



Notice of meeting of

Traffic Congestion Ad-Hoc Scrutiny Committee

To: Councillors Merrett (Chair), Holvey, Hudson (Vice-Chair), Moore, Morley, Pierce, Simpson-Laing, Smith (Co-opted Non-Statutory Member) and Page (Co-opted Non-Statutory Member)

Date: Thursday, 12 June 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 - 8)

To approve and sign the minutes of the last meeting of the Committee held on 17 April 2008.

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 Wednesday 11 June 2008 at 5.00 pm.

4. Draft Final Report - Traffic Congestion Ad Hoc Scrutiny Review (Pages 9 - 44)

To consider the draft final report of the Traffic Congestion Scrutiny Review.

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

Democracy Officer:

Name: Jill Pickering

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Scrutiny Committees

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

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

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City of York Council

Committee Minutes

MEETING	TRAFFIC CONGESTION AD-HOC SCRUTINY COMMITTEE
DATE	17 APRIL 2008
PRESENT	COUNCILLORS MERRETT (CHAIR), HUDSON (VICE-CHAIR), MOORE, PIERCE (JOINED THE MEETING AT 6.10PM), SIMPSON-LAING, ALEXANDER (SUBSTITUTE) (LEFT THE MEETING AT 6.10PM) AND KIRK (SUBSTITUTE) MR M SMITH AND MR M PAGE (CO-OPTED NON STATUTORY MEMBERS) STEVE BURRELL, TRAFFIC MANAGEMENT OFFICER, (NORTH YORKSHIRE POLICE)

35. 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.

36. MINUTES

RESOLVED: That the minutes of the last meeting of the Committee held on 16 January 2008 be approved and signed by the Chair as a correct record.

37. PUBLIC PARTICIPATION

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

38. TRAFFIC CONGESTION AD-HOC SCRUTINY REVIEW – INTERIM REPORT

Members considered a report, which detailed the background to the Traffic Congestion Scrutiny Review, set up with a remit to reduce present levels of traffic congestion in York together with ways of minimising the impact of the forecast traffic increase.

The Committee were reminded of the briefings and extensive consultation undertaken in relation to the objectives. Also the request to SMC for an extension of time and additional funding for a survey to ascertain resident's views on the broad strategic options available to the city to tackle congestion.

Members also considered the following information:

- Plans relating to Annex F detailing by colour code, accidents relating to pedestrians, cycles and powered two wheelers, previously circulated;
- Plan showing the geographical distribution of car accidents displayed at the meeting;
- Briefing note: Contributions to Reducing Congestion Major Options, circulated at the meeting;
- Annex E surveys carried out as part of LTP1 and LTP2, circulated at the meeting.

Briefing Note on Traffic Congestion and Road Safety

Officers confirmed that the information used to produce the graphs, displayed in the report, was based on Police accident records.

General

- Surprise that there was such a close alignment between accidents rates and peak traffic flows;
- Relationship between congestion and accidents was less clear as congestion was difficult to measure/define without geographical analysis;
- Measures that may be chosen to relieve congestion may result in more accidents;

Powered Two Wheelers

- Further examination of this data required to ascertain the type of powered two wheelers involved, age of driver, experience, speed etc prior to any conclusions;

Cycle Accidents

- Appeared to be more cycle than pedestrian accidents;
- Plans showed accidents closely related to main road networks;

Pedestrians

- Confirmation that this information related to pedestrians who were involved in a collision with a car/cyclist including those reported on cycle tracks;
- Confirmation that a high number of pedestrian accidents go unreported;
- Noted that concentration of accidents are in the city centre with very few in residential areas;

Car Accidents

- Noted that policing was reduced after 1am leaving Officers covering larger areas;
- Premature for conclusions on car accident data, deeper analysis required eg age of driver, weather related etc.
- Officers confirmation that a detailed investigation was undertaken each year of areas where 4 accidents had occurred in the previous 3 year period to try and ascertain a common cause but this was often difficult;
- Confirmation that there was liaison between the Police, North Yorkshire County Council, the Highways Agency and the City of

York Council in relation to all roads in the area with preparation of long term strategies;

- Portsmouth's proposed 20mph zone would only cover residential streets, with signage to ensure driver compliance, in an effort not to increase traffic calming measures. The anticipated cost was £½ m over the 2 year introduction period. This was not considered as a realistic option for York owing to the nature of York's roads.
- Introduction of blanket measures would be difficult, further investigation of why accidents occurred eg junction visibility etc required, prior reduction measures being examined;
- Shunt accidents required smoother traffic flow rather than blanket 20mph speed limits.

The Chair thanked Steve Burrell and the Officers for their work on the analysis of this data, which had provided informative discussion.

Contributions to Reducing Traffic Congestion by Major Options

Officers reminded Members of the massive piece of work that would be required to examine in detail the major options and the likely contributions that each could make on reducing traffic congestion. The subjective assessment of senior officers had assessed and scored each option and its costs, not including social and economic costs, in relation to how each would impact on York.

It had become clear from this work that the greatest benefit to reducing congestion was through the suite of initiatives in the Local Transport Plan supplemented with further major options. The major options that would bring additional benefits would be the Access York Projects, improved bus services and facilities, implementation of softer measures, and some form of demand management in the city.

Members and Officers commented:

- That despite recent measures to reduce congestion it had worsened;
- Introduction of a cordon area in the city could prove easy to avoid but would need charges at a high level, to ensure a modal shift, smaller charges would only redistribute traffic;
- A zoned area would be more applicable for York but problems would arise for cross city journeys;
- Difficult to look at options in isolation as a combination of measures would be required to ensure any real impact;
- A stepped change was required;
- Bus priority would be a significant demand restraint but there were difficulties with adjacent property boundaries with any expansion in this area;
- Speed restraint would lead to congestion elsewhere;
- Useful to support drivers in vehicle sharing;
- The introduction of a 20mph speed limit on the inner ring road outside peak hours could divert traffic from the inner to the outer ring road to assist with congestion in the centre;

- Parking demand restraint had probably been exhausted but there were insufficient resources to undertake detailed work to find an alternative that would be as effective;
- Any radical solutions required examination by outside Consultants;
- Road user charging considered unpopular unless considered as a package eg revenue used to improve outer ring road;
- There had been a previous dismissal of options without full investigation;
- Recognition that some of the traffic on the inner ring road was not travelling into the city centre but through it, rather than using the outer ring road;
- Should not dismiss any of the demand management options until a comprehensive assessment of each had been undertaken.

Arising out of the above discussion it was decided that the final report should take the following form:

- Short strategy report;
- Details of where we are including information collected, residents surveys, attitudes, plans previously circulated etc;
- The way things are going including predicted growth levels, impacts, congestion maps, current LTP, 15 year strategy bids, Park and Ride sites;
- Government framework requirements including improved public transport, buses (as trams are not an option), transport investment funding legislation, options for demand management;
- Potential choices and the need for a step change;
- Pointing out that a lot of evidence had been collected and discussed but the options available required proper studies commissioning, these studies to include potential funding options and how they would affect residents. This work was required at the earliest opportunity to alleviate the worst affects of future congestion.

- RESOLVED:
- i) That the Committee note all the information provided in the report and annexes.
 - ii) That, in light of the tight timescales for production of the draft final report, the Committees meeting scheduled for Thursday 1 May 2008 be rescheduled to week commencing 19 May following consultation with all Committee members.
 - iii) That no additional information be sought on objectives (vii) Quality of Life and (viii) Road Safety.
 - iv) That no further work be undertaken in connection with the investigation of objective (vi) Economic Performance.

- v) That consideration of the format and content of the proposed residents survey be deferred pending the decision of the Executive on funding.

REASON: To ensure full consideration of all the objectives, and the completion of the review within the agreed extended timeframe.

CLLR D MERRETT, Chair

[The meeting started at 5.00 pm and finished at 7.10 pm].

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Traffic Congestion Ad-hoc Scrutiny Committee

11 June 2008

Draft Final Report**Background to Scrutiny Review**

1. This topic was originally registered by Cllr Tracey Simpson-Laing in April 2005 in an effort to access the draft of the second Local Transport Plan (LTP2) prior to its submission. It was envisaged that the scrutiny process would ensure that LTP2 met the aspirations of the Planning & Transport Panel and allow time for the Executive Member to be questioned on issues of concern. A decision was taken to defer the topic and LTP2 was subsequently submitted.
2. In November 2006 Scrutiny Management Committee (SMC) reconsidered the topic registration suggested by Cllr Simpson-Laing, together with a draft remit for a revised scrutiny review focusing on tackling traffic congestion. After due consideration, SMC agreed 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:

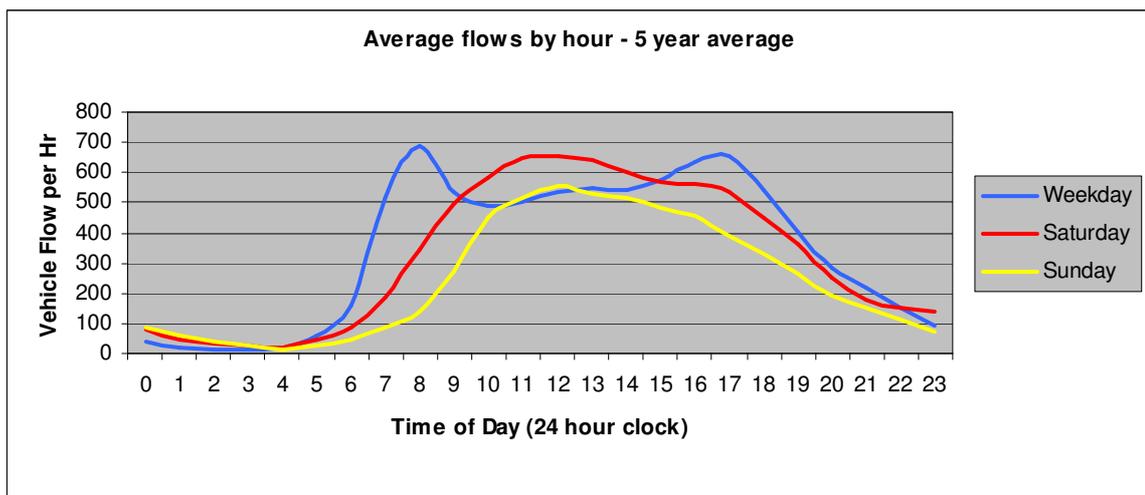
- i. Accessibility to services, employment, education and health
- ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
- iii. Alternative environmentally viable and financially practical methods of transport
- iv. CO₂ Emissions
- v. Journey times and reliability of public transport
- vi. Economic Performance
- vii. Quality of Life
- viii. Road Safety

Background to Congestion Issues

3. 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 definition was adopted as

below that level traffic generally flowed smoothly but above that level flow became unpredictable causing disruption leading to reduced or no free flow.

4. To understand the serious growth and spread of congestion on the principal road network in York, the Committee was presented with information on the modelling work undertaken by Halcrow in 2005. This work was produced using a new traffic model (replacing the various Saturn models that had been used since 1988) and looked at the peak traffic flow (weekday mornings 7am – 9am). It compared the traffic levels for 2005, against the projected 2011 LTP2 based do minimum, the 2021 do minimum & the 2021 do something – See Annex A.
5. 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.
6. In common with most other cities, traffic flows in York (and associated congestion levels) vary greatly by time of the day, and by day of the week. The graph below shows the typical traffic flow patterns for weekdays, Saturdays, and Sundays over a selection of main roads in the City.



7. It is generally accepted that the worst periods for traffic congestion are during the early morning and late afternoon periods on weekdays, as the highest flows show in the graph. However, there are now similar levels of flow experienced on Saturdays, from late morning to early afternoon.
8. Officers also identified a number of other impediments to traffic flow not listed in the objectives of this review which contribute to congestion. The Committee took time to look at these in order to fully understand all of the factors facing the city (as detailed in Annex B).

Consultation

9. 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 consulted in relation to Objective (v) - Journey times and reliability of public transport. A number of consultation events were also held. These looked at Road User Charging (presented by Capita Symonds), the 'Broad Strategic Options Available to York' (presented by the Assistant Director of City Development & Transport) and 'Quality of Life' (presented by Professor John Whitelegg).

Review Objectives - Information Gathered

10. Accessibility to services, employment, education and health

Consultation carried out as part of LTP2 found that improving access to services for all was the second most important priority for York residents, after reducing congestion. A 'Citywide Accessibility Strategy for York' was therefore developed as part of LTP2, in partnership with land-use planners, healthcare providers, education bodies, Jobcentre Plus, retail outlets, transport operators and community groups. The first stage of this strategy was to carry out a strategic audit, in order to identify local needs and objectives. As a result, action plans containing a range of solutions and available options were developed for the following key areas:

- **Access to York Hospital** – mapping identified the time taken to travel by public transport to the hospital from different areas of the city;
- **Transport information** – mapping identified that improved real-time information together with better publicity of the bus route network would improve public confidence. Also improved signage would encourage the use of pedestrian / cycle networks;
- **Access to out-of-town centres** – mapping identified a demand for responsive transport. A contribution from developers and the introduction of orbital / cross city bus services was required;
- **Rural accessibility problems** - mapping identified a demand for responsive transport and an improved public right of way network. It also recognised the need to support cross boundary services; and
- **Access to education** - mapping identified the time taken to travel by public transport to secondary schools across the city.

11. Air Quality

There are currently five technical breach areas in York's Air Quality Management Area (AQMA), where levels of nitrogen dioxide caused mainly by vehicle exhaust emissions exceed the annual objective. These are:

- Fishergate
- Gillygate
- Lawrence Street
- Holgate Road
- Nunnery Lane

12. Improved air quality was one of the four key aims of LTP2, which contains an Air Quality Action Plan to limit the average nitrogen dioxide concentrations to $30\mu\text{g}/\text{m}^3$ by 2011. If the plan is implemented as recommended 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 measures in LTP2, and any increase in vehicle numbers may eventually negate this reduction.

13. 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.

14. CO₂ Emissions

It is recognised that there is limited scope at local level for moving towards alternative fuel technology as this is predominately a matter for national Government and the motor vehicle industry. This Committee did however recognise the following broad approach to reducing transport based CO₂ emissions:

- Reduce the need to travel, and the length of journeys
- Undertake maximum number of journeys by environmentally friendly modes
- Maximise the uptake of car sharing
- In short term switch to lower carbon emission fuels and maximise engine efficiency
- In medium term switch to non-carbon based fuels
- Improve driving standards / training, to drive fuel efficiently
- Reduce congestion and engine idling

15. Alternative environmentally viable and financially practical methods of transport

There is ample evidence to support the view that the volume of vehicles using our highways is now damaging the local environment enjoyed by local residents, both through their presence and the noise and pollution they generate. Therefore, the core aspects for any 'environmentally friendly transport' are that it has a minimal polluting impact, it is quiet and it is only used when and where absolutely necessary.

16. 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 12% of York's commuters travel by cycle and 14% walk. With the right policies and facilities there is significant potential for increasing these levels with the added benefit of improved health.

17. 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 neither suit all journeys or are attractive to everyone. The young, the elderly and those with young children are target groups, but there are constraints to growth in these areas.

18. Although much has been done in York in the past to encourage cycling, this approach has faltered and the increase in cycling's share of the travel market has remained largely static for a few years. Equally, walking has been encouraged but this also seems to have reached a point where additional trips are not being made. It is recognised that modern lifestyles and the layout of the city are constraints that could continue to result in a continued demand for motorised vehicle-based travel. If these issues can be addressed, there is the potential for increasing York's cycle

usage in line with the much higher levels of cycling in many European towns and cities.

19. To a degree, the demand for vehicle trips could be accommodated by public transport, be it multi passenger type vehicles or taxis/private hire. These 'shared' vehicles could be of an environmentally friendly type and thus provide transport at a reduced cost to the environment. However, given an option, individuals would generally opt for the use of their own private transport because of its perceived advantage over the disadvantages of shared / public transport.

20. Journey Times and the Reliability of Public Transport

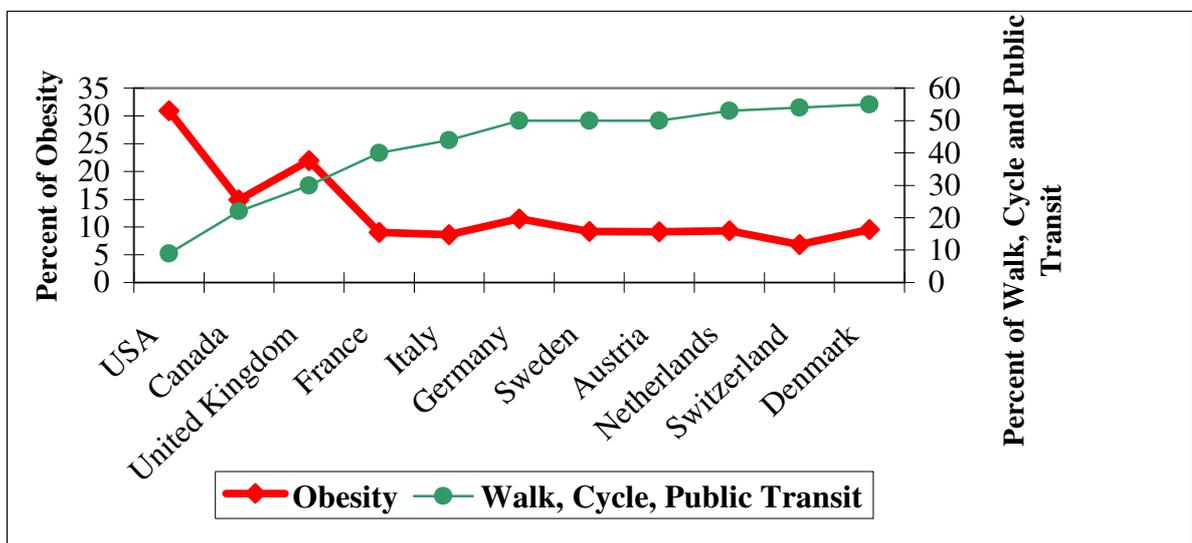
As part of this review, a week long survey of a cross-section of York bus and Park & Ride services was carried out in June 2007, and a number of issues were identified. These included:

- a 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.
- None of the services looked at consistently met their published timetable throughout the day or even a substantial part of it.
- Only 66% of the buses running on 'Punctuality Improvement Partnership' (PIP) routes were 'Bus Location Information Sub System' (BLISS) enabled, therefore customer perceptions were that the information provided was unreliable. This was either to do with drivers not turning the equipment on or with vehicles not having the equipment installed, despite previous agreements with some operators.
- The 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

21. In 2001 Steer Davies Gleave Consultants examined the reliability of bus services in York and their final report highlighted reasons leading to unreliability that included dwell time, ticketing, congestion of the road network and money in the capital programme. Unfortunately, as was acknowledged by the chair of the

Quality Bus Partnership when he met with this committee in 2007, the issues relating to bus service unreliability are still very much the same today.

