EXAMINATION OF THE CITY OF YORK LOCAL PLAN 2017-2033

PHASE 4 HEARINGS

MATTER 7: Transport and Air Quality

CITY OF YORK COUNCIL STATEMENT

Matter 7 – Transport and Air Quality

7.1 Will the transport impacts of the Plan fall within reasonable bounds? In other words, having regard to paragraph 32 of the Framework, can improvements be undertaken within the transport network that cost effectively limit the significant impacts of development or will the residual cumulative impacts be severe?

7.1.1 The transport impacts of the plan will fall within reasonable bounds and the residual cumulative impacts will not be severe.

7.1.2 NPPF 2012 Paragraph 32 identifies the need for decisions to take account of whether improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. The interventions identified in Plan policies in Section 3 and Section 14 of the Plan, reflecting the infrastructure evidence base, show that the required improvements are deliverable, viable and will be effective in limiting significant impact (discussed further under 7.2). Plan policies make clear that developments will need to be designed so that public transport, walking and cycling is attractive for residents, reducing pressure on the network associated private car travel. Clear targets are set for bus travel associated with strategic sites. This reflects CYC's positive track record at improving public transport travel and limiting increased car use. The Local Plan Forecasting Report, June 2023 [EX/CYC/87] highlights bus passenger numbers have increased in York between 2000 to 2019 by 65%, whilst they have fallen nationally. Increased demand for public transport supports investment in public transport which could result in more frequent and / or direct services – and economies of scale.

7.1.3 The Strategic Transport model evidence demonstrates that the residual cumulative impact on the transport network will not be severe. This is based on an in-depth analysis of the impact on private vehicular transport using CYC's strategic transport model. The results are set out in the Local Plan Modelling Report, June 2022 [EX/CYC/87a] and Local Plan Forecasting Report, June 2022 [EX/CYC/87]. The results from the VISUM model demonstrate that the forecast impacts will not be severe.

7.1.4 The Local Plan Forecasting Report, June 2022 [EX/CYC/87] examines historical traffic flows and population increase in York. There was no correlation between the two variables on York's local Highway Network, with traffic flows largely unchanged on radial routes and falling in the city centre despite population growth. Some parts of York's Highway network have seen significant reductions even though York's population has increased. However, it is accepted that accommodating growth in absolute terms, irrespective of the spatial distribution, is likely to increase pressure on the existing transport network overall. This has been adopted as a prudent assumption in the modelling work undertaken in support of the Plan.

7.1.5 As such, the modelling presented in EX/CYC/87, 87a and 91 presents a conservative set of forecasts which assume an increasing population in York will increase the number of trips taking place on York's road network and that this will cause increased congestion and – hence – journey times. The Council's view, based on the modelling, is that the impact of the development in the Local Plan is acceptable. The changes in travel times are shown in Local Plan Forecasting Report, June 2022 [EX/CYC/87]. These times are worst case stress tests of the network and do not consider many of the mitigating measures CYC will be taking forward in future Local Transport Plans. The forecast impacts of traffic growth between the 2019 base and 2033 forecast are as follows:

- In the 2019 base a typical AM or PM peak journey takes around 12 minutes, 2 of which are spent in queueing traffic
- In the 2033 forecast the equivalent journey would take 13 minutes, with 3 minutes spent in queuing traffic
- The overall forecast is similar for the different development scenarios considered.

7.1.6 As set out above, this is likely to be an overstatement of impacts given the weak historic correlation between population increase and traffic flows in York.

7.1.7 The forecast network impacts can be managed and mitigated. The Plan will support the delivery of general and specific junction or other highway enhancements as set out in the Local Transport Plan 2011-2031 (LTP3) and subsequent associated (or complementary) investment programmes that improve journey time reliability on sections of the road network that experience high volumes of traffic or delay. Policy T4 is relevant. The Council is also working with National Highways to develop mitigation measures where impacts of the plan could be significant on the Strategic Road Network. CYC have developed potential schemes at Grimston Bar Interchange and are examining numerous interventions at Fulford Interchange. It is considered these interventions can be delivered cost effectively and they are considered in the Infrastructure Note (EX/CYC/79).

7.1.8 If the Plan is not adopted, development will still take place in York. This development will also impact York's transport network. The modelling work presented in EX/CYC/87, 87a and 91 compared scenarios with and without the Plan in 2033. This concluded that the journey time impacts will be lower with the spatial distribution in the Plan than with a likely alternative, and the spatial distribution in the Plan will be better at managing the growth, as well as giving the Council a more effective policy framework for managing the cumulative impacts of development.

7.1.9 The Plan also provides an opportunity to improve many aspects of transport in York. Improving the walking and cycle network in line with Policy T5 will provide quicker and cheaper journeys than can currently be provided by private car trips. Increasing levels of walking and cycling while reducing car use would reduce carbon emissions, improve air quality and reduce noise pollution. Policy T2 will improve York's public transport provision. A number of public transport projects have been delivered since submission or are underway. The 'Zero emission bus regional areas scheme (ZEBRA)[1]' and Bus Service Improvement Plans will invest £35m into the York bus network between 2022 and 2025 on a range of measures to electrify bus services, provide new bus priorities, reduce and simplify fares and upgrade the park and ride system.

7.1.10 Informed by the Plan, a new Local Transport Strategy is being prepared and will be consulted on later in 2022. This will feed into the new round of Local Transport Plans which the Department for Transport indicate will be needed in 2024/5. The transport strategy will set out the Council's approach to maximising sustainable transport use in York and reducing the carbon intensity of transport by targeting active travel measures and improving our public transport system. The Local Transport Strategy will be supported by implementation documents including a Local Cycling and Walking Infrastructure Plan, which will detail how York's cycle and walk networks will be developed to support the proposed development pattern, and a Bus Service Improvement Plan which will set out how the bus service will be tailored to serve the new development. These documents will be incorporated into a new York Local Transport Plan, which will be prepared to the guidance shortly to be issued by the Department for Transport.

7.2 Are Policies T1 to T9 justified and would they be effective?

7.2.1 Policies T1 to T9 together with transport related parts of policies in Section 3 of the Plan (extensively discussed during Phase 3), are an effective framework for managing trip growth and enabling greater use of sustainable transport modes. Outside of the Plan process, CYC is extremely ambitious in developing sustainable (non-car) transport in York as set out in response to 2.1 above. The York Local Transport Plan will be a support delivery of Policies T1 to T9 in York.

7.2.2 Proposed modifications to Policies T1 to T9 are made in Appendix A to this hearing statement. The modifications made update the policies to reflect scheme delivery, changes to the national policy framework (for example, new cycle scheme design standards set out in LTN1/20 and the need to develop a Local Walking and Cycling Infrastructure Plan (LCWIP) in response) and

[1] ZEBRA funding programme was to help local transport authorities (LTAs), outside London, to introduce zero-emission buses and the infrastructure needed to support them.

changes to agency names (for example, from “Highways England” to National Highways”. A range of other changes have been made to remove unnecessary detail of individual schemes, aid clarity or update delivery timescales.

Justification and Effectiveness of Policies T2 to T5 and T6

7.2.3 Policies T2 to T5, as proposed for modification in Appendix 1, identify key transport infrastructure needed to support development in the Local Plan. T6 complements these policies by ensuring development does not prejudice the operation of public transport infrastructure or prevent disused infrastructure being brought back into use where possible. These will contribute to meeting the Plan vision and overarching development principles, in particular policy DP2(v).

7.2.4 These policies have been subject to sustainability appraisal. Section 14 of the Plan is identified as having a neutral or positive effect on all sustainability objectives in Sustainability Appraisal 2018 [CD008], 6.4, PDF page 160.

7.2.5 The policies are justified by the Council’s infrastructure and viability evidence as set out in:

- Infrastructure evidence IDP (2018_ SD128 and subsequent updates including Phase 2 Infrastructure Note EX/CYC/79
- Viability Assessment Update Study (April 2018) [CD018] and subsequent sensitivity testing in HS/P2/M6/IR/1b(i), EX/CYC/99a, EX/CYC/99b and EX/CYC/99c.

7.2.6 This evidence shows the interventions are deliverable and that the policy approach is effective. The infrastructure evidence identifies actual and estimated costs, timelines and delivery partners. Projects identified are informed by detailed business cases on feasibility which necessarily cover cost assessment. This infrastructure evidence sets out where CYC, in partnership with strategic transport providers, are delivering projects which will significantly mitigate the transport impact of the population growth of York and enable sustainable transport. It also clearly identifies transport requirements for allocated strategic site (reflected as appropriate in Section 3 of the Plan) . The viability implications associated with developer contributions have been thoroughly tested. In addition, the Council has entered into Statements of Common Ground with developers and with National Highways which address these transport infrastructure matters reinforcing the deliverability of these policies.

7.2.7 Modifications are proposed to clarify the drafting of these policies as set out in Appendix 1 to improve their effectiveness. It is proposed to pare back some of the project detail. This is because ossifying the projects in a list of this type

fails to take account of the dynamic nature of infrastructure planning. It is noted that:

- The project lists where overly specific are already out of date since submission with short term projects having already been delivered (and the timeframe having elapsed) and number medium term projects underway or subsumed by Bus Service Improvement programme.
- The list cannot be an exhaustive list particularly as it relates to the medium and long term, other or change projects may emerge towards the latter stages of the Plan period.

7.2.8 This level of project details is covered by the IDP which as set out in DM1, as proposed to be modified, will kept up to date to support Plan implementation (as set out in the Council's Phase 4, Matter 12 Statement)

Justification and Effectiveness of Policies T1, T7 to T9

7.2.9 Policies T1, T7 to T9 have been subject to a sustainability appraisal with the assessment of policies in Section 14 of the Plan having a neutral positive effect on all sustainability objectives (see Sustainability Appraisal 2018 [CD008], 6.4, PDF page 160). As well as covering the matters prescribed for inclusion in Plans in NPPF 2012 (paragraphs 29 to 41), they are justified by evidence set out in the Council's highways modelling evidence outlined in response to 7.1 above, and the need to effectively manage transport network impacts.

7.2.10 The policies are also demonstrably effective. Since Plan submission, it is noted that these policy requirements have been adopted by developers; for example, the Section 106 agreement associated with planning permission York Central (ST5) includes a sustainable transport settlement of £3.9m and incorporates a further £2.3m penalty payment if mode share and other targets are not achieved. The S106 also conditions a number of enhancements to sustainable transport networks within York Central which, if delivered separately, would have a value of £1-£2m.

7.2.11 Modifications are proposed to clarify the drafting of these policies as set out in Appendix 1 to enhance their effectiveness.

