
Decision Session
- Executive Member for City Strategy

1 March 2011

Report of the Director of City Strategy

Local Sustainable Transport Fund

Summary

1. This report sets out a proposed approach for the submission of an application for the Department for Transport's (DfT) Local Sustainable Transport Fund (LSTF). It seeks approval of the approach and delegated authority to complete and submit this bid to the DfT by the Director of City Strategy.

Recommendations

2. The Executive Member is asked:
 - a. To agree to York pursuing the tranche 1 bid option for up to £5M
 - b. To agree the integrated transport and area based approach as outlined in this report
 - c. To agree the investment themes as outlined in this report
 - d. To delegate the final approval of York's LSTF bid to the Director of City Strategy and to pursue any subsequent partnership bids.

Reason: To enable an early bid to be made for LSTF funding to take York further forward in developing a more sustainable city.

Background

3. Following the Under Secretary of State for Transport's announcing of the LSTF, which is valued at a total of £560M over the next four years (2011 – 2015) for English Local Highway Authorities, the DfT have identified two key criteria that all LSTF bids must meet. These are to reduce carbon emissions and create economic growth, tied in with related themes such as road safety, health and reduction in congestion.
4. The White Paper has only recently been published (at the time of writing this report), which has laid out the process, suggestions and options to bid for this fund.

5. As the name suggests the LSTF is about promoting all forms of sustainable transport but leaves how the bid will be structured and what should be in it to the Local Highway Authority as to what is needed within its boundary, subject to feedback and support given to it by partners and different sectors, including private and voluntary.
6. The guidance outlines three bidding options or tranches, which are outlined in Annexes A and B. However given that a Local Highway Authority may only bid for one of these options and that the earlier a bid can be put in, the better its chances (which York is in a very good position to do), it is recommended that York submits a tranche 1 bid. This approach would build on and further develop York's successful Cycling City programme.
7. Additionally the guidance states that there is also the possibility to partner up with other Local Highway Authorities, but those that have already submitted a bid may not lead on this. Discussions are ongoing with North Yorkshire County Council and the East Riding of Yorkshire Council about tranche 2 bids, which could include public transport measures such as smart ticketing and real-time information systems from a sub-regional level. North Yorkshire County Council have indicated that they propose to submit a tranche 2 bid.
8. Officers have also been working with transport counterparts in Münster, Germany to share and learn lessons from each other. For example Münster has achieved a 47% cycling rate in their city. Officers are also looking into possible CIVITAS Plus II EU funding in partnership with Münster and Denmark, which if successful could see further significant investment channelled into York for sustainable transport measures, which the LSTF will go along way to contributing towards and give York an even better chance of submitting a more attractive bid to DfT.
9. Both the partnership working with Münster and the possible CIVITAS funding should help to provide an additional dimension to York's LSFT bid focused on developing best practice and proactively learning from European experience.

Consultation

10. The LSTF is based on the public and internal consultations done through the Local Transport Plan 3 (LTP3) that set out what projects/schemes could be delivered with the LSTF bid above what the LTP3 may be able to do. This satisfies the guidance to show that the LSTF will deliver additionality and not seek to simply take on measures identified to be taken forward in the LTP3 or the Access York Phase 1 major scheme bid.
11. Consultations with all key Council Officers, partners and a public meeting with interest groups will have taken place, are ongoing to help further develop the bid. Comments have also been invited for in the citywide Cycling City York survey and cross-party approval will have been sought prior to this Decision Session.

12. Finally, the Press and some private sector, voluntary, charity and public sector/ organisations have been approached to seek their support for York's LSTF bid, which has led to a positive article in the Press's monthly business section showing businesses support for this bid.

Analysis

13. The three options/ tranches in the LSTF guidance have been examined. For example the 'Large Projects' bid, the likelihood is that large Local Highway Authorities may potentially be bidding for this and York, were it to go down the same route, will meet very stiff competition given the differences in population size and that £5M will go little way to implementing anything meaningful for these larger population densities. For York £5M would go a significant way as has been proven in the Cycling City York programme, which would suggest that York is better placed for tranche 1 or 2 funding options.
14. A key consideration (as suggested by Cycling England and DfT) is that the quicker Local Highway Authorities can get their bid submitted in the better chance it has and as mentioned in paragraph 5, York is in a better position than most to put in a qualitative bid for tranche 1 building on recent work.
15. Given the short period of time however to get this bid in and to maximise preparation time up to the bid deadline, the Executive Member is asked to delegate authority to the Director for City Strategy to finalise York's bid to the DfT including any possible partnership bids in line with the approach outlined below.

