



Notice of meeting of

Scrutiny Management Committee

To: Councillors Galvin (Chair), Aspden, Blanchard (Vice-Chair), Scott, Simpson-Laing, Taylor, R Watson and I Waudby

Date: Monday, 16 June 2008

Time: 5.00 pm

Venue: The Guildhall

AGENDA

1. **Declarations of Interest**

At this point in the meeting, Members will be invited to declare any personal or prejudicial interests they may have in the business on the agenda.

2. **Minutes** (Pages 3 - 6)

To approve and sign the Minutes of the meeting held on 21 April 2008.

3. **Public Participation**

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Friday 13 June at 5 pm.

4. Appointment of Ad Hoc Scrutiny Committees (Pages 7 - 12)

This report seeks approval of the membership of Ad Hoc Scrutiny Committees, as required under the Scrutiny Procedure Rules in the Constitution.

5. Request for Funding (Pages 13 - 60)

This report re-presents a request from Traffic Congestion Ad-hoc Scrutiny Committee for additional funding to finance a citywide survey on the broad strategic options available to the city to tackle traffic congestion.

6. Supporting the Current Scrutiny Function in York (Pages 61 - 64)

This report sets out the current resources available to support scrutiny in York and addresses the likely impact of the new Local Government & Public Health Act 2007 upon those resources.

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

Democracy Officer:

Name: Simon Copley

Contact details:

- Telephone – (01904) 551078
- E-mail – simon.copley@york.gov.uk

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

Contact details are set out above.

About City of York Council Meetings

Would you like to speak at this meeting?

If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- 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);
- find out about the rules for public speaking from the Democracy Officer.

A leaflet on public participation is available on the Council's website or from Democratic Services by telephoning York (01904) 551088

Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

Access Arrangements

We will make every effort to make the meeting accessible to you. The meeting will usually be held in a wheelchair accessible venue with an induction hearing loop. We can provide the agenda or reports in large print, electronically (computer disk or by email), in Braille or on audio tape. Some formats will take longer than others so please give as much notice as possible (at least 48 hours for Braille or audio tape).

If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

Every effort will also be made to make information available in another language, either by providing translated information or an interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

যদি যথেষ্ট আগে থেকে জানানো হয় তাহলে অন্য কোন অর্ধাতে তথ্য জানানোর জন্য সব ধরনের চেষ্টা করা হবে, এর জন্য দরকার হলে তথ্য অনুবাদ করে দেয়া হবে অথবা একজন দোঅবী সর্ববরাহ করা হবে। টেলিফোন নম্বর (01904) 551 550।

Yeteri kadar önceden haber verilmesi koşuluyla, bilgilerin terümesini hazırlatmak ya da bir tercüman bulmak için mümkün olan herşey yapılacaktır. Tel: (01904) 551 550

我們竭力使提供的資訊備有不同語言版本，在有充足時間提前通知的情況下會安排筆譯或口譯服務。電話 (01904) 551 550。

اگر مناسب وقت سے اطلاع دی جاتی ہے تو ہم معلومات کا ترجمہ مہیا کرنے کی پوری کوشش کریں گے۔ ٹیلی فون (01904) 551 550

Informacja może być dostępna w tłumaczeniu, jeśli dostaniemy zapotrzebowanie z wystarczającym wyprzedzeniem. Tel: (01904) 551 550

Holding the Executive to Account

The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) 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

Who Gets Agenda and Reports for our Meetings?

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
- Public libraries get copies of **all** public agenda/reports.

City of York Council

Committee Minutes

MEETING	SCRUTINY MANAGEMENT COMMITTEE
DATE	21 APRIL 2008
PRESENT	COUNCILLORS GALVIN (CHAIR), KIRK, MOORE, SCOTT, SIMPSON-LAING, TAYLOR, R WATSON AND B WATSON (AS SUBSTITUTE FOR BLANCHARD)
APOLOGIES	COUNCILLOR BLANCHARD
IN ATTENDANCE	COUNCILLORS FUNNELL AND HOGG

1. DECLARATIONS OF INTEREST

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

Councillor Kirk declared a personal non-prejudicial interest in agenda item 5 (Cultural Quarter for York, linking the City Centre and the York North West Development Sites), as a director of York Theatre Royal.

Councillor Scott declared a personal non-prejudicial interest in agenda item 5 (Cultural Quarter for York, linking the City Centre and the York North West Development Sites), as a member of York Theatre Royal and as his partner did unpaid work experience at York Theatre Royal.

2. MINUTES

RESOLVED: That the minutes of the meeting of the Scrutiny Management Committee held on 25 February 2007 be approved and signed by the Chair as a correct record.

3. PUBLIC PARTICIPATION

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

4. UPDATE ON WORK OF HEALTH SCRUTINY COMMITTEE

Members received a report which introduced Cllr Tina Funnell, Chair of the Health Scrutiny Committee, who updated them on the activities and work to date of the Committee.

The update covered the following areas:

- Progress on the development of a Local Involvement Network (LINK) for the City of York area;

- The Health Scrutiny Committee's contribution to the "Annual Health Check" – the assessment process for NHS Trusts for 2007/8;
- Planned work for the remainder of the municipal year;
- Other relevant issues connected with the health and social care of the citizens of York.

In the light of the current Scrutiny Officer vacancy, Cllr Funnell highlighted the need to prioritise the review on provision for elderly people with dementia.

Members expressed concern regarding this vacancy and emphasised the need for it to be filled as soon as possible.

- RESOLVED: (i) That the update be noted;
- (ii) That the Committee's serious concern about the Scrutiny Officer vacancy and their view that it should be filled as soon as possible to provide ongoing support for the health scrutiny work, as well as other scrutiny work, be noted;
- (iii) That a report be provided to the next meeting detailing the resources available for scrutiny work, statutory requirements, topics registered, capacity to deal with current and new topics, and the implications of the Local Government & Public Involvement in Health Act, and that the Head of Civic, Democratic & Legal Services be required to attend to explain why the Scrutiny Officer vacancy was not being filled.

REASON: To inform Scrutiny Management Committee of the work and progress of other Scrutiny Committees, and to update them on the current capacity of the Scrutiny Team.

5. CULTURAL QUARTER FOR YORK, LINKING THE CITY CENTRE AND THE YORK NORTH WEST DEVELOPMENT SITES

Members received a report which asked them to consider a scrutiny topic registered by Councillor Chris Hogg to examine the vision developed in 2007 for a Cultural Quarter for York, linking the city centre with development sites in York North West.

Cllr Hogg and the Head of Arts & Culture attended the meeting to answer Members' questions on the topic.

Members noted that no written comments had been provided from the York North West Team, in City Strategy, or from the York Central Board. Councillor Moore proposed and Councillor Scott seconded a motion that consideration of the topic should be deferred to the next meeting to allow these comments to be provided and the report requested on the capacity of the Scrutiny Team to be considered. On being put to the vote, this motion was lost.

Members highlighted the need to consider the effect that a Cultural Quarter would have on other areas of the city and proposed a number of revisions to the suggested remit, attached at Annex E of the report.

- RESOLVED: (i) That it be agreed to proceed with a review of the topic;
- (ii) That the suggested remit at Annex E of the report be agreed, with the following amendments:
- a) To refer to the Cultural Quarter in inverted commas in the title of the topic and key objective ii.;
 - b) To add some additional wording to the overall aim, to read, “and to consider positive and any adverse effects on the city in doing so”;
 - c) To add some additional wording to key objective iii., to read, “including connectivity to other areas of the city”;
 - d) To add a key objective iv., to read, “To understand the implications for the whole city in terms of retail, its economy and other cultural or leisure based events within the city”;
- (iii) That an ad-hoc Scrutiny Committee be established on a 2:2:1:1 basis.

REASON: To allow the review to commence immediately in order to reach a conclusion prior to the submission of the Council’s business plan, in approximately 6 months.

Councillor J Galvin, Chair

[The meeting started at 5.00 pm and finished at 6.20 pm].

This page is intentionally left blank



Scrutiny Management Committee**16 June 2008**

Report of the Head of Civic, Democratic & Legal Services

Appointment of Ad Hoc Scrutiny Committees**Summary**

1. This report seeks approval of the membership of Ad Hoc Scrutiny Committees, as required under the Scrutiny Procedure Rules in the Constitution.

Background

2. Paragraph 6c of the Scrutiny Procedure Rules requires Scrutiny Management Committee (SMC) to appoint the chairs and membership of Ad Hoc Scrutiny Committees. These details were included in papers for Annual Council on 22 May 2008 for completeness but require approval by SMC.

Consultation

3. Consultation has taken place with the Political Groups regarding their nominations for these Committees.

Options

4. Members have the option to approve or amend the membership lists attached at Annex A.

Analysis

5. Approval of the membership lists would allow the ongoing work of the Traffic Congestion and Barbican Scrutiny Committees to continue and the work of the "Cultural Quarter" Scrutiny Committee to commence.

Corporate Priorities

6. The proposals in this report do not relate directly to the Council's corporate priorities.

Implications

7. There are no implications in any of the following areas:

- Financial
- Human Resources (HR)
- Equalities
- Legal
- Crime and Disorder
- Information Technology (IT)
- Property
- Other

Risk Management

8. In compliance with the Council's risk management strategy, there are no risks associated with the recommendations of this report.

Recommendations

9. That the membership lists for Ad Hoc Scrutiny Committees attached as Annex A be approved.

Reason: In line with constitutional requirements.

Contact Details

Author:

Dawn Steel
Democratic Services Manager
Tel 01904 551030

Chief Officer Responsible for the report:

Quentin Baker
Head of Civic, Democratic & Legal Services

Report Approved

Date 6 June 2008

Specialist Implications Officer(s) *None*

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers:

Summons for Annual Council on 22 May 2008

Annexes

Annex A – Membership of Ad Hoc Scrutiny Committees

Traffic Congestion Ad-Hoc Scrutiny Committee (7)

Liberal Democrat	(3)	Holvey Moore Morley	
		Watson Richard	Substitute
		Kirk	Substitute
Labour	(3)	Merrett Pierce Simpson-Laing	(Chair)
		Potter	Substitute
		Alexander	Substitute
Conservative	(1)	Hudson	(Vice-Chair)
		Healey	Substitute
		Brooks	Substitute

Non-Voting Co-Optees

Mike Smith	Emeritus Professor in the Department of Mathematics, University of York
Matthew Page	Institute of Transport Studies, Univ. of Leeds

“Cultural Quarter” Ad-hoc Scrutiny Committee (6)

Liberal Democrat	(2)	Hogg Hyman	
		Aspden	Substitute
Labour	(2)	Crisp Funnell	
		Looker	Substitute
Conservative	(1)	Galvin	
		Brooks	Substitute
Green	(1)	Taylor	(Chair)
		D’Agorne	Substitute

Barbican Ad-Hoc Scrutiny Committee (6)

Liberal Democrat	(2)	Firth Morley	
		Ayre	Substitute
Labour	(2)	Looker King	(Chair)
		Scott	Substitute
Conservative	(1)	Watt	
		Hudson	Substitute
Green (Non-Voting Co- opted Member)	(1)	Taylor	
		D'Agorne	Substitute

This page is intentionally left blank



Scrutiny Management Committee

16 June 2008

Report from Democratic Services Manager

Request For Funding

Summary

1. This report re-presents a request from Traffic Congestion Ad-hoc Scrutiny Committee for additional funding to finance a citywide survey on the broad strategic options available to the city to tackle traffic congestion.

