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## **Local Transport Plan 2006-2011, Mid-Term Report:**

### Taking on the local transport challenges in York

This draft version of the document shows the Mid Term report at its latest stage of production. Some of the text is still to be compiled as not all relevant monitoring data has been collected, and is awaited. It is also acknowledged that further editing of the text is required to make the report more concise. It does, however, provide sufficient information for Executive to either approve the report, or request changes to it, prior to its submission to government, in accordance with the recommendations of the Executive Report.

## DRAFT

### PURPOSE, BACKGROUND AND CONTEXT

#### PURPOSE

- 11.42 Welcome to the Mid-Term Report on City of York's Local Transport Plan 2006-2011 (LTP2), which sets out the progress made towards implementing the transport policies, strategies and measures contained within LTP2. It also outlines the programme for delivery for the remainder of the plan period up to 2011, including policies and projects arising from new initiatives since the publication of LTP2, together with a discussion of the risks for achieving this.
- 11.43 The purpose of this report is to:
- **Recap** the policies and strategies contained in LTP2;
  - **Report** on progress of their implementation over the past two years; and
  - **Review** LTP2 in light of changes in national and local policy and changes in York since the document was published, and the issues and opportunities available up to and beyond 2011.

#### BACKGROUND

- 11.44 All councils in England and Wales have a statutory requirement to produce Local Transport Plans (LTPs), which set out their transport policies and plans. LTPs are used (in England) by the Department for Transport (DfT) to allocate capital funding to local authorities for integrated transport measures and maintenance work.
- 11.45 Building upon the successful first Local Transport Plan for the period 2001-2006, the city's second Local Transport Plan was published in March 2006<sup>1</sup>, achieving an 'excellent' grading<sup>2</sup>. It set out the council's transport strategy for York over the next five years to 2011, and also considered the longer-term transport strategy to 2021. The transport strategy set in LTP2 was based on the government's four shared priorities for transport:
- Tackling congestion
  - Delivering accessibility
  - Safer roads
  - Better air quality
- 11.46 York's LTP2 also included the priorities of '*Improving culture, health and well-being*' and '*Enhancing education and the local economy*', in recognition of the wider quality of life benefits that transport can provide. Maintaining and managing York's transport assets, such as roads, footways and cycle tracks, bridges, street lighting, and public transport infrastructure, is also an essential part of the city's transport strategy.
- 11.47 A summary of the transport vision, themes and outcomes, and the strategy and measures to achieve them, is shown in Figure 1.1.

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<sup>1</sup> Available to view at council libraries and available to view/download from the council's website at [www.york.gov.uk](http://www.york.gov.uk)

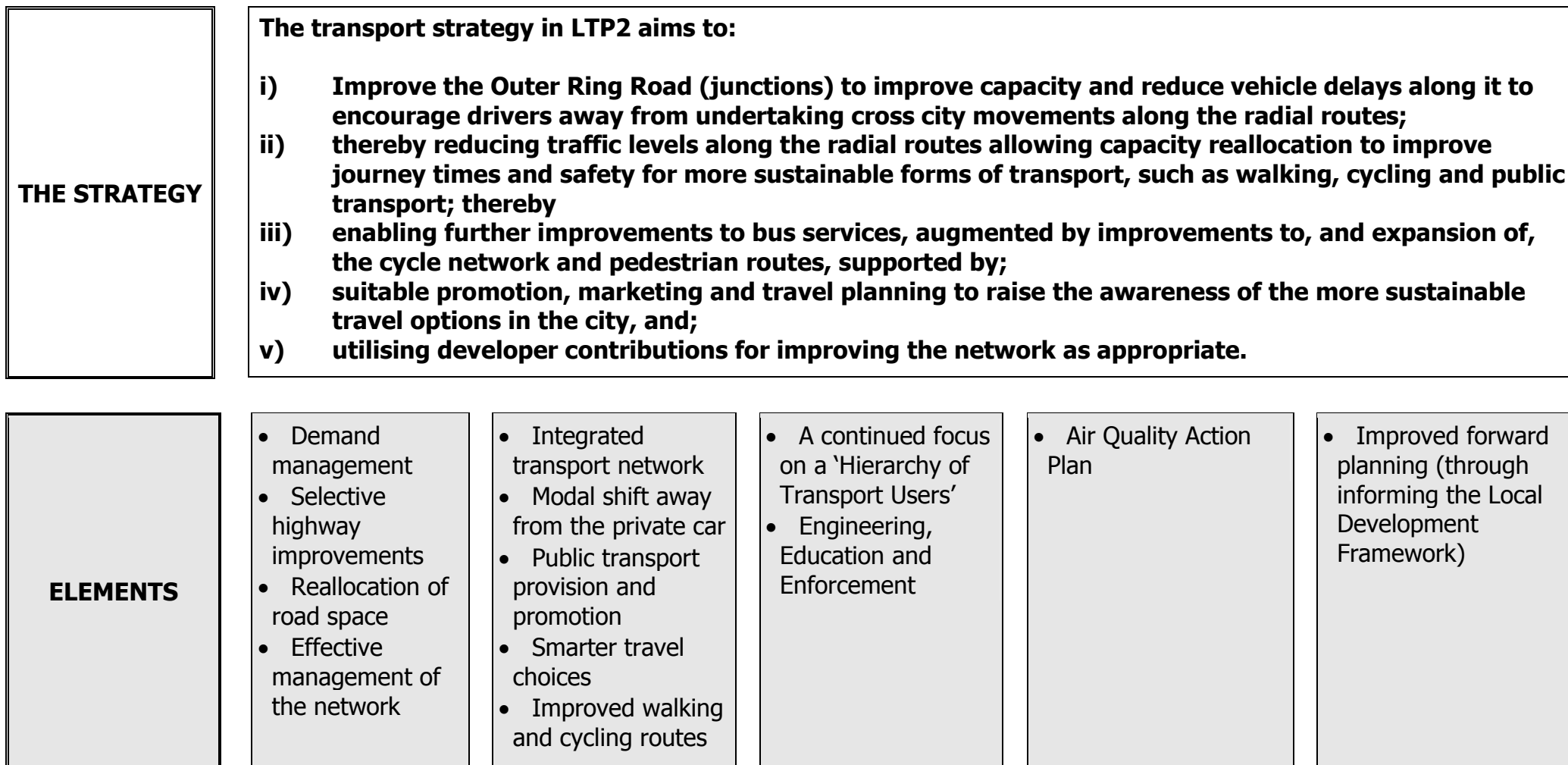
<sup>2</sup> DfT assessment of Local Transport Plans 2006-2011

DRAFT

Figure 1.1: Summary of LTP2 Transport Strategy

<p><b>THE VISION</b></p>	<p><b><i>A thriving, sustainable (economically, socially and environmentally), vibrant community... where traffic will be less congested ...and everyone can access services and enjoy a better quality of life (including better air quality), without dependence on the availability of a car ...and with greater safety and security.</i></b></p>				
<p><b>THEMES (CHALLENGES)</b></p>	<p>Shared Priorities (with Government)</p>				
<p><b>HEADLINE OUTCOMES (TARGETS FOR 2011)</b></p>	<p>Tackling Congestion</p>	<p>Improving Accessibility for all</p>	<p>Improving Safety</p>	<p>Improving Air Quality and other Quality of Life Issues</p>	<p>Supporting the Local Economy (and other strategies)</p>
<p><b>Note:</b> All of the above headline outcomes may contribute to several themes, but have been shown relative to the main one that applies</p>	<ul style="list-style-type: none"> <li>• Limit traffic growth to 7%</li> <li>• Reduce car modal split by 3.5%</li> </ul>	<ul style="list-style-type: none"> <li>• Bus trips up 46.5%</li> <li>• P &amp; R passengers up 40%</li> <li>• Walking in city centre up 15%</li> <li>• Cycling to work up 1% and 3% overall</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce Killed or Seriously Injured accidents by 45% (Stretched Target)</li> </ul>	<ul style="list-style-type: none"> <li>• Mean of all annual average nitrogen dioxide concentrations measured within the AQMA not to exceed 30µg/m<sup>3</sup></li> </ul>	<ul style="list-style-type: none"> <li>• All of the preceding will support the local economy by making York a more attractive city (to visitors, residents and investors) that is easier to get to and around.</li> </ul>
<p><b>OBJECTIVES</b></p>	<ul style="list-style-type: none"> <li>• Encourage informed travel choice</li> <li>• Maintain and make better use of the existing network</li> <li>• Improve journey reliability</li> </ul>	<ul style="list-style-type: none"> <li>• Provide accessible and affordable links to key services</li> <li>• Improve integration within and between all forms of travel</li> <li>• Support development that reduces the need to travel or enables travel by more sustainable modes</li> </ul>	<ul style="list-style-type: none"> <li>• Improve levels of safety for all forms of travel and enhance community safety</li> </ul>	<ul style="list-style-type: none"> <li>• Improve air quality, maintain and protect the built and natural environment</li> <li>• Increase levels of physical activity and provide wider access to health and social care</li> <li>• Maximise the overall benefits of transport and/or developments, to the local community</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain high levels of employment through enhancing and supporting the needs of the local economy in a sustainable manner</li> <li>• Longer-term objectives (to 2021)</li> </ul>

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## **Actions**

11.50 LTP2 included 'Action Plans' setting out the transport measures proposed for each shared priority area, and the timescale for them to be carried out. These included schemes within LTP2, and longer-term measures proposed for the 2011-2021 period. A review of the progress on each of the Action Plans is included in each of the sections of this report (sections 2 to 7) detailing progress against each of the themes shown in Figure 1.1.

## **Funding the Actions**

11.51 When the second LTP was being developed, funding guidelines from the DfT stated that there would be £24.3m of LTP Integrated Transport funding available for York over the five-year LTP2 period (2006/07 to 2010/11). The Provisional LTP2, submitted to government in July 2005, based its transport strategy on this level of funding. When the final LTP2 allocations were announced, York's funding for Integrated Transport was reduced from £24.3m to £17.8m over the five-year period, due to the changes in the way the DfT allocated funding. As a result, the transport strategy in the final LTP2 was reviewed to take this into account.

11.52 The major change to the programme was the removal of the A59 Park & Ride scheme and the associated A59/A1237 roundabout improvements. However, LTP2 put forward the 'Access York' concept, which aimed to address the transport issues for ensuring economic prosperity in York city centre, particularly the York Central development proposed for a 35-hectare brownfield site adjacent to the railway station. Access York incorporated the two removed schemes within the package of measures it sought to implement through the Major Scheme Bid process. In addition, the funding allocations for each area of work were reduced to keep the proposed programme in line with the new level of funding.

11.53 Table 1.1 shows the LTP capital funding for York for the 2006-11 period. This is supplemented with funding from the council's own resources, developer funding, and grant funding.

**Table 1.1: LTP2 Capital Funding 2006-2011**

	2006/07	2007/08	2008/09	2009/10	2010/11
	£000s	£000s	£000s	£000s	£000s
Integrated Transport	4,478	4,141	3,737	3,374	2,986
Road Safety Grant <sup>1</sup>		45	44	43	42
Structural Maintenance	1,386	1,419	1,379	1,482	1,605
De-trunked Roads <sup>2</sup>	514	750	781		

1. Received as part of the Road Safety Grant from DfT

2. Received in addition to Structural Maintenance allocation to fund work on roads that were formerly the responsibility of the Highways Agency (A19 North and South, A1237 (Hopgrove-A19), A1079).

- 11.54 The LTP2 capital funding is used to implement schemes to improve transport infrastructure. However, there are other areas of work required to implement the transport strategy in LTP2, which are funded by the council's own revenue resources. These include financial support to bus services, the cost of the concessionary fares provision, and campaigns to promote road safety and encourage the use of sustainable modes of transport.
- 11.55 Further details of the spend on transport schemes and other transport measures in the past two years is included in Section 10.

### Key Outcomes

- 11.56 The primary focus of LTP2 is to tackle congestion, as achieving against this theme makes a significant contribution to achieving the objectives of the other themes. Even though some elements of the action plan have not progressed as originally intended, the latest results (and trends) show that for the headline targets:
- **Restricting traffic growth (overall) to 7% above 2003/04 levels is on course to be achieved**, except for traffic to the city centre. The targeted programme of measures in the action plan has reduced congestion on the network as evidenced by the **reduction in vehicle journey time delay**.
  - **Air Quality is on course to be achieved.**
  - **Levels of walking in and around the city centre is on course to be achieved.**
  - **Reducing child Killed or Seriously Injured road casualties (KSIs), is on course to be achieved, but reducing KSIs overall is not.**

11.57 These results also show continued contribution to achievement against wider policy objectives.

## **CONTEXT AND CONSIDERATIONS FOR PRODUCING LTP2**

### **Considerations for Devising LTP2**

11.58 The transport strategy contained in York's second Local Transport Plan was developed following consideration of:

- The progress of York's first Local Transport Plan.
- Results from consultations.
- National and regional transport policy and strategies.
- York's local policy framework.
- The unique character of York, and the constraints this places on transport.
- Current and proposed developments in the city.

### ***York's First Local Transport Plan***

11.59 York's first Local Transport Plan (LTP1), covering the period 2001-2006, was published in 2001. Over the LTP1 period almost £100m was spent on improving transport infrastructure and maintaining the highway network, including:

- Construction of a new Park & Ride site at Monks Cross, and the expansion of Rawcliffe Bar Park & Ride site.
- Completion of 1.5km of bus lanes, seven bus priority schemes, improvements to over 500 bus stops, and installation of real-time travel information displays at 34 bus stops.
- Construction of 25km of new on-road and off-road cycle tracks, including the completion of the Millennium cross-city cycle route and the Haxby to York route.
- Construction of over 4km of new or improved footways, and over 20 new or improved signalised pedestrian crossings.
- Completion of almost 100 safety schemes, and the construction of School Safety Zones at all schools in York.
- Maintenance work to 100km of roads and 150km of footways.

11.60 Some of the successful outcomes of these schemes, which LTP2 builds upon, were:

- Increase in use of Park & Ride services to 2.6million passengers per year;
- A 45% increase in bus patronage to 14.95million passengers per year;
- No increase in peak period traffic levels from 1999 levels;
- A 19% reduction in killed and seriously injured casualties;
- A 10% shift of trips by car to more sustainable forms of transport at peak times, and
- Improvements in the condition of roads and footways.

### ***Consultation***

- 11.61 In developing LTP2, the council undertook two phases of consultation with residents, businesses, community groups and stakeholders in 2004 and 2005, in order to gain an understanding of the transport issues and priorities they felt to be important.
- 11.62 The 2004 consultation revealed that tackling (reducing) congestion was the most important transport priority for respondents. Access to education, jobs and other facilities was the second most important transport priority for respondents.
- 11.63 Tackling congestion, was, therefore, the primary focus of LTP2 at the time of its writing, as doing so would also contribute significantly to all of the other themes.
- 11.64 The consultation carried out in autumn 2005 (after the submission of the provisional LTP2 to government), asked residents, businesses and stakeholders their opinion of the schemes proposed in LTP2. The majority of respondents supported the proposed schemes, though concerns were raised that improvements to three of the outer ring road junctions would not be sufficient, and would reduce funding available for pedestrian and cycling improvements. There was also a sizeable minority of respondents (27%) who opposed the introduction of bus lanes.

### ***National and Regional Transport Strategy***

- 11.65 The policies and strategies included in the second Local Transport Plan were either based on, or took due consideration of, national and regional transport policy at the time, which included:
- The government's four shared priorities for transport (see paragraph 1.04).
  - The Transport White Paper (published in 2004): 'The Future of Transport – A Network for 2030'.
  - The Air Transport White Paper (published in 2003): 'The Future of Air Transport'.
  - The 'Northern Way Growth Strategy and Business Plan', produced by the three northern Regional Development Agencies.
  - The draft Yorkshire and the Humber 'Regional Spatial Strategy' (RSS), which includes the Regional Transport Strategy (RTS).
  - The Regional Economic Strategy and the Regional Housing Strategy.

### ***Local Policies***

- 11.66 In addition to national and regional policies, LTP2 also considered those policies set by City of York Council that had an impact on transport issues.
- The York City Vision, set by the city's Local Strategic Partnership 'Without Walls'.



- The Council Plan for the City of York.
- The Local Plan, and the emerging Local Development Framework.

### ***Issues and Constraints on Transport in York***

- 11.67 The development of transport policies for LTP2 also needed to consider the transport issues in York relating to its role in the region, and the geographical constraints on the city.
- 11.68 At the time of preparing LTP2, the population of York was 181,000. It is now over 193,000 (more than the predicted rise to 2011), of which approximately 141,000 people live in the main built-up area. The population is expected to increase by approximately 27% to 245,500 by 2029. However, the average number of people per household is expected to decrease, mainly due to a predicted 47% increase in single-person households. This will increase pressure on the existing transport network, parts of which are already operating at or near capacity.
- 11.69 York is identified as a major economic driver in the RSS, and has a strong economy with approximately 111,000 jobs<sup>3</sup>. There is a high level of commuting into York from neighbouring areas. Figures from the 2001 Census show that over 17,000 residents commute out of York for work, while over 22,000 people commute into York, mainly from neighbouring areas, reflecting York's role as a major economic centre in the region. Tourism is one of the most important parts of the economy, with over four million visitors per year to York. These commuter and visitor movements need to be considered when developing transport strategies and schemes.
- 11.70 The continuation and expansion of development that had taken place in the city up to the time of publishing LTP2 was, together with 'organic growth', expected to add a significant level of transport demand (primarily private car) on the city's transport network over the LTP2 period and beyond. It was, therefore, presumed that the network would struggle to cope with this level of demand unless further investment was made to improve capacity, and demand management measures were introduced to restrain traffic growth to 7% by 2011 (instead of the 14% predicted in the absence of such measures as intended within LTP2).
- 11.71 As well as the issues of population, movement, and predicted development, the transport network in York is constrained by physical barriers such as the rivers and railway network in the city, which needed to be considered when developing LTP2. As York is one of only five historical centres in England designated as an Area of Architectural Importance, the historical nature of the city, particularly the city centre, is also an important consideration when developing transport schemes.

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<sup>3</sup> Source: ONS Job density 2005

### ***Current and Future Developments***

11.72 LTP2 took into account the current and future major developments planned for the city as set out in the City of York Local Plan, and their expected impacts on the transport network. These developments included:

- Monks Cross North and South;
- Northminster Business Park, Poppleton;
- Hungate (in the city centre);
- Heworth Green;
- Castle Piccadilly (in the city centre);
- Donnelley's (Boroughbridge Road);
- Germany Beck, Fulford;
- Metcalfe Lane (Derwenthorpe);
- Tenneco site, Rawcliffe;
- University Campus 3, and
- York Central.

### **Changes in Context since Publication of LTP2**

#### ***Engagement with Stakeholders***

11.73 Further consultation was carried out during 2008 in order to find out views of the work carried out in the first two years of LTP2, and the proposals for the remainder of the LTP2 period.

11.74 The council's 'Talkabout' panel<sup>4</sup> was consulted on the progress of the policies and schemes included in LTP2 via the Talkabout 31 survey, which included questions on awareness of the LTP and the larger schemes implemented, the major traffic issues in York today and how to deal with them, and the schemes proposed for the rest of the LTP2 period.

11.75 In addition to the Talkabout questionnaire, a consultation leaflet was produced, which summarised the main achievements of LTP2 over the past two years and included three questions relating to the key issues and how they could be addressed. This was sent out to the stakeholders who had been consulted on the development of LTP2, and was also made available in council receptions, libraries and online.

11.76 A consultation event with stakeholders was also held in early September, which aimed to review the progress of LTP2 and to consider whether the policies contained in LTP2 were still relevant. The key messages to come out of this, relating to each of the shared priorities are shown in Table 1.2:

11.77 The key messages to come out the consultations are shown in Table 1.2. They showed that traffic congestion was still the main transport issue, there was strong support for the policies and measures in LTP2 and a desire to see the same approach to continue into the future. However, it is apparent, particularly from the Talkabout survey, the majority of people in York are not fully engaged with LTP2..

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<sup>4</sup> 2,250 York residents as a representative sample of the city's population

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<b>Table 1.2: key feedback from mid-term report consultations</b>				
<b>Consultation element</b>	<b>Main issue</b>	<b>How to deal with issues</b>	<b>Support for measures</b>	<b>Approach beyond 2011</b>
'Talkabout' survey	<ul style="list-style-type: none"> <li>• Congestion / traffic levels</li> <li>• 'School run' traffic</li> <li>• Low awareness of LTP2</li> </ul>		<ul style="list-style-type: none"> <li>• High, particularly for Park &amp; Ride and cycle route expansion. (lower for traffic calming)</li> </ul>	<ul style="list-style-type: none"> <li>• Continue LTP2 approach (50%)</li> <li>• More radical (1 in 3)</li> </ul>
Leaflet / questionnaire (84 responses)	<ul style="list-style-type: none"> <li>• Congestion / traffic levels (46%)</li> <li>• 'School run' traffic (11%)</li> <li>• safety of cyclists (11%)</li> </ul>	<ul style="list-style-type: none"> <li>• Encourage public transport (29%)</li> <li>• develop near public transport (16%)</li> <li>• More cycle routes and facilities (16%)</li> </ul>	<ul style="list-style-type: none"> <li>• Encourage public transport (29%)</li> <li>• develop near public transport (16%)</li> <li>• More cycle routes and facilities (16%)</li> </ul>	<ul style="list-style-type: none"> <li>• Encourage public transport (29%)</li> <li>• develop near public transport (16%)</li> <li>• More cycle routes and facilities (16%)</li> </ul>
Stakeholder workshop	<p><b>Themes</b></p> <p>Tackling congestion</p> <ul style="list-style-type: none"> <li>• Buses being caught in congestion is a deterrent</li> <li>• Apparent disparity between increasing bus fares and lower parking fees</li> </ul> <p>Improving accessibility</p> <ul style="list-style-type: none"> <li>• LTP2 is (too) road based</li> <li>• Need to improve citywide access to hospital</li> </ul> <p>Improving road safety</p> <ul style="list-style-type: none"> <li>• How can a culture change be achieved?</li> </ul>	<ul style="list-style-type: none"> <li>• Better enforcement of traffic restrictions</li> <li>• Continue close liaison between Council's Transport Planning Unit and Forward Planning teams</li> <li>• Road User Charging could reduce traffic, but should it be introduced across the Leeds City Region?</li> <li>• More and better travel plans</li> <li>• Consider the advantages of more integration with WYPTE</li> <li>• Start cycle training at an early age</li> <li>• Promote considerate driving and Enforce correct behaviour (targeted campaigns at 'at risk 'groups)</li> </ul>		

DRAFT

**Table 1.2: key feedback from mid-term report consultations**

<p>Stakeholder workshop (contd.)</p>	<p>Improving air quality</p> <ul style="list-style-type: none"> <li>• More needs to be done!</li> <li>• Need to reduce CO<sub>2</sub> emissions.</li> <li>• Premature deaths in York (100 per year?) due to poor air quality</li> <li>• Traffic control/lower speeds/air quality trade-off</li> </ul> <p>Impact on wider policies</p> <ul style="list-style-type: none"> <li>• Climate change agenda</li> <li>• Traffic free city centre aspiration of Visit York</li> <li>• Eliminating the '4pm city closedown' image</li> </ul> <p><b>Other</b></p> <ul style="list-style-type: none"> <li>• Should the city be a living museum or vibrant city?</li> <li>• LTP2 consultation not as extensive LTP1's</li> </ul>	<ul style="list-style-type: none"> <li>• Public support the police to eliminate the 'tolerance' of motoring contraventions (people need to understand rules and regulations)</li> <li>• Need to look at suburb to suburb movements in greater detail as the current policy makes a misleading link between the Outer Ring Road and air quality.</li> <li>• Find the right balance</li> <li>• Adopt a more instinctive/opportunistic/risk-based approach instead of set future direction on past trends?</li> <li>• Over-design schemes (e.g. drainage) to cater for the future situation</li> <li>• Adopt a more instinctive/opportunistic/risk-based approach instead of set future direction on past trends?</li> </ul>	<ul style="list-style-type: none"> <li>•</li> <li>•</li> <li>•</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>•</li> <li>•</li> <li>•</li> <li>•</li> </ul>
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## DRAFT

### *National and Regional Policy*

- 11.78 Since the publication of LTP2, there have been various new national and regional policy statements to be considered:
- The Stern Review on the Economics of Climate Change (2006);
  - The Eddington Transport Study, the case for action. Sir Rod Eddington's advice to Government, December 2006;
  - 'Towards a Sustainable Transport System': the DfT's response to the Eddington and Stern reports and its policy and investment plans to 2013/14 (TaSTS), and
  - The final version of the Yorkshire and the Humber Regional Spatial Strategy (published May 2008, but being reviewed in 2009).
- 11.79 The Stern Review examines the evidence for the economic impacts of climate change itself, explores the economics of stabilising greenhouse gases in the atmosphere, considers the transition to a low-carbon economy, and society's ability to adapt to the consequences of climate change.
- 11.80 The review highlighted the adverse effects of continued greenhouse gas emission (for which, in 2000, transport contributed 14% globally) as being:
- Increased flood risk, and then strongly reduced water supplies;
  - Declining crop yields;
  - More people will die from extremes of cold, heat, malnutrition and diseases such as malaria;
  - Rising sea levels will result in tens to hundreds of millions more people flooded each year; and
  - Many species could face extinction.
- 11.81 The review also stated the challenges faced in achieving cuts of 25% or more, due to the high costs that will be incurred as the world shifts from a high-carbon to a low-carbon trajectory, for power, heat and transport to cut greenhouse gas emissions.
- 11.82 The Review concluded that the benefits of strong, early action considerably outweigh the costs, as ignoring climate change will eventually damage economic growth. It advocates that with the right incentives, the private sector will respond and can deliver solutions, but ultimately actions to reduce greenhouse gas emissions require a partnership between the public and private sector, working with society as a whole and working with individuals. To this end, many of the initiatives within LTP2 have, are or will be delivered in partnership with private companies (e.g. bus operators), the voluntary sector and other agencies. Furthermore, the work being undertaken by the council's Traffic Congestion Ad-hoc Scrutiny Committee (see paragraphs 1.65 to 1.67) is looking at CO<sub>2</sub> emissions and how traffic congestion in York can be addressed to reduce them.

## DRAFT

- 11.83 The Eddington Transport Study stated that transport has an impact on the economy through the following mechanisms:
- Increasing business efficiency through time savings and improved reliability;
  - Increasing business investment and innovation by supporting economies of scale or new ways of working;
  - Supporting clusters and agglomerations<sup>5</sup> of economic activity;
  - Improving the efficient functioning of labour markets;
  - Increasing competition by opening up access to new markets;
  - Increasing domestic and international trade by reducing the costs of trading; and
  - Attracting globally mobile activity to the UK.
- 11.84 Conversely, delays and unreliability on the network, increase business costs and affect productivity and innovation. The report added that travel demand is growing rapidly due to continued economic success, and, if left unchecked, the rising cost of congestion will waste an extra £22 billion worth of time in England alone by 2025. At a local level, the report showed that in 2003 congestion delay on parts of the A1237 (Outer Ring Road) was in the range of 27,670 to 139,400 lost hours per link (road section) kilometre.
- 11.85 The study also expected economic growth to be driven by large urban areas. The principal urban area influencing York is Leeds, to which a significant proportion of York's population commutes. Over coming years this anticipated growth is likely to be fed by increasing population and migration. In addition, York itself is a significant commuter destination. The work of Leeds City Region Connectivity Partnership, on which York is represented as a constituent local authority, is crucial to implementing sustainable transport policies and measures to enable this growth to take place.
- 11.86 The recommendations put forward in the study include:
- Government Policy and sustained investment is focused on improving the performance of existing transport networks, in those places that are important for the UK's economic success.
  - Over the next 20 years, the three strategic economic priorities for transport policy should be: congested and growing city catchments; the key inter-urban corridors and the key international gateways that are showing signs of increasing congestion and unreliability.
  - Government should adopt a sophisticated policy mix to meet both economic and environmental goals. Policy should get the prices right (especially congestion pricing on the roads and environmental pricing across all modes) and make best use of existing networks.
  - Changes to the regulation of the bus market to allow local bodies to cooperate more with bus operators.

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<sup>5</sup> The clustering of activities or people at specific points or areas

## DRAFT

- 11.87 To this end, the study states that Government prioritisation of transport spending must mean focusing on those schemes where the economic benefits (including the factoring-in of the environmental impact of transport growth) are more certain. Some of the best projects that are in keeping with the recommendations and address congestion are small scale, such as walking and cycling schemes, and schemes that tackle bottlenecks, such as junction improvements. Smart measures also have the potential to offer high benefit to cost returns. However, the study recognised that, on their own, such schemes may not be sufficient to tackle the full scale of the challenge.
- 11.88 The UK Government's climate change goals will be enshrined in legislation in the Climate Change Bill. In preparation for this, the Department for Transport's 'Towards a Sustainable Transport System: Supporting Economic Growth in a Low Carbon World' (TaSTS) published in October 2007, sets-out the Government's transport investment and policy plans to 2014. TaSTS also sets-out proposals for a new approach to strategic transport planning for the period beyond 2014 that would implement the recommendations of the Eddington transport study and reflect the Stern Review of the economics of climate change.
- 11.89 Through TaSTS, the Government aims to improve the targeting of transport policy and spending to avoid 'solutions in search of problems'. Transport solutions that address non-transport challenges (e.g. obesity) and for non-transport solutions (e.g. land-use planning) to transport problems also need to be examined. Future Government transport plans should set out hard deliverables for 2014-19, backed by firm investment plans and committed funding. They should also set out the further options for 2019-29.
- 11.90 The government has developed five very broadly defined goals, which capture the full range of Government objectives that could be furthered by transport. They seek to reflect the way in which transport affects people. Above all, they reflect the importance and degree of challenge for transport in the Stern Review on the economics of climate change. These five goals are:
- Maximising the overall competitiveness and productivity of the national economy;
  - Reducing transport's emissions of CO<sub>2</sub> and other greenhouse gases;
  - Contributing to better health and longer life-expectancy through reducing the risk of death, injury or illness arising from transport, and promoting travel modes that are beneficial to health.
  - Improving quality of life for transport users and non-transport users, and
  - Promoting greater equality of transport opportunity for all citizens.
- 11.91 TaSTS acknowledges the link between economic growth and transport demand growth has de-coupled, particularly on the roads, and states the considerations and challenges for achieving against these goals as being:
- Focus on reducing lost productive time, through improving journey reliability

## DRAFT

- How to deliver on national competitiveness whilst minimising (regional) economic imbalance
- Aiming efforts at meeting an end-demand (e.g. deepening local labour markets), not a transport demand
- Reducing the need to travel or move goods through better alignment of spatial planning and transport policy;
- securing a shift to lower-carbon modes through enabling behaviour change to low-carbon transport choices;
- The priority challenge of improving air quality still further by reducing transport-related emissions of oxides of nitrogen and particulate matter;
- Understand transport's contribution to social exclusion and regeneration;
- Capture the full range of public health costs in the assessment of interventions, for workers, users and wider society;
- Reduce accident-risk across all modes of travel, with a particular emphasis on deaths on the road, through a wide range of interventions
- Make best use of opportunities to cost-effectively "build in" security through longer term infrastructure decisions.
- The positive impacts that transport has on people's ability to travel, enjoy a wide range of goods and services, enjoy leisure and social activities etc.; and the negative impacts that transport has on people who live near roads and railways, ports and airports.
- The impacts of transport on the built and natural environment that bear on people, ecosystems and biodiversity, and
- The quality of people's travel experience, as transport users expectations rise.

