



Notice of meeting of

Decision Session - Executive Member for City Strategy

To: Councillor Steve Galloway (Executive Member)

Date: Tuesday, 5 October 2010

Time: 4.00 pm

Venue: The Guildhall, York

AGENDA

Notice to Members – Calling In

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

10.00 am on Monday 4 October 2010 if an item is called in before a decision is taken, or

4.00pm on Thursday 7 October 2010 if an item is called in after a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00pm on Friday 1 October 2010**.

1. **Declarations of Interest**

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

2. **Minutes** (Pages 3 - 8)
To approve and sign the minutes of the last City Strategy Decision Session held on 7 September 2010.

3. **Public Participation - Decision Session**

At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **5.00pm on Monday 4 October 2010**.

Members of the public may register to speak on:-

- an item on the agenda;
- an issue within the Executive Member's remit;
- an item that has been published on the Information Log since the last session.

Please Note: No items have been published on the Information Log since the last meeting.

4. **Children's Play Area at Beckett Drive, Osbaldwick**

(Pages 9 - 20)

This report is in response to a petition received at full Council on 15 July 2010 from Councillor Alexander, on behalf of local residents, regarding a play area behind Kirkdale Road.

5. **Petition to First West and North Yorkshire Bus Company Concerning Changes Made to Route 13** (Pages 21 - 48)

This report considers a petition presented to the Council in July 2010 requesting that First York and North Yorkshire continue to operate the route 13/13a bus service which operates between Monks Cross and Copmanthorpe via Heworth/Bell Farm, York College/Askham Bar and Copmanthorpe.

6. **City of York's Response to the Office of Fair Trading Consultation Document "Public Transport Ticketing Schemes Block Exemption Review"** (Pages 49 - 58)

The Office of Fair Trading issued the above consultation paper in July 2010 inviting responses from interested parties to be submitted on or before 20 October 2010.

[In view of its length Annex A is published online only but a hard copy can be made available by contacting the Democracy Officer, contact details below]

7. City of York Local Transport Plan 3 - Draft 'Framework' LTP3 (Pages 59 - 108)

This report presents the Draft 'Framework' version of the City of York's Local Transport Plan for the period 2011 onwards (LTP3), and seeks approval of its release for public consultation in October 2010.

[Please note that the documents referred to under Annex C are available on the Council's web-page www.york.gov.uk/ltp3. Hard copies of the documents can be obtained by contacting either the report author or the Democracy Officer, contact details below]

8. Any other business which the Chair considers urgent under the Local Government Act 1972

Democracy Officer:

Name: Jill Pickering

Contact details:

- Telephone – (01904) 552061
- E-mail – jill.pickering@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above

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If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

A leaflet on public participation is available on the Council's website or from Democratic Services by telephoning York (01904) 551088

Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

Access Arrangements

We will make every effort to make the meeting accessible to you. The meeting will usually be held in a wheelchair accessible venue with an induction hearing loop. We can provide the agenda or reports in large print, electronically (computer disk or by email), in Braille or on audio tape. Some formats will take longer than others so please give as much notice as possible (at least 48 hours for Braille or audio tape).

If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

Every effort will also be made to make information available in another language, either by providing translated information or an interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

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Holding the Executive to Account

The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

Who Gets Agenda and Reports for our Meetings?

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
- Public libraries get copies of **all** public agenda/reports.

City of York Council

Committee Minutes

MEETING	DECISION SESSION - EXECUTIVE MEMBER FOR CITY STRATEGY
DATE	7 SEPTEMBER 2010
PRESENT	COUNCILLOR STEVE GALLOWAY (EXECUTIVE MEMBER)
IN ATTENDANCE	COUNCILLORS ALEXANDER, HORTON, POTTER AND SIMPSON-LAING

21. DECLARATIONS OF INTEREST

At this point in the meeting Members present were invited to declare any personal or prejudicial interests they might have in the business on the agenda. None were declared.

22. MINUTES

RESOLVED: That the minutes of the last Decision Session – Executive Member for City Strategy, held on 6 July 2010 be approved and signed by the Executive Member as a correct record.

23. PUBLIC PARTICIPATION/OTHER SPEAKERS

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme. The Executive Member had also granted three requests to speak received from Council Members details of which were set out under the individual agenda items.

He also approved a request received from Cllr Potter to raise issues in relation to the No 13 bus service. Cllr Potter presented additional sheets to a petition handed in at the July Council meeting by Cllr Funnell. These contained a further 57 signatories objecting to the cutting of the No 13 bus service to Heworth and calling on First York to continue the service. She referred to the strength of residents concern at the loss of the service particularly the cuts to the evening service after 7.30pm.

24. HIGHWAYS MAINTENANCE SERVICES - PETITION SEEKING THE ADDITION OF BRACKENHILLS SNICKET, POPPLETON TO THE LIST OF STREETS MAINTAINABLE AT PUBLIC EXPENSE

The Executive Member considered a report, which had been prepared in response to the receipt of a petition. The petition had been signed by 448 residents of Upper and Nether Poppleton, requesting that the path linking Bracken Hills to The Green, Upper Poppleton be added to the List of Streets Maintainable at Public Expense (LoS) by the Council.

The Executive Member confirmed the Local Members support for the addition of this path to the list and following consideration of the following options:

Option A – authorise the addition of the snicket to the LoS

Option B – Do not authorise the addition of the snicket to the LoS it was

RESOLVED: That the Executive Member approves Option A and authorises the addition of the snicket to the List of Streets Maintainable at Public Expense (LoS).¹

REASON: So that the alleyway can be added to the LoS with immediate effect and the surface of the path be maintained to a standard commensurate with its location, use and also to public expectation.

Action Required

1. Add snicket to the LoS.

RB

25. PUBLIC RIGHTS OF WAY - PROPOSAL TO RESTRICT PUBLIC RIGHTS OVER ONE PART OF THE SNICKET BETWEEN JUTE ROAD AND BECKFIELD LANE, ACOMB WARD, YORK

Consideration was give to a report which considered a proposal to gate one section of a snicket between Jute Road and Beckfield Lane in Acomb Ward in order to help prevent crime and anti-social behaviour associated with the route.

Cllr Horton expressed his support for the making of the gating order in line with Option 3 of the report. He confirmed the issues raised by local residents of anti social behaviour and criminal damage in the vicinity. Support had also been received from the Police Architectural Liaison Officer and he pointed out that closure of this section would still allow residents access to Beckfield Lane and the bus stop. Requests were made for improvements to visibility splays to further limit anti social behaviour in the area.

Cllr Simpson-Laing also confirmed her support for the earlier comments and gating. She went onto make reference to the cleanliness of the snicket and Officers confirmed that, once gated, cleaning would be carried out on a reactionary basis.

Representations were received from a resident of Jute Road in support of the gating. She also referred to local support for undertaking a 12 month review of the use of the remaining leg of the path. The Executive Member pointed out that a review could be initiated at any time and he confirmed that the use of the unclosed section of the snicket would be kept under review with details reported back, if necessary.¹

Consideration was then given to the following options:

Option A – Do not authorise the making of the Gating Order. This option is not recommended.

Option B – Authorise the making of a Gating Order to restrict public use of the snicket. This option is recommended.

RESOLVED: That the Executive Member approves Option B and authorises the Director of City Strategy to instruct the Head of Civic, Democratic and Legal Services to make a Gating Order over the route, in accordance with Section 129A of the Highways Act 1980 as amended.
2.

REASON: In order that public rights over the route can be restricted under S129A of the Highways Act 1980 so that crime and anti-social behaviour associated with the snicket can be reduced.

Action Required

1. Keep unclosed section of snicket under review. EM
2. Instruct Head of Civic, Democratic and Legal Services to make gating order. EM

26. BUS FARES AND SERVICE LEVELS IN YORK

The Executive Member considered a report which had been prepared in response to a petition received from Cllr Alexander requesting a freeze in First York bus fares, an end to First York bus service cuts and a review of outer York bus services to ensure that all villages have sufficient access to bus routes.

The Officers report had concluded that whilst effort had been made by the Council to influence the first two areas, that it was only the third point over which the Council currently had any level of control. It was reported that the Council reviewed its level of socially necessary bus provision on a regular basis and that it planned to carry out a further review prior to the forthcoming tender round that would take place in 2011.

Cllr Alexander made representations as lead petitioner and pointed out that the Council only had powers to review bus services in the area. He referred to no agreement having been reached in relation to the introduction of a Quality Contract Scheme and to delay in the trial statutory Quality Partnership on the A59 corridor and surrounds as part of the new park and ride service. Price increases, reductions in paying passengers together with increased profits for First York were all concerns and he therefore requested the Executive Member to approve Option A and undertake an immediate review of the bus network.

Officers confirmed that the North Yorkshire cuts in service were still subject to public consultation on which the Executive would take a decision in November.

The Executive Member pointed out that earlier in the day the Executive had been informed that bus usage in York was increasing and that customer satisfaction with services had risen substantially over the last

decade. He went onto confirm that he would also be recommending that a future ResOp survey should request residents views on bus services. With regard to the trial on the A59 corridor he pointed out that a decision on this could not be made until next year when the cost implications were known but that they were still committed to undertaking the trial.

The Executive Member then considered the following options:

Option A – Undertake an immediate review of the bus network in York Outer to establish areas with unsatisfactory access to bus services and ensure that all villages within the constituency receive a minimum level of service.

Option B – Take no action, accepting that the existing situation is as good a level of service as can be provided within the existing budgetary restrictions.

Option C – Approve a review of the subsidised network of bus services prior to the expiry of contracts for a majority of these services and the concurrent tendering process in 2011.

RESOLVED: That the Executive Member notes the contents of the report and agrees to:

- i) Support the work currently being undertaken to encourage and sustain commercial bus services with realistic fares on York's bus network.
- ii) Request a review of the network of subsidised bus services provided across York prior to the re-tendering of services in Autumn 2011. ¹
- iii) Request officers to include on a future ResOp survey questions (backed up by an "on line" Council web site poll) aimed at discovering residents views on acceptable bus service standards taking into account subsidy levels, comfort, speed, reliability, accessibility and fare cost issues. ²

REASON: That the vast majority of contracts for York's tendered bus network expire at the end of August 2011. It is within the context of this tendering round that any changes to the existing bus network would best be considered for the delivery of a sustainable, attractive bus network to be achieved.

Action Required

- 1. Undertake review of subsidised bus services prior to re-tendering. AB
- 2. Include questions on bus services in future ResOp survey. AB

27. CITY STRATEGY CAPITAL PROGRAMME - 2010/11 MONITOR 1 REPORT

Consideration was given to a report which set out progress to date on schemes within the 2010/11 City Strategy Capital Programme, including budget spend to the end of July 2010. The report also proposed adjustments to scheme allocations to align with the latest cost estimates and delivery projections, the main adjustments being to accommodate the reductions in Government funding.

Officers updated that there had been a slight change to the report and annexes with the addition of a separate Water End Junction Review item, but that this did not affect the proposed budget. It was also reported that if the proposed changes were accepted that the total value of the City Strategy Planning and Transport Capital Programme for 2010/11 would be £6,562k including overprogramming. Officers reported that overprogramming would increase from £605k to £686k with the budget increasing to £5,876k.

The Executive Member confirmed that there were no major changes to the proposed programme.

RESOLVED: That the Executive Member agrees to:

- i) Approve the adjustments to the programme set out in Annexes 1 to 4 of the report; ¹.
- ii) Approve the variations to the 2010/11 City Strategy capital budget, subject to the approval of the Executive. ².

REASON: To enable the effective management and monitoring of the council's capital programme.

Action Required

- | | |
|-------------------------------------|----|
| 1. Adjust capital programme. | TC |
| 2. Refer to Executive for approval. | TC |

Cllr Steve Galloway, Executive Member for City Strategy
[The meeting started at 4.00 pm and finished at 4.25 pm].

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Decision Session
- Executive Member for City Strategy

5th October 2010

Report of the Director of City Strategy

Children's Play Area at Beckett Drive, Osbaldwick

Summary

1. This report is in response to a petition received at full Council on 15 July 2010 from Councillor Alexander, on behalf of local residents, regarding a play area behind Kirkdale Road.
2. The report explains the background to the petition and the options available to the Council to seek to address the concerns expressed by residents.

Recommendation

3. It is recommended that the Executive Member approves option A below i.e. to continue the existing measures being implemented to alleviate the concerns of residents.

Reason: To ensure that in addition to the new, higher fence recently installed appropriate screen planting is introduced to reduce the impact of the use of the play area and equipment upon residents of Kirkdale Road.

Background

4. A complaint was first made to the Council regarding the play area in February 2008. It was queried whether the play area had received permission as part of the residential development at Murton Way. The subsequent enforcement investigation found that the area conformed to the approved layout of the play area. Annex 1 shows the location of the area within the new development.
5. The play area at Beckett Drive was required to comply with the Council's policies in relation to open space and play provision, as part of application 03/01305/FUL for the erection of 62 dwellings with associated access, parking and landscaping on land off Murton Way in Osbaldwick. The history of the application with particular reference to the play area is as follows: -
 - The application for residential development ref 03/01305/FUL was submitted in April 2003
 - A revised layout plan (MWO/SK1/A) was received 28th July 2003

- A reconsultation process on this plan was carried out on 28th July 2003
- A revised layout plan showing the open space in the current location was received on 27th October 2003 (MWO/SK1/C).
- Residents and the Parish Council were reconsulted on the 12th November 2003
- The Council's landscape architect then sought an enlargement of the open space area in the same location to meet the size standards for a LEAP (Local Equipped Areas for Play). An area of some 782 sq m was sought given the size of development.
- A plan showing the enlarged area in its current position (MWO/SK1 rev E) was submitted in 16th December 2003
- Reconsultation of the Parish Council and residents took place on 19th December 2003. The reconsultation letter stated revised details had been received summarised as:- " 1 Revised layout / access position 2. Details of changes in ground levels, with consequential land drainage measures and elevational changes to house types." The letter gave 21 days for comment.
- A landscaping plan, 1489/B, was received on 4th February 2004. This plan was annotated 'LAP to future detail and POS'. However this plan did not show the play equipment and did not form part of the approved plans, and was not subject to reconsultation on receipt. The small corner not shown as grass would not have been sufficient to have constituted the play area, as the whole of the space was to be used as an equipped play area to approach the required space standards. Also condition 6 of the eventual approval required the submission of landscaping details.
- Notification of interested parties took place on 18th February 2004 regarding the consideration of the application at Planning Committee on 27th February 2004.
- Consideration of the application was deferred at this meeting for the following: -
 - i. To allow satisfactory resolution of the drainage issues relating to the proposed development;
 - ii. To explore ways of reducing the number of mature trees lost on the site during the development;
 - iii. To allow the sustainable design features of the proposed development to be demonstrated;
 - iv. To allow negotiations with the applicant with a view to reducing the proximity of the proposed buildings to existing dwellings;
 - v. To allow negotiations with the applicant with a view to re-examining the design of the lofts in the proposed buildings to maximise storage space.

- The above issues were discussed with the relevant consultees and resolved to the officers' satisfaction through submission of details on 15th March 2004, including planning layout plan 114/L showing the open space.
 - Reconsultation took place in respect of details and information on 18th March 2004 (including sections showing ground levels raised by 1 metre).
 - The application was deferred from consideration on the 25th March 2004 to allow interested parties to be notified.
 - Layout Plan 114/M was received 1st April 2004 with no specific positions for play equipment on the area of open space, which remained in the same place as on the plan received 16th December 2003 (MWO/SK1/E). Reconsultation was not considered necessary as it did not involve any additional impact or details that would have had an additional impact on residents (plot 44 had been moved further away from boundary).
 - The application was considered at the Planning Committee on 2nd April 2004. The report refers to the need to raise ground levels by 1 metre. It also refers to a play area being located centrally within the site. Members were updated at the meeting and plans of the site with ground levels and sections were made available at the meeting. The open space area clearly marked on the plan is the only open space area central to the site - the other area being adjacent to Murton Way. It would have been self evident to Committee Members that this would be the location of the children's play space as it is the only open space central to the site, as would its location in relation to the existing properties. The play area is bounded on 3 sides by properties within the new development, and to the rear by properties along Kirkdale Road
 - Delegated authority was given to approve the application following adjustments to the site layout to increase the sustainability aspects of the design and increase the number of trees retained, the pepper-potting of affordable housing at the site, and subject to appropriate conditions and a section 106 agreement. The Section 106 Agreement included an obligation that a management company be appointed by the developer to either take over the freehold of or to maintain the open space on behalf of the developer.
 - Once the Section 106 Agreement was signed the planning permission was issued 8th August 2004.
 - Details of the layout and landscaping of the play area as shown on drawing 1489/2 were approved on 28th February 2005.
- 6 Further complaints were made to the Council in July 2009 on behalf of residents of Kirkdale Road. The Parish Council wrote to complain about and query the decisions and what was considered to be a lack of consultation in respect of the play area. Following investigation, it was again found that the equipment appears to have been installed in accordance with the approved

details and so there are no planning enforcement powers available to seek alteration of the scheme. In addition, from the above, the Committee determined the application in the knowledge of the raising of the land levels and knowing the location of open space where the children's play area would be sited. As mentioned, consultation took place in respect of the plans showing the raising of the land and of the location of the open space area, and representations were made at the relevant Committees.

- 7 Notwithstanding the above findings, a meeting was held on site with representatives of the Parish Council to discuss the impact of the play equipment as installed on adjacent residents and to consider measures for alleviating this impact. It was confirmed that the play area was not Council owned or maintained and as such any remedial measures would first require the consent of the owner and Management Company of the site. Colleagues in Leisure Services agreed to investigate the possibility of moving the equipment with the original installer, and to look at the scope for additional screen planting and /or raising the height of the fence along the rear boundary. Officers were able to appreciate the impact of the use of the play equipment upon adjacent residents in terms of privacy and disturbance. Viewing the play area from one of the adjacent properties confirmed that the raising of the development site and the play area about 1 metre above that of adjacent housing resulted in overlooking from the main piece of play equipment. It was agreed that measures would be investigated, but it was also stated that no promises could be made given the lack of control over the play area, funding issues and the practicality issues. Residents visited at that time acknowledged this and stated that any measures that could be achieved would be welcomed.
- 8 Following the meeting in November 2009, Leisure Services colleagues arranged for two play equipment installation companies to assess the scope for moving the equipment with a view to providing quotations for the works. Following these meetings and consideration by the companies involved, in January of this year the Parish Council was informed that the cost and practicalities of moving the equipment were prohibitive, and the measures to replace or increase the height of the fence and to install screen planting were being pursued. In subsequent correspondence the Parish Council did not raise concerns that this course of action would be inadequate or unacceptable to the affected residents. The residents to the rear at 16 Kirkdale Road were also advised that a fence and planting was being pursued and acknowledged this.
- 9 The management company for the play area was approached to give consent for the raising of the fence and installation of additional planting. A number of queries were raised by the legal and operational representatives in relation to liability and future maintenance of the planting. Details of the proposed planting were issued to the company for consideration. Concerns were raised in respect of the proposed increasing in the height of the existing fence, in terms of responsibility for each element of it and liabilities arising from any failure of the fence, such that the company would only agree to a new complete fence installed inside the existing one. Permission was eventually given for the works to be implemented in July 2010. Residents adjacent to the boundary were advised of the proposals and asked for any comments by 6th August. No comments were received from residents. Beckett Drive residents

had however expressed concern via Councillor Morley that that any movement of play equipment or other measures may affect their amenity.

