



## Notice of meeting of

### Scrutiny Management Committee (Calling In)

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

**Date:** Monday, 28 February 2011

**Time:** 5.00 pm

**Venue:** Guildhall, York

## AGENDA

### 1. **Declarations of Interest**

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

### 2. **Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **5.00pm on Friday 25 February 2011**.

### 3. **Minutes**

(Pages 3 - 6)

To approve and sign the minutes of the last meeting of the Committee held on 10 January 2011.

**4. Called-in Item: 20mph Speed Limits: Your City Results and an Update on Policy Development (Pages 7 - 46)**

To consider the decisions made by the Executive Member for City Strategy at his Decision Session held on 1 February 2011 in relation to the above item, which have been called in by Councillors Merrett, Potter and Simpson-Laing in accordance with the provisions of the Council's Constitution. A cover report is attached setting out the reasons for the call-in and the remit and powers of the Scrutiny Management Committee (Calling In) in relation to the call-in procedure, together with the original report to and decisions of the Executive Member.

**5. Called-in Item: City of York Local Transport Plan 3 - 'Summarised Draft' LTP3 (Pages 47 - 82)**

To consider the decisions made by the Executive Member for City Strategy at his Decision Session held on 1 February 2011 in relation to the above item, which have been called in by Councillors Merrett, Potter and Simpson-Laing in accordance with the provisions of the Council's Constitution. A cover report is attached setting out the reasons for the call-in and the remit and powers of the Scrutiny Management Committee (Calling In) in relation to the call-in procedure, together with the original report to and decisions of the Executive Member.

**6. Urgent Business**

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

Democracy Officer:

Name : Jill Pickering

Contact Details:

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

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

Contact details are set out above.

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### 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.**

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### **Holding the Executive to Account**

The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

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

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

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City of York Council

Committee Minutes

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MEETING	SCRUTINY MANAGEMENT COMMITTEE (CALLING IN)
DATE	10 JANUARY 2011
PRESENT	COUNCILLORS GALVIN (CHAIR), ALEXANDER (VICE-CHAIR), FIRTH, SIMPSON-LAING, TAYLOR, HYMAN (SUBSTITUTE), R WATSON (SUBSTITUTE) AND HORTON (SUBSTITUTE)
APOLOGIES	COUNCILLORS GUNNELL, ORRELL AND WAUDBY

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**19. 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.

Cllr Fraser declared a personal interest in agenda item 3 (Called-In Item: The Reablement Service in York), as a member of the retired section of UNISON and the retired section of Unite (TGWU / ACTS sections).

Cllr Alexander declared a personal interest in the same item, as a member of the GMB.

**20. MINUTES**

It was noted that the minutes of the Committee's last meeting had not been published with the agenda for this meeting, as they were not ready at that time. However, they had since been made available on the Council's website.

RESOLVED: That the minutes of the meeting of the Scrutiny Management Committee (Calling-In) held on 20 December 2010 be approved and signed by the Chair as a correct record.

**21. PUBLIC PARTICIPATION / OTHER SPEAKERS**

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme, and two requests to speak from Council Members.

Cllr Fraser spoke in relation to agenda item 3 (Called-In Item: The Reablement Service in York). Having indicated a personal interest in the matter, as a Council-appointed member of the York Hospital Trust, he queried why there had been no formal consultation with the Trust on proposals to outsource the service. He asked that the matter be referred back to the Executive with a recommendation that they seek a further report and more detailed information.

Anna Semlyen spoke in relation to agenda item 4 (Called-In Item: City of York Local Transport Plan 3 – Draft 'Framework' LTP3 Consultation Responses), as co-ordinator of the York 20-20 campaign. She stressed the importance of a 20 mph speed limit in reducing road traffic fatalities and urged that this be included in the LTP3.

Cllr D'Agorne also spoke on agenda item 4. He expressed disappointment at the way in which the consultation results had been analysed and suggested that responses to the options for setting 20 mph speed limits seemed to have been manipulated so as to sideline one of the options presented.

## **22. CALLED-IN ITEM: THE REABLEMENT SERVICE IN YORK**

Members received a report which asked them to consider the decisions made by the Executive on 14 December 2010 in relation to proposals for a remodelled reablement service, as part of a wider strategy to meet the challenges of changing demographics within the City.

Details of the Executive's decision were attached as Annex A to the report. The original report to the Executive was attached as Annex B. The decisions had been called in by Cllrs Alexander, Boyce and Simpson-Laing, on the grounds that:

- *Agreed changes to the current in-house provision have not been fully implemented, resulting in a skewed comparison between in-house and private service provision in terms of cost, changes which would improve face to face contact time within the in-house service.*
- *The Executive's decision to proceed with a twin-track approach is flawed, on the basis that the necessary information with which to properly compare in-house and outsourced service provision is not yet available.*
- *Inadequate consultation has taken place and should be extended once full proposals based on sound evidence have been presented to the Executive at a future meeting.*
- *The report gives no detail on the likely impact on the Hospital Trust due to potential changes in the levels of discharges and re-admissions.*
- *There is an apparent lack of consultation with the Council's partners given that neither the Deputy Chief Executive nor the Chairman of the Hospital Trust knew anything about the proposals.*
- *The report includes no evaluation on how outsourcing of the Reablement Service has worked in other local authority areas, of which there are very few across the whole of the country, on issues such as satisfaction levels among customers on level of service, staff expertise etc*

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

Members were asked to decide whether to confirm the decisions of the Executive (Option A) or to refer them back to the Executive for re-consideration (Option B)

Cllr Boyce addressed the Committee on behalf of the Calling-In Members. She highlighted the contradictory nature of the Executive's decisions, which gave approval to proceed with outsourcing at the same time as examining the possibility of keeping the service in-house. She also noted the problems reported by customers of private service providers.

In response to questions from Members, Officers confirmed that, although representatives of York Hospital Trust had been involved in discussions on the proposals, there had been no formal consultation with the Trust.

Following a full debate, Cllr Watson moved, and Cllr Firth seconded, that Option A be approved. Four Members voted for this proposal, and four voted against. The Chair then used his casting vote in favour of the proposal and it was

RESOLVED: That Option A be approved and that the decisions of the Executive be confirmed.

REASON: In accordance with the constitutional requirements for called-in matters, and in view of the fact that the Executive is not due to make a final decision on this matter until 15 March 2011.

**23. CALLED IN ITEM: CITY OF YORK LOCAL TRANSPORT PLAN 3 - DRAFT 'FRAMEWORK' LTP3 CONSULTATION RESPONSES**

Members received a report which asked them to consider a pre-decision call-in of an item relating to consultation on the City of York's draft Framework Local Transport Plan 3, which had appeared as item 5 on the agenda for the Decision Session of the Executive Member for City Strategy held on 4 January 2011.

The original report to the Executive Member was attached as Annex A to the report and a copy of the Executive Member's provisional decisions made at his meeting on 4 January were circulated at the meeting, for information.

The item had been called in by Cllrs Merrett, Simpson-Laing and Potter on the grounds that:

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

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

Councillor Simpson-Laing addressed the meeting on behalf of the Calling-In Members. She noted that, although the Executive Member for City Strategy did not have the final say on what to include in the LTP3, it would be too late to call the matter in from the Executive meeting on 15 March.

In response to questions from Members, Officers confirmed that the deadline date for submission of the LTP3 was 31 March 2011. The results of consultation on the 20 mph speed limit would be considered by the Executive Member on 1 February.

After a full debate, it was

**RESOLVED:** That Option B be approved and that the matter be referred to the Executive (Calling-In) meeting, with a specific recommendation that the Executive Member for City Strategy take into account the results of consultation on the 20 mph speed limit as an important part of the LTP strategy.

**REASON:** In accordance with the requirements of the Council's Constitution, and in view of the LTP3 submission deadline.

CLLR J GALVIN, Chair

[The meeting started at 4.30 pm and finished at 5.50 pm].





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**Scrutiny Management Committee  
(Calling – In)****28 February 2011**

Report of the Assistant Director, Governance and ICT

**Called-in Item: 20mph Speed Limits: Your City Results and an Update on Policy Development****Summary**

1. This report sets out the reasons for the call-in of the decisions made by the Executive Member for City Strategy on 1 February 2011 in relation to a report which presented residents opinions gathered through the recent consultation on citywide 20mph speed limits undertaken through Your City. The report also provided details of the initial impact of the trial in the Fishergate area and on options for revising the policy on 20mph limits in the city. This covering report also explains the powers and role of the Scrutiny Management Committee in relation to dealing with the call-in.

**Background**

2. An extract from the decision list published after the relevant Executive Member Decision Session is attached as Annex A to this report. This sets out the decisions taken by the Executive Member on the called-in item. The original report and annexes to the Executive Member Decision Session are attached as Annex B.
3. The Executive Member's decisions have been called in by Cllrs Merrett, Potter and Simpson-Laing for review by the Scrutiny Management Committee (SMC) (Calling-In), in accordance with the constitutional requirements for call-in. The reasons given for the call-in are that:
  - *the decision failed to recognise and respond appropriately to the majority response to the city-wide speed limit consultation;*
  - *the Executive Member has not given fair consideration to other related benefits such as increased walking and cycling, and more outside play;*
  - *no significant, yet available, evidence was produced to detail the effectiveness of 20mph speed limits in improving road safety; and*
  - *the decision also failed to acknowledge that there are more cost-effective ways to introduce a lower city-wide speed limit than the £1m reported.*

### **Consultation**

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

### **Options**

5. The following options are available to SMC (Calling-In) members in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:
  - a. To confirm the decisions of the Executive Member, on the grounds that the SMC (Calling-In) does not believe there is any basis for reconsideration. If this option is chosen, the original decisions will be confirmed and will take effect from the date of the SMC (Calling-In) meeting.
  - b. To refer the matter back to the Executive Member, for him to reconsider his original decisions. The reference back may include specific recommendations to the Executive Member. If this option is chosen, the matter will be reconsidered at a meeting of the Executive (Calling-In) to be held on 29 February 2011.

### **Analysis**

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

### **Corporate Priorities**

7. An indication of the Corporate Priorities to which the Executive Member's decisions are expected to contribute is provided in paragraph 46 of Annex B to this report.

### **Implications**

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

### **Risk Management**

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

### **Recommendations:**

10. Members are asked to consider the call-in and reasons for it and decide whether they wish to confirm the decision made by the Executive Member or refer the matter back for reconsideration and make specific recommendations on the report to the Executive Member for City Strategy.

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

**Contact details:**

**Author:**

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**Chief Officer Responsible for the report:**

Andrew Docherty  
Assistant Director, Governance and ICT

**Report Approved**  **Date** 17 February 2011

**Specialist Implications Officer(s)** None

**Wards Affected:**

All

**For further information please contact the author of the report**

**Annexes**

Annex A – Decision of the Executive Member on the called-in item (extract from the decision list published on 2 February 2011).

Annex B – Report to the Decision Session of the Executive Member for City Strategy on 1 February 2011.

**Background Papers**

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

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**DECISION SESSION - EXECUTIVE MEMBER FOR CITY STRATEGY**

**TUESDAY, 1 FEBRUARY 2011**

***Extract from the DECISIONS***

Set out below is a summary of the decisions taken at Executive Member for City Strategy Decision Session held on Tuesday, 1 February 2011. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call in a decision, notice must be given to Democracy Support Group no later than 4pm on Thursday 3 February 2011.

If you have any queries about any matters referred to in this decision sheet please contact Jill Pickering, Democracy Officer (01904) 552061.

**4. 20 MPH SPEED LIMITS: YOUR CITY RESULTS AND AN UPDATE ON POLICY DEVELOPMENT**

RESOLVED: That the Executive Member for City Strategy agrees to:

- i) Note the results of the 20mph speed limit consultation.
- ii) Confirm the Councils current policies on setting speed limits within the City of York Council area.
- iii) Requests officers to consider how greater influence could be given to local communities and neighbourhoods in determining the speed limits applied to residential streets in their areas.

REASON: To enable a policy on 20mph speed limits to be developed in line with amended national guidance.

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**Decision Session**  
**Executive Member for City Strategy**

**1 February 2011**

Report of the Director of City Strategy

**20mph Speed Limits: Your City Results and an Update on Policy Development**

**Summary**

1. The report presents residents' opinions gathered through the recent consultation on citywide 20mph speed limits undertaken through Your City and reports on the initial impact of the trial in the Fishergate area. It also advises on options for revising the policy on 20mph limits in the city. The advantages and disadvantages of the possible options are analysed and examples of the impact of the introduction of 20mph limits in other cities across the country is provided.

**Recommendations**

2. The Executive Member for City Strategy is recommended to:
  - i) Note the results of the 20mph speed limit consultation.
  - ii) Note the options presented and indicate which option to progress.

Reason: To enable a policy on 20mph limits to be developed in line with amended national guidance.

**Background**

3. The objectives of lower speed limits in residential areas include safer roads, improved quality of life and improved perceptions of safety. It is also promoted that lower speed limits are more conducive to walking and cycling leading to more general health benefits. However, the cost, value for money, enforcement and other implications must be considered before introduction to ensure that the limited resources available are directed to improvements, which will deliver significant benefit. It should also be recognized that the full implications of 20mph limits (enforced by signing only) are not yet fully confirmed due to their relatively recent introduction in other cities. York already has a significant number of roads and zones which have a 20 mph speed limit and which are enforced using vertical (road humps) and horizontal traffic calming measures.

4. The introduction of 20mph limits at particular locations within the city has been requested by a number of residents over recent years. The recent citywide consultation was undertaken to ensure that the views of the public were understood before changes to the existing policy was considered.
5. Prior to the discussion it is useful to clarify some of the terminology involved with 20mph speed limits.
6. **20mph Speed Limit** – A road (or a number of roads) that is subject to a maximum speed limit of 20mph and is indicated using 20mph signs at the entry points to the area covered by the speed limit in addition to smaller repeater signs within the area. No physical traffic calming (i.e. speed humps or chicanes) forms part of a 20mph speed limit. It is worth noting that should traffic calming be already in place then existing features can be retained if a 20mph speed limit is to be implemented on a road.
7. **20 mph Zone** – A road (or a number of roads) that is subject to a maximum speed limit of 20mph and is indicated using 20mph signs at the entry points to the area covered by the speed limits and has traffic calming features at regular intervals within the boundary of the zone.

### **National Guidance**

8. Department for Transport (Dft) circular 01/06 states “successful 20mph zones and speed limits should generally be self enforcing” (p.19). With this in mind it is suggested by the Dft that only streets with a mean speed of 24mph or less are considered for 20mph speed limits. This is because signed only 20mph speed limits are proven to reduce speeds by only a small amount.
9. Revised intermediate guidance issued in December 2009 prior to the forthcoming revision of circular 01/06 does not place as much emphasis on 20mph speed limits being only applied to streets with a mean speed of less than 24mph. Therefore the guidance is somewhat more relaxed and does offer greater flexibility however the revised guidance letter does state;

“ We want to encourage highway authorities, over time, to introduce 20 mph zones or limits into

- streets which are primarily residential in nature; and into
- town or city streets where pedestrian and cyclist movements are high, such as around schools, shops, markets, playgrounds and other areas; where these are not part of any major through route.”

