



Notice of meeting of

Scrutiny Management Committee

To: Councillors Galvin (Chair), Blanchard (Vice-Chair), Kirk, Moore, Scott, Simpson-Laing, Taylor and R Watson

Date: Monday, 28 January 2008

Time: 5.00 pm

Venue: The Guildhall

AGENDA

1. **Declarations of Interest**

At this point in the meeting, Members will be invited to declare any personal or prejudicial interests they may have in the business on the agenda.

2. **Minutes** (Pages 3 - 4)

To approve and sign the Minutes of the meeting held on 26 November 2007.

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 an issue within the Committee's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Friday 25 January 2008 at 5 pm.

4. Update on Work of Health Scrutiny Committee (Pages 5 - 10)

This report introduces an update from Cllr Tina Funnell, Chair of the Health Scrutiny Committee, on the activities and work of the Committee to date.

5. Budget Consultation (Pages 11 - 14)

In accordance with its constitutional role, this report seeks Scrutiny Management Committee's advice on the support budget to assist Scrutiny in conducting their reviews.

6. Traffic Congestion Ad-hoc Scrutiny Review - Interim Report (Pages 15 - 44)

This report sets out progress to date with the Traffic Congestion Ad-hoc Scrutiny Review and seeks approval to extend the timeframe and increase the budget for the review.

7. Any other business which the Chair decides is urgent under the Local Government Act 1972

Democracy Officer:

Name: Simon Copley

Contact details:

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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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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

| | |
|---------------|--|
| MEETING | SCRUTINY MANAGEMENT COMMITTEE |
| DATE | 26 NOVEMBER 2007 |
| PRESENT | COUNCILLORS BLANCHARD (VICE-CHAIR, IN THE CHAIR), HUDSON (AS SUBSTITUTE FOR GALVIN), KIRK, MOORE, SCOTT (UNTIL 6.45PM), SIMPSON-LAING, TAYLOR AND R WATSON |
| APOLOGIES | COUNCILLOR GALVIN |
| IN ATTENDANCE | COUNCILLOR B WATSON (UNTIL 6.50PM) |

28. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda.

No interests were declared.

29. MINUTES

RESOLVED: That the minutes of the meeting of the Scrutiny Management Committee held on 22 October 2007 be approved and signed by the Chair as a correct record, with an amendment to paragraph 3 of minute 26 (Drainage in York – Feasibility Study) to replace the word “revised” with “resubmitted”.

30. PUBLIC PARTICIPATION

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

31. UPDATE ON IMPLEMENTATION OF THE RECOMMENDATIONS OF PREVIOUS SCRUTINY REVIEWS

This report provides Members with an update on the implementation of recommendations made as a result of the following scrutiny reviews completed since 2004:

- Takeaways; Powers of Enforcement – completed October 2005;
- Reducing Carbon Emissions – completed September 2006;
- Recycling & Re-use – completed September 2006.

The Assistant Director (Planning & Sustainable Development) attended the meeting to answer questions relating to the “Takeaways; Powers of Enforcement” topic and also recommendations from the “Reducing Carbon Emissions” topics which fell within his area of responsibility.

In relation to the “Takeaways; Powers of Enforcement” topic, it was reported that the update from the Environmental Protection Unit on recommendation 1 was still awaited and that this would be circulated to Members by email. In relation to recommendation 2, information was requested from Neighbourhood Services on the possibility of using street operatives to feed back information on hours of opening.

In relation to the “Reducing Carbon Emissions” topic, Members highlighted the need for follow up training and briefing notes to be provided for them to cover updates to BREEAM (Building Research Establishment Environmental Assessment Method).

With regards to the “Recycling and Re-use” topic, Members highlighted the need to continue monitoring recommendation 2 and, in relation to recommendation 3, requested an explanation as to why a re-use credits system was considered too complicated to implement. For recommendation 4, Members expressed the view that the payment of re-use credits for the Bike Rescue Project should be reconsidered and also requested information on how the Bicycle Recovery Project was being monitored. With regards to recommendation 5, Members requested further details of the ongoing work referred to in the update.

- RESOLVED: (i) That the recommendations on “Takeaways; Powers of Enforcement” be signed off, subject to the additional information requested being provided¹;
- (ii) That the recommendations on “Reducing Carbon Emissions” be signed off;
- (iii) That recommendation 1 on “Recycling and Re-use” be signed off and the Assistant Director (Environmental Services) be invited to a future meeting to provide a further update on the remaining recommendations².

REASON: To raise awareness of those recommendations which have still to be implemented.

[Councillor Moore requested that his vote against recommendation (i) be recorded.]

Action Required

- 1 Provision of additional information by email;
2 Attend future meeting to provide further update.

JB
KS

P BLANCHARD, in the Chair

[The meeting started at 6.25 pm and finished at 7.05 pm].



Scrutiny Management Committee

28 January 2008

Report of the Head of Civic, Democratic and Legal Services

Update on Work of Health Scrutiny Committee

Summary

1. This report introduces an update report from Cllr Tina Funnell as Chair of the Health Scrutiny Committee, on the activities and work to date of the Committee.

Background

2. The Health Scrutiny Committee was formed in May 2006 to carry out the statutory health scrutiny function which was previously under the remit of the Social Services and Health Scrutiny Board.
3. Cllr Tina Funnell will update members on:
 - a. Proposals for the formation of a Local Involvement Network (LINK) for the City of York area.
 - b. Contributing to the "Annual Health Check" – the assessment process for NHS Trusts
 - c. Planned work for the remainder of the municipal year
 - d. Other relevant issues connected with the health of the citizens of York.
4. The programme of work for the remainder of the year is likely to relate to the provision of alternatives to in-patient hospital treatment for people with long-term health problems, in particular:
 - a. mental health problems (especially care of the elderly)
 - b. musculoskeletal disorders.

Consultation

5. Members working in health scrutiny are in close and frequent consultation with colleagues from the health trusts and other

organisations which impact on the healthcare of people in York as well as community representatives.

Options

6. Members may receive this report and ask any relevant questions of the Chairman of the Health Scrutiny Committee. They can decide the frequency of future reports to SMC.

Analysis

7. Members need to consider the future workload of the committee when requesting frequent updates from any source.

Corporate Values

8. This report is relevant to the Corporate Value of encouraging improvement in everything we do.

Implications

9. There are no known Financial, HR, Equalities, Legal, Crime and Disorder, IT or other implications at this stage.

Risk Management

10. In compliance with the Council's risk management strategy. There are no risks associated with the recommendations of this report.

Recommendations

11. Members are asked to receive the report on the progress of the Health Scrutiny Committee and decide on the frequency of future updates.

Reason: to inform Scrutiny Management Committee of the work and progress of other Scrutiny Committees.

Contact details:

Author:

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Chief Officer Responsible for the report:

Colin Langley
Acting Head of Civic, Democratic and Legal Services

Report Approved

Date 18-01-08

Specialist Implications Officer(s) None

Wards Affected:

All

For further information please contact the author of the report

Annexes

Annex A - Update from Cllr Christina Funnell

Background Papers

None

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April 2008 will see the creation of LINKs for each local authority with Social Services responsibility. At the moment City of Council and North Yorkshire County Council are collaborating on a joint tendering arrangement to identify a host organisation for the two authorities: the host may serve both authorities or either one and expressions of interest have been received from a range of organisations. The Health Scrutiny Committee and officers from the Council are hosting an event for people and organisations in York who are interested in LINKs on 31st January. LINKs have a much wider remit than the Patient and Public Involvement Forums which had been appointed for each NHS Trust, PCT and Ambulance Trust where they were only concerned with health issues. LINKs will also be concerned with social services and in the current environment where health and wellbeing cuts across all aspects of the work of local authorities a well informed LINKs should be seen as a major asset to the work of all public service provider bodies.

The remit for LINKs will enable all voluntary and community organisations to work together to promote health and wellbeing and to ensure the needs of people who are not normally consulted about their health and wellbeing needs are heard. The event on 31st January had been requested by local organisations and I am pleased that officers have been able to respond so positively to that request as well as using resources efficiently and effectively by collaborating with North Yorkshire CC and building on the work they have already undertaken.

