004

Notes: ^a - diffusion tube; ^b - continuous analyser

Air Quality Management Areas

- 11.9 There are two declared Air Quality Management Areas in the conurbation, broadly described as follows.

M1 J11 AQMA

- 11.10 The first of these is alongside the M1 (as shown on Figure 11.2), a road over which the councils have no direct control. Luton has led discussions with the Highways Agency over potential alleviation tools, although agreement on the suitability of mitigation measures has yet to be reached. The Detailed & Further Assessment of April 2004 used air quality monitoring data from the continuous monitoring station located in the vicinity of junction 11 of the M1 and from nitrogen dioxide diffusion tubes located around the borough. The monitoring data were used to validate the modelling carried out using the LADS-URBAN model. This model is a tool for calculating atmospheric dispersion using a point-source kernel. Estimates of emissions from vehicles were calculated using the latest emission factors. The dispersion kernels for the LADS-URBAN model were derived from model runs using ADMS V3.1.

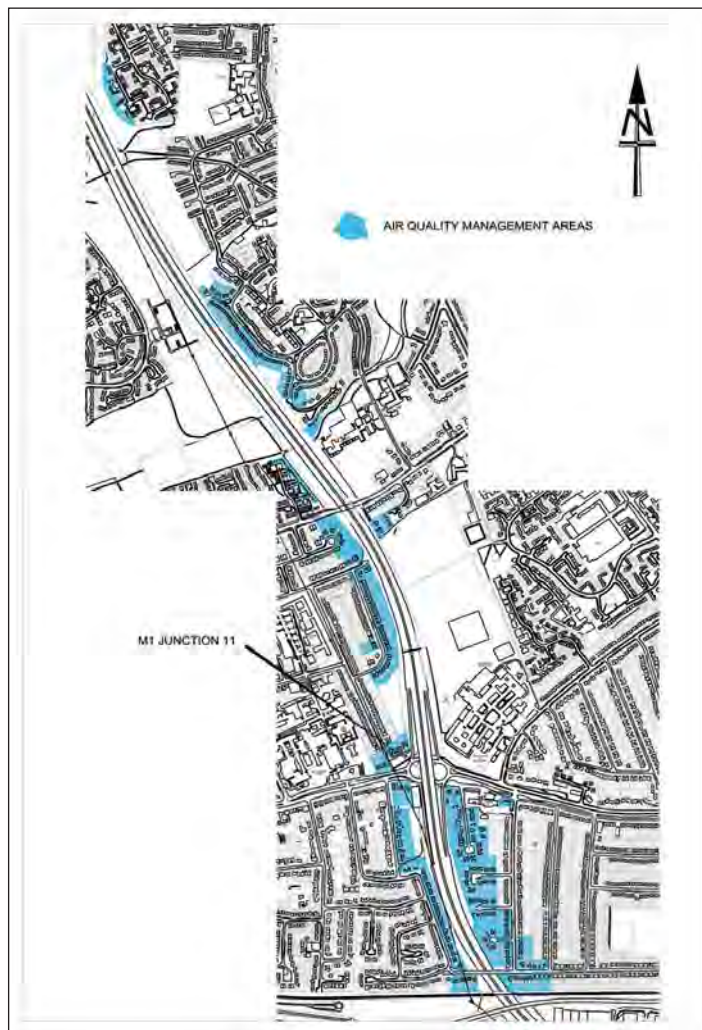


Figure 11.2 Location of M1 J11 AQMA

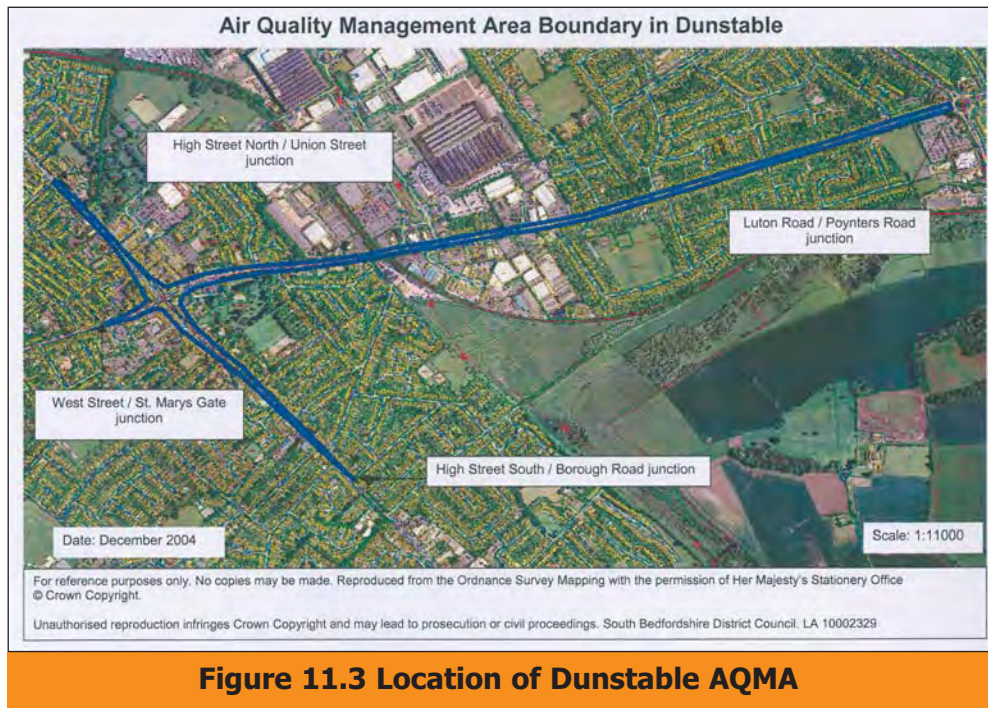


Figure 11.3 Location of Dunstable AQMA

Dunstable AQMA

- 11.11 The second AQMA is in Dunstable (as shown on Figure 11.3), covering A505 Luton Road, Church Street, West Street as far as St. Mary's Gate, and A5 High Street North and South between Union Street and Borough Road. This AQMA was declared as a direct result of degradation of air quality due to the sheer numbers of vehicles on these heavily trafficked roads, reflecting the mix of trunk road and local traffic.
- 11.12 A Detailed and Further air quality modelling assessment of this AQMA was completed in December 2005. The 2005 simulation (from the Source Apportionment Assessment) predicts that, where concentrations are greater than $40\mu\text{g}/\text{m}^3$ along the A505, the $40\mu\text{g}/\text{m}^3$ contour is confined mainly to the carriageway. Nearer the junction in the town centre, the maximum roadside concentration of $51\mu\text{g}/\text{m}^3$ is predicted to occur near the High Street North bus stop.
- 11.13 Reductions in NO_2 concentration of 22% and 5% respectively are required at receptors near the bus stops in High Street North and Church Street to reduce the ambient concentration to $40\mu\text{g}/\text{m}^3$. A simulation run to predict levels in 2010 indicates the likelihood of further reductions in the concentration of NO_2 . Roadside concentrations greater than $40\mu\text{g}/\text{m}^3$ are only predicted to occur at bus stops closest to the junction on High Street North, West Street (B489) and Church Street. The maximum concentration is predicted to occur near the High Street North bus stop, which has reduced to $48\mu\text{g}/\text{m}^3$.

- 11.14 The Source Apportionment study indicated that background levels of NO_x are generally the major contributor to ambient NO_x concentrations at the eight receptors used in the study. It was concluded that there were two major sources of NO_x, over which the council may have some control:

Cars and HGVs travelling along the roads in question (A5, A505 and B489) are a major source of NO_x. HGVs in particular are responsible for a large portion of these emissions despite their relatively small flows.

Buses idling at stops contribute large amounts of NO_x to the immediate surroundings and create small areas of high concentrations that may affect nearby buildings.

AQMA Action Plans

- 11.15 Part IV of the Environment Act 1995 requires the councils to propose actions that they can implement. These should quantify the effects of the measures in the wider environmental context and assess how effective they are at improving air quality. Progress on seeking potential solutions to the declared AQMA's is presented below.

M1 J11 AQMA Action Plan

- 11.16 The Highways Agency is the Highway Authority for the M1 and therefore there is no direct action that Luton Borough Council can take. In practice though there is little that the Highways Agency could do in the short term to address air quality issues along the M1 corridor.



M1 junction 11, which is at the centre of the Luton AQMA

Initial consultations have taken place on an Air Quality Action Plan to address the Luton M1 AQMA, with little initial response from consultees. One possible option that Luton Borough Council considered might lead to a reduction in overall vehicle emissions from M1 traffic was Mandatory Variable Speed Messaging via gantries across the M1, as is used on the western part of the M25. The effect of such a scheme was modelled and reported on in the Detailed & Further Assessment of April 2004. Modelling the option of implementing a variable speed limit system during peak hours (7-9am and 5-7pm) appeared to have a negligible effect on the local ambient concentrations of NO₂ in the area modelled. Local authorities are required to publish an Air Quality Action Plan within 18 months of declaring an AQMA and this will be produced in September 2006.

Dunstable AQMA Action Plan

- 11.17 The Dunstable AQMA was declared in January 2005, and the Act gives councils up to 12 months to produce a Stage 4 Report and between 12 -18 months to produce an Action Plan. The Action Plan will therefore be produced in June 2006. As the AQMA in Dunstable is for NO₂ arising from traffic emissions it is likely that the Action Plan will focus on methods of reducing the traffic where possible, improving traffic management, etc. One possible action being considered by South Bedfordshire District Council is relating town centre parking charges to vehicle emission bands in accordance with the government's Passenger Car Regulations 2004.

However, SBDC will require input from both the Highways Agency and Bedfordshire County Council as these are the authorities responsible for the A5 and the local road network respectively and will additionally need to consult with statutory consultees before any final decisions are made.



Junction of A5 and A505, which is at the centre of the Dunstable AQMA

Measures alleviating both declared AQMA's

- 11.18 For both AQMA's, schemes delivered during the LTP2 period will assist in mitigating the extent of the AQMA's, for example:

the ELC and the Luton and Dunstable Northern bypasses will provide alternative access to some parts of the conurbation and remove a proportion of the traffic from through routes elsewhere in the conurbation.

Translink will contribute to removing some local traffic from the town centres and the A505 Corridor.

Local accessibility focussed schemes will seek to provide a balance between single occupancy car use and other sustainable modes, thus reducing overall demand.

- 11.19 The changing vehicle composition during the LTP2 period will also impact on the extent of the AQMA's, with a newer vehicle mix, particularly on the motorway and trunk road network, likely to provide significantly cleaner vehicles, hence reducing emissions more generally. Whilst this remains outside of the control of the authorities promoting the LTP2, it will be taken into account in the evolving AQMA Action Plans. When the Action Plans for the two AQMA's have been produced, they will be incorporated into the Annual Progress Reports.

Climate Change

- 11.20 The other key area related to reduced emissions and waste where transport has a significant effect on the environment is the contribution to production of greenhouse gases (CO²). This is linked to wider Local Agenda 21 Policies to reduce CO² emissions by reducing energy wastage and introduction of energy efficiency. In addition to the introduction of more energy efficient means of propulsion including use of alternative fuel technologies and improved fleet management, the following LTP interventions will contribute to the reduction of CO²:

Increased use of sustainable modes.

School and employer travel plans.

Increase in home-working.

Better management of traffic to improve vehicle flow and minimise vehicle idling through the introduction of Urban Traffic Management and Control measures.

Travel awareness campaigns to help people understand the effects of their travel decisions on climate change.

- 11.21 The reduction of energy use through these and other measures will result in a proportional reduction in CO² emissions. Luton previously relied on employees at key outstations located away from the Town Hall to collect and deliver post and internal mail and a courier service to deliver and collect internal mail for schools. Following a feasibility study and a pilot scheme between February and July 2004 by 'Company of Cyclists' into the use of a cycle courier to

perform these tasks, they were engaged to provide an ad-hoc service during the rest of 2004. In January 2005 the council formally set up the Greenlink cycle courier service, which also includes use of an electric van, to deliver to local schools. The remit currently includes deliveries for the council's Education and Social Services (6 per day on 4 days per week), and Housing and Community Living (to 5 locations on 4 days per week). It is estimated that this service has reduced CO² emissions by 761Kg per annum to date.

Improving the Quality of the Local Environment

- 11.22 Measures to improve safety and to tackle congestion bring benefits across all policy areas and generally have a minimal impact on the environment, and a positive impact on human well being. Analysis also shows how the efficient use of the transport system is generally beneficial for the environment.
- 11.23 Improved accessibility needs to take account of the environmental impact of increased movements of people and goods and the emphasis of accessibility policies is therefore to concentrate on sustainable transport modes. Transport schemes and development that adversely affects sensitive landscape and habitats will not be permitted under planning rules unless there is no other suitable alternative and it will then be essential that appropriate compensatory measures are achieved.
- 11.24 With local transport authorities concentrating on delivering a more focussed set of outcomes through the shared priorities, the impact of transport on the environment has become increasingly integral to policy making and decision taking. Air quality and other quality of life (QOL) indicators are now given equal emphasis in devising the strategic transport framework and the environmental impact of transport policies is considered on more than an individual scheme basis.
- 11.25 One of the LTP aims is for transport policies to promote a better QOL and the LTP strategy has to incorporate these themes into actions. Table 11.2 gives some indication of how QOL issues highlighted by government guidance can be turned into actions and many of these are incorporated into our various strategies.

Air Quality and quality of life

Quality of life issue	Purpose of quality of life issue	LTP possible measures
Public spaces and better streetscapes	To provide high quality public spaces that aren't dominated by traffic	<p>Good design and maintenance of highway infrastructure, traffic management, street furniture, lighting, signage, etc</p> <p>Reduce clutter while maintaining safety</p> <p>Design and maintenance of public transport infrastructure</p> <p>Making streets more pleasant for non motorised users</p> <p>Reduced dominance of motor vehicles</p> <p>Planting</p>
Landscape and biodiversity	Protect sensitive areas from inappropriate traffic	<p>Improve landscape quality</p> <p>Protect sensitive areas</p> <p>Link transport objectives to those of community strategy and biodiversity</p> <p>Review maintenance regimes for maximum environmental benefit</p>
Community safety, personal security and crime	To encourage more people to use public transport and alternative modes	<p>Integrate transport initiatives into wider community strategies</p> <p>Facilitate liaison with transport operators, police, town centre managers, etc</p>
Healthy communities	To minimise the impact of traffic on communities and maximise opportunities to improve access by non-car modes	<p>Focus LTP policies on areas which will benefit accessibility to sites providing employment, healthcare and fresh food</p>
Sustainable and prosperous communities	To help towards neighbourhood renewal	<p>Demonstrate how transport policies would contribute to neighbourhood renewal</p> <p>Refer to Sustainable Communities to deliver better cities, towns and suburbs</p>
Noise	To relieve existing sources of noise and minimise new noise sources	<p>Assess how policies can reduce existing noise and minimise new sources of noise-review maintenance procedures</p> <p>Use quiet surfacing where appropriate</p> <p>Site public transport away from sensitive areas</p>

Quality of life issue	Purpose of quality of life issue	LTP possible measures
Climate change and greenhouse gases	To reduce CO ² emissions	LTP2 aims to take account of UK CO ² and aims of LA21 Soft measures such as travel planning, telecommuting, total energy management approach to street lighting

Table 11.2 Impact on Quality of Life

11.26 Some of these measures directly relate to improving the quality of the environment. Others such as improving community safety, creating more healthy and prosperous communities, and better streetscapes relate respectively to the safety, accessibility and asset management shared priorities, which are part of the overall LTP2 strategy.

Contributions To Shared And Local Priorities

11.27 Action taken to improve air quality and the natural/built environment has a fundamental role to play in the delivery of the Luton Dunstable Houghton Regis LTP, contributing to the attainment of the wider local objectives. These are summarised in Table 11.3.

Air Quality and quality of life

Priority Areas	Impact
Road Safety	Action taken to reduce car use will improve safety for car users, but conversely encouraging more people to use sustainable modes, in particular walking and cycling, will result in an increase in the number of more vulnerable road users.
Accessibility	Implementing innovative measures to encourage the use of environmentally-friendly vehicles, particularly where the private car is the most viable means of access such as at station car parks and where it helps to improve access to town centre facilities from surrounding rural settlements, could help reduce vehicle-related air pollution whilst maintaining accessibility.
Air Quality	Improved air quality will have a significant impact particularly in improving health and overall QOL.
Congestion	Action taken to keep traffic moving and to reduce car use by encouraging greater use of more sustainable modes will improve air quality and, if the number of vehicle kilometres travelled in the area is reduced, will also reduce CO ² emissions.
Quality of Life	Improved air quality and reduced noise from transport sources, together with other actions to reduce the dominance of vehicles particularly in residential areas, will bring about improvements in local QOL.
Health Strategy	Improved air quality will reduce the adverse health impacts associated with poor air quality. Increased use of sustainable transport, in particular walking and cycling, will also improve the health of local people. Measures such as low-noise surfacing and the introduction of noise screens will reduce exposure to high levels of noise from transport sources.
Education Strategy	Improved air quality will reduce the adverse health impacts on children and could result in improved school attendance and learning capability. The implementation of School Travel Plans to increase the number of children travelling by sustainable modes could improve the local environment around the school.

Table 11.3 Air Quality Strategy Contributions to Shared and Local Priorities

12 CONGESTION

Our Strategy for dealing with the congestion shared priority will comprise a blend of tools in the following order of priority:

1. **Implementation of Committed Major Schemes** (Translink, ELC and Luton Town Centre Transport Scheme).
2. **Encouraging viable alternative to the car** including public transport, walking and cycling.
3. **Road space management and information** including Urban Traffic Management and Control.
4. **Effective use of the land-use planning process** to ensure the impact of new developments are managed
5. **Gradual disincentives for cars in the town centres** (including parking controls and pricing).

Aims and Objectives

- 12.1 The aim of the congestion strategy is **to manage congestion and traffic growth**. In order to address this aim, the following specific objectives have been identified:

To establish reliable journey times on key route corridors.

Increase the use of public transport, walking and cycling.

Accommodate planned developments in a sustainable way.

Provide better information on transport options.

To implement major projects to help manage congestion hot spots and congestion generally.

To assist in fulfilling our duties under the Traffic Management Act 2004.

Policy Background

- 12.2 The Traffic Management Act 2004 (TMA) confers new requirements and powers on highway authorities, including the duty to "... secure the expeditious movement of traffic ..." or, in other words, to 'maintain traffic flows'. The congestion strategy will contribute to enabling the councils to discharge their commitment to achieving this objective. The councils have already designated the role of Traffic Manager and are developing a framework to meet the requirements of the Act. In particular the councils will consider the implementation of initiatives with regard to various aspects of the TMA once the government publishes guidance on these.

The Strategy

- 12.3 The congestion strategy is summarised in the following diagram, with further details on each element of the strategy described in the text over page.

Congestion

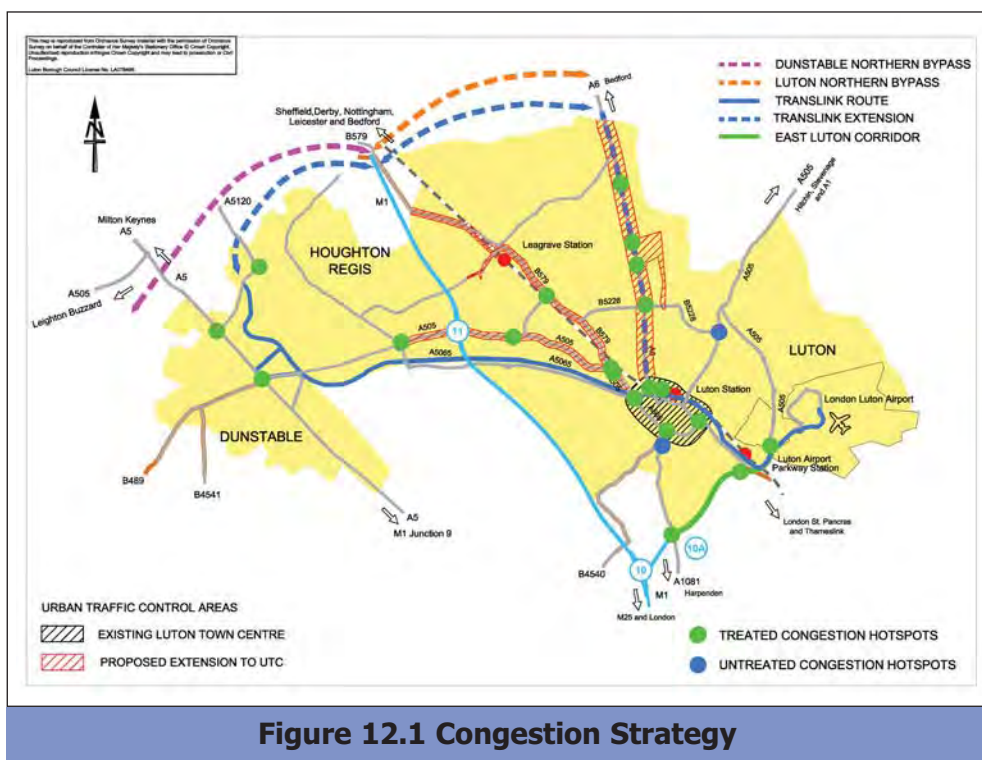


Figure 12.1 Congestion Strategy

- 12.4 Congestion occurs at various locations throughout the conurbation, particularly during the morning and evening peak periods. The road network is operating at close to its capacity during much of the day and this means that relatively small incidents can quickly result in significant delays and congestion. More serious problems such as incidents on the M1 motorway can bring many local roads to a standstill because of diverted motorway traffic.
- 12.5 Congestion has been raised as a problem by residents, businesses and elected Members both during the consultation process for the LTP2 and through other avenues such as our Local Ward Forums. Congestion is clearly frustrating for everyone; residents going about their daily tasks, people travelling to work, bus passengers stuck in the traffic queues and for business logistics. However, congestion has a much wider impact than these direct effects. Congestion is detrimental to:
- the economic growth of the area;
 - air quality and the environment;
 - health;
 - accessibility; and
 - general quality of life for everyone in the area.
- 12.6 It can therefore be seen that managing congestion needs to be one of the keystones of this LTP.



Congestion

- 12.7 It is not a mandatory requirement for the congestion shared priority to be developed for the conurbation because the population of the area is currently below 250,000. However, based on an expected annual increase of 1,300 dwellings in the Luton / Dunstable / Houghton Regis and Leighton Linlade Growth Area, and assuming the average occupancy remains at the current level of 2.6 persons per household, it is predicted that the population of the conurbation could reach the 250,000 threshold by 2010-11. We therefore consider that the LTP2 should set the framework to enable a congestion strategy to be fully developed for the next LTP period. In the meantime there is a desire across the conurbation to manage congestion and stop it becoming a larger problem.
- 12.8 In order to manage congestion there is a need to quantify the extent of the problem. This process of identification has begun by producing a congestion map that includes:
- congestion hotspots (locations where the most acute congestion regularly occurs)
 - principal and non principal roads
 - traffic sensitive streets
 - main bus routes

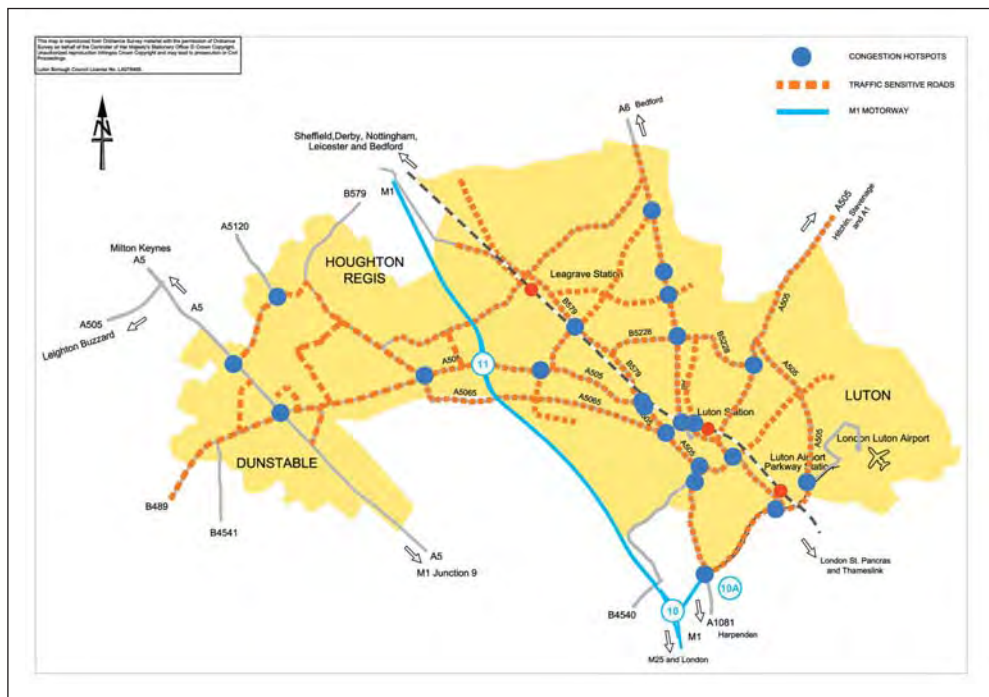


Figure 12.2 Congestion Hotspots

- 12.9 Congestion arises principally as a result of either the inability of junctions to cope with the traffic flows through them, particularly at peak periods, or restrictions in the road network caused by planned events such as road works or unplanned events such as accidents or



Congestion

breakdowns, inconsiderate parking, etc. Our annual inner, outer and cordon traffic counts, which have been routinely monitored during the LTP1 period, provide a good indication of overall traffic levels. This traffic data, and journey time information collected for the validation of the Luton Northern bypass model, together with anecdotal evidence, have been combined to identify the key congestion locations. This process will be further enhanced during 2006 through the capture of external GPS data currently being collected.

- 12.10 This journey time data will enable us to more closely target and monitor the severity of congestion across the conurbation, to set measurable targets and to set more focussed priorities. This data will also help us to define congestion more clearly, and in particular to understand the performance of the network in terms of journey time differences between peak and off peak operation.
- 12.11 Congestion targets have been set for Luton in this LTP2. These are to limit traffic growth to 19% by 2011 at the outer and shadow cordon and to 11% at the inner cordon compared to 2000 levels. These targets are the same as those set out in the Road Traffic Reduction Report. These are extremely challenging targets given the growth that is expected within and around the conurbation over the next five years. They will be supported in 2008 with an additional local indicator which will monitor the difference between peak and inter-peak periods on the strategic road network (defined in accordance with the principles of the Traffic Management Act).
- 12.12 The councils have been working in partnership with other authorities to address congestion across the region and to set out priorities for funding as part of the Regional Spatial Strategy. The councils are also working with the Highways Agency in respect of their plans to widen the M1 through the conurbation and regarding major developments in the conurbation.
- 12.13 Figure 12.2 identifies the key junctions and routes where congestion is a problem. A review of these routes and junctions will be carried out during the LTP2 period. Whilst carrying out such a review is recognised as being a worthwhile exercise, it should be noted that on a network constrained by the built environment, the opportunities to make significant physical improvements this method are limited. It should also be noted that improving one junction or link may simply move the problem to another location and therefore give little or no improvement in overall journey times.

A Five Stage Approach To Managing Congestion

- 12.14 The technical analysis supporting the LTP2, combined with the public response to the Provisional LTP2, has led us to develop a five stage approach to managing congestion. These stages are broadly described in Table 12.1.



Congestion

Approach	Timescales
1. Implementation of committed major schemes (Translink, ELC and Luton Town Centre Transport Scheme).	2006 - 2011
2. Encouraging viable alternatives to the car including public transport, walking and cycling.	2006 - 2011
3. Road space management and information including Urban Traffic Management and Control.	2006 - 2011
4. Effective use of the land-use planning process to ensure the impact of new developments are managed	2006 - 2011
5. Gradual disincentives for cars in the town centres (including parking controls and pricing).	Beyond 2011

Table 12.1 Stages in Managing Congestion

12.15 Further details of each of these stages are presented below.

Implementation Of Committed Major Schemes

12.16 The main way in which we intend to address congestion over the next five years will be with the introduction of our Major Schemes. Four Major Schemes are scheduled to be introduced during this LTP period, all of which will help in managing congestion.

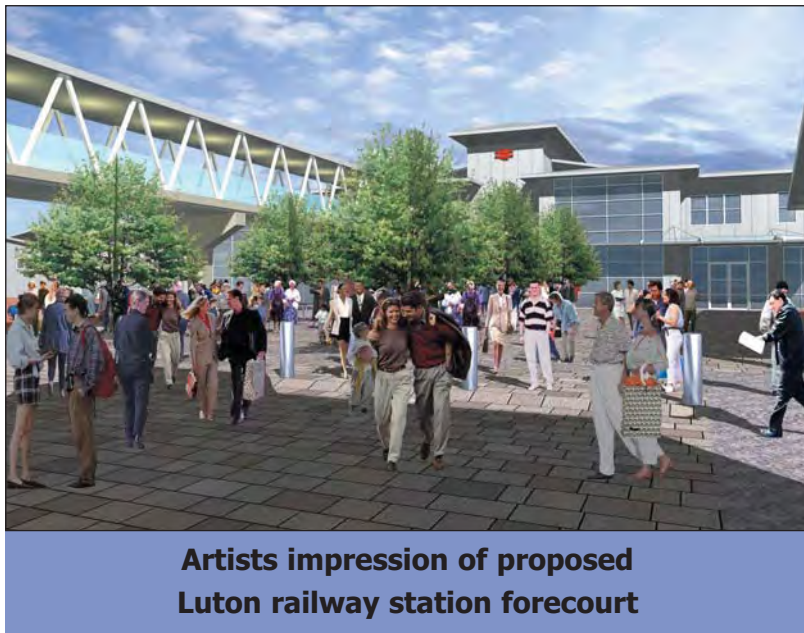
12.17 Translink will provide a fast reliable route for buses between Dunstable and Luton and on towards London Luton Airport. This scheme should result in a significant increase in bus patronage and a corresponding reduction in congestion on the road network. This should help tackle several of the identified congestion 'hotspots'. We also plan to investigate extensions to Translink, though implementation of any extension will be after this LTP2 period. Further congestion 'hotspots' would be addressed by these potential extensions.

12.18 The ELC scheme will provide much improved access to London Luton Airport from the M1 motorway for both general traffic and for buses with extensive new bus lanes. Improved access for cyclists is also being provided. The ELC scheme will again deal with several of the identified congestion 'hotspots'.

Congestion



- 12.19 The last two Major Schemes programmed to be implemented during this LTP2 period are the Luton Town Centre Transport Scheme and the Midland Road Car Park scheme. Together these schemes should deliver the completion of the inner ring road, the provision of new integrated bus facilities and allow development opportunities that will fund the refurbishment of Luton rail station and its links with the town centre. These major improvements will tackle further congestion 'hotspots'.



**Artists impression of proposed
Luton railway station forecourt**

Encouraging Alternatives To The Private Car

- 12.20 Fundamental to reducing congestion at peak times is investment in more sustainable modes of travel, examining innovative approaches to managing travel demand and encouraging more people to walk, cycle or use public transport for their journeys. In this respect the congestion strategy is closely linked to the Accessibility Strategy which sets out measures to promote alternatives to the private car. In addition, the planned introduction of Urban Traffic Management and Control will improve traffic management, information and travel choices.

