

<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 November 2024
<b>Report of:</b>	Director of Transport, Highways and Environment
<b>Portfolio of:</b>	Executive Member for Transport

## **Decision Report: Local Transport Strategy Implementation Plan**

1. To support the authority’s new Council Plan, York needs a new Local Transport Strategy. In October 2023 Executive approved a consultation process, which took place between November 2023 and February 2024 – as “Our Big Transport Conversation”. Results were presented to Executive in March 2024 and overwhelmingly favoured a progressive transport strategy that is aligned with the council’s EACH priorities. Economy, Place, Access and Transport (EPAT) Scrutiny discussed key transport schemes in York city centre in May. In July the visions and policies making up a Local Transport Strategy for York, and a Movement and Place Plan framework were endorsed by Executive and officers began work on an Implementation Plan for the first period of the new Local Transport Strategy (which is projected to run until 2040 – sharing the same timescale as the Local Plan). In September a draft Implementation Plan was taken to EPAT Scrutiny for consideration and discussion.
2. There were 8 registrations to speak at the Scrutiny meeting and a number of written representations were received in advance of the meeting. Particular concerns expressed were that the Implementation Plan should cover a longer period than the initial two-year span set out in the document, and that it needed to be more clearly aligned with the council’s adoption of the social model of disability – particularly paying heed to the Department for Transport’s “Inclusive Mobility” guidance (which shapes the specification of transport infrastructure). Other recommendations made were that the monitoring framework for the Plan should include “slight” road accidents alongside the “severe” and “fatal”

categories, and that council officers should seek support from the York and North Yorkshire Mayor in their bid to gain moving traffic enforcement powers.

3. Since the Scrutiny meeting, feedback has also been received from stakeholders including York Disability Rights Forum, York Civic Trust, Uber and a number of Councillors. Much of this was focussed on detailed design of schemes and emphasised the importance of engagement and co-design as schemes are developed. The draft Implementation Plan has also been discussed by the council's "transport expert advisory" group and at two meetings (on 27<sup>th</sup> September and 21<sup>st</sup> October) of the councillor Local Transport Plan steering group.
4. Comments gained during this engagement have been incorporated into the revised Implementation Plan (Annex A to this report) which Executive is now asked to consider.
5. Scrutiny, and the other groups, also discussed that there is significant uncertainty in local transport funding and governance structures going forward – with the new Government yet to specify its funding priorities and governance frameworks in relation to transport. The new York and North Yorkshire Mayoral Combined Authority will inevitably play an important part in York's Local Transport Strategy and is currently working to identify its transport priorities too. It is also possible that greater focus on devolution by central government will change the powers available to the MCA, City of York Council and other important partners such as Active Travel England. It was agreed that the Implementation Plan (IP) presented here should cover the period until the end of 2026 in detail, with the post-2026 period covered in outline, and a commitment to producing a new Implementation Plan for the post 2026 period produced in mid-2026 – at which point more clarity is expected about arrangements going forward. The 2026 Implementation Plan will also be shaped by the recommendations of the York Movement and Place Plan which is a key short term deliverable of the new Transport Strategy with completion anticipated by the end of 2025, the Framework for this was approved by Executive in July 2024.
6. Responding to public engagement and stakeholder feedback, the proposed Implementation Plan sets a significant change of direction for transport in York. The Plan reaffirms York's commitment to the city's "transport modal hierarchy", which prioritises active modes and public transport and was supported by 73% of respondents to

Our Big Transport Conversation. It specifies a set of schemes and measures, some funded and some for which funding will be sought, which will deliver towards meeting the priorities identified in the “Our Big Transport Conversation” consultation in Winter 2023/24.

