



PART B:	RECOMMENDATIONS TO COUNCIL
REPORT TO:	POLICY AND RESOURCES COMMITTEE
DATE:	19 MARCH 2020
REPORT OF THE:	PROGRAMME DIRECTOR OF ECONOMIC DEVELOPMENT, BUSINESS AND PARTNERSHIPS PHILLIP SPURR
TITLE OF REPORT:	RESPONSE TO MOTION TO COUNCIL AND CONSULTATION ON PROPOSED HCV RESTRICTION
WARDS AFFECTED:	DERWENT AND MALTON (DIRECTLY) NORTON EAST, NORTON WEST, & OTHER WARDS (INDIRECTLY)

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

- 1.1 To respond to a Motion to Council and to seek Members views on a related consultation by North Yorkshire County Council.

2.0 RECOMMENDATION(S)

- 2.1 It is recommended (to Council) that:

- (i) the Motion to Council proposed by Cllr Di Keal, seconded by Cllr Steve Mason, and referred to Policy and Resources Committee by Full Council on 27th February be **amended** (suggested amended text is set out in 6.11);
- (ii) Council approve the suggested response to the County Council's consultation proposing an experimental part-time prohibition of Heavy Commercial Vehicles (HCVs) on Highfield Road (as set out in 6.15).

3.0 REASON FOR RECOMMENDATION(S)

- 3.1 Joint working with the County Council on congestion issues in Malton and Norton has been on-going for a number of years. The County Council has recently committed to undertake project development work regarding a junction with the A64 at Musley Bank and officers are talking to County Council colleagues regarding the potential

development of options for a junction or slip roads with the A64 at Broughton Road.

- 3.2 On balance, the trialling of a part-time weight restriction on Highfield Road represents a pragmatic balance between mitigating the impacts of heavy vehicles on Highfield Road, at the most sensitive times of the day, whilst seeking to minimise the impacts resulting from displacement of HCVs via other routes – particularly through the Air Quality Management Area (AQMA).

4.0 SIGNIFICANT RISKS

- 4.1 There are no significant risks relating to working with the County Council in support of their project development work for junctions with the A64. The project development work will need to identify any specific environmental or climate change impacts of the proposals and any proposed mitigation, which will need to be fully assessed and considered before any decision to progress with such schemes is made.
- 4.2 The main risk associated with the prohibition of heavy vehicles on Highfield Road is the potential for displacement of these vehicles via Butcher Corner, with potential impacts upon air quality within the AQMA. It is considered that the part-time nature of the prohibition significantly mitigates this risk. As further mitigation, this report also proposes that the County Council works closely with businesses and their suppliers to encourage them to avoid the town centre during the periods when the prohibition is active.

5.0 POLICY CONTEXT AND CONSULTATION

- 5.1 Council Plan priorities:
- Sustainable Growth
 - Promoting a strong economy with thriving businesses and supporting infrastructure for future generations;
 - Managing the environment of Ryedale with partners.
 - Customers & Communities
 - Helping our partners to keep our communities safe and healthy.
- 5.2 Ryedale Economic Action Plan objective:
- A well connected economy:
 - fast reliable journeys to the key centres, transport that underpins growth, transport that connects employees and visitors to businesses.
- 5.3 Local air quality management (LAQM) forms a key part of the Government's strategies to ensure that national air quality objectives will be met in the UK. The LAQM process places an obligation on the Council to regularly review and assess air quality in the district, and to determine whether or not the air quality objectives are likely to be achieved. Where an exceedance is considered likely an Air Quality Management Area (AQMA) must be declared and an Air Quality Action Plan (AQAP) prepared, setting out the measures to be taken in pursuit of the objectives.
- 5.4 Following a detailed assessment in 2009, the Council concluded that declaration of an AQMA was necessary in parts of Malton because the annual mean concentration of

nitrogen dioxide exceeded the relevant air quality objective at various relevant receptor locations. Whilst no exceedances of the annual mean nitrogen dioxide objective have occurred within the Malton AQMA for the last three years, increases in queuing related to congestion at the level crossing are anticipated in line with the introduction of additional rail services in May 2020. Ryedale will continue to keep the AQMA under review until it can be demonstrated that compliant concentrations are stable over a sustained period.

- 5.5 This report includes details of a current consultation being undertaken by North Yorkshire County Council and seeks Members views on a response.

