

**Notice of a public meeting of
Decision Session - Cabinet Member for Transport, Planning &
Sustainability**

To: Councillor Merrett (Cabinet Member)
Date: Thursday, 14 November 2013
Time: 5.00 pm
Venue: The Thornton Room - Ground Floor, West Offices (G039)

A G E N D A

Notice to Members – Calling In

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

4.00pm on Monday 18th November 2013 if an item is called in after a decision has been taken.

Items called in will be considered by the Corporate and Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by 5.00pm on Tuesday 12th November 2013.

1. Declarations of Interest

At this point in the meeting, The Cabinet Member is asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which he may have in respect of business on this agenda.

2. Minutes

To approve and sign the minutes of the last meeting held on 17th October 2013.

3. Public Participation - Decision Session

At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **5:00pm on Wednesday 13th November 2013.**

4. Deighton Speed Limit Reduction (Pages 3 - 20) Objections

This reports asks the Cabinet Member to overturn or uphold, as appropriate, the objections made to a proposal to introduce a 50mph and 40mph speed limit on the A19 close to Deighton.

5. Elvington Speed Limit Reduction Objection (Pages 21 - 38)

This report asks the Cabinet Member to overturn or uphold, as appropriate, the objections made to the proposal to introduce a 30mph speed limit on the B1228 Wheldrake Lane, and 20mph limits for both The Conifers and Elvington Park in Elvington.

6. Jockey Lane Cycle and Pedestrian (Pages 39 - 48) Improvements.

This report seeks to; highlight the problems pedestrians and cyclists currently experience in the Jockey Lane area; propose solutions; summarise consultation feedback; and recommend a scheme to implement.

7. Air Quality Update (Pages 49 - 64)

This report provides an update on Local Air Quality Management (LAQM) in York, progress with the Low Emission Strategy (LES) and development of the third Air Quality Action Plan (AQAP3).

8. Urgent Business

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

Democracy Officer:

Name: Laura Bootland

Contact Details:

- Telephone – (01904) 552062
- Email – laura.bootland@york.gov.uk

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

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

Contact details are set out above

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Scrutiny Committees

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

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

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City of York Council

Committee Minutes

Meeting	Decision Session - Cabinet Member for Transport, Planning & Sustainability
Date	17 October 2013
Present	Councillor Merrett (Cabinet Member)

19. Declarations of Interest

At this point in the meeting, the Cabinet Member was asked to declare any personal, prejudicial or pecuniary interests in the business on the agenda. None were declared.

20. Minutes

Resolved: That the minutes of the last two Decision Sessions held on 4th and 16th September 2013 be approved and signed by the Cabinet Member as a correct record subject to the following amendment:

4th September – the minutes be amended to state that the Cabinet Member requested that for future Neighbourhood Plans, neighbouring Parish Councils be consulted earlier in the process.

21. Public Participation - Decision Session

It was reported that there had been no registrations to speak under the Councils Public Participation Scheme.

Two members of the public had registered to speak on agenda item 4, Nunthorpe Crescent Petition.

Mrs Miliner had registered as a resident of Nunthorpe Crescent. She advised that parking problems had increased over the years and residents had encountered problems such as garden walls being hit by parking and turning vehicles, driveways being

blocked and speeding. The number of vehicles parked in the area was also causing problems for refuse collection lorries.

Mark Gibson had also registered to speak. He endorsed the comments of Mrs Miliner and although residents had indicated they did not want permit parking, this would be considered.

22. Nunthorpe Crescent Area Petition

The Cabinet Member considered a report which advised of a 76 name petition received from residents of Nunthorpe Crescent, Nunthorpe Gardens and Nunthorpe View requesting City of York Council to take action to resolve the problem of non-residential parking. The petitioners had specified they do not want permit parking. The petition was attached at Annex A.

Officers outlined the report and advised that if a resident parking scheme was unacceptable and not to be considered, then alternative options are extremely limited and would apply equally to residents and non-residents. The suggested course of action was a formal consultation on the options, to include an option of taking no action, as suggested by a member of the public.

The Cabinet Member commented that there was no easy solution and the best course of action was to consult residents to obtain opinions on the options. It was requested that the results of the survey be brought back to the Cabinet Member at a future decision session.

Resolved: That the Cabinet Member:

- (i) Approved a consultation/ballot of residents on options 2-4. The results of which to be brought back to the Cabinet Member.
- (ii) Noted a request from a resident to include an additional consultation option of taking no action.

Reason: To inform residents of the options available.

23. Copmanthorpe Primary School - Low Green Highway Improvements

The Cabinet Member considered a report which outlined proposed highway improvements to Low Green following safety concerns being raised about walking to Copmanthorpe Primary School.

Officers outlined the report, in particular that the concerns would be addressed by a highway improvement scheme to increase visibility at crossing points, by discouraging parents from parking at the school entrances and by a programme of travel initiatives to reduce car use and to promote considerate parking.

The Cabinet Member noted the report and agreed the Officer recommendations.

Resolved: That the Cabinet Member:

- (i) Gave approval for the implementation of the proposed highway improvements as shown at Annex C of the report.
- (ii) Supported the work of the School Travel Adviser with the school and requested Officers to investigate how other Local Authorities have continued to collect normal mode of transport to school data, and consider the applicability of this for City of York Council.

Reasons:

- (i) To improve conditions for pedestrians and cyclists using Low Green to travel to school.
- (ii) The school is already engaged in working with officers to address anti-social parking and has a programme of initiatives that will continue this work. Collection of mode of travel data will allow more targeted work and improve effectiveness.

24. Better Bus Area Fund - Museum Street Bus Stop: Proposed Alterations

The Cabinet Member considered a report which sought approval for and outlined proposals to make improvements to the Museum Street bus stop and outlined consultation feedback.

Officers outlined the proposals and the Cabinet Member expressed preference for the style of railings as used outside the Library to be used in the scheme in order to provide some continuation.

The Cabinet Member also agreed to the inclusion of a canopy within the scheme.

Resolved: That the Cabinet Member gave approval for:

- (i) The implementation of the proposed bus stop improvements as shown in Annex D of the report, subject to the necessary Scheduled Monument Consent being obtained.
- (ii) The new railings being provided within the scheme to match the Brierley style of railing to enable a continuation of the Library railings.

- Reasons:
- (i) To improve facilities at this busy bus stop, reduce conflict between pedestrians and queing passengers and to offer greater aesthetic benefit to the monument and its setting. Improvements would be more cost effective in terms of whole life costs.
 - (ii) The provision and replacement of the Brierley railings would be a natural continuation of the section of railings between the Library and the bus stop and aesthetically this would be the most appropriate selection. There is no physical link between the Museum Gardens railing

to the west of the bus stop and so the historical link is broken.

25. York Central (Rougier Street) Bus Interchange

The Cabinet Member considered a report which set out proposals to improve the 10 bus stops at Rougier Street and Station Road with the objective of creating a more formal integrated Central Interchange for bus services in York. The intention is to both improve facilities for bus passengers and take the opportunity to make more general changes in Rougier Street which will improve the attractiveness of the area.

Officers outlined the report and advised that discussions on the design of the scheme were still ongoing with Skelwith, the property developers for Roman House.

The Cabinet Member expressed a preference for the end of the shelter not to taper in. The scheme as outlined in the report was approved subject to any minor final amendments should any design in conjunction with Skelwith not be forthcoming.

Resolved: That the Cabinet Member:

- (i) Approved the implementation of the proposed bus stop improvements as shown in Annex A with any minor final amendments.
- (ii) Noted that discussions are continuing with Skelwith, the property developers for Roman House, on the design of the shelter.

Reason: To improve facilities for bus passengers and improve the Rougier Street area.

Cllr D Merrett, Cabinet Member
[The meeting started at 4.30 pm and finished at 4.50 pm].

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**Public Decision Session- Cabinet
Member for Transport, Planning and
Sustainability**

14 November 2013

Report of the Director of City and Environmental Services

Deighton Speed Limit Reduction Objections

1. Summary

A decision is being sort to overturn or uphold, as appropriate, the objections made to the proposal to introduce a 50mph and 40mph speed limit on the A19 close to Deighton. If the decision to overturn the objections to the proposal is made at this meeting permission is requested to commence with the implementations of the new speed limits.

2. Background

A 40 mph speed limit on the A19 was requested by the residents of Deighton. The Department for Transport criteria for setting speed limits was followed and this limit was not appropriate for the length of road it was being requested for as part of the road is of an open aspect. Speed surveys carried out showed the mean speed was 47/48mph, and the 85th percentile speed was 53/54mph as such a 50 mph limit was considered more appropriate and was advertised. The majority of residents of Deighton objected to this proposal as they believed a 40mph speed limit was necessary. Objection to the implementation of a speed limit was also received from North Yorkshire Police as they believed that the national speed limit in place was correct for the type and character of road at this location on the A19.

At a meeting on the 3 September 2013 permission was granted to advertise a proposal to introduce 50mph “buffers” either side of a core 40mph speed limit. See Annex B for plan.

3. Consultation

The proposal for was advertised in the local press, notices put on street and details sent to the properties adjacent to the proposals giving 3 weeks for people to make representation. North Yorkshire Police objected to the introduction the proposal, the letter if contained in Annex A. Objection points by North Yorkshire police cover documentation produced by the Department for Transport and the association of chief police officers relating to guidance rather than rules.

4. Options

- a. Over turn objections received to the proposal to introduce 50 and 40mph speed limits as advertised.
- b. Take no further action to lower the speed limit on this section of road.
- c. Defer to another decision meeting

5. Analysis

The lowering of the speed limit is a very emotive issue for the residents of Deighton due to a fatal accident in April 2012. It is clear from the continual campaigning and unanimous support by local people, the parish council and ward councillor that the introduction of a 40mph is extremely important to the residents of Deighton village. Their rejection of a 50mph limit over the full length further shows the resolve of the residents in achieving a safer environment in which to live.

North Yorkshire Police have objected to a lower speed limit indicating that lower speeds would not be achieved without substantial enforcement by themselves. The introduction of these limits must be considered a step in the direction of achieving lower vehicle speeds along this section of the A19 with or without enforcement. While the current accidents records do not indicate a great problem the introduction of the lower speed limits along this section of road should be viewed as a proactive approach. National reports by the government and police repeatedly state that speed is a major contributory factor is most accidents.

North Yorkshire Police highlighted that there will be a substantial amount of changes to the speed limit along the A19 if the proposal is introduced, this a common occurrence throughout the country and if signed correctly drivers should be expected not to have problems adhering to these straight forward basic driving instructions.

