



**Notice of a public meeting of
Economy and Place Policy and Scrutiny Committee**

- To:** Councillors K Taylor (Chair), Daubeney (Vice-Chair), Cuthbertson, Hook, Kilbane, Pearson and D Taylor
- Date:** Wednesday, 8 March 2023
- Time:** 5.30 pm
- Venue:** The George Hudson Board Room - 1st Floor West Offices (F045)

AGENDA

1. Declarations of Interest

At this point in the meeting, Members are asked to declare any disclosable pecuniary interest or other registerable interest they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests.

2. Minutes (Pages 1 - 16)

To approve and sign the minutes of the meetings of the Economy and Place Policy and Scrutiny Committee held on 17 January 2023 and 30 January 2023.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee.

Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at meetings. The deadline for registering at this meeting is 5:00pm on Monday 6 March 2023.

To register to speak please visit

www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this meeting will be webcast, including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

- 4. York Civic Trust 9 cities** (Pages 17 - 90)
This report provides an update on York Civic Trust 9 Cities case studies as part of Section 6 of the Trust's Transport Strategy for York.
- 5. City Centre Café Licences** (Pages 91 - 96)
This report provides an update on the current policy of City Centre Café Licences, the number of licences issued, the enforcement approach and future changes once the Levelling up and Regeneration Bill is enacted.
- 6. Highways Maintenance, Capital Programme & Major Development Highways Impacts Update, Scheduling & Planning Report** (Pages 97 - 104)
This report updates the Committee on highways maintenance, the capital programme and major highways developments. It includes an update on major development highways impacts including scheduling and planning.
- 7. Work Plan** (Pages 105 - 106)
To consider possible outstanding business to be considered under future work plan arrangements when the new Council Administration is formed.
- 8. Urgent Business**
Any other business which the Chair considers urgent under the Local Government Act 1972.

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

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City of York Council

Committee Minutes

Meeting	Economy and Place Policy and Scrutiny Committee
Date	17 January 2023
Present	Councillors K Taylor (Chair), Daubeney (Vice-Chair), Cuthbertson, Hook, Kilbane, Pearson and D Taylor
In Attendance	Simon Brereton (Head of Economy) James Gilchrist (Director of Transport, Environment and Planning) Ben Grabham (Head of Environmental Services) Patrick Looker (Head of Service Finance) Cllr Mason (Executive Member for Economy and Strategic Planning) Dave Meigh (Contracts Manager) Cllr Widdowson (Executive Member for Environment and Climate Change)

5. Declarations of Interest [17.35]

Members were asked to declare, at this point in the meeting, any personal interests not included on the Register of Interests or any prejudicial or disclosable pecuniary interest that they might have in respect of the business on the agenda. There were none.

6. Minutes [17.35]

Resolved: That;

- i. the minutes of the meeting held on 14 November 2022 be approved and signed by the Chair as a correct record.
- ii. the Democracy Officer follow up on the progress of the recommendations from the meeting held on 22 November 2022.

7. Public Participation [17.36]

It was reported that there had been one registration to speak under the Council's Public Participation Scheme. Flick Williams spoke on agenda item 4 Public Realm Update. She advised that York Disability Rights Forum had written to the council on 12 September 2022 regarding accessible toilets. She listed a number of problems with accessible toilets in the city centre noting that the only tangible improvement was to the lip of the Silver

Street accessible toilet and that the only accessible toilets were at York Explore Library and Marks and Spencer. She noted problems with Changing Places toilets and in particular the Changing Places toilet at the Guildhall, which needed bigger dimensions. She asked whether the council was getting value for money on external toilets. In response to a question from a Member she explained that she had been asked to use the toilet in reception at the Guildhall when she needed to access the bigger toilet. The Member undertook to follow this up with the Guildhall.

8. Public Realm Update [17.42]

Members considered a report that provided an overview and update on the services and functions managed by Public Realm. This included delivery through in house provision, the private sector and through a variety of arrangements with the community and voluntary sector.

The Chair expressed concern regarding reports being received in a timely fashion. The Director or of Environment, Transport and Planning, Strategy and Contracts Manager, Head of Environmental Services and Executive Member for Environment and Climate Change introduced themselves to the Committee. Officers provided an update on the core functions and areas covered by public realm, including challenges and opportunities for services. The Chair thanked staff in the public realm teams for their work.

In response to questions from Members, Officers clarified that

- Regarding conveying to residents on grass cutting that councillors had 100% agreed to the pollinator strategy, this was set out in the content of responses to residents.
- There were three types of machines for street sweeping. Two small articulated machines operated in the city centre and occasionally outside, for example on Lord Mayors Walk and the other four machines; two road sweepers and two path sweepers, work outside the bar walls.
- The frequency of grass cutting was being looked at.
- Regarding HGV training, there was a staff training agreement to retain staff which is being rolled out across the wider Environmental Services.
- The articulated mini sweeper has a fixed body and the cab moved left and right.
- Regarding the terms used for meadows, this was open to interpretation and the Strategy and Contracts Manager undertook to look into the different terms being used and work being done on Chestnut watermeadow in the Haxby and Wigginton Ward.
- The development of wildflower meadows was mostly resident led.
- The 56 corporate days of volunteers referred to when staff and volunteers were working on site.

- The council was doing a pilot with the University of York on establishing a maintenance plan at the Knavesmire as a model. The Knavesmire was chosen as for the pilot after contact from Ward Councillors and the outcome of the pilot would be a template for other sites. It was noted that mistakes had been made with a number of sites and this would be addressed as part of the restructure of Environmental Services.
- Regarding progress on the pollinator strategy, there was an update to the Climate Emergency Policy and Scrutiny Committee which included an update on progress against actions. There was also a Ward upwards driven implementation of the pollinator strategy.
- Members noted a number of issues with parking on verges and encouraged Officers to work with Parish Councils. It was also requested that there be community payback in one village in Rural West Ward and for there to be cleaning up of leaves beyond the city centre. Officers advised that parking on verges had been to scrutiny over a number of years and that the Department for Transport (DfT) had talked about outlawing pavement and verge parking. It was noted that community payback chose where they worked and they had worked in outer city areas such as Dunnington.
- Asked if there had been less leaf cleaning, Officers reported that there had not been less and the challenge this year was weather, resulting in looking at leaf collecting being extended by two weeks. It was noted that leaf cleaning teams were out every day and they worked with highways on working on gulleys during road closures.
- It was explained that grandfather rights to drive HGV vehicles referred to being able to drive a 7.5 tonne vehicle on a driving licence if the licence was before 1999.
- Regarding the use of electric caged vans, it was confirmed that there were 16 electric vehicles in use, with 22 being at Hazel Court or Harewood Whin. There were 11 vans at Hessay having caging fitted and concerning electric vehicle charging, this was a month behind schedule. It was noted that the electric caged vans were now more expensive.
- It was noted that there had been issues with the two electric bin wagons and they had been sent back to the manufacturer with all expenses and hire costs covered by the manufacturer.
- It was confirmed that 'goose scarers' were a sub group of the Friends of Rowntree Park. The issue of the management of geese in Rowntree Park had been to scrutiny previously. The geese were shot humanely.
- The cost of running the service of the public toilet provision in the city was £95k. There had been problems with staffing of and misuse of accessible toilets and there had been a reply to the public speaker. There was to be a meeting with the contractor regarding the signage and maintenance of the accessible toilets and it was hoped that problems with accessible toilets would be addressed, which would be on a case by case basis. It was noted that the points raised by York

Disability Rights Forum in their email of 12 September 2022 would be looked into. It was noted that an Access Officer had been appointed.

- It was confirmed that there were break clauses in the contract for accessible toilets which related to performance. This did not include items that the council held liability for.
- Referring to the points raised by the public speaker, Officers were asked what the plan was to make sure accessible toilets were usable. Officers explained that the council had worked with the police on addressing drug use and vandalism and were looking at making the toilets cashless. There was a number of solutions to problems and the officers were working with the Changing Places team on options to improve the estate. It was noted that it would cost more money to open the accessible toilets later and there needed to be an awareness around the cost.
- Concerning a business continuity plan due to the floods, staff were multi-tasking where possible and prioritising tasks to where they were needed.
- Asked if the council was good or proactive enough in communicating to residents, officers advised that information was updated on the council website. Regarding public realm, notifications were put out to Councillors. It was accepted that communication was not as good as it could be and would hopefully be addressed through the restructure.
- Regarding how secure farm tenancies were on the strays, these were not under stress and the farmers paid to graze the land. Anecdotally this seemed robust.
- Concerning staffing, there were six FTE estate workers and twelve FTE city centre workers. Overall there was 65 staff in the public realm team including the city centre and estate workers.
- Regarding how dirty the city centre was, this was not getting worse and the nature of the historic environment made it harder to clean. The council had started to work with YorkBID on work on a deep cleanse. A cleaning schedule had tried to be maintained but can be impacted by events such as the flood response.

The Chair thanked officers and the Executive Member for Environment and Climate Emergency for attending the meeting. The Executive Member thanked the committee for their debate.

Resolved: That the content of the report be noted.

Reason: To improve the care and maintenance of the local environment including roads and streets, the city centre and parks and green space.

[The meeting adjourned from 18.52 to 19.01].

9. Quarterly Economic Update [19.01]

Members considered a report that provided a quarterly update on the York economy. The Executive Member for Economy and Strategic Planning and Head of Economy were in attendance to present the report. The Head of Economy outlined the report highlighting the claimant count, job vacancies, and economically inactive statistics in York. It was noted that costs for recruitment and energy were a concern for York businesses. He added that the council continued to work with the rail sector and that there was no appetite for Great British Rail in the government. It was also noted that COVID funding had ended and that funding from the UK Shared Prosperity Fund would be used on Acomb Front Street.

In response to Members the Executive Member for Economy and Strategic Planning and Head of Economy explained that:

- There were similar levels of job vacancies in low and high paid jobs. Half of these were in hospitality and retail and the remainder split across different sectors.
- Concerning inward investment, there had been six overseas queries. The new Head of Inward Investment started in post in January and would be working on getting development partners on board for York Central. It was hoped that a government department would be coming to York and there had been a lot of interest from different parts of the rail sector.
- There had been inward investment in the city. The Head of Economy undertook to circulate the information on this to Members following the meeting. The Executive Member added that this could be included in the next update paper.
- Regarding the impact of Brexit on businesses in York, a number of European businesses based in York had been expanding.
- Regarding vacancies in hospitality, Members asked if the council needed to work more closely with housing on the cost of housing in the city. It was noted that housing was included in the economic strategy and that York was relatively expensive compared to areas outside York. It was noted that York was a difficult place to live for those on low wages.
- A Member asked if data on wage rates across the city was available and they were advised that the council only held city wide data.

Resolved: That;

- i. The content of the report be noted.

- ii. Future quarterly economic update reports be circulated to the Committee by email in the days following the Executive Member Decision Session.

Reason: In order to be updated on the progress of York's economy.

10. 2022/23 Finance and Performance Monitor 2 [17.37]

The Committee considered a report that provided details of the Quarter 2 2022-23 position for both finance and performance across services within the Place Directorate. The paper incorporates data to September 2022, which was reported to Executive on 22 November 2022. The Head of Service Finance and Director of Environment, Transport and Planning were in attendance to present the report. The Head of Service Finance gave an overview of the report noting increased costs and financial pressures. He advised that there was an estimated overspend of £600k and it was hoped this could be mitigated and brought down to £0.

In response to Member questions they clarified that:

- Regarding CYC have entering into a trial with Virgin O2 to assist the cleansing and painting of their utilities boxes, the council was keen to do this with as many national companies as possible with the arrangements varying between companies. As a minimum the council would break even and it would improve the income stream and responsiveness.
- With reference to the number of vacant shops, the council had had been successful across income streams from commercial properties.
- Concerning the reduction in respark income, there had been a reduction in the number of visitor badges sold and the council was not seeing income from parking enforcement from the badges. Traffic levels were down and parking levels were up. The impact of working from home and hybrid working had had an impact of travel to the city centre.
- With regard to income from parking, the cost of living pressures meant that people had less disposable income. It was noted that the council was trying to get more people on buses and that the rail strikes may result in more car journeys into York. It was noted that there had not been a return to bus use pre pandemic.
- It was not known how many trees had been planted and the Director of Environment, Transport and Planning confirmed that this could be looked at as a data set.
- There had been a decline in workers cycling to work because of working from home and hybrid working. There tended to be a peak in cycling levels around sporting events. It was clarified that the reference to the Tour de France was part of the narrative of the report.

- To achieve net zero carbon emissions there would need to be some challenging policy decisions, whether across transport and housing.
- The carbon assessment of the dualling of the ring road showed a neutral impact of traffic movement.

Resolved: That the financial and performance management position across services within the Place Directorate be noted.

Reason: To ensure expenditure is kept within the approved budget and performance is effectively scrutinised.

11. Work Plan [20.04]

Members considered the work plan for the remainder of the municipal year.

Resolved: That the Democracy Officer check if a commissioned scrutiny meeting slot was available for the committee to consider the Bus Service Improvement Plan.

Reason: To consider Bus Service Improvement Plan before the end of the municipal year.

Cllr K Taylor, Chair

[The meeting started at 5.35 pm and finished at 8.06 pm].

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Meeting	Economy and Place Policy and Scrutiny Committee
Date	30 January 2023
Present	Councillors K Taylor (Chair), Daubeney (Vice-Chair), Cuthbertson, Hook, Kilbane, Pearson and D Taylor
In Attendance	Councillor Vassie (Chair of Climate Emergency Policy and Scrutiny Committee) Councillor Cullwick (Climate Emergency Policy and Scrutiny Committee Member) Councillor Cuthbertson (Climate Emergency Policy and Scrutiny Committee Member) Councillor Wann (Climate Emergency Policy and Scrutiny Committee Member) Councillor D'Agorne (Executive Member for Transport) Councillor Widdowson (Executive Member for Environment and Climate Change) Dave Atkinson (Head of Highways and Transport) James Gilchrist (Director of Transport, Environment and Planning) Ben Grabham (Head of Environmental Services) Andrew Leadbetter (EV Strategy Transport Systems Team Officer)

12. Declarations of Interest [17.35]

The Chair welcomed all to the meeting, including Members of the Climate Emergency Policy and Scrutiny Committee who had been invited to attend the meeting.

13. Public Participation [17.36]

The Chair reported he had received a late registration to speak from the Pesticides Action Network and as Chair he could accept late registrations. The registration had been withdrawn and he had spoken with the network regarding the points they wished to raise. The Executive Member for Transport suggested that the network should have been invited to the meeting and the Chair noted that it was an opportunity missed. There were no further registrations to speak under the Councils Public Participation Scheme.

14. Weed Management Update [17.38]

The Chair advised that only Members of the Economy and Place Policy and Scrutiny Committee were eligible to vote at the meeting. Members considered a report that provided an overview on how the council manages weeds on the highway and open spaces. Head of Environmental Services, Director of Environment, Transport and Planning and Executive Member for Environment and Climate Change were in attendance to present the report. The Head of Environmental Services gave an overview of the report. The Chair highlighted the councils cross party commitment to remove glyphosate and the commitment made at Full Council in respect of this.

In response to Member questions, the Head of Environmental Services, Director of Environment, Transport and Planning and Executive Member for Environment and Climate Change explained that:

- Regarding the eradication of glyphosate from the streets, this was about appraising the different types of weed treatment along with the management of highways. There were manual methods for the treatment of weeds such as burning and the hot foam method (noting the hot foam method had an environmental impact). The Head of Environmental Services undertook to look into The Guardian article on the links between glyphosate and cancer. The Director of Environment, Transport and Planning noted that as the Highways Authority, the council had 4,000 miles of highways to maintain.
- Asked why the Dringhouses and Woodthorpe Ward did not enter the pilot, the Executive Member (Ward Member for that Ward) explained that Ward residents did not want their Ward spraying and she added that the concentration of the weed killer was being phased down. She noted that she had been contacted by residents whose Wards had been entered into the pilot without being asked.
- There had been an error on the second spray at Hazel Court and the trial had started again.
- A number of councils were trialling hot foam and with mixed results.
- A weed wipe was a wipe put on thistle heads to stop seeds developing and spreading.

- There was no breakdown for the percentage of weeding done manually. Crews undertook manual weeding in parks and open spaces.
- Regarding how much glyphosate needed to be applied, the contractor provided the breakdown for this. The amount used would not be stronger as it was a treatment.
- It was clarified that Wheldrake Ward was included in the pilot.
- It was confirmed that Cllr Vassie's Wheldrake Ward report was included at Annex 6 of the report.
- Glyphosate was sprayed from quadbikes and was used as a spot treatment for the outbreak of plants such as giant spotweed.
- Concerning the mechanical prevention of weeds growing on curbs, six sweepers of different size were used in the city and it was explained how roads were swept on different frequencies. In the department there had been a restructure and the new operations manager would be looking at this.
- Concerning whether a suction approach for weed control would be an option, mechanical sweepers were used across the city and the challenge was maintaining this across the highway network in York. It was a matter of political choice where money was spent.
- The council had not talked to other European places that used less pesticides and York needed to be looked at in its own context when looking at examples. Different settings brought their own challenges and solutions.
- The toleration of weeds on the highway depended on the type of weeds.

[At this point in the meeting, the Chair noted the comments of the Pesticides Action Group].

- The council was in the second year of the contract with the option to extend for two years. The reference to phase out glyphosate was to make contractors aware of what they would be tendering for. Regarding the 2024 re-procurement of the contract, officers would work with the administration in place at that time.
- As part of the continued trial, the council had made a commitment to sweep pilot Wards twice a year.
- The quad bike was the industry standard method of application for weed management and complaints from

residents could be investigated using the GPS data from the contractor.

- Weed killer was not sprayed in playparks and may be sprayed on the highways outside schools.
- The council was looking to use the right weed control in the right place and when the pilot was complete there would be an evidence base for this.
- In principle there could be a potential trial of reducing Glyphosate and replacing with sweeping in the Fishergate Ward but the cost of this needed to be considered.

Following consideration of the report and responses from officers and the Executive Member for Environment and Climate Change, the Committee then;

Resolved:

- i. That it be recommended to Executive Member for Environment and Climate Change to work with Corporate Communications on resident engagement highlighting why Council has committed to phasing out glyphosate and informing them of low maintenance ways for residents to support the pollinator strategy from their own homes/gardens.
- ii. That it be recommended to Executive Member for Environment and Climate Change that the Council works with any Wards involved in weed control pilots to see if there are better times to undertake mechanical road sweeping as a means to prevent weed growth.
- iii. That it be recommended to Executive Member for Environment and Climate Change that the areas where glyphosate spraying for weed control takes place, and how often, be added to the York Map.
- iv. That it be recommended to Executive Member for Environment and Climate Change that glyphosate exclusion areas around sensitive areas (including but not limited to schools, parks, waterways) be considered as part of the efforts to phase out glyphosate.
- v. That it be recommended to Executive Member for Environment and Climate Change to work with Officers to discuss with Wards their interest in completely opting out of glyphosate sprays and what alternative methods of weed control would involve, pending budgetary considerations.

- vi. That it be recommended to Executive Member for Environment and Climate Change that if the Council seek to put a new weed control contract out to tender again in 2024 it must go beyond merely clarifying its commitment to phasing out glyphosate, and include requirements to do so in that contract, with timescales.

Reason: To improve the care and maintenance of the local environment including roads and streets, the city centre and parks and green space.

[The meeting adjourned from 19.05 to 19.13]

15. Public Electric Vehicle Charging Network [19.13]

Members considered a report that provided an update on the Public Electric Vehicle (EV) Charging Network. The EV Strategy Transport Systems Team Officer, Director of Transport Environment and Planning, Head of Highways and Transport and Executive Member for Transport were in attendance to present the report. The EV Strategy Transport Systems Team Officer outlined the report which detailed the delivery to date.

During discussion, a number of Members suggested that EV charging on terraced street should be part of public provision. In response to Member questions, the EV Strategy Transport Systems Team Officer, Director of Transport Environment and Planning, Head of Highways and Transport and Executive Member for Transport explained that:

- The report referred to public charging within the council's own network. The council had engaged with the Energy Saving Trust on the public EV charging strategy, along with the Office for Zero Emission Vehicles (OZEV). The work with the Energy Saving Trust was and OZEV detailed.
- The council was working on a hyperhub in the city centre and as technology emerged, changing technology would provide different solutions.
- The challenges faced in introducing on street EV charging.
- The Chair of the Climate Emergency and Policy Scrutiny detailed an Oxford gully EV charging trial. Officers explained the complexities of type of EV charging noting that it was not clear how it met electricity regulations. They added that

information in the public domain reinforced a number of concerns regarding the product.

- Regarding cables running across highways, this had occurred in York and within the OZEV group of authorities there was concerns with a number of authorities not looking at taking that technology forward at present. The council was taking a watching brief on trials taking place.

[The EV Strategy Transport Systems Team Officer left the meeting at 19.49]

- Officers offered Members reassurance that the council was looking at different EV options.
- At the moment the EV strategy was through the public network and the council was investigating options for on street EV charging.
- With reference to a suggestion from a Member that it was felt that terraced areas were being left behind by the current strategy, officers explained that the strategy at present said that EV charging should take place in public car parks.
- A Member referred to a pilot in Hampshire where cables were run across the pavement. Officers advised that energy companies did not allow this. They noted the purpose of pilot studies and the Chair suggested that there were inconsistencies in the approach to trials.
- The Chair of the Climate Change Policy and Scrutiny Committee suggested two recommendations in respect of EV charging. This was to consult with residents on terraced streets and to organise a trial of gulley EV charging on terraced streets.
- There was a regulatory environment (framework)? being developed for EV charging and officers from the council sat on the steering groups for this.
- Officers asked Members if there were any terraced streets in particular they could undertake consultation on EV charging with. Members suggested streets in Fishergate and South Bank.
- Regarding the price of electric vehicles, officers advised that the government had offered subsidies for business users of EV. The impact of rising electricity costs was noted.

Following consideration of the report and responses from officers and the Executive Member for Transport, the Committee then;

Resolved:

- i. That it be recommended to Executive Member for Transport that there be consultation on EV charging with residents in terraced streets (and other locations where off-street parking is not available) to establish what charging infrastructure would encourage them to switch to electric cars.
- ii. That it be recommended to Executive Member for Transport that there be trials on EV charging on terraced streets (or other locations where off-street parking is not available) with input invited from Ward Members or a Members Steering Group.

Reason: To improve access to EV charging.

Cllr K Taylor, Chair

[The meeting started at 5.34 pm and finished at 8.46 pm].

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**Economy and Place Policy and Scrutiny
Committee****8 March 2023**

Report of the Director of Governance and Monitoring Officer

YORK CIVIC TRUST 9 CITIES UPDATE**Summary**

1. The Committee is provided with the report from the York Civic Trust, at Annex 1, for information.

Background

2. In April 2021, York Civic Trust were invited by council officers to research some possible case studies from which the Council might learn in preparing its new Local Transport Plan (LTP4). The Trust selected nine cities from England and continental Europe which share some common characteristics with York in terms of size, geography, economy and history. These were Bath, Cambridge, Chester, Norwich and Oxford; Delft, Dijon, Freiburg and Ghent. The overall summary of what the Trust saw as the key messages from the nine case studies is detailed in Section 6 of the Trust's Transport Strategy for York, which is included at Annex 1 of its report and the draft case studies are included at Annexes 2-10 of the report. The full Transport Strategy for York, published in February 2022 can be found at: <https://yorkcivictrust.co.uk/home/planning/a-transport-strategy-for-york-2022>

Consultation

3. As this report is for information only, no consultation has been necessary..

Options

4. Having considered the information in the report and its annexes Members can agree to seek further information on any of the issues raised, or not.

Analysis

5. Any analytic evidence appropriate can be found in the Trust's thorough report at Appendix A.

Council Plan

6. The Council Plan identifies eight priorities, four of which are relevant to this work:
 - Well-paid jobs and an inclusive economy; and,
 - An open and effective council.

