



# LOCAL TRANSPORT PLAN 2011-2031





## Foreword

Welcome to the City of York's third Local Transport Plan (LTP3), covering the period April 2011 to March 2015 and beyond to 2031. It sets out the transport policies and measures that will contribute to the city's economic prosperity over the next 20 years, whilst meeting challenging national and local targets for reducing emissions.

This plan builds on the key successes of the first two Local Transport Plans. The key achievements from the second Local Transport Plan (LTP2), which ran to 31 March 2011, included:

- Peak period traffic levels have been stable since 2006;
- improved safety and access at several junctions on the A1237 Outer Ring Road;
- improvements to the main southern radial route into York with better facilities for pedestrians, cyclists and public transport users;
- bus patronage remaining stable, despite falling patronage elsewhere in the country;
- around 3 million Park & Ride passengers carried annually;
- a 45% reduction in killed and seriously injured road casualties – achieved a year ahead of the target;
- 95% of schools in York having a travel plan in place, and
- the delivery of the 'Cycling City Programme' resulting in a significant increase in the numbers of people cycling in the city.



Even with these achievements, any future growth in jobs and housing could lead to current levels of delay increasing over the next 15 – 20 years. Our priority therefore is to provide a high quality, well planned, fully integrated and efficiently operated transport network to reduce this impact and to enable the city to continue to function.

We aim to do this by:

- Significantly improving the other forms of transport so that people choose an alternative to the car for local journeys;
- Providing good connections from where people live to major destinations such as employment centres;
- Informing residents of the potentially wide transport choices available to them;
- Promoting the use of less polluting modes of transport and limiting the entry of high emission vehicles into areas where air quality is poorest, and
- Improving safety, health, the city's appearance and the environment.

Expanding Park & Ride as a mass transit system is an essential element of the long-term strategy to provide a high quality, more sustainable alternative to car travel.

Improvements to the outer ring road will encourage more people to make cross city journeys around the city rather than through the middle. This will help people who live or work in York, to enjoy more healthy lifestyles and make the City a more attractive destination for visitors.

This plan will ensure that York remains prosperous while promoting a clean, pollution free, environment.



A handwritten signature in black ink that reads "Steve Galloway". The signature is stylized with a large, sweeping initial 'S' and a long horizontal flourish at the end.

**Councillor Steve Galloway**  
Executive Member for City Strategy

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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 we will meet these transport challenges in York. It reviews the existing operation of the network, identifies the key themes for improvements, and provides an implementation plan for delivering the necessary outcomes.
- 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 50% lower than in the 1990s, there are still over 60 people killed or seriously injured on York's roads each year.

- E5. Population and employment levels within the city are expected to grow over the next 20 years, increasing pressures on the transport network. The Local Development Framework (LDF) in its approach to managing the future development of the city, reflects levels of traffic increase anticipated up to 2031. Measures in this LTP3 provide the basis for the LDF's transport policies. 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.

### **What we want to achieve**

- E6. The LTP3 has a major role to play in meeting 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.
- E7. 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 report recognises the importance of quality of place and movement to the city's economic prosperity.
- E8. The LTP3 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.

- E9. 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 and continue improving road safety
  - **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

- E10. 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, reflecting funding constraints. However it is anticipated that significant improvements are still possible in the short term, as many of the measures proposed are deliverable by making better use of existing infrastructure rather than high capital expenditure.
- E11. 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. LTP3 aims to enable sustainable transport to be the option of first choice for all residents travelling within York. It also encourages more inward and outward travel to be by train, bus, coach and cycle 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.

E12. The key things we want to achieve over the next 20 years are:

<b>Five Themes</b>	<b>Key Outcomes</b>
<b>Quality Alternatives</b>	Comprehensive cycling and walking network
	Better quality and more reliable public transport
	Enhanced Park & Ride facilities
<b>Strategic Links</b>	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
<b>Behavioural Change</b>	Greater awareness of options available for sustainable modes of travel (travel planning)
	Increased levels of sustainable travel to all key education, employment, leisure and retail destinations
	Improved road safety awareness
	People being more healthy and active
<b>Transport Emissions</b>	Reduced vehicle emissions
	Improved air quality
<b>Public streets and spaces</b>	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**

- E13. 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.
- E14. 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 planned Access York Phase 1 project will increase Park & Ride capacity by approximately 40% and cover additional routes into the city.

- E15. Improvements to bus services 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.
- E16. Good connections from local population centres to major destinations are important 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, whilst recognising that car travel will still be important. 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**

- E17. An over-arching Low Emission Strategy, including a Low Emission Zone (or other ways of limiting access for more polluting vehicles) 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.
- E18. 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.

- E19. 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.
- E20. 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.

### How does the LTP link with the LDF?

- E21. 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.

### What measures will be put in place?

- E22. The LTP includes a programme of interventions spilt into three phases: short, medium and long term. The principal measures the council is seeking to put in place are summarised in the following table.

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

Short term	Medium Term	Long Term
<b>Reduced Car Traffic in City Centre</b>		
<ul style="list-style-type: none"> <li>• Improved walking, cycling &amp; public transport access</li> <li>• Improved traffic signal control and management</li> </ul>		
<ul style="list-style-type: none"> <li>• Extended Footstreets area</li> <li>• Review operation of Footstreets</li> <li>• James Street Link Road Phase 2</li> </ul>	<ul style="list-style-type: none"> <li>• Review inner ring road operation</li> <li>• Public transport only route over Ouse Bridge</li> <li>• Improve Station to Minster route</li> </ul>	<ul style="list-style-type: none"> <li>• Remove through traffic from Gillygate, St Leonard’s Place and Lendal Bridge</li> </ul>
<b>Reduced Congestion on Outer Ring Road (ORR)</b>		
<ul style="list-style-type: none"> <li>• Improved cycling and public transport options for local trips</li> <li>• Increase coverage of car share schemes</li> <li>• Travel Plans for key destinations</li> </ul>		
<ul style="list-style-type: none"> <li>• Enlarged A59 roundabout</li> <li>• Additional Park &amp; Ride sites</li> </ul>	<ul style="list-style-type: none"> <li>• Capacity enhancements to most congested ORR junctions – new Major Scheme Bid</li> </ul>	<ul style="list-style-type: none"> <li>• Dualling of Wetherby Road to Clifton Moor section of ORR – subject to funding being identified.</li> </ul>
<b>Cycling</b>		
<ul style="list-style-type: none"> <li>• Strategic Cycle Network improvements</li> <li>• Cycle Training</li> </ul>		
<ul style="list-style-type: none"> <li>• University Routes</li> <li>• Links to Orbital Cycle Route</li> <li>• Cycle parking at schools and city centre</li> </ul>	<ul style="list-style-type: none"> <li>• Inner ring road Crossings</li> </ul>	<ul style="list-style-type: none"> <li>• Links to Villages</li> </ul>
<b>Walking</b>		
<ul style="list-style-type: none"> <li>• Highway design in line with Manual for Streets 2</li> </ul>		
<ul style="list-style-type: none"> <li>• Minster Piazza project</li> <li>• Extended Footstreets</li> <li>• Improved inner ring road crossings</li> </ul>	<ul style="list-style-type: none"> <li>• Pedestrianised areas at other locations</li> </ul>	<ul style="list-style-type: none"> <li>• New city centre river bridge</li> </ul>

Short term	Medium Term	Long Term
<b>Air Quality</b>		
<ul style="list-style-type: none"> <li>• Support Low Emission Strategy</li> <li>• Recharge points for electric vehicles</li> <li>• Investigate and introduce Low Emission Zone/area based approach in city centre</li> </ul>		
<ul style="list-style-type: none"> <li>• Increase number of trips by sustainable means – upgrade bus fleet to Euro III and Introduce hybrid bus and taxi fleet</li> </ul>	<ul style="list-style-type: none"> <li>• Include hybrid vehicles in new Park &amp; Ride contract</li> <li>• Implement alternative fuel strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Freight Transshipment Centre</li> </ul>
<b>Development</b>		
<ul style="list-style-type: none"> <li>• Travel Plans for all new developments</li> <li>• Developments designed to enhance sustainable travel options</li> <li>• Demand management</li> <li>• Subsidy for bus services to new developments</li> <li>• Strategic Cycle Network improvements</li> </ul>		
<ul style="list-style-type: none"> <li>• Access York Phase 1</li> <li>• Bus network improvements</li> <li>• James Street Link Road Phase 2</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade Outer Ring Road junctions</li> </ul>	<ul style="list-style-type: none"> <li>• Dualling of Wetherby Road to Clifton Moor section of ORR – subject to funding being identified</li> </ul>

## How much will it cost?

- E23. The cost for implementing the short-term transport measures (2011-2015) is approximately £40m including revenue and capital costs and the Access York Phase 1 bid (£23m). The base capital funding provided by national government from 2011-2015 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 including 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 an additional £100m.
- E24. 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.
- E25. 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 Department for Transport (DfT).

## **How will we know if its working**

- E26. A comprehensive set of performance indicators have been identified to enable the impact of the LTP measures to be evaluated against the key outcomes. Targets have been set for the following main areas:
- Air Quality
  - Pedestrian & Cycling movements
  - Public Transport Patronage and Quality of Service
  - Traffic Volumes & Congestion
  - Road Traffic Accidents and Training
  - Access to Services by Public Transport
  - Road Condition and Maintenance

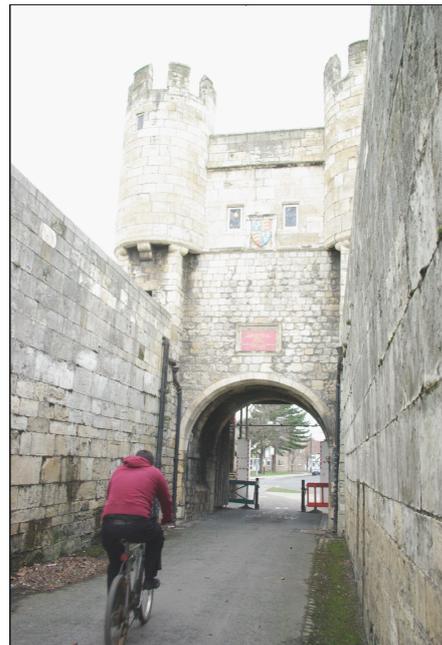
## **Conclusion**

- E27. It is anticipated that the long term strategy identified in the LTP3 document will deliver a more sustainable transport system across the area. The key issues for the city such as prosperity, quality of life, air quality, congestion and road safety will be addressed through the five core themes of the strategy:
- Providing Quality Alternatives
  - Improving Strategic Links
  - Encouraging Behavioural Change
  - Tackling Transport Emissions
  - Enhancing Public Streets and Spaces
- E28. The current funding pressures may reduce the opportunity to deliver significant infrastructure improvements in the short term. However, it is anticipated that many of the lower cost measures to encourage more travel by alternative modes, which can be delivered with the resources available, will have a greater effect on the health and quality of life of the residents over the longer term.
- E29. The strategy expressed in the LTP is not fixed but will be reviewed and adjusted to meet the global, national and city-wide challenges over the next 20 years. The underlying principle of the strategy to enabling more travel to, from and around the area to be undertaken by sustainable means, will ensure that the city will be in the best position possible to meet these challenges.

