Notice of meeting of

Scrutiny Management Committee (Calling In)

To: Councillors Galvin (Chair), Alexander (Vice-Chair), Gunnell, Firth, Orrell, Simpson-Laing, Taylor and Waudby

Date: Monday, 10 January 2011

Time: 4.30 pm

Venue: Guildhall, York

A G E N D A

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

2. **Public Participation**
   At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **5:00 pm on Friday, 7 January 2011**.

3. **Called-in Item: The Reablement Service in York**   (Pages 3 - 32)
   To consider the decisions made by the Executive on 14 December 2010 in relation to the above item, which have been called in by Councillors Alexander, Boyce and Simpson-Laing in accordance with the provisions of the Council's Constitution. A cover report is attached setting out the reasons for the call-in and the remit and powers of the Scrutiny Management Committee (Calling In) in relation to the call-in procedure, together with the original report to and decisions of the Executive.

4.   Called In Item: City of York Local Transport Plan 3 - Draft 'Framework' LTP3 Consultation Responses
(Pages 33 - 90)
This report sets out the reasons for the pre-decision call-in by Councillors Merrett, Simpson-Laing and Potter of the above item, which appears as item 5 on the agenda for the Decision Session of the Executive Member for City Strategy to be held on 4 January 2011. The report also explains the powers and role of the Scrutiny Management Committee in relation to dealing with the call-in.

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

<u>Democracy Officer:</u>

Name : Fiona Young
Contact Details:
- Telephone : 01904 551027
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For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting.
- Registering to speak
- Business of the meeting
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The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

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

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

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CITY OF YORK COUNCIL

**Scrutiny Management Committee
(Calling – In)**   **10 January 2010**

Report of the Head of Civic, Democratic and Legal Services

Called-in Item: The Reablement Service in York

Summary

1.   This report sets out the reasons for the call-in of the decisions made by the Executive on 14 December in relation to a report which presented options for the future of the reablement service in York, as part of a wider strategy to meet the challenges of changing demographics within the City. This covering report also explains the powers and role of the Scrutiny Management Committee in relation to dealing with the call-in.

Background

2.   An extract from the decision list published after the relevant Executive Meeting is attached as Annex A to this report. This sets out the decisions taken by the Executive on the called-in item. The original report to the Executive is attached as Annex B.

3.   Councillors Alexander, Boyce and Simpson-Laing have called in the Executive's decisions for review by the Scrutiny Management Committee (SMC) (Calling-In), in accordance with the constitutional requirements for post-decision call-in. The reasons given for the call-in are as follows:

   - *Agreed changes to the current in-house provision have not been fully implemented, resulting in a skewed comparison between in-house and private service provision in terms of cost, changes which would improve face to face contact time within the in-house service.*
   - *The Executive's decision to proceed with a twin-track approach is flawed, on the basis that the necessary information with which to properly compare in-house and outsourced service provision is not yet available.*

- *Inadequate consultation has taken place and should be extended once full proposals based on sound evidence have been presented to the Executive at a future meeting.*
- *The report gives no detail on the likely impact on the Hospital Trust due to potential changes in the levels of discharges and re-admissions.*
- *There is an apparent lack of consultation with the Council's partners given that neither the Deputy Chief Executive nor the Chairman of the Hospital Trust knew anything about the proposals.*
- *The report includes no evaluation on how outsourcing of the Reablement Service has worked in other local authority areas, of which there are very few across the whole of the country, on issues such as satisfaction levels among customers on level of service, staff expertise etc*

Calling in Members call for the decision to be delayed until such time as the aforementioned evidence can be produced and properly considered, and after proper consultation has taken place.

Consultation

4. In accordance with the requirements of the Constitution, the Calling-In Members will be invited to attend and/or speak at the Calling-In meeting, as appropriate.

Options

5. The following options are available to SMC (Calling-In) in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:

    (a) To confirm the decisions of the Executive, on the grounds that the SMC (Calling-In) does not believe there is any basis for reconsideration. If this option is chosen, the decisions will take effect from the date of the SMC (Calling-In) meeting.

    (b) To refer the matter back to the Executive, for them to reconsider their original decisions. If this option is chosen, the matter will be re-considered at a meeting of the Executive (Calling-In) to be held on 11 January 2011.

Analysis

6. Members need to consider the reasons for call-in and the basis of the decisions made by the Executive and form a view on

whether there are grounds for reconsideration of those decisions.

Corporate Priorities

7. An indication of the Corporate Priorities to which the Executive's decisions are expected to contribute is provided in paragraph 42 of the report at Annex B to this report.

Implications

8. There are no known financial, HR, Legal, Property, Equalities, or Crime and Disorder implications in relation to the following in terms of dealing with the specific matter before Members; namely, to determine and handle the call-in:

Risk Management

9. There are no risk management implications associated with the call in of this matter.

Recommendations

10. Members are asked to consider the call-in and reasons for it and decide whether they wish to confirm the decisions made by the Executive or refer the matter back for re-consideration at the scheduled Executive Calling-In meeting.

Reason:

11. To enable the called-in matter to be dealt with efficiently and in accordance with the requirements of the Council's Constitution.

Contact details:

Author:	Chief Officer Responsible for the report:
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dawn.steel@york.gov.uk	**Report Approved** √ **Date**

Specialist Implications Officer(s) None

Wards Affected: All √

For further information please contact the author of the report

Annexes
Annex A – decisions of the Executive on The Reablement Service
(extract from decision list published after the meeting on 14/12/10)
Annex B – report to Executive meeting held on 14/12/10

Background Papers
Agenda and minutes relating to the above meeting (published on the
Council's website)

EXECUTIVE

TUESDAY, 14 DECEMBER 2010

DECISIONS

Set out below is a summary of the decisions taken at the meeting of the Executive held on Tuesday, 14 December 2010. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call in a decision, notice must be given to Democracy Support Group no later than 4pm on the second working day after this meeting.

If you have any queries about any matters referred to in this decision sheet please contact Fiona Young.

9.   **THE REABLEMENT SERVICE IN YORK**
   RESOLVED: (i)   That it be noted that, at a time when the number of elderly residents needing the reablement service is increasing, the Council needs to examine how the number of hours of the service can be increased, whilst also recognising the pressure on all budgets at this time.

   (ii)   That, after considering the City of York Council reviews, the changes that have happened to the in-house service in terms of unit costs and contact time, and after benchmarking these against the costs of local independent providers of the same service, agreement be given to:
   a)   progress purchasing the ongoing entire expanded reablement service from the independent sector, with staff to be offered the *option* of voluntary severance for business efficiency reasons, in addition to TUPE, as outlined in paragraphs 19-26 and 50-53 of the report;
   b)   review any further changes that may be need to the in-house service in order to maintain that provision;
   c)   request Officers to update the Executive on progress with the procurement process, the outcome of ongoing consultations, and the production of tables comparing the costs of provision of services (in-house and independent sector) and consequent outcomes;
   d)   request Officers to provide details of the Equalities Impact Assessments of any changes to the service.

REASON: To allow the City to increase the scale of home-based support to older people in a way which is financially deliverable, provides employment security for staff and which seeks to maintain for as long as possible the independence of local residents.

Executive   **14 December 2010**

Report of the Director of Adults, Children and Education

The Reablement Service in York

Summary

1. This report advises the Executive of the opportunities of a remodelled reablement service as part of a wider strategy to meet the challenges, both financially and qualitatively of changing demographics within the City. It also seeks a decision from Members on the option for how best to meet these challenges.

Background

Home Care in City of York

2. Home care support for older people constitutes one of the major areas of spend within Local Authority Adult Social Care. It is set to expand nationally over the coming years as a result of significant demographic increases. York currently has a population of over 33,000 over the age of 65 and this is expected to increase to 37,000 by 2015 and to 40,100 by 2020. This population increase will place significant strain on the availability of home care within the City and also on adult social care budgets over the coming years. City of York Council (CYC) currently spends in total approximately £6m on home care provision per annum. This is made up of £3m per annum purchased from the independent sector and £3m for in-house home care of which the in-house reablement service comprises £1.39m.

Reablement- what is it and why it is needed?

3. A Reablement service within social care is nationally considered to be an essential component within the Government's agenda for the transformation and modernisation of social care. It provides a means to reduce dependency on traditional domiciliary care packages and residential care by optimising individual's functional abilities. This in turn can negate the need for a long-term package of support for some people and for others it can diminish the size of a long-term support package. It focuses on independence rather than dependency and results in significantly better outcomes for customers and a reduction in overall spend on continuing long-term home care packages. In other localities where this has been fully implemented, reductions of between 40% and 60% of ongoing care needs for new customers have been seen. Furthermore, such schemes have the potential to be used for existing customers in subsequent years when their care is reviewed. Most local authorities with a social care

responsibility have either established or are in the process of establishing a comprehensive Reablement Service.

The Reablement Service in York

4. An in-house Reablement service was established in York Adult Social Care in 2008. The service is designed to be of short duration input for customers - not exceeding six weeks - and aims to promote independence and reduce dependency on long-term packages of care. Reablement staff are expected to help customers to regain skills or develop alternative skills in order that they can fend for themselves again either with no home care support or with a reduced package.

Context of reablement within the overall Older Persons strategy

5. As part of the Long Term Commissioning Strategy for older people previously agreed by Members, reference was made to a strategy which allows:

- The "maximisation of independence and optimising people's health and well-being - support that enables rather than disables, intervenes early to prevent problems becoming acute and uses assistive technology."

and that

- "the strategic outcomes developed through the joint vision with our health partners included the desire that more older people will enable older people to achieve greater independence and remain within a home of their own."

and that as a Council we needed

- "To invest in services that reduce the need for and funding for residential and hospital based care and increase independence"

The components/design of a successful reablement model

6. It is considered essential that the following elements are available within a redesigned Reablement service:

- Reablement home care workers

- Occupational therapy assessment

- Telecare staff

- Care Management input for complex cases

- Reviewing staff (from care management teams)

- Placement team capacity (for ongoing home care package organisation)

- Management capacity for workflow and performance delivery

- Intermediate care services from NHS required to support design

The details of the design and component staff elements are dealt with in more detail at Annex A

Consultation

7. Specific Consultation has taken place with the following:

    - ACE Directorate management team

    - Trade Unions (Unison and GMB): Meetings with Unison representatives took place on the 22 October and the19 November to brief them on the future of Reablement and the options being considered. Meetings with GMB representatives took place on the 10th and 15th November. Both unions have expressed their opposition to transferring the in-house service to the independent sector. Unison advise that whilst they recognize the financial pressures within the department and the authority as a whole, they ask for further opportunities for consultation. Unison have also questioned the ability of the private sector to deliver this amount of extra work and feels due consideration should be given to the inherent difficulties of reliance on external care providers. This is a concern managers are mindful of but do not share. The report's recommendation allows members to monitor the markets response to any new opportunity offered.

    - Ongoing consultation with staff:

      The current Reablement service began operating in February 2009 and has had a clear and open focus on a programme of improvement in readiness for an expected soft market testing in 2010. This challenge was openly discussed with front line staff and managers and underpinned the need for change in all the workshops and communications with staff throughout 2009 and to date. Like all our home care services it included improvements to try to match our capacity better to peak hours of customer demand, reducing our unit costs, whilst also driving up our service quality and outcomes for customers. The levels of engagement of our managers and staff in this agenda have been excellent.

      A briefing meeting was held on 22 November 2010 with service managers, front line staff and admin support workers to discuss the future of Reablement and the options for the service which feature in this report. Approximately 50+ staff attended and managers provided an onward briefing for those unable to attend. Representatives from Unison and the GMB were present. Reablement staff expressed an ideal preference for the service to remain in-house and to continue work for the council.

    - Health Partners:

      There have been extensive consultation and discussions with the Adult Commissioning group for York. Partners from the PCT, the GP commissioning group and York Foundation Trust, have reached a shared understanding of the need to expand the reablement function in an integrated way with the remodelling of the intermediate care service that is currently underway. This work is finalising a joint model for the area of York, and the reablement model proposed supports this integrated overall strategy.

- Consultation with older people:

  When we consulted with older people in 2008 about how we could face the challenges of an ageing population, 70% believed that provision of personal care would help people stay independent for longer. 50% wanted us to look at using more telecare, and 73% wanted us to help people access equipment and home adaptations to help them stay independent. The reablement model proposed above addresses all of these elements.

Options

8. The option being put forwards to Members is to increase the volume of reablement available to the citizens of York. In order to enable an expansion of the service, members are recommended to progress the outsourcing of the service to the independent sector in order to make available the resources required to expand the service. The analysis on options to achieve this is outlined below.

Analysis

Potential Reablement advantages for York

9. The Department of Health have estimated that on the basis of 600 new referrals into City of York per annum[1] and using benchmarked reabling rates from other local authorities, that when fully operational up to £696K could be saved in the first full year of operation and the potential of £1.254M in subsequent years. These are cost avoidance measures and savings relate to reductions in long-term care packages and assume that the service runs at a capacity which meets demand,[2] that no customers overstay the six-week reablement period and staff/customer contact time is optimised. However in considering potential savings, attention is drawn to information further in the report that highlights the costs associated with recommendations.

The size of service needed in York

10. Experience so far shows that the size of the existing Reablement Service in CYC is not adequate to deliver the expected benefits. The model needs to allow all customers (with some noted exceptions) to access the service to gain the benefits outlined in paragraph 9 above.

11. The data used is from the Department of Health (DoH) benchmarking information gathered from other local authorities using the population of older people in their area, which calculates the number of older people that might become candidates for Reablement in York. The DoH judges that 2.1% of the population over 65 would be potential Reablement candidates.

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[1] Based on average expected demographic growth
[2] Demand within York is dealt with in para 11 and 12 in this paper.

12. In York this would equate to 693 customers per year. Using the DoH formula we believe we need to provide some 1012 per week of face to face contact to meet this increasing need

More detail relating to these working can be found in Annex B.

Performance currently against hours needed

13. The current in-house service is funded to deliver 1258 hours per week reablement and from the funding made available (£1.39M) is able to deliver 503 hours per week staff face-face at a contact time of 40%.

