Notice of a public meeting of

Decision Session - Executive Member for Economy and Transport

To: Councillor Kilbane

Date: Tuesday, 12 March 2024

Time: 10.00 am

Venue: The George Hudson Board Room - 1st Floor West Offices (F045)

AGENDA

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democratic Services by **4:00 pm on Tuesday 19 March 2024**

*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent, which are not subject to the call-in provisions. Any called in items will be considered by the Corporate Services, Climate Change and Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00 pm on Friday 8 March 2024**.

1. Declarations of Interest (Pages 1 - 2)

At this point in the meeting, the Executive Member is asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

[Please see attached sheet for further guidance for Members].

2. Minutes (Pages 3 - 6)

To approve and sign the minutes of the Decision Session held on 20 February 2024.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee.

Please note that our registration deadlines have changed to 2 working days before the meeting. The deadline for registering at this meeting is at **5.00pm on Friday 8 March 2024.**

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill out an online registration form. If you have any questions about the registration form or the meeting please contact the Democracy Officer for the meeting whose details can be found at the foot of the agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this public meeting will be webcast including any registered public speakers who have given their permission. The public meeting can be viewed on demand at www.york.gov.uk/webcasts.

4. **Active Travel Programme - Badger Hill Scheme** (Pages 7 - 108)
   As part of the Active Travel Programme, feasibility work has been completed for the 'Badger Hill Active Travel Scheme'. This report presents the proposed scheme and seeks a decision to progress to detailed design and delivery.

5. **Access Control Barrier Review** (Pages 109 - 184)
   This report summarises the findings of the Access Control Barrier Review which was undertaken in 2023 by Transport Initiatives on behalf of the Council.

6. **Bishopthorpe Bridge Options** (Pages 185 - 216)
   This report considers the long term options for the Bridge in response to the concerns received from haulage companies and the residents in the area with regards to the recent introduction of Temporary Traffic Regulation Order on the Bridge.

7. **Response to the petition to "Pedestrianise Fossgate"** (Pages 217 - 248)
   The report considers the changes proposed in the petition and whether it would be possible to achieve the aims stated in the petition by implementing these changes or other possible options.

8. **Urgent Business**
   Any other business which the Executive Member considers urgent under the Local Government Act 1972.

Democracy Officer: Ben Jewitt
Telephone No - 01904 553073
Email - benjamin.jewitt@york.gov.uk

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

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

- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 **(Cantonese)**

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। **(Bengali)**

Ta informacja może być dostarczona w twoim własnym języku. **(Polish)**

Bu bilgiyi kendi dilinizde almanız mümkündür. **(Turkish)**

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ **(Urdu)**

☎ **(01904) 551550**

Agenda Item 1

Declarations of Interest – guidance for Members

(1) Members must consider their interests, and act according to the following:

Type of Interest	**You must**
Disclosable Pecuniary Interests	Disclose the interest, not participate in the discussion or vote, and leave the meeting unless you have a dispensation.
Other Registrable Interests (Directly Related) **OR** Non-Registrable Interests (Directly Related)	Disclose the interest; speak on the item only if the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting unless you have a dispensation.
Other Registrable Interests (Affects) **OR** Non-Registrable Interests (Affects)	Disclose the interest; remain in the meeting, participate and vote unless the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest. In which case, speak on the item only if the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting unless you have a dispensation.

(2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.

(3) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations,

and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.

City of York Council	Committee Minutes
Meeting	Decision Session - Executive Member for Economy and Transport
Date	20 February 2024
Present	Councillor Kilbane (Executive Member)
In attendance	James Gilchrist – Director of Environment, Transport and Planning Graham Titchener – Head of Parking Services Kathryn Daly – Head of City Development, Regeneration and Economy David Warburton – Head of Regeneration

36. Declarations of Interest (10:01am)

The Executive Member was asked 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 might have in respect of the business on the agenda. None were declared.

37. Minutes (10:02am)

Resolved: That the minutes of the Decision Session held on 16 January 2024 be approved and signed by the Executive Member as a correct record.

38. Public Participation (10:02am)

It was reported that there had been 5 registrations to speak at the session under the Council's Public Participation Scheme.

Councillor Warters commented on agenda item 4 noting that the public consultation had indicated 73.58% respondents did not support moving to cashless payment only. He felt that this consultation was meaningless if such a response did not lead to a change of strategy. He also raised concern that the removal of a cash option presented potential accessibility issues for groups such as the elderly and could contribute to bank closures through lack of use. Councillor Warters also reminded the executive member that he had previously raised the issue of potholes and he felt these were still not being prioritised.

Flick Williams spoke on agenda item 4; she raised concerns regarding digital exclusion and the vulnerabilities of data sharing. She raised concern that a complete reliance on cashless payment would leave a single point of failure, should the network connection go down. She also suggested that the "Pay on exit" scheme was problematic and could inadvertently exclude certain groups with disabilities who are not blue badge holders.

Zenia Chapman spoke on item 5; noting that while public consultation has taken place, phase 2 still risked repeating the mistakes of phase 1. She felt that no meaningful change had been planned for the scheme and a lot of highways related elements were included, meaning it was not a true regeneration. In her view, items had been slipped into scope that should be covered by other budgets (such as potholes).

Heather Marsden spoke on item 5 on behalf of the Greater Acomb Community Forum. She stated that the forum wanted more trees and plants on Front Street. She advised that while there had been consultation regarding the bollards, hardly anyone within the community knew about this and they were keen to ensure future consultation was better publicised. She advised that the forum were working with Prof Kate Giles and Dr Jenny England from University of York, who had previously worked with York Civic Trust were at the decision session.

Councillor Waller spoke on item 5; he said that he was keen to see progress, noting in particular the need for high street improvement between The Regent and Gale Lane, and in particular improvements would be needed to the crossing by Morrisons, benches throughout the pedestrianised area and public toilets. He stated that the plans were promising and allowed flexibility to adapt and take further.

39. Cashless Parking Review (10:19am)

The Director of Transport, Environment and Planning and the Head of Parking Services presented the report.

The Director of Transport, Environment and Planning issued a correction to the report, confirming that paragraph 10 should read "The Executive Member is asked to review the report and the consultation results to inform decisions on *the following 3 items*" and not "the following 5 items" as stated.

He stated that while the report recommended removing the coin paytment option from car parks and on-street parking, Bootham Row and Castle car parks would retain cash payment as a concession to those who did not

wish to lose this option. He added that the report did not recommend expanding pay on exit.

The Executive Member noted that the prior Executive had committed to cashless payment, and the current Executive had put this to consultation. Responding to Councillor Warters point in Public Participation, the Executive Member stated that the decision that two car parks would now be retaining the cash option was the direct result of public feedback at the consultation stage.

The Executive Member noted that appropriate signage should be offered for the nearest coin payment location at all on-street parking locations, since coin payments here will no longer be available.

Resolved:

i. That the cashless parking consultation results contained with annexes B to P of the report be noted.

Reason: To ensure that decisions are informed by and give due regard to the views of residents and the impacts of any change.

ii. That cash payment be removed and offer pay by phone as the only way to pay on street for pay and display.

Reason: To give effect to the Full Council Budget Decision. These are the machines most in need of replacement, the level of investment required to replace them and add debit, credit and pre-paid cash card and contactless cannot be justified.

iii. That cash payment be retained at Bootham Row and Castle Car Parks, for those who cannot use the app or do not have access to a card.

Reason: Gives effect to the consultation that has identified impacts of going cashless on people, some of whom will have protected characteristics. The two car parks recommended are the Gold Standard car parks identified in the access review.

40. Acomb Front Street Phase 2 - open public engagement on costed designs and ideas for the scheme (10:32am)

The and the Head of City Development and Head of Regeneration presented the report and responded to public participants.

The Head of Regeneration referenced the concern about highway focus raised in public participation, advising that Front Street was considered a public highway, which constrained some of the framework officers must work within.

With regard to the issue of planting – he acknowledged the positive impact of more plants and trees but stated that there would be technical challenges to this including drainage and footpath obstruction. As Acomb is fortunate enough to have green spaces close by it was not considered top priority.

The Executive Member stated that the Executive were trying to change the plan in Acomb and stressed that further public consultation would be conducted in order to meet the budget timeframe of March 2025.

Resolved:

That open public engagement on the Acomb Front Street phase 2 project approach be approved, in order to test costed designs and ideas for the scheme and receive feedback.

Reason:

Public engagement, and analysis of feedback responses, is essential to enable officers to finalise detailed designs for the phase 2 works that benefit from public engagement comments; and to ensure that a fully costed scheme can be presented to Executive for consideration and approval to proceed in summer 2024.

Cllr Kilbane, Chair
[The meeting started at 10.01 am and finished at 10.48 am].

Meeting:	Executive Member Decision Session
Meeting date:	12/3/24
Report of:	Corporate Director of Place
Portfolio of:	Executive Member for Transport

Decision Report: Active Travel Programme – Badger Hill Scheme

Subject of Report

1. As part of the Active Travel Programme, feasibility work has been completed for the 'Badger Hill Active Travel Scheme'. This report presents the proposed scheme and seeks a decision to progress to detailed design and delivery.

Benefits and Challenges

2. If implemented this scheme would provide improvements to safety for pedestrians and cyclists travelling in the vicinity of Badger Hill Primary School through clarification of crossing points and reducing the impact of traffic.

Policy Basis for Decision

3. The proposed scheme will encourage active travel and promote the safety of pedestrians and cyclists. The scheme is therefore directly related to the Council Plan, specifically Priority d) Transport: Sustainable, accessible transport for all.

4. This scheme also relates to the Climate Change Strategy objective 3.2 which is about increasing take-up of active travel and reducing overall car usage through alternative modes of transport, public transport and car sharing.

5. This scheme has also been developed with consideration of the Local Cycling and Walking Infrastructure Plan (LCWIP) Scoping Report.

Financial Strategy Implications

6. This scheme is funded through a Department for Transport Active Travel Fund grant, awarded in March 2022.

7. The preliminary cost estimates for the implementation of the scheme are below:

Feasibility work (already incurred)	£26,459
CYC internal costs (already incurred)	£8452
Further design & development	£24,405
Construction	£40,675
Risk contingency (25%)	£16,270
Total	**£116,260**

8. £200k of funding was awarded by Active Travel England to deliver this scheme and another similar scheme at Clifton Green. Feasibility is not yet complete for the Clifton Green scheme, however that scheme will be developed on an understanding that the budget available will be £200k minus the costs incurred on this scheme.

Recommendation and Reasons

9. The Executive is asked to:

   Approve Option 1 – Approve the scheme option presented in this report and visually represented in Annex A, and proceed to detailed design and construction.

   Reason: This proposal achieves the scheme objectives, enhancing the local environment for pedestrian and cyclists and de-prioritising motor vehicle traffic and discouraging parent parking on verge areas during school drop-off and pick-up times. The scheme falls within the available budget.

Background

10. The Active Travel Programme aims to improve the amenity and safety of active travel forms such as walking and cycling, promoting the adoption of healthier, more environmentally friendly travel.

11. The mandate for this project derives from a bid to the government for ‘Active Travel Fund’ support. This scheme aims to improve the streets and walking / cycling routes in the immediate vicinity of a primary schools to encourage more parents to walk or cycle their children to school.

12. The project outline for this scheme and progression through Feasibility was approved in an Executive Member Decision in July 2022. Now the feasibility work has been completed, the next step is to gain approval to progress to detailed design and construction.

Consultation Analysis

13. In addition to an internal consultation, an electronic consultation has been carried out with local ward councillors for Hull Road ward and external stakeholders. Targeted external stakeholders included residents and businesses on and in the immediate vicinity of the crossing site, parents and staff associated with the Badger Hill Primary School, transport groups, equalities groups and industry bodies. Refer to Annex B for a full summary of the consultation responses received.

Consultation Commentary

14. It was expressed that the addition of trees within the verges would not only improve the amenity of the street, but would also slow traffic down due to the ‘perceived restriction due to vertical elements’ and prevent parking on verges. Sites clear of over and underground services would have to be identified during Detailed Design, in order to successfully plant new trees. Retaining visibility for drivers and avoiding subsequent root damage to footways would also need attention.

15. It was noted however that increasing the number of ‘obstacles’ (in the form of trees and bollards) would negatively impact the ease of maintenance of the grass verges.

16. Additional leaf-litter from the trees may cause a hazard for pedestrians and cyclists.

17. The placement of the 2D speed cushions near driveways may result in increased wear from tyre movement, and therefore increased need for maintenance in future.

18. Clarifying crossings through the use of fencing may result in pedestrian bottlenecks at peak times.

19. Qualitative responses indicate that as the issues with traffic are only at school drop-off/pick-up times, a time-specific resolution would be preferred.

20. There was concern expressed that the new bollards may cause problems for medical care reaching residents.

21. 20% of respondents answered that ‘Perception of safety’ in the area prevented them from walking/cycling at present, and 44% rated existing conditions for pedestrians as ‘Fair’ or ‘Poor’. 53% rated existing conditions for cyclists as ‘Fair’ or ‘Poor’.

22. For all design features proposed, the majority of respondents (ranging from 55%-67% depending on the feature) ‘Agreed’ or ‘Strongly Agreed’ that the features would encourage them to walk/cycle more often.

23. 49% of respondents ‘Agreed’ or ‘Strongly Agreed’ that they would support and personally benefit from the implementation of the scheme. However, 30% of respondents ‘Disagreed’ or ‘Strongly Disagreed’ with the statement. 17% ‘Agreed’ or ‘Strongly Agreed’ that they would be personally negatively affected by the installation of the scheme.

24. Officers have engaged directly with Active Travel England, and are awaiting a formal response giving their position regarding the scheme. Though this has yet to be received, it is not expected that it will highlight anything other than what is already presented within this report.

Options Analysis and Evidential Basis

25. The following options are available:

26. Option 1 - Approve the proposed scheme presented in this report and proceed to detailed design and construction.

27. Option 2 – Do not approve the proposed scheme presented within this report. Redefine the scope of the scheme to consider alternative solutions.

Analysis (Option 1)

Description of Changes

28. The proposed scheme includes the following features (please see Annex A for visual representation):

29. Replacement of existing and introduction of additional bollards to prevent verge side parking

30. Sections of low-level fencing around Badger Hill Primary School entrance junction to encourage crossing at existing uncontrolled crossing locations.

31. 1057 markings / school markings / 2D speed tables and additional signage

32. Additional ‘School slow down’ signage

33. Tree planting on verges for pedestrian amenity

Reasoning

34. Surveys carried out during CYC’s preliminary work indicate a high frequency of illegal parking near the Badger Hill Primary school entrance. The introduction of additional bollards, trees and fencing will help prevent this.

35. Traffic speeds in the area commonly exceed the 20mph speed limit. Further traffic calming measures and signage would further reduce speeds near the school entrance.

36. Significant numbers of pedestrians cross the road at unofficial crossing points, making their movements harder to predict by passing traffic. Fencing to guide pedestrians to cross at existing crossing locations would combat this, and reduce the risk of children running into the road unexpectedly.

37. Traffic flows are considered low. Therefore, an on-street quiet route for cyclists meets LTN 1/20 requirements. The addition of 1057 markings would raise driver awareness of cyclists and encourage cyclists to take primary position where the road is too narrow.

38. Tree planting would increase appeal for pedestrians, encouraging them to walk to school rather than drive. It may also serve to slow down vehicles, due to ‘perceived restriction due to vertical elements’. Planting of the trees will be explored at the Detailed Design work stage.

Impact on pedestrians

39. A School Street Audit was carried out on the proposed scheme. Proposed changes would result in a higher score than existing conditions, however would not result in a pass (see attached Annex C). Main improvements would be relating to the reduction of safety hazards for children crossing, vehicle speeds, reduction of parking on verges and route continuity.

Impact on cyclists

40. A Cycling Level of Service (CLoS) Assessment based on LTN 1/20 was carried out on the proposed scheme. Proposed changes would result in a higher score than existing conditions, however would not result in a pass (please see attached Annex B), mainly due to issues with coherence and connections to other cycling routes.

41. It is preferable to delivery schemes that score well on pedestrian and cycling assessment criteria. However, this desire

must be weighed against factors such as the available funding and local constraints. The proposed scheme maximises the improvements for active travel users within the currently defined constraints.

Impact on vehicles

42. Motor vehicle users that comply with existing restrictions will not be negatively affected. Proposals will only serve to discourage illegal behaviour within existing TROs.

Impact on residents

43. Parking is likely to be displaced to other areas nearby, potentially causing problems for residents on neighbouring streets. This scheme alone is unlikely to significantly reduce the overall number of parents driving their children to school, only reduce their impact outside the school entrance.

44. The installation of additional bollards may decrease accessibility to residential properties, though this is unlikely to be significantly detrimental.

Analysis (Option 2)

45. This option represents a decision to go back to drawing board and redefine the fundamental scope of the project, and to restart the feasibility process.

46. The new scheme scope would be defined in consultation with the Executive Member and key stakeholders.

47. The impacts of this approach are that overall scheme costs will increase due to the need to redo feasibility work and consultation. Further implications beyond this depend on what the new scope becomes.

Other options considered during feasibility work

48. Design options numbered 2-4 in Annex F were created as part of the feasibility work. However these options were not within the available budget and were therefore not progressed.

49. It is understood that there is a desire to address speed concerns on Field Lane. Although we have undertaken speed surveys in this area, exploring options for tackling this are currently out of scope for this scheme. This may, however, potentially be considered as part of the wider programme.

Organisational Impact and Implications

50. ***Financial*** - There are no financial implications arising from the recommendations in this report.

The external funding (£200k) for the scheme is provided by Dft grant which covers 2 schemes: Badger Hill and Clifton Green People Street.

If scheme is contained within £116k budget, this will leave £84k for Clifton Green People Street scheme. Any additional costs for this scheme will reduce the funding available to the other scheme.

51. ***Human Resources (HR)*** - There are no HR implications contained within this report.

52. ***Legal*** - The Traffic Management Act 2004 places a duty on local traffic authorities to manage the road network with a view to securing, as far as reasonably practicable, the expeditious, convenient, and safe movement of all types of traffic. The Council regulates traffic by means of traffic regulation orders (TROs) made under the Road Traffic Regulation Act 1984 which can prohibit, restrict, or regulate the use of a road, or any part of the width of a road, by vehicular traffic. It is noted that existing TROs will cover the proposals set out in this report.

53. ***Procurement*** - Any proposed works or services will need to be commissioned via a compliant procurement route under the Council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015. All tenders will need to be conducted in an open, fair, and transparent way to capture the key principles of procurement. Further advice regarding the procurement routes, strategies and markets must be sought from

the Commercial Procurement team.

54. ***Health and Wellbeing*** - Public health support the options as outlined in this report, initiatives which promote the safety of children has a direct impact on the life outcomes and health of children and young people and as such we would support the plan as outlined.

55. ***Environment and Climate action*** - The York Climate Change Strategy includes objectives for 'Reduce distances travelled by motorised vehicles' and 'Increase take-up of active travel'. The proposed scheme at Badger Hill Primary School has the potential to support these objectives through the implementation of safety improvements for pedestrians and cyclists.
Consideration should be given to the tree planting opportunities which have the potential additional benefits to health & wellbeing, biodiversity and climate adaptation.

56. ***Affordability -*** this report has positive implications for low cost travel methods such as walking and cycling.

57. ***Equalities and Human Rights*** - The Council recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).
An Equalities Impact Assessment has been carried out and is annexed to this report at Annex E.

58. ***Data Protection and Privacy –*** As there is no new personal data, special categories of personal data or criminal offence data being processed for this decision, there is no requirement to complete a DPIA. This is evidenced by completion of DPIA screening questions - reference AD-02967.

59. ***Communications*** - The report identifies a number of measures to offer improvements to safety for pedestrians and cyclists travelling in the direct vicinity of Badger Hill Primary

School. These proposals have already received feedback from local residents, businesses and councillors when this went out to consultation, which at the time was supported by the communications team. If the scheme is approved, this will be supported by the communications team in the same way, to help inform and support the school, residents, businesses, visitors and commuters in this localised area of any planned works taking place and to offer advice on how to move around in the area while the works take place, to help minimise disruption. There is also a wider awareness piece of work to help inform people that the new infrastructure is in place and what the benefits of this is to them.

60. ***Economy*** - There are no economic implications arising from the recommendations in this report.

Risks and Mitigations

61. Project Risks are recorded in the Project Risk Register and are handled in line with the Corporate Risk Management Strategy.

Wards Impacted

- Hull Road Ward

Contact details

For further information please contact the authors of this Decision Report.

Author

Name:	Bethan Old
Job Title:	Project Manager
Service Area:	Place
Telephone:	-
Report approved:	Yes
Date:	26/02/2024

Co-author

Name:	Christian Wood
Job Title:	Head of Programmes and ITS

Service Area:	Place
Telephone:	01904 551 652
Report approved:	Yes
Date:	26/02/2024

Background papers

Executive Member for Transport Decision Session 19/7/22
https://democracy.york.gov.uk/ieListDocuments.aspx?CId=738&MId=13548&Ver=4

Annexes

Annex A – Preliminary Design 1
Annex B – LTN 1/20 Cycling Level of Service Audit Assessment
Annex C – School Street Audit Assessment
Annex D – Consultation Summary Document
Annex E – Equalities Impact Assessment
Annex F – Principal Designer's Report

List of Abbreviations Used in this Report

CYC – City of York Council
ATP – Active Travel Programme

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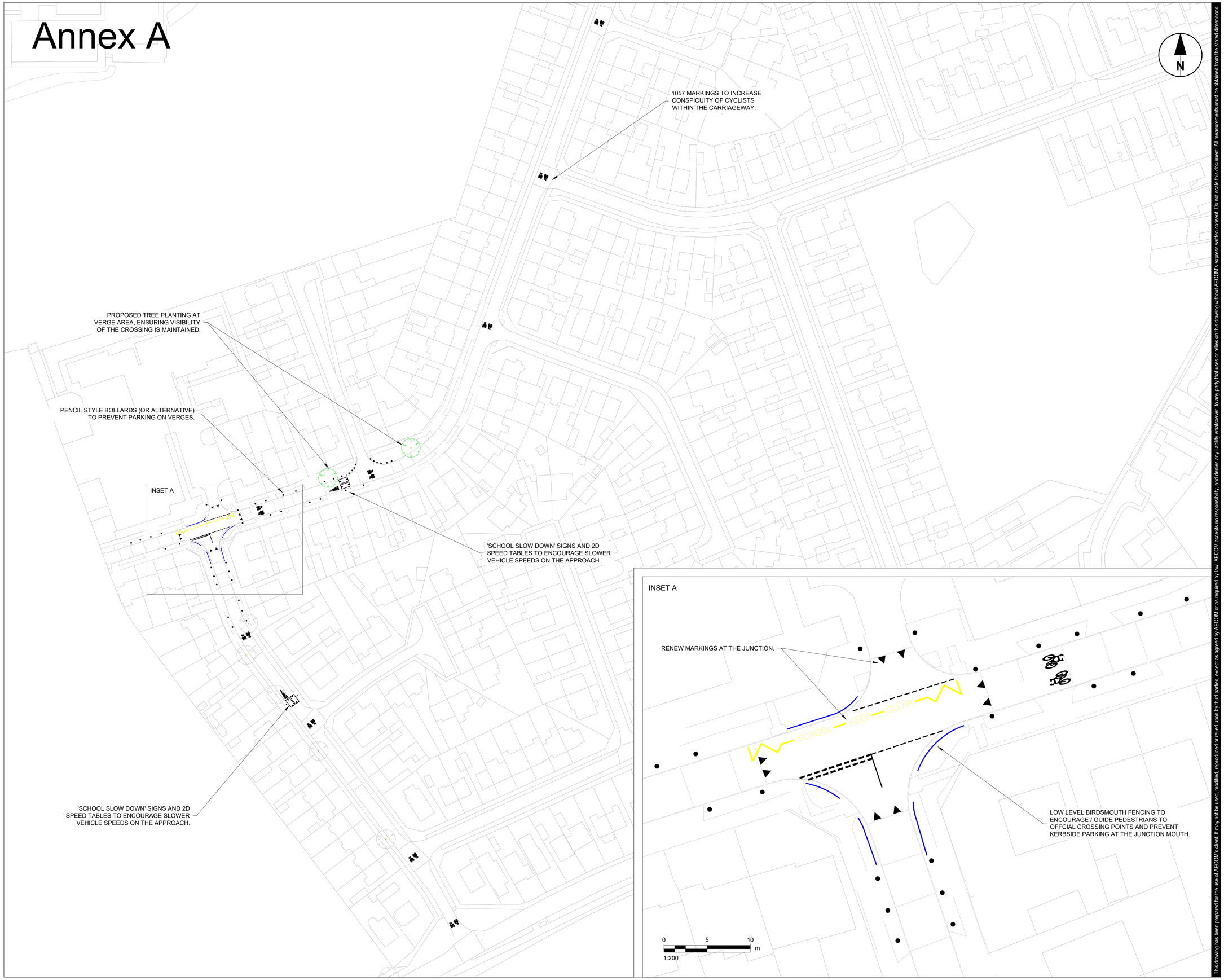
Annex A



ISO A1 594mm x 841mm
Project Management Initials:
Designer: OG
Checked: LO
Approved: NB
Drawn: OG
Revision:

Last saved by: ODDYL (2023-04-06) Last Plotted: 2023-04-14
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AECOM

PROJECT

CYC CB120
Badger Hill Primary School 'People Streets'

CLIENT

CITY OF YORK COUNCIL

CONSULTANT

AECOM Limited
1st and 5th Floor
City Walk
Leeds, LS11 9AR
T:+44-113-301-8400
www.aecom.com

NOTES

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7. AECOM WILL NEED TO BE INFORMED OF ANY ADDITIONAL KNOWN ISSUES THAT MAY IMPACT PROPOSALS PRIOR TO DETAILED DESIGN.

KEY

- PROPOSED UNCONTROLLED TACTILE PAVING
- PROPOSED FENCING
- PROPOSED BOLLARD
- PROPOSED SIGN
- PROPOSED WHITE MARKINGS
- PROPOSED YELLOW MARKINGS

ISSUE/REVISION

PO1	17/04/23	FIRST ISSUE
I/R	DATE	DESCRIPTION

ISSUE PURPOSE / SUITABILITY

PRELIMINARY DESIGN ISSUE

PROJECT NUMBER

60696107

SHEET TITLE

BADGER HILL PRIMARY SCHOOL
OPTION 1
LOW COST INTERVENTIONS

SHEET NUMBER

60696107-ACM-000-ZZ-DR-TR-0002

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Cycling Level of Service Assessment (CLoS) based on LTN 1/20	
Project Number	-
Scheme	Badger Hill Primary School
Location	York
Date	08/02/2023
Version Number	v0
Assessment By	Oliver Gibbs
Checked By	Luke Oddy

AECOM

Cycling Level of Service (CLOS)

Key Requirement	Factor	Design Principle	Indicators	Critical	0 (Red)	1 (Amber)	2 (Green)	Existing - Sussex Rd / Crossways		Option 1 - Sussex Rd / Crossways		Option 2 - Sussex Rd / Crossways		Option 3 - Sussex Rd / Crossways		Option 4 - Sussex Rd / Crossways	
								Existing		Option 1		Option 2		Option 3		Option 4	
								Score	Comments	Score	Comments	Score	Comments	Score	Comments	Score	Comments
Coherence	Connections	Cyclists should be able to easily and safely join and navigate along different sections of the same route and between different routes in the network.	**1. Ability to join/leave route safely and easily** considering left and right turns		Cyclists cannot connect to other routes without dismounting	Cyclists can connect to other routes with minimal disruption to their journey	Cyclists have dedicated connections to other routes provided, with no interruption to their journey	0	Unsafe connection to Field Lane	0	Unsafe connection to Field Lane	0	Unsafe connection to Field Lane	0	Unsafe connection to Field Lane	2	Proposed dedicated Parallel Crossing of Field Lane,
	Continuity and Wayfinding	Routes should be complete with no gaps in provision. 'End of route' signs should not be installed - cyclists should be shown how the route continues. Cyclists should not be 'abandoned', particularly at junctions where provision may be required to ensure safe crossing movements.	**2.Provision for cyclists throughout the whole length of the route**		Cyclists are 'abandoned' at points along the route with no clear indication of how to continue their journey.	The route is made up of discrete sections, but cyclists can clearly understand how to navigate between them, including through junctions.	Cyclists are provided with a continuous route, including through junctions	0	No signage or links to onward connections.	1	Additional signange proposed	1	Additional signange proposed	1	Additional signange proposed	1	Additional signange proposed
	Density of network	Cycle networks should provide a mesh (or grid) of routes across the town or city. The density of the network is the distance between the routes which make up the grid pattern. The ultimate aim should be a network with a mesh width of 250m.	**3.Density of routes based on mesh width** i.e. distances between primary and secondary routes within the network		Route contributes to a network density mesh width >1000	Route contributes to a network density mesh width 250 - 1000m	Route contributes to a network density mesh width <250m	0	Route does not form part of the official cycle network	0	Not recommnded that route forms part of the cycle network without improvements to Field Lane crossing.	0	Not recommnded that route forms part of the cycle network without improvements to Field Lane crossing.	0	Not recommnded that route forms part of the cycle network without improvements to Field Lane crossing.	1	Route proposed to form part of the cycle network
Directness	Distance	Routes should follow the shortest option available and be as near to the 'as the-crow-flies' distance as possible.	**4.Deviation of route** Deviation Factor is calculated by dividing the actual distance along the route by the straight line (crow-fly) distance, or shortest road alternative.		Deviation factor against straight line or shortest road alternative >1.4	Deviation factor against straight line or shortest road alternative 1.2 – 1.4	Deviation factor against straight line or shortest road alternative <1.2	1	Route is not direct, but is the shortest on-road connection between Field Lane and Hull Road through Badger Hill.	1	Route is not direct, but is the shortest on-road connection between Field Lane and Hull Road through Badger Hill.	1	Route is not direct, but is the shortest on-road connection between Field Lane and Hull Road through Badger Hill.	1	Route is not direct, but is the shortest on-road connection between Field Lane and Hull Road through Badger Hill.	1	Route is not direct, but is the shortest on-road connection between Field Lane and Hull Road through Badger Hill.
	Time: Frequency of required stops or give ways	The number of times a cyclist has to stop or loses right of way on a route should be minimised. This includes stopping and give ways at junctions or crossings, motorcycle barriers, pedestrian-only zones etc.	**5.Stopping and give way frequency**		The number of stops or give ways on the route is more than 4 per km	The number of stops or give ways on the route is between 2 and 4 per km	The number of stops or give ways on the route is less than 2 per km	2	Cyclists only have to giveway at the Field Lane and Yarburgh Way junctions.	2	Cyclists only have to giveway at the Field Lane and Yarburgh Way junctions.	2	Cyclists only have to giveway at the Field Lane and Yarburgh Way junctions.	2	Cyclists only have to giveway at the Field Lane and Yarburgh Way junctions.	2	Cyclists only have to giveway at the Field Lane and Yarburgh Way junctions.
	Time: Delay at junctions	The length of delay caused by junctions should be minimised. This includes assessing impact of multiple or single stage crossings, signal timings, toucan crossings etc.	**6.Delay at junctions**		Delay for cyclists at junctions is greater than for motor vehicles	Delay for cyclists at junctions is similar to delay for motor vehicles	Delay is shorter than for motor vehicles or cyclists are not required to stop at junctions (e.g. bypass at signals)	1	Cyclists on-street with traffic.	1	Cyclists on-street with traffic.	1	Cyclists on-street with traffic.	1	Cyclists on-street with traffic.	1	Cyclists on-street with traffic.
	Time: Delay on links	The length of delay caused by not being able to bypass slow moving traffic.	**7.Ability to maintain own speed on links**		Cyclists travel at speed of slowest vehicle (including a cycle) ahead	Cyclists can usually pass slow traffic and other cyclists	Cyclists can always choose an appropriate speed.	1	Cyclist on-street in low trafficked street - Likely to be able to overtake.	1	Cyclist on-street in low trafficked street - Likely to be able to overtake.	1	Cyclist on-street in low trafficked street - Likely to be able to overtake.	1	Cyclist on-street in low trafficked street - Likely to be able to overtake.	1	Cyclist on-street in low trafficked street - Likely to be able to overtake.
	Gradients	Routes should avoid steep gradients where possible. Uphill sections increase time, effort and discomfort. Where these are encountered, routes should be planned to minimise climbing gradient and allow users to retain momentum gained on the descent.	**8.Gradient**		Route includes sections steeper than the gradients recommended in Figure 4.4	There are no sections of route steeper than the gradients recommended in Figure 4.4	There are no sections of route which steeper than 2%	2	No significant gradients	2	No significant gradients	2	No significant gradients	2	No significant gradients	2	No significant gradients
Safety	Reduce/remove speed differences where cyclists are sharing the carriageway	Where cyclists and motor vehicles are sharing the carriageway, the key to reducing severity of collisions is reducing the speeds of motor vehicles so that they more closely match that of cyclists. This is particularly important at points where risk of collision is greater, such as at junctions.	**9.Motor traffic speed on approach and through junctions where cyclists are sharing the carriageway through the junction**	85th percentile > 37mph (60kph)	85th percentile >30mph	85th percentile 20mph-30mph	85th percentile <20mph	0	85th percentile speed assumed >30mph, but posted speed limit 40mph at Field Lane Junction	0	85th percentile speed assumed >30mph, but posted speed limit 40mph at Field Lane Junction	0	85th percentile speed assumed >30mph, but posted speed limit 40mph at Field Lane Junction	0	85th percentile speed assumed >30mph, but posted speed limit 40mph at Field Lane Junction	2	N/A Due to proposed signalised crossing of Field Lane
			10.Motor traffic speed on sections of shared carriageway	85th percentile > 37mph (60kph)	85th percentile >30mph	85th percentile 20mph-30mph	85th percentile <20mph	2	85th percentile speed assumed <20mph. Residential Street.	2	85th percentile speed assumed <20mph. Residential Street.	2	85th percentile speed assumed <20mph. Residential Street.	2	85th percentile speed assumed <20mph. Residential Street.	2	85th percentile speed assumed <20mph. Residential Street.
	Avoid high motor traffic volumes where cyclists are sharing the carriageway.	Cyclists should not be required to share the carriageway with high volumes of motor vehicles. This is particularly important at points where risk of collision is greater, such as at junctions.	**11.Motor traffic volume on sections of shared carriageway, expressed as vehicles per peak hour**	>10000 AADT, or >5% HGV	5000-10000 AADT and 2-5%HGV	2500-5000 and <2% HGV	0-2500 AADT	2	Traffic flows on Sussex Road - 275 two-way and Crossways 578 two-way	2	Traffic flows on Sussex Road - 275 two-way and Crossways 578 two-way	2	Traffic flows on Sussex Road - 275 two-way and Crossways 578 two-way	2	Traffic flows on Sussex Road - 275 two-way and Crossways 578 two-way	2	Traffic flows on Sussex Road - 275 two-way and Crossways 578 two-way
	Risk of collision	Where speed differences and high motor vehicle flows cannot be reduced cyclists should be separated from traffic – see Table 6.2. This separation can be achieved at varying degrees through on-road cycle lanes, hybrid tracks and off-road provision. Such segregation should reduce the risk of collision from beside or behind the cyclist.	**12.Segregation to reduce risk of collision alongside or from behind**	Cyclists sharing carriageway - nearside lane in critical range between 3.2m and 3.9m wide and traffic volumes prevent motor vehicles moving easily into opposite lane to pass cyclists.	Cyclists in unrestricted traffic lanes outside critical range (3.2m to 3.9m) or in cycle lanes less than 1.8m wide.	Cyclists in cycle lanes at least 1.8m wide on carriageway; 85th percentile motor traffic speed max 30mph.	Cyclists on route away from motor traffic (off road provision) or in off-carriageway cycle track. Cyclists in hybrid/light segregated track; 85th percentile motor traffic speed max 30mph.	0	Cyclists within traffic lane 3.2 -3.9m; however, quiet route.	0	Cyclists within traffic lane 3.2 -3.9m; however, quiet route.	0	Cyclists within traffic lane 3.2 -3.9m; however, quiet route.	0	Cyclists within traffic lane 3.2 -3.9m; however, quiet route.	0	Cyclists within traffic lane 3.2 -3.9m; however, quiet route.
		A high proportion of collisions involving cyclists occur at junctions. Junctions there-fore need particular attention to reduce the risk of collision. Junction treatments include: - Minor/side roads : cyclist priority and/or speed reduction across side roads - Major roads : separation of cyclists from motor traffic through junctions.	**13.Conflicting movements at junctions**		Side road junctions frequent and/or untreated. Major junctions, conflicting cycle/motor traffic movements not separated	Side road junctions infrequent and with effective entry treatments. Major junctions, principal conflicting cycle/motor traffic movements separated.	Side roads closed or treated to blend in with footway. Major junctions, all conflicting cycle/motor traffic streams separated.	0	Many side road junctions, mainly leading to residential areas - Untreated.	0	Many side road junctions, mainly leading to residential areas - Untreated.	0	Many side road junctions, mainly leading to residential areas - Untreated.	0	Many side road junctions, mainly leading to residential areas - Untreated.	0	Many side road junctions, mainly leading to residential areas - Untreated.
	Avoid complex design	Avoid complex designs which require users to process large amounts of information. Good network design should be self-explanatory and self-evident to all road users. All users should understand where they and other road users should be and what movements they might make.	**14.Legible road markings and road layout**		Faded, old, unclear, complex road markings/unclear or unfamiliar road layout	Generally legible road markings and road layout but some elements could be improved	Clear, understandable, simple road markings and road layout	1	No centreline markings on either road throughout. No cycle markings / infrastructure provided.	2	Improved markings strategy	2	Improved markings strategy	2	Improved markings strategy	2	Improved markings strategy
	Consider and reduce risk from kerbside activity	Routes should be assessed in terms of all multi-functional uses of a street including car parking, bus stops, parking, including collision with opened door.	**15.Conflict with kerbside activity**	Narrow cycle lanes <1.5m or less (including any buffer) alongside parking/loading	Significant conflict with kerbside activity (e.g. nearside cycle lane <2m (including buffer) wide alongside kerbside parking)	Some conflict with kerbside activity - e.g. less frequent activity on nearside of cyclists, min 2m cycle lanes including buffer.	No/very limited conflict with kerbside activity or width of cycle lane including buffer exceeds 3m.	1	Sections of unrestricted parking along residential roads. Cyclists in the carriageway able to manoeuvre around within the lane.	1	Sections of unrestricted parking along residential roads. Cyclists in the carriageway able to manoeuvre around within the lane.	1	Sections of unrestricted parking along residential roads. Cyclists in the carriageway able to manoeuvre around within the lane.	1	Sections of unrestricted parking along residential roads. Cyclists in the carriageway able to manoeuvre around within the lane.	1	Sections of unrestricted parking along residential roads. Cyclists in the carriageway able to manoeuvre around within the lane.
	Reduce severity of collisions where they do occur	Wherever possible routes should include "evasion room" (such as grass verges) and avoid any unnecessary physical hazards such as guardrail, build outs, etc. to reduce the severity of a collision should it occur.	**16.Evasion room and unnecessary hazards**		Cyclists at risk of being trapped by physical hazards along more than half of the route.	The number of physical hazards could be further reduced	The route includes evasion room and avoids any physical hazards.	1	Unrestricted parking along both of these residential roads. However, cyclists can use full width of the lane to evade.	1	Unrestricted parking along both of these residential roads. However, cyclists can use full width of the lane to evade.	1	Unrestricted parking along both of these residential roads. However, cyclists can use full width of the lane to evade.	1	Unrestricted parking along both of these residential roads. However, cyclists can use full width of the lane to evade.	1	Unrestricted parking along both of these residential roads. However, cyclists can use full width of the lane to evade.
Comfort	Surface quality	Density of defects including non cycle friendly ironworks, raised/sunken covers/gullies, potholes, poor quality carriageway paint (e.g. from previous cycle lane)	**17.Major and minor defects**		Numerous minor defects or any number of major defects	Minor and occasional defects	Smooth high grip surface	1	Occasional defects in surfacing, particularly at raised table outside of Badger Hill Primary School	1	Occasional defects in surfacing, particularly at raised table outside of Badger Hill Primary School	2	Improvement to microsurfacing around the Badger Hill Primary junction	2	Improvement to microsurfacing around the Badger Hill Primary junction	2	Improvement to microsurfacing around the Badger Hill Primary junction
		Pavement or carriageway construction providing smooth and level surface	**18.Surface type**		Any bumpy, unbound, slippery, and potentially hazardous surface.	Hand-laid materials, concrete paviours with frequent joints.	Machine laid smooth and non-slip surface - e.g. Thin Surfacing, or firm and closely jointed blocks undisturbed by turning heavy vehicles.	1	Concrete pavers with frequent joints	1	Concrete pavers with frequent joints	1	Concrete pavers with frequent joints	1	Concrete pavers with frequent joints	1	Concrete pavers with frequent joints
	Effective width without conflict	Cyclists should be able to comfortably cycle without risk of conflict with other users both on and off road.	**19.Desirable minimum widths according to volume of cyclists and route type** (where cyclists are separated from motor vehicles).		More than 25% of the route includes cycle provision with widths which are no more than 25% below desirable minimum values.	No more than 25% of the route includes cycle provision with widths which are no more than 25% below desirable minimum	Recommended widths are maintained throughout whole route	1	Cyclists are in the carriageway with general traffic; however, quiet street.	1	Cyclists are in the carriageway with general traffic; however, quiet street.	1	Cyclists are in the carriageway with general traffic; however, quiet street.	1	Cyclists are in the carriageway with general traffic; however, quiet street.	1	Cyclists are in the carriageway with general traffic; however, quiet street.
	Wayfinding	Non-local cyclists should be able to navigate the routes without the need to refer to maps.	**20.Signing**		Route signing is poor with signs missing at key decision points.	Gaps identified in route signing which could be improved	Route is well signed with signs located at all decision points and junctions	0	No cycle signage within this section	2	Improvement to signage proposed	2	Improvement to signage proposed	2	Improvement to signage proposed	2	Improvement to signage proposed
Attractiveness	Social safety and perceived vulnerability of user	Routes should be appealing and be perceived as safe and usable. Well used, well maintained, lit, overlooked routes are more attractive and therefore more likely to be used.	**21.Lighting**		Most or all of route is unlit	Short and infrequent unlit/poorly lit sections	Route is lit to highway standards throughout	2	Route is well lit, with LED lighting at regular intervals.	2	Route is well lit, with LED lighting at regular intervals.	2	Route is well lit, with LED lighting at regular intervals.	2	Route is well lit, with LED lighting at regular intervals.	2	Route is well lit, with LED lighting at regular intervals.
			22.Isolation		Route is generally away from activity	Route is mainly overlooked and is not far from activity throughout its length	Route is overlooked throughout its length	2	Route follows residential roads with properties overlooking frontages.	2	Route follows residential roads with properties overlooking frontages.	2	Route follows residential roads with properties overlooking frontages.	2	Route follows residential roads with properties overlooking frontages.	2	Route follows residential roads with properties overlooking frontages.
	Impact on pedestrians, including people with disabilities	Introduction of dedicated on-road cycle provision can enable people to cycle on-road rather than using footways which are not suitable for shared use. Introducing cycling onto well-used footpaths may reduce the quality of provision for both users, particularly if the shared use path does not meet recommended widths.	**23.Impact on pedestrians** Pedestrian Comfort Level based on Pedestrian Comfort guide for London (Section 4.7)		Route impacts negatively on pedestrian provision, Pedestrian Comfort is at Level C or below.	No impact on pedestrian provision or Pedestrian Comfort Level remains at B or above.	Pedestrian provision enhanced by cycling provision, or Pedestrian Comfort Level remains at A	1	Route on-street, no impact to pedestrians.	1	Route on-street, no impact to pedestrians.	1	Route on-street, no impact to pedestrians.	1	Route on-street, no impact to pedestrians.	1	Route on-street, no impact to pedestrians.
	Minimise street clutter	Signing required to support scheme layout	**24.Street Clutter** Signs are informative and consistent but not overbearing or of inappropriate size		Large number of signs needed, difficult to follow and/or leading to clutter	Moderate amount of signing particularly around junctions.	Signing for wayfinding purposes only and not causing additional obstruction.	2	Street clutter does not cause an issue.	2	Street clutter does not cause an issue.	2	Street clutter does not cause an issue.	2	Street clutter does not cause an issue.	2	Street clutter does not cause an issue.
	Secure cycle parking	Ease of access to secure cycle parking within businesses and on street	**25. Cycle parking** Evidence of bicycles parked to street furniture or cycle stands		No additional cycle parking provided or inadequate provision in insecure none overlooked areas	Some secure cycle parking provided but not enough to meet demand	Secure cycle parking provided, sufficient to meet demand	2	Not relevant within particular section.	2	Not relevant within particular section.	2	Not relevant within particular section.	2	Not relevant within particular section.	2	Not relevant within particular section.
							Audit Score	**26**	**0**	**30**	**0**	**31**	**0**	**31**	**0**	**36**	**0**
							Max possible score	50		50		50		50		50	
							Audit % score	52%		60%		62%		62%		72%	
							Pass/Fail (70% threshold)	**Fail**		**Fail**		**Fail**		**Fail**		**Pass**	
							Any Critical Fails? (Y/N)	Yes		Yes		Yes		Yes		No	
							Number of Critical Fails	1		1		1		1		0	

Criteria	Max Score	Sub-criteria Existing	% score Existing	Sub-criteria Existing	% score Existing	Sub-criteria Existing	% score Existing	Sub-criteria Existing	% score Existing	Sub-criteria Existing	% score Existing
Coherence	6	0	0%	1	17%	1	17%	1	17%	4	67%
Directness	10	7	70%	7	70%	7	70%	7	70%	7	70%
Safety	16	**7**	44%	**8**	50%	**8**	50%	**8**	50%	**10**	63%
Comfort	8	3	38%	5	63%	6	75%	6	75%	6	75%
Attractiveness	10	9	90%	9	90%	9	90%	9	90%	9	90%
	50										

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Annex C

Key Requirement	Factor	Indicators	Critical	0 (Red)	1 (Amber)	2 (Green)	Max Score	Existing Layout	Proposed Layout			
									Option 1	Option 2	Option 3	Option 4
Cyclists	Continuity	Ability to join/leave route safely and easily considering left and right turns		Cyclists 'abandoned' at points along the route with no clear indication of how to continue their journey.	The route is made up of discrete sections, but cyclists can clearly understand how to navigate between them, including through junctions.	Cyclists are provided with a continuous route, including through junctions	2	0	1	1	1	2
	Comfort	Pavement or carriageway construction providing smooth and level surface		Any bumpy, unbound, slippery, and potentially hazardous surface.	Hand-laid materials, concrete paviours with frequent joints.	Machine laid smooth and non-slip surface - e.g. Thin Surfacing, or firm and closely jointed blocks undisturbed by turning heavy vehicles.	2	1	1	2	2	2
	Safety	Standard of cycling facilities	At the weakest point the cycle lanes and tracks provided do not meet absolute minimum widths In locations where on-carriageway cycling is appropriate: at the weakest point, traffic lane does not meet absolute minimum widths or traffic lane is	At the weakest point the cycle lanes and tracks provided do meet absolute minimum widths at constraints but do not meet desirable minimum widths In locations where on-carriageway cycling is appropriate: at no point is the lane 3.2-3.9m wide and at the weakest point, traffic lanes do meet absolute minimum widths but do not meet desirable minimum widths	At the weakest point the cycle lanes and tracks provided meet desirable minimum widths In locations where on-carriageway cycling is appropriate: at no point is the lane 3.2-3.9m wide and at the weakest point, traffic lanes meet desirable minimum widths	At the weakest point the cycle lanes and tracks provided exceed desirable minimum widths In locations where on-carriageway cycling is appropriate: at no point is the lane 3.2-3.9m wide and at the weakest point, traffic lanes exceed desirable minimum widths	2	1	1	1	1	2
Pedestrians / Children	Engagement	Engagement for children		None	Some	Significant	2	0	0	0	1	1
	Ease of crossing	Ease of crossing side road	The weakest side road is missing at least 1 dropped kerb or these are not on the desire line.	The weakest side road has dropped kerbs and these are on the desire line or a raised table / continuous footway	The weakest side road has a narrow, tight geometry such that a turning motorised vehicle must slow down to less than 10mph but instead of a raised table it at the entrance it has dropped kerbs	The weakest side road has a narrow, tight geometry such that a turning motorised vehicle must slow down to less than 10mph and raised table / continuous footway at the entrance	2	1	1	1	1	1
	Safety hazard for children crossing	Buffer / Edge protection from the carriageway near to the school gates.		None	Some	Significant	2	0	2	2	2	2
	Safety hazard for children crossing	Standard of crossing facilities		Uncontrolled crossing with no gaps in traffic, lack of priority	Signalised crossing or implied priority	Countdown with signalised crossing, priority with unsignalised	2	0	0	1	1	2
General traffic	Vechile Speeds	Vechile Speeds	When motorised traffic is travelling at its fastest the majority of vehicles are travelling at 30mph+	When motorised traffic is travelling at its fastest the majority of vehicles are travelling at 25-30mph	When motorised traffic is travelling at its fastest the majority of vehicles are travelling at 20-25mph	When motorised traffic is travelling at its fastest the majority of vehicles are travelling below 20mph	2	1	2	2	2	2
	Volume of Motorised Traffic	Volume of Motorised Traffic	There are 1000+ vehicles in the peak our (both directions)	There are 500-999 vehicles in the peak our (both directions)	There are 200-499 vehicles in the peak our (both directions)	There are 199 or fewer vehicles in the peak our (both directions)	2	2	2	2	2	2
	Mix of Vehicles	% of Heavy Vehicles	The proportion of large vehicles is greater than 5% of motorised traffic in the peak hour	The proportion of large vehicles is greater than 2-5% of motorised traffic in the peak hour	The proportion of large vehicles is greater than 2% of motorised traffic in the peak hour	No large vehicles use the street	2	2	2	2	2	2
	Reducing private car use	TRO's / Measures to reduce the number of parked cars		There are no new parking restrictions / Existing TRO's ignored / Parking across driveways.	There is a mixuture of parking and public realm ammenity	Parking will no longer have an impact in and around the school gates and is prevented by both TRO's and physical features within the carriageway	2	0	0	0	1	1
	Reducing convenience of driving short journeys	Through movement of traffic		Assessing the street as a whole, there are no restrictions on through movement for private motorised traffic but there are parking restrictions outside the school.	Assessing the street as a whole there is no through-movement for private motorised traffic at certain times	Assessing the street as a whole there is no through-movement for private motorised traffic at all times	2	0	0	0	0	0
Environmental	Lighting	Lighting	Assessing the full length of the street, there is no street lighting over the footways on this street	Assessing the full length of the street, street lighting provides intermittent lighting of the footway on one side of the street	Assessing the full length of the street, street lighting provides intermittent lighting of the footway on both sides of the street	Assessing the full length of the street, street lighting provides continuous lighting of all the footway on both sides of the street	2	1	1	1	1	2
	Litter /	Litter		Litter and foliage build-up is considered sigificant	There is some litter and foliage build-up within the study area and at least 1 litter bin provided within the study area.	There is no issue with litter or foliage build-up and at least 1 litter bin is provided within the study area.	2	2	2	2	2	2
	Planting	Amount of planting		Amount of greenery is reduced within the study area.	Amount of greenery is retained within the study area.	Amount of greenery is increased / enhanced within the study area.	2	1	1	1	1	1
	Greening	Green infrastucture and sustainable materials		No green infrastucture or sustainable materials proposed	Some green infrastucture or sustainable materials proposed	All infrastucture is green and materials are sustainable	2	1	1	1	1	1
Cost	Budget	Cost to implement propsed design		High	Med	Low	2	2	2	2	1	0
Buildability	Feasibility	Interfernce with C2s		Significant impacts on statutory undertakers and/ or re-routing of equipment	Minor impacts on statutory undertakers.	None of the proposed works would affect statutory undertakers.	2	2	2	1	0	0
Badger Hill Objectives	Crossing	Priority / visibility		No change to existing crossing or visibility	Improvements to crossings and visibility	Controlled crossing with improved visibility	2	0	0	1	2	2
	Parking on Verges	Parking opportunity on verges		No change to parking restrictions or kerb parking	Some mitigation against verge or kerbside parking	Significant improvement enforced by TRO or physical constraint.	2	0	1	1	2	2
	Place making and public realm	Public Realm / Placemaking		No public realm improvements or improvement connection between green space and school	Some placemaking opportunities and to connection to existing park	Significant placemaking opportunities and improved connection to existing park	2	0	0	0	2	2
						Total Score	42	17	22	24	28	31
						Percentage Score	100%	40%	52%	57%	67%	74%
						Percentage Benefit			12%	17%	26%	33%

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Public Consultation Summary
Badger Hill People Streets

A preliminary internal consultation was distributed to officers working across multiple CYC services and local ward councillors representing the Hull Road ward, from the 24th May to the 29th October 2023. Stakeholders were contacted via email and provided with details of the proposed changes along with annotated preliminary design drawings.