- 10 The higher fence was installed in late August. No further contact has been received from residents since its installation. The use or misuse of the play area, and securing of the area at night, are not a matters that the Council could take forward; rather the management company would need to take responsibility.

Consultation

- 11 Parks and Open Spaces have been involved in the formulation of proposals for remedial works since the complaint was received from the Parish Council. The proposed planting and the design, materials and height of the fence are considered to be appropriate.
- 12 Consultation had taken place with residents in respect of the proposed new fence and planting in July 2010, with no responses being received.

Options

Option A

- 13 Continue the existing measures to alleviate the concerns, i.e. to install the planting as approved by the management company, at that start of the planting season.

Option B

- 14 To carry out no further action i.e. not to install the additional planting.

Option C

- 15 To seek the approval of the landowners/ managing agents to carry out more extensive works involving the reconfiguration of equipment within the play area to alleviate the residents' concerns.

Analysis

Option A

- 16 The installation of the planting as an additional measure to the fence already installed would have some initial benefit in screening the site from the rear of properties on Kirkdale Road and would over time increase the level of screening. The planting is approved and the costs of the planting are known and can be borne by the Authority.

Option B

- 17 This option would involve no additional expenditure but would not improve the screening available to residents of Kirkdale Road over the longer term.

Option C

- 18 The repositioning of the play equipment and associated surfacing materials may result in some of the equipment having to be replaced. The original contractor was reluctant to be involved in such a proposal and would not offer a quotation – instead advising on the higher fence and planting. The second contractor quoted over £10,000 to move the equipment; not taking into account any replacement of damaged parts or the redesigning of the circulation path and landscaping. The costs would therefore be considerable. In addition, the benefit of carry out these works may be limited, as the ground level would remain higher than the adjacent gardens.
- 19 The consent of the owners/ managing company would be required for any alterations to the layout. The alterations to the landscaping and the new fence were agreed but there was no assurance given that further more significant alterations would be permitted. Concerns may also well be raised as to the impact of any resited equipment on residents of Beckett Drive.
- 20 Officer's view is that the replanning of the play area as requested would not necessarily resolve the concerns expressed by the residents, would prove prohibitively expensive and would be less effective on its own than the addition of screen planting to the already installed higher fence.

Implications

- 21 **Financial** – The total costs of the fence and the planting to be procured and installed is £2165.80. The costs of redesigning and changing the whole layout of the play area could be in the region of £15,000.
- 22 **Human Resources** – There are no Human Resources implications directly involved within this report and the recommendations within it other than the officer time spent arranging the remedial works.
- 23 **Legal** – There are no known legal implications associated with this report or the recommendations within it.
- 24 **Equalities, Property, Crime & Disorder** There are no known or other implications associated with the recommendations within this report.

Risk Management

- 25 In compliance with the Council's risk management strategy, there are no known risks associated with the recommendations of this report.

Contact Details:

Author:

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Management
City Strategy
TEL: 01904 551303

Chief Officer Responsible for the report:

Mike Slater
Assistant Director
Planning and Sustainability
TEL: 01904 551300

**Final Draft Report
Approved**



15th September 2010

Specialist Implications Officers:-

Financial:

Patrick Looker
Finance Manager
01904 551633

Legal:

Martin Blythe
Senior Assistant Solicitor
01904 551044

Wards Affected: Osbaldwick

For further information please contact the author of the report

Background Papers:

Application 03/01305/FUL

Annexes:

Annex A Petition presented by Cllr Alexander
Annex B Location Plan

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Petition to re-plan park at Beckett Drive Osbaldwick

RESIDENTS NAME AND ADDRESS	SIGNATURE
D CROSS 2, HUNTON WAY OSBALDWICK YORK YO15UH	
B. Watson 18, Kirkdale Road Osbaldwick	
C SCHOFIELD 70 KIRKDALE ROAD OSBALDWICK	
A SCHOFIELD	
C. TIFFANY 24 KIRKDALE ROAD OSBALDWICK	
M. AUSTIN 26 KIRKDALE ROAD OSBALDWICK	
S HALL 28 Kirkdale Road Osbaldwick	
R Hall 28 Kirkdale road Osbaldwick	
J. McGlinchey 30 Kirkdale Road Osbaldwick	
M. R. McGlinchey 30 Kirkdale Road Osbaldwick	
P. Cambridge 32 Kirkdale Rd Osbaldwick	
P CAMIDGE 32 KIRKDALE RD OSBALDWICK	
S Stagnell, 38 KIRKDALE ROAD, OSBALDWICK	
L. CONNOLLY, 35 KIRKDALE ROAD, OSBALDWICK YORK	
D. Faulkner 29 Kirkdale Road, Osbaldwick, York.	
S BARKER 27 KIRKDALE RD OSBALDWICK YORK	
A. Kirkman 25 Kirkdale Rd Osbaldwick York	
D. ALDERSON 21, KIRKDALE RD, OSBALDWICK	
D. Alderson 21, Kirkdale Rd. Osbaldwick	
S. COATES, 14, Kirkdale Rd, osbaldwick	
Senny Coates 14, Kirkdale Rd osbaldwick	
S. Richardson, 10, Kirkdale rd osbaldwick	
A. DUNKFORD, 16 KIRKDALE RD OSBALDWICK	
A Flintoft 7. ERINAN COURT HUNTINGTON.	

NAME AND ADDRESS (PRINTED)

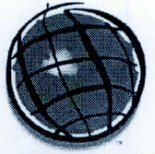
SIGNATURE

M BOOTH 4 KIRKDALE RD

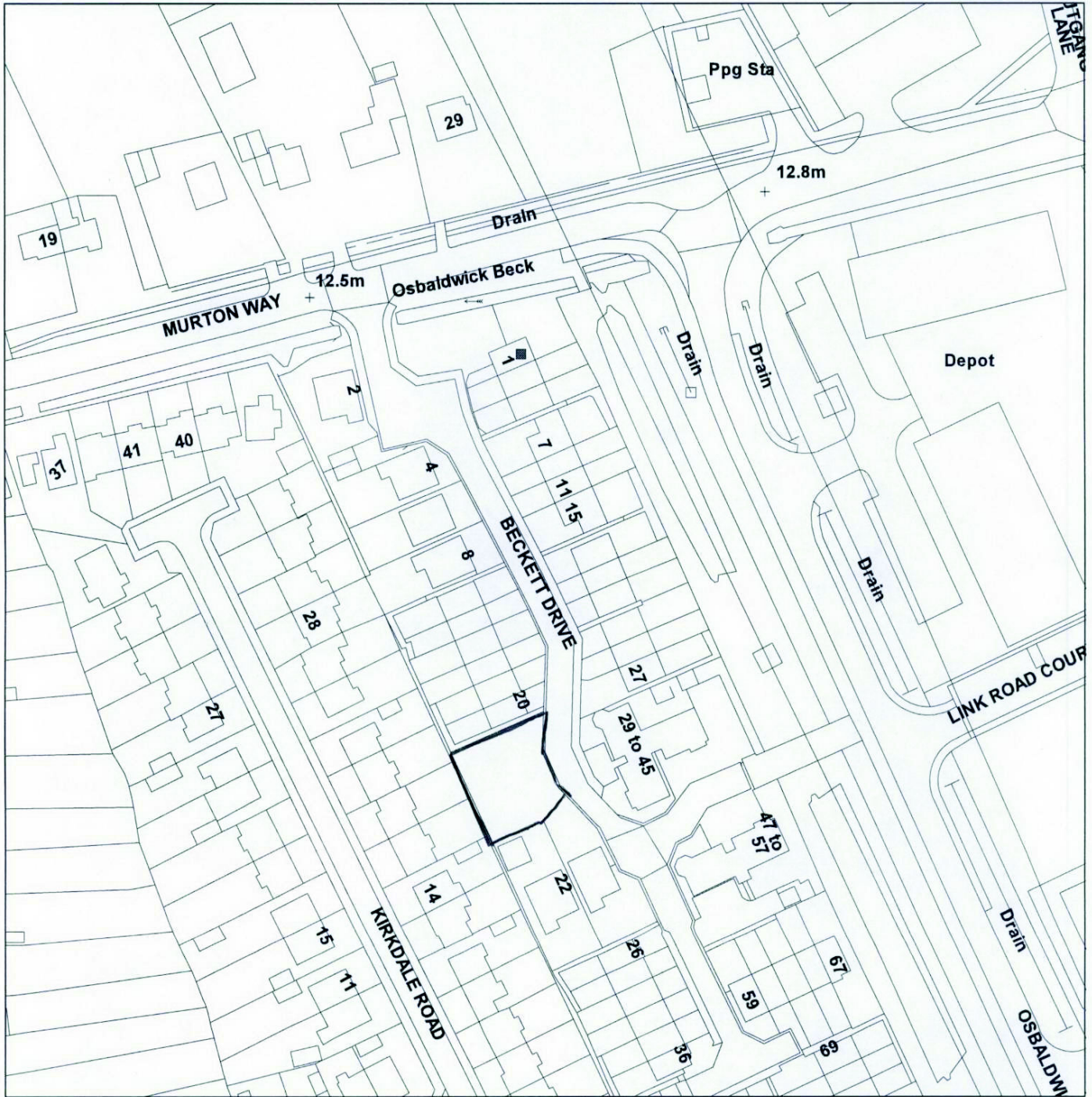
Joan and Arthur Cattley 15 KIRKDALE Rd.

Jan Toffing 12 Kirkdale Rd

Play Area 22 between 20 and 22 Beckett Drive



GIS by ESRI (UK)



Scale : 1:1250

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Organisation	City of York Council
Department	Development Control
Comments	
Date	22 September 2010
SLA Number	

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Decision Session
- Executive Member for City Strategy

5th October 2010

Report of the Director of City Strategy

Petition to First West and North Yorkshire bus company concerning changes made to route 13

Summary

1. The report considers a petition presented to the Council in July 2010 requesting that First West and North Yorkshire continue to operate the route 13/13a bus service which operates between Monks Cross and Copmanthorpe via Heworth/Bell Farm, York, York College/Askham Bar and Copmanthorpe.

Recommendations

2. The Executive Member for City Strategy is recommended to:
 - i) Note the content of the petition.
 - ii) Support option b, 'to accept the commercially registered service registered by First West and North Yorkshire, namely a daytime service no longer linked to the Monks Cross area of York'.
 - iii) Propose to First Group that the route 13 should be operated in a bi-directional loop around Elmfield Avenue – Dodsworth Avenue.
 - iv) Further investigate how best to offer a link between Dodsworth/Elmfield Avenue and Monks Cross as part of the ongoing review of the tendered bus network.

Reason: The proposed, subsidised, extensions to the commercial route can be accommodated within the budget for this year. It is highly likely, however, that the public transport budget will require re-evaluation following the Government's comprehensive spending review and would not be a priority area for expenditure when compared to other supported bus routes. The discontinued section of route (and hours of operation) can be accommodated in the review of subsidised bus services to be undertaken later this year. The bi-directional route is proposed as this is felt to best serve the needs of the Dodsworth Avenue/Elmfield Avenue residents and the commercial needs of First West and North Yorkshire.

Background

3. Route 13 has operated on a commercial basis (without Council subsidy) on Monday to Saturday daytime and evenings for a number of years. A variant of route 13 (13a) was introduced in 2009 to serve the residents of the Woodlands Grove area. Route 13a operates on an hourly basis. The Sunday service has for a number of years been operated with financial support from the Council and operates on an hourly frequency. A copy of the timetable operating prior to August 2010 is reproduced as Annex A to this report.
4. In Spring 2010 First West and North Yorkshire expressed concerns regarding the ongoing commercial viability of route 13/13a in its present form to Council officers and advised that the Monks Cross – Heworth section of the route was particularly at risk. No specific details were tabled at this point.
5. In June 2010 the Council was provided with copies of the registration of changes to routes 13/13a, sent to the Traffic Commissioner. The changes were due to come in to force on Sunday 8th August. The principal changes involved a complete withdrawal of early morning and evening services (Monday – Saturday) and removal of the link to Monks Cross. A copy of the proposed, revised timetable is reproduced as Annex B to this report.
6. The Council was not, at this stage, in a position to make a decision as to whether it should step in to subsidise the journeys which were to be withdrawn. A decision was therefore taken that the Council would, within the overall existing budget for subsidised bus services, support the existing route 13/13a route and timetable for a temporary period of four weeks (enabling surveys to be undertaken during June/July 2010 before the 56 day deadline required by the Traffic Commissioner for any change to bus services) until 4th September.
7. In July, Yorkshire Coastliner took the decision to register additional journeys on their route 844 at largely similar times to three of the journeys to be withdrawn on First route 13 and have operated since 8th August between Copmanthorpe and Ashley Park, Heworth via York.
8. The surveys conducted by the Council identified that whilst a number of the journeys earmarked for discontinuation by First carried low levels of passengers, there were a small number which carried in excess of ten passengers. Specifically, the last buses from Monks Cross shopping centre (after the last Park & Ride service back to York) carried a number of shop workers, all of whom were travelling back to York City Centre (rather than to points along route 13).
9. The Council gave notice to First to withdraw the journeys which carried very few (and in some cases no) passengers and agreed, subject to the findings of this report, that the last four journeys currently running dead from Monks Cross shopping centre on route 9 (Park & Ride), should run in service back to York city centre to provide a minimal cost solution for the passengers referred to in paragraph 8 above.

10. The cost of continued operation of the full Monday - Saturday operation of route 13/13a for the 4 week August period was £1634 per week (as per Annex A). The cost of providing the reduced timetable (predominantly covering the cost of the link to Monks Cross, which requires an additional vehicle be utilised over and above what would be used for First's commercial operation) is £923 per week. The current timetable is reproduced as Annex C of this report.
11. The average subsidy per passenger for option A (as outlined at paragraph 23 below) is £8.01 and £4.52 for option D to continue the elements of the route and timetable which would otherwise be withdrawn. The Council works to a policy of questioning support for any route (or section thereof) costing more than £2 per passenger subsidy.
12. A petition containing 169 signatures arrived with the Council in July 2010 at much the same time as officers were working with both First and other bus operators to secure a sustainable future for bus services in the Heworth area. The title of the petition:

'We, the undersigned, object to the cutting of the number 13 bus service and call on the First York bus company to continue this much needed service.'

Consultation

13. Officers have liaised with Ward Councillors (both for Heworth and Heworth without) throughout the course of the changes and Andrew Bradley subsequently attended a residents' meeting on 21st September 2010 with Richard Harris, Commercial Director at First West and North Yorkshire to take on board the concerns and comments of residents and explain the proposed changes. Richard Harris informed the assembled company that route 13 is the worst (commercially) performing bus route in the whole of the West and North Yorkshire First Group network. He made it clear that action to address this situation could no longer be delayed.
14. 55 residents and two of the Heworth ward councillors attended the meeting which was held at St Wulstan's Church, Fossway. The residents were evenly divided between those living in the Fossway/ Dodsworth Avenue areas and Elmfield Avenue areas with a handful from the Woodlands Grove area. One resident lived on New Lane, Huntington.
15. Many comments and requests were made concerning bus services in general. The following comments were made with specific reference to the route 13 and bus services in the Heworth area. The comments of Council officers follow in italics:
 - a. Requests were made for the Monks Cross Park & Ride service to stop at Monkgate and at Laburnam Garth (adjacent to the top of Elmfield Avenue). *This may be possible subject to Council and First Group agreement but may undermine the 'express' element which makes the Park & Ride attractive.*

- b. Several requests were made for the former route 16 to be reinstated linking Monks Cross via Elmfield and Dodsworth Avenues through the city centre to Acomb via Hamilton Drive. *This operation was discontinued by First Group in 2009. First expressed no desire to reinstate such a service and would be difficult to deliver without a comprehensive revision of the full commercial and subsidised networks in York.*
 - c. First Group and the Council presented the residents with a choice of commercially achievable proposals, as shown on the map at Annex E and described at paragraph 29 below. Residents were largely not interested in either option, simply requesting that the link to Monks Cross be retained. The primary reasons given for this were shopping and employment trips. *First Group accepted the comments made by residents but repeated their view that the current service was not commercially viable due to a lack of patronage. Whilst this service could be subsidised, it is felt that it would not be sustainable in the long term especially as it exceeds the Council's criteria for service subsidy.*
 - d. Some residents expressed concern that there is no bus service through Dodsworth Avenue after 1730. *Whilst this is indeed the case, to subsidise an evening service would place considerable strain on our existing budget and is unlikely to be sustainable in the long term.*
16. Ward Councillors representing the wards which route 13 passes through have also been consulted. Cllrs Boyce and Funnell attended the residents' meeting of 21st September. In addition, comments have been received from Cllr. Reid as follows:

I have very little feedback from my residents on the use of the no 13. I suspect that is because it would only be used by people living fairly close to Tadcaster Rd and they do have a lot of options. If early morning and late evening services reduce overall then there might be concerns but if there are other options then I suspect there won't be too much concern. The top end can access P & R and the bottom end gets the FTR.
17. Significant consultation has been undertaken with representatives from First West and North Yorkshire to establish a service which will be sustainable for the future but which provides the maximum service level to the maximum number of bus users.
18. First have confirmed that they are not prepared to operate any level of service on a commercial basis beyond that outlined at Annex B. The company has outlined the necessary financial subsidy required to retain various options as below.
19. Both York Pullman and Transdev York were consulted on the publicly registered changes to understand whether they might be interested in taking over any of the journeys/sections of route which First would no longer be operating. The outcomes of this discussion are outlined at paragraph 7 above.

20. Monks Cross Shopping Centre were asked for their views on the changes and gave the following comment

'...(we) find it difficult to believe that the 13 will be cut given its usage here - this must be a small percentage of the overall use of the 13? Surely those using this service would just switch to the car for transport which would be against the overall green transport plan for York and surrounding areas.

We do not have a budget that will cover bus subsidisation but if the cut was to happen then perhaps this could be floated to all businesses benefiting from this service along its route. If that were to happen then dependent on cost our monetary input may be considered.'

21. Whilst the suggestion that all businesses along the route could be approached to make a contribution to the cost of service provision is accepted, it has not been possible to undertake this exercise to date.
22. Monks Cross have provided details of a boarding and alighting survey they undertook for two weeks during August 2010. The results are outlined at Annex D.

