

Draft Framework for York's Third Local Transport Plan

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1. Introduction

- 1.01 This document provides a summary of the draft third Local Transport Plan (LTP3) for York for consultation. It sets out the transport strategy for the city over the next three years, and the longer-term transport strategy to 2031.

Background and Process

- 1.02 All local authorities in England and Wales have a statutory duty to produce and keep under review a Local Transport Plan (LTP), which sets out their transport policies and plans. LTPs are used to by the Department for Transport (DfT) to allocate capital funding to local authorities for integrated transport measures and maintenance work.
- 1.03 This will be the third Local Transport Plan published by City of York Council, and will cover the period April 2011 to March 2014 and beyond to 2031. It is supported by an implementation plan, which sets out the measures to be implemented to achieve the objectives of LTP3. The implementation plan covers a three-year period, and will be reviewed throughout the LTP3 period.

LTP3 Guidance

- 1.04 Guidance on the production of LTPs has been issued by the Department for Transport (DfT). This provides the primary source of advice for producing LTP3, but there are numerous national, regional and local policies, issues and research that have also influenced the production and content of LTP3.
- 1.05 The DfT guidance for LTP3 was published in July 2009 and set out the five national goals for transport, which form the basis of the policies and measures included in LTP3:
- Tackle climate change.
 - Support economic growth.
 - Promote equality of opportunity.
 - Contribute to better safety, security and health.
 - Improve quality of life.
- 1.06 The development of LTP3 has also been influenced by the following national strategies and policies:
- The Stern Review on the Economics of Climate Change (2006).
 - The Eddington Transport Study, the case for action. Sir Rod Eddington's advice to Government (2006).
 - Towards A Sustainable Transport System (TaSTS) (2007), which sets out the Government's approach to strategic transport planning.
 - Delivering a Sustainable Transport System (DaSTS) (2008), which sets out how the government is putting the TaSTS approach into practice.
 - Low Carbon Transport: A Greener Future, A Carbon Reduction Strategy for Transport (2009).

- 1.07 York's third Local Transport Plan is also influenced by local policies, such as the city's Sustainable Community Strategy (SCS), the Local Development Framework (LDF). Other work such as that carried out by the council's Traffic Congestion Ad-Hoc Scrutiny Committee to investigate the extent and cause of congestion, and the measures that can be implemented to reduce it, has also contributed to shaping LTP3.

Preparation of LTP3

- 1.08 Work to prepare the council's third Local Transport Plan began in early 2009, and the following areas of work have been completed so far:
- City-wide consultation and meetings with stakeholder groups.
 - Development of draft options and strategy for LTP3.
 - Policy development, evidence gathering, and further consultation with stakeholder groups and focus groups.
 - Preparation of a draft 'Framework' LTP3 document.
- 1.09 During the LTP2 period (2006-11), the council's Ad-Hoc Scrutiny Committee carried out a review of traffic congestion in York. This began in 2007, and aimed 'to identify ways including Local Transport Plans 1 & 2 (LTP1 & LTP2) and other evidence, of reducing present levels of traffic congestion in York, and ways of minimising the impact of the forecast traffic increase'. As part of this work, a city-wide consultation was carried out in early 2010, which has also been used to inform the development of LTP3.
- 1.10 The next stage of work to prepare LTP3 is to carry out consultation on the draft LTP3 'Framework' document, which will include exhibitions in the city centre, local shopping centres, and out-of-town retail parks, and a web-based survey. The draft Framework LTP3 will also be made available in council offices and all local libraries, with feedback forms available for people to offer comments.
- 1.11 After the consultation, work will be carried out to prepare the final LTP3 document in late 2010, and will be approved by Members in early 2011 for publication in April 2011.

Transport Vision

- 1.12 Our vision for York is to enable everyone to undertake their activities in the most sustainable way and to have a transport system that:
- Is less dominated by motorised transport
 - Makes York easier to get around with better links to surrounding areas and other cities
 - Enables people to travel in safety, comfort and security, whatever form of transport they use
 - Provides equal access to opportunities for employment, education, training, good health and leisure for all
 - Has the widest choice of transport available, with minimal impact on climate change and air quality.