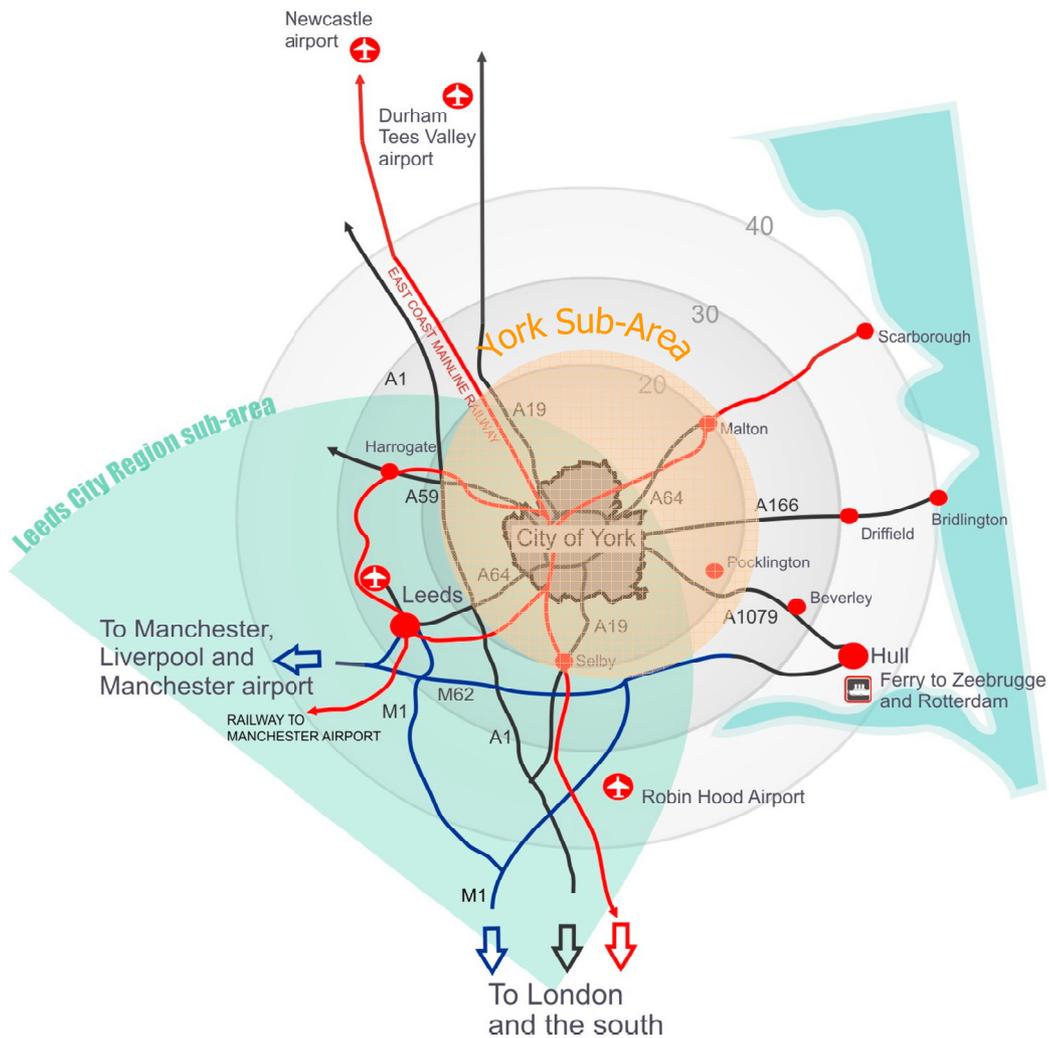


## 1. Introduction to the LTP and York

- 1.01 **This section introduces York and the LTP3. It provides a starting point to the LTP3 strategy by reviewing achievements and progress over the last five years.**
- 1.02 All local authorities in England and Wales have a statutory duty to produce and keep under review a Local Transport Plan (LTP), which sets out their transport policies and plans.
- 1.03 This is the City of York’s Third Local Transport Plan (LTP3), covering the period April 2011 to March 2015 and beyond to 2031.
- 1.04 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.
- 1.05 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.
- 1.06 York’s proximity to other towns and cities in the region along with its transport links are shown in Figure 1.1. York is part of the Leeds City Region as shown by the green arc in the diagram. York is also at the heart of a larger journey to work area (defined as the York Sub-Area) as shown by the orange circle.



**Figure 1.1: York in a Regional Context**



## Infrastructure Achievements

1.07 During the five years of the LTP2 (2006-2010), approximately 250 schemes were implemented. The major achievements of LTP2 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.
- Support for the A64/A1237 Hopgrove Roundabout improvements by the Highways Agency.
- Implementation of a multi-modal scheme on one of the main radial routes into York (A19 South Fulford Road) 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.



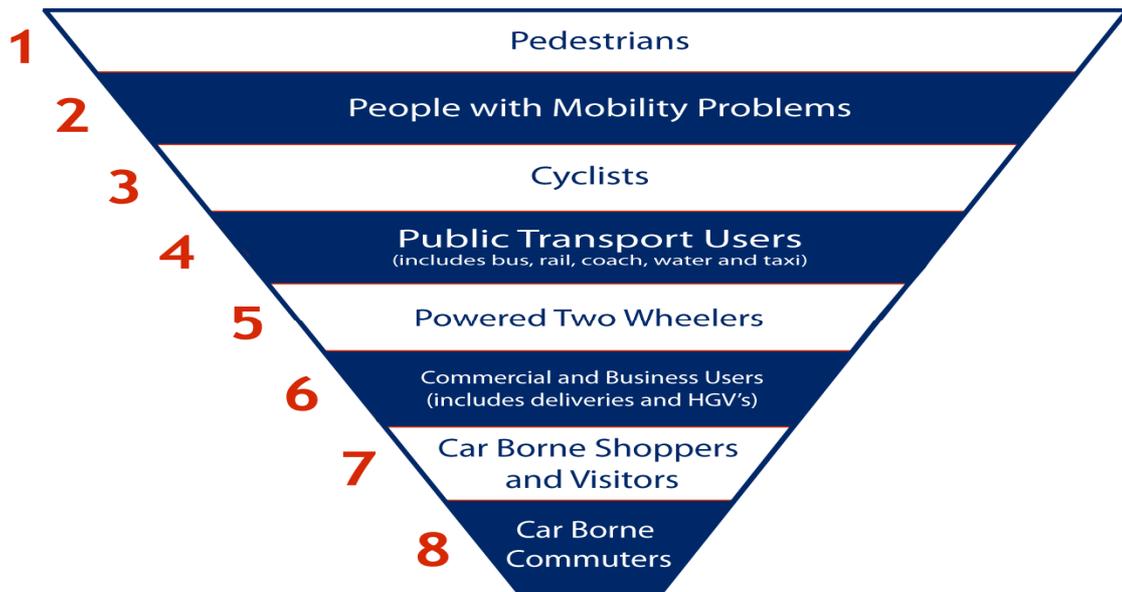
- Improvements to the Designer Outlet Park & Ride site, including the construction of an office to allow the sale of tickets and smartcards at the site.
- Construction of new on and off-road cycle routes, including Wigginton Road and Beckfield Lane.
- Completion of the Orbital Cycle Route including new on and off-road sections and new crossings on Crichton Avenue, Kingsway North, Water End/Clifton Bridge and James Street.
- 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, which began in the LTP1 period (2001/02) where eight schemes were implemented at secondary schools. Safe Routes to Primary Schools implemented three schemes in LTP1. Over the LTP2 period a further three schemes have been implemented at secondary schools, and 15 schemes have been implemented in primary schools.
- Safety and Accessibility improvements to villages at A19/Crockey Hill, A1079/York Road Dunnington, B1363/Mill Lane Wigginton, A166/Murton Road, and A19/Deighton.



### Policy Achievements – Hierarchy of Transport Users

- 1.08 York was one of the first local authorities to adopt a 'Hierarchy of Transport Users' (as shown in Figure 1.2). It is a core strand of its transport strategy, with pedestrians at the top. 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.
- 1.09 Although this hierarchy sets the overall priority, each proposal is assessed on its own merits to resolve competing and conflicting needs. 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. In other cases it has helped improve the design of major new junctions on the A1237.
- 1.10 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 on footway maintenance.
- 1.11 The hierarchy has been a successful policy within LTP1 and LTP2 and will continue in LTP3.

**Figure 1.2: Hierarchy of Transport Users**



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

### **Cycling City Achievements**

1.12 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. There have been many projects involved with the programme including:



- Development of a cycle orbital route using on and off-road paths.
- More information on cycle routes.
- An advanced green light at main traffic lights that gives cyclists a five second head start over other vehicles at Queen Street/Blossom Street junction.
- A sweeping and gritting unit dedicated to cycle lanes and tracks.
- A female only initiative done in partnership with Sustrans and their Beauty and the Bike initiative.
- Learning to ride a bike for the first time.
- Making bikes more affordable.
- Campaigning both city-wide and in focus areas (e.g. schools and major employers).
- Development of a secure cycle parking facility – the 'Hub Station'.

### **Road Safety Achievements**

1.13 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. 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 stretched target of a 45% reduction in KSIs being achieved one year early.

## 2. The Challenges for York

- 2.01 This section focuses on the key issues this transport plan for York needs to address. Public consultation responses, policy drivers (national, city/sub regional and local) and a range of technical evidence have all shaped the approach. Further detail on background evidence and consultation can be found at [www.york.gov.uk/ltp3](http://www.york.gov.uk/ltp3).

### Introduction

- 2.01 In June 2010 the national 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 based on 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.
- 2.02 The White Paper 'Creating Growth, Cutting Carbon – Making Sustainable Local Transport Happen' issued in January 2011 defines the national government's position on local transport. In the intermediate term it is considered that addressing shorter, local trips offers the greatest potential to help grow the economy and tackle climate change.
- 2.03 York forms part of the **Leeds City Region**, which brings together the eleven local authorities of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield and York, along with North Yorkshire County Council, to work toward the common aim of a prosperous and sustainable city region by working together in areas such as transport, skills, housing, spatial planning and innovation. The City Region's **Transport Strategy** promotes investments in transport networks to strengthen the City Region's economic competitiveness and to contribute to achieving the nation's carbon reduction targets.
- 
- 2.04 Key transport challenges facing the City Region have been identified as severe congestion and overcrowding facing many links in the road and rail networks, increasing commuting trips and distances, many overcrowded rail services at peak period, declining bus use and reductions in bus networks, and the additional pressures that will result from planned housing and employment growth. Priority themes for the Leeds City Region Transport strategy are:
- Reducing carbon emissions and improving energy resilience.
  - Strengthening the contribution of the bus.
  - Improving strategic connectivity to tackle congestion.
  - Developing a strategic framework for demand management.
  - More effective land use policy/transport integration.

2.05 York plays a critical role in the **North Yorkshire and York** sub region as a centre of population and employment. Improving connectivity and access to labour of key business markets is one of the prioritised transport challenges for North Yorkshire and York.

## Public Consultation

2.06 Alongside significant evidence base work, **public participation and consultation** have played a significant role in shaping York's transport plan.

2.07 Three rounds of consultation have helped to shape the LTP3. 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 key messages (as below) helped to draw out people's priorities and establish key travel characteristics and patterns:



- 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%).

2.08 The consultation responses also helped to establish some characteristics of people's transport patterns and behaviour:

- 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.

- 2.09 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 to provide safer cycle routes and facilities.
  - Improving public transport (buses and bus information).
- 2.10 The council's Traffic and Congestion Ad Hoc Scrutiny Committee also 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 sought people's preference on four potential investment scenarios.
- 2.11 The most popular choice was the scenario that encouraged 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. This scenario did not include the introduction of road user charging to help fund investment.
- 2.12 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%).

## **Wider Issues and Challenges**

- 2.13 York faces many different challenges and opportunities over the next 20 years. Key issues that will have a significant influence on transport relate to: Climate Change and Air Quality, Growth and Development, Changing Population and Health & Inequalities, and these are discussed below.

### **Climate Change and Air Quality**

- 2.14 Emissions from transport have been identified as contributing to global climate change and local poor air quality.
- 2.15 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.

- 2.16 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.
- 2.17 A Climate Change Framework and Action Plan for York is currently being finalised to achieve the national targets and a further target, adopted by the council, to reduce greenhouse gas emissions by 40% by 2020. The draft overall transport principle is for the city to continue to implement measures to help people make smarter, sustainable travel choices, supported by a comprehensive, low emission, transport network.
- 2.18 An average person's (per capita) CO<sub>2</sub> emission levels in York reduced from 6.9 to 6 tonnes between 2005 and 2007. However to achieve the reductions down to approximately 1 tonne per person by 2050, to meet the Climate Change Act targets, significant changes to the way people move to, from and around the city will be needed.
- 2.19 York is located at the confluence of the River Ouse and the River Foss. As one of the identified elements of climate change is increased flood risk, it is considered likely that York will experience more extensive flooding more often in the future. The council's recently produced Local Climate Impacts Study identified increased disruption to service delivery, transport and logistics as potential consequences of Climate Change.



