



Notice of meeting of

Scrutiny Management Committee (Calling In)

To: Councillors Healey (Chair), Funnell (Vice-Chair), Orrell, Scott, Simpson-Laing, Taylor, R Watson and Waudby

Date: Monday, 8 March 2010

Time: 5.00 pm

Venue: Guildhall, York

AGENDA

1. **Declarations of Interest**

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

2. **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, 5 March 2010**.

3. **Minutes**

(Pages 3 - 6)

To approve and sign the minutes of the meeting held on 25 January 2010.

4. Called-in Item: City of York's Local Transport Plan 3 - Stage 1 consultation results and preparations for Stage 2 (options and impacts) consultation (Pages 7 - 34)

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 2 March 2010. 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.

Democracy Officer:

Name : Jill Pickering

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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
- Any special arrangements
- Copies of reports

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Scrutiny Committees

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

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

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City of York Council

Committee Minutes

MEETING	SCRUTINY MANAGEMENT COMMITTEE (CALLING IN)
DATE	25 JANUARY 2010
PRESENT	COUNCILLORS HEALEY (CHAIR), FUNNELL (VICE-CHAIR), ORRELL, SCOTT, SIMPSON- LAING, TAYLOR, HYMAN (SUB FOR CLLR WAUDBY) AND FIRTH (SUB FOR CLLR R WATSON)
IN ATTENDANCE	COUNCILLORS HUDSON, KING AND PIERCE
APOLOGIES	COUNCILLORS R WATSON AND WAUDBY

37. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. No interests were declared.

38. PUBLIC PARTICIPATION/OTHER SPEAKERS

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme.

Alan Wells, made representations as a resident of Westminster Road in support of point closure. He stated that the atrocious traffic situation involving these roads being used as a cut through had alarmed residents, particularly the number of near accidents. Residents noted that, since the changes at Water End problems had arisen, mainly due to impatient drivers overtaking stationery queued traffic to make a right turn into Westminster Road. He went onto to point out that residents felt that if no changes were made there were dangers at the junction for residents, drivers and cyclists.

With the consent of the Chair, Cllr Pierce addressed the meeting as one member of the Scrutiny Task Group. He confirmed that on the basis of information received he had no views either way on the proposed 20mph limit on this road. He stated that the volume of traffic was the main issue and he felt the problems encountered by residents had arisen following alterations to the junction at Water End. He asked that Officers should be requested to examine this junction to see how it could be altered to cope with the additional traffic to enable a point closure to be undertaken at Westminster Road/The Avenue.

39. MINUTES

RESOLVED: That the minutes of the last meeting of the Scrutiny Management Committee (Calling In)

meeting held on 7 December 2009 be approved and signed by the Chair as a correct record.

40. CALLED-IN ITEM: WESTMINSTER ROAD AREA CONSULTATION AND SURVEY RESULTS

Members received a report, which asked them to consider the decisions made by the Executive Member for City Strategy at his meeting on 5 January 2010. The decisions related to the vehicle surveys and questionnaire carried out in relation to the through traffic in the Westminster Road area, following the introduction of the Water End cycle scheme.

Details of the Executive Members decisions were attached as Annex A to the report. The original report to the Executive Member was attached as Annex B. The decision had been called in by Cllrs Scott, Douglas and King on the grounds that:

“That the Executive Member misdirected himself by:-

- *Failing to listen to the representations of residents;*
- *Failing to listen to the representations of ward councillors;*
- *Failing to recognise and correct the deficiencies in the consultation process;*
- *Failing to act so as to alleviate the increased traffic volumes and flow on Westminster Road and The Avenue;*
- *Failing to comply with the council's own highway design guide; and*
- *Failing to honour his commitment on the issue given at an EMAP meeting in 2009.”*

Members were invited to decide whether to confirm the decisions of the Executive (Option A) or refer them back to the Executive Member for reconsideration (Option B).

Cllr King, addressed the meeting on behalf of the Calling-In Members, he stated that he was disappointed at the reports approach and analysis of comments. He confirmed that Greenfield Road residents had been included in the consultation and that the majority supported road closure. He pointed out that there had been no survey of traffic before and after the changes at the Water End junction. He stated that the increase in through traffic of between 80% and 90% could not be allowed to continue and he asked Members to listen to local residents and refer these decisions back to the Executive Member with a recommendation for closure of Westminster Road/The Avenue.

In response to Members comments and questions, Officers confirmed that no reference had been made in the original report to the possible reinstatement of Water End as this had not been part of the reports remit. He confirmed that the Water End scheme would not be reviewed until it had been in place for 12 months.

After a full debate, Cllr Orrell moved, and Cllr Hyman seconded, that Option A be approved and the original decisions of the Executive Member be confirmed. Four Members voted in favour of this motion and four voted against. The Chair then used his casting vote in favour of the motion and it was therefore

RESOLVED: That Option A be approved and the original decisions of the Executive Member in this matter be confirmed.

REASON: In accordance with the procedures set out in the Council's Constitution for dealing with called-in decisions, and in accordance with the reasons given by the Executive Member for his decisions.

CLLR P HEALEY, Chair

[The meeting started at 4.30 pm and finished at 5.35 pm].