Public Transport

- 12.21 Public transport will be crucial in tackling congestion in the conurbation. Local bus patronage has declined over recent years and it will be important to reverse this decline if congestion is to be tackled. Over the first LTP period in excess of £8 million has been spent on developing Translink, ELC and Luton Town Centre Transport Scheme, which includes the inner ring road Phase 2 and new bus facilities. As already mentioned, all of these schemes have significant bus priority measures and, with our partners, should help achieve a step change in the quality of bus services in Luton.



Congestion

12.22 Each year specific LTP funding has been and will be set aside to introduce bus priority measures as public transport has been afforded the top priority in the hierarchy of modes of travel in the LTP. Over the next five years it is anticipated that the amount spent on this work area will increase while the overall Integrated Transport budget for Luton falls. A draft programme of work has been prepared for the next five years and this includes measures to improve bus stops along specific bus corridors (better road marking, signing, information, shelters, seats, litter bins, accessibility etc).



Newly installed bus shelter on Dunstable Road

Other measures include improved lighting to reduce actual and perceived problems of travelling at night.

12.23 The initial corridor that has been assessed is Leagrave Road/Marsh Road that is served by bus routes 5, 15, 20, 23 and 27. Measures have been designed at twenty-seven bus stops along this route. Bus stop clearways and improved street lighting have initially been provided and other improvements including new shelters, bus boarders, seating etc will be carried out over the next two years. Further routes will be tackled over the period of this LTP2.

12.24 Significant improvements to rail and bus stations and interchanges are planned during the next five years and these will help improve the image of public transport as well as increasing bus patronage. Other initiatives such as through ticketing are being introduced which will further enhance integration between modes and encourage further public transport use. Further LTP funding has been earmarked for Real Time Passenger Information to be rolled out throughout Luton. While Bedfordshire has started to roll out RTPI in the County, it will be important to ensure compatibility across the conurbation and therefore both councils are working closely together on this initiative. As part of UTMC significant benefits to buses will be

Congestion

investigated, such as bus priority at traffic signals. We have one Quality Bus Partnership in the conurbation and hope to develop further ones over the next five years together with Bus Punctuality Improvement Partnerships.

- 12.25 As buses are efficient users of road space, giving them priority allows them to escape some of the delays caused by other vehicles. In addition to bus lanes introduced to ease the circulation of buses around the town centre, there are three eastbound sections of bus lane on Dunstable Road.

One major bus priority scheme that will be investigated in partnership with the Highways Agency is at M1 junction 11 where full signalling and a possible bus lane are being considered. This scheme would also help reduce accidents, provide better facilities for pedestrians and cyclists and also improve general traffic flow. Other potential bus priority measures will be considered.

- 12.26 The vehicles permitted in bus lanes vary from lane to lane. Cyclists are allowed to use nearly all bus lanes and this will continue. The numbers of Hackney carriages are regulated by the councils and are allowed to use bus lanes (unless there are safety reasons not to) because they are wheelchair accessible and perform an important social inclusion function. The numbers of Private Hire Vehicles (PHVs) is unregulated and, because they need to be pre-booked and most are not wheelchair accessible, the current position of the councils is that PHVs are not permitted to use bus lanes. The use of bus lanes by motorcycles was raised by the Bedfordshire and Luton Motorcycle Forum when the Motorcycle Strategy was first discussed. Several highway authorities have decided to allow motorcycles to use bus lanes and experience so far suggests that there are no apparent safety disbenefits. The government's Motorcycle Strategy indicates the DfT will review its current policy of not allowing motorcycles in bus lanes in the light of the results of recent research carried out on their behalf.



Latest generation Arriva bus in the Dunstable Road bus lane



Public Transport Information, Promotion and Marketing

- 12.27 Public transport information, promotion and marketing are core components of our LTP2 strategy and will be essential if the downward trend in bus patronage is to be reversed. Publicity and promotion differs from information in that it aims to draw people's attention to the benefits of public transport. It can publicise new or improved services, or alert people to the environmental and congestion-reducing advantages. Information is more detailed and will generally come into play once a person is more or less inclined to use the service. In terms of publicity and promotion, the councils engage in initiatives like Travelwise and campaigns like In Town Without My Car. We also use programmes such as school and workplace travel plans to promote safer, healthier and greener forms of travel. This work will continue through the LTP2 period. Our work on bus information is extensive and is set out in our Bus Information Strategies. Our partnership working with the bus operators will be crucial to get maximum benefit.

Travel Plans

- 12.28 Workplace and School Travel Plans will help cut congestion in the conurbation. Workplace Travel Plans will be encouraged by the councils through publicity and promotion work. Assistance will be given where possible to companies intending to introduce such initiatives. More schools in the conurbation will be encouraged to introduce School Travel Plans and Luton has adopted a School Travel Plan Strategy to help develop this work. Both Workplace and School Travel Plans will be required to be developed as part of the planning process for new developments.
- 12.29 It is acknowledged that the councils must lead by example. Luton has started to introduce workplace travel measures and initiatives which will lead to a reduction in travel by car. A key component of this work is the scheme with Thameslink that gives employees a 50% discount for rail season tickets. The council then offers employees a loan to pay this monthly. Car parking provision will be substantially reduced as part of the proposals to demolish the Bute Street multi-storey car which is part of the town centre redevelopment.
- 12.30 Other measures introduced include covered cycle parking and new shower and changing facilities at the Town Hall and the provision of pool bikes and pool cars to enable work-related journeys to be made without having to bring private vehicles to the Town Hall. This work will be rolled out at other council offices during the course of the LTP2.

Walking

- 12.31 Many journeys presently carried out by car are short enough to be made on foot. Much progress was made toward achieving this modal shift during the first LTP and this will be



Congestion

continued through LTP2. High quality maintenance of existing footways and footpaths are essential if we are to encourage more walking. Our data led approach for this work will ensure that we treat the worst condition / most used footways first and get maximum value for money. New footways will be provided where the need has been identified. We will ensure that all the formal pedestrian crossings in the area meet accessibility standards and new crossings will be provided where desire lines are established. Our Area Studies works and improved street lighting will help address both actual and perceived safety issues. Greater use of CCTV, particularly in town centre locations, will also help address safety and crime and disorder issues. Our adopted Walking Strategy sets out further details on how we intend to encourage more walking and as a result help manage congestion. Our Co-ordinated Street Scene Guide and Signing Strategy will also contribute to this work.

Cycling

- 12.32 Congestion can also be reduced by increasing the number of cycle trips. Cycling has tended to fall over the first LTP period. The low investment in cycle facilities early in this period is likely to have contributed to this trend. However, as explained in Chapter 3, substantial investment in new cycle routes in the last few years of the LTP1 period has allowed the NCN6 to be substantially completed through the conurbation.
- 12.33 With the NCN6 in place as a core cycle route spine it is envisaged that cycling in the conurbation will now start to rise and thereby help manage congestion. The emphasis of development of the cycle network during the LTP2 period will be to develop links between the NCN6 and nearby local areas, with priority given to routes to work, school and shopping, and for leisure purposes

Motorbikes (including mopeds and scooters)

- 12.34 Motorcycling can provide an important alternative to the private car for trips where public transport is limited and walking or cycling are impractical and it can help address congestion. Motorcycling can be relatively cheap and prove quicker in congested traffic conditions. Motorcycling also compares favourably with other classes of vehicles on most environmental parameters. The Bedfordshire and Luton Motorcycle Strategy sets out a number of key aims and objectives including:

To encourage greater use of motorcycles, though not at the expense of more sustainable modes of transport

To improve access and facilities for motorcycle users

To encourage greater integration of motorcycling within transportation and land-use policy and planning



Congestion

Taxis and Private Hire Vehicles

- 12.35 Taxis and Private Hire Vehicles play an important role in our transport strategy both in terms of accessibility and, with good integration with other modes of transport, in tackling congestion. The councils bus strategy includes policies on the provision of taxi ranks at key public transport interchanges and in the town centres.

Traffic Calming

- 12.36 One of the problems with congestion is that it can lead to rat-running traffic in residential areas, causing actual and perceived problems for residents. Our overall strategy is to civilise the traffic in residential areas rather than displace it, though some of the measures should induce a proportion of the rat running traffic to revert back to using the main road network. The work on Dunstable Road in Bury Park completed in autumn 2005 has helped keep the traffic moving slowly but surely, thereby maintaining traffic capacity and journey times but reducing the stop-start flow that previously occurred. We will endeavour to carry out similar types of schemes during the next five years.

Park and ride

- 12.37 Park and ride can have significant benefits and could play an important role in managing congestion in the conurbation. Through the LTP2 period we will be carefully examining opportunities for potential sites. In particular, it is felt that sites around M1 junction 10a and to the northern edge of the conurbation could provide viable park and ride locations in the medium to longer term. Good bus priority measures on routes into the main town centres would be essential for these sites to be viable, and Translink and ELC can help to provide the required fast routes into Luton town centre. It is likely that such sites will be developed with partners such as London Luton Airport. We have also already taken positive action in terms of park and ride by securing land for a 900 space park and ride facility at the Butterfield Park site on the A505 Hitchin Road at the Luton/Hertfordshire boundary. The site is currently under construction.

Public Rights of Way

- 12.38 Good quality, accessible public RoW are important to encourage more walking and cycling and to reduce the reliance on the car. The public RoW in the conurbation are already of a high standard and these will be maintained as such in the future. The ROWIPs are presently being produced by the authorities and these will identify our further work in this area.

Road Space Management And Information

- 12.39 It is important to make the most of the existing network in order to maximise capacity (including that for pedestrians and cyclists) and therefore help manage congestion. There are many ways in which we manage the network and we intend to develop these over the course of the LTP2.

- 12.40 We are currently modernising our traffic signal stock and will review the operation of our signals as an integral part of this work. The traffic signals in Luton town centre and on Dunstable Road through Bury Park were replaced as part of transport improvements completed in 2005. The traffic signals and pedestrian controlled crossings in Luton town centre are under Urban Traffic Control (UTC) to minimise the overall traffic delay, especially during peak periods. Other isolated signalised junctions will be modified to ensure that they operate efficiently, even though they are not linked under UTC. Current UTC systems also have the capability to operate and control many other highway systems for instance bus priorities and variable message signs (VMS) for car park systems. The UTC system also provides a useful method of monitoring the maintenance and operation of traffic signal equipment. The timing of signals at each junction under UTC automatically adjust to actual traffic conditions, a system known as SCOOT. Detectors used in the Signal Systems also provide useful data about actual levels of congestion, which can be used to complement our review of traffic flows at key high profile junctions.
- 12.41 The introduction of bus priority measures, together with RTPI throughout the conurbation will help buses and bus passengers and this will be integrated with our UTC system. The upgrading of UTC systems to incorporate a wider range of network management tools including integration with other transport management information systems is referred to as Urban Traffic Management and Control (UTMC). Our programme of work in this area is discussed in more detail in the section below on UTC and UTMC.
- 12.42 Signing for both general traffic and for freight, will play a crucial role in our management of the network and our Signing and Freight Strategies will be important tools in progressing this work. Summaries of both of these strategies are included at the end of this chapter.

UTC and UTMC

- 12.43 Luton Borough has during 2004/05 reintroduced UTC and SCOOT control to the central town area. Luton intend during this financial year and the life of the next LTP document, to draw on the experience accrued from the past and develop an ITS strategy into the future. The intention is to integrate as many of the diverse systems as possible into a common database based on the UTMC strategy. The programme will draw on the experiences of other authorities such as York and Warrington, where they apply to the Borough, for the benefit of all the local and regional highway users. Many of the proposals are intended to provide a framework for achieving best value through increased competition. Table 12.2 presents a summary of the proposed UTC/UTMC programme for 2006/2011.



Congestion

	Item	Comment	Year
1	Introduce UTC SCOOT regions along the radial access routes of Dunstable Road and New Bedford Road	Expansion in the use and benefits of the UTC system. A congestion management strategy, improving 'shared use' and air quality measures.	2006/ 2007
2	Upgrade the UTC system communications system	Upgrade to permit greater use of alternative methods of communication with on street equipment. A best value measure.	2006/ 2007
3	The upgrade of the UTC SCOOT system to version 5 of SCOOT	Upgrade to make full use of the modification to the UTC communication system and the removal of reliance on second by second UTC control. A best value measure. The provision of bus priority to benefit public transport.	2006/ 2008
4	Provision of bus priority at signal junctions	The system is to operate in conjunction with Real Time Passenger Information system to provide benefits to late running bus services A measure to increase the use of passenger transport system by increased reliability and dissemination of information to all parties.	2006/ 2009
5	Provision and expansion of Real Time Passenger Information	The system to be employed will be in conjunction with bus operator's support. A system that will operate in partnership across jurisdictional boundaries. Provide greater information to the public via on street signs, web sites and SMS messaging. A value for money measure to promote public transport and encourage diversity of transport usage.	2006/ 2009

Congestion



Item	Comment	Year
6	<p>Introduction of Urban Traffic Management and Control Strategies</p> <p>Through the introduction of a common database the provision of information to all transportation users to enable better and better-informed decision making. Greater opportunity to develop alternative and wider ranging congestion strategies.</p> <p>The systems to be included within the orbit of the UTMC system are the UTC system and associated programmes such as ASTRID, SCOOT, Air quality measurement, car park signing, variable message signing, traffic count database, area mapping and micro simulation of the authority's highways.</p> <p>Development of new and better informed strategies. Dissemination of information. Support for the Traffic Manager role</p>	2007/2010
7	<p>Direct link up of the UTC system and a town wide micro simulation model VISSIM, PARAMICS</p> <p>The direct link up between the model and the UTC system will assist the Traffic Manager and the Highway Authority to trial various schemes and design options to determine the impacts of a scheme on traffic congestion and the environment. It will assist with determining the effects of major maintenance works by the authority and other public service providers and trial options that could reduce traffic congestion.</p> <p>Traffic Manager role. Best value, balanced sharing of highway use</p>	2008/2011

Table 12.2 Summary of the proposed UTC/UTMC programme for 2006/2011

Parking Management

- 12.44 On and off street parking management will play an important role in our efforts to tackle congestion. By limiting the trip end parking opportunities and with appropriately determined car parking charges we will be able to discourage the use of the private car. This will need to be carefully introduced to ensure the vitality and viability of the town centres is not harmed. Our Parking Strategy sets out more details of how we will use this important congestion management tool, and a summary of the parking strategy is included at the end of this chapter. Following decriminalisation of parking in Luton, controlled parking zones have been introduced and expanded to manage parking activities in the town centre, around stations and other traffic attractors.



Example of on-street parking management using parking meter in Pay & Display zone

Effective Use Of The Land Use Planning Process

- 12.45 Land use and transport need to be linked in order to facilitate sustainable transport. This is especially important in the conurbation due to the growth that is planned. Part of the planning process and an intrinsic part of this LTP will be to:

- Reduce the need to travel, particularly by private car
- Increase accessibility by public transport, cycling and walking
- Encourage more use of sustainable transport for people and goods

- 12.46 These objectives complement national, regional and local planning guidance and policies.

Gradual Disincentives For Cars In The Town Centres

- 12.47 In the longer term (beyond the lifetime of LTP2), we recognise the potential role for demand management measures (for example road pricing and / or red routes) that seek to discourage car use in the urban areas. However, the current levels of congestion in the conurbation are not considered sufficient to warrant investment in this approach in the short term and the congestion strategy commits to the delivery of viable alternatives before measures for disincentives to car use will be considered.

Congestion



Traffic Management Act

- 12.48 Luton and Bedfordshire are already responsible for co-ordinating streetworks for highway improvements and public utilities and under the TMA powers we will be able to introduce permit systems for streetworks backed up by enforcement powers. The councils will consider the implementation of initiatives such as enforcing contravention of traffic regulations and implementation of a permit based system to allow greater control and co-ordination of streetworks undertaken by utility companies and developers once the Government publishes guidance on the various parts of the Act.
- 12.49 Other unplanned incidents that often result in congestion include accidents and vehicle breakdowns, or other obstructions including those caused by adverse weather (snow or flooding). Such incidents need to be dealt with as soon as possible to restore normal traffic conditions and the CCTV control staff and civil enforcement officers report incidents directly to the police and other emergency services to minimise response times.
- 12.50 The network defined for the purposes of the Traffic Management Act is shown on Figure 12.3.

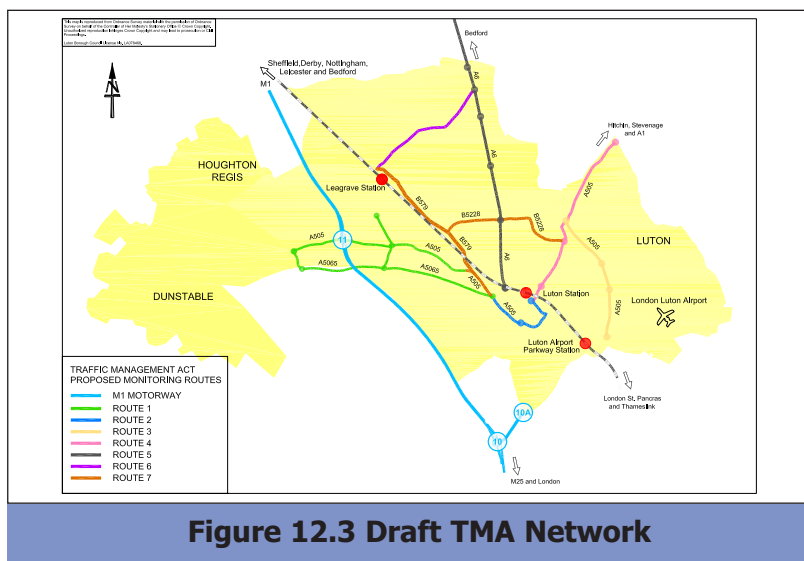


Figure 12.3 Draft TMA Network

Contributions To Shared And Local Priorities

- 12.51 A strategy to tackle congestion has a key role to play in the delivery of the second LTP for Luton, Dunstable and Houghton Regis, contributing to the attainment of the wider local objectives. These are summarised in Table 12.3.



Congestion

Priority Areas	Impact
Road Safety	Whilst congestion generally reduces overall vehicle speeds, it poses other road safety problems such as dangerous and erratic driving behaviour outside of congested areas to compensate for lost time. Hence the managed approach to congestion will have a positive impact on road safety and this will be closely monitored through the LTP2 period to ensure that any related increase in average vehicle speeds is not to the detriment of the safety of road users.
Accessibility	Managing and reducing congestion has a key role in enhancing accessibility. Whilst bus priority offers journey time advantages for bus users, there are areas of the network where buses will continue to be affected by car based congestion, so alleviating these problems will enable targets for bus reliability and journey times to be met.
Air Quality	Congestion has a direct impact on local pollution hotspots and particularly in sensitive areas and times of day (for example outside school gates). Alleviating congestion, combined with accessibility measures (such as the 'safer routes to school' programme) will have a positive impact on air quality.
Quality of Life	Whilst local congestion may not result in a declared AQMA, congestion has a significant impact on the quality of life of residents and the vitality of local economies, hence the congestion strategy is particularly important.
Health Strategy	The impact between congestion and health is significant, primarily in response to emissions exposure both outside and inside idling vehicles. Hence, reducing congestion will have positive health benefits, combined with a greater propensity for walking and cycling both to avoid congestion and as a result of freer flowing, safer roads.
Education Strategy	Congestion and inappropriate parking/unnecessary car trips around schools has a negative impact on safety and more essential local vehicle movements.

Table 12.3 Congestion Strategy Contributions to Shared and Local Priorities



Congestion

Freight Strategy

Aim

To assist the movement of freight through and within Luton, to reduce the impact of freight activities on the community, and to protect the environment.

Objectives

To work with stakeholders to develop a better understanding of freight transfer and distribution issues and potential solutions.

To assist the movement of freight into, through and around Luton, including working with stakeholders to find solutions that are most suited to the needs of Luton.

To support the economy of Luton by assisting the movement of freight and by supporting freight as a business sector in Luton.

To reduce the impact of freight on the roads of Luton, particularly with regard to congestion.

To reduce the impact of freight on people's lives and the environment, particularly road safety, air quality and noise.

To develop an integrated freight regime in Luton that includes road, rail, and air modes.

To reduce the impact of freight travelling to and from Luton.

Strategy Tools/Approach

The above objectives will be achieved through the development of a Freight Quality Partnership

- establish Strategic Lorry Routes and local signing to destinations such as key employment sites and shops;
- explore facilitation of modal interchange;
- explore sustainable alternatives;
- explore the development of facilities for freight

Targets

There are no specific targets in the current strategy. Following the establishment of a Freight Quality Partnership, which is key to the strategy development, it may become desirable to develop further indicators.



Congestion

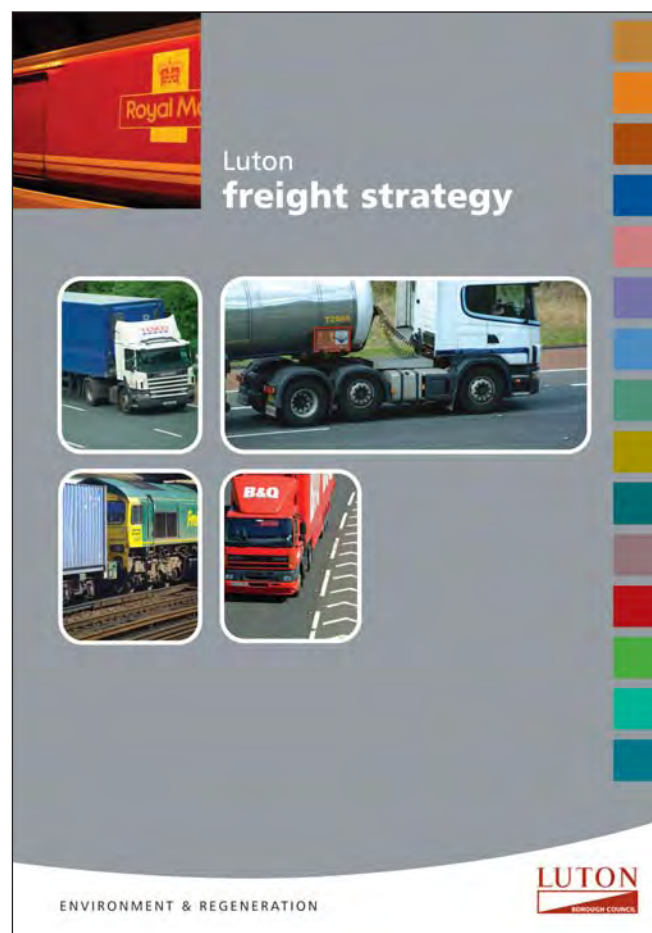
Relationship to LTP2

Road Safety - removing goods vehicles from unsuitable streets and using awareness campaigns on streets that are included in the Strategic Lorry Routes;

Accessibility - establishing and signing Strategic Lorry Routes, so reducing the impact of freight movements on other routes;

Air Quality - reducing use of residential streets for unnecessary freight movements;

Congestion - signing Strategic Lorry Routes and raising awareness of their existence to indicate to other road users that they should find appropriate alternative routes where possible.





Congestion

Parking Strategy

Aim

To manage the supply and cost of parking to encourage the use of alternatives to the car, thereby helping to reduce congestion, noise and air pollution.

Objectives

manage parking provision to encourage and facilitate walking, cycling and public transport and minimise reliance on, and discourage unnecessary use of private cars; manage parking provision to enable journeys to be made by car when travel by alternative modes is not feasible;

enforce parking regulations in order to achieve wider transportation objectives: and ensure that policies are fully incorporated into the decision-making processes associated with highways proposals and planning applications, and in all complementary strategies.

Strategy Tools/Approach

price public off-street car parks peripheral to the town centre and park and ride sites to facilitate long stay commuter car parking, and central car parks to cater mainly for demand by short stay users.

New parking provision is only allowed where it replaces or improves the quality of existing car parks.

Well-enforced short-stay parking provided at district shopping centres

Controlled Parking Zones introduced where required, with the object of managing the available space in favour of local residents, local businesses and their customers and visitors.

On-street parking bays for disabled people provided in the town centre and adjacent to day centres, hospitals and similar institutions.

Maximum car parking standards for new development have been included in the Luton Local Plan, consistent with PPG13 and emerging regional guidance.

Targets

Reduction in town centre long stay car parking to be progressively achieved year-on-year;

All long-stay town centre car parking to be located off-street;

Set maximum car parking standards for new development, consistent with government guidance;

Increase the number and quality of accessible car parking spaces for disabled people both on- and off-street as and where appropriate;

Double the real cost of public on- and off-street car parking in town centres by 2011;

Increase compliance rates with on-street car parking regulations year-on-year; and

Increase the number and quality of motorcycle parking spaces both on- and off-street as and where appropriate.



Congestion

Relationship to LTP2

Safety - The strategy includes maintaining and enhancing personal safety and security at all public car parks.

Accessibility - Short-stay parking provided at destinations where use of the car is often the most appropriate means of transport, for example to meet the needs of those with mobility difficulties.

Air Quality - Managing the cost and availability of parking encourages the use of more sustainable modes of transport than the private car, contributing to improvements in air quality.

Congestion - Managing the cost and availability of parking encourages the use of more sustainable modes of transport than the private car, contributing to reducing congestion.



Congestion



Signing

Aim

To reduce street clutter and contribute toward improving the overall street scene while providing appropriate and clear signing to facilitate expeditious movement for all highway users in and around the Borough.

Objectives

To clarify the criteria used to establish when and where it is appropriate to use signs with particular reference to the provision of providing clear and concise directional information to drivers, cyclists and pedestrians

To reduce street clutter by the removal and consolidation of existing signs.

To name key junctions to aid motorists

To ensure roads have sufficient street name plates

Strategy Tools / Approach

A signing audit will be carried out as part of all new schemes

Superfluous signing will be removed as part of our programmed maintenance work

Private directional signs will not be replaced unless the agreed criteria for these signs are met.

Replacement street name plates will be incorporated as part of Area Studies Programme works.

Advance Direction Signs at major roundabouts and other major junctions to include local names.

Targets

At this stage no specific targets have been set for the wholesale replacement of the conurbation's signs.

Relationship to LTP2

Road safety - reducing sign clutter and providing clearer directional signing reduces the number of accidents

Accessibility - reduced signing and posts aids accessibility

Air quality - clearer signing reduces wasted mileage

Congestion - improved signing assists traffic flow

13 ASSET MANAGEMENT - LUTON ONLY

The Transport Asset Management Plan will be used to quantify the number and value of transport assets, the condition of those assets and the level of funding required to maintain them at the required standards. Long-term programmes of planned maintenance will be developed providing clear understanding of the levels of funding required.

The effective maintenance of all transport infrastructure is a key element of the plan. Well maintained transport assets including roads, footpaths and cycle routes are essential to the delivery of better outcomes. They encourage walking, cycling and improve road safety. They promote quality and comfort of bus services, reduce traffic noise and make a vital contribution to the quality of the environment.

Aims And Objectives Of Highway Infrastructure Management

- 13.1 The underlying purpose of highway infrastructure management is *to ensure fitness for purpose and extend the life of the highway and its related structures*, but it also has a role to play in enhancing the quality of the environment for users and residents.
- 13.2 The appearance of a street is a key concern to its residents. A well-designed and maintained street has a direct positive effect on its appearance and on economic activity, with consequent effects on the views of others about the desirability of being there and on feelings of safety and security. Our highway maintenance systems are designed to make a positive contribution towards people's aspirations for a better place to live and to add to the economic well-being of the town. They do this by operating within an holistic approach to the street scene, working in partnership with our contractors, the residents, and other service providers. We also agree our annual programme of work with other parts of the council to ensure that all opportunities for joint working are taken, with the aims of achieving best value for money and minimising disruption.
- 13.3 There are three key determinants that direct where and what maintenance is carried out:
 - The actual condition of the highway;
 - The standards that should be achieved; and
 - Local prioritisation.
- 13.4 Cost-effective maintenance requires factual information about the highway assets and its current condition. The council has made a significant investment over recent years in a software package, Symology Insight, which is used to manage UKPMS, highways inspection, works ordering, NRSWA and finance. In addition we are presently migrating management of the street lighting infrastructure into the Insight system.

- 13.5 People frequently express their concerns about their street and our Call Centre captures the comments directed at the council. These comments provide an important source of information about maintenance requirements, but the system relies on individuals taking the initiative to contact the council. To supplement this we have established ward forums and Area Committees with a special role to focus on the particular needs of defined areas. These Committees provide a regular consultative forum to collect information that helps us to determine local highway maintenance priorities. Bedfordshire achieves the same result through a variety of mechanisms, including liaison with parish councils and local forums a (for further details see Bedfordshire's LTP2).
- 13.6 The government requires highway authorities to have a full and accurate record of their assets, their asset costs and their condition. As a result of our investment in the Highway Maintenance Management Software package we already hold detailed inventory and condition details covering: carriageway lengths; Category 1 & 2 footways; street lighting; traffic signals; RoW; bus shelters; drainage gullies and advance direction signs.
- 13.7 We undertake regular surveys and inspections of the network and have provided our inspection team with hand held data capture units incorporating GPS. In addition we have specified the fitment of GPS units to all vehicles to be used for the new Highway Maintenance and Improvement Services Contract (commencing July 2006). Working in partnership with the newly appointed contractor the authority is now in a good position to capture the remaining inventory details and produce a comprehensive and up-to-date inventory of its highway infrastructure.
- 13.8 This information, available in spatial and textual format, will provide a firm basis for the development of the Asset Management Plan, and it is intended that much of it will be made available, along with the Streetworks Register, for public viewing and reporting purposes on the council's web-site.

Working in Partnership

- 13.9 The Eastern Region Highway Asset Valuation Group has been established comprising eleven of the highway authorities in the region. The purpose of this group is to derive a common approach to highway asset valuation, facilitating the production of comparable valuations throughout the region. Membership of this group will also enable the council to develop a common understanding of the local issues to be addressed, to share best practice, and to benchmark processes and performance.

13.10 The work of the group will include:

Agreeing a common interpretation of the guidance.

The establishment of the sample of assets to be valued in financial year 2005-6.

Agreeing the components into which relevant asset elements should be broken down for valuation purposes.

Establishing the unit costs for replacing the components as identified.

Agreeing an approach for the annual indexing of costs.

Forming a regional view on rates of deterioration (and hence depreciation) for assets to be valued via conventional depreciation.

Forming a regional view on the costs of levels of service for those assets to be valued via renewals accounting.

Considering pooling resources for the valuation of assets where individual authorities only have small samples.

The formulation of a regional approach to the handling of reduction of asset values due to "impairment".

13.11 Whilst individual authorities will publish their own valuations, the Regional Group will produce a document setting out the methods employed and assumptions made where a common approach has been agreed.

