

Foreword

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E Executive Summary

York's Key Transport Issues and Challenges

- E1. Over the next 20 years, local changes such as employment and population growth together with other international and national changes will place considerable pressures on York's transport network. This Local Transport Plan for the period 2011 onwards (LTP3) sets out how transport in York will meet these challenges.
- E2. The city is fortunate in having many advantages enabling sustainable travel to be a realistic option for a large proportion of its residents. In particular, the compact urban area, flat terrain and quality of the cycling infrastructure leads to a much higher proportion of trips being undertaken by bicycle than in other cities in the UK. The large Footstreets area in the city centre is popular with residents and visitors, limiting the impact of traffic in the main historic and retail areas. The comprehensive bus network covers the majority of the urban area and surrounding villages. The Park & Ride service limits the impact of inward commuting and has a national reputation for being one of the most effective in the country. York station allows good rail connections to surrounding towns and cities, and is also on the main line to Edinburgh and London.
- E3. However, the city also has a number of challenges and constraints which hinder sustainable movement. The city is surrounded by a large rural hinterland with dispersed population centres, limiting options for public transport and leading to a high proportion of trips by car for inward and outward commuters. Longer distance traffic movement relies on the river crossings on the outer ring road, which conflicts with the more local trips. Rail options from the south east of the city are particularly poor and demand on some services exceeds capacity, particularly to/from Leeds. The rivers, railways, strays, city walls and historic street layout all affect movement patterns, concentrating journeys onto a relatively small number of key locations and restricting options for improvement.
- E4. The high traffic flows on the strategic road network, particularly the A1237 Outer Ring Road, leads to severe delays and redistribution of trips onto residential routes. Congestion on the Inner Ring Road and main radial routes deters cycling, creates a barrier for pedestrian movement and causes bus services to be unreliable. Levels of pollution from vehicle emissions has led to Air Quality Management Areas being declared on the Inner Ring Road and Fulford Road. Whilst casualty levels are approximately 40% lower than in the 1990s there are still over 60 people killed or seriously injured on York's roads each year.
- E5. The population and employment levels within the city are expected to grow, over the next 20 years, increasing the pressures on the transport network.

The Local Development Framework an approach to managing the future development of the city, reflecting the levels of traffic increase anticipated up to 2031. The measures in the LTP3 provide the basis to mitigate against the impact of traffic increases. The make up of the population will also change over the next 20 years with more older and dependent people expected to be living in the city.

- E6. This plan reviews the existing operation of the network, identifies the key themes for improvements, and provides an implementation plan for delivering the necessary outcomes.

What we want to achieve

- E7. The LTP3 has a major role to play in delivering the wider needs and aspirations of York, which are set out in:
- The Sustainable Community Strategy
 - The Local Development Framework (LDF)
 - The priorities of the Leeds City Region and the York & North Yorkshire Local Enterprise Partnerships.
- E8. LTP3 has also been influenced by the 'York New City Beautiful: Towards an Economic Vision' report, which was commissioned by City of York Council in collaboration with Yorkshire Forward in 2010. the vision recognises the importance of quality of place and movement to the city's economic prosperity.
- E9. Our vision for transport over the next 20 years is:

To enable everyone to undertake their activities in the most sustainable way and to have a transport system that:

- Has people walking, cycling and using public transport more;
- Makes York easier to get around with reliable and sustainable links within its own area, to adjacent areas and cities and the rest of the UK;
- 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, and
- Addresses the transport-related climate change and local air quality issues in York.

- E10. To achieve this vision and address the challenges which face York the transport strategy has been developed under the following five themes:
- **Providing Quality Alternatives** to the car to provide more choice and enable more trips to be undertaken by sustainable means.
 - **Improving Strategic Links** to enhance the wider connections with the key residential and employment areas in and around York, and beyond.
 - **Encouraging Behavioural Change** to maximise the use of walking, cycling and public transport.
 - **Tackling Transport Emissions** to reduce the release of pollutants harmful to health and the environment.
 - **Enhancing Public Streets and Spaces** to improve the quality of life, minimise the impact of motorised traffic and encourage economic, social and cultural activity.

How we intend to achieve it

- E11. The LTP provides both a long term strategy (for a 20 year period) and a more detailed programme for the delivery of measures in the short term up to 2015. The plan sets out ambitious objectives over the long term, but is realistic in what is achievable over the next few years because of funding constraints. However many of the measures proposed are deliverable by making better use of existing infrastructure rather than high capital expenditure.
- E12. The 'Hierarchy of Transport Users' principle first identified in LTP1 continues to underpin the objectives in this plan. This policy has the needs of pedestrians at the top of the ranking and car borne commuters at the bottom.
- E13. The aim of the strategy is to enable sustainable transport to be the option of first choice for all residents travelling within York. Additionally it will encourage more inward and outward travel to be by sustainable modes with the aim of minimising the impact of car based trips within the city. The following table and paragraphs indicate the key outcomes and how they will be delivered over the lifetime of the plan.

E14. The key things we want to achieve over the next 20 years are:

Five Themes	Key Outcomes
Quality Alternatives	Comprehensive cycling and walking network
	Better quality and more reliable public transport
	Enhanced Park & Ride facilities
Strategic Links	Well maintained and managed strategic transport network
	New cycling and walking links between residential (urban & rural) and employment areas.
	Better rail services and connections
	Selective enhancements to the existing road network to increase capacity and improve safety
Behavioural Change	Greater awareness of options available for sustainable modes of travel
	Travel plans for all key education, employment, leisure and retail destinations
	Continuing to improve road safety awareness
	People being more healthy and active
Transport Emissions	Reduced vehicle emissions
	Improved air quality
Public streets and spaces	Enhanced and safer walking and cycling access in public spaces, streets and developments
	Fewer vehicles travelling through and around the city centre
	Safer roads with fewer casualties
	Developments integrated into and enhancing the sustainable transport network

Integrated Transport Solutions

- E15. The successful Cycling City and Safe Routes to School projects have demonstrated that a combined infrastructure improvement and awareness programme can encourage significant changes to the way people travel. This approach will be rolled out for other key destinations in the city such as universities, employment sites and retail areas. Public Rights of Way will be integrated into the transport network to increase the number of people walking for work and leisure purposes. Safety campaigns will be focussed on targeting particular high risk groups. In addition Road Safety training, including cycle training, will continue to be delivered.
- E16. Congestion delays will be minimised by increasing the number of trips by sustainable modes and delivering selected infrastructure upgrades, whilst improving the management of the network using technology. The transfer of

inward commuting and visitor trips to the Park & Ride service, combined with restricting the availability of city centre parking, will remain a key strategy for reducing trips in the urban area. The Access York Phase 1 project, which is currently subject to review by the Department for Transport, will increase Park & Ride capacity by approximately 40% and cover additional routes into the city.

- E17. Improvements to the bus service in the city will be a critical element of ensuring the maximum number of people can travel by more sustainable means. Reliability and journey times will be improved by the provision of bus priority measures and more use of the Bus Location and Information Sub System (BLISS). The quality and availability of bus information will be enhanced using Real Time Passenger Information at bus stops and on mobile phones. Cross ticketing between operators will be encouraged and implemented in the next two years.
- E18. Good connections from local population centres to major destinations are critical for the economic prosperity of the city. The emphasis in the strategy is to support rail, long distance bus routes and cycling to encourage more trips by these modes, however car based travel is expected to remain the predominant option for most trips to and from the city. Selective capacity improvements will be progressed on strategic routes where practical to minimise the impact of congestion delays and reduce safety concerns.

Quality of Environment

- E19. An over-arching Low Emission Strategy, including a Low Emission Zone if practical, is being developed which includes measures to reduce transport emissions. The objective will be to reduce emissions, promote the use of less polluting fuels and prevent the most polluting vehicles from entering critical areas. Many of the strategies proposed in the LTP, such as the promotion of cycling, walking and public transport, will reduce the emission of carbon dioxide and pollutants harmful to health. In particular it is anticipated that changes to the operation of the inner ring road will reduce traffic levels within the Air Quality Management Area (AQMA). As part of this approach the rapid introduction of hybrid buses will be encouraged and the number of HGV movements in the city centre reduced.
- E20. A high standard of public space encourages economic activity and provides a good quality of life for the people who live and work in the city. The principles set out in the 'City Beautiful' Economic Vision will be progressed through the LTP period. Fewer vehicles in the city centre will encourage movement by foot and cycle, improve safety and reduce the levels of noise and air pollution. The operation of the Inner Ring Road, which currently acts as a barrier for pedestrian and cycle movements, will be reviewed and the number of vehicles reduced where possible. In particular the section between the Railway Station and Gillygate will be altered to become less dominated by motorised transport.

- E21. The Footstreets area will be enlarged and the hours of operation increased. The southern section of the city centre will be better integrated with the current Footstreets area whilst maintaining the essential Coppergate/ Stonebow public transport route. Improved cycle routes and additional cycle parking will be provided around the periphery of the Footstreets area.
- E22. Safer roads and reduced casualty levels are key objectives of the LTP. More area and route based speed management measures will be introduced to improve the environment for residents and encourage more cycling and walking.

Development

- E23. The behavioural change and capacity enhancements proposed to be delivered through the LTP will facilitate the growth in employment and housing identified in the Local Development Framework, and minimise the impact of the projected increase in trips. To achieve the proposed level of growth without overwhelming the transport network, all new developments must be designed to maximise sustainable transport options for residents, employees and users. Many developments will provide real opportunities to enhance walking and cycling routes. Larger sites such as York Central will allow new purpose designed public transport routes to be incorporated, which will provide wider benefits across the city.

Implementation Plan

- E24. The LTP includes a programme of interventions spilt into three phases: short, medium and long. The principal measures the council is seeking to put in place are summarised in the following table.

Short term	Medium Term	Long Term
Improved Public Transport		
<ul style="list-style-type: none"> • Bus priority measures • Improved waiting/interchange facilities • Multi-operator tickets • Hybrid bus and taxi fleets 		
<ul style="list-style-type: none"> • Traffic Signal Priority for all services • Smart Ticketing • Enhanced Bus Information • Improved City Centre bus stops 	<ul style="list-style-type: none"> • Improved interchange at York Station 	<ul style="list-style-type: none"> • Haxby Station

Short term	Medium Term	Long Term
Reduced Car Traffic in City Centre		
<ul style="list-style-type: none"> Improved walking, cycling & public transport access Improved traffic signal control and management 		
<ul style="list-style-type: none"> Extended footstreets area Review operation of footstreets James Street Link Road Phase 2 	<ul style="list-style-type: none"> Review Inner Ring Road operation Public transport only route over Ouse Bridge Improve Station to Minster route 	<ul style="list-style-type: none"> Remove through-traffic from Gillygate, St Leonard's Place and Lendal Bridge
Reduced Congestion on Outer Ring Road		
<ul style="list-style-type: none"> Improved cycling and public transport options for local trips Increase coverage of car share schemes Travel Plans for key destinations 		
<ul style="list-style-type: none"> Enlarged A59 roundabout Additional Park & Ride sites 	<ul style="list-style-type: none"> Capacity enhancements to most congested ORR junctions – new Major Scheme Bid 	<ul style="list-style-type: none"> Dualling of Wetherby Road to Clifton Moor section – subject to funding being identified.
Cycling		
<ul style="list-style-type: none"> Strategic Cycle Network Improvements Cycle Training 		
<ul style="list-style-type: none"> University Routes Links to Orbital Cycle Route Cycle Parking at schools and city centre 	<ul style="list-style-type: none"> Inner Ring Road Crossings 	<ul style="list-style-type: none"> Links to Villages
Walking		
<ul style="list-style-type: none"> Highway design in line with Manual for Streets 2 		
<ul style="list-style-type: none"> Minster Piazza Project Extended Footstreets Improved Inner Ring Road Crossings 	<ul style="list-style-type: none"> Pedestrianised areas at other locations 	<ul style="list-style-type: none"> New City Centre River Bridge
Air Quality		
<ul style="list-style-type: none"> Support Low Emission Strategy Recharge points for electric vehicles Investigate and introduce Low Emission Zone in City Centre 		
<ul style="list-style-type: none"> Increase number of trips by sustainable means - Upgrade bus fleet to Euro III and Introduce hybrid bus and taxi fleet 	<ul style="list-style-type: none"> Include hybrid vehicles in new Park & Ride contract Implement alternative fuel strategy 	<ul style="list-style-type: none"> Freight Transhipment Centre

Short term	Medium Term	Long Term
Development		
<ul style="list-style-type: none"> • Travel Plans for all new developments • Developments designed to enhance sustainable travel options • Demand management • Subsidy for bus services to new developments • Strategic Cycle Network Improvements 		
<ul style="list-style-type: none"> • Access York Phase 1 • Bus Network Improvements • James Street Link Road Phase 2 	<ul style="list-style-type: none"> • Upgrade Outer Ring Road Junctions 	<ul style="list-style-type: none"> • Dualling of Wetherby Road to Clifton Moor section – subject to funding being identified

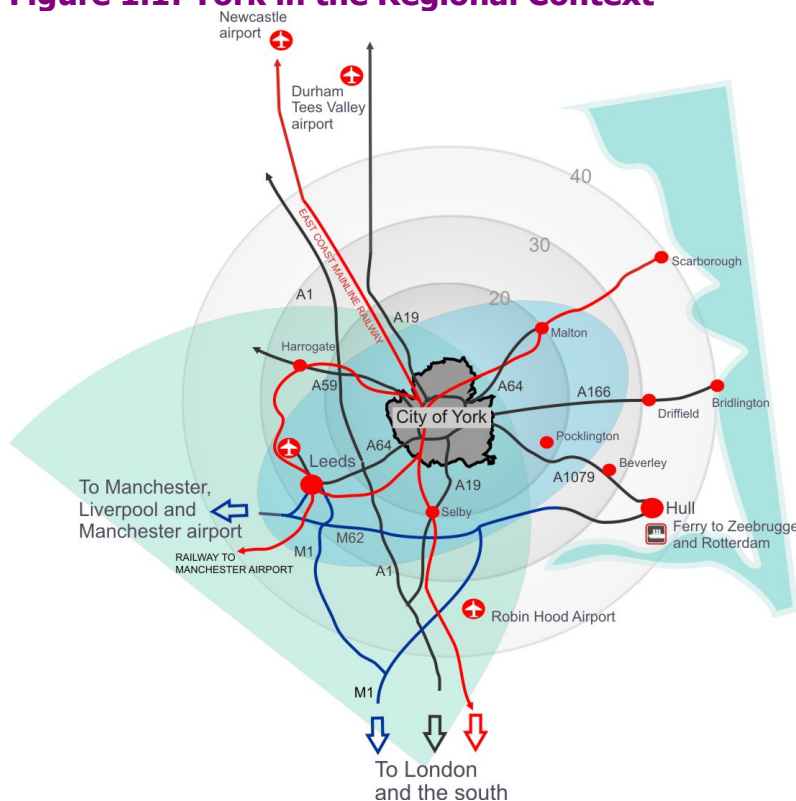
What it will cost to put it in place

- E25. The cost for implementing the short-term Integrated Transport actions (2011-2015) is approximately £40m including revenue and capital costs and the Access York Phase 1 bid (£23m). The base capital funding has reduced by approximately 50% against previous year allocations. In the medium to long term (2015-2031) the programme costs are less definite, but are estimated at £120m and the Access York Phase 2 (Outer Ring Road Upgrade) project. Dualling of the Outer Ring Road between Wetherby Road and Clifton Moor with grade-separated junctions would cost approximately £100m.
- E26. There are four main sources of funding for the proposed transport measures:
- LTP Integrated Transport Settlement (Capital)
 - City of York Council Revenue resources
 - Developer Contributions
 - Major Scheme Bid funding.
- E27. To supplement the base LTP capital funding, a bid will be submitted to the Local Sustainable Transport Fund to enhance public transport, walking and cycling options in the city. Developer contributions could provide substantial additional support for the transport programme, particularly if an apportionment mechanism is agreed through the Local Development Framework. The progression of the Access York Phase 1 scheme is dependent on the availability of major funding from the DfT.

1. Introduction to the LTP and York

- 1.01 Welcome to the City of York's Third Local Transport Plan (LTP3), covering the period April 2011 to March 2015 and beyond to 2031. 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.
- 1.02 This LTP contains a long-term strategy for transport in York. It is supported by an implementation plan which sets out detailed measures. The measures are broken down into short term (over the next four years), the medium-term (2015-2021) and long term (2021-2031). The first review of LTP3 is expected to be in 2015.
- 1.03 York is a city with an abundance of natural and manmade assets. The city needs to make best use of these assets in order to function successfully. Some need to be preserved, some enhanced, some promoted. These assets include things such as the city walls, green spaces, a prosperous economy, an extensive Park & Ride system, good rail links, an extensive cycle network and new development sites.

Figure 1.1: York in the Regional Context



- 1.04 York should be a place where people can live their everyday lives and enjoy their leisure and recreation activities to the full. Therefore, protecting and enhancing York and its assets is a shared responsibility for residents, businesses, the council, other agencies and organisations and visitors. It is in everyone's interests to ensure these assets are woven into the fabric of the

city into the future, and to add to or enhance them where necessary. A successful future for the city is a prosperous one with diversity and opportunity around every corner.

- 1.05 The transport strategy will be delivered by a partnership of local and central government with the businesses and residents of the city. The driving force will come through public consultation and engagement, which reflects the Coalition Government's 'Big Society' initiative aimed at helping people to come together to improve their own lives. The Government also wants to see 'Localism' at the heart of the transport agenda by empowering local authorities when it comes to planning and delivering local transport. Local action for transport is beneficial to the economy, making sure people can get to work and their local amenities, as well as encouraging smarter ways of getting around and tackling climate change.



Figure 1.2: Cyclist at Walmgate Bar

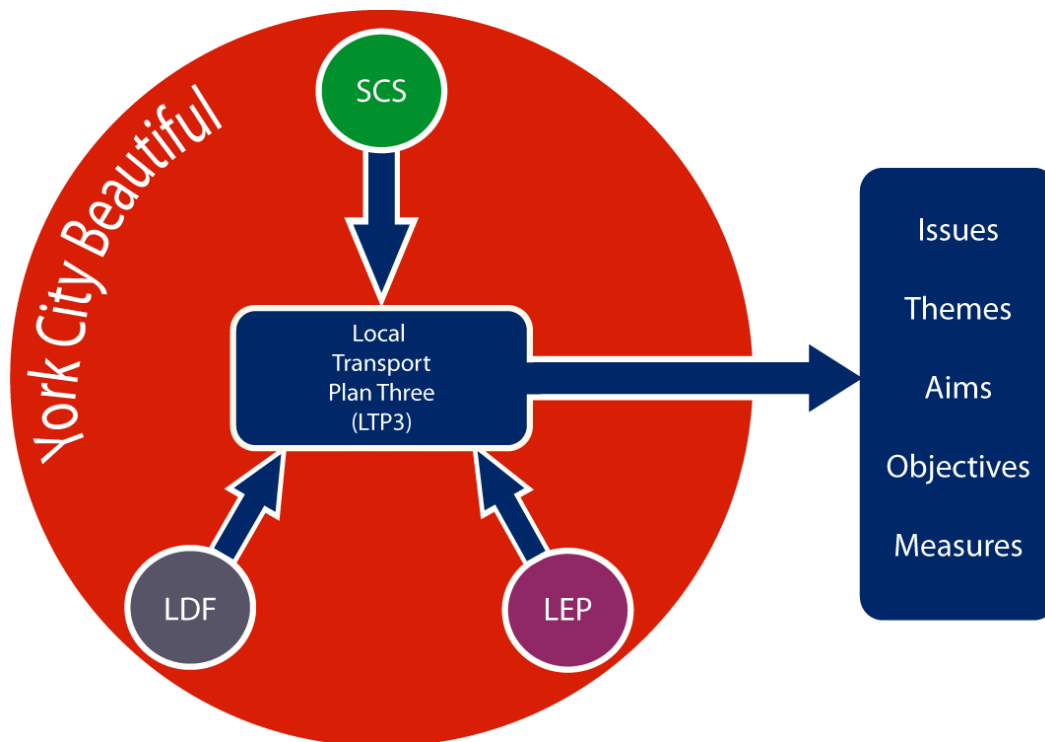
- 1.06 The Local Strategic Partnership is called 'Without Walls' (WoW). It seeks to ensure a successful future for York through developing the Sustainable Community Strategy (SCS). The SCS together with the Local Development Framework (LDF) and the Local Transport Plan (LTP3) provide the long-term strategy for the city. Additionally the emerging priorities of the Local Enterprise Partnerships will contribute to York's future. They all must work together to ensure that York will be able to achieve a prosperous future, such as envisioned in 'York New City Beautiful: Toward an Economic Vision'. This Economic Vision aims to support future investment in the city and encourage high quality of place. It examined the economic potential of the city and considered how various major projects could be pulled together into a coherent strategy to provide greater certainty for future investment. It also acknowledged that York was an attractive place in which to live, work and study, but drew attention to problems with transport infrastructure, lack of green spaces and fractured connections between key city assets.

