



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, 16 January 2008

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 - 18)

To approve and sign the minutes of meetings of the Committee held on 4 September, 19 November and 12 December 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 15 January 2008 at 5pm.

4. Traffic Congestion Ad-Hoc Scrutiny Review - Interim Report
(Pages 19 - 50)

This report asks Members to consider and agree any necessary changes/additions to the draft of an interim report, the method for carrying out a survey of residents and how much additional budget to request from the Scrutiny Management Committee.

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

Democracy Officer:

Name: Tracy Wallis

Contact Details:

- Telephone – (01904) 552062
- E-mail – tracy.wallis@york.gov.uk

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

- Registering to speak
- Business of the meeting
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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	TRAFFIC CONGESTION AD-HOC SCRUTINY COMMITTEE
DATE	4 SEPTEMBER 2007
PRESENT	COUNCILLORS MERRETT (CHAIR), HUDSON (VICE-CHAIR), MOORE, MORLEY, PIERCE, SIMPSON-LAING AND SMITH (CO-OPTED NON-STATUTORY MEMBER) AND MR M SMITH (CO-OPTED NON-STATUTORY MEMBER)
IN ATTENDANCE	MATTHEW PAGE – INSTITUTE FOR TRANSPORT STUDIES, LEEDS

APOLOGIES	COUNCILLOR HOGG
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10. 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.

11. MINUTES

RESOLVED: That the minutes of the last meeting of the Committee held on 17 July 2007 be approved and signed by the Chair as a correct record subject to the following amendments:

- i) The addition of the following bullet point under points raised by Members:
 - Impact of tour buses on congestion
- ii) The deletion of the word "bus" and its replacement with "road" in the example in the final sentence of the first paragraph on page 7.

12. PUBLIC PARTICIPATION

It was reported that there had been one registration to speak at the meeting from Councillor A D'Agorne.

Councillor D'Agorne referred to the information in Annex D particularly in relation to freight transshipment centres which he confirmed was fair but he

stated that he felt the report did not go far enough in acknowledging other points.

He stated that the Local Transport Plans (LTP) included details of the Air Quality Management Area in the city centre, within which the annual average nitrogen dioxide levels had been exceeded at 5 locations and for which the target of reduction was by 2005. He also quoted from Annex I of the LTP on the Freight Strategy and to the proposal to establish Low Emission Zones, which aimed to cut polluting vehicles from certain area of the city. This had envisaged a 5-year action plan but he felt that this proposal did not go far enough. Reference was also made to Annex U of the LTP report, the Air Quality Action Plan, and the table relating to HGV emissions and their reduction with the use of transshipment centres. He also referred to the figures quoted in relation to HGV's having a disproportionate impact on air quality. In particular to the figures quoted of 11-18% from emissions on major roads from HGV's, which could be eliminated by transshipment sites thereby having a significant impact on air quality in the central area. He stated that a freight strategy did not appear to have a high priority in the report and he referred to the Freight Partnership formed in 2006, which could be engaged to assist with any works in this area.

He also raised points on the British Retail Consortium and delivery curfews, possible charging for out of town shopping centres and the need to consider economic factors in the longer term.

He stated that the scale of development now proposed in the area required a more radical approach.

New members questioned where they could view the findings referred to in the Local Transport Plan Reports. Officers confirmed that these were available on the Council's website.

13. INTERIM REPORT FOR TRAFFIC CONGESTION AD-HOC SCRUTINY COMMITTEE

Members considered a report, which updated them on the work completed to date on the Traffic Congestion Scrutiny Review. This included information gathered on the following areas recommended for improvement:

- 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

At the last meeting consideration had been given to the City of York Council's view on journey times and reliability of public transport (Annex E) and further consideration of the remaining appendices A to D below had been deferred to this meeting.

- Annex A** Programme for carrying out mapping works
Annex B Evidence of the soft measures presently in place to encourage a reduction in car travel in York
Annex C Statistics showing vehicle fleet in use in York
Annex D Paper on alternative environmentally viable and financially practical methods of transport

Members and Officers made the following comments in relation to the various annexes

Annex A – Programme for carrying out mapping works

Reference was made to staffing issues and training on 'Accession' and drawbacks to 'Accession' as it focussed mainly on public transport.

