

Meeting:	Executive
Meeting date:	12/10/2023
Report of:	James Gilchrist and Julian Ridge
Portfolio of:	Cllr Pete Kilbane, Executive Member for Transport and Economy

Decision Report: York’s new Local Transport Strategy and Plan

Consultation on York’s new Local Transport Strategy and Plan

1. City of York Council needs to prepare a new Local Transport Plan (LTP). The new LTP will inform transport decisions to be made by the future devolved York and North Yorkshire Mayoral Combined Authority and comply with anticipated Department for Transport guidance on new LTPs and preparation of “pipelines of major future transport schemes”.
2. In order to prepare the new LTP in timely fashion for input into devolution negotiations, Executive is asked to (a) endorse a new set of “transport principles” - which reflect the transport priorities expressed in the new Council Plan - as the basis for public consultation – delegating approval of detailed policies to the Executive Member for Transport and Economy’s Decision Session on November 14th; (b) approve the programme, method and budget for the proposed consultation plan (Annex A) (c) approve establishment of an Expert Group to cost-effectively guide further development of York’s LTP and formulation of a York “Movement and Place Plan”, including in specialist areas such as business case formulation where CYC has insufficient in-house capability in relation to the challenge ahead (Annex C). If the proposals set out in this paper are agreed, then consultation can commence in November to allow a Strategy to be put before Full Council in March 2024 and adopted by City of York Council for presentation to a new elected mayor at the start of their term of office.

3. The Strategy presented in this paper follows on from scoping work approved by Executive in February 2023 where a paper setting out the key transport challenges in York, and consultation findings on transport to date were outlined and potential strategy options set out for consideration by the new Council Administration post the May 2023 Council Elections.

Benefits and Challenges

4. Key benefits of making the decisions outlined in (a) to (c) above are that beginning consultation on the LTP in November will:
 - Allow a very wide consultation – across York - on the proposals to take place
 - Align transport proposals for York with the new Council Plan
 - Give the best mesh with the anticipated decision-making processes of the new devolved authority
 - Establish an expert group who will be able to assist in policy development at a critical time for York

Policy Basis for Decision

5. In December 2022, Full Council approved a 10 Year Plan and 10-year strategies covering climate, health and wellbeing and economic growth which all recognised the critical role transport plays in delivering city wide ambitions.
6. The Climate Change Strategy 2022-2032 notes that emissions from transport represent 27.9% of York's emissions and of this, 88% of emissions come from car travel or public transport, the strategy sets an objective to increase the share of vehicles on the road that are electric or hybrid. The strategy sets an objective to reduce carbon emissions from transport by 71% and reduce car miles travelled by 20%.
7. Improving York's transport networks responds to the Council Plan 2023-2027 - One York for all, which sets a vision for the Council that over the next four years we will "establish the conditions that would make the city of York a healthier, fairer, more affordable, more sustainable and more accessible place, where everyone feels valued, creating more regional opportunities to help today's residents and benefit future generations." Approval of the new Council Plan has set a new policy context for the council with four

core commitments being embedded throughout all decision making and being key to achieve the vision set in the plan.

8. In addition, the City of York Council's Constitution sets a requirement for Council to approve the Local Transport Plan (Background Paper: Scheme of Delegation), which the proposed work set out in this report will contribute to.

Financial Strategy Implications

9. The consultation process set out in this report is estimated to require a financial commitment of approximately £125,000 for consultation, establishment of the Expert Group, technical work and CYC staffing costs. This is entirely funded by remaining grant funding from £178,000 provided to City of York Council by the Department for Transport in 2022 – ringfenced for preparation of Local Transport Plans. Consequently, there is no implication on CYC's Financial Strategy from adopting the recommendations made in this report because the work is supported by external funding.

Recommendation and Reasons

10. Executive is asked to (a) endorse the proposed new Transport Strategy as the basis for the consultation (b) approve the proposed consultation process (Annex A to this report); (c) approve establishing an Expert Group to advise the Council, the terms of reference for which are attached as Annex C to this report.
11. If the proposals set out in this paper are agreed, then consultation can commence in November to allow a Strategy to be put before Full Council in March 2024 and adopted by City of York Council for presentation to the Mayoral Combined Authority and the newly elected mayor at the start of their term of office.

