



Notice of meeting of

Executive Members for City Strategy and Advisory Panel

To: Councillors Steve Galloway (Executive Member), Reid (Executive Member), Gillies (Chair), D'Agorne (Vice-Chair), Cregan, Hyman, Scott and Simpson-Laing

Date: Monday, 29 October 2007

Time: 5.30 pm

Venue: The Guildhall, York

AGENDA

Notice to Members - Calling In:

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

10:00 am on Friday 26 October 2007, if an item is called in *before* a decision is taken, *or*

4:00 pm on Wednesday 31 October 2007, if an item is called in *after* a decision has been taken.

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

1. **Declarations of Interest**

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

2. Minutes (Pages 3 - 14)

To approve and sign the minutes of the meeting of the Executive Members for City Strategy and Advisory Panel held on 10 September 2007.

3. Public Participation

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Panel's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Friday 26 October at 5 pm.

BUSINESS FOR THE EXECUTIVE MEMBER FOR CITY STRATEGY

ITEMS FOR DECISION

4. Fulford Road Corridor (Pages 15 - 32)

This report outlines the results of a multi-modal transport feasibility study of the A19 Fulford Road corridor, covering the length from Skeldergate Bridge and Tower Street in the north to the Designer Outlet (just south of the A19 / A64 interchange) in the south together with the associated feeder roads.

5. Petitions concerning the junction of Main Street, Knapton with the A1237 (Pages 33 - 46)

This report advises Members of the receipt of two petitions, one requesting the closure of Main Street, Knapton at its junction with the A1237, and one opposing this idea. The report also refers to additional consultation on this issue carried out by the Parish Council.

6. Rufforth School safety zone and associated speed management measures (Pages 47 - 94)

This report seeks approval to make permanent the two temporary chicanes on the B1224 Wetherby Road, to extend the existing 30mph speed limit on Wetherby Road, and to implement a number

of other minor signing improvements in the vicinity of the School Safety Zone.

7. York City Football Club Traffic Management Plan (Pages 95 - 100)

This report brings to the attention of the Advisory Panel concerns regarding safety and traffic management outside the York City Football Club stadium on Grosvenor Road and seeks Members approval on how this matter should be taken forward.

8. Millfield Lane/Low Poppleton Lane Traffic Regulation Order Objections (Pages 101 - 128)

This report brings to the attention of the Advisory Panel the receipt of objections to a proposed change to the existing road closure at the above junction and seeks Members approval to overturn the objections and implement the Traffic Regulation Order in due course.

9. Public Rights of Way - Proposal to restrict public pedestrian public rights over two snickets leading from Carrfield into Chantry Close and Carrfield into Foxton, Woodthorpe (Pages 129 - 136)

This report presents a proposal to restrict public pedestrian rights along the two snickets leading from Carrfield into Chantry Close and Carrfield into Foxton, using new legislation under Section 129A of the Highways Act 1980, as amended by the Clean Neighbourhoods and Environment Act 2005.

10. Public Rights of Way - Proposal to restrict public pedestrian rights over the snicket at the side of no. 14 Bellhouse Way, Foxwood (Pages 137 - 144)

This report presents a proposal to restrict public pedestrian rights along the snicket leading from Bellhouse Way into Houndsway, Foxwood, using new legislation under Section 129A of the Highways Act 1980, as amended by the Clean Neighbourhoods and Environment Act 2005.

11. Public Rights of Way - Proposal To Restrict Public Rights Over Alleyways In The Clifton, Guildhall And Micklegate Wards, York (Pages 145 - 204)

This report considers the restriction of public rights over 25 alleyways in the Clifton, Guildhall and Micklegate Ward areas, using crime prevention legislation under Section 129A of the Highways Act 1980, as amended by the Clean Neighbourhoods and Environment Act 2005 (See plans in Annex 1).

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

Democracy Officer

Sarah Kingston
Tel. (01904) 552030
sarah.kingston@york.gov.uk

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

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

Contact details are set out above.

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

Scrutiny Committees

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

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

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City of York Council

Minutes

MEETING	EXECUTIVE MEMBERS FOR CITY STRATEGY AND ADVISORY PANEL
DATE	10 SEPTEMBER 2007
PRESENT	COUNCILLORS STEVE GALLOWAY (EXECUTIVE MEMBER), REID (EXECUTIVE MEMBER), GILLIES (CHAIR), D'AGORNE (VICE-CHAIR), CREGAN, HYMAN, SIMPSON-LAING AND POTTER (SUBSTITUTE FOR SCOTT)(NOT PRESENT FOR MINUTES 45 AND 46)
APOLOGIES	COUNCILLOR SCOTT

33. Declarations of Interest

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

Cllr Cregan declared a personal and prejudicial interest in Agenda Item 10 (minute 42 refers) as a good friend of his held a number of hackney driver licences and left the room during the discussion of this item.

Cllr Gillies declared a personal non prejudicial interest in Agenda Item 10 (minute 42 refers) as a former holder of a hackney driver's licence.

Cllr D'Agorne declared a personal non prejudicial interest in Agenda Item 13 (minute 45 refers) as a member of Cycling Touring Club (CTC) and the York Cycle Campaign.

34. Minutes

RESOLVED: That the minutes of the last meeting held on 16 July 2007 be approved and signed as a correct record.

35. Public Participation

It was reported that there had been 6 registrations to speak under the Council's Public Participation scheme.

Mr Holmes spoke on Agenda Item 11 (Petition for Residents Parking – Malton Avenue and Irwin Avenue) as the Lead Petitioner. He clarified the recent press article stating that none of the residents were angry, but that they wanted residents parking as it was a busy road and there had already been two accidents this year. Mr Holmes highlighted that cars were parked on the street and left there for weeks, and that the new housing development would increase the problem.

Mr Bileckyj spoke on Agenda Item 10 (Hackney Carriage Vehicle Licences) as a private hire driver and operator in favour of deregulation. He stated

that on Fridays and Saturdays there was a shortage of hackney carriages and that it was frustrating that a private hire driver could not pick up trade. He requested that private hire drivers be given the same opportunities of hackney drivers and the choice if they want to work.

Mr Rowley spoke on Agenda Item 10 (Hackney Carriage Vehicle Licences) on behalf of York Taxi Association in objection. He stated taxi deregulation was not right for York and doesn't work, and a lot of other authorities would go back to being regulated. Mr Rowley highlighted that to meet the Local Transport Plan there needed to be 9 more wheelchair accessible vehicles, and suggested that these 9 vehicles be introduced over the next 3 years.

Mr Plonton spoke on Agenda Item 10 (Hackney Carriage Vehicle Licences) as a hackney carriage proprietor in objection. He stated that he supported option 3 and asked whether the council had considered the effects of increasing taxi numbers on the city, including pollution and traffic congestion. He highlighted that there was not enough business for present vehicles let alone new ones, and that deregulation had not worked in Sheffield or Newcastle. He suggested that the extra 9 wheelchair friendly vehicles be phased in over the next 3 years and that all extra licences should be to meet unmet demand.

Mr Bowman spoke on Agenda Item 10 (Hackney Carriage Vehicle Licences) on behalf of Station Taxis. He stated that there was a need to drive up the quality of vehicles and that there was no evidence to support deregulation. He highlighted that there were not enough ranks for cars licensed currently. Mr Bowman stated that Station Taxis accepted that there was a need for more wheelchair vehicles but that all other increases should be to meet unmet demand and therefore Option C was acceptable.

Mr Styles spoke on Agenda Item 10 (Hackney Carriage Vehicle Licences) on behalf of York Pedicabs. He stated that they were trying to introduce environmentally friendly vehicles but needed to operate as hackney carriages.

36. 2007/08 First Monitoring Report Economic Development Service - Finance and Performance

Members received a report which presented the latest projections for revenue and capital expenditure by Economic Development including performance against target for Best Value performance indicators, Customer First targets and Staff Management targets.

The report advised that Economic Development was expected to overspend its budget of £2,264k by £+10k. It was proposed that all budgets were carefully monitored throughout the year and remedial action taken where appropriate to ensure the budget was balanced by the end of the year.

Members raised concerns about the downward national trend of using markets and whether there was any problems with the location and stalls of Newgate market. Officers reported that they would look at what options were available for the location of the market.

Advice of the Advisory Panel

That the Executive Leader be advised to :

- (i) approve the financial and performance position of the portfolio;
- (ii) recommend to the Executive an additional one-off contribution of £2.5k to the York Citizen Advice Bureau.

Decision of the Executive Leader

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: In accordance with budgetary and performance monitoring procedures.

37. York's Visitor Information Centre service: future options

Members received a report which updated Members regarding the prospective relocation of the De Grey Rooms Visitor Information Centre (VIC) in order to provide substantially improved services for residents and visitors to York and the region, and commended the corner offices on Blake Street and Museum Street for more detailed consideration by officers.

The report advised that the Strategy Group has been specifically looking at two possible solutions – both in the city centre, but quite different from one another:-

Option 1 - The site of the former city centre manager's office and public toilets in Parliament Street, right in the pedestrian and retail heart of the city had been identified for a completely new, iconic two storey building.

Option 2 - The conversion of former Council offices in a three storey Victorian building on the corner of Blake Street and Museum Street, within sight of the Minster. The building was now vacant.

Members asked officers to investigate whether it would be possible to fit in a specialised disabled toilet which was changing room size.

Advice of the Advisory Panel

That the Executive Leader be advised to

- (i) approve that the principles identified in paragraph 5 of this report regarding the future aspirations of the York city centre Visitor Information Centre be adopted;
- (ii) accept the analysis of the two alternative options currently identified (in paragraphs 10-12);

- (iii) seek the support of the Administrative Accommodation Project Board to pursue the Blake Street option, as put forward in paragraph 13.
- (iv) approve that a further report on the sale of the Blake Street property, including a business plan, will be reported back to this meeting.
- (v) ask officers to investigate the possibility of including a changing room size disabled toilet in the new Visitor Information Centre.

Decision of the Executive Leader

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

- REASONS:
- (i) These principles confirm the importance of the service to the city, and set the key fundamental principles for any proposals to relocate the service.
 - (ii) This enables officers to progress a single option for the future delivery of this service.
 - (iii) This is the most appropriate and sustainable solution to VIC provision in the city.
 - (iv) To report to members the successful conclusion of negotiations and to confirm that an enhanced VIC service for residents and visitors in York has been secured.

38. Chief Executive's Monitor 1 Finance and Performance Report 2007/08

Members received a report which presented the first performance monitor of 2007/08 for the Chief Executives Directorate and was for information purposes only.

The latest budget for Chief Executive's Directorate totalled £9,744k. This included £52k agreed carry forwards from 2006/07 as well as two additional supplementary estimates to fund recruitment and retention costs for the new Chief Executive (£76k) as well as additional budget to fund the cost of the 2008 CPA inspection (£47k). Current projections showed that the directorate would overspend by £91k which equated to 0.9% of the gross expenditure budget.

Members highlighted that it would be useful if the tables used in both the City Strategy and Chief Executive reports were in the same format.

Advice of the Advisory Panel

That the Executive Leader be advised to

- (i) note the performance and financial outturn position for 2007/08.

Decision of the Executive Leader

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To inform the Executive Leader on progress made against service plan targets and budget.

39. Review of Polling Districts, Polling Places and Polling Stations

Members received a report which informed Members of the duty on all local authorities to carry out a review of polling districts, polling places and polling stations in their area before the end of 2007 as laid down by the Electoral Administration Act 2006.

The report advised that the review commenced on 1 September and that a period of two months consultation would now take place, which would end on 27 October 2007.

Advice of the Advisory Panel

That the Executive Leader be advised to note the contents of this report.

Decision of the Executive Leader

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: In order to comply with statutory requirements.

40. 2007/08 City Strategy Finance and Performance Monitor 1 Report

Members received a report which presented two sets of data from the City Strategy Directorate, the latest projections for revenue expenditure and capital expenditure for the City Strategy portfolio and Monitor 1 (2007/08) performance against target for a number of key indicators made up of:

- Best Value Performance Indicators owned by City Strategy
- Customer First targets
- Staff Management Targets

The provisional outturn position for the portfolio showed an overspend of £+774k for the financial year. This was made up of key identified overspends totalling £+1,266k offset by identified savings totalling £-492k. It was recommended that the Executive Member request that the Executive approve the release of £400k of the contingency to support the City Strategy budget. If that was approved a forecast budget deficit would remain totalling £374k.

Members had the option of whether to support the request of a supplementary estimate from contingency or whether to require the Director of City Strategy to deliver alternative savings.

Members raised concerns about the under funding of concessionary fares and the level of recompense to bus companies which had to be funded. Officers reported that the bus companies had gone to arbitration over the

level of recompense offered and had won their appeals. This would now set a methodology and would undermine the Council's negotiating position in future.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised to

- (i) note the financial and performance position of the portfolio.
- (ii) recommend to the Executive to release a contingency sum of £400k to support pressure on Concessionary Fares and Planning budgets.
- (iii) write to the Government to express concern about the under funding of the Concessionary Fares scheme.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: In accordance with budgetary and performance monitoring procedures.

41. 2007/08 City Strategy Capital Programme: Monitor 1 Report

Members received a report which set out progress to date on schemes in the City Strategy Capital Programme for 2007/08 and requested the Executive Member for City Strategy to approve amendments to the 2007/08 budget.

Members had been presented with a number of amendments to the capital programme for approval, which were required to ensure that schemes were deliverable within funding constraints while enabling the objectives of the approved Local Transport Plan to be met.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised to approve the adjustments set out in Annexes 1 and 2.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To manage the Capital Programme efficiently.

42. Hackney Carriage Vehicle Licences (Taxi Licences)

Members received a report which sought a recommendation from the Executive Member for City Strategy to the Licensing and Regulatory Committee (being the decision making authority) concerning the review of

the council's policy to limit the number of taxi vehicle licences. The report advised Members of the Government's Action Plan for Taxis and Private Hire Vehicles, the work completed since the previous reports in September and November 2005 and the consultation that had been carried out.