14. Although significant progress has been made in developing the in-house reablement service in York there is a significant waiting list of referrals to come into the service. This has arisen because of:

- an under capacity within the team to deal with the number of referrals that need a reablement approach

- a difficulty in always achieving a timely transfer of customers into long term care packages, due to a lack of capacity/funds to purchase in the private sector

- (Consequently) customers often stay within the Reablement service for longer than the optimum six weeks - an average time of over 10 weeks.

- Staff contact time with customers runs at 40%. This means that delivery of support to people is only available for 40% of the total time that the service is funded for.

15. It is recognised that when the reablement service was put in place in 2008, there was no useful national data that assisted in the sizing of a model. The in-house reablement service size, was at that time based on the hours available from existing home care teams. There is also a recognition that even if the existing team were able to continue to improve its face to face contact time, and the ability to do this is minimal given the improvements already undertaken, this would not be sufficient, without additional investment to meet the size of the service required.

Expansion costs of a future deliver model

16. If a reablement service is to be effective within York and be fit to meet the needs of the growing demographics, it needs to deliver 1012 hours of face-to-face contact time weekly. The following costs show existing in-house costs and costs for expansion models.

In house current costs

17. The following table 2 describes the costs associated with existing in-house reablement service and how much face-to-face contact time is given.

Table 2

Existing Hours budgeted for per week (In house service)	Contact time %	Number of hours delivered face to face	Cost of service	Cost per hour delivery of face to face contact
1258	40%	503	£1.39million	£53.25

NB Please note that there is £48k of recharges associated with this budget. If this is removed it means the hourly cost is £51.42.

18. Although the current service operates at a contact time of 40%, it is recognised that in addition to face to face contact time between staff and customer some time must be allowed for planning, case management and assessment. It is estimated that this would be in the order of 20% and this should therefore be included in calculating costs for both independent and in-house provision. The costs in table 3 below reflect this in each scenario by an increase in independent sector hours purchased and a reduced unit cost of £42 for the in-house service. *Further details relating to contact time and costs can be found in Annex C*

Existing Staff and the Implications of TUPE

19. The Transfer of Undertakings (Protection of Employment) Regulations 2006 is the main piece of legislation governing the transfer of an undertaking, or part of one, to another. The regulations are designed to protect the rights of employees in a transfer situation ensure they receive the same terms and conditions, with continuity of employment, as formerly.

20. The option presented within this report involve a "contract out" of the Reablement Service to the independent sector, and TUPE applies to all relevant transfers where services are outsourced, 'insourced' or assigned to a new contractor.

21. Therefore, all employees employed in the service, are covered under TUPE legislation and have a right to transfer to the new organisation with their existing terms and conditions of employment. Their continuity of service is also preserved.

22. Without prejudice to their right to transfer to the new organisation, staff may wish to volunteer to be released from employment on the grounds of business efficiency. The Local Government, Early Termination of Employment (Discretionary Payment) Regulations 2006, provide Local Government employers with powers to consider a one off lump sum payment to an employee whose contract is terminated in the interests of the efficient exercise of employing the authority's functions.

23. Whilst employees would not be dismissed as a result of this transfer, requests would be considered from those who did not wish to transfer and instead wanted

to be released to access their pension (if over 55), and/or to receive a lump sum payment (based on the Council's Redundancy Payment table).

24.   It can be demonstrated that by allowing staff who wish to volunteer to leave that this would create a business efficiency, as the costs associated in purchasing the service from the independent provider would reduce due to there being a reduced number of staff on CYC terms and conditions (which are significantly more expensive than their existing workforce).

25.   Option B3, provides an example of the indicative costs, should a number of staff volunteer to be released from the service early, and not wish to transfer to the new provider.

26.   All other staff would transfer to the new provider on the agreed date of transfer of the business.

Expansion costs

27.   In considering the expansion costs to deliver a 1012 hours face to face contact time, the table below shows costs associated with the following possibilities:

- A - the expansion of the in-house CYC service.

- B1 - purchase of the service from the independent sector.

- B2 - purchase of the service from the independent sector including costs as TUPE will apply, as existing staff have a right to transfer.

- Please note that B3 is shown as an illustration of costs should some staff opt to exit the organisation early. (see notes in paragraphs 19-26 above).

28.   The following table 3 shows Year 1 costs of each option of expansion (as seen in total cost on above table, and also ongoing annual costs.

Table 3

	A In House service including expansion costs (assuming 40% current contact time plus 20% allowance)	B1 Independent Sector delivering full reablement model (assuming 80% contact time)	B2 Independent Sector with TUPE costs to new provider (assuming 80% contact time and TUPE transfer of all staff)	B3 Independent Sector with costs associated with dismissals for business efficiency (assuming 80% contact time)
Year 1 TOTAL Costs	£2.5m	c£986,700	£1.313m*	£1,258,938m (made up of £986,700 + £272,238 severance costs)
Year 2 – 5 costs	£2.5m	c£986,700	££1.313m*	£0.987m +£14,316k pension access costs paid each year for 5 years £1,001,316m
Year 5 costs	£2.50m	c£986,700	£1.313m*	£0.987m

29. Estimate of TUPE costs. This is based on indicative hourly rate of provider costs of in the region of £25 for the 503 hours that could transfer under TUPE, plus the expansion costs for 509 hours at in the region of £15 per hour (as in model B1). Please note that option B1 is for illustrative purposes only, as to the costs of a fully outsourced service as it is not possible to opt for this given CYC have staff in place already.

30. We have considered and discounted the option of a "hybrid" model whereby we retain the existing service provided by the CYC in-house team and purchase the remainder of the required hours of reablement from the independent sector. This has been discounted as an option due to it being unduly complex to implement in terms of management of a hybrid service including overall workflow management, performance management and accountability. In addition the costs associated with this arrangement would be an investment required to fund additional reablement hours for which there would be no diminishment in costs that are associated in models B2 and B3. This investment is £496,271 for additional hours needed plus £52,000 for additional management support - a total of £548k.

31. In addition to the issues of number of hours available within the reablement service we must also take opportunities to enhance the quality of the reablement service available in the city to deliver better outcomes for the customers using the service.

32. As described earlier the components/design of a successful reablement model suggest that it is nationally considered essential that the following elements are available or better integrated within a redesigned local Reablement service:

- Reablement home care workers

- Occupational therapy assessment

- Telecare staff

- Care Management input for complex cases

- Reviewing staff (from care management teams)

- Placement team capacity (for ongoing home care package organisation)

- Management capacity for workflow and performance delivery

- Intermediate care services from NHS required to support design

The details of the design and component staff elements are dealt with in more detail at Annex A

33. As outlined in paragraph 12, the expanded service will need some additional capacity to ensure maximum efficiency can be gained from the service. This is minimal and is shown in Table 4 below. These costs would be required irrespective of which model of service was recommended.

Table 4 -Additional Costs

Year 1	Year 2
Occupational therapy Staff £34,575	Occupational therapy Staff £34,575
Project management costs £50,000	
Trusted Assessor training costs £4000	
Total £88,575	£34,575

34. Please note that there will be other service supports required for the expanded reablement model, such as additional contract management and commissioning time but these will be funded from a redistribution of existing budgets. It is crucially important that any newly designed service is developed on a partnership basis and that opportunities are also taken to support current integrated commissioning discussions which seek to address deficits in intermediate care provision.

Charging regime

35. Current charging regime: The majority of local authorities with a social care responsibility have opted not to charge for Reablement. York is one of the minority that do and until now it has been a local decision to decide whether to charge or not. Recent communications from the Care Services Efficiency Delivery (CSED) team and the Department of Health indicate that Reablement

Services should not be chargeable to customers. Reablement would become classed as intermediate care which does not attract a charge. Current charging for Reablement has introduced a complication in CYC around the way in which the Reablement Service is commissioned. Reablement is commissioned in 15-minute charging blocks which is cumbersome to operate and works against a smooth flow through the system. It re-enforces a culture of "doing for" customers, who understandably want to pay as little as possible for the service, hence wanting a quick turnover of support rather than a reablement approach. The cost of removing this will be Approx £100k per annum income loss. This cost will be irrespective of the model chosen. A free service would provide greater flexibility for the way the service is provided and would clearly facilitate the move toward integrated reablement/intermediate care arrangements.

Ensuring the quality and availability of any expanded reablement service

36. Considerations have been given in relation to quality and availability of the market to deliver an expanded service.

37. The data available from the Care Quality Commission reflects ratings of home care providers. From this we can ascertain that there is equal quality delivered from in-house home care providers and independent sector providers.

38. It is considered that capacity is available from within the independent sector market. This information is gleaned through the recent re-commissioning and procurement of the home care locality contracts within York.

39. Through the recent home care re-tender we have assessed the quality cost effectiveness and sustainability of providers who would wish to work in York. Providers were tested on their approach to service delivery, their understanding of local constraints, their approach to staff recruitment and retention, and training and supervision. They were asked to give evidence of their ability to work in a personalised way and how they would work with customer to agree support to deliver agreed outcomes. Our contracting arrangements mean that the providers will be regularly monitored on service delivery, and on customer feedback.

40. There is information available from the national annual survey (PSSEX) which shows that 75-80% of local authorities have already outsourced their homecare service. In York we have 50% outsourced and 50% internal.

41. Current numbers of outsourced reablement services is less common as the process is less developed in this area across the Country, however, 16 Local Authorities have done so with information from CSED advising that another 20 authorities have contacted them this month re their plans to consider doing so.

Corporate Priorities

42. This report takes account of the following corporate priorities:

   - Inclusive City

      City of York Council will make York an inclusive City. We will do our best to make sure that all citizens, regardless of race, age, disability, sexual orientation, faith or gender, feel included in the life of York. We will help improve prospects for all, tackle poverty and exclusion and make services and facilities easy to access.

   - Healthy City

      We want York to be a city where residents enjoy long, healthy and independent lives. For this to happen we will make sure that people are supported to make healthier lifestyle choices and that health and social care services are quick to respond to those that need them.

Implications

Financial

43. The detailed analysis behind the financial implications is set out in the main body of the report, with all of the key financial and budget figures brought together in the table at Annex E. Table 5, below, then provides a summary of the implications for each option.

Table 5:

	Option A £m	Option B1 £m	Option B2 £m	Option B3 £m
Year 1: Net Additional Budget Requirement	1.347	(0.166)	0.160	0.120
Over Net (Saving) / Cost	0.651	(0.862)	(0.536)	(0.576)
Years 2-5: Net Additional Budget Requirement	1.293	(0.220)	0.106	(0.206)
Over Net (Saving) / Cost	0.039	(1.474)	(1.148)	(1.460)
Year 6 Onwards: Net Additional Budget Requirement	1.293	(0.220)	0.106	(0.220)
Over Net (Saving) / Cost	0.039	(1.474)	(1.148)	(1. 474)

44. Option A requires an increase in budget of £1.3m to expand the reablement model, a sum that would not be fully recouped by the estimated reductions in future cost pressures.

45.   Options B2 & B3 require much more modest increases in the base budget requirement (£0.1m to £0.2m) and these additional costs are more than offset by the significant reductions in estimated future cost pressures, rising to a total net overall future cost saving of up to £1.5m.

Human Resources

46.   There are currently 59 "Reablement Workers" in the service, with a full time equivalent of 33 full time equivalents (FTE).

47.   The majority of staff work 30 hours per week, and are paid within Grade 5, which ranges from £17,415-£19,147 per annum (pro-rata).

48.   There are also a small number of management (Team Leader) and Administrative Support attached to this function, and the consultation and further detailed work will determine if any of these posts are also subject to transfer to the new provider.

49.   The transfer is protected by TUPE legislation, and as such all staff have the right to transfer to the new provider, and retain their current terms and conditions.

50.   The process of transfer will be managed in line with the Council's Policy on Transfer of Staff, which is compliant with TUPE regulations.

51.   The consultation process may result in some staff indicating their wish to be released from City of York Council employment and not transfer to the new provider. These requests will be managed in the same way as we currently manage requests for Voluntary Redundancy, and a business case would be considered before agreeing to release a member of staff. Any early release, and subsequent dismissal would not be connected to the transfer.

52.   This process is designed to be flexible and respond to staff needs, however, this does not replace the right of staff to transfer to the new provider.

53.   It is also worth noting that given the skill set of those staff who currently work in the service, it is entirely possible that they may wish to gain employment with any new independent provider. Discussions would be ongoing with staff, and support for staff given through this process. It is possible that negotiations with any independent provider could include an undertaking to interview any CYC staff who are interested in applying for employment with the provider.

Equalities

54.   An equality impact assessment has been undertaken and the impact is that on staff as outlined in paragraphs 46–53 above.

Legal

55. Legal advice has been sought, and has confirmed that TUPE regulations will apply. Any staff who have volunteered to be released early would be required to sign a compromise agreement to minimise the risks of any legal challenge, including claims for unfair dismissal.

IT

56. There are no IT implications arising from the report.

Property

57. A movement to an outsourced service would also potentially release property occupied by the in-house service.

Risk Management

58. The risk in moving to implement the recommendation lie in the ability to continue to adequately staff the current service until handover to the independent sector. The mitigation for this is the option for severance or TUPE which will only come into force at the handover of the service.

59. The risk in not moving to the recommendation is lack of a robust strategy to enable cost avoidance of the foreseeable calculable rise in demographics of the older persons population. In addition there is a missed opportunity for a greater number of the customers of adult social care to been enabled therefore reducing individuals dependency on the adult social care system.

Recommendations

60. Members are asked to:

    (a) Consider that CYC progresses purchasing its ongoing need for the entire expanded reablement service from the independent sector with approval for offering staff the options of dismissals for business efficiency reasons in addition to TUPE as outlined in paragraphs 19-26 and 50-53 above.

    (b) ask officers to update Executive Member in public on progress on the procurement process and the outcome of ongoing consultations.

    Reason:
    To allow the city to increase the scale of home based support to older people in a way which is financially deliverable, provides employment security for staff and which seeks to maintain for as long as possible the independence of local residents.