11.92 Government investment plans to 2014 will focus on the most congested and crowded routes as well as giving additional emphasis to public transport. It will also provide considerable support for local authority investment in transport, taking account of Eddington's advice that small local schemes (e.g. Cycling Demonstration Town projects) often represent excellent value for money. Some fundamental principles may need to be challenged. For example the low load-factors and high carbon footprints of many rural bus services suggest the need for new thinking on rural accessibility, (e.g. rural taxis).

11.93 The government is also making significant funding available to support packages which combine demand-management measures such as road pricing with public transport and actions to support the development of low-carbon transport.

11.94 The Government is keen to involve the private sector in improving Britain's public transport systems and networks, and provide greater certainty for developers in determining their level of contribution. So, alongside the proposal for a statutory planning charge being brought forward by Communities and Local Government, further stages in the development of



## DRAFT

TaSTS will engage stakeholders to develop clear principles for transport schemes to govern the split of contributions from public and private sector.

- 11.95 However, Government plans to 2013-14 are not solely about expenditure. Integrated strategies at regional level, multi-area agreements and local area agreements will ensure more effective integration of transport with wider priorities at the regional and sub-regional levels. In York, this is already taking place, through the LAA and the health agenda.
- 11.96 It is unlikely, however, that the long term transport investment plan arising from TaSTS will be in place prior to the end of LTP2.
- 11.97 The Government, through the Yorkshire & Humber Assembly, published The Yorkshire and Humber Plan - The Plan (The Regional Spatial Strategy) in May 2008. The Plan sets out the broad development strategy for the Region to 2021 and includes a Regional Transport Strategy, which LTP2 accords with. The government is now looking to update the Plan (2009 Update) to look at housing growth in the Region. The 2009 Update will test and explore the scale of growth, locations for growth and infrastructure needed to accommodate growth, looking at different options for different parts of the Region, with a focus on the sub-areas identified in the Plan. It is anticipated that the update will examine the issues and potential for locating housing growth at key nodes along transport corridors in the York Sub-area. The York-Scarborough rail line is one such corridor that is likely to be examined as it carries rail commuters into York and Scarborough from the intervening towns.
- 11.98 The other major change to government transport policy since the publication of LTP2 is the introduction of the national concessionary fares scheme in April 2008, which provides free travel across England for pass holders, replacing the prior scheme which only provided free travel in the pass holder's local authority area. The impacts of this change in policy are discussed in Section 3.

### *Local Policies*

- 11.99 The 'York – A City Making History: Vision and Sustainable Community Strategy 2008-2025' was published, by the city's 'Without Walls' Local Strategic Partnership (LSP) in September 2008. It is the city's second community strategy and it aims to set out a long-term vision for the local area based on what matters to most people. The key changes for the city, since the first community strategy, include:
- The achievement of high employment levels and continued change to the employment base of the city;
  - The growing impact of globalisation;
  - Environmental change and challenge;
  - The availability of more development land in the city, including York Northwest;

## DRAFT

- The outcomes of the three public planning inquiries determining that significant developments will take place in the city at the University, Derwenthorpe and Germany Beck;
- The continuing growth of numbers in Further or Higher Education within the city;
- The continued rise of house prices and shortage of affordable housing;
- A growing and ageing population;
- Immigration and the changing ethnic mix of the population;
- The growing significance of the region in local development issues;
- The changing agenda of Government in respect of the role of cities, place shaping and focus on development of communities; and
- Significant changes in fuel prices and (slowly) growing public awareness of the need to use greener energy for transport and domestically.

11.100 The challenges these issues create include:

- Achieving development that is not detrimental to the city's heritage;
- Protecting and enhancing the city, whilst developing it as a vibrant contemporary city in an economically, environmentally and socially sustainable manner;
- Asserting York's role as an important regional city; and
- Encouraging partnerships that benefit everyone and achieve mutual advantage.

11.101 The way forward for meeting the challenges identified in the SCS is through a range of fundamental strategies and plans, including the Local Development Framework (LDF) and the Local Area Agreement (LAA). The LAA is the mechanism by which partners within a local area foster new relationships between local and central government and find new ways of working to agree targets (National Performance Indicators and Local Indicators) and allocate resources, including pooling of funds, to realise these targets. For transport, the two priority National Indicators within the city's LAA are:

- **NI47** Reduce the number of people Killed or Seriously Injured (KSI) in road traffic accidents, and
- **NI167** Congestion – average journey time per mile during the morning peak.

11.102 There are two indicators in LTP2 which directly influence the performance against the National Indicators shown in the previous paragraph – Percentage reduction in KSIs (LTP ref 4A) and Congestion (vehicle delay) (LTP ref 6C). In addition, LTP2 contributes to eight other indicators in the DfT National Indicator set. These are listed below and detailed further in Section 8 and Annex 2.

- NI 48 Children killed or seriously injured in road traffic accidents;
- NI 168 Principal roads where maintenance should be considered;
- NI 169 Non-principal classified roads where maintenance should be considered;

## DRAFT

- NI 175 Access to services and facilities by public transport, walking and cycling;
- NI 176 Working age people with access to employment by public transport (and other specified modes);
- NI 177 Local bus and light rail passenger journeys originating in the authority area;
- NI 178 Bus services running on time; and
- NI 198 Children travelling to school – mode of transport usually used.

### *The 'Future York' Report*

11.103 The Future York Group Report<sup>6</sup> analysed the York economy and proposed a series of recommendations for how York might prepare itself for meeting current and future competition. It recommended that York's economy should be doubled in value by 2026. In order to realise this, one of its particular recommendations for transport is to 'Secure funds to enable the dualling of the northern outer ring road (ORR)'. Following the completion of a subsequent study, commissioned by the council, to assess the current and future operation of the route and proposed options for addressing congestion, the council has prepared two Major Scheme Bids for Access York Phase 1 (Park & Ride Development) and Phase 2 (Transport Capacity Improvements). These are detailed in Section 2.

### *Additional Issues and Constraints on Transport in York*

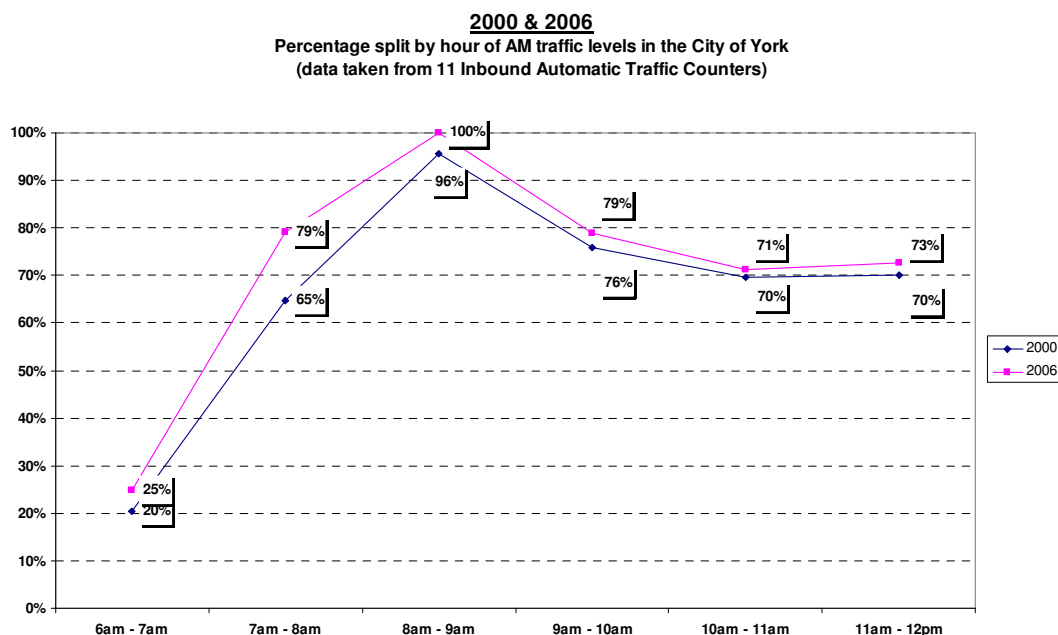
11.104 In common with most other cities, traffic flows in York (and associated congestion levels) vary greatly by time of the day, and by day of the week. The heaviest traffic flows are in the peak hours, but as Figure 1.2 shows, the morning peak (08:00 – 09:00) is not as pronounced as might be expected, indicating a degree of 'peak spreading' further into the morning, as drivers seek to avoid travelling at the most congested times. Whilst this may contribute in a positive way to limiting the peak hour congestion, it may also be detrimental to air quality.

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<sup>6</sup> The Future York Group Report – An Independent Strategic Review of the York Economy

DRAFT

Figure 1.2: Percentage variation in traffic flows 06:00-12:00



11.105 In November 2006 the council's Scrutiny Management Committee (SMC) agreed to a scrutiny review focusing on tackling traffic congestion. The aim of the review, undertaken by the Traffic Congestion Ad-hoc Scrutiny Committee, was to identify ways, including examination of York's LTPs and other evidence, of reducing present levels of traffic congestion in York, and ways of minimising the impact of the forecast traffic increase. This review considered many of the issues and constraints in York, to recommend and prioritise specific improvements to:

- i) Accessibility to services, employment, education and health.
- ii) Air Quality, in particular looking at the five hotspots identified in the LTP2.
- iii) CO<sub>2</sub> Emissions.
- iv) Alternative environmentally viable and financially practical methods of transport.
- v) Journey times and reliability of public transport.
- vi) Economic Performance.
- vii) Quality of Life.
- viii) Road Safety.

11.106 The findings of the review include:

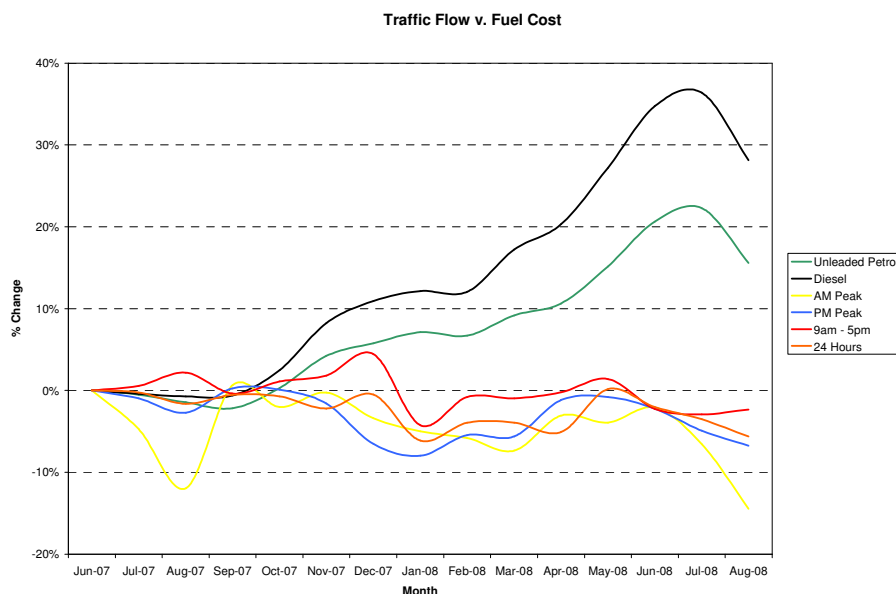
- York has a high level of short commuting trips, suggesting that walking and cycling could be important in providing an alternative mode of transport for commuters;
- The issues relating to bus service unreliability are still very much the same today as they were in 2001;
- Based on national cost figures and local vehicle congestion delay, a suggested cost of congestion to York's economy is £434k per year.

## DRAFT

- Many advances have been made in reducing road accidents, particularly for 'Killed or Serious Injury' accidents (KSIs). Whilst there is some correlation between accidents and volume of traffic, it is difficult to establish an accurately quantifiable link.
- A 'toolkit' to tackle congestion needs to be devised (see paragraph 1.72).

11.107 While this review referred to the role transport plays in continued economic prosperity, referring to the Future York Report, it did not show the impact economic conditions have on transport. An example this is shown in Figure 1.3, which shows that over the past 14 months traffic levels have generally fluctuated just below June 2007 levels as fuel costs have increased. Figure 1.3 also shows the reduction in traffic in the AM peak during school holidays in July and August.

**Figure 1.3: Traffic flow variation with fuel costs June 2007 – Aug 2008**



### *New Development Sites*

11.108 Since the publication of LTP2, three new major development opportunities have come forward: the Terry's development following the closure of the Terry's factory; Nestlé South, a proposed redevelopment of the southern half of the Nestlé factory; and the British Sugar site following the closure of the processing plant. A mixed-use development is proposed for the Terry's site, including employment, residential, community facilities, leisure and retail use. Plans for a mixed-use development at Nestlé South are also being worked-up. The British Sugar site has been incorporated with the York Central site into 'York Northwest', for which the 'York Northwest Area Action Plan' is being prepared as part of the Local Development Framework, due to the size of these two developments and their expected impact on York.

## DRAFT

### *New Initiatives*

- 11.109 Since LTP2 was published, there have been several new transport-related initiatives developed by the council, often in partnership with other organisations, which will have an impact on the way the transport strategy contained in LTP2 is implemented.
- 11.110 The 'Collaborative Transport Project' is an ongoing review of statutory-provided transport being carried out by the council in partnership with consultants Northgate Kendric Ash (NKA). The two project boards, with representatives from across all council directorates and NKA, have focussed on both contracted and internally provided transport in the areas of mainstream home to school transport, Special Educational Needs transport, transport for 'looked after' children and children in respite care, and transport for adults with learning and physical disabilities. Work in these areas has achieved cost reductions of £216k in the first year of the project. Staff from NKA are based within the council for the 30 months of the project and are working to ensure that revenue budgets are spent appropriately and best use is made of existing council resources.
- 11.111 Work on the 'Access York' Major Scheme Bid included in LTP2 (see paragraph 1.11) has progressed over the past two years, and Phase 1 of the bid (for three new Park & Ride sites) was approved by the Regional Transport Board in April 2008 for inclusion in the Regional Funding Allocation (RFA) programme. This bid will be submitted to the Department for Transport in December for their decision. Phase 2 of the bid (for Transport Capacity Improvements) was submitted to the Regional Transport Board on 10 October 2008, and a decision is expected in the new year.
- 11.112 In June 2008, York was awarded 'Cycling City' status by Cycling England, following a 'Cycle Demonstration Town' bid submitted earlier in the year. York has been awarded £3.68m of match-funding over the next three years for improvements to provision for cyclists in York, in addition to the programme of work set out in LTP2.
- 11.113 As part of the Local Development Framework, Area Action Plans can be prepared for parts of the city where more specific land use policies and allocations over-and-above the Core Strategy and general allocations. The Council is currently preparing a City Centre Area Action Plan (CCAAP). Accessibility is an issue that cuts-across the primary elements of economic vitality, historic character and community life for a sustainable city centre, so work has commenced on a City Centre Accessibility Masterplan that will form part of the evidence base for the CCAAP. This will examine opportunities in relation to the constraints in the city centre and the LTP2 strategies for meeting the requirements of the three primary elements.

# DRAFT

11.114 In considering the 'toolkit' required to tackle congestion as part of its review, (see also paragraph 1.65) the Traffic Congestion Ad-hoc Scrutiny Committee sought to establish a long-term Vision for transport in York, from which a suitable strategy, with policies and measures, could be derived. A series of broad strategic options were considered, leading ultimately to a series of scenarios for specific transport elements which could be used individually or in combination to tackle congestion, subject to further testing. These are shown in Table 1.3, in order of ability to tackle congestion and cost.

**Table 1.3: Scenarios for Specific Transport Elements**

<b>Element scenarios</b>	
1	Do Minimum – i.e. no further improvement after LTP2
2	'Smarter Choices'
3	Continuation of LTP Approach
4	Non-Motorised Transport Infrastructure Improvements
5	Road based Public Transport Investment (inc. Park & Ride)
6	Investment in Rail
7	Conventional Demand Management
8	Workplace parking charge
9	Road User Charging
10	Highway Infrastructure
<b>Combination Scenarios</b>	
11	Tackling Inward Commute (combination of Scenarios 2, 5, 6, 8, 9 & 10)
12	Easing citywide movement (combination of Scenarios 2, 4, 5, 7, 8 & 9)
13	Optimal Combination without Charging (combination of Scenarios 2, 4, 5, 6, & 7)
14	Optimal Combination with Charging (combination of Scenarios 2, 4, 5, 6, 7, 8 or 9 & 10)

11.115 The following sections of the report review the work carried out in each of the shared priority areas over the past two years, the implications of the changing context for LTP2 and plans for the remainder of the LTP2 period.

## Risks and barriers

11.116 As the level of LTP2 capital funding in Table 1.1 is a fixed allocation until the end of March 2011, the main risk of security of funding is minimised. The other, financial risk, that of construction cost variation can be addressed by adequate monitoring and review of the capital programme.

## DRAFT

### **TACKLING CONGESTION**

#### **IMPORTANCE TO THE CITY**

- 2.01 The results of the consultation carried out while preparing LTP2 showed that York residents considered reducing congestion to be their most important transport priority. This reinforced the need to do something to achieve results in the shared priority of tackling congestion.
- 2.02 Tackling congestion is therefore the primary aim of LTP2, as this also contributes to achieving the council's aims in other priority areas.

#### **STRATEGY TO REDUCE CONGESTION**

- 2.03 The LTP2 set out plans to achieve a reduction in congestion by:
- Improving the Outer Ring Road junctions to improve capacity and reduce vehicle delays along it, in order to encourage drivers away from undertaking cross-city movements along the radial routes, thereby
  - Reducing traffic levels along the radial routes allowing capacity reallocation to improve journey times and safety for more sustainable forms of transport,
  - Enabling further improvements to bus services, plus improvements to, and expansion of, the cycle network and pedestrian routes, supported by:
  - Promotion, marketing and travel planning to raise awareness of more sustainable travel options; and
  - Using developer contributions for improving the transport network as appropriate.

#### **SCHEME DELIVERY**

- 2.04 The LTP2 proposals for tackling congestion are summarised in Table 2.1. This section of the report reviews the progress in realising this action plan.



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**Table 2.1: 'Tackling Congestion' Action Plan**

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

**Key**

A	Accessibility
AQ	Air Quality
	Delivered
	Being delivered at present
	Not delivered

**A1237 (Outer Ring Road)**

2.05 The level of traffic on some parts of the northern section of the Outer Ring Road (ORR) has increased by more than 50% over the past 15 years. This has resulted in heavy congestion during peak periods, particularly on its junctions with radial routes. A significant number of new developments and

## DRAFT

land-use changes have been implemented along its length since it was built, which have contributed to this traffic growth.

- 2.06 A study into options for improving the ORR was carried out in 2005, which concluded that a programme of localised improvements to junctions would provide the greatest benefit to cost ratio in terms of journey time savings. The schemes were prioritised based upon the predicted reduction in journey times on the outer ring road and across the city, and the full programme was expected to take ten to fifteen years to complete. This was included in the LTP2 as part of York's immediate and longer-term transport strategy.
- 2.07 Two major schemes have been completed on ORR in the past two years: the construction of a new roundabout at Moor Lane, and the creation of a new left turn lane at Strensall Roundabout.

### *Moor Lane Roundabout*

- 2.08 This £3.9m scheme was one of the highest priority junction schemes proposed as a result of the ORR study, and involved the construction of a new five-arm roundabout on the A1237 York outer ring road. The roundabout provides improved access to and from the southwest area of the city and replaces three junctions that have been the scene of serious and fatal accidents. Motorists had complained about difficulties turning right onto the A1237, and were driving longer distances through residential areas or driving through the city centre to access the A1237 as a result.
- 2.09 Although the scheme is primarily for motorists, cyclists and pedestrians have not been overlooked and they have been provided with segregated routes and crossing points away from the roundabout. The project included a number of environmental and landscaping measures to minimise its impact on the environment and on residents living nearby.
- 2.10 Special consideration was given at the planning and design stage to ensure that the scheme could be constructed with minimal impact on road users. Public response both during construction and since opening has been very favourable. The roundabout came into partial use in late 2007 and was officially opened by the Lord Mayor in March 2008.

### *Strensall Roundabout Left Turn Lane*

- 2.11 The proposed junction improvement scheme for Strensall Roundabout was one of the lower priority schemes in the Outer Ring Road study. However, an interim scheme was developed to address the current delays to public transport services, particularly during the AM peak, and this was completed in December 2007. This scheme comprised a new left turn lane for vehicles leaving Strensall and travelling eastbound, in order to reduce the delay for vehicles, particularly buses, travelling southbound from Strensall into York.

## DRAFT

- 2.12 Following the completion of the scheme, the **average bus journey times from Towthorpe Junction to the ORR in the morning peak have reduced by 50%** (7 minutes down to 3.5 minutes). The **journey times have also become much more reliable**, with the longest time now 7 minutes compared to regularly being above 12 minutes before the improvements.

### *Hopgrove Roundabout*

- 2.13 Hopgrove roundabout is located to the northeast of York, where the eastern end of the A1237 York outer ring road meets the A64 trunk road. There are already peak period delays associated with the current junction arrangements affecting commuter traffic. Congestion increases during the summer holiday period when daily flows can be up to one-third higher than average. The delays associated with this congestion are having an impact on the safe and efficient operation of the Strategic Road Network, and impede the operation of the outer ring road and access to and from York.
- 2.14 The Highways Agency (HA) have developed a £9.4m scheme in partnership with City of York Council to improve Hopgrove roundabout and the adjacent Malton Road roundabout. The improvements include the remodelling of Hopgrove and Malton Road roundabouts with the introduction of traffic signal control and associated widening, lining and signing works.
- 2.15 This scheme was expected to be implemented by the end of 2007/08, but was delayed as the cost of the scheme was greater than originally expected. Following the July 2008 meeting of the Regional Transport Board (RTB), where the scheme was incorporated into the Regional Funding Allocation (RFA) programme, the Highways Agency has been given authorisation to progress the scheme to construction, which is expected to start in late 2008, subject to completion of statutory procedures.
- 2.16 Further improvements to the Outer Ring Road are to be included in the second part of the 'Access York' Major Scheme Bid. An update on the progress of the 'Access York' MSB can be found later in this section of the report.

### **Multi-Modal Schemes**

- 2.17 Over the past two years the council has been developing two 'multi-modal' schemes for Fulford Road and Blossom Street. The Fulford Road scheme was initially developed as a bus priority scheme to address the delays to public transport along Fulford Road (A19 South), which is one of the major access routes into York. However, a decision was taken to expand the proposed study to consider improvements for pedestrians, cyclists and other road users to ensure all transport issues along the route were considered. This approach was also taken when considering possible improvements to Blossom Street and its junctions with the Inner Ring Road at Queen Street/Nunnery Lane.

## DRAFT

### *Fulford Road*

- 2.18 The A19 Fulford Road corridor is one of the key gateways into the city centre from the south, and is heavily congested and has air quality issues. As there are no bus priority measures on the corridor, the Park & Ride service that operates along this corridor is subject to delays in peak periods.
- 2.19 A multi-modal transport study has been carried out to develop a strategy for the corridor which would improve journey times and reliability for public transport, increase the safety of pedestrians and cyclists, and improve air quality issues, whilst minimising the impact on the character of the area and improving the environment for local residents.
- 2.20 Extensive local consultation has been carried out on the various proposals that form part of the strategy and the proposals were generally well received. These proposals are now being developed into schemes taking due account of comments received as part of the consultation. It is intended to implement these schemes during the latter half of the LTP2 period. The implementation of this scheme should have been started in 2007/08, but was delayed in order to allow detailed consultation on the scheme to be undertaken.

### *Blossom Street*

- 2.21 Blossom Street has for centuries acted as one of the major gateways into the heart of the city centre, and carries large volumes of traffic including cycles. Its vicinity to York Station and local schools and its prominence as a pedestrian route into the city centre attracts many walking trips, many of which are by schoolchildren. At its inbound approach to the city centre, Blossom Street has three traffic lanes, but , due to insufficient width, no cycle lane. In recent years bus operators have experienced problems with turning left from Blossom Street into Queen Street, particularly using articulated vehicles, and in many cases have to use the central approach lane to get into position. This is especially dangerous as cyclists manoeuvre up the inside of the bus and get cut up as the vehicle rounds the corner.
- 2.22 In May 2008, the council commissioned a study to investigate options for improving the Blossom Street / Queen Street / Micklegate / Nunnery lane junction and enhancing the streetscape of Blossom Street between this junction and its junction with Holgate Road. The aim of the study was to investigate ways improving accessibility and safety for all road users, particularly pedestrians and cyclists. The study also had to consider the requirements of the city's Air Quality Management Plan.
- 2.23 To date the study has quantified the traffic, bus, cycle and pedestrian movements and collated accident data. The outputs for the study were reported to the Council's Executive Members for City Strategy and Advisory Panel (EMAP) in October 2008 at which it was decided to *Note that the*

## DRAFT

*Blossom Street/Queen Street/Micklegate/Nunnery Lane junction may be altered and agree in principle that the streetscape of Blossom Street between this junction and its junction with Holgate Road should be enhanced to improve the accessibility and safety for all road users, particularly pedestrians and cyclists and Note that any alterations and enhancements to be considered will have an impact on the operation of the junction and congestion to varying degrees.'*

- 2.24 Further work to consult with local residents and work up more detailed design options for consideration is currently ongoing with a view to report to EMAP again in early 2009.

### **Development-Linked Schemes**

#### ***James Street Link Road***

- 2.25 The James Street Link Road scheme was one of the schemes included in the Foss Basin Transport Masterplan, which was produced in order to predict and address the impacts of a large number of developments proposed for the Foss Basin area on the local transport network. The study proposed several transport schemes that would be required to improve traffic conditions, which included the construction of a new relief road linking Lawrence Street to Heworth Green via Layerthorpe.
- 2.26 Phase 1 of the new James Street Link Road, connecting Layerthorpe to Lawrence Street via the existing section of James Street, was completed in November 2006. The scheme comprised 620m of new carriageway, over 800m of new off-road cycle path, including a link to the existing Foss Islands cycle track, two traffic signal controlled junctions and a toucan crossing. Construction of the road was mainly funded through developer contributions.
- 2.27 The new section of road has relieved some of the traffic impacts of the recently completed supermarket and DIY superstore on Foss Islands Road, and has improved access to the Hazel Court Household Waste site. Observations suggest that it also provides an access to the rear of the Foss Islands Retail Park.
- 2.28 The link road currently stops short of its full length, and therefore has not reached its full potential for relieving congestion on Foss Islands Road and other parts of the local network in the longer-term. The route of the remaining section of the link (Phase 2) runs within adjacent development sites off Layerthorpe and Heworth Green. One of these sites is nearing completion and incorporates the vast majority of this link, and the remaining shorter section is due to be constructed by the developer of the site off Layerthorpe under an agreement. However, the latest situation regarding this development is unclear, so a study is currently being carried out to determine the feasibility and optimum timing of completing Phase 2 of this scheme,

## DRAFT

which is expected to release the full regeneration potential of this area of the city.

### *Other Development Contributions to Tackling Congestion*

- 2.29 Developer contributions, through planning permission conditions and formal agreements, can either be in the form of direct improvements to the highway infrastructure, such as junction improvements to make traffic flow more freely, or by funding other measures, such as public transport services, to reduce the amount of traffic the development would place on the transport network. To date the following contributions have been secured, from developments that have or are due to take place:

**Table 2.2: Development Contributions to Transport Schemes**

<b>Location</b>	<b>Developer Contribution</b>
Metcalfe Lane/ Osbaldwick (Housing)	£330k for public transport pump-priming, car club pump-priming, and improvements to Sustrans National Cycle Network Route 66.
Germany Beck (Housing)	£632k for public transport pump-priming, car club pump-priming, public transport corridor measures, new off-road cycle paths, and a new public transport link.
Hungate	£1.7m for 'Foss Basin Masterplan' schemes, car club funding, and a cycle hire scheme.
Transco (Heworth Green)	£227k for 'Foss Basin Masterplan' schemes, car club funding and cycle facilities.
Car Park Site (Heworth Green)	Construction of section of James Street Link Road Phase 2 (see paragraph 2.25) incorporating pedestrian and cycle routes.
Manor School (relocation)	Provision of package of works for cycling, walking and public transport, including a rising bollard for bus access, bus stops, pedestrian crossings, and improvements to footpaths.
Donnelley's	£220k to support Park & Ride and other public transport improvements.
Foss Islands Retail Park	£1.9m for Foss Basin improvements, including James St Link Road Phase 1, which provides excellent cycling and walking facilities.

- 2.30 There are other developments that would trigger significant funding when implemented, but there is some uncertainty at present as to when they will proceed due to the current economic situation.
- 2.31 In addition, the council is in ongoing discussions with developers and/or land owners seeking to develop sites at Nestlé South, Terry's, Castle Piccadilly and York Northwest. These discussions are aimed at securing significant contributions in line with the 'hierarchy of transport users' contained in LTP2,

## DRAFT

with a focus on keeping car trips down and encouraging more sustainable travel.

### **Park & Ride**

- 2.32 York currently has five Park & Ride sites, which carried almost 3 million passengers during 2007/08. This represents over 1 million vehicles removed from the roads, which is a significant contribution to reducing congestion in the city.
- 2.33 Due to the reduced level of Government funding for Local Transport Plan measures, the only Park & Ride schemes proposed in the second LTP were the relocation of the Designer Outlet Park & Ride facilities (within the existing site), and the expansion of the existing Park & Ride site at Askham Bar. However, following a successful bid to the Regional Transport Board for Phase 1 of 'Access York' to be included in the Regional Funding Allocation programme, it is now proposed to relocate the Askham Bar site to a larger site, and build two new Park & Ride sites, as detailed in later in this section of the report. Improvement work has also been carried out at existing sites in advance of the start of new Park & Ride contract.

### ***Designer Outlet Relocation***

- 2.34 To reduce journey times and move the pick up point closer to the shopping centre facilities, the existing Park & Ride stop was relocated to the front of the building in June 2006. Combined with an improvement in the frequency of the service, and the provision of a Sunday service, the patronage numbers have increased substantially since the move. Passenger numbers increased by over 35% between 2006 and 2007 to more than 500,000 boardings per year on this route.
- 2.35 To further enhance the facilities at the site a small office building is to be constructed in 2008/09. Planning consent has been granted for the building and it is due to be opened by December 2008 in time for the busy Christmas period. The office will enable closer management of the service timetable and allow discounted monthly and weekly smart cards to be purchased on site for the first time.

### ***Park & Ride Contract***

- 2.36 A new contract for the provision of the Park & Ride service was signed with the current operator, First York, in July 2008. This followed an extended period of development, starting in January 2007, to ensure the most effective contractual arrangements were tendered. The performance of the existing service was reviewed and benchmarked against the operation of equivalent services across the country. Following a market testing exercise with suitable potential operators, the service was tendered in the summer of 2007. The principles of the operation of the service were not changed as the customer

## DRAFT

satisfaction rating and patronage increases demonstrated the success of the existing service.

- 2.37 The contract includes a requirement for the operator to provide a specified service, supervision and maintenance of the sites at a fare agreed with the council. In addition, the latest Enhanced Environmentally Friendly vehicles will be used which reduce polluting emissions by up to 80% compared to the existing fleet. The contract was awarded on the basis of the quality of the proposed service and the level of licence fee the operator would pay to the council for the right to operate the service. The service is understood to be one of the very few in the country which is not subsidised and provides an income of more than £500k per year to the council.
- 2.38 Since July, 17 new rigid vehicles have been delivered and are in use, but the full new service with increased capacity timetables will not commence until February when the remaining 15 articulated vehicles arrive. As part of the new contract there will be a manned office at the Designer Outlet site and peak time supervision to manage the city centre stops. The new Park & Ride fleet has a distinctive silver livery which allows easier identification, and has BLISS equipment to activate priorities and provide real time passenger information at bus stops.