- 2.20 Poor air quality is harmful to health and can be a contributory factor in the premature death of people with respiratory conditions. In January 2002, City of York Council declared an Air Quality Management Area (AQMA) based on predicted exceedences of the annual average nitrogen dioxide (NO<sub>2</sub>) 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. In March 2010 an additional AQMA was identified in Fulford.
- 2.21 Although Nitrogen Oxides (NO<sub>x</sub>) in York are the result of emissions from a variety of different sources, transport-related NO<sub>2</sub> emissions are the major threat to clean air in York. In 2006 the largest source of NO<sub>x</sub> emissions in the UK was the transport sector with road vehicles and off-road vehicles contributing 32% and 5%, respectively, to total emissions<sup>1</sup>.
- 
- 2.22 In York, trend analysis of annual average concentrations across the AQMA for the past eight years shows that the annual average NO<sub>2</sub> concentrations within the AQMA fell after it was declared. However, from 2006 onwards this trend has reversed, and is now approaching the target level.
- 2.23 Nitrogen Dioxide (NO<sub>2</sub>) emissions from diesel vehicles have also increased between 2005 and 2007. There is growing concern that this rise is due to a greater share of vehicle miles being made by modern diesel passenger cars which are more efficient but emit more NO<sub>2</sub> (an unwanted by-product of the latest diesel exhaust systems).
- 2.24 Further research has shown that in certain areas within York buses, which represent approximately 2.5% of the traffic, contribute a disproportionate high level of NO<sub>x</sub> emissions (28%) of the total road transport emissions. However, the emissions per person trip are much lower for buses, depending on occupancy rates.

### **Growth and Development**

- 2.25 Good transport links and addressing congestion are central to supporting economic growth, delivering more sustainable development and reducing emissions. Over the centuries York has experienced many changes and through history has always responded well. Today York has evolved into an internationally renowned visitor destination enjoying a strong and diverse economy, bringing in well over 4m visitors annually to enjoy what is on offer, which generates £363m locally. Voted recently European Tourism's City of the Year, it also brings benefit to the whole region because of its 'gateway' role.

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<sup>1</sup> UK Emissions of Air Pollutants 1970 to 2006, UK Emissions Inventory Team, AEA, October 2008:

- 2.26 York is designated by national government as one of six National Science Cities, developing through the Science City York initiative business clusters based on bioscience, creative and IT & digital industries. The city is also a regional centre of learning with two major universities, with the expanding University of York ranked within the international top 100. A skilled workforce is helping to deliver a modern York, but this does not mean that York's traditional industries, the railways and confectionery, do not have a major role to play in the future. Going forward a focus will be on developing the strengths of the financial and business services sector and interlocking it with that of Leeds – only 25 minutes away by train with London an hour and fifty minutes away. York is in both the Leeds City Region and North Yorkshire Local Enterprise Partnerships (LEPs).
- 2.27 York is an international city which offers a place in which business can be done - outstanding living and working environments, excellent communication links, an expanding and skilled workforce and the availability of bespoke services designed to help any company considering investment generate a sound business case.
- 2.28 The York New City Beautiful: Towards an Economic Vision 2010 highlights the importance of transport and developments such as Park & Ride to York's economic success. Future economic prosperity will require improvements to movement, the quality of public spaces and more green infrastructure.
- 2.29 To support the city's tourism economy, connections to international gateways such as airports and ports need to be improved and the good links by rail and coach need to be maintained.
- 2.30 The Local Development Framework provides the spatial or planning expression of York's Sustainable Community Strategy, *York – A City Making History: Vision and Sustainable Community Strategy 2008 – 2025 (2008)*. The Sustainable Community Strategy vision is set out at Figure 2.1.

**Figure 2.1: Vision from 'York - A City Making History: Vision and Sustainable Community Strategy 2008-2025'**

**York: 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; and
- celebrating our historic past whilst creating a successful and thriving future.

2.31 This overall vision is supported by seven strategic ambitions designed to help deliver it:

- use York’s distinctiveness as a way to improve the city further;
- keep the economy strong and competitive and our employment levels high;
- develop strong, supportive and durable communities;
- strike a healthy balance between physical growth and environmental sustainability;
- recognise and encourage York’s global brand and position;
- work in partnership for the benefit of everyone; and
- assert our role as an important Regional City.

2.32 York’s submission draft Local Development Framework (LDF) vision has developed the Sustainable Community Strategy to ensure that York’s unique character and local planning issues and challenges are taken into account. The LDF provides the plan for the future development of York. Key influences on the strategic planning of York and a LDF planning vision are summarised Figure 2.2.

**Figure 2.2: Key Influence on the LDF vision**



2.33 The draft LDF's Spatial Strategy sets out the general principles that will underpin the distribution of future development in York. The LDF key diagram (see Figure 2.3) summarises the strategy. In accommodating future growth:

- York's main urban area will be the focus for the majority of new development and fulfil a role of a 'Sub Regional City'.
- 'Large Villages' (Haxby and Wigginton, Strensall/Towthorpe and Upper and Nether Poppleton) will have limited development to support economic diversification and meet the needs for both market and affordable housing.
- Small scale development to meet local needs, such as for affordable housing, will be appropriate in 'Villages' (Bishopthorpe, Copmanthorpe, Skelton and Dunnington).
- In other 'Small Villages' and settlements only redevelopment and infill development will be supported.

2.34 Within this approach priority will be given to the re-use of previously developed land and buildings, a 'brownfield first' approach. The proposed approach aims to ensure that the general extent of the Green Belt around York remains unchanged from that included in the draft Local Plan. The identification of sites or future areas for development will be given to locations that meet the following overall requirements:

- York's special historic and built environment, including the city's character and setting, is preserved and enhanced.
- Accessible to sustainable modes of travel and a range of services.
- Flood risk is appropriately managed.
- Nature conservation and green infrastructure is enhanced and protected.

2.35 In terms of housing, there are currently about 85,000 dwellings in the local authority area of York. The draft Core Strategy sets out that provision should be made for just over 12,000 additional dwellings between 2010 and 2031, which would require an annual delivery rate of 575 dwellings per year. This proposed level of housing reflects significant debates and decisions on growth, the extent of the green belt, and the views expressed through public consultation at the LDF Working Group and CYC Executive.



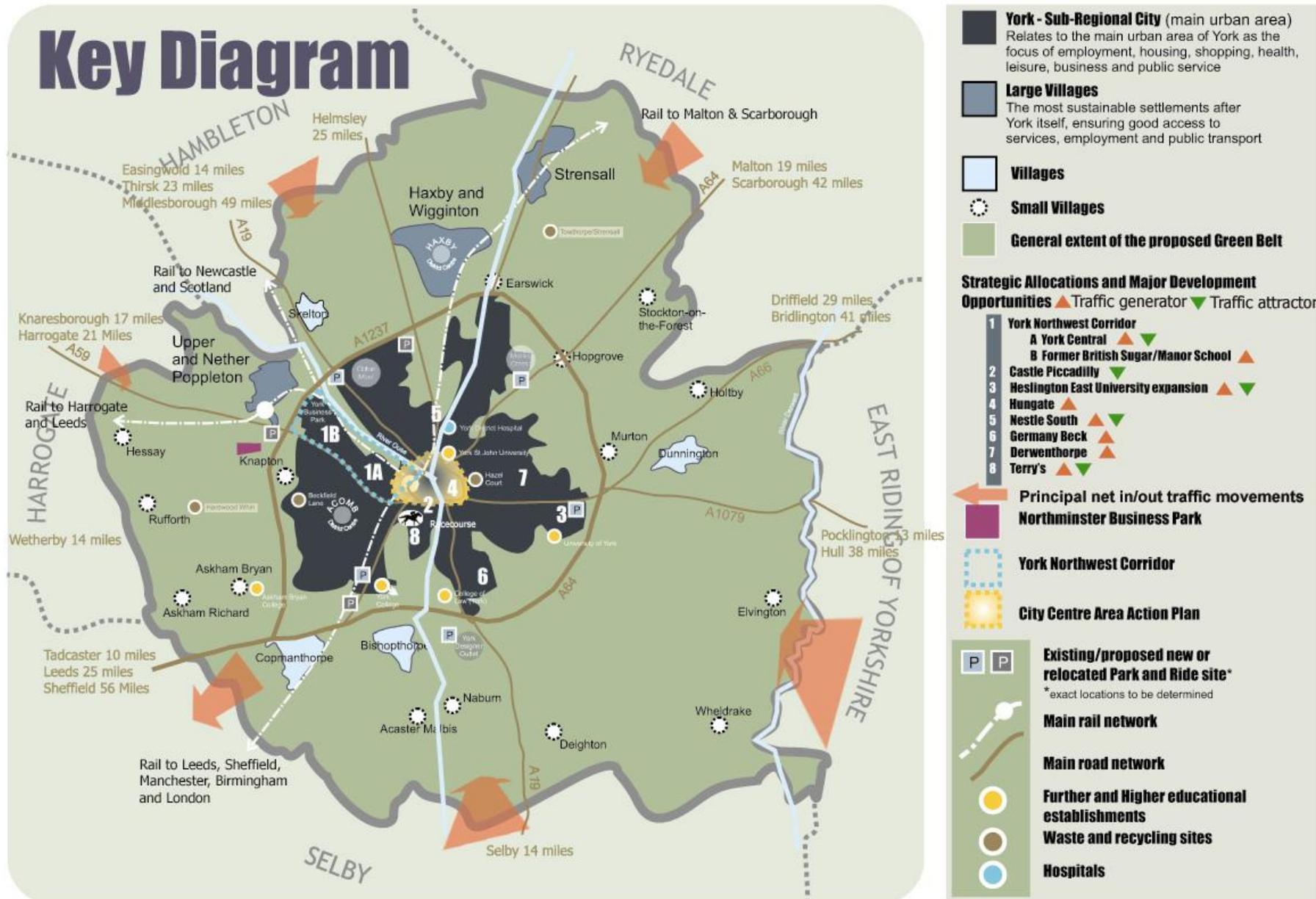
2.36 The approach to economic growth and employment land seeks to support the creation of up to 1,000 new jobs a year. Priority for new retail development is given to the city centre for 'comparison shopping' (for items not bought on a frequent basis such as clothes, footwear and household goods) whilst recognising the important role of smaller centres for local 'convenience (everyday) needs'. Over the next ten years priority will be given to developing the Castle Piccadilly area (about 28,000 sq m) followed by York Central post

2020 (about 20-25,000 sq m) adding to the existing 55,000 sq m of existing retail floor space in the central shopping area.

2.37 Eight strategic allocations and major development opportunities are identified in the Core Strategy. These will provide the focus for meeting York's development needs over the next 20 years:

- York North West Corridor, including York Central and the former British Sugar/Manor School sites.
- Castle Piccadilly in the city centre next to Clifford's Tower.
- Heslington East, University of York expansion.
- Hungate next to the River Foss - as a new city centre quarter.
- Nestle South with research and development and residential uses.
- Germany Beck as a new residential community.
- Derwenthorpe as a new residential community.
- Terry's as a new employment-led mixed use development.

Figure 2.3: LDF Core Strategy Key Diagram



## Changing Population

- 2.38 York's population is growing and changing in composition. 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 it is forecast to grow by approximately 19%, and by 16% in the rest of the UK.<sup>2</sup>
- 2.39 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.
- 2.40 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).
- 2.41 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 lower than the national average (17.9%).

## Health and Inequalities

- 2.42 Health challenges for York include the need to address current low levels of physical activity and high levels of obesity and heart disease. More than one in five of York's residents are classified as being obese. 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.
- 2.43 As a relatively compact city, accessibility to services is better than many other areas, however particular sections of the community are still isolated from many employment, retail and leisure opportunities. The Stage 1 consultation workshops and meetings cited out of town shopping centres as places where access is particularly poor for non-car users. Access to the Hospital was also raised as an area of concern.
- 2.44 Accident levels across the city are reducing (halved since 2000) but are still too high with more than 60 people killed or seriously injured on York's roads each year. The majority of accidents are on the city's main arterial road network including the A64 and A1237. Approximately 10% of the accidents are on roads within the main residential areas. Over recent years the road

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

layouts at many of the locations where clusters of accidents have occurred have been improved. The challenge over the LTP3 period will be to address accidents that are not in cluster sites and are more dispersed around York.

- 2.45 Most accidents are experienced by people that live in York. Young males are particularly over-represented in accident statistics. Elderly drivers and elderly pedestrians also have higher than average accident rates.

