

# 8.0

## Implementation, Targets, Monitoring and Review

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## 8.1. Introduction

- 8.1.1. This Chapter presents targets, implementation, monitoring and review mechanisms for the Strategy and is structured as follows:
- Section 8.2: Monitoring and Targets: the approach to monitoring the implementation of the Strategy;
  - Section 8.3: Transport Plans – a description of the role and number of Transport Plans, including interim arrangements;
  - Section 8.4: Delivery Structures and Transport Planning and Land-Use Interaction: likely changes to the regulatory and organisational structures, in addition to an overview of the mechanisms for interaction with land use planning; and
  - Section 8.5: Review Procedures: timing of the reviews that would fit in with the Regional Development Strategy (RDS) review timetable and the Public Expenditure Budgetary and Spending Review Plans.

## 8.2. Monitoring and Targets

- 8.2.1. In order that the delivery of the Strategy can be managed effectively, it is important to identify clearly in advance the approach to monitoring its implementation and success. The approach is comprised of three strands:
- targets – which are both challenging and realistic;
  - other DRD initiatives whose implementation may affect the Strategy; and
  - other statistics - used to monitor trends in transport use and efficiency.

### **Targets**

- 8.2.2. Targets are proposed for the modes of transport as outlined below. The targets have been prepared taking full account of both external factors over which the Strategy has little or no control, and estimated changes due directly to the initiatives included in the Strategy. The targets assume full implementation of the initiatives contained in the Strategy. Clearly if the initiatives are not implemented as envisaged there will be variance from the targets. The continuing appropriateness of both initiatives and targets will be reviewed after an assessment of the effectiveness of those initiatives already implemented.
- 8.2.3. It should be noted that Citybus and Ulsterbus are used as generic terms to describe the network of conventional bus services operated in Belfast and elsewhere in the region.

The following targets are set for year **2012**:

## **Citybus**

- (i) **Average vehicle age of no more than 8 years** - in addition, no bus older than 18 years.
- (ii) **100% of buses accessible** – meeting the requirements of the Public Service Vehicles Accessibility Regulations to be made in 2002/03.
- (iii) **Quality Bus Corridors operating on main radial routes in Belfast.**
- (iv) **Patronage increase of 33% over 2001** for the morning and evening peak periods when potential for traffic congestion relief is greatest.
- (v) **Comply with Translink Passenger Charter launched December 2001** – this charter will be reviewed throughout the period to 2012<sup>60</sup>. Continuous monitoring may identify the desirability of capacity increases.

## **Ulsterbus**

- (i) **Average vehicle age of no more than 8 years** – in addition no bus older than 18 years or Goldline coach older than 12 years.
- (ii) **100% of buses (including Goldline coaches) accessible** – meeting the requirements of the Public Service Vehicles Accessibility Regulations to be made in 2002/03.
- (iii) **New route networks in all towns** – service frequencies to be set at appropriate levels to achieve an acceptable balance between patronage and subsidy required. Frequencies will be assessed on a town by town basis.
- (iv) **Comply with Translink Passenger Charter launched December 2001** – this charter will be reviewed throughout the period to 2012<sup>60</sup>. Continuous monitoring may identify the desirability of capacity increases.

## **Rail**

- (i) **Retain services north of Whitehead and north and north-west of Ballymena<sup>61</sup>** – subject to successful results from the introduction of new trains and improved infrastructure on the rest of the network early in the period to 2012<sup>62</sup>.
- (ii) **All current trains replaced by new trains** – with the exception of Enterprise services.
- (iii) **Patronage increase of 60% over 2001** - total annual figure with the exception of Enterprise services.
- (iv) **Comply with Translink Passenger Charter launched December 2001** – this charter will be reviewed throughout the period to 2012<sup>60</sup>.

<sup>60</sup> A specific review of the Charter will be undertaken following the review of governance, regulatory and delivery structures for public transport

<sup>61</sup> The continuation of services on the Antrim-Knockmore line is currently under review

<sup>62</sup> These improvements resulted from the Railways Task Force work

Continuous monitoring may identify the desirability of capacity increases.

## **Highways**

- (i) **Complete the following major strategic highway improvements on the RSTN** – 13 bypasses, 85 kilometres of dual carriageway, 36 kilometres of widened single carriageway, 11 major junction improvements.
- (ii) **Contribute to and, where possible, demonstrate progress towards the achievement of long-term road casualty reduction targets** to be set in the forthcoming Northern Ireland Road Safety Strategy.