22. The above issues are not helped by the fact that not all bus stops have timetables or shelters, and where more than one Bus Company services the journey; passengers have to purchase more than one ticket to cross the city making such journeys particularly expensive, leaving aside the time penalties and inconvenience of changing services.
23. In an effort to find ways of influencing journey choice, the role of wider education and promotion campaigns was discussed. It was identified that no campaigns have been undertaken between 2002 and 2007 for financial and staffing reasons. Officers expressed the view that individualised journey planning i.e. through the 'Smart Travel' initiative, had major potential to influence choice and change people's travel patterns, and evidence from previous work (pilot in 2003) and recent work in Sustainable Cities & Cycle Demonstration Towns confirm this.
24. Quality of Life
It was recognised that traffic flow affects social interaction. For example, residents living alongside roads which experience high levels of motorised traffic are much less likely to make friends and acquaintances with others living in their road, compared to those living in areas with low traffic levels. Add to this the affects of noise pollution and poor air quality and the affect traffic can have on quality of life becomes clear.
25. In 2000, The World Health Organisation agreed guidelines for Community Noise, recognising that noise levels can have adverse effects on health causing annoyance, sleep disturbance, interference with communication, thereby affecting performance, productivity and human development. In children, noise can have a chronic adverse effect on cognitive development, memory, reading, and motivation. Health targets for Transport, Environment & Health set by Central Government aim to protect existing quiet areas, promote quietness and reverse the increase in noise pollution by introducing noise emission measures.
26. Air pollution can have psychophysiological effects, mainly cardiovascular e.g. ischaemic heart disease, hypertension and stress.
27. Choices in mode of transport can also have a long-term affect on health and quality of life. For example, obesity levels fall sharply with increased walking, cycling and use of public transport:



27. Road Safety

Many advances have been made in reducing road accidents, particularly for 'Killed or Serious Injury' accidents (KSIs). LTP2 aims to reduce KSIs by 45%. It is difficult to establish a direct link between traffic levels and accidents as increased congestion can result in lower traffic speeds, hence lower KSI risk, although, paradoxically, pedestrians may be willing to behave in a more unsafe manner to be able to cross a more busy road.

Analysis

28. As a result of all of the information provided during this review, the Committee have recognised the following:

29. Expected Increase in Congestion in York

Over the period of the City's first Local Transport Plan (2001-2006) peak-hour traffic flows remained very close to 1999 flows. Although the indicator for peak hour traffic showed traffic levels being fairly constant between 1999 and 2006, the indicator did not give any information relating to traffic levels either side of the peak period and hence any data pertaining to people commuting either earlier or later to avoid roads running at full (or over) capacity in the longer peak period.

30. Nationally, traffic growth between 1996 and 2025 could be in the range 52-82%¹ although recent actual levels show traffic growth at the lower rate York could face a 27% rise in traffic by 2016. Due to the geographical constraints and the city's historic character it is not possible to provide additional highway capacity at anything like the rate at which demand is increasing, and this has necessitated York's integrated approach to the provision of transport infrastructure since the 1987/88 MVA study, through to LTP1 and LTP2.

31. The property price boom over the past decade, the recent low levels of family housing construction in York, and the dispersion of businesses to the outskirts of the city have made it increasingly difficult to live near to places of employment. This added to the expansion of car ownership and generally decreasing motoring costs, is leading to greater population dispersion. Recent figures show that 22.5k workers commute into York from surrounding areas in comparison to 17k travelling out of the city for work. The need to relocate to more peripheral locations has necessitated longer journeys to work, which are often less suited to non-car options. Outside the main urban area, journeys are becoming increasingly more difficult to serve by public transport due to their varied nature serving a wider number of origins and destinations, along with reduced opportunities to satisfy needs locally due to a lack of local facilities and funding to provide public transport services.

32. Policy Driving Changes

Since 1997 central government has sought, through various white papers and the local transport plan system, to promote more sustainable and healthy travel by widening transport choice and reducing reliance on the private car. At a national level, more expansive programmes, such as the Transport Innovation Fund (TIF), seek to fund innovative 'package' solutions for tackling congestion. However, currently, a TIF package must contain some form of road user charging measure

¹ Source IAM motoring facts 2008

for it to be considered. The regional and local planning framework is described in more detail in Annex D.

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

The strategy in LTP2 for tackling congestion is to build upon the successes already achieved by LTP1 and deal with the pressures from the growth in the economy. LTP2 predicts that, in the absence of its proposed package of measures, traffic levels will rise by 14% by 2011 with a further doubling to 28% by 2021.. The strategy proposed in LTP2 (as summarised in Annex C) seeks to limit this growth to 7% by 2011. The core strategies developed for LTP1 and LTP2 are still valid but have not yet been fully implemented due to constraints on resources. The key proposals identified in the LTP2 are to:

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

34. The maps in Annex A show that even with the congestion tackling measures included in LTP2, by 2011 there will be many principal roads in York where capacity will have reached and/or exceeded 85% during peak travel times, leading to reduced or no free flow. In addition, off peak and weekend traffic levels are increasing faster than ever before. By 2021, the projections are worse having taken into account the additional traffic from future employment and residential developments in York at University Campus 3, Germany Beck, Derwenthorpe, York Northwest, and Hungate.

35. To assess the impact that new development will have upon the road and transport networks, the Council maintains a multi modal model that combines both traffic and transport elements. Also within the model are the projected new developments and the infrastructure improvements expected to be delivered either through LTP2 and its successors, as well as any additional infrastructure delivered through major scheme bids such as Access York or through developer led

initiatives. It allows different development scenarios to be tested at both a macro and micro level and new developments are assessed to identify their impact upon the road network, which is very much driven by the type and content and extent of the development proposal.

36. The predictions for York were established on the basis of housing and employment growth contained in the Draft Regional Spatial Strategy (RSS). These have been superseded by higher levels of growth in the full RSS published in May 2008, particularly as employment growth is expected to outstrip housing provision, thereby, leading to more and longer commutes into the city.
37. Since the production of LTP2, other major land developments have been proposed and these are at various stages of planning e.g. York Central, British Sugar, Nestles and the Terry's site. Individually any one of these would have a significant impact on the local transport infrastructure with citywide effects, but when taken together could result in a major change in the city's travel patterns and demand for transport infrastructure. Therefore, it is clear that any additional development across the city in the coming years will worsen the significant adverse affects of the current high congestion levels.
38. The Committee recognised that additional congestion tackling measures would be required to compliment and work alongside those already included in LTP2 and extend beyond, if the expected rise in congestion levels are to be halted.
39. The Committee agreed that in order to raise awareness amongst York residents about congestion issues and to seek their views on the broad strategic options available to the city, it would be beneficial to carry out a citywide consultation exercise. The Committee could then use the findings to inform the decision on the best combination of additional measures required to supplement LTP2. The Committee have considered the surveys carried out as part of LTP1 & LTP2, and are in the process of agreeing the content and format for their proposed survey.
40. Findings From Residents Survey
The Committee will include the results from the proposed citywide consultation exercise at this stage in their final report in order to evidence residents views on the current congestion issues in York and the Committee's suggestions for improvements.
41. Transport Tools Available & Their Effectiveness
Significant achievements have been made to widen transport choice in the city, reduce the reliance on the private car, including keeping peak hour traffic levels close to 1999 levels and increasing bus patronage by 49%, through implementing the first LTP (2001-2006). LTP2 seeks to continue and build upon the measures in LTP1, but is unlikely to be enough in the longer term.
42. Many measures have or are close to achieving their maximum potential for restricting traffic growth at the level of investment to date and more extensive measures are likely to be required in the future, particularly if doubling York's economy by 2026 is to be realised. Failure to adopt this approach will result in this level of economic growth not being achieved. The various elements that could be considered are shown at Annex E.

43. Many cities face a situation similar to that of York. For example, Cambridgeshire County Council is currently in the process of working up a TIF bid for Cambridge which includes road user charging together with a complimentary programme of improvements to the transport network, and Nottingham City Council has recently approved the introduction of a workplace parking levy.
44. It is extremely unlikely that future LTP allocations will be sufficient to implement the full or even a significant part of the suggested strategy, so other more extensive funding sources will need to be secured. The most likely source is the Transport Innovation Fund (TIF)(Congestion), which has already been awarded by the Department for Transport (DfT) to some authorities to work up packages to address congestion that include some form of demand management. It is becoming more apparent that DfT's view is for local authorities seeking some of the TIF funding available (£290m in 2008-09 rising to £2550m by 2014-15), 'demand management' should include some form of road pricing.
45. Road Pricing is most likely to attract TIF funding and does generate a revenue income. However, the revenue collection and scheme operation costs need to be accurately assessed to determine if such a scheme is viable and sustainable.
43. Big Choice Options For Reducing Congestion
The Vision' for York as contained within the Sustainable Community Strategy states that we will make our mark by:
- Building confident, creative and inclusive communities
 - Being a leading environmentally friendly city
 - Being at the forefront of innovation and change with a prosperous and thriving economy
 - Being a world class centre for education and learning for all
 - Celebrating our historic past whilst creating a successful and thriving future
46. It is unlikely, at this stage, that this vision will change. However there is a need to bear in mind that York is part of the Leeds City Region and York's vision may, ultimately, be influenced by the Leeds City Region Vision and/or Multiple Area Agreement. An alternative vision suggested for the Long-term transport strategy's could be 'to enable the City's vision to be realised whilst enabling better access to and within the city in the most sustainable and affordable way possible'.
47. The elements considered worthwhile pursuing have been assembled in to a series of scenarios. These could be adopted either singly or in combination and could be implemented to either widen travel choice or manage the demand for travel. The results of an initial assessment of the various scenarios has been carried out. Annex F lists these scenarios in order of increasing ability to tackle the issues, but which also increase in cost and complexity, together with the expected contribution each element will make towards achieving the desired limiting of traffic. It also shows the optimum scenario (No.13) which is the proposed suggested strategy. It is recognised that these will need to be subjected to further testing.

