
Decision Session
Executive Member for City Strategy

4 January 2011

Report of the Director of City Strategy

**City of York Local Transport Plan 3 – Draft ‘Framework’ LTP3
Consultation Responses**

Summary

1. The purpose of this report is to inform the Executive Member of the responses received from the consultation on the draft Framework LTP3, prior to submission of a draft Full LTP3 early in 2011.
2. The main focus of the consultation was to seek views on the types of measures that could be put in place and gain an appreciation of the relative priority of the measures for the short-term, medium-term and long-term, to address transport issues in York.
3. The widely differing priorities raised through each of the consultation opportunities available for returning views on the draft Framework LTP3 (and the previous Stage 1 consultation), obscured finding any clear consistent view of what the priorities for the various measures should be. However, some common themes did appear to be present within the responses; which could be taken forward for preparing the Draft Full LTP, as listed below:
 - Measures that reduce vehicle speed and promote road safety
 - Having a larger car-free area in the city centre
 - Continuing the importance for providing safer cycle routes and facilities
 - Improving public transport (buses and bus information).
4. The outcome of the consultation will, alongside policy influences, evidence and previous consultation feedback, be used to inform the preparation of the draft Full LTP3 for subsequent approval by Executive early in 2011, ready for publishing the Full LTP3 in March 2011.
5. The report also provides details of the responses to the Outline Sustainability Appraisal for LTP3.

Recommendations

6. The Executive Member for City Strategy is recommended to:
 - i) Note the contents of the report.

- ii) Approve the proposals for taking forward the comments in the responses to the Draft Framework LTP3 Outline Sustainability Appraisal, in preparing the Draft Full LTP3.

Reason: To advise the Executive Member of the outcome of the consultation, and how it will inform the preparation of the Draft Full LTP3 document and its associated Sustainability Appraisal.

Background

7. The council has a duty to produce a new Local Transport Plan (LTP3) by April 2011 to replace the existing Local Transport Plan (LTP2), which was published in March 2006 and is due to expire in March 2011.
8. Work to prepare LTP3 began in early 2009, and updates on its progress and previous consultations have been presented to the Executive Member at previous City Strategy Decision Session meetings, as listed in the Background Papers section of this report.
9. The first stage of public consultation on LTP3 was carried out between late 2009 and early 2010. A city-wide consultation document entitled '2010 Budget Consultation and Towards a New Local Transport Plan for York' was issued in November 2009 to all residents. The city-wide consultation sought to identify the way York might change over the next 20 years, identify transport challenges for the future, and identify possible solutions to these challenges. Over 12,000 responses (14% response rate) were received.
10. Meetings were also held with stakeholder groups as part of the first stage of consultation.
11. The outcome of the first phase of consultation was reported to the March 2010 City Strategy Decision Session meeting, and has been used to inform the development of the draft LTP3 document.
12. A further informal 'dialogue' consultation was carried out in Summer 2010 to identify any gaps in the evidence, and determine how any new evidence or information might help inform the development of the Draft LTP3.
13. In addition to the LTP3 consultations, a separate but associated consultation on transport issues was carried out in March 2010 as part of the Traffic Congestion Scrutiny Committee review. This has also been given due consideration during the development of LTP3.

Draft Framework LTP3 Consultation

14. As agreed following the report to the May 2010 City Strategy Decision Session meeting, a consultation on the draft Framework LTP3 document was carried out in October 2010. The consultation sought to gather views on the draft Framework LTP3 document, which gave an overview of the strategic aims for the LTP3. In particular, the consultation sought to identify respondents' priorities for measures in the short-term and into the medium-to-long-term to address transport issues in York.

15. The consultation opportunities comprised:
- Staffed exhibitions in the city centre, Monks Cross and Clifton Moor shopping centres, and Acomb Explore.
 - Displays in all libraries, with feedback forms available for responses.
 - Online survey at www.york.gov.uk.
 - Emails to ltp3@york.gov.uk (feedback forms and other comments).
 - Article and feedback form in the October issue of 'Your City' magazine, which is distributed to all households in the city.
 - LTP3 workshop at a meeting of the York Business Forum.
 - LTP3 workshop at a meeting of the York Youth Council.
16. Over 100 people attended the exhibitions held between 18 October and 26 October, and there were almost 1,300 responses to the consultation overall (returned feedback forms, completed online surveys, and responses to the 'Your City' article).

