



Notice of meeting of

Scrutiny Management Committee

- To:** Councillors Healey (Chair), Funnell (Vice-Chair), Orrell, Scott, Simpson-Laing, Taylor, R Watson, Waudby and Merrett
- Date:** Monday, 1 February 2010
- Time:** 5.00 pm
- Venue:** The Guildhall

AGENDA

1. **Declarations of Interest**

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

2. **Minutes** (Pages 3 - 6)

To approve and sign the Minutes of the meeting held on 28 September 2009.

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. The deadline for registering is **5:00 pm on Friday 29 January 2010**.

4. **Traffic Congestion Ad Hoc Scrutiny Committee - Final Report** (Pages 7 - 70)

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

5. Urgent Business - Scrutiny Review Support Budget (Pages 71 - 76)

Any other business which the Chair considers is urgent under the Local Government Act 1972. The Chair has agreed to consider under urgent business a report on "Scrutiny Review Support Budget". This item is urgent to meet the timescales in the budget process.

Democracy Officer:

Name: Jayne Carr

Contact details:

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Scrutiny Committees

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

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

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City of York Council

Committee Minutes

MEETING	SCRUTINY MANAGEMENT COMMITTEE
DATE	28 SEPTEMBER 2009
PRESENT	COUNCILLORS HEALEY (CHAIR), ORRELL, SCOTT, SIMPSON-LAING, TAYLOR, WAUDBY AND ASPDEN (SUBSTITUTE FOR CLLR R WATSON)
APOLOGIES	COUNCILLORS FUNNELL AND R WATSON

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**7. 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 Aspden declared a personal non-prejudicial interest in agenda item 6 – Minute 12 refers (Referral of Councillor Call for Action regarding maintenance, parking and safety issues at Broadway shops) as a member of Fulford Parish Council.

Councillor Simpson-Laing declared a personal non-prejudicial interest in Minute 6 of the meeting of 27 July 2009 as a school governor.

Councillor Scott declared a personal non-prejudicial interest in agenda item 6 – Minute 12 refers (Referral of Councillor Call for Action regarding maintenance, parking and safety issues at Broadway shops) as a Member who had sat on the EMAP that had looked into this matter, as a former member of the Parish Council and as a user of the shops on some occasions.

8. MINUTES

RESOLVED: That the minutes of the meeting held on 27 July 2009 be signed as a correct record.

9. PUBLIC PARTICIPATION

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

10. UPDATE REPORT - REFERRAL FROM COMMUNITY SAFETY OVERVIEW AND SCRUTINY COMMITTEE

Members considered a report detailing a referral made by the Community Safety Overview and Scrutiny Committee requesting a change to their terms of reference. Scrutiny Management Committee were asked to comment on the referral so that their views could be fed into a report to Council.

At the first meeting of the new Community Safety Overview and Scrutiny Committee, concerns had been expressed that the Licensing and Regulatory function had been included as part of the remit of the Economic and City Development Overview and Scrutiny Committee, rather than the Community Safety Overview and Scrutiny Committee. Officers had also pointed out that the Building Maintenance function did not appear as part of the remit for any of the new committees.

- RESOLVED: (i) That SMC recommend to Council that the Licensing and Regulatory function be removed from the remit of the Economic and City Development Overview and Scrutiny Committee and included within the remit of the Community Safety Overview and Scrutiny Committee.
- (ii) That SMC recommend to Council that the building maintenance function be included within the remit of Economic and City Development Overview and Scrutiny Committee.

REASON: To ensure clarity in the terms of reference of the scrutiny committees.

(see also Part B Minute)

11. TRAFFIC CONGESTION SCRUTINY REVIEW - RESIDENTS CONSULTATION SURVEY

Members received a report that provided an update on progress with the Residents Consultation Survey to be carried out in support of the ongoing Traffic Congestion Ad-hoc Scrutiny Review.

Consideration was given to the options available regarding distribution of the survey and the costs involved. Concerns were expressed at the delays that had occurred in progressing this matter.

- RESOLVED: (i) That the contents of the report be noted.
- (ii) That the Traffic Congestion Ad-hoc Scrutiny Committee be made aware of SMC's views on the importance of moving forward with the review and that the survey be distributed with the December issue of Your City.

REASON: To enable the survey to be carried out.

**12. REFERRAL OF COUNCILLOR CALL FOR ACTION (CCFA)
REGARDING MAINTENANCE, PARKING AND SAFETY ISSUES AT
BROADWAY SHOPS**

A report was received that asked Members of the Scrutiny Management Committee (SMC) to decide whether the proposed Councillor Call for Action (CCfA) regarding maintenance, parking and safety issues at Broadway Shops fell more within the remit of the Community Safety Overview and Scrutiny Committee or the Economic and City Development Overview and Scrutiny Committee.

Councillor D'Agorne went through the issues with the committee and explained the efforts that had been made to try to resolve the problems.

RESOLVED: That the proposed scrutiny topic based on the Councillor Call for Action (CCfA) regarding maintenance, parking and safety issues at Broadway shops, be referred to the Economic and City Development Overview and Scrutiny Committee for further consideration.

REASON: To enable a decision to be made as to whether or not to carry out the proposed scrutiny review.

13. URGENT BUSINESS - STRENGTHENING LOCAL DEMOCRACY

The Government had released a consultation document in relation to "strengthening local democracy" as part of a paper on "Building Britain's Future". The consultation had been announced on 21 July and responses were due by 2 October 2009. As a result, the Chair of the Scrutiny Management Committee had agreed to take this report as an urgent item to enable the Committee to endorse the Council's response to the consultation and to formally submit its views within the stated deadline for the scrutiny elements of the consultation.

Consideration was given to Annex B to the report – City of York Council's proposed draft response.

RESOLVED: That the proposed draft response at Annex B be approved for inclusion in the Council's formal response to the Government, subject to a statement being included in the final paragraph of page 2 to reiterate that if councils were to be given extra responsibilities for scrutiny this should be fully resourced by central government.

REASON: To enable the Council to respond formally within the consultation period.

PART B - MATTERS REFERRED TO COUNCIL

14. UPDATE REPORT - REFERRAL FROM COMMUNITY SAFETY OVERVIEW AND SCRUTINY COMMITTEE

Members considered a report detailing a referral made by the Community Safety Overview and Scrutiny Committee requesting a change to their terms of reference. Scrutiny Management Committee were asked to comment on the referral so that their views could be fed into a report to Council.

At the first meeting of the new Community Safety Overview and Scrutiny Committee, concerns had been expressed that the Licensing and Regulatory function had been included as part of the remit of the Economic and City Development Overview and Scrutiny Committee, rather than the Community Safety Overview and Scrutiny Committee. Officers had also pointed out that the Building Maintenance function did not appear as part of the remit for any of the new committees.

- RECOMMENDED: (i) That the Licensing and Regulatory function be removed from the remit of the Economic and City Development Overview and Scrutiny Committee and included within the remit of the Community Safety Overview and Scrutiny Committee.
- (ii) That the building maintenance function be included within the remit of Economic and City Development Overview and Scrutiny Committee.

REASON: To ensure clarity in the terms of reference of the scrutiny committees.

(see also Part A minute)

Councillor P Healey, Chair
[The meeting started at 5.00 pm and finished at 5.45 pm].



Scrutiny Management Committee**1 February 2010**

Report of the Head of Civic, Legal & Democratic Services

Traffic Congestion Ad Hoc Scrutiny Committee – Final Report**Summary**

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

Background

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

Aim

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

Objectives

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

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

Consultation

4. As part of the review the following organisations and individuals were consulted:

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

Options

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

Analysis

8. In regards to the aims and objectives of this review, the Traffic Congestion Ad-hoc Scrutiny Committee analysis of all of the information gathered, is shown at Annex C to their final report.

