



## Notice of meeting of

### Traffic Congestion Ad-Hoc Scrutiny Committee

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

**Date:** Thursday, 7 May 2009

**Time:** 4.30 pm

**Venue:** The Guildhall, York

### AGENDA

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

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

#### 2. **Minutes** (Pages 3 - 8)

To approve and sign the minutes of the last meeting of the Committee held on 5 June 2008.

#### 3. **Public Participation**

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the committee's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Wednesday 6 May 2009 at 5.00 pm.

**4. Traffic Congestion Ad - Hoc Scrutiny Review - Draft Final Report** (Pages 9 - 106)

To consider the draft final report and Annexes of the Traffic Congestion Ad-Hoc Scrutiny Review.

**5. Residents Consultation Survey** (Pages 107 - 124)

As part of concluding the Traffic Congestion Scrutiny Review, Members agreed to issue a city-wide survey outlining the review findings and the possible solutions. The Head of Marketing and Communications will be in attendance at the meeting in relation to this item.

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

Democracy Officer:

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- Business of the meeting
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Contact details are set out above.

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### **Scrutiny Committees**

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

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

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City of York Council

Committee Minutes

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MEETING	TRAFFIC CONGESTION AD-HOC SCRUTINY COMMITTEE
DATE	12 JUNE 2008
PRESENT	COUNCILLORS MERRETT (CHAIR), HUDSON (VICE-CHAIR), KIRK (SUB FOR CLLR HOLVEY), MOORE, MORLEY, PIERCE AND SIMPSON-LAING  MR M SMITH AND MR M PAGE (CO-OPTED NON-STATUTORY MEMBERS)
APOLOGIES	COUNCILLOR HOLVEY

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## 1. DECLARATIONS OF INTEREST

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

Councillor Merrett declared a personal non-prejudicial interest in agenda item 4 (Draft Final Report) as an honorary member of the Cyclists' Touring Club and as a member of Cycling England.

## 2. MINUTES

RESOLVED: That the minutes of the last meeting of the Committee held on 17 April 2008 be approved and signed by the Chair as a correct record subject to the following amendments:

In Minute 38:

Car Accidents – fifth bullet point – the deletion of the final sentence and its replacement with “That the Portsmouth arrangements would not directly transfer into the York situation”;

Contributions to Reducing Traffic Congestion by Major Options

- tenth bullet point – add in the words “city centre public car parks” following the words “parking demand constraint”;

- twelfth bullet point – addition of the words “public transport” at the end;

- fourteenth bullet point – after the words “Recognition that” the inclusion of the words “a substantial proportion”.

[Officers confirmed that they would circulate to members the additional information produced in relation to powered two wheeler vehicles and pedestrians as requested in the above minutes.]

**3. PUBLIC PARTICIPATION**

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

**4. DRAFT FINAL REPORT - TRAFFIC CONGESTION AD HOC SCRUTINY REVIEW**

Consideration was given to the draft final report of the Traffic Congestion Ad-hoc Scrutiny Committee whose aim had been to identify ways, including Local Transport Plans 1 and 2 and other evidence of reducing present levels of congestion in York, and ways of minimising the impact of the forecast traffic increase.

Members considered all the information and annexes provided in the report and confirmed that testing of all the long-term strategy scenarios and combinations listed in Annex F would be required.

RESOLVED: (i) That the Committee note all the information provided in the report and annexes;

(ii) That the following amendments and additional information be included in the report, prior to its consideration by Scrutiny Management Committee:  
1.

- Paragraph 1 – in the first sentence the deletion of the words “an effort” and their replacement with “order”;
- The inclusion of a paragraph early in the report detailing what the Committee considered at its various meetings (details to be added to the final report);
- Paragraph 4 – the amendment of the second sentence to state that the 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.
- Paragraph 7 – the addition to the end of this paragraph of the words “The average results hide particular hotspots on certain days and at certain times”.
- Paragraph 9 – The addition of the word “scrutiny” prior to the word “review” in the first line;
- Paragraph 14 –
  - Second bullet point the deletion of the word “number” and the addition of the word “proportion”;
  - Third bullet point the deletion of the word “maximise” and its replacement with “optimise”;
  - Fourth bullet point at the end the addition of reference to noting that some of the bio fuels involved in food production were causing deforestation.
- Paragraph 16 – including miles as well as kilometres in this example;

- Paragraph 20 – in the tenth bullet point the addition of a note that the bus companies had advised that they were looking to improve their compliance with the DDA;
- Paragraph 27 – amending the example to state that there is evidence which showed a clear correlation between a fall in obesity with an increase in exercise;
- If possible the alteration of the graph in paragraph 27 to remove the lines against the countries and to display the information as bars;
- Paragraph 31 - Road Safety – the inclusion of the key road safety graph and the inclusion of a sentence which states that there is some correlation between accidents and volume of traffic, particularly in relation to cyclists, but that it was difficult to establish a direct link;
- Paragraph 29 – the deletion of the word “Congestion” in the heading and its replacement with “Traffic”.
- Paragraph 29 – following the words “1999 flows” the addition of reference to the achievement of an ‘excellent’ grading from the Department of Transport for the movement of traffic on York’s roads;
- Paragraph 30 – deletion of the sentence “York could face a 27% rise in traffic by 2016” and its replacement with “ Officers estimate that York could face a 27% rise in traffic from the 2003/04 position to 2020/21.
- Paragraph 30 – following the words “Due to the geographical” the addition of the words “and physical constraints within the Authority’s area”;
- Paragraph 31 – in the second sentence the deletion of the words “generally decreasing” and the addition of the words “historic relative decrease” prior to the words “motoring costs”;
  - the deletion of the words “in comparison to 17k travelling” and their replacement with “and 17,000 travel” in the third sentence;
- Paragraph 33 – the inclusion in this paragraph that the second Local Transport Plan (LTP2) sets out the Council’s aspirations and proposed measures for transport over a five year period within the context of a 15 year horizon;
  - In the third bullet point the deletion of the final sentence and its replacement with “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”.
- Paragraph 37 – change Nestles to Nestlé.
- Paragraph 40 – inclusion in this paragraph that the Committee intend to include the results from both the previously completed consultations (LT1 And LTP2) and those from the proposed citywide consultation exercise on current congestion issues;
- Paragraph 41 – the addition of details of traffic levels for both the outer and inner ring roads;
- Paragraph 42 - The addition of details of the Scrutiny Committees examination of the different components that could be introduced and recognising that each will not have a significant affect in their own right;

- Paragraph 44 – the addition of reference to work being undertaken in Manchester;
  - The addition of a paragraph detailing evidence from the London results in relation the congestion charge and its impact on congestion;
  - Paragraph 46 – rewording of this paragraph as mentioned in resolution (iii).
  - Paragraph 60 (i) – amendment of the paragraph reference;
  - Addition of a paragraph on employment and the economy and the impact of transport costs on individual incomes in conjunction with the Assistant Director – Economic Development and Partnerships (details to be added to the final report);
  - Annex A – amendment of key to read “Saturation” and the inclusion of a footnote explaining the diagram representation;
  - Annex B – School Terms heading deleted and its replacement with “Education Related Travel” and the inclusion of details of the “school run” earlier in the report;
  - Annex B – Inner City Goods Deliveries – change the word “affect” in the third line and its replacement with “effect”;
  - Annex E – deletion of the ticks ✓
  - Additional Annex– officers to prepare a broad strategic options annex for the final report including cross referencing with Annex F;
  - Annex F – Scenario 2 – in the implications section against low cost the addition after £25,000 of “to £250,000 per year overall revenue”;
    - Scenario 5 – title include Public Transport in full;
    - Scenario 5 – Mechanism & output – include the word “bus” prior to the word “stop”;
    - Scenario 6 – amend title to “Investment in Rail”
    - Scenario 6 – Mechanism & output – requires revision;
    - Scenario 6 – Implications – deletion of the words “As 5 but also”;
    - Scenario 7 – Title – add Conventional prior to Demand Management,
    - Scenario 8 – Implications – add possible implications on employment locations/re-locations;
    - Scenario 9 – Brief Description – addition of the word “Area” at the beginning of the description;
    - Scenario 9 – addition of the word “Area” prior to the word Cordon at the beginning of the description under Mechanism & output;
    - Scenario 11 – Brief Description – amend combination to read “8 or 9”;
    - Scenario 12 – Brief Description – include 6 in the combination and amend to read 8 or 9;
    - Scenario 13 – amend title to read “Charge Based Option” and remove shading from the box;
    - Addition of Scenario 14 – “ Option without Charging” to include scenarios 2,4,5,6 and 10;
- (iii) That the “Vision for York’s long-term transport strategy” as set out in paragraph 46 of the report be

reworded and that this be delegated to the Chair and Vice Chair to prepare for inclusion in the final report;<sup>2.</sup>

- (iv) That the Committee consider which of the strategy scenarios would be the preferred option but that they recommend the testing of all the long term transport strategy scenarios as amended and detailed in Annex F;<sup>3.</sup>
- (v) That the Committee's thanks be conveyed to the Scrutiny Officer and all Officers involved in the preparation of these reports and annexes.<sup>4.</sup>

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

Action Required

- 1. To add the additional information and make the necessary amendments to the draft final report prior to consideration by SMC. GR
- 2. Rewording of the vision for York's long term transport strategy delegated to Chair and Vice Chair for the final report. GR
- 3. For consideration at the next meeting of the Committee. GR
- 4. To convey the Committee's thanks to the Officers concerned. GR

CLLR D MERRETT, Chair

[The meeting started at 5.00 pm and finished at 8.00 pm].

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**Traffic Congestion Ad-Hoc Scrutiny Committee****7 May 2009****Traffic Congestion Review – Covering 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 a timeframe of six months for the review, and the following amended remit was agreed:

**Aim**

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

**Objectives**

Having regard to the impact of traffic congestion (based on external evidence and those measures already implemented in LTP1 or proposed in LTP2), to 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. CO<sub>2</sub> 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**

3. In order to fully investigate and understand the affects that congestion has and the improvement areas identified within the remit above, a series of meetings were held between November 2006 and June 2008, as detailed in Annex A, paragraph 3.
4. The Committee agreed early on the crucial need to engage the wider York community as well as particular interested parties in the debate on future transport policy, given both the difficult and critical choices to be made, and that the solutions involved can only be achieved with York residents and businesses positive co-operation.
5. Therefore, having identified what the real strategic choices facing the city were the Committee produced and circulated a leaflet and questionnaire to all York residents and businesses.

## **Information Gathered**

4. Members have spent a long time gathering information to support this review as detailed in the draft final report shown at Annex A. Since the last meeting of this Committee further information from various national Government publications from the Council's mid term report on LTP2 (November 2008) and public survey regarding cycling has become available which has a bearing on the findings from this review. This additional information and its potential policy implications are shown in Annex A, paragraphs 19, 20, 29 & 56. Members are asked to consider this information in particular, and confirm their acceptance of its inclusion in the review's final report.

## **Review Conclusions**

5. 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. They also 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.
6. 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



7. The Committee have 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, 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 a continuing increase in greenhouse gas emissions, against the recent government act target of an 80% cut in emissions by 2050.
8. The Committee have therefore concluded that the broad overall solution to both congestion and the climate change challenge is a concerted approach using the following hierarchy of measures:
  - i. Reducing the need to travel (through IT, video conferencing and other solutions like encouraging workers to live closer to work)
  - ii. Undertaking more of the journeys that still need to be made by green and environmentally less damaging modes
  - iii. Improving engine efficiency and switch to lower / non-carbon based fuels
  - iv. Undertaking a greater proportion of car based journeys on a shared basis
  - v. Improving driving standards (for fuel efficiency and safety, and to make roads safer and more attractive to green travel modes)
  - vi. Reducing congestion delays and fuel wastage in traffic queues.
9. Whilst bullet point (iii) above is primarily nationally driven, all of these approaches 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 bullet points (ii), (iv) and (vi).
10. There is also a need to persuade individuals to make socially informed choices too, with the 'Smart Choices' approach being key. 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.

## **Recommendations Arising From Review**

11. The Committee have drafted a number of recommendations as result of their investigative work on the objectives of this review. These have been split into two parts, those recommendations that in the Committee's view need to be implemented in the short term, and those that make up a strategic response to tackling congestion from LTP3 onwards.

### **Short/ Medium Term Recommendations**

12. The following key priorities for the Council should be set:

#### Overall

- i. Continue work in support of the 'Access York' initiative and implement Phase I
- ii. Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift,

- including a re-invigoration of 'Green Travel Plans' and ensure they are implemented, monitored and periodically updated
- iii. Commission a detailed study of a future Transport Strategy to 2021 and beyond based around scenario X as detailed in paragraph ? (*X to be determined based on survey responses etc*)
  - iv. Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City
  - v. Identify underused bus services and look at ticketing and marketing measures for all services, to improve usage
  - vi. The role of city centre car park availability and fee levels in influencing modal choice to again be recognised and explicitly considered when fee levels are examined as part of the budget process. Or, more radically, taken out of 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

#### Public Transport

- vii. 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
- viii. Renew focus through the Council's Quality Bus Partnership, on undertaking those measures that would most effectively stop the current decline in bus usage i.e. holding down bus fare levels, increased non-concessionary bus priorities, influencing public attitudes and tackling outstanding issues from the 2001 Steer Davies review
- ix. Support City Strategy and bus operators in re-invigorating the Quality Bus Partnership
- x. 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
- xi. 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
- xii. Council to undertake with bus operators and the Police a joint review of loading and parking restrictions and their enforcement on bus routes
- xiii. Executive Member to prioritise the provision of timetable displays and bus shelters at all bus stops
- xiv. Ensure the extension of Park & Ride services to include York District Hospital
- xv. Local bus companies to be requested to continue to revise bus timetables to provide more accurate and credible timings and work to them
- xvi. The Executive Member to 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
- xvii. Ensure positive promotion of bus network and bus usage including passenger information
- xviii. Improve the quality of interchange points between public transport modes and between routes with designated interchange stops, and co-ordinate bus timings

Walking & Cycling

- xix. Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns
- xx. The Council should 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
- xxi. The Cycling Champion for York to:
  - ensure cycling measures are focused around what will make a difference
  - promote considerate road user behaviour (including by cyclists)
  - engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers

Air Quality

- xxii. 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<sub>2</sub> hotspots, by the EU deadline of 2010. This should include examining the potential benefits 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, and of introducing a local freight transshipment centre
- xxiii. 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

Other

- xxiv. 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, considerate road user campaigns, across all modes, together with establishing an on-going delivery partnership arrangement
- xxv. 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
- xxvi. 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

### **Long Term Strategic Recommendations**

13. 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 (three suggestions for this vision are shown at paragraph 92 of Annex A)

*' insert preferred vision?'*

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

*' insert subsidiary vision?'*

15. Once the agreed visions and recommended long term strategy for 2021 and beyond have been established, ensure Council and its partners work consistently towards their implementation

16. In regard to buses, the Council to:

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

17. 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

### **Corporate Priorities**

18. The implementation of the recommendations arising from this review will support the delivery of the following corporate priorities:

- 'Reduce the environmental impact of council activities and encourage, empower and promote others to do the same'
- 'Increase the use of public and other environmentally friendly modes of transport'.

