

Report of the Director of City Strategy

Local Transport Plan Mid-Term Report

Summary

1. All local authorities are required by the Department for Transport (DfT) to review progress in implementing their second Local Transport Plans, and submit a Mid-Term Report by the end of December 2008.
2. This report informs the Executive that the City of York Local Transport Plan Mid-Term Report has been prepared, and asks Members to approve it for submission to the Government Office for Yorkshire and the Humber, and ultimately the DfT, by the required deadline.

Background

3. The City of York Second Local Transport Plan (LTP2) was submitted to the DfT in March 2006. It set out the transport strategy for York over the five-year period 2006 to 2011, in the context of a longer-term transport strategy to 2021. The council received an 'excellent' grading for LTP2 from the DfT, which was the highest grading possible for Local Transport Plans. As a result of this grading, the Integrated Transport funding allocation for 2007/08 was increased by £460k (12.5% of the original allocation).
4. During the first LTP (LTP1) period (2001-06), the council was required to produce Annual Progress Reports (APRs) on the progress of the transport strategies and schemes set out in LTP1. However, the DfT decided that annual reports would not be required for LTP2, and authorities would only be required to produce biannual reports, with the first report expected in 2008.
5. Unlike the APRs during LTP1, progress reports in LTP2 will not be used as a basis for allocating Integrated Transport funding in future years. Guidance from the DfT states that the Mid-Term Report should be *'a concise analysis of the progress of an authority in implementing its second Local Transport Plan. It should summarise the difference the authority has made to local transport provision in its plan area (identifying areas of good practice and of concern), and demonstrate the effectiveness of local and national funding of local transport'*.

6. The guidance requires authorities to review delivery during the first two years of the LTP2 period (April 2006 to March 2008), and also to look forward to the remainder of the period to March 2011, in order to review the risks to implementation of LTP2 and the opportunities for future delivery.

Summary of LTP2 Strategy

7. The second LTP was based on the government's four shared priorities for transport: Tackling Congestion, Delivering Accessibility, Safer Roads, and Better Air Quality. As the consultation carried out for LTP2 showed that York residents considered reducing congestion to be the most important transport priority for the city, tackling congestion is the primary focus of LTP2. Many of the measures set out to address congestion also contribute to the other shared priorities for transport.
8. The transport strategy set out in LTP2 aims to:
 - Improve the Outer Ring Road (junctions) to improve capacity and reduce vehicle delays along it to encourage drivers away from undertaking cross city movements along the radial routes;
 - thereby reducing traffic levels along the radial routes allowing capacity reallocation to improve journey times and safety for more sustainable forms of transport, such as walking, cycling and public transport; thereby
 - enabling further improvements to bus services, augmented by improvements to, and expansion of, the cycle network and pedestrian routes, supported by;
 - suitable promotion, marketing and travel planning to raise the awareness of the more sustainable travel options in the city, and;
 - utilising developer contributions for improving the network as appropriate.
9. The Mid-Term Report (See Annex A) aims to recap the policies and strategies in LTP2, report on the progress of their implementation, and review LTP2 in light of changes in national and local policy, and changes in York, since the document was published. As with the Annual Progress Reports produced for LTP1, the report aims to inform residents, councillors, and stakeholders of LTP2 progress, as well as central government. The report also reviews progress towards achieving the targets set in LTP2.

Major Achievements

10. The council's second Local Transport Plan set out a range of schemes and initiatives planned for the five-year period 2006-11 in order to achieve the aims of the transport strategy. It included 'Action Plans' for each of the shared priorities, which set out the schemes to be implemented during the LTP2 period, and schemes planned for post-2011. Progress against these action plans is reviewed in the Mid-Term Report.
11. An outline capital programme was included in LTP2 to show how the proposed schemes would be implemented over the five-year period. While there have been some delays to the programme, many of these schemes have been completed as planned.

Tackling Congestion

12. The Outer Ring Road improvements included in the LTP2 programme were the Moor Lane Roundabout scheme, the new left turn lane at the A1237/Strensall Road roundabout, and a contribution to the Highways Agency scheme for improvements at the A64/Hopgrove roundabout. The Moor Lane Roundabout and Strensall Roundabout schemes have been completed as planned. The Hopgrove Roundabout scheme was delayed due to the increased scheme cost, but the Highways Agency has now received funding for the scheme, which is due to start imminently. The council's contribution to this scheme will be required in 2009/10 (value to be confirmed).
13. Phase 1 of the James St Link Road, connecting Lawrence Street and Layerthorpe, was completed in November 2006. This scheme was part of the Foss Basin Transport Masterplan, which aimed to address the transport issues caused by the expected level of development in the Foss Basin area. The northern section of Phase 2 of the link road (Layerthorpe to Heworth Green) has been constructed as part of a development off Heworth Green, but the completion of the remaining short, southern section is dependent on its construction by the developer of an adjacent site. Other schemes in the Masterplan are also dependent on the progress of developments in the area, and the current economic climate means there is some uncertainty regarding their progress.
14. Other schemes implemented to address the issue of congestion include:
 - The relocation of the Designer Outlet Park & Ride site (within its current site), which has reduced journey times and contributed to increased patronage numbers (along with the introduction of a Sunday service).
 - Infrastructure improvements to bus routes, including the completion of work on the **ftr** route following its launch in May 2006.
 - Schemes to improve pedestrian facilities, including the completion of improvements to radial routes (Haxby Road, Huntington Road, and Shipton Road) following audits carried out in previous years, and the construction of new pedestrian crossings across the city.
 - The construction of two new off-road cycle routes along Heslington Lane and Hull Road, and a new link to the Hob Moor path, along with smaller schemes such as new lighting on part of the Haxby to York path and various smaller schemes such as additional cycle parking.
15. There are some elements in the 'Tackling Congestion' action plan that have not progressed as planned. As mentioned previously, the Hopgrove Roundabout improvements (a Highways Agency scheme), was delayed due to funding issues. It is expected to start in late 2008 and be completed in 2009.
16. The proposed expansion of the Askham Bar Park & Ride site has now been included in the 'Access York Phase 1' Park & Ride Major Scheme Bid, with completion of all three Park & Ride sites expected by 2012 should the bid be approved by the DfT.
17. The Fulford Road (A19 South) bus priorities scheme proposed in LTP2 was expanded to consider improvements for pedestrians, cyclists and other road