### Rail

#### *Haxby Station*

- 2.39 City of York Council have had aspirations to re-open local rail stations for more than ten years. The status of the Haxby Station scheme and Exceptional Scheme Bid for it is described in LTP2. Since then, Laing Rail have decided not to continue as 'Third Party' partners in the project. This role has now been taken on by Network Rail, and council officers have been liaising with Network Rail and First TransPennine Express to confirm, or determine otherwise, the viability of trains calling at Haxby (scheme 'sign-off'). Work is currently ongoing to reassess the business case in order to expedite the Department for Transport's decision on the Exceptional Scheme Bid.
- 2.40 In October 2008, all parties took part in Network Rail's 'Fast-Track' project to work-up the scheme to GRIP 3 (preferred option) stage, in order to achieve greater scheme certainty and cost estimate. The outcomes of project are still awaited, and, if favourable, will be used to update the 2005 Exceptional Scheme Bid and obtain the necessary Network Rail scheme 'sign-off'.

#### *York-Harrogate-Leeds Line & Tram-Train*

- 2.41 The York-Harrogate-Leeds line is a key transport link between West Yorkshire, North Yorkshire and York. During the first LTP period, two studies were carried out by Metro (the West Yorkshire Passenger Transport Authority), in partnership with North Yorkshire County Council and City of



## DRAFT

York Council, to review the operation of the route and potential improvements to the service.

- 2.42 These studies reviewed the current use of the service, proposals to increase patronage and train frequencies, and the potential to use 'tram-train' as an alternative technology to standard 'heavy rail' services on the route. The main benefits of the use of tram-train technology were the lower overall costs of tram-train, better penetration of Leeds and York city centres, and the lower cost of a new link to Leeds-Bradford International Airport (LBIA).
- 2.43 Following the publication of the Leeds City Region Transport Vision and Investment Plan in March 2007, which included measures to improve existing services by introducing new modes such as tram-train, a study was commissioned into the potential for introducing tram-train technology onto routes set out in the Transport Vision, which included the Leeds-Harrogate-York line. This study concluded that the Harrogate Line was the most suitable line for the initial introduction of tram-train technology, including a link to LBIA and proposals for on-street running in Leeds and York city centres.
- 2.44 In March 2008 the Government announced that tram-train would be trialled on the Penistone Line (Huddersfield-Barnsley-Sheffield), which is expected to start in 2010 for two years. It is unlikely that the Government would accept any Major Scheme Bids for tram-train schemes until after the outcome of this trial is known.
- 2.45 Further work will need to be undertaken to evaluate fully the potential for tram-train in York, but the ongoing government trials will have a significant influence on the timescales for this. It is, therefore, unlikely that tram-train services will be implemented in York before 2014.
- 2.46 In anticipation of a successful trial of tram-train, METRO has, on behalf of the Leeds City Region, submitted a bid to the Regional Transport Board for incorporating a Leeds City Region Tram-train Network in the Regional Funding Allocation programme. The £110.3 million scheme comprises:
- On-street running in Leeds city centre
  - A Kirkstall Road connection
  - A connection to Leeds Bradford International Airport
  - Poppleton (A59) Park and Ride
  - Alignment via York Central

### Road-Based Public Transport

- 2.47 A separate bus strategy was written for the second LTP, due to the importance of the bus as an alternative mode of transport to the private car. This set out the council's aims to improve bus services in York, including improvements to infrastructure, reliability and punctuality of bus services, and public transport information.

## DRAFT

### *Infrastructure Improvements*

- 2.48 Local Transport Plan funding is allocated to two main areas of public transport infrastructure improvements: improvements to infrastructure along the whole of a bus route, and the installation of new or replacement bus shelters at requested locations. Proprietary bus-boarding (Kassel) kerbs are also installed where required.
- 2.49 In the past two years route upgrades have been carried out on two routes (Service 10 and Service 11), which continues the programme of route upgrades that began in the first LTP period.
- 2.50 The Transport Planning Unit receives several requests each year for new or replacement bus shelters across the city, and has an ongoing programme of installation of new shelters. As the council receives more requests each year than could be funded, requests are prioritised on the basis of stop usage, and are usually only considered for inbound stops unless there is a significant use of an out-of-town destination.

### *Futurebus (ftr)*

- 2.51 The introduction of the **ftr** was a joint initiative by First York and the council to transform public transport provision by the introduction of modern articulated vehicles and enhanced technology to provide a better quality service. First York were responsible for introducing the new vehicles on Service 4, and the council were responsible for the improvements to infrastructure required for the service. This included the upgrading of 75 bus stops, provision of new crossings/signals, provision of 'City Space column' electronic journey planning/real time information kiosks, resurfacing sections of the route, and works to ensure the route is clear of parked cars.
- 2.52 Following the construction of the majority of the infrastructure improvements the **ftr** became operational on 8 May 2006. However, a significant amount of work remained to be completed after the launch including amendments to traffic calming, adjustments to kerb alignments, provision of off-street parking, completion of resurfacing, and commissioning of BLISS equipment to allow the service to operate more effectively.

### *Pedestrian Schemes*

- 2.53 The council's 'Hierarchy of Transport Users' was adopted during the first LTP and sets out the priority listing to be applied when making land-use and transport decisions:
- i) Pedestrians
  - ii) People with mobility problems
  - iii) Cyclists
  - iv) Public transport users (includes rail, bus, taxi, coach & water)

## DRAFT

- v) Powered two wheelers
- vi) Commercial/ business users (includes deliveries and HGVs)
- vii) Car borne shoppers and visitors
- viii) Car borne commuters

2.54 York was one of the first local authorities to adopt a pedestrian strategy, which was revised for the second LTP. The main aims of the strategy were to increase the absolute number of walking trips, and increase the modal share of walking, by continuing to develop the Strategic Pedestrian Network, ensuring the needs of pedestrians are considered for all new developments and transport schemes, reviewing existing provision for pedestrians, and ensuring that routes are well-maintained. The strategy also includes improvements to the Public Rights of Way (PRoW) network, and the promotion of the benefits of walking.

2.55 A variety of pedestrian schemes have been implemented in the past two years to work towards achieving the aims of the strategy:

- The completion of improvement works on three radial routes in the city (Haxby Road, Huntington Road and Shipton Road), following audits of pedestrian facilities on all radial routes (other routes were completed during the first LTP period).
- The construction of new pedestrian crossings at various locations around the city, which includes a new 'puffin' crossing on Melrosegate, and new pedestrian refuges at Shipton Road and Fulford Road.
- Grant funding to Shopmobility for the purchase of new mobility scooters and electric wheelchairs. Shopmobility provides a hire service for mobility scooters and electric wheelchairs in the city centre.
- Other minor schemes across the city, including contributions to schemes funded through other departments or by Parish Councils, such as a new pedestrian refuge on Acomb Road; a section of new footpath on Sheriff Hutton Road Strensall; and the resurfacing of PRoW Knapton No. 1.
- The provision of dropped crossing points at junctions for ease of use by people with mobility impairments.

2.56 Schemes planned for the remainder of the LTP2 period include a programme of improvements to pedestrian facilities in Haxby, following the completion of an audit of routes in previous years, and a scheme to widen the footway on Lendal Bridge, one of the major pedestrian routes into the city centre from the station. Pedestrian improvements are also included within other schemes where possible, such as the Fulford Road and Blossom Street multi-modal schemes.

### Cycling Schemes

2.57 The second Local Transport Plan included a revised Cycling Strategy for York, which updated the cycle strategy adopted as part of the first LTP in 2000. It sets out a policy framework to achieve the aims of increasing the absolute number of cycling trips and increasing the modal share of cycling. The policies

## DRAFT

set out in the Cycling Strategy are to improve the city's cycle network, provide additional safe cycle parking including sheltered parking, and ensure the cycle route network is well-maintained.

- 2.58 Schemes completed in the past two years include:
- A new link to the Millennium Cycle Route across Hob Moor.
  - New cycle crossing points on Bishopthorpe Road.
  - New off-road cycle route along Heslington Lane.
  - New off-road cycle path along Hull Road to provide a Safe Route to Archbishop Holgate's school.
  - Installation of lighting on part of the Haxby to York cycle path.
  - Minor infrastructure schemes, including cycle parking and cycle barriers.
- 2.59 A review of cycle parking provision has also taken place in the past two years in order to monitor the use of existing cycle parking and identify any improvements that could be made to existing cycle parking, in terms of number, location and security.
- 2.60 Feasibility and design work has also been undertaken on proposed new cycle routes over the past two years, including a new cycle route through the hospital grounds to provide an off-road route along Wigginton Road, which will complete the Haxby to York cycle route, and improvements to cycle facilities on Clifton Bridge and its approaches, which is to be implemented in late 2008 in conjunction with parapet strengthening works on the bridge.
- 2.61 One of the proposals for cycle parking included in LTP2 was the introduction of a secure cycle parking facility in the city centre, and a suitable location for a secure cycle park has now been identified at the former Lendal Bridge Sub-Station on Wellington Row. This scheme has been developed by Bike Rescue, a local business who refurbish and sell second-hand bikes, in partnership with the council.

### *Cycle Theft Task Group*

- 2.62 A multi-agency Cycle Theft Task Group was set up in 2005 following concerns expressed by the Home Office relating to high levels of cycle theft in York. This group is chaired by the Safer York Partnership, a Crime and Disorder Partnership comprising public, private and voluntary sector organisations working together to create a safer city. The Home Office set this group a target of achieving a 25% reduction in numbers of cycles stolen from 1,854 in 2003/04 to 1,392 in 2007/08.
- 2.63 The task group comprises representatives from North Yorkshire Police, the council's lead officer for cycling, local cycle retailers, York Hospital, the University of York and other cycle-related local interest groups. The group meets monthly and analyses the levels of cycle crime and where they are taking place, and has developed an action plan to tackle this. Various initiatives have been developed by the group to tackle cycle theft such as

## DRAFT

cycle tagging, subsidising sales of bike locks and alarms, advertising campaigns, and high visibility police and PCSO patrols of the city centre cycle parking areas. At the end of 2007/08 the annual cycle theft figure had fallen by 35% to 1,198. A new stretched target of a further reduction of 18.5% has been set against a 2006/07 baseline.

- 2.64 As York has now been officially designated as a 'Cycling Town' by Cycling England, more resources will be available to the group to further tackle cycle theft and the fear of theft, which acts as a deterrent to cycling.

### *Cycling City Status*

- 2.65 City of York Council recently submitted a successful bid to Cycling England for Cycling City status. As a result of this we will be given £20 per head of population to increase cycling levels across the city (a total of just under £3.7m). This will be split over this and the following two financial years as follows:
- 2008/09 - £0.5m
  - 2009/10 - £1.59m
  - 2010/11 - £1.59m
- 2.66 This funding must be match-funded by the authority and any of its partners in the bid.
- 2.67 The bid was developed after extensive consultation with cycling-related stakeholder and residents, and seeks to tackle the main obstacles to cycling such as lack of route continuity, safety concerns, lack of awareness of existing facilities, and fear of cycle theft.
- 2.68 York's bid picks out three main areas to tackle:
- Fill in gaps in the existing network and provide continuous, quality routes.
  - Provide more secure cycle parking and a centrally-located 'hub-station' where bikes can be left in a secure, staffed building for a small charge.
  - Help non-cyclists to start cycling through training, guided rides and better marketing of routes.
- 2.69 A three year work programme and delivery strategy has now been developed. To enable this project to be delivered a project team will be set up to manage the day-to-day delivery. An overarching strategy group will act as the decision-making body to shape the delivery and ensure the targets will be achieved. Themed groups will be set up to deliver the schemes and interventions which are most appropriate to their skills and expertise, which will include external stakeholders.
- 2.70 Most of the original Cycle Demonstration Towns set targets of doubling levels of cycling over their three year period. However, given York's cycling levels are already above national levels we have set a target of a 25% increase in total levels of cycling. We have also set a more ambitious target of doubling

## DRAFT

cycling levels for specific groups where traditionally levels were lower such as women, older people, ethnic minority groups, people with disabilities and rural residents.

### Major Scheme Bid

- 2.71 The proposals for the 'Access York' Major Scheme Bid (MSB) were included in the council's second Local Transport Plan, as it was recognised that the infrastructure improvements required to implement the transport strategy set out in LTP2 would require additional funding above the LTP2 Integrated Transport allocation.
- 2.72 The overall concept for the Access York MSB is to provide enhanced Park & Ride services to cover additional radial routes and increase the capacity of the Outer Ring Road to reduce the amount of traffic diverting through the city centre and enable road space to be used for improvements to encourage the use of more sustainable modes of transport, including the provision of improved bus priorities on key routes.
- 2.73 Since the publication of LTP2, work on developing the Major Scheme Bid has continued. There are two phases to the bid:
- Phase 1: Two new and one replacement Park & Ride sites.
  - Phase 2: Outer Ring Road improvements.
- 2.74 The bid for Phase 1 is for the provision of three Park & Ride sites with associated bus priority measures at an estimated outturn cost of £26.2m. The proposal would increase the amount of Park & Ride sites in York to seven, by relocating and enlarging the existing site at Askham Bar to 1,250 spaces, providing a new site on the A59 (750 spaces) and a new site on Wigginton Road (500 spaces). Bus priorities would be provided on each route.
- 2.75 The Park & Ride bid was approved by the Regional Transport Board (RTB) in April 2008, and will be submitted to the DfT in January 2009 for their decision. Subject to the approval of the bid by the DfT, construction of the new sites would start in 2010 for completion in 2011. The council would be required to contribute 10% of the scheme costs, which could be funded through the LTP allocation, developer contributions, or council resources.
- 2.76 The bid for Phase 2 is for improvements to increase capacity on the Outer Ring Road, at an estimated cost of £42m, to encourage traffic to use the Outer Ring Road for cross-city trips rather than travelling through the city centre. The bid also includes measures in the city centre to make use of the freed up road space for improvements to encourage the use of public transport, walking and cycling, and remove traffic from the city's Air Quality Management Areas.
- 2.77 The Phase 2 bid was submitted to the Regional Transport Board in October, and a decision is expected in the new year. If it is approved by the RTB,

## DRAFT

further work will be required to develop the bid before it is submitted to the DfT in 2009.

### **Network Management Duties and Improvements to the Management of the Network**

- 2.78 Since the introduction of the Traffic Management Act 2004 the City of York Council has been proactively working towards achieving the main objectives for managing our Road Network as outlined in Section 16 of the Act, namely:
- Securing the expeditious movement of traffic on the network, and
  - Facilitate the expeditious movement of traffic on road networks for which another authority is the traffic authority.
- 2.79 The council appointed the Director of City Strategy to the statutory role of Traffic Manager, which clearly showed its commitment to embedding the Network Management responsibilities within the whole organisational culture.
- 2.80 In May 2007, the Department for Transport (DfT) assessed York to be “Excellent” in the reporting and undertaking of its Network Management Duties<sup>7</sup>. This was based on an independent assessment of the council’s Network Management team and the Network Management Strategy as contained in Annex J of LTP2.

[York is] **“Excellent at showing how the Network is managed, a road hierarchy was in place, travel information provided, cross boundary co-ordination and joint working was in existence”.**

- 2.81 In particular, the review reported that traffic volume was covered in excellent detail with good transport strategies for walking, cycling and freight. It also provided strong evidence of how congestion and traffic growth were monitored and tackled. Annex 3 contains further details of the policies and measures employed to exercise the Network Management Duties in relation to the following categories:
- Considering the needs of all road users.
  - Co-ordinating and planning works and known events.
  - Gathering information and providing information needs.
  - Incident management and contingency planning.
  - Dealing with Traffic Growth.
  - Working with all stakeholders – internal and external.
  - Ensuring parity with others.
  - Providing evidence to demonstrate network management.
- 2.82 Evidence would suggest that the council has continued to perform well in exercising its Network Management duties as congestion vehicle delay time is

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<sup>7</sup> DfT “Assessment of Network Management Duties within Local Transport Plans”

## DRAFT

reducing (see Table 8.2). However, the council continually strives to improve and work is ongoing to develop the Network Management Strategy further to a Network Management Plan in light of emerging experiences, best practice and governmental guidance. In addition new initiatives, (including those described in paragraphs 2.83 to 2.87) are being implemented to maximise the efficiency of the network.

### *The 'FREEFLOW' Project*

- 2.83 York has an extensive Urban Traffic Management and Control (UTMC) system to control the city's traffic signals in such a way as to move traffic around in the most efficient manner. It is both proactive, using a series of predetermined timing scenarios, and reactive using Car Park Guidance, VMS, CCTV and signal override schemes to ensure maximum flow efficiency. However, the system has scope for further improvement to be even more proactive by determining a series of 'intelligent' scenarios to adapt to ever-changing conditions on the network and control congestion.
- 2.84 City of York Council is a member of the FREEFLOW Project. This project is funded by the Department of Business Enterprise and Regulatory Reform through the Technology Strategy Board (TSB) and Engineering and Physical Sciences Research Council (EPSRC). A consortium of 10 bodies representing local authorities, technology companies and lead universities aiming to deliver new and innovative technologies for managing traffic and public transport in urban areas is undertaking the project.
- 2.85 The primary aim of FREEFLOW is to develop and test systems that are able to better detect, in real time, changes to the operation of the road network and provide operators with highly contextual advice and support for making traffic management decisions. FREEFLOW will use 'decision technologies' that monitor the network and display highly complex real-time information from a variety of sources on a single map based screen, backed up by additional research and development in the use of various data sources, and real time network condition monitoring, to provide recommendations (scenarios) to operators to optimise flow on the network.
- 2.86 The council's role in the project is, along with Kent County Council and Transport for London, to provide a live demonstrator site for the technologies being developed by the industry and academic partners. York is also involved in leading activities looking at integrating FREEFLOW and UTMC, and data warehousing (as the interface between the FREEFLOW technologies and UTMC is of crucial importance to delivery in York). York is receiving 50% funding for its involvement in the project from the TSB and will benefit from the opportunity to trial and use new technology at a very early stage of its development, and influence the direct future development of Intelligent Transport Systems.



## DRAFT

- 2.87 The current position of FREEFLOW is that the needs gathering and assessment is complete, and the industry and academic partners are now developing the necessary technology. In York the first 'proof of concept' is due to commence in early 2009 with the aim of providing an early demonstration of linking to UTMC and using it to influence on-street equipment.

### ***Multi Modal Assessment Tool (MATT):***

- 2.88 MATT is a spreadsheet based model that allows the quick determination of the multi-modal impact of developments taking place in different areas of the City. It makes use of Census journey to work data, the national TRICS trip generation database and locally measured trip generations from existing developments to provide forecasts of trip generations by mode. The model would require to be validated against recent planning applications and further calibrated using more existing development measured trip rates. The model is simple to use and is tailored to York's pattern of trip generation.

### ***Strategic Matrix Assessment and Response Tool (SMART):***

- 2.89 SMART is a Graphical Interface System (GIS) based tool developed for use in the Sub-Regional Transport Study. It makes use of graphical layers containing accessibility and congestion information along with the existing origin-destination data for York in order to provide an indication of how new trips may load the transport network. MATT and SMART could be linked to give strategic level impacts for major developments.

### **Barriers & Risks**

- 2.90 One of the principles of the LTP2 strategy is to obtain and utilise developer contributions for implementing new schemes and services. The current economic climate is already having an adverse effect on planned development works either coming on stream, and even some developments underway. The council will, therefore, closely monitor any changes in the implementation of developments and review the capital programme in the light of these.

## DRAFT

### DELIVERING ACCESSIBILITY

#### STRATEGY TO IMPROVE ACCESSIBILITY

- 3.01 The second Local Transport Plan included an Accessibility Strategy, which set out the issues regarding accessibility to jobs and essential services. The strategy aims to meet the needs of those who do not have access to a car, and improve transport choice for those who already have access to a car. It was developed following work with other council departments and outside bodies, such as healthcare providers, education providers, retail outlets, transport operators, and voluntary groups, in order to identify areas of poor accessibility in York.
- 3.02 The government report 'Making the Connections', which was produced by the Social Exclusion Unit, identified the link between transport and social inclusion and stated that good transport is essential to provide access to places of work, healthcare facilities, education, food shops, leisure facilities and other destinations. They identified the following barriers to accessing these services:
- The availability and physical access of transport.
  - Cost of transport.
  - Services and activities located in inaccessible places.
  - Safety and security.
  - Information and travel horizons.
- 3.03 The consultation carried out for the second LTP found that improving access to services was the second most important transport priority for York residents, after improving congestion. While many of the measures included LTP2 aimed at reducing congestion also contribute to improving accessibility, others do not, so specific measures for improving accessibility were required. Table 3.1 shows some of the particular actions for improving accessibility.

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**Table 3.1: 'Accessibility' Action Plan**

Shared Priority	Scheme	Short Term					Long-Term plans to 2021	Also contributes to:
		06/07	07/08	08/09	09/10	10/11		
Accessibility	Park & Cycle	Not delivered	Not delivered	Not delivered	Not delivered	Not delivered	Y	
	City centre shuttle scheme	Not delivered	Not delivered	Not delivered	Not delivered	Not delivered	Y	AQ
	Accessibility improvements for retail, education & leisure destinations	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present	Y	AQ

**Key**

AQ	Air Quality
	Delivered
	Being delivered at present
	Not delivered

**SCHEME DELIVERY**

3.04 The specific measures listed in Table 3.1 have not been progressed in accordance with the original programme. However, over the past two years the following measures have been carried out in order to address accessibility issues.

**Bus Services**

3.05 During the first LTP period (2001-06), there was an increase in bus patronage of 45%, from 10.27m passengers in 2001/02 to 14.95m passengers in 2005/06. This increase was due to a review of service provision carried out in 2000 by First York, the main bus operator in York, and the improvements to bus infrastructure carried out by the council during LTP1.

3.06 This patronage growth continued at the start of the LTP2 period, with 15.14m passengers in 2006/07. However, in 2007/08, there was a reduction in annual passenger journey figures to 14.85m passengers but, at this stage, there is no evidence that this will be a continuing trend. This downturn was despite increased travel by concessionary fare-paying passengers, following the new concessionary fares scheme implemented from 1 April 2006, which provided free bus travel for all those eligible (the previous entitlement was half fare).

**Rural Bus Services**

3.07 Some rural parts of York are well served by bus services run commercially by bus companies, which link these settlements to the city centre. However, other areas are not served by a commercial service and the council is required to fund bus services in order to ensure these settlements have some public transport provision.

## DRAFT

- 3.08 The council receives funds from Department for Transport through the Rural Bus Subsidy Grant (RBSG) (£138k in 2007/08), which it allocates entirely to local bus services operated under contract. Previously some services were funded through Rural Bus Challenge (RBC) funds. This funding is no longer available, but some parts of former RBC-funded projects are now funded through RBSG and the council's own revenue funds.
- 3.09 Many rural services run cross-boundary either into the East Riding or North Yorkshire and operate under contract. For these services, either the council or a neighbouring authority (East Riding of Yorkshire Council or North Yorkshire County Council) are the lead client, with costs shared between the authorities based on patronage split by authority area.
- 3.10 Rural bus services have remained relatively stable over the period of the second LTP. Passenger journeys recorded for a small rural subset of local bus services show growth above that for all local bus services, but with the same downturn for 2007/08 as overall bus patronage figures.

### Subsidised Bus Services

- 3.11 In addition to subsidising rural bus services, the council also provides support to bus services in the urban area that would not be commercially viable. This mainly involves subsidising evening and Sunday services on otherwise commercial routes, and some daytime services that are wholly subsidised.
- 3.12 Approximately £600k of revenue funding per year was spent on subsidised bus services (both rural and urban) for the past two years, but this was partially offset by income from council car parks. The council is currently carrying out a review of subsidised bus services (both urban and rural) in York to review current provision, and identify possible improvements and priorities for future spend.
- 3.13 Many of these services are vital for residents who have no other means of transport. However, due to the increasing pressures on council budgets, the amount of funding available for subsidising bus services may be reduced in future years, which would have an impact on the council's aim to improve accessibility. However, other initiatives in view of the government's Towards a Sustainable Transport Strategy (see paragraph 1.51) could be put into place to maintain rural accessibility.

### York Aircoach

- 3.14 First York introduced the 'AirCoach' service in York in February 2007, in order to provide a direct public transport link between York Rail Station and Leeds-Bradford



## DRAFT

International Airport (LBIA). This commercial service has been developed in partnership with the council, Visit York, LBIA and air carriers based at the airport. The service provides an alternative means to access the airport for York residents, and also encourages overseas visitors to the region to visit York, thereby enhancing the tourist economy of the city.

- 3.15 York Aircoach has seen significant patronage growth in 2008 as a result of:
- A good, working, partnership between First, Leeds Bradford Airport, City of York Council and Visit York to market the service more effectively;
  - Re-routing the service along the A59 and via Knaresborough, and
  - Adjustments to the timetable with an earlier first bus from York (04:30) and a later last bus from the airport (23:20) to better serve air passengers.

### Bus Information

- 3.16 Although there is no legislated responsibility for the council to provide the public with information on bus services, it has, traditionally, led on the provision of bus information through its dedicated 'BusInfo' team to answer telephone enquiries, as well as perform many other public transport and social transport information functions. The recent improvements in Intelligent Transport Systems (ITS) and telecommunications has opened up many opportunities for not only collecting travel data, such as bus timetables and running times electronically, but presenting information to users in a wide range of media, such as display screens, mobile phones and the internet. The council has utilised these opportunities to make public transport information available on display screens at bus stops; six Cityspace 'Smart Column' travel planning kiosks in the city centre, University and Acomb; the internet and the mobile telephone (see paragraph 3.18), as well as working with other agencies to provide a telephone enquiry service as a more accessible means of delivering the BusInfo service.
- 3.17 An all-operator bus route map was published in July 2008. This was developed with the Marketing sub-group of the York Quality Bus Partnership, and has been made available at council receptions and in libraries. A public bus information event was also held in July and was well attended. This followed a marketing campaign, 'Live Life in the Bus Lane', held between March and May 2008 to raise awareness of the benefits of bus travel.
- 3.18 In addition to the new bus route map and the provision of timetable cases at bus stops, the council has been working with the Quality Bus Partnership Performance sub-group to develop the 'yournextbus' system. 'Yournextbus' is a real-time bus information system that can be accessed via SMS or the Internet. Every bus stop is assigned a unique 8-digit code so that anyone with a mobile telephone can find out exactly when the next bus will be due at their stop. For example, a member of the public texting the stop number 32900168 to 64422 will receive a text message within 30 seconds. A sample is shown below:

## DRAFT

Clifford Street - 14:56			
4	University	4 mins	LF
415	Selby	15:05	
4	University	13 mins	
X54	York	19 mins	LF
4	University	23 mins	LF

- 3.19 Services shown in real time are in the format 'x mins'. If there is currently no real-time information available for a particular bus, the scheduled time is shown in the format 'hh:mm'. Additionally, the designation 'LF' shows that an accessible Low Floor vehicle is in operation. Each text enquiry costs the user 12p plus their normal SMS rate, alternatively the web-based system at [wypte.acislive.com](http://wypte.acislive.com) can be queried at normal internet connection rates.
- 3.20 The ACIS SMS system was launched by West Yorkshire PTE in 2006. South Yorkshire PTE followed in 2007, and there are now more than 150,000 SMS enquiries made every month across Yorkshire. Many buses operated in the City of York area by First York, Arriva, Yorkshire Coastliner and EYMS are fitted with real-time equipment. The Coastliner fleet is fully fitted and First York, the largest operator in the city, is expected to achieve 100% fitment by Spring 2009.
- 3.21 Following the proven success of the system in the PTE areas of Yorkshire along with trials on certain bus routes in York, we have begun the process of labelling each bus stop flag on a route-by-route basis. Stops at all real-time enabled routes across the City of York area will be labelled by the end of 2008 in time for a full public launch in the New Year.

### Dial & Ride

- 3.22 The Dial & Ride service is a community transport service that provides a door-to-door bus service for people who are unable to travel by public transport to the city centre and other local shopping centres, including out-of-town shopping centres. The council provides financial support in the form of an annual grant for the service, and also provides office space for the bookings service. Over the past two years passenger figures for Dial & Ride have increased, with almost eight thousand passengers carried in 2007/08.
- 3.23 The service has been reviewed as part of the council's collaborative transport project, which aims to review transport services provided by the council and identify possible improvements to services. The review concluded that it would be difficult to increase the capacity of the Dial & Ride service without the purchase of an additional vehicle. This may pose a risk to service provision in the future if the council are unable to support any required service improvements.

## DRAFT

### Concessionary Fares

- 3.24 From April 2006, the council has provided free bus travel for people over 60, and people under 60 with disabilities, through the concessionary fares scheme. This service was provided as part of the North Yorkshire Concessionary Fares Partnership, and allowed free travel on buses in the York and North Yorkshire area (prior to April 2006, half-fare bus travel was available for those eligible). There has been an increase in the number of bus pass holders following the introduction of free travel.

**Table 3.2: Take-up of Bus Passes**

	2005/06	2006/07	2007/08
Number of pass holders	18,625	23,936	27,826

- 3.25 The new English National Concessionary Fares scheme came into effect from 1 April 2008. The main feature of this new scheme is that pass holders are now eligible for free travel across the whole of England, rather than only in their local area. This change has required the introduction of a standard pass format. As a result, the council was required to issue new passes for all existing pass holders, and a total of 36,000 passes have now been issued.
- 3.26 The new scheme has also changed the reimbursement requirements for concessionary fares. Under the previous scheme, the card issuing authority was responsible for the payments to bus service providers. In the new scheme, this responsibility has passed to the authority in which the pass is used. It is possible that this will substantially increase the cost of concessionary fare reimbursement for the council, as York is a popular tourist destination and could be expected to have many visitors from outside the area who might use bus services in the city, particularly the Park & Ride services.
- 3.27 The council also provides National Travel Tokens as an alternative to the bus pass, which can be used to pay for taxis or rail travel. Tokens are also accepted on the Dial & Ride service and York Wheels, a community travel provider in York.
- 3.28 Following the introduction of free travel in April 2006, the number of token claimants has decreased from over 21,000 claimants in 2005/06 to approximately 13,000 in 2007/08.

### YOzone Card

- 3.29 The YOzone card is issued to secondary school pupils aged 11-16 who live or study in the City of York area. The card permits reduced-fare travel for all local journeys on participating companies' bus services, at no cost to the council. The amount of discount is set by each bus company, but is typically at or below half the adult fare for the trip. The principal objective of the

## DRAFT

YOzone card is to encourage young people to use public transport and continue to use sustainable modes of transport as they reach adulthood. The card also addresses accessibility issues, as the cost of bus fares was identified in LTP2 consultation as a barrier to travelling by bus.

- 3.30 The card was relaunched in March 2007 in an effort to increase take-up. The card and related publicity were redesigned and local businesses were invited to participate by offering discounts to card holders. Businesses such as a cinema, bowling alley and restaurant all offered generous discounts in exchange for their logo on the back of each card.
- 3.31 During the relaunch, a team of staff also visited many local secondary schools during lunchtimes to take applications for YOzone cards from the pupils. In one particular school, over 600 pupils applied during two sessions. The renewed publicity and 'YOzone road shows' were very successful and helped to almost double YOzone card take-up to include over 50% of all secondary school-age pupils in the city.
- 3.32 The road show events were repeated in October 2008, with the intention to continue on an annual basis thereafter, to encourage new secondary school pupils to apply for YOzone cards.