## Key Transport Issues

- 2.46 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 splitting the city into separate segments and concentrating movements onto a small number of key locations. These same constraints limit the extent to which the transport network can be improved.



- 2.47 The rivers and rail lines constrain movement in the city. There are only four all-purpose bridges of the River Ouse in the urban area, which tends to concentrate movements between residential areas and other key attractors through the city centre. In addition longer distance movements are concentrated on the ring road (A1237 and A64) making use of the strategic river crossings. Alternative crossings are approximately 20 miles to the north and south of the city.



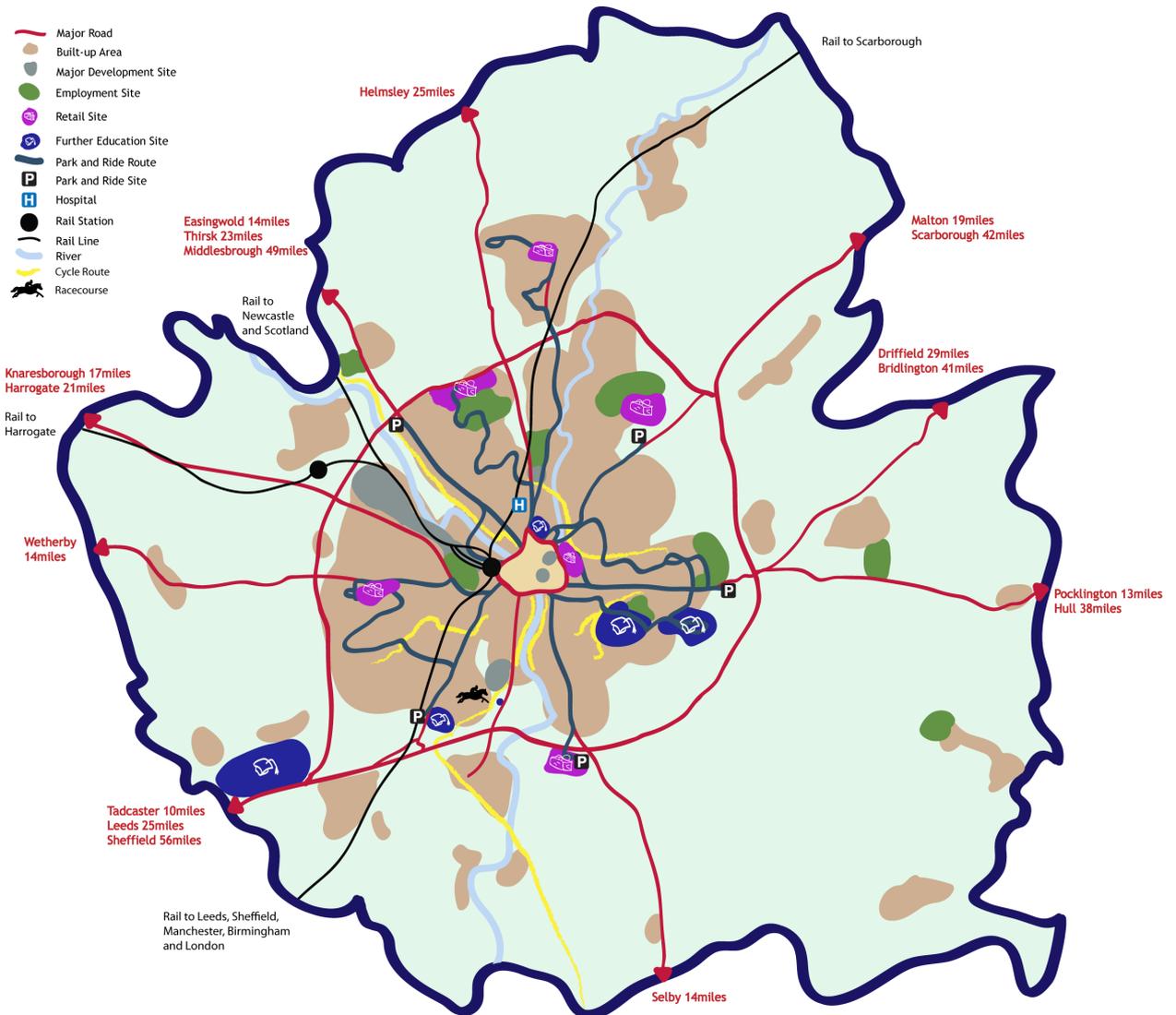
- 2.48 The layout of the central core of the city is a constraint to movement and limits opportunity for increasing capacity. Servicing a high volume of retail outlets in narrow, busy streets is also difficult.
- 2.49 The relatively sparsely populated rural hinterland surrounding the city limits the opportunities for conventional public transport running to a frequency that can compete with private transport.
- 2.50 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.

2.51 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 peak times of day, particularly in and around the city centre.
- 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.
- Many journeys from home to work are cross-city via radial routes into and out of the city centre, rather than around the city.

2.52 The map in Figure 2.4 illustrates spatially the transport network of York. It also shows the key attractors and destinations such as education and retail sites.

**Figure 2.4: The Transport Network in York**



2.53 Key transport statistics for York are shown in Table 2.1.

**Table 2.1: Profile of York**

Area	105 square miles
Population	195,400 (in 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.

### Mode of Travel

2.54 The most recent comprehensive national survey (including journey to work data for York) is the 2001 Census, as shown in Table 2.2. The Census is being repeated in 2011, but the results will not be available before LTP3 is finalised. It is expected that there will be some changes from the 2001 results due to the changes in work patterns and the interventions within York such as the Cycle City Programme to encourage cycling, and improvements to public transport and Park & Ride services.

2.55 Also shown in Table 2.2 for comparative purposes are some of the other transport survey results that have occurred in York recently. They demonstrate the range of results from transport surveys in York. The 2001 Journey to Work data gives an indication of the current mode split. York has a high proportion of people who cycle (12%) and walk (15%) to work when compared to Yorkshire and Humber and England and Wales. For people who live and work in York the walking and cycling proportions are even higher at 14.5 % and 17.8%. However, the city has lower levels of bus usage

compared to the rest of Yorkshire, and similar but slightly lower levels of car usage.

- 2.56 The car is the predominant mode of travel for work trips made by York Residents (53%). However, fewer York residents who live and work in the city use the car (47%). For those York residents who work outside of York, 82% travel by car. For people who commute into York from outside the area for work purposes 81% travel by car

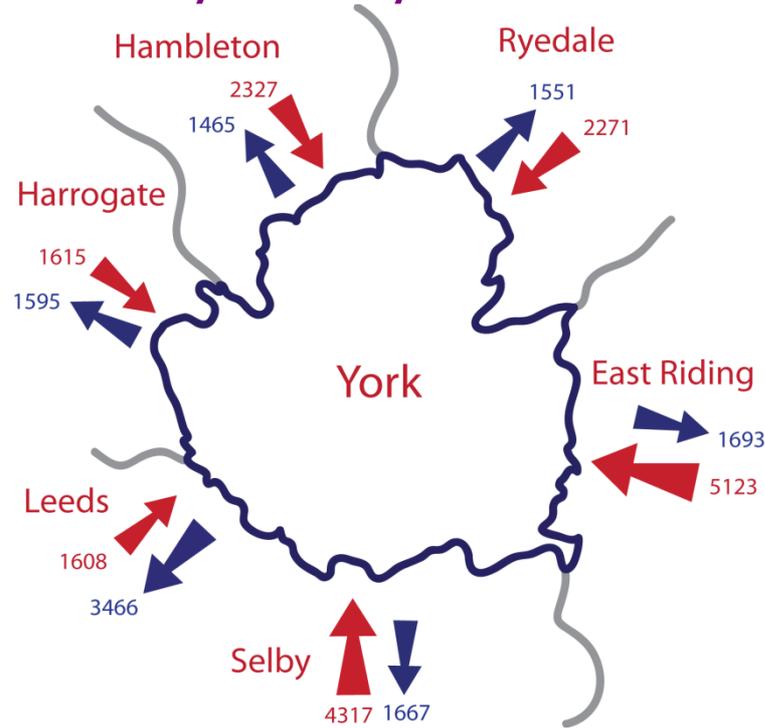
**Table 2.2: Transport survey results including 2001 Census**

Mode	2001 Census			Other Surveys	
	York Residents (%)	Yorkshire and the Humber (%)	England and Wales (%)	Dec. 2009 mode of travel in and around York (%)	April 2010 travel to work York (%)
Train	1.6	1.5	4	0.2	3
Bus	7	10	7.4	23 bus. 8 Park & Ride	6 bus 2 Park & Ride
Taxi	0.5	0.5	0.5	Nil	Nil
Car Driver	48	56	55	38	53
Car Passenger	5.5	7	6.2		
Motorcycle	2	1	1	Nil	Nil
Bicycle	12	3	2.7	13	22
Foot	15	11	10	16	12
Other	0.3	0.4	0.4	Nil	2 (two-wheeler)
Work at home	7.8	8.4	9	Nil	Nil

### **Movement Patterns**

- 2.57 The weekday journey to work movements involving York (based on the 2001 census) are shown in Figure 2.5. It can be seen that there is a large net inflow of daily trips into York from East Riding and Selby.
- 2.58 The highest proportion of the trips into York within the York Sub-Area originate in an area covered by an arc extending from Malton (north east of York) through to Selby (south of York). The principal origins are from districts east of York, including the towns of Pocklington and Market Weighton.

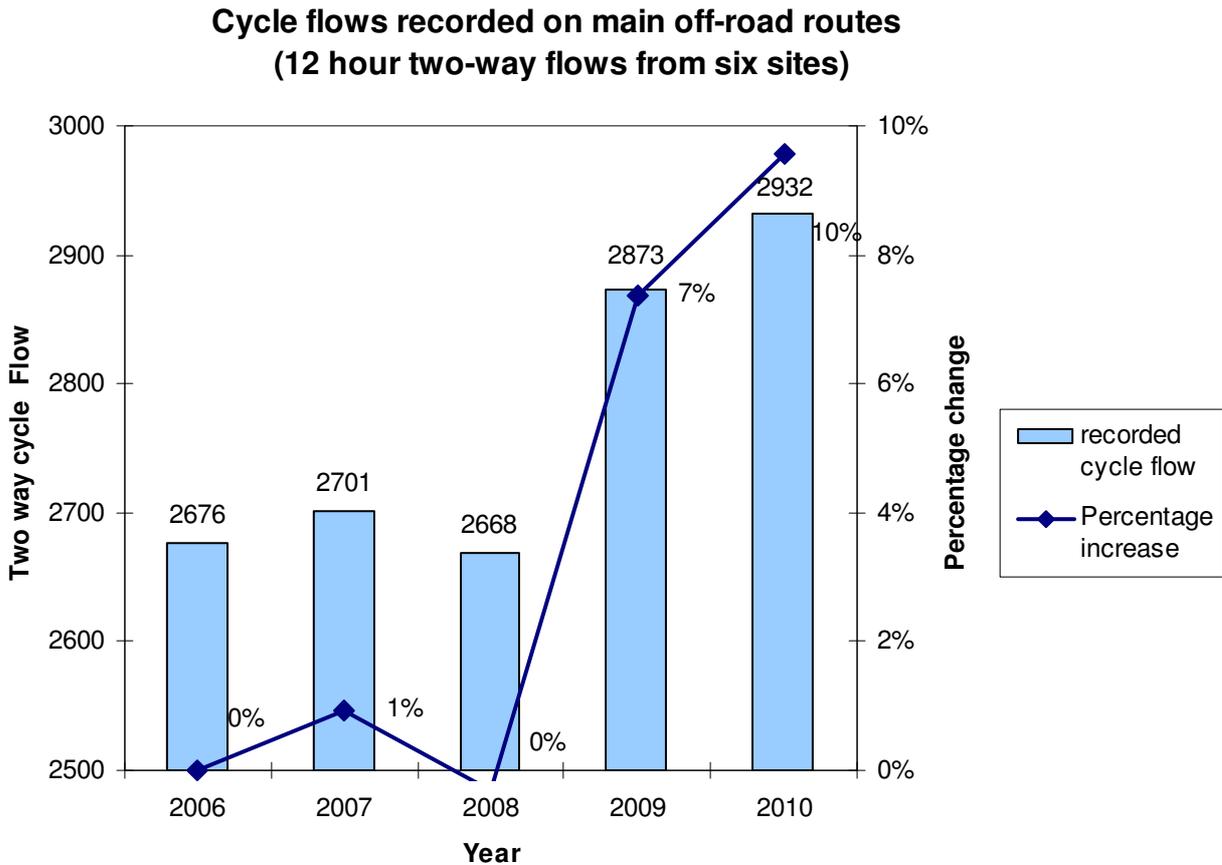
**Figure 2.5: Weekday AM Journey to Work Movements**



### Cycling and Walking

- 2.59 York has a much higher active travel modal split than many parts of the UK. Cycling is a viable mode for most trips within York due to the relatively short distances, extensive on and off-road cycle network and flat terrain. One of the main constraints to a wider take-up of cycling relates to perceived safety concerns due to high traffic levels, particularly on the inner and outer ring roads, key bridges and junctions on main arterial routes.
- 2.60 Cycling levels have increased by approximately 10% since the Cycling City programme commenced at the end of 2008. The results are shown in Figure 2.6.

