



# York Civic Trust

## **Comparator Case Studies for York's 2024 Local Transport Strategy Dijon April 2024**

### **Introductory note**

This is one of nine case studies originally produced in draft in May 2021 at the request of the City of York Council. At the time the Council intended to publish a new Local Transport Plan in December 2021, and had invited York Civic Trust, through its Transport Advisory Group, to offer advice on content. The nine case studies, of cities chosen in discussion with the Council, were developed sufficiently fully to allow the Council to decide which it wished to incorporate in its Local Transport Plan. That decision was never taken, and the 2021 Local Transport Plan was never completed. In February 2022 York Civic Trust collated its advice into *A Transport Strategy for York*, Section 6 of which summarises the key messages from the nine case studies. In February 2023 the Council produced a first draft of a Local Transport Strategy. In March 2023 the Council's Scrutiny Committee on Economy and Place reviewed the nine case studies and recommended that "the Executive Member for Transport work with York Civic Trust and relevant officers on taking the report forward with two or three case studies and focus on building public buy in into medium and long term traffic strategies".

In March 2024 the Council's new administration agreed to publish a Local Transport Strategy for the city in June 2024, based on a consultation on key principles launched in November 2023. The Trust was invited to update the nine case studies, within the limited resources available to it, and to produce brief summaries of key messages for York's Local Transport Strategy. While these summaries and updated strategies are now being published on the Trust's website, it is important to stress that they have not been fully researched, and thus may not be wholly up to date.

### **Summary (295 words)**

[Note: illustrations can be provided if required]

Dijon, in central France, is of similar size and density to York, with 259,000 inhabitants in the city and surrounding metropolitan area. It is located a similar distance to Paris as York is to London and its topography is similar to York. Like York, Dijon has a thriving tourist industry with around 3 million visitors per year. It holds major festivals and boasts numerous large museums and visitor attractions. Dijon has markedly different travel patterns to York however and is served

by a truly modern and multi-modal transport infrastructure, largely enabled by Plans de Déplacement Urbains (PDUs) – the French version of Sustainable Urban Mobility Plans (SUMP). PDUs were created in 1982 but their development accelerated with the 1996 air quality law, which made PDUs compulsory for urban areas with populations above 100,000. Since then, the regulatory framework has been extended to improve compatibility with land use planning and to extend their objectives into accessibility for disabled people and new mobility forms (car sharing, electric vehicles, cycle development and multi-mode travel). One project currently underway is the development of cycleways and segregated lanes to raise cycle use from 3% of all journeys in 2016 to a target of 15% by 2030. Following the introduction of the city's integrated tram and bus network, public transport use rose 40% in 4 years. A 25% discount on capital expenditure on trams was achieved by combining stock orders with another city.

Dijon's transport network is franchised to a single organisation, Divia (similar to TfL in London). Services are accessed via a user-friendly website. Interactive maps assist in local travel planning. Cities are financed by national Government, fares, charges and local taxation (including one dedicated to public transport funding). This tax, paid by companies with 10+ employees, finances 40% of the public transport budget.

## **1. Introduction**

Dijon is located in the Burgundy prefecture of the Côte-d'Or department and Bourgogne-Franche-Comté region. As of 2018, there were 160,186 residents in the city itself. Including surrounding towns and villages in the wider area this rises to 259,000. Dijon is very compact, with a population density of 3,935 inhabitants per km<sup>2</sup>, 60% of whom live within 3 kms of the inner city. The city centre is a UNESCO World Heritage Site.

Dijon's layout and geography are similar to York:

- In a large plain with river running through the centre and a large lake, similar in relative size to the Ouse Ings, upstream of the centre.
- Major rail station on a bending site close to the centre of the city with junctions to the south.
- Circa 300km from Paris, similar distance as York to London. TGV express trains take 1h40 from city to city, within 7 minutes of the fastest trains from York to London.

Like York, Dijon is an historic transport hub and centre of educational excellence. A tourism hotspot, it is visited by circa 3 million visitors and hosts several major festivals each year. It is

known for its architecture and is adjacent to some of the best vineyards in France. The similarities continue with a cathedral, major museums, a theatre and opera house. There are extensive botanical gardens and parks.