- 1.07 The government has enabled local authorities and businesses to come together to form local enterprise partnerships (LEPs) covering functional economic areas in England. These reflect natural economic units. York is a member of the Leeds City Region (LCR) LEP and the York & North Yorkshire (YNY) LEP, which includes the East Riding of Yorkshire Council. Both of these LEPs have secured Government approval.



- 1.08 The scope of the LEPs is yet to be fully defined, but they are likely take a strong role in overseeing infrastructure provision, as part of an integrated approach, spanning planning, housing and transport. The focus of the influencing role for LEPs might be:
- as the conduit for business views on how a successful environment can be created for business development, and
 - in assisting organisations to work together on issues which traverse local authority boundaries.
- 1.09 The relationship between the SCS, the LDF, the priorities of the LEPs, the 'York City Beautiful' economic vision and the LTP3 are shown diagrammatically in Figure 1.3.

Figure 1.3: LTP3's contribution to realising the principal driving forces for shaping York's future



LTP2 Achievements

Infrastructure Achievements

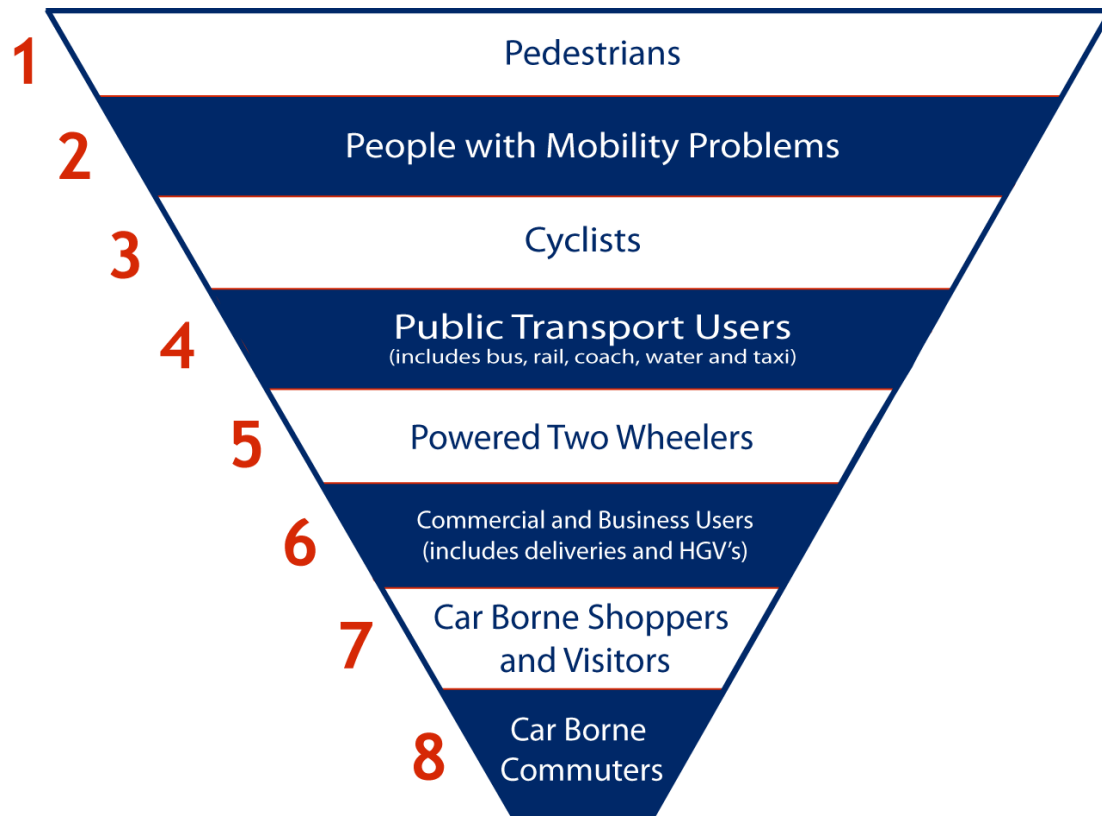
- 1.10 During the first four years of the LTP2 period (2006-2010), 183 schemes have been implemented. The major achievements of LTP2 so far are:
- Construction of a new roundabout on the A1237 Outer Ring Road at Moor Lane, replacing three junctions that had been the scene of serious and fatal accidents; and upgrades to two other roundabouts on the A1237.
 - Implementation of a multi-modal scheme on one of the main radial routes into York (A19 South) to improve facilities for pedestrians, cyclists, and public transport users.
 - Construction of Phase 1 of the James Street Link Road, a new relief road in the Foss Basin development area, which included over 800m of off-road cycle route.
 - Improvements to the Designer Outlet Park & Ride site, including the construction of an office to allow the sale of tickets and smartcards at the site.
 - Construction of five new cycle routes (on-road and off-road), including new routes on Crichton Avenue and Water End/ Clifton Bridge, which are both sections of the Orbital Cycle Route.
 - Remodelling of the Blossom Street/Queen Street/Micklegate/Nunnery Lane Junction including the installation of new controlled pedestrian crossings, signing and lining improvements for cyclists, and the installation of the first advanced green light for cyclists in the UK.
 - Safe Routes to schools

Policy Achievements – Hierarchy of Transport Users

- 1.11 York was one of the first local authorities to adopt a 'Hierarchy of Transport Users' as a core strand of its transport strategy (in LTP1 and continued in LTP2). This sets the order of priority in assessing the needs of various transport users when considering putting any transport network, highway or land-use (planning) proposal in place. Pedestrians are at the top of this hierarchy, the order of which is as shown in Figure 1.4.
- 1.12 Although this hierarchy sets the overall priority, it is important to note that each proposal is assessed on its own merits to resolve competing and conflicting needs as far as possible. In many cases this has led to the delivery of 'multi-modal' projects (i.e. those that benefit more than one transport user type), such as the improvements to Fulford Road and Blossom Street (see above). In other cases it has helped improve the design of major new junctions on the A1237.
- 1.13 The hierarchy also contributed to the development of a Pedestrian Strategy (within LTP2) to promote more and safer walking in York, and the

identification of a network of priority routes together with higher levels of expenditure of footway maintenance.

Figure 1.4: Hierarchy of Transport Users



* Note: Pedestrians with mobility problems are given the highest priority

- 1.14 The hierarchy has been a successful policy within LTP1 and LTP2 and will continue in this LTP.
- 1.15 The Hierarchy was also used in setting the numerous mode-specific strategies within LTP2. The ethos of these strategies will continue in LTP3.

Cycling City Achievements

- 1.16 Since the Cycling City York programme began in September 2008 there has been a focus on breaking down the barriers that stop many people from choosing to cycle. This has included:
- information on cycle routes
 - learning to ride a bike for the first time
 - infrastructure improvements
 - priority for cyclists in traffic
 - making bikes more affordable
 - campaigning both city-wide and in focus areas(e.g. schools and major employers)

- 1.17 All of schemes above had a significant effect in getting more people cycling, more safely and more often.
- 1.18 Amongst other initiatives, Cycling City York has also helped with the purchase of a sweeper and gritting unit that is dedicated to cycle lanes and tracks. Additionally a staffed and secure cycle hub station and the development of a cycle orbital route.

Road Safety Achievements

- 1.19 A partnership comprising the council, North Yorkshire Police, North Yorkshire Fire and Rescue and the 95 Alive organisations has delivered a coordinated programme of road safety education enforcement and engineering measures. Some of these were delivered as a continuation of existing programmes, whilst some other programmes were new.
- 1.20 This partnership and the programmes have contributed to reducing the number of killed and seriously injured road accident casualties (KSIs) from 138 (1994-98 five-year average) to 60 in 2009. This has resulted in the 10-year stretch target of a 45% reduction in KSIs being achieved one year early.

2. Background to Transport in York

- 2.01 York’s history has provided a complex mosaic of buildings and streets unique in character. The importance of York is highlighted by the city’s status as only one of five historical centres in England designated as an Area of Archaeological Importance. The city’s strategic location on the River Ouse and the national railway network has also shaped its character.
- 2.02 Key transport statistics for York are shown in Table 2.1.

Table 2.1: Profile of York

Area	105 square miles
Population	195,400 (2008)
Daily transport movements	70,098 internal (within York) work trips. The proportion of trips across the city centre by: Car – 60% Public transport – 13% Walking and cycling trips – 30% approx. York has an overall inward flow of journey to work trips (5,487 from North Yorkshire, and 3,430 from East Riding). However, it has an overall outward flow of journey to work trips (1,858) to Leeds.
Road network	The road network comprises of 754km of carriageway and 86 bridges. In addition to this, 21km of the A64 trunk road is the Highways Agency’s responsibility.
Cycle network	85km of off-road paths and 60km of on-road lanes. Across the city there are approximately 2,500 formal cycle parking spaces.
Rail network	Two local stations – York and Poppleton. York is on the East Coast Main Line (ECML), is well connected nationally, and is approximately 2 hours from London and Edinburgh.
Bus network	The bus network in York is extensive and comprises several operators and five Park & Ride sites.
Other	Tourism is an important sector of the economy accounting for 11.8% of employment, compared to a national average of 8.2%.

- 2.03 The unique character of York is one of its key assets, but it also imposes significant constraints on the transport network. The rivers, railways, strays, city walls and the street layout of its historic centre all contribute towards the concentration of movements onto a small number of key locations. These same constraints limit the extent to which the transport network can be improved.

- 2.04 The main issues the transport network currently faces include:
- Journey times on sections of the A1237 Outer Ring Road are long and unreliable at busy times of day.
 - Numerous other roads experience traffic speeds of less than 10 mph at busy times of day, particularly in and around the city centre (see also Section 4).
 - Up to 42% of journeys in and around the city centre could be 'cross-city'
 - All of the Inner Ring Road and sections of the roads approaching it are part of the city's first designated Air Quality Management Area.
 - A second Air Quality Management Area has been declared along Fulford Road.
 - Many journeys from home to work are cross-city via radial routes into and out of the city centre, rather than around the city.
- 2.05 The most recent comprehensive national survey (including journey to work data for York) is the 2001 Census. The Census is due to be repeated in 2011, but the results will not be available before the LTP is finalised. It is expected that there will be some change from the 2001 results due to the widespread interventions within York such as the Cycle City Programme to encourage more cycling, and improvements to public transport.
- 2.06 The 2001 census results are shown in Table 2.2. Also shown for comparative purposes are some of the other transport survey results that have occurred in York recently. The 2001 Journey to Work data gives an indication of the mode split currently. It can be concluded that York has a very high volume of people who cycle (12%) and walk (15%) to work, particularly when compared to the Yorkshire and Humber and West Yorkshire levels, which are less than 3% for cycling and 11% for walking. York has lower levels of bus usage compared to the rest of Yorkshire, and similar but slightly lower levels of car usage.
- 2.07 It can be concluded that the York transport demographic has the potential to have more trips by bus instead of car and potentially even more active transport trips too.

Table 2.2: 2001 Journey to Work (JTW) from 2001 Census and other transport survey results

Mode	2001 Census			Other Surveys	
	York (%)	Yorkshire and the Humber (%)	West Yorkshire (%)	Dec. 2009 mode of travel in and around York	April 2010 travel to work York
Train	1.6	1.5	2	0.2%	3%
Bus	7	10	13	23% bus. 8% Park & Ride	6% bus 2% Park & Ride
Taxi	0.5	0.5	0.6		
Car Driver	48	56	56	38% by car	53% by car
Car Passenger	5.5	7	8		
Motorcycle	2	1	1		
Bicycle	12	3	1	13%	22%
Foot	15%	11	11	16%	12%
Other	0.3	0.4	0.3		2% (two-wheeler)
Work at home	7.8	8.4	7.8		

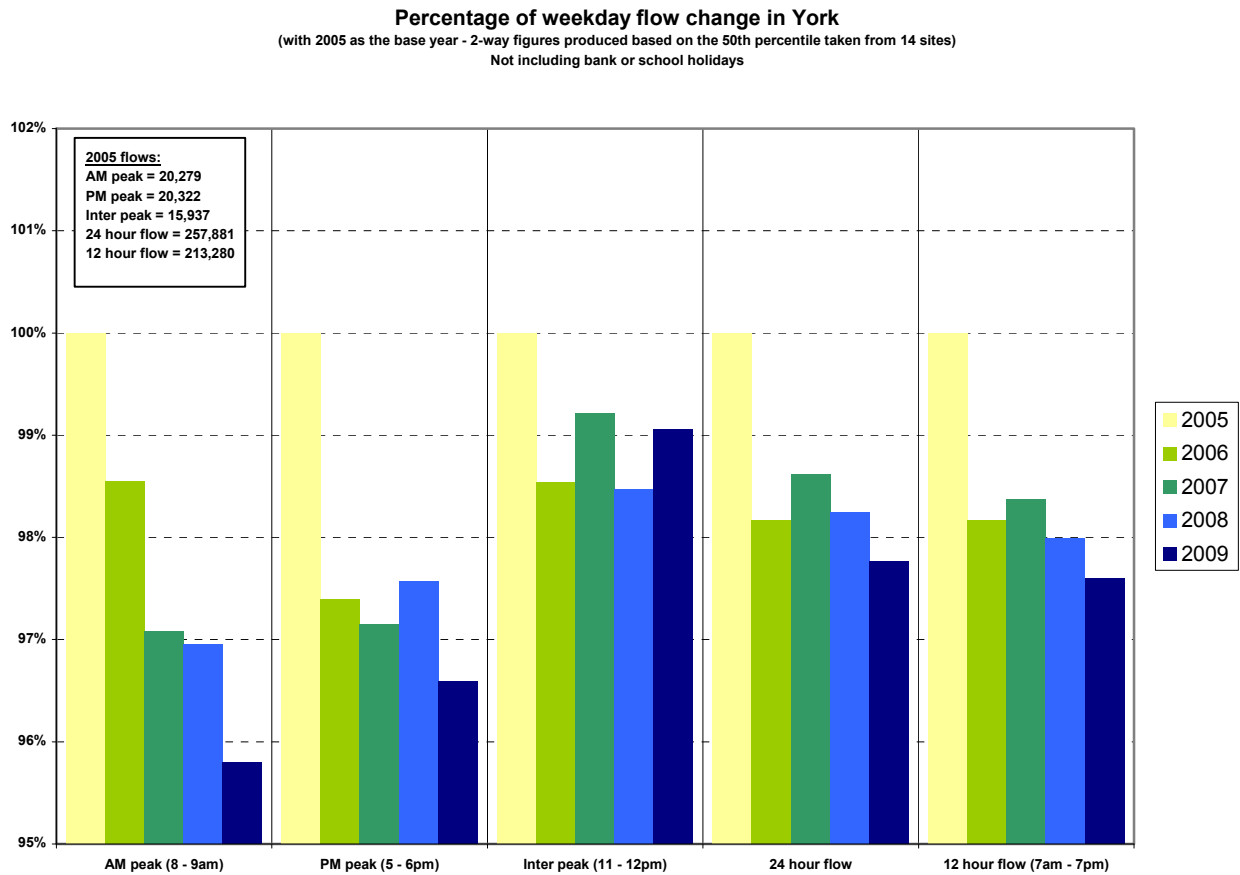
The Transport Network

- 2.08 The following sections provide basic information on the various transport modes in York and describes some of the growth and change in recent years. An extensive evidence gathering exercise was undertaken as part of the background to LTP3. The results and detail on this are available in 'Topic Paper 1 – Evidence Base', which is available on the Council's website at www.york.gov.uk/ltp3.

Car

- 2.09 Figure 2.1 illustrates the change in traffic flow levels between 2005 and 2009 on York's major urban arterial roads through various different time periods. Traffic levels have overall decreased between 2005 and 2009, for all time periods.

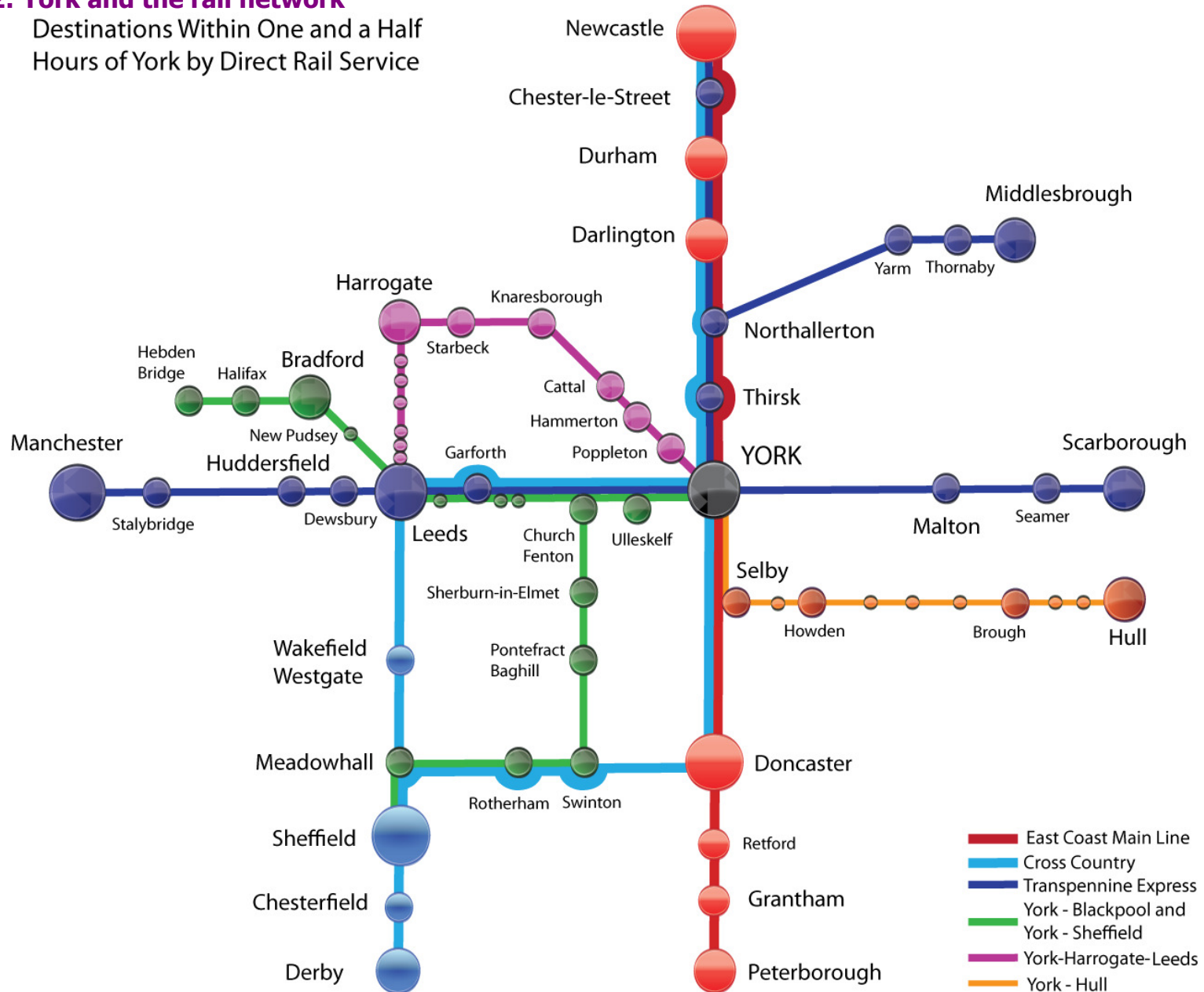
Figure 2.1: Traffic flows in York 2005-2009



Rail

- 2.10 The Office of Rail Regulation footfall data shows a 6% increase at York and 14% increase at Poppleton stations between the years 2005 and 2008. York is the second busiest station in Yorkshire and Humber (after Leeds) with 8% of the total trips (approximately 20,900 passengers/day in 2008/09). Network Rail's 'Yorkshire and Humber Route Utilisation Strategy, 2009' has forecast the future passenger demand levels and overall growth forecasts for the key markets. It predicted that the total number of passengers travelling to York will increase by 41% (3.4% per year) over the next 12 years.
- 2.11 Figure 2.2 illustrates the rail stations that are within 90 minutes journey time of York.