Report Options

60. Having regard to the remit for this review and the information contained within this report and its associated annexes, Members may decide to:

- i) Amend and/or agree the suggested vision for York's long-term transport strategy as shown in paragraph 54
- ii) Amend and/or agree the proposed suggested strategy as shown in Annex E
- iii) Amend and/or agree the recommendations within this report

Implications

61. **Financial** - The financial implications associated with implementing the suggested long term transport strategy are outlined in paragraph 58. However in order to pursue these funding streams the options (scenarios) will need to be tested rigorously to confirm the validity of the suggested strategy which would require Council funding. At this stage it is unclear exactly how much funding would be required and this would need to be considered before any decisions were taken.
62. **Legal** - to follow.
63. There are no known HR, Equalities, Crime & Disorder, Property or Other implications associated with the recommendations within this report.

Risk Management

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

Corporate Priorities

44. 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

45. In light of the above options, Members are asked to:
 - i) Note all of the information provided in the report and annexes
 - ii) Agree any amendments to the report and/or additional information to be included therein, prior to its consideration by Scrutiny Management Committee
 - iii) Agree the wording for the suggested 'Vision' for York's long-term transport strategy
 - iv) Confirm which of the long term transport strategies (as shown in Annex F) is the preferred option of the Committee

Reason: To ensure full consideration of all the objectives, and the completion of the review within the agreed extended timeframe

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Dawn Steel
Democratic Services Manager

Final Draft Report Approved

Date 30 May 2008

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Traffic Congestion Interim Reports dates 28 January 2008 & 17 April 2008

Annexes

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

Annex B – Additional Impediments to Traffic Flow

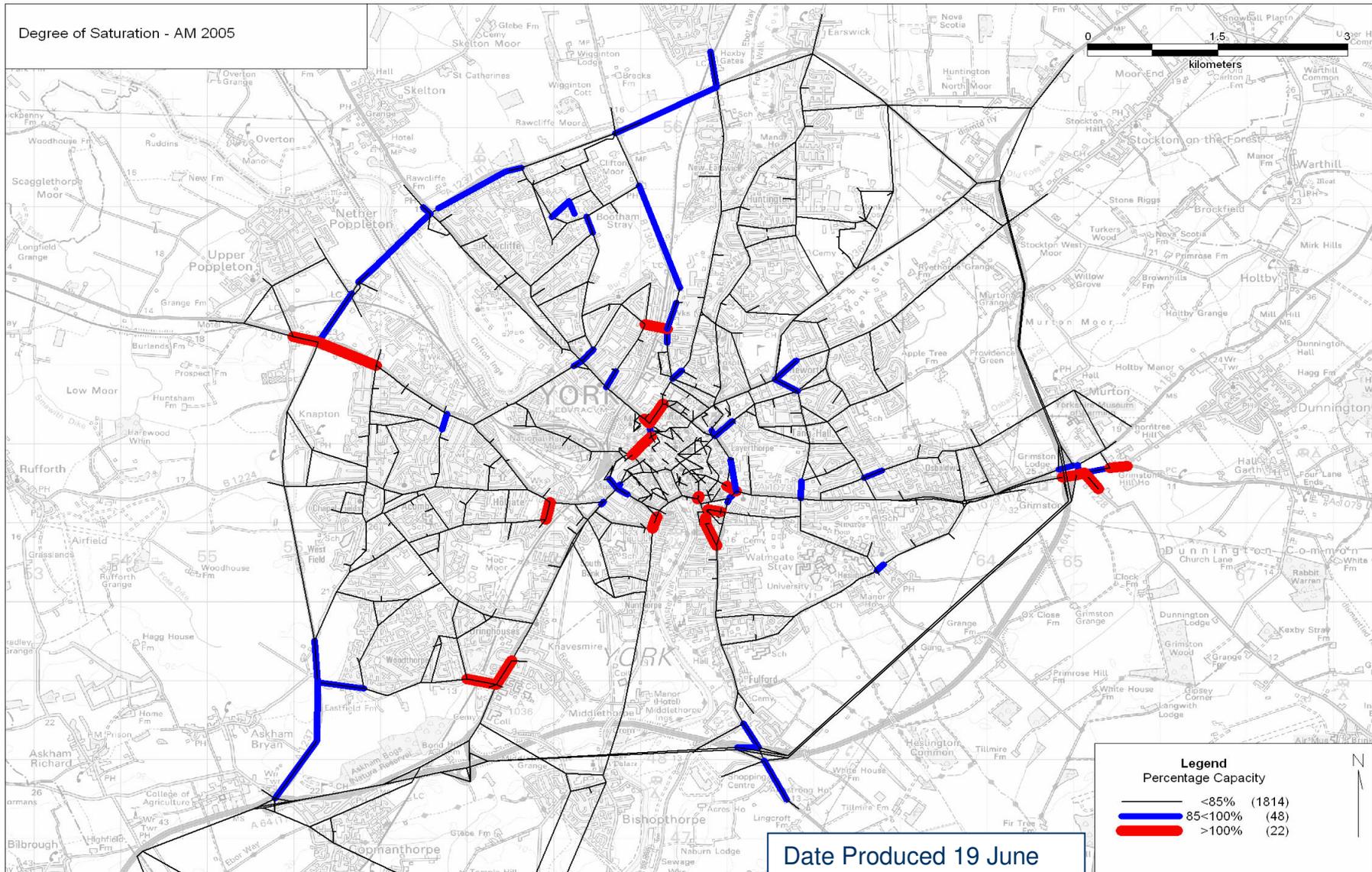
Annex C – LTP2 Strategy for 2006-11

Annex D – Summary of Regional and Local Transport Policy

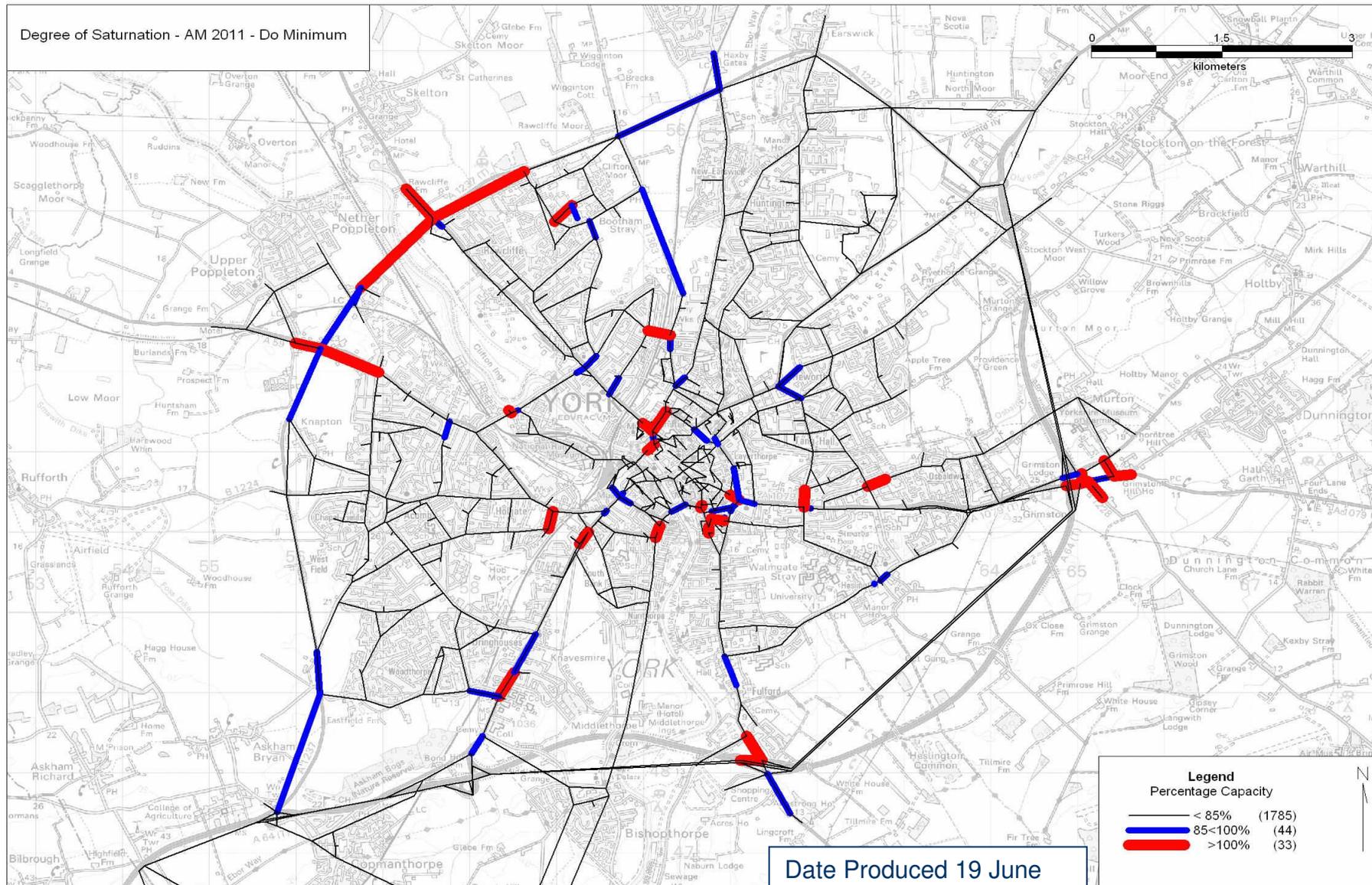
Annex E – Potential Elements for a Long term Transport Strategy for York