Draft Framework LTP3 Consultation Results

17. Each of the various opportunities offered for returning responses had a different response rate. The results are, therefore, presented in the order of highest to lowest response rate.

A 'Your City' Consultation Responses

18. The October issue of Your City magazine included an article on LTP3 with a feedback form. Respondents were asked to select the four actions from the following list that they felt the council should take to achieve the aims of LTP3:
- Increase the capacity of northern bypass (A1237).
 - Carry out more road safety schemes, training and education.
 - Work with employers, schools and developers to reduce car dependency.
 - Provide better bus and train information.
 - Improve access to and facilities at rail stations.
 - Improve Park & Ride provision.
 - Provide more cycle routes and other cycling facilities.
 - Improve bus reliability with more bus priority measures and more use of technology.
 - Ensure better road and path layouts in new building developments to reduce the need to drive.
 - Promote the benefits of non-car travel.
 - Provide facilities for electric or other low emission vehicles.
 - Reduce vehicle speed in the city.
 - Expand the car free zone within the inner ring road for all or part of the day.
19. A total of 1,200 responses were received from the Your City consultation, the majority of which (over 1,100) lived in the CYC area. The top four measures selected are shown in Table 1.

Table 1: Most Popular Measures (Your City responses)

Proposed Measures	Total Votes
Reduce vehicle speed in the city	721
Expand the car free zone within the inner ring road for all or part of the day	352
Carry out more road safety schemes, training and education	321
Provide more cycle routes and other cycling facilities	223

Total Responses: 1,200¹

20. The Your City feedback form also included information and a question seeking respondents' preference from three options for setting 20mph speed limits within the city. The majority of the respondents completed both the LTP3 consultation and gave their preference for setting 20mph speed limits (reported separately from the draft LTP3 consultation responses). 'Reducing vehicle speed in the city' accounts for nearly 26% of the total votes from in the Your City responses. Further analysis of the results showed that over 650 of the LTP3/20mph responses had been collected by the '20's Plenty' campaign group and submitted to the council by the group. The top four measures from this group's responses are shown in Table 2.

Table 2: Most Popular Measures (Your City responses as collected and submitted by the 20's Plenty campaign group)

Proposed Measures	Total Votes
Reduce vehicle speed in the city	625
Carry out more road safety schemes, training and education	287
Expand the car free zone within the inner ring road for all or part of the day	245
Provide more cycle routes and other cycling facilities	95

Total Responses via 20's Plenty campaign group: 687²

21. Subtracting the responses obtained via the 20's Plenty campaign group from the total Your City responses (returned forms only) results in the top four measures as shown in Table 3.

¹ Includes email responses. See also paragraph 20

² Returned paper forms only, email responses not included

**Table 3: Most Popular Measures: Your City responses
(Excluding forms submitted by the 20's plenty
campaign group)**

Proposed Measures	Total Votes
Increase the capacity of northern bypass (A1237)	186
Improve bus reliability with more bus priority measures and more use of technology	165
Provide more cycle routes and other cycling facilities	128
Work with employers, schools and developers to reduce car dependency	117

Responses excluding 20's Plenty campaign group: 429

22. The Your City feedback form also allowed respondents to make additional suggestions for measures that were not included in the list above. The suggestions made covered a wide range of transport issues and measures, and also included comments on specific locations and schemes.

B Results from the Online Survey and Exhibition Feedback Forms

23. The LTP3 feedback forms and online survey asked for respondents' views on the proposed short-term transport measures to be implemented over the first few years of LTP3, and their views on the proposed medium and long-term transport measures for future years. The consultation also asked for respondents' priorities for transport funding in future years, and their overall views on the draft LTP3 document.
24. Respondents were asked to review the proposed short-term measures (shown in Annex A) and asked which five of these they felt were the most important. The results are shown in Table 4.

**Table 4: Most Popular Short-Term Measures
(Online Survey and Exhibition Feedback forms)**

Short-Term Measures	Votes
Maintain and upgrade traffic signalling equipment to improve traffic flow through junctions	31
Ongoing improvements to safety for cyclists in the main urban areas at junctions	23
Using bus tracking technology to let passengers know how long their bus will be	23
Review and change, where appropriate, vehicle speed limits	19
Working with employers on work based travel plans	14

Total Responses:72

25. Respondents were then asked to review the proposed medium and long-term measures (shown in Annex B), and select any measures that they would like to

see implemented earlier (i.e. in the short term). Table 5 shows the most popular medium and long-term measures to be brought forward.