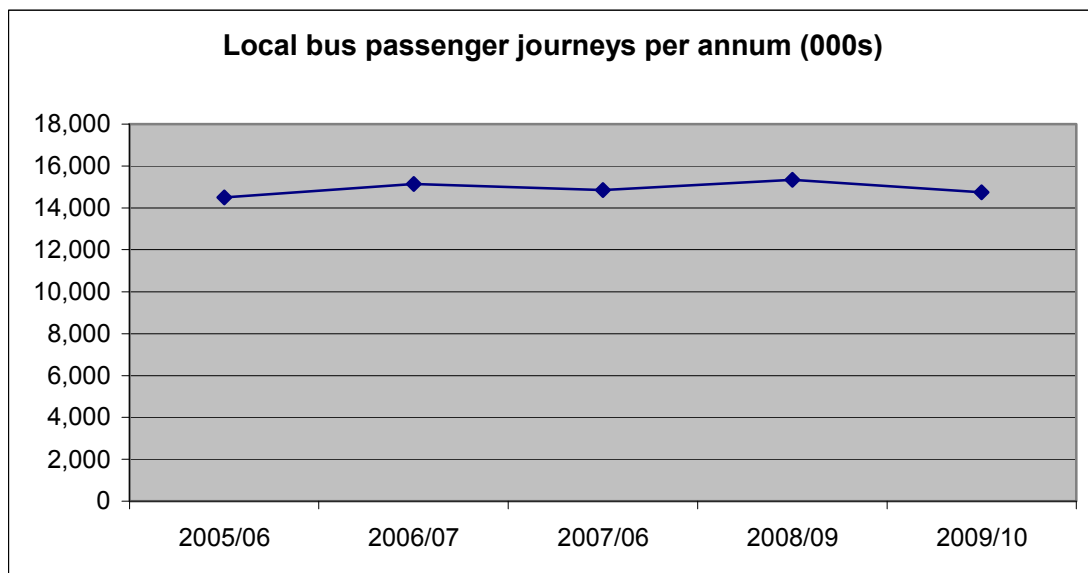
Figure 2.2: York and the rail network
 Destinations Within One and a Half Hours of York by Direct Rail Service



Bus

- 2.12 Bus patronage in York is about the same as it was in 2005/06, as illustrated in Figure 2.3. The two peaks in 2006/07 and 2008/09 can be explained by changes within concessionary fares entitlement encouraging more people to use the services.
- 2.13 All public bus services in York operate on a fixed route basis, i.e. there are no demand responsive services open to the public. However, the council's Dial & Ride service provides a demand responsive service for residents who cannot use other transport modes. The service offers an increased level of assistance to passengers, along similar lines to the volunteer car schemes, and thereby promotes social inclusion. Patronage on this service has remained level over the period of LTP2.

Figure 2.3: Bus use in York 2005-2010

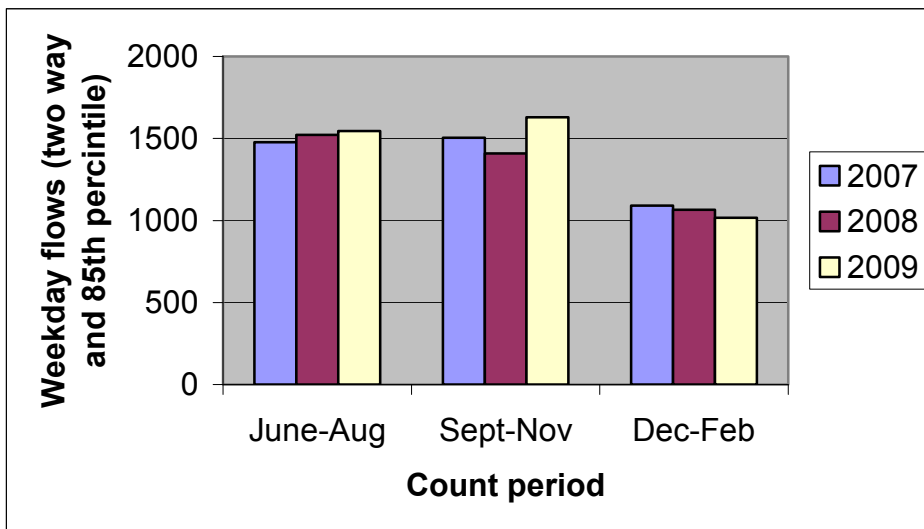


Cycling and Walking

- 2.14 York has a higher than average (for the U.K.) active travel modal split. The 2001 census showed that 12% of journeys to work were by cycle and 14% of people walked to work.
- 2.15 Surveys that ask York residents about their most frequently used mode of transport show varying results for cycling levels. The latest surveys undertaken in 2008, 2009 and 2010 showed that, for any purpose, cycling is the preferred choice for 50% (2008), 13% (2009), and 35% (2010 survey) of respondents. The results vary due to level of interest in the survey and also cycling tends to be more popular in the summer months. Walking levels also vary according to surveys.

2.16 Data has been collected at three locations in the city from June 2007 to February 2010 in order to gain information on cyclist numbers. The counters were located on the off-road path at St George’s Field (south), Maple Grove (south) and Jubilee Terrace (west), and were in operation from 7am-7pm. Figure 2.4 displays the results. When comparing the results 2007 to 2009, it shows an increase in cycling figures of 4% during the summer months, 8% in the autumn months but a 7% decrease in the winter of 2009/10. Overall there has been an increase in these locations of about 2% more cyclists when comparing 2009 numbers with those from 2007.

Figure 2.4: Cycling levels 2007-2009



2.17 Pedestrian counts are undertaken in York in order to understand the levels of walking into the city centre and as part of the LTP2 performance indicator. The monitoring stations count pedestrians crossing an ‘inner cordon’. The following 12 hour counts have been recorded for the past five years in Table 2.3 and show the number of pedestrians going into the city centre and leaving the city centre. It shows that levels have fallen between 2004 and 2009, although they have been at fluctuating levels throughout the period.

Table 2.3: Inner Cordon Pedestrian Levels

	2004	2005	2006	2007	2009
To city centre	18,447	17,768	18,632	21,906	17,677
From city centre	16,581	17,338	15,580	18,713	16,159

Note: No data available for 2008

2.18 Overall there has been a small decrease in city centre pedestrian activity around the shopping areas (Coney Street and Parliament Street) between 2007 and 2010. This is closely related to the economic downturn and the decline in spending in city centres in general in this period.

Taxis, Private Hire and Community/Voluntary Transport

- 2.19 York has a substantial fleet of Hackney Carriages and private hire vehicles, providing transport throughout the day and night. Hackney Carriage ranks are allocated by the council and provided in appropriate locations around the city centre, York Rail Station and other key interchanges. Within the last 12 months, the council has re-established a taxi rank at St Sampson’s Square, which is within the Footstreets but is only operational outside of Footstreet hours. Further review of ranks is likely within the city centre and likely to be guided by other policies, such as the Footstreets Review and the City Centre Area Action Plan within the Local Development Framework.
- 2.20 The council currently awards up to two new taxi licences every six months. As a condition of granting a licence to each taxi, the taxi has to be accessible.
- 2.21 Two voluntary sector transport providers - York Wheels and British Red Cross - operate volunteer car schemes for people who are unable to use other transport, usually for medical or financial reasons. Although the schemes provide fewer passenger journeys in comparison to other modes, their passengers tend to rely on the schemes for all journeys and the schemes are important for social inclusion within the city. The services offered can be defined as providing assisted travel to a level that is appropriate for the passenger’s needs, for example, British Red Cross is able to provide an escort for those passengers with a medical need.

Movement Patterns

- 2.22 The weekday journey to work movements involving York are shown in Figure 2.5. It shows those from both the surrounding areas and those within York. It is based on the 2001 census. It can be seen that large amount of daily trips into York come from East Riding and Selby.
- 2.23 The map in Figure 2.6 illustrates spatially the transport network of York. It also shows the key attractors and destinations such as education and retail sites. It shows that the Park & Ride sites are located to intercept inbound traffic on the main radial routes into the centre of York. The A59 to Harrogate, B1363 to Helmsley, and the B1224 to Wetherby are the only main radials without Park & Ride sites. It can also be seen that the main attractors are well served by bus and cycling facilities.

Figure 2.5: Weekday AM Journey to Work Movements

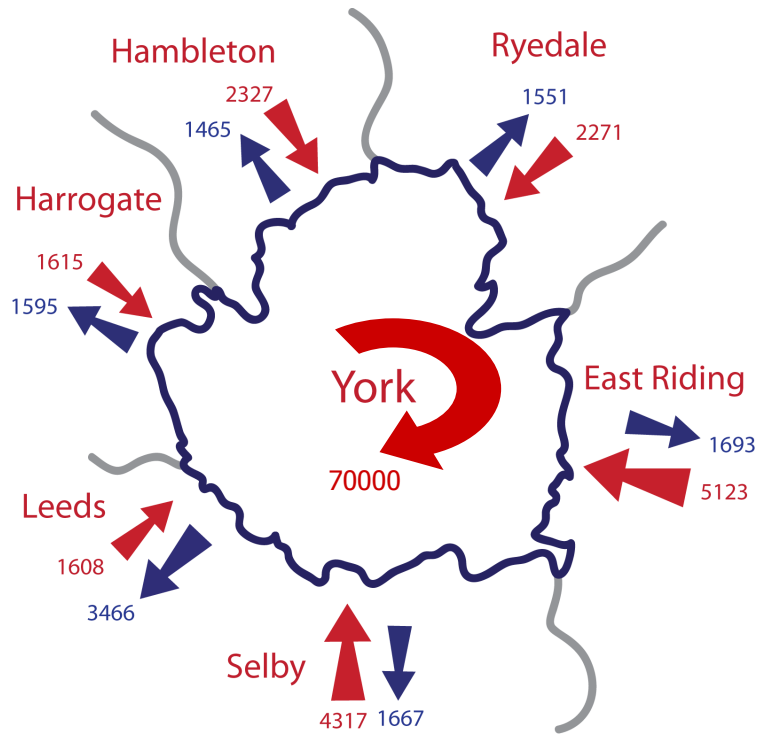
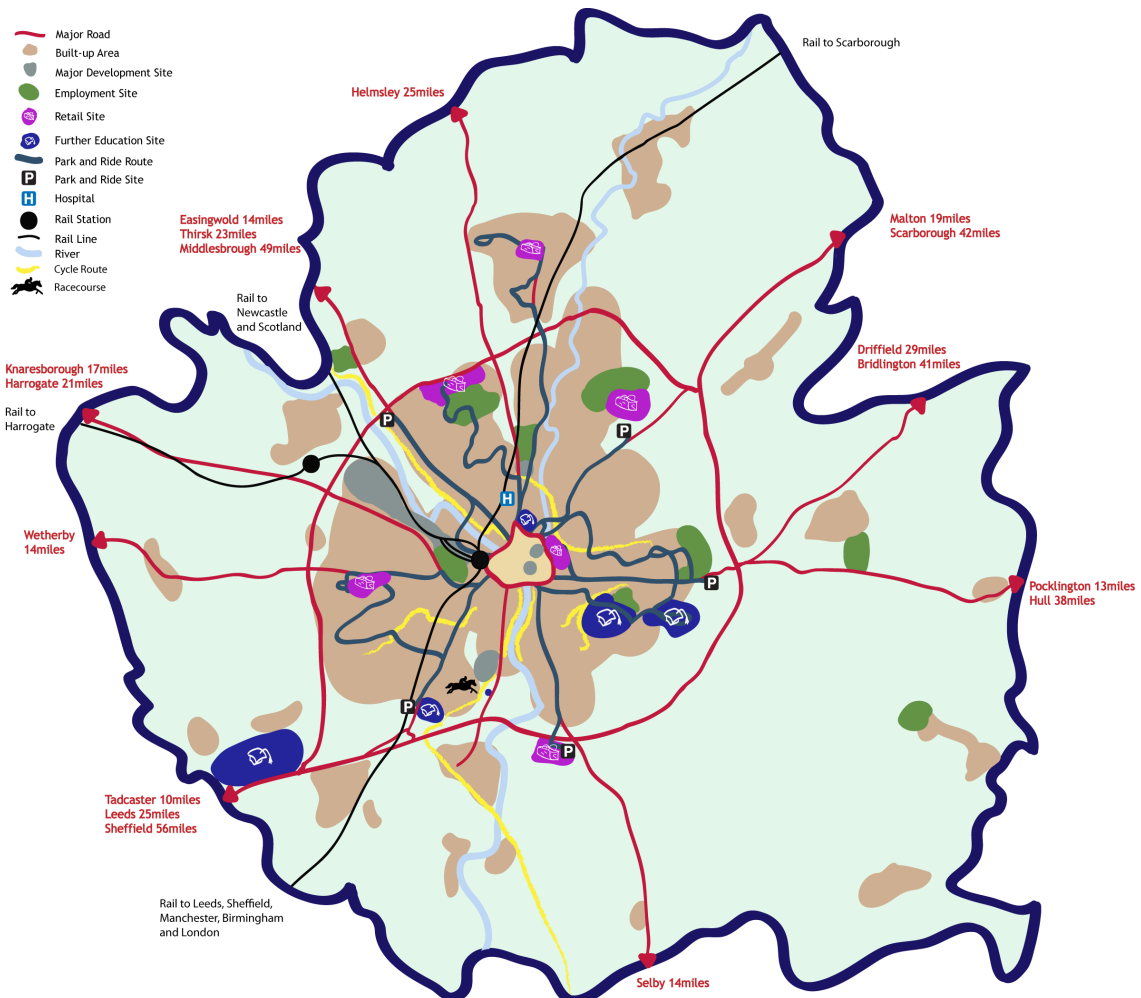


Figure 2.6: The Transport Network in York



3. The Transport Challenges for York

Key Policy Drivers

3.01 National and Local Policy has helped shape and influence the development of the LTP3. It also presents challenges as to what needs to be achieved.

National Policy

3.02 Key influencing policy documents and key drivers for LTP3 are:

- The Stern Review on the Economics of Climate Change.
- The Eddington Study on transport and economic productivity.
- Delivering a Sustainable Transport System (DaSTS), November 2008.
- Delivering Sustainable Low Carbon Travel: An essential guide for local authorities.
- Local Transport Act 2008.
- Climate Change Act 2008.
- Climate Change Adaptation Plan for Transport 2010-2012.
- Disability Discrimination Act 1995 and 2005.
- Sustainable Travel towns: The effects of Smarter Choice Programmes
- Active Travel Strategy (2010).
- The Coalition Government's Programme for Government - June 2010.
- Cutting Growth, Cutting Carbon Transport White Paper January 2011.

3.03 A summary of the key policy messages and challenges that influence the LTP3 is shown in Table 3.1.

Table 3.1: Key national policy challenges

Key national policy challenges
The risks and impacts relating to uncontrolled climate change.
Transport's pivotal role in supporting the UK's future economic success.
The LTP needs to be a plan that includes creating positive choices, a package of measures, and local application.
Changes in the Local Transport Act to bus measures and bus service provision that now give local authorities more power to influence the provision of bus services.
Reducing carbon emissions from transport.
Supporting a shift to new technologies and cleaner fuels.
Promoting lower carbon choices.
Using market mechanisms to encourage a shift to lower carbon transport.
Smarter choice programmes and associated funding is needed
The cost to the NHS of people's inactive lifestyles.
Locally accountable transport interventions.

- 3.04 The DaSTS document outlines five goals for transport which focus on delivering strong economic growth and reducing greenhouse gas emissions. These Five Goals are:
- Support Economic Growth
 - Reduce Transport’s Carbon Emissions and Tackle Climate Change
 - Contribute to Better Safety, Security and Health
 - Promote Equality of Opportunity
 - Improve Quality of Life and a Healthy Natural Environment
- 3.05 The change to a Coalition Government in May 2010 introduced an additional set of challenges. In June 2010 the Government set out its ‘Programme for Government’, which acknowledged that modern transport infrastructure is essential for a dynamic and entrepreneurial economy. It also recognised that the transport sector needs to be greener and more sustainable with tougher emission standards and new transport technologies. The Department for Transport’s vision according to their Business Plan (2011-2015) is for a transport system that is an engine for economic growth but one that is also greener and safer and improves quality of life in the community.
- 3.06 With the above in mind it can be concluded that the Coalition Government’s transport priorities are to:
- Implement more sustainable transport (including reducing CO₂ emissions)
 - Support economic growth
 - Contribute to the localism agenda

Key Policy Drivers for York in its surroundings

- 3.07 Key influencing policy documents and key drivers are:
- Leeds City Region, The Transport Strategy 2009.
 - Leeds City Region Connectivity Study 2010.
 - York and North Yorkshire Transport Strategy 2009.
 - The Leeds City Region Local Enterprise Partnership.
 - The York and North Yorkshire Local Enterprise Partnership

Key Local Policy Drivers

- 3.08 Key influencing policy documents and key drivers are:
- Local Development Framework (Core Strategy), 2010-2030.
 - Sustainable Community Strategy (York-A City Making History), 2008-2025.
 - Local Area Agreement.
 - Economic Development Strategy and Action Programme.
 - Air Quality Action Plans 2006.
 - Low Emissions Strategy.

- Rights of Way Improvement Plan.
- Children and Young Peoples Plan.
- York New City Beautiful – an Economic Vision for York.
- Climate Change Framework for York 2010-2015.
- Climate Change Action Plan.