Annex F – Long Term Strategy Scenarios For York

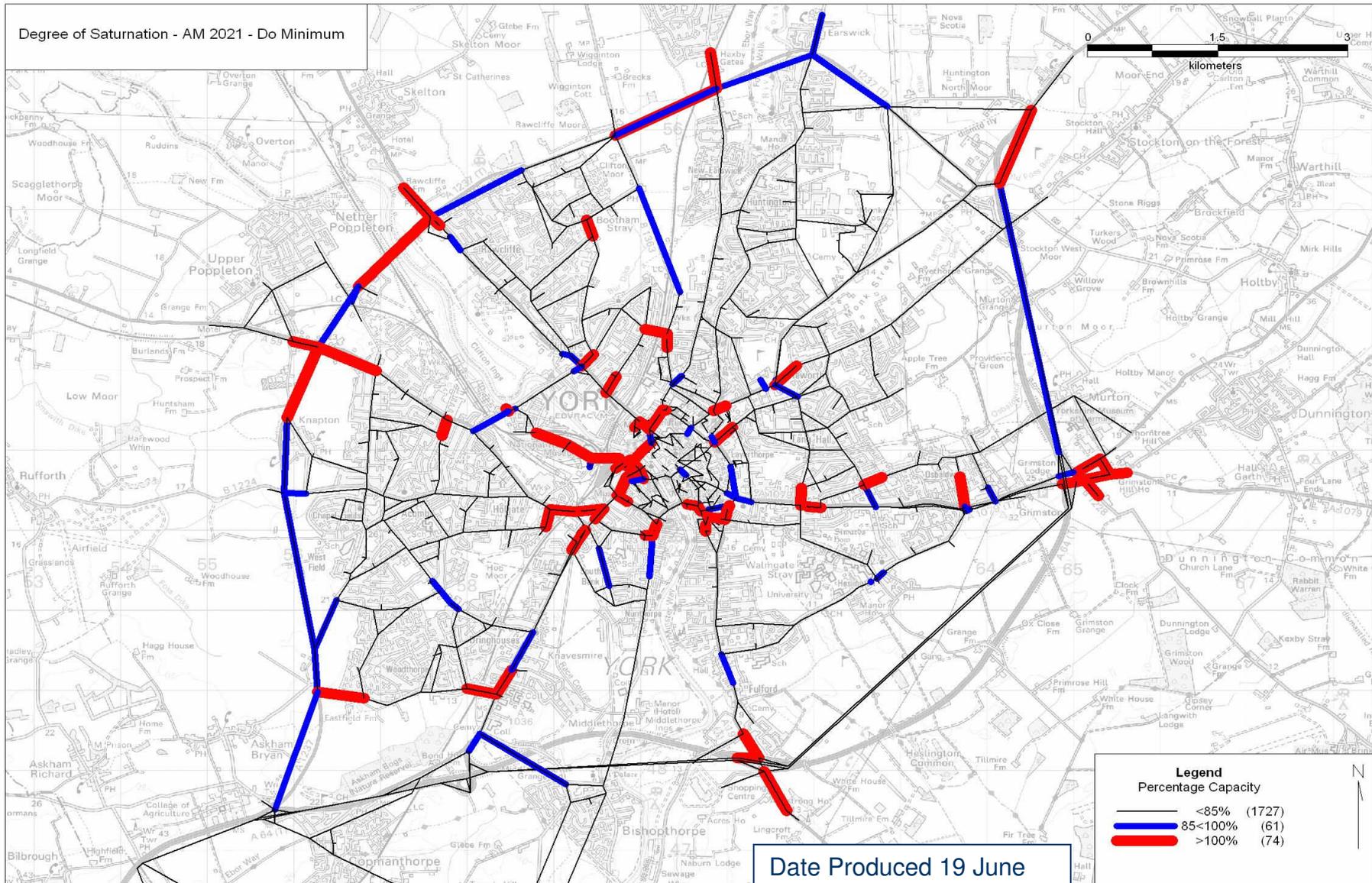
AM Peak 2005



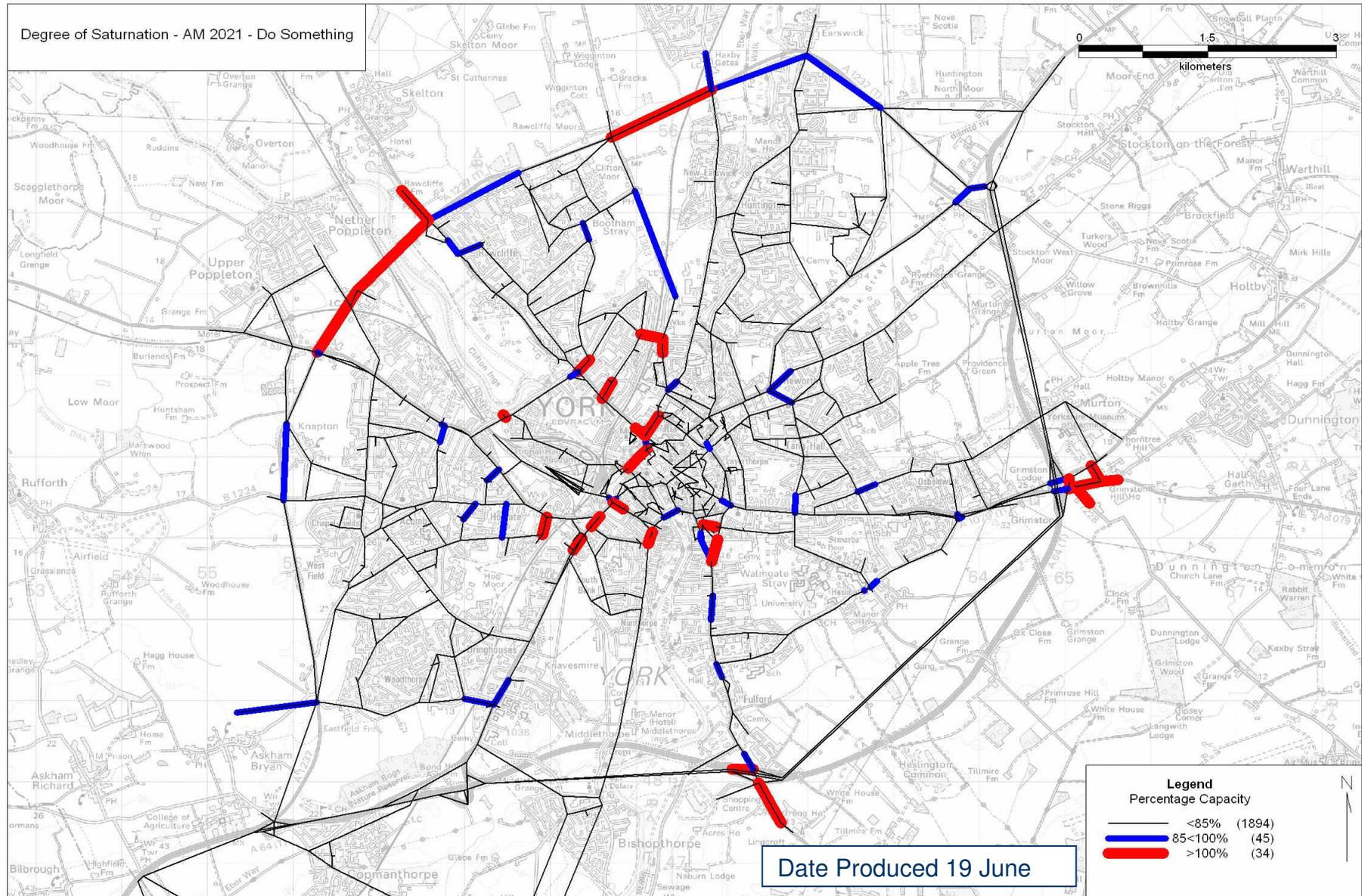
AM Peak 2011 Do Minimum



AM Peak 2021 Do Minimum



AM Peak 2021 – Do Something



Other Issues Affecting Congestion

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

Utility & Roadworks on the Highway

From April 2008 the Traffic Management Act will require us to notify the co-ordination team of small scale works on the highway such as reactive maintenance. This should aid the management of the network and minimise the disruption.