Options

23. The following options are presented for the Executive Member's consideration:
- a. Reinstate the full service 13/13a timetable as operated prior to First West and North Yorkshire's decision to de-register certain parts of the route/timetable, supporting the continuation of those elements with Council subsidy but without the elements outlined at paragraph 26 below.
 - b. Accept the commercially registered service registered by First West and North Yorkshire, namely a daytime service no longer linked to the Monks Cross area of York.
 - c. As per option b) above but adjusting the loop to serve the bottom end of Stockton Lane and Woodlands Grove.
 - d. Allow the cessation of the journeys as per First West and North Yorkshire's proposed commercial timetable but retain the connection to Monks Cross at the Council's cost.

Analysis

24. **Option A** would satisfy local residents and ward councillors in so far as the service which has been experienced since May 2009 would continue.
25. If the full route/timetable were to be retained, the cost of subsidising those elements of the route which First would otherwise not operate would be £1634 per week and would be subject to a competitive tender process in 2011. This

sum would be reduced were the suggestions in paragraph 26 below to be accepted.

26. A summary of Council survey data can be found as Annex F to this report and demonstrate that the subsidy per passenger on the basis of this option would be in the region of £8.01 per passenger. The surveys show that the following aspects of the route/timetable would certainly not warrant subsidy:
- a. The Woodlands Grove loop on route 13A (Woodlands Grove)
 - b. Certain early morning journeys
 - c. Subsidised journeys should not duplicate the morning and evening journeys between Copmanthorpe and York provided on a commercial basis by Transdev York (route 844)
27. **Option B** would relieve the Council of an additional cost burden and would maintain the fully commercial operation of route 13 (Monday – Saturday). Most of the areas which would no longer be served by route 13 benefit from alternative bus routes as outlined in table 1 below.

Table 1

Route number	Stopping points	Frequency
9 Park & Ride	Monks Cross shopping centre Heworth Green York City Centre	Monday to Saturday Approx. every 10 mins 0700 – 2000
55*	York City Centre Huntington Road New Lane/Jockey Lane Monks Cross shopping centre Woodlands Grove	Monday to Friday One per hour 0700 – 1900
20*	Monks Cross shopping centre Jockey Lane	Monday – Sunday One per hour

* Services operated with Council subsidy

28. Preliminary discussions have been undertaken with bus operators to understand what acceptance of tickets across routes 55, 9 and 13 might be achieved to ensure that even if passengers have to change bus, they would still be able to reach all of the destinations (most notably Monks Cross Shopping Centre) by public transport.

29. The Council has been in discussion with First Group to understand whether or not the company might be prepared to operate a two way loop around the Heworth area (as per the route shown on the map at Annex E). This would result in an hourly service running from York, turning left into Dodsworth Avenue, round the loop and back in toward York along the Malton Road, turning right out of Elmfield Avenue. There would also be an hourly service travelling from town and turning left in to Elmfield Avenue and then right back into town at the junction of Dodsworth Avenue and Heworth Green.
30. At the consultation with local residents on 21st September, of those people who responded, 18% expressed a preference for a bi-directional loop, 27% for a one way loop whilst 55% expressed no preference. We do accept that this was a very small sample of all local residents and route 13 bus passengers.
31. **Option C** - First management have indicated that they don't think that this would be possible without employing additional resource in bus/staff terms and commented as follows:
- 'Bearing in mind the right turn that would be necessary from Straylands Grove into Malton Road, I would estimate another 3/4 minutes would be required over & above what has been negotiated with our Trade Union for the 'Elmfield loop', which could not be accommodated into the proposed 3 bus cycle.'

This view has been confirmed by Scheduling experts within the Transport Planning Unit of the Council.

32. **Option D** would retain the direct link between Copmanthorpe, the Tadcaster Road area and Heworth with Monks Cross shopping centre. The cost of subsidising the link to Monks Cross shopping centre would be £923 per week and would be subject to a competitive tender process in 2011.
33. One of the principal concerns of the Bell Farm/Huntington Road area of Heworth is the loss of a link to the Monks Cross area. Council surveys have shown that journeys made between the Bell Farm/Huntington Road area and Monks Cross are limited and in many instances could be catered for by route 55 (Monday to Friday).
34. The outcomes of this report will be included in the review of subsidised bus services which will be brought to a meeting of the Council later in the financial year.

Corporate Objectives

35. Support for the bus services in this area would contribute to the following Corporate priorities:
- **Sustainable City** - There is considerable scope for reducing vehicle congestion delay on the overall network through greater bus use, thereby reducing the associated adverse affects, such as air pollution.

- **Inclusive City** – The introduction of a range of sustainable bus routes across Heworth increases access to opportunities and facilities by a wider (and potentially cheaper) range of travel choices.
36. Local Transport Plan 2006-2011 (LTP2): Support for the services outlined above would contribute to several of the aims of the second Local Transport Plan, namely:
- To tackle congestion
 - To improve economic performance in a sustainable manner;
 - To enhance opportunities for all community members, including disadvantaged groups, to play an active part in society;
 - To reduce the impact of traffic and travel on the environment, including air quality, noise and the use of non-renewable resources.

Implications

- **Financial**

The financial implication of option A would cost an estimated £54,000 for 2010/11. The implication of option C would cost an estimated £33,000 for 2010/11. Both of these options could be accommodated within the existing budget but could require significant scrutiny dependent on the outcome of the forthcoming Government Comprehensive Spending Review and the need to identify significant savings across the Council.

- **Human Resources (HR)**

There are no HR implications

- **Equalities**

There are no equalities issues except to note that the Council cannot force a bus operator (whether First or any other) to introduce bus services.

- **Legal**

There are no Legal implications

- **Crime and Disorder**

There are no Crime and Disorder implications

- **Information Technology (IT)** (*Contact – Head of IT*)

There are no IT implications

- **Property** (*Contact – Property*)

There are no Property implications

- **Other**

There are no other implications

Risk Management

37. There are no known risks.

Contact Details

Author:

Andrew Bradley
Principal Transport Planner
Transport Planning Unit
Ext. 1404

Chief Officer Responsible for the report:

Richard Wood
Assistant Director (City Development & Transport)
City Strategy

Report Approved



Date 23 September 2010

Wards Affected: Heworth, Heworth Without, Huntington & New Earswick, All
Dringhouses & Woodthorpe, Guildhall, Micklegate, Rural West York

For further information please contact the author of the report

Annexes

Annex A: Route 13/13a timetable in operation to 4th September 2010

Annex B: Route 13/13a timetable proposed by First Group

Annex C: Route 13/13a timetable currently in operation

Annex D: Bus patronage figures for two weeks of surveys at Monks Cross shopping centre

Annex E: Map showing options for route 13/13a and accompanying Heworth bus services

Annex F: Table of existing journeys on routes 13/13a showing numbers of passengers travelling solely between Heworth and Monks Cross

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First

Copmanthorpe - Monks Cross
 via Elmfield Avenue & Woodlands Grove
 Copmanthorpe - Monks Cross
 via Elmfield Avenue

13A

13

Monday to Friday

Ref.No.: 36Y

Commencing Date: 04/10/2010

Service No	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13
	NMX	NMX	NMX																			
Copmanthorpe Station Road			0730	0805	0840	0910	0945	1015	1045	1115	1145	1215	1245	1315	1345	1415	1445	1515	1545	1620	1655	1730
Tadcaster Road, Opposite York College			0738	0813	0848	0918	0953	1023	1053	1123	1153	1223	1253	1323	1353	1423	1453	1523	1553	1628	1703	1738
Rougier Street			0800	0835	0908	0938	1007	1037	1107	1137	1207	1237	1307	1337	1407	1437	1507	1537	1607	1645	1720	1755
The Stonebow	0657	0727	0805	0841	0913	0943	1012	1042	1112	1142	1212	1242	1312	1342	1412	1442	1512	1542	1612	1651	1726	1801
Elmfield Avenue, Thorn Nook	0710	0740	0818	0855	0927	0958	1025	1055	1125	1155	1225	1255	1325	1355	1425	1455	1525	1555	1625	1706	1741	1816
Woodlands Grove, Elm Park Way	0715		0823		0932		1030		1130		1230		1330		1430		1530		1630		1746	
Monks Cross, Norwich Union Layby	0726	0751	0834	0906	0943	1009	1041	1106	1141	1206	1241	1306	1341	1406	1441	1506	1541	1606	1641	1718	1758	1828

Service No	13A	13	13
Copmanthorpe Station Road	1805	1835	
Tadcaster Road, Opposite York College	1813	1843	
Rougier Street	1827	1857	
The Stonebow	1832	1902	1953
Elmfield Avenue, Thorn Nook	1845	1915	2006
Woodlands Grove, Elm Park Way	1850		
Monks Cross, Norwich Union Layby	1901	1926	2017

Service No	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A
	NMX	NMX	NMX	NMX	NMX																	
Monks Cross, Norwich Union Layby	0630	0700	0730	0755	0840	0910	0945	1010	1045	1110	1145	1210	1245	1310	1345	1410	1445	1510	1545	1610	1645	1720
Woodlands Grove, Elm Park Way		0711		0807		0921		1021		1121		1221		1321		1421		1521		1621		1731
Fossway	0645	0720	0745	0815	0855	0930	1000	1030	1100	1130	1200	1230	1300	1330	1400	1430	1500	1530	1600	1629	1700	1739
The Stonebow	0657	0732	0800	0830	0907	0942	1012	1042	1112	1142	1212	1242	1312	1342	1412	1442	1512	1542	1612	1644	1714	1754
Rougier Street	0703	0738	0807	0837	0913	0948	1018	1048	1118	1148	1218	1248	1318	1348	1418	1448	1518	1548	1618	1650	1720	1800
Tadcaster Road, York College	0716	0751	0823	0855	0926	1001	1031	1101	1131	1201	1231	1301	1331	1401	1431	1501	1531	1601	1631	1707	1737	1817
Copmanthorpe Station Road	0728	0803	0835	0909	0938	1013	1043	1113	1143	1213	1243	1313	1343	1413	1443	1513	1543	1613	1643	1721	1751	1831

Service No	13	13A	13	13	13
Monks Cross, Norwich Union Layby	1800	1830	1905	1935	2020
Woodlands Grove, Elm Park Way		1839			
Fossway	1815	1845	1920	1950	2035
The Stonebow	1827	1857	1932	2002	2047
Rougier Street			1936	2006	2053

NMX - This Journey does NOT call into Monks Cross Shops

First

Copmanthorpe - Monks Cross
via Elmfield Avenue & Woodlands Grove
Copmanthorpe - Monks Cross
via Elmfield Avenue

13A

13

Saturday

Ref.No.: 37Y

Commencing Date: 09/10/2010

Service No	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13A
Copmanthorpe Station Road	0845	0915	0945	1015	1045	1115	1145	1215	1245	1315	1345	1415	1445	1515	1545	1645
Tadcaster Road, Opposite York College	0853	0923	0953	1023	1053	1123	1153	1223	1253	1323	1353	1423	1453	1523	1553	1653
Rougier Street	0907	0937	1007	1037	1107	1137	1207	1237	1307	1337	1407	1437	1507	1537	1607	1707
The Stonebow	0912	0942	1012	1042	1112	1142	1212	1242	1312	1342	1412	1442	1512	1542	1612	1712
Elmfield Avenue, Thorn Nook	0925	0955	1025	1055	1125	1155	1225	1255	1325	1355	1425	1455	1525	1555	1625	1725
Woodlands Grove, Elm Park Way	0930		1030		1130		1230		1330		1430		1530		1630	1730
Monks Cross, Norwich Union Layby	0941	1006	1041	1106	1141	1206	1241	1306	1341	1406	1441	1506	1541	1606	1641	1741

Service No	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13A
Monks Cross, Norwich Union Layby	0845	0910	0945	1010	1045	1110	1145	1210	1245	1310	1345	1410	1445	1510	1545	1610	1710
Woodlands Grove, Elm Park Way		0921		1021		1121		1221		1321		1421		1521		1621	1721
Fossway	0900	0930	1000	1030	1100	1130	1200	1230	1300	1330	1400	1430	1500	1530	1600	1630	1730
The Stonebow	0912	0942	1012	1042	1112	1142	1212	1242	1312	1342	1412	1442	1512	1542	1612	1642	1742
Rougier Street	0918	0948	1018	1048	1118	1148	1218	1248	1318	1348	1418	1448	1518	1548	1618	1648	1748
Tadcaster Road, York College	0931	1001	1031	1101	1131	1201	1231	1301	1331	1401	1431	1501	1531	1601	1631	1701	1801
Copmanthorpe Station Road	0943	1013	1043	1113	1143	1213	1243	1313	1343	1413	1443	1513	1543	1613	1643	1713	1813

NMX - This Journey does NOT call into Monks Cross Shops

First

Copmanthorpe - Monks Cross
via Elmfield Avenue & Woodlands Grove

13A

Sunday Ref.No.: 36Y Commencing Date: 03/10/2010

Service No	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A
Copmanthorpe Station Road	0820	0920	1020	1120	1220	1320	1420	1520	1620	1720	1820	1920	
Tadcaster Road, Opposite York College	0828	0928	1028	1128	1228	1328	1428	1528	1628	1728	1828	1928	
Rougier Street	0840	0940	1040	1140	1240	1340	1440	1540	1640	1740	1840	1940	
The Stonebow	0745	0845	0945	1045	1145	1245	1345	1445	1545	1645	1745	1845	1945
Elmfield Avenue, Thorn Nook	0757	0857	0957	1057	1157	1257	1357	1457	1557	1657	1757	1857	
Woodlands Grove, Elm Park Way	0802	0902	1002	1102	1202	1302	1402	1502	1602	1702	1802	1902	
Monks Cross, Norwich Union Layby	0812	0912	1012	1112	1212	1312	1412	1512	1612	1712	1812	1912	

Service No	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A
Monks Cross, Norwich Union Layby	0817	0917	1017	1117	1217	1317	1417	1517	1617	1717	1817	1917	
Woodlands Grove, Elm Park Way	0827	0927	1027	1127	1227	1327	1427	1527	1627	1727	1827	1927	
Fossway	0835	0935	1035	1135	1235	1335	1435	1535	1635	1735	1835	1935	
The Stonebow	0847	0947	1047	1147	1247	1347	1447	1547	1647	1747	1847	1947	
Rougier Street	0853	0953	1053	1154	1253	1353	1453	1553	1653	1753	1853	1953	
Tadcaster Road, York College	0905	1005	1105	1205	1305	1405	1505	1605	1705	1805	1905		
Copmanthorpe Station Road	0916	1016	1116	1216	1316	1416	1516	1616	1716	1816	1916		

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First

**Copmanthorpe - Monks Cross
via Elmfield Avenue**

13

Monday to Friday

	Ref.No.: 36Y									Publicity Date:								
Bus Working Number	1301	1303	1302	1301	1303	1302	1301	1303	1302	1301	1303	1302	1301	1303	1302	1301	1303	
Service No	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	
Copmanthorpe Station Road	0727	0807	0837	0915	0945	1015	1045	1115	1145	1215	1245	1315	1345	1415	1445	1515	1545	
Tadcaster Road, Opposite York (0735)e	0815	0845	0923	0953	1023	1053	1123	1153	1223	1253	1323	1353	1423	1453	1523	1553		
Rougier Street	0755	0835	0905	0937	1007	1037	1107	1137	1207	1237	1307	1337	1407	1437	1507	1537	1607	
The Stonebow	0801	0841	0911	0942	1012	1042	1112	1142	1212	1242	1312	1342	1412	1442	1512	1542	1612	
Elmfield Avenue, Thorn Nook	0812	0852	0922	0952	1022	1052	1122	1152	1222	1252	1322	1352	1422	1452	1522	1552	1622	

Bus Working Number	1302	1301	1303
Service No	13	13	13
Copmanthorpe Station Road	1615	1645	1724
Tadcaster Road, Opposite York (1623)e	1653	1732	
Rougier Street	1640	1710	1749
The Stonebow	1646	1716	1755
Elmfield Avenue, Thorn Nook	1658	1728	1807

Bus Working Number	1302	1301	1303	1302	1301	1303	1302	1301	1303	1302	1301	1303	1302	1301	1303	1302	1301
Service No	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13
Elmfield Avenue, Thorn Nook	0734	0814	0854	0924	0954	1024	1054	1124	1154	1224	1254	1324	1354	1424	1454	1524	1554
Fossway	0740	0820	0900	0930	1000	1030	1100	1130	1200	1230	1300	1330	1400	1430	1500	1530	1600
The Stonebow	0755	0835	0912	0942	1012	1042	1112	1142	1212	1242	1312	1342	1412	1442	1512	1542	1612
Rougier Street	0802	0842	0918	0948	1018	1048	1118	1148	1218	1248	1318	1348	1418	1448	1518	1548	1618
Tadcaster Road, York College	0819	0859	0931	1001	1031	1101	1131	1201	1231	1301	1331	1401	1431	1501	1531	1601	1631
Copmanthorpe Station Road	0833	0913	0943	1013	1043	1113	1143	1213	1243	1313	1343	1413	1443	1513	1543	1613	1643

Bus Working Number	1303	1302	1301
Service No	13	13	13
Elmfield Avenue, Thorn Nook	1624	1700	1730
Fossway	1630	1706	1736
The Stonebow	1645	1721	1751
Rougier Street	1651	1727	1757
Tadcaster Road, York College	1708	1744	1814
Copmanthorpe Station Road	1722	1758	1828

First

Copmanthorpe - Monks Cross
 via Elmfield Avenue

13

Saturday

	Ref.No.: 36Y									Publicity Date:						
Bus Working Number	1301	1303	1302	1301	1303	1302	1301	1303	1302	1301	1303	1302	1301	1303	1302	1303
Service No	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13
Copmanthorpe Station Road	0845	0915	0945	1015	1045	1115	1145	1215	1245	1315	1345	1415	1445	1515	1545	1645
Tadcaster Road, Opposite York	0853	0923	0953	1023	1053	1123	1153	1223	1253	1323	1353	1423	1453	1523	1553	1653
Rougier Street	0907	0937	1007	1037	1107	1137	1207	1237	1307	1337	1407	1437	1507	1537	1607	1707
The Stonebow	0912	0942	1012	1042	1112	1142	1212	1242	1312	1342	1412	1442	1512	1542	1612	1712
Elmfield Avenue, Thorn Nook	0922	0952	1022	1052	1122	1152	1222	1252	1322	1352	1422	1452	1522	1552	1622	1722

Bus Working Number	1302	1301	1303	1302	1301	1303	1302	1301	1303	1302	1301	1303	1302	1301	1303	1302	1303
Service No	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13
Elmfield Avenue, Thorn Nook	0854	0924	0954	1024	1054	1124	1154	1224	1254	1324	1354	1424	1454	1524	1554	1624	1724
Fossway	0900	0930	1000	1030	1100	1130	1200	1230	1300	1330	1400	1430	1500	1530	1600	1630	1730
The Stonebow	0912	0942	1012	1042	1112	1142	1212	1242	1312	1342	1412	1442	1512	1542	1612	1642	1742
Rougier Street	0918	0948	1018	1048	1118	1148	1218	1248	1318	1348	1418	1448	1518	1548	1618	1648	1748
Tadcaster Road, York College	0931	1001	1031	1101	1131	1201	1231	1301	1331	1401	1431	1501	1531	1601	1631	1701	1801
Copmanthorpe Station Road	0943	1013	1043	1113	1143	1213	1243	1313	1343	1413	1443	1513	1543	1613	1643	1713	1813