Table 5: Measures to be Brought Forward

Medium and Long Term Measures	Votes
Develop a bus priority and demand management programme	12
City of York Council take control of moving traffic offences to allow smoother operation of City Centre	8
More cycle routes linking villages and main urban areas	7
Target any cycle parking gaps	7
Support rail connections to Selby, Leeds, Harrogate and other surrounding areas of strategic relevance	7

Total Responses: 72

26. Respondents were then asked to select two priority areas of transport investment, due to the lower funding available for transport measures in the next few years. The results are shown in Table 6.

Table 6: Priority Areas for Investment

Medium and Long Term Measures	Percentage
Encouraging and improving facilities for bus use	26
Encouraging and improving facilities for cycling	24
Encouraging and improving facilities for walking	16
Maintenance of existing roads	12
Supporting the use of rail / trains	9
Travel plans at schools and workplaces	8
Road safety	5

Total Responses: 72

27. Respondents were also asked for any additional comments on the draft LTP3 document and transport issues. A broad range of responses were received, including:
- Comments on bus services and ticketing, congestion, cycle routes, pedestrian issues, road safety and speeding.
 - Comments on the policies included in the draft Framework LTP3 document.
28. In addition to the comments made on the returned forms and the online survey, many people who visited the exhibitions held in October also had comments and questions about LTP3 and transport issues in general. These included:
- Traffic levels, including city centre traffic.

- Bus services – frequency, reliability, costs and ticketing, and bus routes (including changes to bus routes).
 - Availability of bus information (including real-time information).
 - Cycle routes – comments on existing routes and suggestions for new routes.
 - Recently implemented transport schemes.
 - Locations with specific issues/ problems, including maintenance issues.
29. A number of comments were also made at the exhibitions regarding the proposed withdrawal of bus services (for example, a section of the Service 13 route that had recently been proposed for withdrawal, by the operator).

C Email Responses – Comments

30. A number of responses via emails to lt3@york.gov.uk were received from stakeholder organisations, including the Highways Agency, English Heritage, First West and North Yorkshire, political groups and the Chair of the York Quality Bus Partnership. These included general comments on the draft Framework LTP3, as well as responses to the questions included on the feedback forms, and are available as background documents.

D York Business Forum Feedback

31. The top five measures arising from the workshop with the York Business Forum are shown in Table 7.

Table 7: Most Popular Measures (York Business Forum)

Review the use, function and design of the inner ring road
Implement Park & Ride measures from Access York Phase 1
Extend and improve the Foot Streets
Traffic Free Centre
Improve cycle parking prioritising city centre, schools, employment sites, retail, healthcare and York Station

E York Youth Council Feedback

32. The top five measures arising from the workshop with the York Youth Council are shown in Table 8.

Table 8: Most Popular Measures (York Youth Council)

Using bus tracking technology to let passengers know how long their bus will be
Continue safe routes to school
(= 3rd) Ongoing improvements to safety for cyclists in the main urban areas at junctions
(= 3rd) Promotion of alternative fuel use e.g. recharge points, reduced parking charges
Working with schools on travel plans for staff and pupils

33. In addition to the consultation on the Draft Framework LTP3 a consultation undertaken by the Council's Sustainability Officer for the Climate Change

Framework and Action Plan (CCFAP) was carried out from 29 June 2010 to 01 September 2010. One of the questions in the consultation asked *‘What could the council and the Without Walls partnership (WoW) do to encourage you to reduce your carbon emissions?’*

34. The majority of the transport related responses to this question suggested improving public transport (predominantly buses), in terms of frequency and affordability. More improvements to cycle routes were also suggested by many respondents.

Analysis of Responses

35. The responses from the consultation on the Draft Framework LTP3 show that there are a variety of priorities for transport in York. Respondents to the consultation identified traffic flow, cycle facilities, road safety and traffic speed, and bus priority and information as priority measures for LTP3. As can be seen from Tables 1 to 4, respectively, the priorities identified from the Your City feedback forms differed from those identified from the online survey and exhibition feedback forms.
36. The ‘20’s Plenty’ campaign has a high profile at the present time, and may have influenced the responses received via the ‘20’s Plenty’ campaign group.

