#### WEST YORKSHIRE SINGLE TRANSPORT PLAN - PHASE 1 CONSULTATION OUTCOME REPORT

# **INTRODUCTION**

This is the report of the Phase 1 consultation as part of the development of the West Yorkshire Single Transport Plan.

## **Background**

The West Yorkshire Combined Authority (WYCA) is developing a new 20 year strategy for Transport: The Single Transport Plan, to cover the period 2016 – 2036. WYCA (29 January 2015) agreed to commence initial consultation with members of the public and stakeholders based on a discussion document that summarises the work undertaken to-date and specifically five emerging core principles intended to provide shape and direction for the Plan. The intention was to introduce this work to the public and stakeholders early in the process of developing the Plan and to invite comments to inform work on the detailed strategies.

This first phase of consultation took place over 6 weeks from 26 March 2015 to 8 May 2015. The consultation was primarily web based. The WYCA website provided the Single Transport Plan Core Principles discussion document and an online questionnaire. (Hard copies of the discussion document and questionnaire were made available at West Yorkshire Travel Centres). The consultation discussion document is attached as Appendix A. The questionnaire asked;

- 1. How important are each of the core principles to you?
- 2. If some of the core principles are more important than others, please explain why
- 3. Are there any other important principles that we should consider including in the plan?
- 4. For our current Local Transport Plan published in 2011 an Integrated Sustainability Appraisal concluded that the overall impact of the transport strategy was "neutral" on greenhouse gas emissions, local air quality, noise impact, biodiversity and heritage, health effects, inequalities and economic effects. Do you think there are any specific issues that need assessing for this new plan as development work continues?

#### **Consultation methodology**

The consultation methodology is described in detail in Appendix B.

#### **Consultation responses**

This report summarise the consultation responses

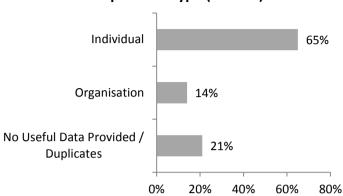
- 1. Number of online responses, demographics of respondents, geographic areas of interest
- 2. Importance of the draft Single Transport Plan core principles
- 3. Summary of comments on the overall approach to the Plan and the core principles
- 4. Summary of comments on specific themes identified by respondents
- 5. Summary of additional comments from District Consultation Sub Committee engagement
- 6. Summary of feedback from Rail Users Event held on 13<sup>th</sup> May 2015

# 1. NUMBERS, DEMOGRAPHICS, GEOGRAPHIC AREAS OF INTEREST<sup>1</sup>

Please note that most of the questions were optional to answer

## 1.1. Number of responses and respondent type

Respondent Type (n = 617)

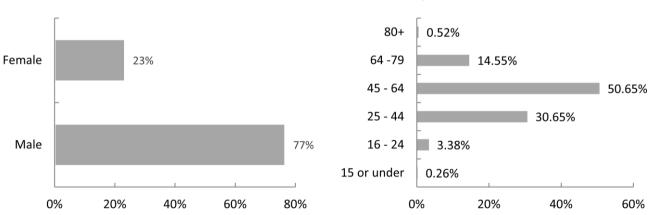


- 617 responses were received in total
- 398 (65%) responses were identified as from individuals
- 88 (14%) responses were identified as from organisations.
- 131 (21%) did not provide data or were identical duplicates of other responses.

## 1.2. Demographics of individuals responding to the consultation

Gender - Individuals (n = 381)

Age - Individuals (n = 385)

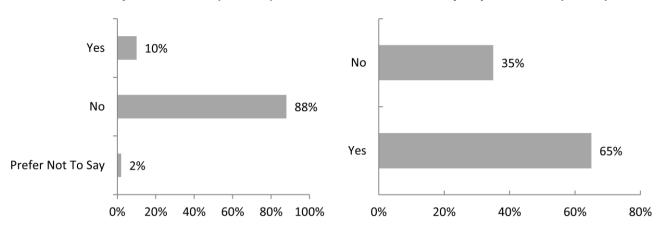


- 77% of individual respondents were male 23% female
- 51% (a majority) of individual respondents were aged 45-64
- Very few responses were received from younger people. Less than 4% of individual responses were from people aged under 25.

<sup>&</sup>lt;sup>1</sup> In some instances percentages may not total exactly 100% as figures were rounded to two decimal places (or less) for ease of understanding.



# Disability Impairs Travel (n = 40)



- 10% of individual respondents considered themselves to have a disability
- Of those respondents 65% (a majority) felt the disability impaired their travel.

# 1.3 Details of organisations responding to the consultation

The breakdown of group responses by sector is identified in the table below.

Organisation Sector (n = 116) <sup>2</sup>	%
Local Authority	16
Businesses	15
Charity / Community Group	15
Transport User Group	11
Health	8
Bus / Coach Operator	5
Community Transport Provider	3
Business Institute / Chamber	3
Retail / Haulage / Logistics / Distribution Sector	3
Education	3
Train Operating Company	2
Taxi / Private Hire Operator	1
Emergency Services	0
Other	15
	100%

- **15**% of organisation responses were from businesses, representing a range of sectors including financial, professional, construction, manufacturing and the building industry.
- 11% of responses were from transport user groups including motorcycle, rail, bus, walking and cycling groups

 $<sup>^{2}</sup>$  Please note the n value is greater than the total number of respondents as organisations were able to give multiple answers

Organisational responses were mostly provided via the online survey. In addition, 9
separate written responses were received: ABOWY (Association of Bus Operators West
Yorkshire), First West Yorkshire, Transdev Blazefield Ltd, Leeds City Council Highways and
Transportation, Arup, Historic England, WYG on behalf of Leeds Bradford International,
Barwick in Elmet and Scholes Parish Council and a representative of the Motorcycle
Action Group.

A full list of organisations that responded is included as Appendix C to this document.

#### 1.4 Geographic focus of interest

Geographical Interest	Individual (%) (n = 515) <sup>3</sup>	Organisation (%) (n = 116) <sup>3</sup>
Leeds	34	19
Bradford	10	12
Kirklees	7	11
Wakefield	7	9
Calderdale	6	10
Other	6	16
All West Yorkshire	30	23

- 398 individual respondents stated either a single or multiple geographical focus of interest
- A large number of respondents stated an interest across all of West Yorkshire
- Individual respondents highlighted the following 'district' interests;
  - > 34% (Highest) stated an interest in Leeds
  - **6%** (Lowest) stated an interest in Calderdale
- Organisations identified a broader focus of geographic interest,
  - > 19% (Highest) identified interest in Leeds
  - > 9% (Lowest) stated an interest in Wakefield

#### 2. IMPORTANCE OF THE CORE PRINCIPLES

Respondents were broadly supportive of the core principles presented and valued most of the principles as being important.