## **Other**

- (i) **Cycling trips to increase in line with the Northern Ireland Cycling Strategy** – double trips by 2005 from 2000 levels and significant progress towards the target of quadrupling trips by 2015 (from 2000 levels).
- (ii) **Walking trips to increase in line with the action plan for walking for Northern Ireland** - expected to be published later this year. Consideration is being given to the setting of targets aimed at increasing the number of short walking journeys - that is to say, those of less than one mile - and the average distance walked annually by each person.
- (iii) **New public transport services to serve isolated communities and mobility impaired residents in rural areas across Northern Ireland** – to incorporate both demand responsive systems and more conventional fixed route services; their extent and mix would depend on the results from services implemented early in the period to 2012.

## **Additional Actions**

8.2.4. More detailed work, to be undertaken as part of the preparation of the Transport Plans (see paragraph 8.3.2 onwards), will facilitate the following additional actions in relation to targets:

- once the implementation timetable for initiatives has been agreed, interim targets or indicators will be determined. These will allow progress against the 2012 targets to be regularly assessed;
- the Department will seek to establish additional targets. These may include:
  - average traffic speeds on Key Transport Corridors;
  - average traffic speeds on key routes in the Belfast Metropolitan Area;

- the establishment of targets for the coverage of bus services. These targets may take the form of the proportion of the population within, say, hourly or better services (see paragraph 8.2.6 (v)), or, alternatively, may build upon the analyses undertaken in developing the demand responsive transport services which populations within small settlements and towns.

### ***Other Department for Regional Development Initiatives***

- 8.2.5. The undertaking of the series of related initiatives (ongoing or planned) by the Department listed in Section 5.3 will also be used in assessing the implementation of the Strategy. The contribution of these initiatives to the achievement of the Regional Transportation Strategy (RTS) objectives will be monitored throughout the period of the Strategy.

### ***Other Statistics***

- 8.2.6. The following statistics will be recorded to monitor trends in transport use, efficiency and accessibility:
- (i) traffic growth, from the Vehicle Kilometres of Travel Surveys – recent historic growth has averaged over 3% per annum - current forecasts suggest this would fall to under 2% per annum over the period 2002 – 2012.
  - (ii) number of journeys and the mode used, from the Travel Survey of Northern Ireland – these would be used to detect any Northern Ireland wide changes in travel culture.
  - (iii) journey times on roads in the Key Transport Corridors and on selected routes in the Belfast Metropolitan Area – it is intended to conduct surveys on a standardised set of routes on an annual basis (it is expected that in due course, surveys of congestion based on methodology as currently under research by Department for Transport would be reported also).
  - (iv) mode of transport and vehicle occupancy on a cordon around Belfast city centre - it is intended to conduct counts at a standardised set of locations in Belfast on a regular basis.
  - (v) population within walking distance of regular bus services – this will require the completion of a Geographic Information System containing comprehensive details of the latest population statistics and location of bus stops and bus services (Translink has developed such a system in part).

## 8.3. Transport Plans

8.3.1. Delivery of the RTS will be progressed through three Transport Plans:

- a Regional Strategic Transport Network Plan;
- a Belfast Metropolitan Transport Plan; and
- a Sub-Regional Transport Plan.

This section begins by outlining some of the common features of the three Transport Plans. It then continues to describe each of the Transport Plans in further detail and interim arrangements.

8.3.2. The Transport Plans will present a programme of initiatives that will be implemented in support of the objectives and targets in the RTS, **subject to the availability of resources**. The Transport Plans must contribute appropriately to the RTS targets, and, taken as a whole, meet the RTS targets. Similarly, the plans will conform to the appropriate planned expenditure by mode outlined in Chapter 5, or present an acceptable case for any non-compliance.

8.3.3. The Transport Plans will, therefore, support the spatial development strategy in the Regional Development Strategy (RDS) based on hubs, corridors and gateways and will comprise a full range of transportation initiatives, including public transport improvements, road maintenance, capital works and other relevant policy measures, such as the promotion of sustainable modes.

8.3.4. Transport Plans will include local objectives consistent with the RTS vision and objectives and will identify a separate set of targets, performance indicators and other outputs that can be used to measure progress against local and strategic objectives.