users, to ensure that all transport issues along the route were considered. This expansion of the scope of the scheme, along with the extensive consultation carried out on the proposed improvements, has delayed implementation of this scheme. It is now planned to be implemented in stages over the next three years.

Delivering Accessibility

18. The second LTP included an accessibility strategy, which set out the issues regarding access to jobs and services. The Government's 'Making the Connections' report, published by the Social Exclusion Unit, identified the following barriers to accessing services:
 - The availability and physical access of transport.
 - Cost of transport.
 - Services and activities located in inaccessible places.
 - Safety and security.
 - Information and travel horizons.
19. Many of the measures implemented as part of the 'Tackling Congestion' programme will also improve accessibility by providing improved facilities for pedestrians, cyclists and public transport. However, there are also other improvements to accessibility that have been carried out in the past two years.
20. Since April 2006, the council has provided free bus travel in the York and North Yorkshire area (as part of the North Yorkshire Concessionary Fares partnership) for people over 60 and people under 60 with disabilities through the concessionary fares scheme (prior to this date half-fare bus travel was available to those eligible). The number of bus pass holders increased following the introduction of free travel from 18,625 in 2005/06 to 27,826 in 2007/08.
21. Following the introduction of the new English Concessionary Fares scheme in April 2008, all existing passes had to be replaced with the standard national pass. Over 36,000 national passes have now been issued in York.
22. The council has also carried out a re-launch of the YOzone card in March 2007 to encourage increased take-up of the discount. The YOzone card is issued to secondary school pupils aged 11-16 who live or study in the York area. It allows reduced fare travel for all local journeys on bus services provided by participating companies, at no cost to the council. The council held road show events at secondary schools in October 2008 to encourage new pupils to apply for YOzone cards, and plans to continue these on an annual basis.
23. The council's Quality Bus Partnership (QBP) was re-launched in August 2007 following the appointment of a new independent chair, and is made up of council officers, councillors, and representatives from local bus companies, passenger groups, and North Yorkshire police. The QBP aims to ensure good partnership working to improve bus services, information, and infrastructure, and has been involved with the production of the new bus route map and other promotional work, and improvements to the real-time information system in York.

24. Most of the bus services in York are run by private operators on a commercial basis. However, the council does subsidise some services which would not otherwise be provided by bus operators. These include evening and Sunday services in the urban area, and some rural bus services through the Rural Bus Subsidy Grant, many of which are run in partnership with neighbouring local authorities. The council is currently carrying out a review of subsidised bus services in York to review current provision and identify possible improvements and priorities for future spend.
25. The second LTP included the proposal for a car club to be set up in York as part of the 'Smarter Choices' strategy to promote the use of sustainable forms of transport. Use of a car club allows people to live without a car, knowing that they will have access to a car when needed. They also provide access to a car for people who could not afford to run a car.
26. York's car club was launched, in partnership with WhizzGo, in autumn 2006. The car club has been a success since its launch, and cars are now available at eleven sites across the city. Funding for the car club has been secured through developer contributions. Currently there are over 350 members in York, with between 10 and 15 new members added each month.

Safer Roads

27. The second Local Transport Plan included a revised Road Safety Strategy, which set out the council's proposals to improve safety for all road users. The three main approaches to tackling road safety issues are engineering work at locations identified as having a high number of casualties, publicity campaigns, and road safety training.
28. Local Transport Plan funding is used for the development and implementation of schemes at locations where a road safety issue has been identified. Work carried out over the past two years has included the construction of a new right turn lane at the A166/Murton Lane junction, the closure of the junction of the A166 with Panman Lane at Holtby, and installation of traffic signals at two major junctions: the York Road Dunnington/A1079 junction and the Wheldrake Lane/A19 junction. A number of smaller schemes have also been implemented across the city.
29. A new data-led approach to dealing with issues raised by residents and councillors regarding speeding traffic has been introduced, which ensures that funding is allocated in the most effective way. The use of Vehicle Activated Signs (VAS) to address speeding issues was trialled at the end of the first LTP period and has continued during LTP2. The signs are activated when drivers exceed the speed limit, and have proved to be a useful way of addressing speeding issues.
30. In addition to these engineering measures, the Road Safety team carries out road safety campaigns and education work in partnership with North Yorkshire Police and North Yorkshire Fire & Rescue Service. Pedestrian and cycle training is also provided to all schools in York.

