

Report of the Director of City Strategy

## **Draft Full City of York Local Transport Plan 2011 Onwards (LTP3)**

### **Summary**

1. The purpose of this report is to present a Draft Full 'City of York Local Transport Plan, 2011 Onwards' (LTP3) to the Executive, as part of the procedure leading up to the publication of the LTP3, on the council's website, by 31 March 2011. This provides an opportunity for Executive to instruct any necessary changes to the LTP3 before making a recommendation to Full Council on 7 April 2011 for its adoption.
2. The Draft Full LTP3 (see Annex A) comprises:
  - an Executive Summary (which will also be a 'stand alone' document);
  - an introduction to the LTP and York;
  - a description of the background to transport in York;
  - a description of the transport challenges York faces;
  - the long-term transport strategy for York and the implementation programme for 2011-2015, 2015-2021 and 2021-2031;
  - details of how the implementation programme is to be funded, and
  - a description of the performance monitoring (indicators and targets)
3. The Full LTP3 (suitably amended to incorporate changes directed by Executive) will be published on the council's website by 31 March 2011 (marked 'Draft, subject to Adoption by Full Council'), to be in compliance with the deadline for publishing LTP3 before LTP2 expires on 31 March 2011.

### **Background**

4. 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.
5. Updates on Government Guidance, the LTP3 preparation process and 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.

6. The preparation of LTP3 has been based on and drawn on:
- national policy and guidance;
  - local policies, plans and strategies in York and within York's surrounding area;
  - an extensive evidence base;
  - three phases of consultation (one of which was an informal 'dialogue' to complete the evidence base), and
  - representations and Executive Member's Decision at Decision Session, Executive Member City Strategy (DSEMCS) on 1 February 2011, which considered the Summarised Draft Full LTP3.

### **Consultation and evidence gathering**

7. The outcome of the first phase of consultation (on issues and options) was reported to DSEMCS on 2 March 2010. The outcome of the subsequent consultation on the Draft Framework LTP3 and the methodology for gathering the evidence was reported to DSEMCS on 4 January 2011 and 1 February 2011 respectively.

### **Draft Full LTP3 Content**

#### **Executive Summary**

8. The Executive Summary is an integral part of the LTP3, but it can also be issued as a 'stand alone' document.

#### **Introduction to the LTP and York, and background to transport in York**

9. The introduction highlights the importance of the Sustainable Community Strategy (SCS), the Local Development Framework (LDF) and the Local Transport Plan (LTP3) as the planning backbone for York. It also refers to the 'York New City Beautiful: Toward an Economic Vision' commissioned by the Council in collaboration with Yorkshire Forward. Furthermore, an explanation is given as to how LTP3 contributes to realising this vision, the SCS and the LDF as the principal driving forces for shaping York's future
10. LTP3 seeks to continue and develop 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.
11. 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;
  - 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, and
- many journeys from home to work are cross-city via radial routes into and out of the city centre, rather than around the city.

12. Other headline information includes:

- recorded traffic flows have gone down since 2005;
- between 2005 and 2008 rail passenger footfall at York Station and Poppleton Station increased by 6% and 14% respectively, and passenger numbers into York are expected to increase by 41% over the next 12 years;
- overall bus patronage has remained fairly constant since 2005;
- cycling levels have increased over the last two years, and
- the 10-year target for reducing Killed or Seriously Injured (KSI) road accident casualties has been achieved one year early.

**The transport challenges for York**

13. This details the policy documents and key drivers, at a national and local level (including York's area of influence), and includes expanded coverage of the consultations (as previously reported in DSEMCS on 1 February 2011) that have helped shape and influence the development of the LTP3.

14. At a national level, the Coalition Government's transport priorities are to:

- implement more sustainable transport (including reducing CO<sub>2</sub> emissions);
- support economic growth, and
- contribute to the 'localism' agenda.

15. The key local policy challenges include:

- being an active partner in the Leeds City Region (LCR) and the York and North Yorkshire (Y & NY) Enterprise Partnerships (including supporting the LCR Connectivity Study transport interventions);
- enabling the delivery of the SCS and the LDF;
- reducing greenhouse gas emissions and improving local air quality, and
- meeting the needs of an increasing and changing population.

16. This chapter also describes the longer-term transport issues, such as the projected growth in employment and housing in the LDF Core Strategy, and their impacts, together with the constraints that determine existing travel patterns and which influence the potential interventions that could be put in place.