Contact Details

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Report Approved ✓ **Date** 2 December 2010

Specialist Implications Officer(s)
Financial:
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Wards Affected: All ✓

For further information please contact the author of the report

Background Papers

None

Annexes

Annex A (B1) - Components of a remodelled reablement service

Annex B (B2) - Size of reablement service needed

Annex C (B3) - Costs of running CYC reablement service

Annex D (B4) - Staff costs associated with dismissal due to business efficiency reasons/and or TUPE

Annex E (B5) - Financial Implications of Reablement Model Options

Components of a remodelled reablement service

- Home Care Staff. The existing Reablement Service consists only of former care workers albeit they have had some training in Reablement skills. Experience in other local authorities clearly shows that the outcomes from the Reablement process benefit from having additional skills and capability within the team.

- Occupational therapy (OT) input is considered essential. It is considered that a minimum of one OT would be required initially but this requirement may increase to two as the service is expanded.

- Telecare. There is also an opportunity to take advantage of the benefits of telecare within Reablement. Customers in Reablement undergoing ongoing assessment could be equipped with telecare equipment as part of the solution to their care needs. This in itself could easily reduce dependency, admission to hospital and long-term care as well as improved quality of life for the customer. CYC is fortunate in having a well developed telecare service.

- Care management. Attachment of some care management staff would be required to support the flow of customers through the system.

- Placement capacity. It is critically important that there is a flow through the system at the correct pace in order that the system can operate at peak efficiency without waiting lists and without customers staying beyond six weeks. Some authorities operate a clearing house approach to the arrangement of home care packages. All of the arrangements are made by a small specialist team who are fed all referrals for home care support and would have responsibility for ensuring that care is arranged in a timely way so as not to cause blocks in the Reablement system. With smaller staff numbers involved relationships with providers also becomes more consistent and flow of performance data such as numbers waiting to go into Reablement or leaving Reablement, becomes more consistent and accurate.

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Size of reablement service needed

Numbers of people

We have used the Department of Health (DoH) benchmarking information gathered from other local authorities using the population of older people in their area to calculate the number of older people that might become candidates for Reablement in York. The DoH judge that 2.1% of the population over 65 would be potential Reablement candidates.

In York this would equate to 693 customers per year.

Numbers of Reablement hours needed

Using the DoH formulae on deriving staffing hours (this takes an initial average package size and then adds a percentage reduction for each subsequent week in the service), it is estimated York will need a total reablement capacity of 3960 per week.
In using the population over age 65 as a basis for calculating the size of Reablement, consideration needs to be made of York's unique position in relation to self-funders[1]. There is a lack of concrete information about the size of this group of the population who do not access any social care services, however, ACE Commissioning estimate this to be around 20%. Using this figure it diminishes the number of face to hours required to 3160.

The table below shows the ratio of staff to the reablement population.
It can be seen that York (and Bolton) are outliers in the numbers of hours they currently have available to customers for reablement

Local Authority	Staff Hours	Population over age 65	Number of potential customers using DoH 2.1% statistic.	Ratio staff hours to Reablement population
Blackpool	3000	27900	586	5.1
Leicester	3900	37800	793	4.9
Trafford	4522	44000	924	4.9
Bolton	1440	38900	816	1.76
Salford	4025	35100	737	5.5
Rochdale	3600	30000	630	5.7
York	1258	33000	693	1.81

Also it must be noted that experience in other Local Authorities[2] has shown a diminishment over time from the original prediction of hours required. For the purposes of sizing the number of hours required we have diminished this number by 29% to give a figure of 2249 hours.

It should be noted that the above figures relate to in-house service provision and include service non-contact time. An assumption of contact time of 45% has been used in the calculation.

The numbers of hours of face to face contact is not the same as the number of hours needed for a reablement service due to the non-contact time within delivery consequently 2249 hours at a contact time of 45% would equate to 1012 hours of face to face time.

Costs of running CYC reablement service

The overall cost of running the CYC in-house Reablement service is just under £1.4m. Face to face staff are contracted for 1258 hours per week but after allowances are made for leave, sickness, training, travel time etc the actual contact hours is in the order of 500 hours which gives a contact time of around 40%. However if the same rationale around case management time etc is applied to the private sector then the in-house allowance should also include 20% in order to include time for planning, case management in the same way. If this were counted as contact time the number of hours currently delivered by the in-house service would increase to 600.

It is acknowledged that the running cost of an in-house Reablement service will be expensive due in most part because of local authority terms and conditions. Apart from the better pay which local authority staff enjoy they also benefit from better leave, car/travel allowances and weekly hour contracts which are much larger than the private sector. Private sector agencies would employ staff on lower weekly contracts with an expectation that additional hours could be worked as required. The majority of local authorities established their Reablement service in parallel with a reduction or disestablishment of their in-house homecare service. A minority of authorities have contracted with private sector providers to deliver Reablement services. The rationale for opting for an in-house Reablement services was often a consequence of the existence of a large in-house homecare service and the acknowledgement that this staff group had broadly similar skills.

This position is now changing as Local Authorities look to move service delivery out of in-house provision to the independent sector.

Contact Time is defined as the time care staff actually spend in direct face-to-face contact with customers, it is usually expressed as a percentage of the hours that a carer is contracted to work. Non-contact time consists of holidays, sickness, training, travel time, team meetings, supervision and down time. Contact time in local authorities is usually between 30% and 40% (source CSED). This is a low figure and is usually the root cause of the marked difference between local authority costs and private sector costs. Invariably the amount of annual holidays and time off for sickness is less in the private sector. Travel time is minimal in the private sector as they recruit more locally to where the customers live and are generally more able to cluster routes. An important part of non-contact time usually relates to the larger individual weekly contracts on which staff are employed in local government. Local government staff tend to be on contracts which average in excess of 20 hours per week whereas the private sector rarely exceed 10 hours guaranteed hours in a contract. This allows the private sector to be more flexible and by paying extra hours only utilise staff when there is work. Often in local authorities the hours that staff are contracted to work does not fit with when customers want a service eg mid morning and mid afternoon and this leads to a form of non contact time by non utilisation of contracted hours sometimes referred to as down time.

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Staff costs associated with dismissal due to business efficiency reasons/and or TUPE

From the 67 staff within the existing Reablement service, if staff were leaving CYC due to dismissals for business efficiency, figures associated with settlements in this regard are calculated at £227,232. For voluntary severance pay there are a small number of individuals for whom specific costs are not available however a generous estimate is that this would not exceed £50k. An additional total of £71,580 repayable over five years in respect of access to early pension remunerations.

Should all eligible staff opt for the most advantageous option for themselves this would equate to a total of £272,232 in year one with an additional cost of £71,580 repaid over 5 years.

Please note there maybe some drift in these figures but it represents a good approximation.

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<u>Financial Implications of Reablement Model Options</u>

	OPTION A			OPTION B1			OPTION B2			OPTION B3		
	Year 1 £m	Year 2-5 £m	Year 6+ £m	Year 1 £m	Year 2-5 £m	Year 6+ £m	Year 1 £m	Year 2-5 £m	Year 6+ £m	Year 1 £m	Year 2-5 £m	Year 6+ £m
Estimated Cost Of Options												
Reablement Service Delivery Costs	2.500	2.500	2.500	0.987	0.987	0.987	1.313	1.313	1.313	0.987	0.987	0.987
Occupational Therapy Staffing	0.035	0.035	0.035	0.035	0.035	0.035	0.035	0.035	0.035	0.035	0.035	0.035
Trusted Assessor Training	0.004			0.004			0.004			0.004		
Project Management Costs	0.050			0.050			0.050			0.050		
Severance Costs										0.272		
Pension Access Costs										0.014	0.014	
Total Cost Of Service	**2.589**	**2.535**	**2.535**	**1.076**	**1.022**	**1.022**	**1.402**	**1.348**	**1.348**	**1.362**	**1.036**	**1.022**
Less Cost of Existing Reablement Service	(1.342)	(1.342)	(1.342)	(1.342)	(1.342)	(1.342)	(1.342)	(1.342)	(1.342)	(1.342)	(1.342)	(1.342)
Add Removal of Charging Income	0.100	0.100	0.100	0.100	0.100	0.100	0.100	0.100	0.100	0.100	0.100	0.100
Net Additonal Budget Requirement	**1.347**	**1.293**	**1.293**	**(0.166)**	**(0.220)**	**(0.220)**	**0.160**	**0.106**	**0.106**	**0.120**	**(0.206)**	**(0.220)**
Less Estimated Future Cost Avoidance	(0.696)	(1.254)	(1.254)	(0.696)	(1.254)	(1.254)	(0.696)	(1.254)	(1.254)	(0.696)	(1.254)	(1.254)
Overall Net (Saving) / Cost Of Option	**0.651**	**0.039**	**0.039**	**(0.862)**	**(1.474)**	**(1.474)**	**(0.536)**	**(1.148)**	**(1.148)**	**(0.576)**	**(1.460)**	**(1.474)**

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Scrutiny Management Committee (Calling – In)   **10 January 2011**

Report of the Assistant Director, Legal, Governance and ITT

Called-in Item: City of York Local Transport Plan 3 – Draft 'Framework' LTP3 Consultation Responses

Summary

1.   This report sets out the reasons for the pre-decision call-in of the above item, which appears as item 5 on the agenda for the Decision Session of the Executive Member for City Strategy to be held on 4 January 2011. The cover report also sets out the powers and role of the Scrutiny Management Committee in relation to dealing with the call-in.

Background

2.   The report to the Executive Member Decision Session on the called-in item is attached as Annex 1 to this report. It details the responses received in relation to consultation on the draft Framework LTP3, prior to the submission of a draft full LTP3 early in 2011.

3.   Cllrs Merrett, Simpson-Laing and Potter have called the matter in for review by the Scrutiny Management Committee (SMC) (Calling-In), in accordance with the constitutional requirements for pre-decision call-in. The reasons given for the call-in are that:

It separates out the responses on the 20mph questions for a separate report from the Local Transport Plan 3 (LTP3) process, whereas respondents will have seen it as part of the overall transport strategy consultation, and would therefore expect full reporting of the results and consideration along with the other LTP3 questionnaire results, and the incorporation of a strategic approach to traffic speeds and their control in the final LTP3 document informed by their views.

Consultation

4.   In accordance with the requirements of the Constitution, the calling-in Members have been invited to attend and/or speak at the Call-In meeting, as appropriate.

Options

5. The following options are available to SMC (Calling-In) in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:

    (a) To decide that there are no grounds to make specific recommendations to the Executive Member in respect of the report. If this option is chosen, the provisional decisions to be taken on the item by the Executive Member on 4 January 2011 will be confirmed and will take effect from the date of the SMC (Calling-In) meeting.

    (b) To make specific recommendations to the Executive Member on the report. If this option is chosen, the matter will be re-considered by the Executive Member at a meeting of Executive (Calling-In) to be held on 11 January 2011.

Analysis

6. Members need to consider the reasons for call-in and the report to the Executive Member and form a view on whether there is a basis to make specific recommendations to the Executive Member in respect of the report.

Corporate Priorities

7. LTP3 is a cross-cutting document that encompasses and contributes to all of the Council's outward facing corporate priorities.

Implications

8. There are no known Financial, HR, Legal, Property, Equalities, or Crime and Disorder implications in relation to the following in terms of dealing with the specific matter before Members; namely, to determine and handle the call-in:

Risk Management

9. There are no risk management implications associated with the call in of this matter.

Recommendations:

10. Members are asked to consider the call-in and reasons for it and decide whether or not they wish to make specific recommendations on the report to the Executive Member for City Strategy.

    Reason: To enable the called-in matter to be dealt with efficiently and in accordance with the requirements of the Council's Constitution.

Contact details:

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Report Approved | √ | **Date**   04/01/11

Specialist Implications Officer(s) None

Wards Affected: **All** | √ |

For further information please contact the author of the report

Annexes
Annex 1 – Report to the Decision Session of the Executive Member for City Strategy on 4 January 2011

Background Papers
Provisional decisions of the Executive Member on the called in item (to published on the Council's website after the meeting on 5 January 2011)

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CITY OF
YORK
COUNCIL

Decision Session   4 January 2011
Executive Member for City Strategy

Report of the Director of City Strategy

City of York Local Transport Plan 3 – Draft 'Framework' LTP3 Consultation Responses

Summary

1.   The purpose of this report is to inform the Executive Member of the responses received from the consultation on the draft Framework LTP3, prior to submission of a draft Full LTP3 early in 2011.

2.   The main focus of the consultation was to seek views on the types of measures that could be put in place and gain an appreciation of the relative priority of the measures for the short-term, medium-term and long-term, to address transport issues in York.

3.   The widely differing priorities raised through each of the consultation opportunities available for returning views on the draft Framework LTP3 (and the previous Stage 1 consultation), obscured finding any clear consistent view of what the priorities for the various measures should be. However, some common themes did appear to be present within the responses; which could be taken forward for preparing the Draft Full LTP, as listed below:

    •   Measures that reduce vehicle speed and promote road safety
    •   Having a larger car-free area in the city centre
    •   Continuing the importance for providing safer cycle routes and facilities
    •   Improving public transport (buses and bus information).

4.   The outcome of the consultation will, alongside policy influences, evidence and previous consultation feedback, be used to inform the preparation of the draft Full LTP3 for subsequent approval by Executive early in 2011, ready for publishing the Full LTP3 in March 2011.

5.   The report also provides details of the responses to the Outline Sustainability Appraisal for LTP3.

Recommendations

6.   The Executive Member for City Strategy is recommended to:

      i)   Note the contents of the report.

ii) Approve the proposals for taking forward the comments in the responses to the Draft Framework LTP3 Outline Sustainability Appraisal, in preparing the Draft Full LTP3.

Reason: To advise the Executive Member of the outcome of the consultation, and how it will inform the preparation of the Draft Full LTP3 document and its associated Sustainability Appraisal.

Background

7. The council has a duty to produce a new Local Transport Plan (LTP3) by April 2011 to replace the existing Local Transport Plan (LTP2), which was published in March 2006 and is due to expire in March 2011.

8. Work to prepare LTP3 began in early 2009, and updates on its progress and previous consultations have been presented to the Executive Member at previous City Strategy Decision Session meetings, as listed in the Background Papers section of this report.

9. The first stage of public consultation on LTP3 was carried out between late 2009 and early 2010. A city-wide consultation document entitled '2010 Budget Consultation and Towards a New Local Transport Plan for York' was issued in November 2009 to all residents. The city-wide consultation sought to identify the way York might change over the next 20 years, identify transport challenges for the future, and identify possible solutions to these challenges. Over 12,000 responses (14% response rate) were received.