Background

12. The new Council Plan, which was adopted in September 2023, contains a number of specific objectives and measures for transport in York, which are shown in the box opposite. Overall there is a commitment to “Sustainable accessible transport for all” underpinned by the Four Core Commitments - Equalities, Affordability, Climate and Health and Wellbeing.
13. Some of the measures (for example, 1.4 – “Deliver the Bus Service Improvement Plan...” or 2.5, which relates to rail projects) set out the completion of existing projects or programmes. Other measures relate to new policies developed to reflect the Administration’s priorities, as set out in the Council Plan, which must now be incorporated into consultation for the new Local Transport Plan.
14. In particular, Proposals 1.2 and 1.3 set out development of the new Local Transport Plan for York, whilst proposal 1.1 seeks to develop a city-wide “Movement and Place Plan”. This will inevitably be the focus of much transport policy-making and will likely define future major transport schemes as pre-requirement of to delivering the Movement Plan (for example, improvements to bus and rail services and facilities for pedestrians and cyclists).

2023-2027 Council Plan Transport Commitments:

1. Deliver bold and ambitious proposals:

- 1.1. Develop a city-wide Movement Plan as a statement of intent for discussion with the new Mayor, to mitigate the carbon impact of upgrading and dualling the A1237, reducing congestion and enabling active travel.
- 1.2. Develop Local Transport Plan 4 and the Local Cycling, Walking and Infrastructure Plan (in line with government guidance and aligned to the Air Quality Action Plan) to help people travel easily in a sustainable, safe, and healthy way.
- 1.3. Launch an inclusive and accessible draft Local Transport Strategy consultation programme.
- 1.4. Deliver the Bus Service Improvement Plan, including a new provider of bus shelters with real-time information and lobbying for improvements in York's bus services.
- 1.5. Launch and deliver Air Quality Improvement Plan 4, taking bold action to reduce air pollution beyond national regulations and aim to meet World Health Organisation targets.

2. Reduce carbon, enable residents to choose alternatives to petrol or diesel cars:

- 2.1. Seek to extend the Clean Air Zone to include freight and taxis, covering York Central and responding to the need for freight deliveries, considering additional action such as taxi licensing.
- 2.2. Promote subsidised upcycled bike schemes and seek to expand e-bikes to connect villages to the city centre.
- 2.3. Become a fully electrified bus city, refresh the EV strategy including e-bikes & e-scooters.
- 2.4. Introduce traffic calming and anti-idling patrols around schools to reduce traffic and remove harmful pollutants.
- 2.5. Improve York's access to rail, completing the Station Frontage scheme and continue to support a station at Haxby.

3. Make the city accessible for all:

- 3.1. Listen to the disabled community and review Blue Badge access to the city, refreshing the access plan.
- 3.2. Co-design a plan for Our City Centre to make foot street more welcoming and accessible, including management of freight deliveries as part of the Movement Plan.
- 3.3. Provide concessionary bus fares for age up to 25 years old.
- 3.4. Promote sustainable transport routes to York Community Woodland.

4. Improve the condition of highways and infrastructure:

- 4.1. Improve streets, cycleways and footpaths for walkers and wheelers, as part of the Highways Improvement Asset Management Plan.
- 4.2. Review the business model for transport enforcement including local regulations, such as yellow-hatched boxes and illegal parking and anti-idling enforcement to improve air quality.

Transport Vision and Policy Focus Areas

15. A “Transport Vision” has been developed to encapsulate the priorities set out in the Council Plan, as follows:

“Our vision for transport stems from our Council Plan and our four key priorities: Equality, Affordability, Climate and Health. Over the coming decades our city and its villages will need to accommodate a growing population whilst also adapting to a changing climate. Our local transport strategy will play a crucial role in addressing these challenges, both in defining how we move around, but also shaping the way that we use our streets and public spaces.