17. This chapter describes the key issues that transport in York faces and that the LTP3 needs to tackle. The issues have been derived through an examination of policy, consultation responses and evidence gathered.

18. The key issues identified are:

- York's carbon footprint is high and a large proportion of emissions are attributed to transport;
- flooding is a risk to key parts of the transport network;
- slow and queuing traffic exists in certain locations at certain times;
- rail is increasingly important for business purposes, there is overcrowding on some services and demand is growing;
- an increasing elderly and dependant population;
- York's population has growing and changing transport needs;
- buses need to meet customer needs;
- poor air quality;
- 'health' and 'transport' need to share responsibilities and priorities;
- road accident casualties need to be reduced and safety increased;
- economic and employment growth for York are important;
- location and extent of new development and growth relies on transport provision, and
- some pockets of poor accessibility.

### **York's Transport Strategy and the implementation programme**

19. The Draft Framework LTP3 proposed five strategic aims. These aims have been carried forward as strategic themes in the Draft LTP3, as listed below:

- Provide quality alternatives (to the car)
- Provide strategic links
- Support and implement behavioural change
- Tackle transport emissions
- Improve the public realm

20. These strategic themes have been further refined into a series of associated aims and objectives, together with an associated implementation programme.

21. The implementation plan consists of a series of five tables showing the priority measures and interventions under each of the strategic themes, cross referenced to the corresponding aim and objective.

22. The Implementation Programme has been split into short, medium and long term elements.

### **Funding the implementation programme**

23. The four year short term programme (2011-2015) 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 (if the council's bid is successful) 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.

24. 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. The short-term period in the implementation plan shows the intended progress for each of the four years, reflecting this reduced level of funding.
25. The key capital projects to be delivered in the period up to 2014/15 are shown in Table 1

Table 1 – LTP3 key capital projects

| <b>City Strategy Capital Programme</b> | <b>Key Schemes</b>   |
|--|--|
| 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 and urban traffic management and control (UTMC) system                                       |
| 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, BLISS 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   |

26. 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. However, it is anticipated that a local contribution of approximately £1m from the LTP will be required for the Access York project. 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.

27. In the medium to longer-term the programme is more ambitious, but less definite, as future funding availability and other influences are less certain. The programme does, however, have flexibility built into it to bring measures forward (should suitable funding opportunities arise), or otherwise adapt to changing circumstances.
28. 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.
29. An indicative annual revenue budget of approximately £6 million is available for the delivery of integrated transport services, such as cycle training, road safety, school crossing patrols, concessionary fares and subsidised bus services.
30. The largest revenue transport budget (£4.6 million) is concessionary fare payments to bus operators in accordance with the North Yorkshire and York Concessionary Fares Scheme.

#### **Monitoring performance (indicators and targets)**

31. There are 27 performance indicators for LTP3 (six national and 21 local), most of which have been continued from LTP2. The local indicators have been selected to best record progress toward delivering the outcomes expected from LTP3. Some indicators have not been continued from LTP2 due to difficulties in accurately monitoring the data; the most notable being the measurement of modal split, as the only statistically consistent survey data available is from the national Census (every 10 years). Instead of this, indicators relating to each mode will be monitored individually.
32. 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. Due to the lower level of funding available for this period, the targets are lower in scope than the targets set in LTP2, but could be revised if the council's bid to the Local Sustainable Transport Fund (LSTF) is successful.
33. Although the exceedence levels for nitrogen dioxide (NO<sub>2</sub>) within the main Air Quality Management Area are currently being breached, it is anticipated that in the short-term the measures put into place will only just start to reverse recent rises in the level of NO<sub>2</sub>. In the longer term more ambitious measures will go further in bringing levels below the exceedence levels.

## **Supporting information**

34. Further information will be made available on the council's website, enable the publication of a concise LTP3 main document. This will include:
- A comprehensive evidence document
  - All appraisals/assessments, including:
    - Multi Criteria Assessment of 'long list' of potential measures;
    - Sustainability Appraisal (incorporating Strategic Environmental Assessment);
    - Equalities Impact Assessment;
    - Health Impact Assessment;
    - Habitats Regulation Assessment;
    - Progress in revising the Transport Asset Management Plan, and
    - Network Management Duties

## **Next steps**

35. Presenting the Draft Full LTP3 to Executive will provide it with the opportunity to instruct any necessary changes to the LTP3 as a condition of making a recommendation to Full Council, on 7 April 2011, for its adoption.
36. The Full LTP3 (suitably amended to incorporate changes directed by Executive) will be published on the council's website by 31 March 2011 (marked 'Draft, subject to Adoption by Full Council'), to be in compliance with the deadline for publishing LTP3 before LTP2 expires on 31 March 2011.