The Government, in their letter to local authorities, indicated that the outcome of a review would be either:

- a) to maintain the existing limit on hackney carriage licences
- b) to deregulate and thereby grant a taxi licence to anyone meeting the application criteria, or
- c) to grant a number of new licences to meet the unmet demand
- d) to grant a specific number of licences each year

Officers provided an update on paragraph 37 and circulated a handout regarding the results of a survey on national comparisons on deregulation. It was reported that the results from eight other cities were mixed, with the general trend being an increase in hackney carriage licences, and a smaller increase, and even decrease, in the number of private hire vehicles.

Members agreed that there was a need to control the number of new licences and for more wheelchair accessible vehicles. Members raised concerns about the validity of the 2006 rank queue survey and that the only reliable survey dated from 2004. Members agreed that there was a need for a new survey to be carried out as soon as possible to find out what unmet demand there was in York and the effect of the new licensing laws on this demand.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised to make the following recommendations to the Licensing and Regulatory Committee:-

- (i) That a rank queue survey be conducted and repeated at least every two years in order to monitor the level of unmet demand
- (ii) Approve Option d), i.e. to issue a limited number of new hackney carriage vehicle licenses each year until market demand regulates the number of licenses issued but subject to a review after 2 years on the effects of any increase in numbers.
- (iii) That officers be asked to investigate the availability of taxi vehicles which both meet Euro 4/5 standards and which also achieve low greenhouse gas emission levels
- (iv) That any new plates which may be made available are allocated to vehicles which allow side access for wheelchair users

- (v) That officers investigate and report back on options for extending the availability of taxi rank space with particular reference to the City centre.
- (vi) That the officers be asked to investigate and report on how the Council can ensure that plates are retained by local residents and that any rental income which may be charged by plate owners is ploughed back into improving the quality of the taxi service in York.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: This represents the least disruptive and controlled route to achieving deregulation. It will permit market forces to regulate the number of taxis viable in the city in the same way as any other business.

43. Petition for Residents Parking - Malton Avenue and Irwin Avenue

Members received a report which advised Members of the receipt of a petition that requested the introduction of a residents parking scheme for Malton Avenue and Irwin Avenue.

Members were presented with two options for consideration:

- A. Add this area to the list for investigation.

This option was in line with the current residents parking policy and the wishes of the petitioners; hence it was the recommended option.

- B. Reject the request for inclusion in a residents parking scheme.

This was not the recommended option as there was considered to be strong support demonstrated for a residents parking scheme.

Officers reported that there were currently six streets on the waiting list and that it would be at least two years until this request was investigated. Members raised concerns about how long it took for resident parking requests to be investigated. Officers reported that they would look at how they could accelerate the investigation of these requests as part of the budget process to see what they could do if they had the resources.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised to

- (i) Include this area on the residents parking request list and begin investigations and consultation once it reaches the top of the list.
- (ii) Inform the lead petitioner of the outcome of this report.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To facilitate parking for residents and their visitors as requested and to reduce congestion

44. Petition From Residents of Rufforth Requesting a Cycle Route Between Their Village and Acomb

Members received a report which advised Members of the receipt of a petition from residents of Rufforth requesting that a cycle route be provided between Rufforth and Acomb.

There were two main options available to members:

- That council officers continue to provide limited support as and when required for the steering group to work up a scheme for potential inclusion in future capital programmes should funding become available. This work may include such tasks as scheme cost estimation and any highway-related work required to link the route into the highway network at either end and to cross the A1237 safely. The work could also involve helping the group to identify potential external sources of funding to pay for the cycle route, should it be feasible, to increase the probability of a route being provided if full or partial council capital funding cannot be guaranteed.
- To discontinue investigation into the possibility of providing a cycle route.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised to

- (i) Note the content of the petition, and ask officers to continue to provide support to the steering group;
- (ii) Reply to the lead petitioner.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASONS: (i) To enable the proposed scheme to be properly assessed and for accurate costs to be calculated to enable it to be prioritised against other potential cycle schemes for potential capital programme funds. Also to provide advice on alternative sources of funding to the steering group to better the chances of implementation.

- (ii) To inform them of the panel's decision.

45. York Station Access Ramp

Member received a report which informed Members of the issues surrounding the construction of the proposed new access ramp into York Station and the potential to implement the scheme in the 2008/09 financial year.

Officers reported that there was an error in paragraph 16 and the recommendation of the report as the new franchisee was National Express not Stagecoach.

Members agreed that there was a need to give the new operator chance to sort out a workable scheme for the proposed new access ramp.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised to

- (i) Note the reasons for the delay in implementing the York Station Access Ramp scheme;
- (ii) Ask officers to continue to liaise with Network Rail and National Express to establish a workable scheme agreed by all and that future funding be bid for from the DfT.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To update the Executive Member on the issues surrounding the construction of the proposed new access ramp into York Station.

46. Winter Maintenance Service 2007/08

Members received a report which advised Members of the outcome of a review called for by a resolution at the Executive Members for City Strategy and Advisory Panel revenue budget estimates 2007/08 Committee. The resolution required an efficiency saving of £10,000 from winter maintenance.

Members were presented with four options:-

Option 1 - To reduce the number of self help salt bins placed around the Councils network from 436 to 186, specifically leaving only the ones frequently used over the last three winters and those funded by other parties.

Option 2 - Continue as we do at present and position all the salt bins out this coming winter and continue to monitor the situation. This would then be reported back to Members as part of next years winter maintenance review.

Option 3 - Carry out further work regarding the removal of a number of long established carriageway routes from their winter maintenance definitive list.

Option 4 – Discontinue work on removing any long established carriageway routes from the winter maintenance definitive list.

Members requested that the salt bin list be recirculated to Members and neighbourhood management officers to ensure that salt bins were provided where residents had concerns.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised to

- (i) Note the report and approve Option 1, namely to reduce the number of self help salt bins which were disturbed around the network for the general use of the public;
- (ii) Recirculate the self help salt bin list, including those identified for removal, to members and Neighbourhood Management Officers to allow Ward Committees to consider salt bin provision in their wards.
- (iii) Not pursue Option 3 at this time.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To ensure the current Council winter maintenance policy is robust whilst ensuring the budget is expended in the most cost effective way based on the Council's assessed priorities.

Cllr SF Galloway
Executive Leader

Cllr Reid
Executive Member for City Strategy

Cllr Gillies

Chair of Advisory Panel

The meeting started at 5.05 pm and finished at 7.15 pm.



Meeting of Executive Members for City Strategy and Advisory Panel

29th October 2007

Report of the Director of City Strategy

FULFORD ROAD CORRIDOR

Summary

1. This report outlines the results of a multi-modal transport feasibility study of the A19 Fulford Road corridor, covering the length from Skeldergate Bridge and Tower Street in the north to the Designer Outlet (just south of the A19 / A64 interchange) in the south together with the associated feeder roads.
2. It identifies the current transport related issues along the corridor and the pressures the corridor will face in the future. It notes that the corridor is already congested at peak periods and, without intervention, there will be significant worsening of conditions in the future.
3. A package of improvement measures are proposed and agreement is sought that these should form the basis of the improvement strategy for the corridor and be developed and taken forward for public consultation.
4. A presentation will be given at the meeting to explain in detail the effects on the corridor. This will include plans of the proposed improvement measures detailed in this report.
5. The report notes that the proposed measures will impact on parking at some locations and, in particular, that continuous cycle facilities are not proposed as there are locations where the removal of on-street parking could have a significant effect on the local area. The report seeks members views on the cycling strategy for the northern end of the corridor.
6. The report also notes that the proposed measures will only address traffic congestion in the short term as there is no long term engineering solution. It identifies that other citywide traffic management measures will be required after 2011 if the proposed engineering measures are to be successful in the future.

Members will need to consider this report in the light of air pollution monitoring results that indicate a potential breach of the air quality objective for nitrogen dioxide on a section of the Fulford Road corridor.

Background

7. A study of this corridor was undertaken in 1999 by Colin Buchanan and Partners to identify a package of measures that could be implemented along this corridor. The objective of that work was to improve public transport and non-motorised transport, to reduce congestion, and to improve journey times, air quality and the physical environment.
8. That study identified a package of measures which included extensive bus lanes and bus priority measures in the northbound direction together with sections of cycle lanes in both directions. However the council was not able to progress any of the recommendations at that time due to significant opposition received, which mainly focused on the loss of on-street car parking and the increased severance the measures would have caused.
9. Additional studies have been carried out primarily looking at crossing facilities and bus stop locations on Main Street, Fulford. The outcome has been upgrading of the signalised crossing near Prospect Terrace and an additional refuge island crossing north of Fordlands Road. A decision on an additional crossing near Elliot Court was deferred pending the outcome of the Corridor Study.
10. In addition to the above improvements, modifications have recently been made to the signals at the Hospital Fields Road and Broadway junctions to benefit pedestrians and reduce delay times.
11. A Fulford Road Corridor Study carried out by the Halcrow Group, which also encompassed Fulford Road and Fishergate Gyrotory Cycle Route Studies, was commenced in 2005. That study aimed to address the relevant transport related issues along the corridor. It was subsequently put on hold pending a formal decision on the proposed Germany Beck and University expansion developments which would have both had impacts on the corridor.
12. Following two local Planning Inquiries, Planning Consent has now been granted by the Secretary of State for a major expansion of the University and for a 700 unit housing development at Germany Beck (immediately south of the main village centre of Fulford). The Germany Beck development consent requires the developer to provide a new junction on the A19 before development commences and to provide other improvements, including signalisation of the Naburn Lane junction and a toucan crossing immediately to the north of the existing Fordlands Road junction.

13. Subsequent to the outcome of the public inquiries, the Halcrow Group were commissioned to carry out this Fulford Road Corridor Multi-Modal Study as an extension of the previously stalled Corridor Study.

Study objectives and overview

14. The aim of this study has been to identify a strategy or strategies for improving transport and environmental conditions along the corridor taking particular account of the LTP2 objectives and strategy elements. The proposals resulting from the study were required to be practical, justifiable, and proportionate to the problems at each location.
15. The LTP2 strategy objectives are:
 - Tackling congestion;
 - Improving accessibility for all;
 - Safety;
 - Improving air quality;
 - Improving the quality of life; and
 - Supporting the local economy.
16. The core elements of the LTP2 strategy are:
 - The development of an integrated transport network;
 - A continued focus on a 'Hierarchy of Transport Users' which accords priority to pedestrians, cyclists and public transport users;
 - Modal shift away from the private car;
 - Improving air quality
 - Public transport provision and promotion;
 - Demand management;
 - Reallocation of road space;
 - Effective management of the network;
 - Improved forward planning;
 - Innovation and creativity;
 - Value for money; and
 - Smarter travel choices.
17. Discussions were held with council officers who have a day to day operational knowledge of the transport related issues that affect the corridor, including public transport operations, cycling, walking, safe routes to schools and air quality. Account has been taken of previous issues raised by ward councillors and residents.
18. Discussions were also carried out with the main public transport operators, the emergency services, and cycling and pedestrian focus groups. The Highways Agency were contacted regarding the A64 interchange.

19. The issues and proposals from previous studies along the corridor have been reviewed and appraised together with the transport assessments for the major developments.
20. The outcome of the above is summarised in a following section on “Corridor overview” in paragraphs 25 to 43.
21. A Paramics micro-simulation model has been used to provide a visual indication of traffic movements along the corridor. The base year (2006) model was validated by comparisons with observed journey times, traffic counts, and queue patterns.
22. The model was also used to assess conditions along the corridor in 2011 and 2021 as these correspond with core years in the councils own planning and modelling activities. This enabled analysis and data for the corridor to be linked to the council’s SATURN transport model which covers the whole of the urban area. For the purpose of this study it has been assumed that 228 of the 700 houses would be complete at Germany Beck by 2011.
23. The study assessed the ‘do nothing’ scenario. This takes account of planned city-wide developments that are envisaged to be in place by 2011 and 2021 and the proposed improvements to the A19 in the vicinity of the Germany Beck development that are a requisite part of the development approval. The assessment concluded that conditions along the corridor would continue to deteriorate and the findings are summarised in paragraphs 44 to 49.
24. The study then considered a range of options and strategies to improve conditions along the corridor. These were also modelled for 2011 and 2021 so that their effectiveness could be appraised and evaluated. The outcome of this assessment is summarised in paragraphs 50 to 65.

Corridor overview

25. The following were identified as the main issues affecting the corridor and have been considered as the study developed.
26. Fulford Road is one of the six main radial routes into the city centre and is a key access route to and from the areas to the south of the city. It is a vital artery for the life and operation of the city as well providing a main access for residents and businesses along the corridor in addition to the University and the Police headquarters. It will also become the main access to the proposed Germany Beck development.
27. LTP2 recognises that congestion and bus reliability are key issues on the corridor and one of the key schemes identified to tackle congestion is bus

priority measures on this corridor to make public transport more attractive and reallocate road space for alternative users.