A public survey was opened from the 6th October to the 1st December 2023. Stakeholders were invited to complete an online survey to gather their views on existing conditions and proposed changes. Residents were contacted via post, and the general public were invited to contribute through the CYC webpage and social media posts. From the 5th January to the 5th February 2024 formal bodies representing a range of transport, place and equalities focused organisations were invited to contribute via email, being provided with designs.
The questions asked, and the responses given, are summarised in this document. Please note that some questions and answers have been deleted to preserve anonymity.

Summary of Email Consultation Replies

CYC Landscape Architect
"I am in support of the inclusion of trees (in all options) within the verges which improve the amenity of the street, and most importantly for your project, slow the traffic down – perceived restriction due to vertical elements; and also prevents car parking on verges.
I recommend (pending locations of underground utilities – some of which can be accommodated around tree planting) that new tree planting within the grass verges is included in this project for the benefits already described, as well as other environmental and wellbeing benefits. This would also be in keeping with the 'Green streets' ambitions."

CYC Public Realm Operations Manager
"In short, my part in this is Public Realm – I will be responsible for maintaining the grass verges around the area of interest. The more street furniture that is placed along the road side creates increased obstacles for the ride-on mower drivers to manoeuvre around - the knock on is that we are slowed down in terms of our cutting rounds meaning longer periods of time between cuts and longer grass around the city. Whilst in isolation the affect is not large, many of these make a big time difference when cumulatively added together.
A request would be to minimise street obstacles, or enforce a no-mow policy within the community. Perhaps the planting of wild flower mixes on the most 'congested' parts of the verge to reduce annual cutting to once would assist with the cutting rounds as well as have

CYC Highways Engineering Design Manager
"I am sure you are aware but much of the issues with regards parking is, historically, due to University students spilling into the residential streets around Badger Hill. I'm not sure if this is in check now or if they are still a contributory factor.
There already exists a 20zone on Sussex Road / Crossways which should be refreshed – the signs, roundel markings and red patches as well as the school keep clear markings. The raised table acts as a traffic calming feature in the absence of cushions etc.
There are also already a number of wooden bollards present in the verges. Are these to be replaced?

Public Consultation Summary
Badger Hill People Streets

CYC Arboricultural Manager

"Finding space below ground [for planting trees] is difficult and if the verges are no go zones, then road edge build outs can be made to slow traffic and include planting squares for trees as an option. Planning work in line with our Arboricultural policy 2017 will mean a BS5837 tree protection plan to map root protection areas around existing trees."

CYC Transport Policy Manager

"Reading through the design report there is one major factual inaccuracy on Page 18 in the second paragraph, the off-road path on the southern side of Field Lane is not a shared use path currently although many people use it as one. It is in fact a 2-way cycleway which can be clearly seen from the signs at either end of it (see attached). We have been asked by the University, the Parish Council and local ward members to convert it to shared use but without widening it (which will require space to be taken from the carriageway or the hedge to be moved) there isn't sufficient width available and no funding currently.

[In the design] the junction near the school entrance still looks like more or less the same road junction only with improved crossing points and a load of pencil-type bollards, it doesn't really do much to discourage non-essential vehicles from using the roads through the scheme so seems to miss the point of what a school street is supposed to be unless I've missed the point and discouraging traffic was not part of the scope of the study.

• The 2D speed cushions and associated signs just north of Sussex Close look to be immediately in front of the driveway of No. 10 Sussex Road, the sign pole at least will need to be moved. As vehicles will be turning into and out of the driveway immediately on top of the 2D speed cushions they will probably wear away much quicker because of the twisting movement of the tyres. It would be better if they could be located so they are away from a driveway.

• The 2D speed cushions west of Bishops Way are better positioned but the triangular road marking warning of school children will be directly in front of a driveway so will get worn away quickly.

• Low birds-mouth fencing – forcing all parents and children onto a few, relatively narrow, crossings will potentially create a big bottleneck at school start and finish times. Is the aim of school streets not to try to remove as much non-essential traffic from the area as possible? I would assume that quite a bit of the traffic which uses Crossways and Sussex Road in the peak hours isn't necessarily school-related but will contain quite a few vehicles which are using the Badger Hill estate as a cut-through from Hull Road to Field Lane. If this through-traffic could be removed then parents and pupils would be able to cross in any direction as seems to be the case now judging by the photos.

• Bollards – these are going to make it very difficult to mow the verges so you'll need to consult the public realm team. Is verge parking a big problem at this school? In most of the Google Streetview images the cars are parked fully on the carriageway. There are a lot of bollards proposed and it is hard to visualise what this would look like from just seeing a plan view, could a 3D-visualisation be

• New trees either side of Bishops Way – if you are going to plant additional trees please make sure they are of a type which isn't going to cause problems with intervisibility for drivers emerging from Bishops Way onto Crossway and that they don't subsequently cause root damage to the footways. The one to the west of Bishops Way will be directly in front of someone's front windows so they may object if it cuts down the daylight they get. The tree proposed to the east of Bishops Way is probably less of an issue as the property already has a quite a high hedge at the front.

CYC Head of Carbon Reduction

"Potential Impact of leaflitter for cyclists."

Public Consultation Summary

Badger Hill People Streets

CYC Transport Planner

"The main point I can see is the restrictive nature of the pedestrian measures rather than the vehicular ones (there are already quite a few bollards at the junction already, some17#?), has it met the objective set out in 1.4, that is…to enhance the priority towards pedestrian and cyclists, away from motor vehicle…and … to discourage parent parking on the verge?

I'm concerned that it appears, by the installation of the birdsmouth fencing to have reduced the quality of the environment for pedestrians by constraining and herding them (particulary away from the diagional desire line noted in the report, I'm surprised that despite mentioning it several times the numbers were'nt included in the junction crossing survey, but the was considered a significant number to justify the birdsmouth fencing), and increased the dominance for motor vehicles by the re-lining of the dominant junction markings (though the relatively large extent of existing double yellows are not indicated and of note, this is where physical alterations could have been made as it would not of impacted on the resi park scheme), the large number of existing timber bollards have done little to prevent parking close to the school so addittional ones will presumerably also have little impact, as the report also points out that the vehicles currentley park on the road not the verge (shown in the ex photos in the report also).

Having been on site during the Sustrans scheme implentation its success was down to physically limiting vehicles access to the road outside the school (discouraging through traffic), none of the proposed options showed this; to be fair none of the options enhanced the priority to pedestrians as they all had almost identical constraining of the access routes."

York Civic Trust

"Within the limitations of the scheme as proposed, York Civic Trust would be happy to support it, subject to there not being serious safety or visual quality concerns raise by the community.

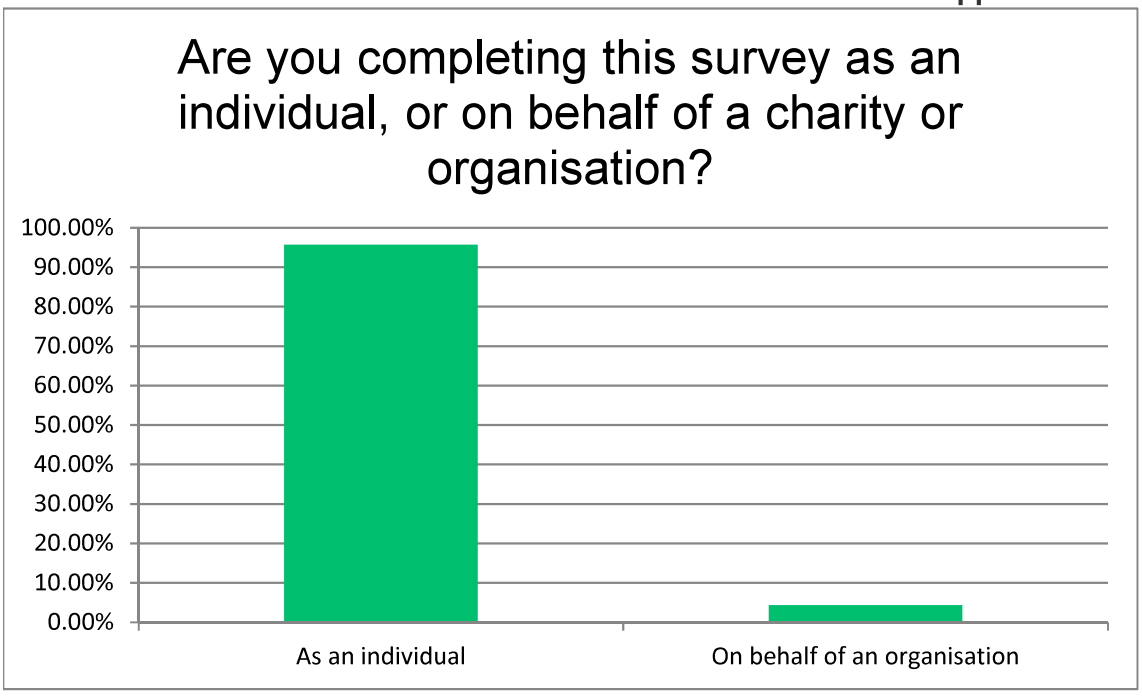
However, we would like to see the City of York Council taking a more robust approach to at least one experimental scheme, by adopting full School Street principles of banning traffic movements during the hours of the start and end of the school day. This is already alluded to in Policy Idea 3.5 of the Local Transport Strategy.

Badger Hill seems an ideal location for such an experiment, given the ease with which a ban could be imposed at the junction of Crossway and Sussex Rd."

Badger Hill People Streets

Are you completing this survey as an individual, or on behalf of a charity or organisation?

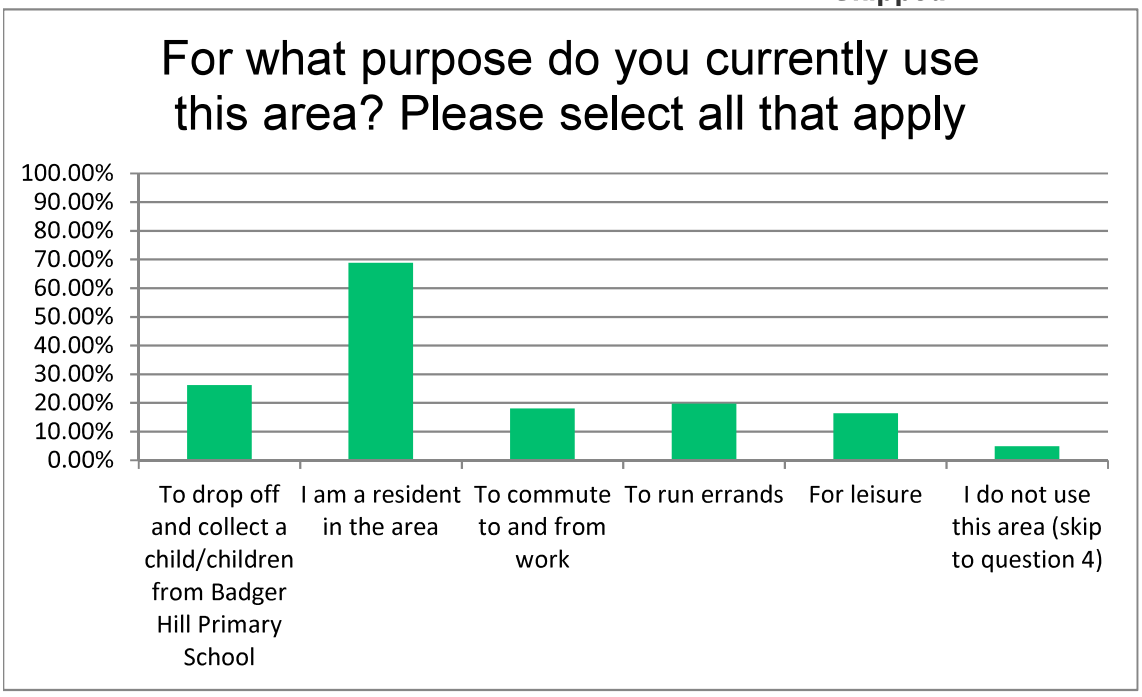
Answer Choices	Responses	
As an individual	95.71%	67
On behalf of an organisation	4.29%	3
	Answered	**70**
	Skipped	**1**



Badger Hill People Streets

For what purpose do you currently use this area? Please select all that apply

Answer Choices	Responses	
To drop off and collect a child/children from Badger Hill Primary School	26.23%	16
I am a resident in the area	68.85%	42
To commute to and from work	18.03%	11
To run errands	19.67%	12
For leisure	16.39%	10
I do not use this area (skip to question 4)	4.92%	3
Other (please specify)		1
	Answered	**61**
	Skipped	**10**

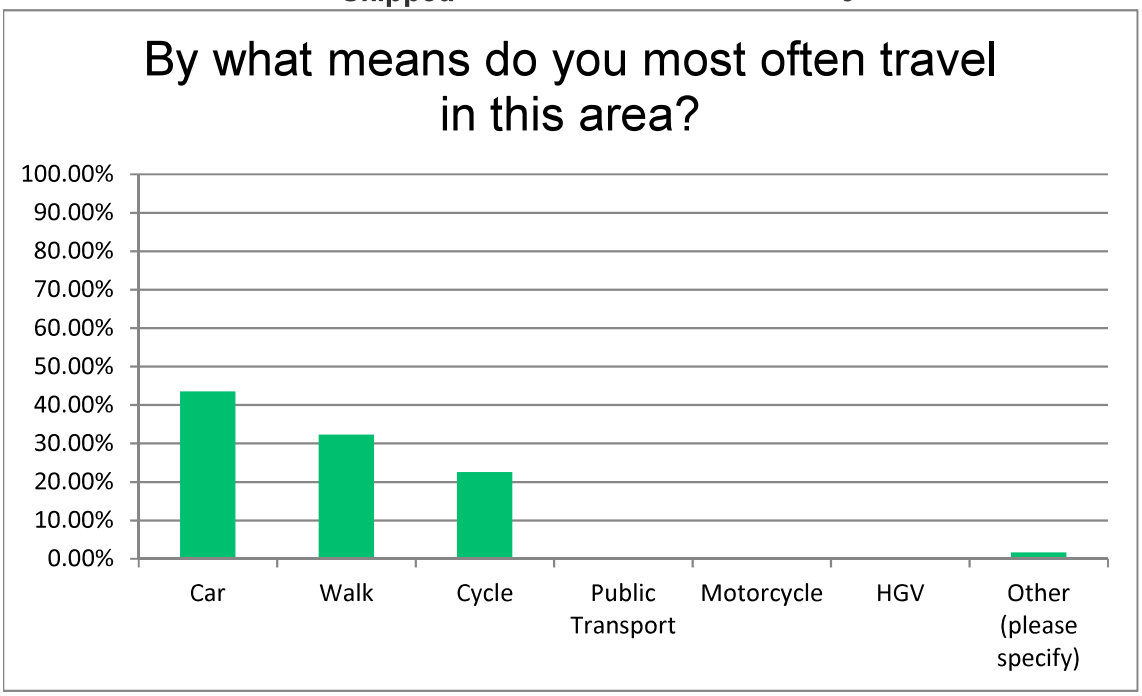


Other (please specify)
York Cycle Campaign

Badger Hill People Streets

By what means do you most often travel in this area?

Answer Choices	Responses	
Car	43.55%	27
Walk	32.26%	20
Cycle	22.58%	14
Public Transport	0.00%	0
Motorcycle	0.00%	0
HGV	0.00%	0
Other (please specify)	1.61%	1
	Answered	**62**
	Skipped	**9**

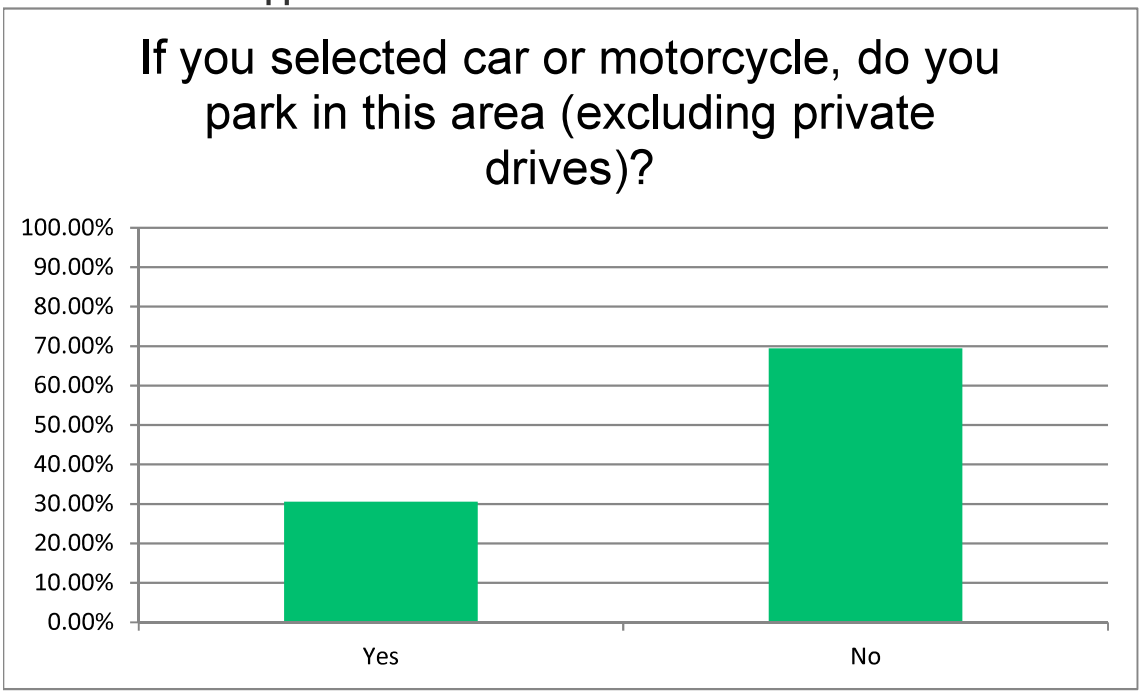


Other (please specify)
Wheelchair

Badger Hill People Streets

If you selected car or motorcycle, do you park in this area (excluding private drives)?

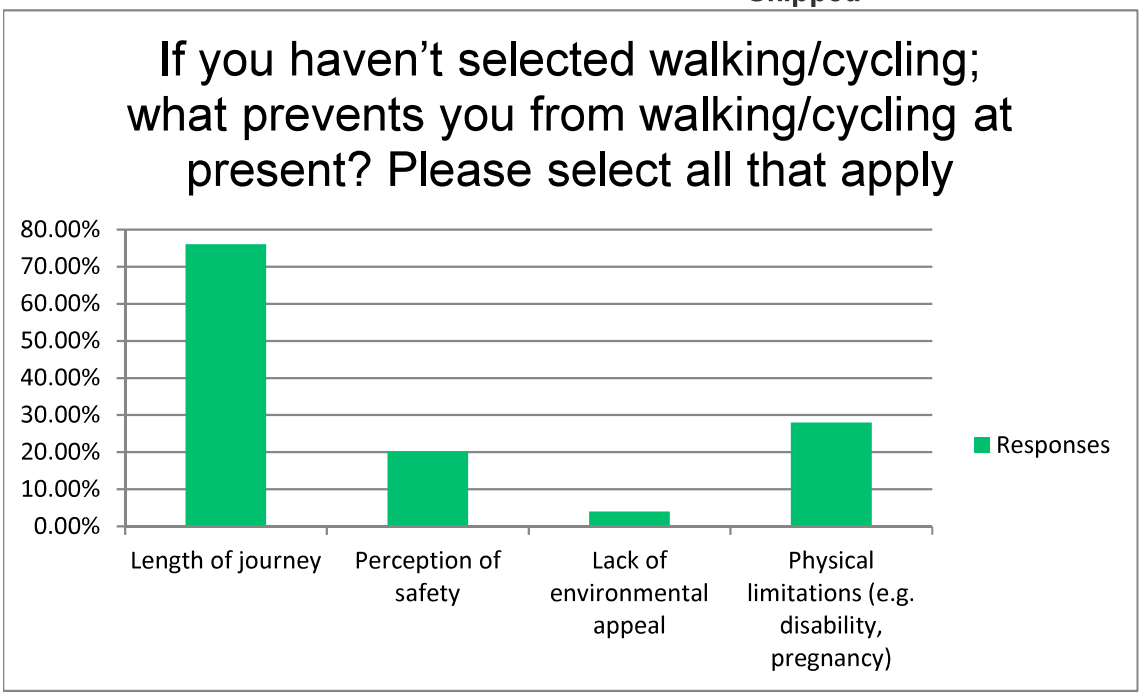
Answer Choices	Responses	
Yes	30.56%	11
No	69.44%	25
	Answered	**36**
	Skipped	**35**



Badger Hill People Streets

If you haven't selected walking/cycling; what prevents you from walking/cycling at present? Please select all that apply

Answer Choices	Responses	
Length of journey	76.00%	19
Perception of safety	20.00%	5
Lack of environmental appeal	4.00%	1
Physical limitations (e.g. disability, pregnancy)	28.00%	7
Other (please specify)		5
	Answered	**25**
	Skipped	**46**



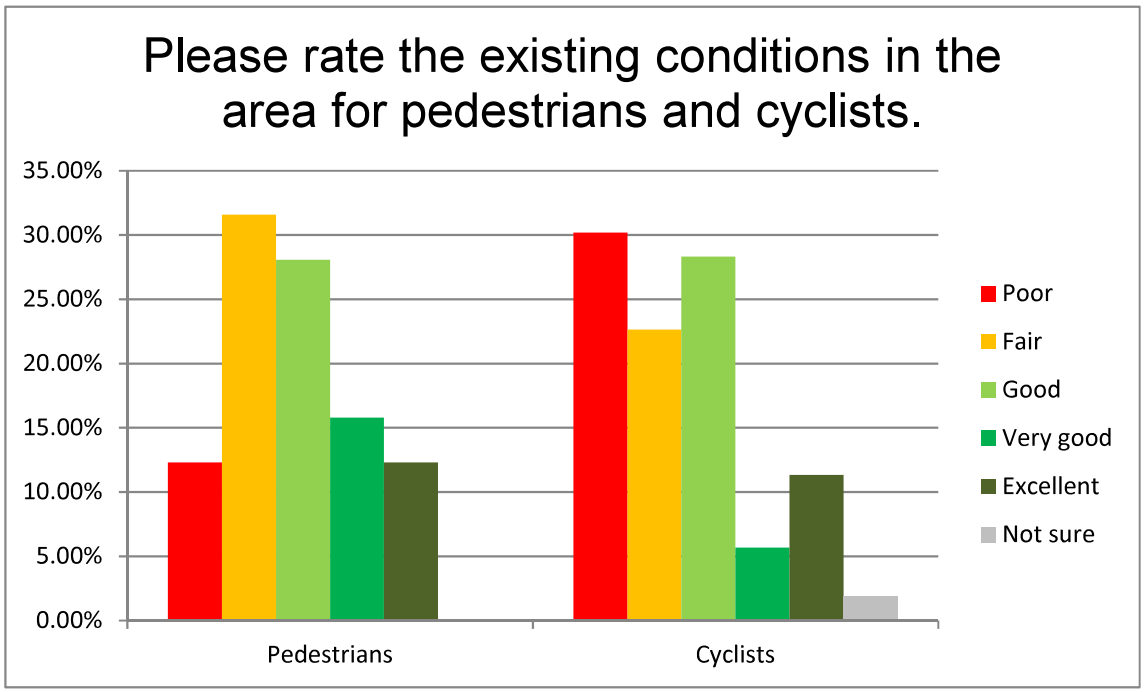
Other (please specify)
I live here
Leaving home for work
Due to the nature of my job, I am unable to carry the equipment I need with a bike.
Drop of at school then go straight to work don't have time to walk home to get the car then get to work as I would be late

Badger Hill People Streets

The aim of this scheme is to improve conditions for walking, wheeling and cycling in the vicinity of Badger Hill Primary School,

	Poor		Fair		Good		Very good		Excellent		Not sure		Total
Pedestrians	12.28%	7	31.58%	18	28.07%	16	15.79%	9	12.28%	7	0.00%	0	57
Cyclists	30.19%	16	22.64%	12	28.30%	15	5.66%	3	11.32%	6	1.89%	1	53

Answered	**57**
Skipped	**14**

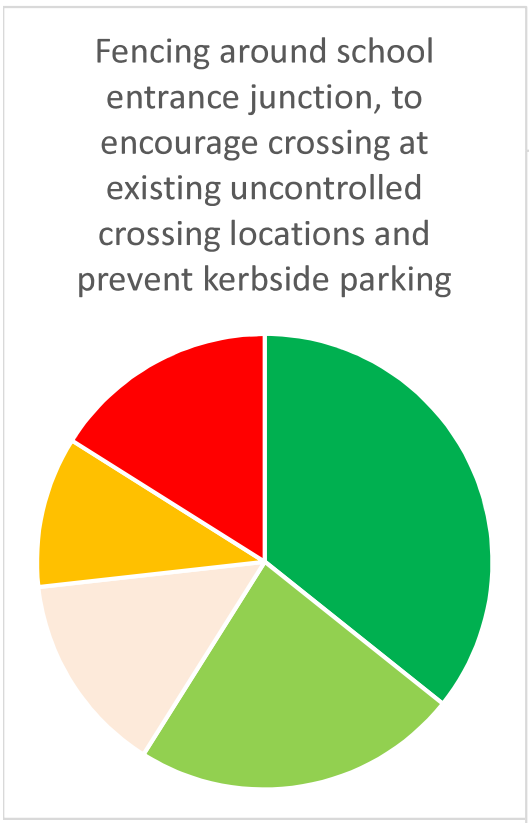


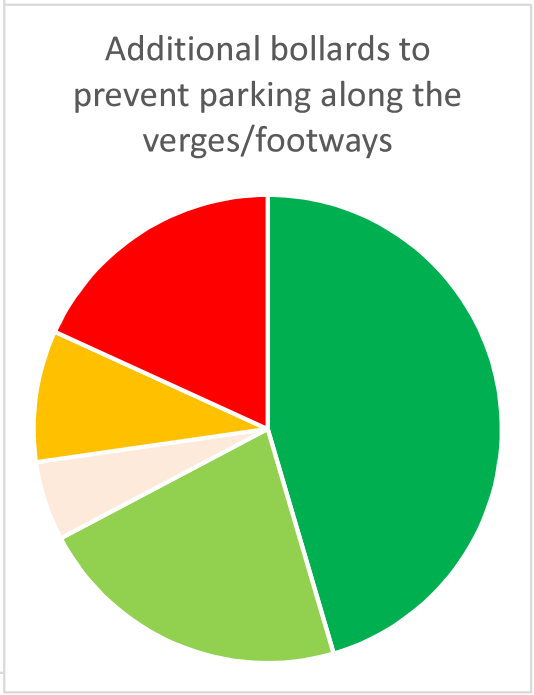
Badger Hill People Streets

Below is a list of proposed design features for this scheme. We would like to know what the impact of each feature would be on your decision to walk or cycle. To what extent do you agree or disagree that each feature will encourage you to walk or cycle more often?

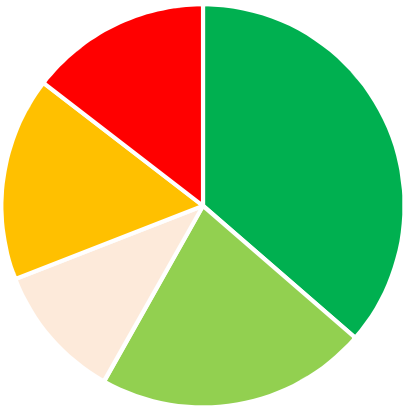
	Strongly Agree		Agree		Neither		Disagree		Strongly disagree		Total
Fencing around school entrance junction, to encourage crossing at existing uncontrolled crossing locations and prevent kerbside parking	35.71%	20	23.21%	13	14.29%	8	10.71%	6	16.07%	9	56
Additional bollards to prevent parking along the verges/footways	45.45%	25	21.82%	12	5.45%	3	9.09%	5	18.18%	10	55
Additional signage, e.g. 'School Slow Down'	36.36%	20	21.82%	12	10.91%	6	16.36%	9	14.55%	8	55
Additional road markings for cyclists and vehicles	35.71%	20	19.64%	11	16.07%	9	14.29%	8	14.29%	8	56
Planting of trees on verges for aesthetic appeal	29.09%	16	27.27%	15	14.55%	8	10.91%	6	18.18%	10	55

Answered **56**
Skipped **15**

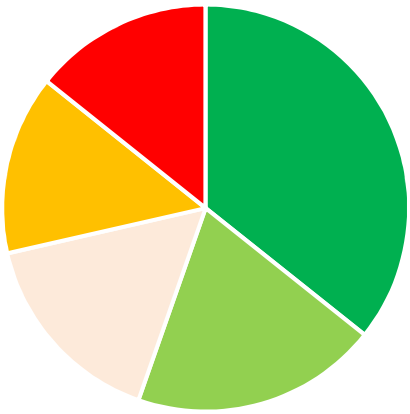




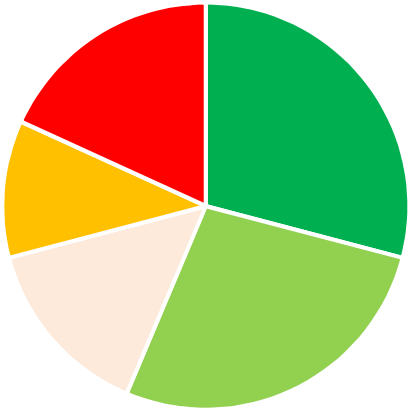
Additional signage, e.g. ‘School Slow Down’



Additional road markings for cyclists and vehicles



Planting of trees on verges for aesthetic appeal

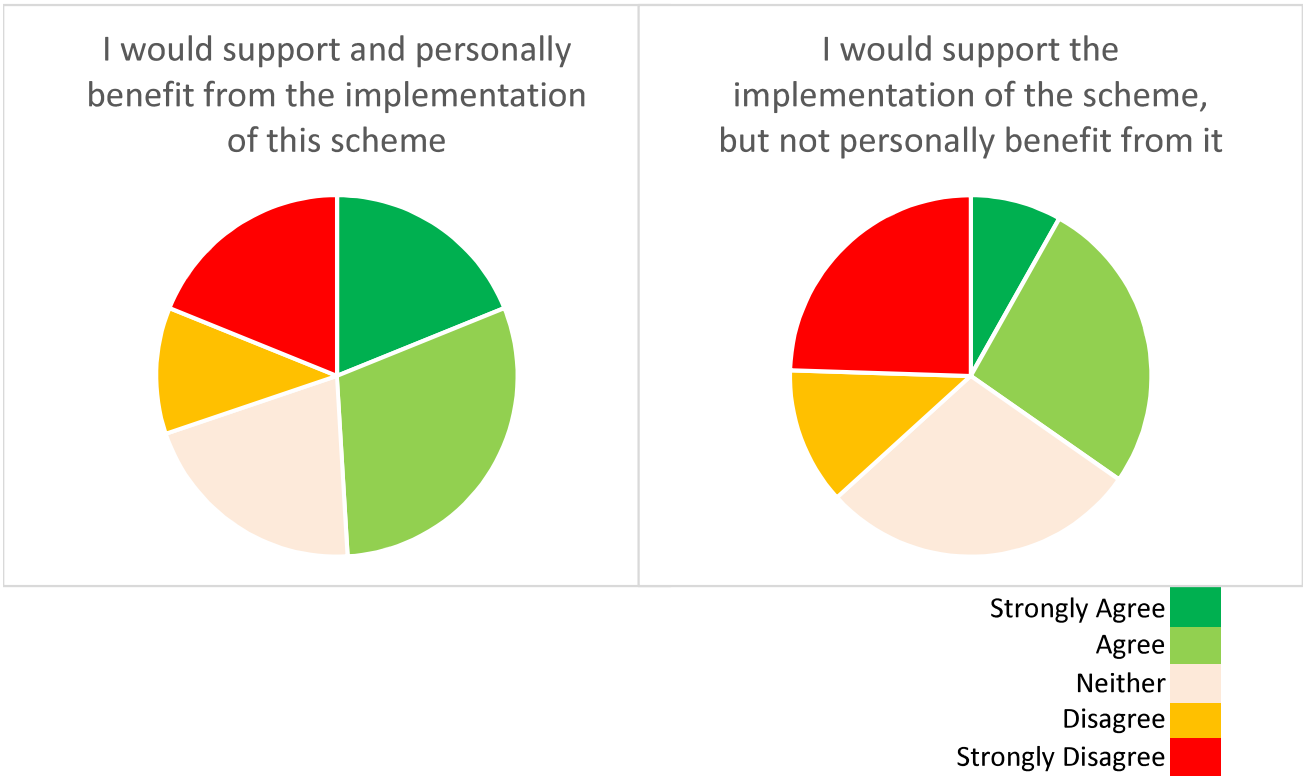


Badger Hill People Streets

Below is a list of proposed design features for this scheme. We would like to know what the impact of each feature would be on your decision to walk or cycle. To what extent do you agree or disagree that each feature will encourage you to walk or cycle more often?

	Strongly agree		Agree		Neither/nor		Disagree		Strongly disagree		Total
I would support and personally benefit from the implementation of this scheme	18.87%	10	30.19%	16	20.75%	11	11.32%	6	18.87%	10	53
I would support the implementation of the scheme, but not personally benefit from it	8.16%	4	26.53%	13	28.57%	14	12.24%	6	24.49%	12	49
I would not support or be personally affected by the installation of this scheme	6.82%	3	9.09%	4	29.55%	13	25.00%	11	29.55%	13	44
I would be personally negatively affected by the installation of this scheme	8.70%	4	8.70%	4	21.74%	10	13.04%	6	47.83%	22	46

Answered **56**
Skipped **15**



I would not support or be personally affected by the installation of this scheme

I would be personally negatively affected by the installation of this scheme

Badger Hill People Streets

Is there anything else you would like to tell us?

Responses
The SCHOOL is the problem between 8 and 9 the road was full of cars dropping off children by 9.15 the road was empty There is a problem during school drop off and collection times. Additional refuse collection can overlap with this timeParents / guardians dropping off and collecting children park as close to the school as they can outside of these times there are no problems. The proposed changes would make it harder for the council to cut the verges. People dropping off children ignore existing restrictions and chat in the middle of the path causing me more issues
This is a very weak scheme and is unlikely to achieve the stated aim of improving cycling in the area. Greater intervention in terms of road calming is needed.
1. In order to deter verge parking/turning from school vehicles, it would seem sensible to extend bollards from the primary school entrance along Crossways (from 80-72) to connect with the existing bollards at the corner of Bishopsway. 2. Please include trees on the verges on Crossways to improve the street and further protect the verges and footpath from inappropriate vehicle movements.
This scheme lacks ambition - a 'people street' outside a school should have emergency access only at school times. This is an ideal location for a York trial of a 'school street' that is closed to traffic at school run times, with an obvious diversion route on adjacent streets for any through traffic. Has this idea been actively canvassed with the school and parent governor bodies? If not why not?
The above graphic is very misleading, shows no street names and appears to show one way traffic on all roads leading to the junction. I personally dont think I would benefit, I cycle almost every day in this area. I always feel that the road markings should be altered to show the main traffic route as Crossways/Sussex Road with the school entrance and the short dead ended bit of Crossways as secondary priority. Perhaps another full width 'hump' approaching the junction from Crossways would caution vehicles turning into the school, Sussex Road and the Crossways short bit
This is fairly weak in terms of improvements and will only have a very limited impact. Could something more radical be done?
I think that many of the suggestions you are making are very good - I do not disagree with them at all. It will not change me walking/cycling to drop my child off however because of the physical inability for me to do this from where we live. What I would ask is please do not make it harder for people who HAVE to drive to get their children to school. We are unable to drop our children earlier than 8am due to the time that breakfast club opens, I already try to avoid 'peak times' to avoid the traffic and lessen the load in this area.
Safety issues around this area are created by parents driving their children to school! It causes chaos on Crossways, Sussex Road and Brentwood Crescent between 8.30am and 9am then again between 3pm and 3.30pm! No amount of safety measures will resolve these issues. Council staff need to be in the area to moniter the parking issues. The resident parking permits have resolved problems at other times of the day but have achieved nothing at school drop of and pick up times.

the bollards would make traffic park futher into residential area. this area is really bad to drive to work and home at the moment as parents of children at BOTH schools parks anywhere and everywhere, across drives and both sides of the road making it difficult to drive to and from our home as we cannot get through for parents.
Wrong questions asked.
If this goes ahead, will the work to implement these new features block the road or cut off the route temporarily while the work is being done?
Trees along the verges of the whole area would massively improve its aesthetic appeal, please do this!
The excessive amount of vehicles required to deliver and pick up children from the schools on Badger Hill suggest to me that the schools are not in the most suitable locations
Have a lollipop crossing. Currently Lord Deramores Primary has one and Badger Hill misses out! The footpath between Windmill Lane and Sussex Road (along field lane) is inadequate. The pathway has recently been widened but is now covered in mud from the land slip of the raised land around it. Once the hedge grows in Spring it will become very narrow again. A proper footpath would improve access for families living on the Millers Chase estate as well as the Sails Drive estate (which is catchment for Badger Hill). Families from these areas walk to school but it's very muddy and unsuitable for wheelchairs or buggies due to how narrow the path becomes. The other option families have is to walk along Hull road then into the Badger Hill estate. However the shared pathway for cycles between Windmill Lane and The Blsck Bull pub make the footpath unsuitable for young children, it is far too narrow to be a shared space. Bikes often travel at speed and it is not wide enough to pass with room. This footpath is very busy and not safe for either pedestrian or cyclist. A clear segregated cycle lane along Hull Rd would make the pavement safer and more families would walk to school and safer for cyclist. There is also no lighting along the footpath on Hull Rd in front of Archbishops school, again this does not encourage cycling or walking in winter months (this path also becomes water logged and is a hazard in the dark). Although consideration around Badger Hill School is important, wider thought needs to be given to safer walking routes across the school catchment.
I'd prefer to trees, planters and seating used to prevent verge parking rather than pillar bollards and fencing but that wasn't an option to select (instead aesthetic was introduced). I don't feel the above proposal in isolation will improve the situation. These are piece meal, add ons. More radical approach needs to be introduced - to redesign the space, such as a one way system with greater space and priority given to walk / wheel / cycle. Combined with a designated park and stride area for those families who for whatever reason feel car is best / only option for the school drop off.
People need to stop parking in badger hill and in cul-de-sacs off of crossways just to drop their kids off. It is dangerous for cyclists at 9am and 3pm in this area.

I think that any scheme introduced to solve a problem for 20minutes a day shouldn't negatively affect the residents for the remainder of the time. The resident parking introduction was a huge failure and impacted residents negatively in my opinion. For example, bollards that prevent unsafe parking is a great idea however bollards that prevent reasonable visitors parking to residents outside of school drop-off time should be avoided. During school drop off times, I've witness cars mounting the grass to allow room for oncoming traffic due to the terrible parking situation, Would the proposed changes make it even worse/unsafe for drivers? Would this encourage drivers to cycle/walk (Does their lifecycle give them that option?) or would proposed changes just lead to car accidents and gridlock? Measures to discourage parking near the school should not just move the problem further up the road. That could negatively affect more residents than ever. There would be little to no benefit in this case.
Something must be done to stop the amount of irresponsible parking by school parents. Parking on pavements and verges impact upon pedestrians and especially, wheel chair users. School parents should not be parking both sides of the Crossways and Sussex Road. The amount of traffic at school time in the area is staggering. Parents seem to want to park as close to Badger Hill School as humanly possible. Therefore, trying to drive back through the area to go back home to Bishops Way becomes a major task.
Stop people parking on my drive when dropping kids off and blocking my drive
If you put fencing around the grass what will happen when it comes to cutting the grass
Complete waste of money. It is the parents who park anywhere, speed, disregard all traffic signs inc double yellow lines. However, this only happens for about 1 hour a day and in term time. Therefore the overall percentage is very, very low.
A park and stride system for school users would be good so that fewer parents are dropping off and parking inconsiderately/ illegally on double yellow lines. Police/ traffic warden presence at drop off and pick uptimes occasionally. mature trees planted along both sides of Sussex Road and Crossways would greatly enhance the area and reduce the ability of cars being able to park on verges and churn up the grass.
This area is perfectly safe for pedestrians and cyclists , someone needs to take a walk/ drive around the area at any time of day other than school drop off and pick up times.The very people that you are aiming to protect are the cause of the problem. I cannot get out of my drive at these times, I think the changes that you intend to implement will only add to the chaos.A large proportion of the vehicles live within walking distance of the school, causing the chaos for the residents in this area. We don’t want fencing and bollards for a problem that is not of our making and all for an hour twice a day
The only problem in this area is when the school run is on. The other factor is that Brentwood Crescent, etc, will have more cars parked/abandoned as parents drop their children off
The roadway outside the school entrance should be a raised table and/or coloured red. The give way doesnt make sense if map is orientated as I think it is. Crossing points should be closer to pedestrian desire lines.
I live opposite the school and often cannot get in or out of my driveway during school drop off / pick up times. Parents park across the crossing and all over the road so it is so dangerous to cross the road to the school. I've brought this up with the school and the council many times so I am over the moon that changes are being made. Please see them through before a child gets run over! It's an accident waiting to happen. I couldn't support this more!

Badger Hill People Streets

If you feel you may be disadvantaged by any of the design options presented, please detail why below.

Responses
decreased access to property - harder to have visitors The current parking restrictions already make it harder to get workers on-site to carry out work. I am lucky to have a drive but this means I will park my car on the road The problem only exists during school drop off and pick up times the proposals are not a good use of tax payers money I cannot see the proposals changing the behaviour of the parents causing the problem
From the perspective of walking and cycling this proposal is a missed opportunity to remove school run vehicles completely from the area at the start and finish of the school day, if not completely with point closure. So cyclists and pedestrians are 'disadvantaged' by the lack of ambition to make a real difference in the area.
I do not feel I will be disadvantaged, however, I would like to know whether the road will be blocked off while the work is being done and how that will happen, as I am a resident.
I think you should extend the formal crossings around the wider area as a pedestrian was recently hit by a car at an informal crossing near the Deramore Drive bus stop
No disadvantages for me.
The roads need sorting out then people might cycle to school more. Get rid of the potholes

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place
Service Area:	Active Travel Programme
Name of the proposal :	Badger Hill People Streets
Lead officer:	Bethan Old
Date assessment completed:	8/2/24

Names of those who contributed to the assessment :

Name	Job title	Organisation	Area of expertise
Bethan Old	Project Manager	CYC	Project Management

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal?
	Improve the environment for pedestrians, cyclists and mini-scooter users approaching the school via Sussex Road and Crossways by reducing the impact of traffic in this area and improving the opportunity for defined crossing locations which are clearly visible to all users.

1.2	Are there any external considerations?
	▪ Cycle Infrastructure Design LTN 1/20 ▪ Design Manual for Roads and Bridges (**DMRB**) ▪ Manual of Contract Documents for Highway Works (**MCHW**) ▪ Specification for Highway works (**SfHW**) ▪ Traffic Signs Regulations and General Directions 2016 (**TSRGD**) ▪ Manual for Streets ▪ Structural Eurocodes ▪ Building Regulations ▪ Traffic Signs Manual 2019 ▪ Inclusive Mobility: a guide to best practice on access to pedestrian and transport infrastructure ▪ Guidance on the use of Tactile Paving Surfaces ▪ CYC Arboriculture Policy 2017 & BS5837 Trees in relation to design, demolition and construction

1.3	**Who are the stakeholders and what are their interests?**
	CYC Internal – Maintaining the effectiveness of the authorities existing highways infrastructure, Preparing the network for changing future demand, Raising public awareness of upcoming changes, Utilisation of the network during construction periods. Transport Planning , Sustainable Transport Service, Road Safety, Network Management, Network Monitoring, Streetworks , Public Protection – Air Quality, Development Management, Communications, Highways, Major Transport Projects, Design, Conservation and Sustainable Development, Parks and Open Spaces, Waste Services, Finance, Councillors **External – User experience** General Public Residents/businesses in the vicinity of Badger Hill Primary School Staff and parents associated with Badger Hill Primary School **External - Organisations** Transport Operators - York Pullman Bus, First Bus, Transdev, East Yorkshire Buses, Connexions Buses, Arriva Buses, Glenn Coaches, Reliance Buses, Stephensons of Easingwold, The Ghost Bus Tours, York Pullman Bus, East Yorkshire Motor Services, Utopia Coaches Emergency Services - North Yorkshire Police, Yorkshire Ambulance Service, North Yorkshire Fire Service, York Hospital Transport Groups - York Civic Trust, Sustrans, WalkYork, York Environment Forum Transport Group, York Bike Belles, York Cycling Campaign Equalities Groups - Age UK York, Mysight York, Be Independent, Pocklington Trust, York Blind and Partially Sighted Society, Wilberforce Trust, York Disability Rights Forum, York People First

1.4	**What results/outcomes do we want to achieve and for whom?**
	Improved safety and amenity of cyclist and pedestrian routes in the vicinity of Badger Hill Primary School. Proposed changes will encourage active travel and enhance priority towards pedestrian and cyclists, away from motor vehicle traffic and discourage parent parking on verge areas during school drop-off and pick-up times. Therefore carrying out these works fulfils the 'Getting around sustainably' key outcome of the Council Plan.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?**
Source of data/supporting evidence	**Reason for using**
Preliminary Internal Consultation with the groups indicated at section 1.3 completed from the 24th May to the 9th June 2023. Stakeholders were contacted via email and provided with details of the proposed changes along with annotated preliminary design drawings.	To get a direct response to preliminary design options from a range of groups who may have existing technical knowledge of specific issues at the location.

On the 29th October 2023, ward councillors were consulted on designs via a Teams session and emails, and provided support for the scheme.	To gather opinions from ward councillors, who have knowledge of the area and its problems, and understand whether they support progression of the scheme.
Preliminary External Consultation with the groups indicated at section 1.3 completed from the 6th October to the 1st December 2023. The general public were invited to complete an online survey to gather their views on existing conditions in the area and proposed changes. Residents were contacted via post and advertisements online invited the general public to contribute.	To gather the opinions of a variety of users of the area, to identify trends and to give the public a chance to have their voices heard.
Secondary External Consultation with the groups indicated at section 1.3 completed from the 5th January to the 5th February 2024. External stakeholder representatives from a range of transport, place and equalities focused organisations were emailed designs and asked to provide feedback via reply email.	To gather the opinions of a variety of representative groups who may identify specific access barriers relating to the scheme.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	**Action to deal with this**
Stakeholder groups with technical knowledge that may identify design features that disadvantage certain protected characteristics noted in the Equality Act 2010.	Public Executive Member Decision Session to attract more attention to the scheme, and the maintaining of the Active Travel inbox throughout the project lifecycle so that anyone can have their say at any time.

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	No reference to this characteristic was made as part of our information gathering process. 31% of survey respondents were 65+, but did not identify any impacts related to their protected characteristic.	Neutral	Low
Disability	Concern was expressed that residents may be disadvantaged by the placement of bollards, as they may cause problems for medical care access. 14% of survey respondents had a physical or mental illness that reduced their ability to carry out day-to-day activities, but	Neutral	Low

	did not identify any impacts related to their protected characteristic. Consultation with a CYC Access Officer did not identify any impacts related to disability, so long as the visibility of new bollards and fencing was considered.		
Gender	No reference to this characteristic was made as part of our information gathering process. 50% of survey respondents were male, and 47% were female, but did not identify any impacts related to their protected characteristic.	Neutral	Low
Gender Reassignment	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Marriage and civil partnership	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Pregnancy and maternity	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Race	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Religion and belief	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Sexual orientation	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low

Low income groups	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Veterans, Armed Forces Community	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Other	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Impact on human rights:			
List any human rights impacted.			

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
Maintain the activetravel@york.gov.uk email inbox so that anyone wishing to draw attention to risk factors or ways in which protected characteristics are disadvantaged can do so.	

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision.
Option selected	**Conclusions/justification**
No major changes to the proposal	The project demonstrates that suitable consideration has been taken into account with regards to proposal designs and their impact on those users who share a protected characteristic and does not lead to unlawful discrimination. The project is part of a wider Active Travel Programme, which will continually monitor developments in available technology which could further enhance the user experience of pedestrians and cyclists. This will also be informed by continued interaction with stakeholders. Each project proposed for construction is subject to road safety assessment and where recommended, Road Safety Audit which will lead to further considerations as part of the design and installation process.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.