The Deighton community has no alternative way out of the village and must use this section of the A19 for vehicle, cycle and pedestrian journeys. Any public transport bus usage is only possible by pedestrians crossing the A19. While pedestrian islands are available and split up the distance taken to cross the A19, the time available to cross one lane when traffic is moving at 60mph will be intimidating to most pedestrians. This ordeal of crossing of the A19 will exasperated in the case to less able bodied, especially those with slower movement capabilities or poor eye sight. There are a number of properties fronting directly on to the A19 in the length of road where the speed limits are proposed.

The road curves, reducing forward visibility, and it is not possible for a driver to be able to view the full length of the 40mph restriction as claimed in 2.19 of the North Yorkshire Police objection.

Existing signing used in the area has yellow backing boards to further highlight them. The proposed 40mph signing would have yellow backing to tie in with the existing village gateway signs. Most gateways into a speed limit in the City of York area have signing with yellow backing.

The Escrick speed limit should not be adversely effected and the approach speed to Escrick from the Deighton direction should be reduced as vehicle will be travelling in a 50mph area rather than the current national speed limit of 60mph.

Crockey Hill junction and speed limit are approximately 1 mile away these proposals should not impact on the section of road at Crockey Hill.

The Department for Transport guidance has been considered, as the documents state they are for guidance when making changes rather than direction.

6. Council Plan

A lower speed limit will help with 3 points in the corporate strategy.

- (a) Building strong communities, the residents will feel less isolated and cut off.
- (b) Protect vulnerable people, those residents with less mobility or confidence will have less of an obstacle in access or egress from the village main street.
- (c) Protect the environment, a lower speed limit will reduce the amount of vehicle emissions and fuel consumption.

By addressing the request of a lower speed limit the council will show that it is a collaborative organisation in touch with the needs and wishes of the Deighton community.

7. Implications

Financial – Financing of the works from the existing new sign and line budget held by Network Management is not possible due to insufficient funds. Last year financial contributions to schemes which were of benefit to the local community were made by Parish Councils. Deighton Parish Council has agreed to fund 10% of the £12000 required to implement the advertised speed limits, as it will be of benefit to the local residents. The balance to be funded from the Speed Management allocation in the Capital Programme.

Examples of financial contributions by Parish Councils to City of York Council Schemes last year are as follows.

- Staindale Close Path: £5k - 52% (total scheme cost £9.9k)
- River Foss Path Improvements: £5k - 9% (total scheme cost £46k)
- Rufforth-Knapton Path: £5K - 9% (total scheme cost £53k)

Human Resources (HR) - There are no HR implications

Equalities - There are no equalities implications

Legal - There are no legal implications

Crime and Disorder - There are no crime and disorder implications

Information Technology (IT) - There are no IT implications

Property - There are no property implications

8. **Risk Management** - No known risks

9. **Recommendation**

Introduce the advertised speed limit restrictions. This will fulfil the residents request for a 40mph speed limit on the A19 adjacent to the village.

Contact Details

Author:

Philip Irwin
Traffic Engineer
Network Management
Tel No. 01904 551654

Chief Officer Responsible for the report:

Richard Wood
Assistant Director
Strategy, Planning and Transport

**Report
Approved**

Date 5/11/2013

Wards Affected: Wheldrake

All

For further information please contact the author of the report

Annex A

Thank you for your correspondence of the 3rd inst with regards to the proposed speed limit changes. I have studied the proposals and offer the following observations on behalf of the Chief Constable of North Yorkshire Police:-

1. Statement of Reasons - generally

1.1 There is no clear description contained within the 'Statement of Reasons' and accompanying paper work, as to what the issue is exactly that any of the proposals are designed to address.

1.2 The Statement of Reasons enclosed with the draft orders, contains generic, standard and routine wording, which is used to cover seven (7) separate proposed speed limit adjustments. Yet each adjustment has different issues, environments and purposes.

1.3 The proposals contained within the 'Statement of Reasons' appear to be introducing speed limits for the sake of introducing speed limits with no clear goal as what the changes are designed to achieve. This is contrary to guidance contained within Department for Transport 'Setting Local Speed Limits ' 01/2013.

1.4 The Statement of Reasons makes reference to "...roads within residential areas...". I would suggest, that four (4) out of the seven (7) sections being applied for, do not sit within what could be described as 'residential areas.

1.5 The last sentence of the Statement of Reasons states; *"Whilst environmental considerations will influence a driver's attitude to speed containment it is considered that the introduction of the respective speed limits with associated signage will encourage drivers to adopt an appropriate speed within that limit thereby promoting safe and considerate driving – this being a key objective for both the council and the department for transport when determining local speed limits."*

1.6 I would suggest that this sentence indicates and suggests that compliance with Department for Transport Guidance 'Setting Local Speed Limits 01/2013' is being complied with, when I can find little evidence which supports this statement.

1.7 I question the transparency and accuracy of the 'Statement of Reasons'.

2. Notice of Proposals - Sections 1 & 2 – Introduction of a 40mph speed limit A19 York to Selby Road / Main Street, Deighton and 50mph speed limit north and south of Deighton -

2.1 It is noted that the new proposals contain many similarities to the proposed speed limit change of August 2012. I have therefore reviewed my response of August 2012 and feel that many of the points raised then are pertinent to these latest proposals and so refer you to my letter of response dated 20th August 2012 (copy enclosed) to consider in conjunction with this correspondence.

2.2 These (latest) proposals (October 2013) complicate the original proposals by introducing further and multiple speed limit changes.

2.3 The new proposals do not appear to satisfy the guidance contained within Department for Transport 'Setting Local Speed Limits 01/2013' and there are difficulties highlighted by national guidance contained within ACPO (Association of Chief Police Officers) Speed Enforcement Policy Guidelines 2011-2015.

2.4 'Setting Local Speed Limits' 01/2013 Section 1 Introduction - Key Points states; *Speed limits should be evidence-led and self-explaining and seek to reinforce people's assessment of what is a safe speed to travel. They should encourage self-compliance.*

2.5 ACPO Guidelines (paragraph 3.3) suggests; *"Speed limits should not be set in isolation but as part of a package with other measures to manage vehicle speeds and improve road safety, helping drivers to be more readily aware and drive at an appropriate speed."*

2.6 If these latest changes to the speed limit occur, then there will be an impossible ten (10) different speed limits in operation on a 4 ½ mile section of the City of York's busiest arterial road, from the junction with Fordlands Road to the junction with the Stillingfleet Link Road (B1222)(to the south of Escrick).

2.7 Heading south out of the city the limits will change; 30mph (Fordlands Road) to 40mph (Selby Road) to 60mph (south of Fulford Interchange) to 40mph (Crockey Hill) to 60mph (south of Crockey Hill) to 50mph (Approach to Deighton) to 40mph (passed Deighton) to 50mph

(south of Deighton) to 40mph (through Escrick village) to 60mph (south of Escrick).

2.8 There is a real danger that by instigating so many multiple and rapidly changing speed limits on so short a length of carriageway, that it will cause confusion amongst road users, particularly amongst those unfamiliar with the road. This may result in not only confused drivers, but increased driver frustration, which is not going to 'address safety concerns'.

2.9 There is a possibility that drivers will not understand the need to comply with the new limits as there is presently no obvious change in the road environment in the vicinity of Deighton. There is no mention of any additional engineering measures to support the proposed speed limits or to alter the road environ.

2.10 There is a likelihood that there will be a poor compliance rate due to the multiple changes, lack of consistency, of proportionality as to why the limits are there, which will not be clear to drivers as to why they are being required to drive at the posted limits. This is likely to bring those limits into disrepute through a lack of and high levels of driver non-compliance.

2.11 *"....Speed restrictions must be clear, appropriate and with the need for compliance obvious to all road users, as this will result in the majority complying...."* (ACPO Speed Enforcement Policy Guidelines 2011-2015 paragraph 1.1.4).

Again, the large number of multiple changes to the limit over so short a distance between Fulford village and the City of York Unitary Authority Boundary at Escrick, will make any of the limits extremely difficult for the police to effectively enforce. The difficulties in justifying enforcement action will mean that any issues with the speed limits could not be dependant on police action. This would not be acceptable to North Yorkshire Police.

2.12 The Statement of reasons states that the proposals will introduce a *"....more appropriate speed limit[s].... particularly during peak traffic periods and those roads within residential areas"*.

2.13 I have checked the injury accident data base for the last three years (1/10/2010 to 30/09/2013) and within the confines of the proposed 40 and 50 mph speed limits. There have been six injury accidents recorded. Only one of these accidents occurred within, what could be

termed, a 'peak' traffic time, 16:05hours (the other accidents occurred at; 12;43hrs, 23:55hrs, 14:20hrs, 14:47hrs & 20;25hrs). The accident at 16:05hours was recorded as a 'tail end shunt' type accident, typically indicative of heavy slow moving traffic.

2.14 Injury accident data does not suggest that any of the accidents were speed related with regards to the vehicles involved. This includes the unfortunate pedestrian fatality on the 4th April 2012.

2.15 Evidence would therefore suggest that the introduction of the proposed speed limits could not be justified on road safety grounds, "....during peak traffic periods....".

Paragraph 25 of 'Setting Local Speed limits states; *"It may well be that a speed limit need not be changed if the collision rate can be improved or wider quality of life objectives can be achieved through other speed management measures, or other measures . These alternative measures should always be considered before proceeding with a new speed limit."*

2.16 Data checked over the last nine years (01/01/2004 to 30/09/2013) indicates that the A19 in the area of Deighton and within the section of road as defined in the proposed limits, is actually experiencing fewer injury accidents, particularly since the relatively recent local engineering improvements carried out at Deighton were completed

2.17 There are no "....residential areas...." lying directly alongside the A19, that I have been able to identify, to which the change in speed limit apply and through which the road runs. Deighton is built wholly to the west of the A19, with the main road acting as an effective bypass.

2.18 The wording of the Notice of Proposals, by stating that the 40mph limit will extend "*....from the centre lines of Main Street....*" is, I would suggest, misleading to anyone unfamiliar with the road. The description implies that 'Main Street' is part of the A19, when it clearly is not. It is, however, 'a junction' with the A19. A small play on words, but nevertheless crucial in how the 'Notice of Proposals' is interpreted and the impression it gives that the road runs through the centre of the village, which it does not.

2.19 There is no specific reason or explanation given as to the introduction of a 40mph speed limit at Deighton and it may not be obvious to drivers as to why they are being required to travel at 40mph

and 50mph on an open road, with good visibility, in the middle of the countryside.

As stated, Deighton lies wholly to the west of the A19 main road which, in effect, bypasses the village. There are certainly considerably fewer than 20 or more houses fronting onto the road ('Village Speed Limits'- Department for Transport Traffic Advisory Leaflet 1/04), therefore there is nothing obvious to a driver to encourage them to drive at 40mph, particularly when they will be able to see the end of the 600metre long 40mph limit from point of entry. There is likely to be poor compliance with the 40mph limit and there would be enforcement issues for the police.