Core principle 1 – 'One System, HS2 Ready' received less positive feedback than others. The emphasis on HS2 by including it within the description of the core principle may have had an impact. A number of individual respondents either did not see benefits in HS2 London to Leeds Connectivity, or considered there to be too much emphasis on HS2 with their priorities identified at the pan-northern, City Region and local level.

<sup>&</sup>lt;sup>3</sup> Please note the n value is greater than the total number of respondents as individuals were able to give multiple answers

Combined organisation & individual responses. $n = 486$ . Figures are percentage of $n$ .					
	Extremely Important %	Important %	Neither important nor unimportant %	Unimportant %	Extremely Unimportant %
One System/HS2 Ready	27.16	33.33	15.23	11.32	12.96
Place Shaping	35.19	43.21	16.05	3.29	2.26
Smart Futures	30.25	44.24	20.58	3.50	1.44
Inclusion	38.68	39.30	17.28	3.09	1.65
Asset Management	28.19	43.42	23.66	2.67	2.06

- 39% of respondents considered 'inclusion' to be extremely important
- 35% of respondents considered 'place shaping' to be extremely important,
- **27**% of respondents considered 'one system/HS2 ready' as extremely important and **13**% considered it extremely unimportant.

## 3. SUMMARY OF GENERAL COMMENTS ON THE PLAN AND DRAFT CORE PRINCIPLES

All of the consultation responses were thematically coded and then grouped into summary fields for this report in the following structure;

- 3.1 General Comments relating to the plan's overall vision and shape
- 3.2 Key things missing from the Plan
- 3.3. Comments on the draft Core Principles
- 3.4. Comments on the Integrated Sustainability Appraisal

# 3.1 General Comments relating to the plan's overall vision and shape

Summary of key comments	Recommended Response
Most people are broadly supportive of the core principles of the document. Where issues/comments were highlighted as missing they tended to be elements of a core principle, rather than the suggestion for new core principles in its own right.	Address in detailed strategy.
Some respondents felt the Plan should have greater ambition	Stronger articulation of ambition.
One-System / High Speed Ready was rated as less important by individuals than groups. A number of individual respondents either did not see benefits in HS2 London to Leeds Connectivity, or considered there to be too much emphasis on HS2 with their priorities identified at the pan-northern, City Region and local level.	Rename core principle e.g. 'One System'. Develop Connectivity Vision
Individuals were most supportive of the "Inclusion" principle, stating transport for disabled, young people, the elderly and rural areas as their key concerns.	Address in detailed strategy.
Groups were most supportive of the "Place Shaping" principle – with a high level of responses from walking, cycling and health groups.	Address in detailed strategy.
Integration of transport was considered very important and should be improved sooner, rather than later.	Address in detailed strategy.
Some individuals felt that that connectivity should be an additional core principle. Additional comments noted that the STP should consider travel requirements beyond the West Yorkshire boundary.	Stronger, clearer alignment with LCR SEP
There was some (limited) criticism of the terminology used in the document, with some members of the public confused by terms such as "Place Shaping".	Review language for next iteration of document.
Some respondents considered it difficult to completely separate the core principles. Some aspects e.g. walking and cycling are considered to be affected by or influence a number of core principles.	Address in detailed strategy.
Investment in transport, particularly streets, is not only about moving people from A-B, but creating better places to live, work, shop and visit. Transport should be planned together with other ambitions, such as improving people's health, revitalising high streets and reducing inequalities.	Address in detailed strategy.

**3.2 Key things missing from the Plan** \*note where issues/comments were highlighted as missing they tended to be elements of a core principle, rather than the suggestion for new core principles in its own right.

Comment Theme	Key Observations	Recommended Response
Low Carbon	Environmental Impacts should be a core principle (Low carbon should be wider)	Amend cross cutting theme to combine

		Carbon and Air Quality in considering environmental impacts of the Plan
Employment	Connecting to Employment - this is not adequately brought out by any of the themes.	Link better to SEP.
	Supporting economic growth should also be a core principle	
Land Use, Transport and Development	Land use planning and investment in new transport should be integrated and coordinated  Consider Local Development Framework links  Whilst the Core Principles document describes the relationship between transport and housing and employment growth, there is no clear recognition of this relationship within any of the emerging Core Principles.	Develop additional core principle to explicitly address alignment of Transport and Land Use plans (LDFs). Develop spatial schematic to show relationship of growth area geographies.
	The strategy should ensure new housing, shops, schools and public transport stops are located and designed so that people can reach them easily on foot. It should also champion compact, mixed—use neighbourhoods with higher residential densities to help ensure public transport and local shops are more viable options for use. By situating amenities closer to where people live it makes it easier for local residents to walk more.  Cycling and walking should also be extensively considered in	Address in detailed strategy.  Address in detailed
	all new developments and WYCA should be working with Councils to enable this.  New development provides great opportunities to introduce innovative solutions to transport as well as enhance existing connectivity between the new development and other places, and between other places. New development can also act as a kick-start for regeneration.	Address in detailed strategy.
School Travel	School travel is not currently mentioned in the STP— including its impact on congestion /pollution. There are significant health and long term travel behavioural benefits to influencing school travel. Children need to have positive experiences in relation to public transport and active travel otherwise travel behaviour will default to car use as the preferred option.	Address in detailed strategy.  Potential inclusion in 'Place shaping' and 'Inclusion' core principles.
Motorcycles	A significant number of respondents (83) noted the omission of motorcycles (powered two wheelers) from the draft core principles document.	Engage with motorcycle interest groups  Address in detailed strategy.
Modal shift	Whilst all of the Principles, to some extent, make reference to encouraging a modal shift to more sustainable forms of transport, this is such an important issue that it warrants being identified as a separate Core Principle.	Address in detailed strategy.

Connectivity	Connectivity should be a core principle - ensuring that the transport network, particularly the public transport network, connects the places they work and provides access to other social needs and facilities. In particular this needs to include the key travel to work movements to and within the Leeds City Region	Address in detailed strategy.
General	An additional Core Principle should be that "Investments should have been subject to rigorous appraisal of alternatives and supported by meaningful public consultation".  Good health and wellbeing is key to sustainable economic growth and sustainable development. A suggestion is that "improvement and protection of human health and wellbeing and the reduction of health inequalities across West Yorkshire" should be included as a cross cutting principle of the STP.  Access for disabled people needs to be included in the plan Road safety should be a fundamental component of the plan. This is a cross cutting theme  Sustainability is a missing core principle. Investment needs to be completed in such a way as not to be a burden to society in future. Part of any strategy should be to invest in sustainable infrastructure from the start.	Address in detailed strategy.