Accidents on the Highway

The Police have a major influence upon the management of road traffic accidents as they take the responsibility for the scene. Whilst we have reasonable levels of communication with the Police there is room for improvement in co-ordinating the joint response.

Junctions

Where a junction has been improved as much as is practically possible, the only way of reducing congestion further rests on finding ways of either encouraging, or forcing, less traffic to use the roads linked to the junction.

Signals / Crossings

This committee recognised a number of sites where the type of crossing in situ was not necessarily the ideal type for the location. The adaptation or upgrading of some of the older signals to puffin signals would be ideal but costly dependant on the age and type of the crossing already in place.

On Street Parking

There are approximately 267km of waiting restrictions on our existing highways that are regularly patrolled for enforcement by the Council's Parking Services. As inconsiderate and illegal parking is a major source of interruption to the flow of traffic on the Network, more enforcement is required particularly outside schools and within their local vicinity, and At other hotspots where there are frequent delays e.g. on bus routes.

Public Events

Any additions to the current use of Intelligent Transport Systems that alter traffic signal timings and advise traffic of congested areas would be of benefit to the city utilised on major routes into the city to better manage traffic.

School Terms

School related travel can account for up to 20% of traffic during school term times. In fact, one out of every four cars on the road in the morning rush hour in York is on the school run. Work is ongoing in schools to minimise the impact of the "school run" by encouraging alternative modes of transport such as walking and cycling, and work is also in progress to ensure each school has its own travel plan.

Travel Plans

All developments over a certain size had to have a green travel plan but as circumstances change the travel plan do not necessarily change with them. There are well established companies and businesses in the City that do not have a green travel plan and this could possibly be having an effect on traffic congestion within the City; maybe more so than the school run. The Council could do more to encourage the development of, and use of travel plans in the private sector by leading by example.

Inner City Goods Deliveries

The restricted hours for delivery i.e. outside Pedestrian hours leads to a concentrated number of delivery vehicles clogging up the city centre streets. This in turn has a negative affect on pedestrians in the form of a greater potential for accidents and poor air quality from stationary traffic. There is also an issue with parking on main arterial roads during peak traffic times.

THE VISION
A thriving, sustainable (economically, socially and environmentally), vibrant community..... where traffic will be less congestedand everyone can access services and enjoy a better quality of life (including better air quality), without dependence on the availability of a carand with greater safety and security

THEMES (CHALLENGES)	Shared Priorities (with Government)				
	Tackling Congestion	Improving Accessibility for all	Improving Safety	Improving Air Quality and other Quality of Life Issues	Supporting the Local Economy (and other strategies)
HEADLINE OUTCOMES (TARGETS)	<ul style="list-style-type: none"> Limit traffic growth to 7% Reduce car modal split by 3.5% 	<ul style="list-style-type: none"> Bus trips up 46.5% P & R passengers up 40% Walking in city centre up 15% Cycling to work up 1% and 3% overall 	<ul style="list-style-type: none"> Reduce Killed or Seriously Injured accidents by 45% (Stretched Target) 	<ul style="list-style-type: none"> Mean of all annual average nitrogen dioxide concentrations measured within the AQMA not to exceed 30µg/m³ 	<ul style="list-style-type: none"> All of the preceding headline outcomes will support the local economy by making York a more attractive city (to visitors, residents and investors) that is easier to get to and around.

Note All of the above headline outcomes and the following measures may contribute to several themes but have been shown relative to the main one that applies

OBJECTIVES	<ul style="list-style-type: none"> Encourage informed travel choice Maintain and make better use of the existing network Improve journey reliability 	<ul style="list-style-type: none"> Provide accessible and affordable links to key services Improve integration within and between all forms of travel support development that reduces the need to travel and or enables travel by more sustainable modes 	<ul style="list-style-type: none"> Improve levels of safety for all forms of travel and enhance community safety 	<ul style="list-style-type: none"> Improve air quality, maintain and protect the built and natural environment of the city Increase levels of physical activity and provide wider access to health and social care Maximise the overall benefits of transport and/or developments, to the local community 	<ul style="list-style-type: none"> Maintain high levels of employment through enhancing and supporting the needs of the local economy in a sustainable manner Longer-term objectives (to 2021)
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ELEMENTS	<ul style="list-style-type: none"> Demand management Selective Highway Improvements Reallocation of road space Effective management of the network 	<ul style="list-style-type: none"> integrated transport network Modal shift away from the private car Public transport provision and promotion Smarter travel choices Improved walking and cycling routes 	<ul style="list-style-type: none"> A continued focus on a 'Hierarchy of Transport Users' Engineering, Education and Enforcement 	<ul style="list-style-type: none"> Air Quality Action Plan 	<ul style="list-style-type: none"> Improved forward planning (Through informing the Local Development Framework)
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THE STRATEGY (MECHANISM), MEASURES AND TIMESCALE
SEE FOLLOWING DIAGRAM AND ATTACHED ACTION PLAN

The consultations undertaken for formulating LTP2 showed that local residents and stakeholders identified ‘congestion’ as their main area of concern, with businesses believing ‘reducing congestion’ to be the most important issue facing the city. Tackling congestion, is, therefore, the primary focus of LTP2 as doing so also contributes significantly to all of the other themes.

THE ISSUE

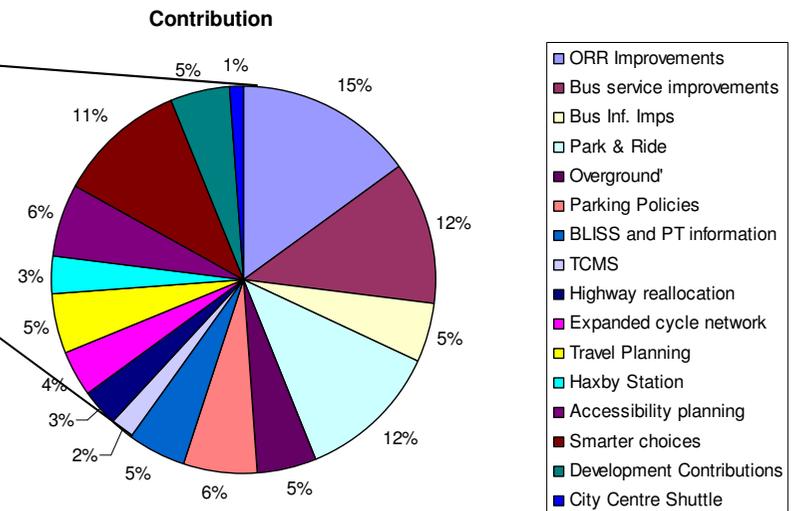
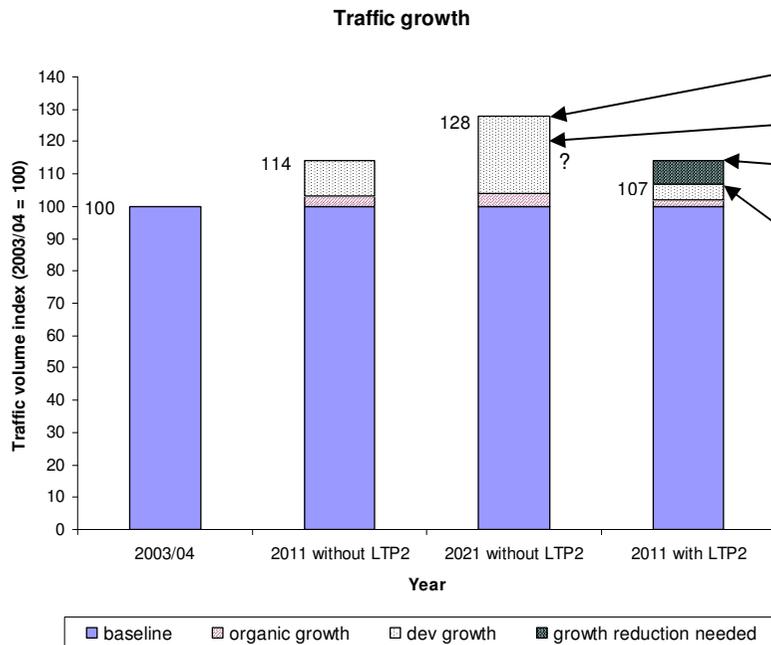
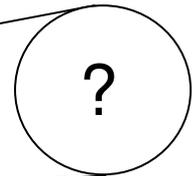
The continuation and expansion of development that has taken place in the city over recent years will, together with ‘organic growth’ add a significant level of transport demand (primarily private car) on the city’s transport network. It is likely that the network will struggle to cope with this level of demand unless further investment is made to improve capacity and demand management measures are introduced to restrain traffic growth (to 7% by 2011 instead of the predicted 14% in the absence of such measures as intended within LTP2).

THE STRATEGY (MECHANISM)

The mechanism by which the issue is anticipated to be addressed consists of the following:

- i) Improve the Outer Ring Road (junctions) to improve capacity and reduce vehicle delays along it to encourage drivers away from undertaking cross city movements along the radial routes,
- ii) thereby reducing traffic levels along the radial routes allowing capacity reallocation to improve journey times and safety for more sustainable forms of transport, such as walking, cycling and public transport; thereby
- iii) enabling further improvements to bus services, augmented by improvements to and expansion of the cycle network and pedestrian routes, supported by;
- iv) suitable promotion, marketing and travel planning to raise the awareness of the more sustainable travel options in the city,
- v) utilising developer contributions for improving the network as appropriate.