### **Quality Bus Partnership**

- 3.33 During the first LTP period the council launched a Quality Bus Partnership (QBP), which aimed to encourage partnership working between the council and local bus operators. The partnership was re-launched in August 2007 following the appointment of a new independent chair, and comprises council officers, councillors, and representatives from most of the local bus companies, passenger groups, and North Yorkshire Police.
- 3.34 Issues covered at the quarterly QBP meetings include the proposed Integrated Ticketing scheme currently being investigated by the council, improvements to communication between the council and bus operators, and consultation on public transport proposals for the York Northwest development. There are also smaller working groups which focus on specific areas of work. The Marketing Group was involved in the production of the bus route map, which was launched in June 2008, and the Performance Group was set up to discuss issues relating to the real-time information system in York, in order to improve the accuracy and reliability of the system.

### **Improving Access to Public Transport**

- 3.35 The local bus network in York is predominantly operated by First York with a small number of local services provided by Transdev, which are all subsidised services operated under contract to the council. However, some bus services are provided by other operators, usually longer-distance services running into



## DRAFT

York, and passengers are required to buy two separate tickets if they are making a journey on two services run by different companies.

- 3.36 Following a motion brought to Full Council in November 2007, the council carried out a study into integrated cross-city bus ticketing for York, in order to address this issue. The study concluded that the council should develop a paper-based Multi-operator Travel-card (MTC). This was expected to cost £187,000 to set up, with running costs of £130,000 per annum.
- 3.37 As there are a relatively small number of trips within the city that could only be made by using more than one operator, and the high cost of setting up the MTC system, the council is now focusing on the possibility of establishing a cross ticketing regime on key high usage corridors. These corridors serve destinations such as the hospital and the university. In addition, the council is examining options for accelerating the roll out of the Yorkshire-wide 'Yorcard' scheme into York. 'Yorcard' is a new smartcard-based payment system for public transport, and is currently being trialled in South Yorkshire.

### ***Bus Fleet***

- 3.38 Within the operating period of York's first LTP, the city's main operator updated its fleet with newer vehicles. The last vehicle was introduced as part of this upgrade in February 2005. More recently a second phase of upgrading has taken place, with seven Euro IV vehicles being added in 2007 and a further 22 EEV vehicles being introduced in 2008. The current fleet of 101 vehicles is, other than those previously described, composed mainly of Euro III vehicles.
- 3.39 As well as increasing the percentage of accessible vehicles within the fleet, the newer, less polluting vehicles also contribute to reducing the amount of CO<sub>2</sub> generated by the city's buses.

### ***Bus Stop Infrastructure***

- 3.40 Following an audit of bus stop infrastructure carried out earlier this year, the facilities available at bus stops have been confirmed as:
- 61% of stops have 'Kassel' bus boarding kerbs.
  - 87% of stops have timetable cases.
  - 49% of stops have a bus shelter.
- 3.41 The council will now be working to improve accessibility by increasing availability of these facilities through the bus stop infrastructure programme.

### ***Taxis and Private Hire***

- 3.42 At the start of the LTP2 period the size of the taxi fleet in York was 158 vehicles, of which 13% were 'accessible'. In July 2008, following an investigation into the unmet demand for taxi travel, fifteen new 'accessible'

## DRAFT

vehicles were added to the fleet, bringing the percentage to 18%. The council will allow two new vehicles to be added to the fleet every six months until market supply matches demand, subject to review in 2011. As these are introduced, the percentage of accessible vehicles will increase well in excess of the target.

- 3.43 In addition to the physical accessibility of taxis, the council is implementing a 'taxi action plan' to improve the overall accessibility of taxis. The action plan includes items such as:
- Training – disability awareness and disciplinary training;
  - Promotion - standard vehicle livery and taxi information on the Council's website;
  - Planning – reviewing taxi rank provision and rank locations;
  - Engagement, and
  - Funding.
- 3.44 Good progress has been made on the first three aspects, particularly driver training, but progress on engagement and funding has not been as good. However, it is expected that the establishment of a taxi quality partnership will speed up progress in these areas.

### Car Club

- 3.45 Car parking provision is a key issue when considering new developments in York, and it was recognised that on sites with limited space and higher density development, there was a need to minimise the impact of the private car. Consultation carried out for LTP2 also indicated support for the proposed car club to address this issue. The provision of a car club also supports the LTP2 aim of improving accessibility as it provides access to a car for people who might not be able to afford to run a car. It also allows people who own a car but only use it infrequently to relinquish their cars knowing that they will have access to a car when needed.
- 3.46 Surveys carried out showed that there was a clear interest in a car club from York residents and York's club was launched, in partnership with WhizzGo, in autumn 2006, with cars available in six locations. This has now expanded to eleven locations, with twelve cars available for use, including a site at a new development on Heworth Green.
- 3.47 Since its launch, we have secured developer support for the car club through ten major planning applications, including residential, office, retail and leisure developments. The first of these developments to be built will have car club cars available from early occupation of the site. During the public inquiries for two large housing schemes in York, the Secretary of State supported proposals to integrate car club provision, recognising that such measures would result in reduced travel by private car.

## DRAFT

- 3.48 Membership levels are continually growing, putting York on a par with car clubs developing in bigger cities such as Leeds and Manchester. There are currently over 350 members in York, with between 10 and 15 new members added each month.
- 3.49 The most recent survey of York members shows that:
- 22% of members have disposed of a vehicle since joining the club. This means that approximately 64 privately owned cars have been taken off the roads in York;
  - 86% of members said 'not likely' or 'definitely not', to the question of whether they were thinking of replacing an existing car in the next 12 months; and
  - 86% of members gave the same response to the question of purchasing a new car.

### Other Promotional Work

- 3.50 The council works with WhizzGo to promote the car club, and also promotes car sharing to residents and businesses. York's public car sharing website ([www.carshareyork.com](http://www.carshareyork.com)) was re-launched in June 2008, and there has been an increase in membership as a result.
- 3.51 The council produces the York cycle route map, which is distributed to colleges, leisure centres, and cycle retail outlets in addition to being available at council receptions and libraries. This has been reprinted twice in the LTP2 period to include new sections of cycle route.
- 3.52 The council also works with major employers in the city to develop and revitalise their travel plans. A new guide to cutting car use has been recently produced. Entitled 'Are you carwise in York?', this has been distributed to key businesses in the city in a bid to reduce car traffic to workplaces and increase the use of more environmentally friendly forms of transport.

### Accessibility Mapping

- 3.53 One of the new tools available from the Department for Transport for the preparation of LTP2 was the accessibility mapping programme 'Accession'. This allows the council to determine how accessible facilities, specific locations or new developments are for various forms of transport, such as journey times to the city centre or to York Hospital by public transport.
- 3.54 This analysis can be carried out for individual wards within the authority, which allows a more detailed analysis of accessibility issues. Accession can also be used to analyse accessibility issues for age groups, such as the percentage of 16-19 year olds who are within 30 minutes of York College travelling by bus.

## DRAFT

- 3.55 The second LTP included an Accessibility Strategy, which set out a programme of local accessibility assessments for the LTP2 period. The initial accessibility audit carried out in 2005 as part of the preparation work for LTP2 identified three main accessibility issues:
- Access to Health (to York Hospital and to GPs).
  - Transport Information.
  - Rural Accessibility Problems.
- 3.56 The results of this accessibility audit were used to develop the priorities for improving accessibility to health, education, employment, retail, and leisure, and improving rural accessibility.
- 3.57 In addition to this accessibility audit, it was proposed to carry out local accessibility audits over the LTP2 period. The audits were to be carried out for each ward and consider accessibility issues for all types of destination. This programme of work has not progressed according to the programme in LTP2, but work is planned for future years to complete these audits.

### Risks & Barriers

- 3.58 The main risks for improving accessibility are associated with the national concessionary fares scheme and subsidised bus services as shown in Table 3.3, as they have the most significant financial impact.

**Table 3.3: Risks**

<b>Risk Title</b>	<b>Risk Detail</b>	<b>Consequences</b>	<b>Managing and mitigating the risk</b>
Concessionary fares	Insufficient funding made available to deliver the concessionary fares scheme	<p>The scheme currently provided is over and above what is required as part of the statutory scheme. The scheme would have to be cut back to reduce the times of travel to the statutory minimum (outwith remainder or current cross border partners in sub-regional scheme) .</p> <p>Other budgets could have to be cut in order to ensure that the statutory service continues to be provided. This could impact upon ability to deliver on other areas of the LTP.</p>	<p>Monitor and challenge reimbursement claims.</p> <p>Review scheme provisions and reduce them as required</p>

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**Table 3.3: Risks**

<b>Risk Title</b>	<b>Risk Detail</b>	<b>Consequences</b>	<b>Managing and mitigating the risk</b>
Contracts	Increasing costs of contracts to deliver the same level of service	Cost increases for delivering subsidised bus services will mean that fewer services will be provided and supported and there will be less public transport provision within the city and surrounding rural areas particularly at evenings and weekends	Tendering of contracts  Poss of reverse tendering  Criteria for funding refined and funding more targeted

3.59 In addition to these principal risks, the progress of developments in view of the current economic climate will need to be closely monitored as many of the schemes to improve accessibility are funded by developers, either entirely, or in part.

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**ROAD SAFETY**

**ROAD SAFETY STRATEGY**

- 11.01 Road safety is an important part of the council’s transport strategy, and the council aims to reduce both actual and perceived danger experienced by road users. The second Local Transport Plan included a revised Road Safety Strategy, which set out the council’s proposals to improve safety for all road users.
- 11.02 As a result of issues raised during the consultation for LTP2, which mainly focused on traffic congestion caused by the school run, LTP2 proposed to improve road safety around schools and provide safe routes to schools in order to encourage parents to allow children to walk or cycle to school.
- 11.03 The LTP2 proposals for improving road safety are summarised in Table 4.1:

**Table 4.1: ‘Road Safety’ Action Plan**

Shared Priority	Scheme	Short Term					Long-Term plans to 2021	Also contributes to:
		06/07	07/08	08/09	09/10	10/11		
Safer Roads & Communities	Targeted speed enforcement	Delivered	Delivered					
	Cycling/walking safer routes expansion	Delivered	Delivered					C, AQ
	Self-indicating roads	Delivered	Delivered					
	Traffic calming measures	Delivered	Delivered					
	SSZ review	Delivered	Delivered					C, AQ
	Maintenance inc PROW	Delivered	Delivered				Y	
	"Your Driving, Your Business" campaign	Delivered	Delivered					
	Education & practical training	Delivered	Delivered					
	Post 2011 Measures							
	SPLIT camers/vehicle speed inhibitors						Y	
ORR underpasses (Strensall)						Y		
Access controls outside schools						Y		
Further road safety campaigns						Y		

**Key**

- C Congestion
- AQ Air Quality
-  Delivered
-  Being delivered at present
-  Not delivered

## DRAFT

### SCHEME DELIVERY

- 11.04 The three main approaches to tackling road safety issues in York are:
- Engineering work at localities identified as having a high number of casualties;
  - Publicity campaigns; and
  - Road safety training.
- 11.05 In the early part of LTP2 the council's primary foci in relation to road safety has been in undertaking Local Safety Schemes following identification of accident cluster sites<sup>8</sup> and addressing concerns relating to speeding (both actual and perceived). The council is now shifting its emphasis more toward taking action to reduce the number and severity of road accidents in recognition of the target in the LAA to reduce the number of KSIs. In view of this, the council and the police have taken positive steps toward establishing a more efficient protocol, which may redefine respective responsibilities for addressing speed related issues, to leave more resources available to establish and implement an accident reduction action plan, working in partnership with other agencies such as the York & North Yorkshire Road Safety Partnership ('95 Alive campaign') and the Safer York Partnership.
- 11.06 Through this road safety plan, the council aims to devote more resources into accident investigation, to identify causes and trends to enable suitable corrective engineering, education and enforcement actions to be put into place, as recommended in the DfT Road Safety Health Check Visit.
- 11.07 The following section details the work carried out over the past two years in the area of road safety.

### Infrastructure

- 11.08 Local Transport Plan funding is used in the development and implementation of schemes at locations where a road safety issue has been identified. There are three areas of infrastructure work where funding is allocated for schemes: Local Safety Schemes, Speed Management, and Vehicle Activated Sign. This funding is supplemented by the capital funding allocation included in the Road Safety Grant.

### Local Safety Schemes

- 11.09 Local Safety Schemes are considered at sites identified as accident cluster sites. An annual review of accident data in the authority area is used to identify sites where there have been five or more injury accidents in the previous three years. The accidents at these sites are then reviewed to identify the common causes, if any, and possible engineering solutions.

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<sup>8</sup> Definition of accident cluster site is five or more injury accidents in the preceding three-year period

## DRAFT

Feasibility work can then be carried out in order to identify potential engineering solutions.

- 11.10 Schemes completed in the past two years include:
- A new right-turn lane at the A166/Murton Lane junction, which included the provision of improved cycle facilities.
  - Closure of the junction of the A166 with Panman Lane, Holtby.
  - Installation of chicanes through Rufforth village to reduce speeding traffic.
  - Installation of traffic signals at the York Road Dunnington/A1079 junction.
  - Installation of traffic signals at the Wheldrake Lane/A19 junction.
  - Plus various smaller schemes across the city.
- 11.11 Following scheme completion, accident records are then monitored in order to assess the impact of the scheme.

### Speed Management Schemes

- 11.12 The council's speed management plan aims to ensure that all road users know the speed limit and that all road users drive at or below the speed limit. It is recognised that speed is the most common contributing factor in road crashes, and the speed management plan aims to contribute to the road safety strategy aim of reducing casualties.
- 11.13 The Transport Planning Unit receives complaints from residents and councillors about roads where there is a perceived safety issue. Previously these complaints were assessed on an ad hoc basis throughout the year. However, in October 2006 a new methodology for dealing with these complaints was adopted by the council. This set out a process of six-monthly reports to councillors, which review the speeding complaints received in the previous six months and recommend which roads are to be considered for engineering treatment based on data analysis of casualties and traffic speeds.

**Table 4.2: Categories for Prioritising Speeding Complaints**

Category	Speed	Casualties	Priority	Treatment
1	High	High	High	Speed management measures
2	Low	High	High	Casualty reduction measures
3	High	Low	Medium	Speed management measures
4	Low	Low	Low	None

- 11.14 Whenever a complaint is received about speeding traffic, an analysis of accident data is carried out for the location, and speed surveys are carried out where required. This allows the site to be prioritised according to the above



## DRAFT

categories, in order for feasibility work to be carried out to identify ways of addressing the issues.

- 11.15 This approach ensures that complaints are dealt with on the basis of speed and casualty data, which ensures that funding for road safety schemes is allocated in the most effective way.

### ***Fishergate 20mph Scheme***

- 11.16 Portsmouth City Council implemented city-wide 20mph limits on almost all of its residential streets between 2006 and 2008. The roads included in their scheme had an average traffic speed of 18-24mph, and were generally in areas with dense housing, usually with cars parking on both sides of the road. The changes to the speed limit have been introduced through signing alone, without the use of traffic calming, and the scheme is expected to be self-enforcing.
- 11.17 Following a petition from residents of the Fishergate area, councillors have given approval for a trial 20mph scheme to be implemented in seven streets in the area. The scheme will be implemented in the same way as the Portsmouth scheme, without the introduction of traffic calming. Work on this scheme is currently ongoing.

### **Vehicle Activated Signs**

- 11.18 Vehicle Activated Signs (VAS) are a relatively new method of dealing with speeding issues. The signs are designed to alert drivers when they are driving above the speed limit. Department for Transport guidelines state that VAS should only be considered where there is a problem associated with excessive or inappropriate speed that has not been remedied by standard signing or other measures.
- 11.19 Towards the end of the first LTP period nine VAS were installed at various sites across the city. The results of this trial showed that there was a reduction in 85th percentile speeds (the speed at or below which 85 cars out of 100 travel in free flowing traffic conditions), average traffic speeds, and the percentage of vehicles exceeding the speed limit at these sites.
- 11.20 Further VAS have been installed at various sites across York and its surrounding villages over the past two years. During 2006/07, 15 new signs were installed using LTP funding, and an additional six signs were funded through Ward Committee and Parish Council funding.
- 11.21 The use of VAS as a means of addressing speeding issues has proved to be popular, and there has been very little negative feedback from drivers or residents living near the location of signs. However, national research suggests that the effectiveness of VAS can decrease over the long term, so

## DRAFT

current sites will need to be monitored to determine the signs' continued effectiveness.

### Road Safety Campaigns

- 11.22 In addition to the engineering measures carried out to address road safety issues, the Road Safety team carries out a variety of road safety campaigns and education, in partnership with North Yorkshire Police and the North Yorkshire Fire & Rescue service. The council is a full partner in the York and North Yorkshire Road Safety partnership, '95 Alive', which aims to make the roads in North Yorkshire safer by 2010, with a target to reduce fatalities by one third by the end of 2010 compared to the 1999-2003 baseline average, representing a saving of 95 lives between 2005 and 2010. This multi-agency partnership is made up of a wide range of organisations including local authorities, the emergency services, the health sector, the Government Office and the Highways Agency.
- 11.23 The council funds the 'Theatre in Education' programme, which carries out performances in primary and secondary schools on road safety issues. This is supplemented by North Yorkshire Fire & Rescue service's car safety road show and 'Ride Alive', which is aimed at moped and bike riders from age 16 upwards.
- 11.24 In addition to these education events, the Road Safety team is currently carrying out the following campaigns aimed at young people:
- 'Young Road User Campaign': aimed at all young people who use the road as pedestrians, cyclists, mopeds and motorbikes, and young car drivers and passengers, to get basic road safety messages across.
  - Pass Plus discount scheme: entitles all drivers who passed their driving test in the past 12 months and are York residents to apply for £60 off the 'Pass Plus' driving scheme.
  - 'ebor-BIKE-um': a young cyclists education programme to be rolled out through youth clubs across the city, which is funded from the DfT Road Safety Grant.
  - Work with Youth Offending Services to show presentations from outside agencies such as SCARD (Support and Care After Road Death).
- 11.25 The team also carries out campaigns targeted at all road users, such as campaigns focussed at work-related driving, and a Speed Awareness Campaign which provides the loan of a Speed Indicator Device (SID) to community groups to educate drivers in their local area about road safety.
- 11.26 North Yorkshire Police carry out targeted enforcement work in support of campaign work carried out by the council, and run an education campaign targeted at users of motorbikes over 500cc who are thought to be at risk of offending.

## DRAFT

- 11.27 The North Yorkshire Fire & Rescue Service also provide the following road safety events:
- Assistance on campaigns, including the deployment of the fire service Speed Matrix.
  - Car seat checking.
  - 'Drive Wise': day at fire station with accident reconstruction and rescue.
  - 'Drive Aware': presentation carried out for offenders with the probation service.

### Road Safety Training

- 11.28 The council employs a cycle training officer and 25 part time cycle trainers to provides cycle and pedestrian training in York. All primary schools in York receive pedestrian training (Years 3 and 4), Level 1 cycle training (Year 5), and Level 2 cycle training (Year 6). All secondary schools offer Level 3 cycle training. The council also provides cycle training to adults of all abilities, including those new to cycling.
- 11.29 The amount of training provided is shown in Table 6.3. The decline in the amount provided can be attributed to, fluctuations in pupil numbers, variation schools' requirements for continued training and availability of sufficient trainers to deliver the training.

**Table 4.3 Child Cycle and Pedestrian Training**

	<b>2006/07</b>	<b>2007/08</b>
Pedestrian Training	2,100	2,000
Cycle Level 1	1,164	907
Cycle Level 2	1,143	984
Cycle Level 3	205	115

- 11.30 The funding available through York attaining 'cycling city' status is expected to enable the expansion of cycle training in secondary schools, businesses, and with families and adults. This will implemented over the next three years.

### SCHOOL TRAVEL

- 11.31 The Transport Planning Unit employs two School Travel Advisors who work with schools in York to improve road safety through the Safe Routes to Schools scheme, and to develop measures to increase sustainable travel by pupils and staff. This includes the use of school census data to help schools understand their travel patterns.
- 11.32 Of York's 78 maintained and independent schools, 57 already have School Travel Plans (STPs). The School Travel Advisors are planning to work with schools to produce the remaining travel plans over the next two years, with a target of at least ten being produced by March 2009 and the remainder by March 2010.

## DRAFT

- 11.33 Staffing and resources issues during 2007 have had a negative impact on the production of new STPs by York schools, with only one travel plan being submitted for approval in each of the last two years. These issues have now been resolved with School Travel Advisors in place who are actively working with a number of schools to review or produce new STPs
- 11.34 This work with schools is supplemented by infrastructure improvements through the Safe Routes programme. During the first LTP period safe routes studies were carried out for schools in York, which have been used to identify any possible improvements to highway infrastructure to encourage walking and cycling to schools.
- 11.35 Schemes completed in past two years include a new section of footway in Bishopthorpe, updates to the School Safety Zone at St Oswald's Primary following redevelopment of the school, School Safety Zone work at Dunnington Primary, and improvements for pedestrians at the access to Hob Moor school. In addition, one of the completed cycle schemes (Hull Road off-road cycle route) provides a safer route to Archbishop Holgate's school.
- 11.36 School cycle parking was installed at most schools during the first LTP, and it is planned to have cycle parking installed at all schools in York by the end of the LTP2 period. In the past two years cycle parking has been installed at seven primary schools and two secondary schools in York.
- 11.37 To be successful, sustainable travel cannot be delivered in isolation, therefore the School Travel Advisors are working with a range of teams including the Home to School Transport Team to pilot a Sustainable School Travel Strategy with schools. They are also working closely with the Healthy Schools Team to show schools how Travel Plans tie in closely with Healthy Schools objectives such as those linked to a healthy and active lifestyle, and the Government's targets on tackling obesity. They also have links with the Sustainable Schools Group to help ensure that sustainable transport becomes part of curricular activities and learning.
- 11.38 The award of Cycle Town Status means that the Transport Planning Unit (TPU) will be working very closely with schools to double the number of children cycling to school from 8.3% based on 2007/08 census data to 16.5% by 2011.
- 11.39 This year TPU staff have begun to generate postcode 'spot plots' for individual schools using census data. The spot plots show a pupil's mode of travel, with the centre of the post code representing the pupil's home. This mapping of data has proved to be a valuable planning and target setting tool for school travel related activity. The aspiration is to refine the production of postcode spot plots and develop them as a means of gathering school travel information from stakeholders. This important means of accessing community members' local knowledge requires further work and it is likely that resources

## DRAFT

in the form of improved software and staff training will enhance this work over the next few years.

- 11.40 (Further details of these issues and how the target for reducing the number of children travelling to school by car has been set and will be achieved is described in Paragraphs 8.10 to 8.xx).

### RISKS AND BARRIERS

- 11.41 The principal risks and barriers associated with improving road safety are associated with the continued ability of partner organisations to support policies, programmes and schemes as shown in Table 4.4.

**Table 4.4: Road Safety Risk Analysis**

<b>Risk Title</b>	<b>Risk detail</b>	<b>Consequences</b>	<b>Managing and mitigating the risk</b>
National economic factors	Economic growth slows and impacts on businesses ability to deliver transport services	Businesses and partner organisations may have reduced resources, financial and staff with which to provide services which may result in reductions in programmes or projects.	Monitor partner organisations' ability to contribute and Review the scale of projects accordingly to maximise the benefits that can still be obtained
Partner organisations	Continuing cooperation of partner organisations	Achieving many of the targets relies upon the cooperation and commitment of partners involved in the delivery of services e.g. road safety partners. If the partners reduce their commitment or their ability to participate is affected/reduced then there is a risk that services will be reduced or cut. The council may not be in a position to achieve the same level of outcome or continue to provide any given service.	Monitor partner organisations' ability to contribute and Review the scale of projects accordingly to maximise the benefits that can still be obtained
Data reliability	Consistency of data in how it is	Data is collected by the Council as well as partner organisations or survey	Monitor and review systems as required to

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**Table 4.4: Road Safety Risk Analysis**

<b>Risk Title</b>	<b>Risk detail</b>	<b>Consequences</b>	<b>Managing and mitigating the risk</b>
	collected and analysed	<p>companies. Inaccuracies may occur if the data is not collected consistently as a result of poor survey techniques, changes in the way the data is collected or inexperienced staff.</p> <p>Problems with analysis may also occur as a consequence of insufficient resources to analyse and make best use of the data</p>	ensure data reliability

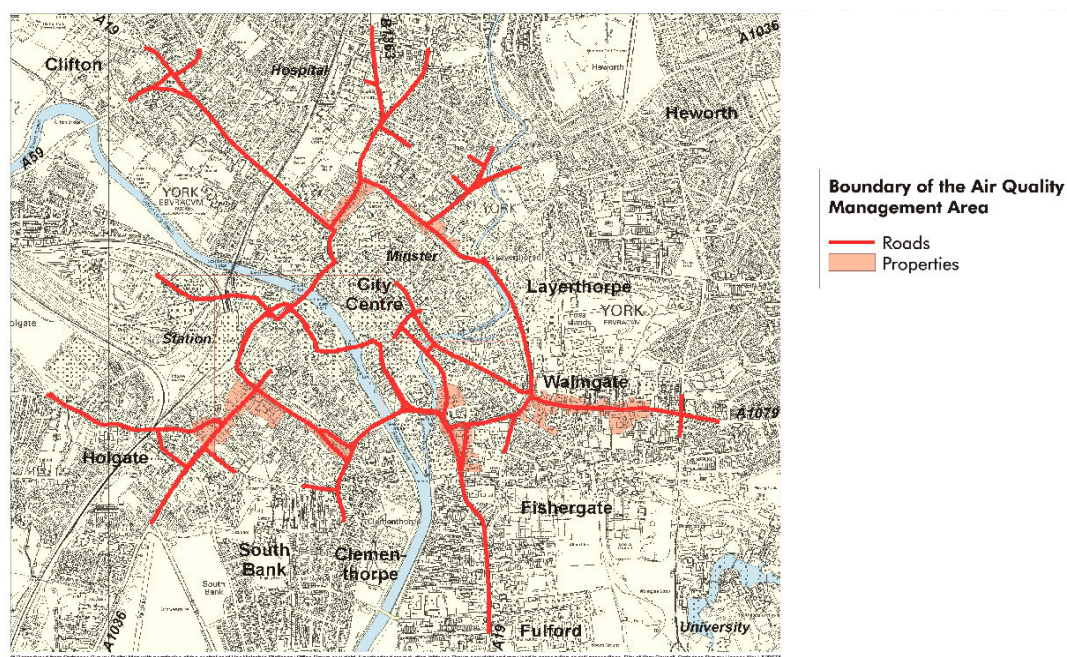
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## BETTER AIR QUALITY

### BACKGROUND

- 5.01 Due to the health implications and costs associated with poor air quality, the government has set health based air quality objectives for seven of the most common pollutants found in our cities. Every local authority in Britain has a duty to review and assess air quality against these objectives and to declare Air Quality Management Areas (AQMAs) where it is considered that the objectives are unlikely to be met. City of York Council declared an AQMA for nitrogen dioxide in January 2002 (see Figure 5.1).

**Figure 5.1 City of York Council Air Quality Management Area**



- 5.02 Once an AQMA has been declared, the local authority has a duty to draw up an Air Quality Action Plan (AQAP) and to take positive steps to improve air quality. The council submitted its first Air Quality Action Plan to the Department for Environment, Food and Rural Affairs (DEFRA) in July 2004. This AQAP set out the initial measures the council intended to take to achieve a reduction in nitrogen dioxide concentrations across the city. The measures were drawn up following extensive participatory consultation with residents, businesses and key stakeholders and were reviewed by the council's air quality steering group.
- 5.03 The development of LTP2 offered an opportunity to review the content of the first AQAP and to reconsider some of the air quality improvement measures which had previously been discarded due to lack of funding, or incompatibility with the first Local Transport Plan (LTP1). The revised AQAP, known as AQAP2, forms Annex U of LTP2 and is cross referenced throughout with the targets and objectives contained within the main LTP2 document.

## DRAFT

### STRATEGY AND ACTION PLAN

- 5.04 City of York Council's revised Air Quality Action Plan (AQAP2) was fully developed alongside and integrated into LTP2. The measures within AQAP2 were consulted upon as part of the wider LTP2 consultation process, but in general closely reflect the measures included in AQAP1. AQAP2 contains 28 key action points listed under the following eight headings:
- 1) Reducing the need to travel by motorised vehicles.
  - 2) Encouraging walking and cycling.
  - 3) Encouraging use of public transport.
  - 4) Encouraging the use of cleaner, alternatively fuelled and smaller, more fuel efficient vehicles.
  - 5) Improving traffic management and reducing congestion.
  - 6) Reducing emissions from HGVs.
  - 7) Reducing emissions from buses.
  - 8) Reducing emissions from non-transport related sources.
- 5.05 The main changes made between AQAP1 and AQAP2 were:
- The removal of measures and key action points which had already been achieved by 31 March 2006;
  - The setting of new key action points in areas where significant progress had already been made;
  - A greater emphasis on the need to reduce emissions from individual vehicles rather than just reducing the overall number of vehicles; and
  - Inclusion of longer term targets to take the AQAP forward to 2010/11.
- 5.06 Most of the measures included in LTP2 to address congestion issues will also have an impact on air quality due to their aims to encourage the use of sustainable modes of travel. In addition, a separate section on Air Quality was included in LTP2 to address issues not covered by the 'Tackling Congestion' objective. Table 5.1 below shows the LTP2 action plan for measures aimed at addressing air quality issues.



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**Table 5.1: 'Air Quality' Action Plan**

Shared Priority	Scheme	Short Term					Long-Term plans to 2021	Also contributes to:
		06/07	07/08	08/09	09/10	10/11		
Better Air Quality	LEZ feasibility study	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present		C
	LEZ implementation						Y	C
	Incentives for smaller vehicles/alternative fuel vehicles	Delivered	Delivered					
	Priority measures for alternative fuel vehicles (link to LEZ)						Y	
	Car sharing	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present	Y	C
	Lorry routeing strategy	Not delivered	Not delivered					C
	Possible freight consolidation centre						Y	C

**Key**

C	Congestion
Delivered	Delivered
Being delivered at present	Being delivered at present
Not delivered	Not delivered

5.07 The multi-disciplinary internal steering group consisting of officers from a number of different departments within CYC, established to integrate AQAP2 with LTP2, has recently been reformed to facilitate air quality improvement in the city and contains representatives from Environmental Protection, Network Management, Economic Development, Transport Planning, City Development, Engineering Consultancy and Planning & Sustainable Development. The main focus of this group relates to alternative fuels, low emission zone feasibility, air quality and planning, and freight transshipment. Links to the carbon management agenda are also being addressed.

**AQAP2 FUNDING AND PROGRESS**

5.08 As most of the measures in AQAP2 are transport related, they are to be delivered primarily through the council's LTP2 funding. The tables in Annex 1 detail the progress that has been made in delivering the measures contained within AQAP2. Key achievements in completing these measures so far include:

- The launch of the 'WhizzGo' car club;
- Provision of six 'CitySpace' electronic travel information kiosks;
- Introduction of graduated parking charges for low emission vehicles;
- Annual campaigns to raise awareness of smoke control orders and bonfire emissions;
- New emission standards for taxis (hackney carriages) introduced in June 2007 (transitional period for taxi owners to change vehicles);

## DRAFT

- Continued investment in new, lower-emission vehicles in the principal bus operator's fleet (29 New vehicles since November 2007), and
- Specification of Euro VI (or better) vehicles in new Park & Ride contract.