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**Scrutiny Management Committee
(Calling – In)**

8 March 2010

Report of the Head of Civic, Democratic and Legal Services

**Called-in Item: City of York's Local Transport Plan 3 –
Stage 1 consultation results and preparations for Stage 2
(options and impacts) consultation**

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 2 March 2010. The report also explains 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 outlines the development of York's third Local Transport Plan (LTP3), summarises the findings of the first stage of consultation in respect of setting the context for transport in York and taking action to tackle future challenges, and recommends options for undertaking the second stage of consultation.
3. Cllrs Merrett, D'Agorne and Hudson 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:
 - (i) *The report fails to take into account the recommendations from the traffic Congestion Scrutiny report and the current household scrutiny questionnaire that is being undertaken on the long term strategy for the city, contrary to assurances given by the former Assistant Director that they would be.*
 - (ii) *The 10 year strategies in annex C do not match the Government's LTP 3 guidance (paragraph 4) which is looking for a twenty year long term strategy and shorter term policies and implementation plans.*
 - (iii) *The outline questionnaire in annex C is extremely confusing and unlikely to produce useful results in its current form.*

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 2 March 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 the Executive (Calling-In) to be held on 9 March 2010.

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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Chief Officer Responsible for the report:

Alison Lowton
Interim Head of Civic, Democratic and Legal Services

Report Approved **Date** 01/03/10

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 2 March 2010

Background Papers

Provisional decisions of the Executive Member on the called in item (to published on the Council's website after the meeting on 2 March)

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Decision Session
- Executive Member for City Strategy

2nd March 2010

Report of the Director of City Strategy

City of York's Local Transport Plan 3 - Stage 1 consultation results and preparations for Stage 2 (options and impacts) consultation

Summary

1. This report outlines the development of York's Third Local Transport Plan (LTP3) to cover the period from 2011 onwards. In particular it:
 - summarises the findings of the first stage of consultation in respect of setting the context for transport in York, the future transport challenges it faces and the possible actions that could be taken to tackle the challenges, and
 - Sets out the approach for undertaking the second stage of consultation for putting forward four options, together with an overview of their likely achievements against objectives and their impacts, to generate support and agreement for the strategy and the degree of the strategy's application in LTP3.

Recommendations

2. That the Executive Member for City Strategy is recommended to:
 - i. Note the content of the report, particularly the analysis of the Stage 1 consultations and Annex C which sets-out the four options to put forward for the Stage 2 consultation in April 2010.
 - ii. Approve the options proposed in Annex C, to form the basis of the Stage 2 (options and impacts) consultation.

Reason:

To enable the commencement of the second stage of consultations required to prepare the city's Local Transport Plan 3.

Background

Duty, guidance and influences for producing LTP3

3. The duty to produce LTP3 and the guidance for preparing it were previously reported to Decision Session, Executive Member City Strategy (DCEMCS) on 1st September, 2009.

4. Some of the key points in the guidance, relevant to undertaking consultation for LTP3, are:
 - Local authorities are accountable to their communities rather than to the Department for Transport (DfT) for both the quality of the transport strategies prepared and for ensuring effective delivery;
 - LTPs need to include a longer-term (20-year) transport strategy and shorter term policies and implementation plans;
 - Local authorities need to have a clear view of their own strategic goals and their priorities for dealing with the different challenges they face;
 - The duty, introduced in the Local Government and Public Involvement in Health Act 2007, to involve citizens in local decision making and service provision, and
 - The five national goals under the DfT's 'Delivering a Sustainable Transport System' (DaSTS) replace the shared priorities (in LTP2), thus
 - i. Tackle climate change;
 - ii. Support economic growth;
 - iii. Promote equality of opportunity;
 - iv. Contribute to better safety, security and health, and
 - v. Improve quality of life.
5. In addition to referring to the duty and guidance for producing LTP3, the same DCEMCS report referred to other national, regional and local influences that would shape LTP3.
6. The main national influence cited was the target, established in the Climate Change Act 2008, to reduce UK greenhouse gas emissions by at least 80% by 2050.
7. The main local influences cited were the City's Sustainable Community Strategy and the emerging Local Development Framework.
8. It was with due regard to the duty, guidance and influences, that, at the DCEMCS on the 20th October 2009, the three-stage consultation strategy for preparing the City of York's LTP3 was approved. A revised version of the consultation strategy, to take into account the amended process for reporting Stage 1 consultation responses (at DCEMCS) is shown at Annex A.

Stage 1 consultation process

9. Consultations commenced with an officer from the Council's Transport Planning Unit attending the Equalities Impact Assessment Fair, on 5th November 2009. At this event the officer facilitated a workshop to:
 - Identify the various forms of transport for the movement of people, goods (commodities) and information;
 - Discuss the way in which York might change over the next 20 years (setting the context);
 - Identify transport challenges for the future
 - Generate potential solutions (actions)
10. Council officers attended three further meetings in November 2009 to undertake a similar exercise. The meetings attended were:

- Without Walls Board 23rd November 2009
- York Quality Bus Partnership (workshop) 24th November 2009
- CoYC Officer Workshop 30th November 2009

11. In the week commencing 23rd November 2009, the '2010 Budget consultation and Towards a new Local Transport Plan' questionnaire leaflet (available as a background document) was distributed to residents, citywide. The leaflet contained a draft vision for transport (slightly modified, due to space requirements) to the draft vision approved at Decision Session Executive Member for City Strategy on the 20th October 2009. It then described the context for York before presenting a series of questions enquiring how important the various transport challenges and actions that could be taken to tackle them were to York's residents.
12. The deadline for returning the questionnaire was 18th December 2009. The analysis of the responses is available as a background document.
13. In parallel to this, council officers continued to attend various events and convened a series of stakeholder workshops, facilitated by independent consultants, as listed below, to present, to those attending, the opportunity to cover the issues listed in paragraph 9.

