
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 at 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

Author:

Ian Stokes
Principal Transport Planner
Transport Planning Unit
Ext. 1429

Chief Officer Responsible for the report:

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

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Wards Affected

All

For further information please contact the author of the report

Background Papers:

Guidance for the publication of LTP3, DfT, July 2009
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]