

Notice of a public meeting of the

Corporate and Scrutiny Management Committee (Calling In)

To: Councillors Galvin (Chair), Fraser, Horton, Jeffries, King, McIlveen, Potter, Runciman (Vice-Chair) and Steward

Date: Monday, 12 August 2013

Time: 5.00 pm

Venue: The Thornton Room - Ground Floor, West Offices (G039)

AGENDA

1. **Declarations of Interest**

At this point, Members are asked to declare:

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

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

2. **Public Participation**

It is at this point in the meeting that members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Friday 9 August 2013**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please contact the Democracy Officer for the meeting, on the details at the foot of the agenda.

- 3. Minutes** (Pages 3 - 6)
To approve and sign the minutes of the last meeting of the Committee held on 22 July 2013.

- 4. Called In Item: The Co-operative Council: A Community Benefit Society for Libraries and Archives** (Pages 7 - 40)

To consider the decisions made by the Cabinet on 16 July 2013 in relation to the above item, which has been called in by Cllrs Ayre, Jeffries and Reid in accordance with the Council's Constitution. A cover report is attached setting out the reasons for the call-in and the remit and powers of the Corporate and Scrutiny Management Committee (Calling-In) in relation to the call-in, together with the original report and the decisions of the Cabinet.

- 5. Called In Item: 20mph in the West of York - Speed Limit Order Consultation and Petition Response**
(Pages 41 - 122)

To consider the decisions made by the Cabinet Member for Transport, Planning and Sustainability at his Decision Session on 19 July 2013 in relation to the above item, which has been called in by Cllrs Reid, Jeffries and Ayre in accordance with the Council's Constitution. A cover report is attached setting out the reasons for the call-in and the remit and powers of the Corporate and Scrutiny Management Committee (Calling-In) in relation to the call-in, together with the original report and the decisions of the Cabinet Member.

- 6. Urgent Business**
Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name : Jill Pickering

Contact Details:

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

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

Contact details are set out above.

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The majority of councillors are not appointed to the Cabinet (39 out of 47). Any 3 non-Cabinet councillors can 'call-in' an item of business following a Cabinet meeting or publication of a Cabinet Member decision. A specially convened Corporate and Scrutiny Management Committee (CSMC) will then make its recommendations to the next scheduled Cabinet meeting, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

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

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

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<http://democracy.york.gov.uk/ieDocHome.aspx?bcr=1>

City of York Council

Committee Minutes

Meeting	Corporate and Scrutiny Management Committee (Calling In)
Date	22 July 2013
Present	Councillors Galvin (Chair), Horton, King, McIlveen, Potter, Steward, Burton (Sub For Cllr Fraser) and Cuthbertson (Sub For Cllr Runciman)
In Attendance	Councillors Looker and Runciman
Apologies	Councillors Fraser and Jeffries

5. DECLARATIONS OF INTEREST

Members were invited to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda. No further interests were declared.

6. PUBLIC PARTICIPATION

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

7. MINUTES

RESOLVED: That the minutes of the last meeting of the Committee held on 3 June 2013 be confirmed as a correct record and signed by the Chair.

8. CALLED IN ITEM: ALTERNATIVE SERVICES TO THOSE CURRENTLY PROVIDED BY THE TOY BUS

Members received a report which asked them to consider the decisions made by the Cabinet Member for Education, Children and Young People on 10 July 2013 in relation to the future of the Toy Bus and the alternative options available. The Toy Bus

service had originally been offered as a saving for the 2014/15 budget savings round however, with the need to find in-year savings, Officers had explored the possibility of stopping the service within the current financial year.

Details of the Cabinet Members decision were attached as Annex A to the report, with the original report to the Decision Session attached at Annex B. The decision had been called in by Cllrs Runciman, Aspden and Ayre on the following grounds:

1. “A lack of proper public consultation. The decision to cut the Toy Bus was taken at February’s Budget Council, but the public consultation did not take place until May. The consultation indicated that the most popular idea was to keep the Toy Bus. Therefore, it is misleading to claim that the option chosen “is supported by the consultation process”.
2. The Toy Bus is still a popular service used by 513 families in York (as of December 2012).
3. There is no detailed plan provided as to how the Mobile Library will incorporate a toy-lending service e.g. no layout plans and an admission from officers that “there is no detail at this stage”. There is no commitment that there will not be a break in service before the end of the Toy Bus and the start of the Mobile Library service.
4. The Toy Bus provides a specialised and distinct space for children and parents to access toys. The trained staff on-hand are able to provide guidance to children, but also to provide advice to parents. The importance of helping parents to acquire the skills to play with their children and teach their children through play should not be underestimated. It is unclear if the new proposed arrangements would allow for this kind of interaction.
5. The detail on the need to replace the Toy Bus “in the foreseeable future” remains vague.
6. The yearly saving (excluding staff who will be redeployed) is just £14,589 - a relatively small price to

deliver a popular service to some of the most vulnerable families in York and help to give our young children a good start in life. It is also clear that money invested in this age group brings long-term sustainable rewards for communities across the city.

7. The decision to cut this service is not consistent with the poverty strategy recently tabled by Cabinet.

In light of the above, the Liberal Democrat Group continue to oppose the decision to end the Toy Bus provision and the decision to cease this provision in the current financial year.”

Members were asked to decide whether to confirm the decision (Option a) or to refer it back to the Cabinet Member for re-consideration (Option b) as set out in the report.

Councillor Runciman addressed the meeting, on behalf of the Calling-In members, referring to concerns raised by users at the proposed cut to the Toy Bus service. It was pointed out that there was cross party support for investment in early years and that 513 families used this popular facility. Concerns were expressed at the loss of the service, particularly in the rural and outlying areas of the city. Reference was made to the training and expertise required for library staff to enable them to perform these new duties. The Cabinet Member was asked to examine alternative methods of delivering the service, including the use of a minibus, with staff experienced in early years. A request was also made not to cut the service with immediate effect.

Members questioned details of the reduction in hours of the service, following the 2010 restructure and noted the high unit cost per head for delivery.

The Cabinet Member for Education, Children and Young People’s Services confirmed her support for providing young people with opportunities for quality play. She pointed out that by providing the service via the mobile library it would be more efficient and allow the service to function more effectively. It was confirmed that full training would be provided for library staff and that use of the mobile library would extend the library service to potential new users.

Members went on to question the Cabinet Member as to how these proposals would fit in with the new social enterprise model for libraries, particularly regarding the use of volunteers.

The Cabinet Member confirmed that full details of the provision were still to be agreed however, following the summer break, the service would be re-launched to attract new customers.

In answer to questions, Officers confirmed that there was one mobile library bus with a new larger replacement vehicle being procured. Member's attention was drawn to the fact that there was little evidence that the present service was reaching vulnerable families, particularly as the percentage of families using the service had reduced significantly since 2010.

Members referred to the small group of regular users of the present service highlighting that this only offered 7 hour face to face delivery to families. It was felt that the budget could be better utilised in order to provide an improved service for future users.

Following further lengthy discussion it was

RESOLVED: That Option (a) identified in the report be approved and that the decision of the Cabinet Member be confirmed. ¹.

REASON: In accordance with the requirements of the Council's constitution.

Action Required

1. Implement the decision to lend toys as part of the Mobile Library service.

KH, PR

Cllr J Galvin, Chair

[The meeting started at 5.00 pm and finished at 5.45 pm].



**Corporate and Scrutiny Management Committee
(Calling – In)**

12 August 2013

Report of the Assistant Director, Governance and ICT

Called-in Item: The Co-operative Council: A Community Benefit Society for Libraries and Archives

Summary

1. This report sets out the reasons for the call-in of the decisions made by the Cabinet on 16 July 2013 in relation to the establishment of an Explore Libraries and Archives Mutual as a Community Benefit Society. The report to the meeting summarised work undertaken by a project board whose key conclusion had been that the best possible legal model to transfer the service to a social enterprise had been via a Community Benefit Society (CBS), with exempt charitable status. Further information on the consultations undertaken, the aims and objectives of the CBS together with detailed proposals in relation to the contract, staff, assets, property and governance had also been reported.

This cover report sets out the powers and role of the Corporate and Scrutiny Management Committee in relation to dealing with the call-in.

Background

2. The Decision Sheet issued after the Cabinet meeting is attached as Annex A to this report. This sets out the decisions taken by the Cabinet on the called-in item. The original report to Cabinet on the called-in item is attached as Annex B to this report.
3. The Cabinet's decision has been called in by Cllrs Ayre, Jeffries and Reid for review by the Corporate and Scrutiny Management Committee (CSMC) (Calling-In), in accordance with the constitutional requirements for call-in. The following are the reasons given for the call-in:

- The report claims the aim has been to determine “whether it would be in the overall interests of the Council to transfer its Libraries and Archive service to a social enterprise”. This is not what has happened. All the approved report does is provide shaky evidence that a social enterprise might work, it does not explore other options to determine whether a social enterprise is the best option for the Council or for residents. There is no evidence presented that the Council has looked at any other options not even ‘co-location’, which is national Labour Party policy and has been successfully implemented in Northamptonshire. Despite repeated requests we have not seen a copy of the social enterprise business case.
- No proper public consultation has taken place – the consultation which took place in October 2012 only asked residents questions such as where libraries should be based, what they should provide and whether people can volunteer to help operate them. It did not ask people for their views on the potential move to a social enterprise. The ‘Focus Group’ only provides very limited evidence. For this proposal to work it has to have the full support of the public and there is no evidence that this is the case.
- Staff have raised considerable concerns over the move to a social enterprise and the consultation process. A sample of these included in the report are:
 - “It has always felt like the decision to go to a Social Enterprise has been made without consulting staff. It feels like we are being asked for the sake of asking, not because what we think will be taken into account or thought about seriously”
 - “In many ways it feels like it's a done deal, and anything we or the public say will not have any effect on whether it happens or not”
 - “This is tokenism. We are asked for our opinions, but in the final analysis, if our opinions differ from those in the top seat they will not be counted”
 - “I think is a forgone conclusion and this has come across when workshop etc are done”
 - “Good thing who knows? Again all progress as if it will happen nothing about alternative etc”
- UNISON also consistently raise concerns on behalf of staff and we have no confidence that this move enjoys the support of

library or archive staff. For this proposal to work it has to have the full support of staff and there is no evidence that this is the case.

- Throughout this report there is lack of proper evidence on why the projected 'benefits' (revenue increases etc) can not be achieved with the service remaining part of the Council. The £450,000 savings, needed after Labour's budget cuts, could as the report shows largely be achieved with or without the move to a social enterprise. The plans to increase revenue are simply not dependent on a move to a social enterprise.
- We are concerned that the new model will be less accountable to residents as the familiar structure of local council control is removed while at the same time there are considerable changes in the service. The service has already seen job cuts and changes in library opening hours and the original report, which went to Cabinet last year, spoke openly about a 're-location programme'.

Consultation

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

Options

5. The following options are available to CSMC (Calling-In) Members in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:
 - a. To decide that there are no grounds to make specific recommendations to the Cabinet in respect of the report. If this option is chosen, the original decisions taken on the item by the Cabinet on 16 July 2013 will be confirmed and will take effect from the date of the CSMC (Calling-In) meeting; or
 - b. To make specific recommendations to the Cabinet on the report, in light of the reasons given for the call-in. If this option is chosen, the matter will be reconsidered by Cabinet at a meeting of Cabinet (Calling-In) to be held on 20 August 2013.

Analysis

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

Council Plan

7. There are no direct implications for this call-in in relation to the delivery of the Council Plan and its priorities for 2011-15.

Implications

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

Risk Management

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

Recommendations:

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

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

Contact details:

Author:

Dawn Steel
Head of Civic &
Democratic Services
01904 551030

Chief Officer Responsible for the report:

Andrew Docherty
Assistant Director, Governance and ICT

**Report
Approved**



Date 31 July 2013

Specialist Implications Officer(s) None

Wards Affected:

All



For further information please contact the author of the report

Annexes

Annex A – Copy of the Decision Sheet produced following the Cabinet meeting on the called-in item.

Annex B – Report of the Cabinet Member for Leisure, Culture and Tourism to the Cabinet on 16 July 2013.

Background Papers

None

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CABINET**TUESDAY, 16 JULY 2013*****Extract from DECISIONS Sheet***

Set out below is a summary of the decisions taken at the Cabinet meeting held on Tuesday, 16 July 2013. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call in a decision, notice must be given to Democracy Support Group no later than 4.00pm on Thursday 18 July 2013.

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

13. FUTURE DELIVERY ARRANGEMENTS FOR LIBRARY AND ARCHIVES SERVICES

RESOLVED: That Cabinet agree to:

- (i) Library and Archive staff establishing *Explore Libraries and Archives Mutual* as a Community Benefit Society.
- (ii) The award in principle of a contract to the Community Benefit Society through a single tender action.
- (iii) Nominate an individual to the Community Benefit Society Board.
- (iv) Delegate to the Director of CANS in consultation with the Director of CBSS the negotiation of the contract.
- (v) The contract terms being brought back to Cabinet for approval.

REASON: To create the best delivery model for libraries and archive services in York.

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Cabinet**16 July 2013****Report of the Cabinet Member for Leisure, Culture and Tourism****The Co-operative Council: A Community Benefit Society for Libraries and Archives****Summary**

1. In January Cabinet agreed that a business plan should be drawn up to determine whether it would be in the overall interests of the Council to transfer its Libraries and Archive service to a social enterprise.
2. This report summarises the results of this work which has been undertaken by a project board consisting of Library Service, HR, finance, IT, legal, and procurement staff, Veritau, and Unison, supported by Mutual Ventures as part of the Cabinet Office's Mutuals Support Programme.
3. The Libraries and Archives staff who will form the social enterprise believe that it is not only a viable proposition, capable of maintaining the current service, but that it represents an exciting and enterprising route to developing new forms of service delivery. The key conclusions set out in this report are:
 - The best possible legal model is a Community Benefit Society (CBS) with exempt charitable status, as previously approved by Cabinet, to be owned one third by staff and two thirds by the community.
 - The CBS will make a major contribution to helping the Council engage with its communities, facilitating adult learning, getting people on line, promoting the health and wellbeing agenda, and supporting vulnerable people, e.g. housebound people and people with mental health issues.
 - The CBS can manage the £450k savings required within the budget process whilst maintaining paid staff in every library, ensuring no closures, and driving service improvement.
 - The CBS will require a contract from the Council. Only a contract will provide the necessary certainty to the Council regarding the service to be delivered, as well as to the CBS regarding the

funding it will receive over the 5 years. It will allow the CBS to drive a robust growth strategy to deliver increased income.

Background

4. The Council Plan sets out an ambition to engage the community and the voluntary sector in the provision of Council services. Co-production is a new vision for public services where, recognising people as assets, services deliver alongside users, their families and their neighbours in partnership, harnessing their capabilities and involving the community more deeply in service form and delivery.
5. At the same time York has signed up to the Co-operative Council movement in order to empower employees who wish to take a greater stake in their work. This social enterprise proposal arises from staff in what is a highly successful service with a strong track record of delivering service improvement:
 - Promoting the highly successful Explore library learning model across the community library network
 - Delivering the refurbishment of York Explore and the phase 2 project which will create a world-class archives facility
 - Facilitating self-directed learning by joining learners together and providing spaces
 - Opening the country's first reading café
 - Installing self-issue machines in all libraries
 - Increasing digital inclusion through developing skills, encouraging volunteer support and providing wi-fi access
6. The Cabinet Office's Mutuels Support Programme has provided £100k worth of support through *Mutual Ventures* whose expert legal and financial advice has been instrumental in preparing the business plan.

Consultation

7. **Public Consultation:** Further to the public consultation undertaken in October and November 2012, we have subsequently put up displays in every library explaining what is happening and set up a blog: www.explorethefuture.org.uk. Staff have been talking with the public in libraries and we attended every ward committee in April and May.
8. The main issues emerging from these discussions were that people are principally concerned about whether any changes would affect their local library, with worries about closures, reduction in opening

hours and loss of staff frequently expressed. There was some suspicion of the Council's motives, with a fear that the transfer to a mutual might enable the Council to make further cuts to the Libraries and Archives budget. A significant number of people wanted to understand more about the plan for financing the new organisation and were relieved when they understood that the Council would still be providing the bulk of the funding. When people understood that the proposal was led by staff rather than imposed by the Council they were much more inclined to view the idea positively.

9. Many people recognised that the only alternative to making a change would be a managed decline in the current situation. From those who understood and accepted the need to innovate there was considerable interest in the proposed new model and a positive response to the idea of joint staff and community ownership, with many people enthusiastic about becoming actively involved. A minority of individuals expressed ideological opposition to any change from Council ownership to mutualisation.
10. QA Research delivered 6 focus groups during April and May attended by 53 people recruited using a variety of approaches. Key findings from the focus groups were:
 - Awareness of the proposals was low with most respondents unsure of what the changes would look like in practice. Respondents were therefore cautious about the proposed changes and expressed some uncertainty and confusion about the possible outcomes, though outright hostility was rare.
 - Some respondents were suspicious about the proposals seeing them essentially as a means for the Council to cut spending on Libraries and Archives, and then reduce the service.
 - Respondents were positive about the potential for members of the CBS to have a direct influence and create a more flexible and responsive service.
 - Respondents also wanted assurance that assets (including buildings and the Archives) would be protected.
 - Most respondents were more positive about the scheme after attending the focus group and receiving more information. In most groups there was strong interest in getting involved in Libraries and Archives.
 - There was also a small group who felt that they lacked information to say whether or not the change would be

beneficial, and who do not understand why positive changes cannot be achieved under the current model.

- Many participants were regular service users and tended to be concerned about any change to a service they valued.
11. An e-petition was placed on the Council's system: "We the undersigned petition the Council to keep all libraries open, not to cut the book fund or outsource the service to a Social Enterprise. We want our Libraries and Archives Service to remain in council control and for the Council to fulfil its legal duty to provide a comprehensive and efficient service for all residents to make use of, and to encourage both adults and children to make full use of the service. We further call on the Council to drop its proposal for a further £200k of cuts in 2014/15. We believe that as Library and Archives are a statutory service, it should be fully controlled by the Council and democratically accountable. We further believe that as a free service it can only rely on Council grant to survive, and any income opportunities or tax breaks are marginal".
 12. 128 people signed this e-Petition which ran from 7 February to 26 March 2013.
 13. **Staff Consultation:** Informal consultation with staff and unions has been on-going since November 2010. A group of staff is working with the head of service to ensure that staff thoughts and queries are reflected back and that they influence the work. A representative of the staff group also sits on the Project Board.
 14. Cllr. Crisp visited all the libraries early this year to speak with staff about their views. Her feedback was that staff needed more time to discuss the proposals with each other and as a result staff workshops were organised which have been very positive and invaluable to the process of consultation. In May we undertook a follow-up survey of staff's views. Key results from the survey:
 - There is scope for further developing staff consultation and participation and specific methods were suggested. Nonetheless, over 70% of staff are confident to talk to members of the public about the proposals.
 - In answer to the question "How do you feel about the proposal to become a community benefit society?" 70.2% are in favour, 19.3% undecided and 10.5% are against.

15. Some quotes from staff:

“Before the workshops I was against the community benefit society. I am more positive now but am still undecided.”

“I don't see another alternative right now, if we are to keep all the branches open. In the current long-term financial crisis, it feels better to “try something”, with hope and energy, rather than to sit still.”

“I wish we were there now”

16. Unison maintains its in-principle opposition to the establishment of social enterprises for the delivery of Council services. It nonetheless continues to be represented on the Project Board.

The Vision

17. The vision for the CBS will build upon the success of the Explore concept. Explore has created centres that have become true community knowledge hubs with an enormous range of events and activities. We have been able to promote the joy of reading and learning to many more people. We will build on this by developing a range of “explore community hubs”, different for each community depending on the needs of local people. They will be safe, welcoming, impartial spaces for everyone, incorporating all the aspects of libraries that create unique community spaces. The success of the Reading Café in Rowntree Park shows how the model can be adapted to fit different communities whilst securing new income streams.
18. The core of the Explore Community Hub will be a 21st century libraries and archives service that delivers the promotion of reading, a high quality reference and information service, support for lifelong learning and help with digital inclusion as well as access to the history of York and its people. Wrapped around that will be space for partners whose activities are complementary to a library service e.g. other information providers, community groups, health providers, CAB and other voluntary organisations. A range of activities will take place for all ages and there will be a programme of adult learning.
19. The hubs will also actively promote community engagement, working with the Communities and Equalities Team to allow the public to contact their councillors, have their say on local matters and discover volunteering opportunities.

20. The full description of the strategic objectives of the CBS can be found in the Annex.

How this will be delivered

21. The business values of the community benefit society will be:
- Sustainable business that can grow through reinvestment of surpluses to meet charitable objectives
 - Innovative culture that strives for excellent service delivery
 - Impartiality
 - Co-production with the community and partners to improve outcomes
 - A strong, dynamic, passionate team
 - Helping staff and the community to be more involved in decisions and governance and to have a clear voice
22. The CBS will establish a culture of innovation and enterprise to drive a strong growth strategy. All staff will be involved in this with income targets at each library. Ideas that we are working on include:
- Establishing Friends Groups to aid with fundraising locally
 - Community events, e.g. craft fairs, plant sales, coffee mornings
 - Merchandising – borrowing model from Northants Libraries
 - Investigating how to facilitate donations and other giving opportunities

Detailed Proposals

Name:

23. It is proposed that the name of the CBS will be *Explore Libraries and Archives Mutual*, branded as Explore Libraries and Archives, with the strap line of 'Knowledge and Ideas for Everyone'.