2.20 The fact that there is a proposal to use "...high visibility signage..." (which is taken to mean the use of 'yellow' backing boards), quoted in the 'Statement of reasons', suggests that issues are anticipated with compliance of the speed limit from the outset and gives further rise for concern.

2.21 High visibility backing boards are only usually recommended where it is desirable to highlight the sign "...against a complex or dark background,..."(DfT Traffic Signs Manual, Chapter 3, Chapter 1 Introduction page 8, paragraphs 1.31) This type of sign is not used to re-enforce a problematic speed limit, but to make the signs more visible. "...Their over-use could eventually devalue their attention-attracting benefits..."(paragraph 1.33).

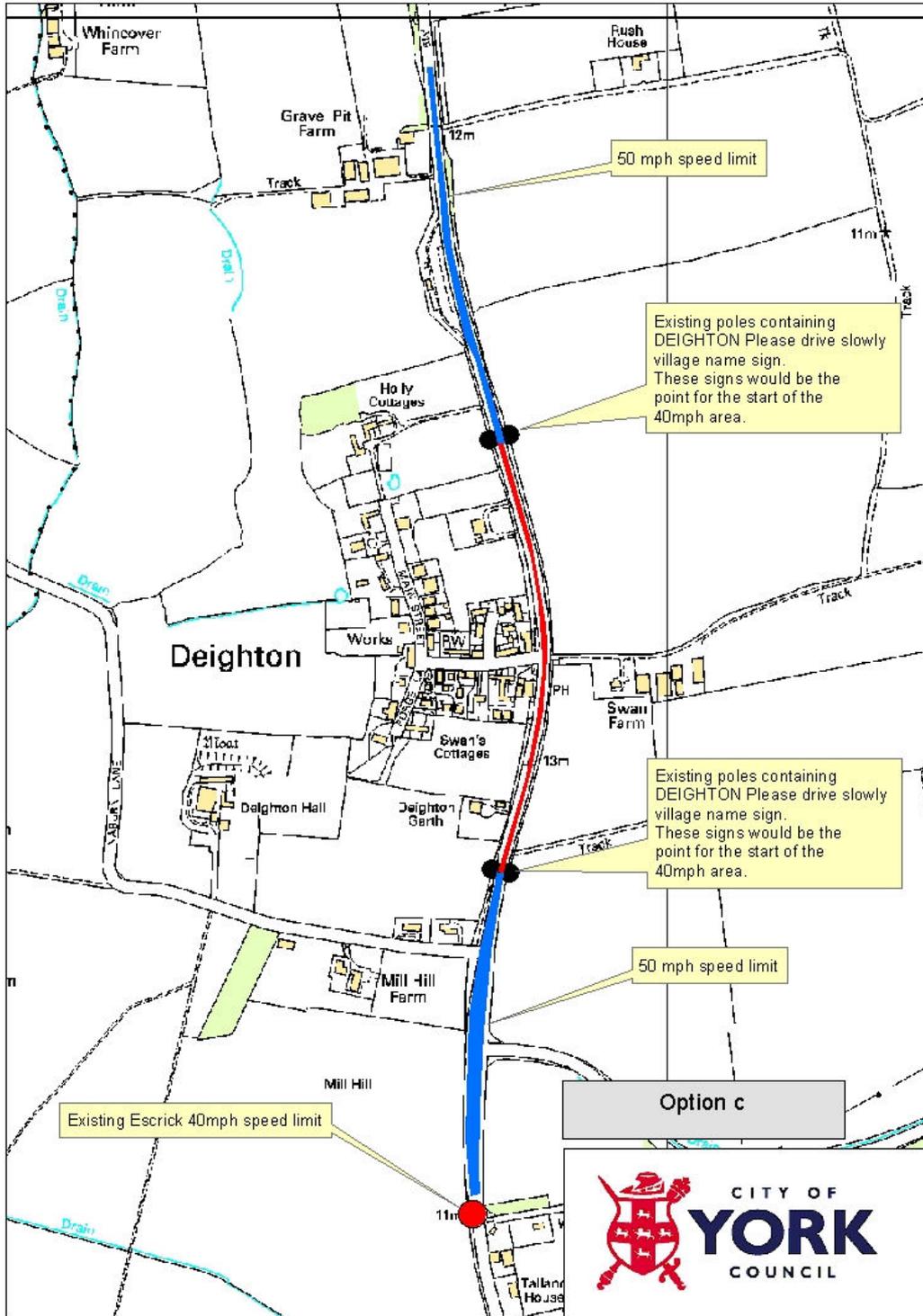
2.22 I am also concerned that there will be a knock on effect with compliance of the currently posted 40mph speed limit through the village of Escrick, where there are frontages on both sides of the road, and an injury accident history. The rapidly changing speed limits along the road and on approach to the village could well increase speeds into the village and affect safety and compliance in Escrick.

2.23 The 40mph speed limit at Crockey Hill was wholly enacted to protect traffic at the new traffic signals at the junction with Wheldrake Lane End. This limit has a varied compliance rate, but has achieved its purpose 100% by preventing high speed tail end shunts at the traffic signals. By introducing further speed limits there could well be a further dilution of compliance with the 40mph limit at Crockey Hill and a subsequent problem with accidents, which at present are not there.

2.24 A lack of compliance with both Department for Transport Guidance and ACPO enforcement policy, by the proposals, has been shown by the proposals.

2.25 Based on the above road safety and compliance reasons, I object on behalf of the North Yorkshire Police to the making of the 50mph and 40 mph speed limits on the A19 near to Deighton.

Annex B



Annex C

Cllr. G. Barton – Wheldrake Ward Councillor

I support the Officer's recommendations in both cases. The police response is exactly as expected and simply an easy option and a too often heard line.

George Barton
Ward Councillor

Cllr. A. Reid – Liberal Democrat Party

I support the reduction in the speed limit in Deighton and agree with Cllr D'Agorne that traffic at peak times will be travelling more slowly and therefore there is less likelihood of accidents. Improvements to the road layout and lighting have been carried out and can only go so far before limits need to be reduced.

Elvington. If the Parish Council are happy with the reduction in the speed limit on the main B1228 then I will support them. However, I also agree that the reduction to 20mph in the Conifers and Elvington Park is not justified at this time. If the roll out of 20mph limits across the city does reach Elvington then these roads should be considered at that time.

Ann Reid

Cllr Ann Reid

Cllr. A. D'Agorne – Green Party

I fully support the proposed reduced limits at the locations identified, especially the proposal for Deighton which I recall discussing at an EMAP about 6 years ago, well before the most recent unfortunate fatality. Young and elderly people who do not drive need to be able to safely cross to and from the bus stop. Residents need to be able to safely turn in or out of the junction and this should be a clear reason to drivers as to why there is a reduced speed limit in place.

Driving through similar countryside recently in Staffordshire, each village had 40mph and 30mph limits, enforced with a big yellow speed camera! I doubt there was much of a compliance problem there! I fail to see what the problem is having a succession of different speed limits (appropriately signed in accordance with regulations) for drivers entering

and leaving settlements and areas where local traffic is turning onto and off a busy main road.

Finally I am puzzled by the police reference to accidents 'not occurring at peak periods'. I would expect that it could well be that it is precisely when lighting or weather conditions are poor that a lower speed is important to achieve as a result of the speed limit. At peak periods traffic may well already be moving more slowly because of congestion and the Crockey Hill or A64 junctions.

Andy D'Agorne

Cllr. J. Galvin – Conservative Party

Cllr. D. Merrett – Labour Party



**Public Decision Session- Cabinet
Member for Transport, Planning and
Sustainability**

14 November 2013

Report of the Director of City and Environmental Services

Elvington Speed Limit Reduction Objections

1. Summary

A decision is being sort to overturn or uphold, as appropriate, the objections made to the proposal to introduce a 30mph speed limit on the B1228 and Wheldrake Lane in Elvington and a 20mph limits for both The Conifers and Elvington Park in Elvington. If the decision to overturn the objections to the proposal is made at this meeting permission is requested to commence with the implementations of the new speed limits.

2. Background

The current speed limit through Elvington Village is 40mph which then changes to 20mph outside the primary school. This is not the best of speed transitions when approaching a school zone. The speed of vehicles was raised at a meeting with Elvington Primary School, and options were discussed about speed limits in the general area. At an officer in consultation meeting on the 3 September 2013 a proposal to advertise an amendment to the speed limit from 40mph to 30mph from the village boundary sign on Elvington Lane and along the existing 40mph part of Wheldrake Lane was agreed. At the same time it was agreed to advertise the proposal to amend two existing 30mph speed limits on The Conifers (located off Wheldrake Lane) and Elvington Park (located off Elvington Lane) to 20mph as these are residential streets within the proposed new 30mph zone.

3. Consultation

Each property in Elvington Park, the Conifers and those properties fronting effected length of the B1228 were letter dropped notifying them of the proposed changes to the speed limits. A notice was also placed in the local press and details were sent to the parish council. In addition notices of the proposed speed limit changes were also placed on each of the streets. The legal requirement to advertise the proposals for a period of 21 days to allow interested parties to make comment or object to the proposals was adhered too. Comments, observations and objections are contained in Annex A.

4. Options

- a) Over turn objections received to the proposal to introduce 30 and 20mph speed limits as advertised.
- b) Implement part of the proposed restrictions.
- c) Take no further action to lower the speed limits on this section of road.
- d) Defer to another decision meeting

5. Analysis

The length of road is heavily used by residents attending the primary school, health centre and community area. By lowering the speed limit to 30mph on this section of the B1228 will improve safety by reducing the speed of vehicles through this busy section of Elvington Village. It will then also create a better speed transition when approaching the 20mph zone located outside Elvington Primary school. The reductions in speed limits will create a better environment for the residents of the village to use.

North Yorkshire Police have objected to a lower speed limit, stating to may not be appropriate as vehicles are currently travelling at a mean speed of 34/36mph with an 85th percentile of 43/40mph. This may be due to the current maximum speed being posted at 40mph with drivers driving to the upper part of the limit knowing they are within the law and so not doing anything wrong.

While the current accidents records do not indicate a problem the introduction of the lower speed limits along this section of road

should be considered a step in the direction of achieving lower vehicle speeds and a more pleasant environment for local people.

The 20mph speed limit should not be adversely affected as indicated by North Yorkshire Police on paragraph 3.7 as the approach speeds of law abiding drivers should now be close to 30mph rather than 40mph.

The Department for Transport guidance has been considered, as the documents state they are for guidance when making changes rather than direction.