First

Copmanthorpe - Monks Cross
via Elmfield Avenue & Woodlands Grove

13A

Sunday

	Ref.No.: 36Y								Publicity Date:
Bus Working Number	1302	1301	1302	1301	1302	1301	1302	1301	
Service No	13A	13A	13A	13A	13A	13A	13A	13A	
Copmanthorpe Station Road	-	1004	1104	1204	1304	1404	1512	1619	
Tadcaster Road, Opposite York College	1012	1112	1212	1312	1412	1520	1627		
Rougier Street	0929	1024	1124	1224	1324	1424	1532	1639	
The Stonebow	0934	1029	1129	1229	1329	1429	1537	1644	
Elmfield Avenue, Thorn Nook	0946	1041	1141	1241	1341	1441	1549	1656	
Monks Cross, Norwich Union Layby	0957	1052	1152	1252	1352	1452	1600	1707	

Bus Working Number	1301	1302	1301	1302	1301	1302	1301	1302	1301
Service No	13A	13A	13A	13A	13A	13A	13A	13A	13A
Monks Cross, Norwich Union Layby	1007	1107	1207	1257	1357	1457	1602	1709	
Elmfield Avenue Thorn Nook	0917	1017	1117	1217	1307	1407	1507	1612	1719
Fossway	0921	1021	1121	1221	1311	1411	1511	1616	1723
The Stonebow	0933	1033	1133	1233	1323	1423	1523	1628	1735
Rougier Street	0939	1039	1139	1239	1329	1429	1529	1634	1741
Tadcaster Road, York College	0951	1051	1151	1251	1341	1441	1541	1646	1753
Copmanthorpe Station Road	1002	1102	1202	1302	1352	1452	1552	1657	1804

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First

Copmanthorpe - Monks Cross
via Elmfield Avenue & Woodlands Grove
Copmanthorpe - Monks Cross
via Elmfield Avenue

13A

13

Monday to Friday

Ref.No.: 36Y1

Commencing Date: 13/09/10

Service No	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13
	NMX																			
Copmanthorpe Station Road	0730	0805	0840	0910	0945	1015	1045	1115	1145	1215	1245	1315	1345	1415	1445	1515	1545	1620	1655	1730
Tadcaster Road, Opposite York College	0738	0813	0848	0918	0953	1023	1053	1123	1153	1223	1253	1323	1353	1423	1453	1523	1553	1628	1703	1738
Rougier Street	0800	0835	0908	0938	1007	1037	1107	1137	1207	1237	1307	1337	1407	1437	1507	1537	1607	1645	1720	1755
The Stonebow	0805	0841	0913	0943	1012	1042	1112	1142	1212	1242	1312	1342	1412	1442	1512	1542	1612	1651	1726	1801
Elmfield Avenue, Thorn Nook	0818	0855	0927	0958	1025	1055	1125	1155	1225	1255	1325	1355	1425	1455	1525	1555	1625	1706	1741	1816
Woodlands Grove, Elm Park Way	0823		0932		1030		1130		1230		1330		1430		1530		1630		1746	
Monks Cross, Norwich Union Layby	0834	0906	0943	1009	1041	1106	1141	1206	1241	1306	1341	1406	1441	1506	1541	1606	1641	1718	1758	1828

Service No	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A	13	13A
	NMX																					
Monks Cross, Norwich Union Layby	0630	0700	0730	0755	0840	0910	0945	1010	1045	1110	1145	1210	1245	1310	1345	1410	1445	1510	1545	1610	1645	1720
Woodlands Grove, Elm Park Way		0711		0807		0921		1021		1121		1221		1321		1421		1521		1621		1731
Fossway	0645	0720	0745	0815	0855	0930	1000	1030	1100	1130	1200	1230	1300	1330	1400	1430	1500	1530	1600	1629	1700	1739
The Stonebow	0657	0732	0800	0830	0907	0942	1012	1042	1112	1142	1212	1242	1312	1342	1412	1442	1512	1542	1612	1644	1714	1754
Rougier Street	0703	0738	0807	0837	0913	0948	1018	1048	1118	1148	1218	1248	1318	1348	1418	1448	1518	1548	1618	1650	1720	1800
Tadcaster Road, York College	0716	0751	0823	0855	0926	1001	1031	1101	1131	1201	1231	1301	1331	1401	1431	1501	1531	1601	1631	1707	1737	1817
Copmanthorpe Station Road	0728	0803	0835	0909	0938	1013	1043	1113	1143	1213	1243	1313	1343	1413	1443	1513	1543	1613	1643	1721	1751	1831

NMX - This Journey does NOT call into Monks Cross Shops

First

Copmanthorpe - Monks Cross
via Elmfield Avenue & Woodlands Grove

13A

Sunday Ref.No.: 36Y1 Commencing Date: 12/09/2010

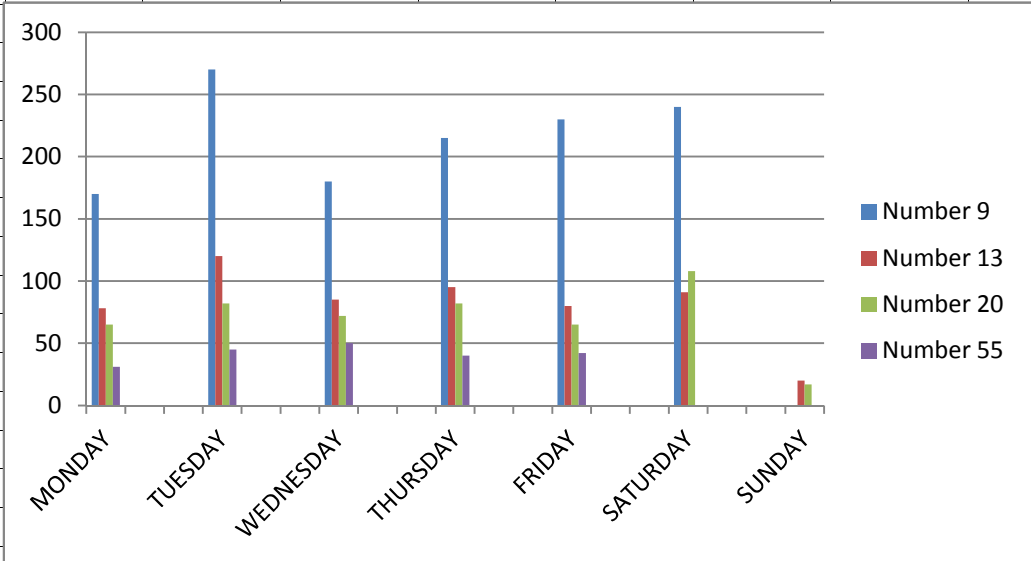
Service No	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A
Copmanthorpe Station Road	0820	0920	1020	1120	1220	1320	1420	1520	1620	1720	1820	1920	
Tadcaster Road, Opposite York College	0828	0928	1028	1128	1228	1328	1428	1528	1628	1728	1828	1928	
Rougier Street	0840	0940	1040	1140	1240	1340	1440	1540	1640	1740	1840	1940	
The Stonebow	0745	0845	0945	1045	1145	1245	1345	1445	1545	1645	1745	1845	1945
Elmfield Avenue, Thorn Nook	0757	0857	0957	1057	1157	1257	1357	1457	1557	1657	1757	1857	
Woodlands Grove, Elm Park Way	0802	0902	1002	1102	1202	1302	1402	1502	1602	1702	1802	1902	
Monks Cross, Norwich Union Layby	0812	0912	1012	1112	1212	1312	1412	1512	1612	1712	1812	1912	

Service No	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A	13A
Monks Cross, Norwich Union Layby	0817	0917	1017	1117	1217	1317	1417	1517	1617	1717	1817	1917	
Woodlands Grove, Elm Park Way	0827	0927	1027	1127	1227	1327	1427	1527	1627	1727	1827	1927	
Fossway	0835	0935	1035	1135	1235	1335	1435	1535	1635	1735	1835	1935	
The Stonebow	0847	0947	1047	1147	1247	1347	1447	1547	1647	1747	1847	1947	
Rougier Street	0853	0953	1053	1154	1253	1353	1453	1553	1653	1753	1853	1953	
Tadcaster Road, York College	0905	1005	1105	1205	1305	1405	1505	1605	1705	1805	1905		
Copmanthorpe Station Road	0916	1016	1116	1216	1316	1416	1516	1616	1716	1816	1916		

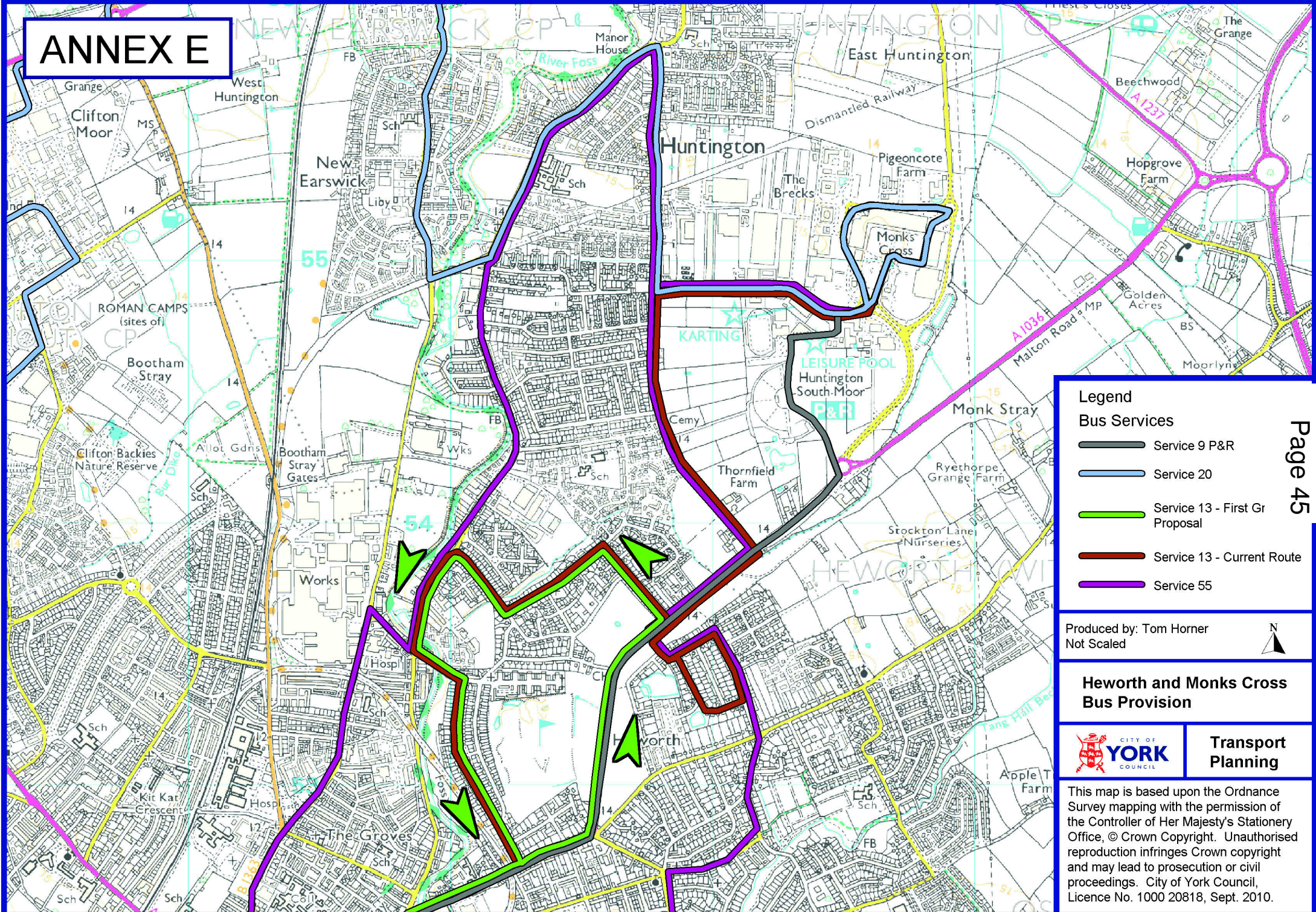
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		Buses HMV Stop				Sainsburys Bus Stop										
		P&R	No 13	No 20	No 55	No 9	No 13	No 20	No 55	TOTALS	Bicycles	Number 9	Number 13	Number 20	Number 55	
MONDAY	AM	26	25	26	6	60	12	8	12	175	6					
	PM	36	13	18	6	39	13	8	2	135	11					
		62	38	44	12	99	25	16	14	310	17	MONDAY	170	78	65	31
TUESDAY	AM	49	6	24	6	75	13	17	10	200	6					
	PM	45	42	21	4	89	41	8	15	265	10					
		94	48	45	10	164	54	25	25	465	16	TUESDAY	270	120	82	45
WEDNESDAY	AM	24	15	20	20	62	9	10	6	166	4					
	PM	17	12	15	5	65	42	20	10	186	16					
		41	27	35	25	127	51	30	16	352	20	WEDNESDAY	180	85	72	50
THURSDAY	AM	27	25	24	16	67	11	6	8	184	13					
	PM	62	24	25	6	49	27	21	5	219	30					
		89	49	49	22	116	38	27	13	403	43	THURSDAY	215	95	82	40
FRIDAY	AM	28	24	22	13	75	15	17	10	204	10					
	PM	45	12	12	6	78	21	6	8	188	15					
		73	36	34	19	153	36	23	18	392	25	FRIDAY	230	80	65	42
SATURDAY	AM	43	23	25	0	64	10	28	0	193	8					
	PM	56	17	20	0	71	35	35	0	234	15					
		99	40	45	0	135	45	63	0	427	23	SATURDAY	240	91	108	0
SUNDAY	AM	0	11	6	0	0	3	5	0	25	3					
	PM	0	0	5	0	0	4	2	0	11	9					
		0	11	11	0	0	7	7	0	36	12	SUNDAY	0	20	17	0
												TOTAL	1305	491	569	208

Customers Alighting from Buses (18-31 August 2010)



ANNEX E



Legend

Bus Services

- Service 9 P&R
- Service 20
- Service 13 - First Gr Proposal
- Service 13 - Current Route
- Service 55

Produced by: Tom Horner
Not Scaled



Heworth and Monks Cross Bus Provision



Transport Planning

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BREAKDOWN OF JOURNEYS
RECORDED AS UNDERTAKEN BETWEEN ELMFIELD LOOP AND MONKS CROSS

STONEBOW TOWARDS MONKS CROSS

Mon-Fri			Sat			Sun		
Dep	Pax		Dep	Pax		Dep	Pax	
06:57	0							
07:27	0							
08:05	1		07:12	0		07:45	N/A	
08:41	0		08:12	3		08:45	0	
09:13	N/A		09:12	1		09:45	2	
09:43	1		09:42	3		10:45	2	
10:12	N/A		10:12	5		11:45	2	
10:42	2		10:42	1		12:45	4	
11:12	N/A		11:12	0		13:45	4	
11:42	2		11:42	1		14:45	2	
12:12	N/A		12:12	3		15:45	0	
12:42	2		12:42	0		16:45	0	
13:12	N/A		13:12	N/A		17:45	1	
13:42	1		13:42	0		18:45	0	
14:12	N/A		14:12	4				
14:42	0		14:42	N/A				
15:12	N/A		15:12	0				
15:42	0		15:42	0				
16:12	N/A		16:12	0				
16:51	0		16:42	N/A				
17:26	N/A		17:12	2				
18:01	0		17:42	0				
18:32	0		18:12	0				
19:02	0		18:42	0				
19:53	0		19:42	0				

TOTALS	9		23			17		
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WEEK TOTAL 204
(M-F x5 + SAT+ SUN)

Option A Weekly Subsidy reqd: £1,634

Option B Weekly Subsidy reqd £923

BREAKDOWN OF JOURNEYS
RECORDED AS UNDERTAKEN BETWEEN ELMFIELD LOOP AND MONKS CROSS

MONKS CROSS TOWARDS CITY

Mon-Fri			Sat			Sun		
Dep	Pax		Dep	Pax		Dep	Pax	
06:30	0							
07:00	0							
07:30	1		06:45	0				
07:55	0		07:45	0				
08:40	N/A		08:45	0		08:17	N/A	
09:10	2		09:10	N/A		09:17	0	
09:45	N/A		09:45	0		10:17	0	
10:10	0		10:10	1		11:17	0	
10:45	N/A		10:45	0		12:17	0	
11:10	1		11:10	3		13:17	3	
11:45	N/A		11:45	1		14:17	1	
12:10	0		12:10	4		15:17	0	
12:45	N/A		12:45	0		16:17	5	
13:10	1		13:10	0		17:17	1	
13:45	N/A		13:45	N/A		18:17	1	
14:10	5		14:10	1		19:17	0	
14:45	N/A		14:45	9				
15:10	0		15:10	N/A				
15:45	N/A		15:45	4				
16:10	0		16:10	4				
16:45	N/A		16:45	1				
17:20	2		17:10	N/A				
18:00	1		17:45	0				
18:30	0		18:10	1				
19:05	2		18:45	3				
19:35	0		19:35	1				
20:20	0		20:20	0				
15			33			11		

Subsidy per passenger **£8.01**

Subsidy per passenger **£4.52**



Decision Session
– Executive Member for City Strategy

5 October 2010

Report of the Director of City Strategy

City of York’s Response to Office of Fair Trading Consultation Document “Public Transport Ticketing Schemes Block Exemption Review”

Summary

1. This report presents the City of York’s response to the above consultation, issued by the Office of Fair Trading (OFT) in July 2010 which invited responses from interested parties to be submitted on or before 20th October 2010.

Recommendations

2. The Executive Member is asked to comment on the draft response before it is finalised and sent to the Office of Fair Trading.

Reason:

To ensure the views of City of York Council are considered by the OFT in preparing their recommendations to the Secretary of State for Business, Innovation and Skills (the Secretary of State) to extend the duration of the Public Transport Ticketing Schemes Block Exemption (the PTTTS Block Exemption) for a further five years beyond the current date of expiry.

Background

3. The consultation document seeks views on whether the OFT should make a recommendation to the Secretary of State for Business, Innovation and Skills (the Secretary of State) to extend the duration of the existing Public Transport Ticketing Schemes Block Exemption (the PTTTS Block Exemption). It has been published by the OFT pursuant to sections 8(1) and 8(3) of the Competition Act 1998.
4. The consultation is limited to the OFT's ability to make recommendations to the Secretary of State on the use of his powers to make or vary block exemptions under the Competition Act 1998. It does not extend to the use of any enforcement powers which the OFT and other regulators may exercise in competition law cases.

5. Geographically, the consultation extends to the entire United Kingdom.
6. The consultation is aimed at businesses, trade associations, local authorities, individuals or any other parties which may have an interest in passenger transport issues.

Consultation

7. This is City of York's response to the Office of Fair Trading Consultation Document. Anyone else who wishes to contribute may provide their evidence directly to the Office of Fair Trading.