**Figure 2.6: Sample of change in cycling levels 2006-2010**



2.61 Pedestrian counts are undertaken to understand the levels of walking into the city centre. 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 fluctuated between 2004 and 2009.

**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

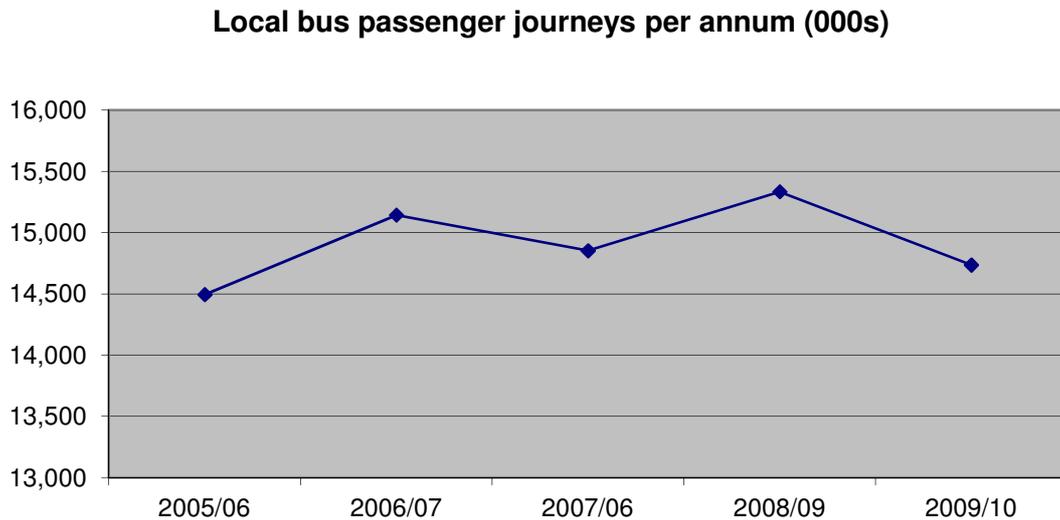
Note: No data available for 2008

2.62 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.

## Bus

- 2.63 There are approximately 15m passenger trips on bus services in York per year. 80% of the bus services in the city are provided by a single operator (First). There are also a number of longer distance operators with services to and from York. In addition, the council supports 12 routes to provide socially necessary connections across the authority area. There are no formal cross ticketing arrangements between operators in the city.
- 2.64 Bus patronage in York has remained roughly static at about the same level as it was in 2005/06, as illustrated in Figure 2.7. This is at a time when bus services have been declining in other areas of the country. Over the last few years concessionary fare and Park & Ride numbers have increased whilst other fare paying passenger numbers have reduced.
- 2.65 The five Park & Ride sites intercept inbound commuting and visitor trips at the outskirts of the city reducing the impact of traffic in the most congested areas. However not all radial routes are covered by a Park & Ride service and some of the existing sites operate over capacity.
- 2.66 The council provides a demand responsive service (Dial & Ride) 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 2.7: Bus use in York 2005-2010**



- 2.67 Consultations reveal that the cost of tickets is the main deterrent to using buses, followed closely by frequency of service and reliability. Also, it was considered that seating at and rest areas between bus stops would improve access for people with mobility impairments.

- 2.68 Within York the bus network is relatively extensive in comparison to many other towns and cities. However there are areas in the city and surrounding villages that experience either a drop in service frequency or no service at all in the evening and on Sundays. The proportion of trips by bus in the city is lower than other similar areas in the country. Discussions with the bus operators suggest that high walking and cycling levels combined with high car ownership reduces the overall public transport market.
- 2.69 The public transport network is focussed on the city centre with most routes converging on a small number of highly trafficked streets (particularly Lendal Bridge/Gillygate, Ouse Bridge/Coppergate). There are several bus routes that experience high variability in journey time due to traffic congestion. Options for bus priority are very limited due to narrow streets at key locations. The Bus Location and Information Sub-System (BLISS) provides some traffic light priority across the area but conflicting demands in the city centre limit the advantages of this system.
- 2.70 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.

## Rail

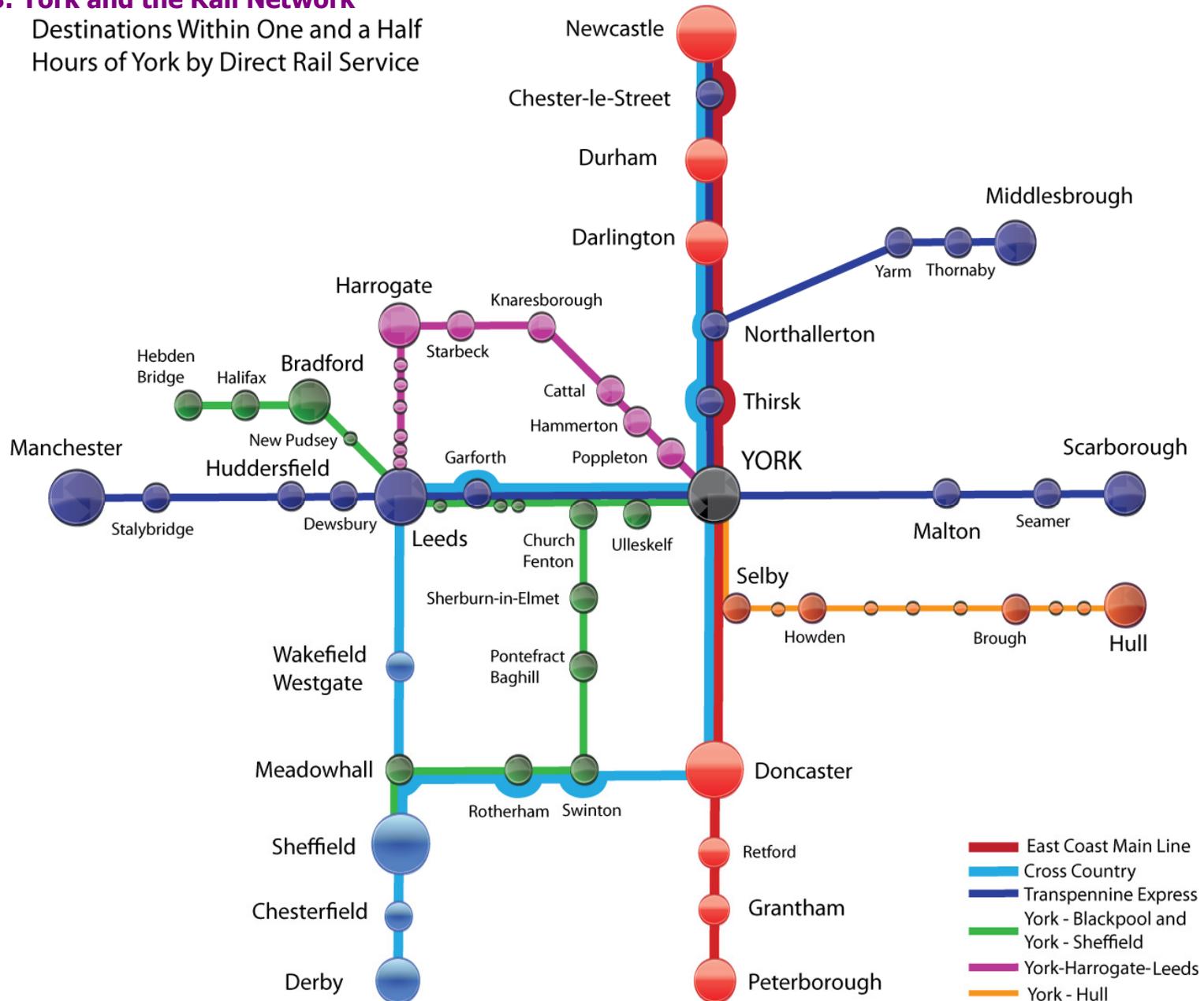
- 2.71 York is well connected by rail to many other areas of the country. London and Edinburgh are about two hours away and direct trains are available to many cities in the north of England e.g. Leeds, Manchester, Liverpool, Sheffield, Birmingham. Services to Harrogate are of a low frequency and rail links to the south east of the city including Hull are relatively poor.



- 2.72 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.
- 2.73 Figure 2.8 illustrates the rail stations that are within 90 minutes journey time of York.

**Figure 2.8: York and the Rail Network**

Destinations Within One and a Half Hours of York by Direct Rail Service



- 2.74 The national 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.
- 2.75 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.
- 2.76 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.

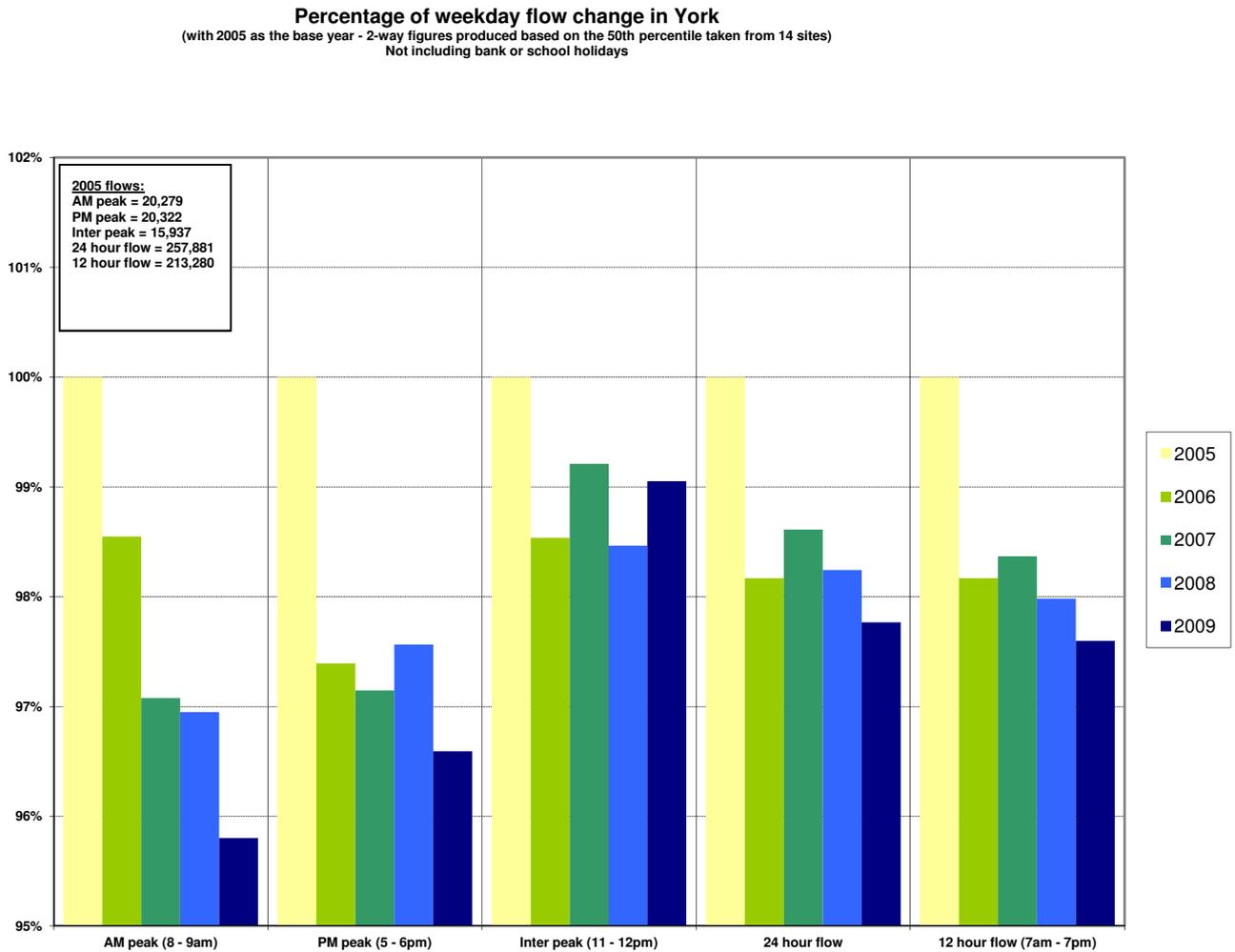
### Car

- 2.77 The car is the predominant mode of travel to work for most trips by residents in the city (53%). However the proportion of trips by car to and from the city by people who commute for work purposes is much higher at approximately 80%. The rising population, changing work patterns and increasing car ownership will put increased pressure on the road network. Many of the principal radial and orbital routes operate at above capacity at peak times leading to unreliable and long journey times.