Contract:

24. It is proposed that the Council enters into a 5 year contract with the CBS as a contract will legally guarantee both the delivery of the statutory library service and the legal requirements of the archives. It gives the Council a greater control over what is delivered and greater recourse if something fails to be delivered. This demonstration of commitment to the service will ease some public worries over the transfer.

25. The 5 year period of certainty with regard to funding that the contract will give will also be essential to the CBS to allow its growth strategy to develop in order to grow future sustainability. A contract is also more financially efficient as the CBS will be able to claim VAT to the value of at least £20k p.a. which would otherwise have to be paid.
26. We have investigated whether there is a European market for libraries and archives. Across Europe, public libraries are delivered by local and municipal authorities, often as a statutory service e.g. Finland, Catalonia, Norway and Sweden. They tend to be part of a national network. We do not believe that there is a commercial market for libraries and archives in Europe.
27. Similarly, we do not believe that any funding provided by the Council could be deemed to distort competition or affect trade between member states and will not therefore amount to state aid.
28. There is little evidence of a developed commercial market for the provision of library services in the UK and we have established no evidence of interest from commercial providers. There are a small number of existing social enterprises trading in this area but given the cost-efficiency of our service we do not believe that there is evidence of these organisations being better able to provide the service or that they would seek to challenge the direct award of a contract by the Council to the CBS.
29. It is therefore proposed that the Council enters into a direct contract with the CBS through a “single tender action”.
30. The contract will not allow for assignment to any third party without the permission of the Council. In the event of the failure of the CBS the service would revert to the Council. Regarding the possibility of the CBS being bought out, in the establishment of the CBS the shares will be issued as 'withdrawable' shares (rather than 'transferrable') so that they cannot be sold to / purchased by a buyer and it would be at the discretion of the Directors of the CBS whether they could be withdrawn (i.e. the member paid back). This discretion will be stipulated in the Rules.
31. To further reduce any concerns over the CBS being bought or its asset being sold, an 'asset lock' will be added to the Rules of the CBS to ensure that the assets of the CBS (including any profits or other surpluses generated by its activities) are used for the benefit of the community. This means that, subject to the CBS meeting its obligations, its assets must either be retained within the CBS to be used for the community purposes for which it was formed or, if they

are transferred out of the CBS, the transfer must satisfy one of the following requirements, that it is made:

- For full market value so that the CBS retains the value of the assets transferred
- To another asset-locked body (a CIC or charity, a permitted industrial and provident society or non-UK based equivalent) which is specified in the CBS's rules
- To another asset-locked body with the consent of the Regulator
- For the benefit of the community

32. At the end of the 5 year term it cannot be assumed that the contract can be renewed through a single tender action as the market for library services may develop in the interim. A review will therefore need to be undertaken in the second half of year 3 to determine the strategy for securing the service from year 6 onwards.
33. The contract specification will set out the key requirements with respect to service levels including book stock, professional staffing, service points, and the outcomes to be achieved by the CBS. It will also be important that the CBS is able to demonstrate how it adds social value as a return on the Council's investment. This will be a key part of the contract specification.
34. Although, it is evident that public libraries deliver social value outcomes, it is not easy to demonstrate the impact of these. We will be working with Shared Intelligence to define a number of specific and measurable social impacts which will put the service vision into practice. Initially these are likely to be around employability, digital inclusion and the use of the YorkCard but the work will grow to encompass and support broader areas. We already hold a lot of the data that will underpin this work.
35. Reports will be made quarterly by the Chief Executive Officer of the CBS to the Cabinet Member of Leisure, Culture and Tourism on the performance of the CBS against the contract specification. Reports will also be made twice a year to the Learning and Culture Scrutiny Committee. The Assistant Director (Communities, Culture and Public Realm) will act as client officer for the contract.

TUPE:

36. All staff will transfer on their existing terms and conditions under TUPE.

Assets:

37. The collections will be considered in two areas: permanent collections and general library stock. The permanent collections including the civic archives, donated private archives, and the local history library collections will remain the property of the Council. The Council will also remain the legal custodian for Deposited Public Records, Manorial Records, and deposited non-civic archives. Consumables, such as the library books will become the property of the CBS. The replacement value of the books is £2.031m. The contract between the Council and the CBS will ensure that the CBS must continue to maintain a bookstock at a specified level. This will ensure that whilst the individual books will change the stock will be maintained. The asset lock will protect the value of the bookstock.
38. With regard to IT, general IT equipment will form part of the IT support service whilst service specific equipment such as the People's Network will transfer to the CBS. The split will need to be negotiated.

Property:

39. All buildings which the Library Service occupies are included in the Council's current Asset Management Strategy Review which seeks to ensure that the Council uses its assets to:

- Make best use of publicly owned assets across York
- Encourage shared use of property resources
- Minimise the cost of occupation of land and buildings
- Ensure the assets comply with sustainability policies

The principles and process for this strategic review approved by Cabinet in November 2012 will be used to work with the CBS in looking at all the library buildings to ensure the library service occupies buildings in the right locations to deliver its vision.

40. Condition surveys have been undertaken on all the current buildings. These show a liability of £361k over the next 5 years (excluding York Explore). The repair and maintenance budgets available to the CBS over the same period will be around £250k based on existing budgets. It will therefore be a priority for the CBS to address this deficit through attracting investment and finding improved premises solutions through partnership working.
41. Freehold properties will be leased to Explore by the Council (to include fixtures and fittings). The lease term will be coterminous with the term of the service contract. For leasehold properties, the

Council will assign the lease to Explore or underlet it if the landlord is unwilling to accept covenant. The detailed discussions and agreement of the leases will be delegated to officers and reported to the Capital and Asset Board.

42. The CBS will continue to be able to bid for capital funds through the CRAM process (in the same way that the York Museums Trust is able to).

Insurance:

43. Assets which remain the property of the Council can continue to be insured by the Council and this is likely to remain the cheaper option for the CBS; however, public liability and employer's liability insurance would need to be procured separately by the CBS. There is a risk that the premium for the CBS will be greater than the cost to the Council but this has not been quantified yet. The business plan assumes that the cost will be similar to the current cost. If the cost increases significantly the business plan will need to be reviewed and additional income or a reduction in costs identified.

Support Services (and other centrally procured contracts):

44. Support functions (such as HR/payroll, finance, legal and ICT) will continue to be purchased by the CBS from the Council, at the level of the current recharge values, in the first year of its operation. The Council will then set out the charge it proposes to make for each support service from year 2 onwards based on actual costs. Its annual contribution to the CBS will be adjusted to reflect these revised charges. At that point the CBS will be able to review its needs for these services and may decide to procure some or all of them from an alternative provider. Any savings made in this way will contribute to achievement of the business plan.

Pension Liabilities:

45. An actuarial review is currently underway to assess the future pension contribution rates for the CBS and the value of the bond required to cover the potential liability build up in future years. It is currently proposed that the Council continues to fund any pension deficit in relation to the pool of employees transferring to the new organisation (either through contribution or other guarantee / indemnity) that has arisen up to the point of transfer consistent with other similar staff transfers. In addition, there may also be a need to have a bond in place that would act as an insurance policy in the event that the new organisation cannot continue to meet pension contribution payments over the period of the contract e.g. through insolvency.

Redundancy Liabilities:

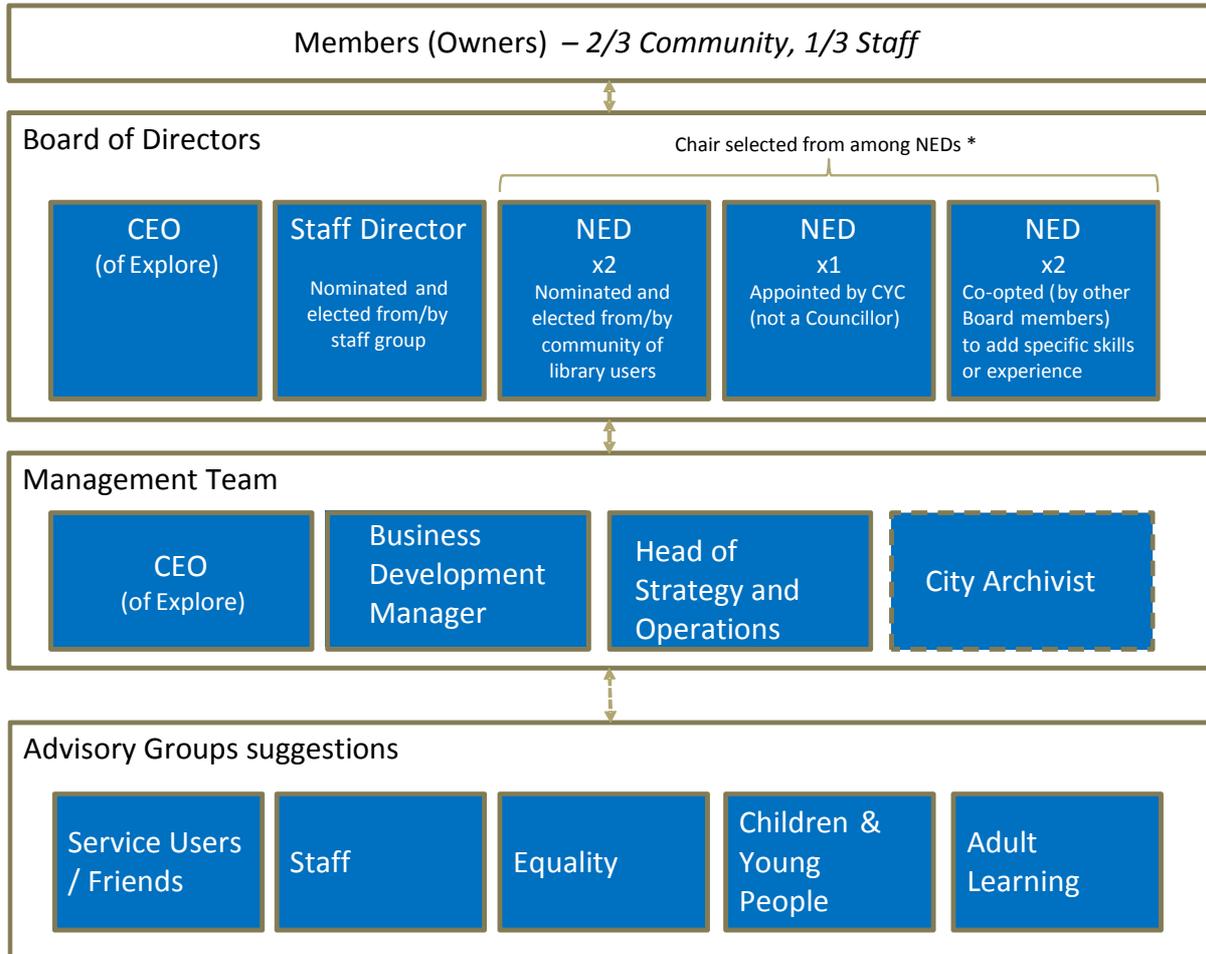
46. The CBS will meet any costs arising due to redundancy from the point of transfer onwards by ensuring it has sufficient reserves.

VAT:

47. A high level exercise has been undertaken to assess the impact on the Councils partial exemption status as a result of removing this activity area from the Councils financial reporting remit. The calculation shows that the impact in terms of partial exemption is not significant enough to affect the Council's status adversely.

Governance:

48. A Community Benefit Society (in full: Industrial and Provident Society for the benefit of the community) is governed by a legal document called the Rules and is regulated by the Financial Services Authority (FSA). The rules describe how the society is run. A set of model rules, already agreed by the FSA, are used as a starting point, adapted to reflect local need. The key elements of the rules are the objects of the society and the make up of the board of directors. Once a set of rules has been agreed, they are registered with the FSA as part of the set up of the society.
49. It is proposed that membership with voting rights will be open to everyone aged over 16 who support the objects of the society. Each Member will have a single vote based on the issue of a single share valued at £1. Young people under 16 cannot be members and so we will use alternative ways of including them.
50. Membership of the society will be separate to membership of the Library, which will remain free of charge. People will have the choice of belonging to just the library or to the society as well. Residents of York will also have the option to pay for a YorkCard. The CBS will continue to administer the YorkCard on behalf of the Council.
51. The following table shows the proposed governance structure:



* NED = Non-Executive Director

52. The Board of Directors will delegate the day to day running of Explore to a Management Team which besides the Chief Executive Officer will include the Staff Director, Head of Strategy and Operations, Business Development Manager, City Archivist and Head of Resources. (Note: The Head of Resources is a function and not a separate post). The management team will report performance to the Board on a regular basis, every 2 months initially.
53. It is proposed that the Council nominates a director to the board. This person should be someone chosen on the basis of their ability to contribute to the skills mix of the board. The proposed board is small and it is therefore essential that each member is able to bring a distinctive set of skills. It is proposed that this should not be a councillor since it is important to recognise that the CBS will be an independent body and that its relationship with the Council will be governed through the formal mechanism of the contract and the reporting arrangements that this will enshrine. Any councillor acting as a board member would encounter a conflict of roles as they will

not be able to represent both the Council and the CBS simultaneously.

54. It is proposed that a number of Advisory Groups are established to enable key groups to have a voice in the running of the CBS. These will be chaired by directors, giving a greater degree of connection between the Advisory Groups and the Board of Directors. The make up and function of the groups will be finalised in the transition period.

Highlights of the Business Plan

55. A detailed businesses plan has been developed using the expertise of *Mutual Ventures*. Central to the development of the plan is the understanding that we will help staff and the community to have a clear voice in decisions and governance through ownership. They will be engaged as key stakeholders working in partnership to further the Explore vision.

56. Explore will establish a culture of innovation and enterprise as a means to drive income generation. All staff will be involved in this with income targets at each library. Ideas that we are working on include:

- Donation boxes in every library
- Friends groups supporting fundraising locally
- Community events, e.g. craft fairs, plant sales, coffee mornings
- Library shop areas – borrowing from the Northants. model

Strensall and Dunnington Libraries are already beginning to adopt this enterprising model with increasing success.

57. Cafés – We are already developing the commercial performance of the cafés. Year 1 will see the redevelopment of the café at York, introducing a new look and feel which will be unveiled when the new libraries and archives service opens in September 2014. This is targeted to generate an increase in income of 10%. In year 2 we will extend the opening hours at Acomb, again with the intention of increasing income by 10%. In addition, where space is limited, some of our smaller libraries will have coffee machines installed, with income targets of £500 each.
58. Room hire – We are proposing up to 50% of room sessions to be made available to York Learning free of charge as part of the contract with the Council. The remaining 50% of sessions will generate a gently rising income as we market the service in a much more targeted and effective way.

59. Further contributions are made to the business plan through NNDR rate relief and an increase in the price of YorkCard to £4.
60. We have identified a large number of contracts and agreements that support service delivery. We are working through each one, challenging it to identify efficiencies.

Financial Projections

61. The financial projections for Explore are shown below (in summary format). The forecast indicates that, given a 5 year financial settlement, the proposition represents a financially viable undertaking with steady growth from year 3. The growth assumptions we have factored into the business plan are modest and we believe that an independent service will have the ability to exceed the projections and also to develop further innovative revenue streams beyond those which have been included in the model.
62. Key assumptions to be noted:
 - Staff transfer under TUPE on their existing terms and conditions
 - Closure of York Explore for 3 months and the Archive for 6 months of year 1 during construction of the new archive
 - Inflation on relevant costs at 2.5%
 - Continued operation from the same premises with no library closures
 - Opening of the 'reading experience' at the Community Stadium
 - Additional revenue generation through:
 - Room bookings
 - Development of business hubs
 - Increased merchandising
 - Re-development of the café business model
 - Additional access to grants, donations and sponsorship
 - Increased YorkCard charges

	5 Year Summary				
	2014/15	2015/16	2016/17	2017/18	2018/19
Libraries	2,410	2,401	2,427	2,440	2,452
Archives	208	211	219	223	234
Advertising	2	2	2	2	2
Cafes	342	372	392	409	426
Inspire & Mint Yard	17	23	32	38	44
Yorkcard	224	224	224	266	266
Merchandising Community Stadium	46	50	55	61	64
Total turnover	3,249	3,282	3,351	3,438	3,487
Libraries	(2,042)	(2,091)	(2,107)	(2,125)	(2,143)
Archives	(211)	(202)	(205)	(209)	(213)
Advertising	(1)	(1)	(1)	(1)	(1)
Cafes	(327)	(330)	(334)	(338)	(342)
Inspire & Mint Yard	(10)	(10)	(10)	(10)	(10)
Yorkcard	(1)	(1)	(1)	(1)	(1)
Merchandising Community Stadium	(28)	(25)	(28)	(30)	(32)
Total direct costs	(2,619)	(2,658)	(2,685)	(2,713)	(2,741)
Libraries	369	310	319	315	309
Archives	(3)	9	14	14	20
Advertising	2	2	2	2	2
Cafes	15	42	58	71	85
Inspire & Mint Yard	8	13	22	28	34
Yorkcard	223	223	223	265	265
Merchandising Community Stadium	17	25	28	30	32
Gross surplus	630	623	665	725	746
Operational	(442)	(449)	(449)	(449)	(449)
IT	(159)	(159)	(159)	(159)	(159)
General	(2)	(3)	(3)	(4)	(4)
Set-up/one-off costs	(22)	0	0	0	0
Depreciation	(2)	(2)	(3)	(3)	(3)
Total indirect costs	(627)	(613)	(614)	(615)	(615)
Surplus before interest and tax	3	10	51	110	131
Tax	-	-	-	-	-
Surplus	3	10	51	110	131

63. The projections show that the CBS can deliver the £200k saving required for 2014/15, but over 2 years (profiled as £150k and £50k). This is on top of the £250k saving required for 2013/14 which has now also been identified. It can do this whilst maintaining paid staff in every library and with no closures. CANs management team will undertake to find the one-off £50k shortfall in 2014/15 from alternative proposals.

64. The projections show small surpluses. As is set out in paragraph 40, however, the CBS will be faced with significant repairing liabilities on the buildings and its first priority will be to re-invest in

the service to address these issues. The CBS will be expected to deliver business transformation and diversification and should it be able to exceed the levels of surplus shown having addressed the property issues, the contract will contain a formula allowing for the Council to share in the benefit of this through a reduction in the contract payment.

65. As well as reducing the Council's repairing liabilities on its buildings the CBS will be expected to assist the Council in reducing its costs through co-location of services within the hub model. The community hub should become a default delivery route for appropriate community based services. The contract with the CBS will ensure that cost benefits are shared by the Council and the CBS in such arrangements.

Next Steps

66. An implementation plan will be developed. Mutual Ventures will return for 10 weeks to offer support as part of the Cabinet Office work. Key steps:
- A shadow board will be set up for the CBS to develop the business plan, the rules and objects of the society and negotiate the terms of the contract with the Council
 - Formal consultation with staff will begin
 - A programme of community engagement will be developed
 - Return to November Cabinet to agree the terms of the contract and the transfer

Implications

Financial:

67. **Financial Plan:** The 5 year financial plan is projecting a surplus of £3k in 2014/15 increasing to a surplus of £131k in 2018/19. This is based on current performance adjusted for a number of assumptions, some of which are outlined in the section on Financial Projections. The main assumptions which pose a potential risk are:
- Cafés - Overall a gross profit of £15k (year 1) increasing to £85k (year 5) is forecast for cafés. The surplus forecast in year 1 is a significant improvement on the current actual position for 12/13 (an overall loss of £22k). The additional surplus is mainly due to an increase in prices, extended opening hours and a restructuring of staff. It is assumed that all café staff are paid at least the living wage.

- Inspire & Mint Yard - Income generation from Inspire events / workshops and Mint Yard lectures of £8k (year 1) increasing to £34k (year 5) is forecast. The number of events included in the forecast is significantly greater than current; however, it is assumed that a business development manager will be in post to manage and market these events. Since this is a relatively new venture on this scale this income stream will need to be monitored to ensure that the forecast targets are achieved.
 - Merchandising is forecast to generate a surplus of £17k (year 1) to £32k (year 5). This will need to be monitored as currently merchandising does not generate significant surplus. The business development post will also support the expansion of this area of the business.
 - It is assumed that donations, fundraising and sponsorship will increase significantly, partly as a result of the public perception of the new organisation (external to the council) and partly due to increased access to funding from external sources. The business plan assumes income of £40k in year 1 from these sources. This should be reviewed at the end of year 1 to ensure it is achievable in the long term.
 - The business plan projections show only a marginal surplus for the first 2 financial years (£3k in 2014/15, £10k in 2015/16). There is therefore a significant risk that the CBS makes a loss initially and there should be some consideration within the contract of how this would be dealt with.
 - The cashflow forecast accompanying the business plan remains positive throughout the 5 years. Payments from the Council will be made in advance (potentially quarterly) and this will be finalised in the contract. There is a small risk of a deficit position at the end of year 1 if the forecast surplus is not achieved, so this will need to be monitored; however it is likely that any short term cashflow deficit could be managed by the CBS through their own banking.
68. **Support Services:** The Council will award a contract to CBS initially based on the current budget allocation including a notional recharge for support services. In year 2 the element of the contract value relating to support services will be adjusted to reflect the actual cost of support services. If the CBS choose to procure support services from an alternative provider, it is essential that the Council have the ability to reduce their costs accordingly to reflect the reduction in service provision. There is a risk that the Council

may be unable to reduce costs if for example there is an element of fixed costs or if the cost relates to a proportion of a staff member.

69. **Contract Term:** As discussed in the report, a contract term of 5 years is proposed (until 2018/19) and apart from the adjustment relating to support services it is proposed that the contract value will remain fixed. The Council's current budget is set until 2014/15. Therefore for the 4 year period from 2015/16 to 2018/19 there would be no opportunity for the Council to make budget reductions in this service area. This may increase pressure on the Council's remaining services to achieve future savings targets.