Options

8. The Executive Member is requested to note and approve the content of the response and either accept or reject the response.

Analysis

9. Bus services within York are provided by seven operators, although direct competition is limited to just three corridors. While there is not currently any multi-operator ticketing in use in York, it is our aspiration that a multi-operator travel card be introduced in the near future. We are concerned that the operators providing bus services in York are reticent to enter into such a scheme, not least for fear of falling foul of the Competition Act.
10. We believe that ticketing arrangements for bus services should be exempted in full from the Competition Act. This is because, unlike most retail industries, buses are viewed by the public as a mode rather than a brand. Therefore, the choice made by the consumer is to what mode they will use rather than which company and any brand loyalty equally applies only to the mode. People decide that they will use 'the bus' rather than 'the car' in order to make a journey. We do not believe that many people say that they will 'use the First' or 'use the Stagecoach' rather than 'use the Audi' or 'use the Ford'.
11. It is our view that the deciding factors when making such a choice are first, speed of journey and secondly, ease of use. Because journey time is perceived as the most important factor, people will take the first bus to arrive, regardless of operator, even if they know that another company may offer a slightly cheaper fare. However, the existing regulations then conspire against the bus as users, having made the initial decision to take the first bus to arrive, are often then penalised by being forced to purchase a single ticket as they know not with whom they will make any return journey. It is our experience that many do not even notice the name of the company with whom they travel and, therefore, only where a single operator holds a monopoly does the option to purchase a return or multi-journey ticket bear consideration. One of the most common complaints made to this authority is that legislation requires fares, and thus journeys, to be 'operator specific'.

12. The consultation questionnaire is provided in Annex A and City of York's response in Annex B.

Corporate Priorities

13. Responding to this consultation contributes to being a 'Sustainable City' and an 'Inclusive City'.

Implications

- a. **Financial** – There are no implications.
- b. **Human Resources (HR)** - There are no implications.
- c. **Equalities** - There are no implications.
- d. **Legal** – There are no implications.
- e. **Crime and Disorder** - There are no implications.
- f. **Information Technology (IT)** - There are no implications.
- g. **Property** - There are no implications.

Risk Management

14. No new risks are introduced by responding to this consultation.

Contact Details:

Author:

Nigel Pursell
Acting Transport Planner
Transport Planning Unit
Ext. 1403

Chief Officer Responsible for the report:

Richard Wood
Assistant Director (City Development & Transport)
City Strategy

Report Approved



Date 5th October 2010

Specialist Implications Officers - None

Wards Affected:

All



For further information please contact the author of the report

Annexes

A: OFT Office of Fair Trading Consultation Document "Public Transport Ticketing Schemes Block Exemption Review" (in view of its length this Annex is published online only but a hard copy can be made available by contacting the Democracy Officer, contact details on agenda front sheet)

B: CYC Response to above consultation

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Annex B

CITY OF YORK COUNCIL

RESPONSE TO OFT CONSULTATION

PUBLIC TRANSPORT TICKETING SCHEMES BLOCK EXEMPTION REVIEW

INTRODUCTION

City of York Council is a Unitary Authority in North Yorkshire.

Bus services within York are provided by seven operators, although direct competition is limited to just three corridors.

Whilst there is not currently any multi-operator ticketing in use in York, it is our aspiration that a multi-operator travelcard be introduced in the near future. We are concerned that the operators providing bus services in York are reticent to enter into such a scheme, not least for fear of falling foul of the Competition Act.

The responses provided to the consultation document reflect the views of City of York Council. However, we wish it to be noted that it is our opinion that ticketing arrangements for bus services should be exempted in full from the Competition Act. This is because, unlike most retail industries, buses are viewed by the public as a mode rather than a brand. Therefore the choice made by the consumer is to what mode they will use rather than which company and any brand loyalty equally applies only to the mode. People decide that they will use 'the bus' rather than 'the car' in order to make a journey. We do not believe that people ever say that they will 'use the First' or 'use the Stagecoach' rather than 'use the Audi' or 'use the Ford'.

The deciding factors in making such a choice are first, speed of journey and secondly, ease of use. The existing regulations conspire against the bus in the latter category. Because journey time is perceived as the most important factor, people will take the first bus to arrive, regardless of operator even if they know that another company may offer a slightly cheaper fare. They are then penalised by being forced to purchase a single ticket as they know not with whom they will make any return journey. It is our experience that many do not even notice the name of the company with whom they travel and therefore, only where a single operator holds a monopoly does the option to purchase a return or multi-journey ticket become an option. One of the most common complaints made to this authority is that legislation requires fares and thus journeys to be 'operator specific'.

Any request for clarification or additional information in regard to the responses given below should be addressed to:

City of York Council

Transport Planning Unit

9, St. Leonard's Place

YORK

YO1 7ED

RESPONSES

1. We have no doubt that integrated ticketing schemes, be they multi-operator travelcards, multi-operator individual tickets, through tickets or add-ons offer economic benefits to consumers. However, as noted above, we consider the existing arrangements too restrictive and not recognising the wishes or needs of the consumer in permitting the full development of an integrated transport system. We believe it essential that operators be able to match journey opportunities to demand in a manner that allows for seamless travel at an affordable price.
2. We are concerned that the PTTS Block Exemption does indeed impose unnecessary conditions on the operators. Whilst we accept that the ability to fix the end price of an MTC is indispensable. However, agreements for the adoption of MTC's are difficult to attain, firstly because they must always be priced above that of the highest priced operator specific travelcard in the scheme area. Smaller operators usually have lower overheads than large groups and are therefore able to offer cheaper fares, thus the higher price of the MTC penalises those who make the majority of their journeys on the smaller operator's services. These operators are therefore not incentivised to join such a scheme; however not doing so then risks alienating their passengers. There is an argument for adopting the system where operators are reimbursed according to the number of passengers carried. However, this presents difficulties, firstly with guaranteeing accuracy of figures and secondly accounting for the length of journey. As fare scales are normally arranged in stages, it would be grossly unfair if an operator would to gain 80% of the income from the sale of an MTC if, for example, the value of journeys undertaken using these tickets was less than that of another operator carried numerically fewer passengers but who undertook journeys of a higher overall value.

We have first hand experience of the problems caused by the 'revenue must lie where it falls' requirement for MIT's. One corridor is served commercially during the day by one company but another during the evenings and early mornings when the first does not run. This latter operator would be disadvantaged by entering into an MIT agreement so refuses to do so, resulting in the passengers along this corridor being penalised. Whilst this situation may meet the conditions for individual exemption, the process for obtaining such is such as to dissuade the operator who provides the daytime service from wishing to apply. There is insufficient revenue from this corridor alone to justify the cost of setting up an MTC scheme. Therefore the system fails to provide the benefit it could.

As for timetables, the suggestion that co-ordination in the form of equal headways along routes that do compete is damaging to passengers is so ludicrous as to be almost laughable. Few bus services outside of London operate on such high frequencies that waiting time is not an issue. Another frequent complaint voiced by the public is that they have to wait for an excessive amount of time, only for two buses then to come along together; in rural areas this period can be up to two hours. As stated above, buses are regarded as a mode that compete (or should compete) with other modes. The true benefits of MTC's (and other exempted tickets) can only be realised if accompanied by co-ordination agreements that provide for a regularly spaced, attractive service. This would not deflect from competition in as much as operators would then be judged on service; passengers are more likely to time their journey to coincide with a bus operated by the

company perceived to offer the better level of service than, as happens now, they simply board the first to arrive.

3. We are happy that the types of scheme covered by the PTTS Block Exemption could provide the benefits we consider desirable and certainly these could not be obtained should these multi-operator tickets not be available. However, we do believe that MIT's should not be so restricted that revenue must lie where it falls as, as described above, this works counter to the principle. Whilst we accept that, when an MIT is seen as the best way to provide the benefits required, there may be certain parameters that need to be met in order to permit a revenue sharing agreement to be entered into, the ability to do so is seen as indispensable.
4. Although we have only limited experience of working within the PTTS Block Exemption, for the reasons outlined above, we have no doubt that such tickets do pass on to consumers a fair share of economic benefits. Our concern is that the restrictive nature of the exemption as it currently exists prevents consumers from deriving all the benefits possible.
5. We have seen no evidence that the availability of multi-operator ticketing schemes acts in any way as a deterrent to new entrants or eliminates any aspect of competition. If anything, we believe that these schemes help to grow the market and thereby encourage new entrants as they then have equal opportunity to acquire a share of that market.
6. We agree that without the PTTS Block Exemption, operators would choose not to participate in or support the establishment of new schemes. As previously stated, even with the PTTS Block Exemption, we have experienced reticence on the part of the operators in York to enter into such schemes, either through fear of unintentionally breaking competition law or where they consider that to do so does not present a suitably attractive financial proposition. Whilst fair apportionment of revenue seems to be the main argument against introducing an MTC, we are concerned that the 'revenue must lie where it falls' requirement seems to be the main argument offered against the introduction of MIT schemes. Whilst we are unaware of any undue concerns in regard of through or add-on ticketing, there would appear to be general agreement that both MTC's and MIT's should permit revenue apportionment but that this can only be achieved reliably by the wide scale introduction of smart ticketing.
7. Since 2006, one operator has introduced operator specific mobile phone ticketing. We believe there is potential here for passengers to purchase a complete journey or set of journeys that would require use of two or more operator's services and that revenue apportionment would be relatively straight forward. Whilst we accept that there is a need for further investigation as to the extent of the possibilities this form of ticketing would make available, we are of the opinion that passengers would derive great benefit from being able to purchase a through or multi operator ticket specific to certain journeys and/or operators, particularly as this would likely attract a discounted fare. However, we do not believe the existing PTTS Block Exemption allows for such a possibility.
8. We do not feel that the proposal not to amend the PTTS Block Exemption to cater for the development of new technologies is correct. We believe that smart technologies are in fact well developed and that, with the requirement that all ENCTS cards are smart enabled and the recent announcement from Government that they wish to accelerate the introduction of smart card technology into the arena of bus ticketing, this issue should be addressed now. As previously alluded to, we are aware that if passengers are to obtain the full benefits that could be available through the extension of multi-operator schemes

permitted by the PTTS Block Exemption, operators need the reassurance that they will not suffer financially from entering into such agreements. We believe that the consensus view is that smart technology provides this reassurance and that, as a result, the industry is keen to accelerate its introduction. Indeed, smart card schemes are already live in many areas. The opportunity to address this must be taken now as to not do so risks substantial disbenefit to passengers. In particular we believe that this provides an ideal opportunity to widen the availability of MIT's by permitting accurate revenue apportionment.

9. Notwithstanding our general view as to suitability of the application of the Competition Act 1998 to the provision of local bus services as outlined above and to the possible outcomes of the Competition Commission enquiry into the industry, in view of the ongoing developments in technology and the possible changes in the way in which journeys are purchased, we agree that the proposed recommendation to extend the PTTS Block Exemption for a further five years to be correct.

September 2010

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Decision Session
- Executive Member for City Strategy

5th October 2010

Report of the Director of City Strategy

City of York's Local Transport Plan 3 – Draft 'Framework' LTP3

Summary

1. This report presents the Draft 'Framework' version of the City of York's Local Transport Plan for the period 2011 onwards (LTP3), and seeks approval of its release for public consultation in October 2010. In particular it:
 - Informs members of the evidence gathered, including a brief overview of the formal and informal consultation responses, to prepare the draft 'Framework LTP3
 - Presents an outline of the vision, long-term strategy, policy and actions to be subject to city-wide consultation in Autumn 2010
 - Gives details of how the city-wide consultation on the draft Framework LTP3 will be undertaken
 - Refers to draft Framework LTP3 information that is available and where it can be obtained.

Recommendations

2. That the Executive Member for City Strategy is recommended to:
 - i. Note the content of the report, particularly Annex B which contains the draft Framework LTP3.
 - ii. Approve the Draft Framework LTP3 (including its annexes), as contained at Annex B to this report, for consultation.
 - iii. Approve the city-wide consultation procedure as contained at para. 24
 - iv. Approve the supporting information to the draft Framework LTP3, as listed under Annex C, which can be found on the Council's website at www.york.gov.uk/ltp3

Reason: To enable the commencement of consultations on a draft 'Framework LTP3' required to prepare the city's Local Transport Plan 3, before the current LTP expires on 31st March 2011.

Background

Duty, guidance and influences for producing LTP3

3. The duty to produce LTP3 and the guidance for preparing it were previously reported to Decision Session, Executive Member City Strategy (DSEMCS) on 1st September, 2009.
4. Some of the key points in the guidance, relevant to undertaking consultation for LTP3, are:
 - Local authorities are accountable to their communities rather than to the Department for Transport (DfT) for both the quality of the transport strategies prepared and for ensuring effective delivery;
 - Local authorities need to have a clear view of their own strategic goals and their priorities for dealing with the different challenges they face, and
 - The duty, introduced in the Local Government and Public Involvement in Health Act 2007, to involve citizens in local decision making and service provision.

LTP3 Consultation process and factors leading to a new approach

5. At DSEMCS on 20th October 2009, a three-stage consultation strategy for preparing the City of York's LTP3 was approved. At a subsequent DSEMCS on 11th May 2010 an amended three-stage consultation / preparation strategy for LTP3 (see diagrammatic representation at Annex A) was approved

Stage 3 Consultation - Draft 'Framework' LTP3

6. The draft 'Framework' LTP3 will contain, in a summarised form:
 - An overview of the key local, regional and national policies that influence and are influenced by transport;
 - the critical evidence (issues, problems and challenges), including consultation responses and outputs from work undertaken elsewhere within the Council (such as that of the Traffic and Congestion Ad-hoc Scrutiny Committee), used to determine the vision, strategy, policies and actions;
 - a proposed vision and long-term (20-year) transport strategy for York;
 - emerging key spatial priorities for transport from the Local Development Framework;
 - draft goals, objectives and strategic aims for transport for working towards realising the long-term strategy;
 - proposed short-to-medium-term policies and actions, based on best knowledge of likely future funding, and the likely effectiveness of different measures for tackling the challenges York faces;
 - details of the city-wide consultation procedure, and
 - details of the remaining steps for preparing the LTP3 by the 31st March 2011

Compiling the Draft Framework LTP3 document

Overview of key policies

7. Many of the policies that either affect or are affected by transport were described in the 'City of York Local Transport Plan 3' report to DSEMCS on 1st September 2009. Other key policies to emerge since then include:
 - National
 - Delivering Sustainable Low Carbon Travel: An essential Guide for Local Authorities
 - Climate Change Adaptation Plan for Transport 2010-2012
 - Active Travel Strategy (2010)
 - Regional
 - Leeds City Region Connectivity Study 2010
 - North Yorkshire and York Transport Strategy – Draft, July 2010
 - Local
 - A consultant's draft report entitled 'York Strategic Urban Economic and Cultural Vision, July 2010'
8. These policies generally reinforce those detailed in the 1st September 2009 DSEMCS report.
9. Following the formation of the Coalition Government in May 2010, Regional Governance structures are being dismantled and being replaced by Local Enterprise Partnerships (LEP). One of the main policy impacts of this is the withdrawal of the Regional Spatial Strategy (RSS), which incorporated the Regional Transport Strategy (RTS). In lieu of the RTS, the Leeds City Region Transport Vision is likely to have a significant influence on shaping the transport priorities of the LEP covering York and its surrounding area

Critical Evidence

10. Evidence has been gathered through:
 - A formal city-wide (Stage 1) consultation through a joint '2010 Budget Consultation' and 'Towards a new Transport Plan for York' questionnaire (winter 2009);
 - a review of studies, strategies, publications and other data produced within the Transport Planning Unit (TPU), other Council departments, the Department for Transport (DfT) other agencies and organisations and the internet;
 - an informal consultation - 'Dialogue' - to gain additional evidence where existing evidence needed strengthening, and
 - findings and recommendations from the Traffic and Congestion Ad-hoc Scrutiny Committee's Traffic Congestion Review – Final report
11. The responses from the Stage 1 consultation were contained within a (subsequently called-in) report to DSEMCS, on 02 March 2010. In short, respondents:
 - Supported a vision for a well-connected city that is less dominated by motorised transport;
 - chose supporting the economy as the most important goal for transport;

- believe congestion to be the most important transport challenge, and
 - considered improving public transport to be the best way to tackle this challenge.
12. The informal stage 2 'dialogue' consultation consisted of several workshops, focus groups and an online survey. Much of the feedback from this reaffirmed the feedback from the stage 1 consultation. The additional evidence gathered revealed:
- York Hospital has poor access by bus;
 - in addition to reducing general delays, congestion needs to be tackled to improve public transport;
 - employers need to be part of strategy;
 - some villages have poor accessibility (poor public transport and lack of cycle routes);
 - air quality is the most important environmental consideration, and
 - improving the city's existing main bus stops (e.g. Rougier Street, Stonebow, and Piccadilly) is more suitable than a single public transport interchange.
13. The findings and the recommendations of the Traffic and Congestion Ad-hoc Scrutiny Committee's Traffic Congestion Review – Final report, presented to Executive on 20 July 2010, have been duly considered in preparing the Draft Framework LTP3.
14. The Committee's 'Tackling Traffic Congestion in York' consultation augmented the LTP3 Stage 1 Consultation. The Committee presented four scenarios for tackling congestion, each increasing in complexity, cost and contribution towards reducing the increase in congestion. The most popular scenario from responses (39%) was 'Restricting congestion without charging'. A similar scenario but with some form of road user charge to fund the measures to reduce congestion was the second most popular choice (28%).
15. Some of the recommendations in the report have been or are currently being investigated and or implemented within LTP2 and other initiatives, such as the Cycling City programme, and in the preparatory work for LTP3. Many of the committee's recommendations related to improving buses, reflecting the Stage 1 Consultation responses. Recommendations taken into account in preparing LTP3 include:
- Stimulating the use of public transport;
 - providing easier public access to York Hospital from all parts of the city;
 - working with partners in the wider York area;
 - updating the Air Quality Action Plan, (for the city's Air Quality Management Areas), and
 - Promoting electric vehicles and associated infrastructure

Proposed Content of the Draft Framework LTP3 on which views will be sought

The challenges and the approach for tackling them

16. The issues, problems and challenges, arising from the review of policy, consultation responses and other evidence, to be addressed within LTP3 is included in the draft

framework document. This also shows the goals for transport in York, together with objectives towards achieving the goals and the strategic aims for setting policies and measures.

Vision and long-term (20-year) transport strategy

17. Paragraph 11 contains an abridged version of a Draft LTP3 Vision included in the stage 1 consultation, for which there was good support. The full version is as follows:

York is a city making history and the people who live and work within it and those who come to visit it are its future. It is also a growing city that has an influence on people well beyond its boundary, for work, education, shopping, tourism and other leisure activities. Our vision is to enable everyone to undertake their activities in the most sustainable way and to have a transport system that:

- *Is less dominated by motorised transport*
- *Makes York easier to get around with better links to surrounding areas and other cities*
- *Enables people to travel in safety, comfort and security, whatever form of transport they use*
- *Provides equal access to opportunities for employment, education, training, good health and leisure for all*
- *Has the widest choice of transport available, with minimal impact on climate change and air quality.*

Long-term strategy

18. Realising this vision will not be something that can be achieved quickly, and may take many years. Therefore, a long-term strategy (as required by Government guidance for LTP3) has been prepared, which sets-out some key principles for transport into the future, whilst allowing flexibility to adapt to changing circumstances.