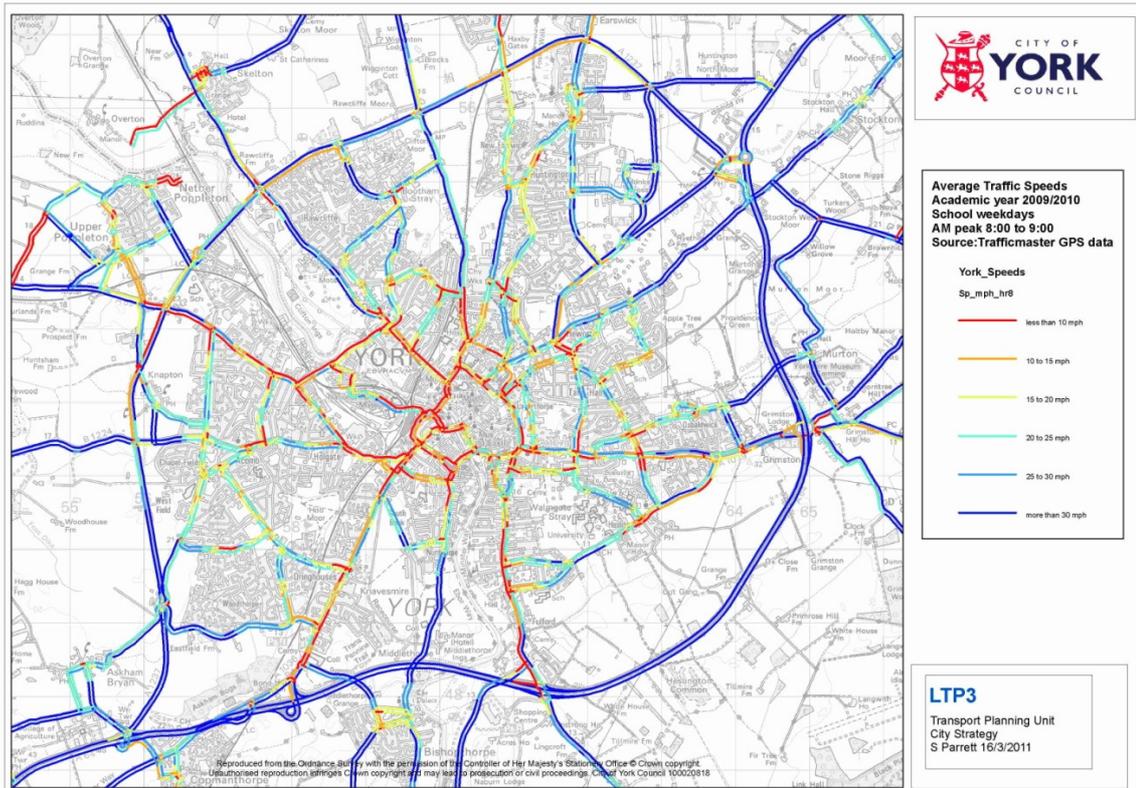
Figure 2.9 illustrates the change in traffic flow levels between 2005 and 2009 on York's major urban arterial roads through various different time periods. Traffic levels have overall decreased between 2005 and 2009, for all time periods.

**Figure 2.9: Traffic Flows in York 2005-2009**



2.78 Figure 2.10 shows average traffic speeds in York in 2009/10 in the AM peak. The slowest speeds on certain sections of road are displayed in red. This is where, between 08:00 and 09:00 in the morning, cars are travelling on average at less than 10mph, therefore indicating congestion. Most of these sections are in the city centre, to the west and on the main arterials coming into the city centre. The largest variation relative to the speed limit is on the northern outer ring road where there are significant delays on the section between Wetherby Road and Strensall Road.

**Figure 2.10: York average AM Peak traffic speeds in 2009/10**



- 2.79 Within the city centre traffic flows are managed by an Urban Traffic Control System which coordinates the traffic signals to maximise capacity. The capacity of the outer ring road is limited by the number of junctions on the route and high crossing flows.
- 2.80 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.

## Taxis, Private Hire and Community/Voluntary Transport

- 2.81 York has a substantial fleet of Hackney Carriages (180 total including 42 accessible vehicles) and private hire vehicles, providing transport throughout the day and night. Hackney Carriage ranks are allocated by the council and provided in locations around the city centre, York Rail Station and other key interchanges. The council currently awards up to two new taxi licences every six months, which are only awarded for accessible vehicles.



- 2.82 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.



### 3. York’s Transport Strategy

3.01 **This section sets out the LTP strategy, strategic themes and details measures to be implemented over the short-term (2011-2015), medium-term (2015-2021) and the long-term (2021-2031).**

#### Transport Strategy

3.02 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.

#### Our Transport Vision

3.03 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:

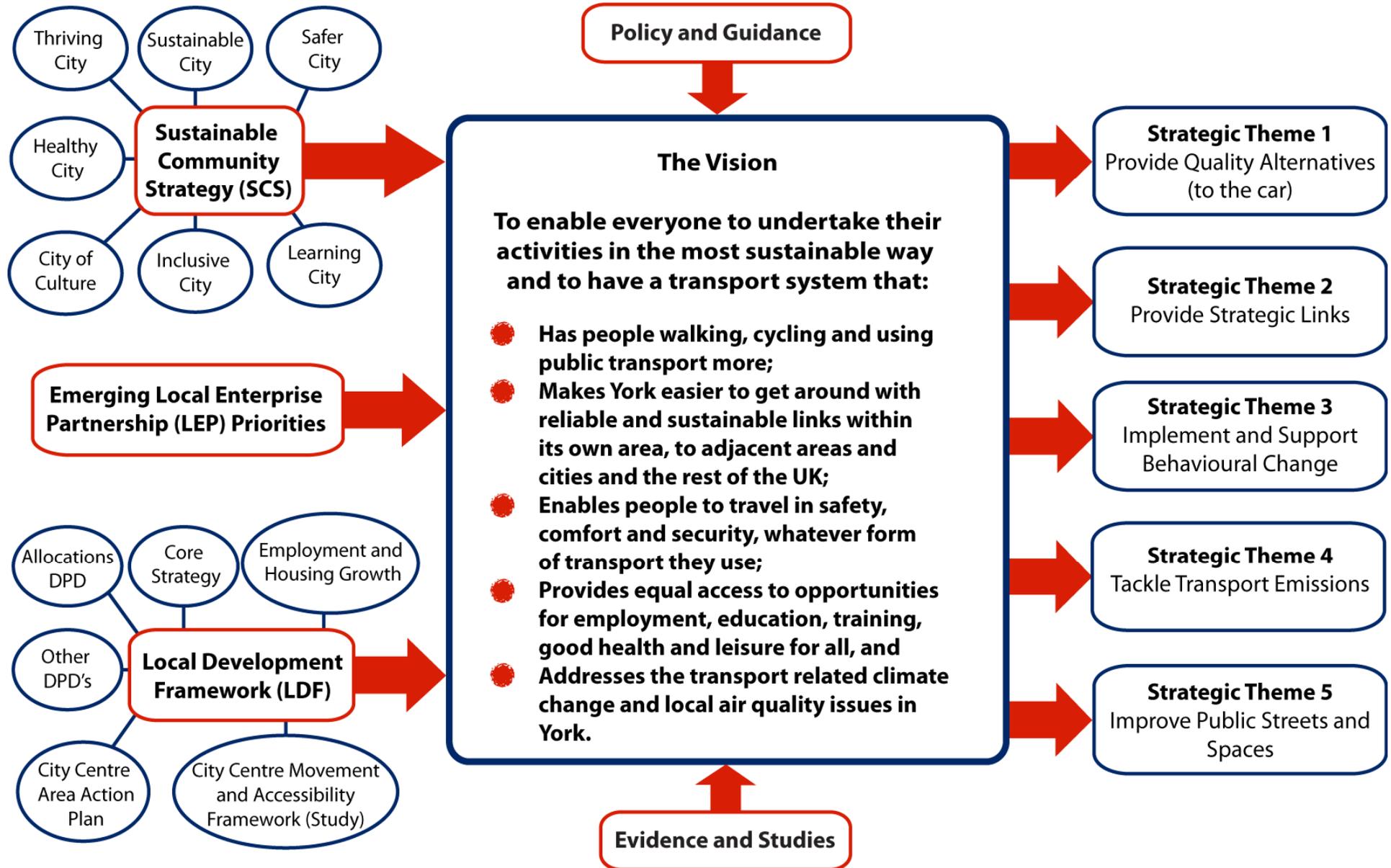
- Has people walking, cycling and using public transport more;
- Makes York easier to get around with reliable and sustainable links within its own area, to adjacent areas and cities and the rest of the UK;
- Enables people to travel in safety, comfort and security, whatever form of transport they use;
- 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.

3.04 The linkages between the LTP3 and the wider needs and aspirations of York, as discussed above, are shown in Figure 3.1.

## **Overall Approach**

- 3.05 The vision and identified challenges have helped determine our strategy for the LTP and what we hope to achieve and improve. The LTP3 aims to build on LTP2 and the large amount of work that has been undertaken to develop cycling in York through its status as a ‘Cycling City’. It also aims to continue the work on the Access York projects and, ultimately, implement them within the range of measures in LTP3.
- 3.06 Compared to LTP2, LTP3 has a stronger emphasis on low emissions and public streets and spaces.

**Figure 3.1: The LTP3 Vision and Strategic Themes**



3.07 The LTP3 strategy is based on five themes:

- Provide Quality Alternatives (to the car)
- Provide Strategic Links
- Implement Behavioural Change
- Tackle Transport Emissions
- Improve Public Streets and Spaces

3.08 Aims and objectives relative to each strategic theme have also been established to provide a framework for determining more specific transport measures to be put in place, and when they are to be implemented.

3.09 In addition to the five strategic themes, sustainable development and the support of the Local Development Framework is a crosscutting theme throughout all of the strategy. This is reflected in areas such as behaviour change, information, infrastructure, management practices and design standards (particularly for new development).

### **Option Appraisal**

3.10 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. This identified 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
- CO<sub>2</sub> emissions

3.11 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.

3.12 In addition, the following assessments have also been carried out and are available on the Council’s website at [www.york.gov.uk/ltp3](http://www.york.gov.uk/ltp3):

- Sustainability Appraisal (SA)
- Equalities Impact Assessment (EIA)
- Health Impact assessment (HIA)
- Habitats Regulation Assessment

## **Measures to be implemented**

3.13 The strategy (themes, aims and objectives) and the measures to be implemented are described in the following pages. The format for each strategic theme is:

- A brief introduction to the basis of the theme.
- An outline of the approach to be taken.
- A table showing what the LTP3 seeks to achieve (aims and objectives).
- The key outcomes expected.
- A table listing the priority measures or interventions and their intended timescale for delivery over the short term (2011-2015), medium term (2015-2021) and long-term (2021-2031).

## **Supporting documents**

3.14 Some of the measures are derived from the consideration of other strategies and documents that either support the delivery of the LTP3 or that the LTP3 helps to deliver. These supporting documents, available on the council’s website at [www.york.gov.uk](http://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.