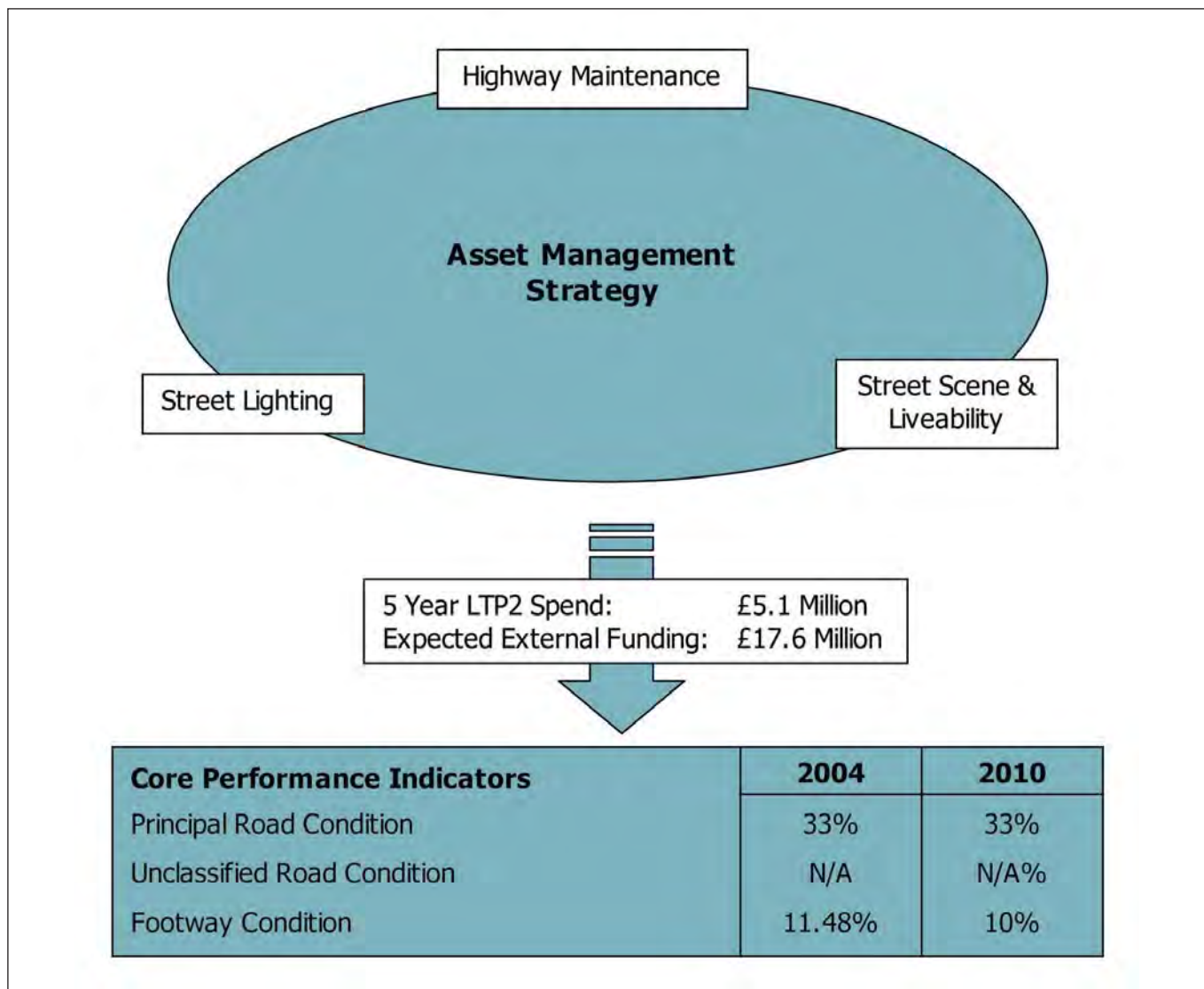


Figure 13.1 Asset Management Strategy

The Asset Management Strategy

13.12 The asset management strategy (TAMP) is summarised in Figure 13.1 with further details on each element of the strategy described in the text below.

Changing The Balance Of Planned And Reactive Maintenance

13.13 The balance of expenditure between the two main types of maintenance (reactive and planned maintenance) is shown in Table 13.1.

2001/2	£1,148,423	£468,299
2002/3	£1,258,464	£735,025
2003/4	£1,292,355	£650,712
2004/5 (to January)	£840,515	£1,003,892

13.14 The cost of planned works is significantly less, per unit area, than reactive works, so more work can be undertaken per £ spent if works are planned rather than reactive, thus providing better value for money. During the current financial year, the amount of reactive maintenance has been reduced by trialling the implementation of a draft Highway Maintenance Policy with clearer guidelines and intervention criteria. This has resulted in, for example, more planned footway reconstruction schemes being undertaken.

13.15 The long-term aim is to bring all our streets up to a significantly higher standard, thereby reducing safety hazards and the related amount of reactive maintenance that is required. However, there will always be a minimum level of reactive maintenance, for example in dealing with emergency repairs or safety hazards, and our aim under the new approach will be to keep this at a consistently low level.



Delivering Best Value In Highway Maintenance

13.16 We have produced a Highway Maintenance Plan that fully implements the Code of Practice for Maintenance Management because we recognise that the highway infrastructure is a key asset and one that impacts upon the quality of life of everyone living in, working in, visiting or passing through the Borough.

13.17 A carriageway and footway hierarchy has been developed in accordance with the Code of Practice and a regime of increased inspection frequency has been trialled during 2005.

- 13.18 Our risk-based approach to defect identification and remedial action selection has enabled us to undertake more planned work, particularly in conjunction with other projects.

Partnering And Timing Of Maintenance Decisions

- 13.19 The concepts of partnering have usually been applied to the contractual supply chain. Partnering in this sense does not refer to a legal “partnership” but is a concept aimed at encouraging collaborative working practices and inducing a spirit of mutual trust and co-operation between the partners. The council has prepared a new Highway Maintenance and Improvement services contract encompassing the development of a partnering framework, and this is due to commence in July 2006.
- 13.20 An essential aspect of partnering is the engagement of the public, through our Area Committees and scheme development consultations, in the decisions about highway maintenance priorities. Public feedback captured through the Call Centre is another element in this process. People are thus enabled to make a real contribution to the decisions that affect them and their environment and are able to positively influence the outcome. Further, the process enables planning of works to a regular and consistent annual timetable and the maintenance contractor to be better informed as to when works are to be undertaken and to plan resources accordingly.
- 13.21 Works programmes in future will make clear linkages between capital and revenue funding and the parties responsible for delivering each aspect. This will be achieved by integrating maintenance schemes with capital works such as traffic calming measures, cycle lanes, etc., wherever possible. This ensures that best value and hence maximum benefit can be derived from all highway-related expenditure by the council.

Bridge Strengthening

- 13.22 There are currently three bridges within Luton where a 17 tonnes weight restriction is in place. All three bridges are of short span carrying non-primary highway network over the River Lea. One of these is situated in a quiet residential cul-de-sac and is considered to be of low priority for strengthening.
- 13.23 The other two bridges, although carrying non-primary highway, are still subject to regular usage by errant heavy goods vehicles, despite weight limit signing. These structures are in poor condition and continue to deteriorate, mainly due to material damage caused by seepage. Maintaining structures to a safe standard is considered paramount and so priority will be given to strengthening these two bridges. The bridge in Osborne Road provides access to an area for regeneration and will therefore take top priority. Consideration is being given to a bid for

special maintenance funding for the Osborne Road/Gypsy Lane/Kimpton Road route to accommodate and encourage economic activity.

- 13.24 It is recognised that an unsafe structure could also result in increased congestion and reduced accessibility and local air quality due to, for example, width restrictions on, or on the approaches to, such structures. Therefore, ways to minimise these impacts will be sought when planning how repairs will be carried out.

Bridge Maintenance

Bridge Deck Waterproofing

- 13.25 Investigations and testing have been carried out to identify bridge decks in poor material condition, due to the effects of seepage caused by defective waterproofing. Report data has been analysed to produce a five-year programme of waterproofing reinstatement, prioritised so that those structures most seriously affected and most important in providing access are dealt with first.
- 13.26 The structures involved will continue to deteriorate if defective waterproofing is not rectified and ultimately could become unsafe. Again, such structures could impact on the shared priorities and appropriate steps will be taken to minimise these impacts.

Parapet Upgrading

- 13.27 Risk assessments have been carried out to identify locations where there is inadequate protection provided by sub-standard parapets. Locations include parapets on pedestrian subways and over-bridges, where there are possible risks to safety due to inadequate containment capacity in the event of vehicle collision with a parapet.

Winter Maintenance

- 13.28 The council treats 53% of the borough's highway network, although resource reallocation allows us to increase that to 75% if necessitated by extreme weather conditions. In addition we also treat a number of high usage footpaths. As part of our annual service review the council carried out a route optimisation exercise during 2004 that enabled the number of routes to be reduced by two and the winter gritting fleet to be reduced by one vehicle.
- 13.29 During the 2004 season successful trials of adding the proprietary additive 'Safecoat' to normal road salt were undertaken. Experience has shown that the additive assists in ensuring the salt is spread evenly across the road and has the maximum impact in keeping the surface free of ice, resulting in a reduction in the amount of salt used and minimising its detrimental impact on the environment. Consequently the use of this additive has now been incorporated into the council's winter service plan.



Street Lighting

13.30 We believe that street lighting plays an integral role in delivering sustainable transport objectives. It contributes to safety, particularly for vulnerable road users, and increases confidence to walk and cycle during the hours of darkness.

13.31 Table 13.2 shows the age profile of our street lighting stock

	0-10 years	11-20 years	21-30 years	31-40 years	41+ years
No of columns	6226	4031	2627	4745	17629
%	35%	22%	14%	29 %	100%

13.32 Table 13.2 demonstrates that approximately 29% of our lighting columns are over 30 years old. The design life of a street lighting column varies according to material and specification, but most manufacturers now indicate a life expectancy for steel columns of 25 years.

13.33 The council has committed £2.3 million to upgrading the lighting stock over the last five years, replacing over 3200 outdated and potentially dangerous columns. A further allocation of £1.5 million is to be phased over the next four years to renew a further 2000 columns. Whilst this will help prevent the age profile of the lighting infrastructure deteriorating, it is well short of the £600,000 annual investment we have calculated is needed to bring the age profile into a balanced position where all columns are within their anticipated life expectancy.

Street Scene And Public Realm

13.34 In the past, highway maintenance has tended to be focussed on specific elements of the highway, typifying a piecemeal approach: for example, a carriageway may have been patched or even re-surfaced, but the street lighting, road signs and even the footways left un-touched. This policy has achieved the short term aims of increasing safety and the life of the infrastructure, but the perception of residents and users may be that no improvement has been made and, furthermore, this approach does not contribute to improving the wider environment of the area.

13.35 We are now looking at replacing this approach with comprehensive renewal of the whole street. However, there are critical limits to our budgets, so we are moving from small expenditures at multiple sites throughout the borough to a focused approach of dealing with specific streets within an identified area. This new approach dovetails neatly with the Area



One of the first schemes implemented using the Coordinated Street Scene Guide

Studies programme referred to in Chapter 9, and makes a significant contribution to achieving value for money. We have developed a "Co-ordinated Street Scene Guide" setting out the quality of materials and street furniture, with several different palettes of materials to be used depending on the location of the area within the Borough.

13.36 The key objectives of improving the street scene and public realm are to:

- Restore the character of streets, with good quality frontage development and hard/soft landscape treatments;
- Remove unnecessary street clutter and co-ordinate signing and street furniture;
- Locate new, and relocate existing, pedestrian crossing points on desire lines;
- Provide extensive tree planting;
- Use a co-ordinated palette of materials and equipment, with variations in individual districts; and
- Enhance and extend the range of uses of public open spaces to increase the amount of activity and extend the times over which it can take place.

13.37 The achievement of these objectives will complement and enhance the aims of our other transport-related strategies.

Case Study - The Liveability Project

Following a successful bid submitted to the ODPM "Liveability" fund in 2003 to create, improve and maintain public open space for the benefit of the local community, the Parks, Promenades and Plazas project was awarded a grant of £3.1 million to fund four capital projects. The projects have been successful demonstrations of how Luton has used such funding to attract both additional match funding and internal funding in order to deliver best value, minimise disruption by co-ordinating works, involve partners and the community, and generate a step change in the street scene.

Lewsey Green Home Zone

This project initially started with DfT funding for the establishment of a Home Zone. Following extensive public consultation and the establishment of a community group the residents desire for improvements to the open space in the middle of the Home Zone led to inclusion with the Liveability bid. In addition funding was attracted from Doorstep Green and Nature Near Homes, with the result that approaching £1 million has now been committed to the establishment of a Home Zone, playground, additional lighting of walkways and planting areas, including areas to be planted and maintained by the community group.

Brantwood Park

Working in partnership with Hertfordshire Ground Work Trust, Living Streets and The North Chilterns Trust: a Community Caretaker Group has been established, community street audits carried out; the redesign of a small pocket park undertaken and the main entrance of the local junior school has been redesigned in conjunction with the school to improve natural surveillance whilst turning an area of dead space into a pleasant and inviting area. By rescheduling an Area Traffic Studies project and maintenance work to carriageway, footway and street lighting, whilst also committing Liveability grant to highway as well as a significant refurbishment of a park, a step change is being created in the environment of the area. This has also been the first use of the newly developed Co-ordinated Street Scene palette for conservation areas, and bituminous footways have been renewed with paving.

Bells Close, High Town

Significant improvement has been made to the High Town Road shopping area with funding from SRB and ERDF, whilst maintenance funding and Liveability funding have been targeted at the nearby park and surrounding streets. Working in partnership with the Ground Work Trust this project has again involved the establishment of a Community Caretaker Group, who have been involved in the design of the improvements to the public open space, and a Community Street Audit in partnership with Living Streets.

Renaissance of St George's Square

Initially funding of approximately £600k from the Liveability grant was obtained for the refurbishment of St George's Square. This grant has been used as a catalyst to lever in additional funding from ODPM, ERDF Objective 2 and LBC capital funding, and the project has grown to approx £2.5m and now encompasses the pedestrianisation of streets surrounding the square, connecting to the existing pedestrianisation in George Street. Construction of the infrastructure changes to facilitate the pedestrianisation of Manchester Street and Bridge Street was undertaken in early 2005 with a trial of the closure to traffic from April. Following the success of the trial, construction on the Square will start in March 2006 with completion by the end of the year.

The use of Liveability funding as a catalyst to lever in further external and internal funding, and the development of lasting partnerships within and outside the community help to deliver our aim of making a visible difference to the environment of Luton whilst making a significant contribution to our local priorities.

Contributions To Shared And Local Priorities

13.38 Our Asset Management Strategy has a key role to play in the delivery of the second LTP for Luton, Dunstable and Houghton Regis, contributing to the attainment of the wider local objectives. These objectives are summarised in Table 13.3.

Road Safety	<p>Regular highway inspection minimises the likelihood of tripping accidents due to poor footway condition, and of visibility problems resulting from overgrown trees and shrubs;</p> <p>Improving the quality of road surfaces helps to reduce road accidents by, for example, improving skid resistance.</p>
Accessibility	<p>Maintaining and improving the condition of footways and better management of street works will help improve accessibility to local services and facilities.</p>
Air Quality	<p>The improved condition of footways and cycleways will encourage more people to use them, reducing unnecessary local car trips and associated pollution;</p> <p>Better management of street works will help improve air quality in the immediate vicinity of the works by minimising congestion.</p>
Congestion	<p>Improved management and maintenance of highway assets will result in reduced congestion;</p> <p>Improved control and co-ordination of street works will help minimise congestion.</p>
Quality of Life	<p>Co-ordinated approach to highway maintenance and other transport and environmental improvements will make a positive contribution to quality of life</p> <p>Better quality carriageway footway and cycleway surfaces enhance the quality of public spaces.</p> <p>Use of quieter road surfacing will reduce the impact of transport noise.</p>
Health Strategy	<p>Improved surfacing of footways and cycleways will encourage their greater use with an attendant improvement in health.</p>
Education Strategy	<p>Improving the condition of footways means that children are more likely to walk to school, leading to healthier and better performing students.</p>

Summary of Luton Highway Maintenance Strategy

Aim

To adopt policies & standards to allow the Highway Maintenance team to follow national guidance as recommended in the Code of Practice - Well Maintained Highways 2005.

Objectives

Reduce the financial commitment of maintaining the public highway by clearly identifying what constitutes a defect.

Prioritise the speed of repair to any defect on a risk-based approach, so impact and probability dictate response times.

Reinforce our ability to defend highway accident claims, by demonstrating a clear focused maintenance service.

Ensure streets are accessible and easily used by as many people as possible without undue effort, special treatment or separation.

Strategy Tools / Approach

Introduction - This sets the scene throughout Luton identifying the vision, goals and values.

Policy Framework - This encompasses the key Best Value requirement for policy integration by linking the councils aspirations and strategic objectives such as vision 2011.

Maintenance Strategy and Hierarchy - This comprises the strategy elements of a detailed inventory, a defined hierarchy and policies and objectives linked to maintenance activity types and categories.

Service Delivery - this defines how maintenance activities are undertaken in Luton.

Targets

To meet Luton 2011 target of over 75% of the people of Luton being satisfied with maintenance of roads and pavements.

Relationship to LTP2

Road safety - through better maintained streets

Accessibility - improving footway/carriageway condition by prioritised maintenance thus encouraging more walking and cycling

Congestion - increased walking and cycling and use of public transport resulting from improved highway condition will lead to reduced congestion



14 FIVE-YEAR IMPLEMENTATION PROGRAMME

14.1 Full details of the LTP2 spending programme are detailed in the Finance Forms included as Appendix E. The following summarises spend and delivery under the broad LTP2 strategy areas.

Schemes

14.2 Table 14.1 summarises the contributions that the proposed scheme implementation programme makes to the shared priorities, in terms of numbers of schemes in each year.

Number of scheme contributions to Shared Priorities						
Shared Priority	2006/07	2007/08	2008/09	2009/10	2010/11	TOTAL
Safety	25	23	24	23	24	119
Accessibility	18	18	17	17	21	91
Air Quality	7	4	5	10	10	36
Congestion	14	12	7	11	11	55
Asset Management	44	38	41	41	40	204
TOTAL Contributions	108	95	94	102	106	505
Total Nos. of Schemes	50	50	48	48	47	243

Table 14.1 Number of scheme contributions to Shared Priorities

Spend

14.3 Table 14.2 sets out the indicative spend programme against the priority areas. However, the spend in the first two years continues to be constrained by the preparation costs of major schemes (Translink and Town Centre Transport Scheme) carried forward from the first LTP.

Five-Year Implementation Programme

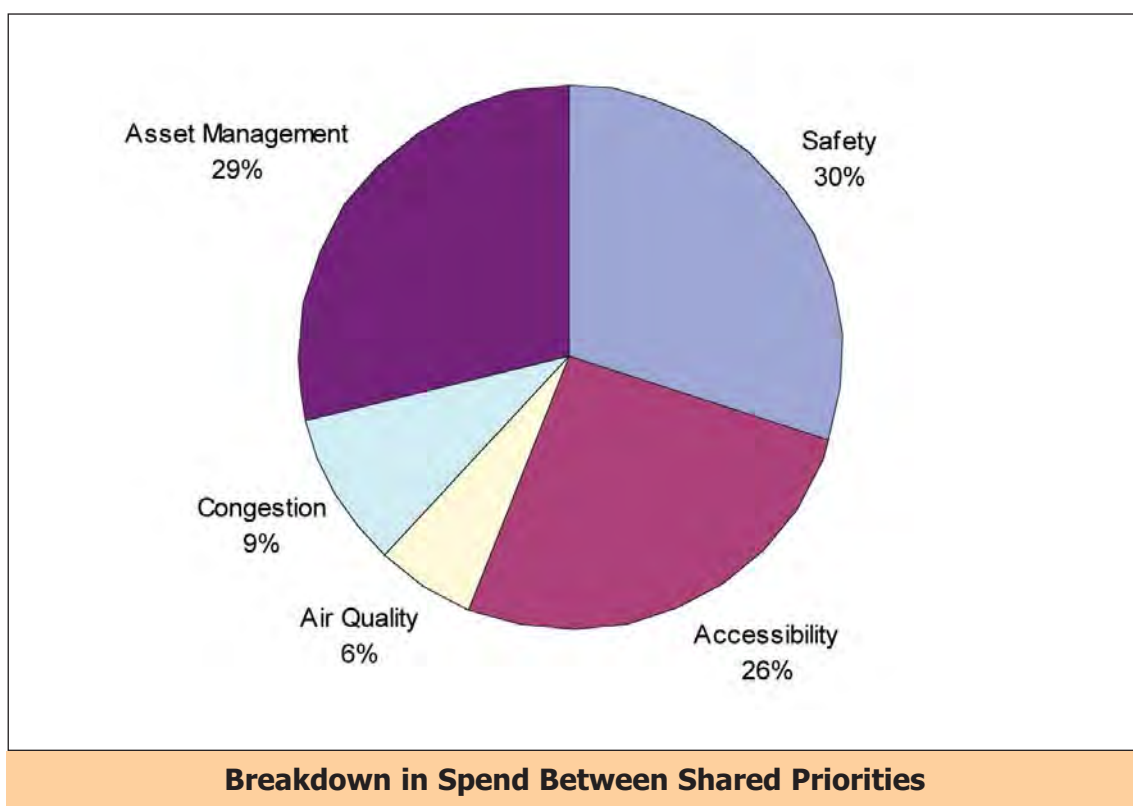
Cost of Schemes (£ 000's)						
Shared Priority	2006/07	2007/08	2008/09	2009/10	2010/11	TOTAL
Safety	1,018	1,053	1,064	1,085	1,038	5,258
Accessibility	1,150	1,026	936	813	696	4,621
Air Quality	239	219	210	195	184	1,047
Congestion	325	290	285	292	336	1,528
Sub-total (Luton element)	2,732	2,588	2,495	2,385	2,254	12,454
Safety	206	244	244	244	244	1,182
Accessibility	232	238	238	238	238	1,184
Air Quality	48	51	51	51	51	252
Congestion	66	67	67	67	67	334
Sub-total (Beds. element)	552	600 *	600 *	600 *	600 *	2,952
Asset Management (Luton only)	948	967	1,015	1,066	1,119	5,115
TOTAL LTP2	4,232	4,155	4,110	4,051	3,973	20,521
Additional Grant for Camera Partnership (Luton only)						
Capital	**	120	116	112	108	
Revenue	**	541	521	503	486	
Total	**	661	637	615	594	

Table 14.2 Expected Spend Profile

Note: * Indicative only

** operating through the existing Bedfordshire and Luton Safety Camera Partnership

14.4 The percentage split between the shared priorities reflects the outcome of the public consultation process, the national and regional policy drivers, and the technical analysis supporting the effectiveness of different approaches undertaken during the LTP1 period. The breakdown is shown as in Table 14.3.



14.5 The year by year percentage breakdown in spend is shown on Table 14.3 below.

Percentage breakdown by shared priority area						
Shared Priority	2006/07	2007/08	2008/09	2009/10	2010/11	AVERAGE
Safety	28%	30%	30%	31%	31%	30%
Accessibility	31%	29%	27%	24%	21%	26%
Air Quality	6%	6%	6%	6%	5%	6%
Congestion	9%	8%	8%	8%	10%	9%
Asset Management	26%	27%	29%	31%	33%	29%
TOTAL	100%	100%	100%	100%	100%	100%

Table 14.3 Yearly percentage breakdown by shared priority area

14.6 The expected breakdown within each of the shared priority areas for the five-year LTP2 period is set out in Table 14.4.

Five-Year Implementation Programme

Shared Priority	Strategy Area	Total 5 Yr Spend (£ 000's)	%
Safety		6,440	
	Road Safety Engineering		70
	Safety issues in disadvantaged communities		15
	Speed Management		10
	Education, Training And Publicity		2
	Community Safety		3
Accessibility		5,805	
	Cycling Strategy		17.5
	Walking Strategy		10
	Bus Strategy		25
	School Travel Plans Strategy		2.5
	Motorcycle		2.5
	Employer Travel Plans		2.5
	Bus Information Strategy		15
	Coordinated Street Scene Strategy		15
	ROWIP		10
Air Quality		1,299	
	Air Quality Management Areas		100
Congestion		1,862	
	Implementation of Committed Major Schemes		5
	Encouraging viable alternative to the car		20
	Road space management and information		75
Asset Management		5,115	
	Highway Maintenance (Luton only)		100

Table 14.4 Total 5 year spend against shared priority areas and modal strategies

Note: excludes strategy areas funded from revenue and other external sources

Delivering The Programme - Performance Management

- 14.7 Performance management procedures are embedded in all aspects of the LTP2 delivery programme. The aim of the performance management regime is to ensure that the LTP2 programme is delivered on time and on budget and that the objectives that inform the LTP2 programme and the outcomes that result from that LTP2 investment are not compromised.

Programme Performance Management

- 14.8 Luton's Executive (Committee) receive a report each year (in April or May) on the five year programme of capital works funded by the LTP settlement announced in December of the previous year and the future LTP indicative allocations together with the council's capital allocations for integrated transport and maintenance. Members are advised of the previous years performance on delivery of schemes, achievement of outcomes and actual costs compared to those estimated in the previous years report and the new fifth year to the provisional programme.
- 14.9 Estimates are provided for individual schemes within the programme and the Committee give "release and spend" approval for the current years schemes. Estimates for year 2 to 5 are further refined for the following years report. Inevitably the list of schemes are revised following more detailed assessment or changes in or failure to meet priorities.
- 14.10 In essence the approach enables flexibility within the LTP2 programme to ensure that should a problem be identified, remedial action can be quickly and appropriately applied. At the programme level, this ensures that the overall LTP2 objectives are not compromised and that investment in a particular scheme can be diverted to another scheme within the programme which seeks to deliver the same outcome.

Scheme Performance Management

- 14.11 After "release and spend" approval each scheme is given a unique cost code and entered in the council's commitment based accounting system. All orders, costs, fees and salaries are monitored by the council's financial management system against the cost code and can be viewed "real time" by those with the authority to log on. The Group Finance Manager submits quarterly reports to the council's Executive.
- 14.12 An electronic Scheme Progress Record Form is created for each scheme that sets out the nature of the scheme and targets (as the LTP F4 forms and performance indicators). The scheme project manager is responsible for updating the form and the information is used at the monthly Integrated Transport and Capital Programme progress meetings. These meetings are attended by the council's Term Contractor to ensure they are aware of and contribute to the process of delivering the programme of work.

Five-Year Implementation Programme

- 14.13 Schemes, or batches of schemes are assigned to a Project Sponsor or Champion. Project Managers report to the Project Sponsor who in turn reports to the Departmental Management Team on a weekly basis pursuant to the council's Risk and Internal Control procedures. The Departmental Management Team comprises the Heads of Services, the Corporate Director and the Group Accountant and this team meets with Portfolio Holders (lead councillors) monthly. In this way all projects are continually exposed to scrutiny and intervention in terms of progress, fiscal control and political sensitivity.

Performance Management and Partnering Arrangements

- 14.14 Ninety five percent of Integrated Transport schemes are delivered through the council's Term Maintenance contractor, which enables greater control, efficiency, consistency of work and cost savings in preparing contract documents. A new Term Contract has been prepared and is due to come into operation in July 2006 following the tender selection process. The new contract contains dedicated provisions for Integrated Transport created to ensure contract rates and procedures provide best value for money.
- 14.15 The consultants engaged by the council to assist in the design and supervision of schemes are based at the Town Hall working full time alongside council staff. This ensures effective day to day control of consultants with the added benefit of long term transfer of skills to council employees.

Value For Money

- 14.16 To maximise performance and achieve targets, we will ensure that the schemes implemented represent good value for money. In most categories of schemes we will do this by applying the following principles:

The key factor for safety schemes is the First Year Rate of Return in terms of accident savings.

The assessment of priorities for Safer Routes to School (SRS) and Area Studies schemes both take into account the number of injury casualties (in particular those involving vulnerable road users) and the level of deprivation in the area. The impacts of proposed measures in terms of reducing accidents can therefore be directly assessed. The SRS assessment also takes account of traffic flows and speeds in the vicinity of the school, together with the number of pupils at the school and the proportion travelling by car. The Area Studies schemes assessment also takes account of the amount of traffic intrusion/rat running in the area, parking problems, and the extent of community facilities.

The priorities for improving access to employment areas and education/training facilities

are those areas of the conurbation where unemployment and low levels of education achievement are the main reasons for deprivation in particular areas.

The priorities for maintenance of highway surfaces, structures and traffic signals are based on an assessment of the existing condition and residual life of the various assets.

Using simple modelling techniques for some congestion schemes to identify where the most benefit can be made.

- 14.17 In particular the above approaches to prioritising Area Studies schemes and Safer Routes to Schools are consistent with the government's latest guidance on value for money, taking account of non-monetised benefits. However a small element of the transport budget will be retained for small-scale traffic management measures proposed by local people.
- 14.18 Value for money is thus secured by adopting an holistic approach to solving problems in discrete areas rather than at point locations. In order to maximise performance and meet targets it is vital that implemented schemes are suitably targeted with a data led approach and represent good value for money as demonstrated below.

Local Safety Schemes

- 14.19 Crash sites are dealt with on priority basis, according to the number of crashes that have occurred on a specific route or junction and based on a threshold level for intervention. These schemes are prioritised on an annual basis using crash data for the previous three years.
- 14.20 This structured data led approach ensures that these schemes are targeted to ensure the greatest reduction in casualties using the limited funding. This approach has and will continue to result in the greatest reduction in casualties and the best possible First Year Rate of Return.

Area Studies including Traffic Calming, 20 mph Zones and Safety Around Schools

- 14.21 There is considerable demand for traffic calming to be installed on residential roads and outside schools. Requests for such work comes mainly from residents and particularly from those that attend Area Committees and their associated Ward Forums. The main concerns voiced are speeding traffic, rat-running, road safety around schools and parking.
- 14.22 One of the difficulties in introducing isolated traffic calming measures is that problems are sometimes transferred to equally unsuitable roads. The Area Studies initiative addresses this problem and allows for a holistic approach covering not just the highway but as a vehicle for change to achieve a step-change to environmental and associated improvements.
- 14.23 In order to add further value, this programme also incorporates the bulk of our Safety Around Schools initiatives. Higher priority is given to works for schools that have adopted or agreed to adopt a travel plan. We aim to make walking and cycling safer and more attractive along

Five-Year Implementation Programme

with the associated health benefits. The Safety Around Schools assessment also takes into account traffic flows and speeds in the vicinity of the school, together with the number of pupils and the proportion travelling by car.

14.24 We also aim to improve the environment in the areas by ensuring that design is of high quality with appropriate materials used. The initial areas were treated as pilot projects and formed part of the process of the preparation of a Luton 'Co-ordinated Street Scene Guide'.

14.25 Luton has been divided into 26 separate areas of which four had been treated by the end of 2005/2006 and with a fifth area to commence early in 2006/2007. Our aim is with limited funding to complete two areas each financial year. In addition to an assessment of the number of casualties (particularly those involving vulnerable road users) and the level of deprivation, as described in Chapter 9, the following factors are also taken into account: -

The speed and volume of 'rat-running' traffic in each area;

The impact of traffic intrusion, vibration and above average heavy commercial vehicle numbers particularly with respect to the nature and road layout of each area e.g. narrow roads and footways with properties close to the carriageway;

Parking problems such as insufficient kerbside space for residents due to nature of the road or external causes such as commuter parking.

The number and location of local community attractions and facilities such as schools, shopping parades, community centres, libraries, sports and social clubs.

14.26 The heaviest weighting is given to the road casualty record as this provides the most objective assessment and a poor record is symptomatic of wider problems. This weighting is doubled for crashes involving vulnerable road users. The crash history used for the priority system does not include those occurring on the main road network, as these are generally treated under the Local Safety Scheme programme.

14.27 Finally, all the elements are scored and added together and the areas are prioritised according to their overall rating.