Implications

- There are no implications to be addressed in this cover report. Any relevant implications will be addressed in the Trust's attached report.

Risk Management

7. There are no known risks associated with the recommendations in this cover report. The Trust's report provides a quarterly update for information, covering all aspects relevant to it.

Recommendations

8. The Committee is asked to receive and comment upon the report from York Civic Trust.

Reason: In order to be updated on the research on nine cities undertaken by York Civic Trust as part of their Transport Strategy for York

Contact Details

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Chief Officer Responsible for the report:

Bryn Roberts
Director of Governance
bryn.roberts@york.gov.uk

Report
Approved



Date 28/02/2023

Wards Affected: *List wards or tick box to indicate all*

All



For further information please contact the author of the report

Annexes

Annex 1 – York Civic Trust Transport Strategy Section 6

Annex 2 – LPT4 Comparator Case Study - Freiburg im Breisgau (DRAFT)

Annex 3 – LPT4 Comparator Case Study – Norwich (DRAFT)

Annex 4 – LTP4 Case Study – Oxford, UK (2nd DRAFT)

Annex 5 – LTP4 Comparator Case Study – Dijon (DRAFT)

Annex 6 – LPT4 Comparator Case Study - Bath (DRAFT)

Annex 7 – LPT4 Comparator Case Study - Cambridge (DRAFT)

Annex 8 – LTP4 Comparator Case Study - Chester (DRAFT)

Annex 9 – LPT4 Comparator Case Study - Delft (DRAFT)

Annex 10 - LPT4 Comparator Case Study – Ghent (DRAFT)

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6 What can we learn from other cities?

We can learn useful lessons by examining good transport planning practices that have been adopted elsewhere. Such lessons must be tailored to meet the specific challenges and requirements of York.

We selected nine cities from England and continental Europe which share some common characteristics with York in terms of size, geography, economy and history. They were Bath, Cambridge, Chester, Norwich and Oxford; Delft, Dijon, Freiburg and Ghent. We used available documentation but recommend that the Council organises study visits or online workshops at a later date.

Our case studies showed a wide variety of political, organisational and financial arrangements. Unsurprisingly, those cities that have full control over land-use planning and transport matters tend to have the most focused and integrated approaches. All have a recently prepared Local Transport Plan or equivalent. We reviewed the main strategic thrusts, priorities and policy measures.

Effective approaches to planning

Successful transport planning is only possible where there is a vision agreed among politicians and the public, and a limited number of clearly stated objectives. It needs strong public and business engagement. It requires a longer-term perspective, and a willingness to take challenging decisions. Above all, it needs clear political and professional leadership, as exemplified by recent experience in introducing Ghent's Circulation Plan (Figure 6a).

All our case-study cities are planning to accommodate growth whilst protecting their historic and cultural assets. They all aspire to sustainable new development, encourage economic vitality and inclusivity, and enhance the well-being of all citizens. They all focus on tackling climate change, reducing air pollution, managing congestion, improving equality of access and promoting health through active transport.

Transport and land-use planning must be closely integrated. In Europe, it is normal practice to plan investments in transport infrastructure as part of the master planning of new developments. Relatively compact and higher density development is seen as supporting effective public transport and active travel (Figure 6d).

There needs to be close integration between the different modes of transport. A clear hierarchy of users should prioritise walking and cycling, the needs of disabled people, and public transport. Use of private vehicles should focus on providing for disabled people, essential longer journeys, and journeys where heavy goods are being carried. The most effective transport plans are those where a single agency has responsibility for all modes. The best transport plans predict and monitor the impact of their proposals on each of their key objectives.

Specific policy measures

The weakest transport plans are those which fail to recognise the competing and conflicting needs of different users. They become just a wish-list of projects, with insufficient consideration of the funding or the skills needed to bring the plan to fruition. Nonetheless, all the case-study plans have examples of policy measures of relevance to York.

Walking is recognised as the principal mode of travel, especially for shorter journeys. The aim is to develop a comprehensive network, and to make strategic investments to overcome blackspots. All the cities have developed pedestrian zones. In the best examples walking always has priority, followed by cyclists and disabled people. There are a number of experiments with electric mini vehicles.

All the cities are seeking to promote cycling. They stress the need for a comprehensive cycle network, which is safe and perceived to be safe, is segregated, and has strategic investments in key crossing points.

Most of the case studies stress the importance of liveable streets or low traffic zones in which the needs of pedestrians and cyclists are given clear priority (Figure 6c). These use signage, barriers and chicanes, as well as street furniture and landscaping, to control vehicle access.

Most of the European examples have a well-developed, subsidised tram network (Figure 6b). These are closely integrated with other forms of transport. The English examples focus on high quality, high-capacity bus routes.

All the English examples have operational park and ride schemes. York's system stands comparison with the best of these, though there are lessons, such as the need for extended hours of operation, more intensive use of sites and better access arrangements.

The English examples also focus on the provision of bus priority measures and the introduction of bus corridors to improve speed and reliability. Some case-study cities have interesting innovations in combined, multimodal and discounted fares.

All the cities seek to reduce congestion and the use of private vehicles through measures such as traffic management on radial routes, the introduction of cells to eliminate through traffic, the re-allocation of road space to active travel modes, lower speed limits and controls on parking.

LPT4 Comparator Case Study - Freiburg im Breisgau (DRAFT)

1. Context

Background

Freiburg is in the state (Land) of Baden-Württemberg in the very south-west of Germany. It lies between the Black Forest and the Rhine, some 60km north of Basle and 80km south of Strasbourg, and only 20km from the French border. It has a population of 230,000 (2018) and is the fourth largest city in the state after Stuttgart, Karlsruhe and Mannheim. It lies at the centre of a metropolitan area with a population of some 650,000.

Historically, the city has acted as the hub of the Breisgau region. A famous old German university town, and archiepiscopal seat, Freiburg was founded as a free market town (hence its name) in 1120. It was occupied by many different countries from the start of the Thirty Years' War (1618) onwards, and became part of Baden in 1805. It was heavily bombed in the Second World War.

It lies at the intersection of major trade routes, grew rich in the fourteenth century as a result of the local silver mines, and developed into a major commercial, intellectual, and ecclesiastical centre of the upper Rhine region. The city is known for its medieval minster and Renaissance university (which has around 30,000 students), as well as for its high standard of living and advanced environmental practices. The city is situated in the heart of the major Baden wine-growing region and serves as the primary tourist entry point to the scenic beauty of the Black Forest (Wikipedia).

Freiburg is a compact city, with 90% of the population living within 5km of the Münsterplatz, and 95% within 10km. It is relatively flat, but the foothills of the Black Forest limit growth to the east.

[Check population growth]

Governance

The federal government has important planning responsibilities influencing urban development; these are the definition of the overall national spatial planning principles, the construction and maintenance of federal transport infrastructure and the urban development law. For spatial and transport planning a common framework for the federal and the state governments is defined. Besides the federal level the 16 states are the major political authorities. They all have their own transport planning processes and plans, which have to be coordinated with national policy. There is no financial support for the development of a SUMP from the federal or the state level. Since there is no requirement for SUMPs, there is no statutory guidance.

Freiburg's city council is responsible for urban and transport planning, and has chosen to develop its own land use and transport plans. The Green Party has had the largest share of the vote for many years, but even so they only have 13 out of 48 seats on the Council. The CDU and SPD are the next largest with six seats each. Government is thus by coalition. The Mayor is Martin Horn, an independent who was previously aligned to the SPD.

Thumbnail of current transport provision

[I need to obtain information on public transport operators. I suspect that it will have a Verkehrs Verbund, as in other German cities.]

2. Transport planning

Local transport plans

While the European Commission now encourages all cities to produce Sustainable Urban Mobility Plans, the German government has not yet made these mandatory. However, Freiburg has pursued a consistent land use and transport policy since the 1970s. A new Land Use Plan and Transportation Plan (“Verkehrsentwicklungsplan” (VEP)) were completed in 2020, but we have yet to gain access to them. The VEP is an update of one published in 2006, which was based on a set of “citizens’ visionary goals” which were specified in 2003. There are detailed plans covering transport noise, air pollution, cycling and public transport.

[Update this when we can gain access to the VEP]

The land use plan aims to achieve a compact city, with short travel distances and no urban sprawl. Development is focused on public transport arteries, with strong local centres. All new development is targeted on the “inner city” which appears to be defined as the area within 5km of the centre. In 1995, the city council determined that all new buildings must comply with low energy specifications.

Priority objectives of the Plan

Freiburg prides itself as being an environmental city. It was Germany’s environmental capital in 1992, Federal climate protection capital in 2010, and was also European city of the year in 2010. Environmental objectives therefore dominate the Plans. Accessibility is clearly also an important objective, with an emphasis on proximity. [Check what else is said.]

Strategic approach

The transport strategy is defined as having five pillars:

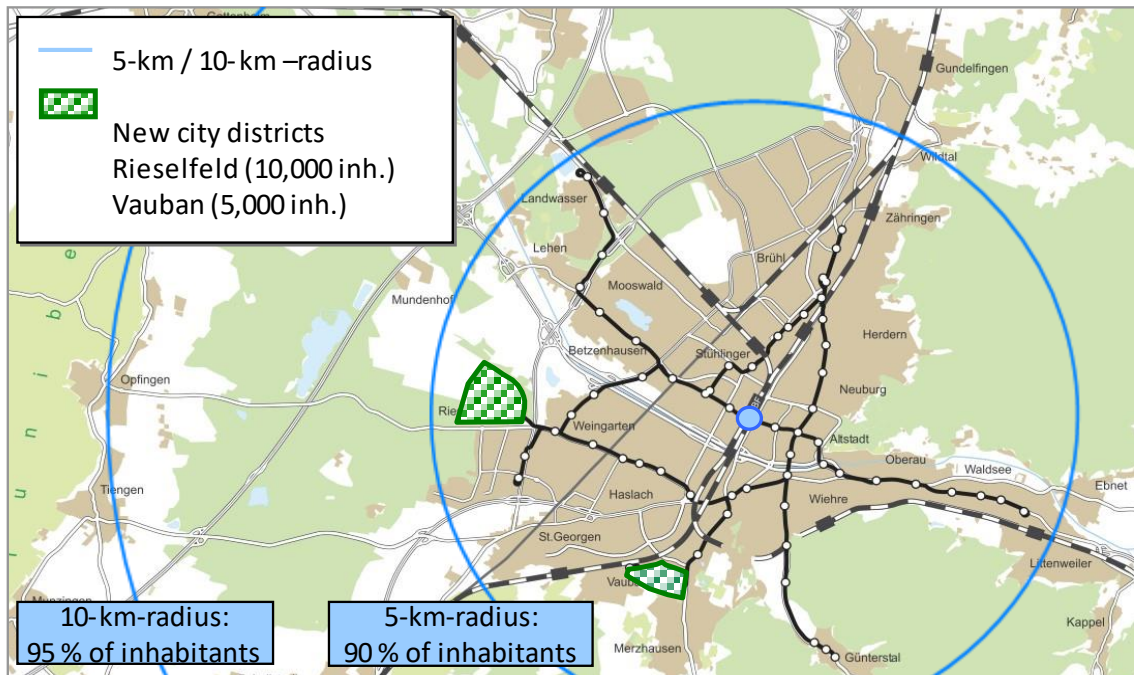
- extension of the public transport network
- promotion of cycling
- promotion of walking
- liveable streets
- limitation of individual motorised vehicle traffic.

Principal policy measures

Public transport is based on buses and trams. There are three main tram lines and several spurs (see map). Trams run through the city centre pedestrian area and are not separated or signal controlled, though they are limited to 25km/h. Trams and pedestrians have equal

rights in such areas.

Integrated urban and transport planning



Garten- und
Tiefbauamt
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Sustainable Traffic Policy of the City of
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Seite 6

There is an extensive network of cycle routes with a range of designs to provide priority and directness.

Traffic speeds are limited throughout the city to 50km/h on main roads, 30km/h on all residential roads, and 10km/h on the extensive network of play streets. In these play streets no parking or stopping is permitted outside marked areas, and children are actively encouraged to play.

All new developments are designed around existing or new bus and tram lines, with parking only permitted on the periphery. The two major new developments (see map and Section 12 below) are Vauban (5,000 population) and Rieselfeld (10,000).

Modal shares

The latest figures are for 2016. These give a sustainable mode share of 79% (cycling 34%, walking 29%, public transport 16%) and 21% by car.

Key performance measures

[To be researched.]

Provision for disabled travellers

Parking for disabled people is permitted at ten locations in the pedestrian zone [though the arrangements for access are not clear]. There are also 15 separate locations where publicly available disabled toilets are provided. Some of these are secured with a “Euro-key”.

3. Relevance to York

Useful lessons and pointers

Freiburg is of a similar size to York, and probably of a similar density, and is similarly free-standing (though it appears to have a more heavily populated hinterland).

It has adopted many of the policies to which York aspires, including greater priority for pedestrians and cyclists and development focused on public transport. It has an extensive pedestrian area in the centre, but appears to have resolved the need for access more effectively.

Its approach to the management of car traffic appears to be worth investigating further, including its use of a clear policy over speed limits, residential streets and play streets.

Its logical and consistent approach to the design of new developments is of particular relevance given the number of new developments envisaged in York’s Local Plan. In particular, Vauban offers a useful model for the more detailed design of York Central, which will have a similar population.

Any aspects which make it less relevant to York

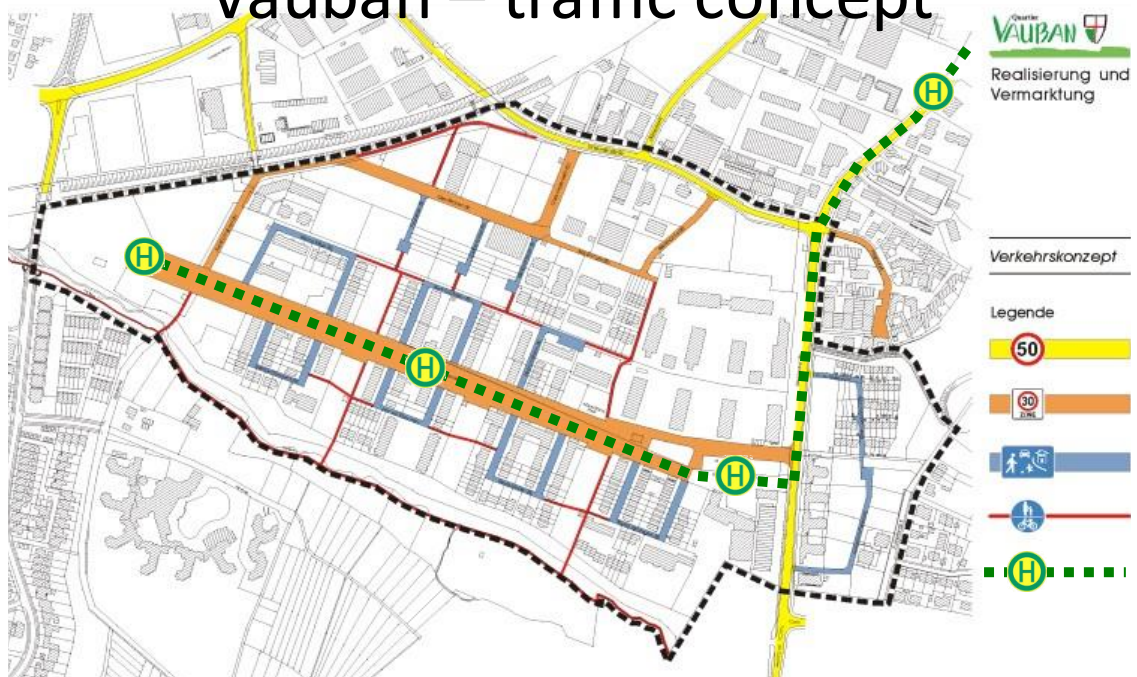
Its use of trams which, as in many European cities, appear easier to finance, may potentially make it less relevant, though in most cases the tram routes could be replaced by high quality bus corridors.

Demonstrator new neighbourhoods

Vauban and Reiselfeld are both key examples of new neighbourhoods designed to be liveable and to rely on sustainable short distance travel. The concept for Vauban is shown in the diagram. H are tram stops, blue are play streets and all parking is on the periphery.

The tram extension from the existing line (see map above) was 2.5km long and cost €18m. Of this, 85% was paid for from federal and state grants, and 15% from land value capture.

Vauban – traffic concept



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Sustainable Traffic Policy of the City of
Freiburg
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Best practice in engagement and consultation

[I need to obtain information on this. However, the Citizens' Visionary Goals of 2003 look to be a useful parallel to York's current engagement plan.]

Possible contacts

[I need to check my records from 2016 to identify the most appropriate people to contact.]

Author: Tony May V2.2 21st May 2021

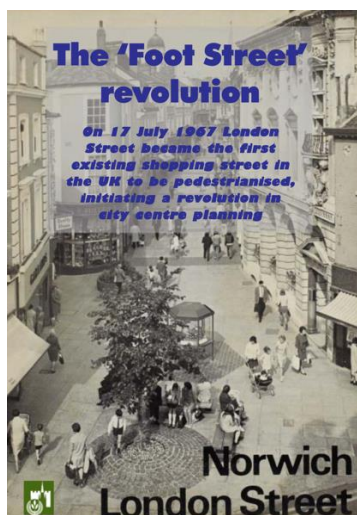
LPT4 Comparator Case Study – Norwich (DRAFT)

1. Context

Background

Norwich is the county town, and by far the largest urban area in Norfolk. It sometimes styles itself as “the capital of East Anglia”. It lies about 118 miles north of London, and 78 miles east of Peterborough.

Norwich shares much in common with York in terms of its history, economic development and physical geography. It is a cathedral city, and probably the most extensive Medieval urban environment in the UK. It has an extensive pedestrianised core, a major campus university and hospital. There is a further university in the central area, and a major FE College.



Norwich has always had a tightly-drawn boundary, which is fully developed and has a population of around 120,000. However, the built-up area of the city extends outside this area and contains about double that population. Where Norwich does differ from York is in having a very sizeable catchment area – almost 400,000 people. This has meant that the retail and service function of the city is better developed than one might expect.

The plans for Norwich forecast an increase of some 30,000 homes over the next decade. There are 13 sites allocated to house significant numbers of dwellings. The largest site (3,500 dwellings) is at North Sprowston/Old Catton. A new eco-town was planned for the Rackheath area to the NE of the city. Over the last two decades the population of central Norwich – largely within the walls) has risen by over 59%

Governance

Until 1974 Norwich was a unitary authority, responsible for its own planning and highways matters. It developed a reputation for innovation, for example, appointing the first separate planning officer, developing a ‘loop and cell’ approach to traffic management and introducing the first pedestrianised street in the Country. After 1974 it became a district of Norfolk County Council, with very limited planning and transport powers. This could be a salutary model for York if the proposed reorganisation of local government goes the wrong way!

For strategic planning and policy on transport the lead authority is now Norfolk County Council. It works in the context of the approved Norfolk Structure Plan (1999)

Norwich City Council plays no real role in strategic transport policy-making, except perhaps as a consultee. It does have limited powers in local highways and transport management, and on enforcement (under the Traffic Management Act).

The New Anglia Local Enterprise Partnership, covering Norfolk and Suffolk, is based in Norwich <https://newanglia.co.uk>. This sets out the economic and industrial strategy. It identifies Norwich and "Greater Norwich" as a 'priority place' – having significant opportunities for future growth.

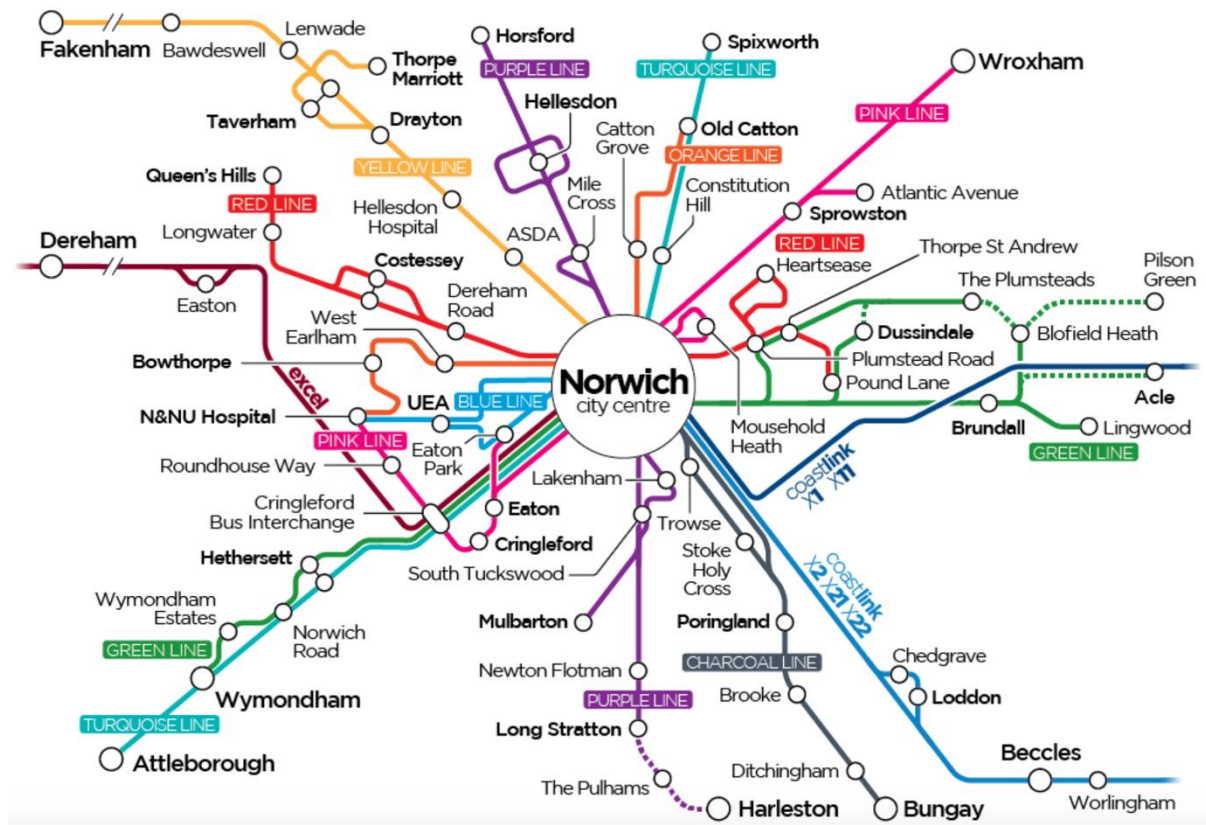
Broadland, Norwich and South Norfolk Councils have formed the Greater Norwich Growth Board <https://www.greaternorwichgrowth.org.uk/delivery/greater-norwich-infrastructure-plan/> to oversee the Greater Norwich Infrastructure Plan.

Thumbnail of current transport provision

Rail services are provided by Greater Anglia, and NCC has been a stakeholder in the provision of updated rolling stock. Major lines link Norwich to London, Cambridge/Stansted and Peterborough.

Norwich has a well-developed P&R system. There are 6 sites, with 2 more under consideration. Also 6 Bus Rapid Transit routes linking major employment zones. Arguably, York's P&R is better quality, but there are some lessons to learn, e.g. extended hours access.

The commercial bus network is complex but most commercial services within the city are run by FirstBus (Network Norwich).



There is a Quality Bus Partnership. NATS includes a plan to achieve a major shift towards public transport use, through more priority measures, improve operating frequencies and develop orbital travel opportunities. Access to bus services should be available to all within 400 metres (5 minute walk).

Smart electronic ticketing has been introduced. There is also a strong community transport network.

2. Transport planning

A Local Transport Plan was agreed for the whole county, covering the period 2011-2026. This LTP3 - called *Connecting Norfolk* - has been regularly monitored, and there are six reports. The latest, dated January 2020, focuses on the Strategic Environmental Assessment of LTP3, this being a legal requirement at the time.