28. The corridor has experienced a small but steady growth in traffic over recent years. It currently caters for traffic flows in the order of 1600 vehicles per hour at several locations in both the AM and PM peaks, with even higher flows south of Heslington Lane in the PM peak. It is heavily congested at peak times which not only impacts adversely on journey times but has also resulted in air quality issues.
29. Park and Ride service number 7 operates along the corridor between the city centre and the Designer Outlet site at the southern end of the corridor. There are 6 other bus services operating along the corridor in whole or in part. There are currently on average 14.5 buses per hour scheduled to operate along the corridor in each direction in the peak and off-peak periods together with 7 morning and afternoon home to school transport services serving Fulford School.
30. The congestion on the corridor, together with the absence of bus priority measures, results in significant delays to these services. This in turn has led to complaints from the operators and users of the services and makes it difficult to encourage motorists out of their cars and on to these services.
31. There are east-west cycle routes across Fulford Road and a parallel north-south cycle route alongside the River Ouse along part of the corridor, though there are currently no cycle route facilities along Fulford Road. Cyclists have requested a route along Fulford Road which can access other parts of the city centre and provide an alternative route when the River Ouse floods on to the riverside path.
32. The corridor is currently operating over its maximum capacity in the peak hours. The AM peak identifies the worst case scenario whereby traffic demand is approximately 17% above the level required to achieve a free-flow situation. Congestion in the morning lasts from about 07:45 to 09:30 and in the evening from about 15:30 to 18:30. School holidays and the weather can impact on these times.
33. Congestion on the inner ring road, in particular during the evening peak period, causes tailbacks onto the Fishergate gyratory. This can extend further back along the corridor which in turn can impact on both inbound and outbound movements.
34. Scheduled bus journey times of around 15 minutes between the A64 and the city centre can be doubled or even trebled when congestion is bad with some trips being completely missed. Bus timetables have been altered for some services using the corridor with 10 minutes being added to previously achievable journey times.

35. The A19 / A64 roundabouts are blocked during peak periods. This can cause extensive queues along the A19 south of the A64. Whilst the queues in the morning peak on the eastbound slip off the A64 do not normally extend back onto the main carriageway of the A64, the Highways Agency and the Police have concerns that, with the predicted growth in traffic, this will soon happen with serious safety implications.
36. The planning consent for Germany Beck requires the developer to provide a new junction on the A19 before development can commence. Also required are a section of northbound bus lane from Landing Lane northwards to a bus gate just south of the new junction, which is included in the above; signalisation of the Naburn Lane junction; and the provision of a toucan crossing just north of the existing Fordlands Road junction. The timing of the above is uncertain.
37. There are no proposed improvements to the corridor specifically linked to the University expansion.
38. Both the Broadway and Heslington Lane junctions with Fulford Road are subject to congestion during peak periods.
39. Motorists have difficulty exiting Cemetery Road in the evening peak and signalisation has been suggested.
40. The footway widths along the corridor are generally satisfactory though pedestrians have difficulty crossing the corridor at some locations. In particular new or improved crossing facilities have been requested at the following locations:
 - In the vicinity of Fishergate Primary School;
 - The existing crossing fronting St George's Primary School;
 - In the vicinity of Elliot Court.
41. Whilst there are sections of the corridor with waiting restrictions, primarily in the vicinity of junctions and to the north of the corridor, there are sections elsewhere which are heavily parked. The removal of on-street parking to provide cycle and / or bus lanes, in particular in the vicinity of retail premises and in residential areas with no alternative off-street parking, is likely to be highly controversial with local businesses and residents.
42. Fulford Road is one of the few abnormal load routes into the city centre therefore any improvements need to take this into account.
43. The area around Fishergate is currently part of the air quality management area. The area around the Heslington Lane junction is another area which suffers from poor air quality and may have to be declared an air quality management area.

Options

Do nothing option

44. The analysis that follows indicates that non-intervention is not an option and that appropriate measures must be put in place to deal with issues such as congestion, accessibility, air quality, quality of life, and the social and economic life of the city.
45. As noted in paragraph 23, this takes account of planned city-wide developments that are envisaged to be in place by 2011 and 2021 and the proposed improvements to the A19 in the vicinity of the Germany Beck development that are a requisite part of the development approval. It assumes that the infrastructure improvements linked to the Germany Beck development have been implemented by 2011 but only 228 of the 700 houses would be complete by that date.
46. The consequences are that by 2011 traffic is forecast to grow over the modelled area by approximately 2.4% in the AM peak and 6.6% in the PM peak, compared with the 2006 base year flows. No significant worsening of conditions along the main corridor is forecast, but this is mainly due to the additional infrastructure associated with the Germany Beck development.
47. By 2021 traffic volumes over the modelled area are forecast to grow by approximately 11.0% in the AM peak compared to the 2011 level and 13.4% compared to the 2006 level. In the PM peak they are forecast to grow by 13.3% compared to the 2001 level and 19.5% compared to the 2006 level. The corridor is forecast to be heavily congested which will further reduce journey speeds, increase journey times, and have an adverse impact on all modes of transport and air quality
48. During the 2021 AM peak, which experiences most congestion in the inbound direction, queues are forecast to extend back onto the main A64 carriageway and a considerable distance along the A19 south of the A64 from the Selby direction.
49. There will be extensive queuing in the city centre in the 2021 PM peak, and parts of the inner ring road could be stationary. This will delay traffic exiting the city centre and, in the inbound direction, traffic will experience difficulty entering the Fishergate gyratory from the south due to queues extending back along the inner ring road from Bishopgate / Nunnery Lane. This indicates that, for the Fulford Road corridor to operate effectively and efficiently, a solution to develop free flow on the inner ring road will be needed.

Improvement options

50. A number of options for improving the corridor have been considered. These range from engineering measures within the highway boundary to cater for all road users through to measures specifically aimed at one of the key user groups.
51. Analysis of the corridor identified the Heslington Lane and Hospital Fields Road junctions as being the key capacity constraints. The solutions at these junctions dictate the other measures required elsewhere on the corridor.
52. The option of corridor wide bus priority measures, similar to those recommended in the Buchanan Report, was considered and rejected. Queues on the corridor would remain largely unaltered or indeed increase with no positive effect on congestion at key sections where there are air quality issues. In addition it is known that these measures would be highly intrusive and highly controversial in areas such as Main Street Fulford.
53. An option of increasing capacity of junctions on the corridor via widening to provide extra road space has been considered and rejected. The overall effect of a capacity increasing policy on a corridor such as Fulford Road would be to gradually transfer congestion problems towards the journey end point i.e. the city centre. In addition, such options would not fit in with principles set out in LTP2 and other transport guidance documents.
54. An option was considered which focuses upon sections of the corridor where the greatest gain to public transport reliability can be achieved with the least intrusive measures, whilst also having regard to social and environmental factors. This strategy is based on bus priority with the use of queue relocation and gating of traffic, which has been used to good effect on other radial transport corridors such as Hull Road, Malton Road and The Mount. Bus gating and bus priority measures would be provided to the south of the proposed Germany Beck junction on the A19 making use of improvements required as part of that development. The A19 / A64 roundabouts would be partially signalised and improved to control movements into and through the roundabouts and to control queuing. Additional bus priority measures would be provided at key locations along the corridor.
55. An option focussing on pedestrians and cyclists has been considered. A number of proposals have been identified which provide additional facilities for pedestrians and cyclists along the corridor with the aim of encouraging mode shift from private transport to more sustainable modes. The ability to provide continuous cycle facilities on Fulford Road is however constrained by the built environment and car parking in specific locations.
56. The improvement measures identified in the above proposals are listed below.

Proposals

57. The study has identified a package of improvement measures, in addition to the Germany Beck related improvements allowed for in the 'do nothing' scenarios, which will benefit public transport operations and reduce congestion along the corridor. These can be summarised as follows:
- Using the Germany Beck junction to relocate queues away from built up areas such as the Heslington Lane junction to provide environmental improvements.
 - Widening Naburn Lane on the approach to the A19 junction and widening the A19 north of Naburn Lane to provide a continuous bus lane through to the proposed bus priority signal near the Germany Beck junction on the A19. This could not be accommodated within the existing highway reserve and additional land would need to be acquired and planning approval sought.
 - Improvements to the A19 / A64 roundabout including part time signals. These would improve the operation of the roundabouts and control queue lengths on the A64 slip roads.
 - A bus lane on the A19 approach from Selby to minimise delays to public transport.
 - Potential routing of all services from the Selby direction through the Designer Outlet site and out onto Naburn Lane in order that they can then utilise the Naburn Lane bus lane and avoid queues on the A19.
 - Signalising the Cemetery Road junction.
 - Signal timing modifications and minor improvements to all junctions. Improvements at the Heslington Lane and Hospital Fields Road junctions would involve the loss of at least part of the eastern verges and may require the removal of some trees in what are both conservation areas.
 - Northbound bus lanes on the approaches to Hospital Fields Road and Cemetery Road junctions, and on Fishergate gyratory.
 - Southbound bus lanes on the approaches to Hospital Fields Road and Broadway junctions.
58. It has not been possible to make firm recommendations at the current time for the northern end of the Fishergate gyratory and the Piccadilly junctions as these are affected by ongoing issues such as the Barbican

development, Coppergate 2 car park location, and possible re-routing of public transport services.

59. The study identified the following improved facilities for pedestrians:
- A pedestrian refuge island crossing adjacent to the bus stops between Fulford Cross and Maple Grove. This would also serve nearby retail outlets.
 - Signalised crossing facilities at or in close proximity to the Cemetery Road junction.
 - Converting the existing zebra crossing fronting St George's Primary School to a signalised crossing.
 - Signalised crossing facilities at the southern end of the Fishergate gyratory near to Fishergate Primary School.
 - Improved crossing facilities at the northern side of the Fishergate gyratory. The proposal would be developed in conjunction with the Barbican redevelopment proposals.
 - A pedestrian refuge island crossing near Elliot Court subject to further surveys to assess demand.
60. The study identified the following improved facilities for cyclists:
- Cycle lanes in both directions between Heslington Lane and Broadway.
 - A northbound cycle lane between Broadway and Hospital Fields Lane. In the southbound direction this would be an off-carriageway cycle route.
 - A northbound cycle lane between Hospital Fields Lane and Ordnance Road.
 - A continuous cycle lane southbound from Cemetery Road to Hospital Fields Road.
 - Provision of Advanced Stop Lines on all relevant approaches to junctions where they are not currently provided.
61. The study noted that, whilst it would be desirable to provide continuous facilities to help encourage cycling, at some locations the loss of on-street parking to accommodate cycle lanes could have a significant impact on local businesses or residential areas without off-street parking. As a result facilities for cyclists are not proposed on the following sections of the corridor:

- Between Fordlands Road and Heslington Lane.
 - Northbound north of Ordnance Road.
62. The study also noted that there are similar problems north of Cemetery Road with sections of on-street parking as well as localised sections with inadequate carriageway width and the difficulty cyclists face negotiating Fishergate gyratory. It therefore suggests that cyclists are routed via Cemetery Road, Kent Street and alongside the Barbican site rather than via the Fishergate gyratory.

Analysis - Appraisal of proposals

63. The package of improvements to the corridor, including bus lanes, queue relocation, changes to signals, and improved crossing facilities at appropriate locations, was tested using the Paramics model and compared with the current and 'do minimum' scenarios. The findings were as follows:
- Public transport will benefit by a large reduction in bus journey times in the inbound direction compared with the 'do nothing' scenarios. Outbound bus journey times increase slightly due to new signals on route but remain within acceptable levels.
 - Generally end to end car journey times increase across the board.
 - Queuing traffic would be removed from the Heslington Lane junction and, to some extent, from Fishergate with potential air quality benefits at both locations.
 - The queues would be relocated to the south of the Germany Beck development but the measures proposed remove queues from the main carriageways of the A64.
 - Many of the car and bus journey times would remain relatively unchanged by the provision of additional crossing facilities.
 - The proposed measures will only result in a nominal increase in bus use compared with present day levels. However without these measures there would likely be a switch back from bus to car due to extended bus journey times.
 - Conversion of the Park & Ride service to an express service by removal of some of the intermediate stops along its route would further reduce bus times by between 3 and 6 minutes. There would be a small additional modal shift from car to bus.

- The proposals would require the loss of on-street parking at some locations however the impact has been minimised by retaining well utilised parking wherever possible.
 - Although difficult to quantify, the lack of continuous cycle facilities may deter some potential cyclists.
64. The next step would be to further develop the proposals to a level that would enable public consultation to be carried out. This will follow this panel's agreement to the improvement strategy and would enable a report back to this panel in the spring of 2008 so that implementation of the measures could commence in the latter part of 2008/09.
65. The first phase of work would primarily be at the southern end of the corridor, including the Germany Beck junction, but may also include stand alone schemes such as improved crossing facilities elsewhere on the corridor.

Traffic management

66. The council's LTP has, as one of its priorities, to make a modal shift from the private car to public transport and other environmentally friendly forms of transport such as cycling and walking. The success of the plan depends upon encouraging the shift by providing realistic and viable alternatives as well as traffic management techniques and initiatives.
67. The proposals only address traffic congestion in the short term as there is no long term engineering solution. The study has identified that, even after implementation of all the initiatives in LTP2, it will be necessary to consider traffic management measures to control demand not only on the corridor but city-wide from 2011 onwards. If traffic demand is not managed, the performance of the transport system is likely to be adversely affected.
68. If the corridor is to operate in a near free flow state there will be a need to remove 18% of trips in 2011 and 37% of trips in 2021. A number of strategies / options for undertaking traffic management are listed below. A further study would be required to assess the potential impacts of these on this and other radials together with the city centre before any recommendations can be made.
- Low emission zone (LEZ) or emission based charging
 - Parking pricing
 - Public transport fare structure

- Access control measures
 - Extending Residents Parking to streets adjacent to the corridor
 - High Occupancy Vehicle (HOV) lanes
 - Staggered activity times
 - Work place parking charging
 - Road pricing
69. Without traffic management measures there would be a change back from bus to car over a period of time as buses gradually become more delayed and the benefits of using the bus decrease.

LTP evaluation

70. The table below provides a summary of an assessment of the proposals in this study against the objectives of LTP2. One tick represents low contribution, two ticks medium contribution and three ticks high contribution.

Objective	Infrastructure	Infrastructure + Traffic Management
Reducing Congestion		✓✓
Accessibility	✓	✓
Safety	✓	✓
Air Quality	✓✓	✓✓✓
Quality of life	✓	✓
Economy	✓	✓

71. The infrastructure improvements alone only transfer the congestion from one location to another. If traffic management is also included there will be a benefit as vehicles will be removed from the network.