Summary of Recommendations Arising from the Review

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

Recommendations to be implemented in the short term & included in LTP3	SMC Comments
i. Strengthen the place of transport policy in future versions of York's Sustainable Community Strategy to recognise its importance in the life of the city and the importance of tackling congestion to its' residents	
ii. Commission a detailed study involving stakeholders, of a future long term Transport Strategy to 2025 and beyond based around the scenarios emerging from the consultation.	
iii. Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City	
iv. Adopt the transport hierarchy detailed in paragraph 19 of the Final Report	
v. Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift together with a re-invigoration of 'Travel Plans', ensuring they are implemented, monitored and periodically updated	
vi. Re-acknowledge the role of city centre car park availability and fee levels relative to bus fares in influencing modal choice, whilst taking account of the short term economic situation and recognising the importance of both imperatives. Remove car park charges from the budget process entirely and set them as part of a longer term policy approach to both transport and the city centre economy	
vii. Ensure the current local development control policies on limiting city centre car parks are enforced and further tightened up within the new Local Development Framework	
viii. Seek an agreed traffic enforcement strategy with North Yorkshire Police for the York area and establish an on-going delivery partnership arrangement to address issues including: <ul style="list-style-type: none"> • bus priorities 	

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

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

<ul style="list-style-type: none"> • relaunching Cycling Forum to give stakeholders the opportunity to shape future cycling policies and proposals, and to encourage partnership work 	
<p>xvii. The Cycling Champion for York to:</p> <ul style="list-style-type: none"> • ensure cycling measures are focused around what will make a difference • promote considerate road user behaviour by cyclists • engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers 	
<p>xviii. Undertake an urgent review of the Air Quality Management Plan with a view to taking more radical action to eliminate the health risks associated with York's NO₂ hotspots, by the EU deadline of 2010. This should include:</p> <ul style="list-style-type: none"> • examining the progression of low emission zones • queue relocations using ITS/UTMC • further tightening of the Euro-emission vehicle requirements on the Council's own and its partner's vehicle fleets, tendered transport services and licensed vehicle services, given that buses account for 42% of road traffic emissions • promoting electric vehicles and the servicing infrastructure to support their roll out • consideration of a new city centre servicing plan, particular where traffic flows are frequently interrupted, and the introduction a local freight transshipment centre • working with the PCT to increase understanding of the as associated health issues 	
<p>xix. Undertake short term project to measure the levels of most harmful PM2.5 carcinogen carrying particles, to understand if there is a problem in York</p>	

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

In regard to freight, the Council to:

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

Corporate Strategy

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

Implications

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

Risk Management

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

Recommendations

16. Members are asked to note the contents of the attached final report and its annexes, and provide comments on the findings and recommendations so that they can be fed into the table at paragraph 10 of this cover report, and taken into account when the Executive considers the final report.

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

Contact Details

Author:

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Chief Officer Responsible for the report:

Alison Lowton
Head of Civic, Legal & Democratic Services
Tel: 01904 551004

Report Approved



Date 22 January 2010

Specialist Implications Officer(s)

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

Wards Affected:

All



For further information please contact the author of the report

Background Papers:

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

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

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

Annexes

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

Committee Members

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

Previous Committee Members

Councillor R Moore
Councillor J Morley
Councillor C Hogg



Traffic Congestion Ad-hoc Scrutiny Committee

Jan 2010

Traffic Congestion Review - Final Report

Background to Scrutiny Review

1. This topic was originally registered by Cllr Tracey Simpson-Laing in April 2005 in order to 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 without any pre-decision scrutiny.
2. In November 2006 Scrutiny Management Committee (SMC) reconsidered the topic registration suggested by Cllr Simpson-Laing, together with a draft remit for a revised scrutiny review focusing on tackling traffic congestion. After due consideration, SMC agreed an initial timeframe of six months for the review (subsequently extended), and the following amended remit was agreed:

Aim

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

Objectives

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

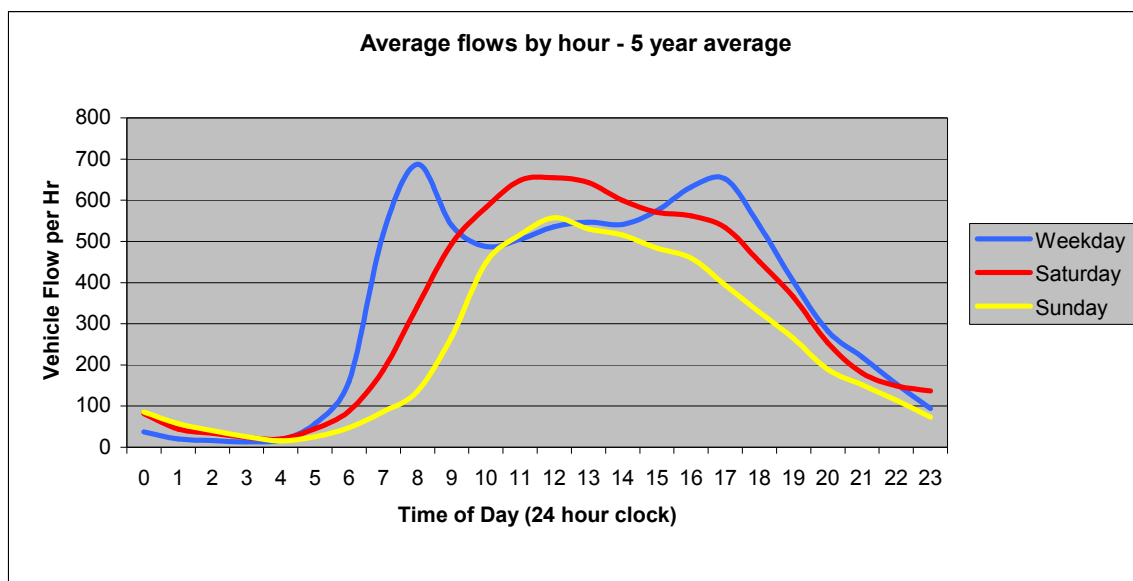
- i. Accessibility to services, employment, education and health
- ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
- iii. CO₂ Emissions
- iv. Alternative environmentally viable and financially practical methods of transport
- v. Journey times and reliability of public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

Background to Congestion Issues

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

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

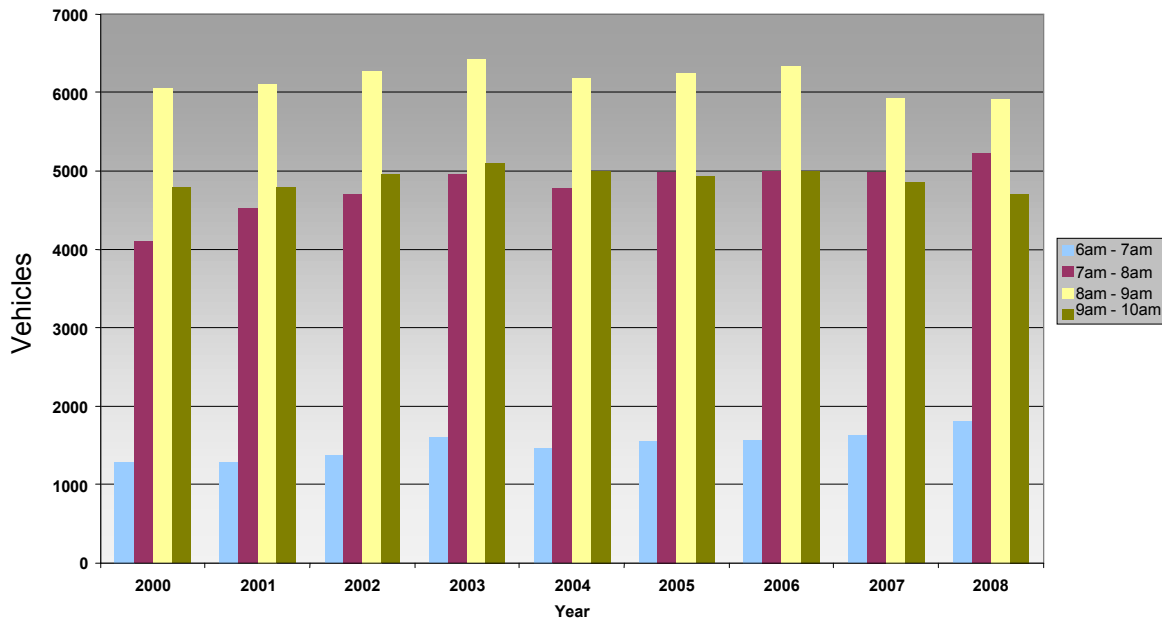
4. By 2011 traffic levels [above 2005 levels] are forecast to increase by 14%, with this figure doubling by 2021. This will affect not only the quality of life for the residents of York, but also the ability of the city to attract new jobs, investment and tourism. To understand the serious growth and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