Work is now underway on the Annual Healthcheck required by the Healthcare Commission, and I am attempting to meet PPI Forums to hear about their comments. We do not have the resources or expertise to comment on all standards assessed in the Annual Healthcheck and I hope that we will be able to ensure that Trusts are fulfilling their legal obligations to consult with patients and service users in a significant way as services are changed and developed.

The presentation from Dr Peter Brambleby the Director of Public Health at the PCT was interesting and his offer to come to a workshop to discuss clinical guidelines for treatments and how they are managing the enlarged

provision of services in the community was welcome. The workshop format will enable patient and community groups to engage in the dialogue and share their knowledge and expertise with Dr Brambleby which I am sure will be helpful and informative for members of the Committee too. The Workshop is to be held on Monday 18th February at 4.00 pm and I hope that we will be able to involve a wide range of community and voluntary groups who are concerned in any way with health and wellbeing.

As a result of a question from a member of the Older People's Assembly, Dr Brambleby informing the Committee that the largest part of their budget was spent on mental health services, and information shared at our consultation in August where it was noted that managing Alzheimer's disease was a major challenge for the Council. The Committee are minded to review services for older people and mental health. The focus should be about how the partnerships between the Hospital, PCT and Council are working together to ensure best care for this growing number of people. Provision of services for people with musculoskeletal disorders will also be reviewed.



Scrutiny Management Committee**28 January 2008**

Report of the Head of Civic, Democratic & Legal Services

SCRUTINY REVIEW SUPPORT BUDGET**Summary**

1. This report summarises the position to date on expenditure against the budget available specifically for supporting scrutiny reviews in 2007/8. It also seeks Members views on the available budget for 2008/9, with a view to making a recommendation to the Council as part of the budget setting process.

Background

2. This Committee has the constitutional right to consider and recommend to Council a suitable scrutiny budget, to be used for the effective support of any agreed reviews during a year.
3. For the 2007/8 financial year, scrutiny was allocated a budget of £6,000 to support its reviews. This budget was originally £9,500 in the financial year 2004/5 and was reduced to the figure of £6,000 in the financial year 2005/6.

Budget Monitoring

4. As at January 2008, expenditure against this budget is £364. In September 2006, a sum of £250 of expenditure was allocated per Scrutiny Committee or Ad-Hoc Sub-Committee to support administrative and consultative processes associated with their reviews from this budget. This was agreed on the basis that requests for more funds could be made to Scrutiny Management Committee (SMC).
5. A request to SMC for additional funds from the Traffic Congestion Ad-hoc Scrutiny Committee has been included in their interim report to be considered at this meeting. The Education Scrutiny Committee is also planning to request additional funds in order to complete their review of School Governors, in the approximate amount of £550 (full details will be contained within their interim report to SMC in February 2008).
6. Expenditure so far this financial year has been minimal but a greater call on the budget is anticipated between now and the end of the financial year due to the above requests and a number of additional expenditure commitments in the pipeline as follows:

Health Scrutiny Committee

7. Public & Patients Consultation Event - room, equipment, catering etc - £300

Scrutiny Training for Members

8. Training provided in June 2007, awaiting invoice - £1,057

Consultation

9. The Head of Financial Services has been consulted on the preparation of the report to ensure it complies with the constitutional and statutory requirements for feeding into the budget process for 2008/9.

Options

10. The information on budget expenditure in 2007/8 to date is merely for noting. However, Members have the constitutional right to consider what recommendation they wish to make to Council in relation to the allocation of budget for supporting scrutiny reviews in 2008/9. Council will receive that recommendation at its budget meeting on 21 February 2008, consider it and set an appropriate figure for this budget accordingly.

Analysis

11. Members should consider what scrutiny support budget they wish to recommend to the Executive, taking into account the following issues:
 - a. Current level of expenditure;
 - b. What the budget is used for now and what it could be used for in 2008/9;
 - c. The current budget climate in general

What is or Could the Budget be Used for?

12. Currently, and over the past 2 financial years, this budget has been used to cover expenditure on the following range of consultative events and information gathering exercises:
 - a. Community meetings
 - b. Drop in centre events
 - c. Site visits to other local authorities or places of interest related to the scrutiny
 - d. Publicity associated with any of the above
 - e. Conferences and training events
13. In the next financial year, it is anticipated that the budget will be used in much the same way. However, it is hoped that the new procedures in place now will sharpen the focus of reviews and enable more short to medium reviews to be completed. As a part of the reviews commissioned in 2008, Members may

wish to take up more opportunities to inform their reviews through a wider range of consultative events and learning exercises.

14. The local Government & Public Involvement in Health Act 2007 envisages extending scrutiny powers to services external to the Council. As a result, funding for a wider range of consultative events and processes may be required.

Corporate Direction & Priorities

15. This report in terms of budget monitoring and making recommendations on a suitable level of budget for supporting scrutiny reviews, helps contribute to an effective and successful scrutiny process. This in turn supports the Council in moving forward in line with the direction statements set out in the recently refreshed Corporate Strategy.

Other Related Issues

16. Members will be aware that the Chief Executive's restructure originally proposed an additional Scrutiny Officer at SO1/2 level, following abolition of the Scrutiny Manager post. Subsequently, in an effort to find further savings, the Executive agreed to both reduce the pay range of this post to Scale 4 / 5 as a Scrutiny Assistant and to defer appointment to it, pending more information on the impact of the local Government & Public Involvement in Health Act 2007 referred to above.

Implications

15. **Financial** - Constitutionally, SMC is delegated to recommend to Council an appropriate support budget for scrutiny reviews.
16. There are no Human Resources, Equalities, Legal, ITT, Crime & Disorder or other implications associated with this report

Risk Management

17. There are no known risks associated with this report other than a possibility that scrutiny might be allocated a budget by the Council it feels is wholly inadequate for supporting its reviews, if SMC fails to make a recommendation.

Recommendations

17. Members are asked to note the report, the current budget position and to recommend a budget to the Council for supporting scrutiny reviews.

Reason: To enable a robust scrutiny review support budget to be set for the 2008/9 financial year.

Contact Details

Author:

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Chief Officer Responsible for the report:

Colin Langley
Head of Civic Democratic & Legal Services

**Report
Approved**



Date 21 January 2008

Specialist Implications Officer(s)

Patrick Looker
Principal Accountant

Wards Affected:

All



For further information please contact the author of the report

Background Papers:

None.

Annexes

None.



Scrutiny Management Committee

28 January 2008

Traffic Congestion Ad-hoc Scrutiny Review – Interim Report**Background to Scrutiny Review**

1. This topic was originally registered by Cllr Tracey Simpson-Laing in April 2005 in an effort to access 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.
2. In November 2006 Scrutiny Management Committee (SMC) reconsidered the topic registration together with a draft remit suggested by Cllr Simpson-Laing. After due consideration, SMC agreed a timeframe of six months for the review, and the following amended remit was agreed:
3. **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. Alternative environmentally viable and financially practical methods of transport
- iv. CO₂ Emissions
- v. Journey times and reliability of public transport
- vi. Economic Performance
- vii. Quality of Life
- viii. Road Safety

Background to Congestion Issues

4. Officers gave a number of briefings to the Committee of the congestion issues faced in York. For practical purposes, congestion was defined as 'where traffic flow exceeds 85% of the road / junction capacity'. This value was adopted as below that level things operated smoothly but above that level flow became unpredictable causing disruption leading to reduced or no free flow.
5. To understand the serious growth and spread of congestion on the principal road network in York, the Committee were presented with information on the modelling work undertaken by Halcrow in 2005. This work was produced using a new traffic model (replacing the various Saturn models that had been used since 1988) and 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 – See Annex A.
6. The future projections took into account both the additional traffic from anticipated employment and residential development such as York Northwest, 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.

Consultation

7. This 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 have also been consulted in relation to Objective (v) - Journey times and reliability of public transport.

Accessibility to services, employment, education and health

Information Gathered

8. The issue of providing 24/7 public transport provisions is a very large and wide-ranging subject. The majority of the bus services in York are run on a commercial basis by the bus operators. In order to provide a service to the community, CYC subsidises routes and evening and weekend services to infill demand where a commercial service is not viable. The extent of the subsidy and number of routes is detailed in Annex B. However, funding for this has to compete against many other functions that the council carries out and is budget led. Although bus routes are scheduled to be reviewed every five years it may be beneficial to do this on a more regular basis in order to react to changes in the location of services etc.
9. The Road Transport Bill gives Local Authorities some additional powers to insist that bus operators provide a better service, following twenty years of bus deregulation which has caused difficulties. Currently the subsidised services

that City of York Council let, gives the opportunity to specify standards but a Bus Quality Contract could force further positive changes.