We want to create a York that is open and accessible to everyone, with affordable and healthy transport options no matter where you live. We also want our transport networks to enhance our wonderful city and its villages by actively improving the health of residents, supporting a thriving economy and respecting York’s heritage. And all of this needs to happen with an eye to the future; ensuring that our transport systems are resilient to the changes ahead and help to tackle climate change.

These challenges present us with an opportunity to reshape our transport system and shape a network that meets the needs of the people of York for decades to come.

In 2030 York residents will benefit from an accessible, affordable, sustainable and resilient transport network that continues to actively improve health and support a thriving economy for decades to come.”

16. The Vision then feeds into ten objectives, each of which will be linked to targets to be achieved by particular years (to be brought to an Executive Member for Transport decision session) and nine “Policy Focus Areas”, each of which will be underpinned by a number of detailed policies (to be brought to an Executive Member for Transport decision session). The final Strategy will develop the policies into a series of implementation plans, with the first of these being announced following consultation on this Strategy. Crucial to this will be effective monitoring and evaluation to chart the progress of the Strategy, and finance to meet capital and revenue costs of individual projects. The ten objectives and nine Policy Focus Areas will form the basis of consultation over the coming 3 months. The objectives and Policy Focus Areas are set out in the boxes opposite.

Proposed Local Transport Plan objectives:

1. Support an inclusive, accessible, affordable city
2. Support delivery of the Climate Change Strategy
3. Support delivery of the Economic Development Strategy
4. Improve health and wellbeing through healthy place shaping
5. Enhance safety and personal security
6. Improve the local environment by reducing air pollution and noise
7. Enhance the reliability of the transport system
8. Protect the city's heritage and enhance public spaces.
9. Accommodate the envisaged growth of the city in the most sustainable way
10. Future-proof our city

17. The ten objectives then feed into nine "Policy Focus Areas", as shown in the boxes below:

- 1. Shape a city that is accessible to everyone** – so that everyone, including young people, women, disabled people and anyone with a protected characteristic, is able to access all the facilities which they need, and all areas of the city, and its villages, have accessible, reliable and affordable bus services to key destinations.
- 2. Improve walking, wheeling and cycling** – so that cycling, walking and wheeling become more attractive and offer better alternatives to the car. Key to this will be creating a continuous network of safe and high-quality cycle, walking and wheeling routes, and giving all active travel users greater priority on roads and at junctions. Effectively integrating new modes like e-bikes into York's transport network will also be important. These changes will achieve a doubling of active travel journeys by 2030.

- 3. Shape healthy places** – to encourage physical activity by ensuring that all communities in York are inclusive, feel safe and offer all the facilities which people need on a daily basis within easy reach whether walking, wheeling, cycling or travelling by public transport. We will improve district centres so that people can meet more of their shopping, work and leisure needs locally, without having to travel by car. We will improve streets and spaces in York to help us adapt to future climate change and for the benefits of all users, including people who have limited mobility, hearing or sight loss. We will focus on planting, lighting, surfaces and the quality and feel of streets and spaces in York. We will improve broadband connectivity to enable people to work, study and shop from home.

- 4. Improve public transport** – so that all areas of the city have good and reliable public transport access. Key to this will be extending the bus network, ensuring effective and reliable early and late services when people need them, and upgrading high frequency bus services – in some cases into bus rapid transit services or possibly light rail transit systems. We will also work to upgrade heavy rail services where they play a local role or support our other policies. Not only will this result in a 50% or greater increase in bus patronage by 2030, it will also enhance the viability of public transport and protect its future.

- 5. Safeguard our environment by cutting carbon, air pollution and noise** - we will encourage the take-up of electric vehicles because they have no tailpipe emissions. However, we know that simply converting existing internal combustion-engine trips to electric vehicle trips will not be enough to meet Climate Change targets, reduce congestion, or improve air quality and health sufficiently. We must achieve reductions in the absolute number of car miles travelled too.