Bid Strategy

16. The proposed approach is to put forward a package of integrated transport measures. The 'integration' would be based on linking walking, cycling and public transport measures (using but moving beyond the current cycling city programme) and on 'hard' infrastructure and 'soft' behavioural change measures. This would serve to deliver the strategic themes identified in the emerging LTP3 as outlined below.
 - Provide Quality Alternatives (to the car)
 - Provide Strategic Links
 - Support and Implement Behavioural Change
 - Tackle Transport Emissions
 - Improve Public Streets and Spaces
17. The bid would also contribute to the emerging Low Emission Strategy by promoting less polluting modes of transport and encouraging a switch to alternative fuelled public and private vehicles.

18. It is also proposed that an 'area based' approach be taken in the bid. This will re-enforce the integrated transport approach by providing a geographic focus for targeting measures. Behavioural change measures, such as personalised travel planning, are resource intensive and it would not be realistic to put these types of measures forward for too large an area.
19. Government LSTF guidance stresses the importance of supporting economic growth and reducing carbon emissions. In developing the concept of an area based approach the following factors have been examined including through a mapping exercise. The analysis including the following categories: -
 - High areas of deprivation and car generation, i.e. household car ownership,
 - Air Quality Management Areas,
 - Corridors of high congestion,
 - Large scale employment areas, business and retail parks, and major trip attractors,
 - And following the Cycling City York programme, ongoing work with schools and major employers.
20. The proposed area based approach would have three elements to it:
 - City Wide – recognising that some measures/projects will need to be developed on a city wide basis
 - City Centre – given its focus for many journeys, the scope to address both economic and emission issues and the importance of the city centre as a transport hub
 - A Northern Quadrant of the City – fanning out from the City Centre (broadly covering the area between Malton Road and the River Ouse) and stretching to the villages.
21. The rationale behind the Northern Quadrant is that it includes major trip attractors and employment areas at Monks Cross, Clifton Moor, Nestle and York Hospital and key congested corridors into and out of York such as the A19 and Haxby and Wigginton Roads. A high proportion of trips to the Monks Cross and Clifton Moor areas are made by car compared to the city centre indicating that there is a greater opportunity for increasing sustainable transport modes. The proposed focus area also includes villages such as Haxby and Strensall that already have some good sustainable transport routes into the city centre but have high levels of car use particularly for trips to other areas of the city. The quadrant approach could then be rolled out across the rest of the City over time and subject to future LSTF funding.

Investment Themes

22. The list of schemes to be included in the bid will form a mix of revenue and capital programmes that can be delivered within the LSTF 4 year timescale that best meet the following criteria and are sustainable after the LSTF period, showing positive effects that lead to changes in travel behaviour, tied in with the developing LTP3 targets: -
- Carbon reduction contribution
 - Contribution towards better economic growth
 - Influence on travel behaviour
23. The identification of schemes will be based on the various consultations, feedback and evidence as mentioned above. Based on a review of this it is proposed that the following Investment Themes are reflected in the bid:
- **Public Transport Initiatives** – given the limited funding from this bid measures such as filling in the gaps in the real-time bus information system and access improvements and usage of bus timetables, as well as some capital works such as bus stop improvements and route reliability measures should help to pump-prime bus operators into investing more in York. Discussions are ongoing with operators to identify/develop LSTF projects that would help to kick-start further investment in low emission buses and promote technology change on bus fleets.
 - **Business Engagement** – this builds upon the existing work of the Council (including Sports and Active Leisure’s “Well at Work” health programme), Cycling City York and working in partnership with York Enterprise, all with the aim of delivering a travel planning service that demonstrates the benefits of modal shift, especially aimed at the larger employers to encourage their staff to travel and do business sustainably.
 - **Education and Campaigns** – Building upon the Cycling City York marketing and communications initiatives, this element would seek to market, communicate and promote the benefits (economic, health and environmental) of modal shift, why it should be done and promoting the various tools this bid would help deliver including the next bullet point,
 - **Health and Leisure** – development of maps, guided rides and walks, web-based tools including a walking journey planner and events to actively promote and encourage modal shift.
 - **School Engagement** – helping to take forward the school travel planning implementation works and cycling and walking initiatives that has been established over the last couple of years.

