



**York Civic Trust – York Futures  
A Policy on Transport for the City of York  
Tony May and Greg Marsden  
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York's current Local Transport Plan was drafted in 2010, and sets out a long term strategy for the city's transport system for the period from 2011 to 2031, and a more detailed programme over the period to 2015. It is probable that the City of York Council will wish to update its Local Transport Plan to reflect the proposals in the Local Plan which is currently being drafted.

As an input to this process, and with the encouragement of the Council, York Civic Trust held two workshops on transport policy in February 2017, in which 89 members participated. The workshops focused on the big picture: the type of transport system which participants wanted to see in York and the broad types of policy measure which might be adopted, given the Trust's and the Local Plan's aspirations for York. They were designed to provide a context for more detailed, specific schemes such as those which the Trust is pursuing under its programme of Transport Improvement Projects.

To this end, the workshops were designed to provide answers to the following questions:

- What are the main problems which York's transport system needs to overcome in the period to 2030, bearing in mind the likely proposals in the Local Plan?
- What thus should be the principal objectives of a new transport strategy for York?
- What are the most important elements of a strategy to achieve these objectives?
- What are the most appropriate transport policy measures for York to pursue within that strategy, and where should they be applied?
- How can these policy measures best be implemented?

These short discussions were designed to stimulate a new approach to strategy development, rather than as a replacement for the more detailed analysis and appraisal that will be needed in due course. The recommendations below should be read on this basis.

A fuller version of this report is available with three additional annexes -- Annex A is a description of the approach adopted in the workshops and their findings. The workshops were informed by a briefing paper on key issues, which is at Annex B. Extracts from the 2010 Local Transport Plan used in the workshops are at Annex C.

The principal findings from the workshops have been used to formulate a statement of York Civic Trust's policy on transport for the City of York, which has been endorsed by the

**Trust's Board. This statement is set out below and is being offered to the City of York Council as an input to the development of its next Local Transport Plan.**

- 1. The problems of congestion, air pollution, poor accessibility for some people and journeys and danger on the roads are particularly acute, and are aggravated by the constraints imposed by York's road network, use of inappropriate freight vehicles and the growth in delivery van traffic.**
- 2. There needs to be a better understanding of the scale of these problems, to allay misperceptions and to avoid unreasonable expectations (see (7)).**
- 3. The potential effect of population growth on these problems, and the likely effects of changes in travel behaviour, need to be better understood.**
- 4. York's transport policy should focus on the twin over-arching objectives of enhancing quality of life and the economic vitality of the city.**
- 5. Contributing to these, the most important underpinning objectives are achieving improved accessibility for all (and hence equality of opportunity), enhanced air quality and reduced impact on climate change, greater efficiency and reliability of the transport system, and improved safety. These objectives should be treated as being of broadly equal importance, and should be defined in more detail as SMART objectives specific to York.**
- 6. The vision in any revision of York's LTP should reflect these objectives in broad terms and at the same time set realistic targets for achievement in each of them overall and for different categories of user.**
- 7. To this end the Council should establish an agreed set of outcome indicators reflecting each of these objectives, and monitor performance against them.**
- 8. To achieve these objectives, York needs an integrated transport strategy which makes effective use of the full range of potential policy interventions.**
- 9. The strategy needs to be developed in compatible ways in the three key sectors of the city: the centre within the Bar Walls; the city between the Outer Ring Road and the Bar Walls; and the city's outer suburbs. It also needs to consider separately the needs of residents, commuters, tourists and business.**
- 10. Since (subject to (3)) population growth is likely to exacerbate York's transport problems, the strategy should focus on reducing car use and the underlying need to travel. Improvements to public transport, walking and cycling, freight and the use of the road network will be important in complementing these elements of the strategy.**
- 11. The strategy should draw on as wide a range of policy measures as possible, and combine them so that they reinforce one another. In that context, paragraphs 12-20 suggest policy measures which might be worth considering, bearing in mind that the Trust has not attempted to study most of them in detail.**
- 12. Land use planning is essential in reducing the need to travel. Land use and transport therefore need to be planned together. All new developments should be built as sustainable local communities, at high density, and with support and priority for public transport, walking and cycling.**

- 13. Some new infrastructure will be needed. Park and ride sites should be increased and better connected; the possibility of river-based park and ride for tourists might also be considered. It is worth considering using the rail network more intensively and building new local stations. There is a case for improving the outer ring road, provided that the extra capacity is used to reduce the impact of traffic within the city.**
- 14. The potential for smaller public electric vehicles to provide access to York's mediaeval street network should be considered. Charging points for electric vehicles and electric bikes need to be expanded.**
- 15. More can be done to use the road network more effectively, by enforcing existing regulations, reallocating road space, using intelligent traffic signals and improving the operation of the inner ring road. At the same time, traffic should be removed from more of the city centre, allowing the foot street network to be expanded.**
- 16. The cycle route network should be made more comprehensive, with more provision for off-road cycling. The pedestrian network also needs to be improved, with wider, better maintained pavements and better crossing facilities at junctions. Where cyclists and pedestrians share facilities, priorities need to be effectively signed.**
- 17. The public transport system cannot continue to rely solely on conventional buses. An innovative approach is needed which makes better use of on-demand services to fill the gaps, and extends services, particularly for park and ride, into the evenings and weekends.**
- 18. The lack of a freight strategy is particularly apparent. In developing such a strategy, a clear assessment is needed of the case for transshipment facilities and district delivery points to allow larger freight vehicles to be removed and delivery van traffic reduced. Appropriate provision for a transshipment depot should be made in the Local Plan.**
- 19. Behavioural change will continue to be a key element of the strategy. It should focus in particular on company and school travel plans and on wider education, training and health promotion. Smarter information on transport services should be provided to reinforce these messages.**
- 20. Consideration should be given to a comprehensive pricing package for York's transport system, which provides contactless smart card charging for public transport, enables parking charges, work-place parking levies and congestion charging to be included, and offers credits for green travel.**
- 21. The City of York Council should ensure that its planning, economic development and transport plans reinforce one another, and should encourage the closest possible collaboration with developers and transport operators as key delivery agents.**
- 22. While York's new Local Transport Plan can be largely free-standing, the future of public transport services and fares in particular will need to be planned and financed in conjunction with West Yorkshire Combined Authority, the East Riding of Yorkshire and North Yorkshire County Council.**

- 23. The strategy will only be deliverable if it is affordable. The City of York Council needs to make an honest assessment of the funds likely to be available to finance the strategy, and to seek financial support from a wider range of bodies, including developers and the beneficiaries of new investment. All potential funders need to work together to expand the funding base, seek continuity of funding, and ensure that the measures in the strategy provide best value for money.**
- 24. Above all, the strategy will need to be acceptable to both stakeholders and the wider public. The City of York Council needs to encourage public and stakeholder engagement in the understanding of problems, the need for the strategy, the effectiveness of the different policy measures and the steps required to implement them. It also needs to demonstrate the benefits of the strategy and its constituent parts.**
- 25. Within the resources available to it, York Civic Trust stands ready to support the City of York Council in the further development of its new Local Transport Plan. Areas in which the Trust can offer expertise include the development and analysis of a set of outcome indicators (7); the design of sustainable local communities (12); the management of the road network (15); expansion of the cycle route network (16); development of an innovative public transport network (17); and public and stakeholder engagement (24).**

## **Annex A: The Workshops' Findings**

### **A1 The approach adopted**

The workshops were designed to focus on the big picture: the type of transport system which Civic Trust members want to see in York and the broad types of policy measure which should be adopted, given the Trust's and the Local Plan's aspirations for York. The outcome was intended to provide a context for more detailed, specific schemes such as those which the Trust is pursuing under its programme of Transport Improvement Projects.