The parish council support the 30mph but are concerned that the 20mph is not necessary. They indicate that vehicles are already travelling at speeds lower than 30mph, indeed lower than 20mph. Concern is raised that the signs for the 20mph limit will add clutter and additional expense. Another resident also raised concerns that more signing would not be required and that any new signing is appropriate and sympathetic to the village. The signing for the 20mph will be minimal and the village as a whole will have less signs than currently if both limits are implemented. All signing used will be of the minimum size and quantity available for use.

6. Council Plan

A lower speed limit will help with 3 points in the corporate strategy.

(a) Building strong communities, the village will have a more joined up feel with a standard speed limit of 30mph throughout residents will feel less intimidated when using this section of the B1228.

(b) Protect vulnerable people, younger residents will not have to walk or cycle along a section of road where vehicles are travelling at speeds not appropriate for a village. Parents will have more confidence in allowing independence to their children's movement around the village.

(c) Protect the environment, a lower speed limit will reduce the amount of vehicle emissions, fuel consumption and noise in the village.

By addressing the request of a lower speed limit the council will show that it is a collaborative organisation in touch with the needs and wishes of the Elvington community.

7. Implications

Financial - The estimated cost to complete this project will be in the region of approximately £4000 for advertising and implementation. This will be funded by the Traffic Regulation Order budget.

Human Resources (HR) - There are no HR implications

Equalities - There are no equalities implications

Legal - There are no legal implications

Crime and Disorder - There are no crime and disorder implications

Information Technology (IT) - There are no IT implications

Property - There are no property implications

8. Risk Management - No known risks

9. Recommendation

Introduce the advertised 30mph and 20mph speed limit restrictions.

Contact Details

Author:

Philip Irwin
Traffic Engineer
Network Management
Tel No. 01904 551654

Chief Officer Responsible for the report:

Richard Wood
Assistant Director
Strategy, Planning and Transport

**Report
Approved**

Date

Wards Affected: Wheldrake

All

For further information please contact the author of the report

Annex A

The Parish Council are fully supportive of the proposed 30mph limit for Elvington Lane (and Wheldrake Lane) as a means of encouraging drivers to reduce their speed and increase safety for both road users and pedestrians, and we hope that it will be periodically policed.

However we do object to the proposed 20mph limits for both The Conifers and Elvington Park. These speed limits would be unenforceable, introduce unwarranted extra signage and clutter, and make no contribution to safety and considerate driving. (In the case of The Conifers it would be quite an achievement to exceed 20mph!). The 20mph proposals therefore represent unnecessary additional expenditure by CYC and should be withdrawn.

Regards.

David Headlam
Clerk to Elvington Parish Council

Thank you for outlining your proposal to apply new 20 and 30 mph speed limits around The Conifers, Elvington Park, Elvington Lane and Wheldrake Lane. I am in support of these proposals. However, I would like assurances that signage regarding these changes will be appropriate to the road and sympathetic to the village feel of Elvington.

Over the past few years, I have become increasingly concerned about the number and size of signs appearing on Elvington Lane. For example, around the York Maze area, a brown sign placed in the wrong place (encouraging people to turn early) has resulted in the owners of the Maze putting up their own brown sign hence there now being two brown signs where one would be appropriate. In the same area, a sign warning against queuing traffic seems far too big for the road. The same sign is mounted on huge posts that again would seem more appropriate for a motorway. On the same sign, half of the posts rise into the air with nothing actually attached to them. Elvington Lane is a green countryside

area surrounded by fields and therefore the overuse and inappropriately sized signs / posts in the area detract from the environment.

I am absolutely in support of road safety (hence my support of these 20 and 30 mph speed limits). You will appreciate that having appropriate signs, an appropriate number of them and on the right sized posts is quite a different issue.

Yours sincerely

Julie Crowther

Thank you for your correspondence of the 3rd inst with regards to the proposed speed limit changes. I have studied the proposals and offer the following observations on behalf of the Chief Constable of North Yorkshire Police:-

1.1 I have examined speed data held for the B1228 between Wheldrake Lane and the 20mph speed limit outside Elvington School and which is currently a 40mph speed limit. At this present time there is a reasonably acceptable compliance with the 40mph speed limit on this section of road with a mean of 36mph /34mph and an 85th% of 43mph /40mph. This indicates that the present 40mph speed limit is working within acceptable tolerances and is probably appropriate for the road. The data does however, indicate that there are a small number of drivers who appear to struggle with recognising the need to travel at 40mph on the section of road between Halifax Way and Wheldrake Lane. This section of road is currently subject to police speed enforcement action.

1.2 The reduction in speed limit may not be appropriate or obvious to drivers as to the need to travel at the 30mph posted limit. Experience has shown that where the speed limit set is inappropriate, then speeds could rise above those attained before the change in limit. The knock on effect, in this case, is that the speed of traffic may increase passed the school, in the 20mph zone, causing further problems of compliance which are already being experienced in the 20mph speed limit.

1.3 Further more, where a limit is “...set unrealistically low for the particular road function and condition, it may be ineffective and drivers may not comply with the speed limit....” (DfT Guidelines ‘Setting Local

Speed Limits 01/2013 Section 2 paragraph 19). I would suggest that the speed data obtained for the 40mph speed limit would indicate that this statement is relevant.

1.4 The evidence indicates that the proposal to reduce the speed limit to 30mph will be problematic without additional engineering, from the outset, does not fit into DfT Guidelines 'Setting Local Speed Limits 01/2013 or ACPO Speed Enforcement Policy 2011- 2015.

1.5 By having an unrealistically low speed limit there may be a mismatch between what is expected by pedestrians (ie. cars travelling at or below 30mph) and what drivers are delivering. This creates, rather than reduces, safety.

1.6 Data obtained in 2008 indicated that speeds through the 20mph speed limit were showing a mean of 23mph / 25mph and 85th% 28mph / 30mph. The 20mph speed limit is recognised as problematic and was referred to engineering. No engineering has been indicated as being part of the speed limit proposals, which are being set in isolation (DfT 'Setting Local Speed Limits' 01/2013 Section 2 Key Points 2nd paragraph and paragraph 18). The imposition of a further, unsupported, change in the speed limit will not assist in creating and encouraging a safe environment on Elvington Lane, unless some significant engineering is proposed (but is not indicated).

1.7 The decrease in speed limit to 30mph, with no supporting engineering could well see a rise in the speed of vehicles travelling into and through the 20mph speed limit outside the school.

1.8 Again, it is difficult to support or justify the 'Statement of Reasons'. There is no indication as to what the actual issue is on this section of road. Neither is the road running through what could be termed a residential area. The road is largely rural in nature, running passed playing fields and open countryside, with intermittent footpath provision on the offside (when travelling towards Sutton in Derwent).

1.9 It is difficult to see where 'peak traffic periods' fit in on the B1228 and why this should indicate a lower speed limit.

1.10 *"Speed limits should, [therefore], be evidence-led and self-explaining, and seek to reinforce people's assessment of what is a safe speed to travel and encourage self-compliance"*, (DfT 'Setting Local Speed Limits' 01/2013 paragraph 3 Introduction).

1.11 The injury accident data base held by North Yorkshire police does not indicate any injury accidents having occurred in the last here years within the 30mph proposed area.

1.12 It is difficult to support the scheme, therefore on road safety grounds.

1.13 The lack of compliance with both Department for Transport Guidance and ACPO enforcement policy, by the proposals, has been shown.

1.14 Due to the fact that the proposed reduction in the speed limit has not been demonstrated as warranted, proportional and consistent and that it is anticipated that compliance with the limit will be problematic from the outset, it would be difficult for the police to support with enforcement action.

1.15 Based on the above reasons, I object to the making of the speed limit order on the B1228 at Elvington and on behalf of the North Yorkshire Police.

2. Introduction of a 20mph speed limit in Elvington Park and The Conifers, Elvington.

On behalf of the North Yorkshire Police offer – no comment.

3. Re-identifying the 20mph around Elvington School.

On behalf of the North Yorkshire Police offer – no comment

Annex B

Cllr. G. Barton – Wheldrake Ward Councillor

I support the Officer's recommendations in both cases. The police response is exactly as expected and simply an easy option and a too often heard line.

George Barton
Ward Councillor

Cllr. A. Reid – Liberal Democrat Party

I support the reduction in the speed limit in Deighton and agree with Cllr D'Agorne that traffic at peak times will be travelling more slowly and therefore there is less likelihood of accidents. Improvements to the road layout and lighting have been carried out and can only go so far before limits need to be reduced.

Elvington. If the Parish Council are happy with the reduction in the speed limit on the main B1228 then I will support them. However, I also agree that the reduction to 20mph in the Conifers and Elvington Park is not justified at this time. If the roll out of 20mph limits across the city does reach Elvington then these roads should be considered at that time.

Ann Reid

Cllr Ann Reid

Cllr. A. D'Agorne – Green Party

I fully support the proposed reduced limits at the locations identified, especially the proposal for Deighton which I recall discussing at an EMAP about 6 years ago, well before the most recent unfortunate fatality. Young and elderly people who do not drive need to be able to safely cross to and from the bus stop. Residents need to be able to safely turn in or out of the junction and this should be a clear reason to drivers as to why there is a reduced speed limit in place.

Driving through similar countryside recently in Staffordshire, each village had 40mph and 30mph limits, enforced with a big yellow speed camera! I doubt there was much of a compliance problem there! I fail to see what the problem is having a succession of different speed limits (appropriately signed in accordance with regulations) for drivers entering and leaving settlements and areas where local traffic is turning onto and off a busy main road.

Finally I am puzzled by the police reference to accidents 'not occurring at peak periods'. I would expect that it could well be that it is precisely when lighting or weather conditions are poor that a lower speed is important to achieve as a result of the speed limit. At peak periods traffic may well already be moving more slowly because of congestion and the Crockey Hill or A64 junctions.

Andy D'Agorne

Cllr. J. Galvin – Conservative Party

Cllr. D. Merrett – Labour Party

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**Decision Session - Cabinet Member for
Transport, Planning and Sustainability****14th November 2013**

Report of the Director of City and Environmental Services

JOCKEY LANE PEDESTRIAN AND CYCLE IMPROVEMENT SCHEME**Summary**

1. This report seeks to; highlight the problems pedestrians and cyclists currently experience in the area; propose solutions; summarise consultation feedback; and recommend a scheme to implement.

