

Appendix
York Civic Trust Planning Committee
York Environment Forum Transport Group
York Bus Forum
Public engagement for York's new Local Transport Plan
Tony May
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In January 2018, York Civic Trust, York Environment Forum and York Bus Forum developed a proposal for a programme of public engagement in preparation for the development of York's new Local Transport Plan. The annex to this note includes relevant sections of that proposal, updated as necessary in the light of subsequent discussions.

The origin of the proposal was York Civic Trust's 2017 statement on a new transport strategy for York, which concluded:

"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."

The Civic Trust's offer to develop a proposal for this purpose was welcomed by the then cabinet member for transport of the City of York Council. The Civic Trust subsequently teamed with York Environment Forum and York Bus Forum to produce the proposal, and presented it to senior Council officers in March 2018. Officers indicated that they will recommend that the Council start work on a new Local Transport Plan once there was greater clarity on the draft Local Plan, that they welcomed the proposed contribution to public engagement, and that if the initial stage of that contribution were completed by November 2019 it could feed into the scope of the revision of the LTP.

This note indicates how the proposal would be implemented, involving three separate but linked Elements.

The stages in LTP preparation to be covered

The proposal identified eight steps (A-H) in the preparation of an LTP, as listed in the annex. We propose to cover steps A and B in three separate Elements of the project:

- A. identifying the public's experience and expectations of transport systems in York, both now and in the future
 - Element 1: using a city-wide survey
 - Element 2: focusing on hard to reach groups
- B. developing options for a vision and overall policy objectives
 - Element 3: involving two or three representative groups which we would establish.

We envisage that the representative groups established for Element 3 would also participate in interactive workshops convened by the City Council in subsequent stages of LTP preparation. These groups could thus perform the role of a citizens' transport commission.

The members of the public who would be approached

The proposal identified four categories of individual who might be involved in the preparation of an LTP. An updated version of that list is in the annex. Subsequent discussions have identified research into characteristics of individuals' activities and transport needs which are often overlooked in surveys. We summarise these in the annex, and will design our coverage of hard to reach groups (in Element 2) to endeavour to address them. In Element 1 we will involve a cross section of residents of York, commuters to York and visitors to York, covering groups 1-3 in the original proposal. Users of different modes (group 4 in the original proposal) will be covered in each of these groups.

We do not intend to cover stakeholder groups. We assume that City of York Council will identify the stakeholder groups with whom it should interact in preparing its LTP, and will ensure interaction at later stages between the views of stakeholders and those of the wider public.

The approach proposed

The potential methods are discussed in Section 7 of the original proposal. Based on that discussion we propose to proceed as follows.

Element 1: using a city-wide survey

Consultation with residents This will be conducted using a survey, to be designed in detail, but covering the following:

- individuals' activities and the role of transport in carrying out those activities, to enable them to identify where transport acts as a barrier, e.g. for work or caring;
- current perceptions in travelling and as a result of the transport system, with specific accounts of personal experience, indicating location, time of day and mode(s) affected;
- expectations of individuals' future travel preferences;
- aspirations for the desirable attributes of York's transport system in the future;
- suggestions for actions which might be taken to realise those aspirations;
- willingness to participate in one of the representative groups;
- socio-demographic and location data.

We envisage using a paper questionnaire distributed to a 10% sample of households, and an on-line version which would be promoted by a postcard drop to remaining households.

Consultation with commuters This will use a similar survey, which will be distributed both via employers and via transport modes. We will involve York BID for employers in the city centre. The mode-based surveys will involve surveys on buses, trains and at principal city centre car parks.

Consultation with visitors Since most visitors will only arrive in York occasionally, it would be less appropriate to ask them about future problems or to involve them in representative groups. We propose face-to-face interviews with a sample of 400 visitors at locations in the city centre.

Analysis and reporting The responses from these three surveys will be analysed to provide the evidence required on the nature and severity of problems, on aspirations, on possible solutions and on the ways in which these vary by sub-group. The analysis will also provide inputs to Elements 2 and 3.