Background

2. In January 2008, this Committee considered an interim report from the Traffic Congestion Ad-hoc Scrutiny Committee which detailed the work completed to date, sought approval to extend the timeframe for the review and requested additional funding in the amount of £17,000 for a consultation exercise which would gather residents views on the broad strategic options available to the city to tackle traffic congestion. This consultative work would be specific to the scrutiny review and not part of any ongoing work being carried out by City Strategy.
3. This Committee considered the alternative options for gathering responses from York residents and noted that the preferred method of consultation, a postal survey to all York households, would ensure residents participation and engagement, rather than just gathering statistical analysis. A breakdown of the costs involved are shown at Annex A.
4. Members discussed in detail the differences between holding a talkabout special and sending a survey to all residents through the Your Ward/Your City route. Some Members thought that the talkabout panels were not comprised of a good socio-economic cross-section of the community; they also questioned how much could be achieved for £6,000. Officers commented that it would be possible to ask more in-depth questions by using the talkabout facility.
5. The Chair of the Traffic Congestion Ad Hoc Scrutiny Committee stressed that these issues were relevant to the whole of the York public and therefore everyone should be consulted which is why the request was for £17,000 to enable full consultation to take place.

6. This Committee raised a number of queries about alternative funding sources and ways in which the costs involved could be reduced, and their legal powers to request additional scrutiny funding from the Executive to cover the request made by the Traffic Congestion Ad-hoc Scrutiny Committee. It was agreed to defer the decision on funding the survey until a later meeting to allow further information to be provided and to ensure an appropriate officer was in attendance to answer questions on consultation and engagement mechanisms.
7. In February 2008 a further report was presented which confirmed that there were no alternative funding options to support local transport research and that scrutiny had no legal powers to enforce the Executive to allocate funds to support the scrutiny review process. It was therefore agreed to make a request for the required additional funding from the Executive.
8. On 6 May 2008, the Executive considered the request and having noted the advice of the Shadow Executive, agreed to provide additional funding for the scrutiny function in the amount of £17,000 and invited this Committee to choose between the following two options:
 - **Option A** – to agree to release the £14k currently allocated in the contingency provision for Scrutiny activities, plus £3k from reserves, for use in fully funding the application from the Traffic Congestion Scrutiny Committee.
 - **Option B** – to make available appropriate funding from reserves, up to a value of £6k, to facilitate an assessment of public opinion on the options for addressing traffic congestion issues in the City using existing mechanisms such as ‘Your City’, ‘Talkabout’ and the Council’s on-line consultation module.
9. The Traffic Congestion Ad-hoc Scrutiny Committee are meeting on 12 June to consider a draft of their final report which details their findings to date. It also shows how they intend to include the views of York residents in their final report and use them to inform their final recommendations – see Annex B (to follow).

Consultation

10. The Head of Marketing and Communications was consulted on the various methods available for engaging the public. He drew a distinction between consultation and research by defining research as ‘the collection and analysis of data to provide greater understanding’ and consultation as ‘a process of dialogue that leads to a decision.’ The Finance Manager from City Strategy also provided information on the financial implications associated with the preferred option for funding.

Options

11. Having considered all of the information provided within the report and annex Members may:
- provide the relevant funding in line with one of the options offered by the Executive, or;
 - reject the application from Traffic Congestion Ad-Hoc Scrutiny Sub-Committee for additional funds for a consultation exercise.

Analysis

12. The table below details the relative advantages and disadvantages of the 'Talkabout Special', compared to the proposal from Traffic Congestion Ad-hoc Scrutiny Sub-Committee to produce a full survey distribution as part of Your Ward/Your City. It contrasts the two available suggestions based on advice received from the Head of Marketing & Communications.

	Cost	Advantages	Disadvantages
Your Ward/Your City Survey	£17k	<ul style="list-style-type: none"> • Guaranteed distribution to all York households in an effort to secure the views of a diverse cross section of residents 	<ul style="list-style-type: none"> • Expensive • Consultation 'fatigue' may undermine feedback / engagement • Self-selecting and responses not guaranteed from cross section of community • Timing of survey restricted to production of Your Ward
Talkabout Special	£6k	<ul style="list-style-type: none"> • Known research tool representative of the community • Guaranteed engagement from cross section of community • Proven record as representative sounding board • More financially viable • Flexibility over timing of 'consultation' 	<ul style="list-style-type: none"> • Does not reach 90,000 households

Corporate Direction & Priorities

12. In regard to the recommendation within this report, it is recognised that the additional funding of £17,000 will enable ad-hoc scrutiny committee to identify the views of residents and inform any future decisions made in regard to tackling congestion, which is in line with our corporate value to 'Deliver what our customers want'.

Implications

13. **Financial** - At its meeting in January 2008, SMC agreed to make a recommendation to Budget Council to increase its research support budget for 2008/9 to £20k. This was not approved, but Council agreed to put £14,000 into contingency for future scrutiny use that SMC could request, subject to requirements.
14. The direct financial implications associated with approving either "consultation" proposed are set out against each option in paragraph 8 of the report.
15. **Human Resources (HR)** – Irrespective of the method used i.e. a survey of all York residents via the 'Your Ward/Your City' publication, or a talkabout special, Marketing & Communications would seek to absorb the extra work into the existing workloads in the research team. Given the subject matter, they will require a six week lead-in time to ensure the right information is presented and the relevant questions are included.
16. **Legal** - With the exception of urgent action, the Executive may only make decisions within the confines of the budget allocated by Full Council, subject to any flexibility afforded by the council's financial regulations. Any decision resulting in expenditure outside of the budgetary framework will be conditional upon the approval of Full Council. (Legal Implications provided by Quentin Baker).
17. There are no known, Equalities, Crime & Disorder, ITT, Property or other implications associated with the recommendation within this report

Risk Management

18. There is a potential risk associated with the consultation exercise in that it may not truly engage residents in the way that Members of the Ad-hoc Scrutiny Sub-Committee are hoping. Equally, any form of consultation about broad strategic options for dealing with congestion could raise public expectations about future Council decisions.

Recommendations

18. Members are asked to consider whether they wish to now provide additional funding in relation to the request and if so at what level, given the advice of the Executive on this matter.

Reason: To enable consultation to proceed, as appropriate.

Contact Details

Author:

Melanie Carr
Scrutiny officer
Scrutiny Services
Tel No.01904 552063

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Report Approved



Date 6 June 2008

Specialist Implications

Legal Implications:
Quentin Baker
Head of Civic, Democratic & Legal
Services
Tel No. 01904 551004

Financial Implications:
Patrick Looker
Finance Manager
Tel No.01904 551633

HR Implications:
Matt Beer
Head of Marketing & Communications
Tel No.01904 551071

Wards Affected:

All



For further information please contact the author of the report

Background Papers: Traffic Congestion Ad-hoc Scrutiny Review – Draft Final Report dated 12 June 2008

Annexes

Annex A – Costings for carrying out a survey via ‘Your Ward/Your City’

Annex B – Draft Final Report from the Traffic Congestion Scrutiny Review (*to follow*)

This page is intentionally left blank

Traffic Congestion Scrutiny Review

Costings For Production of Survey & Distribution Via Your Ward / Your City

Residents Survey

Quantity: 90000 Copies
 Description: Traffic management insert
 Duo Office 100gsm, 1/1 Black
 A4 - A3 folded to A4, 6 page
 Gather, fold & insert into Your Ward
 (excluding VAT) = £ 5,279.00

Design - By HBA graphics

Dependant on the final text: £500.00

Marketing & Communications could plain English the document for free but if it is near publication deadlines and they don't have the capacity it would have to be outsourced at a small charge.

Distribution

Additional costs over and above normal delivery costs due to additional weight etc is £2,944.03

Return Postal Costs For Survey

'FREEPOST' return address
 Dependant on the number of returns
 i.e. 10% returned = 9,000 @ 0.24p = £2,160.00

Compiling Survey Results

Dependant on number of returned surveys
 i.e. 10% returned = 9,000 £4,650.00

Analysis Costs

Dependant on number of returned surveys
 i.e. 10% returned = 9,000 £1,500.00

There is a suggestion that this work could be done by graduates From Leeds University which would minimise the cost, but at this stage we are not able to confirm if this will be possible.

Minimum Total based on 9,000 returns £17,033.03

This does not include any additional costs to cover requests for the survey in alternative languages, large print, Braille or on audio tape etc. We have also not included for the additional staff resources required to deal with any enquiries received as a result of sending the survey out. Marketing & Communications have confirmed that this is the usual consequence of sending out a survey to all York residents and that enquiries will continue to be received for up to six weeks after the survey is issued.

Of the £250.00 budget already allocated to the review, the Committee plan to use some of this to provide refreshments at the three sessions where stakeholders and interested parties are to be invited to attend (see paragraph 54 of the main report).



Traffic Congestion Ad-hoc Scrutiny Committee

12 June 2008

Draft Final Report**Background to Scrutiny Review**

1. This topic was originally registered by Cllr Tracey Simpson-Laing in April 2005 in order to access the draft of the second Local Transport Plan (LTP2) prior to its submission. It was envisaged that the scrutiny process would ensure that LTP2 met the aspirations of the Planning & Transport Panel and allow time for the Executive Member to be questioned on issues of concern. A decision was taken to defer the topic and LTP2 was subsequently submitted without any pre-decision scrutiny.
2. In November 2006 Scrutiny Management Committee (SMC) reconsidered the topic registration suggested by Cllr Simpson-Laing, together with a draft remit for a revised scrutiny review focusing on tackling traffic congestion. After due consideration, SMC agreed a timeframe of six months for the review, and the following amended remit was agreed:

Aim

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

Objectives

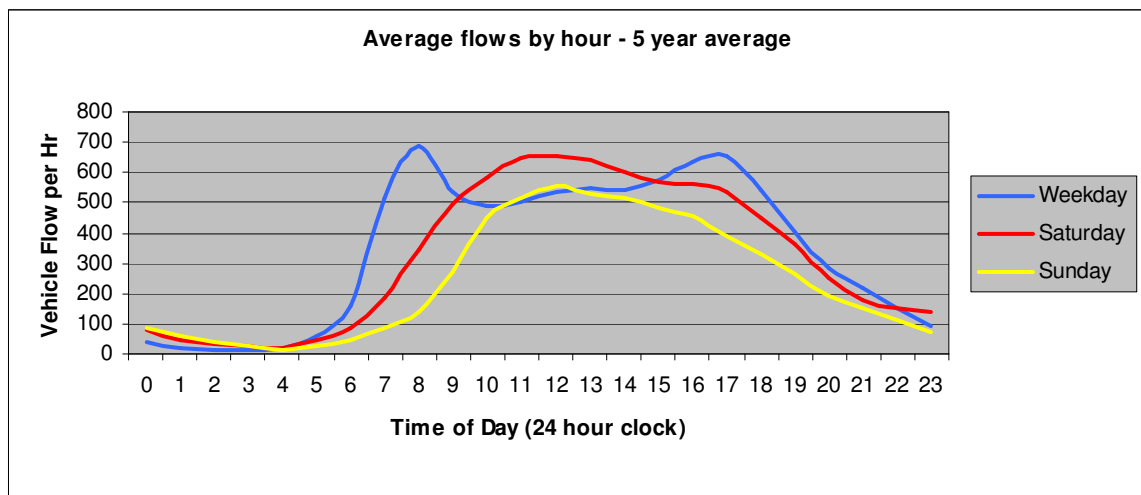
Having regard to the impact of traffic congestion (based on external evidence and those measures already implemented in LTP1 or proposed in LTP2), recommend and prioritise specific improvements to:

- i. Accessibility to services, employment, education and health
 - ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
 - iii. Alternative environmentally viable and financially practical methods of transport
 - iv. CO₂ Emissions
 - v. Journey times and reliability of public transport
 - vi. Economic Performance
 - vii. Quality of Life
 - viii. Road Safety
3. In order to fully investigate and understand the affects that congestion have improvement areas identified within the remit above, Members held a series of meetings between November 2006 and June 2008, as detailed below:

Meeting Date	Improvement Area Under Consideration
19 February 2007	Consideration of Scoping Report
4 April 2007	Consideration of Interim Report - looking at specific improvement to 'Accessibility to Services, Employment, Education and health'
19 June 2007	Consideration of Interim Report and Presentations on Air Quality & Accessibility Mapping i.e. the analysis of alternative public transport scenarios
17 July 2007	Consideration of Interim Report – looking at 'Alternative environmentally viable and financially practical methods of transport', 'CO ² Emissions' & 'Journey times and reliability of public transport'. The Chair of the Quality Bus Partnership and representatives from the bus companies attended the meeting
4 September 2007	Consideration of Interim Report – looking at smarter choice options, sustainable fuels and York vehicle fleet statistics
25 September 2007	Consideration of Interim Report – summarising the possible solutions identified by this committee in relation to objectives (i)-(v), the recognised impact of the suggested solutions, and the resulting draft recommendations
16 October 2007	Consideration of Interim Report - looking at impediments to traffic flow
19 November 2007	Consideration of Interim Report - looking at the national & local perspective on school travel, the modes of transport used by pupils in York schools, and the cycling issues faced in York
12 December 2007	Consideration of Interim Report - looking at ways of optimising the network and Revised draft table of findings, identified solutions with impact evaluation, and draft recommendations
16 January 2008	Consideration of Interim Report – detailing the options for consulting with York residents on the broad strategic options
18 February 2008	Presentation from Capita Symonds re Road User Charging
27 February 2008	Presentation from CYC officers re Broad Strategic Options available to the City
10 March 2008	Presentation from Professor John Whitelegg re Quality of Life
17 April 2008	Consideration of Interim Report – looking at 'Road Safety' and a briefing paper on the various elements which make up the broad strategic options available to the City
21 May 2008	Informal meeting to discuss: <ul style="list-style-type: none"> • the possible content of Annex F i.e. the scenarios and combinations of scenarios which could form a long-term transport strategy for the City • the layout and content of the proposed city-wide consultation exercise
12 June 2008	Consideration of the first draft of the final report, prior to its inclusion as an annex to the SMC report requesting the relevant funding to carry out the consultation exercise

Background to Congestion Issues

4. Officers gave a number of briefings to the Committee of the congestion issues faced in York. For practical purposes, congestion was defined as 'where traffic flow exceeds 85% of the road / junction capacity'. This definition was adopted as below that level traffic generally flowed smoothly but above that level flow became unpredictable causing disruption leading to reduced or no free flow.
5. To understand the serious growth and spread of congestion on the principal road network in York, the Committee was presented with information on the modelling work undertaken by Halcrow in 2005 for the LTP2 submission. This work was initially produced using the older versions of the council's Saturn model, which was later replaced by a new Saturn/multi-modal model in 2006. This looked at the peak traffic flow (weekday mornings 7am – 9am). It compared the traffic levels for 2005, against the projected 2011 LTP2 based do minimum, the 2021 do minimum & the 2021 do something – See Annex A.
6. The future projections took into account both the additional traffic from anticipated employment and residential development such as York Northwest, University Campus 3, Germany Beck, Derwenthorpe, and Hungate etc and the LTP2 congestion tackling measures i.e. outer ring road junction improvements, Park & Ride expansion, and network management improvements for bus and cycle routes.
7. In common with most other cities, traffic flows in York (and associated congestion levels) vary greatly by time of the day, and by day of the week. The graph below shows the typical traffic flow patterns for weekdays, Saturdays, and Sundays over a selection of main roads in the City.



8. It is generally accepted that the worst periods for traffic congestion are during the early morning and late afternoon periods on weekdays, as the highest flows show in the graph. However, there are now similar levels of flow experienced on Saturdays, from late morning to early afternoon. The average results hide particular hotspots on certain days and at certain times.

9. Officers also identified a number of other impediments to traffic flow not listed in the objectives of this review which contribute to congestion. The Committee took time to look at these in order to fully understand all of the factors facing the city (as detailed in Annex B).

Consultation

10. This scrutiny review has been progressed in consultation with the Assistant Director of City Development & Transport, the Environmental Protection Manager and other key officers in City Strategy. Representatives of the local bus service providers and the Chair of the Quality Bus Partnership were consulted in relation to Objective (v) - Journey times and reliability of public transport. A number of consultation events were also held. These looked at Road User Charging (presented by Capita Symonds), the 'Broad Strategic Options Available to York' (presented by the Assistant Director of City Development & Transport) and 'Quality of Life' (presented by Professor John Whitelegg).

Review Objectives - Information Gathered

11. Accessibility to services, employment, education and health
Consultation carried out as part of LTP2 found that improving access to services for all was the second most important priority for York residents, after reducing congestion. A 'Citywide Accessibility Strategy for York' was therefore developed as part of LTP2, in partnership with land-use planners, healthcare providers, education bodies, Jobcentre Plus, retail outlets, transport operators and community groups. The first stage of this strategy was to carry out a strategic audit, in order to identify local needs and objectives. As a result, action plans containing a range of solutions and available options were developed for the following key areas:
 - **Access to York Hospital** – mapping identified the time taken to travel by public transport to the hospital from different areas of the city;
 - **Transport information** – mapping identified that improved real-time information together with better publicity of the bus route network would improve public confidence. Also improved signage would encourage the use of pedestrian / cycle networks;
 - **Access to out-of-town centres** – mapping identified a demand for responsive transport. A contribution from developers and the introduction of orbital / cross city bus services was required;
 - **Rural accessibility problems** - mapping identified a demand for responsive transport and an improved public right of way network. It also recognised the need to support cross boundary services; and
 - **Access to education** - mapping identified the time taken to travel by public transport to secondary schools across the city.
12. Subsequent to the submission of LTP2 there was a hiatus in the Accessibility mapping work due to the lack of resources in City Strategy. The committee were pleased to note that this had now been addressed and the work had recommenced.

13. Air Quality

There are currently five technical breach areas in York's Air Quality Management Area (AQMA), where levels of nitrogen dioxide caused mainly by vehicle exhaust emissions exceed the annual objective. These are:

- Fishergate
- Gillygate
- Lawrence Street
- Holgate Road
- Nunnery Lane

14. Improved air quality was one of the four key aims of LTP2, which contains an Air Quality Action Plan to limit the average nitrogen dioxide concentrations to $30\mu\text{g}/\text{m}^3$ by 2011. If the plan is implemented as recommended within the AQMA, the annual average nitrogen dioxide objective will be met in most locations by 2011, although there will still be some exceedances in the technical breach areas. It should be noted that the predicted reductions are due mainly to cleaner vehicle technology and not measures in LTP2, and any increase in vehicle numbers may eventually negate this reduction.

15. Outside of York's AQMA, current concentrations in Fulford Main Street give rise to serious concerns. As there are significant levels of further development planned for this area, it is recognised that a further AQMA may need to be declared if there is no improvement.

16. CO₂ Emissions

It is recognised that there is limited scope at local level for moving towards alternative fuel technology as this is predominately a matter for national Government and the motor vehicle industry. This Committee did however recognise the following broad approach to reducing transport based CO₂ emissions:

- Reduce the need to travel, and the length of journeys
- Undertake maximum proportion of journeys by environmentally friendly modes
- Optimise the uptake of car sharing
- In short term switch to lower carbon emission fuels and maximise engine efficiency
- In medium term switch to non-carbon based fuels (although need to be mindful of recent evidence that suggests growing crops for bio-fuels may be contributing to third world deforestation and food shortages, hence affecting food prices)
- Improve driving standards / training, to drive fuel efficiently
- Reduce congestion and engine idling

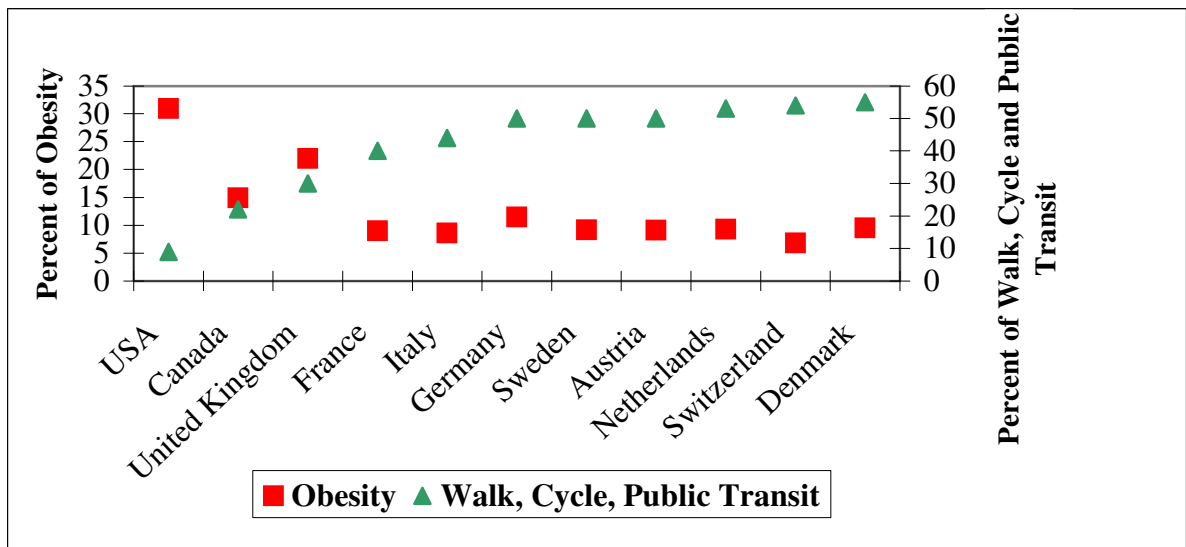
17. Alternative environmentally viable and financially practical methods of transport

There is ample evidence to support the view that the volume of vehicles using our highways is now damaging the local environment enjoyed by local residents, both through their presence and the noise and pollution they generate. Therefore, the core aspects for any 'environmentally friendly transport' are that it has a minimal polluting impact, it is quiet and it is only used when and where absolutely necessary.

18. York has a high level of short commuting trips (56% of commuting trips by York residents were less than 5km (3miles) in 2001). This suggests that walking and cycling could be important in providing an alternative mode of transport for commuters and therefore particularly effective at helping to reduce congestion at peak times. At present 12% of York's commuters travel by cycle and 14% walk. With the right policies and facilities there is significant potential for increasing these levels with the added benefit of improved health.
19. LTP2 has a range of initiatives targeted at increasing the share of cycling and walking in York. However, it needs to be recognised that these modes neither suit all journeys or are attractive to everyone. The young, the elderly and those with young children are target groups, but there are constraints to growth in these areas.
20. Although much has been done in York in the past to encourage cycling, this approach has faltered and the increase in cycling's share of the travel market has remained largely static for a few years. Equally, walking has been encouraged but this also seems to have reached a point where additional trips are not being made. It is recognised that modern lifestyles and the layout of the city are constraints that could continue to result in a continued demand for motorised vehicle-based travel. If these issues can be addressed, there is the potential for increasing York's cycle usage in line with the much higher levels of cycling in many European towns and cities.
21. To a degree, the demand for vehicle trips could be accommodated by public transport, be it multi passenger type vehicles or taxis/private hire. These 'shared' vehicles could be of an environmentally friendly type and thus provide transport at a reduced cost to the environment. However, given an option, individuals would generally opt for the use of their own private transport because of its perceived advantage over the disadvantages of shared / public transport.
22. Journey Times and the Reliability of Public Transport
As part of this review, a week long survey of a cross-section of York bus and Park & Ride services was carried out in June 2007, and a number of issues were identified. These included:
 - a comparison between timetabled arrival times and actual arrival times at surveyed stops both on and off peak showed significant variation between the two. On some services the variation was as much as 4 minutes early and 4 minutes late on a timetabled 10-minute frequency.
 - None of the services looked at consistently met their published timetable throughout the day or even a substantial part of it.
 - Only 66% of the buses running on 'Punctuality Improvement Partnership' (PIP) routes were 'Bus Location Information Sub System' (BLISS) enabled, therefore customer perceptions were that the information provided was unreliable. This was either to do with drivers not turning the equipment on or with vehicles not having the equipment installed, despite previous agreements with some operators.
 - The average cost of installing the BLISS system on a bus route was in the region of £10,000
 - Unforeseen difficulties affecting journey times e.g. delivery vehicles in the town centre etc – it was recognised that the relocation of large delivery vehicles to transshipment centres could create problems elsewhere

