



## Notice of meeting of

### Shadow Executive

**To:** Councillors Scott (Chair), Gunnell, King, Looker, Merrett, Potter and Simpson-Laing

**Date:** Wednesday, 11 June 2008

**Time:** 3.15 pm

**Venue:** The Guildhall, York

### AGENDA

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

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

#### 2. **Exclusion of Press and Public**

To consider excluding the public and press from the meeting during consideration of any exempt information as detailed on the agenda for the Executive meeting to be held on 17 June 2008, under Schedule 12A to Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to information) (Variation) Order 2006.

#### 3. **Minutes** (Pages 1 - 4)

To approve and sign the minutes of the Shadow Executive meeting held on 28 May 2008.

#### 4. **Public Participation**

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Shadow Executive's remit can do so. The deadline for registering is Tuesday 10 June 2008, at 5.00 pm.

## 5. **Executive Meeting on 17 June 2008 - Calling-in**

To consider the items on the agenda for the Executive meeting to be held on 17 June 2008, and to take a decision on whether to call-in any of these items.

Please note that the reports relating to these items will be published on the Council's website on 6 June 2008. The website address is **www.york.gov.uk** Copies of the Executive agenda and reports are also available for viewing at public libraries in York and can be obtained by telephoning Democracy Support Group on York (01904) 551088.

## 6. **20 mph city wide speed limits** (Pages 5 - 12)

This report has been prepared at the request of the Shadow Executive to respond to a number of specific queries raised regarding the potential for the implementation of a city wide 20 mph speed limit along the lines of the Portsmouth city council scheme.

*(Please note: the Annex needs to be in colour and therefore is only available on the Council's website or on request).*

## 7. **Any Other Matters which the Chair decides are urgent under the Local Government Act 1972.**

### Democracy Officer:

Name: Tracy Johnson

Contact details:

- Telephone – (01904) 551031
- E-mail – [tracy.johnson@york.gov.uk](mailto:tracy.johnson@york.gov.uk)

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

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

Contact details are set out above.

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### Would you like to speak at this meeting?

If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

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

### Further information about what's being discussed at this meeting

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

### Access Arrangements

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

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

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

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

The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

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

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

### **Who Gets Agenda and Reports for our Meetings?**

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
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City of York Council

Committee Minutes

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MEETING

SHADOW EXECUTIVE

DATE

28 MAY 2008

PRESENT

COUNCILLORS SCOTT (CHAIR), GUNNELL, KING,  
LOOKER, MERRETT, POTTER AND SIMPSON-  
LAING

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**1. DECLARATIONS OF INTEREST**

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

None were declared.

**2. EXCLUSION OF PRESS AND PUBLIC**

RESOLVED: That the press and public not be excluded from the meeting as there was no exempt information detailed on the agenda for the Executive meeting to be held on 3 June 2008, under Schedule 12A to Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to information) (Variation) Order 2006.

**3. MINUTES**

RESOLVED: That the minutes of the last meeting held on 14 May 2008 be approved and signed as a correct record.

**4. PUBLIC PARTICIPATION**

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

**5. EXECUTIVE FORWARD PLAN**

The Shadow Executive made the following comments on the Forward Plan at page 9 of the papers circulated for the Executive meeting to be held on 3 June 2008:

*The Shadow Executive:*

- *agreed to provisionally request officers for the following items on the Executive Forward Plan:*

*Executive on 17 June*

- *Administrative Accommodation Review – End of Stage 3 Report*

*Executive on 30 June*

- *York Race Course – Report on Negotiations*

**6. 'YORK - A CITY MAKING HISTORY': YORK'S SUSTAINABLE COMMUNITY STRATEGY AND LOCAL AREA AGREEMENT**

The Shadow Executive considered a report which was listed as item 5 on the agenda for the Executive meeting on 3 June 2008, at page 13. The report sought endorsement of the Without Walls Sustainable Community Strategy 2008-2025, entitled 'York - A City Making History', which represented the deliberations of Without Walls Partners and the aspirations of local people in updating the Community Strategy and Local Area Agreement for 2008.