### **Options**

19. Members may choose to make changes to the draft final report shown at Annex A and support all, some or none of the conclusions and

recommendations arising from the review, prior to agreeing the final report for its submission to Scrutiny Management Committee.

## Recommendations

20. Having considered all of the information in this covering report, the draft final report shown at Annex A and its associated Annexes, Members are asked to:
- a. Agree to the inclusion of paragraphs 19, 20, 29, 34, 35 & 58 which contain information and recommendations that has not previously appeared in any of the interim reports
  - b. Agree any additional information to be included in the final report, prior to it being finalised
  - c. Agree any amendments to the presentation of the information contained in the final report and its annexes
  - d. Confirm which (if any) of the combination scenarios shown in Annex Ag they would like to recommend should be tested (see Annex A paragraph 90)
  - e. Agree a long-term 'Transport Vision' to support the Sustainable Community Strategy (see Annex A, paragraph 69)
  - f. Agree a subsidiary 'public transport' vision (see Annex A, paragraph 71)
  - g. Agree the questions to be included in the consultation document (see Annex A, paragraph 72)
  - h. Amend as necessary and agree the recommendations in paragraphs 12-17 in line with points (c) – (e) above and the findings from the residents survey

Reason: To progress this review and enable the survey of residents as referred to in Annex A, paragraph 72.

## Implications

The implications associated with the recommendations arising from this review will be thoroughly analysed once the residents survey has been completed and the final report updated in line with the findings.

## Contact Details

**Author:**

Melanie Carr  
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Scrutiny Services  
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**Chief Officer Responsible for the report:**

Dawn Steel  
Democratic Services Manager

**Final Draft Report Approved**

**Date** 28 April 2009

**Wards Affected:** *List wards or tick box to indicate all*

**All**

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

**Background Papers:** Traffic Congestion Interim Reports dates 28 January, 17 April, 21 May and 12 June 2008 and 'Broad Strategic Options' Briefing Paper dated 27 February 2008

**Annexes**

**Annex A** – Draft Final Report

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

**Annex Ab** – Information on Other Impediments to Traffic Flow

**Annex Ac** – LTP2 Strategy for 2006-11

**Annex Ad** – Summary of Regional and Local Transport Policy

**Annex Ae** – Broad Strategic Options - Individual Scenarios To Complement LTP2

**Annex Af** – Information on Other Cities' Progress in Implementing Road User Charging & Its Capacity to Attract Investment

**Annex Ag** – Broad Strategic Options – Combination Scenarios To Complement LTP2

**Annex Ah** – Matrix of Committees findings, possible solutions, impact & corresponding recommendations

**Annex Ai** – Road User Charging Presentation by Capita Symonds



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## Traffic Congestion Ad-hoc Scrutiny Committee

7 May 2009

### Draft 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 a timeframe of six months for the review, and the following amended remit was agreed:

#### Aim

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

#### Objectives

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

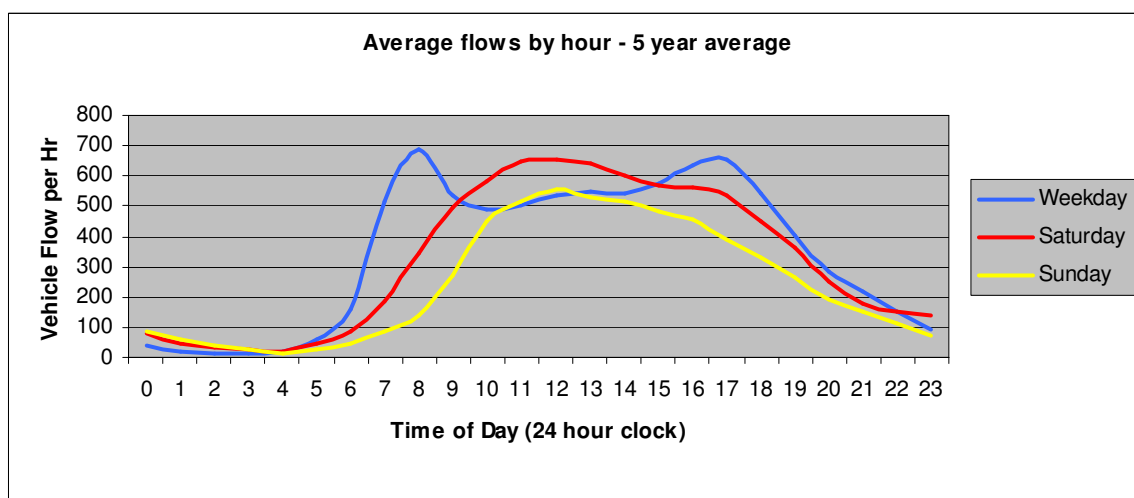
- i. Accessibility to services, employment, education and health
  - ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
  - iii. CO<sub>2</sub> Emissions
  - iv. Alternative environmentally viable and financially practical methods of transport
  - v. Journey times and reliability of public transport
  - vi. Economic Performance
  - vii. Quality of Life
  - viii. Road Safety
3. In order to fully investigate and understand the affects that congestion has and the improvement areas identified within the remit above, Members held a series of meetings between November 2006 and June 2008, 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 specific improvement to 'Accessibility to Services, Employment, Education and health'
19 June 2007	Consideration of Interim Report and Presentations on Air Quality & Accessibility Mapping i.e. the analysis of alternative public transport scenarios
17 July 2007	Consideration of Interim Report – looking at 'Alternative environmentally viable and financially practical methods of transport', 'CO <sup>2</sup> Emissions' & 'Journey times and reliability of public transport'. The Chair of the Quality Bus Partnership and representatives from the bus companies attended the meeting
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 the possible solutions identified by this committee in relation to objectives (i)-(v), the recognised impact of the suggested solutions, and the 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 the national & local perspective on school travel, the modes of transport used by pupils in York schools, and the cycling issues faced in York
12 December 2007	Consideration of Interim Report - looking at ways of optimising the network and Revised draft table of findings, identified solutions with impact evaluation, and draft 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 a briefing paper on the various elements which make up the broad strategic options available to the City
21 May 2008	Informal meeting to discuss: <ul style="list-style-type: none"> <li>• the possible content of Annex F i.e. the scenarios and combinations of scenarios which could form a long-term transport strategy for the City</li> <li>• the layout and content of the proposed city-wide consultation exercise</li> </ul>
12 June 2008	Consideration of the first draft of the final report, prior to its inclusion as an annex to the SMC report requesting the relevant funding to carry out the consultation exercise



## Background to Congestion Issues

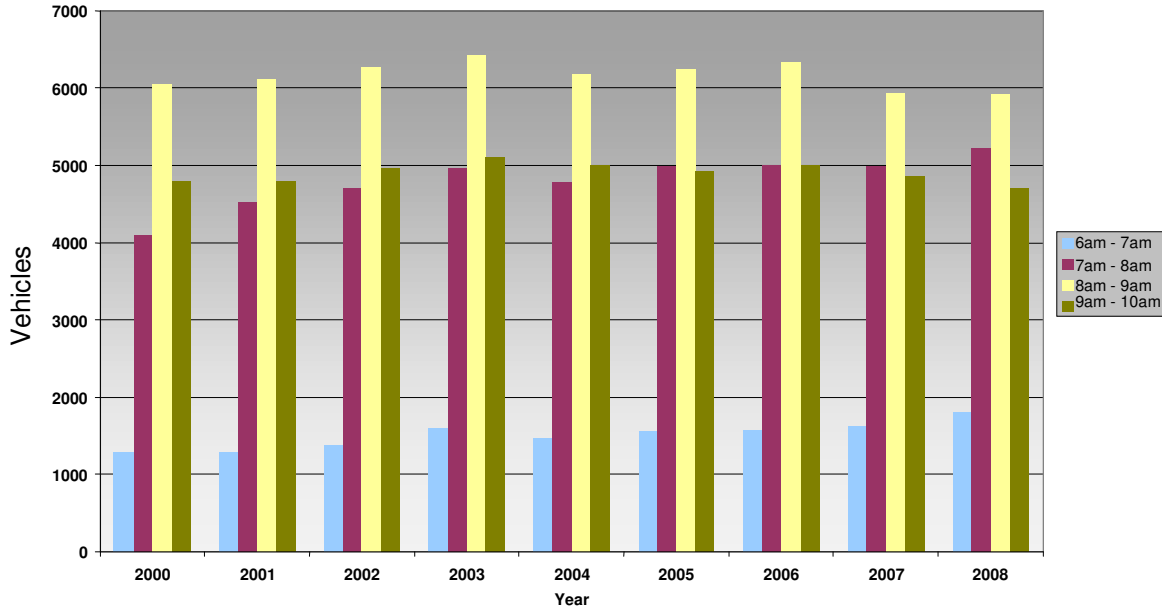
4. Officers gave a number of briefings to the Committee on the congestion issues faced in York. For practical purposes, congestion was defined as 'where traffic flow exceeds 85% of the road / junction capacity'. This definition was adopted as below that level traffic generally flows smoothly but above that level flow becomes unpredictable causing disruption leading to reduced or no free flow.
5. 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 – See Annex Aa.
6. 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.
7. 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.



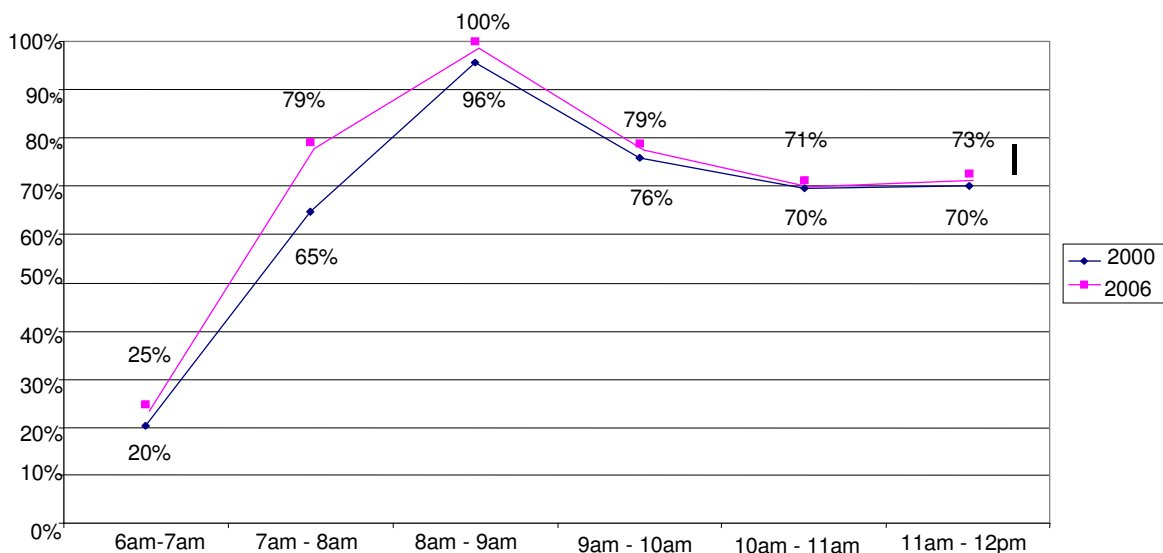
8. It is generally accepted that the worst periods for traffic congestion are during the early morning and late afternoon periods on weekdays, as the highest flows show in the graph. However, there are now similar levels of flow experienced on Saturdays, from late morning to early afternoon. These average 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



Graph showing 2000 & 2006 percentage split by hour of AM traffic levels in the City of York  
(data taken from 11 Inbound Automatic Traffic Counters)



9. 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 - see Annex B.

10. Establishing a more extensive 'toolkit' to tackle congestion

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

## Consultation

11. 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 consulted in relation to Objective (v) - Journey times and reliability of public transport. A number of consultation events were also held. These looked at Road User Charging (presented by Capita Symonds) see Annex Ai, the 'Broad Strategic Options Available to York' (presented by the Assistant Director of City Development & Transport) and 'Quality of Life' (presented by Professor John Whitelegg). Reference has also been made to national Government policy documents and the Council's mid-term report on LTP2 dated November 2008.

## Review Objectives - Information Gathered

12. 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 Af.
13. 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.

14. 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.

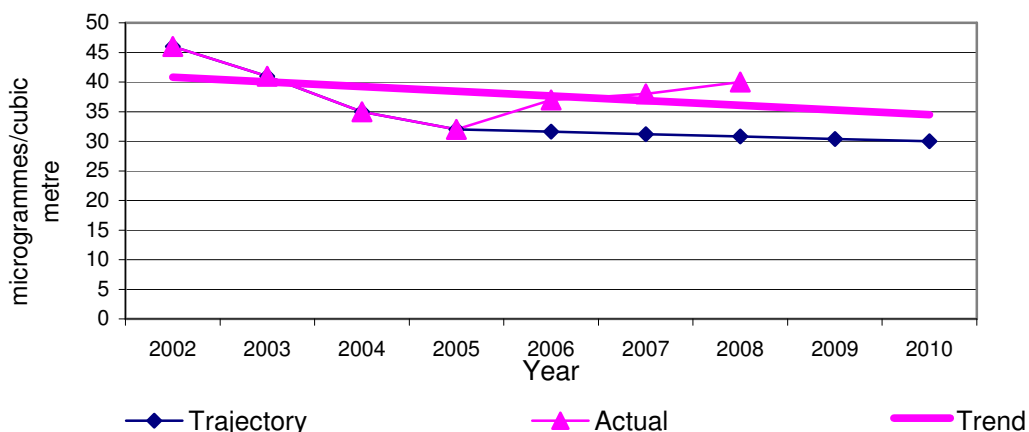
#### 15. Air Quality

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

16. Improved air quality was one of the four key aims of LTP2, which contains an Air Quality Action Plan to limit the average nitrogen dioxide concentrations to  $30\mu\text{g}/\text{m}^3$  by 2011. 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 two years, which now casts some doubt on this. It should also be noted 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



17. 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.

18. Overall, the Committee is less than convinced that the air quality management strategy has 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 required.
19. CO<sub>2</sub> Emissions  
It is recognised that there is limited scope at local level for moving towards alternative fuel technology as this is predominately a matter for 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 CO<sub>2</sub> emissions from 2001 to 2020.
20. The issue of CO<sub>2</sub> 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 CO<sub>2</sub> emissions.
21. 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.
22. The Committee therefore recognised the following broad local policy approach to reducing transport based CO<sub>2</sub> emissions:
  - Reduce the need to travel, and the length of journeys
  - 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 and maximise engine efficiency
  - 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, to drive fuel efficiently
  - Reduce congestion and engine idling
23. 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.

24. 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.
25. 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.
26. 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.
27. 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.
28. 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.
29. 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 respectively<sup>1</sup> The Committee endorsed officer's view that the 'Smart Travel' initiative was a key measure to be pursued in York in the future.