A parallel document, the Implementation Plan, has been produced for the 4 years 2011-2015, then rolled forward in a second document covering 2015-2021. These documents describe how the *Connecting Norfolk* strategy will be implemented, including financing.

The existing Local Transport Plan can be found on these links:

[Norfolk Local Transport Plan 2011-2026](#)

[Norfolk Local Transport Plan 2011-2026 SEA Monitoring Report 2020](#)

[Connecting Norfolk Implementation Plan](#)

A new Local Transport Plan, covering the period 2021-2036 is at an advanced stage of preparation. It is publicly available in draft form, and was due for adoption in April 2021. A consultation on the Sustainability Appraisal (including Strategic Environmental Assessment) has recently been completed. We should check whether this is a requirement for York's LTP4.

The Local Transport Plan (LTP4), covering the period 2020-2036, is available here (77 pages):

[Local Transport Plan 4 Draft Strategy](#)

Priority objectives of the Plan

Key priorities for LTP4 are addressing air quality and carbon reduction (target net zero by 2030). Also "tackling the infrastructure deficit" – promoting quick and reliable train, bus and road journeys.

Responding to changes in behaviour resulting from the introduction of new technologies and new ways of working.

New development in areas well suited to active travel. Tackling accessibility problems for communities most in need. Improving the quality of place.

Arguably, while LTP4 says all the right things, there are few specifics about how the objectives can be achieved and the tough choices that will have to be made.

Strategic approach

Norwich has its own *Norwich Area Transportation Strategy (NATS)*, prepared by the County Council. Originally published in October 2004, this document has subsequently been updated to reflect changing national policy. The most recent amendments appear to have been made in 2010. It seems that it will be renewed again as part of the preparation of LPT4. NATS stresses the need to retain and foster economic vitality.

NATS prioritises travel by active means and public transport. It includes a package of measures to control congestion on orbital and radial routes, with the intention of improving public transport reliability. It supports economic growth by improving access to strategic employment sites. NATS aims to discourage through traffic from the city centre.

All walking, cycling and public transport routes distinguish 'core' routes from others.

Transport for Norwich is a programme of work to improve accessibility by all forms of transport around the city. The aim is to encourage the use of more sustainable forms of transport, such as public transport, cycling and walking, while also improving the capacity of the road network, in particular through the construction of the Northern Distributor Road. It is also designed to stabilise traffic levels and as a result improve air quality around the city.

Transport for Norwich is a partnership between Norfolk County Council and Norwich City Council, as well as local authorities within Greater Norwich on schemes in the wider area. Funding is from sources including the Department for Transport, developer contributions, New Anglia Local Enterprise Partnership and local growth funds.

With plans for 30,000 new homes and jobs in Greater Norwich over the next decade, new infrastructure is needed to prepare the area for this growth in population by connecting new and existing communities to centres of employment.

Principal policy measures

Priority maintenance to pedestrian and cycle routes in the built-up area. Improving operating conditions for public transport through bus priority lanes and traffic signals, combined with restrictions on general traffic.

Better use of new technologies for monitoring and maintenance. This includes widespread use of sensors to monitor and adjust flows.

Continued pedestrianisation of the city centre, with further streets being designated for bus and cycle only. Traffic will be routed away from streets carrying heavy pedestrian volumes.

A new bus station and priority bus routes in the city centre.

First Low Emission Zone outside London, was introduced in 2008/9.

Two new river bridges have improved access to the city centre for pedestrian and cyclists.

Parking policy in the city centre and residential areas sounds very similar to York.

The Postwick Hub on the Northern Distributor Road may be an interesting model. This improved junction will provide a significant boost to the local economy, unlocking already approved planning permissions for 1,600 homes and 5,000 jobs, and a potential £80m in private investment.

Modal shares

A baseline may be in the Evidence report which is not available online. The LTP does not specify the modal shares to be achieved.

In Norwich, the aim is to stabilise traffic levels in order to improve air quality. Walking and cycling routes will be increased. Faster buses, linking specific employment zones, e.g. the airport, will be introduced to reduce car use.

Key performance measures

The LTP does not specify any measures.

Provision for disabled travellers

LTP4 specifically mentions encouraging accessibility for all, especially for disabled people.

Norwich has a system of 'talking bus stops' with RNIB React software at the P&R sites. At the bus station is a tactile map with audio information. It also has a system of Braille bus hailers.

5% of parking spaces at the entrance to new developments should be reserved for disabled drivers, including provision for outside vehicles.

Disability awareness training is provided for all transport operators.

The City Council runs a Blue Badge parking scheme

https://www.norwich.gov.uk/info/20008/parking/1086/blue_badge_parking_permit

Blue Badge parking is not permitted in pedestrian streets at any time.

There is an active local access group <http://www.norwichaccessgroup.org.uk/page3.shtml>

3. Relevance to York

Useful lessons and pointers

LTP3 and LTP4 both have a strong environmental component. The Local Transport Plan will be accompanied by a Sustainability Appraisal which assesses the environmental, social and economic impacts of the plan, and factors that can mitigate any negative impacts. A Scoping Document identifies the scope and level of detail of information to be included in the Sustainability Appraisal (use this link).

NCC is a leader in highways maintenance and tackling congestion (National Highway Transportation Survey).

NCC won a Transforming Cities bid to improve public transport. It is involved in the Cycle City Ambition programme. An extensive network of community transport complements the commercial operations.

All new development proposals should be based on a consideration of sustainable transport. This will limit car use and maximise the benefits of limited transport investments. LPT4 sees upgraded broadband as a way to reduce travel.

A Safer and Healthier Journeys to School project is linked to school travel plans.

Urban Bus Challenge funding has been used to develop orbital bus routes – most traditional services operate along the radials.

NCC examined the potential for light rapid transit, but opted for buses on the grounds of cost and impact on the historic environment.

Consideration has been given to the formation of a Freight Quality Partnership or Urban Freight Forum.

Norwich recognises the importance of its visitor market, and therefore the importance of top-quality signage and travel information.

Norwich City Council has taken powers under the Traffic Management Act and takes civil enforcement very seriously.

Traffic calming measures are designed to reduce speeds on all roads categorised as 'access roads' to under 20mph.

Any aspects which make it less relevant to York

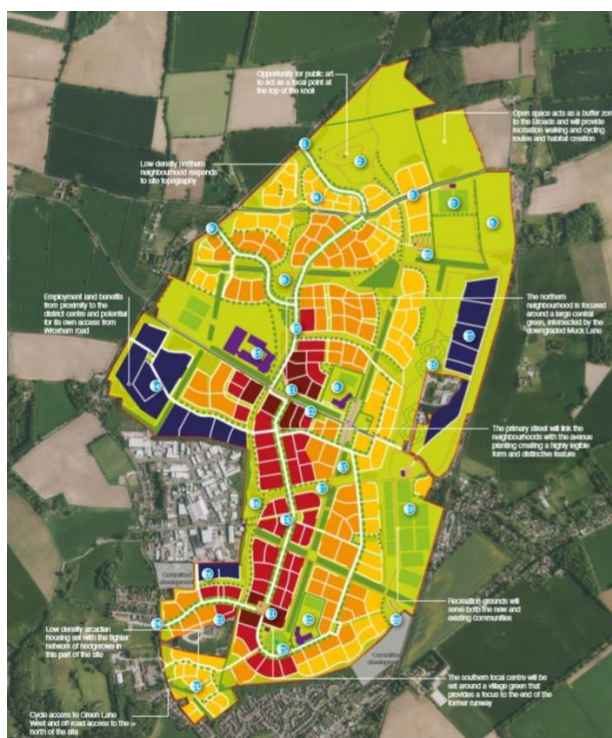
Not being a unitary authority, Norwich's transport planning tends to be dominated by the concerns of its rural hinterland. This tends to be car-dominated.

Norwich is larger than York. It has an international airport. It is quite remote from other large urban areas. It has two complete ring roads and a third now almost complete - comprising northern and southern by-passes.

Demonstrator new neighbourhoods

The planned extension at Bowthorpe (population just under 12,000), to the west of the city, is now largely complete. It comprises three neighbourhoods and an industrial estate, all linked to the city by frequent bus.

Rackheath Eco Settlement proposes just over 5,000 homes. There is a Master Plan, and the aim is to be carbon-neutral. It would connect to the city by road and the P&R, and by rail via new station. Modal split would also be affected by bus-gating and new cycle tracks.



Best practice in engagement and consultation

NCC commissioned an evidence report, drawing together statistics, traffic data and research. This informed public consultation on the best scenarios to test.

Policy 4 of the new LTP deals with achieving the required behavioural changes to support the use of sustainable transport.

LTP4 was subjected to extensive consultation with the public, stakeholders and special interest groups. This lasted 6 weeks, and focused on expressing priorities. The consultation involved Norfolk Youth Parliament, and attempted to engage with under 18s.

Additional research was commissioned on environmental impacts, providing a basis for consultation with statutory environment bodies. Research was commissioned to assess the impact of various policy measures on carbon emissions.

Possible contacts

The role of Executive Director of Community and Environmental Services (Tom McCabe) includes Highways and Transport.

The person responsible for the LTP is David Cumming, Strategic Transport Team Manager, Infrastructure Development, Community and Environmental Services
Norfolk County Council Tel: 01603 224225 | Mobile: 07500 102509.

Author: John Stevens V2.1 21st May 2021

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LTP4 Case Study – Oxford, UK (2nd DRAFT)

1. Context

1.1 General Background

Oxford is the [county town](#) and only city of [Oxfordshire](#). The City covers an area of 17.6 sq. miles, and the County 1006 sq. miles. The County Council area includes four other District Councils areas besides the City of Oxford - Cherwell (north / north east of Oxford), South Oxfordshire (south east), Vale of White Horse (south west) and west Oxfordshire (north west). It is 56 miles (90 km) northwest of [London](#), 64 miles (103 km) southeast of [Birmingham](#), and 61 miles (98 km) northeast of [Bristol](#). Its population increased by 12% in the last decade, and in 2017, its population was estimated at 152,450. Oxford is one of the most diverse small cities in Britain with 22% of the population coming from [Black, Asian and minority ethnic](#) (BAME) groups.

Oxford's is a major and rapidly growing employment centre, providing a third of Oxfordshire's jobs. Its economy includes manufacturing (including the BMW Mini plant at Cowley), publishing and science-based industries as well as education (two universities and the John Radcliffe teaching hospital), research and tourism (9 million visitors pa). Between the 2001 and 2011 censii it gained 14k jobs, a 16% increase. The employment in the eastern arc of Oxford (43.6k) now exceeds the employment in the city centre (39.8k). Slightly more commuters come from outside the city (45.8k) than from within (42.4k).

It is a both an historic and more modern 19th – 21st century city with a Medieval core, dominated by the university of Oxford and its multiple colleges, along with a small pedestrian area and significant shopping centre, and a number of churches, museums and other buildings of interest. The rivers [Cherwell](#) and [Thames](#) run through Oxford and meet south of the city centre. These rivers and their flood plains constrain the size of the city centre. Manufacturing (including the BMW Mini plant), the science and innovation parks, Cowley District Centre, and much modern housing therefore lies to the south east of the historic city, away from the protected core and Thames flood plain.

1.2 Governance

Oxford City Council was a self governing County Borough until 1974, and has since been is a shire district Council with responsibilities for Planning, Housing, Leisure and local environmental services. Since the May 2021 elections its composition is Labour 34 seats, Lib-Dem 9 seats, Green 3 seats and Independents 2 seats. Labour controls the Council.

The County Council is the Highways & Transport Authority. It has been under no overall control since 2013. Since the May 2021 elections its composition is Conservative 22, Lib-Dem 21 seats, Labour 17 seats, Green 3 seats and Others 2 seats. A Lib Dem Labour Green coalition is now taking control. There is an Oxford Strategic Partnership as well as the Oxfordshire Local Enterprise Partnership. Oxford and Oxfordshire sit within the South East Region of the UK in Governmental terms.

1.2.1 Local Plan

The Oxford Local Plan 2016 – 2036 was adopted in June 2020. See:

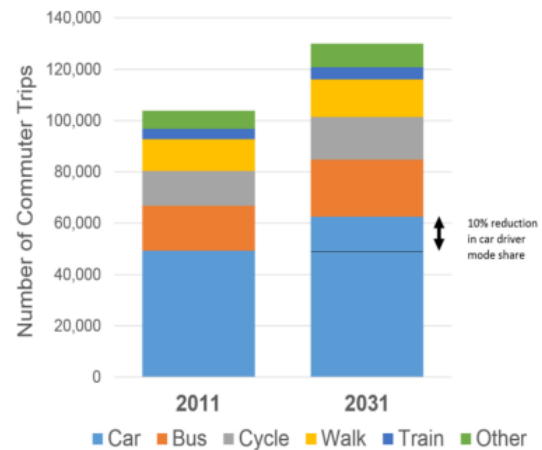
https://www.oxford.gov.uk/info/20067/planning_policy/1311/oxford_local_plan_2016-2036

The background to the plan is a growing economy on the one hand, with Oxfordshire and Oxford as one of the top three clusters in the world for a number of technologies with Oxford’s knowledge intensive economy, two universities and many associated research institutions, and an acute housing crisis on the other, with Oxford’s average house prices being more than 17 times average wage and it having the greatest affordability issue of any city in the UK. Oxfordshire Strategic Housing Market Assessment (SHMA) identifies housing need between 24,000 and 32,000, of which only 10,000 homes will be provided in Oxford itself, albeit at some considerable expense to playing fields and other green spaces, the rest being met by additional housing in surrounding districts, but not the full requirement. This displaced housing provision is due to the strict adherence to the extremely tight green belt round Oxford, and to some green spaces within it also being covered by the designation (e.g. much of the Thames and Cherwell river [flood-meadows](#). (Flags what York may be faced with in future once a Local Plan and Green belt is finally adopted!). Providing the majority of new housing remotely obviously has major commuter travel and mode share implications.

1.3 Current Transport Picture (incl. modal split info, PT situation, etc.)

Locally, the use of the car remains dominant - see figure showing past and projected business as usual modal splits:

The city has a complete, albeit heavily congested outer ring road part comprised of two A roads round it, and the local A4142 completing the circle through the south east of the city. The road network within the city is heavily constrained and overloaded, going back many decades. There are areas of poor air quality in the centre, district centres and near ring road junctions, attributable to road traffic. A bus based Low Emission Zone (LEZ) introduced for the city centre in 2014 led to improvements but levels of some pollutants were still above target levels, requiring further action.



Traffic levels in and on the major roads around the city have been broadly static since 2001, but within that overall picture traffic flows into Oxford city centre have reduced by 24% since 1993. This is attributed to a combination of measures, including city centre traffic restrictions (e.g. the five bus gates implemented in 1999 – which means that during peak hours, vehicles passing directly through the city centre only account for 15% to 20% of all trips entering the area); high public parking charges; planning policies that restrict parking supply in new developments; controlled parking zones to remove free on-street visitor and commuter parking; public transport, walking and cycling improvements, including Park & Ride expansion; and targeted road capacity improvements – largely on the ring road. From elsewhere in the document can be added the restricted public off street parking supply (1670 off-street car parking spaces in the City centre, compared to 3300 in Cambridge city centre, 5200 in the centre of Reading and around 5000 in York City centre). It’s also clear that this is linked to additional jobs and activity being in locations outside the city centre – notably the “eastern arc” through Headington, Cowley etc. – the price of city centre traffic restraint?

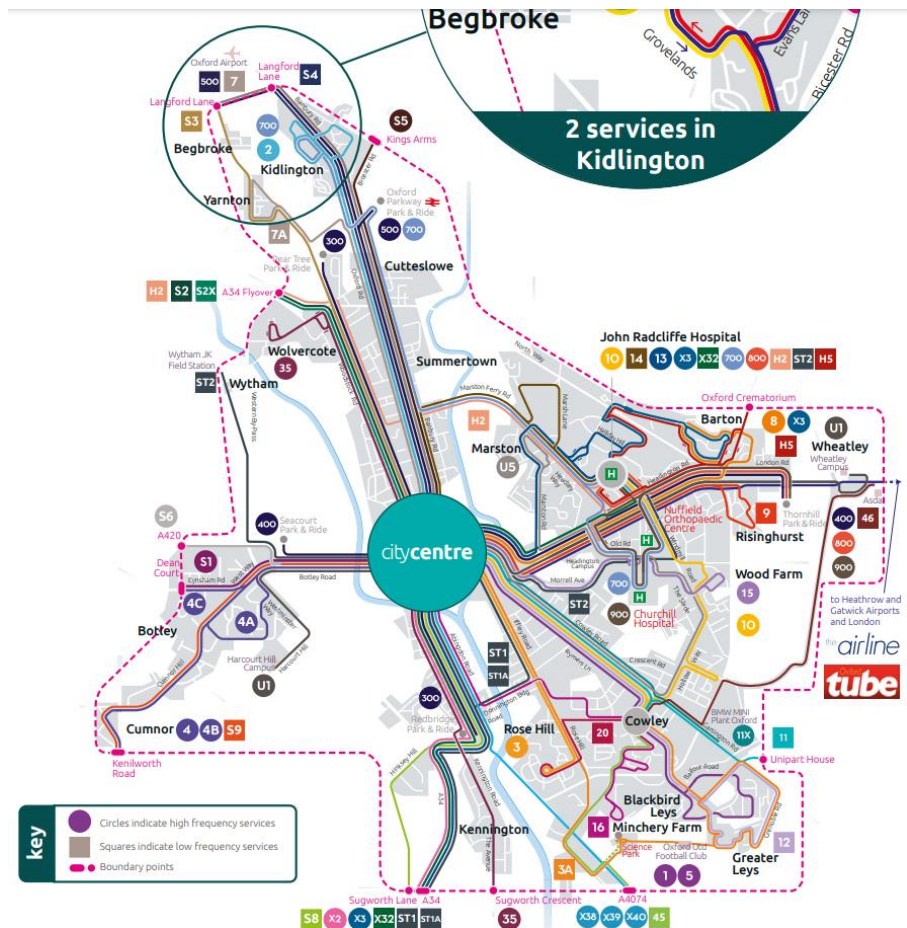
Oxford is well linked to further afield by road, rail and long distance coach.

Rail. Rail takes a 5% commuting mode share.

Park and Ride. There are six services, 3 run by the City Council and 3 run by the County Council (one longer distance one from Bicester). The five Oxford ones have 5,000 spaces, all located close to the ring road, and are a popular choice for longer-distance commuting movements. However, this is exacerbating congestion on parts of the ring road. This congestion delays all traffic, including buses coming into the city.

Buses. Bus usage is one of the highest for a shire City (36% for highest MSOA in 2011) but largely static. Bus routes have a predominantly city centre focus, but with one sub orbital route in the eastern arc (see map).

Services are provided locally by Stagecoach Oxfordshire, plus Oxford Bus Company and Thames Travel; longer distance (London, airports, etc.) Stagecoach, Oxford Bus Company, National Express, the Oxford Tube.



Traffic congestion is a serious issue affecting bus journey reliability and journey times of bus services from all parts of the city and county, particularly when approaching and crossing the ring road and on the radial routes into the city. Congestion also has a serious impact on public transport within the Eastern Arc, making journeys on the orbital routes longer and less reliable.

Cycling. Oxfordshire Cycling Network estimates that 3% of journeys in the County are made by cycle. However in Oxford itself cycling takes a 50% share of local commuting (having increased 30% between the 2001 and 2011censii) and it's also Oxford 30k full time students preferred mode.

For Oxford's cycle network see: <http://www.transportparadise.co.uk/cyclemap/>. The network looks similar to York with a mix of off road riverside, quiet back roads and busy roads with cycle lanes, with gaps in key locations. As in York, local cycling interests in Oxford highlighted the lack of high quality routes providing continuous facilities, conforming to a specific standard as the biggest barrier to increased cycling. The severance of walking and cycling routes at the edges of the city, particularly by the outer ring road is highlighted and the need to address it with further development planned

beyond it on the southwest. This will be equally pertinent to York given the current draft local plan out of city developments north of Clifton Moorgate and towards Elvington.

Walking. 25% of journeys to work for people who both live and work in Oxford are made on foot.

2 Transport Planning

2.1 Local Transport Plan

Oxfordshire County Council’s current Local Transport Plan, Connecting Oxfordshire, was adopted in September 2015, and updated in 2016 in order to strengthen the emphasis on improving air quality and making better provision for walking and cycling.

- [Connecting Oxfordshire volume 1 – policy and overall strategy \(pdf format, 10Mb\)](#)

The main document is supplemented by countywide mode specific strategies, two corridor strategies and two area strategy (the first covering Oxford):

- [Connecting Oxfordshire volume 2 - Bus Strategy \(pdf format, 1Mb\)](#)
- [Connecting Oxfordshire volume 3 - Rail Strategy \(pdf format, 3Mb\)](#)
- [Connecting Oxfordshire volume 4 - Active Healthy Travel Strategy \(pdf format, 763Kb\)](#)
- [Connecting Oxfordshire volume 5 - Freight Strategy \(pdf format, 1Mb\)](#)
- [Connecting Oxfordshire - local transport plan - A40 route strategy \(pdf format, 1Mb\)](#)
- [Connecting Oxfordshire - local transport plan - A420 route strategy \(pdf format, 800Kb\)](#)
- [Connecting Oxfordshire volume 8 part i - Oxford Transport Strategy \(pdf format, 3Mb\)](#)
- [Connecting Oxfordshire volume 8 part ii - Area Strategies \(pdf format, 2Mb\)](#)

The County are currently working to update it in the form of a “Local Transport and Connectivity Plan” (LTCP), to better reflect our strategy both for digital infrastructure and for connecting the whole county. They are developing and consulting on it in 2 stages. The first stage is the production of a [vision document](#), which went out to public consultation in February 2021. Consultation on the full LTCP document is anticipated in autumn 2021, before approval and adoption in winter 2021/22.

The Vol. 8i Oxford Transport Strategy (OTS) covers not just the City but also the radial approaches to it. It envisages a 25% growth in travel over the 20 year plan period – 26k extra journeys within Oxford.

An Alan Baxter 2017/8 Movement and Public Realm Strategy jointly was commissioned by the City & County and gives an excellent analysis of the issues for Oxford– see:

<https://www2.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/roadsandtransport/transportpoliciesandplans/areatransportstrategies/oxford/03001-FinalReport-RevC2.pdf>

2.2 Priority objectives of the Plan

LTP Goal	OTS Challenge	OTS objective
To support jobs and housing growth and economic vitality across Oxfordshire	Oxford’s economy is growing and changing	Support the growth of Oxford’s economy by providing access to appropriately skilled employees and key markets.
	Economic growth is happening in new locations and needs effective connectivity	Ensure business sectors are well connected to each other and are provided with effective and reliable access to strategic networks

	More people are travelling into Oxford and travel patterns are changing.	Provide effective travel choices for all movements into and within the city
To support the transition to a low carbon future	Oxford is experiencing rapid population growth and demographic change	Promote modes of travel and behaviours which minimise traffic and congestion
	Housing demand is not being met and we need high quality new neighbourhoods	Focus development in locations which minimise the need to travel and encourage trips by sustainable transport choices
To support social inclusion and equality of opportunity	Oxford is a tale of two cities	Provide a fully accessible transport network which meets the needs of all users
To protect and, where possible, enhance Oxfordshire's environment and improve quality of life	We need to better balance different needs in the city centre.	Provide an accessible city centre which offers a world class visitor experience
To improve public health, safety and individual wellbeing	There are major challenges with the urban environment, air quality and obesity in the population.	Tackle the causes of transport related noise and poor air quality and encourage active travel in the city.