It was considered that "Improved interchange points in the city centre" would improve access and there were questions why the Scutiny Committee on 4 April 2007 had not considered this point as essential.

Mr Page queried how good the programme was for modelling, walking and cycling as opposed to its recognised benefits for bus access modelling.

The Officer's view was that there was a staffing resource problem in this area.

Annex B – Smarter Choices Actions

Officers confirmed that Smarter Choices were considered a powerful tool and that they would like to do far more work in this area. It was confirmed that there was no longer a budget for this work so they were no longer in a position to promote large campaigns but were doing some one off work with the Government Road Safety Grant.

Members confirmed that smart choice work appeared to be more effective than physical measures on their own. There was a strong Officer view that Smarter Choice Actions were an important means of changing travel behaviour and achieving modal shift.

Annex C – Statistics showing vehicle fleet in use in York

Members questioned the information contained in this report and Officers confirmed that they would:

- check the area covered by the figures provided,
- obtain national comparison figures
- provide details for the missing years
- provide Euro level information
- confirm if company cars were excluded

Annex D – Alternative environmentally viable and financially practical methods of transport

Members commented that this briefing note contained some controversial and arguable points. In response, Officers said these had been included to elicit discussion on traffic congestion and the alternative methods of transport. They stated that it should be made clear that the Intergovernmental Panel on Climate Change (IPCC) information superseded some of the facts set out on page 29 of the report.

Members questioned the PM₁₀ and PM_{2.5} limits and the implications for the City. Officers confirmed that the government objectives were 35 exceedences allowed per year for PM₁₀ but that this was likely to be reduced in the future. At present York had 10 to 15 exceedences of PM₁₀ but that PM_{2.5} was measured at a national level and not by Local Authorities at present. 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.

The Committee agreed that levels of PM₁₀ were acceptable, unless there were major changes in York. It was noted that they may not meet the Government and deadline targets at some city locations.

Mr Page advised that there were a range of figures for the relative emissions of different forms of transport, giving a different view from that stated on page 30 of the report. Figures would also depend upon driving characteristics.

Transshipment Centres

Members commented that major retailers who owned more than one store in the City would be able to take advantage of transshipment centres and help contribute to reducing traffic congestion. They discussed the effect of the growth of home deliveries and Internet shopping on the road network.

Officers stated that the report could be more balanced but that was not to say that the Authority were not committed to investigating transshipment centres. Although these centres would be relatively easy to provide there were other issues to resolve other than air quality damage. They confirmed that as part of the LPT2 there was to be a major scheme bid to examine all traffic problems in the city however the real issues related to the impact of those solutions, which would require a government shift.

Members questioned the reference to “significant amount of evidence that transshipment centres were not self financing” and also queried the environmental impact of transshipment centres. Officers confirmed that if these were sited in the correct place air quality would not be an issue.

Members stated that the management of deliveries would be a better option to alleviate large delivery vehicles causing congestion in the city centre and discharging fumes whilst queuing. Officers confirmed that Police had no authority over parking issues and that this was now the responsibility of the local authority as highway authority.

Public Transport

Mr Page reminded members that the information set out in the report covered a wide field and that there was significantly different information available in relation to some of the figures provided. He confirmed that there was an enormous variation in emissions with different types of vehicles and that he disagreed with the statement that “ Buses in their present guise are thus clearly not any form of environmentally friendly transport. “ as this depended on the numbers using the bus and how many car journeys had been displaced.

Members questioned the University of Tokyo data and if the figures referred to were European wide as this could have an impact as York had a higher standard for bus fleet emissions.

Members realised that although buses were not the cleanest means of transport the operators should seek to try and keep fleets up to date with low emission vehicles and the use of optimum fuels.

Freight

Members referred to the multi drop approach and its three key impacts as set out in the briefing report. Members felt that there was also a fourth impact namely that of empty vehicles returning to base following completion of their delivery.

Green Transport Fuels

Mr Page referred to tests on bio-diesel and stated that there was a significant amount of concern regarding this fuel, particularly the impact on food production from any large scale shift in agriculture to biofuel. The increase in emissions was unknown and decisions were required on whether to save the planet or the local environment. He stated that there were transport solutions available now against those that could be available in the future.

