



Notice of meeting of

Traffic Congestion Ad-Hoc Scrutiny Committee

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

Date: Monday, 12 October 2009

Time: 6.00 pm

Venue: The Guildhall, York

AGENDA

1. **Declarations of Interest**

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

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

To approve and sign the minutes of the meeting held on 7 May 2009.

3. **Public Participation**

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the committee's remit can do so. 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 Friday 9 October 2009 at 5 pm.

4. Air Quality Update (Pages 9 - 24)

This report provides an update on local air quality management in York. The report considers trends in levels of nitrogen dioxide measured around the city in recent years.

5. Traffic Congestion Final Report (Pages 25 - 174)

The draft final report on Traffic Congestion is presented for consideration by the committee.

6. Traffic Congestion - Residents Survey (Pages 175 - 190)

This report presents a draft of the planned residents survey, based on the findings of this scrutiny review, and asks Members to agree any revisions in order that it can be put into production and issued.

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

Democracy Officer:

Name: Jill Pickering

Contact Details:

- Telephone – (01904) 552061
- E-mail – jill.pickering@york.gov.uk

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

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Scrutiny Committees

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

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

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City of York Council

Committee Minutes

MEETING	TRAFFIC CONGESTION AD-HOC SCRUTINY COMMITTEE
DATE	7 MAY 2009
PRESENT	COUNCILLORS MERRETT (CHAIR), HOLVEY, HUDSON (VICE-CHAIR), MORLEY, PIERCE, SIMPSON-LAING, R WATSON (SUB FOR CLLR ORRELL) AND MR M PAGE (CO-OPTED NON-STATUTORY MEMBER)
APOLOGIES	COUNCILLOR ORRELL AND MR M SMITH (CO-OPTED NON STATUTORY MEMBER)

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 items 4 (Draft Final Report) and 5 (Residents Consultation Survey) as an honorary member of the Cyclists' Touring Club and as a member of Cycling England.

Councillor Holvey declared a personal non-prejudicial interest in agenda items 4 (Draft Final Report) and 5 (Residents Consultation Survey) as he was employed by Leeds City Council and had been involved in City Region issues.

2. MINUTES

RESOLVED: That the minutes of the last meeting of the Committee held on 12 June 2008 be approved and signed by the Chair as a correct record.

3. PUBLIC PARTICIPATION

It was reported that there had been two registrations to speak under the Council's Public Participation Scheme.

One from Cllr D'Agorne who had been unable to attend the meeting owing to illness but he had forwarded emailed comments in relation to the Scrutiny Committees draft final report, which were circulated at the meeting. He confirmed that the report was an excellent analysis of the difficult transport choices facing the city.

The second was from Paul Hepworth who spoke on behalf of the CTC (Cyclists Touring Club). He stated that the report highlighted the very serious consequences if the threats posed by congestion were not addressed. He confirmed that York's Local Transport Plan 2 bid had been

designed to address some of the congestion issues detailed in the report but he stated that others would require funding via LTP3. As a representative of CTC, he requested that Members consider the establishment of an LTP style public Congestion Review Group involving all local transport stakeholders to supplement the planned public consultation.

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

Consideration was given to the draft final report of the Committee, which focused on tackling traffic congestion. The aim of the review had been to identify ways, including Local Transport Plans 1 and 2 and other evidence, of reducing present levels of traffic congestion in York, together with ways of minimising the impact of the forecast traffic increase.

Members also considered the following additional documents:

- Annex Ah – Table of issues/findings, identified solutions, possible impacts and draft recommendations (circulated prior to the meeting but not with the agenda)
- Reactions to the Report from the York Quality Bus Partnership (QBP) in which they made suggestions regarding possible amendments, circulated at the meeting and attached as an Annex to these minutes.
- Email from Cllr D'Agorne expressing his support for the final report and his suggestions for campaign promotions to run in conjunction with the Committee's recommendations, circulated at the meeting.

Officers reminded Members that the broad overall solution to both congestion and the climate change challenge was 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.

Consideration was then given to all the information in the covering report, the draft final report at Annex A and it's associated Annexes and it was

RESOLVED: i) That agreement be given to the inclusion of paragraphs 19, 20, 29, 34, 35 and 58 which contained information and recommendations that had not previously appeared in any of the interim reports;

- ii) That agreement be given to the inclusion of the following additional information and amendments to the draft final report and annexes:

Paragraphs 19 & 69 – Amend all references to 2020 to 2025;

Paragraph 20 – Update required;

Paragraph 22 – Amend fifth bullet point to include reference to 'lower embedded carbon models';

Paragraph 37 Graph – Amend abbreviation references into alphabetical order and ensure graph contents readable;

Paragraph 58 – amend intermediate plans in line with any subsequently agreed changes;

Paragraph 69 - include the words 'because of their affordability,' before 'good quality' in the final point;

- iii) That footnotes be included in the final report to cross reference points;

- iv) That Annex Af, 'Scenario 9 – Road User Charging' be updated to reflect current views in relation to charging;

- v) That Officers examine the suggested wording alternatives for the long-term transport vision shown at paragraph 69, and circulate their revised suggestions to Members;

- vi) That the draft recommendations be amended and amalgamated to reduce their overall number, in line with Members comments, for their consideration at the next meeting;

- vii) That recommendation (i) be removed and the following recommendations added:

- Under 'Overall' sub-heading add – 'Make representations to Government in relation to the roll out powers to non London authorities on enforcement issues possibly through sustainable communities;
- Under 'Walking and Cycling' sub-heading add – 'Ensure better pedestrian priority in traffic layouts to minimise the knock on consequences'.
- Under 'Public Transport' sub-heading add – 'Introduce a Bus Champion'.

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

5. RESIDENTS CONSULTATION SURVEY

Consideration was given to a report, which looked at the preparation of a city-wide survey to engage the wider York community and interested parties in the traffic congestion review.

The Committee were reminded that they had previously agreed to the issuing of a survey which detailed the review findings and possible solutions and that this had been deemed crucial in identifying views on future transport policy, given the difficult and crucial choices to be made.

Officers referred to the imminent consultation in relation to the Local Transport Plan 3 and the need for clarity in relation to this consultation survey.

The Head of Marketing and Communications, who was in attendance for consideration of this item, confirmed that recommendations of the draft review could be incorporated into a survey of around four A4 sides. He stated that to enable residents to make informed choices the survey would have to detail the full list of possible scenarios.

Members stated that consultation on the review needed to take a number of different forms, which included the survey, press releases and presentations at Ward Committees etc.

RESOLVED: i) That residents views be sought as part of the Short/Medium Term Recommendation (iv) arising from the Traffic Congestion Review which stated 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.

ii) That the Committee make a formal request to the Scrutiny Management Committee for funding for broader consultation originally allocated from the scrutiny budget of 2008/09, carried forward into 009/10.

REASON: To enable consultation to be carried out.

iii) That the Head of Marketing and Communication, in consultation with the Officers concerned, prepare a draft survey for consideration by Members at the next meeting.

REASON: To enable the survey to be carried out.

CLLR D MERRETT, Chair

[The meeting started at 4.30 pm and finished at 6.45 pm].

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Traffic Congestion Ad-hoc Scrutiny Committee

12 October 2009

Report of the Director of Neighbourhood Services

Air Quality Update

Summary

1. In 2002, City of York Council declared an Air Quality Management Area (AQMA) based on predicted exceedances of the annual average nitrogen dioxide (NO₂) objective. The council has imposed its own stringent target on reducing levels of NO₂ within the AQMA to an average of 30 µg/m³ by 2011 as part of the City of York's Local Transport Plan 2006-2011 (LTP2). This LTP2 target is more stringent than the health-based national annual average air quality objective for nitrogen dioxide of 40 µg/m³. Air quality monitoring in the city has revealed that the local and national objective levels are still being exceeded at a number of locations.
2. The purpose of this report is to provide an update on Local Air Quality Management in York. The report will consider trends in levels of nitrogen dioxide measured around the city in recent years. The report is provided for information purposes.

Background

3. Due to the health implications and costs associated with air quality, the government set health based air quality objectives for seven of the most common pollutants¹. The Environment Act 1995 requires all local authorities to review and assess air quality in their areas and to declare Air Quality Management Areas (AQMA) where the air quality objectives set by the government are unlikely to be met.
4. In January 2002, City of York Council declared an Air Quality Management Area (AQMA) based on predicted exceedances of the annual average nitrogen dioxide objective in five areas of the city. These are identified at Annex B. An 'annual average' concentration refers to the average hourly concentration of a pollutant when recorded over a full 12 month period.
5. The declaration of the AQMA placed a legal duty on the council to improve air quality in the city and to demonstrate that it is actively pursuing the 40

¹ Pollutants include nitrogen dioxide, sulphur dioxide, particulate (PM₁₀), carbon monoxide, lead, benzene and 1,3 butadiene

ug/m³ annual objective. The original target date for this objective was 2005. EU legislation requires the 40 µg/m³ to be met in the UK by 2010. DEFRA is currently seeking an extension to this deadline due to widespread breaches across the UK. In order to demonstrate a commitment to improving air quality the council was required to prepare an Air Quality Action Plan (AQAP). The AQAP identifies measures the council intends to take to improve air quality in the city, following the declaration of the AQMA.

6. Nitrogen dioxide in York is the result of emissions of nitrogen oxides (NO_x) from a variety of different sources, the main ones being (in order of magnitude):
 - Transport related emissions, arising mainly from road transport but also including a small contribution from rail. This is the major threat to clean air in York.
 - Emissions from domestic and commercial space heating and any other local source emissions.
 - Emissions from large industrial chimney stacks.

Monitoring

7. The Environmental Protection Unit undertakes monitoring of air quality using both real-time monitoring equipment and nitrogen dioxide diffusion tubes. Since 1999, real-time monitoring of nitrogen dioxide and other pollutants has been undertaken at a total of 14 locations across York. These locations are shown in Annex B. Further details on current sites can be viewed at http://www.jorair.co.uk/station_07.php. Nitrogen dioxide is also monitored at 325 locations in the city using passive diffusion tubes. These tubes are located along all the main radial routes into the city and are collected and analysed on a monthly basis.

Health Effects

8. Nitrogen dioxide is a brown gas which can have both short term 'acute' effects and long term 'chronic' effects. As a result, DEFRA has set both long-term (annual) and short-term (hourly) objectives for this pollutant.
9. The short term 'acute' effects of nitrogen dioxide involve irritation of the eyes, nose and throat and can increase the symptoms of existing respiratory conditions such as asthma, bronchitis or emphysema. Monitoring work reported in City of York Council's most recent Update and Screening report (April 2009) showed that the short-term hourly objective for nitrogen dioxide is unlikely to be exceeded anywhere in the city. It should be noted that concentrations of nitrogen dioxide monitored along Bridge Street were indicative of a potential breach of the short-term objective, although it was concluded that this area of the city was unlikely to experience the type and duration of public exposure necessary to make this objective relevant. Based on current medical evidence, the short term concentrations of

nitrogen dioxide found in York are unlikely to give rise to acute health impacts.

10. The long term 'chronic' effects of nitrogen dioxide are associated with a gradual deterioration in the health of people who are already suffering from lung diseases, and an increased susceptibility to respiratory infections within the general population. In York the annual average nitrogen dioxide objective has been found to be currently exceeded at a number of locations around the inner ring road. There are also a number of locations along the radial routes into the city where concentrations are approaching the annual average objective level. Based on current medical evidence it is likely that annual average concentrations of nitrogen dioxide in some areas of the city are having an adverse impact on the long term health of the more vulnerable members of York's population.
11. Many scientific studies have investigated the link between air pollution (mainly those pollutants in the air quality objectives) and health. Hoek et al. (2002) investigated the health impacts associated with living in proximity to main roads and concluded that long-term exposure to traffic-related air pollution might shorten life expectancy. The prevalence of childhood asthma has also been shown to increase in children living in close proximity to main roads (Paramesh, 2002). It is believed that children in particular are at risk since they take more breaths per unit body weight and have immature immune systems. Indeed, there are links between increased infant mortality and traffic-related pollutants (WHO, 1997). The elderly, and those individuals who are already suffering from poor health, are also at risk. A recent epidemiological study in Oslo, Norway, which investigated the relationship between NO₂ and PM₁₀ exposures with cause-specific mortality, discovered those persons with a pre-existing medical condition (e.g. chronic pulmonary disease) to be more susceptible to air pollution at lower levels than the general population (Naess et al., 2006). The same study found an increase in cause-specific deaths in the elderly (age 50-90) above a NO₂ concentration threshold of 40µg/m³, with the relationship increasing in severity for those individuals aged 71-90. In 2001, the Committee on the Medical Effects of Air Pollutants (COMEAP) published a report on the long-term effects of particulate air pollution on mortality. Since then, the evidence base regarding the effects of long-term exposure to air pollutants on health has strengthened.
12. In York the five areas of concern are located on or near to the inner ring road and are characterised by their enclosed nature and long periods of congested traffic. In each case there are residential properties located within five metres of the kerbside which constitute 'relevant' locations for the purpose of Local Air Quality Management. Relevant locations can be defined as outdoor, non-occupational locations (e.g. schools, care homes, hospitals and residential properties) where members of the public are likely to be regularly exposed to pollutants over the averaging time of the air quality objectives. The five areas of air quality concern in York are called the 'Technical Breach Areas' (see shaded areas in Annex B).

Air Quality Monitoring Update

13. In April 2009, City of York Council submitted an 'Update and Screening' report to DEFRA. This report provided an update on new air quality monitoring results collected during 2008 and considered historical trends in air quality data. The full report can be viewed at <http://www.jorair.co.uk/downloads.php>
14. The Update and Screening Report concluded that there are still numerous relevant locations within the current AQMA where the annual average nitrogen dioxide concentrations remain above the objective level of 40µg/m³. The report advised that the current AQMA must be retained in its current form for the time being, although some reduction in the size of the technical breach areas may become appropriate in the future.
15. Monitoring in 2008 indicated breaches of the annual average nitrogen dioxide objective in all of the technical breach areas. For reference, these areas are detailed in the table below. The table also shows which wards the technical breach areas fall within.

Technical Breach Area	Ward
Gillygate / Lord Mayor's Walk	Guildhall
Lawrence Street	Guildhall / Fishergate / Hull Road
Fishergate / Paragon St	Fishergate
Holgate Road / Blossom St	Micklegate
Nunnery / Prices Lane	Micklegate

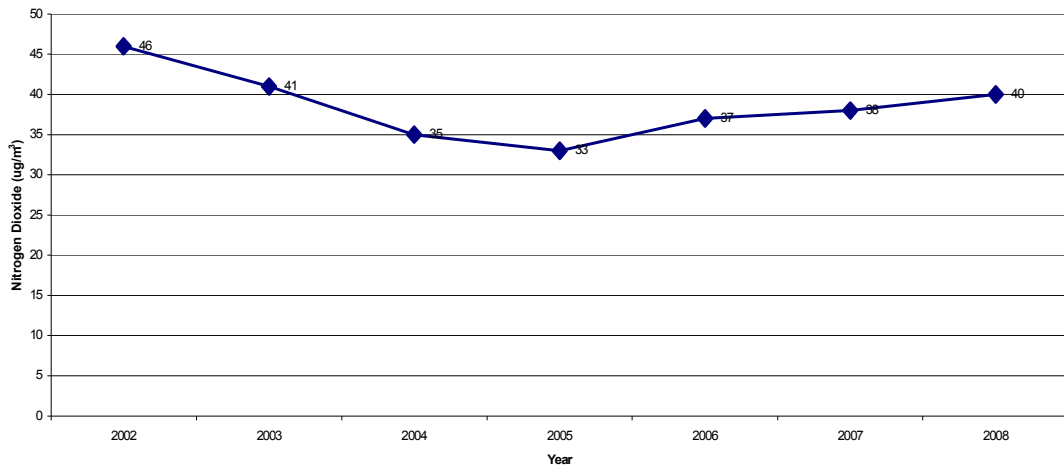
16. Trend analysis of nitrogen dioxide concentrations across the AQMA for the past seven years has not shown any significant improvement in air quality during this period. Between 2002 and 2005 annual average nitrogen dioxide concentrations across the AQMA appeared to be reducing, but this trend was reversed in 2006. For the past three years, year on year increases in annual average nitrogen dioxide concentrations across the AQMA have been recorded. This is also reflected in the LTP2 Air Quality indicator (see later).
17. Outside the AQMA, annual average nitrogen dioxide concentrations appear to have generally stabilised, with the exception of a few small areas as follows :
 - Fulford Main Street – elevated levels of nitrogen dioxide have been monitored in the vicinity of Fulford Main Street and Heslington Lane. A real-time monitoring station has been installed at this location and the results of this monitoring will be reported to DEFRA in September 2009 as part of a 'Detailed Assessment' report. Should the Detailed Assessment conclude that the annual average nitrogen dioxide objective is being exceeded in this area a new AQMA will need to be declared and an Air Quality Action Plan for this area drawn up.

- The Stonebow and Salisbury Terrace – both these areas have exhibited elevated levels of nitrogen dioxide in recent years. Any further deterioration in air quality in these two areas will trigger the need for further Detailed Assessments.

LTP2 Air Quality indicator

18. Although the long term aim of the council remains to meet the annual average nitrogen dioxide objective in all areas of the city, modelling and monitoring of air quality indicated that this may not be possible within the financial constraints of the second Local Transport Plan (LTP2). The setting of a $40\mu\text{g}/\text{m}^3$ annual average nitrogen dioxide objective for the whole city to be delivered through the measures in LTP2 alone was considered to be unrealistic at the time.
19. In setting the air quality target for LTP2 the emphasis was placed on the need to demonstrate an ongoing year on year improvement in annual average nitrogen dioxide concentrations across the Air Quality Management Area (AQMA). This was to ensure that the council remains on track to meet the $40\mu\text{g}/\text{m}^3$ objective level at all locations in the city.
20. For the purpose of setting a realistic but challenging air quality target for LTP2, 40 nitrogen dioxide diffusion tube monitoring locations were identified across the AQMA. Annual average nitrogen dioxide concentrations for all 40 sites are calculated and the mean of the 40 results for each calendar year is recorded.
21. The LTP2 indicator (7A) target is as follows - 'The mean of annual average nitrogen dioxide concentrations measured at 40 locations within the AQMA not to exceed $30\mu\text{g}/\text{m}^3$ by 31st December 2011'. Results from recent years are shown in the table and graph below :

Year	LTP2 Indicator 7A : Air Quality
2002	$46\mu\text{g}/\text{m}^3$
2003	$41\mu\text{g}/\text{m}^3$
2004	$35\mu\text{g}/\text{m}^3$
2005	$33\mu\text{g}/\text{m}^3$
2006	$37\mu\text{g}/\text{m}^3$
2007	$38\mu\text{g}/\text{m}^3$
2008	$40\mu\text{g}/\text{m}^3$



22. Air pollution levels vary from area to area and from day to day. Levels of pollution can be influenced by a number of things including local landscape and topography, traffic flows and speeds, seasonal variations, prevailing wind direction and local weather conditions.
23. As can be seen from the table above, a reversal in the previous decline in LTP Indicator 7A was observed between 2005 and 2008. Increased levels of traffic using the city centre / inner ring road is thought to be partly responsible for this increase. In recent years there has been an increase in the level of relatively cheap long-stay, private car parking in and around the city centre, controlled by private operators. This could be attracting people back to using their own cars rather than public transport, particularly for travel to the city centre.
24. Another factor influencing the increase in nitrogen dioxide concentrations in the AQMA could be emerging increases in primary NO₂ emissions from some modern vehicles (Trends in Primary Nitrogen Dioxide in the UK, Air Quality Expert group, (2007)). All vehicles emit nitrogen dioxide (NO₂) and nitric oxide (NO) as a direct result of the combustion process. NO₂ and NO emitted in this way are called 'primary' pollutants and together are referred to as NO_x. Once released into the atmosphere the primary NO can react with other chemicals to produce more NO₂. The NO₂ produced by this route is called 'secondary' NO₂. Until recently it was generally accepted that primary NO₂ emissions only made up about 5-10% of the total NO_x emissions from vehicles, the rest being created in the atmosphere as secondary NO₂. Recent studies have shown that although the total NO_x emission from modern vehicles has decreased, the percentage being emitted as NO₂ has increased. This is a particular problem with modern diesel vehicles where oxidising exhaust after- treatment technologies have become necessary to reduce emissions of carbon monoxide and particulates.
25. The Local Transport Plan (2006-2011) mid-term report indicates an overall reduction in area-wide traffic mileage for the peak periods (Indicator 3B). Furthermore, vehicle congestion delay time is shown to be reducing (Indicator 6C). However, the report makes reference to an 'increasing trend in travel to city centre' which could be responsible for the increases in

concentrations of nitrogen dioxide seen in the AQMA recent years. Indeed, the change in AM peak period traffic flow to city centre (LTP2 Indicator 3D) increased by 25.8% between the base year of 2005/06 and 2007/08. It is thought that an increase in private car parking provision in or near the city centre could be responsible for this (Reference : LTP 2006-2011 Mid Term Report Annex B). LTP indicator 3B also indicated over a 4% increase in off-peak traffic levels in the city between 2003/04 and 2007/08. This could be indicative of peak-hour spreading, where vehicle owners are choosing to use the road network outside the traditional peak hour times to avoid delays.

The future for improving air quality in the city

26. City of York Council has already achieved a lot in terms of modal shift to walking, cycling and public transport, but the levels of NO₂ still appear to be deteriorating. Whilst City of York Council can strive to achieve more in these areas, only a step change in transport policy is likely to deliver any measurable and sustainable improvement.
27. At a national level DEFRA is required to meet the EU limit values for nitrogen dioxide by 2010. Unlike the UK air quality objectives, the EU limit values are legally binding and will attract EU fines if not delivered. Like most other Western European countries DEFRA is currently in the process of applying for additional time to meet the requirements of the Directive, extending the compliance date to 2015. If this application is successful DEFRA will have to clearly demonstrate that it is strengthening policies on local air quality management and instigating a change in approach.
28. Early indications from DEFRA are that it will be increasing the focus on Low Emission Strategies (LES). Particular emphasis will be placed on :
 - Encouraging uptake of Euro VI HGVs and buses
 - Encouraging uptake of Euro VI cars
 - Revisiting feasibility of widespread vehicle retrofitting
 - Encouraging setting up of Low Emission Zones (LEZs)
29. In addition it will be reviewing the effectiveness of the Local Air Quality Management (LAQM) process with a view to focusing more on the delivery of Air Quality Action Plans (AQAPs) rather than ongoing review and assessment. Other approaches are being taken elsewhere in Europe, Germany for example, has already applied for additional time to comply with the Directive limit values. They are proposing 40 Low Emission Zones across the country to deal with the issue of poor air quality.
30. Taking into consideration the information from DEFRA and the need for a step change in local policy it would seem that a move towards developing and delivering a Low Emissions Strategy (LES) as part of the city's next Local Transport Plan (LTP3) would be appropriate for further detailed discussion at this time. The development of such a policy would also need to feed into the Local Development Framework (LDF) process and carbon

management policies, as the remit needs to cover both current and future emission sources, and deal with all types of emission source.

31. EPU officers made it clear during the development of LTP2 and the AQAP that the measures contained within it would not deliver the air quality objectives at all locations within the AQMA. The measures in the AQAP were the best available within the local policy and financial constraints at the time that the documents were written. It has always been recognised by EPU that there needs to be significant improvements to deliver the air quality objectives across the whole of the AQMA.
32. The air quality steering group (AQSG) was first established by EPU officers during the drawing up of the first Air Quality Action Plan (AQAP1) for York. At this time the main purpose of the group was to act as a discussion forum where key officers from different work areas could comment on the advantages and disadvantages of measures suggested through public consultation for inclusion in AQAP1. Through these discussions the working group was able to agree on a series of measures and key action points to be included in the final AQAP1 document. Due to the success of the group it was extended to incorporate other work areas (eg. safety, accessibility) and used by transport planning unit (TPU) staff in a similar way for helping to develop the measures in LTP2 (and the associated AQAP2 document).
33. During 2008 the air quality steering group was re-established to help facilitate implementation of the measures contained in AQAP2 (Annex U of LTP2). Since the steering group was re-established it has been used as a forum to report to other officers on the initial findings of the LEZ scoping study (EMAP, Oct 2007), on potential issues in Fulford (EMAP, Sept 2008) and other ongoing work looking toward a future transport strategy for the city (Traffic Congestion Ad-Hoc Scrutiny Committee) . It has also been used as a general forum for raising awareness amongst officers of the importance of encouraging cleaner vehicles and alternative fuels, and for preventing any further growth in city centre traffic levels. For example, the group has recently been investigating the apparent increase in the number of privately owned long stay car parks close to the AQMA and possible solutions to this. The group has also worked together closely on the Fulford Road corridor scheme consultation to ensure air quality is considered fully in this process. Links to the carbon management agenda are also being considered via partnership working with the sustainability team.
34. At present the AQSG remains as an informal officer working group for sharing thoughts and ideas and identifying problems rather than a group that develops and delivers specific projects. The delivery aspect of air quality improvement is mainly through the development and delivery of LTP documents (and the AQAP incorporated within them). The overall content of LTP documents are the responsibility of TPU staff, with the air quality annexes being written by EPU staff in a supporting role. As the AQAP documents form an annex to the LTP, their content is limited by the wider aims and priorities of the main LTP document and can not contain anything that does not form an intrinsic part of the LTP. Reporting to members on

the proposed content of these documents and on annual progress is an important part of these processes and is undertaken routinely.

35. The mid term report for LTP2 was produced in December 2008. Some of the key air quality improvement measures in AQAP2, and progress made with such measures, are detailed in Annex A.
36. LTP3 represents the next big opportunity for improving air quality further in York. The Environmental Protection Unit will, through the Air Quality Steering Group, strive to ensure that air quality improvement is represented at the highest possible level within LTP3.

Consultation

37. Under the requirements of the Environment Act 1995, City of York Council must 'review and assess' air quality and report its findings to the Department for Environment, Food and Rural Affairs (DEFRA). All air quality reports produced as part of this review and assessment process must be sent to DEFRA for approval.

Options

38. Members are asked to note the contents of this report which is provided for information purposes.

Analysis

39. Not applicable.

Corporate Strategy

40. Monitoring air quality, providing information to the public about air quality, and developing strategies to improve air quality contribute towards delivering the corporate priorities on improving the health of residents and encouraging the use of sustainable modes of transport.

Implications

41. **Equalities** – Children, the elderly and those with existing respiratory and cardiovascular illnesses may be more susceptible to poor air quality.
42. **Legal** - The council has a statutory duty to periodically review and assess local air quality against national air quality objectives and report it's findings to DEFRA. As the council has declared an AQMA and produced an AQAP it is also obliged to submit regular AQAP progress reports to DEFRA demonstrating that it has a continued commitment to improving air quality in the city. Under the provisions of the Freedom of Information Act 2000 air quality data must be made freely available to members of the public upon request.

43. There are no known Financial, HR, IT, Crime and Disorder, Property or Other implications associated with this information report

Risk Management

44. This section is not applicable.

Recommendation

45. Members are asked to note the contents of this report which is provided for information purposes.

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Report Approved



Date 23/6/09

Specialist Implications Officer(s) N/A

Wards Affected:

All



For further information please contact the author of the report

Background Papers: None

Annexes :

Annex A : Key air quality improvement measures in AQAP2

Annex B : City of York Council's Air Quality Management Area (AQMA) & Real Time Monitoring Sites

Key air quality improvement measures in AQAP2

The mid term report for LTP2 was produced in December 2008. Some of the key air quality improvement measures in AQAP2 reported on included:

Encouraging walking and cycling

- The expansion of the number of Footstreets and their hours of operation is currently under review as part of the City Centre Area Action Plan and will continue into 2009/10.

Promoting alternatively fuelled, cleaner and more efficient vehicles

- A 'carwise' publication was launched in December 2008, which promotes alternative fuelled vehicles as well as walking, cycling and more efficient use of vehicles. Discounts for low emission and small vehicles were introduced on parking permits in 2006.
- As reported in the LTP progress report 2006/07, work has been undertaken to consider the impact of a number of low emission measures across the city. This has been supplemented by a project carried out with the Institute of Transport Studies (ITS) at Leeds University looking at on-street vehicle emissions. Both these pieces of work will be used to inform further detailed modelling work required for the project. Consideration is currently being given as to how a more detailed feasibility study can be funded.
- A citywide car club was implemented in 2006 and significantly expanded in 2008 to 11 locations across the city. Further expansion of the car club is made possible through contributions from developers based on the number of trips generated by the proposed development. The Council is a member of the car club and uses the vehicles as part of the pool of vehicles available to staff. Staff are also offered a 25% discount on membership of the club as part of the Council's travel plan and voluntary benefits package.
- The Council has a car-share scheme, which it promotes, to staff through the staff benefits scheme and other 'Carwise' based promotions and publications.