There is therefore a desire from central government to see greater use of 20mph limits or zones, but not on major through routes. The obligation to ensure that there is no expectation placed upon the police to carry out enforcement above their routine activity is still present and this still suggests that signed only 20mph speed limits should only be applied to streets with a relatively low mean speed. It has therefore been considered appropriate, locally, to remain within the 24mph bounds of the original guidance.



### 20mph Speed Limits in York

10. Current policy on 20mph areas in York is to introduce traffic calmed 20mph zones where appropriate, e.g. outside schools or play areas. 20mph speed limit requests and petitions have been prioritised into a list based upon, the proportion of households signing a petition, number of accidents in the area, the road being residential or mixed priority, the average speed being below 24mph and any wider benefits associated with walking and cycling. These suggestions and petitions are currently being progressed when funding is available.
11. All 20mph areas introduced in York prior to 2009 have been zones enforced with traffic calming measures. As a result of a petition and with some ward committee funding for consultation a trial of 20mph speed limits was approved in the Grange Street area, Fishergate. The results of the trial were delayed by the inclement weather in early December preventing the collection of speed data under normal road conditions.

### Results of Fishergate Trial

12. Speed surveys in the Fishergate trial area were undertaken in early January at the same locations as the baseline data sites taken in November 2008. The before and after results are shown in the following table. Note: The 'after' results taken between 6 and 13 January may have been affected by icy roads in the early mornings on some of the days.

Street	Mean Speed (mph)		85 <sup>th</sup> Percentile Speed (mph)	
	Before	After	Before	After
Grange Street	16	13.2	20	15.9
Hartoft Street	16	12.9	19	16.8
Farndale Street	15	12.4	19	15.9

13. The results indicate that mean traffic speeds are between 2.6 and 3.1 mph lower in these streets than those recorded before the 20mph limit was introduced. However some of the reduction may have been due to the icy conditions on some mornings. The results are unlikely to yield a definite conclusion as to whether 20mph speed limits may be suitable across the whole city. It does show evidence of what it may be possible to achieve in narrow residential streets with already low mean speeds. No accidents were recorded in the area in the three years prior to implementation or during the trial period.

14. As a precautionary measure the speed surveys are being undertaken again because one of the larger 20mph signs at the entrance to Grange Garth had been removed prior to the start of the surveys. The location for the survey on Grange Street also had to be changed as the equipment could not be placed in the same location as the before survey. This will be rectified with the additional surveys.

### **South Bank Trial**

15. In December 2009 it was decided to implement a larger, more representative trial area in South Bank. Prior to approval of implementation in December 2009 there had been fifteen slight accidents in the last ten years and five slight accidents in the previous three years. There is little evidence of accident clusters in residential areas across the city so South Bank offered the best location to provide some opportunity of change. Seven locations within the area were surveyed for speed. The trial will demonstrate whether speeds are likely to decrease with signed only 20mph speed limits and will also, to some extent, show if accidents can be reduced although the low base means that small variations will have significant impact on the percentage change.

### **20mph in Other Areas**

16. 20 mph speed limit areas are being trialled or introduced in a number of towns and cities across the country including Portsmouth, Warrington, Oxford, Norwich etc. However, owing to the recent introduction of many of these schemes, the evidence for their impact over an adequate time period is not yet available. Results from Portsmouth and Warrington are indicated in the following paragraphs.

### **Portsmouth**

17. The city council in Portsmouth was the first local authority in the country to introduce an area wide 20mph speed limit in 2007/2008. The final report of the intermediate results for the Portsmouth scheme has recently been published.<sup>1</sup> It is possible that the effects could be similar if York were to pursue a citywide 20mph policy.
18. 94% of road length (223 streets) in Portsmouth has been made 20mph. It should be noted that the geography of Portsmouth is somewhat different to York. There are more key radial and arterial routes used by through traffic in York. Most of the roads had mean speeds of 24mph or less, though 32 did not and therefore broke from Dft guidance at the time.
19. Across all streets in Portsmouth the average overall speed before the scheme was 19.8mph, reducing to 18.5mph after implementation. This therefore gives a reduction of 1.3mph across all streets. The streets with a mean speed of over 24mph prior to implementation saw a larger decrease in average speed of

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<sup>1</sup> Interim Evaluation of the Implementation of 20 mph Speed Limits in Portsmouth, (Atkins, 2010)

6.3mph. No information is given on the numbers of motorists travelling over 20mph in the streets with an average speed of over 24mph.

20. The number of recorded road casualties (slight, serious and fatal) fell by 22% after implementation of the 20mph speed limits, though there was a drop of 14% nationally in comparable areas. York has seen a drop of 16% in a similar period. Killed and seriously injured (KSI) numbers have increased by 9% in the Portsmouth area although this is against a very low base number which may be too small to indicate significant trends.
21. The interim report suggests that there has been little difference to mode choice as a result of the 20mph scheme (p21.)

### **Warrington**

22. Warrington has recently reported<sup>2</sup> on the three trials of 20mph speed limits that have been taking place in the town. Overall, the combined number of casualties has increased by just over 5%. This is despite a substantially reduced vehicle flow on the affected roads. Although casualties have increased the number of collisions has decreased by 25%, which is a positive development. Mean speeds decreased by 1.45mph. The recommendation from officers in Warrington is to make the trial areas permanent (excluding sections of through routes) and investigate the introduction of 20mph limits across the town.

### **Your City Consultation**

23. A question asking residents how they would like to see 20mph policy progressed in York was included in the October edition of Your City. In addition to a tear off response in the newspaper the same question was asked through Local Transport Plan 3 (LTP3) feedback forms and also as part of the LTP3 online questionnaire. Residents could also email in their choice of option. Returns only from people residing within the York boundary have been included. It was felt that, whilst people living outside York also use the roads in the city, it should be the people living on the affected streets who influence the decision.
24. In addition to the responses outlined above, photocopied Your City forms were also handed in to the Council reception in batches from campaign groups, from councillor canvassing and public meetings. It is understood that the majority of these returns were collected by the 20's Plenty for Us group. This group campaigns for the implementation of 20 mph as the default speed limit on residential roads in the UK. They consider 20mph to be the correct speed for residential areas.
25. The options offered to residents were:

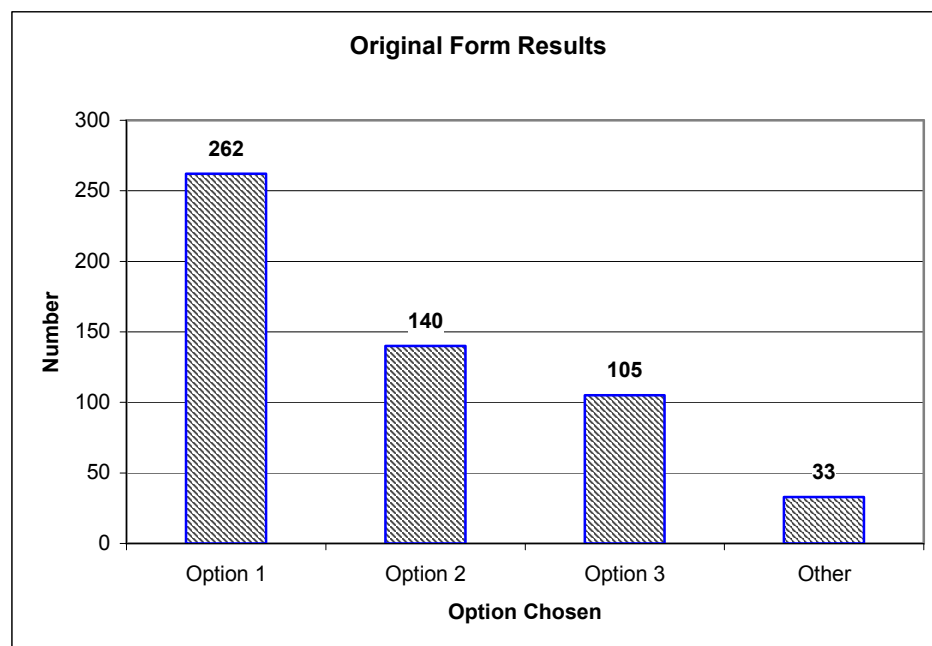
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<sup>2</sup> 20mph Speed Limits Experimental Traffic Regulation Orders, Warrington Borough Council, October 2010.

1. Continue our existing policy of setting the most appropriate speed limit suitable for individual roads.
  2. Create 20mph limits on all residential streets but not on main roads. An indicative plan of this option is included in Annex 1.
  3. A 20mph limit on all roads inside the outer ring road and within all surrounding towns and villages.
26. Some responses used either a combination of options or expressed a wish to see no 20mph speed limits at all. These have been marked under 'other'. The results have been analysed in several different ways: Original Form results only, Photocopied Form results only, and combined results.

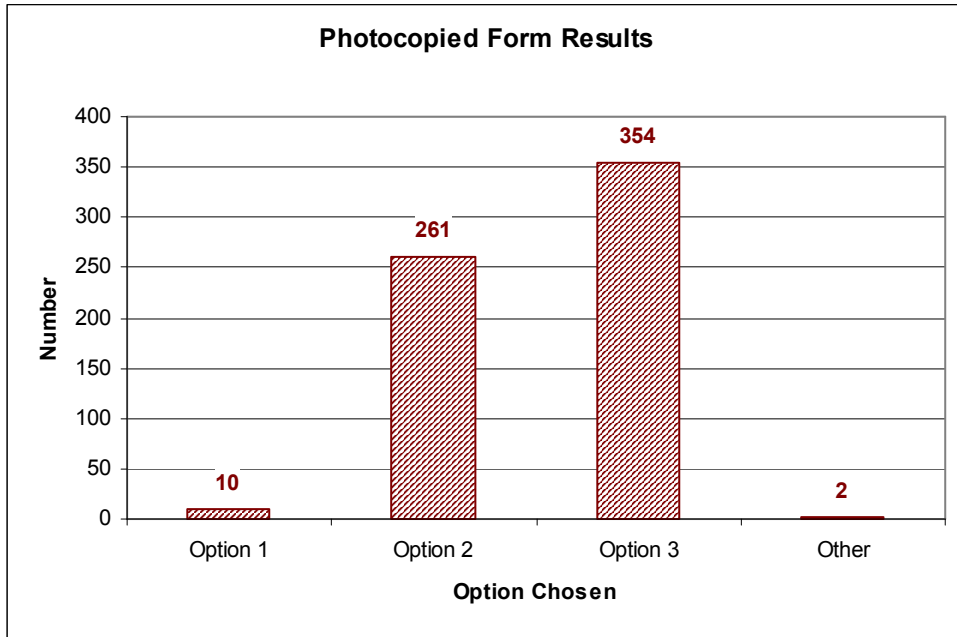
### Original Form Results

27. 540 responses were received on the original Your City form. The option that received the highest number of positive returns was to retain the current policy. The chart below shows the split between options.



### Photocopied Form Results

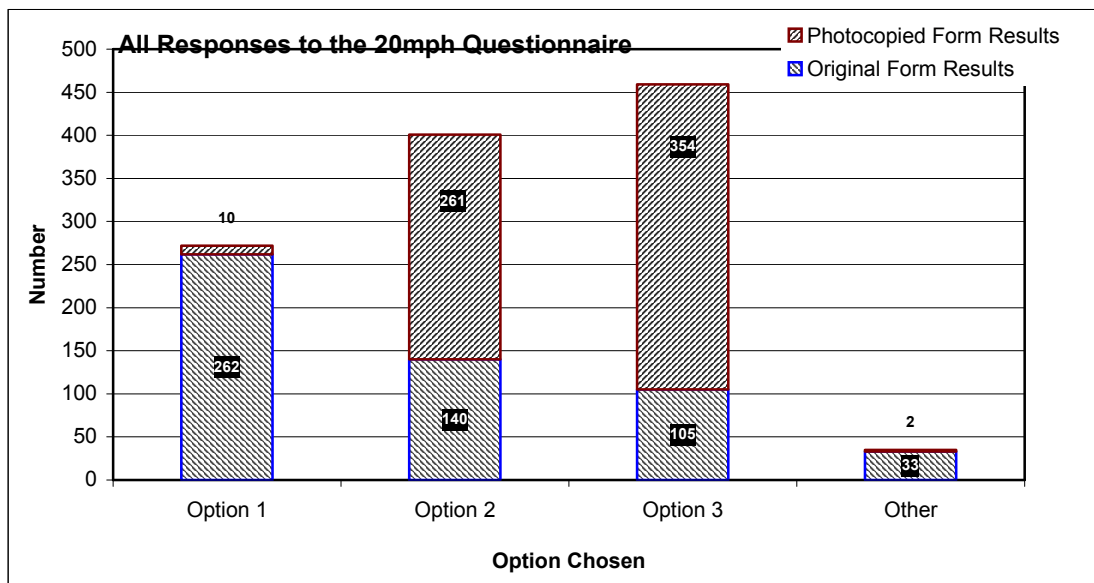
28. 627 photocopied forms were submitted to the Council in batches. Very few of these returns supported the continuation of the existing policy and most results were for the introduction of 20mph limits on all roads within the outer ring road.



29. The following table shows the results in percentage terms.

Option	Original Form Results %	Photocopied Form Results %
1	48.5	1.6
2	25.9	41.6
3	19.4	56.5
Other	6.1	0.3

30. Combining the responses provides the following results:



31. To further understand the results the data has also been assessed on a ward-by-ward basis. Tabulated results for each ward are included in Annex 2. The total numbers are slightly different to the tables above as some of the postcodes were not provided or recognisable.
32. There is a wide variation in the number of Your City (photocopied and original) responses from the different areas and also in the options that have the most support. Ward based results are provided in Annexes 2-4. In general there were fewer responses from rural/village areas e.g. 27 from Haxby & Wigginton, 17 from Strensall. Retaining current policy was the option with most support in the more rural and suburban wards, whilst the more centrally located wards showed significant support for options 2 and 3. For instance 10% of Micklegate respondents supported option one compared to support by 53% of respondents from Strensall. There are exceptions to the outlined general pattern, such as Bishopthorpe and Wheldrake where options three and two have most support respectively. It should also be noted that, due to the small numbers of respondents involved, the results may not be considered to be an accurate representation of the overall opinion in the wards and should be only used as a loose indication.
33. The responses submitted via photocopied forms from campaign groups, public meetings etc. also show wide variation across the city with most of the responses from the main urban area. There are significant differences between the original and photocopied form results. The photocopied form results from most of the wards indicated no support for Option 1 and no wards with majority support for Option 1 whereas the results from the original forms indicated majority support for Option 1 in 8 Wards. Support for option 3 was strongest in the photocopied form results in Hull Road, Guildhall, Osbaldwick and Fishergate.

