



## Notice of meeting of

### Traffic Congestion Ad-Hoc Scrutiny Committee

**To:** Councillors Merrett (Chair), Holvey, Hudson (Vice-Chair),  
Moore, Morley, Pierce, Simpson-Laing,

Mr M Smith (Co-opted Non-Statutory Member)  
Mr M Page (Co-opted Non-Statutory Member)

**Date:** Wednesday, 12 December 2007

**Time:** 5.00 pm

**Venue:** The Guildhall, York

### AGENDA

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

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

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

To approve and sign the minutes of the meeting held on 25<sup>th</sup> September 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 Tuesday 11<sup>th</sup> December 2007 at 5 pm.

**4. Interim Report (Pages 5 - 14)**

Members considered a report which updated them on the work carried out for this scrutiny review.

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

Democracy Officer:

Name: Tracy Wallis

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

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MEETING	TRAFFIC CONGESTION AD-HOC SCRUTINY COMMITTEE
DATE	25 SEPTEMBER 2007
PRESENT	COUNCILLORS MERRETT (CHAIR), MOORE, MORLEY, PIERCE AND SIMPSON-LAING
APOLOGIES	COUNCILLOR HOGG AND MR M SMITH

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**14. 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.

Councillor Merrett declared a personal non-prejudicial interest in agenda item 4 (Interim Report for Traffic Congestion Ad-Hoc Scrutiny Committee) as an honorary member of the Cyclists' Touring Club and a member of Cycling England.

**15. MINUTES**

RESOLVED: That the minutes from the meeting held on 4<sup>th</sup> September 2007 would be approved at a later meeting.

**16. PUBLIC PARTICIPATION**

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

**17. INTERIM REPORT FOR TRAFFIC CONGESTION AD-HOC SCRUTINY COMMITTEE**

Members considered a report which asked them to note the information provided, agree any further information and time required to include the review and sought their opinion on whether to seek residents' views prior to submission of a draft final report on this scrutiny review.

There were three outstanding objectives left to consider and these were as follows:

- (vi) Economic Performance
- (vii) Quality of Life
- (viii) Road Safety

The Assistant Director of City Strategy advised that external consultation would be needed regarding objectives (vi) regarding Economic Performance and (vii) regarding Quality of Life.

It was noted that there were a number of impediments to traffic flow that had not been covered by the objectives of this review and these included:

- Utility works on the highway
- Road works on the highway
- Accidents on the highway
- Junctions
- Signals and crossings
- Traffic calming measures
- On street parking
- Public events
- School terms and School run impact
- Inner city goods deliveries

It was agreed that the Director of City Strategy would report back on these to a future meeting.

In regard to Annex A, the Table of Issues, Identified Solutions, Possible Impacts and Draft recommendations, Members agreed to consider the contents in detail and send their comments and amendments to the Scrutiny Officer so that an updated version could be considered at the next meeting of the Committee.

#### RESOLVED:

- (i) That the information provided in the report and annexes was noted
- (ii) That the Director of City Strategy report back on traffic management and impediments to traffic flow
- (iii) That the Scrutiny Officer update the table at Annex A of the report with Members' feedback.
- (iv) Members agreed the following timetable for looking at relevant issues and completion of the review
  - Monday 19<sup>th</sup> November at 6pm (to discuss cycling and the revised timetable)
  - Wednesday 12<sup>th</sup> December at 5pm (objectives vi and vii)
  - Wednesday 16<sup>th</sup> January at 5pm (To look at appropriate ways of seeking residents views)
  - Monday 18<sup>th</sup> February at 6pm (Road Safety presentation to Members)
  - Monday 10<sup>th</sup> March at 5pm (final report)

REASON: To ensure full consideration of all objectives

Councillor D Merrett, Chair

[The meeting started at 6.00 pm and finished at 7.20 pm].