## Theme 1 - Provide Quality Alternatives

- 3.15 This theme focuses on enabling people to be less reliant on using a car to access opportunities, services and facilities. It is based on providing alternative means of transport that are attractive and of a sufficiently high quality to make them the transport of choice in preference to the private car. The emphasis will be on enhancing the more sustainable forms of motorised travel, such as public transport, and more active forms of travel, such as walking or cycling.
- 3.16 A high quality cycle and pedestrian network and excellent bus experience are central to making a shift away from private car usage more viable.
- 3.17 Implementing this theme will be done through measures that target services, ticketing, safety measures, infrastructure, information and punctuality, which will make the experience of using alternative modes to the car more attractive.

<b>Strategic Theme 1 – Provide Quality Alternatives</b>	
<b>Aims</b>	<b>Objectives</b>
<b>Q1. Expansion of Park &amp; Ride as a mass rapid transit system for York</b>	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 <sup>1</sup>
<b>Q2. Ensuring quality adaptable local public transport services that meet the needs of passengers in a changing city</b>	a. Improve public transport service reliability, integration and attractiveness
	b. More accessible public transport information
	c. Better value fares and more ticketing products
<b>Q3. Having a comprehensive cycling and pedestrian network.</b>	a. Complete the urban cycle network
	b. Increase / improve cycle parking
	c. A safe attractive urban pedestrian network

- 3.18 Introducing and expanding the **Park & Ride service** in York is the main strategic approach that has proven success in reducing the impact of private car trips into the city centre. It is proposed to increase further the capacity and coverage of the Park & Ride service to meet rising demand. Access York Phase I - Major Scheme Business Case 1 (MSB1) would bring the total number of Park & Ride sites up to seven (including one relocated and expanded site), to achieve the desired capacity. 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.

- 3.19 There are several locations in the city where delays to **bus services** could be reduced by implementing bus priority measures. These include:
- The A59 from its junction with the A1237 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.
  - The Gillygate/Clarence Street/Lord Mayors walk junction.
- 3.20 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 ‘YorCard’ 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.
- 3.21 A programme to review the accessibility and quality of bus stops, and upgrade them as necessary, will focus on high-frequency bus routes and bus routes that have high passenger numbers.
- 3.22 There are numerous junctions within the Outer Ring Road, which could be improved for the benefit of pedestrians and cyclists, including the majority of the junctions on the inner ring road and two on Coppergate, in the city centre.
- 3.23 There are several key locations in York where **new or improved cycle routes**, would contribute to completing the urban network. Some examples are 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 Oswald’s Road to Landing Lane).
  - Moor Lane (National Cycle Network Route 66).
  - Micklegate (see also Strategic Aim 5).
  - Holgate Road (where it approaches the city centre).
- 3.24 The **key outcomes** under this theme will be:
- Enhanced Park & Ride facilities
  - Better quality and more reliable public transport
  - A comprehensive cycling and walking network

**Table 3.1: 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 <sup>1</sup> .								
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

- 3.25 This theme encompasses the need to provide good connections between population and employment centres. These are critical for the economic prosperity of York, the Leeds City Region and wider North and East Yorkshire area. In a modern economy it is essential for York to be well linked to its surrounding area and beyond.
- 3.26 In order to remain competitive and allow York to thrive, the transport network has to enable the movement of both people and freight. The challenge is for York to be connected via as many modes as possible, including public transport and more active modes such as walking and cycling.
- 3.27 To enable this to happen City of York Council must work with many partners, including neighbouring local authorities, the Highways Agency, rail companies and bus operators.
- 3.28 The growth and expansion of the Leeds City Region (LCR) economy in recent years has placed significant pressures on the transport network as more people commute (and commute further). The York to Leeds and York to Harrogate corridors are considered to be priority routes in the north eastern sector of the LCR.
- 3.29 Rail travel is an efficient form of transport, with lower direct carbon emissions than private road transport for each journey made. Rail travel can also offer significant time saving benefits over travelling by road, particularly for longer-distance journeys on higher-speed lines. York’s position on the UK national rail network (and the international rail network via Kings Cross and St. Pancras) enables it to be well connected nationally and internationally by rail. The rail link to Manchester Airport enables it to also be linked to longer distance international travel by air. However, these links need to be improved to maintain York’s competitiveness.
- 3.30 The national government has decided that the necessary capacity and quality improvements for future long distance north/south movements will be provided by a new high speed rail system, **HS2**. The proposed network would be Y-shaped up to Leeds and Manchester with onward links to the existing East and West Coast mainlines. When complete in the early 2030s it will provide a much faster connection to London and the continent for travellers from the Leeds City Region and the north of England. It is critical that York has a direct link with the new high speed line. The location of the connection to the East Coast Main Line (ECML) north of Leeds will be identified during the consultation on the detailed route north of Birmingham, which is due to be undertaken later in 2011. It is also essential that the existing ECML is upgraded in the interim period and continues to be a priority for investment.

<b>Strategic Theme 2 – Provide Strategic Links</b>	
<b>Aims</b>	<b>Objectives</b>
<b>S1. Ensuring the maintenance and selective improvement of York’s strategic networks to support the longer-distance movement of people, goods and information</b>	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
<b>S2. Ensuring that the local rail network better serves the needs of passengers in a changing city</b>	a. Improve frequency, capacity and quality of services from Leeds, Harrogate, Scarborough and Selby
	b. Development of new stations
	c. Rail infrastructure upgrades
<b>S3. Ensuring that York is well connected to the UK National rail network</b>	a. Connectivity with High Speed Rail 2 (HS2)
	b. Upgrades to East Coast Main Line

- 3.31 Selective capacity improvements on roads will benefit journey time and improve strategic links to and from York. Improvements to the A1237 Outer Ring Road (ORR) will improve the reliability of journey times along it, relieving pressure on other routes.
- 3.32 Additionally, more long-distance and out of city centre cycling and walking routes, including the public rights of way network, will provide better active transport links.
- 3.33 Locally, rail links need to be maximised by improving the interchange between bus, cycling and walking facilities at York rail station. Improving services and stations, including a new station at Haxby, will also enhance rail links. Lobbying and partnership working is seen as critically important for local and long distance service improvements.
- 3.34 The **key outcomes** under this theme 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.

**Table 3.2: 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

- 3.35 This theme encourages and supports York residents and visitors to use more sustainable modes of transport for at least some of their journeys. Encouraging people to be less reliant on their car will be progressed through education, information and awareness campaigns, coordinated with the measures in Theme 1.
- 3.36 Changing travel behaviour is an action that has an impact beyond transport, as how people travel affects their personal safety, wealth and health and well-being. It also has an affect on the environment, both locally and globally. Because the impacts are so wide ranging, the council will continue to work in partnership with other organisations, such as the health sector, emergency services, schools and employers.
- 3.37 The extensive Public Right of Way (PRoW) network in York has the potential to make an increasing contribution to changing travel behaviour. This contribution could be significant in areas where PRoWs link with popular destinations. More opportunities for active travel for trips to work as well as for leisure trips using the PRoWs could be generated with better connections with the public transport network.

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

- 3.38 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.

3.39 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.

3.40 The **key outcomes** under this theme 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.

**Table 3.3: 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**

- 3.41 Transport currently produces a significant proportion of York’s greenhouse gas emissions and the pollutants that affect air quality.
- 3.42 This theme encompasses the actions required to reduce emissions of Carbon Dioxide (CO<sub>2</sub>) attributable to transport, in order to meet the national government’s and City of York Council’s targets for reducing greenhouse gas emissions. It also covers the actions required to reduce emissions of oxides of Nitrogen (NO<sub>x</sub>), particularly Nitrogen Dioxide (NO<sub>2</sub>), arising from transport to improve local air quality.
- 3.43 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.
- 3.44 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.

<b>Strategic Theme 4 – Tackle Transport Emissions</b>	
<b>Aims</b>	<b>Objectives</b>
<b>E1. Increasing the proportion of alternatively fuelled (low emission) vehicles running within or through York</b>	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
<b>E2. Meeting the EU legal requirements for air quality</b>	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

- 3.45 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).

- 3.46 The current generation of hybrid diesel–electric buses promise 30% fuel and CO<sub>2</sub> 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.
- 3.47 The council will seek to ensure, through the renewal of the Park & Ride contract in 2017, that all Park & Ride buses are powered in the most efficient and least environmentally harmful way available at that time. Currently it is anticipated that the fleet would be upgraded to using hybrid technology.
- 3.48 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.
- 3.49 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.
- 3.50 A draft framework for developing a **Low Emission Strategy (LES)**, which sets out the approach for reducing emissions in the city, was approved by the Executive of the council in March 2011. The vision of the strategy is to transform York into a nationally acclaimed low emission city. One of the key objectives will be to reduce emissions to air from existing buildings and vehicles by providing businesses, residents and visitors with incentives and opportunities to use low emission technology. The strategies identified in the LTP will support this objective. It is anticipated that the final LES will be adopted in the Autumn of 2011.
- 3.51 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.
- 3.52 An important measure underpinning both this LTP and the LES is 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.
- 3.53 The key **outcomes** of this theme will be:
- Reduced vehicle emissions.
  - Improved air quality.

**Table 3.4: 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**

- 3.54 York’s unique cultural and heritage assets are vital to the attractiveness of the city and to the vibrant economy. This theme covers how transport can help enable York to thrive as an attractive city to visit and work in, and in particular how transport can contribute to improving public streets and spaces.
- 3.55 Transport can support this through having fewer vehicles in the city centre, having an appropriate freight policy, and controlling vehicle speeds.
- 3.56 Conditions for many pedestrians will improve with enhancements to the Footstreets and other public spaces.
- 3.57 The LTP aims to align with the principles in the City Beautiful Economic Vision and emerging LDF 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.

<b>Strategic Theme 5 – Improve Public Streets and Spaces</b>	
<b>Aims</b>	<b>Objectives</b>
<b>P1. Enhancing the character of public spaces, streets and corridors</b>	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
<b>P2. Reducing vehicle intrusion in the city centre and alterations to the inner ring road.</b>	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
<b>P3. Reducing vehicle dominance and improving the environment (for walking and cycling) in residential areas.</b>	a. Improve access to villages
	b. Improving the environment for walking and cycling

- 3.58 The impact of traffic in the city centre will be reduced by the introduction of a series of improvements over the next twenty years. The Footstreets area will be enhanced by increasing the area covered, changing the operating hours, and improving enforcement of access.
- 3.59 Other measures to enhance the environment for pedestrians and cyclists will include reducing the levels of traffic in the city centre by reviewing the operation of the inner ring road, providing more public transport priority, improving the Station to Minster route for vulnerable road users and eventually removing through traffic from the city centre.
- 3.60 The principles of the Manual for Streets 2 document, which emphasises that streets should be places in which people want to live and spend time in and not just transport corridors, will be used as a basis for the design of new developments and enhancing existing layouts. In particular, the aim will be to reduce the impact of vehicles on streets by designing spaces intelligently and proactively, giving a high priority to the needs of pedestrians, cyclists and users of public transport.
- 3.61 The location of accidents, inappropriate speed and perceived danger will continue to be investigated and engineering improvements implemented where beneficial. As the number of individual accident cluster sites has reduced due to the interventions over the last 10 years, the focus will be on a more area or corridor-wide approach.
- 3.62 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. Increasing car ownership within communities can also place additional demands on available parking. On routes where parking is causing delays to public transport new parking restrictions, resident’s parking schemes or other measures could be investigated.
- 3.63 The **key outcomes** of this theme 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.

**Table 3.5: 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 include .....3			■	■	■	■	■	■
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						

## 4. Implementation

4.01 **This section gives detail on the funding and phasing of the LTP3.**

### Setting the priority measures

4.02 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

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

4.04 The delivery timescale for the programme is heavily dependent on funding availability. The principal source of transport funding has historically come from national government through grants and bids. The number of national 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).

4.05 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 that were previously distributed separately. The Capital and Revenue funding received by the council is not ring-fenced to transport measures.

4.06 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.