Officers advised that the current 50% bio diesel compound was limited by currently available engine technology, not the potential of bio fuel. Arriva were currently testing a 20% mix.

Non powered solutions

The Chair circulated an article from Cycle Digest 2007 related to a study on Commuter Cycling and details of the mode share of cycling in other European countries. He stated that, on the EU evidence, with the right policies and facilities there was significant potential for increasing cycling levels in York. To put the percentages in context Officers confirmed that the UK had a 1.5% share, York 13-15% and Cambridge 20% compared with The Netherlands at 27%.

Members made the following points in relation to non powered solutions and cycling:

- Reference made to the use of cycling couriers in the city
- Cycling as a cultural choice (people not wanting to turn up for work wet)
- An examination was required on what the limitations in increasing cycling were.
- Was there a capacity in the network for the number of cyclists to increase?
- Important to make cycling more attractive.
- Because of severe traffic and parking problems in Cambridge there was a Regulation of the University, agreed with the City Council, that students were not allowed to keep a car or motorcycle in the city.

Vehicle Group (a)

The Assistant Director of City Development and Transport stated that the vehicles included in this group, which included Conventional Light Railway or guided solutions, were he felt not appropriate for York which was a tight compact city. It was stated that this would not be a practical solution without a large subsidy. Officers referred to cultural and health and safety issues relating to sharing space which was a possible additional barrier and expressed the view that York would need to work on bus based PT solutions, but looking to get the right bus types.

Mr Page confirmed that the options varied in this group but that it would not be without large costs and the Chair suggested that this would not be a practical option.

Members made the following points

- The way forward was the need to link demand management with environmental improvements.
- Schools were a major contributor to congestion as they drew their pupils from a wide area. It was felt that there was a need to examine the surrounding issues.
- Questioned the use of Park and Ride vehicles on bus routes 22 and 23 which at times were not fully utilised (other than during rush hour) when smaller powered vehicles could be used.

The Committee agreed that unfortunately they were only able to find local non powered solutions which narrowed the focus of the scrutiny. This included undertaking a more detailed examination of bus transport, investment in non powered solutions, demand management and the possibilities of obtaining Government funding for improvements to the outer ring road. Members also referred to recruitment issues in the department and questioned whether there were sufficient staffing resources to carry out further investigative work. Officers stated that previously Consultants had been used for some of this work, at significant additional cost and there was a need to 'educate' more Council staff in how to cover core workloads and be innovative in recruitment and retention. In addition Members identified issues around tackling the school run and bus vehicle sizes.

RESOLVED:

- (i) That further consideration of Annex C be deferred until a future meeting.
- (ii) That the provision of a transshipment centre for York was not high priority at the present time but may be worth consideration in the future.
- (iii) That further consideration be given to cycling issues at a future meeting.
- (iv) In regard to trains and lorries, City of York Council should seek to influence freight and rail companies to use green transport fuels.
- (v) In regard to buses, City of York Council should work with the Quality Bus Partnership to influence the use of green transport fuels, low emission vehicles and up to date fleets by the various bus operators in York. The Council should seek to do this via contract agreements.

REASON: To ensure full consideration of all the objectives.

CLLR D MERRETT, Chair

[The meeting started at 5.00 pm and finished at 7.30 pm].

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MEETING	TRAFFIC CONGESTION AD-HOC SCRUTINY COMMITTEE
DATE	19 NOVEMBER 2007
PRESENT	COUNCILLORS MERRETT (CHAIR), HOLVEY, HUDSON (VICE-CHAIR), MOORE, SIMPSON-LAING, POTTER (SUBSTITUTE) MR M PAGE (CO-OPTED NON-STATUTORY MEMBER) MR M SMITH (CO-OPTED NON-STATUTORY MEMBER)
APOLOGIES	COUNCILLORS MORLEY AND PIERCE

23. 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) as an honorary member of the Cyclists' Touring Club and a member of Cycling England.

Councillor Potter declared a personal non-prejudicial interest in agenda item 4 (Interim Report) as she was Chair of Governors at Tang Hall Primary School and her daughter attended Burnholme School.