REPORT

6.0 REPORT DETAILS

Background

- 6.1 This report has been written in response to two separate matters, which nevertheless have overlapping subjects:
- Motion to Council proposed by Cllr Di Keal and seconded by Cllr Steve Mason (part of which calls for a ban on heavy vehicles using Highfield Road and therefore links to the item below); and
 - NYCC Consultation: Proposed Experimental Part-Time Prohibition of HCVs on Highfield Road, Malton.
- 6.2 Considerable joint working between RDC and NYCC on traffic and congestion issues in Malton & Norton has already taken place, including:
- Malton & Norton Infrastructure & Connectivity Study (completed)
 - Development of new Traffic Model for towns (completed)
 - Testing of various scenarios through traffic model (completed)
 - Local Cycling and Walking Investment Plan (Phase 1 nearing completion)
 - Development of Ryedale Car Parking Strategy, covering the whole District, including Malton & Norton (nearing completion)
- 6.3 Joint work continues to develop a range of interventions that were identified in the Malton & Norton Infrastructure and Connectivity report. Officers are planning to bring an update to Committee on progress to date, next steps, and potential resource implications early in the 2020/21 Committee cycle.

Motion to Council - submitted by Cllr Di Keal and Cllr Steve Mason

- 6.4 A Motion to Council was proposed by Cllr Di Keal and seconded by Cllr Steve Mason for consideration at Council on 20th February 2020, although the meeting was adjourned before consideration of the Motion and reconvened on 27th February. Prior to being considered, the proposer made amendments to the Motion and the amended version was referred to Policy and Resources Committee (see Appendix 1). It is this amended version of the Motion which is considered here.

6.5 The Motion contains two distinct elements – albeit both relating to traffic levels within the towns. The first element relates to a call for new junctions with the A64, whilst the second relates to a call for a ban on heavy vehicles using Highfield Road. The two elements are considered separately below.

6.6 Part 1 of the Motion to Council:

"In view of the continuing calls for west east access to the A64 from York Rd, we call upon Ryedale District Council to work with North Yorkshire County Council and the Highways Agency to deliver a roundabout at the Huttons Ambo junction on the A64 and slip roads on / off the A64 at the B1257 Broughton Road, to help alleviate the traffic congestion in Malton and Norton."

The roundabout would allow access to the A64 east from York Road, reducing the level of traffic, including HGVs, that have to pass through Malton and Norton to access the A64 and create east / west access at both ends of the Malton bypass."

6.7 Officers have discussed the Motion with colleagues at North Yorkshire County Council and would comment as follows:

- officers continue to work with colleagues at NYCC to stress the case for additional all-direction movement junctions on the A64 around Malton and to make the case for such projects with the LEP for inclusion in their 'pipeline' of projects;
- NYCC have recently committed to develop proposals for an all movements junction with the A64 at Musley Bank;
- NYCC intend to develop these proposals to a stage whereby bids for funding such junctions could be submitted to Government at short notice;
- officers are in discussions with colleagues at NYCC regarding the investigation of options for an A64 junction with Broughton Road;
- this on-going work is part of a much wider package of measures aimed at reducing town centre congestion in Malton and Norton that the District and County councils have been jointly developing;
- the suggestion of a new roundabout at the Huttons Ambo junction is just one option for achieving the aims of a junction that supports all-direction movements: Members may not wish to exclude other options from consideration at this stage;
- County Council colleagues have indicated that they will happily work with Highways England should they wish to develop such a scheme;
- however, notwithstanding this, it is considered that such a roundabout is not likely to be the optimum solution to the lack of turning movements at Musley Bank, as it will introduce delays to through-traffic on the A64 (potentially exacerbating the existing 'bottleneck' at the western end of the Malton bypass) and a potential accident risk;
- additionally, the costs of such a roundabout are unlikely to be significantly lower than the costs of introducing new slip roads at Musley Bank (a length of new two-way link road would be required between the proposed roundabout and York Road);
- Ryedale District Council and North Yorkshire County Council continue to work together to identify opportunities for funding such projects – and will apply for funding as appropriate.