Improving public transport

- The Designer Outlet P&R has been relocated to facilitate provision of a ticket kiosk which was constructed in early 2009. The facility to purchase season tickets encourages greater use of the bus and reduces dwell time at stops, as fewer transactions are made on the vehicle.
- Askham Bar P&R site relocation is, along with the development of the new sites on the A59 and Wigginton Road (packaged together as Access York phase 1), being progressed after gaining support for funding from the Regional Transport Board. A Major Scheme Bid will be submitted to the Department for Transport (DfT), which should secure the £24m required to deliver these three sites. The A59 and Wigginton Road corridors will both be provided with bus priority measures.

- Bus lanes are being progressed on the A19 and Wigginton Road as part of the Fulford Road scheme and Access York phase 1. Implementation on the scheme on Fulford Road began this year and is set to continue into 2011. The scheme will deliver new cycle facilities as well bus priority along the route. Bus priority on Wigginton Road will be delivered as part of the Access York project. As the Wigginton Road site is programmed to be delivered after Askham Bar and the A59 it is likely that bus priority will be in place in 2011.
- The development of an orbital bus route is currently under consideration with feasibility work being undertaken on possible routes, potential patronage and infrastructure requirements. The study has been completed and the feasibility of such an initiative will be reported to the Executive Member for City Strategy.
- Encouragement to use public transport has been developed through the provision of better infrastructure in the city centre and information at city space kiosks.
- The city's Bus Location and Information Sub-System (BLISS) has been expanded through the equipping of all First vehicles (as of end Feb 2009) with on-board equipment to provide more reliable coverage of real time information. This will allow the launch of 'Your Next Bus' to take place, again encouraging greater confidence in using public transport.

Reducing emissions from HGVs

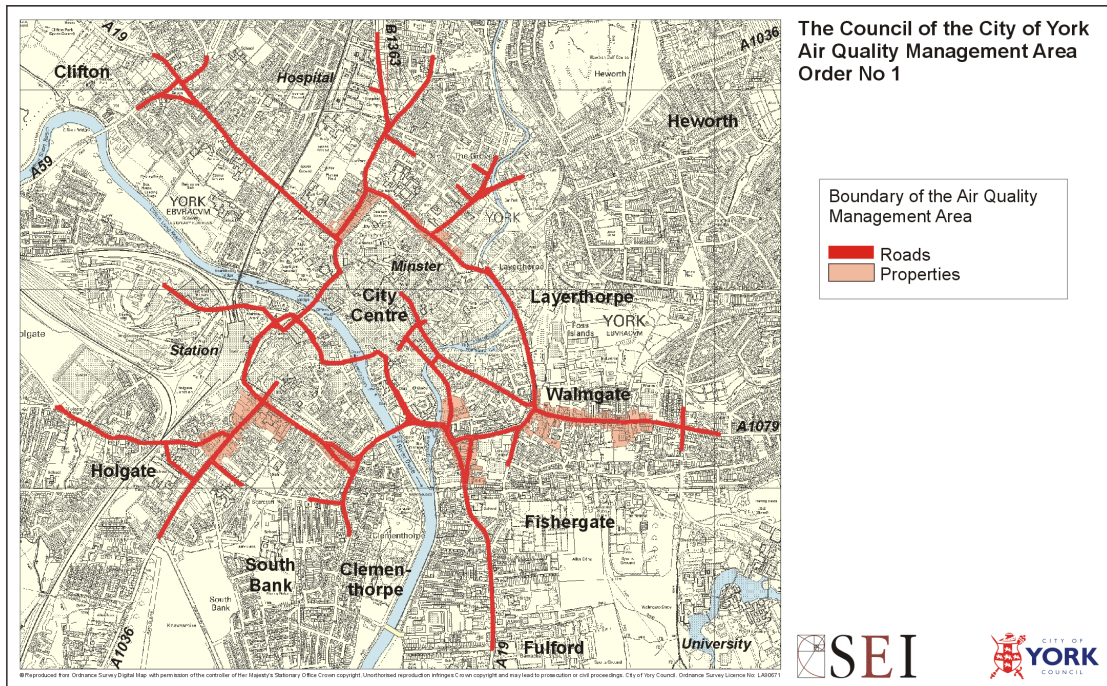
- Development of a lorry routing strategy was a key measure in AQAP2. This was linked to the development of the Regional Freight Map, work on which has been abandoned. Therefore this will now be considered as part of the development of a local Freight Quality Partnership, which has been delayed in progress due to other priorities. The development of a transshipment centre was part of the longer-term transport strategy i.e. 2011 - 2021. This has not been progressed directly by TPU, but has been included in the York Northwest Issues & Options report and forms part of the strategic development of the city through the LDF process.

In addition to progress made on these AQAP2 measures, progress has also been made on the following new initiatives:

- Working with the bus operators to refine stopping arrangements and therefore reduce engine idling in the city centre
- All new P&R vehicles (32 no.) are EURO EEV and as part of the bus tendering process all buses are required to be EURO II as a minimum and by 2011 will be required to be EURO III as a minimum, thus reducing emissions across the city.

Inclusion of air quality issues in development of transport scheme briefs

City of York Council's Air Quality Management Area (AQMA)



Location of real time monitoring sites in York (current sites shown in yellow, historical sites shown in grey)



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Traffic Congestion Ad-hoc Scrutiny Committee

Sept 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

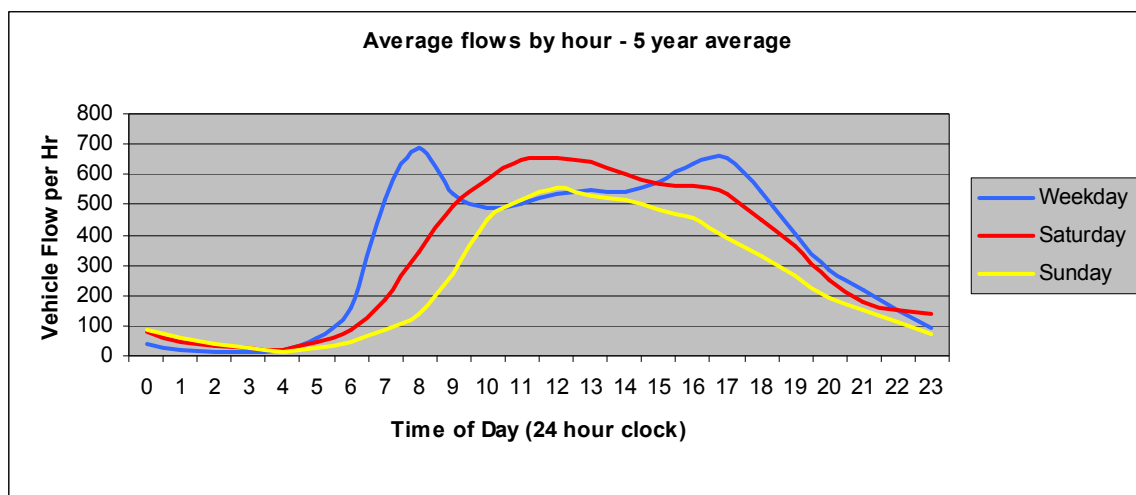
Having regard to the impact of traffic congestion (based on external evidence and those measures already implemented in LTP1 or proposed in LTP2), recommend and prioritise specific improvements to:

- i. Accessibility to services, employment, education and health
 - ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
 - iii. CO₂ Emissions
 - iv. Alternative environmentally viable and financially practical methods of transport
 - v. Journey times and reliability of public transport
 - vi. Economic Performance
 - vii. Quality of Life
 - viii. Road Safety
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 ² 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 of report 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"> • Annexes Ai & Aj i.e. the scenarios and combinations of scenarios which could form a long-term transport strategy for the City • layout of proposed city-wide survey
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
7 May 2009	Consideration of final report, prior to its presentation to SMC requesting a carry forward of the funding for the residents survey

Background to Congestion Issues

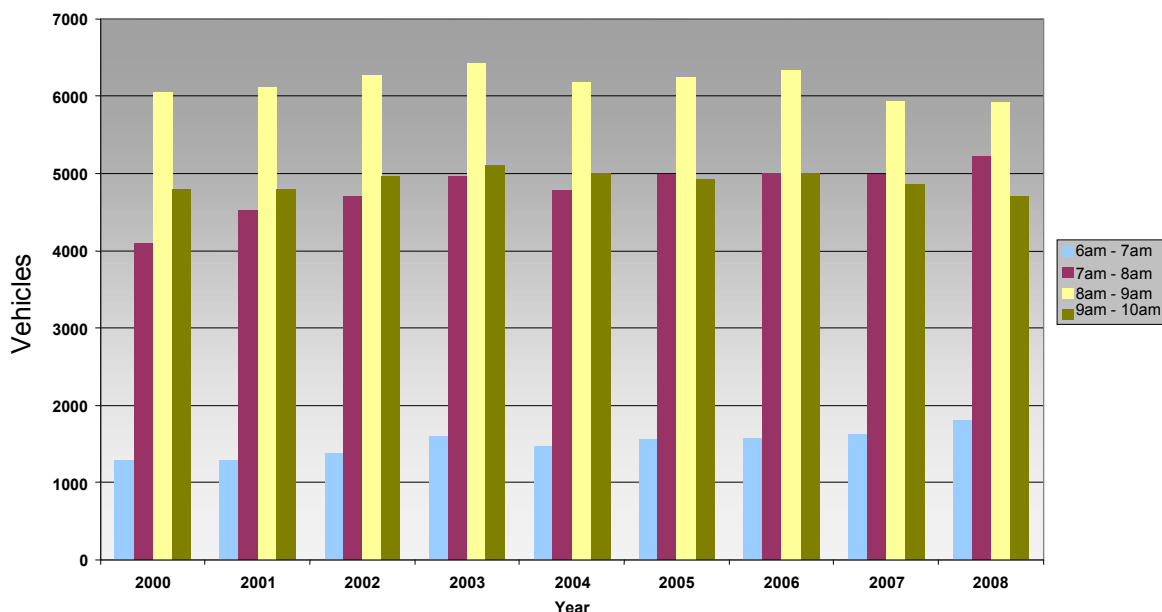
4. Officers gave a number of briefings to the Committee on the congestion issues faced in York. For practical purposes, congestion was defined as 'where traffic flow exceeds 85% of the road / junction capacity'. This definition was adopted as below that level traffic generally flows smoothly but above 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 Nestlés.
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:

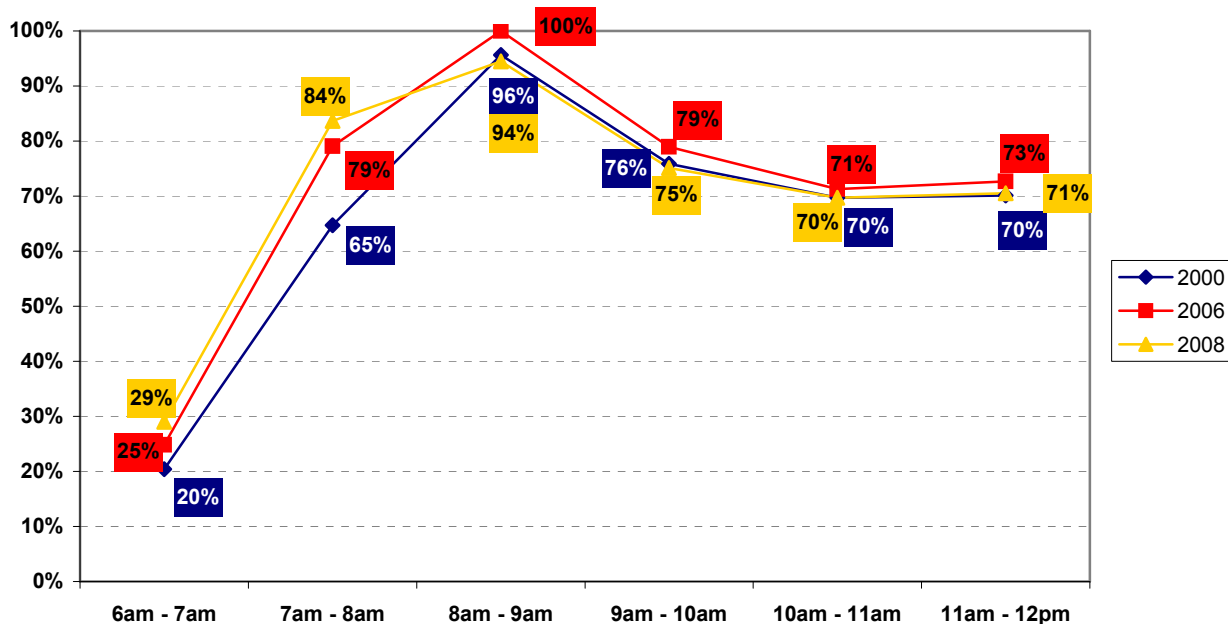
Peak Spreading - based on average hourly weekday counts
(Data from 11 inbound automatic Traffic Counters)

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



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

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



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 Ab.
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

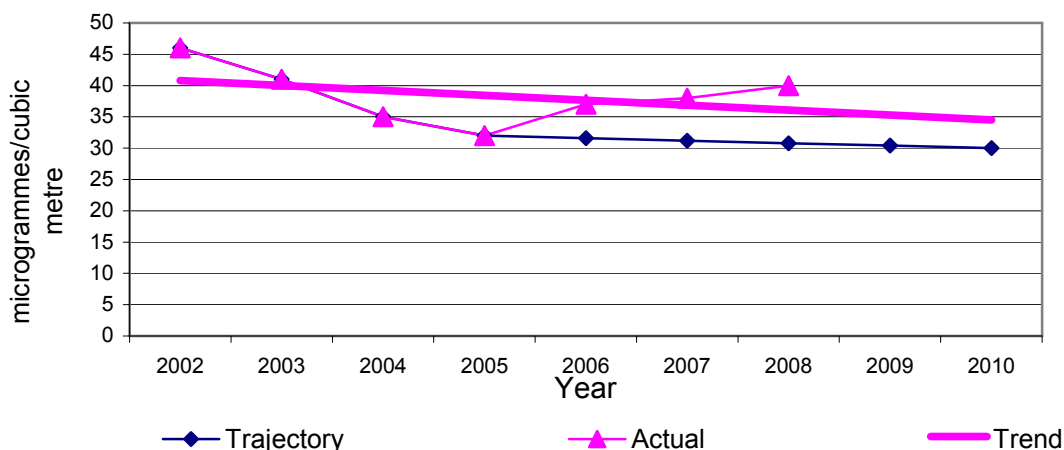
11. This scrutiny review has been progressed in consultation with the Assistant Director of City Development & Transport, the Environmental Protection Manager and other key officers in City Strategy. Representatives of the local bus service providers and the Chair of the Quality Bus Partnership were also consulted in relation to Objective (v) - Journey times and reliability of public transport. In addition, reference was made to national Government policy documents and the Council's mid-term report on LTP2 dated November 2008, and a number of consultation events were also held:
- 'Road User Charging' (presented by Capita Symonds) - see Annex Ac
 - 'Broad Strategic Options Available to York' Report (presented by the Assistant Director of City Development & Transport) - see Annex Ad
 - 'Quality of Life' (presented by Professor John Whitelegg) – see Annex Ae

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. CO₂ Emissions
It is recognised that there is limited scope at local level for moving towards alternative fuel technology as this is predominately a matter for the EU, National Government and the motor vehicle industry. In isolation, the technological improvements currently anticipated are expected to result in a 14% reduction in CO₂ emissions from 2001 to 2020.
20. The issue of CO₂ emissions was also recently picked up in a Government discussion paper 'Towards a Sustainable Transport System' which was responding to the Stern Report on the Economies of Climate Change, the Eddington Transport Review and the recently passed Climate Change Act requiring an 80% reduction in the UK's CO₂ emissions by 2050.
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 CO₂ 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, maximise engine efficiency and lower embedded carbon model
- In medium term switch to non-carbon based fuels (although need to be mindful of recent evidence that suggests growing crops for bio-fuels may be contributing to third world deforestation and food shortages, hence affecting food prices)
- Improve driving standards / training, 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.

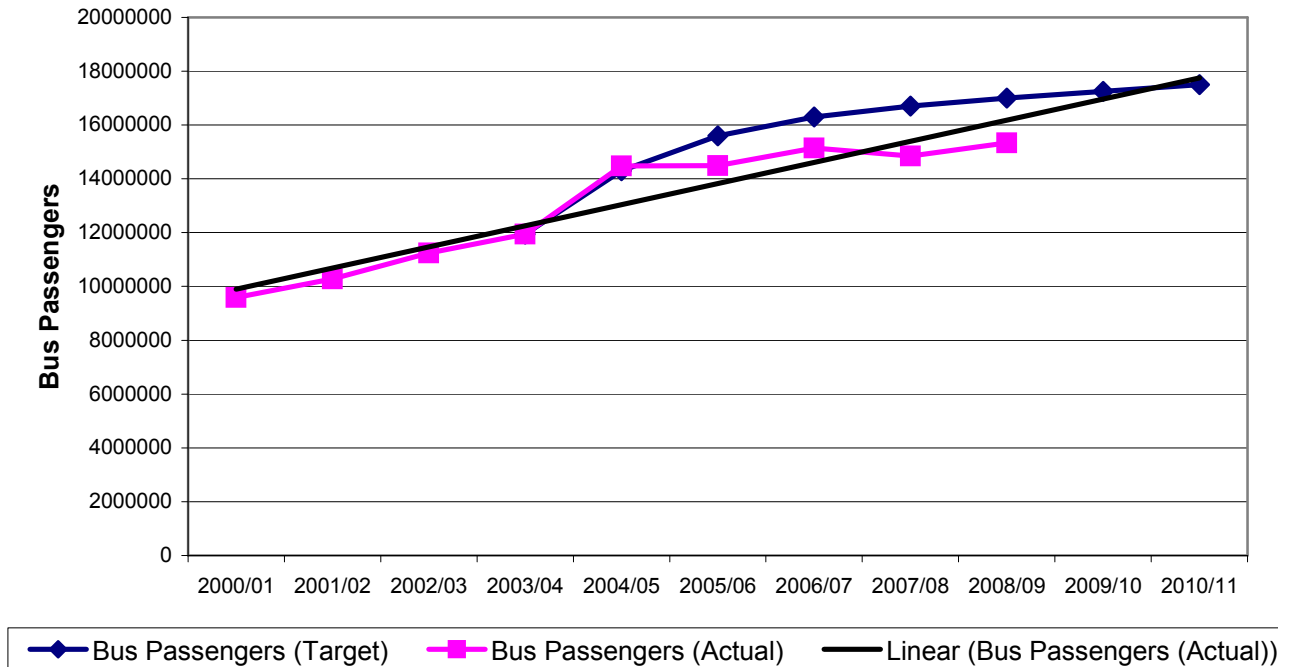
27. In regard to walking, the Committee would like to see an initiative similar to 'Cycling City' set within a wider public approach to encouraging modal shift, and tackling perceptions of danger.
28. To a degree, the demand for trips could also be accommodated by public transport, be it multi passenger 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 respectively¹ 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

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

- 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.
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:

Bus Patronage in York



First York Bus Fares 2003 to 2009

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

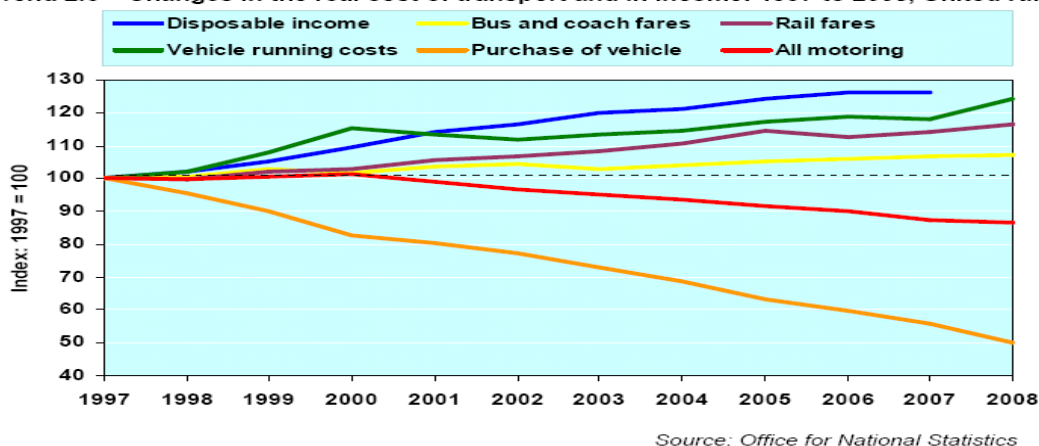
34. This stagnation in bus usage has been compounded by the recent service changes, a reduction in bus service routes, and changes in frequency, which have reduced the attractiveness of bus travel or in some cases and/or at some times removed the opportunity to use buses at all. The issue of relative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

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

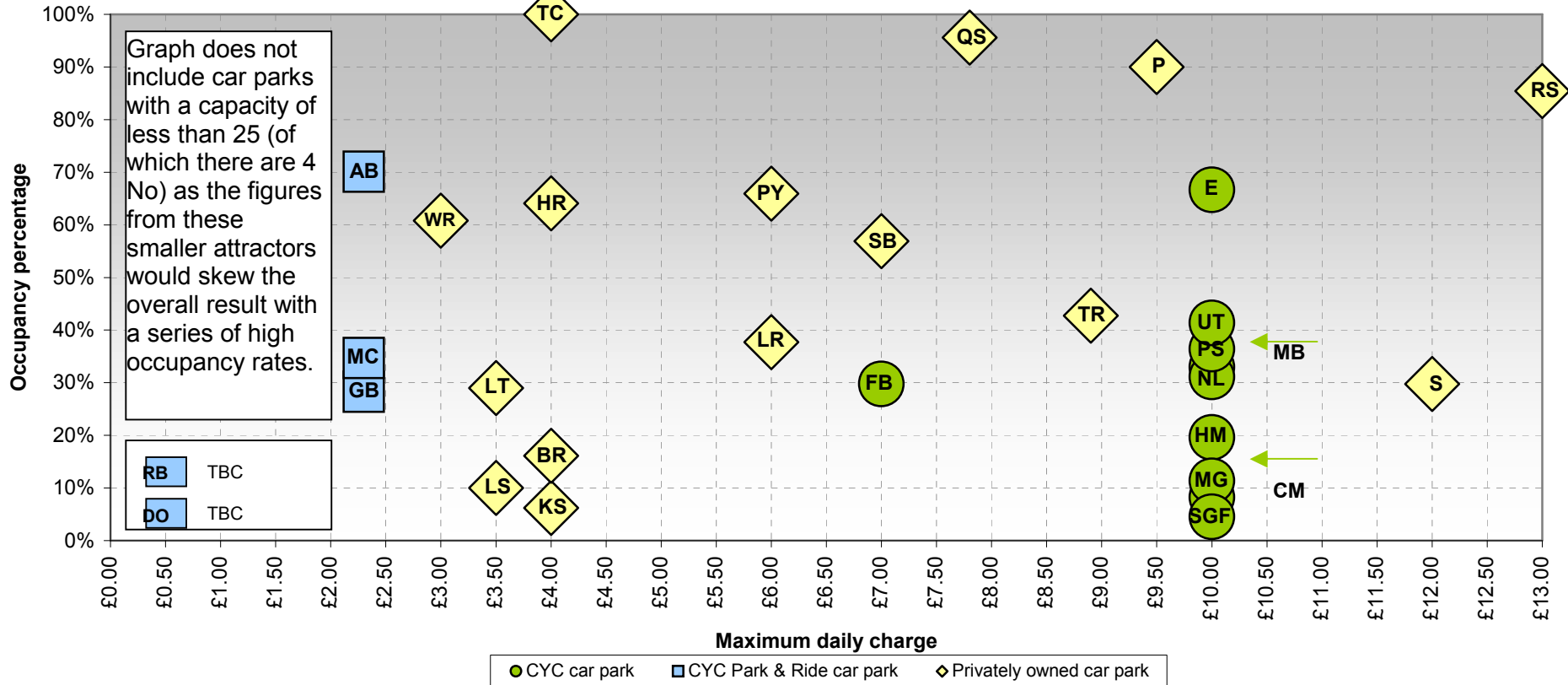


35. These overall trends are largely outside of local control, the one key exception being the relationship between car parking availability / charges and bus fares, on bus usage.
36. This inter-relationship has long been recognised and was the basis for the Council's previous transport and parking strategies 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:

9am occupancy rates at long stay car parks within York

Long stay = more than 5 hours

Occupancy rates and prices collected in Autumn 2008



Abbreviations are as follows:

TC	The Crescent	LS	Lawrence St	RS	Railway Station	MG	Marygate	MB	Monk Bar
HR	Haxby Road	PY	Piccadilly Yard	FB	Foss Bank	CM	Castle Mills	DO	Designer Outlet
WR	Wigginton Road	SB	Stonebow	UT	Union Terrace	SGF	St. George's Field	RB	Rawcliffe Bar
LT	Layerthorpe	LR	Leeman Road	PS	Peel Street	NL	Nunnery Lane	AB	Askham Bar
BR	Barbican Road	TR	Tanner Row	E	Esplanade	S	Shambles	MC	Monks Cross
KS	Kent Street	P	Piccadilly	HM	Haymarket	QS	Queen Street	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. Economic Performance
In 1995 it was reported² that congestion cost the British economy £15 billion per year. This figure is now quoted at £20 billion per year (an estimated 461 billion vehicle kilometres per year³) and could reach £30 billion per year by 2010⁴. The latest monthly national statistics on congestion on inter-urban roads in England⁵ showed an average vehicle delay of 3.92 minutes per 10 miles.
40. In 2007/08, the latest measured vehicle delay time in York were 3min 48sec per mile (at 1 million vehicle kilometres per 12hr period⁶). This suggests a congestion cost to York's economy of £434,000 per year. The recent Eddington Report for National Government reinforces concern on the escalating costs of traffic congestion and its impact on economic performance.
41. The 2007 Future York Group Report⁷ analysed the York economy and proposed a series of recommendations for how York might prepare itself for meeting current and future competition. One of its particular recommendations for transport was to 'Secure funds to enable the dualling of the northern outer ring road (ORR)'. Council policy for the outer ring road was set down in a report approved by the Planning and Transport EMAP in July 2005. The basis of that report was a study undertaken by Halcrow to assess the current and future operation of the route and proposed options for addressing congestion. The study determined that congestion was principally caused by the restricted capacity of the junctions and the links had adequate capacity for the projected demand. As a result of the findings in the report, Council approved the following motion on 28th June 2008:
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."*

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

³ IAM motoring facts 2008

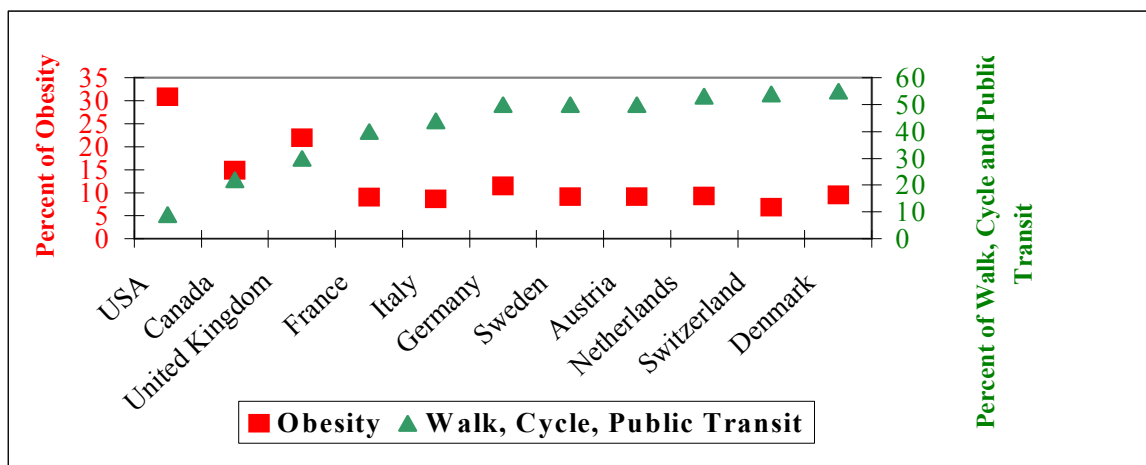
⁴ The economic costs of road traffic congestion, ESRC Transport Studies Unit, 2004

⁵ Department for Transport for the year ending May 2008

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

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

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.
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%⁸ 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

⁸ Source IAM motoring facts 2008

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% by 2021. The strategy proposed in LTP2 (as summarised in Annex Ag) 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 Ah.
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 Ai 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 exercise⁹ 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 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 as suggested below:
- 'A city which has transformed itself in traffic terms and reasserted its human scale and environmental credentials, through its residents being able and positively choosing to travel less by car and more by bicycle, foot and public transport with little delay, so as to be individually healthier and collectively to reduce greenhouse gas emissions and improve local air quality, noise levels and quality of life, and where business, leisure and other activity is thriving because of good affordable quality and easy access by a choice of travel modes'.*
70. At the end of this review, the Committee intend to make a recommendation to the Executive that they adopt this long-term vision, bearing in mind that York is part of the Leeds City Region and York's vision may ultimately be influenced by the Leeds City Region Vision and/or Multiple Area Agreement.