Air quality evaluation

72. The Paramics model was used to assess vehicle emissions on key sections of the corridor for the 'do nothing', corridor improvements and traffic management options.
73. The 'do nothing' modelling showed that the levels of pollutants will increase throughout the corridor if no changes are made to the corridor. This means that areas that are currently experiencing air pollution problems will become

more polluted over time. It is likely that this will require declaration of a further air quality management area along the Fulford Road corridor at Heslington Lane and possibly elsewhere.

74. The model showed that if the corridor improvement proposals were implemented then the general trend will be for emission levels to reduce within the built-up sections of the corridor. The non-residential areas to the south of Germany Beck junction will generally have increases in pollutant levels due to queue relocation to these areas. The openness of the areas where pollutant levels increase will enable these to be more easily dispersed compared with residential areas.
75. If widespread traffic management measures are implemented so that the corridor returns to near free flow conditions then air quality is likely to improve across the network due to reduced vehicle emissions. This could eliminate the need for a further air quality management area in the city.

Carbon footprint evaluation

76. The data from the Paramics modelling was used to carry out a REAP (Resource and Energy Analysis Programme) analysis. REAP provides a measurement by which the environmental sustainability of an activity can be assessed.
77. The carbon footprint will continue to increase under the 'do nothing' scenario and would increase at a similar level even if the corridor improvements are implemented. Although the improvements would benefit public transport journey times they do not effectively reduce the number of car based journeys and resultant CO₂ emissions. Implementation of additional traffic management measures to encourage modal shift from car use to bus, cycling and walking would be required to provide a significant reduction in the carbon footprint.

Consultation

78. To date the only consultation has involved discussions with relevant council officers to obtain information about the corridor and get their views on the proposals. Discussions have been held with key transport user groups and stakeholders as part of the information gathering process, but no discussions have taken place regarding the outcome.
79. If members agree the recommendations in this report, a public consultation exercise is carried out to obtain the views of residents, businesses and stakeholders on these proposals and the results reported back to this panel.

Corporate Priorities

80. The scheme will form a key part in achieving the council's priority to increase the use of public and other environmentally friendly modes of transport along the Fulford Road corridor. It will also contribute to the council's priority to reduce greenhouse gas emissions.
81. They will, to some degree, help with improving the health and lifestyles of the people who live in York by providing facilities to encourage cycling and walking and reducing air pollution in key areas, as well as improving the actual and perceived condition of the city's streets.

Implications

82. This report has the following implications:

- **Financial**

This study has identified potential strategies for the corridor. Further work will be required to develop these and fully assess the financial implications. It is initially envisaged that £3m will be needed out of the LTP programmes for the next three years (2008-2011) to implement the measures that should be in place by 2011. Further work is required to develop the proposals and fully assess their financial implications. Financial approval will be sought through future reports.

- **Human Resources**

There are no Human Resource implications.

- **Equalities**

The proposed measures will benefit vulnerable road users such as cyclists and pedestrians. In particular improved crossing facilities will benefit the young and the elderly as well as the mobility and visually impaired, whilst more reliable public transport services will benefit non-car owners who tend to be low income families or the elderly.

- **Legal**

The City of York Council, as highway authority for the area, has powers under the following Acts and associated Regulations to implement improvements to the highway and associated measures:

- The Highways Act 1980

- The Road Traffic Regulation Act 1984
- Road Traffic Act 1988

Where the approved strategies and associated schemes require additional legal approvals (for example to make Traffic Regulation Orders or to acquire land), appropriate approvals will be sought.

The Council is legally obliged to declare an air quality management area where it is shown that air pollution levels are in breach of the national air quality objectives.

- **Crime and Disorder**

Where practical and appropriate the proposed improvements would include measures to enhance the safety of all road-users, in particular vulnerable users such as pedestrians and cyclists, as well as minimising the risks of crime.

- **Information Technology**

There are no IT implications at the current time. Any IT implications that develop into approved strategies and result in schemes would be the subject of future report(s).

- **Land & Property**

The vast majority of measures identified can be accommodated within the existing highway reserve. However it is envisaged that to introduce a bus lane on Naburn Lane and extending northwards from Naburn Lane to Landing Lane would require a planning application and the acquisition of additional land.

- **Other**

The full implications of any additional traffic management measures would depend on the actual measure or combination of measures. These would need to be fully assessed as part of any future report on traffic management.

Risk Management

83. In compliance with the Councils risk management strategy there are no risks associated with the recommendations of this report.
84. However if no measures are implemented conditions for users of all modes of transport on the Fulford Road corridor will continue to deteriorate and

pollution will worsen. The council would be failing in its duties under the Traffic Management Act and would be likely to have to declare a further air quality management area.

Recommendations

85. That the Advisory Panel advises the Executive Member for City Strategy that:

a) The contents of the report and outcome of the study are noted.

Reason: For background information and for assisting in the decision making process.

b) The proposals in paragraphs 57, 59, 60, 61 and 62 of this report, together with improvements linked to the Germany Beck development, should form the basis of the improvement strategy for the corridor.

Reason: To improve transport conditions along the corridor for high priority user groups and to minimise environmental impact on the corridor.

c) To agree that cyclists should be encouraged to use Cemetery Road, Kent Street and alongside the Barbican site rather than the section of the corridor north of the Cemetery Road junction.

Reason: To indicate the cycling strategy for the northern end of the corridor.

d) To agree that the proposed improvement measures are further developed, public consultation carried out, and the findings reported back to this panel.

Reason: To seek the public views on the proposed improvement measures and to help to develop those measures.

Contact Details

Author:

David Webster
Project Leader
Engineering Consultancy
Tel: 553466

Chief Officer Responsible for the report:

Damon Copperthwaite
Assistant Director (City Development & Transport)

Report Approved



Date 19/10/07

Specialist Implications Officer(s)

Report Author

Wards Affected: Fishergate; Fulford; and Guildhall



For further information please contact the author of the report

Background Papers:

Fulford Road Corridor Study, September 1999, Colin Buchanan and Partners

Annexes

None



Meeting of Executive Members for City Strategy and Advisory Panel

29 October 2007

Report of the Director of City Strategy

Petitions concerning the junction of Main Street, Knapton with the A1237

Summary

1. This report advises Members of the receipt of two petitions, one requesting the closure of Main Street, Knapton at its junction with the A1237, and one opposing this idea. The report also refers to additional consultation on this issue carried out by the Parish Council.

Background

2. A map of the area is included in **Annex A**.
3. A copy of the petition requesting the closure of Main Street is provided as **Annex B**, and a copy of the petition opposing the idea is provided as **Annex C**.
4. A plan showing the distribution of households represented by the petitions is provided as **Annex D**.
5. Rufforth with Knapton Parish Council are known to have concerns about speeding on Main Street, which they feel is being used as a rat run when the A1237 is congested. They also have safety concerns over right turn manoeuvres at the junction. The Parish Council initially supported the petition requesting the closure of Main Street. However, in view of the other petition, which suggests many local people would find the closure an inconvenience, and the fact that most households in the village were not represented within either petition, the Parish Council has subsequently decided to carry out further consultation with local residents on the matter.
6. It is understood that the Parish Council has recently distributed a questionnaire to all households in the village seeking views on three options. These are:
 - Close Main Street at its junction with the A1237.
 - Prohibit the rights turns in and out of the junction.
 - Leave the junction as it is now.

At the time of writing this report, the results of this consultation and the Parish Council's current views on the preferred way forward, are unknown. Therefore a verbal update will be given at the EMAP meeting.

7. According to Police records, the junction of Main Street with the A1237 has only experienced one injury accident over the last five years. This accident resulted in a slight casualty to a motorcyclist. Hence the junction does not qualify as a potential Local Safety Scheme within the Transport Capital Programme (usually at least four accidents over three years are need to justify possible inclusion).

Consultation

8. The Ward Councillors have been made aware of the situation, but none have chosen to put forward any views on the issue at this stage. It is intended to make the Councillors aware of the outcome of the latest Parish Council consultation as soon as possible, and invite comments again. A verbal update on any feedback from the Ward Councillors will be presented at the meeting.
9. No other consultation has been carried out at this stage.

Options & Analysis

10. Depending on the outcome of the Parish Council consultation and any subsequent views put forward by the Parish Council and Ward Members, the following two options are likely to be available for Members to consider:

Option One - To leave the junction as it is.

Option Two - To ask Officers to carry out a feasibility study on either closing the road or prohibiting the right turns in and out of the junction. This study would involve gathering traffic survey information to help assess the likely impact on the local road network of altering the way this junction currently operates. The outcome of such a study would then be reported back to enable Members to decide if a scheme should be put forward for possible inclusion in the Transport Capital Programme for 08/09.

Corporate Priorities

11. The proposals within this report are not specifically related to any of the corporate priorities. In the event of any subsequent action we would seek to align that action with the corporate priorities.

Implications

12. **Financial** – The staff costs linked to a feasibility study can be met from the Reactive Danger Reduction allocation within the 07/08 Capital Programme. However, any subsequent detailed design and delivery of a scheme would need to have a funding allocation made within the 08/09 Transport Capital programme.

12. **Human Resources (HR)** - No implications.
13. **Equalities** – No implications
14. **Legal** - no implications.
15. **Crime and Disorder** – no implications.
16. **Information Technology (IT)** - no implications.
17. **Property** – no implications.
18. **Transport** – no immediate transport implications, but this would be looked at in more detail as part of any subsequent feasibility study.

Risk Management

19. In compliance with the Council's Risk Management Strategy, there are not thought to be any risks associated with the recommendations of this report.

Recommendations

20. That the Advisory Panel note the content of the two petitions, and any further consultation feedback presented at the meeting, and advise the Executive Member of a preferred way forward based on the options put forward in paragraph 10.

Reasons: To respond to local residents' concerns.

Contact Details

Author:

Mike Durkin

**Joint Acting Head of
Transport Planning**

Tel No. 01904 551372

Chief Officer Responsible for the report:

Damon Copperthwaite

**Assistant Director, City development and
Transport**

Report Approved **Date** 8 October 2007

Specialist Implications Officer(s)

Financial : Patrick Looker

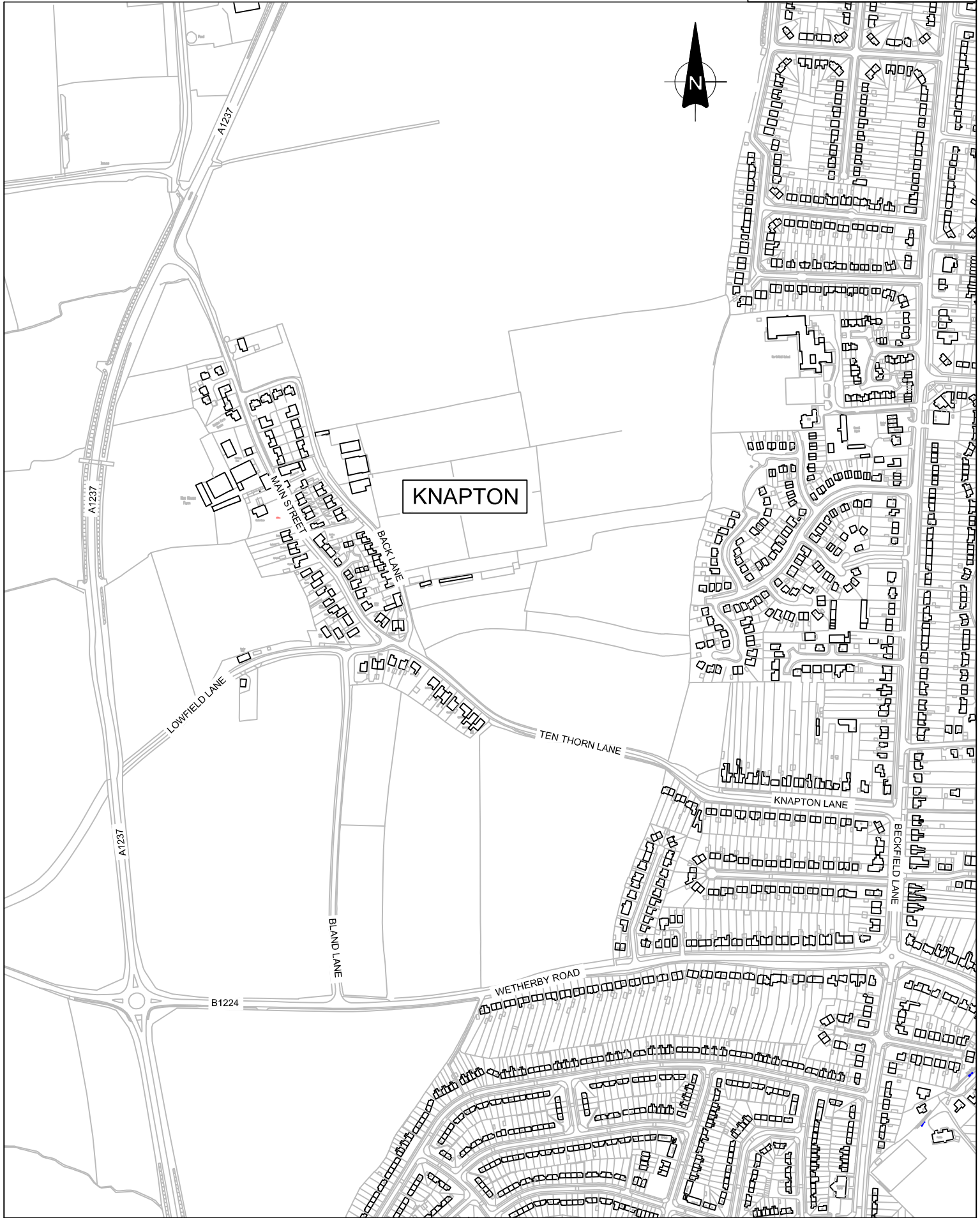
Wards Affected: Rural West

All

For further information please contact the author of the report

Annexes A, B, C & D

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KNAPTON



Plan of surrounding area
Knapton, York

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REV	AMENDMENTS	DATE	SCALE	Not to scale
			DATE	10/07/2007
		Drawn	BP	Checked MD

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ROAD CLOSURE PETITION: MAIN STREET, KNAPTON

We, the undersigned, feel there is a serious problem with traffic speeding along Main Street, Knappton. To remedy this we ask that the City of York Council, close the junction of Main Street, Knappton/ A1237-Outer Ring Road.