Having discussed the issues set out in the report, the following comments were agreed:

*The Shadow Executive:*

- *agreed that the SCS was a good start but it was clearly not finished and was still in need of refinement;*
- *agreed that the component parts did not yet hang together well. The silo thinking that wanted to be avoided was clearly present;*
- *highlighted that there were significant gaps in the document;*
- *raised concerns that the challenges did not reflect the views of residents indicated in the Resident Opinion Survey, for example Housing, Jobs and Skills gaps, Leisure and Sporting facilities;*
- *agreed that some success measures did not accord with the strategic aims, for example, in the City of Culture section, the Leisure and Sports measures*
- *highlighted that the eco footprint targets were missing, save for one mention, and no baseline figures were mentioned;*
- *agreed that there were issues of accountability, especially in relation to the Executive Delivery Board. It was not clear who was a member of the Executive Delivery Board as this was not mentioned in the document;*
- *recommended that this document be rewritten;*
- *could not agree the report as it stood and therefore cannot agree that the LAA indicators as appropriate indicators for that SCS.*

RESOLVED: (i) That the Executive be asked to take the above comments into account when considering this item.

(ii) That the item not be called in.

**7. REVIEW OF INFORMATION POLICY FRAMEWORK**

The Shadow Executive considered a report which was listed as item 6 on the agenda for the Executive meeting on 3 June 2008, at page 85. The report presented a revised Data Protection Policy for the Council, following

a review of the information management policy framework which identified the current policy as no longer fit for purpose.

Having discussed the issues set out in the report, the following comments were agreed:

*The Shadow Executive:*

- *accepted the recommendation;*
- *agreed that there was a need to consider how this related to Members;*
- *highlighted that there was a need for guidance notes and Member training.*

RESOLVED: (i) That the Executive be asked to take the above comments into account when considering this item.

(ii) That the item not be called in.

Cllr Scott, Chair

[The meeting started at 3.20 pm and finished at 3.25 pm].

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**Shadow Executive****11 June 2008**

Report of the Director of City Strategy

**20 mph city wide speed limits****Summary**

1. This report has been prepared at the request of the Shadow Executive to respond to a number of specific queries raised regarding the potential for the implementation of a city wide 20 mph speed limit along the lines of the Portsmouth city council scheme.

**Background**

2. This report notes the criteria that were used in Portsmouth to implement a city wide scheme, whether such a scheme could be introduced in York and how it fits with current policy on addressing speed issues in the city.

**Portsmouth City Council Scheme**

3. Portsmouth City Council has implemented city wide 20 mph speed limits on almost all its residential streets. The scheme was prepared as a result of a road safety initiative to reduce accidents (paragraph 13), consideration of the traffic management and safety schemes already identified in the work programme as well as concerns/requests for lower speeds made by residents. The scheme has been designed to reduce speeds and create a culture where driving too fast in residential areas is seen as anti-social. The scheme has taken two years to set up and complete and was completed in two phases. The scheme covers 410 km of residential roads, approximately 1200 roads. In addition a further 300 roads are traffic calmed (See annex one). In York almost 130 traffic calming schemes have been implemented, approximately 280 roads (comparable to Portsmouth) and 570km of road are currently signed as 30mph or below.

**Inclusion of Roads**

4. Where the speed limit is lowered to 20mph, as opposed to creating a 20mph zone, the Local Authority is allowed to control speeds by signs alone. To do this it is necessary that the 85th percentile or average existing speeds are close to 20mph. The roads included in the Portsmouth scheme had average

speeds of 18 - 24mph. Where roads did not comply with these criteria they are not included as part of the scheme. The council has advised that separate consultation will be carried out at a later date to find out if residents want traffic calming.

5. It was decided that the 20mph speed limit was only suitable for roads where there is dense housing, usually with cars parking on both sides of the roads, and which do not form part of the trunk road network. In some cases roads which are either very short or cul-de-sacs have not been included. This is because existing speeds are already slow and to include them in the 20mph limit would mean putting up unnecessary signs, which would add to unnecessary street clutter. Speeds in these roads will be monitored to ensure they stay low, and if necessary they could be included at a later date.

### **Scheme Set Up**

6. Data collection commenced in 2006 with speed surveys being carried out on all residential roads and took a year to complete. The city was divided into six areas and delivery of the scheme was divided into two phases. Three areas were signed as phase one during 2006/2007 (north east, central west and south east), phase two was delivered in 2007/2008 (north west, central east and south west).

