
Decision Session - Executive Member for City Strategy

1st September 2009

Report of the Director of City Strategy

City of York's Local Transport Plan 3

Summary

1. This report outlines the development of York's Third Local Transport Plan (LTP3) to cover the period from 2011 onwards, and in particular outlines the proposals for consultation. The aim of the consultations is to, firstly, identify issues and priorities for a long-term (20-year) transport strategy and shorter term policies and implementation plans required for LTP3 and, secondly, to generate support and agreement for the strategy and range of policies and measures to be included in LTP3.
2. In addition the report gives a brief summary of the latest guidance for producing LTPs and the other national, regional and local policies, strategies and plans that will influence the production and content of LTP3.

Recommendations

3. That the Executive Member for City Strategy is recommended to:
 - i. Note the content of the report, particularly Table 1 which outlines the proposed activities and timescales for producing LTP3;
 - ii. Approve the process proposed in Table 1, subject to the presentation of the consultation strategy to the Executive Member for a decision at a future date, prior to the commencement of consultations;
 - iii. Approve the 'LTP3 Draft Vision' as the initial founding principle for consultations on LTP3, which may be subsequently amended as a result of the consultations, and
 - iv. Request officers present the long-term transport strategy to the Executive Member for a decision at a future date, prior to the commencement of consultations.

Reason:

- i. To determine the process for producing LTP3 in compliance with Government guidance.

- ii. To enable the subsequent long-term transport vision and consultation strategies to be presented to the Executive Member for decision at a future date, prior to the commencement of the initial consultation.

Background

Duty to Produce Local Transport Plans (LTPs)

4. In accordance with Section 109 (3) of the Transport Act 2000, Local Transport Authorities in England had a duty to publish a Local Transport Plan (LTP) every five years. The current 'City of York's Local Transport Plan 2006-2011' (LTP2) was published in March 2006 and is due to expire in March 2011.
5. The Local Transport Act 2000, as amended by the Local Transport Act 2008, retains the statutory requirement to produce and review Local Transport Plans and policies, and to have a new Plan in place by the time current LTPs expire (the majority of which expire in 2011), but allows local transport authorities to replace their Plans as they see fit thereafter. Furthermore, the 2008 Amendment requires LTPs to contain policies (strategy) and implementation plans.
6. The current LTP2 expires in March 2011, and the replacement (LTP3) needs to be in place by this date.
7. Guidance on the production of LTPs has been issued by the Department for Transport (DfT). This provides the primary source of advice for producing LTP3, but in addition to this there are numerous national, regional and local policies, issues and research that will influence the production and content of LTP3. A brief summary of the guidance and other influences follows.

Guidance

8. The DfT issued its statutory Guidance to support local transport authorities in producing LTPs in July 2009. Although the guidance (summarised at Annex A) appears to be less prescriptive and more flexible than guidance for previous LTP rounds there is, nonetheless, a lot to be considered. The main difference from previous guidance is in the way transport is considered. Instead of being treated as a entity in itself and how measures for each mode achieve transport priorities, the role of transport as an 'enabler' to achieving wider objectives and aspirations is now considered.
9. The key points in the guidance are:
 - Local authorities are accountable to their communities rather than to the Department for both the quality of the transport strategies prepared and for ensuring effective delivery;
 - LTPs need to include a longer-term (20-year) transport strategy and shorter term policies and implementation plans;
 - Local authorities to have a clear view of their own strategic goals and their priorities for dealing with the different challenges they face;