10. Competition might also be a useful tool to drive up standards. Other bus companies could be encouraged to tender for contracts but there are recognised positives and negatives to having more than one provider. For example, one provider can offer a ticket providing travel throughout the city over a fixed time period. If some routes are provided by a different bus company, more than one ticket would have to be purchased resulting in travel costs being higher. Alternatively, if there is only one provider, they will have a monopoly allowing them to set travel costs at a higher rate.
11. The second Local Transport Plan (LTP2) highlights the key issues around improving accessibility for all:
 - The 2001 census showed approximately 12% of the economically inactive population (aged 16 to 74) in York are permanently sick/disabled. It is imperative that the transport environment improves accessibility to jobs for these groups.
 - The property price boom over the past decade and the recent low levels of family housing construction in York has made it increasingly difficult to live near to places of employment. The need to relocate to more peripheral locations has necessitated longer journeys to work, which are often less suited to non-car options.
 - Journeys, particularly outside the main urban area, are becoming increasingly more difficult to serve by public transport due to the varied nature of journeys serving a wider number of origins and destinations, along with reduced opportunities to satisfy needs locally.
 - Expansion of the night time economy will increase the demand for trips that often cannot be satisfied economically by public transport
 - More than one in four York households does not own a car. This has a significant impact on their ability to access education, training and employment opportunities in some areas.
 - The main accessibility barriers to people with learning disabilities are poor transport information and harassment on public transport.
 - Further education and new job starters find travel costs hard to meet
 - Improvements in information would improve confidence in using public transport (or walking and cycling).
12. Consultation with York residents on LTP2 found that improving access to services for all was the second most important priority after reducing congestion.
13. A 'Citywide Accessibility Strategy for York' has already been 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. Action plans containing a range of solutions and available options were then 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 walk / 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.
14. Members received a presentation on the role Accessibility Mapping plays in analysing alternative public transport scenarios and how the 'Accession' system works. However, it was identified that this work had stopped due to other priorities and loss of specialist staff leading to progress being well behind.

Issues Arising

15. Having considered the information provided, Members have identified additional factors which could further affect a modal shift in travel. These include:
- Extending the Park & Ride service to improves access to York Hospital outside of peak hours
 - Identifying under used bus services
 - Increasing the number of buses in use during 'school run' times to reduce gaps in service
 - Improved interchange points in the city centre
 - Improved safety measures for taxis e.g. CCTV in cars
 - Sustainable Tourism – a tourist tax with monies collected being used in total to deal with accessibility issues
 - Access to primary school education
 - Publicising good practices by employers across the city i.e. Green Travel Plans
 - Ensure the implementation of the Council's own Green Travel Plan
16. It will also be necessary to consider local measures in priority areas:
- A more regular review of the bus network to take into account new business locations and new housing
 - Re-location of bus stops - Quality Bus Partnership currently reviewing city centre bus stops
 - Identifying bottlenecks
 - Regulation and enforcement of delivery vehicles
 - Additional bus lanes on key roads into the city

17. In order to investigate ways of making a positive change in the public's attitude to public transport and to look at the additional factors identified above, more mapping work would be required than that originally planned for LTP2. If this additional mapping work is to be carried out, it will have an impact on resources in City Strategy.

Air Quality, in particular looking at the five hotspots identified in the LTP2

Information Gathered

18. Nationally 24,000 people die prematurely each year due to health issues related to air pollution. Air quality is linked to global warming and climate change, and the Environment Act 1995 requires all Local Authorities to review and assess air quality and to declare 'Air Quality Management Areas' where health based objectives are not being met. Local air quality is assessed in relation to the levels of NO_x and PM₁₀ emissions.
19. There are 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
20. As improved air quality is one of the four key aims of LTP2, it includes measures to address air quality issues. If these are implemented as planned within the AQMA, the annual average nitrogen dioxide objective will be met in most locations by 2011, although there will still be some exceedances in the technical breach areas. It should be noted that the predicted reductions are due mainly to cleaner vehicle technology and not LTP2, and any increase in vehicle numbers may eventually negate this reduction.
21. 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.

Issues Arising

22. Emissions from vehicles are the main factor affecting air quality and the number, type and age of vehicles on York roads are directly relevant to the levels of pollutants recorded. It is recognised that much more needs to be done to achieve the objective at all locations across the City, and the minimum aim should be to achieve a continuous improvement across the AQMA. Planning decisions must also continue to reflect the need to improve air quality and prevent the creation of other relevant locations.

23. Threats to air quality include:
- Current and future car parking policies
 - On going large scale development e.g. York Northwest
 - Proposed changes to CYC staff travel incentives
 - Workplace parking in private sector
 - Secondary effects of climate change policies e.g. switch from petrol to diesel
 - Changes to local bus fleet
 - Lack of funding
24. City of York Council needs to lead by example by adopting clear policies for dealing with air quality and planning issues, and to address these threats, we need to continue and improve modelling and monitoring of both traffic and air quality to ensure our policies are effective and based on scientific evidence.

Alternative environmentally viable and financially practical methods of transport

Information Gathered

25. 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 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.
26. York has a high level of short commuting trips (56% of commuting trips by York residents were less than 5km in 2001). This suggests that walking and cycling could be important in providing an alternative mode of transport for commuters and therefore particularly effective at helping to reduce congestion at peak times. At present 13-15% of York's commuters travel by cycle and ?% by foot. With the right policies and facilities there is significant potential for increasing these levels with the added benefit of improved health.
27. LTP2 has a range of initiatives targeted at increasing the share of cycling and walking in York. However, it needs to be recognised that these modes do not suit everyone or all journeys. The young, the elderly and those with young children are target groups that through their special circumstances it would not be reasonable to anticipate high levels of use. Equally it must be recognised that the modern lifestyle and the layout of the city are constraints that will continue to result in a demand for vehicle-based travel.
28. To a degree these vehicle trips can be accommodated by public transport, be it by multi passenger type vehicles or taxis/private hire. These 'shared' vehicles can be of an environmentally friendly type and thus provide transport at a reduced cost to the environment. However, it is clear that given the option,

individuals will generally opt for the use of their own private transport in preference to the use of shared transport.

29. As a target within LTP2, all new developments over 0.4Ha are to contribute either financially or physically to pedestrian, cycle or public transport networks (an approximate target of 75% has provisionally been set). In order to affect a more positive change the size of development to which this applies could be lowered.
30. There are a number of soft measures presently in place to encourage alternatives to car travel in York:
 - Bus information services to residents via libraries, council outlets, EYMS call centre, internet and 'Cityspace' columns etc
 - New arrangements for issuing concessionary passes
 - Promotion and re-launch of Yozone scheme
 - Cycle Map, cycle promotion events and cycle training
 - Promotion of car-sharing web site and Whizz-go car-club
 - Information and maps on the internet
 - Participation in national sustainable travel campaigns & events
 - Employer travel plans (inc CYC)
 - School travel plans including workshops for teachers and parents, presentations at assemblies and a travel exhibition
 - Walk to school weeks
 - Sponsored high visibility tabards and slap-wraps (Ware & Kay)
 - School safety banner competition
 - School travel plan writing kit
 - Long-term Curriculum linked walking and cycling initiative(s) for all schools
 - Schools debating contest in Guildhall
 - Promotion of Cycling in Schools

Issues Arising

31. Although much has been done in York in the past to encourage cycling, this approach has now 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 also seems to have reached a point where additional trips are not being made.
32. A previously completed scrutiny review of cycling provision identified many gaps in the current cycling network across the city and a number of tricky junctions. Many of these gaps remain and although the cycling strategy includes measures to address some of these the cycling strategy would benefit from being reinvigorated.
33. It was noted that no general promotion or campaigns for cycling and walking had been undertaken in York for at least five years and that the budget had since been given up as a saving. However, evidence from the Government's Sustainable Cities Initiative and Cycling England's Cycling Demonstration

Towns, show that 'Smart Travel' planning and focussed promotion of walking and cycling can increase these modes.