8.3.5. Transportation studies will be undertaken to provide more information to confirm local strategies, initiatives, schemes and proposals that should be included in Transport Plans. The studies will include, for example, a review of major travel demands and public transport routes, and identification of the need to introduce new and innovative services and routes, for example, orbital routes in the larger urban areas.

### ***The Regional Strategic Transport Network (RSTN) Plan***

8.3.6. Strategic Planning Guidelines in the RDS define the Regional Strategic Transport Network as having a fundamental role in contributing to the achievement of sustainable progress on social, economic and development goals in Northern Ireland. The guidelines provide a commitment to develop and maintain the RSTN, to enhance accessibility on an integrated basis for all users, (including freight), and to examine access to regional gateways and cross-

border links, with an emphasis on improving connections from the five Key Transport Corridors and four Link Corridors. The RTS has recommended a level of investment on the RSTN which should be made over the 10-year period of the Strategy, giving indicative levels of spend for a range of transportation measures.

- 8.3.7. The RSTN Plan will confirm the individual schemes and projects to be implemented (subject to economic and other assessment, statutory processes and the availability of resources) to support the RTS objectives and targets. It will set out plans for short, medium and longer-term proposals, including an indicative implementation programme taking account of the RTS budget profile. The RSTN Plan will include the relevant schemes from the Roads Service Major Works 10-Year Planning Schedule<sup>63</sup> and the Major Works Preparation Pool<sup>64</sup>. It may also define, for example, the minimum level of interurban bus and rail services that are expected to be delivered in order to contribute appropriately towards RTS targets. Transport studies undertaken to support the RSTN Transport Plan will take due account of current and future cross-border inter-urban transport demands and the roles of the gateway cities and towns (Londonderry, Larne, Newry, and Enniskillen). These will include the important needs which arise from Londonderry's role as the regional city for the North West, as identified in the RDS.

<sup>63</sup> A list of major road schemes which together with those in the Preparation Pool, could be started within the 10-year period of the RTS. All schemes will have been assessed against the five criteria of environment, safety, economy, accessibility and integration in accordance with the Department's Northern Ireland Policy Statement, "Moving Forward". Schemes will eventually progress into the Preparation Pool

<sup>64</sup> A list of road schemes that will be taken through the relevant statutory procedures including the acquisition of land. The subsequent progression of these schemes through to construction stage will be dependent on the level of funding available at that time. It would be hoped that the schemes would be constructed, or work started on them, within approximately 5 years from entering the pool

<sup>65</sup> Development Plans are prepared by the Department of the Environment to cover the development and use of land in Northern Ireland. The Development Plan for each area sets out detailed policies and specific proposals for land allocations needed to support the life of the local community and social and economic progress.

### ***Belfast Metropolitan Transport Plan***

- 8.3.8. Work is already well advanced on a transportation study for the Belfast Metropolitan Area (BMA) and this will produce a Belfast Metropolitan Transport Plan (BMTP) setting out transport schemes and proposals up to 2015. These will support development proposals in the Belfast Metropolitan Area Plan (BMAP) and the objectives and targets of the 10-year RTS. Together BMAP and BMTP will provide an integrated approach to the future development of the Belfast Metropolitan Area.

### ***The Sub-Regional Transport Plan***

- 8.3.9. Implementation of the RTS as it relates to the Rural and Other Urban Areas will be dealt with in one Sub-Regional Transport Plan. This will deal with the main transportation issues for cities and towns outside the BMA defined as the main and local hubs in the RDS and for the rural areas. This plan will fully recognise the urban needs of Londonderry as the regional city for the North West. This plan will adopt the expenditure sub-totals by mode as given in the RTS or make the case for any variation. It will be supplemented by detail from all available transportation studies, including those carried out in support of Development Plans<sup>65</sup>.

8.3.10. In view of the phased timescale for the production of Development Plans it is necessary to further refine the general approach outlined above for application to the Sub-Regional Transport Plan. In effect a 'twin-track' approach is needed in the short-term:

- an annual Sub-Regional Transport Programme will be prepared, consistent with the current annual Regional Transport Programme. The Sub-Regional Transport Programme will outline initiatives to be undertaken and detail costs for each of the District Council areas. The express aim of the Transport Programme will be to facilitate the commencement of implementation of the RTS;
- at the same time, an extended work plan of more detailed Local Transport Studies, concurrent with the programme of Local Development Plans will commence. These Local Transport Studies will usually consider two forecast years: 2012/13, the RTS horizon; and a later year coinciding with the 15 year Development Plan horizon and will meet the needs of both the RTS and PPS13.

