



**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: Tuesday, 4 May 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, 30 April 2010**.

3. Minutes

(Pages 3 - 6)

To approve and sign the minutes of the meeting held on 8 March 2010.

4. Called-in Item: Traffic Congestion Final report Part 1 (Pages 7 - 40)

To consider the decisions made by the Executive on 13 April 2010 with regard to the above item, which have been called in by Councillors D'Agorne, Hudson and Merrett 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.

Note: The annexes to the Scrutiny Committee's final report have been made available on-line only and are not included in the agenda pack or the printed copies.

5. Urgent Business

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

Democracy Officer:

Name : Fiona Young

Contact Details:

- Telephone : 01904 551027
- E-mail : fiona.young@york.gov.uk

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

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- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
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Holding the Executive to Account

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

Committee Minutes

MEETING	SCRUTINY MANAGEMENT COMMITTEE (CALLING IN)
DATE	8 MARCH 2010
PRESENT	COUNCILLORS HEALEY (CHAIR), FUNNELL (VICE-CHAIR), ORRELL, SCOTT, SIMPSON- LAING, TAYLOR, WAUDBY AND HYMAN (SUB FOR CLLR R WATSON)
APOLOGIES	COUNCILLOR R WATSON

41. DECLARATIONS OF INTEREST

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

Councillor Simpson-Laing declared a personal non prejudicial interest in the called in report as a member of the Traffic Congestion Ad Hoc Scrutiny Committee.

42. PUBLIC PARTICIPATION

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

43. MINUTES

RESOLVED: That the minutes of the last meeting of the Scrutiny Management Committee (Calling In) meeting held on 25 January 2010 be approved and signed by the Chair as a correct record.

44. CALLED-IN ITEM: CITY OF YORK'S LOCAL TRANSPORT PLAN 3 - STAGE 1 CONSULTATION RESULTS AND PREPARATIONS FOR STAGE 2 (OPTIONS AND IMPACTS) CONSULTATION

Members received a report which asked them to consider a pre-decision call-in of an item related to the City of York's Local Transport Plan 3 – Stage 1 consultation results and preparations for Stage 2 (options and impacts) consultation which had appeared as item 5 on the agenda for the Decision Session of the Executive Member for City Strategy held on 2 March 2010.

The original report to the Executive Member was attached as Annex A to the report and a copy of the Executive Member's provisional decisions made at his meeting on 2 March were circulated at the meeting, for information.

The pre decision call in had been made by Cllrs Merrett, D'Agorne and Hudson on the grounds 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.*

Members were invited to decide that there were either no grounds to make specific recommendation to the Executive Member in respect of the report (Option A) or to make specific recommendations to the Executive Member on the report (Option B).

Councillor Merrett addressed the meeting on behalf of the Calling-In Members. He referred to the work of the Traffic Congestion Ad Hoc Scrutiny Committee and to their interim recommendations in relation to short and medium terms measures which, it had been agreed on 3 February 2009, would be fed into the LTP3 document. He questioned how the recommendations of the Scrutiny Committee would be taken into account in the LTP3 process. He went onto refer to the questionnaire, particularly to the overlap in questions in the two questionnaires and to the confusion this would cause residents. Finally he referred to the options section in which disagreement with one component would result in some of the options no longer being credible.

Councillor Hudson also spoke as a Calling-In member and referred to the three years spent by Scrutiny Committee members on putting together a vision and options for improvements in traffic congestion in the city. He confirmed that it had been agreed that the findings of the Scrutiny Committee's questionnaire would be taken into account in LTP3 and he felt that traffic congestion was such an important issue for the City that the consultation on LTP3 should be delayed to allow time to incorporate results from the scrutiny questionnaire.

Officers confirmed that Annex C had only set out all the options to be included in the strategy questionnaire and that this was not meant to be the final version. It was confirmed that the complex information would be simplified.

Officers displayed the first draft of the four page questionnaire and referred to the reference included to the outcome of the Traffic Congestion Scrutiny Committee. It was pointed out that there may be timescale issues in relation to the analysis of the traffic congestion survey results and their inclusion in the LTP3 questionnaire.

Members questioned details of timescales for the availability of the traffic congestion survey, print deadlines and the timing for distribution of the LTP3 questionnaire. Officers expressed concern at any lengthy delays, which could affect the March 2011 deadline for completion of the strategy.

After a full debate, Cllr Orrell moved and Cllr Scott seconded, that Option B be approved and that the Executive Member reconsider the matter on 9 March 2010, on the basis of the reasons given for the call-in and the request to delay consultation on /LTP3 until after the General Election, to enable the results of the traffic congestion consultation to be analysed. It was then unanimously

- RESOLVED:
- i) That Option B be approved and the report be referred back to the Executive Member for the reasons as set out in the call-in;
 - ii) That the Executive Member be recommended to delay the City of York's Local Transport Plan 3 consultation until after the General Election;
 - iii) That the final draft consultation questionnaire be sent out to members of the Traffic Congestion Ad Hoc Scrutiny Committee for their comments;
 - iv) That Officers prepare a timeline of indicative dates to meet the final Strategy deadline of March 2011.

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 decision.

CLLR P HEALEY, Chair

[The meeting started at 5.00 pm and finished at 6.05 pm].