# **3.3 Comments on the draft Core Principles**

# Core Principle 1 – ONE SYSTEM, HS2 READY

Comment Theme	Key Observations (Also see comments under buses, rail, NGT, roads, cars)	Recommended Response
General	The 'One System, HS2 Ready' was considered extremely unimportant by 13% of respondents. 38 individuals mentioned concerns about HS2 delivery.	
	This core principle should potentially be "One System" and not "One System, High Speed Ready" -which gives the impression that it is only achievable with HS2 delivery. Some people suggested it should be called "Integrated Transport System"	Develop Connectivity Vision
	Some respondents felt this principle is trying to achieve too much.	Address in detailed strategy.
	We need a public transport system that facilitates economic development	Stronger, clearer alignment with SEP
	The integrated system should be more explicitly aligned with supporting and facilitating economic growth.  Connectivity should be understood / articulated as integration	

	of the system (infrastructure, operations, management) and not just physical infrastructure as implied by the 'One System Network'.  A number of comments raised concern regarding the inclusion	Address in detailed strategy.
	of NGT	
High Speed Rail	Many individuals do not like the idea of HS2, stating that the money would be better invested elsewhere. There is stronger support for HS3.	Develop One System Connectivity Vision
	Respondents were broadly supportive of HS3 and agreed it was necessary for improving northern connectivity.	
Bus Network	Creating a better bus network is essential and should be stronger within the STP. Bus is by far the largest mode of public transport by volume and while high profile rail investment schemes are welcome, this should not be at the	Strengthen text on bus services in core principle.
	expense of investment in the core local bus network.	Align with work to develop WY Bus Strategy
Walking and	'One System' should be truly multi modal and include walking	Address in detailed
Cycling	and cycling – an essential part for many end to end journeys.	strategy.
	The vision should be for attractive and sustainable travel options.	

# Core Principle 2 – PLACE SHAPING

Comment Theme	Key Observations (Also see comments under Active Travel, Environment and Freight)	Recommended Response
General	There was strong support for this core principle, especially with the inclusion of active travel and healthy living.  Many comments highlighted the need to focus on social inclusion for young, elderly, disabled and rural groups.  "Place Shaping" ought to be the goal of all Transport Policies - it provides the best place in which to live, work, play and invest.  Place shaping is important because it is the area which has an	Address in detailed strategy.
	impact on everyone, not just transport users, but also those affected by transport	
Land Use Planning	Place shaping should include stronger alignment of transport and land use planning to improve the attractiveness of places, especially when targeting public realm improvements and regeneration – making places easier to access by a range of modes including walking and cycling.	Develop additional core principle to explicitly address alignment of Transport and Land Use plans (LDFs)
Health and Environment	Place shaping is important because transport has such a great impact on the health and environment of the poorest areas so this reaches to the heart of inequality	Consider within the Health Impact Assessment

	There is very strong support for environmental improvements within this core principle, with air quality a key concern.	Amend the cross cutting theme to combine Carbon and Air Quality in considering environmental impacts of the Plan
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# **Core Principle 3 – SMART FUTURES**

Comment Theme	Key Observations	Recommended Response
General	There was broad support for the smart future core principle, 44% of respondents rated this as important and 30% extremely important.	
	The transport system should be future proofed to be able to maximise the benefit of new connections and modes being promoted during the period of the plan	
	An efficient and regular network that serves the entire community is needed first. It is of little use to have a system that tells you when a bus will arrive if that bus does not go anywhere you want to go	Align with work to develop WY Bus Strategy
Smart Ticketing	The transformation towards smart card usage and the use of a range of electronic payment means especially via mobile phones should be priorities within the Plan. Tickets which cover rail and bus use should become routinely available.	Address in detailed strategy.
	Delivering a strong Smart, integrated Ticketing offer for public transport users is essential. There is evidence that done properly this will be one of the key drivers in growing public transport use.	
	Smartcard payment for bus journeys presents opportunities to understand customer journeys and target promotions/marketing campaigns to bring about behaviour change.	
	Smart ticketing should be capable of including personal carbon budgets and rewards as a behavioural incentive.	
Technology	The use of technology should not be limited to information provision, payment and the management of transport networks. "Smarter choices" initiatives and the importance of behaviour change approaches should be more explicitly referenced in relation to developments in information technology.	Address in detailed strategy.
	Technology should be exploited to manage parking demand and dissemination of information to drivers in order to optimise road space.	

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	WYCA should investigate GPS technology on public transport	Address in detailed
	so customers can see via their smart phone exactly where	strategy.
	the bus or train is.	
	The alexander constants because welling and account	
	The plan needs to promote home working and means of	
	communication that negate the need to travel, which could	
	lead to less congestion pollution.	
	The use of shared vehicles, works buses, group rail travel,	
	hot desking, video conferencing, and pool vehicles all have a	
	role to play.	
	Tole to play.	
	Adoption of smart technology is essential if the road haulage	
	sector is to be made more efficient through the use of	
	intelligent transport systems and urban traffic management	
	control.	
	Public transport journeys must be fully wi-fi connected from	
	end-to-end including bus stops, transport hubs, buses and	
	trains etc.	
	Technology can also play an important role in reducing road	
	casualties (for example Intelligent Speed Adaptation	
	technology to stop speeding).	
Information	"Smarter choices" initiatives and the importance of	Address in detailed
provision	behaviour change approaches should be more explicitly	strategy.
	referenced in relation to developments in information	
	technology.	
	We must not forget people that for whatever reason do not	
	always have smartphones or access to the internet. This	
	usually includes the elderly and the poorer in our society-	
	people that may rely on public transport for mobility.	