Impact/issue	Action to be taken	Person responsible	Timescale
Additional Stakeholder Identification.	Appropriate groups/individuals representing protected characteristics to be identified and invited to contribute feedback on designs, should the scheme be progressed.	Bethan Old working in conjunction with the CYC Communications Team.	As appropriate for Detailed Design progression.

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?**
	Members of the general public are free to provide feedback through any of the authorities communication channels and where required and possible, officers will undertake further steps to improve user experience. Learning will be shared with other Active Travel Programme officers, and will be incorporated into this and future schemes.

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Annex F

'People Streets' Treatment at Badger Hill Primary School, York

Preliminary Design Report
(Workstages 1–3)

City of York Council (CYC)

May-22

Delivering a better world

Quality information

Prepared by	Verified / Approved by
Luke Oddy	Neil Brownbridge
	
Principal Consultant	Regional Director

Revision History

Revision	Revision date	Details	Authorized	Name	Position
1	26/02/2024	Minor amendments following client review.		Neil Brownbridge	Regional Director

Distribution List

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Prepared for:

City of York Council (CYC)

Prepared by:

AECOM Limited
5th Floor, 2 City Walk
Leeds LS11 9AR
United Kingdom

T: +44 (0)113 391 6800
aecom.com

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Executive Summary

Located approximately three miles south-east of York city centre, Badger Hill Primary School has been identified as a potential location for '*People Street'* enhancement measures. Broadly speaking, this involves reducing the impact of motor vehicles to create a more pleasant and appealing environment for pedestrians, cyclists and mini-scooters approaching the school. At this location a particular objective is to improve the environment on Crossways and Sussex Road by reducing the impact of traffic/parked vehicles and improving crossing points.

A trial layout was implemented by Sustrans in June 2021 during which build-outs were placed in the road ahead of the school drop-off period and were left in place until an hour after the end of the school day, colourful stencils of badgers' footprints and the school's logo were used to create temporary artwork and groups of pupils planted flowers and herbs in pots, which were placed into the buildouts.

The most popular design element trialled was the street art to indicate a school zone (56 respondents, 88% approve), closely followed by plants and greenery (51 respondents, 80% approve).

Since the trial, a residents parking zone (ResPark), identifiable by entry and exit signs, has been implemented (R39A). Residents are currently issued one free permit, which is subsidised by the University of York due to their commitments from the Section 106 Agreement associated to the planning approval for the expansion of the University. It is understood that parking within R39A has a 10-minute grace period, which gives opportunity for parents to drop off / pick up outside the school.

AECOM were appointed in October 2022 to undertake scheme design and optioneering with the objective of developing a design package of proposed interventions to enable CYC to take a proposed scheme to consultation.

To inform scheme development site visits have been undertaken and a range of survey data has been collected, collated and analysed. This has included 24-hour speed and traffic flow surveys; a pedestrian/cycle movement/crossing survey and a parking beat survey, both undertaken in 5-minute intervals before, during and after school drop-off and collection periods; manual classified turning count data; and recorded personal injury collision data. The above evidence base has specifically confirmed the following specific existing issues:

- Occurrence of kerbside parking during school drop-off and collection periods is highest along the southern kerbline of Crossways and western footway of Sussex Road, with parking restricting visibility at uncontrolled crossing locations near to the school entrance.
- As expected, the highest proportion of pedestrians cross at the Crossways / Sussex Road junction directly outside of the school entrance, with parents / children observed to frequently cross the junction diagonally as they depart the school ground.

Although opportunity to provide public realm enhancement is limited due to the available verge width and residents' driveways, to ensure the proposed scheme is not just focussed on engineering measures but also about creating a sense of place, opportunities for small scale public realm enhancements have been sought as part of the scheme design development.

Design options were discussed with CYC Officers during interim progress meeting, with four scheme proposals identified as summarised in the table overleaf. Each option provides an increased level of intervention and hierarchy of cost / benefit to meet specified objectives.

Option 1 Do Minimum	Option 2 Low Cost	Option 3 Medium Cost	Option 4 High Cost
Cost Estimate			
£82,000	**£195,000**	**£476,000**	**£766,000**
LTN 1/20 – Cycle Level of Service Audit Score			
60% (Critical Fail)	**62% (Critical Fail)**	**62% (Critical Fail)**	**72% (No Critical Fail)**
School Street Audit Score			
52%	**57%**	**67%**	**74%**
Design Feature Variables			
• Replacement of existing and Introduction of additional bollards to prevent verge side parking. • Sections of low-level fencing around School Entrance junction to encourage crossing at existing uncontrolled crossing locations. • 1057 markings / school markings / 2D speed tables and additional signage. • Additional 'School slow down' signage.	*All relevant do minimum interventions plus:* • Resurfaced raised table / red additive to further deter parking. • Resurfaced footways and tactile renewal. • Relocation of northern arm crossing at School Entrance junction. • Additional fencing along northeast corner of School Entrance junction.	*All relevant do low-cost interventions plus:* • Extension of existing raised table. • Formalisation of crossings at the junction over Sussex Road / Crossways (Zebra). • Widened footway (2.5m) linking to park along Crossways / Deramore Drive West • Additional crossing over Sussex Road between Bishopsway and Brentwood Crescent (Zebra).	*All relevant do medium cost interventions plus:* • Widened footway (2.5m) of Sussex Road western footway to proposed Field Lane crossing. • Additional crossing over Sussex Road between Bishopsway and Brentwood Crescent (Zebra). • Additional signalised Parallel Crossing of Field Lane.

Table 1. Badger Hill Primary School – Option Summary

All proposals provide a benefit in comparison to the existing layout, with significant improvements to safety at crossing locations near to the school entrance and limiting the impact of parked vehicles on verges.

The hierarchy of cost and infrastructure proposals included within the four scheme options is reflected within the resulting audit scores and benefit in relation to initial project objectives.

The hierarchy of options will allow CYC to engage in local stakeholder engagement activities and decision making regarding progression to the next stage of design.

1. Introduction

1.1 Study Area

The study area, shown in **Figure 1**, is located in Badger Hill, three miles south-east of York city centre. The main and only school entrance is on to Crossways at the junction of Sussex Road.

The extent of the red line boundary was discussed in a pre-scoping meeting between AECOM and CYC on 8th Sept 2022. The outcome of this meeting was a slight extension to the existing redline boundary to incorporate the connection to the public park located on Deramore Drive West and the Sussex Road junction with Field Lane.

Crossways and Sussex Road are both 20mph zones, without any significant traffic volume or speed issues. However, during school drop-off and pick-up times, pedestrian and car traffic is noticeably increased.

The surrounding residential streets are part of a Residential Parking Zone, however the 10 minutes grace period allows parents dropping off to do so without punishment.

Figure 1. Study Area Plan/Red Line Boundary (Source – Google Maps)

1.2 Site Trial (in 2021)

Sustrans carried out a trial on 10/06/2021 in which build-outs were placed in the road ahead of the school drop-off period and were left in place until an hour after the end of the school day. The most popular design element trialled was the street art to indicate a school zone (56 respondents, 88% approve), closely followed by plants and greenery (51 respondents, 80% approve).

An indicative Street Sketch and Street Trail as proposed by Sustrans, included within the accompanying Sustrans Report is provided as **Figure 2**.

Figure 2. Sustrans Street Trail (Source: Sustrans)

Following this initial trial, CYC commissioned AECOM to deliver up to three Preliminary Design solutions to enable a proposed scheme to be taken to consultation. This includes a low-cost, medium-cost and high-cost option. The project aims and objectives are set out below.

1.3 Project Aims

The aims of the scheme are to improve the environment for pedestrians, cyclists and mini-scooter users approaching the school via Sussex Road and Crossways by reducing the impact of traffic in this area and improving the opportunity for defined crossing locations which are clearly visible to all users.

1.4 Project Objectives

To implement civil engineering interventions to change the built environment to enhance the priority towards pedestrian and cyclists, away from motor vehicle traffic and to discourage parent parking on verge areas during school drop-off and pick-up times.

1.5 Key Workstages

To respond to the project aims and objectives, AECOM agreed a staged approach with Key Workstages as shown below, with further detail provided within the associated Commissioning Brief, approved by CYC on 26th October 2022.

This document is the first of two reports to be provided and covers Key Workstages 1-3. Report 2 will be issued after completion of Workstages 4-6, assuming the scheme receives approval to progress beyond preliminary design.

Following on from an initial workshop meeting with CYC at Concept Design Stage on 2nd March 2023, this report provides information relating to AECOM's proposed Preliminary Designs and associated supporting information to inform the Executive Members / Transport Board decision process.

1.6 Report Structure

The remaining sections of this report are structured as follows:

- **Chapter 2** summarises details of the Site Visit & Concept Optioneering
- **Chapter 3** provides results of Survey Data
- **Chapter 4** provides a summary of the Preliminary Design proposals
- **Chapter 5** provides details of High-level Cost Estimates
- **Chapter 6** summarises potential Design Feature Variables as required by CYC
- **Chapter 7** provides a summary of potential Traffic Regulation Orders (TRO)
- **Chapter 8** details both the Existing & Proposed Audits Scores
- **Chapter 9** concludes detailing a Summary and Next Steps.

Supporting technical appendices are referenced as appropriate.

2. Site Visit

2.1 General site observations

Before considering design proposals, AECOM undertook a site visit on 9th November 2022 between 2pm–4.30pm to gather information during a typical school PM peak period.

Sussex Road and Crossways are considered to be a low trafficked streets, within a Residents' Priority Parking Scheme area. However, during school pick-up / drop-off times, for a period of around quarter of an hour, increased parking from none-residents occurs, particularly near the school entrance junction. Parking observed during the site visit is shown in Location C, D and E in **Figure 5**.

Other general site observations included:

- Illegal parking occurrences are highest nearest the school entrance.
- Traffic flows are considered generally low, but were observed to increase significantly during school drop off / pick up times.
- Traffic speeds are typically low, with vehicles parked on the approach to the entrance junction restricting manoeuvrability along Sussex Road / Crossways during school drop off / pick up times.
- A significant number of pedestrians / school children cross the Sussex Road / Crossways junction directly outside of the school entrance, not following the existing uncontrolled crossing locations.
- Significant number of parents/carers drive to drop off / pick up their children from school. However, the majority of parents/carers and school children who walk are routed via Crossways.
- Existing bollards to prevent parking on the grass verges are in poor conditionand detracts from the aesthetic.
- The carriageway is constructed from concrete slab paving, with defects and cracking at the raised junction outside of the school entrance.

Figure 3 and **Figure 4** below identifies the location and **Figure 5** shows the pictures taken during the site visit.

Figure 3. Site Photograph Locations (Source – Google Maps)

Figure 4. Site Photograph Locations (Source – Google Maps)

Location A

Location B

Location C

Location D

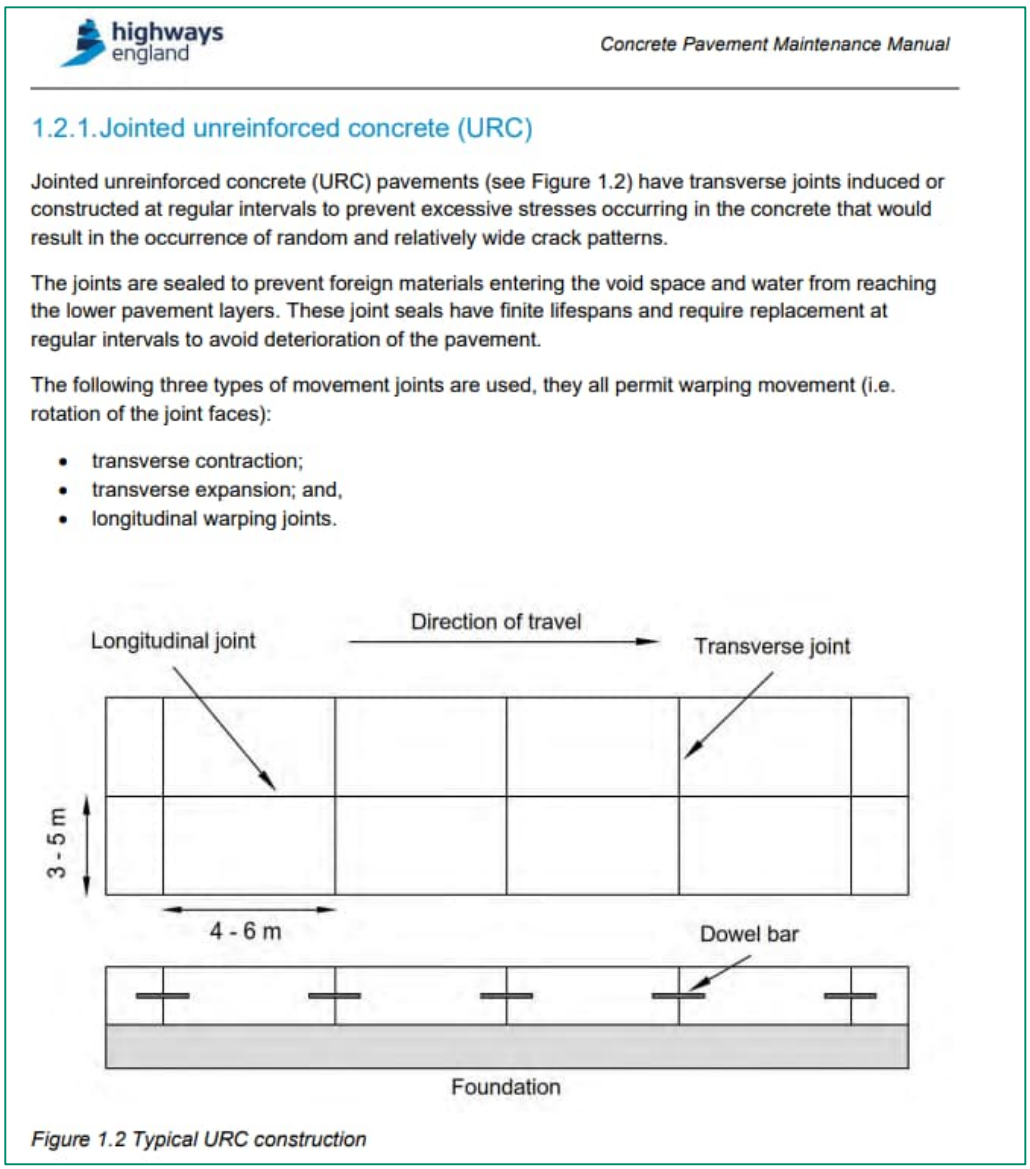
Location E

Location F

Figure 5. Site Photographs

2.2 Concrete slab surfacing

The site visit confirmed that the carriageway is constructed of jointed concrete pavement slabs approximately 5m x 6m, as per **Figure 6** below (although the slab within the study area does not appear to have a central longitudinal joint as per the image overleaf). Unfortunately, this is likely to be problematic / may prove cost prohibitive for either resurfacing or constructing buildouts.



highways england

Concrete Pavement Maintenance Manual

1.2.1. Jointed unreinforced concrete (URC)

Jointed unreinforced concrete (URC) pavements (see Figure 1.2) have transverse joints induced or constructed at regular intervals to prevent excessive stresses occurring in the concrete that would result in the occurrence of random and relatively wide crack patterns.

The joints are sealed to prevent foreign materials entering the void space and water from reaching the lower pavement layers. These joint seals have finite lifespans and require replacement at regular intervals to avoid deterioration of the pavement.

The following three types of movement joints are used, they all permit warping movement (i.e. rotation of the joint faces):

- transverse contraction;
- transverse expansion; and,
- longitudinal warping joints.

Figure 1.2 Typical URC construction

Figure 6. Typical Concrete Pavement (Source: HE - Concrete Pavement Maintenance Manual, June 2021)

Based on on-site observations, concrete surfacing is prevalent throughout the study area. The exceptions are Field Lane and the entrance to Badger Hill Primary School which appears to be flexible (asphalt) pavement construction. Estimated cost associated with proposals in this location (entrance to the school) will increase this is also found to contain underlying concrete construction.

Concrete pavement breakout has not been included within proposals. However, the proposed extension of the raised table will include adjustments to the drainage within the concrete pavement and re-jointing.

2.3 Residents' Priority Parking Scheme

The Residents' Priority Parking Scheme (ResPark) is a zone identifiable by entry and exit signs within the study area; there are no road markings or specific parking bays associated with the resident parking. The residents are currently issued one free permit, which is subsidised by the University of York (UoY) due to their commitments from the Section 106 Agreement associated to the planning approval for the expansion of the University. The Section 106 Agreement and parking surveys were used as a reason to bring the zone into operation; this was discussed at the Executive Member decision session on 21st July 2020. There is a description of the relevant transport elements of the S106 agreement in the report, as follows:

In summary, the associated S106 Agreement states:

- The Developer is to fund the detailed [car parking] survey;
- If the survey shows that the increase is caused by students or other persons having business at the UoY, pay the council the costs of introducing a scheme of parking and waiting restrictions to cover the area or areas where parking has increased +100m around those affected areas;
- If a scheme of waiting or parking restrictions is implemented, pay the Council the costs for having a presence to enforce them for a period of 15 years from first occupation; and
- If the scheme of waiting or parking restrictions is implemented the Council shall pay the developer the penalty charge income (less reasonable admin. costs) for a period of 15 years from first occupation.

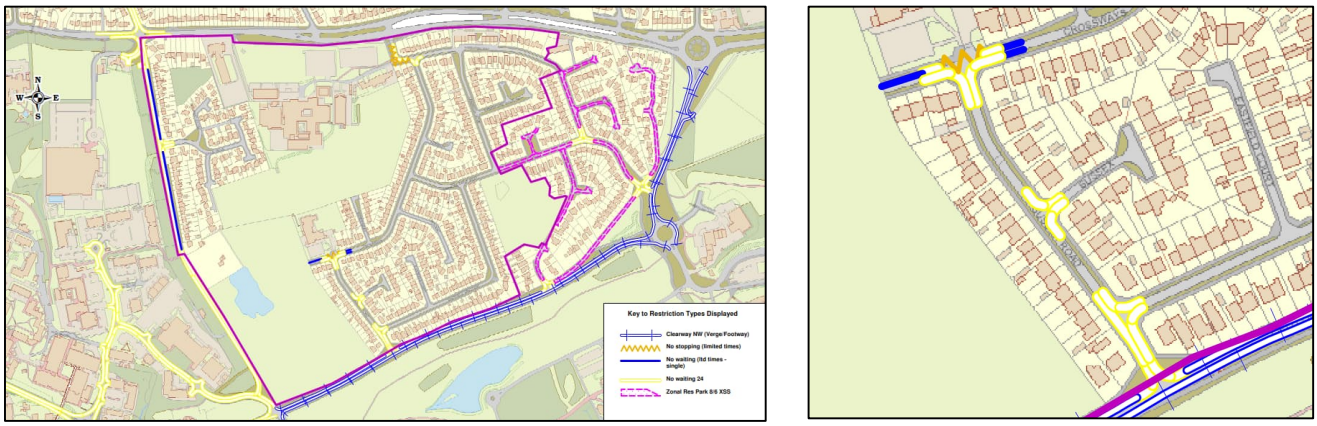


Figure 7. Residents Parking Zone

Pre-scoping discussion with CYC confirmed the following:

"*You can include the areas with double yellow lines within the scope because this does not alter the operation or enforcement of the ResPark zone as these are areas that people are explicitly not allowed to park*." Richard Milligan, 20/09/2022 CYC.

AECOM noted that restrictions associated with changes to the TRO also limit the potential benefits associated with implementing alternative enforceable restrictions to prevent parents/carers parking directly outside of the school during peak hours. Specifically, parents/carers are currently aware of the 10-minute grace period allowing dropping off / pick up and will likely continue to park close to the school entrance without further limitations.

3. Survey Data

3.1 Key Findings

1. Illegal parking occurrences are highest nearest the school entrance.
2. Traffic flows are considered low. Therefore, an on-street quiet route for cyclists meets LTN 1/20 requirements. However, onward connections for cyclist and pedestrians across Field Lane represent a critical safety issue.
3. 85th percentile traffic speeds are slightly higher than the posted 20mph speed limit along Crossways and at the posted 20mph speed limit along Sussex Road. Therefore, further traffic calming measures and signage would be beneficial to further reduce speeds near to the school entrance.
4. The highest proportion of pedestrians cross the Sussex Road / Crossways junction directly outside of the school entrance.
5. Recorded personal injury collision data does not suggest any pattern or trend in collisions. However, does indicate that a controlled crossing of Field Lane would be beneficial to reduce any incidents between pedestrians / cycles and motor vehicles.

3.2 Data Collection

Traffic survey data was collected in order to inform design proposals, with the following surveys undertaken between Thursday 17th November-Wednesday 23th November 2022:

- **Manual classified turning count data** at the Sussex Road/Crossways and Sussex Road/Field Lane junctions between the hours of 07:45-09:00 and 14:45 -16:00 Monday to Sunday.
- **A parking beat survey** across the study area observed in 5-minute time periods during both the AM and PM peak periods, between the hours of 07:45-09:00 and 14:45-16:00 (which covers half an hour before and after school opening / closing times) on each of the survey days.
- **An active travel crossing survey** observed in 15-minute time periods during both the AM and PM peak periods, between the hours of 07:45-09:00 and 14:45-16:00 (which covers half an hour before and after school opening / closing times) on each of the survey days.

In addition, **24-hour speed surveys and traffic flows** were also undertaken between Thursday 10th November - Friday 18th November 2022 at one location on Crossways close to Bishopsway; one location on Sussex Road close to Sussex Close; and one location along Field Lane.

Summary detail on the outputs of the above surveys are provided below. In order to assess both the parking beat and active crossing surveys, the study area was split into separate zones as shown in the following sections.

3.3 Manual Classified Counts

Manual classified counts were assessed in order to determine the typical traffic flows in the immediate vicinity of Badger Hill Primary School. The resulting survey information was then used to determine the traffic / pedal cycle flows and HGV percentages in the surrounding area and, in conjunction with speed survey information, used to determine suitable interventions in relation to LTN 1/20 audit criteria.

The highest combined traffic counts within the survey period were determined to be on Wednesday 23rd November, between 08:00-09:00 for the AM Peak and on Friday 18th November, between 15:00-16:00 for the PM Peak.

The traffic flows at the Sussex Road/Crossways and Sussex Road/Field Lane during these time periods are showing in **Figure 8** to Figure 11.

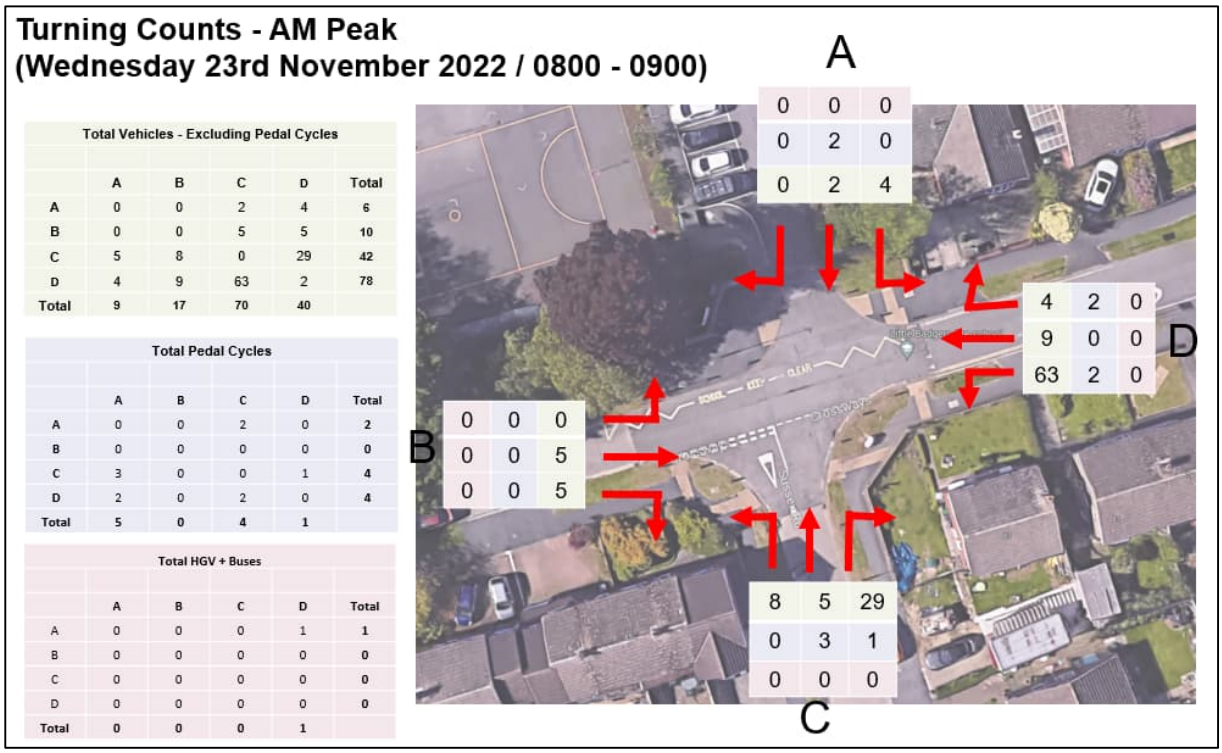


Figure 8. AM Peak (08:00-09:00) Traffic Flows – Crossway / Sussex Road junction junction

As shown in **Figure 8** above, during the AM peak a total of 29 vehicles and 1 cyclist turned right onto Crossways from Sussex Road; 5 vehicles and 3 cyclists made an ahead movement into the school; and 8 vehicles turned left. Of the movements along Crossways East, 63 vehicles and 2 cyclists turned left onto Sussex Road; 9 vehicles made a westbound ahead movement; and 4 vehicles and 2 cyclists turned right into the school. From Crossways West, 5 vehicles made an eastbound ahead movement and 5 vehicles turned right onto Sussex Road. Four vehicles made a left turn out of the school onto Crossways, and 2 vehicles and 2 cyclists travelled southbound onto Sussex Road.

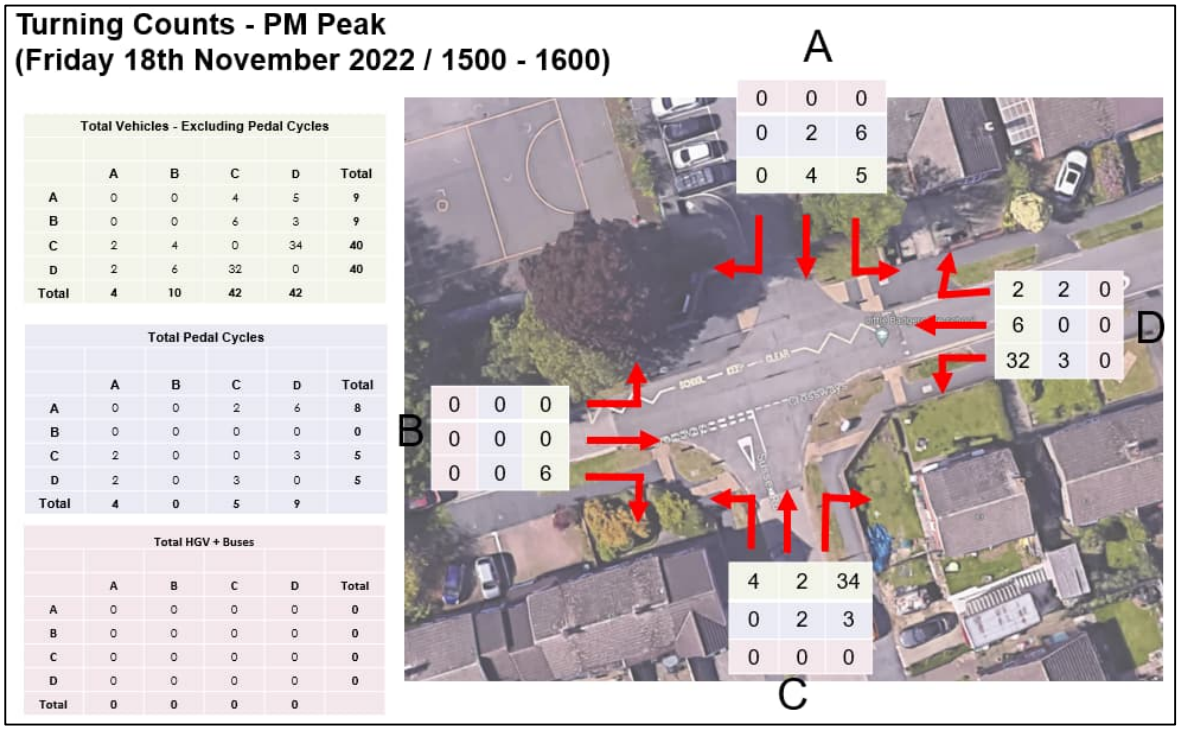


Figure 9. PM Peak (15:00-16:00) Traffic Flows – Crossway / Sussex Road junction

As shown in **Figure 9** above, a total of 34 vehicles and 3 cyclists turned right onto Crossways from Sussex Road; 2 vehicles and 2 cyclists made an ahead movement into the school; and 4 vehicles turned left. Of the movements along Crossways East, 32 Vehicles and 3 cyclists turned left onto Sussex Road; 6 vehicles made a westbound ahead movement; and 2 vehicles and 2 cyclists turned right into the school. From Crossways West, 6 vehicles turned right onto Sussex Road; 5 vehicles and 6 cyclists made a left turn out of the school onto Crossways; and 4 vehicles and 2 cyclists travelled southbound onto Sussex Road.

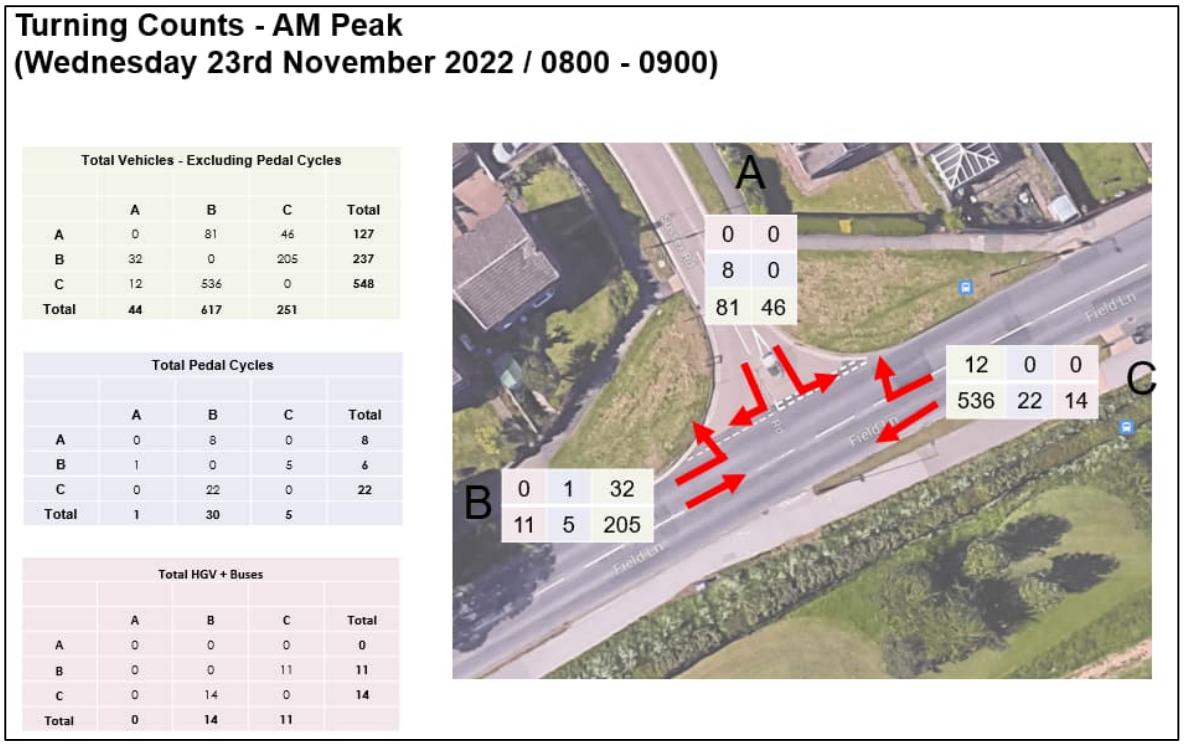


Figure 10. AM Peak (08:00-09:00) Traffic Flows – Field Lane / Sussex Road junction

As shown in **Figure 10** above, during the AM peak a total of 32 vehicles and 1 cyclist turned left into Sussex Road from Field Lane, and 12 vehicles turned right into Sussex Road from Field Lane. Of the movements from Sussex Road to Field Lane, 46 vehicles turned left, and 81 vehicles and 8 cyclists turned right. Along Field Lane, 205 vehicles and 5 cyclists travelled eastbound, and 536 vehicles and 22 cyclists travelled westbound.

Turning Counts - PM Peak
(Friday 18th November 2022 / 1500 - 1600)

Total Vehicles - Excluding Pedal Cycles

	A	B	C	Total
A	0	38	43	81
B	35	0	266	301
C	23	258	0	281
Total	58	296	309	

Total Pedal Cycles

	A	B	C	Total
A	0	6	0	6
B	9	0	8	17
C	0	18	0	18
Total	9	24	8	

Total HGV + Buses

	A	B	C	Total
A	0	0	0	0
B	0	0	5	5
C	0	8	0	8
Total	0	8	5	

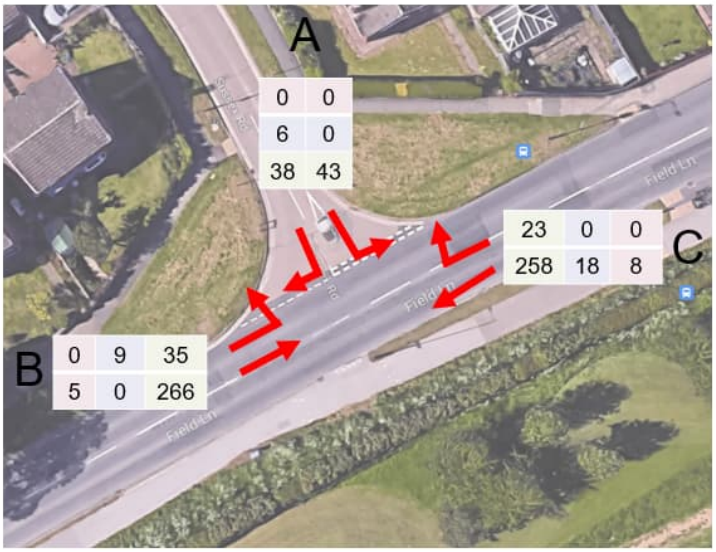


Figure 11. PM Peak (15:00-16:00) Traffic Flows – Field Lane / Sussex Road junction

As shown in **Figure 11** above, during the PM peak a total of 35 vehicles and 9 cyclists turned left into Sussex Road from Field Lane, and 23 vehicles turned right into Sussex Road from Field Lane. Of the movements from Sussex Road to Field Lane, 43 vehicles turned left, and 38 vehicles and 6 cyclists turned right. Along Field Lane, 266 vehicles travelled eastbound, and 258 vehicles and 18 cyclists travelled westbound.

In summary, the recorded turning count data at the two junctions indicates that, during peak periods, traffic flows are considered low along Sussex Road, with no recorded heavy vehicle movements. However, due to the nature of Field Lane, it experiences higher general and HGV traffic.

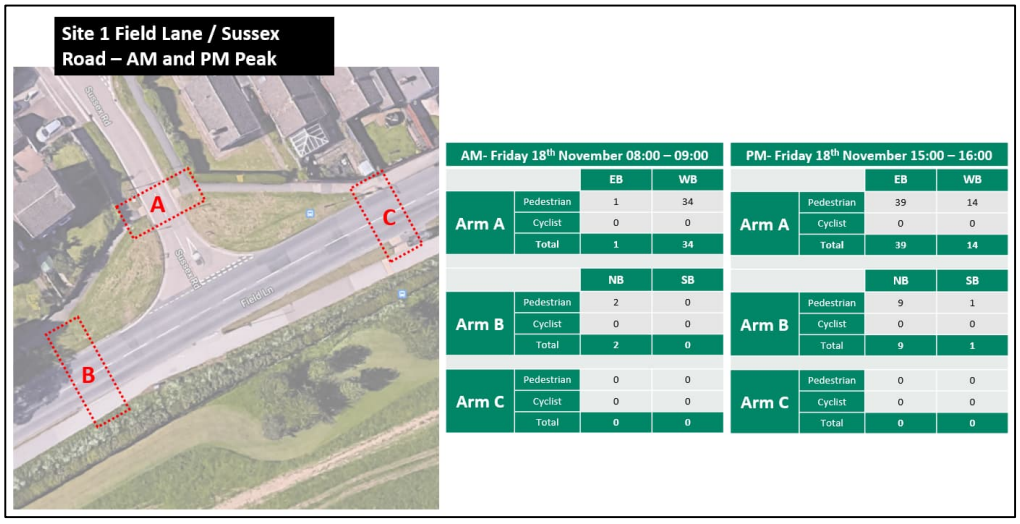
3.4 Active Travel Crossing Survey

Pedestrian and cycle crossing counts were assessed in order to determine the volume and location of pedestrians crossing in the study area. The results were then used to determine the most beneficial location for proposed active travel crossing facilities.

The location and volume of crossing pedestrians during the morning (0800-0900) and afternoon (1500-1600) school peak periods is shown in the following section, with the study area split into Zones 1-8, with Zones 1, 5, 8 and 9 representing specific crossing movements at junctions.

Zone 1 - Field Lane / Sussex Road

Pedestrian and cycle crossing movements during the AM and PM peak at the Field Lane / Sussex Road junction indicate that majority of crossing movements are east / west across Arm A, with 35 and 53 crossing movements during the AM and PM peaks respectively.



AM- Friday 18th November 08:00 – 09:00

		EB	WB
Arm A	Pedestrian	1	34
	Cyclist	0	0
	Total	1	34

		NB	SB
Arm B	Pedestrian	2	0
	Cyclist	0	0
	Total	2	0
Arm C	Pedestrian	0	0
	Cyclist	0	0
	Total	0	0

PM- Friday 18th November 15:00 – 16:00

		EB	WB
Arm A	Pedestrian	39	14
	Cyclist	0	0
	Total	39	14

		NB	SB
Arm B	Pedestrian	9	1
	Cyclist	0	0
	Total	9	1
Arm C	Pedestrian	0	0
	Cyclist	0	0
	Total	0	0

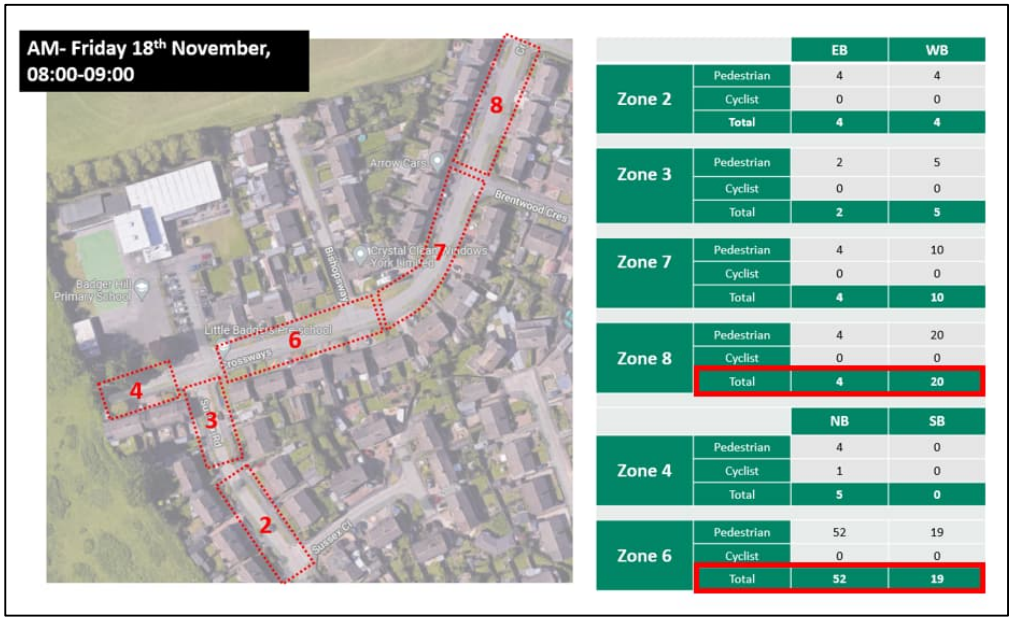
Figure 12. AM / PM Peak, Field Lane / Sussex Road - Active Traffic Flows

A small number of crossing movements were undertaken at Arm B; whereas no crossing movements were undertaken at Arm C.

At the junction, the southern footway of Field Lane is a shared foot / cycleway. An uncontrolled crossing is provided at Arms C connection the bus stop to / from Badger Hill and dropped kerb cycle on / off facility is provided opposite Sussex Road. Both facilities are considered unsuitable due to the traffic flows and speed along Field Lane.

Zone 2, 3, 4 ,6 & 7

The highest crossing volumes within the study area along linear sections (not at a specific junction) were determined to be on Friday 18th November, between 08:00-09:00 for the AM Peak and on Monday 31st October, between 15:00 - 16:00 for the PM Peak. The location and volume of crossing pedestrians and cyclists during these time periods is shown in **Figure 13** and **Figure 14**, with the study area split into Zone 1-8.

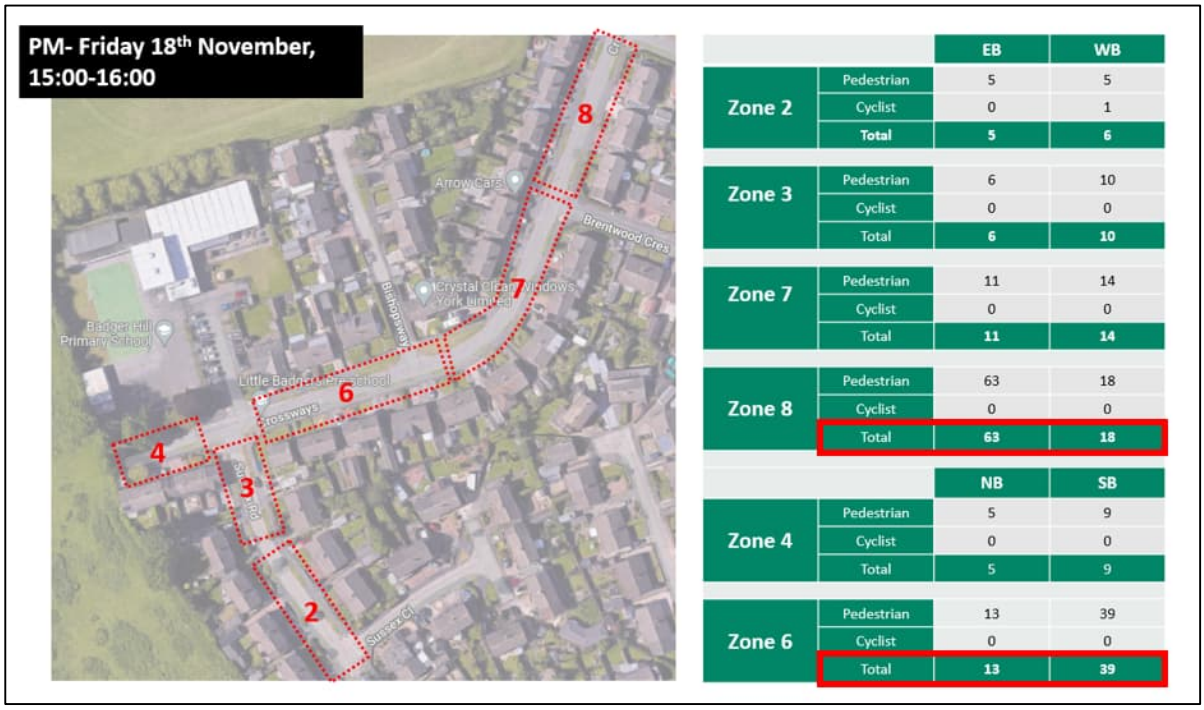


		EB	WB
Zone 2	Pedestrian	4	4
	Cyclist	0	0
	Total	4	4
Zone 3	Pedestrian	2	5
	Cyclist	0	0
	Total	2	5
Zone 7	Pedestrian	4	10
	Cyclist	0	0
	Total	4	10
Zone 8	Pedestrian	4	20
	Cyclist	0	0
	Total	4	20

		NB	SB
Zone 4	Pedestrian	4	0
	Cyclist	1	0
	Total	5	0
Zone 6	Pedestrian	52	19
	Cyclist	0	0
	Total	52	19

Figure 13. AM Peak (08:00-09:00) Active Travel Flows

In total, Zones 6 and 8 had the highest number of east / west crossing movements during the AM peak, with 24 and 71 crossing movements respectively. Zone 3 has the least number of crossing movements with a total of 7 movements.



		EB	WB
Zone 2	Pedestrian	5	5
	Cyclist	0	1
	Total	5	6
Zone 3	Pedestrian	6	10
	Cyclist	0	0
	Total	6	10
Zone 7	Pedestrian	11	14
	Cyclist	0	0
	Total	11	14
Zone 8	Pedestrian	63	18
	Cyclist	0	0
	Total	63	18

		NB	SB
Zone 4	Pedestrian	5	9
	Cyclist	0	0
	Total	5	9
Zone 6	Pedestrian	13	39
	Cyclist	0	0
	Total	13	39

Figure 14. PM Peak (15:00-16:00) Active Traffic Flows

As within the AM peak, Zones 6 and 8 had the highest number of crossing movements during the PM peak, with 52 and 81 crossing movements respectively. Zone 2 has the least number of crossing movements with 11 total crossing movements.

In summary, the data indicates that crossing demand is highest within Zones 6 and 8. This corresponds with on-site observations, with the majority of crossing movements on Crossways occurring away from the junction with Sussex Road. As such, any proposed crossing facilities should be focused within these Zone 6 and Zone 8 locations.

Zone 5 - Sussex Road / Crossways

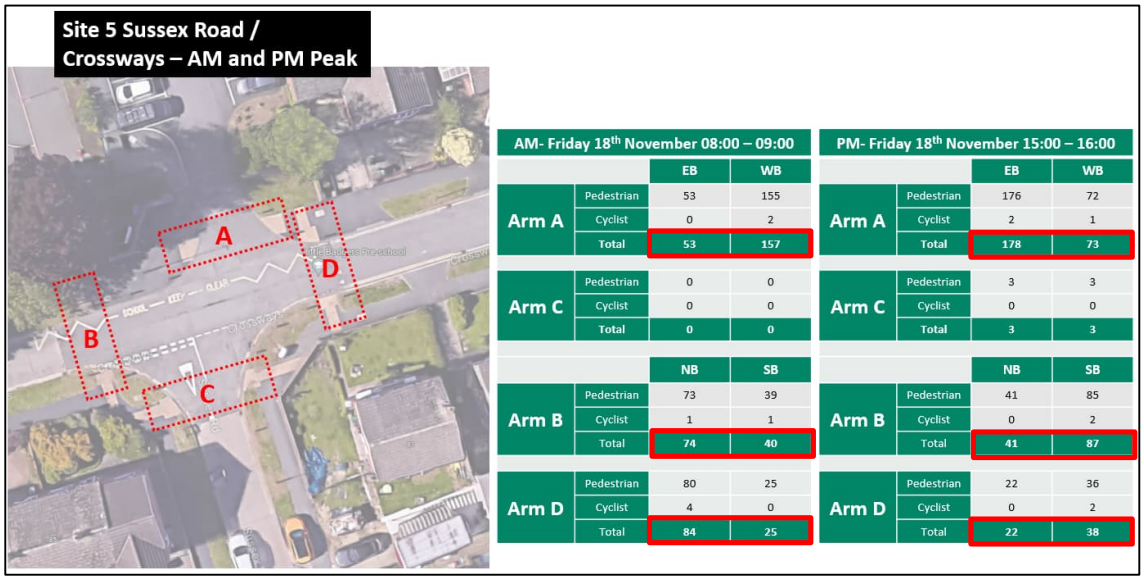
Pedestrian and cycle crossing movements during the AM and PM peak at the Sussex Road / Crossways junction (Badger Hill Primary School Entrance) are shown in **Figure 15**. In total, during the AM and PM peak hours there were 433 and 445 total crossing movements respectively. This indicates that enhanced crossing facilities would provide a significant benefit in this location.

The data specifically indicates that majority of crossing movements were as follows:

- Arm A (school entrance) with 210(AM) / 251(PM) total pedestrian/cycle crossing movements, of which three were cycle crossing movements.
- Arm B (Crossways (west)) with 114 (AM) and 128 (PM) total pedestrian/cycle crossing movements, of which zero were cycle crossing movements
- Arm D (Crossways (east)) with 109 (AM) and 60 (PM) total pedestrian/cycle crossing movements, of which six were cycle crossing movements

Negligible pedestrian/cycle crossing flows were observed across Arms C (Sussex Road).

On site observations also confirmed that pedestrian and cycle crossings movements at the junction are problematic due to parents / children crossing diagonally across the junction rather than at official crossing locations, with parked cars causing safety issues associated with blocking crossings and impacting visibility.



AM- Friday 18th November 08:00 – 09:00

		EB	WB
Arm A	Pedestrian	53	155
	Cyclist	0	2
	Total	53	157
Arm C	Pedestrian	0	0
	Cyclist	0	0
	Total	0	0

		NB	SB
Arm B	Pedestrian	73	39
	Cyclist	1	1
	Total	74	40
Arm D	Pedestrian	80	25
	Cyclist	4	0
	Total	84	25

PM- Friday 18th November 15:00 – 16:00

		EB	WB
Arm A	Pedestrian	176	72
	Cyclist	2	1
	Total	178	73
Arm C	Pedestrian	3	3
	Cyclist	0	0
	Total	3	3

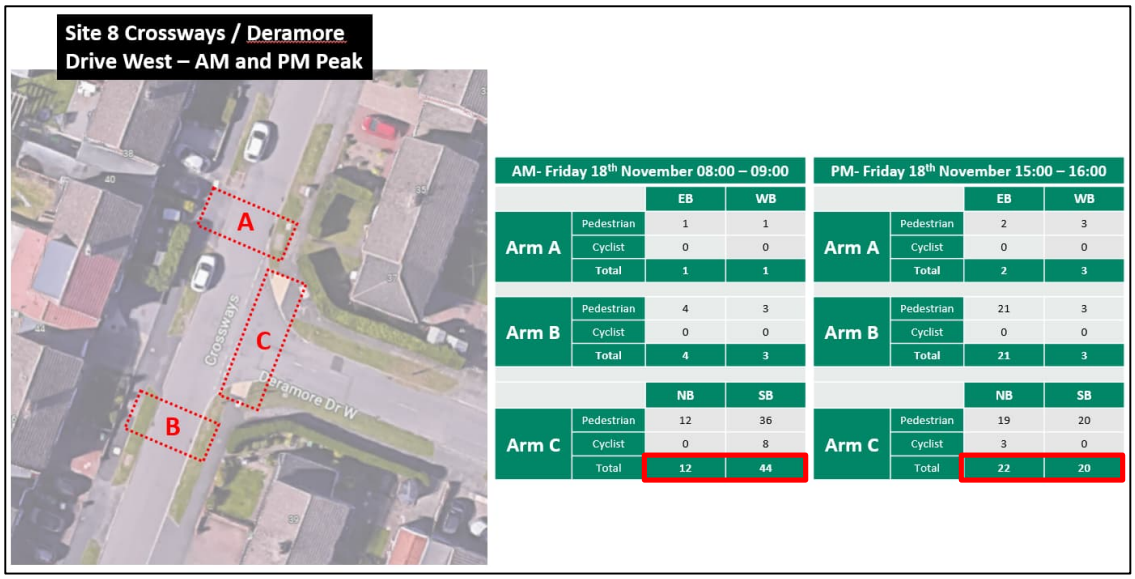
		NB	SB
Arm B	Pedestrian	41	85
	Cyclist	0	2
	Total	41	87
Arm D	Pedestrian	22	36
	Cyclist	0	2
	Total	22	38

Figure 15. AM / PM Peak Sussex Road / Crossways - Active Traffic Flows

Zone 8 - Crossways / Deramore Drive West

Pedestrian and cycle crossing movements during the AM and PM peak at the Crossways / Deramore Drive West junction indicate that majority of crossing movements are Arm C (Deramore Drive West), with 66 and 42 movements during the AM and PM peaks respectively as shown in **Figure 16**.