Impact Of Performance Money

14.28 The delivery programme included within this LTP2 assumes that funding levels will match the indicative allocations provided by central government. However, should we be successful in securing additional performance money during the LTP2 period, we have considered carefully where this investment would be best placed.

14.29 With regard to the provision of early performance money (2007 - 2009), we believe that this

would best be focussed upon the accessibility strategy, enabling us to progress at an early stage the key schemes that arise from the accessibility analysis. This accords with the priorities set of the LTP2 (the indicative allocation enables us to continue with the excellent progress made in the first LTP under the road safety strategy), and meets with the objectives and priorities of the Community Plan.

- 14.30 In later years of the LTP2 period (2009-2011), we will have formulated and tested a wider range of strategy tools to tackle congestion, and the emphasis of performance money would be focussed on congestion alleviation schemes, at which stage more certainty of the impact of the Growth Area will be known.

Impact Of Transport Innovation Fund

- 14.31 The Provisional LTP2 included proposals for UTMC and a feasibility study for Translink extensions for TIF funding. Following the Secretary of State's announcement about the Transport Innovation Fund (TIF) on 5 July 2005, together with the accompanying papers that provided further information about TIF, the councils have reviewed their original proposals. In August 2005 the Borough Council appointed consultants to evaluate the principles embodied in the TIF guidance against these and other possible major schemes and demand management measures. The study concluded that a strong contender would be a scheme linked to airport access improvement.
- 14.32 Further guidance on the second round of TIF bids was published in January 2006, and the councils were also partners in a study carried out for EEDA, which was completed that month. The results of that study indicated that, in terms of the GDP/productivity criteria that would be key to the success of further TIF bids, Luton together with the southern Bedfordshire Growth Area would stand a reasonable chance of being successful. The EEDA study indicated four broad themes which successful bids would encompass; access to key gateways, facilitating growth, demand management through parking control, and exploring precursors to tolling on the strategic network.
- 14.33 The Borough and County Councils were partners in a bid submitted by the MK/SM Highway Authorities in October 2005. The bid was based on a pilot of various demand management measures to be introduced in different areas, but was not amongst the successful bids announced in late November. The councils are reviewing their position about whether to submit a revised bid for the MK/SM sub-region in spring 2006.

Five-Year Implementation Programme

Other Funding Sources, Including Revenue

14.34 The Integrated Transport funding secured through the LTP will be used to tackle the existing transport problems of the conurbation, and other funding sources will be used to manage the needs of the Growth Area. The councils will seek to maximise the opportunities for funding from other sources, particularly given the status of the conurbation as a Priority Area for Economic Regeneration, and also as part of the MK/SM Growth Area.

14.35 The councils also commit significant funding to the government's Integrated Transport budget from their revenue budgets to implement local parking schemes and in particular to maintain footways and street lighting. Both councils also contract local bus services in the evenings and on Sundays where they are necessary and not being provided commercially. A summary of the external funding support (over the five year LTP2 programme) is shown in Table 14.5. It is important to note that for both the 'Section 106' and 'Other External Funding' categories, the values represent currently committed contributions which will be supplemented as future developments progress during the lifetime of LTP2.

	Local Authority Capital Programme (£000's)	Revenue (£000's)	S106 (estimated values) (£000's)	Other External Funding (£000's)	Total (£000's)
Road Safety	250	6.800	850	300	8.200
Accessibility	500	5.250	8.790	300	14.840
Air Quality	-	-	-	500	500
Congestion	-	675	1.500	250	2.425
Asset Management	250	15.550	1.600	200	17.600
Total	1.000	28.275	12.740	1.550	43.565

Table 14.5 External and revenue funding support

14.36 In 2004 we were successful in securing contributions from the ODPM's Sustainable Communities Delivery Grant to fund initial work on the Local Delivery Vehicle (LDV) to manage the growth in the Luton and South Bedfordshire area, to carry out feasibility studies for the Luton Northern bypass and green infrastructure associated with the Growth Area and develop the Luton Town Centre Development Framework.

- 14.37 Following the withdrawal of funding for the ELC scheme in the December 2004 settlement letter, the government announced in March 2005 that the scheme would be funded partly by the Communities Infrastructure Fund and partly by a second round of Growth Area Funding.
- 14.38 Expressions of interest were submitted to the ODPM in July 2005 to continue funding for the LDV, as well as development and implementation of a number of smaller schemes that support the growth of the area. Following an announcement in August 2005 about short-listed schemes, a more detailed assessment was submitted to ODPM in November. In addition to the ELC scheme, in February 2006 the councils were awarded GAF2 funding for the following proposals:
- Midland Road Car Park - funding to deliver a replacement multi-storey car park for the town centre, releasing land for Translink and the Town Centre Transport Scheme. The new car park will also facilitate new commercial development in the vicinity of Luton station, consistent with the principles of the TCDF in the Luton Gateway area.
 - Houghton Regis Renaissance Scheme - a multi-measure bid to achieve the renaissance of Houghton Regis
 - Greenspace strategy for Luton and South Bedfordshire complementing work of the Green Infrastructure group
- 14.39 We will continue to seek opportunities for third party funding of transport improvements associated with major development and regeneration proposals within the conurbation. Recent developer contributions have included:
- A roundabout at the A505/Butterfield junction together with future provision of a park and ride site
 - Construction of retaining structure on the boundary of the Translink guided busway and the residential development off Skimpot Road
- 14.40 We expect that developer funding will be a major contributor to transport infrastructure associated with the Growth Area.



Five-Year Implementation Programme

15 TARGETS AND INDICATORS

- 15.1 This section details our LTP2 indicators and expected target levels of performance. It is important to note that this section provides only a summary and the full background to each indicator is presented in Appendix F, providing a full description of each indicator, target trajectories, the actions required by all parties to achieve the desired trajectory and a summary of the key risks and how these will be managed.
- 15.2 The annual monitoring regime for LTP2 has been significantly amended since the first Local Transport Plan. This reflects the focus upon the shared priorities, the need for more specific outcome-focused indicators and to ensure we robustly monitor all modes of travel within the conurbation - for example a review of the LTP1 monitoring programme for cycling use has identified the lack of ability to monitor cycle use within the areas of targeted cycle investment. This review of the monitoring regime included a rationalisation to improve value for money and as result the LTP2 includes 14 mandatory indicators, supplemented by 9 local indicators, which ensures that all of the components of the transport strategy are adequately covered by outcome-focused indicators.
- 15.3 Some of the indicators have been carried forward from LTP1 for consistency, to ensure that previous good progress is not allowed to slip, and because they are relevant to the shared priorities. A number of new indicators have also been introduced in order to reflect the new elements of LTP2. These include targets on accessibility and air quality.

Joint Statement by the East of England Directors of Environment and Transport

The East of England Directors of Environment and Transport (EEDET) LTP group has considered how the targets and indicators in the East of England Plan should be incorporated into their LTPs. It was agreed that it would not be possible to take forward the targets or some elements of the regional programme in the full LTPs for the following reasons:

The programme within the draft Regional Transport Strategy was drawn up at a time when the level of funding available regionally was unclear. The announcement of Regional Planning Guidelines by government in the summer of 2005 means that the final Regional Transport Strategy is able to provide a more realistic programme, but the elements of this will not be known until Secretary of State makes his decision on the Inspectors recommendations on the East of England Plan.

The targets contained within the draft Regional Transport Strategy were developed at a time when thinking regarding the way that transport targets should be set had not fully evolved. Consequently, many of the targets within the draft strategy are aspirational in

nature and would prove difficult or impossible to monitor. From the point of view of LTPs, such targets contradict government guidance which call for all targets to be realistic, measurable and achievable. The availability of regional funding guidelines will mean that a review of the targets can be informed by a realistic funding regime. Until final regional targets are established it is impossible for the local transport authorities to collectively allocate their respective contributions and so set their local targets.

It is sensible and more efficient to wait for this process to roll out and work proactively with the regional institutions to develop a deliverable programme and realistic targets and indicators in the light of the funding guidelines. The EEDET Local Transport Plan Group has prepared for this, as part of its considerable work in preparation for the Examination in Public of the East of England Plan. For example, by making some assumptions the EEDET Local Transport Plan Group has been able to review the investment proposals in the Regional Transport Strategy to determine a more realistic delivery programme ahead of the Examination in Public.

In the interests of achieving value for money and spending public money wisely, all the local authorities in the region will therefore delay introducing regionally based targets into their LTPs or setting up monitoring regimes to support regional targets and indicators until there is greater certainty about which performance indicators will finally be adopted and the stretch of the related targets. All members of the EEDET Local Transport Plan Group look forward to supporting the performance indicators and targets when the final East of England Plan is available.

Robustness And Degree Of Challenge

Selection Of The Indicators

- 15.4 All targets have been worked out robustly, with full details of each indicator set out in Appendix F. In defining the suite of performance indicators we have undertaken a review of the LTP1 performance indicators to establish those that remain relevant to the LTP2 period (ensuring that all mandatory targets are included as a minimum). We have also reviewed the indicators against the delivery programme and shared priority to ensure that all areas of investment can be assessed for performance. We have also undertaken a review with other internal and external performance monitoring processes (for example BVPI, PSA and Local Area Agreements), and finally we have undertaken a national assessment of the most commonly used indicators (reported in provisional LTP2 documents) as set out in the Department for Transport database of indicators.

Calculating Target Levels

15.5 The methodology for calculating targets is based on the indicative scheme programmes and existing trends, as well as previous forecasting work carried out for LTP1. This has also contributed to the trajectories that reflect expected progress against targets. Most of the carry-over indicators from the LTP1 period have had more challenging targets set against them (such as the road safety targets), although in some cases such as cycling we have set more modest targets in the light of local and national achievements. Again, this process has been informed by a benchmarking exercise using the DfT database of indicators and takes account of local forecasting and modelling work (for example in association with Translink, ELC and the Luton Northern bypass).

Mandatory and Local Indicators

15.6 Tables 15.1 and 15.2 show the Mandatory and Local indicators respectively for the Luton, Dunstable and Houghton Regis LTP2. They show baseline data along with the default target and an indication of the shared priorities that each target is relevant to.

Indicator	Baseline		Target		Accessibility	Congestion	Air Quality	Road Safety	Asset Management
	Year	Data	Year	Data					
C1. Principal road condition (Luton only)	2004/05	33%	2010/11	33%					
C2. Unclassified road condition (Luton only)	2004/05	6.36%	2010/11	6.36%					
C3. Total killed and seriously injured casualties	1994-98	108	2010	65					
C4. Child killed and seriously injured casualties	1994-98	27	2010	14					
C5. Total slight casualties	1996-98	859	2010	511					

Targets and Indicators

Indicator	Baseline		Target		Accessibility	Congestion	Air Quality	Road Safety	Asset Management
	Year	Data	Year	Data					
C6. Bus patronage	2004	8.776m	2010	8.947m					
C7. Satisfaction with local bus services	2003/04	49%	2009/10	55%					
C8. Footway condition	2003/04	11.48%	2010/11	10%					
C9. Accessibility to work: % of population aged 15-64 within 20 minutes of Luton or Dunstable centres by public transport	2004	64%	2010	70%					
C10. Change in area wide road vehicle-kilometres (millions)	2004	833 mvkm	2010	902 mvkm					
C11. Annualised Index of Cycling Trips	2004/05	100	2010/11	110					
C12. Bus punctuality (timetabled services)	2005/06	55%	2014/15	90%					
C13. Changes in peak period vehicle flows towards Luton town centre	2005	19,643	2010	21,386					
C14. Number of Air Quality Management Areas	2004	2	2010	2					

Table 15.1 Core (Mandatory) Indicators

Indicator	Baseline		Target		Accessibility	Congestion	Air Quality	Road Safety	Asset Management
	Year	Data	Year	Data					
L1. Number of air passengers using public transport	2004	1.9m	2010	4m					
L2. Number of rail passenger journeys	2003/04	16,495	2010/11	17,494					
L3. Number of schools with travel plans	2003/04	39	2010/11	102					
L4. Number of employers with travel plans	2004/05	8	2010/11	25					
L5. Percentage of accessible crossings	2004/05	94%	2007/08	100%					
L6. Percentage of households without cars within 400 metres walking distance of shops selling fresh fruit and vegetables	2004	59%	2010	59%					
L7. Percentage of population aged 15 to 19 living within 20 minutes of a Post-16 college site in Luton or Dunstable by public transport.	2004	69%	2010	73%					

Targets and Indicators

Indicator	Baseline		Target		Accessibility	Congestion	Air Quality	Road Safety	Asset Management
	Year	Data	Year	Data					
L8. Percentage of accessible buses within the PTU fleet	2004	66%	2010	75%					
L9. Excess bus waiting time - frequent services	2005/06	43 secs	2014/15	30 secs					
L10. Local levels of congestion on priority corridors	2008	NA	2011	NA					

Table 15.2 Local Indicators

- 15.7 In addition to the Core (mandatory) indicators specified by the government, the Department for Transport have calculated accessibility indicators for each of the key accessibility themes (education, employment, health, retail). These relate to access by public transport, and for completeness have been set out in table 15.3.

Destination and authority	% able to travel to destination in time shown			
Primary schools	All aged 5-9		With free meals	
	15 mins	30 mins	15 mins	30 mins
Luton	99.6	100	100	100
South Bedfordshire District	96.4	99.3	96.4	99.4
Secondary schools	All aged 10-14		With free meals	
	20 mins	40 mins	20 mins	40 mins
Luton	84.6	100	78.7	100
South Bedfordshire District	92.3	96.5	92.9	95.2
Further education	All aged 15-19			
	30 mins	60 mins		
Luton	90.8	100		
South Bedfordshire District	92.2	98.5		
Employment areas	All aged 16-74		With jobseekers' allow.	
	20 mins	40 mins	20 mins	40 mins
Luton	99.0	100	99.4	100
South Bedfordshire District	84.3	95.2	87.8	97.2
Hospitals	All households		H'holds w/o cars	
	30 mins	60 mins	30 mins	60 mins
Luton	55.0	100	66.2	100
South Bedfordshire District	43.4	88.5	49.6	92.6
GPs	All households		H'holds w/o cars	
	15 mins	30 mins	15 mins	30 mins
Luton	88.1	100	93.4	100
South Bedfordshire District	75.5	95.7	83.6	97.1
Major shopping centres	All households		H'holds w/o cars	
	15 mins	30 mins	15 mins	30 mins
Luton	84.8	100	85.4	100
South Bedfordshire District	77.9	93.5	84.1	95.8

Table 15.3 National Accessibility Indicators

Targets and Indicators

The Monitoring Programme

- 15.8 The monitoring programme established to support the LTP2 will be undertaken by a third party contractor (for the first year of the LTP2 period the contract has been awarded to Colin Buchanan). This approach ensures robustness and impartiality in the data collection and reporting process and offers best value through an appointment to cover all aspects of the LTP2 monitoring requirements as a single contract.
- 15.9 Table 15.4 summarises the monitoring programme for each indicator. In each case, indicators will be assessed for performance annually, with the outcome of this review informing the future year programme accordingly. By reviewing indicator performance on an annual basis, it will enable us to reflect how the LTP2 programme is contributing towards the achievement of objectives and how our performance compares with other authorities and to use the outcomes of this review to enable us to respond accordingly. Similarly, this review will enable us to monitor progress on the delivery of schemes (at the programme level) and provide remedial action where schemes are proving difficult to deliver locally. Further details of the data collection methodologies for each indicator are reported in Appendix F.

Indicator	When Monitored						How Monitored
C1. Principal Road Condition	Jan	Feb	Mar	Apr	May	Jun	Surface Condition Assessment for the National Network of Roads (SCANNER)
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C2. Unclassified Road Condition	Jan	Feb	Mar	Apr	May	Jun	SCANNER
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C3. Total Killed and Seriously Injured Casualties	Jan	Feb	Mar	Apr	May	Jun	Actual numbers reported by Bedfordshire Police.
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C4. Child Killed and Seriously Injured Casualties	Jan	Feb	Mar	Apr	May	Jun	Actual numbers reported by Bedfordshire Police.
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	

Indicator	When Monitored						How Monitored
C5. Total Slight Casualties	Jan	Feb	Mar	Apr	May	Jun	Actual numbers reported by Bedfordshire Police.
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C6. Bus Patronage	Jan	Feb	Mar	Apr	May	Jun	Data provided by bus operators
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C7. Satisfaction with local bus services	Jan	Feb	Mar	Apr	May	Jun	On street survey of users and non-users (every 3 years)
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C8. Footway condition	Jan	Feb	Mar	Apr	May	Jun	Detailed Visual Inspection
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C9. Access to employment by public transport	Jan	Feb	Mar	Apr	May	Jun	Annual refreshes of Accession bus / land-use data
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C10. Change in area wide road traffic kilometres	Jan	Feb	Mar	Apr	May	Jun	Data provided by National Road Traffic Survey
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C11. Annualised Index of Cycling Trips	Jan	Feb	Mar	Apr	May	Jun	Representative network of automatic cycle counters
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C12. Bus Punctuality (timetabled services)	Jan	Feb	Mar	Apr	May	Jun	On-street surveys at timing and non-timing points
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
C13. No of vehicles travelling towards Luton town centre	Jan	Feb	Mar	Apr	May	Jun	Manual Traffic Surveys
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	




Targets and Indicators

Indicator	When Monitored						How Monitored
C14. Number of Air Quality Management Areas	Jan	Feb	Mar	Apr	May	Jun	Statement of declaration of AQMAs
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
L1. Number of air passengers using public transport	Jan	Feb	Mar	Apr	May	Jun	Actual numbers reported by Civil Aviation Authority survey
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
L2. Number of rail passenger journeys	Jan	Feb	Mar	Apr	May	Jun	Manual footfall survey across all stations
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
L3. Number of schools with travel plans	Jan	Feb	Mar	Apr	May	Jun	Manual record of adopted travel plans
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
L4. Number of employers with travel plans	Jan	Feb	Mar	Apr	May	Jun	Manual record of adopted travel plans
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
L5. Percentage of accessible crossings	Jan	Feb	Mar	Apr	May	Jun	Manual record of accessible crossings
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
L6. Access to fresh fruit and vegetables	Jan	Feb	Mar	Apr	May	Jun	Annual refreshes of Accession bus / land-use data
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
L7. Access to Post-16 college sites.	Jan	Feb	Mar	Apr	May	Jun	Annual refreshes of Accession bus / land-use data
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
L8. Number of accessible buses within the PTU fleet	Jan	Feb	Mar	Apr	May	Jun	Manual record of PTU vehicles within the PTU fleet
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	

Indicator	When Monitored						How Monitored
L9. Bus Punctuality (frequent services)	Jan	Feb	Mar	Apr	May	Jun	On-street surveys at timing and non-timing points
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	
L10. Congestion on priority corridors	Jan	Feb	Mar	Apr	May	Jun	Difference between peak and inter-peak period speeds
	Jul	Aug	Sep	Oct	Nov	Dec	
	Jan	Feb	Mar	Apr	May	Jun	

Table 15.4 Monitoring Programme


















Key

-  Period covered by the indicator
-  When monitoring is carried out (if a specific time period and not recorded continuously through the 'period covered by the indicator')
-  Data reported and critically reviewed

Relationship Between Strategy Areas, Delivery Programme And Targets

- 15.10 Considerable effort has been placed upon producing an holistic LTP2 strategy, whereby all of the related strategy components work together to achieve the longer term objectives set out in the transport strategy. As such we have tested the inter-relationships to ensure we are achieving best value and that the opportunities to maximise investment are captured.
- 15.11 Table 15.5 summarises how the strategy areas inter-relate, and in particular how the programme and indicators are fully consistent. In assessing the level of challenge of each of our indicators we have considered the requirements set out within the DfT guidance, our performance during LTP1, the spend programme, investment priorities, external funding and the targets established by other authorities reported in the Provisional LTP2 documents.

Targets and Indicators

2020 Transport Strategy Objectives	Related LTP2 Objectives	No. of Schemes £'000	LTP2 Spend	LTP2 Indicators	Degree of Challenge
Road Safety					
8. Implement local integrated transport schemes and initiatives to promote, encourage and achieve modal shift.	1. Improve the safety of the travelling public, especially children and those in vulnerable and disadvantaged groups	119	5,258 (30%)	C3. Total Killed and Seriously Injured Casualties C4. Child Killed and Seriously Injured Casualties C5. Total Slight Casualties	  
Accessibility					
1. Support other Agencies in delivering the strategic transport commitments and obligations arising out of regional and sub-regional plans. 2. Develop the role of Luton-Dunstable as a Regional Interchange Centre. 4. Achieve growth of London Luton Airport. Support the regeneration and diversification of the local economy. 5. Support the regeneration and diversification of the local economy. 8. Implement local integrated transport schemes and initiatives to promote, encourage and achieve modal shift.	3. Increase the choice of transport available to all 4. Make services (health, education, employment, leisure and shopping) more accessible so that people have a real choice about when and how they travel	91	4,621 (26%)	C6. Bus Patronage C7. Satisfaction with local bus services C9. % of population aged 16-64 within 20 minutes of local employment centre by public transport C11. Annualised Index of Cycling Trips C12. Bus Punctuality L1. Number of air passengers using public transport L2. Number of rail passenger journeys L3. Number of schools with travel plans L4. Number of employers with travel plans L5. Percentage of accessible crossings L6. Percentage of households without cars within 400 metres walking distance of shops selling fresh fruit and vegetables L7. Percentage of the population aged 15 to 19 living within 20 minutes of a Post-16 college site in Luton or Dunstable by public transport. L8. Number of accessible buses within the PTU fleet	            
Air Quality					
3. Enhance the town centres.	5. Sustain a thriving local economy whilst minimising the impact of transport on the environment	36	1,047 (5%)	C14. Number of Air Quality Management Areas	












2020 Transport Strategy Objectives	Related LTP2 Objectives	No. of Schemes £'000	LTP2 Spend	LTP2 Indicators	Degree of Challenge
Congestion					
6. Remain engaged with, and responsive to, the emerging growth agenda. 7. Bring our major projects to fruition.	2. Reduce dependency on the private car 6. Improve the efficiency of the transport network 7. Manage congestion levels, and accommodate future growth, through the short term provision of effective alternatives to the private car and the longer term controlled management of demand	55	1,528 (9%)	C10. Change in area wide road traffic kilometres (millions) C13. Changes in the number of vehicles travelling towards Luton town centre L9. Local Levels of congestion on priority corridors	  
Maintenance					
	8. Improve the use of the existing transport network through effective management and maintenance	204	5,115 (29%)	C1. Principal Road Condition C2. Unclassified Road Condition C8. Footway condition	  

Table 15.5 Relationship Between Strategy Areas, Delivery Programme And Targets

Key:

Degree of challenge has been estimated based upon the DfT guidance, LTP1 performance, LTP2 spend programme and a benchmarking exercise undertaken against indicators reported in all UK authorities Provisional LTP2 documents. Banding defined as follows:

-  Stretched target
-  Average target
-  Minimum target requirements met
-  Target yet to be set



Targets and Indicators

16 RISK MANAGEMENT

- 16.1 Appendix F clearly sets out the details behind each of the mandatory and local targets, along with a review of the likely risks and how these risks will be managed. The following sets out a summary of the most important risks associated with the attainment of targets across the whole LTP2 programme, and the approach to mitigating these risks accordingly.

Road Safety

- 16.2 Significant progress has been made in the achievement of a stretched target during the LTP1 period, and in this respect, we have a greater knowledge on the outcomes of delivering our programme in the area of road safety than in any of the other shared priorities.

Risk 1: However, the improvements made during the first LTP period provide greater challenges during the LTP2 period, in particular that the numbers of Killed and Seriously Injured (especially children) each year on the roads in the conurbation are so low, that one significant incident would result in the target for that particular year not being met.

Mitigation: To mitigate against this we have established a three year rolling programme of performance such that should such an incident occur, this will be felt across three years, with the numbers averaged and hence less likely to impact the indicator in any one year.

Risk 2: Similarly, the progress made during the first LTP period has meant that we now have less 'cluster sites' to deal with (which can be more easily resolved through engineering measures alone) and a more random dispersal of accidents.

Mitigation: To mitigate this our programme has been modified to incorporate a growing investment in road safety education and enforcement, to ensure that the road safety measures are delivered across all sectors of society (in particular school children who remain one of the most vulnerable target groups for road safety education).

Risk 3: Finally, the success achieved to date could result in future decisions about spending allocations to be directed towards other shared priorities, resulting in less money being allocated to road safety.

Mitigation: To mitigate this our five-year programme clearly sets out our intentions on spend and delivery, with road safety showing a slight growth in spend from 28% of the budget in 2006/07 to 31% in 2010/11. Road Safety is presented as the highest priority within LTP2, and remains engrained within the Corporate and Community Strategies.

Accessibility

- 16.3 The Accessibility Strategy is possibly the most adventurous of the shared priorities, in that the outcome indicators are driven by a diverse set of mode specific strategies, all working to common objectives, combined with significant contributions from internal and external stakeholders. Making the strategy even more challenging is the fact that many of the mode specific strategies are seeking to tackle long term decline in the use of sustainable modes, using tools which themselves are relatively new (defined as smarter choices), and for which less knowledge is known about the 'outcome impact' of a series of 'input actions'.

Risk 1: The agreed delivery programme (i.e. the inputs), whilst resulting in the desired outputs (number of schemes delivered), do not have the corresponding expected impact on the outcome indicators (e.g. achieving modal shift).

Mitigation: To mitigate against this we have established two tiers of internal performance reporting. Firstly, for internal purposes we closely monitor the number and type of each scheme delivered, and undertake detailed before /after appraisal on the performance. Secondly, we have defined the LTP2 indicators (and the methodology for collecting data) to ensure that the collective benefits associated with the delivery programme can be identified. Should the outcomes differ from those expected then we would seek to further review the strategy elements, to learn from experiences elsewhere, and to review the programme accordingly.

Risk 2: As a result of the diversity of improvements achieved (across a range of sectors), the full gains are not fully attributed to the Accessibility Strategy, and hence the political support for its implementation declines. Similarly, the different administrations (Luton, South Bedfordshire and Bedfordshire) may have differing views on the emphasis upon accessibility during the LTP2 period.

Mitigation: All of the authorities are committed to the delivery of the LTP2, as set out within this document, recognising the clear benefits that a well formulated Accessibility Strategy can deliver. The assessment will therefore take account of a much wider range of indicators, quantitative indicators as reported through the LTP2, supplemented with experience from the range of stakeholders in the form of a qualitative assessment.

Risk 3: As a result of Growth Area status, the pressures and demands placed upon the highway infrastructure outweigh any benefits associated with the delivery of the Accessibility Strategy.

Mitigation: The Growth Area will be implemented in a careful and considered way, including due regard for the transport infrastructure requirements. In taking this approach the forecasting and modelling work underpinning the Growth Area requirements will include forecasts with the Accessibility Strategy in place, clearly

demonstrating the role and contribution of the specified measures. We will also seek to undertake site specific assessments (before /after studies) of schemes associated with the Accessibility Strategy such that local impacts can be clearly identified against a backdrop of overall growth in the conurbation.

Air Quality

Risk 1: The greatest challenge for the air quality strategy is the role that the Highways Agency can undertake in mitigating the impact of motorway and trunk road traffic, which are directly responsible for the two declared Air Quality Management Areas within the conurbation.

Mitigation: Work is well progressed in developing the appropriate partnership with the Highways Agency to ensure that a deliverable action plan to the declared AQMA's can be formulated. All viable options will be considered in formulating the action plans, and we will also consider the role that the major schemes and accessibility focussed schemes (for example bus lanes and demand restraint around the AQMA's) may play in contributing to the alleviation of these sites.

Congestion

Risk 1: We currently have a limited knowledge of the true extent of congestion within the conurbation, based generally on anecdotal evidence. The assumption that congestion will worsen as the Growth Area develops is likely to be true, and hence there is a risk that the demands of the Growth Area are not adequately met by supporting transport infrastructure, and that the existing network quickly exceeds its capacity to handle demand, resulting in significant congestion across the entire conurbation.

Mitigation: The Growth Area will be planned to ensure that the appropriate transport infrastructure is in place prior to occupation by future residents. Should the levels of congestion worsen rapidly (i.e. during the course of LTP2) we would review the congestion strategy, with the possibility of introducing demand restraint measures earlier than anticipated, although we would consider this carefully in the context of how far we have got with regard to offering genuine and viable alternatives to the car, and the impact that demand restraint would have upon local economies.

Asset Management

Risk 1: Reductions in budgets - this could be a combination of budget reductions, failing to take account of cost increases in materials or increase payments as a result of direct claims.

Mitigation: Proper account of the future maintenance requirements have influenced local budget setting, and LTP2 funding is supplemented by Luton Borough Council contributions to make-up any shortfall. Efficiencies will be maximised through involving supply chain in the maintenance partnering contract and through efficiencies associated with new partnering arrangements.

Risk 2: Increase in level of Statutory Undertaker works resulting in more defective reinstatements.

Mitigation: The Traffic Management Act will enable a closer coordinating role in the delivery of roadworks, with a more pro-active approach to the scheduling of future works.

Risk 3: Adverse weather conditions, the UK climate Impacts Programme predicts drier summers and wetter winters. This may result in increased damage to road surfaces resulting from both shrinkage and flooding.

Mitigation: This is considered to be a long term risk and is not covered in detail within the LTP2 period. However, the issues associated with climate change will continue to be assessed, in particular the implications for future year budget requirements.

Risk 4: Increasing traffic flows contribute to an increasing degree of degradation of the highway.

Mitigation: The targets associated with the asset management strategy are stretching, and take account of historical traffic growth trends, combined with future forecast growth associated with the Growth Area. Should actual traffic levels exceed the forecasts then the investment levels will be reviewed, and either: shortfalls met to maintain target levels of performance, or targets reviewed to take-account of increased traffic volumes.

Risk 5: New approaches to delivering the street scene prove more costly and difficult to maintain.

Mitigation: The Street Scene strategy will undoubtedly place greater demands upon the maintenance of the highway, as a result of creating more unique and higher quality places to live. Should the experience of delivering the street scene demonstrate these costs as being significant, then both the street scene and asset management strategies will be comprehensively reviewed to identify a suitable way forward (including comparative assessment which evaluates the full costs and benefits associated with the new approaches).