31. The council also employs two School Travel Advisors who work with schools in York to improve road safety through the Safe Routes to School work (including the provision of cycle parking at schools), and to develop measures to increase sustainable travel by pupils and staff, as 'school run' traffic was one of the issues raised during consultation for LTP2.

Better Air Quality

32. The council submitted an Air Quality Action Plan (AQAP) to the Department for Environment, Food and Rural Affairs (DEFRA) in July 2004, following the declaration of an Air Quality Management Area (AQMA) for nitrogen dioxide in 2002. The AQMA covered five areas around the inner ring road where annual average concentrations of nitrogen dioxide were above the objective annual level. The council has a duty to improve air quality in these areas.
33. The first AQAP set out the measures the council intended to take to achieve a reduction in nitrogen dioxide concentrations across the city. The development of LTP2 provided an opportunity to review the content of the first AQAP and reconsider some of the air quality improvement measures. An updated AQAP (AQAP2) was submitted with LTP2 in 2006.
34. As motorised road transport accounts for the majority of nitrogen dioxide emissions in the city, most of the measures in AQAP2 are aimed at reducing traffic emissions and are being delivered through the implementation of LTP2, such as the launch of the car club, the launch of the **ftr** service and associated Pay Before You Board ticketing, and the ongoing feasibility work into a possible Low Emission Zone in the city.
35. The specification included in the tender for the new Park & Ride contract included options for the operators to provide vehicles at Euro IV, V and EEV emission standards. Members agreed to accept the contract offer from First York which specified EEV standard vehicles, despite the additional cost to the council, due to the benefit the higher emissions standard would provide.

Funding

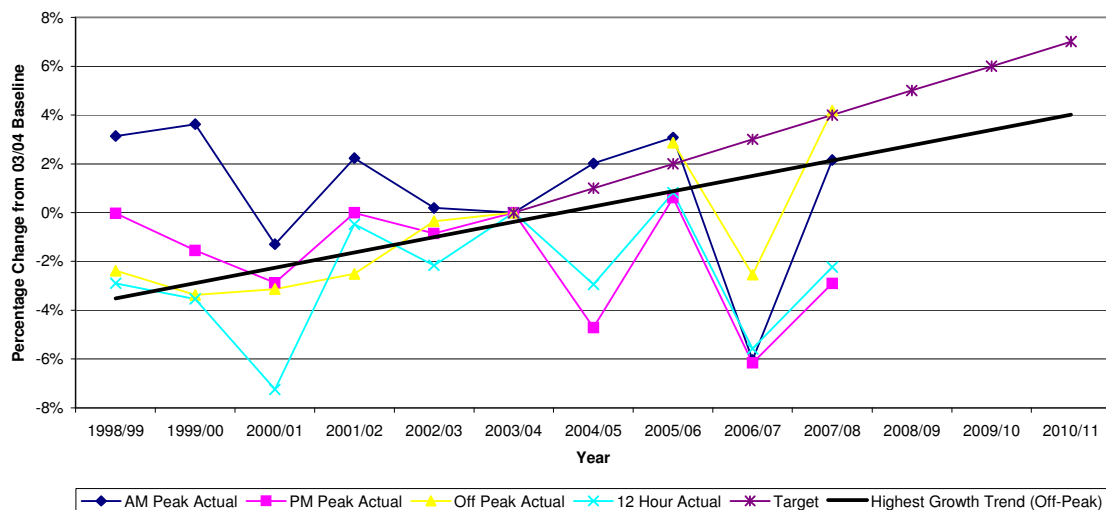
36. The schemes included in LTP2 are mainly funded through Local Transport Plan funding from central government, which is supplemented by funding from the council's own capital resources, Section 106 agreements, and grant funding.
37. In the past two years over £12m of LTP funding has been spent on Integrated Transport and Structural Maintenance schemes, which has been supplemented by £5.6m of other capital funding.
38. Other work such as campaigns, concessionary fares, and subsidised bus services are funded through the council's revenue funding. Additional revenue funding for road safety measures is provided through the DfT's Road Safety Grant funding. In the past two years, £7.3m of revenue funding has been spent on public transport (including concessionary fares) and over £20m has been spent on highways, which includes highway maintenance, road safety, street lighting, and winter maintenance.

39. Due to changes in the way the DfT allocates funding for Integrated Transport across the country, the LTP funding allocation for York for LTP2 was lower than originally expected. The Integrated Transport allocation will decrease over the LTP2 period from £4,478k in 2006/07 to £2,986k in 2010/11.
40. As a result, it is essential that proposed schemes are prioritised to ensure the best use is made of available funding. A draft prioritisation methodology was included in LTP2, which assesses proposed schemes against their contribution towards achieving the aims of LTP2 and the council's corporate priorities, and an estimate of the number of people who will directly benefit from the scheme.

Progress Towards Targets

41. The second LTP included 39 indicators in order to measure progress towards the objectives of LTP2. Each indicator has a target set for the end of the LTP2 period. The Mid-Term Report reviews the progress towards achieving these targets.
42. A set of nine 'headline' targets were selected from these indicators to represent the main areas of transport considered in LTP2, as shown in the tables below.