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**Scrutiny Management Committee
(Calling – In)****4 May 2010****Report of the Head of Civic, Democratic and Legal Services****Called-in Item: Traffic Congestion Final report Part 1****Summary**

1. This report sets out the reasons for the call-in of the decisions made by the Executive on 13 April 2010 in relation to the a report which presented the findings of the Traffic Congestion Ad Hoc Scrutiny Committee following their review of Traffic Congestion in York. 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 1 to this report. This sets out the decisions taken by the Executive on the called-in item, together with a list of Executive comments on the Scrutiny Committee's report. The original report to the Executive is attached as Annex 2.
3. Councillors D'Agorne, Hudson and Merrett 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 that:

“Just noting the Traffic Congestion Ad Hoc Scrutiny's (interim) final report on the terms stated is not an appropriate or adequate response and the Executive should consider the various recommendations and say yes or no to them, or make amended argued decisions as appropriate.”

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 5 May 2010.

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 11 of Annex 2 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:

Dawn Steel
Democratic Services Manager
01904 551030
email:
dawn.steel@york.gov.uk

Chief Officer Responsible for the report:

Head of Civic, Democratic and Legal Services

Report Approved **Date**

Specialist Implications Officer(s) None

Wards Affected:

All

For further information please contact the author of the report

Annexes

Annex 1 – decisions of the Executive on the Traffic Congestion Final Report Part 1 (extract from decision list published after the meeting on 13/4/10) and list of Executive comments on the report

Annex 2 – report to Executive meeting held on 13/4/10

Background Papers

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

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EXECUTIVE

TUESDAY, 13 APRIL 2010

DECISIONS

**5. TRAFFIC CONGESTION FINAL REPORT PART
1**

RESOLVED: That the views of the Traffic Congestion Ad Hoc Scrutiny Committee be noted and that where appropriate they, together with the Officer updates and the comments of the Executive as set out in the annex to these minutes, be fed into the build process for the Local Transport Plan 3:

REASON: In order to provide an appropriate response to the findings of the Traffic Congestion Ad Hoc Scrutiny Committee.

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Recommendations	Additional officer information	Executive comment
<p>A) Recommendations to be implemented in the <u>short term</u> i.e. included as part of the preparatory and ongoing work for LTP3</p>	<ul style="list-style-type: none"> • 2010/11 Capital Programme approved at DSEMCS on 02 March 2010 • the ad hoc scrutiny report forms part of the LTP3 evidence base and will be considered and developed as part of the LTP3 process 	<ul style="list-style-type: none"> • Short term is defined as <u>2010/11</u> in the report. It should be noted that there is little scope for change during the present year as the budgets have already been set
<p>(i). Strengthen the place of transport policy in future versions of York’s Sustainable Community Strategy to recognise its importance in the life of the city and the importance of tackling congestion to its’ residents</p>	<ul style="list-style-type: none"> • WoW Board is a stakeholder for LTP3, which is intended to harmonise with a refreshed Sustainable Community Strategy (SCS) 	<ul style="list-style-type: none"> • Support as a generalised comment. The Sustainable Community Strategy is updated periodically (but not “owned” by Council). The LSP will continue to be consulted on LTP3.
<p>(ii) Commission a detailed study involving stakeholders, of a future long term Transport Strategy to 2025 and beyond based around the scenarios emerging from the consultation.</p>	<ul style="list-style-type: none"> • Long Term Strategy, already drafted, will be reviewed / updated, as appropriate, as part of the LTP3 ‘dialogue’ in summer 2010 and as part of the work to understand LDF requirements. 	<ul style="list-style-type: none"> • There will be further consultation on the LTP3 in late summer. Regular reviews are built into the timetable for implementing LTPs
<p>(iii). Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City</p>	<ul style="list-style-type: none"> • LTP has no fixed end date as yet. The review periods and engagement for reviewing / updating LTP3 could be set out in the first edition of LTP3 	<ul style="list-style-type: none"> • See ii

Recommendations	Additional officer information	Executive comment
<p>(iv) Adopt the transport hierarchy detailed in paragraph 19 of the Final Report</p>	<ul style="list-style-type: none"> • Many of the measures will be examined in the ‘dialogue’ and as part of the development for LTP3. • No mention has been specifically made about making better use of (all forms of) public transport, financial stimuli or other demand management measures. 	<ul style="list-style-type: none"> • The proposed hierarchy seems somewhat naive and assumes, for example, technology progress (5th priority) which may not happen for many years • Priority 7 is actually a short term reality as "stop start" technology is already with us and being fitted to an growing number of vehicles.
<p>(v) Fund the development of a comprehensive ‘Smart Choice’ package including personalised journey planning to maximise modal shift together with a re-invigoration of ‘Travel Plans’, ensuring they are implemented, monitored and periodically updated</p>	<ul style="list-style-type: none"> • Correct terminology is ‘smarter choices’ • Almost a totally revenue funding dependent activity. Additional staff resource would also be required. • Work on travel plans with businesses is underway through the cycling city programme and work is being undertaken on the CYC TP. • Assume this is referring to workplace rather than school travel plans (or both?) 	<ul style="list-style-type: none"> • Budget amendment, to provide more funding in 10/11 for smarter choices ,was defeated at February Council meeting, but there is already capacity available to continue work on cycling, home to school travel planning etc.