30. Journey Times and the Reliability of Public Transport

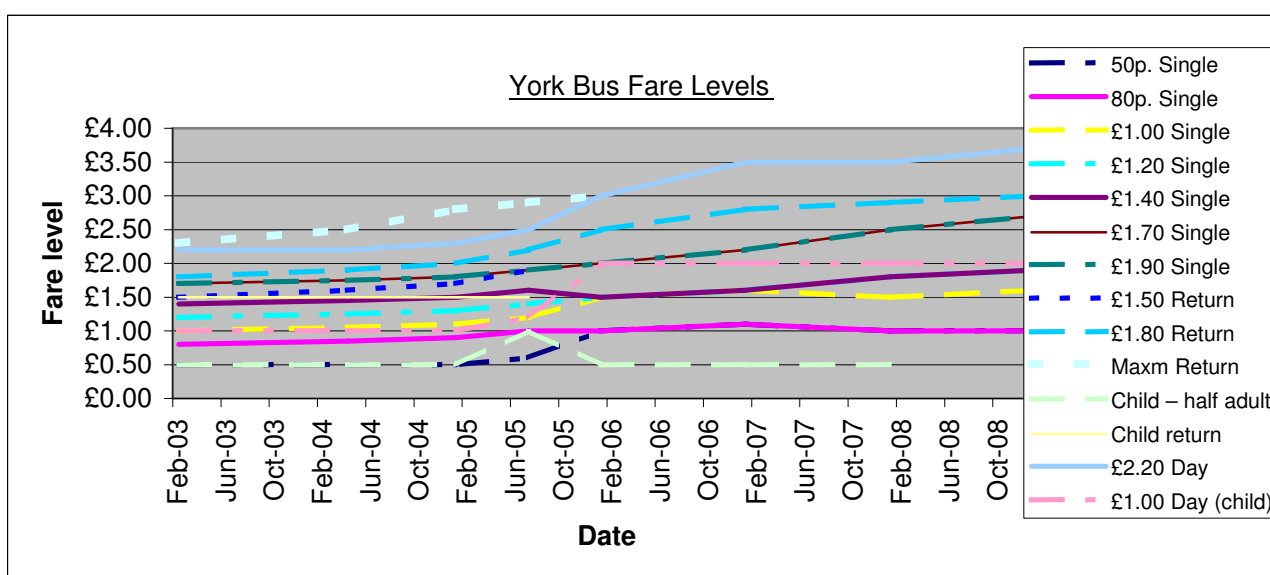
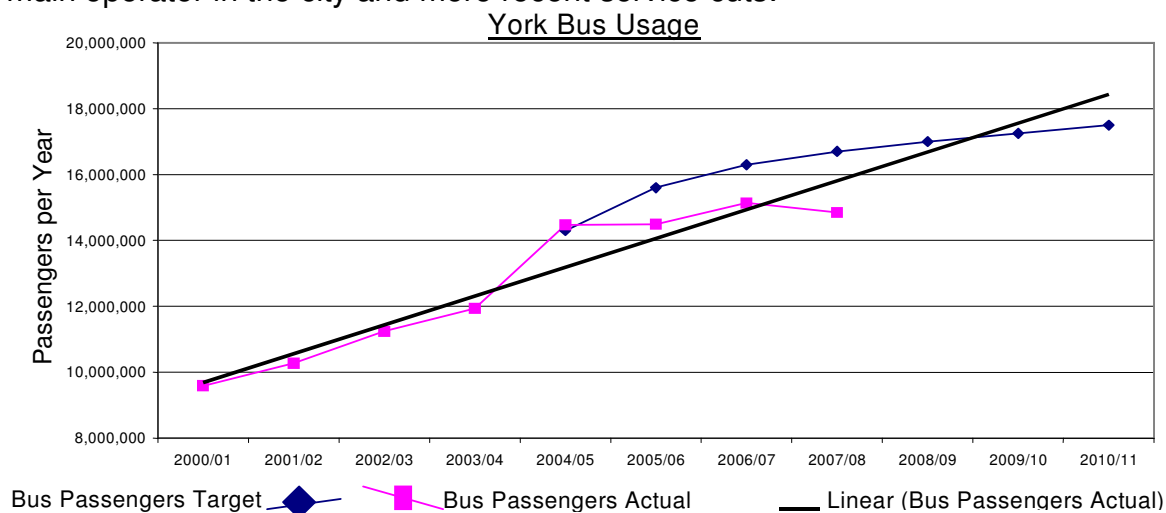
As part of this review, a week long survey of a cross-section of York bus and Park & Ride services was carried out in June 2007 comparing timetabled arrival times and actual arrival times at surveyed stops both on and off peak. As a result, a number of issues were identified:

- 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.

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<sup>1</sup> DfT 'Meeting targets through Transport' (July 2008)

31. 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.
32. 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.
33. 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:





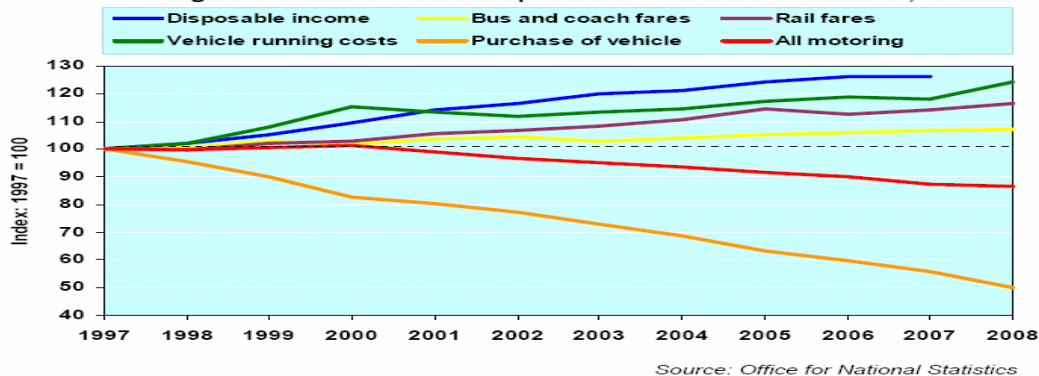
33. This stagnation in bus usage has been compounded by the recent service changes, a reduction in bus service routes, and changes in frequency, which have reduced the attractiveness of bus travel or in some cases and/or at some times removed the opportunity to use buses at all.
34. The issue of relative 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.

Transport Trends: 2008 edition

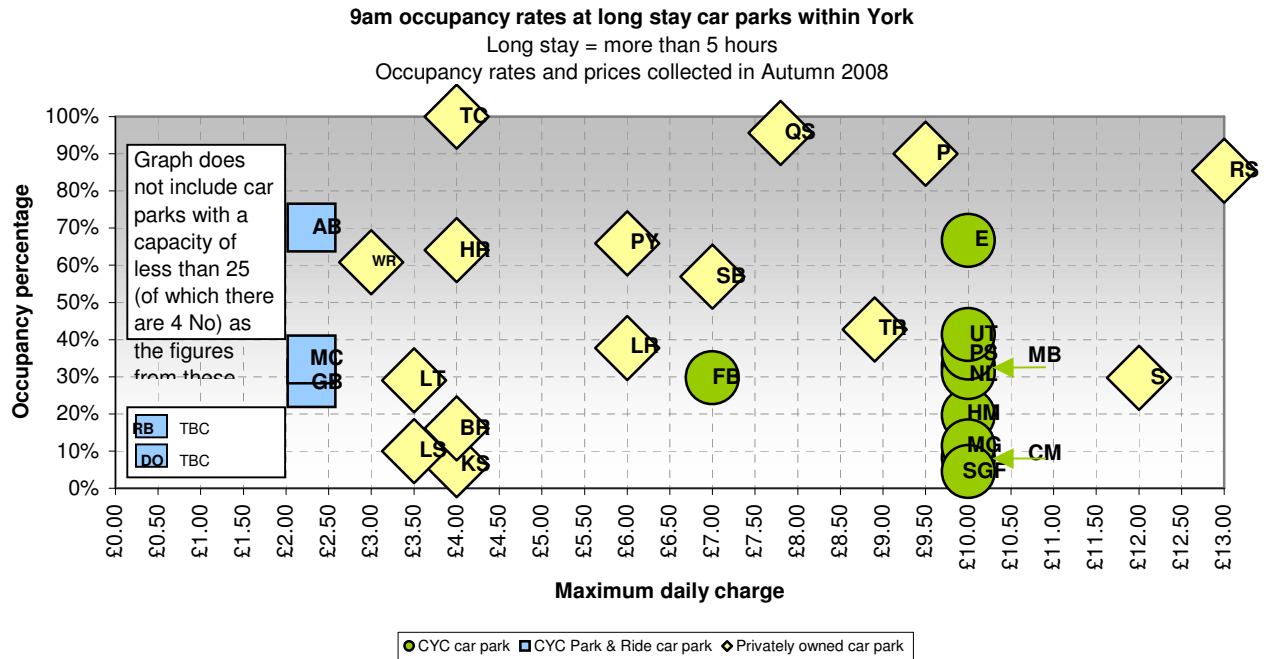
Section 2: Personal Travel by Mode

## 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



35. 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.
36. 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.
37. 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:



Abbreviations are as follows:

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

38. 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.

39. [Other short / medium term recommendations](#)

40. Economic Performance

In 1995 it was reported<sup>2</sup> 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 year<sup>3</sup>) and could reach £30 billion per year by 2010<sup>4</sup>. The latest monthly national statistics on congestion on inter-urban roads in England<sup>5</sup>

<sup>2</sup> 'Moving forward – a business strategy for transport' CBI 1995

<sup>3</sup> IAM motoring facts 2008

<sup>4</sup> The economic costs of road traffic congestion, ESRC Transport Studies Unit, 2004

<sup>5</sup> Department for Transport for the year ending May 2008

showed an average vehicle delay of 3.92 minutes per 10 miles. In 2007/08, the latest measured vehicle delay time in York were 3min 48sec per mile (at 1 million vehicle kilometres per 12hr period<sup>6</sup>). 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.

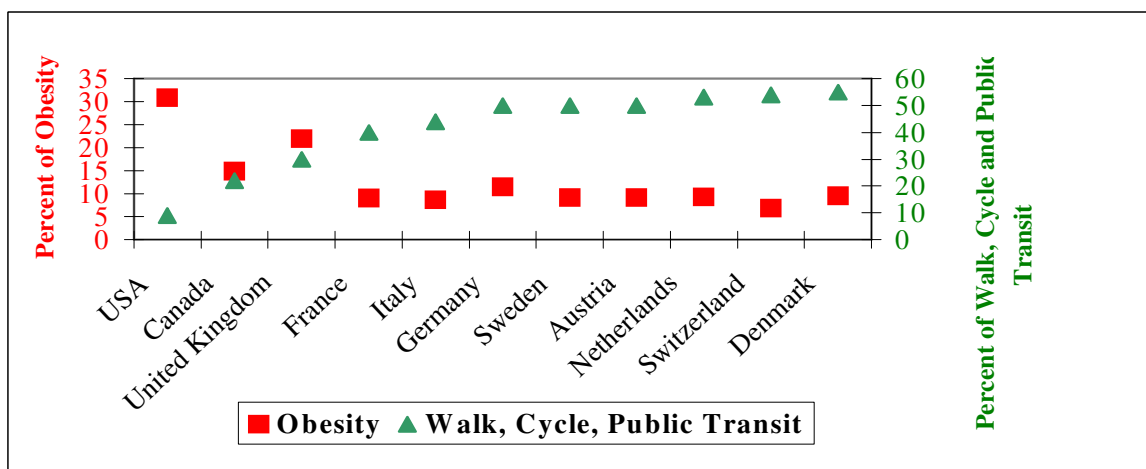
41. The 2007 Future York Group Report<sup>7</sup> analysed the York economy and proposed a series of recommendations for how York might prepare itself for meeting current and future competition. One of its particular recommendations for transport was to 'Secure funds to enable the dualling of the northern 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 28<sup>th</sup> June 2008:
42. *"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 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."*
43. 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.
44. 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.

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

<sup>7</sup> The Future York Group Report – An Independent strategic Review of the York Economy

45. 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.
46. 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:



47. 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.
48. 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 27.

## Analysis

49. As a result of all of the information gathered during this review, the Committee have recognised the following:
50. 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 in paragraph 8).
51. Nationally, traffic growth between 1996 and 2025 could be in the range 52-82%<sup>8</sup> 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.
52. 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.
53. 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.
54. 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%

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<sup>8</sup> Source IAM motoring facts 2008

by 2021. The strategy proposed in LTP2 (as summarised in Annex Ac) sought to limit this growth to 7% by 2011.

55. 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.

56. Impact of LTP2

The maps in Annex Aa 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.

57. 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).

58. 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.

59. 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.

60. 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"*

61. 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 is now reviewing 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).

62. The regional and local planning framework is described in more detail in Annex Ad.
63. 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
64. The Committee also recognised that the implementation of any scheme would be unlikely to occur before the middle of the next decade from a scheme development and delivery viewpoint alone, which equally highlights the need for advance decision making.
65. 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 Af in increasing order of complexity, cost and contribution to reducing congestion. For example, the intermediate plans shown above in paragraph 56, would go part if not all of the way to realising scenarios 5, 6 and 10.
66. Before considering the evaluation of the scenarios, it is worth noting that a partly similar exercise<sup>9</sup> 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.
67. 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

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<sup>9</sup> Achieving low carbon and sustainable transport systems in Yorkshire and the Humber



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.

68. 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

69. 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. Three alternatives are suggested here for consideration:

- i. *“That by 2020, York will have transformed itself in transport & quality of life terms, reasserting its human scale through allowing many more of its residents to get about on foot or by bicycle, and reducing the dominance of motor vehicles, by reducing speeds, noise and fumes, with an excellent nationally leading public transport system of buses, tram-trains and rail services, using a smart ticketing Yorcard system and backed up by cross modal journey planning”*
- ii. *“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”*
- iii. *“That by 2020, York will have transformed itself in traffic terms such that:*
  - *it is much less traffic dominated with the majority of local journeys made by foot and bicycle, and longer distance journeys by vastly improved public transport*
  - *as a result York residents are fitter and healthier*
  - *congestion has largely been eliminated*
  - *journeys are more reliable, safer and stress free*
  - *the environment has improved through less traffic noise and visual intrusion, better air quality and more human interaction*
  - *York’s human scale has been reasserted*
  - *Business, leisure and other activity is thriving because of good quality and easy access by a choice of travel modes”*

70. At the end of this review, the Committee intend to confirm their preferred option, and make a recommendation to the Executive that they adopt this long-term vision. Whatever vision is agreed, there is a need to bear in mind that York is part of the

Leeds City Region and York's vision may ultimately be influenced by the Leeds City Region Vision and/or Multiple Area Agreement.