# Core Principle 4 – INCLUSION

Comment Theme	Key Observations	Recommended Response
General	There was a high level of support for this core principle from the consultation, with 78% of respondents identifying this as important or extremely important.	Address in detailed strategy development
	There may be an opportunity to use transport much more effectively in future across health, the councils and independent sector /voluntary sector transport. This will require joint working and there are some legal and governance issues that will need to be considered; but the benefits for people across West Yorkshire could be significant.	Explore in Phase 2 consultation workshops
	The core principle does not include making safer / easier travel for people with disabilities, incorporating disability friendly systems with easy to read information, with all staff trained in disability awareness.	Consider within the Equalities Impact Assessment

	All road and transport users should be considered in the plan,	Address in detailed
	including Motorcyclists.	strategy development
	Inclusion should include travel training	
	Transport should be used to tackle inequality	
	Need to support young people and job seekers to access education, training and employment opportunities.	
	The STP says nothing about the needs of children (and their parents), young adults and others without car access	
Accessible	Good quality local transport is important for older people to	Address in detailed
Transport	enable them to access services, and leisure/retail/business	strategy
System	facilities, and also to visit friends and family, all factors which	development
	contribute towards reducing social isolation, and improving	
	health and wellbeing.	
	There is a need for disability friendly public information and	Explore in Phase 2
	infrastructure, with all staff trained in disability awareness.	consultation workshops
	All vehicles must be accessible to all	·
	Not all rail stations are accessible for disabled people	
Rural Areas	Access to reliable public transport is important for rural	Address in detailed
	villages.	strategy development
	Support for innovative and imaginative solutions for	
	transport in rural areas that can complement local scheduled	
	bus services. These solutions could offer an efficient and	
	affordable way of maintaining or improving connectivity and	
	accessibility in areas with lower population density or in	
	more remote locations.	

# Core Principle 5 – ASSET MANAGEMENT

Comment Theme	Key Observations	Recommended Response
General	It should be both Effective and Efficient Asset Management that is sought.  Building infrastructure that accommodates all forms of	Address in detailed strategy development
	transport whilst offering logical integration between them is very important  Asset Management is key to place shaping and this is not brought out in that core principle.	
Infrastructure	The STP should hold as a key principle the delivery of infrastructure to support the wider economic objectives.  Asset Management is key to place shaping and this is not brought out.	Address in detailed strategy development
	There is a need to consider the management of the local	

	road network as well as strategic routes to fully realise the ambition of transforming the experience of bus users.	
	The Asset Management core principle should embrace the whole of the public rights of way network and not just the footways alongside roads.	
	Asset Management should emphasise better construction and design to climate proof our assets to reduce their whole life costs through less need to maintain them.	
Freight	Excellent roads infrastructure that is suitable for trucks will help haulage operators run more efficiently, and this in turn will support the activities of local businesses, as well as helping to limit carbon and pollution emissions if congestion is reduced as a result of traffic flowing smoothly.	Address in detailed strategy development

# **Cross Cutting Theme – LOW CARBON**

Comment Theme	Key Observations	Proposed Next Steps
Air Quality	The wording should be changed to 'Air Quality' with Carbon amongst other principles as a sub group	Address in detailed strategy development. Combine Low Carbon, Air Quality, Noise as cross cutting theme of Environmental Impacts
Low Carbon Importance	The cross-cutting Low Carbon principle is more important than the other five because it should be driving the entire strategy and all its aspects	Address in detailed strategy development  Consider within Integrated Sustainability Assessment and Strategic Environmental Assessment

# **3.4 Comments on the Integrated Sustainability Appraisal (ISA)** \*note that not everyone answered this question. Many of those that did provided a response unrelated to the ISA

Comment Theme	Key Observations	Proposed Next Steps
General	We should be aiming for better than neutral.	Consider within Integrated
	We should be ambitious. Air quality is appalling in West Yorkshire, as is congestion.	Sustainability Assessment and Strategic

	There is now the chance to influence greenhouse gas	Environmental
	emissions through vehicle technology and in particular the progress being made on Electric Vehicles - it would be	Assessment
	worthwhile revisiting this indicator in the context of the	
	new plan to see if it is possible to have a positive impact	
	rather than neutral.	
	A carbon reduction target should be set and monitored in	
	line with the UK Carbon budget	
Local	Although the overall impact of the LTP was 'neutral', does	Consider within
Communities	this break down into localities, or population groups. A	Integrated
	more detailed assessment of the impact on geographical or	Sustainability
	social communities would be valuable.	Assessment and
		Strategic
	The overall impact may be neutral but there are specific air	Environmental
	quality hot spots that need to be addressed. It would be	Assessment
	useful to understand the role buses can play in that.	
Health	A Health Impact Assessment (HIA) of the plan should be	Consider within
	completed prior to its adoption.	Integrated
		Sustainability
	Monitor current levels of health inequality and address	Assessment and
	issues that could potentially further widen the health	Strategic
	inequalities gap.	Environmental
		Assessment

## 4 Summary of comments on specific themes identified by respondents

The most prominent themes have been identified below.

# Thematic comments

#### **Buses**

- Creating a better bus network is essential and should be stronger within the STP
- Support for Quality Contracts from individuals, though Bus Operators are concerned and would welcome a partnership agreement
- Greater integration of bus services with other travel modes
- Invest in more bus priority schemes
- Improve bus accessibility for all users
- Integrated ticketing is essential
- There is no mention of the role to be played by Community Transport
- More Strategic Park and Ride Sites
- Access to reliable bus services is important for rural villages
- Focus on improving journey time and reliability
- There needs to be better intercity services
- Need to involve users in which services to run and the frequency of them

#### Rail

#### HS2

- Significant criticism of HS2 / lack of understanding of HS2 benefits
- Bring the proposed HS2 station to the same location as the existing Network Rail Leeds City Station
- HS2 is a waste of money if the journey times between set off point and station are not considerably improved through better road connections.

# Reopening / new rail links:

• A cross-city heavy rail link for Bradford, re-opening of the Skipton to Colne line, re-opening of the Spen Valley line, Ordsall Chord, reinstating the Wortley Chord.

#### **Requests for New Rail Stations:**

Low Moor, Horbury Bridge, Arthington, Elland, White Rose, Manningham, Bowling

#### Other comments

- More importance should be placed on regional rail improvements
- Focus on benefits from rail electrification
- Improve rail frequency
- Further mode integration for access from origin to train station (walking/cycling/bus) create
   Hubs
- Rail freight enhancements
- Address overcrowding on services
- Address existing rail network and infrastructure first
- Strengthen role of tram train in the Plan
- Improve accessibility of all rail stations

#### NGT

- A number of comments raised concern regarding the inclusion of NGT
- Only the extension to NGT is mentioned, and not phase 1.
- There were a few comments that the NGT proposals do not offer best value for money, are restricted to a single technology and are not integrated with other modes

## **Access to the Airport**

- Include an ambition to improve surface connectivity to LBIA
- Need Tram/train link to airport
- Need faster, more frequent bus services to the airport
- Connectivity and improved transport links are an important element in the development of the airport but more significantly achieving economic growth within the City Region.