2.3 Strategic approach adopted/proposed

The Oxford Transport Strategy (OTS) is an integrated strategy with three components: mass transit, walking and cycling and managing traffic and travel demand. It says that there is no single solution to tackle Oxford's long-term challenges: all three components are needed in combination to deliver the objectives of the OTS. A new mass transit network for Oxford will be critical in meeting future connectivity needs in the city. This will deliver a step-change in travel choices for diverse movements within and into the city. Mass transit and walking and cycling improvements will be enabled and supported by an ambitious agenda of road space reallocation, and a much stronger focus on reducing traffic demand in the city.

2.4 Principal policy measures adopted/proposed

Mass Transit: The aspiration for 2035 is that Oxford will provide its residents and visitors with a connected, modern mass transit network which provides a cheaper, faster, and more reliable travel option than the private car for the majority of journeys to and between destinations in the city:

- Rail; major Oxford station and service improvements (including a new transport interchange, with bus station, taxi area, car parking, twice as much cycle parking, and walking / cycling access improvements) - a 70% increase in patronage at Oxford Station was expected by 2026. Reopen the Cowley branch for passenger trains, creating stations at Oxford Business Park and Oxford Science Park served by an extension of the London Marylebone to Oxford East-West Rail Phase 1 service.

- **Bus Rapid Transit (BRT);** prioritised road-based travel over and above the standard bus services. Three BRT routes have been identified, on routes with significant resident and workplace populations (39-64k residents, 32-54k employees – may struggle to match these sorts of numbers in York). Two lines are centred on existing corridors of significant bus patronage, serving the city centre, key radial routes and three of the city's Park & Ride sites. The third Line 3, separated into two branches to the north and south of the city, delivers an orbital service. They see this has the potential to transform attitudes to travel both within and to the Eastern Arc. This is likely to be the most challenging line to deliver since existing bus use on this orbital route is relatively low, traffic congestion is substantial, and there are few existing bus priority measures in place.
- **Buses and coaches.** Ongoing conventional improvements are posited, combined with possibly providing two cross centre bus tunnels – at around £1/2bn – to improve access to the pedestrian core and speed cross centre transit. However this seems to be more aspiration than likely to occur.

There is also a radical revamp of Park and Ride looking to relocate existing sites further away from the city to reduce congestion on the ring road and its approaches, including doubling the number of spaces provided.

Cycling. The OTS proposes a network based on a hierarchy of Cycle Super Routes (with a high level of continuity, complete or semi-segregation), Cycle Premium Routes and Connector Routes linking major origins and destinations, and particularly focused on the Eastern Arc, where 69% of journeys to work are 5km or less, but only 44% of within city trips are made by walking or cycling. Shades of Rawcliffe & Clifton Without, Acomb Park, Copmanthorpe and other similar areas round York!!

75% of all cycle casualties occurring within Oxford as a result of traffic collisions took place at or within 20m of a junction. A central concept of the Oxford Cycle Strategy is therefore to address key junctions with segregation, priority or safer treatments for cyclists. Pre-signals for cyclist, two-stage right-turns, or cycle bypass-tracks will be considered in improving safety at large signalised junctions.

Longer term, to address the city centre cycle parking shortage, underground or basement cycle hubs or conversion of an existing underground car park (with a dedicated cycle hub potentially commercially operated and providing bike hire and bike maintenance facilities) are suggested. The Oxford Station masterplan includes 1000 spaces within two such facilities.

Walking. The strategy on walking sees a clear opportunity for local walking networks to integrate with the city-wide cycling network and also link to public realm improvements (e.g. providing measures to improve access on foot and transit stops and interchange hubs as part of them). A vast improvement to the public realm for pedestrians to maximise the city centre's value as a shopping and tourist destination is proposed.

Managing traffic and travel demand: The strategy proposes additional access restrictions in the city centre and Eastern Arc and reallocation of road space to other modes. This fundamental principle relies on the general presumption against travel by car within the urban area. The outer ring road will be promoted as the primary route for all short-distance car trips and increasingly for cross-city movements as traffic restrictions on some of the roads within the city are introduced and road space reallocated to enable mass transit, walking and cycling improvements. They see an ongoing policy of improving the key ring road interchanges, along with Intelligent Transport Systems (ITS) such as

Variable Message Signs and variable speed limits being applied along parts of it as being consistent with this.

They also propose, subject to further work and consultation, the introduction of a city-wide Workplace Parking Levy (WPL) for three reasons:

- Mode shift – Those staff that have parking charges passed down by their employer will be incentivised to seek alternative methods of getting to work.
- Nett WPL income Funds would be ring-fenced solely for reinvestment into the transport network to improve alternatives to the private car and further influencing mode choice; and
- A charge on spaces - regardless of whether they are used - will encourage employers to reduce their supply of private parking presenting the opportunity to redevelop land previously used for parking for employment or housing.

With minimal exceptions, the levy would apply to all employers with a provision of employee parking over a certain threshold. The city centre could be charged at a premium rate, and they would consider a pricing strategy depending on the levels of accessibility throughout the city. To avoid the risk that a WPL could, by reducing traffic into the city centre, release capacity which would be filled by through traffic, they are proposing to reduce thru traffic levels in the longer term by further restrictions.

Public parking policy is also covered with proposal for rationalisation and a shift to consolidated underground car parks in the city centre, and a pro public transport zonal charging system.

Road pricing is mentioned as a possibility but effectively dismissed on implementation and operational cost grounds.

Financing requirement: Detailed costing is to be determined through more in-depth studies. Initial estimates suggest that implementation will require a total capital investment (including funded schemes) of around £1.2 billion (of which about half is for the suggested city centre bus tunnels). When factored against the level of growth expected within the county in the next 20 years, this equates to an investment of approximately £14,000 per additional job and home. The city centre transit tunnels will require the most significant shift in the way Oxford's transport infrastructure is funded. The remaining c£600m of capital investment would represent an annual investment of £30 million per year over the next 20 years, roughly double Oxford's current annual spend.

It says their 2 and 5 year capital investment programmes will see us delivery of committed schemes utilising the £93 million City Deal and Oxfordshire Growth Deal investments; developer funds and Community Infrastructure Levy funding, and local authority funds. Future funding is vaguer – reference is made to the OTS providing a framework and context for future funding bids. Schemes such as zero emission BRT and the Workplace Parking Levy are in the feasibility stage, and optimum solutions and funding programmes are being worked up through collaborative working with public transport operators, major employers and other stakeholders (an illustrative table covers the possibilities).

2.5 Key Performance Measures

None indicated.

2.6 Provision for disabled travellers

To be researched. Basic information on Oxford's shopmobility scheme, radar key toilet facilities 5 No. Park and Ride and blue badge parking is available here: <https://oxfordcity.co.uk/about-oxford/disability-information/>

3 Particular relevance to York (objectives, strategy, measures, implementation)

3.1 Useful Pointers

Overall Strategy The emphasis on all three components of Oxford's strategy being essential, the very strong emphasis on delivering a step change improvement in public transport via the BRT (and reallocating road space for that and active modes) linked to the general presumption against travel by car within the urban area (and use of a WPL to back that up) is probably the key takeaway.

Bus Rapid Transit (BRT) – This is obviously an absolutely key component of Oxford's strategy driven by the heavily constrained road network and the need to move to another level to shift more car use to public transport, and in that sense parallels York and its residents' desire for better public transport as an alternative to the car. The OTS describes typical features of BRT as including: a high level of road priority up to full segregation; larger, modern-looking, higher quality buses; off-board ticket purchasing systems; faster methods of passenger boarding and fare collection; high quality passenger waiting facilities; real-time information systems; the extensive use of 'Intelligent Transportation Systems' in the operating control system; and a unique and attractive public image and identity. They see BRT is a more cost effective and flexible alternative (i.e. some bus services may deviate off-route) to mass light rail transit systems, and one that delivers very similar benefits.

York is already doing or contemplating - as part of the emerging Bus Service Improvement Plan (judging from Julian Ridges presentation to last week's Bus Forum) – many of the things Oxford is proposing for buses generally. However does York have the volume of employment and residency that Oxford see as justifying and making the BRT concept viable on any particular corridors in York? We perhaps need to get more evidence for Oxford's numbers and number crunch potential corridors (city centre - Uni & science park – Elvington either separately or with Clifton Moor – York central – city centre, also Monks Cross – city centre – college). If the numbers don't work what do we do? Is further densification of employment and activity possible through Local Plan amendments? Do we also need an article 4 designation of remaining city centre, Clifton Moor & other major employment sites to stem the ongoing loss of workplaces there to residential use (York's office losses to residential previously reported as the highest of any UK city)?

The idea of bus tunnels through the city centre is also interesting – it could certainly allow buses to transit more easily and rapidly depending on where the tunnel entrances and exits were (Rougier St to Stonebow?, Clarence Street / Bootham to Piccadilly?). It would potentially also allow 'subway' stops in the heart of the pedestrian area increasing accessibility to the area compared to where stops are now. It could also be the precursor for a tram or light rail system. However how practical and affordable would they be in the York geological / archaeological context, and would this be the best use of the major sums of public money involved compared to other investment options?

Managing traffic and travel demand: In terms of dealing with city centre congestion, perhaps the most obvious pointer is Oxford's quoted existing figure of only 15-20 % through city centre traffic – linked to their use of five central bus gates . However other factors may be at play - there's only one

central bridge east over the Cherwell and two south and west over the Thames, and only a partial inner ring road to speak of. Also Oxford University dominates much of central Oxford and it prohibits students from having cars at college, so much of the central / near central local population have to walk, cycle or use public transport. The comparative through city centre traffic figure for York used to be about half (current figure needs checking). Does this point to a key potential option for reducing city centre traffic (though given the rejection of the Lendal bridge closure, would more a more flexible priced gating arrangement on the IRR work better in terms of public acceptability, plus full bus gating on the Rougier Street – Ouse Bridge – Coppergate – Pavement / Piccadilly corridor)?

Oxford's much lower city centre public parking supply is also interesting. Could we lose some of York's existing car parks (and convert some to more secure cycle parking with ancillary commercial uses to help fund, or to new purpose built employment sites for start ups, small businesses, etc., that want a city centre location, with appropriate planning gain towards transport provision)?

Oxford's future strategy also relies heavily on introducing Workplace Parking Levy (WPL) & road space reallocation, not Road User Charging (RUC) to help relieve congestion and allow road space reallocation to alternative modes – but York has a much lower level of city centre workplace parking in the first place so a central WPL doesn't look particularly worthwhile. However York has massive amounts of car parking in it's out of town employment, retail and leisure centres, albeit the alternative transport options to those out of town locations is generally poor. Would a WPL for these locations that was used to fund improved alternatives be publically acceptable and can we improve the alternatives sufficiently with the likely income to be acceptable? Would DRT (not mentioned in Oxford's strategy) have a role on the Public transport side, given the likely difficulty with providing / funding sufficient conventional bus routes? Such an approach would also help to counter the centripetal effect on development of high charges for the city centre versus free car parking elsewhere. If we were to pursue this, a local accessibility based WPL charging arrangement sounds appropriate and useful in terms of acceptability.

On cycling & safety Oxford's emphasis on address key junctions with segregation, priority or safer treatments for cyclists looks like something worth examining further.

3.2 Any aspects which make it less relevant to the York situation

Oxford's booming economy, key national role academically and to the knowledge economy, plus its proximity to London and the M4 corridor, and the opportunities and challenges those bring are a different kettle of fish from York's struggling economic position, and much lower employment intensity and inward commuting. If a booming place like Oxford currently has only got an average £15m transport investment a year where does that leave York?

3.3 Any demonstrator new neighbourhoods built/planned

No. The Local plan sites are nearly all infill, none of sufficient scale for a genuine new community.

3.4 Best practice examples of engagement and consultation

To be researched.

3.5 Possible Contacts

To be researched.

DMM – 6 June 2021

LTP4 Comparator Case Study – Dijon (DRAFT)

1. Context

Background

Dijon is located in the Burgundy prefecture of the Côte-d'Or department and Bourgogne-Franche-Comté region. As of 2018, there were 160,186 residents in the city itself. Including surrounding towns and villages in the wider area this rises to 259,000. Dijon is very compact, with a population density of 3,935 inhabitants per km², 60% of whom live within 3 kms of the inner city. The city centre is a UNESCO World Heritage Site.

Dijon's layout and geography are similar to York:

- In a large plain with river running through the centre and a large lake, similar in relative size to the Ouse Ings, upstream of the centre.
- Major rail station on a bending site close to the centre of the city with junctions to the south.
- Circa 300km from Paris, similar distance as York to London. TGV express trains take 1h40 from city to city, within 7 minutes of the fastest trains from York to London.

Like York, Dijon is an historic transport hub and centre of educational excellence. A tourism hotspot, it is visited by circa 3 million visitors and hosts several major festivals each year. It is known for its architecture and is adjacent to some of the best vineyards in France. The similarities continue with a cathedral, major museums, a theatre and opera house. There are extensive botanical gardens and parks.

Governance

This section is copied from *Eur. Transp. Res. Rev. (2017) 9:7, Appropriate National Policy Frameworks for Sustainable Urban Mobility Plans, May et al.* Additionally, reference to other legislation is made in section 3.4.

Useful background, but needs a good edit

National policy In France

Plans de Déplacement Urbains (PDU) – the French version of Sustainable Urban Mobility Plans (SUMP) - were created by the 1982 domestic transport orientation law. However, their development really started with the 1996 air quality law, which made them compulsory for urban areas of over 100,000 population. Since then, the regulatory framework has been extended to improve the compatibility with land planning and other planning documents (regional land use plan, air protection plan), to extend their objectives (accessibility for disabled people, new mobility forms such as car sharing and electric vehicles) and to better define the process itself (environmental assessment, revision procedure).

Since 2014, a series of five new laws impacting urban mobility planning have come into effect. At the national level, the launch of stage 3 of decentralisation emphasises the roles of regions and associations of cities rather than departments and stand-alone cities. These laws also support energy transition in urban mobility via the promotion of low emission and electric vehicles, intermodality and active transportation, and they extend the concept of mobility plans to non-urban areas. A large range of actors are targeted: regions, departments, local authorities, cities and enterprises (with compulsory mobility plans for enterprises over 100 persons).

Decentralisation

The recent series of laws enhances the role of cities and regions, but the scope of actors' responsibilities remains complex. Roads are the responsibility of cities, department or state, depending on their status. Parking is currently shared by cities (public and on-street parking) in association with private sector, regions (regarding intermodality) and state (law enforcement). Local authorities are responsible for urban public transport, which is specified by the local authority but provided by the private sector under a franchise. Local rail services are operated by the national operator SNCF under contracts with the regions, while national rail services and long-distance coach services are open to competition in the private sector. Cities are also in charge of active transportation, car-sharing and electric mobility, but with private sector involvement.

Support for SUMP

The support from national government to cities includes guidance on methodology, the state of the art, and a catalogue of measures (see www.certu-catalogue.fr, the on-line library disseminating free and charged documents). Ministry services are also involved in the PDU process itself at different stages. At the outset, they introduce cities to the PDU principles, including the legal framework, objectives and process. As a statutory consultee they are involved in the PDU process and at the end they give an opinion on the PDU decided upon by the organizing authority. Eventually, they also have to do an a posteriori legal check once the PDU is about to come into force.

Participation and political support

The political support for PDUs is strong from both the national level (as shown by the recent series of laws), and the local level. Almost all cities over 100,000 inhabitants have a PDU or are engaged in the process of having one, which is compulsory, and numerous smaller cities have freely engaged in the mobility planning process (producing either a PDU or another form of document). Therefore, the challenge with participation is now not in the political support, but rather in the involvement of citizens in the process to improve the effectiveness of the PDU. The legal framework requires nothing more than a final public inquiry. Some cities have therefore initiated more participative approaches to create a real dialogue with citizens throughout the process.

Laws and regulation

The French legal corpus is now substantial. It requires the effective involvement of all actors (state, regions, local authorities, private sector). It enables the support for national objectives (e.g., pollutant emission reduction) at the local level either directly or through national and regional frameworks imposed on PDUs. However, the proliferation of planning documents demanded may cause complexity in the cities' planning processes. The recent laws, proposing a first merger between mobility and land use planning, are an attempt to reduce this complexity.

Pricing and taxation

National government determines vehicle and fuel taxes, with a tax incentive for diesel compared to petrol. Local authorities define parking charges and set the urban public transport fares. Until 2005 the government could define a maximum annual percentage increase for social reasons. Since 2005, its action has been limited to fares for disadvantaged persons. Despite this decrease in price control, the average fares have decreased between 1995 and 2012. This is a strong signal of the will to increase the use of public transport. Today, urban

public transport pricing follows two leads: social pricing to ensure that low-income persons can access mobility, and intermodal pricing to support the use of several modes and networks.

Finance

Cities are mainly financed by national government, fares, charges and local taxation. Local taxation includes a tax dedicated to public transport funding, called the 'versement transport'. This tax, paid by firms with ten or more employees, finances 40% of the public transport budget, which exceeds the contribution from fares. Transport infrastructure management is financed by the corresponding responsible authority (either public or private), while the funding of new infrastructure involves national and local authorities, potentially with an involvement of the private sector.

Monitoring and research

At the national level the global state of progress of PDUs is regularly monitored. Laws require cities to assess their PDU every five years and, if needed, to update it. However, the Ministry has only limited capacities for active monitoring. Moreover, it only has a few sanctions available for those cities which do not monitor and update their PDUs; these include programmes for financing public transport infrastructure, where cities are required to have a PDU to be eligible. As a support for cities in their mobility planning, the Ministry continuously finances methodological, state-of-the art and assessment studies, e.g., via the creation and the financing of Cerema, a public body which supports national and local authorities in the field of sustainable development. This enables cities to implement more effective PDUs and provides feedback from local innovations to the central Ministry.

Thumbnail of current transport provision

To be added

2. Transport Planning

Local transport plans

Dijon adopted its latest transport plan (the metropolitan project), in November 2017 but, it is already a city at an advanced stage of decarbonising transport and increasing use of both public transport and active travel modes. By any measure it is an excellent example of what can be achieved with vision and purpose.

It has actively engaged and included surrounding towns and villages as fundamentally important contributors to the success of the project, something to which York should aspire irrespective of the outcome of the present local authority review process.

Primary objectives of the Plan

Need to add this

Strategic approach

Covered below – need to separate out

Principal policy measures

Development

Like most cities, Dijon had suffered from increasing congestion, air and noise pollution, insufficient bus provision on a road network increasingly clogged with cars. In 2008, the regional assembly of Greater Dijon voted to move to an integrated, multi-modal, greener and more active solution including building a tram network of some 20km on two lines, intermeshed with improved bus services employing 102 hybrid buses, and adding 36km of segregated bicycle lanes with 7 bike stations.

The tram system was inaugurated in late 2012, on time and within the €399m budget, assisted by the decision to co-operatively develop the system with Brest in Brittany, saving 25% on the purchase price of the tram stock (32 sets for Dijon).

The goals of the new system were to desaturate the transport system in the city and achieve significant modal shift from the car by providing a meaningful and attractive alternative proposition that connected previously neglected parts of the city and enabled fast, safe and affordable links between all areas including universities, sports facilities, enterprise zones and commercial centres. Within 3 years of the new system being inaugurated, there was a 40% increase in journeys to 47 million.

Since the start of 2017, Keolis has managed all mobility services: bus, tram, bicycle and parking under the operating name of Divia Mobilités. Ticketing is simple with a single, contact-free card that can be used on all public transport services, including shared bike hire. With much of the city centre pedestrianised, accessibility is provided by free, electric shuttles within the core of the city (see below left). Further afield, between 2017 and 2019 €15m was spent upgrading 140 bus stops and installing bus priority lights at 120 signalised junctions.



Cycling

Dijon has developed a network of segregated cycle lanes in the city and, in the wider area, a total of almost 300km of safe lanes for bikes. From mid-2019 to the end of 2020, 1900 bike park arches were installed in the city bringing the total to over 5000 with more to follow. In addition, 11 secure bicycle shelters have been set up in connection with the tramway (above right). These 'Divia VéloParks' allow cyclists to park their bikes in covered, lit and secure shelters, under camera surveillance. The use of this service requires a monthly subscription of €1 or annual subscription of €10 (the service being free for certain DIVIA subscribers).

The Car – Differently'

Through-city traffic was banned in 2013. Motorists in Dijon are encouraged to use their vehicles in other ways: park-and-ride facilities make it possible to avoid entering the city with a car; car-sharing is a new solution making cars a service which can be used according to demand; carpooling allows a motorist to take other passengers on the same journey, which lightens motorway traffic and allows transportation costs to be shared. The car-sharing

service offers various car types as options to optimise the customer offering: city cars, medium and large vehicles are available and the service has recently been expanded to include minivans. Information on prices, card and ticket orders, points of sale, network maps, and park and ride facilities are on the Divia website <https://www.divia.fr/bus-tram>.

Walking: 'The Street Code'

For several decades, most French cities, including Dijon, have undergone changes to enhance pedestrian safety, calm traffic and better share public space.

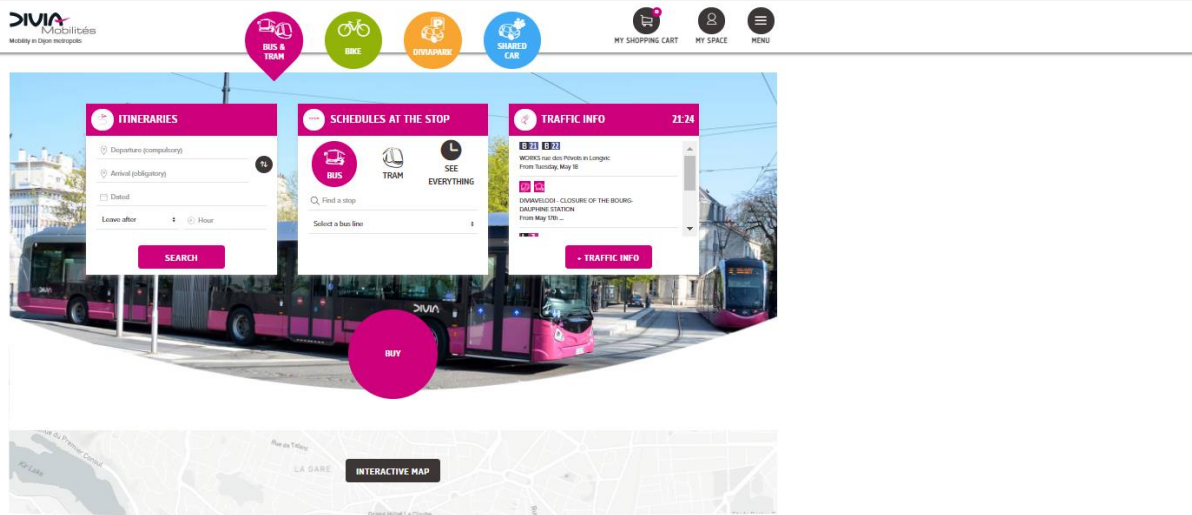
These changes involved questioning the historical conception of French urban development. It rebalances the uses of public space in favour of increased quality of life and active transport modes such as walking and cycling. In 2006, France initiated a consultation process prior to an adaptation of its highway code which was until then largely beneficial to cars, to the detriment of other transport modes.

The 'street code' was initiated in 2008 (*Decree No. 2008-754 of July 30, 2008 – there have been more since*) through several measures aimed at implementing safe spaces for pedestrians and cyclists in particular:

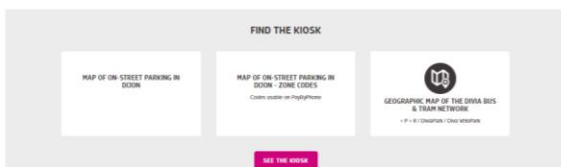
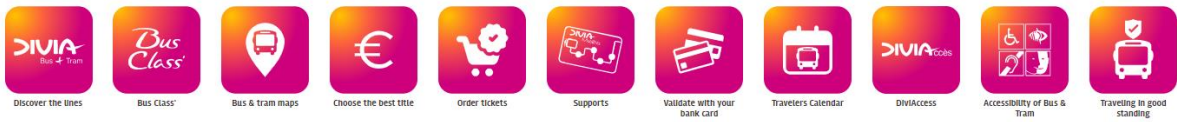
- Prioritising vulnerable users.
- Redefinition of the pedestrian area and 'zone 30'[km/hr].
- Introduction of the concept of meeting areas / plazas.
- Adopting two-way cycle paths within 'zone 30' and plazas.
- Creation of traffic lights for cyclists.