Fewer than 6 movements took place at Arm A during both peak hours, with 7 and 24 movements observed across Arm B during the AM and PM peaks respectively.



AM- Friday 18th November 08:00 – 09:00

		EB	WB
Arm A	Pedestrian	1	1
	Cyclist	0	0
	Total	1	1
Arm B	Pedestrian	4	3
	Cyclist	0	0
	Total	4	3

		NB	SB
Arm C	Pedestrian	12	36
	Cyclist	0	8
	Total	12	44

PM- Friday 18th November 15:00 – 16:00

		EB	WB
Arm A	Pedestrian	2	3
	Cyclist	0	0
	Total	2	3
Arm B	Pedestrian	21	3
	Cyclist	0	0
	Total	21	3

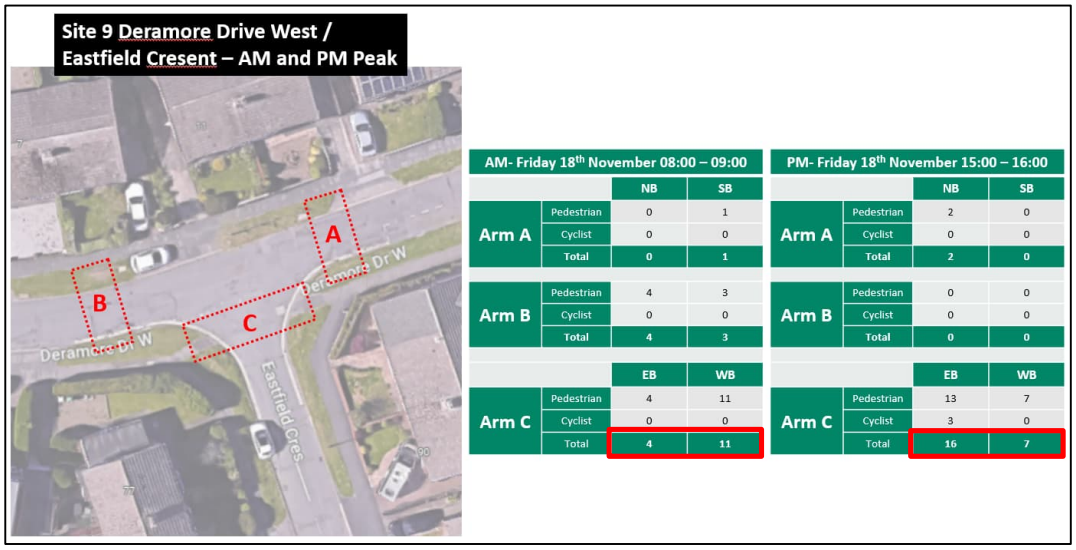
		NB	SB
Arm C	Pedestrian	19	20
	Cyclist	3	0
	Total	22	20

Figure 16. AM / PM Peak Sussex Road / Crossways - Active Traffic Flows

Zone 9 - Deramore Drive West / Eastfield Crescent

Pedestrian and cycle crossing movements during the AM and PM peak at the Deramore Drive West / Eastfield Crescent junction indicate that majority of crossing movements are Arm C (Eastfield Crescent), with 15 and 23 movements during the AM and PM peaks respectively, as shown in **Figure 17**.

Arms A and B had fewer than 8 total crossing movements during both peak hours.



AM- Friday 18th November 08:00 – 09:00

		NB	SB
Arm A	Pedestrian	0	1
	Cyclist	0	0
	Total	0	1
Arm B	Pedestrian	4	3
	Cyclist	0	0
	Total	4	3
		EB	WB
Arm C	Pedestrian	4	11
	Cyclist	0	0
	Total	4	11

PM- Friday 18th November 15:00 – 16:00

		NB	SB
Arm A	Pedestrian	2	0
	Cyclist	0	0
	Total	2	0
Arm B	Pedestrian	0	0
	Cyclist	0	0
	Total	0	0
		EB	WB
Arm C	Pedestrian	13	7
	Cyclist	3	0
	Total	16	7

Figure 17. AM / PM Peak Sussex Road / Crossways - Active Travel Flows

Summary

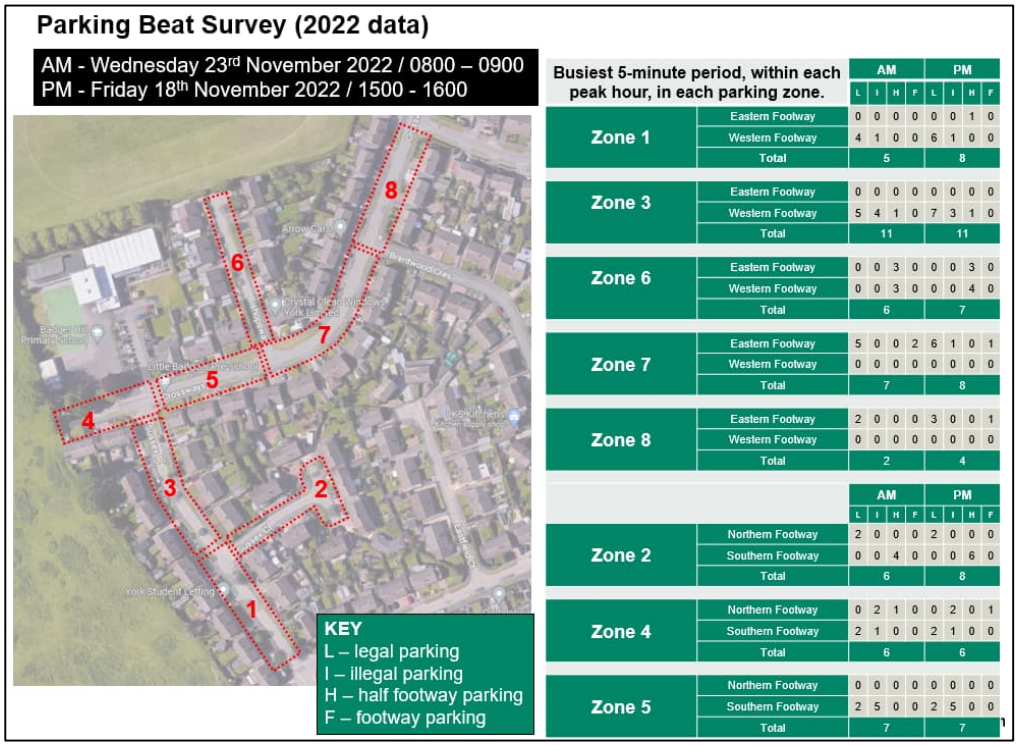
Based on collected survey data and reinforced with site observations, key pedestrian/cycle crossing movements are summarised in **Figure 18** below.

Figure 18. Summary of Key recorded Active Traffic Flows

3.5 Parking Beat Survey

A parking beat survey was undertaken to determine the location of on-street parking within the study area.

The highest classified traffic counts within the survey period were determined to be Wednesday 23rd November, between 08:00–09:00 for the AM Peak and Friday 18th November, between 15:00-16:00 for the PM Peak. As such, the following table shows the corresponding level of parking occurrences within the busiest 5-minute period, within each zone. A map with zone locations is shown in **Figure 19.**



Busiest 5-minute period, within each peak hour, in each parking zone.		AM				PM			
		L	I	H	F	L	I	H	F
Zone 1	Eastern Footway	0	0	0	0	0	1	0	
	Western Footway	4	1	0	0	6	1	0	0
	Total	5				8			
Zone 3	Eastern Footway	0	0	0	0	0	0	0	0
	Western Footway	5	4	1	0	7	3	1	0
	Total	11				11			
Zone 6	Eastern Footway	0	0	3	0	0	0	3	0
	Western Footway	0	0	3	0	0	0	4	0
	Total	6				7			
Zone 7	Eastern Footway	5	0	0	2	6	1	0	1
	Western Footway	0	0	0	0	0	0	0	0
	Total	7				8			
Zone 8	Eastern Footway	2	0	0	0	3	0	0	1
	Western Footway	0	0	0	0	0	0	0	0
	Total	2				4			
		AM				PM			
		L	I	H	F	L	I	H	F
Zone 2	Northern Footway	2	0	0	0	2	0	0	0
	Southern Footway	0	0	4	0	0	0	6	0
	Total	6				8			
Zone 4	Northern Footway	0	2	1	0	0	2	0	1
	Southern Footway	2	1	0	0	2	1	0	0
	Total	6				6			
Zone 5	Northern Footway	0	0	0	0	0	0	0	0
	Southern Footway	2	5	0	0	2	5	0	0
	Total	7				7			

Figure 19. Parking Beat Survey – Wednesday 23rd November 2022, 08:00-09:00

It is evident from the above that Zone 3 has the highest number of overall parking occurrences and second highest number of illegal parking occurrences.

The majority of parking takes place on the western footway of Sussex Road, which is likely due to the available road width that results in parents all parking along the same kerbline so that the road is not blocked.

In addition to the ResPark restrictions, there is a short section of double yellow lining towards the Crossways / Sussex Road junction. Results indicate that parents are aware of the 10-minute grace period and attempt to park as close as possible to the school entrance.

Zone 5 has the highest number of illegal parking occurrences, with parking over double yellow lines and driveways along the southern footway.

This corresponds with on-site observations where vehicles parked along the southern footway of Crossways, often for longer than the specified 10-minute period.

3.6 Speed Survey

In addition to the traffic count data, traffic speed data was recorded at three locations:

- Crossways
- Sussex Road
- Field Lane.

The tables overleaf provide the mean and 85th percentile speeds at the survey locations for differing time periods over the weekday and weekend in either direction between Thursday 10th November- Friday 18th November.

Table 2 and **Table 3** provide details from the survey undertaken on Crossways. **Table 4** and **Table 5** provide details from the survey undertaken on Sussex Road. **Table 6** and **Table 7** provide details from the survey undertaken on Field Lane.

Recorded speeds on Crossways

Recorded data indicates that the 'All-day' and 'School Period' 85th percentile speeds along Crossways were 2-3mph above the 20mph speed limit during the weekday and 3-4mph above the speed limit during the weekend. The highest 85th percentile speeds were seen between Midnight - 7am during the weekday and weekend, with speeds of 5mph above the limit for both.

Result indicate that further speed reduction measures would be beneficial along Crossways, particularly as 85th percentile speeds exceed the posted limit during school hours.

	Weekday				Weekend			
	Mean Speed (mph)		85TH Percentile Speed (mph)		Mean Speed (mph)		85TH Percentile Speed (mph)	
Mean Speed (mph)	**West**	**East**	**West**	**East**	**West**	**East**	**West**	**East**
Midnight - 7am	18	16	25	22	21	20	25	22
7am-9am	16	16	22	20	20	18	22	20
10am-3pm	18	18	23	23	19	19	23	23
4pm-6pm	18	18	23	22	18	18	23	22
8pm-Midnight	20	19	24	23	20	19	24	23
8am – 3.30pm (School Period)	17	17	22	22	-	-	-	-

Table 2. Crossways Speed Survey Data Time Period – Thursday 10th Nov – Friday 18th Nov 2022

	Weekday				Weekend	
	All-day		School Period 8am – 3.30pm		All-day	
	West	**East**	**West**	**East**	**West**	**East**
Mean Speed (mph)	17	18	17	17	19	19
85th Percentile Speed (mph)	23	22	22	22	24	23
95th Percentile Speed (mph)	25	24	25	24	28	25
Top Speed (mph)	33	32	33	32	31	30
% Above ACPO enforcement speed	9	7	8	7	17	9
Percentage above speed limit	32	29	25	28	45	40

Table 3. Crossways Speed Survey Data Summary – Thursday 10th Nov – Friday 18th Nov 2022

Recorded speeds on Sussex Road

Recorded data indicates that the 'All-day' and 'School Period' 85th percentile speeds along Sussex Road were at or within 1-2mph of the 20mph speed limit during both the weekday and weekend. The 85th percentile speeds Northbound were consistent throughout the day. The highest speeds southbound were between 4pm and midnight, on both a weekday and weekend.

	Weekday				Weekend			
	Mean Speed (mph)		85TH Percentile Speed (mph)		Mean Speed (mph)	85TH Percentile Speed (mph)		
Mean Speed (mph)	South	North	South	North	South	North	South	North
Midnight - 7am	11	16	12	20	16	15	12	20
7am-9am	12	16	15	19	13	15	15	19
10am-3pm	14	16	18	20	16	17	18	20
4pm-6pm	15	16	19	19	15	18	19	19
8pm-Midnight	16	16	19	19	14	17	19	19
8am – 3.30pm (School Period)	14	16	18	20	-	-	-	-

Table 4. Sussex Road Speed Survey Data Time Period – Thursday 10th Nov – Friday 18th Nov 2022

	Weekday				Weekend	
	All-day		School Period 8am – 3.30pm		All-day	
	South	North	South	North	South	North
Mean Speed (mph)	14	16	14	16	16	16
85th Percentile Speed (mph)	19	20	18	20	19	20
95th Percentile Speed (mph)	21	22	20	22	22	22
Top Speed (mph)	27	28	24	28	25	29
% Above ACPO enforcement speed	1	1	0	1	1	2
Percentage above speed limit	7	12	5	12	9	18

Table 5. Sussex Road Speed Survey Data Summary – Thursday 10th Nov – Friday 18th Nov 2022

Recorded speeds on Field Lane

Table 6 and **Table 7** indicate that the 85th percentile speeds along Field Lane were within the 40mph speed limit at all times. The highest 85th percentile speeds were seen between midnight and 7am on both weekdays and weekends, with 85th percentiles speeds of 38mph Eastbound and 39mph Westbound.

	Weekday				Weekend			
	Mean Speed (mph)		85TH Percentile Speed (mph)		Mean Speed (mph)		85TH Percentile Speed (mph)	
Mean Speed (mph)	**East**	**West**	**East**	**West**	**East**	**West**	**East**	**West**
Midnight - 7am	32	34	38	39	32	34	38	39
7am-9am	29	24	36	34	33	34	36	34
10am-3pm	31	30	36	36	32	32	36	36
4pm-6pm	28	29	33	34	30	31	33	34
8pm-Midnight	32	32	37	37	31	32	37	37
8am – 3.30pm (School Period)	30	27	35	35	-	-	-	-

Table 6. Field Lane Speed Survey Data Time Period – Thursday 10th Nov – Friday 18th Nov 2022

	Weekday				Weekend	
	All-day		School Period 8am – 3.30pm		All-day	
	East	**West**	**East**	**West**	**East**	**West**
Mean Speed (mph)	30	28	30	27	31	32
85th Percentile Speed (mph)	35	36	35	35	37	38
95th Percentile Speed (mph)	38	38	38	38	40	41
Top Speed (mph)	61	82	60	66	51	62
% Above ACPO enforcement speed	0	0	0	0	1	1
Percentage above speed limit	2	2	2	2	5	7

Table 7. Field Lane Speed Survey Data Summary – Thursday 10th Nov – Friday 18th Nov 2022

3.7 Average Daily Traffic Flows

Traffic flow data was also collected at the same three survey positions as the speed surveys, between Thursday 10th November - Friday 18th November 2022, with the following average daily flows as summarised in **Table 8.**

	Crossways			Sussex Road			Field Lane		
Direction of Travel	**East**	**West**	**Total**	**North**	**South**	**Total**	**East**	**West**	**Total**
Average	235	279	**514**	163	79	**242**	2,520	2,602	**5,121**
Average Weekday	262	316	**578**	193	82	**275**	2,859	2,894	**5,752**
Average Weekend	154	171	**324**	80	73	**152**	1,539	1,803	**3,342**

Table 8. Badger Hill - Traffic Flow Summary

In summary, recorded traffic flow data suggests that average total two-way weekly traffic flows are 514 vehicles along Crossways, 242 vehicles along Sussex Road and 5,121 along Field Lane. The weekday only averages give are slightly higher, with 578 vehicles on Crossways, 275 vehicles on Sussex Road and 5,752 vehicles on Field Lane.

As suspected by the nature of the streets, traffic flows are significantly higher on Field Lane in comparison with Sussex Road and Crossways that are considered quiet streets.

The recorded traffic flow data also indicates higher average traffic flows on both weekdays and weekends in the westerly direction along Field Lane and Crossways, and a northerly direction along Sussex Road.

3.8 Recorded Personal Injury Collision Data

Recorded Personal Injury Collision data was also obtained for the study area for the most recently available 60-month period, between the 01/08/2017 and 31/07/2022. As shown in **Figure 20** below, in total there has been three recorded incidents within the study area within the most recent 60-month period – two slight and one serious - all occurring on Field Lane in the vicinity of Sussex Road.

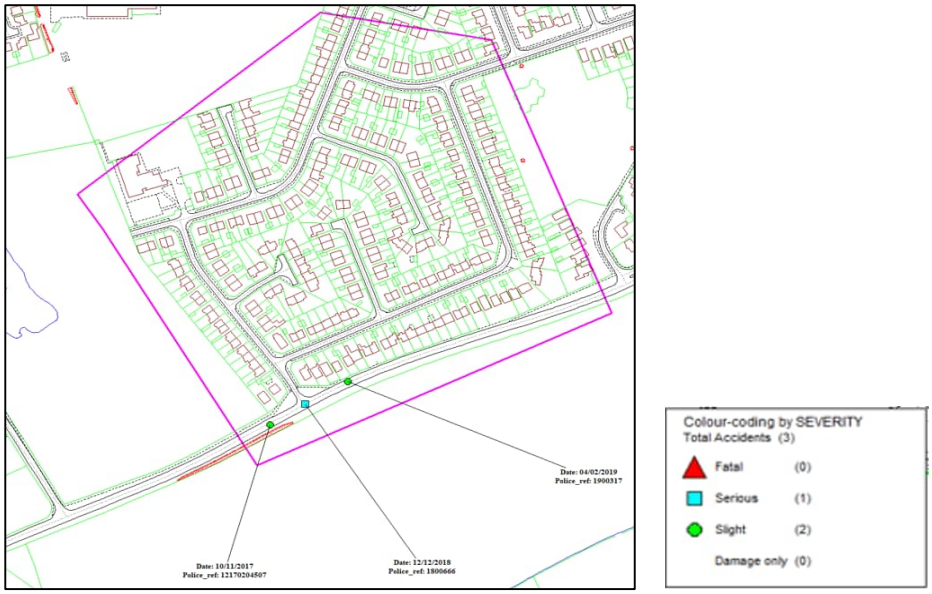


Figure 20. Badger Hill – Accident Data 01/08/2017 and 31/07/2022

The first recorded collision took place on 10/11/2017 and was considered slight in severity. The incident was between a pedestrian and a moving vehicle due likely to a failure of both to judge the others speed and / or possible the pedestrian was in a hurry.

The second recorded collision took place on 12/12/2018 and was considered serious in severity. This was between a pedal cycle and a moving vehicle, likely due to both the vehicle and pedestrian failing to look properly.

The third incident took place on 04/02/2019 and was considered slight in severity. This was between 3 motor vehicles, likely due to the rear most vehicle failing to look properly.

In summary, whilst the recorded personal injury collision data does not suggest any significant pattern, it does indicate that a controlled crossing of Field Lane in the vicinity of the junction with Sussex Road would be beneficial to reduce any further incidents between pedestrians / cycles and motor vehicles.

4. Preliminary Design

4.1 Overview

Based on the findings of the site visit and following subsequent agreement with CYC at the design workshop of 27th February 2023, four concept design proposals were instructed to be progressed to preliminary design, providing a range of options of varying magnitudes of engineering intervention and resulting costs / benefit. The options considered were as follows:

- **Option 1** – Do Minimum
- **Option 2** – Do Minimum Plus
- **Option 3** – Medium Cost
- **Option 4** – High Cost.

4.2 Option Summary

Informed by survey data, **Table 9** below provides a summary of the preliminary design scheme option proposals, with associated design drawings provided in **Appendix A**.

Option 1 – Do minimum	Option 2 – Low Cost	Option 3 – Medium Cost	Option 4 – High Cost
• Replacement of existing and Introduction of additional bollards to prevent verge side parking; • Sections of low-level fencing around School Entrance junction to encourage crossing at existing uncontrolled crossing locations. • 1057 markings / school markings / 2D speed tables and additional signage. • Additional 'School slow down' signage.	*All relevant do minimum interventions plus;* • Resurfaced raised table / red additive to further deter parking. • Resurfaced footways and tactile renewal. • Relocation of northern arm crossing at School Entrance junction. • Additional fencing along northeast corner of School Entrance junction.	*All relevant do low-cost interventions plus;* • Extension of existing raised table; • Formalisation of crossings at the junction over Sussex Road / Crossways (Zebra). • Widened footway (2.5m) linking to park along Crossways / Deramore Drive West • Additional crossing over Sussex Road between Bishopsway and Brentwood Crescent (Zebra).	*All relevant do medium cost interventions plus;* • Widened footway (2.5m) of Sussex Road western footway to proposed Field Lane crossing. • Additional crossing over Sussex Road between Bishopsway and Brentwood Crescent (Zebra). • Additional signalised Parallel Crossing of Field Lane.

Table 9. Badger Hill - Traffic Flow Summary

4.3 Enhanced crossing provision at the school entrance

A key aspect of the concept and preliminary design process has been to improve crossing provision in the vicinity of the school entrance. Intervention measures have been specifically targeted at reducing the likelihood of vehicles parking during drop off / collection periods and enhancing provision on key crossing desire lines at the school entrance junction with Sussex Road/Crossways.

Surveys at the school entrance junction suggest that pedestrian/cycle crossing movements are highest across the mouth of the school entrance (north side) and on Crossways east and

west of the school entrance. Limited pedestrian/cycle crossing movements were recorded across Sussex Road (south side), in part due to observed diagonal movements across the junction.

In response to the above, scheme proposals within Options 3 and 4 by arm of the junction are summarised below:

- **Western arm** (north-south crossing of Crossways) – inclusion of a controlled Zebra crossing serving this existing desire line with associated zig-zag markings to deter parking.
- **Eastern arm** (north-south crossing of Crossways) – broadly retained existing provision, updating the tactile paving provision and guiding users to the crossing through low level fencing. It is recognised that this crossing cannot be formalised (Zebra) due to the spatial constraints associated with adjacent driveways.
- **Southern arm** (east-west crossing of Sussex Road) - inclusion of a controlled Zebra crossing with associated zig-zag markings to deter parking. In addition to deterring parking at the junction, the inclusion of a controlled crossing in this location is anticipated to service latent demand which is not currently realised due to diagonal crossing movements. The proposal to introduce low-level fencing around the junction will prevent/restrict the likelihood of the existing diagonal crossing movements and guide pedestrians to official crossing points on the southern, eastern and western arms.
- **Northern arm** (east-west crossing of school entrance) – broadly retained existing provision, updating the tactile paving provision, increasing the extents of the raised table, and guiding users to the crossings on Crossways through low level fencing. This crossing does not form part of the highway boundary beyond the back of footway.

5. High Level Cost Estimates

5.1 Overview

Reflecting the preliminary stage of design, high level cost estimates for each option are provided in **Table 10** below. It can be seen that cost estimates range from £82K to £766K depending on the level of intervention.

Option	Preliminary Cost Estimate
1	£82,000
2	£195,000
3	£476,000
4	£766,000
Parallel Crossing – Field Lane (Stand-alone cost)	£207,000

Table 10. Summary of Option 1–4 Cost Comparison

The above preliminary design stage cost estimates include individual preliminaries; design and development costs; and risk contingencies that are reflected in the cost summaries provided in **Appendix B**.

As highlighted further within Section 8 of this document, the proposed signal controlled parallel crossing included within Option 4 provides a significant benefit in relation to safety for pedestrians and cyclists at the Sussex Road / Field Lane junction. As such, an individual cost estimate for the stand-alone crossing has been provided should CYC wish to incorporate this element in any other option.

5.2 Statutory Undertakers Equipment

There are a high number of utilities (statutory undertakers equipment) within the study area. As such, additional uplifts associated with this risk have been applied within the above cost estimates. At preliminary design stage it is difficult to assess the impact on existing utilities without further C3 information and GPR investigation (if required).

Due to the concrete slab paving, a high number of utilities are indicated to be located within the footway, where widening is proposed in Options 3 & 4. As such, additional utility related cost uplifts have been applied in Option 3 & 4 where significant works to the footway are proposed.

Whilst considered unlikely due to the proposed widening of the footway, it should be noted that at detailed design stage the cost utilities may increase significantly if, following further site investigation, diversions are required.

If costs associated with utilities are significantly high enough to prevent the options progressing, widening could be omitted from the design. However, this will have resulting impacts to the benefits associated with wider footways within the audit criteria.

6. Design Feature Variables

6.1 Overview

Due to the location of Badger Hill Primary School, accessed to / from residential streets with limited available green space and a significant number of driveways, there are limited opportunities to provide public realm features.

However, there are a small number of potential public realm variables set out in this chapter. These can be either bespoke single item features or more function based higher production products, with a number of lower or higher cost alternatives, with varying aesthetic and functional attributes.

On this basis, whilst a select number of public realm features have been included within the proposals, they are intended to inform and enable discussions with key stakeholders and can be interchangeable between scheme options. Design feature variables are not limited to the examples shown within this document and a further detailed study of variable design features should be undertaken once a single option is selected for progression to detailed design.

The main design feature variables considered in this chapter consist of the following:

- Planting
- Benches and scooter / cycle parking
- Parklets and play features.

6.2 Planting

Two additional trees are proposed within the study area, on an area of wide verge. However, there are also opportunities to replace existing verge areas with low level planting. In addition to visual benefits, planting increases the wildlife habitat through enhanced green space and could provide a green buffer for pedestrians from the carriageway.

An additional option would be to allow pupils to assist with planting and maintenance throughout the seasons; this would offer engagement for Badger Hill Primary School children.

An approximate cost for low level planting is between £20 to £50 per linear m^2 dependant on proposed density and plant specification. Low level planting will also require additional on-going maintenance.

The option of raised planting beds has not been accounted for within the initial designs, but could be considered at detailed design stage at wider areas of verge if appropriate.

6.3 Birdsmouth Fencing

Birdsmouth fencing is proposed at the Crossways / Sussex Road junction to guide pedestrians to formal crossing locations. Birdsmouth fencing is considered an aesthetically pleasing and unobtrusive option, as shown in the example in **Figure 21**. However, alternative fence heights, styles and materials are available should CYC wish to incorporate into the final design.

Figure 21. Example Birdsmouth Fencing (sawmill timber)

6.4 Play Features

Additional play features have not been accounted for within the proposal due to the public Badger Hill Park located approximately 350m walking distance to the northeast on Deramore Drive West.

However, should CYC wish to enhance the play equipment provision at the park there are a significant number of variable play feature options that could be considered at the next stage of design. **Figure 22** below provides an indication of potential options at different costs.

High Cost : ~£12,000 (Grass Install)

Medium Cost : ~£8,000 (Grass Install)

Low Cost: ~£6,000 (Grass Install)

Figure 22. Differing cost play features

7. Parking & TRO Options

7.1 Overview

Local authorities in the UK have power under the Road Traffic Regulation Act 1984 (S1 and S6-9) to regulate traffic and restrict access to avoid danger to persons or other traffic using the road; to facilitate the passage on the road of any class of traffic including pedestrians; and to prevent the use of a road by vehicular traffic where such use is inappropriate given the street context.

Typically, 'school streets' implemented across the UK aim to restrict access to the street outside the main entrance of the school for between 30-45 minutes at the beginning and end of the school day. This is typically enforced with the use of retractable or collapsible bollards, which are manned and operated by a member of school staff or Automatic Number Plate Recognition (ANPR) cameras. ANPR cameras will enforce restrictions through issuing fixed penalty notices to any vehicle entering the zone who are not exempt.

However, as outlined in the Project Initiation Document and through discussion with CYC, restrictions to access and amendments to the existing residential parking zone are excluded from the project scope. As such, options to restrict parking rather than access have not been explored in order to meet the objectives relating to the reduction of parking impact at school drop off / pick-up times.

Increasing the use of TROs, in particular around the school entrance, would help target a reduction in issues relating to on-street parking during no parking time-periods, as well as making fewer spaces available, encouraging parents/carers and school children to use active modes as their form of transport. As such, the following section provides potential alternative options in order to reduce / restrict parking within the study area should changes to the ResPark zone be considered in the future.

7.2 Double and single yellow markings

Parking restrictions along Crossways / Sussex Road currently consist of ResPark zone and double yellow line restrictions at junctions. Implementation of further single and double yellow line markings (no loading) would create restrictions within those areas currently used by none-residents during the 10-minute grace period. These time periods are able to coincide with school drop-off and pick-up, with restrictions displayed on signage along the footway, or at entry signs to the controlled parking zone (between gateway features). This option is likely to require a form of enforcement to ensure visitors, residents and parents are complying with the TRO's measures. Enforcement could include the employment of a Civil Enforcement Officer to monitor illegal parking occurrences.

Typically, any restriction of parking between particular time periods along residential streets are likely to have some local opposition from some residents. However, residential properties within the study area have private driveways; therefore, further on-street restrictions may also be welcomed.

Figure 23. Example of single yellow line restriction

7.3 Permit holder parking

Another possibility to restrict parking would be to remove the 10-minute grace period or have permit holders only parking, providing single yellow markings where possible to indicate where permit holder parking is appropriate, with restrictions displayed at entry signs to the controlled parking zone (between gateway features), or along the full length of the study area. This would result in a potential reduction in parking outside of the school when compared to the existing 10-minute grace period.

It is recognised that this type of restriction may be difficult to enforce without Civil Enforcement. Some residents are also still likely to oppose due to the reduced level of parking, particularly for those who may lose parking spaces outside of their property if used in conjunction with further extension of double yellow markings.

Figure 24. Example of parking zone signage

8. Existing & Proposed Audits

8.1 Overview

Three types of audits on both the existing and proposed layouts have been undertaken as part of the design process, namely:

- **LTN 1/20 – Guidance Assessment** (protection for cyclists and crossing suitability)
- **LTN 1/20 Cycle Level of Service** - Existing and proposed layouts
- **Badger Hill School Street Audit** - Existing and proposed Option 1 – 4 layouts.

Full audit outputs are provided at **Appendix D**.

8.2 LTN 1/20 – Guidance Assessment

8.2.1 LTN 1/20 Protection for Cyclists

Recorded traffic flow data indicates that average two-way average 24 hour weekday and weekend traffic flows are 578 and 324 vehicles respectively along Crossway; 275 and 152 respectively along Sussex Road; and 5,752 and 3,342 respectively along Field Lane. Based on LTN 1/20 guidance as per the extract provided below as **Figure 25**, Field Lane would require segregation in order to be 'suitable for most people'. The shared-use southern footway currently provides this segregation from motor vehicle traffic.

In comparison, **Figure 25** indicates that Crossways and Sussex Road are both suitable to provide a mixed traffic environment 'suitable for most people'. Notwithstanding, and to increase conspicuity of cyclists within the carriageway, Diagram 1057 cycle markings are proposed along with additional signage and potentially 'virtual' speed tables via road markings to encourage slower vehicle speeds. Furthermore, proposed footway widening included in Options 3 and 4 will provide enhanced provision for school children scootering within the footway on Crossways and Sussex Road.

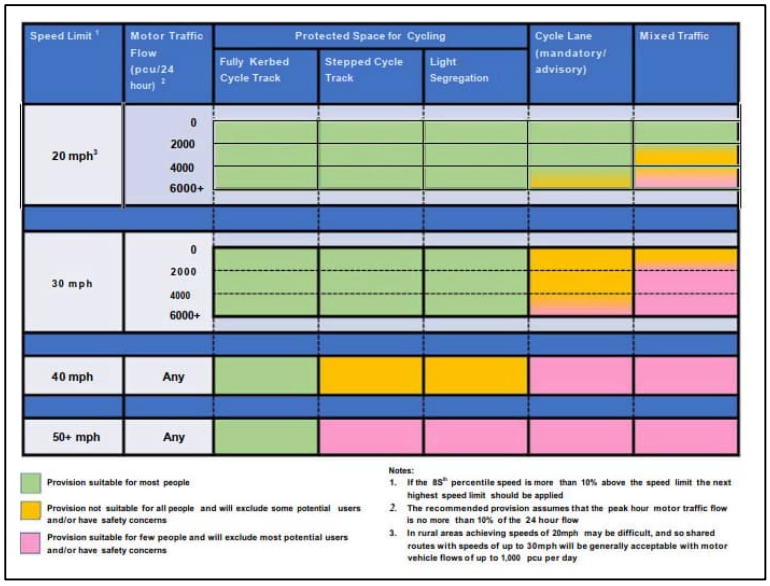


Figure 25. LTN 1/20 – Appropriate Protection from Motor Traffic

8.2.2 LTN 1/20 Crossing Suitability

The traffic flows along Crossways are within the 0-4,000 PCU bracket, for a speed limit of <30mph and crossing 2 lanes Based on **Figure 26** below - extracted from LTN 1/20 guidance – this indicates that any crossing of Crossways would require cycle priority crossing or greater facility to be 'suitable for most people'.

The levels of traffic flow along Sussex Road are also within the 0-4,000 PCU bracket, for a speed limit of <30mph and crossing 2 lanes. Again, based on **Figure 26** below, the data indicates that any crossing of Sussex Road would require cycle priority crossing or greater facility to be 'suitable for most people'.

The levels of traffic flow along Field Lane are within the 0-6,000 PCU bracket, for a speed limit of 40mph and crossing 2 lanes. Based on the **Figure 26** below, the data indicates that any crossing of Field Lane would require a signal controlled crossing or greater facility to be 'suitable for most people'.

Table 10-2: Crossing design suitability

Speed Limit	Total traffic flow to be crossed (pcu)	Maximum number of lanes to be crossed in one movement	Uncontrolled	Cycle Priority	Parallel	Signal	Grade separated
≥ 60mph	Any	Any					
40 mph and 50 mph	> 10000	Any					
	6000 to 10000	2 or more					
	0-6000	2					
	0-10000	1					
≤ 30mph	> 8000	> 2					
	> 8000	2					
	4000-8000	2					
	0-4000	2					
	0-4000	1					

Provision suitable for most people

Provision not suitable for all people and will exclude some potential users and/or have safety concerns

Provision suitable for few people and will exclude most potential users and/or have safety concerns

Notes:
1. If the actual 85th percentile speed is more than 10% above the speed limit the next highest speed limit should be applied
2. The recommended provision assumes that the peak hour motor traffic flow is no more than 10% of the 24 hour flow

Figure 26. LTN 1/20 - Crossing design suitability

It is recognised that preliminary design scheme proposals do not currently include priority cycle crossings of either Sussex Road or Crossways. This is because cyclists are considered to be on-street due to low traffic volumes and speeds as set out in Section 8.2.1 above. However, Option 4 does propose a signalised crossing of Field Lane, linking the existing shared-use southern footway to an on-street quiet route of Sussex Road via cycle on / off facilities.

It is noted that the proposed signalised crossing of Field Lane could be incorporated within any option as an addition to help address the existing safety issue. However, has been costed only within the high-cost Option 4 at present.

8.3 LTN 1/20 Cycle Level of Service

The LTN 1/20 Cycle Level of Service framework comprises of five key requirements (cohesion, directness, safety, comfort and attractiveness) and a total of 25 sub-criteria. Each of the sub-criteria is scored 0 (red), 1 (amber) or 2 (green) reflecting the level of provision, resulting in a maximum potential score of 50. Five of the 25 sub-criteria are classed as 'critical fails', with all five falling in the safety theme. Critical fails relate to inadequate width for cycling in mixed traffic lanes, or adjacent to parking/loading; excessive motor traffic volumes for cyclists to be mixed in with general traffic; and speeds of motor traffic >37mph.

The results of the LTN 1/20 Cycle Level of Service are as follows:

- The existing provision falls below the 70% pass threshold at 52% with one critical fails, associated with uncontrolled crossing of Field Lane for cyclists.
- Options 1, 2 & 3 also continue to fall below the threshold, scoring 60%, 62% and 62% respectively. Improvements to signage, markings and road surfacing slightly increase scores compared to existing. However, crossing of Field Lane in an uncontrolled manor continues to impact negatively with a critical fail.
- In comparison, Option 4 passes the threshold, scoring 72% with no critical fails through inclusion of a proposed signalised Parallel Crossing of Field Lane.

It is noted that the initial instruction included within the PID scope stated the following:

'Consideration of LTN 1/20 guidance. 'Green' scoring solutions are preferred, however lower scoring solutions that still represent an improvement [on existing] will be explored.' It also stated a requirement for the *'consideration of link between the school entrance and existing off carriageway cycle lane provision on Field Lane.'*

As such, a proposed signalised pedestrian/cycle parallel crossing of Field Lane near the junction with Sussex Road has been included within the 'High Cost' option, reflecting the hierarchical approach. That said, and recognising that the existing uncontrolled crossing on Field Lane represents a critical (safety related) failure, the inclusion of the proposed signalised pedestrian/cycle parallel crossing at Field Lane should be considered as a potential addition to all options, should CYC consider this appropriate and within budget.

8.4 School Street Audit

Recognising that the Badger Hill project is not a typical 'School Streets' proposal that aims to limit access during peak periods, the 'Badger Hill School Street Audit' is a project specific appraisal matrix, produced by AECOM and approved for use by CYC within the previous 'School Streets' projects. It takes a mainly infrastructure-based approach but draws guidance from LTN 1/20, Healthy Streets, School Streets and 'Streets 4 All' appraisal methodologies. It has 21 criteria, with 7 key indicators, which comprise:

- Cyclists and children cycling / scootering on footways
- Pedestrians / children
- General traffic
- Environmental.
- Cost
- Buildability
- Badger Hill outlined objectives including; public realm / connection to existing park, crossing visibility and parking on verges.

The purposes of this additional audit tool is to consider a more rounded / overarching approach, that reflects the wider project aims and objectives. Scores of between 0-59% are considered red, 60-70% amber and 70-100% green.

The results of the Badger Hill School Street Audit are as follows:

- The existing provision scored red - 36%
- Option 1 scored red - 52%
- Option 2 scored red - 57%
- Option 3 scored amber - 67%.
- Option 4 scored green - 74%

The existing layout scores particularly low in safety for children, cyclist safety, public realm and general traffic indicators, with a red score.

Options 1 and 2 score particularly well in cost and limited impact on statutory undertakers. However, continue to have a red score due to limitations on children cycling / scootering on footways, no public realm enhancements / engagement for children, no additional TRO's / reduced parking and safety for crossing cyclists and pedestrians at Field Lane.

Option 3 adds further benefit for children cycling / scootering on footways, links to the existing park area and formalisation of crossings outside of the school, scoring an amber rating. Elements such as impact on statutory undertakers; loss of verge space; limited additional public realm enhancements / engagement for children; no additional TRO's / reduced parking; and no safety improvements for cyclists and pedestrians crossing at Field Lane impact the score negatively.

In comparison, Option 4 scores a green rating with the inclusion of the proposed signalised crossing of Field Lane and additional benefit for children cycling / scootering on footways through further widening.

Due to aforementioned constraints associated with concrete block paving, limitations on changes to TRO's and limited opportunities for enhanced public realm due to lack of available space / residential driveways are all reflected within the lower overall scores.

However, it should be noted that whilst Options 1 and 2 score a red rating, they do offer a benefit in comparison to the existing layout, particularly associated with visibility issues, parking prevention on verges and resulting safety for school children directly outside of Badger Hill Primary School.

Full school street audit results are provided in **Appendix C**.

9. Summary and Next Steps

9.1 Summary

A hierarchy of scheme options with differing levels of intervention have been developed to preliminary design level along with an associated magnitude of cost estimates.

The four options are:

- **Option 1** – Do minimum
- **Option 2** – Low Cost
- **Option 3** – Medium Cost
- **Option 4** – High Cost.

The four options are considered to offer realistic civil infrastructure measures that meet the initial project objectives, considering site constraints / limitations associated with changes to the existing ResPark TRO, concrete slab paving and residential driveways.

All options provide a benefit in comparison to the existing layout, with significant improvements to safety at existing crossing points and limiting the impact of parked vehicles on verges, in particular near to the school entrance and crossing locations.

The hierarchy of cost and infrastructure proposals included within the options is reflected within the resulting audit scores and benefit in relation to initial project objectives and to enable informed decision making.

9.2 Next Steps

Key next steps are considered to be:

- Present the four proposed options to Elected Members for a decision on how to proceed
- Undertake local consultation as required
- Assuming agreement of a preferred option and secured funding, progress to the next stage of design (Workstage 4 from Section 1.5).

Appendix A - 4no. Preliminary Designs

ISO A1 594mm x 841mm
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Project Management Initials:
Revision:
Designer: OG
Checked: LO
Approved: NB
Drawn: OG

1057 MARKINGS TO INCREASE CONSPICUITY OF CYCLISTS WITHIN THE CARRIAGEWAY.

PROPOSED TREE PLANTING AT VERGE AREA, ENSURING VISIBILITY OF THE CROSSING IS MAINTAINED.

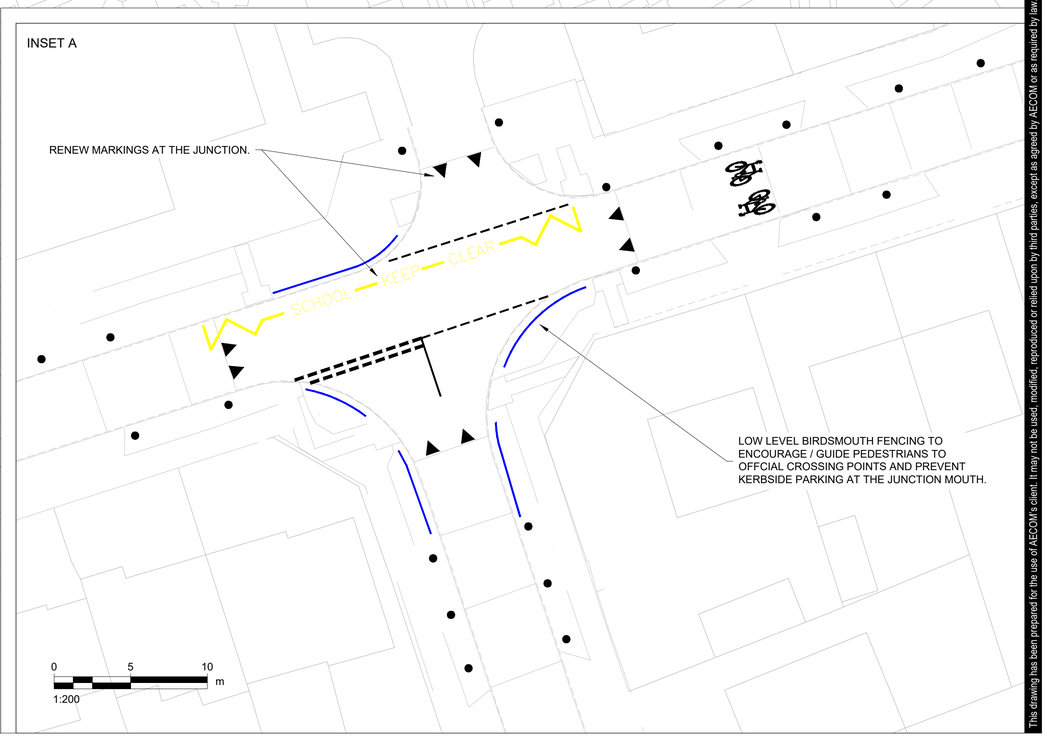
PENCIL STYLE BOLLARDS (OR ALTERNATIVE) TO PREVENT PARKING ON VERGES.

'SCHOOL SLOW DOWN' SIGNS AND 2D SPEED TABLES TO ENCOURAGE SLOWER VEHICLE SPEEDS ON THE APPROACH.

'SCHOOL SLOW DOWN' SIGNS AND 2D SPEED TABLES TO ENCOURAGE SLOWER VEHICLE SPEEDS ON THE APPROACH.

INSET A

INSET A



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PROJECT

CYC CB120 Badger Hill Primary School 'People Streets'

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CITY OF YORK COUNCIL

CONSULTANT

AECOM Limited
1st and 5th Floor
City Walk
Leeds, LS11 9AR
T:+44-113-301-8400
www.aecom.com

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- PROPOSED BOLLARD
- PROPOSED SIGN
- PROPOSED WHITE MARKINGS
- PROPOSED YELLOW MARKINGS

ISSUE/REVISION

PO1	17/04/23	FIRST ISSUE
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PRELIMINARY DESIGN ISSUE

PROJECT NUMBER

60696107

SHEET TITLE

BADGER HILL PRIMARY SCHOOL
OPTION 1
LOW COST INTERVENTIONS

SHEET NUMBER

60696107-ACM-000-ZZ-DR-TR-0002

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- PROPOSED BOLLARD
- PROPOSED SIGN
- PROPOSED WHITE MARKINGS
- PROPOSED YELLOW MARKINGS
- PROPOSED FOOTWAY
- PROPOSED COLOURED SURFACING

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PRELIMINARY DESIGN ISSUE

PROJECT NUMBER

60696107

SHEET TITLE

BADGER HILL PRIMARY SCHOOL
OPTION 2
LOW COST PLUS INTERVENTIONS

SHEET NUMBER

60696107-ACM-000-ZZ-DR-TR-0003

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Revision:
Designer: OG
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Approved: NB
Drawn: OG

1057 MARKINGS TO INCREASE CONSPICUITY OF CYCLISTS WITHIN THE CARRIAGEWAY.

PROPOSED TREE PLANTING AT VERGE AREA, ENSURING VISIBILITY OF THE CROSSING IS MAINTAINED.

PROPOSED ZEBRA CROSSING, FACILITATING MOVEMENTS TO / FROM BADGER HILL PRIMARY SCHOOL AND THE PARK OF DERAMORE DRIVE WEST.

PENCIL STYLE BOLLARDS (OR ALTERNATIVE) TO PREVENT PARKING ON VERGES.

INSET A

'SCHOOL SLOW DOWN' SIGNS AND 2D SPEED TABLES TO ENCOURAGE SLOWER VEHICLE SPEEDS ON THE APPROACH.

'SCHOOL SLOW DOWN' SIGNS AND 2D SPEED TABLES TO ENCOURAGE SLOWER VEHICLE SPEEDS ON THE APPROACH.

INSET A

FOOTWAY RESURFACING AND REMOVAL OF VERGED AREAS AT THE JUNCTION TO INCREASE CAPACITY DURING SCHOOL PEAK PERIODS.

ZIG-ZAG MARKINGS EXTENDING ACROSS THE JUNCTION TO PREVENT PARKING.

LOW LEVEL BIRDSMOUTH FENCING TO ENCOURAGE / GUIDE PEDESTRIANS TO OFFCIAL CROSSING POINTS AND PREVENT KERBSIDE PARKING AT THE JUNCTION MOUTH.

RENEW AND EXTEND EXISTING SPEED TABLE, INTRODUCING COLOURED HIGH FRICTION SURFACING TO FURTHER ENHANCE CONSPICUITY AND DISCOURAGE PARKING.

RELOCATION OF EXISTING CROSSING POINTS, INCLUDING FORMALISATION TO CONTROLLED WESTERN AND SOUTHERN CROSSINGS .