## Policy Basis for Decision

7. In 2019, Full Council approved the York Narrative. Throughout 2019, the council worked with city partners to develop a narrative about the city. One that focused on who we are. One of the largest place branding consultations ever held told us that collectively residents and partners recognise that – “history isn’t what we are, it makes us who we are”, and that as a city our values are prioritising people, making history every day and pioneering with purpose ([www.yorknarrative.co.uk](http://www.yorknarrative.co.uk) ).
8. In 2022, the 10-Year Strategies were approved by Executive in November 2022 (Climate Change and following approval at the Economic Partnership, Economy) and Executive in December 2022 (Joint Health and Wellbeing) following approval from the Joint Health and Wellbeing Board.
9. In December 2022, the 10-Year Plan (known as York 2032 [www.york2032.co.uk](http://www.york2032.co.uk) ), 10-Year Strategies covering economy, health and climate, and Strategy and Policy Framework were all adopted by Full Council on behalf of the city.
10. The Council Plan 2023-2027 vision and priorities map to the York 2032 vision and priorities, with the Council Plan aiming to establish the conditions that would enable successful delivery of the ambition set in York 2032.
11. A Statutory Local Transport Plan is a requirement of the York and North Yorkshire Mayoral Combined Authority. A Local Transport Strategy for York sets out the city’s collective visions for transport based upon the extensive consultation undertaken. The Implementation Plan sets out which projects will be taken forward in the initial two year period of the Local Transport Strategy (with later direction in outline), and where the Council will concentrate its bidding activity for money to enact new (and currently unfunded) transport schemes and initiatives.
12. By developing an approach to start the journey to transform the city, and approve the Implementation Plan, the council will respond to the four core commitments, as below:

### **Equalities and Human Rights:**

- Our Big Transport Consultation which informed the Local Transport Strategy ensured broad participation to best represent the city, including discussions with the Youth Council and school children which helped us understand what would help young people feel safe on the transport network.
- “Package 1” of the Implementation Plan is specifically designed to improve York’s transport network for disabled people. Other sections of the Plan set out measures which will improve equalities by improving non-car modes of transport so that opportunity in York is less determined by access to a car than it is presently.

### **Affordability:**

- Providing different ways to make the city more affordable for residents includes bus concessions for young people, prioritising cycle and footpath improvements in areas of deprivation and, more generally, provides more mobility options for people who do not have access to a car – something which could be dictated by personal choice or age/ health/ affordability constraints.

### **Climate and Environment:**

- The policies within Local Transport Strategy are designed to accelerate a reduction in carbon emissions, with the target of reducing CO<sub>2</sub> emissions from transport by 71% by 2030, by reducing vehicle miles driven by 20%, doubling active travel and increasing bus use by 50%.
- The Implementation Plan commits to introducing more green spaces, improving local biodiversity and planting trees to cool streets.

### **Health and wellbeing:**

- The Implementation Plan provides an approach to citywide transformation that will reduce air pollution and enable more physical and social activity through promotion and facilitation of active and sustainable modes of transport. This is aligned with other Council priorities, such as those set out in York’s Air Quality Management Plans.
- The aligned Local Cycling and Walking Infrastructure Plan will develop more routes for active travel, enabling more people to choose to walk, wheel and cycle safely.

## **Financial Strategy Implications**

The Implementation Plan identifies the infrastructure projects and revenue schemes which will enhance the city's transport network. The majority of resources available for such investment historically has come from the Department for Transport. The Integrated Transport settlement has provided funds totalling £1.6m per annum and this funds investment across public transport, walking and cycling and road safety. The council has also been successful in receiving £18.5m to support Bus Service Implementation Plan (BSIP) including £10.5m for capital improvements.

We await decisions from the current government around likely funding levels that will support investment in Transport but going forward funding from Department for Transport will be directed through the York and North Yorkshire Combined Authority. The endorsement of the Transport Strategy and linked implementation plan will put the council in a strong position in being able to attract funding from Funders. The speed of delivery will be dependent on the quantum and timing of funding awarded.

There are dependencies between some parts of the Implementation Plan and other CYC major schemes – for example, Castle Gateway and Haxby Station. These aspects of the Implementation Plan would need to be re-examined in the event that the major schemes they are dependent on do not go ahead or go ahead in a modified form.

## **Recommendation and Reasons**

13. Executive is invited to approve the Local Transport Strategy Implementation Plan which forms Annex A to this report.
14. Reason: To implement the transport schemes and initiatives which will support the Transport Strategy adopted by Executive in July 2024.

## Options Analysis and Evidential Basis

15. The options therefore are:

- i. Approve the Implementation Plan in Annex A of this report.
- ii. Approve some of the schemes and initiatives in the Implementation Plan, but not the entire Plan.
- iii. Do not approve the Implementation Plan.

Before making decisions, Executive is invited to review and consider the risks set out at the end of the report.