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

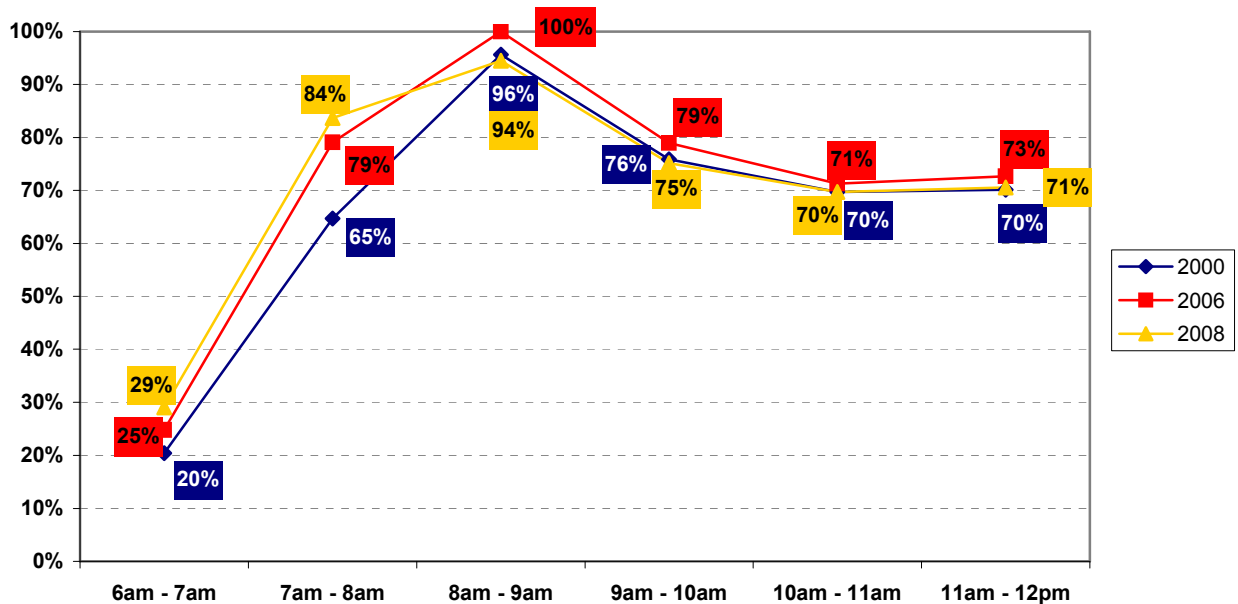
Peak Spreading - based on average hourly weekday counts
(Data from 11 inbound automatic Traffic Counters)

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



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

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



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

Consultation

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

Information Gathered

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

Analysis & Review Conclusions

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

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

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

Implications

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

Risk Management

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

Corporate Strategy

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

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

Recommendations Arising From The Review

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

Overall

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

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

Public Transport

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

Walking & Cycling

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

Air Quality

- xviii. Undertake an urgent review of the Air Quality Management Plan with a view to taking more radical action to eliminate the health risks associated with York's NO₂ hotspots, by the EU deadline of 2010. This should include:
 - examining the progression of low emission zones
 - queue relocations using ITS/UTMC
 - further tightening of the Euro-emission vehicle requirements on the Council's own and its partner's vehicle fleets, tendered transport services and licensed vehicle services, given that buses account for 42% of road traffic emissions
 - promoting electric vehicles and the servicing infrastructure to support their roll out
 - consideration of a new city centre servicing plan, particular where traffic flows are frequently interrupted, and the introduction a local freight transshipment centre
 - working with the PCT to increase understanding of the associated health issues
- xix. Undertake a short term project to measure the levels of the most harmful PM2.5 carcinogen carrying particles to understand if there is a problem in York

30. Strategic Recommendations

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

'A city which has transformed itself in traffic terms and reasserted its human scale and environmental credentials, through its residents being able and positively choosing to travel less by car and more by bicycle, foot and public transport with little delay, so as to be individually healthier and collectively to reduce greenhouse gas emissions and improve local air quality, noise levels and quality of life, and where business, leisure and other activity is thriving because of good affordable quality and easy access by a choice of travel modes'

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

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

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

xxiv In regard to buses, the Council to:

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

xxv. In regard to freight, the Council to:

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

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

Contact Details

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Final Report Approved

Date 22 January 2010

Wards Affected:

All **Implications**

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

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

Background Papers:

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

These background papers can also be viewed online at:

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

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

Committee Members

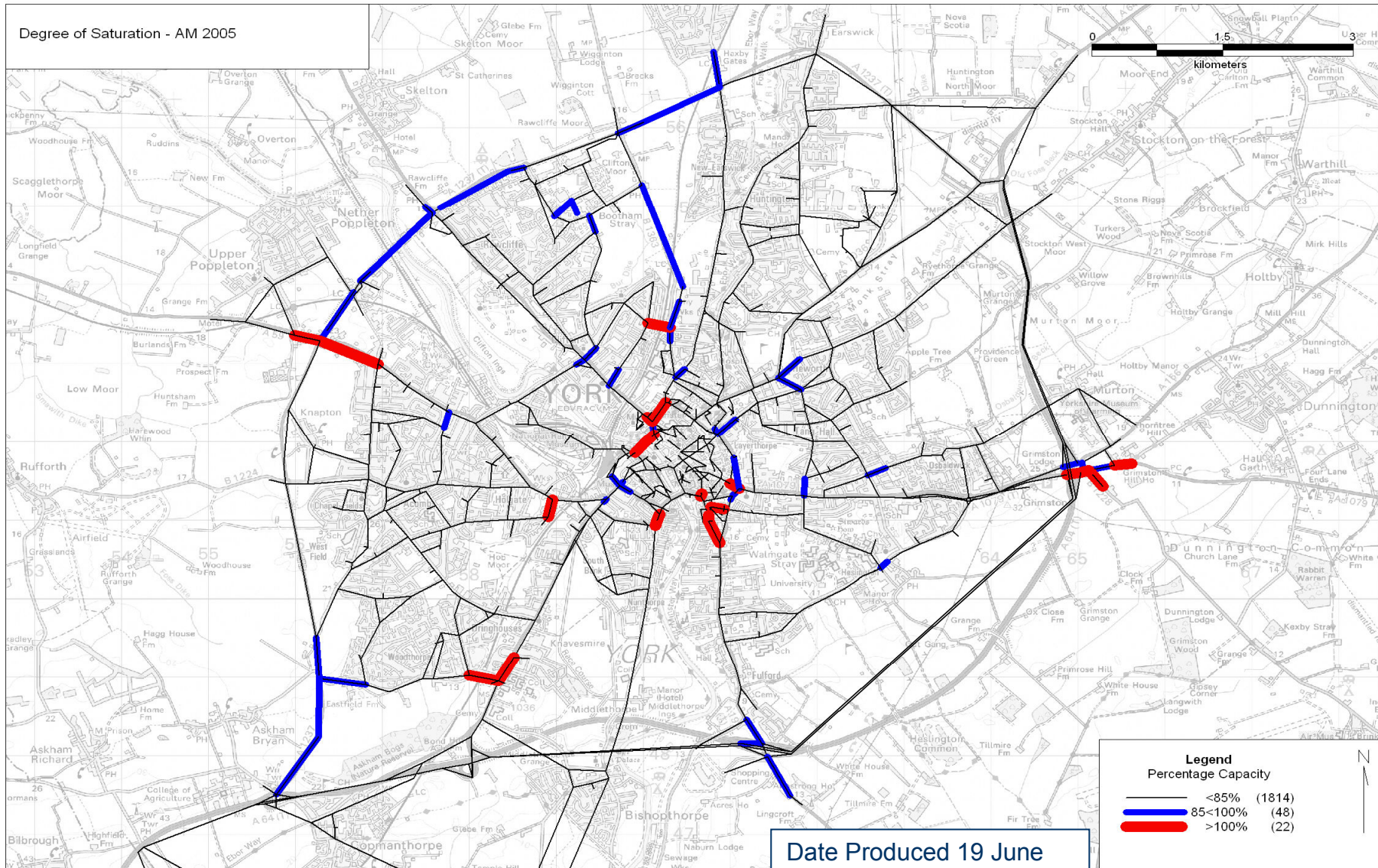
Councillor D Merrett (Chair)
Councillor B Hudson (Vice-Chair)
Councillor T Holvey
Councillor K Orrell
Councillor R Pierce
Councillor T Simpson-Laing
Councillor C Vassie
Professor M Smith (Co-optee)
Professor M Page (Co-optee)