5.09 Funding awarded by Department for Environment, Food and Rural Affairs (DEFRA) in response to the Council's bids to the Air Quality Support Grant Programme has been used to progress more innovative projects such as the Low Emission Zone (LEZ) feasibility study. To date, work on this study has concentrated on a scoping study undertaken by the Institute of Transport Studies (University of Leeds) using a vehicle emission Remote Sensing Device (RSD). This captured vehicle type, emissions, speed and acceleration characteristics, to quantify the potential impact of a York LEZ scheme on vehicle emissions.

5.10 The study found that:

- Reductions in nitric oxide (NO), carbon monoxide (CO), hydrocarbons (HC) and particulate (PM<sub>10</sub>) emissions in technical breach areas could be achieved by excluding older vehicle categories;
- The bus fleet on the surveyed section of road was predominantly modern diesel vehicles;
- Excluding all pre-Euro II vehicles (equivalent to less than 9% of private cars) or pre-Euro III vehicles (equivalent to less than 30% of private cars) would remove the vast majority of the most polluting vehicles, and
- Newer vehicles or newer technologies can also become highly polluting if not well maintained.

5.11 The study also recommended further research on the emissions from heavy goods vehicles (HGVs) and buses before considering a LEZ for the city. The Council's Environmental Protection Unit (EPU) and Transport Planning Unit (TPU) are currently in discussion as to how to jointly progress this work.

### **RISKS AND BARRIERS**

5.12 The main risk and barriers to progressing air quality improvement measures are attributable to inconsistent and insufficient funding, as although Air Quality Support Grant Programme bids have been successful in obtaining grants, the level of funding awarded has been significantly lower than desired. For example, for 2008/09 the council bid for £222k grant to fund air quality monitoring, modelling and action planning. In response to this bid only £15k (approximately 7%) was awarded, thus limiting the amount of work that could be undertaken.

5.13 In order to enable some of this to be done, the council has, wherever possible, incorporated air quality monitoring equipment within LTP2 capital programme projects (e.g. Fulford Road Multi Modal Study Schemes) that have a significant impact on air quality, to enable before and after monitoring to take place. However, this does not make up the shortfall in revenue funding

## DRAFT

to progress modelling and action planning work. A small part of this shortfall is made up by utilising part of the annual allocation of £40k by TPU to undertake this work.

- 5.14 With regards to carbon emissions, the Climate Change Bill will set a long-term framework to cut total UK domestic carbon dioxide (CO<sub>2</sub>) emissions by 26%-32% by 2020, and by 60% by 2050. In terms of air quality, the Government's priority challenge going forward, stated in its 'Toward a Sustainable Transport Strategy', is to improve air quality still further by reducing transport-related emissions of oxides of nitrogen (NO<sub>x</sub>) and particulate matter (PM<sub>10</sub>). York's target for reducing average nitrogen dioxide concentrations is in accord with this priority, as are schemes to either reduce traffic or make it flow more freely. However, other measures to tackle CO<sub>2</sub> emissions, such as widespread use of bio-diesel in vehicle fleets to meet the requirements of the Climate Change Bill are in conflict with this priority challenge, as many these vehicles can increase levels of NO<sub>x</sub> emissions. The risk for York, therefore, is in striking the correct balance of measures to achieve local air quality improvements and measures that contribute to reducing UK domestic CO<sub>2</sub> emissions.
- 5.15 It is anticipated that implementation of multi-modal schemes, such as Fulford Road improvements, will ease movements for buses, thereby offsetting the small increase in NO<sub>x</sub> resulting from investment in new vehicles to reduce CO<sub>2</sub> emissions.

## DRAFT

### ASSET MANAGEMENT

#### BACKGROUND

- 6.01 Maintaining and managing the city's transport assets is an essential part of the council's transport strategy, which cuts across all four of the shared priorities for transport. The second Local Transport Plan (LTP2) included a section on asset management, which reviewed the existing transport assets and the way they are maintained, and the proposals for the LTP2 period. The LTP2 also included the draft Transport Asset Management Plan.
- 6.02 The LTP Structural Maintenance allocation is used to fund structural maintenance work on roads, footways, and bridges, and street lighting work. This funding is supplemented by the council's own capital resources, and other sources of funding such as section 106 agreements. Maintenance work is also funded through the council's revenue budgets.

#### TRANSPORT ASSET MANAGEMENT PLAN

- 6.03 The City of York Council Transport Asset Management Plan (TAMP) was produced in response to several requirements from a variety of sources, including the Department for Transport's guidance for LTP2, and central government's 'Whole of Government Accounts' system, which includes a requirement for the valuation of highway assets.
- 6.04 An update on the progress of the TAMP was included in LTP2, and the first City of York Council Transport Asset Management Plan was approved by Members in September 2006. This first TAMP summarises current asset management practices, the existing condition of the assets, and the current maintenance and renewal programmes.
- 6.05 A number of performance gaps were identified in the TAMP, and progress has been made to close these gaps, in particular those shown in Table 6.1.

## DRAFT

**Table 6.1: TAMP Performance Gaps**

<b>Service Area</b>	<b>Performance Gap</b>	<b>Progress</b>
Street Lighting	Detailed inspection of columns over 30 years old	A four-year rolling programme of inspections is in place
	Replacement of older concrete columns	30 to 40 columns per year are being replaced, prioritised as 'dangerous' first
Structures	Inspections	A programme of principal inspections is in place. Currently two major river crossings are inspected per year. Progress will increase as lesser bridges are programmed.
	Structural maintenance backlog	Additional funding has been obtained to continue the programme of work to reduce the backlog
All	Maintain an up to date inventory	A system has been introduced to enable electronic versions of 'as constructed' drawings to be available for inventory updates.

- 6.09 The Yorkshire and Humberside group achieved its target of having a regional asset valuation model in place by April 2006 to calculate gross replacement cost. Work on asset depreciation will commence following publication of the guidance notes by the Chartered Institute of Public Finance and Accountancy (CIPFA).
- 6.10 In the short term, progress will be made with the next stage of the TAMP by investigating and defining levels of service. A review of highway condition surveys will also be carried out to ensure that data for both asset management and performance indicators is collected by the most efficient means.

### **PRIVATE FINANCE INITIATIVE BID**

- 6.11 In 2006 the government announced a proposal for new highway maintenance Private Finance Initiative (PFI) credits. At this time, the council was carrying out a review of highways maintenance procurement as part of a Best Value Review of Highway Maintenance carried out during the first LTP period (2001/02 to 2005/06). It was recognised that a PFI agreement could provide an opportunity for the existing backlog of maintenance work to be dealt with (estimated to be approximately £30m of work).

## DRAFT

- 6.12 A PFI Expression of Interest for highway maintenance management and works, and traffic management infrastructure works, was submitted in September 2006.
- 6.13 The council's bid was included in the Department for Transport's final shortlist of five authorities, however, the council was subsequently informed in March 2008 that it had not been successful with its bid.
- 6.14 DfT confirmed that from its point of view that all five of the authorities in the final bidding round for the Highway Maintenance PFI had good quality bids and that they all deserved to be accepted, if the funding to do so was available.
- 6.15 The opportunity for feedback from DfT on the Expression of Interest submission was accepted and this provided the following key points:
- The bid was well presented and a few minor pointers were offered to improve any future bids.
  - The fact that York's highway network is in a better condition than the other four councils placed the council in a disadvantageous position as it could not demonstrate the same level of improvement.
  - Should the council decide to bid for PFI funding in the future then DfT expected similar selection criteria to apply and the relatively good condition of York's network could once again be a disadvantage against other councils with networks in poor condition; assuming that there is no significant variation between councils on other selection criteria.
- 6.16 DfT is keen to encourage councils that have not been successful to continue to improve, using the considerable knowledge gained in bringing together the Expression of Interest as a springboard to carry out more detailed works in readiness for the second round of highway maintenance PFI schemes. DfT officers feel that any councils that do this should be in a more advanced position than those that did not take part in the process on the first occasion, and that they will therefore be in a stronger position second time around.
- 6.17 When this second opportunity will become available for consideration is unknown but it is expected to be fairly soon, possibly in 2009. Bearing in mind that it will take about four years from advertising the second round of PFI to the start of the contracts, there is likely to be at least a five year period through to 2013 in which services have to be procured if the council wants the option of linking into further PFI procurement possibilities in the future.
- 6.18 The cost of the PFI bid was £140k for the council, which included consultants fees and a dedicated officer. Although the bid was not successful, the lessons learned from the bid have been useful for both the council and the DfT:
- For the council it proved to be a good learning exercise that will assist with any future proposals for street lighting or full asset submissions for PFI, or similar funding.

## DRAFT

- For the council and DfT there needs to be a better understanding of the criteria for assessing bids at the start of the process.
- For DfT, better guidance needs to be provided about the standards of maintenance it expects, to ensure proposals are acceptable and to avoid any implied criticism of 'gold plating'.

- 6.19 Following the failure of the PFI bid, an internal reorganisation is taking place within the council to combine the current client and in-house contractor functions to produce a single service provider for highway maintenance. This 'Transfer of Services' will enable a complete overhaul of systems to improve efficiency in the long term.
- 6.20 Whatever we do in the coming years has to be set against the background of future budget expectations and the effect this has on obtaining a successful procurement, given the restrictions of these budgets and the period of the contract. This issue also has to be considered against the Transfer of Services between directorates and the impact of this on highway maintenance.
- 6.21 A report on procurement options will be taken to the council's Executive once the Transfer of Services is complete. There will be a need to re-tender the surfacing contract, with work on this due to commence in mid-2009 for a start date of April 2010. The street lighting contract can continue to operate for some years, and the arrangements for routine maintenance will be the subject of a review once the Transfer of Services is complete. There is no risk to the council of not being able to provide highway services as a result of the PFI bid being unsuccessful.

### **STRUCTURAL MAINTENANCE SCHEMES**

- 6.22 In order to select the council's programme of highway works each year, information is drawn from a number of surveys carried out throughout the year:
- Visual safety survey of all roads and footways.
  - Detailed condition survey of all roads and footways.
  - United Kingdom Pavement Management System (UKPMS).
- 6.23 The results from these surveys are used to develop the programme of structural maintenance schemes for the following year. The prioritisation of schemes tries to achieve a reasonable balance between dealing with roads and footways in the worst condition (structural maintenance) and those where early preventative work will save more expensive work in the future (preventative maintenance).
- 6.24 In addition to considering the condition of the road/footway, other factors considered when prioritising maintenance schemes are:
- Safety: whether the site would deteriorate to an unsafe condition in the next twelve months; and whether there is a history of pedestrian/

## DRAFT

vehicular traffic accidents or a high level of third party highway insurance claims at the site.

- Location: whether the site is near sites such as schools, elderly persons accommodation, public buildings, shops, post offices etc; and whether there is high use by pedestrians, cyclists, or public transport.
- Hierarchy: the importance of the road/footway to the traffic management, public transport, or pedestrian priority routes.

6.25 During 2006/07 and 2007/08, £6,332k of capital funding has been spent on structural maintenance schemes (£2,571k of LTP funding and £3,761k of other funding). Of this funding, £4,052k has been spent on carriageway schemes, £1,825k on footway schemes, £178k on street lighting schemes, and £277k on bridge maintenance. This has allowed the following work to be completed:

- 15.4km of carriageway resurfacing.
- 22km of footway resurfacing.
- Replacement of over 150 lighting columns.
- Improvement work to two major bridges (Castle Mills Bridge and Monk Bridge).

6.26 The carriageway resurfacing work included maintenance work on five sections of former trunk road, funded through successful bids for de-trunked roads funding over the past two years.

6.27 Further bridge maintenance work is to be undertaken on Clifton Bridge during 2008, which will incorporate improvements to cycle facilities on the bridge.

6.28 Maintenance work is also undertaken on roads and footways funded by the revenue maintenance budget. Over the past two years almost £13m of revenue funding has been spent on structural maintenance schemes, including highway maintenance, traffic management and road safety, winter maintenance, and street lighting.

### **WINTER MAINTENANCE**

6.29 The council are in a public/private consortium with North Yorkshire County council, Vaisala and the Meteor Group for obtaining open road forecasts of wintry weather. This data is augmented by our duty officers having access to two council weather stations where we monitor local climatic conditions.

6.30 The council spends £500k per year on its winter maintenance service. We routinely pre-cautionary grit 50% of our road network in response to wintry forecasts. We also treat the city centre footways, the Acomb and Haxby shopping precincts and a number of steep gradient footways, particularly where these are adjacent to areas where there is a high elderly population. Off-road cycle tracks are also treated during periods of severe and or sustained wintry weather. We maintain over 200 self-help salt bins spread



## DRAFT

throughout the city. Many are located at schools, public buildings, steep gradients, post offices and in locations where there are residential/nursing homes.

- 6.31 In 2004 we successfully trialled a de-icing agent called Safecote. Safecote is a blend of raw materials engineered by Tate & Lyle, and is basically an additive which is used to pre-coat rock salt. It has been used and proven in the USA since 1994 and in the UK since 2002, and has been extensively tested by the Transport Research Laboratory (TRL), who have approved its use by the Highway Agency on many of their motorways and trunk roads. It reduces corrosion to levels that are equal to or better than non-chloride alternatives and is environmentally friendly, therefore reducing the damage to the environment, particularly roadside trees and verges, highway ironwork and the corrosion that normal rock salt inflicts on vehicles.
- 6.32 The TRL report showed that it is possible to reduce spread rates by approximately one-third and retain the same de-icing effect on the road. The council has reduced its current spread rate from 15 g/m<sup>2</sup> to 10 g/m<sup>2</sup> and still get the same de-icing effect on the road surface, providing efficiency savings of £40k per year. Safecote also acts quicker and remains active longer on the road surface than normal rock salt.
- 6.33 A further saving to the budget was made because Safecote is only 18% as corrosive as pure rock salt. This has brought corporate benefits (Gershon savings) because the plant used to spread the salt will have an extended life by two or three years. While this may not bring a saving directly to this service budget, it has made a saving on the council's corporate budget in that plant maintenance has been reduced and plant capital purchasing costs can now be put off longer.

### **EFFICIENCY SAVINGS**

- 6.34 In spite of the Highway Maintenance PFI Pathfinder bid being unsuccessful, the council has achieved significant savings through highway maintenance procurement since 2006, as shown in Table 6.2.

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**Table 6.2: Efficiency Savings Since 2006**

<b>Efficiency Savings Achieved</b>	<b>Estimated Cashable Efficiency</b>	<b>Detail</b>
Reduced cost of carriageway schemes	Dependant on the size of the budget and the mix of work	New contract from 2006 produced typical savings of 29% on resurfacing & reconstruction schemes, and while there were increased costs for surface dressing and slurry sealing the overall saving was still significant.
Reduced cost of street lighting maintenance	£70k pa	New contract from 2007 produced savings, and introduced efficiencies through improved routine maintenance.
Energy savings (street lighting)	£255k pa	A revised procurement of 'green' energy produced savings on the budgets to October 2008.

- 6.35 From 2006 efficiencies have also been achieved by improved methods of working and coordination between the City Strategy directorate (the client) and the Neighbourhood Services directorate (the term maintenance contractor). Neighbourhood Services now design, manage and build the full package of footway resurfacing & reconstruction schemes, with an annual saving of approximately £55k. The provision of a full work programme to Neighbourhood Services by the client has also enabled Neighbourhood Services to achieve 2.5% savings in material procurement and work output, amounting to approximately £75k for a full year.
- 6.36 Using the methodology described in the HELG toolkit, the council has achieved significant savings against inflation, as BVPIs and customer satisfaction have remained stable, while the total highway maintenance budget has decreased through a period of increasing inflation.

## **SUSTAINABLE STREET LIGHTING STRATEGY**

- 6.37 Over the past two years the council has been developing a Sustainable Street Lighting Strategy. This was developed as part of a wider review of the council's ability to reduce carbon emissions, which covered areas such as sustainable planning guidance and reducing energy consumption in council property.
- 6.38 The Sustainable Street Lighting Strategy considered the issues of light pollution, energy use, new technology, use of natural resources, and reduction in waste, and has developed a set of policies that have been adopted by the council:

## DRAFT

- The procurement of the council's street lighting service following the end of the existing contract.
- Obtaining as much energy as possible from renewable 'green' resources.
- Switching to a metered electricity supply in order for any reductions in energy consumption to be registered.
- Keeping energy use to a minimum, which could include reductions in lighting levels.
- The use of the most sustainable materials and equipment.
- The design of new street lighting schemes to minimise visual impact in terms of the equipment used and the light pollution generated.
- A sustainable approach to the maintenance of existing assets.
- Monitoring of improvements in technology and assessment of their future use.
- Improving York's natural and built environment and the appearance of the city at night.

6.39 The strategy was approved by Members in October 2007, and the council has been trialling a number of energy saving items including a trial of the dimming of street lights and the evaluation of the effectiveness of LCD units. The use of solar powered bollards is also being expanded.

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**IMPACT ON WIDER OBJECTIVES**

**CULTURE, EDUCATION AND ECONOMY**

- 7.01 As well as the four shared priorities for transport as set out by the government, York’s second Local Transport Plan included the additional objectives of ‘Improving culture, health and well-being’ and ‘Enhancing education and the local economy’, in recognition of the wider quality of life benefits that transport can provide.
- 7.02 Table 7.1 below shows the action plan included in LTP2 for these two objectives.

**Table 7.1 ‘Wider Impacts’ Action Plan**

Shared Priority	Scheme	Short Term					Longer Term Plans to	Also contributes to:
		06/07	07/08	08/09	09/10	10/11		
Culture, Health & Well-being	Better-maintained pedestrian & cycle networks	Not delivered	Not delivered	Not delivered	Not delivered	Not delivered		C, AQ
	Co-ordination of street works with neighbourhood initiatives	Not delivered	Not delivered	Not delivered	Not delivered	Not delivered		
	Further feasibility work on the development of river transport	Not delivered	Not delivered	Not delivered	Not delivered	Not delivered		C, AQ
	Enhancement of river environments	Not delivered	Not delivered	Not delivered	Not delivered	Not delivered		
	Improved street furniture design	Not delivered	Not delivered	Not delivered	Not delivered	Not delivered		
	Open up more of the riverside to the public	Not delivered	Not delivered	Not delivered	Not delivered	Not delivered		
	Developing cycle and walking routes along river corridors	Not delivered	Not delivered	Not delivered	Not delivered	Not delivered		C, AQ
	Secure funding for environmental improvements through new developments	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present		
	Transport schemes linked to new developments	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present		C, A, AQ
Enhancing Education & the City's Economy	York Central Major Scheme Bid	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present	Y		C, A, AQ
	Freight bikes	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present			C, AQ
	Freight Quality Partnership	Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present			C, AQ
		Being delivered at present	Being delivered at present	Being delivered at present	Being delivered at present			C, AQ

**Key**

- C Congestion
- A Accessibility
- AQ Air Quality
-  Delivered
-  Being delivered at present
-  Not delivered

- 7.03 There are many non-transport originated projects underway at the present time that the council’s transport teams have been closely involved with because of their associated transport impacts. An example of this is the ‘Minster Plaza’ project which aims to provide an extensive civic space outside

## DRAFT

the southern aspect of the Minster, which is intended to generate significant social, economic and tourism benefits. Currently, a strategic east-west cross city centre cycle route runs through this area and consequently the future routing through the site and the materials to delineate this need careful consideration.

- 7.04 Progress on several of the action plan elements has been slower than expected as they are subject to wider policy implications. For example, developing cycle and pedestrian routes along the riverbanks is likely to be an issue to be covered in the emerging Local development Framework for the city.

### IMPACTS ON OTHER POLICIES AND OBJECTIVES

#### Sustainable Community Strategy and Local Area Agreement

- 7.05 The challenges identified within the Sustainable Community strategy (SCS), which include the two transport priority National Indicators within the Local Area Agreement (LAA) and the DfT Indicator set (see paragraphs 1.61 and 1.62) were reinforced by the main issues raised in public consultations carried out for formulating the SCS. These were:

- Reducing our impact on the environment.
- Developing the economy, jobs and skills.
- Improving travel within, to and from York.
- Building strong, safe and healthy communities.

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Vision and Sustainable  
Community Strategy  
2008 – 2025



- 7.06 LTP2 contains indicators which mirror the LAA transport priority indicators and the DfT Indicator set (see Annex B). In addition, the policies and measures within LTP2 contribute to many of the other LAA Priority National Indicators, Local Indicators and SCS objectives as shown in Tables 7.2 and 7.3
- 7.07 The first year for reporting progress against LAA indicators is 2008/09. However, the performance of LTP2 against its indicators (See Section 8 and Annex B) will give an early glimpse of the direction of travel toward achievement against the LAA indicators

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**Table 7.2: SCS aims, LAA Priority Indicators and LTP2's contribution to them**

<b>LAA Priority Indicator</b>	<b>Sustainable Community Strategy theme and aim</b>	<b>LTP2 contribution</b>
<b>NI8</b> Adult participation in sport	City of Culture – engender wellbeing and promote friendly opportunities notably to walking and cycling.	A more expansive pedestrian and cycle network, linking to sporting facilities.
<b>NI56</b> Obesity among primary school age children in year 6	Healthy City - Work together to halt the rise in obesity in children and adults. Also develop and deliver services that ensure that more residents enjoy the good physical and mental health that comes from increased participation in active lifestyles.	A more expansive pedestrian and cycle network, linking to sporting facilities. Child cycle and pedestrian training and adult cycle training. School travel planning
<b>NI110</b> Young people's participation in positive activities	City of Culture – Integration of our product e.g. the events calendar, licensing policy, transport connections, attractions opening hours, shopping hours, pedestrian hours, and street cleaning.	A more expansive pedestrian and cycle network, linking to the city centre and other facilities throughout the city. Higher quality, more accessible public transport.
<b>NI 117</b> 16 to 18 year olds who are not in education, employment or training (NEET) (plus general skills measures)	Learning City - increase the number of young people actively engaged in education and training, particularly between the ages of 16 – 19, by ensuring access to appropriate opportunities, support and advice.	A more expansive pedestrian and cycle network, linking to education establishments throughout the city.
<b>NI 141</b> Percentage of vulnerable people achieving independent living	Healthy City - To support individuals to 'self care'.	Higher quality, more accessible public transport and community transport.
<b>NI 186</b> Per capita reduction in CO <sub>2</sub> emissions in the LA area	Sustainable City - To emphasise the need to reduce the excessive environmental impacts of motorised transport by encouraging walking, cycling and use of public transport and giving priority in road space allocation to these modes.	A more expansive pedestrian and cycle network, linking to the city centre and other facilities throughout the city. Higher quality, more accessible public transport, including bus priority measures School travel planning and workplace travel plans.

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**Table 7.3: SCS aims, LAA Local Indicators and LTP2’s contribution to them**

<b>Local Indicator</b>	<b>Sustainable Community Strategy theme and aim</b>	<b>LTP2 contribution</b>
<b>NI57</b> children’s participation in PE and Sport	City of Culture – engender wellbeing and promote friendly opportunities notably to walking and cycling	A more expansive pedestrian and cycle network, linking to sporting facilities.
<b>HCOP1.1</b> Reduce health inequalities within the local area, by narrowing the gap in all-age, all-cause mortality	Healthy City - Work together to halt the rise in obesity in children and adults. Also develop and deliver services that ensure that more residents enjoy the good physical and mental health that comes from increased participation in active lifestyles	A more expansive pedestrian and cycle network, linking to sporting facilities. Child cycle and pedestrian training and adult cycle training. School travel planning
<b>LLC14</b> Adult (16+) participation in physical activity	City of Culture – engender wellbeing and promote friendly opportunities notably to walking and cycling	A more expansive pedestrian and cycle network, linking to sporting facilities.

**Local Development Framework**

7.08 The Local Development Framework (LDF) is a portfolio of Local Development documents and will provide a framework for delivering the spatial planning (land use) strategy for the city. It is also the key driver in delivering the spatial objectives of city’s Sustainable Community Strategy.

7.09 Transport and land use are inextricably linked, as the availability of transport affects the location and scale of development, and development imposes demands on the transport network. LTP2 affirmed this link by stating that ‘Transport policy is an integral part of the Local Plan and will be fundamental in the LDF’. In turn the LDF states that ‘The LDF will seek to complement York’s LTP2 and will help deliver a fundamental shift in travel patterns.

“Transport policy is an integral part of the Local Plan and will be fundamental in the LDF.”

“The LDF will seek to complement York’s Second Local Transport Plan (LTP2) and will help deliver a fundamental shift in travel.”

7.10 In the three year project plan (the Local Development Scheme) produced in March 2007, the council committed to developing the following Local Development Framework (LDF) documents by 2010:

- Core Strategy.
- Statement of Community Involvement.

## DRAFT

- Allocations Development Plan Document (DPD).
- York Northwest Area Action Plan.
- City Centre Area Action Plan.

- 7.11 The council's Transport Planning Unit (TPU) and Forward Planning teams have been working closely together to examine all the potential impacts of future development policies and land use allocations on transport in the city, and the transport measures that could enable development to take place in the most sustainable way possible. Examples of the liaison that has been ongoing in the evolution of the LDF include:
- Steering groups to guide the production of the 'Issues and Options' Papers for the City Centre Area Action Plan (AAP) and the York Northwest AAP (which includes the York Central site, previously referred to in LTP2, and the former British Sugar factory);
  - Transport advice for the production of the Core Strategy Issues and Options Paper and Allocations DPD; and
  - Joint working with a consultant to produce a modelling tool to test the accessibility of potential development locations and their effects on the transport network.
- 7.12 The Issues and Options papers for the Core Strategy, AAPs and Allocations DPD have been issued for consultation, and work is ongoing to take the Core Strategy, York Northwest and the Allocations DPD to the 'Preferred Options' stage. A collaborative transport working group comprising various transport and planning officers, site owners, and their transport consultants has been established to devise a coordinated package of transport measures for York Northwest. The responses from the City Centre AAP consultation, which concluded on the 22nd September 2008, are currently being analysed for informing the subsequent 'Preferred Options' paper.
- 7.13 To inform York's Local Development Framework, transport modelling work has been undertaken to try to understand how York's highway network will function in the future. The aim of this work was to:
- Provide an understanding of which broad locations for potential development already benefit from good public transport accessibility;
  - Understand where transport 'hotspots' would occur as a result of planned development, and
  - Understand how to best locate development to help encourage a modal shift from the private motor vehicle as efficiently as possible.
- 7.14 Outputs from the modelling tool for assessing potential land use types, such as residential or employment, and their extent and location, have been reviewed jointly by officers from the TPU and Forward Planning teams in order to determine the most sustainable policies to be taken forward in the Core Strategy and Allocations DPD.
- 7.15 The City Centre APP has the potential to implement policies that will introduce major changes to the city centre to improve its economic vitality and



## DRAFT

attractiveness throughout the day and into the night. These changes could have some positive and negative impacts for transport in the city centre. A multi-disciplinary officer group has been established to examine the economic, land use, transport and tourism aspirations for the city centre to, ultimately, inform the City Centre APP.

### Leeds City Region

7.16 (Insert progress and links to LTP2 policy, particularly regarding governance under the Local Transport Bill).

## DRAFT

### MONITORING & TARGETS

#### BACKGROUND

- 8.01 LTP2 included a set of indicators that were developed in order to assess the progress towards achieving the eleven LTP objectives (as shown in Figure 1.1). These were made up of 21 mandatory indicators, which all local authorities are required to report on as part of the LTP process, and 17 local indicators, which were set by the council in order to monitor the outcomes of implementing the LTP2 strategy in areas that were not covered by the mandatory indicators.
- 8.02 At the time the LTP2 was submitted, targets were set for most of the indicators in it, apart from those where no baseline data was available to set them. These targets have now been set and details are included in this section.

#### TARGETS

##### Headline Targets

- 8.03 The headline targets set in LTP2 are shown in Table 8.1. These targets were highlighted within LTP2 as they provide information on most modes of transport and other significant areas such as road safety and air quality. Performance is summarised in Table 8.2, with commentary following in paragraphs 8.04 to 8.22.

**Table 8.1: Headline LTP2 Targets**

3B	Traffic Levels	Reduce projected traffic growth in the peak period from predicted 14% (based on previous trends) to 7% above 2003/04 levels.
1B	Journeys to work by car	Reduce modal split of car trips by 3.5%
3C	Journeys to school by car	Setting target deferred until data from DfES's PLASC system surveys available
3A	Bus Journeys	Increase trips by 46.5% compared to 2003/04 baseline
9A	Park & Ride	Increase passengers carried by 40% compared to 2003 baseline
8B	Walking	Increase trips in the city centre by 15% compared to 2005/06 baseline
8A	Cycling	Increase number of trips to work by 1% and by 3% on the network overall compared to 2005/06 baseline
4A - AC	Road Safety	Stretched target for total KSIs of 45% reduction compared to national target of 40% reduction
7A	Air Quality	Mean of all annual average nitrogen dioxide concentrations measured within the AQMA not to exceed 30ug/m <sup>3</sup> by 31st December 2011

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**Table 8.2: Performance against Headline Targets**

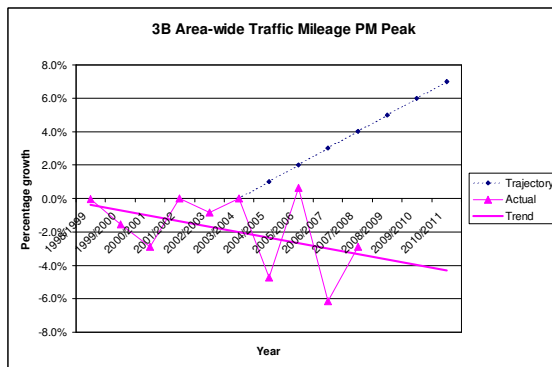
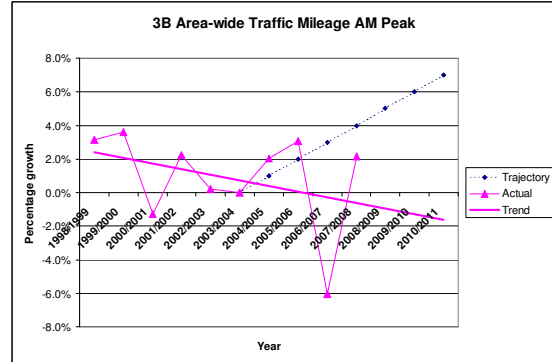
Indicator		Baseline	2007/08 Results	Performance against target trajectory	Comment
3B	Traffic Levels	AM Peak: 103,709 veh km PM Peak: 107,006 veh km Off Peak: 71,721 veh km 12 Hour: 1,009,293 veh km	107,857 Veh km 111,286 veh km 74,590 veh km 1,049,665 veh km	On-Track On-Track On-Track On-Track	Travel to city centre data shows increasing trend, contrary to area-wide results
1B	Journeys to work by car	48.2% car driver	44.1% <sup>2</sup>	Target achieved	2= 'Talkabout 31' results (1451 responses) used as a proxy for more extensive survey data
3C	Journeys to school by car	18.6%	18.5	Not on-track	Target now set 13.5% *
3A	Bus Journeys	11,942,000	14,853,143	On-Track	
9A	Park & Ride	1,926,196	2,857,301	Target achieved	
8B	Walking	Average: 40,000 Saturday: 84,000	42,554 81,661	On-Track On-Track	Large fluctuation for Saturday, but on track
8A	Cycling	AM Peak: 1,686 PM Peak: 1,520 12 Hour: 10,320	1793 1293 10736	Target achieved Not on-track Target achieved	
4A	Number of people killed or seriously injured in road traffic accidents (KSIs)	1994-98 average: 137	160	Not on-track	2007/08 value is not consistent with historical data
4B	Number of children (aged under 16 years) killed or seriously injured in road traffic collisions	1994-98 average: 14	12	On-Track	As only small nos. recorded any change has disproportionate effect on percentage
4C	Number of people slightly injured in road traffic collisions	1994-98 average: 697	589	Target achieved	
7A	Air Quality	35 ug/m <sup>3</sup>	38	On-Track	Long-term trend

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**ANALYSIS OF PERFORMANCE AGAINST HEADLINE TARGETS**

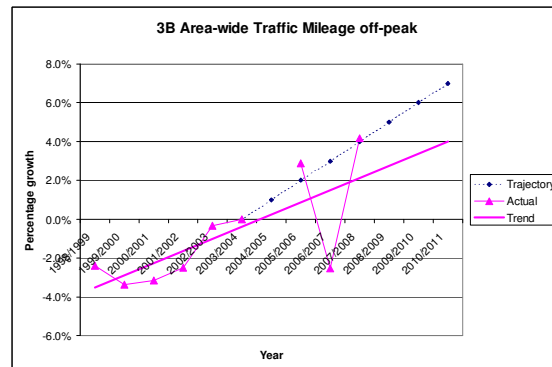
**3B Traffic Levels**

8.04 The graph shows that although traffic rose above the target trajectory between 2003/04 and 2005/06, annual traffic levels in York have generally fluctuated between + 4% and less than -2%, since 1998/99 leading to a flat trend. However, in 2006/07 there was a 6% drop in traffic leading to the current downward trend. Even with a subsequent rise in 2007/08 the LTP2 measures and policies are making a significant contribution to the target for restricting traffic growth to no more than 7%.