Recommendations	Additional officer information	Executive comment
<p>(vi) Re-acknowledge the role of city centre car park availability and fee levels relative to bus fares in influencing modal choice, whilst taking account of the short term economic situation and recognising the importance of both imperatives. Remove car park charges from the budget process entirely and set them as part of a longer term policy approach to both transport and the city centre economy</p>	<ul style="list-style-type: none"> • Car parking availability and price is a useful demand management tool and it would be possible to maintain a closer link but it would have revenue implications • City centre car parking charges should be considered in parallel with Park & Ride fares. This, rather than 'bus fares' per se, is the key issue if traffic congestion in York is to be reduced. 	<ul style="list-style-type: none"> • Opaque recommendation. Use of municipal car parks in central York has reduced since the economic recession started and prior to that levels were stable. The introduction of new electronic ticket machines – now working in the Piccadilly car park - offers the opportunity to make differential charges at less busy times of day. • It is simply not possible to detach car parking income (worth £7 million a year to the Council) from the budget setting process
<p>(vii) Ensure the current local development control policies on limiting city centre car parks are enforced and further tightened up within the new Local Development Framework</p>	<ul style="list-style-type: none"> • Limitations of powers available to CoYC in preventing some car parks opening and operating. • Resource implications of identifying car parks operating without consent and subsequent granting of consent or enforcement (closing down) • NYP are represented on the Quality Bus Partnership and provide advice/assistance where resources permit to address the concerns presented. 	<ul style="list-style-type: none"> • Agreed but enforcement may not be straight forward

Recommendations	Additional officer information	Executive comment
<p>(viii) Seek an agreed traffic enforcement strategy with North Yorkshire Police for the York area and establish an on-going delivery partnership arrangement to address issues including:</p> <ul style="list-style-type: none"> • Bus priorities • Road safety • On-street parking • School no parking zones • Considerate road user campaigns across all modes 	<ul style="list-style-type: none"> • Will be affected by the future transference of 'policing' moving traffic offences from the Police to CoYC which will be considered by Network Mgt once appropriate regulations have been made (will check further on this) 	<ul style="list-style-type: none"> • What was NYP reaction to this suggestion? Presumably they were invited to comment by the congestion committee? It is unfortunate that this is not detailed in the report. • If the Police have not been consulted then officers are requested to do so. • There does seem to be potential scope for more enforcement of minor traffic offences using PCSO and civil enforcement (parking warden) resources.
<p>(ix) Make representations to Government in relation to the roll out powers to non London authorities on enforcement issues possibly through the Sustainable Communities Act</p>	<ul style="list-style-type: none"> • Not sure what enforcement issues are referred to, if it is moving traffic offences then awaiting appropriate regulations to be implemented? Would involve purchase of camera equipment, poss additional resourcing to process. 	<ul style="list-style-type: none"> • Remains to be seen what happens to the SCA. • Need to understand what enforcement issues we talking about? • What are the cost implications?

Recommendations	Additional officer information	Executive comment
<p>(x) Undertake an early comprehensive review of the current bus network in terms of appropriate changes to match changing development patterns and gaps etc, since the 2002 review</p>	<ul style="list-style-type: none"> • First Group, in partnership with the Council reviewed and radically reformed their bus network in 2001/2. • CoYC is currently in discussion with First Group concerning a review of their bus operations. • York’s tendered bus services were reviewed as part of a bus study in January 2009. A further review will be undertaken to inform the procurement of bus services (2011) 	<ul style="list-style-type: none"> • Agreed: This is already underway and there are plans to relaunch the partnership agreements with local bus service providers later in the year
<p>(xi) Undertake an urgent review of the Council’s bus strategy, taking into account the new powers in the recent transport act, so as to move towards a bus network that is completely integrated from the bus users point of view, including integrated ticketing and day round services, to include:</p>	<ul style="list-style-type: none"> • Although no longer a requirement to produce a separate Bus Strategy, LTP3 is likely to reference a fully updated Bus Strategy. • A trial ‘Quality Contract’ will be considered in the procurement of services for the new Park & Ride services 	<ul style="list-style-type: none"> • Plans exist for a trial Statutory Quality Contract (SQC) although a Statutory Quality Partnership (SQP) might be a cheaper and quicker option to implement. • Discussions are ongoing re cross ticketing but there are cost and practical issues. First are pressing ahead on the development of a smart card payment option for their fleet in Yorkshire.
<p>(xi) a) Examining how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be</p>	<ul style="list-style-type: none"> • Connectivity is one of the fundamental principles in LTP3, so it will examine how best to connect people from home to 	<ul style="list-style-type: none"> • Some users have transferred from being paying passengers to concession holders but overall bus passenger numbers are stable.

Recommendations	Additional officer information	Executive comment
reversed	work and will examine the role of buses in the commute <ul style="list-style-type: none"> • CoYC currently developing bilateral partnership agreements with all York bus operators 	Recently there has been a minor decline in volumes – as there has been on all modes of transport – because of the recession; but less than in other Cities. <ul style="list-style-type: none"> • The Council is already discussing the possible introduction improvements with operators including “express” services to cater for specific travel needs (e.g. to serve the University expansion) • We have already agreed to refresh partnership arrangements with bus operators
(xi) b) Ensuring positive promotion of bus network and bus usage including passenger information	<ul style="list-style-type: none"> • Better information for passengers was one of the proposed actions in the (abandoned) LTP3 stage 2 city-wide consultation • The marketing sub-group of the Quality Bus Partnership is currently working on a strategy to deliver improved web based and at-stop bus information pooling the resources of both CoYC and the bus operators 	<ul style="list-style-type: none"> • Agreed