Element 2: Focusing on hard to reach groups

Identifying hard to reach groups Experience from the Council's 2011/12 city-wide survey suggests that younger people generally, and residents in certain wards, are likely to be under-represented. More specifically, experience from related research conducted by Dr Caroline Mullen of the Institute for Transport Studies at Leeds, and summarised in the annex, indicates that those who are excluded from economic or social activities by lack of transport or by its (un)affordability are also less well represented in such surveys. We will identify the categories of resident from whom responses to the survey in Element 1 are under-represented. We will then work with organisations active with those categories to identify individuals whose needs might be under-represented. In this we will draw on the expertise of Professor Gary Craig, Emeritus Professor of Social Justice. We will work with Dr Caroline Mullen of the Institute for Transport Studies at the University of Leeds, whose research field this is, to conduct a series of focus group discussions which allow participants to give their own accounts of how transport affects their lives.

Element 3: Involving representative groups

Establishing representative groups We will use the results from Element 1 to collate the details of those residents and commuters who have expressed willingness to join the representative groups. We will then invite participation from those involved in Element 2 who experience problems and needs not found in the wider community. In this way we hope to ensure that there is sufficient representation of each sub-group of the population. In order to achieve adequate representation, we envisage that it might be necessary to have up to three groups and up to 150 participants in total.

Involving representative groups We propose to involve the representative groups in step B (developing options for a vision and overall policy objectives) through a set of interactive workshops, of the kind which York Civic Trust used in formulating its 2017 statement on transport policy. We envisage that the Council could then adopt the same approach at later stages in LTP preparation. In our experience such workshops work well with a group of 40 or 50 participants, split into four or five smaller discussion groups. We will encourage Council officers to involve these same groups in subsequent stages of preparation of the Local Transport Plan (as identified in the annex), and will monitor the effectiveness of doing so.

The planned timetable

We intend to work to the following timetable:

Element 1: the city-wide survey

- Appointing and briefing a consultant: July 2019
- Design of the surveys and the approaches to their distribution: August 2019
- Administering the surveys: September 2019
- Analysis and reporting of responses: October 2019

Element 2: hard to reach groups

- Securing funding: August 2019
- Identification of hard to reach groups (from Element 1): October 2019
- Work with hard to reach groups: November 2019
- Analysis and reporting of responses: December 2019

Element 3: representative groups

- Establishment of representative groups: November 2019
- First representative group meetings to discuss objectives: December 2019.

From that point onwards further engagement would be conducted by the Council, but we would hope to be able to observe the continuing process.

Management and resources

Senior Council officers are supportive of early wide engagement of the public as envisaged in our initial proposal, but they wish to see it conducted independently of the Council, to maintain objectivity. The three bodies which have developed the proposal have agreed to manage it, and York BID has agreed to act as budget holder. We propose therefore to manage the project through a small group under the direction of York Civic Trust, with representation of York Environment Forum, York Bus Forum, York BID and any other bodies which offer financial support. City of York Council officers would, we hope, attend meetings as observers and advisors. The Management Group will appoint a consultant to carry out the detailed survey work for Element 1.

The appointed consultant will report to the Management Group, who will in turn consult with Council officers and members of the sponsoring bodies. We intend to adopt a single pass approach to any such consultations, to avoid unnecessary demands on resources and the timetable. We expect the first round of reporting and consultation to focus on the consultants' proposals for the design of the questionnaires, and to take place in the first two weeks of August 2019. Subsequent milestones for reporting and consultation will be agreed with the consultant in an inception meeting to be held immediately on appointment.

We have secured funding to meet the anticipated cost of Element 1 from the Community Fund, the Rees Jeffreys Road Fund, York BID and York Civic Trust. All financial support will be acknowledged in all documentation related to the project.

Annex: LTP stages; groups of individuals; and hard to reach groups

What are the stages in LTP development for which citizen engagement is desirable?