10. Meetings were also held with stakeholder groups as part of the first stage of consultation.

11. The outcome of the first phase of consultation was reported to the March 2010 City Strategy Decision Session meeting, and has been used to inform the development of the draft LTP3 document.

12. A further informal 'dialogue' consultation was carried out in Summer 2010 to identify any gaps in the evidence, and determine how any new evidence or information might help inform the development of the Draft LTP3.

13. In addition to the LTP3 consultations, a separate but associated consultation on transport issues was carried out in March 2010 as part of the Traffic Congestion Scrutiny Committee review. This has also been given due consideration during the development of LTP3.

Draft Framework LTP3 Consultation

14. As agreed following the report to the May 2010 City Strategy Decision Session meeting, a consultation on the draft Framework LTP3 document was carried out in October 2010. The consultation sought to gather views on the draft Framework LTP3 document, which gave an overview of the strategic aims for the LTP3. In particular, the consultation sought to identify respondents' priorities for measures in the short-term and into the medium-to-long-term to address transport issues in York.

15. The consultation opportunities comprised:

    - Staffed exhibitions in the city centre, Monks Cross and Clifton Moor shopping centres, and Acomb Explore.
    - Displays in all libraries, with feedback forms available for responses.
    - Online survey at www.york.gov.uk.
    - Emails to ltp3@york.gov.uk (feedback forms and other comments).
    - Article and feedback form in the October issue of 'Your City' magazine, which is distributed to all households in the city.
    - LTP3 workshop at a meeting of the York Business Forum.
    - LTP3 workshop at a meeting of the York Youth Council.

16. Over 100 people attended the exhibitions held between 18 October and 26 October, and there were almost 1,300 responses to the consultation overall (returned feedback forms, completed online surveys, and responses to the 'Your City' article).

Draft Framework LTP3 Consultation Results

17. Each of the various opportunities offered for returning responses had a different response rate. The results are, therefore, presented in the order of highest to lowest response rate.

A   'Your City' Consultation Responses

18. The October issue of Your City magazine included an article on LTP3 with a feedback form. Respondents were asked to select the four actions from the following list that they felt the council should take to achieve the aims of LTP3:

    - Increase the capacity of northern bypass (A1237).
    - Carry out more road safety schemes, training and education.
    - Work with employers, schools and developers to reduce car dependency.
    - Provide better bus and train information.
    - Improve access to and facilities at rail stations.
    - Improve Park & Ride provision.
    - Provide more cycle routes and other cycling facilities.
    - Improve bus reliability with more bus priority measures and more use of technology.
    - Ensure better road and path layouts in new building developments to reduce the need to drive.
    - Promote the benefits of non-car travel.
    - Provide facilities for electric or other low emission vehicles.
    - Reduce vehicle speed in the city.
    - Expand the car free zone within the inner ring road for all or part of the day.

19. A total of 1,200 responses were received from the Your City consultation, the majority of which (over 1,100) lived in the CYC area. The top four measures selected are shown in Table 1.

Table 1: Most Popular Measures (Your City responses)

Proposed Measures	Total Votes
Reduce vehicle speed in the city	721
Expand the car free zone within the inner ring road for all or part of the day	352
Carry out more road safety schemes, training and education	321
Provide more cycle routes and other cycling facilities	223

Total Responses: 1,200[1]

20. The Your City feedback form also included information and a question seeking respondents' preference from three options for setting 20mph speed limits within the city. The majority of the respondents completed both the LTP3 consultation and gave their preference for setting 20mph speed limits (reported separately from the draft LTP3 consultation responses). 'Reducing vehicle speed in the city' accounts for nearly 26% of the total votes from in the Your City responses. Further analysis of the results showed that over 650 of the LTP3/20mph responses had been collected by the '20's Plenty' campaign group and submitted to the council by the group. The top four measures from this group's responses are shown in Table 2.

Table 2: Most Popular Measures (Your City responses as collected and submitted by the 20's Plenty campaign group)

Proposed Measures	Total Votes
Reduce vehicle speed in the city	625
Carry out more road safety schemes, training and education	287
Expand the car free zone within the inner ring road for all or part of the day	245
Provide more cycle routes and other cycling facilities	95

Total Responses via 20's Plenty campaign group: 687[2]

21. Subtracting the responses obtained via the 20's Plenty campaign group from the total Your City responses (returned forms only) results in the top four measures as shown in Table 3.

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[1] Includes email responses. See also paragraph 20
[2] Returned paper forms only, email responses not included

Table 3: Most Popular Measures: Your City responses (Excluding forms submitted by the 20's Plenty campaign group)

Proposed Measures	Total Votes
Increase the capacity of northern bypass (A1237)	186
Improve bus reliability with more bus priority measures and more use of technology	165
Provide more cycle routes and other cycling facilities	128
Work with employers, schools and developers to reduce car dependency	117

Responses excluding 20's Plenty campaign group: 429

22. The Your City feedback form also allowed respondents to make additional suggestions for measures that were not included in the list above. The suggestions made covered a wide range of transport issues and measures, and also included comments on specific locations and schemes.

B   Results from the Online Survey and Exhibition Feedback Forms

23. The LTP3 feedback forms and online survey asked for respondents' views on the proposed short-term transport measures to be implemented over the first few years of LTP3, and their views on the proposed medium and long-term transport measures for future years. The consultation also asked for respondents' priorities for transport funding in future years, and their overall views on the draft LTP3 document.

24. Respondents were asked to review the proposed short-term measures (shown in Annex A) and asked which five of these they felt were the most important. The results are shown in Table 4.

Table 4: Most Popular Short-Term Measures (Online Survey and Exhibition Feedback forms)

Short-Term Measures	Votes
Maintain and upgrade traffic signalling equipment to improve traffic flow through junctions	31
Ongoing improvements to safety for cyclists in the main urban areas at junctions	23
Using bus tracking technology to let passengers know how long their bus will be	23
Review and change, where appropriate, vehicle speed limits	19
Working with employers on work based travel plans	14

Total Responses:72

25. Respondents were then asked to review the proposed medium and long-term measures (shown in Annex B), and select any measures that they would like to

see implemented earlier (i.e. in the short term). Table 5 shows the most popular medium and long-term measures to be brought forward.

Table 5: Measures to be Brought Forward

Medium and Long Term Measures	Votes
Develop a bus priority and demand management programme	12
City of York Council take control of moving traffic offences to allow smoother operation of City Centre	8
More cycle routes linking villages and main urban areas	7
Target any cycle parking gaps	7
Support rail connections to Selby, Leeds, Harrogate and other surrounding areas of strategic relevance	7

Total Responses: 72

26.   Respondents were then asked to select two priority areas of transport investment, due to the lower funding available for transport measures in the next few years. The results are shown in Table 6.

Table 6: Priority Areas for Investment

Medium and Long Term Measures	Percentage
Encouraging and improving facilities for bus use	26
Encouraging and improving facilities for cycling	24
Encouraging and improving facilities for walking	16
Maintenance of existing roads	12
Supporting the use of rail / trains	9
Travel plans at schools and workplaces	8
Road safety	5

Total Responses: 72

27.   Respondents were also asked for any additional comments on the draft LTP3 document and transport issues. A broad range of responses were received, including:

- Comments on bus services and ticketing, congestion, cycle routes, pedestrian issues, road safety and speeding.
- Comments on the policies included in the draft Framework LTP3 document.

28.   In addition to the comments made on the returned forms and the online survey, many people who visited the exhibitions held in October also had comments and questions about LTP3 and transport issues in general. These included:

- Traffic levels, including city centre traffic.

- Bus services – frequency, reliability, costs and ticketing, and bus routes (including changes to bus routes).
- Availability of bus information (including real-time information).
- Cycle routes – comments on existing routes and suggestions for new routes.
- Recently implemented transport schemes.
- Locations with specific issues/ problems, including maintenance issues.

29. A number of comments were also made at the exhibitions regarding the proposed withdrawal of bus services (for example, a section of the Service 13 route that had recently been proposed for withdrawal, by the operator).

C   Email Responses – Comments

30. A number of responses via emails to ltp3@york.gov.uk were received from stakeholder organisations, including the Highways Agency, English Heritage, First West and North Yorkshire, political groups and the Chair of the York Quality Bus Partnership. These included general comments on the draft Framework LTP3, as well as responses to the questions included on the feedback forms, and are available as background documents.

D   York Business Forum Feedback

31. The top five measures arising from the workshop with the York Business Forum are shown in Table 7.

Table 7: Most Popular Measures (York Business Forum)
Review the use, function and design of the inner ring road
Implement Park & Ride measures from Access York Phase 1
Extend and improve the Foot Streets
Traffic Free Centre
Improve cycle parking prioritising city centre, schools, employment sites, retail, healthcare and York Station

E   York Youth Council Feedback

32. The top five measures arising from the workshop with the York Youth Council are shown in Table 8.

Table 8: Most Popular Measures (York Youth Council)
Using bus tracking technology to let passengers know how long their bus will be
Continue safe routes to school
(= 3rd) Ongoing improvements to safety for cyclists in the main urban areas at junctions
(= 3rd) Promotion of alternative fuel use e.g. recharge points, reduced parking charges
Working with schools on travel plans for staff and pupils

33. In addition to the consultation on the Draft Framework LTP3 a consultation undertaken by the Council's Sustainability Officer for the Climate Change

Framework and Action Plan (CCFAP) was carried out from 29 June 2010 to 01 September 2010. One of the questions in the consultation asked *'What could the council and the Without Walls partnership (WoW) do to encourage you to reduce your carbon emissions?'*

34. The majority of the transport related responses to this question suggested improving public transport (predominantly buses), in terms of frequency and affordability. More improvements to cycle routes were also suggested by many respondents.

Analysis of Responses

35. The responses from the consultation on the Draft Framework LTP3 show that there are a variety of priorities for transport in York. Respondents to the consultation identified traffic flow, cycle facilities, road safety and traffic speed, and bus priority and information as priority measures for LTP3. As can be seen from Tables 1 to 4, respectively, the priorities identified from the Your City feedback forms differed from those identified from the online survey and exhibition feedback forms.

36. The '20's Plenty' campaign has a high profile at the present time, and may have influenced the responses received via the '20's Plenty' campaign group.

Comparison With LTP3 Stage 1 Consultation Responses

37. The consultation document issued in November 2009 (see paragraph 9) included a list of proposed actions to address transport issues in York, and asked respondents how important they felt the actions were. The results are shown in Table 9. The options and measures selected as the most important by respondents to the Draft Framework LTP3 have some similarities to the results of the first stage consultation (e.g. improving public transport).

Table 9: Most Popular Actions (from First LTP3 Consultation)

Proposed Actions	Total Votes
Improving public transport	5,234
Managing the amount of traffic entering the city	5,204
Better management of delivery vehicles	4,747
Promoting and providing for more active travel such as walking and cycling	4,274
Making better use of the transport networks	4,164
Planning new developments to be more accessible by all forms of transport	3,999
Measures to improve road safety	3,556

Total Responses: 12,000+

38. The widely differing priorities raised through each of the consultation opportunities available for returning views on the draft Framework LTP3 (and the previous Stage 1 consultation), obscured finding any clear consistent view of what the priorities for the various measures should be. However, some

common themes did appear to be present within the responses, as listed below:

- Measures that reduce vehicle speed and promote road safety
- Having a larger car-free area in the city centre
- Continuing the importance for providing safer cycle routes and facilities
- Improving public transport (buses and bus information).

Outline Sustainability Appraisal Consultation

39. In addition to the general consultation on the draft Framework LTP3, the Department for Transport's guidance for the preparation of LTPs states *'European legislation[3] requires that a Strategic Environmental Assessment (SEA) be undertaken of all LTPs.'* Also, the Planning and Compulsory Purchase Act 2004 makes a Sustainability Appraisal (SA) mandatory for Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).

40. The purpose of a SA is to identify and evaluate a plan's impacts on a community, the environment and the economy, which are the three core themes of sustainability. Although the requirement to undertake SA and SEA is distinct, it is possible to combine them into a single appraisal process. This approach (combining the SEA and SA) has been taken for preparing an Outline Sustainability Appraisal (OSA) of the draft Framework LTP3 against the sustainability objectives of York's emerging Local Development Framework.

41. The OSA for the draft Framework LTP3 (see Annex C) has assessed each Strategic Transport Aim and their associated Statements within the document against the SA sustainability objectives to understand the positive and negative impacts of each aim, and determine how compatible it is with sustainable development principles. The five Strategic Transport Aims stated in the draft framework LTP3 and subsequently assessed are:

1. Provide quality alternatives (to the car)
2. Provide strategic links
3. Support and implement behavioural change
4. Tackle transport emissions
5. Improve the public realm

42. The OSA was issued for consideration and comment to the Council's Sustainability Officer and the following Statutory consultees:

- English Heritage
- Natural England
- The Environment Agency.

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[3] EU Directive 2001/42/EC on the assessment and effects of certain plans and programmes on the environment; Implemented in England via the Environmental Assessment of Plans and Programmes Regulations 2004 (*Statutory Instrument 2004/1633*).

43. The consultation responses were generally positive. They are available as background papers, and the key feedback from them is summarised in Annex D.

44. Table 10 shows a summary of the appraisal scoring for each of the strategic aims against each of the sustainability objectives. It can be seen from this table that Strategic Aim 3 *'Support and implement behavioural change'* has the most positive impact on the sustainability objectives. Strategic Aim 2 *Provide strategic links*, could, potentially, have the most negative impacts on the objectives, depending on how it is implemented, as it could encourage longer trips as employer an education/training establishment catchment areas increase or markets for goods expand. This is particularly relevant if future employment growth outstrips housing supply, resulting in more inward commuting. Therefore, in pursuing this aim, it is important to focus on more sustainable transport solutions.

45. The OSA appraised the principles (the strategic aims) for transport within the draft Framework LTP3 as an intermediate step in preparing the Full LTP. Therefore, it is not intended to amend the OSA to incorporate the responses received. However, the OSA needs to be developed into a full Sustainability Appraisal (SA) of the more detailed strategy, policies and measures within the Full LTP3.