71. The Committee have also recognised the key importance of a vastly improved public transport service within this and suggest a subsidiary vision for public transport is agreed.
72. Survey of York Residents  
As part of this review, the Committee considered the findings from previously completed consultations 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.
72. *This section of the final report will include the results from both the previously completed consultations (carried out as part of LTP1 & LTP2) and the new citywide consultation exercise, in order to evidence residents views on the current congestion issues in York and to support the Committee's recommendations. In order to proceed with the new citywide consultation, Members will need to agree the questions to be included therein.*

### Report Options

73. Having regard to the remit for this review and the information contained within this report and its associated annexes, Members may decide to:
- i) Amend the findings detailed within this report
  - ii) Insert additional information
  - iii) Amend and/or agree a preferred vision for York's long-term transport strategy as per the suggestions made in paragraph 69
  - iv) Amend and/or agree the conclusions and recommendations within this report (as shown at paragraphs 86 - 91)

### Implications

74. **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 this would need to be considered before any decisions were taken.
75. **Legal** - *Information on the legal implications associated with the recommendations will be fed into this report once the findings from the citywide consultation are known, and the Committee's recommendations have been agreed.*
76. *Any HR, Equalities, Crime & Disorder, Property or Other implications will be included in this paragraph once the review recommendations have been agreed.*

### Risk Management

77. There is a risk that by not including the right level of information in the new consultation document referred to in paragraph 72 above, it may limit the number of residents who choose to engage in the consultation. This in turn may effect the strength of the argument for the Executive to agree to the recommendations arising from this review. Plus, the cost of carrying out a city consultation is high therefore in order to justify the expense the exercise would need to be productive.

### **Corporate Priorities**

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

### **Review Conclusions**

79. 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. They also 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.
80. 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
81. The Committee have 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, 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 a continuing increase in greenhouse gas emissions, against the recent government act target of an 80% cut in emissions by 2050.
82. The Committee have therefore concluded that the broad overall solution to both congestion and the climate change challenge is a concerted approach using the following hierarchy of measures:

- i. Reducing the need to travel (through IT and other solutions)
  - ii. Undertaking more of the journeys that still need to be made by green and environmentally less damaging modes
  - iii. Improving engine efficiency and switch to lower / non-carbon based fuels
  - iv. Undertaking a greater proportion of car based journeys on a shared basis
  - v. Improving driving standards (for fuel efficiency and safety, and to make roads safer and more attractive to green travel modes)
  - vi. Reducing congestion delays and fuel wastage in traffic queues.
83. Whilst point (iii) above is primarily nationally driven, all of these approaches 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 points (ii), (iv) and (vi).
84. There is also a need to persuade individuals to make socially informed choices too, with the 'Smart Choices' approach being key. 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.

### **Draft Recommendations Arising From The Review**

85. The Committee have drafted a number of recommendations as result of their investigative work on the objectives of this review. These have been split into two parts, those recommendations that in the Committee's view need to be implemented in the short term, and those that make up a strategic response to tackling congestion from LTP3 onwards.

### **Short/Medium Term Recommendations**

86. The following key priorities for the Council should be set:

#### Overall

- i. Continue work in support of the 'Access York' initiative and implement Phase I
- ii. Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift, including a re-involution of 'Green Travel Plans' and ensure they are implemented, monitored and periodically updated
- iii. Commission a detailed study of a future Transport Strategy to 2021 and beyond based around scenario X as detailed in paragraph ? (*X to be determined based on survey responses etc*)
- iv. Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City
- v. Identify underused bus services and look at ticketing and marketing measures for all services, to improve usage
- vi. The role of city centre car park availability and fee levels in influencing modal choice to again be recognised and explicitly considered when fee levels are examined as part of the budget process. Or, more radically, taken out of 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

### Public Transport

- vii. 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
- viii. Renew focus through the Council's Quality Bus Partnership, on undertaking those measures that would most effectively stop the current decline in bus usage i.e. holding down bus fare levels, increased non-concessionary bus priorities, influencing public attitudes and tackling outstanding issues from the 2001 Steer Davies review
- ix. Support City Strategy and bus operators in re-invigorating the Quality Bus Partnership
- x. 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
- xi. 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
- xii. Council to undertake with bus operators and the Police a joint review of loading and parking restrictions and their enforcement on bus routes
- xiii. Executive Member to prioritise the provision of timetable displays and bus shelters at all bus stops
- xiv. Ensure the extension of Park & Ride services to include York District Hospital
- xv. Local bus companies to be requested to continue to revise bus timetables to provide more accurate and credible timings and work to them
- xvi. The Executive Member to 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
- xvii. Ensure positive promotion of bus network and bus usage including passenger information
- xviii. Improve the quality of interchange points between public transport modes and between routes with designated interchange stops, and co-ordinate bus timings

### Walking & Cycling

- xix. Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns
- xx. The Council should 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
- xxi. The Cycling Champion for York to:
  - ensure cycling measures are focused around what will make a difference
  - promote considerate road user behaviour (including by cyclists)
  - engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers

Air Quality

- xxii. 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<sub>2</sub> hotspots, by the EU deadline of 2010. This should include examining the potential benefits 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, and of introducing a local freight transshipment centre
- xxiii. 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

Other

- xxiv. 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, considerate road user campaigns, across all modes, together with establishing an on-going delivery partnership arrangement
- xxv. 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
- xxvi. 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

**Long Term Strategic Recommendations**

87. 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 (three suggestions for this vision are shown at paragraph 69 above)

*' insert preferred vision?'*

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

*' insert subsidiary vision?'*

89. Once the agreed visions and recommended long term strategy for 2021 and beyond have been established, ensure Council and its partners work consistently towards their implementation

90. In regard to buses, the Council to:

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

91. 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

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**Final Draft Report Approved**  **Date** 9 April 2009

**Wards Affected:**

All

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

**Background Papers:**

Traffic Congestion Interim Reports dates 28 January, 17 April, 21 May and 12 June 2008 and 'Broad Strategic Options' Briefing Paper dated 27 February 2008

**Annexes**

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

**Annex Ab** – Information on Other Impediments to Traffic Flow

**Annex Ac** – LTP2 Strategy for 2006-11

**Annex Ad** – Summary of Regional and Local Transport Policy

**Annex Ae** – Broad Strategic Options - Individual Scenarios To Complement LTP2

**Annex Af** – Information on Other Cities' Progress in Implementing Road User Charging & Its Capacity to Attract Investment

**Annex Ag** – Broad Strategic Options – Combination Scenarios To Complement LTP2

**Annex Ah** – Matrix of Committees findings with possible solutions, impacts and corresponding recommendations **(to follow)**

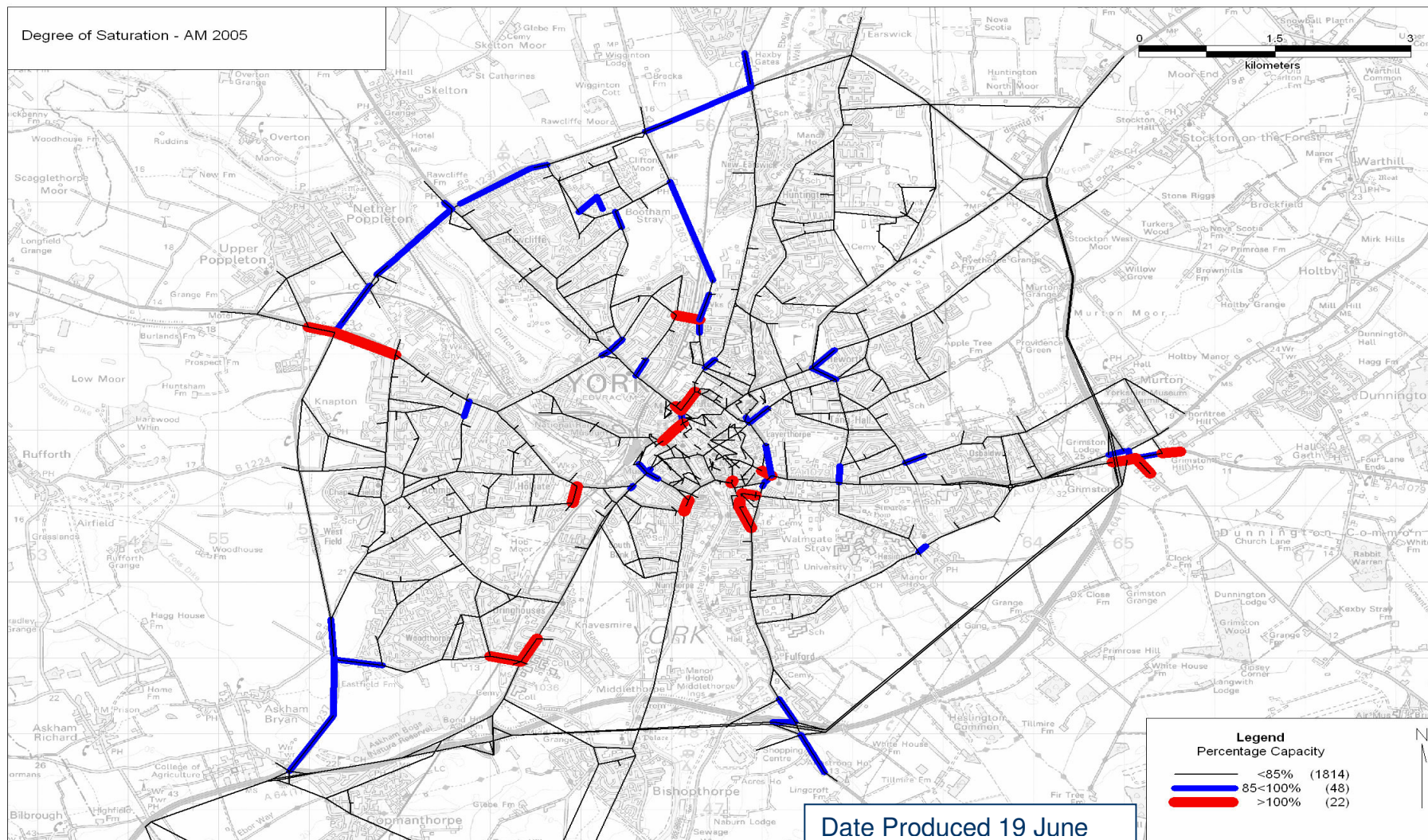
**Annex Ai** – Road User Charging Presentation by Capita Symonds

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### Congestion Maps

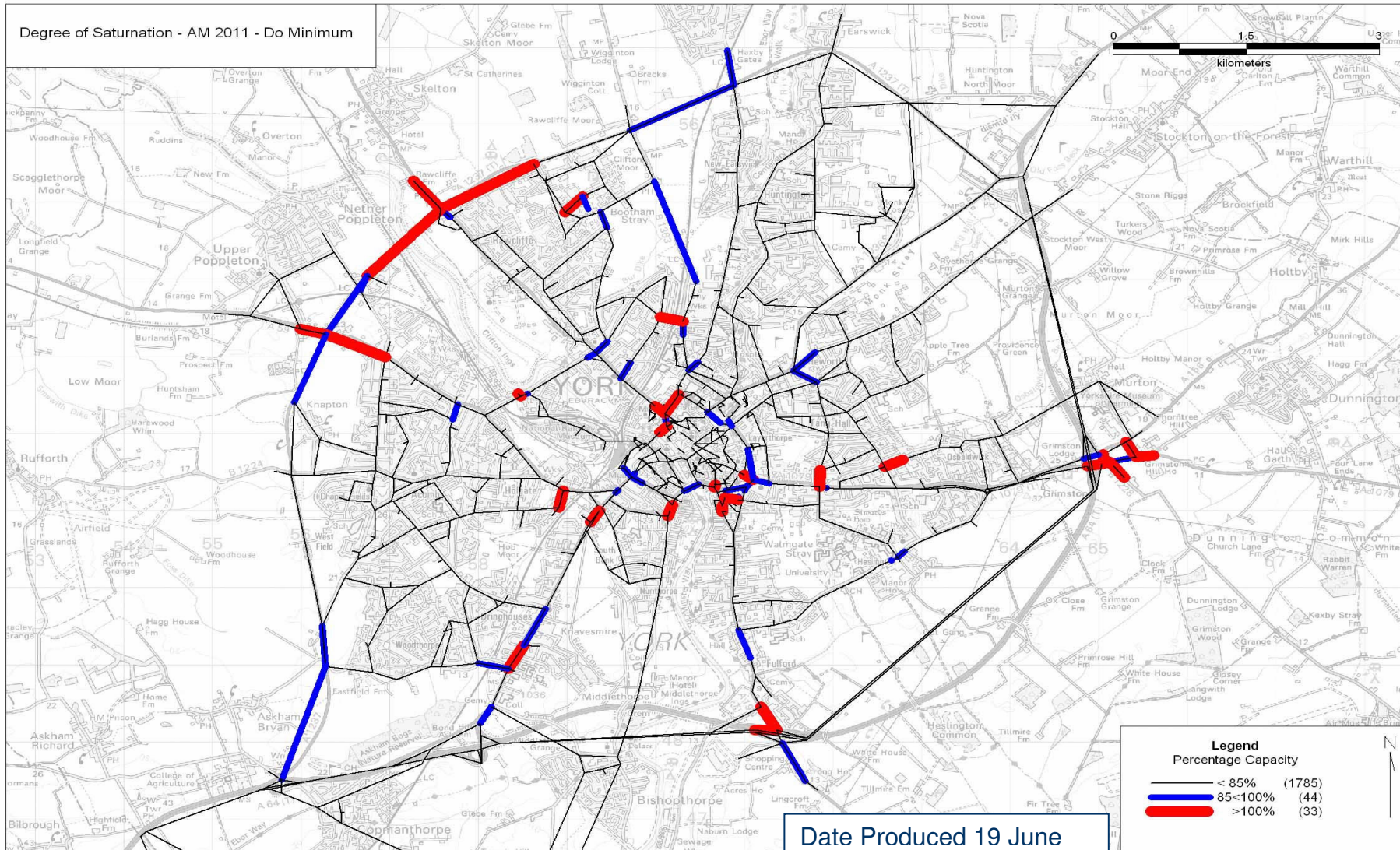
### AM Peak 2005



For explanation of basis including what future development has been taken into account, see paragraph 5 & 6 of Annex A