Ease of Access

A key feature of Dijon's transport infrastructure is its operation, like TfL in London, by a single organisation, Divia. All services are accessed via a user-friendly website. Like most of the city web pages, all main content aside from downloadable files is available in English. The services are very easy to access and navigate, along with interactive maps that assist in local travel planning for things like hiring a bike from a particular tram station. The main page is copied below. Users can switch between transport mode sites with a single click on coloured icons at the top of the main page.



PUBLIC TRANSPORT: BUS & TRAM IN DIJON
THE BUS & TRAM IS ALSO ...



Modal Share

The most recent data available is from a survey completed between December 2015 and March 2016. More recent data would be preferable, especially when considering the 40% rise in PT use between 2012 and 2015 and probable subsequent trend.

- 20% of all metropolitan area residents (wider city region) use PT daily. 53% favoured car travel, tram/bus/train accounted for 13% of journeys (12% Strasbourg, 10% Montpellier for comparison).
- Walking and cycling accounted for 33% of journeys.
- 57% of all journeys were less than 3km, 25% less than 1km.
- Purpose of journey: work 22%, shopping 18%, study 13%.
- Average distance of each trip made: 3.7km. Residents of wider city region make 3.6 journeys each day for a total average distance travelled of 13km, 18 minutes per trip for a total of 54 mins travelling per day.

- Car ownership: Average number of cars per household in city region: 1.05. 23% of households own no cars and 25% own fewer than 2 cars.

Key performance measures

To be researched.

Provision for disabled travellers

To be researched.

3. Relevance to York

Useful lessons and pointers

Dijon is very similar to York in terms of size, topography and geographical layout. It is a major seat of learning and a cultural centre. It supports a thriving tourist industry.

It has adopted many of the policies to which York aspires. It has largely pedestrianised the city centre but includes as part of its offering a free electric bus shuttle service within the central area, maintaining equitable access for all with improved access at a large number of bus stops and tram stations throughout the city.

Dijon's approach to the management of cars is an example York should aspire to follow. By offering a genuine and attractive alternative proposition to using a car, aligned with banning transitory journeys through the city, car use is decreasing and the modal share figures in 3.6 above are impressive, especially given the data is 5 years old.

Dijon's approach to the design of new developments and neighbourhoods is of particular relevance given the number of strategic sites envisaged in York's Local Plan. Three sites are of particular relevance:

- Heudelet 26: Close to the city centre and built on a former Army barracks site of 2.8 hectares, the development includes almost 300 homes, offices, shops and artists' studios. A potential model for the redevelopment of Imphal and/or Strensall Barracks.
- Via Romana: On the outskirts of the city, this 3-hectare site has 200 homes, 30% of which are affordable, 40% free-market and 30% low rent housing. Emphasis is on quality of life with priority development of walking and cycle routes; greening of roofs, facades and inclusion of communal vegetable gardens as part of the design.
- Garden City Maraichers: The following extract is from the website of the developers of this major new quarter for the city, which is similar in scale and distance from the centre as the proposed site between Escrick and Ricall.

"The Ecocity Jardin des Maraichers is structured around a central mall generously planted and accessible to all. This central axis will distribute all of the district's service roads made up of "pacified" roads where the car and the pedestrian share the space. A square is set up to the north, in the extension of the mall in order to liven up neighbourhood life. The latter extends to the foot of the old slaughterhouses converted into shops and housing.

This predominantly residential area (1,500 housing units in the long term) will also accommodate shops, services and offices. By offering a very wide variety of accommodation (from collective to individual grouped through intermediary, from studios to T6, "flats" and duplexes), the Ecocité Jardin des Maraichers is aimed at all types of public, whether families, the elderly or students. Thus, it will be possible to have a garden for accommodation on the ground floor or even a large terrace by living on the roofs.

The neighbourhood was designed to ensure the optimal orientation of the buildings. Thus, solar gain will be maximized in winter while the creation of wetlands will cool the neighbourhood in summer. This energy management will allow real cost savings for future inhabitants”.



Dijon has implemented a policy of shared heating networks for major new developments, with piping infrastructure installed alongside new transport links such as tram lines. Mainly sourcing sustainable fuels, the schemes typically save residents between 15-30% on average heating bills. In addition, the city is developing plans for local hydrogen production using electrolysis from renewable energy sources to produce fuel to power a new fleet of public transport vehicles. These two areas of policy are highly relevant to York as it builds LTP4.

Regeneration of previous industrial sites is another key similarity and opportunity for York to model and follow. This is becoming more relevant now as investment in significant new office developments is under review as work pattern change in a post-covid world. A key example of this in Dijon is the recently-constructed joint bus/tram maintenance facility, built on the site of former railway workshops. There is an opportunity for York to re-examine potential land use within former railway workshop land in York Central for such a purpose, retaining key connectivity and employment close to the historic industrial heart of the city.



Any aspects which make it less relevant to York

As York presently has no light rail system it cannot be directly compared to Dijon at present. That said, given the relatively recent construction and introduction of the network in Dijon, it can be seen as an example of what is possible to achieve in terms of modal shift and air quality improvements. By combining tram, eco-district development and networked heating solutions, Dijon set hard targets to meet “3 times 20” by 2020:

- Reduce greenhouse gas emissions by 20%
- Increase energy efficiency by 20%
- Achieve 20% renewable energies in our energy mix

Demonstrator new neighbourhoods

To be researched – and see above

Best practice in engagement and consultation

To be researched

Possible contacts

To be researched

Public Transport Operator <https://www.divia.fr/bus-tram>
City Authority Homepage <https://www.metropole-dijon.fr/Dijon-metropole>
Eco-city Developer Home <http://www.splaad.com/ecocite-jardin-des-maraichers-dijon>
City Planning, Travel, Housing homepage <https://api-carto.dijon.fr/plui/>

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LPT4 Comparator Case Study - Bath (DRAFT)

1. Context

Background

Bath is the largest city in the county of Somerset. In 2011, the population was 88,859. At the 2011 Census Bath, together with North East Somerset, which includes areas around Bath as far as the Chew Valley, had a population of 176,015.

Bath is in the valley of the River Avon, 97 miles west of London and only 11 miles southeast of the major urban centre of Bristol.

It is best known for its Roman origins and its development as a spa town in the Georgian era. The Abbey, Roman baths and spa, and the Royal Crescent are perhaps the biggest visitor draws. The Georgian centre has many fine buildings. It is compact and widely pedestrianised. There are lots of parks and open spaces. The city became a World Heritage site in 1987.

Bath is divided by the River Avon and the adjacent canal, which place limits on traffic crossings.

Bath has two universities – the university of Bath (founded 1966 – now with over 18,000 students) lies on a campus to the south-east of the centre, while Bath Spa University (converted from a college in 1992) lies on a campus to the west of the city. There is also a large centrally located FE College.

There is a substantial visitor economy, including many from overseas (1 million staying; 3.8 million day visitors) . Services, software and publishing are now core areas of the economy, together with public sector jobs.

Bath is about 20 miles from Bristol Airport.

Governance

Bath and North East Somerset is a unitary authority – not part of Somerset County. The Liberal Democrats have control over most of the City's wards.

Bath and North East Somerset Council has established the Bath City Forum, comprising councillors representing wards in Bath and up to 13 co-opted members drawn from the communities of the city. The first meeting of the Forum was held in October 2015.

The West of England Combined Authority, which includes Bath and North East Somerset, publishes an Industrial Strategy and is responsible for the Joint Local Transport Plan (LTP4) described below. Its Transport Delivery Plan is a 5-year plan for transport investment.

<https://www.westofengland-ca.gov.uk/>

Thumbnail of current transport provision

Bath is served by the Bath Spa railway station (Great Western) which has regular connections to London Bristol and points west. and south (The Wessex Main Line). There is also a suburban station on the main line, Oldfield Park, which has a limited commuter service to Bristol as well as other destinations.

National Express operates [coach](#) services from Bath Bus Station to a number of cities. Bath also has a network of bus routes run by First West of England, with services to surrounding towns and cities, Faresaver bus company also operates numerous services to surrounding towns. The Bath Bus Company runs open top double-decker bus tours around the city, as well as frequent services to Bristol Airport. Stagecoach West also provides services to Tetbury and the South Cotswolds.

In 2005 a detailed plan was presented to the Council to re-introduce trams to Bath, but the plan did not proceed, reportedly due to the focus by the Council on the government-supported busway planned to run from the Newbridge park and ride into the city centre. Part of the justification for the proposed tram reintroduction plan was the pollution from vehicles within the city, which was twice the legal levels, and the heavy traffic congestion due to high car usage. In 2015 another group, Bath Trams tried to generate interest in tram construction. In November 2016, the [West of England Local Enterprise Partnership](#) began a consultation process on their Transport Vision Summary Document, outlining potential [light rail/tram](#) routes in the region, one of which being a route from [Bristol city centre](#) along the [A4 road](#) to Bath to relieve pressure on bus and rail services between the two cities. Finally, in 2017, the Council announced a feasibility study, due to be published by March 2018, into implementing a light rail or tram system in the city.

Transport planning

Local transport plans

There have been a number of transport plans. Colin Buchanan and Partners carried out a rather car-oriented commission in the mid 60s. A Bristol/Bath to South Coast study was published in 2004 – carried out by WSP Global. Again, it seems to have been rather highways-focussed. There have been several other regional and sub-regional studies.

A Local transport Plan was prepared jointly for the West of England Partnership. Called JLTP3, this covered and the four West of England local authorities – Bath & North East Somerset Council, Bristol City Council, North Somerset Council, and South Gloucestershire Council. The document is available here <https://travelwest.info/app/uploads/2020/05/JLTP4-joint-local-transport-plan-3.pdf>

There have been five annual monitoring reports, and supplementary documents. These are available to view online at the above link.

“A Joint Transport Study (JTS) was undertaken to recommend how to address both current transport challenges, including carbon reduction, and forecast growth. “

A new draft Joint Local Transport Plan (JLTP4 March 2020) has now been prepared by the West of England Combined Authority. This sets out the vision for transport investment in the West of England and the policy framework within which the West of England authorities will work. The new JLTP builds on the two previous plans, 2006 to 2011 and 2011 to 2026 and the Joint Transport Study, October 2017, and covers the period from 2020 to 2036.

Overall the draft JLTP4's vision for transport is: 'Connecting people and places for a vibrant, inclusive and carbon neutral West of England'

Joint Local Transport Plan

Connecting people and places for a vibrant, inclusive and carbon neutral West of England.



The full version of the JLTP4 can be accessed via the Travelwest website at www.travelwest.info/JLTP.

Figure 1.2 on page 16 shows how the LTP4 relates to other strategies, including Local Plans and the Industrial Strategy.

The Department for Transport has selected the Combined Authority area to become a Future Transport Zones. £24.4m has been allocated to deliver this programme of investment in the region. The programme runs from July 2020 to March 2024.

Priority objectives of the Plan

The JLTP aims to:

- Support sustainable and inclusive economic growth
- Enable equality and improve accessibility
- Take action against climate change and address poor air quality
- Contribute to better health, wellbeing, safety and security
- Create better places

The objectives are:

-  Take action against climate change and address poor air quality
-  Support sustainable and inclusive economic growth
-  Enable equality and improve accessibility
-  Contribute to better health, wellbeing, safety and security
-  Create better places

“By 2036 at the completion of the JLTP4 the West of England will be a carbon neutral community where walking and cycling are the preferred choice for shorter journeys, and the vast majority of vehicles on the road are decarbonised and no longer powered by fossil fuels. People will have the opportunity to move around the region using affordable, high quality and frequent public transport to access their jobs and leisure activities and for vehicles delivering goods. Public spaces will be greener, cleaner, people focused places that are no longer dominated by vehicles. “

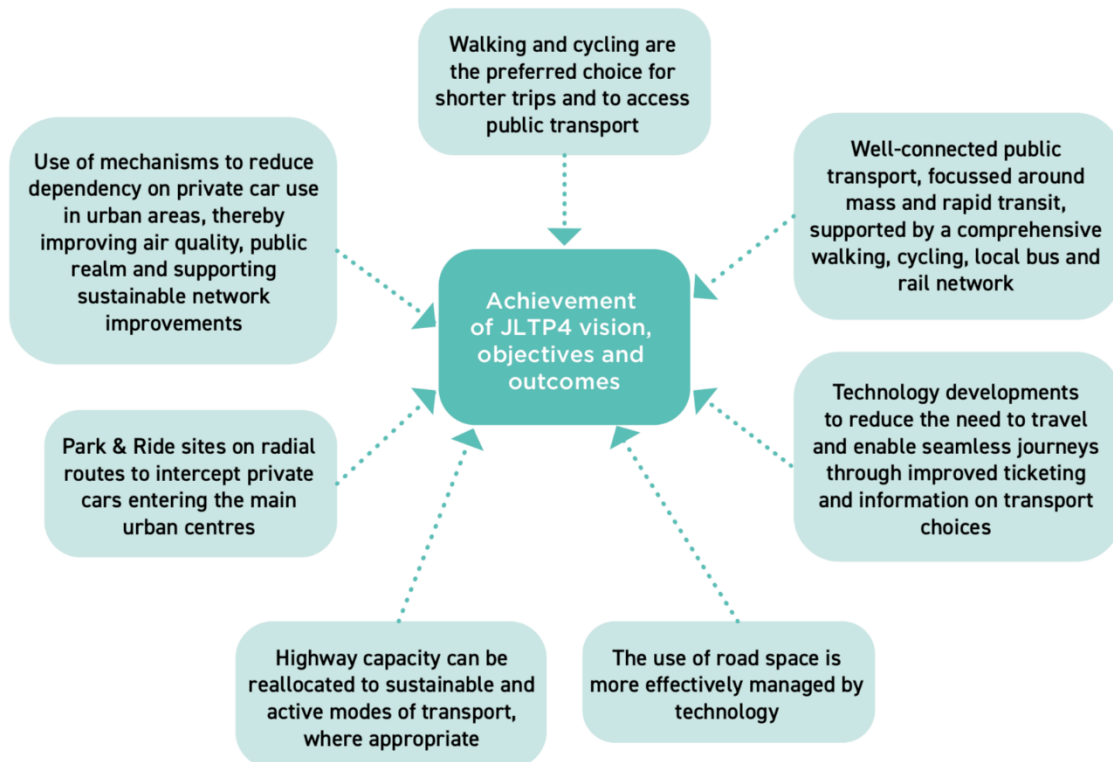
“Our Joint Local Transport Plan aims to ensure that transport is carbon neutral by 2030. To encourage people to move away from cars, we will need to provide transformational

alternatives such as a new mass transit network and promote and transform cleaner and greener and sustainable forms of transport – cycling, walking and public transport.”

Strategic approach

LTP4 amounts to over 300 pages, which will take some absorbing! This document provides a comprehensive overview of the transport challenges facing the area, with multiple examples of good practice.

Figure 5.1: Strategy for improving connectivity



“Connectivity’ is the key driver, and LTP4 distinguishes between local connectivity, i.e. within Bath, and wider connectivity – linking it to major destinations throughout the region and nationally. At the really local level there is ‘neighbourhood connectivity’.

“Our Joint Local Transport Plan aims to ensure that transport is carbon neutral by 2030. To do this there has to be a substantial shift towards cleaner and greener and more sustainable forms of transport. We will need to maximise every opportunity and work in partnership with sustainable transport organisations, bus and rail operators, to encourage and help people switch from cars to cycling, walking and public transport.”

Section 7 of the JLTP takes a strategic view of freight.

Preparation of LTP4 has included the commissioning of a Strategic Environmental Assessment (November 2018). This looks to have some interesting approaches <https://travelwest.info/app/uploads/2020/05/JLTP4-Strategic-Environmental-Assessment-SEA.pdf> . This plots each SEA objective, the likely impacts and possible mitigation.

Principal policy measures

Tough measures that are to be considered are:

- Management of parking provision – on street, off street, residential and business parking
- Reallocation of road space to sustainable transport modes
- Road user charging e.g. as applied in London with revenue reinvested in alternatives
- Workplace parking levy e.g. as applied in Nottingham with revenue reinvested in alternatives
- City centre and town centre private vehicle bans.

These measures will raise revenue to reinvest in alternatives modes of transport.

In an attempt to reduce the level of car use, P&R opportunities have been introduced at three sites at Odd Down, Lansdown and Newbridge. In my opinion, Bath's P&R system is far less well developed than York's, but there are plans to augment them.

A very large increase in city centre parking was provided when the new SouthGate shopping centre was developed. This has had the effect of introducing more car traffic into the centre. A bus gate scheme in Northgate aims to reduce private car use in the city centre.

In March 2021 the city introduced the first charging zone for Clean Air outside London.
<https://beta.bathnes.gov.uk/bath-clean-air-zone>

Bath is on National Cycle Route 4, and houses one of Britain's first official Bicycle Paths, following the railway line west towards Bristol, and the canal towpath east towards London. Bath has been trying to promote the use of bicycles, with some success. It has participated in the Cycling Ambition programme.

The West of England Bus Strategy (June 2020) proposes a shift in road space away from cars and towards buses on key corridors. The target is to double bus passengers by 2036.

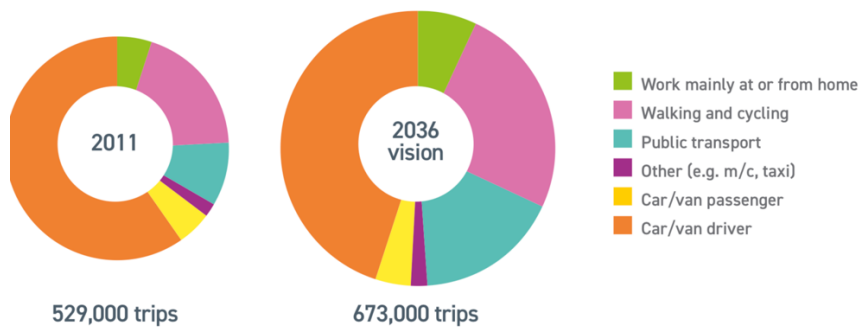
In 2018/19, the councils launched a 50 km network of three metrobus corridors, creating a new, bus-based rapid transit mode with a forecast passenger total of 4.5 million passenger trips per year. Metrobus is characterised by segregation, high visibility, rapid boarding, low emissions and high quality vehicles. Benefits are shared with walkers and cyclists.

Local transport will focus on these policies, which are designed to prioritise active travel:

- Enable walking and cycling, 'active modes of travel', to be the preferred choice for shorter journeys
- Reduce the number and severity of casualties for all road users
- Encourage residents and employees to make more sustainable and healthier travel choices
- Support opportunities for all sectors of the population to access the services they require, wherever they live
- Support the identification and implementation of measures that will improve air quality

This still needs quite a bit more text.

Modal shares



Section 12 of the JLTP sets out the details of how it will be monitored and progress measured.

In general terms, the area is highly car-dependent. Buses are underdeveloped compared with York. The P&R system is still being developed, as is a “metro bus” (rapid transit) service connecting major destinations.

Walking and cycling are seen as the main modes for short-distance travel.

Key performance measures

Table 12.1: Indicators against JLTP4 Objectives

= direct impact = indirect impact

Indicators	Climate change & air quality	Sustainable & inclusive economic growth	Equality & accessibility	Health, wellbeing, safety & security	Better places
Road congestion	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Bus satisfaction			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Air quality	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Carbon emissions	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Electric Vehicles	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Road Safety			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Modal share	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Provision for disabled travellers

There are general aspirations to enable improvements in accessibility, but not much detail. Fully accessible buses are the main focus.

2. Relevance to York

Useful lessons and pointers

Bath shares some key characteristic with York, in particular the historic core and large number of visitors, with its well-developed hospitality sector. Bath also suffers from severe

congestion, exacerbated by the fact that there is no real ring road and pinch-points where the road network meets the river.

The JLTP objectives and policies for transport and new development are very similar to those that emerged from the YCT's recent workshop on Sustainable Communities.

The implementation of JLTP\$ raises some interesting financial challenges. "Raising additional local income will involve some difficult decisions." Potential local funding options that could be considered are:

- Community Infrastructure Levy – a planning charge for new development to pay for local infrastructure
- Highways England Shadow Toll – funding from Highways England for schemes that reduce pressure on the Strategic Road Network
- Council Tax Precept – increasing council tax for residents of the West of England
- Business Rate Supplement – increasing rates for businesses in the West of England
- Workplace Parking Levy – employers are charged for having private parking spaces. This charge can be passed on to employees who use the spaces
- Road Pricing, for example congestion charging to drive into specific areas
- Revenue raised from Mass Transit services
Clean Air Fund and CAZ Implementation Fund I
- Public Health funding

JLTP4 contains a useful risk assessment, which might be adapted for York.

We could say more here on other policy measures.

Any aspects which make it less relevant to York

While Bath itself is relatively small, it is closely tied into the wider economic region. The largely hilly terrain of much of the city makes cycling challenging.

Although B&NES is a unitary authority, it has chosen to prepare its LTP as part of a wider, and much larger, Combined Authority. However, this does not mean that there nothing to be learned about the preparation of an LTP.

Demonstrator new neighbourhoods

There is a new development near the city centre called Bath Riverside which has received plaudits for its approach to transport. This is a development of apartments and town houses, built to high environmental standards by Crest Nicholson. It is a short walk from the city centre, and has underground car parking. Approval was granted in 2010, based on a Master Plan. Phase 1 comprises 299 homes, built on a former industrial site.



Best practice in engagement and consultation

The LTP4 consultation approach and results are described here <https://travelwest.info/app/uploads/2020/05/JLTP4-consultation-report.pdf>. The approach to consultation and the tools used may be of relevance to York.

In my opinion, the LTP document is of a high standard, written in accessible English, and makes helpful use of diagrams and symbols to explain things.

The use of brief case studies helps to illustrate the type of improvements that are being sought and their benefits. This works well where the LTP covers a wide area that not everyone will be familiar with. But it also aids understanding by drilling down from the strategic to the recognisable and practical. Because LTP4 covers several local authority areas, it is able to draw on a pool of successful local examples that could be applied more generally.

Possible contacts

Bath contacts to be researched. The right person at the Combined Authority can be found via comms@westofengland-ca.gov.uk

Author: John Stevens v2.1 21st May.2021

LPT4 Comparator Case Study - Cambridge (DRAFT)

1. Context

Background

Cambridge is an historic (civil) city formed where historic trade routes converged on the River Cam at the edge of the low-lying fenland area. Formerly a small market and university town, the population has grown rapidly from 61,000 in 1930 to 158,000 in 2011 (UK Census) of which 29,000 were students. The city has seen substantial economic growth from its university research knowledge base, tourism and from people commuting to London by rail or M11. This is reflected in the very high house prices and a 'tale of two cities' marked by extremes of income between wealthy home owners and council tenants. The Gini coefficient of 0.46 is the highest in the UK.¹

The city has a tight green belt and has extended into adjoining districts. New settlements have been developed on the former airfields and military bases nearby, eg Cambourne, Bourn, Waterbeach etc.

To the north, the A14 forms a bypass. This is part of TERN (Trans-European Road Network) highway and the principal route from the East Coast ports to the Midlands.² Cambridge and the A14 are highly congested. To relieve congestion, a guided bus route has been built along the disused St Ives railway line. A light rail project – CAM (Cambridge Autonomous Metro) - had been proposed including a cross-rail type underground railway below the city centre. There are five P&R sites.