## Options

34. The options for the Executive Member for City Strategy to consider are:
35. **Option A.** To continue with current policy and to proceed with the South Bank trial to enable officers to assess the benefits or otherwise of 20mph speed limits in York.
36. **Option B.** To undertake more detailed feasibility work for the two citywide 20mph speed limit options included in the consultation and present recommendations to a future decision session meeting.
37. **Option C.** To undertake more detailed feasibility work for the introduction of 20 mph limits on all roads and present recommendations to a future decision session meeting.

## Analysis

### General Analysis Points

38. Consultation with the public to determine whether there is overall support for changes to the existing policy is the first stage of the process. If the policy for 20mph limits is to be considered for change across the city then additional feasibility work will need to be undertaken i.e for options B and C. Further information will be needed in the following areas in particular:

- **Views of key Stakeholders (police, bus operators etc.)**

It is essential to establish the opinions from organisations that may be affected by any changes to the existing policy. The police have previously stated that they are supportive of 20mph limits on the basis of casualty reduction if Dft guidance is adhered to. It is expected that 20mph schemes should be self-enforcing and the police should not be expected to provide enforcement where this is not the case. The police have also suggested that there is a need for a detailed feasibility study into all of the options in the Your City consultation. This would inform what is realistically deliverable and whether it could work.

If citywide 20mph adds significant time to bus journeys then there will be implications for operators and passengers. Bus operators have been asked for their initial views on the three options. One operator has suggested that a consistent 20mph speed limit is better than an inconsistent 30mph, but stressed that measures would be required to ensure buses were not obstructed by parked vehicles, traffic signals etc. Another operator felt that 20mph is too slow for all roads within the inner ring road but that it is important outside schools so the current policy is fine. The independent chair of the Quality Bus Partnership is in favour of a consistent 20mph speed limit on residential roads, but is of the opinion that 30mph and 40mph on main arterial routes is appropriate.

- **Accurate estimate for cost and value for money.**

A preliminary figure of £750k to £1.0m has been estimated for the costs for a scheme covering the entire residential area of the city. Prior to making a decision it will be necessary to establish an indicative signing plan to be able to draft more detailed costings. Additional works may also be required to introduce traffic calming measures on routes with speeds above 24mph if these are found not to be self-enforcing. With reduced budgets the value for money of schemes becomes even more important therefore it is essential that the costs and anticipated benefits of any proposals are investigated in detail before introduction.

- **Results from York trial areas.**

Results will be available from the Fishergate and South Bank trial areas, which can be used to establish the impact of 20mph limits in York.

- **Adequate citywide speed survey data to justify area-wide approach.**  
Speed data is essential for monitoring the effects of 20mph speed limits and also for establishing which routes fall within the 24mph or lower criteria. A range of streets with different characteristics will need to be surveyed to provide an indication of current speeds and flows in York. It will be essential to survey a wide variety of streets in the city prior to any consideration of citywide 20mph speed limits. Different streets have different characteristics and could therefore expect different effects from lower speed limits. There are also some roads, certainly within the bounds of option three that are likely to have far higher average speeds than those recommended for 20mph speed limits e.g sections of Hull Road.
- **View on variation in emissions due to change in speed limits.**  
It will be necessary to investigate the implications of the changes to speed limits on the air quality within the city. There is a potential for the changes to increase the number of people cycling and walking but changes to traffic flows and efficiency may increase the levels of pollution at key locations.
- **Analysis of accident data and assessment of potential benefit.**  
More detailed analysis is required on types of accidents and in the areas where they occur. Initial analysis indicates that approximately 11% of accidents occur on residential roads in the city. The majority occur on major routes or arterial roads which would not be included if the 20mph limit was restricted to residential areas only.
- **Definitive results from other towns/cities.**  
Any decision should reflect lessons learnt from schemes in other areas.

#### **Option A.**

39. Continuing with current policy will enable targeted road safety measures to be put in place where they are most needed. Evidence shows that 20mph zones enforced by traffic calming are proven to reduce speed significantly (Webster and Mackie 1996). 20mph speed limits enforced by signage only, however, reduce speed by a small amount and may therefore be considered to be a less effective alternative. The South Bank trial will enable officers to assess how effective 20mph speed limits could be in York and will provide more robust evidence for making any future decision on citywide 20mph speed limits.

#### **Option B.**

40. Developing more detailed proposals for citywide 20mph speed limits would acknowledge the desires of those who supported one of the two options involving policy change. Additional time is needed to gather the required information to enable a suitably informed decision on citywide 20mph to be made.
41. If Option B is chosen, officers will collect and subsequently present information on the items outlined under the general analysis points section. In particular the accident, speed data, cost, value for money, enforcement, air quality, results from trials and other schemes and environmental implications will be



investigated in greater detail. Staff resources will need to be diverted from other initiatives to enable the options to be investigated in detail.

### Option C

42. Option C would recognise that a citywide 20mph speed limit on all roads within the outer ring road (A64/A1237) has significant support and would investigate the idea further by undertaking preliminary design and analysis work. However there are considered to be major issues to overcome before 20mph limits could be introduced across all routes within the city. In particular the following issues would need to be investigated and addressed.

- Disruption to public transport routes.
- Cost to implement – fewer signs due to lower number of ‘entry points’ however engineering traffic calming measures on arterial routes if required could be very expensive.
- Could involve implementation in areas/villages where there were no supportive responses to the consultation.
- Effect on emissions due to vehicles not travelling at the optimum speed.
- Extent of improvements for cyclists and pedestrians.
- Effect on accidents - could reduce the severity, and possibly number, of accidents in residential areas and on main routes.
- Enforcement - implementation of 20mph limits on arterial routes unlikely to be compliant with current guidance due to average speeds higher than 24mph.
- Could lead to the requirement to introduce engineering traffic calming measures to manage speeds on arterial routes.

43. A preliminary evaluation of the issues listed above suggests that the introduction of 20mph limits on arterial routes may not be suitable for many locations in York. The impact of any 20mph limit introduction on arterial routes can be considered as part of the investigation identified in option B.

### Petitions

44. There are currently 6 outstanding petition requests for 20mph speed limits on roads in York.

Presented at Full Council	Location
7 October 2010	Murton Village
9 December 2010	Grayshon Drive
9 December 2010	Melwood Grove
9 December 2010	Sherwood Grove
9 December 2010	Bishopthorpe Road and surrounding streets
9 December 2010	Alma Terrace

45. Detailed investigation of these locations will commence, as resources become available.

### **Corporate Objectives**

46. 20mph speed limits could reduce the number of casualties on York's roads and would therefore contribute to the Safer City theme. Benefits are potentially also achievable in increasing walking and cycling, which in turn, can improve health. As such 20mph speed limits could also contribute to the Sustainable and Healthy City themes. However the implementation of a City wide 20 mph zone would be expensive and could take resources away from more focussed accident prevention work.

### **Implications**

47. At this stage of considering 20mph speed limits there are few implications. This would change considerably if citywide 20mph speed limits were to be implemented.

### **Financial**

48. The investigation of the possible introduction of 20mph limits across the city would need to be undertaken using the limited safety team resources. It is likely that funding would need to be diverted from other work to enable the necessary investigations to be undertaken. Funding for the implementation of a scheme would need to be prioritised against other projects within the Local Transport Plan capital programme. Transport budgets are approximately 60% lower than 2010/11 in 2011/12 and future years. The current indicative estimate of £750k for the introduction of the scheme across the city would be approximately 50% of the entire annual Integrated Transport budget. The majority of funding for capital works in 2011/12 is effectively already committed to schemes which are in development or early stages of delivery such as the upgrade of Fishergate Gyratory and improvements to Blossom Street.

### **Legal**

49. There are no foreseen implications

### **Equalities**

50. There are no foreseen implications

### **HR**

51. There are no foreseen implications

### **Information Technology (I.T)**

52. There are no foreseen implications

### **Crime and Disorder**

53. There are no foreseen implications

### **Sustainability**

54. There are no foreseen implications

**Property**

55. There are no foreseen implications

**Other**

56. There are no foreseen implications

**Risk Management**

57. There are no known risks with the recommendations offered.

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Richard Wood  
 Assistant Director of City Strategy

**Report Approved**  **Date** 18/01/2011

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**Specialist Implications Officer(s)**

None

**Wards Affected:**

All

For further information please contact the author of the report

**Background Papers:**

Interim Evaluation of the Implementation of 20 mph Speed Limits in Portsmouth, (Atkins, 2010).

20mph Speed Limits Experimental Traffic Regulation Orders, Warrington Borough Council, October 2010.

Webster D. and Mackie A. (1996) Review of traffic calming schemes in 20mph zones, TRL Report 215.

**Annexes:**

**Annex 1:** Indicative plan of citywide 20mph speed limits on residential roads only.

**Annex 2:** Combined Photocopied and Original Form Responses by Ward.

**Annex 3:** Original Form Responses by Ward.

**Annex 4:** Photocopied Form Responses by Ward.

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# ANNEX ONE

**The Options:**

A: Continue our existing policy of setting the most appropriate speed limit suitable for individual roads, such as 20mph limits only outside schools, shops, play areas etc

B: Create 20mph limits on all residential streets but NOT on main roads

C: A 20mph limit on ALL roads inside the outer ring road and within all surrounding towns and villages.

**Legend**

Streets that would be exempt from citywide 20mph speed limits under option b conditions\*

\*(except Campleshon Road w/ part of the South Bank trial 20mph speed limit area).

Designated mixed priority streets that would require further examination before inclusion in a citywide 20mph speed limit scheme, under option b conditions

Not Scaled

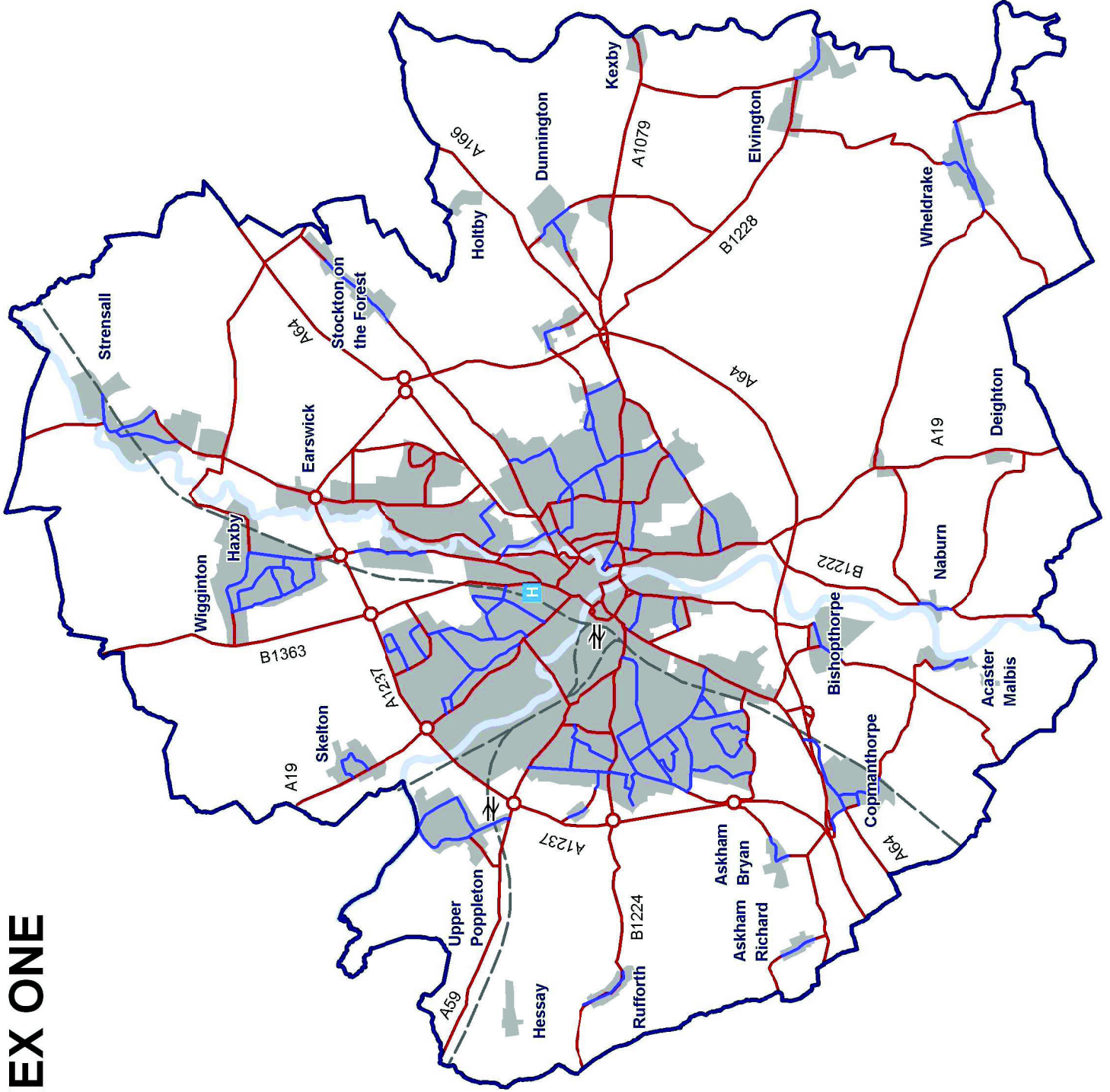


**Possible exemptions from a city-wide 20mph speed limit scheme**



**Transport Planning**

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Combined Original & Photocopy Form Responses												
Ward	Number of respondents	Option						Photocopied Form Responses				
		1	2	3	Other	%	Number	%	Number	%		
Acomb	31	9	14	7	1	22.58	1	3.23	13	41.94		
Bishopthorpe	25	3	7	12	3	48.00	3	12.00	17	68.00		
Clifton	59	8	25	25	1	42.37	1	1.69	35	59.32		
Denwent	17	8	6	2	1	11.76	1	5.88	3	17.65		
Dringhouses and Woodthorpe	52	10	19	20	3	38.46	3	5.77	23	44.23		
Fishergate	151	16	43	90	2	59.60	2	1.32	110	72.85		
Fulford	19	1	9	8	1	42.11	1	5.26	18	94.74		
Guildhall	59	6	15	36	2	61.02	2	3.39	46	77.97		
Haxby and Wigginton	27	14	13	0	0	0.00	0	0.00	5	18.52		
Heslington	14	0	7	7	0	50.00	0	0.00	13	92.86		
Heworth	56	7	24	25	0	44.64	0	0.00	42	75.00		
Heworth Without	23	9	6	8	0	34.78	0	0.00	9	39.13		
Holgate	66	11	36	19	0	28.79	0	0.00	37	56.06		
Hull Road	46	8	13	25	0	54.35	0	0.00	36	78.26		
Huntington and New Earswick	49	18	14	16	1	32.65	1	2.04	15	30.61		
Micklegate	140	14	59	67	0	47.86	0	0.00	92	65.71		
Osbadwick	18	3	4	11	0	61.11	0	0.00	12	66.67		
Rural West York	24	11	6	7	0	29.17	0	0.00	4	16.67		
Skelton, Rawcliffe and Clifton Without	38	18	13	4	3	10.53	3	7.89	11	28.95		
Strensall	17	9	2	5	1	29.41	1	5.88	7	41.18		
Westfield	37	17	10	10	0	27.03	0	0.00	13	35.14		
Wheldrake	14	3	7	3	1	21.43	1	7.14	7	50.00		
Total	982	203	352	407	20	41.45	20	2.04	568	57.84		