With that in mind, the workshops were structured to provide answers to the following questions:

1. What are the main problems which York's transport system needs to overcome in the period to 2030, bearing in mind the likely proposals in the Local Plan?
2. What thus should be the principal objectives of a new transport strategy for York?
3. What are the most important elements of a strategy to achieve these objectives?
4. What are the most appropriate transport policy measures for York to pursue within that strategy, and where should they be applied?
5. How can these policy measures best be implemented?

These short discussions were designed to stimulate a new approach to strategy development, rather than as a replacement for the more detailed analysis and appraisal to will be needed in due course. While the views expressed on problems, objectives and strategy may reflect those of the wider membership of the Trust, the suggestions on specific policy measures are based on a limited understanding of their effectiveness and will need to be subjected to further analysis.

The workshop format was organised by two Trust members with expertise in the subject area: Professor Tony May, Emeritus Professor of Transport Engineering, and Professor Greg Marsden, Professor of Transport Governance, both of the Institute for Transport Studies at the University of Leeds.

All Trust members were invited to participate. Applications were managed through Eventbrite, with the aim of facilitating attendance both in the evening (on Thursday 9<sup>th</sup> February) and the daytime (on the morning of Friday 10<sup>th</sup> February). Participation was limited to around 40 in each of the two workshops. This allowed discussion groups of up to ten in each workshop. In addition the Trust invited members of its Planning Committee to serve as facilitators and students from its Planning Club to act as rapporteurs. A total of 89 members of the Trust participated in one or both workshops.

The aim was to devote most of the workshop to discussing each of the questions above and comparing opinions. To avoid the need to spend too much time on factual background, the workshop organisers prepared a briefing paper, included at Annex B, which was circulated to all participants a week in advance. Where possible the organisers took the 2010 Local Transport Plan for York as their starting point. Excerpts from the Plan presented in the workshop are at Annex C.

The Institute's Knowledgebase on Sustainable Urban Land use and Transport (KonSULT: [www.konsult.leeds.ac.uk](http://www.konsult.leeds.ac.uk)) was used as an additional resource during the workshops. On the Thursday evening this was used by the discussion groups in answering question 4 above, while on the Friday morning it was used by the workshop organisers to identify the measures suggested by KonSULT based on the discussion groups' answers to questions 2 and 3. Both approaches generated a similar set of suggested policy measures.

KonSULT uses a six-fold categorisation of possible strategies. These were used to structure the more detailed answers to questions 4 and 5 by asking each group to focus on a specific strategy:

- Reducing the need to travel: Thursday group 1
- Reducing car use: Friday group 2
- Improving the use of the road network: Thursday group 2; Friday group 3
- Improving public transport: Thursday group 4; Friday group 4
- Improving walking and cycling: Thursday group 3
- Improving freight: Friday group 1.

The rapporteurs were asked to record key messages on flip-chart sheets and to summarise them in each of the four report-back sessions. This report is based on these inputs, and reflects in turn answers to each of the five questions. Where appropriate it shows the number out of the eight groups which supported a particular argument.

A draft of this report and the key messages was then circulated to all participants for further comment to identify any errors or omissions. This final version takes account of the 15 sets of comments received.

## A2 The transport problems which York faces

Discussion groups were invited to identify the problems with the current transport system, and those which might emerge over the period to 2030. The most frequently mentioned current problems (identified by six groups in each case) were congestion, air pollution and poor access.

Congestion is a concern particularly on and approaching the inner ring road and on the single carriageway section of the outer ring road. One group also mentioned congestion on the A64 north east of York, which it was felt causes traffic to take unsuitable routes. It was noted that congestion adversely affects bus operations, adding to operating costs, delays and unreliability.

Air pollution is of concern given the increasing evidence of the impacts of oxides of nitrogen and micro-particulates on health and premature death. The problem is most serious on and close to the inner ring road. The principal contributors were seen to be buses, particularly with engines kept running, heavy goods vehicles, taxis and diesel cars and vans.

The problems of poor access arise in a number of ways. Among users, elderly residents and disabled travellers are the most seriously affected, and it was noted that this problem is likely to become worse as society ages. Among locations, access is particularly problematic for cross-town movements, which are not well served by public transport. Several groups also mentioned the problems for evening travel, when park and ride services no longer run and bus services are less frequent, and Sunday travel when there are far fewer buses.

Five of the groups mentioned danger as a problem. The main sources are excessive speed, particularly by delivery vehicles, and the complexities of mixed traffic. Perceptions of danger result in turn in constraints on the travel options for children and elderly residents.

Perhaps surprisingly, only one or two groups mentioned problems of traffic noise, obesity and the lack of resilience of the transport network to flooding and other emergencies.

York was seen as particularly vulnerable to this set of problems as a result of its historic street network and the barriers to movement caused by its rivers and rail network. Four groups noted that larger freight vehicles are particularly unsuited to York's road network, and that the growth in delivery vehicle flows resulting from internet shopping is aggravating many of the problems. It was also felt that poor and inconsistent signing and markings is adding to congestion and the sense of danger. It was noted that the problems differed in nature and severity by area of the city.

Looking to the future, most groups noted that the planned 20% population growth is likely to exacerbate many of these problems, particularly if new settlements encourage car-based travel. Doubts were expressed as to the possible impacts on demand of new forms of transport, such as on-demand taxis and increasingly automated vehicles.

Participants generally accepted that these assessments were based on perceptions rather than on factual information. There was a general feeling that more evidence is needed on the scale of these problems as they affect York, and on the underlying trends. There is a particular need for data on congestion and delays, poor access, air pollution and accidents.

### A3 What should be the objectives of a transport policy for York?

Prior to this discussion, the summary statement of vision and objectives from York's Local Transport Plan (see Annex C) was presented. Groups were invited to consider, in the light of their discussion of problems, whether the vision and objectives remained valid for York.

Six of the groups identified quality of life as an overarching objective which was absent from the Local Transport Plan summary. The concept of quality of life was seen to include liveability, choice and opportunity, and freedom from danger and health hazards. Four groups also noted that support for the city's economic growth was missing from the Local Transport Plan's vision. There was a general sense that economic vitality and quality of life are mutually supportive overarching objectives, which any future transport strategy should be designed to address.

Within this context, the most frequently mentioned objectives were improved accessibility for all; enhanced air quality and reduced impact on climate change; greater efficiency and reliability in the transport system; and improved safety. There was no sense that any of these four objectives was more important than the others.

Improved accessibility, mentioned by seven groups, contributes directly to quality of life by increasing choice and opportunity, and to economic growth by reducing costs. There was some doubt as to whether the concept of equality of opportunity, as expressed in the Local Transport Plan, was realistic, and it was suggested that the opportunities for improvement differed by area of the city.

Improved air quality, identified by six groups, was the most frequently mentioned environmental objective. However it was noted that other improvements to York's natural and cultural environment are needed, and would also contribute to both quality of life and economic growth.