⁹ Achieving low carbon and sustainable transport systems in Yorkshire and the Humber

71. The Committee have also recognised the key importance of a vastly improved public transport service within this and suggest the following subsidiary vision for public transport:

'need to draft and agree this subsidiary vision and insert wording here in the final report'

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.*

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, land use planning policies 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.

Report Options

85. 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 vision for York's long-term transport strategy as per the suggestion made in paragraph 69
 - iv) Draft and agree a subsidiary vision for public transport for inclusion in this final report at paragraph 70
 - v) Amend and/or agree the conclusions and recommendations within this report (as shown at paragraphs 79 – 84 & 91 - 93)

Implications

86. **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.
87. **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.*

88. *Any HR, Equalities, Crime & Disorder, Property or Other implications will be included in this paragraph once the review recommendations have been agreed.*

Risk Management

89. 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

90. 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'.

Draft Recommendations Arising From The Review

91. 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.
92. **Short/Medium Term Recommendations** - The following key priorities for the Council should be set:

Overall

- i. Strengthen the place of transport policy in future versions of York's Sustainable Community Strategy to recognise its importance in the life of the city and the importance of tackling congestion to its' residents
- ii. Commission a detailed study involving stakeholders, of a future Transport Strategy to 2025 and beyond based around Scenario 3 - Continuation of LTP approach & Combination Scenarios 11-14 as detailed in Annex Ai
- iii. Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City
- iv. To adopt the hierarchy detailed in paragraph 82
- v. Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift together with a re-invigoration of 'Green Travel Plans', ensuring they are implemented, monitored and periodically updated

- vi. Re-acknowledge the role of city centre car park availability and fee levels relative to bus fares in influencing modal choice, whilst taking account of the short term economic situation and recognising the importance of both imperatives. Remove car park charges from the budget process entirely and set them as part of a longer term policy approach to both transport and the city centre economy
- vii. Seek an agreed traffic enforcement strategy with North Yorkshire Police for the York area and establish an on-going delivery partnership arrangement to address issues including:
 - bus priorities
 - road safety
 - on-street parking
 - school no parking zones
 - considerate road user campaigns across all modes
- viii. Make representations to Government in relation to the roll out powers to non London authorities on enforcement issues possibly through sustainable communities act

Public Transport

- ix. 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
- x. Undertake an urgent review of the Council's bus strategy to include:
 - Examining how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be reversed
 - Ensuring positive promotion of bus network and bus usage including passenger information
 - Improving the quality of interchange points between public transport modes and between routes with designated interchange stops, and co-ordinate bus timings
 - Prioritising the provision of timetable displays and bus shelters at all bus stops
 - Requesting that local bus companies continue to revise bus timetables to provide more accurate and credible timings, and work to them
 - Improving access to York District Hospital from all parts of the city, which may involve route revisions and through ticketing. Demand for parking at and around the Hospital as well as improved access can be achieved by ensuring the extension of Park & Ride services to include the Hospital
- xi. Introduce a Bus Champion for the City to support City Strategy and bus operators in re-invigorating the Quality Bus Partnership, and use them to:
 - Examine and implement ways of improving bus boarding times, whilst avoiding penalising occasional and less well off bus users
 - Identify underused bus services and undertake those measures that would most effectively stop the current decline in bus usage i.e. ticketing and marketing measures for all services, holding down bus fare levels, increased non-concessionary bus priorities, influencing public attitudes and tackling outstanding issues from the 2001 Steer Davies review

- Review the operation and delivery of the BLISS real time bus information display system and agree a comprehensive programme for its early roll out across the whole network, with local bus operators
 - reviewing loading and parking restrictions and their enforcement on bus routes with bus operators and the Police
- xii. Drive through early implementation of full DDA compliance for all Council vehicles and council procured bus services, and CCTV in taxis and private hire vehicles

Walking & Cycling

- xiii. Ensure better pedestrian priority at traffic signals and in road & junction layouts to simplify and speed up pedestrian crossing times whilst minimising the knock on consequences
- xiv. Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns
- xv. 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
- xvi. The Cycling Champion for York to:
- ensure cycling measures are focused around what will make a difference
 - promote considerate road user behaviour by cyclists
 - engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers

Air Quality

- xvii. 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 NO₂ 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
 - promoting electric vehicles and the servicing infrastructure to support their role out
 - consideration of a new city centre servicing plan, particular where traffic flows are frequently interrupted, and the introduction a local freight transshipment centre
- xviii. 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

93. Strategic / Longer Term Recommendations

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

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

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

'insert subsidiary vision – to be agreed'

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

- xxii. In regard to buses, the Council to:

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

- xxiii. 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 – Road User Charging Presentation by Capita Symonds

Annex Ad – Broad Strategic Options Report

Annex Ae – Quality of Life Presentation by Professor J Whitelegg

Annex Af – Table of Issues/Findings, Identified Solutions, Possible Impacts & Draft Recommendations

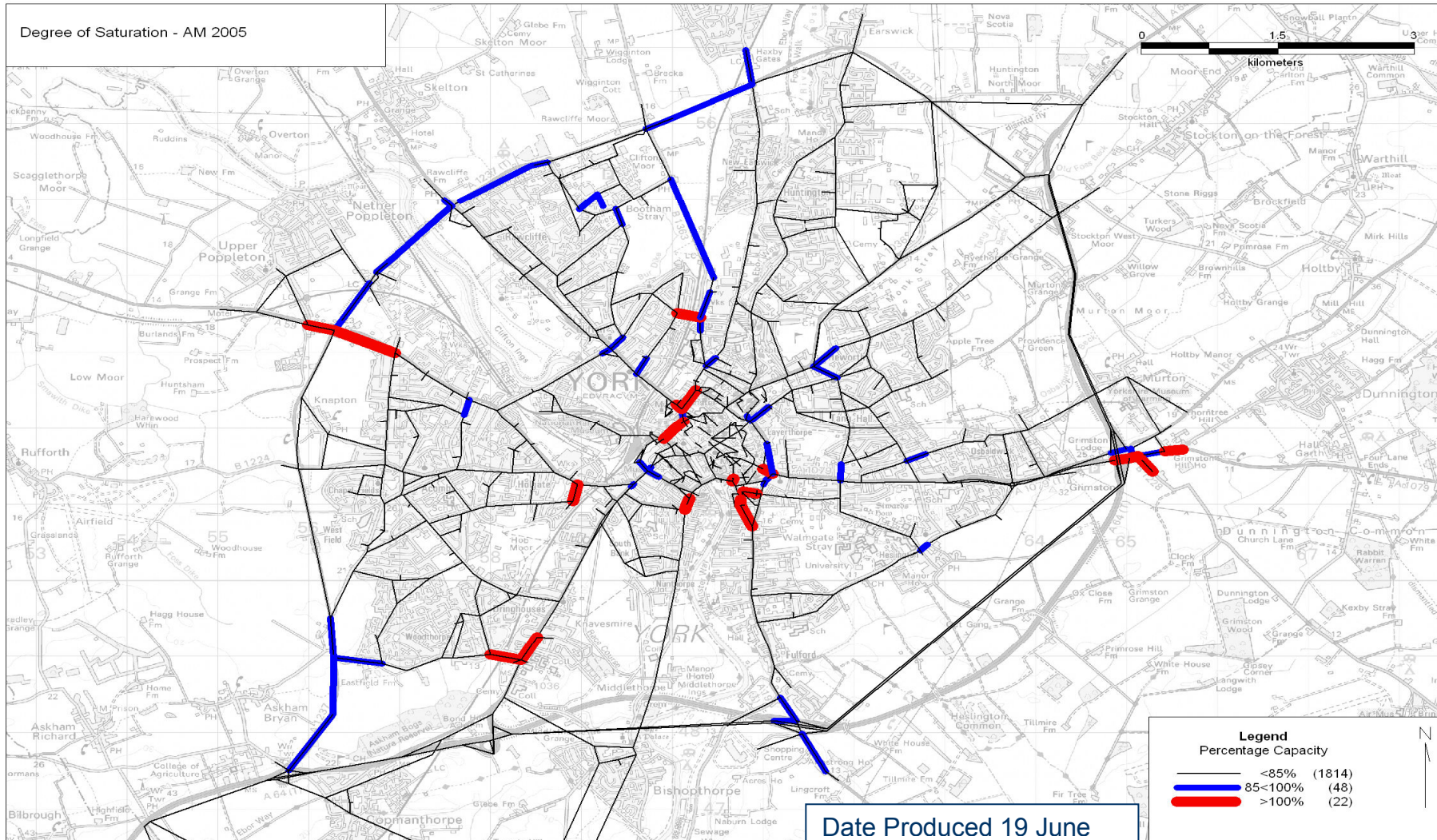
Annex Ag – LTP2 Strategy for 2006-11

Annex Ah – Summary of Regional and Local Transport Policy

Annex Ai – Broad Strategic Options - Individual Scenarios To Complement LTP2

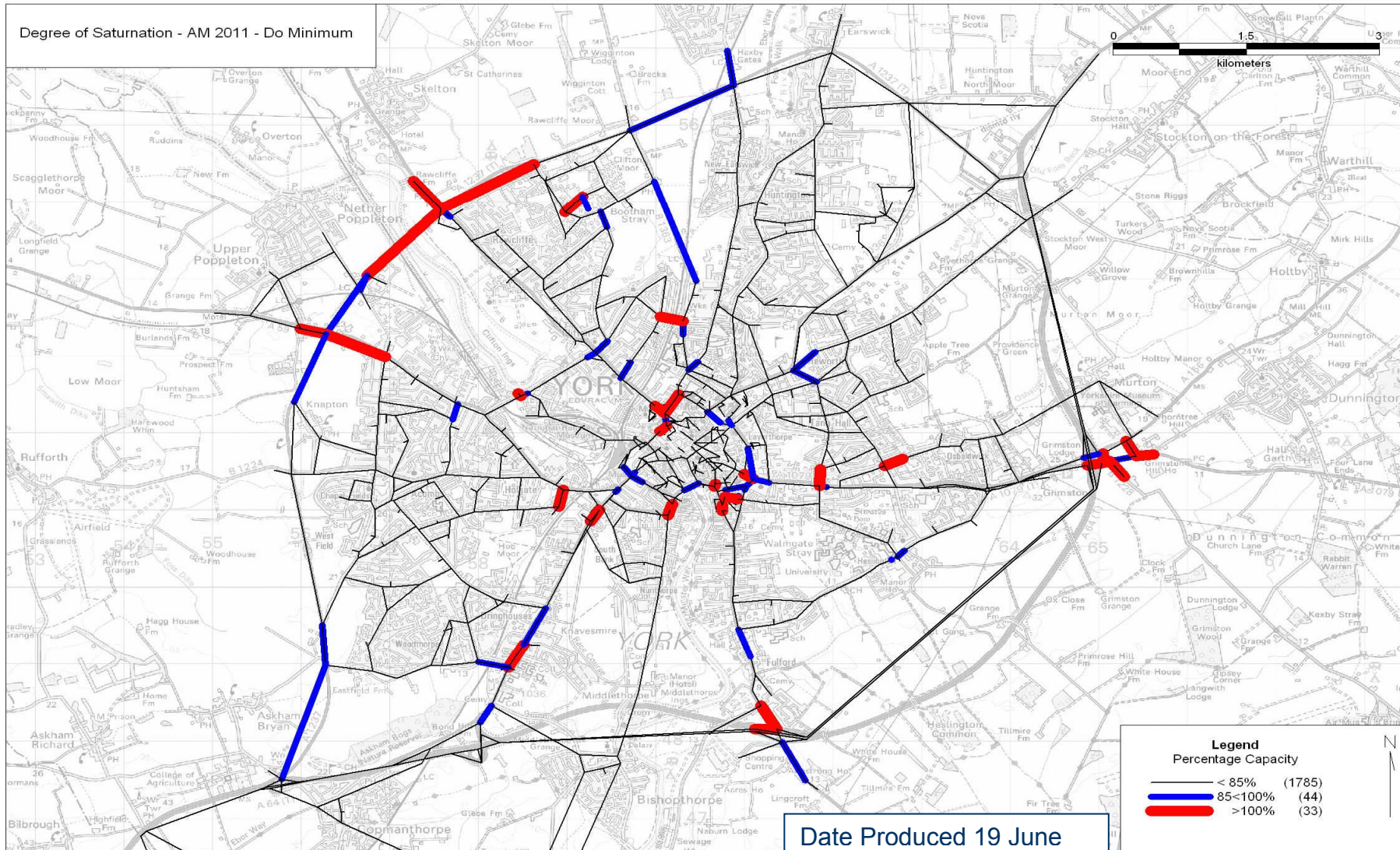
Congestion Maps

AM Peak 2005



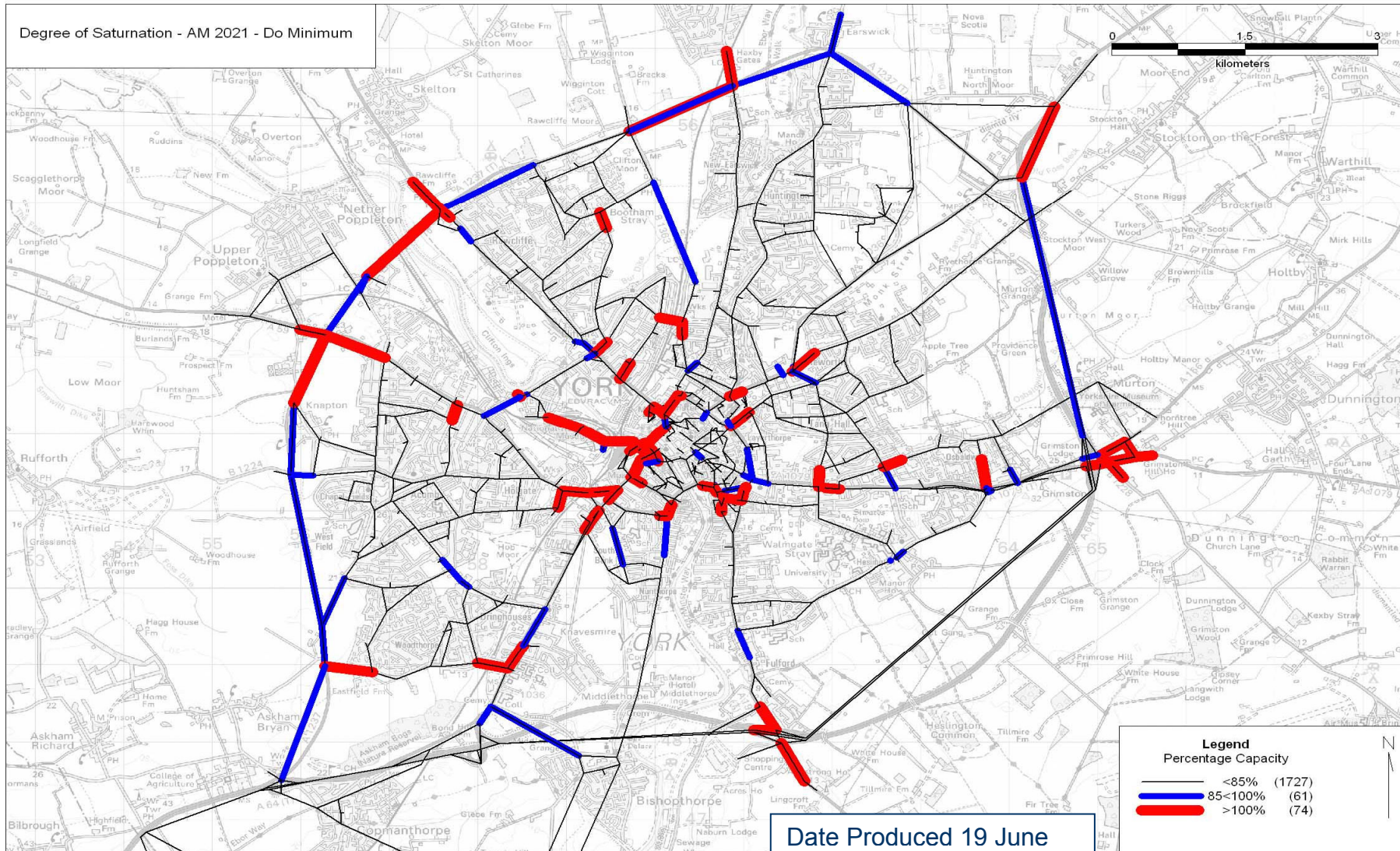
For explanation of basis including what future development has been taken into account, see paragraph 5 & 6 of Annex A

AM Peak 2011 Do Minimum



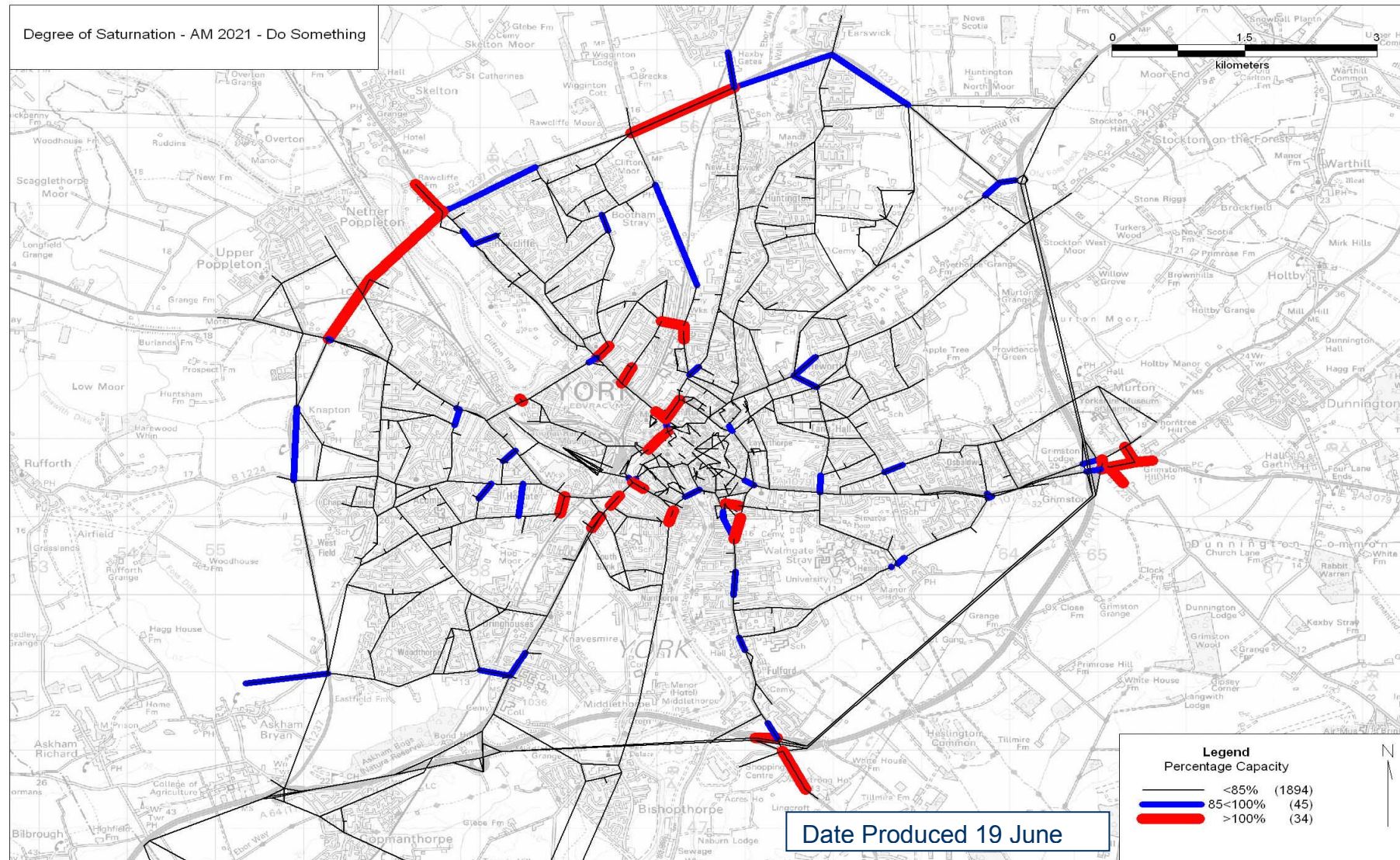
For explanation of basis including what future development has been taken into account, see paragraph 5 & 6 of Annex A

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

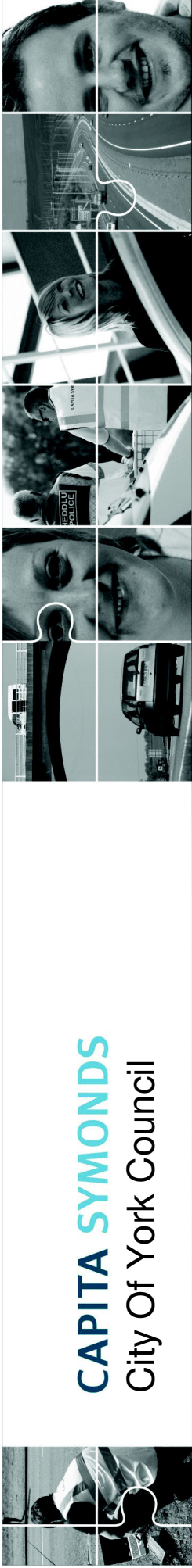
School related travel can account for up to 20% of traffic during school term times. In fact, one out of every four cars on the road in the morning rush hour in York is on the school run. Work is ongoing in schools to minimise the impact of the "school run" by encouraging alternative modes of transport 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

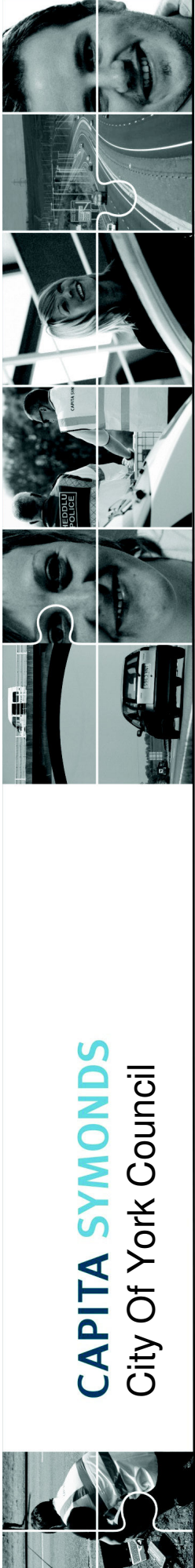
The restricted hours for delivery i.e. outside Pedestrian hours leads to a concentrated number of delivery vehicles clogging up the city centre streets. This in turn has a negative affect on pedestrians in the form of a greater potential for accidents and poor air quality from stationary traffic. There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



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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



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Choice NOT Charging

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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 City of York
- Environmental Damage
- Economic impact
 - productivity & costs
- Social Exclusion





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We know the Issues – we can see the impacts!

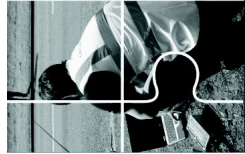
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££££?



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 - productivity & costs
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££££?

We are getting somewhere, slowly

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The position is.....

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



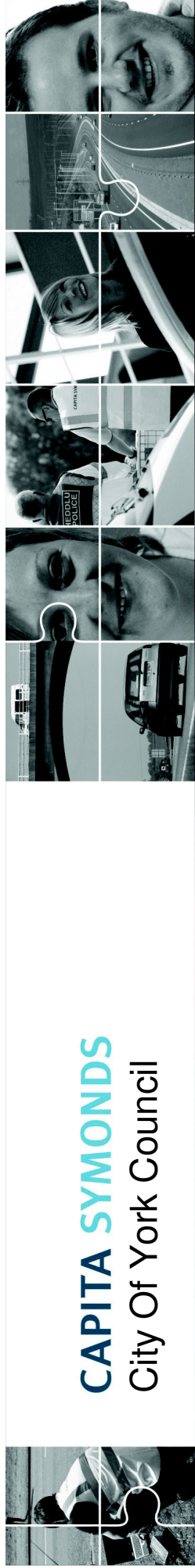


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Wider agenda – not just a transportation issue

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

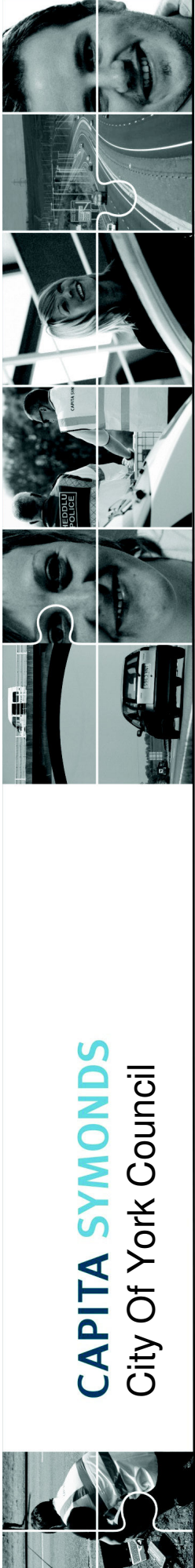




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Eddington Report - confirmed what we probably knew

- 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



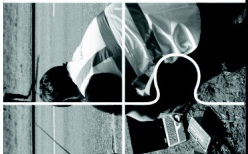
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We know where we would like to be

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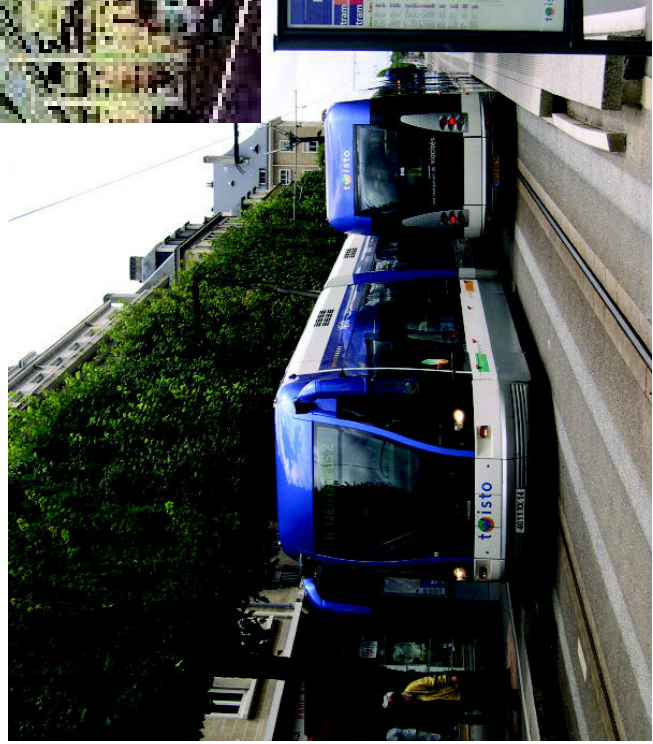
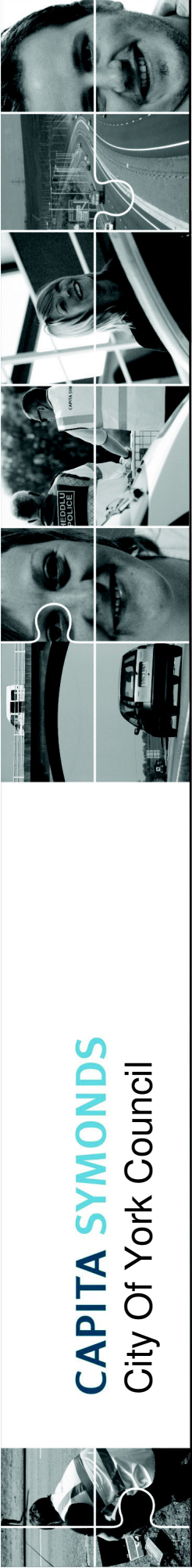
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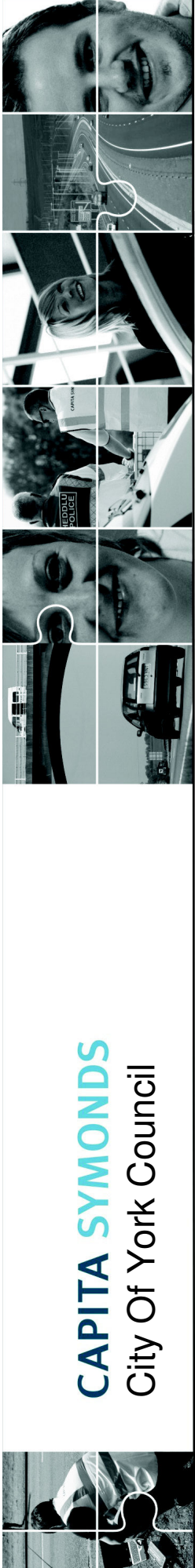
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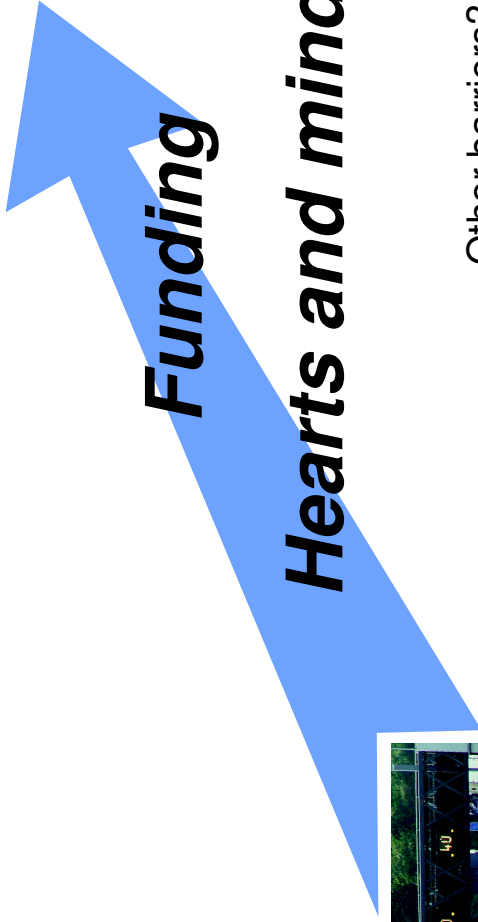
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What is stopping us giving that choice?