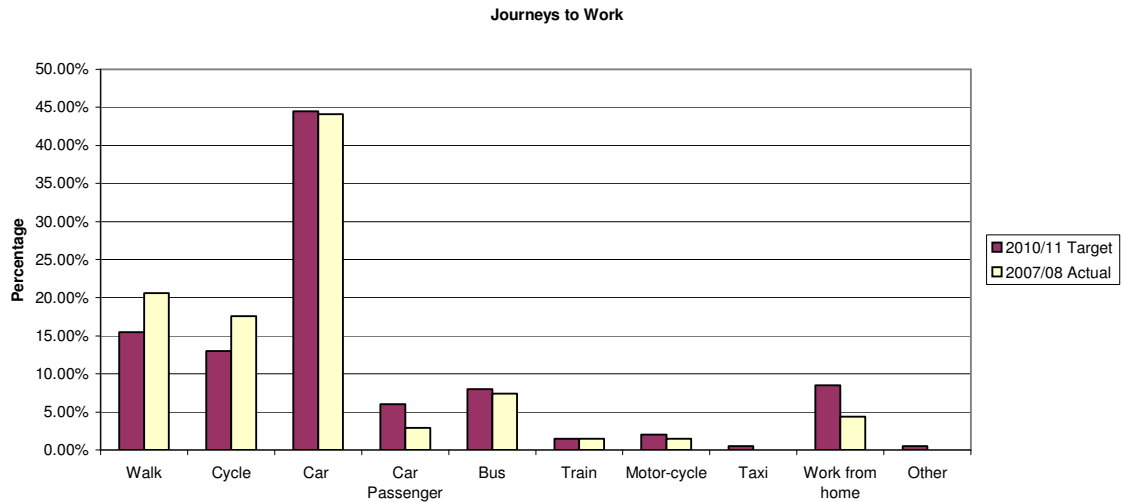
Indicator	Baseline	2007/08 Results	Performance against target trajectory
Traffic Levels	AM Peak: 103,709 veh km PM Peak: 107,006 veh km Off Peak: 71,721 veh km 12 Hour: 1,009,293 veh km	107,857 veh km 111,286 veh km 74,590 veh km 1,049,665 veh km	On-Track On-Track On-Track On-Track



Comment

Restricting traffic growth (overall) to 7% above 2003/04 levels is on course to be achieved. The highest growth trend is for off-peak journeys, but this is forecast to be below 7% growth by 2011.

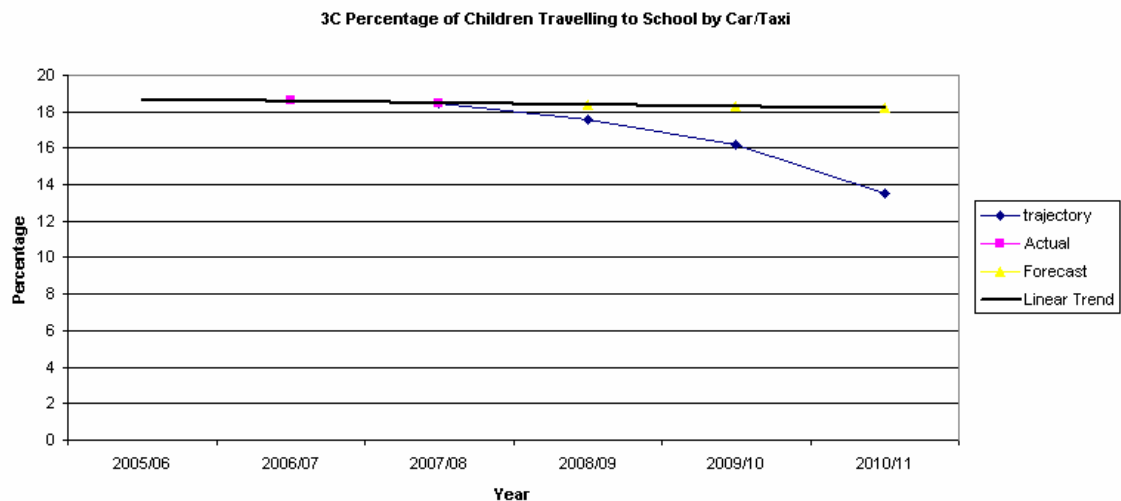
Indicator	Baseline	2007/08 Results	Performance against target trajectory
Journeys to work by car	48.2% car driver	44.1%	Target achieved



Comment

'Talkabout 31' results (1,451 responses) used as a proxy for more extensive survey data.

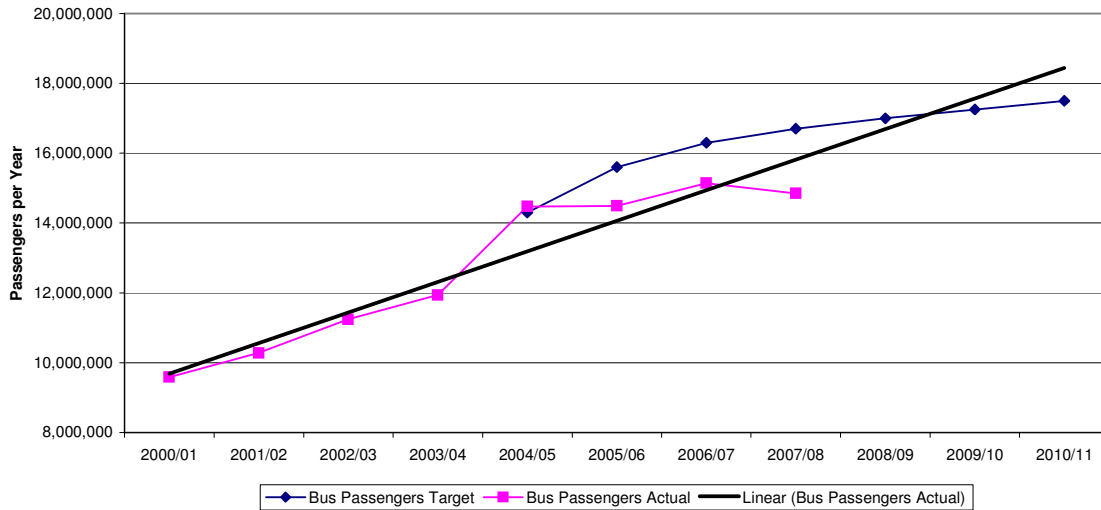
Indicator	Baseline	2007/08 Results	Performance against target trajectory
Journeys to school by car	18.6%	18.5%	Not on-track