Comparison With LTP3 Stage 1 Consultation Responses

37. The consultation document issued in November 2009 (see paragraph 9) included a list of proposed actions to address transport issues in York, and asked respondents how important they felt the actions were. The results are shown in Table 9. The options and measures selected as the most important by respondents to the Draft Framework LTP3 have some similarities to the results of the first stage consultation (e.g. improving public transport).

Table 9: Most Popular Actions (from First LTP3 Consultation)

Proposed Actions	Total Votes
Improving public transport	5,234
Managing the amount of traffic entering the city	5,204
Better management of delivery vehicles	4,747
Promoting and providing for more active travel such as walking and cycling	4,274
Making better use of the transport networks	4,164
Planning new developments to be more accessible by all forms of transport	3,999
Measures to improve road safety	3,556

Total Responses: 12,000+

38. The widely differing priorities raised through each of the consultation opportunities available for returning views on the draft Framework LTP3 (and the previous Stage 1 consultation), obscured finding any clear consistent view of what the priorities for the various measures should be. However, some

common themes did appear to be present within the responses, as listed below:

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

Outline Sustainability Appraisal Consultation

39. In addition to the general consultation on the draft Framework LTP3, the Department for Transport's guidance for the preparation of LTPs states '*European legislation³ requires that a Strategic Environmental Assessment (SEA) be undertaken of all LTPs.*' Also, the Planning and Compulsory Purchase Act 2004 makes a Sustainability Appraisal (SA) mandatory for Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).
40. The purpose of a SA is to identify and evaluate a plan's impacts on a community, the environment and the economy, which are the three core themes of sustainability. Although the requirement to undertake SA and SEA is distinct, it is possible to combine them into a single appraisal process. This approach (combining the SEA and SA) has been taken for preparing an Outline Sustainability Appraisal (OSA) of the draft Framework LTP3 against the sustainability objectives of York's emerging Local Development Framework.
41. The OSA for the draft Framework LTP3 (see Annex C) has assessed each Strategic Transport Aim and their associated Statements within the document against the SA sustainability objectives to understand the positive and negative impacts of each aim, and determine how compatible it is with sustainable development principles. The five Strategic Transport Aims stated in the draft framework LTP3 and subsequently assessed are:
 1. Provide quality alternatives (to the car)
 2. Provide strategic links
 3. Support and implement behavioural change
 4. Tackle transport emissions
 5. Improve the public realm
42. The OSA was issued for consideration and comment to the Council's Sustainability Officer and the following Statutory consultees:
 - English Heritage
 - Natural England
 - The Environment Agency.

³ EU Directive 2001/42/EC on the assessment and effects of certain plans and programmes on the environment; Implemented in England via the Environmental Assessment of Plans and Programmes Regulations 2004 (*Statutory Instrument 2004/1633*).

43. The consultation responses were generally positive. They are available as background papers, and the key feedback from them is summarised in Annex D.
44. Table 10 shows a summary of the appraisal scoring for each of the strategic aims against each of the sustainability objectives. It can be seen from this table that Strategic Aim 3 '*Support and implement behavioural change*' has the most positive impact on the sustainability objectives. Strategic Aim 2 '*Provide strategic links*', could, potentially, have the most negative impacts on the objectives, depending on how it is implemented, as it could encourage longer trips as employer an education/training establishment catchment areas increase or markets for goods expand. This is particularly relevant if future employment growth outstrips housing supply, resulting in more inward commuting. Therefore, in pursuing this aim, it is important to focus on more sustainable transport solutions.
45. The OSA appraised the principles (the strategic aims) for transport within the draft Framework LTP3 as an intermediate step in preparing the Full LTP. Therefore, it is not intended to amend the OSA to incorporate the responses received. However, the OSA needs to be developed into a full Sustainability Appraisal (SA) of the more detailed strategy, policies and measures within the Full LTP3.
46. In the first instance, due consideration of the responses (as outlined in Annex D) will be taken in preparing the draft Full LTP3, which will be presented at a future Decision Session meeting. A full SA will be issued for consultation to the statutory consultees prior to LTP3 being submitted to Full Council for adoption.