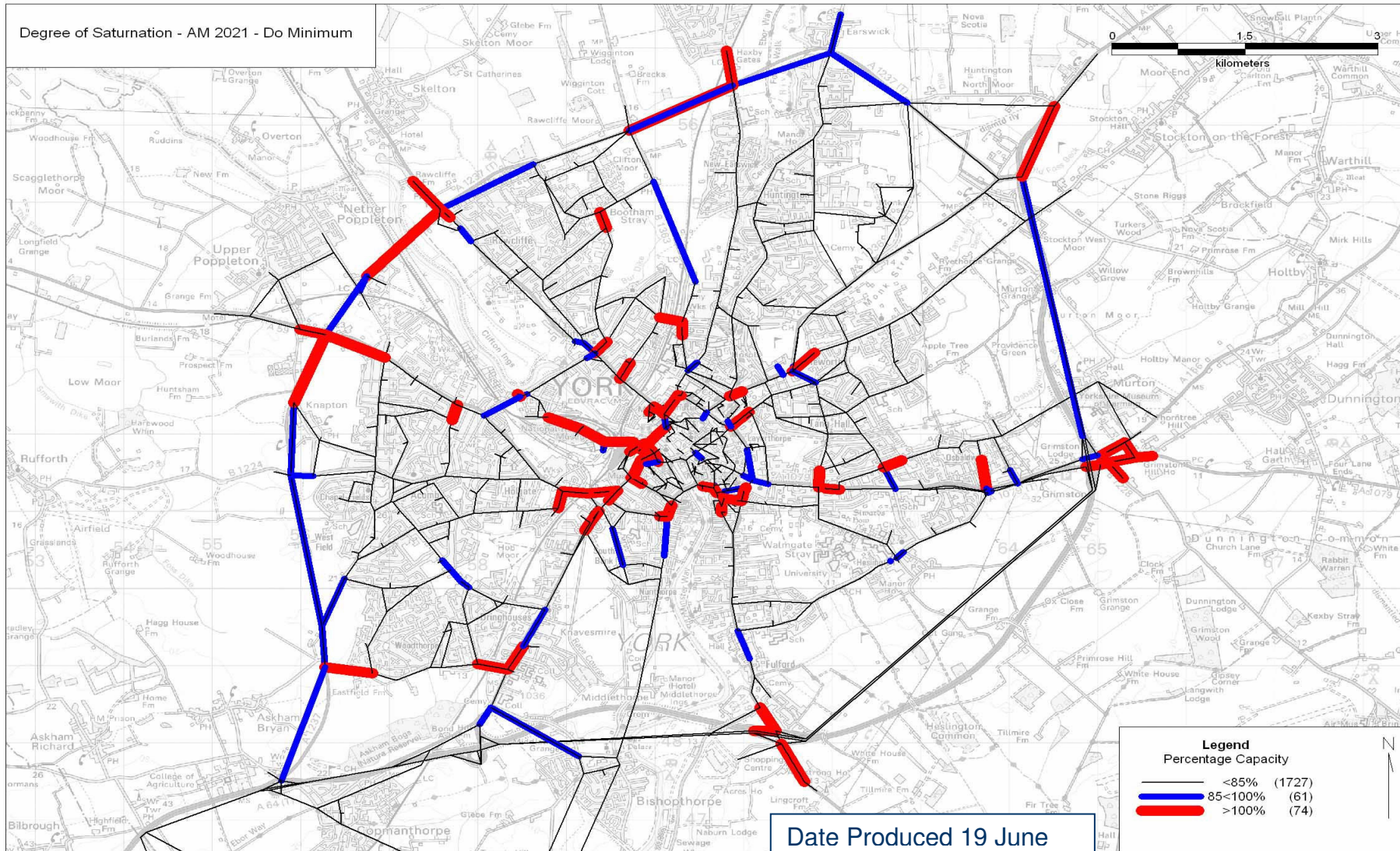
# AM Peak 2011 Do Minimum



For explanation of basis including what future development has been taken into account, see paragraph 5 & 6 of Annex A



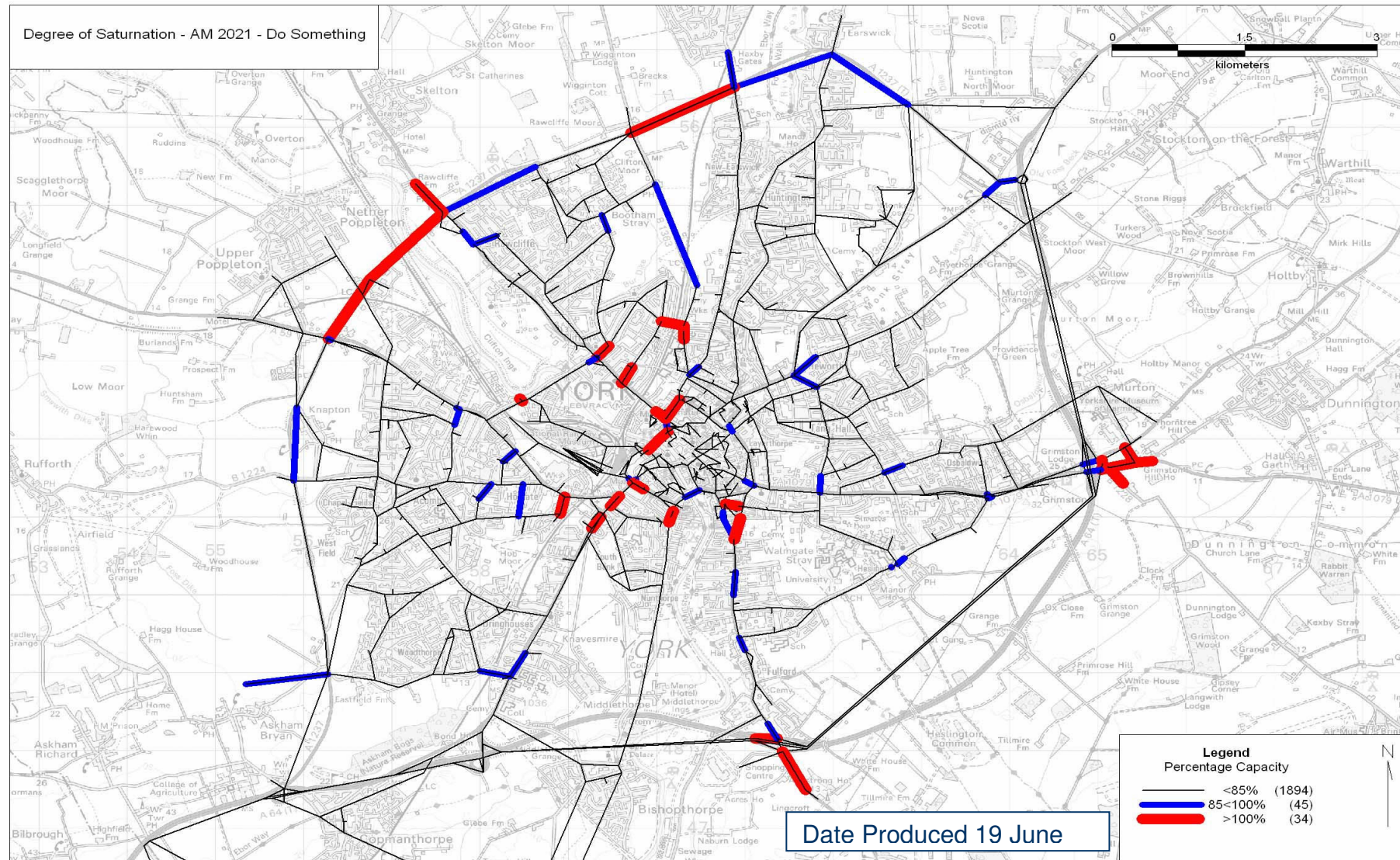
# AM Peak 2021 Do Minimum



For explanation of basis including what future development has been taken into account, see paragraph 5 & 6 of Annex A



# AM Peak 2021 – Do Something



For explanation of basis including what future development has been taken into account, see paragraph 5 & 6 of Annex A

## Other Issues Affecting Congestion

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

### Utility & Roadworks on the Highway

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

### Accidents on the Highway

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

### Junctions

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

### Signals / Crossings

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

### On Street Parking

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

### Public Events

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

### 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.

Travel Plans

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

Inner City Goods Deliveries

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

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

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

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

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

**THE STRATEGY (MECHANISM), MEASURES AND TIMESCALE**  
**SEE FOLLOWING DIAGRAM AND ATTACHED ACTION PLAN**

**THE KEY THEME**

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

**THE ISSUE**

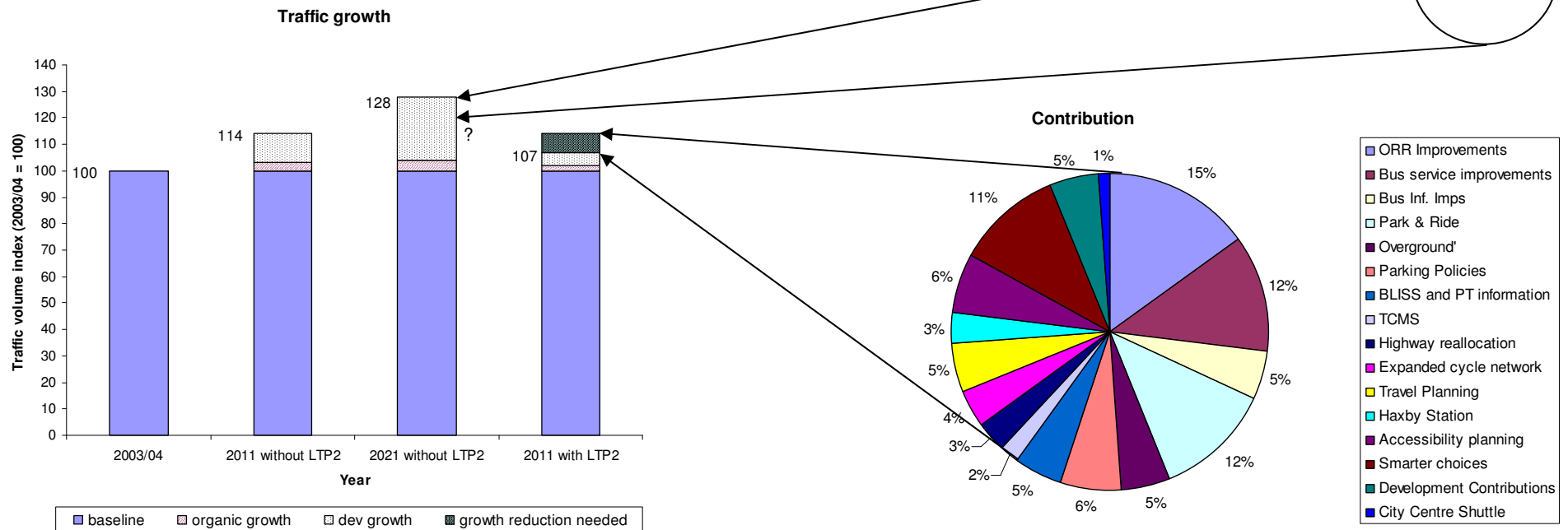
The continuation and expansion of development that has taken place in the city over recent years will, together with ‘organic growth’ add a significant level of transport demand (primarily private car) on the city’s transport network. It is likely that the network will struggle to cope with this level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

**THE STRATEGY (MECHANISM)**

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

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

This is represented in the following diagrams.





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

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

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

Notes

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

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## Regional & Local Policy Driving Change

Regionally, 'The Northern Way' (a partnership between the three northern Regional Development Agencies) in its transport priorities report<sup>1</sup> seeks to improve links within and between the North's City Regions. In addition, an Institute for Public Policy Research North report<sup>2</sup> recommends that '*Regional Development Agencies have more influence over transport policy...with a specific remit make the case for better modal integration and facilitate a shift to lower carbon solutions such as rail, buses and cycling*'.

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

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

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

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<sup>1</sup> Moving Forward: The Northern Way Strategic Direction for Transport

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

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

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

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

The principal longer-term drivers locally are the Local Development Framework (LDF), the Sustainable Community Strategy (SCS), which incorporates the Local Area Agreement (LAA) and the Future York Group Report<sup>3</sup>.

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

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

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

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<sup>3</sup> The future York Group Report – An Independent Strategic Review of the York Economy

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

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

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## Potential Elements for a Long term Transport Strategy for York

### Public Transport

#### Rail

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

#### Bus

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

#### Park & Ride

- Increase in capacity
- Hours of Operation
- Fare Structure
- New and Extended sites (South/East)

### Infrastructure Improvements

New Park & Ride Services

Access York Phase I

Outer ring road – Access York Phase II

New river crossings for walking and cycling

Trans-shipment centre

Cycle network extensions i.e. off road routes and secure storage

Walking

City Centre Interchange i.e. P&R, Commercial Bus, Tram, Rail

Asset Repair and maintenance i.e. reducing backlog

### Demand Management

Road User Charging e.g. zonal / cordon

Workplace Charging Levy

Low Emission Zone Charging

Low Occupancy Charging

Access Restraint

Bus Priority Lanes on all P&R radials Parking Policy:

- Charging structure,
- Planning controls
- Enforcement

Traffic Management using enhanced technology, 'Freeflow Project'  
Event Management

**Smarter Choices**

Personalised Travel Planning

Travel Information

Awareness Campaigns

Support for cycling and walking initiatives

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

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 Charge** 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).

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

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
<b>Combination Scenarios</b>					
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 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
14	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

#### 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.

<b>Combination Scenarios</b>					
<b>Scenario No.</b>	<b>Title</b>	<b>Brief Description</b>	<b>Mechanism &amp; output</b>	<b>Implications</b>	<b>Responsible organisation(s)</b>
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
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**Notes**

- 1 Each subsequent combination scenario increases in cost/complexity/deliverability
- 2 Each combination scenario and measure therein should be assessed for user affordability.

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

Objectives (i) - Accessibility to Services, Employment, Education & Health Services			
Issue/Findings	Identified Solutions	Possible Impacts & 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 vii
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 released 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 xiv
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. <b>There is still also only limited DDA compliant vehicles in the fleet</b>	Improved safety measures for taxis eg CCTV in Cars would encourage greater use and offer increased protection to drivers & passengers particularly at night. <b>Allow additional DDA compliant taxi licences</b>	Capital cost to taxi proprietors. Potentially more passengers particularly at night <b>and ? for disabled people to obtain appropriate vehicles</b>	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 xxv
7 Need to publicise and spread good practices by employers across the city i.e. Green Travel Plans as many well established businesses do not have travel plans	1) CYC to lead by example i.e. by implementing own Green Travel Plan 2) Publicity and promotion - low cost measure which could have significant benefit	Influencing Council staff's travel to work mode, and public and employer attitudes to how the journey to work is undertaken, thereby spreading the benefit and achieving modal shift and reducing peak hours congestion.	Reinvigorate 'Green Travel Plans' and ensure they are implemented, monitored and periodically updated - see Recommendation ii
8 Making tourism more sustainable	a tourist tax with monies collected being used in total to deal with accessibility issues	Possible impact on competitiveness - legality and basis for any such tax	
9 Additional mapping work is required over and above that which is already planned as part of LTP2 to show the positive effects on traffic congestion in York of the measures identified as a result of this review	Carry out additional mapping works	Clearer view of accessibility issues in the City, and better focus of future plans (bus services, cycle & walking routes, etc.) on where the most difference can be made. However any additional work would have an impact on staffing resources and other priorities.	<b>Complete correct mapping work &amp; selected additional areas where particular benefits identifiable.</b>