Legal:

70. The proposed contract between the Council and the new CBS will be subject to the Public Contracts Regulations 2006. Contracts for services over the threshold of £173,934 are classified as "Part B" services and are not subject to the full EU procurement regime, but the Regulations do require the Authority to comply with the detailed requirements relating to technical specifications; and also a requirement to publish a contract award notice in the Official Journal, no later than 48 days after the contract has been awarded.
71. Additionally, if there is likely to be any cross-border interest in providing the service the principles set-out in the Treaty on the Functioning of the European Union (TFEU) will apply. The Authority would need to comply with the key principles of proportionality; mutual recognition; transparency; non-discrimination; and equal treatment. Taken together, these principles require transparency in the procurement process. The impact of this is the necessity to advertise to inform potential providers in other Member States of the procurement to give them an opportunity to express an interest. There is no requirement to have a formal tender process and a more flexible process of evaluation and selection can be adopted.
72. The Council's own Contract Procedure Rules also require contracts with a value of over £139,000 to be tendered, unless a waiver is granted prior to entering into the contract.
73. If a direct contract is awarded to the CBS and the Authority is providing financial or other aid to the Society this may amount to State Aid under Article 107 of the TFEU. Aid includes grants, capital payments, preferential loans, and the use of the Council's assets, for example. Such assistance, however, will not amount to State Aid if it does not have the potential to distort competition and affect trade

between Member States, or the level of aid is below the current de minimis exemption of €200k.”

74. Clauses 14 and 29 of the Heritage Lottery Fund (HLF) Terms of Grant for the Gateway to History project HLF require the Council to retain ownership and exclusive control over the archive facility unless it has HLF’s consent to do otherwise. This means that consultation will be required with the HLF about the proposal to include the archive within the social enterprise for Libraries & Archives.
75. The service is subject to statutory regulation. The Council, being a library authority, has a duty, under s7(1) Public Libraries and Museums Act 1964, to provide a comprehensive and efficient library service.
76. The City Archives has been designated by the Lord Chancellor as a place of deposit for local public records under the Public Records Acts of 1958 and 1967. The City Archives also holds manorial documents as designated by the Master of the Rolls and under the supervision of the Secretary of The National Archives: Historical Manuscripts Commission. The City Archives holds on deposit (i.e. loan) various archives from non-civic organisations and individuals under powers granted to the Council by the Local Government (Records) Act 1962. Under s224 of the Local Government Act 1972 the Council is obliged to make suitable arrangements for its own archives and for any archives held on behalf of others. The National Archives and the owners of the deposited archives will need to be consulted further about the implications of any transfer of the service to a CBS.
77. The Council would use primarily the general power of competence set out in section 1 of the Localism Act 2011 to establish the community benefit society.

Equalities:

78. A CIA has been undertaken. The action plan will deliver on the following recommendations:
 - Ensure opportunities to engage and participate in the decision-making process are offered to all.
 - Ensure representatives from the communities are consulted with regard to changes to service delivery.
 - Volunteer opportunities will be inclusive – use of equalities monitoring data will capture details of all volunteers.

- The CBS will deliver the Council's public sector duty.
- All library and archives users will be updated regularly via briefings and meetings on the development of the organisation.

Human Resources:

79. Consultation with staff and unions is ongoing. The transition plan will detail the time table for formal consultation and the arrangements for the TUPE transfer of staff into the new organisation.
80. Discussions have taken place with the North Yorkshire Pension provider regarding the transferring of existing pension rights for transferring staff. They have agreed in principle to grant the CBS 'admitted body status' which will enable it to offer continued eligibility for the Local Government Pension Scheme.

Risk Analysis

81. The key risks identified at this stage are:
- Long-term illness of key staff: The head of service is leading on this project and her absence would significantly impact on the ability to move forward. To mitigate it, she is being supported by the Archives Development Manager and the Library Delivery Manager, who are being kept up to date with work.
 - Resistance to change and fast pace. The success of the project will require different and innovative ways of working and thinking. We will need to challenge "local government" ways of doing things. Having the support of senior officers and councillors will help to mitigate this risk.
 - Public resistance to the idea. Public consultation has been going on since October 2012 and is now changing to engagement. The focus groups are showing that once people have the information they are not opposed to the idea.
 - Not enough time or resources to deliver the plan. The support delivered from the Cabinet Office will significantly help with this risk. We have identified the key areas where help is needed and we are confident that working with suppliers will mitigate the risk.
 - Lack of the right skills. We have identified the skills gaps and the support from the Cabinet Office will help us to develop new skills needed both in the short term and over a longer period.

Corporate Priorities – Delivering the Council Plan

82. The proposals within this paper help to deliver the Council Plan in the main priority areas:

Build Strong Communities – through:

- Roll out of Explore centres as community hubs for learning
- The primary place of Explore Centres as community information hubs
- Creation of centres of community learning in the larger explore centres located in some of the most deprived communities in the city
- Access to other council services and facilitating community consultation
- Develop volunteering opportunities
- Safe places for communities to meet particularly for children and vulnerable adults

Protect Vulnerable People – through:

- Safe, welcoming community spaces
- Delivering library services to housebound people

Create Jobs and grow the Economy – through:

- Important role in providing first step learning and opportunities for progression into work
- Creation of jobs through the roll out of Explore cafés
- Work placement opportunities for some of the most disadvantaged
- Support for people with mental health problems and learning difficulties to access learning and preparation for work
- Provide opportunities for the development of digital skills

Recommendations

83. Cabinet is asked to agree to:

- Library and Archive Staff establishing *Explore Libraries and Archives Mutual* as a CBS
- The award in principle of a contract to the CBS through a single tender action
- Nominate an individual to the CBS board

- Delegate to the Director of CANS in consultation with the Director of CBBS the negotiation of the contract
- The contract terms being brought back to Cabinet for approval

Reason: To create the best delivery model for libraries and archive services in York.

Annex: Strategic Objectives of the CBS

Contact Details

Authors:	Cabinet Member & Chief Officer Responsible for the report:		
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	Report Approved	✓	Date 27.6.13.
Specialist Implications Officer(s) Sarah Kirby – Principal Accountant Glen McClusker – Deputy Head of Legal Services Sue Foley – HR Business Partner Philip Callow – Head of Asset and Property Management Isabel Jones – Audit Manager			
Wards Affected: List wards or tick box to indicate all		All	✓

For further information please contact the author of the report

Background Papers:

Focus group report
Staff survey report
CIA
Options Appraisal on legal entity
Business Plan (exempt information)

Aims and Objectives

1. Our vision aims to describe our ambition and what it is we hope to achieve:
To enable people to live fuller, more connected and engaged lives.
2. Our mission sets out how we will achieve this vision:
Our welcoming, expert staff will promote the joy of reading and learning, and provide access to information and archives in spaces which are safe and open to all.
3. Explore will continue to provide the high quality service to its existing customers while reaching out to more people and searching for more efficient and effective solutions for all customers. Our strategic objectives look to benefit both the customer of the service and the wider community. We will work closely with partner organisations to fulfil these and they will challenge us to improve and be successful:
 - a) To work with our communities to promote active citizenship and enable people to participate in society:
 - Ensure all libraries are community hubs, offering a range of activities and services
 - Supporting the CYC neighbourhood working strategy
 - Building partnerships with the community
 - Creating flexible, safe, welcoming spaces that are open to all
 - Ensuring everything we do is customer focused
 - Develop and deliver activities to improve well-being that allows people to fulfil their potential
 - Volunteering and community engagement activities
 - b) To support and deliver lifelong learning:
 - Continued partnership with York Learning
 - Facilitate community learning in York, supporting self organised learning
 - Support skills development and employability and development of the workforce
 - Delivery of adult learning courses
 - Provide quiet study space

- Supporting the National Curriculum with books, online resources and homework clubs
 - Advancing knowledge through supporting study through our bookstock and access to the world's libraries
 - Learning spaces that are flexible and fit for purpose
- c) To promote the joy of reading:
- Free book lending in a variety of formats, ebooks, large print, audio, paperback, hardback
 - Supporting reading groups with sets of books and spaces to meet
 - Range of author events to
 - Support adult literacy with Quick Reads and
 - Promotion of new authors, encouraging people to experiment
- d) To be the key provider of impartial information in York:
- Supporting people accessing information and services online in life-critical areas such as careers and job seeking; health; personal financial information and benefits.
 - Helping people to use vital government online information and services and linking national information with local advice and services
 - Training in information literacy
 - Records management expertise
 - Financial inclusion information and workshops
- e) To promote and enhance the health and wellbeing of the people of York:
- A network of local hubs offering non-clinical community space
 - Community outreach supporting vulnerable people
 - Expert staff with local knowledge
 - Assisted on-line access
 - Self-help library resources
 - Health and care information services
 - Referral and signposting
 - Public health promotion activity
 - Social and recreational reading opportunities like reading groups

- f) To support and promote people's engagement with digital information and resources:
- E-lending of digital and audio books, with remote access
 - Social networking interaction/ engagement opportunities
 - A library APP to allow full access to all library digital services from mobile devices
 - Digital services that work with a range of assistive technology such as speech programmes or magnifiers.
 - Free internet access for all and free WiFi in all libraries
 - Training in digital information literacy
 - Time-relevant, quality checked digital content for communities and support for communities to create their own content
 - Loan of digital devices for those without other access
 - Access to digitised local archive and local history resources
 - Federated searching of locally held online resources
 - Access to online learning opportunities (citizenship & theory driving tests or language learning etc.)
- g) To be the trusted custodian of the City of York's archive and local history collections:
- Support local democracy and accountability by identifying and preserving the key original records of York's local government through best practice professional records management
 - Build York's multiple collective identities and memories by working with local people to identify and preserve the key records of all cultures and communities in the city - past, present and future
 - Maintain free hands-on public access to the archive and local history collections both in York Explore and throughout our network of libraries
 - Protect the interests of future York citizens by employing professionally-qualified archive staff to protect the collections from loss and damage so that they survive forever
 - Maintain York as a National Archives Approved repository for legally-protected Public Records and Manorial Documents
 - Develop partnerships with local community groups to increase the use of the archive and local history collections, and volunteer opportunities to get involved in preserving the collections

- Increase the proportion of the archive and local history collections which are available online
- Work with local partners to increase educational use of the archive & Local history collections, and to develop the archives collections to support economic and tourism development
- Vigorously pursue external funding to support these objectives



**Corporate and Scrutiny Management Committee
(Calling – In)**

12 August 2013

Report of the Assistant Director, Governance and ICT

**Called-in Item: 20mph in the West of York – Speed Limit Order
Consultation and Petition Response**

Summary

1. This report sets out the reasons for the call-in of the decisions made by the Cabinet Member for Transport, Planning and Sustainability on 19 July 2013 in relation to the delivery of the 20mph speed limit for residential roads across the West of York urban area, as a Council priority. The report to the meeting set out details of the representations received following advertisement of the proposed order and to receipt of an e-petition entitled “Stop the 20mph Proposals” signed by 240 people.

This cover report sets out the powers and role of the Corporate and Scrutiny Management Committee in relation to dealing with the call-in.

Background

2. The Decision Sheet issued after the Cabinet Member Decision Session is attached as Annex A to this report. This sets out the decisions taken by the Cabinet Member on the called-in item. The original report to the Cabinet Member on the called-in item is attached as Annex B to this report.
3. The Cabinet Members decision has been called in by Cllrs Reid, Jeffries and Ayre for review by the Corporate and Scrutiny Management Committee (CSMC) (Calling-In), in accordance with the constitutional requirements for call-in. The following are the reasons given for the call-in:
 - This policy does not enjoy public support – the report confirms that out of 13,000 residents consulted, only 7 responded in

favour. This is abysmally low for a project that will cost £600,000 of taxpayers' money in total.

- Average speeds on many of the roads proposed for the new limit are already below 20mph and additional signage would make no practical difference, except to increase street 'clutter' and maintenance costs. As an example, over the last 5 years Moorcroft Road has a record of 1 slight accident, an 85th percentile speed of 19mph, and a highest recorded speed of 25mph.
- This scheme does not target roads with safety problems – figures provided to us by officers show that of the 338 accidents recorded in West York over the last 5 years only 48 (13%) occurred on roads where it is now proposed to reduce the speed limit. In response to this point, the report claims that "The scheme has never been primarily focussed on casualty reduction" (paragraph 36). However, on paragraph 26 the report justifies the costs of implementation against the costs of accidents.
- Evidence from elsewhere in the country with blanket schemes undermines the recommendation. In Portsmouth casualty levels are higher than before the scheme was implemented and in Oxford "a similar pattern is emerging". In Bristol residents do not feel that the roads are safer or that speeding has reduced. And returning to Portsmouth, the scheme has not encouraged a 'modal shift' away from car use or encouraged cycling and walking with analysis concluding that the scheme "made little difference to the majority of respondents in the amount they travelled by their chosen mode".
- The evidence is that locally and nationally the police do not have the resources or inclination to enforce all new 20mphs, with the Association of Chief Police Officers telling Parliament in March that "We are not enforcing 20mph speed limits at this moment in time".
- The decision to take Option 3 in this report and exclude Trenchard Road and Portal Road is baffling. There will be other roads in the area where "residents are against the idea" so it is unclear why these roads have been singled out.

- KSI (Killed or seriously injured) figures have steadily reduced in York over the last 10 years by taking an evidence-based approach and targeting resources on areas with accident records and/or high pedestrian footfall - targeted 20mph limits have played an important part in this. This report does not provide a convincing case that this targeted and evidence-based approach should change.
- If the Cabinet Member is not prepared to abandon the scheme completely, then he should delay implementation for at least 18 months so that the impact of the 20mph limit – introduced earlier in the year in South Bank – can be assessed and more evidence can be produced from other schemes across the country.

Consultation

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

Options

5. The following options are available to CSMC (Calling-In) Members in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:
 - a. To decide that there are no grounds to make specific recommendations to the Cabinet Member in respect of the report. If this option is chosen, the original decisions taken on the item by the Cabinet Member on 19 July 2013 will be confirmed and will take effect from the date of the CSMC (Calling-In) meeting; or
 - b. To make specific recommendations to the Cabinet Member on the report, in light of the reasons given for the call-in. If this option is chosen, the matter will be reconsidered by Cabinet at a meeting of Cabinet (Calling-In) to be held on 20 August 2013.

Analysis

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

Council Plan

7. There are no direct implications for this call-in in relation to the delivery of the Council Plan and its priorities for 2011-15.

Implications

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

Risk Management

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

Recommendations:

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

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

Contact details:

Author:

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01904 551030

Chief Officer Responsible for the report:

Andrew Docherty
Assistant Director, Governance and ICT

**Report
Approved**



Date 31 July 2013

Specialist Implications Officer(s) None

Wards Affected:

All



For further information please contact the author of the report

Annexes

Annex A – Copy of the Decision Sheet produced following the Cabinet Member Decision Session on the called-in item.

Annex B – Report of the Director of City and Environmental Services to the Decision Session on 19 July 2013.

Background Papers

None

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DECISION SESSION - CABINET MEMBER FOR TRANSPORT, PLANNING & SUSTAINABILITY

FRIDAY, 19 JULY 2013

Extract from DECISIONS Sheet

Set out below is a summary of the decisions taken at the Decision Session - Cabinet Member for Transport, Planning & Sustainability held on Friday, 19 July 2013. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call in a decision, notice must be given to Democracy Support Group no later than 4.pm on the second working day after this meeting.

If you have any queries about any matters referred to in this decision sheet please contact Laura Bootland (01904) 552062.

5. 20MPH IN THE WEST OF YORK - SPEED LIMIT ORDER CONSULTATION AND PETITION RESPONSE

RESOLVED: That the Cabinet Member approved Option 3 and over ruled the objections wishing to see no 20mph scheme implemented but upheld the representation suggesting Trenchard Road and Portal Road are removed from the scheme.

REASON: To progress the citywide 20mph scheme in line with the council plan, but removing two roads where there is little negative consequence arising from their exclusion.

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**Decision Session – Cabinet Member for
Transport, Planning & Sustainability**

19th July 2013

Report of the Director of City and Environmental Services

**20mph in the West of York: Speed Limit Order Consultation and
Petition Response**

Summary

1. Delivery of the 20mph speed limit across the city is a Council priority. A 20mph Speed Limit Order was recently advertised for residential roads across the West of York urban area. This report will consider the representations received from respondents to the consultation.
2. An e-petition has been submitted entitled “Stop the 20mph Proposals” and this will also be given due consideration. 240 people signed up to the e-petition. The petition will be examined at the end of the report as many of the issues pertaining to the petition are raised in the representations to the formal consultation. The Cabinet Member is asked to make a decision on how to proceed with the 20mph scheme in lieu of the comments made by respondents and the submission of the petition.

Background

3. The first signed only 20mph speed limits in York were implemented in the Grange Garth area of the city in December 2009. These formed part of an initial trial to assess the effectiveness of such a scheme in residential areas. The South Bank area (excluding major roads) was approved to become 20mph as an additional, more substantial trial site on 1st December 2009. Upon the change in political administration at the last local elections the policy changed from being focussed on specific locations or streets to looking at citywide 20mph speed limits in residential areas. The South Bank scheme was delayed because a trial of applying 20mph speed limits to more major routes was requested in the area. This

pilot is now in the evaluation stage and will be reported separately in due course. The policy guiding implementation and strategy for developing 20mph speed limits across York was agreed with North Yorkshire Police and was taken to Cabinet Member Decision Session on 21st May 2012, was approved and formed the basis on how the West of York 20mph scheme has been designed.

4. Upon completion of the initial design, plans were taken to Westfield, Acomb, Dringhouses & Woodthorpe and Holgate ward committees to get opinions from residents on the first design of the scheme. Further refinement and assessment of some streets took place in the early months of 2013 before a second round of ward committees was attended with a final, more developed design. No new speed humps are envisaged, it will be a signs only scheme. Existing speed humps will remain in place unless they are proven to be completely redundant.
5. Subsequent to these ward committee meetings the Speed Limit Order was advertised and circulated to approximately 13,000 affected households as per the standard York approach with such a legal order. Officers recognise that perhaps this approach is more designed to tease out specific issues as regards detailed scheme design, however, it was considered to be appropriate to letter drop everyone directly affected and offer residents the chance to pass detailed comment should they wish.
6. Dft (Department for Transport) guidance from January 2013 entitled "Setting Local Speed Limits" contains specific information on 20mph areas. With regard to 20mph speed limits, it states;

"...traffic authorities are able to use their power to introduce 20mph speed limits or zones on:
Major streets where there are – or could be - significant numbers of journeys on foot, and/or where pedal cycle movements are an important consideration, and this outweighs the disadvantage of longer journey times for motorised traffic."
7. This is in addition to

"Residential streets in cities, towns and villages, particularly where the streets are being used by people on foot and on bicycles, there is community support and the characteristics of the street are suitable."

8. The other crucial aspect of the guidance is:

Successful 20 mph zones and 20 mph speed limits are generally self-enforcing, i.e. the existing conditions of the road together with measures such as traffic calming or signing, publicity and information as part of the scheme, lead to a mean traffic speed compliant with the speed limit. To achieve compliance there should be no expectation on the police to provide additional enforcement beyond their routine activity, unless this has been explicitly agreed.

9. City of York Council 20mph policy allows for some flexibility as to roads included. Firstly roads for automatic inclusion are established then the relevant roads are excluded. Existing evidence, such as speed and casualty data is then used to look at exceptions to roads that may be included or excluded before a draft design is established. Any exceptions must be fully justified. Further information on the detailed policy can be found online or by request to the author¹. A plan of the design is available in Annex Three.
10. The budget for the citywide scheme is £500,000, with £100,000 allocated to pilot more major routes and make residential roads 20mph in South Bank.
11. The 20mph scheme is designed to encourage drivers to drive more considerately in residential areas, to make driving more slowly where people live a social norm, to make walking and cycling more attractive and to contribute to a long term aspiration to make streets more friendly and to be of the highest quality. Making speed limits consistent across the city in residential areas other than distributor roads provides clarity to motorists and leaves little excuse for not knowing what the speed limit is.

Consultation

12. The consultation that this report considers took place from late May 2013 to 21st June 2013. This is a slight extension on the usual time period given to respond to similar consultations. All households with a frontage onto a street potentially affected by a proposed change in speed limit were sent a letter, plan and details of the formal speed limit order. The areas have been split into fifteen distinct sectors to allow for implementation to take place without the need to temporarily cover over signs so, should the

¹ City of York Council 20mph Speed Limit Policy - <http://democracy.york.gov.uk/documents/s71818/Annex%20A%2020mph%20policy.pdf>

change in speed limit be approved, it can occur quickly and seamlessly. There cannot be a period of doubt as to what the speed limit is because significant confusion would arise amongst all road users.

13. Large plans have also been displayed in York Explore library, Energise leisure centre and Acomb Explore. These plans have also advertised the online pages containing further information and the Twitter address for regular scheme updates. The proposals have been online, both at www.york.gov.uk/20mph and www.york20mph.org for some time now and these sites will continue to be used for publication of plans and detail regarding the scheme.
14. 97 formal representations have been received during the consultation period. This does represent a very low response rate and shows there is no significant opinion against the idea of 20mph. This figure is inclusive of 33 tear off forms which will be considered in the same way. The tear off forms all refer to the same three issues, these being;
 - Average speeds on many of the roads proposed for the new limit are all ready below 20mph and additional signage would make no practical difference, while increasing street 'clutter' and maintenance costs.
 - The £600,000 estimated cost of introducing the citywide limit represents poor value for money. Resources should be prioritised to enforcing existing speed limits particularly at accident "black spots".
 - Accident rates, on the streets proposed to have a 20mph limit, are very low. Available funds should be spent on safety improvements on roads with high numbers of "Killed and Seriously Injured" casualties.
15. These issues have been considered under the general headings later in the report.
16. The remainder of this section will examine the issues arising from the comments sent in by residents. These comments are contained anonymously (where possible) in Annex One. For simplicity, where comments have significant overlap they have been grouped together under one of the main issues.