- The DfT will no longer formally assess LTPs, or set mandatory targets, but will, with local Government Office (GO), provide support for preparing plans. However it should be noted that DfT may take into account the overall quality of an authority's LTP, and of its delivery, where this is relevant to its decisions;
- The new role for DfT and GO Yorkshire and the Humber (GOYH) in the production of LTPs should enable every authority to prepare a plan which best meets the respective area's needs;
- The five national goals under the DfT's 'Towards/Delivering a Sustainable Transport Strategy' (see below) replace the shared priorities (in LTP2) , but the shared priorities will still be essential elements of LTPs.
 - i. Tackle climate change;
 - ii. Support economic growth;
 - iii. Promote equality of opportunity;
 - iv. Contribute to better safety, security and health, and
 - v. Improve quality of life.
- In meeting these goals local authorities should focus on specific 'cross-network' and 'Cities and Regional Networks' challenges as shown highlighted in the table at Annex A;
- Local authorities are encouraged to see how they can take advantage of the new powers under the Transport Act 2008, which they will need to take into account in their plans, enabling them to:
 - i. Influence the provision of bus services (for example, through voluntary/statutory partnerships/contracts);
 - ii. Introduce more flexibility in Community Transport, and
 - iii. Make use of amendments to the legislation on workplace parking levies or road user charging schemes.
- The duty, introduced in the Local Government and Public Involvement in Health Act 2007, to involve citizens in local decision making and service provision;
- Taking significant steps toward mitigating climate change, through developing sustainable transport systems, facilitating behaviour change and reducing the need to travel (smarter choices) is encouraged;
- It is critical that transport and spatial planning are closely integrated. It will be essential for LTPs to reflect and support Local Development Frameworks. LTPs should be a key consideration in the planning process, therefore, good cooperation between transport planning, air quality and spatial planning departments, as well as with partner organisations, is essential;
- Integrating Air Quality Action Plans with LTPs is strongly encouraged;
- Implementation Plans should demonstrate how both capital and revenue funding, available to the authority from central Government support, council tax and other sources, are to be used to further transport objectives;
- Strategies and Implementation Plans should be based on realistic estimates of the funding likely to be available;
- Capital funding for both block allocations and major schemes is subject to Regional Funding Advice (not ring-fenced);

- The DfT strongly advocates adoption of its advice on measures authorities need to take in developing and delivering LTPs, even though it is not mandatory, and
- Reference is made to several new duties the LTPs and their production must comply with.

Other Influencing Strategies, Policy, Guidance and Research

National

10. **The Stern Review on the Economics of Climate Change (2006)** – This examines the evidence for the economic impacts of climate change itself, explores the economics of stabilising greenhouse gases in the atmosphere, and considers the transition to a low-carbon economy and society’s ability to adapt to the consequences of climate change. It concluded that the benefits of strong, early action considerably outweigh the costs, as ignoring climate change will eventually damage economic growth.
11. **The Eddington Transport Study, the case for action. Sir Rod Eddington’s advice to Government, December 2006** – This states, in essence, that transport has an impact on the economy through numerous mechanisms, including, but not limited to, increasing business efficiency through time savings and improving the efficient functioning of labour markets. Conversely, delays and unreliability on the network increase business costs and affect productivity and innovation. The report added that the rising cost of congestion, if left unchecked, will waste an extra £22 billion worth of time in England alone by 2025. At a local level, the report showed that in 2003 congestion delay on parts of the A1237 (Outer Ring Road) was in the range of 27,670 to 139,400 lost hours per link (road section) kilometre.
12. The study also expected economic growth to be driven by large urban areas. The principal urban area influencing York is Leeds, to which a significant proportion of York’s population commutes. Over coming years this anticipated growth is likely to be fed by increasing population and migration. In addition, York itself is a significant commuter destination.
13. The recommendations put forward in the study include:
 - Government policy and sustained investment is focused on improving the performance of existing transport networks, in those places that are important for the UK’s economic success;
 - Over the next 20 years, the three strategic economic priorities for transport policy should be:
 - i. congested and growing city catchments;
 - ii. the key inter-urban corridors,
 - iii. and the key international gateways that are showing signs of increasing congestion and unreliability.
 - Government should adopt a sophisticated policy mix to meet both economic and environmental goals. Policy should get the prices right (especially congestion pricing on roads and environmental pricing across all modes) and make best use of existing networks, and

- Changes to the regulation of the bus market to allow local bodies to cooperate more with bus operators.
14. **Towards/Delivering A Sustainable Transport System** – In October 2007, Towards a Sustainable Transport System (TaSTS) set out the Government's approach to strategic transport planning for 2014 and beyond. TaSTS set out an approach for implementing the recommendations of the Eddington study and reflected the findings of the Stern Review of the economics of climate change.
 15. In November 2008, the government published 'Delivering a Sustainable Transport System: Consultation on Planning for 2014 and Beyond' (DaSTS) which sets out how it is putting the TaSTS approach into practice. DaSTS reiterated the key goals in TaSTS; these being:
 - to support national economic competitiveness and growth, by delivering reliable and efficient transport networks;
 - to reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome of tackling climate change;
 - to contribute to better safety, security and health and longer life-expectancy by reducing the risk of death, injury or illness arising from transport, and by promoting travel modes that are beneficial to health
 - to promote greater equality of opportunity for all citizens, with the desired outcome of achieving a fairer society;
 - to improve quality of life for transport users and non-transport users, and to promote a healthy natural environment.
 16. These goals demonstrate the contribution transport makes as an 'enabler' for other much wider goals to be realised (transport as means to an end), rather than being confined to the intrinsic objectives of transport (as a means in itself).
 17. DaSTS established the broad range of challenges for achieving each of these goals, for evaluating options for determining an optimised package of interventions, aligning them to the following networks:
 - Cross-network (national policy);
 - Cities and regional networks;
 - National networks, and
 - International networks.
 18. LTP3 Guidance advises that local authorities should focus on the cross-network challenges and challenges for cities and regional networks.
 19. Additional guidance on DaSTS was issued to the regions to accompany the main DaSTS consultation. This focuses more specifically on the work that regions will be invited to undertake to influence the Government's decisions on transport investment from 2014 onwards. It is currently expected that regions will complete the various processes for deciding and submitting an overall programme, with priorities for funding in each year from 2014 - 19, along with less detailed proposals for 2019 - 24, within the context of a 30 year strategic plan, by late 2011, in readiness for the publication of a White Paper in 2012 containing the DfT's programme of investment.