7.3 Will the (cumulative) effect of the Plan on air quality be acceptable?

7.3.1 Yes, the cumulative impact of the Plan on air quality will be acceptable. This has been assessed through the sustainability appraisal and assessment of potential emissions associated with vehicles. Air quality has also been monitored closely since submission, as part of the annual Air Quality Status Reports, and the Plan is made within the context of improvements to air quality in York.

7.3.2 The impact Plan on air quality (and other sustainability objectives) has been comprehensively addressed through the sustainability appraisal (SA). Table 5.1 of the Sustainability Appraisal 2018 [CD008] presents the sustainability framework used to assess the Plan (PDF page 108). This comprises 15 SA objectives and associated guide questions and objective 12 is to improve air quality. Every policy and site allocation in the Plan has been assessed using this framework to consider significant positive and negative effects.

7.3.3 Table 6.4 (PDF page 160) presents a summary of the assessment of the cumulative impacts of the Plan. This demonstrates the Plan has a largely neutral or positive impact on air quality. Housing and economic development policies *are* identified as having a potentially negative impact – especially in parts of the city where there are already air quality issues. This reflects the use of resources required to support housing growth and generation of waste both during construction and once dwellings are occupied as well as the potential for increased traffic and congestion (CD008, paragraph 6.4.15). However, the Sustainability Appraisal 2018 [CD008] identifies that it is likely that the negative effects identified would be lessened through the implementation of policies contained within the Plan. Policies ENV1 and ENV2, will have a particular role in mitigation and management [paragraph 6.6.53].

7.3.4 The main air pollutants of concern in York are NO2 and particulate matter (PM). Typically, traffic is responsible for around 50 to 70% of the total NO2 at any particular location in the city, although the exact amount varies according to proximity to roads and other emission source (as identified in the Air Quality Annual Status Report, 2021 (EX/CYC/80) and in 2022 (EX/CYC/106). CYC has also undertaken modelling to assess emissions from transport and assessed different spatial impacts.

7.3.5 As set out in Comparative Effects of Different Spatial Distributions, July 2022 (EX/CYC/91) Table 2, despite increasing numbers of trips on the network, changes in vehicle fleet composition mean that forecast NOx levels will fall to 35% of 2019 levels and PM 2.5/10 levels also fall, although by not as much. While this is an assessment of emissions rather than air quality levels, taken with other assessments it indicates air quality impacts will be acceptable.

7.3.6 A clear monitoring framework is in place. The Plan includes a comprehensive monitoring framework in Section 15 which includes air quality indicators (PDF page 298). These are also monitored as part of the Annual Air Quality Action Plan Annual Status Report. The Air Quality Action Plan Annual Status Report, 2022 (EX/CYC/106 PDF page 16), identifies that national air quality objectives for PM10 and PM2.5 are currently met in York (this was also reported as met in 2021 as set out in EX/CYC/80). The Air Quality Action Plan Annual Status Report, 2022 (EX/CYC/106) identifies that despite concentrations of NO2

monitored in York throughout 2021 being higher than those monitored in 2020 (due to lock down impacts), they continue the general downward trend in NO2 concentrations monitored across the city since 2012 (PDF page 49).

7.4 Will Policy ENV1 prove effective?

7.4.1 Yes, policy ENV1, as proposed to be modified as set out in Appendix 1, is effective. It requires developers to minimise total emissions from their sites, minimise local air quality impacts and minimise exposure to pollution. This is assessed through an air quality assessment required for specified development. The effectiveness of the implementation of these policies is clearly demonstrated in EX/CYC/80, Table 4.1 (PDF pages 66 – 80).

7.4.2 Modifications to policy ENV1 are proposed in Appendix 1 to provide greater clarity (in line with NPPF 2012 paragraph 154) on where the policy applies. The proposed changes are to delete supporting text from the policy (moving it to the explanatory text) and to clarify that, where produced, any SPD would be intended to supplement rather than create new policies. These changes do not alter the intent of the policy or introduce new requirements, rather they are intended to clarify these.

7.4.3 The Plan is not the only mechanism by which the CYC seeks to manage air quality and reduce pollutants. CYC has produced an Air Quality Action Plan 3 2015 – 2020 [SD096] and progress on this is reported to DEFRA annually (and 2021 and 2022 reports are included in the examination library as EX/CYC/80 and EX/CYC/106). The Air Quality Action Plan Date seeks to:

- prevent the need to declare further AQMAs in the city
- prevent any increase in the number of people exposed to poor air quality in the city
- prevent city wide emission growth as far as possible, via on-site mitigation measures where possible and/or contributions towards delivery of other measures at a city-wide level

7.4.4 AQAP3 supports delivery of the Local Plan by ensuring the emission impact of future vehicle trips is minimised as far as possible. The aim is to ensure that as many trips as possible are transferred to more sustainable modes, and where vehicle trips remain that these are made by low emission vehicles, particularly those which run on electric or use hybrid technology. As fourth Air Quality Action Plan (AQAP4) is currently being prepared. This will include measures to further reduce nitrogen oxides and particulates from all sources and to support and complement the CYC's Plan as well as the emerging new Economic Strategy, Climate Change Strategy and fourth Local Transport Plan.

Appendix 1 – Proposed Modifications

Section 14: Transport and Communications

14.1 An effective transport network enables people to access work, services, leisure and other facilities in an efficient and safe way. It also enables the efficient movement of goods, materials and information. It is, therefore, an important element in supporting economic growth and the growth of sustainable communities.

14.2 Transport policies have an important role to play contributing to this and also contributing to wider sustainability, environmental (including heritage) and health objectives. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel and enabling development in a way which reduces its environmental impact. Planning policies and decisions should support a pattern of development which, where reasonable to do so, facilitates the use of more sustainable modes of transport, thus supporting reductions in greenhouse gas emissions and reducing congestion to levels below that which may otherwise be expected without such policies.

14.3 The transport policies of this Local Plan are consistent with the strategic themes of the City of York Council Local Transport Plan 3: 2011-2031 (2011) that are:

- provide quality alternatives (to the car),
- provide strategic links,
- implement behavioural change,
- tackle transport emissions, and
- improve public streets and spaces.

14.3a A new Local Transport Strategy is being prepared and, informed by the Local Plan, it will set out the Council's approach to maximising sustainable transport use in York. It will inform a new Local Transport Plan which will be developed using the emerging Department for Transport guidance and will be submitted to government. This will set out York's transport priorities and act as a bidding document to government for further Transport Funding.

14.3b The Local Transport Strategy will be supported by a number of implementation documents which will set out detailed plans for individual modes of transport or aspects of the transport system. One of the implementation documents will be York's Local Cycling and Walking Infrastructure Plan which will set out in detail how the York cycle and walk networks will be developed to provide effective walk/ cycle facilities to support the proposed development pattern. A further implementation document will be the Bus Service Improvement Plan, which will set out how the bus service in York will be developed.

Policy T1: Sustainable Access

Development will be permitted ~~supported~~ where it minimises the need to travel and provides safe, suitable and attractive access for all transport users to and within it, including those with impaired mobility, such that it maximises the use of more sustainable modes of transport.

This will be achieved by:

a. ensuring developments that can be reasonably expected to generate significant traffic movements are supported by frequent high quality public transport linking them to York city centre and other key destinations, as appropriate; and
b. requiring development proposals to demonstrate

i. There is safe and appropriate access to the adjacent adopted highway for motor vehicles but also pedestrians and cyclists.
ii. There are safe and appropriate links to local services and facilities, the surrounding walking, cycling and public transport networks (including, where appropriate, the Public Rights of Way (PRoW) network), and that these integrate into the overall development.
iii. They provide suitable access, permeability and circulation for a range of transport modes whilst giving priority to pedestrians (particularly those with impaired mobility), cyclists and public transport services
iv. They create safe and secure layouts for motorised vehicles (including public transport vehicles), cyclists, pedestrians that minimise conflict.
v. They provide sufficient convenient, secure and covered cycle storage, ideally within the curtilage of new buildings.
vi. New roads or accesses through the development restrict access for, or otherwise discourage general motor traffic.

Where development is to be supported by frequent high quality public transport linking them to York City Centre or other key destination, developers will be required to ensure the provision of such new services or enhanced existing services, as necessary, from first occupation of the development for a period of up 10 years, or five years after last occupation, whichever comes sooner. For all development, public transport services should be within reasonable safe walking ~~and cycling travel~~ distance of all parts of the development.

~~In applying this policy it is recognised that in some circumstances developments will not be able to achieve these criteria (for example, in heart of footstreets area), so they can, subject to sufficient justification of effective accessibility (including taxis) being submitted by a developer, be relaxed. Also some developments may be of a sufficient size to warrant a higher degree of accessibility than would otherwise be required for its location.~~

See also Policy DP3, D2, DM1 and ENV1

Explanation

14.4 Careful choice of location and layout of new development, combined with appropriate design and management measures, including adequate provision for

pedestrians, cyclists and users of public transport in all new development, can help to reduce the dependence upon private cars, providing a safer, and more sustainable (and in the case of walking and cycling, a more healthy) alternative means of travel for most members of the community either for leisure or more functional purposes. The layout and design of development will need to balance safety, convenience and attractiveness whilst addressing potential conflict between the different modes of transport. In applying this policy it is recognised that in some circumstances developments it will not be feasible (for example, in the heart of footstreets area), so they can, subject to sufficient justification of effective be applied more flexibly.

14.5 Roads providing a new direct vehicular through route will generally not be supported, as these are likely to attract car traffic from more major roads. However, controlled through access for buses and cycles is encouraged and through routes that offer sufficient deterrent to general car traffic may be supported. Where any new through-route for all traffic is proposed, it is important that the potential impacts are minimised.

14.6 Developments likely to generate significant traffic movements include, but are not limited to

- strategic housing allocations (i.e. sites over 5 ha);
- new 'garden village' settlements;
- strategic employment locations;
- other residential development sites that are over 5 ha; and
- residential development sites that are under 5 ha, but have more than 200 dwellings.

14.7 Public transport (particularly buses) has a crucial role to play in meeting York's transport needs and embedding sustainable travel patterns from an early stage. This is particularly important for new settlements, urban and sub-urban extensions and development on the city's edge where key services and employment centres are not often within walking distance of housing.

14.8 ~~Guidance on the distance to public transport and the level of service provision for it to be considered high quality and accessible will be contained in a forthcoming 'Sustainable Transport for Development' Supplementary Planning Document (SPD).~~

14.9 The frequency criteria for public transport ~~(as stated in the SPD)~~ shall generally apply for the peak-hours of movement to and from the development and, for non-residential development, the main hours of operation of the resulting use. Outside of these peak periods a reduction in frequency may be supported, subject to suitable levels of access being maintained. In terms of public transport accessibility, appropriate contributions for off site improvements to ensure safe and convenient access to bus stops will be required as necessary.