Recommendations	Additional officer information	Executive comment
(xi) c) Improving the quality of interchange points between public transport modes and between routes with designated interchange stops, and coordinate bus timings	<ul style="list-style-type: none"> • Although improved interchange(s) has been an aspiration since before LTP1 there is no quantitative evidence yet to support the need. • A comprehensive survey of bus users is planned to better understand what interchange journeys are currently being made and what latent demand exists for interchange journeys 	<ul style="list-style-type: none"> • Unlikely to be solved entirely in a short term (12 month) project but is a worthy longer term objective
(xi) d) Prioritising the provision of timetable displays and bus shelters at all bus stops	<ul style="list-style-type: none"> • The marketing sub-group of the Quality Bus Partnership is currently working on a strategy to deliver improved web based and at-stop bus information pooling the resources of both CoYC and the bus operators 	<ul style="list-style-type: none"> • The Scrutiny Committee should be more specific in identifying which bus stops do not have timetables. (Providing timetable information is a responsibility of the bus operator)
(xi) e) Requesting that local bus companies continue to revise bus timetables to provide more accurate and credible timings, and work to them	<ul style="list-style-type: none"> • VQP/SQP/SQC issue • Current government consultation out for bus operators to engage with local government before registering bus timetables 	<ul style="list-style-type: none"> • Any changes to bus timetables need to be coordinated to avoid confusion for passengers.
(xi) f) Improving access to York District Hospital from all parts of the city, which may involve route revisions and through ticketing. Demand for parking at and around the Hospital as well as improved	<ul style="list-style-type: none"> • York Hospital aiming to become a 'Secondary Care Plus' centre? The implications of this will need to be examined with the York Hospitals NHS Foundation Trust 	<ul style="list-style-type: none"> • While direct services to hospital are desirable for many, the road network means that buses from the WEST of the City would have to be routed through St Leonards

Recommendations	Additional officer information	Executive comment
<p>access can be achieved by ensuring the extension of Park & Ride services to include the Hospital</p>	<p>as part of the LTP3 'dialogue'</p> <ul style="list-style-type: none"> • Improved bus stop facilities (closer to main entrance) planned as part of the hospital's internal road layout & parking changes 	<p>Place rather than the, more popular with most passengers, Pavement area. Any change needs to be subject to full consultation.</p> <ul style="list-style-type: none"> • We have already agreed to route the new Wigginton Road Park and Ride service via the hospital (but not before 2011). • Cross bus ticketing still being discussed with bus operators who now seem to see some advantages in finding a system that works for them all
<p>(xii) Introduce a Bus Champion for the City to support City Strategy and bus operators in re-invigorating the Quality Bus Partnership, and use them to:</p>	<ul style="list-style-type: none"> • Better delivered through VQP/SQP/SQC • The Quality Bus Partnership has an independent chairperson. Would the 'Champion' be a Cllr, member of Bus Users UK, or something else? 	<ul style="list-style-type: none"> • The champion role is one that could be taken over by the independent Chair of the QBP
<p>(xii) a) Examine and implement ways of improving bus boarding times, whilst avoiding penalising occasional and less well off bus users</p>	<ul style="list-style-type: none"> • Ongoing discussions with bus operators concerning the possible introduction of off bus ticketing 	<ul style="list-style-type: none"> • Assumed to a coded message re off bus ticket sales. Off bus ticket sales have the advantage of reducing boarding times and hence the speed of the service. However, previous trials of a (mainly) off bus sales strategy on a service in 2006 were disappointing. Will be easier

Recommendations	Additional officer information	Executive comment
		when a smartcard product is universally available
(xii) b) Identify underused bus services and undertake those measures that would most effectively stop the current decline in bus usage i.e. ticketing and marketing measures for all services, holding down bus fare levels, increased non-concessionary bus priorities, influencing public attitudes and tackling outstanding issues from the 2001 Steer Davies review	<ul style="list-style-type: none"> • Bus services are being reviewed in relation to the changing shape and demands of the city. • Changes to services are currently limited by operators willingness change them as part of their business model • Current DfT consultation is reviewing Local Government powers to set maximum fares on a subsidised basis 	<ul style="list-style-type: none"> • It is unclear what is meant by “increased non-concessionary bus priorities” • The Council currently does not have powers to control bus ticket pricing (in 2010)
(xii) c) Review the operation and delivery of the BLISS real time bus information display system and agree a comprehensive programme for its early roll out across the whole network, with local bus operators	<ul style="list-style-type: none"> • Strategic approach to rolling-out BLISS / RTPi is required • 100% of First York, Coastliner, Transdev York & EYMS buses operating in York area are fitted with RTPi. York Pullman to be fitted in 2010/11. 	<ul style="list-style-type: none"> • There would be significant cost implications in rolling out Real Time displays at every bus stop? Does the Congestion committee really mean that? Certainly couldn't be done during 2010? • The vast majority of buses operating in York already are equiped to provide RTPi
(xii) d) Review loading and parking restrictions and their enforcement on bus routes with bus operators and the Police	<ul style="list-style-type: none"> • An activity to be undertaken by the QBP performance sub-group 	<ul style="list-style-type: none"> • Agreed although it is unlikely to be completed by the end of 2010/11
(xii) e) Work with partners in the wider York area	<ul style="list-style-type: none"> • Considering York in the wider area is an important factor in LTP3 	<ul style="list-style-type: none"> • Agreed