Previous Committee Members

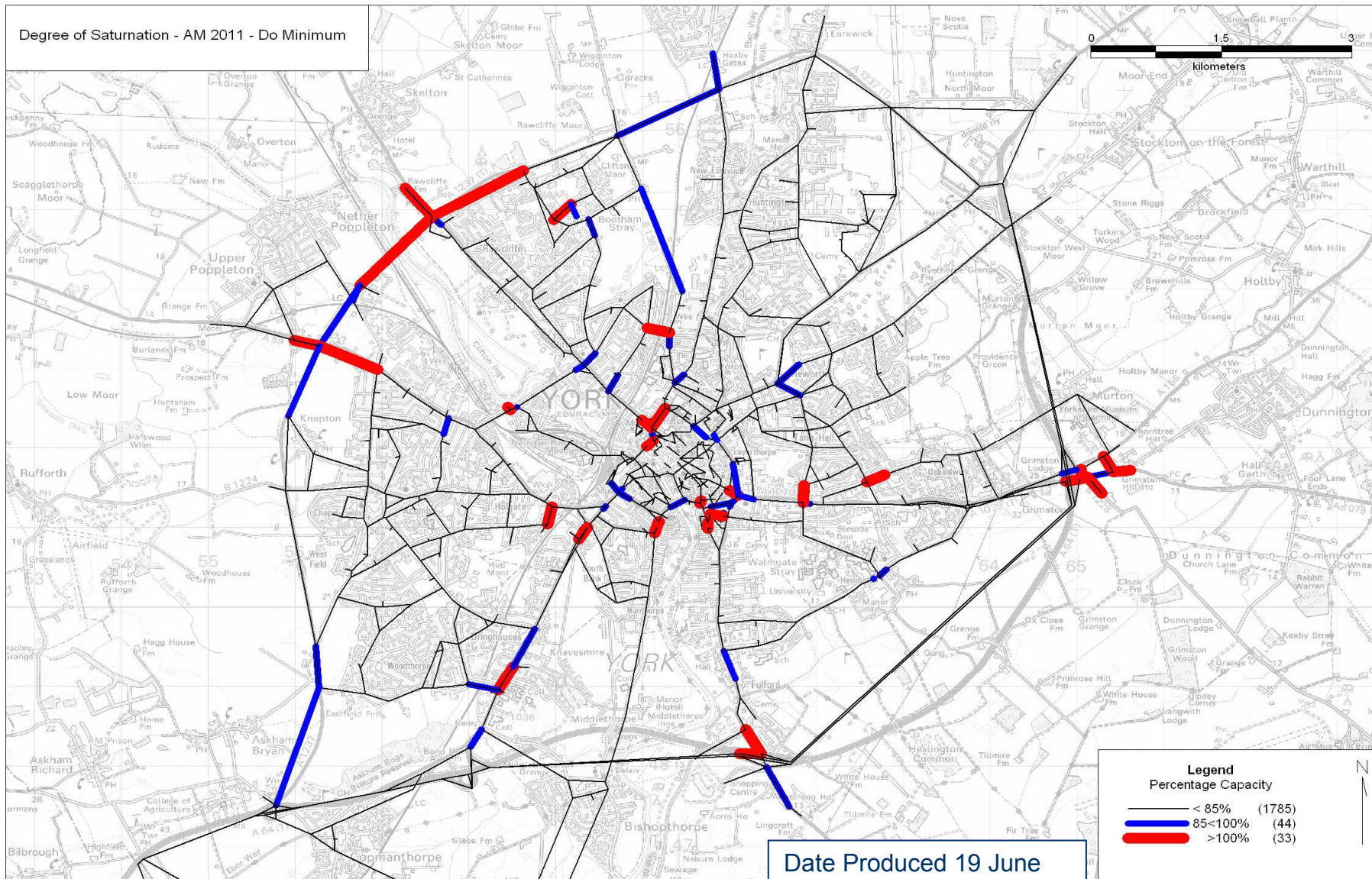
Councillor R Moore
Councillor J Morley
Councillor C Hogg

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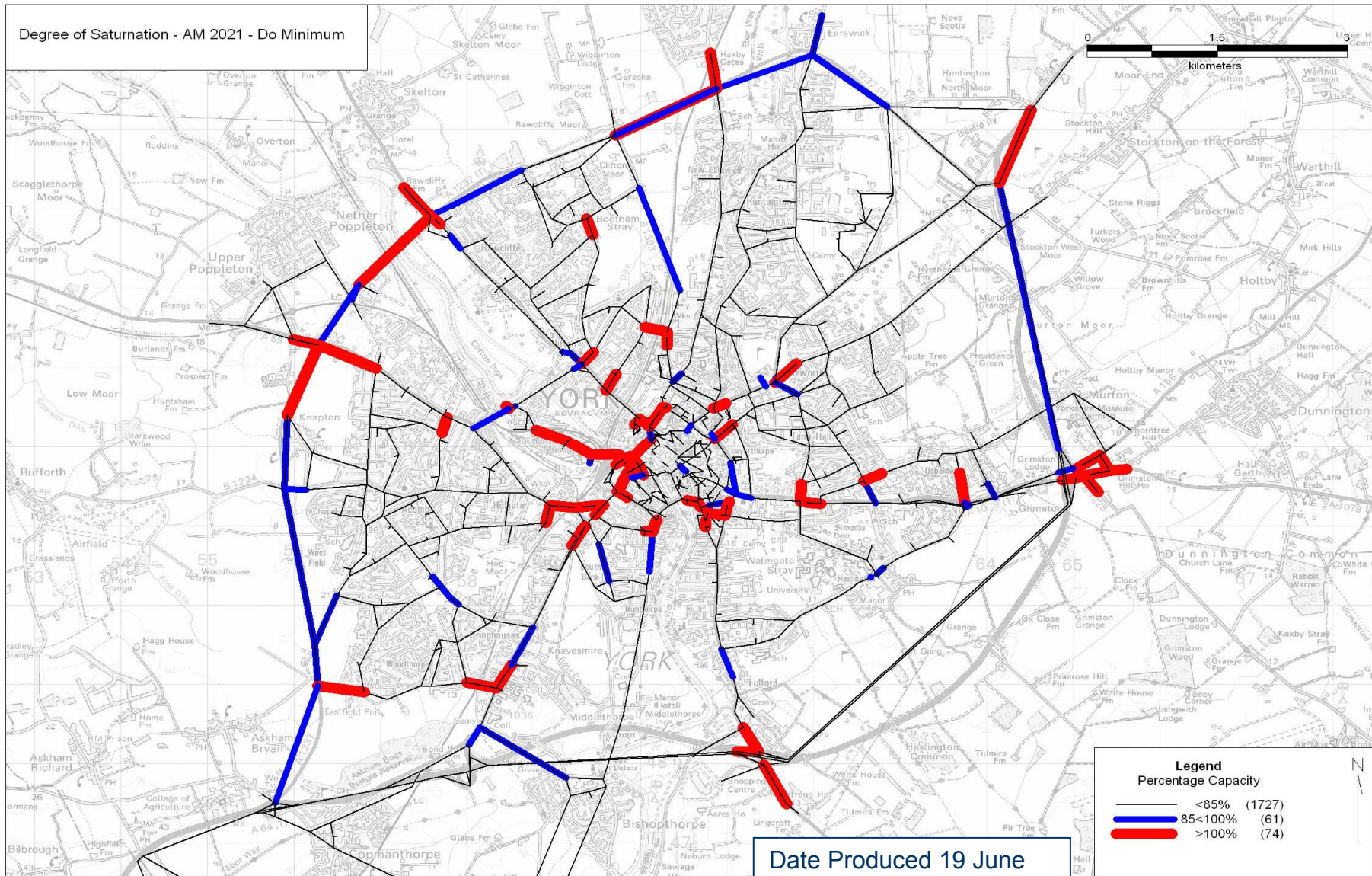
AM Peak 2005