Councillor Simpson-Laing declared a personal non-prejudicial interest in agenda item 4 (Interim Report) as she was treasurer of an out of school club.

24. MINUTES

RESOLVED: That the minutes of the meeting held on 16th October 2007 be approved as a correct record and signed by the Chair with the following amendments (amendments in italics).

Under the heading 'Accidents on the Highway', the first line of the second paragraph be amended to read:
'*Some* Members felt that the Police were taking a *different* approach and were closing roads more frequently and for longer after accidents.'

25. PUBLIC PARTICIPATION

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

26. INTERIM REPORT

Members considered a paper on 'School Travel – The National and Local Picture' (Annex B to the report), which informed them that nationally, more than one in four trips to school are now made by car. In urban areas in term time, around one in five cars at 8.50am are taking children to school. One out of every four cars on the road in the morning rush hour in York is on the school run.

Members felt that there were huge variations in the modal split with some urban schools having a very low usage of cars and others having a much higher use. Some Members suggested that the variations might be linked with income and whether the parents were working. It might be the case that those children whose parents had a lower income were the ones that were most likely to walk to school.

Logistical problems with parents having to get children to two different schools were also thought to be a material factor in why so many people were driving their children to school.

Some Members suggested that more secure cycle parking for children, parents and staff could encourage people to cycle to school. The Assistant Director of City Strategy reported that £650k was being spent per year on improving safer routes to school and this was an ongoing piece of work.

It was noted that the private schools were not included in the data provided.

Members considered an example of a school travel plan (Annex D to the report) and noted that one of the problems flagged up was 'crossing major roads'. Members felt that in terms of safety and perceptions of safety this was a high priority point and therefore upgrading of crossings was very important. Some Members thought that a soft marketing approach might have an influence on persuading people to set off earlier so that they could walk rather than drive with their children to school. The benefits of involving parents in cycle training for their children was noted. It was also realised that children tended to be older when they went to school by themselves and parents needed to be reassured that the routes to and from schools were safe.

Members considered an 'Overview of Cycling in York' (Annex E to the report). This briefed Members with an overview of cycle usage, cycle infrastructure, various targets and monitoring processes, measures to promote cycling, cycling policy, future initiatives and cycling's contribution to reducing congestion. The Assistant Director of City Strategy reported that next year they would be looking at a programme for cycling on Clifton Bridge, Moor Lane Bridge and a route to the back of the hospital. Many of the bridges in York were very narrow and therefore problematic when trying to implement safe cycling routes. They were also looking at revisiting schemes that had already been introduced and felt that the cycling provision near York Railway Station still needed some more work. There

were also issues with the pedestrian crossings in this area and these would be investigated at the same time.

Members discussed the conflict between cyclists and pedestrians in certain areas across the City and there was agreement that it was safer for cyclists and pedestrians to be separated. The project Manager (Transport and Safety) said that the design of shared facilities was very challenging. The promotion of considerate behaviour was also thought to be beneficial where shared facilities were being used. Discussions were had regarding specific places around the City where the design for cyclists/pedestrian schemes was thought to need improvement.

Some Members thought that cycling facilities needed to be attractive to cyclists and this was very high priority when trying to create good cycling in the area. The Chair believed that we should be pushing York to lead the way and aim to become a European Cycling City.

Discussions were had around car free developments and the need for a major reinvigoration of the cycling strategy. It was important to engage developers in terms of design for cyclists and pedestrians.

The Assistant Director of City Strategy informed Members that all developments over a certain size had to have a green travel plan but it was understood that as circumstances changed the travel plan did not necessarily change with them. There were well established companies and businesses in the City that did 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. Members discussed the difficulties of getting into and out of the City using public transport either very early in the morning or very late at night.

Mr Page mentioned an academic document entitled 'Making Cycling Irresistible: Lessons from the Netherlands, Denmark and Germany' by two highly respected authors, John Pucher and Ralph Buecher. They had collected a wealth of information on why cycling was more popular in some other parts of Europe and how that success may be replicated in the UK. The document can be found at :

www.policy.rutgers.edu/faculty/pucher/irresistible.pdf

Members discussed pedestrian routes throughout the City and noted that some places, such as Clifton Moor, were not pedestrian friendly. It was also noted that some of the pavements in the City were very narrow and were often full forcing people to walk in the road.