Five groups mentioned efficiency and improved reliability, largely in terms of reductions in congestion, travel time and waiting time for public transport. Such improvements should help support economic growth, but should also enhance quality of life by improving accessibility and reducing stress.

Four groups mentioned safety, with a particular focus on children and the elderly and on pedestrians and cyclists.

While none of these objectives was seen as paramount, there was a general acceptance that there were trade-offs between them. For example, while improved access is important, it should not be provided in ways which adversely affect the environment or compromise the city's heritage. Moreover the balance between them should differ by area of the city and for different types of user. The strategy could usefully consider separately the requirements for the city within the Bar Walls, the area between the Bar Walls and the outer ring road, and the suburbs beyond the outer ring road. It also needs to address separately the needs of residents, commuters, tourists and business.

Several groups noted that the current statement of vision and objectives was rather general, and could have been written for any city. There was a general sense that more specific measurable (SMART) objectives were needed which were specific to York. Indeed, the strategy would be much improved if based on an agreed set of quantifiable outcome indicators and targets.

#### A4 What should the strategy involve?

The third discussion session considered the type of strategy to be adopted to meet the agreed objectives, and also the specific policy measures which might contribute to that strategy. The discussion on strategy was prompted both by the categorisation of types of strategy used in KonSULT and by the five elements of the strategy adopted in York's Local Transport Plan (Annex C). In practice, discussion groups focused more on policy measures than on strategy.

Of the six types of strategy in KonSULT, the most frequently advocated, by five groups, was reducing car use. This strategy is consistent with York's Local Transport Plan's hierarchy of users, which places car-borne shoppers and visitors in seventh place, and car-borne commuters in eight (and last) place in terms of priority for movement. This in turn is justified on the grounds that reducing car use can contribute to reductions in pollution and environmental damage, congestion and accidents. The groups identified an increasing need to control car use in response to projections of a 20% population growth. They advocated



an approach which enhances the alternatives to car use, stimulates behavioural change and imposes controls on the demand for car-based travel.

Four groups identified reducing the need to travel as a key element of strategy. Several noted that this did not form part of the Local Transport Plan strategy, and was now even more important given the anticipated growth in population. The key to this strategy, it was argued, is the promotion of sustainable communities in which residents do not need to travel so far to reach shops, leisure and employment opportunities, and which thus facilitate the use of more sustainable transport modes.

A further four groups identified improving public transport as a key strategy element. The principal justification, as in York's Local Transport Plan strategy, is to provide quality alternatives to the private car. However, as illustrated later, most groups argued that simply relying on conventional bus services would not be a sufficient basis for the improvements needed.

The other three strategy elements in KonSULT attracted fewer mentions. Three groups considered the strategy of improving the use of road space, but this was interpreted in a variety of ways, including providing additional capacity, managing traffic more efficiently, and reallocating road space to pedestrians, cyclists and public realm. Only two groups directly mentioned strategies of improving walking, cycling and freight, but these were reflected more strongly in the types of policy measure advocated.

The majority of groups stressed the importance of adopting an integrated strategy. The strategy thus needs to adopt all six elements identified above, and to design each to reinforce the others. Several groups referred to the concept of sticks and carrots, with the carrots reflected by improvements to public transport, walking and cycling and the sticks by the controls and charges adopted for car and commercial vehicle use. Integration is also needed between the modes of transport, between passenger and freight transport, between transport and land use planning, between the approaches adopted for different areas of the city, and between the sub-strategies for residents, commuters, tourists and business.

#### A5 What policy measures should be adopted?

Discussion groups proposed policy measures in outline in the third discussion session and in more detail for their assigned elements of strategy (see A1 above) in the final discussion session. On the Thursday evening they were able to use KonSULT to inform their initial thinking. On the Friday morning the organisers used the objectives and strategy formulated in earlier discussions (see A3 and A4 above) to identify the most promising policy measures, as summarised in A5.8 below.

It should be stressed that, with the exception of KonSULT, the groups did not have access to information on the potential effectiveness of the measures which they proposed, or the ways in which they had been used elsewhere. Inevitably, therefore, there were differences

of view on their merits. The proposals in the summary which follows should therefore be considered as initial suggestions for further analysis. They are listed following the classification of types of policy measure adopted in KonSULT.

#### A5.1 Land use measures

Six of the discussion groups saw the need to plan land use jointly with transport strategy. Most focused on the need for the new settlements envisaged in the draft Local Plan to be sustainable. This includes making them high density, with mixed development providing facilities where possible within the community, and hence supporting local travel on foot and by bike. They also need to incorporate public transport services from the outset, making this the mode of choice for access to the remainder of the city, and discouraging the development of car-based communities. These principles were set out more fully in the Trust's report on York Futures.

Many groups were concerned that current planning and procurement procedures might not guarantee that these principles are met, and that the new settlements as currently envisaged might be too small to support them. Again, the Trust's York Futures report, which advocates a new approach to the financing and governance of new developments, addresses these issues.

Several groups suggested that similar principles should be applied to York's existing district centres, such as Acomb, Haxby, Huntington and Strensall, thus further reducing the need for longer distance travel. It was generally agreed that new development within the city should be on brownfield sites, and that further expansion of the current out of town centres should be resisted.

#### A5.2 Infrastructure and vehicles

Six groups identified measures in this category. The most common infrastructure proposal was the expansion of park and ride sites, which were seen to have been successful. Any new sites need to be located outside the outer ring road, so that users avoid congestion in reaching them. The possibilities of rail-based park and ride in conjunction with rail service improvements and a river-based park and ride service for tourists were also raised.

Three groups proposed enhancements to the rail network, through a combination of a more frequent tram-train service on the Harrogate and Scarborough lines and new stations at Strensall, Haxby, York Hospital and York Business Park. The current proposal for a new transport hub at York station was also strongly endorsed.

Two groups advocated upgrading the single carriageway outer ring road, with one suggesting that dualling it or at least providing flyovers would be preferable to the proposed improved roundabouts. However, there was widespread concern that such improvements might simply attract additional traffic, unless steps were taken in parallel to divert traffic from within York to the ring road. This is an example of the integrated approach advocated above. Otherwise there was no enthusiasm for further additions to the road network.

The other infrastructure-related measures proposed were an increase in cycle parking, not least at stations, and improvements in road maintenance in the interests of all road users.

Three groups envisaged the development of a fleet of small electric vehicles suitable for use in York's historic streets. These would principally be used to replace cars and conventional buses within the Bar Walls, but might also be used for freight transhipment. The provision of additional charging points for electric cars, support for the introduction of electric bicycles, and the possibility of a trishaw service for those unable to cycle were also mentioned.

### A5.3 Traffic management measures

All but one group advocated measures to use road space more effectively. Three groups focused specifically on the need for more effective enforcement of speeding, parking and traffic control violations. The perceived misuse of blue badge parking in the centre was a particular concern; one group suggested the development of smart badges and automated enforcement to discourage misuse, while protecting bona fide users.

Three groups proposed that more road space should be allocated to buses and cyclists, and two groups explored the possibility of making part or all of the inner ring road one way. The final two groups focused on the operation of traffic signals, which they felt contributed to congestion, and might be replaced by more intelligent traffic controls which reflect the variations in traffic demand, while providing fully for the needs of pedestrians.