### **Signing and Enforcement**

7. Signing is necessary to alert drivers that they are entering a 20mph area. This has been done using signs at the junctions where the speed limit changes. It is also necessary to remind drivers of the speed limit and this has been done by erecting small (300mm) diameter repeater signs at regular intervals.
8. Portsmouth City Council advised that research had shown that by reducing the speed limit alone with repeater signs as a reminder the average speeds are reduced by 3-4mph. For this reason it does not expect that extensive enforcement will be needed and that the scheme will be self-enforcing. No other traffic calming measures are proposed as part of the scheme and the Police are not proposing to carry out routine enforcement of the scheme. However, the council has advised residents that where it is found that there are specific and persistent non-compliance issues in some of the roads then the Police will make spot checks and issue speeding fines to offenders and that consideration could be given to whether traffic calming would be appropriate.
9. An officer has been seconded to the scheme through the consultant framework agreement on a part-time basis to respond to complaints, liaise with the Police, arrange replacement signs and carry out further monitoring.

### **Consultation**

10. A six-month period of consultation with residents was also conducted prior to the scheme being implemented and a favorable response was received to the proposed scheme. Additional consultation carried out with residents after the implementation of phase one revealed that public reaction and observance to the scheme around schools was positive; within their own streets reaction was also good but reaction to 20mph on other residential streets was not so well

received or observed. No specific consultation has been carried out with businesses as the scheme has only included residential roads.

### **Scheme Outcome**

11. The full scheme implementation was completed in March 2008. Portsmouth City Council made a decision not to carry out monitoring of the outcomes of the scheme until phase two had been completed. Monitoring of speed will commence in summer 2008, monitoring of the impact on accidents will commence once the completed scheme has been in place for one year. It is, therefore, not possible to give an indication of how successful the scheme has been either in reducing casualties or speed nor is it possible to provide any information as to how many roads will subsequently be the subject of requests for traffic calming.

### **Scheme Funding**

12. The city council budget for implementing the scheme in six zones over two years is £475,000. It has been funded through the Local Transport Plan (LTP). There is some allowance in this budget for any traffic calming works that may be appropriate at a later date but the extent of any works is not yet known.

### **Casualties**

13. The baseline and target number of Killed and Seriously injured (KSIs) in Portsmouth is broadly similar to that found in York, although the child KSI and slight casualties are higher. The table below provides a comparison between Portsmouth and York

	1994/98 baseline average	2006	2007	2010 target
Portsmouth total KSI	142	93	79	85
York total KSI	137	160	93	75
Portsmouth Child KSI	25	15	18	12
York Child KSI	14	12	4	7
Portsmouth slight	1012	784	709	889
York slight	697	591	580	627

## Consultation

14. None – this report is for information only.

## Options

15. Option one – The Council introduce a 20mph limit on residential roads across the city on a similar basis to the Portsmouth city council model. This could be based on a review of the speed management plan map that was developed in 1997 to help develop a framework for implementing traffic measures on different road categories. The current categories are: traffic routes, where no vertical traffic calming measures are implemented; mixed routes, where targeted traffic measures could be introduced at specific locations and residential routes, where if it was appropriate vertical traffic calming measures could be introduced.
16. Option two – The Council introduce a smaller scale scheme based on targeted residential roads with schools, shops or other services where these roads meet the criteria, i.e. average speed is 24 mph or less.
17. Option three – The Council continues to consider speed issues as part of its existing speed management plan process where priority is given as set out in the table below. Under the current policy measures required for category 1 and 2 take priority for funding within the capital programme.

Category	Speed	Casualties	Priority	Treatment
1	High	High	Very High	Speed Management measures
2	Low	High	High	Casualty Reduction Measures
3	High	Low	Medium	Speed Management Measures
4	Low	Low	Low	None

18. Option Four – That the Council reviews the potential for 20 mph speed limits across the city when the outcome of the Portsmouth scheme has been assessed and made public and until the outcome of the Portsmouth scheme is known to continue to deal with speed issues under its current policy (as option three above).

## Analysis

19. Option one – The introduction of a city wide scheme would provide a consistent means of responding to requests and complaints about speed on residential roads. It would support other policy areas, such as walking and

cycling, by promoting low vehicular speed routes across the city addressing actual and perceived safety as well as make roads more useable for those that live on them. This is an important policy issue that has wider impact than purely casualty reduction. It would be a relatively low cost means of addressing speed when compared to 20 mph zones where traffic calming would be required as part of the scheme.