- Problems with buses not adhering to the speed limit in an effort to stick to the timetable
 - Variations in peak traffic flows during school holidays - it was confirmed that flow was between 8-10% lower and that this made a significant difference to reliability.
 - The relative cheapness of the Park and Ride fares relative to local bus services – it was noted that this created a perverse incentive for local residents to drive to a Park and Ride site.
 - The number of buses in operation that were still not Disability Discrimination Act (DDA) compliant, although the committee acknowledges that many bus operators are continuing to upgrade their fleets to achieve greater compliance
 - The legal status of bus timetables - it was confirmed that the Commissioner would expect 95% of services to be on time, and if the timetable was not consistently met he could impose sanctions.
 - The need to make clear to the public any changes to services i.e. Rawcliffe Bar Park and Ride where additional stops had now been added which resulted in a bus service rather than a high frequency express service
23. In 2001 Steer Davies Gleave Consultants examined the reliability of bus services in York and their final report highlighted reasons leading to unreliability that included dwell time, ticketing, congestion of the road network and money in the capital programme. Unfortunately, as was acknowledged by the chair of the Quality Bus Partnership when he met with this committee in 2007, the issues relating to bus service unreliability are still very much the same today.
24. The above issues are not helped by the fact that not all bus stops have timetables or shelters, and where more than one Bus Company services the journey; passengers have to purchase more than one ticket to cross the city making such journeys particularly expensive, leaving aside the time penalties and inconvenience of changing services.
25. In an effort to find ways of influencing journey choice, the role of wider education and promotion campaigns was discussed. It was identified that no campaigns have been undertaken between 2002 and 2007 for financial and staffing reasons. Officers expressed the view that individualised journey planning i.e. through the 'Smart Travel' initiative, had major potential to influence choice and change people's travel patterns, and evidence from previous work (pilot in 2003) and recent work in Sustainable Cities & Cycle Demonstration Towns confirm this.
26. Economic Performance
At this stage in the report, the Committee will include a summary of their findings in relation to the effects of congestion on economic performance.
27. Quality of Life
It was recognised that traffic flow affects social interaction. For example, residents living alongside roads which experience high levels of motorised traffic are much less likely to make friends and acquaintances with others living in their road, compared to those living in areas with low traffic levels. Add to this the affects of noise pollution and poor air quality and the affect traffic can have on quality of life becomes clear.

28. In 2000, The World Health Organisation agreed guidelines for Community Noise, recognising that noise levels can have adverse effects on health causing annoyance, sleep disturbance, interference with communication, thereby affecting performance, productivity and human development. In children, noise can have a chronic adverse effect on cognitive development, memory, reading, and motivation. Health targets for Transport, Environment & Health set by Central Government aim to protect existing quiet areas, promote quietness and reverse the increase in noise pollution by introducing noise emission measures.
29. Air pollution can have psychophysiological effects, mainly cardiovascular e.g. ischaemic heart disease, hypertension and stress.
30. Choices in mode of transport can also have a long-term effect on health and quality of life. For example, the evidence shows a clear correlation between a fall in obesity levels with increased walking, cycling and use of public transport:



31. Road Safety
 Many advances have been made in reducing road accidents, particularly for 'Killed or Serious Injury' accidents (KSIs). LTP2 aims to reduce KSIs by 45%. Whilst there is some correlation between accidents and volume of traffic, it is difficult to establish an accurately quantifiable link between traffic levels and accidents as increased congestion can result in lower traffic speeds, hence lower KSI risk. Paradoxically, however, pedestrians may be willing to behave in a more unsafe manner to be able to cross a more busy road. (*Graph to be inserted*)

Analysis

32. As a result of all of the information provided during this review, the Committee have recognised the following:
33. Expected Increase in Traffic in York
 Over the period of the City's first Local Transport Plan (2001-2006) peak-hour traffic flows remained very close to 1999 flows which played a part in the council's Network Management service achieving an 'excellent' grading from the Department for Transport (DfT) for securing the expeditious movement of traffic on its road network. Although the indicator for peak hour traffic showed traffic levels being fairly constant between 1999 and 2006, the indicator did not give any

information relating to traffic levels either side of the peak period and hence any data pertaining to people commuting either earlier or later to avoid roads running at full (or over) capacity in the longer peak period.

34. Nationally, traffic growth between 1996 and 2025 could be in the range 52-82%¹ although recent actual levels show traffic growth at the lower rate. Officers estimate that York could face a 27% rise in traffic from the 2003-4 position to 2020-21. Due to the geographical and physical constraints within the Authority's area, and the city's historic character it is not possible to provide additional highway capacity at anything like the rate at which demand is increasing, and this has necessitated York's integrated approach to the provision of transport infrastructure since the 1987/88 MVA study, through to LTP1 and LTP2.
35. The property price boom over the past decade, the recent low levels of family housing construction in York, and the dispersion of businesses to the outskirts of the city have made it increasingly difficult to live near to places of employment. This added to the expansion of car ownership and historic relative decrease in motoring costs, has led to greater population dispersion. Recent figures show that 22,500 workers commute into York from surrounding areas and 17,000 travel out of the city for work. The need to relocate to more peripheral locations has necessitated longer journeys to work, which are often less suited to non-car options. Outside the main urban area, journeys are becoming increasingly more difficult to serve by public transport due to their varied nature serving a wider number of origins and destinations, along with reduced opportunities to satisfy needs locally due to a lack of local facilities and funding to provide public transport services.
36. Policy Driving Changes
Since 1997 central government has sought, through various white papers and the local transport plan system, to promote more sustainable and healthy travel by widening transport choice and reducing reliance on the private car. At a national level, more expansive programmes, such as the Transport Innovation Fund (TIF), offers significant funding to develop and implement innovative 'package' solutions for tackling congestion. However, currently, a TIF package must contain some form of road user charging measure for it to be considered. The regional and local planning framework is described in more detail in Annex D.
37. The Local Transport Plan 2006-2011 (LTP2)
In March 2006, the Council published its second Local Transport Plan (LTP2) covering the period 2006 – 2011. It sets out the council's aspirations and proposed measures for transport over a 5 year period within the context of a 15 year horizon. The strategy in LTP2 for tackling congestion is to build upon the successes already achieved by LTP1 (2001-2006) and deal with the pressures from the growth in the economy. LTP2 predicts that, in the absence of its proposed package of measures, traffic levels will rise by 14% by 2011 with a further doubling to 28% by 2021.. The strategy proposed in LTP2 (as summarised in Annex C) seeks to limit this growth to 7% by 2011. The core strategies developed for LTP1 and LTP2 are still valid but have not yet been fully implemented due to constraints on resources. The key proposals identified in the LTP2 are to:

¹ Source IAM motoring facts 2008

- increase the capacity of the Outer Ring Road (ORR) thereby reducing congestion in the city centre and creating road space to reallocate to buses, cyclists and pedestrians;
- provision of an orbital and cross city bus network – a viable and reliable orbital bus route will only be possible as a result of improvements to the ORR junctions;
- i) provide additional Park & Ride sites to intercept traffic on all main radials - the Council recently had a £20.8m bid approved by the Regional Transport Board, for inclusion within the Regional Funding Allocation programme to construct two new park and ride sites, one on A59, Harrogate Road at Poppleton and the other on the B1363, Wigginton Road together with a relocation of the Askham Bar site to a new site that will allow additional spaces and facilities to be provided. Each of these sites could also utilise the potential for a tram/train halt. The total cost of the scheme is £26.4m and will take an additional 0.5million car journeys off York's roads within the outer ring road, each year;
- manage demand through parking control and possibly access restrictions in the city centre;
- a further package of soft measures aimed at improving road safety, air quality, accessibility, safe routes to school, health and well being as well as enhancing education and the economy.

38. Expected Increase in Congestion

The maps in Annex A show that even with the congestion tackling measures included in LTP2, by 2011 there will be many principal roads in York where capacity will have reached and/or exceeded 85% during peak travel times, leading to reduced or no free flow. In addition, off peak and weekend traffic levels are increasing faster than ever before. By 2021, the projections are worse having taken into account the additional traffic from future employment and residential developments in York at University Campus 3, Germany Beck, Derwenthorpe, York Northwest, and Hungate.

39. To assess the impact that new development will have upon the road and transport networks, the Council maintains a multi modal model that combines both traffic and transport elements. Also within the model are the projected new developments and the infrastructure improvements expected to be delivered either through LTP2 and its successors, as well as any additional infrastructure delivered through major scheme bids such as Access York or through developer led initiatives. It allows different development scenarios to be tested at both a macro and micro level and new developments are assessed to identify their impact upon the road network, which is very much driven by the type and content and extent of the development proposal.
40. The predictions for York were established on the basis of housing and employment growth contained in the Draft Regional Spatial Strategy (RSS). These have been superseded by higher levels of growth in the full RSS published in May 2008, particularly as employment growth is expected to outstrip housing provision, thereby, leading to more and longer commutes into the city.

41. Since the production of LTP2, other major land developments have been proposed and these are at various stages of planning e.g. York Central, British Sugar, Nestles and the Terry's site. Individually any one of these would have a significant impact on the local transport infrastructure with citywide effects, but when taken together could result in a major change in the city's travel patterns and demand for transport infrastructure. Therefore, it is clear that any additional development across the city in the coming years will worsen the significant adverse affects of the current high congestion levels.
42. The Committee recognised that additional congestion tackling measures would be required to compliment and work alongside those already included in LTP2 and extend beyond, if the expected rise in congestion levels are to be halted.
43. The Committee agreed that in order to raise awareness amongst York residents about congestion issues and to seek their views on the broad strategic options available to the city, it would be beneficial to carry out a citywide consultation exercise. The Committee could then use the findings to inform the decision on the best combination of additional measures required to supplement LTP2. The Committee have considered the surveys carried out as part of LTP1 & LTP2, and are in the process of agreeing the content and format for their proposed survey.
44. Findings From Residents Survey
At this stage in the final report, the Committee intend to include the results from both the previously completed consultations (carried out as part of LTP1 & LTP2) and the proposed citywide consultation exercise in order to evidence residents views on the current congestion issues in York and the Committee's suggestions for improvements.
45. Transport Tools Available & Their Effectiveness
Significant achievements have been made to widen transport choice in the city, reduce the reliance on the private car, including keeping peak hour traffic levels close to 1999 levels and increasing bus patronage by 49%, through implementing the first LTP (2001-2006). LTP2 seeks to continue and build upon the measures in LTP1, but is unlikely to be enough in the longer term. For example, traffic levels on the A1237 which forms the western and northern sections of the outer ring road have increased by more than 50% over the last 15 years which has resulted in heavy congestion during peak periods, particularly on its junctions with radial routes. Similarly there has been an more significant increase in the congestion on the inner ring road and its approach roads and extensive measures will be required to address this.
46. Many measures have or are close to achieving their maximum potential for restricting traffic growth at the level of investment to date and more extensive measures are likely to be required in the future, particularly if doubling York's economy by 2026 is to be realised. Failure to adopt this approach will result in this level of economic growth not being achieved. The various elements that could be considered are shown at Annex E. The Committee recognised that these elements could be introduced individually or in combination to provide differing levels of congestion relief (as listed in Annex F), and they recognise that the key issue they face is to identify the optimal and affordable combination of those elements. *The committee intend to comment on the effectiveness of the tools and measures identified as part of this review in the final version of this report.*