2. Transport Strategy

The Transport Strategy

- 2.01 York's Transport Strategy policies and measures will be based around the following five strategic aims:
- Provide Quality Alternatives to the Car
 - Provide Strategic Links
 - Implement Behavioural Change
 - Tackle Transport Emissions
 - Improve the Public Realm
- 2.02 These five aims have been developed as a result of work to identify York's transport issues, the development of a set of goals and the need to implement a set of objectives. A summary of this process is shown in Table 4.2, and further information is available in Chapter 4.
- 2.03 The LTP Policy is based around the five aims. Details of the policies and measures for the short term, medium term, and long term can be seen in Annex A.
- 2.04 Further explanation as to what these aims entail is given below. Sustainable development and the support of the Local Development Framework will be a crosscutting theme throughout all of the strategy. This will be reflected in types of policy such as behaviour change, information, infrastructure, management practices and land use planning.

Provide Quality Alternatives

- 2.05 This aim is around providing quality alternatives to the motor car for suitable trips. The emphasis is on quality because in order to encourage people out of their car the alternative needs to be attractive. For example, policies that fulfil

this aim would include those which create a quality cycle and pedestrian network and a quality bus experience in order to make the shift away from private car usage for all trips more viable. Implementing this aim will be done through measures that target things such as ticketing, safety measures, infrastructure and punctuality which will make the experience of using alternative modes to the car more attractive.

Provide Strategic Links

- 2.06 This aim encompasses the need to provide and support links to areas of importance for York. These areas, for example, may have economic and employment significance. Some of these include the Leeds City Region and commuters living to the east of York.
- 2.07 Rail provides longer-distance links as well as more local links. Therefore the focus for rail includes the East Coast Main Line and improving new local stations.

Implement Behavioural Change

- 2.08 The LTP3 will aim to encourage and enable residents and visitors to York to use sustainable modes of transport for appropriate journeys. Encouraging people to be less reliant on their car will be done through education, information and awareness campaigns. Part of this is the need to make people aware of how transport choice effects the environment, their health and safety. Some of the ways this will be done will be through partnership working with other organisation such as the health sector. It will also include travel plans, training and marketing campaigns.

Tackle Transport Emissions

- 2.09 Transport contributes to the carbon footprint of York due to Carbon Dioxide (CO₂) emissions from vehicles. Transport also affects air quality in York due to other vehicle emissions, mainly nitrogen oxides (NO_x). LTP3 alongside other policies will aim to reduce CO₂ and NO_x through the promotion of less polluting fuels and other technology developments, and the reduction of vehicle numbers.

Public Realm

- 2.10 This aim is for transport to enable an attractive city to thrive and to improve the public spaces throughout York. Transport can support this through having fewer vehicles in the city centre, having an appropriate freight policy, and introducing measures such as low emission zones and 20 mph limits.

Summary of Short & Medium Term Strategy

- 2.11 In the next three years, we will focus the anticipated reduced funding on a range of measures which deliver the best value for money in meeting the needs for and aspirations of York
- 2.12 The policies and measures for the medium term will expand those policies and measures in the short term to make further progress in realising the vision for York.

Summary of Long-Term Strategy

- 2.13 Over the next twenty years transport in York will be faced with many challenges. Some of these, such as probable rises in oil prices and technological advancement, will be far out of the control of local policy. Local changes, such as a rising and increasingly aging population and unprecedented levels of development for the city, will also have a substantial impact on the transport system as a whole. LTP3 must reflect these potential changes and be sufficiently flexible to adapt in the short term, as well as the longer term.
- 2.14 The long-term strategy sets out some of the key challenges and constraints the city will face, along with the policy conflicts that must be addressed in order for York to be able to provide a suitable transport system for the future. The key physical constraints include the rivers, substantial recent out of town development and a historical road network. These constraints provide significant challenges, particularly for providing new infrastructure to increase capacity.
- 2.15 The potential growth in employment and housing in York will place great demands on transport. The capability of the transport system to cope with these demands will depend on being able to provide extra capacity and reducing the traffic generated by the growth of the city. Possible capacity measures include expanding the Park & Ride provision (Access York Phase 1) and improvements to the A1237 Outer Ring Road (Access York Phase 2). Reducing traffic generation can be achieved by making developments as sustainable as possible through appropriate location and layout, and travel planning to encourage changing peoples' travel behaviour.
- 2.16 Changing travel behaviour can remove a significant long-term constraint to achieving modal shift in order that the economy of the city will not be adversely affected by congestion. Long-term policy will look at increasing the attractiveness of modes other than the car in the areas of cost, image, convenience, health, safety, and overall quality of the journey.
- 2.17 The bus is the dominant form of public transport in the city and this is anticipated to continue. Over the long-term, however, commercial bus