Name	Address
R Edwards	64 Main Street Knappton.
A Cameron	65. BACK LANE KNAPTON
M WILLIAMSON	65 MAIN ST KNAPTON.
SUE BOYDELL	MGREWOOD, MAIN ST, KNAPTON.
JOHN BOYDELL	" " "
PETER HIGGINSON	KNAPTON LODGE, KNAPTON
Barbara Higginson	" " "
Isk Lu	50 Mrs Ingham, Mrs Stron, Knapton
Virian Gile	St. Peter's Farmhouse Main St. Knappton
J Pearson	2 ST PETERS CLOSE
MMA	Knappton House Knappton
Mrs J. Rhodes	Red-House Knappton.
J. Gray	Mistral Knappton
T. Gray	Mistral Knappton
Mrs. J. Rhodes	Red House Knappton
Joe Piddell	Moorland Back Lane
P. Woodward	Moorland's Back Lane.

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We, the undersigned say NO to the proposed road closure
of Main Road, Knapton to the A1237 bypass

MR PA NIXON
THORNTON VILLA LOWFIELD
LANE Knapton, YORK
P A Nixon

MRS B WELSH
'TRESKO'
MAIN STREET

signature B. A. Welsh.

W. J. HALFORD & MRS M. HALFORD.
Brooklands,
LOWFIELD LANE, Knapton
top of village bridge H

MRS P. WADSWORTH
ALMYSIDE,
MAIN ST., Knapton

signature P. m. Wadsworth

MRS ~~HA~~ B CROSS
LINTON
LOWFIELD LANE
KNAPTON

MR B CROSS
LINTON
LOWFIELD LANE
KNAPTON

signature B Cross

R. Funnell
H E. Funnell
PRIMROSE FARM.
Knapton

M. J. Ward
Springfield
Main St
Knapton

signature YORK YO26QG.

MR + MRS P. DEIGHTON
73, MAIN STREET
KNAPTON
YORK

W J Ward
Springfield
Main St
Knapton

signature

signature W J Ward

DR & MRS CHRISTOPHER REES
KNAPTON HOUSE, MAIN STREET
KNAPTON
YORK

signature James R. Rees

signature

MRS K. JACKSON
WILLOW GARTH, LOWFIELD LANE
KNAPTON
YORK

signature. K. Jackson.

signature.

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We, the undersigned say NO to the proposed road closure
of Main Road, Knapton to the A1237 bypass

MRS. SUSAN NIXON.

THORNTON VILLA.

LOWFIELDS LANE.

KNAPTON YORK.

signature 

signature

MR A G STOCKTON

CORNELIAN

LOW FIELD LANE

KNAPTON

signature 

signature

MR S. MEED

67 MAIN ST

KNAPTON

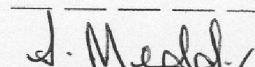
signature 

signature

Sue Meedd

67 Main Street

Knapton


signature 

signature

G. BLACKBURN.

60 MAIN ST

KNAPTON

signature 

signature

T. WELSH

TRESCO MAIN ST

KNAPTON

signature 

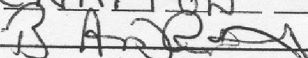
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B ANDREWS

BYWAYS

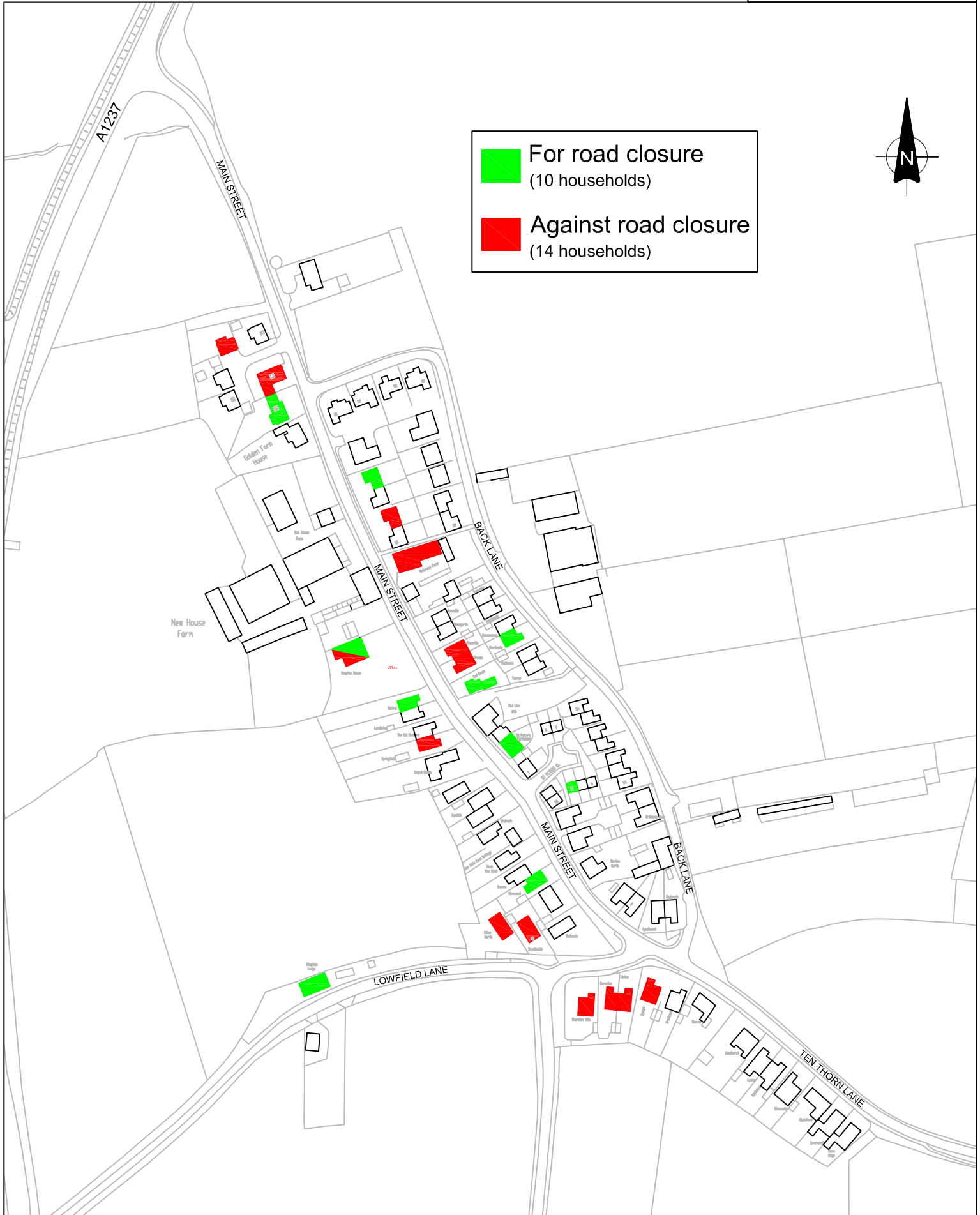
TEN THORN LANE

KNAPTON

signature 

signature

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Plan showing results of Petitions
Knapton, York

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City of York Council, Licence No. 1000 20616

REV	AMENDMENTS	DATE	SCALE	Not to scale
			DATE	10/07/2007
		Drawn	BP	Checked MD

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Meeting of Executive Members for City Strategy and Advisory Panel

29 October 2007

Report of the Director of City Strategy

RUFFORTH SCHOOL SAFETY ZONE AND ASSOCIATED SPEED MANAGEMENT MEASURES

Summary

1. Following monitoring and consultation, approval is requested to make permanent the two temporary chicanes on the B1224 Wetherby Road, which act as traffic calming measures to slow speeds in advance of the existing School Safety Zone. In addition, to further help reduce the speed of traffic approaching the school from the north-west, approval is sought to extend the existing 30mph speed limit on Wetherby Road.
2. The report also seeks authority to implement a number of other minor signing improvements in the vicinity of the School Safety Zone.

Background

3. In 1999/2000, a study of the traffic problems within the village of Rufforth highlighted concerns regarding traffic speeds. In response, the study report recommended improvements to the 30mph speed limit signing, and that a School Safety Zone should be installed outside the school.
4. In December 2000, the Planning and Transport (North-West Area) Sub-Committee approved a package of measures to improve road safety outside Rufforth Primary School. As part of this, a 20mph School Safety Zone was proposed, covering the section of the B1224 Wetherby Road outside the school. The measures sought to highlight the presence of the school, reduce vehicle speeds, and to make it easier for people to cross the road. The measures included a speed table crossing point directly outside the school's pedestrian entrance. The scheme was implemented in February 2001. Around this time, some minor improvements to the 30mph speed limit signing at the entry points to the village were also carried out.
5. Soon after the School Safety scheme was installed, residents adjacent to the speed table complained of excessive noise and vibration when large vehicles crossed over the table, affecting their quality of life and raising concern regarding damage to their properties. In response to these concerns, it was agreed that the speed table should be removed and replaced with two pairs of speed cushions, one at either side of a dropped crossing point. This work was carried out in June 2001.

6. Shortly after these amendments were made, a small amount of comment was received, which covered a mix of views. Some living near the scheme said that traffic speeds had increased, and that noise and vibration remained an issue if large vehicles did not straddle the cushions as intended. Other residents were in favour of additional traffic calming measures to reduce traffic speeds through the village. Most residents commented on the need to reduce the amount of heavy vehicles travelling through the village.
7. In response to these ongoing concerns, noise and vibration surveys were conducted, and a report on the findings was produced by the Council's Environmental Protection Unit in September 2003. The results showed that traffic noise was actually lower than at a control site in the village, away from the traffic calming scheme. They also showed that vibration was not at the high levels necessary to cause structural damage to nearby property. However, vibration did reach levels that are recognised to be perceptible by residents whilst in their properties. The problem is thought to be exacerbated in this particular location because of the relatively high percentage of heavy goods vehicles passing by, which cause the most noticeable effects, and the proximity of some buildings to the carriageway (some being as close as 1.5 metres from the road).
8. In November 2004, the Planning and Transport (West Area) Sub-Committee approved a revised School Safety Zone scheme that removed the speed cushions (as part of this, the removal of the speed cushions meant that the 20mph speed limit could no longer be retained – hence, the 30mph limit was reinstated), and alternative traffic calming measures in the form of chicanes to control traffic speeds entering the area outside the school were introduced. It was agreed that the chicanes should be constructed in a temporary manner and monitored for a period of six months. Additional measures also included improved 'gateways' at the three village boundaries, the introduction of Vehicle Activated Signing in the central part of the village, and a Zebra crossing adjacent to the school's pedestrian access with the associated anti-skid surfacing (it is worth noting at this stage, that the position of School Crossing Patrol Warden has been vacant at this location for some time, and remains so). The temporary chicanes were introduced in March 2006, along with the other speed management measures. The layout of these measures is shown in **Annexes A & B**.

Scheme Monitoring

9. During the six month trial period, traffic surveys and site observations were carried out in order to assess the effectiveness of the new measures. Analysis of the traffic data shows that the chicanes have been effective in maintaining low traffic speeds outside the school. The surveys show that average speeds outside the school were 26mph with the 20mph Zone and speed cushions in place, compared to 34mph when no form of traffic calming measures were in place. With the temporary chicanes in place, the current average speed is 28mph. This is close to the level achieved when the speed cushions were in place, and certainly much lower than when no traffic calming measures were present.

10. However, on the downside, Officers have observed some poor driver behaviour, such as:
- Some drivers speed up to get past the chicanes before the oncoming traffic arrives, so that they're not delayed by having to give way;
 - A small minority of drivers disregard the requirement to give way under the current priority arrangements, sometimes causing 'near misses'. This situation can be exacerbated in adverse weather conditions, particularly in fog;
 - The temporary chicanes have been hit by approaching/passing vehicles on a small number of occasions during the six month trial;
 - Parents of children attending the school have reported that some drivers do not stop to allow them to cross the road on the Zebra crossing.

Proposals

11. In view of the positive speed survey results outside the school, and in consultation with the Ward Members in post at that time (i.e. prior to the May 2007 election), Officers developed proposals for making the chicanes permanent along with some additional measures to further enhance road safety in the area. The proposals are shown on the plans in **Annex C**, and are described below:
- Permanent chicanes with kerbed edges, illuminated bollards and chevron boards, and incorporating a cycle bypass lane. These features are proven in regulating traffic speed outside the primary school, and their increased conspicuity should reduce the chances of the chicanes being hit by approaching vehicles;
 - Relocation of the existing 30mph speed limit boundary on the approach from Wetherby. This is intended to reduce the speed of traffic approaching the village from the north;
 - The introduction of some 'five-bar' gate features, painted white, at both sides of the road on the Wetherby approach to the village to enhance the existing 30mph village 'gateways'. This is intended to highlight the start of the 30mph speed limit and encourage drivers to reduce traffic speeds as they enter into the village;
 - Introduction of one additional Vehicle Activated Sign, on the approach to the northern-most chicane. This is intended to remind drivers who may not have slowed down sufficiently of the 30mph speed limit as they approach the school Safety Zone from the north.

Consultation

Consultation Process

12. An information leaflet on the proposals (see **Annex C**), which included a questionnaire on a separate sheet with a freepost return address, was distributed to all residential properties in the village on 22 December 2006. The primary school and the Parish Council were also included within this distribution. In total, approximately 235 leaflets were delivered, and a deadline of 16 January 2007 was given for the receipt of questionnaires and to forward any comments. This gave consultees approximately three and a half weeks to respond, and an opportunity to respond after attending the Parish Council's pre-scheduled meeting, which took place on 8 January 2007. A Council Officer was present at the meeting to explain the reasoning behind the proposals, and to field any questions that people might have about the proposals.
13. Consultation was also conducted with the previous Ward Members, and consultation letters were also sent to other interested parties, which included the emergency services.