47. Many cities face a situation similar to that of York. For example, Cambridgeshire County Council is currently in the process of working up a TIF bid for Cambridge which includes road user charging together with a complimentary programme of improvements to the transport network, and Nottingham City Council has recently approved the introduction of a workplace parking levy.
48. In addition to the two examples above, the government has recently announced that up to £3 billion of funding will be available for transport improvements in Greater Manchester. The funding package consists of Government grants of £1.5 billion, £1.2 billion of local funding supported by future revenue from a limited peak time only congestion charge (covering two concentric zones bounded by the M60 and the inner ring road) and £0.1 billion of third party contributions. It will deliver a transformed public transport system for Greater Manchester.. The congestion charge element will not be introduced until the summer of 2013 at the earliest, following the improvements to the alternative transport provision, and will be no more than £5 per day at 2007 prices.
49. Although not directly comparable to York, in London a road pricing scheme (London congestion charge) has already been implemented. The main outcomes of this measure were:
 - 26% reduction in congestion within zone compared to pre charge
 - Total traffic volume fell by 4% since charge increased from £5 to £8
 - Increase in use of public transport by 1% - 3% since charge increase
 - NOx fallen by 13%, PM10 by 15% (partly due to improved engine technology); CO2 down by 15%
 - Accidents reduced by 40 – 70 pa within Zone and Inner Ring Road
 - Business impacts broadly neutral
 - No overall impact on employment or business performance
 - Net revenue from scheme in 2006/7 was £123m
 - £100m invested in Public Transport
50. It is extremely unlikely that future LTP allocations will be sufficient to implement the full or even a significant part of the suggested strategy, so other more extensive funding sources will need to be secured. The most likely source is the Transport Innovation Fund (TIF)(Congestion), which has already been awarded by the Department for Transport (DfT) to some authorities to work up packages to address congestion that include some form of demand management. It is becoming more apparent that DfT's view is for local authorities seeking some of the TIF funding available (£290m in 2008-09 rising to £2550m by 2014-15), 'demand management' should include some form of road pricing.
51. Road Pricing is most likely to attract TIF funding and does generate a revenue income. However, the revenue collection and scheme operation costs need to be accurately assessed to determine if such a scheme is viable and sustainable.
52. Big Choice Options For Reducing Congestion
The Vision' for York as contained within the Sustainable Community Strategy states that we will make our mark by:
 - Building confident, creative and inclusive communities
 - Being a leading environmentally friendly city

- Being at the forefront of innovation and change with a prosperous and thriving economy
 - Being a world class centre for education and learning for all
 - Celebrating our historic past whilst creating a successful and thriving future
53. Whilst recognising this vision the Committee strongly believe the City should have a complimentary long-term vision for transport. At the end of this review, the Committee intend to suggest what this might be, together with a recommendation that the Executive agree it. Whatever vision is agreed there is a need to bear in mind that York is part of the Leeds City Region and York's vision may, ultimately, be influenced by the Leeds City Region Vision and/or Multiple Area Agreement.
54. In order to realise the vision, the committee recognised that a suitable strategy would need to be devised and implemented. Of the elements contained in Annex E, those considered to be worthwhile pursuing were assembled in to a series of scenarios which could be adopted either singly or in combination and could be implemented to either widen travel choice or manage the demand for travel. An initial assessment of the various scenarios was carried out as shown in Annex F. These have been listed in order of increasing ability to tackle the issues, together with the expected contribution each element will make towards achieving the desired limiting of traffic. It should also be noted that generally, these scenarios are listed in order of increasing cost and complexity. The two final scenarios present the committee's optimal solutions for addressing congestion either with a road user charge element (scenario 13) or without (scenario 14). It is recognised that these will need to be subjected to further testing and therefore a further recommendation of this review will be that the Executive release sufficient funding for the optimal solutions to be tested.

Subsidiary Recommendations

55. *The Committee have drafted a number of recommendations as result on their investigative work on the objectives of this review. It is intended to include these in the final version of this report together with the relevant implications information.*

Report Options

56. Having regard to the remit for this review and the information contained within this report and its associated annexes, Members may decide to:
- i) Agree a vision for York's long-term transport strategy as referenced in paragraph 54
 - ii) Request additional information in order to support the identification of an optimal and affordable strategy
 - iii) Amend and/or agree the recommendations within this report

Implications

57. **Financial** - The financial implications associated with implementing the suggested long term transport strategy are outlined in paragraph 58. However in order to pursue these funding streams the options (scenarios) will need to be tested rigorously to confirm the validity of the suggested strategy which would require Council funding. At this stage it is unclear exactly how much funding would be required and this would need to be considered before any decisions were taken.

58. **Legal** - The Committee will seek information on the legal implication of their final recommendations once these have been agreed as part of their final report.
59. There are no known HR, Equalities, Crime & Disorder, Property or Other implications associated with the recommendations within this report.

Risk Management

60. There are no known risks associated with the recommendations within this report.

Corporate Priorities

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

Recommendation

62. In light of the above options, Members are asked to:
- i) Note all of the information provided in the report and annexes
 - ii) Agree any amendments to the report and/or additional information to be included therein, prior to its consideration by Scrutiny Management Committee
 - iii) Devise and agree a long-term 'Transport Vision' to support the Sustainable Community Strategy
 - iv) Confirm which of the scenarios (as shown in Annex F) the Committee would like to have tested

Reason: To ensure full consideration of all the objectives, and the completion of the review within the agreed extended timeframe

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No. 01904 552063.

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Final Draft Report Approved **Date** 30 May 2008

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Traffic Congestion Interim Reports dates 28 January 2008 & 17 April 2008 and 'Broad Strategic Options' Briefing Paper dated 27 February 2008

Annexes

Annex A – Maps showing congestion levels in 2005, 2011 & 2021

Annex B – Additional Impediments to Traffic Flow

Annex C – LTP2 Strategy for 2006-11

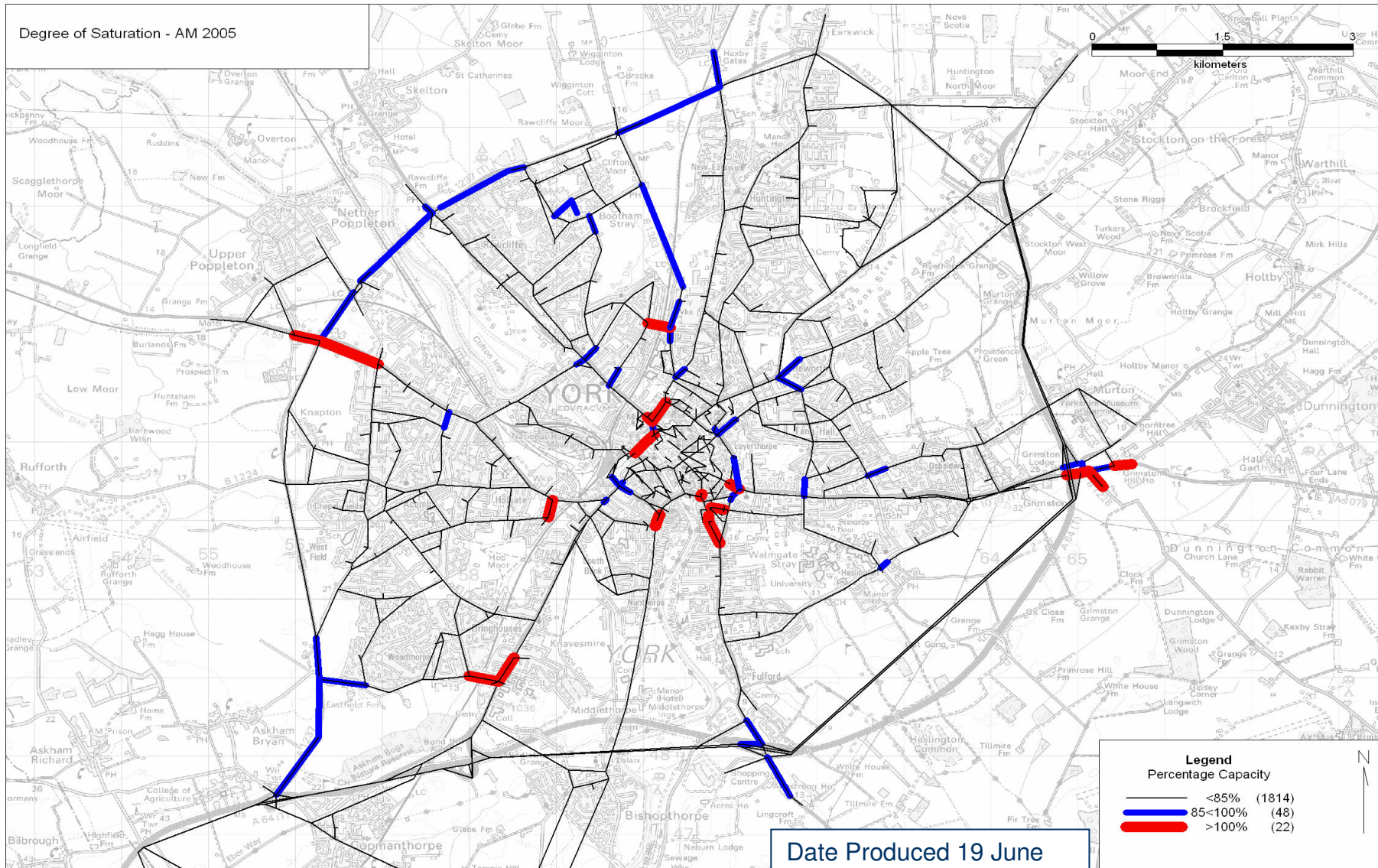
Annex D – Summary of Regional and Local Transport Policy

Annex E – Potential Elements for a Long term Transport Strategy for York

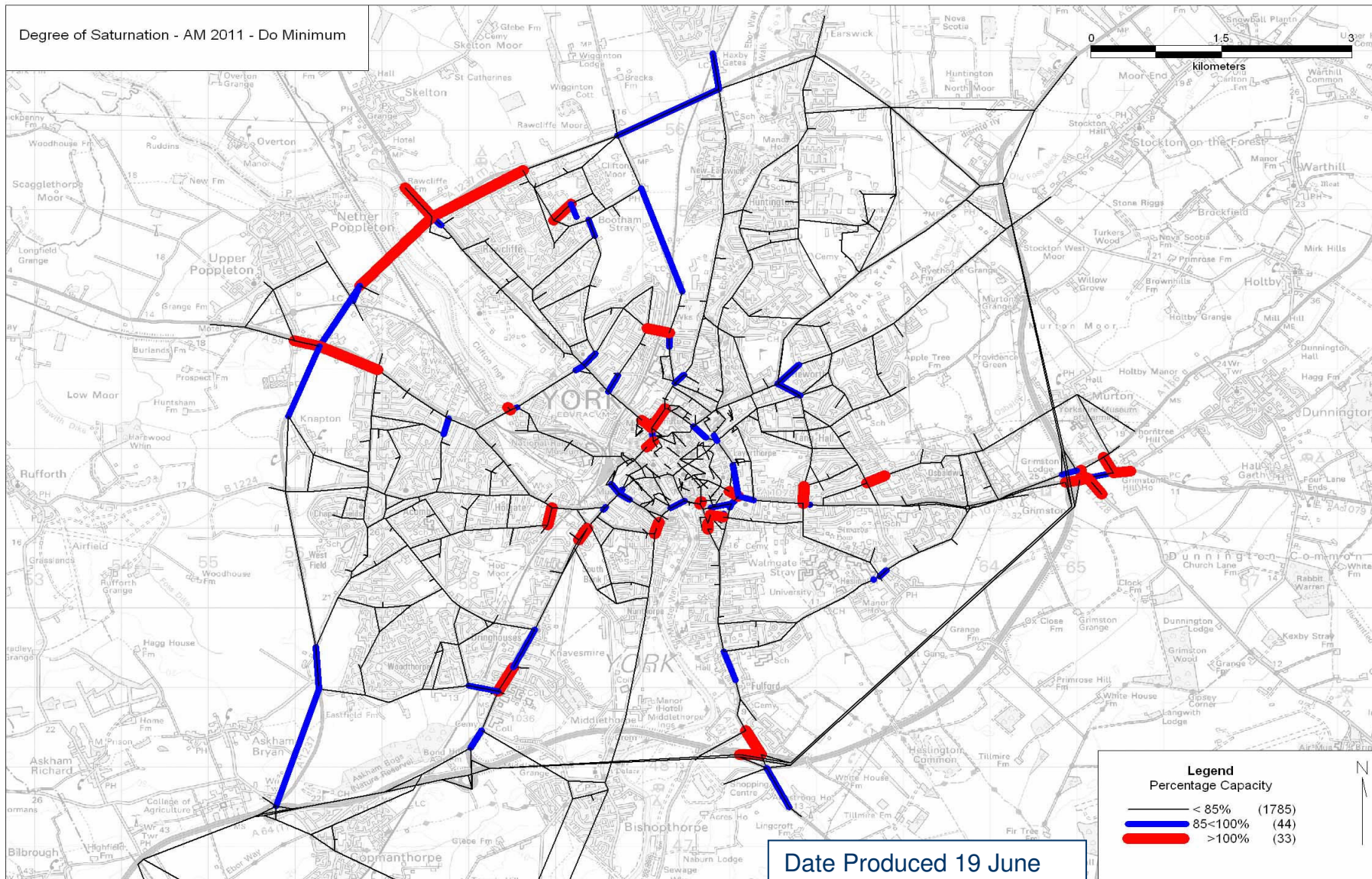
Annex F – Long Term Strategy Scenarios For York