It was noted that work was still ongoing to provide a revised remit for the consultants in relation to objectives (vi) and (vii).

Members received a briefing paper on consulting residents on the draft recommendations. This set out the following two options:

- Option one:** Talkabout Workshop Session (2.5 hours – evening session)
- Option two:** Talkabout survey and On-line residents survey

Members felt that neither of the options were viable and thought that they would not provide a wide enough range of public views. As an alternative it was suggested that a survey be published in either 'YORCITY' or 'Your Ward' magazine. The Scrutiny Officer agreed to investigate the costs associated with the alternative options suggested.

Members were also reminded that their feedback was still required on the table of identified findings, solutions, impacts and draft recommendations.

RESOLVED: That Members recommend that:

1. The findings recognised in terms of school travel, cycling, pedestrians and green travel plans be added to the Table of issues/Findings, Identified Solutions, Possible Impacts and Draft Recommendations.
2. The Scrutiny Officer, Chair and Vice Chair liaise regarding how and where the residents' survey will be published.

REASON: To ensure full consideration of all the objectives.

Councillor D Merrett, Chair

[The meeting started at 6.05 pm and finished at 8.10 pm].

MEETING	TRAFFIC CONGESTION AD-HOC SCRUTINY COMMITTEE
DATE	12 DECEMBER 2007
PRESENT	COUNCILLORS MERRETT (CHAIR), HUDSON (VICE-CHAIR), MOORE, MORLEY, SIMPSON-LAING AND SMITH (CO-OPTED NON-STATUTORY MEMBER)
APOLOGIES	COUNCILLORS HOLVEY, PIERCE AND PAGE (CO-OPTED NON-STATUTORY MEMBER)

27. 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) as an honorary member of the Cyclists' Touring Club and a member of Cycling England.

28. MINUTES

RESOLVED: That the minutes from the meeting held on 25th September 2007 be approved and signed by the Chair as a correct record.

29. PUBLIC PARTICIPATION

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

30. INTERIM REPORT

Members considered a report which asked them to note the information provided and agree arrangements for finalising any further information to be included in the Table of Issues/Findings, Identified Solutions, Possible Impacts and Draft Recommendations. They were also asked to consider how to proceed with the investigation of objectives (vi) and (vii), how to proceed with the survey of residents and whether to request an increase in the scrutiny budget for this review.

Members discussed the revised forward plan which had been circulated at the meeting. The plan laid out the following timetable for future meetings

16th January 2008 meeting

Committee to consider:

- An interim report for Scrutiny Management Committee (SMC) to request an extension to the timeframe for this review
- A briefing paper from the Assistant Director of City Strategy giving information on the City of York Council's vehicle fleet and Quality Bus Partnership fleet

18th February 2008

Consideration of a briefing paper from the Assistant Director of City Strategy on the strategic options available to York, to cover:

- Outer ring road
- Demand management e.g. road pricing
- Continuation of Local Transport Plan (LTP) approach
- Network Management
- Modal Shift/soft measures

The Scrutiny Officer would also arrange for an employee of Capita Symonds Road User Pricing Consultancy to attend this meeting to give a presentation.

10th March 2008

Regarding the previous quote from consultants relating to objectives (vi) – Economic Performance and (vii) – Quality of Life; it was suggested that this approach would not be progressed. Instead, it would be arranged for an individual involved in social research (possibly from the University or the Joseph Rowntree Trust) to attend the meeting to present their insight into the affect of traffic congestion on York, in relation to objectives (vi) and (vii) and to facilitate a debate amongst the Committee.

In relation to the meeting scheduled for 10th March 2008 some Members suggested that it might be useful to invite a representative of York Taxi Association to join the debate.

Members also discussed the need to update the Table of Issues/Findings, Identified Solutions, Possible Impacts and Draft Recommendations. Members of the Committee agreed to send their comments on this to the Scrutiny Officer who would then amend the table accordingly.