Vision
CHOICE based on
Real
Alternatives
Information



Other barriers?

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

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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



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Demand Management – Affecting Model Shift

- Quality Bus services
 - Improved interchanges
 - Provide better information
 - Carparks and Park and Ride
 - Green Travel plans
 - Workplace parking charges
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 - Transit systems
 - Moderate times of travel
 - Traffic Management Systems
 - New and improved infrastructure
- ## **+ A Form of Road Pricing**

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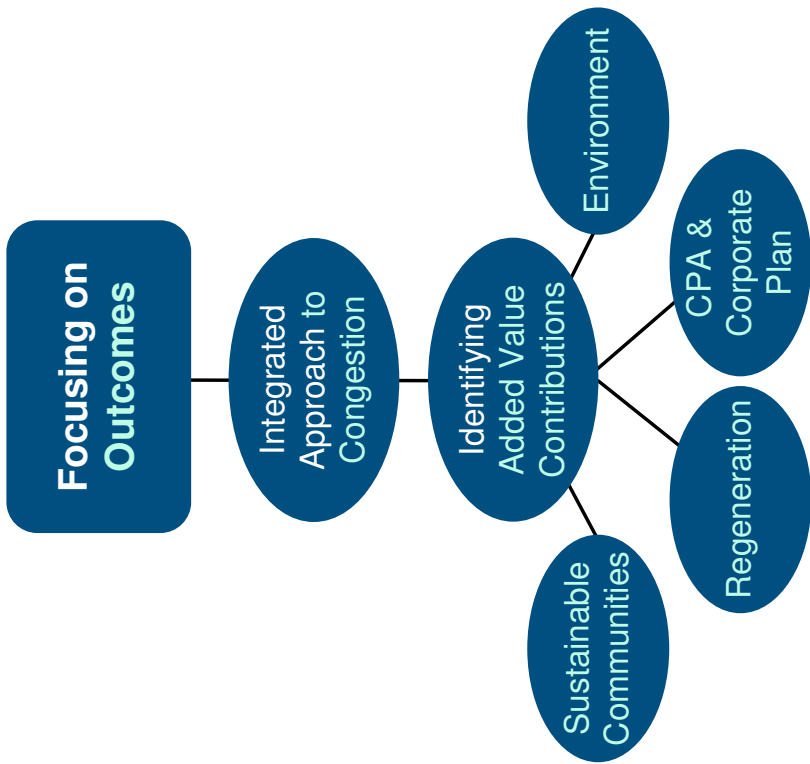
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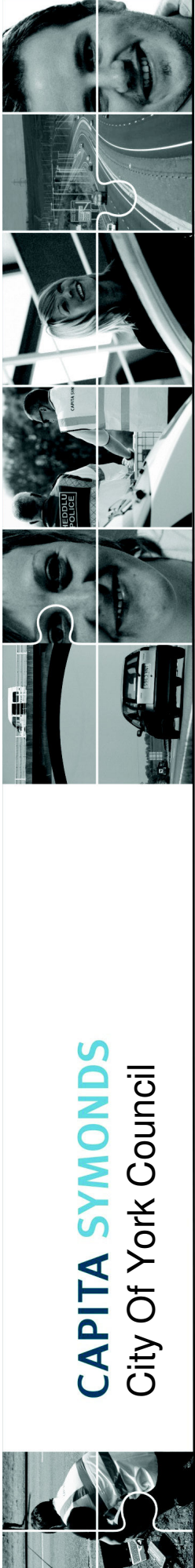
Evidence from London

- 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_x fallen by 13%, PM₁₀ by 15% (partly due to improved engine technology); CO₂ 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

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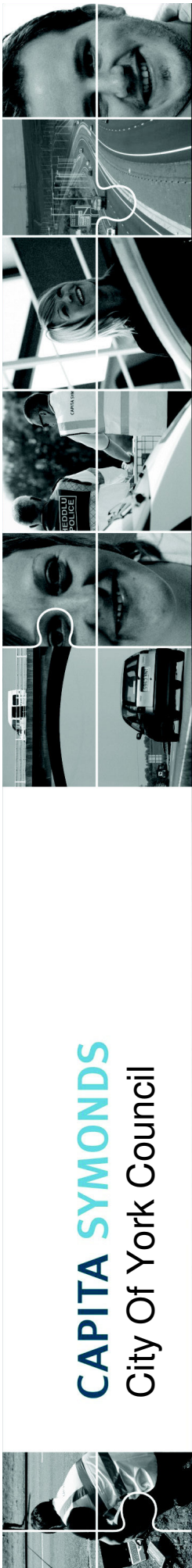




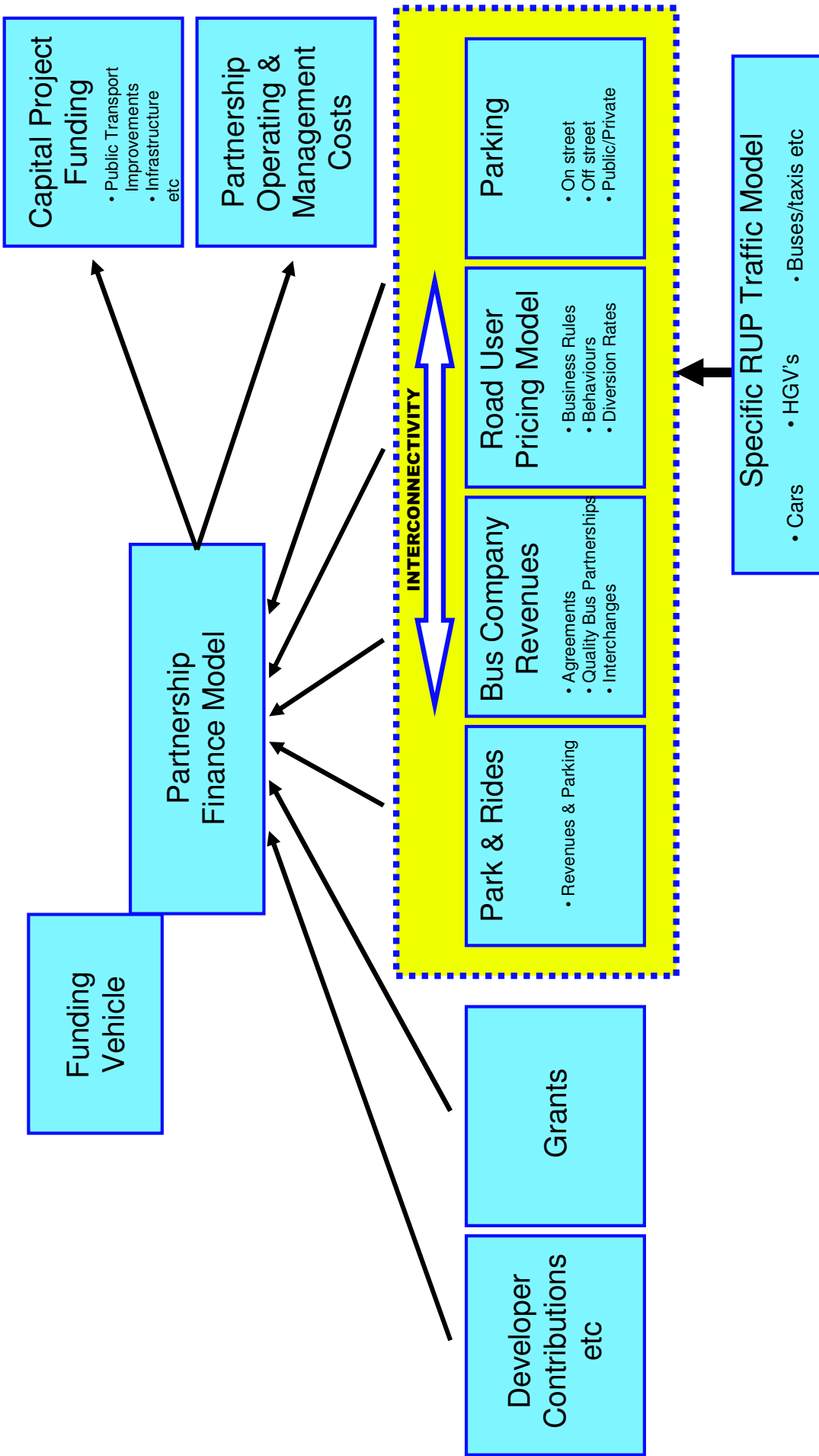
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How can this be achieved?

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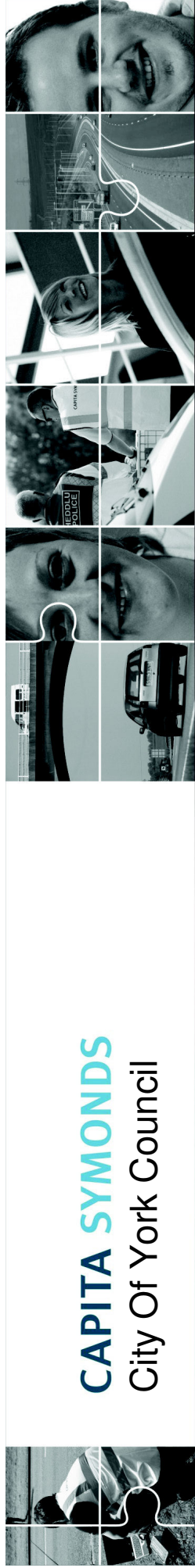
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Key points:

- 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



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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



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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**

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building design civil engineering environment management transport

**Traffic Congestion Scrutiny Committee
Briefing Note**

27 February 2008

Report of the Assistant Director of City Strategy

Traffic Congestion - Broad Strategic Options

Summary

1. This Briefing Note responds to the request by the Committee for a report to inform their discussion on the broad strategic options for traffic congestion.

Background

2. At its meeting on 16 January 2008 the Committee requested a briefing note that considered the broad strategic options for York on the following:
 - Continuation to LTP approach
 - Intermediate Plans
 - York Northern Outer Ring Road
 - Network Management
 - Modal Shift/Soft Measures
 - Demand Management
 - Impact of major new developments going on in York

Local Transport Plan

3. York is unique in the United Kingdom with its historic character and sequential development of the highway network over the last 2000 years. The capacity of the core network cannot be easily or cheaply increased without damage to the historic nature of the city. The geographical constraints of the East Coast Main Line and rivers on a general north-south axis further restrict the ability to provide additional road capacity.
4. In the recent past, particularly the last 30 years, the growth in private traffic associated with increased wealth and reduced travel costs (in real terms) has led to a year on year increase in traffic volumes throughout the country. Nationally, public transport usage and walking/cycling have shown a general decline. This situation has occurred in both urban and rural areas.

5. Many local authorities have been able to provide additional road space capacity through a combination of bypasses, increased junction capacity via physical changes and linked traffic signal systems. In all instances, the provision of additional capacity has not kept pace with the growing demand for travel. The result of these circumstances is increased congestion and longer journey times by most modes of travel.
6. In York the inability to provide additional highway capacity at anything like the rate at which demand was increasing, necessitated an integrated approach to the provision of transport infrastructure.
7. During the first Local Transport Plan (LTP1) period from 2001 to 2006 the principal strategies to address congestion were a combination of Park & Ride, demand management using parking charges, improvements to the cycling and walking network, use of technology to realise the most out of the network and the introduction of bus priorities on key radial routes. This successfully increased bus patronage by nearly 50% and kept the private car traffic levels in the urban area static at 1999 levels.
8. The strategy in the Second LTP (LTP2) period 2006 to 2011 for tackling congestion is to build upon the successes already achieved and deal with the pressures from the growth in the economy. The core strategies developed for LTP1 and LTP2 are still valid but have not yet been fully implemented due to constraints on resources. The key proposals identified in the LTP2 are to increase the capacity of the Outer Ring Road (ORR) thereby reducing congestion in the city centre and creating road space to reallocate to buses, cyclists and pedestrians; provide additional Park & Ride sites to intercept traffic on all main radials; provision of an orbital and cross city bus network; and manage demand through parking control and possibly access restrictions in the city centre.
9. LTP2 also has further packages of measures aimed at improving road safety, air quality, accessibility, health and well being as well as enhancing education and the economy.
10. The provisional and final Second Local Transport Plans were both assessed to be "excellent" by the Department for Transport resulting in over £900k of additional funding being allocated to the City over the 5 year period from 2006/7 to 2010/11.
11. The evolution and perpetuation of integrated transport policy has been maintained within LTP2 which sets out how the city will plan for, and accommodate, the likely transport challenges over the plan period and beyond.

Continuation of Local Transport Plan Approach

12. The LTP is principally a 5 year plan but has a 15 year horizon. York's transport vision is encapsulated in its strategy.
13. The LTP identified that pedestrians, cyclists and public transport users would have a higher position in the hierarchy of road users than private motorists. Therefore, most schemes put forward for funding should only be considered if the benefits can be principally directed to the groups at the top of the hierarchy.

14. The LTP also noted the need to ensure that for any transport initiative that safety is maximised, and that the potentially negative impacts upon the environment and air quality are minimised.
15. Clearly, with the increasing demand for travel and the low levels of increase in capacity provision, there is the potential for widespread congestion. In York, where high capacity bus infrastructure is provided, particularly the Park and Ride services, inclusion of cycle ways and road space reserved for cyclists as well as a comprehensive strategy for pedestrians, there are good alternatives to the use of the private car in the city. Whilst indications are that walking and cycling in the city have reached a steady state to effect a step change in these modes more facilities need to be provided that meet cycling and walking needs and demands as well as further encouragement to make the shift either through promotions or through controls.
16. Several major schemes were identified in the LTP which would offer a degree of localised congestion reduction, with the prime aim of encouraging private car users to keep out of the city. Should access to the city be required, then alternatives to driving would be provided.
17. Possible areas for consideration by the Committee include the relevance of the current strategy in LTP2 and whether an alternative strategy should be considered for adoptions.

Intermediate Plans

18. Within LTP2 a major scheme was identified called "Access York" that could not be funded from the LTP allocation. The scheme was aimed at improving park and ride facilities for York at Askham Bar and on the A59 together with selective improvements on the Outer Ring Road and bus priority measures on the radial routes. As well as providing enhancements to the city's transport network it would also seek to support the major development at York Central.
19. Subsequently the Future York Group published an independent report that reviewed the York economy. That report made the following recommendations with respect to transport challenges for the future:

We recommend that the City of York Council be pro-active in working with regional partners to :

- i) Secure the necessary funding to allow for the dualling of the city's northern ring road.
 - ii) Make the required connectivity improvements to at least one of three regional airports to allow maximum forty five minute transfer time from the city.
 - iii) Investigate options and funding mechanisms to improve sustainable public transport links to neighbouring towns and cities.
20. In response to both these drivers the Council has recently submitted a bid to the Regional Transport Board for a funding allocation to construct two new park and ride sites, one on A59, Harrogate Road at Poppleton and the other on

the B1363, Wigginton Road together with a relocation of the Askham Bar site to a new site that will allow additional spaces and facilities to be provided. Each of these sites could also utilise the potential for a tram/train halt. The total cost of the scheme is £26.4m and will take an additional 0.5m cars off York's roads each year.

21. A further scheme will be submitted to the Regional Transport Board in the autumn that will seek to address the issue of improvements to the Outer Ring Road. Possible options for the improvements are discussed in the next section of the report.
22. The Council is also supporting a study that looks at a tram/train solution for the Harrogate Line that could provide a connection to the Leeds and Bradford Airport. Part of that study will also look at what opportunities there may be for extending the service to pick up settlements on the Pickering Line and those to the south off the East Coast Main Line. This proposal could also provide part of the package of transport measures to serve both the British Sugar and York Central sites. This is at the feasibility stage and the consultant's report is expected in the near future.

Outer Ring Road

23. The Outer Ring Road round York serves 2 main functions
 - Caters for long distance strategic traffic which would otherwise pass through the city
 - Distributes private traffic with a local destination to the most appropriate entry road into York which would include access to Part and Ride sites.
24. The ORR is peculiar in that the southern and eastern sections (A64) is owned and maintained by the Highways Agency. This section of road is a high quality dual carriageway with, for the most part, grade separated junctions. The northern and western sections of the ORR are owned and operated by the City of York Council. The A1237 is single carriageway highway, intersecting with several busy radial routes at grade.
25. The A64 is usually free flow throughout the day, whilst the lower capacity A1237 is heavily congested during peak periods, particularly at the junctions with radial routes. Traffic levels on the Outer Ring Road at peak times have increased by more than 50% in the last 15 years leading to increased journey times.
26. The LTP identified that the junctions on the A1237 would need improving over the course of the LTP period, mainly to prevent a transfer of traffic into the city which would impact very negatively on road users high in the LTP hierarchy, and which could also adversely affect air quality and safety for vulnerable road users within the city. A secondary, but important role in the improvement of the ORR junctions is to reduce congestion to allow a viable and reliable orbital bus route(s).
27. Work on the Strensall Roundabout has recently been completed and has already shown excellent benefits (journey times from Strensall more reliable

and reduced by up to 50% at peak times), particularly to bus services. The Moor Lane Roundabout improvement is nearly complete and it is understood that a bid was submitted by the Highways Agency to the RTB on 15th February to improve capacity at the Hopgrove Roundabout within the Regional Funding Allocation. It is expected that other junctions will benefit from upgrading during the LTP period, mainly in association with bus service enhancements.

28. Council policy for the Outer Ring Road is set down in the report approved by the Planning and Transport EMAP in July 2005. The basis of this report was a study undertaken by Halcrow to assess the current and future operation of the route and propose 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.
29. The main options considered in the 2005 study were:
- **Option 4: Upgrade Roundabouts/Junctions** – This option comprises localised junction improvements for mitigating the congestion at all of the existing junctions on the ORR.
 - **Option 4a: Upgrade Roundabouts and Links to Dual Carriageway Standard**: As option 4 but upgrade to dual carriageway (without grade separation) between Wetherby Rd (B1224) and Hopgrove roundabouts.
 - **Option 5: Full Dual Carriageway and Grade Separation** – This option considers the likely impact of grade separation and dualling along the section of the ORR between the B1224 and the Hopgrove Roundabout.

Journey Times

<i>The projected end to end journey times for each option are identified below.</i>				
Journey times in minutes along the ORR in 2021 for all Highway Options				
Option	AM Peak Clockwise	PM Peak Clockwise	AM Peak Anti- clockwise	PM Peak Anti- clockwise
Base year 2005	20.0	29.5	21.0	29.5
Option 1: Do-Nothing	>60	44.0	32.0	40.5
Option 4: Upgrade all Roundabouts/Junctions	13.4	12.6	12.0	12.4
Option 4a: Upgrade Roundabouts/Junctions and Links to dual carriageway standard	11.8	11.5	11.9	11.8
Option 5: Full Dual Carriageway including Grade Separation	9.2	9.3	9.6	9.8

Option Costs and Benefit to Cost Ratios

30. Cost at 2005 prices are indicated below. Construction inflation would need to be added to provide current costs. The ratio of assumed benefits (principally journey time savings) against the option costs (Benefit to Cost Ratio (BCR)) for each option are also shown in the table below. The higher ratio indicates better value for money. Note: There are likely to be additional economic and safety benefits to be added which were not investigated in great detail in the original study. The DfT will not fund schemes with BCRs below 1.0 and are unlikely to fund schemes with BCRs below 1.5.

Cost and Benefit to Cost Ratios		
Option	Total Cost/£m	BCR
Option 4: Upgrade Roundabouts/Junctions	22.6	9.1
Option 4a: Upgrade Roundabouts/Junctions and Links to dual carriageway standard (Wetherby Rd to Hopgrove)	54.8	1.9
Option 5: Full Dual Carriageway including Grade Separation (Wetherby Rd to Hopgrove)	115.4	1.0

Members are reminded that the costs identified in the table relate to the study made in 2005 and can therefore only be used upon as a guide.

31. The Planning and Transport EMAP approved Option 4 to upgrade all of the roundabouts and junctions as this proposal had the highest benefit to cost ratio at the lowest cost. The following sequence of implementation was proposed to match the anticipated LTP funding stream and to achieve the most benefits at the earliest stage.
- Block 1: Hopgrove (Highways Agency Scheme), A59, Moor Lane/Askham Lane, Wetherby Rd;
 - Block 2: Haxby Rd, A19, York Business Park, Strensall Rd; and
 - Block 3: Wigginton Rd, Clifton Moor, Copmanthorpe.
32. Owing to changes to transport modeling, funding mechanisms and development proposals since the report was completed the study is currently being reviewed and will be submitted to the Executive in the summer. Projected costs will be investigated in more detail and additional economic appraisal will be undertaken. During the review additional options will be modelled to assist in formulating the best value for money solution for the remainder of the current LTP period and into the future. The revised study will be used to support a bid to the Regional Transport Board to address the issue of congestion on the Outer Ring Road. That bid will be submitted in the autumn of 2008.

33. Areas which could be considered by the committee in relation to the Outer Ring Road are :

- Improvements in capacity and journey times

The original study concentrated on single option solutions for addressing congestion. The review will investigate whether a combination of options such as some dualling and grade separation mixed with junction improvements will provide a more cost effective proposal. In particular dualling of the busiest sections A19 to A59 will be considered however this would also be the most expensive segment to deliver principally due to the number of structures required.

- Facilities for cyclists and pedestrians

The Outer Ring Road acts as a barrier to walking and cycling severing the communities to the north from services within the city. However it also provides an opportunity to provide orbital walking and cycling routes making use of the structures provided to bridge barriers to movement such as the railways and rivers.

The study proposed improvements to the orbital cycle network between Strensall Road and Clifton Moor and additional crossing facilities including subways at the A59 and Strensall Road.

- Public Transport Improvements

Congestion at the Outer Ring Road junctions increases journey times and reduces reliability for radial bus services. Priorities for buses are difficult to provide at roundabouts and therefore the current proposal is for general capacity improvements to be undertaken which also reduce delays for buses. The provision of signals or grade separation could provide additional priority but at additional cost.

The LTP proposes the introduction of an orbital bus service making use of key sections of the ORR (A59 to A19 and Wigginton Rd to Haxby Rd) to bridge rivers and railways. However it is unlikely that the bus priorities could be provided within the existing infrastructure.

- Dualling with grade separated junctions, facilities for pedestrians and cyclists.

Dualling of the ring road could reduce the crossing possibilities for pedestrians. Pedestrian facilities at grade separated junctions may be more difficult to deliver as crossings to the slip roads would be needed.

Dualling of the ring road may encourage additional trips from adjacent areas as the demand, currently suppressed, takes up the additional capacity. However improvements to the route would reduce the incidence of traffic using adjacent residential roads to avoid congestion on the ORR.

- Partial dualling along key lengths

Certain section of the ring road are more heavily trafficked than others, with the central section between the A59 and A19 being the busiest. These sections could be dualled but there is a possibility that adjacent sections would become more congested as a consequence.

- Junction improvements by signalling, enlargement, grade separation

Signalling of the Outer Ring Road would have advantages for providing priority for buses and pedestrian/cycling crossing. However the land take and cost would be high to provide junctions with the required capacity. A mixture of roundabouts and signalised junctions at different junctions along the route is likely to reduce overall capacity.

Modelling suggests that the necessary traffic flows could be accommodated by enlarging some of the existing roundabouts if twin entry and exits were provided. Length of merge lanes would need to be carefully considered and may be constrained by existing structures.

Grade separated junctions would allow the conflicts between radial and orbital movements to be removed and reduce journey times considerably however the cost and environmental impact would be high. Constrained sites, particularly at the A59 and Strensall Road would restrict options for grade separated junctions. Grade separation of a single carriageway would require extended merge lanes for the slip roads which may not be accommodated without significant changes to structures adjacent to the junctions e.g. railway bridge adjacent to Haxby Road.

Highway Option	Advantages	Disadvantages
Upgrade Hopgrove /A59/ Wetherby Rd Roundabouts Only	<ul style="list-style-type: none"> • Reduction in journey times on the ORR in the AM and PM peak. • AM total travel time is halved. • Some reduction in bus journey times. 	<ul style="list-style-type: none"> • Queues in the anti-clockwise direction at the A59 roundabout • Does not address congestion in Haxby Road Strensall Rd areas.
Upgrade All Roundabouts and Junctions. (ORR Study Option 4)	<ul style="list-style-type: none"> • Substantial reduction in ORR journey times. • Minimum ORR travel time is 12 minutes. • Side road queuing is eliminated. • Considerably lower citywide total travel time. • Less air pollution. • Significantly improved and reliable bus journey times. • Can be implemented to match a funding stream. • Future upgrade to Dual 	<ul style="list-style-type: none"> • Slight congestion at the A59/A1237 roundabout by 2021. • Relies on A1237 twin entry and exits to all roundabouts. • Does not eliminate conflict between radial and orbital movements. • Not possible to achieve enlargement within Highway Boundary at some roundabouts

Highway Option	Advantages	Disadvantages
	Carriageway possible.	
Upgrade All Roundabouts and Links to Dual Carriageway standard (ORR Study Option 4a)	<ul style="list-style-type: none"> • Similar operating conditions to Option 4, with relieved congestion at the A59/A1237 roundabout by 2021. • Can be implemented after Option 4. 	<ul style="list-style-type: none"> • Much more costly than Option 4 owing to number of structures required. • Increases car travel demand. • Substantial land take is required
Full Dual Carriageway plus Grade Separation (ORR Study Option 5)	<ul style="list-style-type: none"> • Congestion-free ORR. • Minimum ORR travel time is 9.3 minutes. • Considerably lower total travel time. • Significantly improved and reliable bus journey times. 	<ul style="list-style-type: none"> • Increases car travel demand. • Increased congestion on the approaches to the ORR. • Very costly option. • Substantial land take is required. • Visually intrusive
Traffic Signal Control	<ul style="list-style-type: none"> • Can be employed to favour and encourage radial road use. • Safer pedestrian and cycle crossings. • Opportunity to introduce bus priority measures. 	<ul style="list-style-type: none"> • Difficult to signalise 5-arm roundabouts. • Traffic flow with a mixture of Roundabouts and Signals difficult to manage • Would require introduction of right turn at Hurricane Road junction with Clifton Moorgate. • ORR journey times likely to increase
Additional Link Road. A19 to Hopgrove. (1990s Highways Agency option)	<ul style="list-style-type: none"> • Improves ORR journey times between A19 and A64 Hopgrove. 	<ul style="list-style-type: none"> • Congestion remains between A19 and A64 Copmanthorpe • Increases travel demand between A19 and A64 Hopgrove, thus resulting in more vehicles on the road. • Large land take required • Costly option which does not address all congestion issues
Mixture of	<ul style="list-style-type: none"> • Matches the upgrades 	<ul style="list-style-type: none"> • Additional modelling

Highway Option	Advantages	Disadvantages
Dualling, Grade Separation and Roundabout enlargement	<p>more closely to demand.</p> <ul style="list-style-type: none"> • Land take reduced compared to Dualling option. • Reduced Journey times on Key Public Transport Radials. 	<p>work required to determine best option.</p> <ul style="list-style-type: none"> • Dual Carriageway sections are likely to be at most expensive locations. • Benefit to Cost Ratio likely to be lower than Roundabout enlargement option.