Six of the groups proposed an increase in regulatory control of traffic. Most wanted to see the foot street network extended throughout the centre, with one proposing the closure of Ouse Bridge other than to buses and taxis. Two groups went further in suggesting that the whole of the centre should be traffic free, or at least car free, and two groups specifically advocated further limits on access times for servicing and on permitted vehicle size. Two groups suggested that a system of zones might be introduced, with restrictions on movement between zones other by car or commercial vehicle, while others advocated extending 20mph zones.

Five groups wanted to see further provision for cyclists, and four for pedestrians. The most common proposal was the extension and completion of the cycle route network, including the possibility of improved access within the city centre. There were mixed views on whether cyclists should be separated from pedestrians, or whether more effort should be made to encourage shared use and to ensure that priority provisions are clearly signed. The possibility of routes for those wishing to commute by bike was also raised. Apart from foot streets the most commonly mentioned improvements for pedestrians were wider, better maintained pavements and improvements to crossings at junctions. In particular, four-way crossing facilities should be used more widely, and signed so that it is clear to pedestrians that the facility exists.

### A5.4 Service provision

As noted in A4 above, there was a widespread view that public transport provision could no longer rely solely on the conventional bus. All but one group explored ideas for public transport improvements. There was particular interest in the potential of new on-demand taxi services such as Uber. Four groups developed this concept to explore the possibility of an innovative public transport network, with conventional buses and tram-trains being used for longer journeys, smaller electric vehicles providing greater penetration of the city centre, and flexible feeder services in the suburbs using minibuses and on-demand taxis. If the latter could also serve the park and ride sites, they could then be used to provide access to wider areas of the inner city.

Three groups suggested in parallel that improvements should be made to the schedules for conventional public transport, to make them simpler, more regular and better integrated, with better coverage in the evenings and on Sundays. In particular the park and ride services need to be extended into the evenings to support the night time economy. One group took the view that such changes could only be achieved if bus services were to be re-regulated or franchised.

Three groups explored the opportunities for improving freight services. There was a general sense that a freight strategy for York is needed, involving operators, shippers and retailers as well as those affected by freight traffic. It was noted that the idea of transshipment facilities had often been advocated, but that a clear economic case still needed to be developed, including consideration of depot site provision, financing, ownership and security. A further suggestion was the establishment of more community delivery centres, similar to that at York hospital, to reduce the need for local delivery traffic. One group outlined a proposal for an extended version of such a service. Such measures should be reinforced by the regulatory controls advocated in A5.3 above.

#### A5.5 Behavioural measures

Six groups proposed ways of achieving behavioural change through “nudge” policies, noting the success that had been achieved in policy areas such as smoking and recycling. Five groups argued for wider development of company travel plans, including the promotion of cycling and flexible working hours. Four advocated further application of school travel plans, including the use of “walking buses” and supervised cycling. More generally there was encouragement for promotional activities alerting residents to the health and environmental benefits of sustainable travel; one group suggested a similar programme targeted at tourists. These measures were seen as representing excellent value for money, but need to be sustained over time.

#### A5.6 Information provision

All but one group suggested ways in which more effective use could be made of information technology. Most advocated smarter information on the alternative services available, including real time pre-trip and on-board information. It was also noted that information technology could be used to promote both car- and bike-sharing and, through

telecommunications and video-conferencing, to offer an alternative to travel. Two groups also argued that more needed to be done to improve conventional fixed signing and markings, particularly where they appear to give mixed messages to car users, cyclists and pedestrians.

#### A5.7 Pricing measures

All but one group developed proposals for improving the ways in which transport is charged and paid for, noting that this could help send appropriate signals to all transport users. Five groups proposed the use of congestion charging to make drivers aware of the social costs of their journeys, and to help reduce traffic within the outer ring road. Four groups suggested that parking charges should be reviewed with a similar aim in mind; two groups advocated the introduction of workplace parking levies. It was noted that each of these would also provide an income stream to help overcome the serious financial shortfall which the City Council is facing, and hence support other policy measures.

Two groups developed the concept of a system-wide contactless smart card, which could be used for both public and private transport, and could offer credits for journeys made on foot or by bike. One group suggested that free travel for the elderly should be replaced by a low flat fare, which could be levied using the smart card, thus freeing up funding for other policy measures.

#### A5.8 The measures suggested by KonSULT

The KonSULT website's measure option generator provides a facility for identifying policy measures which might be of benefit in a given context. The user specifies the type of area, the objectives and their relative importance, and the strategies to be adopted, again weighted in terms of importance. The measure option generator then lists the 64 policy measures currently included in KonSULT in descending order of potential contribution.

The workshop organisers ran the measure option generator in the Friday morning session to reflect the objectives and strategies which that workshop's groups had advocated. The top ten policy measures for the city as a whole, in descending order, were:

- Land use planning to support public transport
- Road user charging
- Denser mixed development
- School travel plans
- Regulatory restrictions (on vehicle use)
- Promotion of sustainable travel
- Pedestrian areas
- Limited parking provision in new developments
- New rail stations and services
- Company travel plans.

It is interesting to note that all of these measures were suggested by one or more groups over the two days.

#### A6 How can these measures best be implemented?

In the final discussion session, groups were also asked to consider how their proposed policy measures might best be implemented. This discussion highlighted three potential barriers to implementation: governance, finance and public acceptability.

Five groups considered governance issues. Most noted that, while much of York's transport policy can be developed within the city, the Council is dependent on the West Yorkshire Combined Authority, the East Riding of Yorkshire and, to a lesser extent, North Yorkshire for policies related to longer distance services, fares and commuting patterns. It was suggested that the City of York Council needs to work closely with all of these authorities in the development of its public transport policies, and particularly with WYCA in the establishment of a common fares policy.

Given the earlier conclusions (see A4 above) on the need for an integrated approach, these discussion groups advocated the integration of the City of York Council's land use, economic development and transport policies, steps to require the providers of public transport to work more closely together, and closer collaboration with developers. It was noted that such an approach should also help cushion the Council against the effects of further cuts in its staff budget.

Five groups considered the financial requirements of the strategy, noting that central government funding was declining and becoming less predictable, and that the Council would increasingly be restricted in its ability to finance transport management and service provision. They suggested that the Council should aim to widen the funding sources available, looking in particular at the beneficiaries of its policies, including developers. Closer cooperation between funding bodies could also help to increase the funding available and provide greater continuity and certainty in funding. In particular, participation in the West Yorkshire Combined Authority could provide access to additional funds, as is already happening for infrastructure development, and might enable a common fares structure and a franchising model for public transport to be introduced. Two groups noted that funding would continue to be tight, and that the strategy should focus on low cost measures which offer greater value for money.

Only two groups considered issues of public acceptability, but both stressed that the City of York Council needs to encourage public and stakeholder engagement in the understanding of problems, the need for the strategy, the effectiveness of the different policy measures and the steps required to implement them, and to demonstrate the benefits of the proposed strategy and its constituent parts.

## Annex B: The briefing paper



### **York Civic Trust – York Futures Transport Policy Workshops 9 and 10 February 2017 Briefing Paper**

**Tony May, Emeritus Professor of Transport Engineering  
and Greg Marsden, Professor of Transport Governance  
Institute for Transport Studies, The University of Leeds**

#### **Workshop objectives**

The workshop will focus on the big picture: the type of transport system we want to see in York and the broad types of policy measure which should be adopted, given the Trust's and the Local Plan's aspirations for York. It will provide a context for more detailed, specific schemes such as those which we are pursuing under our programme of Transport Improvement Projects.