Numbers are lower than those in the graphs due to postcode mapping process. Only paper returns are shown. The numbers of respondents are too low to attach any significance to the ward results

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ANNEX THREE

## Original Form Responses

Ward	Number of respondents	Option							
		1	%	2	%	3	%	Other	%
Acomb	18	9	50.00	4	22.22	4	22.22	1	5.56
Bishopthorpe	8	3	37.50	2	25.00	0	0.00	3	37.50
Clifton	24	8	33.33	9	37.50	6	25.00	1	4.17
Derwent	14	8	57.14	4	28.57	1	7.14	1	7.14
Dringhouses and Woodthorpe	29	10	34.48	10	34.48	6	20.69	3	10.34
Fisergate	41	14	34.15	15	36.59	10	24.39	2	4.88
Fulford	1	0	0.00	0	0.00	0	0.00	1	100.00
Guildhall	13	5	38.46	2	15.38	4	30.77	2	15.38
Haxby and Wigginton	22	14	63.64	8	36.36	0	0.00	0	0.00
Heslington	1	0	0.00	0	0.00	1	100.00	0	0.00
Heworth	14	6	42.86	3	21.43	5	35.71	0	0.00
Heworth Without	14	9	64.29	2	14.29	3	21.43	0	0.00
Holgate	29	10	34.48	12	41.38	7	24.14	0	0.00
Hull Road	10	8	80.00	2	20.00	0	0.00	0	0.00
Huntington and New Earswick	34	17	50.00	8	23.53	8	23.53	1	2.94
Micklegate	48	14	29.17	14	29.17	20	41.67	0	0.00
Osbaldwick	6	3	50.00	1	16.67	2	33.33	0	0.00
Rural West York	20	11	55.00	4	20.00	5	25.00	0	0.00
Skelton, Rawcliffe and Clifton Without	27	17	62.96	5	18.52	2	7.41	3	11.11
Strensall	10	9	90.00	0	0.00	0	0.00	1	10.00
Westfield	24	16	66.67	6	25.00	2	8.33	0	0.00
Wheldrake	7	3	42.86	3	42.86	0	0.00	1	14.29
Total	414	194	46.86	114	27.54	86	20.77	20	4.83

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## ANNEX FOUR

Ward	Number of respondents	Photocopied Form Responses									
		Option 1		Option 2		Option 3		Option 4		Option 5	
		Count	%	Count	%	Count	%	Count	%	Count	%
Acomb	13	0	0.00	10	76.92	3	23.08	0	0.00	0	0.00
Bishopthorpe	17	0	0.00	5	29.41	12	70.59	0	0.00	0	0.00
Clifton	35	0	0.00	16	45.71	19	54.29	0	0.00	0	0.00
Derwent	3	0	0.00	2	66.67	1	33.33	0	0.00	0	0.00
Dringhouses and Woodthorpe	23	0	0.00	9	39.13	14	60.87	0	0.00	0	0.00
Fisergate	110	2	1.82	28	25.45	80	72.73	0	0.00	0	0.00
Fulford	18	1	5.56	9	50.00	8	44.44	0	0.00	0	0.00
Guidhall	46	1	2.17	13	28.26	32	69.57	0	0.00	0	0.00
Haxby and Wigginton	5	0	0.00	5	100.00	0	0.00	0	0.00	0	0.00
Heslington	13	0	0.00	7	53.85	6	46.15	0	0.00	0	0.00
Heworth	42	1	2.38	21	50.00	20	47.62	0	0.00	0	0.00
Heworth Without	9	0	0.00	4	44.44	5	55.56	0	0.00	0	0.00
Holgate	37	1	2.70	24	64.86	12	32.43	0	0.00	0	0.00
Hull Road	36	0	0.00	11	30.56	25	69.44	0	0.00	0	0.00
Huntington and New Earswick	15	1	6.67	6	40.00	8	53.33	0	0.00	0	0.00
Micklegate	92	0	0.00	45	48.91	47	51.09	0	0.00	0	0.00
Osbaldwick	12	0	0.00	3	25.00	9	75.00	0	0.00	0	0.00
Rural West York	4	0	0.00	2	50.00	2	50.00	0	0.00	0	0.00
Skelton, Rawcliffe and Clifton Without	11	1	9.09	8	72.73	2	18.18	0	0.00	0	0.00
Strensall	7	0	0.00	2	28.57	5	71.43	0	0.00	0	0.00
Westfield	13	1	7.69	4	30.77	8	61.54	0	0.00	0	0.00
Wheldrake	7	0	0.00	4	57.14	3	42.86	0	0.00	0	0.00
Total	568	9	1.58	238	41.90	321	56.51	0	0.00	0	0.00

Numbers are lower than those in the graphs due to postcode mapping process. Only paper returns are shown. The numbers of respondents are too low to attach any significance to the ward results

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DECISION SESSION – EXECUTIVE MEMBER FOR CITY STRATEGY

TUESDAY 1 FEBRUARY 2011

**Extract from the** Annex of additional comments received from Members, Parish Councils and residents since the agenda was published.

Agenda Item	Report	Received from	Comments
4	<b>20mph Speed Limits: Your City Results and an Update on Policy Development</b>  <b>Pages 9 – 30</b>	Richard Walker	<p>I am writing to you to request that you support the case for 20 mph limits for residential areas across York. I am alarmed by the speed with which taxi drivers and delivery vans charge down Alma Terrace and around Alma Grove with no regard for road safety. I have a young family and would be reassured if we had safe streets and responsible drivers in the area in which we live. As a keen cyclist, I am aware that reckless driving in residential areas is not restricted to Fishergate but is commonplace across the city. I would welcome 20 mph limits for York's residential streets, without humps, which will ensure that my family are able to walk and cycle safely around the city.</p> <p>I hope that you will back this measure at the Guildhall meeting on 1<sup>st</sup> February and will make provision for 20 mph limits in the Local Transport Plan. 20 mph limits are good for York's health and economy, boosting tourism and property prices. Other cities have already adopted this measure, and as a cycle-friendly city it would make sense for us to follow suit.</p>
4	20mph Speed Limits: Your City Results and an Update on Policy Development  Pages 9 – 30	Rupert Bryan	<p>I writing to you to let you know that I support the campaign to reduce the speed limit in York to 20mph. I am sure you know the reasoning behind the campaign and so will not repeat what others have said, rather I wanted to register my vote with you.</p>
4	20mph Speed Limits: Your City Results and an Update on Policy Development  Pages 9 – 30	Adrian Tucker Fishergate	<p>I understand that at the upcoming meeting on 1st February (at the Guildhall) you, with the help of your colleagues, will make a decision on the issue of 20 mph limits for residential York.</p> <p>I live in Alma Grove (Fishergate) and would like to see a 20 mph limit on my street and, more importantly, on Alma Terrace which I use every day to get to the riverside path (in order to avoid the traffic on Fulford Road) - often pushing a pram.</p> <p>May I tell you how it is for me, a father, pushing his child in a pram? I find it is very difficult to stay on the pavement with a pram as the Alma Terrace pavement is quite narrow and one side is completely lined with cars at all times of day (since it's just outside the parking permit zone) - as a result I often stray onto the road. I see many people with prams do this. If I am confronted by a car that is travelling at a</p>

			<p>sensible speed (20 mph or less) neither of us has a problem - I can easily bump up the kerb, back onto the pavement (where, I accept, I belong). If the car is going faster I find it very unpleasant - I have a feeling the car driver does as well (taxis in particular).</p> <p>I would like to ask that you and your colleagues give very careful consideration to the 20 mph issue. I know there is an associated cost but I believe the benefits outweigh the costs (if you have evidence to the contrary please send it to me). Please don't think I can't see the argument from the inside of a car - I have a car and drive across the city regularly. I can't see it from your side as you have to consider the cost (and other factors, I'm sure) as well. If you decide against the limit I trust you will give a very good explanation to all those who will be extremely disappointed.</p> <p>I've lived in York for about five years and I think it's a great place - particularly because it is such a bike friendly city. A 20 mph limit on all residential roads would make it even better.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development Pages 9 – 30</p>	Chris Fell	<p>Having heard the results of the consultation I'm writing to encourage you to act in favour of the overwhelming majority of people who stated their opinion in favour of the reduction of speed limits in and around the city of York.</p> <p>It would be a great legacy to your time serving the community to put this into force and to walk past strangers thinking which of them you might have helped by preventing serious injury or worse. I envy the job satisfaction that you are going to get from this task.</p> <p>Looking at how this has worked elsewhere (Portsmouth, Oxford and Bristol) the issues appear to have all the parts that should ensure unanimous cross party support from elected representatives, i.e. overwhelming public support, it will definitely save people from injury, and taking healthcare costs into account will save the community lots of money. Secondary benefits like freeing up hospital beds, reduced pollution, encouraging walking and cycling to schools should not be ignored.</p> <p>Given all this can I please ask you to let me know your personal views on this subject, how quickly the council can act, and whether we can count on the support of our local liberal democrats to act in the interests and will of the people who elected them.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development Pages 9 – 30</p>	John Bibby	<p>I understand that a strong majority of voters have voted in favour of the "20's Plenty" policy, but that this policy may be oppose on cost grounds. The figure of 750,000 UKP has been mentioned.</p> <p>However, benefits must be considered as well as costs. These include economic benefits. I have done a rough calculation (I have some experience in cost-benefit analysis), which suggests that the gains of the "20's Plenty" policy would be of the order of 300,000 UKP per annum. (The main gains are due to fuel-saving as a result of</p>

			<p>lower speeds.)</p> <p>This suggests a very strong economic argument in favour of the "20's Plenty" policy, and I wonder if you could ask some of your staff to do a more precise cost-benefit analysis? Thank you for your attention to this. I am copying it to Hugh Bayley.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development Pages 9 – 30</p>	<p>Dr Nazim Bharmal  Murray Street Holgate</p>	<p>We lived in Oxford during 2008 when the proposals for 20mph speed limit across the city were discussed and then approved---many roads already had the lower limit. It was clear from being a regular cyclist, motorist, bus passenger, and pedestrian that this was sensible decision. A low speed limit makes a city, frankly, nicer, and can make little difference within town when driving. Comparing York to Oxford, its clear 20mph would be even better in many areas since the roads are often narrower and windier and at 30mph they are unpleasant when even a little traffic is on them. Obvious exceptions exist, such as Tadcaster Road or Boroughbridge Road where a 30mph limit is not unreasonable. A sensible lowering of speed limits, as part of the local transport plan (LTP3), will bring obvious benefits to the residents of York, as they have indicated in the autumn consultation.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development Pages 9 – 30</p>	<p>Jane Hartas  Alma Grove</p>	<p>As a York resident, motorist, cyclist, walker, runner and mother I am writing to you to ask that you give the utmost consideration to the proposal to introduce a 20 mph speed limit to the residential streets of York and I hope that you will ensure that this traffic calming measure is included in the Local Transport Plan.</p> <p>I am aware that such a measure has been put in place in Portsmouth and has proved very effective in producing a number of benefits for the city and its residents. I am aware of the success of this traffic calming measure in Portsmouth not just through campaigns and publicity but also because I have family living there who have greatly appreciated the improved quality of life for themselves, their friends and their community. They are also motorists, cyclists, walkers, runners and parents and have experienced a positive improvement in all aspects when travelling around the city.</p> <p>I understand that campaigners have already made you aware that the cost of introducing such a measure is minimal compared with other traffic calming measures and, as it does not involve any real physical changes to our streets (no speed bumps, chicanes and so on), it is also a measure that can be introduced quickly, efficiently and with minimum disruption to York residents. As well as benefits for all road users on a daily basis as set out in feedback from the Portsmouth experience, the measure has the additional qualities of long term cost saving and general health benefits by reducing pollution. Of course</p>

			<p>the most compelling reason for the introduction of the measure is the evidence that it can reduce fatalities and serious injuries on our residential streets.</p> <p>Please do not dismiss or ignore this method of improving road safety for the citizens of York. Whilst other measures may also be important it is unlikely that such a comprehensive city wide benefit can be obtained from any of the alternative measures available and it is also unlikely that any of the alternatives can be introduced as quickly, at such a low cost overall and per street and with similarly minimised disruption to York residents.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development Pages 9 – 30</p>	Jennie Stopford	<p>I write to say that I am strongly against the idea of a 20mph limit in Alma Terrace. It is not needed in the street and it would mean a plethora of yet more ugly signage and line painting. We now already have yellow lines painted right the way down the street and there are no end of hideous signs put up everywhere plus endless advertising (even on bus stops). We are making our environment increasingly ugly and difficult to live in and putting endless restrictions on people making them feel they have no right to do anything. Of course people should be encouraged to drive carefully and safely but I have lived here for over 20 years and I personally have never seen anyone going more than 20mph in the bottom half of Alma T where I live. To have a whole new bout of regulations and all that that implies for no good reason - I am extremely opposed to it. It would cost a fortune too and there really are much better, more positive and more effective things to spend money on.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development Pages 9 – 30</p>	Vicki Scantlebury	<p>I am asking you to consider the area of Alma Terrace, Alma Grove, Carey St and Wenlock Terrace as a 20mph limit area. I was riding my bike down Alma Terrace and had to go up on the pavement to avoid a car coming up the opposite way. Yet how much time does it save by doing 30 instead of 20? As Grange Street has set a precedent I feel that it should be carried through to the places mentioned, after all, if it's been done in one area then the powers-that- be must think it's worth doing. Or is that how democracy works in York - we'll make this area safer but not your area. Well thanks, I'll remember that when my Council Tax Bill arrives! I know it's not as newsworthy as a sports stadium or fancy pool but it would save police and ambulance call out time and the stress etc. for people involved in car-related accidents. I have it on good authority that if it gets passed quickly enough it won't even cost York Council as it can be paid through government funding.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development</p>	<p>Juliet Koprowska  Alma Terrace</p>	<p>I am writing to ask you to support 20 mph limits for York's residential streets. York has many narrow streets and although many drivers drive sensibly, those who don't pose a risk to pedestrians, cyclists, other cars and property. A 20 mph speed limit would improve the environment for people, and accidents both for car occupants and people</p>