Network Management

34. The Council has a duty under the Traffic Management Act “to secure the expeditious movement of traffic on their road networks”. LTP2 has as one of its strategic objectives for tackling congestion to make more efficient use of the existing transport network and improve the certainty and reliability of journeys by all modes of travel.
35. The committee are asked to note that DfT have recently awarded the Council the status of “excellent” for its Network Management service.
36. York benefits from a modern and sophisticated computer traffic control system which implements optimum traffic signal timings. Dependent upon prevailing conditions, the traffic control system can automatically adapt the signal timings to reduce congestion and to assist public transport vehicles. The improvement in capacity made available by optimum traffic signal control has been used to enable additional facilities to be made available to cyclists and pedestrians.
37. The use of active traffic management via the co-ordination and optimisation of traffic signals has been shown to markedly reduce congestion, especially so in areas where networks are approaching their capacity.
38. The proactive use of traffic control technology is being used to restrict traffic into certain areas such as those suffering poor air quality episodes. Data collected from the traffic control system can greatly assist the transport planning process as trends and recurrent problems can be identified on an objective basis.
39. Whenever possible, signalled pedestrian and cycle crossing facilities are included within traffic signals, with cycle lanes and advance cycle stop lines being present at many of the city’s signalled junctions.
40. As well as electronic bus priority, on corridors where road width allows, bus lanes have been installed to bring buses to the head of any queue so that the bus will usually proceed through the traffic signals on the first green.

41. The effect of pedestrian crossings, cycle facilities and public transport priority are incorporated into the calculation of optimum green time at every major junction such that best use is made of the available capacity at any given time.
42. In January the Executive received a report on the development of York's Integrated Transport Systems Strategy (ITS). The systems is essentially in two parts, those that improve the flow of traffic around the network (UTMC) and those that provide public transport and travel information (BLISS).
43. The Intelligent Transport Systems Strategy has a central role to play in the development of transport in the city and will be vital in meeting LTP aims of promoting public transport and cutting car use. Delivering real-time, accurate information to users of the transport system will increase in importance as a tool to reduce reliance on car travel, and the development of ITS is the tool by which this will happen.
44. Increasing levels of technology are available to the general public, and consequently there is a increasing expectation among the public that live, relevant and highly graphical information will be available to them in all aspects of life. Travel and transport must be a part of this. As transport authority City of York Council must be in a position to use such technologies to best serve the traveling public.
45. UTMC Consists of a central computer system connected to a range of on-street equipment. The main public facing services provided by UTMC are:
 - **Car Park Guidance Variable Message Signs** - uses the message signs located in the City Centre;
 - **Car Park Counting** – counting equipment located in the City centre and Park and Ride site car parks that records the numbers of vehicles entering and leaving;
 - **Driver Information Variable Message Signs** - uses the message signs on the outer ring road;
 - **Dynamic web pages** - gives real-time travel information via the CYC website;
46. **BLISS** is the system that tracks buses running in the City. It provides bus location information, makes predictions about arrival times at stops and allows buses to get priority at traffic signal junctions. It consists of a satellite tracking and radio system installed on each bus monitored by BLISS, a central computing system, on-street displays and equipment in traffic lights. BLISS is also linked to other regional systems and by this means is able to deliver real-time information on mobile phones and via the Internet for any bus service in Yorkshire. The main elements of BLISS are:
 - **Automatic Vehicle Location (AVL)** - the system that uses radio and satellite positioning to track the locations of buses;

- **Public Information Panels (PIPs)** – provide basic bus time predications at bus stops around the City;
 - **Traffic Light Priority (TLP)** – equipment located at traffic signal junctions that gives buses priority;
 - **Information Kiosks** (also called the Cityspace Smart Columns) - located around the City giving real-time bus and web-based travel information and news on street;
 - **Smart Screens** - located at the Park and Ride sites, providing high quality real time bus information.
 - **BusNet** – The ‘back office’ system that allows Council officers and the bus operators to monitor bus location and performance.
47. A major element of the development of ITS over the coming years will be consolidation. The City now has a number of systems capable of giving the traveling public accurate real time information and we will continue to expand and develop these, both to increase their scope and further improve reliability. However, there will also be three core areas of major new development or expansion of the UTMC and BLISS elements of ITS over the 5 years;
- *Increased use of high quality interactive displays on street and in public spaces;* This will involve the provision of additional ‘Cityspace’ kiosks. The intention is that each bus interchange point in the City centre, and the busiest stops outside the City centre has at least one Kiosk. Kiosks (or similar) could in the future also be installed at prominent locations in the foot-streets, district shopping centres and villages. We will also begin to roll-out high quality colour screens at other bus stops around the City, as a replacement for the single colour LED equipment currently used.
 - *Delivery of accurate real time information onto mobile devices and into people’s cars and homes;* Development work is currently underway to allow real time information about travel in the City to be presented to mobile phones and other personal mobiles devices. This will build towards the aim of providing travellers with accurate information where and when they need it. It is anticipated that a preliminary roll-out of this technology will be made during early 2008. Further expansion of this technology will allow information to be provided in people’s homes, using affordable, dedicated hardware and ultimately (as the technology develops) into vehicles. The UTMC and BLISS systems that have been developed to date will form the basis of this expansion in information delivery methods.
 - *Provision of ‘near future’ predictions, using advanced data analysis techniques to offer improved predictions of public transport and highway operation and conditions;* Also building on the current development of the UTMC and BLISS systems, we are now looking at ways of offering an improved level of real time information to the public. This will involve developing UTMC’s ability to analyse data from a number of sources and

offer transport users detailed information and guidance based on current events. The development of such services, building on the systems currently in place is being driven by York's involvement in 'FREEFLOW' a national research project lead by a consortium of universities and industrial partners that will develop new techniques of managing and analysing large amounts of real time data. York will benefit from this in gaining access to the new technologies it delivers to use as part of the new developments outlined above.

Modal Shift/Soft Measures

48. LTP2 has as one of its strategic objectives for tackling congestion to encourage people to make an informed choice for all their journeys and to travel in a responsible manner. One of the elements for delivering the strategy is to encourage smarter travel choices through promotion and advertising. The strategy also puts greater emphasis on promoting sustainable alternatives to the private car that are both convenient and reliable through the use of public transport, walking and cycling, as well as smaller, fuel efficient and alternative fuel vehicles.
49. The use of public transport, walking and cycling are critical to the movement of people around the city. Further growth in private vehicular transport cannot be accommodated without increasing congestion and the degradation of the city's environment and economic wellbeing. Predictions made within the LTP noted that without restraint, private vehicular traffic could increase by 27% in York over the period of the LTP2. To allow for economic growth, the increase in people movement must be taken up by modes of travel that do not rely upon the private car. Such a strategy is an integral element of the LTP.
50. In York, as has been noted earlier, it is difficult to provide increases in transport infrastructure at the same rate as demand increases, therefore there comes a point at which demand will outstrip supply, leading to congestion as networks become saturated. Even at this stage, with long delays, there is a great reluctance for motorists to consider other modes of travel unless there is an overwhelming perceived advantage in doing so. This can be in terms of time, cost, conscience, comfort and combinations of these issues, an assessment not necessarily made by individuals on an objective basis. This behavioural situation is found throughout the United Kingdom.
51. With the provision of good cycling facilities, pedestrian routes, especially in the city centre and a comprehensive park and ride infrastructure, the Council has been very successful at limiting the growth of private vehicular traffic, taking the "excess" demand for travel onto other modes, as objectively measured by surveys.
52. The Department for Transport's document "Smarter choices: changing the way we travel", showed that 'soft' measures, or 'smarter choices' as the report refers to them, could have a positive impact on traffic and congestion levels. These measures, which include school travel plans, workplace travel plans, teleworking, public transport marketing, cycling facilities and car clubs, could reduce peak hour urban traffic by as much as 21 per cent.

53. The Department for Transport's own research has shown that 'soft' factors, such as travel planning, proper cycle facilities, marketing of public transport, teleworking and the like, could have significant impacts on travel behaviour and congestion. The impact of 'soft' factors could be greatly enhanced by complementary demand management policies such as road pricing. Similarly, road pricing itself can be made more palatable and attractive by using these 'soft' policies to support it. During the period when pricing is awaited, interim tools including both 'soft' measures and 'hard' ones such as parking control, speed management and efficient allocation of road capacity, should be implemented widely and without delay.
54. Given the strategic nature of soft measures in LTP2 and the Governments desire to see more soft measures used, the committee may wish to consider those factors that encourage private car users to change their mode of transport to more sustainable means. Campaigns run previously under LTP1 proved to be successful in raising the awareness of the travelling public to alternative modes but due to funding limitations only a limited amount is not carried out under LTP2. The role of the bus and train operators as well as the transport authority in promoting alternative means of transport is critical to encouraging the use of public transport. It is possible that more could be done by the providers through the price of fares, quality and reliability of services, and through the promotion of public transport.
55. The Council has an active green travel planning service for business users as well as schools and the individual, that provides advice and support in the development of plans. The impact that travel planning and information services have in encouraging a modal shift to more sustainable travel should not be underestimated. It should be accessible, available and kept as up to date as possible. The Council currently relies upon the bus and rail operators to provide their timetables and scheduling and external agencies to provide the access points for information. It also has a number of kiosks around the city that can access public transport and other general information, it is expect that the number of the kiosks will increase as funding allows. The Council working with an external partner has introduced a car club into the city and this continues to make steady progress with new users and sites around the city.

Demand Management

56. One of the core elements of the transport strategy in LTP2 for tackling congestion is demand management through parking controls and access restrictions and the investigation of other options for future development within the context of national demand management policies. Demand restraint measures include extensive bus priority measures and access restrictions into the city with priority for buses and lower emission vehicles.
57. On the issue of road user charging LTP2 considers that the use of charges within the period of the plan is not a priority, at the present time, as York has successfully managed the increase in traffic entering the city centre. This has been achieved by adopting a clear parking strategy aimed at replacing city centre long stay spaces with Park and Ride spaces, together with higher charges for city centre parking.

58. The measures in LTP2 are geared toward managing city centre traffic without the use of charging. However, the Council are aware that there are external factors not under its control that affect choice and therefore work on investigating road user charging will be carried out if the current circumstances change.
59. Demand management itself can be an emotive term and covers a range of measures from congestion charging (as in London), to restricted access for particular vehicle types to the undersupply of parking spaces, and/or high car parking charges.
60. It is known from experience in most locations worldwide, with economic growth comes an increase in private vehicular traffic, and that the demand for travel will increase continually if it is not tackled. Even when car ownership is at saturation point, there will still be a tendency for journey lengths to increase, thus continuing the growth in the demand for road space.
61. There are a number of demand management techniques, some of which have been successfully adopted in York. Car parking charging levels, particularly long stay, have been one of the most successful in limiting the number of cars entering the city but of course this has to be a balanced between congestion and the effect upon the city centre economy. The Council also has an extensive residents parking scheme that limits the opportunity for casual parking.
62. Work place parking levels are set out in Appendix E of the Local Plan and are based upon national planning guidance and York's standard are comparable with other standards around the country. Those levels were set to limit the amount of private parking that businesses could enjoy without affecting their business viability. However this often leads to indiscriminate parking on the highway causing disruption and further congestion rather than encouraging travel mode shift to other sustainable means. It also puts pressure on local areas for the imposition of traffic regulation orders that can have an impact upon local residents. This is where good travel planning by companies can be very effective and there are some successful examples of this in the city.
63. A workplace parking levy is a charge made on employers for parking spaces for their employees with a limitation on the numbers of spaces available. The most notable recent scheme is the one proposed by Nottingham City Council. The levy proposed is in the order of £185/year rising to £350 in future years. A workplace parking levy for Nottingham would mean that employers may encourage and support their staff to look at alternative ways to travel to and from work, such as by car sharing, using the bus, tram, Park & Ride or by walking or cycling which would help reduce congestion. All the money raised from a Workplace Parking Levy (WPL) would be invested back into funding more and better public transport in Nottingham, which would reduce congestion. The WPL package will create an increase in public transport capacity in the Greater Nottingham area contributing to a forecast growth in public transport journeys into the City Centre of over 20% from 2006 to 2021. Forecast increases in vehicle flows from 2006 to 2021 entering the City Centre of 8.5% without the WPL package are expected to be constrained further by the WPL package to 6.5% growth over the 15 year period. The Council have

recently decided to proceed in principle with developing the details of the scheme so that if the legal order containing the scheme is ratified by Full Council in 2008, an application could be made to the Secretary of State for Transport for confirmation of the scheme in order to introduce a WPL in Nottingham from April 2010.

64. Access restraint is a further technique that can be adopted and has to a large degree been successful in York with the introduction of rising bollards in three locations around the city. However these are usually very local in nature and do not necessarily reduce the amount of congestion but rather redirect traffic to use other means of access. Only if a city wide scheme was adopted would a change in travel mode be experienced that would reduce congestion.
65. A number of bus priority measures have been introduced on radial routes into the city, particularly where they benefit the park and ride service. The main features of these measures are bus only lanes leading to bus demand traffic signals. This technique allows buses to move to the head of any queue at signal controlled junctions so that their progress and reliability can be maintained. One of the benefits is that bus journey times become shorter and more reliable at peak times encouraging private car users to switch mode of travel. The Council is currently developing a scheme on Fulford Road to support the park and ride service and other bus service together with cycling and walking improvements. There are other opportunities to introduce bus priority measures throughout the city but given the limited road and footway space these will be difficult to implement and will require commitment by the Council to achieve them.
66. It is clear that the Government see road user charging as one of the main options in a package of measures to address the issue of traffic congestion across the country. Road user charging is a way for individual vehicles to pay to use road space. It is extensively used across Europe and some key bridges in this country.
67. Whilst we have no experience in York of these schemes it would seem that there are two distinct types, those that are solely intended to limit access and are therefore cost neutral and those that raise additional revenue to fund new infrastructure or services. Typically the M6 Toll Road is an example of scheme which raised capital on the basis of the revenues expected to construct the new road and is now paying that back over a period of time.
68. 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.
69. London's 'Congestion Charging' scheme was introduced on the 17th February 2003. It was an immediate success, reducing congestion levels by about 20%. With the scheme now well established, analysts agree that it is working well.

Congestion is lower, journey times quicker, and business has survived without a significant impact. In fact, the scheme has been far more effective than expected, and has removed far more cars from the road than was planned. Removal of traffic from the roads was the primary function of the charges, however, it does mean that less money is being raised. Transport for London claimed to have lost £64 million compared to their forecasted income over the first 6 months of the charges.

70. Initially, motorists had to pay a £5 daily charge to enter the cordon between 7am and 6.30pm on weekdays; now the daily charge is £8. The projected net revenues for the financial year 2008/09 are £123m. Some vehicles are exempt, such as taxis and emergency service vehicles and there are variations based upon the environmental credentials of the vehicle. Cameras take pictures of the number plates on the cars which enter the cordon, and compare with a database containing details of registrations for which a charge has been paid for. People can pay over the phone, internet, and at certain shops within the cordon.
71. The charge has had a dramatic impact on travel demand in the capital. The following is reported in TfL's monitoring study of July 2007:
 - During 2006, congestion charging continued to meet its principal traffic and transport objectives; and the scheme continues to operate well.
 - Traffic patterns in and around the charging zone remained broadly stable during 2006. Traffic entering the charging zone (vehicles with four or more wheels) was 21 percent lower than in 2002, creating opportunities over this period for re-use of a proportion of the road space made available.
 - Traffic circulating within the zone and on the Inner Ring Road, the boundary route around the zone, remained comparable to previous years following the introduction of the scheme.
 - During 2006, TfL has observed a sharp increase in congestion inside the central London charging zone. This has occurred despite the fact that traffic levels have continued to remain stable. Congestion levels are being influenced by an increase in activity that has affected the capacity of the road network for general traffic – particularly an increase in roadworks in the latter half of 2006, notably by utilities.
 - In addition, there is some evidence, as first reported in TfL's Fourth Annual Impacts Monitoring Report, of a longer-term 'background' trend of gradual increases to congestion. This is likely to reflect a combination of traffic management programmes that have contributed to fewer road traffic accidents, improved bus services, a better environment for pedestrians and cyclists, and improvements to the public realm and general amenity. But these interventions have also reduced the effective capacity of the road network to accommodate general vehicular traffic.
 - The impact of congestion charging therefore needs to be assessed in this context. The reduced levels of traffic mean that, when compared to

conditions without the scheme, congestion charging is continuing to deliver congestion relief that is broadly in line with the 30 percent reduction achieved in the first year of operation.

- The factors discussed above mean that a comparison of congestion levels in 2006 against pre-charging baseline is potentially misleading. However, carrying this comparison through, congestion was 8 percent lower in 2006.

Central London Congestion Charging Scheme Overview

- The scheme generated net revenues of £123 million in 2006/2007 (provisional figures). These are being spent on transport improvements across London, in particular on improved bus services (£90m operating costs/annum and £20m on extra buses).
- Public transport continues to successfully accommodate displaced car users; and bus services continue to benefit from the reduced congestion and ongoing investment of scheme revenues.
- The overall buoyancy of the London economy has contributed to growth in public transport patronage, although volumes of travel to the charging zone by Underground in 2006 were only slightly higher than those that prevailed in 2002.
- Further economic trend data and comparative analyses continue to demonstrate that there have been no significant overall impacts from the original scheme on the central London economy. General economic trends are considered to have been the predominant influence on the performance of central London businesses over recent years. The central London economy has performed particularly strongly since the introduction of congestion charging, with recent retail growth (value of retail sales) in central London at roughly twice the national growth rate.
- Reductions in road traffic casualties and in emissions of key traffic pollutants in and around the charging zone continue to be apparent, alongside continuing, favourable 'background' trends in both of these indicators for 2006.
- The operation and enforcement of the scheme continue to work well, with several further improvements and innovations introduced during 2006, alongside TfL's preparations for the introduction of the western extension scheme in early 2007.
- The availability of five years of monitoring data in relation to the original central London congestion charging scheme allows a longer-term perspective on the role of congestion charging.
- In general, charging is seen to have helped accentuate trends that were positive, such as reduced road traffic accidents and emissions; to have helped counteract trends that were negative, such as increasing

congestion; whilst having a broadly neutral impact on general economic performance.

- A cost-benefit analysis of the central London scheme suggests that the identified benefits exceeded the costs of operating the scheme by a ratio of around 1.5 with an £5 charge, and by a ratio of 1.7 with an £8 charge.
72. The initial capital and subsequent revenue costs mean that the Congestion Charging model can only work currently with large urban areas. In the future, should vehicle tracking systems be more widespread and reliable, then it is possible that other vehicle charging schemes could be introduced elsewhere.
 73. The success of the London scheme has already resulted in plans to extend the area over which it operates. Similar schemes are also being looked at in many other UK cities, and Heathrow Airport.
 74. It is not clear how many other transport authorities are pursuing road user pricing although 20 have either put in bids for or already have funds for preliminary studies through the transport innovation fund. Congestion and productivity bids under the transport innovation fund are still being sought by the DfT but a key element must include a commitment to include road user charging.
 75. Before the Council could consider the full impact and viability of road user charging on York it would need firstly to carry out a study by engaging with specialist consultants with both transport and economic knowledge and expertise. It would need to make some fundamental decisions about the approach it wished to take regards a cost neutral or investment scheme. Any investment would be linked to travel and could include new infrastructure such as roads or new public transport services. A significant amount of transport modelling would be required together with the development of an economic model for each of the various scenarios. The Council would also need to evaluate the different measures for applying the charge be it either zonal or cordon as well as collection and payment mechanisms.
 76. There are many instances of road user charging throughout the world that can demonstrate the benefits that contribute towards addressing the issue of traffic congestion. The Institute for Transport Studies, University of Leeds have a web site that gives full details within its Policy Guidebook.
 77. The table below notes some of the features of the potential demand management techniques. It should be noted that these have been derived on a subjective basis and for a full rigorous objective analysis, a substantial amount of research is required.

Measure	Strengths	Weaknesses	Opportunities	Threats
Road User	The efficiency	Only a limited	This technology	A National

Measure	Strengths	Weaknesses	Opportunities	Threats
Charging (RUC)	<p>and accuracy of the technology is now proven.</p> <p>The positive effects on traffic restraint are proven.</p> <p>This kind of demand management measure is currently looked upon favourably by the Department of Transport.</p>	<p>application within the UK thus far.</p> <p>The “back office” and infrastructure costs are substantial.</p> <p>This measure may be very unpopular with motorists.</p> <p>Implementation could take a substantial time from conception to implementation.</p> <p>Penalises the less wealthy motorist.</p> <p>The placement of the cordon or screen lines for charging may have differential effects on different Council wards.</p>	<p>could be very effective in restricting access in the City Centre and key radials.</p> <p>The income generated could support other transport measures.</p> <p>Dependent upon the “success” of the RUC, the resultant capacity release in the City Centre could be used to benefit other road users.</p> <p>Once implemented, the charge level can be modified to support other policies.</p>	<p>system might make the technology redundant (abortive costs).</p> <p>The redistribution of traffic could cause unexpected problems elsewhere.</p> <p>Could fall out of favour with the Department for Transport.</p> <p>RUC is not within the current LTP strategies which have been agreed to by the Department for Transport.</p> <p>May deter visitors coming to York.</p>
Car Parking Charges	<p>Quick and relatively simple to implement.</p> <p>The various time and charge regimes can be varied quickly and easily.</p> <p>Consistent with the current integrated transport policy.</p>	<p>This measure may be very unpopular with motorists.</p> <p>Penalises the less wealthy motorist.</p>		
Work Place parking charging	<p>Will target motorists who could use other modes of transport to access York.</p> <p>Will not deter visitors from coming into York by car.</p>	<p>Will be difficult and slow to implement.</p> <p>Will not deter motorists crossing the city from within.</p> <p>Will not deter visitors coming</p>		<p>Legislation could change to make this measure unsustainable.</p>

Measure	Strengths	Weaknesses	Opportunities	Threats
		<p>into York by car.</p> <p>Effects are not fully proven.</p> <p>Penalises the less wealthy motorist/business.</p>		
Work place parking levels	<p>Is consistent with the current integrated transport policies.</p>	<p>Must be enforced at the outset if difficulties over time are not to be experienced.</p> <p>Will not deter motorists crossing the city from within.</p> <p>Will not deter visitors coming into York by car.</p>	<p>Restrictions on new developments can be part of planning conditions.</p>	
Access restraint	<p>Can be self enforcing.</p> <p>Is consistent with current integrated transport policies.</p> <p>Can work in conjunction with other measures.</p> <p>Is not socially divisive.</p>	<p>The negative effects of traffic redistribution might not be predictable with wide scale implementation across York.</p>	<p>Relatively quick and easy to introduce.</p>	
Bus Priority measures	<p>Is completely consistent with current integrated transport policies.</p> <p>Can work in conjunction with other measures.</p>	<p>Buses can compete for priority with each other.</p> <p>The technology is complex and requires specialist knowledge within the Council.</p>	<p>The base infrastructure is already present and new sites can be introduced quickly.</p> <p>The capital programme already has these measures included.</p>	<p>A change in bus operators could reduce the effect of this measure.</p>
Use of out of town freight depots		<p>The volume of HGVs on York's roads is not high so this measure would not have a great effect on</p>	<p>Air quality improvements would be likely to occur.</p>	

Measure	Strengths	Weaknesses	Opportunities	Threats
		congestion.		

Development Impact

78. Like most other urban locations, there is a continual change in actual and potential land use in York. Every change has a resultant consequence for the transport networks. Many changes to land use are small and can easily be accommodated into the general mix of daily variability of traffic demand. However, when a large scale site becomes available for development or significant change of use, it is necessary to assess the impact on the transport networks in addition to other changes which will occur.
79. The positive and potentially negative effects of land use development present some difficult dilemmas for Local Authorities. Usually, the development of land brings the opportunity for new jobs, housing or an improvement in the quality of that land. However, with the change in characteristic, there is usually an increase in the traffic generated and attracted. Where sites are large, the impact on the transport networks can be extensive, requiring modifications of the highway network and public transport services.
80. In York, there are some major land development proposals at various stages of planning including York Central, British Sugar, Nestles and the Terry's site. Individually any one of these sites would have a significant impact on the local transport infrastructure with city-wide effects. When taken together, there could be a major change in the city's travel patterns and demand for transport infrastructure.
81. To assess the impact that new development has upon the road and transport networks the Council maintains a multi modal model that combines both traffic and transport elements. Also within the model are the projected new developments and the infrastructure improvements expected to be delivered either through the current LTP and its successors as well as any additional infrastructure delivered through major scheme bids such as Access York or through developer led initiatives.
82. This model allows different development scenarios to be tested at both a macro and micro level. It is against this model that new developments can be assessed to identify their impact upon the road network which is very much driven by the type and content and extent of the development proposal.
83. Each developer will submit transport assessments and proposals for agreement, which will identify the improvements which will be required to support the land use changes. Improvements to local junctions and public transport services are likely, but also, through Section 106 (S106) agreements,

funds can be made available to the Council for general betterment of transport services which could be remote from the immediate development site, thus giving the opportunity for the delivery of cycle or walking schemes, part funded from a variety of sources, S106 as well as LTP monies. As well as infrastructure proposals we would be seeking further initiatives in the form of sustainable travel planning that includes cycling, walking and public transport proposals.

84. The Local Development Framework is currently in the development stage of the preferred options for the Core Strategy with the Key Allocations DPD at the issues and options stage. In addition the Regional Spatial Strategy is due for review over the next two years and there is a need for the Council to have a sub-regional transport strategy to support those documents and reviews. The sub-regional transport strategy, the local transport plan and the Council's multi-modal model will then provide the evidence and support for planning and development issues into the future.
85. The Council is currently commissioning a sub-regional transport strategy which will be informed by the development of a strategic matrix tool linked to development scenarios for the city and the resultant infrastructure requirements. The diagram in Annex 1 shows how each of the various elements combine together.

