

DRAFT

**Summarised Draft Full
LTP3
Version 2.0**

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1. Introduction

- 1.01 This document is a summary of the third Local Transport Plan (LTP3) for York.
- 1.02 This will be the third Local Transport Plan published by City of York Council, and will cover the period April 2011 to March 2015 in the short term and beyond to 2031 in the medium and long term.
- 1.03 City of York Council seeks to ensure a successful future for York through developing the Sustainable Community Strategy (SCS), The Local Development Framework and the Local Transport Plan. These three documents are the planning backbone of the city and work together to ensure that York will be able to meet a prosperous future such as the 'New City Beautiful' vision for York as described in the York Economic Vision Masterplan. The Masterplan aims to support future investment in the city and encourage high standards of design.
- 1.04 High quality sustainable transport in York is vital for enabling its economy to thrive and for building sustainable local communities. It also contributes to the achievement of stronger and safer communities, healthier people, equality and social inclusion. It will also help address local and global environmental concerns, such as greenhouse gas emissions, poor air quality and, given the importance of tourism, protecting and enhancing York's heritage.
- 1.05 LTP3 seeks to continue with and develop further the balanced approach to delivering transport improvements taken in the city's previous LTPs to ensure a sustainable future for York, and the area around it, as it continues to grow.

2. Key Issues

Evidence

2.01 Throughout the development of the Local Transport Plan evidence has been gathered in order to gain further information on the transport situation in York and what the priorities are for the new LTP3.

2.02 The key issues and challenges for York that have been identified are summarised below.

High carbon (greenhouse gas) emissions

2.03 York residents have a higher than average carbon footprint.

Flood risk to the network

2.04 Flooding affects key parts of the network and also impacts disproportionately on sustainable modes.

Localised congestion

2.05 This is as a result of the historical layout of the city and increasing demand for travel

Rail demand

2.06 York is the busiest rail station in the York and North Yorkshire sub region and is increasingly important for business purposes

Increasing elderly and dependant population

2.07 Which will require services to adapt to meet changing demands and needs

Population growth and change

2.08 York's population is growing faster than the rest of Yorkshire and Humber. There is an increasing demand for travel.

Air Quality

2.09 Air quality monitoring shows a general increase in emissions across York.

Worsening health

2.10 Levels of obesity are increasingly putting pressure on health resources. Transport can play a role in this.

Road accident levels

- 2.11 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.

Employment growth

- 2.12 York needs to sustain the employment sector to maintain a healthy economy.
- 2.13 York has visitor needs to consider too.

Location and extent of growth

- 2.14 Significant proportions of journey to work trips are by car and these could transfer to a sustainable mode.
- 2.15 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.

Consultation

- 2.16 The LTP3 Stage 1 consultation included a citywide questionnaire delivered to all households in York and a series of face-to-face workshops and meetings with stakeholders. The questionnaire was delivered in November 2009 and returned in December 2009. There were over 12,000 surveys returned, making a 14% response rate.
- 2.17 A summary of some of the main quantitative outcomes from the questionnaire survey respondents are listed below:
- 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%).
 - Highest proportion of all trips is a distance of between 3 and 5 miles (31%).

- 38% of all respondents use the car for their main mode of transport in and around York; Bus use is 23%, walk 16% and cycle 13%.
- For travel distances of 3 miles or more the car is the dominant mode (53% to 66%). Rail has very low use (0.49%).
- Cycling within York for commuting to work is relatively high at 23% of respondents.
- 53% of respondents use a car for their journey to work of between 3 and 5 miles distance.
- There were more respondents aged 55 and over (59%) than aged 18 to 34 (39%).
- 54% of respondents work, 1% is in full time education and 45% don't work.