Recommendations	Additional officer information	Executive comment
(xiii) Drive through early implementation of full DDA compliance for all Council vehicles used by Social Services and council procured bus services, and CCTV in taxis and private hire vehicles	<ul style="list-style-type: none"> • Local bus services procured in 2011 will require full DDA compliance. Current contracts are comply with DPTAC regulations • The vast majority of buses in York are DDA compliant • Might be considered within the 'York Taxi Accreditation Scheme' (refer to Dick Haswell) 	<ul style="list-style-type: none"> • The vast majority of buses in York are DDA compliant. New Dial and Ride buses meet high accessibility standards. • Unclear who will pay for CCTV in Taxis and Private hire and what the cost of so doing would be?
(xiv) Ensure better pedestrian priority at traffic signals and in road & junction layouts to simplify and speed up pedestrian crossing times whilst minimising the knock on consequences	<ul style="list-style-type: none"> • Puffin technology used in all new installations and on upgrades which also has safety benefits. • Signal timings are currently looked at on a case by case basis. 	<ul style="list-style-type: none"> • Is being done as the capital works programme rolls around City, but won't be completed in 2010 other than at sites which are already programmed (e.g. Blossom Street)
(xv) Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns	<ul style="list-style-type: none"> • agreed 	<ul style="list-style-type: none"> • Agreed. Already being done through cycling City
(xvi) Reinvigorate cycling in York using the 'Cycling City' initiative and funding by:		
(xvi) a) tackling key gaps in the network and difficult locations i.e. bridges, key radials and junctions, as identified by the 2003/4 cycling scrutiny review but as yet not implemented	<ul style="list-style-type: none"> • Requires commitment from all parties to difficult decisions and implications. • Cycling scrutiny review was some time ago would be useful for electronic report to be made 	<ul style="list-style-type: none"> • Is being done this year (see capital programme). Did the congestion committee have something else in mind?

Recommendations	Additional officer information	Executive comment
	available (not available on intranet)	
(improving planning processes to ensure adequate consideration is given in new designs to cycling	<ul style="list-style-type: none"> officers with responsibility for walking and cycling facilities are involved in the response to pre-planning and planning applications 	<ul style="list-style-type: none"> “new designs to cycling” If this means layouts on new developments to accommodate optimised cycle routes then that is being done.
(xvi) b) relaunching Cycling Forum to give stakeholders the opportunity to shape future cycling policies and proposals, and to encourage partnership work	<ul style="list-style-type: none"> Second meeting will be in May/June 2010 	<ul style="list-style-type: none"> Relaunched about a year ago
(xvii)The Cycling Champion for York to:		
(xvii) a) ensure cycling measures are focused around what will make a difference	<ul style="list-style-type: none"> Officers would welcome any further in put the cycle champion is able to provide 	<ul style="list-style-type: none"> This is what he is already doing
(xvii) b) promote considerate road user behaviour by cyclists	<ul style="list-style-type: none"> ditto 	<ul style="list-style-type: none"> This is what he is already doing
(xvii) c) engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers	<ul style="list-style-type: none"> ditto 	<ul style="list-style-type: none"> This is what he is already doing
(xviii) Undertake an urgent review of the Air Quality Management Plan with a view to taking more radical action to eliminate the health risks associated with York’s NO2 hotspots, by the EU deadline of 2010. This should include:	<ul style="list-style-type: none"> Fully updated AQMA to be an integral part of LTP3 	

Recommendations	Additional officer information	Executive comment
(xviii) a) examining the progression of low emission zones	<ul style="list-style-type: none"> • Low Emission Strategy currently in preparation which will consider where and how a LEZ might be introduced if appropriate. 	<ul style="list-style-type: none"> • If this means the extension of low emission zones then this process has started
(xviii) b) queue relocations using ITS/UTMC	<ul style="list-style-type: none"> • May become more essential as part of the LES 	<ul style="list-style-type: none"> • Being done in Fulford Road
(xviii) c) further tightening of the Euro-emission vehicle requirements on the Council's own and its partner's vehicle fleets, tendered transport services and licensed vehicle services, given that buses account for 42% of road traffic emissions	<ul style="list-style-type: none"> • There is possibility of considering low emission vehicles as part of any new contract for the P&R. 	<ul style="list-style-type: none"> • Latest spec First vehicles are to Euro 5+ (EEV) standard • Ditto internal fleet purchase • Problems generally relate to older private bus fleets • Consideration is being given to the introduction of a quality standard scheme where buses would only qualify if they met (say) minimum Euro 4 specification. • New Park and Ride contracts will set an even better emissions target
(xviii) c) promoting electric vehicles and the servicing infrastructure to support their roll out	<ul style="list-style-type: none"> • 'Plugged in Places' Expression of Interest currently in preparation 	<ul style="list-style-type: none"> • Included in Park and Ride site spec. • "Plugged in places" included in this years capital programme • Will be included in LTP3 but little is likely to be seen in 2010 (nor will there be many plug in hybrids on the streets this year, even fewer pure electric vehicles). • Committee might usefully have

Recommendations	Additional officer information	Executive comment
		looked at the role of battery powered cycles and mopeds.
(xviii) d) consideration of a new city centre servicing plan, particular where traffic flows are frequently interrupted, and the introduction a local freight transhipment centre	<ul style="list-style-type: none"> • Due to be considered in ‘City Centre Accessibility Framework’ to support the LDF City Centre Area Action Plan • Forms part of the Footstreets review, in relation to freight delivery and access routes. • Transhipment will be considered as part of the development of the LTP but will be long term project 	<ul style="list-style-type: none"> • This is not a short term (2010) option. • Transhipment is highly expensive and, if practical at all in a City of York’s size, then it is a longer term option
(xviii) e) working with the PCT to increase understanding of the associated health issues	<ul style="list-style-type: none"> • Also to part of LTP3 ‘dialogue’ 	<ul style="list-style-type: none"> • Agreed (LSP to lead)
(xix) Undertake short term project to measure the levels of most harmful PM2.5 carcinogen carrying particles, to understand if there is a problem in York	<ul style="list-style-type: none"> • Currently monitoring PM10 which is not showing a breach of objective levels. PM2.5 is not currently a priority. Not currently advised by DEFRA that it needs to be monitored in York. • Monitoring equipment would have to be purchased and cannot be set up in the same place as PM 10 monitoring equipment. 	<ul style="list-style-type: none"> • Will rely on central government professional advice on this.