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 <sub>2</sub> ) & particulates (PM <sub>10</sub> ) are due to come into force in 2010			
2 The number, type and age of vehicles on York roads is relevant to the levels of pollutants recorded. The big polluters are lorries & buses, & older vehicles generally.			
3 York has 10 to 15 exceedences of PM <sub>10</sub> which is well below the government objective of 35 exceedences allowed per year	unless there are major changes in York the levels of PM <sub>10</sub> are at an acceptable level and therefore there is no solution required	Understanding of potential problem	
4 PM <sub>2.5</sub> 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 <sub>2.5</sub> in York.	Officers confirmed that, if required, they could undertake a short term project at minimal cost to measure levels of PM2.5 in the city.		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 xxiii
5 Rise in pollution since 2006, believed to be due to increased traffic linked to the opening of new car parks and the <b>reducing</b> differential between car park fees and bus fares	1. Implement a Low Emission Zone in & around City Centre 2. Introduce a local freight transshipment centre (see section iii)	Extra costs to businesses and operators from rerouting, and to Council in terms of scheme costs	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 <sub>2</sub> hotspots by the EU deadline of 2010 - see
6 There are five technical breach areas around York's city centre; linked to NO <sub>2</sub> levels Fishergate Lawrence Street  Gillygate Nunnery Lane Holgate	3. Relocate queues using UTMIC Obtain modal shift to bring back within limits  5. Road Pricing  6. Await long term effect of vehicle stock turnover due to more lower emission vehicles	4. transfers problem rather than solves it Improves Air quality for residents in breach areas  <b>Cuts traffic and</b> improves AQ for residents in breach areas Leaves local residents breathing unsafe air with consequential impacts on health and quality of life	Recommendation xxii
7 Balance shift from petrol to diesel engines in local car fleet			
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 transhipment 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 transhipment 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.	
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 <b>early</b> development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift - see Recommendation ii
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"> <li>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</li> </ul>
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"> <li>improving planning processes to ensure adequate consideration is given in new designs to cycling</li> <li>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 xx</li> </ul>
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.		<b>Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendations xix &amp; xxiv</b>
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"> <li>ensure cycling measures are focused around what will make a difference</li> <li>promote considerate road user behaviour (including by</li> </ul>
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"> <li>engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers - see Recommendation xxi</li> </ul>
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		

<b>Objective (iv) - CO<sub>2</sub> Emissions</b>			
<b>Issue/Findings</b>	<b>Identified Solutions</b>	<b>Possible Impacts &amp; Evidence</b>	<b>Relevant Draft Recommendations</b>
1 The transport sector, including aviation, produces about one quarter of the Uks total carbon emissions. Road transport accounts for 85% of this.	1. Reduce need to travel 2. Undertake more journeys by environmen-tally friendly modes 3. Undertake more shared journeys 4. Improve vehicle engine efficiency & switch to lower / non-carbon based fuels 5.		Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift, including a re-invigoration of 'Green Travel Plans' and ensure they are implemented, monitored and periodically updated - see Recommendation ii
2 The biggest vehicle polluters are HGVs and buses, which account for 42% of the carbon emitted by transport	Improve driving standards (for fuel efficiency) 6. Reduce congestion delays and fuel wastage		Commission a detailed study of a future Transport Strategy to 2021 and beyond based around scenario X - see Recommendation iii
3 By 2010 transport is expected to be the largest single contributor to EU greenhouse gas emissions			

<b>Objectives (v) - Journey Times &amp; Reliability of Public Transport</b>			
<b>Findings</b>	<b>Identified Solutions</b>	<b>Possible Impacts &amp; Evidence</b>	<b>Relevant Draft Recommendations</b>
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 xv 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 x
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	The Executive Member to 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 xvi
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 ix
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, on-street parking, school no parking zones, considerate road user campaigns, across all modes, and establish an on-going delivery partnership arrangement - see Recommendation xxiv
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 vii

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	TO DISCUSS	TO DISCUSS	TO DISCUSS
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.	
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 xxv
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	Executive Member to prioritise the provision of timetable displays and bus shelters at all bus stops - see Recommendation xiii
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 Reinstate 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 v
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 xviii
14 Cost of fares high and continuing to rise significantly relative to motoring alternative over recent years, and 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 Annex Ae 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 th problems above, but it make equally put casual visitors and shoppers off. <a href="#">Evidence of success of London road pricing scheme, not public rejection of Edinburgh &amp; Manchester proposals</a>	Commission a detailed study of a future Transport Strategy to 2021 and beyond based around scenario X as detailed in paragraph ? (X to be determined based on survey responses etc)- see Recommendation iii  Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City - see Recommendation iv  Tackle road safety issues and help make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendation xix
2 Perceptions of congestion and traffic problems may put off inward investors			
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			

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 scenario X as detailed in paragraph ? (X to be determined based on survey responses etc)- see Recommendation iii  Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City - see Recommendation iv  Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendation xix	
2 Noisy roads especially at night, disturb sleep and can have adverse effects on health and on children's cognitive development				
3 Busy roads make cycling and walking less attractive				
4 Evidence of a clear correlation between obesity and levels of walking and cycling and use of public transport				<a href="#">Reverse current adverse trends on health and obesity</a>
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 xix
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	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
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		zones, considerate road user campaigns, across all modes, together with establishing an on-going delivery partnership arrangement - see Recommendation xxiv
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	

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# CAPITA SYMONDS

successful people, projects and performance



building design

civil engineering

environment

management

transport

## City of York Council Scrutiny Review of Traffic Congestion

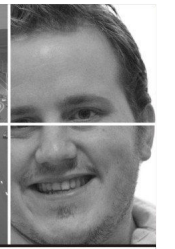
Paul Wadsworth  
18<sup>th</sup> February 2008



## Topic:

- Background
- Demand Management
- Business case for implementing road pricing as part of an overhaul of public sector transport infrastructure, & widening the discussion to include regeneration.
- What the future might and /or could hold





# Choice NOT Charging

## We know the Issues – we can see the impacts!

- Congestion  
25% more vehicles by 2015
- Predicted increase in degree of saturation in City of York
- Environmental Damage
- Economic impact  
- productivity & costs
- Social Exclusion

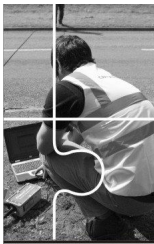




## **We know the Issues – we can see the impacts!**

- Congestion  
25% more vehicles by 2015
- Predicted increase in degree of saturation in YC
- Environmental Damage
- Economic impact  
- productivity & costs
- Social Exclusion

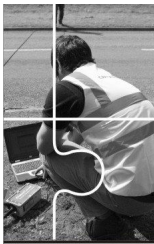




## **We know the Issues – we can see the impacts!**

- Congestion  
25% more vehicles by 2015
- Predicted increase in degree of saturation in YC
- Environmental Damage
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££££?



## **We know the Issues – we can see the impacts!**

- Congestion  
25% more vehicles by 2015
- Predicted increase in degree of saturation in YC
- Environmental Damage
- Economic impact  
- productivity & costs
- Social Exclusion

**£££?**

**We are getting  
somewhere, slowly**





## The position is.....

- Increasing demand
- Lack of investment funding
- Competing funding requirements
- Poor user experience – quality / connectivity
- Lack of alternatives
- Lack of vision?





## Wider agenda – not just a transportation issue

- Regeneration
- Social Inclusion
- Behaviours and life style
- Competitiveness
- Planning
- Environment



## **Eddington Report - confirmed what we probably knew**

- Need a comprehensive and high performing transport system
- Transport constraints impacts on productivity/competitiveness
- Key challenge is to improve performance to the network
- Making better use of what we have
- Get the prices right
- Sustained and targeted infrastructure investment  
– demonstrable high returns
- Delivery system ready to meet future challenges





**CAPITA SYMONDS**  
City Of York Council



**We know where we  
would like to be**

successful people, projects and performance

# CAPITA SYMONDS

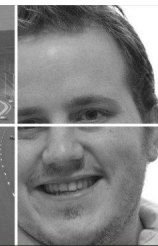
City Of York Council



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**CAPITA SYMONDS**  
City Of York Council

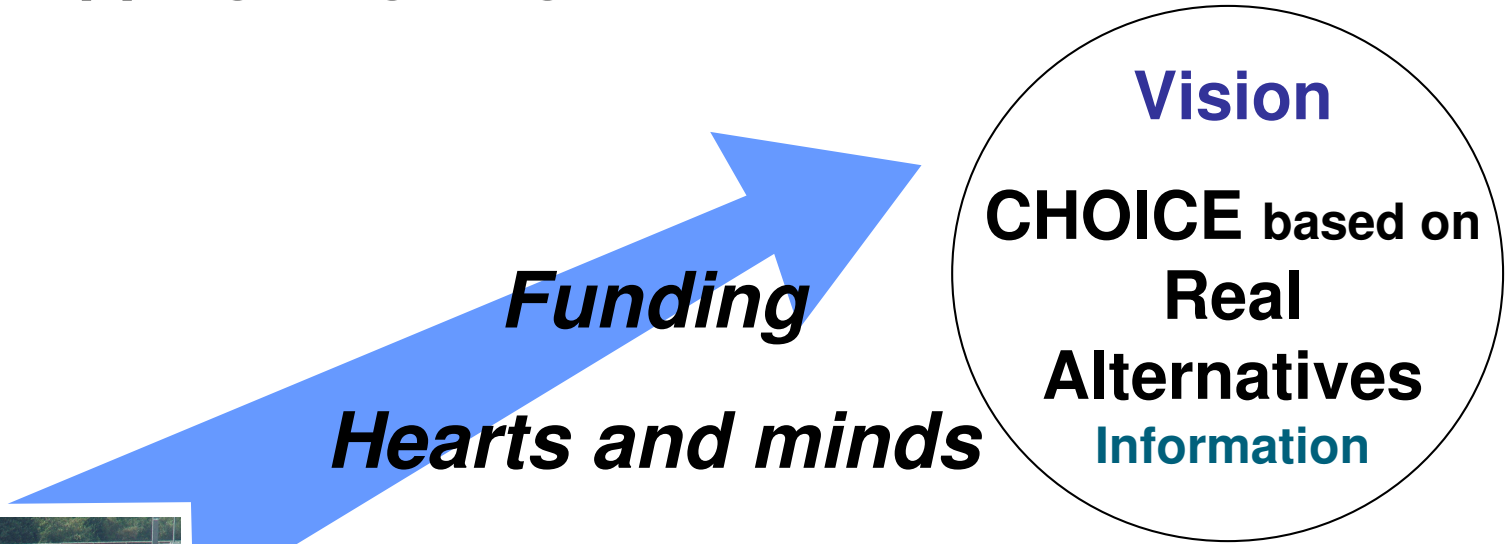


**MonoMetro**



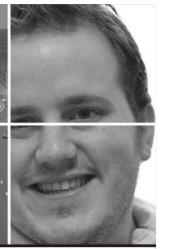


# What is stopping us giving that choice?



Other barriers?

- Technology
- Politics
- Economic impacts
- Social inclusion
- Institutional arrangements



## **Demand Management – Affecting Model Shift**

- Quality Bus services
- Improved interchanges
- Provide better information
- Carparks and Park and Ride
- Green Travel plans
- Workplace parking charges
- Cycling and walking
- Transit systems
- Moderate times of travel
- Traffic Management Systems
- New and improved infrastructure



## **Demand Management – Affecting Model Shift**

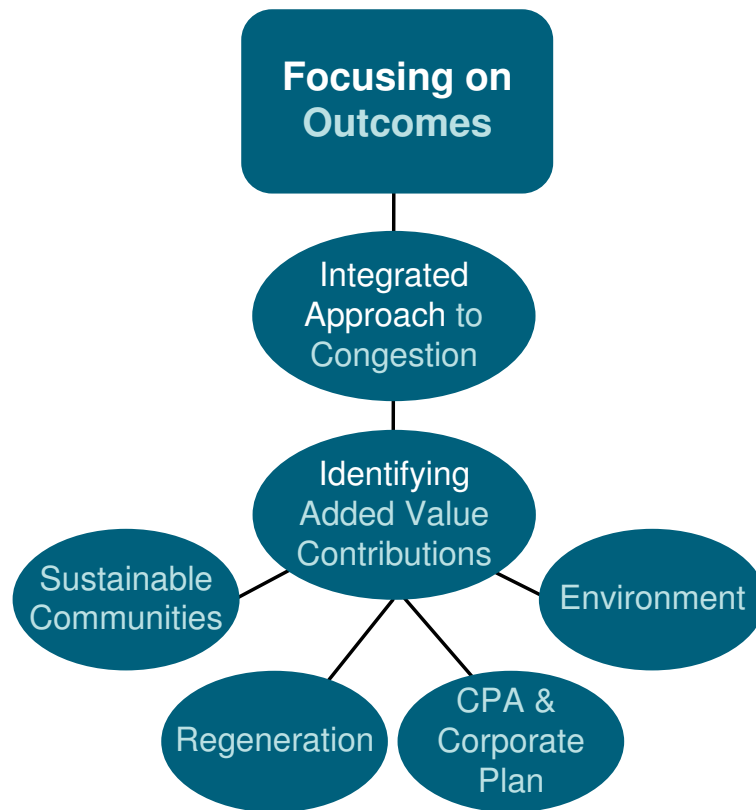
- Quality Bus services
- Improved interchanges
- Provide better information
- Carparks and Park and Ride
- Green Travel plans
- Workplace parking charges
- Cycling and walking
- Transit systems
- Moderate times of travel
- Traffic Management Systems
- New and improved infrastructure

## **+ A Form of Road Pricing**

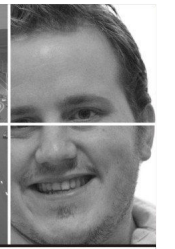


## Evidence from London

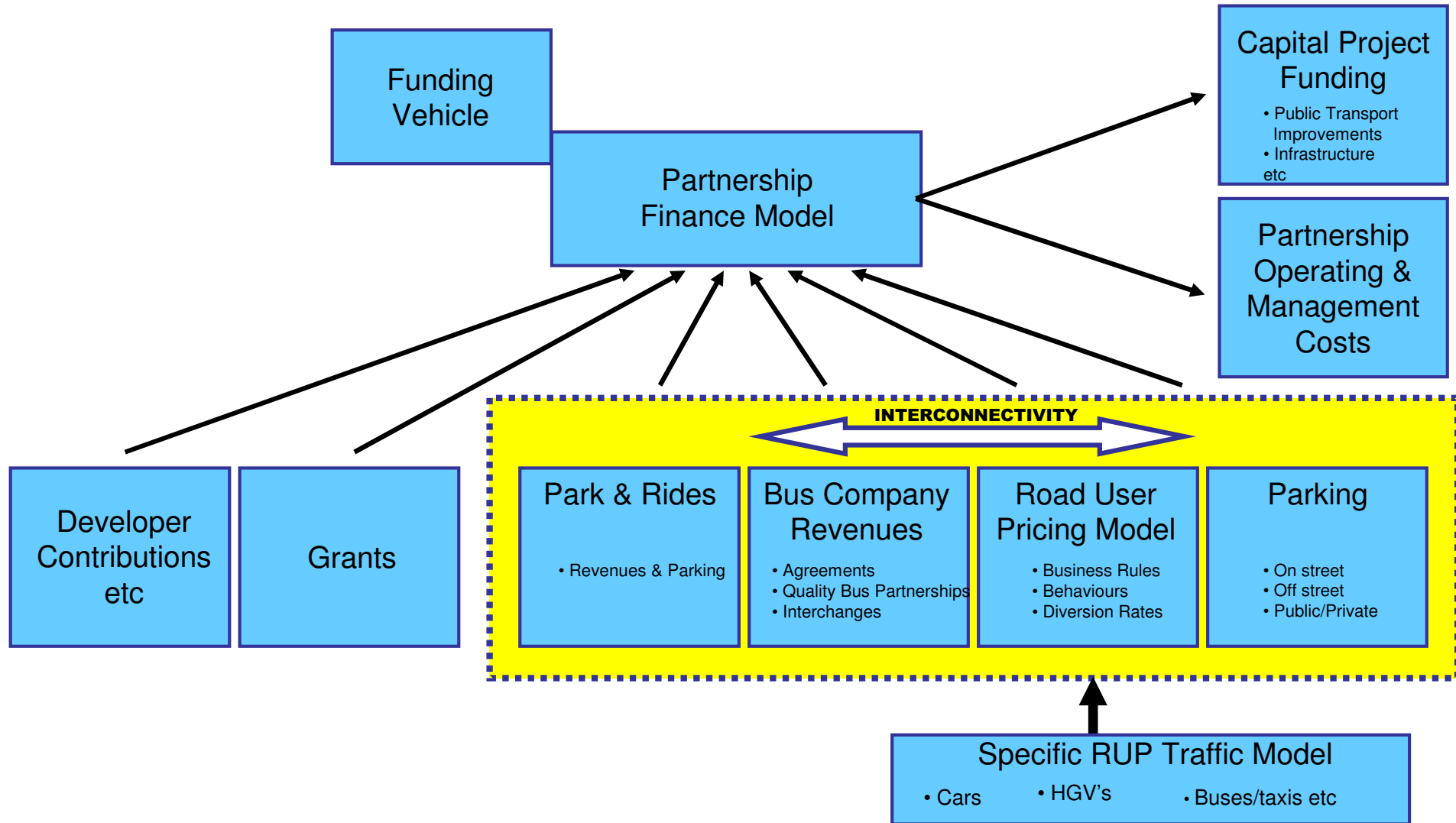
- 26% reduction in congestion within zone compared to pre charge
- Total volume has fallen by 4% since charge increased from £5 to £8
- Increase in use of public transport by 1% - 3% since charge increase
- NO<sub>x</sub> fallen by 13%, PM<sub>10</sub> by 15% (partly due to improved engine technology); CO<sub>2</sub> down by 15%
- Accidents reduced by 40 – 70 pa within Zone and Inner Ring Road
- Business impacts broadly neutral
- No overall impact on employment or business performance
- Net revenue from scheme in 2006/7 was £123m
- £100 invested in Public Transport