ABBREVIATIONS	
AONB	Area of Outstanding Natural Beauty
AQMA	Air Quality Management Area
ATM	Aircraft Travel Movements
BVPI	Best Value Performance Indicator
CAA	Civil Aviation Authority
CCTV	Closed Circuit Television
CIF	Community Infrastructure Fund
CPRE	Council for the Protection of Rural England
DfT	Department for Transport
DSA	Driving Standards Agency
EEDA	East of England Development Agency
EEDET	East of England Directors of Environment & Transport
EERA	East of England Regional Assembly
ELC	East Luton Corridor
EMA	Education Maintenance Allowance
ER	Environmental Report
EU	European Union
GAF	Growth Area Fund
GPS	Global Positioning System
IMD	Index of Multiple Deprivation
KSI	Killed and Seriously Injured
LA21	Local Agenda 21
LAA	Local Area Agreement
LDF	Local Development Framework
LDV	Local Delivery Vehicle
LLAOL	London Luton Airport Operations Limited
LSMMMS	London to South Midlands Multi-Modal Study
LSP	Local Strategic Partnership
LTP1	Local Transport Plan 1
LTP2	Local Transport Plan 2
MK/SM SRS	Milton Keynes / South Midlands Sub Regional Strategy
mppa	million passengers per annum
NATA	New Approach to Appraisal
NCN	National Cycle Network
NDC	New Deal for Communities
NHS	National Health Service

Abbreviations

ABBREVIATIONS	
ODPM	Office of the Deputy Prime Minister
P2W	Powered Two Wheelers
PCT	Primary Care Trust
PHV	Private Hire Vehicle
POS	Public Open Space
PPG	Planning Policy Guidance
PRIDE	Prevention and Reduction of Injuries and Driver Education
PSA	Public Service Agreement
PTU	Passenger Transport Unit
QOL	Quality Of Life
RoSPA	Royal Society for the Prevention of Accidents
ROWIP	Rights Of Way Improvement Plan
RoW	Right/s of Way
RPG	Regional Planning Guidance
RSS	Regional Spatial Strategy
RTPI	Real Time Passenger Information
RTRA	Road Traffic Reduction Act
RTS	Regional Transport Strategy
S106	Section 106
SA	Sustainability Appraisal
SBDC	South Bedfordshire District Council
SCOOT	Split Cycle Offset and Optimisation Technique
SEA	Strategic Environmental Assessment
SOA	Super Output Area
SSSI	Site of Special Scientific Interest
TAMP	Transport Asset Management Plan
TCDF	Town Centre Development Framework
TIF	Transport Innovation Fund
TMA	Traffic Management Act
TWA	Transport and Works Act
UTC	Urban Traffic Control
UTMC	Urban Traffic Management and Control

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
International		
Kyoto Protocol on Climatic Change	Tackle climate change and global warming by reducing greenhouse gas emissions: <ul style="list-style-type: none"> ☐ Article 2.1(a) deals with the mechanisms with which the Government has agreed to reduce greenhouse gas emissions 	The LTP can help reduce the amounts of greenhouse gases emitted from road transport by encouraging the use of modes of transport other than the private car
UN Conference on Sustainable Development 2004	Assumes collective responsibility to advance and strengthen the pillars of sustainable development; economic development, social development, and environmental protection at all levels. Also seeks to eradicate poverty and foster human development in an equitable way.	Transport policies adopted in LTP2 can assist in achieving a more sustainable pattern of development (e.g. use of non-car modes) and can complement measures to tackle deprivation in specific areas
European Spatial Development Perspective	Work towards a balanced and sustainable development throughout the EU. Ensures that the "three fundamental goals of European policy are achieved: <ul style="list-style-type: none"> ☐ Economic and social cohesion ☐ Conservation and management of natural resources and cultural heritage ☐ More balanced competitiveness of the European territory 	As UN Conference on Sustainable Development 2004
EU Birds Directive	To protect, manage and maintain the habitats of, and regulate all bird species living in the wild.	All new road schemes require an Environmental Assessment, which will look at environmental effects of the scheme
EU Habitats Directive	Established special protection areas and special areas of conservation to help conserve natural habitats, flora and fauna in the EU.	As above
EU Water Framework Directive	Improve the water environment and promote the sustainable use of water resources. Negative human impacts must be identified and a programme of measures established	Improving design of new transport facilities can reduce water usage of these facilities (e.g. train stations) and can minimise their impact on the water environment
EU Waste Disposal Framework Directive	To conserve natural resources, waste recovery and the use of recovered materials should be encouraged	The use of recovered materials will be promoted in the development of new transport infrastructure
EU Air Quality Directive	Concentrations of harmful air pollutants should be prevented or reduced and limits/alert thresholds set for ambient air quality	Air quality is a function of the district councils. However, the LTP can react to AQMA's, and seek

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
National		
Transport White Paper 2004 – ‘The Future of Transport’	Provide a transport network that can meet the challenges of a growing economy and increasing demand for travel, while achieving environmental objectives. These include reducing carbon emissions, protecting habitats, reducing noise pollution and protecting environmentally-sensitive areas	to reduce air pollutant concentrations by encouraging modal shift
Transport 2010: The Ten Year Plan	Tackle traffic congestion by improving all modes of transport, thereby increasing choice. The theme is invest in the future to create a better environment	The LTP will be based around the themes outlined in the white paper
Sustainable Communities: People, Places and Prosperity	Aim is to create sustainable communities, by: <ul style="list-style-type: none"> □ Giving people more of a say in the way their areas are run □ Ensure local government offers excellent services □ Tackle disadvantage in communities □ Bring together services, funding, and plans at a regional level, and deliver them □ Ensuring communities are well-connected 	Improvements to all modes of transport will be reflected in the LTP
Sustainable Communities: Building for the Future	Acts as a programme of action for enabling sustainable communities to happen, incorporating: <ul style="list-style-type: none"> □ Regeneration for deprived areas □ Delivering a “step-change” in housing supply □ Focussing growth in defined “growth areas” □ Delivering decent homes for all □ Protecting the green belt and the countryside 	The Milton Keynes and South Midlands Area is identified as a growth area, with concentrations for growth in Bedfordshire falling to Bedford and Luton, Dunstable, and Houghton Regis. LTP2 will seek to implement and/or assist in the implementation of this growth through improved transport links, particularly East/West public transport links. As People Places and Prosperity above
Walking and Cycling – An Action Plan	Sets out actions that the Government will take to increase levels of cycling and walking	LTP2 will incorporate measures that will seek to increase the number of walking and cycling trips taking place in Bedfordshire, particularly to and from workplaces and schools

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
National Cycling Strategy 1996	Promote cycling priority, at the workplace, in town centres and in new developments. Targets to double cycle trips by 2002, and double again by 2012	LTP2 will incorporate measures aimed to increase the number of trips undertaken on bicycles, including provision of cycle lanes, cycle stands, and adopting green travel plans LTP2 will reflect the London Luton Airport Surface Access Strategy and the Development Plan for the Airport
The Air Transport White Paper 2003 – The Future of Air Transport	Provide a framework against background of wider developments in air transport for development of airports in the UK to deliver extra airport capacity by 2030, particularly in the South East	The LTP will endeavour to reduce road accidents on Bedfordshire’s roads by a variety of means, such as safer design, lower speeds, better enforcement and road safety schemes
Department for Transport Road Safety Strategy	The national strategy for reducing number of, and deaths/injuries from, road accidents. Covers areas such as road engineering, road safety training, safety for non-car road users, and safety for children.	LTP2 will endeavour to reduce the number of children killed or seriously injured in Bedfordshire, using a variety of measures dependant upon local circumstances
Child Road Safety – Achieving the 2010 Target	Outlines how Local Government can achieve a 50% reduction in child casualties in road accidents by 2010, including undertaking a local road safety audit, implementing local traffic-calming measures, and ensuring road safety schemes complement each other	LTP2 will actively seek to improve rail services in, to and from Bedfordshire. This strategy will include setting up a Community Rail Partnership in the Bedford-Bletchley line, partnerships with TOC’s, Network Rail, the Department for Transport. Also, where possible, financial support of rural rail services may be included
The Rail White Paper 2004 – The Future of Rail	This outlines the Government’s new strategy for the railways, incorporating: <ul style="list-style-type: none"> ❑ Government control of railway strategy ❑ Clear responsibility for rail operation and performance ❑ Organisations working closer together ❑ More local involvement in rail services ❑ Better deal for freight 	LTP2 will incorporate measures to minimise the impact of transport development upon habitats and species in the natural environment The objectives of LTP2 will incorporate the principles of sustainable development outlined in the strategy
UK Biodiversity Action Plan Securing the Future: UK Government Sustainable Development Strategy 2005	To conserve and enhance biological diversity within the UK and to contribute to the conservation of biodiversity globally The main aims of the strategy are: <ul style="list-style-type: none"> ❑ Promoting good governance ❑ Living within environmental limits ❑ Ensuring a strong, healthy, and just society ❑ Achieving a sustainable economy ❑ Using sound science responsibly 	

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
The Rural White Paper 2000	Looks to provide "a new deal for rural England" through actions such as supporting village services, better rural transport, affordable housing, supporting the rural economy, and increasing accessibility to the countryside.	LTP2 will seek to provide greater accessibility to and from rural areas by non-car modes of transport
The National Air Quality Strategy	The strategy seeks to reduce the concentrations of air pollutants known to have a negative impact on human health and the natural environment. These pollutants include Benzene, Nitrogen Dioxide, Ozone, and Sulphur Dioxide	Transport sources of air pollution can be tackled through LTP2 policies seeking to reduce car use, and strategies for tackling
Planning Policy Statement 7: Sustainable Development in Rural Areas	Provides guidance on the development of rural planning policies, aiming to: <ul style="list-style-type: none"> ☐ Raise the quality of life and environment in rural areas ☐ Promote more sustainable patterns of development ☐ Promote economic development of English regions ☐ Promote sustainable and diverse agricultural sectors 	LTP2 will seek to support sustainable development in rural areas by improving transportation in rural areas, particularly public transport
Planning Policy Guidance Note 9: Nature Conservation	Outlines specific planning guidance to promote nature conservation, including protected species, designated sites, and use of environmental assessments	LTP2 will ensure that transport proposals do not adversely affect, and where possible benefit, designated areas, species, and nature conservation in general. All new major schemes will also undergo an Environmental Assessment before construction
Planning Policy Statement 11: Regional Spatial Strategies	Provides advice upon the role, preparation, scope and content of new Regional Spatial Strategies	Regional Spatial Strategies will incorporate Regional Transport Plans. LTP2 will take account of emerging Regional Transport Strategies that affect Bedfordshire and Luton
Planning Policy Statement 12: Local Development Frameworks	Provides an overview of the role of LDFs in the planning system, including integrating various aspects of planning (transport included)	Under new planning legislation, local plans are to be gradually replaced by local development frameworks. Until this time, LTP2 will reflect the policies of local plans.
Planning Policy Guidance Note 13: Transport	Integrates planning and transport at all levels, to: <ul style="list-style-type: none"> ☐ Promote the use of non-car modes of transport ☐ Promote accessibility to jobs, shopping, leisure, and services by non-car modes 	LTP2 will incorporate land-use policies designed to integrate land use and transport planning

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<p>Planning Policy Guidance Note 15: Planning and the Historic Environment</p> <p>Planning Policy Guidance Note 16: Archaeology and Planning</p>	<p>☐ Reduce the need to travel</p> <p>Provides advice on preserving the historic environment through the planning process, including detailed advice on Listed Buildings, Conservation Areas, and Ancient Monuments. The main aim is to preserve the historic environment where at all possible.</p> <p>Provides advice on identifying archaeological sites in LDFs, in addition to guidance upon dealing with archaeological matters in planning applications. The main aim is to preserve archaeological remains where possible, or provide adequate records where remains are to be lost.</p>	<p>LTP2 will take account of the historic environment when considering and implementing local transport schemes</p> <p>LTP2 will endeavour to ensure that the archaeological impact of transport schemes is identified early, and mitigating measures are taken where necessary</p>
<p>Planning Policy Guidance Note 24: Planning and Noise</p>	<p>Aims to:</p> <ul style="list-style-type: none"> ☐ Ensure that noise-sensitive development is not located near significant noise-generating development (and vice-versa) ☐ Ensure the noise levels emanating from developments is reduced, and ☐ Mitigate the noise impacts of existing and new developments 	<p>LTP2 will actively seek to reduce the noise impacts of both existing and new transport infrastructure upon neighbouring land uses</p>
<p>Planning Policy Guidance Note 25: Development and Flood Risk</p>	<p>Address the problems associated with flooding by:</p> <ul style="list-style-type: none"> ☐ Flooding susceptibility is a planning consideration ☐ Consulting the Environment Agency on development proposals ☐ Improve information available to the public about flooding ☐ Adopt the "precautionary principle" ☐ Recognising flood defences may not be an appropriate solution 	<p>LTP2 will ensure that new transport infrastructure will take account of the impact of flooding upon it, and its impacts upon the flood risk posed to its immediate area</p>
<p>The NHS Plan 2000</p>	<p>Outlines the reforms proposed for the NHS, including:</p> <ul style="list-style-type: none"> ☐ Putting the patient first ☐ Use of private healthcare facilities for NHS patients ☐ New infrastructure and facilities to tackle major diseases and ailments ☐ Improved access to healthcare facilities 	<p>Accessibility planning work will take into account access to NHS facilities</p>
<p>The Strategic Rail Authority's Strategic Plan 2003</p>	<p>Looking to achieve:</p> <ul style="list-style-type: none"> ☐ 50% growth in passenger kilometres, and 80% in freight by 2010 ☐ Reduce overcrowding in the London area ☐ Improve punctuality and reliability of services 	<p>LTP2 to actively promote the use of rail travel, by assisting in overcoming existing constraints, and planning for new growth</p>

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Midland Mainline Route Utilisation Strategy	<p>No new infrastructure proposed. But for the Bedford to London section:</p> <ul style="list-style-type: none"> □ Restructured timetable to improve punctuality, including a reduction in the Luton – South London services between Luton and St Albans □ Introduce more and longer trains in the peak periods □ A standard timetable being adopted for Midland Mainline trains, with more peak-time trains 	LTP2 to support the expansion in capacity of train services in Bedfordshire and Luton. LTP2 will also seek to increase punctuality and reliability of public transport services generally
Community Rail Development Strategy	<p>Looks to establish Community Rail Partnerships on rural branch lines, including the Bletchley to Bedford Line, with the objectives of:</p> <ul style="list-style-type: none"> □ Increasing passenger numbers, revenues, and freight use □ Managing costs down □ Greater involvement with the community 	LTP2 to support, and become actively involved in, new Community Rail Partnerships in Bedfordshire. Look at ways to reduce costs, increase passenger numbers, and ensure railways are responsive to the communities they serve
Sustainable Distribution: A Strategy	<p>The aim is to promote a more sustainable pattern of distribution by:</p> <ul style="list-style-type: none"> □ Integrating freight infrastructure □ Promoting integration within the freight industry, and with planning and road policies □ Ensure rail freight has a full role □ Improve understanding of the freight industry □ Improve safety of the freight industry □ Improve environmental performance of freight □ Promote an efficient, competitive freight industry 	LTP2 will encourage the distribution of goods and services by more sustainable modes of transport. It will seek to do this by identifying possible sites to transfer freight from road to other modes, improve safety standards within the freight industry, and work with partners to enhance freight's environmental performance.
Highways Agency – Targeted Areas of Improvement	<p>Provides a framework for improvement for the motorway and primary road infrastructure, including:</p> <ul style="list-style-type: none"> □ To deliver planned transport schemes, and quickly deliver new schemes □ Develop a strategic approach to assessing needs □ Minimise time for preparing highway schemes □ Minimise impact of trunk roads on the environment and communities □ Provide better quality services 	LTP2 will assist the Highways Agency in the deliverance of planned transport schemes. This will be done with minimal impact on the natural and built environment, and human health, with minimal costs.
Strategic Roads 2010: Highway Agency's 10 Year National Roads Strategy	<p>Explains how the Highways Agency will help to deliver the requirements of the 10-Year Transport Plan. This includes:</p> <ul style="list-style-type: none"> □ Easing Congestion □ Effective Maintenance 	How LTP2 will help deliver the requirements of the 10-Year Transport Plan is outlined above. LTP2 will assist the Highways Agency in the deliverance of its requirements under the 10-

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Regional		
Sustainable Communities: The East of England	<p>This is effectively a programme of action for the Sustainable Communities Plan, based on the East of England Plan Such actions include:</p> <ul style="list-style-type: none"> □ Safer Travel □ Better Information □ Quieter Roads □ Delivering in Partnership 	Year Plan through effective partnership working
The Regional Economic Strategy for the East of England	<p>To improve economic performance and enhance the region's competitiveness, addressing market failures which prevent sustainable economic development, regeneration, and business growth</p>	As Sustainable Communities Plan above.
Milton Keynes and South Midlands Sub-Regional Strategy	<p>Objectives are:</p> <ul style="list-style-type: none"> □ To achieve a major increase in the number of new homes provided in the area □ Provide for economic growth, with associated skills □ Focus development in existing urban areas □ Meet existing and future infrastructure needs □ Ensure development improves the environment □ Create sustainable communities 	<p>LTP2 will seek to improve the efficiency of the regional economy, and encourage sustainable economic development. Policies relating to reducing congestion will improve business performance</p> <p>The sub-regional strategy has a strategy for the sub-area of Bedfordshire and Luton. LTP2 will contribute to the aims of the strategy by ensuring that transport infrastructure is provided to cater for existing needs of the area in a sustainable manner.</p>
Regional Planning Guidance for the South East (RPG9)	<ul style="list-style-type: none"> □ Promoting management of and investment in the transport system, utilising existing capacity before building new capacity □ Encourage the use of more sustainable modes of Transport □ Support the Regional Spatial Strategy 	This is to be replaced by the Regional Spatial Strategy.
East of England Plan –	<ul style="list-style-type: none"> □ Increase prosperity and employment growth 	LTP2 will consider the outcomes of the Regional

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Draft Regional Spatial Strategy for the East of England	<ul style="list-style-type: none"> ☐ Improve social inclusion and access to jobs, services etc. ☐ Maintain the cultural diversity of the region ☐ Regenerate disadvantaged areas ☐ Deliver more integrated patterns of development ☐ Revitalise town centres ☐ Encourage redevelopment of brownfield land ☐ Meet the regions housing needs ☐ Protect and enhance the built and natural environment ☐ Minimise the demand for resources ☐ Minimise the environmental impact of travel ☐ Ensure infrastructure is adequate for existing and future needs ☐ Minimise the risk of flooding 	<p>Transport Strategy, part of the RSS. Specifically, however:</p> <ul style="list-style-type: none"> ☐ Transport infrastructure will re-use existing materials as much as possible, and obtain materials from recycled sources ☐ Transport infrastructure will seek to minimise its impact on adjacent water courses ☐ Modal shift should minimise the impact of travel on the environment ☐ Better transport infrastructure to promote better access to jobs and services ☐ Improve public transport accessibility and reduce parking standards for new development in Luton-Dunstable consistent with the area's role in the Plan as a Regional Interchange Centre <p>These objectives will be reflected in the objectives of LTP2</p>
Regional Transport Strategy	<ul style="list-style-type: none"> ☐ Improve access to jobs, services etc. ☐ New transport infrastructure should accommodate both existing and future needs ☐ Reduce the need to travel ☐ Reduce the transport intensity of the economy ☐ Minimise the environmental impact of transport ☐ Improve safety and security 	<p>These objectives will be reflected in the objectives of LTP2</p>
London to South Midlands Multi Modal Study	<p>To identify transport improvements likely to be most beneficial in reducing congestion, particularly on motorways and trunk roads, while supporting government policies on the environment, economic growth, and better access to jobs</p>	<p>LTP2 will consider how Bedfordshire County Council and Luton Borough Council can support the measures proposed in the study.</p>

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Local		
Bedfordshire and Luton Structure Plan	<ul style="list-style-type: none"> ☐ To contribute towards sustainable development whilst strengthening the local economy. ☐ A locational strategy which concentrates development in the main urban areas and within two strategic corridors. ☐ Targets and indicators for assessing the progress towards sustainable development. ☐ Improved conservation of key resources of land, water, energy, landscape, wildlife and the historic environment. ☐ Programmes to enhance landscape wildlife and historic resources, with a priority to improve the environment of the Marston Vale, to support the Marston Vale Community Forest and substantially increase tree cover in the County. ☐ A strategic framework for maintaining and improving the quality of the urban areas. ☐ To maintain the general extent of the Southern Bedfordshire Green Belt. ☐ Criteria for release of new employment land. ☐ Provision of 49,300 new dwellings 1991 – 2011, including affordable housing. ☐ Transport policies closely integrated with development, which encourage public transport, walking and cycling and restrict car traffic. ☐ Support for further expansion of London – Luton Airport up to 10 million passengers per annum, subject to environmental safeguards and satisfactory access arrangements. ☐ Safeguarding and improving the vitality and vigour of town centres and preventing edge of town retail schemes. ☐ Minimising extraction of minerals and generation of waste by encouraging efficiency, re-use and recycling. ☐ Encouraging recreation developments, including the relocation of Luton Town Football Club, subject to safeguards 	<p>Under new planning legislation, Structure Plans will be replaced by Regional Spatial Strategies and Local Development Framework. Until then, LTP2 will reflect the objectives and policies of the structure plan</p>

Other Plan or Programme

Local Plans and Local Development Frameworks

Bedfordshire and Luton Minerals and Waste Local Plan 2000 – 2015

Objectives/Principles/Requirements/Content

Local Plans and Local Development Frameworks Local Plans, and Local Development Frameworks, provide the strategic framework in which to deliver objectives of the Structure Plan and the Regional Spatial Strategy locally. Topics covered in local plans include:
Reducing the need to travel, reduce loss of greenfield land, redevelop brownfield sites, using non-car modes of transport, fostering sustainable development, supporting integrated transport, improving access to sport, cultural, medical, educational, and other community facilities, enhancing the viability of town centres, diversifying the rural economy, and protecting open spaces

- To identify the need, amount and location for extraction for minerals of economic significance;
- To identify the need, nature, scale and location of waste management sites, and promote the shift to more sustainable waste management practice;
- To balance the allocation of these sites with the environmental and public amenity constraints in the County;
- To ensure sensible and prudent use of the mineral and waste resources in the County;
- To prevent sterilisation of these resources;
- To encourage reduction in use of raw materials and greater recovery of waste products;
- To minimise the effects of minerals extraction and waste management on the environment; and
- To seek enhanced public and environmental benefits when considering site restoration and after use;
- To identify and maintain landbanks for the supply of construction aggregates and other minerals as required by current Government guidance;
- To set out Development Control criteria to be applied when considering mineral and waste applications and restoration and aftercare proposals

How the LTP can contribute towards these objectives and/or requirements

Under new planning legislation, Local Plans are to be gradually replaced by Local Development Frameworks. Until this time, LTP2 objectives will reflect Local Plan objectives on transport, notably the integration of land use and transport policy, and encouraging the use of more sustainable modes of transport.

LTP2 will encourage the re-use of on-site aggregates and materials where possible in developing transport infrastructure. Then materials from recycled sources will be considered, before non-recycled materials are considered as a last resort. Waste from construction will be minimised wherever possible, and re-used in construction or re-used elsewhere where possible. Opportunities will also be investigated for recycling of waste products emanating from transport infrastructure

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Bedfordshire County Council's Corporate Plan - Improving Bedfordshire's Services	Outlines the Council's corporate priorities for improving the lives of the citizens of Bedfordshire. These priorities include protecting vulnerable children, promoting independence for the elderly, raising standards in schools, promoting inclusion of all pupils, promoting Bedfordshire as a choice for business investment, developing a strong, diverse, flexible economy, developing a quality communication infrastructure, improve the quality of our roads, developing a sustainable transport infrastructure, reduce levels of crime, increasing recycling, promoting social inclusion, and successful management of the council	LTP2 will reflect the aims and priorities of the corporate plan.
Luton Borough Councils Corporate Plan-Luton 2011	Outlines the Council's corporate priorities for improving the lives of residents in Luton. Key priorities are to reduce deprivation, improve educational attainment, access to education and training, reduce unemployment, improve health, promote independence for the elderly, opportunities, reduce traffic congestion by providing sustainable alternatives to the car, improve leisure opportunities, reduce crime and fear of crime, and to improve the environment.	LTP2 will reflect the aims and priorities of the corporate plan.
Bedfordshire's Community Strategy 2003 – 2013	<ul style="list-style-type: none"> ❑ Regenerate towns and villages and their facilities ❑ Deliver minimal-impact transport measures ❑ Encourage sustainable development in Bedfordshire ❑ Develop a common vision for the County ❑ Provide good access to healthcare ❑ Tackle deprivation ❑ Foster "an inclusive place" 	LTP2 objectives will closely relate to the objectives of the Community Strategy. Examples of specific action can include promoting the use of non-car modes of transport, and providing better transport facilities to and from healthcare facilities
Luton Community Plan prepared by Luton Forum Local Strategic Partnership	<p>Sets out actions to improve quality of life in Luton by providing</p> <ul style="list-style-type: none"> ❑ A dynamic and creative town ❑ Improving learning, skills and employment ❑ Sustainable communities with access to services ❑ Crime reduction ❑ Improving health and social care ❑ Improving the quality of the environment 	LTP2 will reflect the aims and priorities of the community plan which is consistent with LBC Corporate plan

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Mid Bedfordshire Community Strategy	Similar to Bedfordshire Community Strategy, plus: <ul style="list-style-type: none"> ☐ Reducing crime and fear of crime ☐ The development of local community planning ☐ Promote economic diversification in the countryside 	As Bedfordshire Community Strategy
South Bedfordshire's Community Plan	Similar to Bedfordshire Community Strategy	As Bedfordshire Community Strategy
Bedford Borough's Community Plan	Similar to Bedfordshire Community Strategy	As Bedfordshire Community Strategy
London Luton Airport Surface Access Strategy	<ul style="list-style-type: none"> ☐ Provide high quality opportunities to access the airport by public transport while controlling opportunities for car use ☐ Develop integrated transport strategies to accommodate growth in travel demand and decrease the proportion of passengers using private cars ☐ Establish the airport as a catalyst for public transport improvements in the area 	LTP2 will support the objectives of the Surface Access Strategy, and seek to improve access to Luton Airport by non-car modes wherever possible.
Luton Borough Council Housing Strategy 2002-05	Action Plan in Strategy developed to address key housing problems in town, in particular high demand for social housing, increased levels of homelessness, the need to apply LBC targets for decent homes to private sector housing, and addressing the specific housing needs of minority ethnic communities, people with disabilities, young people and older people.	Better housing conditions contribute to improved health
Luton Borough Council Social Inclusion Policy Statement	<ul style="list-style-type: none"> ☐ Ensure access for Luton residents to facilities, services, goods and other people, but not at expense of the environment or health ☐ Create a vibrant local economy that gives access to satisfying and rewarding work without damaging the local, national or global environment ☐ Protect people's good health and well-being through a safe, clean and pleasant environment ☐ Ensure access for all Luton residents to good food, water, shelter and fuel at reasonable cost. ☐ to maximize basic income levels wherever possible 	Social inclusion is adversely affected by lack of access to affordable transport.
Mid Bedfordshire Anti-Poverty Strategy 2000	☐ to maximize basic income levels wherever possible	LTP2 will incorporate measures to enable access to services by a variety of means to those who

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Luton Borough Council Local Cultural Strategy	<ul style="list-style-type: none"> ☐ to ensure a cohesive approach to charging polices and concessionary schemes ☐ to ensure efficient, sensitive collection and recovery of charges and debts ☐ to work with others to deliver measures concerned with benefit information, money advice, self-help and development ☐ to ensure low income is not a barrier to people’s ability to use Council services ☐ to promote policies and actions which have a positive impact on those suffering effects of poverty ☐ to ensure information about the Council and its services is clear and available to all within the district who require it ☐ to raise awareness among the community about poverty within the district ☐ to provide skills, training and development opportunities to individuals ☐ to ensure that level of income does not affect ability to participate in decisions ☐ Build on Luton’s strong cultural diversity as a focus for activities ☐ Use cultural activities to help revitalise town centre and neighbourhoods ☐ Use cultural activities and venues to provide skills and jobs ☐ Use cultural activities to support physical and mental well-being ☐ Target services and activities to engage young people ☐ Listen to people of Luton, to meet their needs ☐ Make facilities and information about activities and services available to everyone 	<p>experience barriers to such services. LTP2 will also include and encourage schemes that makes public transport more affordable to the most vulnerable in society, for example concessionary bus fares. LTP2 will also</p> <p>provide a framework in which to raise awareness generally about the use of alternative modes of transport in Bedfordshire and Luton</p> <p>Good transport facilities are essential to enable participation in sport, leisure and cultural activities, and access to the countryside.</p>
Bedfordshire Police – The Local Strategic Plan & The Policing Plan 2004/05	<ul style="list-style-type: none"> ☐ Work in partnership with others ☐ Reassure the public (combating the fear of crime) ☐ Reduce crime in Bedfordshire by increasing intelligence, detection of crime, and targeting serious offences ☐ Managing operational demand by better management of 	<p>LTP2 will incorporate measures aimed at reducing crime and fear of crime on transport infrastructure in Bedfordshire and Luton (e.g. CCTV at bus stops, and improved lighting).</p>

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Prospering Together – A Joint Economic Development Strategy for Bedfordshire and Luton	<p>human resources and use of IT</p> <ul style="list-style-type: none"> ☐ Delivering improvements through partnership ☐ Excelling in community and race relations <p>Vision is for the economy to have:</p> <ul style="list-style-type: none"> ☐ Successful businesses providing a wide range of jobs ☐ Quality education infrastructure providing adequate skills for employment ☐ Excellent transport and social infrastructure making Bedfordshire an attractive place in which to work ☐ Ensure the sustainable growth of the economy does not come at the expense of the environment 	<p>Such measures will be worked up and implemented in partnership with the police.</p> <p>LTP2 will seek to improve all transport infrastructure in Bedfordshire and Luton so that the economy of the county remains competitive. Greater access to social and education facilities by all modes of transport will also be a priority, and new schemes will be scrutinised for their impact upon the natural and built environment.</p>
Luton Borough Council Environment Strategy	<p>Sets out how the Council aims to minimise negative environmental impacts and maximise positive aspects of its own activities under five key headings</p> <ul style="list-style-type: none"> ☐ Commitment to environmental improvement & sustainability ☐ Tackling climate change ☐ Creating a healthier, safer, greener & cleaner environment ☐ Protecting/enhancing natural & built environment ☐ Reducing consumption of materials, water, & energy 	<p>The Strategic Environmental Assessment of LTP2 will be consistent with key actions and policies</p>
Bedfordshire and Hertfordshire Strategic Health Authority – Investing in Your Health	<p>Main proposals are:</p> <ul style="list-style-type: none"> ☐ To provide community Diagnostic and Treatment Centres ☐ To develop local intermediate care facilities ☐ Develop accident and emergency services, and other emergency services ☐ Develop the major hospitals ☐ Build 3 new surgi-centres 	<p>The impact of new healthcare facilities will be taken into account during accessibility planning work for LTP2</p>
Bedfordshire's Education Development Plan	<ul style="list-style-type: none"> ☐ Raising and maintaining pupil performance ☐ Supporting school self-review and development ☐ Promoting effective continuity and progression ☐ Highlighting learning for tomorrow ☐ Improving motivation and behaviour 	<p>LTP2 could identify opportunities for education in transport matters, such as road safety, impact of transport choices etc. LTP2 could identify opportunities to include this within the school curriculum, in partnership with the Local</p>