34. The key to reducing the environmental footprint of transport thus lies in having a properly balanced Transport Strategy that provides a combination of transport options that are genuinely environmentally friendly, significantly support the use of non vehicle based travel, involve active promotion of the benefits of the mode providing individualised 'Smart Travel' advice to residents, and actively reduce the use of private transport. This latter could be achieved by a simple reduction in the need to travel or by preventing use through regulation or fiscal means.

CO₂ Emissions

Information Gathered

35. CO₂ has an adverse impact upon the global environment as the principal greenhouse gas. The Government have identified that a reduction of between 60-80% in greenhouse gas emissions are required by 2050, with early action needed to move towards this and to avoid unacceptable climate change.
36. The transport sector (including aviation) accounts for above a quarter of the total carbon emissions in the UK, and of this, road transport accounts for 85%.
37. Heavy goods vehicles (HGVs) and buses between them account for some 42% of the carbon emitted by the transport sector, this despite the fact that there are some 26 million passenger cars but less than a total of 1 million HGVs and buses. There is thus a clear link between transport and the production of CO₂ but an even clearer link between the polluting impact of HGVs and buses.
38. Whether or not buses are a form of environmentally friendly transport depends largely on the numbers using the bus and how many car journeys have been displaced, thus reducing the amount of road space used by transport. The key to solving the adverse impact of buses is the use of green transport fuels e.g.
 - Bio-diesel - a clean burning completely bio-fuel, from an entirely renewable energy source. This is already available in the U.K, but as yet is being used in combination with mineral diesel. If a diesel compound is 5% bio-diesel, this increases the fuel economy of the vehicle by 12%, whilst increasing engine life by 40%. Some studies have however shown that bio-diesel (or bio-diesel blends) can give rise to greater emissions of NO_x than conventional mineral diesel having a secondary consequence to food crops which in turn puts up food prices and increasing deforestation.
 - Liquefied Petroleum Gas (LPG) - produced from natural gas (usually methane) fields. Not a 'renewable' fuel, as eventually the gas fields will run dry. Many vehicle manufacturers have already produced cars that run on LPG and conversions of existing conventional engines are widely available. LPG vehicles have been shown to reduce greenhouse gas emissions by 10% and to give rise to less NO_x and PM₁₀ emissions than

conventional fossil fuels. Problems with the reliability and efficiency of LPG vehicles (particularly conversions), a reduction in the emission differential between LPG powered vehicles and petrol driven vehicles, and the ceasing of grant assisted conversion programmes across the UK, has seen enthusiasm for LPG wane in recent years.

- Fuel Cell Vehicles - Electro-chemical devices that turn hydrogen to water or steam. Electricity is produced in this process, and it is this electricity that provides fuel for the vehicle. The only emission therefore, is water, making this potentially a green fuel. However, the cell needs a supply of the two component gases and the production of Hydrogen involves the consumption of energy and hence, depending upon how it is obtained the overall process may not be as environmentally friendly as would first appear. Fuel cells are nevertheless said to be the most promising development in environmentally friendly transport fuel. This solution is only likely to be available in the long term.
- Stored Electricity - Whilst not strictly a 'fuel' this is a source of energy and in a suitable vehicle it can be used to provide the motive power to electric motors. The method of storage, however, is inefficient, heavy and has a limited life. Dependant upon the type of battery disposal of exhausted batteries can pose some significant issues and in environmental terms there is a cost to be paid in reclaiming the materials used, some of which are exceptionally toxic.
- Compressed Air – Again, not strictly a 'fuel' but is a means of storing energy produced by whatever means so that it can be used in a mobile situation. How environmentally friendly this might be will depend upon the energy source used to compress the air at the point of delivery. (ie the garage forecourt). Invariably this is likely to be from an electrical source and thus whilst the compressed air driven vehicle will produce no pollutants with respect to the local environment, on a global view how that electricity is produced will determine just how 'green' the overall impact is.

Issues Arising

39. Members recognised that there was limited scope at local level for moving towards alternative fuel technology as this was predominately a matter for national Government and the motor vehicle industry. Members did however recognise the following broad approach to reducing transport based CO₂ emissions:
 - Reduce need to travel
 - Undertake maximum number of journeys by environmentally friendly modes
 - Maximise the uptake of car sharing
 - In short term switch to lower carbon emission fuels and maximise engine efficiency
 - In medium term switch to non-carbon based fuels
 - Improve driving standards / training, to drive fuel efficiently
 - Reduce congestion and engine idling

40. As other actions are often in individual hands, the role of wider education and promotion campaigns coupled to 'Smart Travel' initiatives are key. However the Committee recognise that there is no budget or staff currently available to do this.

Journey times and reliability of public transport

Information Gathered

41. The reliability of any bus service is measured by its ability to keep to its published timetable. It is immaterial to users what that time table actually is. They will tolerate a degree of late running but early running is, the same as the vehicle never arriving.
42. Public transport is subject to the same congestion as other vehicles, with the exception of where there are bus lanes or signed priority. It is a fact that the degree of congestion within the city and on the core highway network, varies day to day and road to road. The variation is caused by a combination of factors amongst which are:
- Road works
 - Holidays (public & school)
 - Time of year
 - Weather
 - Dwell time (ie length of time a bus is stationary at a stop, this being a function of the number of passengers getting on (or off) the bus at that stop)
 - Access delays (ie the lost time in a journey which occurs because a bus has to physically stop at a bus stop and then regain its place in a stream of traffic.)
43. Dwell times are a factor that are unique to public transport and can be influenced to a degree through the design of the vehicles, the payment method and the clarity of information about payment contained on the stop. These delays can be allowed for in constructing the timetable and thus should have no significant influence upon bus reliability.
44. Access delays are also a factor unique to public transport and are capable of influence through decisions taken about the number and frequency of stops. The council is also able to assist by the use of bus boarders that effectively prevent the bus losing its place in the traffic flow when stopping to pick up passengers. Clearly this comes at the cost of additional delays to non-public transport vehicles so in effect merely transfers the access delay from one vehicle to many.
45. Representatives of the local bus service providers and the Chair of the Quality Bus Partnership attended a meeting of this committee to consider and discuss the issues surrounding journey times and reliability, and to consider the findings from a week long survey of a cross-section of York bus and Park & Ride services.

Issues Arising

46. The results of the survey highlighted a number of issues:
- The comparison between timetabled arrival times and actual arrival times at surveyed stops both on and off peak showed significant variation between the two. On some services the variation was as much as 4 minutes early and 4 minutes late on a timetabled 10 minute frequency.
 - The survey did not find any service that consistently met its published timetable throughout the day or even a substantial part of it.
 - Only 66% of the buses running on 'Punctuality Improvement Partnership' (PIP) routes are 'Bus Location Information Sub System' (BLISS) enabled, therefore the customers perception is that the information provided is unreliable. This is 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 cost of installing the BLISS system on one 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 transshipment 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 relative 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
 - 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.
 - 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
47. Members were informed that six years previously, Steer Davies Gleave Consultants examined the reliability of bus services in York and their final report highlighted reasons leading to unreliability which included dwell time, ticketing, congestion of the road network and money in the capital programme. Unfortunately, as acknowledged by the chair of the Quality Bus Partnership, the issues relating to bus service unreliability are still very much the same today.
48. This not helped by the fact that not all bus stops have timetables or shelters, and where the journey is serviced by more than one Bus Company, passengers have to purchase more than one ticket to cross the city.

Other Issues Affecting Congestion

49. There are a number of impediments to traffic flow that officers have identified which are not directly covered by the objectives of this review i.e.:

- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- School Terms
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.

- Travel Plans
All developments over a certain size had to have a green 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 not have a green travel plan and this could possibly be having an effect on traffic 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.
 - 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.
50. The use of technologies and the impact they could have on traffic management, more bus priority signals, and improved reliability of public transport could all be factors that could have a possible impact on traffic flow.
51. Other ways of optimising the network have also been identified i.e. access control, road pricing, network management, extension of Park & Ride, and improvements to the outer ring road. It is intended to look at these in more detail as part of this ongoing review.
52. Of these, officers expressed their view that the most significant in terms of potential effect were 'Demand Management' and 'Smart Travel' planning and promotion. With this in mind, the Committee recognised the need to understand the different forms of Demand Management with their positives and negatives e.g. their relative effectiveness and the costs involved.