Comment

In previous years the uncertainty about the validity of the results of school surveys have prevented a suitable target being set. Now that two years consistent results have been obtained, a challenging target of 13.5% journeys to school by car/taxi in 2011 has been set.

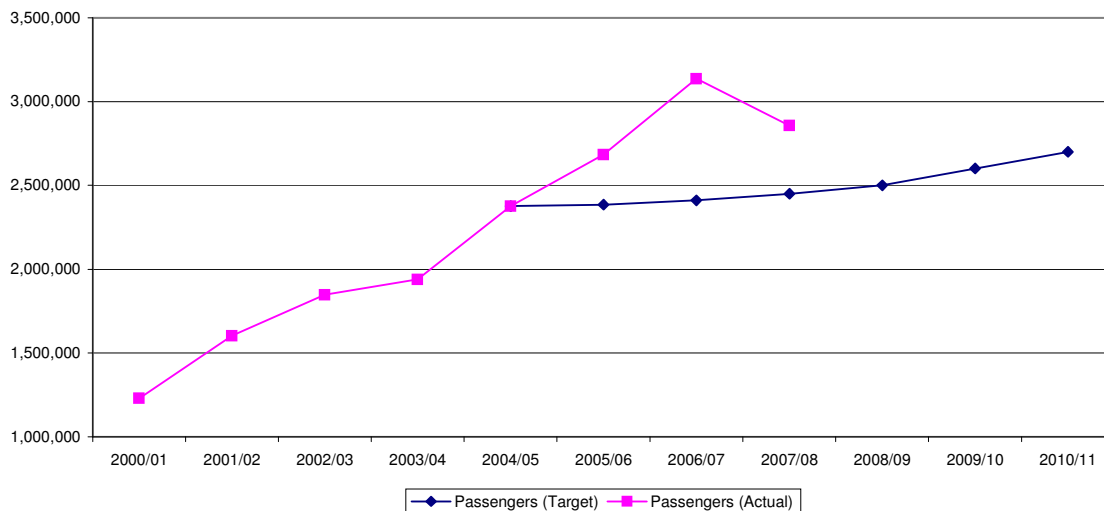
Indicator	Baseline	2007/08 Results	Performance against target trajectory
Use of local bus services	11,942,000	14,853,143	On-Track



Comment

The target for use of local bus services is on course to be achieved.

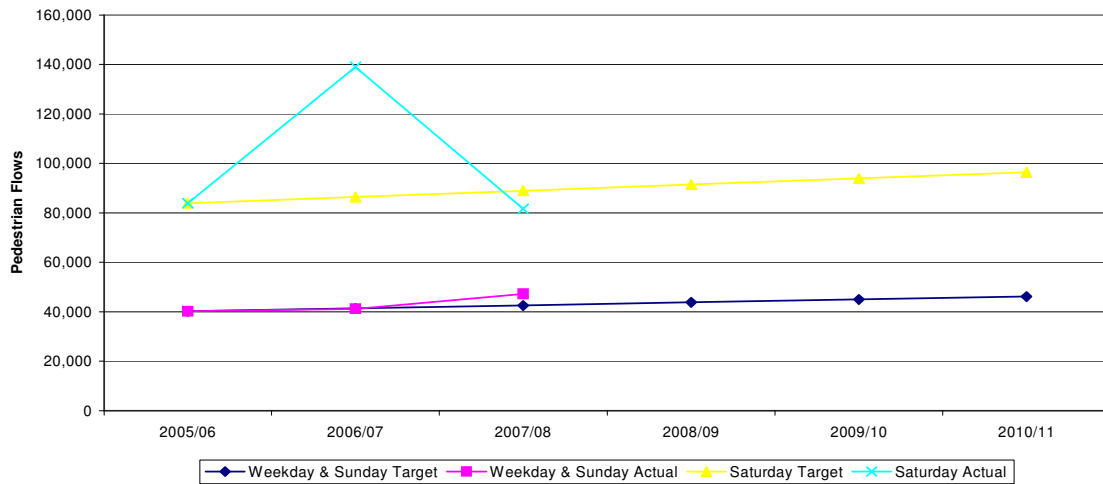
Indicator	Baseline	2007/08 Results	Performance against target trajectory
Use of Park & Ride	1,926,196	2,857,301	Target achieved



Comment

The target for Park & Ride passengers has already been achieved.