Recommendations	Additional officer information	Executive comment
<p>Recommendations in strategic response to tackling congestion from LTP3 onwards</p>		
<p>The Council and Local Strategic Partnership to adopt and work consistently towards the implementation of the following long-term vision for transport in the City, (complementing the city’s Sustainable Community Strategy, and giving a clear direction to what the city’s transport will look like in the future):</p>	<ul style="list-style-type: none"> • A draft vision was included in LTP3 consultation and could be revised to take account of scrutiny version. • Draft vision is built on SCS • Stage 1 Consultation on LTP3 showed strong support for a Draft 	

Recommendations	Additional officer information	Executive comment
<p><i>‘A city which has transformed itself in traffic terms and reasserted its human scale and environmental credentials, through its residents being able and positively choosing to travel less by car and more by foot, bicycle and public transport with little delay, so as to be individually healthier and collectively to reduce greenhouse gas emissions and improve local air quality, noise levels and quality of life, and where business, leisure and other activity is thriving because of good affordable quality and easy access by a choice of travel modes’</i></p>	<p>Vision of: To enable everyone to undertake their activities in the most sustainable way</p> <p>and to have a transport system that:</p> <ul style="list-style-type: none"> • Is less dominated by motorised transport Makes York easier to get around with better links to surrounding areas and other cities • Enables people to travel in safety, comfort and security, whatever form of transport they use • Provides equal access to opportunities for employment, education, training, good health and leisure for all • Has the widest choice of transport available, with minimal impact on climate change and air quality. 	<p>To be regarded as a contribution towards the development of a vision wording for LTP3</p>
<p><i>Given the key importance of public transport within the above, the following subsidiary vision for public transport to be adopted, ensuring the Council and its</i></p>	<ul style="list-style-type: none"> • Too specific as a public transport vision as it only considers buses, what about rail? • Many of these issues are 	<p>To be regarded as a contribution towards the development of a vision wording for LTP3</p>

Recommendations	Additional officer information	Executive comment
<p><i>partners work consistently towards its implementation: 'By 2026 York is benefiting from one of the best and most popular local bus services in the country outside London, offering a seamless passenger experience, with a single competitively priced ticketing system, high frequency daytime services to all key destinations in the city, recognised interchange points with well timetabled connections where bus transfer is required, non carbon fuelled fully disabled accessible vehicles, friendly and welcoming staff who drive considerately of passengers and other road users, good bus stop facilities and reliable interactive timetable information.'</i></p>	<p>currently being considered e.g through ticketing, quality contract, setting emission standards in contracts.</p>	
<p>In regard to buses, the Council to ensure further comprehensive 5-yearly reviews of the bus network are carried out to optimise the network and service frequency, taking into account new housing and other developments</p>	<ul style="list-style-type: none"> • Yes, with smaller reviews in between. Needs the full buy in of all local bus operators to be achieved. • Review period may be set within LTP3 	<p>Agreed</p>
<p>In regard to freight, the Council to:</p>		
<ul style="list-style-type: none"> • Continue to keep the issue of providing a freight transshipment centre for the City under review if a suitable site and funding mechanisms come forward 	<ul style="list-style-type: none"> • will be considered as part of the evidence base for the development of LTP3 	<p>Agreed</p>

Recommendations	Additional officer information	Executive comment
<ul style="list-style-type: none"> Lobby government (national and EU) to improve standards for HGV engine efficiency and emissions 	<ul style="list-style-type: none"> Could form part of the actions within a Low Emissions Strategy 	Agreed
<ul style="list-style-type: none"> Ensure council and partners vehicle fleets, and tendered delivery vehicles move rapidly towards the most up to date emission and efficiency standards 	<ul style="list-style-type: none"> The Low Emissions Strategy is being drafted and will consider fleet vehicles. 	Agreed

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Executive

13 April 2010

Report of the Head of Civic, Legal & Democratic Services

Traffic Congestion Ad Hoc Scrutiny Committee**Summary**

1. This report presents the final report of the Traffic Congestion Ad Hoc Scrutiny Committee regarding their review on Traffic Congestion in York. Councillor Merrett, Chair of the Committee, will be attendance to present the report.

Background

2. In coming to a decision to review this topic, the Committee recognised certain key objectives and the following remit was agreed:

Aim

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

Objectives

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

- i. Accessibility to services, employment, education and health
- ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
- iii. CO₂ Emissions
- iv. Alternative environmentally viable and financially practical methods of transport
- v. Journey times and reliability of public transport
- vi. Economic Performance
- vii. Quality of Life
- viii. Road Safety

Consultation

4. As part of the review the following organisations and individuals were consulted:
 - Assistant Director of City Development & Transport

- Environmental Protection Manager
 - Principal Transport Planner
 - Representatives from the local bus service providers
 - Chair of the Quality Bus Partnership
5. In addition, reference was made to national Government policy documents and the Council's mid-term reports on LTP2, and a number of consultation events were also held:
- 'Road User Charging' (presented by Capita Symonds)
 - 'Broad Strategic Options Available to York' Report (presented by the Assistant Director of City Development & Transport)
 - 'Quality of Life' (presented by Professor John Whitelegg)
6. Finally, a city wide consultation survey was undertaken to gather residents views on the possible options available to the city for tackling congestion.

Options

7. Having considered the findings contained within the final report and its annexes attached, Members may chose to support all, some or none of the recommendations shown in paragraph 7 of this report.