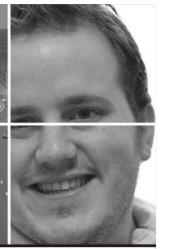






# How can this be achieved?





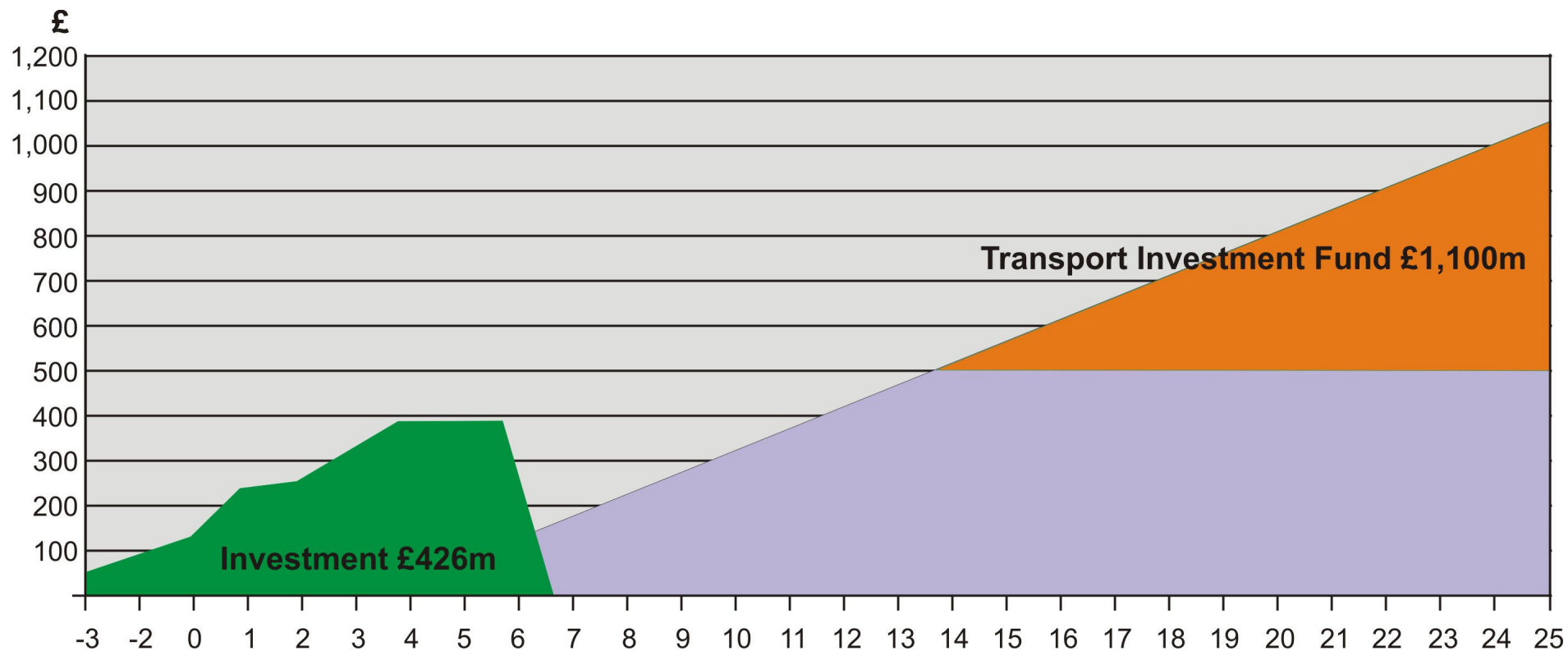
## Key points:

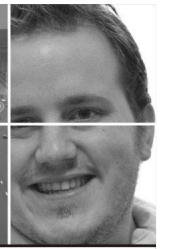
- Holistic approach to transportation problems
- A planned and structured move away from private car usage
- A “not for profit partnership”
- £xms to Invest in public transport and regeneration
- Improved city centre environment
- Flexible model that deals with future changes
- Collaborative working





## Overview of Financial Profile: 4 + 25 Years





## Quotes from Businesses - Cardiff

“Industry will pay for better value”

*Freight Transport Association*

“Need to explore innovative ways of funding improvements to the transport network, the Chamber recognises the need to tackle head on the vexed questions of road pricing, ..... a cautious degree of conditional support for a regional or national system of road pricing... income generated be ring fenced for delivering improvements to the transport network”

*Chamber of Commerce*

## Opportunities?.....

- Plan and control the agenda, as funding independent
- Investment to pump prime private sector investment
- Early development of sites – early developer contributions
- City centre management regime – security, bus lane enforcement, decriminalised parking regime etc
- “Civic card”
- Information and travel management
- Bold and brave solutions!



## Conclusion

- We know the issues
- We know where we want to be
- Revolutionise transport infrastructure
- Minimise problems of congestion, Improve road safety etc
- Energise urban regeneration
- Give travellers fast, efficient, reliable and safe alternatives to the car
- Up front Investment to enable  
**CHOICE NOT CHARGING**







---

## Traffic Congestion Ad-Hoc Scrutiny Committee

7 May 2009

### Residents Consultation Survey

#### Background

1. Members have spent a long time gathering information to support the ongoing Traffic Congestion Ad-hoc Scrutiny Review, as detailed in the draft final report to be considered at this meeting.
2. As part of concluding the review, Members recognised that it would be beneficial to engage the wider York community as well as particular interested parties. The Committee therefore agreed to issue a city-wide survey outlining the review findings and the possible solutions, as this was deemed crucial to identifying views on future transport policy, given both the difficult and critical choices to be made, and the need for York residents and businesses positive co-operation.

#### Consultation

3. Officers within Marketing & Communications have been consulted on the best methods for producing and carrying out the survey and an analysis of the costs involved is shown at Annex A. It was previously agreed that the survey would be distributed as an insertion within 'Your Ward / Your City', and officers have confirmed that the next possible opportunity for doing this, will be September 2009. The Head of Marketing & Communications will be in attendance at the meeting to answer any queries Members may have.
4. Finance officers have confirmed that the budget allocated for carrying out the survey is no longer available given that the money was allocated for the financial year 2008/09, and the review has since stalled with no meetings being held since June 2008. In order for the survey to be carried out the Committee will need to request that SMC ask for a carry forward of the monies allocated, into the scrutiny budget for the financial year 2009/10.

#### Information Gathered

5. The Committee previously agreed to model this consultation on the LTP1 consultation document, in particular part 2 where the broad strategic choices were outlined - see copy attached at Annex B.
6. In order for the Committee to agree the contents of the survey, due consideration should be given to the draft final report arising from the review (see copy attached to another report on this agenda). A list of possible survey questions has been drawn up for Members consideration – see Annex C.

## Options

6. Having fully considered the content of the draft final report arising from the Traffic Congestion scrutiny review, together with all of its associated annexes, Members may choose to agree:
  - a. to request a carry forward of the scrutiny budget allocated for carrying out the review from the 2008/09 scrutiny budget into the 2009/10 scrutiny budget.
  - b. that given the time taken to complete the Traffic Congestion scrutiny review, and the comprehensive nature of the final report arising from the review, that a residents survey is no longer warranted

## Implications

7. **Financial** – The financial implications of carrying out the survey are outlined in Annex A. The Head of Marketing & Communications has confirmed that the costings originally produced in February 2008 as shown, are still valid.
8. **Legal, HR, Equalities, Crime & Disorder, Property or Other** – There are no known implications associated within the recommendations within this report.

## Corporate Priorities

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

## Risk Management

10. There is a risk that by not including the right level of information in the new consultation document referred to in paragraph 95 above, it may limit the number of residents who choose to engage in the consultation. This in turn may effect the strength of the argument for the Executive to agree to the recommendations arising from this review. Plus, the cost of carrying out a city wide consultation is high therefore in order to justify the expense the exercise would need to be productive. There is also a financial risk attached to carrying out the survey, in that the added value of the survey findings may not warrant the high costs involved in carrying out the survey, given the delays in getting to this stage in the review and the already comprehensive nature of the final report and annexes.

## Recommendations

11. Having considered all of the information within the draft final report from the Traffic Congestion Review, the information contained within this report, and the length of time taken to complete the review, Members are recommended to consider carefully whether to:
- Not carry out the survey as part of the Traffic Congestion scrutiny review in view of the costs involved and time delay in getting to this stage in the review, and instead;
  - To request that residents views be sought as part of the Short/Medium Term Recommendation (iv) arising from the Traffic Congestion Review which states that the following should be a key priority – *‘Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City’*

Reason: In order to conclude the review

12. If Members agree to go ahead with carrying out survey, it is recommended that the Committee make a formal request to SMC to have the funding for the survey originally allocated from the scrutiny budget of 2008/09, carried forward into 2009/10.

Reason: To enable the survey to be carried out.

## Contact Details

**Author:**  
Melanie Carr  
Scrutiny Officer  
Scrutiny Services  
Tel: 01904 552063

**Chief Officer Responsible for the report:**  
Dawn Steel  
Democratic Services Manager

**Report Approved**  **Date** 28 April 2009

**Wards Affected:**

All

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

**Background Papers:** Traffic Congestion Draft Final Report dated

## Annexes

- Annex A** – Costings for Consultation  
**Annex B** – LTP1 Consultation Documents  
**Annex C** – Suggested Questions for Survey

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## Traffic Congestion Scrutiny Review

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

#### Residents Survey

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

#### Design - By HBA graphics

Dependant on the final text: £500.00

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

#### Distribution

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

#### Return Postal Costs For Survey

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

#### Compiling Survey Results

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

#### Analysis Costs

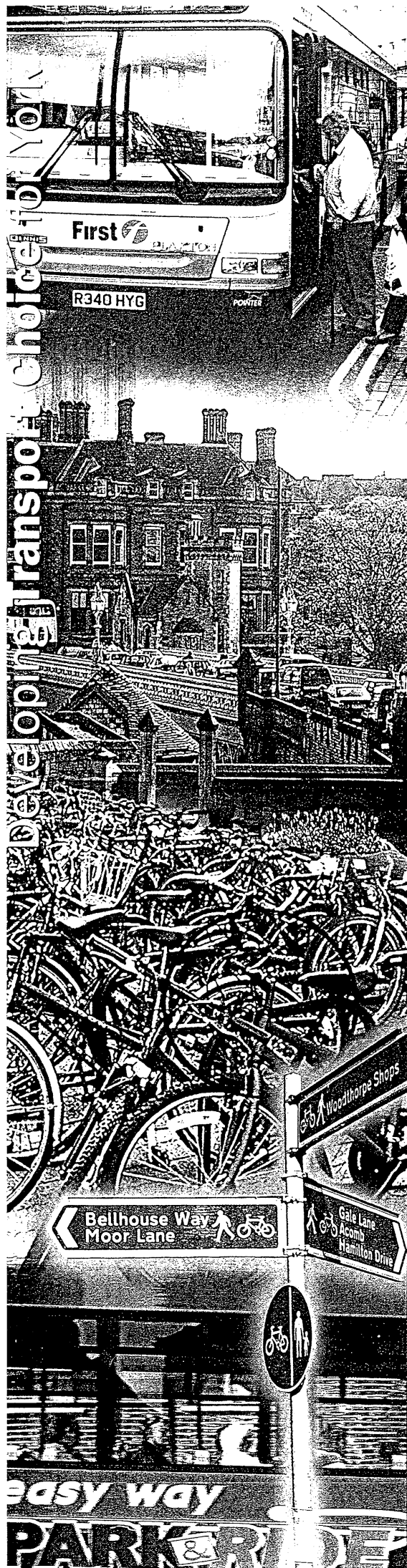
Dependant on number of returned surveys  
 i.e. 10% returned = 9,000 £1,500.00

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

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

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

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



The Council is carrying out its biggest ever transport consultation. And we would like you to take part.

York is facing transport choices which will influence how the city develops over the next 10 years and beyond. Major decisions are involved which will affect you, your family and friends, and the wider community.

York citizens have been telling the council how important it is to tackle problems of congestion, road safety, lack of public transport options and pollution in our city.

We are seeking views on what further measures we should take to improve transport within the city. These views and comments will help shape the new Local Transport Plan which sets out the city's transport proposals for the next five years. It must be submitted to the Government by the end of July 2000.

### WHERE WE ARE NOW

We all need to move around and this makes transport an important part of our lives. Yet, transport has to be managed.

The council is responsible for making sure we have an efficient and safe transport system in the city. This includes responsibility for roads, Park and Ride, footpaths and cycle paths. We also seek to influence providers and make available facilities for public transport options, such as buses and suburban trains.

# WE MUST MOVE FORWARD ON TRANSPORT

## HERE'S HOW YOU CAN TAKE PART IN THE CITY'S BIGGEST EVER CONSULTATION

Over the last 10 years, we have worked hard to deal with transport by creating:

- one of the largest pedestrian zones in Europe
- one of the most comprehensive cycle networks in the country with over 40 miles of cycle paths and tracks
- three Park and Ride services which now attract more than one million passengers a year
- a recent partnership with local bus operators to improve bus services throughout the city
- 35 miles of traffic calming in residential areas which has reduced traffic speeds by around 11 mph and accidents by half
- city-wide road safety measures to cut accidents by one-third, meeting the Government's target seven years ahead of schedule.