- **Capital Schemes** – While the majority of works will be revenue based as DfT have suggested, some key capital schemes will be promoted including: -
 - Public Transport improvements – Bus stop infrastructure (shelters, information etc.) and route reliability improvements (signal upgrades, junction improvements, provision of clearways)
 - City centre accessibility projects such as improvements to inner ring road junctions to assist pedestrian movement (e.g. St. Leonard’s Place and Rougier Street)
 - Key cycle schemes such as an outer orbital route between Monks Cross and Clifton Moor including a section of off road route along the A1237 between Haxby Road & Wigginton Road
 - Public rights of way schemes including a link with a public right of way between New Earswick and Huntington, better connecting both sides of the Northern quadrant.
 - Connection of Sustrans route 65 through Clifton Business Park providing an additional link to the riverside route
 - Continuation of the cycle audit works to improve the existing cycle infrastructure

24. Officers have already received a good amount of support from the various sectors that is demonstrable to DfT, further strengthening York’s bid and adding to the sustainability of what this bid will deliver post-LSTF, including elements of match-funding whether in kind, or financial.

Corporate Strategy

25. This bid contributes to a number of Corporate Priorities:

Sustainable City - There is considerable scope for encouraging a shift from single-occupancy car use when used for journeys within a 5-mile radius of the destination in York, to sustainable forms of transport. Further helping to meet the cities environmental and carbon polices

Inclusive City – While all sustainable modes combined can cater for all needs, abilities and disabilities, messages and promotion in influencing travel behaviour will be aimed at everyone as well as specific target groups including focusing on health, road safety and car trip generation points.

Healthy City - This funding will implement measures to encourage more people to choose sustainable transport both for commuting and leisure purposes given the added benefits of improved health especially when focusing on modes such as walking and cycling.

Thriving City - The benefits that transport bring are reflected in stimulating economic growth and the LSTF criteria has this as one of its two main criteria. This funding will help to develop and expand its services to businesses and organisations and develop better travel planning services; working with them to make their business more sustainable and profitable through sustainable transport measures and making York an even better place to live and do business in.

Safer City - This funding will also seek to continue and develop York's road safety work in partnership with 95Alive, the Police and Safer York Partnerships continuing their work in deterring cycle theft and promoting and enforcing greater respect on our roads from all road users. This will further support the cycle, scooter and pedestrian training York has, making it available to all.

Implications

26. **Financial** – Given the significant reduction in LTP funding the LSTF funds would represent a significant investment to take York further forward in developing a more sustainable city, which is critical for its continued success and growth, without which the momentum of previous works including LTP2 measures and Cycling City York may only just be maintained at best.
27. **Human Resources (HR)** – This funding will have a resource element to it and will be seeking within the bid to maintain the existing core Cycling City Team and expand this further to gain a small number of travel planning/road safety officers including an Active Living Officer. These will deliver what agreed measures we would seek to take forward that best meet the solutions York needs, within the limitations of this funding.
28. **Equalities** – The measures will deliver a range of improvements and work to influencing everyone's travel behaviour, within the limitations of the funding and available resource and aid in providing residents and visitors to York with travel options to reach key areas around the city as a result of improved infrastructure improvements, information and signage. The EIA for both the LTP3 and Cycling City York has highlighted areas for consideration and will be noted and adhered to, taking account of all needs.
29. **Legal** – None at this time.
30. **Property** – None at this time.
31. **Crime and Disorder** – As mentioned, this funding will go further to supporting the work of the Police and Safer York Partnerships.

Risk Management

32. No risk at this time other than the potential of not being successful in York's LSTF bid and the subsequent reduction in the Council's capacity to deliver sustainable transport initiatives and measures.

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Report Approved

Date 17.02.11

Specialist Implications Officer(s)

Financial

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Wards Affected: all

All

For further information please contact the author of the report

Annexes included: -

Annex A - Bidding options for transport authorities

**Annex B - Local Sustainable Transport Fund - Guidance on the Application Process
(published online only)**