Background

2. The Council have secured Local Sustainable Transport Fund (LSTF) monies to improve various pedestrian and cycle facilities with a focus on the northern quadrant of the city (roughly from the River Ouse to Malton Road). There is an aspiration to link up the key business, retail and residential areas in this part of the city. Together, these measures aim to increase the use of sustainable travel modes and to reduce car use.
3. Part of the LSTF funding is being used to form a continuous pedestrian/cycle route from York Business Park at Poppleton eventually linking it with the retail outlet at Monks Cross and taking in the residential areas of Rawcliffe, Clifton Moor, New Earswick, and Huntington by creating an 'Outer Orbital Route' for pedestrians and cyclists. The scheme proposed in this report would form a key link in this.
4. Currently there exists a segregated cycle/pedestrian route along part of Jockey Lane. It is not connected up, as one section runs from the East and stops at the rear access to Sainsbury's supermarket, and from the West it terminates opposite the exit from the Range, near to the Forge Close development.
5. Monks Cross Retail Park is car dominated with a lack of continuity within it for pedestrians and cyclists. There is a need to link the existing facilities

up better to improve connections with nearby residential areas and the city's existing cycle route network.

Outline Proposals

6. To help identify key problems and develop solutions, existing traffic patterns have been observed and vehicle speed surveys carried out. This work has led to the proposals are shown on the plan In Annex A. The key issues and proposals are described below.

JOCKEY LANE

7. There are two main problems with this section of road. Firstly, there is no facility for pedestrians (and prospective cyclists) to cross the road. Secondly, there is no protection for cyclists wishing to continue off road along Jockey Lane.
8. The proposed controlled Toucan crossing is located close to where the majority of people are currently crossing the road, and offers the best visibility sight lines for pedestrians, cyclists and vehicle drivers.
9. At the exit to the Range superstore there are two gates in existence. The left gate has been found to never be used by the property owners, but they are reluctant to remove it. Therefore the proposal is to extend the footway across the wide road access, with a footpath at a lower level (25mm check to each side). This will allow vehicles to cross should the need ever arise. Additional road markings will show the area to be a hazard to all users. This will also shorten what was a very wide road access to about 2/3's its previous width.
10. In order to maintain current maintenance policies the proposals include a change to the existing surface. Where antiskid surface treatments would usually be used in advance of a crossing facility a replacement of the existing surface with a high PSV material would serve to reduce maintenance costs, and improve traffic/pedestrian safety.
11. A section of the proposed route necessitates a widening of the existing path on the northern side of Jockey Lane, which takes it beyond the existing highways boundary into privately owned land. The landowners, (Portakabin) are supportive of our aims and have agreed to dedicate the land required to CYC, subject to us reinstating a boundary fence. A draft dedication agreement is currently being progressed.

Consultation

12. The consultation exercise included Ward Members, party group representatives, the Parish Council, local businesses, as well as the relevant road user organisations.

Ward Member Views

13. Cllr. K. Hyman comment is to request looking at reducing the 40mph speed limit area to 30mph.

Officers Response:- After internal consultation there appears to have been a prolonged view that some changes to the speed limits should have been done sometime in the past, also with the further development of Monk's Cross a wider area should have the speed limits addressed. Internal Consultation is therefore taking place.

14. Cllr C Runciman has enquired as to a number of additional traffic safety queries posed by the public, but not in relation to these works. Otherwise the Councillor is happy with the scheme.
15. Cllr. K.Orrell has queried the extent (area) of the public consultation.

Officers Response:- due to there having been local consultation during feasibility already, and the scheme being small in nature it was deemed necessary only to consult those properties and business immediate to the proposed works

Political Party Views

16. Cllr A. D'Agorne of the Green Party has yet to comment on the consultation documents.
17. Cllr A. Reid has no objections to the proposed scheme.
18. Cllr C. Steward of the Conservatives has yet to comment on the consultation documents.

Parish Council Views

19. Huntington Parish Council – The parish council brought forward the same queries about the speed limits needing moving as Cllr. Hyman, as well as a request to look at a right turn lane into the Range superstore; additional signage to the superstores exit; and the continued hazard presented by the car transporters delivering vehicles to the car show rooms on the South side of Jockey Lane.

Officers Response:- the speed limit issue has been responded to above. There is insufficient room or budget to move the kerbline to deliver a right turn lane into the Range superstore. There is to be additional 'NO ENTRY' signs incorporated into the scheme adjacent to the exit from the Range. It is proposed to consult and advertise 'NO LOADING' markings and sign plates to the kerb edge around the two car show rooms, consultation with Network Management has revealed that as part of the planning consents for the two businesses covenants were placed that the practice of parking container trucks and deliveries on the roads was prohibited.

Local Business Views

20. A preliminary consultation was undertaken with the Assistant Manager of the Range, to discuss the proposed changes to the highway/footway adjacent to the exit from their car park, but they have not offered any comments from the formal consultation to date..
21. Consultation has been ongoing between CYC and Portkabin to arrange for the dedication of land to facilitate the construction of footpath adjacent to their property, including the replacement of the boundary fence along the agreed set-back alignment. CYC Planning has also been consulted, such that planning permission is not required to have the boundary fence relocated.
22. The other businesses that are adjacent to the project were also consulted. Sainsbury Supermarket, SG Petch Kia, and Evans Halshaw (Ford) have all been consulted, both during the feasibility and this stage, but have not replied at this time.

User Group Views

23. Cycling Touring Club (CTC)
CTC have not offered any comment at this stage, but previously were in support of the linking of the two terminated segregated sections of cycleway.
24. York Old People's Assembly (YOPA)
Peter Scott, the Transport Spokesperson for the YOPA commented that their stand point was always to disagree with the construction of segregated footway/cycleways. However, as the footways in this location were narrow any increase was agreeable, as is the construction of controlled crossing points such as the Toucan here.
25. North Yorkshire Police
Steve Burrell has no objections to the proposed schemes beyond it being safety audited by CYC in the regular way.

Council Plan

26. The potential implications for the priorities in the Council Plan are:
 - i. Get York Moving - If implemented, these measures would encourage walking and cycling by providing real alternatives to the use of the private motor vehicle for journeys around this area and further afield.
 - ii. Protect the environment - A reduction in the use of private motor vehicles would lead to a reduction in carbon emissions.
 - iii. Protect vulnerable people – A safer highway environment would benefit the local community.

Options & Analysis

27. There are three options available;
 - (a) Do the scheme as proposed;
 - (b) Change the scheme in response to the feedback;
 - (c) Abandon the scheme.

Implications

28. This report has the following implications:

- **Human Resources** – None.
- **Financial** – The cost of installing these measures has been estimated at £35,000 for traffic signals; £80,000 in civil construction and road resurfacing; and £30,000 for fees. The estimated costs can be contained within the £150,000 from the capital programme allocation for the scheme.
- **Equalities** – It is likely that more vulnerable road users would benefit the most from these safety improvements.
- **Legal** – The City of York Council, as Highways Authority of the area, has powers under the Highways Act 1980 and associated Road Traffic Regulations Act 1984, and the Town and Country Planning (General Permitted Development) Order 1995 to implement the measures proposed.
- **Crime and Disorder** – None
- **Information Technology** - None.
- **Land** – A re-dedication of land is being undertaken between CYC and Portakabin, the only implication to CYC being the re-erection of Portakabin's boundary fence onto a new alignment.
- **Other** – None.

Risk Management

29. In compliance with the Council's risk management strategy, the following risks associated with the recommendations in this report have been identified and described in the following points and set out in the table below:
30. Health and safety – the risk associated with this is in connection with the construction phase and has been assessed at 6.

31. Authority reputation – this risk is in connection with poor public perception of the Council’s handling of the site works and has been assessed at 8.

Risk Category	Impact	Likelihood	Score
Health and safety	Moderate	Remote	6
Organisation/ Reputation	Minor	Unlikely	8

Together these produce a risk score of 14, which being in the 11-15 category means that the risks have been assessed as being “medium”. This level of risk requires frequent monitoring.

Recommendations

32. That the Cabinet Member approves the implementation of the scheme shown on the plan forming Annex A, subject to agreement with the landowners of Portakabin’s site regarding the transfer of land for use as additional footway area.

Reason: To provide facilities to benefit pedestrians and cyclists in the area.

Contact Details

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Engineer
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Tel: (01904) 553519

Chief Officer:

Richard Wood
Assistant Director
Transport, Highways and Waste

Report
approved:



Date: 04.11.13

Specialist Implications Officer(s)

There are no specialist implications.