46. In the first instance, due consideration of the responses (as outlined in Annex D) will be taken in preparing the draft Full LTP3, which will be presented at a future Decision Session meeting. A full SA will be issued for consultation to the statutory consultees prior to LTP3 being submitted to Full Council for adoption.

Analysis of Outline Sustainability Appraisal Consultation

47. Overall the consultation responses to the OSA were positive. Several suggestions were made to improve either the OSA or to be taken into consideration for preparing the full Sustainability Appraisal on the Draft Full LTP3.

Table 10 - Summary of Outline Sustainability Appraisal Scores for Draft Framework LTP3

Key to the appraisal matrices	Likely effect on the SA Objective
++	The strategic aim is likely to have a **very positive** impact
+	The strategic aim is likely to have a **positive** impact
O	**No significant effect / no clear link**
?	**Uncertain** or **insufficient information** on which to determine impact
-	The strategic aim is likely to have a **negative** impact
--	The strategic aim is likely to have a **very negative** impact
I	The strategic aim could have a positive or a negative impact depending on **how it is implemented**

Objectives	Headline Objective	EC1	EC2	EC3	EC4	S1	S2	S3	S4	S5	S6	S7	S8	S9	S10	EN1	EN2	EN3	EN4	EN5	EN6	EN7	EN8	EN9
Strategic Aim 1	+	+	+	+	+	+I	++	+ -	O	++	+I	++	O	+	+	+I	?I	+I	+I	I	++	O	O	
Strategic Aim 2	+ -	++	+	++	+ -	++	+I	+I	+ -	O	I	+ -	+I	O	+I	+	+ -	?I	+ -	+I	O	+I	O	+I
Strategic Aim 3	+	++	++	++	+	+	+ -	++	++	O	++	+I	O	O	+	+	+	+	++	++	+	+	O	++
Strategic Aim 4	+	?I	O	?I	O	O	+	++	+	O	I	O	O	O	O	O	+	+	+	++	+	+	O	++
Strategic Aim 5	?	I	O	O	O	O	+	+I	+I	+I	O	+	+	+	O	+	O	++	+I	+I	+I	O	+ -	O	O

Corporate Objectives

48.   LTP3 is a cross-cutting document that encompasses and contributes to all of the council's outward facing corporate priorities.

Implications

- **Financial** – None identified at present. The full LTP3 will contain a proposed implementation plan with associated capital and revenue expenditure.

- **Human Resources (HR)** – None identified at present

- **Equalities** – The Sustainability Appraisal assesses the economic, environmental and social impacts of the five Strategic Transport Aims within LTP3. Therefore, many of the equalities impacts have been considered within this. A more detailed assessment of these impacts will be made as part of the full Sustainability Appraisal.

- **Legal** – There are no legal implications

- **Crime and Disorder** – There are no crime and disorder implications

- **Information Technology (IT)** – There are no IT implications

- **Property** – There are no property implications

- **Sustainability** – See Annex C

- **Other** – There are no other implications

Risk Management

49.   In compliance with the Council's Risk Management Strategy, the main risk associated with preparing LTP3 is a 'reputation' risk due to the council not fulfilling its statutory duty to have a new Local Transport Plan in place by 01 April 2011. Failure to have this strategic transport plan in place by the due time undermine the validity of any future transport programmes and jeopardise the success of any bids for funding necessary transport improvements the Council may make.

Ward Member comments

50.   Not appropriate at this stage.

Non Ruling Group Spokespersons' comments

51.   Non-ruling group spokespersons have been contacted, but no responses have been received to date.

Contact Details

Author:	**Chief Officer Responsible for the report:**
Ian Stokes	Richard Wood
Principal Transport Planner (Strategy)	Assistant Director of City Strategy
Transport Planning Unit	**Report Approved** ✓ **Date** *20 December 2010*

Specialist Implications Officer(s) *List information for all*

Wards Affected: **All** ✓

For further information please contact the author of the report

Annexes
Annex A: LTP3 Proposed Short-Term Measures
Annex B: LTP3 Proposed Medium and Long Term Measures
Annex C: Outline Sustainability Appraisal Document
Annex D: Outline Sustainability Appraisal Responses

Background Papers
Guidance for the publication of LTP3, DfT, July 2009
Decisions Session, Executive Member City Strategy 1 September 2009, Item 11
Decisions Session, Executive Member City Strategy 20 October 2009, Item 12
Decisions Session, Executive Member City Strategy 2 March 2010, Item 5
Scrutiny Management Committee (Calling In) 8 March, 2010, Item 4
Executive (Calling In) 9 March, 2010
Decision Session, Executive Member City Strategy 11 May 2010, Item 10
Stakeholder responses

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Provide Quality Alternatives	Code
Timetables at every stop and bus maps in every shelter	S1
Composite timetables at bus stops in city centre	S2
Implement a maintenance strategy for all stops and shelters	S3
Ensure city centre bus stops on key corridors are assessed for accessibility and improvements made where necessary	S4
Using bus tracking technology to let passengers know how long their bus will be	S5
Implement park and ride measures from Access York Phase 1	S6
Provide cycle links to and between the outer villages	S7
Improve cycle parking prioritising city centre, schools, employment sites, retail, healthcare and York Station	S8
Continue safe routes to School	S9
Commence safe routes to work, leisure sites and others	S10
Ongoing Improvements to safety for cyclists in the main urban areas at junctions	S11
Implement the dropped crossing programme	S12
More and improved crossings of the Inner Ring Road	S13
Local Safety Schemes (cluster site identification and analysis)	S14

Provide Strategic Links	
Review of the condition of the council assets(roads etc) including consultation with the public as to what is most acceptable	S16
Development of Haxby Rail station	S17
Work alongside North Yorkshire County Council on rail improvements	S18
Support improvements to the East Coast Main Line	S19
Lobby rail operators for more rolling stock for routes serving York	S20

Implement Behavioural Change	
Continue guided ride programme	S21
Working with employers on work based travel plans	S22
Working with schools on travel plans for staff and pupils	S23
Review design standards and management practices for roads and other infrastructure to encourage sustainable development	S24
Complete the Public Rights of Way Improvement Plan	S25
Joint working with health sector on initiatives such as walk your way to health	S26
Joint working with health sector on GP referrals	S27
Education and awareness on alternative and sustainable modes	S28
Partnership working with emergency services and other local authorities	S29
Complete a cross regional 'Speed Review Protocol' with North Yorkshire County Council	S30
Support North Yorkshire police with speed awareness courses	S31
Deliver more pedestrian training to children	S32
Deliver more National standards cycle training in every school	S33
Adult and family cycle training to all	S34

Tackle Transport Emissions	
Develop parking strategies that encourage the use of lower emission vehicles through pricing for car parking	S36
Work alongside operators to introduce one or more hybrid or alternative fuel buses	S37
More Euro iii+ buses on the network	S38
Promotion of alternative fuel use e.g. recharge points, reduced parking charges	S39

Improve the Public Realm	
Standardise the hours of the footstreets across the week, extend the hours of operation of the footstreets and review signing and lining to improve parking and enforcement	S40
Review and change, where appropriate, vehicle speed limits	S42
Review the use, function and design of the inner ring road	S43
Reduce the highway maintenance backlog	S44
Maintain and upgrade traffic signalling equipment to improve traffic flow through junctions	S45

Provide Quality Alternatives	Code
Develop Statutory Quality Partnership where it will increase attractiveness and reliability of bus service	M1
Develop a bus priority and demand management programme	M2
City of York Council take control of moving traffic offences to allow smoother operation of City Centre	M3
Follow and or refresh bus stop maintenance strategy	M4
Replace shelters and stops on key commercial routes where necessary	M5
Renew city centre bus stop infrastructure with high class York specific design walkways and shelters	M6
Every bus equipped with Real Time Passenger Information (RTPI)	M7
Every city centre bus stop to have RTPI displays	M8
All Park & Ride (P&R) buses equipped with 'next stop' displays	M9
Develop the RTPI system for bus operators and Council to send live messages i.e delays	M10
Maintain information displays on stops and shelters	M11
Investigate use of technology for booking and scheduling demand responsive transport	M12
Introduce debit/credit swipe card	M13
Introduce mobile phone payments for P&R	M14
Work with operators to assist delivery of new ticketing technology	M15
Develop Greenways network	M16
Link Greenways into neighbouring authorities	M17
More cycle routes linking villages and main urban areas	M18
Improve end of trip cycle parking	M19
Work with operators and York station on high quality cycle parking at the station	M20
Target any cycle parking gaps	M21
Aim to reduce any cycle theft blackspots	M22
Update cycle infrastructure audit	M23
Ensure suitable routes to any new station entrances	M24
More safe routes to… programmes	M25
Investigation of pedestrianised areas at local centres out of city centre	M26
Implement a Cycle Tourism Strategy	M27
Lobby rail operators to encourage more bikes on trains	M28
Organise city wide Bicycle User Group	M29
Identify Cycle Champions	M30
Work with operators and York station on high quality cycle parking at the station	M31
Implement medium term 'Footstreets Review' cycle related measures where appropriate	M32
Implement long term 'Footstreets Review' cycle related measures where appropriate	M33
Address severance for other reasons I.e road, river, rail	M34
Upgrade pedestrian bridges to make them more accessible for the mobility impaired (River Foss nr Earswick as a priority)	M35
Safer road crossings across outer ring road	M36

Improved pedestrian crossings of the River Ouse and Foss	M37
Undertake an area-wide signing audit and rolling rationalisation programme	M38
Themed, interpretive pedestrian routes	M39
Support rail usage	M40
Road Safety Route Assessments	M41
Achieve coach friendly city status	M42
Improve coach rendezvous points	M43

Provide Strategic Links	
Support road maintenance and improvements to East Riding, Selby, Leeds, Harrogate and other surrounding areas of strategic relevance	M44
Support rail connections to Selby, Leeds, Harrogate and other surrounding areas of strategic relevance	M45
Ensure good quality cycle routes are provided with new developments	M46

Implement Behavioural Change	
Bike maintenance included into advanced children's training programme	M47
Cycling personalised journey planner	M48
Implement city wide cycling questionnaire	M49
Ensure good quality cycle routes are provided with new developments	M50
Update cycle infrastructure audit	M51
Develop day ride programme to include maps and extend into countryside	M52
Targeted travel planning including cycle maps from home	M53
Interactive active transport website with downloads available	M54
Themed, interpretive pedestrian routes	M55
Travel Planning with employers and schools	M56
Development of walking trails	M57
Travel planning at new development sites	M58
More bridleways in the north of York	M59
Completion of the definitive map	M60
Digitising the Definitive map	M61
Campaigns, marketing and education programmes	M62
Promote Car Share York more and work with more partners	M63
Support York City Car Club further for council and non council business	M64
Update and implement City or York Council travel plan	M65
Collect and analyse Stats 19 data	M66
Road safety partnership working	M67
Road safety evaluation of work undertaken	M68

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Tackle Transport Emissions	
Investigate if number of buses can be reduced in Air Quality Management Areas	M69
Review of bus operations in order to meet 40% reduction in CO2 by 2020	M70
Promotion of alternative fuel use e.g recharge points, reduced parking charges	M71
Support the Low Emisson Strategy where possible	M72
Low emission zone for buses	M73
Review of bus vehicle sizes to match patronage levels	M74
P&R to run on alternative fuels	M75
Implement an alternative fuel strategy	M76
Explore the potential for expanding the low VED parking discounts into off-street car parking (beyond pay-by-phone)	M77
More electric or hybrid buses	M78

Improve the Public Realm	
Review the use, function and design of the inner ring road	M79
Develop Greenways network	M80
City centre bus routeing review	M81

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City of York's
Draft 'Framework' Local Transport Plan
2011 onwards (LTP3)

Outline Sustainability Appraisal

November 2010

Contents

Introduction

This document includes the sustainability appraisal matrices arising from the Outline Sustainability Appraisal (OSA) for city of York's draft 'Framework' Local Transport Plan, 2011 Onwards (LTP3) and makes recommendations on how to make the principles therein more sustainable. The findings of the OSA should be taken into consideration and reflected within the adopted LTP3 to ensure that it maximises its contribution to future sustainability. A full Sustainability Appraisal for the draft 'Full' LTP3 will be produced for consultation before the LTP3 comes into effect, in April 2011.

Department for Transport Guidance for the preparation of Local transport Plans states that European Legislation requires that a Strategic Environmental Assessment (SEA) be undertaken of all LTPs. Also, the Planning and Compulsory Purchase Act 2004 makes a Sustainability Appraisal (SA) mandatory for Regional Spatial Strategies (RSS), Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). SA is essentially a process through which the relationship of a plan to sustainable development is assessed by referring to sustainability objectives. The purpose of a SA (or OSA in this case) is to identify and evaluate a plan's impacts on a community, the environment and the economy, which are the three core themes of sustainability.

Although the requirement to undertake SA and SEA is distinct, it is possible to combine them into a single appraisal process.

Furthermore, the current stage of preparing the LTP3 (draft framework, setting out broad principles and strategic aims) is such that a rigorous SA is not possible. Therefore, the SEA and SA processes have been combined into an Outline Sustainability Appraisal (OSA) assessing the draft Framework LTP3 against the sustainability objectives of York's emerging Local Development Framework.

The OSA for draft Framework LTP3 has assessed each Strategic Transport Aim and their associated Statements within the document against the SA sustainability objectives to understand the positive and negative impacts of each aim and determine how compatible it is with sustainable development principles.

Following consultation on the OSA with key statutory consultees, due consideration will be given to comments received in preparing the draft Full LTP3 and its SA, (including further consultation thereon), before the LTP3 comes into effect. The SA process also involves monitoring the agreed indicators, which will begin once the LTP3 is in place.