- 6.8 *Part 2 of the Motion to Council:*
"Furthermore, with the concern widely expressed for the safety of children and parents accessing Malton County Primary School and St Mary's RC School on Highfield Lane, Malton, thereafter, we call upon RDC to support an HGV ban between Peasey Hill Road junction and Hawthorn Avenue"
- 6.9 This Motion was submitted to Council prior to the NYCC consultation (detailed below), proposing an experimental part-time prohibition on HCVs using Highfield Road for set times of the day, was issued. The situation has therefore moved on since the Motion was submitted.
- 6.10 Officers would comment as follows:
- implementation of a full-time ban on heavy vehicles using Highfield Road in advance of the above A64 junctions being implemented is likely to result in significant displacement of heavy vehicles via Butcher Corner, with an adverse impact upon air quality within the Malton Air Quality Management Area. As such this would not be recommended at this stage;
 - the inclusion of the word "thereafter" in the Motion, however, is taken to mean that the Motion is calling for a heavy vehicle ban *only once the roundabout on the A64 at Buttons Ambo junction and slip roads from Broughton Road (called for in Part 1 of the Motion) have been delivered;*
 - in this case officers consider that a full-time ban on heavy vehicles using Highfield Road could potentially be adopted without having significant negative impacts elsewhere on the road network, or on the Air Quality Management Area, as long as suitable alternative routes are in place;
 - this conclusion would likely be dependant upon any A64 / Musley Bank junction supporting 'all-direction movements' and would also be dependant on the scope or extent of any A64 / Broughton Road junction;
 - if the designs of such junction/s did not support all-direction movements junctions then there may still be scope for a heavy vehicle ban to have knock on implications elsewhere on the local road network – including within the Air Quality Management Area;
 - it may therefore be prudent to await the outcomes of NYCC's project development work on A64 junction/s, and consideration of how the town's internal highway network is likely to perform once these junctions have been implemented, before committing to support a full-time ban on heavy vehicles using Highfield Road;
 - ultimately the decision regarding whether to implement any weight restrictions lies with NYCC.

Motion to Council – Conclusion

- 6.11 Given the above points, officers consider that it may be appropriate to amend the proposed Motion to Council in such a way that supports the principles of the Motion, without being quite as prescriptive (in terms of the type of desired junction) and that recognises the work that is already underway. A suggested amended version is set out below for Members' consideration:

Part 1 - In relation to A64 junctions:

"The Council welcomes the commitment from North Yorkshire County Council to

undertake work to develop proposals for a junction that allows for all-direction movements between York Road and the A64, near the western end of the Malton Bypass. It is understood that the intention is to develop proposals to a stage whereby bids for funding the junction could be submitted at short notice.

Further, officers will continue discussions with colleagues at North Yorkshire County Council with the aim of identifying options and developing proposals for a junction or slip roads between Broughton Road and the A64."

Part 2 - In relation to proposed ban on heavy vehicles:

"At this stage a full prohibition on heavy vehicles using Highfield Road is likely to have an unacceptable negative impact on air quality within the Malton Air Quality Management Area.

The Council will consider calling for the introduction of such a prohibition once detailed schemes for A64 junctions have been developed, their implications for the internal highway network have been assessed, and implementation is due to go ahead.

In the mean-time, the District Council welcomes the proposed experimental part-time HCV prohibition on Highfield Road (subject to NYCC seeking to minimise the potential for HCVs to simply divert via the AQMA)"

NYCC Consultation: Proposed Experimental Part-Time Prohibition of Heavy Commercial Vehicles, Highfield Road Malton

- 6.12 A consultation letter and associated plan was received from NYCC on 27 February 2020 (see Appendix 2a and 2b) setting out details of a proposed experimental part-time restriction on HCVs along part of Highfield Road (and adjoining residential streets). The proposal is in response to safety concerns expressed by residents and local Councillors regarding the number of heavy vehicles passing two primary schools, particularly since the weight restriction was imposed on the level crossing between Malton and Norton, which, inevitably, led to some displacement of heavy vehicles along Highfield Road.
- 6.13 In the normal course of events, officers would coordinate across the various relevant teams and submit a response without referring back to Members, however, given the crossover of this issue with the second element of the above Motion to Council, it was considered more appropriate for the proposed response to be included within this report, alongside consideration of the above Motion to Council, to seek a Member perspective.
- 6.14 A request for an extension to the consultation deadline until 3rd April has been made and agreed by colleagues at NYCC. This should give time for the matter to be considered by Policy and Resources Committee on 19th March followed by Council on 2nd April.
- 6.15 Officers seek Members' views on the following suggested response to the consultation:

"As a consequence of a number of factors (including a constrained historic road network, traffic congestion, air quality issues and the declaration of Malton Air Quality Management Area (AQMA), the limited access points onto and off the A64 and the need to access Showfield Lane industrial estate) there are no quick

and easy solutions to concerns relating to heavy vehicles passing through residential areas and past the primary schools on Highfield Road.

The ideal long-term solution is to develop additional access points onto and off the A64 at Musley Bank and Broughton Road in order to minimise the need for such through-traffic and Ryedale District Council are fully supportive of the work being undertaken to develop these proposals.

Introducing restrictions on HCVs using Highfield Road will displace such traffic onto other routes. The part-time nature of the proposed experimental prohibition will go a significant way to mitigating such displacement.