Cost

17. The most common comment with regard to the proposals relates to the cost involved. 71% of representations made clear that they did not agree with the expenditure on 20mph speed limits in the current economic climate or suggested that the funding should be spent on other projects. This is in agreement with feedback from the informal consultation that cost is the major issue for people against the idea. Several people specifically wanted to see the £500,000 budget invested in road maintenance instead, citing that as being more dangerous than the roads being proposed for the 20mph speed limits. £500,000 worth of road maintenance would only form less than 8% of one year's budget.
18. The main roads on which higher speeds and more accidents occur do not fall within the remit of the policy or the project and would require engineering measures to reduce speeds to 20mph. If a traffic calming scheme was to be implemented rather than a signing scheme then more collisions could be prevented and speeds would be lowered more significantly as traffic calming is more effective. However, the cost of undertaking such an initiative is unaffordable at the present time and would have to be completed on a long term rolling programme if it were to be implemented. The implementation of a signed only scheme enables all the residential roads to be covered with a £500,000 budget over the next 18 months.
19. The delivery of the 20mph initiative is a council priority as well as a manifesto commitment. The funds have been allocated through the budget process and the policy was agreed at a public decision session and has therefore been through an appropriate decision making process.

The scheme could make the roads more dangerous

20. Objectors have mentioned that other areas introducing citywide 20mph speed limits have seen an increase in casualty levels and suggest that the scheme could be dangerous to implement.
21. Analysis of other areas suggests that the 20mph scheme needs to be implemented with great care as casualty levels have increased in Portsmouth after an initial reduction. The initial reduction in Portsmouth casualties was statistically significant and therefore can be attributable to the 20mph scheme. Other areas are also seeing reductions in the casualties in the short term post implementation.

Lancashire, for instance, has found a 48% decrease in casualties in their 20mph pilot areas.

22. Objectors have mentioned the rise in killed and seriously injured casualties in Portsmouth and this has been the case year after year since the introduction of the 20mph speed limits in that area. The numbers involved are small and cannot be considered statistically significant though clearly after investing £573,000 in such a scheme it is extremely concerning to see a rise in the most serious types of injury.
23. The longer term situation is where some concern arises, in Portsmouth, casualty levels have since crept back up to a point higher than before the scheme was implemented (Annex Two), however it would only be speculation as to what has caused this. A similar pattern is beginning to become evident in Oxford though further data is needed. It would be unwise to ignore the risk that this could have occurred as a result of adopting a citywide 20mph scheme so York has adopted a conservative approach where speeds can be reduced by a few miles per hour without the limit being unrealistically low. This limits the opportunity to tackle the more major roads where more collisions and casualties occur but does give far greater chance that an unsafe road environment will not be created as a result of the scheme.
24. It should also be noted that on urban roads with already low mean speeds any 1mph reduction in speeds can result in a reduction in collisions by around 6%². Therefore, a sensibly and relatively conservatively designed scheme such as the one proposed should dramatically reduce the possibility of making the roads more dangerous, but could also provide the small casualty reduction benefits suggested by Department for Transport guidance.
25. Given that much evidence from elsewhere suggests that in the period shortly afterwards (~2 years) suggests that there will be casualty reductions, the key is to maintain that. There is not likely to be revenue available to keep pushing the message to travel at 20mph in future years, so ensuring the scheme is self enforcing is essential and this is reflected in the design of the proposals.
26. To put the potential costs and savings into perspective; the citywide 20mph scheme has a budget of £500,000. One serious injury has a value of prevention equal to £189,519 and one slight injury has a

²Taylor, M. C., Lynam, D. A. and Baruya, A. (2000), TRL Report 421 – *The Effects of Drivers' Speed on the Frequency of Road Accidents*. Crowthorne: TRL

value of prevention equal to £14,611³. Therefore if the scheme can help prevent, over time, three serious casualties, thirty four slight casualties or a permutation of the two equal to £500,000 then cost becomes far more justifiable.

27. One specific issue raised with regard to making the roads more dangerous was that cyclists travelling faster than cars will become a problem. Cyclists are not regulated by the speed limit, the 1984 Road Traffic Regulation Act Part VI refers specifically to motor vehicles. There are offences that cyclists can be legally reprimanded for but specifically exceeding the speed limit is not one. It would be expected that cyclists would keep to the 20mph speed limits if introduced and ride courteously, particularly in residential areas. After consulting with the Transport Planner who has primary responsibility for walking and cycling, it is not foreseen that this will be an issue. It has not, to officer's knowledge, been a cause of danger in other areas implementing similar schemes.
28. One objector raised the issue that casualties in 20mph areas have been rising nationally. This is the case but no direct relationship to the mileage covered by 20mph schemes is available so it cannot be established whether they are more dangerous from this data. Given many local authorities are pursuing a similar course of action regarding area wide 20mph speed limits the mileage covered by 20mph speed limits or zones can be assumed to have increased quite substantially. Evidence is therefore inconclusive on a national level.
29. In summary to these points; though a short term reduction can be anticipated there does appear to be a risk longer term that casualties could increase. The scheme has been designed in a way as to exclude streets that have potential for mean speeds to significantly exceed 20mph and also so that there are no substantially long lengths of 20mph road which will lead to excessive driver frustration. Therefore the scheme is not envisaged to make the residential streets of York more dangerous. It is expected that the anticipated short term casualty reductions can be sustained over time by keeping the scheme to roads that are likely to be self-enforcing at 20mph.

³DftA valuation of road accidents and casualties in Great Britain in 2011.

Vehicle Speeds Are Already Low on the Streets Chosen For the Proposed Scheme.

30. Objectors have mentioned that there is less of a problem with speeding on many of the roads selected for the scheme and questioned the need for 20mph speed limits on the streets selected for inclusion within the scheme.
31. In line with government guidance on signed only 20mph schemes streets with lower mean speeds have been chosen for the proposals. The specific wording from the guidance states;
- “If the mean speed is already at or below 24 mph on a road, introducing a 20 mph speed limit through signing alone is likely to lead to general compliance with the new speed limit.”
32. The reasons why these roads have been chosen are largely explained in the previous section. The objectors are correct to state that there is less of a speeding problem on many of these streets than on more major roads.
33. Including only these smaller streets does provide less opportunity to potentially reduce road traffic casualties; however, it also means that there is far less chance of any worsening in casualty levels. It is the local authority’s responsibility to ensure that speed limits are set appropriately and that they are not immediately brought into disrepute.
34. Data from Bristol in table one shows the significant risk associated with applying low speed limits in terms of resident perception⁴.

		Yes	No	Don't Know
Is speeding an issue?	Before	78%	11%	11%
Is speeding an issue?	After 3 months	56%	33%	11%
Is speeding an issue?	After 12 months	79%	12%	8%
Would a 20mph speed limit make it safer?	Before	75%	17%	8%
Has the 20mph speed limit made it safer?	After 3 months	48%	45%	7%
Has the 20mph speed limit	After 12	27%	60%	10%

⁴ Source: Toy, S. 2012. *Delivering soft measures to support signs-only 20mph limits. Report on research findings*. University of West of England. Bristol.

made it safer	months			
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35. If expectations are raised too high and inappropriate roads are included then this could be the result - a long lasting perceptual and potentially actual problem with speeding. As with accident data, there is a pattern of immediate improvement in residents seeing speeding as an issue before, over time; speeding has become a problem again, for a slightly higher percentage of respondents. This is especially likely to occur should signed only 20mph speed limits be applied to busier, faster roads. Applying the limits only to the smaller residential streets ensures 20mph has as greater chance of working as possible and therefore reduces the likelihood of creating a long running issue with speeding traffic and the perception of it.

Targeting the wrong streets in terms of accident reduction

36. Some objections are concerned with the selection of roads and the suggestion that the wrong streets are being targeted. The scheme has never been primarily focussed on casualty reduction. It would be envisaged, however, that there should be some reduction in the numbers of casualties as a result of successful lower speed limits. The reasons behind the selection of roads are covered in the previous sections.
37. Current casualty patterns don't tend to indicate casualty clusters as much as they once did given many of the cluster sites have been engineered to vastly reduce, or remove, the problem. The current patterns of accidents, particularly on major roads show casualties spread across their length rather than specific clusters at a few select points. This scheme, whilst tackling the roads where there is a lesser problem with road traffic casualties and speeds does enable coverage of a wide area and the possibility of reducing the more randomly distributed casualties across residential areas.
38. Some specific roads have been mentioned by residents as requiring inclusion in the scheme, or action on them instead of investing in the 20mph speed limit scheme. Others have had a request for 20mph to be included on them. These roads are considered individually below.

Dalton Terrace

39. Correspondence and a specific objection have been raised with regard to the exclusion of Dalton Terrace from the proposals. The objector suggested that it should be included to follow NICE guidelines. NICE guidelines are produced by the National Institute for Health and Care Excellence and in guidance note PH31 – preventing unintentional road injuries among under 15s⁵ 20mph speed limits are recommended as measures to reduce speeds where current average speeds are low enough. Speeds are low enough on Dalton Terrace but the guidance does go on to say, with respect to city wide residential 20mph speed limits that factors such as traffic speed, volume and function should be considered to inform which roads are included.
40. In this case the function of Dalton Terrace is primarily as a distributor route, verified by its status as an A Road therefore was recommended for exclusion. Road safety officers have specifically investigated the road and pedestrian flows associated with the school were discovered to be low in the AM peak. The school has an alternate access that is heavily traffic calmed.
41. Should the pilot on more major roads in South Bank prove successful this road could be revisited at the end of the process and included. In the meantime, officers would recommend retaining the current speed limit on Dalton Terrace, at least until the impacts are fully understood of signed only 20mph limits on more major roads. Given the bend in the road at a particularly awkward point, also coinciding with the desire line for the school entrance, it would be too hasty to include this and effectively brand it as being 'safe' if in fact traffic speeds are not likely to reduce.

Moor Lane

42. Strong feelings have been put forward, at both ward committees and on paper as regards Moor Lane, Woodthorpe. Most views relate to the council not tackling the main problem in the Woodthorpe area, this being speeding on Moor Lane. Moor Lane is part of the speed review process and has been recommended for engineering measures. It will therefore be dealt with through the appropriate channels in due course. Officers and North Yorkshire

⁵NICE Guideline PH31: Preventing unintentional road injuries among under-15s, available from; <http://publications.nice.org.uk/preventing-unintentional-road-injuries-among-under-15s-ph31/recommendations>

Police do not consider it suitable for a 20mph speed limit as the 30mph speed limit is not proving to be effective in its current state.

Nunnery Lane

43. The section of Nunnery Lane not currently subject to a 20mph speed limit is not widely residential and is a straight road. It is considered to be a major road and should not be included in the scheme until a full evaluation has taken place on the major roads trial in South Bank, which already includes the residential section of Nunnery Lane.

St. Helens Road / Thanet Road

44. St. Helen's Road and Thanet Road have been excluded as they are prominent local distributor routes. Speeds also appeared high from the link speed data and therefore raises issues surrounding effectiveness of the speed limit longer term using only signs. One aspect of this road is the existing 20mph zone outside Dringhouses primary school. Correspondence has been received suggesting that the school 20mph zone could be extended eastwards over the bridge. This should perhaps be examined in detail outside of the citywide 20mph programme as it would be best addressed as a specific local safety issue. The relevant officers will be informed. As a result, it is recommended that St. Helen's Road and Thanet Road be excluded from the scheme.

Trenchard Road & Portal Road

45. Written representation has been made by Rufforth with Knapton Parish Council suggesting that it is a waste of money to apply 20mph speed limits to Trenchard Road and Portal Road and that resident's are against the idea. If this is the case, given the roads are on the edge of the urban area, are only marginally over the minimum length (approximately 19m) set out in the policy, and could be considered independently as they do not connect with any other residential roads officers could support the request to exclude. The only issue which may occur is that it could set a precedent for smaller roads to be excluded which could affect the consistency of approach throughout further stages of the 20mph programme.

Acomb Wood Drive

46. Acomb Wood Drive has been left out of the scheme as it fulfils a role of a local distributor, is not residential on the central section and has mean speeds of 27mph northbound and 26 mph southbound. These are on the high side to use a signed only 20mph speed limit to bring speeds down close to 20mph so it has been excluded. Alness Drive was included at the lower end to attempt to lower speeds in the main residential area but the implementation team had little confidence that Acomb Wood Drive would be successful as a 20mph speed limit without traffic calming.

Hamilton Drive

47. The proposals do provide a couple of changes between 20mph and 30mph on Hamilton Drive. The 30mph section between the two 20mph zones has been retained partly because the road fulfils a distributor function and can be quite open but also, mainly, to ensure that the 20mph zone outside Our Lady Queen of Martyrs Primary School is protected. If the 20mph speed limit is extended over too long a length of road then there is a risk drivers can become frustrated and begin to raise their speed. As Hamilton Drive does carry through traffic over a reasonable length of road, there is a risk that speeding could occur if it was 'filled in as 20mph'. Therefore officer recommendation would be to keep to the advertised proposals.

The proposals will worsen congestion

48. As only the smaller residential streets are included, in line with government guidance, officers do not feel that congestion will worsen on the streets proposed for 20mph. There is little evidence of congestion on the types of road included and therefore the impact is likely to be minimal.

Increased clutter from signage

49. The signage requirements come from Traffic Signs Regulations General Directions (2002) and subsequent amendments. The scheme must be signed to the regulations stated in these legal documents to make the scheme enforceable. Guidance is also provided in Traffic Signs Manual Chapter Three. To sign the scheme to minimum legal requirements the relevant signage must

be provided at entry points to the 20mph areas with repeater signs at regular intervals.

50. Excluding the main roads does result in increased levels of signage, but, in the view of the implementation team the risks of including more major roads, as outlined above, means that the extra signage is important and needs to be considered as an undesirable necessity. Every effort will be made to locate the signage sensitively. It should be possible to locate the vast majority of new repeater signs on existing lamp columns. This stage of the design is still underway. As part of the South Bank pilot scheme, redundant signage was removed to reduce clutter.

The minority who exceed the speed limit will continue to do so

51. This has been a common theme throughout the various stages of consultation and it is a fair comment. Where engineering measures do, generally speaking, gain increased success is that they can form a physical deterrent twenty four hours a day, seven days a week. With signage alone, drivers are effectively given more of a choice as to whether to obey the speed limit or not. Given speeding can be considered a social norm, shown by high levels (80% plus across all age groups) of respondents to a survey who admitted speeding⁶ it will require significant culture change to make the lower speed limits work for everyone. One of the crucial aims of this scheme is to change this and turn travelling at 20mph and more considerate driving into a social norm particularly on residential roads in York. A programme of work to develop the community responsibility side of the scheme will be developed if the scheme is approved.
52. There are always likely to be people who exceed the speed limit and in some cases, exceed the speed limit by a dangerous margin. The community engagement side of the 20mph scheme is important to attempt to demonstrate to motorists that they should drive at 20mph in residential areas as part of a considerate driving style but this may not resonate with all drivers and the money is not likely to be available longer term to keep reiterating the message. That said, maximum speeds did reduce significantly in the Grange Garth Area and it could be that having the signage in place on the ends of roads sufficiently reminds a strong majority of drivers of the

⁶ Humphrey, A. 2011 Attitudes to Road Safety. Presentation available online from: <http://www.roadsafetygb.org.uk/conference/speakers-presentations-2011.php>

speed limit, rather than now, where it is essentially indicated by street lamps.

It will slow buses down

53. The proposals have been developed in conjunction with Performance sub group of the Quality Bus Partnership. No complaints were received to the proposals as the speeds on the roads concerned are already relatively low. The Grassholme / Ryecroft Avenue / Acorn Way / Moorcroft Road loop was the only area marked as being potentially problematic. Should approval be given to the 20mph scheme in its current guise, this loop will be monitored by CYC as part of the scheme to ensure the 20mph speed limit works.
54. A similar principal applies as to cars, the roads have reasonably low speeds already and the scheme is designed to reduce speeds by a few miles per hour, therefore buses are not being asked to go too much slower than they are currently moving at and the major routes where they do pick up speed are excluded from the scheme. Residential roads often have far more obstructions anyway, such as parked cars, which require drivers of larger vehicles to manoeuvre more carefully around so the scheme is not considered to place an unjust burden upon bus movements.

The proposals will increase emissions

55. Limited evidence is available as to the impacts of 20mph speed limits on emissions levels. As one objector pointed out, the AA have undertaken some research which concluded that changing a 30mph speed limit to 20mph can result in 10% additional fuel being used by vehicles. The actual text accompanying the statistic reads “that along shorter roads with junctions and roundabouts, limiting acceleration up to 20mph reduces fuel consumption. But on local distributor roads a 30mph limit may be more environmentally friendly”⁷. This adds greater weight to the decision to only include smaller routes and retain existing limits at 30mph.
56. The City of London has recently commissioned a detailed study into the potential air quality impacts of 20mph speed limits. This work concluded that it would be incorrect to assume that a 20mph speed

⁷The AA. *20mph Roads and CO2 Emissions*. Available from: http://www.theaa.com/public_affairs/news/20mph-roads-emissions.html

restriction would be detrimental to ambient local air quality”⁸.

Though this work is based upon London drive cycles, it is thought that there will be little adverse effect on local air quality in York as a result of the 20mph scheme given the roads chosen are the smaller residential routes. No congestion impacts are foreseen so there should be no implications upon air quality from additional standing traffic.

57. It is hoped that lower speeds on residential roads will make walking and cycling more attractive and therefore any potential shift towards these modes could positively impact upon emissions.

The scheme is unenforceable

58. Rumours appear to have spread that 20mph speed limits are unenforceable. This is untrue. ACPO, the Association of Chief Police Officers issues guidance for enforcement of speed limits and thresholds for 20mph areas are included in this guidance. ACPO have also recently stated that it is incorrect to say that police officers are not enforcing 20mph speed limits.⁹ To counter one issue raised in the objections, there is absolutely no intention to use the scheme as a way of increasing revenue from speeding tickets.
59. Officers have worked closely with North Yorkshire Police to ensure that a scheme has been designed that gives 20mph speed limits every chance of working effectively in York i.e. on the overwhelming number of roads the 20mph limit should be self enforcing. No objection has been received from the police to the scheme and it is envisaged that the new 20mph speed limits will be enforced as the existing 30mph speed limits are currently.

Road users pay less attention in 20mph areas

60. This is as yet unproven, but an issue that must be taken seriously. It is plausible that by making a road subject to a 20mph speed limit that it is almost being declared as safe. It is something that has been considered by the implementation team and by not having traffic calming to physically slow traffic there is always a danger that vehicles can more easily exceed a 20mph speed limit. This is yet another reason why only smaller streets have been included. The speeds on these roads are already low and therefore road users

⁸Williams, D. North, R. 2013 *An evaluation of the estimated impacts on vehicle emissions of a 20mph speed restriction in central London*. Imperial College London. London.

⁹ ACPO 2013 -

<http://www.acpo.presscentre.com/imagelibrary/downloadMedia.ashx?MediaDetailsID=372>

can have greater confidence that traffic will be travelling at or very close to 20mph and behave accordingly.

Negative Impacts on Business

61. No negative impacts upon business are envisaged as only smaller residential roads are included. No major radial route into the city has been included as part of the scheme. Some local mobile traders may find that journeys take a little longer but the reality is that a motorist will never be far from a 30mph route under the proposals advertised.

Petition Response

62. The e-petition was entitled "Stop the 20mph Proposals". It achieved 240 signatories and ran from 29th April 2013 to 10th June 2013. The reasons given for wishing to see the abolition of the 20mph programme were
 - 20mph has minimal effect on accident rates
 - It would be cheaper to enforce the current 30mph limit

It is also stated that; "At a cost of £600,000 for something that even the police do not want and admit is unenforceable is a total waste of council tax payers money".

63. The cost, road traffic casualty and policing issues have been discussed earlier in this report and therefore should have been fully answered. The issue regarding it being cheaper to enforce the current 30mph limit is separate and one that has not been raised before. The funding for the 20mph scheme currently comes from the government transport capital settlement. Giving the funding to the police for enforcement would require revenue based resource. Revenue funding is stretched at the moment and to significantly increase enforcement of 30mph speed limits would result in ongoing costs and could only address certain locations at certain times.
64. The 20mph scheme may be focussed on lower speed residential roads but it provides a permanent method of applying a reduced speed limit across a wide area of the city. There will be some ongoing maintenance costs due to the levels of signage but overall, once it is implemented it provides a constant reminder to drivers not just on certain occasions during the year.

65. Officers do acknowledge the need to tackle some of the 30mph roads and some of these that are excluded from the 20mph scheme exhibit strong feeling amongst local residents. There is a process for tackling the issues on these roads and whilst officers have sympathy towards the desire of residents to see some of their local distributor roads made safer, the 20mph policy has been approved and the funding has been made available.

Options

66. **Option One:** Overrule the objections and proceed with the scheme as advertised
67. **Option Two:** Uphold the objections and do not introduce the scheme at all
68. **Option Three:** Overrule the objections wishing to see no 20mph scheme implemented but uphold representations suggesting Trenchard Road and Portal Road are removed from the scheme.
69. **Option Four:** Choose to modify the scheme in another way whilst ensuring compliance with the guidance.