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Bedfordshire School and Transport Policies 2000	<ul style="list-style-type: none"> q Improving LEA effectiveness q Meeting individual needs <p>Outlines specific council policies on the transport of pupils to and from school. This includes concessionary fares on public transport, parental responsibility, criteria for free school transport, and special needs educational transport</p>	<p>Education Authority.</p> <p>LTP2 will seek to encourage travel to school by a variety of modes of transport. Working in partnership with the LEA and schools to identify particular transport issues, and methods to overcome them will accommodate this.</p>
Bedfordshire County Council – Child Services Improvement Plan 2003 – 2006	<ul style="list-style-type: none"> q A clear focus on the whole child addressing his/her needs across all the dimensions of life q Putting children and families rather than the organisation at the centre of our activity q Preventing the need for care whilst safeguarding those who need care in order to promote their independence and well being q Changing the balance of care to re-focus services towards community based solutions q Commitment to user participation so that the views of children and families can influence and shape the nature of the service q Working in partnership within the Council and with other agencies to deliver co-ordinated responses to need q Creating a culture of empowerment for staff to foster a 'can do' approach Valuing and listening to staff and providing them with the right resources to be able to do the job q Developing an open learning culture which encourages from users staff and other partners q Ensuring the celebration of diversity 	<p>LTP2 will take into account the transport implications of provision of services for children, in partnership with the relevant organisations.</p>
Bedfordshire County Council – Community Care Joint Investment Plan 2001 – 2004	<ul style="list-style-type: none"> q Delivery of services will be provided to individuals on a holistic basis q Services will be provided to people across traditional service boundaries where needed q Development of preventive services will proceed through funding from the Modernisation Fund and Supporting People initiatives; q Service provision will be established on a Multi-agency basis q There will be an integrated approach with services for 	<p>LTP2 will take into account the transport implications of provision of services for care in the community, in partnership with the relevant organisations.</p>

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Welfare to Work for Disabled People Joint Investment Plan 2001 – 2004	<p>children, young people and families where needed</p> <ul style="list-style-type: none"> ☐ The need to integrate the development of financial planning, information systems and workforce planning with that of direct provision <p>The Joint Investment Plan will:</p> <ul style="list-style-type: none"> ☐ Address the needs of a wide, diverse range of people with disabilities with a view to supporting access to work related activity ☐ Seek to be as inclusive as possible ☐ Be client centred, not driven by the needs of individual agencies working with disabled people ☐ Be a community plan, the development of which is a shared responsibility ☐ Be intended for a diverse range of individuals with varying degrees of disability 	<p>LTP2 will seek to support the work of this plan by providing adequate access to employment and other services and community facilities by ensuring that transport infrastructure can be easily used by the disabled. Such actions can range from specially dedicated buses for disabled, to adaptations to public transport, road crossings, and public transport interchanges</p>
Policy For The Provision Of Transport For Social Services Customers	<ul style="list-style-type: none"> ☐ No transport will be arranged and paid for by the County Council unless transport requirements have been identified as an assessed need within a care package. ☐ Accurate records must be made on the file and care-plan detailing. ☐ The reasons for the choice of day care or specialist resource and if appropriate, why the nearest facility does not meet the individual's needs the assessment of transport needs ☐ The transport options that have been considered and why they have been rejected and the justification for the method of transport requested ☐ The requirements for transport to be provided by the local authority and when and by whom these will be reviewed. 	<p>LTP2 will support this plan by identifying members of the population who have the greatest unmet needs for transport, and seek to provide transport for them. LTP2 will also seek to work in partnership with Social Services to provide transport for its customers needs.</p>
Bedfordshire Bus Strategy 2005	<ul style="list-style-type: none"> ☐ To establish a network hierarchy, providing a framework within which services can be developed and resources channelled to those services that give greatest benefit. ☐ To take a consistent and realistic approach to the development and support of the network. ☐ To maintain the highest proportion of commercial provision as 	<p>The LTP2 strategy for buses will reflect the aims and objectives of the Bus Strategy</p>

Other Plan or Programme	Objectives/Principles/Requirements/Content	How the LTP can contribute towards these objectives and/or requirements
Live and Breathe Bedfordshire – Our Great Outdoors	<p>possible, recognising operators' aspirations and objectives.</p> <ul style="list-style-type: none"> □ To take an integrated approach to the network as a whole, co-ordinating service development to maximise its potential and achieve efficiency and effectiveness. □ To take a comprehensive approach to service development, taking account of all measures that contribute to high quality and attractive provision. □ To effectively monitor progress in order to demonstrate success and inform future developments. □ We will work with people in their communities □ We will encourage people to enjoy the outdoors □ We will improve access to rights of way and open spaces to the mobility and sensory impaired □ We will continue to improve the standards of maintenance □ We will identify links between existing and new residential developments to open spaces and amenities, and establish and improve them □ We will provide good signs and on-site interpretation □ We will work in partnership with others to provide new open spaces □ We will assess crossing safety, and improve them where possible □ We will provide new connections between open spaces and areas of need □ We will strive to improve rural networks for non-car users □ We will identify problems for accessibility on the rights of way network, and resolve them according to priorities □ We will ensure easy access to accurate and quality information □ We will raise awareness, encourage responsible use, and improve management □ We will widen access by providing quality, well-maintained routes □ We will promote and support rural businesses by establishing easy outdoor access 	<p>The objectives of this plan will formulate policy and objectives on improving outdoor accessibility, improving rights of way, encouraging use of non-car modes of transport, and improving facilities for walkers and cyclists.</p>

Other Plan or Programme

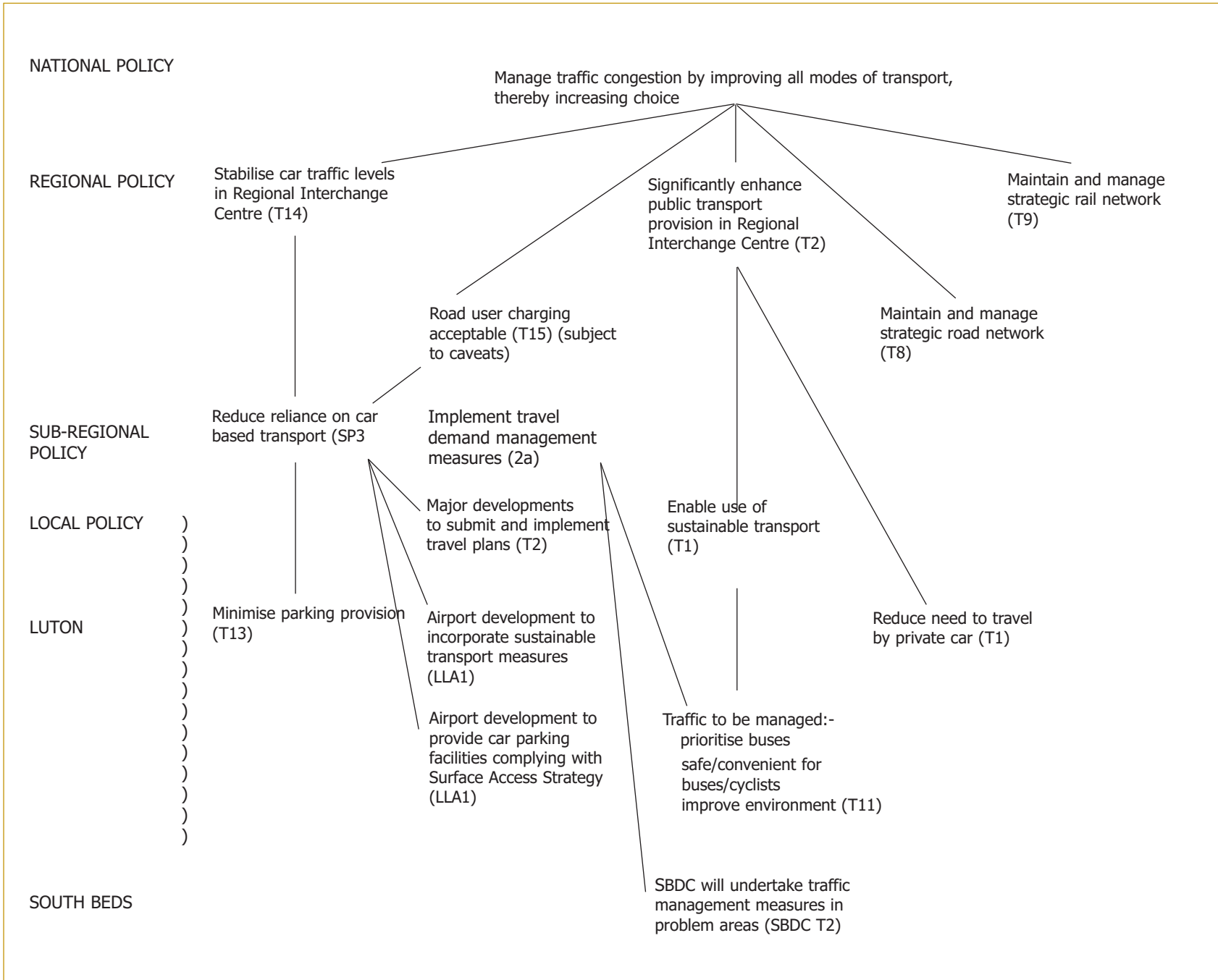
Bedfordshire County Council Road Safety Strategy 2010

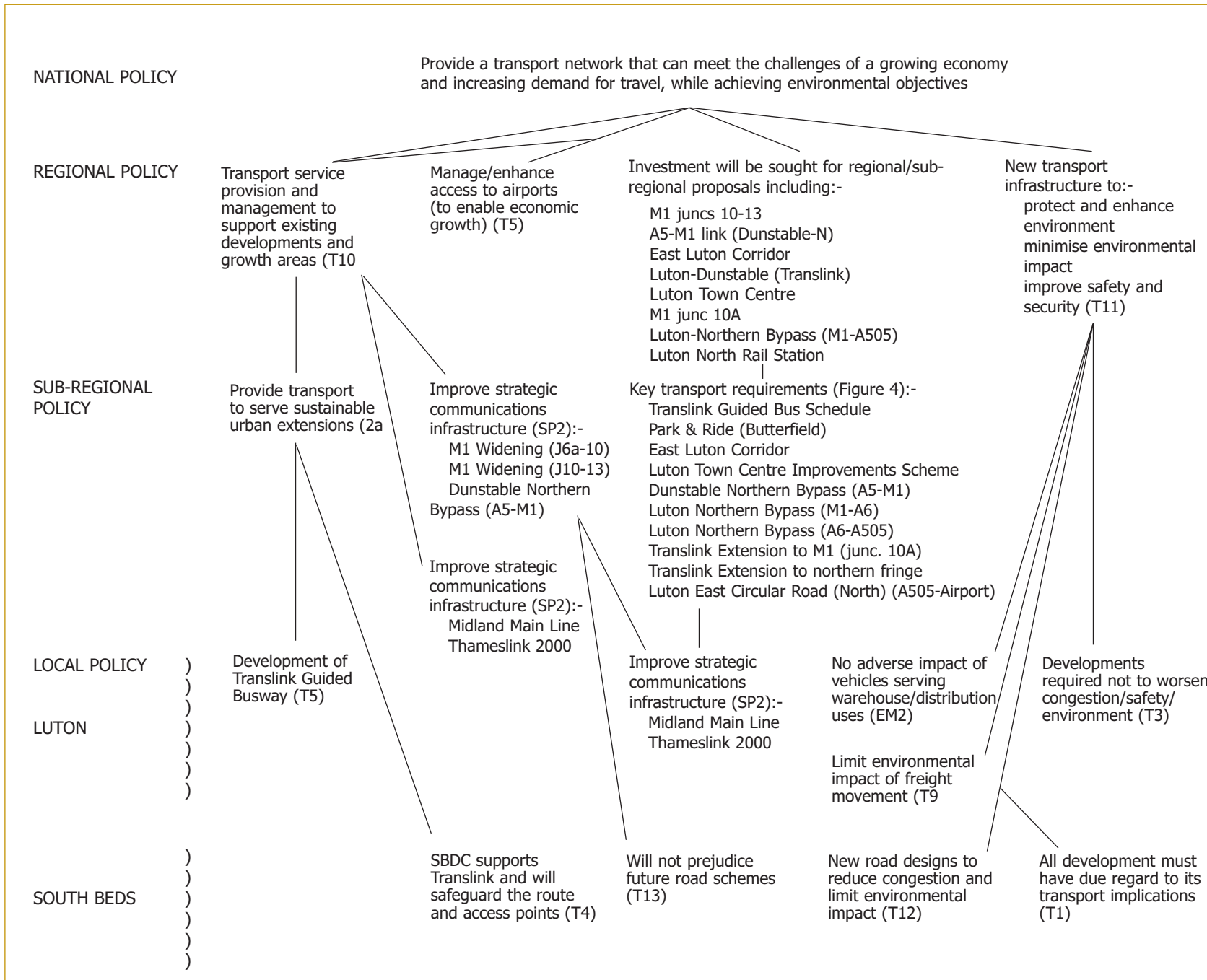
Objectives/Principles/Requirements/Content

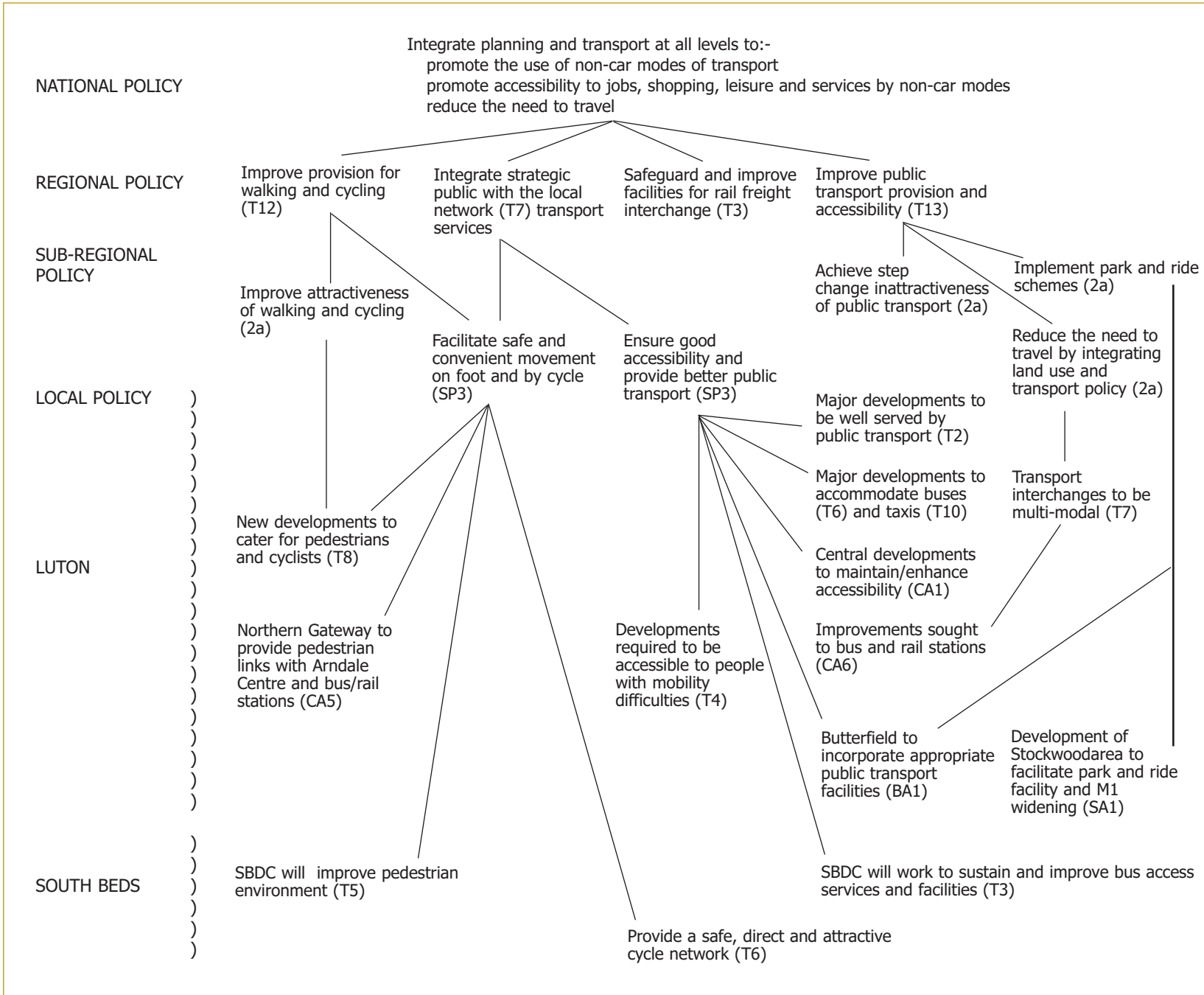
- ☐ To raise the profile and status of work to reduce casualties throughout Bedfordshire
- ☐ To encourage people to use roads more responsibly and give greater consideration to vulnerable road users
- ☐ To identify and engage all those stakeholders who can benefit from reducing casualties that result from road collisions and who can contribute in a co-ordinated way
- ☐ Use resources and funding in a more economic way
- ☐ To relate casualty reduction targets to National targets, outlining how we are achieving them

How the LTP can contribute towards these objectives and/or requirements

One of LTP2's objectives will relate to road safety, and decreasing the number of casualties and injuries on Bedfordshire's roads. Policies and objectives on road safety will reflect the aims and objectives of the Road Safety Strategy.









Relationship Between National, Regional, Sub-regional and Local Policies

Summary of Corporate and Community Strategies

	Luton Corporate Plan	Luton Community Plan	Bedfordshire Community Plan	Bedfordshire Community Strategy	South Beds Corporate Plan
General	<p>Corporate values: protect and support the vulnerable, support independence; promote equal opportunities, tackle disadvantage (1:7)</p> <p>Neighbourhood Renewal Strategy: ensure that no one in Luton suffers from the effects of poverty and deprivation, irrespective of their background, ethnicity or neighbourhood (6:2)</p>	<p>Access and social inclusion: Target activity to the most needy of our communities, reduce inequalities in environment and in health, maximise social inclusion (p. 6)</p> <p>Sustainable communities with access to services is one of the key themes To provide services, information of the Plan (p. 9)</p> <p>To provide services information and facilities that are accessible to all Lutonians, irrespective of income, their ethnic background, where they live, their access to private transport, their age or disability (p. 36)</p>	<p>Improving the proportion of rural households who are able to access services (p. 14)</p> <p>Implement changes to improve accessibility (p. 14)</p> <p>We will increase accessibility to and form areas of deprivation (p. 21)</p>	<p>We need to reduce the difficulties experienced by people trying to access key services due to transport, cost, non-provision or lack of information (p. 9)</p> <p>Distributing the provision of housing in a sustainable way to meet the needs of local communities, encouraging mixed use (p. 21)</p> <p>Working together to develop effective care and support arrangements to enable people to enjoy a good quality of life and, where appropriate, live independently (p.21)</p> <p>No one should be seriously disadvantaged by where they live (p. 47)</p>	<p>To support independent living, working in partnership to meet the needs of vulnerable people (p.12)</p> <p>Establish by research those communities where infrastructure, support services and/or amenities are lacking in some way - and work in partnership to remedy these deficiencies (p. 12)</p>
Health	Evaluate the impact on local people's health of major council proposals, and ensure	In 2012, Luton is to be a town where people have access to appropriate health care		We will provide good access to health and care and strive to ensure that resources	Increase access to primary care services, including the establishment of well

	Luton Corporate Plan	Luton Community Plan	Bedfordshire Community Plan	Bedfordshire Community Strategy	South Beds Corporate Plan
	<p>adverse effects are eliminated or minimised (9:8)</p> <p>Develop a town wide health improvement strategy for Luton in partnership with Luton tPCT, focusing on the priorities identified by the tPCT and on the wider determinants of health (9:7)</p>	<p>that they are satisfied with and safer mobility, so they can lead healthy and independent lives, enabling them to play as full a part in society as they can (p. 11)</p> <p>Ensure any new housing development is planned with access to local doctors (p. 37)</p> <p>Improve local neighbourhood availability of chemists, GPs, care homes, opticians and dentists (p. 55)</p> <p>Development of a one-stop-shop at Farley Hill (p. 57)</p>		<p>keep up with increased demand (p. 7)</p>	<p>person screening services and GP premises developed in Dunstable (p. 16)</p> <p>Responsive public/community/ demand transport which would improve access to health care facilities and reduce dependence on the private car (p. 26)</p>
Education	<p>Corporate value: lifelong learning for all (1:7)</p> <p>Enable all pupils to have access to varied learning opportunities in a multi-cultural environment (8:1)</p>	<p>To link strongly through Environment and Transport Plans to improve access to learning and employment (p. 25)</p> <p>Provide locally based</p>	<p>Extend access to a range of learning courses in most areas (p. 20)</p>	<p>Giving learners suitable learning opportunities at a place, time and in a manner that suits their requirements (p. 40)</p> <p>Need to respond</p>	<p>It is essential that [new] homes are provided with the infrastructure to sustain them. Better transport links are proposed which mean that the Houghton Regis/North Dunstable</p>

	Luton Corporate Plan	Luton Community Plan	Bedfordshire Community Plan	Bedfordshire Community Strategy	South Beds Corporate Plan
	Enable more people to enjoy lifelong learning opportunities locally (8:2)	training and community facilities in Ashcroft, Ramridge, Bury Park, Dallow and Lewsey (p. 29) To raise standards and attainment levels by finding alternative models for training and education (e.g. in the community) to meet the needs of those excluded by present models (p. 29)		positively to barriers to learning, both practical and cultural (e.g. transport, patterns of work, appropriate premises etc) (p. 41)	and Luton conurbation will require significantly improved services including education and training facilities. Dunstable College will play a major role in providing new training programmes linked to the housing development and future population needs (p. 20)
Food	Ensure access for all Luton residents to good food, water (6:4)	In 2012, Luton is to be a town where people have access to affordable, healthy food and drink (p. 11) To ensure access for all Luton residents to good food, water, shelter and fuel at reasonable cost (p. 36) Ensure any new housing development is planned with access to local shops (p. 37)			Continuous improvement of local initiatives to increase access to safe, fresh affordable food and encourage healthier eating (p. 16) Responsive public/ community/ demand transport which would improve access to shops and reduce dependence on the private car (p. 26)
Leisure	Improve access for	In 2012, Luton is to be	Maximise opportunities to	Access to regional and	Everyone will have the

	Luton Corporate Plan	Luton Community Plan	Bedfordshire Community Plan	Bedfordshire Community Strategy	South Beds Corporate Plan
	<p>local people to the countryside (4:3)</p>	<p>a town where there will be a range of activities available in local communities (p. 15)</p> <p>Improve public transport links to leisure facilities (p. 16)</p> <p>Ensure new housing development is planned with access to play areas and green space (p. 37)</p> <p>Access to leisure activities (p. 40)</p>	<p>access, enjoy and benefit from cultural and environmental services (p. 20)</p>	<p>national leisure and cultural facilities (p. 8)</p> <p>We all share the environment in which we live and should have equal rights to access the benefits it provides (p. 22)</p> <p>Work with public transport providers to improve access to recreation attractions and leisure facilities (p. 35)</p>	<p>opportunity to access the countryside, improve their health and fitness, develop creative skills, discover new interests, socialise and enjoy themselves (p. 30)</p> <p>Increase accessibility, usage and appreciation of our open spaces and countryside for all (p. 31)</p>
Social care	<p>Promote independence (9:2)</p> <p>Increase proportion of people aged over 65, and vulnerable adults, to continue to live independently in their own home (9:4)</p> <p>Provide services locally as far as possible to prevent clients having to move from Luton or to undergo long journeys (9:2)</p>	<p>Access to community facilities (p. 39)</p> <p>Improve local neighbourhood availability of care homes (p. 55)</p>	<p>Promoting independence for older people (p. 8)</p>	<p>Increasing the number of vulnerable older people helped to live independently...need to improve access to community support services (p. 50)</p>	

	Luton Corporate Plan	Luton Community Plan	Bedfordshire Community Plan	Bedfordshire Community Strategy	South Beds Corporate Plan
Jobs	<p>Corporate value: value our workforce (1:7)</p> <p>Create a vibrant local economy that gives access to satisfying and rewarding work without damaging the environment (6:4)</p> <p>Reduce unemployment and social exclusion, particularly within priority regeneration areas (7:2)</p>	<p>In 2012, Luton is to be a town which has a well-trained workforce able to fill jobs locally (p. 23)</p> <p>To link strongly through Environment and Transport Plans to improve access to learning and employment (p. 25)</p> <p>Help to ease barriers to employment (e.g. childcare commitments, transport) (p. 29)</p> <p>Ensure any new housing development is planned with access to local jobs (p. 37)</p>	<p>A high priority is placed on improving access through better transport networks to our employment areas and town centres (p. 12)</p> <p>Promoting a county-wide communications infrastructure to support the growth in business and commerce (p. 12)</p>		<p>If South Bedfordshire residents are to be able to gain access to jobs [at London Luton Airport] without causing increased commuting problems, better public transport links to the Airport will be needed (p. 18)</p> <p>Provide sufficient new employment land and premises in association with any new housing growth in the area (p.19)</p> <p>Lack of sufficient transport infrastructure to meet local business and employee needs (p. 26)</p> <p>Responsive public/community/ demand transport which would improve access to employment and reduce dependence on the private car (p. 26)</p>

	Luton Corporate Plan	Luton Community Plan	Bedfordshire Community Plan	Bedfordshire Community Strategy	South Beds Corporate Plan
General					
Health	% of the population living more than 400m, as the crow flies, from a doctor (6:4)				
Education					
Food	% of the population living more than 400m, as the crow flies, from a shop or market selling fruit and vegetables (6:4)				
Leisure	% of the population living more than 400m, as the crow flies, from a park; also from a community centre or leisure centre (6:4) % of residents satisfied with local authority cultural services (6:5)				Satisfaction levels in our community rise in relation to the range and quality of leisure and creative facilities and opportunities available (p. 31)
Social care					
Jobs	Target: substantially increase the number of filled jobs in an area divided by the working age population resident in that area (7:2)		Increase in jobs broadly matching the increase in the labour force by creating 2000 jobs per annum between 2001 and 2006 (p. 13)		Public satisfaction [with transport] including local traders and businesses within the area (p. 26)

LOCAL TRANSPORT PLANNING

JOINT STATEMENT

By:

Bedfordshire County Council

Buckinghamshire County Council

Luton Borough Council

Milton Keynes Council

Northamptonshire County Council

This statement covers the entire geographic areas of Bedfordshire, Northamptonshire, Luton and Milton Keynes, plus the Aylesbury Vale district of Buckinghamshire.



Partnership Working

The authorities are jointly committed to working together to improve local transport throughout the growth area, both amongst themselves and with other organisations such as the Government Offices, the Regional Assemblies, the Highways Agency, bus and train operators, Sustrans and the various Local Delivery Vehicles.

Congestion Issues

The authorities are jointly committed to:

- Developing a common monitoring regime for congestion across the growth area.
- Identifying strategic congestion hot spots with a cross-boundary impact, and developing joint responses to deal with these sites. These sites include:
 - M1 Junction 13
 - M1 Junction 14
 - A5 / A4146 Fenny Stratford Bypass
 - A5 / A508 Roundabout, Old Stratford
- Work closely with the Highways Agency to reduce congestion at junctions between the trunk and non-trunk road network.

Accessibility

The authorities are jointly committed to:

- To work together to ensure cross-boundary accessibility issues are understood as part of the strategic accessibility audit process.
- Where necessary, to develop joint accessibility strategies to deal with cross boundary accessibility.
- Locating major new developments in such a way as to ensure accessibility for all.

Safety

The authorities are jointly committed to:

- Introducing a common approach to cross-boundary route improvements.
- Improving liaison between the various regional road safety organisations covering the sub-region.

Air Quality

The authorities are jointly committed to:

- Sharing best practice in developing Air Quality Action Plans with Borough and District Councils.
- Adopting a joint approach to the Highways Agency with regard to Air Quality Management Areas (AQMS) on Motorways and Trunk Roads.

Road Issues

The authorities are jointly committed to:

- Supporting the transport proposals in the Milton Keynes & South Midlands Sub-Regional Strategy as a minimum requirement for the growth area.
- Press for those schemes currently listed as "not under active consideration" to be given a definite programme date.
- Press for a further review of the Trunk Road network within the growth area.
- Develop an agreed "core road network" for the growth area, as shown on Plan 1.

Bus and Coach Issues

The authorities are jointly committed to:

- Introducing schemes similar to the successful improvements to the X4 Milton Keynes - Northampton - Peterborough services such as the:
 - X2 Northampton to Bedford
 - X5 Oxford - Milton Keynes - Cambridge
 - X15 Aylesbury to Milton Keynes
 - X66 Luton Dunstable to Milton Keynes
 - 31 Luton Dunstable to Leighton Buzzard
 - 61 Luton Dunstable to Aylesbury
- Promoting the upgrading of Milton Keynes Coachway as a sub-regional interchange for coach travel.
- Promoting the upgrading and extension of coach routes to Luton Airport from across the sub-region.
- Investigating the possibility of cross-border park and ride facilities, particularly in the Milton Keynes area.
- Developing a sub-regional coach network to serve the growth area, particularly to complement and fill-in gaps in the rail network.

Rail Issues

The authorities are jointly committed to:

- Seeking improvements in the capacity for and frequency of local services on the West Coast Main Line, by building upon the infrastructure improvements that have already been introduced for long distance services.
- Pressing for increased capacity on the Midland Main Line to allow for the introduction of additional services and destinations
- Supporting the development of an East - West rail service from Oxford and Aylesbury to Cambridge via Milton Keynes and Bedford. The authorities believe that this route should be re-opened to passenger traffic in full, and that this is inextricably linked to development of the growth area and the Oxford - Cambridge Arc.
- Pursuing the opportunities that Community Railways may bring for the Marston Vale line between Bedford and Bletchley.
- Supporting the principle of re-opening of the Northampton - Bedford railway line.

Parking Issues

The authorities are jointly committed to:

- Introducing Decriminalised Parking Enforcement regimes across the area and use the proceeds to support sustainable modes of travel.
- Developing parking standards for new developments in consultation with each other.

Charging Issues

The authorities are jointly committed to:

- Supporting the principle of a national road charging scheme, as proposed by the Commission for Integrated Transport, as the only effective way of developing charging outside the major conurbations.

Development Issues

The authorities are jointly committed to:

- Working together to ensure that developers face similar requirements for new development proposals throughout the growth area.
- Liasing closely on cross-border developments to ensure that the needs of all communities are considered in new developments.

Travel Plans

The authorities are jointly committed to:

- Working together and with the Highways Agency to share good practice.
- Identifying and working with companies that are implementing travel plans that would benefit from joint authority action.