2.18 Below is a concise summary of the most common points and themes raised at the face to face consultation exercises:

- Workshop participants were asked which of the five DaSTS strategic goals for transport they felt was the most important. The two with the most votes were Economic Growth and Quality of Life
- It was felt that York's 'out of town' car based and accessed retail contributes 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 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 away from small town York sentiment and look to wider regional context (e.g. potential in East Riding, N.Yorks and Selby connections) and functional sub region context.
- High percentages of York residents have a disability (17%). There are suppressed journeys for mobility impaired as unable to get on all city buses.
- Public transport needs to be more community based and owned. 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

- 2.19 As part of its investigations for identifying ways of reducing traffic congestion in York at present and minimising the impact of forecast increases in traffic, the Council's Traffic and Congestion Ad Hoc Scrutiny Committee commissioned the 'Tackling Traffic Congestion in York' city-wide consultation in summer 2010. This consultation sought information on how people travel and the barriers that prevent them from using more sustainable forms of transport
- 2.20 This consultation also asked people to pick their preference out of four options presented for tackling congestion
- 2.21 The LTP3 Stage 2 Framework consultation in October 2010 aimed to gather views on the types of measures that could be put in place to address transport issues in York. A large amount of measures were suggested and a wide range of opinions were gained through an on-line questionnaire, home based surveys and exhibitions around York. Some common themes within the responses were a preference for:
- Measures that reduce vehicle speed and promote road safety
 - Having a larger car-free area in the city centre
 - Continuing the importance for providing safer cycle routes and facilities
 - Improving public transport (buses and bus information).

3. The Vision

3.01 The transport vision for York is:

To enable everyone to undertake their activities in the most sustainable way and to have a transport system that:

- **Has people walking, cycling and using public transport more;**
- **Makes York easier to get around with reliable and sustainable links within its own area, to adjacent areas and cities and the rest of the UK**
- **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, and**
- **Addresses the transport related climate change and local air quality issues in York.**

4. Transport Strategy

The Transport Strategy

- 4.01 The LTP3 has been developed around five strategic themes. These are to:
- Provide Quality Alternatives to the Car
 - Provide Strategic Links
 - Implement Behavioural Change
 - Tackle Transport Emissions
 - Improve Public Streets and Spaces
- 4.02 In addition to these themes 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.
- 4.03 The LTP3 has come together through these themes and the list of supporting aims, objectives and measures illustrate the way forward for the next 4, 10 and 20 years for the life of this plan.
- 4.04 The LTP3 aims to continue the work from Access York, LTP2 and also build on the large amount of work that has been undertaken to develop cycling in York through Cycling City status. The LTP3 however has more emphasis on low emissions and public streets and spaces than LTP2.
- 4.05 The following are the aims and objectives we feel deliver the LTP in the best way. The priority measures that support and relate to these are shown in Chapter 5.

Theme 1 - Provide Quality Alternatives

- 4.06 This theme is based around providing quality alternatives to the motorcar for suitable trips. The emphasis is on quality because in order to encourage people out of their car the alternative needs to be attractive.
- 4.07 Policies that fulfil this would include those that 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.
- 4.08 The key outcomes of this will be:
 - Enhanced Park and Ride
 - Improved public transport
 - Comprehensive pedestrian and cycle network
- 4.09 Implementing this theme will be done through measures that target ticketing, safety measures, infrastructure, information and punctuality which will make the experience of using alternative modes to the car more attractive.

Strategic Theme 1 – Provide Quality Alternatives	
Aims	Objectives
Q1. Expansion of Park & Ride as a mass rapid transit system for York	a. Increase the number of Park & Ride sites to seven to increase capacity to 5,350 spaces
	b. Associated junction improvements
	c. Associated bus priority measures ¹
Q2. Ensuring quality adaptable local public transport services that meet the needs of passengers in a changing city	a. Improve public transport service reliability, integration and attractiveness
	b. More accessible public transport information
	c. Better value fares and more ticketing products
Q3. Having a comprehensive cycling and pedestrian network.	a. Complete the urban cycle network
	b. Increase / improve cycle parking
	c. A safe attractive urban pedestrian network

Theme 2 - Provide Strategic Links

- 4.10 This theme 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.
- 4.11 The key outcomes of this will be:
- Maintained, managed and improved transport network
 - Better local rail service
 - Strategic rail connections

Strategic Theme 2 – Provide strategic links	
Aims	Objectives
S1. Ensuring the maintenance and selective improvement of York’s strategic networks to support the longer-distance movement of people, goods and information	a. Improving journey time reliability on sections of the road network that experience high volumes of traffic and delay
	b. Strategic and selective improvements to the road network
	c. Expanding the public transport network to meet the demands of new commuter patterns
	d. Expanding the cycling and pedestrian network beyond the urban core
	e. Effective Management of the transport assets
S2. Ensuring that the local rail network better serves the needs of passengers in a changing city	a. Improve frequency, capacity and quality of services from Leeds, Harrogate, Scarborough and Selby
	b. Development of new stations
	c. Rail infrastructure upgrades
S3. Ensuring that York is well connected to the UK National rail network	a. Connectivity with High Speed Rail 2 (HS2)
	b. Upgrades to East Coast Main Line