RESOLVED: Members agreed to:

1. Send their comments to the Scrutiny Officer for finalising any further information to be included in the Table of Issues/Findings, Identified Solutions, Possible Impacts and Draft Recommendations.
2. Consider the way to proceed with implementing a survey of residents at the meeting scheduled for 16 January 2008.
3. Consider, at the meeting scheduled for 16 January 2008, whether to request an increase in the scrutiny budget for this review.

4. Consider the outstanding objectives (vi) and (vii) at the meeting scheduled for 10th March 2008 and for an individual involved with social research person to facilitate the debate.

REASON: To ensure full consideration of all the objectives.

Councillor D Merrett, Chair

[The meeting started at 5.00 pm and finished at 5.20 pm].

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Traffic Congestion Ad-hoc Scrutiny Committee

16 January 2008

Traffic Congestion Ad-hoc Scrutiny Review – Interim Report**Summary**

1. This report asks Members to consider and agree any necessary changes / additions to the draft of an interim report for Scrutiny Management Committee attached at Annex A.

Background

2. 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.
3. 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:

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 & 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

Consultation

4. To date, 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 were also consulted in relation to Objective (v) - Journey times and reliability of public transport.

Options

5. Having regard to the aims and objectives of this topic remit and having considered the information provided in this report and associated Annexes, Members may wish to agree:
 - i) how to proceed with the consultation of residents on the draft recommendations arising from this review.
 - ii) what additional budget is required in order to carry out the above consultation process, in order that a request for an increase in budget can be included in the draft interim report to be considered by SMC.
 - iii) any amendments or additional information to be included in the draft interim report and annexes to be considered by SMC – see Annexes A & Ab.

Analysis

6. Members have previously expressed their wish to consult residents on the recommendations arising from this review. At a meeting on 9 November information on the costs and timeframe for doing this via either a 'Talkabout Workshop Session' or a 'Talkabout survey and On-line residents survey' were considered. Both of these options were ruled out based on the limited views they would provide and the costs and timeframes involved.
7. In order to ensure a wider response could be gained, Members suggested including a survey in the Your City / Your Ward publications. Information on the costs involved in these options are attached at Annex B.
8. At the meeting held on 12 December 2007, Members requested a briefing paper detailing information on the council's vehicle fleet and the Quality Bus Partnership's vehicle fleet – see Annex C.
9. In regard to the objectives considered to date, Members are asked to agree any further additions or amendments to the summary of findings etc shown in the table attached to the interim report drafted for SMC – see Annex Ab.

Implications

10. 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.

11. HR – Any extension to the timeframe for this review will require additional officer resources to support the review.
12. There are no equalities, legal or other implications.

Risk Management

13. There are no known risks associated with the recommendations contained within this report.

Corporate Priorities

14. 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

15. In light of the above options, Members are asked to agree:
 - i) the method for carrying out the survey of residents
 - ii) how much additional budget to request from SMC
 - iii) any amendments to the interim report and annexes to be considered by SMC

Reason: In order that this information can be included in the interim report to be considered by SMC

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Interim Report Approved

Date 7 January 2008

Wards Affected:

All

Author:

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Annexes

Annexes A & Ab – Draft Interim Report for SMC & Summary of Findings etc
Annex B – Costings for alternative options for consulting residents
Annex C – Briefing Paper on the Council’s & Quality Bus Partnership’s vehicle fleet

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Scrutiny Management Committee

28 January 2008

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

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

Consultation

4. 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.
5. 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.
6. 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 2006. 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 2006, against the projected 2011 LTP2 based do minimum, the 2021 do minimum & the 2021 do something.
7. 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.

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. 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
 - 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. 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.
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 but with the right policies and facilities there is significant potential for increasing cycling levels.
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. CO₂ also has an impact on the local environment in terms of damage to vegetation, bio diversity and the human body. 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.
 - 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 oxygen, and oxygen 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.
- 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 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 are capable of influence 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.