- Four 'stakeholder' workshops 4th (2no.), 10th and 14th December 2009
- Inclusive York Forum 7th December 2009
- York Environment Partnership Transport sub-group 14th January 2010
- Young Persons' Focus Group 14th January 2010
- York taxi / PHV operators' meeting 29th January 2010
- York Independent Living Network focus Group 1st February 2010

Summary of Stage 1 Consultation results

Questionnaire

14. Over 12,000 responses were received (14% response rate). The key findings were:
- over two-thirds of residents supported the draft vision;
 - seven out of ten residents thought supporting the economy is the most important goal for transport;
 - four out of five thought congestion is the most important transport challenge facing York and three-quarters thought travelling within and around York to be the most important;
 - nearly three-quarters thought improving public transport is the most important action, closely followed by making better use of the transport networks and managing the amount of traffic entering the city;
 - less than half thought building new transport networks to be important;
 - more than two-thirds of trips are less than 3 miles;
 - just under one quarter of respondents usually travel in and around York by bicycle, and
 - the majority of public transport trips appear to be made by people not travelling to work.

Stakeholder workshops and other meetings

15. Some of the main points coming out of these were:
- supporting the economy and contributing to the quality of life were thought to be the two most important (DaSTS) key goals for transport, with climate change, equality and safety and health being equal third.
 - LTP3 to link with wider policies as LTP3 is an enabler to meeting the wider needs and aspirations of York;
 - the city has a leadership role;
 - York needs to look outwards to the rest of the area around it;
 - how ambitious should we be with a reducing budget and can we deliver?
 - Focus on the existing situation and what / where we can build upon [what we already have / have done];
 - the current business model for bus provision is flawed – it needs to be customer focused, not franchise focused;
 - York has an ageing population, therefore more pedestrians and more people dependent on public transport;
 - people who are disabled, elderly or otherwise disadvantaged are not able to share in York's prosperity;
 - out of town destinations have poor access;
 - there is insufficient public transport in the evening;
 - there was support for managing the amount of traffic on the roads, including demand management;
 - make better use of what we have, but provide new (e.g. dualled ring roads), where necessary;
 - winning hearts and minds for reducing the need to travel and changing travel behaviour will be a challenge, but a behaviour change programme (including positive – not preaching – campaigns) is essential;
 - spatial planning and an area based approach is advocated;
 - traffic regulations need better enforcement;
 - York should ensure it is a very coach friendly city;
 - seating at and seating/rest areas between bus stops will improve the situation for people with mobility impairments;
 - more crossings of the River Ouse are needed;
 - trial new things to see if they work before either implementing them fully or rejecting them,
 - is the city's ICT capacity sufficient (including broadband) – is there a strategy?
 - and,
 - increase active travel (cycling), particularly for children.
16. A more detailed record of the consultation workshops and meetings is available as a background paper.

Stage 2 'Options and Implications' Consultation

17. An objective-led 'strategy approach' as shown in Annexes B and C has been devised for taking LTP3 forward to the next stage of consultation on options and their implications. The draft 'Primary Goals', 'Challenges' 'York Transport Objectives' and 'Strategy Approach' have been derived from:
- the national goals for transport identified in DaSTS,

- the influences and needs of the Sustainable Community Strategy and the Local Development Framework (see also paragraphs 6 and 7),
 - other objectives within the Leeds City Region Transport Strategy, and
 - the outcomes from the Stage 1 consultation.
18. In addition to the above, the Transport Objectives and Strategy Approach have been selected to harmonise with the emerging 'North Yorkshire and York Transport Strategy', currently being prepared by North Yorkshire County Council in partnership with City of York Council.
19. In setting objectives, due regard needs to be given to the level of finance available to implement measures to achieve them. Setting the desired level of achievement too low may lead to non-compliance with UK legal requirements (climate change target), whereas setting them too high may be unrealistic due to funding constraints. To this end, four Options have been devised, reflecting the specific transport objectives for York in view of the possible levels of future funding, with a focus on tackling climate change by addressing congestion. The particular focus on these two objectives reflects the legally binding national target enshrined in the Climate Change Act 2008 (see paragraph 6) and the most important transport challenge cited in the consultation responses (see paragraph 14).
20. The four options, presented in Annex C; are:
- Option 1 - 'low level of investment / minimum change'
(in the order of £33 million over 10 years)
 - Option 2 - 'medium level of investment / moderate change'
(in the order of £47 million over 10 years)
 - Option 3 - 'high level investment / significant change'
(in the order of £63 million over 10 years)
 - Option 4 - 'very high level of investment / substantial change'
(in the order of £200+ million over 10 years)
21. The options are intended to represent the short-to-medium term strategy (for the next 5 to 10 years) for setting corresponding action plans in pursuit of the longer-term (20-year) transport strategy for the City, which will also be an integral part of LTP3. It is also intended that consulting on these options will ascertain the appetite for change to transport in York and what level of intervention might be acceptable. It is not intended to consult on specific measures at this stage. The outcome will be used to inform the preparation of the draft LTP3, which is due to be issued for consultation in the autumn of 2010.
22. A common 'strategy approach', comprising eleven consequential elements, applies to each of the four options. Each successive option either implements more of the elements within the strategic approach or increases the degree of implementation of the elements, compared to its predecessor. However, as the performance against the stated objectives (scored on the basis of + = positive change, N = neutral / no change or - = negative change, with the number of +s or -s showing the degree of change) increases with each successive option, so does the risk of failing to deliver, due, principally, to greater uncertainty of funding.