The combination of the flat topography, the high number of students and the university's restriction on them owning cars contribute to the very high rate of cycling. 54% of the population cycle regularly: the highest in the UK. The multi-storey bike park near Cambridge Station below the Ibis Hotel has 2,850 spaces and is the largest in Europe. Elsewhere, two, 200-space, covered bike parks are located nearer the station.

The historic city centre is pedestrianised in which cycling is allowed on most streets. Access by blue badge holders is allowed but parking restricted to designated bays. Control is exercised by ANPR and street patrols.

There is one bus station in Cambridge and a hub at the railway station. There are two railway stations. The main one is a mile east of the city centre. Another, Cambridge North has been built on the Peterborough line. A third, Cambridge South is proposed near Addenbrooke's Hospital.

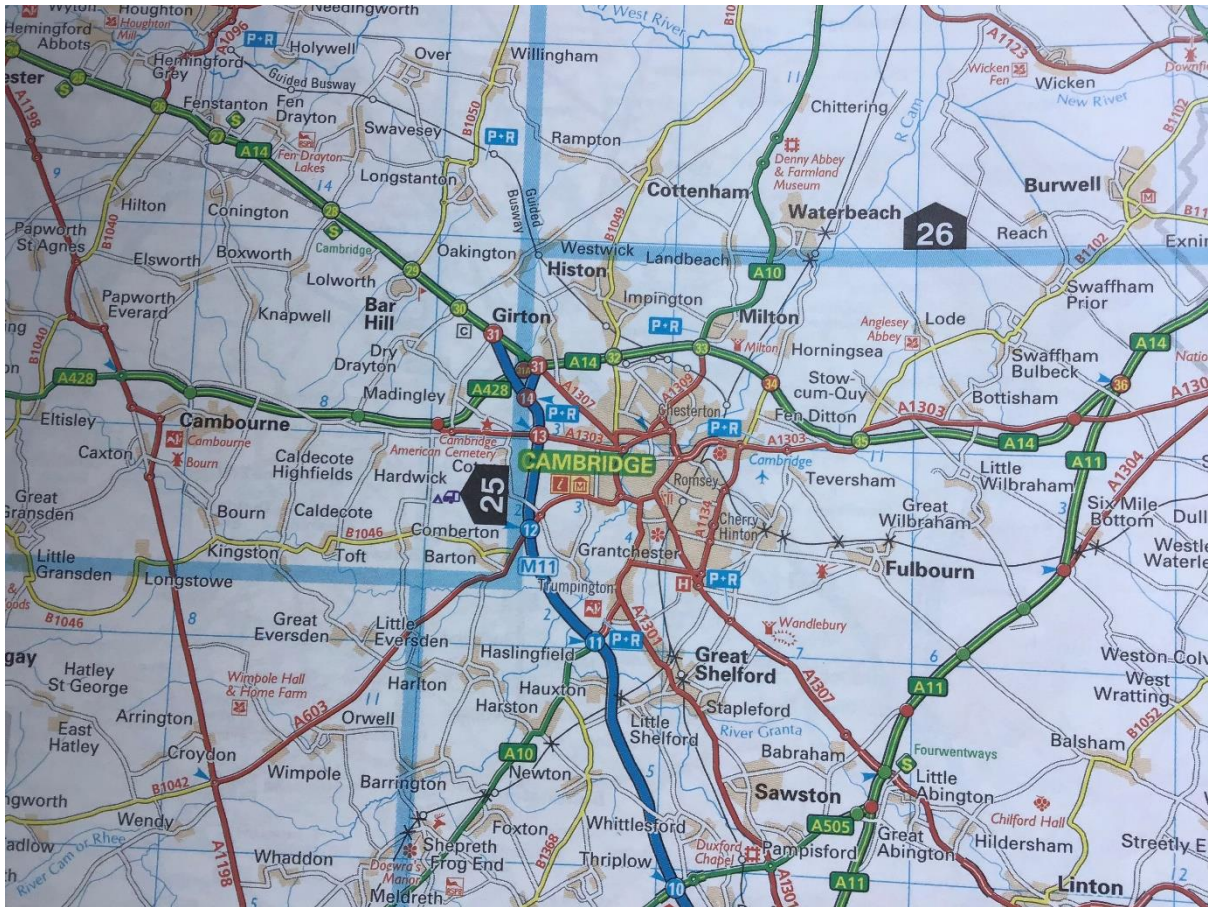
Stansted International Airport is 30 miles to the south via M11 or rail. Cambridge Airport has developed on the site occupied and owned by Marshall's, a major aero-industry employer. In 2019, the firm announced its intention to relocate the airport and aero-business to Cranfield University, Bedfordshire - 30 miles from Cambridge. Which will release a very large site for housing and employment.

Cambridge is the eastern pole of the proposed Oxford-Cambridge strategic corridor including Milton Keynes, Bletchley, Bedford and St Neots along which the disused lengths of the

¹ Oxford is 0.45. 68% of Cambridge's adult population have higher education qualifications.

² It is alleged that the Pentagon made a substantial contribution to the upgrading of this route in Cambridgeshire as part of the preparations for its proposed second cruise missile base at Molesworth.

former Varsity Line is to be reconstructed. Proposals for a strategic road corridor were scrapped in 2020 following residents' objections from rural Oxfordshire and South Northamptonshire



Governance

The city of Cambridge is a shire district, one of five districts in the shire county of Cambridgeshire. The City of Peterborough is a unitary authority. Cambridgeshire and Peterborough formed a Combined Authority in 2017. The city council is Labour-controlled. The county council and other district councils are Conservative-controlled with periodically strong Liberal-Democratic representation. The Elected Mayor elected for the combined authority in May 2021 is a Huntingdonshire Labour councillor. Despite polling only 32% of first round votes, he beat the sitting Conservative in the second round to reach 51%. One of his first decisions was to scrap the CAM Metro for which the estimated cost had risen to £4bn. In the same 2021 elections, Conservatives lost their historic control of the Cambridgeshire county council to an anti-Tory coalition – more evidence perhaps of what commentators call the inversion of England's political geography in which the younger, graduate population of the South becomes the 'red wall', and the North becomes the 'blue'.

Thumbnail of current transport provision

The main bus station is located at the edge of the city centre at Drummer Street. Bus services are provided in Cambridge by Stagecoach. Most services use the bus station and the railway station. Others are routed nearby. The guided busway – locally called the Busway – is the longest in the world. It connects Huntingdon and St Ives to Cambridge of which 16 miles is along dedicated, former rail routes. Its routes diverge at the built-up boundary to the city and converge again at the railway station before extending south to Addenbrooke's Hospital along the route of the former Varsity Line.

Cambridge has two railway stations within its boundaries. Services are operated by Cross Country, Great Northern, Thameslink and Greater Anglia. Cambridge is 55 miles from London.

2. Transport planning

Local transport plans

The combined authority's first transport plan was prepared by consultants, Steer and was approved in 2020 for the period 2020-35. The population of the combined authority was 841,000 (est 2015). The population of Greater Cambridge was 158,000 in 2011.

Priority objectives of the Plan

'The vision for the Local Transport Plan is to deliver a world-class transport network for Cambridgeshire and Peterborough that supports sustainable growth and opportunity for all. The vision is intended to capture the aspirations for Cambridgeshire and Peterborough's transport network, reflecting our ambition to provide:

- *'A world-class transport network' – Cambridgeshire and Peterborough aspire toward a transport system of the highest quality on a global stage, which meets the needs of residents, businesses, and visitors.*
- *'Sustainable growth' – the network will support the delivery of future economic and housing growth across the region that enhances overall quality of life, supports the transition to a net zero carbon economy and protects or enhances the environment.*
- *'Opportunity for all' – the network should support access to jobs, services and education for all, irrespective of income, age, ability, location, or access to a car.*

The high-level goals outline what wider outcomes the Authority want the transport network in Cambridgeshire and Peterborough to achieve. They are fully consistent with the guiding principles outlined in the Mayoral Interim Transport Strategy Statement and Growth Ambition Statement:

- *Economy: Deliver economic growth and opportunity for all our communities.*
- *Society: Provide an accessible transport system to ensure everyone can thrive and be healthy.*
- *Environment: Preserve and enhance our built, natural and historic environment and implement measures to achieve net zero carbon' (by 2050)*

Guiding principles are: supporting economic growth and distributing prosperity; integrating spatial planning; reducing the need to travel; modal shift from driving; preparing for the 'future of mobility'; greening transport infrastructure; supporting social mobility; and, conserving biodiversity.

Strategic approach

Cambridge and the adjoining suburbs and settlements in South Cambridgeshire are categorised as Greater Cambridge and the subject of a separate LTP 'daughter strategies'.

Figure 3.2: Summary of key projects in Greater Cambridge



Principal policy measures

There are no specific policies for Cambridge. Instead there are 112 ‘county-wide’ policies summarised in tables designed to secure the ten stated ‘objectives’ policy themes and ‘policy descriptions’. For example:

Table 4.1: Policy Summaries

Objective	Policy theme	Policy description	Policies
Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues	Enabling development	The transport policy and types of infrastructure and services required to enable sustainable development	<p>Deliver strategic transport and complementary connectivity infrastructure.</p> <p>Early engagement with developers. Secure developer contributions for strategic and local infrastructure</p>

There are separate objectives for the ‘modal policies’ for walking, cycling, public transport, rural transport services, coach, train, local road network, parking and ‘making long-distance by car’. However, no modal split is given. Presumably, these and other metrics and indicators are given in a separate appendix somewhere.

What the LTP seems to describe is a long wish-list of desirable outcomes with no recognition of competition between them or of the resources required. There is little sense of priority or political choice.

My overall impression is that this LTP is rather like a poor students exam paper. Which throws all the potential answers into the mix whilst not identifying or clarifying the questions.

Modal shares

Not specified.

Key performance measures

To be researched

Provision for disabled travellers

None specified although included in primary objectives.

3. Relevance to York

Useful lessons and pointers

Cambridge, like York, is an historic, former market town with a tightly-defined green belt. The Greater Cambridge population is similar to York. Both attract international tourism. Cycling is also higher than other cities. Both have 30,000 university students. They also have good rail links.

Any aspects which make it less relevant to York

Cambridge has a far stronger economy based on technical, research spin-offs from its world-class university. By comparison, York is de-industrialising and de-skilling. Cambridge is exceptionally attractive to large-scale, inward investment and in-migration. The colleges considerable hard and soft influence and resources. Road congestion was earlier and more severe.³ The city has responded favourably to and proposed the redevelopment of former airfields and military bases for new settlements whereas York has historically discouraged proposals for similar bases on its periphery. The River Cam is not a significant barrier.

Demonstrator new neighbourhoods

Yes, a substantial number have been developed or are proposed along or near transport corridors.

One, Cambourne is eight miles to the west of Cambridge on the dual carriageway to St Neots. Built by national housebuilders on the former airfield and incorporating three historic villages, it has 4,300 houses 12,000 residents, four primary schools, one nearby secondary school, a large supermarket and doctors surgery etc. The large business park includes the headquarters of South Cambridgeshire district council. Cambourne will grow to 7, 000 houses and 20,000 residents.

Another, Waterbeach, a former army base to the north of Cambridge, was designated as a 'new town' by South Cambridgeshire district council in its local plan for 6,500 homes and the Cambridge Innovation Centre. Waterbeach railway station is nearby.

³ Thirty years ago, I learned that the council's planning committee had abandoned site visits because of traffic congestion.

Northstowe with guided bus?

Best practice in engagement and consultation

Not stated but likely to be exhaustive given the number of settlements involved and vocal parish and town councils.

Possible contacts

To be researched.

Author: Roger Pierce V 2.1 21st May 2021

LTP4 Comparator Case Study - Chester (DRAFT)

1. Context

Background

Chester (a walled city) is now part of the unitary authority of Cheshire West and Chester ('the Council'). Population approx 120,000, about one-third of the total unitary authority's population. Like York, it has a large university (c 15,000 students compared with over 20,000 in York) with five campus sites in and around the city and a racecourse

Governance

Unitary authority (established 2009). Limited involvement in public transport management: central interchange and bus stop infrastructure, Cheshire stored value travelcard, concessionary fares and supported services (see below). Three park and ride services into the city centre.

Thumbnail of current transport provision

Bus transport in the city is provided by Stagecoach Merseyside & South Lancashire¹ and Arriva Buses Wales² (The council ran its own bus service until 2007) The Council funds a number of supported services.

To be completed

2. Transport planning

Local transport plans

LTP3 Published 2011, with a 15 year time frame, then updated in 2017 and extended by four years to 2030 so that it runs concurrently with the Council's Local Plan (Part One) which was adopted in 2015³⁴

Priority objectives of the Plan

1. Provide and develop reliable and efficient transport networks that support sustainable economic growth in West Cheshire and the surrounding area.
2. Reduce carbon emissions from transport and take steps to adapt our transport networks to the effects of climate change.
3. Manage a well maintained transport network
4. Contribute to safer and secure transport in West Cheshire and to promote types of transport which are beneficial to health.
5. Improve accessibility to jobs and key services which help support greater equality of opportunity.
6. Ensure that transport helps improve quality of life and enhances the local environment in West Cheshire.

Strategic approach

Chester Transport Strategy Phase 1 Recommendations, Options etc including new bus interchange and rail improvements (February 2014); Phase 2 Reports A56 Park & Ride (June 2015); Western Relief Road – Interim (September 2015) and A4 Pinch Points (February 2016)

1 [https://en.wikipedia.org/wiki/Stagecoach_Merseyside & South Lancashire](https://en.wikipedia.org/wiki/Stagecoach_Merseyside_%26_South_Lancashire)

2 https://en.wikipedia.org/wiki/Arriva_Buses_Wales

3 <http://consult.cheshirewestandchester.gov.uk/file/4848345>

4 <http://consult.cheshirewestandchester.gov.uk/file/4848344>

Principal policy measures

See 5 above.

The Council was successful in securing Government funding to work with local employers to deliver a package of sustainable travel measures as part of the Local Sustainable Transport Fund (LSTF) project between 2012 and 2016

A successful £ 1,075,000 bid to the Dft Rural Mobility Fund was announced on 15/3/21 as part of the new National Bus Strategy⁵ This will fund a three-year trial of an innovative public transport service for residents living in rural and suburban areas.

Modal shares

74% of residents use a car to travel to work compared to 5% by bus and 13% who walk or cycle. Nearly 6% of residents mainly work from home. Commuter trips by bus and rail are low, apart from trips to Merseyside (22% by rail) and Manchester (8%). The highest level of inbound rail commuting is from Merseyside (16%) Projected traffic growth 2015 – 2030 for Chester was 6.9%⁶

A number of successful workplace travel plans have been introduced in West Cheshire and in a number of locations car use has been reduced by as much as 15%. Where appropriate, new developments within the Borough are required to produce a Travel Plan and submit this as part of the planning application. The Council assesses these to make sure that suitable measures are in place to reduce the impact of any new development on the local highway network and to encourage sustainable travel.

Key performance measures

To be researched

Provision for disabled travellers

Chester was crowned the most accessible city in Europe in 2017. There are also tour guides, city centre access guides, signs and online help via <https://www.accessable.co.uk> All of the city's public buses are fully accessible. Council policy requires all of its licensed taxis to be suitable for wheelchairs. They must also include additional features, such as induction loops and colour-contrasted grab handles. The city has seven Changing Places toilets, which include hoists and a changing bench for disabled people who can't use standard accessible toilets. And there's a council commitment to include one in any future renovation throughout the city.⁷

3. Relevance to York

Useful lessons and pointers

Economy highly dependent on visitors. The city walls alone – two miles of Roman, Saxon and medieval fortification that surround the city – have seen an annual investment of £500,000 since 2009⁸. Development of park and ride to reduce cars entering the city (see 5 above) in the same way as York, but on a lesser scale. New bus interchange and rail improvements carried out (see 5 above). Traffic congestion measures (eg new Ring Road) but without improvements to alternatives. A number of bollards have recently been installed in the city centre to protect it from a future terrorist attack.⁹

5 <https://www.gov.uk/government/publications/rural-mobility-fund/rural-mobility-fund-successful-bids>

6 <http://consult.cheshirewestandchester.gov.uk/file/4848344> - Section 4.3 and Table 4.1

7 <https://www.theguardian.com/cities/2017/sep/20/chester-europes-most-accessible>

8 <https://www.theguardian.com/cities/2017/sep/20/chester-europes-most-accessible-city>

9 <https://www.cheshire-live.co.uk/news/chester-cheshire-news/anti-terror-bollards-installed-chester-19400496>

Any aspects which make it less relevant to York

Chester is part of a larger Unitary Authority whereas the York city area is smaller with a lower population. Chester is a more prosperous city than York, with more high-end cafes and shops. There appears to be less emphasis on sustainable transport measures eg walking and cycling.

Demonstrator new neighbourhoods

There are no obvious examples.

A 1300 high quality homes development on former green belt land in Wrexham Road, Chester was approved by the Council, despite strong objections, in January 2019. A frequent bus service runs past the site, but there is no suggestion that sustainable transport was considered in the development proposals.

Best practice in engagement and consultation

The Council offers a “digital engagement platform” (‘Participate Now’) for any resident to provide feedback on their current consultations and an online citizens’ panel (‘Participate Panel’). This panel is made up of “a cross section of local people, who volunteer to take part in regular research and engagement activities, to help us understand residents’ views and ideas about a range of important issues.”¹⁰

Possible contacts

To be identified.

Author: Graham Collett V2.1 21st May 2021

¹⁰ <https://participatenow.cheshirewestandchester.gov.uk/participate-panel>

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LPT4 Comparator Case Study - Delft (DRAFT)

1. Context

Background

Delft is a city in the Province of Zuid Holland, lying just east of The Hague – between The Hague and Rotterdam. It forms part of Randstad Holland, and has shown continuous growth since the War. Further growth of 30% by 2040 is anticipated.



Delft Gemeente (Council area) has a population of around 103,000, but Delft forms part of a wider urban area of much greater size. It lies just 9km from The Hague and 14km from Rotterdam.

It is a historic city with a Medieval core, comprising characteristic Dutch domestic, public and religious architecture. This area is extensively pedestrianised.

The Technical University of Delft is a large organisation located on a campus to the SE of the centre. It supports over 21,000 students and 2,600 PhDs. www.tudelft.nl

Governance

Delft can be characterised as a unitary authority. Planning and transport take place within a national policy framework and a structure plan prepared by the Province. Spatial and transport planning are generally better co-ordinated at the Province level. The local council works on its own, or in partnership with adjoining gemeente (the Dutch local government system is very fragmented).

A Directorate of Planning and Transport oversees Delft Council's policies and actions in this field <https://ris.delft.nl/vergaderingen/commissies/commissie-ruimte-en-verkeer/>. These include spatial planning, Rail zone/HNK, traffic and transport, land exploitation/real estate, project Delft-Zuidoost (including Technopolis), green/sustainability (including Delftse Hout/Midden-Delfland), management of public space, urban renewal, project Nieuw Delft, project Harnaschpolder.

Thumbnail of current transport provision

Delft has a well-developed road network, excellent public transport, and a major emphasis on walking and cycling. There is also a canal network.

The national rail (train) operator is [Nederlandse Spoorwegen](http://www.ns.nl) (NS) www.ns.nl

There are two stations Delft and the relatively new Delft Campus

A direct train from Delft to Schiphol Airport takes only 40 minutes, and runs half-hourly. The intercity (in the direction of Lelystad to the north) leaves Delft half-hourly. The intercity (in the direction of Vlissingen to the south) also leaves Delft half-hourly.

Upgrades to the rail system between 2018 and 2024 are intended to increase the number of trains per hour at the central station from 11 to 14, and at Delft Campus from 4 to 6.

Trams, light rail and bus services in Delft, and across the wider Den Haag region are run by HTM Personenvervoer N.V. www.htm.nl (Haagse Transport Maatschappij). Its objects include economic growth, welfare and social cohesion, as well as environment. Annual reports 2012 to 2018 are available online in Dutch. The network receives a substantial public subsidy. It is a private company, but its activities are monitored by an independent commission of experts.

Trams run to The Hague and Rotterdam up to every 5 minutes.

[Check – does the city have any say over service provision – e.g. through franchising?]

One of the most important drivers of public transport use is speed of journey time. Since 2018 it has employed a dedicated innovation manager. It has been looking at the potential of solar power to operate the trams. Provision of real-time travel info on stops and by app. Electric buses for zero emissions.

The two trams that service Delft are operated by [HTM](http://www.htm.nl). Tram no. 1 offers service between Delft, Rijswijk, The Hague and Scheveningen (on the coast). Tram no. 19 offers service from Leidschendam to Delft station, in the future continuing on to Technical University of Delft's campus.

Delft has an extensive network of local and regional buses, most of which stop at the Delft station (Centre). It also has a 'transport on demand' mobility scheme.

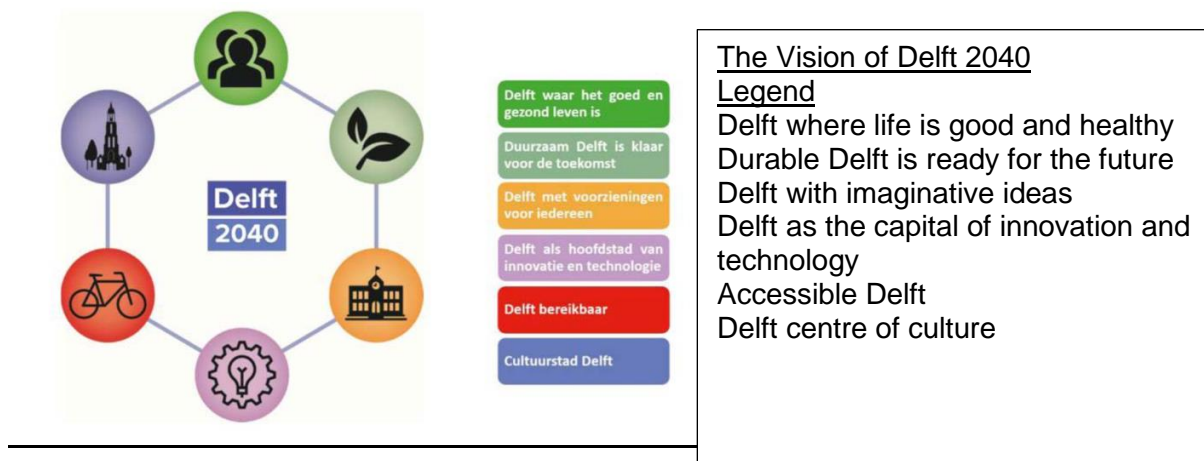
2. Transport planning

Local transport plans

Delft produces a transport plan in line with SUMP guidance. It is called Mobiliteitsprogramma Delft 2040, and can be seen here <https://www.delft.nl/sites/default/files/2020-07/Mobiliteitsplan-Delft-2040.pdf>

"The Delft Mobility Programme is committed to a mobility transition: we want to change the mobility system so that Delft remains accessible, livable and traffic-safe in the coming decades. The space for the infrastructure in the city is better used by giving priority to space-efficient, clean, smart and safe mobility. "

Delft had a Transportation Plan. It was drafted in 2005, looking forwards to 2020. The document is not available online, but a presentation by Jan Nederveen is available online via Portland State University Library dated April 2017 (see below).



Priority objectives of the Plan

Health and safety were major objectives – improving air quality by better designed roads and new engine types; no increase in traffic noise; safety through better road design and attending to black spots; helping the ecology by repurposing the roadside areas.

Strategic approach

A major aim of the plan was to shift the modal split away from private car to bicycle. In 2005, in the city centre, bicycles accounted for just over half the modal split, about 25% walking, 20% by car or moped, and around 10% public transport.