Theme 3 - Implement and Support Behavioural Change

4.12 This aim will 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.

- 4.13 The key outcomes will be:
- Sustainable transport promotion
 - Safety and training
 - More travel plans

Strategic Theme 3 – Implement and support behavioural change	
Aims	Objectives
B1. Promoting active and sustainable forms of travel	a. Appropriate awareness raising, advice and education.
	b. Programmes to encourage cycling
	c. Promoting the use of the Public Rights of Way network
B2. Ensuring the effective delivery of road safety through education and training support	a. Targeted road safety training and education and support
B3. Effective travel planning	a. Supporting the preparation of travel plans
	b. More effective requirements for and enforcement of travel plans

Theme 4 - Tackle Transport Emissions

- 4.14 This theme alongside other policies will aim to reduce Carbon Dioxide (CO₂) and Oxides of Nitrogen (NO_x), particularly Nitrogen Dioxide (NO₂), through the promotion of less polluting fuels, low emission zones and other technology developments as well as the reduction of vehicle numbers.
- 4.15 The key outcome will be:
- Reduced vehicle emissions
 - A healthier city

Strategic Theme 4 – Tackle Transport Emissions	
Aims	Objectives
E1. Increasing the proportion of alternatively fuelled (low emission) vehicles running within or through York	a. Having the infrastructure in place to support the use of electric or electrically assisted vehicles
	b. Encouraging the use of other lower emission vehicles
E2. Meeting the EU legal requirements for air quality (by 2021?)	a. Measures to discourage the use of more polluting vehicles
	b. Support York's Low Emission Strategy and Air Quality Action Plan

Theme 5 - Improve Public Streets and Spaces

4.16 This theme is for transport to enable an attractive city to thrive and to improve public streets and spaces throughout York. Transport can support this through having fewer vehicles in the city centre, having an appropriate freight policy, and controlling vehicle speeds.

- 4.17 The key outcomes of this will be:
- Better public streets and spaces
 - Sustainable transport incorporated into developments
 - Less vehicles in the city centre
 - Improved access for active transport trips

Strategic Theme 5 – Improve public streets and spaces	
Aims	Objectives
P1. Enhancing the character of public spaces, streets and corridors	a. Reinvigorate the 'Footstreets' in the city centre
	b. More Accessible Streets and key destinations
	c. Safer Streets
	d. New development that is more sustainable
P2. Reducing vehicle intrusion in the city centre and alterations to the inner ring road.	a. Traffic management measures and controls in and around the city centre
	b. Encouraging more use of car clubs and car sharing
	c. Change the function and design of the Inner Ring Road and reduce its severance effects on the city centre
P3. Reducing vehicle dominance and improving the environment (for walking and cycling) in residential areas.	a. Improve access to villages
	b. Improving the environment for walking and cycling

5. Implementation Programme

Setting the priority measures

- 5.01 The priority measures have been set to provide a balanced implementation programme over the short term and into the future, to best deliver the improvements necessary to achieve the objectives and aims established to, ultimately, realise the transport vision for York.

Priority measures and timescale

- 5.02 The implementation programme is shown in Figures 5.1 to 5.5
- 5.03 The implementation programme predominantly contains capital funded measures. Although revenue funded measures are needed to support capital schemes to maximise their benefits, there are fewer in the programme. This is due to previous specific revenue grants for transport now being subsumed within the Council's overall revenue budget, the allocation of which the Council determines to best deliver its services for York. Therefore, it is not clear at the present time, how much revenue support will be given to transport, although there are some relatively 'fixed' revenue expenditure for transport, such as concessionary fares reimbursement the Council will have to commit to.