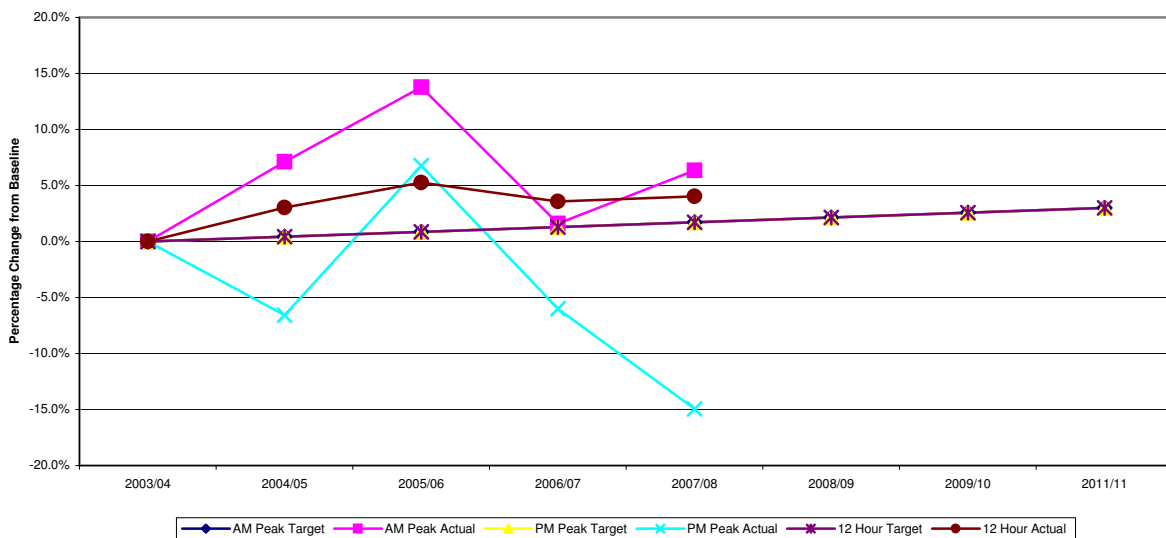
Indicator	Baseline	2007/08 Results	Performance against target trajectory
Level of walking in and around the city centre	Average: 40,000 Saturday: 84,000	42,554 81,661	On-Track On-Track



Comment

People's propensity to do shopping visits to the city centre may be the cause of the large fluctuation for Saturday, but overall the target is on track.

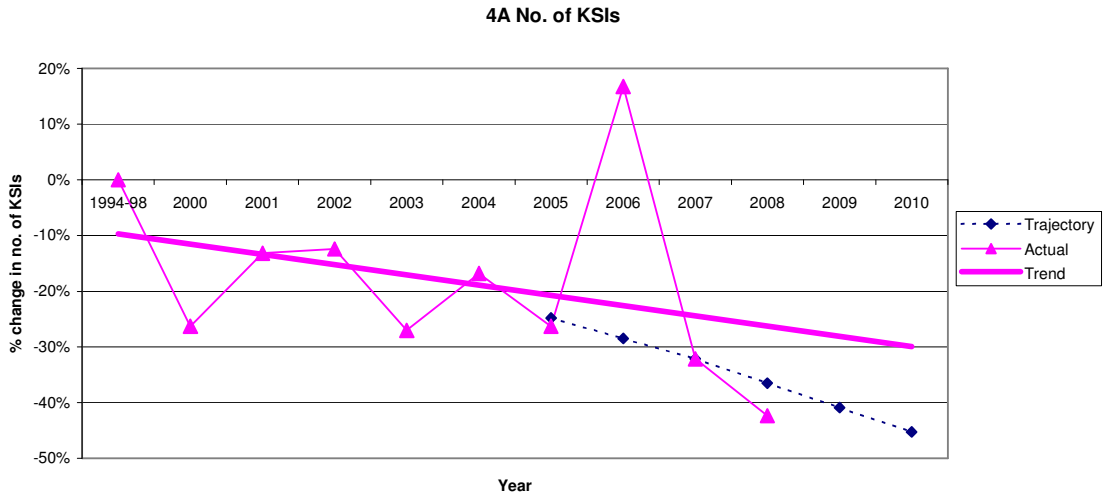
Indicator	Baseline	2007/08 Results	Performance against target trajectory
City-wide cycle usage	AM Peak: 1,686 PM Peak: 1,520 12 Hour: 10,320	1,793 1,293 10,736	Target achieved Not on-track Target achieved



Comment

The drop in PM peak cycling journeys may be attributable to 'peak spreading', where people are adjusting their travel patterns to avoid high traffic during the traditional PM peak hour (5pm-6pm).