## 2. Governance

This section is copied from *Eur. Transp. Res. Rev. (2017) 9:7, Appropriate National Policy Frameworks for Sustainable Urban Mobility Plans, May et al.*

### 2.1 National policy In France

**Plans de Déplacement Urbains (PDU)** – the French version of Sustainable Urban Mobility Plans (SUMP) - were created by the 1982 domestic transport orientation law. However, their development really started with the 1996 air quality law, which made them compulsory for urban areas with populations above 100,000. Since then, the regulatory framework has been extended to improve the compatibility with land planning and other planning documents (regional land use plan, air protection plan), to extend their objectives (accessibility for disabled people, new mobility forms such as car sharing and electric vehicles) and to better define the process itself (environmental assessment, revision procedure).

Since 2014, a series of five new laws impacting urban mobility planning have come into effect. At the national level, the launch of stage 3 of decentralisation emphasises the roles of regions and associations of cities rather than departments and stand-alone cities. These laws also support energy transition in urban mobility via the promotion of low emission and electric vehicles, intermodality and active transportation, and they extend the concept of mobility plans to non-urban areas. A large range of actors are targeted: regions, departments, local authorities, cities and enterprises (with compulsory mobility plans for enterprises over 100 persons).

### 2.2 Decentralisation

The recent series of laws enhances the role of cities and regions, but the scope of actors' responsibilities remains complex. Roads are the responsibility of cities, department or state, depending on their status. Parking is currently shared by cities (public and on-street parking) in association with private sector, regions (regarding intermodality) and state (law enforcement). Local authorities are responsible for urban public transport, which is specified by the local authority but provided by the private sector under a franchise. Local rail services are operated by the national operator SNCF under contracts with the regions, while national rail services and long-distance coach services are open to competition in the private sector. Cities are also in charge of active transportation, car-sharing and electric mobility, but with private sector involvement.

### 2.3 Support for SUMP

The support from national government to cities includes guidance on methodology, the state of the art, and a catalogue of measures (see [www.certu-catalogue.fr](http://www.certu-catalogue.fr), the on-line library disseminating free and charged documents). Ministry services are also involved in the PDU process itself at different stages. At the outset, they introduce cities to the PDU principles, including the legal framework, objectives and process. As a statutory consultee they are involved in the PDU process and at the end they give an opinion on the PDU decided upon by the organizing authority. They also conduct a legal check before the PDU is effected.

### 2.4 Participation and political support

Political support for PDUs is strong at both national and local level (as shown by the recent series of laws). Almost all cities over 100,000 inhabitants have a PDU or are engaged in the process of having one, which is compulsory, and numerous smaller cities have freely engaged in the mobility planning process (producing either a PDU or another form of document). Therefore, the challenge is no longer political support but, rather the involvement of citizens in the process to improve the effectiveness of the PDU. Some cities have initiated more participative approaches to create a real dialogue with citizens throughout the process.

### 2.5 Laws and regulation

French law requires the effective involvement of all actors (state, regions, local authorities, private sector). It enables support for national objectives (e.g., pollutant emission reduction) at the local level either directly or through national and regional frameworks imposed on PDUs. However, the proliferation of planning documents demanded can cause complexity in the cities' planning processes. The recent laws, proposing a first merger between mobility and land use planning, are an attempt to reduce this complexity.

### 2.6 Pricing and taxation

National government determines vehicle and fuel taxes, with a tax incentive for diesel compared to petrol. Local authorities define parking charges and set the urban public transport fares. Until 2005 the government could define a maximum annual percentage increase for social reasons. Since 2005, its action has been limited to fares for disadvantaged persons. Despite this decrease in price control, the average fares have decreased between 1995 and 2012. This is a strong signal of the will to increase the use of public transport. Today, urban public transport

pricing follows two leads: social pricing to ensure that low-income people can access mobility, and intermodal pricing to support the use of several modes and networks.

## 2.7 Finance

Cities are mainly financed by national government, fares, charges and local taxation. Local taxation includes a tax dedicated to public transport funding, called the 'versement transport'. This tax, paid by firms with ten or more employees, finances 40% of the public transport budget, which exceeds the contribution from fares. Transport infrastructure management is financed by the corresponding responsible authority (either public or private), while the funding of new infrastructure involves national and local authorities, sometimes with involvement of the private sector.

## 2.8 Monitoring and research

At national level the progress of PDUs is regularly monitored. Laws require cities to assess their PDU every five years and, if needed, to update it. However, the Ministry has only limited capacities for active monitoring. Moreover, it has few sanctions available for those cities which do not monitor and update their PDUs; these include programmes for financing public transport infrastructure, where cities are required to have a PDU to be eligible. As a support for cities in their mobility planning, the Ministry continuously finances methodological, state-of-the art and assessment studies, for example via the creation and the financing of Cerema, a public body which supports national and local authorities in the field of sustainable development. This enables cities to implement more effective PDUs and provides feedback from local innovations to central Government.