3.09 The LTP seeks to support the seven themes within York’s Sustainable Community Strategy (SCS). Transport is a cross-cutting issue and has a role to play in making a positive contribution to all of them. The SCS themes are:

- A Thriving City
- A Sustainable City
- A Safer City
- A Learning City
- A Safer City
- An Inclusive City
- A City of Culture
- A Healthy City

Public Consultation

3.10 The LTP3 Stage 1 consultation consisted of a city-wide questionnaire in 2009 to all households in York (approximately 87,000) and a series of face to face workshops and meetings with stakeholders. There were over 12,000 surveys returned (a 14% response rate). The purpose of the questionnaire survey 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) ones.
- 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.
- Information on how York residents travel in and around York.

3.11 A summary of some of the main quantitative outcomes from the questionnaire are listed below:

- 69% of respondents either agree or strongly agree with the 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%).
- Highest proportion of all trips are for a distance of between 3 and 5 miles (31%).
- 38% of all respondents use the car for their main mode of transport in and around York, Bus use is 23%, walk 16% and cycle 13%.
- For travel distances of three miles or more, the car is the dominant mode (53% to 66%). Rail has very low use (0.49%).
- Cycling within York for commuting to work is relatively high at 23% of respondents.
- 53% of respondents use a car for their journey to work of between 3 and 5 miles distance.
- 54% of respondents work, 1% are in full time education and 45% don't work.

3.12 There were a large amount of groups and individuals invited to the four LTP3 stakeholder workshops. The discussions were structured around the following questions:

- What is the Context for York?
- What are the Transport Challenges?
- How important are they?
- How do we tackle the challenges?



Figure 3.1: Stakeholder workshop

3.13 The LTP3 Stage 2 Framework consultation in October 2010 aimed to gather views on the types of measures that could be put in place to address transport issues in York. Responses tended to express a preference for:

- Measures that reduce vehicle speed and promote road safety.
- Having a larger car-free area in the city centre.
- Continuing the importance of providing safer cycle routes and facilities.
- Improving public transport (buses and bus information).

3.14 From 2006 to 2010, the council's Traffic and Congestion Ad Hoc Scrutiny Committee carried out a review of transport under the remit of the need:

'To identify ways including the Local Transport Plan (LTP1), the second Local Transport Plan (LTP2) and other evidence, of reducing present levels of traffic congestion in York, and ways of minimising the impact of the forecast traffic increase.'

3.15 As part of its investigations, the Committee commissioned the 'Tackling Traffic Congestion in York' city-wide consultation in summer 2010. This consultation sought information on how people travel and the barriers that prevent them from using more sustainable forms of transport. The consultation also described and sought people's preference from four potential investment scenarios as follows:

- Scenario A (£230 million) – focused on tackling commuting into and through the city (with road user charging introduced to help fund investment)
- Scenario B (£230 million) – focused on easing movement around the city (with road user charging introduced to help fund investment).
- Scenario C (£230 million) – focused on reducing congestion (without road user charging to help fund investment).
- Scenario D (£244 million) – focused on reducing congestion (with road user charging to help fund investment).

3.16 The most popular choice was Scenario C. It encourages walking, cycling and travelling by bus for journeys less than five miles, investment in rail services for longer distance commuting, more restrictive parking policies, access restrictions, and re-allocation of road space to buses, cycles and pedestrians.

3.17 The survey also asked respondents to select their top five preferences from a list of ten measures. The three top scoring responses were:

- Improving local bus services to meet residents' needs (69%).
- Measures to reduce the size and number of delivery vehicles coming into the city (66%).
- Improve the western and northern outer ring road junctions to encourage its use for cross-city journeys (62%).

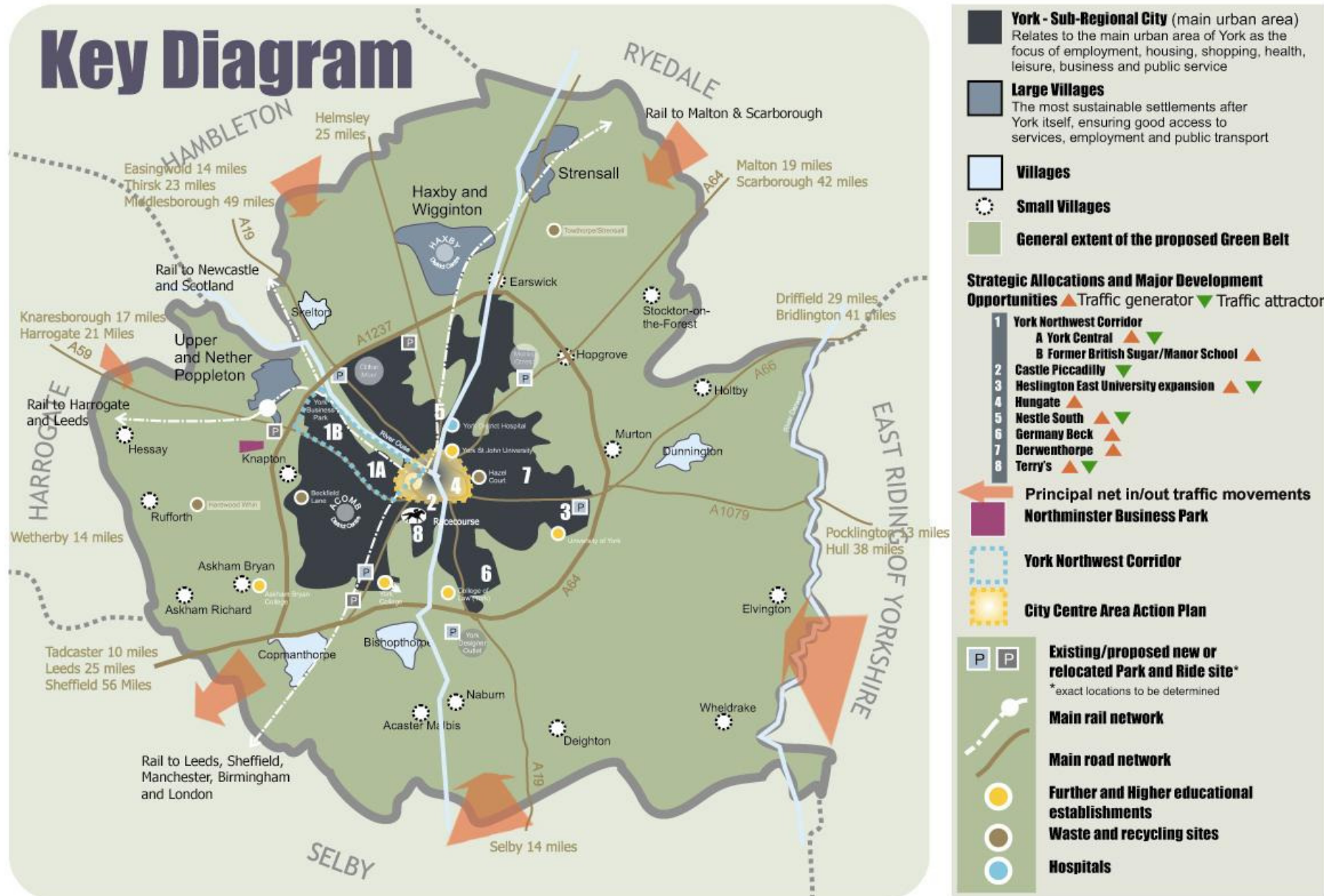
3.18 Further detail on all consultation can be found online at ww.york.gov.uk/ltp3.

York's Long Term Transport Issues

Future Planning

- 3.19 Over the next 20 years there will be considerable pressure on York's transport network. Transport can make a major contribution to achieving the wider needs and aspirations for the city of York. The ultimate challenge is how to provide a high quality, well planned, fully integrated and efficiently operated transport network.
- 3.20 City of York Council, in collaboration with Yorkshire Forward, commissioned the production of a long-term, economic vision for the City of York entitled **'York New City Beautiful: Towards an Economic Vision (2010).'** The document, which will become part of the evidence base for the Local Development Framework, proposes an economic vision for York, which stresses the city must enhance its cultural, social and physical assets, to grow its economy to £4.5 billion by 2035.
- 3.21 The key concepts of the vision with a specific regard to transport include:
- Country parks which are gateway locations connected to the city and each other by cycle and pedestrian corridors and enhanced (Park & Ride) bus links.
 - A Great Street which is a high quality street connecting York Station to the University of York.
 - Improving the urban environment in order to reduce the impacts of traffic, particularly reducing the prominence of the car
 - Three city centre parks connected by a circular 'Rampart Park' (associated with the city walls), new pathways and cycleways, and the riverbanks.
- 3.22 The LDF Core Strategy contains the spatial strategy for York. The aim of the spatial strategy is to set out the principles that will underpin future development in York. It does this by defining a settlement hierarchy and other key strategic spatial considerations, as displayed in Figure 3.2. The settlement hierarchy reflects some of the key characteristics of the city and its villages and is derived from an assessment of their relative sustainability. This included access to public transport and services, access to employment, levels of open space provision and existing carbon footprints
- 3.23 Future development will be directed towards existing settlements in the following order: The Sub Regional City (York's main urban area), Large Villages (e.g. Haxby), Villages (e.g. Copmanthorpe) and then small villages. Additional employment land has been identified in the vicinity of the A59 near the existing Northminster Business Park.
- 3.24 The aim of the hierarchy is for development to be in the most sustainable locations and be accessed easily by public and sustainable transport.

Figure 3.2: LDF Core Strategy Key Diagram



- 3.25 The LDF Core Strategy also establishes growth projections for housing and land to be made available for employment. Over the duration of the LDF, the rate of housing growth is expected to be approximately 575 dwellings per year (average) . It is also expected that sufficient land will become available to enable an employment growth rate of up to 1000 jobs per year (average).
- 3.26 In addition to housing and general employment growth the LDF core strategy establishes the targets of creating an increase of 28,000m² comparison goods retail space in the city centre (through the proposed Castle Piccadilly Major Development Opportunity), by 2020, with a further 20,000 – 25,000m² comparison retail in the York Central development, post 2020 (subject to retail impact testing).
- 3.27 The long-term effects of the growth assumptions on the transport network include:
- If there is insufficient future investment in transport, congestion delay time across the network could almost triple by 2026. Even with adequate investment, congestion delay across the network could still double by 2026.
 - Investment in transport infrastructure alone will not be sufficient to adequately mitigate the increased congestion delay, so other sustainable transport measures will also need to be put into place.
 - Traffic growth to 2016 will result in congestion delay increasing by 50% compared to the present (2008 base)
 - Full dualling of the A1237 (ORR) with grade separation of junctions is not considered to be deliverable within the timescale of the Local Development Framework.
- 3.28 The spatial impacts of the strategic allocations and major development opportunities are described in Table 3.2.
- 3.29 The key challenge is to identify and put in place the necessary improvements to the transport infrastructure and services to enable future development to take place such that York is able to function as a city. The various elements that determine the functionality of York are described in the LDF Core Strategy.
- 3.30 The majority of the development opportunities shown in Table 3.2 will require a Transport Assessment and a Travel Plan as a condition of their planning permission. These sites are of a sufficient scale to have significant implications for transport in the city.

Table 3.2: Strategic allocations, major development opportunities and their spatial impacts

Allocation / major development opportunity	Spatial implications
York Northwest	<ul style="list-style-type: none"> • York Central and the former British Sugar / Manor school 'brownfield' sites are likely to provide the largest and most significant area of regeneration in York. • York Central is a mixed use site expected to comprise 1780 dwellings, 87,000 – 100,000m² employment, and up to 20,000–25,000m² comparison retail (subject to retail impact testing) • Trips generated in the morning peak: • for York Central = 4,118 • British Sugar / Manor School = 1,382 • Majority of traffic will access sites from the west, but some will access via the city centre • Site constraints create access difficulties. • Potentially traffic accessing the sites from the west could seek routes through nearby residential areas. Consideration may need to be given to putting access restrictions in place to prevent this. <p>A Transport Masterplan for York Northwest to devise the most sustainable transport solutions is currently being prepared.</p>
Castle Piccadilly	<ul style="list-style-type: none"> • Major high-quality mixed-use development opportunity adjacent to Cliffords Tower, predominantly for the provision of 28,000m² comparison goods retail space in the city centre. • Likely to be an attractor for retail/leisure trips, some of which will be by car, but many will also be by public transport, walking and cycling.
Heslington East University Expansion	<ul style="list-style-type: none"> • 65 hectare site, to the south east of the main urban centre, which will provide buildings for teaching, research and development (up to 25 ha), student and staff accommodation, and sports and social facilities. • Likely to be an attractor and generator of trips. Trips to the site will be attracted from a wide area, but generated trips are likely to be predominantly toward the city centre.
Hungate*	<ul style="list-style-type: none"> • This development will include offices (12,062m²), shops, restaurants, homes (555 dwellings), a focal community building facing onto a new public square, riverside walks and piazza. • There will be new linkages including a new footbridge over the River Foss that will integrate this development with the heart of city centre and Walmgate.

Allocation / major development opportunity	Spatial implications
Nestle South	<ul style="list-style-type: none"> • This major development opportunity will be a residential led (315 dwellings) mixed use site. • Traffic generated by / attracted to this site will be significant and access will be via Wigginton Road and Haxby Road.
Germany Beck* and Derwenthorpe*	<ul style="list-style-type: none"> • These are both high quality residential development opportunities (700 and 540 dwellings respectively) that will make a significant contribution towards meeting the city's housing needs. • Both sites will generate significant traffic. For Germany Beck, traffic will emerge onto Fulford Road before dispersing to numerous destinations. For Derwenthorpe traffic will disperse onto the more permeable network of the north-east sector of York
Terry's*	<ul style="list-style-type: none"> • The site will deliver a new employment-led (33,470m² business use), mixed use development for the city with 395 dwellings, on the site of a former factory complex that lies to the south of the main built-up area, adjacent to York Racecourse • Traffic generated by / attracted to this site will be significant and will access it via several routes.

Note development projects denoted thus (*) benefit from Outline Planning Consent

3.31 In addition to the need to access future development, other spatial challenges include adopting an approach to transport that:

- Accommodates growth without contributing to climate change, whilst delivering improvements to air quality and the Low Emission Strategy
- Ensures sustainable economic growth
- Safeguards York's outstanding heritage, including the unique aspects of the city centre (which may require access restrictions or other measures to be put in place to deter through traffic)
- Promotes the creation of sustainable neighbourhoods to help residents live low-carbon lifestyles

3.32 The scale of the impacts and the infrastructure investment to mitigate them is likely to exceed the level of council or central government funding. Therefore, alternative means and mechanisms for securing funding, such as a development levy, need to be explored.

3.33 As previously described in paragraph 3.15 to paragraph 3.17, the council’s Traffic and Congestion Ad Hoc Scrutiny Committee produced a report about reducing present levels of traffic congestion in York and ways of minimising the impact of the forecast traffic increase. Following the completion of a survey which contained a series of scenarios, further recommendations were proposed as follows:

- Instruct officers to work up a strategic transport package based on scenario Option C
- Give highest priority to improving bus services within the city
- Examine other innovative and creative ways in which to deliver Option C should an application for the required funding fall short or fail.

Transport Constraints

3.34 The rivers are a key constraint to transport in the city. There are only four all-purpose bridges in the urban. The location of these key pieces of infrastructure tend to force movements between residential areas and key city centre attractors through the city centre.

3.35 The rail network within the city also presents a constraint. Level crossings can only realistically be used across the sections of the York-Scarborough and York-Harrogate-Leeds lines because of the lower frequencies on these routes.

3.36 The layout of the central core of the city is a constraint to movement and limits opportunity for increasing capacity. For example, adequately servicing a high volume of retail outlets in narrow, busy streets is a problem.

3.37 The relatively sparsely populated rural hinterland surrounding the city, limits the opportunities for conventional public transport running to a frequency that can compete with private transport.

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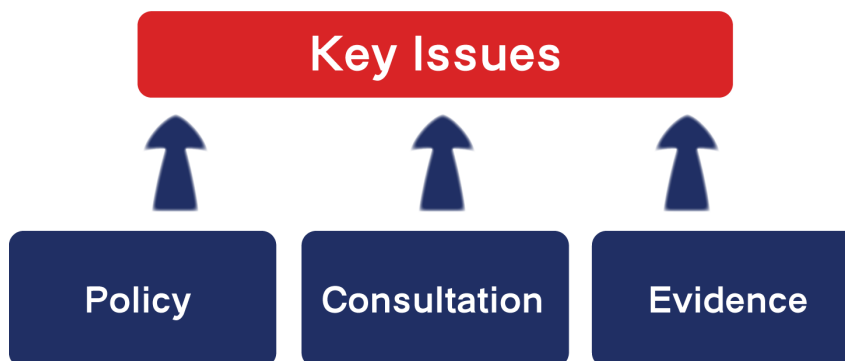
3.40 The layout of the central core of the city is a constraint to movement and limits opportunity for increasing capacity. For example, adequately servicing a high volume of retail outlets in narrow, busy streets is a problem.

- 3.41 The relatively sparsely populated rural hinterland surrounding the city, limits the opportunities for conventional public transport running to a frequency that can compete with private transport.
- 3.42 Out of town development was a prominent feature of York’s retail and business expansion in the 1980s and 1990s. The extra space and free parking offer advantages over businesses locating in the city, but these developments are more difficult to access by modes other than the car. City of York Council has no control over the price of parking at these locations so cannot operate a fully coordinated parking policy across the city.
- 3.43 Most out-of-town development is located on the northern ring road (A1237), which also serves as a connecting road for other traffic. This road is single carriageway with twelve roundabouts over 10 miles, which restricts its capacity and increases conflict.
- 3.44 Other uncertain constraints may arise over the 20-year period of the LTP3. For example, rising oil prices. This could prompt either a radical change in travel behaviour or major developments in alternative fuels.

Key Issues

- 3.45 The key issues for the LTP3 have been derived through three information gathering exercises. This has been through following policy requirements, analysing consultation results and gathering evidence on the situation in York. This process is illustrated in Figure 3.3.

Figure 3.3: Approach to establishing York’s Key Issues



- 3.46 Evidence about 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

3.47 The following paragraphs provide detail on each key issue. More in depth information can be seen in topic paper 1- Evidence Base www.york.gov.uk/ltp3.

Issue 1: York's carbon footprint is high and a large proportion of emissions are attributed to transport.

3.48 The Stern Review and Eddington Study have been two of the most influential documents in relation to transport planning in the last five years. The Stern Review calculates that the dangers of unabated climate change would be equivalent to at least 5% of GDP each year. Three elements of policy are required for an effective response:

- carbon pricing;
- technology and removal of barriers to energy efficiency, and
- to inform, educate and persuade individuals about what they can do to respond to climate change.

3.49 The Climate Change Act 2008 makes the UK the first country in the world to have a legally binding framework to cut carbon emissions. Based on 1990 levels, the Act sets targets to reduce greenhouse gas by 80% by 2050 and by at least 34% by 2020.

3.50 One of the Department for Transport's (DfT) goals is to make carbon savings. Under the national targets, the DfT is responsible for a 76% share of the transport emissions over 2008-2012. The DfT Transport Carbon Reduction Plan (March 2010) three themes to a 'Greener Future' are :

- Supporting a shift to new technologies and cleaner fuels.
- Promoting lower carbon choices.
- Using market mechanisms to encourage a shift to lower carbon transport.