This page is intentionally left blank

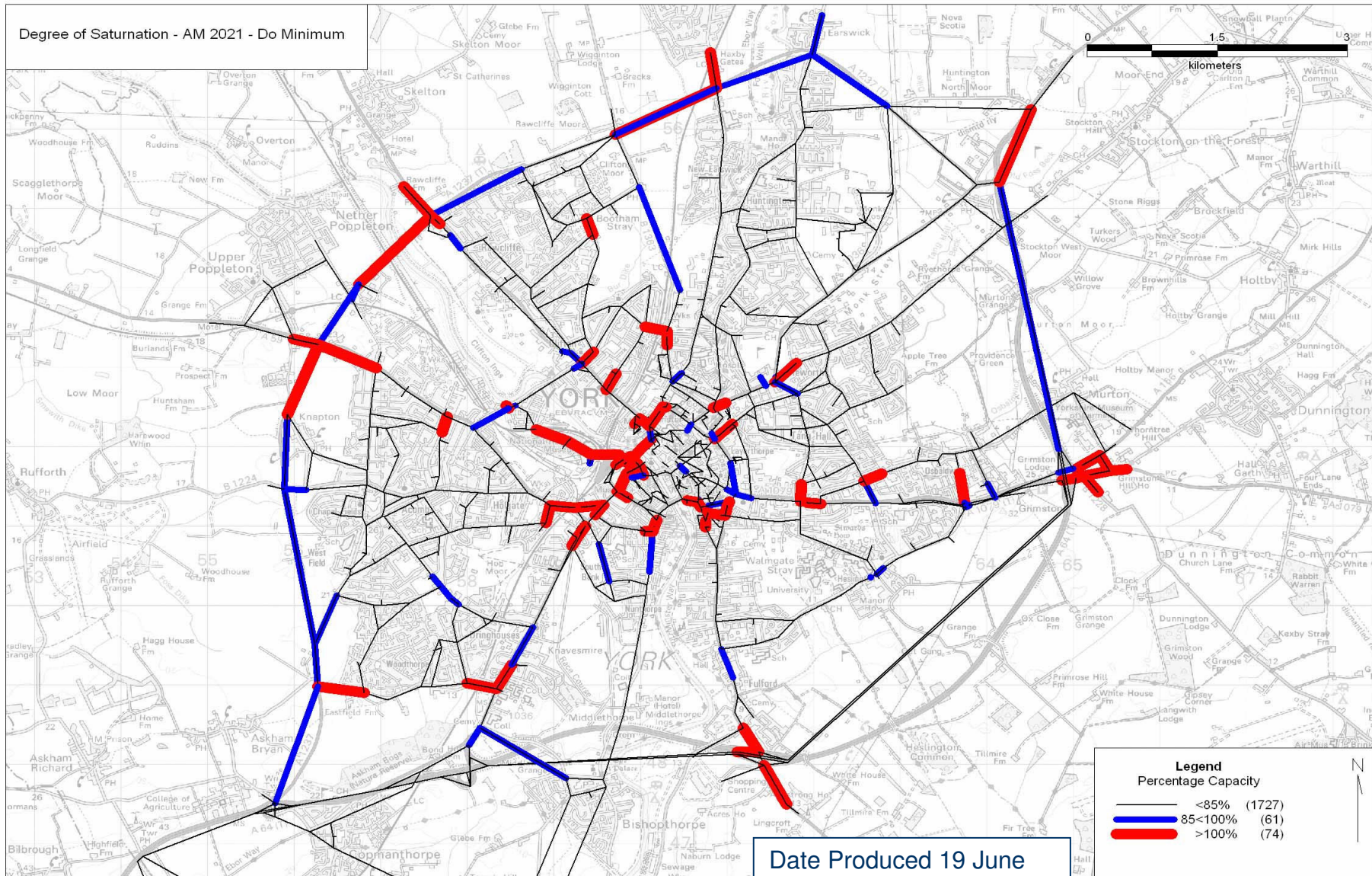
AM Peak 2005



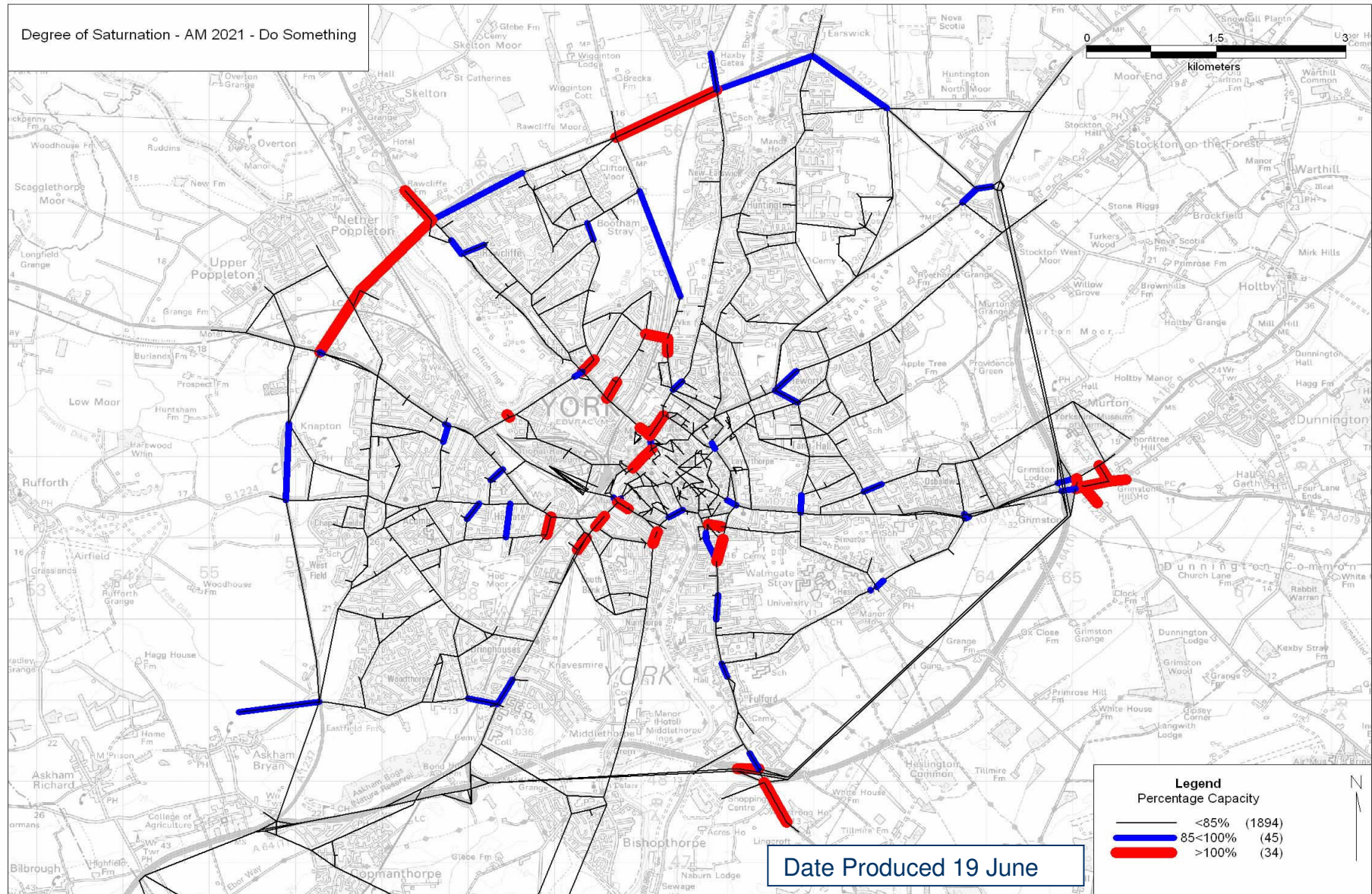
AM Peak 2011 Do Minimum



AM Peak 2021 Do Minimum



AM Peak 2021 – Do Something



Other Issues Affecting Congestion

There are a number of impediments to traffic flow which are not directly covered by the objectives of this review i.e.:

Utility & Roadworks on the Highway

From April 2008 the Traffic Management Act will require us to notify the co-ordination team of small scale works on the highway such as reactive maintenance. This should aid the management of the network and minimise the disruption.

Accidents on the Highway

The Police have a major influence upon the management of road traffic accidents as they take the responsibility for the scene. Whilst we have reasonable levels of communication with the Police there is room for improvement in co-ordinating the joint response.

Junctions

Where a junction has been improved as much as is practically possible, the only way of reducing congestion further rests on finding ways of either encouraging, or forcing, less traffic to use the roads linked to the junction.

Signals / Crossings

This committee recognised a number of sites where the type of crossing in situ was not necessarily the ideal type for the location. The adaptation or upgrading of some of the older signals to puffin signals would be ideal but costly dependant on the age and type of the crossing already in place.

On Street Parking

There are approximately 267km of waiting restrictions on our existing highways that are regularly patrolled for enforcement by the Council's Parking Services. As inconsiderate and illegal parking is a major source of interruption to the flow of traffic on the Network, more enforcement is required particularly outside schools and within their local vicinity, and At other hotspots where there are frequent delays e.g. on bus routes.

Public Events

Any additions to the current use of Intelligent Transport Systems that alter traffic signal timings and advise traffic of congested areas would be of benefit to the city utilised on major routes into the city to better manage traffic.

Education Related Travel

School related travel can account for up to 20% of traffic during school term times. In fact, one out of every four cars on the road in the morning rush hour in York is on the school run. Work is ongoing in schools to minimise the impact of the "school run" by encouraging alternative modes of transport such as walking and cycling, and work is also in progress to ensure each school has its own travel plan.

Travel Plans

All developments over a certain size had to have a green travel plan but as circumstances change the travel plan do not necessarily change with them. There are well established companies and businesses in the City that do not have a green travel plan and this could possibly be having an effect on traffic congestion within the City; maybe more so than the school run. The Council could do more to encourage the development of, and use of travel plans in the private sector by leading by example.