14.10 The requirement to ensure the provision of public transport services from first occupation of the development for a period of up to 10 years, or five years after last occupation, whichever comes sooner, shall apply unless the developer can demonstrate

- this is not a viable option in terms of practicality and cost - in such cases the developer should set-out the proposed level of public transport provision and the duration of this provision, together with a justification for this; or
- such new services or enhanced existing services will become commercially viable within a shorter timeframe.

14.11 ~~All development should be fully accessible to all groups within the community. However, p~~People with mobility impairments (including sensory impairment), are often precluded from playing a full and independent role in society by the inaccessibility of land, buildings, transport and other facilities. Consequently, all development should be fully accessible to all groups within the community.

14.12 Lack of sufficient safe, covered and convenient storage space for cycles in new development, particularly in residential development, can deter people from owning and using a cycle. ~~Development will be expected to be in accordance with the advice contained in the Council's 'Sustainable Transport for Development' SPD.~~

14.13 The design of new car parks should take full account of the requirements of people with limited mobility. In particular, disabled parking bays should be located as close as possible to either the facility concerned or the principal pedestrian route from the car park, and sufficiently generous space must be provided at these bays to accommodate wheelchair users. ~~Further details are contained in the Council's 'Sustainable Transport for Development' SPD.~~

14.14 The National Planning Policy Framework (2012) (NPPF) requires that development should be designed to incorporate facilities for charging plug-in and other ultra-low emission vehicles. This is consistent with the Low Emission Strategy (2012). Unless it can be demonstrated that it would undermine the viability of developments, a recharging point should be provided for each off street parking space within the development.

14.14a The Council will provide further guidance for developers on the application of this policy in a Sustainable Transport for Development' Supplementary Planning Guidance.

Delivery

- Key Delivery Partners: City of York Council; and developers.
- Implementation: Planning applications, developer contributions, City of York Council capital programme ~~Network Rail~~ Great British Railways investment programmes, train operating company investment programmes, and public transport operator service changes (commercial and contracted services).

Policy T2: Strategic Public Transport Improvements

The Plan will support the delivery of general and specific junction, highway or public transport infrastructure enhancements as set out in the Local Transport Plan 2 2011-2031 (LTP3) and subsequent associated (or complementary) investment programmes (including updates to the Local Plan Infrastructure Delivery Plan), particularly the Bus Service Improvement programme starting from 2022 and the programme to electrify up to two-thirds of York's bus network.

The Council will enable and where appropriate require development to contribute to:

- Expanded and improved bus services across the City, potentially including elements of Bus Rapid Transit services, to connect sites Site Allocations ST15 and ST14 to York city centre and adjacent development.
- Expansion and improvements to of Park and Ride network to serve inter-urban bus services and reduce pressure on the strategic road network Highways enhancements and traffic restraint measures in the city centre to improve public transport reliability
- Rail and accessibility improvements including improvements to public transport interchange at York Station and development of a new Station at Haxby.

The Council has identified specific projects as part of its Infrastructure Delivery Plan, highlighting timescale for delivery (whether short, medium and longer term) and associated funding and delivery bodies. This will be regularly reviewed and updated over the life of the Plan to support delivery.

~~In addition, strategic public transport infrastructure, as listed below, and (if requiring land outside of the highway boundary to implement) as identified on the Proposals Policies Map, will be implemented in the short-term and medium–term timescales shown, and pursued in the long-term timescale shown.~~

~~Short-term (2017-22)~~

~~i. The following highway enhancements to improve public transport reliability~~

- ~~Electrification of 5 of 6 services on the park and ride network~~
- ~~public transport interchange improvements in York city centre at Rougier Street and Museum Street,~~
- ~~Leeman Road / Shipton Road Corridor Improvements,~~
- ~~improve bus routing and waiting facilities adjacent to the memorial gardens in Leeman Road,~~
- ~~citywide improvements to the urban traffic control system – to improve service reliability, and~~
- ~~a package of physical measures to improve operation of the bus fleet and bus services in York city centre.~~

~~Medium- term (2022-27)~~

~~ii. Further expansion of the Askham Bar and Poppleton Bar Park &Ride facilities to match rising demand. Reconstruction of the area around York Station frontage to improve bus interchange and the public realm (funds awarded by West Yorkshire Transport Fund)~~

~~Improvements to bus interchange on Tower Street and Clifford Street (funds awarded by West Yorkshire Transport Fund)~~
~~Three new bus priority lane on Boroughbridge Road/ Water End/ Leeman Road as part of the York Central development (funds awarded by DLUC, West Yorkshire Transport Fund)~~
~~Electrification of a number of York's high frequency bus routes through purchase of 44 electric buses (funds awarded by DfT)~~
~~Upgrade of York's 6 park and ride sites to "multi-modal hubs" offering a greater range of transport services, including access to inter-urban bus services to reduce pressure on the strategic road network (funds awarded by DfT)~~
~~A range of bus priorities in central York and on congested corridors (funds awarded by DfT)~~
~~A range of new, flat fare bus tickets and fare reductions for younger people (funds awarded by DfT)~~
~~A comprehensive upgrade to York's real time bus information system~~

~~iii. The following highway enhancements to improve public transport services and reliability~~

~~• a segregated grade-separated bus (and pedestrian / cycle) route across A1237 to improve connectivity with the areas to the north-west of the city, and~~
~~• a dedicated public transport / cycle route linking the new settlement (ST15) to a suitable access on York's highway network in the urban centre of York (subject to confirmation of developers access proposals to site ST15 so not shown on the proposals policies map).~~

~~Long-term (2027-32)~~
~~iv. A new railway station at Haxby.~~
~~v. Traffic restraint measures in the city centre to improve public transport reliability~~
~~The Plan will also support (subject to compliance with other policies in the Plan) development proposals that~~

~~vi. improve rail access and connectivity, including but not limited to new railway stations / halts for heavy or light rail services, and capacity improvements and other enhancements (including new technology applications, where appropriate) on rail lines running into or through York; or~~
~~vii. provide highway enhancements to improve public transport reliability; or~~
~~viii facilitate the relocation of the Designer Outlet Park & Ride facility.~~

See also Policy DM1

Explanation

14.15 ~~Preliminary t~~Transport modelling work undertaken using the City of York's strategic transport model ~~predicts~~ forecasts that the volume of traffic on the highway network overall could increase by approximately 15% (an extra 6,500 vehicle trips in each peak) by 2033~~the end of the local plan period~~. ~~The corresponding predicted increase in travel time across the network is approximately 30% and the increase in network delay is approximately 55%.~~ If not mitigated by improvements to non-car modes, this level of traffic growth could lead to significant delays being experienced on the radial

routes into York, the outer ring road (A64 and A1237) and all routes within the outer ring road.

14.16 To help mitigate this, the implementation of strategic public transport infrastructure, in association with service improvements seeks to encourage modal shift away from private motor vehicle use to more use of public transport. This offers enhanced access for all members of the community to jobs, services and leisure opportunities and reduce reliance on private motorised transport for travel and hence minimise the increase in traffic levels arising from new development. This will be enabled through strategic projects led by the Council and where required to mitigate development impacts, through developer contributions associated strategic site allocations as identified in Section 3 of this Plan and from other developments in line with Policy DM1. ~~The broad timescales for the delivery of these schemes shall match the anticipated growth in population and demand for travel in York over the plan period, and development-related opportunities.~~

14.17 Policy T2 identifies the approach of developing York's bus network in the short term through interventions through York's Bus Service Improvement programme, individual schemes with funding committed (such as rebuilding York Station frontage). In the longer term the focus will be on developing a Bus Rapid Transit system on the principal routes in York, including new settlements at Land West of Elvington Lane (ST15) and Land West of Wigginton Road (ST14). ~~the principal strategic schemes that need to be delivered, but many more smaller projects with more local impacts will also be required, either individually or as part of larger projects~~. The Council will support development proposals which bring about the improvement of existing railway stations and facilities or the provision of new existing railway stations and facilities, or bring about some other improvement which will be beneficial to the operation of the line. ~~More detail is contained in the Infrastructure Delivery Plan. York Railway Station is not included in this list (other than for the public transport interchange improvements at York Station) as it is subject to a shown in the separate specific policy (Policy T3).~~

14.18 The development of new and improved public transport services and facilities will still need to satisfy policies throughout the plan in terms of protecting the built and natural environment and replacing amenities that may be otherwise removed by development.

14.19 ~~Askham Bar Park & Ride site currently has 1,100 car parking spaces, but it can be expanded to accommodate a further 150 spaces. The planning permission for the Poppleton Bar Park & Ride site (currently 600 spaces) allows for further expansion up to 1200 spaces. For new (or relocated) Park & Ride sites, location is an important factor in ensuring its effective operation. Sites should, ideally, be~~

- ~~well signed;~~
- ~~adjacent to a major radial approach route;~~
- ~~on the edge of the built up area;~~
- ~~safe and easy to access;~~
- ~~outside any congested area to maximise the advantages of bus priority; and~~

- ~~adjacent to trip attractors (i.e. destinations in their own right) if there is a desire to attract non-Park & Ride passengers, particularly for 'back-trips', to the bus service. Siting trip generators (e.g. residential developments) near to bus stops at which Park & Ride services call could also attract non-Park & Ride passengers.~~

14.20 Improvements or new major public transport facilities should include sufficient car parking for persons with disabilities, cycle parking and facilities for buses, taxis and where appropriate, coaches. Provision of car parking (other than for people with disabilities) should be determined through a transport assessment and travel plan. New or improved facilities should also incorporate suitable signage and traffic management measures to reduce potential conflicts.

14.21 ~~The Council will support development proposals which bring about the improvement of existing railway stations and facilities or the provision of new existing railway stations and facilities, or bring about some other improvement which will be beneficial to the operation of the line. York Railway Station is not included in this list (other than for the public transport interchange improvements at York Station) as it is subject to a shown in the separate specific policy (Policy T3).~~ At new or improved rail stations the 'station environment' must provide safe and convenient movement to and between platforms and include other facilities, such as sheltered waiting and ticketing facilities, public transport information and sensitive lighting and landscaping. Proposals for new or improved rail stations should also have improved access to them by all modes, in accordance with the Council's Hierarchy of Transport Users as set out in the Local Transport Plan 2011-2031 (LTP3).

14.22 The strategic public transport improvements in the longer-term are vital to widen the transport choices available to people who live in, work in or visit York as the larger residential and employment sites come on-stream. Improvements to the rail network will also reduce pressure on the strategic road network.

14.23 More detail pertaining to how strategic public transport infrastructure is to be funded and delivered is contained in the Infrastructure Delivery Plan. which will be updated to ensure it reflects data on transport demand and the projects planned to address this.