Extensive consultation has been carried out in preparing the LTP3, comprising:

- Stage 1 – City-wide consultation on Issues, transport challenges and possible actions to tackle the challenges, carried out in the winter of 2009/10
- Stage 2 – Informal 'dialogue' to gather further evidence in areas were the evidence base may have needed strengthening, carried out in summer 2010.
- Stage 3 – citywide consultation on draft 'Framework' LTP3 in October/November 2010

Sustainability Appraisal Analysis

Strategic Transport Aim 1 – Provide quality alternatives (to the car)

Description:

This aim is around providing quality alternatives to the motor car for suitable trips. The emphasis is on quality because in order to encourage people out of their car the alternative needs to be attractive. For example, policies that fulfil this aim would include those which create a quality cycle and pedestrian network and a quality bus experience in order to make the shift away from private car usage for all trips more viable. Implementing this aim will be done through measures that target things such as ticketing, safety measures, infrastructure and punctuality, which will make the experience of using alternative modes to the car more attractive.

How this might be achieved:

- **Meeting identified local need for bus improvements**
- **Working with bus operators to achieve more**
- **Implementing more cycling and walking paths where they are most needed**
- **Supporting the use of rail more**

Ref	SA Objective	Score	Duration of effect	Appraisal
	Headline objective: Reduction of York's Ecological Footprint	+	ST to LT	This aim could widen the more sustainable and/or more active forms of transport options available to people, which could lead to their greater use, thereby leading to a lower consumption of fossil fuels. Although transport is a contributor to York's Ecological Footprint, it is not the largest contributor. However, any progress made in reducing transport related emissions will reduce York's Ecological Footprint. Although newer, more onerous (Euro) emission standards aim to reduce CO_2 emissions they may make new buses less fuel-efficient, thereby, increasing fuel consumption for the same length of journey. This could be mitigated by the development of alternative fuels (and the use of renewable energy sources to produce them, such as renewable sourced electricity to produce hydrogen for hydrogen fuel cells) and measures to tackle congestion.

EC1	Good quality employment opportunities for all	+	ST to LT	Widening transport choice could improve accessibility to workplaces for people who may have otherwise not been able to take-up opportunities due to not having access to a car. Widening transport choice could also be positive for enlarging employers recruitment catchment areas.
EC2	Good education and training opportunities for all which build the skills of the population	+	ST to LT	Widening transport choice could improve accessibility to education establishments for people who may have otherwise not been able to take-up opportunities due to not having access to a car. Widening transport choice could also be positive for enlarging the catchment areas for education and training centres (establishments).
EC3	Conditions for business success, stable economic growth and investment	+	ST to LT	Provision of an efficient and quality transport infrastructure is critical to maintain business success and investment. Maintaining and improving accessibility into and around York is positive for enlarging employers recruitment catchment areas as well as allowing successful business travel across a wide area for goods and commuters. Further to this improving the transport network could help to reduce congestion in the city allowing for more reliable journey times to and from work and York which may encourage business success.
EC4	Local food, health care, education / training needs and employment opportunities met locally.	+	St to LT	Widening transport choice could improve accessibility to a wide range of activities, services and facilities to people that do not have access to a car.
S1	Enhance access to York's urban and rural landscapes, public open space / recreational areas and leisure and cultural facilities for all	+	MT to LT	Widening transport choice could encourage a modal shift toward more sustainable forms of transport, thereby reducing congestion arising from the anticipated employment and housing growth in York and, ultimately, enhancing access to urban and rural landscapes. This objective could also be met through the expansion of the walking and cycle network, which could also improve access to public open space / recreational areas and leisure and cultural facilities, and enhance open spaces/recreational areas in a more sustainable way.

S2	Maintain or reduce York's existing noise levels	+/I	ST to LT	Widening transport choice could encourage a modal shift toward more sustainable forms of transport, thereby reducing congestion arising from the anticipated employment and housing growth in York and, ultimately, noise. Achievement of this objective will depend upon implementation Also, the promotion of alternative fuels and other technologies could lead to quieter vehicles.
S3	Improve the health and well being of the York population	++	ST to LT	Widening transport choice to promote a modal shift in transport using integrated pedestrian and cycle networks could encourage more active forms of travel which will be positive for people's health. In addition to this, reducing congestion through the use and promotion of a sustainable transport network as well as more efficient vehicles will be positive in limiting further adverse effects in air quality. This will also be positive for people's health.
S4	Safety and security for people and property	+/-	ST to LT	Improving the alternatives to the car could lead to more people using more sustainable forms of travel. This, in turn, could lead to improved safety as car drivers become more aware of pedestrians and cyclists and adjust their driving accordingly, and improve security for users of public transport by having 'safety in numbers' particularly in the hours of darkness. Improvements to pedestrian and cycle routes should design in safety mechanisms in order for the routes to be safe and attractive. There is a potential for increased walking and/or cycling permeability through residential areas to increase the risk of burglary. In the longer term such concerns could be addressed by better designs leading to more natural surveillance.
S5	Vibrant communities that participate in decision-making	O	N/a	There is no clear link between this aim and the objective.
S6	Reduce the need to travel by private car	++	ST to LT	This aim could directly meet this objective as widening transport choice could encourage a modal shift toward more sustainable forms of transport, to a wide range of activities, services and facilities, thereby reducing reliance on a private car. This objective could be met through the expansion of the walking and cycle network, and improvements to the public transport network.

S7	Development which provide good access to and encourage use of public transport, walking and cycling	+/I	MT to LT	This aim could help deliver developments that are located in highly accessible areas and/or help secure the provision of suitable designs and investment to make them more accessible. Achievement of this objective will depend upon implementation
S8	A transport network that integrates all modes for effective non-car based movements	++	ST to MT	This aim could directly meet this objective. The aim is to provide **quality** alternatives, which could include the better integration between modes and the information available. Aiming to improve the transport infrastructure through improving the quality of provision for alternative modes could provide an incentive to reduce the population's reliance in the car, particularly for short journeys. In conjunction with this, integrating improvements to the pedestrian an cycle network could prove positive in encouraging alternative mode use, which is positive for this objective.
S9	Quality affordable housing available for all	O	N/a	There is no clear link between this aim and the objective.
S10	Social inclusion and equity across all sectors	+	St to LT	Widening transport choice could improve accessibility to a wide range of activities, which is positive for social inclusion.
EN1	Land use efficiency that maximises the use of brownfield land	+	MT to LT	Widening transport choice could encourage a modal shift toward more sustainable forms of transport for people travelling to/from and within new developments.
EN2	Maintain and improve a quality built environment and the cultural heritage of York and preserve the character and setting of the historic city of York	+/I	MT to LT	This aim could be positive for this objective through the promotion of alternative modes to the car primarily resulting in less congestion and vehicle movements upon York's historic road structure. Limiting the amount of vehicles could have particularly positive impacts on the preservation and character of city centre. The full impact of this, however, will depend upon the package of measures through LTP3 and depend upon their implementation.
EN3	Conserve and enhance a bio-diverse, attractive and accessible natural environment	?/I	MT to LT	Whilst providing quality alternative modes to the car could make the natural environment and recreational space more accessible, there are potential conflicts with regards to biodiversity. Reducing the amount of vehicle movements could have a positive effect on wildlife, but the impact will be dependent upon how the transport network is implemented. In making pedestrian and cycle routes attractive, the use of 'Green Infrastructure' could help to mitigate any adverse effects and promote biodiversity.

EN4	Minimise greenhouse gas emissions and develop a managed response to the effects of climate change	+/I	ST to LT	This aim could directly meet this objective as widening the transport options available to people, which could encourage them to use more sustainable and/or more active forms of transport, leading to a lower consumption of fossil fuels. Reducing the use of fossil fuels could also reduce carbon emissions and pollutants from cars, thereby, being positive in the long-term for climate change. In addition the standards for the use of alternative fuels could also contribute positively to this objective.
EN5	Improve air quality in York	+/I	ST to LT	This aim could directly meet this objective as widening the more sustainable and/or more active forms of transport options available to people which could lead to their greater use, thereby leading to a lower consumption of fossil fuels, and reduced emissions of air pollutants from vehicles. Achievement of this objective will depend upon implementation
EN6	The prudent and efficient use of energy, water and other natural resources	I	N/a	Encouraging people to use sustainable transport modes could be effective in reducing fossil fuel use in vehicles, thereby having a positive effect on this objective, although this will be dependent upon take up and implementation of alternative modes to the car for example.
EN7	Reduce pollution and waste generation and increase levels of reuse and recycling	++	ST to LT	This aim could have a positive effect on air pollution through the use of more sustainable transport network which reduces fossil fuel use and vehicle emissions.
EN8	Maintain and improve water quality	O	N/a	There is no clear link between this aim and the objective.
EN9	Reduce the impact of flooding to people and property in York.	O	N/a	There is no clear link between this aim and the objective.
Recommendations: ○				

8

Strategic Transport Aim 2 - Provide Strategic Links

Description:

This aim encompasses the need to provide and support links to areas of importance for York. These areas, for example, may have economic and employment significance. Some of these include the Leeds City Region and commuters living to the east of York.

How this might be achieved:

- **Maintaining and improving road links to adjacent cities and towns and other strategic areas**
- **Improving services and infrastructure on main rail routes and improving local stations**
- **Better access to and within new developments.**

Ref	SA Objective	Score	Duration of effect	Appraisal
	Headline objective: Reduction of York's Ecological Footprint	+/-	ST to LT	Although this aim could improve York's connectivity to neighbouring towns and cities there is the potential for journey distances to increase as people commute further to/from York. More effective use of public transport could mitigate this, particularly if more renewable energy sources are used to either power vehicles or produce the fuels to power them. Further mitigation could be achieved through the introduction of more longer-distance strategic cycle routes and links to them.
EC1	Good quality employment opportunities for all	++	ST to LT	Improving connectivity through provision of strategic links is positive for increasing the size of the effective catchment area for employers. It could also widen the market for goods and services, hence profitability and job creation, due to journey time reliability improvements and/or reduction in journey times.
EC2	Good education and training opportunities for all which build the skills of the population	+	ST to LT	Improving connectivity through provision of strategic links is positive for increasing the size of the effective catchment area for education establishments and training opportunities.

EC3	Conditions for business success, stable economic growth and investment	++	ST to LT	Improving connectivity is critical to maintain business success and investment. Providing high quality transport links that enable more reliable journey times is a positive for maintaining and expanding employers recruitment catchment areas as well as allowing successful business travel across a wider area. It could also enable widen the market for goods and services, hence profitability and job creation, due to journey time reliability improvements and/or reduction in journey times.
EC4	Local food, health care, education / training needs and employment opportunities met locally.	+/-	ST to LT	Improving connectivity is a positive for maintaining and expanding employers recruitment catchment areas, as well as allowing successful business travel across a wider area. It could also enable widen the market for goods and services, hence profitability and job creation, due to journey time reliability improvements and/or reduction in journey times. However, these same improvements could lead to food and other goods being sourced or delivered further away as markets expand and /or people travelling further as employment catchment areas expand.
S1	Enhance access to York's urban and rural landscapes, public open space / recreational areas and leisure and cultural facilities for all	++	ST to LT	This aim could directly meet this objective as improving connectivity through provision of strategic walking routes (through implementing the Public Rights of Way Improvement Plan, for example) and strategic cycle routes could increase ease of access to public open space / recreational areas and leisure and cultural facilities in a sustainable way..
S2	Maintain or reduce York's existing noise levels	+/I	ST to LT	Improving connectivity through provision of strategic links could reduce noise in some areas of York, but increase it in other areas. Achievement of this objective will depend upon implementation The potential increases in noise could be mitigated through landscaping (noise bunds or tree screening) and the promotion of alternative fuels and other technologies, which could lead to quieter vehicles.

S3	Improve the health and well being of the York population	+/I	ST to LT	Improving connectivity through provision of strategic walking and cycling links (including walking and cycling links to public transport stops and stations) could encourage more active travel, which will be a positive for people's health. Improving connectivity through provision of strategic links could also reduce noise and emissions in some areas of York, but increase them in other areas. Achievement of this objective will depend upon implementation The potential increases in noise could be mitigated through landscaping (noise bunds or tree screening) and the promotion of alternative fuels and other technologies, which could lead to quieter vehicles. The promotion of alternative fuels could also reduce emissions, thereby improving air quality.
S4	Safety and security for people and property	+/-	ST to LT	Providing new strategic links could lead to improved safety and security on existing routes due to traffic being abstracted onto the new links. New links should design-in safety mechanisms in order for them to be safe and attractive There is a potential for increased walking and/or cycling to or from new links adjacent to residential areas to increase the risk of burglary. In the longer term such concerns could be addressed by better designs leading to more natural surveillance..
S5	Vibrant communities that participate in decision-making	O	N/a	There is no clear link between this aim and the objective.
S6	Reduce the need to travel by private car	I	ST to LT	Improving connectivity through provision of strategic links could increase the length of journeys required to reach opportunities services or facilities. If such journeys can not be adequately catered for by public transport or cycling, it is likely that the need to travel by private car will increase. Achievement of this objective will depend upon implementation

S7	Development which provide good access to and encourage use of public transport, walking and cycling	+/-	MT to LT	This aim could help deliver developments that are located in highly accessible areas and/or help secure the provision of suitable designs and investment to make them more accessible. There is a potential for increased walking and/or cycling to or from new links adjacent to residential areas to increase the risk of burglary. In the longer term such concerns could be addressed by better designs leading to more natural surveillance...
S8	A transport network that integrates all modes for effective non-car based movements	+/I	ST to LT	This aim could directly meet this objective Improving connectivity through provision of pedestrian, cycling or public transport strategic links could prove positive in encouraging use of more sustainable forms of transport and facilitating better integration of them. However, if the links predominantly cater for private motorised transport integration between non-car modes is not likely to become more effective. Achievement of this objective will depend upon implementation.
S9	Quality affordable housing available for all	O	N/a	There is no clear link between this principle and the objective
S10	Social inclusion and equity across all sectors	+/I	ST to LT	Improving connectivity is a positive for enlarging the catchment area for various facilities, services and/or employment, education, or training opportunities, thereby increasing access to them. However, if the links predominantly cater for private motorised transport social exclusion could increase. Achievement of this objective will depend upon implementation.
EN1	Land use efficiency that maximises the use of brownfield land	+	MT to LT	This aim could help deliver developments that are located in highly accessible areas and/or help secure the provision of suitable designs and investment to make them more accessible.
EN2	Maintain and improve a quality built environment and the cultural heritage of York and preserve the character and setting of the historic city of York	+/-	ST to LT	Improving connectivity through provision of strategic links could remove a significant amount of through traffic from the city centre. Improving connectivity could also widen its visitor catchment area, thereby increasing travel to it, although the adverse effects could be mitigated through promoting travel to York by more sustainable forms of transport, such as cycling and use of public transport. .