The EC guidance on Sustainable Urban Mobility Plans (the European equivalent of LTPs) and its more detailed guidance on participation (<http://www.sump-challenges.eu/kits>) both stress the importance of involving the public right through the planning process. The stages at which engagement is beneficial include, in order:

- A. identifying problems, both now and in the future;
- B. agreeing on a vision and overall policy objectives;
- C. discussing the strategy to be adopted;
- D. identifying a long list of possible policy measures to support that strategy;
- E. agreeing on selection of preferred policy measures and hence the overall package;
- F. discussing detailed design of those measures;
- G. proposing effective and acceptable ways to implement them;
- H. monitoring the effectiveness of the LTP as it is implemented.

With whom should we endeavour to engage?

Ideally, we should aim to cover each group within the communities affected by transport in York who might have different experiences with, and expectations of, the transport system. Some possible categorisations of individuals are listed below:

1. residents of York
 - a. living in different parts of the main urban area and the communities beyond
 - b. of different ages and household types
 - c. identifying different members of households, which may be important in understanding caring responsibilities
 - d. of different gender
 - e. of different ethnicity
 - f. of different occupations (full/part time/irregular/un-employment; retired; students)
 - g. making different types of journey, including out-commuting
 - h. with different levels of mobility
 - i. of different household tenures and housing types
2. commuters to York
 - a. working in the centre
 - b. working elsewhere
3. tourists and other visitors to York
 - a. visiting the city centre
 - b. visiting other parts of the city
 - c. with particular needs (e.g. visiting the hospital)
 - d. with different levels of mobility
4. users of different modes in each of the above
 - a. walking
 - b. cycling
 - c. using public transport (bus, rail, taxi)
 - d. using motorcycles and mopeds
 - e. using private cars & vans.

Research findings related to hard to reach groups

Crisp et al (2017) in their literature review for the Joseph Rowntree Foundation show that low income households without cars face spatial mismatches between housing and employment, temporal mismatches between employment and caring schedules and transport timetables, and resource constraints aggravated by high fares. The spatial mismatches are in turn intensified by insecurity in both housing and employment.

Mullen and Marsden (2017) and Pooley et al. (2014) observe that people can find talking about transport and their journeys quite abstract and often have not much to say; but when they talk about what they do, they can provide a very detailed account of how transport works and does not work for them. Both papers also find that some groups can have low expectations, and so might tolerate poor transport and lack of transport, even though that can result in lost opportunities for social and economic activity.

Bostock (2001) illustrates the importance of understanding the concerns of overlapping groups. For example, focusing on women in deprived areas demonstrates the reliance which such women have on walking as a means of transport.

Mullen and Marsden (2017) as part of the Demand Project investigate the problem of precarity, and show that insecure housing tenures have implications for travel need and car dependency, and that people are thus unwilling to move from social housing. They also find that zero-hours contracts and similarly insecure employment can be associated with irregular and complicated travel patterns that are often difficult to manage by public transport. This is consistent with the findings of Crisp et al (2017) that people cannot easily make planned moves in either housing or employment.

Bostock, L. 2001. Pathways of disadvantage? Walking as a mode of transport among low-income mothers. *Health & Social Care in the Community* 9:11–18.

Crisp, R, Gore, T and McCarthy, L, 2017. Addressing transport barriers to work in low income neighbourhoods. Report to JRF.

Mullen CA and Marsden G (2017) The car as a safety-net: Narrative accounts of the role of energy intensive transport in conditions of housing and employment uncertainty, *Demanding Energy: Space, Time and Change*, pp.145-164. doi: 10.1007/978-3-319-61991-0_7

Pooley CG; Horton D; Scheldeman G; Mullen CA; Jones T; Tight M (2014) 'You feel unusual walking': the invisible presence of walking in English cities, *Journal of Transport and Health*, 1, pp.260-266. doi: 10.1016/j.jth.2014.07.003