- 6. Manage York's transport networks for Movement and Place** – we will develop a Movement and Place Plan which reallocates road-space to create safe and connected networks for walking, wheeling, cycling, public transport, cars and freight for residents, businesses and visitors alike – helping deliver York's economic and environmental strategies and draft Local Plan by making walking, wheeling and cycling more attractive and buses more reliable. The Movement and Place Plan will also identify how best to balance the needs of streets as travel corridors and as places where people live, shop, go to school and enjoy their leisure. It will facilitate all kinds of journey including trips to and from outside of the city, and will recognise York's place in the wider region. A key to the Movement and Place Plan will be using York's new traffic models to minimise congestion, along with new ways to manage and construct highways to minimise their environmental impacts and work with partners to deliver any required interventions and schemes.
- 7. Reduce car dependency** – we will provide safe and comprehensive networks so that alternatives to the car are the obvious choice for a growing proportion of transport users, whilst enabling those who have to use motorised vehicles to get about more easily. We will manage parking to provide access for shops and business, while discouraging car use for journeys which could be made by sustainable modes. New developments will be planned so that active travel and public transport are the obvious choice. We will also promote behavioural change by supporting people as they switch travel modes, for example, through travel planning. Together these changes will reduce the number of miles travelled on York's roads by at least 20% by 2030.
- 8. Improving freight and logistics** – so that York's businesses have efficient access for their supplies, goods and services, while at the same time reducing the impact of heavy lorries and light goods vehicles on carbon emissions, air pollution, safety and damage to heritage.
- 9. Effective maintenance and enforcement and management of streetworks** – so that the condition of York's transport networks enables the transition to greater use of sustainable transport. Enforcement of traffic rules and effective management of street-works will be a key tool in achieving our stated objectives.

18. Executive is asked to approve the use of these objectives and policy focus areas as bases for developing a range of targets and detailed policies for York's Local Transport Plan. It is proposed that approval of this detailed work is delegated to the Executive Member for Transport and Economy. Once the detailed policies have been approved, then consultation on the Local Transport Plan can begin.

Consultation Analysis

19. An initial consultation on transport in York took place in Spring 2021, where residents were asked about what they considered to be the economic, climate change and transport priorities for York. The objectives and policy focuses presented in this report are in line with the findings from that consultation.
20. Following presentation of a Transport Plan scoping document to Executive in February 2023, a further stage of consultation included a series of webinars and face to face discussions/ workshops with eight community or representative groups to help develop the consultation strategy, including a discussion about activities that would best engage residents and community groups.
21. The Council's approach to resident consultation and engagement was discussed at Scrutiny on 25 September, including lessons learned from previous consultations such as Our Big Conversation and the Blue Badge consultation.
22. The first stage of the Local Transport Strategy consultation together with the lessons learned and discussion at Scrutiny have all contributed to the Consultation Strategy (Annex B) that will, if approved, launch mid-November, following the Executive Member Decisions Session that will be invited to approve the detailed policies.
23. In tandem, a partner engagement plan will be initiated to invite key city leaders, statutory partners and expert community groups to share their thoughts via a combination of face-to-face discussions and a separate consultation process that will ensure the council can identify organisational feedback as separate to individual feedback.

24. This report requests in principle permission to commence a new consultation process on the Local Transport Strategy. The results of this consultation will be reported back to Full Council in March, alongside the Strategy developed through the consultation process.

Options Analysis and Evidential Basis

25. Executive are requested to approve the consultation process set out in the report (Annex A), which is assessed to provide an approach to consultation which is proportionate to the need to develop a new Local Transport Strategy. Executive are asked to approve establishment of the “Expert Group” for further development of transport policy and the Movement and Place Plan (Annex C). Executive are asked to approve delegation of further work on individual policies to the Executive Member for Transport and Economy. This is the only option presented in this report.

Organisational Impact and Implications

Financial: The work outlined in this paper, including consultation, establishment of the Expert Group, technical work and CYC staffing costs, can be accommodated within the DfT grant awarded to CYC for preparation of a Local Transport Plan.

Human Resources (HR): Should there be additional resources required to support the Transport Vision, these will follow HR policies and procedures and further HR advice can be sought when required.