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1:200

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1st and 5th Floor
City Walk
Leeds, LS11 9AR
T:+44-113-301-8400
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- PROPOSED FENCING
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- PROPOSED SIGN
- PROPOSED WHITE MARKINGS
- PROPOSED FOOTWAY
- PROPOSED BUFFER
- PROPOSED COLOURED SURFACING

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60696107

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BADGER HILL PRIMARY SCHOOL
OPTION 3
MEDIUM COST INTERVENTIONS

SHEET NUMBER

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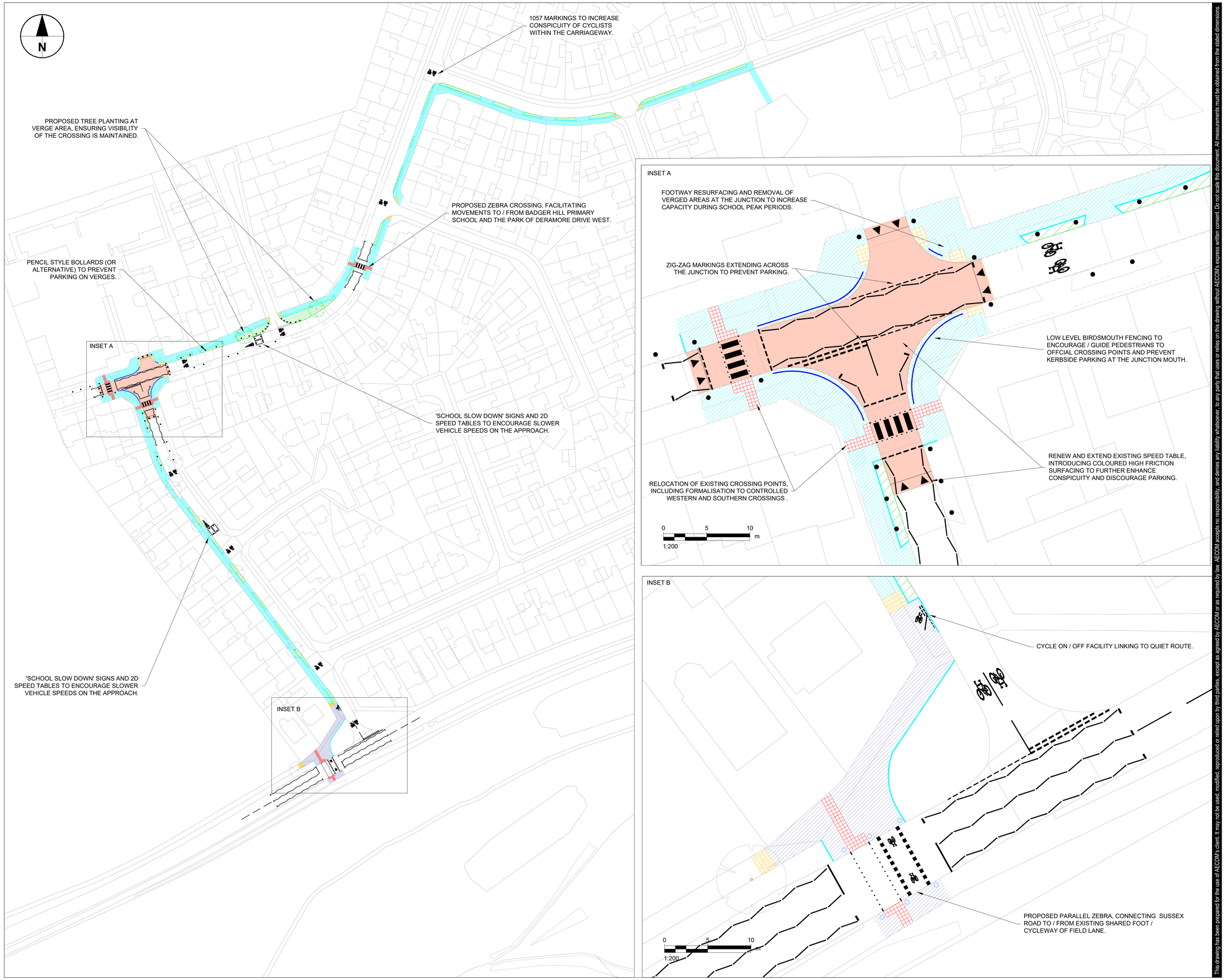

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Badger Hill Primary School 'People Streets'

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City Walk
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T: +44-113-301-8400
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KEY

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- PROPOSED UNCONTROLLED TACTILE PAVING
- PROPOSED FENCING
- PROPOSED BOLLARD
- PROPOSED SIGN
- PROPOSED SIGNAL POLE
- PROPOSED WHITE MARKINGS
- PROPOSED FOOTWAY
- PROPOSED FOOT / CYCLEWAY
- PROPOSED BUFFER
- PROPOSED COLOURED SURFACING

ISSUE/REVISION

I/R	DATE	DESCRIPTION
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PROJECT NUMBER

60696107

SHEET TITLE

BADGER HILL PRIMARY SCHOOL
OPTION 4
HIGH COST INTERVENTIONS

SHEET NUMBER

60696107-ACM-000-ZZ-DR-TR-0005

Appendix B - Cost estimate outputs

Block Cost Estimate

Scheme	**Badger Hill**	**Option 1**	
Client:	**CYC**		**April 2023**
Costing Base Year:	2023 - Feb		
Construction Year:	2023 - Dec	Inflation Adjustment Factor (IAF):	100.0%

BASE COST					**Section Costs (£ 2021 rates)**	**Sub Totals (£)**
	Description					
Preliminaries	Construction Costs				£24,068	
	Traffic Signals equipment					
	Contractor Prelims	10%	Sum of Works costs		£2,407	
	Utilities Allowance	20%	Sum of Works costs		£4,814	
	TTM	30%	Sum of Works costs		£9,386	
				Sub Total:		**£40,675**
Scheme Design & Development	Design	50%	Capital costs		£20,337	
	Contract Management	5%	Capital costs		£2,034	
	Site Supervision	5%	Capital costs		£2,034	
				Sub Total:		**£24,405**
RISK						
Risk	Risk Contingency	25%	Sum of Works costs		£16,270	
				Sub Total:		**£16,270**
				Scheme Cost Estimate - Grand Total:		**£81,349**

Block Cost Estimate

Scheme	**Badger Hill**	**Option 2**	
Client:	**CYC**		**April 2023**
Costing Base Year:	2023 - Feb		
Construction Year:	2023 - Dec	Inflation Adjustment Factor (IAF):	100.0%

BASE COST				**Section Costs (£ 2021 rates)**	**Sub Totals (£)**
	Description				
Preliminaries	Construction Costs			£78,915	
	Traffic Signals equipment				
	Contractor Prelims	10%	Sum of Works costs	£7,891	
	Utilities Allowance	20%	Sum of Works costs	£15,783	
	TTM	15%	Sum of Works costs	£15,388	
			Sub Total:		**£117,978**
Scheme Design & Development	Design	25%	Capital costs	£29,494	
	Contract Management	3.5%	Capital costs	£4,129	
	Site Supervision	3.5%	Capital costs	£4,129	
			Sub Total:		**£37,753**
RISK					
Risk	Risk Contingency	25%	Sum of Works costs	£38,933	
			Sub Total:		**£38,933**
			Scheme Cost Estimate - Grand Total:		**£194,663**

Block Cost Estimate

Scheme	**Badger Hill**	**Option 3**	
Client:	**CYC**		**April 2023**
Costing Base Year:	2023 - Feb		
Construction Year:	2023 - Dec	Inflation Adjustment Factor (IAF):	100.0%

BASE COST				**Section Costs (£ 2021 rates)**	**Sub Totals (£)**
	Description				
Preliminaries	Construction Costs			£201,738	
	Traffic Signals equipment				
	Contractor Prelims	10%	Sum of Works costs	£20,174	
	Utilities Allowance	30%	Sum of Works costs	£60,521	
	TTM	10%	Sum of Works costs	£28,243	
	Sub Total:				**£310,677**
Scheme Design & Development	Design	17.5%	Capital costs	£54,368	
	Contract Management	2.5%	Capital costs	£7,767	
	Site Supervision	2.5%	Capital costs	£7,767	
	Sub Total:				**£69,902**
RISK					
Risk	Risk Contingency	25%	Sum of Works costs	£95,145	
	Sub Total:				**£95,145**
	Scheme Cost Estimate - Grand Total:				**£475,724**

Block Cost Estimate

Scheme	**Badger Hill**	**Option 4**	
Client:	**CYC**		**April 2023**
Costing Base Year:	2023 - Feb		
Construction Year:	2023 - Dec	Inflation Adjustment Factor (IAF):	100.0%

BASE COST					**Section Costs (£ 2021 rates)**	**Sub Totals (£)**
	Description					
Preliminaries	Construction Costs				£339,026	
	Traffic Signals equipment					
	Works Contingency	10%	Sum of Works costs		£33,903	
	Utilities Allowance	25%	Sum of Works costs		£84,757	
	TTM	13%	Sum of Works costs		£57,211	
				Sub Total:		**£514,896**
Scheme Design & Development	Design	15%	Capital costs		£77,234	
	Contract Management	2%	Capital costs		£10,298	
	Site Supervision	2%	Capital costs		£10,298	
				Sub Total:		**£97,830**
RISK						
Risk	Risk Contingency	25%	Sum of Works costs		£153,182	
				Sub Total:		**£153,182**
				Scheme Cost Estimate - Grand Total:		**£765,908**

Block Cost Estimate

Scheme	**Badger Hill**	**Parallel Crossing, Field Lane**	
Client:	**CYC**		**April 2023**
Costing Base Year:	2023 - Feb		
Construction Year:	2023 - Dec	Inflation Adjustment Factor (IAF):	100.0%

BASE COST					**Section Costs (£ 2021 rates)**	**Sub Totals (£)**
	Description					
Preliminaries	Construction Costs				£96,547	
	Traffic Signals equipment					
	Works Contingency	5%	Sum of Works costs		£4,827	
	Utilities Allowance	20%	Sum of Works costs		£19,309	
	TTM	20%	Sum of Works costs		£24,137	
				Sub Total:		**£144,821**
Scheme Design & Develop	Design	10%	Capital costs		£14,482	
	Contract Management	2%	Capital costs		£2,896	
	Site Supervision	2%	Capital costs		£2,896	
				Sub Total:		**£20,275**
RISK						
Risk	Risk Contingency	25%	Sum of Works costs		£41,274	
				Sub Total:		**£41,274**
				Scheme Cost Estimate - Grand Total:		**£206,370**

Appendix C - Audit Outputs

Cycling Level of Service Assessment (CLoS) based on LTN 1/20	
Project Number	-
Scheme	Badger Hill Primary School
Location	York
Date	08/02/2023
Version Number	v0
Assessment By	Oliver Gibbs
Checked By	Luke Oddy

AECOM

Cycling Level of Service (CLOS)

Key Requirement	Factor	Design Principle	Indicators	Critical	0 (Red)	1 (Amber)	2 (Green)	Existing - Sussex Rd / Crossways		Option 1 - Sussex Rd / Crossways		Option 2 - Sussex Rd / Crossways		Option 3 - Sussex Rd / Crossways		Option 4 - Sussex Rd / Crossways	
								Existing		Option 1		Option 2		Option 3		Option 4	
								Score	Comments	Score	Comments	Score	Comments	Score	Comments	Score	Comments
Coherence	Connections	Cyclists should be able to easily and safely join and navigate along different sections of the same route and between different routes in the network.	**1. Ability to join/leave route safely and easily** considering left and right turns		Cyclists cannot connect to other routes without dismounting	Cyclists can connect to other routes with minimal disruption to their journey	Cyclists have dedicated connections to other routes provided, with no interruption to their journey	0	Unsafe connection to Field Lane	0	Unsafe connection to Field Lane	0	Unsafe connection to Field Lane	0	Unsafe connection to Field Lane	2	Proposed dedicated Parallel Crossing of Field Lane,
	Continuity and Wayfinding	Routes should be complete with no gaps in provision. 'End of route' signs should not be installed - cyclists should be shown how the route continues. Cyclists should not be 'abandoned', particularly at junctions where provision may be required to ensure safe crossing movements.	**2.Provision for cyclists throughout the whole length of the route**		Cyclists are 'abandoned' at points along the route with no clear indication of how to continue their journey.	The route is made up of discrete sections, but cyclists can clearly understand how to navigate between them, including through junctions.	Cyclists are provided with a continuous route, including through junctions	0	No signage or links to onward connections.	1	Additional signange proposed	1	Additional signange proposed	1	Additional signange proposed	1	Additional signange proposed
	Density of network	Cycle networks should provide a mesh (or grid) of routes across the town or city. The density of the network is the distance between the routes which make up the grid pattern. The ultimate aim should be a network with a mesh width of 250m.	**3.Density of routes based on mesh width** i.e. distances between primary and secondary routes within the network		Route contributes to a network density mesh width >1000	Route contributes to a network density mesh width 250 - 1000m	Route contributes to a network density mesh width <250m	0	Route does not form part of the official cycle network	0	Not recommnded that route forms part of the cycle network without improvements to Field Lane crossing.	0	Not recommnded that route forms part of the cycle network without improvements to Field Lane crossing.	0	Not recommnded that route forms part of the cycle network without improvements to Field Lane crossing.	1	Route proposed to form part of the cycle network
Directness	Distance	Routes should follow the shortest option available and be as near to the 'as the-crow-flies' distance as possible.	**4.Deviation of route** Deviation Factor is calculated by dividing the actual distance along the route by the straight line (crow-fly) distance, or shortest road alternative.		Deviation factor against straight line or shortest road alternative >1.4	Deviation factor against straight line or shortest road alternative 1.2 – 1.4	Deviation factor against straight line or shortest road alternative <1.2	1	Route is not direct, but is the shortest on-road connection between Field Lane and Hull Road through Badger Hill.	1	Route is not direct, but is the shortest on-road connection between Field Lane and Hull Road through Badger Hill.	1	Route is not direct, but is the shortest on-road connection between Field Lane and Hull Road through Badger Hill.	1	Route is not direct, but is the shortest on-road connection between Field Lane and Hull Road through Badger Hill.	1	Route is not direct, but is the shortest on-road connection between Field Lane and Hull Road through Badger Hill.
	Time: Frequency of required stops or give ways	The number of times a cyclist has to stop or loses right of way on a route should be minimised. This includes stopping and give ways at junctions or crossings, motorcycle barriers, pedestrian-only zones etc.	**5.Stopping and give way frequency**		The number of stops or give ways on the route is more than 4 per km	The number of stops or give ways on the route is between 2 and 4 per km	The number of stops or give ways on the route is less than 2 per km	2	Cyclists only have to giveway at the Field Lane and Yarburgh Way junctions.	2	Cyclists only have to giveway at the Field Lane and Yarburgh Way junctions.	2	Cyclists only have to giveway at the Field Lane and Yarburgh Way junctions.	2	Cyclists only have to giveway at the Field Lane and Yarburgh Way junctions.	2	Cyclists only have to giveway at the Field Lane and Yarburgh Way junctions.
	Time: Delay at junctions	The length of delay caused by junctions should be minimised. This includes assessing impact of multiple or single stage crossings, signal timings, toucan crossings etc.	**6.Delay at junctions**		Delay for cyclists at junctions is greater than for motor vehicles	Delay for cyclists at junctions is similar to delay for motor vehicles	Delay is shorter than for motor vehicles or cyclists are not required to stop at junctions (e.g. bypass at signals)	1	Cyclists on-street with traffic.	1	Cyclists on-street with traffic.	1	Cyclists on-street with traffic.	1	Cyclists on-street with traffic.	1	Cyclists on-street with traffic.
	Time: Delay on links	The length of delay caused by not being able to bypass slow moving traffic.	**7.Ability to maintain own speed on links**		Cyclists travel at speed of slowest vehicle (including a cycle) ahead	Cyclists can usually pass slow traffic and other cyclists	Cyclists can always choose an appropriate speed.	1	Cyclist on-street in low trafficked street - Likely to be able to overtake.	1	Cyclist on-street in low trafficked street - Likely to be able to overtake.	1	Cyclist on-street in low trafficked street - Likely to be able to overtake.	1	Cyclist on-street in low trafficked street - Likely to be able to overtake.	1	Cyclist on-street in low trafficked street - Likely to be able to overtake.
	Gradients	Routes should avoid steep gradients where possible. Uphill sections increase time, effort and discomfort. Where these are encountered, routes should be planned to minimise climbing gradient and allow users to retain momentum gained on the descent.	**8.Gradient**		Route includes sections steeper than the gradients recommended in Figure 4.4	There are no sections of route steeper than the gradients recommended in Figure 4.4	There are no sections of route which steeper than 2%	2	No significant gradients	2	No significant gradients	2	No significant gradients	2	No significant gradients	2	No significant gradients
Safety	Reduce/remove speed differences where cyclists are sharing the carriageway	Where cyclists and motor vehicles are sharing the carriageway, the key to reducing severity of collisions is reducing the speeds of motor vehicles so that they more closely match that of cyclists. This is particularly important at points where risk of collision is greater, such as at junctions.	**9.Motor traffic speed on approach and through junctions where cyclists are sharing the carriageway through the junction**	85th percentile > 37mph (60kph)	85th percentile >30mph	85th percentile 20mph-30mph	85th percentile <20mph	0	85th percentile speed assumed >30mph, but posted speed limit 40mph at Field Lane Junction	0	85th percentile speed assumed >30mph, but posted speed limit 40mph at Field Lane Junction	0	85th percentile speed assumed >30mph, but posted speed limit 40mph at Field Lane Junction	0	85th percentile speed assumed >30mph, but posted speed limit 40mph at Field Lane Junction	2	N/A Due to proposed signalised crossing of Field Lane
			10.Motor traffic speed on sections of shared carriageway	85th percentile > 37mph (60kph)	85th percentile >30mph	85th percentile 20mph-30mph	85th percentile <20mph	2	85th percentile speed assumed <20mph. Residential Street.	2	85th percentile speed assumed <20mph. Residential Street.	2	85th percentile speed assumed <20mph. Residential Street.	2	85th percentile speed assumed <20mph. Residential Street.	2	85th percentile speed assumed <20mph. Residential Street.
	Avoid high motor traffic volumes where cyclists are sharing the carriageway.	Cyclists should not be required to share the carriageway with high volumes of motor vehicles. This is particularly important at points where risk of collision is greater, such as at junctions.	**11.Motor traffic volume on sections of shared carriageway, expressed as vehicles per peak hour**	>10000 AADT, or >5% HGV	5000-10000 AADT and 2-5%HGV	2500-5000 and <2% HGV	0-2500 AADT	2	Traffic flows on Sussex Road - 275 two-way and Crossways 578 two-way	2	Traffic flows on Sussex Road - 275 two-way and Crossways 578 two-way	2	Traffic flows on Sussex Road - 275 two-way and Crossways 578 two-way	2	Traffic flows on Sussex Road - 275 two-way and Crossways 578 two-way	2	Traffic flows on Sussex Road - 275 two-way and Crossways 578 two-way
	Risk of collision	Where speed differences and high motor vehicle flows cannot be reduced cyclists should be separated from traffic – see Table 6.2. This separation can be achieved at varying degrees through on-road cycle lanes, hybrid tracks and off-road provision. Such segregation should reduce the risk of collision from beside or behind the cyclist.	**12.Segregation to reduce risk of collision alongside or from behind**	Cyclists sharing carriageway - nearside lane in critical range between 3.2m and 3.9m wide and traffic volumes prevent motor vehicles moving easily into opposite lane to pass cyclists.	Cyclists in unrestricted traffic lanes outside critical range (3.2m to 3.9m) or in cycle lanes less than 1.8m wide.	Cyclists in cycle lanes at least 1.8m wide on carriageway; 85th percentile motor traffic speed max 30mph.	Cyclists on route away from motor traffic (off road provision) or in off-carriageway cycle track. Cyclists in hybrid/light segregated track; 85th percentile motor traffic speed max 30mph.	0	Cyclists within traffic lane 3.2 -3.9m; however, quiet route.	0	Cyclists within traffic lane 3.2 -3.9m; however, quiet route.	0	Cyclists within traffic lane 3.2 -3.9m; however, quiet route.	0	Cyclists within traffic lane 3.2 -3.9m; however, quiet route.	0	Cyclists within traffic lane 3.2 -3.9m; however, quiet route.
		A high proportion of collisions involving cyclists occur at junctions. Junctions there-fore need particular attention to reduce the risk of collision. Junction treatments include: - Minor/side roads : cyclist priority and/or speed reduction across side roads - Major roads : separation of cyclists from motor traffic through junctions.	**13.Conflicting movements at junctions**		Side road junctions frequent and/or untreated. Major junctions, conflicting cycle/motor traffic movements not separated	Side road junctions infrequent and with effective entry treatments. Major junctions, principal conflicting cycle/motor traffic movements separated.	Side roads closed or treated to blend in with footway. Major junctions, all conflicting cycle/motor traffic streams separated.	0	Many side road junctions, mainly leading to residential areas - Untreated.	0	Many side road junctions, mainly leading to residential areas - Untreated.	0	Many side road junctions, mainly leading to residential areas - Untreated.	0	Many side road junctions, mainly leading to residential areas - Untreated.	0	Many side road junctions, mainly leading to residential areas - Untreated.
	Avoid complex design	Avoid complex designs which require users to process large amounts of information. Good network design should be self-explanatory and self-evident to all road users. All users should understand where they and other road users should be and what movements they might make.	**14.Legible road markings and road layout**		Faded, old, unclear, complex road markings/unclear or unfamiliar road layout	Generally legible road markings and road layout but some elements could be improved	Clear, understandable, simple road markings and road layout	1	No centreline markings on either road throughout. No cycle markings / infrastructure provided.	2	Improved markings strategy	2	Improved markings strategy	2	Improved markings strategy	2	Improved markings strategy
	Consider and reduce risk from kerbside activity	Routes should be assessed in terms of all multi-functional uses of a street including car parking, bus stops, parking, including collision with opened door.	**15.Conflict with kerbside activity**	Narrow cycle lanes <1.5m or less (including any buffer) alongside parking/loading	Significant conflict with kerbside activity (e.g. nearside cycle lane <2m (including buffer) wide alongside kerbside parking)	Some conflict with kerbside activity - e.g. less frequent activity on nearside of cyclists, min 2m cycle lanes including buffer.	No/very limited conflict with kerbside activity or width of cycle lane including buffer exceeds 3m.	1	Sections of unrestricted parking along residential roads. Cyclists in the carriageway able to manoeuvre around within the lane.	1	Sections of unrestricted parking along residential roads. Cyclists in the carriageway able to manoeuvre around within the lane.	1	Sections of unrestricted parking along residential roads. Cyclists in the carriageway able to manoeuvre around within the lane.	1	Sections of unrestricted parking along residential roads. Cyclists in the carriageway able to manoeuvre around within the lane.	1	Sections of unrestricted parking along residential roads. Cyclists in the carriageway able to manoeuvre around within the lane.
	Reduce severity of collisions where they do occur	Wherever possible routes should include "evasion room" (such as grass verges) and avoid any unnecessary physical hazards such as guardrail, build outs, etc. to reduce the severity of a collision should it occur.	**16.Evasion room and unnecessary hazards**		Cyclists at risk of being trapped by physical hazards along more than half of the route.	The number of physical hazards could be further reduced	The route includes evasion room and avoids any physical hazards.	1	Unrestricted parking along both of these residential roads. However, cyclists can use full width of the lane to evade.	1	Unrestricted parking along both of these residential roads. However, cyclists can use full width of the lane to evade.	1	Unrestricted parking along both of these residential roads. However, cyclists can use full width of the lane to evade.	1	Unrestricted parking along both of these residential roads. However, cyclists can use full width of the lane to evade.	1	Unrestricted parking along both of these residential roads. However, cyclists can use full width of the lane to evade.
Comfort	Surface quality	Density of defects including non cycle friendly ironworks, raised/sunken covers/gullies, potholes, poor quality carriageway paint (e.g. from previous cycle lane)	**17.Major and minor defects**		Numerous minor defects or any number of major defects	Minor and occasional defects	Smooth high grip surface	1	Occasional defects in surfacing, particularly at raised table outside of Badger Hill Primary School	1	Occasional defects in surfacing, particularly at raised table outside of Badger Hill Primary School	2	Improvement to microsurfacing around the Badger Hill Primary junction	2	Improvement to microsurfacing around the Badger Hill Primary junction	2	Improvement to microsurfacing around the Badger Hill Primary junction
		Pavement or carriageway construction providing smooth and level surface	**18.Surface type**		Any bumpy, unbound, slippery, and potentially hazardous surface.	Hand-laid materials, concrete paviours with frequent joints.	Machine laid smooth and non-slip surface - e.g. Thin Surfacing, or firm and closely jointed blocks undisturbed by turning heavy vehicles.	1	Concrete pavers with frequent joints	1	Concrete pavers with frequent joints	1	Concrete pavers with frequent joints	1	Concrete pavers with frequent joints	1	Concrete pavers with frequent joints
	Effective width without conflict	Cyclists should be able to comfortably cycle without risk of conflict with other users both on and off road.	**19.Desirable minimum widths according to volume of cyclists and route type** (where cyclists are separated from motor vehicles).		More than 25% of the route includes cycle provision with widths which are no more than 25% below desirable minimum values.	No more than 25% of the route includes cycle provision with widths which are no more than 25% below desirable minimum	Recommended widths are maintained throughout whole route	1	Cyclists are in the carriageway with general traffic; however, quiet street.	1	Cyclists are in the carriageway with general traffic; however, quiet street.	1	Cyclists are in the carriageway with general traffic; however, quiet street.	1	Cyclists are in the carriageway with general traffic; however, quiet street.	1	Cyclists are in the carriageway with general traffic; however, quiet street.
	Wayfinding	Non-local cyclists should be able to navigate the routes without the need to refer to maps.	**20.Signing**		Route signing is poor with signs missing at key decision points.	Gaps identified in route signing which could be improved	Route is well signed with signs located at all decision points and junctions	0	No cycle signage within this section	2	Improvement to signage proposed	2	Improvement to signage proposed	2	Improvement to signage proposed	2	Improvement to signage proposed
Attractiveness	Social safety and perceived vulnerability of user	Routes should be appealing and be perceived as safe and usable. Well used, well maintained, lit, overlooked routes are more attractive and therefore more likely to be used.	**21.Lighting**		Most or all of route is unlit	Short and infrequent unlit/poorly lit sections	Route is lit to highway standards throughout	2	Route is well lit, with LED lighting at regular intervals.	2	Route is well lit, with LED lighting at regular intervals.	2	Route is well lit, with LED lighting at regular intervals.	2	Route is well lit, with LED lighting at regular intervals.	2	Route is well lit, with LED lighting at regular intervals.
			22.Isolation		Route is generally away from activity	Route is mainly overlooked and is not far from activity throughout its length	Route is overlooked throughout its length	2	Route follows residential roads with properties overlooking frontages.	2	Route follows residential roads with properties overlooking frontages.	2	Route follows residential roads with properties overlooking frontages.	2	Route follows residential roads with properties overlooking frontages.	2	Route follows residential roads with properties overlooking frontages.
	Impact on pedestrians, including people with disabilities	Introduction of dedicated on-road cycle provision can enable people to cycle on-road rather than using footways which are not suitable for shared use. Introducing cycling onto well-used footpaths may reduce the quality of provision for both users, particularly if the shared use path does not meet recommended widths.	**23.Impact on pedestrians** Pedestrian Comfort Level based on Pedestrian Comfort guide for London (Section 4.7)		Route impacts negatively on pedestrian provision, Pedestrian Comfort is at Level C or below.	No impact on pedestrian provision or Pedestrian Comfort Level remains at B or above.	Pedestrian provision enhanced by cycling provision, or Pedestrian Comfort Level remains at A	1	Route on-street, no impact to pedestrians.	1	Route on-street, no impact to pedestrians.	1	Route on-street, no impact to pedestrians.	1	Route on-street, no impact to pedestrians.	1	Route on-street, no impact to pedestrians.
	Minimise street clutter	Signing required to support scheme layout	**24.Street Clutter** Signs are informative and consistent but not overbearing or of inappropriate size		Large number of signs needed, difficult to follow and/or leading to clutter	Moderate amount of signing particularly around junctions.	Signing for wayfinding purposes only and not causing additional obstruction.	2	Street clutter does not cause an issue.	2	Street clutter does not cause an issue.	2	Street clutter does not cause an issue.	2	Street clutter does not cause an issue.	2	Street clutter does not cause an issue.
	Secure cycle parking	Ease of access to secure cycle parking within businesses and on street	**25. Cycle parking** Evidence of bicycles parked to street furniture or cycle stands		No additional cycle parking provided or inadequate provision in insecure none overlooked areas	Some secure cycle parking provided but not enough to meet demand	Secure cycle parking provided, sufficient to meet demand	2	Not relevant within particular section.	2	Not relevant within particular section.	2	Not relevant within particular section.	2	Not relevant within particular section.	2	Not relevant within particular section.
							Audit Score	**26**	**0**	**30**	**0**	**31**	**0**	**31**	**0**	**36**	**0**
							Max possible score	50		50		50		50		50	
							Audit % score	52%		60%		62%		62%		72%	
							Pass/Fail (70% threshold)	**Fail**		**Fail**		**Fail**		**Fail**		**Pass**	
							Any Critical Fails? (Y/N)	Yes		Yes		Yes		Yes		No	
							Number of Critical Fails	1		1		1		1		0	

Criteria	Max Score	Sub-criteria Existing	% score Existing	Sub-criteria Existing	% score Existing	Sub-criteria Existing	% score Existing	Sub-criteria Existing	% score Existing	Sub-criteria Existing	% score Existing
Coherence	6	0	0%	1	17%	1	17%	1	17%	4	67%
Directness	10	7	70%	7	70%	7	70%	7	70%	7	70%
Safety	16	**7**	44%	**8**	50%	**8**	50%	**8**	50%	**10**	63%
Comfort	8	3	38%	5	63%	6	75%	6	75%	6	75%
Attractiveness	10	9	90%	9	90%	9	90%	9	90%	9	90%
	50										

Key Requirement	Factor	Indicators	Critical	0 (Red)	1 (Amber)	2 (Green)	Max Score	Existing Layout	Proposed Layout			
									Option 1	Option 2	Option 3	Option 4
Cyclists	Continuity	Ability to join/leave route safely and easily considering left and right turns		Cyclists 'abandoned' at points along the route with no clear indication of how to continue their journey.	The route is made up of discrete sections, but cyclists can clearly understand how to navigate between them, including through junctions.	Cyclists are provided with a continuous route, including through junctions	2	0	1	1	1	2
	Comfort	Pavement or carriageway construction providing smooth and level surface		Any bumpy, unbound, slippery, and potentially hazardous surface.	Hand-laid materials, concrete paviours with frequent joints.	Machine laid smooth and non-slip surface - e.g. Thin Surfacing, or firm and closely jointed blocks undisturbed by turning heavy vehicles.	2	1	1	2	2	2
	Safety	Standard of cycling facilities	At the weakest point the cycle lanes and tracks provided do not meet absolute minimum widths In locations where on-carriageway cycling is appropriate: at the weakest point, traffic lane does not meet absolute minimum widths or traffic lane is	At the weakest point the cycle lanes and tracks provided do meet absolute minimum widths at constraints but do not meet desirable minimum widths In locations where on-carriageway cycling is appropriate: at no point is the lane 3.2-3.9m wide and at the weakest point, traffic lanes do meet absolute minimum widths but do not meet desirable minimum widths	At the weakest point the cycle lanes and tracks provided meet desirable minimum widths In locations where on-carriageway cycling is appropriate: at no point is the lane 3.2-3.9m wide and at the weakest point, traffic lanes meet desirable minimum widths	At the weakest point the cycle lanes and tracks provided exceed desirable minimum widths In locations where on-carriageway cycling is appropriate: at no point is the lane 3.2-3.9m wide and at the weakest point, traffic lanes exceed desirable minimum widths	2	1	1	1	1	2
Pedestrians / Children	Engagement	Engagement for children		None	Some	Significant	2	0	0	0	1	1
	Ease of crossing	Ease of crossing side road	The weakest side road is missing at least 1 dropped kerb or these are not on the desire line.	The weakest side road has dropped kerbs and these are on the desire line or a raised table / continuous footway	The weakest side road has a narrow, tight geometry such that a turning motorised vehicle must slow down to less than 10mph but instead of a raised table it at the entrance it has dropped kerbs	The weakest side road has a narrow, tight geometry such that a turning motorised vehicle must slow down to less than 10mph and raised table / continuous footway at the entrance	2	1	1	1	1	1
	Safety hazard for children crossing	Buffer / Edge protection from the carriageway near to the school gates.		None	Some	Significant	2	0	2	2	2	2
	Safety hazard for children crossing	Standard of crossing facilities		Uncontrolled crossing with no gaps in traffic, lack of priority	Signalised crossing or implied priority	Countdown with signalised crossing, priority with unsignalised	2	0	0	1	1	2
General traffic	Vechile Speeds	Vechile Speeds	When motorised traffic is travelling at its fastest the majority of vehicles are travelling at [illegible]	When motorised traffic is travelling at its fastest the majority of vehicles are travelling at 25-30mph	When motorised traffic is travelling at its fastest the majority of vehicles are travelling at 20-25mph	When motorised traffic is travelling at its fastest the majority of vehicles are travelling below 20mph	2	1	2	2	2	2
	Volume of Motorised Traffic	Volume of Motorised Traffic	There are 1000+ vehicles in the peak our (both directions)	There are 500-999 vehicles in the peak our (both directions)	There are 200-499 vehicles in the peak our (both directions)	There are 199 or fewer vehicles in the peak our (both directions)	2	2	2	2	2	2
	Mix of Vehicles	% of Heavy Vehicles	The proportion of large vehicles is greater than 5% of motorised traffic in the [illegible]	The proportion of large vehicles is greater than 2-5% of motorised traffic in the peak hour	The proportion of large vehicles is greater than 2% of motorised traffic in the peak hour	No large vehicles use the street	2	2	2	2	2	2
	Reducing private car use	TRO's / Measures to reduce the number of parked cars		There are no new parking restrictions / Existing TRO's ignored / Parking across driveways.	There is a mixuture of parking and public realm ammenity	Parking will no longer have an impact in and around the school gates and is prevented by both TRO's and physical features within the carriageway	2	0	0	0	1	1
	Reducing convenience of driving short journeys	Through movement of traffic		Assessing the street as a whole, there are no restrictions on through movement for private motorised traffic but there are parking restrictions outside the school.	Assessing the street as a whole there is no through-movement for private motorised traffic at certain times	Assessing the street as a whole there is no through-movement for private motorised traffic at all times	2	0	0	0	0	0
Environmental	Lighting	Lighting	Assessing the full length of the street, there is no street lighting over the footways on this street	Assessing the full length of the street, street lighting provides intermittent lighting of the footway on one side of the street	Assessing the full length of the street, street lighting provides intermittent lighting of the footway on both sides of the street	Assessing the full length of the street, street lighting provides continuous lighting of all the footway on both sides of the street	2	1	1	1	1	2
	Litter /	Litter		Litter and foliage build-up is considered sigificant	There is some litter and foliage build-up within the study area and at least 1 litter bin provided within the study area.	There is no issue with litter or foliage build-up and at least 1 litter bin is provided within the study area.	2	2	2	2	2	2
	Planting	Amount of planting		Amount of greenery is reduced within the study area.	Amount of greenery is retained within the study area.	Amount of greenery is increased / enhanced within the study area.	2	1	1	1	1	1
	Greening	Green infrastructure and sustainable materials		No green infrastucture or sustainable materials proposed	Some green infrastructure or sustainable materials proposed	All infrastructure is green and materials are sustainable	2	1	1	1	1	1
Cost	Budget	Cost to implement propsed design		High	Med	Low	2	2	2	2	1	0
Buildability	Feasibility	Interfernce with C2s		Significant impacts on statutory undertakers and/ or re-routing of equipment	Minor impacts on statutory undertakers.	None of the proposed works would affect statutory undertakers.	2	2	2	1	0	0
Badger Hill Objectives	Crossing	Priority / visibility		No change to existing crossing or visibility	Improvements to crossings and visibility	Controlled crossing with improved visibility	2	0	0	1	2	2
	Parking on Verges	Parking opportunity on verges		No change to parking restrictions or kerb parking	Some mitigation against verge or kerbside parking	Significant improvement enforced by TRO or physical constraint.	2	0	1	1	2	2
	Place making and public realm	Public Realm / Placemaking		No public realm improvements or improvement connection between green space and school	Some placemaking opportunities and to connection to existing park	Significant placemaking opportunities and improved connection to existing park	2	0	0	0	2	2
						Total Score	42	17	22	24	28	31
						Percentage Score	100%	40%	52%	57%	67%	74%
						Percentage Benefit			12%	17%	26%	33%

Meeting:	Executive Member Decision Session for Economy & Transport
Meeting date:	12th March 2024
Report of:	James Gilchrist, Director of Transport, Environment and Planning
Portfolio of:	Cllr Pete Kilbane, Executive Member for Economy & Transport

Decision Report: Access Control Barrier Review

Subject of Report

1. This report summarises the findings of the Access Control Barrier Review which was undertaken in 2023 by Transport Initiatives on behalf of the Council. For clarification, the type of barriers included in the review are those which specifically affect the routes of pedestrians, wheelers, wheelchair-users and cyclists but not those which are related to motor vehicle access or parking.
2. The report requests adoption of the policies recommended by that review as council policy going forwards. This will then enable barriers to be removed, or altered to standardised designs which are compliant with current guidance, which will in turn make the active travel network more accessible. Officers will then be able to disseminate the policy as guidance to internal council departments and external agencies or developers who may also be considering the removal, redesign or introduction of barriers.
3. The final part of the review puts forward a proposal for prioritisation of the hundreds of non-compliant barriers across the City of York area in order that they can be dealt with in a phased manner, a stakeholder advisory panel is proposed to be set up to undertake that prioritisation.

Benefits and Challenges

4. There are both benefits and challenges to reviewing access control barriers, these will need to be weighed against each other when considering the recommendations of this report.

Benefits

5. Adoption of this new policy will help the Council discharge its Public Sector Equality Duty by giving equal access to all groups with legitimate access rights.

6. It will help to encourage potential switch of modes from motorised vehicles to mobility aides and non motorised modes by giving more travel options to people who currently face restrictions.

7. It will standardise the design of barrier which users will encounter and thus enable better route planning for pedestrians, wheelchair-users, wheelers and cyclists.

Challenges

8. There will be a cost to the council to remove or redesign existing barriers. Of the 900+ barriers identified during the audit over 60% were found to be non-compliant with current guidance. A significant budget will therefore be required over the upcoming years in order to tackle all the non-compliant barrier sites. A decision will also need to be taken as to whether there is sufficient staff resource in-house to undertake the design and construction works or whether this needs to be sub-contracted.

9. Removal or redesign of barriers may be challenged by residents who requested the barriers in the first instance and, potentially agencies who installed the barriers on the residents' behalf such as landowners whose land the path may cross. The new policy may be challenged by some elected members and departments who have used barriers as a tool to tackle issues previously.

10. To professionally evaluate the positive or negative impact of the policy the Council will be working in partnership with academics from the University of Westminster as part of a research project to monitor the impact of changes to barriers.

Risks

11. There is a risk that if the Council do not adopt a new policy on the use and design of access control barriers it will leave the Council open to legal challenge by any individual or group who claim they have been discriminated against. Any legal action will potentially have serious financial and reputational consequences to the Council.

Policy Basis for Decision

Council Plan (2023-27) One City for All

12. The new Council Plan has four Core Commitments to which the recommendations of this report can provide a positive contribution.

- **Equalities and Human Rights –** The context of the review is to apply the public sector equalities duty of the council on those barriers which are in place, many of which predate the duty (2010) .
- **Affordability -** Making active travel a realistic travel option to many people, especially for shorter journeys, will be much more cost-effective for those residents than the motorised alternatives.
- **Climate -** Enabling more people to switch from motorised to non-motorised travel will help in achieving our aim in reducing Carbon Emissions and improving Air Quality.
- **Health -** Physical activity improves both health and wellbeing. A city-wide scheme of addressing barriers to active travel will help enable more people to switch to active travel and thus contribute towards the goal of improving health.

13. The Council Plan also has seven priorities with the recommendations of this report contributing to four:

- **Health and well-being** – active travel helps both physical and mental well-being.

- **Economy and good employment** – being able to use active travel to access work helps employers achieve some of the aims and objectives in their business travel plans.
- **Transport** – the recommendations of this report will increase accessibility to the most sustainable modes of transport.
- **Sustainability** – active travel generates the smallest carbon footprint and helps remove motorised trips from the transport network.

Climate Change Strategy 2022-32

14. Objective 3.2 of the Climate Change Strategy specifically relates to increasing the take-up of active travel. Removal of barriers to active travel will make choosing these modes easier.

Health & Wellbeing Strategy

15. There are six big ambitions set as part of the Health & Wellbeing Strategy with the recommendations of this report contributing to five:

    - **Become a health-generating city** – active travel is the healthiest form of travel;
    - **Make good health more equal across the city** – active travel is a great leveller in terms of affordability and availability;
    - **Prevent now to avoid later harm** – active travel will help to improve the health of the local population to help prolong life and to reduce the strain on health services;
    - **Start good health and wellbeing young** - getting more people active from a younger age will help engender good travel habits which can hopefully be sustained throughout life;
    - **Work to make York a mentally healthy city** – active travel is proven to help mental wellbeing.

York Economic Strategy

16. One of the themes of the York Economic Strategy is “A Greener Economy”. Under this theme there is an objective to “*increase*

cycling and active travel to work where appropriate as modes of commuting". Encouraging the uptake of active travel will not only benefit employers by having a healthier workforce but will also remove motorised trips off the road network thus reducing congestion for essential business travel.

Draft Local Transport Strategy

17. The recommendations of this report contribute to several of the Policy Focus Areas within the Draft Local Transport Strategy;

- **Shape a city that is accessible to everyone** – removal or relaxation of barriers will make a significant contribution to this;
- **Improve walking, wheelchair access, wheeling and cycling** –the recommendations of this report directly promote these forms of transport to the benefit of all residents;
- **Shape healthy places** – access barriers impede users of active travel and thus detract from the transport network. Opening up the networks for active travellers will create much healthier places by making it easier for residents to build exercise in to their daily routines;
- **Manage York's transport networks for Movement and Place** – currently many parts of the transport network are not available to all and removal of barriers on the network will free up active travel movements;
- **Reduce car dependency** – removal of barriers will help make active travel a realistic alternative to car travel;
- **Effective maintenance and enforcement and management of roadworks** – removal of barriers will reduce the maintenance liability in terms of having less highway assets to look after.

Financial Strategy Implications

18. There will be a cost associated with removal or relaxation of non-compliant barriers both in terms of staff resource and infrastructure costs. To date £200K of CRAM funding has been allocated to this project, £100K in 2021/22 and a further £100K in 2022/23. Of that £200K funding £102K has been spent thus far to fund the network

audit and the consultants' review and to tackle some of the most urgent sites. This funding was rolled forward leaving £98K in the 2023/24 budget, this was topped up with a further £50K from the LTP grant to give a total 2023/24 budget of £148K.

19. A subsequent CRAM bid was submitted for additional funding of £200K per annum for the next five years to extend the roll-out of barrier removal and redesign and to tackle a large number of non-compliant sites.

20. It is impossible to estimate the potential costs which the council may incur if barrier removal / redesign does not take place and individuals (or organisations representing them) make legal challenges against the council for non-compliance with the Equality Act 2010.

Recommendation and Reasons

21. The Executive Member is recommended to:

a) Approve the formal adoption of the policies recommended in the Access Control Barrier Review report (which forms Annex A) and to delegate authority to the Director of Transport, Environment & Planning to carry out any activities needed to facilitate the adoption and to review the impact of implementation of the policies.

b) Approve the establishment of a stakeholder advisory panel comprising representatives of a wide range of potential users to use the audit data to prioritise the list of non-compliant sites, monitor the progress of barrier removal / alteration and ensure the policy is disseminated appropriately.

c) Delegate authority to the Director of Transport, Environment & Planning to enact a programme of barrier removal or redesign in consultation with the stakeholder advisory panel.

Reasons : Once the policies are adopted the Council will then be able to roll out a planned, prioritised programme of works to address existing barriers (plus any additional ones which were missed in the initial audit). This will help the Council comply with its Public Sector Equality Duty under the Equality Act 2010. The

policy will also ensure that all council departments follow the same criteria for introduction of access control measures and their subsequent design. The adopted policy should then be disseminated more widely to other agencies and developers to ensure that they also consider amendments to their own barriers and that no new non-compliant barriers are installed going forwards.

Background

22. For many years Council departments, and other agencies, have introduced various designs of access control barrier as a tool to tackle specific issues such as road safety concerns, anti-social behaviour and to control vehicle and animal access.

23. Whilst these measures may have been deemed to be appropriate at the time, in many instances this has been at a cost to some sectors of society who have, as a result, been prevented from accessing routes or amenities or have had to follow longer diversionary routes instead. Many of the groups who have been negatively impacted by these measures have protected characteristics under the Equality Act 2010.

24. The Council have a legal requirement as part of their Public Sector Equality Duty under the Equality Act 2010 to:

    - Put an end to unlawful behaviour that is banned by the Equality Act 2010, including discrimination, harassment and victimisation;
    - Advance equal opportunities between people who have a protected characteristic and those who do not;
    - Foster good relations between people who have a protected characteristic and those who do not.

25. As a first stage in the process to ensure the Council is complying with its' Public Sector Equality Duty in relation to access control barriers, officers commissioned an audit of existing access control measures which are currently in use across the entire council area. Alongside that audit, officers also commissioned consultants, Transport Initiatives, to undertake a wider review of the use and

design of access control barriers. This review comprised several distinct stages:

- An appraisal of existing legislation, policies and guidance related to such measures;
- A round-table discussion with stakeholder groups about the issues related to barriers in order to come up with policies on the use and design of barriers based on the general consensus view of the group;
- Using the same stakeholder group, to devise a draft prioritisation methodology to enable the non-compliant barriers to be addressed in a priority order.

26. The policies recommended in the review are stated in detail in Chapter 6 of the consultants' report, which is attached as Annex A. In brief they provide advice on compliance with current legislation and design guidance and suggest a means by which the non-compliant sites identified in the city-wide audit can be prioritised and addressed.

27. The Council has agreed to participate in a research project being undertaken by academics from the University of Westminster to monitor the impact on path users and nearby residents of removal or redesign of barriers to make them compliant with guidance. This research will help officers gauge the success of the project and guide future work.

28. Some non-compliant barrier sites have already been tackled where action was deemed to be so urgent that it justified early intervention.

Consultation Analysis

29. Two stakeholder meetings took place as part of the review. A wide range of groups were invited to take part in the meetings, including:

- City and Parish Councillors
- North Yorkshire Police
- Disabled Groups
- Cycling and walking groups

- Community Groups
- Relevant Council officers
- Relevant NGOs

30. The first meeting, held on the 7th February 2023, was attended by 20 stakeholders and introduced the attendees to the purpose of the review, the legislative and design framework that the review had to work within, reasons why barriers had been installed, access issues created by barriers, the scope of the audit. The group then assessed several sites identified in the audit in terms of compliance with guidance and then debated solutions in order to develop a consensus view on how non-compliant sites should be addressed in different scenarios.

31. The second meeting, held on the 14th March 2023, was attended by 15 stakeholders and started with a brief recap of the outcome of the first meeting for those who were new attendees. It then went on to discuss how the Council might triage the list of sites into four distinct categories:

- To be removed;
- To be removed or replaced but more data / information on locality / circumstances required;
- To be replaced/redesigned;
- To be retained.

32. For the above first three categories the group discussed factors which could be used to sort the sites into a priority order including:

- Location on active travel networks / relationship to other barriers
- Path usage
- Level of complaints about the barrier
- Is it a safety hazard?
- Has there been an Equality Act challenge?

33. The outputs from the two stakeholder meetings were then used by the consultants to draw up the policies in the review report (Annex A).

34. No further consultation has been undertaken on the consultants' report since it was finalised.

Options Analysis and Evidential Basis

35. There are 3 options available to the Executive Member:

    Option A - Formally adopt the recommendations of the Access Control Barrier Review report;

    Option B - Make changes to the recommendations of the report;

    Option C - Reject the recommendations.

36. There are several advantages of Option A, the main one is that it will help the Council comply with its Public Sector Equality Duty under the Equality Act (2010). It also contributes towards many objectives in the Council Plan and the 10-year strategies adopted in 2022. It is in line with many of the policies put forward in the draft Local Transport Strategy and it acknowledges the consensus view expressed by the range of stakeholders who attended the meetings.

37. The disadvantages of Option A are the costs associated with the barrier amendments and potential challenge from elected members, officers or residents who were responsible for the barriers being implemented in the first instance.

38. The advantages of Option B are mostly in terms of flexibility where changes can be made to some, or all of the recommendations to better fit with specific viewpoints of elected members, officers or residents.

39. The disadvantages of Option B are mostly in terms of watering down the original aims of the project or not fully achieving the equality aims.

40. The advantages of Option C are that it maintains the status quo and will not have the financial impact which is associated with the works to remove or amend the barriers.

41. The main disadvantages of Option C are that it does not comply with the council's Public Sector Equality Duty and leaves the Council open to legal challenge in relation to any barrier sites which are not deemed to be compliant with current guidance or the

Equality Act. Furthermore, this option will not be in line with many of the policies in the new Council Plan, the 10-year Strategies and the emerging Local Transport Strategy.

Organisational Impact and Implications

Financial

42. For the recommended Option A there is £98k budget allocated to Access Barrier Review programme for the current year. Additional £1mln budget covering 5 years have been approved. This is going to be a rolling programme. The barriers will be removed/adapted according to the prioritisation recommended in the report.

43. Non recommended options B or C potentially lead to legal challenge and subsequential unbudgeted revenue costs.

Human Resources (HR)

44. Work has not yet been undertaken to establish whether there is sufficient resource internally to undertake the works associated with this project. Should a decision be made to keep the work in-house, rather than contract it out, any additional posts required would be created, evaluated and recruited to in accordance with the councils procedures.

Legal

45. The Council has a Public Sector Equality Duty under the Equality Act 2010 to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions. Retaining barriers in their current form leaves the Council open to legal challenge and will potentially have both financial and reputational implications.

Procurement

46. Any proposed works or services which are undertaken by external providers on the Council's behalf will need to be commissioned via a compliant procurement route under the Council's Contract

Procedure Rules and where applicable, the Public Contract Regulations 2015.

Health and Wellbeing

47. The Director of Public Health notes that the relationship between transport and health and wellbeing are well evidenced and:

- The availability of Active Travel options plays a key role in improving access to health services, particularly for vulnerable groups.
- That travel choices can affect physical health in relation to reduction of body weight and traffic accidents, air pollution.
- The mode of transport affects physical and mental health, and wellbeing, evidence shows that Active Travel is instrumental in improving these.
- Active Travel can facilitate social interactions and promote social inclusion.

Environment and Climate action

48. Encouraging residents and visitors to use Active Travel is a key component in tackling climate change and improving environmental conditions through shifting from motorised modes. Many short journeys can potentially be undertaken by active means both for utility and leisure purposes. In order to achieve net-zero status the city must reduce vehicular travel and increase active travel. Removal of barriers to active travel will therefore have a positive impact. The Environmental Protection team support measures that improve active travel whilst not forcing vehicles to unnecessarily idle or significantly increase journey lengths that thereby increase emissions, especially in residential and other sensitive areas.

Affordability

49. For the majority of residents, active travel is the most affordable form of travel. There are some exceptions i.e. those who need specially-adapted equipment which may be more expensive to purchase and maintain, or people for whom active travel is not a realistic option as a result of a physical or mental impairment or

due to being disabled by their local environment and a lack of suitable facilities.

50. When compared to motorised travel, there is much more certainty in terms of ongoing costs as fuel prices don't come into consideration and there are no insurance and Vehicle Excise Duty costs to add on. Maintenance costs also tend to be much lower.

Equalities and Human Rights

51. This project was initiated to help the Council comply with its' Public Sector Equality Duty under Section 149 of the Equality Act (2010). Creating equal access to the walking, wheelchair-use, wheeling and cycling networks by removing or relaxing barriers which currently exist is the primary aim of the project. Several groups with protected characteristics have been either prevented from accessing parts of York or have been sent on diversionary routes to get to the same end-point due to the presence of barriers. This project therefore has very positive implications for equalities and human rights.

52. An Equality Impact Assessment has been undertaken on this project and forms Annex B.

Data Protection and Privacy

53. As there is no new personal data, special categories of personal data or criminal offence data being processed for this report, there is no requirement to complete a DPIA. This is evidenced by completion of DPIA screening questions - reference AD-03646.

Communications

54. Communication support may be needed to address any disruption and changes for local people, businesses and users as a result of removing or replacing.