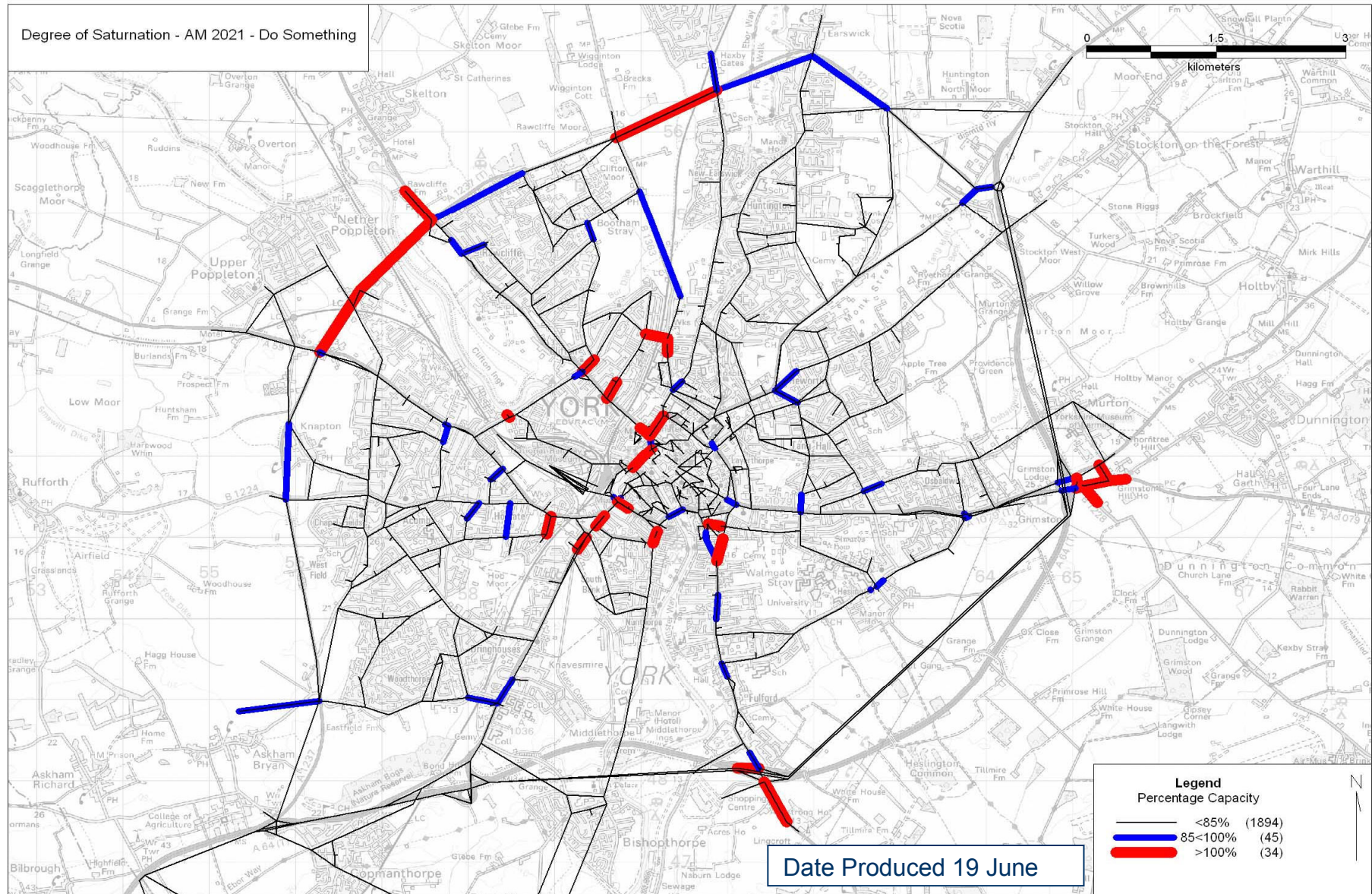
AM Peak 2011 Do Minimum



AM Peak 2021 Do Minimum



AM Peak 2021 – Do Something



Review Objectives - Information Gathered

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

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

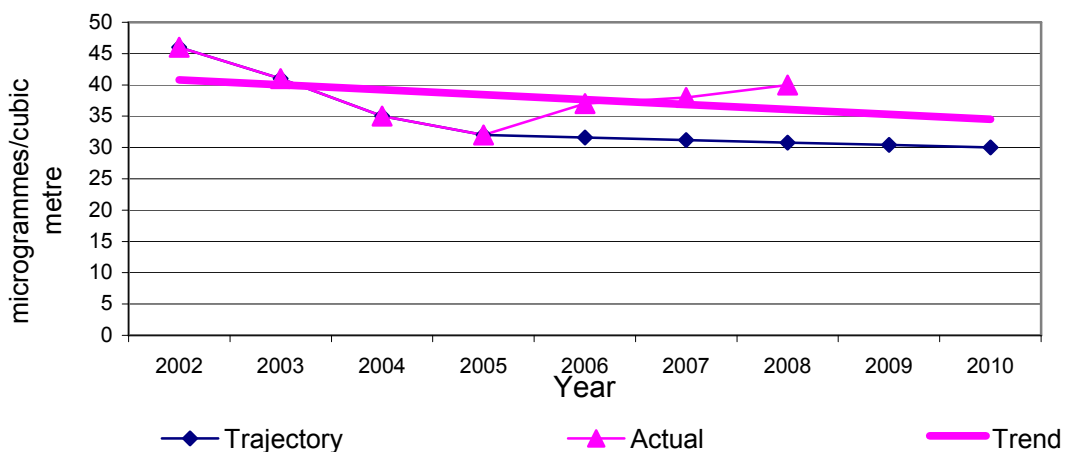
	SMC requesting a carry forward of the funding for the residents survey
1 October 2009	Consideration of draft final report, air quality update report and draft survey

2. The following sections summarise the areas / issues looked at and a matrix outlining the issues, potential solutions, impacts and draft recommendations is shown at Annex C.
3. **Accessibility to services, employment, education and health**
 Consultation carried out as part of LTP2 found that improving access to services for all was the second most important priority for York residents, after reducing congestion. A 'Citywide Accessibility Strategy for York' was therefore developed as part of LTP2, in partnership with land-use planners, healthcare providers, education bodies, Jobcentre Plus, retail outlets, transport operators and community groups. The first stage of this strategy was to carry out a strategic audit, in order to identify local needs and objectives. As a result, action plans containing a range of solutions and available options were developed for the following key areas:
 - **Access to York Hospital** – mapping identified the time taken to travel by public transport to the hospital from different areas of the city;
 - **Transport information** – mapping identified that improved real-time information together with better publicity of the bus route network would improve public confidence. Also improved signage would encourage the use of pedestrian / cycle networks;
 - **Access to out-of-town centres** – mapping identified a demand for responsive transport. A contribution from developers and the introduction of orbital / cross city bus services was required;
 - **Rural accessibility problems** - mapping identified a demand for responsive transport and an improved public right of way network. It also recognised the need to support cross boundary services; and
 - **Access to education** - mapping identified the time taken to travel by public transport to secondary schools across the city.
4. Subsequent to the submission of LTP2 there was a hiatus in the Accessibility mapping work due to the lack of resources in City Strategy. The Committee were pleased to note that this had now been addressed and the work re-commenced. However, the Committee recognised that to be really beneficial, this work would need completing, conclusions identified, and means of implementing the necessary solutions fed into future policy and programmes.
5. **Air Quality & CO₂ Emissions**
 Carbon fuelled engines represent the overwhelming majority of current road vehicles. They produce both CO₂ (greenhouse gas) and polluting emissions, and the pollutant Nitrogen Dioxide(NO₂) in particular. They represent a significant source of CO₂ albeit by no means the largest share, but the single most important source of the latter.
6. It is recognised that there is limited scope at local level for moving towards alternative fuel technology as this is predominately a matter for the EU, National Government and the motor vehicle industry. In isolation, the technological

improvements currently anticipated are expected to result in a 14% reduction in CO₂ emissions from 2001 to 2020.

7. Air Quality - There are currently five technical breach areas in York's Air Quality Management Area (AQMA), where levels of nitrogen dioxide caused mainly by vehicle exhaust emissions exceed the annual objective. These are:
- Fishergate
 - Gillygate
 - Lawrence Street
 - Holgate Road
 - Nunnery Lane
8. Improved air quality was one of the four key aims of LTP2, which contains an Air Quality Action Plan to limit the average nitrogen dioxide concentrations to 30µg/m³ by 2011. It was expected that if the plan was implemented as recommended within the AQMA, the annual average nitrogen dioxide objective would have been met in most locations by 2011, although there would still be some exceedances in the technical breach areas. Subsequent monitoring has shown worsened levels in the last three years, which indicates that the predicted reductions were due mainly to cleaner vehicle technology and not measures in LTP2, and any increase in vehicle numbers may eventually negate this reduction:

Air Quality Indicator



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

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

11. CO₂ Emissions - The issue of CO₂ emissions was also recently picked up in a Government discussion paper 'Towards a Sustainable Transport System' which was responding to the Stern Report on the Economies of Climate Change, the Eddington Transport Review and the recently passed Climate Change Act requiring an 80% reduction in the UK's CO₂ emissions by 2050.
12. The way transport could meet its share of this massive reduction target was outlined in the July 2008 Carbon Pathways Analysis, which showed that transport represents 20% of the UK's domestic emissions and that road traffic accounts for 92% of that total. This was further broken down to show that car journeys represent 58%, light vehicles 15%, buses 4% and HGVs 20%. As 57% of car journeys are under 5km, greener modes of travel would offer a major potential alternative and could be the focus for local policies. The paper also noted the high carbon footprint of business and commuter travel i.e. larger cars, low occupancy and travel in congested fuel inefficient conditions. In acknowledging the lead role for national Government, the committee also understood the clear role local policy and actions could play in supporting and encouraging modal shift and reducing people's need to travel.
13. The Committee therefore recognised the following broad local policy approach to reducing transport based CO₂ emissions:
 - Reduce the need to travel, and the length of journeys (through IT, land use planning policies and other solutions)
 - Undertake the maximum proportion of journeys by environmentally friendly modes
 - Optimise the uptake of car sharing
 - In short term, switch to lower carbon emission fuels, maximise engine efficiency and lower embedded carbon model
 - In medium term switch to non-carbon based fuels (although need to be mindful of recent evidence that suggests growing crops for bio-fuels may be contributing to third world deforestation and food shortages, hence affecting food prices)
 - Improve driving standards / training (for fuel efficiency and safety, and to make roads safer and more attractive to green travel modes)
 - Reduce congestion delays and engine idling in traffic queues to reduce fuel wastage
14. **Alternative environmentally viable and financially practical methods of transport**