Consultation Feedback

Residents

14. A total of 102 questionnaires were returned. The main results are shown in the table below:

Proposal	Percentage of Responses				
	Strongly	Slightly	No Opinion	Slightly	Strongly
	Agree			Disagree	
Retaining the Chicanes	34.3%	10.8%	2.0%	2.0%	51.0%
Extending 30mph Limit	64.7%	10.8%	3.9%	5.9%	14.7%
Additional VA Signs	71.6%	20.6%	4.9%	0.0%	2.9%

15. In summary, the results show that a slight majority oppose the retention of the chicanes. However, there is a large majority of support for the 30mph speed limit extension and the introduction of a Vehicle Activated Sign.
16. Below is a summary of reasons given for opposing the chicanes:

	Percentage of responses
Poor driving at chicanes	51.0%
Traffic/tailbacks at chicanes	22.5%
Deterioration in air quality	9.8%
Speed humps more effective	6.9%
Excessive traffic noise	4.9%

17. In addition to this feedback, a petition was received with 88 signatures in objection to the proposal to make the chicanes a permanent feature (see **Annex D** for the front page of the petition). The 88 signatures gathered represent 68 households in the village. Out of an approximate total of 235 households within the village, this represents 29% against the proposal

(assuming that all village residents were consulted by the person compiling the petition).

18. A more detailed summary of the comments received from residents is contained within **Annex E** along with Officer responses. The key issues resulting from this are discussed below:

- **Issue 1: Poor driving at chicanes.**

Officer comments – The nature of this type of traffic calming feature and how drivers conduct themselves when negotiating such measures has to be balanced against the positive benefits of speed reduction outside the school. Driving on the footway is obviously not acceptable, but this could be prevented by providing timber bollards where necessary. Officers consider that in their temporary format, the chicanes are rather like road works in appearance. However, Officers feel that the majority of drivers still comply with the priority arrangements, and if made into permanent features, drivers would be even more likely to respect the chicanes. In conjunction with improved advance signing, Officers also consider that drivers would be much less likely to collide with the chicanes than at present, although clearly, those few drivers that have done so in the past have either been driving without due care, or were driving at excessive speed.

In the main, our surveys have shown that drivers generally comply with the 30mph speed limit in the village. It is unfortunate, but there will always be a minority of drivers who display poor behaviour. However, without any form of traffic calming feature (as indicated by our speed surveys) average speeds outside the school would increase to approximately 34mph, whereas with the chicanes in place, it is more like 28mph.

- **Issue 2: Traffic/tailbacks at chicanes.**

Officer comments – Officers accept that traffic sometimes builds up through the village for the car boot and auto-jumble (which are particularly busy over the summer months), sometimes on race days, and occasionally when incidents occur on the A1 and A59. Officers looked at the situation on a car boot Sunday on 17 December 2006 and there were no problems. It appears that it is rare for the build up of traffic to cause major disruption or safety concerns, even at busier times of the year. The only consequences are of inconvenience to motorists when occasional delays can be experienced if traffic queues back from the chicanes as motorists give way to what can be a continuous flow of traffic leaving the School Safety Zone. Officers would expect that drivers' common sense would prevail under these circumstances and where queues do build up, some motorists may allow traffic to pass the chicanes when their own progress is impeded.

- **Issue 3: Speed humps more effective.**

Officer comments – Speed cushions, as a vertical traffic calming measure, are more effective in reducing traffic speeds than horizontal measures. However, this method of traffic calming has already been tried and subsequently rejected, due to the associated problems as outlined in the Background section of this

report. When the School Safety Zone was introduced in 2001, a 20mph speed limit and vertical traffic calming measures were introduced. Current legislation dictates that to introduce a 20mph speed limit, vertical traffic calming measures have to be included to self-enforce traffic speeds within the Zone. However, following complaints from residents about traffic noise and vibration caused by vehicles riding over the speed cushions, the Council had to remove the traffic calming measures. Consequently, the speed limit had to revert back to a 30mph limit. Current legislation does not allow the introduction of a 20mph speed limit without vertical traffic calming measures.

- **Issue 4: Excessive traffic noise.**

Officer comments – The issues now relate to increased braking and subsequent acceleration as drivers negotiate the chicanes. However, this is not considered to be a significant problem, and has certainly generated far less complaints than the noise and vibration issues linked to vehicles riding over the vertical traffic calming measures in the past. It is found that the overall noise level in areas where traffic calming is installed generally reduces as vehicles are travelling more slowly, but because of this, the peaks can become more noticeable. Therefore, even though this route is well used by heavy goods vehicles, Officers consider that any increases in traffic noise at the chicanes should be minimal. Officers' observations on-site have not given rise to concerns in this regard, despite the odd sounding of a vehicle's horn.

- **Issue 5: Deterioration in air quality.**

Officer comments – We have sought the views of the Council's Environmental Protection Service concerning this issue. Their advice was that since this area of the city is relatively open, emissions from vehicles are likely to be easily dispersed and thus unlikely to pose any potential health threat to local residents. It is generally acknowledged that emission concentrations generally return to background levels approximately 10-15m away from the carriageway. City of York Council currently undertakes monitoring of air quality at over 300 sites in the city and at present the only areas shown to have the potential to breach the current UK health based air quality objectives are areas on, or close to, the inner ring road in the city centre. Historical monitoring data from Rufforth has shown that levels of nitrogen dioxide in the village were well below the government's health based objective levels (i.e. levels of pollutant likely to have a negative impact upon health).

Organisations/other interested parties

19. **The Police** would have difficulty in supporting the proposed extension of the 30mph speed limit because it would start too far out of the village. They think that this could lead to poor driver compliance, and fear that the overall speed of vehicles could in fact rise due to the lack of any obvious need to reduce speed at this location. The Police are also opposed to the proposed use of a Vehicle Activated Sign within this context. They generally only favour the use of such signs as a last resort where there is a speed related accident problem, and it has been found that other measures have been unable to achieve the desired speed reductions. They are concerned that if the implementation of VAS is not

regulated by conducting such meaningful analysis, then the potential proliferation of inappropriate usage would be likely to dilute their overall effectiveness. To back this up, the Police referred to DTp guidance, which says that VAS should only be used where there is an existing speed related accident history, which cannot be solved through the introduction of standard signing or similar measures.

Officer response:

Officers met with the Police on-site, and having reviewed the situation, identified a more suitable position for the extension of the 30mph speed limit boundary, which the Police could support. This is close to the first house, and should give approaching motorists a stronger impression that they are entering a village environment. The start of the speed limit boundary would then be only about 190m away from the chicane, as compared to around 340m under the original proposal.

With regard to the proposed Vehicle Activated Sign, Officers consider that if the speed limit commences at the amended position, there would be a reduced need for such a sign in advance of the chicane. It is therefore proposed to remove this measure from the proposals. However, Officers consider that speed monitoring should be conducted following implementation of the other measures to assess the scheme's effectiveness before considering whether a Vehicle Activated Sign may still be required.

In addition, the warning signs for motorists approaching the chicanes were also reviewed on-site with the Police, and a slightly revised layout developed.

20. ***The Head Teacher at Rufforth Primary School*** is generally supportive of the proposals, and responded by agreeing that the chicanes do slow the majority of the traffic travelling through the village. However, his main concern relates to the minority of drivers who show little regard for the safety measures. Indeed, he is particularly concerned that some drivers are reluctant to stop at the Zebra crossing, which is frustrating and disconcerting for pedestrians when they are waiting to cross. Therefore, he thinks that a Pelican crossing would be a safer measure to assist the children to cross the road, as a red light means stop and is clear to all drivers.

Officer response:

Officers could not support a conversion of the existing Zebra to a Pelican crossing because of concerns over an increased risk of a serious accident occurring. Our main concern is that children will automatically cross as the 'green man' is displayed, and a driver could fail to observe the signals and stop. There is evidence that in situations where a crossing is rarely used (as is the case at this location), drivers who travel through the area regularly can become accustomed to the signals being at green, and are therefore less likely to observe the change to a red signal. This risk is highlighted in the DfT's Local Transport Note (LTN) 1/95: The Assessment of Pedestrian Crossings, which says "*In considering a signal-controlled crossing, caution should be exercised where pedestrian flows are generally light, or light for long periods of the day.*"

Drivers who become accustomed to not being stopped at the crossing may begin to ignore its existence, with potentially dangerous consequences."

An additional safety concern is linked to pedestrians becoming impatient when a red man is displayed, and traffic flows are low. This delay can lead them to cross against the red man. In turn, this can add to driver frustration if they have to stop for a red signal on an empty crossing, and may result in some red light violations.

Whilst we understand the concerns about the behaviour of a minority of drivers not stopping immediately for pedestrians waiting to use the Zebra crossing, this is not considered to be such a safety concern, provided that the crossing is used correctly. To help address this, we are already working with the school to help educate children and parents about how to use the crossing safely. A point worth noting, is that even where traffic does not stop immediately at the Zebra crossing, delays to pedestrians are still likely to be less than with a Pelican, as the traffic does eventually stop to allow pedestrians to cross.

21. **Rufforth & Knapton Parish Council** do not wish to see the chicanes retained, but support the proposed 30mph speed limit extension and additional Vehicle Activated Sign. In their comments, they have focused upon the associated problems with poor driver behaviour at the chicanes, and drivers disregarding the Zebra crossing outside the school. The Parish Council feels strongly that the current arrangement has raised the risk of an accident, particularly one involving pedestrians both on the crossing and on the footways adjacent to the chicanes. The Parish Council believes that removal of the chicanes and the introduction of a traffic light controlled crossing (a Pelican) would be a better solution. As part of this, they would want any noise nuisance from any audible alarm to be minimised, and that the crossing was supported by measures to control speed through the length of the village (as opposed to locally at the school) by the incorporation of additional and preferably larger Vehicle Activated Signs, regular speed camera checks (with prosecutions) and more dominant road markings adjacent to the crossing.

Officer response:

Officers attended the Parish Council meeting on Monday 8 January, and the previously mentioned comments concerning poor driver behaviour were discussed a length, as was the suggestion of a Pelican crossing. Reference should also be made to **Annex E** for further details on all of the concerns raised as part of the consultation exercise.

Revised Scheme Proposals

22. As a result of the consultation feedback, and following the meeting with the Police's Traffic Management Liaison Officer to discuss their concerns in more detail, a number of amendments to the proposals were made. These are shown in **Annex F**. In summary, the key elements of the revised layout are as follows:
 - Revised position for the 30mph speed limit boundary (closer to the village environ) on the northern approach to the village;

- No immediate provision of a Vehicle Activated Sign (to be reviewed following further monitoring);
- Improved signing arrangements, which should help to provide an improved warning for motorists on their approach to the chicanes, the School Safety Zone and the Zebra crossing;
- Timber bollards to prevent vehicles from overrunning the footways and verge areas adjacent to the chicanes.

Further Consultation

23. Following the election in May 2007, the newly elected Ward Members arranged for a public meeting to be held in early September to discuss the latest proposals. Prior to this, Officers sent out an update letter to all households in the village presenting the revised proposals and inviting residents to the public meeting.

Feedback from the Public Meeting

24. The issues raised at the public meeting were mostly the same as those already discussed (the key issues are covered in Para 18 above). A couple of new issues were raised, and these are summarised below:
- Using pinch points with priority working instead of chicanes would have the advantage of pulling cars into the middle of the road, rather than the wrong side of the road;
 - Speed activated traffic signals (similar to systems used in Portugal and Spain), which change to a red signal when approaching traffic is travelling in excess of the speed limit should be considered as an alternative to chicanes.

These suggestions are covered in more detail together with an Officer response in **Annex G**.

Ward Members' Views

25. Councillors Ben Hudson and Paul Healey support the revised proposals in principle, and have made the following statements:

Cllr Paul Healey: "The current situation with temporary chicanes on the approach to the Primary School is causing a substantial nuisance to nearby residents. However, this needs to be weighed against the speed reduction they impose. Given that the survival rate of a child involved in an accident is directly related to speed of impact I could not with a clear conscience support the removal of the chicanes and the subsequent speed increase. However, I do believe that Speed cameras would be more suitable for all concerned and would recommend, that if retained, the chicanes are replaced by cameras at the earliest opportunity."

Cllr Ben Hudson's full comments are attached as **Annex H** to this report, and the following is a summary of his comments:

Although the chicanes are not popular with some village residents, the City Council has a policy to provide Safety Zones outside schools, and I could not support a removal of the chicanes without providing alternative traffic calming measures to replace them. In addition, I do not support the conversion of the existing Zebra crossing to a Pelican because research has shown that where such facilities are not used frequently, a Pelican could be more dangerous than the existing Zebra crossing.

26. Councillor Ian Gillies, as the Chairperson for this Advisory Panel, has chosen not to comment in advance of the meeting.

Options

27. The following options are available for Members to consider:

Option One - Implement the original proposals, as identified in the consultation leaflet (see **Annex C**).

Option Two - Implement the revised proposals as shown on the drawing in **Annex F**, plus any other amendments that are considered necessary.

Option Three - Do not implement the proposals and remove the temporary chicanes, together with the associated signing and road markings.