19. The main principles of the long-term strategy include:

- Vulnerability of the commercial bus network;
- overcoming the barriers that lead to car use being favoured over more sustainable forms of transport;
- embracing new technologies;
- ensuring that encouraging use of lower polluting vehicles to reduce the adverse affects on air quality does not result in higher levels of congestion that would otherwise be detrimental York's economy and attractive environment;
- recognising the need for key new infrastructure (e.g. Access York Phase I and Phase II) to enable the York's employment growth and housing growth aspirations to be realised, and
- developing a network where different forms of transport connect smoothly, reliably, cheaply and safely to ensure that York is highly accessible to all.

Emerging spatial priorities for transport

20. The indications from the work to develop the LDF are that considerable investment in transport infrastructure and other transport measures are required to enable the delivery of the LDF while limiting the impact of new development on traffic levels in York

Draft goals, objectives and strategic aims for transport

21. In addition to stating the challenges York faces into the future, Annex B also shows the goals for transport in York, together with objectives towards achieving the goals and the strategic aims (also listed below) for setting policies and measures.
- Providing good quality alternatives to driving cars
 - Improving important links around York and to surrounding areas
 - Encouraging people to be less reliant on cars
 - Reducing pollution from transport
 - Improving our public spaces and making the city an even more attractive place.

Short-to-medium-term policies and actions

22. There are a range of policies and measures that could be put into place in the short-to-medium-term to move toward delivering the long term strategy; these include:
- Increase the capacity of the Northern by-pass (A1237)
 - Carry out more road safety schemes, training and education
 - Work with employers, schools and developers to reduce car dependency
 - Provide better bus and train information
 - Improve access to and facilities at rail stations
 - Improve Park & Rides
 - Provide more cycle routes and other cycling facilities
 - Improve bus reliability with more bus priority measures and more use of technology (more green light time given to buses approaching certain junctions)
 - Ensure better road and path layouts in new building developments to reduce the need to drive
 - Promote the benefits of non-car travel
 - Provide facilities for electric or other low-emission vehicles
 - Optimising vehicle speeds in the city. (In some cases this may mean reductions in speed to avoid accidents, in some cases vehicles speed will increase, and emissions reduce, as congestion eases).
 - Expand the car-free zone within the inner ring road for all or part of the day
23. A complete list of the potential policies and measures is included at Annex A to the draft 'Framework LTP3. The Draft Framework LTP3 (including Annex A) will be available to view on the LTP3 web-page. Hard copies will be available to view as various locations (see also paragraph 24). Other supporting information as listed in Annex C will be available to view on the LTP3 web-page.

Stage 3 Consultation – proposed procedure

24. The basic elements of and timeframe for the stage 3 consultation are shown in Annex A. The actual consultation will take the form of:
- Hard copies of the Draft Framework LTP3 (with feedback form) at Explore Library Learning Centres, libraries and at 9 St Leonard's Place reception.
 - Email address, LTP3@york.gov.uk, for forwarding views.
 - On-line survey (after 24 September) at www.york.gov.uk/ltp3
 - Exhibitions, where our team members will be on-hand to discuss the draft framework LTP3 and receive feedback forms, on:
 - o 18 October, 8-6pm at Monks Cross information area
 - o 19-20 October, 9am-5pm in Parliament Street (outside Marks and Spencer)
 - o 21 October, 9-5pm at Acomb Explore Library Learning Centre
 - o 26 October, 10-7pm at Tesco car park, Clifton Moor
25. The feedback form will contain the same questions as the on-line survey and will also incorporate the proposed options for extending 20 mph speed limits York, in order to gauge the level of support for them. Advance notification of the 'dialogue' and consultation on the draft 'Framework' LTP3, together with a shortened version of the feedback form will be incorporated into the October issue of 'Your City', distributed to residents, city-wide, for them to give their views too.
26. Advance notification of the consultation on the draft 'Framework' LTP3 will also be given via messages on the Council's web-site.

Next steps

27. The responses to the consultation on the draft 'Framework' LTP3 will be analysed and the key messages arising from this analysis will be reported to DSEMCS on 7th December 2010, for agreement on what action should be taken to refine the framework document into a draft of the 'Full' LTP3.
28. It is intended to present the draft 'Full' LTP 3 to Executive early in 2011. Efforts will also be made to make use of any opportunity (such as an Council 2011 Budget Consultation) to include a small number of questions, for obtaining (and acting upon, as appropriate) residents' feedback on the draft 'Full' LTP3 before it is considered by Executive and full Council.
29. A 2-3 month period has been programmed from the LTP3 being presented to Executive to allow sufficient time for incorporating any amendments (from Executive resolution) before subsequent adoption by full Council and, ultimately, its issue by 31 March 2011.

Corporate Objectives

30. LTP3 is a cross-cutting document that encompasses and contributes to all of the council's outward facing corporate priorities.

Implications

31. This report has the following implications:

- **Financial** – There are likely to be revenue costs in the order of £3,500 for consulting on the draft 'Framework' LTP3
- **Human Resources (HR)** – The Transport Planning Unit will arrange and coordinate and attend the exhibitions for consultation on the Draft 'Framework' LTP3 with support, as necessary, from Marketing and Communications.
- **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)** – An interactive website will need to be set-up for the on-line forum.
- **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

32. In compliance with the Council's Risk Management Strategy the main risk associated with preparing LTP3 is a 'reputation' risk due to:
- the Council not undertaking consultations on LTP3 in compliance with Government Guidance, and / or
 - failing to adopt and issue an LTP3 before the current LTP (LTP2) expires.
33. This could, ultimately, undermine the validity of the LTP3 produced.
34. Measured in terms of likelihood and impact, the likelihood is remote and the impact is Major. The risk score for the recommendation is, therefore, 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.
35. The extensive and inclusive nature of the consultations undertaken to date have been well received by stakeholders and government agencies. If the same extensive and inclusive approach is carried forward into the consultation on the draft 'Framework' LTP3, the risks will not be any greater than predicted.

Ward Member comments

36. Not appropriate at this stage.

Non Ruling Group Spokespersons' comments

37. Non-ruling group spokespersons have been contacted, but no responses have been received to date.

Contact Details

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Richard Wood
Assistant Director (City Development &
Transport)
City Strategy

Report Approved Date 23 September 2010

Wards Affected

All

For further information please contact the author of the report

Background Papers:

Guidance for the publication of LTP3, DfT, July 2009
Decisions Session, Executive Member City Strategy 1st September 2009, Item 11
Decisions Session, Executive Member City Strategy 20th October 2009, Item 12
Decisions Session, Executive Member City Strategy 2nd March 2010, Item 5
Scrutiny Management Committee (Calling In) 8th March, 2010, Item 4
Executive (Calling In) 9th March, 2010,
Executive (Calling-In) 5th May 2010
Decisions Session, Executive Member City Strategy 11May 2010, Item 10
Traffic and Congestion Ad-Hoc Scrutiny Committee,
Traffic Congestion Review – Final Report 18th May 2010

Annexes

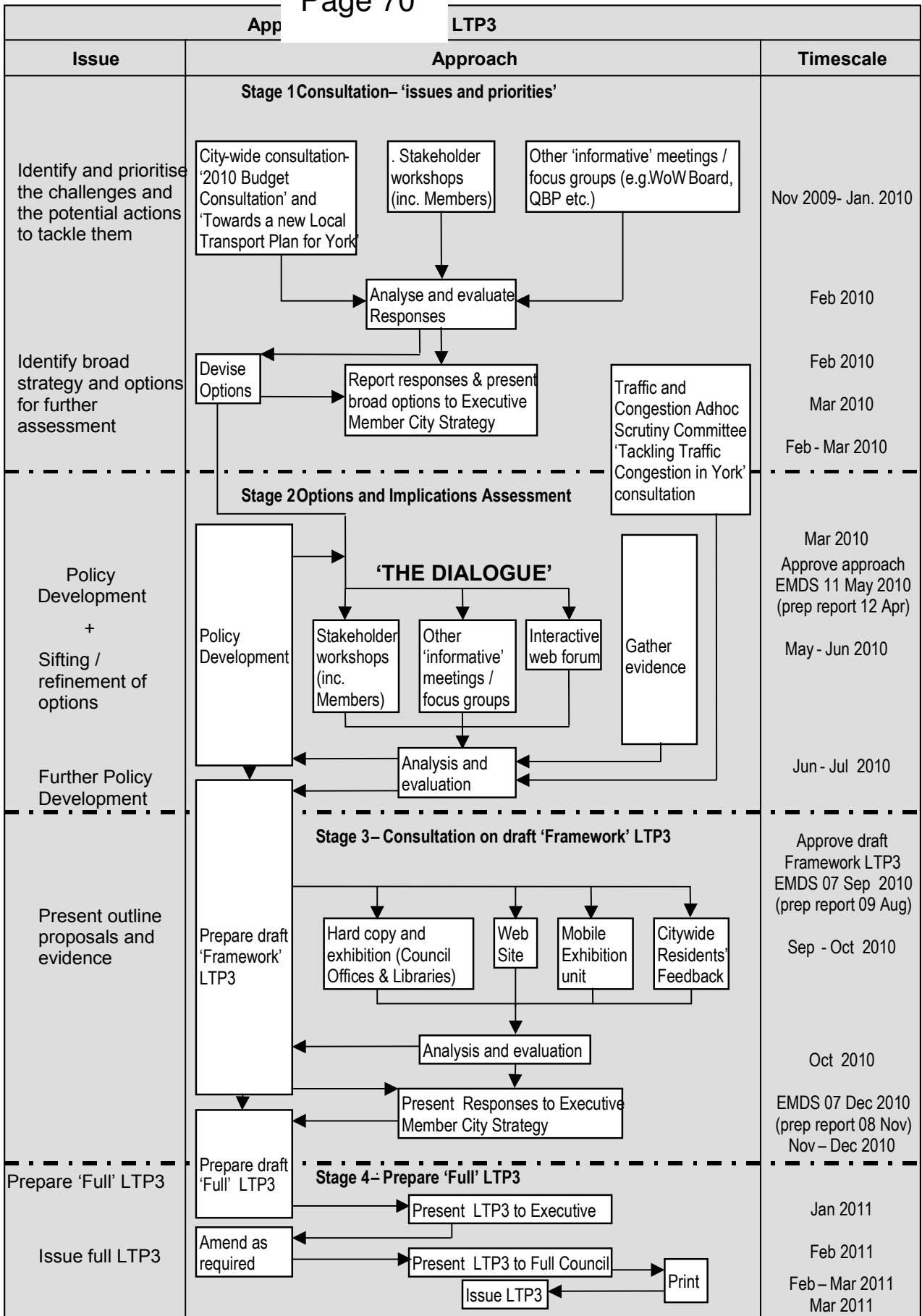
Annex A Revised approach to preparing and consulting on LTP3
Annex B Draft 'Framework' LTP3
Annex C To be made available on the Council's web-page www.york.gov.uk/ltp3

- Draft Framework LTP3 on-line survey (also as hard copy feedback form)
- Tables showing the progression from identifying issues and challenges, through to setting the strategic aims for transport and policies and measures
- Stage 1 Consultation - analysis of 'Towards a New Local Transport Plan for York' questionnaire
- Stage 1 Consultation – summary of workshops and focus groups
- Stage 1 Consultation – summary of other meetings
- Stage 2 Consultation 'Dialogue' – summary of workshops
- Stage 2 Consultation 'Dialogue' – resident focus group report
- Stage 2 Consultation 'Dialogue' – York Business Forum survey responses

[Please note that the documents referred to under Annex C above are available on the Council's web-page. Hard copies of the documents can be obtained by contacting either the report author or the Democracy Officer whose contact details set out on the agenda front sheet]

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Annex A Revised approach to preparing and consulting on LTP3



Draft Framework for York's Third Local Transport Plan

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1. Introduction

- 1.01 This document provides a summary of the draft third Local Transport Plan (LTP3) for York for consultation. It sets out the transport strategy for the city over the next three years, and the longer-term transport strategy to 2031.

Background and Process

- 1.02 All local authorities in England and Wales have a statutory duty to produce and keep under review a Local Transport Plan (LTP), which sets out their transport policies and plans. LTPs are used to by the Department for Transport (DfT) to allocate capital funding to local authorities for integrated transport measures and maintenance work.
- 1.03 This will be the third Local Transport Plan published by City of York Council, and will cover the period April 2011 to March 2014 and beyond to 2031. It is supported by an implementation plan, which sets out the measures to be implemented to achieve the objectives of LTP3. The implementation plan covers a three-year period, and will be reviewed throughout the LTP3 period.

LTP3 Guidance

- 1.04 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 there are numerous national, regional and local policies, issues and research that have also influenced the production and content of LTP3.
- 1.05 The DfT guidance for LTP3 was published in July 2009 and set out the five national goals for transport, which form the basis of the policies and measures included in LTP3:
- Tackle climate change.
 - Support economic growth.
 - Promote equality of opportunity.
 - Contribute to better safety, security and health.
 - Improve quality of life.
- 1.06 The development of LTP3 has also been influenced by the following national strategies and policies:
- The Stern Review on the Economics of Climate Change (2006).
 - The Eddington Transport Study, the case for action. Sir Rod Eddington's advice to Government (2006).
 - Towards A Sustainable Transport System (TaSTS) (2007), which sets out the Government's approach to strategic transport planning.
 - Delivering a Sustainable Transport System (DaSTS) (2008), which sets out how the government is putting the TaSTS approach into practice.
 - Low Carbon Transport: A Greener Future, A Carbon Reduction Strategy for Transport (2009).

- 1.07 York's third Local Transport Plan is also influenced by local policies, such as the city's Sustainable Community Strategy (SCS), the Local Development Framework (LDF). Other work such as that carried out by the council's Traffic Congestion Ad-Hoc Scrutiny Committee to investigate the extent and cause of congestion, and the measures that can be implemented to reduce it, has also contributed to shaping LTP3.

Preparation of LTP3

- 1.08 Work to prepare the council's third Local Transport Plan began in early 2009, and the following areas of work have been completed so far:
- City-wide consultation and meetings with stakeholder groups.
 - Development of draft options and strategy for LTP3.
 - Policy development, evidence gathering, and further consultation with stakeholder groups and focus groups.
 - Preparation of a draft 'Framework' LTP3 document.
- 1.09 During the LTP2 period (2006-11), the council's Ad-Hoc Scrutiny Committee carried out a review of traffic congestion in York. This began in 2007, and aimed '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'. As part of this work, a city-wide consultation was carried out in early 2010, which has also been used to inform the development of LTP3.
- 1.10 The next stage of work to prepare LTP3 is to carry out consultation on the draft LTP3 'Framework' document, which will include exhibitions in the city centre, local shopping centres, and out-of-town retail parks, and a web-based survey. The draft Framework LTP3 will also be made available in council offices and all local libraries, with feedback forms available for people to offer comments.
- 1.11 After the consultation, work will be carried out to prepare the final LTP3 document in late 2010, and will be approved by Members in early 2011 for publication in April 2011.

Transport Vision

- 1.12 Our vision for York is to enable everyone to undertake their activities in the most sustainable way and to have a transport system that:
- Is less dominated by motorised transport
 - Makes York easier to get around with better links to surrounding areas and other cities
 - Enables people to travel in safety, comfort and security, whatever form of transport they use
 - Provides equal access to opportunities for employment, education, training, good health and leisure for all
 - Has the widest choice of transport available, with minimal impact on climate change and air quality.

2. Transport Strategy

The Transport Strategy

- 2.01 York's Transport Strategy policies and measures will be based around the following five strategic aims:
- Provide Quality Alternatives to the Car
 - Provide Strategic Links
 - Implement Behavioural Change
 - Tackle Transport Emissions
 - Improve the Public Realm
- 2.02 These five aims have been developed as a result of work to identify York's transport issues, the development of a set of goals and the need to implement a set of objectives. A summary of this process is shown in Table 4.2, and further information is available in Chapter 4.
- 2.03 The LTP Policy is based around the five aims. Details of the policies and measures for the short term, medium term, and long term can be seen in Annex A.
- 2.04 Further explanation as to what these aims entail is given below. Sustainable development and the support of the Local Development Framework will be a crosscutting theme throughout all of the strategy. This will be reflected in types of policy such as behaviour change, information, infrastructure, management practices and land use planning.

Provide Quality Alternatives

- 2.05 This aim is around providing quality alternatives to the motor car for suitable trips. The emphasis is on quality because in order to encourage people out of their car the alternative needs to be attractive. For example, policies that fulfil

this aim would include those which create a quality cycle and pedestrian network and a quality bus experience in order to make the shift away from private car usage for all trips more viable. Implementing this aim will be done through measures that target things such as ticketing, safety measures, infrastructure and punctuality which will make the experience of using alternative modes to the car more attractive.

Provide Strategic Links

- 2.06 This aim encompasses the need to provide and support links to areas of importance for York. These areas, for example, may have economic and employment significance. Some of these include the Leeds City Region and commuters living to the east of York.
- 2.07 Rail provides longer-distance links as well as more local links. Therefore the focus for rail includes the East Coast Main Line and improving new local stations.

Implement Behavioural Change

- 2.08 The LTP3 will aim to encourage and enable residents and visitors to York to use sustainable modes of transport for appropriate journeys. Encouraging people to be less reliant on their car will be done through education, information and awareness campaigns. Part of this is the need to make people aware of how transport choice effects the environment, their health and safety. Some of the ways this will be done will be through partnership working with other organisation such as the health sector. It will also include travel plans, training and marketing campaigns.

Tackle Transport Emissions

- 2.09 Transport contributes to the carbon footprint of York due to Carbon Dioxide (CO₂) emissions from vehicles. Transport also affects air quality in York due to other vehicle emissions, mainly nitrogen oxides (NO_x). LTP3 alongside other policies will aim to reduce CO₂ and NO_x through the promotion of less polluting fuels and other technology developments, and the reduction of vehicle numbers.

Public Realm

- 2.10 This aim is for transport to enable an attractive city to thrive and to improve the public spaces throughout York. Transport can support this through having fewer vehicles in the city centre, having an appropriate freight policy, and introducing measures such as low emission zones and 20 mph limits.

Summary of Short & Medium Term Strategy

- 2.11 In the next three years, we will focus the anticipated reduced funding on a range of measures which deliver the best value for money in meeting the needs for and aspirations of York
- 2.12 The policies and measures for the medium term will expand those policies and measures in the short term to make further progress in realising the vision for York.