20. It would however be relatively high cost (possibly around the same cost as Portsmouth, although cost estimates have not been carried out) to address what are currently medium and low priority issues. It would not address speed issues on non-residential roads, where a significant proportion of casualties in York occur, in particular at junctions where clusters of accidents often occur. In addition it would not conform to the current policy in terms of capital expenditure targeted at specific high casualty sites.
21. During the last three years (2005 – 2007) there have been an average of 53 KSI casualties per year on unclassified roads within York and 328 slight casualties (unclassified roads have been used as a proxy as it has not been possible to interrogate the database to exclude roads with speed limits of 40 mph and above). The figures will therefore include casualties occurring at junctions with classified roads and unclassified roads with speed limits over 30 mph. This compares to an average of 118 KSIs and 608 slights on all roads in York during the same period. The result of the Portsmouth scheme against casualty reduction has yet to be monitored and it is not yet clear whether city wide 20 mph speed limits are effective at reducing casualties. Total casualty figures on residential roads prior to scheme implementation (2004-2006) are; total KSIs 58 and slights 550, both of which are lower than in York. These figures only include 20mph and 30 mpg roads, unlike the York figures.
22. Speed data is not available for all residential roads in York as speed surveys are carried out as a result of requests or complaints and the surveys are generally prioritised to locations where there is a recognised accident problem. However, of the 24 speed surveys that were undertaken as part of the six monthly speed management review (EMAP January 2008) five sites had average speeds of 24 mph or less and would fit within a 'Portsmouth' type scheme. Of the 24 sites, one has a 60 mph speed limit, one has a of 40 mph speed limit, 17 have a 30 mph speed limit and five currently have a 20 mph speed limit. This sample suggests that there might be fewer residential roads that would meet the criteria than is the case in Portsmouth, i.e. removing the 60mph and 40mph roads from the above sample, only 22% of the remaining surveyed roads would meet the criteria.
23. It would be possible to implement a scheme in York similar to that introduced in Portsmouth. It would have a wider impact than purely casualty reduction and support other policy areas such as cycling. A 3-4 mph speed reduction is a significant percentage decrease on low speed roads that would benefit pedestrians and cyclists. However, such a scheme is not designed to reduce speeds on roads where the average speed is above 24 mph and as result would not tackle a significant percentage of the roads that are currently the subject of complaint and request. Given that the figures in paragraph 21 for

KSIs also include casualties occurring at junctions with classified roads the introduction of a city-wide 20mph speed limit is likely to result in a less significant reduction than is at first apparent. From the recent sample of roads where speed surveys have been carried out any scheme that was introduced in York would be on a smaller scale as the number of roads meeting the average speed criteria appears to be lower. Traffic calming would be required on other roads where the average speed limit is currently over 24 mph which would increase the cost of implementation.

24. Option two – As option one except that there would be two processes for responding to requests and complaints regarding speed and the cost of introducing the scheme would be lower.
25. Option three – This would continue to address the highest casualty/speed related sites (predominantly the outer ring road and local distributor roads which could not be included in a 20 mph limit scheme) in a systematic way. The council is currently not on track to meet its 2010 Killed and Seriously Injured (KSI) target of a 45% reduction over the 1994/8 baseline. Capital funding would continue to be prioritised against casualties.
26. Option four – Does not discount a Portsmouth type scheme being introduced within York and allows a decision to be made in the future based on evidence. The continuation of Option three ensures that speed issues continue to be dealt with in a structured way.

### **Corporate Priorities**

27. The actions described could meet the council's priorities to:
  - Increase the use of public and other environmentally friendly modes of travel
  - Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest
  - Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city

### **Implications**

28. None – the report is for information only.

### **Risk Management**

29. Not applicable, the report is for information only.

### **Recommendations**

30. Members are asked to note the contents of this report.

**Contact Details**

**Author:**

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City Development & Transport  
Tel No. 551372

**Chief Officer Responsible for the report:**

Damon Copperthwaite  
Assistant Director, City Development &  
Transport

**Report Approved**

**Date** 27 May 2008

**Specialist Implications Officer(s)** *None*

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

**All**

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

**Background Papers:**

EMAP Report 14<sup>th</sup> January 2008 Six monthly Review of Speeding Issues

**Annexes**

Annex one – Portsmouth city wide 20 mph scheme (As this map is in colour, it is only available on the council's website or on request)

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