### 3. Transport Planning

Dijon adopted its latest transport plan (the metropolitan project), in November 2017 but, it is already a city at an advanced stage of decarbonising transport and increasing use of both public transport and active travel modes. By any measure it is an excellent example of what can be achieved with vision and purpose.

It has actively engaged and included surrounding towns and villages as fundamentally important contributors to the success of the project, something to which York should aspire irrespective of the outcome of the present local authority review process.

#### 3.1 Development

Like most cities, Dijon had suffered from increasing congestion, air and noise pollution, insufficient bus provision on a road network increasingly clogged with cars. In 2008, the regional assembly of Greater Dijon voted to move to an integrated, multi-modal, greener and more active solution including building a tram network of some 20km on two lines, intermeshed with improved bus services employing 102 hybrid buses, and adding 36km of segregated bicycle lanes with 7 bike stations.

The tram system was inaugurated in late 2012, on time and within the €399m budget, assisted by the decision to co-operatively develop the system with Brest in Brittany, saving 25% on the purchase price of the tram stock (32 sets for Dijon).

The goals of the new system were to desaturate the transport system in the city and achieve significant modal shift from the car by providing a meaningful and attractive alternative proposition that connected previously neglected parts of the city and enabled fast, safe and affordable links between all areas including universities, sports facilities, enterprise zones and commercial centres. Within 3 years of the new system being inaugurated, there was a 40% increase in journeys to 47 million.

Since the start of 2017, Keolis has managed all mobility services: bus, tram, bicycle and parking under the operating name of Divia Mobilités. Ticketing is simple with a single, contact-free card that can be used on all public transport services, including shared bike hire. With much of the city centre pedestrianised, accessibility is provided by free, electric shuttles within the core of the city (see below left). Further afield, between 2017 and 2019 €15m was spent upgrading 140 bus stops and installing bus priority lights at 120 signalised junctions.



### 3.2 Cycling

Dijon has developed a network of segregated cycle lanes in the city and, in the wider area, a total of almost 300km of safe lanes for bikes. From mid-2019 to the end of 2020, 1900 bike park arches were installed in the city bringing the total to over 5000 with more to follow. In addition, 11 secure bicycle shelters have been set up in connection with the tramway (above right). These 'Divia VéloParks' allow cyclists to park their bikes in covered, lit and secure shelters, under camera surveillance. The use of this service requires a monthly subscription of €1 or annual subscription of €10 (the service being free for certain DIVIA subscribers). As of the end of 2023, there is a new masterplan with a target of achieving 12% modal share of all journeys by bicycle by 2030 (3% in 2016). To achieve this, an annual investment of €2m is being made to develop more segregated cycle routes across the city and link them to bus and tram routes and car parks on the periphery.



### 3.3 'The Car – Differently'

Through-city traffic was banned in 2013. Motorists in Dijon are encouraged to use their vehicles in other ways: park-and-ride facilities make it possible to avoid entering the city with a car; car-sharing is a new solution making cars a service which can be used according to demand; carpooling allows a motorist to take other passengers on the same journey, which lightens motorway traffic and allows transportation costs to be shared. The car-sharing service offers various car types as options to optimise the customer offering: city cars, medium and large vehicles are available and the service has recently been expanded to include minivans. Information on prices, card and ticket orders, points of sale, network maps, and park and ride facilities are on the Divia website <https://www.divia.fr/bus-tram>.

### 3.4 Walking: 'The Street Code'

For several decades, most French cities, including Dijon, have undergone changes to enhance pedestrian safety, calm traffic and better share public space.

