



## Notice of meeting of

### Executive

<b>To:</b>	Councillors Waller (Chair), Ayre, Steve Galloway, Moore, Morley, Reid and Runciman
<b>Date:</b>	Tuesday, 13 April 2010
<b>Time:</b>	2.00 pm
<b>Venue:</b>	The Guildhall

### AGENDA

#### Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

**10:00 am on Monday 12 April 2010**, if an item is called in *before* a decision is taken, *or*

**4:00 pm on Thursday 15 April 2010**, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

#### 1. **Declarations of Interest**

At this point, Members are asked to declare any personal or prejudicial interest they may have in the business on this agenda.

**2. Minutes (Pages 3 - 12)**

To approve and sign the minutes of the Executive meeting held on 30 March 2010.

**3. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or a matter within the Executive's remit can do so. The deadline for registering is **5:00 pm on Monday 12 April 2010**.

**4. Executive Forward Plan (Pages 13 - 16)**

To receive details of those items that are listed on the Forward Plan for the next two Executive meetings, as at the date of publication of this agenda.

**5. Traffic Congestion Final Report Part 1 (Pages 17 - 80)**

This report presents the findings of the Traffic Congestion Ad Hoc Scrutiny Committee regarding their review of Traffic Congestion in York.

**6. Access York Park & Ride Development - Update Report Following Programme Entry (Pages 81 - 90)**

This report identifies the City of York Council's funding contributions to the Access York Phase 1 project, following government approval of the Major Scheme Business Case, and seeks approval to appoint Halcrow as the Lead Design Consultant for the project.

**7. Urgent Business**

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 551027
- E-mail – [fiona.young@york.gov.uk](mailto:fiona.young@york.gov.uk)

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
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### Further information about what's being discussed at this meeting

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Every effort will also be made to make information available in another language, either by providing translated information or an interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

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### **Holding the Executive to Account**

The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council

Committee Minutes

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MEETING	EXECUTIVE
DATE	30 MARCH 2010
PRESENT	COUNCILLORS WALLER (CHAIR), AYRE, STEVE GALLOWAY, MOORE, REID AND RUNCIMAN
APOLOGIES	COUNCILLOR MORLEY

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**178. DECLARATIONS OF INTEREST**

Members were invited to declare at this point in the meeting any personal or prejudicial interests in the business on the agenda. No interests were declared.

**179. MINUTES**

RESOLVED: That the minutes of the Executive (Calling In) meeting held on 9 March 2010 and the Executive meeting held on 16 March 2010 be approved and signed by the Chair as a correct record.

**180. PUBLIC PARTICIPATION**

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

**181. EXECUTIVE FORWARD PLAN**

Members received and noted details of those items listed on the Forward Plan for the next two Executive meetings, as at 12 March 2010.

**182. MINUTES OF WORKING GROUPS**

Members considered a report which presented draft minutes of the Local Development Framework (LDF) Working Group meeting held on 4 January 2010 and the Social Inclusion Working Group meeting held on 17 February 2010 and invited Members to consider the advice of the Groups in their capacity as advisory bodies to the Executive.

It was noted that the minutes of a previous meeting of the Social Inclusion Working Group, on 28 January, had already been considered by the Executive on 16 February as an annex to the Financial Strategy report.

RESOLVED: That the minutes attached as Annexes A and B to the report be noted.

REASON: To fulfil the requirements of the Council's Constitution in relation to the role of Working Groups.

**183. YORK NORTHWEST AREA ACTION PLAN: UPDATE ON PLANNING PROGRESS AND YORK CENTRAL REVIEW**

Members considered a report which presented the results of collaborative work carried out by the Council and the York Central Consortium, following suspension of the developer procurement process for the York Central site, and sought approval for further work to explore other models of regeneration partnerships and funding opportunities. The report also provided an update on progress with the York Northwest Urban Eco Settlement (UES).

Headline findings from the collaborative work (the York Central review) were set out in paragraphs 14 to 19 of the report, and a suggested way forward to address these issues was outlined in paragraphs 21 to 33. Progress on the UES was reported in paragraphs 7 to 11.

The following options were presented for Members' consideration, as detailed in paragraphs 35 to 44 of the report:

To provide a planning framework for the York Northwest area:

**Option 1** – continue to produce an Area Action Plan for York Northwest.

**Option 2** – identify York Northwest as a 'zone of change' within the Core Strategy, with York Central and British Sugar allocated as 'strategic sites' and with an Supplementary Planning Document (SPD) for each site, with work to progress this as outlined in Annexes 1 and 2 to the report (preferred approach).

In relation to the York Northwest UES:

**Option 3** –include specific reference to the UES and Eco Town standards in the publication draft of the Core Strategy (preferred approach).

**Option 4** – not include specific reference to these in the publication draft of the Core Strategy.

In relation specifically to the York Central Project:

**Option 5** – agree the site specific objectives for York Central set out in paragraph 31 of the report (preferred approach).

**Option 6** – ask Officers to develop alternative objectives for York Central.

**Option 7** – agree to undertake a proactive approach to public funding and further work to look at other development delivery models (preferred approach).

**Option 8** – not investigate public funding streams or other development delivery mechanisms.



In approving the recommendations, Members stressed the need to explain the new approach clearly to all Council Members and the general public.

RESOLVED: (i) That the progress with York Northwest be noted and that the programme of work and indicative SPD process outlined in Annexes 1 and 2 to the report be approved (Option 2).

REASON: To ensure that the work being undertaken for York Northwest is progressed.

(ii) That the planning framework for York Northwest be provided within the Core Strategy, with York Northwest identified as a zone of change and York Central and the former British Sugar sites identified as strategic sites (Option 2).<sup>1</sup>

REASON: To ensure that the regeneration of both major development sites is delivered within an overarching framework and within anticipated time frames.

(iii) That the preparation of supporting Supplementary Planning Documents for York Central and the former British Sugar site, and the preparation of a development framework for York Central, be agreed (Option 2).<sup>2</sup>

REASON: To ensure that the regeneration of both major development sites is delivered within an overarching framework and within anticipated time frames.

(iv) That policies be included within the Core Strategy seeking to achieve PPS1 standards for Eco Towns for the York Northwest area (Option 3).<sup>3</sup>

REASON: To meet the requirements for Eco Towns and possible designation as part of the national programme of Eco Towns.

(v) That objectives for the York Central site, as outlined in paragraph 31, be agreed and that the Council's commitment to bringing forward the site for redevelopment be reaffirmed (Option 5).<sup>4</sup>

REASON: To ensure continuing commitment to moving the project forward.

(vi) That the Council take a proactive approach to public funding for the York Central site and investigate alternative delivery mechanisms in collaboration with York Central partners (Option 7).<sup>5</sup>

REASON: To enable delivery issues to be addressed.

Action Required

- |  |    |
|--|----|
| 1. Make arrangements to implement the agreed programme of work and SPD process           | SH |
| 2. Include the planning framework for York Northwest in the Core Strategy                | SH |
| 3. Include PPS1 standards policies for York Northwest in Core Strategy                   | SH |
| 4. Include the agreed objectives for York Northwest in LDF documents                     | SH |
| 5. Investigate alternative funding delivery mechanisms in collaboration with YC partners | SH |

**184. TRAFFIC ARRANGEMENTS AT YORK RAILWAY STATION**

Members considered a report which provided an update on progress made in reviewing the traffic arrangements at York Railway Station and recommended further work with East Coast and Network Rail to investigate possible short, medium and long term improvements.

The report referred in particular to the concerns about traffic in this area raised in a motion approved at Full Council on 2 April 2009. Suggestions to address these concerns had been discussed at a meeting with representatives from Network Rail and East Coast, who had now commissioned a Capacity Study on all stations on the East Coast mainline, which would include car parking arrangements at York. Further issues had been identified by Officers during visits and observations to the area and a meeting with Taxi Operators had resulted in a number of suggestions for improvements, as set out in paragraph 19 of the report.

Paragraphs 22 to 24 highlighted a number of actions that could be initiated to address the problems raised, including:

- Setting up a working group comprising East Coast, Network Rail and Council Officers to review short, medium and long term initiatives.
- Discussions with East Coast to improve signage inside the station so as to direct pedestrians to the pedestrian crossings at either end of the Portico.
- Review the docking position of the ftr bus and the lane markings alongside it, to improve the view for drivers exiting Tea Room Square.

It was noted that the outcome of the East Coast Capacity Study would be fundamental to any long term improvements and that any recommendations for changes to the area would need to be drawn up in consultation and agreement with the rail industry.

RESOLVED: That, following the investigation into the traffic congestion issues in Tea Room Square, Officers be authorised to:

- (i) Engage in discussions with East Coast and Network Rail to see what short term measures can be

introduced to improve the traffic situation in the area of the Railway Station Frontage.<sup>1</sup>

- (ii) Continue discussions with East Coast and Network Rail, following the outcome of the East Coast Capacity Study, to see what medium and long term traffic improvements can be identified, and report those findings to a Decision Session of the Executive Member for City Strategy.<sup>2</sup>
- (iii) Explore what options are available and could be implemented to improve the visibility to the right when exiting Tea Room Square.<sup>3</sup>

REASON: To overcome the concerns raised about traffic congestion in the Tea Room Square area of York Railway Station.

Action Required

- 1. Discuss short term improvement measures with East Coast and Network Rail RC
- 2. Continue discussions with East Coast / Network Rail on longer term improvements & schedule report on Forward Plan RC
- 3. Explore options to improve visibility when exiting right out of Tea Room Square RC

**185. CAMERA ENFORCEMENT PROJECT SUMMARY REPORT**

Members considered a report which summarised the study undertaken by the Road Safety Partnership 95 Alive on the feasibility of Camera Enforcement, and provided an overview of work carried out to assess the potential of using Safety Cameras in reducing road casualties.

The review had identified 28 sites across York and North Yorkshire that met the criteria for mobile speed enforcement to reduce speed related casualties. Three of these sites were within the City of York boundaries. All would be subject to further investigation before final confirmation. It was estimated that camera enforcement at these sites could result in the avoidance of 31 deaths or serious injuries over a four year period. Officers reported at the meeting that this included the potential avoidance of 5 serious accidents in York. Should camera enforcement be adopted, there would be an annual review of the latest data to identify any problems and / or further sites for consideration. Funding could come initially from the Department for Transport's Road Safety Grant but future funding would be subject to further consideration as the DfT had not yet clarified what, if anything, would replace the Road Safety Grant after 2010/11 .

Members were invited to consider the following options:

**Option 1** – agree in principle to camera enforcement as a casualty reduction measure, with further evidence to be provided through a business case and pilot study.

**Option 2** – continue to reduce casualties using a mix of education, enforcement and engineering.

RESOLVED: (i) That camera enforcement be agreed in principle as a casualty reduction method.

(ii) That approval be given to proceed to a full business case to enable a camera enforcement unit to be established under the recommended site selection criteria and governance model.<sup>1</sup>

(iii) That a smaller scale pilot camera enforcement operation be established and operate for 12 months to evaluate its effectiveness and inform a final decision at the end of the trial period.<sup>2</sup>

(iv) That Officers be requested to bring a further report, after the business case and pilot, for a final decision on the continuation, and implementation, of a Safety Camera Partnership.<sup>3</sup>

(v) That it be noted that the pilot would be run using Police staff, seconded to the role and line managed through North Yorkshire Police with operational oversight through the 95 Alive partnership and that, for full management of a Safety Camera Partnership, new governance arrangements would be required.

REASON: Because analysis of the data across the whole of York and North Yorkshire indicates that there are locations where safety camera technology could reduce speed related, serious and fatal injury accidents. Further work is required to finalise the detail of how a partnership might work within North Yorkshire and York.

Action Required

- |   |    |
|---|----|
| 1. Begin preparation of business case to establish camera enforcement unit                    | TH |
| 2. Establish a pilot camera enforcement operation   | TH |
| 3. Ensure that a report is scheduled on the Executive Forward Plan for an appropriate meeting | TH |

**186. INFORMATION GOVERNANCE POLICY AND STRATEGY 2010**

Members considered a report which presented a proposed single strategic framework for improving Information Governance (IG) arrangements in the Council, comprising a draft policy document and a draft strategy document.

The draft documents, attached as Annexes A and B to the report, had been developed to incorporate the core measures identified in the Government's Data Handling review and the HMG Security Framework. They incorporated feedback from consultation with key Officers, directorate management teams and the Audit & Governance Committee. The policy and strategy would provide a single framework covering all aspects of IG in the Council.

The objective of the framework was to set out how the Council would improve its information security by:

- establishing core measures to protect personal and other data
- a culture that properly values, protects and uses information
- stronger accountability measures within the Council
- stronger scrutiny of performance.

RESOLVED: That the draft policy document and draft strategy document at Annexes A and B to the report be approved.<sup>1</sup>

REASON: To ensure that future arrangements adequately manage the Council's information governance risks.

Action Required

1. Make arrangements to publicise and implement the policy and strategy RB

**187. PUBLIC REPORTING OF ENQUIRIES AND REPLIES MADE UNDER THE FREEDOM OF INFORMATION ACT 2000**

Members considered a report which set out options for publishing requests for information under the Freedom of Information (FoI) Act, and related replies, on the Council's website. It also commented on the routine publication of information and the Council's Publication Scheme, formally adopted in December 2008. Compliance with the Scheme was currently under review, with the objective of increasing the proportion of published information.

The report had been prepared in response to a reply by the Council Leader to a question asked at Full Council on 4 February 2010 on the desirability of publishing such information on the Council's website to improve openness and transparency.

RESOLVED: That consideration of this item be deferred.<sup>1</sup>

REASON: To allow time for Officers to bring forward proposals aimed at providing easy access for Members and the public to the answers provided in response to FOI requests.

Action Required

1. Carry out the additional work requested and schedule item on Forward Plan for a future meeting PS

**188. FIBRECITY YORK**

Members considered a report which sought approval for the Council to enter into a Memorandum of Understanding to establish a Fibrecity network in York, with the objective of giving every business and home the option of a free fibre connection with speeds of 100Mbps.

Pinacl solutions and H2O Networks were currently building a fibre ring around the City for the Council to connect all its buildings with the provision of super fast bandwidth and the means to run voice, data and a proposed CCTV system. Discussions had taken place between the Council and Fibrecity Holdings Ltd. to take forward a city-wide fibre optic network to which every home and business premises would have the option to connect. The connection would enable homes and businesses to access telephone, TV and broadband via a 'set top box'. It would also be capable of delivering local services direct from the Council and partner organisations.

To progress this initiative, Fibrecity were requesting that the Council sign a Memorandum of Understanding (MOU) by the end of March. At this stage, the MOU would commit both parties only to investigating the feasibility of building the Fibrecity York network, with no financial implications beyond staff time. This feasibility work would take about six months to complete.

RESOLVED: (i) That the Executive confirms its view that as much of the City as possible should have early access to superfast Broadband connections as an important feature of the City's economy, especially as York is a Science City.

(ii) That Officers be requested to hold dialogue with potential network providers on the options available for progressing the provision of such networks.<sup>1</sup>

(iii) That it be agreed in principle that the Council will co-operate with Fibrecity and other companies in providing access to the Council's highway and other records which may be of assistance in designing such networks.<sup>2</sup>

REASON: To support the strategic objectives of the Sustainable Community Strategy and the Corporate Strategy.

Action Required

1. Liaise with potential network providers as requested RG  
2. Provide access to these records as required RG

A Waller, Chair

[The meeting started at 2.00 pm and finished at 2.35 pm].

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EXECUTIVE FORWARD PLAN (as at 26 March 2010)

<b>Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 27 April 2010</b>		
<b>Title &amp; Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Corporate Strategy 2009 - 12 Annual Refresh</b></p> <p><i>Purpose of report: To present the Corporate Strategy which has been refreshed to update the 1 year milestones.</i></p> <p><i>Members are asked to: Consider and agree the refreshed Corporate Strategy.</i></p>	Marilyn Summers	Executive Member for Corporate Services
<p><b>More for York Update - Spring 2010</b></p> <p><i>Purpose of report: To update members on revised governance and delivery arrangements for the More for York Programme, to get Member agreement to Finance and Children's Social Care blueprints.</i></p> <p><i>Members are asked to: Note progress and agree blueprints.</i></p>	Tracey Carter	Executive Member for Corporate Services
<p><b>School Meal Tender Process - Selection of a preferred supplier</b></p> <p>Purpose of report: If members agree with the officers' decisions, all schools that have stated that they wish to be involved in the tender will be affected as this will decide which supplier is to provide catering to these schools until at least 2015. If a different supplier is selected to the current incumbent supplier there will be TUPE issues to resolve before the contract commences in September 2010. The intention is that the new supplier will be providing school meals from September 2010. Due to the lead in time with the new supplier a decision, at this EXEC, needs to be made as to which supplier is selected to provide school meals from September 2010. The resulting effects will be seen by the pupils in September 2010. CYC, school staff, and, if applicable, any staff that are involved in TUPE will see the effects earlier as the selected supplier will be required to start implementing the contract before the start of the contract in September 2010.</p> <p>Members are asked to: Review the evaluation outcome of the school meal</p>	Maggie Tansley	Executive Member for Children and Young People's Services

tender and then make a decision as to the preferred supplier to award the contract to.		
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<b>Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 11 May 2010</b>		
<p><b>Minutes of Working Groups</b></p> <p><i>Purpose of Report: This report presents the minutes of recent meetings of the Young People's Working Group, the LDF Working Group and the Social Inclusion Working Group and asks Members to consider the advice given by the Groups in their capacity as advisory bodies to the Executive.</i></p> <p><i>Members are asked to: Note the minutes and to decide whether they wish to approve the specific recommendations made by the Working Groups, and /or respond to any of the advice offered by the Working Groups.</i></p>	Jayne Carr	Executive Leader
<p><b>Foot Streets Review Progress Report</b></p> <p><i>Purpose of report: To inform the Executive of the progress to date on the Footstreets Review and to put forward proposals for potential amendments to the current scheme to address the key issues raised during consultation. The potential amendments are proposed to improve the pedestrian realm and to reduce abuse of the current scheme. Proposed amendments are prioritised into short, medium and long term delivery with the short term ones potentially deliverable during the 2010/11 financial year, medium term 2011 to 2014 and long term 2014 onwards.</i></p> <p><i>Members are asked to: To approve the recommendations for delivery.</i></p>	Andy Vose	Executive Member for City Strategy
<p><b>York Mystery Plays</b></p> <p><i>Purpose of report: To agree a new plan for delivering the York Mystery Plays in 2012.</i></p> <p><i>Members are asked to: To agree a new plan for delivering the York Mystery Plays in 2012.</i></p>	Gill Cooper	Executive Member for Leisure, Culture and Social Inclusion

**Table 3: Items slipped on the Forward Plan with the agreement of the Group Leaders**

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><b>School Meal Tender Process - Selection of a preferred supplier</b></p> <p><i>Purpose of report: If members agree with the officers' decisions, all schools that have stated that they wish to be involved in the tender will be affected as this will decide which supplier is to provide catering to these schools until at least 2015. If a different supplier is selected to the current incumbent supplier there will be TUPE issues to resolve before the contract commences in September 2010. The intention is that the new supplier will be providing school meals from September 2010. Due to the lead in time with the new supplier a decision, at this EXEC, needs to be made as to which supplier is selected to provide school meals from September 2010. The resulting effects will be seen by the pupils in September 2010. CYC, school staff, and, if applicable, any staff that are involved in TUPE will see the effects earlier as the selected supplier will be required to start implementing the contract before the start of the contract in September 2010.</i></p> <p><i>Members are asked to: Review the evaluation outcome of the school meal tender and then make a decision as to the preferred supplier to award the contract to.</i></p>	Maggie Tansley	Executive Member for Children and Young People's Services	30 March 2010	27 April 2010	Delay caused by a query arising from the responses of one of the Stage 2 bidders for which legal advice needed to be sought. before completing that stage of the evaluation.

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**Executive**

13 April 2010

Report of the Head of Civic, Legal &amp; Democratic Services

**Traffic Congestion Ad Hoc Scrutiny Committee****Summary**

1. This report presents the final report of the Traffic Congestion Ad Hoc Scrutiny Committee regarding their review on Traffic Congestion in York. Councillor Merrett, Chair of the Committee, will be attendance to present the report.

**Background**

2. In coming to a decision to review this topic, the Committee recognised certain key objectives and the following remit was agreed:

**Aim**

3. To identify ways including Local Transport Plans 1 & 2 (LTP1 & LTP2) and other evidence, of reducing present levels of traffic congestion in York, and ways of minimising the impact of the forecast traffic increase.

**Objectives**

Having regard to the impact of traffic congestion (based on external evidence and those measures already implemented in LTP1 or proposed in LTP2), recommend and prioritise specific improvements to:

- i. Accessibility to services, employment, education and health
- ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
- iii. CO<sub>2</sub> Emissions
- iv. Alternative environmentally viable and financially practical methods of transport
- v. Journey times and reliability of public transport
- vi. Economic Performance
- vii. Quality of Life
- viii. Road Safety

**Consultation**

4. As part of the review the following organisations and individuals were consulted:
  - Assistant Director of City Development & Transport

- Environmental Protection Manager
  - Principal Transport Planner
  - Representatives from the local bus service providers
  - Chair of the Quality Bus Partnership
5. In addition, reference was made to national Government policy documents and the Council's mid-term reports on LTP2, and a number of consultation events were also held:
- 'Road User Charging' (presented by Capita Symonds)
  - 'Broad Strategic Options Available to York' Report (presented by the Assistant Director of City Development & Transport)
  - 'Quality of Life' (presented by Professor John Whitelegg)
6. Finally, a city wide consultation survey was undertaken to gather residents views on the possible options available to the city for tackling congestion.

### **Options**

7. Having considered the findings contained within the final report and its annexes attached, Members may chose to support all, some or none of the recommendations shown in paragraph 7 of this report.

### **Analysis**

8. In regards to the aims and objectives of this review, the Traffic Congestion Ad-hoc Scrutiny Committee analysis of all of the information gathered, is shown at Annex C to their final report. The final report was presented to the Scrutiny Management Committee on 1 February 2010 and they endorsed all of the recommendations within it.