services more vulnerable as the popularity of Park & Ride services continues to increase. The disproportionate costs of running bus services compared to private motorised transport costs could contribute to commercial bus services being cut back. Further loss of passengers to walking and cycling, whilst beneficial to health, may further damage the viability of some commercial services.

- 2.18 Park & Ride could well begin to abstract a significant proportion of the commercial network's customers due to regulated lower fares and continued high frequencies, while it is likely that, predominantly due to higher oil prices, the commercial services could be cut back and face increased fares. They will therefore also be more vulnerable to cycling and walking.
- 2.19 Investment in both improving reliability and achieving low fares on the commercial bus network is imperative for attracting people who would otherwise choose to drive. It is considered that a high quality commercial bus service is essential for providing access to jobs, healthcare and leisure, making better use of road space (assuming decent bus occupancy levels) and offering an alternative to using the car for those who cannot or do not wish to cycle or walk.
- 2.20 Higher levels of walking and cycling are essential to reducing the burden on the road network in the city, and will also contribute to improving health in the city. Over the long-term an established plan of improving crossings and points of conflict between modes will be rolled out to make York one of the most pedestrian and cycle friendly cities in the country.
- 2.21 Integration between all modes is of vital importance to providing a highly accessible, coherent transport system. The long-term strategy also embraces the use of new technologies in order to achieving the goals of LTP3.
- 2.22 Transport must also improve its contribution to air quality and the attractiveness of the city. As a major tourist centre it is imperative for York to maintain and enhance its excellent reputation over the long-term. Transport should not tarnish the views of people visiting the city, but rather, it should be one of the factors that enables visitors to enjoy the whole city as much as possible. Residents' requirements will also be very carefully balanced with the desire to attract as many visitors as possible.

3. Consultation Results

3.01 The work carried out so far to prepare LTP3 has provided information on the transport issues in York, the goals the council wants to set for transport, and the objectives needed to achieve these goals. This work has been supported by the outcome of the consultations that have been carried out.

City-Wide Consultation

3.02 The first phase of consultation on LTP3 comprised of a city-wide questionnaire delivered to all households in York, and a series of face to face workshops and meetings with stakeholders.

3.03 The 'Towards a New Transport Plan for York' questionnaire was delivered in November 2009 and returned in December 2009. Over 12,000 surveys (14% response rate) were returned. The purpose of the questionnaire was to find out from the residents of York:

- If they agreed with the council's vision for transport in York.
- If York's goals for transport into the future should be the same as the national (DaSTS) goals.
- How important certain pressures on the city are, e.g. contributing to a less polluted city.
- What the most important actions for tackling transport's challenges are; e.g. rewarding the use of low emission vehicles.

3.04 A summary of some of the main outcomes from the questionnaire respondents are listed below:

- 69% of respondents either agree or strongly agree with the (draft) vision for York.
- More respondents are in favour of DaSTS goals (55% min) than against (17% max).
- Supporting the economy is the most important goal (71%), followed by safety, security, and health (68%).
- Congestion is the most important transport challenge (81%), followed by travelling within and around York (75%), and travelling to/ from York (70%). Access for visitors is least important (48%), with the impact of unhealthy lifestyles being next to least important (49%).
- Improving public transport is the most important action (73%), followed by making better use of the transport networks and managing the amount of traffic entering the city (71%). Building new transport networks is the least important (47%) with technological improvements just above this (48%).

3.05 To complement to the city-wide questionnaire, four stakeholder meetings were carried out to discuss the current and future pressures and challenges for transport in York. These aimed to help shape and inform the LTP options

to be taken forward, and to also help inform policy development. The workshops were arranged under the four following themed groups:

- Campaign, user groups and active transport organisations.
- Government bodies (other than CYC) and environment organisations.
- Bus and rail operators, transport industry and tourism.
- Community organisations, business and development groups, emergency services, education or training, and health departments.