Summary of Long-Term Strategy

- 2.13 Over the next twenty years transport in York will be faced with many challenges. Some of these, such as probable rises in oil prices and technological advancement, will be far out of the control of local policy. Local changes, such as a rising and increasingly aging population and unprecedented levels of development for the city, will also have a substantial impact on the transport system as a whole. LTP3 must reflect these potential changes and be sufficiently flexible to adapt in the short term, as well as the longer term.
- 2.14 The long-term strategy sets out some of the key challenges and constraints the city will face, along with the policy conflicts that must be addressed in order for York to be able to provide a suitable transport system for the future. The key physical constraints include the rivers, substantial recent out of town development and a historical road network. These constraints provide significant challenges, particularly for providing new infrastructure to increase capacity.
- 2.15 The potential growth in employment and housing in York will place great demands on transport. The capability of the transport system to cope with these demands will depend on being able to provide extra capacity and reducing the traffic generated by the growth of the city. Possible capacity measures include expanding the Park & Ride provision (Access York Phase 1) and improvements to the A1237 Outer Ring Road (Access York Phase 2). Reducing traffic generation can be achieved by making developments as sustainable as possible through appropriate location and layout, and travel planning to encourage changing peoples' travel behaviour.
- 2.16 Changing travel behaviour can remove a significant long-term constraint to achieving modal shift in order that the economy of the city will not be adversely affected by congestion. Long-term policy will look at increasing the attractiveness of modes other than the car in the areas of cost, image, convenience, health, safety, and overall quality of the journey.
- 2.17 The bus is the dominant form of public transport in the city and this is anticipated to continue. Over the long-term, however, commercial bus

services more vulnerable as the popularity of Park & Ride services continues to increase. The disproportionate costs of running bus services compared to private motorised transport costs could contribute to commercial bus services being cut back. Further loss of passengers to walking and cycling, whilst beneficial to health, may further damage the viability of some commercial services.

- 2.18 Park & Ride could well begin to abstract a significant proportion of the commercial network's customers due to regulated lower fares and continued high frequencies, while it is likely that, predominantly due to higher oil prices, the commercial services could be cut back and face increased fares. They will therefore also be more vulnerable to cycling and walking.
- 2.19 Investment in both improving reliability and achieving low fares on the commercial bus network is imperative for attracting people who would otherwise choose to drive. It is considered that a high quality commercial bus service is essential for providing access to jobs, healthcare and leisure, making better use of road space (assuming decent bus occupancy levels) and offering an alternative to using the car for those who cannot or do not wish to cycle or walk.
- 2.20 Higher levels of walking and cycling are essential to reducing the burden on the road network in the city, and will also contribute to improving health in the city. Over the long-term an established plan of improving crossings and points of conflict between modes will be rolled out to make York one of the most pedestrian and cycle friendly cities in the country.
- 2.21 Integration between all modes is of vital importance to providing a highly accessible, coherent transport system. The long-term strategy also embraces the use of new technologies in order to achieving the goals of LTP3.
- 2.22 Transport must also improve its contribution to air quality and the attractiveness of the city. As a major tourist centre it is imperative for York to maintain and enhance its excellent reputation over the long-term. Transport should not tarnish the views of people visiting the city, but rather, it should be one of the factors that enables visitors to enjoy the whole city as much as possible. Residents' requirements will also be very carefully balanced with the desire to attract as many visitors as possible.

3. Consultation Results

3.01 The work carried out so far to prepare LTP3 has provided information on the transport issues in York, the goals the council wants to set for transport, and the objectives needed to achieve these goals. This work has been supported by the outcome of the consultations that have been carried out.

City-Wide Consultation

3.02 The first phase of consultation on LTP3 comprised of a city-wide questionnaire delivered to all households in York, and a series of face to face workshops and meetings with stakeholders.

3.03 The 'Towards a New Transport Plan for York' questionnaire was delivered in November 2009 and returned in December 2009. Over 12,000 surveys (14% response rate) were returned. The purpose of the questionnaire was to find out from the residents of York:

- If they agreed with the council's vision for transport in York.
- If York's goals for transport into the future should be the same as the national (DaSTS) goals.
- How important certain pressures on the city are, e.g. contributing to a less polluted city.
- What the most important actions for tackling transport's challenges are; e.g. rewarding the use of low emission vehicles.

3.04 A summary of some of the main outcomes from the questionnaire respondents are listed below:

- 69% of respondents either agree or strongly agree with the (draft) vision for York.
- More respondents are in favour of DaSTS goals (55% min) than against (17% max).
- Supporting the economy is the most important goal (71%), followed by safety, security, and health (68%).
- Congestion is the most important transport challenge (81%), followed by travelling within and around York (75%), and travelling to/ from York (70%). Access for visitors is least important (48%), with the impact of unhealthy lifestyles being next to least important (49%).
- Improving public transport is the most important action (73%), followed by making better use of the transport networks and managing the amount of traffic entering the city (71%). Building new transport networks is the least important (47%) with technological improvements just above this (48%).

3.05 To complement to the city-wide questionnaire, four stakeholder meetings were carried out to discuss the current and future pressures and challenges for transport in York. These aimed to help shape and inform the LTP options

to be taken forward, and to also help inform policy development. The workshops were arranged under the four following themed groups:

- Campaign, user groups and active transport organisations.
- Government bodies (other than CYC) and environment organisations.
- Bus and rail operators, transport industry and tourism.
- Community organisations, business and development groups, emergency services, education or training, and health departments.

3.06 In addition to the workshops, several other 'informative meetings' took place to seek further views and evidence.

3.07 The most common points and themes raised at the face to face consultation exercises were:

- The DaSTS strategy goals that workshop participants felt were most importance were Economic Growth and Quality of Life.
- It was felt that York's 'out of town' retail centres contribute significantly to the congestion that is experienced in York.
- A lack of rail facilities locally was a common theme. York is a rail city with excellent links to the rest of the country. However it has no real local links, which is seen as a negative point.
- York is a Park & Ride leader and should maximise on this.
- There is a need to move look to the wider regional context (e.g. potential in East Riding, North Yorkshire and Selby connections), and the 'functional sub region'¹ context.
- High percentage of York residents have a disability (17%). There is suppressed journey demand for mobility impaired people, as not all bus services in the city are accessible.
- Public transport needs to be more community based and owned. There is anecdotal evidence of it being too expensive in relation to distance, and in comparison to travelling by car.
- Need leadership on the way forward for York. LTP3 is the enabler.
- There was support for managing the amount of traffic on the roads, including demand management. There was some disagreement about whether this would involve charges or not, but restricting car access to the city centre was popular.
- A behaviour change programme is needed with positive communication and messages, with particular regard to reducing the use of the car.
- Increase active travel (cycling), particularly for children.
- The needs of pedestrians should be incorporated into LTP3. There is a concern that Cycle City status may have a detrimental impact on vulnerable road users.
- Broad support for vehicle speed reduction measures.

3.08 The results from the LTP3 consultation process have been broadly supported by the results from the Traffic Congestion Scrutiny Review.

¹ The 'functional sub region' is broadly defined as the travel to work area around York

Traffic Congestion Scrutiny Review and Consultation

- 3.09 During the LTP2 period (2006-11), the council's Ad-Hoc Scrutiny Committee carried out a review of traffic congestion in York. This began in 2007, and aimed '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'.
- 3.10 In a series of meetings held between 2007 and 2009, the Committee considered various issues in relation to transport in York, including traffic levels, air quality, accessibility to jobs and services, school travel, road safety, and smarter choices options to encourage the use of sustainable modes of transport. This allowed the development of different scenarios that could be implemented to address traffic congestion issues.
- 3.11 A city-wide consultation was carried out in early 2010, which asked residents' opinions on the four proposed scenarios, and the measures contained in each scenario to address transport issues.
- 3.12 Over 7,000 responses were received, which is a response rate of 8%. The most popular scenario was one that focussed on reducing congestion without road user charging, with 39% of respondents in favour of this option.

4. Transport Issues

- 4.01 As part of the development of LTP3, information and evidence on York and its surrounding areas has been gathered under the following broad headings:
- Existing demographics
 - Environmental issues
 - Development and spatial growth
 - Economic circumstances
 - Existing transport issues (e.g. conditions, capacity, accessibility, connectivity and trends)
 - Safety
 - Health
- 4.02 This was undertaken in order to understand what transport should respond to, and what it needs to achieve to help deliver the wider needs and aspirations of York.
- 4.03 The main transport issues in York, as identified from the consultation and the work done on the evidence base, are shown in Table 4.1.

Table 4.1: Transport Issues in York

Issue	Short, Medium or Long Term Issue
Air quality	Short
Population growth and change	Medium
Carbon emissions	Medium
Effects of flooding as a result of climate change	Short/Medium
Planning for employment and development growth	Short
Need for economic growth	Short
Visitor needs	Short
Rail demand	Medium/Long
Localised congestion	Short
Buses must meet customer needs	Medium
Road accidents	Short
Worsening health	Short
Some poor accessibility	Medium

- 4.04 **Air Quality:** Road transport emissions contribute in the region of 50-75% of total urban emissions for nitrogen oxide and particulates. Between 2002 and 2005 annual average nitrogen dioxide concentrations across the city appeared to be reducing, but this trend was reversed in 2006. For the past four years, year on year increases in annual average nitrogen dioxide concentrations have been recorded.
- 4.05 **Population Growth and Change:** York had a population of around 195,400 in 2008. This is expected to increase by 23% between 2006 and 2026, whereas Yorkshire and Humber is forecast to grow by approximately 19%, and the rest of the UK by 16%² The major growth will be in the numbers of young people and elderly people. As a result the city will need to adapt and evolve to meet the needs of both residents and visitors into the future, including transport needs.
- 4.06 **Carbon Emissions:** The Climate Change Act 2008 makes the UK the first country in the world to have a legally binding long-term framework to cut carbon emissions. Private cars in the UK account for over 50% of total CO₂ emissions generated from domestic transport, with heavy goods vehicles accounting for a further 20% (even though they account for 4% of total vehicle kilometres driven on UK roads). York has its own target of reducing CO₂ emissions by 40% by 2020.

² Source: ONS. Table 10 Mid-2007 to Mid-2008 Population Estimates: Components of population change for local authorities in the United Kingdom

- 4.07 York's carbon footprint is 12.42t CO₂/capita, which is higher than the regional (11.94t CO₂/capita) and national (12.08t CO₂/capita) averages³. York has a transport carbon footprint of 3.36t CO₂/capita, with the highest emissions from private vehicle fuel use (1.10t CO₂/capita) and air transport (0.72t CO₂/capita).
- 4.08 Effects of flooding as a result of climate change: In the decades ahead the UK is likely to experience a greater frequency of extreme weather events and a general increase in temperatures and precipitation⁴. Implications of a changing climate include increased disruption to service delivery, transport and logistics. One element of climate change is increased flood risk. York is located at the confluence of three rivers and has experienced flooding in the past.
- 4.09 Planning for employment and development growth: There are several major development sites in York, which include housing and employment sites. Effective land use planning, with high densities, mixed use sites and accessibility to key facilities, can reduce the adverse effects of new developments on the existing transport network. Land use planning can also be used to reduce CO₂ emissions by encouraging the use of sustainable modes of transport.
- 4.10 Need for economic growth: If current expectations of economic and employment growth are to be achieved, the city needs to ensure the timely and effective development of development sites, improve transport, and revitalise the city's environment. York also needs to be aware of its role within the Leeds City Region and how that affects its economy. Improved transport linkages can play a central role to help link people with jobs and therefore stimulate economic growth.
- 4.11 Visitor needs: Tourism plays a large role in York. There were 4 million visitors to York in 2007, and there is a large amount of income earned from tourists and visitors. In 2008, 10% of all jobs were tourism-related jobs in York, compared to 8% in Yorkshire and the Humber. The high number of tourists and visitors has an impact on the transport network, which needs to be considered in LTP3.
- 4.12 Rail demand: York is the second busiest station in Yorkshire and Humber (after Leeds) with 8% of the total trips in the region. Passenger numbers have increased by 6% at York and 14% at Poppleton stations between the years 2005 and 2008⁵, and it is predicted that the total number of passengers travelling to York will continue to increase.

³ Source: Stockholm Environment Institute, 2004

⁴ The Climate Change Adaptation Plan for Transport 2010-2012

⁵ Office of Rail Regulation footfall data

- 4.13 The current focus is on making use of the existing rail network. Future development areas in relation to the local rail function in York are the enhancements to capacity and speeds on the East Coast Main Line, the ongoing investigation into tram train technology on the York-Harrogate line, and the potential to include York into the Metrocard boundary. The continued investigation into a new rail station at Haxby to the north of York has been put on hold for the present due to budget constraints, but will be pursued when the opportunity arises.
- 4.14 Localised congestion: Although traffic levels on York roads at the busiest times are decreasing overall, there are some locations where there are high levels of traffic and congestion, including sections of the A1237 (the outer ring road). The main areas of congestion are around the city centre, and to the west and north of the city centre. Congestion is widespread during the AM peak hour (08:00-09:00) on school weekdays.
- 4.15 York's transport network faces a substantial increase in demand over the next 25 years, due to the level of new development that is expected to take place in the city. York's population growth is not forecast to match its economic growth, which means more people are likely to commute into York. Unless measures are taken to encourage car users to use alternative modes of transport, congestion will worsen in the future.
- 4.16 Buses must meet customer needs: The results of the consultations showed that improving public transport was the most important action for respondents. Within York, the bus network is relatively extensive in relation to its size with nearly 5.5 buses per 10,000 population. However there are many areas that experience a drop in service frequency or no service at all in the evening and on Sundays. There are a limited number of routes that buses can take through the city centre. These routes are highly trafficked, which can increase journey times and reduce the reliability of bus services.
- 4.17 Road accidents: The LTP3 city-wide questionnaire identified that better safety, security and health was the second most important goal for residents. Total car Killed and Seriously Injured (KSIs) have fallen slightly since 2005, however cyclist KSIs have increased since 2005. Most of the vehicle accidents are happening on the main arterial roads into the city and the ring road.
- 4.18 Worsening health: One of the five DaSTS goals is to contribute to better safety, security and health. The value walking and cycling can bring to health is recognised in this. The Local Development Framework seeks to improve the quality of life for its residents through sustainable transport, which will be supported by the LTP3.
- 4.19 Some poor accessibility: The responses to the LTP3 consultation highlighted concerns about accessibility to out of town shopping centres, access to the hospital, and access for people with disadvantages. The main accessibility issues identified using 'Accession' modelling software were public transport

access to destinations outside the city centre. The cycling and walking catchments to these places is also limited.

- 4.20 Table 4.2 shows the links between the transport issues, the transport goals that have been set for York, and the objectives required to address the issues and achieve the goals.

Table 4.2: Issues, Goals and Objectives

Issues/Problems/ Challenges	York Goals	York Transport Objectives/ Outcome Required
<p><u>High carbon (greenhouse gas) emissions</u> - York residents have a higher than average carbon footprint</p>	<p>Reduce greenhouse gas emissions</p>	<ul style="list-style-type: none"> • Reduce the total amount of kilometres travelled by private cars • Reduce the dependence on the car for all trips • More public and active transport mode share
<p><u>Flood risk to the network</u> - Affects key parts of the network and impacts disproportionately on sustainable modes</p>		<ul style="list-style-type: none"> • Less people affected by flooding on the transport network
<p><u>Localised congestion</u> - As a result of the historical layout of the city and increasing demand for travel <u>Rail demand</u> - York is the busiest rail station in the York and North Yorkshire sub region and is increasingly important for business purposes</p>	<p>Enable economic growth</p>	<ul style="list-style-type: none"> • A connected and accessible city (York Visioning and Economic Master plan) • Improve journey time reliability for all modes • Increase rail capacity and function • Increase public transport priority
<p><u>Increasing elderly and dependant population</u> - Which will require services to adapt to meet changing demands and needs <u>Population growth and change</u> - Cannot keep on providing for increased demand for travel <u>Buses need to meet customer needs</u> - Which will change as the population demographics change <u>Some pockets of poor accessibility</u> - Which is excluding some people from society and the economy</p>	<p>Improve public and active transport provision</p>	<ul style="list-style-type: none"> • A quality bus service • More cycling and walking facilities
<p><u>Poor air quality (attributed to transport)</u> - Air quality monitoring shows general increase in emissions across York <u>Worsening health</u> – Levels of obesity are increasing putting pressure on health resources</p>	<p>Improve residents' quality of life</p>	<ul style="list-style-type: none"> • Reduce the emission of pollutants from transport • Increase the number of people leading healthy, active lifestyles • Improve the public realm

Issues/Problems/ Challenges	York Goals	York Transport Objectives/ Outcome Required
<p><u>Road accident levels</u> - Casualty levels have been reduced over the last 10 years, but every casualty has an impact and cost to the individual, their families, the health service and the economy</p>	<p>Safer roads</p>	<ul style="list-style-type: none"> • Reduce the number and severity of transport related accidents
<p><u>Employment growth</u> - York needs to sustain employment sector to maintain a healthy economy <u>Location and extent of growth</u> - a significant proportion of JTW trips are by car and could transfer to sustainable mode</p>	<p>Enable sustainable growth and development</p>	<ul style="list-style-type: none"> • Integrate transport and development

Policies and LTP3

4.21 The council has developed a set of policies to address transport issues in York, which have been grouped under the LTP3 Strategic Aims:

Provide Quality Alternatives

- Provide quality information on the bus network
- Provide attractive and accessible bus stop environments
- Better value bus fares and tickets
- Working consistently with the bus operators
- Using technological improvements
- Support Access York Phase 1 – Park & Ride
- More cycle infrastructure
- "Safe Routes" initiative continued for cyclists and pedestrians
- Participate in cycle partnerships and groups
- Junction treatments for cyclists
- Target crossing and severance points for pedestrians
- Improved signage infrastructure
- Support rail usage
- Reduce road traffic casualties through engineering design

Provide Strategic Links

- Support road maintenance and improvements to the East Riding, Selby, Leeds, Harrogate and other surrounding areas of strategic relevance
- Support rail connections to Selby, Leeds, Harrogate and other surrounding areas of strategic relevance

Support and Implement Behavioural Change

- Implement programmes to encourage cycling
- Supply information on active transport
- Encourage use of sustainable modes for appropriate journeys
- Encouraging active transport by using the Public Rights Of Way (PROW)
- Partnership working with other sectors to use transport to improve health
- Education and awareness on alternative modes
- Reduce road traffic casualties through education
- Reduce road traffic casualties through training

Tackle Transport Emissions

- Reducing Emissions
- Alternative Fuels

Improve the Public Realm

- Improve conditions for pedestrians
- Fewer vehicles in the city centre

- 4.22 A series of measures have been proposed to deliver these policies, which have been separated into short, medium, and long-term measures, and are shown in Annex A.
- 4.23 As in the previous two Local Transport Plans, a set of indicators is being developed to measure the success of the policies and measures in LTP3. The proposed list of indicators is shown in Annex B.