### **Summary of Recommendations Arising from the Review**

9. The Committee have drafted a number of recommendations as result of their investigative work on the objectives of this review. These do not include any recommendations around the testing of the scenarios identified from the consultation. These will follow in a further report to the Executive, once the responses received have been analysed.
10. However, the Traffic Congestion Ad-hoc Scrutiny Committee have already agreed a number of recommendations which have been split into two parts - those that in the Committee's view need to be implemented in the short term and included in LTP3, and those that make up a long term strategic response to tackling congestion from LTP3 onwards. The recommendations made to date are shown in the tables below:

<b>Recommendations to be implemented in the short term i.e. included as part of the preparatory and ongoing work for LTP3</b>	<b>Executive Comment / Proposal</b>
i. Strengthen the place of transport policy in future versions of York's Sustainable Community Strategy to recognise its importance in the life of the city and the importance of tackling congestion to its' residents	
ii. Commission a detailed study involving stakeholders, of a future long term Transport Strategy to 2025 and beyond based around the scenarios emerging from the consultation.	
iii. Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City	
iv. Adopt the transport hierarchy detailed in paragraph 19 of the Final Report	
v. Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift together with a re-invigoration of 'Travel Plans', ensuring they are implemented, monitored and periodically updated	
vi. Re-acknowledge the role of city centre car park availability and fee levels relative to bus fares in influencing modal choice, whilst taking account of the short term economic situation and recognising the importance of both imperatives. Remove car park charges from the budget process entirely and set them as part of a longer term policy approach to both transport and the city centre economy	
vii. Ensure the current local development control policies on limiting city centre car parks are enforced and further tightened up within the new Local Development Framework	
viii. Seek an agreed traffic enforcement strategy with North Yorkshire Police for the York area and establish an on-going delivery partnership arrangement to address issues including:	

<ul style="list-style-type: none"> <li>• bus priorities</li> <li>• road safety</li> <li>• on-street parking</li> <li>• school no parking zones</li> <li>• considerate road user campaigns across all modes</li> </ul>	
<p>ix. Make representations to Government in relation to the roll out powers to non London authorities on enforcement issues possibly through the Sustainable Communities Act</p>	
<p>x. Undertake an early comprehensive review of the current bus network in terms of appropriate changes to match changing development patterns and gaps etc, since the 2002 review</p>	
<p>xi. Undertake an urgent review of the Council's bus strategy, taking into account the new powers in the recent transport act, so as to move towards a bus network that is completely integrated from the bus users point of view, including integrated ticketing and day round services, to include:</p> <ul style="list-style-type: none"> <li>• Examining how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be reversed</li> <li>• Ensuring positive promotion of bus network and bus usage including passenger information</li> <li>• Improving the quality of interchange points between public transport modes and between routes with designated interchange stops, and co-ordinate bus timings</li> <li>• Prioritising the provision of timetable displays and bus shelters at all bus stops</li> <li>• Requesting that local bus companies continue to revise bus timetables to provide more accurate and credible timings, and work to them</li> <li>• Improving access to York District Hospital from all parts of the city, which may involve route revisions and through ticketing. Demand for parking at and around the Hospital as well as improved access can be achieved by ensuring the extension of Park &amp; Ride services to include the Hospital</li> </ul>	



<p>xii. Introduce a Bus Champion for the City to support City Strategy and bus operators in re-invigorating the Quality Bus Partnership, and use them to:</p> <ul style="list-style-type: none"> <li>• Examine and implement ways of improving bus boarding times, whilst avoiding penalising occasional and less well off bus users</li> <li>• Identify underused bus services and undertake those measures that would most effectively stop the current decline in bus usage i.e. ticketing and marketing measures for all services, holding down bus fare levels, increased non-concessionary bus priorities, influencing public attitudes and tackling outstanding issues from the 2001 Steer Davies review</li> <li>• Review the operation and delivery of the BLISS real time bus information display system and agree a comprehensive programme for its early roll out across the whole network, with local bus operators</li> <li>• Review loading and parking restrictions and their enforcement on bus routes with bus operators and the Police</li> <li>• Work with partners in the wider York area</li> </ul>	
<p>xiii. Drive through early implementation of full DDA compliance for all Council vehicles used by Social Services and council procured bus services, and CCTV in taxis and private hire vehicles</p>	
<p>xiv. Ensure better pedestrian priority at traffic signals and in road &amp; junction layouts to simplify and speed up pedestrian crossing times whilst minimising the knock on consequences</p>	
<p>xv. Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns</p>	
<p>xvi. Reinvigorate cycling in York using the 'Cycling City' initiative and funding by:</p> <ul style="list-style-type: none"> <li>• tackling key gaps in the network and difficult locations i.e. bridges, key radials and junctions, as identified by the 2003/4 cycling scrutiny review but as yet not implemented</li> <li>• improving planning processes to ensure adequate consideration is given in new designs to cycling</li> </ul>	

<ul style="list-style-type: none"> <li>• relaunching Cycling Forum to give stakeholders the opportunity to shape future cycling policies and proposals, and to encourage partnership work</li> </ul>	
<p>xvii. The Cycling Champion for York to:</p> <ul style="list-style-type: none"> <li>• ensure cycling measures are focused around what will make a difference</li> <li>• promote considerate road user behaviour by cyclists</li> <li>• engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers</li> </ul>	
<p>xviii. Undertake an urgent review of the Air Quality Management Plan with a view to taking more radical action to eliminate the health risks associated with York's NO<sub>2</sub> hotspots, by the EU deadline of 2010. This should include:</p> <ul style="list-style-type: none"> <li>• examining the progression of low emission zones</li> <li>• queue relocations using ITS/UTMC</li> <li>• further tightening of the Euro-emission vehicle requirements on the Council's own and its partner's vehicle fleets, tendered transport services and licensed vehicle services, given that buses account for 42% of road traffic emissions</li> <li>• promoting electric vehicles and the servicing infrastructure to support their roll out</li> <li>• consideration of a new city centre servicing plan, particular where traffic flows are frequently interrupted, and the introduction a local freight transshipment centre</li> <li>• working with the PCT to increase understanding of the associated health issues</li> </ul>	
<p>xix. Undertake short term project to measure the levels of most harmful PM2.5 carcinogen carrying particles, to understand if there is a problem in York</p>	

<p><b>Recommendations in strategic response to tackling congestion from LTP3 onwards</b></p>	
<p>The Council and Local Strategic Partnership to adopt and work consistently towards the implementation of the following long-term vision for transport in the City, (complementing the city’s Sustainable Community Strategy, and giving a clear direction to what the city’s transport will look like in the future):</p> <p><i>‘A city which has transformed itself in traffic terms and reasserted its human scale and environmental credentials, through its residents being able and positively choosing to travel less by car and more by foot, bicycle and public transport with little delay, so as to be individually healthier and collectively to reduce greenhouse gas emissions and improve local air quality, noise levels and quality of life, and where business, leisure and other activity is thriving because of good affordable quality and easy access by a choice of travel modes’</i></p>	
<p>Given the key importance of public transport within the above, the following subsidiary vision for public transport to be adopted, ensuring the Council and its partners work consistently towards its implementation:</p> <p><i>‘By 2026 York is benefiting from one of the best and most popular local bus services in the country outside London, offering a seamless passenger experience, with a single competitively priced ticketing system, high frequency daytime services to all key destinations in the city, recognised interchange points with well timetabled connections where bus transfer is required, non carbon fuelled fully disabled accessible vehicles, friendly and welcoming staff who drive considerately of passengers and other road users, good bus stop facilities and reliable interactive timetable information.’</i></p>	
<p>In regard to buses, the Council to ensure further comprehensive 5-yearly reviews of the bus network are carried out to optimise the network and service frequency, taking into account new housing and other developments</p>	

In regard to freight, the Council to:

- Continue to keep the issue of providing a freight transshipment centre for the City under review if a suitable site and funding mechanisms come forward
- Lobby government (national and EU) to improve standards for HGV engine efficiency and emissions
- Ensure council and partners vehicle fleets, and tendered delivery vehicles move rapidly towards the most up to date emission and efficiency standards

## **Corporate Strategy**

11. This review related to a number of the corporate priorities contained within the Council Corporate Strategy i.e. the recommendations if approved, will support the council's aim of making the city a healthier, more sustainable and thriving city, where residents have improved access to education, employment and health services.

## **Implications**

12. **Financial** – The financial implications associated with implementing the suggested long term transport strategy are outlined in paragraph 55. However in order to pursue these funding streams the scenarios will need to be tested rigorously to confirm the validity of the suggested strategy, which would require Council funding. At this stage it is unclear exactly how much funding would be required and these financial implications would need to be addressed in more detail in future reports to Members should the Executive approve the recommendations arising from this scrutiny review.
13. **Legal** – As Local Highway Authority, Local Planning Authority, Local Environmental Health Authority and Road Traffic Authority, the Council has a wide range of functions it is able to discharge and powers it can exercise in dealing with congestion. In so acting it must adhere both to its own necessary authorisation procedures and all formal statutory requirements.
14. There are no known HR, Equalities, Property, Crime & Disorder, or other implications associated with the recommendations within this report. However, there are likely to be some HR implications associated with any additional recommendations around the testing of the preferred scenarios, which will be made once the survey results have been analysed.

## **Risk Management**

15. There are risks to the Council associated with not adhering to all the legislation associated with the statutory functions listed within the legal implications paragraph above. There is also a potential risk to the Council's reputation if it fails to implement the necessary measures to address the expected increase in congestion levels

## **Recommendations**

16. Members are asked to note the contents of the attached final report and its annexes, provide comments on the findings and approve the recommendations as shown within the tables at paragraph 10 of this cover report.

Reason: To fully inform the Executive of the outcome of the Traffic Congestion Ad Hoc Scrutiny Review.

## Contact Details

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Tel: 01904 551004

**Report Approved**  **Date**

**Specialist Implications Officer(s)**

**Wards Affected:**

All



**For further information please contact the author of the report**

### Background Papers:

- 1 – Road User Charging Presentation by Capita Symonds
- 2 – Broad Strategic Options Report
- 3 – Quality of Life Presentation by Professor J Whitelegg
- 4 – LTP2 Strategy for 2006-11
- 5 – Summary of Regional and Local Transport Policy

Hard copies of these background papers can be obtained by contacting the report author. Alternatively, they can be viewed online at:

<http://democracy.york.gov.uk/ecCatDisplay.aspx?sch=doc&cat=12836&path=0>

### Annexes

- Annex 1 – Final Report
- Annex A – Maps Showing Congestion Levels in 2005, 2011 & 2021
- Annex B – Information Gathered In support of Review
- Annex C – Analysis of Findings Including Table of Issues/Findings, Identified Solutions, Possible Impacts & Draft Recommendations
- Annex D – Broad Strategic Options - Individual Scenarios To Complement LTP3

### Committee Members

Councillor D Merrett (Chair)  
Councillor B Hudson (Vice-Chair)  
Councillor T Holvey  
Councillor K Orrell  
Councillor R Pierce  
Councillor T Simpson-Laing  
Councillor C Vassie  
Professor M Smith (Co-optee)  
Professor M Page (Co-optee)

### Previous Committee Members

Councillor R Moore  
Councillor J Morley  
Councillor C Hogg

## **Traffic Congestion Review - Final Report**

### **Background to Scrutiny Review**

1. This topic was originally registered by Cllr Tracey Simpson-Laing in April 2005 in order to assess the draft of the second Local Transport Plan (LTP2) prior to its submission. It was envisaged that the scrutiny process would ensure that LTP2 met the aspirations of the Planning & Transport Panel and allow time for the Executive Member to be questioned on issues of concern. A decision was taken to defer the topic and LTP2 was subsequently submitted without any pre-decision scrutiny.
2. In November 2006 Scrutiny Management Committee (SMC) reconsidered the topic registration suggested by Cllr Simpson-Laing, together with a draft remit for a revised scrutiny review focusing on tackling traffic congestion. After due consideration, SMC agreed an initial timeframe of six months for the review (subsequently extended), and the following amended remit was agreed:

#### **Aim**

To identify ways including Local Transport Plans 1 & 2 (LTP1 & LTP2) and other evidence, of reducing present levels of traffic congestion in York, and ways of minimising the impact of the forecast traffic increase.

#### **Objectives**

Having regard to the impact of traffic congestion (based on external evidence and those measures already implemented in LTP1 or proposed in LTP2), recommend and prioritise specific improvements to:

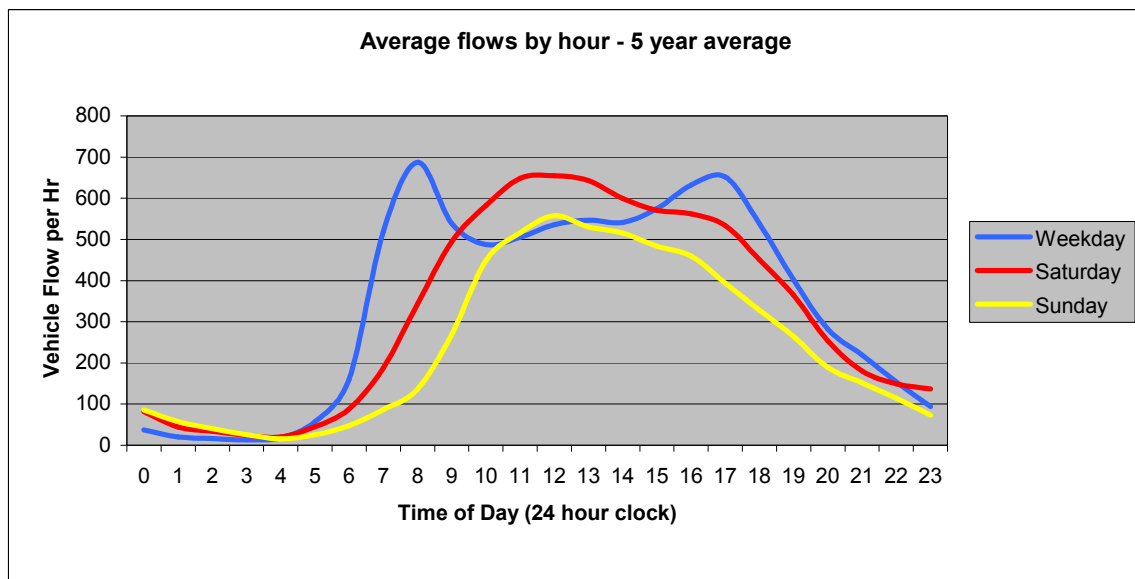
- i. Accessibility to services, employment, education and health
- ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
- iii. CO<sub>2</sub> Emissions
- iv. Alternative environmentally viable and financially practical methods of transport
- v. Journey times and reliability of public transport
- vi. Economic Performance
- vii. Quality of Life
- viii. Road Safety

### **Background to Congestion Issues**

3. Officers gave a number of briefings to the Committee on the congestion issues faced in York. For practical purposes, congestion was defined as 'where traffic flow

exceeds 85% of the road / junction capacity'. This definition was adopted as below that level traffic generally flows smoothly but above that level flow becomes unpredictable causing disruption leading to reduced or no free flow.

4. By 2011 traffic levels [above 2005 levels] are forecast to increase by 14%, with this figure doubling by 2021. This will affect not only the quality of life for the residents of York, but also the ability of the city to attract new jobs, investment and tourism. To understand the serious growth and spread of congestion on the principal road network in York, the Committee was presented with information on the modelling work undertaken by Halcrow in 2005 for the LTP2 submission. This work was initially produced using the older versions of the council's Saturn model, which was later replaced by a new Saturn/multi-modal model in 2006. Within the model were the projected new developments and infrastructure improvements expected to be delivered through LTP2 and its successors, and any additional infrastructure delivered through major scheme bids such as Access York or through developer led initiatives. It allowed different development scenarios to be tested at both a macro and micro level and new developments were assessed to identify their impact upon the road network, which was very much driven by the type, content and extent of the development proposal. The modelling looked at the peak traffic flow (weekday mornings 7am – 9am). It compared the traffic levels for 2005, against the projected 2011 LTP2 based do minimum, the 2021 do minimum & the 2021 do something – as shown on the maps at Annex A.
5. The future projections took into account both the additional traffic from anticipated employment and residential development such as York Central, University Campus 3, Germany Beck, Derwenthorpe, and Hungate etc and the LTP2 congestion tackling measures i.e. outer ring road junction improvements, Park & Ride expansion, and network management improvements for bus and cycle routes. It did not take into account York Northwest (i.e. York Central plus the British Sugar works) or more recent development opportunities such as Terrys and Nestlé's.
6. In common with most other cities, traffic flows in York (and associated congestion levels) vary greatly by time of day, and by weekday . The graph below shows the typical traffic flow patterns for weekdays, Saturdays and Sundays over a selection of main roads in the City.

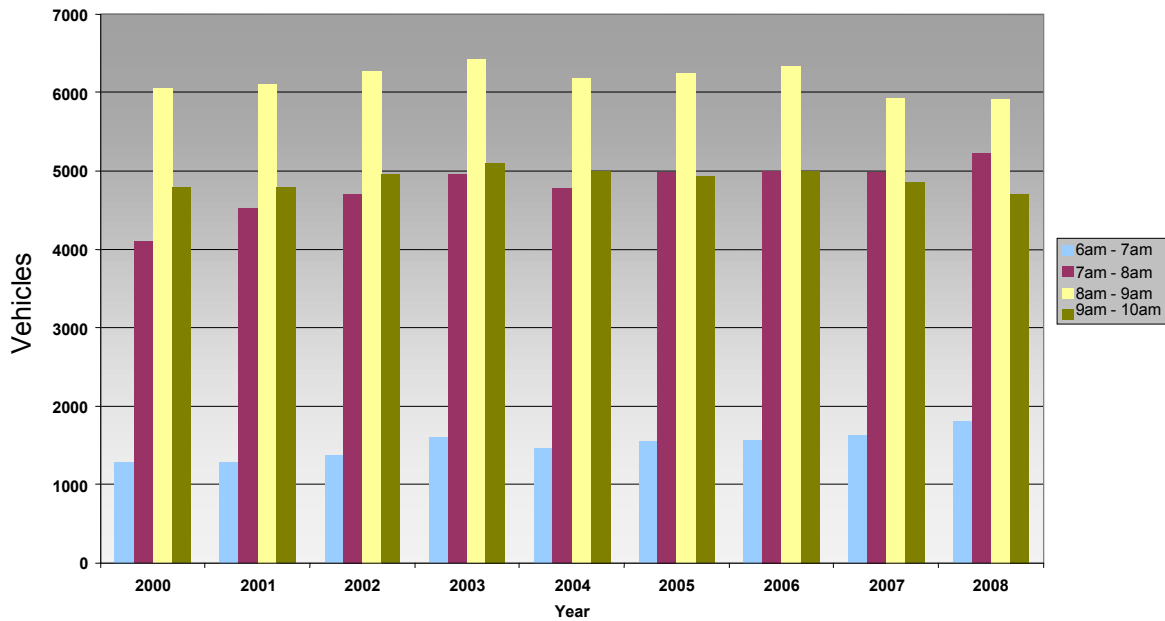




7. It is generally accepted that the worst periods for traffic congestion are during the early morning and late afternoon periods on weekdays, as the highest flows show in the graph below. However, there are now similar levels of flow experienced on Saturdays, from late morning to early afternoon. These average results hide particular hotspots on certain days and at certain times. There is also evidence of the peak period spreading as a result of drivers responding to congestion:

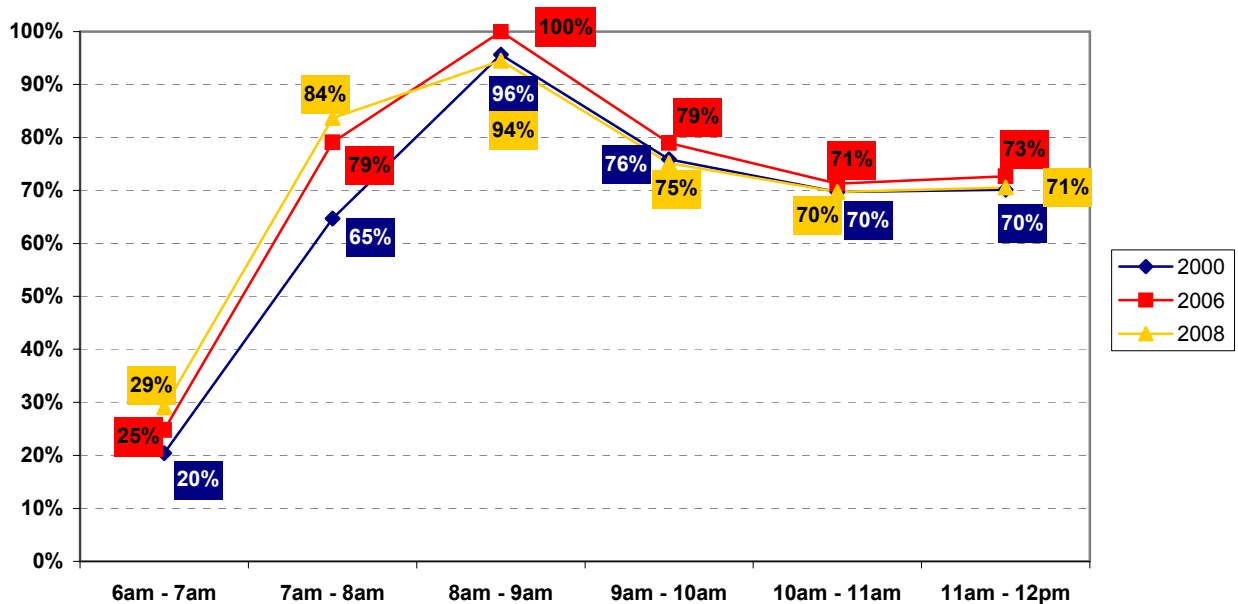
Peak Spreading - based on average hourly weekday counts  
(Data from 11 inbound automatic Traffic Counters)

Hull Rd, Fulford Rd, Bishopthorpe Rd, Tadcaster Rd, Wetherby Rd, Boroughbridge Rd, Shipton Rd, Wigginton Rd, Haxby Rd, Huntington Rd, & Malton Rd



Inbound flow levels by hour of AM traffic levels in the City of York in 2000, 2006 & 2008

(in comparison to the highest flow level recorded - set at 100%)  
(data taken from 11 Inbound Automatic Traffic Counters)



8. In order to fully investigate and understand the effects that congestion has on the improvement areas identified within the remit shown at paragraph 2, Members held a series of meetings between November 2006 and October 2009, as listed in Annex B, together with the Committee's initial findings.