Wards Affected: Huntington and New Earswick

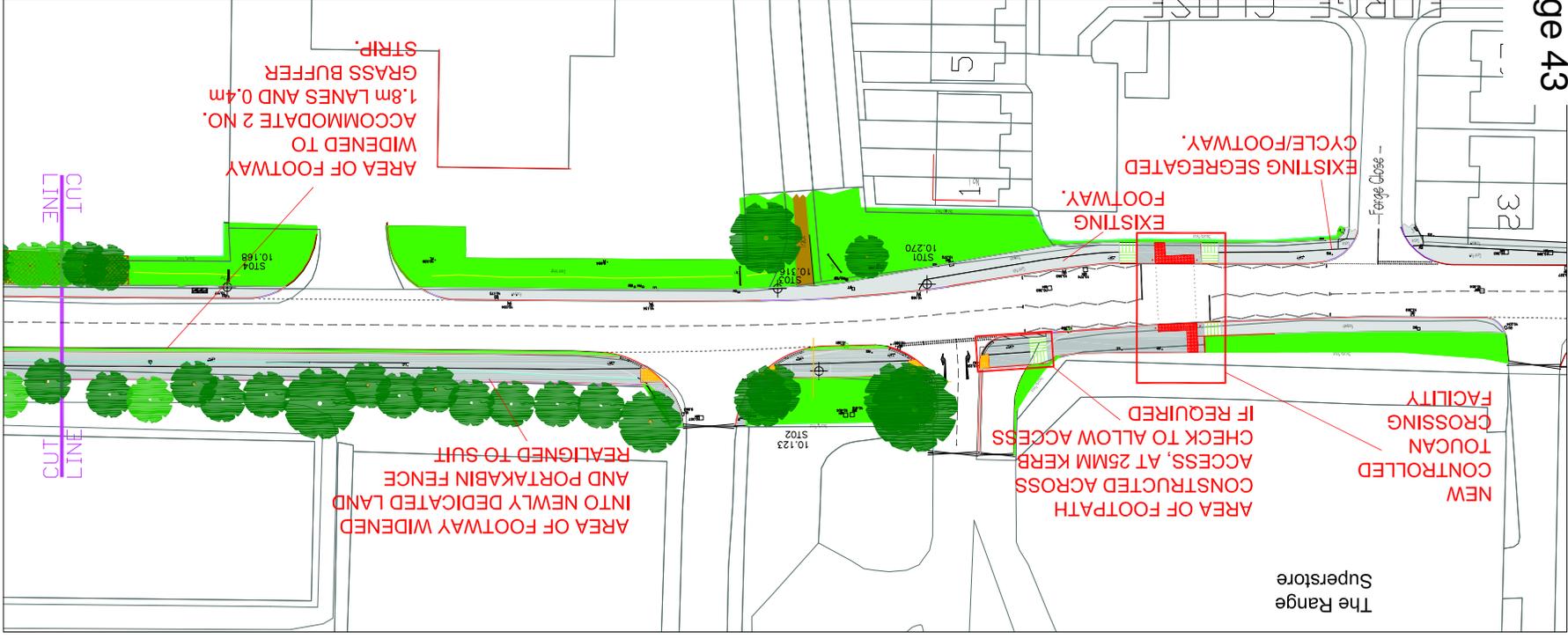
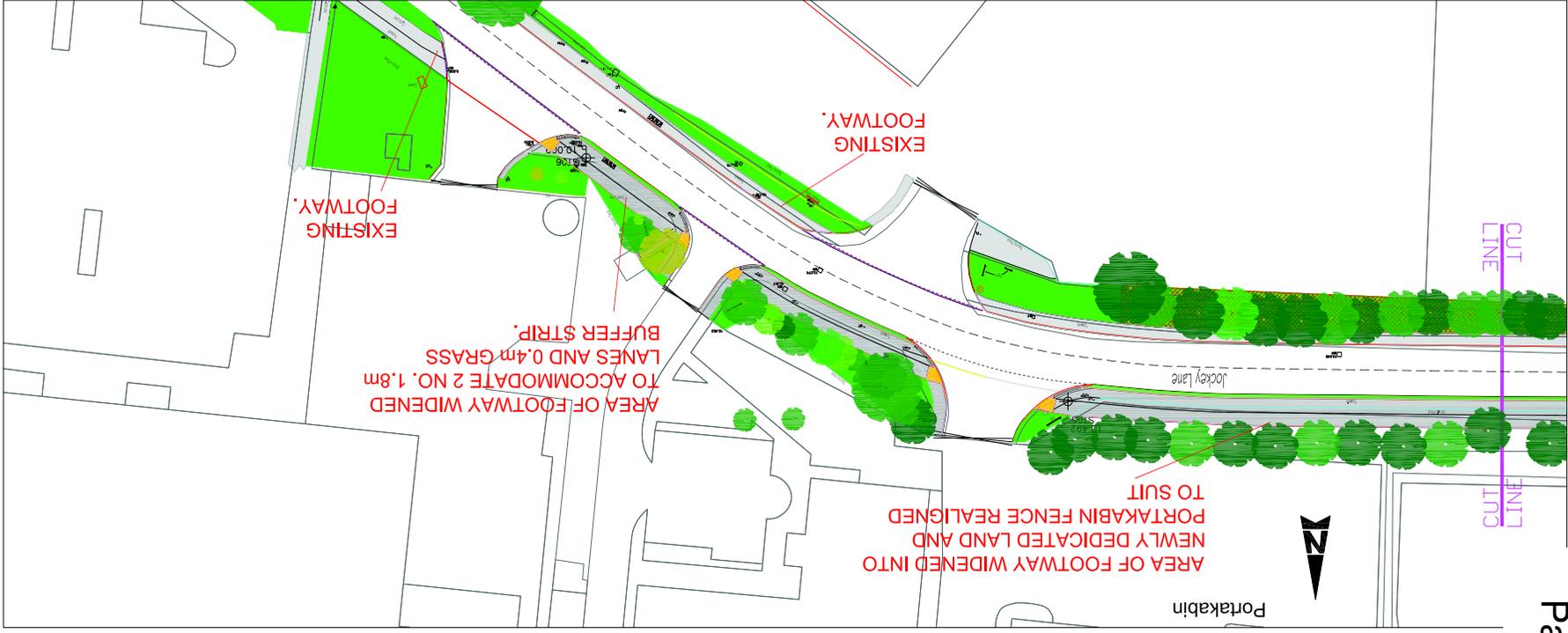
For further information please contact the author of the report.

Background Papers

None

Annexes

Annex A General Layout from Consultation



Jockey Lane Segregated Cycle/Pedestrian Footway Improvement
 General Layout
 Drg. No. DEC/08010337/100/005

Printed on:	NAME	DATE
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Decision Session of Cabinet Member for Planning, Transport and Sustainability	14 November 2013
Report of the Assistant Director – Housing and Community Safety	

Air Quality Update Report 2013

Summary

1. This report provides an update on Local Air Quality Management (LAQM) in York, progress with the Low Emission Strategy (LES) and development of the third Air Quality Action Plan (AQAP3). The report is provided for information and the Cabinet Member is asked to note the contents of the report.

Background

2. The Environment Act 1995 requires all local authorities to Review and Assess air quality in their areas and to declare Air Quality Management Areas (AQMAs) where health based air quality objectives are not being met. The main air pollutants of concern in York are nitrogen dioxide (NO₂) and particulate matter (PM). These have been linked to lung diseases (asthma, bronchitis and emphysema), heart conditions and cancer. Based on national estimates, pro rata between 94 and 163 people die prematurely in York each year due to the impacts of poor air quality¹. This is more than the combined estimate of those who die prematurely from obesity and road accidents. Poor air quality puts the health of York's residents at risk, creates an unpleasant environment for visitors, may damage historic buildings and places an additional financial burden on local health service providers.

¹ Committee on medical effects of air pollution (COMEAP, 2009) estimate 29,000 premature deaths each year in UK. Environmental Audit committee estimate up to 50,000 premature deaths (Environmental Audit Committee Report, March 2010). UK population in 2010 - 62,262,000, York population in 2010 – 202,400 (Office of National Statistics 2011)

3. In 2002 City of York Council (CYC) declared an AQMA around the inner ring road where concentrations of nitrogen dioxide were above the objective levels. Nitrogen dioxide is formed during all combustion processes (primary NO₂), and can also be formed in the atmosphere from other pollutants (secondary NO₂). The main source of nitrogen dioxide in York is traffic.
4. After an initial fall in NO₂ concentrations between 2002 and 2005, concentrations of NO₂ in York showed a marked increase year on year until 2010. Despite an improvement in concentrations between 2010 and 2012, the health based annual average NO₂ objective continues to be exceeded at a number of locations around the inner ring road and in recent years, further air quality issues have been identified in suburban locations. A second AQMA was declared in Fulford in April 2010 and a third on Salisbury Terrace in April 2012. In addition, the city centre AQMA was amended in September 2012. The revised city centre AQMA order reflects the wider area of the city centre now known to be affected by breaches of the annual average NO₂ objective and includes some additional areas where breaches of the hourly objective for NO₂ have also recently been detected (George Hudson Street/Rougier Street).
5. Following the declaration of the first AQMA in 2002, two Air Quality Action Plans (AQAPs) were produced. These AQAPs focused primarily on encouraging 'modal shift' with an emphasis on encouraging walking, cycling and public transport use. Whilst reducing the number of journeys undertaken by car remains an important aspect of air quality management in York, modal shift alone is not delivering a great enough improvement in air quality.
6. To improve York's air quality, emissions from the remaining vehicle fleet (including buses, HGVs and taxis) need to be reduced and further measures are required to minimise traffic emissions from development. This can be achieved by incentivising the uptake of low emission technologies (such as electric and hybrid vehicles) within the general vehicle fleet and by requiring developers to mitigate transport emissions from their developments more effectively (by providing incentives for low emission vehicle use and contributing towards the cost of low emission infrastructure). There also needs to be a more holistic approach to carbon and local air quality management to

ensure all emissions to air are minimised as far as possible. An overarching Low Emission Strategy (LES) is now in place to address this issue.

7. The Low Emission Strategy and other reports produced by City of York Council in relation to LAQM in York are available for download from: <http://www.jorair.co.uk/index.php?page=reports>.

Update on Local Air Quality Management in York

8. City of York Council submitted an Air Quality Progress Report to DEFRA in April 2013. The report provided an update on the air quality monitoring data collected during 2012 and checked emission data for the city was up to date.
9. The assessment of additional monitoring data collected during 2012 has identified numerous relevant locations within the current AQMAs where annual average nitrogen dioxide concentrations remain above the $40\mu\text{g}/\text{m}^3$ annual mean objective level. This reflects the findings of previous Review and Assessment reports and indicates that the current AQMAs are still required. Breaches of the hourly mean nitrogen dioxide objective are still being observed in the vicinity of Rougier Street / George Hudson Street, indicating that the revision to the city centre AQMA during 2012 was necessary and is still valid.
10. Some reduction in nitrogen dioxide concentration was observed along Salisbury Terrace during 2012 and it is proposed to review the extent of the AQMA boundary if the objective continues to be met in future years. Additional monitoring data for 2013 will need to be reviewed to establish if the reduction in nitrogen dioxide concentrations in this location is due to more favourable weather conditions experienced 2012.
11. Reductions in annual mean concentrations of nitrogen dioxide have also been observed along Fulford Main Street over the last three years, although concentrations in some areas of Fulford Main Street are still above objective levels. For this reason, there are currently no plans to revoke this AQMA.
12. Concentrations of nitrogen dioxide decreased at all real-time monitoring sites inside the AQMA between 2011 and 2012. Significant reductions in nitrogen dioxide concentration were observed at Gillygate ($19.59\mu\text{g}/\text{m}^3$ reduction), Holgate Road

(5.51 $\mu\text{g}/\text{m}^3$ reduction) and Nunnery Lane (4.23 $\mu\text{g}/\text{m}^3$ reduction). The reason for the large reduction at Gillygate is currently unclear, but may include some changes in use in the shops along this street, resulting in less loading and reduced congestion. Holgate Road may have been influenced by the new cycle pre-signals and yellow box junction, reducing queuing traffic next to the monitor during the latter half of 2012. The changes made to the Blossom Street / Queen Street Junction (completed in November 2011, but some changes to signal settings made later) may have contributed to the reduction in concentration seen at Nunnery Lane.