Figure 5.1

Strategic Theme 1 - Provide Quality Alternatives (to the car)

Ref. Number	Priority measure or intervention	Timescale																
		Short -term				Medium-term	Long-term											
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021			2021-2031									
Q1 a, b & c	Access York Phase I - Major Scheme Business Case 1 (MSB1)-Improve the A59/A1237 junction and provide bus priority on the A59 ¹ .																	
Q2 a	Bus priority measures on high-frequency / high-use routes																	
	Traffic management and controls to reduce non-compliance with traffic regulations and restrictions (to help reduce delays)																	
	Complete fitting bus priority transponders																	
	Investigate the potential for a Statutory Quality Bus Partnership(s) on specific corridors and / or areas and implement as appropriate																	
	Subsidise 'socially necessary' non-commercial bus services																	
	Bus stop accessibility review and improvements																	
	bus stop / shelter maintenance and management programme																	
	Upgrade principal city centre stops (key interchanges)																	
	Improve coach rendezvous points																	
Q2 b	Achieve 'Coach-Friendly City' status																	
	Develop a Taxi Partnership Scheme(incl. council and drivers)																	
	Integrate taxis into PT interchanges																	
	Develop the design of bus timetables to be easier to view and understand																	
	Erect timetables cases at all stops and insert bus maps in every shelter, starting with high frequency / high use routes																	
Q2 c	Increase the amount and quality of bus information at York station																	
	On board next-stop audio-visual information																	
	Publicise available ticketing products																	
	Promotion of YourNextBus SMS service																	
Q3 a	Develop new ticketing products (e.g. YourCard smart-tickets and smart cards)																	
	Introduce at least one multi-operator ticket																	
Q3 b	Completion of the urban cycle network on-road links and junctions (e.g. Blossom Street Phase II and Fishergate Gyratory) and off road links																	
	Cycle Infrastructure Audit improvement programme (incl. repeat audit and scheme review)																	
Q3 c	Work with operators and York station on high quality cycle parking at the station (e.g. a cycle point)																	
	Continue the Safer York partnership and aim to remove any cycle theft blackspots																	
	Increase / Improve cycle parking prioritising city centre, schools, employment sites, retail, healthcare																	
Q3 c	Provide / improve pedestrian links where they are currently inadequate (e.g. Fishergate Pedestrian route to the Barbican and Hungate Bridge Approaches).																	
	Upgrade pedestrian bridges to make them more accessible for the mobility impaired (e.g. River Foss nr. Earswick)																	

Figure 5.2

Strategic Theme 2 - Provide Strategic Links

Ref. Number	Priority measure or intervention	Timescale																
		Short term				Medium-term	Long-term											
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021				2021-2031								
S1 a	Upgrades to the outer ring road - Access York Phase 2																	
	Improvements arising from A64 corridor study (to be confirmed)																	
S1 b	Completion of the James Street Link Road																	
S1 c	Reviewing the city centre bus routing structure (in advance of any considerations for extending the Footstreets)																	
	Review bus services beyond the eastern perimeter of York to meet the needs of changing commuting patterns																	
S1 d	Cycle routes to other towns and villages (e.g. Haxby to Clifton Moor, Strensall)																	
	Complete Rights of Way Improvement Plan (RoWIP)																	
	Complete missing / upgrade links in the Public Rights of Way network (in accordance with the Rights of Way Improvement Plan)																	
	Surface improvements along River Foss where needed (in accordance with the Rights of Way Improvement plan)																	
	Develop 'Greenways' network-longer distance cycle and pedestrian corridors																	
S1 e	Establish transport asset maintenance intervention criteria (whole life cycle)																	
	Complete the revised Transport Asset Management Plan																	
	Devise and implement Route Assessed Maintenance programme																	
S2 a	Make best advantage of opportunities in (national) negotiations for new rail franchises																	
	Tram-train (or other significant technological improvement in rolling stock) on York-Harrogate-Leeds (YHL) line ²																	
S2 b	New Station at Haxby																	
S2 c	Make best advantage of opportunities for electrification of York-Leeds line																	
S3 a	Make best advantage of opportunities in Government's planning / procurement process for ensuring York's connectivity with (anticipated) HS2																	
S3 b	Make best advantage of opportunities for upgrades to infrastructure (and services) that benefit York																	