## **Consultation**

9. This scrutiny review has been progressed in consultation with the Assistant Director of City Development & Transport, the Environmental Protection Manager and other key officers in City Strategy. Representatives of the local bus service providers and the Chair of the Quality Bus Partnership were also consulted in relation to Objective (v) - Journey times and reliability of public transport. In addition, reference was made to national Government policy documents and the Council's mid-term reports on LTP2.
10. A number of consultation events were also held:
  - 'Road User Charging' (presented by Capita Symonds)
  - 'Broad Strategic Options Available to York' Report (presented by the Assistant Director of City Development & Transport)
  - 'Quality of Life' (presented by Professor John Whitelegg)
11. The presentations are shown as background papers to this final report - copies can be obtained by contacting the report author or viewed online at: <http://democracy.york.gov.uk/ecCatDisplay.aspx?sch=doc&cat=12836&path=0>
12. Finally, the Committee considered the findings from previously completed consultation surveys carried out at the time of LTP1 & LTP2. They also agreed that given the need to both obtain wider public understanding of the increasing transport problems facing the city and the transport choices required to respond to those problems, it would be beneficial to carry out a further citywide consultation exercise to gather residents views on the findings of this scrutiny review and the broad strategic options available to the city, as set out in this report. The city-wide consultation survey is being sent out in February 2010 - see copy at Annex E, and the combined results will be analysed and made available by the end of April 2010.

## **Information Gathered**

13. A full breakdown of the information gathered in support of each of the identified objectives for this scrutiny review is detailed in Annex B. In regard to the residents survey, the Committee intend adding a summary of the collated results to this final report at paragraph 50 of Annex B, once the results are known.

## **Analysis & Review Conclusions**

14. The Committee have comprehensively reviewed the Council's current transport policies as expressed through LTP2 and the 'Access York' initiative, and their impact on meeting anticipated traffic growth (including from the continued economic success and housing expansion of York) against the objectives of this review and against the views of York residents.

15. Their analysis of the information gathered, together with a matrix outlining the issues, potential solutions, impacts and draft recommendations is included at Annex C. In regard to the residents survey, the Committee intend adding their analysis of the findings to this final report at paragraph 24 of Annex C, once the results are known.
16. Overall, the Committee noted that transport policy figures very little in the current Sustainable Community Strategy vision, despite its importance in delivering much of its ambitions, and in terms of the feedback from York resident's surveys on the importance of tackling congestion.
17. The Committee acknowledged the continuing priority that York residents place on tackling congestion, their mixed views on adopting differing solutions, and the need for continuing substantial engagement with residents and businesses to gain mutual understanding of:
  - the potential future problems
  - what may or may not work, and scale of benefit
  - what the appropriate policy trade offs may be
  - the need to act in advance given ongoing traffic growth and delivery time lags
18. It was recognised that whilst many positive initiatives and measures are being undertaken, they will not be sufficient to avoid significantly worsening traffic and congestion problems over the next decade or so, notwithstanding the short term effects of the current recession, which could both adversely affect quality of life in York and undermine the City's future economic success and well-being. Also, the anticipated growth in motorised traffic and congestion, despite vehicle efficiency improvements and modal shift, will lead to continuing air quality problems and increases in greenhouse gas emissions, against the EU health based air quality standards and the recent government act target of an 80% cut in emissions by 2050.
19. The Committee have therefore concluded that the broad overall solution to both congestion and the climate change challenge is a concerted approach using the hierarchy of measures outlined below:
  - 1<sup>st</sup> Reduce the need to travel, and the length of journeys (through IT, land use planning policies and other solutions)
  - 2<sup>nd</sup> Undertake the maximum proportion of journeys by green and environmentally friendly modes
  - 3<sup>rd</sup> Optimise the uptake of car sharing
  - 4<sup>th</sup> In short term, switch to lower carbon emission fuels, maximise engine efficiency and lower embedded carbon model
  - 5<sup>TH</sup> In medium term switch to non-carbon based fuels (although need to be mindful of recent evidence that suggests growing crops for bio-fuels may be contributing to third world deforestation and food shortages, hence affecting food prices)
  - 6<sup>th</sup> Improve driving standards / training (for fuel efficiency and safety, and to make roads safer and more attractive to green travel modes)
  - 7<sup>th</sup> Reduce congestion delays and engine idling in traffic queues to reduce fuel wastage

20. Whilst improving engine efficiency and switching to lower/ non carbon based fuels is primarily nationally driven, all of the hierarchy of measures can be progressed locally to varying degrees and with 56% of York's commuting journeys being less than 5km, there is clearly a lot of room to move in terms of undertaking more journeys by green and environmentally less damaging modes, car sharing and reducing congestion delays.
21. There is also a need to persuade individuals to make socially informed choices too, with the 'Smart Choices' approach being key, which have proven effective elsewhere and high in value for money terms. This will need a very specific on-going public engagement and promotional strategy around 'Smart Choices', including reinvigorating the Green Travel Plan approach with York employers and institutions.

## **Implications**

22. **Financial** – most of the short term recommendations can be implemented administratively and through the third Local Transport Plan. Some, such as Smart Choices and revised Travel Plans, will require additional revenue funding commitments. There are financial implications associated with implementing the suggested long term transport strategy, as outlined in paragraph 10 of Annex C. However in order to pursue these funding streams the preferred scenarios identified as a result of the city-wide residents survey, will need to be tested rigorously to confirm the validity of their strategy. This would require Council funding but at this stage exactly how much is unclear. This would need to be considered before a decision was taken on how to proceed.
23. **Legal** – As Local Highway Authority, Local Planning Authority, Local Environmental Health Authority and Road Traffic Authority, the Council has a wide range of functions it is able to discharge and powers it can exercise in dealing with congestion. In so acting it must adhere both to its own necessary authorisation procedures and all formal statutory requirements.
24. There are no known HR, Equalities, Crime & Disorder, Property or Other implications arising from the recommendations agreed to date. However, there are likely to be some HR implications associated with any additional recommendations around the testing of the preferred scenarios, which will be made once the survey results have been analysed.

## **Risk Management**

25. There are risks to the Council associated with not adhering to all the legislation associated with the statutory functions listed within the legal implications paragraph above. There is also a potential risk to the Council's reputation if it fails to implement the necessary measures to address the expected increase in congestion levels.

## **Corporate Strategy**

26. The implementation of the recommendations arising from this review will support a number of the corporate priorities contained within the Council Corporate Strategy i.e. they support the council's aim of making the city a healthier, more sustainable

and thriving city, where residents have improved access to education, employment and health services.

## **Recommendations Arising From The Review**

27. The Committee agreed a number of recommendations as result of their investigative work for this review. These were split into two parts:
- those that in the Committee's view need to be implemented in the short term and included in LTP3 and;
  - those that make up a long term strategic response to tackling congestion from LTP3 onwards.
28. **Short/Medium Term Recommendations** - The following key priorities for the Council should be set and appropriately incorporated into LTP3:

### Overall

- i. Strengthen the place of transport policy in future versions of York's Sustainable Community Strategy to recognise its importance in the life of the city and the importance of tackling congestion to its' residents
- ii. Commission a detailed study involving stakeholders, of a long term Transport Strategy to 2025 and beyond based around the scenarios emerging from the consultation.
- iii. Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City
- iv. Adopt the transport hierarchy detailed in paragraph 19 above
- v. Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift together with a re-invigoration of 'Travel Plans', ensuring they are implemented, monitored and periodically updated
- vi. Re-acknowledge the role of city centre car park availability and fee levels relative to bus fares in influencing modal choice, whilst taking account of the short term economic situation and recognising the importance of both imperatives. Remove car park charges from the budget process entirely and set them as part of a longer term policy approach to both transport and the city centre economy
- vii. Ensure the current local development control policies on limiting city centre car parks are enforced and further tightened up within the new Local Development Framework
- viii. Seek an agreed traffic enforcement strategy with North Yorkshire Police for the York area and establish an on-going delivery partnership arrangement to address issues including:
  - bus priorities
  - road safety
  - on-street parking
  - school no parking zones

- considerate road user campaigns across all modes
- ix. Make representations to Government in relation to the roll out powers to non London authorities on enforcement issues possibly through sustainable communities act

Public Transport

- x. Undertake an early comprehensive review of the current bus network in terms of appropriate changes to match changing development patterns and gaps etc, since the 2002 review
- xi. Undertake an urgent review of the Council's bus strategy, taking into account the new powers in the recent transport act, so as to move towards a bus network that is completely integrated from the bus users point of view, including integrated ticketing and day round services, to include:
  - Examining how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be reversed
  - Ensuring positive promotion of bus network and bus usage including passenger information
  - Improving the quality of interchange points between public transport modes and between routes with designated interchange stops, and co-ordinate bus timings
  - Prioritising the provision of timetable displays and bus shelters at all bus stops
  - Requesting that local bus companies continue to revise bus timetables to provide more accurate and credible timings, and work to them
  - Improving access to York District Hospital from all parts of the city, which may involve route revisions and through ticketing. Demand for parking at and around the Hospital as well as improved access can be achieved by ensuring the extension of Park & Ride services to include the Hospital
- xii. Introduce a Bus Champion for the City to support City Strategy and bus operators in re-invigorating the Quality Bus Partnership, and use them to:
  - Examine and implement ways of improving bus boarding times, whilst avoiding penalising occasional and less well off bus users
  - Identify underused bus services and undertake those measures that would most effectively stop the current decline in bus usage i.e. ticketing and marketing measures for all services, holding down bus fare levels, increased non-concessionary bus priorities, influencing public attitudes and tackling outstanding issues from the 2001 Steer Davies review
  - Review the operation and delivery of the BLISS real time bus information display system and agree a comprehensive programme for its early roll out across the whole network, with local bus operators
  - review loading and parking restrictions and their enforcement on bus routes with bus operators and the Police
  - work with partners in the wider York area
- xiii. Drive through early implementation of full DDA compliance for all Council vehicles used by social services, and council procured bus services, and CCTV in taxis and private hire vehicles

Walking & Cycling

- xiv. Ensure better pedestrian priority at traffic signals and in road & junction layouts to simplify and speed up pedestrian crossing times whilst minimising the knock on consequences
- xv. Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns
- xvi. Reinvigorate cycling in York using the 'Cycling City' initiative and funding by:
  - tackling key gaps in the network and difficult locations i.e. bridges, key radials and junctions, as identified by the 2003/4 cycling scrutiny review but as yet not implemented
  - improving planning processes to ensure adequate consideration is given in new designs to cycling
  - relaunching the Cycling Forum with a view to giving stakeholders the opportunity to shape future cycling policies and proposals, and to encourage partnership work
- xvii. The Cycling Champion for York to:
  - ensure cycling measures are focused around what will make a difference
  - promote considerate road user behaviour by cyclists
  - engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers

#### Air Quality

- xviii. Undertake an urgent review of the Air Quality Management Plan with a view to taking more radical action to eliminate the health risks associated with York's NO<sub>2</sub> hotspots, by the EU deadline of 2010. This should include:
  - examining the progression of low emission zones
  - queue relocations using ITS/UTMC
  - further tightening of the Euro-emission vehicle requirements on the Council's own and its partner's vehicle fleets, tendered transport services and licensed vehicle services, given that buses account for 42% of road traffic emissions
  - promoting electric vehicles and the servicing infrastructure to support their roll out
  - consideration of a new city centre servicing plan, particular where traffic flows are frequently interrupted, and the introduction a local freight transshipment centre
  - working with the PCT to increase understanding of the associated health issues
- xix. Undertake a short term project to measure the levels of the most harmful PM2.5 carcinogen carrying particles to understand if there is a problem in York

### **30. Strategic Recommendations**

- xxi. The Council and Local Strategic Partnership to adopt the following long-term vision for transport in the City, complementing the city's Sustainable Community Strategy, giving a clear direction to what the city's transport will look like in the future:

*'A city which has transformed itself in traffic terms and reasserted its human scale and environmental credentials, through its residents being able and*

*positively choosing to travel less by car and more by foot, bicycle and public transport with little delay, so as to be individually healthier and collectively to reduce greenhouse gas emissions and improve local air quality, noise levels and quality of life, and where business, leisure and other activity is thriving because of good affordable quality and easy access by a choice of travel modes'*

xxii Given the key importance of public transport within the above, the following subsidiary vision for public transport should be adopted:

*'By 2026 York is benefiting from one of the best and most popular local bus services in the country outside London, offering a seamless passenger experience, with a single competitively priced ticketing system, high frequency daytime services to all key destinations in the city, recognised interchange points with well timetabled connections where bus transfer is required, non carbon fuelled fully disabled accessible vehicles, friendly and welcoming staff who drive considerately of passengers and other road users, good bus stop facilities and reliable interactive timetable information.'*

xxiii. Ensure Council and its partners work consistently towards the implementation of the two visions

xxiv In regard to buses, the Council to:

- Ensure further comprehensive 5-yearly reviews of the bus network are carried out to optimise the network and service frequency, to take into account new housing and other developments

xxv. In regard to freight, the Council to:

- Continue to keep the issue of providing a freight transshipment centre for the City under review if a suitable site and funding mechanisms come forward
- Lobby government (national and EU) to improve standards for HGV engine efficiency and emissions
- Ensure council owned and partners vehicle fleets, and tendered delivery vehicles move rapidly towards the most up to date emission and efficiency standards

31. Further recommendations around the testing of the preferred scenarios will be agreed by the Committee, once the responses from the consultation have been analysed.

### Contact Details

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Tel No. 01904 551004

**Final Report Approved**

**Date** 22 January 2010

**Wards Affected:**

**All**



## **Implications**

Legal – Martin Blythe, Senior Assistant Solicitor – Tel No. 01904 551044

**For further information or hard copies of the background papers listed below, please contact the author of the report**

## **Background Papers:**

- 1 – Road User Charging Presentation by Capita Symonds
- 2 – Broad Strategic Options Report
- 3 – Quality of Life Presentation by Professor J Whitelegg
- 4 – LTP2 Strategy for 2006-11
- 5 – Summary of Regional and Local Transport Policy

These background papers can also be viewed online at:

<http://democracy.york.gov.uk/ecCatDisplay.aspx?sch=doc&cat=12836&path=0>

## **Annexes**

- Annex A - Maps showing congestion levels in 2005, 2011 & 2021
- Annex B - Information Gathered In Support of Review
- Annex C - Analysis of Findings Including Table of Issues/Findings, Identified Solutions, Possible Impacts & Draft Recommendations
- Annex D - Broad Strategic Options - Individual Scenarios To Complement LTP2

## **Committee Members**

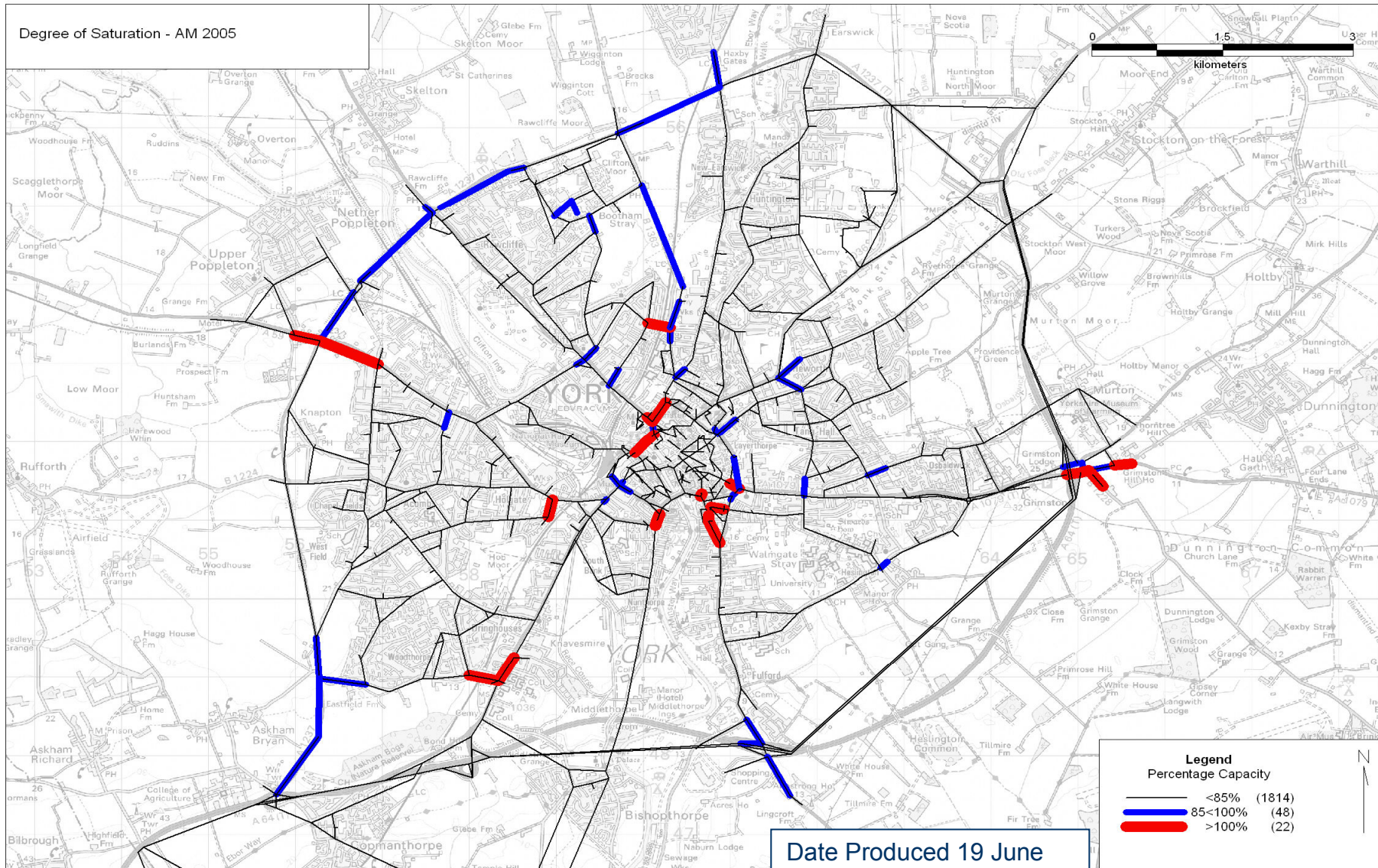
Councillor D Merrett (Chair)  
Councillor B Hudson (Vice-Chair)  
Councillor T Holvey  
Councillor K Orrell  
Councillor R Pierce  
Councillor T Simpson-Laing  
Councillor C Vassie  
Professor M Smith (Co-optee)  
Mr M Page (Co-optee)

## **Previous Committee Members**

Councillor D Livesley  
Councillor R Moore  
Councillor J Morley  
Councillor C Hogg

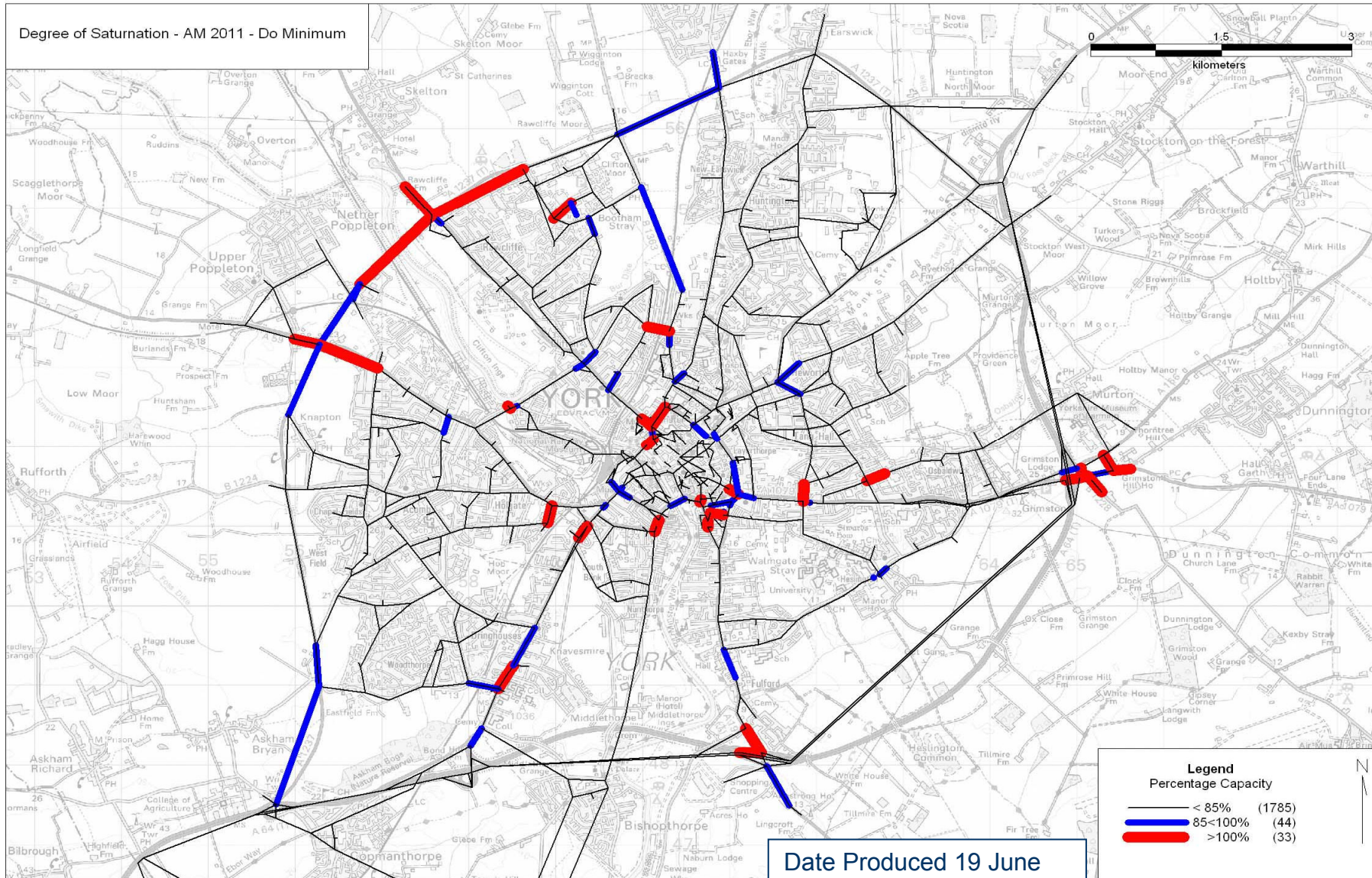
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# AM Peak 2005