23. The order of investment shown for Option 4 has the greatest degree of risk associated with securing funding. The inclusion of a road user charge linked to a low emission strategy / low emission zone(s) might enable the Council to raise funding to implement higher-cost actions such as dualling the A1237. The consultation leaflet will reflect this and also describe how any road user charging scheme must be carefully considered to evaluate its effect on the local economy and ensure its viability and value for money.
24. It is intended that a consultation leaflet/questionnaire containing these options will be distributed to York residents with the April 2010 issue of Your City.
25. In order for residents to make a fully informed decision on which option to pursue, the consultation leaflet will also include the likely impacts of each option, not only in terms of how each one performs against the objectives, but also how deliverable each option is, bearing in mind uncertainties of funding and how it might otherwise affect them. Whilst the likely achievement against the objectives has already been estimated, the impacts that might otherwise be expected are still being assessed at present, but will be determined for when the Assistant Director City Strategy, in consultation with the Executive Member City Strategy, approves the consultation document for distribution within the April 2010 issue of Your City (note the Decision Session Executive Member for City Strategy on 20th October 2009 granted delegated powers to the Assistant Director, in consultation with the Executive Member City Strategy, to issue consultation documents for pre-consultations on the Draft LTP3).
26. Should residents elect to pursue a higher intervention option, beyond the level of funding that ultimately is forthcoming, further refined (hybrid) options may need to be carried forward into the draft LTP3 to best meet prioritised objectives. The outcomes from the stage 2 consultation will be a consideration for determining the degree of refinement needed.
27. At the meeting of the Council on 4th February 2010, a motion pertaining to the introduction of 20mph limits was submitted for consideration. The Council requested the Executive Member [City Strategy] *'Ensure that the 'total 20' approach adopted in Portsmouth forms a key part of the consultation on the third Local Transport Plan for the City of York'*. The consultation leaflet will, therefore, also include a question seeking the residents attitudes to 20 mph zones. Choices might include a city wide 20 mph zone, several zones avoiding main roads (with signage implications highlighting), and the current policy of applying the most appropriate limit to the characteristics of individual roads. The costs associated of implementing 20mph limits will also be stated, as will the views of the Police regarding enforcing speed limits. A separate question testing people's approach to the use of vertical traffic calming measures (road humps) will also be included.
28. In addition to the consultation leaflet/questionnaire the workshops / focus groups and attendance at meetings undertaken in the stage 1 consultation will be repeated to discuss many of the issues in greater depth.

Further work

29. It is also acknowledged that in parallel to undertaking consultations more work will need to be done in preparing the draft LTP3. This will, amongst other things, include:

- Setting the relative priority for each of the 'Primary Goals' and 'City of York Transport Objectives',
- Evidence gathering to identify the baseline position for setting targets for the objectives, and
- Assessing the spatial aspects of LTP3 and how it contributes to the Local Development Framework for delivering the spatial development of York.

Corporate Objectives

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

Implications

31. This report has the following implications:
- **Financial** – There are likely to be revenue costs in the order of £18,000 for producing, distributing and analysing the stage 2 consultation leaflet / questionnaire for preparing LTP3.
 - **Human Resources (HR)** – The Transport Planning Unit will arrange and coordinate the stage 2 consultation with support from Marketing and Communications.
 - **Equalities** – LTP3 will be subject to an Equalities Impact Assessment.
 - **Legal** – There are no implications at present.
 - **Crime and Disorder** – There are no implications at present.
 - **Information Technology (IT)** – There are no IT implications at present.
 - **Property** – There are no implications at present.
 - **Sustainability** – It is anticipated that LTP3 will develop and implement sustainable transport solutions.
 - **Other** – No comments.

Risk Management

32. 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 undertaking consultations on LTP3 in compliance with Government Guidance. This could, ultimately, undermine the validity of the LTP3 produced.
33. Measured in terms of likelihood and impact, the likelihood is remote and the impact is Major. The risk score for the recommendation is, therefore, less than 16 and thus at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.
34. The extensive and inclusive nature of the consultations undertaken to date have been well received by stakeholders and government agencies. If the same

extensive and inclusive approach is carried forward into the Stage 2 consultation the risks will not be any greater than predicted.

35. As the degree of strategy application increases through the sequence of options, the risk of failing to deliver, primarily due to lack of certainty of future funding, increases as does the risk of raising public expectations. The Stage 2 consultation leaflet/questionnaire will need to make these risks clear to the residents.

Ward Member comments

36. Not appropriate at this stage.

Non Ruling Group Spokespersons' comments

37. All Members, including Non-Ruling Group Spokespersons were invited to participate in the Stage 1 consultations and will, similarly, have the opportunity to participate in the Stage 2 consultations.

Contact Details

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Chief Officer Responsible for the report:

Ray Chaplin
Acting Assistant Director (City Development &
Transport)
City Strategy
Report Approved Date 16 February 2010

Wards Affected

All

For further information please contact the author of the report

Background Papers:

Guidance for the publication of LTP3, DfT, July 2009
Decisions Session, Executive Member City Strategy 1st September 2009, Item 11
Decisions Session, Executive Member City Strategy 20th October 2009, Item 12
'2010 Budget consultation and Towards a new Local Transport Plan'
Leaflet/questionnaire
2010 Budget consultation and Towards a new Local Transport Plan' questionnaire
analysis
Workshops / meetings summaries

Annexes

Annex A LTP3 Consultation strategy (modified to show change in procedure for reporting Stage 1 consultations).
Annex B Strategy Objectives matrix
Annex C Strategy Option evaluation matrix