	Pages 9 – 30		<p>on the street are much less likely to be fatal at 20mph than 30mph.</p> <p>I gather that research shows a community-wide 20 mph limit are more cost-effective than discrete zones with humps, such as those which already exist in some parts of York. York is keen to encourage less use of cars and it seems a 20 mph limit can contribute to people feeling more confident about walking and cycling.</p> <p>Please put this in the Local Transport Plan.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development</p> <p>Pages 9 – 30</p>	<p>Dr Candida Spillard</p> <p>Danum Road</p>	<p>I am writing in support of including the city-wide 20 mph limit for minor, residential, roads into the Local Transport Plan.</p> <p>Evidence continues to accumulate about the benefits of such measures in cities throughout the UK. For example, the NW Directors of Public Health recently published evidence concluding that introducing 20mph speed limits could reduce the number of pedestrians killed or seriously injured by 26%, and the number of cyclists killed or seriously injured by 14% (see "Road traffic collisions and casualties in the North West of England" published on 24th January 2011).</p> <p>It is also apparent from recent survey results that this is what the majority of York residents would like to see. Reduced speeds will give more people the confidence to make their shorter trips by means other than the car, which will in turn benefit air quality, health and even traffic flow in our city.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development</p> <p>Pages 9 – 30</p>	<p>Mark Waudby</p> <p>St Stephen's Road</p>	<p>I very much support the Councils existing policy on setting appropriate speed limits for individual roads. The Council and police should concentrate their limited resources on addressing serious issues of speeding particularly on the main roads within York and on the trunk roads which surround the City.</p> <p>I understand from recent press reports that this is where the majority of accidents occur.</p> <p>I would urge the Council not to consider spending huge sums of money implementing unenforceable 20 mph limits across the City, until we have successfully addressed the rogue element of drivers who seem to routinely disregard all speed limits putting all lives in jeopardy.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development</p>	<p>Virginia Shaw</p> <p>St Olave's Road</p>	<p>I am writing to urge you to agree to support the introduction of 20mph limits for York's residential streets (so excluding major roads). There are many good reasons for you to back this policy on 1 February.</p> <p>Here are a few:</p>

	Pages 9 – 30		<ul style="list-style-type: none"> <li>✓ Of 1132 valid responses to last October’s consultation choosing between 3 options, 860 (76% of the consultation vote) wanted 20mph limits</li> <li>✓ Urban road casualties and vehicle damage costs could drop 22% from £441m over the 15 years of the LTP, a saving of £97m</li> <li>✓ Everyone will benefit, but especially older people and children, as neighbourhoods become safer and quieter and air quality improves</li> <li>✓ It will be consistent with York’s aspiration to be a green city.</li> </ul> <p>Please therefore allow this forward thinking proposal to proceed.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development</p> <p>Pages 9 – 30</p>	<p>Tony Carter  Railway Terrace</p>	<p>I write in support of Councillor Steve Galloway who I believe is having a torrid time, it seems, single handedly fighting this insidious ‘20’s Plenty for Us’ campaign. The star players in this campaign being Anna Semelyn, Councillor Dave Merrett, our self styled ‘Cycle Czar’ Paul Hepworth and the Green Party, who gladly jump on any bandwagon that seems to head in their direction.</p> <p>Last year I went to their meeting at York Priory Street Centre. All night I was bombarded with on screen graphs and statistics including a trial in Portsmouth that is regarded as working. The audience worked themselves into a ‘20’s Plenty for Us’ frenzy orchestrated mainly by Dave Merrett and his on screen presentation, the trial in Portsmouth being at the forefront of the argument. Unbelievably and coincidentally, I had been stuck in traffic in Portsmouth for two hours that very morning having driven through the night, on a collection from an antique shop. Knowing I was going to the York meeting that night I asked the proprietor if the traffic was always that busy. ”it was always bad “he said “but worse since the 20mph limit came in.” That evening I recounted the story to the panel who judging by their smirking expressions did not believe me. And so in answer I was shown the Portsmouth statistics again. I also asked Anna Semelyn why she was campaigning for this. She answered by saying “so my children can play on the road outside my house safely”. I countered by suggesting that roads were built for vehicles. Ms Semelyn looked me in the eye and said “no roads are for children to play on”. With all eyes on me I started to feel like Jim Carey’s character in ‘The Truman Show’, as if I was the only one there that didn’t get it. It became very uncomfortable. After the meeting, outside at the cycle rack (I had gone to the meeting on my bike) I was accosted by Paul Hepworth who tried to convert me once more and then assured me “they would get it through no matter how long it took”. Dave Merrett had tutored them in campaigning very well!</p> <p>What I did ‘get’ that night was that these people are fanatical. They will cover the city with a forest of 20mph signs which the police cannot, and have no wish to enforce. They do not care that in most of these designated areas, such as the Groves and backstreets of Fishergate, Tang Hall, South Bank etc, that it is impossible to drive at 20mph anyway, due to the speed humps, bollards, natural</p>

			<p>bends and other parked vehicles. They do not care that courier delivery drivers, post office drivers etc, cannot already meet their hundred plus parcel delivery schedules. They do not care about anything but the '20's Plenty for Us' cause. And the people of York, with their pathetic 1132 responses to York Councils consultation have scored a massive own goal of apathy. Make no mistake, the 'Traffic Taleban' will take this result and use it to ride roughshod over the real desires of the people of York. They will batter you with statistics 'proving' their case and if Councillor Galloway resists this time and the next time they will twist even more statistics for the bout after that. Then just when you think you've won they'll dive in the penalty area in the last minute of extra time to achieve their goal. I urge the people of York to turn up at the city's Strategy Meeting next Tuesday night to oppose these measures. Be warned 'Twenty' is just the first step for these people, their underlying agenda is to have a completely vehicle free utopia, once known as York. You have been warned!</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development Pages 9 – 30</p>	<p>Richard Hill Scarborough Terrace</p>	<p>I recognise the impressive performance of the Council in reducing the number of serious accidents in the City over the last few years. The Council should not be diverted from concentrating its resources on extending its existing successful safety programmes. We simply can't afford at this time to spend hundreds of thousands of pounds on putting in speed restrictions on streets where there is a low accident risk. In this time of austerity we really need to make sure what money we have to spend will be spent where it creates maximum benefit.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development Pages 9 – 30</p>	<p>Simon Rodgers</p>	<p>We need to concentrate available resources on eliminating accidents on major arterial roads. People are genuinely concerned about traffic speed on Leeman Road, York Road, Carr Lane and Hamilton Drive. We should concentrate resources on these roads rather than on an expensive, and ineffective, blanket 20 mph speed limit which the police don't have the resource to enforce.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development Pages 9 – 30</p>	<p>Cllr A D'Agorne Green Party</p>	<p>I would support the initial comments made by Cllr Merrett in all the bullet points within the report.</p> <p>Secondly the outcomes of the Traffic congestion scrutiny citywide survey and the current cycling city survey should significantly influence the measures put forward within LTP3.</p> <p>Far greater effort has to be made to engage with local major employers, education institutions, and council employees in developing high levels of sustainable travel to work/study. Alongside this, travel plans for new developments as they are occupied (including the council HQ) must be robustly implemented and monitored to establish modal shift from the outset at a time when it is easier to modify behaviour. Modern effective marketing techniques and personalised travel planning will be far more cost effective than expensive technological solutions and costly roadbuilding/ highways</p>

			<p>solutions. This urgent work must tie in with action to protect early morning and evening bus services that might be a core element of sustainable travel to and from these locations.</p> <p>Air quality exceedances must be address urgently - during summer months this could extend to using variable message signs to re-route traffic either to the park and ride sites or around the outer ring road with messages such as 'air quality alert: city centre closed to through traffic'. The overall volume of traffic must also be reduced, given the trend towards technical breach in locations further away from the designated Air Quality Management Areas.</p> <p>Given the growing evidence in support of total 20mph for residential streets, a 2 year programme for its phased introduction to whole sectors of the city should be developed, starting with the area within the walls, as part of the city centre action plan move to create a 'car free' central area. This has to be seen in the context of a measure to achieve priority for active sustainable travel rather than a 'road safety' measure that has to be justified by reductions in accident statistics.</p> <p>The Recommendations of the 'New City Beautiful' report need to be related to transport strategy, with the development of rampart walk/ cycle facilities along the inner ring road starting with Lord Mayor's Walk- Foss Islands Rd as a model. Traffic modelling should be done to identify the most appropriate way to restrict vehicles entering the city centre to essential access and public transport - such measures need to be accompanied with a major public education campaign so that they understand and are motivated to support the changes needed to achieve a traffic calmed pedestrian and cycle friendly central area.</p>
4	<p>20mph Speed Limits: Your City Results and an Update on Policy Development Pages 9 – 30</p>	<p>Idris Francis B.Sc. Petersfield Hampshire (late representation)</p>	<p>Following occasional media reports (eg <a href="http://road.cc/content/news/30264-mixed-picture-20mph-zones-across-uk">http://road.cc/content/news/30264-mixed-picture-20mph-zones-across-uk</a> and at the end of this email) residential roads including those in York might be subjected to 20mph speed limits, and a little while ago reports of (bogus) claims of "encouraging signs" from Portsmouth City Council's area, I write both to urge you not to do implement any such plans and also to provide compelling evidence that Portsmouth's scheme has not been the success they seek to claim by cherry-picking favourable data while ignoring inconvenient and unfavourable results.</p> <p>I could if you wish copy you all my detailed correspondence with Portsmouth City Council over the last year, objecting vehemently to the ways in which the data was being systematically misrepresented but the single document which best covers the whole issue is the attached complaint I filed with the National Statistical Office, the DfT and Transport Select Committee of the House of Commons. (The NSO told me that the issue was outside their remit however)</p> <p>I also attach an Excel file (it will also open in Word) showing the detailed comparisons</p>

of Portsmouth's results not only with the prior 3 years in Portsmouth but also with the mostly better or much better national trends, with and without adjustment for traffic volume. As you will see the net result of expenditure of more than £600,000 of taxpayers' money has been results that are, for the most part (and particularly in terms of serious injuries, worse or much worse than the national equivalents).

I might add here that Portsmouth City Council, in what appears to have been a knee-jerk reaction to a triple fatality in the city, went against specific DfT advice that a "low cost" 20mph area relying on nothing but signs - no enforcement and no traffic calming - would achieve next to nothing, including reductions in average speeds of no more than a derisory 1mph - which is what happened.

**Government Circular Roads 1/80 and 1/93** explained that speed limits alone are not effective tools for lowering speeds:

Paragraph 5 *"Specific speed limits cannot, on their own, be expected to reduce vehicle speed if they are set at a level substantially below that at which drivers would choose to drive in the absence of a limit."*

Paragraph 6.4 *"Speed limits should be lowered only when a consequent reduction in vehicle speed can reasonably be expected. A survey of traffic speeds should indicate whether a lower limit will, in the absence of regular enforcement, be likely to result in lower actual speed."*

Similarly, guidance on how to implement 20 mph speed limits had also been released (**Traffic Advisory Leaflet 09/99**, "20 mph Speed Limits and Zones" and **DfT Circular 01/06**, "Setting Local Speed Limits"). DfT Circular 1/06 states that:

*"Successful 20 mph zones and 20 mph speed limits should be generally self-enforcing. Traffic authorities should take account of the level of police enforcement required before installing either of these measures. 20 mph speed limits are unlikely to be complied with on roads where vehicle speeds are substantially higher than this and, unless such limits are accompanied by the introduction of traffic calming measures, police forces may find it difficult to routinely enforce the 20 mph limit. In 20 mph zones, speeds are kept generally low by installing traffic calming measures such as speed humps and chicanes."*

and

*"Research into 20 mph speed limits carried out by TRL (Mackie, 1998) showed that, where speed limits alone were introduced, reductions of only about 1 mph in 'before' speeds were achieved. 20 mph speed limits are, therefore, only suitable in areas where vehicle speeds are already low (the Department of Transport would suggest where mean vehicle speeds are 24 mph or less.)"*

			<p>What they did not predict but which also happened was that serious injuries rose in absolute terms, and by even more relative to reduced traffic and far better national trends - see attached Excel file.</p> <p>Another entirely plausible explanation of the worse casualty trends is that although average speeds changed little and fell on some, they rose on others. The fundamental question is therefore - bearing in mind that the great majority of drivers, for the great majority of the time, do not have accidents because they adjust their speed to suit the particular conditions, whether a scheme which results in some drivers driving faster than they previously thought safe would cause more accidents than would be eliminated by those drivers who slowed down below the speeds they previously thought safe. Both logic and Portsmouth's results suggest that they do.</p> <p>Incidentally, it is most important to differentiate, as the Department for Transport does, between 20mph <b>zones</b> - which have traffic calming and enforcement in addition to 20mph signs and which do seem to reduce accidents and casualties, and 20mph <b>areas</b> as in Portsmouth, with signs only, which seem to increase them. Unfortunately zones cost a great deal more than areas.</p> <p>It would be folly in my view, at a time of unprecedented strain on public finances, to spend public money on a scheme at best likely to achieve nothing and at worst to lead, as in Portsmouth, to worse results than would otherwise occur - and especially so at a time when, according to recent media reports, 3,000 patients died in hospital last year from starvation and according to other reports (see attached) in excess of 60,000 patients (20 times as many as die on the roads in total) die in hospital due to infections acquired there, medical errors, poor hygiene, incorrect medication etc.</p> <p>As always but especially now, cost effectiveness is surely the priority, so please do not be misled by publicity for the supposed success of Portsmouth's scheme, take the DfT's advice that these 20mph areas achieve little or nothing - and if you really want to spend taxpayers' money to save lives, how about spending it on mops, buckets and disinfectant for local hospitals?</p> <p><b>Councils up and down the UK are beginning to come round to the idea of 20mph speed limits on city and residential streets, but there still remains some resistance to the idea.</b></p> <p>All residential roads in Lancashire, however, will be subject to a blanket 20mph speed limit by 2013 if the County Council get its way, reports <a href="#">BBC News, Lancashire</a>.</p> <p>The move would be part of a £9m plan by the authority to reduce the number of road deaths and injuries in the county.</p>
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		<p>County councillor Tim Ashton, who is responsible for transport, said:</p> <p>"I hope within a generation we will change hearts and minds - we must make people aware it's not right to speed in residential areas,"</p> <p>"We're going to start outside schools, that's my main concern in the first year and we will roll it out to the other residential areas after that."</p> <p>(in fact there are very few accidents outside schools Idris)</p> <p>Meanwhile hopes for a blanket 20mph speed limit across York have suffered a setback after a senior councillor stated that the city would not be able to find the £1m needed to pay for the move this year, reports the <a href="#">Yorkshire Post</a>.</p> <p>Campaigners have already pointed out that a reduced speed limit could save many times the cost of its implementation, but Councillor Steve Galloway, executive member for city strategy, maintains that the council cannot afford it.</p> <p>"I do not believe that we can spend up to a million pounds on a scheme like that", he told the Post.</p> <p>"Most of our budget over the next year is already committed.</p> <p>"We have consulted on a 20mph zone throughout the city and we have the results of that consultation."</p> <p>While a final decision has not yet been made, the result appears to be a foregone conclusion as a council report into the 20mph zone is to be considered by Councillor Galloway next week before a final decision is expected to be made sometime around March.</p> <p>Anna Semlyen, manager of the 20s Plenty campaign in York, told the Post: "This is too important to be brushed under the carpet.</p> <p>"The longer we have to wait for this, the more children and adults will die on the roads unnecessarily. People want this and the statistics support this.</p> <p>"It is not as if the accident rates are not costing us a lot of money now."</p> <p>Councillor Dave Merrett, the York Labour Group's spokesman for city strategy, told the 'paper: "There was extremely strong public support for a city-wide 20mph speed limit in residential areas because it is the right thing to do.</p>
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			<p>"We need to change hearts and minds along the lines of the 20s plenty campaign that is being adopted by a number of other urban areas if we are to make our streets safer places to be. Reducing the dominance of vehicles in our residential streets will make York a better place to live."</p> <p>Meanwhile in Cardiff, the council has been told that 20mph zones are 'unpopular but work,' by a cycling strategist, reports the <a href="#">Guardian</a>.</p> <p>But city councillors have stated that a new cycle network proposed as part of a citywide plan, would need to meet the needs of pedestrians and motorists as well.</p> <p>The Guardian reports that the five-year cycle plan proposes a 20mph zone for the city's Cathays district, and improved links for a core network of cycle routes across the city - with more than 100 schemes costing a total of £6.5m proposed to improve cycle routes across the city.</p> <p>Andy Mayo, director of Local Transport Projects Ltd told a council committee:</p> <p>"20mph zones work - it's not always popular but if properly designed and implemented well, it can be a marvellous tool to make it a more cycle friendly city."</p> <p>Cathays councillor, Simon Pickard said: "From my point of view it's got to be that the strategy goes beyond a list of schemes and addresses the structural barriers that stop people cycling.</p> <p>"The next stage for this plan should be to speak to councillors in their wards about their schemes and what residents are saying about them."</p> <p>Elizabeth Clarke, also councillor for Cathays, said: "Many cars can't go over 20mph anyway. This needs to win over the hearts of people as there's a lot of conflict there - the city centre trial was dropped because it could not marry the needs of the community. I want this to work but there are so many issues I have with it."</p>
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**Scrutiny Management Committee  
(Calling – In)****28 February 2011**