55. Ward Councillors, local police and immediate neighbouring properties will be notified of any changes proposed.

Economy

55. One of the key themes of the York Economic Strategy 2022-2032 is "A Greener Economy", which include an objective to "*increase cycling and active travel to work where appropriate as modes of commuting"*. A compliant, inclusive and accessible active travel

network is vital to support a strong and sustainable local economy both from a healthy workforce point of view and to support a reduction in car journeys to free up space on the road network for business-related vehicle movements where appropriate.

Property

56. Some of the non-compliant access control barriers will inevitably be on land owned or controlled by the Council. Property Services will be included in consultations in these cases.

Risks and Mitigations

57. There are risks associated with all the options related to this report. These are listed below with their relevant mitigations.

Option	Risk	Mitigation
Option A	Road safety risk	Undertake safety audits on designs and make necessary changes
	Anti-social behaviour increase	Work with local police to address issues
	Animal access	Ensure design is stock-proof (cattle grids etc)
	Budgetary risk	Prioritise sites and deliver in a phased manner over several years
	Staff resource risk	Ensure sufficient staff resource is available or sub-contract work
Option B	Similar risks to Option A	Use same mitigations
	Legal challenge under Equality Act	Try to ensure compliance with Public Sector Equality Duty
Option C	Legal challenge under Equality Act	Difficult to mitigate against
	Reduced levels of active travel	Promote alternative routes

Wards Impacted

58. All Wards will be impacted by the adoption of the policies which are recommended within this report.

Contact details

For further information please contact the authors of this Decision Report.

Author

Name:	James Gilchrist
Job Title:	Director of Transport, Environment and Planning
Service Area:	Place Directorate
Email:	james.gilchrist@york.gov.uk
Report approved:	Yes
Date:	29/02/2024

Co-author

Name:	Greg Morgan
Job Title:	Transport Planner (Active Travel)
Service Area:	Highways & Transport
Email:	greg.morgan@york.gov.uk

Background papers

None

Annexes

Annex A - York Access Control Barrier Review, Transport Initiatives LLP (August 2023)
Annex B – Equality Impact Assessment

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Report:

For: *City of York Council*

York Access Control Barrier Review

By: Transport Initiatives LLP

August 2023

23 Grand Parade
Brighton BN2 9QB
www.transport-initiatives.com

Draft Report:

York Access Control Barrier Review

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1. Executive summary

1.1 Definition of barriers

Within the context of the work detailed in this report the term barrier refers to any vertical measure introduced on an otherwise horizontal path that is intended to either control access or mitigate against safety hazards. Details of the type of "barriers" this includes are listed in section 3.4 below.

1.2 Executive summary

The York Access Control Barrier Review will help the City of York Council to meet it's Public Sector Equality Duty set by The Equality Act 2010. It will improve access for people with **protected characteristics** which may result from age, disability and pregnancy or maternity. The duty requires the council to:

- Eliminate unlawful discrimination
- Advance equality of opportunity between people who share a protected characteristic and those who don't
- Remove or minimise disadvantages suffered by people due to their **protected characteristics**

In relation to physical features that would put a "disabled person at a substantial disadvantage", such as an access control barrier, the council is expected "to take such steps as it is reasonable to have to take to avoid the disadvantage." (Section 20, paragraph 4, Equality Act 2010). Failure to take reasonable steps would contravene the law and could therefore be challenged in court. This is the context within which the Council must address the issue of access control barriers.

Since the Equality Act replaced other pieces of anti-discrimiation legislation in 2010, further Government guidance, specifically Local Transport Note 1/20 (LTN 1/20, July 2020) and Inclusive Mobility (December 2021) have provided design guidance on the minimum requirements for access on various types of path for all users including people with protected characteristics.

A survey of otherwise accessible paths in York (the first part of the access control barrier review) has identified, photographed, mapped and detailed over 800 barriers. Over 600 of these barriers are not compliant with the minimum design guidance and therefore the council has a considerable task to either remove or replace these and to ensure that no new non-compliant barriers are installed in future. While this process will be straightforward on council owned land and the highway for barriers on land owned privately by persons or bodies without a public sector equality duty the council can only encourage and advise. The access control barrier review has undertaken to clarify policy for existing and future access control and to establish a process to tackle existing barriers. Following a review of practice elsewhere in the UK and continental Europe there have been two meetings with relevant stakeholders in York, the first to esrablish a consensus on policy and the second to begin a process for prioritising action on that policy.

The Equality Act, LTN 1/20 and Inclusive Mobility leave little doubt about what a compliant policy on barriers should entail. This was clearly set out to the stakeholders. The policy is therefore:

1. There should be a general presumption against the use of barriers. The only exceptions would be where there is either:
    a. A proven persistent safety issue that cannot be mitigated by other design solutions
    b. A proven persistent problem of illegal access by motor vehicles that cannot reasonably be mitigated by enforcement or other design solutions. This does not include illegal access by two wheel motor vehicles as the minimum standard for Equality Act compliant barriers (1.5 metre gap) would not exclude these
    c. Where egress by livestock needs to be controlled
2. Where there are existing barriers that are not compliant these should be:
    a. Removed where there are no genuine safety or persistent illegal access issues
    b. Replaced with a design that is compliant
3. Where there are existing barriers that are compliant they should be either:
    a. Retained if they serve a genuine purpose such as restricting unauthorised vehicle access
    b. Removed at a later date once all non-compliant barriers have been dealt with

There was a strong consensus in support of this policy in the stakeholder groups. The policy should therefore be put forward for formal adoption as council policy and resources identified to implement it. Official guidance should be drawn up and provided to developers to ensure that the policy is adhered to in new developments, this guidance should also be made available to other groups and landowners, as appropriate, to inform them of their duties under the Equality Act and the potential consequences of ignoring this and to give them examples of potential solutions.

A recommendation from the second stakeholder meeting was that a stakeholder advisory panel should be set up to guide the implementation of the policy, in particular to assist with prioritising which barriers are dealt with first. A number of stakeholders representing a range of interests have indicated their willingness to join such a panel. A first task will to set this group up formally and agree its' terms of reference. It should be able to help first in the triaging of the over 600 non-compliant barriers already identified to decide what action should be taken with each and then in the prioritisation of these interventions. Whilst the number of sites which can be addressed will be dependent on available funding the slide below is a suggested guide as to how prioritisation could be achieved.

Prioritisation process

1. **High**
   - On core network and fails access guidance
   - High existing or suppressed use/demand
   - Significant complaints or Equality Act challenge
   - Safety hazard
2. **Medium**
   - May be on core network but on less used routes with moderate supressed demand and/or does not fail access guidance
   - Might be a few complaints
3. **Low**
   - Not on core network and/or does not fail access guidance
   - Might be one or two complaints

Whilst the legislation and design guidance is clear about how the issue of barriers should be addressed there is still a likelihood of considerable resistance to this policy and its implementation, especially in areas where barrier installation has been the default solution to numerous issues in the past. Carefully prepared publicity that is sensitively released should help reduce opposition to the policy and the Advisory Panel should be a useful ally in preparing and disseminating this. However, the bottom line is that the council has a legal obligation to deal with barriers or it risks being challenged and paying a much higher price than that of dealing with the barriers properly, both in terms of litigation and reputation.

2. Introduction

2.1 Summary

In late 2022 **City of York Council** (CoYC) commissioned **Transport Initiatives** (TI) to develop a process to improve access on the city's path network, as part of a city-wide review of access controls and barriers. The review set out a four stage approach to the work as set out below. TI was commissioned to undertake stages 2, 3 and 4.

1. **City-wide audit** of current access control measures (not part of this commission but site list and map provided for context in Appendices A & B)
2. **Reviews** of:
   - Existing legislation and guidance
   - Outputs from the Stage 1 citywide audit
   - Use of access controls elsewhere in the UK and examples of best practice from continental Europe.
3. **Round-table discussions with stakeholder group(s)** about use and design of access controls to draw up draft policies and designs (either in-person, online or a hybrid of the two if necessary).
4. Using the same stakeholder group(s), devise a **draft site prioritisation methodology** to enable officers to identify the highest priority locations.

2.2 Background

Since the establishment of CoYC as a result of the Local Government Reorganisation in 1996, the council's officers have had to deal with conflicting requests from the public and elected members to either remove, amend or introduce barriers on paths within the authority area. Barriers have also been introduced by several other agencies including Parish Councils, developers and private landowners.

There are a great number of barriers on York's active travel networks, of a variety of types. Many of these are very restrictive, not just for Disabled people but also for people walking (especially if pushing buggies) or cycling.

The introduction of the Equality Act in 2010 and publication of more recent design guidance mean that these barriers must now be viewed through the lens of the Local Authority's Public Sector Equality Duty (PSED). Where barriers restrict access for people with protected characteristics listed in the Equality Act (Equality Act 2010, Part 2, Chapter 1, Section 4) these can be challenged, ultimately in court.

In view of the changing legal landscape regarding use of barriers CoYC was already reviewing the local picture when a first legal challenge to a specific barrier was made. This helped to highlight the need for the council to identify the location and nature of barriers and formulate a policy to address them and to prioritise its implementation.

The four stage review as set out in 2.1 above is described in more detail below.

1. Audit Stage

A formal audit of physical barriers on otherwise accessible paths was substantially complete by the time TI's commission began. The audit identified over 800 barriers , with their dimensions and other relevant details recorded in an Excel database. CoYC officers continued to add to this

number and more barriers have been identified. At the time of writing this report, the number of barriers was over 1000 and more were still being identified.

2. Review Stage

TI was contracted to carry out a desktop review of current legislation and guidance relating to:

a. Where access controls should and shouldn't be used

b. Designs which may be appropriate in different scenarios

c. The number and types of access control measures in use currently in York. The stage one audit informing this review indicated the level of compliance of existing measures with current legislation / guidance and highlight the prevalence of different types of issues with the current infrastructure.

This review also took into account current legislation and government guidance, including:

- Equality Act 2010
- Antisocial Behaviour, Crime & Policing Act 2014
- Highways Act 1980
- DfT Local Transport Note 1/20 Cycle Infrastructure Design
- Design Manual for Roads & Bridges
- Manual for Streets 1 & 2
- Inclusive Mobility

This desktop review was informed by site visits to York so that the team carrying out thre review could familiarise themselves with the types of barriers currently in use in York and the issues that may arise from these.

3. Round-table Discussions / Debate Stage

In this stage TI, with the assistance of CoYC, identifed a list of relevant stakeholdersand invited them to two meetings for round-table discussions and debate about the use and design of access control measures in York. The intention was to form a consensus on the policy that should be adopted to address existing barriers in the authority. This policy will also address how access control at new sites should be addressed and the design of any measures where these were deemed necessary.

4. Prioritisation Methodology Stage

Using the same stakeholder group as Stage 3, this group has been established to discuss the factors which could be used to prioritise the list of access control sites for removal / redesign etc. This includes formulating a methodology for prioritisation which could be adopted by the council and used to deliver changes to the existing infrastructure.

2.3 Report

While a written report was not specified as a desired outcome it is nonetheless the clearest way to finalise and document the stated desired outcomes.

3. Audit stage

3.1 Independent audit

The initial audit of barriers was undertaken by a contractor working for CoYC. It was almost complete when stages 2-4 began. Some 820 individual 'barriers' were located and the details of these were recorded in individual Excel files. Each of these included a photograph and some key measurements of gaps etc.

Since the contracted audit was completed CoYC officers have continued to map and measure additional barriers at sites which were identified after the contractor's commission was completed. The result of this is that over 1000 barriers have now been identified. The analysis below restricts itself to the original 820 barriers in the contracted audit as these are more than representative of the scale and variety of barriers that need to be addressed.

3.2 Analysis

In analysing the 820 barriers in the contracted audit, some caveats need to be stated regarding their nature and the data that was collected. These arise from viewing the audit data through the lens of the review of legislation and design guidance and are therefore not a criticism of the work of the auditors. There are also issues regarding the limitations of the recording process, particularly that when viewing them through the lens of a single photograph the context beyond the barriers cannot be seen. This is often a key factor in assessing their effect on access or understanding the circumstances which led to the barrier's initial installation.

The caveats include:

a. They are not strictly barriers to pedestrian or cycle access

This is particularly the case where the 'barrier' recorded featured a bollard or bollards. A number of these are clearly intended to prevent parking in spaces that are not paths (such as in the photo below), and do not restrict access along a path.

Barrier 256

b. The photo and/or measurements do not give enough information to make a full assessment of accessibility

This is again particularly where the 'barrier' in question has multiple bollards. The data recorded in the Excel file gives the maximum and minimum gap widths between bollards but is not specific about which pair of bollards this refers to.

The photos below display examples of this. The first shows a traffic filter with five bollards at each end and a cycle bypass through the centre. The maximum gap between bollards at this site at each end is cited as 1.6m and the minimum 1.4m. However, it is not clear which bollard gaps these refer to even if we can make a visual guess.

In effect this location features barriers at six access points, two pedestrian and one cycle path at each end. This makes the gap to the side of each of the outside bollards critical in judging accessibility on that particular path. This may be adequate on the right hand side but the hedge on the left clearly narrows the path significantly.

Barriers 229 and 230

The second site on Skeldergate is again one where bollards do not constitute a barrier to pedestrians or cyclists, although the absence of dropped kerbs particularly exclude the latter. However, the gaps in the brick archways do raise questions as these pose the potential for access restriction. These were not measured but a visit to Google Streetview suggests they are not an issue.

Furthermore , the archways on the far side of the road are not recorded as a barrier (see bottom photo) and the gap there is potentially non-compliant.

'Barriers' at Skeldergate (Picture above Google)

At some other sites where the gap between bollards was noted, there was still insufficient information to assess the access issues. For example, where the path had a camber or crossfall, or where a skewed approach is required to move through the gap (see the two photographs below).

Skewed barriers

c. The path itself is the barrier (i.e. regardless of any bollard, gate etc., the path forms a barrier to access either due to width or surface quality)

3.3 Level of compliance

Notwithstanding the caveats set out above, the audit provides a very clear overall picture of the scale of the barrier issue in York. The details of the legal and design parameters that form the assessment framework will be set out in Section 3, but when these are applied to the 820 audited barriers to assess their compliance with legislation and best practice, they can be split into three categories:

1. Compliant
2. Not compliant
3. More information is needed to determine their compliance

A handful of barriers that were judged compliant will fall into category c) of the above caveatswhere the path in itself was narrower than the minimum stated in the relevant design guidance. This also applies to some of the barriers that are not compliant, which is important in deciding which should be prioritised for action. There is less urgency in removing or making a barrier compliant if the path beyond it is not also being made compliant at the same time.

By category the 820 barriers were:

1. **Compliant –** 135 barriers (16.5%)
2. **Not compliant –** 589 barriers (72%)
3. **Not yet determined** – 96 barriers (11.5%)

While more information on the 96 undetermined barriers is required, based on the barriers that have been categorised it is likely that many will be judged as non-compliant.

Overall, the true proportion of non-compliant barriers is likely to be in excess of 75%. How these should be addressed is discussed in later sections of this report.

3.4 Types of barrier

There were six distinct types of barriers identified in the audit, plus an “other” category.

Bollards

Bollards or barriers including bollards are by far the most common type identified in the audit, accounting for 388 of the 820 barriers. Of these we have assessed 110 as compliant, 224 non-compliant and 54 undetermined.

Bollards will tend to be less restrictive on balance than other barriers and this explains why there are a higher proportion of compliant examples than the overall average, 28% compared to 16.5%.

Chicanes and half-chicanes

These are the second most common type of barrier identified in the audit. There are 196 full or half chicanes recorded. A handful of these included other measures such as bollards. Of the 196 only 8 are deemed compliant, 5 are undetermined and 183 (93.5%) non-compliant.

The high level of non-compliance is unsurprising as chicanes are by nature very restrictive measures.

Gates


102 barriers included some form of **gate**. Of these only 5 were compliant, 85 were non-compliant and 12 undetermined. Where these were farm gates or similar wider gates we made the presumption that they would be closed, even if shown open in the photograph and unless there was an adequate bypass of the gate they would be considered non compliant or undetermined, the latter if the width of the bypass was not clear. Again a minority of the gates were in conjunction with other measures such as cattle grids or gaps.

Gaps

There were 43 barriers described as either **gaps** or including a **gap**. 7 of these were compliant, 26 non-compliant and 10 undetermined.

Hoops

41 barriers were recorded as a **hoop, hoops** or including these. 1 was compliant, 37 non-compliant and 3 undetermined.

Cattle grids

14 barriers were recorded as including a **cattle grid.** 12 of these were deemed non-compliant and 2 undetermined.

Other

The remainder of the barriers were a mix of different types (some listed purely as 'barrier').

In general, the message from the audit and the additional sites that have been added since its completion is that there is a considerable task ahead to make the paths of York properly accessible to all and compliant with the Equality Act.

4. Review stage

4.1 Why barriers have been introduced in general

Before looking at the legislative framework and the design guidance that flows from it, we must first try to understand the intended purpose of barriers and the processes that have led to their introduction.

Historically, barriers have primarily been introduced with the intention of:

1. Discouraging illegal or unwanted access or egress (including by livestock)
2. Improving safety
3. Increasing security

It is important to distinguish between the intended or desired outcome and what impact the barrier has actually had.

Illegal or unwanted access

The illegal access that barriers are intended to prevent is most frequently by moped and motorbike users, and to a lesser extent four wheeled motor vehicles.

Some are also intended to discourage the use of bicycles on pedestrian only paths. In York there are also paths over strays (common land) that are grazed by farm animals and on these cattle grids at accesses control animal egress from these areas.

Safety

Barriers can be introduced to try to slow down path users, particularly where paths are downhill and/or approaching T junctions with other paths or roads and/or where there is poor visibility on the approach.

Barriers on the kerbside opposite the mouth of such junctions, intended mainly to stop children running into the road, will narrow the pavement and thus can be a barrier to those progressing along it. Note these barriers are only very localised and clearly do not prevent the unwanted behaviour a short distance along the path/pavement.

Security

Barriers are now being introduced in the UK to protect public areas from potential security threats, notably terrorist attacks. At the time of writing this report there was only one example of this type of barrier in York, on Parliament Street but we are aware of plans to introduce more of these at other access points into the “Footstreets” pedestrianised area in the city centre. There are older examples of bollards installed on footways elsewhere in the city to protect exterior cash machines from ram-raiders but the majority of these tend to be on private forecourts of busninesses so have not necessarily been included in this review.

4.2 Why barriers have been introduced at specific sites

The section above sets out the three main intended purposes of barriers. However, we also need to ask why barriers have been introduced at specific sites. In addition, we need to ask what process has been followed to decide that a barrier should be introduced and whether this has been documented.

From our experience there are several answers to this question:

1. **No formal policy in place**

   This is bourne out by the piecemeal nature and application of barriers in the UK. It is the purpose of this review to remedy this situation in York and create a clear policy to address existing barriers and new sites where these would previously have been considered the obvious solution.

2. **Actual (or just as likely, perceived) problem at the site**

   Barriers have been introduced in locations where there is no record of illegal or unwanted access, but where it "could" be possible. They should only have been considered where there was a real documented problem that could not be addressed by other options.

3. **Actual or perceived issue with illegal or unwanted access at the site (new developments/paths)**

   Many barriers have been introduced, particularly in new developments, where it is assumed that there might in future be an issue of anti-social behaviour. If the path is wide enough for a car to use it then the assumption has been that it needs to have a barrier, even if the likelihood of a vehicle being driven along the path is low.

4. **General presumption that barriers are the standard approach**

   The presence of so many existing barriers has created a culture that uncritically accepts that barriers are the solution because *"that's what we have always done",* without even questioning whether this is really the case. This instinctive view that barriers are the best solution creates a culture where other, possibly more effective, solutions are not even considered, even where they may actually be needed.

5. **Feeling (generally unsubstantiated) that barriers will work to restrict mopeds and motorcycles**

   Barriers can indeed be effective in preventing access by four wheeled motor vehicles. However, to prevent moped and motorcycle access they must be so restrictive that they prevent many more legitimate users from using paths (wheelchairs, mobility scooters, wheeled walkers, prams and pushchairs and various types of cycles on shared use paths). Even then the illegal users can often still find a way onto paths. Two riders can generally lift a moped over most barriers.

The overall experiencee is that historically there has been a presumption that barriers were the first and only approach to take in locations where they were requested, or where it was assumed a problem might arise.

If there was any sort of current policy regarding barriers it could easily be described as *"Act first and ask questions later, if at all".*

It is important to note that experiences like that in York are the norm across the UK. Barriers have been introduced to curb often non-existent problems with anti-social access, but instead they have made many paths inaccessible to large numbers of legitimate users. Indeed an increased presence of legitimate users may well have been a much greater deterrent to the anti-social behaviour the barriers were intended to prevent.

The Equality Act 2010 and the design guidance that has followed it (detailed below) irrevocably change the way the use of barriers past and future should be approached.

4.3 The Equality Act 2010

The Equality Act of 2010 has established that any public or private body offering services and facilities to the public now has a **'Public Sector Equality Duty'** (PSED). Under this duty public bodies, such as City of York Council, are required to have due regard to the Equality Act when designing schemes, making decisions or setting policies.

They must have due regard or think about the need to:

- Eliminate unlawful discrimination
- Advance equality of opportunity between people who share a protected characteristic and those who don't
- Foster or encourage good relations between people who share a protected characteristic and those who don't

In practical terms public authorities should therefore

- Remove or minimise disadvantages suffered by people due to their **protected characteristics**
- Take steps to **meet the needs of people** with certain protected characteristics where these are different from the needs of other people
- **Encourage people** with certain protected characteristics to participate in public life, or in other activities where their participation is disproportionately low

The Act lists a number of protected characteristics. Three of these relate to groups of people that could be particularly adversely affected by barriers:

- Age
- Disability
- Pregnancy and maternity

Where an authority fails to adequately take account of its PSED it can be challenged in court. Challenges by people with protected characteristics must be made against specific barriers that they have encountered and which have denied them equality of access.

4.4 Local Transport Note 1/20 (DfT July 2020)

Commonly know as LTN 1/20, this is perhaps the most important document giving guidance in how to deal with barriers on paths, either shared or for cycles only. The key guidance on access barriers is Section 8.3 which specifically deals with Access Controls. This is set out in full below (TI's comments in italics are to the right):

Paragraph in LTN1/20	*TI comments*
8.3.1 Access controls can reduce the usability of a route by all cyclists, and may exclude some disabled people and others riding nonstandard cycles. There should therefore be a general presumption against the use of access controls unless there is a persistent and significant problem of antisocial moped or motorcycle access that cannot be controlled through periodic policing.	*The general presumption against the use of barriers is the opposite of the past practice described in 3.1 above. The exception regarding antisocial moped and motorcycle use is paradoxical as will be explained in our comments on 8.3.5 below.*

8.3.2 Access controls that require the cyclist to dismount or cannot accommodate the cycle design vehicle are not inclusive and should not be used.	*This effectively forbids the use of gates which users, particularly those on adopted bicycles, would have to dismount to open and close. Chapter 5 of LTN 1/20 specifies the dimensions of the "cycle design vehicle" and turning circles, visibility etc.*
8.3.3 Access controls should not be required simply to control cyclists on the approach to a road or footway crossing. It will normally be sufficient to provide good sightlines and road markings so that cyclists clearly understand the need to take care and give way to pedestrians and other traffic at such points.	*This addresses the use of barriers for "safety" reasons. The presumption is that improving sightlines and path markings should be the preferred solution e.g. an engineering design solution rather than a barrier.*
8.3.4 Chicane barriers cannot be used by people on tandems, tricycles, cargo bikes and people with child trailers. They may also be inaccessible to some types of wheelchair and mobility scooter. An access control that requires cyclists to dismount will exclude hand cyclists and others who cannot easily walk. Barriers fitted with plates that are designed to be narrower than motorcycle handlebars will also leave a gap that is narrower than many larger cycles. This will require cyclists to stop and put a foot down to pass through, which can be difficult when carrying children or heavy luggage.	*This is a clear presumption against the use of chicanes, A-frames and K-barriers.*
8.3.5 An alternative method is to provide bollards at a minimum of 1.5m spacing, which allows users to approach in a straight line whilst permitting all types of cycle and mobility scooter to gain access. If access is required by wider maintenance vehicles, a lockable bollard can be used.	*The 1.5m spacing is the crucial guidance here as it is the only width measurement offered and becomes the key template against which existing barriers should be measured. This width would also exclude barriers from being used to restrict antisocial moped and motorcycle access as gaps of 1.5m would not stop this.*
8.3.6 Bollards and barriers should contrast with the background and may be fitted with retroreflective material to ensure they can be easily seen in all conditions.	*We believe that the use of retroflective material should be standard.*
8.3.7 Where it is necessary to control the movement of livestock a cattle grid should be used, in preference to a gate which will cause delay to cyclists. Experience in Cambridge showed that a cattle grid with closely spaced (100mm) threaded rod bars can be crossed by cycles without undue difficulty.	*This is relevant to York and will be discussed below.*

To further expand on 8.3.1 above, chapter 5 of LTN 1/20 gives a wide range of measurements relating to cycle paths that are relevant to the discussion of barriers. In particular tables 5-2 and 5-3 (shown below). These show the 1.5m stated in 8.3.5 above and standard measurements relating to path widths and also in 5-3 additional widths that may be required where there are side constraints at the edges of paths such as walls and fencing.

Table 5-2: Cycle lane and track widths

Cycle Route Type	Direction	Peak hour cycle flow (either one way or two-way depending on cycle route type)	Desirable minimum width* (m)	Absolute minimum at constraints (m)
Protected space for cycling (including light segregation, stepped cycle track, kerbed cycle track)	1 way	<200	2.0	1.5
		200-800	2.2	2.0
		>800	2.5	2.0
	2 way	<300	3.0	2.0
		>300-1000	3.0	2.5
		>1000	4.0	3.0
Cycle lane	1 way	All – cyclists able to use carriageway to overtake	2.0	1.5

*based on a saturation flow of 1 cyclist per second per metre of space. For user comfort a lower density is generally desirable.

Table 5-3: Additional width at fixed objects

Type of edge constraint	Additional width required to maintain effective width of cycle track (mm)
Flush or near-flush surface including low and splayed kerbs up to 60mm high	No additional width needed
Kerbs 61mm to 150mm high	200
Vertical feature from 151mm to 600 mm high	250
Vertical feature above 600 mm high	500

Section 8.2.1 of LTN 1/20 states: "*Where space and budget allows, the most effective way to minimise conflict and increase comfort is to provide separate routes for walking and cycling.*"

This is the ideal situation, and may be particularly achievable where completely new paths are being created. However, for the majority of paths away from the highway in York the reality is that these are fully shared and will remain so for the foreseeable future. Opportunities should be taken wherever possible to provide additional width if feasible to reduce the potential for conflict between cyclists, pedestrians and wheelers.

LTN 1/20 is focussed on cycling, and to look more specifically at footways, footpaths as well as shared paths we need to refer to the DfT's Inclusive Mobility guidance.

4.5 Inclusive Mobility (DfT December 2021)

Inclusive Mobility takes a broader look at how the built environment in general, including footways and traffic free paths, should be designed to give full access to people with protected

characteristics. This covers paths that are pedestrian only and those that are shared with cyclists either shared or separated, though for the latter it defaults to LTN 1/20:

"Local Transport Note 1/20 is clear that shared use routes in streets with high pedestrian or cyclist flows should not be used. Where it cannot be avoided, shared use may be appropriate if well-designed and implemented and where pedestrian numbers are very low. Cycle tracks and footways should be designed to be perceived as wholly separate facilities. Where it is not possible to achieve this level of separation, and the footway and cycle track are immediately adjacent and parallel to one another, the guidance in this section should be followed. This will assist vision impaired people and will also be helpful to all other users." ***(Inclusive Mobility 4.6)***

Applying this guidance to new paths and the conversion of existing ones will obviously affect the design of any potential access controls, particularly where cycle and pedestrian sections of paths are segregated by kerbs.

There are numerous sites in York where pedestrian-only paths are narrow and barriers have still been introduced. Two examples of these are shown below:

In section 4.2 of Inclusive Mobility the minimum width of pedestrian paths is discussed and the document states:

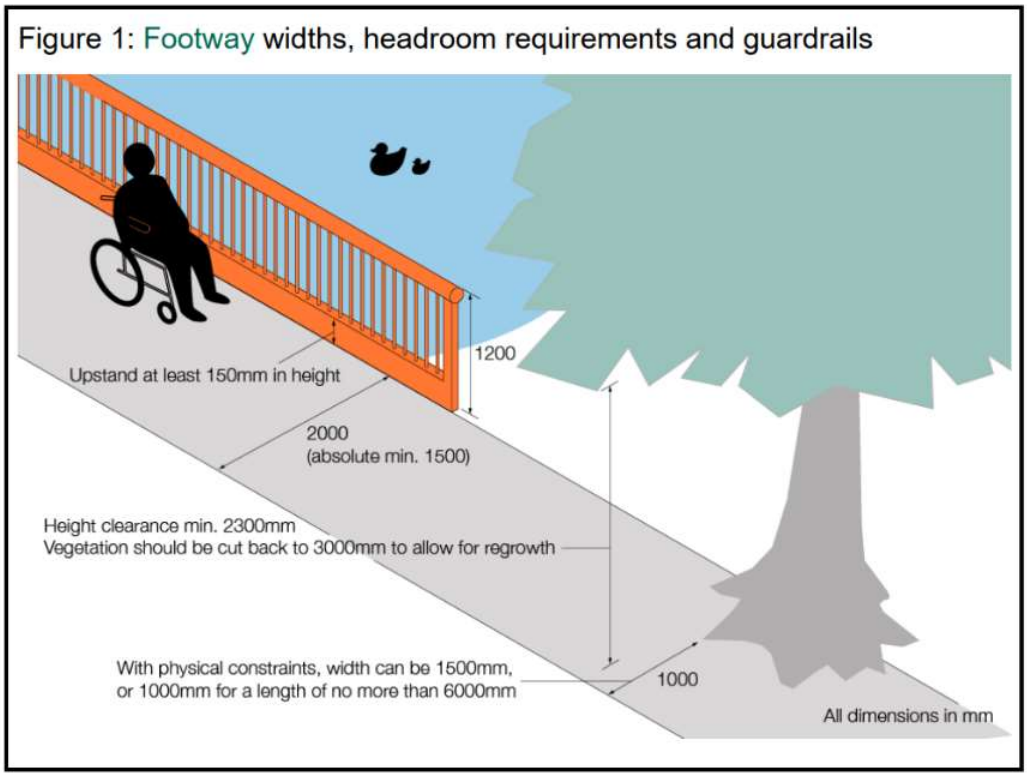
"Footways and footpaths should be made as wide as is practicable, but under normal circumstances, a width of ***2000mm*** *is the minimum that should be provided, as this allows enough space for two wheelchair users to pass, even if they are using larger electric mobility scooters. If this is not feasible due to physical constraints, then a minimum width of* ***1500mm*** *could be regarded as the minimum acceptable under most circumstances, as this should enable a wheelchair user and a walker to pass each other. Where there is an obstacle, such as lamp columns, sign posts or electric vehicle charging points, the absolute minimum width should be* ***1000mm****, but the maximum length of such a restricted space should be* ***6 metres."***

These dimensions are important when we consider access controls on existing pedestrian paths in York. While they might be a lower standard than the 1.5m gap set in LTN 1/20, it is made clear that this is an absolute minimum to be used in limited circumstances.

In the two examples shown above, neither would meet a 1m gap width standard set out in Inclusive Mobility. (they are 900mm and 800mm respectively). Both sets of barriers are presumably intended to deter cyclists. However, if the gaps met the 1m abolute minimum, neither would prevent cycle access and hence they are pointless.

Inclusive Mobility also discusses the use of guardrail at the side of footpaths e.g. on bridges and where serious hazards lie adjacent. It concludes that where the use of guardrail is deemed necessary this should not *"encroach on the minimum width required"* (Inclusive mobility 4.4). A

useful diagram (below) is included which shows not only how this might be applied but also an interpretation of the 1m gap.



In section 4.7 the issue of street furniture is discussed and in particular where licences have been granted for street cafes. The document states: *"When setting conditions, determining applications (in the absence of local conditions) and when considering whether enforcement action is required, authorities should consider Section 3.2 of this guidance, where in most circumstances **1500mm** clear space should be regarded as the minimum acceptable distance between the obstacle and the edge of the footway."*

In many instances in York where vertical barriers are in place there are additional "barriers" such as the absence of dropped kerbs. The example in the picture below is a perfect storm of issues under discussion here.

The barrier above has measured gaps of 800mm on either side. The real gaps are even less due to the encroachment of vegetation and access is further compromised by the absence of a dropped kerb.

All these issues in addition to vertical barriers are of relevance to access, particularly when considering how to prioritise action. Removing a vertical barrier where access is equally prevented by other factors is less effective unless those other factors are also dealt with. This would imply additional costs which will be an important consideration in prioritising action, particularly if limited funding is available.

4.6 Other relevant guidance documents

LTN 1/20 and Inclusive Mobility are now the default documents for guidance on how to approach the issue of access control barriers. This is acknowledged by the relevant minister's (Jesse Norman) response to parliamentary questions on the issue from York Central's MP Rachel Maskell. Her questions and his answer are shown below.

Rachael Maskell Labour/Co-operative, York Central

To ask the Secretary of State for Transport, what steps he is taking to ensure cycling infrastructure is accessible to (a) cargo bikes and (b) bikes for disabled people.

Rachael Maskell Labour/Co-operative, York Central

To ask the Secretary of State for Transport, if he will take steps to require local authorities to make cycling infrastructure accessible to people needing adaptations to their bicycles.

Jesse Norman Minister of State (Department for Transport)

Provision of cycling infrastructure is the responsibility of local authorities. They are bound by the Public Sector Equality Duty, and it is for them to ensure any infrastructure is provided in a way that meets legislation designed to reduce inequalities. Any measures for cycling should be designed to meet the requirements set out in the Department's 'Local Transport Note 1/20: Cycle Infrastructure Design' and in its 'Inclusive Mobility' guidance to ensure cycling schemes are accessible to people with disabilities. This guidance includes advice on designing for different types of cycles, including adapted and cargo cycles. Active Travel England (ATE) has responsibility for reviewing proposed Government-funded active travel schemes and will also inspect finished schemes.

One initiatve which has perhaps fostered some of the attitudes towards the introduction of

barriers is “Secured by Design”. Over the past 30 years this has been the approach of the police to design guidance for developments to reduce crime, in particular burglary and theft from homes. It is fair to say that strict adherence to Secured by Design guidance is often at odds with governmental guidance on design for permeability and accessibility, particularly for people with protected characteristics.

The latest Secured by Design guidance[1] is a little more nuanced in its approach and does acknowledge LTN 1/20 in reference to design of cycle routes in developments. However, there is still an emphasis on building cul de sacs and an aversion to these being “leaky”, connecting by paths to other areas, e.g:

8.5 Cul-de-sacs that are short in length and not linked by footpaths can be very safe environments in which residents benefit from lower crime.

Where properties have rear paths and accesses there is encouragement to place lockable gates on the ends of these. This would particularly reduce access for wheelchair users.

Elsewhere the use of barriers is also discussed:

8.12 Physical barriers may also have to be put in place where ‘desire’ lines (unsanctioned direct routes) place users in danger, such as at busy road junctions. It is important that the user has good visibility along the route of the footpath. The footpath should be as much ‘designed’ as the buildings.

We would agree that footpaths should be well designed, but would hope that the they are so well designed that any need for barriers is removed.

4.7 Experience of other local authorities

TI put out a general enquiry to other local authorities on the DfT’s Basecamp LCWIP discussion forum, asking how they had addressed the issue of access control barriers. We wanted to know what policies were in place, and what if any design advice they could offer. We were particularly keen to know how other authorities had addressed the issue of access control specifically aimed at preventing egress of livestock where paths exited grazing land. This is a relevant issue in York where this is the case on several of its strays.

While there were not a great number of responses, those that were received were particularly useful. We were pointed towards the design of cattle grids on paths in Cambridge which specifically offer running lanes for wheelchair users (see Cyclestreets photo below) . An officer of Devon County Council explained their experience of these grids and also provided a useful flow chart for addressing individual barrier sites. A picture of the Devon grid and the flowchart are shown on the following pages. It should be noted that cattle are known to have got across the Devon grids by utilising the space at each side. For this reason the designs we recommend (see templates in section 7) remove this space and also continue the side railings by two metres on the livestock side of the grid. This latter should further discourage cattle from trying to cross as they are wary of confined spaces. We have shown the picture as currently it is the only example of a grid with running lanes currently on site.

[1] https://www.securedbydesign.com/images/HOMES_GUIDE_2023_web.pdf

Photo – Cyclestreets.net

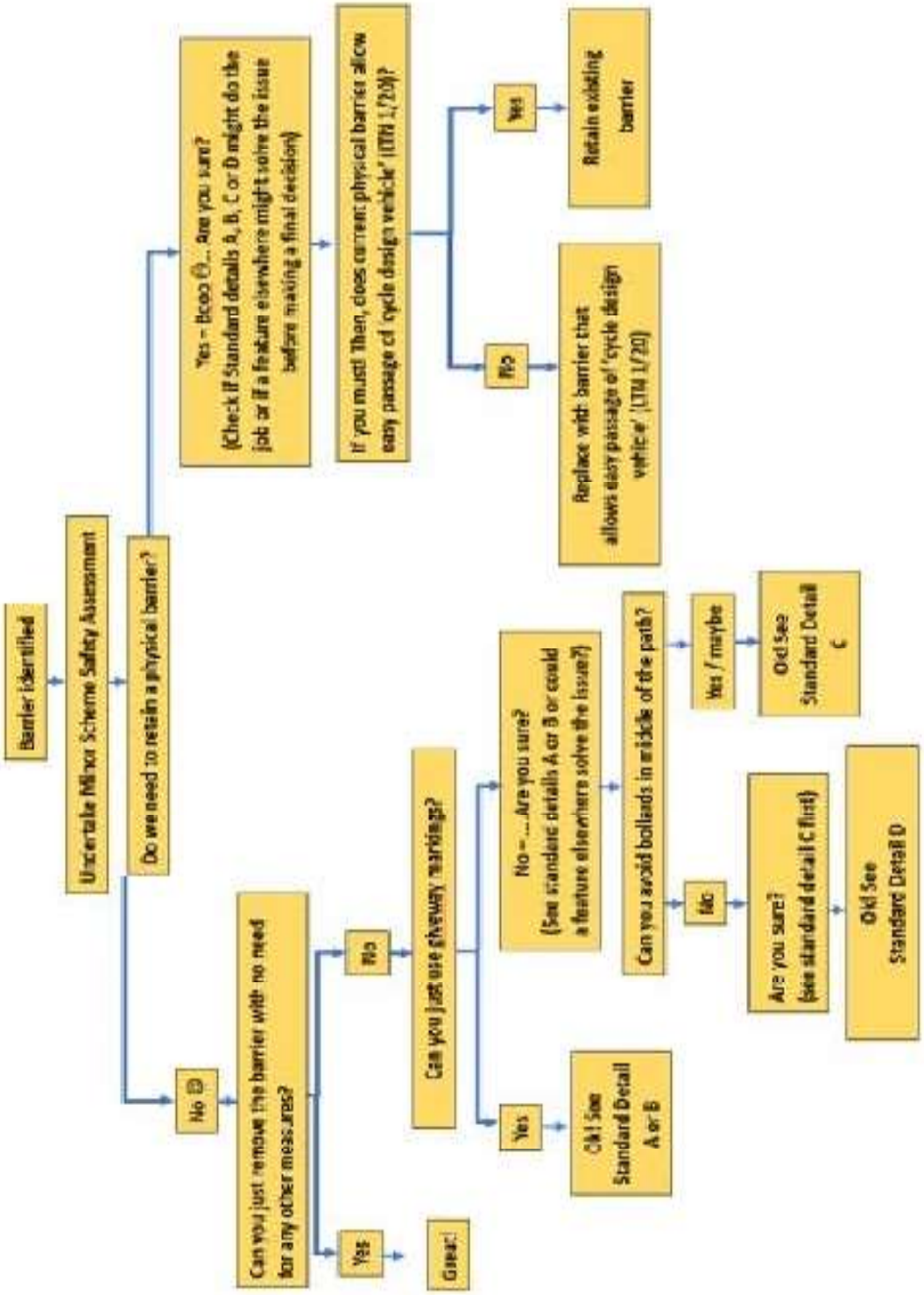


Figure 2. Devon County Council barrier assessment flow chart

5. Stakeholder engagement

5.1 Stakeholder meetings

Two stakeholder meetings were held on 7 February and 14 March 2023. The first was planned to seek to agree a consensus policy for addressing barriers and the second a process to prioritise how this policy would be implemented. A wide range of potential stakeholders were contacted for both these meetings. This included:

- City and parish councillors
- Police
- Disability groups
- Cycling and walking groups
- Community groups
- Relevant officers
- Relevant NGOs

For the first meeting the option of an afternoon or evening meeting was offered, both to be held at the Quaker Meeting House in Friargate. Invitees who were not able to attend in person were also offered the option to attend either meeting on Zoom. In the event nearly all those who responded wished to attend in the afternoon and those who had opted for the evening were also able to come in the afternoon.

5.2 First stakeholder meeting (7 February 2023)

There were twenty invited attendees at the first meeting, two of these on Zoom. Following the welcome, Transport Initiatives made a presentation which roughly covered all the issues already dealt with in this report. The content was:

1. Purpose of first and second meetings and a brief introduction to why this process was underway
2. The legislative and design guidance framework – Equality Act, LTN 1/20 and Inclusive Mobility
3. The reasons why access control barriers have been introduced, their intended purpose and the processes and thinking behind their introduction
4. What we might do with existing barriers given the legislation and design guidance. The Devon flow chart was shown to attendees
5. Introduction to small group activity

There is a Youtube version of the presentation at *https://youtu.be/inMGIrMii54*. This was recorded after the meeting so some of the issues raised at the meeting are addressed in the presentation.

Small group discussion

The attendees then broke into five small groups, four in the meeting room and one on Zoom. The groups discussed what action should be taken on twelve specific barriers from the audit stage which covered a wide variety of designs. There were pictures and measurements provided for each barrier.

The presentation had made clear that the Equality Act, LTN 1/20 and Inclusive Mobility effectively set very tight parameters for addressing the need for barriers and their design if

implemented. The overall presumption was that barriers should be a last resort once all other options were exhausted and where they might actually be effective. Where barriers would be retained or changed they should provide a 1.5m gap for access and this would mean that for all but preventing access by four wheel motor vehicles they would not work. Barriers that might prevent access by mopeds and motorcycles would also prevent legal access by legitimate users and therefore could not be used.

Given these parameters the groups were then asked to consider for each of the twelve barriers:

1. Why the barrier was there – it's purpose and what the process might have been for its introduction
2. Was the barrier really needed?
3. Should the barrier be removed, replaced or retained?
4. If the the barrier should be replaced, what with?

Once the groups had completed their discussions they fed back their decisions and any issues regarding each barrier to the whole meeting.

The overall feeling of the meeting was one of general consensus. The feedback showed that there was general agreement on what should be done with the twelve barriers, although for some it was also clear that more information was needed about the site and/or the barrier before a final decision could be made.

Other issues

Some other issues were raised regarding the work:

a. Scope of the audit

The scope of the audit was questioned i.e. whether the audit should look at barriers on all types of path including Public Rights of Way. Stakeholders asked where the line was drawn.

TI drew attention to the National Parks **"Miles Without Stiles"** walking route system, which breaks routes into three categories:

1. For all

- Suitable for everyone, including pushchairs and people operating their own wheelchairs
- Gradient: No more than 1:10
- Surface: Tarmac or smooth, compacted stone with a diameter of 10 mm or less. Path width will be a minimum of 1 metre with passing places

2. For many

- Suitable for assisted wheelchair users and families with more robust, all-terrain type buggies
- Gradient: Existing gradients no more than 1:10, although newly built gradients can be up to 1:8
- Surface: The path surface will be rougher stone of 4 cm diameter or less

3. For some

- Strong and confident wheelchair users and helpers may find routes 'for some' within their abilities. May be suitable for off-road mobility scooters
- Gradient: Gradients are not limited, but slopes greater than 1:8 will have improved surfacing, or handrails
- Surface: There may be some low steps or breaks in the surface up to 10 cm in height. Stone surface material may be up to 10 cm in diameter

The barriers in York were mostly on "Paths for all" i.e. the first of these three categories, with a small number meeting the second, except for gradients. None fell into the last category which are generally rights of way in open countryside. The council's Public Rights of Way team have an ongoing programme of works improving access on their footpath and bridleway networks.

b. Barriers on private land

A comment was raised that there are some barriers on tracks/paths over private farmland where the landowner is not covered by the Public Sector Equality Duty. TI and CoYC officers were of the opinion that where barriers on these routes were not compliant with policy the council could request that they be made so, but had no powers to insist. Clearly there may be some scope to assist the landowners in this with design or cost but this depends on council resources.

Attendees at the meeting were informed that they would be invited to the second stakeholder meeting.

5.3 Second stakeholder meeting (14 March 2023)

The second stakeholder meeting was held at the Priory Street centre on the afternoon of 14 March. The invitation to attend was extended to all those invited to the first meeting and a few others that we had been made aware of since. Fifteen stakeholders attended the meeting with one of these on Zoom. However, there were some issues with the wifi connection and this made the Zoom link unreliable so the stakeholder left the meeting before the finish.

As before, a Youtube version of the presentation is available at *https://youtu.be/ExB2EGt6zyA*. This was recorded after the meeting so some of the issues raised at the meeting are addressed in the presentation. This presentation covered:

1. The aims of the meeting – namely to "develop a consensus approach to prioritise implementation of the access control barrier policy (agreed at the first meeting) at the 800 + sites identified by the council"
2. Brief recap of the first meeting particularly highlighting: The Equality Act 2010 and the design guidance relating to barriers following it, namely LTN 1/20 (2020) and Inclusive Mobility (2021). It was explained that these documents effectively state the policy that should be implemented for barriers namely: remove or replace restrictive chicanes and similarly inaccessible barriers e.g. kissing gates or gates that have to be opened to gain access. Where these are replaced a minimum "real" gap width of 1.5 metres should be provided. The term "real" refers to the 1.5 metre gap being one that is protected from path deterioration and the encroachment of vegetation, which means that there should be careful consideration of the design to ensure this.
3. The map of barriers identified thus far in York was shown.
4. Triaging of identified barriers. All the barriers identified need to be assessed and categorised into four categories:

a. **To be removed.** They serve no purpose
b. **To be removed or replaced but more data/information was needed** to make this decision. Decision effectively deferred because more information was needed e.g. where there is a cattle grid and a need to confirm whether or not one was still needed
c. **To be replaced**. The barrier does not meet the design guidance and should be either amended or replaced so that it does
d. **To be retained**. The barrier meets the design guidance or is not an obstruction or hazard

5. The meeting then assessed a small sample group of 22 barriers to categorise them in these four categories. This will be the process applied to all the barriers.
6. Prioritisation of the implementation of decisions on barriers was then discussed so that these could be categorised into high, medium or low priority for action. The key factors for this were suggested as:
    a. **Their location on network and in relation to other barriers –** e.g. these other barriers would also need to be dealt with to maximise the benefits of dealing with the barrier in question
    b. **Path usage.** Is the path well used or, if the barrier was changed or removed, the amount of suppressed demand that might be released
    c. **Level of complaints about the barrier**
    d. **Is the barrier in itself a hazard**
    e. **There is an Equality Act challenge to the barrier**
7. The 22 barriers were then addressed again and how action on them might be prioritised was dicussed.

The discussions throughout were polite and there was general consensus on how barriers should be dealt with. One particular issue raised related to how policy on barriers would be either consulted on and/or publicised. The meeting generally agreed that policy about and decisions on barriers needed to be publicised clearly in advance and not simply imposed without warning.

One of the key outcomes of the meeting was the idea of creating a stakeholder advisory panel to help guide the continuing process of developing and implementing policy on barriers. Some at the meeting expressed that they would be interested in joining this panel. This summary has been circulated to all those who attended the meeting and others who had expressed an interest. Some of these have indicated their willingness to join a stakeholder advisory panel.

Officers compiled a list of questions and issues discussed:

- Who owns the bollards?
- What is the budget for replacement bollards?
- Reporting of barriers via a portal
- What are the barriers trying to stop?
- What would be needed?
- Communication of changes to barriers needed
- Consultations could be used but there is a limit to what could be done as there is a legal responsibility to remove or change barriers

- CYC should take the lead to explain why and how these changes are being done. Ward councillors to communicate
- Collect data on anti-social behaviour collected by Police and Council

6. Conclusion and next steps

6.1 Conclusion

The Equality Act, LTN 1/20 and Inclusive Mobility effectively dictate policy on barriers. However, there is certainly room for nuance in how this policy is implemented. This will not so much change the nature of barriers where they are either installed, changed or retained, but rather be about where they are deemed necessary. It should be stated that the first presumption at sites should be that barriers are unnecessary when in the past the opposite has too often been the case. This requires a full but necessary change in mindset.

There is a significant issue with non-compliant barriers in York with over 600 needing urgent action.