Outstanding Objectives

53. This committee has yet to consider the three remaining objectives listed below:
- vi. Economic Performance
 - vii. Quality of Life
 - viii. Road Safety
54. In order to ensure full consideration is given to the remaining objectives and broad strategic options available to the City, this committee will require an extension to the agreed timeframe set by Scrutiny Management Committee for this review, as shown in the following draft timetable:
- | | |
|------------------|---|
| 18 February 2008 | Presentation on road pricing by Paul Wadsworth of Capita Symonds Road User Pricing Consultancy |
| | Local stakeholders and interested parties to be invited to attend i.e. representatives from Chamber |

of Commerce, Quality Bus Partnership, York Taxi Federation, Yorkshire Forward, Inward Investment Board, Nestlé, Joseph Rowntree Trust, York CVS etc

27 February 2008

Consideration of a briefing paper on the broad strategic options available to York, to cover:

- Outer ring road
- Continuation of LTP approach
- Network Management
- Modal Shift / soft measures
- Demand Management e.g. further controls on car parking, road pricing etc
- Impact of development on the City

Local stakeholders and interested parties to be invited to attend, as above

10 March 2008

Presentation by social researcher from University on the effects of traffic congestion on York residents in relation to objectives (vi) Economic Performance & (vii) Quality of Life

Local stakeholders and interested parties to be invited to attend, as above

17 April 2008 (TBC)

Consideration of final objective – (viii) Road Safety

Police Road Safety representative to be invited to attend

1 May 2008 (TBC)

To agree contents of residents survey

July 2008

Consideration of Final Report

September 2008

Final Report presented to SMC

55. This committee would also like to consult with residents on the broad strategic options available to the city (over and above those which are addressed in LTP2), in order that their views can inform the possible recommendations arising from this review, and be included in the final report to be considered by SMC. This committee has looked at a number of ways of doing this and the costs involved, and believe that in order to ensure that the views of a diverse cross section of York residents are gained, the best way forward would be to insert a survey into the 'Your Ward' publication. In order to do this work, the committee will require additional funding over and above that which is available for this review. Annex C details the costs involved for producing and circulating a survey, and compiling and analysing the results.

56. In regard to the objectives considered to date, a summary of the findings, identified solutions, possible impact and draft recommendations are set out in Annex D.

Options

58. Having regard to the aims and objectives of this topic remit and having considered the information provided in this report and Annexes, Members may wish to either:
- a) Agree an extension to the timeframe of this review up to the end of July 2008, in line with the timetable shown in paragraph 54 of this report or;
 - b) Set an alternative extension to the timeframe for the review or;
 - c) Refuse an extension to the timeframe for the review
59. Members may also agree to extend the scrutiny budget available for this review to cover the costs involved with gathering the views of residents on the broad strategic options available to the city in order to inform the recommendations arising from this review.

Implications

60. Financial – If a decision is taken to proceed with the survey of residents on the recommendations arising from this review, additional funding will be required from the scrutiny budget over and above that which is already allocated to each individual review.
61. HR – Any extension to the timeframe for this review will require additional officer resources to support the review.

There are no equalities, legal or other implications.

Corporate Priorities

62. The implementation of the recommendations arising from this review will support the delivery of the following corporate priorities
- ‘Reduce the environmental impact of council activities and encourage, empower and promote others to do the same’
 - ‘Increase the use of public and other environmentally friendly modes of transport’.

Recommendation

63. In light of the above options, Members are asked to:
- i) Note all of the information provided in this report and the associated annexes
 - ii) Extend the timeframe for this review in line with the timetable in paragraph 54

- iii) Agree an increase in budget for this scrutiny review in order that the survey of residents detailed in paragraph 55 can take place.

Contact Details

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Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Interim Report Approved

Date 7 January 2007

Wards Affected:

All

For further information please contact the author of the report

Annexes:

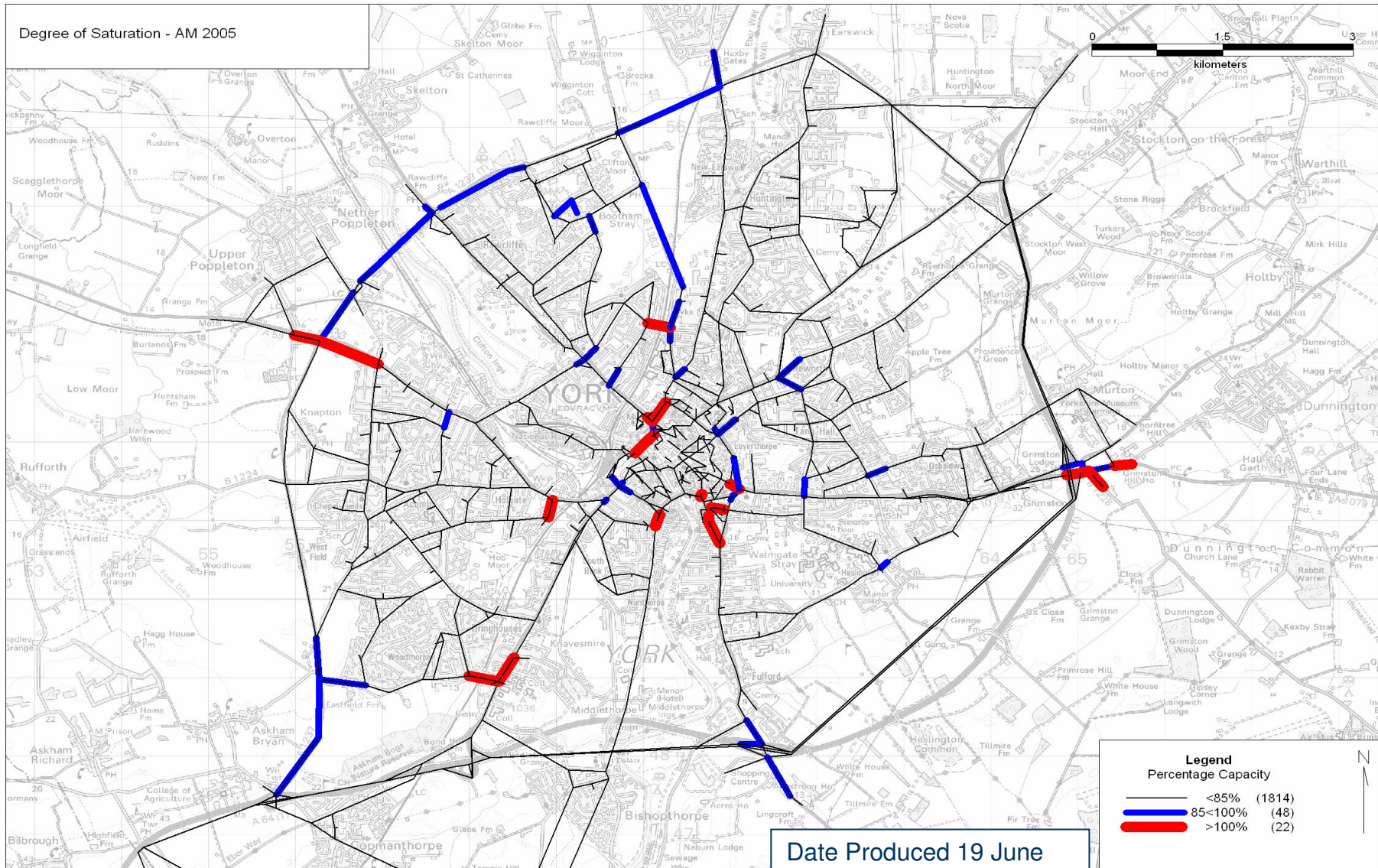
Annex A – Maps showing congestion levels in 2005, 2011 & 2021