20. **Low Carbon Transport: A Greener Future, A Carbon Reduction Strategy for Transport** – published by the DfT in July 2009. This acknowledges that good transport systems are fundamental to our economy and our quality of life. It also recognises the adverse impacts of transport on the environment and sets out the Government's strategy for avoiding dangerous climate change, by aiming to harness the potential of low carbon technologies across all modes (e.g. increasing the role of lower emission buses), promote lower carbon choices, and using 'market mechanisms' to encourage a shift to lower carbon transport. All of the measures in the strategy are aimed at achieving the target, established in the **Climate Change Act 2008**, to reduce UK greenhouse gas emissions by at least 80% by 2050.
21. As part of the Strategy, the DfT is intending to consult, this summer, on a smart and integrated ticketing strategy for England. In addition, it is committed to developing a national cycling plan, complemented by a active transport strategy to encourage low carbon transport options that also promote personal health. Furthermore, the Government is keen to see more priority given to reducing carbon emissions in the next round of Local Area Agreements (due to be in place by April 2011).
22. Another element in reducing carbon emissions is reducing the need to travel, either by use of Information Technology or through spatial planning.
23. The success of this strategy is dependent on the efforts of many agencies and organisations (including regions and local authorities), as well as individuals.

Regional

24. The **Regional Transport Strategy** (RTS) is currently contained within the **Regional Spatial Strategy** (RSS), published jointly in May 2008 by Government Office for Yorkshire and the Humber (GOYH) and the Department for Communities and Local Government. The policy direction of the RTS is derived from the principle of integrating transport planning with land-use planning and wider policy areas. The main thrust of the RTS, as it affects York, is:
 - Personal travel reduction and modal shift (less reliance on the private car);
 - Safeguarding and improving public transport infrastructure and services (based on accessibility criteria);
 - Managing parking demand and availability (including parking standards), and
 - Integrated freight distribution.
25. In addition, the RTS contains 'Transport's investment and management priorities' tables, which include '*improved accessibility to York city centre and investment opportunities of sub area significance in the York sub area.*'
26. In April 2009 new local arrangements for devising regional strategy came into effect, with many of the responsibilities for this function being transferred from the (now defunct) Yorkshire and Humber Assembly to Yorkshire Forward in partnership with the 'Joint Regional Board' (the Local Authority Leaders' Board).

Under these new arrangements the previous regional economic and spatial strategies etc. are to be incorporated into a single **Integrated Regional Strategy** (IRS). This is expected to focus on the priority areas of economic outcomes, housing outcomes and climate change. Further Government guidance is currently awaited for determining the timeframe for drafting and agreeing the IRS. It is expected that each region will take full account of DaSTS in producing its IRS.

27. The current RSS breaks the region down into a series of discrete areas. York is encompassed within the Leeds City Region, but is also a sub region in itself, as well as constituting part of the York and North Yorkshire functional sub region (FSR). Consequently, it has many of its own needs to be addressed as well as those of the FSRs it is part of.
28. **The Transport Strategy for Leeds City Region** sets out what transport needs to achieve up to 2026 to realise the City Region's ambitions. It sets out the City Region's agenda for transport, providing clarity to regional and national partners. It also provides a strategic framework to the development of the next round of Local Transport Plans in the City Region, through which many of the detailed delivery plans will be developed. The transport strategy has been devised with due consideration of DaSTS. It acknowledges York Northwest as a regional spatial priority and includes the following short, medium and long-term options for York (Y) and North Yorkshire (NY) as well a more generic interventions:
 - Short-term: new / expanded Park & Ride sites with associated rapid transit corridors (Y & NY).
 - Medium-term: new railway station at Haxby; improvements to York Outer Ring Road and small scale infrastructure improvements to unlock housing at York Northwest (Y).
 - Long-term: application of tram train technology to the Harrogate Line (Y & NY) and network performance/safety improvements on the A64 (Y).
29. The Transport Strategy for Leeds City Region may also provide a sound basis for the structure of LTP3.
30. Council officers have liaised with officers from North Yorkshire County Council to establish the York and North Yorkshire FSR priorities in Yorkshire Forward's **Yorkshire & Humber Strategic Priorities** submission to Government for the development of solutions for the national networks and international networks, as well as the region's lead on looking at the city and regional networks, which identifies the programme of work needed to develop a way forward for the region. The agreed prioritised challenges have been re-worded from the DaSTS challenge wording for regional and City Region networks to make them specific to the region. The prioritised challenges are:
 - contribute towards the reduction in transport related carbon dioxide emissions;