Should option 2 or 3 be chosen, Executive will task officers to reconsider the proposals in the report and explore how to deliver York's adopted Local Transport Strategy through different ways.

## Organisational Impact and Implications

- **Financial:** There will be costs in determining a pipeline of schemes which long term will deliver the benefits set out in the strategy. The council will continue to use available resources from within BSIP and Integrated Transport capital block funding. We will work with YNYMCA to source funds that will support the development of pipeline projects which cover the medium to long term. Schemes that do come forward will require funding approved through usual budgetary processes.

The action plan identifies that whilst many of the short-term measures are funded, there do remain funding gaps in dealing with some of the initiatives. Much of this is planned to be funded from external sources, Funding will need to be identified in order to fully deliver the plan.

As part of the process in reprioritising schemes, if schemes where costs have been incurred developing are terminated, it will be necessary to write any capitalised costs back to revenue. This will need to be factored in any decision making. This is particularly pertinent to "trial" schemes which must be carefully designed to maximise their chance of becoming permanent, viable schemes to avoid chargebacks to revenue for schemes which are tried and then removed.

- **Human Resources (HR):** There are no HR implications contained within this report. Should an assessment be made that additional resources are required to deliver the transport strategy then these will be resourced in accordance with the council's establishment and recruitment procedures.
- **Legal:** In accordance with the Local Government Act 2000, the Local Authority (Functions and Responsibilities) (England) Regulations 2000 and the City of York Council Constitution, Full Council must approve, adopt, amend, monitor and /or review the plans, strategies and policies which together make up the Council's Policy Framework, including the Local Transport Plan. The recommendations in this report are in accordance with that requirement. The Constitution of the York & North Yorkshire Combined Authority requires the Mayor to approve the adoption, amendment, modification, revision, variation, withdrawal or revocation of a local transport plan and it is noted the Local Transport Strategy and associated Implementation Plan discussed in this report is intended to inform the new York & North Yorkshire Combined Authority's Transport Plan.
- **Procurement:** Whilst there are no direct procurement implications relating to this report, should any procurement arise following the Local Transport Strategy, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015.
- **Health and Wellbeing:** the Health and Wellbeing implications of the Local Transport Strategy will be substantial, with strong evidence that cities which support greater use of active travel methods and lower use of cars see health gains across a wide range of disease areas, including respiratory and heart health and cancers, as well as generalised mental health and wellbeing. When these shifts are achieved by equitable means, health inequalities are also reduced. The 'Objectives' and 'Policy Focus Areas' proposed in this report have been developed with extensive public health input and reflect the goals of the York Health and Wellbeing Strategy 2022-32.
- **Environment and Climate Action:** Climate implications are discussed in the body of the report. Transport contributes a third of Yorks carbon emissions and adversely affects air quality. A new Local Transport Strategy as outlined with Environment and Climate focused policies is a fantastic opportunity to deliver co benefits for the environment and slow climate impacts.

- The Local Transport Implementation is a vital enabler for our net zero and climate ready ambitions, with the measures set out in the plan aligning with our Climate Change Strategy objectives.
- **Affordability:** The Local Transport Strategy addresses Affordability as it seeks to reduce car dependency instead promoting more sustainable and affordable forms of transport.
- **Equalities and Human Rights:** In making changes to York Transport Network it will raise the tensions between different human rights and equality impacts. These have been identified in Annex B. As schemes are brought forward these tensions will need further exploration and analysis and this process will continue through the discovery and delivery phases of each intervention.
- **Data Protection and Privacy:** There are no data protection and privacy implications over those set out to Executive Member Decision Session in November 2023 where a Data Protection Impact Assessment was published.
- **Communications:** A Communications Plan is being prepared to communicate this new strategy to the city so that residents, businesses, stakeholders understand the strategy. At the same time internal comms and engagement is taking place to ensure that councillors and staff understand this new policy as it cuts across the council.
- **Economy:** The Local Transport Strategy will support York's economy as it is one of the key components of the Council Plan which the LTS will support.

## Risks and Mitigations

**Reputational (delivery):** The recommendations of this report commit the council to development of further policy in the shape of the Movement and Plan and a second Implementation Plan from 2026. Delivery risks and appropriate mitigations will be considered when these further Plans are submitted to Executive. The individual measures set out in the Implementation Plan will be assessed as they are brought forward for delivery. There are some risks of non-delivery – for example failure to address inequality or areas of poor air quality in York or fail to deliver on other council priorities for which transport is an enabler.