Annex B – CYC Subsidy of Bus Services

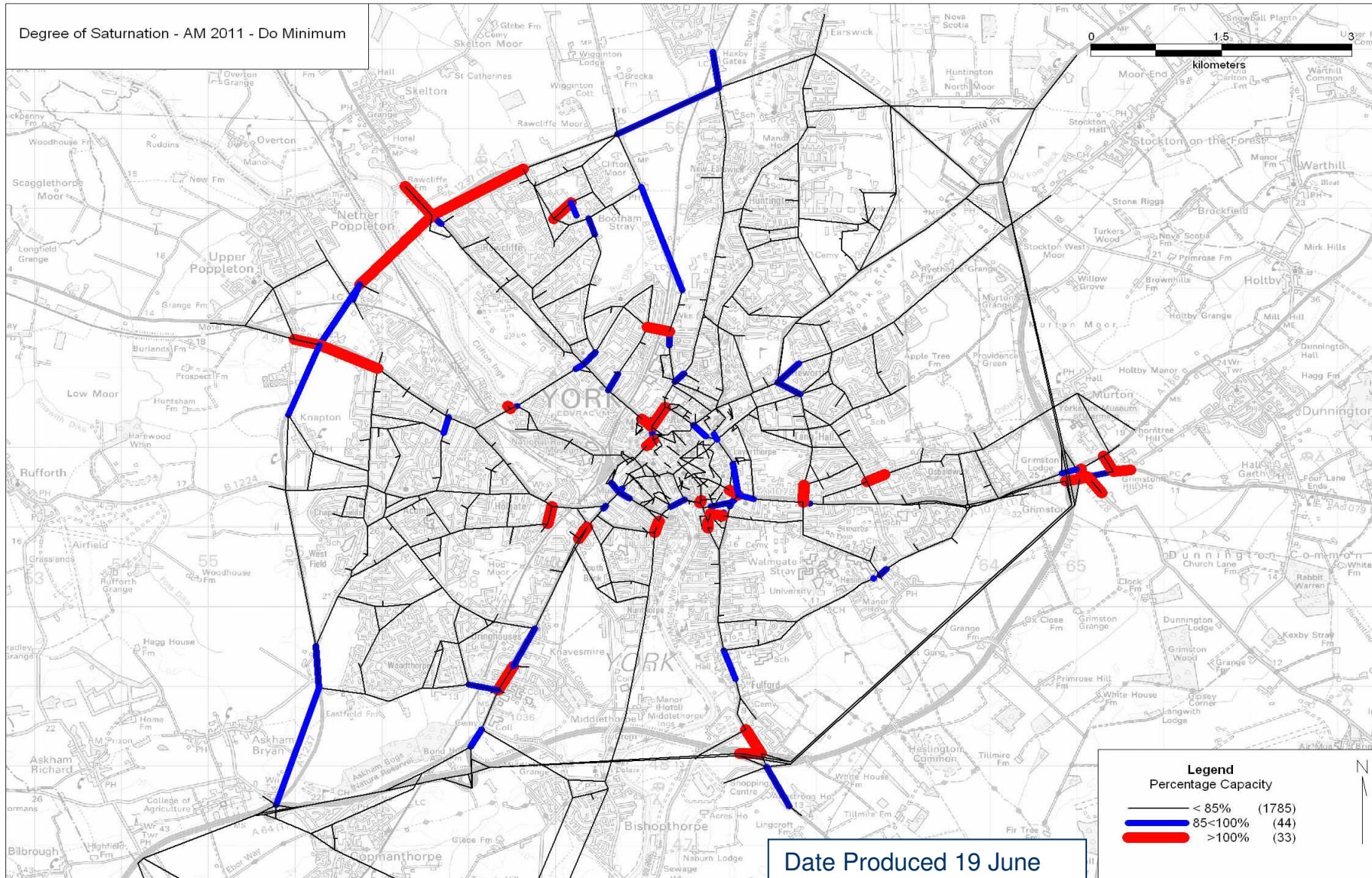
Annex C – Breakdown of costings for resident's survey