Analysis

8. In regards to the aims and objectives of this review, the Traffic Congestion Ad-hoc Scrutiny Committee analysis of all of the information gathered, is shown at Annex C to their final report. The final report was presented to the Scrutiny Management Committee on 1 February 2010 and they endorsed all of the recommendations within it.

Summary of Recommendations Arising from the Review

9. The Committee have drafted a number of recommendations as result of their investigative work on the objectives of this review. These do not include any recommendations around the testing of the scenarios identified from the consultation. These will follow in a further report to the Executive, once the responses received have been analysed.
10. However, the Traffic Congestion Ad-hoc Scrutiny Committee have already agreed a number of recommendations which have been split into two parts - those that in the Committee's view need to be implemented in the short term and included in LTP3, and those that make up a long term strategic response to tackling congestion from LTP3 onwards. The recommendations made to date are shown in the tables below:

Recommendations to be implemented in the short term i.e. included as part of the preparatory and ongoing work for LTP3	Executive Comment / Proposal
i. Strengthen the place of transport policy in future versions of York's Sustainable Community Strategy to recognise its importance in the life of the city and the importance of tackling congestion to its' residents	
ii. Commission a detailed study involving stakeholders, of a future long term Transport Strategy to 2025 and beyond based around the scenarios emerging from the consultation.	
iii. Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City	
iv. Adopt the transport hierarchy detailed in paragraph 19 of the Final Report	
v. Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift together with a re-invigoration of 'Travel Plans', ensuring they are implemented, monitored and periodically updated	
vi. Re-acknowledge the role of city centre car park availability and fee levels relative to bus fares in influencing modal choice, whilst taking account of the short term economic situation and recognising the importance of both imperatives. Remove car park charges from the budget process entirely and set them as part of a longer term policy approach to both transport and the city centre economy	
vii. Ensure the current local development control policies on limiting city centre car parks are enforced and further tightened up within the new Local Development Framework	
viii. Seek an agreed traffic enforcement strategy with North Yorkshire Police for the York area and establish an on-going delivery partnership arrangement to address issues including:	

<ul style="list-style-type: none"> • bus priorities • road safety • on-street parking • school no parking zones • considerate road user campaigns across all modes 	
<p>ix. Make representations to Government in relation to the roll out powers to non London authorities on enforcement issues possibly through the Sustainable Communities Act</p>	
<p>x. Undertake an early comprehensive review of the current bus network in terms of appropriate changes to match changing development patterns and gaps etc, since the 2002 review</p>	
<p>xi. Undertake an urgent review of the Council’s bus strategy, taking into account the new powers in the recent transport act, so as to move towards a bus network that is completely integrated from the bus users point of view, including integrated ticketing and day round services, to include:</p> <ul style="list-style-type: none"> • Examining how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be reversed • Ensuring positive promotion of bus network and bus usage including passenger information • Improving the quality of interchange points between public transport modes and between routes with designated interchange stops, and co-ordinate bus timings • Prioritising the provision of timetable displays and bus shelters at all bus stops • Requesting that local bus companies continue to revise bus timetables to provide more accurate and credible timings, and work to them • Improving access to York District Hospital from all parts of the city, which may involve route revisions and through ticketing. Demand for parking at and around the Hospital as well as improved access can be achieved by ensuring the extension of Park & Ride services to include the Hospital 	

<p>xii. Introduce a Bus Champion for the City to support City Strategy and bus operators in re-invigorating the Quality Bus Partnership, and use them to:</p> <ul style="list-style-type: none"> • Examine and implement ways of improving bus boarding times, whilst avoiding penalising occasional and less well off bus users • Identify underused bus services and undertake those measures that would most effectively stop the current decline in bus usage i.e. ticketing and marketing measures for all services, holding down bus fare levels, increased non-concessionary bus priorities, influencing public attitudes and tackling outstanding issues from the 2001 Steer Davies review • Review the operation and delivery of the BLISS real time bus information display system and agree a comprehensive programme for its early roll out across the whole network, with local bus operators • Review loading and parking restrictions and their enforcement on bus routes with bus operators and the Police • Work with partners in the wider York area 	
<p>xiii. Drive through early implementation of full DDA compliance for all Council vehicles used by Social Services and council procured bus services, and CCTV in taxis and private hire vehicles</p>	
<p>xiv. Ensure better pedestrian priority at traffic signals and in road & junction layouts to simplify and speed up pedestrian crossing times whilst minimising the knock on consequences</p>	
<p>xv. Tackle road safety issues and help to make roads more attractive to green modes by undertaking ‘Considerate Road User’ campaigns</p>	
<p>xvi. Reinvigorate cycling in York using the ‘Cycling City’ initiative and funding by:</p> <ul style="list-style-type: none"> • tackling key gaps in the network and difficult locations i.e. bridges, key radials and junctions, as identified by the 2003/4 cycling scrutiny review but as yet not implemented • improving planning processes to ensure adequate consideration is given in new designs to cycling 	

<ul style="list-style-type: none"> relaunching Cycling Forum to give stakeholders the opportunity to shape future cycling policies and proposals, and to encourage partnership work 	
<p>xvii. The Cycling Champion for York to:</p> <ul style="list-style-type: none"> ensure cycling measures are focused around what will make a difference promote considerate road user behaviour by cyclists engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers 	
<p>xviii. Undertake an urgent review of the Air Quality Management Plan with a view to taking more radical action to eliminate the health risks associated with York's NO₂ hotspots, by the EU deadline of 2010. This should include:</p> <ul style="list-style-type: none"> examining the progression of low emission zones queue relocations using ITS/UTMC further tightening of the Euro-emission vehicle requirements on the Council's own and its partner's vehicle fleets, tendered transport services and licensed vehicle services, given that buses account for 42% of road traffic emissions promoting electric vehicles and the servicing infrastructure to support their roll out consideration of a new city centre servicing plan, particular where traffic flows are frequently interrupted, and the introduction a local freight transshipment centre working with the PCT to increase understanding of the associated health issues 	
<p>xix. Undertake short term project to measure the levels of most harmful PM2.5 carcinogen carrying particles, to understand if there is a problem in York</p>	