- reduce lost productive time, including by maintaining or improving the reliability and predictability of journey time on key regional and City Region routes for business, commuting and freight;
- improve the connectivity and access to labour of key business centres;
- support the delivery of sustainable housing through the provision of transport;
- enhance social inclusion and the regeneration of deprived or remote areas by enabling disadvantaged people to connect with employment opportunities, key local services, social networks and goods through improving accessibility, availability, affordability and acceptability; and
- reduce risk of death or injury due to transport accidents.

31. The key priorities as they relate to the region and, more specifically, York are:

- To improve land use and transport integration
- Adopting Carbon/Smarter Choices for transport in a low carbon economy/ promotion of more sustainable alternatives, and
- To improve connectivity between Leeds to Scarborough via York (road and rail).

Local

32. **York – A City Making History** is the city's **Vision and Sustainable Community Strategy (SCS)** for the period 2008 – 2025. It sets out the long term vision for the local area based on what matters to most people. It establishes the vision and strategic ambitions for the city over this period, and states how the priorities for delivery of this will be done under the themes of:

- York - The Sustainable City
- York - The Thriving City
- York - The Learning City
- York - A City of Culture
- York - The Safer City
- York - The Healthy City
- York - The Inclusive City

33. The SCS has a three year delivery plan, and the **Local Area Agreement (LAA)** associated with this contains the two following prioritised National Indicators as local improvement targets for transport:

- NI47 Reduce the number of people Killed or Seriously Injured (KSI) in road traffic accidents (LTP ref 4A), and
- NI167 Congestion – average journey time per mile during the morning peak (LTP ref 6C).

34. The LAA also contains the two National Indicators as local improvement targets for carbon emissions and reacting to climate change that transport contributes to achieving:
- NI186 Reduce per capita CO₂ emissions in the local area, and
 - NI188 Adapting to climate change
35. The current delivery plan expires in 2011, and it is likely that the new delivery plan will have to give more priority to targets which aim to reduce carbon emissions (see also paragraph 21). A low-carbon transport system would assist in meeting this requirement.
36. The **Local Development Framework** (LDF) is the plan for the future development of York and is closely aligned with the SCS. There are several components to the LDF, including those listed below, and each is at a different stage of preparation.
- Core Strategy;
 - City Centre Area Action Plan (CCAAP);
 - York Northwest Area Action Plan (YNWAAP), and
 - Allocations Development Plan Document (DPD).
37. The LDF recognises the link between transport planning and land-use planning and the Core Strategy contains a 'Sustainable Transport' chapter, outlining the land use issues for the transport policies and measures in LTP2 and new opportunities since the publication of LTP2. However, as the LDF (when adopted) is due to extend well beyond the lifetime of LTP2, LTP3 and any subsequent LTPs need to harmonise with it.
38. Any significant changes to the public realm in the city centre will have an effect on transport. Conversely, alterations to the transport system can assist in realising the desired changes to the public realm. Therefore, a **City Centre Accessibility Framework** (CCAF) is currently being devised as part of the CCAAP and any transport measures within this framework are likely to be implemented through LTP3 (and its successors).
39. The Council's **Traffic Congestion Ad-Hoc Scrutiny Committee** has been undertaking work to 'identify ways including Local Transport Plans 1 & 2 (LTP1 & LTP2) and other evidence, of reducing present levels of traffic congestion in York, and ways of minimising the impact of the forecast traffic increase.' This work has investigated the extent and causes of congestion and considered what measures can be implemented to reduce it, culminating in a draft report which contains a series of 14 scenarios. Each successive scenario has a greater degree of complexity and higher impact on congestion, but also increases in cost. These scenarios may form the basis for 'options' in LTP3, depending on the Council's consideration of the final report.