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

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

16. LTP2 has a range of initiatives targeted at increasing the share of cycling and walking in York. However, officers argue that these modes neither suit all journeys or are attractive to everyone. The young, the elderly and those with young children are target groups, but there are constraints to growth in these areas.
17. Although much has been done in York in the past to encourage cycling, this approach has faltered and the increase in cycling's share of the travel market has remained largely static for a few years. Equally, walking has been encouraged but has also reached a point where additional trips are not being made. It is recognised that without work to influence attitudes and provide alternatives, modern lifestyles and the layout of the city are constraints that could continue to result in a continued demand for motorised vehicle-based travel. If these issues can be addressed, the Committee recognise there is potential, supported by the recent successful bid for 'Cycling City' status and funds, for increasing York's cycle usage in line with the much higher levels of cycling in many European towns and cities.
18. In regard to walking, the Committee would like to see an initiative similar to 'Cycling City' set within a wider public approach to encouraging modal shift, and tackling perceptions of danger.
19. To a degree, the demand for trips could also be accommodated by public transport, be it multi passenger type vehicles including community transport and specialist services like 'Dial-a-Ride', or taxis/private hire. These 'shared' vehicles could be of an environmentally friendly type and thus provide transport at a reduced cost to the environment. However without wider public campaigns, improved alternatives and/or financial incentives, given an option individuals would generally use their own private transport because of its perceived advantage over the disadvantages of shared / public transport.
20. In an effort to find ways of influencing journey choice, the role of wider education and promotion campaigns was discussed. It was identified that no campaigns were undertaken between 2002 and 2007 for financial and staffing reasons. The Committee were informed that individualised journey planning through the 'Smart Travel' initiative, had major potential to influence choice and change people's travel patterns, and evidence from previous work (York pilot in 2003) and more recent work in Sustainable Cities & Cycle Demonstration Towns confirm this i.e. the towns of Worcester, Peterborough & Darlington focussing on personalised transport planning with 56,650 households at under £20 /head, achieved 9% reduction on car journeys, and 13%, 15% and 12% increases in walking, cycling and use of public transport respectively¹ The Committee endorsed officer's view that the 'Smart Travel' initiative was a key measure to be pursued in York in the future.

¹ DfT 'Meeting targets through Transport' (July 2008)

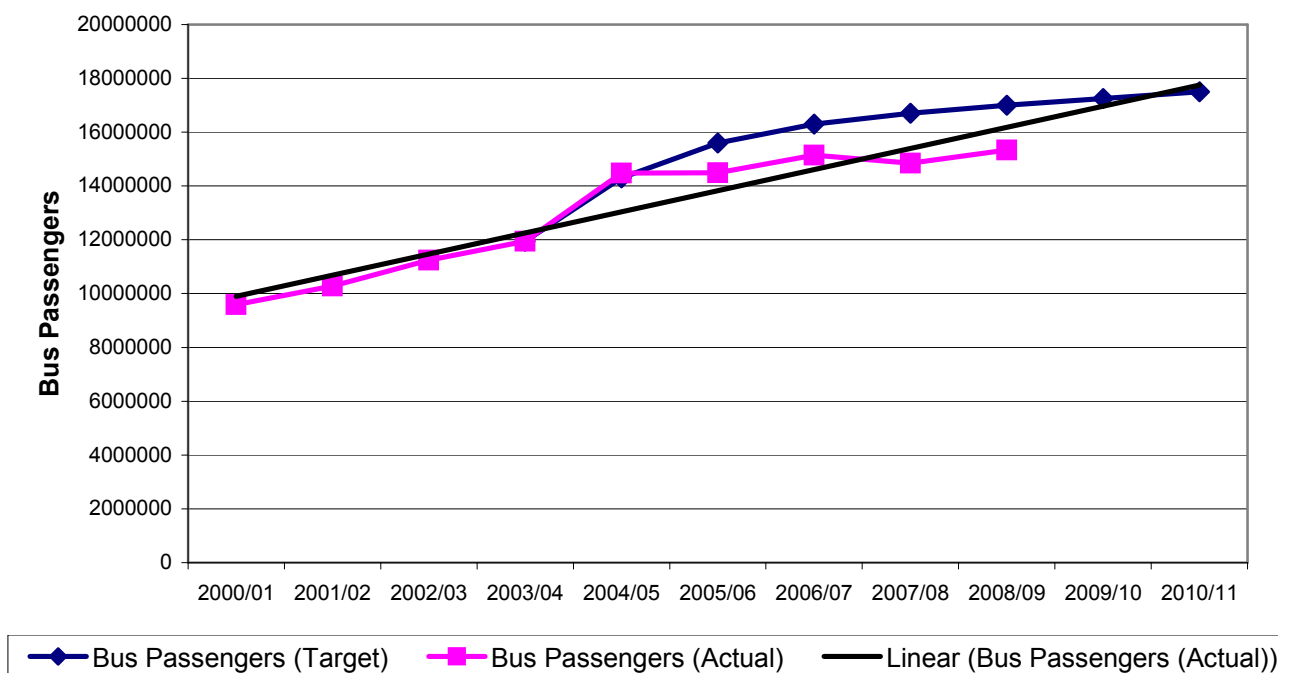
21. Journey Times and the Reliability of Public Transport