LTP3 Consultation Strategy

Consultation stage	Purpose	Timescale	Consultation / communication methods and/ consultees
Issues and priorities	Identify the national, regional and local issues and pressures that are likely to influence LTP3 and seek public/ stakeholder views on setting the priorities for action. Report back through Officer In Consultation (OIC) with Executive Member City Strategy (amended to report back through Decision Session - Executive Member City Strategy)	Oct. 2009 to Jan. 2010 Feb. 2010 (Amended to March 2010)	Citywide consultation leaflet / questionnaire, focus groups/workshops (including Local Strategic Partnership, Quality Bus Partnership, Equalities Fair, business forums 'Talkabout' Panel and back-chat online citizens panel), public exhibitions/events and Council website.
Options and consequences	Present a series of scenarios (options) based on priorities and their potential consequences to seek public/ stakeholder views on informing the policies and measures in LTP3. Report back through Officer In Consultation (OIC) with Executive Member City Strategy	Apr. 2010 to May 2010 May 2010	Citywide consultation leaflet / questionnaire in April issue of 'Your City', focus groups / workshops (including Local Strategic Partnership, Quality Bus Partnership, Equalities Fair, business forums 'Talkabout' Panel and back-chat online citizens panel), public exhibitions/events and Council website
Draft LTP3	Seek public/ stakeholder views on the policies and measures in the draft LTP3. Report back through Executive and take Executive's advice forward for developing full LTP3	Sep 2010 to Oct. 2010 Nov 2010	Reference copies of Draft LTP3 plus leaflets / questionnaires available in Council offices, libraries and leisure centres etc., focus groups / workshops (including Local Strategic Partnership, Quality Bus Partnership, Equalities Fair, business forums 'Talkabout' Panel and back-chat online citizens panel), ward committee meetings, public exhibitions/events and Council website

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Primary Goals (from DaSTS)	Transport Challenges (derived from DaSTS)	York objectives	Strategy approach
Tackling Climate Change	Deliver quantified reductions in greenhouse gas emissions within cities and regional networks, taking account of cross-network policy measures	Reducing the emission of greenhouse gases	'low level of strategy application / minimal achievement' or 'Continue LTP2 / limited achievement'
	Ensure local transport networks are resistant and adaptable to shocks and impacts such as economic shocks, adverse weather, accidents, terrorism and impacts of climate change	Improve the resilience of transport networks to climate change	or Enhanced LTP2 / significant achievement' or
Support Economic Growth	Reduce lost productive time by maintaining or improving the reliability and predictability of journey times on key local routes for business commuting and freight	Improve journey time reliability	Maximum level of strategy application / maximum impact implementation of i) 'smarter choices' pack to influence travel behavior change, whilst ii) improving the efficiency of the transport network to enable the easier movement of people, and iii) making highway safety improvements , in conjunction with iv) better standards for and management of car parking to quality of and manage the demand for car parking, and other conventional and innovative demand management , thereby vi) enabling better public transport services and information under stronger local partnerships
		Improve public transport capacities, frequencies, punctuality, reliability, interchange and quality.	
	Improve the connectivity and access to labour markets of key business centres	Suitable accessible sites and connections	
		Improve accessibility at and connectivity between existing and new residential areas and other services and facilities. Improve connections to key destinations inside and outside the City.	
Promote equality of opportunity	Enhance social inclusion and the regeneration of deprived or remote areas by enabling disadvantaged people to connect with employment opportunities, key local services, social networks and goods through improving accessibility, availability, affordability and acceptability	Improve accessibility to services and employment in all areas of the sub-region(s)	
		Support vulnerable road users	
		Improve affordable alternatives to the car	
Improve quality of life and a healthy natural environment	Minimise the impacts of transport on the natural environment, heritage and landscape and seek solutions that deliver long term environmental benefits	Reducing the emission of pollutants that affect people's quality of life	
		Enhance the city's heritage and landscape	
Better safety, security and health	Reduce the risk of death or injury due to transport accidents	Reduce the number and severity of accidents	
	Reduce crime, fear of crime and anti-social behaviour on city and regional transport networks	Provide secure and safe transport services and facilities	
	Improve the health of individuals by encouraging and enabling more physically active travel	Reduce the impacts of unhealthy lifestyles	

Primary Goals (from DaSTS)	Transport Challenges (derived from DaSTS)	York objectives	Strategy approach
Supporting Sustainable Spatial Growth (extra to DaSTS supporting LDF)	Improve the quality of transport integration into streetscapes and the urban environment	Support the delivery of sustainable communities.	coordinated with coaches, community / voluntary transport, augmented by,
	Enhance well-being and sense of community by creating more opportunities for social contact and better access to leisure activities and the natural environment.	Support the sustainable development of the major development opportunities and sites identified in the Local Development Framework	vii) investigating new solutions for increasing access to opportunities, and viii) improvements to / expansion of the cycle network and ix) improvements to / expansion of pedestrian routes , linking key facilities, together with
	Support the delivery of housing, by facilitating the conditions for the housing to be delivered, while limiting increased congestion.		x) the application of new technologies to reduce emissions , supported by xi) creating and using opportunities for fundin and other contributions improving the network, an... raising awareness of more sustainable transport options, as appropriate