Although the letter refers to the proposed prohibition being "...operative during school start and finish times...", it is not clear whether this means the prohibition would be in force everyday of the week; from Monday to Friday every week; or from Monday to Friday during term-times only.

- ***Ideally the Council would prefer the latter, in order to minimise unnecessary displacement of HCVs via the AQMA, but if this is not practical then the prohibition should only be in place from Monday to Friday.***

The potential for heavy vehicles to seek to follow inappropriate alternative routes during the prohibited times (e.g. Peasey Hills Road, Wentworth Street or Greengate) could exacerbate issues elsewhere within the town.

- ***Careful consideration of signage, both on affected routes and on potential alternative routes, is needed to avoid such issues occurring when the prohibition is effective.***

The most likely alternative route for HCVs is for them to redirect via Butcher Corner (within the AQMA), however, directing additional heavy vehicles via this route is clearly a sensitive matter.

- ***Ryedale District Council would not wish to see significant levels of HCV traffic diverting via the AQMA and so would encourage NYCC to work with affected businesses and their suppliers to minimise such displacement (e.g. by encouraging their HCV drivers to avoid the town centre during the affected times wherever possible).***

On balance, and subject to NYCC seeking to address the matters highlighted in bold (above), Ryedale District Council welcomes the proposal for an experimental part-time prohibition of HCVs on Highfield Road (including part of Pasture Lane).

The Council considers that (as an interim measure, prior to additional access points with the A64 being delivered) this represents a pragmatic balance between mitigating the impacts of heavy vehicles on Highfield Road, at the most sensitive times (i.e. during school start and finish times), whilst seeking to minimise impacts resulting from displacement of HCVs via other routes – particularly through the AQMA. The experimental nature of the proposal means that, should the restriction lead to adverse impacts elsewhere, then the restriction could be reconsidered."

7.0 IMPLICATIONS

7.1 The following implications have been identified:

a) Financial

There are no financial implications for the District Council.

b) Legal

The Council has a duty to fulfil its obligations under Part IV of the Environment Act 1995 Local Air Quality Management and continues to meet these obligations through the work set out in 5.4 (above).

c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental and Climate Change, Crime & Disorder)

There are potential health and safety benefits of a prohibition of HCVs on Highfield Road during the periods of school arrivals and departures. There are also corresponding potential dis-benefits on the routes via which traffic might be displaced, including adverse impacts upon air quality. The County Council has already sought to mitigate this by proposing a part-time prohibition which will only be operational during normal school arrival and departure times. A further mitigation could be for the County Council to work closely with businesses and suppliers to encourage them to avoid the town centre during the periods when the prohibition is effective, as outlined elsewhere in this report.

Phillip Spurr

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Background Papers:

Include any referenced papers

Background Papers are available for inspection at:

[Malton and Norton Infrastructure and Connectivity Report](#)

[Malton Air Quality Management Area – Action Plan and Annual Status Reports](#)

Appendix 1 – Motion to Council

"In view of the continuing calls for west east access to the A64 from York Rd, we call on Ryedale District Council to work with North Yorkshire County Council and the Highways Agency to deliver a roundabout at the Huttons Ambo junction on the A64 and slip roads on / off the A64 at the B1257 Broughton Road, to help alleviate the traffic congestion levels in Malton and Norton.

The roundabout would allow access to the A64 east from York Road, reducing the level of traffic, including HGVs, that have to pass through Malton and Norton to access the A64 and create east / west access at both ends of the Malton bypass.

Furthermore, with the concern widely expressed for the safety of children and parents accessing Malton County Primary School and St Mary's RC School on Highfield Lane, Malton, thereafter, we call on Ryedale District Council to support a HGV ban between the Peasey Hill Road junction and Hawthorn Avenue."

Delete para 4

Proposed by Cllr Di Keal
Seconded by Cllr Steve Mason

[NB Underlined text denotes alterations from Motion to Council as originally submitted]

Appendix 2a – NYCC Consultation Letter



Our Ref: 4/60/CEXHCV1

27 February 2020

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Dear Sir/Madam

CONSULTATION: PROPOSED EXPERIMENTAL PART-TIME PROHIBITION OF HEAVY COMMERCIAL VEHICLES, HIGHFIELD ROAD, MALTON

Please find attached a plan showing proposed experimental part-time Prohibition of Heavy Commercial Vehicles (HCVs) on Highfield Road (including part of Pasture Lane and the side roads only accessible off Highfield Road) in Malton.