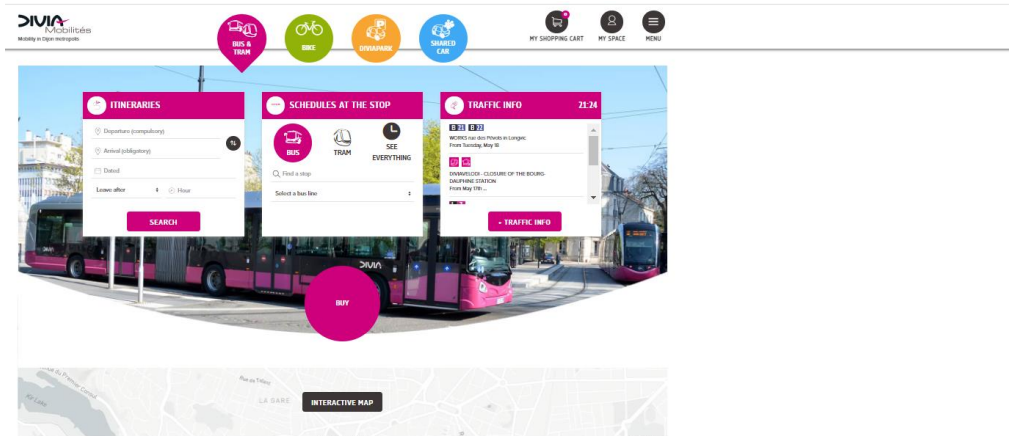
These changes involved questioning the historical conception of French urban development. It rebalances the uses of public space in favour of increased quality of life and active transport modes such as walking and cycling. In 2006, France initiated a consultation process prior to an adaptation of its highway code which was until then largely beneficial to cars, to the detriment of other transport modes.

The 'street code' was initiated in 2008 (*Decree No. 2008-754 of July 30, 2008 – there have been more since*) through several measures aimed at implementing safe spaces for pedestrians and cyclists in particular:

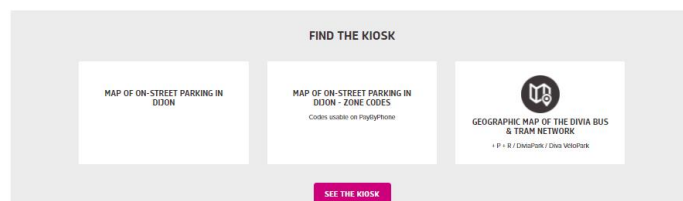
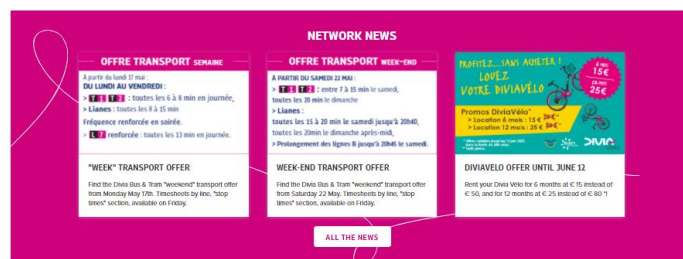
- Prioritising vulnerable users.
- Redefinition of the pedestrian area and 'zone 30'[km/hr].
- Introduction of the concept of meeting areas / plazas.
- Adopting two-way cycle paths within 'zone 30' and plazas.
- Creation of traffic lights for cyclists.

### 3.5 Ease of Access

A key feature of Dijon's transport infrastructure is its operation, like TfL in London, by a single organisation, Divia. All services are accessed via a user-friendly website. Like most of the city web pages, all main content aside from downloadable files is available in English. The services are very easy to access and navigate, along with interactive maps that assist in local travel planning for things like hiring a bike from a particular tram station. The main page is copied below. Users can switch between transport mode sites with a single click on coloured icons at the top of the main page.



PUBLIC TRANSPORT: BUS & TRAM IN DIJON  
THE BUS & TRAM IS ALSO ...



### 3.6 Modal Share

The most recent data available is from a survey completed between December 2015 and March 2016. More recent data would be preferable, especially when considering the 40% rise in Public Transport (PT) use between 2012 and 2015 and probable subsequent trend.

- 20% of all metropolitan area residents (wider city region) use PT daily. 53% favoured car travel, tram/bus/train accounted for 13% of journeys (12% Strasbourg, 10% Montpellier for comparison).
- Walking and cycling accounted for 33% of journeys.
- 57% of all journeys were less than 3km, 25% less than 1km.
- Purpose of journey: work 22%, shopping 18%, study 13%.
- Average distance of each trip made: 3.7km. Residents of wider city region make 3.6 journeys each day for a total average distance travelled of 13km, 18 minutes per trip for a total of 54 mins travelling per day.
- Car ownership: Average number of cars per household in city region: 1.05. 23% of households own no cars and 25% own fewer than 2 cars.

## 4 Relevance to York

Dijon is very similar to York in terms of size, topography and geographical layout. It is a major seat of learning and a cultural centre. It supports a thriving tourist industry.