EN3	Conserve and enhance a bio-diverse, attractive and accessible natural environment	?/I	ST to LT	Improving connectivity through provision of walking and cycling links could improve access to the countryside. In providing walking and cycling links, the use of use of Green infrastructure could help mitigate any adverse effects and promote biodiversity. Other strategic links could remove a significant amount of through traffic from the city centre, but could also increase longer distance traffic and its associated pollutants, which could adversely affect habitats, although these could be mitigated by the promotion of alternative fuels and other technologies, which could lead to quieter vehicles and lower vehicle emissions. Achievement of this objective will depend upon implementation.
EN4	Minimise greenhouse gas emissions and develop a managed response to the effects of climate change	+/-	ST to LT	Improving connectivity through provision of strategic links could remove a significant amount of through traffic from the city centre. However, improving connectivity could also make York more attractive for employment and tourism from a wider area, thereby increasing travel to it, particularly by longer distance traffic. The associated emissions, could be mitigated by the promotion of alternative fuels and other technologies
EN5	Improve air quality in York	+/I	ST to LT	Improving connectivity through provision of strategic links could remove a significant amount of through traffic from the city centre, thereby improving air quality in the AQMA and other areas. However, it could also increase emissions in other areas of the city, which could be mitigated by the promotion of alternative fuels and other technologies. Achievement of this objective will depend upon implementation.
EN6	The prudent and efficient use of energy, water and other natural resources	O	N/a	There is no clear link between this aim and the objective.
EN7	Reduce pollution and waste generation and increase levels of reuse and recycling	+/I	ST to LT	Improving connectivity through provision of strategic links could remove a significant amount of through traffic from the city centre. It could also increase longer distance traffic. and its associated emissions, although these could be mitigated by the promotion of alternative fuels and other technologies. Achievement of this objective will depend upon implementation.

EN8	Maintain and improve water quality	O	N/a	There is no clear link between this aim and the objective.
EN9	Reduce the impact of flooding to people and property in York.	+/I		The provision of strategic links could also include diversionary/alternate routes to maintain access by all forms of transport. It could also increase longer distance traffic. and its associated pollutants, such as CO_2, which could otherwise lead to increasing (winter) rainfall through climate change, although these could be mitigated by the promotion of alternative fuels and other technologies.
Recommendations:				
o Need a balanced approach to delivering connectivity improvements for private, public and freight transport as people and goods may travel further as employment and education/training centre catchment areas and markets expand.				

Strategic Transport Aim 3 – Support and Implement Behavioural Change

Description:

The LTP3 will aim to encourage and enable residents and visitors to York to use sustainable modes of transport for appropriate journeys. Encouraging people to be less reliant on their car will be done through education, information and awareness campaigns. Part of this is the need to make people aware of how transport choice effects the environment, their health and safety.

How this might be achieved:

- **Partnership working with other organisations, such as the health sector.**
- **Development and implementation of travel plans**
- **Training**
- **Marketing campaigns.**

Ref	SA Objective	Score	Duration of effect	Appraisal
	Headline objective: Reduction of York's Ecological Footprint	+	ST to LT	This aim could directly meet this objective as giving people the information, training and encouragement they need to use more sustainable and / or (more particularly) more active forms of transport, whenever they can, could lead to their greater use and hence a lower consumption of fossil fuels. Although transport is a contributor to York's Ecological Footprint, it is not the largest contributor. However, any progress made in reducing transport related emissions will reduce York's Ecological Footprint.
EC1	Good quality employment opportunities for all	++	ST to LT	Providing full information about the transport options available to people and encouraging them to use more sustainable/active forms of transport could enable them to access jobs they might have otherwise perceived to have been inaccessible to them . Encouraging more use of public transport could not only keep existing services viable, but make them suitably attractive to warrant their expansion. This could, in turn, expand the catchment area for employers as fewer employees would be reliant on private motorised transport for getting to work.

EC2	Good education and training opportunities for all which build the skills of the population	++	ST to LT	Providing full information about the transport options available to people and encouraging them to use more sustainable/active forms of transport could enable them to access the education and training they might have otherwise perceived to have been inaccessible to them . Encouraging more use of public transport could not only keep existing services viable, but make them suitably attractive to warrant their expansion. This could, in turn, expand the catchment area for education and training facilities as fewer students/trainees would be reliant on private motorised transport for getting to work.
EC3	Conditions for business success, stable economic growth and investment	++	ST to LT	This aim could directly meet this objective through: • Increasing the catchment area for employees (who may not have otherwise been aware of how they could travel to employment opportunities) • A more healthy and productive workforce as more people use active forms of travel more of the time. • Reducing transport costs through more efficient transport management. • More efficient use of space (as less space may be devoted to car parking)
EC4	Local food, health care, education / training needs and employment opportunities met locally.	+	ST to LT	Providing full information about the transport options available to people and encouraging them to use more sustainable/active forms of transport could enable them to access the Opportunities, services or facilities they might have otherwise perceived to have been inaccessible to them .
S1	Enhance access to York's urban and rural landscapes, public open space / recreational areas and leisure and cultural facilities for all	+	ST to LT	Providing full information about the transport options available to people and encouraging them to use more sustainable/active forms of transport could enable them to access the facilities they might have otherwise perceived to have been inaccessible to them .
S2	Maintain or reduce York's existing noise levels	+/-	ST to LT	Providing full information about the transport options available to people and encouraging them to use more sustainable/active forms of transport could reduce noise. Expansion of the public transport network might increase noise and vibrations in some areas, although this could be mitigated through new vehicle technologies.

S3	Improve the health and well being of the York population	++	ST to LT	Providing full information about the transport options available to people and encouraging them to use more sustainable and (more particularly), more active forms of transport could directly improve people's physical and mental health. It could also reduce traffic and associated emissions, thereby improving air quality.
S4	Safety and security for people and property	++	ST to LT	This aim could directly meet this objective as the increase in use of more sustainable forms of travel, such as walking and cycling, could increase motorised vehicle drivers' awareness of their presence and so adopt safer driving techniques. More training for pedestrians and cyclist could improve safety. Higher numbers of public transport users could improve perceived and actual personal safety issues relating to travel on public transport, particularly in the hours of darkness, due to 'safety in numbers'.
S5	Vibrant communities that participate in decision-making	O	N/a	There is no clear link between this principle and the objective.
S6	Reduce the need to travel by private car	++	ST to LT	This aim could directly meet this objective as it could give people the information, training and encouragement they need to use more sustainable and / or (more particularly) more active forms of transport, whenever they can, thereby reducing their reliance on the private car.
S7	Development which provide good access to and encourage use of public transport, walking and cycling	+/I	MT to LT	This aim could give developers the information, and guidance they need to design and build developments that enable the use of more sustainable forms of transport. The preparation, implementation and appropriate monitoring of travel plans could make a substantial positive contribution to this objective, but achievement of this objective will depend upon implementation.
S8	A transport network that integrates all modes for effective non-car based movements	O	N/a	Although there is no clear link between this aim and the objective, giving people the information, training and encouragement they need could make it easier for them use more sustainable forms of transport, whenever they can.
S9	Quality affordable housing available for all	O	N/a	There is no clear link between this principle and the objective.

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S10	Social inclusion and equity across all sectors	+	ST to LT	Providing full information about the transport options available to people and encouraging them to use more sustainable/active forms of transport could enable them to access opportunities, services and facilities they might have otherwise perceived to have been inaccessible to them . Encouraging more use of public transport could not only keep existing services viable, but make them suitably attractive to warrant their expansion. This could, in turn, make it easier for people who are currently excluded from fully carrying-out their everyday activities to do so.
EN1	Land use efficiency that maximises the use of brownfield land	+	MT to LT	This aim could give developers the information, and guidance they need to design and build developments on suitable brownfield sites that have access strategies that maximise the use of sustainable forms of transport. However, achievement of this objective is dependent upon implementation.
EN2	Maintain and improve a quality built environment and the cultural heritage of York and preserve the character and setting of the historic city of York	+	ST to LT	This aim could give people the information, training and encouragement they need to use more sustainable forms of transport, whenever they can, thereby reducing their reliance on the private car, thus reducing traffic in the city.
EN3	Conserve and enhance a bio-diverse, attractive and accessible natural environment	+	ST to LT	This aim could give people the information, training and encouragement they need to use more sustainable forms of transport, whenever they can, thereby reducing their reliance on the private car, thus reducing traffic and its associated emissions
EN4	Minimise greenhouse gas emissions and develop a managed response to the effects of climate change	+	ST to LT	This aim could give people the information, training and encouragement they need to use more sustainable forms of transport, whenever they can, thereby reducing their reliance on the private car, thus reducing traffic and its associated emissions
EN5	Improve air quality in York	++	ST to LT	This aim could directly meet this objective as it could give people the information, training and encouragement they need to use more sustainable forms of transport, whenever they can, thereby reducing their reliance on the private car, thus reducing traffic and its associated emissions, particularly in the city centre, where the principal AQMAs is located.

EN6	The prudent and efficient use of energy, water and other natural resources	+	ST to LT	This aim could give people the information, training and encouragement they need to use more sustainable forms of transport, whenever they can, thereby reducing their reliance on the private car and the fuels used to power them
EN7	Reduce pollution and waste generation and increase levels of reuse and recycling	+	ST to LT	This aim could give people the information, training and encouragement they need to use more sustainable forms of transport, whenever they can, thereby reducing their reliance on the private car, thus reducing traffic and its associated emissions
EN8	Maintain and improve water quality	O	N/a	There is no clear link between this principle and the objective.
EN9	Reduce the impact of flooding to people and property in York.	++	ST to LT	This aim could directly meet this objective as it could give people the information, training and encouragement they need to use more sustainable forms of transport, whenever they can, thereby reducing their reliance on the private car, thus reducing traffic and its associated emissions, particularly CO_2 which could otherwise lead to increasing (winter) rainfall through climate change.
Recommendations: ○				

Strategic Transport Aim 4 – Tackle Transport Emissions

Description:

Transport contributes to the carbon footprint of York due to Carbon Dioxide (CO_2) emissions from vehicles. Transport also affects air quality in York due to other vehicle emissions, mainly nitrogen oxides (NO_X). LTP3, alongside other policies, will aim to reduce CO_2 and NO_X

How this might be achieved:

Through the promotion of less polluting fuels and other technology developments, and the reduction of vehicle numbers.

Ref	SA Objective	Score	Duration of effect	Appraisal
	Headline objective: Reduction of York's Ecological Footprint	+	ST to LT	This aim could lead to a significant reduction in vehicle emissions. Although transport is a contributor to York's Ecological Footprint, it is not the largest contributor. However, any progress made in reducing transport related emissions will reduce York's Ecological Footprint.
EC1	Good quality employment opportunities for all	?/I	ST to LT	The promotion of alternative fuels and other technologies may lead to business start-up or expansion opportunities in this field. However, introducing measures that restrict the movement of vehicles in and around the city could have an adverse affect on the economy. Achievement of this objective will depend upon implementation.
EC2	Good education and training opportunities for all which build the skills of the population	O	N/a	There is no clear link between this principle and the objective, although the promotion of alternative fuels and other technologies may lead to business start-up or expansion opportunities in this field

EC3	Conditions for business success, stable economic growth and investment	?/I	ST to LT	The promotion of alternative fuels and other technologies may lead to business start-up or expansion opportunities in this field. However, introducing measures that restrict the movement of vehicles in and around the city could have an adverse affect on the economy. Achievement of this objective will depend upon implementation.
EC4	Local food, health care, education / training needs and employment opportunities met locally.	O	N/a	There is no clear link between this aim and the objective.
S1	Enhance access to York's urban and rural landscapes, public open space / recreational areas and leisure and cultural facilities for all	O	N/a	There is no clear link between this aim and the objective.
S2	Maintain or reduce York's existing noise levels	+	ST to LT	The promotion of alternative fuels and other technologies could lead to quieter vehicles and/or vehicles that cause fewer ground-borne vibrations. Reducing vehicle numbers could also reduce noise.
S3	Improve the health and well being of the York population	++	ST to LT	This aim could directly meet this objective as reducing traffic and its associated emissions could reduce severance and improve air quality or otherwise improve people's quality of life through improving the local environment (e.g. lower traffic volumes could reduce accidents).
S4	Safety and security for people and property	+	ST to LT	This aim could reduce traffic in the city thereby making it safer for people to use more sustainable forms of transport, such as walking and cycling. Reducing traffic could also improve road safety.
S5	Vibrant communities that participate in decision-making	O	N/a	There is no clear link between this aim and the objective.
S6	Reduce the need to travel by private car	I	ST to LT	This aim could reduce traffic in the city thereby making it safer and easier for people to use more sustainable forms of transport, such as walking and cycling. It could also, by easing congestion, improve the reliability of public transport in the city. Making these more sustainable travel options safer and easier to use could have a positive effect on reducing reliance on the private car.

S7	Development which provide good access to and encourage use of public transport, walking and cycling	O	N/a	There is no clear link between this aim and the objective.
S8	A transport network that integrates all modes for effective non-car based movements	O	N/a	There is no clear link between this aim and the objective.
S9	Quality affordable housing available for all	O	N/a	There is no clear link between this aim and the objective.
S10	Social inclusion and equity across all sectors	O	N/a	There is no clear link between this aim and the objective, although reducing traffic in the city make it safer and easier for people to use more sustainable forms of transport, such as walking and cycling. Also reducing vehicle emissions could have a positive effect on people's health, particularly in areas of the city that experience relatively high levels of traffic
EN1	Land use efficiency that maximises the use of brownfield land	O	N/a	There is no clear link between this aim and the objective.
EN2	Maintain and improve a quality built environment and the cultural heritage of York and preserve the character and setting of the historic city of York	+	ST to LT	This aim could reduce traffic and its associated emissions, particularly in the city centre. This in turn could lead to improved access to the city centre by more active forms of transport and more reliable bus services to the city and be a positive influence for enhancing the character and setting of the historic city (augmented by complementary policies such as the Local Development Framework City Centre Area Action Plan). New vehicle and fuel technologies, could reduce emissions, thereby improving air quality, as well as reducing other adverse impacts.
EN3	Conserve and enhance a bio-diverse, attractive and accessible natural environment	+	ST to LT	This aim could reduce traffic and its associated emissions, thereby reducing adverse impacts on the natural environment
EN4	Minimise greenhouse gas emissions and develop a managed response to the effects of climate change	+	ST to LT	This aim could lead to a significant reduction in vehicle emissions including CO_2
EN5	Improve air quality in York	++	ST to LT	This aim could lead to a significant reduction in the number of vehicles and vehicle emissions, including those which contribute to poor air quality, particularly in the AQMAs.