**Reputational (expectation):** The process to co-design the Movement and Place Plan, which forms an important project within the Implementation Plan, will raise expectations that there are opportunities to improve the city's transport network, freeing up space to improve residents' quality of life. Whilst opportunities undoubtedly exist, there are



risks of adverse consequences for some road users from some schemes which reallocate road space to active transport modes and buses. However, this risk needs to be weighed up against the adverse health risks, environmental damage and failure to mitigate and adapt to climate change if the transport network isn't improved. The Our Big Transport Conversation has made clear the majority of residents demand change to the current transport network and the Implementation Plan delivers against that feedback. Nonetheless, throughout the development and then delivery phase of the Plan, expectations will need to be carefully managed to ensure residents understand the funding and delivery challenges the council faces and potential timescales for achieving change. These risks are mitigated through a detailed Communications Plan to be developed for the Transport Implementation Plan.

**Financial:** Although some of the schemes in the Implementation Plan are funded, some are not or are partially funded. Where funding is not currently available it will be sought from a variety of sources, including the Department for Transport, Mayoral Combined Authority and funding agencies such as Active Travel England – as well as development gain and internal council funding sources. By setting out ambition in clear plans, the council will be able to respond to calls for bids as and when available, together with putting forward bids for the unspent HS2 funding.

**Political change:** With funding secured iteratively and statutory Implementation Plans developed throughout the decade ahead, there is the risk that subsequent administrations will prevent or change the direction of the work going forward. By drawing up a robust set of policies within the Local Transport Strategy and co-developing them with the city, including a cross-party steering group of councillors, we have ensured that the principles underpinning the Local Transport Strategy are embedded in the city's longer term strategy. In addition, by seeking Mayoral investment and commitment to in the Movement and Place Plan, it is intended to mitigate the risks associated with political change.

**Wards Impacted** All

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## Annexes

Annex A: Local Transport Strategy Implementation Plan

Annex B: Equalities Impact Assessment

Annex C: Spreadsheet of potential measures and proposed programme

## Background papers

Executive approves York Narrative [Agenda for Executive on Thursday, 28 November 2019, 5.30 pm \(york.gov.uk\)](#) item 68

Executive approves City Centre strategic vision [Agenda for Executive on Thursday, 18 November 2021, 5.30 pm \(york.gov.uk\)](#) item 52

Council approve 10-Year Plan (York 2032) and Strategy and Policy Framework [Agenda for Council on Thursday, 15 December 2022, 6.30 pm \(york.gov.uk\)](#) item 36

CCCSM Scrutiny September 2023: Resident Consultation and Engagement [Agenda for Corporate Services, Climate Change and Scrutiny Management Committee on Monday, 25 September 2023, 5.30 pm \(york.gov.uk\)](#) item 5

Council approve the Council Plan 2023-2027 [Agenda for Council on Thursday, 21 September 2023, 6.30 pm \(york.gov.uk\)](#) item 6

Council Plan [One city for all, 2023 to 2027 – City of York Council](#)

Economy, Place, Access, and Transport Policy and Scrutiny Committee [report on Economic Strategy and Tourism Strategy, 28 November 2023](#)  
[Economic Partnership Information on York 2032 Webpage \(including link to Terms of Reference\)](#)

CCCSM Scrutiny May 2024 10-Year Strategies stocktake [Agenda for Corporate Services, Climate Change and Scrutiny Management Committee on Monday, 13 May 2024, 5.30 pm \(york.gov.uk\)](#) item 4

Strategy and Policy Framework

<https://democracy.york.gov.uk/documents/s176207/Annex%20A%20The%20Strategy%20and%20Policy%20Framework.pdf>

Executive March 2024 Local Transport Strategy Update

<https://democracy.york.gov.uk/documents/s174352/Yorks%20new%20Local%20Transport%20Strategy%20Update%20Report.pdf>

Economy, Place, Access and Transport Scrutiny May 2024 Local Transport Strategy

<https://democracy.york.gov.uk/documents/s176522/LTS%20Report.pdf>

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<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=14499>

Economy, Place, Access and Transport Scrutiny September 2024

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=1063&MId=14748>