Delivery

- Key Delivery Partners: City of York Council; bus operators, Great British Railways ~~Network Rail~~; train operating companies and developers.
- Implementation: Planning Applications, Developer Contributions, City of York Council Capital Programme, DfT and Devolution funding ~~, Network Rail~~ Great British Railways investment programmes, Train Operating Company investment programmes, and public transport operator service changes (commercial and contracted services).

Policy T3: York Railway Station and Associated Operational Facilities

Development will be supported that:

i. conserves and, where appropriate, enhances those elements that contribute to the significance of the Listed Grade II* station;
ii. improves the setting of and approaches to the station and the experience of those using it, to meet the requirements ~~demands~~ of ~~the modern~~ rail customers;
iii. increases the railway capacity at York Station (as identified on the ~~Proposals~~ Policies Map) to meet changing demands on and capacity in the rail network, over the duration of the Local Plan period and beyond, and to develop the station as

- a hub and gateway station for York and the wider sub-region, and
- a hub station for high-speed rail (HS2 and Northern Powerhouse Rail);

iv assists in the improvement of public transport turn around and interchange facilities as part of a general package of measures to improve access at York Station, by all modes, in the medium-to-long-term;
v. consolidates public car parks and maintain an appropriate level of long-stay and short stay parking at the York Station, which is currently provided at several locations;
vi. improves pedestrian and cyclist access to within and through the station, including, but not limited to

- links to improved interchange with further links from the station ~~this~~ to the south-western quadrant of the city centre,
- links to the York Central site through the station (including pedestrian crossings of the lines),
- links between the York Central site and the north-west quadrant of the city centre,
- reduced pedestrian / vehicular conflict in Queen Street,
- creation of environmental improvements at Tea Room Square,
- improved cycle parking,
- improved way-finding and signage, and

vii. facilitates the continued use of essential operational rail lines and facilities or the establishment of new essential operational rail lines or facilities until such time, as determined by the rail regulator, that land required for York Central (Policy SS4) is no longer to remain in rail use.

Explanation

14.24 York benefits significantly from being in a strategic location on the UK's rail network. It has access to several high quality long distance networks and operations that serve the rest of the country, and is in a good central position being approximately midway between London and Edinburgh, with journeys to both cities taking around two hours and two-and-a-half hours respectively. Direct trains are available to many cities in the north of England e.g. Leeds, Manchester, Liverpool, and Sheffield, and

Birmingham in the Midlands. York Station also serves as a major gateway to the historic city and is often the visitor's first introduction to the City of York.

14.25 By virtue of its short journey time to London via the East Coast Main Line (ECML), and easy interchange between King's Cross and St. Pancras, York is also well connected to mainland Europe by rail. The rail link to Manchester Airport enables it to also be linked to longer distance international travel by air. The importance of York's position on the rail network is evidenced by annual passenger flows of nearly 1.29 million between York and London and over 1.35 million between York and Leeds.

14.26 York is the third busiest station in Yorkshire and Humber (after Leeds and just after Sheffield). It is the busiest station in the North Yorkshire and York Sub-Region, with 8.5 million footfall per annum (approximately)[1] (upwards of 1.1 million being visitors), emphasising its role as a 'gateway' to Yorkshire.

14.27 Network Rail's Yorkshire and Humber Route Utilisation Strategy (2009) (RUS) forecast the future passenger demand levels and overall growth levels for the key markets. It predicted that the total number of passengers travelling to York will increase by 41% over the next 12 years (from 2009). However, since the publication of this RUS, Network Rail, working with the rail industry and wider stakeholders and partners, is required to plan for future use of and investment in the railway as part of the regulated Long Term Planning Process (LTPP)[2]. This process will determine the required railway outputs (e.g. frequency, journey time, capacity, punctuality etc.) and the investments required to deliver them. This will include changes to the network to adapt to new higher speed/ higher capacity rail services as they become available.

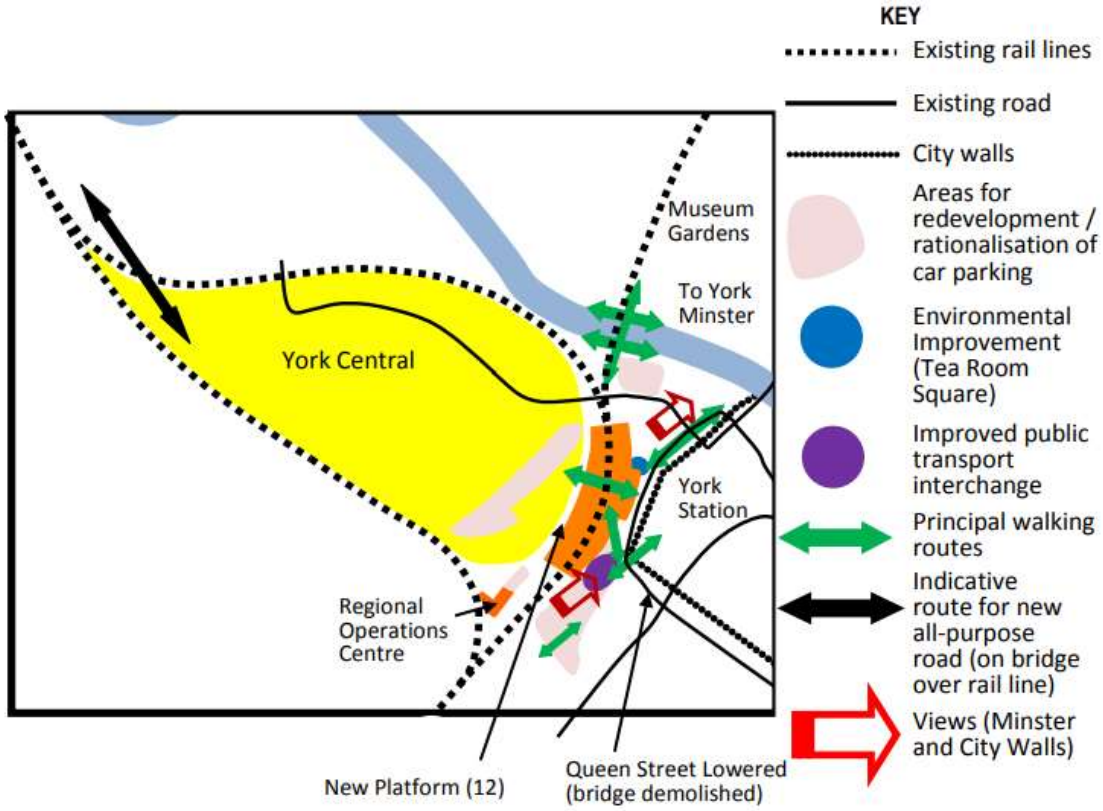
14.28 ~~The Government has determined that the necessary capacity and quality improvements for future long distance north/south movements will be provided by a new high speed rail system - HS2. The proposed network would be Y-shaped, running from London to Birmingham then splitting in two, to run eastwards to Leeds and westwards Manchester with onward links to the existing ECML and West Coast Mainline respectively. When complete in 2033 it will provide a much faster connection to London and the continent for travellers from the Leeds City Region and the north of England and York will have a direct link with the new high speed line. Prior to the implementation of HS2, new 'Azuma' Class 800 train sets (to replace ageing Inter-City 125 HST and IC225 train sets) are expected to start operating on the East Coast Main Line in 2018. Furthermore, in the 2016 Budget the Chancellor of the Exchequer announced the Government will allocate £60 million to develop options for Northern Powerhouse Rail between Leeds and Manchester, as well as options for improving other major city rail links. This is in addition to the Transpennine Route Upgrade between Liverpool, Manchester, Leeds and York.~~

14.29 ~~The 9-car 'Azuma' class 800/1 trains that will operate on the ECML from 2018 and the hs2 train sets following on will be longer and carry more passengers than the train sets for any of the passenger train services that currently call at York station. This, coupled with the likely overall increase in the number of trains calling at York, once all new services are in operation, requires sufficient capacity to be available at the station to accommodate all the trains calling at it, and the higher number of boarding and alighting passengers using these services.~~

14.30 York Rail Station is one of the main interchange points in York, allowing bus-to-bus and bus-to-rail changes. However, bus stops in the vicinity of the station are amongst the most congested in the city centre in terms of vehicle arrivals per hour. There is currently no suitable place for buses approaching from the east to terminate and turn around for return journeys.

14.31 York station, will therefore, need to be upgraded in terms of capacity and facilities to meet the demands from these new services and anticipated growth. It also needs to have high quality access to it, within it and through it. The approach for this is shown in Figure 14.1.

Figure 14.1 York Station Access Concept Plan



14.32 ~~Short term public transport interchange improvements at the station will be implemented through the current Better Bus Area Fund (BBAF) programme~~. The Plan will also support proposals to provide a new public transport turn around and interchange facility as part of a general package of measures to improve access at York Station in the medium-to-long-term.

14.33 More detailed information relating to timescales and funding sources etc. for providing the necessary increase in rail capacity and facilities at York Station is contained in the Infrastructure Delivery Plan.

14.34 Although any development proposals for the station and its environs must give due consideration to Listed Grade II* status, it is acknowledged that in any operating station, changes have to take place to enable it to meet the demands of the modern customer and, therefore, it should not prevent proposals that are sympathetic to heritage of the station or its environs being put forward.

14.35 A Siemens Transpennine Express depot is currently located within the existing operational railway land to the north of Leeman Road and north-west of York Station. The resultant operational requirements of the Transpennine Route Upgrade (TRU) may necessitate the provision of additional operational rail facilities.

Delivery

- Key Delivery Partners: City of York Council, Great British Railways ~~Network Rail~~, train operating companies and developers.
- Implementation: Planning Applications, Developer Contributions, City of York Council Capital Programme, DfT and Devolution funding; Network Rail investment programmes, Train operating company franchise investment requirements, public transport operator service changes (commercial, contracted and franchised services).

Policy T4: Strategic Highway Network Capacity Improvements

The Plan will support the delivery of general and specific junction or other highway enhancements as set out in the Local Transport Plan 2011-2031 (LTP3) and subsequent associated (or complementary) investment programmes that improve journey time reliability on sections of the road network that experience high volumes of traffic or delay.