Option 1 - 'low level investment / minimum change

Potential scale of strategy application	Do you agree with the action within this option		York transport objectives	Performance against objective
	Agree	Disagree		
<p>'smarter choices' package</p> <ul style="list-style-type: none"> marketing campaigns establish Smarter Choices Bureau <p>improving the efficiency of the transport network</p> <ul style="list-style-type: none"> Improvements to traffic management systems Removal of some 'pinch-points' Targeted highway maintenance Improved signing for freight <p>highway safety improvements</p> <ul style="list-style-type: none"> Local Safety schemes Road safety education and training <p>updating standards for car parking provision</p> <ul style="list-style-type: none"> Update Parking Standards Introduction of more local parking management schemes 24-hour secure car parks outside city centre (e.g. at Park & Ride sites) <p>conventional and innovative demand management</p> <ul style="list-style-type: none"> Maintain existing levels of car parking availability Small scale reallocation of roadspace to remove pinch-points for public transport, walking and cycling. Better enforcement of vehicle restrictions (use of moving traffic offence enforcement powers) <p>promotion of better public transport services and information under stronger local partnerships</p> <ul style="list-style-type: none"> Driver training. Collection, collation and distribution of service information through various media, including better use of existing and new technologies. Local bus priority measures. 	<input type="radio"/>	<input type="radio"/>	Reducing the emission of greenhouse gases	+
	<input type="radio"/>	<input type="radio"/>	Improve the resilience of transport networks to climate change	N
	<input type="radio"/>	<input type="radio"/>	Improve journey time reliability	+
	<input type="radio"/>	<input type="radio"/>	Improve public transport capacities, frequencies, punctuality, reliability, interchange and quality	+
	<input type="radio"/>	<input type="radio"/>	Suitable accessible sites and connections	N
	<input type="radio"/>	<input type="radio"/>	Improve accessibility at and connectivity between existing and new residential areas and other services and facilities.	++
	<input type="radio"/>	<input type="radio"/>	Improve connections to key destinations inside and outside the City.	N
	<input type="radio"/>	<input type="radio"/>	Improve accessibility to services and employment in all areas of the sub-region(s)	N
	<input type="radio"/>	<input type="radio"/>	Support vulnerable road users	+
	<input type="radio"/>	<input type="radio"/>	Improve affordable alternatives to the car	+
	<input type="radio"/>	<input type="radio"/>	Reducing the emission of pollutants that affect people's quality of life	+
	<input type="radio"/>	<input type="radio"/>	Enhance the city's heritage and landscape	N
	<input type="radio"/>	<input type="radio"/>	Reduce the number and severity of accidents	++
	<input type="radio"/>	<input type="radio"/>	Provide secure and safe transport services and facilities	N
	<input type="radio"/>	<input type="radio"/>	Reduce the impacts of unhealthy lifestyles	+
	<input type="radio"/>	<input type="radio"/>	Support the delivery of sustainable communities	+
	<input type="radio"/>	<input type="radio"/>	Support the sustainable development of the major development opportunities and sites identified in the Local Development Framework	N

Potential scale of strategy application	agree with the action within this option		York transport objectives	Performance against objective
	Agree	Disagree		
<ul style="list-style-type: none"> Stronger/new partnerships with all public transport and community/voluntary transport operators to improve quality, standards and achieve better integration. Interchangeable bus tickets 	○	○		
<p>investigating new solutions for increasing access</p> <ul style="list-style-type: none"> Use of technology for remote access to services Stronger partnerships with the health sector etc. to improve the coordination of appointment times etc, with transport availability, Better planned developments Targeted improvements to the Footstreets Partnerships with businesses 	○	○		
<p>improvements to and expansion of the cycle network</p> <ul style="list-style-type: none"> Completion of the Orbital Cycle Route Other local links and improvements 	○○	○○		
<p>improvements to and expansion of Pedestrian Routes</p> <ul style="list-style-type: none"> Local link improvements 	○	○		
<p>new technologies to reduce emissions</p> <ul style="list-style-type: none"> Re-charging points at Park & Ride sites for electric vehicles (e.g. cars/vans/mopeds) and/or electrically assisted vehicles (electrically assisted cycles). 	○	○		
<p>opportunities for funding and other contributions</p> <ul style="list-style-type: none"> Pursue government and/or developer contributions for improvements on the A1237, and other schemes 	○	○		

Option 2 – ‘medium level investment / moderate change’

Potential scale of strategy application	Do you agree with the action within this option		York transport objectives	Performance against objective
	Agree	Disagree		
<p>‘smarter choices’ package As for ‘low level of investment / minimum change’ option except</p> <ul style="list-style-type: none"> marketing campaigns replaced by marketing campaigns and events establish Smarter Choices Bureau replaced by ‘Smarter Choices’ office <p>and</p> <ul style="list-style-type: none"> Personalised travel planning Promotion of public transport services for visiting York <p>improving the efficiency of the transport network As for ‘low level of investment / minimum change’ option and</p> <ul style="list-style-type: none"> More proactive planning of the network Review the operation of bus lanes Targeted junction improvements Investment in and better use of technology Improved transport integration <p>highway safety improvements As for ‘low level of investment / minimum change’ option and</p> <ul style="list-style-type: none"> Safety and access improvements in villages <p>updating standards for car parking provision As for ‘low level of investment / minimum change’ option and</p> <ul style="list-style-type: none"> More proactive travel planning in new development to reduce the demand for parking More and better parking for powered two wheelers (PTWs) <p>conventional and innovative demand management As for ‘low level of investment / minimum change’ option except</p> <ul style="list-style-type: none"> Small scale reallocation of roadscape to remove pinch-points for public transport, walking and cycling. replaced by Reallocation of roadscape to improve ease of passage for public transport, walking and cycling. 	○	○	Reducing the emission of greenhouse gases	++
	○	○	Improve the resilience of transport networks to climate change	N
	○	○	Improve journey time reliability	+
	○	○	Improve public transport capacities, frequencies, punctuality, reliability, interchange and quality	+++
	○	○	Suitable accessible sites and connections	N
	○	○	Improve accessibility at and connectivity between existing and new residential areas and other services and facilities.	++
	○○○○	○○○○	Improve connections to key destinations inside and outside the City.	+
	○○○○	○○○○	Improve accessibility to services and employment in all areas of the sub- region(s)	+
	○	○	Support vulnerable road users	++
	○	○	Improve affordable alternatives to the car	++
	○	○	Reducing the emission of pollutants that affect people’s quality of life	+
	○	○	Enhance the city’s heritage and landscape	+
	○	○	Reduce the number and severity of accidents	++
	○	○	Provide secure and safe transport services and facilities	+
	○	○	Reduce the impacts of unhealthy lifestyles	+
	○	○	Support the delivery of sustainable communities	+
○	○	Support the sustainable development of the major development opportunities and sites identified in the Local Development Framework	N	