Report of the Assistant Director, Governance and ICT

**Called-in Item: City of York Local Transport Plan 3 – ‘Summarised Draft’ LTP3****Summary**

1. This report sets out the reasons for the call-in of the decisions made by the Executive Member for City Strategy on 1 February 2011 in respect of a report which presented him with a Summarised Draft Full ‘City of York Local Transport Plan, 2011 Onwards’ (LTP3), as part of the procedure leading up to the publication of the LTP3 by 31 March 2011. This covering report also explains the powers and role of the Scrutiny Management Committee in relation to dealing with the call-in.

**Background**

2. An extract from the decision list published after the relevant Executive Member Decision Session is attached as Annex A to this report. This sets out the decisions taken by the Executive Member on the called-in item. The original report and annexes to the Executive Member Decision Session are attached as Annex B.
3. The Executive Member’s decisions have been called in by Cllrs Merrett, Potter and Simpson-Laing for review by the Scrutiny Management Committee (SMC) (Calling-In), in accordance with the constitutional requirements for call-in. The reasons given for the call-in are on the grounds that the LTP3:
  - *lacks the necessary vision and ambition that will enable the city to tackle the very real transport problems it faces now and in the coming years, including most notably ongoing and illegally high levels of air pollution and heavy traffic congestion, as well as rising CO2 emissions;*
  - *does not address the challenges to economic prosperity and quality of life posed by the problems cited in bullet one;*
  - *pays insufficient regard to the challenge of significantly improving the offer of public transport in the city, in order to address the above problems;*
  - *does not address the need for smart and cross-ticketing on buses and integrating services for cross-city journeys; and*
  - *fails to adopt the majority supported comprehensive 20mph strategy (see also item 4 call in) to significantly increase road safety and the attractiveness of walking and cycling.*

### **Consultation**

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

### **Options**

5. The following options are available to SMC (Calling-In) members in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:
  - a. To confirm the decisions of the Executive Member, on the grounds that the SMC (Calling-In) does not believe there is any basis for reconsideration. If this option is chosen, the original decisions will be confirmed and will take effect from the date of the SMC (Calling-In) meeting.
  - b. To refer the matter back to the Executive Member, for him to reconsider his original decisions. The reference back may include specific recommendations to the Executive Member. If this option is chosen, the matter will be reconsidered at a meeting of the Executive (Calling-In) to be held on 29 February 2011.

### **Analysis**

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

### **Corporate Priorities**

7. An indication of the Corporate Priorities to which the Executive Member's decisions are expected to contribute is provided in paragraph 23 of Annex B to this report.

### **Implications**

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

### **Risk Management**

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

### **Recommendations:**

10. Members are asked to consider the call-in and reasons for it and decide whether they wish to confirm the decision made by the Executive Member or refer the matter back for reconsideration and make specific recommendations on the report to the Executive Member for City Strategy.

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

**Contact details:**

**Author:**

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**Chief Officer Responsible for the report:**

Andrew Docherty  
Assistant Director, Governance and ICT

**Report Approved**  **Date** 17 February 2011

**Specialist Implications Officer(s)** None

**Wards Affected:**

All

**For further information please contact the author of the report**

**Annexes**

Annex A – Decision of the Executive Member on the called-in item (extract from the decision list published on 2 February 2011).

Annex B – Report to the Decision Session of the Executive Member for City Strategy on 1 February 2011

**Background Papers**

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

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**DECISION SESSION - EXECUTIVE MEMBER FOR CITY STRATEGY****TUESDAY, 1 FEBRUARY 2011*****Extract from the DECISIONS***

Set out below is a summary of the decisions taken at Executive Member for City Strategy Decision Session held on Tuesday, 1 February 2011. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call in a decision, notice must be given to Democracy Support Group no later than 4pm on Thursday 3 February 2011.

If you have any queries about any matters referred to in this decision sheet please contact Jill Pickering, Democracy Officer (01904) 552061.

**5. CITY OF YORK LOCAL TRANSPORT PLAN 3 -  
'SUMMARISED DRAFT' LTP3**

RESOLVED: That the Executive Member for City Strategy agrees to:

- i) Note the contents of the report.
- ii) Agrees, in principle, the suggested amendments to the summarised Draft Full LTP3 document tabled at the meeting (copy annexed to these minutes).
- iii) Requests officers to include within the draft, when it is forwarded to the Executive, additional options which seek to address the comments contained in the written representations which have been received (i.e. sub urban parking issues, the acceleration of the introduction of low emission public transport, improved journey time information both at bus stops and 'on board' buses, the early phasing of improvements to the northern by pass, changes to the role of at least part of the inner ring road, the creation of additional city centre public transport only corridors and the possible review of parking policies, with complementary measures to encourage greater use of more sustainable forms of transport at out of city centre retail/leisure centres).

REASON: To approve the required changes to the strategy and action plan to be incorporated within the full LTP3 for

publication by the end of March 2011.



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## Decision Session Executive Member for City Strategy

1 February 2011

Report of the Director of City Strategy

### City of York Local Transport Plan 3 – ‘Summarised Draft’ LTP3

#### Summary

1. The purpose of this report is, to present a Summarised Draft Full ‘City of York Local Transport Plan, 2011 Onwards’ (LTP3), to the Executive Member, as part of the procedure leading up to the publication of the LTP3, by 31 March 2011. This provides an opportunity steer and shape the detailed content of the LTP3
2. The Summarised Draft Full LTP3 (see Annex A) comprises:
  - An Introduction outlining:
    - The main transport challenges and issues facing York into the future
    - Views obtained from consultation
    - Key policy and guidance.
  - The transport ‘Vision’ for York
  - Five ‘Strategic Themes’ to focus the strategy
  - The aims and objectives
  - The priority measures as part of the implementation programme (*not yet costed*)
3. A Draft ‘Full’ LTP3 will be presented to Executive on 15 March 2011, before the Full LTP3 is presented to Council on 07 April 2011, with the Executive’s recommendation for its adoption

#### Recommendations

4. The Executive Member for City Strategy is recommended to:
  - i) Note the contents of the report.  
either
  - ii) Approve the Summarised Draft Full LTP3 for subsequent development into the Draft Full LTP3.  
or
  - iii) Direct officers to incorporate the Executive Member’s comments in developing the Summarised Draft Full LTP3 into the Draft Full LTP3.

Reason: To either approve or ascertain the required changes to the strategy and action plan to be incorporated within the full LTP3 for publication by the end of March 2011.

### **Background**

5. The council has a duty to produce a new Local Transport Plan (LTP3) by April 2011 to replace the existing Local Transport Plan (LTP2), which was published in March 2006 and is due to expire in March 2011.
6. Updates on Government Guidance, the LTP3 preparation process and progress, and previous consultations have been presented to the Executive Member at previous City Strategy Decision Session meetings, as listed in the Background Papers section of this report.
7. The preparation of LTP3 has been based on and drawn on:
  - National policy and guidance
  - Local policies, plans and strategies in York and within York's surrounding area
  - An extensive evidence base
  - Three phases of consultation (one of which was an informal 'dialogue' to complete the evidence base)

### **Guidance, policy and other influences for preparing LTP3**

8. Much of the guidance and policy influences for LTP3 were contained in the Report to Decisions Session, Executive Member City Strategy (DSEMCS) on 01 September 2009.

### **Consultation**

9. The outcome of the first phase of consultation (on issues and options) was reported to DSEMCS on 02 March 2010. The outcome of the consultation on the subsequent Draft 'Framework' LTP3 was reported to DSEMCS on 04 January 2011. Although the first consultation gave a reasonably clear steer on the importance of various issues and actions, the second consultation highlighted a wide range of views of what the priorities for the various measures should be. However, some key issues and common themes did appear to be present within the responses, as listed below:
  - Congestion is the most important transport challenge facing York.
  - Improving public transport (buses and bus information) is the most important action for tackling congestion.
  - Reducing vehicle speed and promoting road safety
  - Encouraging more economic activity in the city centre (by having a larger car-free area)
  - Encouraging and improving facilities for walking and cycling.

### **Evidence Gathering**

10. An extensive data trawling exercise has been undertaken for compiling the evidence base for LTP3. This has consisted of:



- LTP2 indicator monitoring data (including National Performance Indicator data and LAA indicators).
- Other Council-collected data (e.g. other Performance Indicators).
- Data and other evidence collected through studies commissioned by the Council (e.g. work of the Traffic and Congestion Ad-Hoc Scrutiny Committee) and jointly commissioned with partner agencies (e.g. Leeds City Region Transport Strategy).
- Expert advice from officers within the Council and other agencies.
- Other studies, including Government-commissioned studies and reports.
- Information available on the internet (e.g. 2001 Census, Office of National Statistics data and other research groups).
- Evaluation of consultation responses.

## **Summarised Draft Full LTP3 Content**

### **The 'Vision' for transport in York**

11. The draft 'Vision' for LTP3 was presented in the first consultation. It has through subsequent consultation been amended slightly to the vision as shown in Annex A.

### **Strategy and Implementation Plan**

12. The Draft Framework LTP3 proposed five strategic aims. These aims (listed below) have been carried forward as strategic themes in the Summarised Draft LTP3:
  - Provide quality alternatives (to the car)
  - Provide strategic links
  - Support and implement behavioural change
  - Tackle transport emissions
  - Improve the public realm
13. These strategic themes have been further refined into a series of aims and objectives for deriving the implementation programme, which contains the priority measures to be put in place and the timescale for their delivery over the next four years (to 2015) and into the medium-to-long-term (up to 2031).
14. The short-term period in the implementation plan (2011-2014) shows the intended progress for each of the four years, reflecting the level of funding likely to be available over that time. In the medium-to-longer-term the programme is less definite, as future funding availability and other influences are less certain. The programme, does, however, have a degree of flexibility built into it to bring measures forward (should suitable funding opportunities arise), or otherwise adapt to changing circumstances.
15. In addition, the implementation programme predominantly contains capital funded measures. Although revenue funded measures are needed to support capital schemes to maximise their benefits, there are fewer in the programme. This is due to previous specific revenue grants for transport now being subsumed within the Council's overall revenue budget, the allocation of which the Council determines to best deliver its services for York. Therefore, it is not

clear at the present time, how much revenue support will be given to transport, although there are some relatively 'fixed' revenue expenditure for transport, such as concessionary fares reimbursement the Council will have to commit to.

### **Supporting information**

16. Further information will be made available on the Council's website, enable the publication of a concise LTP3 main document.

### **Next steps**

17. Following this Decision Session, more detailed (but concise) chapters of the LTP3 main document, including the addition of an expenditure profile to the implementation programme, and targets will be completed.
18. The following assessments will also need to be completed on the draft Full LTP3
  - Sustainability Appraisal (update and expansion of Draft Framework LTP3 Sustainability Appraisal)
  - Habitats Regulation Assessment
  - Equalities Impact Assessment
  - Health Impact assessment
19. The supporting information (see paragraph 21) also needs editing before being placed on the web-site.
20. It is anticipated that these items will be completed before LTP3 is presented to Executive in March 2011.
21. It is also anticipated that Executive Member comments, if any, will be incorporated before LTP3 is presented to Executive in March 2011.
22. Subject to Executive on 15 March 2011, recommending to Council on 07 April 2011 to adopt LTP3, it is intended to publish LTP3 on or before 31 March 2011, in compliance with the statutory deadline for doing so.

### **Corporate Objectives**

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

### **Implications**

- **Financial** – The Draft LTP3 contains a proposed implementation plan with associated short-term (2011-2015) capital expenditure programme. Although many of the policies and measures require revenue support, a revenue expenditure programme is not contained in the draft LTP3. This is due to previous specific revenue grants for transport now being subsumed within the Council's overall revenue budget, the allocation of which the Council determines to best deliver its services for York.

- **Human Resources (HR)** – None identified at present
- **Equalities** – A full Equalities Impact Assessment will be completed prior to presenting the Full LTP3 to Executive.
- **Legal** – Adoption of the LTP is a function of Council that can not be delegated. It is, however, intended to publish the Draft Full LTP by 31 March 2011 with Executive's recommendation for its adoption in advance of its adoption by Council (on 07 April 2011)
- **Crime and Disorder** – There are no crime and disorder implications
- **Information Technology (IT)** – There are no IT implications
- **Property** – There are no property implications
- **Sustainability** – A full Sustainability Appraisal will be completed prior to presenting the Full LTP3 to Executive.
- **Other** – There are no other implications

### **Risk Management**

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

### **Ward Member comments**

25. Not appropriate at this stage.

### **Non Ruling Group Spokespersons' comments**

26. Non-ruling group spokespersons *have been* contacted.
27. Initial comments have been raised by Cllr. Merrett including:
  - Lack of ambition in the vision – in particular there should be a clear aim to increase the number of people cycling, walking and using public transport. The air quality vision should be to end the breach of air quality standards.
  - The strategy should include more positive encouragement to use the quality alternatives to the car.
  - Location of the expansion of York's Strategic Network should be selective to ensure additional road capacity is not simply taken up by suppressed demand, and released space is used for public transport, cycling and walking priorities.