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

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

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

Bus Patronage in York



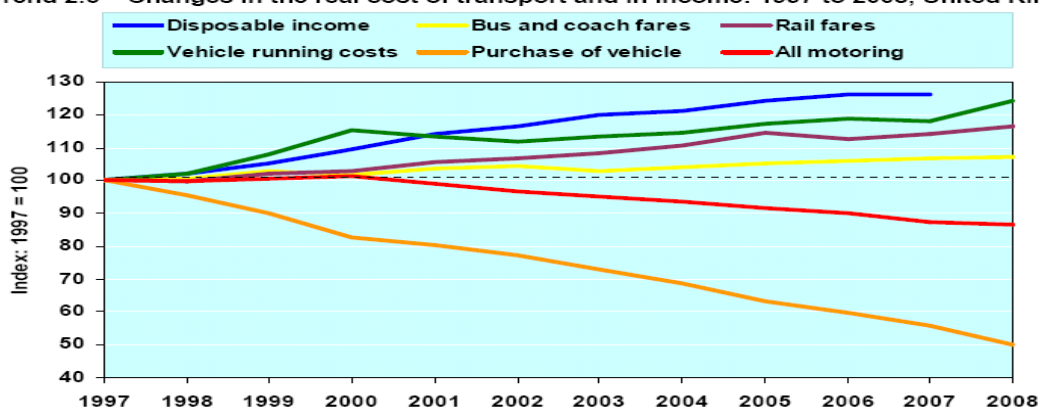
First York Bus Fares 2003 to 2009

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

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

2.6 Changes in relative costs of transport

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

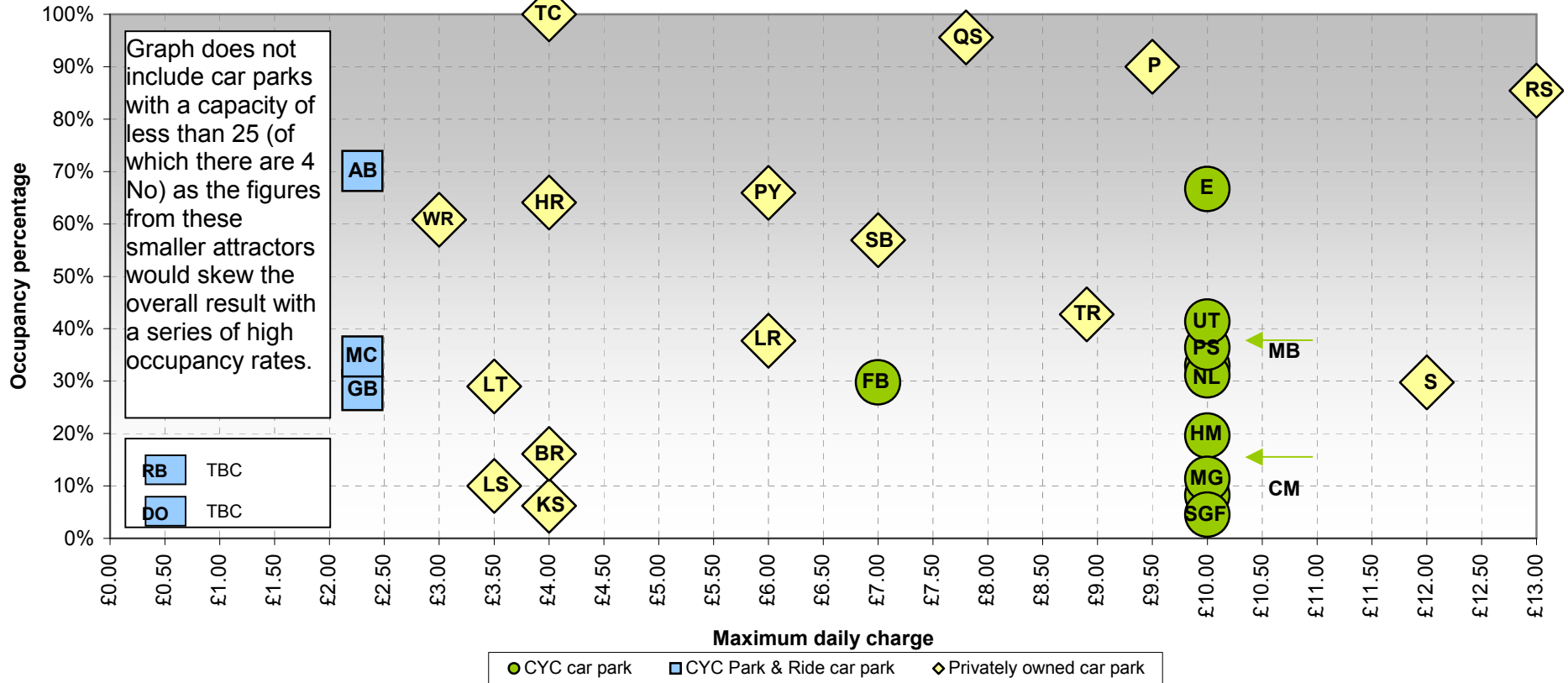


26. These overall trends are largely outside of local control, the one key exception being the relationship between car parking availability / charges and bus fares, on bus usage.
27. This inter-relationship has long been recognised and was the basis for the Council's previous transport and parking strategies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

9am occupancy rates at long stay car parks within York

Long stay = more than 5 hours

Occupancy rates and prices collected in Autumn 2008



Abbreviations are as follows:

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

29. In the light of the close connection between parking, traffic, congestion levels and the impact on bus journey times and reliability, and the parallel connection between mode choice and relative pricing of park & ride, bus journeys and car park pricing, continuing care needs to be taken on ensuring local plan policies on car park availability and pricing are adhered to, and bus / park & ride fare levels together with car park charges are kept at a reasonable level, in line with each other.
30. **Economic Performance**
In 1995 it was reported² that congestion cost the British economy £15 billion per year. This figure is now quoted at £20 billion per year (an estimated 461 billion vehicle kilometres per year³) and could reach £30 billion per year by 2010⁴. The latest monthly national statistics on congestion on inter-urban roads in England⁵ showed an average vehicle delay of 3.92 minutes per 10 miles.
31. In 2007/08, the latest measured vehicle delay time in York were 3min 48sec per mile (at 1 million vehicle kilometres per 12hr period⁶). This suggests a congestion cost to York's economy of £434,000 per year. The recent Eddington Report for National Government reinforces concern on the escalating costs of traffic congestion and its impact on economic performance.
32. The 2007 Future York Group Report⁷ analysed the York economy and proposed a series of recommendations for how York might prepare itself for meeting current and future competition. One of its particular recommendations for transport was to 'Secure funds to enable the dualling of the northern outer ring road (ORR)'. Council policy for the outer ring road was set down in a report approved by the Planning and Transport EMAP in July 2005. The basis of that report was a study undertaken by Halcrow to assess the current and future operation of the route and proposed options for addressing congestion. The study determined that congestion was principally caused by the restricted capacity of the junctions and the links had adequate capacity for the projected demand. As a result of the findings in the report, Council approved the following motion on 28th June 2008:

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

² 'Moving forward – a business strategy for transport' CBI 1995

³ IAM motoring facts 2008

⁴ The economic costs of road traffic congestion, ESRC Transport Studies Unit, 2004

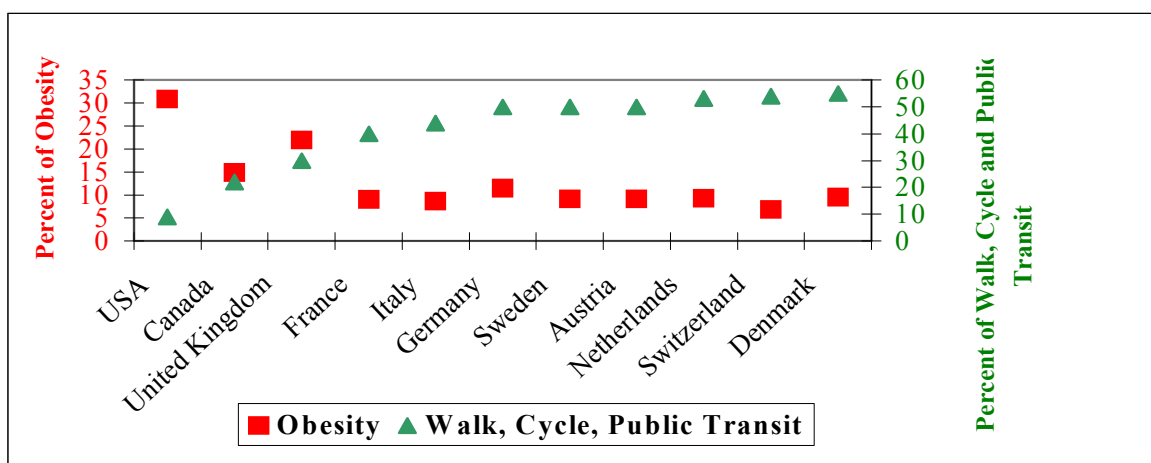
⁵ Department for Transport for the year ending May 2008

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

⁷ The Future York Group Report – An Independent strategic Review of the York Economy

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

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



37. **Road Safety**

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

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

39. **Other Impediments to Traffic Flow**

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

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

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

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

Analysis of Information Gathered

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

¹ Source IAM motoring facts 2008

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

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

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

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

8. Impact of LTP2

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

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

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

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

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

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

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

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

17. Broad Strategic Options Available

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

18. Before considering the evaluation of the scenarios, it is worth noting that a partly similar exercise² was commissioned by the Yorkshire and Humber Regional Assembly, in the context of the Climate Change Agenda. This modelled a series of interventions to identify 'practicable, deliverable measures within the scope of regional transport policy that would deliver a reduction in the emissions of carbon dioxide from transport across the region.' In doing this however, no resource limitations were applied, and no adjustments for political will were made (in passing, it concluded that even with an extensive package of interventions, any change of direction in carbon emissions would not come close to achieving the desired level of reduction). For the purposes of this review, a similar outcome is likely, in that although the apparent inexorable rise in congestion can not be reversed, it can only be stemmed.

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

20. Long Term Vision for Transport In York

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

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

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

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

² Achieving low carbon and sustainable transport systems in Yorkshire and the Humber

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

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

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

24. Survey of York Residents

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

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

Objectives (ii) - Air Quality - in particular looking at the five hotspots identified in the LTP2			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Road transport accounts for 49% of total emissions of Nitrogen Oxides. Mandatory EU limits for Nitrogen Dioxide (NO ₂) & particulates (PM ₁₀) are due to come into force in 2010			Undertake a short term project to measure levels of most harmful PM2.5 carcinogen carrying particles to understand if there is a problem in York - see Recommendation xix
2 The number, type and age of vehicles on York roads is relevant to the levels of pollutants recorded. The big polluters are lorries & buses, & older vehicles generally.			
3 York has 10 to 15 exceedences of PM 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	
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 PM2.5 in the city.		
5 Rise in pollution since 2006, believed to be due to increased traffic linked to the opening of new car parks and the reducing differential between car park fees and bus fares	1.Implement a Low Emission Zone in & around City Centre 2. Introduce a local freight transhipment centre (see section iii)	Extra costs to businesses and operators from rerouting, and to Council in terms of scheme costs	Undertake a review of the Air Quality Management Plan with a view to taking more radical action to eliminate the health risks associated with York's NO ₂ hotspots by the EU deadline of 2010 - see Recommendation xviii
6 There are five technical breach areas around York's city centre; linked to NO ₂ levels Fishergate Lawrence Street Gillygate Nunnery Lane Holgate	3.Relocate queues using UTMIC 4. Obtain modal shift to bring back within limits 5.Road Pricing	transfers problem rather than solves it Improves Air quality for residents in breach areas Cuts traffic and improves AQ for residents in breach areas Leaves local residents breathing unsafe air with consequential impacts on health and quality of life	
7 Balance shift from petrol to diesel engines in local car fleet	6.Await long term effect of vehicle stock turnover due to more lower emission vehicles		
8 Fulford Main Street is one area of concern outside of the city centre			
9 Air Quality threats: Current and future car parking policies Ongoing large scale developments i.e. Germany Beck, Derwenthorpe, York Northwest, University Campus 3, & Terrys Dispersed retail, employment & other trip generators of very high car movements Proposed changes to CYC staff travel incentives Workplace parking in private sector Climate change policies Changes to local bus fleet & older buses Lack of funding for measures to tackle			