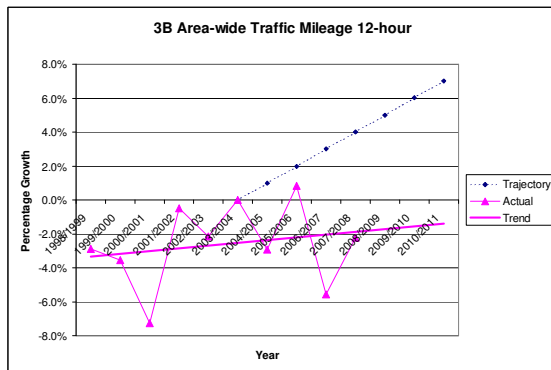


8.05 Traffic mileage for the PM peak is similar to the AM peak, but with a fluctuation around -2% and a trend line showing a 45 reduction in traffic by 2010/11. This pattern could reflect that people are choosing to be more flexible in the time they travel home.

8.06 In the off-peak period, traffic mileage appears to be less variable year-on-year in the period up to the start of LTP2 than since its introduction. The 2005/2006 and 2007/08 values are above the target trajectory, whereas the 2006/07 value was well below the trajectory. The trend is, however rising, albeit below trajectory at this time. Further promotion of Park & Ride is likely to ensure the target remains on track.



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8.07 The 12-hour traffic mileage is as variable year-on-year as the AM and PM mileage. As with the off-peak period the trend is upward, but is well below the target trajectory.

8.08 The area traffic mileage results for the peak periods improve on the static trend in the first LTP. This could be due either to improved network management (confirming the excellent grading awarded to the authority for its Network Management Strategy for undertaking its network management duties), or by more people choosing to travel outside the peak hours (peak spreading, see also Figure 1.2), or both. The reduction in vehicle congestion delay time would appear to support the former, whereas the increasing trend in off-peak and 12 hour flows tends to support the latter.

### Journeys to Work by Car

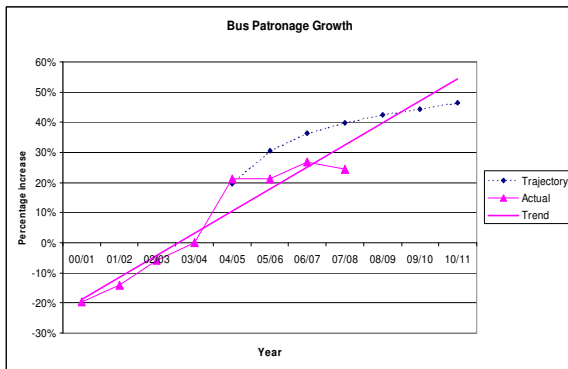
8.09 The most comprehensive data for establishing this indicator is the national Census. However, this is only takes place every 10 years and takes some considerable time for useable data to emerge. In the intervening period this indicator is difficult to measure accurately and reliably unless extensive and expensive origin-destination surveys are undertaken. As a proxy for such surveys the council has obtained travel to work information from an on-line survey completed in 2006, and the responses to a 'How do you travel to work' question in the 'Talkabout 31' survey.

### Journeys to School by Car

8.10 The journey to school by car percentage obtained from schools survey data has for the last two years been considerably lower than the preceding years, giving some concerns about its accuracy. In 2007/08 the percentage travelling in this way was similar to that of 2006/07 and would give the impression that the new methodology is offering more robust data. Therefore, a target for this indicator has now been set (see Table 8.2) based on this data. However, there are still some doubts that schools are recording accurately the travel patterns for their entire school student population every year. Insert explanatory text here of how York is has performed since the start of LTP2 in comparison to the rest of the region. Due to resourcing issues the momentum for school travel planning dipped in the early part of the LTP period, but these resourcing issues were resolved earlier this year and the programme has been reinvigorated. Even so the target is expected to be very challenging.

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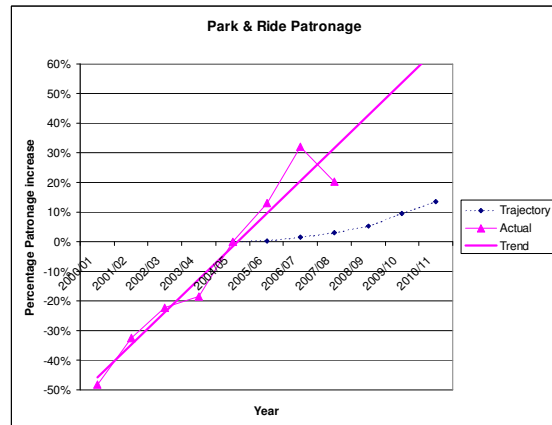
## Bus Journeys



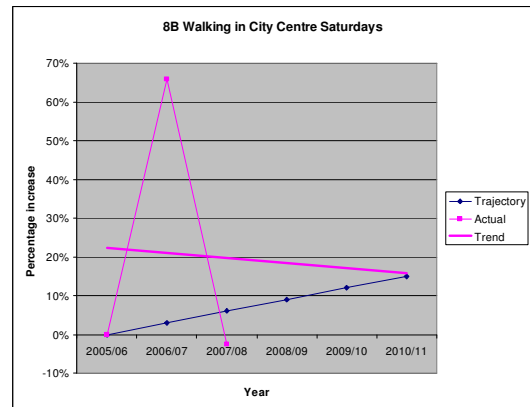
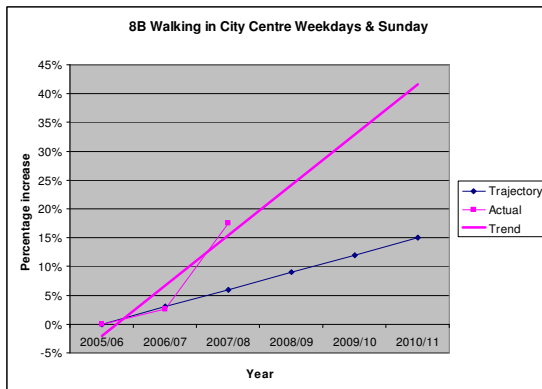
8.11 Bus Patronage has continued to grow year-on-year. A slight reduction was experienced in 2007/08 as a result of a downturn (nationally) in the economy, unreliable journey times and the increasing competitiveness of private car parks in the city centre.

## Park & Ride

8.12 Park & Ride patronage continues to grow as a result of the English National Concessionary Travel Scheme (ENCTS), but has stabilised amongst fare-paying passengers. The increasing competitiveness of city centre car parking charges (mainly private all day parking) is having an adverse effect on patronage.



## Walking

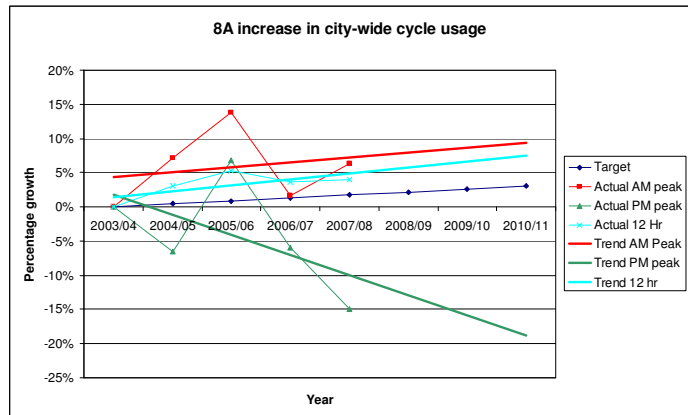


8.13 The Walking counts for the city centre show that the trend is for the targets to be achieved, although the data for Saturday is highly variable. As Saturday is a main shopping day for most people, the data may be affected by peoples propensity to do shopping visits to the city centre on the days the (video) surveys were undertaken

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**Cycling**

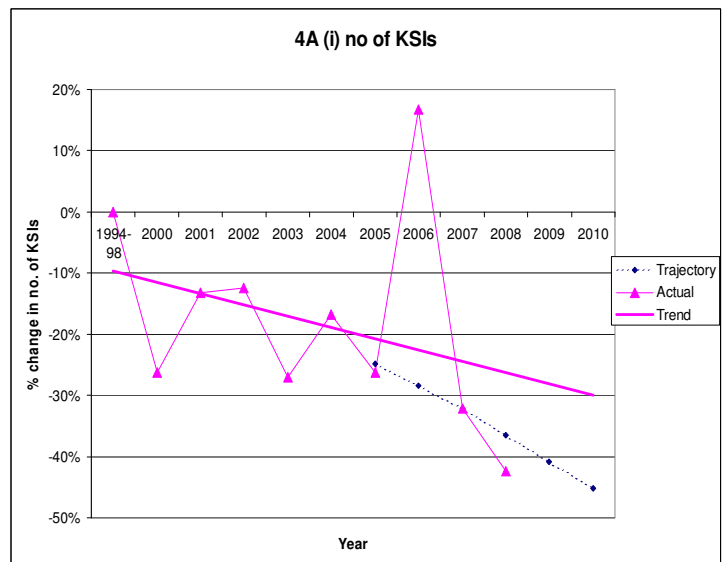
- The recorded numbers and trends for the a.m. and 12 hour periods show cycling growth above the trajectory. Thereby giving very strong indications that their respective targets will be achieved. The apparent decline in the p.m. may indicate that people’s travel patterns are changing as they become more flexible in their time for leaving work in the evening.



**KSIs**

8.14 The stretched target of 45% reduction in KSIs was set as part of the Local Public Service Agreement (LPSA) as a means of securing ‘reward’ funding for achieving targets. LPSA ‘reward’ funding has now been subsumed in to the LAA process, for which a slightly different target has been set using a different baseline.

8.15 In 2006, a sharp spike in the number of KSIs was recorded. Examination of the verified accident data showed the pattern of accidents was dispersed with no discernable pattern or ‘hotspots’. In addition there did not appear to be any specific event or prevailing condition, such as particularly adverse weather, to cause the unexpected increase. More recent data shows that the figure for 2007 (yet to be verified) and the data obtained so far (up to September) in 2008 show a large decrease in KSIs, with the overall decrease in 2008 (extrapolated from the nine-month data) being close to the target level.



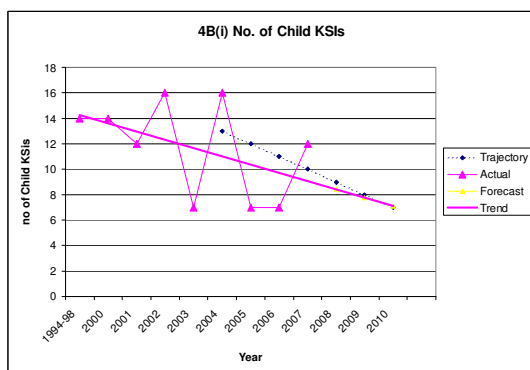
Numbers of KSIs are relatively small and annual totals vary considerably. Total KSIs for 2006 were higher than the 94/98 baseline, but 2007 totals were much lower (93 KSIs) and would be on track for the 2010 target. Child KSIs are also variable (numbers are very small) and appear to be ahead of the 2010 target.

**DfT Road Safety Health Check Visit  
York City Council - 3 July 2008**

## DRAFT

- 8.16 Although no discernable cause could be found for the spike in the KSI figures, the council is concerned that such an increase has occurred, and is working on measures to ensure this is not repeated (see paragraphs 4.05 and 4.06).
- 8.17 In 2006 the council successfully obtained approximately £200k per annum Road Safety Grant funding for campaigns and measures to improve road safety in York, which has contributed to the apparent significant reductions in KSIs in 2007 and 2008 stated earlier in this section.

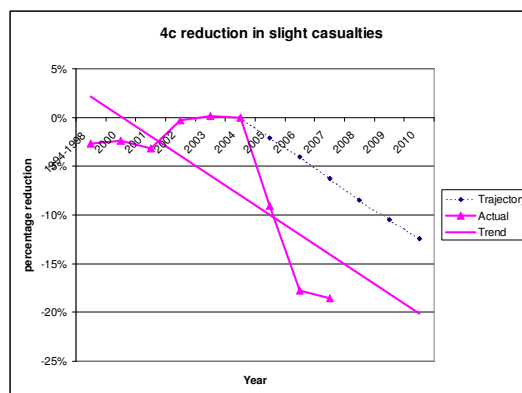
### Child KSIs



- 8.18 The target reduction in Child KSIs is on track to be achieved, but may go off track if future year figures are above 10. Slight changes in annual casualties affect, disproportionately, the percentage change due to the low baseline figure used to set the target.

### People Slightly Injured in Road Collisions

- 8.19 The verified figures recorded for 2005 and 2006 show the percentage reduction in slight casualties to have outperformed the target requirement. In addition it would appear that the (yet to be verified) figure for 2007 has also outperformed against target, thereby reinforcing the council's progress made, through, for example, its cycling and pedestrian training schemes, in reducing slight injuries.

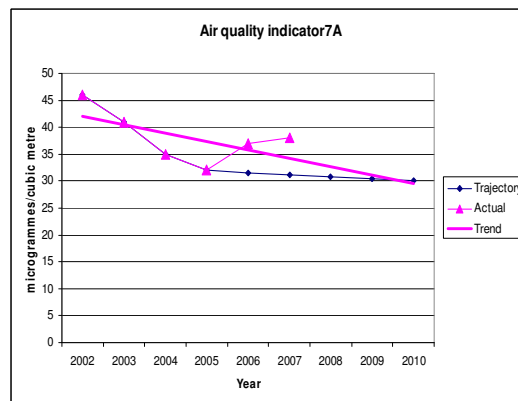




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## Air Quality

- 8.20 The trend shows the target will be achieved, but any increases in concentrations in future years will lead to the target not being met. It is anticipated, though, that further investment in the bus fleet, expansion of the WhizzGo car club scheme, new Park & Ride sites and highway improvement schemes, such as those currently being prepared for Fulford Road, will lead to a reversal of the recent increases in Nitrogen Dioxide (NO<sub>2</sub>) concentrations



## Other Targets

- 8.21 Results for all other LTP2 indicators and targets are shown in Annex 2.
- 8.22 Progress against the LTP2 indicators that are mandatory (except for 2A to 2D, 5C to 5E, for which monitoring data is awaited) is as follows:
- Achieved – 4C, 5A, 5B, 6C,
  - On-Track – 1A (partly), 3A, 3B, 4B, 7A, 8A
  - Not on-track - 1A (partly), 3C, 3D, 4A, 6A
- 8.23 Of the other LTP2 indicators **xx** have been achieved, **xx** are on track, but **xx** are not on track

## Proposed Amendments to Targets

- 8.24 Some of the indicators are no longer relevant either because their mandatory status has been rescinded by government (e.g. 5C-5E), or can not be suitably measured (10A and 10B). However, government advice received is that for the present they should still be reported, if possible, but an explanation should be included for why they could be dropped after LTP2.
- 8.25 Insert which targets could be dropped, with explanation (see also Paragraph 8.24)

## DRAFT

### REVISITING THE STRATEGIES

#### GENERAL

- 9.01 The council's second Local Transport Plan contained fourteen strategies relating to different transport-related areas. The majority of the strategies remain valid and do not require further reporting thereon. This section of the Mid-Term Report reviews those major strategies that have been, or are due to be amended since the publication of LTP2.

#### STRATEGY UPDATE

##### Network Management Strategy/Plan (Network Management Duties)

- 9.02 The Network Management Strategy (contained in Annex J of LTP2) introduces the Network Management responsibilities and duties the council has under the Traffic Management Act 2004, and how the council exercises them.
- 9.03 The Network Management Strategy is in the process of being reviewed and updated in the light of emerging experiences, best practice, government guidance, including the Traffic Management (Guidance on Intervention Criteria) (England) Order 2007, and the Council's evidence in support of exercising its duties (see Annex 3 of this report) to evolve it into a Network Management Plan. This is expected to be completed in 2009.

##### Bus Strategy

- 9.04 (insert paragraph relating to the 'bus services' report due to be presented to Council Members in 2008, and its impact on the strategy)

##### Cycling Strategy

- 9.05 (Insert update on progress particularly in the light of becoming a 'cycling city')

##### Rights of Way Improvement Plan

- 9.06 The second Local Transport plan included an update on the progress towards preparing the Rights of Way Improvement Plan (RoWIP), as required by Section 60 of the Countryside and Rights of Way Act 2000.
- 9.07 In October 2004, the Council published, for consultation, a Draft 'Exemplar' RoWIP which was considered, by the Countryside Agency, to be an excellent example of what can be achieved by a small unitary authority with a limited budget. As a result the plan was sent to all unitary and metropolitan authorities in England as an example of good practice and was included in their Good Practice website.

## DRAFT

- 9.08 Due to the short timescales allowed in the production of the draft RoWIP, the urban centre (former County Borough) of York was excluded from it. The draft RoWIP therefore concentrated on York's rural areas where the legal records were more up to date.
- 9.09 Since its publication the PRoW team have worked towards delivering the outcomes of the draft RoWIP, with many successes being achieved including closer working between the PRoW and TPU teams to ensure that the legislative requirement to include the RoWIP as a 'distinct strand' within the LTP from 2005 was met.
- 9.10 Steady progress was made towards the production of a final RoWIP for the whole of the York area by the statutory deadline of November 2007, however, the council was unable to meet this deadline due to resources issues in the PRoW team. With the agreement of DEFRA it is now hoped to have a final RoWIP for the council in late spring 2009.

Insert section on alleygating at use of electro-magnetic gate locks

### Powered Two-Wheelers Strategy

- 9.11 As required in GOYH letter 9 May 08 - further research needed.

## DRAFT

### FINANCIAL REPORT

- 10.01 The schemes included in the council's second Local Transport Plan (LTP2) are mainly funded through LTP funding from central government, which is supplemented by the council's own capital resources, funding from section 106 agreements, and grant funding. Other work such as campaigns, concessionary fares, and subsidised bus services are funded through the council's revenue funding.
- 10.02 This section of the Mid-Term Report aims to review the expenditure over the past two years and consider the plans for the remainder of the LTP2 period, including a comparison between planned and actual spend for 2006/07 and 2007/08.

### CAPITAL EXPENDITURE

- 10.03 As mentioned in the Introduction to this report, Department for Transport (DfT) funding guidelines stated that there would be £24.3m of LTP Integrated Transport funding available for York over the five-year LTP2 period. The transport strategy included in the Provisional LTP2 (published July 2005) was based on this level of funding. When the final LTP2 allocations were announced, York's Integrated Transport funding allocation was reduced to £17.8m over the five-year period. This required the proposed capital programme included in the Provisional LTP2 to be altered to take into account the reduction in funding.
- 10.04 The major changes to the proposed capital programme submitted in the final LTP2 (published in March 2008) were a reduction of over £3m allocated for Outer Ring Road junction improvements, and the removal of the proposed new Park & Ride on the A59 from the programme. However, it was proposed in the final LTP2 that the new A59 Park & Ride would be included in the Major Scheme Bid due to the benefits it would provide for the York Central development.
- 10.05 In addition to these major changes, the overall block allocations for the walking, cycling, and air quality and traffic management programmes were also reduced.

### LTP2 Capital Programme

- 10.06 The outline capital programme in LTP2 included both LTP and other sources of funding when setting out the programme of work for the five-year period. The other sources of funding included in the programme were section 106 funding from completed or ongoing developments, which is usually assigned to a particular scheme or location, and the council's own capital resources, which are normally used for structural maintenance schemes.

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10.07 Tables 10.1 and 10.2 compare the proposed programme for 2006/07 and 2007/08 as set out in the final LTP2, and the actual expenditure for this period. It can be seen that expenditure over the past two years included a significant amount of non-LTP funding in both the Integrated Transport and Structural Maintenance blocks.

**Table 10.1: 2006/07 Planned and Actual Capital Spend**

Scheme Name	Expenditure in 2006/07		2006/07 Programme set in LTP2	
	LTP Funding	Other Funding	LTP Funding	Other Funding
	£000s	£000s	£000s	£000s
<b>Integrated Transport</b>				
Park & Ride	28	169	52	0
Public Transport	1,303	5	591	0
Safety Schemes	456	0	400	0
Safe Routes to School	331	6	250	0
Traffic Management	300	0	150	0
Walking	136	34	260	0
Cycling	220	24	250	0
Local Road Schemes	788	0	500	0
Outer Ring Road	1,252	1,153	1,920	1,000
Development-Linked Schemes	0	0	105	282
Multi-Modal Schemes				
<b>Total Integrated Transport</b>	<b>4,814</b>	<b>1,391</b>	<b>4,478</b>	<b>1,282</b>
<b>Structural Maintenance</b>				
Carriageway Maintenance	1,285	1,068	1,420	2,000
Footway Maintenance	0	981		
Street Lighting	94	0	80	0
Bridge Maintenance	184	63	400	0
<b>Total Structural Maintenance</b>	<b>1,564</b>	<b>2,111</b>	<b>1,900</b>	<b>2,000</b>
<b>Total</b>	<b>6,378</b>	<b>3,502</b>	<b>6,378</b>	<b>3,282</b>

***Variations from the LTP2 Outline Programme for 2006/07***

10.08 The major changes between the proposed and actual spend in 2006/07 were due to either schemes that were not completed in 2005/06 as expected and carried over into 2006/07, such as the Designer Outlet Park & Ride relocation and the improvements to the ftr route, or schemes that cost more to implement than originally expected, such as village access schemes in the Local Road Schemes block, which had higher utility diversion costs than expected.

10.09 The main areas of underspend in 2006/07 compared to the LTP2 programme were the delays to the Hopgrove Roundabout scheme, and the schemes

## DRAFT

linked to the Monks Cross Transport Masterplan and the Foss Basin Transport Masterplan. Hopgrove Roundabout was delayed due to cost increases, which meant that the Highways Agency were required to find other sources of funding for the scheme. The Monks Cross and Foss Basin schemes were dependent on the progress of developments in the area, which have not progressed as quickly as expected.

**Table 10.2: 2007/08 Planned and Actual Capital Spend**

Scheme Name	Expenditure in 2007/08		2007/08 Programme set in LTP2	
	LTP Funding	Other Funding	LTP Funding	Other Funding
	£000s	£000s	£000s	£000s
<b>Integrated Transport</b>				
Park & Ride	93	10	340	0
Public Transport	300	61	211	0
Safety Schemes	535	45	250	0
Safe Routes to School	84	7	150	0
Traffic Management	68	4	270	755
Walking	198	0	100	0
Cycling	284	44	200	0
Local Road Schemes	0	0	0	0
Outer Ring Road	3,667	207	2,000	1,850
Development-Linked Schemes	0	20	160	150
Multi-Modal Schemes	72	50	0	0
<b>Total Integrated Transport</b>	<b>5,303</b>	<b>447</b>	<b>3,681</b>	<b>2,755</b>
<b>Structural Maintenance</b>				
Carriageway Maintenance	893	806	1,034	1,750
Footway Maintenance	0	844		
Street Lighting	84	0	80	0
Bridge Maintenance	30	0	300	0
<b>Total Structural Maintenance</b>	<b>1,007</b>	<b>1,650</b>	<b>1,414</b>	<b>1,750</b>
<b>Total</b>	<b>6,310</b>	<b>2,096</b>	<b>5,095</b>	<b>4,505</b>

### *Variations from the LTP2 Outline Programme for 2007/08*

- 10.10 The major changes between proposed and actual spend in 2007/08 were in the Park & Ride, Traffic Management, and Development-Linked Schemes blocks. It was expected that there would be some expenditure on the Askham Bar Park & Ride expansion in 2007/08, but this scheme has now been included in Phase 1 of the Major Scheme Bid, which has been approved by the Regional Transport Board with a submission to the DfT by the end of 2008. The reduced spend in the Traffic Management block was due to the delays in progressing the second phase of the James Street Link Road, and the slower than expected progress of new developments in the Monks Cross

## DRAFT

and Foss Basin areas was responsible for the reduced spend in the Development-Linked Schemes block.

- 10.11 These variations from planned expenditure are not unexpected, as it is necessary to manage cost increases and delays to schemes in the programme. The integrated transport section of council's transport capital programme includes a level of over-programming for each block, which varies according to the certainty of delivery of schemes within the block. This ensures that if a scheme is delayed, a replacement scheme can be brought forward to take its place. The level of overprogramming is adjusted throughout the year as the certainty of scheme delivery is known.
- 10.12 Due to the new sources of funding available for transport-related schemes, as detailed later in this chapter, it is expected that there will be changes in future years expenditure compared to the programme set out in LTP2. It should also be noted that schemes linked to planned developments in the city may be delayed due to the current economic climate.

### **Scheme Prioritisation**

- 10.13 The second LTP included a draft prioritisation methodology for schemes that were being considered for inclusion in the transport capital programme. This was considered necessary to ensure that schemes proposed for inclusion in the programme would contribute to achieving the objectives and targets set out in LTP2, particularly in light of the reduction in funding available for integrated transport schemes. Further work on developing this methodology has continued since the submission of LTP2.
- 10.14 The schemes proposed for inclusion in the transport capital programme are assessed against the following categories:
- Contribution towards the four shared priorities of tackling congestion, delivering accessibility, safer roads and better air quality.
  - Contribution towards achieving LTP2 targets.
  - Contribution towards the council priority of 'Increase the use of public and other environmentally friendly modes of transport'.
  - An estimate of the number of people who will directly benefit from the scheme.
- 10.15 The score is then divided by the estimated scheme cost in order to provide an assessment of the value for money of a scheme.
- 10.16 Use of this scoring methodology over the past two years has shown that it provides a useful way of assessing proposed schemes within programme blocks, such as walking schemes or public transport schemes. However, it is not appropriate to use it to compare schemes from different blocks when there is a significant variation in the cost of different types of schemes. There is also a concern that including the number of people benefiting from the

## DRAFT

scheme as part of the scoring system creates a disadvantage for schemes in rural areas due to their lower population.

### **New Sources of Funding**

- 10.17 Since the submission of LTP2, the council has applied for two new sources of funding for transport schemes. Phase 1 of the 'Access York' Major Scheme Bid, for three new Park & Ride sites and associated bus priority schemes, was approved by the Regional Transport Board in April 2008, and will be submitted to the DfT in December for their approval. This bid includes the A59 Park & Ride proposal, which was removed from the LTP2 programme due to the reduction in available funding.
- 10.18 Phase 2 of the bid, for citywide transport capacity improvements, including enhancements to the northern Outer Ring Road and additional city centre transport measures, was submitted to the Regional Transport Board in October and a decision is expected in the new year. Council revenue resources have been used to fund the preparation work for these bids.
- 10.19 The council has also been successful in its bid to Cycling England for the status of Cycle Town, which has resulted in an additional £3.68m of funding being available for cycling in York. This funding includes both capital and revenue funding for cycling schemes and promotions for two and a half years up to April 2010.

### **Future Programme**

- 10.20 The outline capital programme set in LTP2 has been reviewed in order to accommodate the changes to the programme over the past two years, as discussed earlier in this section. The programme also needs to include the additional funding requirements for the Major Scheme Bid proposals and the Cycle Town schemes, both of which require match funding from the council. The council has also agreed to make a contribution of £250k to a programme of pedestrian improvements to the area around York Minster, which is being developed and implemented by the Minster.
- 10.21 Following the completion of the Fulford Road Multi-Modal study in early 2008, Members have now approved a programme of work totalling £3,000k over the next three years for the Fulford Road area. This is more than was proposed in the LTP2 programme, which allocated £3,180k for all bus priority work, but does include improvements for pedestrians and cyclists in addition to the bus priority work. Delivery of these schemes will be re-profiled to accommodate the later anticipated delivery of a key junction improvement scheme provided by the Germany Beck developer.
- 10.22 These areas of committed expenditure, along with the reduction in integrated transport funding towards the end of the LTP2 period, mean that there is less funding available for other integrated transport work. However, these



## DRAFT

schemes will contribute towards achieving the objectives and targets set in LTP2.

### REVENUE EXPENDITURE

10.23 Revenue expenditure is used to fund subsidised bus services, concessionary fares, and highway maintenance (including winter maintenance) and is supported by income from council car parks and bus shelter advertising. The following table shows the transport related revenue spend over the past two years.

**Table 10.3: Revenue Expenditure 2006/07-2007/08**

Revenue Expenditure	2006/07	2007/08
	£000s	£000s
<b>Public Transport</b>		
Social Bus Service Support	597	618
Bus Information and Maintenance	102	82
Bus Shelter Income	-83	-85
Park & Ride Income (net)	-193	-179
Concessionary Fares	2,863	3,245
Management & Support	162	159
<b>Public Transport Total</b>	<b>3,448</b>	<b>3,840</b>
<b>Highways Expenditure</b>		
Highway Maintenance	3,040	2,954
Traffic Management & Road Safety	350	486
Winter Maintenance	402	439
Street Lighting	1,236	1,045
Management & Support	1,544	1,471
<b>Highways Total</b>	<b>6,572</b>	<b>6,395</b>
<b>Total</b>	<b>10,020</b>	<b>10,235</b>

10.24 This expenditure also contributes to achieving the objectives of LTP2, particularly the provision of bus services that would not be commercially viable, which is an important part of delivering accessibility. The funding of concessionary fares payments to bus operators also contributes to this priority.

10.25 With the introduction of the new English concessionary fares system in April 2008, it is likely that the concessionary fares payments will increase, due to the increased take-up of the passes. There is a concern that York's popularity as a tourist destination will add to the pressure on this budget, as visitors to the city from other English local authority areas are now able to use their concessionary passes to travel on buses in York, and the council is required to pay for these journeys. Monitoring of the use of concessionary passes since April 2008 has shown an increase in use on some routes in the city, including the Park & Ride services.

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## FUTURE PLANS

### REMAINDER OF LTP2 PERIOD

Insert....