Since the implementation of the Prohibition of HCVs on the level crossing in Norton-on-Derwent there have been concerns raised over large vehicles using Highfield Road which is predominantly residential with two primary schools. The proposal is to introduce an experimental Prohibition of HCVs which would be operative during school start and finish times, between 8:30 and 9:00 am and 2:45 and 3:45 pm. The experiment could remain in place for up to eighteen months before it would need to be removed or made permanent.

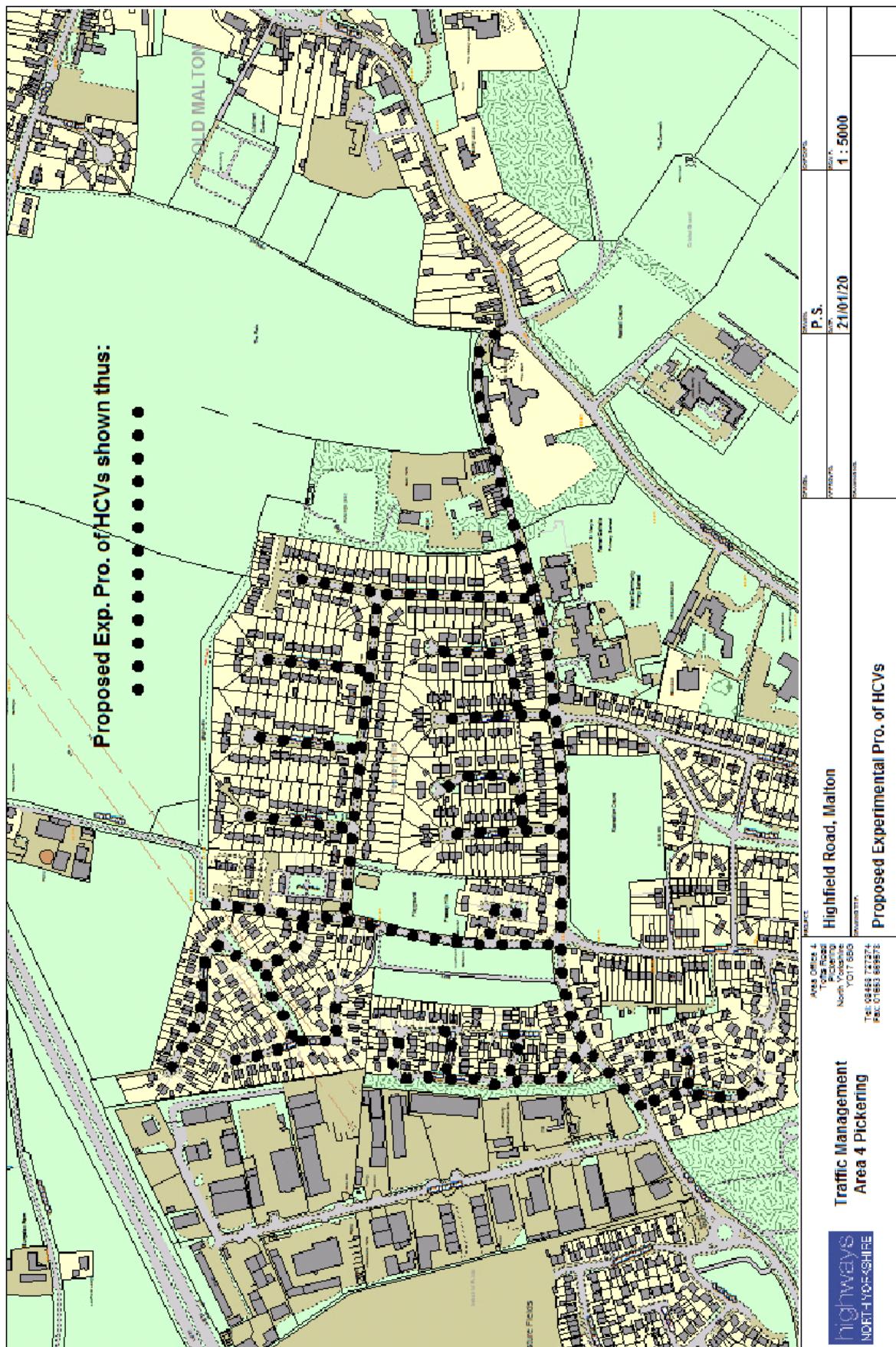
To enable the proposal to be progressed I would be grateful to receive your comments in writing within 28 days.

Yours faithfully

Philip Sharp

Philip Sharp
Project Engineer

Appendix 2b – NYCC Consultation Plan



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