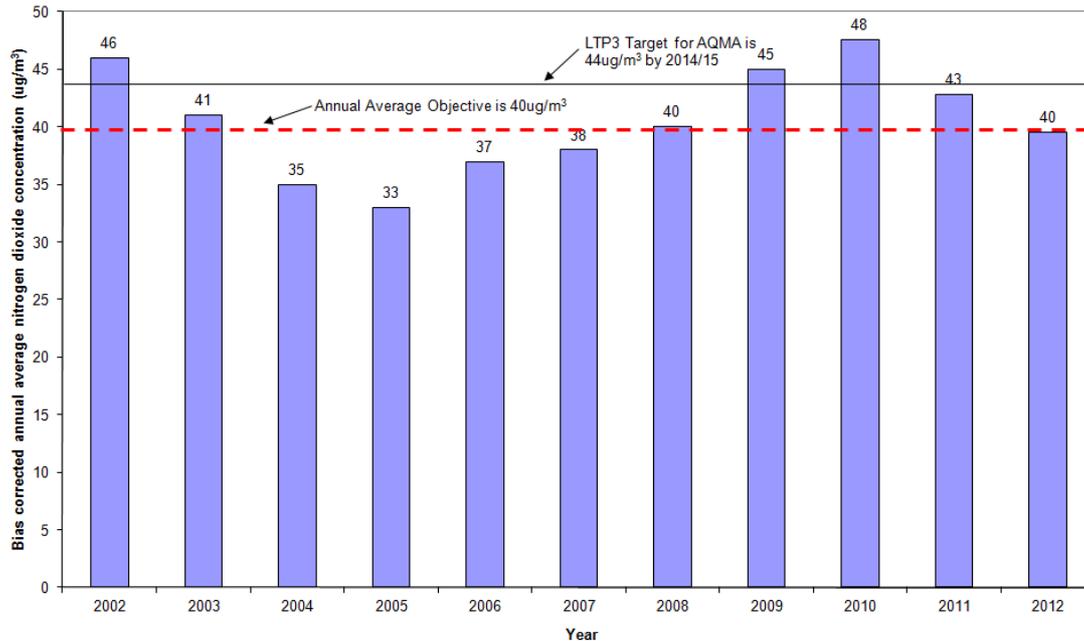
13. Both continuous monitoring sites outside the AQMAs (Bootham and Heworth Green) showed reductions in annual average nitrogen dioxide concentrations between 2011 and 2012. This reduction was not considered significant at the Bootham background monitoring site (1.66 $\mu\text{g}/\text{m}^3$ reduction). Reductions at Heworth Green roadside monitoring site were greater at 4.53 $\mu\text{g}/\text{m}^3$.
14. The annual average nitrogen dioxide objective is being met at most locations outside the existing AQMAs. There are a handful of sites which have given rise to ad-hoc elevated concentrations in recent years, but at present it is not considered necessary to bring them within the AQMA. It is proposed to continue monitoring at these sites and to re-assess their position in 2014.
15. No changes are proposed to the AQMA boundaries based on air quality monitoring during 2012.
16. Monitoring of other pollutants, including particulate matter (PM₁₀), has not indicated any breaches of health based air quality objective values. A further, comprehensive update for other pollutants will be provided as part of City of York Council's next Air Quality Progress Report, due in April 2014.

Local Transport Plan – Air Quality Indicator

17. A local air quality indicator was established for the purpose of monitoring the impact of York's Local Transport Plan (LTP). This indicator measures the mean of 40 annual average results obtained from 40 diffusion tubes located within York's city centre AQMA. A graph showing the results for this indicator for the period 2002 to 2012 is shown below. As can be seen from

the graph, nitrogen dioxide concentrations across the city were in general decline between 2002 and 2005. In more recent years, there is emerging evidence of a steady increase within the AQMA. However, between 2010 and 2012 an improvement within the AQMA was seen, as levels of nitrogen dioxide across the 40 sites used for the indicator fell from $48\mu\text{g}/\text{m}^3$ to $40\mu\text{g}/\text{m}^3$.

Figure 1: Trends in City Centre Annual Mean Nitrogen Dioxide (40 sites average)



Air Quality Action Plan Development

18. A third Air Quality Action Plan (AQAP3) is currently being prepared for the city. AQAP3 will be an overarching document and will include air quality improvement measures specific to the AQMAs in the city centre, Fulford and the Leeman Road area.
19. The measures within AQAP3 will be drawn mainly from the Local Transport Plan (LTP3) and the Low Emission Strategy (LES). The measures in both these documents were originally developed by internal working groups and subject to widespread public consultation. The AQAP3 development process will concentrate on refining the timescales for delivering air quality improvement measures and developing suitable indicators against which to monitor progress.
20. AQAP3 will be based on DEFRA's Policy Guidance note LAQM.PG(09) and will include the following information:

- quantification of the source contributions to the predicted exceedences of the relevant air quality objectives; this will allow the AQAP3 measures to be effectively targeted;
- evidence that all available options have been considered;
- how the local authority will use its powers and also work in conjunction with other organisations in pursuit of the air quality objectives;
- clear timescales in which the authority and other organisations and agencies propose to implement the measures within its plan;
- quantification of the expected impacts of the proposed measures and an indication as to whether the measures will be sufficient to meet the air quality objectives;
- how CYC intends to monitor and evaluate the effectiveness of the plan.

A draft AQAP3 will form the basis of a further report to the Cabinet Member.

Update on Low Emission Strategy

21. A Low Emission Strategy (LES), to holistically address air quality and climate change, was adopted as council policy on 9 October 2012. The LES builds upon the modal shift approach to air quality improvement by introducing new measures to tackle emissions from the remaining vehicle fleet. This includes measures to reduce emissions from heavy goods vehicles (HGVs), buses and taxis which cannot be dealt with effectively through modal shift alone. The Low Emission Strategy is available for download from <http://www.jorair.co.uk/index.php?page=reports>.
22. Low Emission Strategy measures are currently being worked up in more detail and will be included as specific measures in a revised air quality action plan (AQAP3). Members of the public and other stakeholders will have a further opportunity to comment on delivery of individual measures at this stage. The revised AQAP will take into account the City Centre Movement and Accessibility Framework and the outcomes of the LEZ bus corridor feasibility study outlined in this report. It is anticipated that a revised AQAP will be available for consultation in 2014.

23. Work on the delivery of the proposed LES measures has already commenced and a Low Emission Officer was appointed in February 2012) to promote and accelerate the uptake of low emission vehicles in York. This post is supported through the Local Sustainable Transport Fund (LSTF).

24. Some key areas that have been progressed to date:

Tackling emissions from private vehicles

25. Publically accessible electric vehicle recharging points across city centre CYC car parks and Park and Ride sites. These units have been received and installation is ongoing. These points will provide easy access Pay-As-You-Go recharging facilities for electric vehicles owned by residents and visitors to the city.

26. Delivery of 12 electric vehicle recharging points in hotel and leisure facilities through a partnership with the charity 'Zero Carbon World' (<http://www.zerocarbonworld.org/>).

27. A bid for 75% match funding of rapid chargers for electric vehicles has been made to OLEV (Office of Low Emission Vehicles). This would provide fast charging at key access points around York supporting the transition to electric buses, taxis and private cars. This is part of a wider Yorkshire rapid charger strategy which is led by City of York Council. York has been successful in obtaining £232,500 funding (CYC contribution £40k) towards 7 rapid chargers.

28. Our electric car show at York Designer Outlet in April 2013 was to showcase the latest electric car technology. The event received extensive TV, press and regional media coverage and attracted people from all over the UK. A short video of the day can be found here:
<http://www.itv.com/news/calendar/update/2013-04-10/plans-for-pay-as-you-go-electric-car-charging-points-in-york/>

29. Provision of low emission vehicles in city centre car clubs and use of these vehicles by council staff. A current list of locations and car club vehicles operating in York can be found: <http://www.citycarclub.co.uk/locations/york-car-hire>. A number of low emission vehicles now operate as part of the York car club including the Toyota Prius, Toyota Yaris hybrid and Fiat 500 Twin Air.

Tackling emission from buses, coaches and HGVs

30. A business event at the Mansion House in February 2013 to promote alternative fuels and cleaner vehicle technology. The ECO-Stars Scheme was also launched at this event.
31. City of York Council launched an ECO Stars Scheme in November 2012, to help to reduce vehicle emissions, encourage the wider uptake of alternatively fuelled vehicles and raise public awareness about low emission vehicles. ECO Stars provides recognition and guidance on environmental / operational best practice to organisations that operate fleets of vehicles. The scheme has initially been aimed at buses, coaches, Heavy Goods Vehicles (HGVs) and the CYC fleet, and may be expanded later to include taxis and other large fleets. Since November 2012, the scheme has been successfully rolled out to 25 organisations including the City of York Council fleet. The total number of vehicles in the ECO Stars scheme is 2,204.
32. Completion of a Low Emission Zone Feasibility Study, an electric bus feasibility study and submitting a number of Green Bus Fund (GBF) applications. CYC and its bus operator partners, First Group and Transdev, were awarded nine electric buses in May 2013 (part funded by a £825k grant from central government). Six of the new buses will be used on the city's Park and Ride network, while the others will be used to service the University of York and the new Derwenthorpe housing development. Together the nine electric buses will save more than 4,500 tonnes of carbon dioxide emissions over their lifespan. The new electric buses are due to enter service by March 2014. A further announcement of an additional six electric buses was made in October 2013 (part funded by a £566k grant from central government). The buses will also be used on the Park and Ride network. The Council aims to convert 80% of bus traffic in York to electricity with zero emissions of local air pollution by 2017. The most frequent buses through York run short journeys which are ideal for current electric bus technology.
33. Researching Compressed Natural Gas (CNG) refuelling infrastructure for use by freight and buses. A CNG refuelling feasibility study will be commissioned in October/November

2013 and will explore possible links to a freight transshipment centre. A freight transshipment centre aims to reduce the number of large delivery vehicles entering the city by providing a facility, on the edge of the city (but close to the strategic road network) where goods can be consolidated for onwards dispatch in smaller electric / low emission vehicles.

34. EPU are currently finalising an Anti-Idling Vehicle Strategy feasibility study. The study is helping CYC understand the levels of vehicle idling in the city and its contribution to local air pollution. The study will examine the potential benefits (and constraints) of introducing policies to support truck, bus and coach operators reduce idling from their vehicle fleet and reduce fuel consumption, vehicle wear, emissions and noise. The focus at this stage is heavy duty vehicles (bus, coach, truck), but it may widen to include lighter vehicles in due course (such as car and taxi). The study is reviewing idling frequency in key areas in the city centre and along selected bus routes, including service 7 (First Red Line, Designer Outlet P&R) and 26 (Fulford to city centre) that pass through Fulford. The use of anti-idling signage in key locations within the city will be investigated as will the potential for applying anti-idling policies to different vehicle classes.

Council Fleet and other work

35. Completion of a successful bid for £15,000 funding under the Energy Saving Trust's 'Plugged-in Fleet' initiative for analysis of electric vehicles suitability within the CYC fleet (report received from EST in February 2013). The report identified that electric vehicles were cheaper to run as well as being better for the environment and would fit CYC usage patterns. Procurement of further electric vehicles for the CYC fleet is currently being explored by the Fleet/Travel team.
36. Since March 2013 the environmental protection unit has leased a Nissan Leaf electric car for use as a business demonstrator and for promotion of the Low Emission Strategy. EPU has also arranged trials of several zero emission vehicles including cars, vans and an electric road sweeper. The Nissan Leaf pool car has covered 4000 miles in 6 months. It is proving to be our most popular pool car with very low running costs: it has cost less than £100 in electricity compared with over £600 in a diesel vehicle. Whilst mostly used for short/medium length trips

in York, the Leaf has recently been driven to London and back for free using the rapid chargers installed on the M1 corridor. The air quality savings are also significant compared to the diesel pool cars.