Freight

The authorities are jointly committed to:

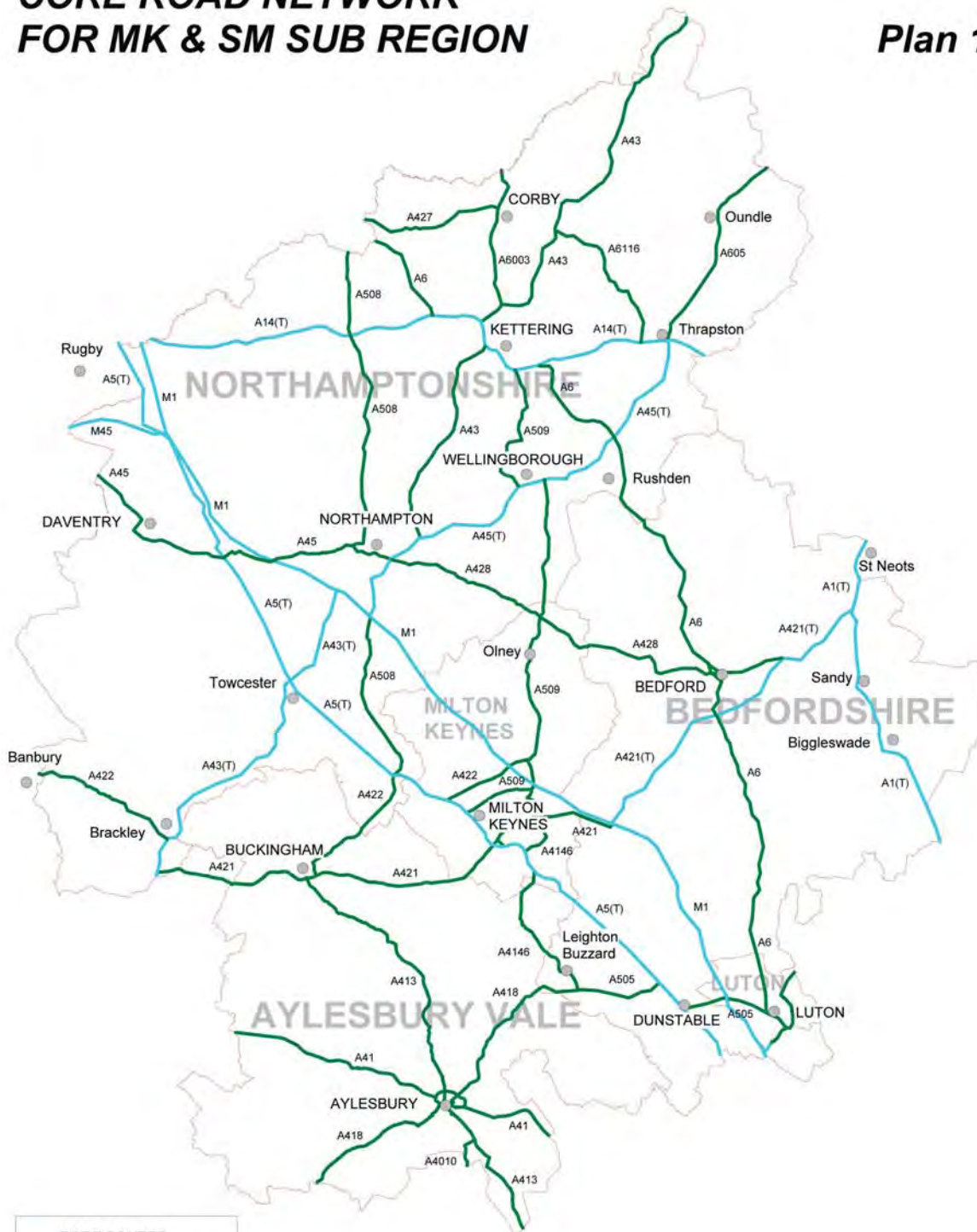
- Encouraging Heavy Goods Vehicle traffic to use the agreed core network.
- Promoting the use of rail for construction-related traffic.

Implementation of the Joint Statement

The Joint Statement will be used to support joint working between the authorities throughout the LTP2 period. Regular meetings between the transport planners will provide a framework for other specialists within the authorities to work together in delivering common schemes and programmes on the ground.

CORE ROAD NETWORK FOR MK & SM SUB REGION

Plan 1



CORE ROUTES

- Highways Agency Roads
- Local Authority Roads



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FINAL SECOND LOCAL TRANSPORT PLAN**LTP-F11: Summary of support sought from local transport capital settlement**

Plan : Luton (sole - part of joint)

Contact Name : David V. Williams

Telephone Number : 01582 547162

Authority No: 145B

All figures in £000

	2007-08	2008-09	2009-10	2010-11
Maintenance block expenditure (up to provisional planning guidelines)	967	1015	1066	1119
Primary route bridges and emergency works	0	n/a	n/a	n/a
Individual major schemes	34622	27402	15460	0
Exceptional maintenance schemes each costing less than £5 million	0	0	0	0
Integrated transport block expenditure (up to final planning guidelines)	2588	2495	2385	2254
Further integrated transport block expenditure (up to 25% of final planning guidelines)	647	624	596	563
Total (local transport capital settlement)	38824	31536	19507	3936

Notes:

For LTP-F11 and F12

1. All entries should be in cash terms (assuming 2.5% pa retail price inflation)
2. Enter all financial data in multiples of £1000, e.g. 500 = £500,000. DO NOT use commas or decimal places.
3. All expenditure entries should be for the funding sought from the local transport capital settlement only.
4. The threshold for major schemes is for the gross cost (not necessarily the local transport capital settlement contribution) and is usually £5m, but is less for some smaller authorities.
5. Maintenance schemes costing more than £5m should be reported as major schemes.

For LTP-F11

1. The sum of the maintenance block and integrated transport block expenditure (and not necessarily each block) rows should sum to the final planning guidelines for each year.
2. Funding profiles for primary route bridges and emergency works after 2007/08 are not needed (but can be included).

Appendix E

FINAL SECOND LOCAL TRANSPORT PLAN LTP-F12: Summary of support from local transport capital settlement for major schemes and exceptional schemes

Plan: Luton (sole - part of Joint)

Authority No: 145B

All Figures in £000

Scheme name	Type	DfT Ref/Pry	Start of main works		End of main works		2005/06 and before	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14 and after
			mm	yyyy	mm	yyyy									
TOTAL LTP-F12 - ALL							6082	750	34622	27402	15460	0	0	0	0
TOTAL LTP-F12 - MAJOR SCHEMES							6082	750	34622	27402	15460	0	0	0	0
TRANSLINK	BG1		3411/04	2007/05	2009		4715	400	34372	21052	9160				
EAST LUTON CORRIDOR (SOUTH)	RD5		7672/04	2006/03	2008		953	0	0	0					
TOWN CENTRE TRANSPORT SCHEME	IN6		10/05/08	2008/08	2009		414	350	250	6350	6300				
TOTAL LTP-F12 - EXCEPTIONAL MAINTENANCE SCHEMES							0	0	0	0	0	0	0	0	0

FINAL SECOND LOCAL TRANSPORT PLAN**LTP-F11: Summary of support sought from local transport capital settlement**

Plan : Luton (Dunstable - part of joint)

Contact Name : Glenn Barcham

Telephone Number (with extension) : 01234 228687

Authority No: 145A

	All figures in £000			
	2007-08	2008-09	2009-10	2010-11
Maintenance block expenditure (up to provisional planning guidelines) Zero all on Bedfordshire forms	0	0	0	0
Primary route bridges and emergency works		n/a	n/a	n/a
Individual major schemes	50	0	0	0
Exceptional maintenance schemes each costing less than £5 million	0	0	0	0
Integrated transport block expenditure (up to final planning guidelines)	500	520	540	550
Further integrated transport block expenditure (up to 25% of final planning guidelines)	125	130	135	138
Total (local transport capital settlement)	675	650	675	688

Notes:

For LTP-F11 and F12

1. All entries should be in cash terms (assuming 2.5% pa retail price inflation)
2. Enter all financial data in multiples of £1000, e.g. 500 = £500,000. DO NOT use commas or decimal places.
3. All expenditure entries should be for the funding sought from the local transport capital settlement only.
4. The threshold for major schemes is for the gross cost (not necessarily the local transport capital settlement contribution) and is usually £5m, but is less for some smaller authorities.
5. Maintenance schemes costing more than £5m should be reported as major schemes.

For LTP-F11

1. The sum of the maintenance block and integrated transport block expenditure (and not necessarily each block) rows should sum to the final planning guidelines for each year.
2. Funding profiles for primary route bridges and emergency works after 2007/08 are not needed (but can be included).

Appendix E

FINAL SECOND LOCAL TRANSPORT PLAN LTP-F12: Summary of support from local transport capital settlement for major schemes and exceptional schemes

Plan: Luton (Dunstable - part of joint)

Authority No: 145A

All figures in £000

Scheme name	Type	DfT Ref/ Pry	Start of main works		End of main works	2005/06 and before	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14 and after
			mm	yyyy										
TOTAL LTP-F12 - ALL						309	200	50	0	0	0	500	2000	12000
TOTAL LTP-F12 - MAJOR SCHEMES						309	200	50	0	0	0	500	2000	12000
Translink (LBC lead from 07/08 (BCC = D))	BG1	9411	Apr	2007	May 2009	309	200	50	0	0	0	500	2000	12000
Woodside Connection Dunstable	RDS		Feb	2012	Mar 2014	0	0	0	0	0	0	500	2000	12000
TOTAL LTP-F12 - EXCEPTIONAL MAINTENANCE SCHEMES						0	0	0	0	0	0	0	0	0

FINAL SECOND LOCAL TRANSPORT PLAN

LTP-F11: Summary of support sought from local transport capital settlement

Plan : Authority No: 145J

Contact Name : Telephone Number (with extension) :

All figures in £000

	2007-08	2008-09	2009-10	2010-11
Maintenance block expenditure (up to provisional planning guidelines)	967	1015	1066	1119
Primary route bridges and emergency works		n/a	n/a	n/a
Individual major schemes	34672	27402	15460	0
Exceptional maintenance schemes each costing less than £5 million	0	0	0	0
Integrated transport block expenditure (up to final planning guidelines)	3088	3015	2925	2804
Further integrated transport block expenditure (up to 25% of final planning guidelines)	772	754	731	701
Total (local transport capital settlement)	39499	32186	20182	4624

Notes:

For LTP-F11 and F12

1. All entries should be in cash terms (assuming 2.5% pa retail price inflation)
2. Enter all financial data in multiples of £1000, e.g. 500 = £500,000. DO NOT use commas or decimal places.
3. All expenditure entries should be for the funding sought from the local transport capital settlement only.
4. The threshold for major schemes is for the gross cost (not necessarily the local transport capital settlement contribution) and is usually £5m, but is less for some smaller authorities.
5. Maintenance schemes costing more than £5m should be reported as major schemes.

For LTP-F11

1. The sum of the maintenance block and integrated transport block expenditure (and not necessarily each block) rows should sum to the final planning guidelines for each year.
2. Funding profiles for primary route bridges and emergency works after 2007/08 are not needed (but can be included).

Appendix E

FINAL SECOND LOCAL TRANSPORT PLAN LTP-F12: Summary of support from local transport capital settlement for major schemes and exceptional schemes

Plan: Luton Dunstable (joint)

Authority No: 145J

All figures in £000

Scheme name	Type	DfT Ref/Pry	Start of main works		End of main works		2005/06 and before	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14 and after
			min	yyyy	mm	yyyy									
TOTAL LTP-F12 - ALL							950	34672	27402	15460	0	500	2000	12000	
TOTAL LTP-F12 - MAJOR SCHEMES							6391	34672	27402	15460	0	500	2000	12000	
TRANSLINK	BG1		3411/04	2007/05	2008	5024	600	34422	21052	9160					
EAST LUTON CORRIDOR (SOUTH)	RDS		7672/04	2006/03	2008	963	0	0	0	0					
TOWN CENTRE TRANSPORT SCHEME	INS		10105/08	2008/08	2009	414	350	250	6350	5300					
WOODSIDE CONNECTION DUNSTABLE	RDS		102	2012/03	2014	0	0	0	0	0		500	2000	12000	
TOTAL LTP-F12 - EXCEPTIONAL MAINTENANCE SCHEMES							0	0	0	0	0	0	0	0	0

Performance Indicators: Methodologies, Trajectories, Actions and Risks

Indicator C1		BVPI223 Principal Road Condition (Luton only)							
Methodology		SCANNER (Surface Condition Assessment for the National Network of Roads) in line with BVPI guidance							
Baseline	Year	2004/05							
	Data	33%							
Target	Year	2010/11							
	Data	33%							
Trajectory									
Trajectory data		Year	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11
		% roads in need of repair	33%	33%	33%	33%	33%	33%	33%
Trajectory milestones		The target is based upon steady investment in the road network							
Actions for LBC		Highways authorities to continue to invest in the principal road network Traffic managers to ensure that external organisations working on the highway reinstate roads to required standard Delivery of the Asset Management strategy							
Actions for partners		Term contractor to maintain high standards of construction							
Perceived risks		Reductions in budgets Continued rise in materials costs exceeding increased budget allowance Increase in level of Statutory Undertaker works resulting in more defective reinstatements Adverse weather conditions, the UK climate Impacts Programme predicts drier summers and wetter winters. This may result in increased damage to road surfaces resulting from both shrinkage and flooding. Increasing traffic flows							
Risk Management		Budget providers kept informed of condition of infrastructure and potential impact of budget reductions. Maximise benefits to be gained through involving supply chain in maintenance partnering contract. Drive out maximum efficiencies through new partnering. Ensure adequate management/ monitoring of Statutory Undertakers							

Appendix F

Indicator C2		BVPI224b Unclassified Road Condition (Luton only)																							
Methodology		SCANNER (Surface Condition Assessment for the National Network of Roads) in line with BVPI guidance																							
Baseline	Year	2004/05																							
	Data	6.36% (based upon previous methodology to be replaced by SCANNER in future years and targets to be adjusted accordingly)																							
Target	Year	2010/11																							
	Data	6.36% (based upon previous methodology to be replaced by SCANNER in future years and targets to be adjusted accordingly)																							
Trajectory		<p>In preparing this LTP2 it is not possible to set absolute numbers for this indicator due to national changes in the methodology. The following represents the target levels based upon the previous reporting methodology for BV 97b.</p> <div style="text-align: center;"> <table border="1"> <caption>Unclassified Road Condition Data</caption> <thead> <tr> <th>Year</th> <th>% Roads in Need of Repair</th> </tr> </thead> <tbody> <tr><td>2004/5</td><td>6.36%</td></tr> <tr><td>2005/6</td><td>6.36%</td></tr> <tr><td>2006/7</td><td>6.36%</td></tr> <tr><td>2007/8</td><td>6.36%</td></tr> <tr><td>2008/9</td><td>6.36%</td></tr> <tr><td>2009/10</td><td>6.36%</td></tr> <tr><td>2010/11</td><td>6.36%</td></tr> </tbody> </table> </div>								Year	% Roads in Need of Repair	2004/5	6.36%	2005/6	6.36%	2006/7	6.36%	2007/8	6.36%	2008/9	6.36%	2009/10	6.36%	2010/11	6.36%
Year	% Roads in Need of Repair																								
2004/5	6.36%																								
2005/6	6.36%																								
2006/7	6.36%																								
2007/8	6.36%																								
2008/9	6.36%																								
2009/10	6.36%																								
2010/11	6.36%																								
Trajectory data table		Year	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																
		% roads in need of repair	6.36%	6.36%	6.36%	6.36%	6.36%	6.36%	6.36%																
		Note: based upon previous BV reporting methodology.																							
Trajectory milestones		Trajectory currently based upon old reporting methodology, which has shown significant improvement in last 3 years (from 30.18% in 2002/03) - hence remaining static is a challenging target. A target for continued improvement in road condition will be established once the SCANNER data is available																							
Actions for LBC		<p>Highways authorities to continue to invest in the unclassified road network</p> <p>Traffic managers to ensure that external organisations working on the highway reinstate roads to required standard</p> <p>Delivery of the Asset Management strategy</p>																							
Actions for partners		Term contractor to maintain high standards of construction																							

Indicator C2	BVPI224b Unclassified Road Condition (Luton only)
Perceived risks	<p>Reductions in budgets</p> <p>Continued rise in materials costs exceeding increased budget allowance</p> <p>Increase in level of Statutory Undertaker works resulting in more defective reinstatements</p> <p>Adverse weather conditions, the UK climate Impacts Programme predicts drier summers and wetter winters. This may result in increased damage to road surfaces resulting from both shrinkage and flooding.</p> <p>Increasing traffic flows</p>
Risk Management	<p>Budget providers kept informed of condition of infrastructure and potential impact of budget reductions.</p> <p>Maximise benefits to be gained through involving supply chain in maintenance partnering contract. Drive out maximum efficiencies through new partnering.</p> <p>Ensure adequate management/ monitoring of Statutory Undertakers</p>

Appendix F

Indicator C3		BVPI99(x) Total killed and seriously injured casualties																									
Methodology		Data collected from Bedfordshire Police. 3 year rolling average.																									
Baseline	Year	1994-98																									
	Data	108																									
Target	Year	2010																									
	Data	65																									
Trajectory		<table border="1"> <caption>Total KSI (Rolling Average)</caption> <thead> <tr> <th>Year</th> <th>Total KSI</th> </tr> </thead> <tbody> <tr> <td>1994-98</td> <td>108</td> </tr> <tr> <td>2004</td> <td>73</td> </tr> <tr> <td>2005</td> <td>70</td> </tr> <tr> <td>2006</td> <td>69</td> </tr> <tr> <td>2007</td> <td>68</td> </tr> <tr> <td>2008</td> <td>67</td> </tr> <tr> <td>2009</td> <td>66</td> </tr> <tr> <td>2010</td> <td>65</td> </tr> </tbody> </table>								Year	Total KSI	1994-98	108	2004	73	2005	70	2006	69	2007	68	2008	67	2009	66	2010	65
Year	Total KSI																										
1994-98	108																										
2004	73																										
2005	70																										
2006	69																										
2007	68																										
2008	67																										
2009	66																										
2010	65																										
Trajectory data table	Year	1994-98	2004	2005	2006	2007	2008	2009	2010																		
	3 yr rolling ave.	108	73	70	69	68	67	66	65																		
Trajectory milestones		Trajectory is based on Road Safety Partnership projections																									
Actions for LBC, BCC and SBDC		Delivery of the Road Safety Strategy.																									
Actions for partners		Bedfordshire road safety partnership to continue to work together																									
Perceived risks		Due to the relatively low absolute number of accidents one bad accident could adversely affect the final outcome of this target.																									
Risk Management		Attempting to mitigate this through the use of rolling averages.																									

Indicator C4		BVPI99(y) Child killed and seriously injured casualties																									
Methodology		Data collected from Bedfordshire Police. 3 year rolling average.																									
Baseline	Year	1994-98																									
	Data	27																									
Target	Year	2010																									
	Data	14																									
Trajectory		<table border="1"> <caption>Child KSI (Rolling Average) Data</caption> <thead> <tr> <th>Year</th> <th>Child KSI</th> </tr> </thead> <tbody> <tr> <td>1994-98</td> <td>27</td> </tr> <tr> <td>2004</td> <td>17</td> </tr> <tr> <td>2005</td> <td>17</td> </tr> <tr> <td>2006</td> <td>17</td> </tr> <tr> <td>2007</td> <td>17</td> </tr> <tr> <td>2008</td> <td>16</td> </tr> <tr> <td>2009</td> <td>15</td> </tr> <tr> <td>2010</td> <td>14</td> </tr> </tbody> </table>								Year	Child KSI	1994-98	27	2004	17	2005	17	2006	17	2007	17	2008	16	2009	15	2010	14
Year	Child KSI																										
1994-98	27																										
2004	17																										
2005	17																										
2006	17																										
2007	17																										
2008	16																										
2009	15																										
2010	14																										
Trajectory data table	Year	1994-98	2004	2005	2006	2007	2008	2009	2010																		
	3 yr rolling ave.	27	17	17	17	17	16	15	14																		
Trajectory milestones	Trajectory is based on Road Safety Partnership projections																										
Actions for LBC, BCC and SBDC	Delivery of the Road Safety Strategy Delivery of school travel plan strategy																										
Actions for partners	Bedfordshire road safety partnership to continue to work together																										
Perceived risks	Due to the relatively low absolute number of accidents one bad accident could adversely affect the final outcome of this target.																										
Risk Management	Attempting to mitigate this through the use of rolling averages.																										

Appendix F

Indicator C5		BVPI99(z) Total slight casualties																									
Methodology		Data collected from Bedfordshire Police. Baseline is 1996-98 due to availability of data.																									
Baseline	Year	1996-98																									
	Data	859																									
Target	Year	2010																									
	Data	511																									
Trajectory		<table border="1"> <caption>Total Slight Casualties (Rolling Average)</caption> <thead> <tr> <th>Year</th> <th>Casualties</th> </tr> </thead> <tbody> <tr> <td>1996-98</td> <td>859</td> </tr> <tr> <td>2004</td> <td>568</td> </tr> <tr> <td>2005</td> <td>559</td> </tr> <tr> <td>2006</td> <td>549</td> </tr> <tr> <td>2007</td> <td>540</td> </tr> <tr> <td>2008</td> <td>530</td> </tr> <tr> <td>2009</td> <td>521</td> </tr> <tr> <td>2010</td> <td>511</td> </tr> </tbody> </table>								Year	Casualties	1996-98	859	2004	568	2005	559	2006	549	2007	540	2008	530	2009	521	2010	511
Year	Casualties																										
1996-98	859																										
2004	568																										
2005	559																										
2006	549																										
2007	540																										
2008	530																										
2009	521																										
2010	511																										
Trajectory data table	Year	1996-98	2004	2005	2006	2007	2008	2009	2010																		
	3 yr rolling ave.	859	568	559	549	540	530	521	511																		
Trajectory milestones		Trajectory is based on Road Safety Partnership projections																									
Actions for LBC, BCC and SBDC		Delivery of the road safety strategy																									
Actions for partners		Bedfordshire road safety partnership to continue to work together																									
Perceived risks		One or two large scale accidents could have a significant impact on the outcome of this target																									
Risk Management		Attempting to mitigate this through the use of rolling averages.																									

Indicator C6		BVPI102 Bus Transport Patronage																									
Methodology		Luton only, according to BVPI methodology.																									
Baseline	Year	2004/05																									
	Data	8.776 Million Passengers																									
Target	Year	2010/11																									
	Data	8.947 Million Passengers																									
Trajectory		<table border="1"> <caption>Bus Patronage Data</caption> <thead> <tr> <th>Year</th> <th>Passenger Numbers (millions)</th> </tr> </thead> <tbody> <tr><td>2003</td><td>9.1</td></tr> <tr><td>2004</td><td>8.8</td></tr> <tr><td>2005</td><td>8.4</td></tr> <tr><td>2006</td><td>8.0</td></tr> <tr><td>2007</td><td>7.9</td></tr> <tr><td>2008</td><td>8.1</td></tr> <tr><td>2009</td><td>8.8</td></tr> <tr><td>2010</td><td>8.9</td></tr> </tbody> </table>								Year	Passenger Numbers (millions)	2003	9.1	2004	8.8	2005	8.4	2006	8.0	2007	7.9	2008	8.1	2009	8.8	2010	8.9
Year	Passenger Numbers (millions)																										
2003	9.1																										
2004	8.8																										
2005	8.4																										
2006	8.0																										
2007	7.9																										
2008	8.1																										
2009	8.8																										
2010	8.9																										
Trajectory data table	Year	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																		
	Passengers (millions)	9.1	8.8	8.4	8.0	8.0	8.1	8.8	8.9																		
Trajectory milestones		<p>2007 decline in patronage halted through accessibility strategy</p> <p>2009 Translink patronage forecasts supporting major scheme appraisal indicate increases of 8%</p>																									
Actions for LBC		<p>Delivery of bus strategy</p> <p>Delivery of bus information strategy</p> <p>Delivery of major schemes, in particular Translink</p>																									
Actions for partners		<p>All partners to actively contribute to the wider Accessibility Strategy</p> <p>Bus Operators to invest in vehicles and staff training</p> <p>Bus Operators invest in new routes where a case can be proven</p>																									
Perceived risks		<p>Translink rejected at public inquiry</p> <p>Lack of operator commitment</p> <p>Lack of political commitment</p> <p>Increase in operating costs continues unabated, pushing up fares</p> <p>Inadequate progress in reducing congestion or introducing new bus priorities</p>																									
Risk Management		<p>Local authorities place pro-bus measures at heart of capital investment programme</p> <p>Public transport vigorously promoted and defended in the public arena</p> <p>Build partnerships with operators to establish common goals and winning strategies</p>																									

Appendix F

Indicator C7		BVPI104 Satisfaction with local bus services										
Methodology		Survey of public once every three years										
Baseline	Year	2003/04										
	Data	49%										
Target	Year	2009/10										
	Data	55%										
Trajectory		<p>The graph shows the percentage of satisfaction with local bus services over three periods. The y-axis ranges from 46% to 56% in 1% increments. The x-axis shows the years 2003/4, 2006/7, and 2009/10. The data points are: 2003/4 at 49%, 2006/7 at 50%, and 2009/10 at 55%.</p> <table border="1"> <caption>Satisfaction with Local Bus Service Data</caption> <thead> <tr> <th>Year</th> <th>% Satisfaction</th> </tr> </thead> <tbody> <tr> <td>2003/4</td> <td>49%</td> </tr> <tr> <td>2006/7</td> <td>50%</td> </tr> <tr> <td>2009/10</td> <td>55%</td> </tr> </tbody> </table>			Year	% Satisfaction	2003/4	49%	2006/7	50%	2009/10	55%
Year	% Satisfaction											
2003/4	49%											
2006/7	50%											
2009/10	55%											
Trajectory data table	Year	2003/04	2006/07	2009/10								
	% satisfaction	49%	50%	55%								
Trajectory milestones	<p>Initial progress will be slow as smaller measures are improved to improve bus services in the short term</p> <p>2008/9 Translink will improve the quality, frequency and reliability of services across the conurbation.</p>											
Actions for LBC, BCC and SBDC	<p>Delivery of bus strategy</p> <p>Delivery of bus information strategy</p> <p>Delivery of major schemes, in particular Translink</p>											
Actions for partners	<p>All partners to actively contribute to the wider Accessibility Strategy</p> <p>Bus Operators to invest in improving service quality</p>											
Perceived risks	<p>Translink fails to be fully approved by central government</p> <p>Public backlash against bus priority</p> <p>Lack of investment on behalf of operators</p> <p>Poor reliability and high fares undermine public perception of service quality</p>											
Risk Management	<p>Reduce congestion and introduce soft bus priority measures</p> <p>Improve facilities for passengers</p> <p>Improve public transport information</p>											

Indicator C8		BVPI187 Footway Condition																									
Methodology		Detailed Visual Inspection (DVI) of category 1 and 2 footpaths																									
Baseline	Year	2003/04																									
	Data	11.5%																									
Target	Year	2010/11																									
	Data	10%																									
Trajectory		<table border="1"> <caption>Footway Condition Data</caption> <thead> <tr> <th>Year</th> <th>% Footways in Need of Repair</th> </tr> </thead> <tbody> <tr><td>2003/4</td><td>11.5%</td></tr> <tr><td>2004/5</td><td>10.7%</td></tr> <tr><td>2005/6</td><td>10.5%</td></tr> <tr><td>2006/7</td><td>10.4%</td></tr> <tr><td>2007/8</td><td>10.3%</td></tr> <tr><td>2008/9</td><td>10.2%</td></tr> <tr><td>2009/10</td><td>10.2%</td></tr> <tr><td>2010/11</td><td>10%</td></tr> </tbody> </table>								Year	% Footways in Need of Repair	2003/4	11.5%	2004/5	10.7%	2005/6	10.5%	2006/7	10.4%	2007/8	10.3%	2008/9	10.2%	2009/10	10.2%	2010/11	10%
Year	% Footways in Need of Repair																										
2003/4	11.5%																										
2004/5	10.7%																										
2005/6	10.5%																										
2006/7	10.4%																										
2007/8	10.3%																										
2008/9	10.2%																										
2009/10	10.2%																										
2010/11	10%																										
Trajectory data table		Year	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																	
		% footways in need of repair	11.5%	10.7%	10.5%	10.4%	10.3%	10.2%	10.2%	10%																	
Trajectory milestones		The trajectory is based on the policy of LBC to replace paving slabs with bituminous construction																									
Actions for LBC, BCC and SBDC		Implement Asset Management Strategy LBC to continue with policy of bituminous construction																									
Actions for partners		Term contractor to maintain high standards of construction																									
Perceived risks		<p>Reductions in budgets</p> <p>Continued rise in materials costs exceeding increased budget allowance</p> <p>Increase in level of Statutory Undertaker works resulting in more defective reinstatements</p> <p>Adverse weather conditions, the UK climate Impacts Programme predicts drier summers and wetter winters. This may result in increased damage to road surfaces resulting from both shrinkage and flooding.</p> <p>Increasing traffic flows</p>																									
Risk Management		<p>Budget providers kept informed of condition of infrastructure and potential impact of budget reductions.</p> <p>Maximise benefits to be gained through involving supply chain in maintenance partnering contract. Drive out maximum efficiencies through new partnering. Ensure adequate management/ monitoring of Statutory Undertakers</p>																									

Appendix F

Indicator C9		LTP1 Access to Employment																							
Methodology		Percentage of the population aged 15 to 64 living within 20 minutes of Luton and Dunstable town centre employment areas by public transport																							
Baseline	Year	2004																							
	Data	64%																							
Target	Year	2010																							
	Data	70%																							
Trajectory		<p style="text-align: center;">Public Transport Access to Luton & Dunstable Town Centres: People Aged 15-64</p> <table border="1" style="margin: 10px auto;"> <caption>Public Transport Access to Luton & Dunstable Town Centres: People Aged 15-64</caption> <thead> <tr> <th>Year</th> <th>% Within 20 Minutes of Town Centres</th> </tr> </thead> <tbody> <tr><td>2004</td><td>64%</td></tr> <tr><td>2005</td><td>64%</td></tr> <tr><td>2006</td><td>64%</td></tr> <tr><td>2007</td><td>64.0%</td></tr> <tr><td>2008</td><td>65%</td></tr> <tr><td>2009</td><td>69%</td></tr> <tr><td>2010</td><td>70%</td></tr> </tbody> </table>								Year	% Within 20 Minutes of Town Centres	2004	64%	2005	64%	2006	64%	2007	64.0%	2008	65%	2009	69%	2010	70%
Year	% Within 20 Minutes of Town Centres																								
2004	64%																								
2005	64%																								
2006	64%																								
2007	64.0%																								
2008	65%																								
2009	69%																								
2010	70%																								
Trajectory data table	Year	2004	2005	2006	2007	2008	2009	2010																	
	% within 20 mins	64%	64%	64%	64.0%	65%	69%	70%																	
Trajectory milestones	<p>From 2006: progressive creation of homes in town centres and on brownfield sites, including Napier Park</p> <p>From 2007: realignment of tendered bus services to serve critical locations</p> <p>From 2009: opening of Translink and improved interchange at railway stations</p>																								
Actions for LBC, BCC and SBDC	Delivery of the Accessibility and Bus Strategies																								
Actions for partners	<p>Employers - Development of travel plans and promotion of sustainable modes in order to support existing and new bus services</p> <p>Participation in ticketing schemes and other initiatives to support bus services</p> <p>Involvement of developers in securing bus services and providing infrastructure</p> <p>Involvement of rail operators in improving interchange at stations</p>																								
Perceived risks	<p>Reduction of bus services</p> <p>Delays in opening Translink</p> <p>Creation of employment areas in remote locations</p>																								
Risk Management	<p>Promotion of public transport, as outlined above</p> <p>Improving bus connections in Luton town centre to compensate for loss of, or delay in introducing, direct services</p> <p>Creation of new employment sites will be conditional upon appropriate measures by the developers to provide access by public transport</p>																								