This is represented in the following diagrams.



Shared Priority	Scheme	Short Term					Medium Term 2011/2016	Long Term 2016/2021	Core Aim ^{1,2}	Targets ³											Also contributes to:			
		06/07	07/08	08/09	09/10	10/11				1	2	3	4	5	6	7	8	9	10	11				
Tackling Congestion	Traffic Congestion Management System roll-out								2,7			Y												
	A64 Hopgrove Roundabout		◆						2,4	Y			Y	Y										
	Moor Lane Roundabout		◆						4, (2)	Y			Y	Y										
	Other ORR Improvements						◆		2,4	Y			Y	Y										
	Bus Lanes (A19 N&S, Wigginton Road)						◆		1,2,7	Y	Y	Y			Y	Y	Y			Y	Y			
	High Occupancy Vehicle Lane						◆		1,2,7	Y	Y	Y			Y	Y	Y			Y	Y		AQ	
	Bus Priorities (Radial Routes & FTR)						◆		1,2,7	Y	Y	Y			Y	Y	Y			Y	Y			
	Designer Outlet P&R Relocation	◆							1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	Askham Bar P&R Expansion			◆					1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	Grimston Bar P&R Expansion						◆		1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	A59 P&R						◆		1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	Wigginton Rd P&R						◆		1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	FTR Roll-out on other routes		◆						1,2,5,7	Y	Y	Y				Y	Y	Y	Y	Y	Y			
	Further Development of FTR						◆		1,2,5,7	Y	Y	Y				Y	Y	Y	Y	Y	Y			
	City Centre Public Transport Access Improvements		◆						1,2,7	Y	Y	Y			Y	Y	Y	Y	Y	Y	Y		AQ	
	Development of orbital routes and transport interchange points			◆					1,2,7 (3)	Y	Y	Y					Y			Y	Y		A	
	Extension of BLISS						◆		1,2,7	Y		Y			Y									
	Real-time Information provision	◆							1,2			Y												
	Personalised journey planning	◆							1,2,5,7	Y	Y	Y					Y				Y		A	
	Segregated off-road cycle routes						◆		1,2,6,7	Y	Y	Y	Y				Y			Y			AQ	
	New pedestrian/cycle bridge						◆		1,2,5,6,7	Y	Y	Y					Y			Y			A	
	Address pinch-points on cycle network						◆		1,2,5,7	Y	Y	Y					Y	Y	Y					
	PROW links	◆							1,5,6,7								Y							
	Expansion of Footstreets	◆							3,4,5	Y			Y	Y		Y								
Car clubs	◆							1,2,5,7			Y				Y									
Haxby Station						◆		1,2,5,7	Y	Y	Y							Y	Y			A, AQ		
Harrogate Line						◆		1,2,5,7	Y										Y			A, AQ		
Beverley Line						◆		1,2,5,7	Y										Y			A, AQ		

Shared Priority	Scheme	Short Term					Medium Term 2011/2016	Long Term 2016/2021	Core Aim ^{1,2}	Targets ³											Also contributes to:			
		06/07	07/08	08/09	09/10	10/11				1	2	3	4	5	6	7	8	9	10	11				
Accessibility	Park & Cycle	◆	◆	◆	◆	◆	◆	◆	1,5		Y								Y					
	City centre shuttle scheme	◆	◆	◆	◆	◆	◆	◆	5		Y						Y		Y					AQ
	Accessibility improvements for retail, education & leisure destinations	◆	◆	◆	◆	◆	◆	◆	1,2,5,7	Y	Y	Y							Y	Y				AQ
Safer Roads & Communities	Targeted speed enforcement	◆	◆	◆	◆	◆	◆	◆	4				Y											
	SPLIT camers/vehicle speed inhibitors	◆	◆	◆	◆	◆	◆	◆	4				Y											
	Cycling/walking safer routes expansion	◆	◆	◆	◆	◆	◆	◆	1,2,4,7			Y	Y				Y	Y						C, AQ
	ORR underpasses (Strensall)	◆	◆	◆	◆	◆	◆	◆	1,2,4,7		Y	Y	Y				Y	Y						
	Self-indicating roads	◆	◆	◆	◆	◆	◆	◆	4				Y											
	Traffic calming measures	◆	◆	◆	◆	◆	◆	◆	4				Y											
	SSZ review	◆	◆	◆	◆	◆	◆	◆	1,4			Y	Y				Y							C, AQ
	Access controls outside schools	◆	◆	◆	◆	◆	◆	◆	1,4			Y	Y				Y	Y						
	Maintenance inc PROW	◆	◆	◆	◆	◆	◆	◆	4					Y										
	"Your Driving, Your Business" campaign	◆	◆	◆	◆	◆	◆	◆	4				Y											
	Further road safety campaigns	◆	◆	◆	◆	◆	◆	◆	4				Y											
	Education & practical training	◆	◆	◆	◆	◆	◆	◆	4			Y	Y						Y					

Shared Priority	Scheme	Short Term					Medium Term 2011/2016	Long Term 2016/2021	Core Aim ^{1,2}	Targets ³											Also contributes to:		
		06/07	07/08	08/09	09/10	10/11				1	2	3	4	5	6	7	8	9	10	11			
Better Air Quality	LEZ feasibility study	◆	◆	◆	◆	◆			1, 2, 7			Y				Y							C
	LEZ implementation						◆	◆	1, 2, 7			Y				Y							C
	Incentives for smaller vehicles/alternative fuel vehicles	◆	◆	◆	◆	◆			7			Y		Y		Y							
	Priority measures for alternative fuel vehicles (link to LEZ)						◆	◆	7			Y		Y		Y							
	Car sharing	◆	◆	◆	◆	◆			1,2,7			Y		Y		Y							C
	Lorry routing strategy	◆	◆	◆	◆	◆			2,3,7	Y				Y		Y							C
	Possible freight consolidation centre						◆	◆	2,3,7	Y				Y		Y							C
Culture, Health & Well-being	Better-maintained pedestrian & cycle networks	◆	◆	◆	◆	◆			1,2,7		Y	Y		Y		Y	Y					C, AQ	
	Co-ordination of street works with neighbourhood initiatives	◆	◆	◆	◆	◆			8	Y				Y					Y				
	Further feasibility work on the development of river transport	◆	◆	◆	◆	◆			1,3,7	Y						Y						C, AQ	
	Enhancement of river environments	◆	◆	◆	◆	◆			3,7	Y				Y		Y			Y				
	Improved street furniture design	◆	◆	◆	◆	◆			3,7							Y			Y				
	Open up more of the riverside to the public	◆	◆	◆	◆	◆			3,7					Y		Y			Y				
	Developing cycle and walking routes along river corridors	◆	◆	◆	◆	◆			1,2,7			Y		Y		Y	Y					C, AQ	
	Secure funding for environmental improvements through new developments	◆	◆	◆	◆	◆			3,7	Y				Y		Y			Y	Y			
	Enhancing Education & the City's Economy	Transport schemes linked to new developments	◆	◆	◆	◆	◆			1,2,3,7	Y		Y		Y		Y			Y	Y		C, A, AQ
York Central Major Scheme Bid							◆	◆	1,2,3,7	Y		Y		Y		Y		Y	Y	Y		C, A, AQ	
Freight bikes		◆	◆	◆	◆	◆			1,2,3,7	Y				Y		Y						C, AQ	
Freight Quality Partnership		◆	◆	◆	◆	◆			1,2,3,7	Y				Y		Y						C, AQ	

Notes

1. For Core Aims see Chapter 5
2. Main Core aims relative to scheme are shown. Other Core aims may also apply
3. For Targets see Chapter 8

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Regional & Local Policy Driving Change

Regionally, 'The Northern Way' (a partnership between the three northern Regional Development Agencies) in its transport priorities report¹ seeks to improve links within and between the North's City Regions. In addition, an Institute for Public Policy Research North report² recommends that '*Regional Development Agencies have more influence over transport policy...with a specific remit make the case for better modal integration and facilitate a shift to lower carbon solutions such as rail, buses and cycling*'.

The Yorkshire and the Humber Regional Spatial Strategy was published in May 2008. It presents the spatial issues relating to seven sub areas within the region, including the Leeds City Region and the York Sub-area, and incorporates a Regional Transport Strategy (RTS), which provides a strategic steer on transport investment and management. The RSS (& RTS) contains policies and criteria which seek to:

- Support the improvement of links between and within the City Regions.
- Achieve better accessibility to opportunities and facilities.
- Increase walking, cycling and use of public transport.
- Reduce the need to travel and the distance travelled.
- Address growth in traffic congestion and transport related emissions, including the use of demand management measures in urban areas as appropriate to local circumstances ("Category A" transport management and investment priority).
- Improve public transport in the Leeds-Harrogate-York corridor.
- Support York Northwest development.
- Improve accessibility to York city centre and investment opportunities of the sub-area ("Category B" transport management and investment priority).
- Guide local authorities to adopt a transport-orientated approach to ensure that development makes the best use of existing infrastructure and maximises accessibility by walking, cycling and using public transport.
- Realise potential growth of 2130 jobs per annum and 850 dwellings per annum in the York Sub-Area.