11.01 Comment on plans for rest of LTP2

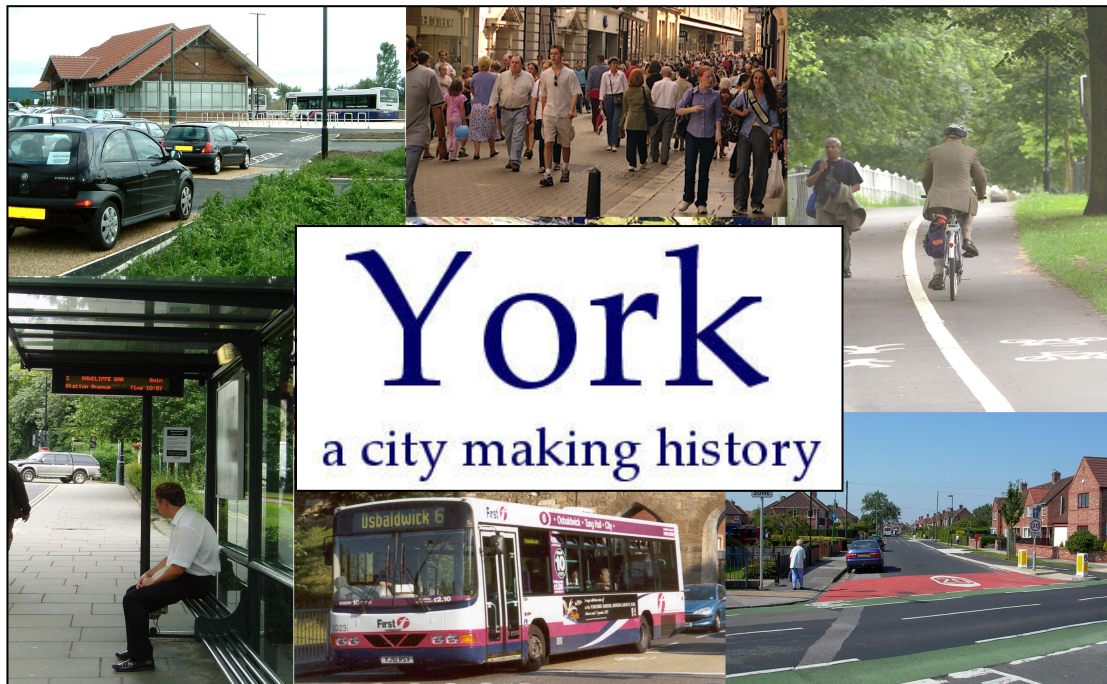
11.02 Fulford Road and other multi-modal projects such as Blossom Street

11.03 Access York Phase 1 and Phase 2 following decision on Major Scheme bids

11.04 other LTP2 schemes named in the programme

### PLANS POST-2011

11.05 LTP3 and anticipated guidance, outcome of scrutiny, responses from consultation etc.,



# **Annex A**

## **Air Quality Action Plan Tables**

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**ANNEX 1: AIR QUALITY ACTION PLAN PROGRESS**

**Table 1: Progress made with AQAP2 measures aimed at reducing the need to travel by motorised vehicles**

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
AP1: Adopt supplementary planning guidance on sustainable design and construction	AQAP 1 set a target of 31 December 2004 – this was revised to 31 December 2006 in AQAP2	City of York Council Interim Planning Statement (IPS) on Sustainable Design and Construction developed and approved by Members.	Delivered.  Approved by Planning Committee on 22 November 2007 for the purposes of Development Control	The Interim Planning Statement deals with commercial and residential developments and development of existing buildings including refurbishments, conversions and change of use. It also provides a checklist for domestic extensions.

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<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
AP4: Have a car club operational in the city by 31 December 2006	AQAP1 set a target of 31 December 2005 – this was revised to 31 December 2006 in AQAP2	A WhizzGo car club was launched in York in September 2006 with an initial fleet of seven low-emission Citroen vehicles. Membership in York, now over 300, split approximately 75/25%, Residential/Corporate (the later including City of York Council, York St. John University and Theatre Royal). Average number of hours usage per day per car is healthy and at a level where additional (2nd) cars are being installed in existing locations (St Leonard’s Place, Union Terrace and Nunnery Lane car parks) in order to accommodate member requirements. Total monthly utilisation is again following a healthy upwards trend. Over 90% of members rate overall satisfaction as very good or good.	Delivered	Three further car bays will be installed on street, in Lawrence Street/Hull Road, Park Grove (The Groves) and Innovation Way (nr University of York). The first cars to be installed in a new development are also imminent at Heworth Croft (Heworth Green), and discussion is ongoing in terms of planning for other locations such as Hungate.

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<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
<p>AP30: Appoint a developer to draw up a mixed use Master Plan for York Central by 31 December 2007</p>	<p>31 December 2005</p>	<p>The appointment of a developer for the York Central site will be carried out by the major landowners, Network Rail and National Museum of Science and Industry, in partnership with Yorkshire Forward.</p> <p>The closure of the British Sugar site at Plantation Drive now means that a second major area of brownfield land, located only half a mile away from the York Central site, will be available for redevelopment. The Council are preparing an Area Action Plan (AAP) called the York Northwest AAP to guide and control development in this area.</p> <p>Timescale for developing AAP likely to be 31 December 2010</p>	<p>Progressing</p> <p>Original Action Point (AP30) no longer applicable since project re-launched under the name 'York Northwest' following a decision to develop an Area Action Plan to cover both the York Central and the British Sugar site.</p>	<p>Work on this project is ongoing.</p>

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**Table 2: Progress made with AQAP2 measures aimed at encouraging walking and cycling**

<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
AP31: Include at least one additional street in the Footstreets Pedestrian Priority Zone by 31 December 2011.	31 December 2011	A brief has been issued to consultants to review the Footstreets zone including its operation and whether it can be expanded. This is also being addressed as part of city centre area action plan.	Progressing	The study could potentially conclude that the Footstreets zone cannot be expanded any further, although this is unlikely
AP32: Provide covered lockable cycle parking at all council-run schools by 31 December 2011	31 December 2011	CYC are well on the way to achieving this target with less than 10 schools still to receive their lockable cycle parking	Increases in cycling levels have been observed at the majority of the schools where cycle parking installed	-
AP33: Have active school travel plans in place at all York schools by 31 December 2010.	31 December 2010	Targets have been set in a Local Area Agreement based on percentage of York pupils covered by school travel plans :  Baseline 2005/06 – 66% Target 2007/08 – 79% Target 2008/09 – 94% Target 2009/10 – 100%	Progressing  Since the submission of the 06/07 Air Quality Progress Report, one additional LEA school (currently 57/65 schools) and no further independents (currently 6/9 schools) have travel plans in place.	-

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**Table 3: Progress made with AQAP2 measures aimed at encouraging the use of public transport**

<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
AP34: Increase capacity at Askham Bar by 250 spaces by 31 December 2007	31 December 2006	Proposal was investigated in more detail in 2006/07, which concluded that it was not practical to provide additional spaces at the existing site. A new, larger, site is now proposed as part of the Park & Ride Major Scheme Bid.	The Park & Ride Major Scheme Bid was approved by the Regional Transport Board in April 2008.	The preliminary bid will now be developed to enable a full major scheme bid to be submitted to the Department for Transport later in 2008.
AP35: Introduce bus priority measures on A19 by 31 December 2011	31 December 2011	Consultation carried out on proposals that form the strategy for the corridor.	Subject to Members approval implementation will commence in 2008/09, though bus priority likely to be 2009/10 or 2010/11 as issues still to resolve and part linked to Germany Beck junction.	Currently on track to meet target, though dependent on when Germany Beck development commences.
AP36: Undertake a trial of Pay Before You Board (PBYB) ticketing by 31 December 2006	31 December 2006	Trials completed.  PBYB ticketing is now in place on FTR services	Delivered	-



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<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
AP37: Have ten FTR buses operational in the city by 31 March 2006	31 December 2006	Service commenced in May 2006 on service 4 route	Delivered	10 + buses currently in operation. No current plans to expand the number of FTR buses at present.
AP38: Introduce real time bus information on three more routes by 31 March 2007	31 December 2007	As part of the BLISS project, real time bus information is now available on First York routes 2,3,4,7,8,9,10 and EYMS routes X46, X47, Arriva Selby – York services and Coastliner 84X between Leeds, York and Scarborough.	Delivered	Real time information is available via on-street displays and kiosks, the Internet, SMS text messaging and an automated telephone service.
AP39: Introduce bus information SMS text messaging service by 31 December 2006	31 December 2007	See AP38 above	Delivered	See AP38 above
AP40: Provide four city centre information kiosks by 31 December 2006	31 December 2006	Six kiosks are currently in operation in the city centre	Delivered	-

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<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
AP41: Open a new rail station at Haxby by 31 March 2009 (subject to exceptional scheme funding being received)	31 March 2009	This scheme is still under investigation. Preliminary results from line studies undertaken by Network Rail are encouraging.	Network Rail' Fast Track' project commenced 06 October 2008 due for completion 28 November	The feasibility study was put on hold during the latter half of 2007 due to staff shortages in TPU, which have now been resolved.

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**Table 4 Progress made with AQAP2 measures aimed at encouraging the use of cleaner, alternatively fuelled and smaller, more fuel efficient vehicles**

<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
AP42: Undertake an alternative fuels and smaller vehicles awareness campaign by 31 December 2008	31 December 2008	Development of a 'Carwise' publication is well underway by the Transport Planning Unit. Carwise is a magazine aimed at promotion of alternative fuels, walking, cycling, and use of car clubs in the city.  Publicity launch will follow mid 2008.	In progress.  Production of publication and publicity launch due mid 2008.	-
AP43: Undertake a review of the taxi licensing process to identify ways in which it could be used to encourage the use of cleaner taxis and private hire vehicles	30 November 2006	New emission standards for hackney carriages introduced in June 2007.  Consultation beginning with private hire trade	Partially delivered.  Work with private hire traders progressing	There is a transitional period for taxi owners to change vehicles.  The aim is for Euro III or better by 1 June 2009

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<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
AP44: Investigate possibility of introducing graduated parking charges based on vehicle age, engine size or fuel type by 31 December 2011.	31 December 2011	Discounts for low emission and short vehicles were introduced on parking permits in April 2006. From 1 April 2006, a 50% discount was offered on: Evening frequent users pass, season ticket parking, contract parking and residents priority parking scheme.	<p>Delivered</p> <p>Residents Household Permits: sold 67, 36 currently valid</p> <p>Residents Community Permits: sold 5, 1 currently valid</p> <p>Residents Frequent User Permits: sold 8, 5 currently valid</p> <p>Car Park Season Tickets: sold 23, 4 currently valid</p>	Discount available to vehicles that qualify for a reduced rate of annual vehicle excise duty, and that meet the requirements of either Band A or B of Parts 1 and 1A of the Vehicle Excise and Regulation Act.

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<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
AP45: Complete a feasibility study into a Low Emission Zone for the city by 31 March 2007	31 March 2007	As reported in City of York Council's 2006/07 Progress Report work has been done to look at the likely impact of a number of different low emission measures in the city. This work has recently been supplemented by a project carried out in conjunction with the Institute for Transport Studies (ITS) at Leeds University looking at on-street vehicle emissions. This information will be used to inform any further detailed modelling undertaken for this project.	Progressing	Continuation of this work and a full-scale LEZ feasibility study will depend on future Member support and funding

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**Table 5: Progress made with AQAP2 measures aimed at improving traffic management and reducing congestion**

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
AP46: Complete ORR upgrading works at Hopgrove Roundabout and Moor Lane by 31 March 2011	31 March 2011	Moor Lane Roundabout was completed in March 2008.  The Yorkshire and Humber Assembly's regional transport board recently approved funding to upgrade the A64 and A1237/A1036 Hopgrove and Malton Road roundabouts.	The Highways Agency expect to start work in late 2008.	The scheme would see the agency improve the roundabouts by remodelling them, introducing traffic signal control and associated widening, lining and signing works.
AP22: Have a fully functioning Traffic Congestion Management System in the city by 2008	31 December 2008	Completed	UTMC system now fully operational	Urban Traffic Management and Control (UTMC) system operating across the city.

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**Table 6: Progress made with AQAP2 measures aimed at reducing emissions from HGVs**

<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
AP47: Develop and adopt a lorry routing strategy by 31 March 2008	31 March 2007	No progress to date	No outcome to date	Lorry routing was linked to Regional Freight Map which has now been abandoned. TPU will be investigating as part of local Freight Quality Partnership.
AP48: Undertake a feasibility study into a transshipment centre for York by 31 December 2011	31 December 2011	Included within the York Northwest Area Action Plan Issues and Options Report, November 2007	No outcome to date	In line with CYC's second Local Transport Plan, a feasibility study will be carried out within the timescales of LTP2 (2006-2011)
AP45: Complete a feasibility study into a Low Emission Zone for the city by 31 March 2007	31 March 2007	Information provided in Table 4	Information provided in Table 4	Information provided in Table 4

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**Table 7: Progress made with AQAP2 measures aimed at reducing emissions from buses**

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
AP49: Work with bus companies to ensure that 89% of public service buses operated in York (including Park & Ride services) meet Euro III emission standards or better by 31 December 2011	31 December 2011	<p>As part of the new Park &amp; Ride contract, 32 new Euro EEV standard buses will replace the existing Euro II and III fleet.</p> <p>A few bus operators are due Euro 5 in spring 2008. This should improve the current figure and head towards the 89% target for 2011.</p>	% at Euro III or above at Feb 2008 = 47.22%	The EEV standard is the most stringent European emission standard currently available for Heavy Duty Vehicles, bringing reductions of up to 80 per cent in Nitrogen Oxide, Methane, Carbon Monoxide and Particulates compared to the existing vehicles.
AP50: Complete a feasibility study into the introduction of a city centre electric shuttle service by 31 December 2006	31 December 2006	No progress to date	No outcome to date	Other priorities within TPU prevented work being undertaken on this project. Feasibility study to be considered in review of LTP2 priorities and programme.



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**Table 8: Progress made with AQAP2 measures aimed reducing emissions from non-transport related sources**

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
AP51: Undertake annual campaigns to highlight provisions of smoke control orders	Annual measure	As part of AQAP1 a targeted publicity campaign was undertaken to highlight smoke control legislation. This has been followed up in recent years with further adverts in local publications to remind people of their obligations. Information on the council website is continually updated and improved.	Delivered and ongoing	Further advertisements planned for press and other local publications in October / November 2008.
AP52: Undertake annual campaigns to raise awareness about emissions from bonfires	Annual measure	Since November 2004 an annual programme of press releases and advertisements in local publications has been put in place to remind people about the environmental consequences of November 5 <sup>th</sup> celebrations (and bonfires at other times of year).	Delivered and ongoing	Further advertisements planned for press and other local publications in November 2008.
AP53: Set up an energy partnership by 31 December 2007	31 December 2007	York is a Board Member of the Ryedale Energy Conservation Group. The Board is made up of local authority representatives from all North Yorkshire councils. This group is the parent body of the Energy Advice Centre (providing advice) and Energy Partnership (based in the Energy Advice Centre, undertaking the work).	Delivered	Cllr Andrew Waller (York) is chair of the Ryedale Energy Conservation Group. CYC support the work of the energy advice centre with a £10k annual grant.

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Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
AP54: Display energy information in all council buildings by 31 December 2011	31 December 2011	<p>Energy Posters are currently displayed in 3 office buildings, 1 leisure centre and 15 schools.</p> <p>As a council we are working on being ready for the Energy Performance in Buildings legislation and it is predicted that 90 buildings will be displaying posters by the end of October 2008.</p>	Progressing	<p>Energy certificates rate the energy performance of a building. Two types of energy certificate are required in different circumstances: Energy Performance Certificates (EPCs) for all buildings when they are constructed, sold or rented out; and Display Energy Certificates (DECs) for large, public buildings occupied by public authorities or institutions providing a public service to a large number of persons which need to be displayed at all times.</p>

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<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
AP1: Adopt supplementary planning guidance on sustainable design and construction by 31 December 2006	31 December 2006	Delivered – see Table 1	-	-

# **Annex 2**

## **Indicators and targets**

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**ANNEX 2: INDICATORS & TARGETS**

<b>Indicator</b>	<b>Baseline Data</b>	<b>Headline Target</b>	<b>2007/08</b>	<b>Comment</b>
<b>Indicator 1A:</b> Percentage of the population living within 30 minutes of the city centre or major employment site by public transport	2005/06: City Centre: 89%	2010/11: City Centre: 92%	89%	
	Clifton Moor: 24%	Clifton Moor: 27%	26%	
	Monks Cross: 46%	Monks Cross: 49%	47%	
<b>Indicator 1B:</b> Modal split of journeys to work	2005/06 (2001 census data) Car Driver: 48.2%	2010/11: Car Driver: 44.5%	44.1%	
	Car Passenger: 5.5%	Car Passenger: 6%	2.9%	
	Walk: 14.9%	Walk: 15.5%	20.6%	
	Cycle: 12.0%	Cycle: 13%	17.6%	
	Bus: 7.2%	Bus: 8%	7.4%	
	Motorcycle: 1.8%	Motorcycle: 2%	1.5%	
	Train: 1.5%	Train: 1.5%	1.5%	
	Taxi: 0.5%	Taxi: 0.5%	0	
	Work from home: 7.9%	Work from home: 8.5%	4.4%	
	Other: 0.4%	Other: 0.5%	0	

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<b>Indicator</b>	<b>Baseline Data</b>	<b>Headline Target</b>	<b>2007/08</b>	<b>Comment</b>
Indicator 2A: Access to Health	2005/06: Public transport: within 30 mins of York Hospital All households: 66%	2010/11: All households: 69%		
	Households without access to a car: 74%	Households without access to a car: 77%		
Indicator 2B: Access to Education	2005/06: 16-19yr olds living within 30mins of public transport to York College: 55%	2010/11: 58%		Note: York College at new site since September 2007, further south of original site
Indicator 2C: Access to Leisure	2005/06: Households living within 30mins by public transport of sports centres All households: 90%	2010/11: All households: 93%		
	Households without access to a car: 94%	Households without access to a car: 97%		
Indicator 2D: Access to Retail Sites	2005/06: Households living within 30mins public transport of: city centre: 92%	2010/11: City Centre: 95%		
	Clifton Moor: 34%	Clifton Moor: 37%		

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<b>Indicator</b>	<b>Baseline Data</b>	<b>Headline Target</b>	<b>2007/08</b>	<b>Comment</b>
	Monks Cross: 47%	Monks Cross: 50%		
<b>Indicator 2E:</b> Use of Demand Responsive Transport Services	2004/05: Dial & Ride: 6,108 passengers/year	2010/11: Dial & Ride: 12,216 passengers/year	7,889	
<b>Indicator 2F:</b> Percentage of bus stops that have 'bus boarding' kerbs, timetables, and shelters	2005/06: Kerbs: 30%	2010/11: Kerbs: 40%	61.4%	
	Timetables: 39%	Timetables: 100%	87.2%	
	Shelter: 28%	Shelter: 35%	49.8%	
<b>Indicator 2G:</b> Percentage of accessible buses and taxis operating in the city	2005/06: Buses: 77%	2010/11: Buses: 92%	54.7%	
	Taxis: 13%	Taxis: 17%	20%	
<b>Indicator 3A:</b> Use of Local Bus Services (BVPI102)	2003/04: 11,942,000	2010/11: 17,500,000	14,853,143	
<b>Indicator 3B:</b> Change in area-wide traffic mileage (LTP2)	2003/04: AM Peak: 103,709 veh km	2010/11: AM Peak: <7% growth	105,943	
	PM Peak: 107,006 veh km	PM Peak: <7% growth	103,899	
	Off Peak: 71,721 veh km	Off Peak: <7% growth	74,721	
	12hr: 1,009,293 veh km	12hr: <7% growth	986,722	

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<b>Indicator</b>	<b>Baseline Data</b>	<b>Headline Target</b>	<b>2007/08</b>	<b>Comment</b>
<b>Indicator 3C:</b> Modal Split to Schools (LTP4)	Journeys to school by car: 18.6%			
	Journeys to school by public transport: 12.2%			
	Journeys to school by walking: 52.9%			
	Journeys to school by cycling: 6.9%			
<b>Indicator 3D:</b> Change in peak period traffic flow to city centre (LTP6)	2005/06 – 15052 veh (Note data is for one-day count)	2010/11: AM peak: <7% growth	18,933	
<b>Indicator 4A:</b> Total number of people killed and seriously injured (BV99x)	1994-98: 137	2010: 75 (PSA stretched target of 45% reduction)	160	Data is report a year in arrears so 07/08 result is for 2006 calendar year. Preliminary 2007 result is 93.
<b>Indicator 4B:</b> Total number children killed and seriously injured (BV99y)	1994-98: 14	2010: 7 (50% reduction)	12	
<b>Indicator 4C:</b> Total number of slightly injured people	1994-98: 697	2010: 627 (10% reduction)	589	



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<b>Indicator</b>	<b>Baseline Data</b>	<b>Headline Target</b>	<b>2007/08</b>	<b>Comment</b>
<b>Indicator 4D:</b> Speed of traffic relative to speed limit	2005/06: 24% of sites with a recorded average speed exceeding the speed limit	2010/11: No more than 10% of sites with a recorded average speed exceeding the speed limit	27.5%	
<b>Indicator 4E:</b> Local concerns relating to traffic speed	Five-year (2000-2005) average of 67% of responses expressing a concern	2010/11: No more than 64% of responses indicating a concern	62%	
<b>Indicator 5A:</b> Percentage of York's Principal Roads where structural maintenance should be considered (BVPI 223)	2004/05: 41%	2010/11: 36%	4%	Note change in way data is collected.
<b>Indicator 5B:</b> Percentage of York's Non-Principal classified road network where maintenance should be considered (BVPI 224a)	2004/05: 18.83%	2010/11: Target will be set in 2006 when full baseline data available due to change in monitoring method	10%	

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<b>Indicator</b>	<b>Baseline Data</b>	<b>Headline Target</b>	<b>2007/08</b>	<b>Comment</b>
<b>Indicator 5C:</b> Percentage of York's Unclassified Road network where maintenance should be considered (BVPI 224b)	2004/05: 15.2%	2010/11: Target will be set in 2007 when full baseline data available due to change in monitoring method		
<b>Indicator 5D:</b> Percentage of Cat 1, 1a and 2 Footways where structural maintenance should be considered (BV187)	2004/05: 15.8%	2010/11: 15%		
<b>Indicator 5E:</b> Bridge Condition Index	2005/06: 75% 'good condition' 25% 'fair condition'	2010/11: 75% 'good condition' 25% 'fair condition'		
<b>Indicator 6A:</b> Bus Punctuality (LTP5)	2005/06: Start route on time: 80%	2010/11: Start route on time: 88%		
	AM into city PM into city AM out of city PM out of city		68% 67% 31.9% 45.6%	Note change in guidance from 06/07 required indicator to be split into four categories
	On time at timing point: 29%	On time at timing point: 32%		

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<b>Indicator</b>	<b>Baseline Data</b>	<b>Headline Target</b>	<b>2007/08</b>	<b>Comment</b>
	AM into city PM into city AM out of city PM out of city		22.4% 23.3% 20.5% 25.5%	Note change in guidance from 06/07 required indicator to be split into four categories
	Average excess waiting for frequent service: 1 min 9 s	Average excess waiting for frequent service: 0 min 45 s		
	AM into city PM into city AM out of city PM out of city		1 m 42 s 1 m 39 s 1 m 48 s 1 m 39 s	
<b>Indicator 6B:</b> Percentage of users satisfied with local bus services (BVPI 104)	2003/04: Satisfied 71%	2009/10: 80%	68%	
<b>Indicator 6C:</b> Congestion (vehicle delay) (LTP7)	Awaiting data from DfT surveys	2010/11: Still to be set Reduce delays during peak hours but no increase in delay over the 12hr period	3 m 48 s per mile	

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<b>Indicator</b>	<b>Baseline Data</b>	<b>Headline Target</b>	<b>2007/08</b>	<b>Comment</b>
<b>Indicator 7A:</b> Air Quality Indicator (LTP8)	2004: Mean of all annual average NO <sub>2</sub> concentrations within AQMA: 35µg/m <sup>3</sup>	2010/11: Mean of all annual average NO <sub>2</sub> concentrations within AQMA: 30µg/m <sup>3</sup>	38µg/m <sup>3</sup>	
<b>Indicator 7B:</b> Percentage of bus fleet meeting Euro III/ Euro IV requirements	2005/06: Euro III or better: 84%	2010/11: Euro III or better: 89%	46.6%	
		Euro IV or better: 69%	0.04%	
<b>Indicator 7C:</b> Percentage of applications for parking permits which are for vehicles in Vehicle Excise Duty Band A	2005/06: 1%	2010/11: 2%	1.13%	
<b>Indicator 8A:</b> City-wide cycle usage (LTP3)	2003/04: AM peak: 1,686	2010/11: 3% increase in trips overall	1,793	
	PM Peak: 1,520		1,293	
	12 Hour: 10,320		10,736	
<b>Indicator 8B:</b> Levels of walking in and around the city centre	2005/06: Average: 40,000	2010/11: 15% increase in trips	47,163	Weekday average
	Saturday: 84,000	2010/11: 15% increase in trips	81,661	

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<b>Indicator</b>	<b>Baseline Data</b>	<b>Headline Target</b>	<b>2007/08</b>	<b>Comment</b>
<b>Indicator 8C:</b> Level of use of the Public Rights of Way network	2005/06: New Earswick: 60	2010/11: 5% increase in users	69	
	Copmanthorpe: 183	2010/11: 5% increase in users	114	
<b>Indicator 9A:</b> Usage of Park & Ride	2003: Passengers: 1,926,196	2010/11: Passengers: 2,700,000		
	Vehicles: 1,108,531	Vehicles: 1,300,000		
<b>Indicator 9B:</b> Percentage of customers arriving at York Station by a sustainable mode (walk/ cycle/ bus/ taxi/ car share)	2005/06: 62%	2010/11: 70%	62.6%	
<b>Indicator 9C:</b> Rural Bus usage	2005/06: 338,669 passengers	2010/11: 500,000 passengers	Index: 132	Explanation of change to indicator here
<b>Indicator 10A:</b> Outdoor traffic-related daytime noise level in residential areas and public open space and public concern	2005/06: Data not yet available (expected April 2006)	2010/11: To be set once baseline data collected		

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<b>Indicator</b>	<b>Baseline Data</b>	<b>Headline Target</b>	<b>2007/08</b>	<b>Comment</b>
<b>Indicator 10B:</b> Ecological Footprint of York (transport aspect)	2005/06: Transport contribution to ecological footprint: 9%	2010/11: 5% reduction in transport's contribution to ecological footprint		
<b>Indicator 11A:</b> Proportion of new residential or commercial developments over 0.4Ha that are built within 400m walk of a frequent (30min frequency) public transport service	2001/02-2005/06: (5yr average) Bus service: 50%	2005/06-2010/11: (5yr average) Bus service: 75%	82.2%	
<b>Indicator 11B:</b> Proportion of new developments over 0.4Ha contributing either financially or physically to pedestrian, cycle or public transport networks	2005/06: Data not available yet	2010/11: To be set once baseline data collected approximately 75%	17.7%	

# **Annex 3**

## **Network Management Duties**

## **NETWORK MANAGEMENT DUTIES IN THE CITY OF YORK**

### **INTRODUCTION**

- 1.01 Since the introduction of the Traffic Management Act 2004 the City of York Council has been proactively working towards achieving the main objectives for managing our Road Network as outlined in Section 16 of the Act, namely:
- Securing the expeditious movement of traffic on the network, and
  - Facilitate the expeditious movement of traffic on road networks for which another authority is the traffic authority.
- 1.02 The purpose of this Annex is to update on the progress being made in the development of the city's transport strategy for York and detail the arrangements in place that satisfy the Section 17 Duties in accordance with the Guidance on Intervention Criteria. The Network Management Strategy for the City of York has been previously detailed in the council's second Local Transport Plan 2006-2011 (LTP2) and work is ongoing into developing this further in light of emerging experiences, best practice and governmental guidance.
- 1.03 In The Department for Transport's "Assessment of Network Management Duties within Local Transport Plans in May 2007, the City of York was considered to be "Excellent" in our reporting and undertaking of the Network Management Duties. This was an independent assessment undertaken by Halcrow on behalf of the Department of Transport's Traffic Management Division. The assessment also recognised our strong links with stakeholders and collaborative working with neighbouring authorities. The plan was considered to be "Excellent at showing how the Network is managed, a road hierarchy was in place, travel information provided, cross boundary co-ordination and joint working was in existence."
- 1.04 Traffic volume was covered in excellent detail with good transport strategies for walking, cycling and freight. It also provided strong evidence of how congestion and traffic growth were monitored and tackled. Mention was also made that our incident management arrangements were addressed by having contingency and emergency planning measures in place. The council has appointed the Director of City Strategy to the statutory role of Traffic Manager, which clearly showed our commitment to embedding our Network Management responsibilities within the whole organisational culture.

### **NETWORK MANAGEMENT ARRANGEMENTS (SECTION 17 DUTIES)**

- 1.05 Whilst the statutory role of Network Manager is undertaken at Director level, the day-to-day responsibility is devolved to the Head of Network Management supported by the Divisional Head of Traffic and the Traffic Engineer. These three key senior officers provide the main strategic operational coverage for



managing the network. The Network Management service also incorporates the Roads and Streetworks Coordination, Intelligent Transport Systems (e.g. Urban Traffic Management & Control), Traffic Management, Public Rights Of Way, Highway Development Control and CCTV roles. The following arrangements are in place for undertaking the Network Management function

### **Identifying causes of congestion/ other disruptions to traffic**

- 1.06 There are several methods employed to monitor the current state of the road network such as:
- i. An Urban Traffic Management & Control (UTMC) system that holds data collected from various sub-systems, including:
    - a. UTC (Urban Traffic Control) and SCOOT (Split Cycle Offset Optimisation Technique) loop information
    - b. BLISS (Bus Location Information Sub-System)
    - c. Park & Ride site counters
    - d. City Centre car park counters
  - ii. UTC (Urban Traffic Control)
  - iii. Traffic Master (ANPR) data
  - iv. Observations utilising CCTV both in the Control Room, which is staffed by the council on a 24 hour basis and located in the Police's Area Headquarters and Main public enquiry office.
  - v. Additional CCTV traffic monitoring is also undertaken in the Network Management offices during normal office hours.
  - vi. Official information channels via the Police, Bus operators, Highways Agency and Neighbouring traffic Authorities
  - vii. Ad hoc information channels from the Public or Council employees via:
    - a. Traffic hotlines: 01904 551368 (office hours),  
01904 654871 (out of hours)
    - b. Websites: [www.york.gov.uk](http://www.york.gov.uk) and [www.yorktraffic.info](http://www.yorktraffic.info)
    - c. Email: [ycc@york.gov.uk](mailto:ycc@york.gov.uk)
    - d. Customer care centre: 01904 551550
  - viii. In house expertise is also used for comparison purposes e.g. several members of Network Management staff have built up a knowledge of "normal" traffic states and are able to detect abnormal conditions that warrant further investigation.
  - ix. Civil Enforcement Officers (CEO's) who undertake regular patrols for parking enforcement also have direct link with the CCTV control room to report incidents.

### **Identify future potential causes of congestion**

- 1.07 All these processes allow for potential causes of congestion to be identified at an early stage so that the need for appropriate interactions can be undertaken. The experience of the various impacts events have on the Networks are utilised to inform the likely impacts of future events of a similar nature and better predict the effects of other events. The impacts of developments affecting the network are considered through the appropriate

planning processes, which incorporate statutory consultation with the highway authority through the Highways Development Control team.