6.2 Stakeholder advisory panel

The formation of a Stakeholder Advisory Panel was a key recommendation of the stakeholder meetings. A number of those who attended the meetings have indicated their willingness to be on the panel. The first meeting of this should be called soon, once the May 2023 local elections are completed. While the terms of reference of the panel should be part of the agenda for this first meeting we would suggest these include:

1. Discuss barrier policy – particularly issues of what should be considered a persistent issue (see below)
2. Review the barrier survey data to triage these for action
3. Agree process for prioritising action and apply this to the triaged list of barriers
4. Oversee progress of the above and new sites
5. Discuss broader issues of accessibility
6. Guide promotion and communications strategy for new barrier policy and its implementation

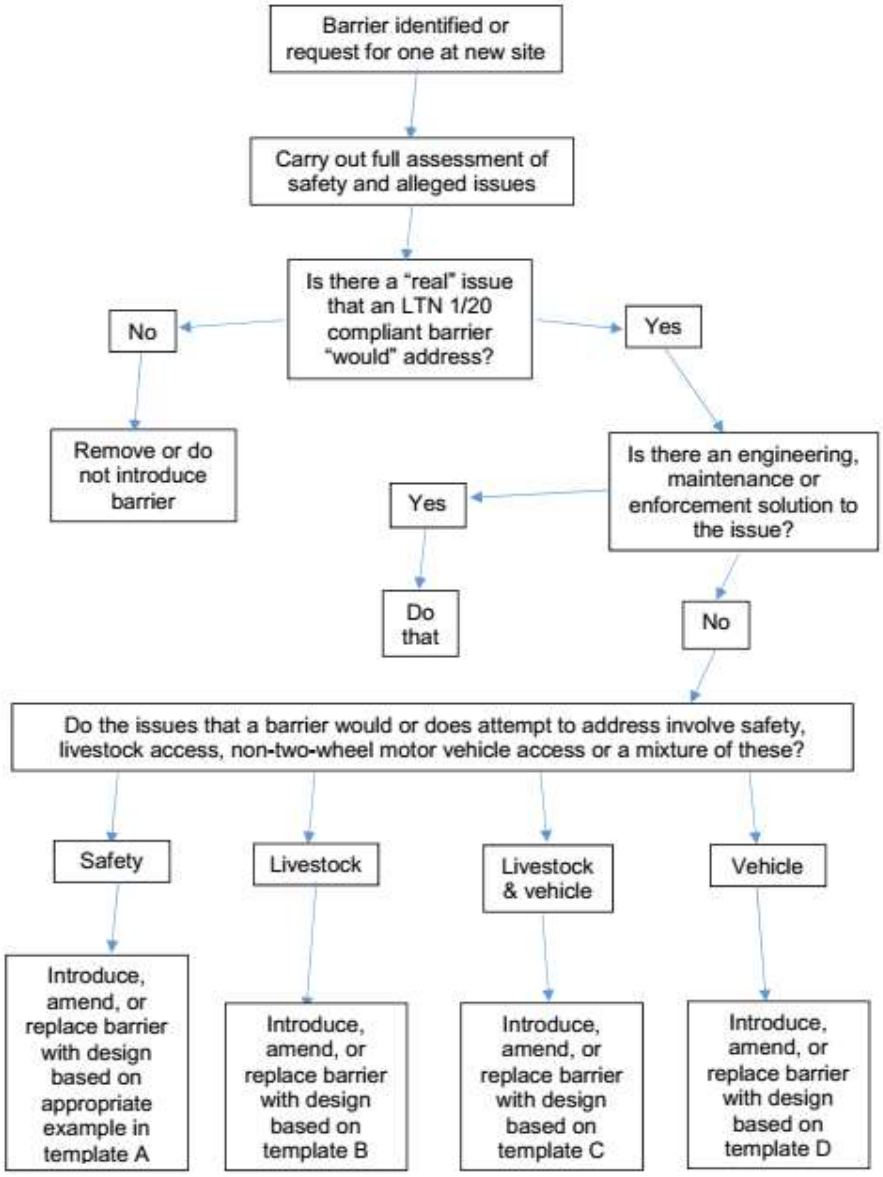
6.3 Draft barrier policy

With this in mind the policy should be:

1. Access control barriers should only be considered at locations where there is a proven and persistent issue with unwanted motor vehicle or livestock access or egress that they could control
2. All other options of engineering design and/or enforcement should be considered before the introduction, changing or retention of a barrier
3. Where a barrier is to be introduced, changed or retained it should offer a minimum real gap of 1.5m (See design templates in section 6) and conform with the design guidance given in LTN 1/20 and Inclusive Mobility

The diagram below is a flow chart for assessing barriers based on the Devon flowchart and aimed at establishing a York equivalent.

Barrier assessment flow chart:



Proven and persistent issues

With the balance of presumption against the use of barriers the fact that a path is wide enough for a car to be driven along it should not be enough to warrant the introduction or retention of a barrier. The question that should be asked is ***"will cars be persistently driven along the path if a barrier is not installed or retained?"***

Hence the issue becomes how "persistent" is defined and this is where the nuance of the barrier policy is found. The council should make its own definition of how "persistent" should be defined. As suggested above we recommend that the Stakeholder Advisory Panel should be involved in this discussion once it has been established.

The 1.5m gap

Inclusive Mobility offers the possibility of providing a gap of as little as 1m on pedestrian only paths. However, as a 1m gap will not deter unwanted moped or motorcycle access the only

purpose of a barrier will be to prevent unwanted four wheel motor vehicle access for which a minimum gap of 1.5m is more than adequate.

We would go further and say that the minimum gap should be set at 1.55m or even 1.6m. There are no generally available cars that are narrower than the former and only two narrower than 1.6m, the Smart ForTwo (1.559m) and the Hyundai i10 (1.595m). There are likely to be very few Smart ForTwos in York. Given that there is very little theft of these cars and that the Hyundai i10 would have only a 5mm clearance, the balance of probabilities is that a 1.6 metre gap would be adequate to prevent unwanted access. We would therefore suggest that a minimum gap of 1.6 metres should be the York standard.

6.4 Prioritisation of barrier actions

The slide below was used at the stakeholder meeting on 14 March. This was an initial template of the issues that should be considered when seeking to prioritise, triage action on barriers.

Prioritisation process

1. **High**
   - On core network and fails access guidance
   - High existing or suppressed use/demand
   - Significant complaints or Equality Act challenge
   - Safety hazard
2. **Medium**
   - May be on core network but on less used routes with moderate supressed demand and/or does not fail access guidance
   - Might be a few complaints
3. **Low**
   - Not on core network and/or does not fail access guidance
   - Might be one or two complaints

6.5 Formal adoption of barrier policy

The very first step that should be taken is for the council to formally adopt the draft barrier policy set out in 6.3 above. Once adopted the council will then be able to fully implement the policy with a planned programme of works to address existing barriers and any new ones not yet identified. The adopted policy should be clearly set out in planning guidance to developers to ensure that no new non-compliant barriers are installed.

6.6 Publicising barrier policy and works arising from its implementation

Regardless of the council's legal obligations to remove or amend barriers there will be opposition to this. The historical acceptance that barriers are the solution to unwanted access, discussed in section 4.1 above will undoubtedly be encountered and while this cannot derail the council from its legal obligations it has the potential to make the passage of the policy less

smooth than would be desirable. The council does, however, have powerful allies in local walking, cycling, disability and access groups, and potentially local police. Working with these groups in advance of the policy's public unveiling, including with those in the advisory panel, should ensure that the council is well prepared for any opposition that will arise. The evidence clearly shows that barriers seldom work, certainly not against unwanted two wheel motor vehicles and that, on the contrary, they prevent access by legitimate users whose presence is more likely to deter the unwanted use.

It is clear to TI, working with a range of local authorities around the UK, that York is at the forefront in dealing with this issue. The council will therefore be setting an excellent precedent that others will have to follow, sooner or later.

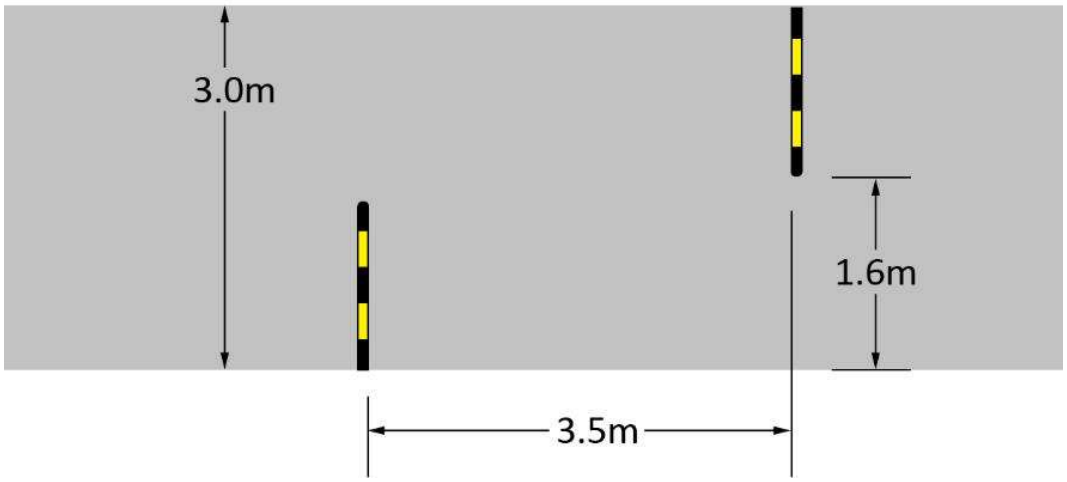
7. Design templates

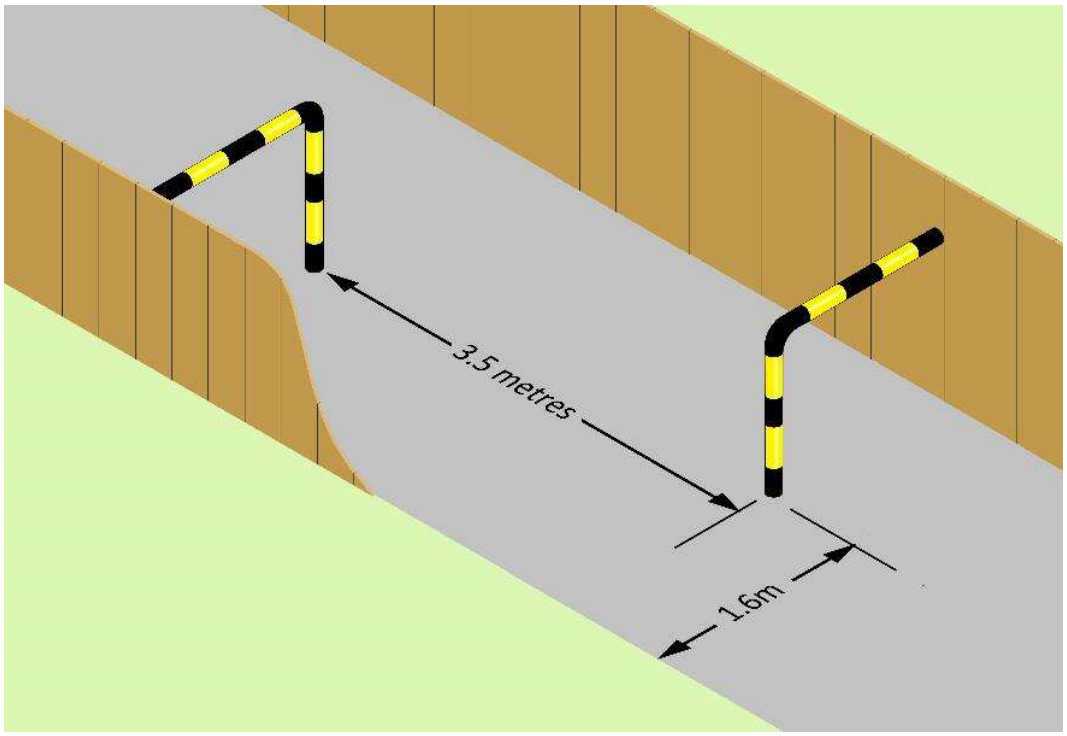
7.1 Template A

The generic designs in this template are intended specifically to slow cyclists approaching potential hazards.

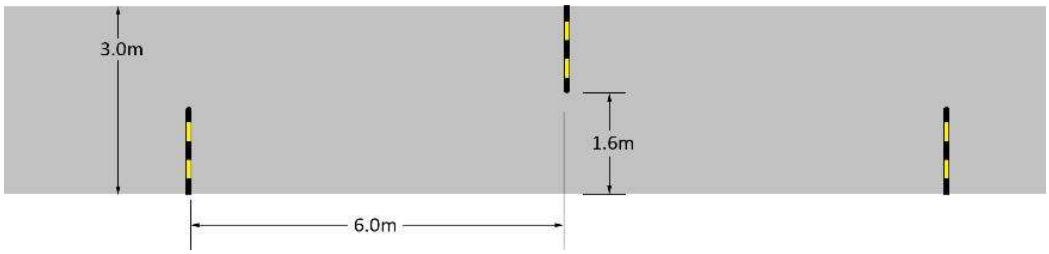
Half and full chicanes, Drempels

Half chicane

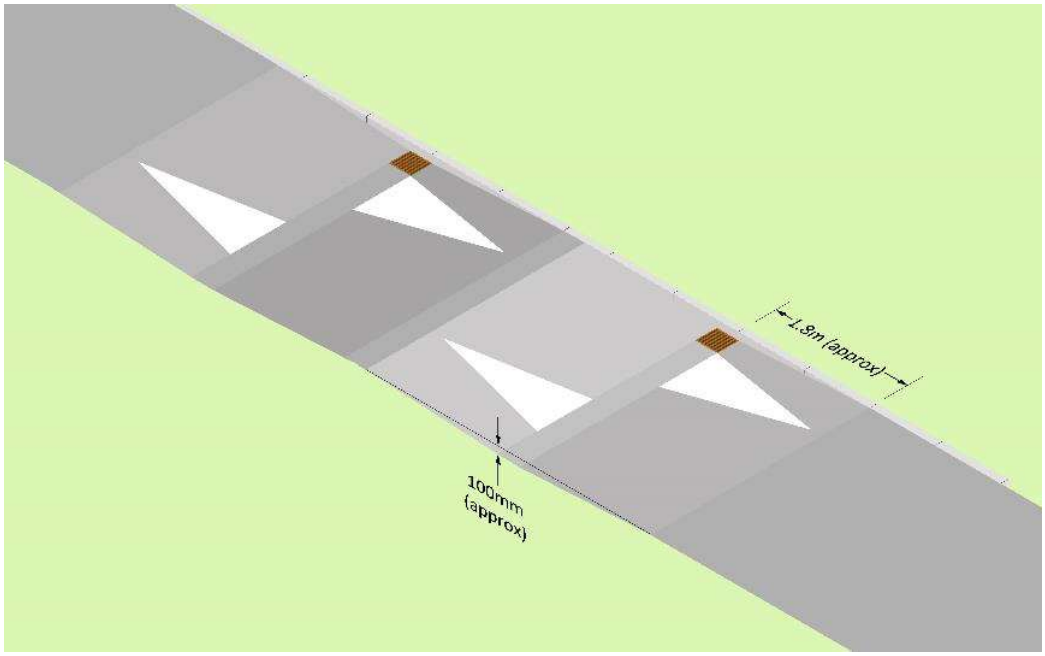




Full chicane

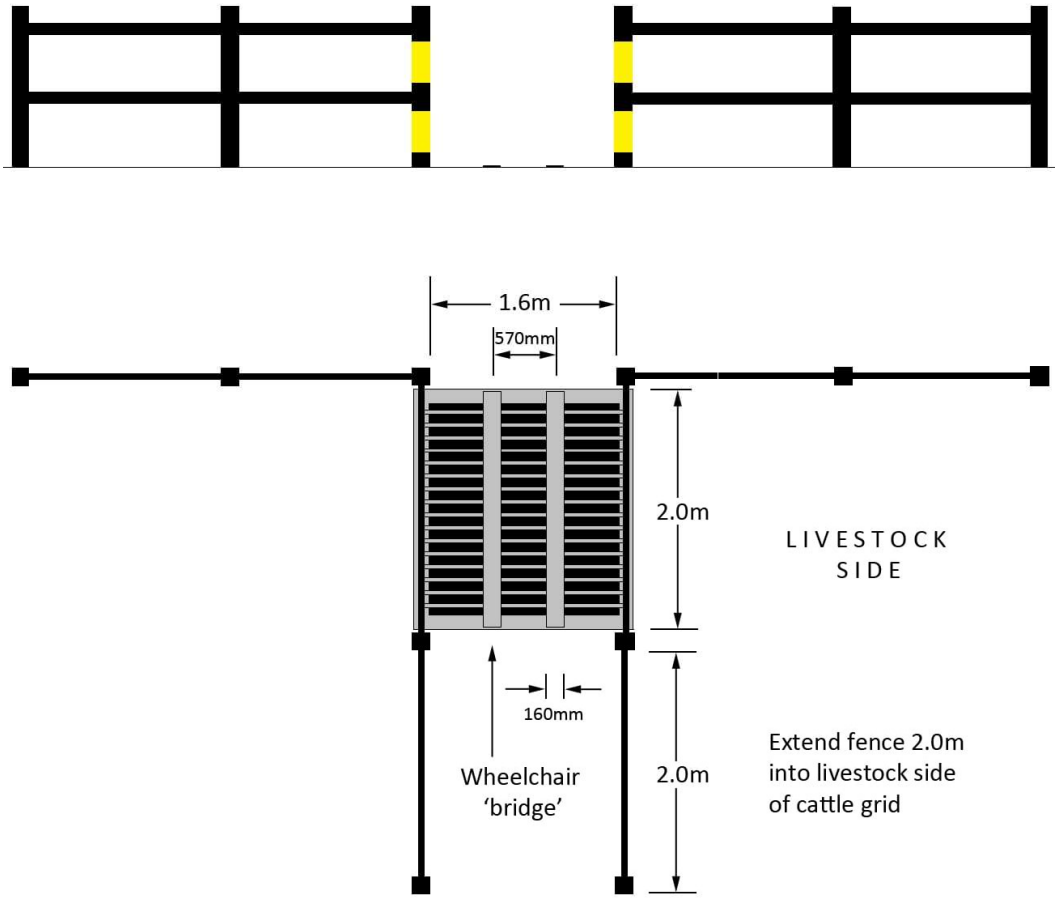


Drempels – a depression rather than a hump. Laid in pairs.



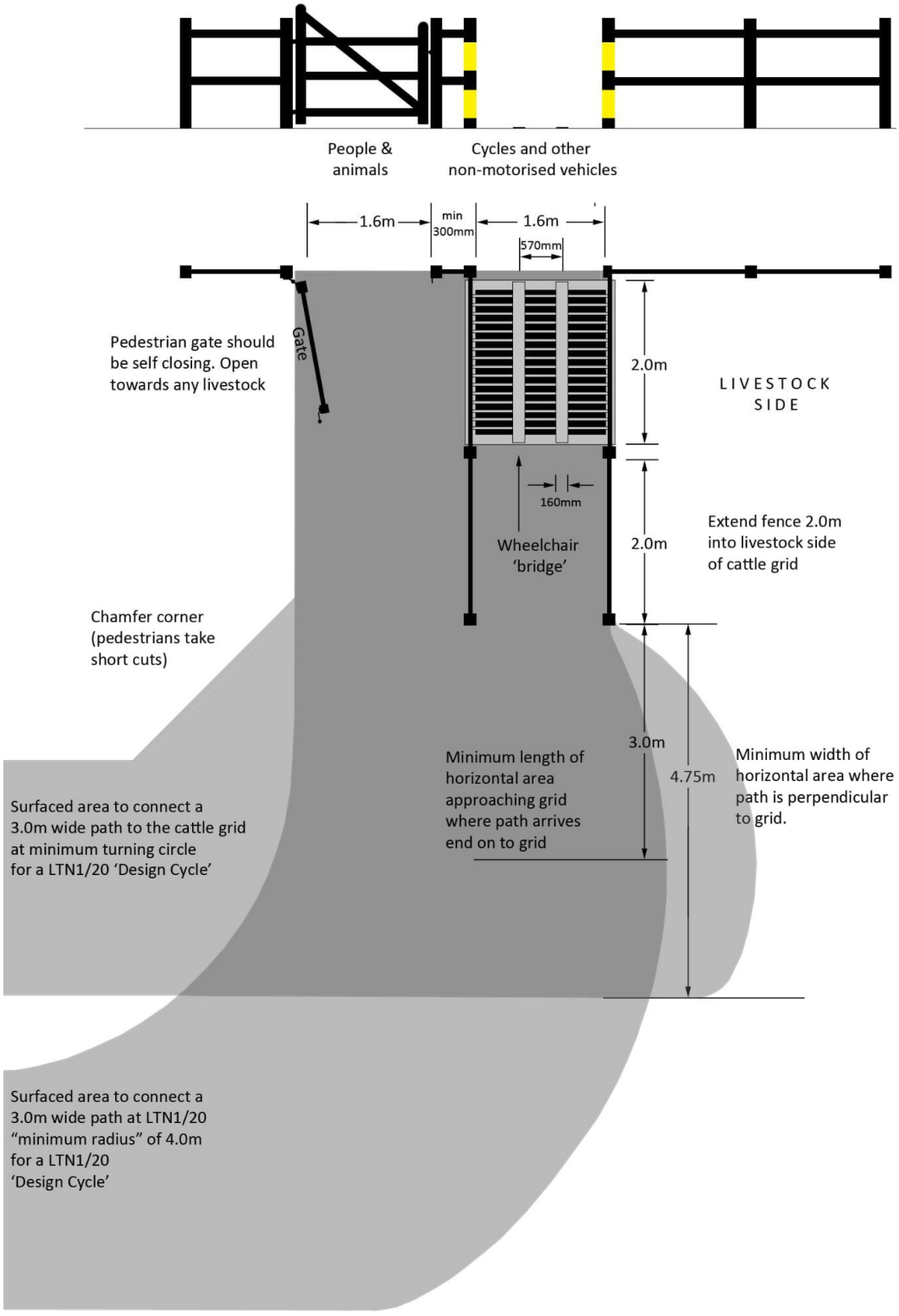
7.2 Template B

Accessible cattle grid without pedestrian gate

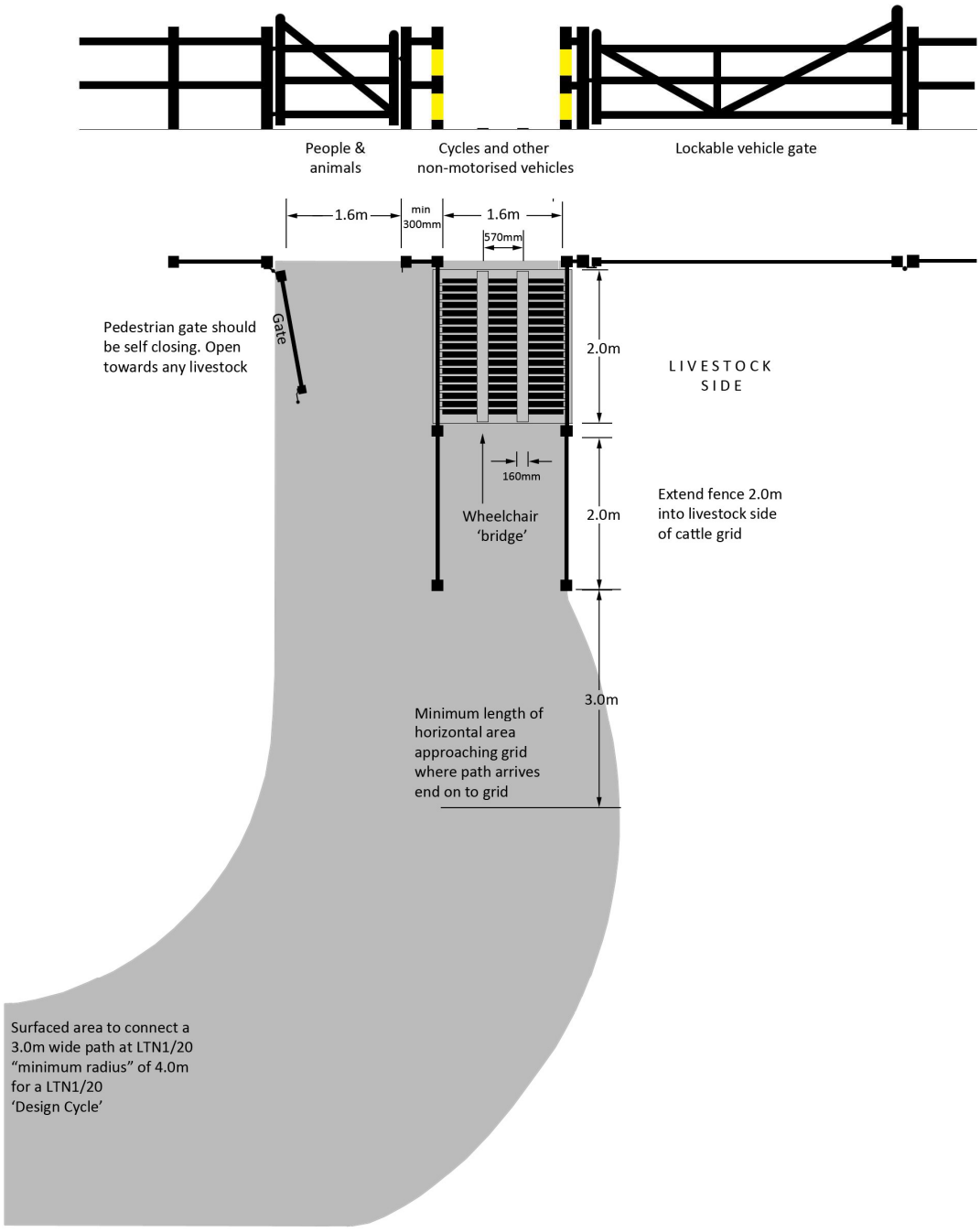


7.3 Template C

Accessible cattle grid with pedestrian gate

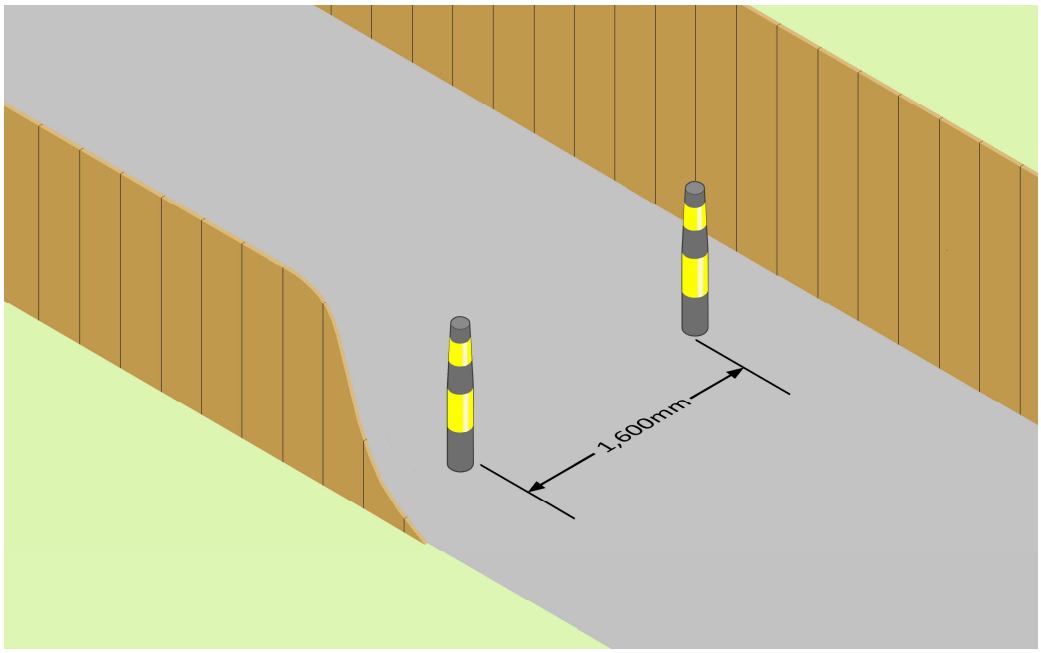


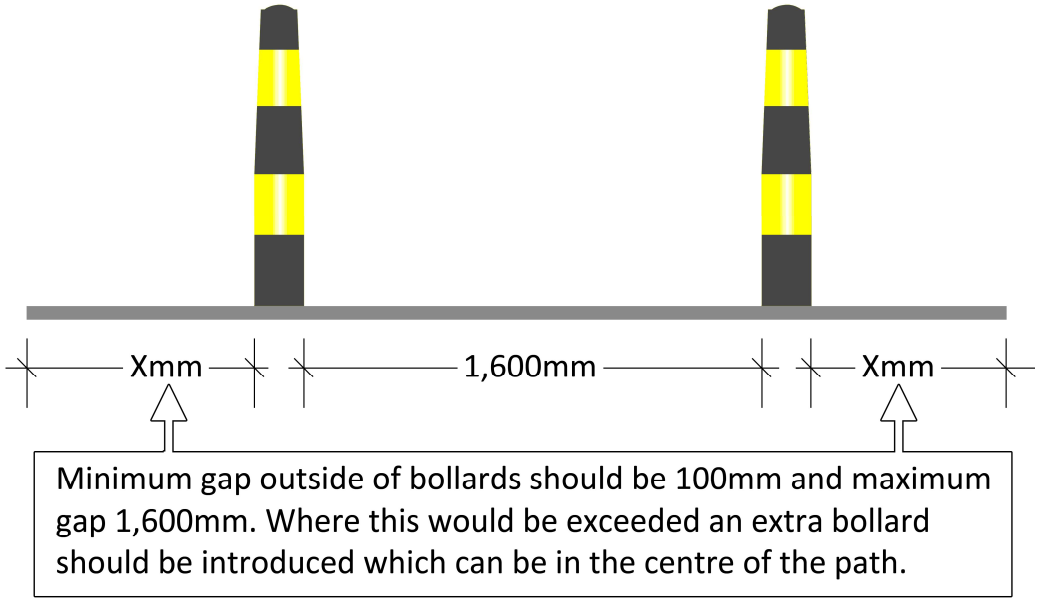
Accessible cattle grid with pedestrian gate and vehicular gate



7.4 Template D

Pair of bollards, may be lockable if also private vehicular access





Gap is placed centrally to guarantee a width of 1.6m of good surfacing. Sides of path can suffer from surface deterioration and vegetation encroachment.

Appendix A - Barrier Types

Barrier type	Example
A frame & horse stile	
Anti-vehicle and gap	
Barrier	 
Bollard or bollards	 

Barrier type	Example
Bridle gate	
Cattle grid with kissing gate	
Central fence	

Barrier type	Example
Chicane	
Half chicane	
Concrete blocks	

Barrier type	Example
Cycle bypass	
Field gate and gap	
Gap	

Barrier type	Example
Gate	
Guardrail	
Hoop	

Barrier type	Example
K barrier (A frame)	
Kissing gate	
Lamp column	

Barrier type	Example
Low hoops	
Narrow bridge	
Narrowing	

Barrier type	Example
Pipe barrier	
Point closure	
Single barrier	

Barrier type	Example
York barrier	

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place
Service Area:	Transport
Name of the proposal :	Access Control Barrier Review
Lead officer:	Greg Morgan
Date assessment completed:	February 2024

Names of those who contributed to the assessment :

Name	Job title	Organisation	Area of expertise
Clare Zara Davies	Senior Transport Project Manager	CoYC	Project management, planning and appraisal.
Andy Vose	Transport Policy Manager	CoYC	Transport policy
Greg Morgan	Transport	CoYC	Active travel

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	The proposal is to adopt a new Access Control Barrier Policy for York based on a review which was completed during 2023. Once adopted the policy will then be used to assess existing barriers against current design guidance and legislation to check which are compliant. Non-compliant barriers will then be sorted into a priority list and either removed or redesigned on a rolling programme as funding permits. The new policy will also be used by council staff for any new sites which are put forward for potential access barriers and will be distributed to other agencies (developers, parish councils etc) who might also be considering installing barriers.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	Yes. • Equalities Act 2010 and Public Sector Equality Duty • Local Transport Note 1/20 (Department for Transport) • Inclusive Mobility 2021 (Department for Transport) • British Standard 8300/1 Design of an Accessible and Inclusive Built Environment • Town and Country Planning Act • Manual for Streets • National Planning Policy Framework/Guidance • Highways Act

1.3	**Who are the stakeholders and what are their interests?**
	1. The direct stakeholders are members of the public who want (or need) to walk, wheel, use a wheelchair or cycle along a particular route 2. Landowners or bodies who control the use of the land, roads, paths upon which group 1 want to walk, wheel or cycle.

1.4	**What results/outcomes do we want to achieve and for whom?**
	The primary aim of this project is to make access for pedestrians, wheelers, wheelchair-users and cyclists easier and to contribute towards the council's Public Sector Equality Duty under the Equality Act 2010. Currently several groups struggle to fully access parts of the walking and cycling networks or are physically prevented from accessing them. By reviewing then either removing, or relaxing barriers we can open up access to legitimate user-groups and give all users equal access.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.

Source of data/supporting evidence	**Reason for using**
York Access Control Barrier Review Report	This report was produced by consultants following a review of existing guidance and legislation and two rounds of engagement with stakeholder groups. The evidence presented in the report details the issues experienced by user groups and suggests solutions to address any discrimination which barriers present to several of the groups with protected characteristics under the Equality Act.
Access Control Barrier Review Audit	This audit provides data on the scale of the problem and the wide-ranging number of different designs of barrier which are currently in use across the city.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	**Action to deal with this**
Numbers of walkers, wheelers, wheelchair-users and cyclists that currently use the networks.	Manual surveys / numbers of complaints
Potential increase in usage of the networks as a result of changes to the barriers	Manual surveys / numbers of complaints

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.

Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	Routes will be easier to use and negotiate with safer layouts and more space. This will be particularly relevant to users at both ends of the age spectrum.	+	M
Disability	Barriers currently make journeys more difficult (or impossible) and measures to remove or relax barriers so that they are compliant with design guidance will have a huge impact and will open up new travel opportunities for many people. In a similar vein standardisation of barrier design will also make journey planning much easier and predictable.	+	H

Gender	Several designs of barrier require the user to lift cycles or squeeze through narrow gaps which may be more of a deterrent from either a physical or personal safety point of view. Relaxing or removing barriers will even up access.	+	L
Gender Reassignment	No impacts identified.	0	
Marriage and civil partnership	No impacts identified.	0	
Pregnancy and maternity	Many barrier designs present significant obstacles to manoeuvre prams or pushchairs through and tight squeezes or potential trip hazards for pregnant women or those with young children, removal or redesign of them will make access much easier, safer and potentially open up new route options	+	M
Race	No impacts identified.	0	
Religion and belief	No impacts identified.	0	
Sexual orientation	No impacts identified.	0	
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	Carers whose duties involve pushing wheelchairs or pushchairs will be hindered or hugely inconvenienced by access barriers. Removal or redesign of those barriers will make access much easier.	+	M
Low income groups	May be more encouraged to use active travel for utility or recreational purposes which in most cases are the most	+	M

	affordable means of travel.		
Veterans, Armed Forces Community	No impacts identified.	0	
Other	Encouraging more use of the walking, wheeling and cycling networks will have a positive impact on users' physical and mental health and will make switching from vehicular travel to non-vehicular modes easier or more realistic for some.	+	M
Impact on human rights:			
List any human rights impacted.	There may be some residents whose human rights are affected negatively under Article 8: Right to a private and family life, where their home may be negatively impacted by anti-social behaviour which is being tackled by installation of access control barriers. However, removal or relaxation of those barriers may be permissible for the legitimate aim of protecting the rights and freedom of others.	-	L

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

High impact (The proposal or process is very equality relevant)	There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.
Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights
Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**

As many barriers have been installed previously as a means of tackling anti-social behaviour there is the prospect that anti-social behaviour will increase if the barrier is either removed or redesigned. In this case it will be necessary to engage with the local policing teams to ensure this is discouraged. The following is an extract from Local Transport Note 1/20 Cycle Infrastructure Design "There should therefore be a general presumption against the use of access controls unless there is a persistent and significant problem of antisocial moped or motorcycle access that cannot be controlled through periodic policing."
Previous research by Sustrans has shown that anti-social behaviour reduces as use of a route increases therefore maximising the uptake of the route by legitimate users has the potential to discourage anti-social behaviour.

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:**

- **No major change to the proposal** – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	**Conclusions/justification**
No major change to the proposal	The positive benefits of the proposal to remove or relax barriers far outweigh the negative impacts and also help the council discharge its' Public Sector Equality Duty.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Safety of users of the active travel networks	Monitor casualty statistics	Greg Morgan / Transport Safety Engineers	Annually
Changes in anti-social behaviour	Liaise with North Yorkshire Police to identify issues and tackle hot-spots which are related to barrier removal/relaxation	Greg Morgan	Quarterly

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	An advisory panel will be set up whose initial purpose will be to prioritise the non-compliant sites so they can be tackled in a logical order. That panel can also be used to gauge the impacts of barrier removal and relaxation through feedback from users or reduction in complaints.

Meeting:	Transport Executive Decision Session
Meeting date:	12/March/2023
Report of:	James Gilchrist, Director of Environment, Transport and Planning
Portfolio of:	Executive Member of Economy and Transport

Decision Report: Bishopthorpe Bridge

Subject of Report

1. An assessment of Bishopthorpe Bridge ("the Bridge") by 'Structural and Civil Consultants' found the bridge structure to be incapable of carrying the normal 40 tonnes, the assessment recommended that an 18 tonnes weight restriction should be imposed. A number of other issues were identified.

2. To safeguard the structure and the public, 18-month Temporary Traffic Regulation Order restricting vehicles to 18 tonnes crossing over/using the Bridge came into force on 6th October 2023.

3. This report considers the long-term options for the Bridge in response to the concerns received from haulage companies and the residents in the area with regards to the recent introduction of Temporary Traffic Regulation Order on the Bridge. The location of the Bridge is shown] on the plan attached at Appendix A. The Bridge is situated in Bishopthorpe – it carries a section of Appleton Road over a cycle path. Appleton Road is an adopted highway maintainable by the Council as local highway authority at public expense.

Benefits and Challenges

4. By definition bridges are deployed to overcome obstacles when this cannot be achieved without a structure. Structures are expensive and normally avoided. The Bridge originally carried Appleton Road over a railway – that railway is now a cycle path owned by Sustrans Limited. As a result work on bridges can inevitably cause disruption to the local community and road users.

5. The immediate steps to safeguard the Bridge have already had community impact most obviously with heavy goods vehicles diverting through Companthorpe.

Policy Basis for Decision

6. The proposals within this report are consistent with the 10-Year Plan for the city, known as “York 2032”, which recognises transport as a key priority for the city, setting the goal that York’s transport networks will be inclusive and sustainable, connecting neighbourhoods and communities.

7. The new Council Plan 2023-2027 has four Core Commitments, which fit with the initiatives aimed at supporting and growing bus patronage:

Equalities and Human Rights

8. The proposal seeks to ensure that the Council fulfils its statutory duties in its capacity as the Highway Authority and with the aim of improving the lifespan of the Bridge for the benefit of all the community. The report highlights the mitigations such as the ability to improve bridge utilisation for all modes of transport including the active travel route under the bridge.

Affordability - Tackling the cost-of-living crisis.

9. Cycle route/path under the Bridge will have to be closed if bridge strengthening works and may for a short period of time impact on active travel routes (the cheapest form of travel). Therefore, the proposal in this report does have an impact on affordability for residents.

Climate - **Environment and the climate emergency**

10. This report relates to the provision of transport infrastructure. The design and delivery of this infrastructure should, wherever possible, compliment the ambitions of the Climate Change Strategy. This project has the potential to reduce vehicle miles (through the avoidance of increased journey length for large vehicles) and increase active travel, if provision is made.

11. Carbon emissions should be minimised through design, delivery and operation; considering embodied carbon as well as emissions associated with construction.

12. As part of the design assessment, any options appraisal should include a Carbon Impact Assessment; and traffic modelling work should consider the wider carbon and air quality impact on the local transport system from any temporary and permanent road closures and route diversions.

13. During procurement, the evaluation process will include the suppliers' approach to carbon mitigation during delivery of the works.

14. The long-term impact of climate change should be considered, with resilience to future expected temperature increases and wetter weather factored into the design.

Health - Health and wellbeing

15. The proposals within this report will maintain health and wellbeing by ensuring a suitable diversion during the works. This diversion and the substantive repairs keeps communities connected.

16. In October 2023 the Executive approved a vision, objectives and Policy Focus area for a Local Transport Strategy. This project will support the following proposed objectives:

    a) "Support delivery of the Climate Change Strategy" – Maintenance of an existing asset has a far lower carbon cost than allowing it to deteriorate and then replacing it.
    b) "Enhance the reliability of the transport system" by reducing the need for emergency repairs and allowing for the reduction in heavy traffic from a route popular with cyclists.
    c) "Protect the city's heritage and enhance public spaces." remedial works will safeguard the structure from dilapidation.
    d) "Future-proof our city" by ensuring that this vital transport link remain serviceable for future generations.

Financial Strategy Implications

17. Members have agreed a bridge strengthening and maintenance budget totalling £3.2m over the period 2024/25 to 2028/29. In 2024/25 the budget totals £775k.

18. The estimated cost of strengthening works are £300k and should Members agree to strengthening Bishopthorpe Bridge this will need to be funded from this allocation. The overall budget funds bridge assessments, inspections, minor works and refurbishments so a single scheme of £300k is a large commitment against this budget. However there are opportunities to bring funding forward from future years or from transferring funds from other programmes such as Highway schemes.

Recommendation and Reasons

19. The Executive Member is recommended to:
    i. Note that officers will continue to undertake work to establish the ownership of the bridge and responsibilities for any maintenance, improvements or strengthening works.
    ii. Approve that officers develop a bridge strengthening scheme as per option 5 of the report.
    iii. Delegate authority to the Director of Environment, Transport & Planning to undertake the procurement of a suitable contractor to carry out the bridge strengthening works in accordance with the Contract Procedure Rules.
    iv. Once the ownership of the bridge has been ascertained as a Council responsibility authority is delegated to the Director of Environment, Transport & Planning in consultation with Head of Procurement and Director of Governance to take all necessary steps to award and enter into the resulting contract.

    Reason: the temporary weight restriction has caused traffic to displace to other routes and roads which if the bridge is not strengthened mitigation would be required to reduce the impact of the additional traffic in residential areas.

Background

20. The Bridge is an 11.52m single span pre-cast, pre-stressed concrete beam bridge supported on brick abutments. The structure carries the unclassified adopted highway Appleton Road over a Sustrans Cycle track at OS Grid Reference SE 59000 47349.

21. As part of our regular inspection regime, an assessment of the Bridge by ‘Structural and Civil Consultants’ found a number of issues.

Weight Restriction

22. The structure is currently incapable of carrying 40 tonnes which is normal when 2 large goods vehicles pass each other. The report recommended that an 18 tonnes weight restriction should be imposed. The assessment report raised concerns that failure could be brittle and give little warning.

Service Bay Soffit (Floor of the service underneath the footway.

23. Repairs to the service bay soffit – the service bay soffit is in poor condition with low cover to the reinforcement. The most recent principal inspection has recommended repair and there is currently a risk that spalled concrete could fall from the structure. The repair works would be to break/cut-out defective concrete to 25mm behind the existing reinforcement. Reinforcement to be cleaned/abraded and protected in accordance with BS EN 1504 then class R4 repair mortar used to infill, consideration could also be given to installing sacrificial anodes as part of the repair. The concrete could also be coated with to extend the life in accordance with BS EN 1504. This work would be off mobile access towers or possibly full scaffolding out of the structure.

Bridge bearings

24. Bridge bearings are the point at which the load from a bridge deck to its support are transferred. The existing bearings are in poor condition and are expanding due to corrosion. Uplift effects were attributed to this defect in the latest principal inspection report. Although not critical to replace in the short-term they are still considered in poor condition and as such would have to be closely monitored. Replacing the bearings would be a costly operation with constructability issues envisaged due to such a small existing gap between the bearing shelf and soffit.

Parapets

25. The brickwork needs repairs to the parapets and upper wing walls.

26. In response to the report and to safeguard the structure and the public, an 18-month Temporary Traffic Regulation Order restricting vehicles to 18 tonnes came into force on 6th October 2023. Whilst options were explored as detailed within the options section of the report.

27. There have already been concerns raised of increased traffic flows in Copmanthorpe and requests for a Vehicle Activated Signs. Furthermore, this weight restriction will add an additional 5.6mile to travelling time to get from one side of the bridge to the other

if the 18 tonne weight restriction is retained. It may also have an impact on farm machinery that would weigh more 18 tonne.

Consultation Analysis

28. An initial meeting with Bishopthorpe and Copmanthorpe Ward Councillors has taken place. Further consultation with ward members listed below will be carried out as the chosen options proceeds.

Options Analysis and Evidential Basis

29. Four options were considered as follows:

Option 1 Do Nothing

30. Once the 18 month Temporary Traffic Regulation Order expires in April 2025 allow the structure to revert back to the way it was.

31. This option cannot be supported by officers without work to the Bridge to strengthen the Bridge as the technical assessment is that the current bridge condition is such that the 18 tonne weight limit is the maximum that can be permitted. It also does not address the other issues identified with the Bridge.

Option 2 Temporary Traffic Lights rather than Weight Restriction

32. This option is only a temporary measure to remove the Temporary Traffic Regulation Order which places an 18 tonne weight restriction and instead place a set of temporary traffic lights restricting traffic to a single lane over the bridge. This reduction to a single lane of traffic is likely to mean a weight restriction is not needed as two large goods vehicles cannot pass on the bridge.

33. The cost of this is likely to be £150,000 to £200,000 per annum, but could be done relatively quickly. This will only be available upon completion of the assessments

34. It is not a long-term solution but would mitigate some of the impacts on Copmanthorpe of diverted traffic especially heavy goods vehicles. However, there would be negative impacts within the area of the bridge with queuing traffic and as a result traffic may still divert through Companthorpe.

35. Option 2 would need to be considered in addition to one of the subsequent options.

Option 3 Permanent Weight Restriction

36. A permanent Traffic Regulation Order could be put in place for the 18 tonne weight limit restriction in place.

37. Work would still be required to the bridge in terms of the parapets, bridge bearings and service bay soffit. This would cost circa (£10k) The viability of this proposal is still subject to further assessment due at the end of March.

38. The concern with this solution is that it does not mitigate the impacts that have been caused by the Temporary Traffic Regulation Order. If this was a permanent arrangement there would need to be measures taken to ensure the weight restriction was complied with as this cannot be guaranteed.

Option 4 Permanent Single Lane Working

39. Is to permanently place traffic lights on the Bridge to reduce it down to a single lane of traffic. A single lane of traffic obviously weighs less than two lanes and may remove the need for a weight restriction on the Bridge. This would cost circa £160,000.

40. This would add queuing problems in the vicinity of the bridge and may mean some people still divert through Companthorpe as they are now.

41. Work would still be required to the bridge in terms of the parapets, bridge bearings and service bay soffit.

Option 5 Bridge Strengthening

42. Installation of a corrugated steel arch to be constructed below the existing bridge deck with the gap between the new steel structure and the existing deck to be filled with mass foam concrete and topped with non-shrink grout. The steel structure would become the primary deck element and would be designed to accept the loading from the existing deck and 40 tonnes. This would bring the structure back up to current highway loading standards and the Temporary Traffic Regulation Order could then be removed.

43. This would remove the need the need for work on the bridge bearings and the Service Bay Soffit. Work to the Parapets and Wing Walls would be completed at the same time.

44. This would cost circa £300,000. The vast majority of the work would be completed without impact on the existing traffic over the bridge.

45. During the works to strengthen the bridge the cycle path underneath the bridge will be closed to all users. The signed diversion proposed will be via Copmanthorpe Lane, Appleton Road, Maple Avenue, Beech Avenue and Wolsey Drive; an additional distance of a third of a mile see Annex C

Organisational Impact and Implications

Financial

46. As stated in the Financial Strategy Implications the cost of any works will need to be funded from the Bridges Capital budget that totals £775k in 2024/25 and £3.2m over the next five years. Any spend on Bishopthorpe bridge will reduce funding available for other bridge assets.

Human Resources (HR)

47. There are no HR implications.

Legal

Highways & Planning Law Implications

48. The Highways Act 1980 (“the 1980 Act”) places a statutory duty on all Highway Authorities (HA) to maintain the public highway ensuring that it is safe to use and fit for purpose. Section 41 of the 1980 Act imposes a duty to maintain highways that are maintainable at public expense. The Section 41 duty also applies to the surface of highways which pass over a bridge.

49. The Council, as the HA and Local Traffic Authority must consider the criteria within Section 122 of the Road Traffic Regulation Act 1984. The Council has a statutory duty to secure the expeditious, convenient and safe movement of vehicular and other traffic (having regard to the effect on amenities of any locality affected).

50. If the highway is unsafe due to the disrepair of a bridge, then section 56 of the 1980 Act provides that a person claiming that a highway '…bridge is out of repair …may serve a notice on the highway authority or other person alleged to be liable to maintain the way or bridge…'

Maintenance of privately owned bridges

51. The Transport Act 1968 ("the 1968 Act) passed the duty to maintain highways over railway bridges to highway authorities (s116(1)). The duty to maintain the structure of the bridges themselves remained with the railway companies.

52. Bridges carrying highway over railways remain the 'property' of the 'owner' of the land on which the bridge stands and are, therefore, the maintenance responsibility of that owner (Section 116(6) of the 1968 Act).

53. There is a duty upon the 'owner' to maintain the bridge in such a condition that it is not a source of danger to, does not interfere with, or require any restriction to be placed on, the traffic using the railway crossed by the bridge (Section 118(2) of the 1968 Act).

54. Generally, where the bridge is privately owned, the maintenance responsibility is separated into (a) maintenance of the structure by the private owner, and (b) maintenance of the surface of the highway which passes over the bridge by the HA.

55. Bridge owners or the HA may apply for an Order to the Minister to provide for the reconstruction, improvement or maintenance of a privately maintainable bridge, or of the highway carried by the bridge, or of the approaches to the bridge (Section 93 of the 1980 Act).

56. Bridge owners and the HA may enter into agreements in relation to a bridge to deal with matters including (a) contributions towards the costs of improvement or maintenance (b) for the transfer to the HA the responsibility for the improvement and maintenance of the highway carried by the bridge (c) for the transfer to the HA of the property in the bridge, and of all or any rights and obligations attaching to the bridge, or to such highway or approaches (Section 94 of the 1980 Act).

57. If it is established that Sustrans Limited is the freehold owner of the Bridge, and it is established that there are no alternative arrangements regarding maintenance of the bridge in place (by order or agreement), then Sustrans will be responsible for the structure of the Bridge and

the Council will be responsible for the surface of the highway passing over the Bridge. However, if the Council has allowed the weight loading of the highway running over the Bridge to cause the damage, then the responsibility will pass back to the Council.

Load bearing capacity

58. There is a duty on the bridge owner to secure that the bridge has the "required load-bearing capacity", and to maintain, improve or strengthen the bridge to ensure it has the required load-bearing capacity. Where it is not reasonably practicable to secure that it has that capacity through maintenance, improvement or strengthening the bridge owner must reconstruct the bridge or replace it with a new bridge (Section 117 of the 1968 Act).

59. A bridge is deemed to have the required load-bearing capacity if, it complies with load-bearing standards prescribed by an order made by the appropriate national authority or, if there is no order, where it is "capable of bearing the weight of the traffic which ordinarily uses, or may reasonably be expected to use, the highway carried by it" (Section 117(3) of the 1968 Act).

Traffic Regulation Orders

60. The Council has powers under the Road Traffic Regulation Act 1984 to make Traffic Regulation Orders and Temporary Traffic Regulation Orders. Any such order will need to be effected in accordance with the relevant statutory procedures including the requirement for formal consultation and advertisement in the local press. Where objections are received, there is a duty on the Council to ensure that these objections are duly considered.

Property/Landlord and Tenant Law Implications

61. At this point it is difficult to say with absolute certainty:
    (i) who owns the Bridge;
    (ii) who is responsible for maintaining the structure of the Bridge

    given that the Bridge carries an adopted highway over what used to be a railway line but is now a cycle route owned by Sustrans Limited.