3.51 There is currently a Climate Change Framework and Action Plan being prepared for York to achieve the national targets and a further target, adopted by the council, to reduce greenhouse gas emissions by 40% by 2020.

3.52 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%.

3.53 An average person's (per capita) CO₂ emission levels reduced from 6.9 to 6 tonnes between 2005 and 2007. In order to meet the Climate Change Act targets, as mentioned above, residents will need to drop this level to 1 tonne per person per year by 2050.

- 3.54 The A64 corridor is the worst location in and around the York authority area for carbon emissions. Between the A1(M) and the eastern boundary of York it generates CO₂ emissions of up to 10,000 tonnes a year. Some of the highest emissions occur adjacent to Tadcaster, the junction with the A1237 and the junction with the A19.
- 3.55 There are several locations near York that generate over 6,000 tonnes a year of CO₂. There are a number of possible contributory factors:
- York has five Park & Ride sites located outside the city centre on orbital and radial routes;
 - York generates a higher percentage of short (less than 5km) journeys to work compared with the national average of 40% (York LTP).

Issue 2: Flooding is a risk to key parts of the transport network

- 3.56 The Climate Change Adaptation Plan for Transport 2010-2012 details scientific evidence that in the decades ahead the UK is likely to experience a general increase precipitation. This could have implications for the design, building, maintenance and operation of the roads and railways. Building in resilience to climate change at the outset will be more cost effective than dealing with the consequences.
- 3.57 The council's recently produced the Local Climate Impacts Study. Implications of a changing climate include increased disruption to service delivery, transport and logistics.
- 3.58 York is located at the confluence of the River Ouse and the River Foss. The River Derwent joins the River Ouse also. One identified element of climate change is increased flood risk. As York has experienced flooding in the past it is likely that it will experience more flooding in the future.

Figure 3.4: The River Ouse in flood



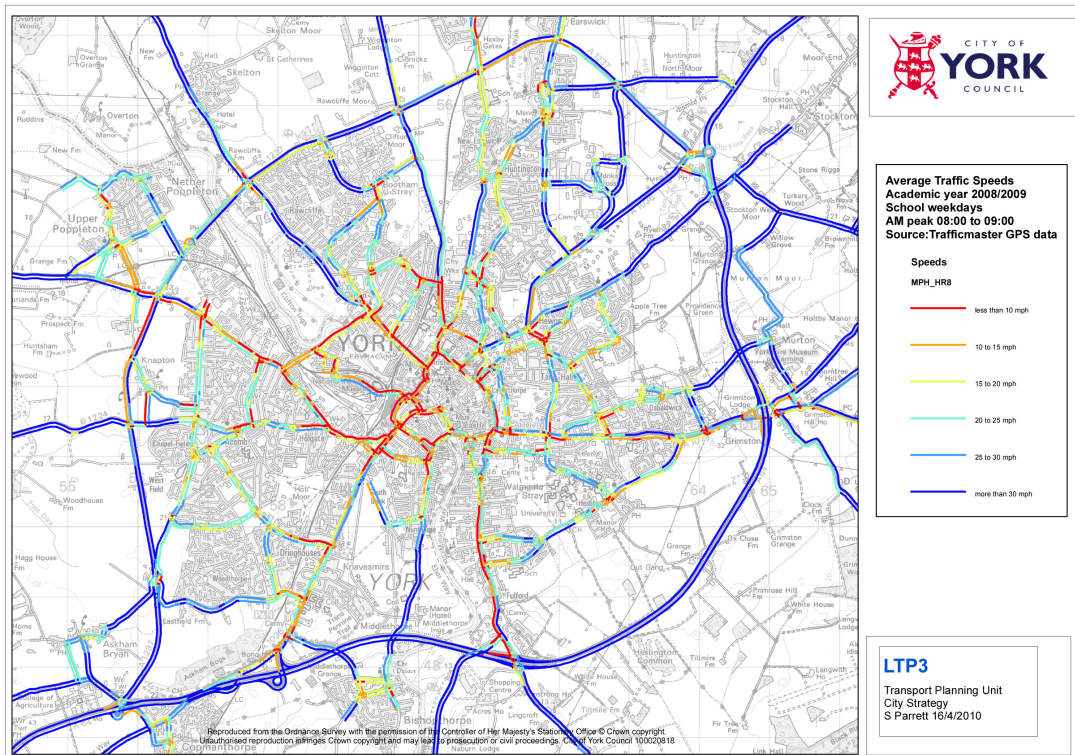
- 3.59 The roads at most risk of flood are the A19 (south), Skeldergate and Naburn Lane. The A19 is a heavily used bus corridor. A lot of the cycle paths are

affected by flooding as they are located in green corridors on susceptible land and adjacent to the river. Currently during flood the paths are closed off and signs put up to warn users at locations in advance so that cyclists can re-route their journey.

Issue 3: Slow and queuing traffic exists in certain locations at certain times .

- 3.60 The DfT's priority is to target the most congested areas with improvements to capacity, reliability and safety. Additionally, a reduction in the number of vehicles on congested corridors would assist in meeting emission targets.
- 3.61 Several surveys reveal that York residents make a high number of journeys under five miles in distance.
- 3.62 The LTP3 city-wide questionnaire revealed that tackling congestion in and around the city was the most important transport challenge for residents.
- 3.63 Automated Traffic Counters (ATC), which are used throughout the York area, have been collecting data on many of the major urban arterial routes. The results show that overall there has been a decrease in traffic levels between 2005 and 2009. Two of the major reasons for this decrease could be the effects of the economic recession and, more positively, a shift towards other forms of travel such as walking, cycling and using public transport.
- 3.64 The AM and PM peak traffic levels have fallen in the past five years. However in 2009 the inter-peak flows (11-12pm) have not followed the same pattern and have increased back to 2007 levels. This could possibly be attributed to tourism traffic which is not specific to morning and evening peak times.
- 3.65 Although traffic levels on York roads overall are decreasing, there are some locations where there are high levels of traffic and potential congestion. The data collected shows the highest traffic in the weekday AM peak is on the A1237 (the outer ring road). Figure 3.5 shows average traffic speeds in York in 2008/09 in the AM peak.

Figure 3.5: York average AM Peak traffic speeds 2008/09



3.66 York’s transport network faces a substantial increase in demand over the next 25 years. Much of this demand will come from committed developments, housing growth and employment.

Issue 4: Rail demand is growing and there is some overcrowding on services Rail is increasingly important for business purposes.

- 3.67 The government supports a move to lower carbon modes such as electrified railways. Nationally emissions generated by the rail sector account for less than 2% of the transport total.
- 3.68 Rail is a suitable alternative to the car for low carbon transport, especially for longer trips, where it can have a significant time saving too.
- 3.69 The Yorkshire and Humber 2009 Rail Utilisation Strategy (RUS) forecasted the future passenger demand levels and growth forecasts for the key markets including York. It was predicted that the total number of passengers travelling to York will increase by 41% over the next 12 years.
- 3.70 The two-way station to station flow between Leeds and York is the busiest rail movement in all of Yorkshire and Humber. Due to demand, the Regional Planning Assessment for rail forecasts that by 2016 there will be increased

patronage on services between York and Leeds and increased crowding on the morning peak services.

- 3.71 Poppleton Station has experienced increasing patronage levels of 14% in the past three years despite the line experiencing constraints and poor frequency levels.
- 3.72 A large amount of the local rail trips involving York include neighbouring authorities, particularly North Yorkshire County Council (NYCC). There are a large number of stations that are within a 30 minute journey time of York, and these stations have seen patronage growth levels of between 30% and 60% from 2002 to 2008.

Issue 5: Increasing elderly and dependant population

- 3.73 The Disability Discrimination Act 2005 gives people rights in the areas of access and transport. It requires public bodies to promote equality of opportunity for disabled people. The government has set minimum standards so that people can use public transport easily.
- 3.74 Comments at one of the LTP3 workshops were that people who are disabled, aged or otherwise socially disadvantaged are not able to share in York's prosperity and there is a need to avoid York becoming a twin-tracked city.
- 3.75 Stage 1 consultation held a focus group targeted at young people under the age of 25 in order to capture their needs, as this has been previously identified as a hard group to engage. This group mainly felt that public transport was too expensive for them.
- 3.76 The Stage 2 ('Dialogue') consultation included a specific focus group with the Equality Advisory Group. The outcome was a detailed list of action points on what was needed to provide for the community.
- 3.77 The major growth age groups in York are the under 30s and over 65s. The expansion of the University of York is expected to increase the 15 to 29 age groups. The amount of people aged over 65 years in the York population is set to increase by approximately 26% from 2006 to 2020.
- 3.78 The growing and changing population of York also reveals a significant amount of vulnerable groups that may need to rely heavily on public transport. The Mid-2006 population estimate reveals the location of where people aged over 65 years (for males) and 60 (for females) reside within York. It can be concluded that people in these age categories mostly live in the most rural and outlying wards. However, when analysing where the most income deprived people who are aged over 60 years live, the wards with the highest amount of people within this category are Guildhall and Micklegate, which are more urban wards.

- 3.79 York has decreasing levels of deprivation when compared to the rest of the country, yet does have some wards in the worst 20% and 10% nationally for deprivation. The most deprived wards in York are in the centre, inner east and inner west of the city. A factor in deprivation is defined as low car ownership, and the places where ownership is lowest are found to the east of the city (Heworth) and the west (Acomb, Clifton, Westfield).
- 3.80 According to the 2001 Census, there are a large proportion of disadvantaged people in York. 16.6% of the population in York have a limiting long term illness, which is higher than the national average.

Issue 6: York's population has growing and changing transport needs

- 3.81 The Local Transport Act (LTA) is committed to ensuring that the government are well equipped to meet not only today's transport challenges, but also those of ten or twenty years' time. The LTA is a key part of the Government's strategy to meet this commitment, empowering local authorities to take appropriate steps to meet local transport needs in the light of local circumstances.
- 3.82 'York, the inclusive city' is a key theme in the Sustainable Community Strategy. The aims and actions towards this theme are:
- Improve access to buildings, public transport and other amenities.
 - Improve access to services, information and facilities for residents, neighbourhoods, and those at most risk of exclusion.
- 3.83 A main theme to come out of the workshops in Stage 1 was that people wanted a right to 'live' rather than 'exist', and this was linked with the cost and availability of public transport (especially from the outlying villages). Workshop attendees commented that they wanted to participate in a night time economy in York.
- 3.84 In 2008 the population of York was around 195,400. It is set to grow in the future, like the rest of the region and the UK, but at a higher level. Between 2006 and 2026 it is expected to increase by 23%, whereas in Yorkshire and Humber is it forecast to grow by approximately 19%, and by 16% in the rest of the UK.¹

¹ Source: ONS. Table 10 Mid-2007 to Mid-2008 Population Estimates: Components of population change for local authorities in the United Kingdom

Issue 7: Buses need to meet customer needs

- 3.85 Changes arising from the LTA, for bus measures and bus service provision, give local authorities more power to influence the provision of bus services. For example, Statutory Voluntary Partnerships with bus operators to improve bus services (on specific corridors or areas).
- 3.86 Funding is available from the government for low carbon buses and eco-training for drivers.
- 3.87 Improving public transport was the most important action to come out of both the LTP3 city wide questionnaire and Traffic and Congestion Ad hoc Scrutiny Committee's Tackling Traffic Congestion in York questionnaire.
- 3.88 Anecdotal evidence out of the Stage 1 LTP3 consultation process revealed that prices on all of the bus network except for Park & Ride were deemed too expensive by some residents. Also, seating at and rest areas between bus stops would improve the situation for people with mobility impairments.
- 3.89 Responses from the Tackling Traffic Congestion in York questionnaire revealed that cost is the main deterrent to using buses, followed closely by frequency of service and reliability.
- 3.90 Within York, the bus network is relatively extensive in comparison to many other towns and cities. However, there are many areas that experience either a drop in service frequency or no service at all in the evening and on Sundays.
- 3.91 Buses are limited in terms of the routes that they can take through the city centre, which means that buses converge on a small number of highly trafficked streets. The small number of route options comes under increased pressure at times of road closure.
- 3.92 A review of the 231 bus stops in York in the city centre and on the main arterials, found 20 (9%) that were in a condition that created a severe limitation on their use or were operating at over capacity.
- 3.93 There are several buses that experience high variability in journey time during their route. The reason for this variability is usually due to congestion in peak hours.

Issue 7: Poor Air Quality

- 3.94 Due to the health implications and costs associated with poor air quality, the government has set health-based air quality objectives for seven of the most common pollutants found in our cities.
- 3.95 The Environment Act 1995 requires all local authorities to review and assess air quality in their areas and to declare Air Quality Management Areas (AQMAs) where the objectives set by the government are unlikely to be met.
- 3.96 In January 2002, City of York Council declared an Air Quality Management Area (AQMA) based on predicted exceedences of the annual average nitrogen dioxide (NO₂) objective in five areas of the city. These areas are located on or near to the inner ring road and are characterised by their enclosed nature and long periods of congested traffic.
- 3.97 Nitrogen dioxide is an oxide of nitrogen (NO_x). Although NO_x and NO₂ in York is the result of emissions from a variety of different sources, transport related NO₂ emissions are the major threat to clean air in York. In 2006 the largest source of NO_x emissions in the UK is the transport sector with road vehicles and off-road vehicles contributing 32% and 5%, respectively, to total emissions².
- 3.98 In York, trend analysis of annual average concentrations across the AQMA for the past 8 years shows that the annual average NO₂ concentrations within the AQMA fell after it was declared. However, from 2006 onwards this trend has reversed, and is now approaching the exceedence level.
- 3.99 Carbon dioxide (CO₂) emissions from diesel vehicles have also increased between 2005 and 2007. This suggests the increasing number of diesel vehicles on the city's roads. There is growing concern that the rise in emissions of NO₂ (an unwanted by-product of modern diesel exhaust systems is that more NO₂ is emitted), is increasing due to a greater share of vehicle miles being made by modern diesel passenger cars.
- 3.100 In recent reports, an additional area of elevated annual average NO₂ concentrations was identified in Fulford Main Street. Fulford Road has now been declared an Air Quality Management Area.
- 3.101 Further research has shown that in certain areas within York, buses contribute a disproportionate high level of NO_x emissions at one third of the total road transport emissions. However, this needs to be balanced with bus occupancy rates to assess emissions per person, per mile travelled.

² UK Emissions of Air Pollutants 1970 to 2006, UK Emissions Inventory Team, AEA, October 2008:

Issue 8: Health and transport need to share responsibilities and priorities

- 3.102 Improving the health of the nation and tackling health inequalities are high priorities for both national and local government at the current time. One of the key changes in the current NHS reform is a move towards a focus on the whole of health and wellbeing, not only illness.
- 3.103 Focusing upon the contribution that physical activity and healthy lifestyles make to health. In particular, the challenges for local authorities and local strategic partnership (LSP) partners are to improve:
- the percentage of adults who take part in 30 mins. moderate intensity physical activity at least 5 times a week³
 - the percentage of adults for whom three of these are in a leisure related activity – including walking and cycling⁴
- 3.104 The vision in the Active Travel Strategy⁵ for England is to see more people accessing key services and public transport by active means and active travel contributing to more people meeting the recommended physical activity levels.
- 3.105 Lets Get Moving⁶ is a new care pathway for the NHS that seeks to promote more activity.
- 3.106 There are also additional local campaigns designed to encourage people to be more active, such as Sport and Leisure's 'Just 30' campaign (a Local Area Agreement funded physical activity signposting campaign led by Active York, the city's strategic partnership for sport and active leisure).
- 3.107 The Children and Young Peoples Plan 2009-2012 priorities include the promotion of positive health choices by providing more opportunities for young people to take regular exercise including cycling or walking to school.
- 3.108 The Health Survey for England (2008) shows two-thirds of adults in England not meeting the Chief Medical Officer's (CMO) recommendation for physical activity and the same amount classed as overweight or obese. The direct costs of this to the NHS and lost productivity to the wider economy costs the country in the region of £9.8bn a year.
- 3.109 Locally, more than one in five of York's residents are classified as being obese.

³ Department of Health (DoH) guidelines

⁴ Department for Culture Media and Sport (DCMS) guidelines

⁵ Department for Transport (DfT), 2010

⁶ Let's Get Moving - A new physical activity care pathway for the NHS: Commissioning guidance, Department of Health, 2009

3.110 In 2009 only one in four of York's adults were participating in the required level of activity. Participation rates were lower in the more deprived groups, those aged over 55 years and those with a limiting disability. Interestingly one in four people in England said they would become more active if they were advised to do so by a doctor or nurse⁷.

Issue 9: Road accident casualties need to be reduced and safety increased

3.111 The Children and Young Peoples Plan 2009-2012 seeks to recognise and address wider safeguarding issues (including reducing accidents) in relation to transport.

3.112 One of the government's priorities is road safety and reducing the risk of death or injury due to transport accidents.

3.113 The Stage 1 consultation workshops and meetings identified that safety and health are related, and that the pedestrian environment should have pedestrian and cyclists safety built-in. Participants expressed a view that there is often a pedestrian and cyclist conflict on off-road cycle paths in York.

3.114 Total car KSIs have fallen significantly since 2005, outperforming the target set for reducing them (see also chapter 2). Cyclist KSIs have increased since 2005.

3.115 Most accidents are experienced by people that live in York. Young males are particularly over-represented in accident statistics. Elderly drivers and elderly pedestrians are also over-represented. Most of the vehicle accidents are happening on the main arterial roads into the city and the ring road.

3.116 Fear of crime can be a deterrent to public and active transport use and can lead people to choose car travel. Lighting and principles of environmental design can make people feel safe when walking and cycling around.

⁷ Health Survey for England 2006.

Issue 10: Economic and employment growth for York are important

- 3.117 The York Economic Strategy (YES 2009) recommendations are to; support knowledge led business and develop tourism and retail.
- 3.118 Leeds is the main economic driver of Yorkshire and Humber and a significant source of employment. Leeds City Region is a city region forerunner. The Leeds City Region Transport Strategy spatial priorities include York Northwest, connecting Leeds to York, York to Selby and York to Harrogate.
- 3.119 The York New City Beautiful: Towards an Economic Vision 2010 concludes that although York is a successful place, it has an outdated transport network, a lack of quality spaces and lack of green infrastructure in the city centre.
- 3.120 The Government is committed to renewing and strengthening local economies and they have acknowledged that local economies do not follow local authority boundaries. It has therefore enabled local authorities and businesses to come together to form local enterprise partnerships (LEPs) covering functional economic areas in England. These reflect natural economic units. York is part of the Leeds City Region (LCR) LEP and the York and North Yorkshire LEP. It will form a view on the strategic transport priorities which best support sustainable economic growth in the area.
- 3.121 The LTP3 city wide questionnaire identified that, to residents, supporting the economy was the most important goal for York.
- 3.122 The movement of freight conflicting with the evening economy was identified as an issue in the stakeholder consultation. Also identified was the need for York to be more outward looking to the rest of the region and nationally in order to be successful in the future.
- 3.123 As the economy changes some businesses in York are likely to decline. The city needs to be competitive regionally, nationally and internationally. The University of York and the development of the Science Park have had a positive effect on York. Also of benefit is York's position as a bridge between rural North Yorkshire and the Leeds City Region. In addition the contribution it's tourism gateway status plays to the regional economy is also of importance. As one of the UK's top tourist destinations it is vital to the success of the economy.
- 3.124 The Future York Group concludes that a higher quality of public realm and interpretation and new attractions are also needed to retain a competitive position for visitor numbers.
- 3.125 The opportunity to take forward the major regeneration schemes within the city have the potential to drive growth in the York economy. Estimates for the key 'brownfield' sites indicate the potential for approximately 18,000 jobs to be created within them.