<p>Recommendations in strategic response to tackling congestion from LTP3 onwards</p>	
<p>The Council and Local Strategic Partnership to adopt and work consistently towards the implementation of the following long-term vision for transport in the City, (complementing the city’s Sustainable Community Strategy, and giving a clear direction to what the city’s transport will look like in the future):</p> <p><i>‘A city which has transformed itself in traffic terms and reasserted its human scale and environmental credentials, through its residents being able and positively choosing to travel less by car and more by foot, bicycle and public transport with little delay, so as to be individually healthier and collectively to reduce greenhouse gas emissions and improve local air quality, noise levels and quality of life, and where business, leisure and other activity is thriving because of good affordable quality and easy access by a choice of travel modes’</i></p>	
<p>Given the key importance of public transport within the above, the following subsidiary vision for public transport to be adopted, ensuring the Council and its partners work consistently towards its implementation:</p> <p><i>‘By 2026 York is benefiting from one of the best and most popular local bus services in the country outside London, offering a seamless passenger experience, with a single competitively priced ticketing system, high frequency daytime services to all key destinations in the city, recognised interchange points with well timetabled connections where bus transfer is required, non carbon fuelled fully disabled accessible vehicles, friendly and welcoming staff who drive considerately of passengers and other road users, good bus stop facilities and reliable interactive timetable information.’</i></p>	
<p>In regard to buses, the Council to ensure further comprehensive 5-yearly reviews of the bus network are carried out to optimise the network and service frequency, taking into account new housing and other developments</p>	

<p>In regard to freight, the Council to:</p> <ul style="list-style-type: none">• Continue to keep the issue of providing a freight transshipment centre for the City under review if a suitable site and funding mechanisms come forward• Lobby government (national and EU) to improve standards for HGV engine efficiency and emissions• Ensure council and partners vehicle fleets, and tendered delivery vehicles move rapidly towards the most up to date emission and efficiency standards	
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Corporate Strategy

11. This review related to a number of the corporate priorities contained within the Council Corporate Strategy i.e. the recommendations if approved, will support the council's aim of making the city a healthier, more sustainable and thriving city, where residents have improved access to education, employment and health services.

Implications

12. **Financial** – The financial implications associated with implementing the suggested long term transport strategy are outlined in paragraph 55. However in order to pursue these funding streams the scenarios will need to be tested rigorously to confirm the validity of the suggested strategy, which would require Council funding. At this stage it is unclear exactly how much funding would be required and these financial implications would need to be addressed in more detail in future reports to Members should the Executive approve the recommendations arising from this scrutiny review.
13. **Legal** – As Local Highway Authority, Local Planning Authority, Local Environmental Health Authority and Road Traffic Authority, the Council has a wide range of functions it is able to discharge and powers it can exercise in dealing with congestion. In so acting it must adhere both to its own necessary authorisation procedures and all formal statutory requirements.
14. There are no known HR, Equalities, Property, Crime & Disorder, or other implications associated with the recommendations within this report. However, there are likely to be some HR implications associated with any additional recommendations around the testing of the preferred scenarios, which will be made once the survey results have been analysed.

Risk Management

15. There are risks to the Council associated with not adhering to all the legislation associated with the statutory functions listed within the legal implications paragraph above. There is also a potential risk to the Council's reputation if it fails to implement the necessary measures to address the expected increase in congestion levels

Recommendations

16. Members are asked to note the contents of the attached final report and its annexes, provide comments on the findings and approve the recommendations as shown within the tables at paragraph 10 of this cover report.

Reason: To fully inform the Executive of the outcome of the Traffic Congestion Ad Hoc Scrutiny Review.

Contact Details

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

Chief Officer Responsible for the report:
Alison Lowton
Head of Civic, Legal & Democratic Services
Tel: 01904 551004

Report Approved **Date**

Specialist Implications Officer(s)

Wards Affected:

All



For further information please contact the author of the report

Background Papers:

- 1 – Road User Charging Presentation by Capita Symonds
- 2 – Broad Strategic Options Report
- 3 – Quality of Life Presentation by Professor J Whitelegg
- 4 – LTP2 Strategy for 2006-11
- 5 – Summary of Regional and Local Transport Policy

Hard copies of these background papers can be obtained by contacting the report author. Alternatively, they can be viewed online at:

<http://democracy.york.gov.uk/ecCatDisplay.aspx?sch=doc&cat=12836&path=0>

Annexes

- Annex 1 – Final Report
- Annex A – Maps Showing Congestion Levels in 2005, 2011 & 2021
- Annex B – Information Gathered In support of Review
- Annex C – Analysis of Findings Including Table of Issues/Findings, Identified Solutions, Possible Impacts & Draft Recommendations
- Annex D – Broad Strategic Options - Individual Scenarios To Complement LTP3

Committee Members

Councillor D Merrett (Chair)
Councillor B Hudson (Vice-Chair)
Councillor T Holvey
Councillor K Orrell
Councillor R Pierce
Councillor T Simpson-Laing
Councillor C Vassie
Professor M Smith (Co-optee)
Professor M Page (Co-optee)

Previous Committee Members

Councillor R Moore
Councillor J Morley
Councillor C Hogg