## **Options**

37. The options available to members are:
- Option 1 - Approve the Draft Full LTP3 and recommend to Full Council, on 7 April 2011, its adoption as York's new Local Transport Plan.
  - Option 2 – Instruct any necessary changes to the LTP3 before making a recommendation to Full Council, on 7 April 2011, for its adoption as York's new Local Transport Plan.

## **Analysis**

38. Approving the Draft Full LTP3 and recommending to Full Council its adoption as York's new Local Transport Plan (Option 1) will enable the plan to be published on the council's website (marked 'Draft subject to Adoption by Full Council) well in advance of the required deadline, with a degree of council endorsement.
39. Instructing changes to the Draft Full LTP3 (Option 2) will incur some delay in the production process, the extent of which is dependent on the degree of change instructed. The more extensive the instructed changes, the more likely the risk of failing to publish LTP3 by the stipulated deadline.

## Corporate Objectives

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

## Implications

- **Financial** – The Draft LTP3 contains a proposed implementation plan with associated short-term (2011-1015) capital expenditure programme. 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 four years. When combined with funding from other sources, the available funding is projected to reduce from £20m to £8.4m. 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 in the period up to 2031.
- **Human Resources (HR)** – None identified at present
- **Equalities** – A full Equalities Impact Assessment has been completed. The main issues to arise in this are:
  - lack of sufficient and suitable visual / audible / tactile public transport information for blind or partially sighted people and for BME groups;
  - isolation and lack of access to opportunities, services and facilities for young, elderly or disabled people and BME groups, due to lack of sufficient and suitable public transport, particularly in rural areas;
  - young people can be prevented from getting to employment opportunities due to inadequate or expensive public transport;
  - nitrogen dioxide (NO<sub>2</sub>), is the emission contributing to poor air quality in York that is of particular concern, as it can make breathing difficulties for higher risk groups such as the young, the elderly or the disabled worse and lead to premature death;
  - older people or people with disabilities (including sensory impairment) as pedestrians can feel intimidated by cyclists on shared use surfaces;
  - young people and older people, as drivers, and older people, as pedestrians (including visitors to York), are at a higher risk of having a road accident than the general population of York, and
  - Disabled people are more likely to be disadvantaged by restricting vehicular access as a means of reducing traffic, as they are more reliant on a private car (if they are able to drive) than the general public.
- **Legal** – Adoption of the LTP is a function of council that can not be delegated. It is, however, intended to publish the Draft Full LTP by 31 March 2011 with Executive's recommendation for its adoption in advance of its adoption by Council (on 7 April 2011)
- **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** – A full Sustainability Appraisal has been completed. Strategic theme 3 'Support and implement behavioural change' as an individual theme has the most positive impact on the sustainability objectives. Strategic theme 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 and education/training establishment catchment areas increase or markets for goods expand. It is likely that a balanced combination of measures from each of these themes will have the most beneficial impact overall.
- **Other** – There are no other implications

## **Risk Management**

41. 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 1 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.

## **Recommendations**

42. The Executive is recommended to:
- i) Note the contents of the report.
- Either
- ii) Recommend to Full Council, on 7 April 2011, that the Draft Full LTP3 (subject to final formatting) be adopted as the city's LTP3.
- or
- iii) Direct officers to make necessary changes to the Draft Full LTP3, such that the amended Draft Full LTP3 be presented to Full Council on 7 April 2011, with Executive's recommendation for its adoption as the city's LTP3.

Reason: To either approve or ascertain the required changes to the full LTP3 for its publication by the end of March 2011, subject to subsequent adoption by Full Council on 7 April 2007.

## **Ward Member comments**

43. Not appropriate at this stage.

## Non Ruling Group Spokespersons' comments

44. Non-ruling group spokespersons have been contacted.
45. No responses have been received to date from other spokespersons.

### Contact Details

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Report Approved

Date 23/02/2011

### Specialist Implications Officer(s) *List information for all*

Wards Affected:

All

For further information please contact the author of the report

### Annexes

Annex A: Draft Full LTP3

### 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
- Decision Session, Executive Member City Strategy 04 January 2011, Item 5
- Decision Session, Executive Member City Strategy 01 February 2011, Item 5