Analysis

70. **Option One:** This option allows for the scheme to go ahead as recommended by the implementation team and as shaped through the informal resident consultation at ward committees and through correspondence. It is relatively conservative compared to other areas (for reasons outlined above) but provides a way of sensibly and safely introducing 20mph speed limits onto residential roads across the west of the city. This option has been designed in conjunction with North Yorkshire Police.
71. The scheme design for this option does involve more signage than would be ideal, but complies very specifically with government guidance and proven research on signed only 20mph speed limits. This option does however go against the numerous objectors to the scheme and does not amend the scheme in lieu of some of the comments made during the formal consultation period.
72. **Option Two:** Option two would uphold the objections and withdraw the scheme. This option would go against the approved policy and the political commitment. It would take into account the representations from respondents to the consultation and accept

the petitioners' position. It would however decide against members of the community who want to see the scheme implemented.

73. **Option Three:** Option three would continue with the implementation, against the majority of (very limited in number) respondents to this recent consultation, but amends the proposals where there has been a fair case made to the council to make acceptable amendments to what has been proposed. It could potentially set a precedent for exclusion of streets, though as the streets concerned are not absolutely integral to the urban area there is potential for their sensible exclusion.
74. **Option Four:** Option four allows the Cabinet Member to make suggested amendments that remain within the remit of the policy. If this option is chosen any suggested amendments should be referred to the Implementation group for assessment against the policy and deliverability criteria. This option is not recommended as any changes risk going against policy, may potentially lose police support for the scheme and could create a dangerous road environment, depending on the amendments.

Council Plan

75. The citywide 20mph programme is specifically mentioned under the 'Get York Moving' council priority and forms an integral part of local transport policy.

Implications

76. **Financial:** The 20mph project has been budgeted for and has allocated funding in the City and Environment Services capital programme.
77. **Human Resources (HR):** There are no human resources implications.
78. **Equalities:** There are no equalities implications.
79. **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 to implement the measures proposed.
80. **Crime and Disorder:** There may be an increase in motorists exceeding the speed limit.

81. **Information Technology (IT):** There are no information technology implications.
82. **Property:** There are no property implications.
83. **Other:** There are no other known implications.

Risk Management

84. The main risk associated with the scheme is the slim chance that casualties may go up longer term as has been the case in Portsmouth. The evidence to suggest this could happen is very much in its infancy and there have been several successful pilot schemes that have achieved substantial casualty reductions in the shorter term. The 20mph implementation team has followed Department for Transport guidance in preparing the scheme and has attempted to design out any such risk.
85. Other risks include, a small reduction in speeds resulting in an unperceivable impact from the scheme in some roads. If implemented on roads with higher speeds there would be a good chance that there would be an increase in resident perception of numbers of vehicles speeding. The current scheme design should mitigate against this scenario.

Recommendations

86. It is recommended that option three be progressed:

Option Three: Overrule the objections wishing to see no 20mph scheme implemented but uphold the representation suggesting Trenchard Road and Portal Road are removed from the scheme.

Reason: To progress the citywide 20mph scheme in line with the council plan, but removing two roads where there is little negative consequence arising from their exclusion.

Contact Details**Author:****Tom Horner**

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Chief Officer Responsible for the report:***Richard Wood***

Assistant Director (Transport, Highways
and Waste)

**Report
Approved****Date** Insert Date**Ruth Stephenson**

Head of Sustainable
Transport Service.
Sustainable Transport
Service.
01904 551372

Specialist Implications Officer(s)

N/a.

Wards Affected: Acomb, Dringhouses & Woodthorpe,
Holgate, Rural West York and Westfield.

All **For further information please contact the author of the report****Background Papers:**

Any papers used in the preparation of this report are publicly available. Links to online versions of such papers have been included in footnotes where appropriate.

Annexes**Annex One: Consultation Responses****Annex Two: Casualty Patterns in 20mph Cities****Annex Three: Plan of 20mph Proposals for the West of York**

Annex 1

Objections & Formal Representations to the Speed Limit Order.

I wish to register my objection to this proposal.

I feel it is a totally disproportionate response to RTAs in our city.

I believe your proposals will snarl up what is already a very congested city increasing emissions and impacting on journey times for commuters, visitors and business alike and having a negative effect on the local economy. It is also my belief that the many signs required will add insult to injury by costing council tax payers an excessive amount, at a time when other local services are being cut and the money could be much better spent.

I would have no objection to you introducing this speed limit in known hotspots such as outside schools providing the 20mph limit only applies at the appropriate times. This type of restriction seems quite effective when I have seen it in other cities where lighted signs warn when the limit applies.

To me this would be a much more appropriate response for all concerned.

I am in favour of reducing speed on residential streets, however your idea to simply put up more road signs is naive and a WASTE of money.

Motorists who like to drive fast will not take the slightest notice of the speed limits or 'signs'.

The only way to slow drivers down is to make it painful – that means speed humps ALL THE WAY ACROSS the road.

Partial speed humps are useless - I frequently witness drivers going over 40/50mph along Hamilton Drive when they get a clear run.

The wheels are positioned either side of the hump so it serves no purpose.

On the streets you propose the signs, it is probably not possible to go fast anyway - as a driver runs the risk of crashing into all the parked cars.

This is the case on Queenswood Grove, where I live. it is not the 'sign' that slows drivers down but the other vehicles.

Your campaign is without real action - it is a token gesture to make it look like you are doing something when in fact all you are doing is wasting money and achieving nothing.

Why not waste more money and put signs on all pavements to say "Pedestrians only"

Hello -

I would like to express my broad support for the proposal formally make more residential streets 20 mph. I do have a concern over a section of St. Helen's Road/Thanet Road in Dringhouses. The section to which I refer extends from the current 20 mph section in front of Dringhouses school toward Chaloner's Road. I hope that you would consider extending the current 20 mph zone on this section of road - or infact along the length of Thanet Road/Gale Lane.

Vehicles tend to accelerate through the 30 mph section of this road (between the school zone and the sleeping policemen on Gale Lane). There is considerable pedestrian and bicycle traffic in this area, especially before and after school and also during the work rush hours. Bicycles struggle to cross and get into traffic at the end of Chaloner's Road and the area is particularly hazardous for young children with cars at 30 mph or more. This creates additional hazards with the rail way bridge blocking the view toward the school, again creating particular hazards for bicyclists where there is no cycle lane and also for children.

Please consider extending the proposed 20 mph zone on St. Helen's Road/Thanet Road in the Dringhouses area.

I am writing to you, as i am disappointed that it is being proposed to implement a 20 mph limit on certain roads within the Acomb area. We are already hindered by a plethora of "speed bumps" which are more than adequate in reducing the speed of traffic unless you wish to damage your vehicle.

If the limits are introduced, do the council intend on removing the speed bumps, as they will no longer be required and in my opinion would reduce noise levels, would this not further improve the quality of life for the community due to reduced noise levels?

On what other premiss are the speed limits being instigated? i find the comment on the speed limits being introduced to improve the quality of life for the community hard to justify; is there any evidence of elevated road traffic accidents in these areas to further support such a claim?

Has any consideration being given to pubic transport and how this limit will further delay any services running along the proposed routes?

The additions of further signage will also spoil the appearance of the area, another quality of life issue!

It seems whoever instigates these hair-brain schemes has in essence, given little consideration to the overall impact of the proposals not only in the Acomb area but across the entire York area; previous alterations and subsequent modifications to the traffic lights at Clifton green was another failure along with the "bendy bus " debacle; Lendle bridge closure is all well and good, but i doubt the council has truly considered the impact this will have on the other major routes into York.

Why don't York council along with the police tackle known areas of speeding, Beckfield lane and Moor lane,for example, neither of which have any traffic calming measures.

If the council is serious on improving quality of life for the community, they wold be advised to tackle ongoing anti social behavior issues in the Acomb area and employ extra community officers to tackle said issues and not instigating schemes which

are in my opinion a waste of tax payers money.

I have received an information pack concerning a proposed 20 mph speed limit in the Dringhouses East area and am writing formally to object.

You will note the layout of roads in this area which by their nature preclude motor vehicles achieving an excessive speed. I am also not aware of any road accidents in this area resulting in death or injury to pedestrians or cyclists which would have been avoided by this scheme. Further, I live in a road in the designated area where children currently play football and practice their skateboards on the road (not the pavement) without any problems. I have lived at this address for some years and have not observed speeding, although if anyone was so minded we all know that a speed limit sign would not prevent it.

In my view this proposal will merely add extra roadside clutter and be unenforceable. It also seems rather premature even to consider such a scheme until we have some hard data as to its effectiveness in the South Bank area. My own observations indicate that people still travel at a speed appropriate to the conditions and within the speed limit which previously prevailed.

If York City Council has excess highway funding burning a hole in its pocket, I believe it would more effectively spent in improving lane markings at junctions and the edge of cycle lanes (many have worn away) and filling in pot holes.

As a York resident I wish to object to the proposed 20mph speed limit (amendment No 11/4) in the strongest manner possible.

I feel very strongly that this is a criminal waste of public money on something that is neither wanted nor required. At a time of severe cutbacks on council services in attempts to make savings I am quite sure there must be a long list of alternative channels of where this money could be better spent to serve the residents of York.

I dread to think how much this proposal is likely to cost or even has already cost the tax payer. What's required is investment for the long term in York's essential services, may I suggest that instead of your proposed speed limit change the money might be better spent on actually maintaining the roads we already have in the form of resurfacing worn our tarmac and filling in potholes, or is it the councils policy to stealthily reduce the speed of drivers in York by relying upon random potholes to act as traffic calming measures?

As a Woodthorpe resident and owner of two properties and a business in the area I am not aware of the existence of a speeding problem. If it has indeed been genuinely identified that speeding within these areas is a problem i would suggest targeted action be taken to penalise and educate the minority at fault rather than inconveniencing the masses. 30mph has worked fine for many years, please stop wasting money on the latest dreamt up whim at the expense of the tax payer and focus on the day to day maintenance of York, the services we actually need and use on a daily basis.

I only hope that sufficient numbers of York residents voice their objections to make the council see sense.

Thank you for your information pack setting out the proposals for 20 mph speed limits in York.

As far as I am aware the authorities have not been very successful in enforcing the existing 30mph limits over many years can you give an assurance that the new limit if imposed will be more successful.

In view of the present financial situation I would ask you to be as economical as possible when spending money creating hundreds of new 20mph road signs. It should only require a sign at the entry point and reminder signs painted on the roads as reminders.

As a resident of Pheasant Drive I feel strongly that the stretch of Acomb Wood Drive

from around junction with Bellhouse Way to around junction with Alness Drive should be included within the proposed 20 mph limit. Especially of concern to me is the area adjacent to the shops and the Quaker Wood Public House. This area attracts a lot of vehicles and pedestrians. There is a bend in the road here, often with vehicles parked on this bend. This causes cars and buses to use the right-hand lane. I sometimes find it difficult to exit Pheasant Drive because I am unable to see vehicles approaching from around this bend, often in the wrong lane and too often travelling in excess of the existing speed limit. Neither drivers or pedestrians are able to see approaching vehicles until the very last moment.

Mr Wood, I am writing to register my objection to the proposed 20 mph limit for York. I am a resident of the West side of York (postcode yo24 2rd) & hence will be affected by the next phase. In my opinion, the proposal is a waste of money & unenforceable. Accidents are most likely to be caused by drivers who are currently breaking the law, for example by speeding, drink driving, use of mobile phones etc. If someone fails to stick to the current speed limit then they won't stick to a lower one.

This money would be better spent in other ways such as more cycle lanes or pedestrian crossings, or clamping down on drivers using mobile phones (which I often see in York). Alternatively the money could be spent on maintaining essential services that are currently being cut.

Hi,

I am pleased to see that the proposed 20mph speed limit for west of central York includes Trentholme Drive.

This road has a high proportion of 17 children under 10. These comprise currently 9 households out of around 42 in the road, so 20%.

The parents in the road would like to request a 'slow children playing' sign to be erected at the beginning of the road and ideally

a 5mph speed limit to allow for children playing. Being a horseshoe cul de sac and next to the racecourse, we get a lot of event visitors driving fast up our road and then straight out again. The children often ride their bikes and the horseshoe creates a series of blind corners. A sign/slower speed limit would at least alert strangers to the road to the need for extra vigilance.

I wish to lodge my objection to the proposed 20mph speed limit – area to West of Central York. In my opinion this is a complete waste of money and resources. I feel that this will make no difference to the people who do speed and imposes the limits on the people who do drive safely and within the speed limits. In a modern vehicle it is actually very difficult to maintain a steady 20 mph and one does wonder if this could be a way of gaining revenue in the form of future imposed speeding fines rather than really addressing the heart of the matter which is a small minority of inconsiderate drivers.

The money would be better spent on repairing the damaged roads in and around York as well as footpaths.

We would like to formally lodge our objection to the extension of the 20mph scheme to the West of York.

As residents of Moorgate we would be included in the scheme.

As far as we are aware there is no evidence to suggest that 20mph is required, if we are incorrect please can you provide us with details/evidence of accidents/incidents that have occurred because of travel exceeding 20mph.

The surface of the roads in York and surrounding areas are disgraceful and if there is spare money in the budget, it would be better spent on resurfacing. The roads are so bad that to exceed 20mph in some areas of the West of York would be virtually impossible. As cyclists and car drivers we are amazed that accidents don't happen on a daily basis, perhaps they do!?

A common sense approach of the correct speed in rural areas should be taken and if drivers do not adhere to a sensible speed appropriate

approach, then no addition of signs is going to deter them from their reckless approach, especially as it is unlikely to be policed/enforced.

Therefore we view the whole matter as a waste of money and again reiterate that our view is that the money should be spent on road re-surfacing which is certainly a safety issue.

I raise the following objection and representations relating to the proposed 20mph speed limit in York, with particular reference to Dringhouses East.

1 In general there is no need for 20mph speed limits as 30mph is a sensible existing limit. I would like to see measures to encourage and enforce the existing limit rather than reducing limits further.

2 In the case of Dringhouses East the residential roads are laid out and occupied with parked cars such that high speeds are not really realistic in any case. The only exceptions to this are where yellow line parking restrictions have been introduced - which has made the road a clearway at certain times of the day, and served to encourage an increase in speed.

3 I strongly object to the use of repeater speed limit signs shown throughout residential areas. These signs are intrusive into the residential environment and are ugly. I believe that they make drivers and inhabitants feel like idiots and that they are being treated as though they are living in a "police state". It is possible they can provoke a reactionary response. Please appreciate that on housing estates "we live here" and know what is required - it is not a case of controlling "through traffic". I have already visited areas where repeater signs have been put up and can only express annoyance at the ugliness and frustration of seeing 20mph signs every 50 yards when you are driving along residential roads where such speeds just aren't practical or possible. Using the Middlethorpe estate as an example, signs at the entrance to the estate at the junction with Tadcaster Road would provide plenty of information.

I would like to object to the proposed 20 mph plans for the city of York on the grounds that they are utterly unenforceable on the scale proposed without 1. either massive CCTV spend not possible due to budget cuts or

2. a massive police force increase again not viable for the budget cuts which will only increase.

I cannot see what possible use of reducing the roads to 20mph when current restrictions of one way streets are ignored currently and no police or council official seems in anyway moved to any actions but to note that a comment from the public has been logged.

3. Will cycles also be subject to the 20mph speed limit? and how will you enforce that?

4. What study if any has been done to see what the impact of bringing cycles and motor vehicles down to the same top speed in York a cycle town. Unlike other cities who have little cycle traffic York has a great deal of all ages and sizes of cycle vehicle if a 20mph limit is in force the reality will be more accidents as cycles and motor vehicles bother each other under the 20mph limit rather than a motor vehicle being able to safely overtake a cycle without impeding other traffic.

5. A very bad idea all round not thoroughly thought through and not really able to enforce any speed limit or traffic restriction in York.

Maybe the monies would be better spent on improving road surfaces and more police.

Just a quick email informing you of our objection to your proposal.

Although I encourage and promote, where possible, sensible driving etiquette, my wife and I cannot support the proposal for a city wide speed reduction.

In our view all this does is create more work load for the already 'stretched' police force. It will however generate more revenue in speeding tickets as every day, taxpaying (non-criminals) will be

caught, off-guard travelling 3-5mph over the restriction and subsequently be charged their hard earned money in fines.

I would like to question why your website has not argued the fact that vehicular technology is so much more advanced nowadays which makes cars stop faster than ever before and are more environmentally friendly?

It's always the same in York - Always against the motorist!

I do not suggest, in any way, that I'm a statistical expert for our great city, but what is so obvious to the average Joe is that more vehicular restrictions enforced throughout York will force motorists and trade away from the city centre. Sure we'll have a healthier city but we're hardly Beijing.

I'm fully aware that the lower limit proposal is to 'save lives' but surely the money that has been side-lined for the project would be better invested in road safety awareness. I remember attending a 'crucial crew' event at the old Clifton Hospital when I was a child. This touched upon all areas of general safety awareness, railways, road safety, basic first aid etc. It was comprehensive and interactive method of 'driving' safety home. Something that our generation's children appear to have been denied.

my grounds for the objection are , Accident rates on the streets proposed to have a 20mph limit , are very low and available funds should be spent on safety improvements on roads with a high numbers of killed or seriously injured casualties . the estimated cost of £600,000 cost could be put to better use enforcing existing speed limits at known accident black spots

I fully support the implementation of the proposed 20 mph speed limit areas. I have one request:

Can you please paint the limit on the road rather than have it designated by multiple signposts which clutter the urban environment and create an eyesore.

I believe that good drivers will see the limit painted on the road and reduce their speed accordingly, while the bad and unobservant wouldn't observe the limit even if you had reminder signs every 20 metres!

We formally object to the York speed limit (amendment) No. 11/4 Order 2013. Our grounds for objection are the waste of the estimated £600,000 that would be spent on trying to implement this.

We believe the money would be better used on something worthwhile and beneficial to all York residents.

I formally object to the York speed limit (amendment) No. 11/4 Order 2013. My grounds for objection are:

1) Accident rates on the streets proposed to have a 20mph limit are already very low. Available funds should be spent on safety improvements on roads with a high number of 'killed and seriously injured' casualties'.

2) The £60,000 estimated cost of introducing the city wide limit is a waste of money seeing as the accident rates are already very low. Resources should be prioritised to enforce existing speed limits particularly at accident 'black spots'.

3) The lack of consultation on this order is unacceptable. There has been insufficient debate of the issue and publicity about the proposed change. It is unacceptable that residents are considered to have accepted if they have not formally objected. If the council wished to proceed in this manner then they should have notified each resident in

writing of the proposed change. In my opinion, failure to do so leaves the Council's decision open to legal challenge in the future.

I would like to object to the proposed 20 mph

I formally object to the York speed limit (amendment) No 11/4 order 2013.

My grounds for objection are:-

The £600,000 estimated cost of introducing the new citywide limit represents poor value for money.

resources should be prioritised to enforcing existing speed limits particularly at accident "black spots"

Rufforth with Knapton Parish Council object to the proposed 20mph limit on Trenchard Road and Portal Road as it feels that this would be a waste of the City of York Council's resources.

Trenchard Road and Portal Road are two cul-de-sacs that go nowhere and members of the Parish Council have never seen anyone speeding in either road. Residents in both roads object to this as being unnecessary.

I wish to raise my objection to putting a wide-spread 20mph speed limit in York, particularly in West York. I do not believe that police have the person-power available to enforce this, and resources would be better spent on focussing on accident blackspots. What with the roadworks in this area, it will slow journey times considerably.

Why is it assumed that people who break the 30mph speedlimit are going to obey the 20 mph speed limit? Plus what about the cost of putting up signs etc?

Where is the evidence that 20mph will significantly cut the accidents/injuries in specific streets anyway?

I am objecting to the proposed west of York 20mph speed limit, and also to the limit being introduced citywide, for the following reasons

1. The £600,000 estimated cost of introducing the new citywide limit represents poor value for money.
2. The west of York has generally got a **good road safety record** and already **has 20 mph speed limits at appropriate locations** (e.g. outside schools).
3. Average speeds, in most of the roads to be covered by the 20 mph limit, are already below 30 mph and the Council's claim, that the new signs would reduce speeds by 3 mph, would therefore make little practical difference.
4. Accident rates in York (Killed and Seriously Injured casualties – KSI) have reduced dramatically over the last 6 years. Available resources should be focused on continuing the Council's successful accident prevention programme which is partly responsible for this improvement.
5. The impact of 20 mph speed limits on accident rates is not yet fully understood. In some City's, such as Portsmouth, the introduction of a wide area 20 mph speed limit has led to an increase in the number of KSI accidents.
6. The Police have said that they do not have the resources to enforce a wide area 20 mph speed limit. The Police and Crime Commissioner has confirmed that mobile safety camera vans will not be used to enforce such a limit. It follows that drivers will continue to drive at a speed that they consider appropriate for the conditions on a particular day.
7. Police speed limit enforcement resources should continue to be focused at accident black spots.

Dear 20MPH scheme York,

We would like to write to provide our general support for this scheme with one or two comments please.

We believe that the limit will increase safety, safeguard children, reduce noise and improve the feel of the area for residents.

We would however like to suggest that the area should be a zone which once entered, unless otherwise signed, is a 20zone that drivers are expected to drive 20 at. We wondered if it were possible to have signs only at entry points to the zone to reduce the need for many repeater signs and thereby signage 'clutter' so to speak.