~~In addition, strategic highway capacity improvements, as listed below and (if requiring land outside of the highway boundary to implement) as identified Proposals Policies Map, will be implemented in the short-term and medium-term timescales shown, and pursued in the long-term timescale shown:~~
The Council will enable and, where appropriate, require development to contribute to:

Short-term (2017/18 – 2023~~2~~/24~~3~~)
i. Improvements to the following junctions (including approaches) on the A1237:
- Haxby Road
- Monks Cross (North Lane)
- B1363 Wigginton Road
- Great North Way
- Strensall Road
- Clifton Moor-
- B1224 Wetherby Road

ii. Provision of a new all-purpose access road, including a new bridge over the existing railway, to serve the York Central site (ST5)

Medium-term (2023/24 -2027/28)
iii. Improvements to the A64/A1079/A166 Grimston Bar junction (including approach roads);
iv. Improvements to A1036 (Malton Road, Heworth Green) / Stockton Lane / Heworth Road junction;
v. Junction improvements on Wigginton Road, north of A1237, and
vi. Wigginton Road / Crichton Avenue junction improvement (complementing inbound bus priority measures on Wigginton Road), and
vii. ~~New access of A64, including new grade separated junction, to serve the Land West of Elvington Lane site (ST15)~~

Long-term (2027/28 – 2032/33)
vii New access off A64, including grade separated junction, to serve the Land West of Elvington Lane site (ST15)
viii. Upgrading the A1237 to dual-carriageway standard between the A64 Askham Bryan junction and A19 Shipton Road junction-
Ix. Improvements to the A64 to mitigate trip growth on this route

The plan will also support the construction of new or improved accesses to other major development sites, to a suitable standard, to form part of the city's strategic highway network as appropriate.

The Council has identified specific projects as part of its Infrastructure Delivery Plan, highlighting timescale for delivery (whether short, medium and longer term) and associated funding and delivery bodies. This will be regularly reviewed and updated over the life of the Plan to support delivery.

See also Policy SS4, SS13 and DM1

Explanation

14.36 The ~~£34.2m~~ project to deliver capacity enhancements to the A1237 junctions has secured ~~Gateway 1 (Outline Business Case) approval~~ funding from West Yorkshire Combined Authority (WYCA). This project, due for completion by ~~2021/22~~ 2023/24, will improve the through-flow of traffic across each junction and thereby improve the overall movement of traffic on the A1237- as already experienced in the vicinity of the A1237/A59 following the recent upgrade to the A59/A1237 junction - thus encouraging the transfer of cross-city private motor vehicle journeys away from radial routes through the city centre and its immediate surrounding area. This, in-turn, will enable complementary measures that encourage the use of more sustainable travel to be implemented on radial routes (including at junctions with the A1237) and other roads closer to the city centre.

14.37 In the longer-term, as more developments come on-stream further enhancements to the A1237 will be necessary to provide substantial additional link capacity to cater for the projected increases in traffic. This additional link capacity will improve traffic flow and journey time reliability along it such that it will draw more cross-city traffic away from the radial routes and inner urban routes. ~~On 3 August 2017 WYCA approved a bid by City of York to secure £295,000 to fund a pre-feasibility study to identify and evaluate options for upgrading the A1237 between the A64 at Askham Bryan and the A64 at Hopgrove to a dual carriageway. The outcome of this feasibility work will pave the way for a later bid by the council for money to dual the road as part of the Government's Transport Investment strategy, published on 5 July 2017.~~

14.38 The A64/A1079/A166 Grimston Bar junction is situated to the east of York's urban area approximately 3.5 miles from the boundary with the East Riding of Yorkshire. A substantial amount of the inward commuting road traffic into the York authority area comes from the East Riding of Yorkshire and this junction is the focal point for the majority of this traffic, before it either continues into York or travels beyond York. Improvements to this junction will provide the capacity required to meet the increases in traffic demand arising from growth in York and the East Riding of Yorkshire. The Council is working with National Highways ~~England~~ and other relevant local authorities, including East Riding of Yorkshire Council, to reduce congestion and identify mitigation measures along the A64 corridor, including the Grimston Bar junction.

14.39 These interventions will be enabled through strategic projects led by the Council and National Highways where required to mitigate development impacts, through developer contributions associated strategic site allocations as identified in Section 3 of this Plan and from other developments in line with Policy DM1. More detail with regard to the how strategic highway network capacity improvements are to be funded and delivered is contained in the Infrastructure Delivery Plan.

Delivery

- Key Delivery Partners: City of York Council, National ~~England~~ Highways, Bus Operators~~, Network Rail,~~ Great British Railways, and developers
- Implementation: Planning Applications, Developer Contributions, City of York Council Capital Programme, East Riding of Yorkshire Council Capital Programme~~,~~ and National Highways programmes

Policy T5: Strategic Cycle and Pedestrian Network Links and Improvements

The Plan will support the delivery of general and specific schemes as set out in the Local Transport Plan 2011-2031 (LTP3) and subsequent associated (or complementary) investment programmes to provide a comprehensive cycling and pedestrian network and improve the environment for walking and cycling, including in York's Local Cycling and Walking Infrastructure Plan (LCWIP), which is in development.

The Council will enable and where appropriate require development to contribute to:

- Improvement and expansion to the strategic cycle network across the City Of York Council
- Improvements to the pedestrian network, including public realm enhancements and where feasible widening of the pavement
- New pedestrian / cycle bridges across waterways including the River Foss

~~In addition, strategic cycle and pedestrian network links and improvements, as listed below and (if requiring land outside of the highway boundary to implement) as identified on the Proposals Policies Map, will be implemented in accordance with the timescales shown, to encourage modal shift away from private motor vehicle use to more active and sustainable modes of transport:~~

~~Short-term (2017/18 – 2022/23)~~

~~i. Widening of footway / cycle way on east side of Scarborough bridge and new approach ramps (includes direct link into York Station);~~

~~ii. Haxby Road / Huntington Road Corridor (Phase 1 – north of existing Nestle site to A1237)*;~~

~~iii. Wetherby Road / Acomb Road Corridor*;~~

~~iv. Bishopthorpe Road South Corridor*;~~

~~v. Fishergate North Corridor*,~~

~~vi. Strensall Road Corridor (Strensall to A1237)*, and~~

~~vii. University of York East Campus to West Campus link.~~

~~Note schemes denoted thus (*) also extend into the medium term and long term.~~

~~Medium-Term (2022/23 – 2027/28)~~

~~viii. Wigginton Road Corridor – Mill Lane to north of existing Nestle Site (ST17) (complementing Inbound bus priority measures on Wigginton Road);~~

~~ix. Haxby Road / Huntington Road Corridor (Phase 2 – city centre to north of existing Nestle site (ST17);~~

~~x. Hull Road Corridor (complementing Bus priority measures on the Hull Road corridor);~~

~~xi. Hurricane Way / Stirling Road corridor**, and~~

~~xii. Pedestrian / cycle bridges across the River Foss (as part of the re-development of the York Caste Gateway major regeneration area);~~

~~Note scheme denoted thus (**) is a relatively small scheme that could be implemented the short-term.~~

~~Long-Term (2027/28 – 2032/33)~~
~~xiii. Strategic north-south and east-west cycle routes through the city centre.~~

~~In addition to the above, other schemes identified through the Council's Strategic Cycle Route Network Evaluation and Prioritisation Methodology (e.g. Strategic Infill cycle scheme package and Cycle Routes to Villages package) will be pursued.~~

The Plan will also support proposals that improve access to and around new development, particularly strategic sites, and proposals that improve other cycle and pedestrian routes that are neither strategic network links nor routes included in the ~~Proposals~~ Policies Map.

See also Policy T1, SS4 to SS13, SS16, SS18 to SS20, SS22 to SS23 and DM1

Explanation

14.40 Actively encouraging individuals to undertake journeys by cycle or on foot, has the potential to reduce congestion by removing some vehicles from the roads, particularly for short journeys. It can contribute to economic performance by improving the health of employees, (as well as children attending school) and help reduce social exclusion by making more facilities accessible to non-car users. Cycling can make a major contribution to improving the health of participants whether they are travelling to school, work or for leisure. Therefore, the Council has and is continuing to develop a comprehensive network of safe and accessible strategic cycle and pedestrian routes, principally to connect residential areas with employment areas and retail areas as well as other facilities and services, which will be developed through York's LCWIP, which is currently being researched. In some cases these routes are intended to connect strategic sites and other sectors of the city with the city centre. For example, the proposed new landmark River Foss pedestrian/cycle bridge envisaged to be delivered as part of the York Castle Gateway ('Castle Gateway') major regeneration area of the city centre which will improve pedestrian and cycle flow throughout the area and into the wider city. It will also connect with new routes along one or both banks of the River Foss, also envisaged to be delivered as part of Castle Gateway that will, themselves, have connections to the wider pedestrian and cycle route network.

14.41 ~~The strategic cycle route improvements for delivery over the short-term and medium-term have also been prioritised within the Council's Capital Programme using the Council's Strategic Cycle Route Network Evaluation and Prioritisation Methodology and are detailed further in the Infrastructure Delivery Plan.~~

14.42 Delivery of the strategic cycle and pedestrian network in the longer-term is expected to be through contributions or obligations associated with the realisation of larger development opportunities toward the end of the Local Plan period, as well as CYC's capital programme, devolution funding and DfT grants.

14.43 Local routes will be retained and enhanced, as appropriate, within or as part of new development in accordance with Policy T1 ii) to vi).

14.43a These interventions will be enabled through strategic projects led by the Council and National Highways where required to mitigate development impacts, through developer contributions associated strategic site allocations as identified in Section 3 of this Plan and from other developments in line with Policy DM1. More detail with regard to the how pedestrian and cycle improvements are to be funded and delivered is contained in the Infrastructure Delivery Plan.

Delivery

- Key Delivery Partners: City of York Council, East Riding of Yorkshire Council, National Highways ~~England,~~ Leeds City Region Local Enterprise Partnership, York North Yorkshire and East Riding Local Enterprise Partnership, Great British Railways, train operating companies and developers, SUSTRANS, Active Travel England.
- Implementation: Planning Applications, Developer Contributions, City of York Council Capital Programme, Great British Railways investment programmes, Leeds City Region Local Enterprise Partnership and York and North Yorkshire and East Riding Local Enterprise Partnership investment programmes, Train operating company franchise investment requirements and public transport operator service changes (commercial, contracted and franchised services).

Policy T6: Development at or Near Public Transport Corridors, Interchanges and Facilities

Development will be supported in locations close to existing or proposed public transport interchanges or ~~facilities~~ high frequency public transport routes/facilities provided that the development does not:

- lead to a loss of access to the interchange or facility/route ~~and at the interchange or facility;~~ or
- have a detrimental impact on the operation of the interchange or facility/ route; or
- have a detrimental impact on the interchange or facility/route ~~or the surrounding area,~~ such that the long-term viability of public transport services would be adversely affected; or
- prejudice the existing or future expansion of the interchange or facility to accommodate more services or modes (~~e.g.~~ for example, freight); ~~or~~
- ~~generate a demand for travel by private motorised vehicles that is likely to be unsustainable either in the location of the development or on the wider highway network; or~~
- ~~have an adverse impact on the character, historic and natural environment and amenity of the area in the vicinity of the development, or~~
- ~~compromise the purpose of the Green Belt.~~

To prevent the loss or reuse (for a different purpose) of disused public transport corridors (former rail line formations) or public transport facilities that could otherwise be reused, new development will ~~be~~ not be permitted where it prejudices ~~the~~ reuse ~~of disused public transport corridors or facilities,~~ and where there is a reasonable prospect of the:

- reopening of the transport corridor or facility for either heavy rail or light rail (e.g. tram-train) operation, or other form of 'guided' public rapid transport service; or
- ~~the~~ re-opening of a heavy rail/light rail (tram-train) station or halt; or
- ~~the~~ provision of a rail head/freight facility; or
- the continued use or future use of the transport corridor as a walking or cycling route or as a route for horse-riding; or
- ~~the~~ transport corridor either functioning or being able to function as a wildlife corridor; or
- ~~the~~ transport corridor being reclaimed for use as a linear park.