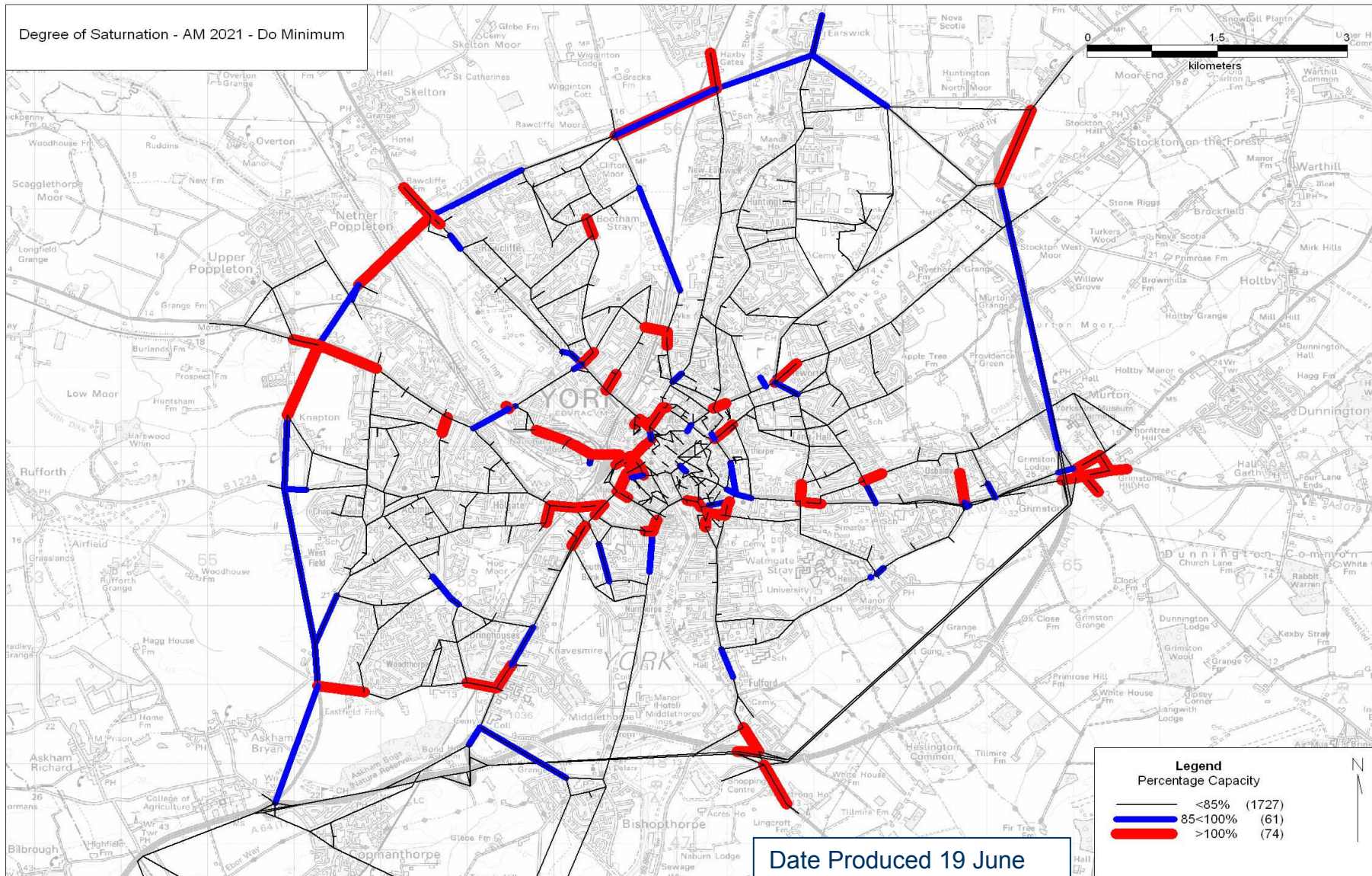


# AM Peak 2011 Do Minimum



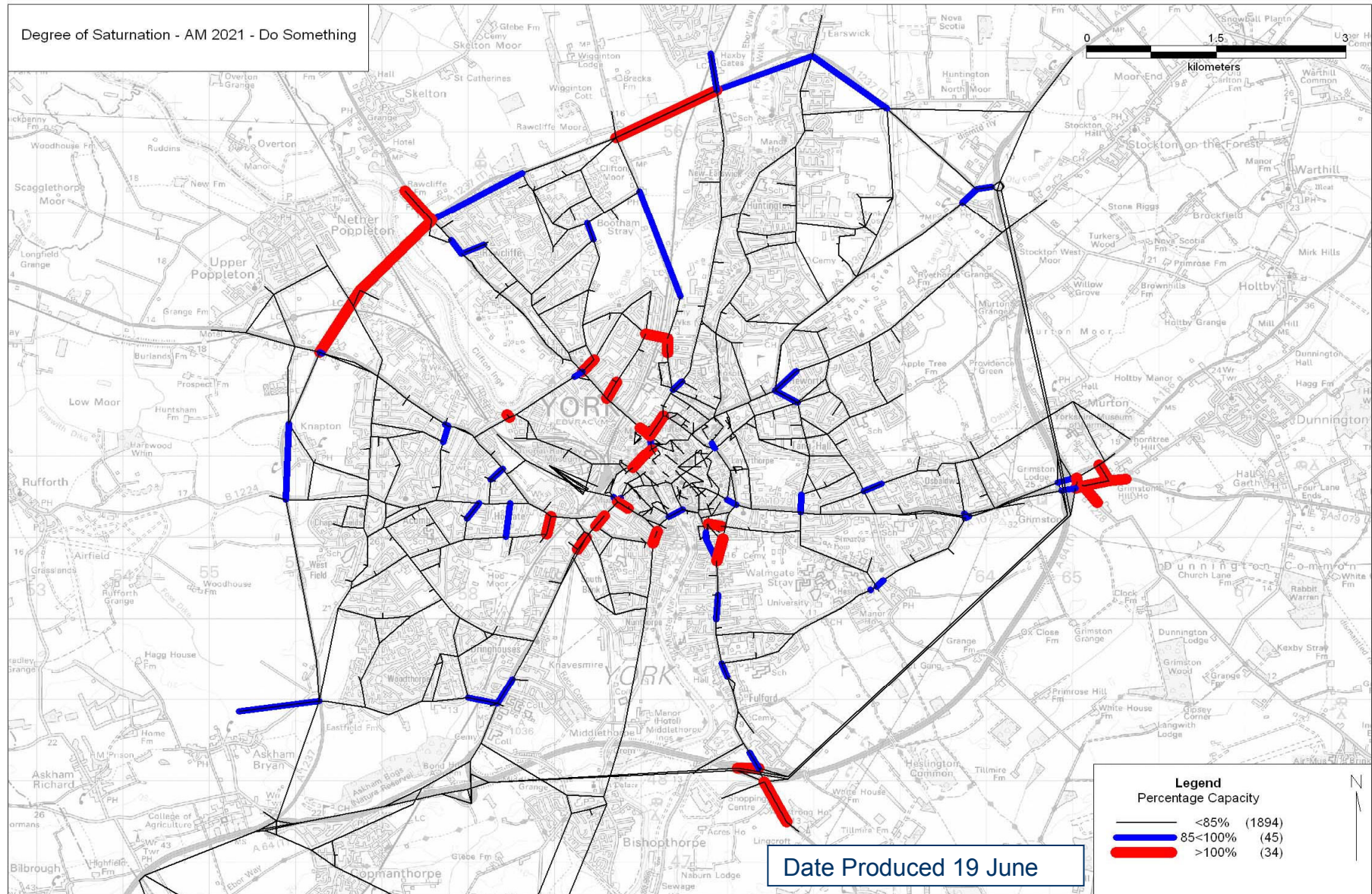


# AM Peak 2021 Do Minimum





# AM Peak 2021 – Do Something



## Review Objectives - Information Gathered

1. In order to fully investigate and understand the affects that congestion has on the improvement areas identified within the remit for the review, Members held a series of meetings between November 2006 and October 2009, as detailed below:

Meeting Date	Improvement Area Under Consideration
19 February 2007	Consideration of Scoping Report
4 April 2007	Consideration of Interim Report - looking at improvements to 'Accessibility to Services, Employment, Education and health'
19 June 2007	Consideration of Interim Report and Presentations on Air Quality & Accessibility Mapping
17 July 2007	Consideration of Interim Report – looking at 'Alternative environmentally viable and financially practical methods of transport', 'CO <sup>2</sup> Emissions' & 'Journey times and reliability of public transport'. Chair of the Quality Bus Partnership and representatives from the bus companies in attendance
4 September 2007	Consideration of Interim Report – looking at smarter choice options, sustainable fuels and York vehicle fleet statistics
25 September 2007	Consideration of Interim Report – summarising possible solutions identified in relation to objectives (i)-(v), the recognised impact of those solutions, and resulting draft recommendations
16 October 2007	Consideration of Interim Report - looking at impediments to traffic flow
19 November 2007	Consideration of Interim Report - looking at national & local perspective on school travel, the modes of transport used by pupils in York schools, and the cycling issues in York
12 December 2007	Consideration of Interim Report - looking at optimising the network and revised draft table of findings, identified solutions with impact evaluation, and recommendations
16 January 2008	Consideration of Interim Report – detailing the options for consulting with York residents on the broad strategic options
18 February 2008	Presentation from Capita Symonds re Road User Charging
27 February 2008	Presentation from CYC officers re Broad Strategic Options available to the City
10 March 2008	Presentation from Professor John Whitelegg re Quality of Life
17 April 2008	Consideration of Interim Report – looking at 'Road Safety' and various elements which make up the broad strategic options available to the City
21 May 2008	Informal meeting to discuss scenarios and combinations of those which could form a long-term transport strategy for the City, and the layout of proposed city-wide survey
12 June 2008	Consideration of draft final report, prior to its inclusion as an annex to an SMC report requesting the relevant funding for the consultation exercise
7 May 2009	Consideration of draft final report, prior to its presentation to

	SMC requesting a carry forward of the funding for the residents survey
1 October 2009	Consideration of draft final report, air quality update report and draft survey

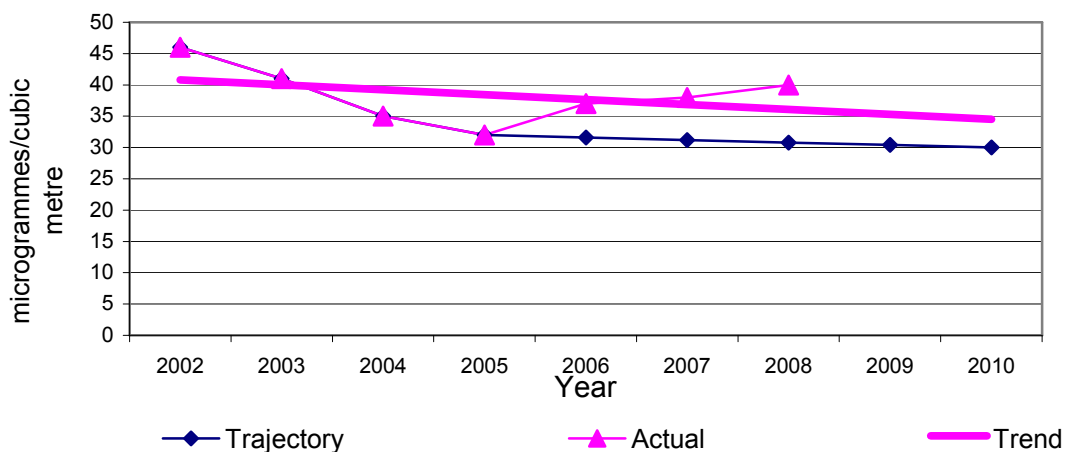
2. The following sections summarise the areas / issues looked at and a matrix outlining the issues, potential solutions, impacts and draft recommendations is shown at Annex C.
3. **Accessibility to services, employment, education and health**  
 Consultation carried out as part of LTP2 found that improving access to services for all was the second most important priority for York residents, after reducing congestion. A 'Citywide Accessibility Strategy for York' was therefore developed as part of LTP2, in partnership with land-use planners, healthcare providers, education bodies, Jobcentre Plus, retail outlets, transport operators and community groups. The first stage of this strategy was to carry out a strategic audit, in order to identify local needs and objectives. As a result, action plans containing a range of solutions and available options were developed for the following key areas:
  - **Access to York Hospital** – mapping identified the time taken to travel by public transport to the hospital from different areas of the city;
  - **Transport information** – mapping identified that improved real-time information together with better publicity of the bus route network would improve public confidence. Also improved signage would encourage the use of pedestrian / cycle networks;
  - **Access to out-of-town centres** – mapping identified a demand for responsive transport. A contribution from developers and the introduction of orbital / cross city bus services was required;
  - **Rural accessibility problems** - mapping identified a demand for responsive transport and an improved public right of way network. It also recognised the need to support cross boundary services; and
  - **Access to education** - mapping identified the time taken to travel by public transport to secondary schools across the city.
4. Subsequent to the submission of LTP2 there was a hiatus in the Accessibility mapping work due to the lack of resources in City Strategy. The Committee were pleased to note that this had now been addressed and the work re-commenced. However, the Committee recognised that to be really beneficial, this work would need completing, conclusions identified, and means of implementing the necessary solutions fed into future policy and programmes.
5. **Air Quality & CO<sub>2</sub> Emissions**  
 Carbon fuelled engines represent the overwhelming majority of current road vehicles. They produce both CO<sub>2</sub> (greenhouse gas) and polluting emissions, and the pollutant Nitrogen Dioxide(NO<sub>2</sub>) in particular. They represent a significant source of CO<sub>2</sub> albeit by no means the largest share, but the single most important source of the latter.
6. It is recognised that there is limited scope at local level for moving towards alternative fuel technology as this is predominately a matter for the EU, National Government and the motor vehicle industry. In isolation, the technological



improvements currently anticipated are expected to result in a 14% reduction in CO<sub>2</sub> emissions from 2001 to 2020.

7. Air Quality - There are currently five technical breach areas in York's Air Quality Management Area (AQMA), where levels of nitrogen dioxide caused mainly by vehicle exhaust emissions exceed the annual objective. These are:
- Fishergate
  - Gillygate
  - Lawrence Street
  - Holgate Road
  - Nunnery Lane
8. Improved air quality was one of the four key aims of LTP2, which contains an Air Quality Action Plan to limit the average nitrogen dioxide concentrations to 30µg/m<sup>3</sup> by 2011. It was expected that if the plan was implemented as recommended within the AQMA, the annual average nitrogen dioxide objective would have been met in most locations by 2011, although there would still be some exceedances in the technical breach areas. Subsequent monitoring has shown worsened levels in the last three years, which indicates that the predicted reductions were due mainly to cleaner vehicle technology and not measures in LTP2, and any increase in vehicle numbers may eventually negate this reduction:

Air Quality Indicator



9. Outside of York's AQMA, current concentrations in Fulford Main Street give rise to serious concerns. As there are significant levels of further development planned for this area, it is recognised that a further AQMA may need to be declared if there is no improvement. Similarly, work done in regard to the recent Terrys factory site planning application identified concerns of additional potential AQMA implications at the top end of Bishopthorpe Road from that development.
10. Overall, the Committee shared officers' view that the current air quality management strategy has neither the strength or urgency to address the continuing problem and threat to local residents health in the current and potentially affected areas. They recognised that a more radical approach to reducing the volume of traffic and congestion in those areas is now required. The Committee therefore endorse officers' view that a Low Emissions Strategy including a central low emission zone (LEZ) in the AQMA is required before the end of LTP2 and introduced early in LTP3. In addition, the Council should tighten the existing local

development control policy regarding the proliferation of low cost car parking in and around the city centre in the emerging Local Development Framework.

11. CO<sub>2</sub> Emissions - The issue of CO<sub>2</sub> emissions was also recently picked up in a Government discussion paper 'Towards a Sustainable Transport System' which was responding to the Stern Report on the Economies of Climate Change, the Eddington Transport Review and the recently passed Climate Change Act requiring an 80% reduction in the UK's CO<sub>2</sub> emissions by 2050.
12. The way transport could meet its share of this massive reduction target was outlined in the July 2008 Carbon Pathways Analysis, which showed that transport represents 20% of the UK's domestic emissions and that road traffic accounts for 92% of that total. This was further broken down to show that car journeys represent 58%, light vehicles 15%, buses 4% and HGVs 20%. As 57% of car journeys are under 5km, greener modes of travel would offer a major potential alternative and could be the focus for local policies. The paper also noted the high carbon footprint of business and commuter travel i.e. larger cars, low occupancy and travel in congested fuel inefficient conditions. In acknowledging the lead role for national Government, the committee also understood the clear role local policy and actions could play in supporting and encouraging modal shift and reducing people's need to travel.
13. The Committee therefore recognised the following broad local policy approach to reducing transport based CO<sub>2</sub> emissions:
  - Reduce the need to travel, and the length of journeys (through IT, land use planning policies and other solutions)
  - Undertake the maximum proportion of journeys by environmentally friendly modes
  - Optimise the uptake of car sharing
  - In short term, switch to lower carbon emission fuels, maximise engine efficiency and lower embedded carbon model
  - In medium term switch to non-carbon based fuels (although need to be mindful of recent evidence that suggests growing crops for bio-fuels may be contributing to third world deforestation and food shortages, hence affecting food prices)
  - Improve driving standards / training (for fuel efficiency and safety, and to make roads safer and more attractive to green travel modes)
  - Reduce congestion delays and engine idling in traffic queues to reduce fuel wastage
14. **Alternative environmentally viable and financially practical methods of transport**

There is ample evidence to support the view that the volume of vehicles using our highways is now damaging the local environment enjoyed by local residents, both through their presence, and the noise and pollution they generate. Therefore the core aspects for any 'environmentally friendly transport' are that it has a minimal polluting impact, it is quiet and it is only used when and where absolutely necessary.
15. York has a high level of short commuting trips (57% of commuting trips by York residents were less than 5km / 3miles in 2001). This suggests that walking and

cycling could provide an alternative mode of transport for York's commuters and therefore be particularly effective at helping to reduce congestion at peak times. At present 12% of York's commuters travel by cycle and 14% walk. With the right policies and facilities there is significant potential for increasing these levels with the added clear cut benefit of improved health.

16. LTP2 has a range of initiatives targeted at increasing the share of cycling and walking in York. However, officers argue that these modes neither suit all journeys or are attractive to everyone. The young, the elderly and those with young children are target groups, but there are constraints to growth in these areas.
17. Although much has been done in York in the past to encourage cycling, this approach has faltered and the increase in cycling's share of the travel market has remained largely static for a few years. Equally, walking has been encouraged but has also reached a point where additional trips are not being made. It is recognised that without work to influence attitudes and provide alternatives, modern lifestyles and the layout of the city are constraints that could continue to result in a continued demand for motorised vehicle-based travel. If these issues can be addressed, the Committee recognise there is potential, supported by the recent successful bid for 'Cycling City' status and funds, for increasing York's cycle usage in line with the much higher levels of cycling in many European towns and cities.
18. In regard to walking, the Committee would like to see an initiative similar to 'Cycling City' set within a wider public approach to encouraging modal shift, and tackling perceptions of danger.
19. To a degree, the demand for trips could also be accommodated by public transport, be it multi passenger type vehicles including community transport and specialist services like 'Dial-a-Ride', or taxis/private hire. These 'shared' vehicles could be of an environmentally friendly type and thus provide transport at a reduced cost to the environment. However without wider public campaigns, improved alternatives and/or financial incentives, given an option individuals would generally use their own private transport because of its perceived advantage over the disadvantages of shared / public transport.
20. In an effort to find ways of influencing journey choice, the role of wider education and promotion campaigns was discussed. It was identified that no campaigns were undertaken between 2002 and 2007 for financial and staffing reasons. The Committee were informed that individualised journey planning through the 'Smart Travel' initiative, had major potential to influence choice and change people's travel patterns, and evidence from previous work (York pilot in 2003) and more recent work in Sustainable Cities & Cycle Demonstration Towns confirm this i.e. the towns of Worcester, Peterborough & Darlington focussing on personalised transport planning with 56,650 households at under £20 /head, achieved 9% reduction on car journeys, and 13%, 15% and 12% increases in walking, cycling and use of public transport respectively<sup>1</sup> The Committee endorsed officer's view that the 'Smart Travel' initiative was a key measure to be pursued in York in the future.