# **Active Travel (walking and cycling)**

- We should not just be 'promoting' walking and cycling, we should be 'enabling' it.
- Cycling and walking increase can address overcrowding/congestion/air quality issues/improve health
- Walking and cycling should be included in all core principles, not just Place Shaping
- Enhance cycling infrastructure to enhance safety and improve integration with other modes. The infrastructure should be of a high standard and subject to consultation
- Incorporate 'door to door' travel enhancements
- Skills training to improve cycle safety/confidence reducing accidents
- Safer streets should enable walking and cycling
- Provision of infrastructure to support use of electric cycles.
- Wayfinding (signage) should be integrated on public transport and provide coherent and consistent information and signage systems to support travel and exploration on foot.
- Walking and cycling should also be promoted for leisure purposes

#### **Car Travel**

- Need for demand management
- Plan should consider 'push' factors to make drivers consider alternative modes
- Technology to improve driver information/optimise road space.
- Plan should encourage car sharing/reduce single occupancy
- Include Car Clubs and Car Sharing in the Plan
- Further road safety training to benefit all road users
- Car parking provision affects the local economy and the right balance is needed.
- There were conflicting views on the role of the private car with some people feeling that
  everything should be done to reduce use, while others felt that car drivers shouldn't be
  punished.

# **Motorcycles (Powered Two Wheelers)**

- Powered Two Wheelers (motorcycles and scooters) should be included in the Plan. PTW users are vulnerable road users
- Motorcycles address congestion issues
- Wheels to Work schemes can address employment/training access
- Motorcycles have less pressure on parking
- Motorcycles cause less pollution

#### **Environmental**

- Engage with road freight associations to address air quality potentially through Logistics Carbon Reduction Scheme.
- Transport Noise needs to be included
- Improving Air Quality needs to be explicit across the Plan. Increases in walking and cycling can partly address this. Need to consider the impact of new developments on air quality
- Plan should introduce cleaner vehicles
- Alignment with the WY Low Emission Strategy
- A fully electrified rail system will bring health benefits
- The impact of the environment on health is significant.
- Why can't West Yorkshire adopt a low emission zone as in London?

• The impact of extreme weather under climate change scenarios should be acknowledged otherwise asset condition will always be a drain on resources.

#### **Roads**

- Address capacity issues and improvements that take traffic away from urban centres
- Consider optimum road speeds to address congestion/air quality
- Use technology to smooth traffic conditions
- Address pinch-points on local and strategic highway network
- Reduce road traffic accidents through infrastructure, training and awareness campaigns
- Severance caused by major junctions, congestion in city centres, the heavy duty nature of much of our infrastructure reduces quality of life and needs to be reduced
- Hierarchical prioritisation of vulnerable road users should be applied to highway design
- Request for a Bradford western bypass which would improve accessibility to the Aire Valley and impact on GVA
- Total capacity needs to grow in line with (or ahead of given the poor base) total travel demand.

## **Freight**

- Freight potential at LBIA
- Enhance low impact last mile delivery opportunities
- Focus on efficient movement of goods to assist economic growth
- Safe and secure rest areas for truck drivers
- Provision of sufficient loading bays for trucks in town and city centres
- Engage with industry to develop strategy and also consider the views of small hauliers that may work as sub-contractors
- Urban centres need deliveries and urban areas should accommodate this requirement
- Consider further use of canal/river network for movement of freight
- Consider priority freight lanes
- Adoption of smart technology is essential if the road haulage sector is to be made more efficient

#### **Other Comments**

- A number of aspirational comments were received such as build an underground system in Leeds, look at best practice ideas from Europe and introduce in West Yorkshire, consider the future of automated cars
- Cost of travel should be included
- Influencing Travel Behavioural change should be included
- The STP should include cross-boundary travel
- Customer service is not mentioned
- Horses should be included in the plan
- There is no real coverage of 'travel alternatives' and raising public awareness
- How transport can help growth and the economy of the region needs to be clearly articulated within the plan.

#### **Local Issues**

A large number of local, short term issues were mentioned in the feedback. The issues have not been listed (as they don't fit within a strategic document) but the comments will be forwarded to the relevant departments for action.

# 5 Summary of individual comments from District Consultation Sub Committees (April 2015)

#### **Bradford**

- Add Ambition
- Too much emphasis on HS2 local/regional rail services as important
- Emphasised "One system" but a whole system including the road network
- How will the Plan influence land use decisions? not explicit in 'One System' a missing principle
- Planning processes should take into account easy access to local amenities
- Technology in 2036 will be very different think outside the box, though remember that not everyone is Technology literate.
- Cycling is important need maintenance to support new schemes

#### Calderdale

- Need Stronger vision
- Agree aspiration for a 'London (one-system) model' but London funding is greater it has congestion charge
- STP to make case for spend per head in London and LCR to be equal.
- Commitment to walking and cycling.
- Need infrastructure designed for pedestrians
- Cross boundary ticketing important.
- Improve road network to ease congestion and reduce pollution but not make it easier get into towns by car / Reduce the number of vehicles in urban areas.
- More investment for low carbon solutions
- Promote car clubs / electric vehicles and make them more attractive/easier to use.
- Link land use planning (housing) and transport
- Villages need to be revitalised and grow by providing infrastructure and new housing.
- Involving the business community is important.

#### Kirklees

- Better visualise the Ambition what 20 years looks like / What the milestones look like?
- Need for a comprehensive connectivity strategy involving all transport modes including walking and cycling
- Support 'One system' principle
- Need to strengthen the Bus market / Need control (Franchise)
- Need mix of bus services Express and stopper
- Blind and visually impaired need better provision- Concern over conflicts with electric Vehicle (- no vehicle noise)
- · Need for integrated ticketing
- Need for additional park and ride facilities

#### Leeds

- Not sufficient detail Requires Targets to quantify ambition
- Need to influence Regional / pan-northern level
- Emphasis Cycling Greenway routes, Safe family environments, Build on Tour de France
- Improve bus payment systems contactless
- Rail Bus connectivity important
- Concern about no benchmark for Air Quality
- Request for an additional meeting to discuss strategic issues in more detail (maybe a joint meeting of all DCSCs)
- Look at best practice examples from Europe and aspire to deliver some of these ideas
- Remember that not everyone has access to technology

- Bus deregulation needs to change
- Concern re the cost of HS2, would prefer a better local bus service
- Need to improve transport in rural areas

## Wakefield

- Accessibility, frequency, reliability of buses in remoter areas for access to local services
- Unattractiveness of community transport where pre-booking necessary
- Bus costs are a barrier sometimes Taxi cheaper
- Frequency & stopping patterns of trains in new franchises need for mix of express & stopper
- How much influence can the Plan have on land use?
- More should be done to ensure that developers invest in public transport as part of planning permissions
- There should be more collaboration with businesses on industrial estates to invest in bus services for workers

# 6 Summary of feedback from Rail Users Event (13<sup>th</sup> May 2015)

The drop-in event was held at WYCA office. Attendees were given the opportunity to comment on the core principles and suggest priorities for delivery.