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Chief Officer Responsible for the report:

Bill Woolley
 Director of City Strategy

Report Approved Date

Report Approved Date Insert Date

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers:

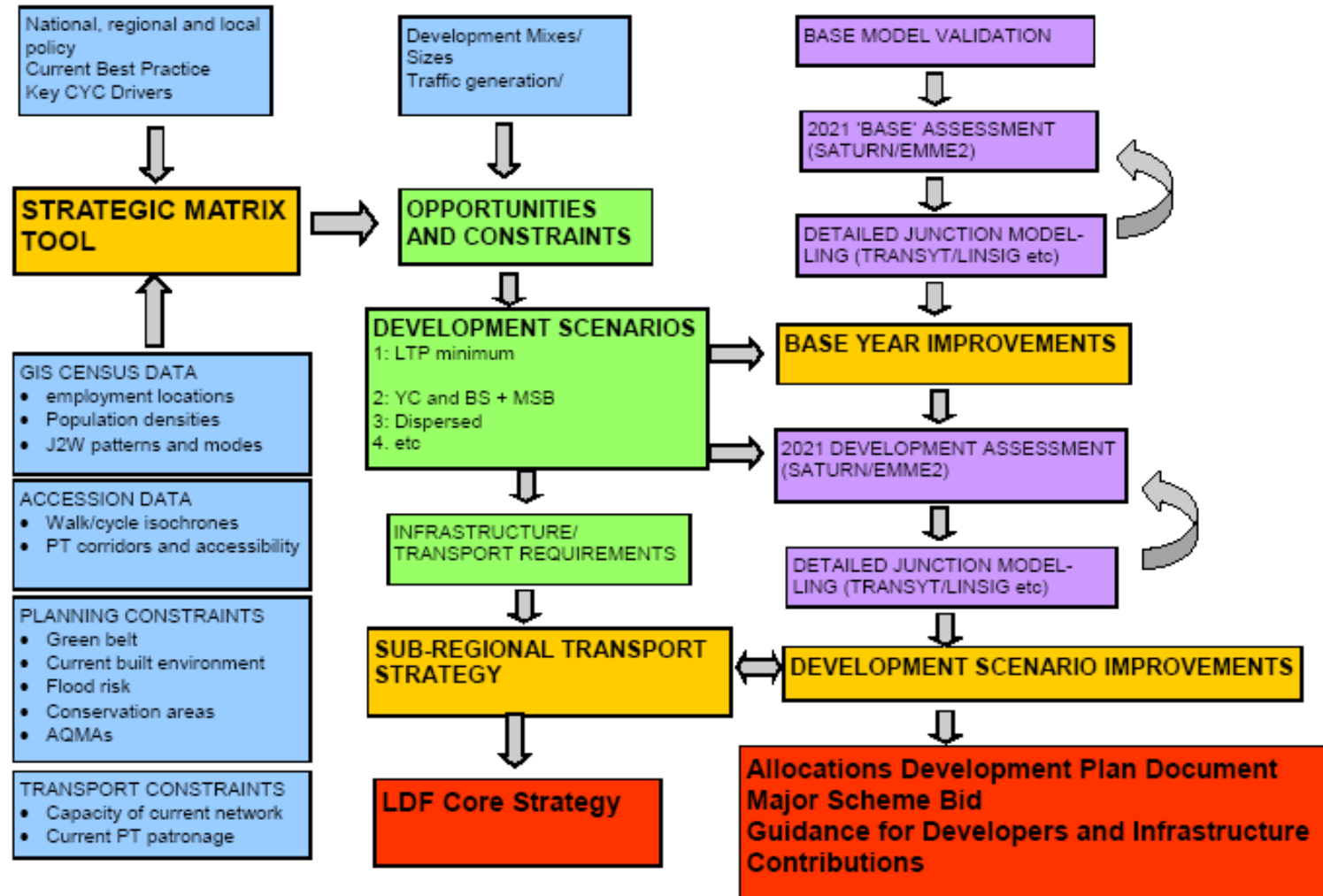
City of York Local Transport Plan 2006 – 2011
 Road Pricing: The Next Steps
 Road User Charging – Nottingham University
 Transport for London 5th Annual Report – July 2007
 Institute for Transport Studies, Leeds University, Policy Guidebook

Annexes

Annex 1 – Transport/Land Use Framework

21th February 2008

TRANSPORT/LAND USE FRAMEWORK



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Transport and the Quality of Life

Professor John Whitelegg
Stockholm Environment institute
University of York

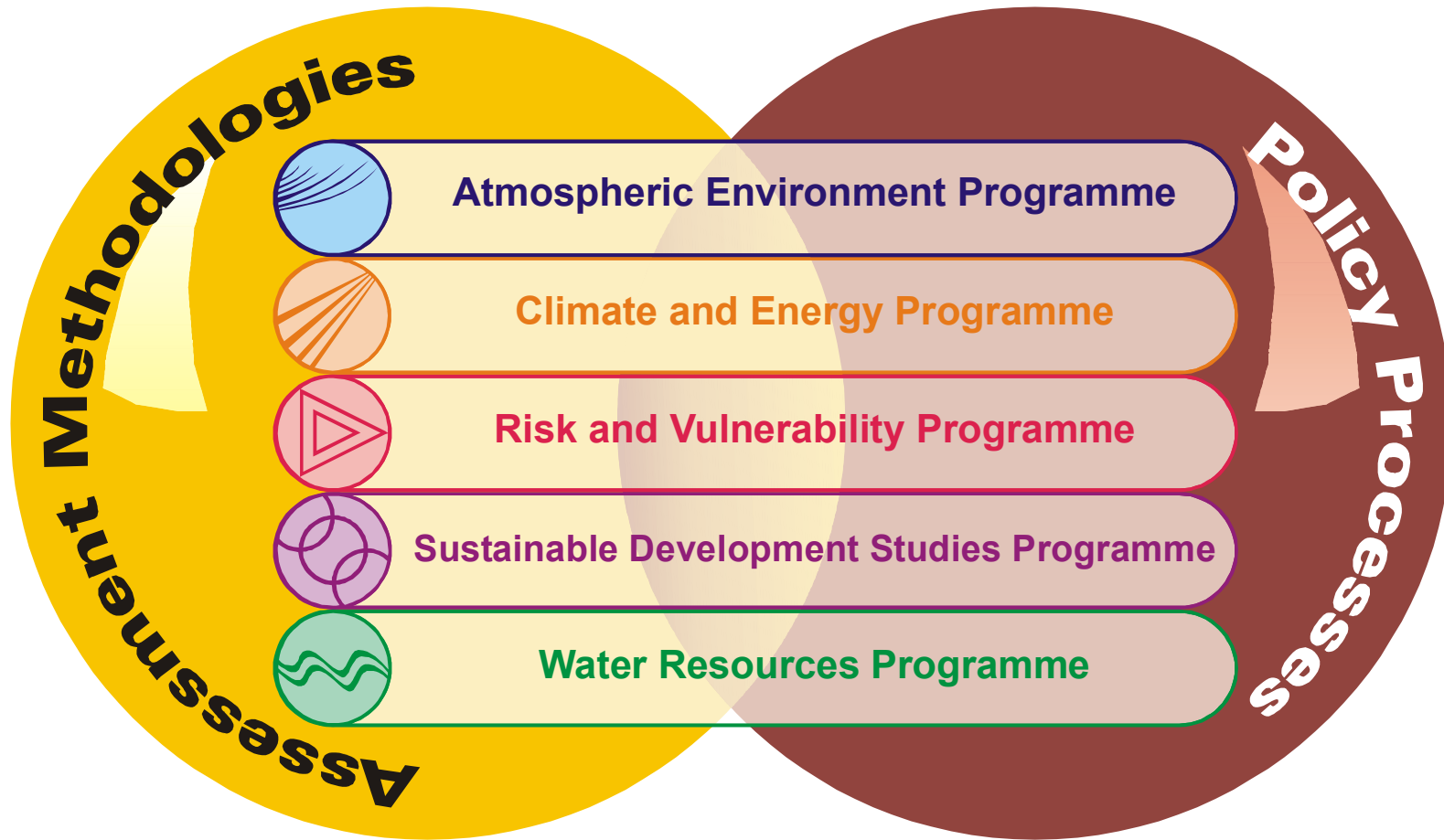
The Stockholm Environment Institute (SEI)

SEI is an independent, international research institute specializing in sustainable development and environment issues. The SEI mission developed from the insights gained at the 1972 UN Conference on the Human Environment in Stockholm (after which the Institute derives its name), the work of the (Brundtland) World Commission for Environment and Development and the 1992 UN Conference on Environment and Development.

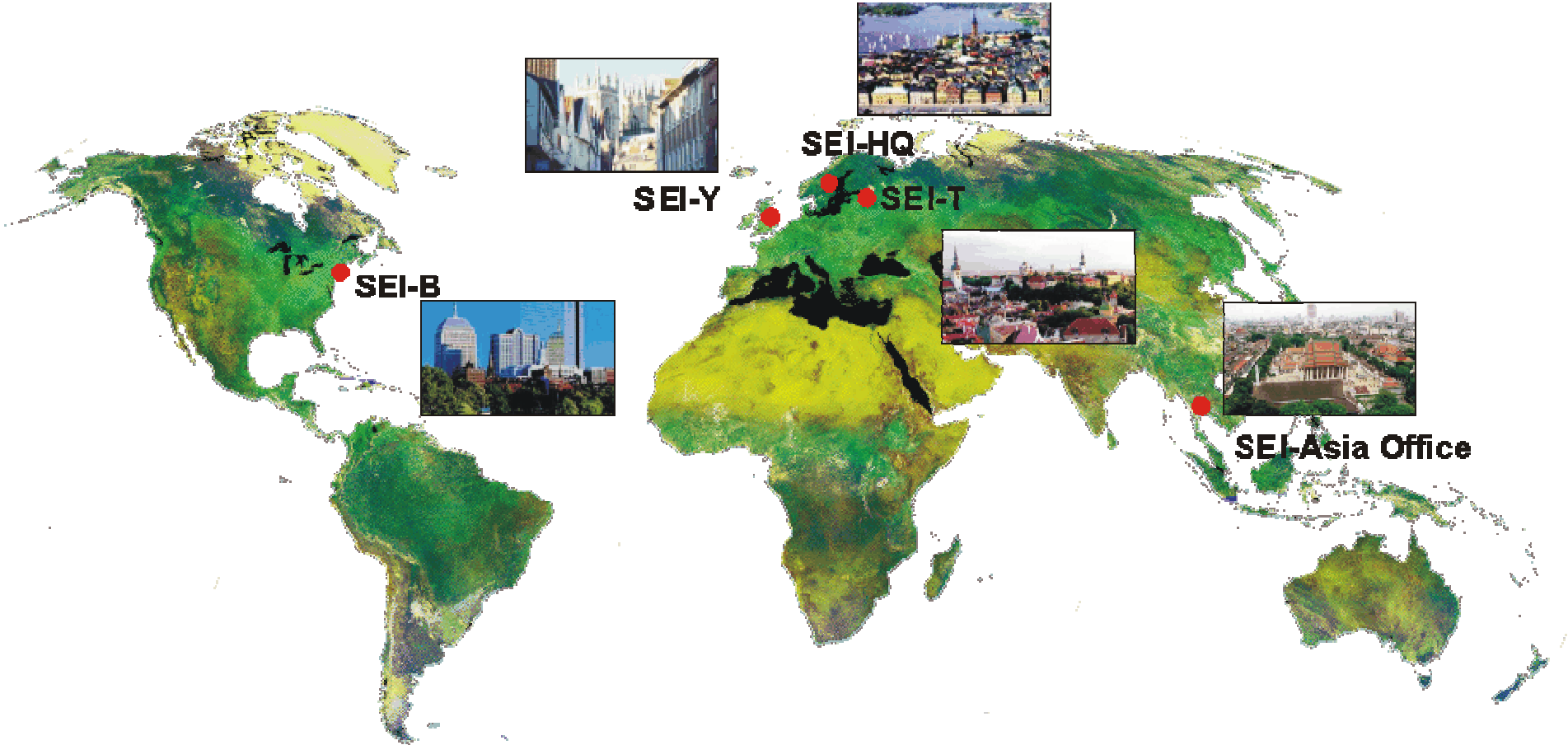


Mission

SEI's mission is to support decision-making and induce change towards sustainable development around the world by providing integrative knowledge that bridges science and policy in the field of environment and development.



The SEI Centres



Transport Focus

- York Intelligent Travel (16% decline in car use)
- Vision Zero
- Low carbon transport study for Y&H RA
- Air Quality in UK cities
- APMA

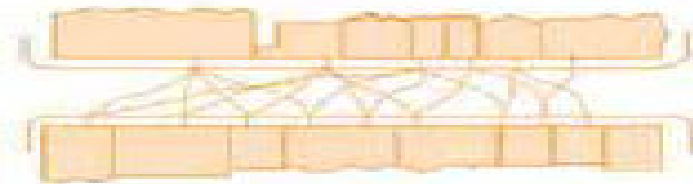
Quality of Life

- Communities and Neighbourhoods (Donald Appleyard)
- Road safety
- Links with strong economy and inward investment (Basle)
- Air quality, noise and health
- Obesity/active travel

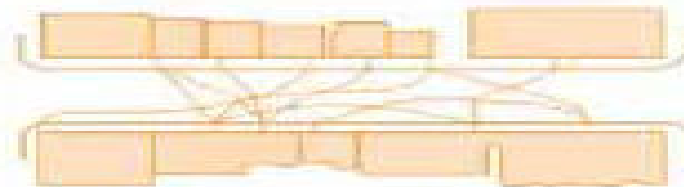
Traffic flow affects social interaction



Light motorised Traffic
3.0 friends per person
6.3 acquaintances



Moderate motorised Traffic
1.3 friends per person
4.1 acquaintances

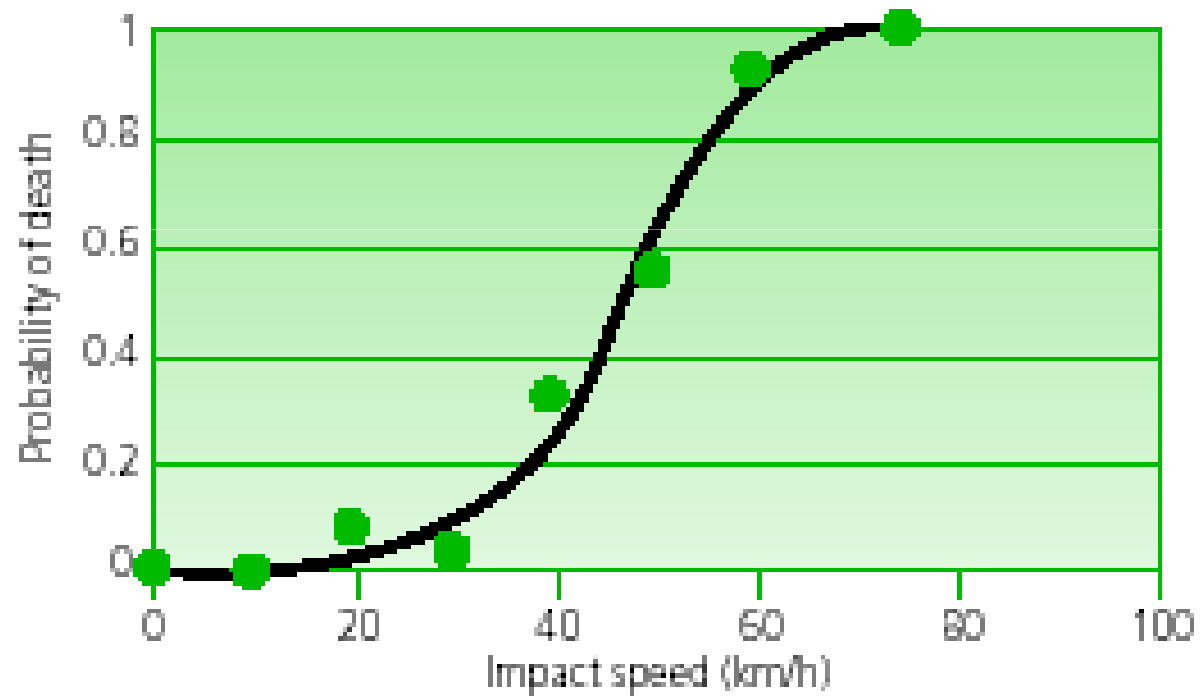


Heavy motorised Traffic
0.9 friends per person
3.1 acquaintances

----- Social interaction

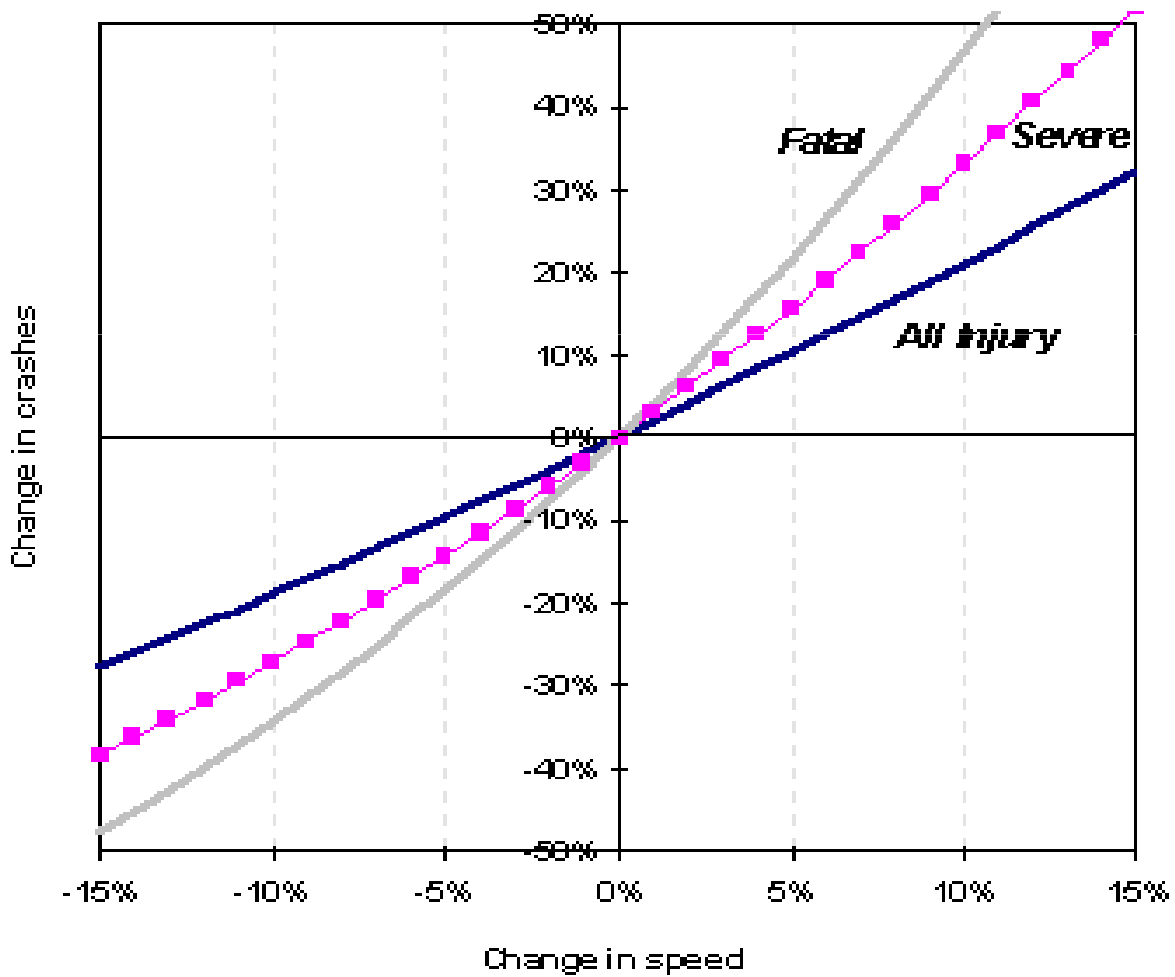
FIGURE 3.3

Pedestrian fatality risk as a function of the impact speed of a car



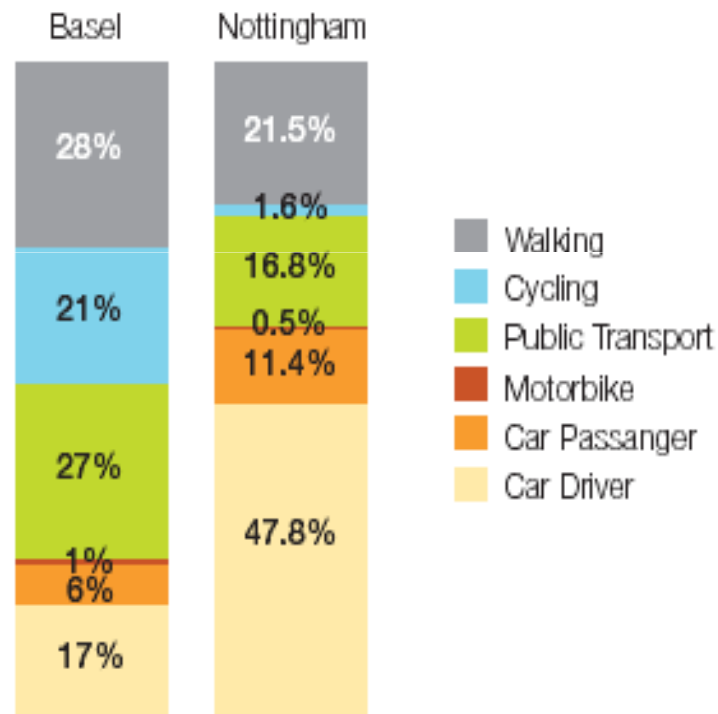
Source: reproduced from reference 49, with the permission of the publisher.

- Pedestrians have a 90% chance of surviving car crashes at 30km/h or below, but less than a 50% chance of surviving impacts at 45 km/h or above (50).
- The probability of a pedestrian being killed rises by a factor of 8 as the impact speed of the car increases from 30 km/h to 50 km/h (51).



Mode travel choice in Basel, Switzerland and Nottingham, UK

% trips per person (Socialdata)



Premature deaths due to particulate matter

Germany 65,088

Italy 39,436

France 36,868

UK 32,652

Poland 27,934

Spain 13,939

Netherlands 13,123

Hungary 11,067

Belgium 10,669

Czech Republic 7,996

Austria 4,634

Air pollution and health

- How many die and/or hospitalised in York as a result of air pollution
- Greater impact on children and the elderly
- Links with cardiovascular disease
- Growth in traffic large enough to cancel out gains from technology

Table 1.1

Maximum average of pollutant concentrations breathed in by cyclists and motorists in one hour on the same journey at the same time

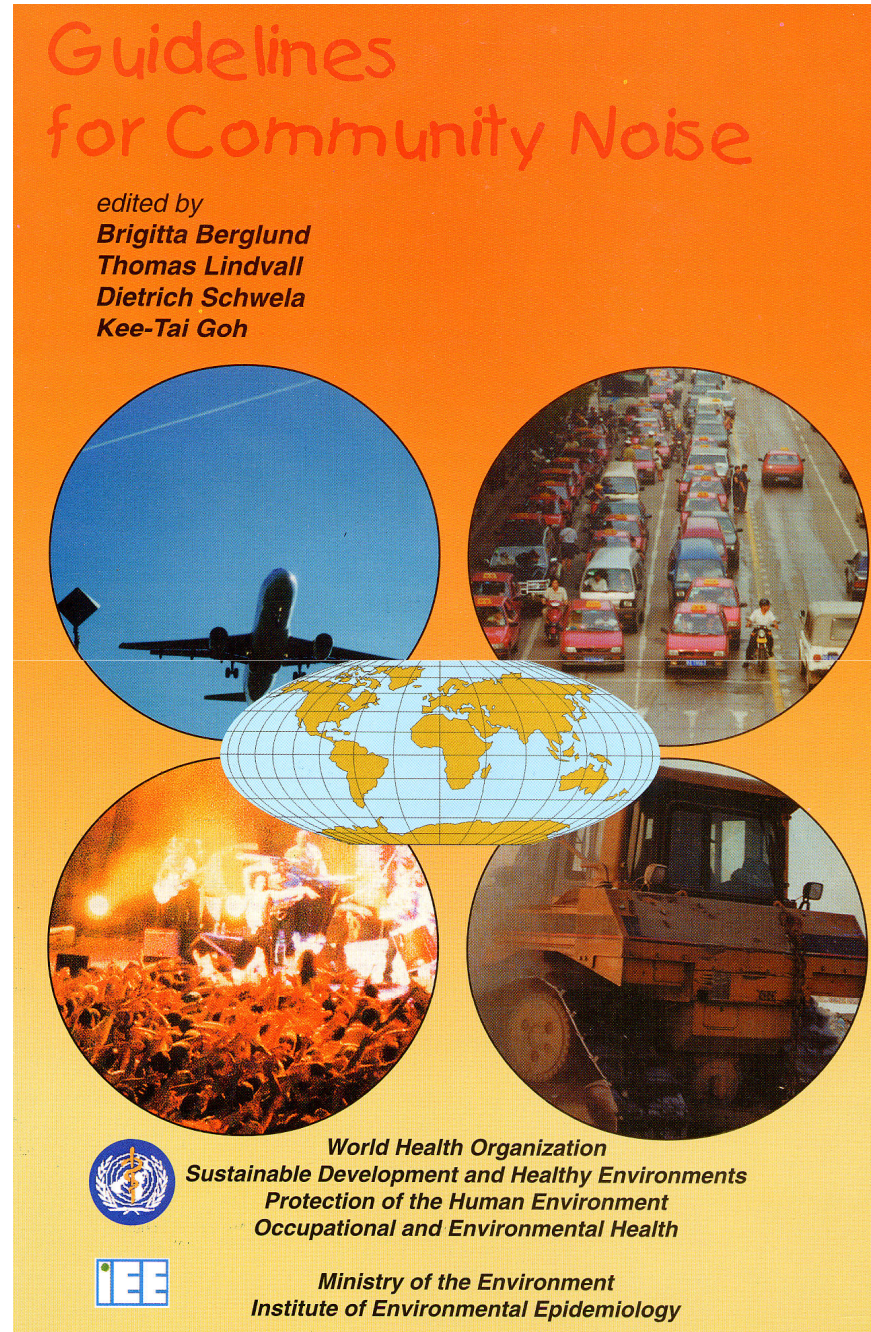
	Cyclists ($\mu\text{g}/\text{m}^3$)	Motorists ($\mu\text{g}/\text{m}^3$)
Carbon monoxide (CO)	2 670	6 730
Nitrogen dioxide (NO_2)	156	277
Benzene	23	138
Toluene	72	373
Xylene	46	193

Source: The exposure of cyclist, car drivers and pedestrians to traffic-related air-pollutants, Van Wijnen/Verhoeff/Henk/Van Bruggen, 1995 (Int. Arch. Occup. Environ. Health 67; 187–193)

WHO

Guidelines for Community Noise

Geneva, 2000



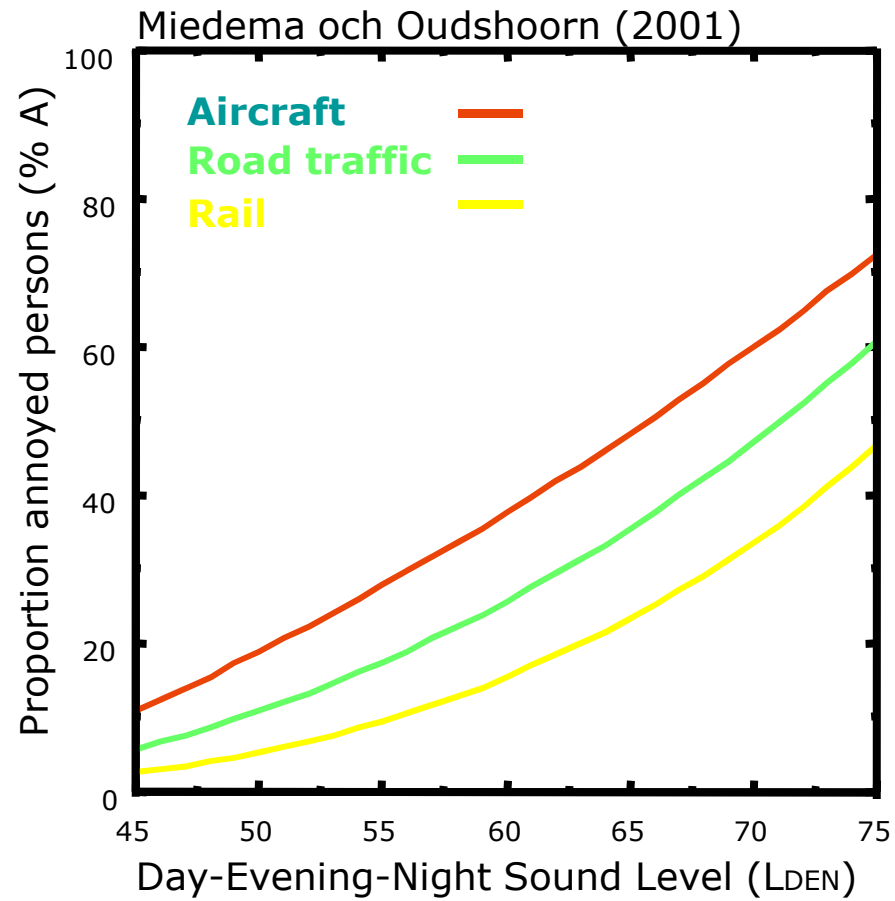
Direct Health Effects:

- Annoyance
 - Interference with communication
 - Sleep disturbance
 - Performance, productivity and human development
 - Social behaviour
- [Possible to measure directly on human beings]

Effects of Noise on Performance

- Direct performance effects:
- Chronic effects on cognitive development, memory and reading in children
- Chronic effects on motivation in children

Annoyance: % A = f (LDEN)



Sleep

S L E E P

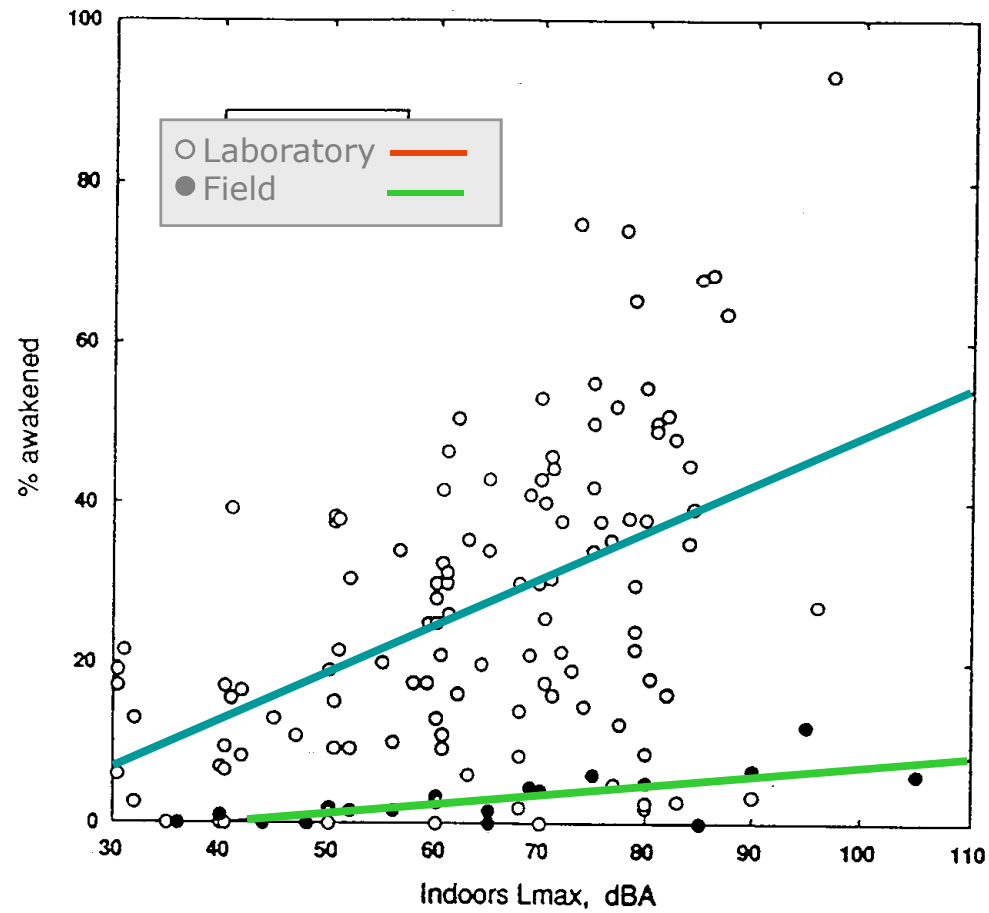
J. ALLAN HOBSON



ISSN 1040-3213

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Sleep Disturbance: LAB - FIELD