Inner City Goods Deliveries

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

THE VISION
A thriving, sustainable (economically, socially and environmentally), vibrant community..... where traffic will be less congestedand everyone can access services and enjoy a better quality of life (including better air quality), without dependence on the availability of a carand with greater safety and security

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

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

OBJECTIVES	<ul style="list-style-type: none"> • Encourage informed travel choice • Maintain and make better use of the existing network • Improve journey reliability 	<ul style="list-style-type: none"> • Provide accessible and affordable links to key services • Improve integration within and between all forms of travel • support development that reduces the need to travel and or enables travel by more sustainable modes 	<ul style="list-style-type: none"> • Improve levels of safety for all forms of travel and enhance community safety 	<ul style="list-style-type: none"> • Improve air quality, maintain and protect the built and natural environment of the city • Increase levels of physical activity and provide wider access to health and social care • Maximise the overall benefits of transport and/or developments, to the local community 	<ul style="list-style-type: none"> • Maintain high levels of employment through enhancing and supporting the needs of the local economy in a sustainable manner • Longer-term objectives (to 2021)
------------	---	--	---	--	--

ELEMENTS	<ul style="list-style-type: none"> • Demand management • Selective Highway Improvements • Reallocation of road space • Effective management of the network 	<ul style="list-style-type: none"> • integrated transport network • Modal shift away from the private car • Public transport provision and promotion • Smarter travel choices • Improved walking and cycling routes 	<ul style="list-style-type: none"> • A continued focus on a 'Hierarchy of Transport Users' • Engineering, Education and Enforcement 	<ul style="list-style-type: none"> • Air Quality Action Plan 	<ul style="list-style-type: none"> • Improved forward planning (Through informing the Local Development Framework)
----------	--	--	---	---	---

THE STRATEGY (MECHANISM), MEASURES AND TIMESCALE
SEE FOLLOWING DIAGRAM AND ATTACHED ACTION PLAN

The consultations undertaken for formulating LTP2 showed that local residents and stakeholders identified ‘congestion’ as their main area of concern, with businesses believing ‘reducing congestion’ to be the most important issue facing the city. Tackling congestion, is, therefore, the primary focus of LTP2 as doing so also contributes significantly to all of the other themes.

THE ISSUE

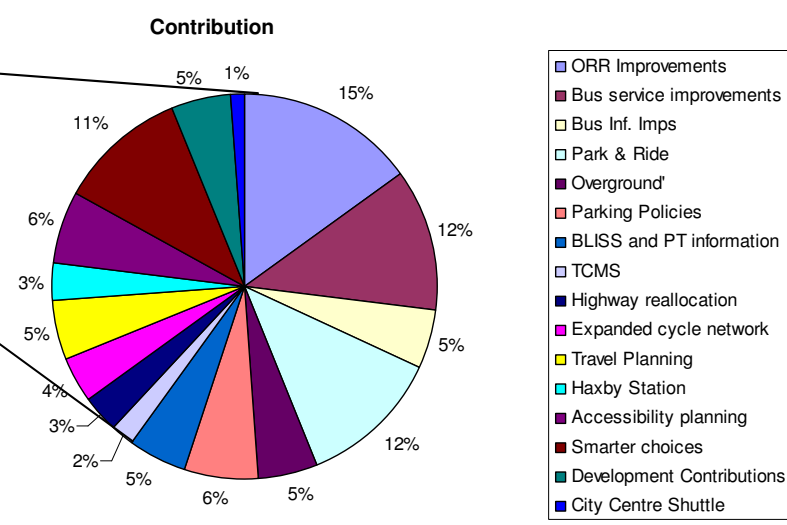
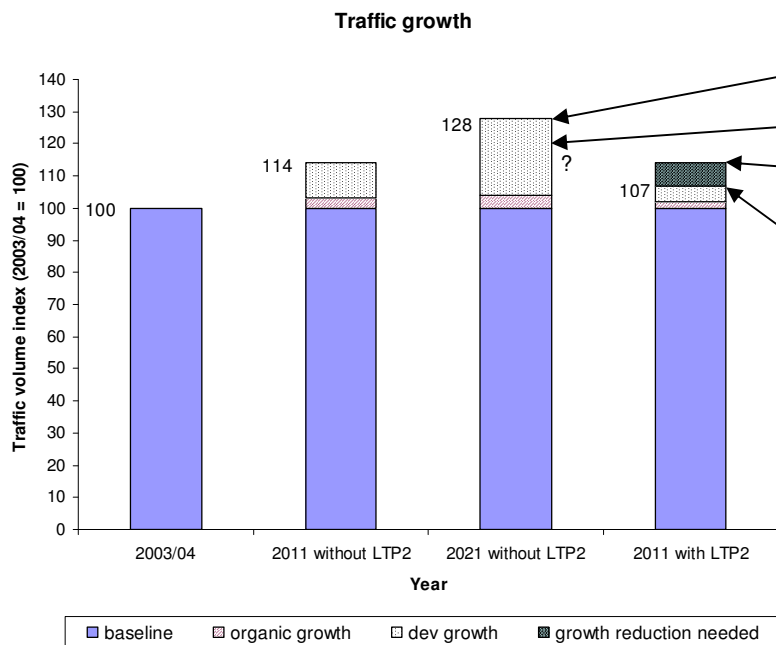
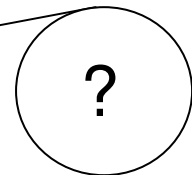
The continuation and expansion of development that has taken place in the city over recent years will, together with ‘organic growth’ add a significant level of transport demand (primarily private car) on the city’s transport network. It is likely that the network will struggle to cope with this level of demand unless further investment is made to improve capacity and demand management measures are introduced to restrain traffic growth (to 7% by 2011 instead of the predicted 14% in the absence of such measures as intended within LTP2).

THE STRATEGY (MECHANISM)

The mechanism by which the issue is anticipated to be addressed consists of the following:

- i) Improve the Outer Ring Road (junctions) to improve capacity and reduce vehicle delays along it to encourage drivers away from undertaking cross city movements along the radial routes,
- ii) thereby reducing traffic levels along the radial routes allowing capacity reallocation to improve journey times and safety for more sustainable forms of transport, such as walking, cycling and public transport; thereby
- iii) enabling further improvements to bus services, augmented by improvements to and expansion of the cycle network and pedestrian routes, supported by;
- iv) suitable promotion, marketing and travel planning to raise the awareness of the more sustainable travel options in the city,
- v) utilising developer contributions for improving the network as appropriate.

This is represented in the following diagrams.



Shared Priority	Scheme	Short Term					Medium Term 2011/2016	Long Term 2016/2021	Core Aim ^{1,2}	Targets ³											Also contributes to:			
		06/07	07/08	08/09	09/10	10/11				1	2	3	4	5	6	7	8	9	10	11				
Tackling Congestion	Traffic Congestion Management System roll-out								2,7			Y												
	A64 Hopgrove Roundabout		◆						2,4	Y			Y	Y										
	Moor Lane Roundabout		◆						4, (2)	Y			Y	Y										
	Other ORR Improvements						◆		2,4	Y			Y	Y										
	Bus Lanes (A19 N&S, Wigginton Road)						◆		1,2,7	Y	Y	Y			Y	Y	Y			Y	Y			
	High Occupancy Vehicle Lane						◆		1,2,7	Y	Y	Y			Y	Y	Y			Y	Y		AQ	
	Bus Priorities (Radial Routes & FTR)						◆		1,2,7	Y	Y	Y			Y	Y	Y			Y	Y			
	Designer Outlet P&R Relocation	◆							1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y	Y	AQ	
	Askham Bar P&R Expansion			◆					1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y	Y	AQ	
	Grimston Bar P&R Expansion						◆		1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y	Y	AQ	
	A59 P&R						◆		1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y	Y	AQ	
	Wigginton Rd P&R						◆		1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y	Y	AQ	
	FTR Roll-out on other routes		◆						1,2,5,7	Y	Y	Y				Y	Y	Y	Y	Y	Y	Y		
	Further Development of FTR						◆		1,2,5,7	Y	Y	Y				Y	Y	Y	Y	Y	Y	Y		
	City Centre Public Transport Access Improvements		◆						1,2,7	Y	Y	Y			Y	Y	Y	Y	Y	Y	Y	Y	AQ	
	Development of orbital routes and transport interchange points			◆					1,2,7 (3)	Y	Y	Y					Y			Y	Y		A	
	Extension of BLISS						◆		1,2,7	Y		Y			Y									
	Real-time Information provision	◆							1,2			Y												
	Personalised journey planning	◆							1,2,5,7	Y	Y	Y					Y				Y		A	
	Segregated off-road cycle routes						◆		1,2,6,7	Y	Y	Y	Y				Y			Y		Y	AQ	
	New pedestrian/cycle bridge						◆		1,2,5,6,7	Y	Y	Y					Y			Y		Y	A	
	Address pinch-points on cycle network						◆		1,2,5,7	Y	Y	Y					Y	Y	Y					
	PROW links	◆							1,5,6,7								Y							
	Expansion of Footstreets	◆							3,4,5	Y			Y	Y		Y								
Car clubs	◆							1,2,5,7			Y				Y									
Haxby Station						◆		1,2,5,7	Y	Y	Y							Y	Y			A, AQ		
Harrogate Line						◆		1,2,5,7	Y										Y			A, AQ		
Beverley Line						◆		1,2,5,7	Y										Y			A, AQ		

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

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

Notes

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

This page is intentionally left blank

Regional & Local Policy Driving Change

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

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

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

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

¹ Moving Forward: The Northern Way Strategic Direction for Transport

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

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

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

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

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

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

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

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

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

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

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

This page is intentionally left blank

Potential Elements for a Long term Transport Strategy for York

Public Transport

Rail

- Tram
- Enhanced Rail Services
- New Halts
- Airport Access i.e. LBA, Manchester, Doncaster, Teeside

Bus

- Quality Contracts
- Quality Partnerships
- Guided Vehicles
- Management of Bus Services
- Alternative to subsidised bus services
- Overground Orbital services
- Integrated ticketing i.e. Yorcard

Park & Ride

- Increase in capacity
- Hours of Operation
- Fare Structure
- New and Extended sites (South/East)

Infrastructure Improvements

New Park & Ride Services

Access York Phase I

Outer ring road – Access York Phase II

New river crossings for walking and cycling

Trans-shipment centre

Cycle network extensions i.e. off road routes and secure storage

Walking

City Centre Interchange i.e. P&R, Commercial Bus, Tram, Rail

Asset Repair and maintenance i.e. reducing backlog

Demand Management

Road User Charging e.g. zonal / cordon

Workplace Charging Levy

Low Emission Zone Charging

Low Occupancy Charging

Access Restraint

Bus Priority Lanes on all P&R radials Parking Policy:

- Charging structure,
- Planning controls
- Enforcement

Traffic Management using enhanced technology, 'Freeflow Project'
Event Management

Smarter Choices

Personalised Travel Planning

Travel Information

Awareness Campaigns

Support for cycling and walking initiatives

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

Strategy Components					
Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
1	Do Minimum	No further investment in the transport system other than already committed schemes. (i.e. end of LTP2)	Reliant on 'natural balance' to occur. As the demand on the road network increases the 'peak spreading' will occur increasing travel times for private and public transport to an unacceptable level.	Unacceptable increases in travel time would inhibit economic growth.	CoYC
2	'Smarter Choices'	Marketing, publicity and personal travel planning to make people more aware of transport options available	Seeks to make people use what we have in a better way, but doesn't increase the capacity of the transport network	Low cost (£25,000 - £250,000 per year overall revenue). Unlikely to have any quick-wins, but has achieved significant modal shift, over time where used. Full benefits may not be realised without other investment to improve capacity in the network. Unlikely to achieve sufficient congestion relief to prevent economic growth being inhibited.	CoYC
3	Continuation of LTP Approach	Continue policies and investment levels currently in Local Transport Plan 2006-2011	Package of measures to meet shared priorities	Some successes, but limited for achieving much more at similar levels of investment, so unlikely to achieve sufficient congestion relief to prevent economic growth being inhibited.	CoYC (through LTP settlement) DfT (for LTP settlement awarded)
4	Non-Motorised Transport Infrastructure Improvements	High level of investment for walking/cycling, including new river crossings but minimal investment elsewhere	Completion of strategic cycle network and links (including secure storage) plus improved pedestrian environment to facilitate more 'healthy travel'. Supplement infrastructure with education and training.	Unblocking of barriers to increased cycling / walking within the city, but unlikely to alleviate longer distance commuter / through traffic, so unlikely to achieve sufficient congestion relief to prevent economic growth being inhibited.	CoYC Sustrans Cycling England Regional Transport Board Other funding agencies