We would also be in support of a personal responsibility approach whereby speed pumps which are harsh are removed allowing a smooth journey at 20mph. For example, the new bumps on Askham lane cannot be smoothly driven over at 20mph in a normal-small car. we believe this encourages drivers to speed in between increasing their speed and associated engine noise.

Many thanks for listening to our comments.

I would like to register a formal objection to the proposed 20 mph speed limit proposed for the streets of York

I wish to object to the 20mph scheme proposed for the West of York on the grounds that: -

1. It will add to pollution. Slowing the warm up of engines and abatement equipment will not operate to its full potential for longer.
2. It will add to pollution. AA tests show vehicles use 10% more fuel at steady 20mph than 30mph.
3. It will add to pollution. By creating more congestion.
4. It could have a detrimental effect on safety by falsely creating a feeling of a safer environment.
5. It could have a detrimental effect by increasing the severity of injuries sustained in accidents as pointed out by MJ Natt, Collision Investigations.
6. It will have a detrimental effect on the environment through the introduction of 20mph signage.

7. The £600,000 estimated cost of introducing the new citywide limit represents poor value for money. Resources should be prioritised to enforcing existing speed limits particularly at accident "black spots".

We formally object to the York speed limit (amendment) no 11/4 order 2013.

My grounds for objection are:

The £600,000 estimated cost of introducing the new citywide limit represents poor value for money.

The money should be used to enforce the current speed limits particularly at accident black spots.

If the council cannot keep control of speeding vehicles at the current limit how are they going to manage enforcing control at 20mph,

Again, just another stupid example of City of York council wasting tax payers money.

These ideas are the reasons why the city has no money

Whoever thought up of this stupid scheme needs sacking, obviously must be a cyclist.

I formally object to the west York speed limit . My grounds for objection are :

Is poor value for money . The cost of £600,000 can be used for actually fixing the roads

I object to the "York speed limit (amendment) No 11/4 Order 2013.

- 1. The estimated £600,000 cost is a waste of money which could better be used in these cost saving times.**
- 2. Accident rates are very low on the streets it is proposed on.**
- 3. It will be ignored by most drivers, who drive either according to conditions or ignore speed limits anyway.**

I formally object to the York speed limit (amendment) No 11/4 Order 2013. My grounds for objection are:

Average speeds on many of the roads proposed for the new limit are all ready below 20mph and additional signage would make no practical difference, while increasing street clutter and maintenance costs.

The £600,000 estimated cost of introducing the new citywide limit represents poor value for money.

Accident rates, on the streets proposed to have a 20mph limit, are very low.

I am writing to object to the 20mph speed limit for two basic reasons:

*** It is too costly venture when surely the National Railway Museum should be your priority in saving.**

*** Unworkable to police properly due to vast amounts of drivers ignoring the limit.**

In the years that Chaloners Road has had this 20 mph limit I have noticed that very few drivers respect this limit. In fact the only ones that do - are those that are parked!

I have noticed over the years more and more drivers not obeying any town limit and I feel a more personal approach may work. There has been many deaths and casualties on our city streets due to poor driving standards. If people or childrens faces are placed alongside these speed limits perhaps this personal touch might modify driver behaviour for the better?

I wish to lodge my formal objection to 20mph speed limit in York.

Average speeds on many of the proposed roads are already below 20mph and additional signage would make little or no difference, increasing street clutter and maintenance costs and I feel the money would be better spent enforcing current speed limits. I live near Westfield school where there is a speed limit of 20mph and frequently see traffic exceeding the limit in that area. Enforce it or scrap it.

I wish to record my objection to the implementation of the above on the following grounds please:-

1. Accident reports clearly show that the imposition of a 20 mph speed limit on all roads in the West of York are totally unnecessary.
2. The limit does not apply to those roads which have the highest accident rates.
3. The £600k that this exercise is going to cost is disproportionate and should not be entertained when the Council is in financial difficulties.
4. The money would be better used on maintaining roads and pavements and would be a better justification to avoid trips and falls and subsequent claims on the Council and indeed treatment on the NHS.
5. The cul de sac in which I live has seen no accidents in over 40 years and indeed it is difficult to reach even 10 mph due to the layout of the street and the number of parked cars.
6. The local Foxwood Residents Association have never received a request for the lowering of speed limits in the last ten years.
7. There will be extra street clutter at a time when Reinvigorate York is supposed to be removing such clutter. Perhaps this only relates to the areas on which tourists gaze and frequent.

8. The campaign is politically motivated and unenforceable.

Formal objection to 20 mph speed limit

I formally object to the York speed limit (amendment) No 1114 Order 2013. My grounds for objection are:

- **Average speeds on many of the roads proposed for the new limit are all ready below 20 mph and additiona signage would make no practical difference, while increasing street "clutter" and maintenance costs.**
- **The £600,000 estimated cost of introducing the new citywide limit represents poor value for money. Resources should be prioritised to enforcing existing speed limits particularly at accsdent "black spots".**
- **Accident rates, on the streets proposed to have a 20 mph limit, are very low. Available funds should be spent on safety improvements on roads with high numbers of "Killed and Seriously Injured" casualties**

Objection to the York Speed Limit (amendment) (no 11/4) Order 2013

As a resident of one of the affected roads I wish to formally object to the proposals for 20mph speed limits on roads in the West of the City on the following grounds:-

Many of the roads where the limit is proposed are already well below 20mph and I do not see that additional signs would encourage those people who already speed to slow down. There will be a forest of signs that will add to clutter and need maintaining.

Speeds on Moor Lane, Tadcaster Rd and Chaloners Rd are often higher than 30mph but you are not proposing to reduce those limits. Some of the proposed £500,000 should be spent tackling those roads where there is a known problem rather than wasting it on signs for cul-de-sacs, such as Chapmans Court, where it is impossible to get to more than 10mph. I understand that of the recorded accidents in the West of the City over the last 5 years only 13% occurred on roads where the speed

limit is proposed to be reduced. This makes no sense. Surely the roads with the highest accident records need attention first.

I have no objection to targeted 20mph limits where there is an accident record or there are a lot of pedestrians. Reduced speed limits should reflect the road conditions in the same way that some limits are raised to 40mph.

I travel along Scarcroft Rd and Bishopthorpe Rd fairly regularly and have not noticed a significant reduction in the speed of vehicle. Perhaps this is because of the difficulty of enforcing the 20mph limits which I understand that the Police are unwilling or unable to do.

I have lived on Grassholme for 27 years which currently has a 30mph limit and is a bus route. There is more dangers to road users because of indiscriminate on street parking than in speeding traffic. I brought 3 children up here and never felt the need for them to play in the street. Even if the limit is reduced to 20mph my grand children will still play in the garden when they visit.

I feel strongly that, in these times of decreasing budgets, this money should be spent on targeting areas with poor safety records rather than on a plethora of signs that will make little difference to drivers speeds.

I would be grateful if you could let me know when and how the decision on this consultation will be taken.

I wish to object to current plans for 20 mph speed limits.

On the whole I am in favour of evidence based decision making and I see little in the way of this to support this plan in York. Is it the intention of the council to make available the evidence base on which its plan was based. Do you intend to make available the quantitative evidence maintained by the council to justify pressing ahead with this plan? What are the expected reductions in accidents and how were these calculated?

Please can you make publicly available the accident statistics around York and why you believe a non-targeted approach is the most appropriate use of resources? Can you also clarify how you expect your proposed limits to be policed?

We formally object to the York speed limit (amendment) NO 11/4 Order 2012. My grounds for objection are:

Average speeds on many of the roads proposed for the new limit are all ready below 20 mph and additional signage would make no practical difference, while increasing the street "clutter" and maintenance costs.

The £600,000 estimated cost of introducing the new citywide limit represents poor value for money. Resources should be prioritised to enforcing existing speed limits particularly at accident "black spots".

Accident rates, on the streets proposed to have a 20 mph limit, are very low. Available funds should be spent on safety improvements on roads with high numbers of "Killed and Seriously Injured" casualties.

I object to the 20mph speed limit no 11/4 order 2013

After consideration of the proposed introduction of 20 mph speed limits, I am broadly supportive. However, I would like to make one representation related to my local area.

The proposed plan is for a short portion of Hamilton Drive to remain at 30 mph, to create a small 30 mph 'island', surrounded in all directions by 20 mph zones. I am referring to the portion of Hamilton Drive from Lady Hamilton Gardens to Campbell Avenue.

I believe it is unnecessary to create a small 30 mph 'island', and that this short portion of Hamilton Drive should be 20 mph like all the surrounding roads. I consider some of the benefits to be as follows:

Reduced cost: The current proposal requires sixteen new 'entry/exit' traffic signs at junctions along this portion of Hamilton Drive, to create the 30 mph 'island'. My proposal requires no new 'entry/exit' traffic signs. Just the removal of four existing 'entry/exit' signs on Hamilton Drive, and the addition of a few 'repeater' traffic signs on existing lamp columns. This must be a less costly implementation, especially important when the whole

council is looking to make savings whenever possible. Also, long term maintenance costs would be reduced, with twenty fewer traffic signs/posts to maintain.

Improved safety: This is a residential area with parked cars on both sides of the road. Safety would be improved, specifically for:

- Pedestrians walking to the park. Children accessing the play ground at the south end of West Bank Park, adjacent to the proposed 30 mph 'island'.**
- Pedestrians walking to the two nearby primary schools.**
- Cyclists using Hamilton Drive to access the orbital cycle route at Moorgate or Hob Moor.**

The desire for a consistent and easily understandable approach to speed limits: Significant portions of the route along Hamilton Drive West, Hamilton Drive and Hamilton Drive East do already exist in the 20 mph scheme. Instead of the speed limit flip-flopping multiple times along this route, there would be a single coherent 20 mph zone.

Reduced visual clutter from traffic signs in residential areas: Instead of the proposed sixteen additional traffic signs than currently, there would be four fewer traffic signs than currently. The smaller repeater signs can be attached to existing lamp columns.

I would be interested in your thoughts. Particularly the reasons this 30 mph 'island' was excluded from the proposed 20 mph speed limits.

We feel the 20mph limit is unnecessary on the roads around Woodthorpe/Foxwood that are already speed restricted by bends and parked cars. However, if the current proposals go ahead, the one road not covered by the scheme (Acomb Wood Drive/Bellhouse Way to Foxwood Lane) is the most dangerous road in the area. Allowing cars, motor bikes, vans etc to resume their faster speeds near the pub and shops seems to us to be incomprehensible. This road is already regarded by many as a Motorway! Why is it not included in the scheme?

Alness Drive is a bus route as well as a through route, yet this will be restricted.

I would like to voice my complete opposition to the introduction of the 20mph area in Woodthorpe.

It appears to be change for changes sake - these roads are not hazardous and accidents and incidents are few and not serious in nature.

If these changes are judged necessary, can someone explain the exclusion of Acomb Wood Drive? This has a nearly right-angle bend at its junction with Bellhouse Way and if ever a road needed calming it is this one.

In addition, if the proposed signage is as good and effective as that in the 'Existing 20mph Area', then I won't expect too much to change - I drive on Bellhouse Way frequently and Bellwood Drive sometimes and was not aware that either of them had a 20mph limit.

We formally object to the York speed limit (amendment) no 11/4 order 2013. our grounds for objection are -:

1. Average speeds on many of the roads proposed for the new limit are all ready below 20mph and additional signage would increase street clutter and maintenance costs. Most drivers drive to the road conditions.

2. Costs of this introduction could be better spent providing better safety improvements on existing black spots in the city.

I would like to express my concern that the proposals for 20mph areas in the city as this will consume funding that could otherwise be used to reduce accidents on those roads and junctions where there are high recorded incidents of accidents. This is particularly true of the junction of Ridgeway Beckfield Lane and Wetherby Road.

I live next to Westfield School, and there is a 20 mph zone in front of the school for the school crossing patrol and this will be devalued by the scheme which is unhelpful for the pupils and parents of the school.

I have just discovered that there is a petition to stop this ridiculous proposal, as usual it is kept really quiet until the last minute.

I would like it recorded that I FORMALLY OBJECT to the proposal to have a 20mph speed limit (amendment) No 11/4 Order 2013 mainly in the Acomb area. There is no need for it. The speed bumps already in place in Acomb cause constant damage to the shock absorbers on my car, give me pain in a back injury and make driving around Acomb a misery. Resources should be prioritised to enforce existing speed limits, particularly on Tadcaster Road and Beckfield Lane.

I attended a police speed awareness course a year ago and thought it was wonderful and think every motorist should attend one. That is the way to stop people speeding, not adding more speed bumps. The new ones on Askham Lane/Foxwood Lane are lethal and will cause even more damage to cars. Council, wake up and see sense.

I am emailing to formally object to the York speed limit amendment no 11/4 order 2013.

The cost (I believe estimated in excess of half a million pounds) does not give value for money in accident reduction. I believe that the 20mph speed limit is unenforceable and the money would be better spent on enforcing the current 20mph limits (around schools etc), concentrating on 'black spots' and driver education.

I would like to formally object to the proposed 20mph scheme. Details obtained through the Freedom of Information Act show 335 of the 383 accidents in west York over the last five years – 87 per cent – were on roads where speeds will not change. Only 48

happened on streets earmarked for a 20mph limit, and 39 of these were classed as slight.

I think that 20mph should be concentrated on streets with the worst accident rates rather than a blanket approach, it should be noted that 95 accidents happened on roads whose existing 20mph limits were enforced through speed humps during this time.

Any proposed legislation should be rethought thoroughly.

I want to object to the TRO on 20mph limits as not being wide enough. It should include Dalton Terrace as 20mph following NICE guidance on protecting children and best practice being to have slower speeds outside schools - the Mount school has a nursery, primary and secondary on that site. Children cannot judge road speeds over 20mph or assess looming effects reliably. So it is dangerous to leave streets with high child footfall and cycling movements at 30mph

Ditto Nunnery Lane and All Saints.

Nunnery lane also should go 20 because it is an AQMA and 20mph limits reduce braking, fuel use and pollution, so child safety and air quality would both be improved.

Ref: Objection to Proposed 20mph Speed Limit in Dringhouses East

I am writing to object to the proposed introduction of a 20mph speed scheme to East Dringhouses. Whilst I fully appreciate the need to have such zones around schools, on busy roads, or roads where other dynamics can create an increased safety risk for motorists, cyclists or pedestrians I do not believe this to be the case in this residential area.

The key reasons for my objection are:

- In the 9 years I have lived at this address I have only observed residents on the estate driving safely, respecting pedestrians, cyclists, and other motorists.
- The 3 roads leading off Tadcaster Road namely Middlethorpe Road, Middlethorpe Drive, and Hunters Way and the majority of roads leading off these have an area of grass between the kerb and the start of the pavement which I believe greatly enhances the visibility and therefore anticipation for potential risks such as a pedestrian stepping into the road.
- Whilst some streets leading off Tadcaster Road are narrow this is not the case in this residential area making it a very safe environment for both motorists and cyclists.
- Due to the sporadic parking of cars on the streets within the neighbourhood this naturally slows down motorists.

I do hope that you will take these points into consideration and invest the potential savings from the introduction of signage into more worthwhile schemes within the city.

Proposed 20 mph Speed Limit – Area to the west of Central York

Objection to the exclusion of Moor Lane from the 20 mph scheme

I am not objecting to a 30 mph limit on Moor Lane between Tadcaster Road and Chaloners Road, as this stretch of the road has a pedestrian crossing point, wide pavements and dedicated cycle lanes.

My objections concern the exclusion of Moor Lane from the 20 mph scheme from the junction with Chaloners Road westwards and are as follows:

1. Moor Lane is too narrow to safely accommodate bicycles and overtaking cars, never mind buses and lorries, at the current 30 mph limit.
2. For some 150 yards after Chaloners Road, the pavements are narrow and close to the road. In places, they are so narrow that a push-chair going in one direction and a pedestrian in the other cannot pass each other without someone stepping into the road.
3. Vehicles (including bicycles) turning right out of the car park for Chapmans Pond/"Love to Eat" are very vulnerable to traffic approaching at 30 mph round the bend to their right.
4. Unlike A and B roads such as Tadcaster Road and C roads such as Foxwood Lane and Chaloners Road, there are no pedestrian crossings, no speed humps and no cycle lanes on Moor Lane.
5. There is a dangerous bend between Grassholme and the end of Nairn Close. There have been a number of instances of cars leaving the road here. Fast moving traffic on Moor Lane is a danger to bicycles, cars and buses turning right out of Grassholme. Furthermore, cyclists heading up Moor Lane have to position themselves in the middle of the road on this bend in order to cross to the designated cycle route up Nairn Close and Eden Close; they are very vulnerable to vehicles travelling at 30 mph (or over), as there is no island in the middle of the road to protect them..
6. Further west on Moor Lane, there is another point where cyclists emerge onto the road from a safe cycle path. At this point, there are also pedestrians (including the elderly and school children) crossing to and from the bus stop on the other side of the road and pedestrians crossing to join the public right of way a short distance along the former Moor Lane. The 20 mph limit should cover at least the section of Moor Lane from Chaloners Road to this point, thus including all the old original Moor Lane up to the point where it is replaced by a more modern stretch of road. This would represent less than half the total length of Moor Lane from the ring road to Tadcaster Road and would add under half a minute to journeys along Moor Lane.
7. It may be more prudent to extend the 20 mph limit to the junction with Ainess Drive, in the light of York Council's intention to build hundreds of new houses on

the southern side of Moor Lane, thus increasing the number of vehicles, pedestrians and cyclists using Moor Lane.

8. On Moor Lane, there are two signs warning vehicles that they are travelling faster than designated maximum of 30 mph. Anybody who observes the traffic passing through these warning signs knows that most vehicles break the speed limit and do not slow down after the warning sign appears.
9. In conclusion, it makes no sense that the 20 mph limit will be introduced in short roads where speeds are already modest, while it is proposed to retain a 30 mph limit on a road where most vehicles travel dangerously faster than the legal limit and which has no safety measures, such as speed bumps, pedestrian crossings or cycle lanes, to help to protect pedestrians and cyclists. The aim of the 20 mph scheme is to make York's roads safer. If Moor Lane is not included in the scheme, it is very likely to attract more traffic and become even LESS SAFE than it is at present.

RECEIVED

Overall I am against the introduction of a 20 MPH speed limit in the Woodthorpe Ward. I do agree the 20 MPH limit should be enforced in areas such as Hospitals / Schools / Care Homes.

However, I am against the new proposals for the following reasons:-

- 1) There may be an increase in road rage.
- 2) It can only lead to cost increases for small businesses costs which will be surely passed on to customers.
- 3) Car owners may stop using their cars bringing a downturn of fuel and garage services and possible job cuts.
- 4) Has there been any follow up to recent 20 MPH set up down Bishopthorpe Road. I walk this route into town and approximately 70% of vehicles take no notice of the new speed limit.
- 5) Have the new proposals taken account of the historical accident rates compared to current rates. Will the new speed limit significantly improve accident rates.
- 6) Does the City of York Council propose to give the residents the chance to vote for ^{or} against the proposals. It would not be very democratic to steam roller through any changes.

CITY OF YORK COUNCIL

**NOTICE OF PROPOSALS :THE YORK SPEED LIMIT (AMENDMENT) (NO11/4) ORDER 2013-06-11
OBJECTION TO THE PROPOSALS**

I am in receipt of the York 20 mph Speed Limit Information Pack and wish to register my strong objection to the scheme. My grounds for objection are as follows:

- The 20 mph policy was never part of the Labour manifesto at the last council elections. It appears to have been adopted post election at the behest of Anna Semlyen, a former Green Party member, who changed to Labour to get her single issue campaign taken more seriously. I believe that this is undemocratic.
- Something that will affect every driver and cyclist in York should have been subject to a referendum.
- It is hard enough to travel anywhere in York by car without additional zones further impeding progress.
- Once the 20 mph zones are in place it is likely that the next step will be to extend them. Will there then be further calls for a reduction in the speed limit to 15 mph in some zones?
- As a cyclist I can frequently keep pace with cars. Speeds of 25 mph are easily attainable on a bike. Will I be prosecuted for cycling at a pace that exceeds the speed limit in the 20 mph zones, or is this something that is aimed at cars?
- The 30 mph speed limit has as far as I am aware served towns and cities across the UK perfectly well for many decades. Why do we need to change?
- I am not convinced by the fashion for stating that the 20 mph limit will reduce road casualties. In my experience many casualties are caused by impatience and lack of awareness on the part of both motorists, pedestrians and other road users. Only the other

day I had to break very hard to avoid hitting a pedestrian who crossed on a pelican crossing when the lights were green for road traffic. This woman walked up to the crossing and proceeded to cross without even looking right or left when the red man signal was clearly on.

- A lot is made of the need to reduce traffic pollution, noise and congestion. I lived in Singapore for 3 years and they have a very high population density, but manage to create a nice clean environment and have the traffic flowing relatively freely at 30 mph.
- Given that the council is supposed to be having difficulty balancing the books by removing litter bins, closing the Beckfield Lane tip and cannot seem to repair the footpaths nor clean the street drains it seems perverse to spend such a lot of money introducing 20 mph zones that we clearly don't need.

I expect that you will not like the views that I have expressed in this letter as they are not politically correct. However you have asked for objections and these are mine.

Liberal Democrat Group – Objection to York Speed Limit (amendment) (no 11/4)
Order 2013

The Liberal Democrat Group would like to formally object to the 20mph proposals in the west of the City (No 11/4 Order 2013). We fully support the detailed objection submitted by our Dringhouses & Woodthorpe Ward Councillor, Cllr Ann Reid.