62. It is considered the Council needs to ascertain, if possible:
    (a) when the Bridge was constructed;
    (b) who the Bridge was constructed by;

(c) when the former railway line closed;
(d) when the cycle route was created by Sustrans and opened for public use (although the cycle route is seemingly not recorded as public right of way according to YorkMap, it is likely to be highway due to use by the public for more than 20 years).

63. Based upon information obtained from HM Land Registry it appears that the Bridge is owned by Sustrans Limited and so may be the maintenance responsibility of Sustrans. However this would depend upon other circumstances such as who, if anyone has carried out any maintenance works to the structure of the Bridge since the provisions of the 1968 Act came into operation.

Procurement

64. Any proposed works or services will need to be commissioned via a compliant procurement route under the Council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015. All tenders will need to be conducted in an open, fair, and transparent way to capture the key principles of procurement. Further advice regarding the procurement routes, strategies and markets must be sought from the Commercial Procurement team.

Health and Wellbeing

65. This proposal will have no negative impacts on health and wellbeing and health inequalities.

Environment and Climate action

66. Carbon emissions should be minimised through delivery and operation:

- The options appraisal should include a Carbon Impact Assessment; and traffic modelling work should consider the wider carbon and air quality impact on the local transport system from any temporary and permanent road closures and route diversions.
- During procurement, the evaluation process will include the suppliers' approach to carbon mitigation during delivery of the works.

Affordability

67. There are no direct affordability implications of the report but safeguarding active travel as the cheapest form of travel is important, whilst bridge strengthening may have a short term impact on active travel.

Equalities and Human Rights

68. In preparing and determining proposals set out in this report the Council is required to have regard to (i) The Human Rights Act 1998 and (ii) the Equality Act 2010:

    (i) Traffic regulation measures have the potential to interfere with human rights, depending on the measures in question. However, it is open to the Council to consider any such interference as justified, being proportionate and necessary.

    (ii) The Council must give due regard to the Public Sector Equality Duty under Section 149 of the Equality Act 2010, including the Equalities Impact Assessment ("EqIA") that has been completed. A fair and proportionate balance has to be found between the needs of people with protected characteristics and the interests of the community as a whole.

69. The Council has taken account of the Public Sector Equality Duty (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

70. An Equalities Impact Assessment ('EIA') has been attached to this report as Annex A.

Data Protection and Privacy,

71. As there is no new personal data, special categories of personal data or criminal offence data being processed for this report, there is no requirement to complete a DPIA. This is evidenced by completion of DPIA screening questions - reference AD-03647 Annex B.

Communications

72. While this report has no immediate communications actions, as and when any works are planned on this bridge communications support will be required.

Economy

73. There are no significant economy implications relating to the report recommendations.

Risks and Mitigations

Risk Management

74. In compliance with the Council's risk management strategy, the main risks that have been identified in this report are:

    a. Strategic Risks, arising from judgements in relation to medium term goals for the service.

    b. Physical Risks, arising from potential underinvestment in assets.

    c. Financial Risks, from pressures on budget.

75. Should these essential strengthening works not be carried out in a reasonable timescale, a permanent weight restrictions or other mitigations will need to be put in place.

Wards Impacted

76. The Wards where the maintenance works are to be carried out is the Bishopthorpe Ward but diverting traffic could impact on other wards most notably Copmanthorpe Ward.

Contact details

For further information please contact the authors of this Decision Report.

Author

Name:	Siavosh Mahmoodshahi
Job Title:	Structure Manager
Service Area:	Highways
Telephone:	01904 552222
Report approved:	Yes
Date:	29/02/2024

Co-author

Name:	James Gilchrist
Job Title:	Director of Transport, Environment and Planning
Service Area:	Place
Telephone:	01904 552547
Report approved:	Yes
Date:	29/02/2024

Background papers

All relevant background papers must be listed.
A 'background paper' is any document which, in the Chief Officer's opinion, discloses any facts on which the report is based, and which has been relied upon to a material extent in preparing the report. See page 5:3:2 of The Constitution.

Annexes/Background Papers

- Annex A: Equalities Impact Assessment (EIA)
- Annex B: Data Protection Impact Assessment (DPIA)
- Annex C: Cycle Diversion

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place		
Service Area:	Highways		
Name of the proposal :	Bishopthorpe Bridge Strengthening		
Lead officer:	Siavosh Mahmoodshahi		
Date of assessment:	31-01-2024		
Names of those who contributed to the assessment:			
Name	**Job title**	**Organisation**	**Area of expertise**
Siavosh Mahmoodshahi	**Structure Manager**	**CYC**	**Project Lead**

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?**
	Bishopthorpe Bridge is an 11.52m single span pre-cast, pre-stressed concrete beam bridge supported on brick abutments. The structure carries the unclassified Appleton Road over a Sustrans Cycle track at OS Grid Reference SE 59000 47349. An assessment of Bishopthorpe Bridge by 'Structural and Civil Consultants' in 2021 found the structure to be incapable of carrying 40 tonnes of assessment live loading (ALL) and recommended that an 18 tonnes weight restriction should be imposed. The assessment report raised concerns that failure could be brittle and give little warning. Additionally, the condition of the service bay is in poor condition and there are also concerns regarding the high level wingwalls. To safeguard the structure and the public, an 18-month Temporary Traffic Regulation Order (TTRO) restricting vehicles to 18 tonnes came into force on 6th October 2023. A strengthening feasibility report was commissioned and an agreed option for strengthening is now being progressed. The proposed works are for a corrugated steel structure to be constructed below the existing bridge deck with the gap between the new steel structure and the existing deck to be filled with mass foam concrete and topped with non-shrink grout. The steel structure would become the primary deck element and is to be designed to accept the loading of the existing deck and 40 tonnes of ALL. This will bring the structure back up to current highway loading standards and the TTRO can be removed.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)

	• Highways Act 1980 • DMRB design and assessment codes
1.3	**Who are the stakeholders and what are their interests?**
	• Car owners, pedestrians, local residents – bridge users • CYC internal departments • Sustrans – bridge and cycleway owner • Local businesses – require access across structure • Utility companies – Know buried services in the vicinity of the works.
1.4	**What results/outcomes do we want to achieve and for whom?**
	a. On removal of the TTRO, the structure is to be fit for purpose for 40 tonnes of Assessment Live Loading or with a permanent 18 tonnes restriction in place. b. A refurbished structure with the service bay and brickwork repairs carried out as a minimum. c. An enhanced structure life – if the corrugated steel arch option is taken forwards the primary deck element will have a design life of 120 years with reduced maintenance and inspection costs.

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?
Source of data/supporting evidence	**Reason for using**
Planning Consultation	The planned communication/engagement activity is designed to ensure that residents, visitors, road users, businesses and other stakeholders are aware of the project, understand the work being undertaken and the likely impact it will have on them, so they can plan for any disruption. An initial list of stakeholders has been identified, but the full list of stakeholders will be updated throughout the programme, where necessary, in conjunction with the project delivery team. A stakeholder mapping exercise will be completed, with stakeholders subsequently categorised to help ensure communications are not only relevant to the audience but can be delivered as efficiently as possible via the most appropriate form of engagement. Where suitable, key stakeholders will be used as intermediaries to deliver key information to their community/network (for example the cycling officer to cycle groups). Communications will be phased, with initial engagement focussed on agreeing the works details and necessary consents, followed by engagement with identified affected people, businesses, and groups. A more general engagement phase will be conducted prior to the commencement of works. A liaison officer will be identified, together with contact details for stakeholders to use, throughout the works; and all stakeholders will receive notification of completion of the works.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	**Action to deal with this**
N/A	

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	N/A	Neutral	N/A
Disability	Disability groups to be consulted with respect to the existing and proposed access. However, the scheme is not thought to improve or disadvantage disability groups.	Neutral	N/A

Gender	N/A	Neutral	N/A
Gender Reassignment	N/A	Neutral	N/A
Marriage and civil partnership	N/A	Neutral	N/A
Pregnancy and maternity	N/A	Neutral	N/A
Race	N/A	Neutral	N/A
Religion and belief	N/A	Neutral	N/A
Sexual orientation	N/A	Neutral	N/A
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	N/A	Neutral	N/A

Low income groups	N/A	Neutral	N/A
Veterans, Armed Forces Community	N/A	Neutral	N/A
Other	N/A	Neutral	N/A
Impact on human rights:			
List any human rights impacted.	N/A	Neutral	N/A

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

High impact (The proposal or process is very equality relevant)	There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.
Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights
Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**

1. The scheme will be designed through careful consultation with a range of stakeholders and members of the public to create greatly enhanced and inclusive proposals. Disability groups will be consulted and any requirements will be incorporated into the final design.

2. Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:**

- **No major change to the proposal** – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.
- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations. - **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty - **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed. **Important:** If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	**Conclusions/justification**
No major change to the proposal.	On removal of the TTRO, the structure is to be fit for purpose for 40 tonnes of Assessment Live Loading or with a permanent 18 tonnes restriction in place. Brickwork and soffit bay repairs to be carried out if the permanent restriction or single-lane traffic options are to be progressed.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Initiate detailed feasibility study	CYC to organise a decision session to initiate feasibility/options regarding disability groups	Siavosh Mahmoodshahi	By end of April 2024

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward?
	On scheme completion, a further Audit will be carried to ensure the ongoing safety to pedestrians, cyclists and other road users.

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Annex B

DPIA Screening Questions

The below screening questions should be used to find out if a DPIA is necessary.
If you answer "Yes" to any of the questions below, it is an indication that a DPIA is required so please contact information.governance@york.gov.uk for advice and support on completing a DPIA

Please send your completed form to information.governance@york.gov.uk

Title/Reference	**Bishopthorpe Bridge AD-03647**	
Brief description	This report considers the long term options for Bishopthorpe Bridge	
Screening completed by		
Name	Sia Mahmoodshahi	
Job Title	Highways Structure Manager,	
Department	Highways	
Email	siavosh.mahmoodshahi@york.gov.uk	
Review date	14.02.2024	
Screening Questions – please answer the below questions for how you are planning to or already do use, personal identifiable information eg personal data, special categories of personal data or criminal offence and conviction data		**Yes or No**
1	Use systematic and extensive profiling or automated decision-making to make significant decisions about people.	N
2	Process special category data or criminal offence data on a large scale.	N
3	Systematically monitor a publicly accessible place on a large scale.	N
4	Use new technologies, innovative technological or organisational solutions.	N
5	Use profiling, automated decision-making or special category data to help make decisions on someone's access to a service, opportunity or benefit.	N
6	Carry out profiling on a large scale including evaluation or scoring	N
7	Process biometric or genetic data.	N
8	Combine, compare or match data from multiple sources.	N
9	Process personal data without providing a privacy notice directly to the individual and/or other processing involving preventing data subjects from exercising a right or using a service or contract.	N
10	Process personal data in a way which involves tracking individuals' online or offline location or behaviour or other systematic monitoring	N
11	Process children's personal data for profiling or automated decision-making or for marketing purposes, or offer online services directly to them.	N
12	Process personal data which could result in a risk of physical harm in the event of a security breach.	N

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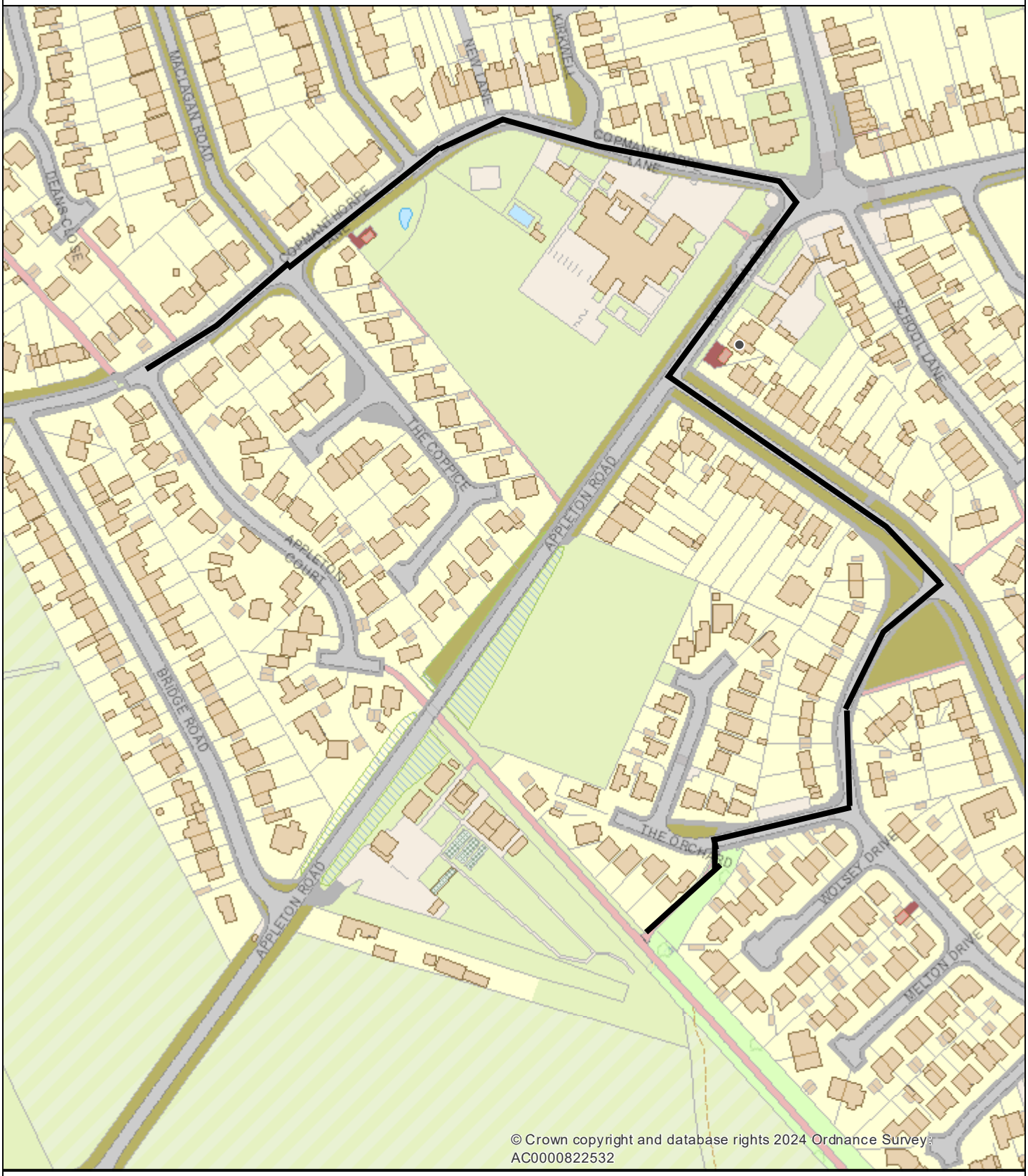
Bishopthorpe Bridge - Cycle Diversion



Date: 26 Feb 2024

Author: City of York Council

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Meeting:	Executive Member for Economy and Transport Decision Session
Meeting date:	12 March 2024
Report of:	James Gilchrist, Director of Transport, Environment and Planning
Portfolio of:	Councillor Kilbane, Executive Member for Economy and Transport

Decision Report: Response to the petition to "Pedestrianise Fossgate"

Subject of Report

1. This report considers a petition titled *"We call on City of York Council to pedestrianise Fossgate"* (see Annex A), submitted to City of York Council in November 2023.

2. The report considers the changes proposed in the petition and whether it would be possible to achieve the aims stated in the petition by implementing these changes or other possible options.

3. An analysis of these options is presented to support the Executive Member's decision on the Council's response to the petition.

Benefits and Challenges

4. The recommended option (Option A - Current restrictions, no change, and Option E - Market day approach) brings the following benefits:

    a) Existing access restrictions reduce the number of vehicles using the street during the day (compared to no restriction);

b) Blue Badge parking and loading available during the day, Pay & Display and resident parking available on street between 6pm and 8am;

c) All businesses and residents retain vehicular access throughout the day, including to Franklins Yard and Lady Peckett's Yard;

d) On street parking (bays) available for Blue Badge holders during the day, then open for Pay and Display and residents between 6pm and 8am;

e) All traffic (including cyclists) is one-way.

5. The following challenges are also identified:

a) Restricted opportunities for pavement cafes as they can only be permitted in areas where 3m remains available on the carriageway for vehicles to pass, and where a minimum of 1.5m remains available on the footway for pedestrians;

b) Many cyclists do not comply with the one-way restriction (very limited enforcement options).

6. It is important to note that there is no consensus on pedestrianisation amongst users of the street, with some businesses and users supporting further traffic restrictions, and some residents and businesses opposing any further (permanent) restrictions.

Policy Basis for Decision

7. The recommended option (Option A - Current restrictions, no change, and Option E - Market day approach) supports the Council's commitment to Equalities and Human Rights (see The 4 core commitments, One city for all, 2023 to 2027) as it ensures that Fossgate remains accessible to people and groups with protected characteristics and to emergency services.

8. The continued access restrictions on Fossgate also support the Council's commitment to *"change the way we move through and around the city, prioritising sustainable transport and discouraging non-essential vehicle journeys"* (see Priority d) Transport: Sustainable, accessible transport for all, One city for all, 2023 to 2027).

Financial Strategy Implications

9. There are no financial implications identified for CYC for the recommended options. Option A proposes that the permanent access restrictions remain unchanged (no additional costs to CYC) and that, when Option E is implemented, all event related costs are met by the events' organisers.

Recommendation and Reasons

10. The following actions and options are recommended to the Executive member for Transport:

    a) Acknowledge the petition, its request for Fossgate to be pedestrianised, and its aims to provide *"enough room to accommodate pavement café licences and the needs of our local disabled community";*

    b) Acknowledge the significant amount of analysis and consultation previously undertaken on this issue and the fact that there is no consensus amongst users of the street, with some businesses and users supporting further traffic restrictions, and some residents and businesses opposing any further (permanent) restrictions;

    c) Acknowledge that even if further permanent access restrictions were implemented in the street, this would not enable more pavement cafés to be licensed as it would not be possible to place tables and chairs in the carriageway (due to the need for emergency vehicle access and some limited vehicular access during the day) and it would only be possible to place cafes on footways where a minimum 1.5m width remains available for footway users to get past;

    d) Acknowledge that CYC cannot support the removal of the kerb delineation between the footways and the carriageway as this would transform Fossgate into a level surface shared space and this type of design is currently under a national moratorium and is not supported by national design and accessibility guidance;

    e) Approve Option A - Current restrictions, no change, and Option E - Market day approach, where vehicular access to the whole or part of the street would be restricted for specific events. The closures would be managed as events and the

organisers would have to ensure that they have all the required permissions in place, including the support of the Security Advisory Group, and that they are able to meet the events' costs;

f) Request that further work is undertaken as part of the Local Transport Strategy and Local Transport Plan to investigate options for vehicles to turn around near Franklin's Yard to enable further consideration of part pedestrianisation of the street in the future. This work will also need to consider whether the street should enable two-way movements for cyclists.

11. Reasons: To support the needs of businesses and users who support the pedestrianisation of the street and want to see more café and event type use, whilst acknowledging the need to retain sufficient footway width and emergency access at all times, and the needs of other businesses, residents, and visitors to retain limited vehicular access to the street during the day.

Background

12. A petition was submitted to City of York Council in November 2023, titled *"We call on City of York Council to pedestrianise Fossgate"* (See Annex A). The petition received 1,675 signatures. 105 of the signatories also provided comments, generally in support of the proposed pedestrianisation. Key points from the comments include:

a) It would make the street safer and more pleasant for visitors and shoppers;

b) It would support the businesses on the street;

c) There is no need for vehicles to access the street during the day and deliveries could access at specified times;

d) Some signatories expressed the view the footways and carriageway should be brough to the same level (level surface shared space);

e) Some views also supported two-way access for cyclists on the street outside of pedestrianised hours.

13. The petition calls for Fossgate to be pedestrianised to provide *"enough room to accommodate pavement café licences and the needs of our local disabled community"*.

What access restrictions are currently in place on Fossgate?

14. Fossgate provides a link between Merchangate and Pavement. The section of the street located south-east of the river Foss is named Walmgate, with Fossgate starting north of the river. For the purpose of this report, Fossgate is generally understood to include the part of Walmgate between the river Foss and the junction with Merchantgate.

15. Significant changes were made to the highway layout and traffic movements on Fossgate in 2017/18. This followed a decision made by the Executive Member for Transport in June 2017 to implement an Experimental Traffic Regulation Order (ETRO) to create a pedestrian zone, except for access and pedal cycles, between 8am and 6pm, seven days a week, and to reverse the direction of the one way traffic flow (the decision and associated reports are available here: https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=4946).

16. The Executive Member for Transport decided to make the ETRO permanent in April 2018 (the decision and associated reports are available here: https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=5185).

17. The change in the direction of traffic (to one way from Merchantgate to Pavement making the street less attractive as a shortcut) is largely credited for reducing the volume of through traffic on Fossgate. This is because the previous restrictions were routinely ignored by drivers looking for a shorter/quicker route from Pavement to Walmgate and were difficult to enforce.

18. The report from officers considered pavement cafes (see at paragraph 8 of the report available here https://democracy.york.gov.uk/documents/s122458/Fossgate%20Exp%20TRO%20representations%20-%20Approved%20NJF.pdf) and noted that the take up of pavement cafes had been lower than expected and that tables and chairs were mainly being placed on the footways, resulting in complaints from members of the public about the furniture causing obstructions.

19. The changes implemented through the ETRO were supported by changes to parking restrictions and public realm improvements carried out in 2019, changing the character of the street, and making it a more pleasant environment for pedestrians. These changes were approved by the Executive Member for Transport in November 2018 (the decision and associated reports are available here: https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=5359).

20. Before this decision was made, the officers report and recommendations were reviewed at a pre-decision scrutiny meeting, also in November 2018 (the documents are available here: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=942&MId=11090).

21. The decision and associated reports also noted that *"there is a strong desire to pedestrianise Fossgate"* and that *"a future, more focussed consultation on the potential to pedestrianise Fossgate either in full or partially"* should be organised after completion of the scheme.

22. After completion of the scheme, a further review was therefore undertaken by officers, supported by a questionnaire sent to businesses and residents on the street. The result of the consultation and options proposed were due to be presented to CYC decision makers in 2020 when this was paused due to the Covid pandemic.

How did this change during the Covid pandemic?

23. The petition submitted to the Council mentions the temporary arrangements that were put in place during the Covid pandemic to support hospitality businesses by enabling them to trade outside.

24. At the start of the recovery period, in July 2020, the Council made emergency decisions aiming to support businesses who were subject to very strict restrictions on the number of people they could allow on their premises.

25. The Fossgate Traders Association proposed a full closure of the street (similar to the footstreets area but still allowing cyclists one way), and a loading ban, in effect removing blue badge parking and deliveries. The aim was to allow businesses to apply for individual pavement café licences for seating outside their

premises to allow them to respond to Covid 19 guidance, and allow social distancing for pedestrians.

26. As part of the Covid 19 response, an officer decision was made on 6 July 2020 to approve a Temporary TRO for Fossgate to prohibit access by motorised vehicles, and to implement a loading ban, with both restrictions implemented between 10.30 and 20.00 (in line with extended footstreet hours), seven days a week. The restrictions came into force on 20 July 2020 (available here: https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=5853).

27. Complaints were raised in advance of the order coming into force and during the first week of operation, leading to a further review of traffic restriction options, aiming to reduce traffic levels to enable cafes on the footways, whilst retaining vehicular access for traders and residents. This resulted in the restrictions being changed to enable access, with staffed road closure barriers in place at the junction with Merchantgate. The loading ban remained in place between 10.30am and 8pm, in effect limiting the number of vehicles accessing the street as no parking was available for Blue Badge holders and loading could only be legally undertaken from two designated loading bays.

28. Although this approach was considered necessary at the time to support the City's economic recovery, it was not financially sustainable to continue staffing the closure point in the longer term.

29. The decision was therefore taken to end the staffed closure in September 2021 (see Director decision available here: https://democracy.york.gov.uk/documents/s152499/230921%20Director%20Officer%20Decision%20-%20Fossgate.docx.pdf).

Pavement café licensing

30. During the Covid pandemic, the Government set up a temporary process for hospitality businesses to be able to use highway space to set up tables and chairs.

31. Pre-2020, planning permission was required for venues which wanted to use part of the highway as a pavement café area. This enabled a full consultation process to take place and all relevant issues to be considered by the planning authority (for example, a dropped kerb could be required as a condition of the planning permission being granted to enable disabled access). Once

planning permission was obtained, the Highway Authority used to charge £660/year for café furniture to be licensed in the highway. Before the Business and Planning Act, there were approx. 45 pavement cafes which had received planning permission (change of use) and were licensed under Part VIIA of the Highways Act 1980.

32. In 2020, the Business and Planning Act introduced a deregulated approach with temporary fast-track licensing regime for pavement cafés set out on highways, as part of the Government's Covid recovery response to enable businesses to operate within public health guidance of limited indoor space use. Licences issued under this fast-track process did not undertake previously mandated consultation, which could address access issues and were initially only due to be valid for no longer than one year. The temporary fast-track regime is still currently in place as it has been extended several times.

33. A similar licensing regime will be permanently implemented when the required regulations are brought into effect to support the pavement café provisions included in the Levelling-up and Regeneration Act 2023 (Part 12 Section 229 and Schedule 22 – available here: www.legislation.gov.uk/ukpga/2023/55/contents/enacted).

34. As the temporary licensing regime was being extended by the Government, the Council's Executive requested a review of the authority's pavement café licensing guidance and process in July 2022. The Executive recommended that changes be made to the guidance, based on the recommendations of the review, in November 2022 (reports and associated documents are available here, under Item 48: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MID=13292). This was approved by Full Council in December 2022 (Item 36 available here: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=13697).

35. One of the main changes to the guidance is the requirement that, where cafes are licensed on the footway, a minimum 1.5m width (increased to 2m in high footfall areas) must remain available for pedestrians to get past. Licences may only be issued for pavement cafes to cover the full width of the footway where the street is

pedestrianised and there is level access between the carriageway and the footway (for example on Coney Street).

36. This change had a significant impact on café licences on Fossgate as Fossgate does not have level access between the carriageway and footways and the footways are relatively narrow. Only a few hospitality businesses were able to continue with a pavement café area on Fossgate.

Would pedestrianising Fossgate enable more cafes to be permitted?

37. As Fossgate does not offer level access between the carriageway and the footways, it is not possible to license pavement cafes across the whole width of the footways as this would preclude wheelchair users from accessing some of the premises on the street or would require them to switch footway sides to be able to access some premises.

38. If Fossgate were pedestrianised, either from the junction with Merchantgate or from the junction with Franklin's Yard, emergency access would still be required at all times in the pedestrianised area. Limited exemptions for vehicular access would also be granted from time to time for utilities and their contractors accessing their apparatus (for example in case of a gas leak) or other trades responding to an emergency situation in the street (for example a broken shop window).

39. As a minimum, a 3m width of carriageway therefore needs to remain open for these vehicles to use during the day. This means that further access restrictions on Fossgate, although they may deliver other benefits, would not enable additional pavement cafes to be licensed when compared to the current situation. If two-way traffic were to be permitted between Franklin's Yard and Merchantgate to enable further traffic restrictions on the remainder of the street, hospitality businesses located between Franklin's Yard and Merchantgate would no longer be able to apply for a licensed area on the carriageway and existing parking bays would need to be removed to enable two-way traffic (also restricting loading areas).

40. It may however be possible to restrict vehicular access fully for specific events, as has happened in the past (for example a street market type event on Sundays). As these events are usually reviewed by the Security Advisory Group, which is attended by

blue light services, the proposals for emergency access arrangements for the duration of the event would be reviewed by these services and the event may be permitted, supported with a temporary road closure (subject to legal processes and to the costs being met by the event's organisers).

Traffic survey observations

41. A survey was commissioned by CYC in June 2022 to better understand how the street is used, the number of motorised vehicles, cycles, and pedestrians travelling on the street and conflicts occurring between these users.

42. The surveys were conducted on the following days: Wednesday 1 June to Sunday 5 June (half-term week in York and surrounding area), and Wednesday 8 to Sunday 12 June 2022. The weather was dry for all days surveyed.

43. The cameras were placed on Fossgate, just south of the junction with Franklins Yard (outside Ambiente), recording movements between 8am and 8pm.

44. The data summarised in Table 1 supports the following observations:

    a) Motorised traffic flows on Fossgate are low, with the maximum number of motorised vehicles for the 12-hour period recorded as 176;

    b) Motorised vehicle movements are spread out over the 12-hour period with the highest number of motorised vehicles over an hour recorded between 9 and 10am (29) and between 7 and 8pm (31) during the survey period;

    c) Motorised traffic flows appear to be lower on Sundays, reflecting the fact that some of the businesses located on the street are closed on that day;

    d) A few motorised vehicles contravene the one-way system by exiting the street southbound, through Merchangate. Anecdotal evidence supported by the survey data indicates that this is either from Franklins Yard or addresses south of Franklins Yard;

    e) The number of cycling movements is relatively low although generally higher than the number of motorised vehicle

movements. A significant proportion of cycle movements are southbound, against the one-way system, in contravention of the current TRO;

f) Pedestrian movements are high when compared to vehicle movements, often reaching above 1,200 movements per hour in the afternoon. Pedestrian flows were markedly higher during the first week of the survey as this was half-term for York and the surrounding area. Similar flow levels (above 10,000 movements) were only observed on the Saturday during the second week.

Table 1: Summary of traffic surveys undertaken in 2022

	Number of motorised vehicles	**Number of bicycles**	**Number of electric scooters**	**Number of pedestrians**
	Southbound movements are in contravention of the current TRO			
Wed 1 June	176	207	4	10,528
Northbound	*174*	*125*	*1*	*4,949*
Southbound	*2*	*82*	*3*	*5,579*
Thu 2 June	148	154	2	14,679
Northbound	*147*	*95*	*1*	*6,782*
Southbound	*1*	*59*	*1*	*7,897*
Fri 3 June	118	139	1	13,305
Northbound	*113*	*2*	*1*	*6,323*
Southbound	*5*	*47*		*6,982*
Sat 4 June	131	182	2	12,510
Northbound	*130*	*120*	*0*	*5,821*
Southbound	*1*	*62*	*2*	*6,689*
Sun 5 June	90	138	2	6,682
Northbound	*90*	*85*	*2*	*3,247*
Southbound		*53*		*3,435*
Wed 8 June	146	202	3	7,310
Northbound	*144*	*112*	*3*	*3,488*
Southbound	*2*	*90*		*3,822*
Thu 9 June	130	218	0	7,681
Northbound	*129*	*136*	*0*	*3,623*

	Number of motorised vehicles	Number of bicycles	Number of electric scooters	Number of pedestrians
	Southbound movements are in contravention of the current TRO			
Southbound	*1*	*82*	*0*	*4,058*
Fri 10 June	173	222	5	8,680
Northbound	*173*	*144*	*0*	*4,089*
Southbound	*0*	*78*	*5*	*4,582*
Sat 11 June	156	166	1	11,945
Northbound	*155*	*111*	*1*	*5,728*
Southbound	*1*	*55*	*0*	*6,161*
Sun 12 June	82	161	6	8,459
Northbound	*81*	*103*	*3*	*3,937*
Southbound	*1*	*58*	*3*	*4,522*

45. The survey commissioned in June 2022 also included conflict analysis. Conflicts were categorised as follows:

    a) Precautionary action - Action where one or both parties in conflict observe other with ample time, and make small speed or direction change to avoid potential conflict;

    b) Controlled action - Action taken when collision is close but not emergency action, e.g. vehicle comes to stop with enough time when a pedestrian group walks out without observing vehicle;

    c) Near miss - emergency action taken to avoid imminent collision, e.g. a vehicle swerving or rapidly braking to avoid a cyclist; and

    d) Collision - collision between parties occurs.

46. The analysis recorded conflicts between motorised vehicles and cyclists, between motorised vehicles and pedestrians, between cyclists, and between cyclists and pedestrians.

47. Results are summarised in Table 2, showing that the vast majority of conflicts were averted early, through precautionary or controlled actions and identifying a limited number of near misses, 39 in total, over the survey period. One near miss incident was between a motorised vehicle and a cyclist, 13 were between a motorised

vehicle and pedestrians, and 25 were between cyclists and pedestrians. No collisions were observed.

48. 27% of recorded conflicts involved motorised vehicles, 73% involved cyclists conflicting with other cyclists or pedestrians. 28% of all conflicts recorded (including nine near misses) were between cyclists and pedestrians when cyclists travelled southbound, in contravention of the one-way system. This is likely to be due, in part, to pedestrians not expecting cyclists traveling southbound on Fossgate as the street is designed and signed as a one-way street for vehicles(northbound only).

49. The number of conflicts identified was generally higher during the busiest times for pedestrian movements, between 12 noon and 6pm.

Table 2: Summary of conflict analysis data for Fossgate (no collisions observed – 12 day period, 8am to 8pm)

	Precautionary action	**Controlled action**	**Near miss**
Conflict analysis for all movements			
Motorised vehicles and cyclists	19	8	1
Motorised vehicles and pedestrians	174	118	13
Conflict between cyclists	8	1	0
Cyclists and pedestrians	832	43	25
Conflict analysis for vehicles travelling southbound, contravening the TRO			
Motorised vehicles and cyclists	0	1	0
Motorised vehicles and pedestrians	4	2	0
Conflict between cyclists	4	1	0
Cyclists and pedestrians	322	19	9

Consultation Analysis

50. Several public consultation exercises have been undertaken to consider the use of the highway on Fossgate and how best to

serve the needs of the residents, businesses, and users of the street. This has included consultation undertaken:

a) To prepare for and during the implementation of the Experimental Traffic Regulation Order (ETRO) approved in June 2017;

b) To prepare and implement the proposed changes to parking restrictions and public realm improvements carried out in 2018/19;

c) During the Covid pandemic, as changes were made to access, parking, and loading restrictions on the street, and to the pavement café licensing regime and associated guidance.

51. The key points identified from these consultation exercises can be summarised as follows:

a) A strong desire for the street to be pedestrianised from some businesses and individuals who responded to the consultations, with varying views as to the extent of the pedestrianisation;

b) Requests to further reduce the number of motorised vehicles, reduce or remove parking (including for Blue Badge holders), and in some cases, requests to restrict cycle access;

c) Requests for vehicular access to be available at all times from other businesses and residents. Some businesses identified a need to access their own premises during the day for loading and servicing. Some businesses noted that as small independent businesses, they are not able to have staff available at the premises early in the morning or late into the evening to take deliveries. Other businesses identified vehicular access needs for their customers due to age or disability or the need to carry heavy loads;

d) Requests for cyclists to be allowed to use the street in both directions;

e) Requests for the section between Merchantgate and Franklin’s Yard to allow two-way traffic;

f) Requests for the street to be made a level surface shared space and some requests for additional crossing points on the street (dropped kerbs or raised crossing points);

g) Some views that there should be more space for pavement cafes and seating, and some opposing views that pavement cafes should be restricted as they are obstructing the footways;

h) Request for better signage and enforcement of the existing restrictions;

i) Some residents offered negative feedback on the events which have taken place on Fossgate previously, such as the Sunday market events.

Options Analysis and Evidential Basis

52. Options are analysed in the table overleaf. They include:

a) Option A - Current restrictions, no change;

b) Option B - Restrictions as in the footstreets, with vehicular access for Blue Badge holders during pedestrianised hours;

c) Option C – Restrictions as in the footstreets, no access for Blue Badge holders during pedestrianised hours;

d) Option D – No motorised traffic except for access between Merchantgate and Franklins Yard with this section changed to two-way traffic, then as in the footstreets between Franklins Yard and Pavement;

e) Option E - Market day approach, where restrictions are as in the footstreets, on specific days, no vehicular access for Blue Badge holders. Most likely to be supported by a majority of businesses if it runs on Sundays.

53. Within each option, a number of additional factors should be considered, including:

a) Whether vehicular access for Blue Badge holders should be retained during pedestrianised hours (for pick-up and drop-offs only or with on-street parking provision);

b) Whether cyclists should be permitted access during pedestrianised hours and whether this should be one way (as existing) or two-way. If cyclists are not permitted, consideration needs to be given to the alternative routes

available and their suitability. If cyclists were to be permitted to travel both way on Fossgate, facilities linking into Fossgate from the wider area would need to be considered, for example on Merchangate and Walmgate;

c) How access restrictions could be enforced as this underpins the restrictions' effectiveness and the costs associated with enforcement options (e.g. moving traffic offences enforced by the Police or CYC, use of ANPR cameras and whitelists, use of bollards, staffing present at closure point);

d) Whether any further changes to the street's character and use would require a review of the terrorism risk (under the Terrorism (Protection of premises) Bill once it is enacted), potentially leading to requests for the installation of Hostile Vehicle Mitigation measures to protect users of the street;

e) For options which would restrict deliveries (loading) on Fossgate, it is important to consider whether these loading activities are likely to be displaced to Walmgate, Merchantgate and/or Pavement and what the impact of this displacement would be;

f) For options which would restrict Blue Badge holders' parking and access to Fossgate, it is important to consider what alternative parking and access options are available and whether these are appropriate (distances, surfaces, availability of dropped kerbs and crossing points, etc).

Can the option of removing the kerbs be considered?

54. The removal of the kerbs to provide level access between the footways and carriageway on Fossgate (for the whole street or between Franklin's Yard and Pavement) has often been suggested during the various consultations. If the street were level and pedestrianised, like Coney Street for example, pavement cafes obstructing the whole width of the footways during pedestrianised hours would be permissible under the current CYC pavement café licensing guidance (available here: www.york.gov.uk/PavementCafeLicences).

55. It is however not possible for CYC to consider removing the kerbs in Fossgate at this point for the following reasons:

a) If the kerb delineation between the footways and the carriageway were to be removed, this would transform Fossgate into a level surface shared space. This type of

design is subject to a national moratorium (information for the Department for Transport available here: https://assets.publishing.service.gov.uk/media/5bc7398de5274a36388e6f27/ministerial-letter-about-shared_space.pdf). The focus of the moratorium is on *"level-surface schemes in areas with relatively large amounts of pedestrian and vehicular movement, such as high streets and town centres (outside of pedestrian zones)"*. As Fossgate would not be pedestrianised 24/7, a level surface shared space design would not be considered safe for all users, as it would cause difficulties for some user groups with protected characteristics under the Equality Act 2010 (especially visually impaired and blind users and young children);

b) The Department for Transport guidance Inclusive Mobility, A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure (available here: https://www.gov.uk/government/publications/inclusive-mobility-making-transport-accessible-for-passengers-and-pedestrians) states that *"Mixing pedestrians and cyclists should be avoided as far as possible, in order to reduce the potential for collisions or conflict, and shared use routes in streets with high pedestrian or cyclist flows should not be used"*; and

c) National guidance on the design of cycle infrastructure (available here: https://assets.publishing.service.gov.uk/media/5ffa1f96d3bf7f65d9e35825/cycle-infrastructure-design-ltn-1-20.pdf) also advises against spaces which are shared between pedestrians and cyclists, stating (Section 1.6, Summary Principle 2): *"Cycles must be treated as vehicles and not as pedestrians. On urban streets, cyclists must be physically separated from pedestrians and should not share space with pedestrians"*.

Options	Option summary	Strengths	Weaknesses
Option A - Current restrictions, no change	One way street (Merchantgate to Pavement). No motorised vehicles between 8am and 6pm, except for access between Merchantgate and Pavement. Blue Badge parking and loading permitted between 8am and 6pm between Merchantgate and Pavement, Pay and display and resident parking permitted overnight. Access restrictions are very difficult to enforce in practice (enforcement by the police only at present, if the Council were to take this enforcement on, this would require a whitelist system, with significant associated costs and resource implications).	Access restrictions reduce the number of vehicles using the street during the day (compared to no restriction). Blue Badge parking and loading available during the day, Pay &Display and resident parking available on street between 6pm and 8am. All businesses and residents retain vehicular access throughout the day, including to Franklins Yard and Lady Peckett's Yard. On street parking (bays) available for Blue Badge holders during the day, then open for Pay and Display and residents between 6pm and 8am. All traffic (including cyclists) is one-way.	Restricted opportunities for pavement cafes as they can only be permitted in areas where 3m remains available on the carriageway for vehicles to pass and where a minimum of 1.5m remains available on the footway for pedestrians to pass. Many cyclists do not comply with the one-way restriction (very limited enforcement options).
Option B - Restrictions as	One way street (Merchantgate to Pavement).	Reduction in the number of vehicles travelling between	Cycling and loading prohibited during the day. Loading would

Options	Option summary	Strengths	Weaknesses
in the footstreets, with access for Blue Badge holders	No motorised vehicles except for loading and Blue Badge holders between 8 and 10.30am, then pedestrian zone (no vehicles) between 10.30am and 5pm except access for Blue Badge Holders, between Merchantgate and Pavement. As for Option A, access restrictions would be difficult to enforce unless automatic bollards can be installed. Staff may be required at the closure point to let Blue Badge holders in (depending on closure point design).	Merchantgate and Pavement between 10.30am and 5pm, especially if access can be controlled through automatic bollards. Cyclists would be prohibited as well.	need to take place before 10.30am or after 5pm. Loading activities may be displaced to Walmgate, Merchantgate and/or Pavement during that time. No vehicular access provided to the street, including Lady Peckett's Yard or Franklins Yard between 10.30am and 5pm (except for blue badge holders and limited exemptions). Restricted opportunities for pavement cafes as they can only be permitted in areas where 3m remains available on the carriageway for vehicles to pass (Blue Badge holders, emergency vehicles and limited waivers and exemptions) and where a minimum of 1.5m remains available on the footway for pedestrians to pass. On

Options	Option summary	Strengths	Weaknesses
			carriageway areas where Blue Badge parking is possible would not be available for pavement cafes.
Option C – Restrictions as in the footstreets, no access for Blue Badge holders	One way street (Merchantgate to Pavement). No motorised vehicles except for loading and Blue Badge holders between 8 and 10.30am, then pedestrian zone (no vehicles) between 10.30am and 5pm, between Merchantgate and Pavement. Removal of “for access” exemption and removal of Blue Badge parking and loading (loading ban in place between 10.30am and 5pm) between Merchantgate and Pavement. As for Option A, access restrictions would be difficult to enforce unless automatic bollards can be installed and	Significant reduction in the number of vehicles travelling between Merchantgate and Pavement between 10.30am and 5pm, especially if access (limited exemptions and waivers only) can be controlled through automatic bollards. Cyclists would be prohibited as well. P&D and resident parking available on street between 8pm (could be changed to 6pm) and 8am.	Blue Badge access, Blue Badge parking, cycling and loading prohibited during the day. Loading would need to take place before 10.30am or after 5pm. Loading activities may be displaced to Walmgate, Merchantgate and/or Pavement during that time. No vehicular access provided to the street, including Lady Peckett’s Yard or Franklins Yard between 10.30am and 5pm (limited exemptions would be granted for emergency requirements, for example gas leak, broken shop window, etc). Restricted opportunities for pavement cafes as they can

Options	Option summary	Strengths	Weaknesses
	controlled from the CYC control room.		only be permitted in areas where 3m remains available on the carriageway for vehicles to pass (emergency vehicles and limited waivers and exemptions) and where a minimum of 1.5m remains available on the footway for pedestrians to pass. Where the carriageway width allows, some pavement cafes could be licensed during pedestrianised hours (no parking or loading provision required).
Option D – No motorised traffic except for access between Merchantgate and Franklins Yard with this section changed to two-way traffic, then	As existing (no motorised vehicles between 8am and 6pm, except for access), with the section between Franklins Yard and Pavement becoming no vehicular access between 10.30am and 5pm (as footstreets). No cyclists and Blue Badge holder access between 10.30am and 5pm	Significant reduction in the number of vehicles travelling between Franklins Yard and Pavement between 10.30am and 5pm (controlled through lift out or automated bollards). Cyclists would be prohibited as well. All businesses and residents between Merchantgate and	Not deliverable unless additional land can be purchased and/or dedicated as highway (Franklins Yard is not adopted highway – see adopted highway boundary presented in Annex B). Without this additional highway, the turning point before the closure near

Options	Option summary	Strengths	Weaknesses
as in the footstreets between Franklins Yard and Pavement	between Franklins Yard and Pavement. One way street between Franklins Yard and Pavement, with two-way vehicular traffic allowed for access between Merchantgate and Franklins Yard. Removal of most parking and loading (including Blue Badge) would be required to permit two-way traffic. Automatic or lift out bollards placed after Franklins Yard (where the road narrows and bollard sockets are currently in place).	Franklins Yard retain vehicular access throughout the day.	Franklins Yard would be too tight, requiring most vehicles to mount the footways to be able to turn around. Traffic accessing Franklins Yard (and reversing out), and two-way traffic would have a negative impact on road safety for all users between Merchantgate and Franklins Yard and at the junction with Merchantgate. Parking and loading would need to be severely restricted at all times to enable two-way traffic. Merchantgate junction would need to be redesigned for two-way flow, bus stop on Merchantgate likely to require relocation (junction visibility requirements).

Options	Option summary	Strengths	Weaknesses
			No vehicular access provided to Lady Peckett's Yard between 10.30am and 5pm. Restricted opportunities for pavement cafes as they can only be permitted in areas where 3m remains available on the carriageway for vehicles to pass (emergency vehicles and limited waivers and exemptions) and where a minimum of 1.5m remains available on the footway for pedestrians to pass. No pavement cafes could be permitted between Merchantgate and Franklins Yard (two-way traffic).
Option E – Market day approach, where restrictions are as in the footstreets, on	One way street (Merchantgate to Pavement). On the day of the event, pedestrian zone (no vehicles) between 10.30am and 5pm,	No vehicles travelling between Merchantgate and Pavement between 10.30am and 5pm, especially if access can be controlled through barriers/bollards and staffing.	Cycling and loading prohibited during the day. Loading would need to take place before 10.30am or after 5pm. Loading activities may be displaced to Walmgate,

Options	Option summary	Strengths	Weaknesses
specific days, no access for Blue Badge holders/cyclists. Most likely to be supported by businesses on the street on Sundays.	between Merchantgate and Pavement. Restrictions enforced through the use of temporary barriers or removable bollards, supported by staffing for the day. As this would be considered an event, emergency access arrangements would be reviewed and agreed by the Safety and Advisory Group (including all blue light services). The event's organisers would need to meet the costs of the closures, barriers, and staffing.	Cyclists would be prohibited as well. As this would be considered as an event and would likely take place on a quieter day for the businesses requiring access (probably on Sundays), it may be possible to use the full width of the carriageway to place tables, chairs and stalls (subject to review and approval by the Safety and Advisory Group and any other safety, access and legal requirements, such as licensing).	Merchantgate and/or Pavement during that time. No vehicular access to the street, including Lady Peckett's Yard or Franklins Yard between 10.30am and 5pm (or for the duration of the event if different timings are agreed).

Organisational Impact and Implications

56. The following implications have been identified:

- **Financial:** Recommended options A and E result in no additional costs to the Council. Event organisers will need to cover event related costs including temporary access and parking restrictions, associated signage and traffic management, etc.
- **Human Resources (HR)**: no implications identified.
- **Legal***:* As this report recommends no immediate changes to the traffic management arrangements, no legal implications have been identified.
- **Procurement***:* no implications identified
- **Health and Wellbeing:** no implications identified*,*
- **Environment and Climate action***:* no implications identified.
- **Affordability***:* no implications identified*.*
- **Equalities and Human Rights***:*

  The Council recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

  The recommended option retains the existing arrangements where pavement cafes can only be licensed where sufficient footway width remains (1.5m minimum, in accordance with the Council's pavement café licensing policy) and retains vehicular access for users accessing premises on the street and for emergency vehicles. Existing blue badge parking capacity is also retained on the street.

As the recommended option does not propose any changes, an Equality Impact Assessment was not prepared for this report, but the Council's Equality Duty was considered within the report, considering the impacts of each of the options presented on people and groups with protected characteristics under the Equality Act.

- **Data Protection and Privacy***:* no implications identified.
- **Communications***:* no implications identified.
- **Economy:** Throughout this report, there is specific detail about the challenges and benefits of the various options for businesses, which ensures that these economic factors can be fully considered as part of the decision-making process alongside the implications for other users and stakeholders.

Risks and Mitigations

57. As the recommended option is for no change to the existing situation, no risks were identified in this report which does not recommend any changes.

Wards Impacted

58. Guildhall Ward

Contact details

For further information please contact the authors of this Decision Report.

Author

Name:	James Gilchrist
Job Title:	Director of Transport, Environment and Planning
Service Area:	Place
Telephone:	01904 552547
Report approved:	Yes

Date:	29/02/2024

Co-author

Name:	Helene Vergereau
Job Title:	Head of Highway Access and Development
Service Area:	Place
Telephone:	01904 552077

Background papers

All background papers quoted in this report are available online at the following links:

- https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=4946
- https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=5185
- https://democracy.york.gov.uk/documents/s122458/Fossgate%20Exp%20TRO%20representations%20-%20Approved%20NJF.pdf
- https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=5359
- https://democracy.york.gov.uk/ieListDocuments.aspx?CId=942&MId=11090
- https://democracy.york.gov.uk/documents/s152499/230921%20Director%20Officer%20Decision%20-%20Fossgate.docx.pdf
- www.legislation.gov.uk/ukpga/2023/55/contents/enacted
- https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MID=13292
- https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=13697
- www.york.gov.uk/PavementCafeLicences
- https://assets.publishing.service.gov.uk/media/5bc7398de5274a36388e6f27/ministerial-letter-about-shared_space.pdf

- https://assets.publishing.service.gov.uk/media/5ffa1f96d3bf7f65d9e35825/cycle-infrastructure-design-ltn-1-20.pdf

Annexes

- Annex A: Pedestrianise Fossgate petition
- Annex B: Fossgate adopted highway boundaries

We call on City of York Council to Pedestrianise Fossgate!

Due to the Health Protection (Coronavirus) Regulations 2020, businesses had the opportunity to trade outside. Fossgate was transformed into a beautiful street with continental-style outdoor seating which residents and visitors enjoyed during the summer months

Concerns over disability access have now prevented most businesses from trading outside. At a time where hospitality businesses are under financial threats never before encountered, these businesses need external trading areas more than ever.

These businesses are part of our local community and owned by local people. As such, we also share concerns over disabled residents and visitors visiting our businesses. We believe that the best solution - and one that satisfies everyone's needs - is to fully pedestrianise Fossgate.

If there were no vehicles on the street, there would be more than enough room to accommodate pavement café licences **and** the needs of our local disabled community. Furthermore, local residents, employees of, and visitors to Fossgate would benefit from cleaner air to breathe and a greatly improved environment.

City of York Council: please put this long-running saga behind us and do the right thing: pedestrianise Fossgate for the good of everyone!

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Fossgate adopted highway boundaries

Date: 08 Dec 2023

Author: City of York Council

Scale: 1:500

0 0.01 0.02 0.03 0.04 0.05

km

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