It has adopted many of the policies to which York aspires. It has largely pedestrianised the city centre but includes as part of its offering a free electric bus shuttle service within the central area, maintaining equitable access for all with improved access at a large number of bus stops and tram stations throughout the city.

Dijon's approach to the management of cars is an example York should aspire to follow. By offering a genuine and attractive alternative proposition to using a car, aligned with banning transitory journeys through the city, car use is decreasing and the modal share figures in 3.6 above are impressive, especially given the data is 8 years old.

Dijon's approach to the design of new developments and neighbourhoods is of particular relevance given the number of strategic sites envisaged in York's Local Plan. Three sites are of particular relevance:

- Heudelet 26: Close to the city centre and built on a former Army barracks site of 2.8 hectares, the development includes almost 300 homes, offices, shops and artists' studios. A potential model for the redevelopment of Imphal and/or Strensall Barracks.
- Via Romana: On the outskirts of the city, this 3-hectare site has 200 homes, 30% of which are affordable, 40% free-market and 30% low rent housing. Emphasis is on quality of life with priority development of walking and cycle routes; greening of roofs, facades and inclusion of communal vegetable gardens as part of the design.
- Garden City Maraichers: The following extract is from the website of the developers of this major new quarter for the city, which is similar in scale and distance from the centre as the proposed site between Escrick and Ricall.

*"The Ecocity Jardin des Maraîchers is structured around a central mall generously planted and accessible to all. This central axis will distribute all of the district's service roads made up of "pacified" roads where the car and the pedestrian share the space. A square is set up to the north, in the extension of the mall in order to liven up neighbourhood life. The latter extends to the foot of the old slaughterhouses converted into shops and housing.*

*This predominantly residential area (1,500 housing units in the long term) will also accommodate shops, services and offices. By offering a very wide variety of accommodation (from collective to individual grouped through intermediary, from studios to T6, "flats" and duplexes), the Ecocité Jardin des Maraîchers is aimed at all types of public, whether families, the elderly or students. Thus, it will be possible to have a garden for accommodation on the ground floor or even a large terrace by living on the roofs.*

*The neighbourhood was designed to ensure the optimal orientation of the buildings. Thus, solar gain will be maximized in winter while the creation of wetlands will cool the neighbourhood in summer. This energy management will allow real cost savings for future inhabitants".*



Dijon has implemented a policy of shared heating networks for major new developments, with piping infrastructure installed alongside new transport links such as tram lines. Mainly sourcing sustainable fuels, the schemes typically save residents between 15-30% on average heating bills. In addition, the city is developing plans for local hydrogen production using electrolysis from renewable energy sources to produce fuel to power a new fleet of public transport vehicles. These two areas of policy are highly relevant to York as it builds LTP4.

Regeneration of previous industrial sites is another key similarity and opportunity for York to model and follow. This is becoming more relevant now as investment in significant new office developments is under review as work pattern change in a post-covid world. A key example of this in Dijon is the recently-constructed joint bus/tram maintenance facility, built on the site of former railway workshops. There is an opportunity for York to re-examine potential land use within former railway workshop land in York Central for such a purpose, retaining key connectivity and employment close to the historic industrial heart of the city.



## 5 Aspects Less Relevant to York

As York presently has no light rail system it cannot be directly compared to Dijon at present. That said, given the relatively recent construction and introduction of the network in Dijon, it can be seen as an example of what is possible to achieve in terms of modal shift and air quality improvements. Moreover, as York benefits from a very compact city centre, installing a mix of VLR for central services and tram-train on dormant track beds and existing under-utilised lines for lines to Harrogate, Leeds, Stamford Bridge, Pocklington, Market Weighton and Beverley would offer a feasible and optimal solution with funding from central government.

By combining tram, eco-district development and networked heating solutions, Dijon set hard targets to meet “3 times 20” by 2020:

- Reduce greenhouse gas emissions by 20%
- Increase energy efficiency by 20%
- Achieve 20% renewable energies in our energy mix

## 6 Links

Public Transport Operator <https://www.divia.fr/bus-tram>

City Authority Homepage <https://www.metropole-dijon.fr/Dijon-metropole>

Eco-city Developer Home <http://www.splaad.com/ecocite-jardin-des-maraichers-dijon>

City Planning, Travel, Housing homepage <https://api-carto.dijon.fr/plui/>