With that in mind, the workshop is designed to provide answers to the following questions:

- What are the main problems which York's transport system needs to overcome in the period to 2030, bearing in mind the likely proposals in the Local Plan?
- What thus should be the principal objectives of a new transport policy for York?
- What are the most appropriate transport policy measures for York to pursue and where should they be applied?
- How can these policy measures best be implemented, and what should be the role of the City of York Council?

This briefing paper provides some background for participants under the following headings:

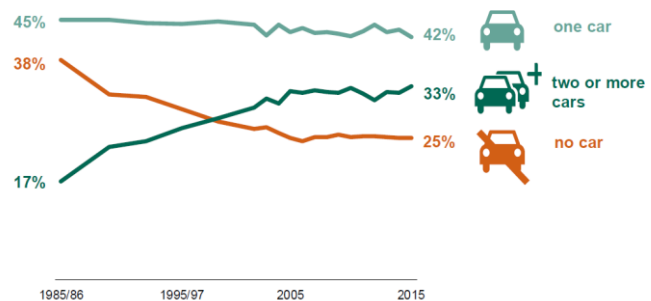
- Trends in travel and communication, and projections to 2030.
- Responsibilities for transport planning: the changing context.
- The approach to Local Transport Plans, the York 2011-16 LTP and related documents.
- The policy measures available and newly emerging.
- The role of KonSULT in supporting urban transport planning.

## Trends in travel and communication to 2030

### Nationally, household car ownership has flatlined

Car ownership per household is now more or less flat. There are different trends which might influence the future of car ownership in cities like York. Single-person households are significantly less likely to own and use cars, but their average per capita motorisation rate can still be higher than for larger households. If single person household growth is in areas well served by alternative options then it further reduces the likelihood of ownership.

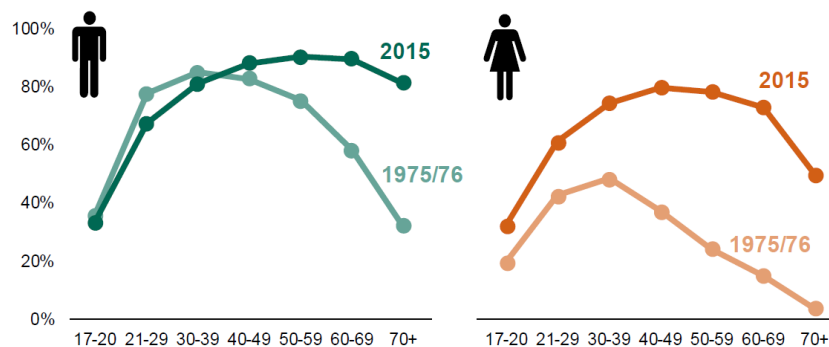
Household car availability: England 1985/86 to 2015 [NTS0205]



### Driving Licence Uptake is falling amongst younger people, particularly males

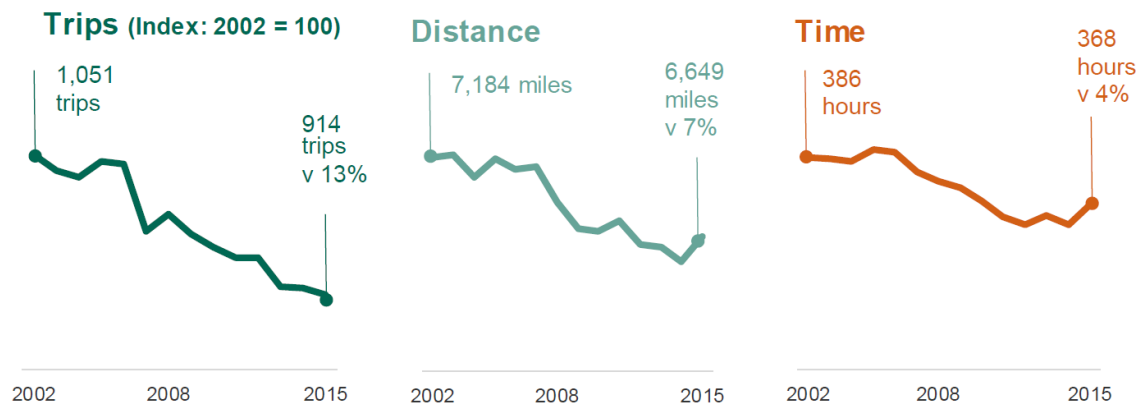
Over the past decade there has been a significant reduction in driving licence uptake and a reduction in distances travelled by young people. This has been attributed to a range of factors such as rising insurance costs, falling disposable income, greater urbanisation. No one factor dominates.

Full car driving licence holders by age and gender: England 1975/76 and 2015 [NTS0201]



### Overall, trip rates and distances travelled per capita have been falling

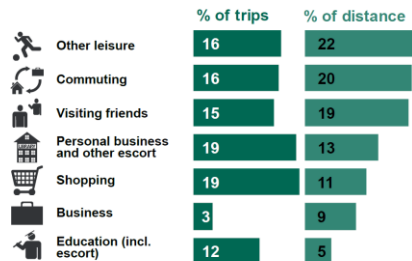
Trends in trips, distance travelled and time spent travelling: England 2002 to 2015 [NTS0102]



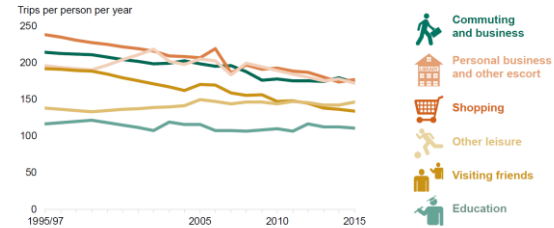


Whilst much of the focus of the review of York’s draft Local Plan has been on the negative impacts of population growth on peak period travel, it is worth noting that commuting trips represent only around 16% of all trips and 20% of distance. With the exception of education (stable) and other leisure (slightly increasing) the trip rates for a range of other activities have been falling.

Purpose share of average number of trips and distance travelled: England, 2015 [NTS0401, NTS0402]



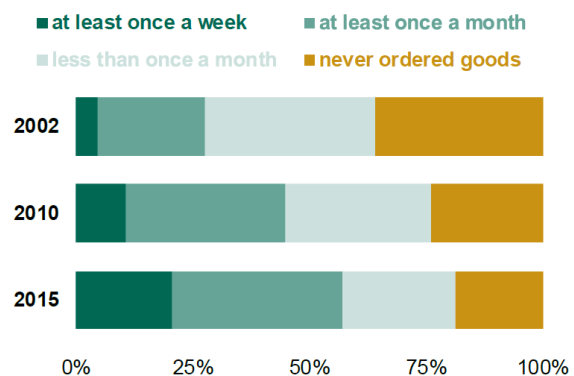
Average number of trips, by purpose: England 1995/97 to 2015 [NTS0403]



### There has been a significant rise in Light Goods Vehicle Traffic

Freight traffic is generally poorly understood. Light goods vehicles cover a wide range of purposes from domestic through to freight functions. There has been a substantial rise in LGV traffic across the UK and it is the fastest growing source of traffic at around 5% per annum. Some of this can be attributed to the significant increases in on-line shopping and also business to business exchanges which are now possible. There is also an increase in domestic servicing (cleaning, dog walking).