3.06 In addition to the workshops, several other 'informative meetings' took place to seek further views and evidence.

3.07 The most common points and themes raised at the face to face consultation exercises were:

- The DaSTS strategy goals that workshop participants felt were most importance were Economic Growth and Quality of Life.
- It was felt that York's 'out of town' retail centres contribute significantly to the congestion that is experienced in York.
- A lack of rail facilities locally was a common theme. York is a rail city with excellent links to the rest of the country. However it has no real local links, which is seen as a negative point.
- York is a Park & Ride leader and should maximise on this.
- There is a need to move look to the wider regional context (e.g. potential in East Riding, North Yorkshire and Selby connections), and the 'functional sub region'¹ context.
- High percentage of York residents have a disability (17%). There is suppressed journey demand for mobility impaired people, as not all bus services in the city are accessible.
- Public transport needs to be more community based and owned. There is anecdotal evidence of it being too expensive in relation to distance, and in comparison to travelling by car.
- Need leadership on the way forward for York. LTP3 is the enabler.
- There was support for managing the amount of traffic on the roads, including demand management. There was some disagreement about whether this would involve charges or not, but restricting car access to the city centre was popular.
- A behaviour change programme is needed with positive communication and messages, with particular regard to reducing the use of the car.
- Increase active travel (cycling), particularly for children.
- The needs of pedestrians should be incorporated into LTP3. There is a concern that Cycle City status may have a detrimental impact on vulnerable road users.
- Broad support for vehicle speed reduction measures.

3.08 The results from the LTP3 consultation process have been broadly supported by the results from the Traffic Congestion Scrutiny Review.

¹ The 'functional sub region' is broadly defined as the travel to work area around York

Traffic Congestion Scrutiny Review and Consultation

- 3.09 During the LTP2 period (2006-11), the council's Ad-Hoc Scrutiny Committee carried out a review of traffic congestion in York. This began in 2007, and aimed 'to identify ways including Local Transport Plans 1 & 2 (LTP1 & LTP2) and other evidence, of reducing present levels of traffic congestion in York, and ways of minimising the impact of the forecast traffic increase'.
- 3.10 In a series of meetings held between 2007 and 2009, the Committee considered various issues in relation to transport in York, including traffic levels, air quality, accessibility to jobs and services, school travel, road safety, and smarter choices options to encourage the use of sustainable modes of transport. This allowed the development of different scenarios that could be implemented to address traffic congestion issues.
- 3.11 A city-wide consultation was carried out in early 2010, which asked residents' opinions on the four proposed scenarios, and the measures contained in each scenario to address transport issues.
- 3.12 Over 7,000 responses were received, which is a response rate of 8%. The most popular scenario was one that focussed on reducing congestion without road user charging, with 39% of respondents in favour of this option.

4. Transport Issues

- 4.01 As part of the development of LTP3, information and evidence on York and its surrounding areas has been gathered under the following broad headings:
- Existing demographics
 - Environmental issues
 - Development and spatial growth
 - Economic circumstances
 - Existing transport issues (e.g. conditions, capacity, accessibility, connectivity and trends)
 - Safety
 - Health
- 4.02 This was undertaken in order to understand what transport should respond to, and what it needs to achieve to help deliver the wider needs and aspirations of York.
- 4.03 The main transport issues in York, as identified from the consultation and the work done on the evidence base, are shown in Table 4.1.

Table 4.1: Transport Issues in York

Issue	Short, Medium or Long Term Issue
Air quality	Short
Population growth and change	Medium
Carbon emissions	Medium
Effects of flooding as a result of climate change	Short/Medium
Planning for employment and development growth	Short
Need for economic growth	Short
Visitor needs	Short
Rail demand	Medium/Long
Localised congestion	Short
Buses must meet customer needs	Medium
Road accidents	Short
Worsening health	Short
Some poor accessibility	Medium