Figure 5.3

Strategic Theme 3 - Implement Behaviour Change

Ref. Number	Priority measure or intervention	Timescale					
		Short term				Medium-term	Long-term
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021	2021-2031
B1 a	Publication and promotion of cycle, walking and public transport maps, leaflets and posters etc.						
	Establish and maintain an interactive active transport website						
	Continue the Safe Route to Schools programme and develop similar programmes for other places (e.g. safer routes to leisure centres and large employment centres)						
	Education and awareness on the effects of transport on the environment, health and safety						
B1 b	Maintain the electronic personalised cycling journey planner						
	Bike maintenance programmes						
	Establish and update a city wide Bicycle User Group						
	Guided cycle ride programme						
B1 c	Publication and promotion of Public Rights of Way maps and leaflets etc. (particularly showing connections with public transport)						
B2 a	Road safety training for three demographic groups, shown to have a higher risk factor						
	Adult and children cycle training						
	Bikeability and pedestrian training.						
	The provision of crossing patrols at schools						
	Continue to support and develop the 95 Alive Road Safety Partnership.						
B3 a	Tailored travel planning support service for assisting the preparation of travel plans						
B3 b	Completion and regular review of the School Travel Plan implementation programme						
	Travel plans in workplaces						
	Refreshed City of York council travel plan						
	Travel plans for all major development sites						
	Travel plans for all new residential sites						

Figure 5.4

Strategic Theme 4 - Tackle Transport Emissions

Ref. Number	Priority measure or intervention	Timescale					
		Short term				Medium-term	Long-term
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021	2021-2031
E1 a	Recharge points at council car parks						
	Recharge points at other public car parks						
	Other recharging points(e.g. at taxi ranks)						
E1 b	Expand the emerging residents car parking low Vehicle Excise Duty band discount programme into Council						
	Upgrade the bus fleet to reduce the proportion that has an emission standard below Euro III						
	Introduce hybrid, electric or other alternatively fuelled vehicles to the bus and taxi fleets						
	With renewal of P&R contract-all P&R fuelled by alternative fuels						
	Devise and implement an alternative fuel stratgey						
E2 a	Investigate Low Emission Zone for the City centre and implement if feasible						
E2 b	Other measures that support the delivery of York's Low Emission Strategy and Air Quality Action Plan						

Figure 5.5

Strategic Theme 5 - Improve public streets and spaces

Ref. Number	Priority measure or intervention	Timescale					
		Short term				Medium-term	Long-term
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021	2021-2031
P1 a	Minster Piazza project						
	Extend the coverage of the Footstreets to include ³						
P1 b	Improve access and wayfinding to York Rail Station						
	Improve legibility and 'wayfinding' in Footstreets						
	Extend legibility and 'wayfinding' improvements to other streets / destinations						
	Dropped crossing programme						
P1 c	Pedestrianised areas at local centres out of city centre						
	Local Safety Scheme (LSS) programme.						
P1 d	Route assessment based safety improvements						
	Review and amend design standards for highway infrastructure in new developments (in line with Manual for Streets 2)						
P2 a	Rationalise the Footstreets hours of operation						
	Rationalise signing and lining within the Footstreets to improve clarity of parking provision and regulations						
	Review operation and restrict access across one or more of the city centre bridges						
	Review the availability and pricing of Council operated public car parking in and around the city centre						
	Devise and implement a freight and delivery strategy						
	Maintain and upgrade the Traffic Control and Management System (e.g. roll-out of 'freeflow')						
P2 b	Undertake an area-wide signing audit and rolling rationalisation programme including P&R on the radial roads into York and route specific signage						
	increase the number of car-club parking spaces						
P 2 c	Improve coverage of car share schemes						
	Undertake a fundamental review of the use, function and design of the Inner Ring Road (central traffic management)						
	Upgrade pedestrian crossings on the Inner Ring Road to give greater priority to pedestrians						
P3 a	Provide new pedestrian / cycle crossings on the Inner ring Road						
	Village safety and accessibility review / improvements						
P3 b	New cross-city centre cycle routes						
	New pedestrian / cycle bridges across rivers and rail lines						
	Review and change where appropriate vehicle speed limits						

Notes to Figures 5.1 to 5.5

- 1 Bus Priority measures associated with Park & Ride expansion could be included as part of general bus priority measures if MSB is not successful
- 2 Selected track dualling could be implemented in lieu of Tram-train to increase line capacity
- 3 The City Centre Movement and Accessibility Strategy Framework will inform which streets are to become 'Footstreets'
- 4 To be confirmed, or otherwise, in the City Centre Movement and Accessibility Strategy Framework
- 5 To be confirmed, or otherwise, in the City Centre Movement and Accessibility Strategy Framework