- 4.07 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.
- 4.08 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 national 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.
- 4.09 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) cannot 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.
- 4.10 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

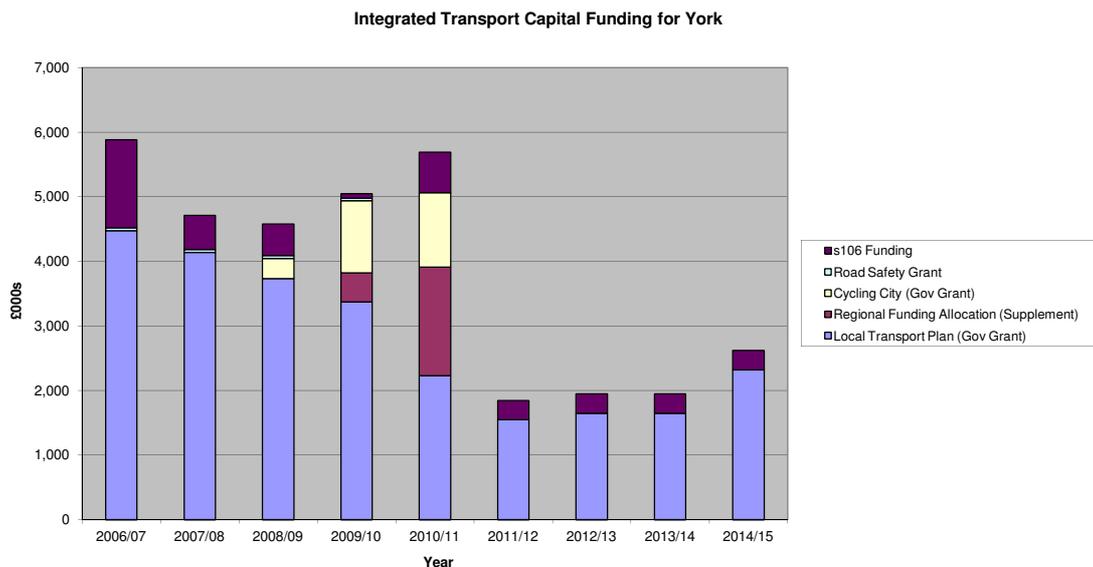
- 4.11 Over the last 10 years (2001-2011) approximately £50m of capital funding (excluding maintenance) has been spent by the council on improving the transport provision in the city.
- 4.12 Over 70% of the funding over the last 10 years has been used to deliver the necessary infrastructure to encourage 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.

4.13 The level 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

4.14 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. In addition a local contribution will be required for the Access York project of 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 4.1 below.

**Figure 4.1: Integrated Transport Funding Levels**



### Development Funding

4.15 It is anticipated that contributions from developers will fund a significant proportion of the schemes. A mechanism for 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.

- 4.16 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 (2021-31)**

- 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).

- 4.17 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 national 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

- 4.18 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 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 national 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.
- 4.19 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 Yorkshire & Humber 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.

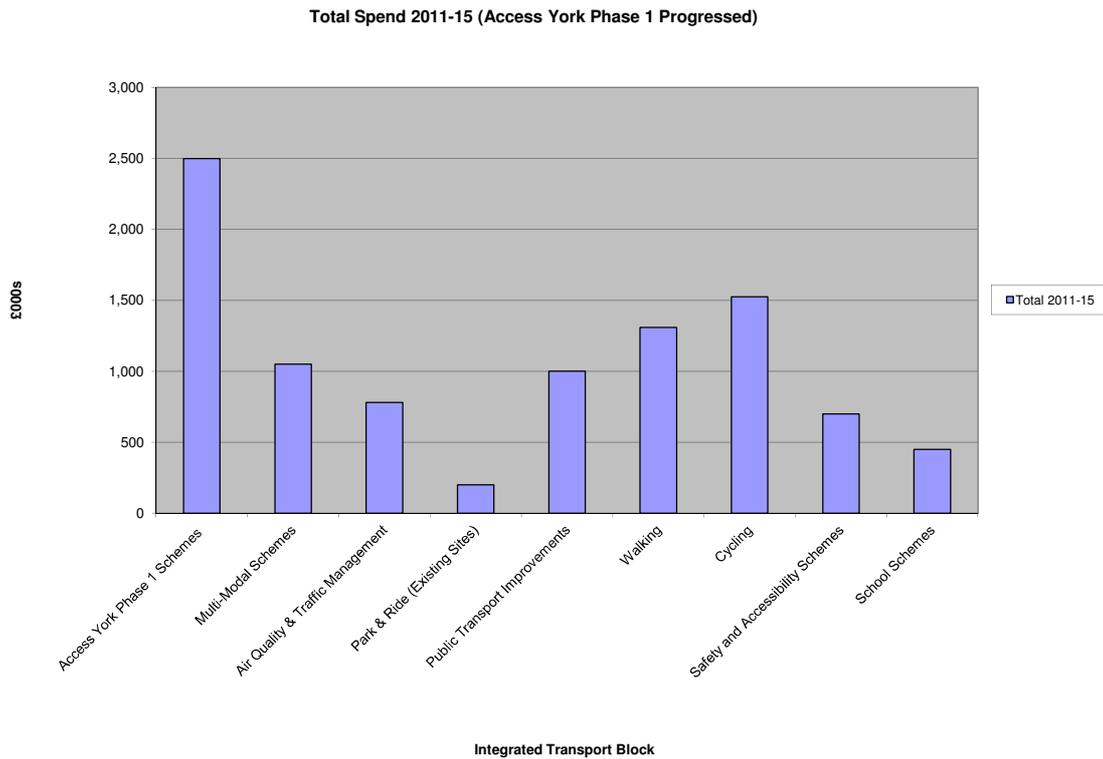
## Local Sustainable Transport Fund

- 4.20 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 second tranche in June, with surrounding local authorities to address inward commuting is also being investigated.

## Capital Programme

- 4.21 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.
- 4.22 The LTP funding breakdown, including the council's contribution towards the Access York scheme, is displayed below in Figure 4.2.

**Figure 4.2: LTP Total Spend Breakdown**



- 4.23 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.
- 4.24 Subject to detailed scheme evaluation and availability of funding, it is anticipated that the following schemes in Table 4.1 will be progressed over the four year period.

**Table 4.1: Key LTP Schemes**

<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 2 - 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 roll-out 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**

- 4.25 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 have 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.
- 4.26 Subject to confirmation of the budget allocations it is anticipated that the following indicative annual funding in Table 4.2, 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 and employment based travel planning etc) which have been successful in the Cycling City programme will be included in the bid.

- 4.27 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.
- 4.28 The largest item in the 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.
- 4.29 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 4.2: Revenue Schemes**

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

## 5. Monitoring

5.01 **This section sets out how the effectiveness of the strategy and its measures will be monitored and reviewed.**

### Introduction

5.02 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 national government, and local indicators identified by the council.

5.03 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.

5.04 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.

5.05 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.

5.06 The direct relationships between the outcomes and indicators are shown in Table 5.1. In all cases the indicators are related to an outcome, but in some cases there are outcomes without a specific indicator (although there may be indirect links) and are not shown in the table.

**Table 5.1: LTP3 indicators Relative to Outcomes**

<b>Outcome</b>	<b>Indicator(s)</b>	<b>Outcome</b>	<b>Indicator(s)</b>
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**

- 5.07 Targets have been set for all of the indicators included in LTP3 for the four-year period to March 2015. The targets have been based on the expected impact of the measures included in the implementation programme for this period.
- 5.08 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 5.2: National Indicators**

<b>Indicator</b>	<b>Ref</b>	<b>Baseline (2009/10)</b>	<b>Target (2014/15)</b>	<b>Comments</b>
People killed or seriously injured in road traffic accidents (percentage change compared to previous year)	NI 47	-28%	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%	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%	No increase above 2009/10 levels	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%	No increase above 2009/10 levels	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.
<b>Bus services running on time:</b>				
i) The percentage of non-frequent buses on time	NI 178	68%	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 5.3: Local Indicators**

<b>Indicator</b>	<b>Ref</b>	<b>Baseline (2009/10)</b>	<b>Target (2014/15)</b>	<b>Comments</b>
Pedestrians crossing the inner cordon:				
Into City Centre: AM Peak	LI 1	2,900	3% increase	The number of pedestrians per day on routes to the city centre.
Into City Centre: PM Peak		1,400		
Into City Centre: 12 hour		17,900		
Out of City Centre: AM Peak		1,100		
Out of City Centre: PM Peak		2,600		
Out of City Centre: 12 Hour		16,200		
City-wide cycle usage:				
AM Peak	LI 2	1,800	3% increase	The number of cyclists per day on both on and off-road routes.
PM Peak		1,400		
12 Hour		10,900		
Bus journeys originating in the authority area:				
Local Bus Services (including Park & Ride)	LI 3	14,774,800	2% increase	Passenger journeys per year.
Park & Ride Passengers		2,801,000	3,000,000	Total passengers per year.
Percentage of customers arriving at York Station by walking, cycling, bus, or taxi	LI 4	69%	5% increase	Surveys of passengers travelling by train from York.
Children travelling to school by car:				
i) Children aged 5-10 years	LI 5	31%	No increase	Data provided from annual School Census.
ii) Children aged 11-16 years		9%		

<b>Indicator</b>	<b>Ref</b>	<b>Baseline (2009/10)</b>	<b>Target (2014/15)</b>	<b>Comments</b>
Use of Demand Responsive Transport services	LI 6	15,700	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	94%	2% increase	Percentage of bus fleet operating in York meeting DDA requirements.
Taxis		22%	8% increase	
New developments built near frequent public transport services	LI 8	82% (2007/08 result)	85%	Residential/ commercial developments over 0.4ha.  To be updated once later years results are confirmed.
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%	16-19 year olds 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%		

<b>Indicator</b>	<b>Ref</b>	<b>Baseline (2009/10)</b>	<b>Target (2014/15)</b>	<b>Comments</b>
iv) Access to Retail Sites				
• City Centre	LI 9d	92%	Increase by 3%	Within 30 minutes of retail sites by public transport
• Monks Cross		41%		
• Clifton Moor		54%		
Change in area-wide traffic volumes:				
AM Peak	LI 10	90,300	Limit increase to 3% or less	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	Limit increase to 3% or less	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	Increase not to exceed 1.5% per year	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 killed or seriously injured in road traffic accidents	LI 13a	60	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.

<b>Indicator</b>	<b>Ref</b>	<b>Baseline (2009/10)</b>	<b>Target (2014/15)</b>	<b>Comments</b>
Children killed or seriously injured in road traffic accidents	LI 13b	6	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.
People slightly injured in road traffic accidents	LI 13c	557	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.
Nitrogen Dioxide Levels	LI 14	45 ug/m <sup>3</sup>	44 ug/m <sup>3</sup>	Annual average NO <sub>2</sub> concentrations within the Air Quality Management area.
Bus fleet meeting Euro III or better standards	LI 15	68%	100%	Percentage of bus fleet operating in York.
<b>New vehicle registrations in York in VED Band A:</b>				
Private Cars	LI 16	1%	5%	Percentage of new vehicle registrations in York per year.
<b>Facilities at bus stops</b>				
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		34	49	Bus stops with LED displays or colour TFT displays

<b>Indicator</b>	<b>Ref</b>	<b>Baseline (2009/10)</b>	<b>Target (2014/15)</b>	<b>Comments</b>
Use of 'Your Next Bus' SMS service	LI 18	181,800	75% increase	Number of requests for information (texts) per year.
Levels of cycle theft in York	LI 19	1,100	1,000	Target set by the Safer York Partnership to reduce to 1,000 by 2013/14
Pupils receiving cycle training in Years 5, 6, and 7:				
Primary School (Years 5 and 6)	LI 20	47%	50%	Target to be confirmed once historic data has been reviewed.
Secondary School (Year 7)		9%	10%	
Membership of York Car Club:				
Total Membership	LI 21	424	950	
New members per year		93	165	

**This report is available in large print and on audio cassette. For copies please contact (01904) 551550**

**The full Local Transport Plan 2011-2031 (LTP3) comprising the Executive Summary, Main Report and supporting papers is available on the City of York Council website, on CD-ROM and in printed format. For details, please contact:**

**Transport Planning Unit  
Directorate of City Strategy  
City of York Council  
9 St Leonard's Place  
York YO1 7ET**

**Telephone : (01904) 551550  
Website address : [www.york.gov.uk/ltp3](http://www.york.gov.uk/ltp3)**

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