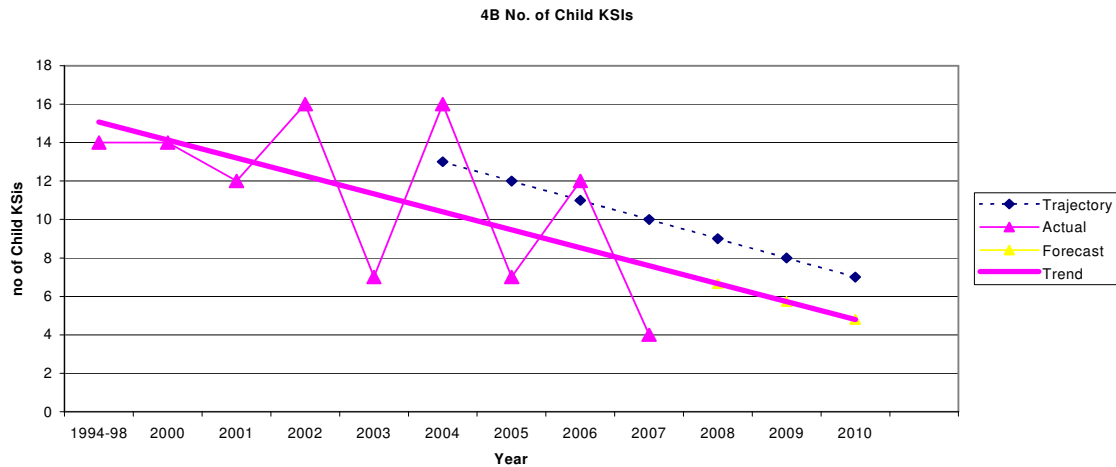
Indicator	Baseline	2007/08 Results	Performance against target trajectory
Number of people killed or seriously injured in road traffic accidents (KSIs)	1994-98 average: 137	160	Not on-track



Comment

The apparent spike in the 2007/08 value (result for 2006 calendar year) is not consistent with historical data. Further investigation shows no discernable pattern or cluster sites for this inconsistency. Preliminary indications are that KSI results for 2007 and 2008 are lower than the target trajectory requires.

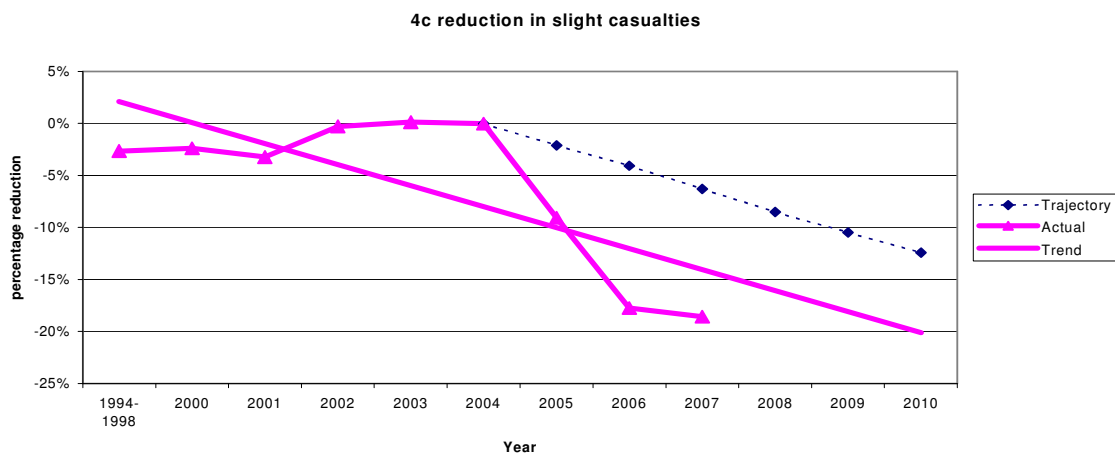
Indicator	Baseline	2007/08 Results	Performance against target trajectory
Number of children (aged under 16 years) killed or seriously injured in road traffic collisions	1994-98 average: 14	12	On-Track



Comment

As only small numbers are recorded, any change has disproportionate effect on percentage. Preliminary indications are that KSI results for 2007 and 2008 are lower than the target trajectory requires.

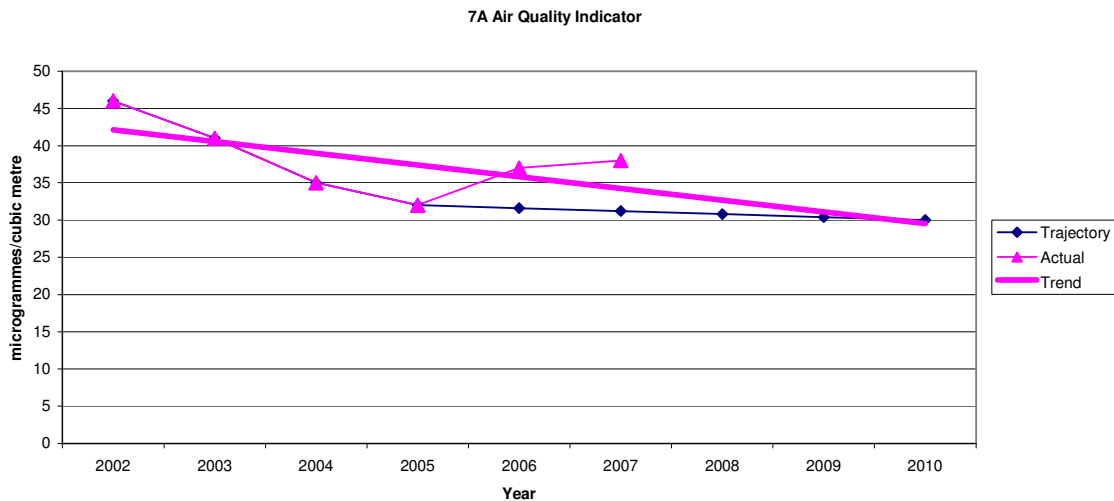
Indicator	Baseline	2007/08 Results	Performance against target trajectory
Number of people slightly injured in road traffic collisions	1994-98 average: 697	589	Target achieved



Comment

The target for reducing the number of people slightly injured in road traffic collisions has been achieved.