Long Term Health Effects

- Hearing Impairment
- Psychophysiological Effects, mainly cardiovascular effects (ischaemic heart disease, hypertension) and stress effects
 - [Risk assessments of effects]

Vulnerable Groups

- **Children and adolescents**
- **Hearing impaired persons**
- **The Elderly**
- **Shift and night-time workers**
- **Persons with diseases/in rehabilitation**

Target 24 of Health for All Strategy

- “By the year 2000, cities, towns and rural communities through the region should offer physical and social environments supportive to the health of their inhabitants”

[WHO European Member States, 1991]

WHO Guideline Values

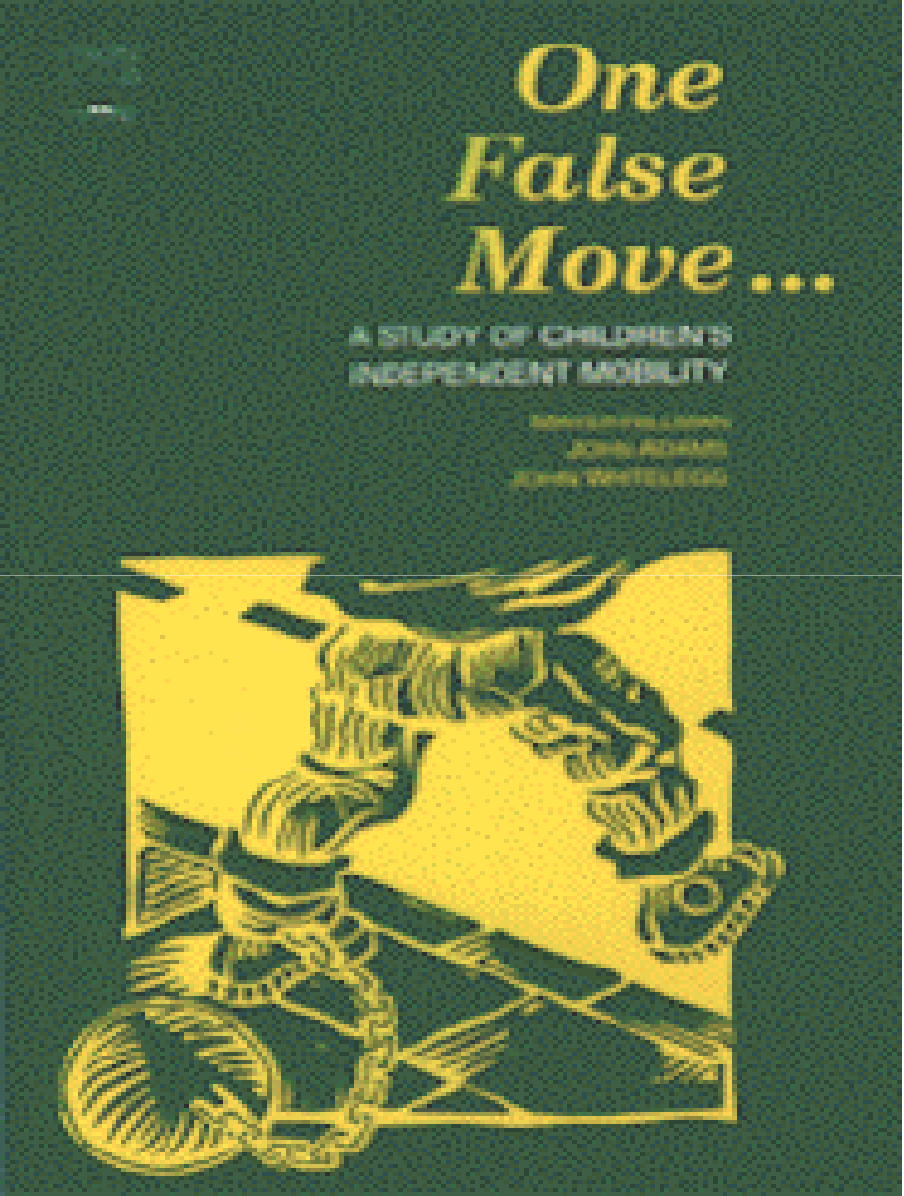
Specific Environment	Critical Health-Effects	LAeq dB	Hours	LAmx dB fast
Outdoor living area	Moderate annoyance, day & evening	50	16	-
Schools and preschools, indoors	Speech intelligibility	35	During class	-
Dwelling inside bedrooms	Sleep disturbance, nighttime	30	8	45

WHO Guideline Values

Specific Environment	Critical Health-Effects	LAeq dB	Time in Hours	LAmx dB fast
Industrial, commercial shopping and traffic areas, in- & outdoors	Hearing impairment	70	24	110
Music in headphones, impulse sounds from toys, fireworks and firearms	Hearing impairment in children	-	-	120
Outdoors in parkland and conservation areas	Disruption of tranquillity	Low		

Annex 4, Health Targets for Transport, Environment & Health

- **Reverse the noise pollution trend of increase by**
 - **noise emission measures**
 - **noise immission measures**
- **Protect existing quiet areas and promote quietness**



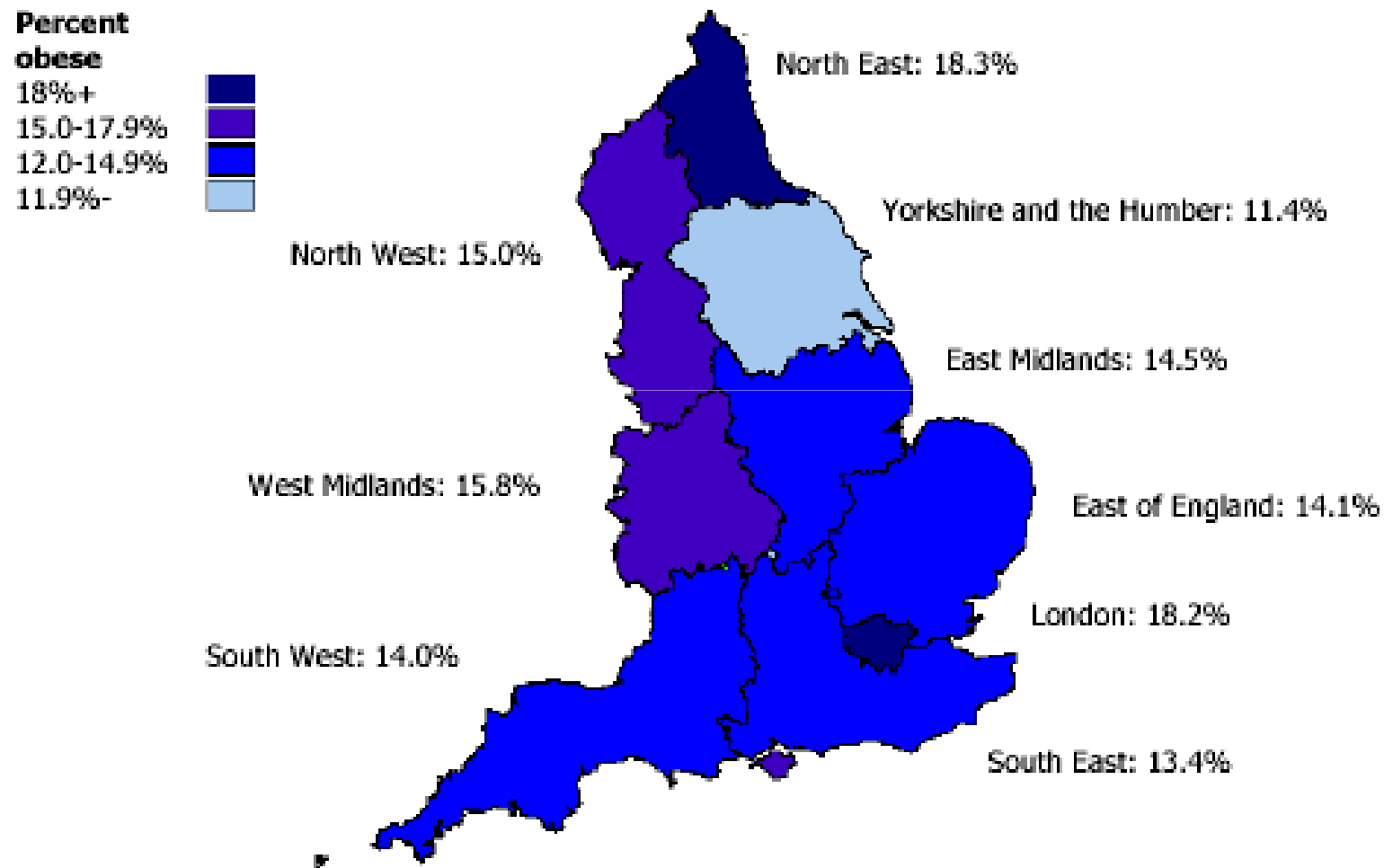
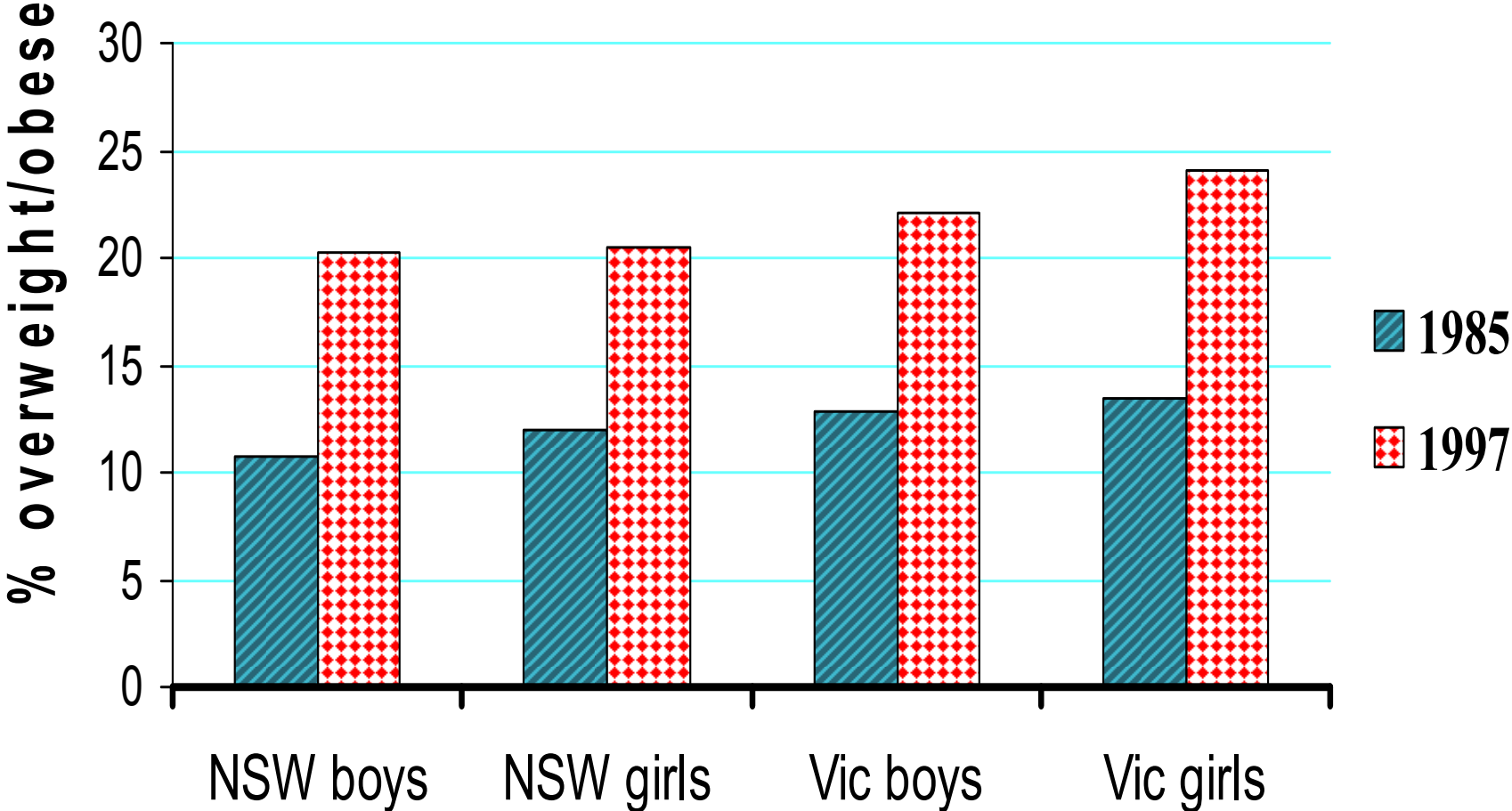


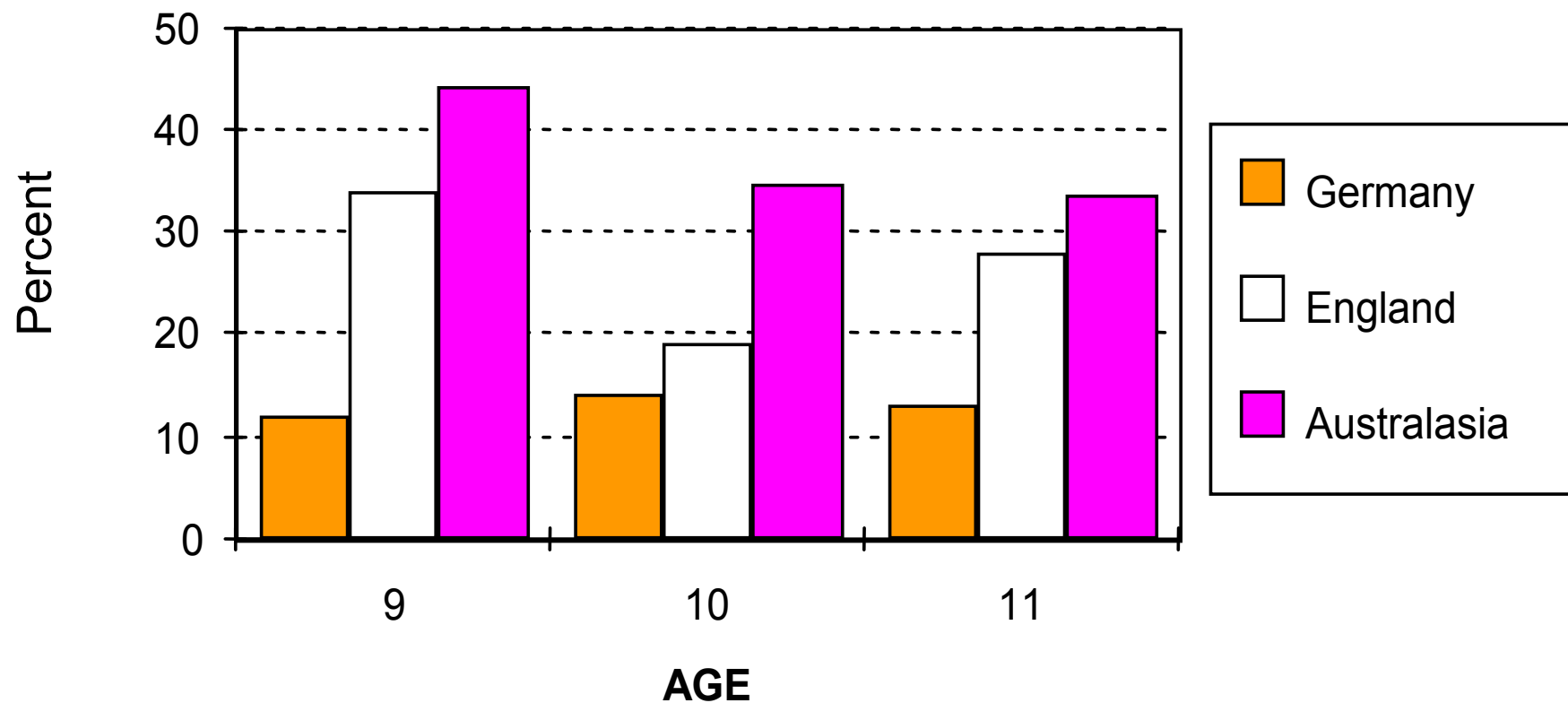
Figure 5: Obesity among children aged 2-10, by Government Office Region, 2001-2002

Sharp Rise in Obesity and Overweight among Children in NSW and Victoria, 1985-1997

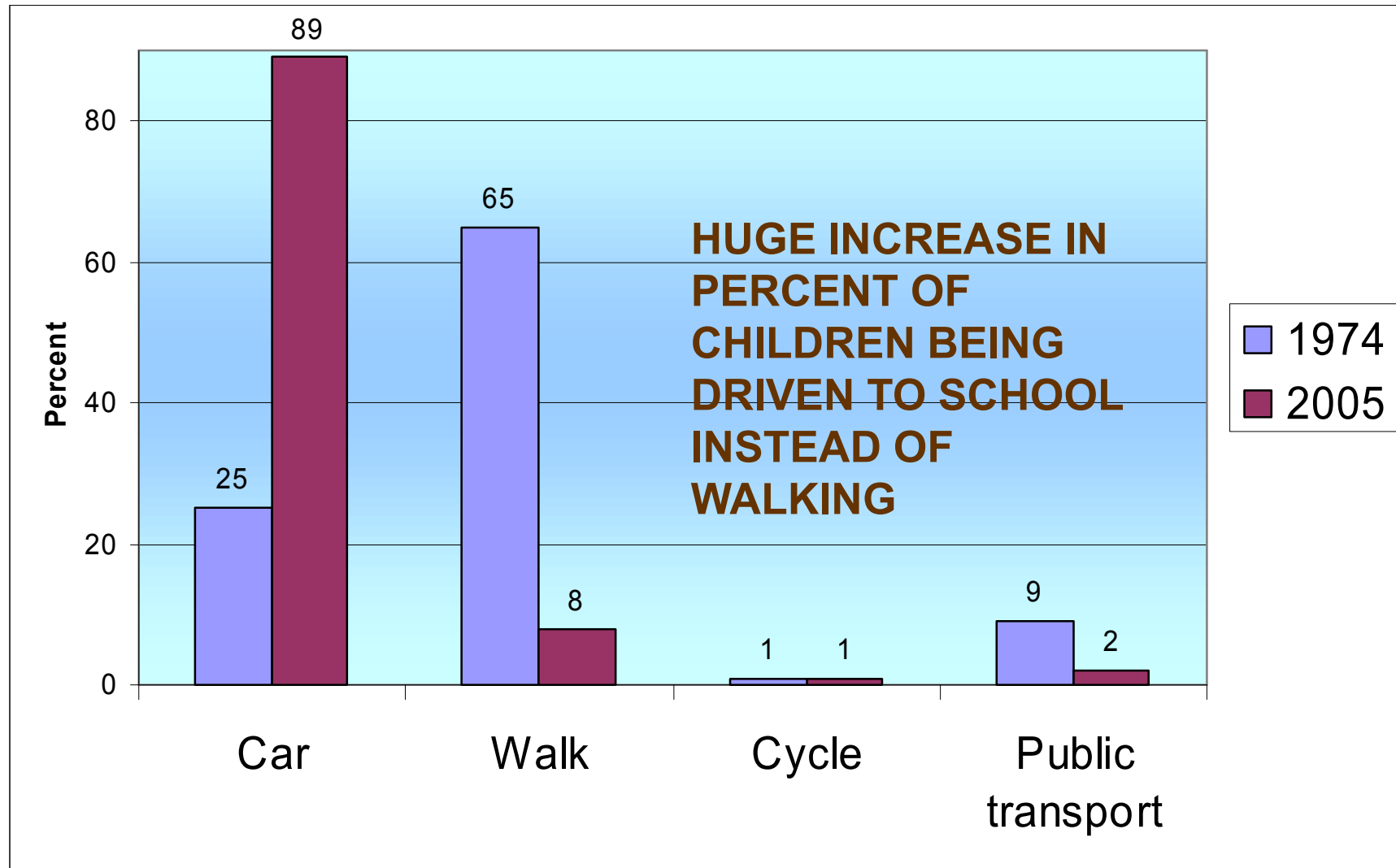
What does this bode for the future health of Australians?



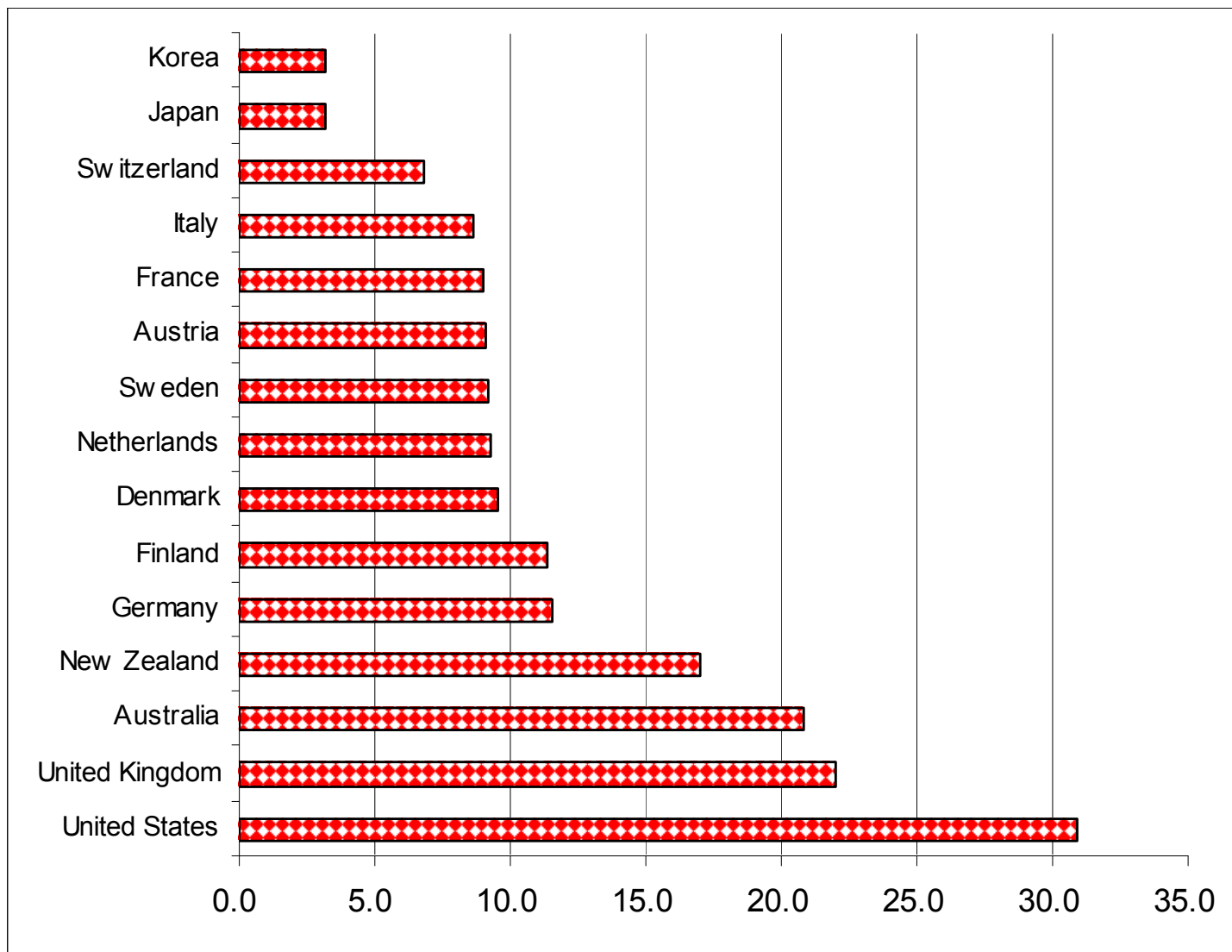
Percent of children driven to school by car in 1990s in Germany, England and Australasia (Tranter, 1996)



Modes of transport to primary school in Melbourne, 1974 and 2005 (Source: Peddie & Somerville, 2005)

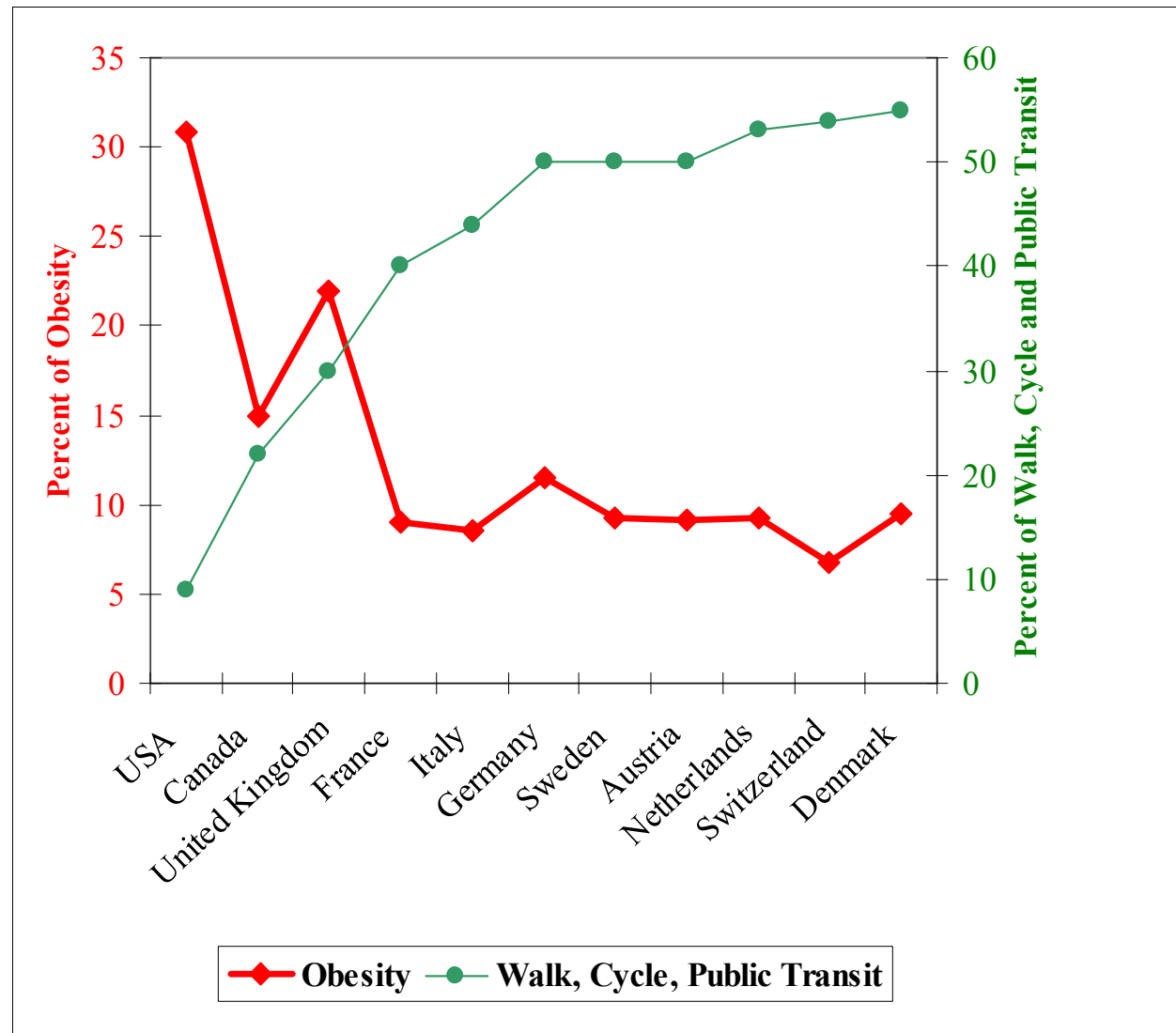


Obesity Rate by Country



Sources: Centers for Disease Control and Prevention, U.S. Department of Health and Human Services; World Health Organization, International Obesity Task Force; Organization for Economic Cooperation and Development, Public Health Statistics.

Obesity falls sharply with increased walking, cycling, and transit use!



Source: Pucher and Dijkstra, "Promoting Safe Walking and Cycling to Improve Public Health, *Am Journal of Public Health*, September 2003.