8.3.11. The work undertaken to prepare the Sub-Regional Transport Programme will contrast in terms of detail and approach with the work undertaken as part of the Local Transport Studies (which will inform the Development Plans), for example:

- the Transport Programme will generally make use of existing data only and focus on current problems and opportunities whilst the Local Transport Studies will gather new data, possibly construct computer models and consider forecast conditions, including public transport services and accessibility;
- the Transport Programme will generally focus on the smaller and less contentious 'catch-up' transport initiatives contained in the RTS whilst the Local Transport Studies will include the appraisal and detailed planning of the larger and more contentious transport initiatives.

### ***Interim Arrangements***

8.3.12. A Regional Transport Programme 2001-2002<sup>66</sup> was produced in June 2001 which described the Department's agreed transport initiatives to be implemented across Northern Ireland for the 2001-2002 financial year. It also highlighted the wide range of transportation measures which have been introduced across the region between April 1997 and March 2001. In the interim period until the Transport Plans are finalised, the Department will continue to produce annual Regional Transport Programmes outlining the

<sup>66</sup> Regional Transport Programme 2001-2002, DRD, June 2001

transport initiatives to be undertaken during the following year and taking account of the additional budgets available under the RTS. The next programme will cover the period 2002-2003.

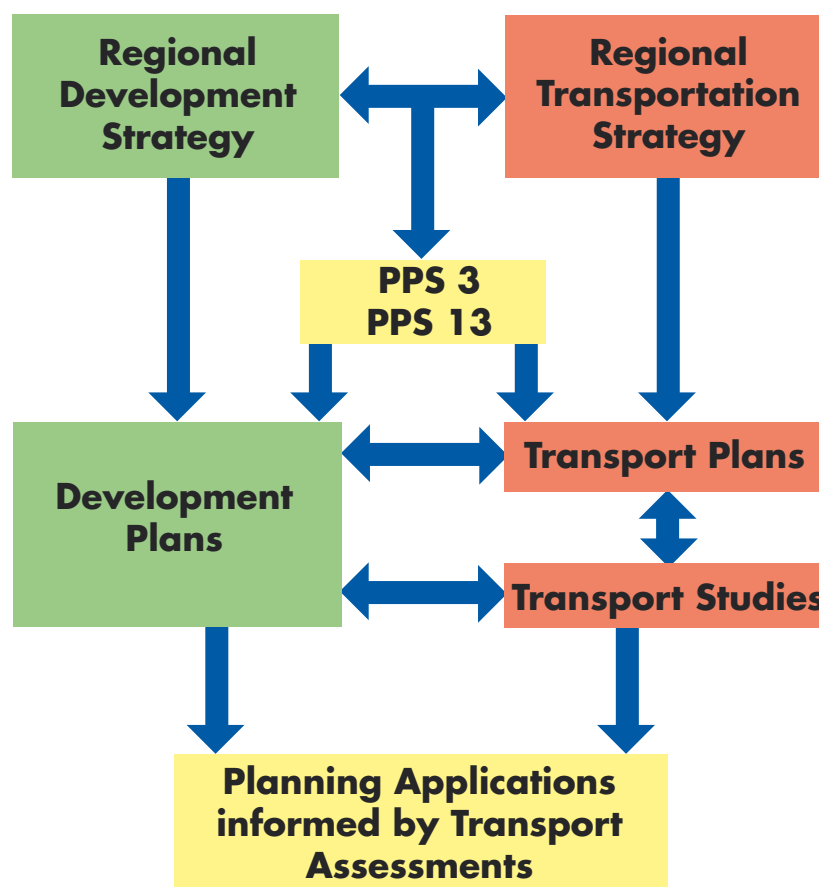
- 8.3.13. For the BMA and the RSTN, it is expected that Transport Plans can be prepared before the end of 2003. However, the phased preparation of Development Plans may delay the finalisation of a fully detailed Sub-Regional Transport Plan. Therefore, a Sub-Regional Transport Programme detailing spend for the forthcoming year and outlining totals for the remainder of the Strategy period will be required for intervening years. As the programme of Development Plans proceeds, increasing detail can be applied to the contents of the Sub-Regional Transport Programme and a Sub-Regional Transport Plan produced.