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**Traffic Congestion Ad-Hoc Scrutiny Committee**

12 December 2007

**Interim Report****Background**

1. In coming to a decision to review this topic, the Scrutiny Management Team recognised certain key objectives and the following remit was agreed:

2. **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. CO<sup>2</sup> Emissions
- v. Journey times and reliability of public transport
- vi. Economic Performance
- vii. Quality of Life
- viii. Road Safety

**Information Gathered**

3. At meetings held on 25 September and 16 October 2007, Members considered a draft table containing the findings in relation to objectives (i)-(v). This table included:
  - the possible solutions identified by this committee in regard to the issues raised in relation to objectives (i)-(v);
  - the recognised impact of the suggested solutions;
  - draft recommendations
4. Members agreed to provide further information for inclusion in the table shown at Annex A and to date, one response has been received.

5. At a meeting on 19 November 2007, Members considered a paper from the Assistant Director of City Development & Transport which gave an overview of cycling in York. As a result, a number of issues were identified and Members were able to suggest various solutions. These, together with some draft recommendations, have been added to the table in Annex A.
6. Once all Members have provided feedback on the information in the table, an updated version together with an interim report can be presented to SMC requesting an extension to the timeframe for this review.

### **Outstanding Issues**

7. In regard to objectives (vi) and (vii), work is still ongoing to agree a revised remit for the Consultants to provide a quotation. Members recognised the need for a more focused remit to ensure the findings were less about providing statistics and more about identifying what the Council could practically do to make improvements.
8. It has also been suggested that residents be consulted on the draft recommendations arising from the findings of this Ad-hoc Scrutiny Committee, with the intention that their views be included in the final draft report. At the meeting on 19 November 2007, Members considered two suggested options for how to do this from Marketing & Communications but neither proved viable on the basis of the costs involved and that they were unlikely to provide a wide enough range of public views. As an alternative, Members suggested putting the survey in either the 'YORCITY' or 'Your Ward' magazine. These options are currently under investigation and further information together with the costs involved will be circulated at this meeting.
9. It is recognised that it will be necessary to increase the scrutiny budget available for this review, in order to finance the commissioning of the consultants, and completion of a residents survey. Any request for this will need to be included in the interim report to SMC referred to in paragraph 4 above.

### **Options**

10. Having regard to the aims and objectives of this topic remit, and having considered the information provided in this report, Members may wish to agree:
  - any further information to be added to the table relating to key objectives (i) – (v) ;
  - how to proceed with the investigation of objectives (vi) & (vii) in light of a revised quote to be provided by the Consultants
  - how to proceed with a survey of residents on the draft recommendations from this review
  - how much of an increase in scrutiny budget to request from Scrutiny Management Committee to cover:



- i) the cost of the use of Consultants
- ii) the costs of the residents' survey

### **Corporate Priorities**

11. It is recognised that any recommendations made as a result of this scrutiny review could contribute to Corporate Priority no 2 – To increase the use of public and other environmentally friendly modes of transport.

### **Implications**

12. There are no known HR, Equalities, Legal, Crime and Disorder, or IT implications associated with this report, but there will be some financial implications associated with recommendation (iii). As yet the exact amount is unknown.

### **Recommendations**

13. Members are asked to:
- i. note all of the information provided, and agree arrangements for finalising any further information to be included in the table, as referred to in paragraph 4 above
  - ii. agree how to proceed with the investigation of objectives (vi) & (vii)
  - iii. agree how to proceed with the survey of residents
  - iv. agree whether to request an increase in scrutiny budget for this review

Reason: To ensure full consideration of all the objectives

### **Contact Details**

**Author:**

Melanie Carr  
Scrutiny Officer  
Scrutiny Services  
Tel 01904 552063

**Chief Officer Responsible for the report:**

Colin Langley  
Interim Head of Civic, Democratic & Legal Services

**Interim Report Approved**  **Date** 4 December 2007

**Wards Affected:**

**All**

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

**Background Papers:** Interim reports dated 4<sup>th</sup> & 25<sup>th</sup> September 2007, 16<sup>th</sup> October & 19 November 2007