Analysis of Outline Sustainability Appraisal Consultation

47. Overall the consultation responses to the OSA were positive. Several suggestions were made to improve either the OSA or to be taken into consideration for preparing the full Sustainability Appraisal on the Draft Full LTP3.

Table 10 - Summary of Outline Sustainability Appraisal Scores for Draft Framework LTP3

Key to the appraisal matrices		Likely effect on the SA Objective																																				
++		The strategic aim is likely to have a very positive impact																																				
+		The strategic aim is likely to have a positive impact																																				
0		No significant effect / no clear link																																				
?		Uncertain or insufficient information on which to determine impact																																				
-		The strategic aim is likely to have a negative impact																																				
--		The strategic aim is likely to have a very negative impact																																				
I		The strategic aim could have a positive or a negative impact depending on how it is implemented																																				
Objectives	Headline Objective	EC1	EC2	EC3	EC4	S1	S2	S3	S4	S5	S6	S7	S8	S9	S10	EN1	EN2	EN3	EN4	EN5	EN6	EN7	EN8	EN9														
Strategic Aim 1	+	+	+	+	+	+	+	I	++	+	-	0	++	+	I	++	0	+	+	+	I	?	I	+	I	+	I	I	++	0	0							
Strategic Aim 2	+	-	++	+	++	+	-	++	+	I	+	I	+	-	0	I	+	-	+	I	0	+	I	+	+	-	?	I	+	-	+	I	0	+	I	0	+	I
Strategic Aim 3	+	++	++	++	+	+	+	-	++	++	0	++	+	I	0	0	+	+	+	+	++	++	+	+	0	++												
Strategic Aim 4	+	?	I	0	?	I	0	0	+	++	+	0	I	0	0	0	0	+	+	+	++	+	+	0	++													
Strategic Aim 5	?	I	0	0	0	0	+	+	I	+	I	+	I	0	+	+	+	0	+	0	++	+	I	+	I	+	I	0	+	-	0	0						

Corporate Objectives

48. LTP3 is a cross-cutting document that encompasses and contributes to all of the council's outward facing corporate priorities.

Implications

- **Financial** – None identified at present. The full LTP3 will contain a proposed implementation plan with associated capital and revenue expenditure.
- **Human Resources (HR)** – None identified at present
- **Equalities** – The Sustainability Appraisal assesses the economic, environmental and social impacts of the five Strategic Transport Aims within LTP3. Therefore, many of the equalities impacts have been considered within this. A more detailed assessment of these impacts will be made as part of the full Sustainability Appraisal.
- **Legal** – There are no legal implications
- **Crime and Disorder** – There are no crime and disorder implications
- **Information Technology (IT)** – There are no IT implications
- **Property** – There are no property implications
- **Sustainability** – See Annex C
- **Other** – There are no other implications

Risk Management

49. In compliance with the Council's Risk Management Strategy, the main risk associated with preparing LTP3 is a 'reputation' risk due to the council not fulfilling its statutory duty to have a new Local Transport Plan in place by 01 April 2011. Failure to have this strategic transport plan in place by the due time undermine the validity of any future transport programmes and jeopardise the success of any bids for funding necessary transport improvements the Council may make.

Ward Member comments

50. Not appropriate at this stage.

Non Ruling Group Spokespersons' comments

51. Non-ruling group spokespersons have been contacted, but no responses have been received to date.

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Report Approved **Date** 20 December 2010**Specialist Implications Officer(s)** *List information for all***Wards Affected:****All**

For further information please contact the author of the report

Annexes

Annex A: LTP3 Proposed Short-Term Measures
Annex B: LTP3 Proposed Medium and Long Term Measures
Annex C: Outline Sustainability Appraisal Document
Annex D: Outline Sustainability Appraisal Responses

Background Papers

Guidance for the publication of LTP3, DfT, July 2009
Decisions Session, Executive Member City Strategy 1 September 2009, Item 11
Decisions Session, Executive Member City Strategy 20 October 2009, Item 12
Decisions Session, Executive Member City Strategy 2 March 2010, Item 5
Scrutiny Management Committee (Calling In) 8 March, 2010, Item 4
Executive (Calling In) 9 March, 2010
Decision Session, Executive Member City Strategy 11 May 2010, Item 10
Stakeholder responses