Where development is sited close to or is likely to have an impact on existing operational or disused railway lines ~~or lines that may be reopened,~~ no new crossings will be permitted. Furthermore, development proposals must demonstrate to the satisfaction of Network Rail that the safe use of affected level crossings as a result of development will not be compromised or the impacts can be mitigated.
See also Policy H2

Explanation

14.44 This policy recognises that development in the vicinity of operational public transport facilities, particularly transport hubs or interchanges, enables more sustainable trips

to be made on the radial and orbital public transport networks, and provides local and sub-regionally significant centres for shopping, employment, entertainment and other amenities. It also acknowledges that any future development needs to ensure that it does not have a detrimental impact on or prejudice transport operations within the vicinity of the development, including the safe operation of level crossings.

14.45 The second part of this policy aims to protect disused public transport corridors and facilities to allow for the possibility of returning them to their former use, or for new uses such as footpaths, cycleways~~,~~ or bridleways ~~or wildlife corridors~~ because once such a resource has been lost it is unlikely to ever be recovered. ~~Any planning applications for d~~ Development on or affecting a disused public transport corridor should be accompanied by an assessment in order to establish whether there is any reasonable prospect of the corridor being brought back into use, and identify potential extensions into and through the development sites to maximise the use of the existing corridor.

14.46 Even in their disused state, former public transport corridors perform a valuable function as wildlife corridors and habitats. Any new development should be carefully designed to minimise harm to these newly established habitats. Opportunities should also be pursued, where possible, to enhance flora and fauna, and provide or enhance green infrastructure within the corridors and improve access to them.

Delivery

- Key Delivery Partners: City of York Council, Great British Railways, train operating companies, Sustrans and developers.
- Implementation: Planning Applications, Developer Contributions, City of York Council Capital Programme, Great British Railways investment programmes, Train Operating Company investment programmes and Sustrans investment programmes

Policy T7: Minimising and Accommodating Generated Trips

All development proposals that can be reasonably expected to have a significant impact on the transport network must be supported by a Transport Statement (TS) or by a Transport Assessment (TA) and Travel Plan (TP), as appropriate, depending on the scope and scale of the development. The TS or TA shall demonstrate:

i. the number and distribution of trips by each mode likely to be generated by the development, particularly by private motorised vehicles, without mitigation measures;
ii. the mitigation, or other measures to be put into place (through a travel plan or otherwise) to reduce the number of trips generated by the development, particularly by private motorised vehicles;
iii that any resultant new traffic (principally private car traffic) generated by new development can be safely accommodated on the local and strategic highway network, or can be made safe by appropriate transport infrastructure and service improvements; and
iv. appropriate future monitoring arrangements will be put in place to show the effectiveness of mitigation measures, and if it is shown by monitoring that agreed trip generation thresholds set through a travel plan or otherwise are not being achieved, further measures will be taken.

For strategic development sites, Transport Assessments must, specifically, identify any traffic impacts on the A64 Trunk Road and sections of highways within York's neighbouring authorities arising from the proposed development individually or in combination with other strategic sites and any mitigation including physical capacity enhancement measures thereon (including junctions and approaches) must be agreed with Highways England and neighbouring highway authorities, as appropriate.

For development proposals near railways or likely to have an impact on the operation of railways Transport Assessments should consider rail infrastructure.
See also Policy T1, SS4, SS9 to SS13, SS15, SS17, ~~SS19,~~ SS20, SS22 and ENV1

Explanation

14.47 A ~~TA~~ Transport Assessment ~~is~~ a comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport, principally through the implementation of a ~~TP~~ Travel Plan.

14.48 The NPPF states that a ~~TS~~ Transport Statement ~~or~~ ~~TA~~ Transport Assessment should support all developments that generate significant amounts of movement. This ensures that the full transport impacts of any proposal are assessed and understood, allowing for the appropriate mitigation measures to be implemented.

14.49 The coverage and content of a ~~TS, TA or TP~~ Transport Statement or Transport Assessment will vary significantly depending on the size and type of development

they are required to support. Although NPPF does not state explicitly when a Transport Statement should be prepared in preference to a Transport Assessment ~~(and vice versa),~~ the transport issues arising out of smaller development proposals may not require a full Transport Assessment to inform the process adequately and identify suitable mitigation. In these instances, it has become common practice to produce a simplified report - a TS. There will also be situations where the transport issues relating to a development proposal are limited, and no formal assessment is necessary. A transport statement will be required for major development and a Transport Assessment will be required for any development expected to generate 30 or more peak hour trips. ~~Guidance thresholds for the preparation of a TS TA or TP will be contained in the 'Sustainable Transport for Development SPD. In addition, the Council reserves the right to request a TS, TA or TP in other instances,~~ There may be instances where the location and/or the nature of the development are considered to be particularly sensitive and the Council requests a Transport Statement or Transport Assessment below these thresholds, for example a development in an area with sensitive heritage or high congestion levels.~~.~~

14.50 A ~~TP~~ Travel Plan is a strategy for reducing travel demand in order to minimise the number of motor vehicles visiting a development. It should consider the traffic implications of journeys to and from the development and may cover issues including, but not limited to the following:

- setting targets for travel by means other than the private car;
- awareness raising, education and marketing;
- reducing the need to travel;
- incentivising the use of more sustainable forms of transport;
- measures to support walking, cycling and the use of public transport;
- measures to support the use of lower emission vehicles;
- integrating parking with measures that encourage the use of more sustainable forms of transport;
- personalised travel planning; and
- minimising the impact of traffic in residential areas that would otherwise suffer loss of amenity due to increases in traffic arising from the development.

14.51 TPs must also demonstrate how they are to be monitored and how mitigation measures can be increased if the plan falls short of its objectives. A Travel Plan will be required for all development subject to a full transport assessment where there are high trip generating characteristics (typically 30 or more peak hour trips).

14.52 Where strategic site developments are in close proximity, developers should liaise with the Council and Highways England, as necessary, to establish whether a joint master travel management plan may be required.

Delivery

- Key Delivery Partners: City of York Council and developers.
- Implementation: Planning applications, Developer Contributions, Train operating company franchise investment requirements, public transport operator service changes (commercial, contracted and franchised services).

Policy T8: Demand Management

To improve the overall flow of traffic in and around York City Centre, improve road safety, provide an environment more conducive to walking and cycling, and contribute to overall environmental quality development should comply with the Council latest parking standards guidance, incorporate appropriate demand management measures that reduce congestion, improve public transport journeys, ease pedestrian and cycle access to, within and through the development and improve the streetscape. ~~will be supported that is in compliance with the Council's up-to-date Parking Standards, as contained in the 'Sustainable Transport for Development' SPD.~~

Development that increases the number of long-stay (i.e. more than 4 hours parking) car parking spaces in and around the city centre will not be permitted.

~~Positive consideration will be given to development proposals incorporating appropriate demand management measures that reduce congestion, improve public transport journeys, ease pedestrian and cycle access to, within and through the development and improve the streetscape.~~

See also Policy ENV1 and T7

Explanation

14.53 The management and control of car parking spaces are essential components of an effective transport strategy. Parking control by both capacity and price has historically been, and will continue to be, used in York, where city centre charges are used to encourage long-stay parking at Park & Ride sites or other more peripheral car parks and to support the local bus services. The Council will continue to support affordable access for short-term business and personal trips that are essential to the economy of the city. At the same time further work will be initiated to provide more designated spaces for lower emission vehicles in city centre car parks, to try and improve air quality in the heart of York.

14.54 The NPPF sets out a range of issues that should be taken into account for setting local parking standards. ~~The York Parking Strategy Review established that York's Parking Standards 'considered to be appropriate and in accordance with NPPF'.~~

14.55 Development will be expected to comply with ~~the Parking Standards that will be set out in the 'Sustainable Transport for Development' SPD~~City of York Council's latest published Parking Standards guidance; these will be incorporated into the forthcoming ~~that will be set out in the~~ 'Sustainable Transport for Development' SPD. These may be amended to suit local conditions (in relation to a development's location, proximity to high quality accessible public transport, pedestrian and cycle routes and services and facilities) if it can be demonstrated that such amendments (including for cycle parking) covering, but not limited to, those listed below are appropriate:

- number of spaces;
- general design and layout; and
- safety, security and weather protection.

14.56 For development proposals requiring a travel plan, the submitted travel plan will need to ensure that it integrates parking with measures that encourage use of more sustainable forms of transport.

14.57 The types of demand management measures that could be considered to reduce congestion, improve public transport journeys, ease pedestrian and cycle access to, within and through the development and improve the streetscape include, but are not limited to

- measures to minimise private vehicle trips/car ownership, such car clubs
- vehicular access restrictions;
- changes to carriageway widths, alignments and surfacing materials;
- footway widths and materials; and
- hard/soft landscaping

14.58 Opportunity will be taken to trial and permanently implement, as appropriate, measures that:

- improve public transport services and reliability;
- remove other appropriate through traffic movement;
- reduce congestion;
- improve the public realm;
- prevent further deterioration in air quality in the parts of the city where air quality threshold have been breached; and
- where possible, improve air quality.

14.59 Measures which help to change people's decisions about when they travel, where they go and the mode of travel they use have been pursued in York to complement capacity improvements and demand management measures. Many 'smarter choice' ideas have been implemented locally and nationally over the last decade or so to encourage changes in travel behaviour, providing very high benefits compared to costs, and this approach will continue into the future.

Delivery

- Key Delivery Partners: City of York Council and developers.
- Implementation: Planning applications and Developer Contributions.

Policy T9: Alternative Fuel Fuelling Stations and Freight Consolidation Centres

The Plan will support the development of alternative-fuel (for example, compressed natural gas (CNG), hydrogen, or electric charging) fuelling stations and Use Class B8 freight consolidation centres (FCCs), subject to the proposals being in compliance with the other policies in the plan and the provision of:

i. a suitable evidence base (business plan) to demonstrate the financial viability of the proposal over the plan period, and
ii. a transport assessment demonstrating that

- the implications of traffic distribution arising from the transfer of traffic or vehicles to particular routes does not generate detrimental impacts that it is not feasible to mitigate, and
- impacts on the local and strategic highway network are manageable and can be mitigated.

iii. an evidence base to substantiate anticipated reductions in freight (and emissions), particularly in the city centre;
iv. traffic management proposals that are achievable and 'lock-in' the anticipated benefits, and
v. a travel plan demonstrating realistic opportunities for journeys to work being undertaken by more sustainable modes of transport.