Analysis

28. The arguments against the proposals have been considered, and although there are obviously strong feelings held by many village residents about the negative aspects of the chicanes, Officers consider that none raise serious safety concerns. Indeed, Officers would have more serious concerns over removing them completely, as without any measures in place, there would be the prospect of average speeds outside the school rising back to around 34mph. In addition, Officers are concerned that without any form of traffic calming, the highest recorded speeds (albeit by a minority of drivers) could also increase considerably. This conclusion has been drawn from a comparison of the top vehicle speeds recorded during a number of speed surveys conducted outside the school under varying road layouts, as indicated in the table below:

Speed Survey Details	Direction	Highest speed recorded
Pre SSZ with no traffic calming(March '99)	N-bound (out of village)	49mph
	S-bound (into village)	48mph
With 20mph SSZ in place (March 2005)	N-bound (out of village)	33mph
	S-bound (into village)	41mph
Temporary chicanes in place (Sept 2006)	N-bound (out of village)	34mph
	S-bound (into village)	40mph

29. As mentioned earlier, Officers do not support the suggestion to introduce a Pelican crossing, because Officers consider that in these circumstances, the Zebra crossing offers the safest, most practical and most convenient crossing

facility. Therefore, Officers consider that a revision of the proposals as outlined above offers the best overall solution, whilst recognising that this would be unpopular with many of the village residents and the Parish Council. If the proposals were implemented, further monitoring would need to be carried out in order to evaluate the effectiveness of the measures, and assess whether any additional measures were considered necessary.

30. Although not recommended within the revised proposals, it is thought prudent to have an option available for an additional Vehicle Activated Sign to be added to the scheme, should monitoring of the entry speed of vehicles approaching from the Wetherby end of the village indicate that one may be helpful. Officers suggest setting a target average speed of 34mph in advance, for the section between the proposed relocation of the 30mph speed limit boundary and the chicane. Consequently, Officers request that delegated authority is granted to install a Vehicle Activated Sign, should this target average speed be exceeded.
31. Officers consider that the proposed introduction of the 'five-bar' gate feature as part of the enhanced 'gateway' for the Wetherby approach would be effective at encouraging slower entry speeds into the village. If successful, such features could also be useful additions to the other entry 'gateways' into the village (from York and Askham Richard). Therefore, Officers request that delegated authority is granted to install additional 'five-bar' gates should they be considered appropriate. Under this delegation, Officers would review the impact of the enhanced 'gateway' on traffic speeds and local reaction to the 'five-bar' gate at the Wetherby approach to the village, before deciding whether this feature should be installed at the other entry points to the 30mph speed limit.

Corporate Priorities

32. Retaining and enhancing the existing measures that help to reduce the speed of traffic outside Rufforth Primary School, and through the village as a whole, would help meet the Council's Corporate Priorities. In particular, it should encourage local people to walk and cycle, which in turn, meets the priority of improving the health and lifestyles of the people who live in York. In addition, the extensive local consultation on these proposals meets the priority of focusing on the needs of customers and residents in designing and providing services.

Implications

Financial/Programme

33. Funding provision, including a provisional sum for a Vehicle Activated sign and 'five-bar' gates has been allocated within the current Capital Programme for 2007/08. Should approval be granted, it is hoped that the measures could be implemented within the current financial year. The total estimated cost of the works is £40k, broken down as follows:
 - £34k for measures associated with the School Safety Zone and 30mph speed limit relocation;

- £4k for Vehicle Activated Sign installation (if deemed necessary);
- £2k for 'five-bar' gates installation at two further sites (if deemed necessary).

Human Resources (HR)

34. There are no human resources implications.

Equalities

35. There are no equalities implications.

Legal

36. There are no legal implications.

Crime and Disorder

37. There are no crime and disorder implications.

Information Technology (IT)

38. There are no information technology implications.

Property

39. There are no property implications.

Risk Management

Risk Category	Impact	Likelihood	Score
Physical	Very High	Remote	5
Financial	Medium	Possible	9
Organisation/Reputation	Medium	Probable	12

40. In compliance with the Council's risk management strategy, the main risks that have been identified in this report are physical harm linked to road traffic accidents (Physical), higher than expected construction costs (Financial), or damage to the Council's image and reputation because the proposals may remain unpopular with many people (Governance). Measured in terms of impact and likelihood, the risk scores have all been assessed at less than 16. This means that at this point the risks need only to be monitored, as they do not provide a real threat to the achievement of the objectives of this report.

Recommendations

41. That the Advisory Panel advise the Executive Member to:
- a) Approve the revised proposals as shown in **Annex F** (in accordance with **Option Two** above) for implementation in the 2007/08 capital programme.

Reason: To retain a form of effective traffic calming outside the primary school in order to maintain low vehicle speeds, thereby creating a safer environment for school children and village residents.

- b) Request that Officers report back to an Officer In Consultation (OIC) meeting to authorise the installation of a Vehicle Activated Sign at the north-western entry point to the village (on the Wetherby side), should the monitoring of traffic speeds determine this to be necessary, following the introduction of measures in accordance with Recommendation a) above.

Reason: To enable further steps to be taken to reduce traffic speeds on the approach to the village from the Wetherby direction, should the speed monitoring exercise indicate that average approach speeds are excessive.

- c) Request that Officers report back to an OIC meeting to authorise the installation of 'five-bar' gate arrangements at the two other entry points to the village (on the York and Askham Richard sides), should this be considered appropriate after assessing the success of this measure on the Wetherby Road approach.

Reason: To enable further steps to be taken to reduce traffic speeds on the approaches to the village from the York and Askham Richard directions, should Officers consider that the 'five-bar' gate arrangement has had a positive effect at the Wetherby approach to the village.

Contact Details

Author

Jon Pickles
Senior Engineer
Transport & Safety
Tel No: 553462

Chief Officer Responsible for the report

Damon Copperthwaite
Assistant Director of City Strategy

Report Approved



Date 17/10/07

Specialist Implications Officer(s)

Financial :
Tony Clarke
Capital Programme Manager

Wards Affected: Rural West York

All

For further information please contact the author of the report

Background Papers:

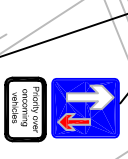
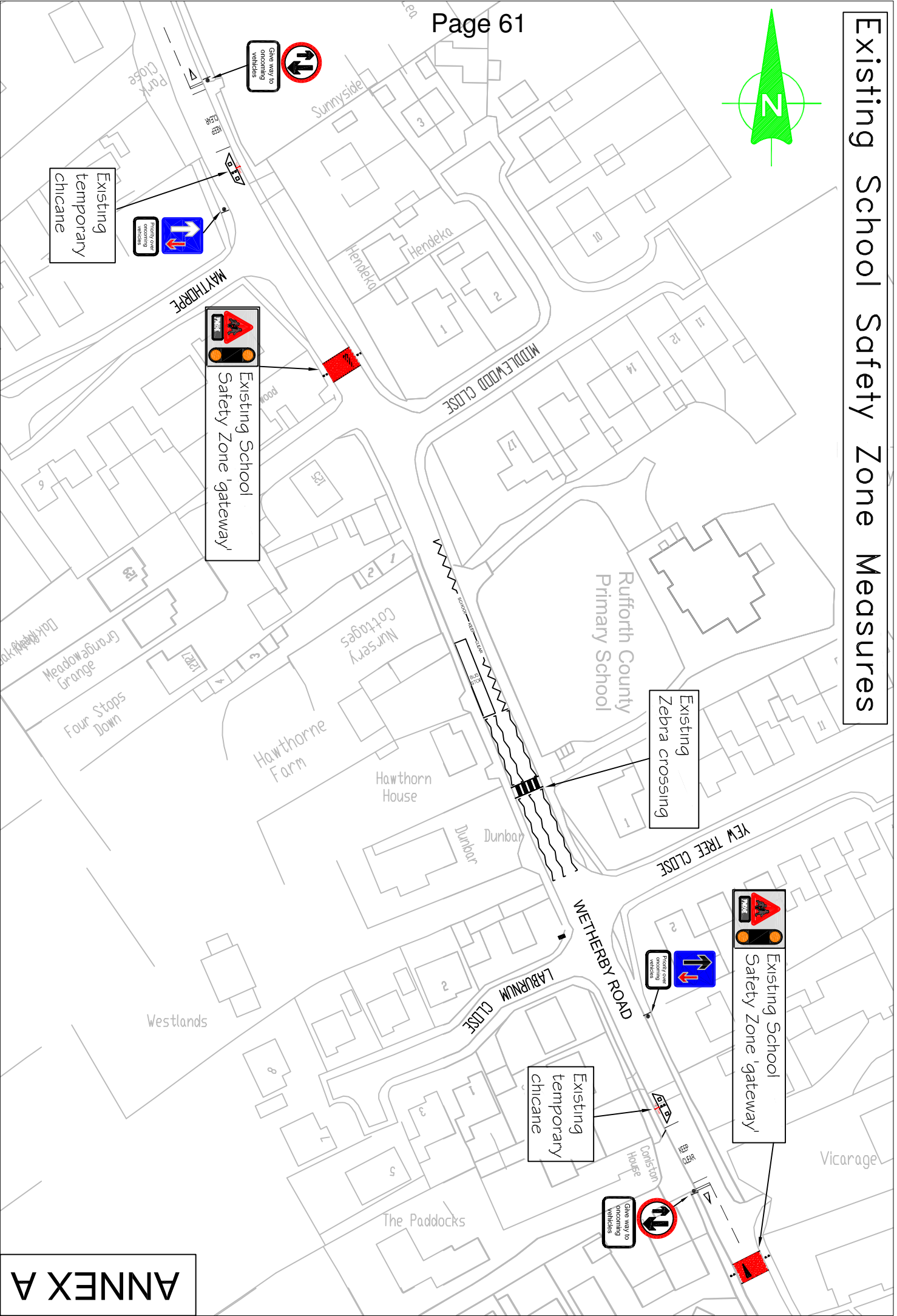
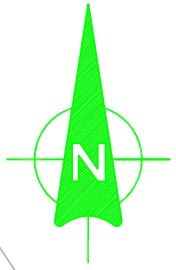
Rufforth School Safety Zone and Associated Speed Management Measures – Officer In Consultation report – presented 30 January 2007.

Annexes:

Annexes A, B, C, D, E, F, G and H.

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Existing School Safety Zone Measures



Existing temporary chicane



Existing Zebra crossing



Existing temporary chicane



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Existing red stripes on the road to alert drivers of the reduced speed limit ahead

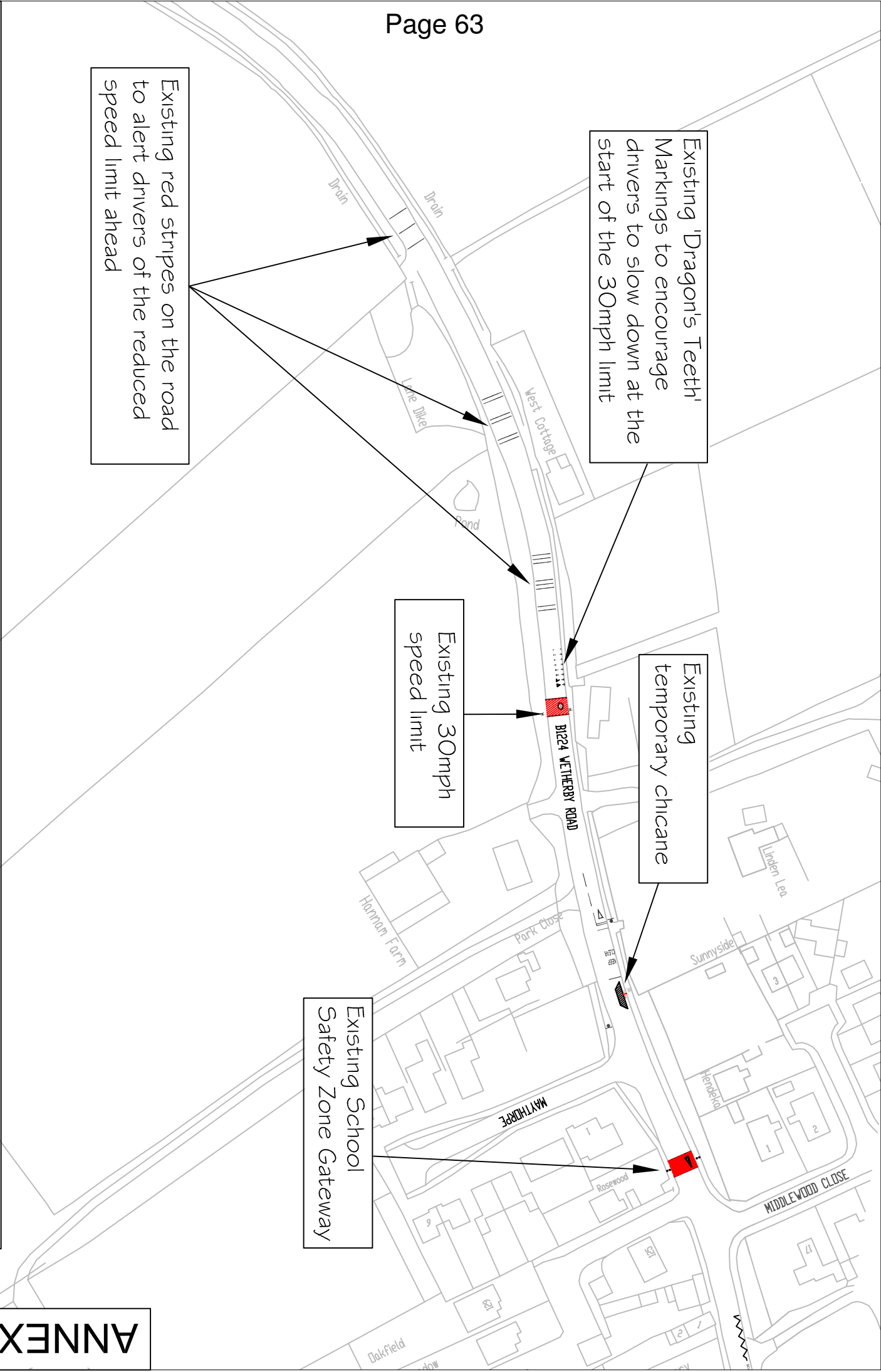
Existing 'Dragon's Teeth' Markings to encourage drivers to slow down at the start of the 30mph limit