Annex D - Table of Findings, Solutions, Impacts & Draft Recommendations

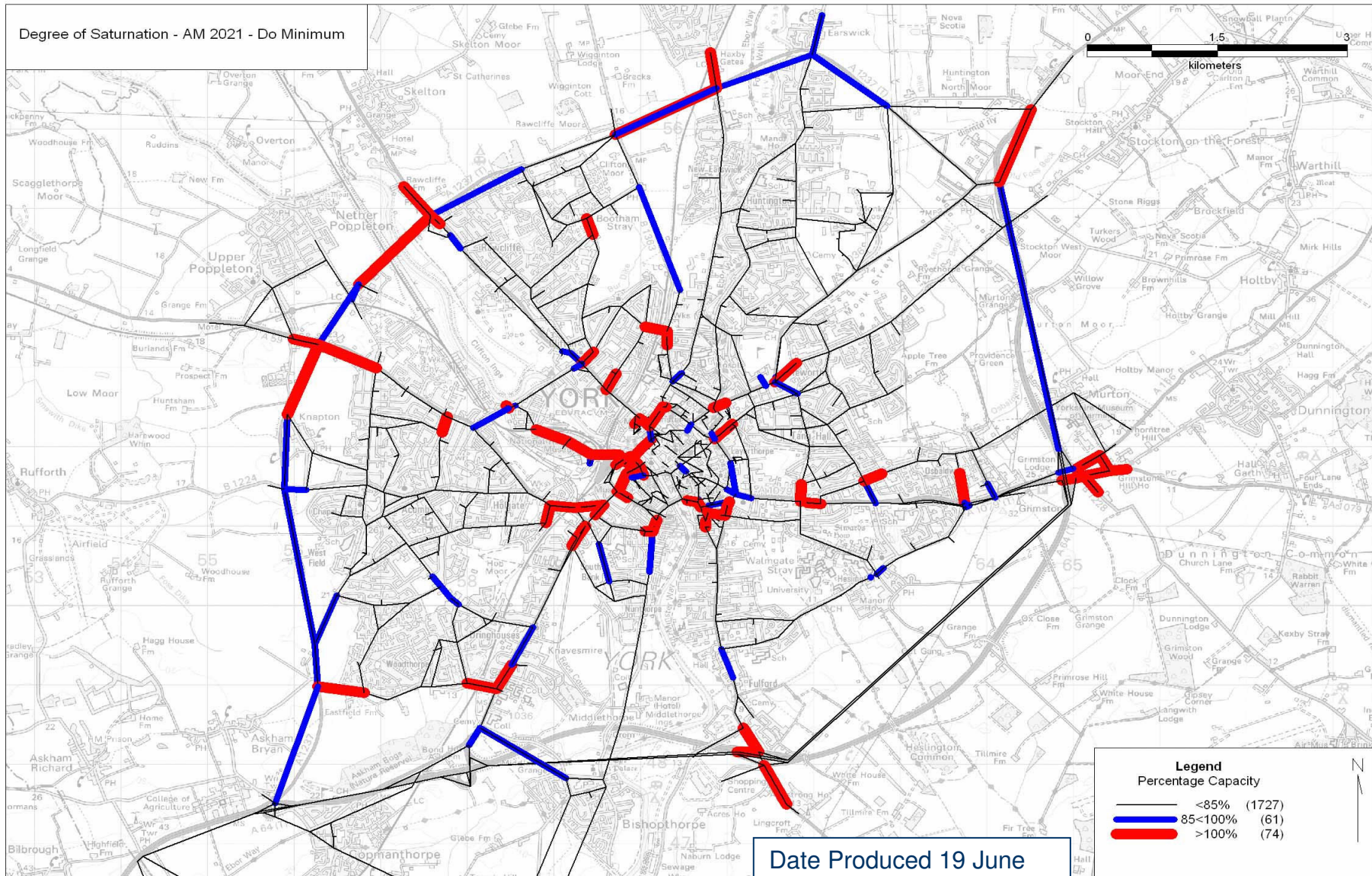
AM Peak 2005



AM Peak 2011 Do Minimum



AM Peak 2021 Do Minimum



AM Peak 2021 – Do Something

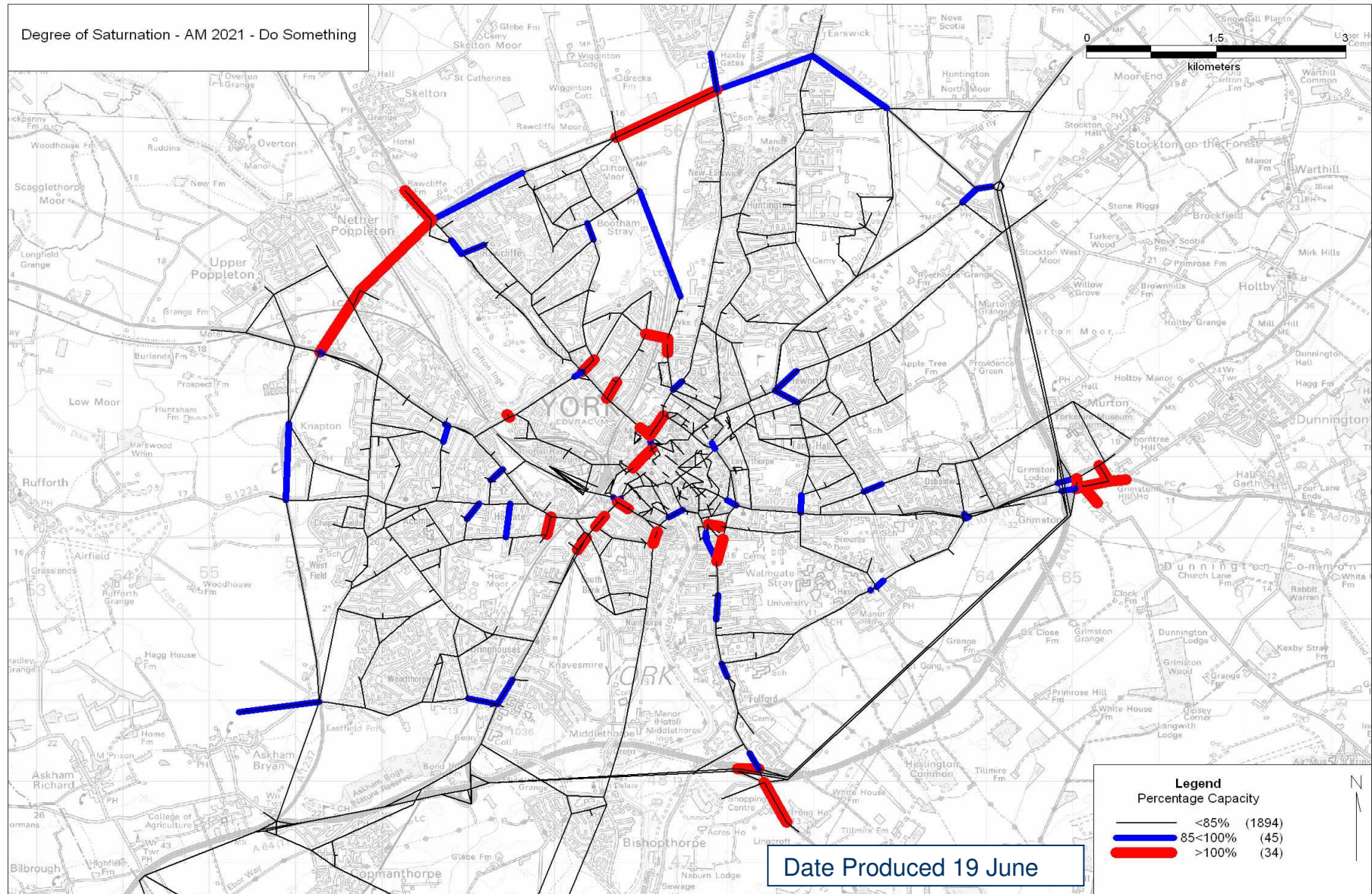


Table of Subsidised Bus Services

(A) - included in service 11

| Service No | Days/Period | Frequency | Annual Subsidy | Annual Bus hr | Subsidy / bus hr | Est. Annual Passengers | Passengers / bus hr | Subsidy / passenger |
|------------|-------------------------|--------------------|--------------------------|---------------|------------------|------------------------|---------------------|---------------------|
| 11 | Weekday evenings | hourly | £20,961 | 1,448.75 | £14.13 | 21,724 | 16 | £0.89 |
| 24 | Fri/Sat evenings | one journey | (A) | 34.67 | (A) | 1,924 | (A) | |
| 11 | Sundays | hourly | £3,990 | 362.25 | £11.01 | 7,342 | 20 | £0.54 |
| 12 | Weekday evenings | hourly | £20,292 | 1,143.75 | £17.74 | 15,142 | 13 | £1.34 |
| 12 | Sundays | hourly | £16,872 | 1,612.00 | £10.47 | 23,068 | 14 | £0.73 |
| 13 | Sundays | hourly | £7,662 | 699.40 | £10.96 | 13,660 | 20 | £0.56 |
| 14,14A | Weekday daytime | hourly off peak + | £24,580 | 2,211.25 | £11.12 | 31,620 | 14 | £0.78 |
| 18 | Weekday daytime | two hourly + | £6,486 | 5,137.60 | £1.26 | 32,450 | 17 | £0.20 |
| 18A | Sundays | two hourly | £1,780 | 416.00 | £4.28 | 716 | 7 | £2.49 |
| 20, 20A | Daily daytime | hourly | £32,280 | 6,770.00 | £15.10 | 26,573 | 12 | £1.21 |
| 20, 20A | Daily daytime | hourly | £69,918 | inc.above | | 57,547 | | £1.21 |
| 21 | Tue/Thur/Fri | two h'rly off peak | £21,840 | 769.60 | £28.38 | 6,268 | 8 | £3.48 |
| 22 | Weekday evenings | hourly | £28,632 | 1,220.00 | £23.47 | 10,500 | 9 | £2.73 |
| 22 | Sundays | hourly | £12,024 | 629.20 | £19.11 | 5,479 | 9 | £2.19 |
| 26 | Weekday daytime | hourly | £71,010 | 8,477.75 | £8.38 | 127,648 | 15 | £0.56 |
| 24,27,27A | Weekday daytime | hourly/sch.times | £95,004 | 4,383.00 | £21.68 | 90,489 | 21 | £1.05 |
| 28,29 | Mon-Fri daytime | hourly | £58,843 | 3,716.50 | £15.83 | 53,228 | 14 | £1.11 |
| 42 | Daily daytime | hourly | £7,200 | 8,217.22 | £0.88 | 35,000 | 16 | £0.21 |
| 142 | Weekday daytime | hourly | £9,464 | 9,465.17 | £1.00 | 5,389 | 11 | £1.76 |
| 195 | Sat | occasional | £242 | 121.16 | £2.00 | 322 | 16 | £0.75 |
| 195 | Various | occasional | £17,112 | 706.00 | £24.24 | 3,121 | 4 | £5.48 |
| 412,413 | Weekday daytime | hourly | £30,753 | 6,077.00 | £5.06 | 18,029 | 9 | £1.71 |
| 415 | Bank Holidays | half hourly | £165 | n/a | | no data | | |
| 746 | Weekday a.m. | one journey | £4,440 | 147.60 | £30.08 | 1,607 | 11 | £2.76 |
| C1 | Weekday daytime | approx.hourly | £37,105 | 3,654.17 | £10.15 | 9,031 | 6 | £4.11 |
| C3 | Weekday peak | occasional peak | £18,400 | 792.50 | £23.22 | 4,656 | 6 | £3.95 |
| | | | Expected out-turn | | TOTAL | 602,533 | | |
| | Rural Bus Subsidy Grant | | £143,468 | | | | | |
| | Council own funding | | £473,587 | | | | | |
| | Total | | £617,055 | | | | | |

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Traffic Congestion Scrutiny Review

Costings For Production of Survey & Distribution Via Your Ward / Your City

Residents Survey

Quantity: 90000 Copies
 Description: Traffic management insert
 Duo Office 100gsm, 1/1 Black
 A4 - A3 folded to A4, 6 page
 Gather, fold & insert into Your Ward
 (excluding VAT) = £ 5,279.00

Design - By HBA graphics

Dependant on the final text: £500.00

Marketing & Communications could plain English the document for free but if it is near publication deadlines and they don't have the capacity it would have to be outsourced at a small charge.

Distribution

Additional costs over and above normal delivery costs due to additional weight etc is £2,944.03

Return Postal Costs For Survey

'FREEPOST' return address
 Dependant on the number of returns
 i.e. 10% returned = 9,000 @ 0.24p = £2,160.00

Compiling Survey Results

Dependant on number of returned surveys
 i.e. 10% returned = 9,000 £4,650.00

Analysis Costs

Dependant on number of returned surveys
 i.e. 10% returned = 9,000 £1,500.00

There is a suggestion that this work could be done by graduates From Leeds University which would minimise the cost, but at this stage we are not able to confirm if this will be possible.