Additional Information

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 will almost certainly mean that arrangements for carrying out this work will need to be modified.
- 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 are a major source of interruptions to the flow of traffic on the Network, more enforcement is required particularly outside schools and within their local vicinity.
- 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.
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 ways of optimising the network, this committee will require an extension to the timeframe of this review as shown in the following draft timetable:

18 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

Plus, presentation on road pricing by Paul Wadsworth of Capita Symonds Road User Pricing

Consultancy

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 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
April 2008 - meeting date to be confirmed	Consideration of final objective – (viii) Road Safety Police Road Safety representative to be invited to attend
May 2008	Members to engage with residents via survey or open day on findings from the review
June 2008 - meeting date to be confirmed	Consideration of Final Report
July 2008	Final Report presented to SMC

55. In order to ensure full consideration is given to all of the issues surrounding traffic congestion in York, it is recognised that this committee will require an extension to the agreed timeframe set by Scrutiny Management Committee for this review.
56. This committee would also like to consult with residents on the recommendations arising from this review so that their views can 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 this is available to a wide cross section of York residents, the best way forward would be to ? – see Annex Aa. In order to do this work, this committee will require additional funding over and above that which is available for this review in the amount of ?.
57. 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 Ab.

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 June 2008, in line with the timetable shown in paragraph 42 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 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 45
 - iii) Agree an increase in budget for this scrutiny review in order that the survey of residents detailed in paragraph 47 can take place

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Interim Report Approved **Date** 7 January 2008

Wards Affected:

All

For further information please contact the author of the report

Annexes: **Annex Aa** – Breakdown of costings for resident's survey
Annex Ab – Table of Findings, Solutions, Impacts & Draft
Recommendations

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.	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.
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
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 systems e.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			
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			
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			

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
 Gather, fold & insert into Your Ward

Option 1:	4 page (excluding VAT) =	£ 2279.00
Option 2:	6 page (excluding VAT) =	£ 5279.00

Design - By HBA graphics

Dependant on the final text:	Simple Layout	£350.00
	Not so simple	£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	£2944.03
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Minimum Cost: Option 1 with simple layout, plus distribution = £5573.03

NB: Need to consider method for returning completed surveys and any costs involved. For example, a 'FREEPOST' return address
 Costs would depend on the number of returns i.e.
 30% returned = 27,000 @ 0.24p = £6,480.00

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York Vehicle Fleet Euro Engine Specifications: January 2008

General

In response to EU legislation and to improve fuel economy, there is a general improvement in vehicle engine quality in Europe, which is assisting the reduction in gaseous emissions and the improvement of air quality.

Vehicle emissions make up a significant, but not dominant element of atmospheric pollutants in most urban locations in the United Kingdom. In York, where heavy industry represents only a small proportion of economic activity, emissions from vehicles give rise to a greater proportion of the unwanted gases in the atmosphere than in other City locations. Hence, the types of engines that are on the City's roads, as well as the speed and delay characteristics of the City's network are very important to the level of atmospheric pollution.

It is difficult to accurately assess the types of engine that are present in the fleet of private vehicles using York's roads, but it would be reasonable to assume that as older vehicles are replaced with newer models with better engines, that there is a general improvement in the City's vehicle population.

The City Council has no influence in the types of vehicles which the private motorist may choose to own and/or operate on York's roads.

It is possible however, to assess the engine characteristics of certain categories of vehicles.

Bus Operators

The table below shows the 2008 Euro rating data for buses on York routes from the companies involved in the Quality Bus Partnership. The data covers the major operators in the city, First, Arriva, Yorkshire Coastliner, EYMS, Reliance, Topline Travel, and Veolia.

Percentage of York Buses at Euro II Rating or above	Percentage of York Buses at Euro III Rating or above
82.68	53.35

Most operators have mentioned a programme of renewal, which should result in these figures improving later in the year. It should also be noted that there is a fair overlap in the commercial interest of having newer, more economical engines with the rising cost of fuel and the public interest of improved air quality.

Comparison with Previous Years:

A consistent time analysis for bus engines can be produced for Euro II engines or above. The table overleaf shows this. It may be noted that there appears to be a

slight degradation in the proportion of Euro II engines or above in 2007/8. This is due largely to the bus fleet characteristics of a particular operator which serves York from a depot where the bus fleet is not well equipped with modern engined vehicles. A similar situation occurs in 2003/4.