Frequency of household delivery of goods and services: England, 2002, 2010 and 2015 [NTS0806]



### Within York trends match those nationally, but car use by long distance commuters is increasing

Between the two censuses in 2001 and 2011, car use for commuting within York fell by 10%, while public transport, walking and cycling saw a 10% increase. More recently, park and ride usage, bus usage and walking for all activities have risen by around 2% per annum, while cycling and general traffic levels have remained static.

However, while only 47% of commuters within York travel by car, 80% of those coming from outside do so, and commuting flows by car from Leeds, Selby and the East Riding rose by 37%, 28% and 12% respectively between 2001 and 2011.

## **Responsibilities for Transport Planning**

### York developed its current Local Transport Plan when responsibilities were clear-cut

Since 2000, unitary authorities such as York have been responsible for producing Local Transport Plans (LTPs), which set out the authority's transport strategy for a five year period within a longer context period. The City of York Council produced its third LTP in 2010, setting out a long term strategy for the period from 2011 to 2031, and a more detailed programme over the period to 2015. This LTP is still the governing document for York's transport strategy, and we will be reviewing elements of it during the workshop. In the following section we explain in more detail the government's expectations for the third round of LTPs and, in outline, the content of York's 3<sup>rd</sup> LTP.

### Since 2010 the context has become much more complicated

The coalition government's first step in 2010 was to indicate that, in the interests of localism, it would no longer be specifying requirements for, or monitoring the outcomes of LTPs. LTPs remain statutory documents, and there is a requirement on York to update its LTP as needed, but no encouragement or support from government in the process. Subsequently the government abolished regional development agencies (such as Yorkshire Forward) and replaced them with Local Enterprise Partnerships (LEPs), which are business-led and, in relation to transport, have a primary interest in the development of infrastructure to support the regional economy. In parallel the government supported the development of City Regions as sub-regional strategic planning bodies. The Department for Transport has also introduced the concept of Sub-national Transport Bodies (STBs) to oversee strategic transport provision. York is included in both the York, North Yorkshire and East Riding and Leeds City Region LEPs, the Leeds City Region itself and Transport for the North.

More recently, the government has been encouraging devolution of powers to regions for a number of policy areas including transport. Initially this was done by establishing Combined Authorities in the provincial conurbations, which subsumed the pre-existing Passenger Transport Executives. West Yorkshire now has a Combined Authority (WYCA), and prior to 2015 discussions were well advanced on including York within its area of coverage (as WYCA+). In 2014, George Osborne introduced the concept of Mayoral Combined Authorities (MCAs), to which more powers (for example for the franchising of bus services) would be devolved provided that the area concerned elected a mayor. Greater Manchester is in the vanguard on this, but MCAs are in varying stages of development in Merseyside, South Yorkshire, Teesside and the West Midlands. Three alternative proposals were submitted in September 2015 for the rest of Yorkshire, involving two MCAs in West Yorkshire and the remainder (York, North Yorkshire and the East Riding); a variant of that in which York and other towns in the Leeds City Region would join an expanded West Yorkshire MCA; and a single MCA for "Greater Yorkshire". Sixteen months later, the government is still to respond to these proposals.

### Higher level decisions now influence any future York Local Transport Plan

While the City of York Council remains responsible for any new Local Transport Plan, it thus has to produce it in the context of the proposals from two LEPs, the Leeds City Region and Transport for the North. In practice Leeds City Region, through WYCA+, has had the greatest influence. It has been developing a £1bn Transport Fund for WYCA+, of which the government has committed £750m, with the remainder to be raised by a committed levy on Council Tax. The £1bn has been allocated to those infrastructure projects which were predicted to make the greatest contribution to economic growth. Four of these projects, totalling roundly £100m, are in York: the upgrading of seven roundabouts on the Outer Ring Road; provision of access to York Central, including an upgraded interchange at York Station; city centre public transport improvements; and, potentially, a new park

and ride site at Clifton Moor with related corridor improvements. CYC has recently committed itself to participating in the Transport Fund; thus these projects are likely to be funded. At present WYCA+ is developing a Leeds City Region transport strategy, which will be published in April, and will provide a context for any future York LTP; in parallel Transport for the North is currently consulting on its Strategic Transport Plan.

## **The approach to Local Transport Plans, the York 2011-31 LTP and related documents**

Clear guidance is available on the approach which might be adopted to producing a Plan

The guidance under which York's 2011-31 LTP was developed is set out in the Department for Transport's *Guidance on Local Transport Plans* (2009). Broadly, the guidance recommended, or required:

- the development of a longer term strategy and a shorter term implementation plan
- flexibility in the time horizon and spatial coverage of the LTP
- integration with regional strategies
- consistency with Local Development Frameworks (Local Plans)
- reflection of the (then) government's national transport objectives of
  - supporting economic growth
  - reducing carbon emissions
  - promotion of equality of opportunity
  - contributing to better safety, security and health
  - improving quality of life and supporting a healthy natural environment
- local prioritisation among these objectives, and the freedom to add others
- identification of the problems or challenges to be solved
- proposing an overall strategy for addressing these challenges
- generation of a wide range of options to contribute to that strategy
- appraisal of these options against the objectives
- selecting preferred options and deciding on priorities
- implementing the agreed strategy.

In the workshop we will follow this broad approach, by:

1. identifying the problems to be overcome
2. considering in that light what the objectives of a transport strategy should be, and what the priorities might be among those objectives
3. generating a list of the most appropriate transport policy measures (options) and considering where they might be implemented
4. discussing how these measures might best be implemented.

It is worth noting a number of considerations which underpinned that guidance, and which we will need to reflect in the workshop:

- a. objectives may well be in conflict with one another (for example as between economic growth and environmental protection); hence the need to be clear which objectives are most important
- b. there is often a confusion between objectives and strategy; for example, reducing car use is often presented as an objective; in practice it is one possible element of a strategy for achieving the agreed objectives

- c. there is a very wide range of possible policy measures, as discussed in the next section, but local authorities are often very limited in the range of measures which they consider
- d. availability of finance will be a continuing barrier to implementation, and any strategy needs to be affordable and cost-effective; unfortunately government policy still makes it easier to finance expensive infrastructure projects than lower cost management measures, even when the latter are shown to be more cost-effective
- e. public acceptability is typically the other serious barrier to effective strategies; with this in mind the guidance stresses the importance of stakeholder involvement and public participation in strategy development.

York's 2011-31 LTP provides an appropriate starting point for the workshop

The York 2011-31 LTP ([www.york.gov.uk/downloads/file/3725/ltp3pdf](http://www.york.gov.uk/downloads/file/3725/ltp3pdf)) was developed under this guidance, and still represents the Council's transport policy. In the workshop we will be looking in turn at:

- the problems which CYC identified in preparing its LTP, and the objectives which it specified
- the strategy on which York's 2011-16 LTP was based
- the policy measures proposed and the extent to which they have been adopted.