### **Annexes**

Annex A – Revised draft table of findings, identified solutions with impact evaluation, and draft recommendations

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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	Draft Recommendations
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.	
Extending the Park & Ride service would improve access to York Hospital outside of peak hours			
Many well established businesses do not have travel plans			
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.	
Improved safety measures for taxis eg CCTV in Cars would encourage greater use			
Need to publicise good practices by employers across the city i.e. Green Travel Plans	CYC to lead by example i.e. by implementing own Green Travel Plan	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.	
Sustainable Tourism – a tourist tax with monies collected being used in total to deal with accessibility issues			
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	
Improved interchange points are needed in the city centre	Need to improve quantity and quality of bus shelters		
Additional mapping work would be 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	Draft Recommendations
51-72% of emissions affecting air quality are from vehicles			
The number, type and age of vehicles on York roads is relevant to the levels of pollutants recorded			
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	n/a	n/a
PM <sub>2.5</sub> 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 PM <sub>2.5</sub> in the city.		
There are five technical breach areas within York's city centre: Lawrence Street Fishergate Nunnery Lane Holgate Gillygate			
Fulford Main Street is one area of concern outside of the city centre			
Air Quality threats: Current and future car parking policies Ongoing large scale developments ex York Northwest  Proposed changes to CYC staff travel incentives Workplace parking in private sector Climate change policies Changes to local bus fleet Lack of funding			

<b>Objective (iii) - Alternative Environmentally viable and financially practical methods of transport</b>			
<b>Issue/Findings</b>	<b>Identified Solutions</b>	<b>Possible Impacts</b>	<b>Draft Recommendations</b>
Reducing the environmental impact of freight transport in the City.	Provision of a transhipment 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.	The introduction of a transhipment centre is not a priority at the moment, but is worth examination in the future and should not be dismissed
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		
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	
Cycling's share of the travel market in York has remained largely static in recent years	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. Providing good cycling facilities involves a trade off with other road users	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
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	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		
Gaps in City Centre cycle network identified by previous Cycling Scrutiny Panel still not addressed			
Cycling facilities across York bridges is an issue in general			
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		

Objective (iv) - CO <sub>2</sub> Emissions			
Issue/Findings	Identified Solutions	Possible Impacts	Draft Recommendations

<b>Objectives (v) - Journey Times &amp; Reliability of Public Transport</b>			
<b>Findings</b>	<b>Identified Solutions</b>	<b>Possible Impact</b>	<b>Draft Recommendations</b>
Timetables need to more closely reflect actual journey times (particularly at peak times) in order to improve the public's perception of bus reliability	roll out of BLISS which is 4 yrs behind schedule		
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		
Not all buses in York are BLISS enabled (cost of installing the BLISS system on a bus route is in the region of £10k)			
Changes to Park & Ride Services should be made clearer to the public			
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			
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		
There are still a number of buses in operation that are not DDA compliant			
Not all bus stops have timetables and shelters thus reducing the attractiveness of the bus package	Priorities spending of LTP money over the next few yrs		
Dwell time, cross town ticketing issues, congestion and money in the capital programme all lead to bus service unreliability			
Identifying bottlenecks and re-locating bus stops would help to reduce congestion and improve bus reliability			

<b>Objectives (vi) - Economic Performance</b>			
<b>Findings</b>	<b>Identified Solutions</b>	<b>Possible Impact</b>	<b>Draft Recommendations</b>
<b>Objectives (vii) - Quality of Life</b>			
<b>Findings</b>	<b>Identified Solutions</b>	<b>Possible Impact</b>	<b>Draft Recommendations</b>
<b>Objectives (viii) - Road Safety</b>			
<b>Findings</b>	<b>Identified Solutions</b>	<b>Possible Impact</b>	<b>Draft Recommendations</b>