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<sup>1</sup> DfT 'Meeting targets through Transport' (July 2008)

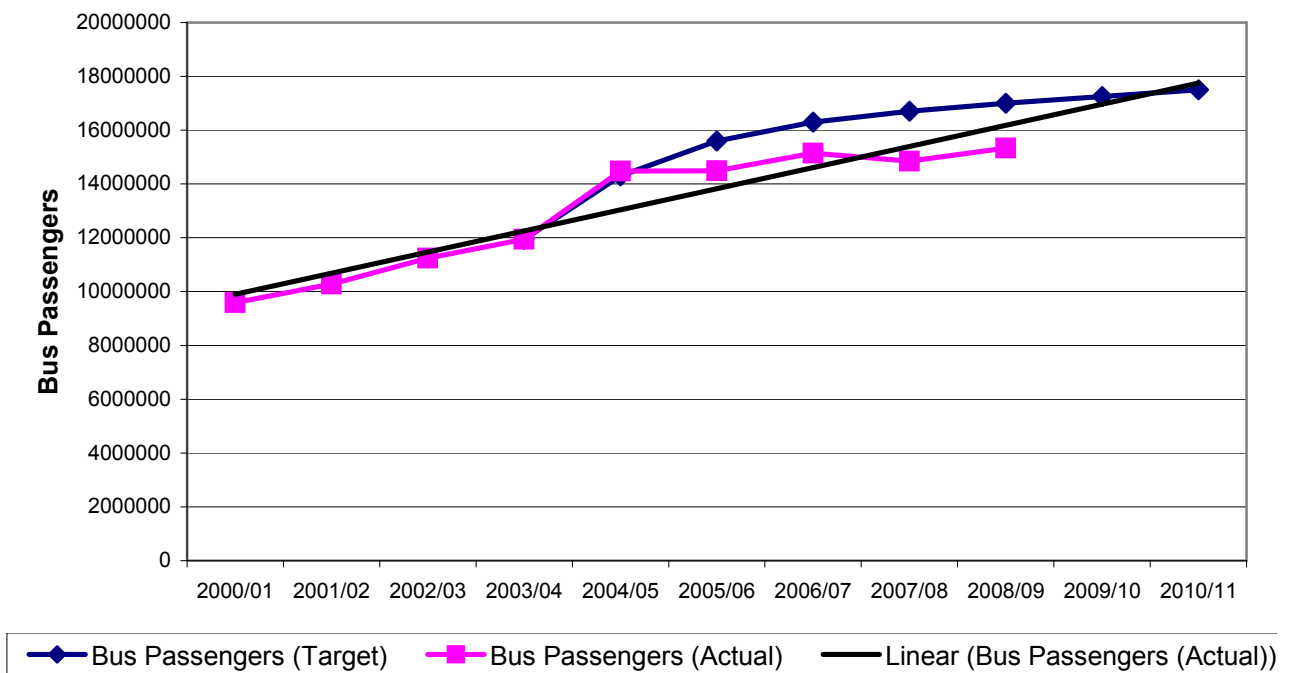
**21. Journey Times and the Reliability of Public Transport**

As part of this review, a week long survey of a cross-section of York bus and Park & Ride services was carried out in June 2007 comparing timetabled arrival times and actual arrival times at surveyed stops both on and off peak. As a result, a number of issues were identified:

- a significant variation between the two times - on some services the variation was as much as 4 minutes early and 4 minutes late on a timetabled 10-minute frequency
- None of the services looked at consistently met their published timetable throughout the day or even a substantial part of it
- The legal status of bus timetables - it was confirmed that the Commissioner would expect 95% of services to be on time, and if the timetable was not consistently met he could impose sanctions
- Only 66% of the buses running on 'Punctuality Improvement Partnership' (PIP) routes were 'Bus Location Information Sub System' (BLISS) enabled, therefore customer perceptions were that the information provided was unreliable. This was either to do with drivers not turning the equipment on or with vehicles not having the equipment installed, despite previous agreements with some operators
- The average cost of installing the BLISS system on a bus route was in the region of £10,000
- Unforeseen difficulties affecting journey times e.g. delivery vehicles in the town centre etc – it was recognised that the relocation of large delivery vehicles to transhipment centres could create problems elsewhere
- Problems with buses not adhering to the speed limit in an effort to stick to the timetable
- Variations in peak traffic flows during school holidays - it was confirmed that flow was between 8-10% lower and that this made a significant difference to reliability
- The relative cheapness of the Park and Ride fares compared to local bus services – it was noted that this created a perverse incentive for local residents to drive to a Park and Ride site
- The number of buses in operation that were still not Disability Discrimination Act (DDA) compliant, although the committee acknowledges that many bus operators are continuing to upgrade their fleets to achieve greater compliance
- The need to make clear to the public any changes to services i.e. Rawcliffe Bar Park and Ride where additional stops had now been added which resulted in a bus service rather than a high frequency express service
- not all bus stops have timetables or shelters

- where more than one Bus Company services a journey, passengers have to purchase more than one ticket to cross the city making the journeys particularly expensive, leave aside the time penalties and the inconvenience of changing services. This problem has become worse since the awarding of a number of socially necessary bus services to other than the main local bus operator.
22. Since the survey was carried out, the main local operator has revised the timetables on some of its routes, to ensure they better reflect the actual arrival times e.g. the No.6 timetable no longer shows a service with a 10-minute frequency during peak times.
  23. In 2001 Steer Davies Gleave Consultants examined the reliability of bus services in York and their final report highlighted reasons leading to unreliability that included dwell time, ticketing, congestion of the road network and money in the capital programme. Unfortunately, as was acknowledged by the chair of the Quality Bus Partnership when he met with this Committee in 2007, the issues relating to bus service unreliability are still very much the same today.
  24. Since this earlier work more evidence has emerged showing that bus usage overall has stagnated and perhaps even fallen more recently, and bus usage by fare paying customers has fallen significantly (from circa 86% of all passengers 2005/6 to 77% last year). Despite the offsetting benefits of free bus passes for older citizens and physical improvements by the Council, this can be attributed to wider economic circumstances and a series of substantial above inflation fare rises by the main operator in the city and more recent service cuts:

**Bus Patronage in York**



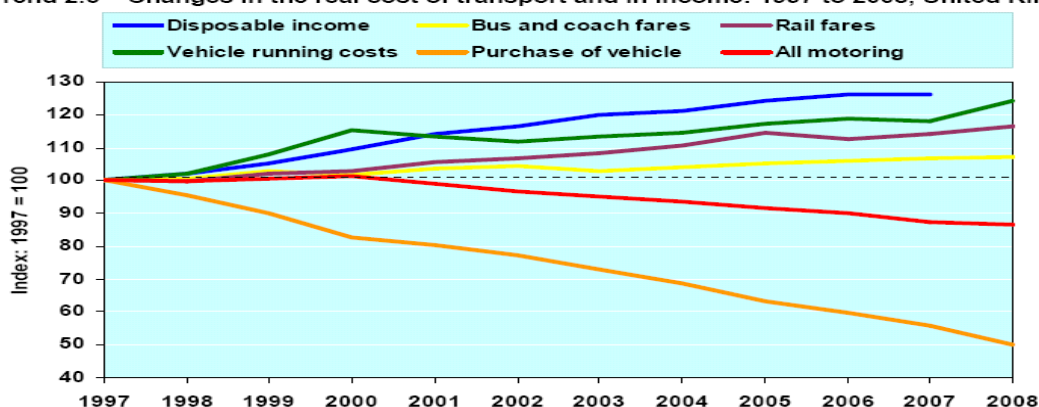
### First York Bus Fares 2003 to 2009

	Feb 2003	April 2004	Jan 2005	July 2005	Jan 2006	Jan 2007	Jan 2008	Jan 2009
50p. Single	£0.50	£0.50	£0.50	£0.60	£1.00	£1.10	£1.00	£1.00
80p. Single	£0.80	£0.85	£0.90	£1.00	£1.00	£1.10	£1.00	£1.00
£1.00 Single	£1.00	£1.05	£1.10	£1.20	£1.50	£1.60	£1.50	£1.60
£1.20 Single	£1.20	£1.25	£1.30	£1.40	£1.50	£1.60	£1.80	£1.90
£1.40 Single	£1.40	£1.45	£1.50	£1.60	£1.50	£1.60	£1.80	£1.90
£1.70 Single	£1.70	£1.75	£1.80	£1.90	£2.00	£2.20	£2.50	£2.70
£1.90 Single	£1.90	£1.90	£2.00	£2.10	£2.00	£2.20	£2.50	£2.70
£1.50 Return	£1.50	£1.60	£1.70	£1.90	N/A	N/A	N/A	N/A
£1.80 Return	£1.80	£1.90	£2.00	£2.20	£2.50	£2.80	£2.90	£3.00
Maximum Return	N/A	N/A	N/A	£2.30	£2.50	£2.80	£2.90	£3.00
Child	N/A	£0.50	£0.50	£0.60	£1.00	£0.50	£0.50	£0.60
Child return	N/A	N/A	N/A	N/A	£1.50	£1.50	£1.50	£1.50
£2.20 Day	£2.20	£2.20	£2.30	£2.50	£3.00	£3.50	£3.50	£3.70
£1.00 Day (child)	£1.00	£1.00	£1.00	£1.20	£2.00	£2.00	£2.00	£2.00
£10.50 Week	£10.50	£10.50	£11.00	£11.00	£12.00	£13.00	£14.00	£15.00
£40.00 Month	£40.00	£40.00	£40.00	£40.00	N/A	N/A	N/A	N/A
4 weekly	N/A	N/A	N/A	N/A	£40.00	£44.00	£47.00	£50.00
Student 10 journey	N/A	N/A	N/A	N/A	£10.00	£11.00	N/A	N/A
Ordinary 10 journey	N/A	N/A	N/A	N/A	£13.00	£13.00	N/A	N/A

25. This stagnation in bus usage has been compounded by the recent service changes, a reduction in bus service routes, and changes in frequency, which have reduced the attractiveness of bus travel or in some cases and/or at some times removed the opportunity to use buses at all. The issue of relative cost and attractiveness of different forms of travel is partly a national issue and the balance between costs of public transport and private motoring has long been moving adversely.

#### 2.6 Changes in relative costs of transport

Trend 2.6 – Changes in the real cost of transport and in income: 1997 to 2008, United Kingdom

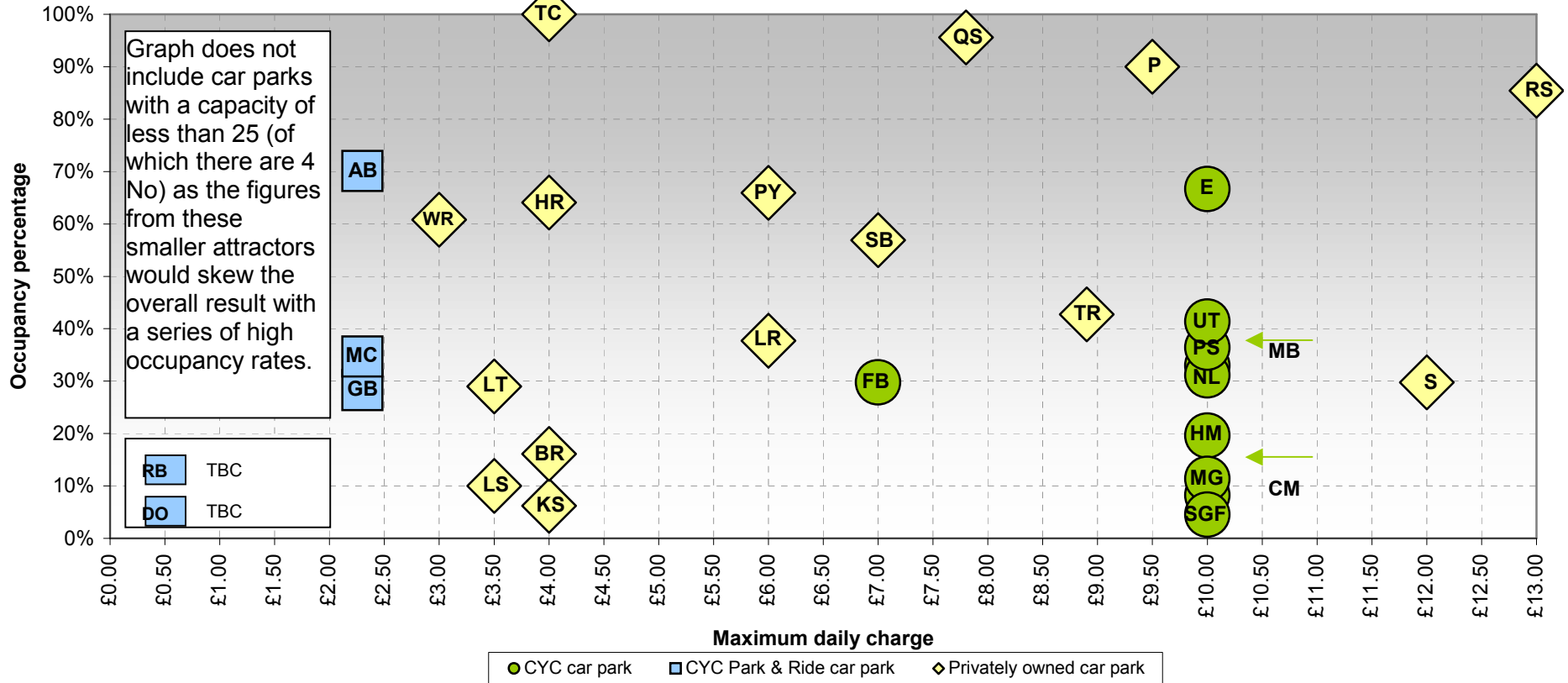


26. These overall trends are largely outside of local control, the one key exception being the relationship between car parking availability / charges and bus fares, on bus usage.
27. This inter-relationship has long been recognised and was the basis for the Council's previous transport and parking strategies following the MVA study in the late 1980s. It was also the reason for the draft local plan policy T14a, limiting the number of city centre parking spaces to 5,100. Council officers advise that there have been a number of new private sector car parks come into use, many unauthorised, bringing the number of available spaces in the city centre (as defined in the draft local plan) to 5,244, with other sites just outside. Officers are taking enforcement action against these and against breaches of conditions on others regarding length of stays.
28. Many of the private sector car parks are also much cheaper than the planning condition controlled Council car parks, increasing their attractiveness relative to bus fares, as indicated in the following graph:

### 9am occupancy rates at long stay car parks within York

Long stay = more than 5 hours

Occupancy rates and prices collected in Autumn 2008



Abbreviations are as follows:

AB	Askham Bar	GB	Grimston Bar	LT	Layerthorpe	PS	Peel Street	SB	Stonebow
BR	Barbican Road	HM	Haymarket	MB	Monk Bar	PY	Piccadilly Yard	SGF	St. George's Field
CM	Castle Mills	HR	Haxby Road	MC	Monks Cross	QS	Queen Street	TC	The Crescent
DO	Designer Outlet	KS	Kent Street	MG	Marygate	RB	Rawcliffe Bar	TR	Tanner Row
E	Esplanade	LR	Leeman Road	NL	Nunnery Lane	RS	Railway Station	UT	Union Terrace
FB	Foss Bank	LS	Lawrence St	P	Piccadilly	S	Shambles	WR	Wigginton Road



29. In the light of the close connection between parking, traffic, congestion levels and the impact on bus journey times and reliability, and the parallel connection between mode choice and relative pricing of park & ride, bus journeys and car park pricing, continuing care needs to be taken on ensuring local plan policies on car park availability and pricing are adhered to, and bus / park & ride fare levels together with car park charges are kept at a reasonable level, in line with each other.
30. **Economic Performance**  
In 1995 it was reported<sup>2</sup> that congestion cost the British economy £15 billion per year. This figure is now quoted at £20 billion per year (an estimated 461 billion vehicle kilometres per year<sup>3</sup>) and could reach £30 billion per year by 2010<sup>4</sup>. The latest monthly national statistics on congestion on inter-urban roads in England<sup>5</sup> showed an average vehicle delay of 3.92 minutes per 10 miles.
31. In 2007/08, the latest measured vehicle delay time in York were 3min 48sec per mile (at 1 million vehicle kilometres per 12hr period<sup>6</sup>). This suggests a congestion cost to York's economy of £434,000 per year. The recent Eddington Report for National Government reinforces concern on the escalating costs of traffic congestion and its impact on economic performance.
32. The 2007 Future York Group Report<sup>7</sup> analysed the York economy and proposed a series of recommendations for how York might prepare itself for meeting current and future competition. One of its particular recommendations for transport was to 'Secure funds to enable the dualling of the northern outer ring road (ORR)'. Council policy for the outer ring road was set down in a report approved by the Planning and Transport EMAP in July 2005. The basis of that report was a study undertaken by Halcrow to assess the current and future operation of the route and proposed options for addressing congestion. The study determined that congestion was principally caused by the restricted capacity of the junctions and the links had adequate capacity for the projected demand. As a result of the findings in the report, Council approved the following motion on 28<sup>th</sup> June 2008:

*"The City of York Council will seek immediate discussions, between the Leaders of the ruling & main opposition parties with the Secretary of State for Transport, to request the provision of funding, at the earliest opportunity, to upgrade junctions and other aspects of the York Northern Ring Road, for the benefit of all road users. The City of York Council requests this increased funding in the light of the Future York report, and recent Government proposals to increase housing and economic development planning targets for York, which have increased the need for urgent additional public investment, via the Regional Funding Allocation or other funding opportunities, to pay for major improvements to transport systems in the City. Such discussions should recognise that any upgrading of the*

<sup>2</sup> 'Moving forward – a business strategy for transport' CBI 1995

<sup>3</sup> IAM motoring facts 2008

<sup>4</sup> The economic costs of road traffic congestion, ESRC Transport Studies Unit, 2004

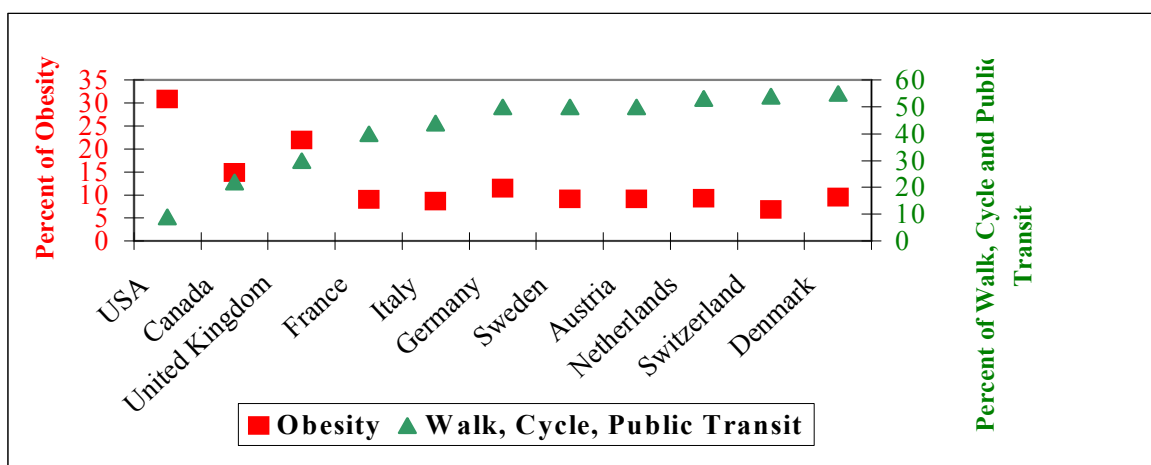
<sup>5</sup> Department for Transport for the year ending May 2008

<sup>6</sup> City of York Local Transport Plan 2006-2011, Table 8, Indicator 3B

<sup>7</sup> The Future York Group Report – An Independent strategic Review of the York Economy

ring road will be part of a comprehensive approach to traffic management in the whole city, as part of a programme of overall traffic reduction and sustainable transport priority within the A1237/A64 ring, while also protecting York's economic success and ensuring the protection of its environment.”

33. A subsequent report went to the Executive on 23 September 2008 presenting the results of a study of the projected performance of the outer ring road, and providing options for improvements to be included in a proposed Access York Phase 2 bid to the Regional Transport Board (RTB). The report sought approval in principle for the submission of the bid to the RTB. The bid was only partially successful and has been placed in the post 2014 priority scheme list for which there is currently no funding allocation.
34. **Quality of Life**  
Evidence shows that traffic flow affects social interaction. For example, residents living alongside roads which experience high levels of motorised traffic are much less likely to make friends and acquaintances with others living in their road, compared to those living in areas with low traffic levels. Add to this the affects of noise pollution and poor air quality and the affect traffic can have on quality of life becomes clear.
35. In 2000, The World Health Organisation agreed guidelines for Community Noise, recognising that noise levels can have adverse effects on health causing annoyance, sleep disturbance, interference with communication, thereby affecting performance, productivity and human development. In children, noise can have a chronic adverse effect on cognitive development, memory, reading, and motivation. Health targets for Transport, Environment & Health set by Central Government aim to protect existing quiet areas, promote quietness and reverse the increase in noise pollution by introducing noise emission measures, and the Government is due to consult shortly on a Noise Strategy as a result of an EU noise directive. In addition, air pollution can have psychophysiological effects, mainly cardiovascular e.g. ischaemic heart disease, hypertension and stress.
36. Choices in mode of transport can also have a long-term effect on health and quality of life. For example, evidence shows a clear correlation between a fall in obesity levels with increased walking, cycling and use of public transport:



37. **Road Safety**

Many advances have been made in reducing road accidents, particularly for 'Killed or Serious Injury' accidents (KSIs). LTP2 aims to reduce KSIs by a further 45% and a recent progress report showed that York is on track to meet this target. Evidence presented to the Committee showed a clear correlation between overall accidents and volume of traffic during weekday peaks in York, particularly linked to motorist/pedestrian and cyclist conflict. However it was difficult to establish an accurately quantifiable link between traffic levels and accidents, as increased congestion can result in lower traffic speeds, hence lower KSI risk. Paradoxically, pedestrians may be willing to behave in a more unsafe manner to be able to cross a more busy road.

38. The Committee were generally satisfied with the Council's current strategy for tackling accidents, although there was little evidence of adequate police enforcement of traffic offences outside of the county's trunk road network, or of the police and the Council having consistent or common traffic and enforcement strategies. The Committee therefore felt a stronger education and publicity campaign was needed, within a 'Considerate Road User' framework, backed up by more effective enforcement arrangements. This is also important to tackling perceptions of danger for cyclists and pedestrians referred to earlier in paragraph 17.

39. **Other Impediments to Traffic Flow**

Officers also identified a number of other impediments to traffic flow not listed in the objectives of this review which contribute to congestion. The Committee took time to look at these in order to fully understand all of the factors facing the city

40. **Utility & Roadworks on the Highway** - From April 2008 the Traffic Management Act will require us to notify the co-ordination team of small scale works on the highway such as reactive maintenance. This should aid the management of the network and minimise the disruption.
41. **Accidents on the Highway** - The Police have a major influence upon the management of road traffic accidents as they take the responsibility for the scene. Whilst we have reasonable levels of communication with the Police there is room for improvement in co-ordinating the joint response.
42. **Junctions** - Where a junction has been improved as much as is practically possible, the only way of reducing congestion further rests on finding ways of either encouraging, or forcing, less traffic to use the roads linked to the junction.
43. **Signals / Crossings** - This committee recognised a number of sites where the type of crossing in situ was not necessarily the ideal type for the location. The adaptation or upgrading of some of the older signals to puffin signals would be ideal but costly dependant on the age and type of the crossing already in place.
44. **On Street Parking** - There are approximately 267km of waiting restrictions on our existing highways that are regularly patrolled for enforcement by the Council's Parking Services. As inconsiderate and illegal parking is a major

source of interruption to the flow of traffic on the Network, more enforcement is required particularly outside schools and within their local vicinity, and At other hotspots where there are frequent delays e.g. on bus routes.