Principal policy measures

A road hierarchy is based on national design standards, with speeds of 70, 50 and 30km/h depending on whether they are main roads (Stromweg), distributor/secondary roads (Gebiedsontsluitingsweg) or local access roads (Erftoegangsweg). However, there is some disagreement about how well this suits the Delft situation because of its historic street pattern and structure. Delft has therefore introduced a new category, the Neighbourhood Access Road (Wijkontsluitingsweg). These are roads for 'living and driving' encouraging modest speeds (40km/h and not greater than 50km/h). The onus is on traffic safety, reduced noise and air pollution. These roads are created by design modifications which include: narrower lanes, a special median, attention markers, raised crossings, and roundabouts instead of traffic lights.

The city centre is largely car-free, with the aim of improving the quality of life. The key principles are walking always has priority, cyclists are 'guests', and parking is outside the pedestrian area. There was a phased programme to implement this strategy between 2004 and 2014. The pedestrian area is sealed by rising bollards. 'Car-free opportunities' have been made available, including a variety of pedal and electric powered mini vehicles and trailers. These can transport disabled and elderly people and freight.

For each mode of transport there is a hierarchy, and this determines the standards that are applied. For example the pedestrian network is divided into:

- The basic network – all paths “sufficiently flat, accessible to everyone”
- The main network - linking public transport services “direct, comfortable”
- The quality network – for pedestrians only “attractive, comfortable, pleasant stay, priority for pedestrian, minimal inconvenience of other traffic participants”

[Can we add more on other modes?]Modal shares

Vervoerwijze (18 jaar en ouder)	Binnen Delft	Naar regio ³
Fiets	50%	20%
lopen	25%	nvt
Auto	20%	58%
OV	2%	17%
Overig	3%	5%

See above. This will need following-up in a meeting.

The priority will be given to pedestrians, then bicycles, then public transport and finally private cars. "Everyone is a pedestrian".

Key performance measures

No information available.

Provision for disabled travellers

The Mobiliteitsplan recognises that mobility raises social considerations, in particular the relationship between mobility, health and old age. Focusing on active travel may cause problems for the elderly and less mobile.

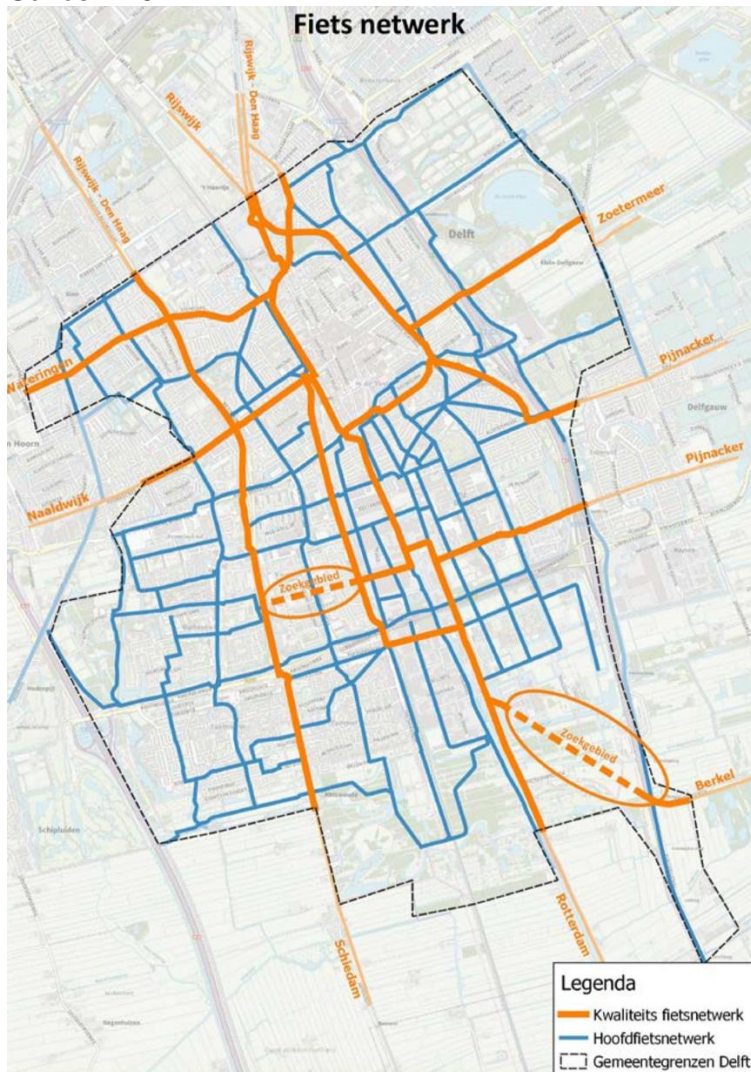
"In an inclusive society, everyone must be able to participate. There are groups of people who, for various reasons, do not have the opportunity to move around and therefore cannot participate fully in social life. For this group, too, with a high risk of 'transport poverty', the accessibility of public transport must be improved. And sufficient road safety should also offer the opportunity to get on the bike. Information plays an important role in combating transport poverty, for example through the use of public transport buddies and road safety education projects."

TU Delft is researching the possible use of automated vehicles for this purpose, and also how well suited public transport currently is to meet the needs of the disabled.

3. Relevance to YorkUseful lessons and pointers

Delft may teach us some useful lessons about catering for cyclists. **[This is mainly on cycling at present. What else is relevant?]** There is a useful report on cycling at: https://pdxscholar.library.pdx.edu/trec_seminar/119/

Nederveen, Jan, "Transport Planning in Delft, Netherlands" (2017). *TREC Friday Seminar Series*. 119.



Legend

Cycle Network

Orange = quality cycle network

Blue = main cycle network

Dotted = city boundary

“While the Netherlands is known today for the highest bicycling rates in the world, this movement only began in the 1970s. Transportation policy has been one of the critical keys to reducing automobile trips in the Netherlands. Delft has been a city since 1246, and the historic street pattern is still visible today. The city has grown to 100,000 residents and covers an area of 5 square kilometres. Twenty years ago, the council decided to change the transportation philosophy from a car-oriented system to a bike city with a car-free historic centre. This policy has been very successful, and bikes are now the dominant mode.

Delft found a good balance in road design for both cars and bikes. Today, the bike network has reached the point of congestion. Solutions developed for cars are being introduced in the bike network. The presentation will cover the city's transport policy, road design, the concept of a car-free city, and the challenge of reducing bicycle congestion.”

<https://www.cycling-embassy.org.uk/sites/cycling-embassy.org.uk/files/documents/Report%20Dutch%20cases.pdf>

“The Delft Bicycle Plan was a city-wide upgrade of the bicycle infrastructure in the city of Delft. Three bicycle networks were defined: a network on city level, a network on district level, and a network on neighbourhood level. Each network should meet some quality

requirements and the objective of the bicycle plan was to upgrade and extend the existing network in order to achieve a network that satisfies the requirements. The major part of the intended projects was implemented, but a few of the most expensive projects were skipped. A large part of the improvements can still be used today but, generally, the high quality infrastructure that was created has not been maintained properly. Today the bicycle infrastructure in Delft is moderate compared to that of other Dutch cities.

The two demonstration projects and the Delft Bicycle Plan were evaluated extensively by a large number of before and after studies. In Delft, one of the more expensive projects, the Plantagebrug, has been evaluated separately. The Plantagebrug is a bridge that added a missing link in the city level network.

On the basis of the Dutch case studies some general recommendations can be given for promoting cycling in an efficient way:

- The promotion of bicycle use is only credible and successful if cycling is a practical, relatively fast and convenient mode of transport. The main requirements for planning and designing bicycle infrastructure should be satisfied: coherence, directness, attractiveness, safety, and comfort.
- Promotion of the bicycle should include improving the perception of the conditions by (potential) cyclists. Improving the perception of conditions results in increased bicycle use beyond the increases associated with improving the actual conditions.
- Minimizing travel times between origins and destinations is important in designing bicycle infrastructure.
- Urban bicycle routes should preferably be traced through traffic-restrained areas because cyclists prefer cycling conditions involving less traffic stress and interaction.
- Segregation is preferred when there are large differences between the speeds of the different road users and traffic volumes are fairly high. In the urban context bicycle and motorized modes can be mixed on condition that traffic volume is not too high and speeds are harmonized.
- Good design of intersections is essential. Intersections are the most important cause for delays, and most cycling accidents happen at intersections.”

Delft measures its cycle ‘offer’ against other towns using a 10-point chart. The aim is to develop a comprehensive network of links, identified as ‘main’ or ‘secondary’, and to supply the missing links. There are cycle streets (Fietsstraat) in which bikes have priority and cars are ‘guests’. Special attention is given to the provision of secure cycle parking at home and at all public transport interchanges. Problems of bike theft and congestion are being addressed. There is conflict between bikes and cars in the university quarter, where over 14,000 bikes are using the road network. Major investment is taking place, including a number of strategic tunnels/underpasses.

Groenlinks Development enables development to take place on condition that there is more green and natural space, encouraging biodiversity. A rolling programme of green links and banks is being implemented along the local transport corridors.

Technical University - Transport & Planning Department at the Faculty of Civil Engineering and Geosciences is conducting research into transport-related topics including congestion, transport reliability, environmental impact and logistics.

Any aspects which make it less relevant to York

It is a polder city – in other words water control and canals are the dominant feature; all land has to be made-up and buildings involve piling. This dictates the pattern of growth, which is carried out in neighbourhood-sized blocks in line with Bestemmingsplannen, which are planned around the public transport network, with joined-up networks of pedestrian and cycle routes.

The population is relatively small, and Delft is really part of the wider Randstad built-up area.

Demonstrator new neighbourhoods

The urban extension (Het bestemmingsplan) Schieoevers Noord **[size?]** https://www.planviewer.nl/imro/files/NL.IMRO.0503.BP0016-0002/t_NL.IMRO.0503.BP0016-0002_4.2.html . It is expected that the Schieoevers grow into a neighbourhood with a mix of employment, homes and community infrastructure.

The urban extension of Delft-Zuidoost **[size?]** including Technopolis (research park) started in 2005. Technopolis is located next to the campus of Delft University of Technology.

“We are expanding Delft Campus as an important starting and ending point of the public transport journey by realising good facilities for the 'first and last mile' and focusing on open public transport towards Schieoevers and TU Delft.”

Best practice in engagement and consultation

To be researched, but thought to be interesting. The Mobiliteitsplan recognises the need to bring about change of attitudes and behaviours if it is to succeed.

Possible contacts

The Chair (Voorzitter) of the Planning and Transport Directorate would be a good contact – she is Ingrid Lips of the GroenLinks Party (Green Left).

Martina Huijsmans is the Alderman responsible for mobility, spatial planning, and services.

Jan Nederveen would be a useful contact. He is Strategic Advisor to the Council and drafted its 2002 Transportation Plan. He works in English and has contributed to research in the Netherlands and internationally. His details are on Linked In.

It might also be worth contacting the Technical University (via Jan Nederveen) as it seems to have a number of relevant research areas.

Author: John Stevens v2.1 21st May 2021

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LPT4 Comparator Case Study – Ghent (DRAFT)

1. Context

Background

Ghent (Gent in Flemish, Gand in French) is the capital of the East Flanders province of Belgium. It is a port city on the River Scheldt, and a university city. It originally started as a settlement at the confluence of the Rivers Scheldt and Leie and in the Middle Ages became one of the largest and richest cities of northern Europe, with some 50,000 people in 1300.

The municipality comprises the city of Ghent proper and several surrounding suburbs. With 262,000 inhabitants at the beginning of 2019, Ghent is Belgium's second largest municipality by number of inhabitants. The metropolitan area, including the outer commuter zone, covers an area of 1,205 km² and had a total population of 460,000 in 2018. The population growth rate is low, with only a 7% increase predicted for the metropolitan area by 2035.

Ghent was occupied by the Germans in both world wars but escaped major destruction. Much of the city's mediaeval architecture remains intact and is well preserved and restored. According to Wikipedia, Ghent has established a blend between comfort of living and history; it is not a city-museum.

The port of Ghent, in the north of the city, is the third largest port of Belgium. It is accessed by the Ghent–Terneuzen Canal. The port houses, among others, large companies like ArcelorMittal, Volvo Cars, Volvo Trucks, Volvo Parts, Honda, and Stora Enso.

Ghent University, with 44,000 students, and a number of research-oriented companies, such as Ablynx, Innogenetics, Cropdesign and Bayer Cropscience, are situated in the central and southern part of the city.

Governance

Ghent City Council is responsible for all policy in the municipality. The current administration is a wide-ranging coalition of socialists, greens, liberals and conservatives, who have 35 of the 53 seats. Its Mayor is Mathias De Clerq, a member of the Flemish Liberal Party.

Belgium is a federal state, with responsibility for transport and roads assigned to the regions, including Flanders, apart from the national railways and traffic regulations, which are the responsibility of the federal government. Within the policy specified by the regional government, transport plans are developed both at provincial and city level, with Sustainable Urban Mobility Plans led by city governments.

Current transport provision

Ghent's city centre is a traffic-free zone extending for over a square kilometre, which was introduced in 1997, with several smaller pedestrian zones in the inner suburbs. The approach to pedestrianisation is comprehensive, and includes creating an effective network, car-free neighbourhoods, 'school, living and playing' streets. Each of these concepts is defined.

Ghent has the largest designated cyclist area in Europe, with nearly 400 kilometres of cycle paths and more than 700 one-way streets, where bikes are allowed to go against the traffic. It also boasts Belgium's first cycle street, where cars are considered 'guests' and must stay behind cyclists. In 2017 the city restricted car traffic circulation which boosts cycling. More cyclists means a higher demand for bicycle parking. In 2010, the plans to renovate Gent-Sint-Pieters railway station, included 10,000 bicycle parking spots. In 2020 several sections of the

underground parking facilities have been built, and the targets have been adjusted to a total of 17,000 parking spaces.

All buses and the network of five tram lines are operated by De Lijn, which is the province-owned public transport operator. The aim is: “More attractive public transport”, including:

1. Facilitating faster flow of buses and trams
2. Redevelopment of existing tram axes
3. Conversion of bus routes to trams
4. Actively responding to new urban developments (new developments must meet their parking needs on site and within agreed standards)

The main railway station, Gent Sint Pieters, and four suburban stations, have services operated by the national rail operator, SNB.

[More needed here?]

2 Transport planning

The Flemish government has required provinces and cities to develop Sustainable Urban Mobility Plans since 1995, and issues detailed guidance on the themes to be covered, the process and the requirements for consultation. A first set of SUMPs was produced in the period to 2005, and a second from 2009 onwards.

Ghent produced its first SUMP in 2003 and started on its second in 2009. It was completed in 2015.



(The cover reads “Engine for a sustainable and accessible city”)

Priority objectives of the Plan

The Flemish government specifies five overarching objectives on which all SUMPs must focus:

- Accessibility to centres of economic activity
- Personal accessibility to allow everyone to participate in social life
- Safety
- Liveability, including the removal of barriers and reduction of noise
- Environmental enhancement and reduction of environmental impacts.

Ghent added to these by considering health, education and social inclusion.

What does the Ghent mobility plan want to achieve?

- Vibrant and dynamic city
- Accessible and accessible
- Child-friendly and pleasant
- Clean and healthy city
- Traffic-safe city
- Durable modal split
- Shorter movements
- Less dependent on cars

The complete SUMP for Ghent is referred to as its Mobility Plan (Mobiliteitsplan). This covers all forms of transport across the city. The central area within the main ring road also has a Circulation Plan (Circulatieplan). This focuses on improving transport within the central pedestrian- dominated area. There is also an overall parking strategy which includes bicycles as well as cars. Details of these plans are available at <https://stad.gent/nl/mobiliteit-openbare-werken/mobiliteit/plannen-projecten-subsidies-cijfers-scholenwerking/mobiliteitsplan-circulatieplan-en-parkeerplan-gent>

The Mobility Plan is the overarching concept and includes the strategic vision of the City of Ghent to manage traffic throughout its territory. The Circulation Plan, which was introduced in April 2017, is part of the Mobility Plan and concerns the area within the city ring (R40). The Circulation Plan is a detailed plan to control traffic flow in and out of the city.

The stimulus for a new Circulation Plan was the rapid growth in car ownership and use, leading to congestion and shortage of parking space. The ultimate goal of the Circulation Plan is to take through traffic out of the city centre - whoever needs to be in the city centre will be able to get there more easily.

The aims of the Circulation Plan are to:

- Improve the quality of life in the city
- Strengthen the attractiveness of the shopping offer
- More space for pedestrians and cyclists
- Smooth flow of public transport
- Car parks and other destinations easily accessible
- Provide destination traffic with easy access

Strategic approach

Ghent's second SUMP focuses on ten "lines of force":

1. Mobility as the driving force for sustainability and accessibility
2. Protection of the historic core from through traffic and for pedestrians
3. A strengthened bicycle network
4. Congestion-free circulation of public transport, with more tram routes
5. Parking management to achieve "desirable mobility"
6. Speed control throughout the city with more 30km/h zones
7. Sustainable and liveable alternatives to existing major roads
8. A dynamic traffic control centre to optimise traffic
9. Extending mobility management to the city region

10. Co-creation as a dynamic to help design mobility.

Principal policy measures

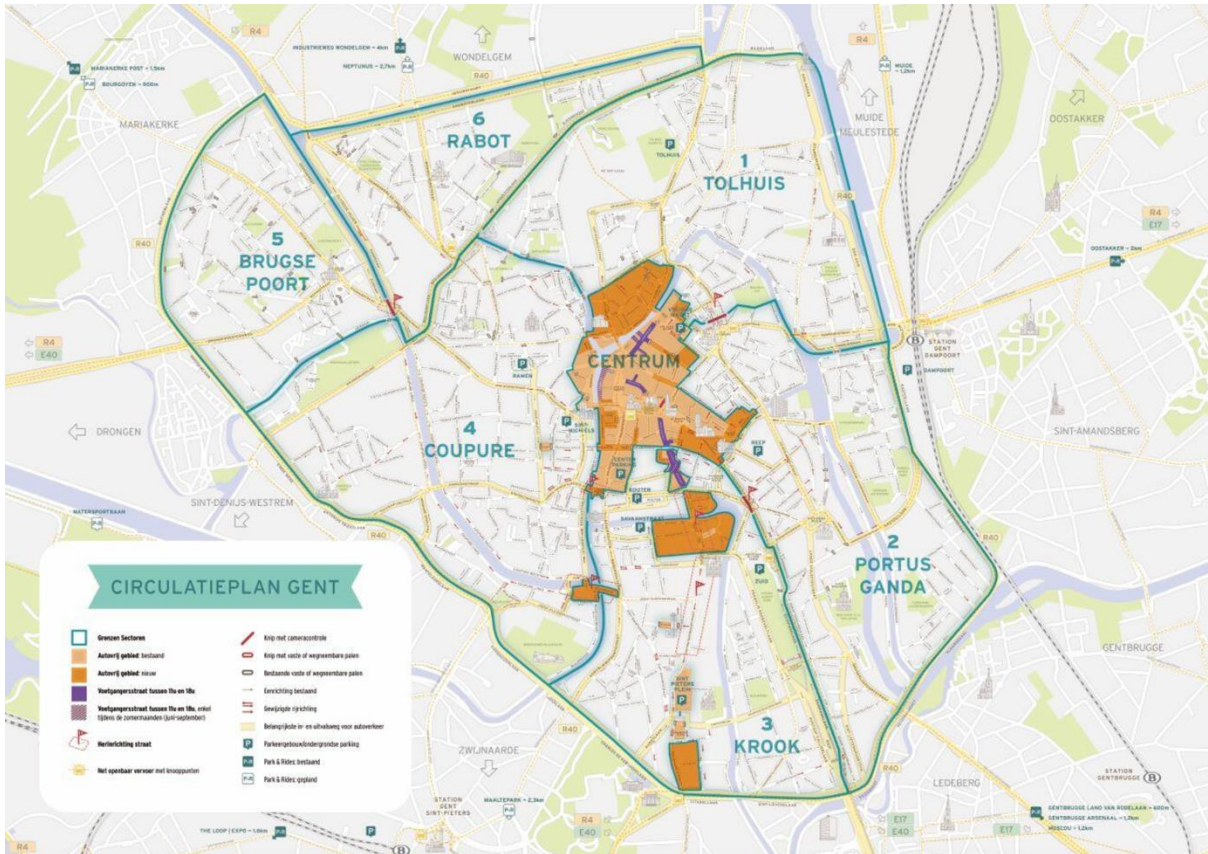
The Flemish government specifies a focus on land use and its impacts on transport; networks for each mode; awareness campaigns; and enforcement. It introduced the STOP Principle, roughly equivalent to York's hierarchy of users, with walking, cycling, public transport and private cars as the order of priority for support. There is an interesting comment in a review of the government policy that the STOP Principle is "too strongly formulated and too weakly implemented".

The scheme within the SUMP which has attracted the most attention is the 2017 Traffic Circulation Plan, which bans through traffic from a ring around the pedestrian area extending to a radius of 1.5km from the centre. According to the city's website, it is designed to ensure that people:

- Will get more space to enjoy Ghent
- Will be able to move safely
- Will be able to live, work and study in a healthy living environment
- Will be able to easily reach their destination.

The whole area, which is surrounded by a dual carriageway orbital road, is divided into six cells, with movement other than on foot, bike or public transport between them prohibited. While certain vehicles are allowed permits to access the central pedestrian zone, they are now required to enter and exit via a specified route, and not permitted to drive through the area. It is reported to have reduced car traffic entering the inner city by 15% in the morning peak and 20% in the evening peak. While traffic cells such as this have been in use since Gothenburg introduced them 40 years ago, Ghent's is by far the largest such scheme.

One interesting example of item (7) in the list above has been the removal of the B401 viaduct leading to the city centre, and its replacement by park and ride facilities and dedicated bus and bicycle corridors. Interestingly, this project involved co-creation, with people with local knowledge working in collaboration with professionals, and critics included in the engagement process to reduce the potential for media criticism.

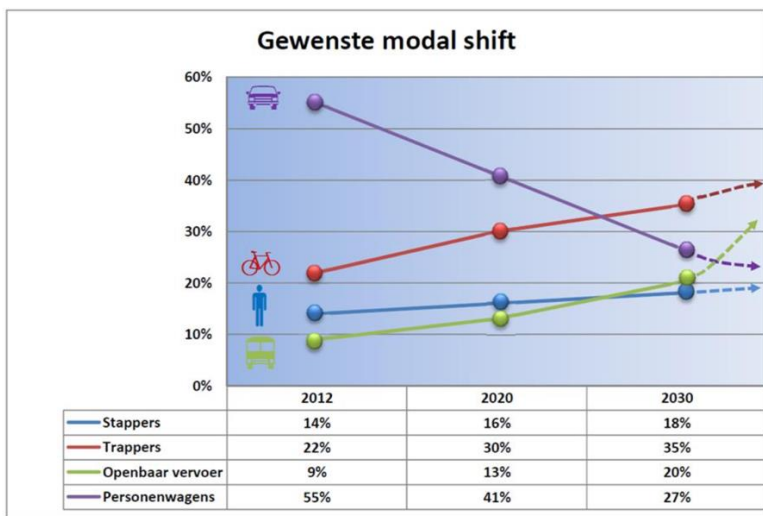


(The plan shows the extent of the area covered by the Circulation Plan, and the areas which are pedestrianised).

[There may be other interesting examples in the Mobility Plan – e.g. new tram lines.]

Modal shares

In 2012, the modal shares were car: 56%, cycling: 22%, public transport: 9%, walking: 15%. The SUMP sets targets for 2030 of car: 28%, cycling: 32%, public transport: 21%, walking: 19% [note: these are rounded up; the quoted total was 95%]. This represents a halving of journeys by car, and more than doubling journeys by public transport.



(The diagram shows desired modal shift between 2012 and 2030. The index refers to walkers, cyclists, public transport and private cars).

Ghent's broader mobility plan has set out clear targets with regards to the modal split it wants to achieve by 2030 (the figures that the targets are compared to come from 2012). These are:

- Car usage reduced from 55 to 27 per cent;
- Cycling increasing from 22 to 30 per cent;
- Public transport usage increasing from 9 to 20 per cent;
- Walking increasing from 15 to 18 per cent.