Several subsequent policy documents will also influence any future Local Transport Plan

Since 2010, the Council has commissioned a series of reports of potential relevance to any future transport plan, including:

- Baxter Associates (2011): York Central Historic Core Conservation Area Appraisal
- CYC (2011): York City Centre Movement and Accessibility Framework
- CYC (2012): City of York Streetscape Strategy and Guidance
- CYC (2013): York Historic Environment Characterisation Project.

Of most importance, however, is the emerging Local Plan. The latest consultation on preferred sites (July 2016) provides for 16,800 dwellings and 144,000 sqm of employment over the 20 year plan period. Four of the strategic housing sites, providing around 4,000 dwellings, and two of the strategic employment sites, providing up to 90,000 sqm of employment, are located outside the Outer Ring Road. These sites are still in principle governed by the sustainable access policy as specified in Policy T1 of the (unpublished) 2014 draft consultation document:

“Development will be 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.”

We understand that an analysis of the transport implications of these developments is currently under way.

**The policy measures available and newly emerging**

The approach to urban transport planning has changed dramatically

The traditional approach to urban transport was an engineering and management one, involving building new infrastructure and managing the way in which that infrastructure was used. The urban transport toolbox included measures such as new roads and rail lines, multi-storey car parks, traffic signals and one way streets, parking controls, bus priorities and traffic calming. Today a much wider range of disciplines is involved, including town planning, computing and information science,

economics and applied psychology. Land use planning, with a focus on higher density mixed development, is now seen as crucial in reducing the need to travel and in facilitating walking, cycling and bus services. Information technology has expanded to provide real-time guidance on service patterns and delays, and to facilitate the use of shared cars, bicycles and taxis; communication technology is also increasingly offering an alternative to travel. Behavioural (“nudge”) measures have been introduced to encourage residents to consider alternative means of travel and to promote school and workplace travel plans. Pricing has been applied not just to public transport and parking but also more controversially to road use, while smart card technologies are now facilitating more flexible and targeted pricing strategies. Of the 64 policy measures included in our KonSULT knowledgebase (as outlined in the next section) only around half were available 40 years ago, and many have only emerged in the last decade.

#### But cities rarely make use of this extended toolkit

This wider range of measures offers considerable potential for developing more effective transport strategies. However, cities are often over-reliant on pre-conceived ideas and tend to focus more on conventional infrastructure and management solutions, while overlooking land use, information, behavioural and pricing measures. This is compounded by a lack of evidence on the performance of many of the newer policy measures. As the Eddington Report (Eddington (2006) put it: *“Unless a wide range of appropriate options is considered, there is a risk that the best options are overlooked and money could be wasted. A good option generation process is crucial to ensure that the transport interventions that offer the highest returns can be found. The full range of options should look across all modes and include making better use of the existing transport system, including better pricing; investing in assets that increase capacity ...; investment in fixed infrastructure; and combinations of these options.”* Our KonSULT knowledgebase was designed to improve the option generation process. However, even with a more effective approach to option generation, it will be important to keep abreast of new developments, as illustrated in the following paragraphs.

#### Major changes to transport in the period to 2030 will happen, facilitated by smartphone technology

Smartphone ownership, whilst not ubiquitous (see 2016 data from Ofcom below), has reached very high levels of penetration and this is set to continue. Early developments have focused on improving existing functionality (e.g. real time information or buying train tickets). However, it is the recent advances in mapping, GPS positioning and payment systems which will make a change in how people get around.

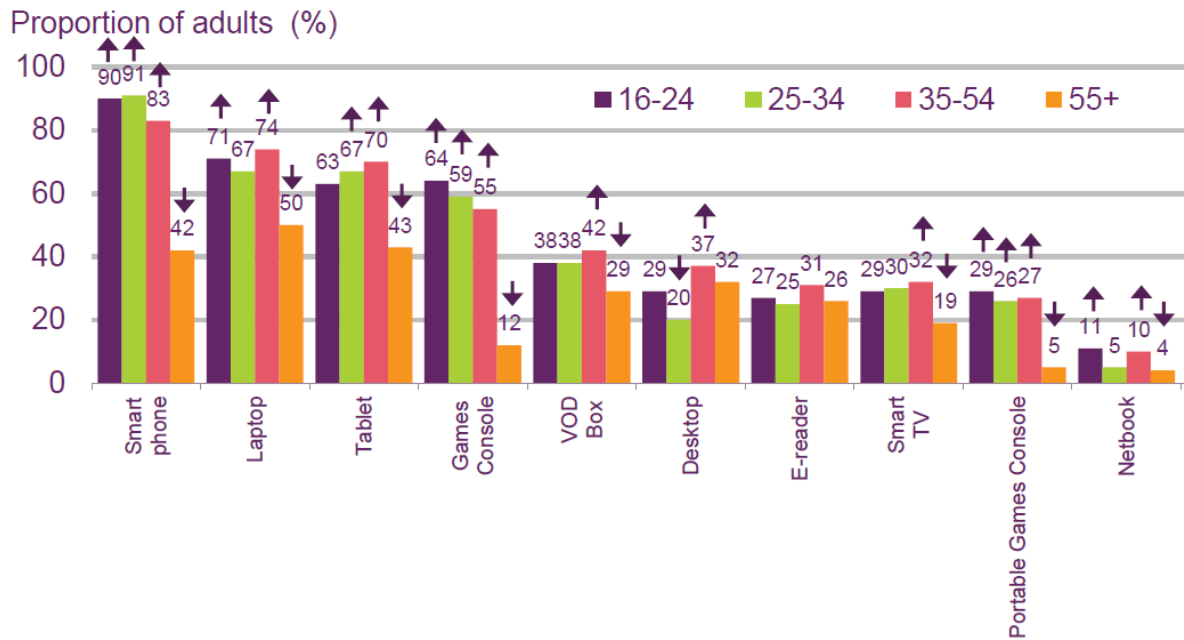
Uber works on the principle of matching users to drivers and supply to demand in real-time. This will very quickly become an expectation for quality and responsiveness. This type of functionality also makes accessing shared car club vehicles easier (e.g. Enterprise Car Club in York) and is beginning to be integrated into bus ticketing.

In cities such as Helsinki and Birmingham, a new concept of Mobility as a Service is being trialled with an app developed by MaaS global called WHIM. Here, the app integrates all mobility options under one payment app so you type in where you want to go from and to, it works out the options, you select your preferred choice and it books and resolves payment. It provides walking maps to bus stops or pick up points. It is possible to set up different subscription levels per month or pay as you go. The app learns your preferred choices. Whilst in its infancy now, such a way of getting around is

likely to be fairly widespread by 2030. The implications for a city like York could be significant given the fairly tight geography of the core city area and strongly radial bus services.

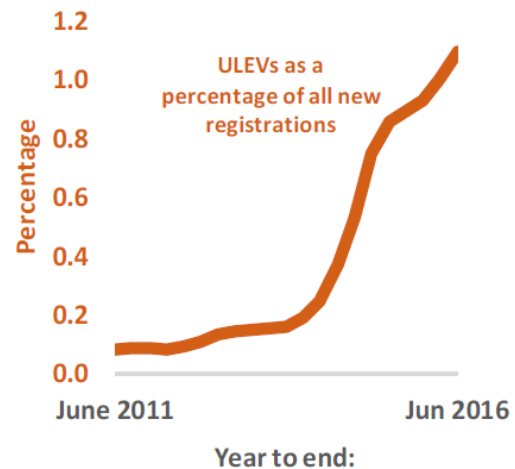
In the US, cities are experimenting with paying Uber to ensure that the urban periphery can have a guaranteed 10 minute pick up time, since they cannot achieve this with buses. Other cities are subsidising Uber trips to public transport interchanges to make multi-modal trips more competitive and to reduce the need for car park expansion.