45. **Public Events** - Any additions to the current use of Intelligent Transport Systems that alter traffic signal timings and advise traffic of congested areas would be of benefit to the city utilised on major routes into the city to better manage traffic.
46. **Education Related Travel** - School related travel can account for up to 20% of traffic during school term times. In fact, one out of every four cars on the road in the morning rush hour in York is on the school run. Work is ongoing in schools to minimise the impact of the “school run” by encouraging alternative modes of transport such as walking and cycling, and work is also in progress to ensure each school has its own travel plan.
47. **Travel Plans** - All developments over a certain size had to have a travel plan but as circumstances change the travel plan do not necessarily change with them. There are well established companies and businesses in the City that do congestion within the City; maybe more so than the school run. The Council could do more to encourage the development of, and use of travel plans in the private sector by leading by example.
48. **Inner City Goods Deliveries** - The restricted hours for delivery i.e. outside Pedestrian hours leads to a concentrated number of delivery vehicles clogging up the city centre streets. This in turn has a negative affect on pedestrians in the form of a greater potential for accidents and poor air quality from stationary traffic. There is also an issue with parking on main arterial roads during peak traffic times.
49. **Establishing a more extensive ‘toolkit’ to tackle congestion**  
The Committee were briefed on the Council’s DTMC system and identified that the Council’s Intelligent Transport Systems Strategy has a central role to play in the development of transport in the city and will be vital in meeting the aims in LTP2 (and beyond) through both management of the City’s road signalling network and information systems. It also has the potential to:
  - promote public transport and cut car use by improving journey reliability for buses;
  - provide better public transport & traffic information through a wide range of electronic media e.g. mobile phones and display screens;
  - provide more accurate real time information;
  - enhance the functionality of traffic signals through the ‘Freeflow’ project
50. **Summary of Findings from City-Wide Consultations**  
*In this section of the final report, the Committee will include a summary of the combined findings from the previously completed consultations carried out at the time of LTP1 & LTP2, and the city-wide consultation survey carried out as part of this review. The Committee’s analysis of these findings will be shown at paragraph 24 of Annex C.*

Table of Issues/Findings, Identified Solutions, Possible Impacts &amp; Draft Recommendations

Objectives (i) - Accessibility to Services, Employment, Education & Health Services			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Bus routes currently reviewed every five years (now due) but would benefit from more regular reviews to react to changes in the location of services, new businesses and housing developments, etc	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Better bus service overall, with increased usage, but possible positive & negative effects in particular localities. Possible alterations in subsidy levels by CYC for socially necessary bus services in York.	Undertake an urgent review of the Council's bus strategy to see how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be reversed - see Recommendation xi
2 Gaps in bus services would be reduced if the number of buses in use during 'school run' times was increased & bus priority & congestion reduction measures were introduced to release the extra 10% of buses required to cope with current congestion delays	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Better peak service but potentially substantial additional costs for extra vehicles, and demand for increased subsidy by CYC for the bus services in York, unless 'congestion penalty' removed (see section 'v')	
3 Identifying under used bus services and implementing soft measures to encourage their use to ensure their viability & continuation	Offer discounted tickets and look at extending frequency of services to make them more attractive	Possible costs to the Council but in the long term increased revenue for bus companies	
4 Improved interchange points are needed in the city centre	Need to improve quantity and quality of bus shelters	Cost to CYC's LTP2 / Capital programme, plus maintenance budgets (offset by any extra advertising income)	
5 Extending the Park & Ride service would improve access to York Hospital outside of peak hours	New P&R type service from Clifton Moor to hospital and then Station for interchange	Relief of congestion and parking problems at hospital	Ensure the extension of Park & Ride services to include York District Hospital - see Recommendation xi
6 Need to make better use of taxis as part of a complementary public transport strategy, especially late night when there are taxi availability problems on busy nights. There is still also only limited DDA compliant vehicles in the fleet	Improved safety measures for taxis eg CCTV in Cars would encourage greater use and offer increased protection to drivers & passengers particularly at night. Allow additional DDA compliant taxi licences	Capital cost to taxi proprietors. Potentially more passengers particularly at night and greater opportunity for disabled people to obtain appropriate vehicles	Council to drive through early implementation of full DDA compliance for all Council vehicles and council procured bus services and CCTV in taxis and private hire vehicles - see Recommendation xiii
7 Need to publicise and spread good practices by employers across the city i.e. Travel Plans as many well established businesses do not have travel plans - Council to follow up their implementation	1) CYC to lead by example i.e. by implementing own Travel Plan 2) Publicity and promotion - low cost measure which could have significant benefit	Influencing Council staff's travel to work mode, and public and employer attitudes to how the journey to work is undertaken, thereby spreading the benefit and achieving modal shift and reducing peak hours congestion.	Reinvigorate 'Travel Plans' and ensure they are implemented, monitored and periodically updated - see Recommendation v
8 Making tourism more sustainable	a tourist tax with monies collected being used in total to deal with accessibility issues	Possible impact on competitiveness - legality and basis for any such tax	
9 Additional mapping work is required over and above that which was planned as part of LTP2 to show the positive effects on traffic congestion in York of the measures identified as a result of this review	Carry out additional mapping works	Clearer view of accessibility issues in the City, and better focus of future plans (bus services, cycle & walking routes, etc.) on where the most difference can be made. However any additional work would have an impact on staffing resources and other priorities.	Commission a detailed study of a future Transport Strategy to 2021 and beyond based around preferred scenario(s) - see Recommendation ii

Objectives (ii) - Air Quality - in particular looking at the five hotspots identified in the LTP2			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Road transport accounts for 49% of total emissions of Nitrogen Oxides. Mandatory EU limits for Nitrogen Dioxide (NO <sub>2</sub> ) & particulates (PM <sub>10</sub> ) are due to come into force in 2010			Undertake a short term project to measure levels of most harmful PM2.5 carcinogen carrying particles to understand if there is a problem in York - see Recommendation xix
2 The number, type and age of vehicles on York roads is relevant to the levels of pollutants recorded. The big polluters are lorries & buses, & older vehicles generally.			
3 York has 10 to 15 exceedences of PM <sub>10</sub> which is well below the government objective of 35 exceedences allowed per year	unless there are major changes in York the levels of PM <sub>10</sub> are at an acceptable level and therefore there is no solution required	Understanding of potential problem	
4 PM <sub>2.5</sub> which represent the most dangerous elements, are measured at a national level and not by Local Authorities at present, and therefore there is no record of the level of PM <sub>2.5</sub> in York.	Officers confirmed that, if required, they could undertake a short term project at minimal cost to measure levels of PM2.5 in the city.		
5 Rise in pollution since 2006, believed to be due to increased traffic linked to the opening of new car parks and the reducing differential between car park fees and bus fares	1.Implement a Low Emission Zone in & around City Centre 2. Introduce a local freight transhipment centre (see section iii)	Extra costs to businesses and operators from rerouting, and to Council in terms of scheme costs	Undertake a review of the Air Quality Management Plan with a view to taking more radical action to eliminate the health risks associated with York's NO <sub>2</sub> hotspots by the EU deadline of 2010 - see Recommendation xviii
6 There are five technical breach areas around York's city centre; linked to NO <sub>2</sub> levels Fishergate Lawrence Street  Gillygate Nunnery Lane Holgate	3.Relocate queues using UTMIC  4. Obtain modal shift to bring back within limits  5.Road Pricing	transfers problem rather than solves it Improves Air quality for residents in breach areas  Cuts traffic and improves AQ for residents in breach areas Leaves local residents breathing unsafe air with consequential impacts on health and quality of life	
7 Balance shift from petrol to diesel engines in local car fleet	6.Await long term effect of vehicle stock turnover due to more lower emission vehicles		
8 Fulford Main Street is one area of concern outside of the city centre			
9 Air Quality threats: Current and future car parking policies Ongoing large scale developments i.e. Germany Beck, Derwenthorpe, York Northwest, University Campus 3, & Terrys Dispersed retail, employment & other trip generators of very high car movements Proposed changes to CYC staff travel incentives Workplace parking in private sector Climate change policies Changes to local bus fleet & older buses Lack of funding for measures to tackle			

<b>Objective (iii) - Alternative Environmentally viable and financially practical methods of transport</b>			
<b>Issue/Findings</b>	<b>Identified Solutions</b>	<b>Possible Impacts &amp; Evidence</b>	<b>Relevant Draft Recommendations</b>
1 Reducing the environmental impact of freight transport in the City.	Provision of a transshipment centre outside the City, thus transferring the environmental impact outside of the city centre where it may be of lesser concern. The introduction of a transshipment centre is a low priority at the moment, but is worth examination in the future and should not be dismissed.	Reduction in the number of large delivery vehicles to, from and in the city centre, reducing congestion and air pollution and improving the pedestrian area, but there is significant evidence that it would not be self financing and would require substantial local authority subsidy, and may meet resistance from businesses.	In regard to freight, the Council to: <ul style="list-style-type: none"> <li>· Continue to keep the issue of providing a freight transshipment centre for the City under review if a suitable site and funding mechanisms come forward</li> <li>· Lobby government (national and EU) to improve standards for HGV engine efficiency and emissions</li> <li>· Ensure council owned and partners vehicle fleets, and tendered delivery vehicles move rapidly towards the most up to date emission and efficiency standards</li> <li>- see Recommendation xxv</li> </ul>
2 York has a high level of short commuting trips (56% were less than 5km in 2001)	Campaigns needed to encourage modal shift - may need to review bus routes and timings and provide improved journey advice. Need to promote sustainable travel and individual journey planning (e.g. smart choice initiative)	Officer view & evidence from Sustainable Towns & Cycling, Demonstration Towns is that Smart Choice Schemes are very effective	Fund the early development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift - see Recommendation v
3 Cycling's share of the travel market in York has remained largely static in recent years due to the perception of safety, lack of secure parking facilities and shower and changing facilities, and lack of confidence in York roads	Additional soft measures should be introduced to encourage walking and cycling over and above those initiatives included in LTP2	Should achieve real modal shift and a reduction in traffic congestion and air pollution. Impact on resources and budget and other priorities. Comparable european cities show much larger cycling share than York	The Council should reinvigorate cycling in York using the 'Cycling City' initiative and funding by: <ul style="list-style-type: none"> <li>· tackling key gaps in the network and difficult locations i.e. bridges, key radials and junctions, as identified by the 2003/4 cycling scrutiny review but as yet not implemented</li> </ul>
4 It is at least 5 years since a cycling campaign was run in York.	Further campaigns could be investigated if resources could be identified, including a 'Considerate Road User' campaign as suggested by the previous Cycling Scrutiny Panel	Providing good cycling facilities involves a trade off with other road users	<ul style="list-style-type: none"> <li>· improving planning processes to ensure adequate consideration is given in new designs to cycling</li> <li>· relaunching the Cycling Forum with a view to giving stakeholders the opportunity to shape future cycling policies and proposals, and to encourage partnership work</li> <li>- see Recommendation xvi</li> </ul>
5 Gaps in City Centre cycle network identified by previous Cycling Scrutiny Panel still not addressed	York could take advantage of future funding and technical advice to be made available by Cycle England in an effort to provide cycling facilities which are attractive to cyclists.		Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendations xv
6 Cycling facilities across York bridges are an issue in general			
7 Cycling related target set as part of LTP2 regarding new developments over 0.4Ha to contribute either financially or physically to pedestrian, cycle or public transport networks	Threshold levels should be reviewed to bring them in line		The Cycling Champion for York to: <ul style="list-style-type: none"> <li>· ensure cycling measures are focused around what will make a difference</li> <li>· promote considerate road user behaviour (including by cyclists)</li> </ul>
8 Although buses are not the cleanest vehicles, continuing to try and keep fleets up to date, with low emissions and using optimum fuels is the best way forward for public transport	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Increased subsidy by CYC for the bus services in York. Evidence that well over inflation price rises are reducing bus usage -assume converse applies	<ul style="list-style-type: none"> <li>· engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers</li> <li>- see Recommendation xvii</li> </ul>
9 Use of mass transit systems e.g. conventional light rail (cost £10m/km), ultra light rail (cost £3-4m/km) and guided systems (cost £1m/km) are all seen as unaffordable in the York context	tram trains on existing rail lines, otherwise bus based solutions continue to be the only practicable deliverable option		

<b>Objective (iv) - CO<sub>2</sub> Emissions</b>			
<b>Issue/Findings</b>	<b>Identified Solutions</b>	<b>Possible Impacts &amp; Evidence</b>	<b>Relevant Draft Recommendations</b>
1 The transport sector, including aviation, produces about one quarter of the Uks total carbon emissions. Road transport accounts for 85% of this.	1. Reduce need to travel 2. Undertake more journeys by environmen-tally friendly modes 3. Undertake more shared journeys 4. Improve vehicle engine efficiency & switch to lower / non-carbon based fuels 5.		Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift, including a re-invigoration of 'Green Travel Plans' and ensure they are implemented, monitored and periodically updated - see Recommendation v
2 The biggest vehicle polluters are HGVs and buses, which account for 42% of the carbon emitted by transport	6. Reduce congestion delays and fuel wastage		Commission a detailed study of a future Transport Strategy to 2025 and beyond based around scenarios emerging from the consultation - see Recommendation ii
3 By 2010 transport is expected to be the largest single contributor to EU greenhouse gas emissions			

<b>Objectives (v) - Journey Times &amp; Reliability of Public Transport</b>			
<b>Findings</b>	<b>Identified Solutions</b>	<b>Possible Impacts &amp; Evidence</b>	<b>Relevant Draft Recommendations</b>
1 Need to improve the public's perception of bus reliability. Congestion is prime cause of delays along with bus boarding times and inappropriate timetabling. Potentially, 10% of fleet are required to deal with this. Dwell time - operators could do more to improve boarding times	Timetables should be revised to more closely reflect actual journey times, particularly at peak times and on less frequent routes. More off bus ticket purchase & on bus conductors	Greater public confidence in timetables and use of bus services. Speeding up of service boarding allowing quicker, more reliable & therefore more attractive services especially at peak times. However concerns that off bus discounted journey tickets discourage occasional/less well off users	Local bus companies to be requested to continue to revise bus timetables to provide more accurate and credible timings and work to them - see Recommendation xi Quality Bus Partnership to be requested to examine and action ways of improving bus boarding times, whilst avoiding penalising occasional and less well off bus users - see Recommendation xii
2 Journey times are affected by delivery vehicles in the city centre	better 'policing' of delivery vehicles required. Need to look at current restrictions to see if improvements can be made and work with businesses to ensure they direct their delivery vehicles to the correct/appropriate places	Improved bus flow, greater reliability and increased bus usage.	Council to undertake with bus operators and the Police a joint review of loading and parking restrictions and their enforcement on bus routes - see Recommendation xii
3 On street parking causes a problem	1. Review waiting restrictions on bus routes where operators have identified problems 2. Seek better enforcement	Improved bus flow, greater reliability and increased bus usage.	
4 BLISS system data often inaccurate and not all buses in York are BLISS enabled. Cost of installing the BLISS system on a bus route is in the region of £10k, and is 4 years behind schedule. Only some routes are covered	Seek agreement with bus operators to convert all vehicles and roll out additional signs	Better public perception of signing system and bus operation, more informed choices and probable increased bus usage. Cost of additional BLISS measures and delay to lower priority measures	Review the operation and delivery of the BLISS real time bus information display system and agree a comprehensive programme for its early roll out across the whole network, with local bus operators - see Recommendation xii
5 Quality Bus Partnership not functioning as intended	Reinvigorate partnership, identify forward programme of measures and look at 'Quality Improvement Partnership' (QIP)	To bring focus to Council and operators actions and investment	Support City Strategy & bus operators to reinvigorate Quality Bus Partnership - see Recommendation xii
6 Limited scope for provision of additional bus lanes in York and operation of bus lanes is dependant on non-existent police enforcement	Identify where measures are possible including queue relocation measures, and seek police enforcement commitment. Identifying bottlenecks and re-locating bus stops would help to reduce congestion and improve bus reliability	Effectiveness of existing schemes such as on the Mount in speeding up bus services & better situation on Red Routes in London. Officer to review with bus companies - Ask QIP to discuss and pick up in review	Council to seek an agreed traffic enforcement strategy with North Yorks Police for the York area to address issues inc bus priorities, road safety, etc and establish an on-going delivery partnership arrangement - see Recommendation viii
7 Stagnation in growth of bus usage (and particularly of fare paying passengers)	Bus operators to hold down fares and improve services. Council to tackle the range of issues delaying buses reducing reliability etc	Reverse current trends	Undertake an urgent review of the Council's bus strategy to see how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be reversed - see Recommendation xi



Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
8 Changes to Park & Ride Services should be made clearer to the public and relative cheapness of the Park & Ride fares relative to local bus services creates a perverse incentive for local residents to drive to Park & Ride sites			Undertake an urgent review of the Council's bus strategy - see Recommendation xi
9 Traffic flow is 8-10% lower during school holidays, making a significant difference to reliability	Encourage non car journeys to school - tighten parking restrictions. Set traffic flow target for City @ free flow levels	Need to look at how London offers free travel on buses to under 16yrs to see if this could be part of the solution.	Seek an agreed enforcement strategy with North Yorkshire Police - see Recommendation viii
10 There are still a number of buses in operation that are not DDA compliant	See agreement to implement changes - use Council's own procurement process to drive change through Council funded services	Additional subsidy costs. Better disabled use and access	Council to drive through early implementation of full DDA compliance for all Council vehicles & Council procured bus services, and CCTV - see Recommendation xiii
11 Not all bus stops have timetables/shelters thus reducing the attractiveness of the bus package	Prioritise spending of LTP money over the next few years on missing timetable displays and shelters	Better perception of bus service package and knowledge of when buses due	Prioritise the provision of timetable displays and bus shelters at all bus stops - see Recommendation xi
12 Many people not fully aware of full bus network and ability to conveniently access less central destinations	Exploit new technologies e.g. messaging, internet etc Reinstate local bus info centre and carry out more general promotion of the bus network to new users	Make people more knowledgeable and confident with using the network, including those for whom face to face contact is important, and those who do not regularly use local buses	Ensure positive promotion of bus network and bus usage including passenger information - see Recommendation xvii Identify underused bus services and look at ticketing and marketing measures for all services, to improve usage - see Recommendation xii
13 Lack of knowledge of where to change on multi-leg journeys, lack of co-ordination of service timetables for interchange and cost of multi-leg journeys with different bus providers	Interchange points with enhanced user facilities, especially shelters & BLISS displays. Bus operators to look at service timetabling for through journeys particularly for less frequent services and times e.g. early mornings, evenings & sundays. Provide through ticket options at reasonable prices	Clarity and confidence for bus users making through journeys more attractive and increasing bus usage. Key feature of more successful EU and big UK city public transport facilities. Cost of providing extra facilities to Council and of through ticketing arrangements to operators.	Improve the quality of interchange points between public transport modes and between routes with designated interchange stops, and co-ordinate bus timings - see Recommendation xi
14 Cost of fares high and continuing to rise significantly relative to motoring alternative over recent years, creating affordability issues for the less well off and families	Bus operators to hold down fares to inflation. Council to increase subsidy to facilitate this, and/or universally to increase car parking charges to maintain marginal cost differentials and to use additional income for bus service support/investment	Maintain and increase attractiveness of bus services and therefore usage. Affordability to Council unless additional income and impact of increased car parking charges on public support and city centre economy	Renew focus through the Council's Quality Bus Partnership, on undertaking those measures that would most effectively stop the current decline in bus usage - see Recommendation viii Recognise again and explicitly consider the role of city centre car park availability and fee levels in influencing modal choice when fee levels are examined as part of the budget process. Or, more radically, take out that process entirely and set as part of a longer term policy based approach to both transport and the city centre economy, recognising the importance of both imperatives - see Recommendation vi

Objectives (vi) - Economic Performance			
Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 The 2007/08 measured average vehicle delay time suggests congestion costs York £0.5m per annum	Dual outer ring road ('Future York' report), upgrade outer ring road junctions, radically improve local public transport, increase car park charges, introduce private non-residential (business) car park charges or introduce road pricing to reduce traffic and congestion	Increasing central car park charges for transport reasons may weaken the city centre economy.  See Background Paper on 'Broad Strategic Options' evaluation.  Private non-residential car park charges may discourage employees from coming to or remaining in York  Road pricing if it substantially reduces congestion may offset the problems above, but it may equally put casual visitors and shoppers off. Evidence of success of London road pricing scheme, not public rejection of Edinburgh & Manchester proposals	Commission a detailed study of a future Transport Strategy to 2021 and beyond based around preferred scenario(s) - see Recommendation ii
2 Perceptions of congestion and traffic problems may put off inward investors			Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City - see Recommendation iii
3 Congestion related longer commuter journeys may put people off working in York and reduce the size and quality of the available labour market			
4 Money wasted by York residents on increased fuel usage in congestion, is money not available for other expenditure in the local economy			Tackle road safety issues and help make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendation xv

Objectives (vii) - Quality of Life			
Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Busy roads reduce social interaction and divide communities	Reduce traffic by ideas listed in 'Identified Solutions' section of Objective (vi) above	As listed above in Objective (vi)	Commission a detailed study of a future Transport Strategy to 2021 and beyond based around preferred scenario(s) - see Recommendation ii
2 Noisy roads especially at night, disturb sleep and can have adverse effects on health and on children's cognitive development			Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City - see Recommendation iii
3 Busy roads make cycling and walking less attractive			Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendation xv
4 Evidence of a clear correlation between obesity and levels of walking and cycling and use of public transport	Promote health benefits of more walking and cycling	Reverse current adverse trends on health and obesity	
5 Major vehicle presence can detract from historic / conservation area settings	Reduce traffic and street furniture, along with all the signs and other street clutter		

Objectives (viii) - Road Safety			
Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Pedestrian accidents particularly concentrated in and around city centre, and then on main and distribution road in the main urban area (inc Haxby & Strensall)	1. Implement an effective strategy based on a combination of the following: a. Reducing traffic flows b. Managing traffic speeds	Well researched link between traffic speed, accident numbers and severity. Improved adherence to seat belt laws, drink driving laws and speed limits etc	Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendation xv
2 Many more cycle accidents again predominantly on main and distribution roads within the main urban area (inc Haxby & Strensall)	c. Reducing the potential for conflict, particularly between motor vehicles and pedestrian/cyclists d. Improved education, training and publicity	Extensive evidence of reduction from past accident improvement and traffic calming schemes	
3 Powered 2 wheeler accidents predominantly within ORR area evenly distributed but beyond ORR generally higher speed and more serious, and believed to be larger motorbikes	e. Targeted police enforcement (including weekends / early Sunday mornings		
4 Motor car accidents predominantly on main and secondary roads throughout the Council area			
5 Serious accident peaks in the weekday rush hours which are the congestion peaks, unlike Saturday/Sunday (believed to be linked to relative cycle / pedestrian volumes). There is also a lesser peak in the early hours of Sunday after 1am - probably drink related - when traffic policing ends. Compounding effect of extra road accidents at peak periods leading to additional delays and congestion			
7 Problem with traffic enforcement by Police beyond major trunk road network consistently being given less and less priority over many years. Police strategy appears completely detached from the Council's transport & network management strategy	a) Seek to establish a joint CYC / NYP traffic enforcement strategy - perhaps annual traffic enforcement priorities b) Review contingency arrangements (network management / police / other emergency services) for dealing with accidents on the primary route network in terms of minimising delay, rapid information distribution to other road users of the problem and alternative route information c) Make representations to the Govt for the early rollout of the relevant sections of the 2004 Traffic Management Act which gives powers to Local Highway Authorities outside London re 'moving traffic' offences. d) better 'policing' of delivery vehicles required. May need to look at current restrictions to see if improvements can be made. Also need to work with businesses to ensure that they direct their delivery vehicles to the correct/appropriate places	Better enforcement may reduce blockages and congestion. Evidence of red route lane enforcement in London	Council to seek an agreed traffic enforcement strategy with North Yorkshire police for the York area to address issues including bus priorities, road safety, on-street parking, school no parking zones etc together with establishing an on-going delivery partnership arrangement - see Recommendation viii

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## Analysis of Information Gathered

1. As a result of all of the information gathered during this review, the Committee have recognised the following:
2. Expected Increase in Traffic in York  
Over the period of the City's first Local Transport Plan (2001-2006) peak-hour traffic flows remained very close to 1999 flows which played a part in the council's Network Management Service achieving an 'excellent' grading from the Department for Transport (DfT), for securing the expeditious movement of traffic on its road network. Although the indicator for peak hour traffic showed traffic levels being fairly constant between 1999 and 2006, the indicator hides the growth in traffic levels either side of the peak hour resulting from people commuting either earlier or later to avoid roads running at full (or over) capacity in the peak hour (see figures and graphs in paragraph 7 of final report).
3. Nationally, traffic growth between 1996 and 2025 could be in the range 52-82%<sup>1</sup> although recent actual levels show traffic growth at the lower rate. Officers estimate that York could face a 27% rise in traffic from the 2003-4 position to 2020-21. Due to the geographical and physical constraints within the Authority's area and the city's historic character, it is not possible to provide additional highway capacity at anything like the rate at which demand is increasing, and this has necessitated York's integrated approach to the provision of transport infrastructure since the 1987/88 MVA study, through to LTP1 and LTP2.
4. The property price boom over the past decade, the recent low levels of family housing construction in York, and the dispersion of businesses to the outskirts of the city, have made it increasingly difficult to live near to places of employment. This added to the expansion of car ownership and an historic relative decrease in motoring costs, has led to greater population dispersion. Recent figures show that 22,500 workers commute into York from surrounding areas and 17,000 travel out of the city for work. The need to relocate to more peripheral locations has necessitated longer journeys to work, which are often less suited to non-car options. Outside the main urban area, journeys are becoming increasingly more difficult to serve by public transport due to their varied nature, serving a wider number of origins and destinations, along with reduced opportunities to satisfy needs locally due to a lack of local facilities and funding to provide public transport services.
5. The predictions for York were established on the basis of housing and employment growth contained in the Draft Regional Spatial Strategy (RSS). These have since been superseded by higher levels of growth, as detailed in the full RSS published in May 2008. Employment growth is now expected to outstrip housing provision, thereby, leading to more and longer commutes into the city.