Potential scale of strategy application	Do you agree with the action within this option		York transport objectives	Performance against objective
	Agree	Disagree		
<p>and</p> <ul style="list-style-type: none"> Stronger freight quality partnership Better enforcement of planning controls over the inappropriate use of land for (cheap) privately owned, public car parking. <p>promotion of better public transport services and information under stronger local partnerships</p> <p>As for 'low level of investment / minimum change' option except</p> <ul style="list-style-type: none"> Local bus priority measures replaced by Trial corridor improvements under a Statutory Quality Contract Interchangeable bus tickets replaced by Integrated (smartcard) ticketing system <p>and</p> <ul style="list-style-type: none"> Review bus lanes Invest in new rail stations where appropriate Promote better use of rail services to/from York Improve the 'journey experience' on selected Park & Ride services <p>investigating new solutions for increasing access</p> <p>As for 'low level of investment / minimum change' and</p> <ul style="list-style-type: none"> Trialling strategic cycle routes through the city centre <p>improvements to and expansion of the cycle network</p> <p>As for 'low level of investment / minimum change' option and</p> <ul style="list-style-type: none"> Cycle route maintenance programme Cycle routes to villages Air pumps at various locations to enable cyclists to pump up tyres once a cycle journey has started 	<p><input checked="" type="radio"/> <input checked="" type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p> <p><input type="radio"/> <input type="radio"/></p>			

Option 3 - High level of investment / significant change

Potential scale of strategy application	Do you agree with the action within this option		York transport objectives	Performance against objective
	Agree	Disagree		
<p>‘smarter choices’ package As ‘medium level of investment / moderate change’ option except</p> <ul style="list-style-type: none"> marketing campaigns and events replaced by Large scale marketing and promotion and Proactive engagement with businesses, schools and residents More effective monitoring of travel plans <p>improving the efficiency of the transport network As for ‘medium level of investment / moderate change’ option except:</p> <ul style="list-style-type: none"> Targeted highway maintenance replaced by Highway maintenance programme <p>highway safety improvements As for ‘medium level of investment / moderate change’ option except</p> <ul style="list-style-type: none"> Local Safety schemes replaced by Route Assessments <p>updating standards for car parking provision As for ‘medium level of investment / moderate change’ option and</p> <ul style="list-style-type: none"> Improve quality (including local information) and security at car parks <p>conventional and innovative demand management As for ‘medium level of investment / moderate change’ option and</p> <ul style="list-style-type: none"> Establish and enforce a low emission zone(s), where appropriate Selective vehicular access restrictions Coordinated freight deliveries <p>promotion of better public transport services and information under stronger local partnerships As for ‘medium level of investment / moderate change’ option and</p> <ul style="list-style-type: none"> ‘Superstops’ at selected locations Linked cross-city Park & Ride services 	<input type="radio"/>	<input type="radio"/>	Reducing the emission of greenhouse gases	+++
	<input type="radio"/>	<input type="radio"/>	Improve the resilience of transport networks to climate change	N
	<input type="radio"/>	<input type="radio"/>	Improve journey time reliability	++
	<input type="radio"/>	<input type="radio"/>	Improve public transport capacities, frequencies, punctuality, reliability, interchange and quality	+++
	<input type="radio"/>	<input type="radio"/>	Suitable accessible sites and connections	+
	<input type="radio"/>	<input type="radio"/>	Improve accessibility at and connectivity between existing and new residential areas and other services and facilities.	+++
	<input type="radio"/>	<input type="radio"/>	Improve connections to key destinations inside and outside the City.	++
	<input type="radio"/>	<input type="radio"/>	Improve accessibility to services and employment in all areas of the sub- region(s)	++
	<input type="radio"/>	<input type="radio"/>	Support vulnerable road users	+++
	<input type="radio"/>	<input type="radio"/>	Improve affordable alternatives to the car	+++
	<input type="radio"/>	<input type="radio"/>	Reducing the emission of pollutants that affect people’s quality of life	++
	<input type="radio"/>	<input type="radio"/>	Enhance the city’s heritage and landscape	+
	<input type="radio"/>	<input type="radio"/>	Reduce the number and severity of accidents	+++
	<input type="radio"/>	<input type="radio"/>	Provide secure and safe transport services and facilities	++
	<input type="radio"/>	<input type="radio"/>	Reduce the impacts of unhealthy lifestyles	++
<input type="radio"/>	<input type="radio"/>	Support the delivery of sustainable communities	++	
<input type="radio"/>	<input type="radio"/>	Support the sustainable development of the major development opportunities and sites identified in the Local Development Framework	+	

Potential scale of strategy application	Do you agree with the action within this option		York transport objectives	Performance against objective
	Agree	Disagree		
<p>Improvements to and expansion of pedestrian routes As for 'medium level of investment / moderate change' option and</p> <ul style="list-style-type: none"> • Improve pedestrian routes to peripheral city-centre car parks • Improve pedestrian links between the Footstreets and adjacent areas • Improve pedestrian routes to York rail station <p>new technologies to reduce emissions As for 'medium level of investment / moderate change' option and</p> <ul style="list-style-type: none"> • Air quality monitoring upgrade programme • Establish and enforce low emission zone(s) • Extended electric vehicle charging point programme • Alternative fuels (within low emission strategy) <p>creating and using opportunities for funding and other contributions As for 'medium level of investment / moderate change' option and</p> <ul style="list-style-type: none"> • Work in partnership with Network Rail and train operating companies to deliver new rail stations and other rail improvements (e.g. completion of Haxby station and Parkway stations) • Developer Tariff – community Infrastructure Levy 	<p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p>	<p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p> <p><input type="radio"/></p>		