Indicator	Baseline	2007/08 Results	Performance against target trajectory
Air Quality	35 ug/m ³	38	On-Track



Comment

The long-term trend shows that the air quality target is on track to be achieved.

43. Work to address those areas where we are not on course to achieve the LTP2 targets will continue over the remainder of the LTP2 period.

New Initiatives Since LTP2

44. Since LTP2 was published, there have been several new transport-related initiatives developed by the council, which will affect the way the transport strategy set out in LTP2 is implemented.
45. The proposals for the 'Access York' Major Scheme Bid were included in LTP2, as it was recognised that it would not be possible to fund all the major infrastructure improvements outlined in LTP2 with the Integrated Transport funding allocation alone over the five-year period.
46. Phase 1 of the bid (for three new Park & Ride sites) was approved by the Regional Transport Board earlier this year, and will be submitted to the Department for Transport in early 2009 for their decision. Phase 2 of the bid, for further improvements to junctions on the Outer Ring Road, was submitted to the Regional Transport Board in October, and a decision is expected in the new year.
47. Following a successful bid to Cycling England earlier in the year, York was awarded 'Cycling City' status in June, and has received £3.68m of match-

funding over the next three years for cycling schemes, in addition to the programme outlined in LTP2.

48. Other new initiatives since the publication of LTP2 include the ongoing review of the council's transport strategy carried out by the Traffic Congestion Scrutiny Committee, the procurement of a new Park & Ride contract, the development of the Sustainable Street Lighting policy, and the development of a land-use and transport model as part of the work on the Local Development Framework.

Publication

49. The Mid-Term Report is to be submitted to the Government Office for Yorkshire and the Humber (GOYH) by the end of December 2008. It will then be published on the council's website and made available in libraries and council receptions.

Consultation

50. Consultation on the progress of the transport strategies and schemes in LTP2 was carried out earlier in 2008, in order to review resident and stakeholder opinions of transport issues since the start of LTP2. A section of questions on transport issues were included in the July Talkabout questionnaire, and a consultation leaflet was produced and distributed to council receptions and libraries, and was also made available online.
51. The Talkabout results showed that there was low awareness of the Local Transport Plan and schemes completed as part of LTP2. Traffic congestion and traffic levels were thought to be the main transport issues in York, followed by 'school run' traffic. There was support for most of the proposed measures for the rest of the LTP2 period, particularly the new Park & Ride sites and expansion of the cycle network. However, a slight majority of respondents did not support traffic calming measures.
52. The responses from the consultation leaflets also put traffic levels and congestion as the main transport issues, with school run traffic and the safety of cyclists as the next most important issues. Improvements to public transport and more cycle routes and facilities were thought to be the best way of dealing with transport issues.

Options

53. Members are asked to approve the LTP2 Mid-Term Report for submission to GOYH in December 2008, and delegate authority to the Director of City Strategy and the Executive Member to approve the final report.

Analysis

54. The council is required to submit a Mid-Term Report on the second Local Transport Plan (LTP2) by the end of December 2008. The assessment of the report will not be used as a basis for allocating Integrated Transport funding, but the report will provide GOYH with information on the progress of York's

LTP2 and any challenges to implementing the transport strategy over the next two years.

55. The report also provides an opportunity to inform residents, councillors and stakeholders of the progress towards implementing LTP2.

Corporate Priorities

56. The council's second Local Transport Plan supports the sustainable city element of the Corporate Strategy

Increase the use of public and other environmentally friendly modes of transport

Implications

- **Financial** – There are no financial implications at this time
- **Human Resources (HR)** – There are no HR implications
- **Equalities** – There are no equalities implications
- **Legal** – There are no legal implications
- **Crime and Disorder** – There are no crime and disorder implications
- **Information Technology (IT)** – There are no IT implications
- **Property** – There are no property implications
- **Other** – There are no other implications

Risk Management

57. The LTP2 Mid-Term Report is produced to inform residents and stakeholders of the progress of LTP2. The report will be submitted to the Government Office for Yorkshire and the Humber (GOYH), who will assess the report, but will not score it in the same way that previous Annual Progress Reports were scored. The assessment will not affect the allocation of funding for future years, but a poor appraisal may affect the council's reputation for transport planning. However, preliminary discussions with GOYH indicate that such a view would be unlikely.

Conclusion

58. The LTP2 Mid-Term Report provides an opportunity for the council to review its progress against the aims of LTP2, consider the changes that have affected transport in York since LTP2 was published, and the issues and opportunities for the rest of the LTP2 period.

Recommendations

59. Members are asked to:
 - i. Approve the LTP2 Mid-Term Report for submission to GOYH in December 2008, and delegate authority to the Director of City Strategy and the Executive Member to approve the final report.

Reason: To ensure the report can be submitted by the deadline set by GOYH.

- ii. Propose any suggestion alterations, if required.

Reason: To ensure changes can be made to the report before it is submitted.

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Director of City Strategy

Report Approved Date 06 11 08

Damon Copperthwaite
Assistant Director City Development and
Transport

Report Approved Date 06 11 08

Specialist Implications Officer(s)

None

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

All

For further information please contact the author of the report

Annexes:

Annex A - Draft Local Transport Plan 2 Mid-Term Report

Background Papers:

The City of York Local Transport Plan 2006-2011