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<sup>1</sup> Source IAM motoring facts 2008

6. The Local Transport Plan 2006-2011 (LTP2)

In March 2006, the Council published its second Local Transport Plan (LTP2) covering the period 2006 – 2011, setting out the council's aspirations and proposed measures for transport over a 5 year period within the context of a 15 year horizon. The strategy in LTP2 for tackling congestion was to build upon the successes already achieved by LTP1 (2001-2006) and deal with the pressures from the growth in the economy. LTP2 predicted that, in the absence of its proposed package of measures, traffic levels would rise by 14% by 2011 with a further doubling to 28% by 2021. The strategy proposed in LTP2 (as summarised in Annex Ag) sought to limit this growth to 7% by 2011.

7. The key proposals identified in the LTP2 are to:

- increase the capacity of the Outer Ring Road (ORR) thereby reducing congestion in the city centre and creating road space to reallocate to buses, cyclists and pedestrians;
- provision of an orbital and cross city bus network – a viable and reliable orbital bus route will only be possible as a result of improvements to the ORR junctions;
- provide additional Park & Ride sites to intercept traffic on all main radials - the Council recently had a £20.8m bid approved by the Regional Transport Board, for inclusion within the Regional Funding Allocation programme to construct two new park and ride sites, one on A59, Harrogate Road at Poppleton and the other on the B1363, Wigginton Road together with a relocation of the Askham Bar site to a new site that will allow additional spaces and facilities to be provided. Each of these sites could also utilise the potential for a tram/train halt. The total cost of the scheme is £26.4m and will take an additional 0.5million car journeys off York's roads within the outer ring road, each year;
- manage demand through parking control and possibly access restrictions in the city centre;
- a further package of soft measures aimed at improving road safety, air quality, accessibility, safe routes to school, health and well being as well as enhancing education and the economy.
- Enable the Council to meet its principal network management duty under the Traffic Management Act to secure the expeditious movement of traffic on their road networks.

8. Impact of LTP2

The maps in Annex A show that even with the congestion tackling measures included in LTP2, by 2011 there will be many principal roads in York where capacity will have reached and/or exceeded 85% during peak travel times, leading to reduced or no free flow. For example, traffic levels on the A1237 which forms the western and northern sections of the outer ring road have increased by more than 50% over the last 15 years which has resulted in heavy

congestion during peak periods, particularly on its junctions with radial routes. Similarly there has been a significant increase in congestion on the inner ring road and its approach roads, and, unless extensive measures are put into place, this inexorable rise in traffic is likely to continue. In addition, off peak and weekend traffic levels are increasing faster than ever before. By 2021, the projections are worse having taken into account the additional traffic from future employment and residential developments in York at University Campus 3, Germany Beck, Derwenthorpe, York Northwest, and Hungate.

9. Since the production of LTP2, other major land developments have been proposed and these are at various stages of planning e.g. York Northwest (comprising York Central and the former British Sugar works), Nestles and the Terry's site. Individually any one of these would have a significant impact on the local transport infrastructure with citywide effects, but when taken together could result in a major change in the city's travel patterns and demand for transport infrastructure. Therefore, it is clear that any additional development across the city in the coming years will worsen the significant adverse affects of the current high congestion levels, and/or require the curtailment of the scale of those developments and possible negative consequences for the future economic well being of the city (witness the 2008 Terry's factory site application).
10. Developments in the council's response and plans have moved on since LTP2 i.e. toward the end of LTP2 and beyond, the intermediate plans are to:
  - implement 'Access York Phase 1';
  - develop further proposals for the outer ring road
  - investigate the feasibility of utilising tram-train technology.
  - Continue demand restraint measures, including extensive bus priority measures and access restrictions into the city with priority for buses, combined with sufficiently high parking charges at council controlled city centre public car parks and resident parking only restrictions in adjacent city centre residential streets.
11. Beyond LTP2

The Committee recognised that although LTP2 and the Access York measures seek to continue and build upon the measures in LTP1, it is unlikely to be enough in the longer term, as many measures have achieved or are close to achieving their maximum potential for restricting traffic growth at the level of investment to date. In fact, the modelling of the additional measures show they will only palliate and not eliminate the increase in congestion. Therefore additional congestion tackling measures will be required to complement and work alongside those already included in LTP2 and extend beyond, particularly if doubling York's economy by 2026 is to be realised, and the expected rise in congestion levels are to be halted.
12. Policy Driving Changes & Available Funding

Since 1997 central government has sought, through various white papers and the local transport plan system, to promote more sustainable and healthy travel by widening transport choice and reducing reliance on the private car. At a

national level, more expansive programmes, such as the Transport Innovation Fund (TIF), offer significant funding to develop and implement innovative 'package' solutions for tackling congestion (£290m in 2008-09 rising to £2550m by 2014-15). However, the current inference from Government is that a TIF package must contain some form of road user charging measure for it to be considered, as evidenced by the following statement to Parliament by the Secretary of State for Transport on 5th July 2005:

*"The Fund will also be used to support local plans which will help tackle congestion. We are looking for proposals which combine some form of demand management such as road pricing, with better public transport. These pilot schemes will contribute to our work on national road pricing"*

13. A recent Government discussion paper 'Towards a Sustainable Transport System' (October 2007) endorses the views contained within the Eddington Transport Review, for a targeted approach to the most seriously congested parts of the urban, national and international networks, and that an innovative approach which makes the most of existing networks through good regulation, sending the right signals to users and transport providers, is likely to be just as important as further investment in new infrastructure. Consequently, the Government has reviewed the guidance to local authorities on the preparation of LTPs to ensure that it reflects both the Eddington priorities and the findings from the review of the take up of 'Smarter Choices' in LTPs (published June 2008).
14. The regional and local planning framework is described in more detail in Background Paper: 5 – Summary of Regional and Local Transport Policy.
15. It is extremely unlikely that this authority's future LTP allocations will be sufficient to further develop and implement an innovative package solution. Therefore for this Council to secure additional funding from TIF, we would need to work up a package to address congestion that includes some form of more radical demand management. However, the Committee recognise that even though the inclusion of road pricing is most likely to attract TIF funding and generate a revenue income, there were significant questions to be answered i.e.:
  - the revenue collection and scheme operation costs would need to be accurately assessed to determine if such a scheme was viable and sustainable
  - the various impacts on business and local residents would need to be examined in detail, including any mitigation measures required
  - timing issues of improvements to public transport and other alternatives
  - public acceptability
16. The Committee also recognised that the implementation of any scheme would be unlikely to occur before the middle to end of the next decade from a scheme development and delivery viewpoint alone, which equally highlights the need for advance decision making.



17. Broad Strategic Options Available

In February 2008, the Committee received a paper on the strategic options available to the Council, which suggested a number of scenarios which could complement LTP2 to further reduce congestion in the city. Those scenarios are shown in detail in Annex D in increasing order of complexity, cost and contribution to reducing congestion. For example, the intermediate plans shown above in paragraph 10, would go part if not all of the way to realising scenarios 5, 6 and 10 (see Annex D).

18. Before considering the evaluation of the scenarios, it is worth noting that a partly similar exercise<sup>2</sup> was commissioned by the Yorkshire and Humber Regional Assembly, in the context of the Climate Change Agenda. This modelled a series of interventions to identify 'practicable, deliverable measures within the scope of regional transport policy that would deliver a reduction in the emissions of carbon dioxide from transport across the region.' In doing this however, no resource limitations were applied, and no adjustments for political will were made (in passing, it concluded that even with an extensive package of interventions, any change of direction in carbon emissions would not come close to achieving the desired level of reduction). For the purposes of this review, a similar outcome is likely, in that although the apparent inexorable rise in congestion can not be reversed, it can only be stemmed.

19. It is recognised that the effects of these scenarios on congestion are only officer's considered opinions at the present time and do not have the benefit of rigorous analysis. In order to confirm these effects (or otherwise) the scenarios will need to be subjected to further modelling and evaluation. Therefore a recommendation of this review will be that the Executive release sufficient funding for the optimal solutions to be worked up and tested.

20. Long Term Vision for Transport In York

The Vision' for York as contained within the Sustainable Community Strategy states that we will make our mark by:

- Building confident, creative and inclusive communities
- Being a leading environmentally friendly city
- Being at the forefront of innovation and change with a prosperous and thriving economy
- Being a world class centre for education and learning for all
- Celebrating our historic past whilst creating a successful and thriving future

21. The Committee, whilst recognising and supporting this overall vision, note that transport is almost omitted from it. The Committee strongly believe that given the massive challenge of rising traffic and congestion levels, the scale of response required, and residents high priority for tackling congestion, the City should have a complimentary long-term vision for transport as suggested below:

*'A city which has transformed itself in traffic terms and reasserted its human scale and environmental credentials, through its residents being able and*

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<sup>2</sup> Achieving low carbon and sustainable transport systems in Yorkshire and the Humber

*positively choosing to travel less by car and more by bicycle, foot and public transport with little delay, so as to be individually healthier and collectively to reduce greenhouse gas emissions and improve local air quality, noise levels and quality of life, and where business, leisure and other activity is thriving because of good affordable quality and easy access by a choice of travel modes”.*

22. At the end of this review, the Committee intend to make a recommendation to the Executive that they adopt this long-term vision, bearing in mind that York is part of the Leeds City Region and York’s vision may ultimately be influenced by the Leeds City Region Vision and/or Multiple Area Agreement.
23. The Committee have also recognised the key importance of a vastly improved public transport service within this and suggest the following subsidiary vision for public transport:

*‘By 2026 York is benefiting from one of the best and most popular local bus services in the country outside London, offering a seamless passenger experience, with a single competitively priced ticketing system, high frequency daytime services to all key destinations in the city, recognised interchange points with well timetabled connections where bus transfer is required, non carbon fuelled fully disabled accessible vehicles, friendly and welcoming staff who drive considerately of passengers and other road users, good bus stop facilities and reliable interactive timetable information.’*

24. Survey of York Residents  
*In this section of the final report, the Committee will include their analysis of the combined findings from both the previously completed consultations (carried out as part of LTP1 & LTP2), and the citywide consultation exercise carried out as part of this review. The combined findings (shown at paragraph 49 of Annex B) will be used to evidence and support the Committee’s recommendations around the testing of the scenarios.*

## Which Way Now? City of York long-term transport strategy (to 2021)

The following evaluation of the York scenarios aims to give an indication of each approach's ability to limit growth in congestion, informed by regional study evidence.

**Scenario 1 – Do Minimum** (Reference Case) – This has no further significant investment in the transport network post LTP2 and relies on the demand for transport and the network's available capacity coming to a 'natural balance'. It is therefore unlikely to have any direct effect on reducing congestion, which will be close to the predicted 28% increase in traffic levels by 2021, due to expected development in the city generating more transport demands.

**Scenario 2 – 'Smarter Choices'** – The congestion relieving effects can be significant if investment in them is sufficient and sustained. The Department for Transport's (DfT) document "Smarter choices: changing the way we travel", showed that 'smarter choices' (or 'soft measures'), could have a positive impact on traffic and congestion levels. These measures, which include school travel plans, workplace travel plans, personalised travel planning, tele-working, public transport marketing, cycling facilities and car clubs, could reduce peak hour urban traffic by as much as 21 per cent, although in York the future impact of this is likely to be reduced by over half, as some 'smarter choices' measures have already been carried out. Furthermore, research by the DfT showed the impact of these could be greatly enhanced by complementary demand management policies.

Whatever improvements are made to facilities to encourage use of public transport, walking and cycling (York has now achieved 'Cycling City' designation), there is a great reluctance for motorists to consider other modes of travel unless there is an overwhelming perceived advantage in doing so (in terms of time, cost, conscience, comfort and combinations of these issues). Consequently, although 'smarter choices' have the ability to achieve a high degree of modal shift they are usually implemented as part of a package of other measures and require a continuous and significant level of (revenue) investment over a long period to achieve their full potential. If implemented solely, around a 3% reduction in congestion below that predicted in York by 2021, might be achieved.

**Scenario 3 – Continuation of LTP Approach** will continue to achieve some reduction in congestion, but is likely to be less successful than the first LTP (no net increase) and LTP2 (limited to 7% increase in traffic growth) as, although it is likely that a balanced package of measures will be continued, the majority of affordable measures that could be implemented, would have been. Overall it might achieve around a 5% reduction in congestion below that predicted by 2021.

**Scenario 4 - Non-Motorised Transport Infrastructure Improvements** will provide the most healthy lifestyle options for people to travel and continue the work that will have been done through York's Cycling City programme. It's impacts will be limited however and it may only achieve a 1% reduction in congestion below that predicted to 2021 .

## Which Way Now? City of York long-term transport strategy (to 2021)

**Scenario 5 - Road based Public Transport Investment (inc. Park & Ride)** will provide more capacity in the bus network and improve quality, frequency and reliability of buses as well as improve the waiting environment for passengers thereby capturing passengers that may otherwise not use public transport. This might achieve a 1-2% reduction in congestion below that predicted to 2021.

**Scenario 6 - Investment in Rail** - As recent studies have shown rail services to be under utilised, this could realise the current latent demand for rail travel, particularly commuting by rail. Investments could be directed to improving heavy rail services or to new light rail technology such as tram-train. However, this is likely to be very expensive to implement and might achieve a 5% reduction in congestion below that predicted to 2021.

**Scenario 7 – Extended Conventional Demand Management** - This is unlikely to have a significant impact on reducing congestion on its own and might achieve a 1% reduction in congestion below that predicted to 2021. However it may enhance the ability of other scenarios to reduce congestion.

**Scenario 8 - Workplace parking charge** will act as a deterrent to driving if charged directly to the motorist choosing to park at the workplace. However, the charge may be absorbed by employers and not passed on to employees. Also it will not work in isolation particularly if no other choices for travel are available. This might achieve a 5% reduction in congestion below that predicted to 2021.

**Scenario 9 - Road User Charging** Whilst LTP2 currently considers that the use of 'Road User Charging' (RUC) within the period of the plan is not a priority at the present time (neither directly or through Workplace Parking Levies), evidence suggests that with continued economic growth the demand for travel will increase continually if it is not tackled. It is also becoming increasingly clear that Government sees RUC as one of the main options in a package of measures to address the issue of traffic congestion across the country. Information on other cities' progress in implementing Road User Charging and its capacity to attract investment is shown at Annex Af.

Whilst we have no experience in York of RUC schemes it would seem that there are two distinct types. The first of these seeks to apply sufficient charges to deter drivers from entering the city and recoup the costs of operating such a scheme. The alternative scheme seeks to do the same but applies a higher charge in order to fund other improvements to encourage the use of sustainable forms of travel.

There are a number of road pricing mechanisms including, cordon or zone charging, distance based charging, time based charging and most popularly congestion charging as used in London. The different mechanisms can use a variety of ways of collecting the charge such as toll booths, number plate recognition and electronic fee collection via smartcard or in car satellite positioning. Payment of the charge is usually by a variety of means but the favoured mechanism is via electronic means such as the internet or by direct debit.

## Which Way Now? City of York long-term transport strategy (to 2021)

A cordon based approach was looked at in the early 1990s using the Council's early Saturn model. It looked at two alternative cordons, one just outside the inner ring road and one just outside the outer ring road. The effect of both was found to be broadly similar with positive results based on a £1 one way charge to cross a cordon. The introduction of an outer cordon has the potential to reinforce the message to motorists to use bus services or Park & Ride, once the additional expanded 'Assess York' sites come on stream. To maximise the deliverability of this solution, the Park & Ride sites would all be located within the outer ring road which raises questions about the proposed A59 Park & Ride site beyond it.

A 2006 study looked at one form of zone charging which involved the introduction of tolls on the three city bridges and the key findings were:

- Without tolling there is a significant worsening of the situation with 2021 traffic levels are nearly 25% higher than 2005 and the time spent travelling on the network increasing by some 50%.
- The introduction of £1 or a £5 toll on the three City bridges does not significantly reduce the overall number of vehicles on the network.
- A £1 toll displaces a proportion of drivers from the centre and results in a small reduction in the overall vehicle delay on the entire network.
- A £5 toll displaces a greater number of drivers but the overall effect is to increase the overall amount of time spent travelling by vehicles on the network and the net distance travelled.
- The reductions in delay savings in the City Centre are effectively cancelled out by increases in delay at outer junctions and increases in overall journey distances.

Although road user charging is most likely to capture traffic inbound to and through the city, it will not work in isolation, particularly if no other choices for travel are available. The Committee heard about the Cardiff PPP and Manchester TIF schemes which both presented models of up front major public transport improvement investment, prior to the introduction of actual RUC, which then contributed to paying off the investment. And, whilst introducing a road user charge might achieve a nominal 8% reduction in congestion below that predicted to 2021, it could be expensive to implement for a small city like York. Also the percentage figure quoted should be viewed cautiously as the impact of RUC will depend on a whole series of factors i.e. the type of charging applied, the charge levels, if varied by time of day or week and what exemptions are given e.g. disabled, freight, low income groups etc. This can be seen with the London scheme, where evidence given to the Committee showed the initial zone reduction was a massive 26%, which was then reduced by the concessions made when it was expanded to the West End of London. Nonetheless, it still has a very positive effect, with significant reductions in traffic, congestion, pollution and accidents and contributing major funds to improve public transport services (£100m of the £123m annual income), see also annex Ai.

## Which Way Now? City of York long-term transport strategy (to 2021)

**Scenario 10 - Highway Infrastructure Investment** could relieve congestion by providing extra capacity, but might also only be a short term fix as suppressed/induced demand is released once the infrastructure is in place. Highway infrastructure investment will have some benefits for road-based public transport and may optimistically achieve around a 10% (local) reduction initially, but it could lead to an increase overall in congestion in the longer term. It is also particularly difficult to obtain Government funding under current assessment rules for the very large costs involved.

### Optimal Combination Solutions For Addressing Congestion

The Committee recognised that the scenarios detailed in paragraphs 52-66 above, could be introduced individually or in combination to provide differing levels of congestion relief and that the key issue was to identify the optimal and most affordable combination of those scenarios to either widen travel choice or manage the demand for travel. An initial assessment of these combinations was carried out and these have been listed in order of increasing ability to tackle the issues – see Annex H. The two final scenarios (13 & 14) ultimately present the optimal solutions for addressing congestion either without a road user charge element (scenario 13) but with no other funding mechanism identified to deliver it, or with road user charging (scenario 14) within the TIF funding framework, but subject to being able to demonstrate it is practically and financially deliverable.

**Scenario 11 Tackling Inward Commute** - Aimed at capturing longer distance commuters on the way in to York and discouraging travelling by car through the city. This does little to encourage people to switch to more sustainable forms of transport for shorter journeys. Might achieve around 8-10% reduction in congestion.

**Scenario 12 Easing Citywide Movement** - Focussed on reducing within-city commuting trips by car by encouraging people to switch to more sustainable forms of transport for shorter journeys, but does little to capture inward commuting traffic, which forms a significant part of the overall traffic flow. Around a 7-8% reduction in congestion might be achieved.

**‘Optimal’ Scenarios 13 & 14** - Both scenario 13 and scenario 14 have been postulated as packages of various measures beyond the scope and scale of an LTP programme that would be the most effective at tackling congestion in York in the long-term. Both scenarios comprise a similar aspiration for the development of non-motorised transport (walking and cycling) and road based public transport (buses) to encourage greater use of more sustainable forms of transport for journeys of up to five miles and investment in York’s rail network (albeit at a higher level in Scenario 14) for longer distance commuting. Continued investment in a comprehensive programme of ‘smarter choices’ measures will maximise the ability of the above to achieve a significant modal shift away from the use of a private car. In addition to widening transport choice, both scenarios include the introduction of a strategic and coordinated programme of conventional demand management measures, such as car park pricing; highway space reallocation and more effective use of traffic signals to deter traffic from the city centre.

## **Which Way Now?**

### **City of York long-term transport strategy (to 2021)**

It is envisaged that the implementation of scenario 13 may possibly achieve a modal shift in the range of around 7% - 12% in the city centre, though no means of funding this scenario have been identified.

Where scenarios 13 and 14 differ, is in the much higher level of investment in highway infrastructure and rail (e.g. for the introduction of a tram-train network) in scenario 14 in conjunction with the application of road user charging (RUC) within the TIF framework, to fund the whole package. RUC could be applied either directly, or by the introduction of a workplace parking levy or in combination (with exceptions to avoid double charging) and could be used to raise capital funding (through TIF or otherwise) and/or as a revenue stream to increase subsidy to public transport.