Other Influences

40. As LTP3 is to contain a long-term strategy and a (regularly updated) shorter-term implementation plan, some prediction of future social and economic trends needs to be made for determining policies and measures in LTP3. Events over the past year have shown that unexpected, sudden and dramatic changes can occur at any time, so making any kind of reliable accurate prediction is extremely difficult. However, by analysing underlying trends, it is anticipated that a reasonably sound long-term strategy, based upon the current vision for the city contained in the various documents referred to above, will be devised and presented to the Executive Member for a decision at a future date, prior to the commencement of consultation on LTP3.

Process

41. A summary of the proposed process for the preparation of LTP3 is shown in Table 1. A more detailed breakdown of this and timescales for producing LTP3, is shown at Annex B.

Table 1 - LTP3 Preparation

Stage	Date(s)
Approve LTP3 production process	1 st September 2009
Approve long-term transport strategy and consultation strategy	6 th October 2009
Commence initial consultation (for issues and options)	October 2009
Receive/analyse responses	November – December 2009
Present consultation responses to Executive	5 th January 2010
Prepare Draft LTP3 (with due consideration of consultation responses)	October 2009 – April 2010
Present Draft LTP3 to Executive	24 th April 2010
Publish Draft LTP3 for consultation	June 2010
Receive/analyse responses	July – August 2010
Present consultation responses to Executive	14 th September 2010
Prepare full report	September – December 2010
Present full report to executive	1 st February 2011
Publish LTP3	By 31 March 2011

42. In preparing LTP3 officers will liaise with its neighbouring authorities (North Yorkshire, East Riding and Hull) to ensure policies and measures are complementary. Officers will also be in regular contact with GOYH to advise it of progress and seek advice where necessary.

Long-term Transport Strategy and Consultation Strategy

43. A long-term transport strategy and consultation strategy are currently being developed. These are due to be submitted to the Executive Member for decision on 6th October 2009, prior to commencing the initial consultation for LTP3.

Transport Vision

44. The 'LTP3 Draft Vision' is shown at Annex C. It can be seen from the diagram that LTP3, and the transport vision within it, cuts across all of the Council's outward facing corporate priorities, which are the same as the SCS themes. The draft vision will form the founding principle for initial consultations on LTP3. It is anticipated that the vision will, amongst other things, be expanded to reflect more of the spatial aspects of the SCS that are influenced by transport (essentially formulated through the LDF). This may include, for example, achieving good sustainable connectivity between the University of York and the remainder of the city (Learning City) and providing good access to the hospital by sustainable modes, particularly those that help in achieving and maintaining a healthy lifestyle (Healthy City).

Corporate Objectives

45. LTP3 is a cross-cutting document that encompasses and contributes to all of the council's outward facing corporate priorities (see also paragraph 44).

Implications

46. This report has the following implications:
 - **Financial** – There are likely to be significant revenue cost implications for producing LTP3.
 - **Human Resources (HR)** – A Transport Planner with a specific remit to assist in the production of LTP3 has recently been appointed. This is a temporary appointment (1 fte) until April 2011.
 - **Equalities** – LTP3 will be subject to an Equalities Impact Assessment.
 - **Legal** – There are no implications at present.
 - **Crime and Disorder** – There are no implications at present.
 - **Information Technology (IT)** – There are no IT implications at present.
 - **Property** – There are no implications at present.
 - **Sustainability** – It is anticipated that LTP3 will develop and implement sustainable transport solutions.
 - **Other** – No comments.

Risk Management

47. In compliance with the Council's Risk Management Strategy the main risk that has been identified in this report could lead to the inability to meet the council's long term objectives (Strategic) if the process for developing LTP3 is inadequate. In addition, there may be an operational risk for the council suitably undertaking a statutory duty if it fails to produce an adequate LTP3. LTP2 was rated as 'excellent' by the DfT, and the councils reputation may be at risk if LTP3 is of a poorer quality.
48. Measured in terms of impact and likelihood, the risk score for the recommendation is less than 16 and thus at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.

Ward Member comments

49. Not appropriate at this stage.

Non Ruling Group Spokespersons' comments

50. To be ascertained.

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Wards Affected

All

For further information please contact the author of the report

Background Papers:

Guidance for the publication of LTP3, DfT, July 2009

Annexes

Annex A The Delivering a Sustainable Transport Strategy (DaSTS) Challenges.
Annex B LTP3 Project Plan
Annex C LTP3 Draft Vision