### **Possible actions (interventions)**

- 1.08 A wide ranges of tools are available for interventions to be made to minimise the effects of disruptions to the highway network and reduce congestion. The real time and monitoring processes mentioned earlier are utilised to decide what actions can be taken which may be a combination of the following:
- Adjustment of Traffic Signal operation through Urban Traffic Control (UTC) utilising SCOOT, MOVA, Fixed Time Plans and Queue relocation programmes at key locations.
  - UTMC, as the core system that holds and disseminates data to various public facing sub-systems.
  - Variable Message Signs (VMS) on the strategic network providing advisory messaging allowing avoidance strategy decisions to be taken.
  - Car Park Guidance System (CPGS) City Centre VMS providing occupancy information and localised messaging
  - Information updates to live website information pages.
  - SMS (Short Message Service) messaging of significant traffic incidents via mobile technology to key personnel: within the Authority, Emergency Services and Public Transport Operators
  - Use of Media, Press, Local and National Radio
  - Traffic Link data sharing arrangement with neighbouring Authorities and Highways Agency
  - Deployment of Civil Enforcement Officers (CEO's) to deal with blockages due to traffic contraventions.
  - Implementation of physical interventions such as Road Closures and diversions utilising in-house resources.
- 1.09 This list is by no means exhaustive it does however identify the main actions that can be taken.

## **NETWORK MANAGEMENT DUTIES**

- 1.10 The main duties and responsibilities for undertaking the Statutory Network Management duties are within the City Strategy Directorate, whose Director takes on the Traffic Manager's role. This directorate has direct responsibilities for the majority of functions associated with the highway
- 1.11 In accordance with the Traffic Management (Guidance on Intervention Criteria) (England) Order 2007 the following eight categories are considered in detail as part of reporting of the Network Management Duties:
- Considering the needs of all road users.
  - Co-ordinating and planning works and known events.
  - Gathering information and providing information needs.
  - Incident management and contingency planning.

- Dealing with Traffic Growth.
- Working with all stakeholders – internal and external.
- Ensuring parity with others.
- Providing evidence to demonstrate network management.

1.12 Under each of these headings the guidance also asks for consideration to be given to several supplementary questions where appropriate. Paragraphs xx to xx describe the council's procedures, policies and measures for each of the eight categories and any associated supplementary questions.

### **Considering the needs of all road users**

#### ***How does an authority manage the road space for everyone?***

1.13 The guiding principles for managing road space are identified in the latest Local Transport Plan and its supporting strategies, which detail the road user priorities and road network hierarchy that have been adopted.

1.14 The current Local Transport Plan has continued the theme of a clear "Hierarchy of Transport Users" as a core strategy. Emphasis is given to providing for a modal shift away from the private car by making provisions for Public Transport, supporting the introduction of further demand management measures and the reallocation of road space where possible to more sustainable modes. The order of transport user priority is as follows:

- i. Pedestrians
- ii. People with mobility problems
- iii. Cyclists
- iv. Public Transport Users
- v. Powered Two Wheelers
- vi. Commercial/ Business Users
- vii. Car Borne Shoppers and Visitors
- viii. Car Borne Commuters

1.15 Several strategies are in place within the LTP, such as the Network Management Strategy, with targets for improving traffic flow on bus routes and increased usage of "Park & Ride" services. Other strategies such as the Walking Strategy and the Cycling Strategy give clarity on what priority is afforded alternative modes by advocating a "hierarchy of provision". The Council's Bus Strategy looks to implement bus priority measures with particular emphasis on Park & Ride, "Platinum" and "Gold" routes where appropriate. These in turn influence how road space is managed across the Authority.

1.16 The Council's Asset Management Plan has established a network hierarchy with four categories:

- i. Trunk Roads (Highways Agency),

- ii. Level 1 (high density pedestrian and vehicular routes in the City Centre),
- iii. Level 2 (Principal Roads and heavily trafficked classified roads) and
- iv. Level 3 (the remaining network including off road cycle routes).

1.17 Under the LTP process, the council sets an annual capital programme for its integrated transport block funding projects and for the structural maintenance programme (highways, bridges and street lighting). In order to effectively manage the Capital Programme the Capital Programme Manager convenes monthly Capital Programme Monitoring meetings, at which Network Management Section is represented. This provides the opportunity for any Network Management issues to be discussed.

1.18 Within the LTP Capital programme, the council sets an annual Highways Structural Maintenance programme based on the recorded condition of roads and footways obtained through the UKPMS surveys, local surveys and routine defect inspections, with due consideration of maximising performance against National Best Value Performance Indicators for highway maintenance. In addition to discussion at the Capital Programme monitoring meetings the maintenance programme is discussed with the Network Management Section and utility companies at the quarterly New Roads and Street Works Act (NRSWA) coordination meetings.

1.19 A Winter Maintenance manual is used to prioritise on an activity basis in conjunction with the network hierarchy and public transport usage. The plan aims to provide for the safe movement of traffic with minimum delays whilst these statutory functions are undertaken.

***Has the authority set out a clear understanding of the problems facing the different parts of the network?***

1.20 The Key network issues for all modes of transport have been considered as part of the development of the Transport Strategy within LTP2. National, Regional and Local Policies have also been taken account of in the development of the transport strategy, particularly where they influence the Network Management Duties.

***Is it aware of the needs of different road users?***

1.21 The different needs of road users are identified through extensive stakeholder consultations as outlined in the Council's Consultation Report, as contained at Annex R of LTP2. In addition to this, Annual Residents Survey (RESOPS) also help to identify changing concerns, which, along with a range of other forums with stakeholders such as the Quality Bus Partnership, Freight Quality Partnership, Police liaison and Regional Government Office/Assembly meetings, give a clearer understanding of the needs of the different road users and the problems facing our network.

***Has it balanced policies for addressing these problems and needs?***

- 1.22 Transport priorities have been developed with the main focus on reducing congestion and improving accessibility, which significantly contribute to air quality and safety across the city in line with the Government's shared priorities. The Designation of the Director of City Strategy as the Traffic Manager makes him ideally positioned to ensure that Network Management Duties are duly considered and respected across all directorates at a Corporate level within the Authority. . This allows for closer collaboration with a wider, more holistic overview of the strategic aims and objectives to be taken.
- 1.23 The Regional Transport Strategy is embedded within The Yorkshire and Humber Plan - The Plan (The Regional Spatial Strategy) and sets out the Policy Direction for transport in the region. The long-term vision for the City, based on what matters to most people for the local area, is contained in York's Sustainable Community Strategy (SCS) published, by the city's 'Without Walls' Local Strategic Partnership. Alongside the SCS the Local Development Framework (LDF) will provide a framework for delivering the spatial planning (land use) strategy for the City and will also be the key driver in delivering the spatial objectives of the SCS. The LTP2 and its associated strategies is complementary to all of these documents and will play a key role in delivering against their objectives.
- 1.24 The core transport strategy elements and key deliverables in the Local Transport Plan include:
- Encouraging modal shift away from the car;
  - Better public transport provision;
  - Demand management measures to discourage car use;
  - Highway infrastructure improvements to improve capacity and safety and reduce through-city journeys;
  - Reallocation of road space to more sustainable modes of transport, and
  - More effective management of the network
- 1.25 Other more specific policies have been developed in relation to aspects for managing the highway network, including:
- Traffic Signs and Carriageway Markings;
  - Obstructions and unofficial signs on the Highway;
  - Tourism signing;
  - Street Lighting and Illuminated Signs;
  - Alley Gating;
  - Highway Design Guide;
  - Damaged Grass Verges, and
  - Road Safety Audit Policy and Process.

***Has the local authority identified and grouped roads according to their location and the activities on them?***

- 1.26 The road user and network hierarchies greatly influence what measures may be introduced and where, in line with the City's policies. A list of Traffic Sensitive Streets has been developed taking into consideration the road hierarchy, road user hierarchy, network demands and how critical their impact is on the adjacent network. This network is regularly reviewed with stakeholders to fully reflect any changing circumstances.
- 1.27 In simplistic terms, the basic layout of the existing Road Network consists of a central urban core with an inner and outer ring road that has several routes radiating outwards. The compact nature of the Road Network within the Authority has little scope for wholesale expansion particularly in the central areas, which are physically constrained. This has resulted in a highly sensitive network that has required careful management for many years.

***How has the authority shown that it has balanced competing demands while continuing to manage its network efficiently?***

- 1.28 As one of only five historical centres in England designated as an Area of Architectural Importance, the historical nature of the city, particularly the city centre, contributes to York being one of the Country's biggest tourist attractions, and therefore it has a unique position to maintain. In addition to the usual requirements of servicing and access for business and communities seen in many Towns and Cities, consideration has also to be given to the high level of tourism experienced throughout the year, unlike many other areas which experience only limited seasonal variations.
- 1.29 Parking in York has a strategic importance and influence upon the City's economic and transport performance. It is used as a demand management tool and helps address congestion. Decriminalised Parking Enforcement was introduced in 2000 and all parking enforcement is under the City's control via Civil Enforcement Officers (CEO's).
- 1.30 The importance of Public transport in providing accessibility and reducing congestion has been recognised for some time. This is evidenced by the Council's continued investment in bus infrastructure and support for services, particularly with respect to Park & Ride, which, although well established, is in need of further expansion. To this end, a bid has been made to the Regional Transport Board to include 'Access York Phase 1' (for two new Park & Ride sites, plus one relocated Park & Ride site) in the Regional Funding Allocation programme
- 1.31 The recent designation of York as a 'Cycling City' further demonstrates the Council's commitment to the priority given to competing demands on the network, particularly for more sustainable forms of transport.

*In reaching decisions on competing demands, has it taken account of its policies and the particular circumstances of the part of the network being considered?*

- 1.32 LTP2 identifies the core transport strategy elements that are used to determine policy direction and priorities. The council has actively pursued a broad policy of ensuring the capacity of the “travel network” is increased, reducing the dependence of private modes of transport due to the limited opportunities to expand the network. A review of a range of existing policies and strategies that support the LTP2 has been undertaken as part of the LTP2 mid term progress report.
- 1.33 Formal consideration of the traffic impact of the majority of schemes affecting the highway network is given in the various reporting mechanisms of the Council., which can involve:
- **The Full Council** - These meeting would normally decide on issues such as high level strategic policies (such as the Local Transport Plan) and delegation powers.
  - **The Executive Committee** - considers and makes decisions on policy matters that have an effect or impact across the whole authority or are of a major strategic importance to the city. For example; a review of the city centre ‘Footstreets’, a new park and ride site, or public transport options.
  - **The Meeting of Executive Member for City Strategy and Advisory Panel** - considers and makes decisions on matters such as detailed scheme designs, petitions, objections to proposals, etc.
  - **The Planning Committee and Area Planning Sub-committees** – Consideration of planning applications for developments and makes decisions / recommendations regarding the proposed new highway and how it links in with the existing network (including setting conditions which may include specific highway improvement works or other measures to minimise the impact of the development). Highway authority consultation is a statutory part of this process.
  - **Officer in Consultation** - Meetings here deal with relatively minor matters that have a very localised effect on traffic movement such as waiting restrictions, pedestrian refuges, results of consultations, etc.

*Is the authority working together with local businesses, retailers, representatives of the freight and haulage industry, public transport operators and statutory undertakers?*

- 1.34 City of York Council has a robust policy on consultation that includes a wide range of stakeholders, particularly those who are most likely to be affected by proposals. In addition to the statutory consultation undertaken with agencies, such as the Police, a list of local representative organisations that have an interest in what takes place on the highway network has been drawn up for consultation as and when considered appropriate.

- 1.35 The Council has established several partnership groups to improve specific modes or areas of activity. These include an independently chaired Quality Bus Partnership and a Freight Quality Partnership, both of which have a wide membership. The council has recently established a Business Forum to elicit views of the business sector to determine council policies and actions.
- 1.36 Statutory undertakers are consulted to ascertain the location of plant as part of the development process for projects, in addition to the regular NRSWA coordination meetings.
- 1.37 Consultation can take place at varying stages of a proposals, from the initial discussions on schemes inception that take place on scoping out the extent of a project, to the formal legal consultation that is carried out when a decision has been made to take a scheme forward.

***Is it developing means for ensuring economic and efficient servicing of premises and deliveries, whilst mitigating adverse problems?***

- 1.38 The importance of supporting accessibility for goods and services that are essential for sustained economic growth have long been recognised. The City of York's 'Footstreets' is one of the largest city centre pedestrian zones in Europe . Access to this area is carefully managed with windows of opportunity for servicing either side of the core hours of pedestrian access. Work is currently ongoing to investigate city centre accessibility to inform the LDF City Centre Action Plan(CCAP), which will establish the land use planning context, policies and allocations for the city centre. The CCP will take into account the economic, tourism, accessibility and servicing implications for expanding the Footstreets. The LDF process affords several opportunities for consultation with stakeholders.
- 1.39 For proposals for general alterations to the network or improvement businesses directly affected by proposals are consulted. It is also intended that greater use can be made of the Business Forum to discuss servicing issues.

***Co-ordinating and planning works and known events?***

***To what extent has the authority promoted pro-active coordination of activities on the network?***

- 1.40 Road works co-ordination is undertaken by the Road and Streetworks Team, within the Network Management Section headed by a New Roads and Street Works Act (NRSWA) Engineer, with support staff for the administration and inspection regime it also undertakes. Assessments are made of the likely impact of activities affecting the highway to identify what mitigating measures may be required to minimise any effects in respect to timings, duration and traffic controls



- 1.41 It is a requirement of the New Roads and Street Works Act 1991 that undertakers notify highway authorities of works in the Highway. Extensive use is made of a Street Works Register (EXOR) that also allows for the Electronic Transfer of Notices (EToN).
- 1.42 As one of the most popular tourist destination in the United Kingdom, the City has a long successful history of holding major events as well as several festivals and parades etc., spread throughout the year. The prudent management of these events has evolved over the years to minimise the level of disruption they would otherwise cause. The cumulative experience of these type of events taking place is used to inform specific plans to improve the management of future similar events, many of which, such as York Races, football (at York City Football Club) and activities at Huntington Stadium are held on a frequent basis.
- 1.43 Large scale events are also subject to scrutiny by the City of York Safety at Sports Ground Advisory Group. This body, consisting of key Council Departments and Emergency services meets on a quarterly basis but may also hold ad-hoc meetings to consider specific events likely to have a major impact. This provides a platform for early discussions to take place and assess the likely implication on the network with regard to the scale, timing and possible conflict with other activities. An example of this collaborative working is the traffic management plans that were developed for York Race events following the successful holding of the "Royal Ascot at York" event that took place in 2005.

***To what degree has it adopted a planned, evidence-led approach to known events?***

- 1.44 Good communications are a critical element of being able to plan and co-ordinate activities on the network. To this end, quarterly coordination meetings are held with the Yorkshire Highway Authority and Utility Committee (YHAUC) with representatives from all relevant Highway and Utility companies. This provides a regional focus for discussions and look to develop innovative solutions.
- 1.45 The York Joint Authority Group (YJAG), which has representative from all neighbouring local authorities, also convenes on a quarterly basis to provide another focus for the development and promotion of good practice.
- 1.46 Any major schemes that are likely to have a significant effect on the Network are also subject to specific co-ordination meetings to agree the timing, duration and traffic management arrangements that will be required. Whilst there are suitable forums for identifying and dealing with major events, there are many lesser events that also need to be taken into consideration. These are often dealt with through normal communications such as emails, letters and telephone contacts, which are available to all stakeholders, such as

police, internal departments, external contacts and public transport operators etc..

- 1.47 The approval of the Network Management Section is a requirement for any necessary temporary traffic regulation that may be required such as Road Closures, Traffic Diversions, temporary traffic restrictions etc which they also process. This ensures early involvement and consultation on issues likely to affect the highway.
- 1.48 Procedures are in place for many planned events that occur on a regular basis, which have been developed from previous experiences, such as:
- Street Works;
  - Road Works;
  - Traffic Regulation Orders;
  - Road Closures;
  - Abnormal Loads;
  - Licensed activities (e.g. skips/scaffolding/ hoardings etc.);
  - Emergency Planning Exercises, and
  - (Any others?)

***Has it developed, or is it developing, contingency plans for unforeseen events?***

- 1.49 Much of the congestion arising out of unforeseen events on the highway are automatically dealt with the UTC system, which reacts to network conditions and optimises signal coordination.
- 1.50 There are also a range of fixed signal plans that have been developed at specific locations to deal with particular congestion issues that may have been exhibited before. A number of standard traffic diversion plans have been also been developed based on previous experiences.
- 1.51 The CCTV control room provides 24hour coverage and acts as a central point of contact that can draw upon additional staff resources when required. Being located in the Police's Area headquarters, they are ideally positioned to liaise with emergency services.
- 1.52 Several Service Plans are already in place for dealing with unforeseen events such as:
- Emergency Plan
  - Business Continuity Plan
  - Emergency Flood Plan
- 1.53 Further details of these are given in the Incident Management and Contingency Planning section (paragraphs xx to xx).

**Gathering information and providing information needs**

***How effective are the arrangements the authority have in place to gather accurate information about planned works and events?***

- 1.54 Under the New Roads and Street Works Act 1991, local authorities have a statutory co-ordinating role for the carrying out of works in the streets for which they are the Highway Authority. This is done, primarily, through the Streetworks Register, which is utilised for both Utility and Highway works. The notification procedures vary, depending on the type, location, duration and timing of works.
- 1.55 Regular information exchanges take place during the quarterly coordination meetings of the YHAUC and YJAG.
- 1.56 The annual highway maintenance programme for the following year is incorporated into a consolidated schedule which is integrated with the streetworks register.
- 1.57 Internal contact arrangements are used to inform of the highways implications of developments between the Highways Development Control team and the Streetworks team.
- 1.58 The City makes extensive use of an Urban Traffic Management & Control system (UTMC) run by the Network Management service hosted in the Council's main IT server farm. Details of active and planned road works and events are held in it and disseminated via the various public facing systems (Website, VMS and SMS messaging) as required.

***How does the authority organise planned works and events to minimise their impact and agree or stipulate their timing to their best effect?***

- 1.59 All works notified through the Streetworks Register are scrutinised for their effects of the network. The proposed timing, type and duration of works are used to identify conflicts to determine what interventions may be required to mitigate their impact, such as giving directions as to the timing of such works.
- 1.60 Programmes are normally agreed through the variety of meetings that are held such as the quarterly co-ordination meeting for YHAUC and YJAG and use of the streetworks notification system.
- 1.61 Scheme specific meetings are held at an early stage with utilities and developers to agree suitable measures to allow works to proceed. These meeting may continue during different stages, as required.
- 1.62 Consultation and notification for pre-programmed works are undertaken with a range of stakeholders that the works will impact upon, such as public transport operators, residents and other properties directly affected.

***Does the authority provide access on demand to information, from the authority's systems for recording and coordinating utilities' works on road works, to utility companies, contractors and adjoining authorities?***

1.63 All relevant authorities and Utilities have access to details on the Streetworks Register and electronic noticing arrangements. Strong communication systems are also in place for dealing with any arising queries. Initially this is coordinated through the Streetworks Team but can involve several other members of the Network Management Section as required.

1.64 Details of live road works information is available on the York Traffic ([www.yorktraffic.info](http://www.yorktraffic.info)) website and via the Council's main website ([www.york.gov.uk](http://www.york.gov.uk)). Brief details of the works involved and location maps can be accessed here.

***Does the authority have, or aim to have, a good and timely source of travel information for road users and the community?***

1.65 An extensive range of "On Street" / telematic information systems are currently utilised across the city, which include:

- Freetext' matrix Variable Message Signs (VMS) at 19 strategic network locations.
- Car Park Guidance System (CPGS) consisting of 12 car park counters and 20 VMS insets and 6 freetext matrix signs, linked via the UTMC database.
- Public Information Panels (PIPs) giving real time bus arrival information at 30 bus stop locations.
- Information Kiosks at 4 city centre locations, the University of York and at Acomb, providing interactive connection to real-time bus arrival information as well as mapping, journey planning, news, events and weather services.
- 'Smart Screens' at 3 Park & Ride sites giving real time bus journey information to travellers.
- A large format screen in the railway station giving departure information for the bus stops adjacent to the station.
- 'Yournextbus' real-time bus information system that can be accessed via SMS or the Internet.

1.66 As well as the council's web site, the authority also has a dedicated "York Traffic" website ([www.yorktraffic.info](http://www.yorktraffic.info)) that utilises the UTMC sub systems providing real-time, live information for:

- Travel Alerts
- Car Park occupancy
- Park & Ride site occupancy
- Special Events
- Incidents
- Road works and

- Variable Message Signs

- 1.67 Work is currently underway that will further enhance these facilities to provide live CCTV coverage of the road network at ten locations as well as Real time bus information that will be available to the public. This is programmed to be complete by the end of 2008.
- 1.68 Extensive use is made of links with the Media to inform them of current traffic issues which they disseminate accordingly. Advanced notification on street can also be used to warn of works on the highway using suitably located information boards. This is in addition to any formal notifications required such as traffic regulation orders

***Does this allow road users to choose a different route or mode of travel or to defer their proposed journey?***

- 1.69 The range of information systems utilised to forewarn the general public of activities on the network gives them the opportunity to make informed choices for their journeys. It allows for avoidance strategies by re-routing, the timing of trips to avoid peak disruptions, changing intended mode, make unnecessary journeys and/or choose not to travel.
- 1.70 In addition to the various means of disseminating travel information listed in paragraph 1.65, the Council provides a telephone enquiry service for public transport information. It also has within its Transport Planning Unit the resource to provide personalised travel planning information.

***Does the authority work with a variety of travel information providers and do they communicate through a wide range of channels?***

- 1.71 In addition to the web-based information that is coordinated through the UTMC, regular exchanges of information take place between (details to be added here.)
- 1.72 Proposals are currently being developed to provide access to York's CCTV system via the York Traffic website. This will involve allowing public access to selected cameras to view current highway conditions.
- 1.73 Work is also underway to add access to real-time bus arrival information for up to 500 city bus stops to the website?

***What evidence has been provided to show how well the authority are providing information to other street authorities and meeting existing statutory obligations such as their duty to keep a street works register?***

1.74 Details of National Street Gazetteer, and any other exchanges of information with Neighbours to be inserted here

### **Incident management and contingency planning**

***Has the authority established contingency plans for dealing with situations outside the authority's control promptly and effectively, as far as is reasonably practicable?***

- 1.75 The City's Emergency Management Team undertakes the overall strategic management of the council's response to major emergencies. This consists of several Directors and is chaired by the Chief Executive. The Traffic Manager is an integral part of this Team and can instigate Network Management resources when required. The City of York Council Emergency Handbook (Is this the Emergency Plan doc?) contains up to date procedures and contact details of the Emergency Management Team.
- 1.76 Business Continuity Plans have been developed for the City in the event of major incidents that would seriously effect the normal operation of the many essential functions provided. One specific to the City Strategy Directorate deals with the Network Management aspects and is designed to gather together the support mechanisms for 3 basic phases of the process namely Incident Management, Business Continuity and Recovery.
- 1.77 The City of York also has a well-rehearsed Emergency Flood Plan that it has had to calls upon on several occasions over recent years. This outlines what interventions are needed in response to predicted rising flood levels.
- 1.78 With 24-hour coverage in the CCTV control room, early detection of incidents can be notified to the appropriate bodies enabling quicker responses. Suitable protocols are in place to respond to these. Not all of the strategic networks is currently covered by the CCTV system there are plans to expand these facilities to provide more comprehensive cover.
- 1.79 Well-established links exist between Council Departments, Emergency Services, Utility Companies and other stakeholders such as Bus Operators that are able to contact each other via telephone and email facilities. An SMS messaging service also exists that allows a pre-selected group of stakeholders such as the emergency services, bus operators and taxis to be warned on planned and unplanned events on the network.

- 1.80 Responses to highway emergencies are provided on a 24hour basis with in-house provisions through the Neighbourhood Services Directorate that can implement road closures and diversion routes at short notice.

***Has the authority provided evidence to demonstrate that they have ensured that all parties involved in making these contingency arrangements work, have been, or are, fully consulted during their development?***

- 1.81 All incidents or emergency situations of any significant size are likely to have an impact on the road network. This may be to allow speedy access of emergency services / equipment or to facilitate the quick evacuation of the general public. Close liaison is maintained with the Authorities Emergency Planning Department to ensure Network Management consideration are taken into account in all contingency and emergency planning.
- 1.82 Extensive consultations are undertaken in the development of the Emergency Plan, Business Continuity Plan and Emergency Flood Plan. There are separate to the consultations that have been carried out in developing the LTP and Network Management Strategy and are continuously updated.

***Have the parties the information they need to put the plans into practice quickly?***

- 1.83 Integral to the development of the various plans in place to deal with incidents is the back up information systems and processes needed to make them effective. Clear line of communication and responsibilities are detailed in these plans.

- 1.84 (Details of procedures in emergency plan etc., SMS, Alerts, contact arrangements to be inserted here)

### **Dealing with traffic growth**

- 1.85 The City of York's Local Transport Plan 2006-2011 gives details the of the five year transport strategy. It has recognised the limitations for expanding the network to deal with traffic growth and has clear policies aimed at maximising the efficiency of the existing infrastructure by making better use of road space and how it is allocated.

***What evidence has been given to show that an authority have identified trends in traffic growth on specific routes?***

- 1.86 Wide ranges of surveys are carried out to identify changing trends in the traffic situation on an annual basis.. Traffic flows past specific points around the City and across an inner cordon are monitored using automatic traffic counters (ATCs), together with counts across key bridge crossings and boundaries. In addition to these there are some 50 other locations that

constantly feed into the real time information as part of the UTMC. Data from the ATCs and bridge and boundary counts has been recorded at least since the start of York's Local Transport Plan 2001-2006 (LTP1) to show past trends and, in conjunction with known development opportunities, predict future traffic levels. The latter has been extensively modelled using the Council's Strategic Transport Model to forecast future traffic flows on the network and hence identify areas where congestion is likely to occur.

- 1.87 A target of restricting traffic growth to 7% by 2011 from the 2003/04 baseline level has been adopted. This is against a predicted level of 14% that would occur in the absence of LTP2 measures.
- 1.88 Targets for reducing the congestion vehicle delay time, and the modal share for car journeys have been set within LTP2. Conversely LTP2 has adopted targets for increasing walking, cycling and bus patronage (including Park & Ride) as well as improving bus journey reliability (punctuality)

***What policies have been put in place for managing incremental change?***

- 1.89 The LTP2 is a 5-year document in the context of a 20 year horizon. In setting LTP2 due consideration was taken of the anticipated development within the city and the modelled effects thereof on the network.
- 1.90 The Local Development Framework and LTP2 are complementary documents and extensive liaison between the Transport Planning Unit and the Forward planning teams has taken place for preparing LTP2 and continues in the production of the Local Development Framework Documents.
- 1.91 Insert details of Planning and Development Control policies that ensure adequate traffic considerations are taken into account.
- 1.92 One of the biggest areas of success for managing the increases in traffic has been the long term strategy of Park & Ride provision. The first phase of Access York looks to increase this provision by enhancing existing facilities and increase the number of Park & Rides to seven in total (from five).

**Working with all stakeholders – internal and external**

***What evidence is there to show that those responsible within the authority for exercising any power to regulate or coordinate the uses made of any road or part of a road in the road network are aware of, and act upon, the authority's responsibilities arising in relation to the network management duty?***

- 1.93 The Director of City Strategy is the Traffic Manager for the City and has direct responsibilities for all highway authority functions, the majority of which are within the Network Management service. Planning authority functions also fall



within this directorate which further ensures close coordination and the ability to provide consistency in dealing with stakeholders on transport matters.

- 1.94 Close liaison between the Transport Planning Unit, Network Management Section and the Forward Planning Teams ensure that each is aware of the network management duty implications of policies, strategies and measures proposed or implemented.

***Do authorities that are in two tier areas liaise with all the relevant departments in the second tier organisations whose work affects the road network?***

- 1.95 The city of York has been a Unitary Authority since Local Government Re-organisation that took place in 1996.

***Do authorities ensure that other bodies (e.g. planning authorities) are aware of the duty and their impact on the movement of traffic?***

- 1.96 As a Unitary Council the City of York are the Planning Authority and the Highway Authority. Both of these functions come under the City Strategy Directorate whose director is also the Traffic Manager. This has ensured close working relationships between these two key functions and across all directorates.

***What evidence is there to show that the authority take actions that include consultation on initiatives, the sharing of information needed to meet the duty, processes for ensuring that policies are consistent and agreeing joint working arrangements, including particularly with the Secretary of State and Transport for London?***

- 1.97 Although the Network Management Strategy is contained within LTP2 (at Annex J), it, like many other strategies incorporated within LTP2, was not ready in time to be included in the Provisional LTP2 submitted to the Department for Transport in September 2005, for its consideration and comment, prior to the publication of the full LTP2 in March 2006. Therefore, it has not been subject to the same degree of consultation as the main LTP2 document. However, the Department for Transport considered City of York to be "Excellent" in the reporting and undertaking of its Network Management Duties.
- 1.98 All of York's local transport plan documents (Local Transport Plan 2001-2006 (LTP1), 2001-2005 Annual Progress Reports (APRs), Local Transport Plan 2001-2006 Delivery Report and Local Transport Plan 2006-2011 (LTP2) are available to view/download on the council's website.

- 1.99 The Council also liaises with other agencies, such as the Highways Agency, on Council policy and projects that may impact on the Trunk Road Network and vice versa.

***Has the authority involved the police, statutory undertakers, Passenger Transport Executives, bus operators, the Traffic Commissioners, residents, local businesses and different road users where appropriate in decision-making processes?***

- 1.100 Before implementing any schemes that affect the operation of the highway network, the council consults with many agencies, such as the Police, as statutory consultees. In many cases, particularly for the more extensive projects, these agencies become more directly involved in the decision making process through attendance at scheme design progress meetings etc. In addition, businesses directly affected by any proposals are usually consulted (by letter or leaflet/questionnaire and any responses are duly considered in progressing the scheme design).
- 1.101 Since the advent of the Leeds City Region (LCR), of which York is a member authority, greater liaison and coordination between York and the other constituent authorities and organisations, such as METRO, is taking place to ensure the effects of York-originated projects on the LCR and vice versa are duly considered.
- 1.102 A protocol has been established within the Council's Transport Planning Unit to forward relevant received notifications of road works to bus operators, as appropriate.

### **Ensuring parity with others**

***Does the authority apply the same standards and approaches to its own activities as it does to those of others and does it provide evidence of this, particularly in relation to utilities' street works and developers' works?***

- 1.103 All Streetworks and highway works irrespective of whose behalf they are taken on (i.e. Utilities, contractors or the highway authority) are subject to the same notification procedures

***Does it use locally determined indicators and where relevant any centrally developed key performance indicators?***

- 1.104 LTP2 contains several indicators relating to the impacts that development could have on the network. These relate to either steering development toward accessible locations or obtaining measures, such as public transport improvements or better facilities for walking and cycling (to reduce congestion) through developer obligations. Schemes promoted by City of York

Council are subject to the same principles as those put forward by other developers.

### **Providing evidence to demonstrate network management**

*Have the arrangements established by an authority for performing the duty been reflected in their LTP, LIP or any other interim monitoring report?*

- 1.105 The Network Management Strategy is an integral part of LTP2 which has informed and determined the strategic direction and priorities adopted

*Do reports about the duty performed by an authority provide clear evidence to demonstrate how they manage their road network?*

- 1.106 List key performance indicator relevant to NMD (NRSWA, LTP2 and others)

### **Summary/ Conclusion**

- 1.107 This Annex shows how the Network Management duties are exercised in relation to eight categories. However the Network Management Duties are influenced by and contribute to the overall objectives of LTP2 as described in the main part of the mid-term report.