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

Objective (iv) - CO₂ Emissions			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant 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 environment-friendly modes 3. Undertake more shared journeys 4. Improve vehicle engine efficiency & switch to lower / non-carbon based fuels 5. Improve driving standards (for fuel efficiency)		Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift, including a re-energisation of 'Green Travel Plans' and ensure they are implemented, monitored and periodically updated - see Recommendation v
2 The biggest vehicle polluters are HGVs and buses, which account for 42% of the carbon emitted by transport	6. Reduce congestion delays and fuel wastage		Commission a detailed study of a future Transport Strategy to 2025 and beyond based around scenarios emerging from the consultation - see Recommendation ii
3 By 2010 transport is expected to be the largest single contributor to EU greenhouse gas emissions			

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Optimal Combination Solutions For Addressing Congestion

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

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

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

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

Which Way Now?

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

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

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

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

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

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

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

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

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

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

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

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

Which Way Now?

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

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

Notes

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



Scrutiny Management Committee**1 February 2009**

Report of the Head of Civic, Democratic & Legal Services

SCRUTINY REVIEW SUPPORT BUDGET**Summary**

1. This report summarises the position to date on expenditure against the budget available specifically for supporting scrutiny reviews in 2009/10. It also seeks Members views on the available budget for 2010/11, with a view to making a recommendation to the Council as part of the budget setting process.
2. The Chair of Scrutiny Management Committee has agreed to accept this report onto the agenda for the meeting of this Committee on Monday 1 February, 2010, at short notice, to enable a constitutional requirement to be met providing Members of this Committee with the opportunity to comment upon the level of budget which may be set for supporting scrutiny reviews in 2010/11.

Background

3. Scrutiny Management Committee has the constitutional right to consider and recommend to Council a suitable scrutiny budget, to be used for the effective support of any agreed reviews during a year.
4. For the 2009/10 financial year, scrutiny was allocated a basic budget of £17,000 to support its reviews. However, an additional sum of £22,000 was also set aside by Council from the Contingency Fund to undertake further research/consultancy work requested by the ongoing Traffic Congestion Ad-Hoc Scrutiny Sub-Committee.

Budget Monitoring

5. As at January 2010, expenditure against this budget stands at £808. It is likely due to ongoing reviews and commitments that a further £1,500 will be spent this financial year on scrutiny topics/events.
6. A breakdown of expenditure against this budget over the last 3 years is attached. is annexed to this report.

7. The full resident survey on traffic congestion is about to be published and distributed to residents in February 2010. It can be assumed with relative confidence therefore that the money for this survey will be spent in the current financial year, bringing the budget in 2009/10 to an estimated total spend of £22,308 approximately.
8. In January 2008, this Committee agreed an initial sum of £500 per Committee to cover research/marketing expenses which may be incurred on reviews. Any requests for funds in excess of that amount would still need to be approved by SMC.
9. In May 2009, the Council changed its scrutiny structures and appointed 5 Standing Scrutiny Committees instead of 2. Potentially, this could, of course, increase the demand for funds from SMC. However, to date no additional requests have been made to SMC this financial year and none are identifiable at the moment.

Consultation

- 10 The Head of Financial Services has been consulted on the preparation of the report to ensure it complies with the constitutional and statutory requirements for feeding into the budget process for 2010/11.

Options

11. The information on budget expenditure in 2009/10 to date is provided to inform Members in considering what recommendation they wish to make to Council (via the Budget Executive meeting on 16 February 2010) in relation to the allocation of budget for supporting scrutiny reviews in 2009/10. Members need to take this into account to consider whether, in the current financial climate, it would be appropriate to recommend an amount significantly in excess of likely spend.
12. Members also have the option to review the sum allocated for spend on each agreed review. As referred to in paragraph 5 above, that amount is currently £500. It is suggested that it would be reasonable to retain £500 as the appropriate initial amount per Committee in that regard, currently.

Analysis

13. Members should consider what scrutiny support budget they wish to recommend to the Executive, taking into account the following issues:
 - a. Current level of expenditure;
 - b. What the budget is used for now and what it could be used for in 2009/10;
 - c. The current budget climate in general

What is or Could the Budget be Used for?

14. Currently, and over the past 2 financial years, this budget has been used to cover expenditure on the following range of consultative events and information gathering exercises:
 - a. Community meetings
 - b. Drop in centre events
 - c. Site visits to other local authorities or places of interest related to the scrutiny taking place
 - d. Publicity associated with any of the above
 - e. Training events in relation to any Member training on scrutiny or an ongoing review
 - f. Surveys/questionnaires
 - g. Venues for consultative sessions
 - h. Consultant fees (where appropriate). In the last 2 years, technical experts (eg. In relation to Traffic Congestion Review) have been co-opted onto the Scrutiny Committees and given their time, freely.

15. Based on the levels of spend against this budget in previous years, it is not unreasonable to assume that the levels of spend in the next financial year will be somewhat similar, despite the new scrutiny structure. For that reason, the Head of Civic, Democratic & Legal Services has authorised the Head of Financial Services to vire between £8-10k from this budget to cover the cost of local Standards Board assessment cases and the ongoing maintenance of a Mansion House website (neither of which has any current available funding). It should be noted that the base budget will then remain at £7k for supporting scrutiny reviews. The analysis attached shows that that amount should be more than adequate for the purposes of supporting scrutiny reviews, based on previous levels of spend. Any more costly research projects would, in any event, need to be considered by SMC, as was the case with funding for the survey on traffic congestion.

Corporate Strategy

16. This report in terms of budget monitoring and making recommendations on a suitable level of budget for supporting scrutiny reviews, helps contribute to an organised and effective scrutiny process. This in turn supports the Council's aims to become an 'effective organisation'.

Implications

17. **Financial** - Constitutionally, SMC should be consulted upon an appropriate support budget for scrutiny reviews. Details of current and previous levels of spend against this budget over the last few years are set out in Annex A to this report. An analysis of the situation is set out above.

18. There are no Human Resources, Equalities, Legal, ITT, Crime & Disorder or other implications associated with this report

Risk Management

19. There are no known risks associated with the recommendations in this report other than a possibility that scrutiny might be allocated a budget by the Council it feels is wholly inadequate for supporting its reviews, if this Committee failed to make a recommendation of any kind.

Recommendations

20. Members are asked to
- (i) note the current budget position for 2009/10, together with the level of spend in recent years and to recommend an appropriate budget to the Council (via Budget Executive meeting) for supporting scrutiny reviews, in light of that information;
 - (ii) confirm that the amount from the budget allocated directly to Scrutiny Committees should remain at £500 initially, subject to requests for more funds from those Committees being made to SMC if necessary.

Reason: To enable Council to set an informed scrutiny review support budget for the 2010/11 financial year.

Contact Details

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Services

**Report
Approved**



Date 27 January 2010

Specialist Implications Officer(s)

Patrick Looker
Principal Accountant
Tel: 01904 551633

Wards Affected:

All



For further information please contact the author of the report

Background Papers:

None

Annexes

Annex A – Budget Expenditure

Scrutiny Management Committee Budget:
Expenditure 2007/08 - 2009/10

Description	2009/10 YTD		2008/09		2007/08	
	Budget	Actual	Budget	Actual	Budget	Actual
Training	2,060	709	2,060	141	460	365
Travel expenses	300	13	300	9	300	7
Advertising & Publicity	150	0	150	80	0	0
External Consultancy	1,460	0	1,460	360	0	0
Market Research	34,580	41	18,580	260	1,480	93
General office expenses	450	44	450	262	150	113
Totals	39,000	808	23,000	1,112	2,390	578
Overspend /(Underspend)*		(38,192)		(21,888)		(1,812)

* In 2008/09 a carry forward of £22k was made into the 2009/10 budget, in respect of the traffic congestion survey

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