Key performance measures

The Flemish Government requires progress to be monitored every year, but it appears that this is principally for output indicators in terms of what has been implemented.

[Check Mobility Plan]

Provision for disabled travellers

Disabled drivers are able to obtain permits to access the pedestrian areas but, like other car users, are not able to drive through it. All permits are checked using Automatic Number Plate Recognition.

[Check Mobility Plan]

3 Relevance to York

Useful lessons and pointers

Ghent has made major changes to its transport system and patterns of travel over a ten year period, and its hierarchy of users (the STOP Principle) is similar to York's. It appears to manage access to its extensive pedestrian area effectively. Its focus on expanding the cycle network is directly relevant to York, as is its intention to ensure that public transport is free of congestion.

The approach adopted is: "Everyone can continue to make their own mobility choices. It is a matter of choosing the right means of transport at the right time".

The traffic cell scheme, and particularly its application in the pedestrian zone, offers an example of what might be done to remove non-essential car traffic from York's city centre. While the wider scheme could not be directly be applied to York, many of its principles could be, particularly in controlling movement between radial roads and introducing low traffic neighbourhoods.

Ghent's engagement approach is of particular interest. While it started with a focus on consultation rather than more interactive engagement, it has now adopted co-creation for scheme design, both in minor schemes to reallocate road space and in the major project to remove a highway viaduct. It should be possible to adopt a similar approach at a ward level in York.

Ghent's approach shows good integration between policies:

1. Close link between mobility (transport) and spatial planning
2. Economic developments and sustainable mobility can strengthen each other

3. Interaction between residential density, public transport and new cycle routes
4. Link with other policy documents (Spatial Structure Plan, Climate Plan, etc.)

Ghent introduced a Low Emission Zone in January 2020. The most polluting cars are no longer allowed to enter the zone within the city ring (R40). The aim was to improve the health of residents and visitors.

Ghent makes extensive use of electronic monitoring systems to record and manage traffic. There are complementary policies on freight management and coaches.

Any aspects which make it less relevant to York

Ghent is larger than York, and has a major port, which will influence transport patterns in the north of the city. It has more purpose-built roads than York, and was able to introduce its extensive traffic cell scheme on this basis. A scheme on this scale in York would require a suitable orbital route at approximately the distance of Clifton Bridge from the centre.

Ghent's public transport makes use of an extensive tram network, which it is expanding. All public transport is managed by the regional government; though this may offer some pointers for York's new Enhanced Partnership.

Ghent took much longer to prepare its second SUMP than York has allowed for developing LTP4, but the reasons for this are not clear. Ghent appears to be an outlier in this; most European cities take two years to produce a SUMP from scratch, and a little less in which to update an existing one.

Demonstrator new neighbourhoods

Ghent's population growth rate is small, and there appear to be no references to new planned neighbourhoods.

[Check Mobility Plan]

Engagement and consultation

The extended process for developing Ghent's second SUMP started with plan development led by the city administration, and production of a draft SUMP. There was then a series of public debates, followed by a public inquiry in parallel with a series of consultations with stakeholders. The list of stakeholders was drawn widely, to include environmental bodies, health practitioners, emergency services, local schools and representatives of minorities.

While the engagement process appears focused on consultation, there are examples of collaborative approaches in formulating specific schemes, and some situations in which local communities were empowered to redesign the layout of their local streets. This is encapsulated by the role of co-creation as one of the ten "lines of force" in the SUMP.

The underlying principles of co-creation are that:

1. Traditional relations between government and stakeholders are shifting
2. Innovative, creative initiatives can come from all corners (residents, schools, companies,...)
3. Ghent wants to support positive initiatives and give them every opportunity to succeed
4. Co-creation can help shape mobility in Ghent

Possible contacts

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Author: Tony May V2.1 21st May 2021



Economy and Place Scrutiny Committee Report

8 March 2023

Pavement cafes

Summary

1. The process to grant pavement café licences was changed by the government as a response to the Covid pandemic. This temporary deregulated regime has since been extended and is proposed to be made permanent through the Levelling up and Regeneration Bill.
2. The Council reviewed its local guidance in December 2022, changing the criteria against which licence applications are assessed to ensure that a minimum width of 1.5m generally remains available to highway users on footways and that suitable barriers are in place.

Recommendations

3. The Economy and Place Scrutiny Committee is asked to:
 - Note the report on the current policy, number of licences issued, enforcement approach and future changes once the Levelling up and Regeneration Bill is enacted.

Reasons:

- Paper requested by Economy and Place Scrutiny Committee.

Background

4. The government enacted changes to pavement café licensing under the Business and Planning Act 2020 and its associated “Guidance: pavement licences (outdoor seating)” as part of the national response to the Covid pandemic.

5. These changes aimed to deregulate pavement cafes and offer a streamlined process for applications at a time where hospitality venues were operating with limited capacity due to Covid restrictions.
6. Although the deregulated regime was initially meant to be temporary and devised as an emergency measure to support the hospitality sector, it has now been extended several times. The latest extension allows licences to be issued until the end of September 2023.
7. As a result of these extensions and as Covid restrictions were lifted, City of York Council undertook a review of the authority's local guidance and conditions for pavement café licensing.
8. The changes to the guidance were approved by Full Council on 15 December 2022, based on the approach recommended by Executive on 22 November 2022.

Current Policy

9. The current policy includes the following key requirements:
 - Cafés can only be allowed on footways if 1.5m width remains for people to get past (width increased to 2m in high footfall areas, for example busy junctions, near bus stops, etc);
 - In footstreets with access level between footways and carriageway (for example Coney Street), licences may be issued for pavement cafes to cover the full width of the footway;
 - If a licence is refused under the Business and Planning Act it would be possible for the applicant to use the planning permission process (and licensing under Highways Act 1980 Part 7A) to seek permission for a pavement café area. If a permission and a licence were to be granted under this process, adequate access mitigations would be conditioned through the planning process, on a case-by-case basis and all costs associated with required highway improvements would need to be borne by the applicant;
 - Café areas can be allowed in on street parking bays, where sufficient parking and loading capacity remains (including for Blue Badge holders) and the café area can be protected from passing traffic (if required). The licence holder will be required to cover all associated

costs (changes to the permanent TRO, changes to the kerb line/protection measures);

- The named licence holder has completed the ACT Awareness E-learning course (an online counter terrorism awareness course);
- Suitable barriers (compliant with the relevant British Standard – BS8300-1:2018) with tapping rails are required to enclose the licensed area;
- Cost: £100 charge per licence.

10. The review also tightened the enforcement process where a licence is breached, stating that up to two letters (notices) will be sent to licence holder asking for breaches to be addressed. If two letters have been sent for the same issue(s) and the licence is still not being complied with, the licence will be revoked.
11. All licences issued in 2022 expired at the end of December 2022. All venues had to reapply for a licence, with their applications considered under the updated licensing guidance, from January 2023.
12. By the end of February 2023, 69 licence applications had been received, of which:
 - 36 licences had been granted;
 - 10 applications had been refused; and
 - 23 applications were under review/consideration, generally due to missing information or the need to amend the layout, furniture, etc.
13. As licence applications are still being submitted, as Spring approaches, it is difficult to compare directly with the previous year when 114 pavement café licences in issue (in July 2022).
14. In January and February 2023, a total of 29 licence breaches/unlicensed cafes were recorded. Some of these issues were identified by CYC officers and others through complaints received from members of the public. All venues were written to as per the enforcement approach described in the updated guidance.

Next Steps

- **Enforcement**

15. The licensing team has been working with the Council's legal team to prepare for enforcement action where this has been identified as likely to be required due to current behaviours.
16. Once a licence has been revoked, or where cafes are operating without a licence, enforcement options available to the Council include:
 - Community Protection Warning (CPW) & Community Protection Notice (CPN). Breaching a CPN is a criminal offence and can result in a Fixed Penalty Notice being issued by designated council officers; and
 - Highways Act 1980 – prosecution at Magistrates Court.

- **Preparing for permanent changes to the licensing regime**

17. The Levelling up and Regeneration Bill introduced into Parliament in May 2022 proposes to permanently remove the need for planning permission, proposing to make the current temporary regime permanent. The Bill was at Committee Stage in the House of Lords in February 2023.
18. A few changes to the current regime are proposed in the Bill, including:
 - Increased pavement café licensing fees (from £100/licence currently to £500 for new applications and £350 for renewals);
 - Longer consultation and determination periods (from 7 days currently to 14 days);
 - Improved enforcement powers for councils (providing powers to the local authority to remove furniture if a premise is not abiding by its pavement licence conditions and hours).
19. The proposed enforcement powers are however not fully supported by local authorities, as reflected by the Local Government Association's support for the creation of a specific offence of breach of a pavement licence (dealt with by a fixed penalty notice), rather than by the power to seize and store furniture, which is what is currently proposed.

Consultation

20. The changes to the local guidance document which were approved by Full Council in December 2022 were subject to consultation with licence

holders as well as other groups. Any further changes to the licensing guidance or process would also be subject to consultation.

Council Plan

21. This report relates to the following Council's outcomes, as set out in the Council Plan 2019-2023 (Making History, Building Communities):

- a) Good health and wellbeing;
- b) Well paid jobs and an inclusive economy; and
- c) An open and effective council.

22. The Council's "My City Centre Strategic Vision" was adopted on 18 November 2021. The strategy's key objectives include *"Support outdoor eating and café culture in the city centre"*, which states *"the expansion of pavement cafés have been an essential part of the sector's response to lockdown. We will develop a permanent approach to outdoor eating & Café culture which can create a vibrant atmosphere whilst managing accessibility and amenity impacts and maintaining a high-quality city centre environment"*.

Implications

23. Financial

There are no financial implications for this report. Any decision to change the licensing guidance or process would require a separate decision where financial impacts would be considered.

24. Equalities

The Council needs to take into account the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

An Equality Impact Assessment was carried out and provided for the decision to change the licensing guidance in December 2022. Any further changes would require this assessment to be reviewed.

25. Legal

The legal powers and duties have been set out in the body of the report.

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Report Approved Date 28/02/2023

Wards Affected: List wards or tick box to indicate all **All**

For further information please contact the author of the report

Background Papers

- 22 November Executive decision on pavement cafes (see Item 48):
<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MIId=13292>
- City of York Council pavement café licensing – current process and guidance, available here: www.york.gov.uk/PavementCafeLicences

Annexes

No annexes provided.



Economy and Place Scrutiny Committee

8 March 2023

Report of the Corporate Director of Place

Highways Maintenance, Capital Programme & Major Development Highways Impacts Update, Scheduling & Planning Report

Summary

1. Owing to the increased level of investment in the city's infrastructure there is an unusually high number of major schemes programmed to be delivered on the arterial highway network over the next few years, starting in early 2023. The volume of work means that without proactive management there is the potential for a significant increase in the level of traffic congestion.
2. Works on the highway are promoted by a number of different organisations such as the council, developers, utility companies, Network Rail. The council, acting as Highway Authority, has a duty to coordinate all of the works on the highway to ensure they are delivered to the required standard, safely and with the minimal possible disruption to road users. However works on the highway being undertaken by Statutory Undertakers (utility companies, highway authority etc.) can not generally be refused as they have rights which enables them to deliver new supplies and maintenance to their apparatus.
3. The detailed timing/scope of many of the schemes is still in the planning stage but sequencing and high level planning is being undertaken through the council's highway works coordination processes and streetworks permit system to minimise disruption and avoid conflicts where at all possible.
4. The York Central and Tadcaster Rd projects are already on site with works on other schemes such as A1237 (dualling and maintenance), Station Gateway, Lendal Bridge maintenance etc. to follow on. There are many other schemes being progressed by developers and utility companies, including emergency repairs which will also need to be accommodated at the same time as the major projects.
5. This report highlights the extent of works planned to be undertaken over the next few years and provides an update for the Scrutiny Committee on the methods being used to mitigate the impact of works on the travelling public.

Background

6. Traffic authorities have a duty to manage their road network under section 16 of the Traffic Management Act 2004 and secure the expeditious movement of traffic. Traffic includes pedestrians. Under section 59 of New Roads and Streetworks Act a street authority has a duty to effectively manage and coordinate all road and street works, and other activities, on their network.
7. The council has recently introduced a permit based system for works affecting the highway to discharge this duty. This system ensures that closer control of works on the network is possible and durations, traffic management and quality issues can be more effectively managed and enforced. For larger schemes several permits will be approved as the works progress to ensure coordination with emerging schemes is possible. In addition the council manages any changes to the availability of the highway, such as road/lane closures, by granting Temporary Traffic Regulation Orders (TTRO).
8. The council have quarterly coordination meetings with the main promoters of schemes within the York area where future proposed works are discussed. Provisional permit applications may also be submitted for longer term planning purposes.
9. The promoter of a scheme is responsible for the submission of applications for a streetworks permit within the following standard notice periods:
 - 3 days for minor works
 - 10 days for standard works (duration less than 10 days)
 - 3 months for major works (lasting longer than 10 days or where a Temporary Traffic regulation Order is needed)
10. If the application is accepted the promoter is granted a permit enabling them to undertake the works on the highway during the period of the permit. Over 6,000 permits are issued each year. Permits which are approved and pending are identified on the council's website on the One.Network roadworks map. Residents can sign up for alerts on the website notifying them when works are planned on particular streets. The council's Streetworks team inspect and check that the works are being implemented to the correct standard in accordance with the permit and in a safe manner addressing the needs of all road users.
11. On a routine basis the council's Transport team manages and monitors the highway network using CCTV and traffic delay tools to enable remote adjustment of signal timings to respond to incidents and roadworks. For projects where there are significant changes to traffic flows anticipated, for example where road closures are needed, traffic modelling is undertaken in advance and revised signal timing plans prepared to be put in place when the change is implemented. Additional monitoring resource is deployed to respond to the initial changeover period.

Planned Works

12. The council will be providing information on the major projects on the council's website to keep people informed of progress and the traffic implications of the larger projects. In addition the One.Network roadworks map will continue to show the details of the works which have been permitted.
13. There is a higher level of works proposed to be undertaken on the highway over the next few years owing to the delivery of major highway projects, highway maintenance (resurfacing and structures), regeneration projects, private developments and programmed utility works. There are over 75 major schemes (schemes longer than 11 days duration and/or require a Temporary Traffic Regulation Order programmed to be delivered over the next 12-18 months which are classed as major with a potential significant impact on the arterial highway network. There will also be emergency works which have to be accommodated on an ad-hoc basis. In addition there are programmes of highway and utility schemes planned to be implemented on the residential streets off the main arterial network.
14. Summary details of the larger projects currently being planned or delivered are listed below with an indication of the extent of traffic management expected (subject to detailed assessment prior to approval):

Major Projects

Current schemes – Detailed programme/phasing to be approved

York Central (Main highway infrastructure being delivered by Homes England): Now until mid 2025

York Central is a 45ha development site being progressed by the York Central Partnership which will deliver: up to 2500 new homes; the potential for 6500 jobs in grade A commercial office space; a transformation of the National Railway Museum with a new Central Gallery.

Leeman Rd – temporary traffic signals during construction at new junctions (for 12-18 months from March 23, overnight closures for plant deliveries, extended period of full 24/7 closures needed for works in tunnel area in 2025.

Water End – 4 weeks of overnight closures in March/April. Extended period of 24/7 westbound lane closure to undertake works on Severus Bridge – timing to be confirmed.

Tadcaster Rd: Now - Autumn 2023

Drainage/surfacing/lighting replacement and improved pedestrian, cycle layouts

Maintenance and Layout changes – traffic signals, narrow lanes

City Centre Security measures: Now- Autumn 2023 (Detailed phasing to be approved)

Fixed and moveable bollards at entrance points to footstreets

Road closures at each location to enable construction

Planned Major Council Schemes - Programme/phasing to be approved

A1237 Bridge Joint Repairs: Summer 2023

Replacement of joints on River Ouse and ECML Railway bridges;
Overnight traffic signals (up to 8 weeks)

Station Gateway: Dates: tbc – Commence Autumn 2023

Major upgrade to the front of the station to improve the transport interchange
Queen Street – Demolition of Queen Street Br – 2 Weekend Closures of
Queen Street to enable diversion route to be built around bridge

A1237 Dualling (A19-Hopgrove)

Advance Utility diversions at roundabouts – 2023
Main works subject to planning consent – commence in 2024/25 tbc.

Routine Planned Council Schemes

City Council - Traffic Signal Asset Renewal – Programme to be confirmed

Tadcaster Road / Sim Balk Lane
Heworth Green near Dodsworth Avenue
Pavement / Coppergate / Piccadilly
Foss Bank / Foss Island's Road / Peasholme Green
Museum Street / St Leonard's Place

City Council – Highway Resurfacing

Various Locations
A19/A1237 Roundabout resurfacing – Overnight road closures

Utilities – Summary of key schemes

National Gas Networks – Programme to be confirmed.

Lord Mayor's Walk
Water End
Strensall Rd

Northern Power Grid – Programme to be confirmed

St Leonards junction with Bootham
Tower Street
James Street

Yorkshire Water - Programme to be confirmed

Heworth to Malton Rd Main Renewal

Communications (BT, Virgin Media, etc.)

Various Locations
Tadcaster Rd Area

Developments -s278 Works

Nestle South – Wigginton Road

Miller Homes – A59

Environment Agency

Tower Street

A19 Germany Beck

Network Management Principles

15. The council uses the following principles when considering their own schemes and projects delivered by other promoters:

Works

- Ensure schemes are designed to minimise impact during construction
- Ensure method of delivery and traffic management minimises disruption during construction

Programming

- Programme works to avoid peak traffic times.
- Programme works to avoid conflict between schemes where possible.
- Programme works around school times/holidays
- Maximise use of traffic management/closures to undertake multiple schemes at same time.
- Avoid undertaking works during key events: Races, Christmas Market etc.
- Management of emergency repairs/events

Routing

- Maintain routes to key destinations: Hospital, Station etc.
- Restrict approval of works on diversion routes
- Maintain key pedestrian, cycle and public transport routes.
- Avoid routing diversions/construction traffic through residential areas.

Mitigation

- Undertake traffic modelling and adjust signal times to reduce impact of significant lane/road closures
- Provision of measures to mitigate the environmental impact of works (particularly for overnight works)
- Promotion of sustainable transport to reduce number of vehicles on the network during disruptive periods – itravelYork website to be used to provide information.
- Provision of supplementary bus routes to maintain access to services
- Provision of suitable equivalent pedestrian/cycle diversion routes where practical

Communication

- Provision of advance notices/other information to allow residents/travellers to make informed decisions about moving around city.
- Communication with local residents to inform and mitigate impact of works (Drop in events, letter drops, leaflets)

- Publication of streetworks (roadworks information) and road closure notices

16. Under the Streetworks permit scheme the council considers a range of factors before approving works on the highway such as the:

- Timing and Duration of works** - How will the proposed timing and duration affect the use of the network, can changes to the timing and duration be made to limit the impact or avoid peak times and key events. Examples: Overnight closures of Leeman Rd to allow construction plant to be delivered. Moratorium on road works during Christmas Market. Some of the planned works in Elvington have been put on hold due to increased traffic levels and traffic management for another scheme has been changed to minimise disruption on an alternative route being used by travellers while new power cables are being installed at the boundary with the East Riding on the A1079.
- Traffic Management** (traffic lights, lane closures etc) is it appropriate and necessary, balancing safety with the impact of the works on the network. Example: Lane closure during resurfacing/waterproofing of Severus Bridge on Water End.
- Impact on Pedestrians, Cyclists and Bus Users** –Are equivalent safe diversion routes available for all road users including disabled users? Have appropriate changes been made to bus service provision to avoid isolating communities? Will key public transport and cycling/walking routes for example to the hospital, station be protected during works. Example: Provision of shuttle bus when Leeman Rd Tunnel closed for resurfacing. Provision of temporary diversion routes for pedestrians at key pinch points eg. Lendal Gyratory footway widening.
- Location** What other network activities are taking place on the network? How will local residents, business and road users be impacted by the works? Example: Works on Tadcaster Rd delayed to allow utility works to be completed first.
- Work Methodology** - Is the work methodology suitable for the proposed works? Can changes be made to the work methodology to reduce impact? Example: Directional drilling of utility services rather than open cut in highway.
- Environment** What considerations need be made to noise, plant and work methodology for the works? Does the work area require any special measures to protect the environment? Examples: quieter piling rigs used on Scarborough Bridge scheme to reduce impact on local residents.

- g. **Consultation and Information** Who will be affected by the works and do they need to be consulted with? Who will need to take action to mitigate for the impact of the works? Can the road user be adequately informed of the planned disruption? What is the best way to mitigate the impact of the works through information to the road user? Examples: Variable Message Signs promoting sustainable transport options for Christmas Market. Social media adverts and drop in events for local residents for the Tadcaster Rd scheme, press briefings and radio interviews for major works eg. Crockey Hill signal replacement on A19.
 - h. **Potential to Reduce Network Demand** – Reducing the number of vehicles on the network during disruptive works by promoting sustainable transport options and informing residents of impact of the works and potential alternative routes. Example: Variable Message Signs promoting sustainable transport options for Christmas Market.
 - i. **Collaboration** - What other works are planned to take place in the area where collaboration can take place? Can works promoters be encouraged to work at the same time or close to planned works? Example: Highway surfacing undertaken when Gillygate closed for sewer works.
17. The media play a key role in the distribution of information to the public. An initial press briefing, highlighting the scope of the works being planned and the methods which are being used to coordinate the works, has been held with local media outlets (radio, press etc.). This relationship will be used to help keep the public informed of progress on the schemes and potential impacts.
18. Where possible schemes are planned to be delivered to avoid conflicting directly with other works or the diversion routes needed for other schemes but owing to the volume of work and scale (duration and scope) of the schemes being progressed this is unlikely to be fully achievable over the next few years.
19. For schemes which require a Temporary Traffic Regulation Order to change the access to the highway, e.g. lane/road closures, the council follows the statutory process (at least 7 days notice) for the advertising of notices (on the site and in the local press) indicating the reason for the change and times it will be in place.
20. The promoter of the scheme, whether it is the council or Utility Company, is responsible for providing signs/traffic management on the network to enable the works to be undertaken safely. They are also responsible for liaison with local residents and businesses to ensure they are aware of the works. They will also contact residents/businesses to provide any local mitigation to minimise disruption e.g. adjusting timing of works around entrances to properties.

Conclusion

21. The council will continue to use the network management principles highlighted in this report to manage the highway to minimise disruption to road users throughout this period of unprecedented construction activity. Updates on roadworks will be provided to the public on the roadworks page on the council's website one.network website with additional information provided on a dedicated major projects page. The council will also continue to work with local media to raise awareness of the schemes and impact on the network.

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Report Approved Date 28/02/2023

Wards Affected: All

For further information please contact the author of the report

Background Papers:

Glossary

Annexes

Economy and Place Policy and Scrutiny Committee Draft Work Plan

Economy and Place			
E&P	21/3/23	Committee (Commissioned)	1. Bus Service Improvement Plan (BSIP)

Possible items

Street Charter/Street Scene Standard

Courier access to the city centre

Council Plan Priorities relating to Economy and Place
Well-paid jobs in an inclusive economy
<ul style="list-style-type: none"> • Develop a new Economic Strategy • Align Make it York and Adult Skills Agenda to Economic Strategy • Promote vocational education and training in sustainable building • Create new commercial space for start-up businesses and small enterprises
Creating Homes and World Class Infrastructure
<ul style="list-style-type: none"> • Progress key developments such as the Community Stadium, York Central, Castle Gateway and Guildhall
Getting Around Sustainably
<ul style="list-style-type: none"> • Review city-wide public transport options and lobby for improvements in rail connectivity • Identify options to move fleet to low/zero carbon • Expand York's electric vehicle charging point network • Work in partnership to deliver low/zero carbon public transport

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