37. Production of Air Quality Policy as part of the Local Plan and ongoing development of a LES supplementary planning document (SPD) to ensure new developments incorporate low emission strategy principles and mitigate their emissions. This will include consideration of the potential for developer contributions to fund wider low emission infrastructure, such as alternatively fuelled buses and refuse trucks.
38. Supporting and informing the I-Travel York marketing campaign. The I-Travel York website has been used to promote electric vehicle campaigns and hosts the location of electric vehicle charging points.
39. Providing advice to CYC licensing unit on emission standards for taxis and developing an incentive package for the purchase of hybrid electric taxis. An electric/hybrid discount scheme was established for taxis in October 2012, offering grant funding against the cost of a new or used hybrid or electric taxi. Eight taxis have so far taken up the incentive and are in use on the streets of York. All seven traded in older diesel vehicles for modern hybrids. EPU have also co-supervised two University of York honours projects investigating the emissions impact of electrifying different proportions of the existing taxi fleet and the effect of the “dieselisation” of the private car fleet.
40. A bid was submitted to the new Clean Bus Technology Fund from DfT (Department for Transport) which is grant funding for innovative projects to retro fit existing service buses with NO_x abatement technology. Two local operators are participating and supporting with their own match funding, including the UK's first electric double decker bus retro-fitting project. Whilst this bid did not receive initial support, DfT have now agreed to offer funding for the electric bus retrofit project, which will convert a Euro 2 double decker bus to zero emission.
41. CYC have been nominated for the Energy Saving Trust's 'Fleet Hero' award for reducing annual business travel mileage by 20%, CO₂ emissions by 23% and number of vehicles used by 21% from last year. We have achieved this by introducing a

comprehensive suite of green fleet measures. Employees can no longer drive and park in the car parks at work. Pool cars are offered from a mix of Enterprise, City Car Club and dedicated owned or leased vehicles. These are procured on a low emission vehicle basis including hybrids. Mileage monitoring and management has improved. We have also introduced an electric vehicle into our fleet as recommended by the Plugged-in Fleets initiative and are procuring an additional 5 electric pool cars which will be charged by a solar PV array at the Eco-depot. Results are due 28 November 2013.

DEFRA Air Quality Grant Bids

42. The government supports local authorities' capital expenditure on LAQM through a direct grant scheme known as the Air Quality Support Grant Programme (AQSG). Previous air quality grants from DEFRA have funded the establishment of a comprehensive air quality monitoring network in York and the in-house operation of an air quality computer model. In 2012/13, a new grant scheme was announced, which focused on supporting projects which tackle exceedences of the UK nitrogen dioxide objectives and EU limit values. Eligibility for the grant was limited to English local authorities with one or more Air Quality Management Areas (AQMAs) for nitrogen dioxide (NO₂). York currently has three AQMAs for NO₂.
43. Two AQSG bids were submitted to DEFRA in June 2013. The first was a project to be undertaken by CYC and the amount of funding sought was £35,600. This bid was to undertake a project to facilitate and incentivise local businesses to make the transition to using electric vehicles within their fleets. This would be achieved via the loan of an electric van/LGV and the offer of a free electric vehicle recharge point for the business. The project aimed to ensure that local businesses are able to make better informed choices about the total cost of ownership of zero emission electric vehicles and the wider environmental benefits that fleet electrification can bring.
44. Source apportionment carried out in relation to the Council's Low Emission Zone feasibility study showed that the majority of primary NO₂ emissions were predicted to be emitted by light-duty diesel engine vehicles (≈76%). The lack of improvement in the NO_x characteristics of light-duty diesels in urban driving conditions has important implications for the likely future trends

in ambient NO_x and NO₂ concentrations, and consequently European member states ability to meet the annual mean NO₂ limit value of 40µg/m³. It is vital that low emission electric vehicles are promoted and incentivised as widely as possible both within and York (which has a higher than national average prevalence of diesel vehicles) and the UK as a whole.

45. Whilst much has been done in York to date in terms of assisting hotels and leisure facilities with electric vehicle recharging infrastructure (project with Zero Carbon World), CYC is keen to engage with other types of local business (whose business falls outside the scope of funding from Zero Carbon World) to maximise opportunities for electric vehicle use and recharging provision in the city.
46. The second bid for £57,750 was submitted in partnership with the Low Emission Strategies Partnership (LESP). This is the organisation that previously sponsored York's role as regional low emission champions (January 2010 - March 2011). This bid was for the support and training associated with an online national database for local air quality action planning measures (which incorporates all aspects of air quality action planning, including modal shift and traffic engineering solutions as well as low emission technology measures). York has been invited to act as lead authority on this national project.
47. The Low Emission Hub provides on-line information management allowing local authorities to capture, present, search and share data on plans and measures which reduce transport emissions, improve air quality and protect public health. The Hub supports structured qualitative case studies and captures quantitative data on costs, emission reductions and health benefits. The hub has been developed by the LESP, using funding from a previous air quality grant. The current bid aims to strengthen the impact and benefits arising from launch of the Hub, and will provide dedicated support to develop case studies.
48. Unfortunately neither of the bids received support from DEFRA this year. Regarding the CYC bid, DEFRA commented that whilst the methodology was clear and the project is very complimentary to other work being carried out in the city, the direct impact on NO₂ concentrations would be very small.

Consultation

49. EPU consult extensively with the public, businesses and stakeholders on Air Quality Management Area boundaries and on the contents of Air Quality Action Plans / Low Emission Strategy measures. In addition, over the last 18 months EPU has undertaken extensive work with businesses to:
- Provide advice and guidance on the most appropriate locations, technologies and support services for low emission vehicles and re-fuelling/re-charging infrastructure
 - Provide electric vehicle recharging points in a number of hotel and leisure facilities through a partnership with the charity 'Zero Carbon World'
 - Provide low emission vehicles as part of the City Car Club
 - Provide recognition and guidance on environmental / operational best practice to organisations that operate fleets of vehicles such as First York and other bus/coach operators in the city (ECO-Stars / Electric Bus Feasibility Study)
 - Provide incentives to taxi operators via partnerships with local car dealerships (Taxi- incentive)
 - Provide advice on AQ mitigation measures and planning based low emission strategies to developers of major sites within the city.

Options

50. The report is provided for information and the Cabinet Member is asked to note the contents of the report.

Analysis

51. The tasks outlined in this report will allow the council to progress development of low emission measures both locally and regionally, and will ensure that the council carries out its legal duties under the Environment Act 1995.

Council Priorities

52. The development of the low emission strategy and air quality work contributes to the council priorities in the following ways:

- Create jobs and grow the economy – improving transport links to the rest of the UK via the installation of electric charging points and alternative fuels infrastructure, encouraging investment in low emission technology and creating jobs in green industries
- Get York moving - improving local bus services and city centre circulation and campaigning to encourage less reliance on the car via the Low Emission Zone bus corridor feasibility study and the low emission strategy
- Build strong communities – talking with and listening to people about air quality, public health and the environment
- Protect vulnerable people – ensuring the health of people, especially the most vulnerable, by reducing pollution
- Protect the environment – cutting our carbon emissions and improving air quality

Implications

53. The various implications of this report are summarised below:

(a) Financial

- There are no financial implications

(b) Human Resources (HR)

- There are no HR implications

(c) Equalities

- Vulnerable people with respiratory and other illnesses are more likely to be affected by poor air quality.

(d) Legal

- The council has a statutory duty to periodically 'Review and Assess' local air quality against national air quality objectives

and report its findings to DEFRA. There is a requirement to submit regular AQAP progress reports to DEFRA demonstrating that it has a continued commitment to improving air quality in the city. Under the provisions of the Freedom of Information Act 2000 air quality data must be made freely available to members of the public upon request.

(e) Crime and Disorder

- There are no crime and disorder implications

(f) Information Technology (IT)

- There are no IT implications

(g) Property

- There are no property implications

(h) Other

- None

Risk Management

54. In compliance with the council's risk management strategy. There are no major risks associated with the recommendations of this report.

Recommendations

55. The report is provided for information and the Cabinet Member is asked to note the contents.

Reason: LAQM is a statutory undertaking that contributes towards the corporate priorities on protecting the environment and protecting vulnerable people.

Contact Details

Authors:	Chief Officer Responsible for the report:							
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	Report Approved	✓	Date	5/11/2013				
	<p>Sally Burns Director – Communities and Neighbourhood Services</p>							
Specialist Implications Officer(s)								
Wards Affected: <i>List wards or tick box to indicate all</i>				<table border="1"> <tr> <td data-bbox="1232 1122 1300 1169">All</td> <td data-bbox="1303 1122 1453 1169" style="text-align: center;">✓</td> </tr> <tr> <td colspan="2" data-bbox="1232 1171 1453 1218">All wards</td> </tr> </table>	All	✓	All wards	
All	✓							
All wards								
For further information please contact the author of the report								

Comments received from Councillor Keith Hyman on Agenda Item 6 – Jockey Lane Cycle and Pedestrian Improvements.

Please find below the comments from the 3 Ward Councillors.

We welcome the introduction of measures that will improve safety in the area and feel that this scheme will help. There are some additional items that will help make the scheme better.

Firstly, the speed limit of 40mph that starts at the exit from The Range needs to be lowered to 30mph along the full stretch to the roundabout after the traffic lights on Jockey Lane. If this doesn't happen then traffic will be on to the crossing before there is a chance to react to people using it. Also, there will be a major increase in traffic from next year when the John Lewis/ M&S stores open, followed by the Community Stadium in the more distant future.

The entrance and exit to The Range are inadequately signed causing people stopping their cars in the road to work out which is which. There are regular occurrences of people coming out of the entrance without realising it. There should also be a filter lane into the site to get traffic off the road asap. If this isn't provided then with the extra traffic from next Easter then there will be a further build up of congestion. This was proposed when the site got planning permission but overturned. It needs to be looked at again.

Finally, there is an ongoing issue with transporter lorries for Stoneacre and Petch garages unloading from the road while parked on the double yellow lines. When coming from Monks Cross the bend in the road is nearly blind and when a lorry is parked outside the garage it is impossible to see oncoming traffic. This causes people to speed up to get round the lorries as quickly as they can but also stops them concentrating on what is just beyond. When it is a crossing this will be very dangerous. Both garages have been informed many times that they should unload on their own premises in line with their planning permission. Both continue to flaunt this. We're not sure how this can be overcome in this scheme but if the crossing is there then the situation will become more dangerous if they continue with this practice.

We hope that these ideas will be implemented.

Regards,

Cllr Keith Hyman

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