Option 4 – very high level of investment / substantial change

Potential scale of strategy application	Do you agree with the action within this option		York transport objectives	Performance against objective	
	Agree	Disagree			
<p>‘smarter choices’ package As ‘high level of investment / substantial change’ option.</p> <p>improving the efficiency of the transport network As ‘high level of investment / substantial change’ option and</p> <ul style="list-style-type: none"> • Multi-modal transshipment centre • Full-Scale review of the transport network • Dualling the A1237 • Extensive junction improvement programme • New bridge(s) over river(s) and railway(s) • Comprehensive highway maintenance programme (coordinated with utilities) • Pursue electrification of rail routes and other track upgrades <p>highway safety improvements As ‘high level of investment / substantial change’ option</p> <p>updating standards for car parking provision As ‘high level of investment / substantial change’ option and</p> <ul style="list-style-type: none"> • Cashless Park & Ride payment system • Wetherby Road Park & Ride • Long-term (overnight) parking (linked to overnight rail trips) • Better use of existing/new technology for car parking payment and monitoring • Car parks at strategic locations adjacent to public transport routes • Innovative car park designs • Priority parking for multiple occupancy vehicles 	○	○	Reducing the emission of greenhouse gases	+++	
				Improve the resilience of transport networks to climate change	+
				Improve journey time reliability	+++
				Improve public transport capacities, frequencies, punctuality, reliability, interchange and quality	+++
		○○○○	○○○○	Suitable accessible sites and connections	++
		○○	○○	Improve accessibility at and connectivity between existing and new residential areas and other services and facilities.	+++
		○○	○○	Improve connections to key destinations inside and outside the City.	+++
				Improve accessibility to services and employment in all areas of the sub- region(s)	+++
		○	○	Support vulnerable road users	+++
				Improve affordable alternatives to the car	+++
				Reducing the emission of pollutants that affect people’s quality of life	+++
		○○○○	○○○○	Enhance the city’s heritage and landscape	++
		○○	○○	Reduce the number and severity of accidents	+++
		○	○	Provide secure and safe transport services and facilities	+++
		○	○	Reduce the impacts of unhealthy lifestyles	+++
		○○	○○	Support the delivery of sustainable communities	++
			Support the sustainable development of the major development opportunities and sites identified in the Local Development Framework	++	

Potential scale of strategy application	Do you agree with the action within this option		York transport objectives	Performance against objective
	Agree	Disagree		
<p>conventional and innovative demand management As 'high level of investment / substantial change' option except</p> <ul style="list-style-type: none"> Selective vehicular access restrictions replaced by Area-wide vehicle restrictions <p>and</p> <ul style="list-style-type: none"> Road user charging (RUC) linked to low-emission strategy/zones <p>promotion of better public transport services and information under stronger local partnerships As 'high level of investment / substantial change' option except</p> <ul style="list-style-type: none"> Trial corridor improvements under a Statutory Quality Contract scheme replaced by Full scale city-wide 'statutory quality contract' bus services. Stronger/new partnerships with all public transport and community/voluntary transport operators to improve quality, standards and achieve better integration replaced by Other stronger/new partnerships with all public transport and community/voluntary transport operators to improve quality, standards and achieve better integration. Enhanced demand responsive transport (DRT) services replaced by Comprehensive demand responsive transport service(s) <p>and</p> <ul style="list-style-type: none"> Regulated subsidised fares Contact-less integrated ticketing using bank cards Tram-Train Expanded and upgraded community transport vehicle fleet with new scheduling system Ultra-low-emission buses Coach park & visitor centre with enhanced coach drop-off points Improved public transport links to surrounding towns (beyond York's boundary) 	<p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○○</p> <p>○○</p> <p>○○</p> <p>○○</p> <p>○○</p> <p>○○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p>	<p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○○</p> <p>○○</p> <p>○○</p> <p>○○</p> <p>○○</p> <p>○○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p>		

Potential scale of strategy application	Do you agree with the action within this option		York transport objectives	Performance against objective
	Agree	Disagree		
<p>investigating new solutions for increasing access As 'high level of investment / substantial change' option except</p> <ul style="list-style-type: none"> Implement low cost measures within the City Centre Accessibility Framework replaced by Full implementation of measures within the City Centre Accessibility Framework <p>and</p> <ul style="list-style-type: none"> Better use of waterways Reinstate York-Beverly rail line <p>improvements to and expansion of the cycle network As 'high level of investment / substantial change' option except</p> <ul style="list-style-type: none"> Completion of the Orbital Cycle Route replaced by Completion of comprehensive cycle network <p>and</p> <ul style="list-style-type: none"> Cycle hub(s) Better general cycle parking facilities Floating cycle parks on waterways City-wide cycle hire scheme <p>improvements to and expansion of Pedestrian Routes As 'high level of investment / substantial change' option and</p> <ul style="list-style-type: none"> Pedestrian 'Galleries' in the Footstreets area Coordinated street furniture Improved pedestrian routes across A1237 (and A64) Integrated CCTV system (in support of night-time economy) <p>new technologies to reduce emissions As 'high level of investment / substantial change' option and</p> <ul style="list-style-type: none"> Real-time air quality monitoring system linked to Urban Traffic Management Control system). <p>opportunities for funding and other contributions As 'high level of investment / substantial change' option and</p> <ul style="list-style-type: none"> Pursue 'Transport Innovation Fund' finance 	<p>○</p> <p>○○</p> <p>○</p> <p>○○○○</p> <p>○</p> <p>○○○</p> <p>○</p> <p>○</p> <p>○</p> <p>○</p>	<p>○</p> <p>○○</p> <p>○</p> <p>○○○○</p> <p>○</p> <p>○○○</p> <p>○</p> <p>○</p> <p>○</p>		

Key to table

+++	=	substantial positive change
++	=	significant positive change
+	=	some positive change
N	=	neutral / no change
-	=	some negative change
--	=	significant negative change
---	=	substantial negative change