Legal: Governance: In accordance with the Local Government Act 2000, the Local Authority (Functions and Responsibilities) (England) Regulations 2000 and the City of York Council Constitution, Full Council must approve, adopt, amend, monitor and /or review the plans, strategies and policies which together make up the Council’s Policy Framework, including the Local Transport Plan. The recommendations in this report are in accordance with that requirement.

Legal principles on consultation: The approach to consultation recommended for approval is consistent with the requirements for a lawful consultation set out in the Gunning case and subsequently endorsed by the Supreme Court as a “prescription for fairness”. These can be summarised as follows: (i) consultation must be undertaken at a time when proposals are still at a formative stage;(ii) it must include sufficient reasons for particular proposals to allow those consulted to

give intelligent consideration and an intelligent response; (iii) adequate time must be given for this purpose; and (iv) the product of consultation must be conscientiously taken into account when the ultimate decision is taken.

Procurement: Whilst there are no direct procurement implications relating to this report, should any procurement arise following the Local Transport Plan, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015.

Health and Wellbeing: the Health and Wellbeing implications of the LTP will be substantial, with strong evidence that cities which support greater use of active travel methods and lower use of cars see health gains across a wide range of disease areas, including respiratory and heart health and cancers, as well as generalised mental health and wellbeing. When these shifts are achieved by equitable means, health inequalities are also reduced. The 'Objectives' and 'Policy Focus Areas' proposed in this report have been developed with extensive public health input and reflect the goals of the York Health and Wellbeing Strategy 2022-32.

Affordability: The Local Transport Strategy will address Affordability as it is one of the key components of the Council Plan which the LTS will support.

Equalities and Human Rights: An Equalities Impact Assessment will be presented alongside the detailed consultation material which will be brought to the Executive Member Decision Session in November.

Data Protection and Privacy, Data Protection and Privacy matters will be taken to the Executive Member Decision Session in November 2023.

Communications: Appendix A of this paper sets out a clear communications, engagement and consultation strategy for preparation of York's new The Local Transport Strategy.

Economy: The Local Transport Strategy will support York's economy as it is one of the key components of the Council Plan which the LTS will support.

Risks and Mitigations

26. The course of action set out in the paper commits the Council to undertake a consultation on Local Transport. Risks around data collection will be assessed in the Data Protection and Privacy Statement which will be brought to the November 2023 Executive Member Decision Session. Equalities and Human Rights risks will be addressed in the EIA which will be brought to the same session.

Wards Impacted

27. All wards are impacted by this decision.

Contact details

For further information please contact the authors of this Decision Report.

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Background papers

Constitution appendix 1: Scheme of Delegation [Appendix 1- Scheme of Delegation.pdf \(york.gov.uk\)](#)

Council approve 10-Year Plan (York 2032) Agenda for Council on Thursday, 15 December 2022, 6.30 pm (york.gov.uk) item 36

Draft Local Transport Strategy, February 2023
[https://www.york.gov.uk/LocalTransportStrategy#:~:text=The%20Local%20Transport%20Strategy%20will,14%20February%202023%20\(item%2004\)](https://www.york.gov.uk/LocalTransportStrategy#:~:text=The%20Local%20Transport%20Strategy%20will,14%20February%202023%20(item%2004))

Council approve the Council Plan 2023-2027 [Agenda for Council on Thursday, 21 September 2023, 6.30 pm \(york.gov.uk\)](#) item 6

Executive approve Climate Change Strategy 2022-2032 [Agenda for Executive on Tuesday, 22 November 2022, 5.30 pm \(york.gov.uk\)](#) item 46

CCCSM Scrutiny discussion about Resident Consultation and Engagement [Agenda for Corporate Services, Climate Change and Scrutiny Management Committee on Monday, 25 September 2023, 5.30 pm \(york.gov.uk\)](#) item 5

Annexes

- Annex A: *York's new Local Transport Plan Consultation Strategy*
- Annex B: York's new Local Transport Plan Consultation checklist
- Annex C: Expert Group Terms of Reference