- 4.04 **Air Quality:** Road transport emissions contribute in the region of 50-75% of total urban emissions for nitrogen oxide and particulates. Between 2002 and 2005 annual average nitrogen dioxide concentrations across the city appeared to be reducing, but this trend was reversed in 2006. For the past four years, year on year increases in annual average nitrogen dioxide concentrations have been recorded.
- 4.05 **Population Growth and Change:** York had a population of around 195,400 in 2008. This is expected to increase by 23% between 2006 and 2026, whereas Yorkshire and Humber is forecast to grow by approximately 19%, and the rest of the UK by 16%² The major growth will be in the numbers of young people and elderly people. As a result the city will need to adapt and evolve to meet the needs of both residents and visitors into the future, including transport needs.
- 4.06 **Carbon Emissions:** The Climate Change Act 2008 makes the UK the first country in the world to have a legally binding long-term framework to cut carbon emissions. Private cars in the UK account for over 50% of total CO₂ emissions generated from domestic transport, with heavy goods vehicles accounting for a further 20% (even though they account for 4% of total vehicle kilometres driven on UK roads). York has its own target of reducing CO₂ emissions by 40% by 2020.

² Source: ONS. Table 10 Mid-2007 to Mid-2008 Population Estimates: Components of population change for local authorities in the United Kingdom

- 4.07 York's carbon footprint is 12.42t CO₂/capita, which is higher than the regional (11.94t CO₂/capita) and national (12.08t CO₂/capita) averages³. York has a transport carbon footprint of 3.36t CO₂/capita, with the highest emissions from private vehicle fuel use (1.10t CO₂/capita) and air transport (0.72t CO₂/capita).
- 4.08 Effects of flooding as a result of climate change: In the decades ahead the UK is likely to experience a greater frequency of extreme weather events and a general increase in temperatures and precipitation⁴. Implications of a changing climate include increased disruption to service delivery, transport and logistics. One element of climate change is increased flood risk. York is located at the confluence of three rivers and has experienced flooding in the past.
- 4.09 Planning for employment and development growth: There are several major development sites in York, which include housing and employment sites. Effective land use planning, with high densities, mixed use sites and accessibility to key facilities, can reduce the adverse effects of new developments on the existing transport network. Land use planning can also be used to reduce CO₂ emissions by encouraging the use of sustainable modes of transport.
- 4.10 Need for economic growth: If current expectations of economic and employment growth are to be achieved, the city needs to ensure the timely and effective development of development sites, improve transport, and revitalise the city's environment. York also needs to be aware of its role within the Leeds City Region and how that affects its economy. Improved transport linkages can play a central role to help link people with jobs and therefore stimulate economic growth.
- 4.11 Visitor needs: Tourism plays a large role in York. There were 4 million visitors to York in 2007, and there is a large amount of income earned from tourists and visitors. In 2008, 10% of all jobs were tourism-related jobs in York, compared to 8% in Yorkshire and the Humber. The high number of tourists and visitors has an impact on the transport network, which needs to be considered in LTP3.
- 4.12 Rail demand: York is the second busiest station in Yorkshire and Humber (after Leeds) with 8% of the total trips in the region. Passenger numbers have increased by 6% at York and 14% at Poppleton stations between the years 2005 and 2008⁵, and it is predicted that the total number of passengers travelling to York will continue to increase.

³ Source: Stockholm Environment Institute, 2004

⁴ The Climate Change Adaptation Plan for Transport 2010-2012

⁵ Office of Rail Regulation footfall data

- 4.13 The current focus is on making use of the existing rail network. Future development areas in relation to the local rail function in York are the enhancements to capacity and speeds on the East Coast Main Line, the ongoing investigation into tram train technology on the York-Harrogate line, and the potential to include York into the Metrocard boundary. The continued investigation into a new rail station at Haxby to the north of York has been put on hold for the present due to budget constraints, but will be pursued when the opportunity arises.
- 4.14 Localised congestion: Although traffic levels on York roads at the busiest times are decreasing overall, there are some locations where there are high levels of traffic and congestion, including sections of the A1237 (the outer ring road). The main areas of congestion are around the city centre, and to the west and north of the city centre. Congestion is widespread during the AM peak hour (08:00-09:00) on school weekdays.
- 4.15 York's transport network faces a substantial increase in demand over the next 25 years, due to the level of new development that is expected to take place in the city. York's population growth is not forecast to match its economic growth, which means more people are likely to commute into York. Unless measures are taken to encourage car users to use alternative modes of transport, congestion will worsen in the future.
- 4.16 Buses must meet customer needs: The results of the consultations showed that improving public transport was the most important action for respondents. Within York, the bus network is relatively extensive in relation to its size with nearly 5.5 buses per 10,000 population. However there are many areas that experience a drop in service frequency or no service at all in the evening and on Sundays. There are a limited number of routes that buses can take through the city centre. These routes are highly trafficked, which can increase journey times and reduce the reliability of bus services.
- 4.17 Road accidents: The LTP3 city-wide questionnaire identified that better safety, security and health was the second most important goal for residents. Total car Killed and Seriously Injured (KSIs) have fallen slightly since 2005, however cyclist KSIs have increased since 2005. Most of the vehicle accidents are happening on the main arterial roads into the city and the ring road.
- 4.18 Worsening health: One of the five DaSTS goals is to contribute to better safety, security and health. The value walking and cycling can bring to health is recognised in this. The Local Development Framework seeks to improve the quality of life for its residents through sustainable transport, which will be supported by the LTP3.
- 4.19 Some poor accessibility: The responses to the LTP3 consultation highlighted concerns about accessibility to out of town shopping centres, access to the hospital, and access for people with disadvantages. The main accessibility issues identified using 'Accession' modelling software were public transport