#### General feedback

- Ensure that the interests of the passengers at smaller stations are not sacrificed in favour of passengers making longer-distance express journeys.
- How are City of York's aspirations / wants going to feed into the wider WYCA principles? Do they fit?

# Question: What Rail improvements are important to you?

a) In the Short Term (Next five years)?

- New stations Arthington Station, Elland Station
- Line speed / signalling improvements Hebden Bridge Bradford
- Slaithwaite & Marsden Maintain and increase peak time capacity by lengthening platforms to run longer trains.
- Adding stations on busy and expanding track lines without allowing for future rail growth –
   Needs loops or extra platforms.
- Lengthen platforms on Penistone Line
- Reopen Skipton-Colne line
- Possible Transpennine services though Wakefield Kirkgate. Perhaps Scarborough-Liverpool and Hull-Blackpool. Both also serving Castleford.
- Clarify what's happening to Transpennine electrification.
- Rail delay compensation in new Northern franchise as it is in Transpennine franchise.

#### Non Rail related comments

- Cross Local Authority thinking on rural transport and community transport so all benefit
- Better differentiation of Ring Road round Leeds (Inner versus outer RR)
- Better way finding (Inner city signage)
- Better way finding, Bradford Forster Square to Bradford Interchange, better information and timetables.
- Delivering the York Transport Plan projects

#### b) In the Medium – Longer Term (Five to twenty years)?

- Slaithwaite & Marsden Increasing frequency to half hourly or better.
- Upgrade Leeds Rail Station More service capacity.
- Heavy rail to Leeds-Bradford Airport.
- Light rail links to LBIA and stronger links to Manchester Airport.

#### Appendix A - PHASE 1 CONSULTATION DISCUSSION DOCUMENT

# Single Transport Plan 2016-2036: Core Principles Document

The West Yorkshire Combined Authority is developing a new Single Transport Plan (STP) to cover the period from 2016 to 2036.

The Plan sets out a strong, clear, long-term vision for transport in West Yorkshire, explaining how this will support sustained and healthy economic growth, especially for jobs and housing. Substantial funding is needed to invest in transport and the Single Transport Plan will be used to secure and direct funding to transport priorities.

We would like your help to shape the new Single Transport Plan.

This discussion document briefly describes the role of the West Yorkshire Combined Authority in developing the Single Transport Plan, some of the key building blocks of the Plan and some of the emerging ideas about transport priorities.

# 1. West Yorkshire Combined Authority (WYCA)

WYCA was established on 1 April 2014 and brings together the economic development and strategic transport roles across West Yorkshire on behalf of the five West Yorkshire local authorities of Bradford, Calderdale, Kirklees, Leeds and Wakefield, and York.

WYCA was created to bring together key decision-making powers into a single organisation, placing West Yorkshire and the wider Leeds City Region in a much stronger position to tackle its economic challenges.

WYCA is working with the Leeds City Region Enterprise Partnership to deliver the Strategic Economic Plan for the City Region.

WYCA also has a legal duty to maintain a Local Transport Plan for West Yorkshire that sets out transport priorities and investment plans for how transport will be improved.

You can find out more about WYCA at www.westyorks-ca.gov.uk.

## 2. Strategic Economic Plan (SEP)

The SEP was adopted by the Leeds City Region Enterprise Partnership and WYCA in 2014. The SEP is the long-term plan which sets out the economic ambitions for the Leeds City Region and how partners will work to achieve them. The SEP outlines a shared ambition to deliver an increase in economic output so we become a net contributor to the Exchequer, creating an extra 62,000 jobs and a doubling of the rate of house building by 2021.

The SEP highlights that if we can improve how transport connects people, places, business, education and training, we will go a long way to achieving our economic goals. The SEP also recognises that major investment is needed in transport, and that this investment is needed at the local, regional, national and international level.

The government welcomed the SEP, agreeing to provide almost £800 million of funding for transport in a Growth Deal with the Leeds City Region. This money, alongside local commitments, is being used to establish a £1.4 billion West Yorkshire plus Transport Fund (WY+TF) to deliver 33 key transport schemes in West Yorkshire and York over the next 11 years. The WY+TF will help deliver 20,000 new jobs by tackling existing traffic problems,

opening up sites for development and housing, and creating new, easier, faster opportunities to access jobs. More investment however will be needed over a longer time period.

You can find out more about:

- Leeds City Region Enterprise Partnership at www.the-lep.com
- Strategic Economic Plan at <a href="https://www.the-lep.com/about/strategic-economic-plan">www.the-lep.com/about/strategic-economic-plan</a>
- West Yorkshire plus Transport Fund at www.westyorks-ca.gov.uk/transport

# 3. The Single Transport Plan (STP)

The new Single Transport Plan is intended to set out the ambition of the new WYCA as well as fulfilling the statutory duty to keep a Local Transport Plan under review (for West Yorkshire) and updated as appropriate. The Single Transport Plan will support the delivery of the SEP, the WY+TF and other transport priorities affecting our area.

The Single Transport Plan will update the current West Yorkshire Local Transport Plan (LTP) (WYLTP3) which covers a 15 year period from 2011–2026. You can find out more about the current Local Transport Plan at <a href="https://www.wymetro.com/wyltp/">www.wymetro.com/wyltp/</a>. It will complement York's existing Local Transport Plan.

There have been some significant transport policy developments since the current LTP was adopted, including proposals to develop a new High Speed Rail line that will link London, Birmingham, Manchester and Leeds and, more recently, a proposal by Transport for the North to develop new east-west road and rail links across the north.

Our ambition is that the new Single Transport Plan will lead to a step change in the quality and performance of the transport system within West Yorkshire and our connections with the rest of the UK. By investing in radically improved transport infrastructure and services, we believe that we can deliver the transport connections that businesses and people require and create attractive places in which to invest, work and live, as set out in the SEP.