- 3.126 York also needs to be aware of its role within the Leeds City Region and how that affects its economy. Strengthening the role of York as a sub-regional shopping centre is a key part of the Local Development Framework(LDF) vision. The central York shopping areas and adjacent areas will continue to be the primary focus for retail development through the LDF.
- 3.127 Tourism plays a large role in York. In 2008, 10% of all jobs were tourism-related jobs in York, compared to 8% in Yorkshire and the Humber the rest of Great Britain. York also has a high proportion of public sector workers when compared to the region and rest of the country.
- 3.128 There were 4 million visitors in 2007 and indications show that this is growing. There is a large amount of income earned from tourists and visitors that effects many sectors including the revenue generated for local transport from tourism.
- 3.129 Improved transport linkages can play a central role to help link people with jobs and therefore stimulate economic growth.

Issue 11: Location and extent of new development and growth relies on transport provision

- 3.130 The Local Development Framework Core Strategy has identified major development sites. LTP3 must support the delivery of these sites and other sites that enable the projected growth of the city to be realised.
- 3.131 Land use planning principles can facilitate sustainable travel. Principles such as big settlement size, high densities, mixed use sites and accessibility to key facilities should be adhered to for new development sites.
- 3.132 Where people live has an impact on what mode of transport they choose, for many reasons. Analysis of the LTP3 city wide survey responses revealed that when asked about promoting active travel, respondents in the Y01, Y10 and Y031 areas (generally closest to the city centre) found this more important than those in other postcodes.
- 3.133 Y032 is a semi rural area to the north of York including Haxby, Wigginton and Earswick. 51% of the respondents from this area use their car for travelling in and around York. This is the district with the highest proportion of car drivers. The lowest being Y01 at 17%.
- 3.134 It can be concluded that the districts closest to the city centre of York have much more sustainable travel habits than the rest of York. This presents the opportunity to build on the sustainable travel habits of the city centre residents.

3.135 It is estimated that investment in the order of £170m in new transport infrastructure and other transport measures will be needed to enable the planned growth for York to be realised. However, even with adequate investment, congestion delay across the network could still double by 2026

Issue 12: Some pockets of poor accessibility

3.136 The Stage 1 workshops and meetings cited out of town shopping centres as places where access is poor for non-car users.

3.137 Access to the Hospital was also raised as an area of concern in the dialogue, as was the lack of safe crossings in the vicinity of at least one GP surgery.

3.138 The use of 'Accession' modelling software was used to identify any accessibility gaps in the network to key destinations and services in York. The main issues identified were poor public transport access to destinations out of the city centre. Only 38% of York's residents can access Monks Cross within a 30 minute bus journey time and only 20% to The Designer Outlet. The cycling and walking catchments to these places is also limited.

3.139 Some parts of the city suffer from long public transport journey times and occasional gaps in service. Whilst Strensall has a fifteen-minute frequency bus service it takes longer than 30 minutes to reach the city centre from the village. A similar situation is true for Clifton Moor, Bishopthorpe and Copmanthorpe.

3.140 Access to many of the sites outside of, or adjacent to, the outer ring road also depend on using quite heavily trafficked radial routes.

Spatial Challenges for York and the wider area

- 3.141 It is essential for York to remain connected to its surrounding region. The challenge includes remaining connected via as many modes as possible such as road, rail and active transport. In order to remain competitive and allow York to thrive it has to enable the movement of both people and freight between regions, towns and cities. To allow this to happen York has many partners it must work with including the Highways Agency and the rail companies.
- 3.142 The Leeds City Region(LCR) has been defined as the main economic centre and driver of the Yorkshire and Humber region. It draws on a pool of people including those that live in and around York. The growth and expansion of the Leeds City Region economy in recent years has placed significant pressures on the transport network. The success of the economy has resulted in more commuting trips and also a greater number of people travelling longer distances to work. Between Leeds and York is a priority corridor of the north eastern sector of the LCR. Currently the rail line, A64 and M1 provide this connection. Between Leeds and Harrogate is also classed as a priority corridor. As well as connecting to the rest of the LCR, the section of the A64 from Tadcaster to York is vital for the city in that it provides the connection to the motorway network and the rest of the country.
- 3.143 York is also part of a larger journey to work area(including a large number of trips coming from the east) and a region defined as the North Yorkshire and York functional sub region.

4. York’s Transport Strategy

4.01 The Sustainable Community Strategy (SCS) is to set out a long-term vision for the local area based on what matters most to people. The main purpose of the document is to bring a wide range of individuals and organisations together. The SCS Vision for York is:

A city making history, making our mark by:

- Building confident, creative and inclusive communities
- Being a leading environmentally-friendly city
- Being at the forefront of innovation and change with a prosperous and thriving economy
- Being a world class centre for education and learning for all
- Celebrating our historic past whilst creating a successful and thriving future

4.02 The SCS continues (through its 2010 refresh) to have a strong theme for promoting and encouraging low carbon choices in York. The SCS links with the Local Development Framework as it acknowledges that York is going to grow and its composition will change. There is the need to plan for commuting and housing in order to address people’s needs. This is where the Local Development Framework (LDF) fits in. The Local Development Framework (LDF) is the plan for the future development of York.

4.03 A key theme for the SCS is the tackling of transport issues in the city. Public consultation on the SCS showed that transport was one of the most important issues and was identified as a priority to focus on for the future of York.

4.04 Transport is also a key theme of the LDF Core Strategy. The LDF will guide the amount of new development and where it will take place. It will also determine where new transport infrastructure needs to be to enable the level of development.

4.05 High quality sustainable transport in York is vital for enabling its economy to thrive and for building sustainable local communities. It also contributes to the achievement of stronger and safer communities, healthier people, equality and social inclusion. It will also help address local and global environmental concerns, such as greenhouse gas emissions, poor air quality and, given the importance of tourism, protecting and enhancing York’s heritage.

Figure 4.1: LDF Vision – Key Influences



4.06 LTP3 seeks to continue with and develop further the balanced approach to delivering transport improvements taken in the city’s two previous LTPs to ensure a sustainable future for York, and the area around it, as it continues to grow.

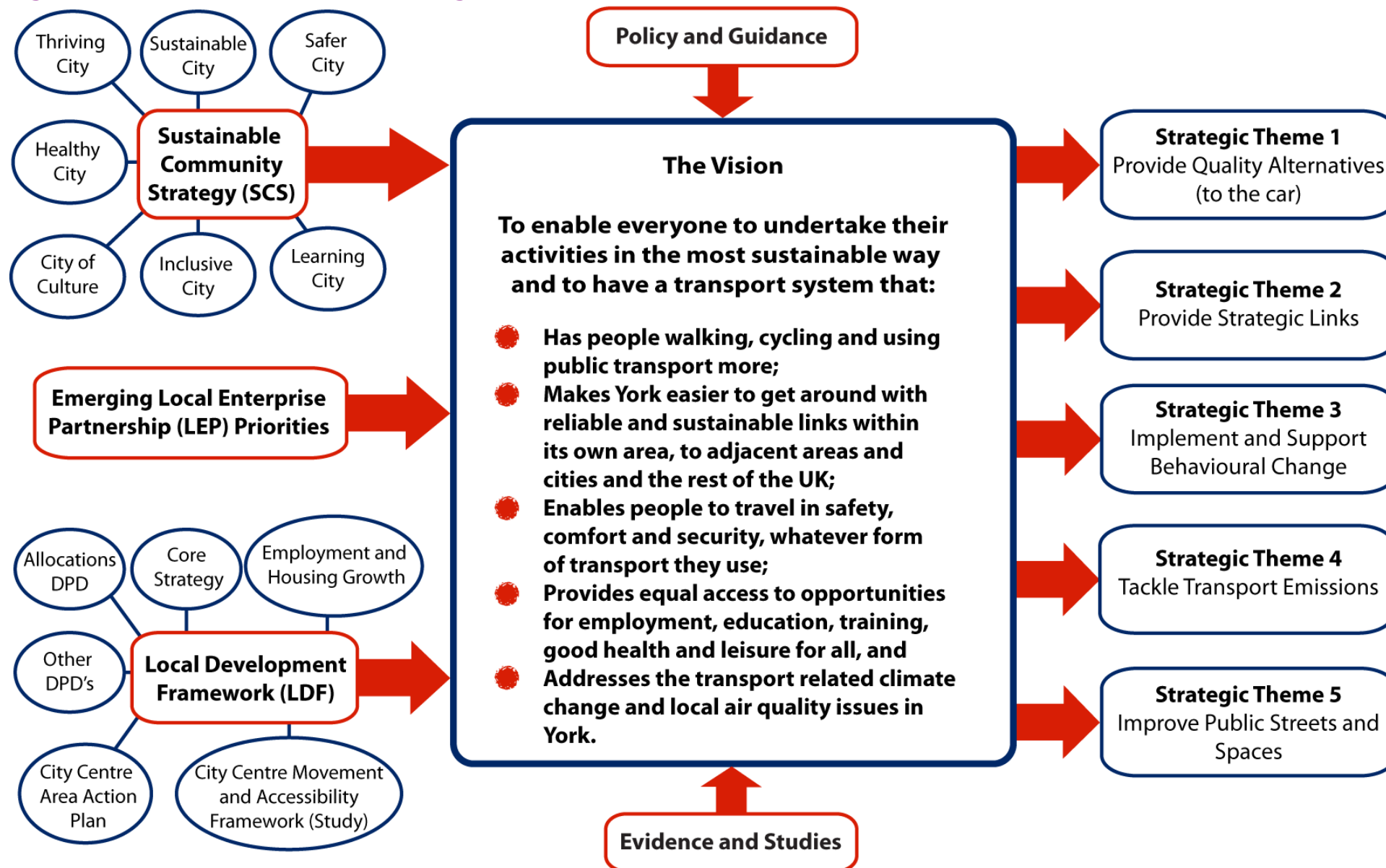
4.07 The LTP vision for transport over the next 20 years is:

To enable everyone to undertake their activities in the most sustainable way and to have a transport system that:

- Has people walking, cycling and using public transport more;
- Makes York easier to get around with reliable and sustainable links within its own area, to adjacent areas and cities and the rest of the UK;
- 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, and
- Addresses the transport-related climate change and local air quality issues in York.

4.08 The linkages between the LTP3 and the wider needs and aspirations of York, as discussed above, are shown in Figure 4.2.

Figure 4.2: The LTP3 Vision and Strategic Themes



Option Appraisal

- 4.09 In order to sift the potential transport measures it was necessary to appraise them using a multi criteria analysis (MCA). This enabled an initial ‘long list’ of measures (as issued for the stage 3 consultation) to be prioritised, refined and taken forward. It was important to decide what were the most important measures to be taken forward, especially in light of limited funding likely to be available. The long list of measures was scored against the following criteria:
- The objectives
 - Potential cost
 - Consultation results
 - Timescales/Deliverability
 - CO₂ emissions
- 4.10 The MCA scored those measures that met the most outcomes higher than those that met fewer outcomes. It also gave a higher score to those that cost less and were able to be delivered in a short timeframe.
- 4.11 In addition the following assessments have also been carried out and are available on the Council’s website at www.york.gov.uk/ltp3:
- Sustainability Appraisal (SA)
 - Equalities Impact Assessment (EIA)
 - Health Impact assessment (HIA)
 - Habitats Regulation Assessment
- 4.12 Other supporting documents available on the Council’s website, at www.york.gov.uk include:
- Asset Management Plan (LTP2 Annex O)
 - Outline Update on revising the Transport Asset Management Plan
 - Network Management Duties (LTP2 Mid-Term Report Annex C) – updated, 2011

Overall Approach

- 4.13 The identified issues have helped determine our strategy for the LTP and what we hope to achieve and improve. The LTP3 strategy is based on five themes; these being:
- Provide Quality Alternatives to the Car
 - Provide Strategic Links
 - Implement Behavioural Change
 - Tackle Transport Emissions
 - Improve Public Streets and Spaces

- 4.14 In addition to these themes 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.
- 4.15 The LTP3 has come together through these themes and the list of supporting aims, objectives and measures illustrate the way forward for the next 4, 10 and 20 years for the life of this plan.
- 4.16 The LTP3 aims to continue the work from Access York, LTP2 and also build on the large amount of work that has been undertaken to develop cycling in York through Cycling City status. The LTP3 however has more emphasis on low emissions and public streets and spaces than LTP2.
- 4.17 The following are the aims and objectives and priority measures that deliver the LTP in the best way.

Theme 1 - Provide Quality Alternatives

- 4.10 For many people use of private motorised transport remains the only practicable means of transport. However, for others it might be possible to use more sustainable and/or active forms of travel for at least some of the time. This theme is, therefore, based around providing quality alternatives to the motorcar, to enable more people to use more sustainable and/or active forms of travel (for at least some of the time). The emphasis is on quality because in order to encourage people out of their car the alternative needs to be attractive.
- 4.11 Policies that fulfil this include those that 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.
- 4.12 The key outcomes of this will be:
- Comprehensive cycling and walking network
 - Better quality and more reliable public transport
 - Enhanced Park & Ride facilities
- 4.13 Implementing this theme will be done through measures that target ticketing, safety measures, infrastructure, information and punctuality which will make the experience of using alternative modes to the car more attractive.
- 4.14 Access York Phase I - Major Scheme Business Case 1 (MSB1), would bring the total number of Park & Ride sites up to seven, thereby increasing capacity to 5,350 spaces. It will also improve the A59/A1237 junction and provide bus priority on the A59. If the 'full and final' MSB bid, currently being prepared, is successful, it is anticipated that construction could start in 2013, with completion by summer 2014
- 4.15 The order of importance for implementing bus priority measures is:
- Routes**
- A59 – A1237 junction to city centre (either as part of Access York Phase I, or separately, if the MSB bid is not successful), in anticipation of the York Northwest development opportunity.
 - Wigginton Road (in anticipation of new Park & Ride)
 - Inner ring-road and city centre
- Junctions**
- Gillygate/Clarence Street/Lord Mayors walk
- 4.16 The principal bus operator in York is currently updating its on-bus ticketing machines. Opportunities will be explored to use the capabilities of these new machines to develop new products, such as 'Smart-tickets'. The Council will also explore with neighbouring authorities opportunities to expand the coverage of 'YourCard' smart ticketing technology to York. At least one multi-operator ticket will be established to benefit the user so that more than one bus service can be used to complete a journey.

- 4.17 A programme to review/upgrade the accessibility and quality bus stops, will focus on the high use/frequency bus routes.
- 4.18 There are approximately 15 junctions, within the Outer Ring Road, which could be improved for the benefit of pedestrians and cyclists. Four of these are on the Inner Ring Road and two are on Coppergate, in the core of the city centre.
- 4.19 The priorities for new or improved cycle routes, to complete the urban network, are as listed below. Where possible, improvements will be carried out as part of other schemes.
- North end of Fulford Road including Fishergate Gyratory
 - University of York area and links through Heslington
 - Hungate link (Navigation Road and new bridge over River Foss)
 - Southern end of Huntington Road
 - Bishopthorpe links
 - Acomb / Westfield
 - River Ouse path (St Oswalds Road to Landing Lane)
 - Moor Lane (National Cycle Network Route 66)
 - Micklegate (see also Strategic Aim 5)
- 4.20 Potential measures will be explored, to target crossing and severance points for pedestrians and cyclists as part of preparatory work for reviewing the function of the Inner Ring Road (see also Strategic Theme 5).

Strategic Theme 1 – Provide Quality Alternatives	
Aims	Objectives
Q1. Expansion of Park & Ride as a mass rapid transit system for York	a. Increase the number of Park & Ride sites to seven to increase capacity to 5,350 spaces
	b. Associated junction improvements
	c. Associated bus priority measures ¹
Q2. Ensuring quality adaptable local public transport services that meet the needs of passengers in a changing city	a. Improve public transport service reliability, integration and attractiveness
	b. More accessible public transport information
	c. Better value fares and more ticketing products
Q3. Having a comprehensive cycling and pedestrian network.	a. Complete the urban cycle network
	b. Increase / improve cycle parking
	c. A safe attractive urban pedestrian network

Table 4.1: Strategic Theme 1 – Provide Quality Alternatives (to the car)

Ref. Number	Priority measure or intervention	Timescale					
		Short-term				Medium-term	Long-term
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021	2021-2031
Q1 a, b & c	Access York Phase I - Major Scheme Business Case 1 (MSB1)-Improve the A59/A1237 junction and provide bus priority on the A59 ¹ .						
Q2 a	Bus priority measures on high-frequency / high-use routes						
	Traffic management and controls to reduce non-compliance with traffic regulations and restrictions (to help reduce delays)						
	Complete fitting bus priority transponders						
	Investigate the potential for a Statutory Quality Bus Partnership(s) on specific corridors and / or areas and implement as appropriate						
	Subsidise 'socially necessary' non-commercial bus services						
	Bus stop accessibility review and improvements						
	bus stop / shelter maintenance and management programme						
	Upgrade principal city centre stops (key interchanges)						
	Improve coach rendezvous points						
	Achieve 'Coach-Friendly City' status						
	Develop a Taxi Partnership Scheme(incl. council and drivers)						
	Integrate taxis into PT interchanges						
Q2 b	Develop the design of bus timetables to be easier to view and understand						
	Erect timetables cases at all stops and insert bus maps in every shelter, starting with high frequency / high use routes						
	Increase the amount and quality of bus information at York station						
	On board next-stop audio-visual information						
	Publicise available ticketing products						
	Promotion of YourNextBus SMS service						

Ref. Number	Priority measure or intervention	Timescale					
		Short-term				Medium-term	Long-term
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021	2021-2031
Q2 c	Develop new ticketing products (e.g. YourCard smart-tickets and smart cards)						
	Introduce at least one multi-operator ticket						
Q3 a	Completion of the urban cycle network on-road links and junctions (e.g. Blossom Street Phase II and Fishergate Gyratory) and off road links						
	Cycle Infrastructure Audit improvement programme (incl. repeat audit and scheme review)						
Q3 b	Work with operators and York station on high quality cycle parking at the station (e.g. a cycle point)						
	Continue the Safer York partnership and aim to remove any cycle theft blackspots						
	Increase / Improve cycle parking prioritising city centre, schools, employment sites, retail, healthcare						
Q3 c	Provide / improve pedestrian links where they are currently inadequate (e.g. Fishergate Pedestrian route to the Barbican and Hungate Bridge Approaches)						
	Upgrade pedestrian bridges to make them more accessible for the mobility impaired (e.g. River Foss nr. Earswick)						

Theme 2 - Provide Strategic Links

- 4.21 This theme encompasses the need to provide good connections from local population centres to major destinations such as employment centres. These are critical for the economic prosperity of the city. It is also essential for York to be well connected to the rest of the Leeds City Region, North Yorkshire and East Riding as well as the rest of the country. Preferably by sustainable modes such as rail, bus and cycling. Rail links need to be maximised by improving the interchange between bus, cycling and walking facilities at York rail station as well as supporting the improvement of current services and stations.
- 4.22 Selective capacity improvements on roads will benefit journey time and improve strategic links to and from York. Additionally more long distance and out of city centre cycling and walking routes such as public rights of way provide active transport links.
- 4.23 The key outcomes of this will be:
- Well maintained and managed strategic transport network
 - New cycling and walking links between residential (urban & rural) and employment areas
 - Better rail services and connections
 - Selective enhancements to the existing road network to increase capacity and improve safety