## **8.4. Delivery Structures and Land-Use and Transport Planning Interaction**

- 8.4.1 The Department has already made some changes to its organisational structure to improve the coherence of the planning and delivery of transportation. Further organisational changes are likely to result following a review of the governance, regulation and delivery of public transport services.
- 8.4.2 In addition, it must be appreciated that additional staff resources (internal or external) will be required to formulate and implement the Transport Plans and Programmes. Organisational structures will have to be amended to facilitate effective implementation of the Strategy. The planned involvement of the private sector through Public Private Partnerships or Private Finance Initiative schemes will also require particular organisational changes and new working practices.

### ***Land-Use Transportation Planning Interaction***

- 8.4.3 The principal interactions between land-use planning and transport planning are summarised in Figure 8.1. In general terms, the Figure shows how region-wide strategy guidance is 'pushed down' through local plans to individual development whilst at every level there is two-way interactions between the land-use planning and transportation planning processes.



**Figure 8.1 Principal Land-Use/ Transportation Planning Interactions**

8.4.4 Figure 8.1 also shows specifically:

- the linkages between the RDS and the RTS – the ‘top level’ strategy documents;
- the ‘bridging’ nature of Planning Policy Statements (PPS) 13 Transportation and Land-Use, and 3 Access Movement and Parking which translate the Strategic Planning Guidelines contained in the RDS into detailed policy guidance and operational policies;
- the ‘pushing down’ of strategy from the RDS to the spatial detail within Development Plans and from the RTS to specific locations within Transport Plans;
- the two-way interactions between Transport Studies and Transport Plans and Development Plans. The scope of the Studies is set by the requirements of the Plans, whilst the content of the Plans is informed by findings of the Studies.
- the role of Development Plans and Transport Studies in forming Planning Applications and the scope of the Transport Assessments required to support them.

## **8.5. Review Procedures**

- 8.5.1. In Section 8.2, arrangements for the monitoring of targets have been set out. If the Strategy is to remain appropriate over time it will be necessary to review how targets are being met. As the success of the RDS, and hence the RTS, will be determined by the extent to which its policies and actions are implemented, any review of the RTS will also have to be cognisant of how implementation of the RDS is progressing.

### ***Regional Development Strategy***

- 8.5.2. Agreement has now been reached with all Northern Ireland Departments and the Assembly Regional Development Committee on the approach to be taken and the indicators to be used to monitor the implementation of the RDS. This process will ensure that the RDS objectives can be met and the need for any necessary correcting action flagged up at an early stage. An inter-departmental steering group that will produce an annual report on progress will co-ordinate this process. The first report is to be prepared before 31 December 2002.

### ***Government Spending Plans***

- 8.5.3. Government spending plans are reviewed on an annual basis through the Northern Ireland Budget which is linked to delivery of the Programme for Government, and every two years through the Spending Review which determines the Northern Ireland block budget. The 2002 Spending Review is currently under way. The RTS will inform the Spending Review in 2002 and the annual Northern Ireland Budget for 2003/04. The outcome Budgets may result in annual adjustments to Transport Plans (Section 8.3) as the resources available from the public purse are clarified and confirmed.
- 8.5.4. The other potential funding sources for the Strategy will also have to be monitored and taken into consideration during any adjustments or reviews of the Strategy.
- 8.5.5. While the Department will monitor and review the implementation and progress of the Strategy on a regular basis, it plans to undertake a formal mid-term review linking to the preparation of bids in the Spending Review 2006. The review will take into account:
- any variation in the RDS (compared with the published document);
  - transport budgets secured (compared with the funding requirements identified in the RTS);

- rate of implementation of the RTS (in terms of initiatives delivered on the ground); and
- monitoring the effectiveness of the RTS initiatives (toward the targets and outcomes identified).

8.5.6. Further consideration will be given to arrangements for the timely development of a second RTS that would potentially cover the 10-year period post 2012. The development of the second RTS would be greatly informed by the lessons learned during the implementation of the RTS for the period 2002-2012.