Explanation

14.60 One of the measures within the Low Emission Strategy (2012) is the delivery of a privately funded freight trans-shipment / consolidation centre (if considered necessary and appropriate). A freight consolidation centre is, principally, a facility that enables disparate multiple deliveries, that would otherwise individually deliver to premises in the city centre, to be received, coordinated and consigned ready for dispatch for onward multi-drop delivery in a suitable vehicle or vehicles. This should result in fewer delivery vehicles in the city centre, thereby leading to reduced vehicle/pedestrian conflict and a city centre environment less dominated by heavy goods vehicles.

14.61 The City of York Air Quality Action Plan 3 *(2015 to 2020)* (2015), sets out how York intends to continue deliver its ambitious and pioneering overarching Low Emission Strategy (LES), and to work towards becoming an internationally recognised ultra-low emission city. This Plan, as adopted in December 2015, includes a requirement for the development and facilitation of a business plan for a freight transhipment / consolidation centre.

14.62 The establishment of freight consolidation centres can offer potential opportunities for using electric or other low-emission vehicles of an appropriate size for city pedestrian area deliveries that are compatible with maintaining pedestrian and vehicular movements in narrow streets.

14.63 Another measure in the Low Emission Strategy is the delivery of privately funded gas refuelling facilities. To this end, a private company has expressed interest in developing a potential site for co-locating a CHG gas re-fuelling facility with a freight transhipment centre.

Delivery

- Key Delivery Partners: City of York Council; freight logistics companies; developers, city centre retailers and other businesses.
- Implementation: Planning applications, Developer Contributions, City of York Council Capital Programme and freight logistics companies.

Section 12: Environmental Quality and Flood Risk

12.1 To prevent unacceptable risks from pollution, contamination, land instability and flooding, planning policies and decisions should ensure that new development is appropriate for its location. The planning system should also contribute to and enhance the natural and local environment and seek to secure a good standard of amenity for all existing and future occupants of land and buildings.

12.2 There are a number of areas within York where the national health based air quality objectives are being exceeded. Despite the introduction of three Air Quality Action Plans (AQAPs) the annual average Nitrogen Dioxide (NO_2) objective continues to be exceeded at many locations particularly within the inner ring road and city centre. The main source of air pollution in York is traffic. Given that air is not static and pollutants are generated across the city as people travel between places, emissions to air must be considered in a city wide context to address cumulative air quality impacts.

12.3 York has developed an overarching Low Emissions Strategy (2012) (LES) which aims to reduce tailpipe emissions from individual vehicles and encourage the uptake of alternative fuels and low emission vehicle technologies. City of York Council's Air Quality Action Plan 3 (2015) sets out how York intends to continue to deliver this ambitious and pioneering LES and to work towards becoming an internationally recognised ultra-low emission city. Headline measures for consideration include provision of low emission infrastructure and reducing emissions from new development.

12.4 Control of development through the planning process is one of the key delivery mechanisms by which potential adverse environmental impacts or adverse human health effects can be controlled. By allowing appropriate development and encouraging good design, planning policies and decisions should minimise the adverse impacts of development and, where possible, enhance the natural and local environment.

Policy ENV1: Air Quality

Development will only be permitted if the impact on air quality is acceptable, and mechanisms are in place to mitigate adverse impacts and prevent further exposure to poor air quality.

All applications which are:

* major planning applications; or
* within Air Quality Management Areas (AQMA's); or
* with potential to generate significant air quality impacts; or
* include air quality sensitive uses (including schools, hospitals, care homes)

must submit a detailed Air Quality Assessment. This should quantitively identify emissions arising from the proposal, air quality impacts and exposure to pollution as a result of the proposal and demonstrate how these will be minimised and mitigated against as part of the development.

Where an Air Quality Assessment identifies there is potential for new occupants to be exposed to unacceptable levels of air pollutants, an exposure mitigation strategy will be required.

~~Development will only be permitted if the impact on air quality is acceptable and mechanisms are in place to mitigate adverse impacts and prevent further exposure to poor air quality. This will help to protect human health.~~

~~To establish whether air quality impacts are acceptable all minor and major planning applications are required to identify sources of emissions to air from the development and submit an emissions statement. This should qualitatively identify all new emissions likely to arise as a result of the proposal and demonstrate how these will be minimised and mitigated against as part of the development. For major developments a more detailed quantitative emissions strategy may be required. This must fully assess and quantify total site emissions in terms of potential damage costs to both health and the environment both with and without mitigation measures in place. Further guidance will be made available to assist applicants with this process. For major developments with potentially significant air quality impacts, a full air quality impact assessment should be undertaken to establish the resultant impact on local air quality (in terms of change in ambient concentrations of air pollutants within the vicinity of the development site).~~

~~Where a development will introduce new relevant exposure in an area of existing, or future air quality concern, an exposure assessment will also be required. This should detail current and expected air quality conditions and assess the suitability of the location for human occupation. Where there is potential for new occupants to be exposed to unacceptable levels of air pollutants, an exposure mitigation strategy will be required.~~

~~The Council will review the significance of the air quality impacts in line with local and national guidance. The exercise of professional judgement by both the organisation preparing the air quality assessment and the local authority officers when they evaluate the findings is an important part of the assessment of significance. Evaluation of air quality impacts will take into account factors such as the number of people affected, the absolute levels and the predicted magnitude of the changes in pollutant concentrations. The evaluation will also take into account the likely emissions impacts associated with the development and if the proposed mitigation is considered reasonable and proportionate. New development should support and contribute towards delivery of City of York Council's AQAP.~~

See also: T1, T2, T5, T7 and T8

E x p l a n a t i o n

12.5 New development should support and contribute towards delivery of City of York Council's Air Quality Action plan and contribute to the protections of human health by avoiding harmful emissions . ~~-~~Figure 12.1 overleaf shows York's current Air Quality Management Area~~s~~ (AQMAs). During the lifetime of the plan, areas of air quality concern may change and further AQMAs may need to be declared in the future.