EN6	The prudent and efficient use of energy, water and other natural resources	+	ST to LT	This aim could lead to a reduction in the number of vehicle-kilometres travelled hence fuel use and emissions. New vehicle and fuel technologies could also lead to a further reduction in fuel use and vehicle emissions.
EN7	Reduce pollution and waste generation and increase levels of reuse and recycling	+	ST to LT	This aim could lead to a reduction in the number of vehicle-kilometres travelled hence fuel use and emissions. New vehicle and fuel technologies could also lead to a further reduction in fuel use and vehicle emissions.
EN8	Maintain and improve water quality	O	N/a	There is no clear link between this principle and the objective
EN9	Reduce the impact of flooding to people and property in York.	++	ST to LT	This aim could lead to a reduction in traffic and a significant reduction in its associated emissions, particularly CO_2 which could otherwise lead to increasing (winter) rainfall through climate change.
Recommendations: ○				

Strategic Transport Aim 5 – Improve the public realm

> ### Description:
>
> **This aim is for transport and transport measures to enable an attractive city to thrive and to improve the public spaces throughout York. Transport can support this through, for example, having fewer vehicles in the city centre.**
>
> ### How this might be achieved:
>
> **Having an appropriate freight policy, introducing measures such as low emission zones (as part of a wider low emissions strategy)and creating an environment that promotes better health, safety and well-being.**

Ref	SA Objective	Score	Duration of effect	Appraisal
	Headline objective: Reduction of York's Ecological Footprint	?/I	LT	This aim could lead to a change of function of many of the streets and roads in and around the city centre, thereby making access easier and safer for more sustainable forms of transport, particularly more active forms of travel. Although transport is a contributor to York's Ecological Footprint, it is not the largest contributor. However, any progress made in reducing transport related emissions will reduce York's Ecological Footprint.
EC1	Good quality employment opportunities for all	O	N/a	There is no clear link between this aim and the objective, although a more attractive environment could attract more investment and employment in the city.
EC2	Good education and training opportunities for all which build the skills of the population	O	N/a	There is no clear link between this aim and the objective, but see EC1 comment.
EC3	Conditions for business success, stable economic growth and investment	O	N/a	There is no clear link between this aim and the objective.
EC4	Local food, health care, education / training needs and employment opportunities met locally.	O	N/a	There is no clear link between this aim and the objective.

S1	Enhance access to York's urban and rural landscapes, public open space / recreational areas and leisure and cultural facilities for all	+	LT	This aim could lead to easier access to landscapes and facilities, through, for example, the development of a 'greenways' network and better use of the Public Rights of Way network
S2	Maintain or reduce York's existing noise levels	+/I	ST to LT	This aim could lead to a change of function of many of the streets and roads in and around the city centre, thereby making access easier for more sustainable forms of transport and reducing the adverse impacts of motorised traffic, including noise. Displacement of traffic could increase noise in other parts of the city, although this could be mitigated by vehicle technology improvements. Achievement of this objective will depend upon implementation
S3	Improve the health and well being of the York population	+/I	ST to LT	This aim could lead to a change of function of many of the streets and roads in and around the city centre, thereby making access easier for more sustainable forms of transport and reducing the adverse impacts of motorised traffic, including emissions. Displacement of traffic could cause air quality issues, increased noise or severance in other parts of the city, although this could be mitigated by vehicle technology improvements. Achievement of this objective will depend upon implementation
S4	Safety and security for people and property	+/I	ST to LT	This aim could lead to a change of function of many of the streets and roads in and around the city centre, thereby making access easier for more sustainable forms of transport and reducing the adverse impacts of motorised traffic, including emissions. Displacement of traffic could cause air quality issues, increase noise/severance and increase the risk of road accidents in other parts of the city. Achievement of this objective will depend upon implementation
S5	Vibrant communities that participate in decision-making	O	N/a	There is no clear link between this aim and the objective.
S6	Reduce the need to travel by private car	+	ST to LT	Improving the public realm, particularly linked internal and external routes for pedestrian and cyclists primarily, could discourage short journeys by car.

S7	Development which provide good access to and encourage use of public transport, walking and cycling	+	MT to LT	This aim encourages walking and cycling through the network of linked public realm. This could have a positive impact on this objective.
S8	A transport network that integrates all modes for effective non-car based movements	+	ST to LT	This aim could lead to better consideration of the function of the public realm in relation to transport and connectivity, which could in turn lead to a more integrated transport network.
S9	Quality affordable housing available for all	O	N/a	There is no clear link between the aim and the objective
S10	Social inclusion and equity across all sectors	+	N/a	This aim could lead to people having better access to public space thereby being more able enjoy them and take part in activities which will help to bring together the community and get them involved in the local area.
EN1	Land use efficiency that maximises the use of brownfield land	O	N/a	There is no clear link between the aim and the objective
EN2	Maintain and improve a quality built environment and the cultural heritage of York and preserve the character and setting of the historic city of York	++	LT	This aim could directly meet this objective as improving the public realm could help to achieve a quality built environment. Ensuring that existing features from York's character or Green Infrastructure network are planned-in could be instrumental in the success of achieving this objective.
EN3	Conserve and enhance a bio-diverse, attractive and accessible natural environment	+/I	ST to LT	This aim could lead to a change of function of many of the streets and roads in and around the city centre, thereby making access easier for more sustainable forms of transport and reducing the adverse impacts of motorised traffic, including emissions. Displacement of traffic could cause air quality issues, increased noise or severance in other parts of the city. Achievement of this objective will depend upon implementation
EN4	Minimise greenhouse gas emissions and develop a managed response to the effects of climate change	+/I	ST to LT	This aim could lead to a change of function of many of the streets and roads in and around the city centre, thereby making access easier for more sustainable forms of transport and reducing the adverse impacts of motorised traffic, including emissions. Displacement of traffic could cause air quality issues, increased noise or severance in other parts of the city Achievement of this objective will depend upon implementation

EN5	Improve air quality in York	+/I	ST to LT	This aim could lead to a change of function of many of the streets and roads in and around the city centre, thereby making access easier for more sustainable forms of transport and reducing the adverse impacts of motorised traffic, including emissions. Displacement of traffic could cause air quality issues, increased noise or severance in other parts of the city. Achievement of this objective will depend upon implementation
EN6	The prudent and efficient use of energy, water and other natural resources	O	LT	There is no clear link between this principle and the objective
EN7	Reduce pollution and waste generation and increase levels of reuse and recycling	+/-	ST to LT	This aim could lead to a change of function of many of the streets and roads in and around the city centre, thereby making access easier for more sustainable forms of transport and reducing the adverse impacts of motorised traffic, including emissions. Displacement of traffic could cause air quality issues, increased noise or severance in other parts of the city. Achievement of this objective will depend upon implementation
EN8	Maintain and improve water quality	O	LT	There is no clear link between this aim and the objective
EN9	Reduce the impact of flooding to people and property in York.	O	LT	There is no clear link between this principle and the objective
Recommendations: ○				

Summary of Appraisal Scores

Key to the appraisal matrices		Likely effect on the SA Objective
++		The strategic aim is likely to have a **very positive** impact
+		The strategic aim is likely to have a **positive** impact
O		**No significant effect / no clear link**
?		**Uncertain** or **insufficient information** on which to determine impact
-		The strategic aim is likely to have a **negative** impact
--		The strategic aim is likely to have a **very negative** impact
I		The strategic aim could have a positive or a negative impact depending on **how it is implemented**

Objectives	Headline Objective	EC1	EC2	EC3	EC4	S1	S2	S3	S4	S5	S6	S7	S8	S9	S10	EN1	EN2	EN3	EN4	EN5	EN6	EN7	EN8	EN9
Strategic Aim 1	+	+	+	+	+	+	+I	++	+-	O	++	+I	++	O	+	+	+I	?I	+I	+I	I	++	O	O
Strategic Aim 2	+-	++	+	++	+-	++	+I	+I	+-	O	I	+-	+I	O	+I	+	+-	?I	+-	+I	O	+I	O	+I
Strategic Aim 3	+	++	++	++	+	+	+-	++	++	O	++	+I	O	O	+	+	+	+	++	++	+	+	O	++
Strategic Aim 4	+	?I	O	?I	O	O	+	++	+	O	I	O	O	O	O	O	+	+	+	++	+	+	O	++
Strategic Aim 5	?I	O	O	O	O	+	+I	+I	+I	O	+	+	+	O	+	O	++	+I	+I	+I	O	+-	O	O

Outline Sustainability Appraisal Responses and proposals for taking them forward

Consultee	Strategic Aim	OSA Objective	Consultation comment	Proposed action / comment
CoYC Sustainability Officer	1 to 5	Headline objective (reduction of Ecological Footprint)	Transport accounts for 19% of York's ecological footprint. Therefore the impact of LTP3 is greater than stated in the OSA. Score increased to ++	Agreed. To be taken forward to the full SA
	1	Description	Need a better definition of quality and what a suitable trip is	Agreed. To be taken forward to the full SA
		S1	Need to avoid degradation of landscapes etc. if access to them is improved	Agreed. To be taken forward to the full SA
		S2 & S4	Need to consider safety when introducing quiet(er) vehicles	Agreed. To be taken forward to the full SA
		EN2	Concerns relating to the negative affects of too large public transport vehicles in the city on the built environment.	Not expecting any vehicles larger than the largest currently used
		EN5	Concerns regarding the affects of an increase in diesel-powered public transport	Higher order Euro standards set substantially reduced allowable emission levels. This has to be balanced with other vehicle advances to avoid higher fuel consumption.
	2	EN2	Need to give due consideration to the underlying archaeology and its protection	Agreed. To be taken forward to the full SA
		EN6	Need to use recycled construction materials wherever possible in the construction of strategic links	Agreed. To be taken forward to the full SA
		EN9	Inappropriately implemented infrastructure may increase surface runoff	Agreed. To be taken forward to the full SA
	3	S10	Public transport needs to be priced appropriately to allow all segments of society to take advantage. The development of 'incentives' could allow this.	Agreed. To be taken forward to the full SA

Consultee	Strategic Aim	OSA Objective	Consultation comment	Proposed action / comment
	4	S6	Promoting alternatively-fuelled vehicles could increase congestion as more people take advantage of the opportunities they provide	Agreed, as people may perceive the environmental dis-benefits of using private transport are mitigated/outweighed by the benefits from using alternative technologies. Congestion delay may still be a governing factor. To be taken forward to the full SA
English Heritage	General Comment		No record of having been consulted on a Scoping Report for this latest Local Transport Plan for the City of York.	A draft Scoping Report has been prepared as an update of the LTP2 scoping report, and has not been subject to formal consultation. A full Scoping report (as an update to the LTP2 scoping report) is intended to accompany the Full SA.
			The Aims are extremely broad and could well include specific measures which might have negative effects upon the historic environment of the City. The Environment Report will need to assess each of the specific LTP3 proposals under these Aims.	Agreed. To be taken forward to the full SA
			English Heritage strongly advises that the Council's conservation and archaeological staff are closely involved throughout the preparation and implementation of the assessment of the LTP.	Agreed.

Annex D
Outline Sustainability Appraisal: Responses

Consultee	Strategic Aim	OSA Objective	Consultation comment	Proposed action / comment
Natural England	General Comments		limited information on the methodology used for carrying out the appraisal. This should be explained in the main SA report	Agreed. To be taken forward to the full SA
			The main report should make clear what baseline data has been collected, what the key sustainability issues are in York and how the SA objectives have been decided.	Included in Baseline Evidence background paper to LTP3, but need to update for SA issues
			The sustainability objectives should be tested against each other to determine any potential conflicts,	Agreed. To be taken forward to the full SA
			Further guidance and guidance on SEA returned	To be considered in preparing full LTP3 and SA
	1 to 5	EN3	Need to conserve and enhance geodiversity as well as biodiversity	Agreed. To be taken forward to the full SA
			An accessible natural environment may be better included as a 'social' objective under S1.	The SA objectives are the same as for the LDF therefore unlikely to change unless LDF SA changes.
The Environment Agency	No bespoke comments on the LTP and environmental report returned, but Environment Agency 'Local Transport Plan (LTP) Checklist notes' supplied			

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DECISION SESSION – EXECUTIVE MEMBER FOR CITY STRATEGY

TUESDAY 4 JANUARY 2011

Extract from the Annex of additional comments received from Members, Parish Councils and residents and published online on 31 December 2010.

Agenda Item	Report	Received from	Comments
5	City of York Local Transport Plan 3 – Draft "Framework" LTP3 Consultation Responses Pages 33 - 84	Cllr A Reid Dringhouses and Woodthorpe Member	I generally support the approach outlined especially as there is no overwhelming consensus on the best way to tackle the transport issues that the City will face in the coming years. The common themes outlined in paragraph 38 are worthy of support as they do give an integrated approach. I certainly feel that the Council should continue to focus resources on the prevention of accidents at locations where problems have been identified. Speed is also an issue that residents feel should be addressed although a blanket 20mph limit is not necessarily the answ Residents often identify streets where vehicles travel in excess of the current 30mph limits and I find it difficult to believe that drivers who currently don't adhe to 30mph will suddenly slow down to 20mph. We need to take a proportionate view of traffic issues and problems.
5	City of York Local Transport Plan 3 – Draft "Framework" LTP3 Consultation Responses Pages 33 - 84	Simon Rodgers Holgate Ward Campaigner	I hope that the Council will continue to prioritise the use of its resources to target road safety in streets where there are continuing problems with accidents.

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