Minimum Total based on 9,000 returns £17,033.03

This does not include any additional costs to cover requests for the survey in alternative languages, large print, Braille or on audio tape etc. We have also not included for the additional staff resources required to deal with any enquiries received as a result of sending the survey out. Marketing & Communications have confirmed that this is the usual consequence of sending out a survey to all York residents and that enquiries will continue to be received for up to six weeks after the survey is issued.

Of the £250.00 budget already allocated to the review, the Committee plan to use some of this to provide refreshments at the three sessions where stakeholders and interested parties are to be invited to attend (see paragraph 54 of the main report).

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

| Objectives (i) - Accessibility to Services, Employment, Education & Health Services | | | |
|---|--|--|--|
| Issue/Findings | Identified Solutions | Possible Impacts & Evidence | 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 early comprehensive review of current bus network in terms of identifying potential improvements |
| 2 Gaps in bus services would be reduced if the number of buses in use during 'school run' times was increased | 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 | 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 | Examine potential for new self funding service |
| 6 Need to increase use of taxis | Improved safety measures for taxis eg CCTV in Cars would encourage greater use and offer increased protection to drivers | Capital cost to taxi proprietors | Licensing & Regulatory Committee to pursue for whole fleet |
| 7 Need to publicise and spread good practices by employers across the city i.e. Green Travel Plans as many well established businesses do not have travel plans | 1) CYC to lead by example i.e. by implementing own Green 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. | Implement CYC Green Travel Plan |
| 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 is already 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. | |

| Objectives (ii) - Air Quality - in particular looking at the five hotspots identified in the LTP2 | | | |
|---|---|---|-----------------------|
| Issue/Findings | Identified Solutions | Possible Impacts & Evidence | Draft Recommendations |
| 1 Road transport accounts for 49% of total emissions of Nitrogen Oxides. Mandatory EU limits for Nitrogen Dioxide (NO ₂) & particulates (PM ₁₀) are due to come into force in 2010 | | | |
| 2 The number, type and age of vehicles on York roads is relevant to the levels of pollutants recorded | | | |
| 3 York has 10 to 15 exceedences of PM ₁₀ which is well below the government objective of 35 exceedences allowed per year | unless there are major changes in York the levels of PM ₁₀ are at an acceptable level and therefore there is no solution required | Understanding of potential problem | n/a |
| 4 PM _{2.5} 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 _{2.5} in York. | Officers confirmed that, if required, they could undertake a short term project at minimal cost to measure levels of PM _{2.5} in the city. | | |
| 5 Rise in pollution in 2006 due to increased traffic believed to be linked to the closing of car parks and the differential between car park fees and bus fares | | | |
| 6 There are five technical breach areas within York's city centre: Lawrence Street Fishergate Gillygate Nunnery Lane Holgate | Implement a Low Emission Zone | | |
| | Introduce a local freight transshipment centre (see section iii) | Extra costs to businesses and operators from rerouting, and to Council in terms of scheme costs | |
| | Relocate queues using UTMC | transfers problem rather than solves it | |
| | Obtain modal shift to bring areas back within limits | | |
| | Road Pricing | Improved AQ for residents in breach areas | |
| 7 Balance shift from petrol to diesel engines in local car fleet | Await long term effect of vehicle stock turnover due to more lower emission vehicles | Leave local residents breathing unsafe air with consequential risks to health and quality of life | |
| 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 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 | | | |

| Objective (iii) - Alternative Environmentally viable and financially practical methods of transport | | | |
|--|---|--|--|
| Issue/Findings | Identified Solutions | Possible Impacts & Evidence | Draft Recommendations |
| 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. | 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. | a) 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. b) Make representation to the Govt for the early role of of relevant sections of the 2004 Traffic Management Act which gives powers to Local Govt re 'moving traffic offences |
| 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 | | |
| 3 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 | 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 | |
| 4 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 an 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. | To encourage cycle use in the City: a) Engage business community to ensure they incorporate cycling facilities into planning applications b) Re-invigorate the cycling strategy and improve planning processes to ensure care in design c) Support other initiatives under development for cyclists including relaunching the Cycling Forum with a view to giving stakeholders the opportunity to help shape future cycling policies and proposals and to encourage partnership d) Designate a 'Cycling Champion' for York e) Promote considerate behaviour in road users and provide separate facilities where space allows f) More thought should be given to alternative environmentally fr |
| 5 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 | |
| 6 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. | | |
| 7 Cycling facilities across York bridges are an issue in general | | | |
| 8 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 | | |
| 9 Use of mass transit systemse.g. conventional light rail, ultra light rail and guided systems 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 option | | |

| Objective (iv) - CO₂ Emissions | | | |
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| Issue/Findings | Identified Solutions | Possible Impacts & Evidence | Draft Recommendations |
| 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 | | |
| 2 The biggest vehicle polluters are HGVs and buses, which account for 42% of the carbon emitted by transport | 4. Improve vehicle engine efficiency & switch to lower / non-carbon based fuels 5. Improve driving standards (for fuel efficiency) | | |
| 3 By 2010 transport is expected to be the largest single contributor to EU greenhouse gas emissions | 6. Reduce congestion delays and fuel wastage | | |

| Objectives (v) - Journey Times & Reliability of Public Transport | | | |
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| Findings | Identified Solutions | Possible Impacts & Evidence | Draft Recommendations |
| 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 | Timetables should be revised to more closely reflect actual journey times, particularly at peak times and on less frequent routes. Also, speed up the roll out of BLISS which is 4 yrs behind schedule. | Greater public confidence in timetables and use of bus services.. Cost of additional BLISS measures and delay to lower priority measures | First to revise timetables to provide more accurate and credible timings. Exec Member to review and accelerate BLISS roll out |
| 2 Journey times are affected by delivery vehicles in the city centre | 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 | Improved bus flow, greater reliability and increased bus usage. | City Strategy to undertake joint review of loading restrictions & enforcement on key routes with local bus operators and police |
| 3 On street parking causes a problem | Review waiting restrictions on bus routes where operators have identified problems Seek better enforcement | Improved bus flow, greater reliability and increased bus usage. | City Strategy to undertake joint review of parking restrictions on key routes with local bus operators and police |
| 4 Not all buses in York are BLISS enabled (cost of installing the BLISS system on a bus route is in the region of £10k) | 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. | City Strategy to agree comprehensive programme for early roll out with local bus operators |
| 5 Quality Bus Partnership not functioning as intended | Reinvigorate partnership, identify forward programme of measures and look at 'Quality Improvement Partnership | To bring focus to Council and operators actions and investment | Support City Strategy & bus operators in reinvigorating Bus Partnership |
| 6 Limited scope for provision of additional bus lanes in York and operation of bus lanes is dependant on non-existent police enforcement | | | |
| 7 Changes to Park & Ride Services should be made clearer to the public | | | |
| 8 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 | | | |
| 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. Need to look at how London offers free travel on buses to under 16yrs to see if this could be part of the solution. Set traffic flow target for City @ free flow levels | | |
| 10 Identifying bottlenecks and re-locating bus stops would help to reduce congestion and improve bus reliability | | | |
| 11 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 | |
| 12 Not all bus stops have timetables/shelters thus reducing the attractiveness of the bus package | Prioritise spending of LTP money over the next few yrs | | |
| 13 Dwell time - operators could do more to improve boarding times | Ask QIP to examine and action | Improved peak operation | Quality Improvement Partnership to examine and action |

| Objectives (vi) - Economic Performance | | | |
|---|-----------------------------|--|------------------------------|
| Findings | Identified Solutions | Possible Impacts & Evidence | Draft Recommendations |
| 1 | | | |
| 2 | | | |
| 3 | | | |
| 4 | | | |
| Objectives (vii) - Quality of Life | | | |
| Findings | Identified Solutions | Possible Impacts & Evidence | Draft Recommendations |
| 1 | | | |
| 2 | | | |
| 3 | | | |
| 4 | | | |
| Objectives (viii) - Road Safety | | | |
| Findings | Identified Solutions | Possible Impacts & Evidence | Draft Recommendations |
| 1 | | | |
| 2 | | | |
| 3 | | | |
| 4 | | | |
| 5 | | | |