It is envisaged that the implementation of scenario 14 may possibly achieve a modal shift in the range of around 15% - 20% in the city centre, subject to the significant uncertainty at this stage of how much RUC can actually deliver.

Even though both scenarios might achieve significant modal shift, it may not be possible to completely stem the rise in congestion in the city if the city develops as anticipated. However, they are considered to be the most radical solutions over and above a 'typical LTP package' for minimising the impacts of congestion in the future and go the furthest towards achieving that ambition and with a potential funding mechanism (scenario 14).

## Which Way Now? City of York long-term transport strategy (to 2021)

Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
1	Do Minimum	No further investment in the transport system other than already committed schemes. (i.e. end of LTP2)	Reliant on 'natural balance' to occur. As the demand on the road network increases the 'peak spreading' will occur increasing travel times for private and public transport to an unacceptable level.	Unacceptable increases in travel time would inhibit economic growth.	CoYC
2	'Smarter Choices'	Marketing, publicity and personal travel planning to make people more aware of transport options available	Seeks to make people use what we have in a better way, but doesn't increase the capacity of the transport network	Low cost (£25,000 - £250,000 per year overall revenue). Unlikely to have any quick-wins, but has achieved significant modal shift, over time where used. Full benefits may not be realised without other investment to improve capacity in the network. Unlikely to achieve sufficient congestion relief to prevent economic growth being inhibited.	CoYC
3	Continuation of LTP Approach	Continue policies and investment levels currently in Local Transport Plan 2006-2011	Package of measures to meet shared priorities	Some successes, but limited for achieving much more at similar levels of investment, so unlikely to achieve sufficient congestion relief to prevent economic growth being inhibited.	CoYC (through LTP settlement) DfT (for LTP settlement awarded)
4	Non-Motorised Transport Infrastructure Improvements	High level of investment for walking/cycling, including new river crossings but minimal investment elsewhere	Completion of strategic cycle network and links (including secure storage) plus improved pedestrian environment to facilitate more 'healthy travel'. Supplement infrastructure with education and training.	Unblocking of barriers to increased cycling / walking within the city, but unlikely to alleviate longer distance commuter / through traffic, so unlikely to achieve sufficient congestion relief to prevent economic growth being inhibited.	CoYC Sustrans Cycling England Regional Transport Board Other funding agencies



## Which Way Now?

### City of York long-term transport strategy (to 2021)

5	Road based Public Transport Investment (inc. Park & Ride)	High level of investment for improved public transport services (buses) and infrastructure, but minimal investment elsewhere	Improved infrastructure, including interchange facilities further P & R sites and better bus stop facilities by CoYC, together with service improvements, including integrated ticketing, by bus operators through use of voluntary/statutory quality partnerships and / or statutory quality contracts. Potential for guided bus route(s).	Significant step-change required to make PT more attractive for increasing patronage, but reticence by operators may hamper aspirations. Also reliant on increased and continual revenue support for non-commercial services. Could provide significant level of congestion relief	CoYC (infrastructure and quality contracts) Bus operators (services through partnership(s) and/or contracts) Leeds City Region (for connections to other towns/cities)
6	Investment in Rail	investment in rail services and infrastructure	Coordinated approach to developing all forms of rail based public transport, including introduction of more heavy rail or tram/train services particularly if links to LBIA improved.	Reliant on outcome of trials and procedures for completing rail projects. Could remove more longer distance commuting traffic than 5	CoYC (infrastructure and quality contracts) Network Rail Train operating companies Leeds City Region Regional Transport Board
7	Conventional Demand Management	Implementing various demand management measures to make city (centre) less desirable to access by private car.	Mixture of more radical parking policies, access restrictions and reallocation of road space to more sustainable forms of transport, together with technological development such as TCMS to ease traffic movements.	Big 'stick' and some 'carrot' (opportunities for improving more sustainable modes on reallocated roadspace). Can not use in isolation so unlikely, in itself, to achieve sufficient congestion relief to prevent economic growth being inhibited, unless more sustainable mode improvements introduced.	CoYC

## Which Way Now?

### City of York long-term transport strategy (to 2021)

8	Workplace parking charge	Workplace parking levy	Workplace parking charging to deter commuting to city centre workplaces by car. Revenue raised by levy used to fund other improvements.	Big 'stick' but no 'carrot'. Even if seen as a deterrent it may be perceived by motorists to be an 'acceptable penalty'. Cannot use in isolation so unlikely, in itself, to achieve sufficient congestion relief to prevent economic growth limitations. Possible implications on employment locations and re-locations Need to improve other modes before introducing. Commuter orientated charge (into and within the city). Could encourage greater take-up of workplace travel plans. Exemptions. Relatively quick to implement.	CoYC Employers (depending on no. of staff at workplace) Leeds City Region Regional Transport Board
9	Road User Charging	Area / Cordon based road user charge	Area / Cordon charging zone to discourage through-city travel by private vehicles. Revenue raised by charge used to fund other improvements.	Big 'stick' but no 'carrot'. Even if seen as a deterrent it may be perceived by motorists to be an 'acceptable penalty'. Cannot use in isolation so unlikely, in itself, to achieve sufficient congestion relief to prevent economic growth limitations. Possible implications on employment locations and re-locations Need to improve other modes before introducing. Could discourage cross city movements Encourages more use of Park & Ride services Will require extensive monitoring and enforcement apparatus and procedures. Exemptions. Could have long lead-in period.	CoYC DfT (for allocating TIF funding) Leeds City Region Regional Transport Board

## Which Way Now? City of York long-term transport strategy (to 2021)

10	Highway Infrastructure	Implementation of major highway projects such as Access York Phase II (incorporating ORR dualling) and freight consolidation centre	Major highway investment, favouring predominantly private motorised transport, but with some benefits for road based public transport.	Provides extra traffic capacity on routes around the city, thus making them more favourable than through city routes for cross-city movements. Bus priority on key radials will improve journey reliability. Consolidation centre will facilitate more efficient freight deliveries to the city centre. Significant removal of longer-distance commuting / through traffic in city centre, hence reduces congestion, but does not achieve much transference to more sustainable modes for shorter journeys.	CoYC DfT for awarding Major Scheme Bids Leeds City Region Regional Transport Board
<b>Combination Scenarios</b>					
11	Tackling Inward Commute	Combination of Scenarios 2, 5, 6, 8, 9 & 10	Heavy investment in Park & Ride and other road/rail public transport, together with workplace parking levy and/or road user charge and Access York Phase II	Provides extra traffic capacity on routes around the city, thus making them more favourable than through city routes for cross-city movements. Bus priority on key radials will improve journey reliability. Consolidation centre will facilitate more efficient freight deliveries to the city centre. Significant removal of longer-distance commuting / through traffic in city centre and some car borne 'within' city commuter trips, hence reduces congestion, but does not achieve much transference to more sustainable modes for shorter journeys.	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers
12	Easing citywide movement	Combination of Scenarios 2, 4, 5, 7, 8 & 9	Heavy investment in Park & Ride and other road based public transport, together with city centre demand management / traffic management measures, workplace parking levy and/or road user charging and Access York Phase II.	As 11 but more focussed on providing more sustainable and healthy options for shorter distance travel	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers

## Which Way Now?

### City of York long-term transport strategy (to 2021)

13	Optimal Combination without Charging	Combination of Scenarios 2, 4, 5, 6, & 7	Broad spread of improvement measures with some demand management.	Optimal combination of elements in scenarios 1-9 but without any form of charging road users (other than through general parking prices) for the congestion they may cause. Will need to source funding streams other than TIF for the substantial investment required as unlikely to be eligible for TIF funding, and may not be deliverable otherwise. Unlikely to be a significant disincentive to use of private transport within the city.	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers
14	Optimal Combination with Charging	Combination of Scenarios 2, 4, 5, 6, 7, 8 or 9 & 10	Broad spread of improvement and extensive demand management measures.	Optimal combination of 11 & 12 to achieve maximum congestion relief. Most likely scenario to attract TIF funding for the significant investment required. Charging element could influence economic growth (this needs examining).	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers

#### Notes

- 1 Each subsequent scenario increases in cost/complexity/deliverability to preceding scenario(s).
- 2 Each scenario and measure therein should be assessed for user affordability.



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**Executive****13 April 2010**

Report of the Director of City Strategy

**ACCESS YORK PHASE 1 PARK & RIDE DEVELOPMENT – UPDATE  
REPORT FOLLOWING PROGRAMME ENTRY****Summary**

1. The Major Scheme Business Case (MSB) for Access York Phase 1 has now been approved for Programme Entry by the Department for Transport (DfT). This long awaited decision now creates the opportunity for the majority of the funding for this project to become available from the government. The £25 million investment will increase the number of park and ride spaces from 3,750 to 5,350. However, to achieve this a considerable amount of further progress is required and this report seeks approval to continue.
2. An essential requirement for progress is the identification of the CYC funding element of the project and this is set out in the Financial Information section of the report.
3. The other essential requirement is the appointment of the Lead Design Consultant so that the detailed design, leading to the procurement of the construction contractor, can be carried out as quickly as possible. At the meeting of the Executive in January 2010, Members approved that Halcrow would be nominated as the preferred bidder, subject to the DfT decision on Programme Entry and approval is now sought to confirm the appointment of Halcrow.

**Background**

4. The Access York Phase 1 project has continued to make good progress, as summarised below:
  - Planning approval for the Askham Bar site was granted in September 2009.
  - Planning approval for the Poppleton Bar site was very recently granted in March 2010.
  - The planning application for the Clifton Moor site will be considered by the Planning Committee at the end of April 2010.
  - The agreements to purchase land at Askham Bar and Poppleton Bar have been completed and land negotiations elsewhere are progressing well.

- The procurement of the Lead Design Consultant is complete with Halcrow being the preferred bidder subject to the favourable decision on Programme Entry and then confirmation from Members of the funding arrangements and Halcrow's appointment. The Lead Design Consultant will manage and co-ordinate the majority of the project, within their multi-disciplinary team, from the planning stages to completion and handover of the 3 Park & Ride facilities.
- Confirmation on 22 March 2010 from the DfT and the Minister that the Access York Phase 1 project now has Programme Entry.

## **Financial Information**

5. There are a number of financial implications to consider before progressing with the Access York Phase 1 project, including:
  - a. Approvals
  - b. Total Scheme Cost
  - c. Local Contribution
  - d. Preparatory Costs
  - e. Cost Increases
  - f. Revenue Implications

## **Approvals**

6. Programme Entry approval by the DfT indicates the Department's present intention to provide funding towards the construction of the scheme, provided there are no significant changes to it, and subject to a satisfactory MSBC being provided at each subsequent approval stage.
7. Programme Entry is not a commitment that funding will be provided, nor to the timing of any agreed contribution, either of which may be subject to further consideration of affordability within Regional Funding Allocations. Funding commitment is confirmed at the receipt of Full Approval when the tenders for the scheme have been received.
8. Subject to detailed clarification the acceptance of the business case by the DfT confirms the maximum funding which could be received from Central Government for the scheme. This figure will remain fixed throughout the project. Further business cases will have to be presented to the DfT for approval at Conditional Approval (planning consent granted) and Final Approval (tenders received) stages to confirm that the value for money of the scheme and policy fit remains compliant.
9. Owing to the good progress made on the planning applications it is anticipated that a single combined Conditional/Full Approval business case will be submitted when the tenders have been received for the main element of the works. Members will be asked to approve the continued commitment of the Council to the project at that stage. The Council's section 151 officer has to sign off the business case at each stage of the bid to confirm the accuracy of the estimates and the availability of funding for the local contribution.

## Total Scheme Cost

10. The current estimate included in the Major Scheme Business Case issued in June 2009 is a total cost (post programme entry) of £25.51m with a DfT allocation of £22.89m. The exact funding apportionments and profile will be subject to detailed discussion with the DfT.
11. Owing to the later than anticipated Programme Entry approval the spend profile for the scheme will need to be adjusted. The earliest projected date for Full Approval which enables construction to commence is May 2011. This means that the principal spend on the scheme will be in 2011/12 and 2012/13 with an anticipated opening date in the early summer of 2012. The projected spend and funding profile (Post-Programme Entry) is identified in the table below.

Access York Phase 1: Anticipated Spend/Funding Profile

	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>	<b>Total</b>
	<b>£000s</b>	<b>£000s</b>	<b>£000s</b>	<b>£000s</b>
<b>CYC</b>	667	1,415	537	£2,619
<b>RFA</b>	893	15,565	6,432	£22,890
<b>Total</b>	1,559	16,980	6,969	£25,509

## Local Contribution

12. The DfT requires a Local Contribution of at least 10% of the costs following the receipt of Programme Entry to ensure Local Authorities allocate appropriate management and commitment. The current proposed local contribution is 10.4% post Programme Entry to tie in with the allocation approved by the RTB. Following Programme Entry the DfT will fund 50% of the costs to develop the scheme through to delivery as part of the 90% total DfT commitment.
13. Funding for the local contribution needs to be confirmed at this stage so that the detailed design and contractor procurement can proceed. The final funding package does not have to be confirmed until the submission of the Full Approval Business Case. The total requirement from City Council resources is anticipated to be approximately £3.7m over the duration of the project providing the overall cost is equal to the Quantified Cost Estimate. This figure includes the pre 2010/11 development costs of the scheme that have been funded from the LTP and Council contingencies.
14. To progress the scheme through to completion the funding streams identified in previous scheme update reports to the Executive need to be confirmed. There are already in place a number existing developer contributions, as well as the value of the land owned by the Council, to be used for the new Askham Bar site, which can form part of the local contribution. At this stage the use of any increased license fee which may be received from the site operator to fund prudential borrowing is not considered to be appropriate as the procurement of

the new operator has not yet commenced. It is therefore proposed to fund the remaining requirement from the following sources.

- sale of the existing Askham Bar site
- developer contributions from sites in the areas close to the bus priority corridors,
- the Local Transport Plan settlement.

#### Access York Phase 1: Potential Funding Sources for Local Contribution

<b>Post Programme Entry Funding Requirement</b>				
<b>Potential Funding Source</b>	<b>Programme Entry (PE) to Final Approval (FA)</b>	<b>Post FA</b>	<b>Total</b>	<b>Comments</b>
	<b>£000s</b>	<b>£000s</b>	<b>£000s</b>	
Sale of Existing Askham Bar site		500+	500+	Identified in 2010/11 CRAM process. Value dependent on planning designation.
Developer Contributions (Existing)		300	300	Funding already received
New Askham Bar site (CYC Owned)		350	350	Land independently valued
Developer Contributions (New)		100	100	Contribution anticipated from developments in area e.g. Terry's
LTP	646	723	1,369	Dependent on value of existing Askham Bar site
<b>Total</b>	<b>646</b>	<b>1,973</b>	<b>2,619</b>	Required in 10/11, 11/12 and 12/13

15. It is possible that the scheme could be fully funded from the Local Transport Plan but the allocations for 2011/12 onwards have not yet been confirmed and are likely to be lower than the current levels of approximately £3m per year. Use of the LTP funding to fully fund the local contribution would also cause severe restrictions on the allocations for walking, road safety, public transport and other transport blocks across the city over the next two/three years.
16. To minimise the impact of the scheme on the delivery of other local transport priorities it is proposed to base the funding of the scheme on the sources identified in the table above with the LTP used to fund any remaining



requirement. Further development of the funding opportunities will be undertaken and reported to Members as the project progresses.

17. An allocation of £550k is currently included in the 2010/11 City Strategy Capital Programme for the Access York Project. It is proposed to increase this allocation to £700k by increasing the level of over-programming and the use of developer contributions.

### Preparatory Costs

18. Programme Entry approval indicates that the DfT will fund 50% of the preparatory costs for the scheme, up to the maximum indicated in the Major Scheme Business Case, to take the scheme through to the next approval stage. The 50% contribution from the DfT will be paid on the submission of a compliant Conditional or Full Approval business case. There are strict rules on the eligibility of items to be part funded by the DfT. Land purchase and planning application costs cannot be funded from this source.

### Cost Overruns

19. The new Major Scheme Process includes a mechanism to limit the liability of the DfT for cost overruns on projects. There is a complex formula applied to the funding which allocates increased liability to the promoting Local Authority as costs increase. The Additional Risk Layer approved by the DfT for cost overruns is substantially higher (£6.366m compared to £2.5m) than originally anticipated meaning that the DfT will support cost overruns to a higher level with a 50% contribution. The anticipated CYC and DfT liabilities post Programme Entry, are shown for increasing actual scheme costs in the following table :

Access York Phase 1: Funding of Cost Overruns

	Actual Scheme Cost	Maximum DfT Contribution		Maximum CYC Contribution	
		%	£	%	£
Quantified Cost Estimate (Prep. Cost + Base Cost + QRA)	Up to £25.5m	90%	£22.9m	10%	£2.6m
Additional Risk Layer (50% of Optimism Bias)	Up to £31.9m	50%	£3.2m	50%	£3.2m
Cost Overruns	Over £31.9m	0%	Nil	100%	All
Total (Post Programme Entry)	Over £31.9m		Max £26.1m		Over £5.8m

### Revenue Implications

20. The exact revenue implications of the new sites will be determined when the operator is procured. The existing sites operate on the basis of a payment of a licence fee to the Council with all operating costs (rates, utility costs, routine

maintenance, supervision etc.) being borne by the service provider. It is anticipated that the new sites will operate on the same basis but the level of income per space may be lower due to early years patronage level uncertainty and other commercial considerations. Members should be aware that there is a risk that additional Council revenue resources may be required if it is not possible to procure the service provision contract with a licence fee payment to the Council. Members will have an opportunity at each stage of the scheme development process to take account of this risk. Operating arrangements will need to be finalised at an early stage to confirm the full resource implications before final commitment to the scheme.

## **Consultation**

21. Whilst the Access York Phase 1 project has been the subject of consultation at various stages to date, the recommendations in this report are not considered appropriate for consultation and therefore none has been carried out.

## **Proposals**

22. It is proposed that the City of York Council contributions, as set out in the anticipated spend/funding profile in paragraph 11 and the potential funding sources in paragraph 14, be approved. This will enable the Access York Phase 1 project to continue, with the expectation that it will attract a large amount of government funding into the city to assist in providing an effective alternative to car travel that will help to reduce traffic congestion and improve overall air quality across the city.
23. It is also proposed that Halcrow should be confirmed as the Lead Design Consultant.

## **Next stages**

24. To enable the project to progress the following is key elements of work are required:

In the period up to Spring 2011:

- Finalise the procurement of the Lead Design Consultant.
- Completion of the Clifton Moor planning application process.
- Complete all detailed design works, including the consultation on and seeking approvals to, the works being carried out on the public highway and not forming part of the planning approvals.
- Procurement of the construction contractor.
- Detailed design, including the consultation on and seeking approvals to, the works being carried out on the A59 Boroughbridge Road to create bus lanes, in advance of the main Park & Ride construction phase.
- Work with the DfT to ensure that the required funding continues to be available.
- Bus operator procurement.

From Spring 2011 to early Summer 2012:

- Construction of the Park & Ride sites, including the substantial improvement to the A59/A1237 roundabout as well as the main bus corridor works on Wigginton Road.

## **Corporate Priorities**

25. This project assists in meeting the following Corporate Priorities:

Thriving City – the scheme will improve the sustainable transport network along the bus corridors and will assist the economy by reducing the impact of congestion.

Sustainable City - this scheme will reduce the number of vehicles travelling into and out of the city centre with the consequent overall improvement in air quality

Healthy City – the scheme will encourage walking and cycling through the provision of additional footways, cycleways and crossing facilities.

Inclusive City – the scheme helps people to access services and facilities

## **Implications**

### **Financial**

26. These are set out in the Financial Information section of the report.

### **Human Resources (HR)**

27. There are no HR implications identified in this report. As much work as possible in the delivery of the project will be accommodated through the existing Project Team using the resources currently in place, although there is a need for the Council to fulfil the role of the NEC Contract Project Manager. This will be sourced from within existing CYC staff resources if feasible or alternatively by external recruitment on a temporary basis.

### **Legal**

28. The consultant appointment requires the standard form of the NEC Professional Services Contract to be entered into. This Contract will be limited to this project only together with its stated programme and fixed fee. There are standard default and termination clauses contained within this Contract to protect both the Council and Consultant in case of dispute or early termination.

### **Crime and Disorder**

29. There are no crime and disorder issues.

### **Information Technology (IT)**

30. There are no IT implications other than clarifying linkages with consultant and CYC systems.

### **Property**

31. The construction of the new Park & Ride sites will increase the Council's properties assets. These issues have been dealt with and discussed in previous reports submitted to the Executive.

### **Other**

32. There are no other implications.

### **Risk Management**

33. There is a regular review of the risk register and the mitigation measures within the current project team. Any severe risks have been identified and in some cases escalated to the Project Board. There is no further change in the risk profile of the project and risks are being mitigated as the project progresses.
34. In compliance with the Council's risk management strategy the main risks that have been identified in earlier reports are those which could lead to financial loss, non-compliance with legislation, damage to the Council's image and reputation and failure to meet stakeholders' expectations. Significant risks remain for the scheme in relation to planning consent and land acquisition for the Clifton Moor site however it is anticipated that the risks will be removed if the outstanding approvals are received in the near future. Measured in terms of impact and likelihood, the score for the remaining risks after mitigation measures have been implemented has been assessed at less than 16. This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.

### **Recommendation**

35. (i) The Executive is recommended to approve the CYC contributions for the Access York Phase 1 project, as set out in the anticipated spend/funding profile in paragraph 11 and the potential funding sources in paragraph 14.  
  
(ii) The Executive is also recommended to approve the procurement of Halcrow as the Lead Design Consultant.

Reason: To enable the Access York Phase 1 project to proceed as planned by providing the required funding and approving the procurement of Lead Design Consultant.

**Contact Details**

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Report Approved  | Date 31/3/10

**Specialist Implications Officer**

There are no specialist implications.

**Wards Affected:**

All

**For further information please contact the author of the report.**

**Background Papers:**

- (1) Result of Regional Transport Board Capital Bids and Application for Use of Contingency Funds – to the Executive on 22 April 2008
- (2) Access York Phase 1: Park & Ride Development - to the Executive on 12 February 2008
- (3) Access York Phase 1: Programme and Consultation Plan – to the Executive on 29 July 2008
- (4) Access York Phase 1: Park & Ride Development – Update and Outcome from the Clifton Moor Site Options Consultation – to the Executive on 28 April 2009
- (5) Access York Phase 1: Park & Ride Development – Procurement of a Lead Design Consultant – to the Executive on 19 January 2010

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