What action should they take?

Ensure the needs of pedestrians and cyclists are given priority when developing or maintaining streets and roads. Use one or more of the following methods:

- restrict motor vehicle access (for example, by closing or narrowing roads to reduce capacity)
- re-allocate road space to cyclists and pedestrians (for example, by widening pavements and introducing cycle lanes)
- consider selective road-user charging schemes
- introduce traffic calming schemes
- create safe routes to school (for example, via traffic-calming measures near schools and by creating walking and cycle routes to schools).

What can York do?

- Not add to road space
- General system-wide 20mph speed limit
- Reallocate highway space to people, bikes and buses
- Eliminate rat-running
- Vauban as model for new developments

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

Objectives (i) - Accessibility to Services, Employment, Education & Health Services			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Bus routes currently reviewed every five years (now due) but would benefit from more regular reviews to react to changes in the location of services, new businesses and housing developments, etc	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Better bus service overall, with increased usage, but possible positive & negative effects in particular localities. Possible alterations in subsidy levels by CYC for socially necessary bus services in York.	Undertake an urgent review of the Council's bus strategy to see how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be reversed - see Recommendation 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. There is still also only limited DDA compliant vehicles in the fleet	Improved safety measures for taxis eg CCTV in Cars would encourage greater use and offer increased protection to drivers & passengers particularly at night. Allow additional DDA compliant taxi licences	Capital cost to taxi proprietors. Potentially more passengers particularly at night and ? for disabled people to obtain appropriate vehicles	Council to drive through early implementation of full DDA compliance for all Council vehicles and council procured bus services and CCTV in taxis and private hire vehicles - see Recommendation 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.	Complete correct mapping work & selected additional areas where particular benefits identifiable.

Objectives (ii) - Air Quality - in particular looking at the five hotspots identified in the LTP2			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Road transport accounts for 49% of total emissions of Nitrogen Oxides. Mandatory EU limits for Nitrogen Dioxide (NO ₂) & particulates (PM ₁₀) are due to come into force in 2010			
2 The number, type and age of vehicles on York roads is relevant to the levels of pollutants recorded. The big polluters are lorries & buses, & older vehicles generally.			
3 York has 10 to 15 exceedences of PM ₁₀ which is well below the government objective of 35 exceedences allowed per year	unless there are major changes in York the levels of PM ₁₀ are at an acceptable level and therefore there is no solution required	Understanding of potential problem	
4 PM _{2.5} which represent the most dangerous elements, are measured at a national level and not by Local Authorities at present, and therefore there is no record of the level of PM _{2.5} in York.	Officers confirmed that, if required, they could undertake a short term project at minimal cost to measure levels of PM2.5 in the city.		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 reducing 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 ₂ hotspots by the EU deadline of 2010 - see
6 There are five technical breach areas around York's city centre; linked to NO ₂ levels Fishergate Lawrence Street Gillygate Nunnery Lane Holgate	3. Relocate queues using UTMIC 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 Cuts traffic and improves AQ for residents in breach areas Leaves local residents breathing unsafe air with consequential impacts on health and quality of life	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 early 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"> tackling key gaps in the network and difficult locations i.e. bridges, key radials and junctions, as identified by the 2003/4 cycling scrutiny review but as yet not implemented
4 It is at least 5 years since a cycling campaign was run in York.	Further campaigns could be investigated if resources could be identified, including a 'Considerate Road User' campaign as suggested by the previous Cycling Scrutiny Panel	Providing good cycling facilities involves a trade off with other road users	<ul style="list-style-type: none"> improving planning processes to ensure adequate consideration is given in new designs to cycling relaunching the Cycling Forum with a view to giving stakeholders the opportunity to shape future
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.		cycling policies and proposals, and to encourage partnership work - see Recommendation xx
6 Cycling facilities across York bridges are an issue in general			Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendations xix & xxiv
7 Cycling related target set as part of LTP2 regarding new developments over 0.4Ha to contribute either financially or physically to pedestrian, cycle or public transport networks	Threshold levels should be reviewed to bring them in line		The Cycling Champion for York to: <ul style="list-style-type: none"> ensure cycling measures are focused around what will make a difference promote considerate road user behaviour (including by
8 Although buses are not the cleanest vehicles, continuing to try and keep fleets up to date, with low emissions and using optimum fuels is the best way forward for public transport	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Increased subsidy by CYC for the bus services in York. Evidence that well over inflation price rises are reducing bus usage -assume converse applies	<ul style="list-style-type: none"> engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers - see Recommendation xxi
9 Use of mass transit systems e.g. conventional light rail (cost £10m/km), ultra light rail (cost £3-4m/km) and guided systems (cost £1m/km) are all seen as unaffordable in the York context	tram trains on existing rail lines, otherwise bus based solutions continue to be the only practicable deliverable option		

Objective (iv) - CO₂ Emissions			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 The transport sector, including aviation, produces about one quarter of the Uks total carbon emissions. Road transport accounts for 85% of this.	1. Reduce need to travel 2. Undertake more journeys by 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			

Objectives (v) - Journey Times & Reliability of Public Transport			
Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Need to improve the public's perception of bus reliability. Congestion is prime cause of delays along with bus boarding times and inappropriate timetabling. Potentially, 10% of fleet are required to deal with this. Dwell time - operators could do more to improve boarding times	Timetables should be revised to more closely reflect actual journey times, particularly at peak times and on less frequent routes. More off bus ticket purchase & on bus conductors	Greater public confidence in timetables and use of bus services. Speeding up of service boarding allowing quicker, more reliable & therefore more attractive services especially at peak times. However concerns that off bus discounted journey tickets discourage occasional/less well off users	Local bus companies to be requested to continue to revise bus timetables to provide more accurate and credible timings and work to them - see Recommendation 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 Reinststate local bus info centre and carry out more general promotion of the bus network to new users	Make people more knowledgeable and confident with using the network, including those for whom face to face contact is important, and those who do not regularly use local buses	Ensure positive promotion of bus network and bus usage including passenger information - see Recommendation xvii Identify underused bus services and look at ticketing and marketing measures for all services, to improve usage - see Recommendation 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 the problems above, but it may equally put casual visitors and shoppers off. Evidence of success of London road pricing scheme, not public rejection of Edinburgh & Manchester proposals	Commission a detailed study of a future Transport Strategy to 2021 and beyond based around 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				Promote health benefits of more walking and cycling	Reverse current adverse trends on health and obesity
5 Major vehicle presence can detract from historic / conservation area settings				Reduce traffic and street furniture, along with all the signs and other street clutter	

Objectives (viii) - Road Safety			
Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Pedestrian accidents particularly concentrated in and around city centre, and then on main and distribution road in the main urban area (inc Haxby & Strensall)	1. Implement an effective strategy based on a combination of the following: a. Reducing traffic flows b. Managing traffic speeds	Well researched link between traffic speed, accident numbers and severity. Improved adherence to seat belt laws, drink driving laws and speed limits etc	Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendation 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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THE VISION
A thriving, sustainable (economically, socially and environmentally), vibrant community..... where traffic will be less congestedand everyone can access services and enjoy a better quality of life (including better air quality), without dependence on the availability of a carand with greater safety and security

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

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

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

THE 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

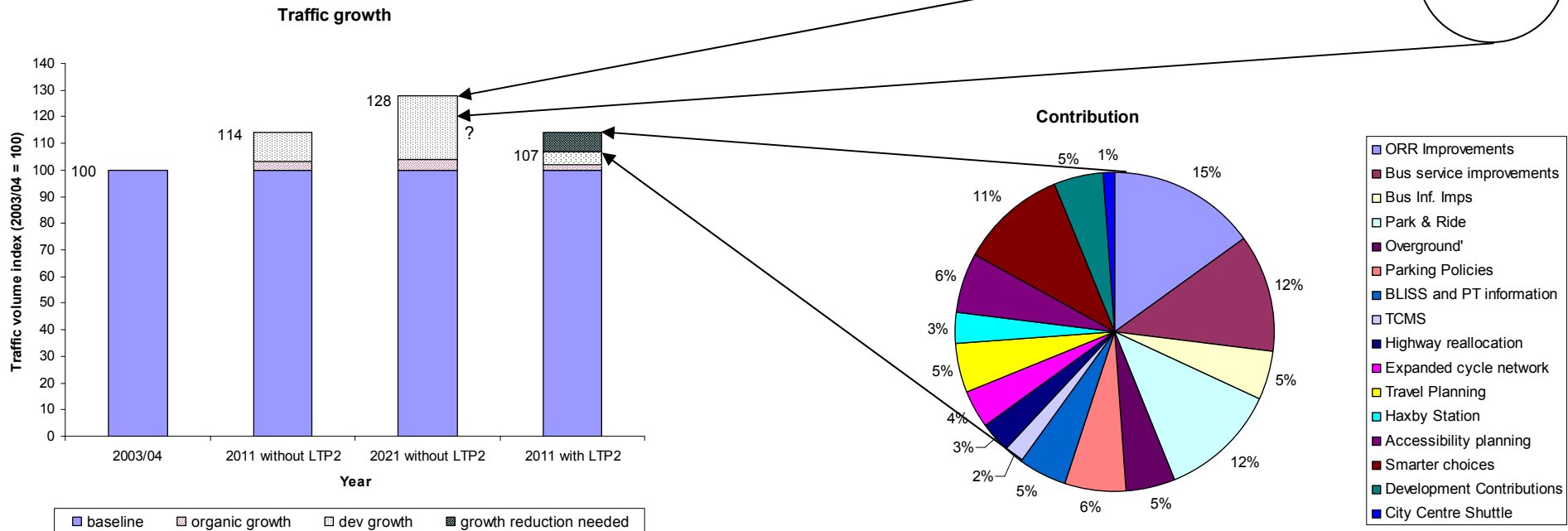
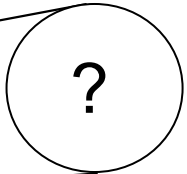
The continuation and expansion of development that has taken place in the city over recent years will, together with ‘organic growth’ add a significant level of transport demand (primarily private car) on the city’s transport network. It is likely that the network will struggle to cope with this level 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 ^{1,2}	Targets ³											Also contributes to:			
		06/07	07/08	08/09	09/10	10/11				1	2	3	4	5	6	7	8	9	10	11				
Tackling Congestion	Traffic Congestion Management System roll-out								2,7			Y												
	A64 Hopgrove Roundabout		◆						2,4	Y			Y	Y										
	Moor Lane Roundabout		◆						4, (2)	Y			Y	Y										
	Other ORR Improvements					◆			2,4	Y			Y	Y										
	Bus Lanes (A19 N&S, Wigginton Road)					◆			1,2,7	Y	Y	Y			Y	Y	Y			Y	Y			
	High Occupancy Vehicle Lane					◆			1,2,7	Y	Y	Y			Y	Y	Y			Y	Y		AQ	
	Bus Priorities (Radial Routes & FTR)					◆			1,2,7	Y	Y	Y			Y	Y	Y			Y	Y			
	Designer Outlet P&R Relocation	◆							1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	Askham Bar P&R Expansion		◆						1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	Grimston Bar P&R Expansion					◆			1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	A59 P&R					◆			1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	Wigginton Rd P&R					◆			1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	FTR Roll-out on other routes		◆						1,2,5,7	Y	Y	Y				Y	Y	Y	Y	Y	Y			
	Further Development of FTR					◆			1,2,5,7	Y	Y	Y				Y	Y	Y	Y	Y	Y			
	City Centre Public Transport Access Improvements		◆						1,2,7	Y	Y	Y			Y	Y	Y	Y	Y	Y	Y		AQ	
	Development of orbital routes and transport interchange points			◆					1,2,7 (3)	Y	Y	Y					Y			Y	Y		A	
	Extension of BLISS					◆			1,2,7	Y		Y			Y									
	Real-time Information provision	◆							1,2			Y												
	Personalised journey planning	◆							1,2,5,7	Y	Y	Y					Y				Y		A	
	Segregated off-road cycle routes					◆			1,2,6,7	Y	Y	Y	Y				Y			Y			AQ	
	New pedestrian/cycle bridge					◆			1,2,5,6,7	Y	Y	Y					Y			Y			A	
	Address pinch-points on cycle network					◆			1,2,5,7	Y	Y	Y					Y	Y	Y					
	PROW links	◆							1,5,6,7								Y							
	Expansion of Footstreets	◆							3,4,5	Y			Y	Y		Y								
Car clubs	◆							1,2,5,7			Y				Y									
Haxby Station					◆			1,2,5,7	Y	Y	Y							Y	Y			A, AQ		
Harrogate Line					◆			1,2,5,7	Y										Y			A, AQ		
Beverley Line					◆			1,2,5,7	Y										Y			A, AQ		

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

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

Notes

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

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Regional & Local Policy Driving Change

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

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

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

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

¹ Moving Forward: The Northern Way Strategic Direction for Transport

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Optimal Combination Solutions For Addressing Congestion

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

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

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

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

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

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

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

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

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

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

Which Way Now?

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

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

Notes

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



Traffic Congestion Ad-hoc Scrutiny Committee**12 October 2009**

Report of the Head of Civic Democratic & Legal Services

Traffic Congestion – Residents Survey**Summary**

1. This report presents a draft of the planned residents survey, based on the findings of this scrutiny review, (produced by Marketing & Communications), and asks Members to agree any revisions in order that it can be put into production and issued.

Background

2. Members have spent a long time gathering information to support the ongoing Traffic Congestion Ad-hoc Scrutiny Review, as detailed in their draft final report shown elsewhere in the agenda for this meeting.
3. 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.
4. In January 2008, Marketing & Communications were consulted on the best methods for producing, distributing and analysing the survey and they provided a costing for this which was used to request the relevant funding. In June 2008 Scrutiny Management Committee (SMC) agreed to provide the funding based on that costing (shown at Annex A), The budget allocated for carrying out the survey based on the original costings was carried forward from the scrutiny budget for the financial year 2008/09, into the scrutiny budget for the financial year 2009/10.
5. As part of the original costings, it was agreed that the survey would be distributed as an insertion within 'Your Ward / Your City' in order to limit the distribution costs, and at a meeting in June 2009, Members agreed the layout for the survey based on a previous survey produced as part of the consultation on LTP2.
6. However, subsequently it has been suggested that this would not be advisable as it may lead the public to believe that the Council is intent on taking up some of the more radical solutions identified within the scrutiny final report rather than them being only scrutiny recommendations for the Executive to consider. Therefore Marketing & Communications have been instructed not to distribute the survey as

an insert within a Council publication. Any change to the agreed distribution method, together with the delay in progressing the survey, has resulted in an increase in the cost of the survey and a revised costing is attached at Annex B.

7. At a meeting on 28 September 2009, SMC considered a update report on the progress made with carrying out the planned Traffic Congestion survey. They queried the delays in producing a draft of the survey for this Committee's consideration. They recognised the resulting delays to its production and distribution, and the knock on effects to the distribution of the LTP3 consultation document. With this in mind, they have instructed this Committee to ensure the survey is sent out no later than December 2009. In order for this to happen and to minimise the increase in costs resulting from the delays in progressing the survey, SMC gave their view that the survey should go out as an insertion within December's 'Your City' publication, which is clearly at odds with the instruction given to Marketing & Communications detailed in paragraph 5.

Consultation

8. Marketing & Communications were tasked with creating a draft survey for this Committee's consideration, and this work has now been completed in conjunction with key officers from City Strategy – see Annex C.
9. Most recently, an alternative suggestion has been put forward by senior officers within City Strategy, that the suggested traffic congestion survey be amalgamated into the planned LTP3 consultation process outlined below:
 - 'City Wide Issues & Priorities' consultation document – to be sent out at end of October
 - 'Potential Options For City' consultation document based on findings from two previous consultation – to be sent out as an insertion within 'Your City' in April 2010
 - Consultation on Draft LTP3 – to be sent out as an insertion within 'Your City' in September 2010
 - Preparation of Final Draft of LTP3 to be completed by December 2010
10. The suggestion is that the 'City Wide Issues & Priorities' consultation document be changed to focus more on the short to medium term requirements for the city. This would be followed by the Traffic Congestion Scrutiny Committee's survey which would focus more on the longer term strategic options.
11. The scrutiny survey would be clearly identified as being developed as a result of the scrutiny review work completed by this Committee, and would be sent out as an insertion within 'Your City' in December 2009 as planned. The findings from both the LTP3 'Issues and Priorities' and this Committee's survey would then be used to inform the content of the 'Potential Options For City' consultation document due to go out in April 2010.

Analysis

12. It should be noted that this latest suggestion contradicts the previous advice given that the scrutiny review survey and the Council's LTP3 consultation process should not be linked, in order to prevent any confusion as to the ownership of those processes etc as detailed in paragraph 6 above (particularly as both may be similar in style and content). It would however enable the LTP3 consultation process to proceed as soon as possible which would be advantageous to the Council.

Options

13. Having considered the draft survey attached, Members may:
 - Agree the content and layout of the survey as presented, and proceed with its publication and distribution
 - Amend the survey content and layout prior to its publication and distribution
 - Agree not to proceed with this Committee's survey and agree to a limited number of traffic congestion questions being included in the LTP3 consultation document

Corporate Strategy

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

Implications

15. **Financial** - The financial implications of carrying out the survey are outlined in Annex B.
16. **Legal, HR, Equalities, Crime & Disorder, Property or Other** – There are no known implications associated within the recommendation within this report.

Risk Management

17. There is a risk that by not including the right level of information in a survey, it may limit the number of residents who choose to engage in the consultation. In this instance, this in turn may effect the strength of the argument for the Executive to agree to the recommendations arising from the Traffic Congestion 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

18. Members are asked to decide whether they wish to proceed with their planned survey of York residents in order to evidence the findings from this scrutiny review and support the arising recommendations.

Reason: To evidence the value of the work of this Scrutiny Committee

Contact Details

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Chief Officer Responsible for the report:

Quentin Baker
Head of Civic, Democratic & Legal Services

Report Approved

Date 30 September 2009

Wards Affected:

All

Background Papers: Draft Final Report dated 12 October 2009 (shown elsewhere on this agenda)

Annexes:

- Annex A** – Original costings for Consultation
- Annex B** – Revised costings for Consultation
- Annex C** – Draft Survey

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).

Traffic Congestion Scrutiny Review

Costings For Production and Distribution of Survey to all Households

Printing

Quantity:	90000 Copies	
Description:	8 page A4 full colour booklet printed on 80gsm 100% recycled paper Subject to final print buying process	£5,300
	Alternative option as above but only two colours	£4,050

Above price is for delivery to one address. There will be extra Costs of approximately £300 if they need to be delivered to different distributors home addresses.

Design

Dependent on number of photographs, amendments and the final text:	£700
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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 options

i	Solus distribution with a locally based national distribution company	£8,500
ii	Solus distribution by local listings magazine company	£7,500
iii	Distribution alongside local listings magazine	£2,400
iv	In-house Solus distribution	£7,500
v	In-house distribution with Your Ward (will take up to six weeks)	£3,700
vi	In-house distribution with Your City (will take up to two weeks)	£2,403

Return post costs

'FREEPOST' return address Dependent on the number of returns If 10% returned = 9,000 @ 0.30p =	£2,700
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Data processing and analysis (outsourced)

Dependent on number of returned surveys If 10% returned = 9,000	£6,500
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Minimum Total based on a two-colour survey, 9,000 returns & distribution with Your City	£17,353
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This does not include any additional costs to cover requests for the survey in alternative languages, large print, Braille or on audio tape.

Marketing & Communications have confirmed that the usual consequence of sending out a survey to all York residents is that detailed and lengthy enquiries are likely to be received for up to six weeks after the survey is issued.

Marketing and Communications do not have the additional staff resources, nor the detailed knowledge of the subject, required to deal with enquiries received as a result of sending the survey out.

An email contact address and telephone number would need to be included in the survey, and resources identified in order to respond to the public on these issues.



Traffic Congestion In York

In York, decisions are taken by a small group of councillors known as Executive Members (similar to the Cabinet in central government),

Councillors who are not members of the Executive act as watchdogs by examining Executive decisions, and the policies and performance of the Council. They can make recommendations to the Executive where they think things could be improved for residents. This function is called 'Overview and Scrutiny'.

For a number of years the issue of increased traffic congestion in York has been recognised, given that its medieval road network was not designed for 21st century traffic flows. Preserving its historical setting while minimising the environmental impact of traffic congestion is therefore a major challenge for the city.

To look at ways of reducing present and possible levels of traffic congestion in the future, a cross-party 'Traffic Congestion Ad-hoc Scrutiny Committee' was formed, made up of the following Councillors:

Councillor D Merrett (Chair)

Councillor K Orrell

Councillor B Hudson

Councillor R Pierce

Councillor T Holvey

Councillor T Simpson-Laing

Councillor J Morley

Throughout the review, the Committee have received expert advice from the following co-opted non-statutory members:

Mr M Smith - Emeritus Professor in the Department of Mathematics at the University of York & participant in a DTI research program designed to assist in the development of future Intelligent Transportation Systems

Mr M Page - Lecturer at the Institute for Transport Studies, University of Leeds

The Scrutiny Committee was charged with looking at City of York Council's current transport policies and their impact on managing anticipated traffic growth, and to understand the views of York residents about this subject. As this Committee nears the end of its review, it will agree a number of recommendations to be made to the Executive based on their findings and residents' views. With that in mind, they have produced the following survey in order to understand what York's residents think about congestion levels in the city and the difficult and critical choices to be made to tackle it, and to gain York residents and businesses positive co-operation. They have come up with four scenarios for reducing congestion that this leaflet lists on the next pages, which they would like your views on.

The Committee greatly value your thoughts, so please complete the survey and return using the freepost address by **XXXX**. Your views will be taken into account and discussed by the Committee in **X**. The results from the survey will be published in **X**.

The Committee has identified four scenarios for tackling congestion in York.

A Tackling commuting into and through the city – aims to reduce the number of journeys through the city centre by actions such as:

- Improving the outer ring road to encourage commuters travelling by car for cross-city journeys in preference to going via the city centre, and remodelling existing routes into the city to improve them for cyclists and public transport users.
- Investing in marketing campaigns to encourage people to use public transport, walk and cycle
- Investing in public transport, including Park & Ride to improve its availability, quality, frequency and reliability
- Investing in rail transport services of all types including new technologies such as tram-trains
- Charging for workplace parking (this cost could either be absorbed by the employer or charged to the employee). The revenue would be reinvested to improve the transport network and reduce congestion.
- Road user charging (charging for travel on certain roads / zones in the city) The revenue generated would be reinvested to improve the transport network and reduce congestion.
- Establish a freight consolidation centre on the outskirts of the city to reduce the size and number of delivery vehicles coming in to the city centre.

<p>Outcome: Predicted to achieve an 8-10% reduction in congestion by 2021, but it does little to encourage people to switch to more sustainable forms of transport for shorter journeys.</p>

B Easing movement around the city – aims to encourage people not to bring their cars into the city through improving public transport using the sorts of methods below:

- Investing in marketing campaigns to encourage people to use public transport, walk and cycle
- Improving cycle routes in the city
- Investing in public transport, including Park & Ride to improve its availability, quality, frequency and reliability
- Giving more road space to sustainable forms of transport (e.g. cycles and/or buses)
- Charging for workplace parking (this cost could either be absorbed by the employer or charged to the employee). The revenue would be reinvested to improve the transport network and reduce congestion.
- Road user charging (charging for travel on certain roads / zones in the city). The revenue generated would be reinvested to improve the transport network and reduce congestion.

Outcome: Predicted to achieve 7-8% reduction in congestion by 2021 by promoting the use more sustainable forms of transport for shorter journeys. But, it does little to tackle long distance commuting into the city.

C Reducing congestion without charging – aims to cut city centre traffic without introducing new charges for motorists:

- Investing in marketing campaigns to encourage people to use public transport, walk and cycle
- Improving cycle routes in the city
- Investing in public transport, including Park & Ride to improve its availability, quality, frequency and reliability
- Investing in rail transport services of all types including new technologies such as tram-trains)
- Giving more road space to sustainable forms of transport (cycles and/or buses)

Outcome: Predicted to achieve 7-12% reduction in congestion by 2021 by encouraging walking, cycling and travelling by bus for journeys less than five miles and investing in rail services for longer distance commuting. This scenario is largely dependent on securing considerable government funding to put it into place.

D Reducing congestion with charging – aims to radically cut city centre traffic through improving options for avoiding the city centre, charging for workplace parking and driving in certain zones of the city:

- Improving the outer ring road to encourage commuters travelling by car for cross-city journeys in preference to going via the city centre, and remodelling existing routes into the city to improve them for cyclists and public transport users.
- Investing in marketing campaigns to encourage people to use public transport, walk and cycle
- Improving cycle routes in the city
- Investing in public transport, including Park & Ride to improve its availability, quality, frequency and reliability Investing in rail transport services of all types including new technologies such as tram-trains
- Giving more road space to sustainable forms of transport (e.g. cycles and/or buses)
- Charging for workplace parking (this cost could either be absorbed by the employer or charged to the employee). The revenue would be reinvested to the transport network and reduce congestion.
- Road user charging (charging for travel on certain roads / zones in the city). The revenue generated would be reinvested to improve the transport network and reduce congestion.
- Establish a freight consolidation centre on the outskirts of the city to reduce the size and number of delivery vehicles coming in to the city centre.

Outcome: Predicted to achieve 15-20% reduction in congestion by 2021 through improving roads, cycle routes, bus lanes and rail transport services along with introducing new charges, such as workplace parking and road user charging. This is less dependent on securing government funding to put the actions in to place.



This information can be provided in your own language.


我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

For the following questions please tick the appropriate box(es) unless instructed otherwise

- Q1 How do you commute in or across York (by car/rail/bus/on foot)...?
 Into York city centre (within 5 miles of your home) Continue
 Into York city centre (more than 5 miles from your home) Continue
 Across York (within 5 miles of your home) Continue
 Across York (more than 5 miles from your home) Continue
 No – Don't work / commute Go to Q3
- Q2 Is the majority of your commute..?
 By car By train By bus By Park & Ride (drive to Park & Ride) By Park & Ride (get to Park & Ride by other means) On foot
- Q3 Do you currently use the following modes of transport to travel in and around York (for any type of journey)? Please tick all that apply
 Car Train Bus Park & Ride (drive to Park & Ride) Park & Ride (get to Park & Ride by other means) On foot
- Q4 What barriers (if any) do you face for travelling by bus?
 None Need to change buses on journey
 Cost Walking distance from home to bus stop
 Frequency of service Walking distance to destination
 Journey time Mobility / access issues
 Reliability Other _____
- Q5 What barriers (if any) do you face for travelling by bicycle?
 None No changing facilities at work
 Don't own a bicycle Too far to cycle
 Not familiar with cycle routes Weather
 No off-road routes near home Mobility prevents me
 No secure cycle parking at work Health problems / age prevents me
 Do not feel it is safe to cycle Other _____
- Q6 What barriers (if any) do you face for travelling on foot?
 None Weather
 Unsafe road crossings on route Mobility prevents me
 Takes too long to walk Health problems / age prevents me
 Too far to walk Other _____

Tackling congestion

- Q7 Please indicate how strongly you agree or disagree with the following measures (score 0 to 10, 0 indicating strongly disagree and 10 indicating strongly agree)

- Improving the outer ring road
- Investing in marketing campaigns to encourage people to use public transport, walk and cycle
- Improving cycle routes in the city
- Investing in public transport, including Park & Ride
- Investing in rail transport services of all types including tram-trains
- Giving more road space to sustainable forms of transport (cycles and/or buses)
- Workplace parking charges – the revenue generated will be used to improve the transport network and reduce congestion.
- Road user charging – area / zone charging to discourage through-city travel by cars. The revenue generated would be reinvested to improve the transport network and reduce congestion.
- Establishing a freight consolidation centre on the outskirts of the city to reduce the size and number of delivery vehicles coming in to the city centre.

Q8 From the four combined measures, how would you prefer us to tackle congestion?
Please rank from 1 to 4, with 1 being your first choice, 2 your second choice and so on.

Please rank from 1 to 4

- A** Tackling commuting into and through the city – an 8-10% reduction in congestion
- B** Easing movement around the city – a 7-8% reduction in congestion
- C** Reducing congestion without charging – a 7-12% reduction in congestion
- D** Reducing congestion with charging – a 15-20% reduction in congestion

Q9 Please explain the reasons for your first choice?

Fold along this line second

Fold along this line first

RESEARCH AGENCY ADDRESS
FREEPOST XXXX
XXXXX

Information about you

We would be grateful if you would complete the following questions. This helps us to see whether people from different backgrounds hold different views.

Q10 Are you disabled? (A disabled person is someone with a physical or sensory impairment, long term medical condition, learning difficulty or mental health problem)

Yes

No

Q11 Are you aged..?

Under 18 years

18-34 years

35-54 years

Over 55 years

Q12 What is your postcode? Please write in first section and first letter of second section
eg YO24 4

YO_ _ _

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