The Liberal Democrat Group has always recognised the important role that 20mph limits play in traffic management and road safety. However, we do not support the blanket approach being taken by the current Labour administration. We continue to support a targeted use of 20mph limits at know accident black spots and in areas such as outside schools and shopping areas.

The folly of the current approach is shown in the speed and accident data supplied in the submission from Cllr Reid. This shows that average speeds on many of the roads proposed for the new limit are already below 20mph and accident rates on the roads proposed are either zero or very low. This means that in many areas the £600,000 cost of the project will make little discernable difference on the ground, except to increase 'street clutter' and spend taxpayers' money.

It is particularly short-sighted that the Council is introducing 20mph limits on streets where they are not required and, based on previous consultation, are potentially not popular, but at the same time the Council is refusing to take immediate action in areas where there are pressing issues.

On the 16th June, the Cabinet Member for Transport, Planning & Sustainability resolved to take no immediate action on speeding, traffic and safety issues on Calf Close, Haxby, despite a petition signed by 107 local residents. Similarly, Cllr Reid's submission highlights roads in this area where there are speeding issues, but no action has been taken and no action is being proposed. Surely it would be a better use of resources to prioritise safety measures in areas where there are speeding issues and where there is local demand – rather than rolling-out 20mph zones on roads where there is no local demand and often no significant speeding, safety or traffic issues.

The Liberal Democrat Group continue to believe that the evidence used to support a blanket 20mph approach is very mixed in regards to accident levels, reducing speeds, helping produce a modal shift away from car use, and in reducing emissions. The evidence from the UK's first city-wide 20mph scheme showed that serious accident levels went up slightly, the average reduction in speeds was just 1.3mph, and the scheme "made little difference to the majority of respondents in the amount they travelled by their chosen mode"¹. Meanwhile, the AA estimates that cutting the speed limit from 30mph to 20mph on the wrong roads can increase CO2 emissions by 10%².

We also note the ongoing confusion over enforcement. The evidence is that locally and nationally the police do not have the resources or inclination to enforce all new 20mphs, with the Association of Chief Police Officers telling Parliament in March that "We are not enforcing 20mph speed limits at this moment in time"³. Residents consistently tell us that instead of introducing new speed limits they want the authorities to enforce existing limits, whatever these limits happen to be.

The Liberal Democrat Group believe that the £600,000 earmarked for this project would be better targeted on measures to reduce accident levels at known accident black-spots in this area and across York. Overwhelmingly, this is what residents tell us they want and this is what we believe the Council should implement.

Objection to the York Speed Limit (amendment) (no 11/4) Order 2013

I wish to formally object to the proposals for 20mph speed limits on roads in the West of the City. I object as both a resident of one of the affected roads and as Ward Councillor for Dringhouses and Woodthorpe ward.

My reasons for objecting are:-

- Average speeds on many of the roads proposed for the new limit are already below 20 mph and additional signage would make no practical difference, while increasing street "clutter" and maintenance costs.
- The £500,000 estimated cost of introducing the new citywide limit represents poor value for money. Resources should be prioritised to enforcing existing speed limits particularly at accident "black spots".
- Accident rates, on the streets proposed to have a 20 mph limit, are either zero or very low. Available funds should be spent on safety improvements on roads with high numbers of "Killed and Seriously Injured" casualties

I attach a spreadsheet for source data which has been provided by York Council officers which shows that of the 383 RTA's in west York, the vast majority (339) have been classified as "slight". It also shows that the roads with the highest recorded speeds are the roads where there are no proposals to reduce speeds. On many of the roads that are to have the limits lowered the 85th percentile speeds are already well below 30mph and some are below 20mph. Of those 383 accidents only 48 (13%) occurred on roads where it is now proposed to reduce the speed limit.

Moor Lane has a record of 1 serious and 12 slight accidents, an 85th percentile speed of 38mph and a highest recorded speed of 64mph but there is no proposal to lower the limit or introduce any kind of speed reduction measures.

Moorcroft Rd has a record of 1 slight accident, an 85th percentile speed of 19mph and a highest recorded speed of 25 mph but the proposal is to reduce the speed limit.

The roads in the Ward where I get complaints about speeding vehicles are Moor Lane, Tadcaster Rd, Thanet Rd, Chaloners Rd and Alness Drive. Of those only the limit on Alness Drive is proposed to be lowered but simply putting a sign at the beginning will not reduce speeds on this straight stretch of road. I get complaints that vehicles then take the bend into, and out of, Acomb Wood Drive too fast but on the stretch of Acomb Wood Drive where there have been accidents the limit will stay at 30mph.

The problems on Moor Lane were recognised by the Cabinet Member at his Decision Session on 9th November 2012 where it was added to the list of streets in the Partnership Speed Update Report. This report also includes Chaloners Rd and Tadcaster Rd as roads where there are confirmed speeding problems but these proposals do nothing to address those issues.

Many residents have expressed the view to me that they feel the £500,000+ cost of this scheme is too much to spend on rather dubious outcomes. We have seen the KSI figures steadily reduce by targeting resources on areas with accident records and/or high pedestrian footfall and by implementing appropriate speed limits for each street. New technology such as Vehicle Activated Signs (VAS) has been implemented and partnership working with the Police has seen the introduction of mobile speed cameras which are be concentrated at locations with poor accident records. The Police and Crime Commissioner (PCC) has confirmed that they will not be made available to enforce 20 mph speed limits in York.

Residents do not understand how putting a sign at the end of a short cul-de-sac will do anything but produce a forest of signs. I have counted that there will be 17 pairs alone on Tadcaster Rd. Many have commented that they have seen no discernible reduction in speed in the "signed only" 20mph area scheme in South Bank. Residents have absolutely no objection to speed limit reduction where it is appropriate but would like some of the limited resources spent on effective measures that encourage drivers to adhere to the current limits. They don't want the limit on Moor Lane reduced; they would just like drivers to keep to it.

On a personal note, I brought up 3 children on Grassholme which has a 30mph limit and is a bus route. I taught my children "kerb drill" and they walked to school. They did not play out on the road and I feel that, unless a street is designated as a "play street" children and vehicles do not mix, whatever speed they are doing. I feel that it is disingenuous of the Council to claim that lower speed make roads safer for children to play.

I am greatly concerned about this fundamental change to road safety policy. The Council has always had a targeted approach to accident reduction and I am fearful that moving the resources from a process that has shown a measurable reduction in KSI to an ideological

system that concentrates the money on roads with the lowest accident rates might prove to be a retrograde step.

Objection to the York Speed Limit (amendment) (no 11/4) Order 2013

Would you please record my formal objection to the above notice? My reasons are as follows.

Background

There are currently around 65 KSI accidents occurring in York each year. Most happen on trunk roads and in the City centre. Less than 20% occur in west York.

The Council has over the last 7 years achieved significant reductions in the number of "Killed and Seriously Injured" (KSI) on its roads.

It has done so by concentrating road safety funding at accident black spots and by implementing speed limits which reflect the accident potential of each street.

This has been backed up by the use of new technology such as Vehicle Activated Signs (VAS) which warn drivers that they are exceeding the speed limit.

The Police have refined their enforcement approach by adopting the suggestion made by the York Council in 2009 that mobile safety (speed) camera's be used in the City (and county). Part of the agreement for the introduction of the cameras was that their use would be concentrated at locations with poor accident records.

The Police and Crime Commissioner (PCC) has confirmed that they will not be made available to enforce 20 mph speed limits in York.

If the Council wishes to abandon its targeted approach to accident reduction, then it must demonstrate that better value for money can be achieved by a redirection of the use of resources.

20 mph wide area limits

The Council's web site claims *"The introduction of 20mph speed limits in our residential streets will help promote more considerate driving and **increase confidence in the safety of neighbourhood roads**. **Safer streets** will hopefully encourage more of us to make greater use of our streets for walking, cycling, playing or just*

socialising. With less traffic and more people around, the places we live will over time become safer, friendlier, quieter and cleaner places to be".

I do not believe that a case has been made for the allocation of over £500,000 for the introduction of a Citywide 20 mph speed limit on the basis that this would make our roads "safer".

Rather the contrary is the case as the latest published accident and speed statistics for west York demonstrate (see attached spreadsheet for source data which has been provide by York Council officials).

Indeed, the introduction of a lower limit could make some streets less safe than they are now. This has proved to be the case in Portsmouth where the introduction of a wide area 20 mph limit has coincided with an increase in the numbers of KSI accidents recorded.

On the other hand, many streets would be safer (have a lower accident risk), both in terms of accident statistics and residents perceptions, if the existing 30 mph limits were enforced and complementary engineering improvements were made at accident black spots.

Accident Risk

The main argument used by some Councillors, to justify the £500,000 project, is that it will reduce the number of road traffic accidents (RTAs) in the area.

The new figures made available by the Council undermine this claim.

In the last 5 years there have been 383 RTA's in west York (broadly the Acomb, Westfield, Holgate and Dringhouses wards).

Of these the vast majority (339) have been classified as "slight".

There were no accidents at all on the majority of roads which the Council proposes to implement a 20 mph speed limit. No current vehicle speed information is available for these roads either and they are excluded from the spreadsheet

The roads with the worst accident records in west York are Tadcaster Road, Boroughbridge Road and Holgate Road.

Of the accidents recorded, 335 (87%) occurred on roads where there are no plans to lower the speed limit.

This is not surprising as these are the main arterial routes which are heavily trafficked and where there are potential conflicts at road junctions. Of these accidents, 2 were fatal (both on Holgate Road) 33 serious (6 on Tadcaster Road) and 300 slight.

Only 48 (13%) of accidents occurred on roads where it is now proposed to reduce the speed limit.

Of the 48 accidents, there was one fatality (on Cranbrook Avenue), 8 serious accidents and 39 slight.

Significantly, 95 accidents occurred during this period on roads in west York which already have a 20 mph speed limit (enforced by road humps.)

Of these, 9 were classified as "serious"

Vehicle Speeds

Vehicle speeds on roads which may get a 20 mph limit are already low.

The highest was 31 mph recorded on Tudor Road. (This reflects the speed that 85% of drivers travel at, or below, when using the road).

More typically the range, for the planned 20 mph streets, was between 15 mph and 25 mph.

The lowest recorded speed was on Ganton Place (13 mph) although this is typical of vehicle speeds on many short cul de sacs.

It is highly unlikely that the introduction of signed only 20 mph limits will have any effect on the speeds recorded on these streets.

In the case of many small cul de sacs it is impossible to accelerate a vehicle to 20 mph in the road space available. Placing a 20 mph speed sign in the area, and maintaining it, would therefore be a waste of money.

The highest recorded speeds were on Tadcaster Road (79 mph), Wetherby Road E (71), Carr Lane (66) and Front Street (66). However the recording devices cover 24 hours a day, 7 days a week, so the figures would include any emergency vehicles responding to calls.

Speed and accidents

Accidents can occur anywhere, at any time. The fact that a large proportion of serious accidents (KSIs) are concentrated at particular locations has allowed the Council, in the past, to allocate its limited resources to addressing the main causes of these accidents.

Often high vehicle speeds will not be a major factor affecting accident rates in residential areas (or indeed the City Centre).

Vehicles reversing into street furniture are an example of an accident where a speed limit has no influence.

Similarly a cyclist colliding with a pedestrian is an accident which is unlikely to be caused by either party exceeding the speed limit.

The inescapable conclusion, therefore, is that the Council is focusing its safety budget on roads where there is little or no accident risk.

Those roads where high speeds may be an issue may already be receiving less attention.

The Council should abandon its wide area 20 mph speed limit project and focus resources on roads with high accident rates and/or where there is evidence of drivers systematically flouting the existing speed limits.

In summary

I formally object to the York speed limit (amendment) No 11/4 Order 2013. My grounds for objection are:

- Average speeds on many of the roads proposed for the new limit are all ready below 20 mph and additional signage would make no practical difference, while increasing street "clutter" and maintenance costs.
- The £500,000 estimated cost of introducing the new citywide limit represents poor value for money. Resources should be prioritised to enforcing existing speed limits particularly at accident "black spots".
- Accident rates, on the streets proposed to have a 20 mph limit, are either zero or very low. Available funds should be spent on safety improvements on roads with high numbers of "Killed and Seriously Injured" casualties

In formally objecting I accept that there may be a small number of streets with poor accident records where a 20 mph speed limit might be more appropriate. The reduced speed limits agreed, for example for Low Poppleton Lane in 2010, and which have not been implemented by the present Council, may now need to be reviewed.

I object to the proposed 20mph blanket speed limits proposed for Woodthorpe, Dringhouses and the rest of York.

These limits will cause increased congestion and slower journey times for people who have no alternative but to use a car or bus.

Speeding is not a problem in this area (or, in fact, in York generally). For most of the smaller residential roads responsible motorists do not drive above 20mph due to parked cars and obstructions, and the irresponsible minority will ignore the 20mph limits anyway. In the case of larger, wider – and therefore safer – residential streets, there is no need to reduce the limit.

There is no safety case given except for general suggestion that slower=safier. Any safety scheme should be able to demonstrate that it is proportionate and effective, and no evidence has been presented to show this.

Woodthorpe and Dringhouses is not a dangerous area and I am not aware of any major road traffic accidents here.

This scheme is a waste of money at a time when council budgets are being tightly squeezed. There are much more important demands on my taxes than an ill thought-out and pointless scheme like this.

Thank you for your circular advising about the proposed 20 MPH speed limits for the area of York in which I live.

I wish to register my objection to this proposal on several grounds.

1). The estimated cost of rolling this programme out across York is £600,000 at a time when households are struggling to survive. Churches in Acomb, including the one I attend are now collecting food on a weekly basis to donate to the Acomb food bank. The York Council Tax has risen yet again despite valiant efforts from central government to encourage austerity to help reduce the overall burden of debt gripping our nation. The cost of this programme could be put to much better use if only we had a council that cared about people more than its own selfish ideology.

2). York City Police have registered their disapproval of this programme and have openly admitted it is unenforceable. At a meeting of residents last October in Woodthorpe Primary School Councillor Semlyn actually admitted that the speed limit was unenforceable. She went on to say "The hope is that some drivers will stick to 20 MPH and create tailbacks as other drivers will be unable to get past." How long will it take for some stupid driver to do something silly to get past and cause a serious accident?

I suspect the main beneficiary of the 20MPH scheme will be to enable the police to increase their crime detention figures and enable any officers behind in their arrest targets to make up the shortfall by catching a few honest hard working law abiding citizens, struggling to pay their mortgages and feed their families, who might inadvertently drive at 24 or maybe 26 MPH in perfectly safe conditions. A nice little earner for the treasury (£60 fines) and another family going short for no sensible reason whatsoever. Just Labour Party ideology and a complete lack of caring about the impact such ideology has on peoples lives.

3) Evidence from across Europe suggests that where similar schemes (20 MPH blanket areas) have been introduced the accident rate has increased. In our own country Department of Transport figures show that in 2011 there were 2,262 injuries on roads with a 20MPH limit – up 24% on 2010 before the 20MPH limits were introduced.

4) In Woodthorpe the main through road changes its name four times starting as Moorcroft Road, becoming Acorn way, Ryecroft and then Grassholme. One long road around the estate and this is a bus route. Do you really expect the buses to do 20 MPH? First York will have to re-write the timetables. If we are to be saddled with this silly idea then surely the Moorcroft Road/Acorn Way/Ryecroft/Grassholme through road should be exempt.

One last thing. Please could I ask you some questions.

Is this a genuine consultation or is the final decision a fait accompli?

Does the council really care what people think?

Have they noticed the signatures on the e petitions?

Will we be given details of how many people responded and how many were in favour/against?

Will the council take any notice?

When is the next local election in York???

Re: the York speed limit (amendment) (no 11/4) order 2013

Dear Mr Wood,

I would like to protest in the strongest terms about the plan to introduce blanket 20mph limits. My objections are aimed at the consultation for the plan in the Woodthorpe area, but also apply more widely to the entire scheme. I am primarily a cyclist (in the sense that I cycle to my office most days – a 10 mile round trip – and cycle for leisure) but in common with most cyclists, I also drive (lift sharing when working at remote work sites, driving to work when the weather is too poor to cycle, etc).

It is not clear what the plan is intended to achieve. The reasons given are confused, confusing and vague.

A good proportion of the proposed 20mph area is made up of narrow residential roads with parked cars where it is nearly impossible to achieve 20mph as things stand. It also includes a number of residential roads (Grassholme/Moorcroft Road/Ashbourne Way etc) that are extremely wide and therefore safe (in fact some of the widest I have ever seen in a residential area), where 30 is an entirely appropriate speed.

It is sometimes stated that the scheme is about safety, yet no actual evidence is ever put forward, presumably because there is no evidence other than a 'gut reaction' that lower speed is safer. In the absence of proper evidence and studies, it is quite possible that the changes will have unintended consequences that make the roads less safe such as loss of attention from drivers and pedestrians taking more risks. Particularly confused is the idea that this will encourage children to play in the road. Under no circumstances should parents be encouraging their children to play in the road, 20mph or not.

One of the sometimes stated aims is to tackle people who already break 30mph limits in residential areas. I can assure you that this is not a general problem in the Woodthorpe area. I am aware that my assertion is anecdotal, but I have driven and cycled in this area for several years and have never noticed a speeding problem.

It is also suggested that some people, such as the elderly and disabled, are discouraged from walking and cycling by the presence of 30mph limits and that a reduction of 10mph will lead to modal shift. The evidence for these statements is conspicuous by its absence. In fact, the elderly and disabled are far more dependent on cars and public transport than anyone else and they will face slower journeys as a result of this.

As cyclist, I am not at all convinced that my experience of the roads will be improved. It is a particularly unpleasant experience to be overtaken slowly by a motor vehicle; far better to have a car/van/bus/lorry overtake swiftly. I can envisage situations where the slow progress of a vehicle overtaking at 20mph rather than 30mph will lead to dangerous situations where the vehicle will be forced to move in sharply or pass too close to avoid oncoming traffic or where the cyclist will be forced to slow down to allow an overtaking vehicle to pull in. This will be particularly acute when the overtaking vehicle is a bus or HGV.

In a situation where York's roads are already congested, there is a danger that 20mph limits will increase that congestion. It will certainly increase the impression of 'clogged up' roads, particularly outside of peak hours, which will discourage potential cyclists especially. It will also slow down journey times and increase frustration for drivers. While some may see this as a desirable aim, I do not believe it is right to needlessly diminish the quality of life for other people just because you do not approve of their mode of transport. As the 20mph zone includes bus routes, it will also have a negative effect on public transport users who already have to put up with extremely slow journey times.

It is in any case unlikely 20mph limits will be adhered to. I believe that the figures show that only minimal reductions in speed have occurred elsewhere and I have seen no evidence that the newly-created South Bank area is having any effect. As always, motorists slow down in the high risk areas such as outside Bishopthorpe Road shops and blithely (and quite understandably in my opinion) ignore the new limits where it is safe to do so. One knock-on effect is that a huge number of people who would not normally break the law are now doing so and I worry that the 20mph limits may dilute the respect that most motorists formerly showed to the rules of the road. This is particularly acute for existing 20mph limits outside schools and other danger areas. These served to highlight specific dangers, but the effect will now be diluted by the blanket imposition of the new limits. A wide suburban street is far less dangerous than a school, yet both will now be 20mph.

It is especially galling that money is being spent on such an ill-thought out and seemingly pointless scheme when York roads are in such a poor state of repair. As a cyclist, one of the worst hazards I encounter on a daily basis are potholes. While these are a concern for motorists as well, the worst a motorist might expect is a repair bill. As a cyclist potholes are a very real danger. Not only can they cause dangerous wobbles or actually unseat you from your bike but navigating around potholes or dealing with riding over potholes robs precious concentration that should be spent on the surrounding traffic. Many times I have had to delay or avoid giving a shoulder check because of an area of broken road ahead that demands my attention. This is not a trivial issue - potholes are potential killers for cyclists! [Incidentally I would be happy to do an audit of my commute to work and highlight the worst areas. Many of them are on the COYC recommended cycle routes.]

I am aware that the budget for the 20mph zones is supposed to be relatively low, but once you add together the cost of the signage, the road painting, the consultations, the planning and the time of councillors and officials involved, the cost still adds up. Real repairs and improvements to the cycle routes and roads could be achieved with that money. Instead it is being wasted on what appears to be solely an ideologically driven scheme.

In summary:

- The scheme seems designed to tackle problems that either don't exist or are vague and unsubstantiated
- There may be unintended consequences that may lead to more road accidents, such as inattentiveness from pedestrians/cyclists/motorists
- It is highly unlikely motorists will obey the new limits in places where it appears safe to do 30mph and this dilutes the respect that most motorists currently show for the rules of the road, especially diminishing the effect of existing hazard-related 20mph limits
- 20mph limits will be unpleasant for cyclists and may create dangerous situations that did not exist with 30mph limits when motor vehicles overtake
- The new limits will exacerbate existing congestion and will have a negative effect on the quality of life of people who drive for no good reason
- The expense involved would be better off spent on genuine highway improvement, such as tackling potholes at the edge of roads where cyclists are particularly at risk

Ref: 20mph speed limit – Dringhouses – Public Safety

I would like to comment on the proposed imposition of a 20mph speed limit on the Dringthorpe /Middlethorpe estate in Dringhouses, York, as part of a road safety campaign.

I have been associated with the above property for over 50 years. Never over that period of time have I been aware of a concern with speeding vehicles on the estate. The estate is enclosed and there is no through traffic, so all vehicles either start or finish their journey on the estate. There are no schools in the proximity with the associated presence of small children. Over the years the increasing presence of vehicle on street parking, requires a careful and considerate approach from all drivers who wish to negotiate the increasingly congested streets.