It is not easily possible to weight the results by vehicle kilometres. If it were, it is likely that continual year on year improvements would be clearly shown.

Percentage of Buses with Euro II Rated Engines or Higher:

<u>2002/3</u>	<u>2003/4</u>	<u>2004/5</u>	<u>2005/6</u>	<u>2007/8</u>
76	72	72	84	83

Percentage of Buses at Euro III / IV Rating:

2005/6	2006/7	2007/8
84*	49	53

* Stated in the LTP 2006-11 as Euro III / IV but now believed to be Euro II / III.

The targets set out in Local Transport Plan (LTP) 2 aim for 89% of buses in York to be Euro III rated (or better) by 2010/11 and 69% of buses to be rated at Euro IV by the same date.

The target of 89% was set within LTP2 under the potentially false premise that the proportion of buses equipped with modern engines was 84%. With a programme of bus renewal the target is ambitious but achievable, which will be helped by the forthcoming renewal of the Park and Ride bus fleets later in 2008.

Council Vehicles

The Council has a small fleet of cars (47) which are used by the Directorates to enable the duties of the Officers to be undertaken. There is a large fleet of vans and small lorries (227) which allows the Council to undertake works directly, and to offer transport for special categories of people and workers.

As the vehicle fleet managers are fully signed up to the Council's Carbon Management Policy, and as part of that impacts on future vehicle selection, use and efficiency, the future impact of the Council's vehicle operations are under continual review and assessment.

Vehicles are provided under a 5 year lease agreement (except for a few vehicles which fall under the previous 7 year agreement). Thus, the cycle of replacement of vehicles that meet the changing requirements of the Council's services means that the latest engine technology is applied over the 5 year cycle, with continuous improvement, taking advantage of technology enhancements as they become available.

Cars

Most of the cars are of a small engine type, giving a high fuel economy in the urban area with short journey characteristics.

The fleet of vehicles have been registered from 2003 to 2008. The newer vehicles are almost exclusively dual fuel types, with older vehicles being a mixture of unleaded petrol and diesel. As engine developments take place, with diesel and petrol powered vehicles having very good emission standards which are akin to those offered by dual fuel types, as well as maintenance problems with dual fuel vehicles, it is likely that the dual fuel vehicles will be phased out over time.

There is insufficient historical data to show the yearly improvement in the engine types in the Council's car fleet.

Lorries/Vans

The types and makes of lorries and vans vary significantly in size and function, from minivans to refuse lorries. An attempt was made to use dual fuel Transit vans, but maintenance problems have been experienced with these vehicles so it is unlikely that dual fuel engine types will be used when the vans are replaced.

The remainder of the van/lorry fleet is powered from diesel fuel.

As with the car fleet, the age of vehicles ranges between 2003 and 2008, except for a small number of vehicles which are older.

As the end of lease period for each vehicle ends, the replacement vehicles will have a more modern engine which will benefit from general improvement in vehicle engines available, and as a result, the fleet of light and heavy goods vehicles have a very high percentage of Euro 3 engines or better.

Overall Details of Engine Types

Unfortunately, there are insufficient historical records to analyse a trend of improvement, but the following table shows the current proportions of the Council's entire fleet of vehicles according to Euro engine categories.

Percentage of Engine Types for Council Vehicles :

Euro 2	6 %
Euro 3	81 %
Euro 4	13 %
Total	100 %

Overall Comments

The bus fleet and Council's vehicle fleet in York are both in the process of continual renewal and improvement, taking advantage of the lower engine emissions associated with the general enhancements in vehicle engine

technology. Likewise, the general population of private vehicles, due to improved engine technology is gradually improving over time, generally reducing the emissions from this source.

As well as having lower gaseous emissions profiles, the more modern bus engines have better fuel economy, and hence as operators upgrade their fleets, commercial opportunities will encourage the better engined vehicles to be chosen, thus reducing further gaseous emissions within the City.

The Council's fleet managers, through vehicle lease arrangements and their commitment to the Council's Carbon Management Policy, continually monitor engine technology, and, in conjunction with the needs of the Council's services, choose appropriate vehicles when the time comes to replace a vehicle that is at the end of its lease period.