- Suggests that there should be a separate additional aim in the Tackling Transport Emissions theme to meet EU air quality targets to improve the health of residents
- Suggests that there should be an additional aim in the Improving Streets and Spaces theme that reduces vehicle dominance and improves the environment generally and specifically for walking and cycling in residential streets, including the introduction of the 20's plenty approach to keeping speeds to 20mph in residential streets across the city.
- Concern that a number of measures should be brought forward in the delivery programme eg. Upgrading of Principal City Centre Bus Stops, Investigation of Low Emission Zone for City Centre etc.

28. No responses have been received to date from other spokespersons.

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**Report Approved**  **Date** 19/01/2011

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

**Wards Affected:**

All

**For further information please contact the author of the report**

### Annexes

Annex A: Summarised Draft Full LTP3

### Background Papers

- Guidance for the publication of LTP3, DfT, July 2009
- Decisions Session, Executive Member City Strategy 1 September 2009, Item 11
- Decisions Session, Executive Member City Strategy 20 October 2009, Item 12
- Decisions Session, Executive Member City Strategy 2 March 2010, Item 5
- Scrutiny Management Committee (Calling In) 8 March, 2010, Item 4
- Executive (Calling In) 9 March, 2010
- Decision Session, Executive Member City Strategy 11 May 2010, Item 10
- Decision Session, Executive Member City Strategy 04 January 2011, Item 5

**DRAFT**

**Summarised Draft Full  
LTP3  
Version 2.0**

**DRAFT**

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## **1. Introduction**

- 1.01 This document is a summary of the third Local Transport Plan (LTP3) for York.
- 1.02 This will be the third Local Transport Plan published by City of York Council, and will cover the period April 2011 to March 2015 in the short term and beyond to 2031 in the medium and long term.
- 1.03 City of York Council seeks to ensure a successful future for York through developing the Sustainable Community Strategy (SCS), The Local Development Framework and the Local Transport Plan. These three documents are the planning backbone of the city and work together to ensure that York will be able to meet a prosperous future such as the 'New City Beautiful' vision for York as described in the York Economic Vision Masterplan. The Masterplan aims to support future investment in the city and encourage high standards of design.
- 1.04 High quality sustainable transport in York is vital for enabling its economy to thrive and for building sustainable local communities. It also contributes to the achievement of stronger and safer communities, healthier people, equality and social inclusion. It will also help address local and global environmental concerns, such as greenhouse gas emissions, poor air quality and, given the importance of tourism, protecting and enhancing York's heritage.
- 1.05 LTP3 seeks to continue with and develop further the balanced approach to delivering transport improvements taken in the city's previous LTPs to ensure a sustainable future for York, and the area around it, as it continues to grow.

## 2. Key Issues

### Evidence

2.01 Throughout the development of the Local Transport Plan evidence has been gathered in order to gain further information on the transport situation in York and what the priorities are for the new LTP3.

2.02 The key issues and challenges for York that have been identified are summarised below.

#### *High carbon (greenhouse gas) emissions*

2.03 York residents have a higher than average carbon footprint.

#### *Flood risk to the network*

2.04 Flooding affects key parts of the network and also impacts disproportionately on sustainable modes.

#### *Localised congestion*

2.05 This is as a result of the historical layout of the city and increasing demand for travel

#### *Rail demand*

2.06 York is the busiest rail station in the York and North Yorkshire sub region and is increasingly important for business purposes

#### *Increasing elderly and dependant population*

2.07 Which will require services to adapt to meet changing demands and needs

#### *Population growth and change*

2.08 York's population is growing faster than the rest of Yorkshire and Humber. There is an increasing demand for travel.

#### *Air Quality*

2.09 Air quality monitoring shows a general increase in emissions across York.

#### *Worsening health*

2.10 Levels of obesity are increasingly putting pressure on health resources. Transport can play a role in this.



### *Road accident levels*

- 2.11 Casualty levels have been reduced over the last 10 years, but every casualty has an impact and cost to the individual, their families, the health service and the economy.

### *Employment growth*

- 2.12 York needs to sustain the employment sector to maintain a healthy economy.

- 2.13 York has visitor needs to consider too.

### *Location and extent of growth*

- 2.14 Significant proportions of journey to work trips are by car and these could transfer to a sustainable mode.

- 2.15 There are several major development sites in York, which include housing and employment sites. Effective land use planning, with high densities, mixed use sites and accessibility to key facilities, can reduce the adverse effects of new developments on the existing transport network.

## **Consultation**

- 2.16 The LTP3 Stage 1 consultation included a citywide questionnaire delivered to all households in York and a series of face-to-face workshops and meetings with stakeholders. The questionnaire was delivered in November 2009 and returned in December 2009. There were over 12,000 surveys returned, making a 14% response rate.

- 2.17 A summary of some of the main quantitative outcomes from the questionnaire survey respondents are listed below:

- Supporting the economy is the most important goal (71%), followed by safety security and health (68%).
- Congestion is the most important transport challenge (81%), followed by travelling within and around York (75%) and travelling to/from York (70%). Access for visitors is least important (48%) with the impact of unhealthy lifestyles being next to least important (49%).
- Improving public transport is the most important action (73%), followed by making better use of the transport networks and managing the amount of traffic entering the city (71%). Building new transport networks is the least important (47%) with technological improvements just above this (48%).
- Highest proportion of all trips is a distance of between 3 and 5 miles (31%).

- 38% of all respondents use the car for their main mode of transport in and around York; Bus use is 23%, walk 16% and cycle 13%.
- For travel distances of 3 miles or more the car is the dominant mode (53% to 66%). Rail has very low use (0.49%).
- Cycling within York for commuting to work is relatively high at 23% of respondents.
- 53% of respondents use a car for their journey to work of between 3 and 5 miles distance.
- There were more respondents aged 55 and over (59%) than aged 18 to 34 (39%).
- 54% of respondents work, 1% is in full time education and 45% don't work.

2.18 Below is a concise summary of the most common points and themes raised at the face to face consultation exercises:

- Workshop participants were asked which of the five DaSTS strategic goals for transport they felt was the most important. The two with the most votes were Economic Growth and Quality of Life
- It was felt that York's 'out of town' car based and accessed retail contributes significantly to the congestion that is experienced in York.
- A lack of rail facilities locally was a common theme. York is a rail city with excellent links to the rest of the country. However has no real local links, which is seen as a negative point.
- York is a Park & Ride leader and should maximise on this.
- There is a need to move away from small town York sentiment and look to wider regional context (e.g. potential in East Riding, N.Yorks and Selby connections) and functional sub region context.
- High percentages of York residents have a disability (17%). There are suppressed journeys for mobility impaired as unable to get on all city buses.
- Public transport needs to be more community based and owned. Anecdotal evidence of it being too expensive in relation to distance and in comparison to travelling by car.
- Need leadership on the way forward for York. LTP3 is the enabler.
- There was support for managing the amount of traffic on the roads, including demand management. There was some disagreement about whether this would involve charges or not but restricting car access to the city centre was popular.
- A behaviour change programme is needed with positive communication and messages, with particular regard to reducing the use of the car.
- Increase active travel (cycling), particularly for children.
- The needs of pedestrians should be incorporated into LTP3, there is a concern that cycle city status may have a detrimental impact on vulnerable road users
- Broad support for vehicle speed reduction measures

- 2.19 As part of its investigations for identifying ways of reducing traffic congestion in York at present and minimising the impact of forecast increases in traffic, the Council's Traffic and Congestion Ad Hoc Scrutiny Committee commissioned the 'Tackling Traffic Congestion in York' city-wide consultation in summer 2010. This consultation sought information on how people travel and the barriers that prevent them from using more sustainable forms of transport
- 2.20 This consultation also asked people to pick their preference out of four options presented for tackling congestion
- 2.21 The LTP3 Stage 2 Framework consultation in October 2010 aimed to gather views on the types of measures that could be put in place to address transport issues in York. A large amount of measures were suggested and a wide range of opinions were gained through an on-line questionnaire, home based surveys and exhibitions around York. Some common themes within the responses were a preference for:
- Measures that reduce vehicle speed and promote road safety
  - Having a larger car-free area in the city centre
  - Continuing the importance for providing safer cycle routes and facilities
  - Improving public transport (buses and bus information).

### 3. The Vision

3.01 The transport vision for York is:

**To enable everyone to undertake their activities in the most sustainable way and to have a transport system that:**

- **Has people walking, cycling and using public transport more;**
- **Makes York easier to get around with reliable and sustainable links within its own area, to adjacent areas and cities and the rest of the UK**
- **Enables people to travel in safety, comfort and security, whatever form of transport they use;**
- **Provides equal access to opportunities for employment, education, training, good health and leisure for all, and**
- **Addresses the transport related climate change and local air quality issues in York.**

## 4. Transport Strategy

### The Transport Strategy

- 4.01 The LTP3 has been developed around five strategic themes. These are to:
- Provide Quality Alternatives to the Car
  - Provide Strategic Links
  - Implement Behavioural Change
  - Tackle Transport Emissions
  - Improve Public Streets and Spaces
- 4.02 In addition to these themes sustainable development and the support of the Local Development Framework will be a crosscutting theme throughout all of the strategy. This will be reflected in types of policy such as behaviour change, information, infrastructure, management practices and land use planning.
- 4.03 The LTP3 has come together through these themes and the list of supporting aims, objectives and measures illustrate the way forward for the next 4, 10 and 20 years for the life of this plan.
- 4.04 The LTP3 aims to continue the work from Access York, LTP2 and also build on the large amount of work that has been undertaken to develop cycling in York through Cycling City status. The LTP3 however has more emphasis on low emissions and public streets and spaces than LTP2.
- 4.05 The following are the aims and objectives we feel deliver the LTP in the best way. The priority measures that support and relate to these are shown in Chapter 5.

### Theme 1 - Provide Quality Alternatives

- 4.06 This theme is based around providing quality alternatives to the motorcar for suitable trips. The emphasis is on quality because in order to encourage people out of their car the alternative needs to be attractive.
- 4.07 Policies that fulfil this would include those that create a quality cycle and pedestrian network and a quality bus experience in order to make the shift away from private car usage for all trips more viable.
- 4.08 The key outcomes of this will be:
- Enhanced Park and Ride
  - Improved public transport
  - Comprehensive pedestrian and cycle network
- 4.09 Implementing this theme will be done through measures that target ticketing, safety measures, infrastructure, information and punctuality which will make the experience of using alternative modes to the car more attractive.

<b>Strategic Theme 1 – Provide Quality Alternatives</b>	
<b>Aims</b>	<b>Objectives</b>
<b>Q1. Expansion of Park &amp; Ride as a mass rapid transit system for York</b>	a. Increase the number of Park & Ride sites to seven to increase capacity to 5,350 spaces
	b. Associated junction improvements
	c. Associated bus priority measures <sup>1</sup>
<b>Q2. Ensuring quality adaptable local public transport services that meet the needs of passengers in a changing city</b>	a. Improve public transport service reliability, integration and attractiveness
	b. More accessible public transport information
	c. Better value fares and more ticketing products
<b>Q3. Having a comprehensive cycling and pedestrian network.</b>	a. Complete the urban cycle network
	b. Increase / improve cycle parking
	c. A safe attractive urban pedestrian network

## Theme 2 - Provide Strategic Links

- 4.10 This theme encompasses the need to provide and support links to areas of importance for York. These areas, for example, may have economic and employment significance. Some of these include the Leeds City Region and commuters living to the east of York.
- 4.11 The key outcomes of this will be:
- Maintained, managed and improved transport network
  - Better local rail service
  - Strategic rail connections

<b>Strategic Theme 2 – Provide strategic links</b>	
<b>Aims</b>	<b>Objectives</b>
<b>S1. Ensuring the maintenance and selective improvement of York’s strategic networks to support the longer-distance movement of people, goods and information</b>	a. Improving journey time reliability on sections of the road network that experience high volumes of traffic and delay
	b. Strategic and selective improvements to the road network
	c. Expanding the public transport network to meet the demands of new commuter patterns
	d. Expanding the cycling and pedestrian network beyond the urban core
	e. Effective Management of the transport assets
<b>S2. Ensuring that the local rail network better serves the needs of passengers in a changing city</b>	a. Improve frequency, capacity and quality of services from Leeds, Harrogate, Scarborough and Selby
	b. Development of new stations
	c. Rail infrastructure upgrades
<b>S3. Ensuring that York is well connected to the UK National rail network</b>	a. Connectivity with High Speed Rail 2 (HS2)
	b. Upgrades to East Coast Main Line

### Theme 3 - Implement and Support Behavioural Change

4.12 This aim will encourage and enable residents and visitors to York to use sustainable modes of transport for appropriate journeys. Encouraging people to be less reliant on their car will be done through education, information and awareness campaigns. Part of this is the need to make people aware of how transport choice effects the environment, their health and safety. Some of the ways this will be done will be through partnership working with other organisation such as the health sector. It will also include travel plans, training and marketing campaigns.

- 4.13 The key outcomes will be:
- Sustainable transport promotion
  - Safety and training
  - More travel plans

<b>Strategic Theme 3 – Implement and support behavioural change</b>	
<b>Aims</b>	<b>Objectives</b>
<b>B1. Promoting active and sustainable forms of travel</b>	a. Appropriate awareness raising, advice and education.
	b. Programmes to encourage cycling
	c. Promoting the use of the Public Rights of Way network
<b>B2. Ensuring the effective delivery of road safety through education and training support</b>	a. Targeted road safety training and education and support
<b>B3. Effective travel planning</b>	a. Supporting the preparation of travel plans
	b. More effective requirements for and enforcement of travel plans



### Theme 4 - Tackle Transport Emissions

- 4.14 This theme alongside other policies will aim to reduce Carbon Dioxide (CO<sub>2</sub>) and Oxides of Nitrogen (NO<sub>x</sub>), particularly Nitrogen Dioxide (NO<sub>2</sub>), through the promotion of less polluting fuels, low emission zones and other technology developments as well as the reduction of vehicle numbers.
- 4.15 The key outcome will be:
- Reduced vehicle emissions
  - A healthier city

<b>Strategic Theme 4 – Tackle Transport Emissions</b>	
<b>Aims</b>	<b>Objectives</b>
<b>E1. Increasing the proportion of alternatively fuelled (low emission) vehicles running within or through York</b>	a. Having the infrastructure in place to support the use of electric or electrically assisted vehicles
	b. Encouraging the use of other lower emission vehicles
<b>E2. Meeting the EU legal requirements for air quality (by 2021?)</b>	a. Measures to discourage the use of more polluting vehicles
	b. Support York's Low Emission Strategy and Air Quality Action Plan

### Theme 5 - Improve Public Streets and Spaces

- 4.16 This theme is for transport to enable an attractive city to thrive and to improve public streets and spaces throughout York. Transport can support this through having fewer vehicles in the city centre, having an appropriate freight policy, and controlling vehicle speeds.
- 4.17 The key outcomes of this will be:
- Better public streets and spaces
  - Sustainable transport incorporated into developments
  - Less vehicles in the city centre
  - Improved access for active transport trips

<b>Strategic Theme 5 – Improve public streets and spaces</b>	
<b>Aims</b>	<b>Objectives</b>
<b>P1. Enhancing the character of public spaces, streets and corridors</b>	a. Reinvigorate the 'Footstreets' in the city centre
	b. More Accessible Streets and key destinations
	c. Safer Streets
	d. New development that is more sustainable
<b>P2. Reducing vehicle intrusion in the city centre and alterations to the inner ring road.</b>	a. Traffic management measures and controls in and around the city centre
	b. Encouraging more use of car clubs and car sharing
	c. Change the function and design of the Inner Ring Road and reduce its severance effects on the city centre
<b>P3. Reducing vehicle dominance and improving the environment (for walking and cycling) in residential areas.</b>	a. Improve access to villages
	b. Improving the environment for walking and cycling

## 5. Implementation Programme

### Setting the priority measures

- 5.01 The priority measures have been set to provide a balanced implementation programme over the short term and into the future, to best deliver the improvements necessary to achieve the objectives and aims established to, ultimately, realise the transport vision for York.