At a time of financial austerity I find this proposed unnecessary 20mph speed limit to be a senseless waste of public expenditure. The council tax in York continues to rise despite appeals from the national coalition government for restraint. Even if the ridiculous traffic calming surface humps deployed on other estates in York are avoided at Dringthorpe, I regard the 20mph signage as unwelcomed street clutter and an unnecessary expense.

Before the imposition of traffic regulations, regard should be given as to how they will be enforced in order to avoid unenforceable regulations falling into disrepute. Deployment of cameras will be even more cost. Deployment of traffic police will be another impost upon a scarce resource, who surely have more pressing tasks.

If safety of the community is a concern then thought should be given to the number of dogs that are transported on to the estate to exercise their bowels on the Knavesmire. The bagging of dog waste unfortunately does not always result in owners depositing the offending material in the bins provided. Plastic bags containing dog waste are a regular sight to anyone walking the perimeter path of the Knavesmire. I congratulate the workers of the York Racecourse committee who performed an absolutely heroic task removing dog mess in order to prepare the Knavesmire for the recent race meetings.

Dog licences were issued 50 years ago at 7shillings and 6pence to fund control of dogs. Surely in times of austerity dog owners often with multiple animals should be expected to pay for the services they consume. A dog collar with annual coloured disc costing £25 would go some way to funding the council services provided for dog owners. (A similar one for feral cats costing £15 would also reduce the fouling of neighbours gardens and protect endangered wildlife). All vehicles not displaying a current tax disc in a public space are currently impounded. The same should happen to unlicensed dogs.

I submit these thoughts to be included in your requested consultation.

RE: PROPOSED 20MPH SPEED LIMIT - WEST OF CENTRAL YORK.

I refer to the above document recently pushed through my letter box.

I have never had any wish to get involved in Local Authority Politics but your proposals have annoyed me so much that I feel I must make you aware of my views which I believe will be shared by many other residents in the area.

How are you going to enforce 20mph limits when you cannot even enforce the current 30mph limit. I have lived at the above address for over 26 years and since the opening of the York College, the Askham Bar Park and Ride and Tesco, Moor Lane has become a race track. Periodic speed checks by the police do nothing to deter motorists (many of them being young college students) from travelling at up to 60mph and more along this road and the problem continues to a lesser extent down Alness Drive.

If you want to improve the environment in this area then I suggest you start by installing speed bumps/other traffic calming measures along the length of Moor Lane (up to the 40mph limit) and along part of Alness Drive. This action would have no adverse affect on traffic movement/journey times but would vastly reduce CO2 and noise pollution.

Your website states and I quote “Good motorists already drive considerably past schools and in residential areas” unquote and this is my point. You are using a sledgehammer to crack a nut. The majority of the internal estate’s roads do not have a speeding issue and those that have will not be solved by a 20mph limit because those drivers who are not “good motorists” and who already ignore the 30mph limit will certainly take little notice of a 20mph limit.

In summary, I agree that a 20mph limit **and traffic calming measures** are appropriate in certain areas but I believe blanket limits will just bring the whole initiative into disrepute and will be ignored by a sizeable minority of people who have little regard for any limits and people’s welfare anyway.

In closing, I would appreciate some response from you with regard to the Moor Lane/Alness Drive issue. This problem is only going to get worse and if you are serious about “improving the quality of life for the local community” (your words, not mine!) then you need to be taking action on this problem before you start wasting **my** money on **your** 20mph proposals.

Dear Sir,

Having read the proposal to introduce a 20mph area around Foxwood and Woodthorpe I felt I had to object to this being introduced.

Firstly we are supposed to be in a recession and saving money, how much has this ridiculous idea cost already? I’ve already seen what a waste of money it has been on Grange Street area just off Fishergate. Nobody could physically get above 20mph before the scheme was introduced because of narrow streets and parked cars etc, what happened to common sense?

Secondly, after it has been introduced into the Foxwood/Woodthorpe area there is nobody to enforce it. I travel all over the city everyday including the South Bank area and have never seen anyone enforcing Bishopthorpe Road.

This idea is supposed to make York safer? The only people who will travel at 20mph are those that already stick to the 30mph, those that speed with 30mph limits are going to ignore 20mph limits as well.

I would like to ask the following questions and also make some comments about the proposed 20mph speed limits in our area, West of Central York, -

How can you know that the majority of people want this proposal when we haven’t had a chance to vote about it? (Wouldn’t that have been the democratic thing to do?)

How many serious injuries/deaths have occurred in this area over the last 10 years? (Have the roads in our area been proved to be particularly dangerous?)

How will it be enforced? (This proposal appears to be useless unless the police are able to catch speeding motorists and at the moment they do not have sufficient resources to enforce the 30mph speed limits.)

How can it not mean a lot more road signs at a time when we are trying to cut down on street clutter? (This already seems to have happened in the South Bank area as you go from 30mph to 20mph and back to 30mph in a very short stretch of road)

How much will it all cost to implement? (Bearing in mind the cutbacks that have to be made at the moment and much more serious issues on which this money could be spent)

From my own experience there have been several occasions when I've observed the speed limit going over speed humps and yet been overtaken which is obviously very dangerous and more likely to cause an accident. This 20mph proposal will make no difference to the minority who are irresponsible drivers. What I think is needed to make our roads safer is to crack down hard on the minority of dangerous drivers with large fines and disqualification to give out a clear message and deterrent.

Most residential streets have so many parked cars and other obstructions that it is rare to be able to travel over 20mph anyway.

I look forward to hearing your response.

Dear Sir,

Most people like yourself travel to work once and travel home once, for the majority of car or small van drivers like me the proposed 20mph speed limits will be an annoyance and add time to our frequent cross York journeys.

Your whole attitude to York as a cycle city is misguided as you are forgetting the tradesman the workingman.

As plumbers in York for four generations and as a self employed GasSafe registered service and heating engineer I unlike the majority of people make my living travelling throughout York, north to south and east to west or a mixture of both servicing, repairing and installing new High Efficiency gas boilers we are the heart blood of York that keep everything running, not sat at a desk all day.

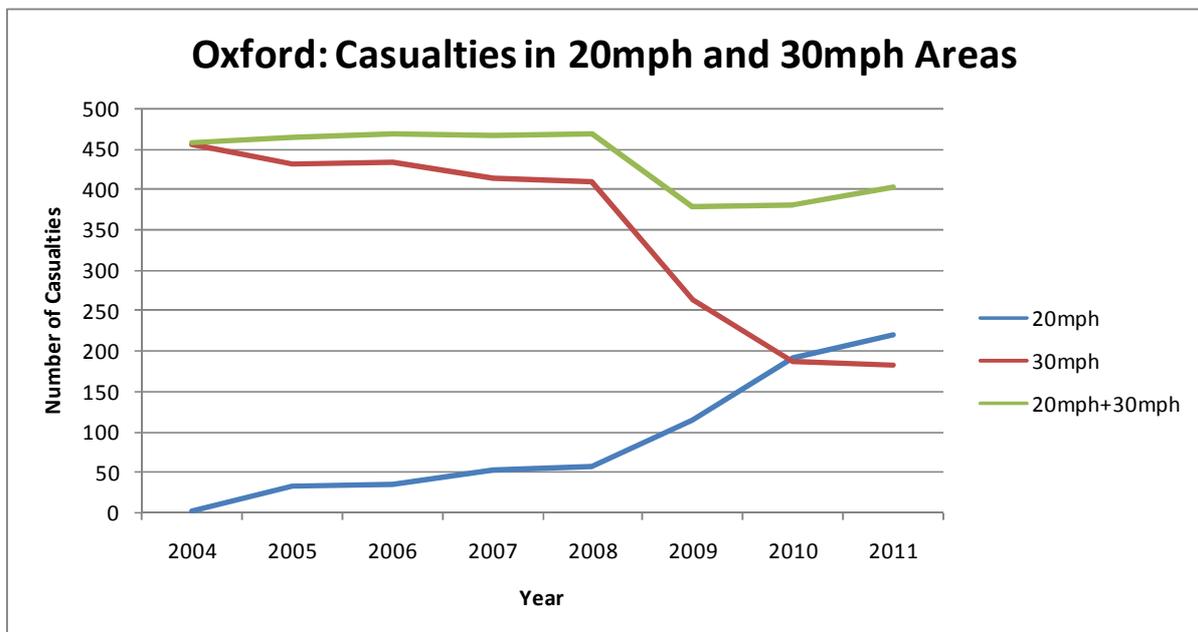
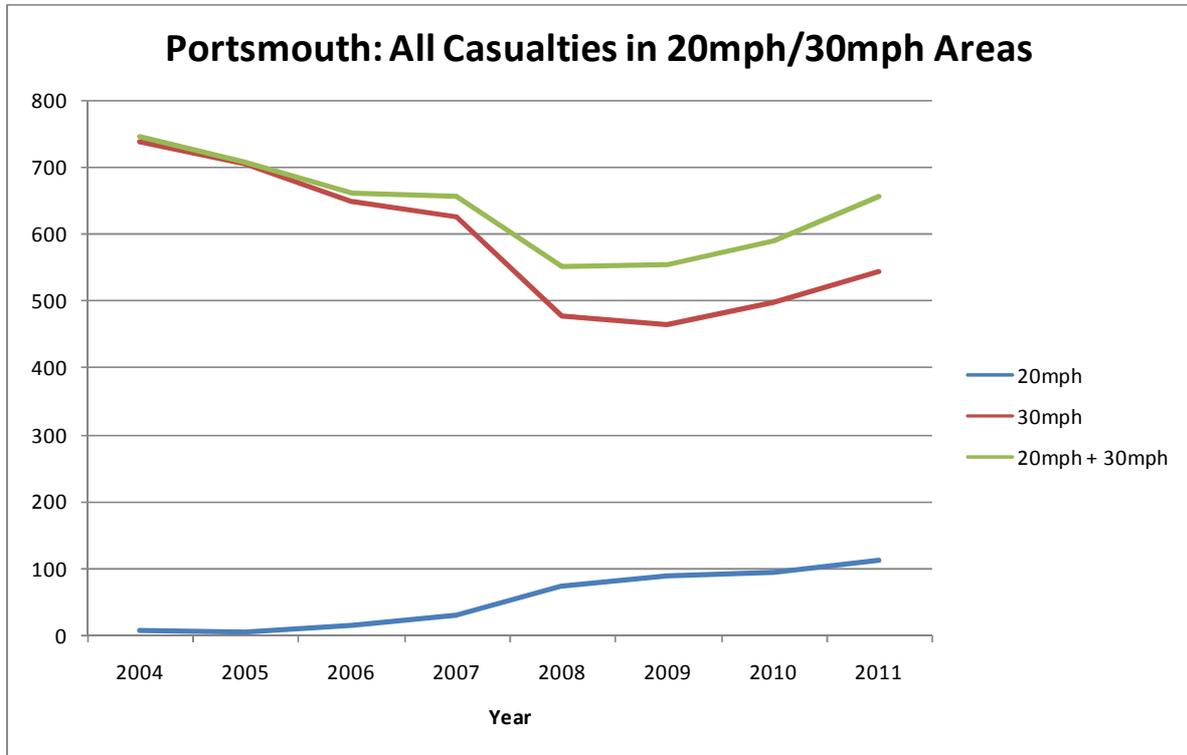
We need the main roads of York to be free and remain at 30mph. Your proposals make my journey times longer for my criss-cross routes of my daily routine. If my journey times are longer between jobs I will have to put my prices up to my residents of York.

If these proposals are successful and inevitably, as York seems to be run by the un-elected "Cycle Lobby" then you must accept that you have forgotten the workingman the blood of our great city.

Sir I truly do understand that this lobby has a loud voice within York City Council and its elected councillors but the "Cycle Lobby" wishes are not representative of the majority of weekend cyclists like my wife and I who vote for our elected councillors, the safety issues are overestimated.

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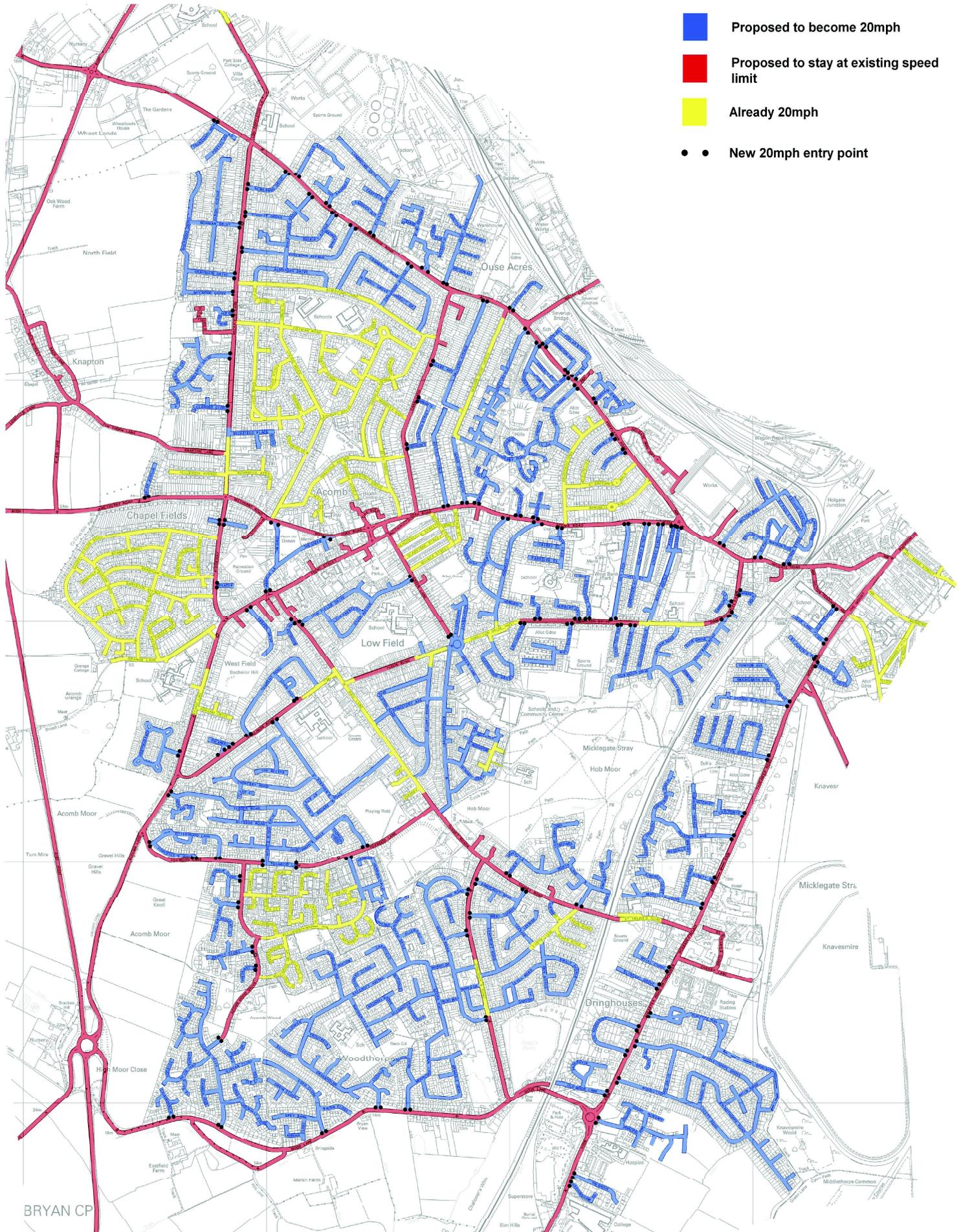
Annex Two: Casualty Data from Oxford and Portsmouth.



Date sourced from: MAST online. www.roadsafetyanalysis.org

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West of York 20mph Proposals



- Proposed to become 20mph
- Proposed to stay at existing speed limit
- Already 20mph
- New 20mph entry point

email: 20mph@york.gov.uk
 twitter: [@york20mph](https://twitter.com/york20mph)
 facebook: [york20mph](https://www.facebook.com/york20mph)

www.york20mph.org



www.york.gov.uk/20mph



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DECISION SESSION – CABINET MEMBER FOR TRANSPORT, PLANNING & SUSTAINABILITY.

Friday 19th July 2013

Extract from Annex of Additional Comments received from Members and the Public since the agenda was published.

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
5	20mph Speed Limit	Mrs S Galloway	<p>I wish to record my objection to the implementation of the above on the following grounds please:-</p> <ol style="list-style-type: none"> 1. Accident reports clearly show that the impositions of a 20 mph speed limit on all roads in the West of York are totally unnecessary. 2. The limit does not apply to those roads which have the highest accident rates. 3. The £600k that this exercise is going to cost is disproportionate and should not be entertained when the Council is in financial difficulties. 4. The money would be better used on maintaining roads and pavements and would be a better justification to avoid trips and falls and subsequent claims on the Council and indeed treatment on the NHS. 5. The cul de sac in which I live has seen no accidents in over 40 years and indeed it is difficult to reach even 10 mph due to the layout of the street and the number of parked cars. 6. The local Foxwood Residents Association have never received a request for the lowering of speed limits in the last ten years. 7. There will be extra street clutter at a time when Reinvigorate York is supposed to be removing such clutter. Perhaps this only relates to the areas on which tourists gaze and frequent.

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
			<p>8. The campaign is politically motivated and unenforceable. Mrs S Galloway</p>
5	20 MPH Speed Limits	Mr S Galloway	<p>I wish to make the following formal representation on Agenda Item 5. I also attached a copy of the representation that I made when the draft Traffic Order was advertised. I would wish to reiterate the points made in that letter and, in addition, to refer to two aspects of the officer report which are causing deep concern in west York.</p> <p>Specifically, additional evidence has emerged that, in several of those Cities which have introduced wide area 20 mph speed limits, there has been an increase in the total number of accidents recorded (on roads with either a 20 or 30 mph speed limit).</p> <p>This is the case in both Portsmouth and Oxford.</p> <p>While such statistics may appear to be perverse, they cannot be ignored by a responsible authority. There must be a greater understanding of why this has situation has arisen.</p> <p>Given that £600,000 can only be invested once, it does seem to me that it would be right to pause at this point in the process. If the Council allowed 18 months and then reviewed the pre and post 20 mph accident statistics for the South Bank area, that would provide more robust basis on which to make future decisions.</p> <p>In the meantime, the Council would be praised if it concentrated its resources on those roads which have a high accident potential.</p> <p>Many will also be concerned about the opinion survey responses from Bristol which suggest that most do not</p>

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
			<p>believe that the 20 mph speed limit there has reduced speeding problems. In some ways this mirrors local opinion which is firmly of the view that the streets, targeted for revised limits, by and large have neither a speeding or accident problem.</p> <p>I hope that you will adopt a diplomatic approach and pull back from the brink on this issue. The scale of public mistrust of wide area 20 mph schemes is such that any hope of developing “soft” measures which engage the local community in supporting an anti speeding culture are doomed to meet a cynical and hostile response. Some are even talking about taking direct action in opposition to your plans.</p> <p>Please take more time to convince people of your case.</p> <p>Yours sincerely, Steve Galloway</p> <p><i>(additional documents referred to are attached to the online agenda following this comments annex)</i></p>
5	20mph Speed Limits	Janice & Brian Mountford	<p>Dear City Of York Councillors,</p> <p>Please think again about your decision to commit hundreds of thousands of pounds of tax payers money to put up 20 mph signs in West York. The scheme is unenforceable and therefore a complete waste of money. Better to target known speeding hot spots.</p> <p>Reports from other parts of the Country suggest that rather than reducing accidents, a 20 mph limit, increases them! Noise levels and pollution will increase as most vehicles cannot get out of 3rd gear at 20 mph, resulting in higher engine revs than at 30mph. Have you not got a report on this from the motoring organisations?</p> <p>Think again; wait until the South Bank experiment has</p>

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
			<p>been reported on. Yours Faithfully, Janice and Brian Mountford, Moor Lane (otherwise known as York College Race Track)</p>
5	20mph Speed Limits	Mrs L Wood, Local Resident.	<p>I am a Woodthorpe resident and I object for several reasons:</p> <ol style="list-style-type: none"> 1. In the current economic climate, where the Council are cutting vital services to the community, I think it is a complete waste of money and resources. I am sure that the money is better spent on Libraries, for example, rather than on more unnecessary road clutter and signage. 2. The proposal will not help to reduce accidents as the main roads where speeding is a problem have not been included in these plans. The only roads where you can get any speed up will remain at 30mph, such as Moor Lane and Acomb Wood Drive, while the smaller roads where the vast majority of people exercise self restraint and drive at a speed nearer 20mph anyway, are the ones being targeted. 3. I wonder how reliable the evidence is for road accidents that has been used to support this proposal. The '20s Plenty' website has a map of road casualties, but I notice that this includes 3 in the middle of Askham Bog where no cars are driven and the biggest accident black spot seems to be the Lakeside Holiday Centre on Moor Lane where there is a huge cluster of accidents but seeing as the general public has no access to this site, it seems rather harsh to impose speeding restrictions on the rest of the Ward based on a few careless holiday-makers.

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
			<p>3. Lastly I object to the Council's view that if you do not object in writing, then you are showing your support through your silence. This is not the case. Many people in the Woodthorpe Ward do not have access to computers or are elderly or disabled. We do not all read the York Press and have not all received leaflets about this through our door. How can it be classed as a proper consultation? People's apathy should not be taken as a sign of support, but it may be indicative of the view of 'what's the point as the Council won't listen anyway'.</p> <p>I am therefore voicing my objections as I do not wish to be branded as a silent 'supporter' of these proposals.</p> <p>Yours faithfully,</p> <p>Mrs L Wood.</p>

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