~~Figure 12.1: Air Quality Management Areas (AQMAs) in York~~
PROPOSED DELETION

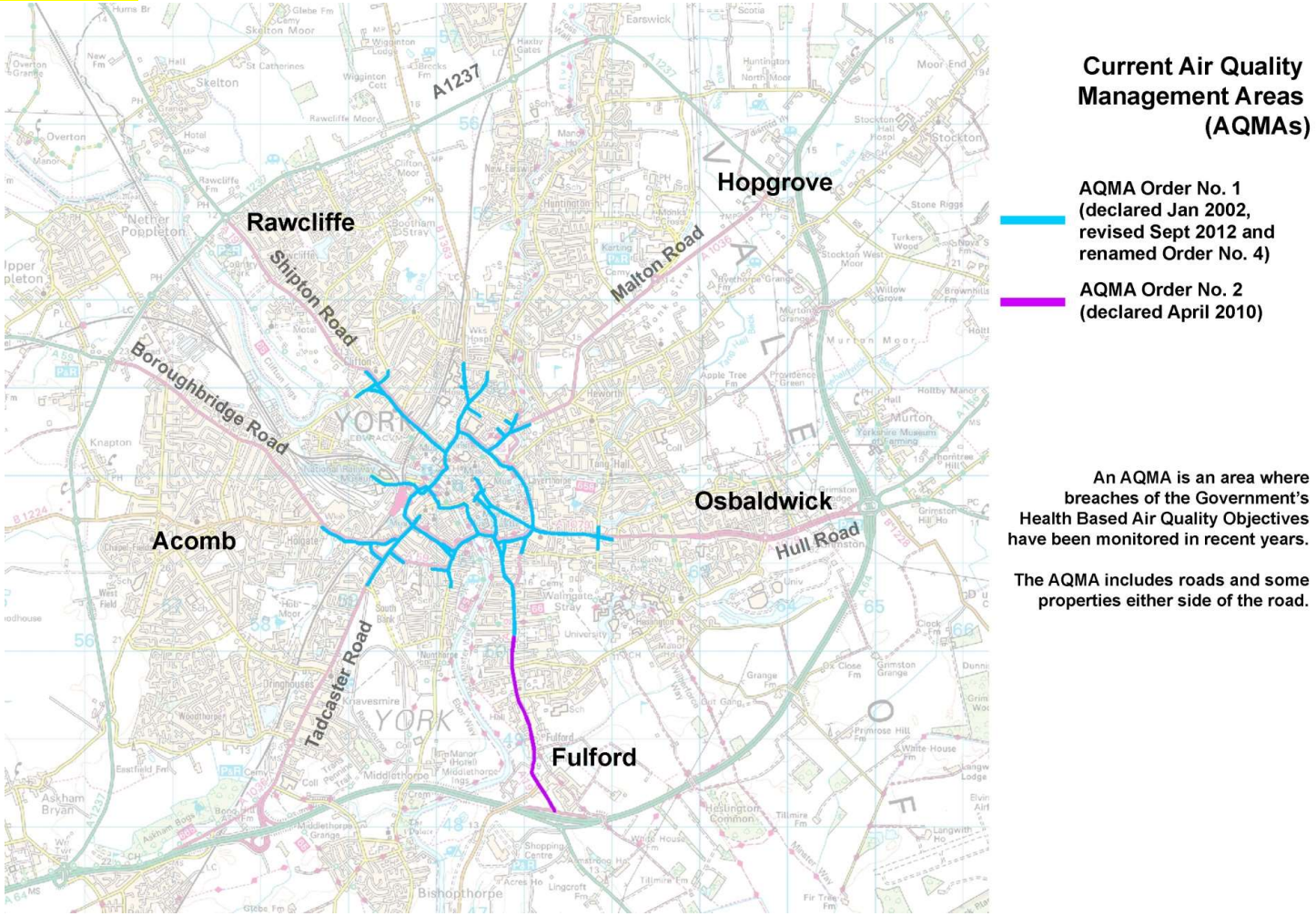
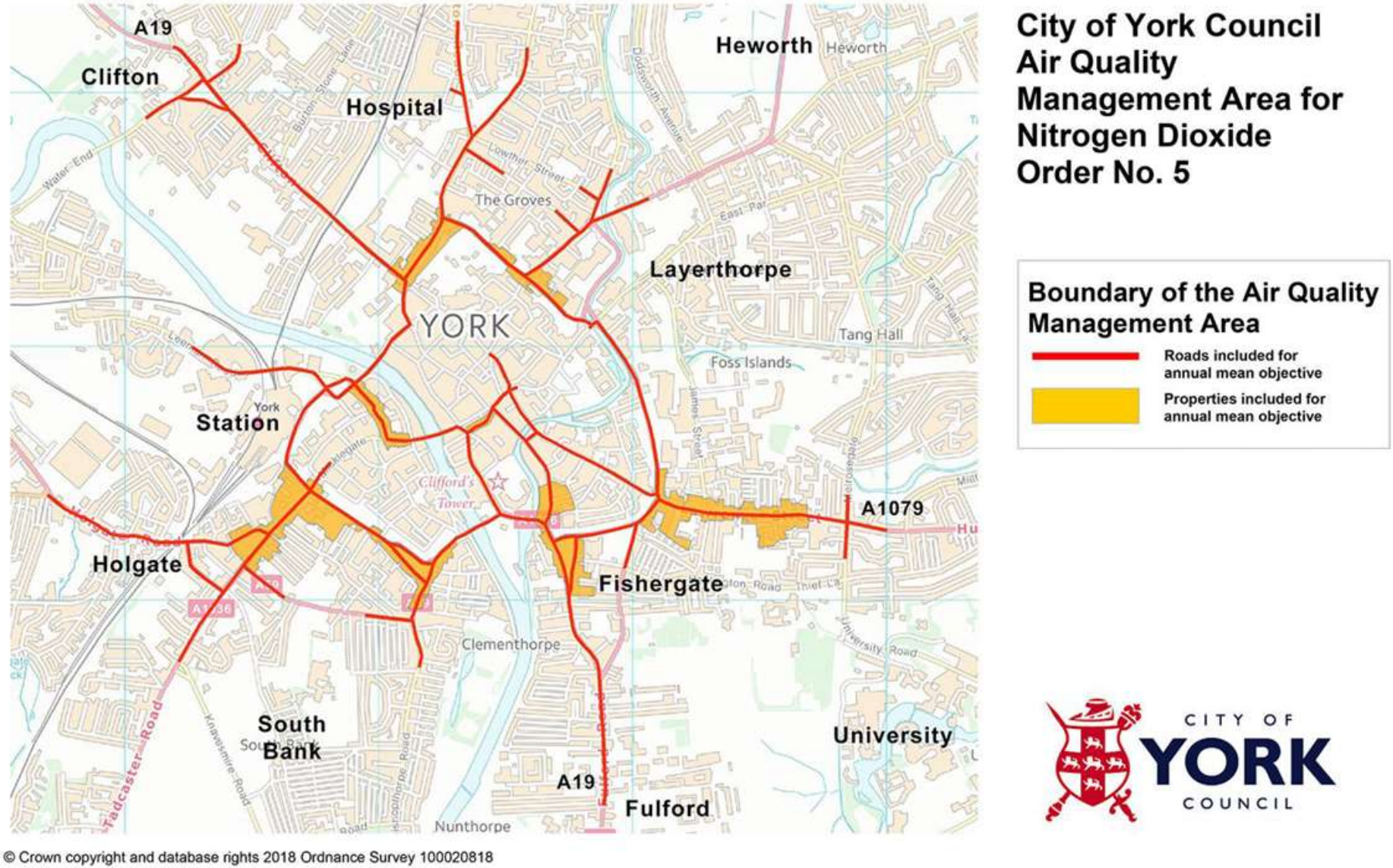
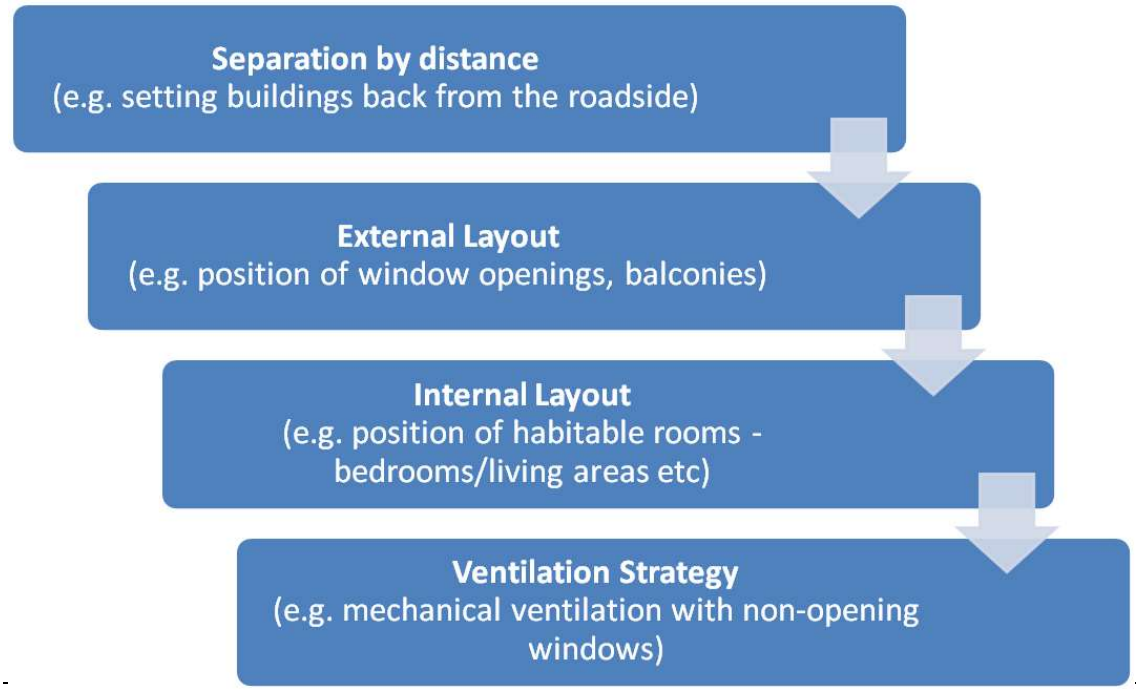


Figure 12.1: Air Quality Management Areas (AQMAs) in York (PROPOSED MODIFICATION)



12.6 In order to reduce emissions to air and improve air quality the impact of development on air quality must be acceptable. The significance of the air quality impacts will depend on the context of the development. Air quality is likely to be a high priority consideration where the development leads to a breach, or significant worsening of a breach of an air quality objective, in an AQMA for example, or indeed where the development introduces new exposure into an exceedence area. ~~Mechanisms must be put in place to prevent (or reduce as far as practically possible) further human exposure to poor air quality. This is applicable to both new developments and on existing sites that can be affected by new development. Development which includes 'relevant' locations in areas where air quality is known to be above or approaching air quality objective values must seek to reduce exposure according to the design mitigation hierarchy set out at Figure 12.2 below. Relevant locations can be defined as outdoor, non-occupational locations (e.g. schools, care homes, hospitals and residential properties) where members of the public are likely to be regularly exposed to pollutants over the averaging time of the air quality objectives.~~

Figure 12.2: Mitigation Hierarchy



12.7 Applicants must use 'best endeavours' to minimise total emissions from their sites, during both construction and operational phases, including minimising transport to and from them. This ~~will~~ may include measures ~~requirements~~ to minimise private car use prioritising walking and cycling ~~promote and incentivise~~ and provision of infrastructure to support the use of low emission vehicles and fuels. Consideration should also be given to the exposure mitigation hierarchy (see figure 12.2) in the design of the development to help minimise exposure to poor air quality. ~~and in some cases the provision of, or financial contribution towards the cost of low emission vehicles and associated infrastructure.~~ Developer contributions to fund appropriate mitigation may be required. ~~Examples include the provision of on-site electric vehicle recharging infrastructure and/or financial support for the provision low emission public transport services such as public transport and waste collection. The actual measures required will be site specific depending on the scale and location of~~

~~the development and the connecting transport routes. A Low Emission Supplementary Planning Document (SPD) will be prepared which will set out how the Council will consider and how applicants should approach, planning applications that could have an impact on air quality. Minor planning applications are those proposals for 9 or less dwellings/up to 1,000sqm commercial floorspace and major planning applications are those proposals for 10 or more dwellings/over 1,000sqm commercial floorspace).~~

12.8 A ~~detailed emissions assessment and/or a full~~ detailed Air Quality ~~Impact~~ Assessment ~~are likely to~~ will be required for ~~major~~ planning applications that have potential to generate significant air quality impacts or include air quality sensitive uses such as:

- ~~generate or increase traffic congestion;~~
- give rise to significant change in traffic volumes i.e. +/- 5% change in annual average daily traffic (AADT) or peak hour flows within AQMAs or +/- 10% outside AQMAs;
- give rise to significant change in vehicle speeds i.e. more than +/- 10 kilometres per hour on a road with more than 10,000 AADT (or 5,000 AADT where it is narrow and congested);
- significantly alter the traffic composition on local roads, for example, increase the number of heavy duty vehicles by 200 movements or more per day;
- include significant new car parking, which may be taken to be more than 100 spaces outside an AQMA or 50 spaces inside an AQMA. This also includes proposals for new coach or lorry parks;
- introduce new exposure close to existing sources of air pollutants, including road traffic, industrial operations, agricultural operations;
- include biomass boilers or biomass fuelled Combined Heat and Power (CHP) plant (considerations should also be given to the impacts of centralised boilers or CHP plant burning other fuels within or close to an AQMA);
- could give rise to potentially significant impacts during construction for nearby sensitive locations (e.g. hospitals, schools, care homes, residential areas, areas with parked cars and commercial operations that may be sensitive to dust);
- will result in large, long-term construction sites that would generate large HGV flows (>200 movements per day) over a period of a year or more; and/or
- requires an Environmental Impact Assessment.

~~Development which includes 'relevant' locations in areas where air quality is known to be above or approaching air quality objective values must seek to reduce exposure according to the design mitigation hierarchy set out at Figure 12.2 below. Relevant locations can be defined as outdoor, non-occupational locations (e.g. schools, care homes, hospitals and residential properties) where members of the public are likely to be regularly exposed to pollutants over the averaging time of the air quality objectives~~

~~12.9 Clear guidance in the form of a comprehensive schedule of the development triggers for what level of air quality assessment will be set out in the forthcoming Low Emission SPD, to ensure a clear and consistent approach. Information will also be provided on recommended low emission vehicle technologies and fuels that should~~

~~be implemented to mitigate emissions. Mitigation measures are likely to include priority and parking incentives for low emission vehicles, the provision of electric charging points in new developments and car free developments. The potential of using developer contributions to fund low emission infrastructure and mitigate against emissions will also be explored.~~

12.9a Further guidance will be set out in the forthcoming Low Emission SPD. The Council will review the significance of the air quality impacts in line with local and national guidance.

Delivery

- Key Delivery Partners: City of York Council; and developers.
- Implementation: Emissions Assessments/Statements; Air Quality Impact Assessments; Low Emission SPD; and planning application