access to destinations outside the city centre. The cycling and walking catchments to these places is also limited.

- 4.20 Table 4.2 shows the links between the transport issues, the transport goals that have been set for York, and the objectives required to address the issues and achieve the goals.

Table 4.2: Issues, Goals and Objectives

Issues/Problems/ Challenges	York Goals	York Transport Objectives/ Outcome Required
<p><u>High carbon (greenhouse gas) emissions</u> - York residents have a higher than average carbon footprint</p>	<p>Reduce greenhouse gas emissions</p>	<ul style="list-style-type: none"> • Reduce the total amount of kilometres travelled by private cars • Reduce the dependence on the car for all trips • More public and active transport mode share
<p><u>Flood risk to the network</u> - Affects key parts of the network and impacts disproportionately on sustainable modes</p>		<ul style="list-style-type: none"> • Less people affected by flooding on the transport network
<p><u>Localised congestion</u> - As a result of the historical layout of the city and increasing demand for travel <u>Rail demand</u> - York is the busiest rail station in the York and North Yorkshire sub region and is increasingly important for business purposes</p>	<p>Enable economic growth</p>	<ul style="list-style-type: none"> • A connected and accessible city (York Visioning and Economic Master plan) • Improve journey time reliability for all modes • Increase rail capacity and function • Increase public transport priority
<p><u>Increasing elderly and dependant population</u> - Which will require services to adapt to meet changing demands and needs <u>Population growth and change</u> - Cannot keep on providing for increased demand for travel <u>Buses need to meet customer needs</u> - Which will change as the population demographics change <u>Some pockets of poor accessibility</u> - Which is excluding some people from society and the economy</p>	<p>Improve public and active transport provision</p>	<ul style="list-style-type: none"> • A quality bus service • More cycling and walking facilities
<p><u>Poor air quality (attributed to transport)</u> - Air quality monitoring shows general increase in emissions across York <u>Worsening health</u> – Levels of obesity are increasing putting pressure on health resources</p>	<p>Improve residents' quality of life</p>	<ul style="list-style-type: none"> • Reduce the emission of pollutants from transport • Increase the number of people leading healthy, active lifestyles • Improve the public realm

Issues/Problems/ Challenges	York Goals	York Transport Objectives/ Outcome Required
<p><u>Road accident levels</u> - Casualty levels have been reduced over the last 10 years, but every casualty has an impact and cost to the individual, their families, the health service and the economy</p>	<p>Safer roads</p>	<ul style="list-style-type: none"> • Reduce the number and severity of transport related accidents
<p><u>Employment growth</u> - York needs to sustain employment sector to maintain a healthy economy <u>Location and extent of growth</u> - a significant proportion of JTW trips are by car and could transfer to sustainable mode</p>	<p>Enable sustainable growth and development</p>	<ul style="list-style-type: none"> • Integrate transport and development

Policies and LTP3

4.21 The council has developed a set of policies to address transport issues in York, which have been grouped under the LTP3 Strategic Aims:

Provide Quality Alternatives

- Provide quality information on the bus network
- Provide attractive and accessible bus stop environments
- Better value bus fares and tickets
- Working consistently with the bus operators
- Using technological improvements
- Support Access York Phase 1 – Park & Ride
- More cycle infrastructure
- "Safe Routes" initiative continued for cyclists and pedestrians
- Participate in cycle partnerships and groups
- Junction treatments for cyclists
- Target crossing and severance points for pedestrians
- Improved signage infrastructure
- Support rail usage
- Reduce road traffic casualties through engineering design

Provide Strategic Links

- Support road maintenance and improvements to the East Riding, Selby, Leeds, Harrogate and other surrounding areas of strategic relevance
- Support rail connections to Selby, Leeds, Harrogate and other surrounding areas of strategic relevance

Support and Implement Behavioural Change

- Implement programmes to encourage cycling
- Supply information on active transport
- Encourage use of sustainable modes for appropriate journeys
- Encouraging active transport by using the Public Rights Of Way (PROW)
- Partnership working with other sectors to use transport to improve health
- Education and awareness on alternative modes
- Reduce road traffic casualties through education
- Reduce road traffic casualties through training

Tackle Transport Emissions

- Reducing Emissions
- Alternative Fuels

Improve the Public Realm

- Improve conditions for pedestrians
- Fewer vehicles in the city centre

- 4.22 A series of measures have been proposed to deliver these policies, which have been separated into short, medium, and long-term measures, and are shown in Annex A.
- 4.23 As in the previous two Local Transport Plans, a set of indicators is being developed to measure the success of the policies and measures in LTP3. The proposed list of indicators is shown in Annex B.

5. Funding and Deliverability

- 5.01 Funding levels for the LTP3 period are not expected to be confirmed until early December 2010, following the completion of the Government's Comprehensive Spending Review and determination of detailed allocations by the Department for Transport (DfT).
- 5.02 In 2010/11 additional funding (£3.42m) was provided from the Regional Funding Allocation, Cycling City Grant and Road Safety Grant, giving a total integrated transport budget of £6.41m. Following the in-year budget cuts of £1.5m announced in June, this was reduced to £4.97m.
- 5.03 It is anticipated that the funding levels will be substantially lower than the current LTP levels (£2.99m per year). Reductions of between 25% and 40% are anticipated in the LTP allocation, which could mean annual budgets as low as approximately £1.8m.
- 5.04 It is known that the Regional Funding Allocation supplement will not be available in future years, and it is unclear whether there will be any Cycling City funding for 2011/12 onwards. The DfT is also consulting on the formula used to distribute LTP funds across the country at present. Subject to the results of the consultation, the funds allocated to York could vary from current levels.
- 5.05 If the existing formula was used with updated base data then the allocation to York could be up to 5% higher due to bus patronage increases and changes to population and safety statistics. However, the impact of changes to the formula to include coalition priorities for growth and climate change are unknown.
- 5.06 The current projection is that the LTP allocation for Integrated Transport in the LTP3 period, excluding funding from developer contributions, is likely to be over 60% lower than the 2010/11 budget. This will limit the scale of the infrastructure improvements which can be delivered over the next few years. At these lower funding levels it will become more important to obtain funds from alternative sources to enable the delivery of the higher impact schemes.
- 5.07 It is anticipated that funding for major transport schemes across the country will be reduced and the prioritisation methodology will be adjusted to focus more on the economy and climate change issues. The status of the Access York Phase 1 (Park & Ride) bid is unlikely to be confirmed until December 2010, although it is almost certain that the delivery programme will be delayed. The process for submitting future funding bids is not yet clear but is likely to involve promotion through the Local Economic Partnership.
- 5.08 Due to the likelihood of reduced funding allocations for Integrated Transport, it is important that any measures proposed as part of LTP3 will contribute to the goals and objectives of LTP3, and will provide value for money.

6. Next Steps

- 6.01 The responses to the consultation on this draft 'Framework' LTP3 will be analysed and reported back to Members in January 2011 for a decision on updating the Framework document into the draft of the 'Full' LTP3 document.
- 6.02 It is intended to present the draft 'Full' LTP3 to the Council Executive early in 2011 for their approval.
- 6.03 Any amendments proposed by the Executive will be incorporated into the final LTP3 document, which will then be presented to the Full Council meeting to be adopted as City of York Council policy before its issue by 31 March 2011.