**Figure 5.11 Take-up of internet-enabled devices, by age**



### There will be a substantial increase in electric vehicles by 2030

There is an international momentum behind the development of clean vehicles and the UK is a supporter of the early adoption of electric vehicles through a range of purchase grants and the development of charging infrastructure. Whilst Ultra Low Emission Vehicles form only around 1% of new vehicle registrations, the growth trajectory is steep and so one might anticipate 30 to 40% of new cars being electric by 2030. The range for EVs is now quite substantial (around 220 miles) and so it may mean that charging at work or in town rather than at home becomes less important over time. However, there will need to be a change in the provision of rapid charge points and this could have urban realm implications.



E-bikes present a major opportunity for a city the size of York given that some of the strategic development sites are around the outer ring road. E-bikes can support cycling at up to 15mph making most edge of York to centre journey times potentially of the order of 20 minutes.

### Shared vehicle schemes are more likely than high levels of automation

Much news points to the race to introduce fully autonomous vehicles. Whilst we will see trials of autonomous vehicles on roads and in urban areas (Milton Keynes), it seems likely that the period to 2030 will feature increased amounts of driver support rather than full automation, particularly in complex city networks like York.

There is greater potential in the adoption of increasing shared transport use. The current car club is one where you have to return the vehicle to the point of hire. BMW already run a DriveNow system of one way car rental where you can leave the car in a range of places. In addition, many cities have shared central area bike hire schemes for final mile journeys and for tourists. Some of these have also introduced e-bikes. Schemes range from relatively small numbers of bikes (100) to several thousand (London, Paris, Madrid). These schemes become an important part of an integrated multi-modal system which could form part of the Mobility as a Service concept.

### Cities with excellent transport systems do not achieve them overnight

It is tempting to look at cities like Copenhagen and Utrecht and ask why York does not have the same high levels of sustainable transport use. Anywhere which has achieved very high levels of bike, walk and public transport use has done so by taking a long-term view and by building up a set of mutually consistent policies which use land-use, management, regulation, pricing, information and nudge measures and, where necessary, new infrastructure. A recent study found that Vienna had achieved a reduction in car mode share from 40% to 27% between 1993 and 2014 by adopting just such an approach.

## **The role of KonSULT in supporting urban transport planning**

As noted above, we designed our Knowledgebase on Sustainable Urban Land use and Transport (KonSULT: [www.konsult.leeds.ac.uk](http://www.konsult.leeds.ac.uk)) to help cities in the process of effective option generation. We will be making it available in the workshop so that delegates can explore a wider range of possible policy measures.

The knowledgebase currently contains information on 64 policy measures, using a consistent format for describing and assessing each measure. Assessment is based both on first principles (“how might this work?”) and on empirical evidence (“how has this worked?”), and the knowledgebase now contains in excess of 200 case studies. A simple scoring system is used to assess the contribution of each policy measure to different objectives and strategies, and also to identify the principal barriers to its implementation. These scores are used to drive a measure option generator.

On opening the measure option generator, the user finds a first screen which asks whether the focus is on the whole city or on specific areas. The next screen invites the user to specify whether to focus on meeting objectives, overcoming problems or improving performance indicators. In choosing, for example, objectives, the user can identify up to seven possible policy objectives, such as environmental protection, safety and economic growth, and specify their relative importance. In the next screen the user can indicate the strategy which s/he wishes to adopt, such as reducing the need to travel or improving walking and cycling, and can again indicate the relative importance of the selected strategies. This immediately generates a list of the 64 policy measures in descending order of potential effectiveness for the user’s specified context. The aim of this output is not to dictate which measures should be adopted, but to encourage policy makers to consider other relevant measures. By clicking on any measure in the list the user is transferred to the fuller information on it in the knowledgebase.

As a final stage the user is able to generate packages of possible measures. This can be done in two ways: by specifying a chosen measure and identifying those which would best complement it, or by specifying up to ten measures and identifying the packages of up to five measures at a time which would be most effective. In doing either of these, the user can generate combinations which help achieve synergy, or ones which reduce the barriers to implementing the measures concerned.

We hope that you will find this an informative and interesting introduction to the challenge of choosing possible policy measures for York. We should stress, however, that KonSULT does not yet include those measures which we anticipate becoming available in the future – not least because we do not yet have evidence of their effectiveness. We look forward to meeting you at the workshop.



## Annex C: Extracts from York's 2010 LTP

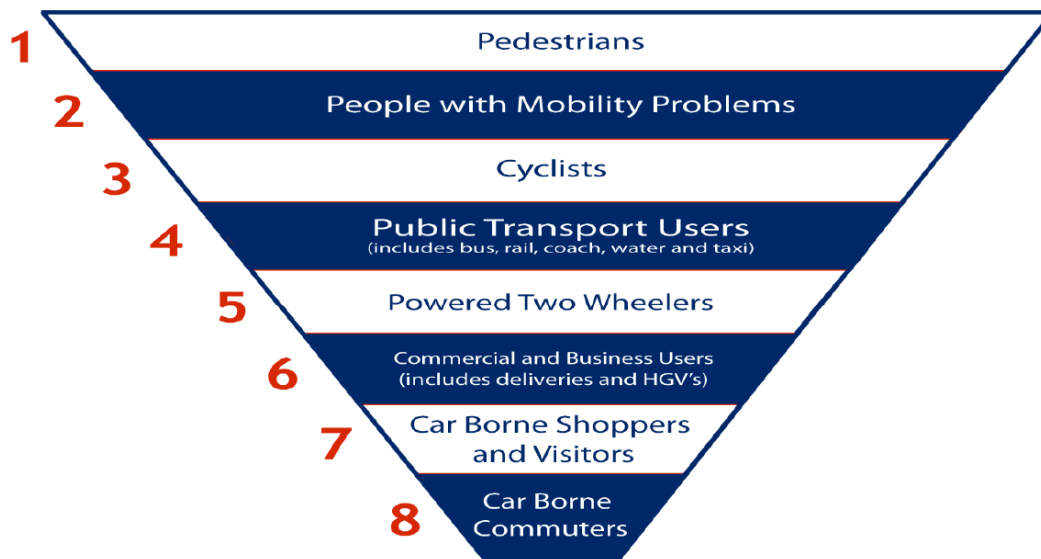
### The LTP vision and objectives

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

- Has people walking, cycling and using public transport more;
- Makes York easier to get around with reliable and sustainable links within its own area, to adjacent areas and cities and the rest of the UK;
- Enables people to travel in safety, comfort and security, whatever form of transport they use;
- Provides equal access to opportunities for employment, education, training, good health and leisure for all, and
- Addresses the transport-related climate change and local air quality issues in York.

### The hierarchy of transport users

Figure 1.2: Hierarchy of Transport Users



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

### The five elements of the LTP strategy

1. Providing quality alternatives to the car
2. Improving strategic links
3. Supporting and implementing behavioural change
4. Tackling transport emissions
5. Enhancing public streets and spaces