Strategic Theme 2 – Provide strategic links	
Aims	Objectives
S1. Ensuring the maintenance and selective improvement of York’s strategic networks to support the longer-distance movement of people, goods and information	a. Improving journey time reliability on sections of the road network that experience high volumes of traffic and delay
	b. Strategic and selective improvements to the road network
	c. Expanding the public transport network to meet the demands of new commuter patterns
	d. Expanding the cycling and pedestrian network beyond the urban core
	e. Effective Management of the transport assets
S2. Ensuring that the local rail network better serves the needs of passengers in a changing city	a. Improve frequency, capacity and quality of services from Leeds, Harrogate, Scarborough and Selby
	b. Development of new stations
	c. Rail infrastructure upgrades
S3. Ensuring that York is well connected to the UK National rail network	a. Connectivity with High Speed Rail 2 (HS2)
	b. Upgrades to East Coast Main Line

Table 4.2: Strategic Theme 2 – Provide Strategic Links

Ref. Number	Priority measure or intervention	Timescale							
		Short term				Medium-term	Long-term		
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021		2021-2031	
S1 a	Upgrades to the outer ring road - Access York Phase 2								
	Improvements arising from A64 corridor study (to be confirmed)								
S1 b	Completion of the James Street Link Road								
S1 c	Reviewing the city centre bus routing structure (in advance of any considerations for extending the Footstreets)								
	Review bus services beyond the eastern perimeter of York to meet the needs of changing commuting patterns								
S1 d	Cycle routes to other towns and villages (e.g. Haxby to Clifton Moor, Strensall)								
	Complete Rights of Way Improvement Plan (RoWIP)								
	Complete missing / upgrade links in the Public Rights of Way network (in accordance with the Rights of Way Improvement Plan)								
	Surface improvements along River Foss where needed (in accordance with the Rights of Way Improvement plan)								
	Develop 'Greenways' network-longer distance cycle and pedestrian corridors								
S1 e	Establish transport asset maintenance intervention criteria (whole life cycle)								
	Complete the revised Transport Asset Management Plan								
	Devise and implement Route Assessed Maintenance programme								
S2 a	Make best advantage of opportunities in (national) negotiations for new rail franchises								
	Tram-train (or other significant technological improvement in rolling stock) on York-Harrogate-Leeds (YHL) line2								
S2 b	New Station at Haxby								
S2 c	Make best advantage of opportunities for electrification of York-Leeds line								
S3 a	Make best advantage of opportunities in Government's planning / procurement process for ensuring York's connectivity with (anticipated) HS2								
S3 b	Make best advantage of opportunities for upgrades to infrastructure (and services) that benefit York								

Theme 3 - Implement and Support Behavioural Change

- 4.24 This aim will encourage and enable York residents and visitors 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.
- 4.25 The use of more sustainable transport will be encouraged by working with key destinations such as schools, universities, employment sites and retail areas to prepare travel plans. The strategy will build upon the safe routes to school programme which has successfully increased the number of trips to school by walking and cycling.
- 4.26 Additionally the continuation of road safety education, training and campaigning is an important aspect. Specific demographic groups will be targeted with the aim of reducing the amount of those highlighted as most at risk of accidents.
- 4.27 The key outcomes will be:
- Greater awareness of options available for sustainable modes of travel
 - Travel plans for all key education, employment, leisure and retail destinations
 - Continuing to improve road safety awareness
 - People being more healthy and active

Strategic Theme 3 – Implement and support behavioural change	
Aims	Objectives
B1. Promoting active and sustainable forms of travel	a. Appropriate awareness raising, advice and education.
	b. Programmes to encourage cycling
	c. Promoting the use of the Public Rights of Way network
B2. Ensuring the effective delivery of road safety through education and training support	a. Targeted road safety training and education and support
B3. Effective travel planning	a. Supporting the preparation of travel plans
	b. More effective requirements for and enforcement of travel plans

Table 4.3: Strategic Theme 3 – Implement and Support Behavioural Change

Ref. Number	Priority measure or intervention	Timescale					
		Short term				Medium-term	Long-term
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021	2021-2031
B1 a	Publication and promotion of cycle, walking and public transport maps, leaflets and posters etc.						
	Establish and maintain an interactive active transport website						
	Continue the Safe Route to Schools programme and develop similar programmes for other places (e.g. safer routes to leisure centres and large employment centres)						
	Education and awareness on the effects of transport on the environment, health and safety						
B1 b	Maintain the electronic personalised cycling journey planner						
	Bike maintenance programmes						
	Establish and update a city wide Bicycle User Group						
	Guided cycle ride programme						
B1 c	Publication and promotion of Public Rights of Way maps and leaflets etc. (particularly showing connections with public transport)						
B2 a	Road safety training for three demographic groups, shown to have a higher risk factor						
	Adult and children cycle training						
	Bikeability' and pedestrian training.						
	The provision of crossing patrols at schools						
	Continue to support and develop the 95 Alive Road Safety Partnership.						
B3 a	Tailored travel planning support service for assisting the preparation of travel plans						
B3 b	Completion and regular review of the School Travel Plan implementation programme						
	Travel plans in workplaces						
	Refreshed City of York council travel plan						
	Travel plans for all major development sites						
	Travel plans for all new residential sites						

Theme 4 - Tackle Transport Emissions

- 4.28 This theme sets out to reduce emissions of Carbon Dioxide (CO₂) and Oxides of Nitrogen (NO_x), particularly Nitrogen Dioxide (NO₂), arising from transport, thereby contributing to the council’s carbon reduction target and improving local air quality.
- 4.29 There are two approaches to be taken to achieve this. Firstly, the emissions from each vehicle will be reduced through the promotion of less polluting fuels, and other technology developments. Secondly the potential for generating emissions will be tackled by discouraging the use of more polluting vehicles and the general reduction of vehicle numbers.
- 4.30 Although this theme seeks to tackle directly the level of pollutants generated by traffic, the other themes are complementary, in that they seek to either lessen the dependency on personal motorised transport, or provide necessary improvements to sections of the strategic road network to reduce through-city traffic.
- 4.31 Some progress has already been made in introducing ‘alternative fuel’ technologies. For example, two recharge point car parking bays were provided at the Waitrose supermarket, which opened in November 2010. The council will seek to expand this infrastructure for electric vehicles (e.g. cars and vans) or electrically-assisted vehicles (e.g. electrically assisted cycles).
- 4.32 The current generation of hybrid diesel–electric buses promise 30% fuel and CO₂ savings and are also reported to reduce critical local air quality pollutants. The council will work in partnership with bus operators to introduce hybrid-powered buses, where feasible, as hybrid power technology is, at the present time, considered to have the most realistic likelihood of achieving the desired reduction in emissions.
- 4.33 The council will seek to ensure, through the renewal of the Park & Ride contract in 2017, that all Park & Ride are fuelled by alternative fuels. At present, it is expected that hybrid-powered vehicles will be used, but other alternative fuel technology could be used, depending on the most appropriate and advantageous fuel technology available at the time.
- 4.34 Over the plan period it will not be feasible to introduce hybrid vehicles on all routes. So, the council will, as a minimum, pursue upgrading buses to reduce the proportion of the fleet that has an emission standard below Euro III.
- 4.35 The council will also engage with the business sector to identify and take best advantage of any opportunities that arise for developing other ‘alternative fuel’ technologies to reduce vehicle emissions.
- 4.36 The Council is currently preparing a Low Emission Strategy (LES) in parallel to LTP3. Therefore, the implementation of the transport measures in the LES

that either promote the use of lower emission vehicles or discourage the use of more polluting vehicles will be pursued.

- 4.37 It is anticipated that to assist in the identification and introduction of suitable alternative fuels, the council will devise and implement an alternative fuel strategy by 2021.
- 4.38 The council will seek to undertake a feasibility study for the introduction of a Low Emission Zone(s) or other ways of regulating the entry of more polluting vehicles within the city’s air quality management areas and consider its (their) implementation.
- 4.39 The key outcomes will be:
- Reduced vehicle emissions
 - A healthier city

Strategic Theme 4 – Tackle Transport Emissions	
Aims	Objectives
E1. Increasing the proportion of alternatively fuelled (low emission) vehicles running within or through York	a. Having the infrastructure in place to support the use of electric or electrically assisted vehicles
	b. Encouraging the use of other lower emission vehicles
E2. Meeting the EU legal requirements for air quality	a. Develop corridor/area based approaches to regulating the entry of more polluting vehicles within the city’s air quality management areas.
	b. Citywide measures to discourage the use of more polluting vehicles

Table 4.4: Strategic Theme 4 – Tackle Transport Emissions

Ref. Number	Priority measure or intervention	Timescale					
		Short term				Medium-term	Long-term
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021	2021-2031
E1 a	Recharge points at council car parks						
	Recharge points at other public car parks						
	Other recharging points(e.g. at taxi ranks)						
E1 b	Expand the emerging residents car parking low Vehicle Excise Duty band discount programme into Council operated public car parks						
	Upgrade the bus fleet to reduce the proportion that has an emission standard below Euro III						
	Introduce hybrid, electric or other alternatively fuelled vehicles to the bus and taxi fleets						
	With renewal of P&R contract-all P&R fuelled by alternative fuels						
	Devise and implement an alternative fuel strategy						
E2 a	Investigate the introduction of a Low Emission Zone or other ways to regulate the entry of more polluting vehicles in the city's air quality management areas, and implement if feasible						
E2 b	Measures that support the delivery of York's Low Emission Strategy and subsequent Air Quality Action Plan to discourage the use of more polluting vehicles, citywide.						

Theme 5 - Improve Public Streets and Spaces

- 4.40 This theme is for transport to enable an attractive city to thrive and to improve public streets and spaces throughout York. Transport can support this through having fewer vehicles in the city centre, having an appropriate freight policy, and controlling vehicle speeds.
- 4.41 Additionally, conditions for pedestrians will improve with enhancements to the footstreets and other public spaces.
- 4.42 The LTP aims to align with the principles in the City Beautiful Economic Vision and emerging City Centre Action Plan. Fewer vehicles in the city centre will encourage movement by foot and cycle, improve safety and reduce the levels of noise and air pollution.
- 4.43 The provision and pricing of car parking has major influence on car use. In addition, inconsiderate or ill-placed parking provision can cause delays to other road traffic. In some parts of the city, residential parking spaces may be occupied by cars parked by non residents. Increasing car ownership within communities can also place additional demands on available parking.
- 4.44 On routes where parking is causing delays to public transport new parking restrictions, resident’s parking schemes or other measures could be investigated. Measures under the strategic themes of providing quality alternatives (to the car) and implementing and supporting travel behaviour change are intended to reduce dependency on car use, thereby reducing the pressure on parking.
- 4.45 Until there is a more definite signal from Government in relation to applying the powers that exist to introduce a Workplace Parking Levy at out of city retail areas, measures to reduce dependency on car use can be used to enable and encourage people to go to these areas by means other than by car.
- 4.46 The key outcomes of this will be:
- Enhanced and safer walking and cycling access in public spaces, streets and developments
 - Fewer vehicles travelling through and around the city centre
 - Safer roads with fewer casualties
 - Developments integrated into and enhancing the sustainable transport network

Strategic Theme 5 – Improve public streets and spaces	
Aims	Objectives
P1. Enhancing the character of public spaces, streets and corridors	a. Reinvigorate the ‘Footstreets’ in the city centre
	b. More Accessible Streets and key destinations
	c. Safer Streets
	d. New development that is more sustainable
P2. Reducing vehicle intrusion in the city centre and alterations to the inner ring road.	a. Traffic management measures and controls in and around the city centre
	b. Encouraging more use of car clubs and car sharing
	c. Change the function and design of the Inner Ring Road and reduce its severance effects on the city centre
P3. Reducing vehicle dominance and improving the environment (for walking and cycling) in residential areas.	a. Improve access to villages
	b. Improving the environment for walking and cycling

Table 4.5: Strategic Theme 5 – Improve Public Streets and Spaces

Ref. Number	Priority measure or intervention	Timescale							
		Short term				Medium-term	Long-term		
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021		2021-2031	
P1 a	Minster Piazza project	■	■						
	Extend the coverage of the Footstreets to include3			■	■				
P1 b	Improve access and wayfinding to York Rail Station		■	■					
	Improve legibility and 'wayfinding' in Footstreets					■			
	Extend legibility and 'wayfinding' improvements to other streets / destinations						■		
	Dropped crossing programme	■	■	■	■	■	■	■	■
	Pedestrianised areas at local centres out of city centre					■	■		
P1 c	Local Safety Scheme (LSS) programme.	■	■	■	■				
	Route assessment based safety improvements			■	■	■	■		
P1 d	Review and amend design standards for highway infrastructure in new developments (in line with Manual for Streets 2)		■	■					
P2 a	Rationalise the Footstreets hours of operation	■	■						
	Rationalise signing and lining within the Footstreets to improve clarity of parking provision and regulations	■	■						
	Review operation and restrict access across one or more of the city centre bridges							■	
	Review the availability and pricing of Council operated public car parking in and around the city centre					■	■	■	■
	Devise and implement a freight and delivery strategy					■	■	■	■
	Maintain and upgrade the Traffic Control and Management System (e.g. roll-out of 'freeflow')	■	■	■	■	■	■	■	■
	Undertake an area-wide signing audit and rolling rationalisation programme including P&R on the radial roads into York and route specific signage					■	■	■	■

Ref. Number	Priority measure or intervention	Timescale					
		Short term				Medium-term	Long-term
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021	2021-2031
P2 b	increase the number of car-club parking spaces						
	Improve coverage of car share schemes						
P 2 c	Undertake a fundamental review of the use, function and design of the Inner Ring Road (central traffic management)						
	Upgrade pedestrian crossings on the Inner Ring Road to give greater priority to pedestrians						
	Provide new pedestrian / cycle crossings on the Inner ring Road						
P3 a	Village safety and accessibility review / improvements						
P3 b	New cross-city centre cycle routes						
	New pedestrian / cycle bridges across rivers and rail lines						
	Review and change where appropriate vehicle speed limits						

5. Implementation Plan

Setting the priority measures

5.01 The priority measures have been set to provide a balanced implementation programme over the short term and into the future, to best deliver the improvements necessary to achieve the objectives and aims established to, ultimately, realise the transport vision for York.

Priority measures and timescale

5.02 The implementation programme is shown under each theme in the previous chapter.

5.03 The delivery timescale for the programme is heavily dependent on funding availability. The principal source of transport funding has historically come from the government through grants and bids. The number of government funding streams available for transport schemes has been reduced from 26 to 4:

- Block funding for highways maintenance (capital)
- Block funding for Integrated Transport schemes (capital).
- A local sustainable transport fund (capital and revenue)
- Major schemes (capital)

5.04 The block funding elements are distributed on a formula basis whereas the Local Sustainable Transport Fund and Major Scheme funding is allocated through a bidding process. The principal base capital funding for the delivery of the LTP will be from the Integrated Transport block. Revenue funding for transport measures is distributed through the Revenue Support Grant which includes allocations to take account of the transport grants which were previously distributed separately. The Capital and Revenue funding received by the Council is not ring-fenced to transport measures.

5.05 Capital funding levels overall will be substantially lower in the LTP3 period (average £1.8m per year) than was received in LTP2 (average £3.5m per year) restricting the scope of what is achievable. In principle the Integrated Transport capital funding will be allocated to schemes and programmes on a prioritised basis to ensure the greatest impact on the largest number of people with the highest possible value for money against the objectives of the LTP. Revenue funds are particularly constrained, due to pressures across the council budget, and have to be focussed on statutory functions first such as the provision of concessionary fares. Therefore the success of a Local Sustainable Transport Fund bid is critical if a significant change to the way people move around the city is to be achieved in the short term.

5.06 The implementation programme contains both capital and revenue funded elements. It is anticipated that the maximum impact will be achieved when

infrastructure improvements and behavioural change measures are progressed together.

- 5.07 The Implementation Programme has been split into short, medium and long term elements. The four year short term programme is aligned with the spending review period where firm and indicative capital budgets have been provided by the government. It is assumed that infrastructure improvements will also be funded by developer contributions in this period. Additional funding through the Local Sustainable Transport Fund will enable schemes within the short term and medium term programme to be brought forward to be delivered earlier than would have been the case with the base funding alone.
- 5.08 The Implementation Plan assumes that the Programme Entry Status of the Access York Phase 1 project will be confirmed in December 2011 allowing it to be completed by the end of 2014. The main elements of the scheme (Park & Ride sites and A59/A1237 Roundabout upgrade) can not be delivered without the substantial capital contribution from the Major Scheme Bid. The bus priority and junction improvement elements of the project may be progressed independently using LTP funds even if the bid is unsuccessful as they would remain high priority.
- 5.09 The medium and longer term measures indicate the aspirations of the LTP with exact delivery timescales dependent on the availability of funding. It is anticipated that substantial additional funding for both revenue and capital measures will be available through contributions from developers of sites in the city as the Local Development Framework allocations are progressed.

Funding Information

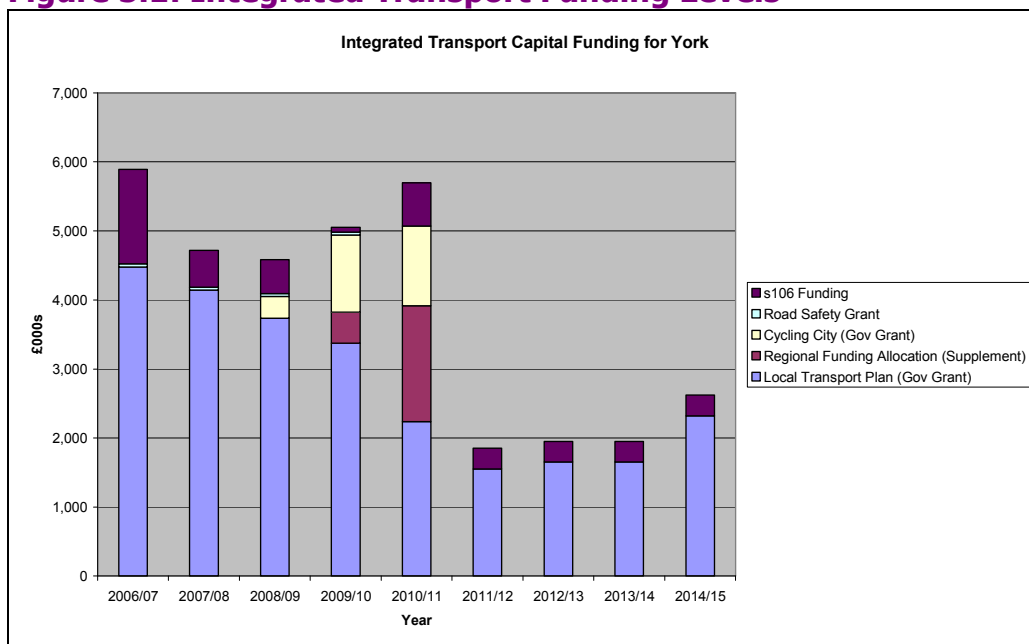
Current Funding

- 5.10 Over the last 10 years (2001-2011) approximately £50m of capital funding (excluding maintenance) has been spent by the city council on improving the transport provision in the city.
- 5.11 Over 70% of the funding over the last 10 years has been used to deliver the necessary infrastructure to encourage sustainable travel and address safety concerns. The remainder of the funding was used to progress schemes to increase road capacity by the use of technology and to upgrade junctions on the northern outer ring road.
- 5.12 The levels of funding available from the Department for Transport for Local Transport Plan Integrated Transport schemes in the foreseeable future is substantially lower than has been received over the last few years.