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

Strategy Components					
Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
5	Road based Public Transport Investment (inc. Park & Ride)	High level of investment for improved public transport services (buses) and infrastructure, but minimal investment elsewhere	Improved infrastructure, including interchange facilities further P & R sites and better bus stop facilities by CoYC, together with service improvements, including integrated ticketing, by bus operators through use of voluntary/statutory quality partnerships and / or statutory quality contracts. Potential for guided bus route(s).	Significant step-change required to make PT more attractive for increasing patronage, but reticence by operators may hamper aspirations. Also reliant on increased and continual revenue support for non-commercial services. Could provide significant level of congestion relief	CoYC (infrastructure and quality contracts) Bus operators (services through partnership(s) and/or contracts) Leeds City Region (for connections to other towns/cities)
6	Investment in Rail	investment in rail services and infrastructure	Coordinated approach to developing all forms of rail based public transport, including introduction of more heavy rail or tram/train services particularly if links to LBIA improved.	Reliant on outcome of trials and procedures for completing rail projects. Could remove more longer distance commuting traffic than 5	CoYC (infrastructure and quality contracts) Network Rail Train operating companies Leeds City Region Regional Transport Board
7	Conventional Demand Management	Implementing various demand management measures to make city (centre) less desirable to access by private car.	Mixture of more radical parking policies, access restrictions and reallocation of road space to more sustainable forms of transport, together with technological development such as TCMS to ease traffic movements.	Big 'stick' and some 'carrot' (opportunities for improving more sustainable modes on reallocated roadspace). Can not use in isolation so unlikely, in itself, to achieve sufficient congestion relief to prevent economic growth being inhibited, unless more sustainable mode improvements introduced.	CoYC

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

Strategy Components					
Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
8	Workplace parking charge	Workplace parking levy	Workplace parking charging to deter commuting to city centre workplaces by car. Revenue raised by levy used to fund other improvements.	Big 'stick' but no 'carrot'. Even if seen as a deterrent it may be perceived by motorists to be an 'acceptable penalty'. Cannot use in isolation so unlikely, in itself, to achieve sufficient congestion relief to prevent economic growth limitations. Possible implications on employment locations and re-locations Need to improve other modes before introducing. Commuter orientated charge (into and within the city). Could encourage greater take-up of workplace travel plans. Exemptions. Relatively quick to implement.	CoYC Employers (depending on no. of staff at workplace) Leeds City Region Regional Transport Board
9	Road User Charging	Area / Cordon based road user charge	Area / Cordon charging zone to discourage through-city travel by private vehicles. Revenue raised by charge used to fund other improvements.	Big 'stick' but no 'carrot'. Even if seen as a deterrent it may be perceived by motorists to be an 'acceptable penalty'. Cannot use in isolation so unlikely, in itself, to achieve sufficient congestion relief to prevent economic growth limitations. Possible implications on employment locations and re-locations Need to improve other modes before introducing. Could discourage cross city movements Encourages more use of Park & Ride services Will require extensive monitoring and enforcement apparatus and procedures. Exemptions. Could have long lead-in period.	CoYC DfT (for allocating TIF funding) Leeds City Region Regional Transport Board

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

Strategy Components					
Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
10	Highway Infrastructure	Implementation of major highway projects such as Access York Phase II (incorporating ORR dualling) and freight consolidation centre	Major highway investment, favouring predominantly private motorised transport, but with some benefits for road based public transport.	Provides extra traffic capacity on routes around the city, thus making them more favourable than through city routes for cross-city movements. Bus priority on key radials will improve journey reliability. Consolidation centre will facilitate more efficient freight deliveries to the city centre. Significant removal of longer-distance commuting / through traffic in city centre, hence reduces congestion, but does not achieve much transference to more sustainable modes for shorter journeys.	CoYC DfT for awarding Major Scheme Bids Leeds City Region Regional Transport Board
Combination Scenarios					
11	Tackling Inward Commute	Combination of Scenarios 2, 5, 6, 8, 9 & 10	Heavy investment in Park & Ride and other road/rail public transport, together with workplace parking levy and/or road user charge and Access York Phase II	Provides extra traffic capacity on routes around the city, thus making them more favourable than through city routes for cross-city movements. Bus priority on key radials will improve journey reliability. Consolidation centre will facilitate more efficient freight deliveries to the city centre. Significant removal of longer-distance commuting / through traffic in city centre and some car borne 'within' city commuter trips, hence reduces congestion, but does not achieve much transference to more sustainable modes for shorter journeys.	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers

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

Strategy Components					
Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
12	Easing citywide movement	Combination of Scenarios 2, 4, 5, 7, 8 & 9	Heavy investment in Park & Ride and other road based public transport, together with city centre demand management / traffic management measures, workplace parking levy and/or road user charging and Access York Phase II.	As 11 but more focussed on providing more sustainable and healthy options for shorter distance travel	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers
13	Optimal Combination with Charging	Combination of Scenarios 2, 4, 5, 6, 7, 8 or 9 & 10	Broad spread of improvement and extensive demand management measures.	Optimal combination of 11 & 12 to achieve maximum congestion relief. Most likely scenario to attract TIF funding for the significant investment required. Charging element could influence economic growth (this needs examining).	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers
14	Optimal Combination without Charging	Combination of Scenarios 2, 4, 5, 6, & 7	Broad spread of improvement measures with some demand management.	Optimal combination of elements in scenarios 1-9 but without any form of charging road users (other than through general parking prices) for the congestion they may cause. Will need to source funding streams other than TIF for the substantial investment required as unlikely to be eligible for TIF funding, and may not be deliverable otherwise. Unlikely to be a significant disincentive to use of private transport within the city.	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers

Notes

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

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



Scrutiny Management Committee

16 June 2008

Report of The Head of Civic, Democratic and Legal Services

Supporting the Current Scrutiny Function in York

Background

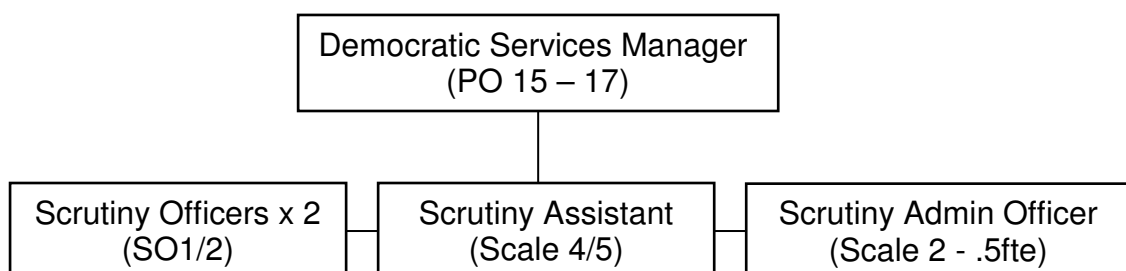
1. At the last meeting of Scrutiny Management Committee (SMC) in April 2008, Members requested a report setting out the current resources available to support scrutiny in York and addressing the likely impact of the new Local Government & Public Involvement in Health Act 2007 upon those resources.
2. In January 2008, the Council underwent a CPA inspection across all service areas. The scrutiny function was assessed as part of that programme and the CPA Inspectors concluded that there is more work to be done to make scrutiny effective in York, particularly with regard to post decision scrutiny and policy development. A review of the scrutiny function is currently underway, partly in response to the anticipated CPA findings and partly in response to concerns raised by officers and Members regarding the structure of the overview and scrutiny apparatus. Members will be consulted upon that review and emerging report during July/August 2008.

Consultation

3. Although no consultation has been necessary on the preparation of this report, as referred to above, there will be a full consultation programme in relation to the review report currently underway. SMC will be fully consulted on the contents of that report and the options for the future of scrutiny in York.

Analysis

4. Currently, the staffing structure in the Scrutiny team is as follows:



5. Members will be aware one of the two Scrutiny Officers has recently been seconded to City Strategy for 2 years. That post has now been filled initially for 6 months with the successful person starting on 9 June 2008. The existing workloads including supporting ongoing Standing and Ad-hoc Sub-Committees (eg. Health/Education, Barbican, Traffic Congestion) and newly agreed reviews (eg Cultural Quarter) will be absorbed by both Scrutiny Officers.
6. The only work which has not been covered for the last 6 weeks whilst the vacancy has been carried, is SMC's role in relation to monitoring the implementation of scrutiny recommendations agreed by the Executive. It is anticipated that this work will recommence during the next 2/3 months, when the new Scrutiny Officer has settled into the post.
7. The part-time Scrutiny Administrator post will be vacant as from 9 June 2008, due to the current postholder successfully obtaining another position within the Directorate. Discussions are currently taking place about whether there is a need to fill this post or not. Alternative structural possibilities are being considered, given that, in reality, the current postholder has largely been utilised by the Democratic Services Manager in other administrative areas. In view of the pressing need for resources to support Human Resources administration and the fact that its re-deployment would have no adverse consequence for the function of Overview & Scrutiny, it is considered that this resource would be better deployed in this way.
8. In addition, there is a frozen Scrutiny Assistant post on the staffing structure. Under the current grading scheme, this is a Scale 4/5 post. Members will recall that the Executive made funding available for this post in June 2006 when the former Scrutiny Manager post was deleted as part of the then Chief Executive's restructure. It was made available, however, with a proviso that the funding would not be released until a satisfactory case for filling this post was made to the Executive. The Democratic Services Manager has consistently been of the opinion, given the work volumes in Scrutiny Services, that there has not been a need to fill this post. Currently, it is still considered that the staffing resources in the Scrutiny Team are sufficient to meet existing demand.
9. Whilst it would be possible to consider building a case to recruit to this post Members of the SMC are reminded of the fact that we are currently in the midst of a review of the Overview and Scrutiny function at CYC and any decision on recruiting to this post would be premature at this point. We are also fast approaching the annual budget round where it is expected that savings will be required to be found. Budgets have, over several years, been stripped back to the bone with the result that salary costs are the only area that provides much scope for savings. This is another factor which would tend towards delaying any decision to recruit to this post until we are clear as to resources pressures particularly in view of the fact that there is insufficient work to occupy such a postholder.

10. Local Government & Public Health Act 2007

This legislation impacts on the scrutiny function in 2 ways:

- (i) it introduces the councillor or community call for action. This means that Ward Councillors may get matters referred to them which they have the power to refer to scrutiny for potential review. This will apply in cases where there are ongoing issues raised at a local level which have otherwise proved unresolvable. A scrutiny review would ordinarily be the last resort under these circumstances. Any referrals by Councillors of this nature, will still be subject to feasibility and assessment procedures, which, may mean, that SMC Members will not always choose to proceed with a review, depending upon available resources or relevance of the issue(s). It is not anticipated that 'call for action' will result in significantly higher numbers of scrutiny reviews and it is expected that any additional workload will be readily manageable within existing staff levels.
- (ii) Extended scrutiny involving partners. This may have a greater impact given that the Council is entitled to invoke the participation in scrutiny reviews of a far greater number of 'partner' organisations. Once awareness is raised about this possibility, Members may feel encouraged to register a greater number of topics or to invite wider partner participation in agreed reviews. Alternative structures being looked at in the scrutiny review will endeavour to make provision for dealing with this prospect.

Options

11. This report is for information only at this stage at the earlier request of Members.

Implications

12. There are no known Legal, Equalities, financial, human resource (HR) or other implications associated with the recommendations within this report at this time. Although there are clearly HR implications associated with the information contained within and further financial implications associated with relevant staffing costs.

Corporate Strategy

13. This report being for information does not specifically accord with any objectives in the Corporate Strategy, although the correct resourcing of the scrutiny function should aim to achieve improvement in everything we do.

Risk Management

- 14. There are no known direct implications associated with this report.

Recommendation

- 15. Members are asked to note the information on current and future resources contained within this report.

Reason: To ensure Members are fully informed as requested about the level of resources to support the scrutiny function in York

Contact Details

Author:

Dawn Steel
Democratic Services &
Scrutiny Manager
Tel: 01904 551030

Chief Officer Responsible for the report:

Quentin Baker
Head of Civic Democratic & Legal Services

Report Approved



Date

10 June 2008

Wards Affected:

All



For further information please contact the author of the report

Background Papers: None