These measures have been successful in getting the best out of our limited road network and traffic congestion would be worse without them. However many of our roads are still heavily congested for long periods throughout the day and traffic is still growing. Now, 6,000 more vehicles come into the city every day than in 1991 and this increase is predicted to continue in the future.

If we are to address this then more radical measures will almost certainly be necessary.

[www.york.gov.uk](http://www.york.gov.uk)





## WHY WE CAN'T STAND STILL

Our most recent Residents' Opinion Survey shows people believe traffic congestion is the biggest issue facing the city. And another recent survey shows a massive 78 per cent of people think the situation is getting worse.

This traffic congestion:

- has a severe impact on the environment
- deters businesses from investing in the city
- is harmful to our quality of life and health.

What's more, last year there were 660 casualties on York's roads. And air pollution is having an impact on people's health, particularly the young and the elderly.

We believe that if we do not tackle the transport problems we face, York's centre will become more polluted, residential streets will be much busier, which is likely to cause more accidents, and journey times will get longer. And if public transport is not improved, people without cars will have less access to the city and its attractions, and the environment will be damaged.

Overall, York's reputation as a vibrant place to live, work and visit could be eroded which will affect us all.

## HOW YOU CAN TAKE PART IN THE CONSULTATION

This leaflet is one of two which are being sent to all households in York to give people the opportunity to have a say on this important issue.

We really value your views and want to make sure everyone has the opportunity to fully engage in the debate. To have your say on our initial consultation, please answer the simple questions on the page opposite and return it to the freepost address by **31st March 2000**. You could win two standard class return rail tickets to London – courtesy of GNER (to enter, see overleaf).

A second leaflet will be distributed to all households in around four weeks' time which takes into account the feedback from this leaflet and which outlines various options and solutions which are available. It will ask for your views on these, and give a freepost address to which you can return them.

Your views will be taken into account before the proposals are drawn up and discussed by councillors in June.

You can also attend your local neighbourhood forum or parish council meeting between mid-March and the end of April to give your views.

Or visit one of our information displays which will be touring libraries and venues throughout the city. Please see the dates shown below or contact us for further details.

Information displays will be at the following locations:

**20/3/2000 – 27/3/2000**

York Central Library    Tang Hall Library    Huntington Library

**27/3/2000 – 3/4/2000**

Acomb Library    Dringhouses Library

**31/3/2000 – 1/4/2000**

St. Sampson's Square

**3/4/2000 – 10/4/2000**

Bishopthorpe Library    Haxby Library

**8/4/2000 – 9/4/2000**

McArthur Glen Designer Outlet

**10/4/2000 – 17/4/2000**

Clifton Library    Poppleton Library

## FURTHER INFORMATION

For more information or if you have any questions, please contact:

**Tim Carter or Mark Finer**  
 Transport Planning Unit, City of York Council, 9 St Leonard's Place,  
 York, YO1 7ET. Tel: (01904) 613161.



FOLD ALONG DOTTED LINE

NO  
STAMP  
REQUIRED

**Local Transport Plan Survey  
City of York Council  
Environment and Development Services  
FREEPOST (YO239)  
YORK  
YO1 1UT**

FOLD ALONG DOTTED LINE

**If you would like to enter the draw for the GNER rail tickets,  
please fill in your details below:**

**GNER**

Name \_\_\_\_\_

Address \_\_\_\_\_

Postcode \_\_\_\_\_ Tel No. \_\_\_\_\_

Please cut off this sheet, fold it and stick it as per the instructions, and post it back to us by 31 March 2000. All responses with names and addresses will be entered into a free prize draw for two standard class return rail tickets to London – courtesy of GNER. No purchase is necessary and winners will be notified by post by 12 April 2000. The winners' names will be published in April. The council will not enter into any correspondence over the free prize draw.

**4. One way that traffic growth might be reduced is through greater use of public transport, in particular, buses. Using the list below, please let us know which three things, if any, would be most likely to get you to use the bus service?**

More frequent buses - 1719 (19.6%)

Lower fares - 1747 (19.9%)

Better reliability - 1600 (18.3%)

Modern buses - 653 (7.4%)

Better waiting facilities - 864 (9.9%)

Better travel information - 1222 (14.0%)

Other - 636 (7.3%)

As someone who doesn't use them, none of the above would make me any more likely to use buses - 263 (3.0%)

As a bus user there are no changes I would like to see - 33 (0.4%)

No answer given - 21 (0.2%)

This leaflet outlines options for tackling traffic congestion and developing an improved transport system for York, and asks for your views.

It is the second part of a two-stage consultation by City of York Council on the city's new five-year Local Transport Plan, which must be submitted to the Government in July.

If you want to influence transport in your city over the next five years and beyond, then please read the leaflet and return the questionnaire by 16 June 2000. You could win two standard class return rail tickets to London – courtesy of GNER (to enter, see page 6).

**CONSULTATION  
PART TWO**

# WE MUST MOVE FORWARD ON TRANSPORT

PLEASE GIVE US YOUR VIEWS  
ON THE NEXT 5-YEAR PLAN

## THE BACKGROUND

In the last 10 years, and with the backing of residents, the council has taken effective action against traffic congestion in the city centre.

As a result, traffic crossing city centre bridges fell by 10 per cent from 1991-1999, over one million passengers a year use our Park and Ride services and seven times more people now cycle to work in York than on average nationally.

Despite this, overall traffic across the city has still increased by eight per cent since 1991 – which means that 6,000 more vehicles come into the city every day. Unless further radical measures are taken, it will increase by a further 11 per cent by 2006. This will particularly affect residential roads – such as, Gale Lane, Triton Avenue and Heslington Lane – where 'rat-running' will increase.

## WHAT YOU HAVE ALREADY TOLD US

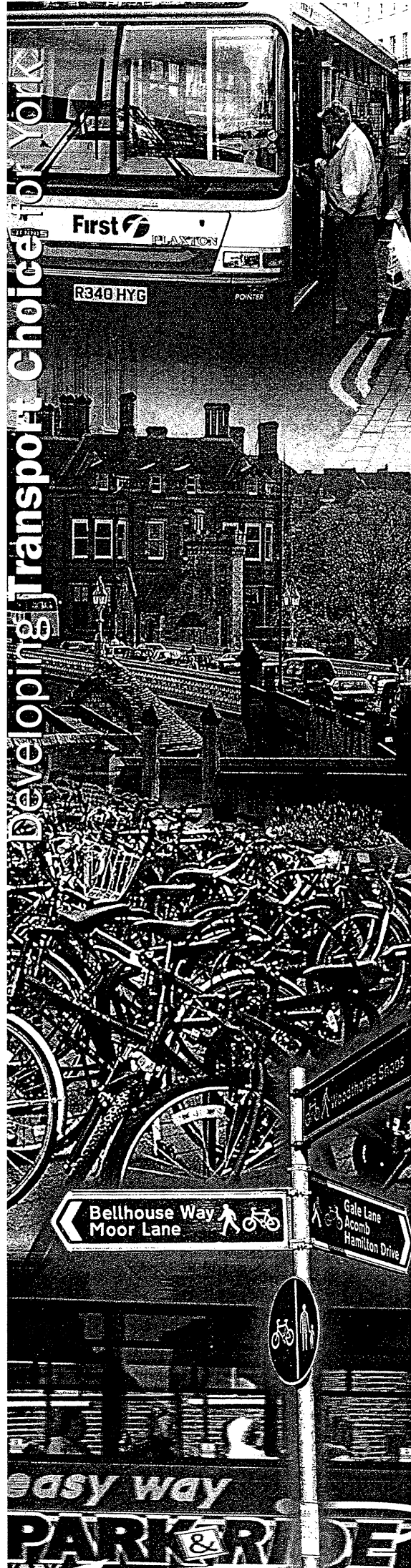
In the first part of the consultation earlier this year:

- nine out of 10 people said more action is needed to reduce traffic congestion in York
- seven out of 10 said they wanted the council to reduce traffic to 1991 levels or below by 2006.

Your top five suggestions for reducing traffic were:

- Ban cars within the city centre
- Open more Park and Ride sites
- Improve public transport
- More and safer cycle routes
- Lower fares on buses.

[www.york.gov.uk](http://www.york.gov.uk)



## Option One

**£3m a year – Likely to be fully funded by Government**

Two new Park and Ride services at Monks Cross and Naburn.

Two new rail stations at Haxby and Strensall with new local train services to York.

Bus lanes and priority at traffic lights for buses to and from Park and Ride sites at Rawcliffe Bar, Monks Cross and Naburn. This will include reallocation of road space from cars to buses, extra traffic signals and traffic calming measures.

Existing approach on cycling and walking (including pedestrianisation).

Safety improvements to outer ring road junctions.

Increases to city centre parking charges.

### Outcome

**Traffic will still increase by about 10-11 per cent by 2006 and there will be no widespread improvements to bus service efficiency and no travel choices for journeys which do not start or end in the city centre.**

## Option Two

**£5-£6m a year – Possibly fully funded by Government – Council may need to seek private sources of funding**

Three new Park and Ride sites at Monks Cross, Naburn and on the A59.

Three new rail stations at Haxby, Strensall and York District Hospital with new local train services to York.

Faster and more widespread introduction of bus lanes and priority at traffic lights for buses to and from Park and Ride sites at Rawcliffe Bar, Monks Cross, Naburn and the A59 site, and on local bus routes in and out of the city centre. This will include reallocation of road space from cars to buses, extra traffic signals and traffic calming measures.

Bus service improvements in partnership with bus companies.

Off-road cycle routes from the city across the outer ring road to outer villages and along the ring road to places such as Clifton Moor and Monks Cross.

Safety improvements to outer ring road junctions.

Higher increases to city centre parking charges.

### Outcome

**Traffic will increase by about 6-8 per cent by 2006, there will be substantial improvements to bus services (an estimated 30 per cent growth in bus use), but there will be no travel choices for journeys which do not start or end in the city centre.**

# The Questions



**1** HOW WOULD YOU PREFER US TO MEET THE GOVERNMENT'S TARGETS ON AIR QUALITY IN GILLYGATE, BOOTHAM, SALISBURY TERRACE, HOLGATE ROAD AND ANY OTHER AREAS WHERE POLLUTION LEVELS MAY BREAK THE LAW? (Please indicate order of preference, ie. 1, 2 and 3)

- A Allowing vehicle access to those who live or own a business there, and to those servicing businesses (outside peak traffic hours), plus emergency vehicles and 'low emission' public transport
- B Allowing vehicle access as in A above plus vehicles (including cars and mopeds/motorbikes) running on low or zero emission fuels such as electric power, compressed natural gas (CNG) or liquid petroleum gas (LPG)
- C Allowing vehicle access as in A and B above plus motorcycles and high occupancy vehicles (i.e. more than one passenger)

Do you have any other suggestions to help solve this problem? (Please write in the box)

**2** DO YOU AGREE WITH THE FOLLOWING PARTS OF THE OPTIONS? (Please tick one box per line)

	Yes	No	Unsure
New Park and Ride sites	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
New bus priority measures – such as bus lanes and priority at traffic lights – likely to need the reallocation of road space from cars to buses and traffic calming	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
New rail stations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Safety improvements to outer ring road junctions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
New dedicated cycle routes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**3** WHICH OPTION DO YOU PREFER FOR THE NEXT FIVE-YEAR LOCAL TRANSPORT PLAN? (Please tick one box only)

- Option One – a 10-11 per cent increase in traffic by 2006
- Option Two – a 6-8 per cent increase in traffic by 2006
- Option Three – a 2-3 per cent increase in traffic by 2006

**4** IF THE COUNCIL DOES NOT GET THE LEVEL OF FUNDING TO DELIVER YOUR DESIRED OPTION, DO YOU AGREE TO THE COUNCIL INVESTIGATING LOCAL TRANSPORT CHARGES? (Please tick one box only)

[Note: It is likely to take several years to develop and introduce local transport charges, following any new Government legislation. Any such proposal would be the subject of extensive consultation before any decision to proceed was considered.]

**5** ANY OTHER COMMENTS? (Please write in the box)

It is useful to know in which area you live, so please indicate the area (e.g. Acomb, Heworth, Elvington) and, if you wish, your post code:

Area ..... Post code .....

Thank you for taking part in this consultation. We will be announcing the results in August.

3 Fold down top along line B. Seal by moistening gummed area

line B

line B

2 Fold up bottom of questionnaire along line A

line A

line A

1 Cut off questionnaire along dotted line

## 2ND LOCAL TRANSPORT PLAN SURVEY- FINAL RESULTS

**Total of 7771 survey forms entered**

**1. How would you prefer us to meet the government's targets on air quality.**

(\* In the responses, some people have ranked the responses whilst others have ticked their preference)

Of those who ranked their preference:

Method	Rated 1st	Rated 2nd	Rated 3rd
A	1482	557	735
B	539	1768	467
C	753	449	1572

Of those who ticked their preference:

Method	Ticked
A	1839
B	779
C	1383

**Do you have any other suggestions to help solve this problem? (Top five suggestions)**

No answer given - 5352 (68.9%)

Fewer open top tourist buses - 329 (4.2%)

Stricter control on vehicle emissions - 285 (3.7%)

Encourage Park & Ride - 154 (2.0%)

Fewer traffic lights/Better synchronised lights - 141 (1.8%)

Allow access to residents/passholders/businesses - 113 (1.5%)

**2. Do you agree with the following parts of the options?**

	Yes	No	Unsure
New park and ride sites	74.0%	11.7%	14.3%
New bus priority measures	52.9%	29.5%	17.6%
New rail stations	77.0%	9.2%	13.8%
Safety improvements to ORR junctions	80.1%	5.4%	14.5%
New dedicated cycle routes	72.7%	14.4%	12.9%

**3. Which option do you prefer for the next five-year LTP?**

Option 1 - a 10-11% increase in traffic by 2006	13.8%
Option 2 - a 6-8% increase in traffic by 2006	25.3%
Option 3 - a 2-3% increase in traffic by 2006	51.9%
No option chosen	9.0%

## Traffic Congestion Ad-hoc Scrutiny Review

### Suggested Questions for Residents Survey

#### PART 1

1. Current opinion on priorities for reference
2. Knowledge of future traffic and congestion levels
3. Knowledge of impact of different potential measures

*Include information on future traffic and congestion scenario, if continue on present basis*

4. Acceptability of above

#### PART 2

*Include information on key strategic choice scenarios and combination options*

5. Data on:
  - Demographics (age, class, employment)
  - How individual gets about presently for different purposes, including origin and destination post codes
6. Willingness to use different forms of transport, including barriers to using and willingness to mix and match e.g.:
  - Buses (cost, frequency, journey time, need to change, walking distance from house, walking distance to destination, reliability, ability to access)
  - Cycling (own a bicycle, knowledge of safe routes, lack of off road safe routes, too far to cycle due to disability/age, distance and journey time, vulnerability to weather, no secure parking place for bicycle at destination, no available changing place at work etc)
  - Walking (journey time, unsafe road crossing on route, vulnerability to weather, hills – disability)
7. Potential solutions scenario acceptability



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