You can find out more about:

- Single Transport Plan core principles considered by WYCA www.westyorksca.gov.uk/WorkArea/DownloadAsset.aspx?id=4294968373
- High Speed 2 www.gov.uk/government/organisations/high-speed-two-limited
- Transport for the North www.transportforthenorth.com/

#### 4. Transport Issues

West Yorkshire and York are well located for transport connectivity in many respects, but there are also some significant issues and problems including:

- High levels of road congestion on motorway corridors and routes into our main urban centres;
- Severe overcrowding on our trains in the busiest periods with peak period trains to and from Leeds having the worst overcrowding outside London;
- Poor journey times, frequency, punctuality and reliability of rail services on some routes. The quality of rail rolling stock and the number of car parking spaces at rail stations falls short of public and business requirements;
- Bus journeys made slow or unreliable by traffic congestion, and concerns with the fragmentation of the public transport system;
- Poor road access and lack of a rail link to Leeds Bradford Airport;

- Poor access by road, rail or bus to many key development sites, holding back job creation and house building;
- Poor road conditions, with impacts on journeys times, comfort and accidents;
- Concerns with road safety, particularly accidents involving young people pedestrians and cyclists;
- Concerns with air quality and the impacts of harmful pollutants produced by traffic, linked with a range of illnesses and premature deaths:
- Concerns that a reliance on car use is contributing to a rise in obesity and related illnesses.

# 5. Transport Opportunities

There are some significant opportunities that can help us address these issues and problems and improve the attractiveness and performance of transport:

- SEP, Local Growth Deal and West Yorkshire plus Transport Fund (WY+TF) The
  West Yorkshire plus Transport Fund, set out in the SEP and agreed in the Growth
  Deal, is designed to tackle a number of our transport problems with a particular focus
  on supporting sustainable growth, housing and jobs. The challenge will be to find
  funding to deliver a further, larger package of other schemes that can contribute to
  growing the local economy;
- High Speed Rail 'High Speed Two' (HS2) is the government's key investment in the national transport network over the next 20 years. HS2 will transform the UK's rail infrastructure, increasing the number of seats on routes between London and the North, reducing journey times and freeing up passenger and freight capacity on the existing network. We want to take advantage of the economic opportunities of High Speed Rail and to spread the benefits all around West Yorkshire and York and the wider Leeds City Region. A great opportunity exists with the location of the proposed new High Speed Rail hubs in Leeds and York to bring about major changes in the type of transport services we have and how they fit together;
- Transport for the North (TfN) TfN is a partnership with the government and the six city regions in the north, Highways England (the organisation responsible for the motorway network), Network Rail and the company that will build HS2. TfN is developing and promoting new road and rail infrastructure to improve east west connections across the North of England. We want to take advantage of these new strategic connections and spread the benefits all around West Yorkshire, York and the wider Leeds City Region.
- Rail North Rail North is a new rail franchising partnership between the government and the northern transport authorities. The Department for Transport and Rail North are in the process of re-letting the Northern and Transpennine Express rail franchises to commence in 2016. We want to take advantage of this new responsibility to improve rail services for passengers all across the north.
- We also need, as far as possible, to anticipate future changes in society, such as
  deferral of car ownership and learning to drive by young people, and more flexible
  working patterns.

# 6. Emerging core principles of the Single Transport Plan

The work to develop the new Single Transport Plan is at an early stage. For this engagement stage, WYCA has identified a set of five core principles that will give focus to the new Plan and help to prioritise where transport investment is most needed. These five emerging core principles are:

# Core Principle 1: One System, High Speed Ready

Our ambition is for a metro-style public transport network that integrates all transport modes, including High Speed Rail, into one system that is easily understood, easy to access by a range of options and offers quick, convenient connections with a set of journey time targets. The key means to deliver this core principle could include:

- Delivering better rail services, making best use of capacity released by HS2 and delivering additional improvements to track and stations;
- Building a new Leeds City Region HS2 Hub station, with our preferred option being a single integrated Leeds station, bringing together High Speed Rail, conventional rail and other services to provide the greatest ease of connections;
- Promoting the connectivity provided by the York HS2 hub;
- Extending our New Generation Transport trolleybus network proposals and, potentially, converting some local commuter services to light rail operation with on-street running. This could facilitate new rail stations opening - expanding access to the rail network;
- Creating a better local bus network, with a focus on faster journeys, greater coordination between services, quality and value for money;
- Managing a better, more efficient West Yorkshire Strategic Road Network.
   Private vehicles will remain a preferred choice and necessity for many trips so we need the road network to operate efficiently to minimise congestion.

# Core Principle 2: Place Shaping

Our ambition is to make our cities, towns and neighbourhoods more attractive places to live and work, with an emphasis on improving road safety, air quality, the health of residents and the image of places. The key means to deliver this core principle could include:

- Promoting walking and cycling, and encouraging people to switch from the car
  for active travel for shorter journeys or to access the public transport network.
   We propose extensive, high quality segregated routes for cycling and quieter,
  safer streets;
- Creating safer roads and places for everyone, especially vulnerable road users such as the young, elderly, those with mobility problems and for people walking and cycling;
- Increasing orbital (ring) road capacity to help take traffic away from our centres and reduce some of the negative impacts of traffic;
- Finding better, more sustainable ways to move freight, working with the freight industry, business and communities to influence how goods are transported and recognising the impact of changes in shopping patterns and last mile deliveries;
- Promoting low emission vehicles and other low carbon technologies, incentivising the use of electric vehicles and creating the infrastructure for cars, taxis, and buses to access re-charging facilities.

# Core Principle 3: Smart Futures

Our ambition is to exploit technology to improve the customer experience and assist effective management of the transport system. We have made some significant progress with real time public transport information with the introduction of smartcards for use on public transport. The Plan envisages the development of real-time customer information, covering public and private transport, as well as extending payment options to include a 'best value' offer and extension of smartcards to car clubs, cycle storage, charging points and taxis. In the future, customers will be able to manage and pay for their travel through a 'mobility account', which will form a key feature of the city region integrated transport system. We will also work with Transport for the North in developing pan-northern information and payment / ticketing.

There is also scope to use technology to more efficiently manage our transport networks, in the way that the Smart Motorway sections of the M1 and M62 are improving journeys, as a way of optimising the use of scarce road space. We also want to do much more to inform people of disruptions on our road, rail and bus networks and advise them of alternative options.

# Core Principle 4: Inclusion

Our ambition is to offer a high level of access by public transport in our urban areas. However, we also have to consider our extensive rural areas, where there are different challenges in providing cost effective public transport services. We will look to complement local scheduled bus services with more imaginative solutions through collaboration with other public and private operators of vehicles, making the most efficient, joined-up use of vehicles. We also propose using a wider range of transport options such as car clubs, car sharing schemes, taxis, private hire vehicles, linked into the development of local transport hubs.