5. Funding and Deliverability

- 5.01 Funding levels for the LTP3 period are not expected to be confirmed until early December 2010, following the completion of the Government's Comprehensive Spending Review and determination of detailed allocations by the Department for Transport (DfT).
- 5.02 In 2010/11 additional funding (£3.42m) was provided from the Regional Funding Allocation, Cycling City Grant and Road Safety Grant, giving a total integrated transport budget of £6.41m. Following the in-year budget cuts of £1.5m announced in June, this was reduced to £4.97m.
- 5.03 It is anticipated that the funding levels will be substantially lower than the current LTP levels (£2.99m per year). Reductions of between 25% and 40% are anticipated in the LTP allocation, which could mean annual budgets as low as approximately £1.8m.
- 5.04 It is known that the Regional Funding Allocation supplement will not be available in future years, and it is unclear whether there will be any Cycling City funding for 2011/12 onwards. The DfT is also consulting on the formula used to distribute LTP funds across the country at present. Subject to the results of the consultation, the funds allocated to York could vary from current levels.
- 5.05 If the existing formula was used with updated base data then the allocation to York could be up to 5% higher due to bus patronage increases and changes to population and safety statistics. However, the impact of changes to the formula to include coalition priorities for growth and climate change are unknown.
- 5.06 The current projection is that the LTP allocation for Integrated Transport in the LTP3 period, excluding funding from developer contributions, is likely to be over 60% lower than the 2010/11 budget. This will limit the scale of the infrastructure improvements which can be delivered over the next few years. At these lower funding levels it will become more important to obtain funds from alternative sources to enable the delivery of the higher impact schemes.
- 5.07 It is anticipated that funding for major transport schemes across the country will be reduced and the prioritisation methodology will be adjusted to focus more on the economy and climate change issues. The status of the Access York Phase 1 (Park & Ride) bid is unlikely to be confirmed until December 2010, although it is almost certain that the delivery programme will be delayed. The process for submitting future funding bids is not yet clear but is likely to involve promotion through the Local Economic Partnership.
- 5.08 Due to the likelihood of reduced funding allocations for Integrated Transport, it is important that any measures proposed as part of LTP3 will contribute to the goals and objectives of LTP3, and will provide value for money.

6. Next Steps

- 6.01 The responses to the consultation on this draft 'Framework' LTP3 will be analysed and reported back to Members in January 2011 for a decision on updating the Framework document into the draft of the 'Full' LTP3 document.
- 6.02 It is intended to present the draft 'Full' LTP3 to the Council Executive early in 2011 for their approval.
- 6.03 Any amendments proposed by the Executive will be incorporated into the final LTP3 document, which will then be presented to the Full Council meeting to be adopted as City of York Council policy before its issue by 31 March 2011.

A Policy & Measures

Table A1: Short-Term Measures

Table A2: Medium to Long-Term Measures

B Monitoring & Indicators**Table B.1: Transport-Related National Indicators (NIs) to be included in LTP3**

Indicator
<p>NI 47 People killed or seriously injured in road traffic accidents:</p> <ul style="list-style-type: none"> The percentage change in number of people killed or seriously injured during the calendar year compared to the previous year (based on a three year rolling average).
<p>NI 48 Children killed or seriously injured in road traffic accidents</p> <ul style="list-style-type: none"> The percentage change in number of children killed or seriously injured during the calendar year compared to the previous year (based on a three year rolling average).
<p>NI 167 Congestion – average journey time per mile during the morning peak</p> <ul style="list-style-type: none"> Average journey time per mile on major routes within the local authority area.
<p>NI 168 Principal roads where maintenance should be considered</p> <ul style="list-style-type: none"> Percentage of the authority's A-roads and principal roads where maintenance should be considered.
<p>NI 169 Non-principal classified roads where maintenance should be considered</p> <ul style="list-style-type: none"> Percentage of the authority's B-road and C- roads where maintenance should be considered.
<p>NI 175 Access to services and facilities</p> <ul style="list-style-type: none"> Access to services and facilities by walking, cycling, and public transport. <ul style="list-style-type: none"> i) Access to Health: York Hospital ii) Access to Education: York College iii) Access to Leisure: various locations iv) Access to Retail Sites: various locations
<p>NI 176 Working age people with access to employment by public transport (and other modes)</p> <ul style="list-style-type: none"> The percentage of people aged between 16 and 74 living within the catchment area (by walking, cycling, and public transport) of a location with more than 500 jobs
<p>NI 177 Local bus and light rail passenger journeys originating in the authority area</p>
<p>NI 178 Bus services running on time</p> <ul style="list-style-type: none"> i) The percentage of non-frequent (fewer than six buses per hour) buses on time ii) The average excess waiting time for frequent services (six or more buses per hour)
<p>NI 198 Children travelling to school – mode of transport normally used</p> <ul style="list-style-type: none"> Children aged 5-10 years Children aged 11-16 years

Note: National Indicators are currently used by Government to assess the performance of Local Authorities

Table B.2: Proposed Local Indicators to be Included in LTP3

Indicator
Mode of Travel
Pedestrians crossing the inner cordon <ul style="list-style-type: none"> Number of pedestrians entering the area bounded by the inner ring road
City-wide cycle usage <ul style="list-style-type: none"> Includes people cycling on the roads and on the off-road network
Usage of Park & Ride <ul style="list-style-type: none"> Number of passengers on Park & Ride services
Mode of transport to York Station <ul style="list-style-type: none"> Percentage of boarding customers arriving by walking, cycling, bus, or taxi
Rural Bus Usage <ul style="list-style-type: none"> Number of passengers on rural bus services in the CYC area
Accessibility
Use of Demand Responsive Transport <ul style="list-style-type: none"> Number of passenger journeys
Accessible buses and taxis operating in the city <ul style="list-style-type: none"> Percentage of bus fleet and taxi fleet that is DDA-compliant
Proportion of new residential or commercial developments over 0.4ha that are built within 400m of a frequent (30min or better) public transport service
Proportion of new residential or commercial developments over 0.4ha contributing either physically or financially to pedestrian, cycle, or public transport networks
Traffic Levels
Changes in area-wide traffic volumes
Changes in traffic flow to city centre (peak period & 12-hour) <ul style="list-style-type: none"> Peak period (8:00-9:00) and 12-hour (7:00-19:00)
Safety and Speed Management
People slightly injured in road traffic accidents
Speed of traffic relative to speed limit – percentage of sites with a recorded average speed exceeding the speed limit
Environment
Nitrogen Dioxide levels – The mean of all annual average NO ₂ concentrations measured within the Air Quality Management Areas
Emissions-based indicator – To be developed
Percentage of the bus fleet meeting Euro III/ Euro IV requirements
Percentage of applications for parking permits which are for vehicles in Vehicle Excise Duty Band A
Maintenance
Percentage of unclassified road network where maintenance should be considered
Percentage of footways where maintenance should be considered

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LTP3 Strategic Aim	Policy	Short Term Measure
Provide Quality Alternatives	Provide quality information on the bus network	Improve bus information in and around York rail station
		<u>Timetables at every stop and bus maps in every shelter</u>
		<u>Composite timetables at bus stops in city centre</u>
	Provide attractive accessible bus stop environments	<u>Implement a maintenance strategy for all stops and shelters</u>
		<u>Ensure city centre bus stops on key corridors are assessed for accessibility and improvements made where necessary</u>
	Better value bus fares and tickets	Introduce one or a range of multi-operator bus tickets
		Expand use of smart ticketing in York by developing back office facilities for concessionary passes
	Working consistently with the bus operators	Work towards developing a SQP where it will increase attractiveness and reliability of bus service
		<u>Using Real Time and BLISS to track vehicles</u>
	Support Access York Phase 1	<u>Implement park and ride measures</u>
	More cycle infrastructure	Provide cycle links to and between the outer villages
		Continue improvements from the Cycle Infrastructure Audit project
		<u>Improve cycle parking prioritising city centre, schools, employment sites, retail, healthcare and York Station</u>
	"Safe Routes" initiative continued for pedestrians and cyclists	Trial north south cycle route in footstreets
		<u>Continue safe routes to School</u>
	Participate in cycle partnerships and groups	<u>Commence safe routes to work, leisure sites and others</u>
		Continue Safer York Partnership to reduce theft
		<u>Ongoing Improvements to safety for cyclists in the main urban areas at junctions</u>
	Junction treatments for cyclists	<u>Implement the dropped crossing programme</u>
		<u>More and improved crossings of the IRR</u>
	Target crossing and severance points for pedestrians	Investigate potential of new bridges for example over River Foss
		<u>Feasibility studies and consultations into improved crossings of the inner and outer ring roads, rivers and railway lines</u>
	Target crossing and severance points for pedestrians and cyclists	City-wide signing audit and rolling rationalisation programme - route specific
<u>Implement better access and waymarking to York rail station</u>		
Improved signage infrastructure		
Support rail usage		
Reduce road traffic casualties through engineering design	Local Safety Schemes (cluster site identification and analysis)	
	Speed Reduction Schemes	
	Danger Reduction Schemes	
	Route Assessments	

<u>LTP3 Strategic Aim</u>	<u>Policy</u>	<u>Short Term Measure</u>
Provide Strategic Links	Support road maintenance and improvements to East Riding, Selby, Leeds, Harrogate and other surrounding areas of strategic relevance	<u>Support A64 short term actions</u>
		Review of the condition of the council assets(roads etc) including consultation with the public as to what is most acceptable
		Update the TAMP (Transport Asset Managemnt Plan)in line with the asset valuation implementation timescales. TAMP will introduce the principle of 'route assessed maintenance regimes' taking into account HGV's, bus and safety routes and other movements that have an affect on the condition of the highway.
	Support rail connections to Selby, Leeds, Harrogate and other surrounding areas of strategic relevance	Development of Haxby Rail station
		Support feasibility of the Harrogate line tram/train investigation
		Support electrification of the rail line between Leeds and York
		<u>Work alongside NYCC on rail improvements</u>
		<u>Support improvements to the ECML</u>
		Lobby rail operators for more rolling stock for routes serving York

LTP3 Strategic Aim	Policy	Short Term Measure
Implement Behavioural Change	Implement programmes to encourage cycling	<u>Continue guided ride programme</u>
		Continue cycle training for families and adults
		Continue the basic cycle maintenance course
		Fund leisure ride maps and include longer day rides into neighbouring areas
	Supply information on active transport	Revise and reprint free parish circular walks
	Encourage use of sustainable modes for appropriate journeys	Working with employers on work based travel plans
		Working with schools on travel plans for staff and pupils
		Working with developers on home based travel plans
	Implement sustainable development through management practices and infrastructure	Review design standards for roads and other infrastructure that become part of the adopted highway.
	Encouraging active transport by using the PROW	Complete the Public Rights of Way Improvement Plan
		Replace old signposts with new incl distance and destination info
		Fill in gaps in strategic network by providing missing sections of PROW up to standard
		Surface improvements along River Foss where needed
	Partnership working with other sectors to use transport to improve health	<u>Joint working with health sector on initiatives such as walk your way to health</u>
		<u>Joint working with health sector on GP referrals</u>
	Education and awareness on alternative modes	<u>Education and awareness on alternative modes</u>
	Reduce road traffic casualties through education	<u>Partnership working with emergency services and other local authorities</u>
		<u>Complete a cross regional 'Speed Review Protocol' with NYC</u>
		Investigate potential to support young drivers education work
		<u>Support NY police with speed awareness courses</u>
		Run a series of campaigns for specific user groups
	Reduce road traffic casualties through training	<u>Pedestrian training to children via primary school yr 3</u>
		<u>National standards cycle training to every primary school level 1 and level 2 and every school level 3</u>
		<u>Adult and family cycle training to all</u>
		Continue to provide resources for school crossing patrols
		Road Safety Education in High Schools

LTP3 Strategic Aim	Policy	Short Term Measure
Tackle Transport Emissions	Reducing Emissions	Implement short term measures from the Low Emission Strategy
		Further develop parking strategies that encourage the use of lower emission vehicles through pricing for car parking (for example, expand the current discount offered on resident parking charges to include pay-by-phone car parking for vehicles in lower VED bands).
		Work alongside operators to introduce one or more hybrid or alternative fuel buses buses
		More Euro iii+ buses on the network
		Consider low emission zone for all vehicles
	Alternative Fuels	Promotion of alternative fuel use e.g recharge points, reduced parking charges

LTP3 Strategic Aim	Policy	Short Term Measure
Improve the Public Realm	Improve conditions for pedestrians	<u>Deliver the short term Foot Streets Review actions</u>
		<u>Implement the measures from the City Centre Accessibility Framework</u>
		20mph zone/s
	Fewer vehicles in the city centre	Promote use of the car club
		<u>Review the use, function and design of the inner ring road</u>
		Review parking policy in relation to number and type of spaces
		Consider an appropriate freight and delivery policy
Managing the public assets	Reduce the highway maintenance backlog	
	Maintain and upgrade traffic signalling equipment to improve traffic flow through junctions etc.	

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LTP3 Strategic Aim	Policy	Medium or Long Term Measure	Medium or Long Term
Provide Quality Alternatives	Improve bus service reliability	Develop SQP where it will increase attractiveness and reliability of bus service	Medium
		Develop a bus priority and demand management programme	Long
		CYC take control of moving traffic offences to allow smoother operation of City Centre	Medium/Long
	Provide attractive accessible bus stop environments	Follow and or refresh bus stop maintenance strategy	Long
		Replace shelters and stops on key commercial routes where necessary	Long
		Renew city centre bus stop infrastructure with high class York specific design walkways and shelters	Long
	Provide high quality bus information	Every bus equipped with Real Time Passenger Information (RTPI)	Medium
		Every city centre bus stop to have RTPI displays	Medium
		All P&R buses equipped with 'next stop' displays	Medium
		Develop the RTPI system for bus operators and Council to send live messages i.e delays	Medium
		Maintain info. displays on stops and shelters	Medium
		Develop SQP where it will increase attractiveness and reliability of bus service	Medium
		Investigate use of technology for booking and scheduling demand responsive transport	Medium
	Use technological improvements	Introduce debit/credit swipe card	Medium
		Introduce mobile phone payments for P&R	Medium
		Work with operators to assist delivery of new ticketing technology	Medium
		Develop the RTPI system for bus operators and Council to send live messages e.g delays	Medium
		Develop Greenways network	Medium
		Link Greenways into neighbouring authorities	Long
		More cycle routes linking villages and main urban areas	Medium
	More cycle infrastructure	Improve end of trip cycle parking	Medium
		Work with operators and York station on high quality cycle parking at the station	Long
		Target any cycle parking gaps	Long
		Aim to reduce any cycle theft blackspots	Long
		Update cycle infrastructure audit	Long

LTP3 Strategic Aim	Policy	Medium or Long Term Measure	Medium or Long Term
		Ensure suitable routes to any new station entrances	Long
	"Safe Routes" initiative continued for cyclists and pedestrians	More safe routes to... programmes	Medium
		Investigation of pedestrianised areas at local centres out of city centre	Medium
	Participate in cycle partnerships and groups	Implement a Cycle Tourism Strategy	Medium
		Lobby rail operators to encourage more bikes on trains	Medium
		Organise City Wide BUG	Medium
		Identify Cycle Champions	Medium
		Work with operators and York station on high quality cycle parking at the station	Long
	Target crossing and severance points for cyclists	Implement medium term 'Footstreets Review' cycle related measures where appropriate	Medium
		Implement long term 'Footstreets Review' cycle related measures where appropriate	Long
	Target crossing and severance points for pedestrians and cyclists	Address severance for other reasons i.e road, river, rail	Medium
		Upgrade pedestrian bridges to make them more accessible for the mobility impaired (River Foss nr Earswick as a priority)	Medium
		Safer road crossings across ORR	Medium
		Improved pedestrian crossings of the River Ouse and Foss	Long
	Improved signage infrastructure	Undertake an area-wide signing audit and rolling rationalisation programme	Long
		Themed, interpretive pedestrian routes	Medium and Long
	Support rail usage	Support rail usage	Medium and Long
	Reduce road traffic casualties through engineering design	Route Assessments	Medium
	High quality alternatives to the car for visitors	Achieve coach friendly city status	Medium
		Improve coach rendezvous points	Long

LTP3 Strategic Aim	Policy	Medium or Long Term Measure	Medium or Long term
Provide Strategic Links	Support road maintenance and improvements to East Riding, Selby, Leeds, Harrogate and other surrounding areas of strategic relevance	As short term	Medium and Long term
	Support rail connections to Selby, Leeds, Harrogate and other surrounding areas of strategic relevance	As short term	Medium and Long term
	Develop transport networks in the city to ensure best possible connections to destinations across York	Ensure good quality cycle routes are provided with new developments	Medium

LTP3 Strategic Aim	Policy	Medium or Long Term Measure	Medium or Long term
Implement Behavioural Change	Implement programmes to encourage cycling	Bike maintenance included into for advanced children's training programme	Medium
		Cycling personalised journey planner	Long
		Implement city wide cycling questionnaire	Long
		Ensure good quality cycle routes are provided with new developments	Medium
		Update cycle infrastructure audit	Long
		Develop day ride programme to include maps and extend into countryside	Medium
		Targetted travel planning including cycle maps from home	Long
	Supply information on active transport	Interactive active transport website with downloads available	Long
	Encourage use of sustainable modes for appropriate journeys	Themed, interpretive pedestrian routes	Long
		Travel Planning with employers and schools	Long
		Development of walking trails	Long
		Travel planning at new development sites	Long
		Investigate workplace charging	Medium
	Encouraging active transport by using the PROW	More bridleways in the north of York	Medium
		Completion of the definitive map	Long
		Digitising the Definitive map	Long
	Education and awareness on alternative ways to travel	Campaigns, marketing and education programmes	Medium
Promote Car Share York more and work with more partners		Medium	
Support York City Car Club further for council and non council business		Medium	
Update and implement City or York Council travel plan		Medium	
Reduce road traffic casualties through education	Collect and analyse Stats 19 data	Medium/Long	
	Partnership working	Medium/Long	
Reduce road traffic casualties through training	Evaluation of work undertaken	Medium/Long	

<u>LTP3 Strategic Aim</u>	<u>Policy</u>	<u>Medium or Long Term Measure</u>	<u>Medium or Long Term</u>
Tackle Transport Emissions	Reducing Emissions	Investigate if number of buses can be reduced in AQMAs	Medium
		Review of bus operations in order to meet 40% reduction in CO2 by 2020	Medium
		Promotion of alternative fuel use e.g recharge points, reduced parking charges	Medium
		Support the Low Emission Strategy where possible	Short, Medium and Long Term
		Low emission zone for buses	Long term
		Review of bus vehicle sizes to match patronage levels	Medium term
		P&R to run on alternative fuels	Medium term
		Implement an alternative fuel strategy	Medium term
		Explore the potential for expanding the low VED parking discounts into off-street car parking (beyond pay-by-phone)	Medium term
	Alternative Fuels	More electric or hybrid buses	Long

LTP3 Strategic Aim	Policy	Medium or Long Term Measure	Medium or Long Term
Improve the Public Realm	Improve conditions for pedestrians	Review the use, function and design of the inner ring road	Medium
		Develop Greenways network	Medium
	Fewer vehicles in the city centre	City centre bus routing review	Medium