A Policy & Measures

Table A1: Short-Term Measures

Table A2: Medium to Long-Term Measures

B Monitoring & Indicators**Table B.1: Transport-Related National Indicators (NIs) to be included in LTP3**

Indicator
<p>NI 47 People killed or seriously injured in road traffic accidents:</p> <ul style="list-style-type: none"> • The percentage change in number of people killed or seriously injured during the calendar year compared to the previous year (based on a three year rolling average).
<p>NI 48 Children killed or seriously injured in road traffic accidents</p> <ul style="list-style-type: none"> • The percentage change in number of children killed or seriously injured during the calendar year compared to the previous year (based on a three year rolling average).
<p>NI 167 Congestion – average journey time per mile during the morning peak</p> <ul style="list-style-type: none"> • Average journey time per mile on major routes within the local authority area.
<p>NI 168 Principal roads where maintenance should be considered</p> <ul style="list-style-type: none"> • Percentage of the authority's A-roads and principal roads where maintenance should be considered.
<p>NI 169 Non-principal classified roads where maintenance should be considered</p> <ul style="list-style-type: none"> • Percentage of the authority's B-road and C- roads where maintenance should be considered.
<p>NI 175 Access to services and facilities</p> <ul style="list-style-type: none"> • Access to services and facilities by walking, cycling, and public transport. <ul style="list-style-type: none"> i) Access to Health: York Hospital ii) Access to Education: York College iii) Access to Leisure: various locations iv) Access to Retail Sites: various locations
<p>NI 176 Working age people with access to employment by public transport (and other modes)</p> <ul style="list-style-type: none"> • The percentage of people aged between 16 and 74 living within the catchment area (by walking, cycling, and public transport) of a location with more than 500 jobs
<p>NI 177 Local bus and light rail passenger journeys originating in the authority area</p>
<p>NI 178 Bus services running on time</p> <ul style="list-style-type: none"> i) The percentage of non-frequent (fewer than six buses per hour) buses on time ii) The average excess waiting time for frequent services (six or more buses per hour)
<p>NI 198 Children travelling to school – mode of transport normally used</p> <ul style="list-style-type: none"> • Children aged 5-10 years • Children aged 11-16 years

Note: National Indicators are currently used by Government to assess the performance of Local Authorities

Table B.2: Proposed Local Indicators to be Included in LTP3

Indicator
Mode of Travel
Pedestrians crossing the inner cordon <ul style="list-style-type: none"> Number of pedestrians entering the area bounded by the inner ring road
City-wide cycle usage <ul style="list-style-type: none"> Includes people cycling on the roads and on the off-road network
Usage of Park & Ride <ul style="list-style-type: none"> Number of passengers on Park & Ride services
Mode of transport to York Station <ul style="list-style-type: none"> Percentage of boarding customers arriving by walking, cycling, bus, or taxi
Rural Bus Usage <ul style="list-style-type: none"> Number of passengers on rural bus services in the CYC area
Accessibility
Use of Demand Responsive Transport <ul style="list-style-type: none"> Number of passenger journeys
Accessible buses and taxis operating in the city <ul style="list-style-type: none"> Percentage of bus fleet and taxi fleet that is DDA-compliant
Proportion of new residential or commercial developments over 0.4ha that are built within 400m of a frequent (30min or better) public transport service
Proportion of new residential or commercial developments over 0.4ha contributing either physically or financially to pedestrian, cycle, or public transport networks
Traffic Levels
Changes in area-wide traffic volumes
Changes in traffic flow to city centre (peak period & 12-hour) <ul style="list-style-type: none"> Peak period (8:00-9:00) and 12-hour (7:00-19:00)
Safety and Speed Management
People slightly injured in road traffic accidents
Speed of traffic relative to speed limit – percentage of sites with a recorded average speed exceeding the speed limit
Environment
Nitrogen Dioxide levels – The mean of all annual average NO ₂ concentrations measured within the Air Quality Management Areas
Emissions-based indicator – To be developed
Percentage of the bus fleet meeting Euro III/ Euro IV requirements
Percentage of applications for parking permits which are for vehicles in Vehicle Excise Duty Band A
Maintenance
Percentage of unclassified road network where maintenance should be considered
Percentage of footways where maintenance should be considered