We will also support the strategy set out in the Strategic Economic Plan by targeting assistance on young people and job-seekers, helping them to access education, training and employment opportunities.

We will also continue to make our transport system more accessible by addressing physical and other barriers.

You can find out more about ideas for combining resources at; www.pteg.net/resources/governance/total-transport

You can find out more about public transports role in tackling unemployment at;

www.pteg.net/resources/social-inclusion

#### Appendix B - PHASE 1 CONSULTATION METHODOLOGY STATEMENT

### Phase 1 Summary of consultation activities

- Consultation from 26 March to 8 May 2015
- Consultation with public and stakeholders via online and social media
- Hard (paper) copies of consultation material were available at Travel Centres and advertised via the media and posters
- The STP core principles discussion document was distributed to Stakeholders by email (using MetroMessenger) with a link to the online survey
- Consultations Questions (online and paper) derived from headings agreed by WYCA 29
  January.
- WYCA Website housed the Core Principles discussion document and a link to the online survey

#### **Stakeholders**

A list of stakeholders was collated prior to Phase 1 consultation - consisting of previous Local Transport Plan (LTP3) consultees plus additional stakeholders engaged with since publication of LTP3 in 2011. Consultees were emailed a link to the website which contained the consultation document and the online survey. MetroMessenger was used to create a bespoke Stakeholder message regarding STP. There were two levels of email. A total of 2554 individuals were contacted via the two emails (some people were on both lists).

- 1. **Key Stakeholders (1497 individuals)** received a unique MetroMessenger email regarding the consultation. Of these: 53 emails failed (either hard or soft bounce) and 8 people unsubscribed from the mailing list. Many of these stakeholders will be invited to attend workshops / focus groups in future phases.
- 2. LTP Stakeholders (1141 individuals) received an email (blind copy) from <a href="mailto:stp@westyorks-ca.gov.uk">stp@westyorks-ca.gov.uk</a> asking them to contribute and saying that they have received the email because they responded to or were involved in the previous LTP Consultation. Of these 335 emails failed and 5 people unsubscribed from the mailing list.

# Other methods of communication with Stakeholders:

- STP was an agenda item on a number of scheduled meetings such as District Consultation Sub Committee meetings (5) and Small Operators Group
- Leeds City Region LEP emailed their BCG members
- Leeds City Region LEP E-newsletter circulation
- Travel Plan Network Newsletter (200 companies, 200,000 staff)

#### **Consultation Promotion**

- Website (hosted on WYCA website with link from WYLTP website and Metro's consultation page)
- Online survey and paper survey (initial 25 copies sent to each Travel Centre, they could print more if needed)
- Press release at the start of the consultation, with a follow up story half way through
- Metro Messenger scheduled email sent 22<sup>nd</sup> April
- Posters displayed at Travel Centres. Travel Centre Staff were briefed
- Twitter WYCA, Metro and LEP (coordinated tweets). Local authorities requested to share the link on their Twitter feeds. LEP also asked business intermediary groups to share.
- Metro Facebook

- Advertisement on Real Time displays from Wednesday 22nd April
- Tag line on external emails on emails from Monday 20<sup>th</sup> April
- Live interview with Bradford Community Radio Thursday 23<sup>rd</sup> April
- Leeds University Institute of Transport Studies passed the information on to students/lecturers.
- WY District Councils Local Authorities asked to cascade the consultation information through colleges and schools
- We also invited WYCA employees to respond via a MINT article
- WYCA lunchtime Seminar 27<sup>th</sup> April

# **Equality Impact Assessment of the Consultation**

An Equality Impact Assessment for the STP consultation has been prepared. As part of phase 1 engagement a large number of equality groups were contacted. Improved transport for disabled, older and younger people in particular has been identified as a key issue and WYCA will seek to hold workshops with these groups as part of the STP consultation process.

#### Appendix C - LIST OF ORGANISATIONS RESPONDING TO PHASE 1 CONSULTATION

**Leeds City Council** 

Leeds City Council - Public Health Directorate

Leeds City Council - responding on behalf of Leeds Ageing Well Board

Leeds City Council - Forward Planning and Implementation

Leeds City Council - Highways and Transportation

Barwick - in - Elmet and Scholes Parish Council

Leeds Civic Trust

University of Leeds

Leeds Local Access Forum

Leeds Branch of the National Federation of the Blind

Aireborough Neighbourhood Development Forum

North West Leeds Transport Forum

Kirklees Council

Kirklees Council - Public Health

Here 2 There / Cloverleaf Advocacy

Calderdale Council

Calderdale Council - Public Health

Calderdale and Greater Huddersfield CCGs

Wakefield Council

Wakefield Council - Health Improvement Team

Wakefield Council - Environmental Health

Crigglestone Parish Council

Normanton Town Council

Wakefield District Local Access Forum

Bradford Council / Bradford Institute for Health Research

Bradford Council - Climate change unit

Bradford Council - Road Safety Officer

Bradford Council - Principal Engineer

University of Bradford

**Bradford Mobility Planning Group** 

ABOWY (Association of Bus Operators West Yorkshire)

Transdev Blazefield Ltd

Arriva Yorkshire

First West Yorkshire

**Community Transport Calderdale** 

J.R.T.

Windmill Community Transport

Freight Transport Association

Road Haulage Association

Campaign for Better Transport West & North Yorkshire

**TWFST** 

Huddersfield Penistone Sheffield Rail Users Association

**SELRAP** 

Mytholmroyd Station Partnership

Network Rail - Network Strategy & Planning (LNE & EM)

WYG on behalf of Leeds Bradford Airport Motorcycle Action Group Motorcycle Action Group -Huddersfield Motorcycle Action Group - Leeds Teafolk Motorcycle club

Cyclists Touring Club Leeds Cycling Campaign Sustrans Living Streets The Ramblers

West and North Yorkshire Chamber of Commerce Mid Yorkshire Chamber of Commerce West & North Yorkshire Chamber of Commerce

Arup

Highways England SEAMS Ltd

Friends of the Earth Historic England

One Leeds plc Frank Marshall Estates

Senior Citizens Support Group

Cloud Amber Alternative Technology Centre

Crowns

BNY Mellon Performance and Risk Analytics Europe ltd The Office Group KPMG LLP

Racks Industries Limited Reliance Precision Limited Mirza Shaharyar Baig Group

**AECOM** 

Hilton Leeds City