Indicator C10		LTP2 Change in area wide traffic																							
Methodology		Data provided by DfT from National Road Traffic Survey.																							
Baseline	Year	2004/05																							
	Data	833 million vehicle kilometres																							
Target	Year	2010/11																							
	Data	902 million vehicle kilometres																							
Trajectory		<table border="1"> <caption>Change in Area Wide Traffic</caption> <thead> <tr> <th>Year</th> <th>Million VKM</th> </tr> </thead> <tbody> <tr> <td>2004</td> <td>833</td> </tr> <tr> <td>2005</td> <td>872.3</td> </tr> <tr> <td>2006</td> <td>879.2</td> </tr> <tr> <td>2007</td> <td>885.6</td> </tr> <tr> <td>2008</td> <td>891.6</td> </tr> <tr> <td>2009</td> <td>896.9</td> </tr> <tr> <td>2010</td> <td>901.8</td> </tr> </tbody> </table>								Year	Million VKM	2004	833	2005	872.3	2006	879.2	2007	885.6	2008	891.6	2009	896.9	2010	901.8
Year	Million VKM																								
2004	833																								
2005	872.3																								
2006	879.2																								
2007	885.6																								
2008	891.6																								
2009	896.9																								
2010	901.8																								
Trajectory data table	Year	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																	
	Million VKM	833	872.3	879.2	885.6	891.6	896.9	901.8																	
Trajectory milestones	Based on the forecasts held within the Road traffic reduction report. Trajectory takes account of investment in alternatives to the private car (particularly the impact of major schemes), but will be reviewed in 2008 once further details on the future impact of the growth are known.																								
Actions for LBC, BCC and SBDC	<p>Implementation of the Accessibility strategy, most notably in the area of the separate Cycling, Walking and Bus Strategies</p> <p>Long term delivery of the congestion strategy</p> <p>Complete the implementation of Translink</p> <p>Ensure new developments have travel plans and other measures to reduce the use of private cars</p>																								
Actions for partners	Bus operators and Sustrans to assist in developing robust, continuous, easy to use and readily available sustainable transport networks																								
Perceived risks	Growth associated with airport expansion, Napier Park, M1 widening, East Luton Corridor and growth area allocations could place increasing demand on existing highway network.																								
Risk Management	<p>Review traffic growth targets once further details are known regarding the impact of growth area status</p> <p>Continue to evaluate committed and potential future major schemes, and consider the longer term programme and investment requirements associated with the 2020 transport strategy</p>																								

Appendix F

Indicator C11		LTP3 Cycling trips (annualised index)																							
Methodology		Cordon counts, 07:00-12:00 (excluding the Outer Cordon) and permanent cycling counters, 07:00-19:00. Indicator will be re-based once more permanent cycling counters are in place including establishing a method of integrating the cordon counts into the data more appropriately.																							
Baseline	Year	2004/05 (not 2003/04 owing to lack of data)																							
	Data	100 (=782 cycle trips)																							
Target	Year	2010/11																							
	Data	110																							
Trajectory		<table border="1"> <caption>Index of Cycling Trips</caption> <thead> <tr> <th>Year</th> <th>Index</th> </tr> </thead> <tbody> <tr> <td>2004/5</td> <td>100</td> </tr> <tr> <td>2005/6</td> <td>100</td> </tr> <tr> <td>2006/7</td> <td>100</td> </tr> <tr> <td>2007/8</td> <td>102</td> </tr> <tr> <td>2008/9</td> <td>104</td> </tr> <tr> <td>2009/10</td> <td>106</td> </tr> <tr> <td>2010/11</td> <td>110</td> </tr> </tbody> </table>								Year	Index	2004/5	100	2005/6	100	2006/7	100	2007/8	102	2008/9	104	2009/10	106	2010/11	110
Year	Index																								
2004/5	100																								
2005/6	100																								
2006/7	100																								
2007/8	102																								
2008/9	104																								
2009/10	106																								
2010/11	110																								
Trajectory data table	Year	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																	
	No. of trips	782	782	782	797.64	813.28	828.92	860.2																	
	Index	100	100	100	102	104	106	110																	
Trajectory milestones	<p>Smaller schemes providing cycle facilities in early years, combined with completion of National cycle and later years Infrastructure schemes in 2007/8 and 2008/9</p>																								
Actions for LBC, BCC and SBDC	<p>Implementation of Cycling Strategy, Employer and School Travel Plans Continued investment in cycle network and infrastructure General Promotion of cycling as an alternative mode of transport</p>																								
Actions for partners	<p>Continued assistance of Sustrans in developing cycling across the conurbation Assistance from cycling stakeholders in promotion of cycling</p>																								
Perceived risks	<p>Hilly topography of the Luton Dunstable Houghton Regis conurbation Public resistance to cycling facilities</p>																								
Risk Management	<p>Cycle initiatives to promote cycling to more accessible locations Education of all road users, particularly motorists, as to the purpose and requirement for cycle facilities Continued investment in the promotion and health aspects of cycling Strengthened programme of school travel and employer travel plan programmes</p>																								

Indicator C12		LTP5 Bus punctuality																																
Methodology		On street survey of punctuality (timetabled services) undertaken annually (early February) each year in accordance with Traffic Commissioner Guidance and incorporating both timing and non-timing points.																																
Baseline	Year	2005/06																																
	Data	55%																																
Target	Year	2014/15																																
	Data	90%																																
Trajectory		<table border="1"> <caption>Bus Punctuality Data</caption> <thead> <tr> <th>Year</th> <th>% Punctuality</th> </tr> </thead> <tbody> <tr><td>2005/06</td><td>55%</td></tr> <tr><td>2006/07</td><td>55%</td></tr> <tr><td>2007/08</td><td>55%</td></tr> <tr><td>2008/09</td><td>60%</td></tr> <tr><td>2009/10</td><td>65%</td></tr> <tr><td>2010/11</td><td>65%</td></tr> <tr><td>2011/12</td><td>70%</td></tr> <tr><td>2012/13</td><td>75%</td></tr> <tr><td>2013/14</td><td>85%</td></tr> <tr><td>2014/15</td><td>90%</td></tr> </tbody> </table>											Year	% Punctuality	2005/06	55%	2006/07	55%	2007/08	55%	2008/09	60%	2009/10	65%	2010/11	65%	2011/12	70%	2012/13	75%	2013/14	85%	2014/15	90%
Year	% Punctuality																																	
2005/06	55%																																	
2006/07	55%																																	
2007/08	55%																																	
2008/09	60%																																	
2009/10	65%																																	
2010/11	65%																																	
2011/12	70%																																	
2012/13	75%																																	
2013/14	85%																																	
2014/15	90%																																	
Trajectory data table	Year	2005 /06	2006 /07	2007 /08	2008 /09	2009 /10	2010 /11	2011 /12	2012 /13	2013 /14	2014 /15																							
	% punctuality	55%	55%	55%	60%	65%	65%	70%	75%	85%	90%																							
Trajectory milestones		2009 Translink and associated improvements to bus infrastructure																																
Actions for LBC, BCC and SBDC		Implementation of the Bus Strategy, most notably measures to assist the movement of buses through the network and help reduce average access and egress times of passengers to buses Implementation of longer term congestion strategy																																
Actions for partners		Initiate measures that reduce average access and egress times of bus passengers Ensure a suitable level of service is maintained by drivers to achieve punctuality Help identify and find solutions to problem areas on the road network																																
Perceived risks		Measures to reduce congestion do not succeed Inadequate enforcement of bus lanes Inadequate measures to tackle illegal and inconsiderate parking Insufficient road capacity to manage traffic generated by major developments																																
Risk Management		Pursue bus priority measures Conduct vigorous parking and bus lane enforcement Take firm position on S106 funding of highway improvements Work in close partnership with operators to disseminate information on highway works and road closures																																

Appendix F

Indicator C13		LTP6 Changes in peak period traffic flows to Luton centre																		
Methodology		Cordon count undertaken at fixed locations in October each year																		
Baseline	Year	2005/06 (not 2003/04 owing to change in location of cordon)																		
	Data	19,643																		
Target	Year	2010/11																		
	Data	21,386																		
Trajectory		<p style="text-align: center;">Changes to Peak Traffic flows in Luton Town Centre</p> <table border="1" style="margin: 10px auto;"> <caption>Data for Changes to Peak Traffic flows in Luton Town Centre</caption> <thead> <tr> <th>Year</th> <th>No. of vehicles (000s)</th> </tr> </thead> <tbody> <tr> <td>2006</td> <td>19.6</td> </tr> <tr> <td>2007</td> <td>20.0</td> </tr> <tr> <td>2008</td> <td>20.3</td> </tr> <tr> <td>2009</td> <td>20.7</td> </tr> <tr> <td>2010</td> <td>21.0</td> </tr> </tbody> </table>							Year	No. of vehicles (000s)	2006	19.6	2007	20.0	2008	20.3	2009	20.7	2010	21.0
Year	No. of vehicles (000s)																			
2006	19.6																			
2007	20.0																			
2008	20.3																			
2009	20.7																			
2010	21.0																			
Trajectory data table	Year	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11													
	No. of vehicles (000s)	19.6	20.0	20.3	20.7	21.0	21.4													
Trajectory milestones	Based on the forecasts held within the Road traffic reduction report. Trajectory takes account of investment in alternatives to the private car (particularly the impact of major schemes), but will be reviewed in 2008 once further details on the future impact of the growth are known.																			
Actions for LBC, BCC and SBDC	<ul style="list-style-type: none"> Implementation of the Accessibility strategy, most notably in the area of the separate Cycling, Walking and Bus Strategies Long term delivery of the congestion strategy Complete the implementation of Translink Ensure new developments have travel plans and other measures to reduce the use of private cars 																			
Actions for partners	Bus operators and Sustrans to assist in developing robust, continuous, easy to use and readily available sustainable transport networks																			
Perceived risks	<p>Growth associated with airport expansion, Napier Park, M1 widening, East Luton Corridor and growth area allocations could place increasing demand on existing highway network.</p> <p>Developers failing to deliver on commitments to mitigate impact of new development sites</p>																			
Risk Management	<ul style="list-style-type: none"> Review traffic growth targets once further details are known regarding the impact of growth area status Continue to evaluate committed and potential future major schemes, and consider the longer term programme and investment requirements associated with the 2020 transport strategy Strengthened development control guidelines 																			

Indicator C14		Number of Air Quality Management Areas																							
Methodology		Measurements from NO2 tubes within the AQMA																							
Baseline	Year	2004																							
	Data	2 (both trunk road related)																							
Target	Year	2010																							
	Data	2																							
Trajectory		<table border="1"> <caption>Number of Declared AQMAs</caption> <thead> <tr> <th>Year</th> <th>Number of AQMAs</th> </tr> </thead> <tbody> <tr><td>2004</td><td>2</td></tr> <tr><td>2005</td><td>2</td></tr> <tr><td>2006</td><td>2</td></tr> <tr><td>2007</td><td>2</td></tr> <tr><td>2008</td><td>2</td></tr> <tr><td>2009</td><td>2</td></tr> <tr><td>2010</td><td>2</td></tr> </tbody> </table>								Year	Number of AQMAs	2004	2	2005	2	2006	2	2007	2	2008	2	2009	2	2010	2
Year	Number of AQMAs																								
2004	2																								
2005	2																								
2006	2																								
2007	2																								
2008	2																								
2009	2																								
2010	2																								
Trajectory data table	Year	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																	
	No. of AQMAs	2	2	2	2	2	2	2																	
Trajectory milestones	Both existing AQMAs are related to trunk roads (responsibility of Highways Agency). The target is therefore to ensure no new sites are declared during the LTP2 period (other than any new sites related to the trunk road network).																								
Actions for LBC	<p>Delivery of air quality strategy</p> <p>Contribute to all modal strategies by promoting a modal shift toward sustainable forms of transport and removing commercial vehicles from residential areas</p> <p>New motorway links out of the conurbation</p> <p>Traffic management around M1 junction 11</p>																								
Actions for partners	Highways Agency to investigate and implement measures to reduce emissions, in accordance with evolving Air Quality Action Plans																								
Perceived risks	<p>Increased traffic levels within the conurbation and on the M1</p> <p>Growth in traffic offsetting AQ improvements</p> <p>Impacts of some measures on local businesses</p> <p>HA not prepared to implement measures to reduce emissions</p>																								
Risk Management	<p>Consideration of demand management measures</p> <p>Promote shopping in Luton</p> <p>Work with HA to demonstrate needs for measures to reduce emissions generated by the M1</p>																								

Appendix F

Indicator L1		Increase the number of air passengers using public transport																							
Methodology		CAA survey																							
Baseline	Year	2004																							
	Data	1.9m																							
Target	Year	2010																							
	Data	4m																							
Trajectory		<table border="1"> <caption>Air Passengers Using Public transport</caption> <thead> <tr> <th>Year</th> <th>2004</th> <th>2005</th> <th>2006</th> <th>2007</th> <th>2008</th> <th>2009</th> <th>2010</th> </tr> </thead> <tbody> <tr> <td>Number of Passengers (millions)</td> <td>1.9</td> <td>2.4</td> <td>2.7</td> <td>3.1</td> <td>3.4</td> <td>3.7</td> <td>4.0</td> </tr> </tbody> </table>								Year	2004	2005	2006	2007	2008	2009	2010	Number of Passengers (millions)	1.9	2.4	2.7	3.1	3.4	3.7	4.0
Year	2004	2005	2006	2007	2008	2009	2010																		
Number of Passengers (millions)	1.9	2.4	2.7	3.1	3.4	3.7	4.0																		
Trajectory data table		Year	2004	2005	2006	2007	2008	2009	2010																
		No. of passengers (millions)	1.9	2.4	2.7	3.1	3.4	3.7	4.0																
Trajectory milestones		Implementation of Translink to have positive impact in later years of LTP2.																							
Actions for LBC		Assist London Luton Airport, where required, with measures to increase use of public transport Implement bus strategy, Surface Access Strategy and Translink																							
Actions for partners		London Luton Airport to delivery Surface Access Strategy London Luton Airport and airlines to encourage passengers to travel to the airport by public transport Local public transport operators to promote travel to London Luton Airport using their services																							
Perceived risks		Local operators perceive improved services to airport as not possible Travelling public perceive travel by public transport as too difficult London Luton Airport and airlines fail to promote and support travel to airport by public transport																							
Risk Management		Increase bus priority and airport																							

Indicator L2		Number of rail passenger journeys																									
Methodology		Passenger count at all stations in Luton																									
Baseline	Year	2003/04																									
	Data	16,495																									
Target	Year	2010/11																									
	Data	17,494																									
Trajectory		<table border="1"> <caption>Rail Passenger Journeys</caption> <thead> <tr> <th>Year</th> <th>Number of Passengers (000s)</th> </tr> </thead> <tbody> <tr> <td>2003/04</td> <td>16.5</td> </tr> <tr> <td>2004/05</td> <td>17.1</td> </tr> <tr> <td>2005/06</td> <td>17.2</td> </tr> <tr> <td>2006/07</td> <td>17.3</td> </tr> <tr> <td>2007/08</td> <td>17.3</td> </tr> <tr> <td>2008/09</td> <td>17.4</td> </tr> <tr> <td>2009/10</td> <td>17.4</td> </tr> <tr> <td>2010/11</td> <td>17.5</td> </tr> </tbody> </table>								Year	Number of Passengers (000s)	2003/04	16.5	2004/05	17.1	2005/06	17.2	2006/07	17.3	2007/08	17.3	2008/09	17.4	2009/10	17.4	2010/11	17.5
Year	Number of Passengers (000s)																										
2003/04	16.5																										
2004/05	17.1																										
2005/06	17.2																										
2006/07	17.3																										
2007/08	17.3																										
2008/09	17.4																										
2009/10	17.4																										
2010/11	17.5																										
Trajectory data table	Year	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																		
	No. of passengers (000s)	16.5	17.1	17.2	17.3	17.3	17.4	17.4	17.5																		
Trajectory milestones		Continued growth as demonstrated through LTP1 period																									
Actions for LBC, BCC and SBDC		<p>Encourage commuting by sustainable modes of travel - delivery of Accessibility Strategy</p> <p>Work with employers to develop robust travel plans</p> <p>Delivery of Translink</p>																									
Actions for partners		Commit to travel plans and assist employees in getting to work by rail where appropriate																									
Perceived risks		<p>Expected job creation at major sites is delayed</p> <p>Expected new housing before 2010/11 is delayed</p> <p>Cost increases</p>																									
Risk Management		<p>Improvements to station interchanges to increase attractiveness of car-rail and bus-rail transfer</p> <p>Development of active through ticketing incentives to create more seamless travel opportunities</p>																									

Appendix F

Indicator L3		Number of schools with travel plans																										
Methodology		Data provided by School Travel Plan Officer																										
Baseline	Year	2003/04																										
	Data	39 (out of 102 schools)																										
Target	Year	2010/11																										
	Data	102 (out of 102 schools)																										
Trajectory		<table border="1"> <caption>School Travel Plans</caption> <thead> <tr> <th>Year</th> <th>2003/4</th> <th>2004/5</th> <th>2005/6</th> <th>2006/7</th> <th>2007/8</th> <th>2008/9</th> <th>2009/10</th> <th>2010/11</th> </tr> </thead> <tbody> <tr> <td>No. of travel plans</td> <td>39</td> <td>49</td> <td>57</td> <td>66</td> <td>75</td> <td>84</td> <td>93</td> <td>102</td> </tr> </tbody> </table>									Year	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	No. of travel plans	39	49	57	66	75	84	93	102
Year	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11																				
No. of travel plans	39	49	57	66	75	84	93	102																				
Trajectory data table	Year	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																			
	No. of travel plans	39	49	57	66	75	84	93	102																			
Trajectory milestones	This trajectory reflects a programme of steady work across the conurbation																											
Actions for LBC, BCC and SBDC	LBC and BCC to assist schools in developing their travel plans in line with the Road Safety and Accessibility Strategies Implementation of School Travel Plan strategy																											
Actions for partners	Schools to develop travel plans in cooperation with LBC and BCC Planning permission																											
Perceived risks	Schools resistant to travel plans due to time commitment or other issues																											
Risk Management	Closer council officer involvement in preparing plans with schools Consideration of alternative means of accessing schools, for example through the healthy schools initiative combined with possibility of matching grant support at the local level Tighter enforcement of school travel plans through the planning process																											

Indicator L4		Number of employers (over 100 staff) with travel plans																						
Methodology		Data provided by development control officers on annual basis, supplemented with information provided by sustainable travel officer																						
Baseline	Year	2004/05																						
	Data	8																						
Target	Year	2010/11																						
	Data	25																						
Trajectory		<table border="1"> <caption>Employer Travel Plans (ETP)</caption> <thead> <tr> <th>Year</th> <th>No. of ETPs</th> </tr> </thead> <tbody> <tr><td>2004/5</td><td>8</td></tr> <tr><td>2005/6</td><td>8</td></tr> <tr><td>2006/7</td><td>11</td></tr> <tr><td>2007/8</td><td>14</td></tr> <tr><td>2008/9</td><td>18</td></tr> <tr><td>2009/10</td><td>21</td></tr> <tr><td>2010/11</td><td>25</td></tr> </tbody> </table>							Year	No. of ETPs	2004/5	8	2005/6	8	2006/7	11	2007/8	14	2008/9	18	2009/10	21	2010/11	25
Year	No. of ETPs																							
2004/5	8																							
2005/6	8																							
2006/7	11																							
2007/8	14																							
2008/9	18																							
2009/10	21																							
2010/11	25																							
Trajectory data table	Year	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																
	No. of ETPs	8	8	11	14	18	21	25																
Trajectory milestones		Trajectory based upon assumed number of major development proposals with supporting travel plans																						
Actions for LBC, BCC and SBDC		<p>In early years, adoption of travel plans to be driven by the planning process - requirement as part of all major planning applications as defined in planning guidance</p> <p>Implementation of Employer Travel Plan strategy</p> <p>Address modal shift through the Accessibility, Bus, Cycling and Walking Strategies</p>																						
Actions for partners		Planning officers to work with transport officers to assess requirement for, and quality of, travel plans in support of planning applications																						
Perceived risks		<p>Demand for the processing of planning applications combined with limited human resources to handle each application results in some applications being approved without an associated travel plan</p> <p>Authorities failing to lead by example</p>																						
Risk Management		<p>Transport team to consider the role of officers to support planning team on the assessment and long term monitoring of development led travel plans, combined with wider support for the voluntary take-up of travel plans</p> <p>Luton BC and South Beds DC to pursue corporate travel plans</p>																						

Appendix F

Indicator L5		Percentage of accessible crossings (BVPI165)																						
Methodology		Calculated based upon the number of pedestrian crossings across Luton that are fully accessible expressed as a percentage against the total number of crossings																						
Baseline	Year	2004/05																						
	Data	94%																						
Target	Year	2007/08																						
	Data	100%																						
Trajectory		<table border="1"> <caption>Accessible Crossings Data</caption> <thead> <tr> <th>Year</th> <th>% Accessible Crossings</th> </tr> </thead> <tbody> <tr> <td>2004/05</td> <td>94%</td> </tr> <tr> <td>2005/06</td> <td>96%</td> </tr> <tr> <td>2006/07</td> <td>98%</td> </tr> <tr> <td>2007/08</td> <td>100%</td> </tr> <tr> <td>2008/09</td> <td>100%</td> </tr> <tr> <td>2009/10</td> <td>100%</td> </tr> <tr> <td>2010/11</td> <td>100%</td> </tr> </tbody> </table>							Year	% Accessible Crossings	2004/05	94%	2005/06	96%	2006/07	98%	2007/08	100%	2008/09	100%	2009/10	100%	2010/11	100%
Year	% Accessible Crossings																							
2004/05	94%																							
2005/06	96%																							
2006/07	98%																							
2007/08	100%																							
2008/09	100%																							
2009/10	100%																							
2010/11	100%																							
Trajectory data table	Year	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																
	% accessible crossings	94%	96%	98%	100%	100%	100%	100%																
Trajectory milestones		All crossings to be fully accessible by 2008																						
Actions for LBC, BCC and SBDC		Asset Management Plan to prioritise investment to achieve full accessibility compliance, based upon priorities arising from LTP2 consultation and Area Forums																						
Actions for partners		None																						
Perceived risks		Future year investment decisions result in final locations are unable to be dealt with Excessive land required to make site fully accessible, or land is within a third party ownership																						
Risk Management		Early identification of sites to be treated, and design work and programme agreed at an early stage. If sites require excessive land-take then a priority assessment to be undertake to assess feasibility and value for money associated with progressing scheme																						

Indicator L6		Access to fresh food shops (local walking distance)																						
Methodology		Percentage of households without cars within 400 metres walking distance of shops selling fresh fruit and vegetables. Annual refreshes of accessibility model (Accession)																						
Baseline	Year	2004/05																						
	Data	59%																						
Target	Year	2010/11																						
	Data	59%																						
Trajectory		<table border="1"> <caption>Walking Access to Fresh Food Shops (households without cars)</caption> <thead> <tr> <th>Year</th> <th>% Within 400m</th> </tr> </thead> <tbody> <tr><td>2004</td><td>59%</td></tr> <tr><td>2005</td><td>59%</td></tr> <tr><td>2006</td><td>59%</td></tr> <tr><td>2007</td><td>59%</td></tr> <tr><td>2008</td><td>59%</td></tr> <tr><td>2009</td><td>59%</td></tr> <tr><td>2010</td><td>59%</td></tr> </tbody> </table>							Year	% Within 400m	2004	59%	2005	59%	2006	59%	2007	59%	2008	59%	2009	59%	2010	59%
Year	% Within 400m																							
2004	59%																							
2005	59%																							
2006	59%																							
2007	59%																							
2008	59%																							
2009	59%																							
2010	59%																							
Trajectory data table	Year	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11																
	% within 400m	59%	59%	59%	59%	59%	59%	59%																
Trajectory milestones		<p>From 2006: progressive improvement of local access through the Area Traffic Management programme</p> <p>From 2007: roll-out of the Luton Food Network strategy to encourage use of local shops and maintain their competitiveness, as well as strategies to improve access in "food deserts"</p>																						
Actions for LBC, BCC and SBDC		Implement Accessibility, Safety and Walking strategies																						
Actions for partners		Education, information and food distribution projects through the Luton Food Network																						
Perceived risks		<p>Further closure of shops, for instance in response to action by superstores</p> <p>Upsurges in crime or road traffic crashes that deter people from walking to shops</p> <p>Lack of funding for Luton Food Network programmes</p>																						
Risk Management		<p>Flexible response in the Area Traffic Management programme to combat deterrents to walking</p> <p>Joint working with the Police in critical areas</p> <p>Explore further funding opportunities in collaboration with the Luton Health Improvement and Well-Being Action Plan</p>																						

Appendix F

Indicator L7		Accessibility to post-16 education																							
Methodology		Percentage of the population aged 15 to 19 living within 20 minutes of a post-16 college site in Luton or Dunstable by public transport																							
Baseline	Year	2004/05																							
	Data	69%																							
Target	Year	2010/11																							
	Data	73%																							
Trajectory		<p style="text-align: center;">Public Transport Access to Post-16 Education: People Aged 15-19</p> <table border="1" style="display: none;"> <caption>Public Transport Access to Post-16 Education: People Aged 15-19</caption> <thead> <tr> <th>Year</th> <th>% Within 20 Minutes of Post-16 Education</th> </tr> </thead> <tbody> <tr><td>2004</td><td>69%</td></tr> <tr><td>2005</td><td>69%</td></tr> <tr><td>2006</td><td>69%</td></tr> <tr><td>2007</td><td>69%</td></tr> <tr><td>2008</td><td>70%</td></tr> <tr><td>2009</td><td>72%</td></tr> <tr><td>2010</td><td>73%</td></tr> </tbody> </table>								Year	% Within 20 Minutes of Post-16 Education	2004	69%	2005	69%	2006	69%	2007	69%	2008	70%	2009	72%	2010	73%
Year	% Within 20 Minutes of Post-16 Education																								
2004	69%																								
2005	69%																								
2006	69%																								
2007	69%																								
2008	70%																								
2009	72%																								
2010	73%																								
Trajectory data table	Year	2004	2005	2006	2007	2008	2009	2010																	
	% within 20 mins	69%	69.0%	69%	69%	70.0%	72%	73%																	
Trajectory milestones		From 2006: introduction of new student discounted travel cards From 2009: opening of Translink																							
Actions for LBC, BCC and SBDC		Implement Accessibility, Bus and Bus Information strategies																							
Actions for partners		Participation in the student discounted travel scheme, including marketing Promotion of green travel initiatives as set out in the draft post-16 action plan, in order to support bus services																							
Perceived risks		Reduction in bus services Delayed opening of Translink Relocation of colleges to remote sites (no proposals at present)																							
Risk Management		Promotion of public transport, as outlined above Improving bus connections in Luton town centre to compensate for loss of, or delay in introducing, direct services New college sites will be conditional upon appropriate measures to provide access by public transport																							

Indicator L8		Percentage of accessible buses within the PTU fleet																							
Methodology		Calculation based upon estimates of customer/client ratio requiring or benefiting from the use of accessible vehicles for transport to Schools, Council Establishments, Private Houses, and Hospitals and growth of internal provision.																							
Baseline	Year	2004																							
	Data	66%																							
Target	Year	2010																							
	Data	75%																							
Trajectory		<p style="text-align: center;">Percentage of Accessible Vehicles in the PTU Fleet</p> <table border="1"> <caption>Data for Percentage of Accessible Vehicles in the PTU Fleet</caption> <thead> <tr> <th>Year</th> <th>% Accessible Vehicles</th> </tr> </thead> <tbody> <tr><td>2004</td><td>66%</td></tr> <tr><td>2005</td><td>68%</td></tr> <tr><td>2006</td><td>70%</td></tr> <tr><td>2007</td><td>72%</td></tr> <tr><td>2008</td><td>73%</td></tr> <tr><td>2009</td><td>74%</td></tr> <tr><td>2010</td><td>75%</td></tr> </tbody> </table>								Year	% Accessible Vehicles	2004	66%	2005	68%	2006	70%	2007	72%	2008	73%	2009	74%	2010	75%
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Trajectory data table	Year	2004	2005	2006	2007	2008	2009	2010																	
	% accessible vehicles	66%	68%	70%	72%	73%	74%	75%																	
Trajectory milestones	Ratio of accessible vehicles to grow compared to standard minibuses. Fleet of vehicles operational by 2010/2011 to serve the needs of those requiring the service																								
Actions for LBC, BCC and SBDC	Ensure vehicles are safe, clean and maintained to high standards. Increase the number of vehicles to suit the needs of the service within the constraints of the organisation																								
Actions for partners	Procure and maintain vehicles in a cost effective manner. Review transport requirements and flag changes to service, customer base, or establishment roles. Exchange information on bus availability.																								
Perceived risks	Fleet vehicle availability may not match customer/ stakeholder requirements. Changes to Council policies, particularly service provision, may impact on vehicle requirements. Balance between internal and external provision may not grow as anticipated. Cost of accessible vehicles may reduce competitiveness of in-house operations.																								
Risk Management	Six monthly review of fleet vehicle utilisation. Engage with stakeholders to map future service requirements. Review demand for standard vehicles. Form partnerships to share excess capacity and improve utilisation. Ensure sound business case prior to vehicle purchase.																								

Appendix F

Indicator L9.		Bus punctuality - Excess Waiting Time										
Methodology		On street survey of punctuality (frequent services) undertaken annually (early February) each year in accordance with Traffic Commissioner Guidance.										
Baseline	Year	2005/06										
	Data	42.5 seconds per journey										
Target	Year	2014/15										
	Data	30 seconds per journey										
Trajectory		<p>The graph shows a steady decline in excess waiting time over the period. The y-axis represents 'Waiting Time (Secs)' from 0 to 45. The x-axis represents fiscal years from 2005/06 to 2014/15. The data points are: 2005/06 (42.5), 2006/07 (42), 2007/08 (41), 2008/09 (38), 2009/10 (36.5), 2010/11 (36), 2011/12 (34), 2012/13 (32), 2013/14 (31), and 2014/15 (30).</p>										
Trajectory data table	Year	2005 /06	2006 /07	2007 /08	2008 /09	2009 /10	2010 /11	2011 /12	2012 /13	2013 /14	2014 /15	
	Seconds excess wait	42.5	42	41	38	36.5	36	34	32	31	30	
Trajectory milestones		2009 Translink and associated improvements to bus infrastructure										
Actions for LBC, BCC and SBDC		Implementation of the Bus Strategy, most notably measures to assist the movement of buses through the network and help reduce average access and egress times of passengers to buses Implementation of longer term congestion strategy										
Actions for partners		Initiate measures that reduce average access and egress times of bus passengers Ensure a suitable level of service is maintained by drivers to achieve punctuality Help identify and find solutions to problem areas on the road network										
Perceived risks		Measures to reduce congestion do not succeed Inadequate enforcement of bus lanes Inadequate measures to tackle illegal and inconsiderate parking Insufficient road capacity to manage traffic generated by major developments										
Risk Management		Pursue bus priority measures Conduct vigorous parking and bus lane enforcement Take firm position on S106 funding of highway improvements Work in close partnership with operators to disseminate information on highway works and road closures										

Indicator L10		Local Congestion
Methodology		Based upon set network of routes (defined through the TMA requirements), average vehicle delay across all routes calculated by the difference between peak and inter-peak average speeds. Speeds deduced from GPS equipped fleet of vehicles.
Baseline	Year	2008
	Data	unknown
Target	Year	2011
	Data	unknown
Trajectory		Indicator will be reported for the first time in 2008. This will be used to establish future target levels. As defined in LTP2 strategy, efforts to tackle congestion are prioritised towards the latter years of the LTP period.
Trajectory data table		Not applicable
Trajectory milestones		Not applicable
Actions for LBC, BCC and SBDC		Implementation of congestion strategy, including major schemes Longer term consideration over the need for demand management measures
Actions for partners		None identified at this early stage in developing the indicator
Perceived risks		None identified at this early stage in developing the indicator
Risk Management		None identified at this early stage in developing the indicator

Appendix F