### Priority measures and timescale

- 5.02 The implementation programme is shown in Figures 5.1 to 5.5
- 5.03 The implementation programme predominantly contains capital funded measures. Although revenue funded measures are needed to support capital schemes to maximise their benefits, there are fewer in the programme. This is due to previous specific revenue grants for transport now being subsumed within the Council's overall revenue budget, the allocation of which the Council determines to best deliver its services for York. Therefore, it is not clear at the present time, how much revenue support will be given to transport, although there are some relatively 'fixed' revenue expenditure for transport, such as concessionary fares reimbursement the Council will have to commit to.

Figure 5.1

Strategic Theme 1 - Provide Quality Alternatives (to the car)

Ref. Number	Priority measure or intervention	Timescale																				
		Short-term				Medium-term		Long-term														
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021		2021-2031														
Q1 a, b & c	Access York Phase I - Major Scheme Business Case 1 (MSB1)-Improve the A59/A1237 junction and provide bus priority on the A59 <sup>1</sup> .																					
Q2 a	Bus priority measures on high-frequency / high-use routes																					
	Traffic management and controls to reduce non-compliance with traffic regulations and restrictions (to help reduce delays)																					
	Complete fitting bus priority transponders																					
	Investigate the potential for a Statutory Quality Bus Partnership(s) on specific corridors and / or areas and implement as appropriate																					
	Subsidise 'socially necessary' non-commercial bus services																					
	Bus stop accessibility review and improvements																					
	bus stop / shelter maintenance and management programme																					
	Upgrade principal city centre stops (key interchanges)																					
	Improve coach rendezvous points																					
	Achieve 'Coach-Friendly City' status																					
Develop a Taxi Partnership Scheme(incl. council and drivers)																						
Integrate taxis into PT interchanges																						
Q2 b	Develop the design of bus timetables to be easier to view and understand																					
	Erect timetables cases at all stops and insert bus maps in every shelter, starting with high frequency / high use routes																					
	Increase the amount and quality of bus information at York station																					
	On board next-stop audio-visual information																					
	Publicise available ticketing products																					
	Promotion of YourNextBus SMS service																					
Q2 c	Develop new ticketing products (e.g. YourCard smart-tickets and smart cards)																					
	Introduce at least one multi-operator ticket																					
Q3 a	Completion of the urban cycle network on-road links and junctions (e.g. Blossom Street Phase II and Fishergate Gyratory) and off road links																					
	Cycle Infrastructure Audit improvement programme (incl. repeat audit and scheme review)																					
Q3 b	Work with operators and York station on high quality cycle parking at the station (e.g. a cycle point)																					
	Continue the Safer York partnership and aim to remove any cycle theft blackspots																					
	Increase / Improve cycle parking prioritising city centre, schools, employment sites, retail, healthcare																					
Q3 c	Provide / improve pedestrian links where they are currently inadequate (e.g. Fishergate Pedestrian route to the Barbican and Hungate Bridge Approaches).																					
	Upgrade pedestrian bridges to make them more accessible for the mobility impaired (e.g. River Foss nr. Earswick )																					

Figure 5.2

Strategic Theme 2 - Provide Strategic Links

Ref. Number	Priority measure or intervention	Timescale																
		Short term				Medium-term	Long-term											
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021				2021-2031								
S1 a	Upgrades to the outer ring road - Access York Phase 2																	
	Improvements arising from A64 corridor study (to be confirmed)																	
S1 b	Completion of the James Street Link Road																	
S1 c	Reviewing the city centre bus routing structure (in advance of any considerations for extending the Footstreets)																	
	Review bus services beyond the eastern perimeter of York to meet the needs of changing commuting patterns																	
S1 d	Cycle routes to other towns and villages (e.g. Haxby to Clifton Moor, Strensall)																	
	Complete Rights of Way Improvement Plan (RoWIP)																	
	Complete missing / upgrade links in the Public Rights of Way network (in accordance with the Rights of Way Improvement Plan)																	
	Surface improvements along River Foss where needed (in accordance with the Rights of Way Improvement plan)																	
	Develop 'Greenways' network-longer distance cycle and pedestrian corridors																	
S1 e	Establish transport asset maintenance intervention criteria (whole life cycle)																	
	Complete the revised Transport Asset Management Plan																	
	Devise and implement Route Assessed Maintenance programme																	
S2 a	Make best advantage of opportunities in (national) negotiations for new rail franchises																	
	Tram-train (or other significant technological improvement in rolling stock) on York-Harrogate-Leeds (YHL) line <sup>2</sup>																	
S2 b	New Station at Haxby																	
S2 c	Make best advantage of opportunities for electrification of York-Leeds line																	
S3 a	Make best advantage of opportunities in Government's planning / procurement process for ensuring York's connectivity with (anticipated) HS2																	
S3 b	Make best advantage of opportunities for upgrades to infrastructure (and services) that benefit York																	

Figure 5.3

Strategic Theme 3 - Implement Behaviour Change

Ref. Number	Priority measure or intervention	Timescale					
		Short term				Medium-term	Long-term
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021	2021-2031
B1 a	Publication and promotion of cycle, walking and public transport maps, leaflets and posters etc.						
	Establish and maintain an interactive active transport website						
	Continue the Safe Route to Schools programme and develop similar programmes for other places (e.g. safer routes to leisure centres and large employment centres)						
	Education and awareness on the effects of transport on the environment, health and safety						
B1 b	Maintain the electronic personalised cycling journey planner						
	Bike maintenance programmes						
	Establish and update a city wide Bicycle User Group						
	Guided cycle ride programme						
B1 c	Publication and promotion of Public Rights of Way maps and leaflets etc. (particularly showing connections with public transport)						
B2 a	Road safety training for three demographic groups, shown to have a higher risk factor						
	Adult and children cycle training						
	Bikeability and pedestrian training.						
	The provision of crossing patrols at schools						
	Continue to support and develop the 95 Alive Road Safety Partnership.						
B3 a	Tailored travel planning support service for assisting the preparation of travel plans						
B3 b	Completion and regular review of the School Travel Plan implementation programme						
	Travel plans in workplaces						
	Refreshed City of York council travel plan						
	Travel plans for all major development sites						
	Travel plans for all new residential sites						

Figure 5.4

Strategic Theme 4 - Tackle Transport Emissions

Ref. Number	Priority measure or intervention	Timescale					
		Short term				Medium-term	Long-term
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021	2021-2031
E1 a	Recharge points at council car parks						
	Recharge points at other public car parks						
	Other recharging points(e.g. at taxi ranks)						
E1 b	Expand the emerging residents car parking low Vehicle Excise Duty band discount programme into Council						
	Upgrade the bus fleet to reduce the proportion that has an emission standard below Euro III						
	Introduce hybrid, electric or other alternatively fuelled vehicles to the bus and taxi fleets						
	With renewal of P&R contract-all P&R fuelled by alternative fuels						
	Devise and implement an alternative fuel stratgey						
E2 a	Investigate Low Emission Zone for the City centre and implement if feasible						
E2 b	Other measures that support the delivery of York's Low Emission Strategy and Air Quality Action Plan						

Figure 5.5

Strategic Theme 5 - Improve public streets and spaces

Ref. Number	Priority measure or intervention	Timescale																		
		Short term				Medium-term			Long-term											
		2011-2012	2012-2013	2013-2014	2014-2015	2015 - 2021			2021-2031											
P1 a	Minster Piazza project																			
	Extend the coverage of the Footstreets to include ..... <sup>3</sup>																			
P1 b	Improve access and wayfinding to York Rail Station																			
	Improve legibility and 'wayfinding' in Footstreets																			
	Extend legibility and 'wayfinding' improvements to other streets / destinations																			
	Dropped crossing programme																			
P1 c	Pedestrianised areas at local centres out of city centre																			
	Local Safety Scheme (LSS) programme.																			
P1 d	Route assessment based safety improvements																			
	Review and amend design standards for highway infrastructure in new developments (in line with Manual for Streets 2)																			
P2 a	Rationalise the Footstreets hours of operation																			
	Rationalise signing and lining within the Footstreets to improve clarity of parking provision and regulations																			
	Review operation and restrict access across one or more of the city centre bridges																			
	Review the availability and pricing of Council operated public car parking in and around the city centre																			
	Devise and implement a freight and delivery strategy																			
	Maintain and upgrade the Traffic Control and Management System (e.g. roll-out of 'freeflow')																			
P2 b	Undertake an area-wide signing audit and rolling rationalisation programme including P&R on the radial roads into York and route specific signage																			
	increase the number of car-club parking spaces																			
P 2 c	Improve coverage of car share schemes																			
	Undertake a fundamental review of the use, function and design of the Inner Ring Road (central traffic management)																			
	Upgrade pedestrian crossings on the Inner Ring Road to give greater priority to pedestrians																			
P3 a	Provide new pedestrian / cycle crossings on the Inner ring Road																			
	Village safety and accessibility review / improvements																			
P3 b	New cross-city centre cycle routes																			
	New pedestrian / cycle bridges across rivers and rail lines																			
	Review and change where appropriate vehicle speed limits																			



**Notes to Figures 5.1 to 5.5**

- 1 Bus Priority measures associated with Park & Ride expansion could be included as part of general bus priority measures if MSB is not successful
- 2 Selected track dualling could be implemented in lieu of Tram-train to increase line capacity
- 3 The City Centre Movement and Accessibility Strategy Framework will inform which streets are to become 'Footstreets'
- 4 To be confirmed, or otherwise, in the City Centre Movement and Accessibility Strategy Framework
- 5 To be confirmed, or otherwise, in the City Centre Movement and Accessibility Strategy Framework

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DECISION SESSION – EXECUTIVE MEMBER FOR CITY STRATEGY

TUESDAY 1 FEBRUARY 2011

*Extract from the* Annex of additional comments received from Members, Parish Councils and residents since the agenda was published.

Agenda Item	Report	Received from	Comments
5	<p><b>City of York Local Transport Plan 3 – ‘Summarised Draft’ LTP3</b></p> <p><b>Pages 31-60</b></p>	<p>Ron Cooke</p> <p>Chair of Without Walls</p>	<ul style="list-style-type: none"> <li>• Without Walls discussed the LTP3 document. I have responded with some personal views to Richard Wood that I hope may be useful. What follows are simply two personal pleas.</li> <li>• <i>Please be bolder.</i> LTP3 includes Access Phase 1 which is widely supported and should go forward; Access Phase 2 is desirable to most but is improbable in the near future. Beyond that, LTP3 offers numerous small sticking plaster solutions, and they may help, but they will not solve long-term problems. I won't elaborate on longer term solutions here, but here are a few of examples of the sort of strategic ideas that might be worth considering :             <ol style="list-style-type: none"> <li>1. Be bolder in creating a traffic-free city centre (along the lines proposed by Alan Simpson, for instance)</li> <li>2. Be bolder in creating bus only routes through the inner city</li> <li>3. Be bold enough to consider closing a section of the inner ring road to all but essential traffic (c.f. the closure of Gillygate)</li> <li>4. Be bold enough to consider an out-of-town shopping centre parking levy as a means of addressing the inner-city/outer city retail problem</li> <li>5. Boldly consider changing the cost structure of the park-and-ride system</li> </ol> </li> <li>• <i>Please be very careful indeed before you introduce 20 mph zones.</i> Like most, I support the general idea that traffic speeds should be below 20mph either within the ring road or within the inner city. You will know the arguments for and against (traffic rarely exceeds 20mph now, traffic accident evidence in side-roads before and after zoning, evidence of those who ignore speed limit signs etc). Given that, <i>it would be truly absurd to spend about £1,000,000 on this</i></li> </ul>

			<i>policy now. For the policy to be affordable, a change in regulations is required from central government. I urge the council to secure that change before taking further action (York is not alone in facing this problem, so national support for a change is likely)</i>
5	City of York Local Transport Plan 3 – ‘Summarised Draft’ LTP3 Pages 31-60	Mark Waudby  St Stephen’s Road	<p>While I broadly support the draft LTP3 document, I do believe that greater investment is needed in catering for the transport needs of sub-ban areas.</p> <p>I look forward to the time when a frequent, reliable and low emission bus service is available from the Acomb part of York building on the success, with passengers, that the ftr initiative had.</p> <p>Real time information on when the next bus is due would be a boon for passengers as would an indication of expected journey times ("expected time to City centre x minutes" - similar to the signs that we now see on some motorways). This might usefully be supplemented by regular updates of, on board, information so that passengers know when they are likely to reach their destination.</p> <p>I am opposed to wasting, at a time where resources are very tight, upwards of £1 million on a City wide 20 mph zone which few want and which would have little practical effect.</p> <p>The LTP3 should address problems with parking provision in sub urban areas.</p>
5	City of York Local Transport Plan 3 – ‘Summarised Draft’ LTP3 Pages 31-60	Richard Hill  Scarborough Terrace	<p>I support the published proposals for LTP3.</p> <p>We need to reduce congestion on the northern by-pass to ensure that streets like Burton Stone Lane and Crichton Avenue attract fewer vehicles trying to short cut to destinations. Living in Scarborough Terrace I am all to aware of cars using the inner ring road because the outer ring road is overloaded. The City centre would also be a more pleasant to place to visit, pollution would be reduced and local businesses would have reduced costs because of time lost due to their vehicles being stuck in traffic. I would also like to see more attention given to dealing with sub-urban parking problems. Unless you live in this area, it is difficult to imagine how bad the parking has become.</p>
5	City of York Local Transport Plan 3 – ‘Summarised Draft’ LTP3 Pages 31-60	Simon Rodgers	<p>There is a lot of merit in the proposals put forward by the Council officials. I would like to see more emphasis on accident reduction and on driver education. I welcome the plans for low emission transport and hope that the strategy will emphasise the need for infrastructure improvements which make cycling and walking an increasingly attractive option for short journeys.</p> <p>Having spoken with local residents, I am concerned about the provision for parking in some areas of Holgate, including the Sowerby Hill and Beech Avenue areas. I would like to see more parking provision made in these areas.</p>