Future Funding

5.13 The capital budget for the first four years of the LTP3 period is anticipated to reduce to approximately £7.2m compared to £13.5m for the previous 4 years. When combined with funding from other sources the available funding is projected to reduce from £20m to £8.4m. In addition a local contribution will be required for the Access York project, approximately £1m from the LTP, which will reduce the funding available for other projects across the city. At these lower levels of anticipated funding it will not be possible to deliver as many schemes across the city unless additional resources can be brought in from other sources. The change in funding levels over the years is displayed in Figure 5.1 below.

Figure 5.1: Integrated Transport Funding Levels



Development Funding

5.14 It is anticipated that contributions from developers will fund a significant proportion of the schemes. A mechanism for the apportioning developer contributions will be prepared through the Local Development Framework process. It is anticipated that the full cost of delivery of the necessary schemes and measures could be up to £170m until 2031. The methodology will ensure that contributions are apportioned across all future developments in the city to address the cumulative impact of the increased population and employment levels. In addition developments will deliver the immediate access requirements and local highway improvements where an adverse transport impact can be identified. The funding would be provided for both Capital infrastructure improvements and measures to encourage behavioural change and reduce the demand for travel. Measures to protect residential areas from the impact of additional traffic will also be provided by the major developments.

5.15 A phased delivery approach has been incorporated into the Local Development Framework which indicates the extent of works expected to be delivered in 2011-15, 2016-21 and 2022-31. In summary

Phase 1 (2011-15)

- Access York Phase 1 (3 New Park & Ride Sites, A1237/A59 Roundabout upgrade, Bus Priorities)
- Bus Network Improvements (Targeted route improvements to reduce journey times and enhance reliability)
- Strategic Cycling and Pedestrian Network Improvements (Footstreets extension and enhancement, Resolution of key missing links on strategic cycling network)
- Highway Network Capacity Improvements (James Street Link Road Phase 2)

Phase 2 (2016-21)

- Access York Phase 2 (Upgrade of remaining A1237 Outer Ring Road Roundabouts)
- Bus Network Improvements (Further targeted route improvements to reduce journey times and enhance reliability)
- Strategic Cycling and Pedestrian Network Improvements (Possible changes to vehicular access across city centre bridges, New cycling/pedestrian bridge across River Ouse near Scarborough Bridge)

Phase 3 (2021-32)

- Selected upgrades of A1237 Outer Ring Road to Dual Carriageway standard
- Bus Network Improvements (Further targeted route improvements to reduce journey times and enhance reliability)

5.16 The delivery of the later phases of the implementation plan which includes dualling of sections of the A1237 Outer Ring Road is heavily dependent on the availability of funding. A combination of substantial central government investment and contributions from developments across the city would be required to enable these measures to be delivered. The LDF will be reviewed on a regular basis to determine whether the transport implications of development are being adequately addressed by the infrastructure improvements and behavioural change measures being introduced.

Major Scheme Funding

5.17 Although funding levels in the recent past have been historically high they have not been adequate to deliver the step change in transport provision which is required to significantly reduce congestion in the city. The city council is promoting the Access York scheme to deliver additional Park & Ride

facilities and upgrade the northern outer ring road. The removal of vehicular trips from the urban area as a result of these measures will enable some of the released space to be used for the provision of more sustainable transport options. The first phase of the project, Access York Phase 1 (£25m) to increase Park & Ride capacity, gained Programme Entry status in March 2010 but was subsequently suspended by the government pending the results of the Spending Review. The scheme was placed in the Development Pool by the DfT and an Expression of Interest indicating the council's continued commitment to the project was submitted in January 2011. A best and final bid will be submitted in the summer with a decision expected by the end of 2011.

- 5.18 Funding for the two other major schemes which have been developed over recent years is less certain. The scheme to provide a station in Haxby was included within the Yorkshire and Humber transport programme but this is no longer in operation. Phase 2 of the Access York scheme including the upgrade of the Outer Ring Road was identified as a reserve scheme in the Y&H programme but is not included in the DfT's list of schemes for possible delivery before 2015. Alternative sources of funding will need to be identified for these schemes.

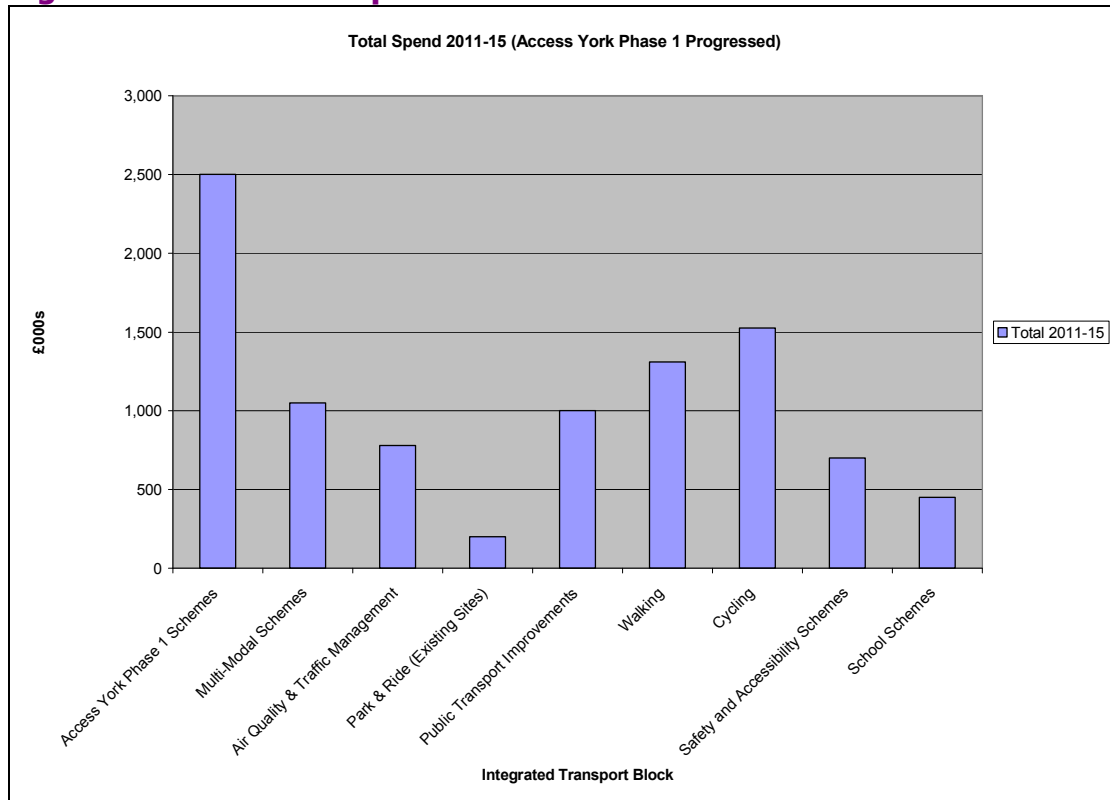
Local Sustainable Transport Fund

- 5.19 To support and enhance the schemes and programmes proposed in the LTP a bid will be submitted to the Local Sustainable Transport Fund. This will enable wider sustainable measures to be undertaken and continue some of the work currently carried out through the Cycling City Programme. The fund has revenue and capital elements enabling an integrated behavioural change and infrastructure improvement approach to be progressed. It is anticipated that a bid will be submitted in April with a decision in June. The possibility of submitting additional collaborative bids, for the 2nd tranche in June, with surrounding local authorities to address inward commuting is also being investigated.

Capital Programme

- 5.20 The indicative capital programme is based upon the final and indicative LTP settlement provided in December 2010 and a nominal developer contribution of £300,000 per year.
- 5.21 The LTP funding breakdown including the council's contribution towards the Access York scheme is displayed below in Figure 5.2.

Figure 5.2: LTP Total Spend Breakdown



5.22 If the Access York Phase 1 scheme does not gain funding from the DfT some of the public transport measures currently included in the project will be progressed independently. The overall programme would be adjusted to take account of the changes if required.

5.23 Subject to detailed scheme evaluation and availability of funding it is anticipated that the following schemes in Table 5.1 will be progressed over the four year period.

Table 5.1: Key LTP Schemes

City Strategy Capital Programme	Key Schemes
Access York Phase 1 Schemes	A59 Bus Priorities, A59/Water End Junction Improvements, Clarence Street/Lord Mayors Walk Junction improvements
Multi-Modal Schemes	Fishergate Gyratory Improvements, Blossom Street Phase - Holgate Road Improvements
Air Quality & Traffic Management	James Street Link Road, Low Emission Strategy, Electric Car Charging Points Urban Traffic Management and Control
Park & Ride (Existing Sites)	Maintenance and improvements at Existing P&R Sites
Public Transport Improvements	Upgrade of City Centre Bus stops, Bus Priority Measures at Key locations, Improvements to Bus routes through city centre, Bus Information, Bus location and information sub system rollout to all vehicles
Walking	Enlargement/enhancement of Footstreets area,
Cycling	Links to Orbital Cycle Route, Strategic Cycle Network Improvements
Safety and Accessibility Schemes	Speed Management, Village Accessibility, Local Safety Schemes, Access to Employment/Leisure/Retail
School Schemes	Safe Routes to Schools, School Cycle Parking

Revenue Funding

- 5.24 Funding from the council's revenue budget is provided for the promotion of measures to encourage sustainable transport and address road safety. The budgets anticipated for these type of measures has been substantially reduced from previous years in line with overall council budget constraints. The limited funding available will mean that it will not be possible to deliver many of the key aspects of the LTP strategy until later in the LTP3 period.
- 5.25 Subject to confirmation of the budget allocations it is anticipated that the following indicative annual funding in Table 5.2, excluding transport planning staff costs will be available for transport measures. A bid to the Local Sustainable Transport Fund will be submitted to increase the funding levels

for transport measures across the city. In particular funding for travel planning initiatives (personalised travel planning, school & employment based travel planning etc.) which have been successful in the Cycling City programme will be included in the bid.

- 5.26 Road Safety and Cycle training allocations will be used to fund cycle training in schools and education programmes targeting particular groups with high accident rates. School crossing patrols are provided at primary schools across the city where risk assessments have indicated that traffic levels, pupil numbers and road layouts warrant their provision.
- 5.27 The largest revenue transport budget is concessionary fare payments to bus operators in accordance with the North Yorkshire and York Concessionary Fares Scheme. Socially necessary bus services are provided to enable residents to travel around the city where commercial services are not present. Dial & Ride provides a door to door service for residents to key destinations in the city and is operated under a service level agreement with the voluntary sector. It is provided for those who find it difficult to use conventional public transport. The Park & Ride service operates under contract with First with a licence fee paid to the council.
- 5.28 A new system to provide taxicards for registered disabled residents is being introduced in April 2011. An allocation of approximately £50 will be provided to eligible residents.

Table 5.2: Revenue Schemes

Revenue Programme	Indicative Annual Budget (£000's)
Traffic Surveys	40
Cycle Training	70
Road Safety	70
School Crossing Patrols	140
Concessionary Fares	4,600
Concessionary Tokens	150
Subsidised Buses	750

6. Monitoring

Introduction

- 6.01 For both the first and second Local Transport Plans, the council has identified a set of performance indicators which have been used to measure the success of the initiatives included in the plan. These have included mandatory indicators set by the government, and local indicators identified by the council.
- 6.02 There are two types of indicators that have been used in previous LTPs:
- Indicators measuring a direct level of success of policies in the LTP, such as levels of cycling; number of bus passenger journeys.
 - Indicators measuring the indirect impact of policies in the LTP, such as area-wide traffic volumes; bus punctuality.
- 6.03 The performance indicators for the third Local Transport Plan include the six transport-related National Indicators, and 21 local indicators, most of which have been continued from LTP2.
- 6.04 The local indicators included have been selected to best represent progress made towards delivering the measures contained in the implementation programme and the influencing policies for LTP3. Some indicators have not been continued from LTP2 due to difficulties in accurately monitoring the data.
- 6.05 The direct relationships between the outcomes and indicators are shown in

Table 6.1. In all cases the indicators are related to an outcome, but in some cases there are outcomes without a specific indicator(although there may indirect links) and are not shown in the table.

Table 6.1: LTP3 indicators relative to outcomes

Outcome	Indicator(s)	Outcome	Indicator(s)
Better quality and more reliable public transport	NI 176, NI 178, LI 3, LI 7, LI 9a-d, LI 17, LI 18	Reduced vehicle emissions	LI 10, LI 12, LI 15, LI 16, LI 21
Enhanced Park & Ride facilities	LI 3	Improved air quality	LI 14,
Well maintained and managed strategic transport network	NI 168, NI 169	Fewer vehicles travelling through and around the city centre	LI 11,
Greater awareness of options available for sustainable modes of travel	LI 1, LI 2, LI 4, LI 5, LI 6	Enhanced and safer walking and cycling access in public spaces, streets and developments	LI 19,
Safer roads with fewer casualties	NI 47, NI 48, LI 13, LI 20	Developments integrated into and enhancing the sustainable transport network	LI 8,

LTP3 Baselines and Targets

- 6.06 Targets have been set for all of the indicators included in LTP3 for the four-year period to March 2015. The targets have been set based on the expected impact of the measures included in the implementation programme for this period.
- 6.07 Due to the lower level of funding available for this period, the targets are lower in scope than the targets set in LTP2. If the council's bid to the Local Sustainable Transport Fund (LSTF) is successful, revised targets can be set for the indicators relating to the proposals in the LSTF bid.

Table 6.2: National Indicators

Indicator	Ref	Baseline (2009/10)	Target (2014/15)	Comments
People killed or seriously injured in road traffic accidents (percentage change compared to previous year)	NI 47	-28.4%	No increase above 2009/10 levels	Interim target of no increase above 2009/10 levels set. LTP3 target to be set after publication of National Road Safety Strategy in April 2011.
Children killed or seriously injured in road traffic accidents (percentage change compared to previous year)	NI 48	-26.3%	No increase above 2009/10 levels	Interim target of no increase above 2009/10 levels set. LTP3 target to be set after publication of National Road Safety Strategy in April 2011.
Principal roads where maintenance should be considered	NI 168	4%	To be set	Data provided from the road condition surveys carried out by the council to SCANNER specification.
Non-principal classified roads where maintenance should be considered	NI 169	6%	To be set	Data provided from the road condition surveys carried out by the council to SCANNER specification.
Working age people with access to employment by public transport (and other modes)	NI 176	83%	3% increase	Percentage of people aged 16-74 living in the catchment area (by walking, cycling, and public transport) of an area with more than 500 jobs.
Bus services running on time:				
i) The percentage of non-frequent buses on time	NI 178	67.7%	78%	Fewer than six buses per hour.
ii) The average excess waiting time for frequent services		1m 58s	1m 25s	Six or more buses per hour.

Table 6.3: Local Indicators

Indicator	Ref	Baseline (2009/10)	Target (2014/15)	Comments
Pedestrians crossing the inner cordon:				
Into City Centre: AM Peak	LI 1	2,921	3% increase	The number of pedestrians per day on routes to the city centre.
Into City Centre: PM Peak		1,350		
Into City Centre: 12 hour		17,853		
Out of City Centre: AM Peak		1,074		
Out of City Centre: PM Peak		2,639		
Out of City Centre: 12 Hour		16,249		
City-wide cycle usage:				
AM Peak	LI 2	1,778	3% increase	The number of cyclists per day on both on and off-road routes.
PM Peak		1,547		
12 Hour		11,093		
Bus journeys originating in the authority area:				
Local Bus Services (including Park & Ride)	LI 3	14,774,792	2% increase	Passenger journeys per year.
Park & Ride Passengers		2,801,007	3,000,000	Total passengers per year
Percentage of customers arriving at York Station by walking, cycling, bus, or taxi	LI 4	70.33%	5% increase	Surveys of passengers travelling by train from York.
Children travelling to school by car:				
i) Children aged 5-10 years	LI 5	30.9%	No increase	
ii) Children aged 11-16 years		8.5%		

Indicator	Ref	Baseline (2009/10)	Target (2014/15)	Comments
Use of Demand Responsive Transport	LI 6	15,658	1% increase	Number of passenger journeys on the council's Dial & Ride service
Percentage of accessible buses and taxis operating in the city:				
Buses	LI 7	93.5%	2% increase	
Taxis		22.0%	1% increase	
New developments built near frequent public transport services	LI 8	82% (07/08 result)	85%	Residential/ commercial developments over 0.4ha. To be updated once later years results are known.
Access to services and facilities by public transport:				
i) Access to Health			Increase by 3%	Within 30 minutes of York Hospital by public transport
• All households	LI 9a	78%		
• Households without a car		88%		
ii) Access to Education	LI 9b	63%	Increase by 3%	Within 30 minutes of York College by public transport
iii) Access to Leisure			Increase by 3%	Within 30 minutes of sports centres by public transport
• All households	LI 9c	84%		
• Households without a car		91%		
iv) Access to Retail Sites			Increase by 3%	Within 30 minutes of retail sites by public transport
• City Centre	LI 9d	91%		
• Monks Cross		41%		
• Clifton Moor		54%		

Indicator	Ref	Baseline (2009/10)	Target (2014/15)	Comments
Change in area-wide traffic volumes:				
AM Peak	LI 10	90,300	Less than 3% increase	Automatic Traffic Counter data and inner cordon surveys.
Inter-peak		85,600		
PM Peak		98,000		
12 Hour - Total		1,080,000		
12 Hour – Hourly Average		90,000		
Traffic flow to city centre in the AM Peak	LI 11	100,000	Less than 3% increase	Automatic Traffic Counter data and inner cordon surveys.
Congestion – time taken to travel 1 mile in the AM Peak	LI 12	3 min 17 sec	To be set	Department for Transport will be responsible for reporting delay time to allow comparison of all English Local Authorities, but reporting cannot be guaranteed beyond 2012.
People slightly injured in road traffic accidents	LI 13	557	To be set	Interim target of no increase above 2009/10 levels set LTP3 target to be set after publication of National Road Safety Strategy in April 2011.
Nitrogen Dioxide Levels	LI 14	45 ug/m ³	44 ug/m ³	Annual average NO ₂ concentrations within the Air Quality Management area
Bus fleet meeting Euro III or better standards	LI 15	68.24%	100%	

Indicator	Ref	Baseline (2009/10)	Target (2014/15)	Comments
New vehicle registrations in York in VED Band A:				
Private Cars	LI 16	0.9%	To be set	Percentage of new vehicle registrations in York
Company Cars		Data to be provided	To be set	
Facilities at bus stops				
Kassel kerbs	LI 17	67%	77%	Percentage of bus stops on radial routes and city centre
Timetable cases		82%	100%	
Shelters		52%	59%	
Real-time Information displays		27 (TBC)	To be set	All bus stops
Use of 'Your Next Bus' SMS service	LI 18	181,794	75% increase	Number of requests for information (texts) per year
Levels of cycle theft	LI 19	1,120	1,008	Target set by the Safer York Partnership to reduce to 1,008 by 2013/14
Pupils receiving cycle training in Years 5, 6, and 7				
Primary School (Years 5 and 6)	LI 20	46.8%	50%	A higher target will be set if additional funding is available from the Local Sustainable Transport Fund bid
Secondary School (Year 7)		8.8%	To be set	
Membership of York Car Club:				
Total Membership	LI 21	424 (TBC)	To be set	
New members per year		93	To be set	