The Regional Transport Board makes recommendations to the Secretary of State (SoS) for transport on how the £842 million 10-year Regional Funding Allocation (RFA) for transport schemes across the region should be spent. The SoS then decides which of the recommendations (or others) should be taken forward for seeking subsequent funding. Through this process a new station at Haxby has been included in the RFA programme and 'Access York Phase 1' has been approved as a scheme to be put forward in the latest round of recommendations. Haxby Station has already been submitted to the Department for Transport (DfT) as an Exceptional Scheme Bid for which a decision from DfT is awaited, and a Major Scheme Bid for Access York Phase I is due to be submitted later this year.

¹ Moving Forward: The Northern Way Strategic Direction for Transport

² A progressive transport policy for Northern England, Paper 4 from the northern Economic Agenda project – Institute for Public Policy Research North

The Leeds City Region is one of the key drivers of the Northern economy. The Leeds City Region Transport Vision and Investment Plan has a vision for transport to enable the city region to function as a single economic space by providing a high quality transport system that will, amongst other aims:

Connect all core centres within the city region to each other;
 Connect population to core centres, employment sites, education, training, retail and leisure facilities within the city region;
 Provide choice and ensure that the growth in car use is minimised, whilst
 Make best use of the transport assets in the city region

The Investment Plan includes and builds on existing committed transport schemes (in the RFA) in the city region, which will be developed in the context of managing demand better to make best use of existing transport infrastructure and services. In addition, the plan acknowledges that current committed and planned schemes do not fully meet the anticipated travel needs of the city region. Therefore, the Investment Plan includes additional measures for a range of transport modes and demand management that seek to realise the aims outlined above.

The principal longer-term drivers locally are the Local Development Framework (LDF), the Sustainable Community Strategy (SCS), which incorporates the Local Area Agreement (LAA) and the Future York Group Report³.

The Future York Group Report analysed the York economy and proposed a series of recommendations for how York might prepare itself for meeting current and future competition. It stated that if the proposed economic growth rate of 3.7% was pursued over the next 10 years the city's economy could double by 2026. However, the report advocated housing growth greater than contained in the Draft RSS and/or transport infrastructure to mitigate the effects of the population being outpaced by economic growth. The particular recommendations for transport were to:

Secure funds to enable the dualing of the northern outer ring road (ORR);
 Improve connectivity to at least one of the regional airports (maximum 45 min. transfer time from the city);
 Investigate ways to improve sustainable public transport links to neighbouring towns and cities
 Review policies to ensure more flexibility in addressing parking needs at out of city centre employment developments.

It would appear from the Future York Group Report that enabling economic growth is inextricably linked to significant transport infrastructure provision (primarily highway improvements). However, the veracity of this link is now being challenged and other measures that are not directly aimed at easing travel by private car may be more viable.

³ The future York Group Report – An Independent Strategic Review of the York Economy

The LDF will establish the future development patterns for the city up to 2026 and is expected to be complementary to future transport policy. The various documents forming the LDF are presently at early stages of production and will undergo extensive consultation and examination before being adopted.

The SCS entitled 'York A City Making History 2008-2025' is due to be released later this year, subject to full Council approval in June 2008. It incorporates a LAA which contains targets for two National Performance Indicators (NPIs) pertaining to congestion (vehicle journey time delay) and safety (killed or seriously injured accidents (KSIs)).

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Potential Elements for a Long term Transport Strategy for York

Public Transport

- | | |
|---|----|
| Rail | ✓ |
| • Tram | ✓ |
| • Enhanced Rail Services | ✓✓ |
| • New Halts | ✓ |
| • Airport Access i.e. LBA, Manchester, Doncaster, Teeside | |

- | | |
|--|-----|
| Bus | ✓✓✓ |
| • Quality Contracts | ✓✓ |
| • Quality Partnerships | ✓✓ |
| • Guided Vehicles | ✓✓✓ |
| • Management of Bus Services | ✓✓ |
| • Alternative to subsidised bus services | ✓✓ |
| • Overground Orbital services | ✓✓✓ |
| • Integrated ticketing i.e. Yorcard | |

- | | |
|---------------------------------------|------|
| Park & Ride | ✓✓✓✓ |
| • Increase in capacity | |
| • Hours of Operation | |
| • Fare Structure | |
| • New and Extended sites (South/East) | ✓✓✓✓ |

Infrastructure Improvements

- | | |
|--|------|
| New Park & Ride Services | ✓✓✓ |
| Access York Phase I | |
| Outer ring road – Access York Phase II | ✓✓✓✓ |
| New river crossings for walking and cycling | ✓✓ |
| Trans-shipment centre | ✓✓ |
| Cycle network extensions i.e. off road routes and secure storage | ✓✓ |
| Walking | ✓ |
| City Centre Interchange i.e. P&R, Commercial Bus, Tram, Rail | ✓✓✓✓ |
| Asset Repair and maintenance i.e. reducing backlog | ✓✓✓ |

Demand Management

- | | |
|--|-----|
| Road User Charging e.g. zonal / cordon | ✓✓ |
| Workplace Charging Levy | ✓ |
| Low Emission Zone Charging | ✓ |
| Low Occupancy Charging | ✓✓✓ |
| Access Restraint | ✓ |

Bus Priority Lanes on all P&R radials Parking Policy:	✓✓✓✓
• Charging structure,	✓✓
• Planning controls	✓✓
• Enforcement	✓✓
Traffic Management using enhanced technology, 'Freeflow Project'	✓
Event Management	✓
Smarter Choices	✓✓✓✓
Personalised Travel Planning	✓✓
Travel Information	✓✓✓
Awareness Campaigns	✓✓
Support for cycling and walking initiatives	✓✓✓

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

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

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

Strategy Scenarios					
Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
5	Road based PT Investment (inc. Park & Ride)	High level of investment for improved public transport services (buses) and infrastructure, but minimal investment elsewhere	Improved infrastructure, including interchange facilities further P & R sites and better stop facilities by CoYC, together with service improvements, including integrated ticketing, by bus operators through use of voluntary/statutory quality partnerships and / or statutory quality contracts. Potential for guided bus route(s).	Significant step-change required to make PT more attractive for increasing patronage, but reticence by operators may hamper aspirations. Also reliant on increased and continual revenue support for non-commercial services. Could provide significant level of congestion relief	CoYC (infrastructure and quality contracts) Bus operators (services through partnership(s) and/or contracts) Leeds City Region (for connections to other towns/cities)
6	Full PT investment	As 5 but with investment in rail	Coordinated approach to developing all forms of public transport, including introduction of more heavy rail or tram/train services particularly if links to LBIA improved.	As 5 but also reliant on outcome of trials and procedures for completing rail projects. Could provide higher level of congestion relief than 5	CoYC (infrastructure and quality contracts) Bus operators (services either through partnership and/or contracts) Network Rail Train operating companies Leeds City Region Regional Transport Board
7	Demand Management	Implementing various demand management measures to make city (centre) less desirable to access by private car.	Mixture of more radical parking policies, access restrictions and reallocation of road space to more sustainable forms of transport, together with technological development such as TCMS to ease traffic movements.	Big 'stick' and some 'carrot' (opportunities for improving more sustainable modes on reallocated roadspace). Can not use in isolation so unlikely, in itself, to achieve sufficient congestion relief to prevent economic growth being inhibited, unless more sustainable mode improvements introduced.	CoYC

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

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

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

Strategy Scenarios					
Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
10	Highway Infrastructure	Implementation of major highway projects such as Access York Phase II (incorporating ORR dualling) and freight consolidation centre	Major highway investment, favouring predominantly private motorised transport, but with some benefits for road based public transport.	Provides extra traffic capacity on routes around the city, thus making them more favourable than through city routes for cross-city movements. Bus priority on key radials will improve journey reliability. Consolidation centre will facilitate more efficient freight deliveries to the city centre. Significant removal of longer-distance commuting / through traffic in city centre, hence reduces congestion, but does not achieve much transference to more sustainable modes for shorter journeys.	CoYC DfT for awarding Major Scheme Bids Leeds City Region Regional Transport Board
11	Tackling Inward Commute	Combination of Scenarios 2, 5, 6, 8, 9 & 10	Heavy investment in Park & Ride and other road/rail public transport, together with workplace parking levy and/or road user charge and Access York Phase II	Provides extra traffic capacity on routes around the city, thus making them more favourable than through city routes for cross-city movements. Bus priority on key radials will improve journey reliability. Consolidation centre will facilitate more efficient freight deliveries to the city centre. Significant removal of longer-distance commuting / through traffic in city centre and some car borne 'within' city commuter trips, hence reduces congestion, but does not achieve much transference to more sustainable modes for shorter journeys.	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers

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

Strategy Scenarios					
Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
12	Easing citywide movement	Combination of Scenarios 2, 4, 5, 7, 8 & 9	Heavy investment in Park & Ride and other road based public transport, together with city centre demand management / traffic management measures, workplace parking levy and/or road user charging and Access York Phase II.	As 11 but more focussed on providing more sustainable and healthy options for shorter distance travel	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers
13	Suggested Strategy	Combination of Scenarios 2, 4, 5, 6, 7, 9 & 10	Broad spread of improvement and extensive demand management measures.	Optimal combination of 11 & 12 to achieve maximum congestion relief and maximum potential for economic growth to be realised. Most likely scenario to attract TIF funding.	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers

Notes

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

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