Existing 30mph speed limit

Existing temporary chicane

Existing School Safety Zone Gateway

Existing 30mph Speed Limit Measures (Northern Approach from Wetherby)

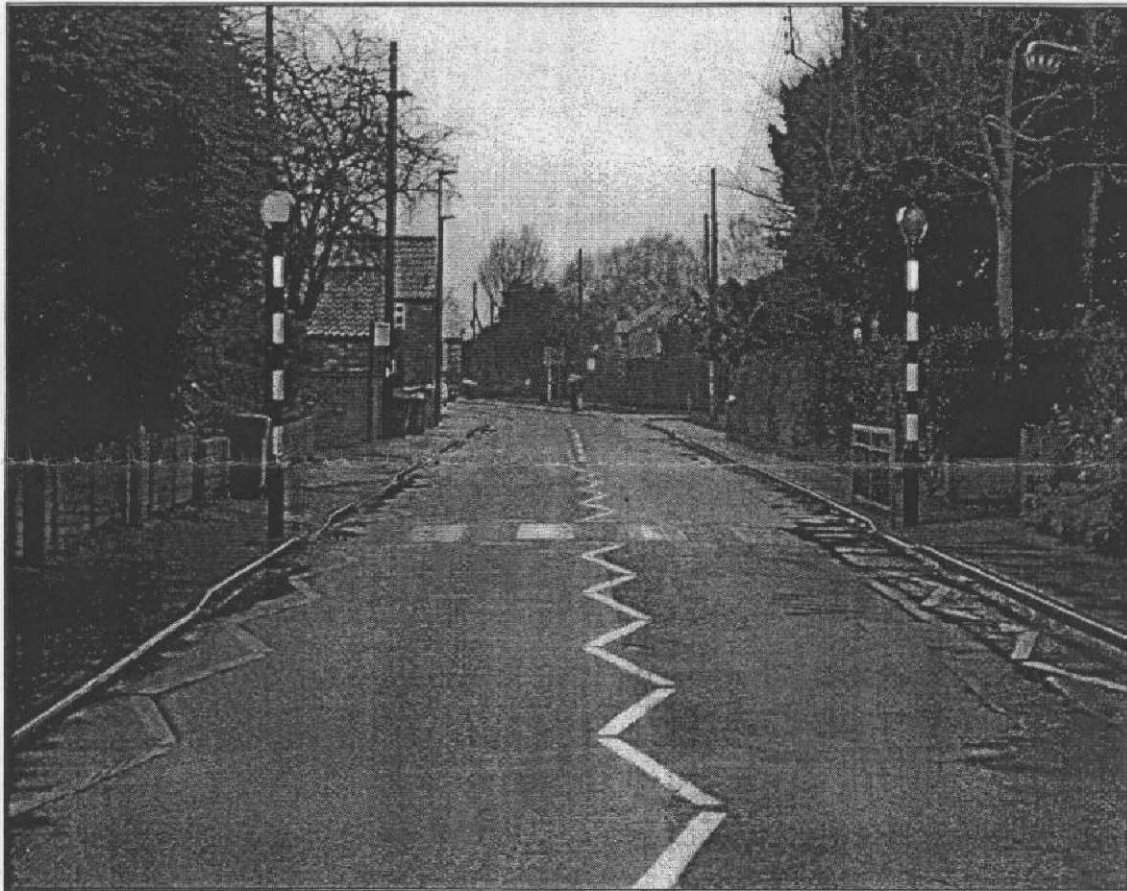


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Rufforth School Safety Zone Proposals for Comment

ANNEX C

Pg 1 of 5



Back in March a new Zebra Crossing was introduced outside the school. To help reduce traffic speeds in this area some chicanes were also introduced on a trial basis.

Although there have been some problems, speed surveys show that the chicanes are effective. Hence, it is now proposed to make them permanent.

In addition, it is proposed to extend and reinforce the 30mph limit at this end of the village to further reduce traffic speeds approaching the school.

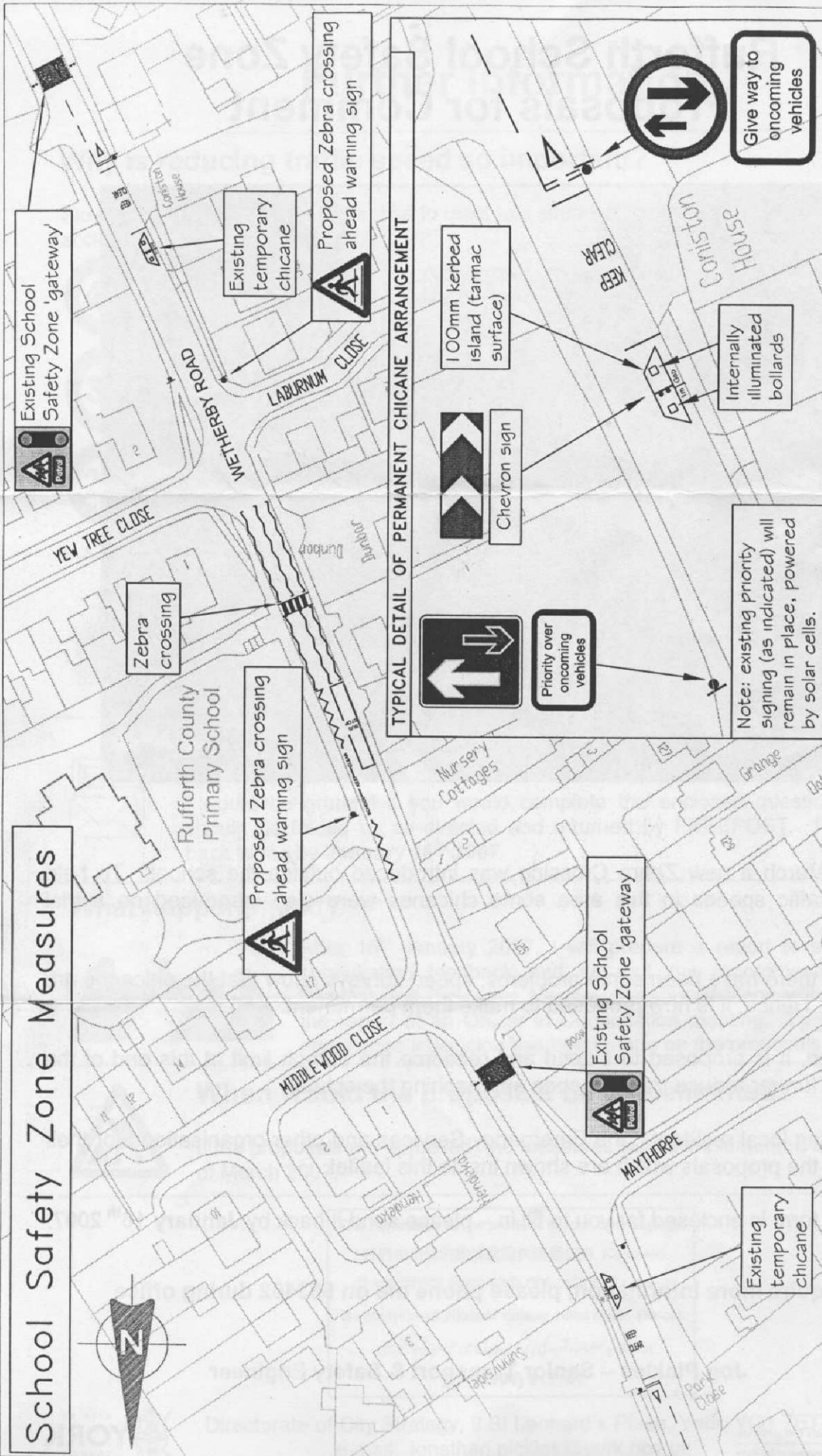
I am asking local residents, the Emergency Services and other organisations for their views on the proposals which are shown inside this leaflet.

A survey form is enclosed for you to fill in – please send it back by **January 16th 2007**.

If you require more information, please phone me on 553462 during office hours.

Jon Pickles – Senior Transport & Safety Engineer

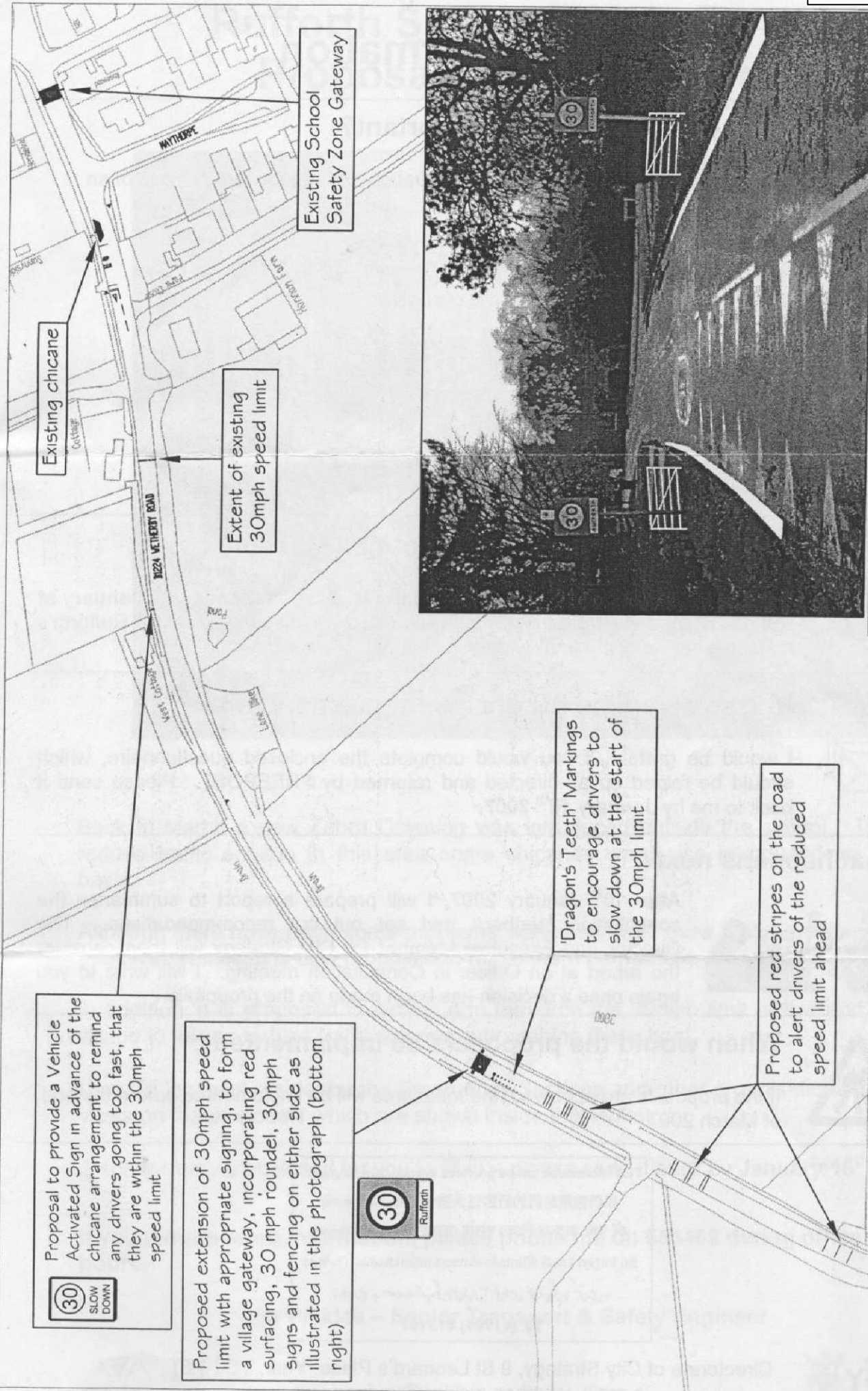
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Surveys show that speeds outside the school have, in general, settled down to levels that are close to what was previously achieved when the speed cushions were in place as part of the original 20mph School Safety Zone (the average speed with chicanes in place is about 28mph, compared to about 26mph with cushions and about 34mph with no form of traffic calming measures in place).

However, this positive outcome needs to be balanced against the complaints that we have received from village residents concerning poor driver behaviour and other negative aspects regarding the operation of the chicanes. In addition, some adverse comments have been received from the school and parents about the difficulties experienced in using the Zebra crossing, due to drivers not stopping as people wait to cross.

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Proposal to provide a Vehicle Activated Sign in advance of the chicane arrangement to remind any drivers going too fast, that they are within the 30mph speed limit

Proposed extension of 30mph speed limit with appropriate signing, to form a village gateway, incorporating red surfacing, 30 mph roundel, 30mph signs and fencing on either side as illustrated in the photograph (bottom right)

'Dragon's Teeth' Markings to encourage drivers to slow down at the start of the 30mph limit

Proposed red stripes on the road to alert drivers of the reduced speed limit ahead

TYPICAL PROPOSED GATEWAY LAYOUT (WITH 'FENCING' EITHER SIDE)

Proposed 30mph Speed Limit Measures

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Further Information

ANNEX C

Pg 4 of 5

Why is reducing traffic speed so important?

Slower speeds give drivers more time to react to a situation and reduce the chances of an accident happening.



At 40mph there is only a 15% chance of survival



At 30mph there is a 60% chance of survival

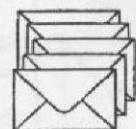


At 20mph there is a 95% chance of survival



Rufforth & Knapton Parish Council Meeting

The Parish Council are holding a Resident's Meeting on **Monday 8th January** at Rufforth Village Hall and these proposals are to be discussed. All of Rufforth's residents are welcome to attend the meeting.



Please complete the enclosed questionnaire

I would be grateful if you would complete the enclosed questionnaire, which should be folded up as directed and returned by FREEPOST. Please send it back to me by **January 16th 2007**.

What happens next?



After 16th January 2007, I will prepare a report to summarise the consultation feedback and set out our recommendations. The Director and Executive Member for City Strategy will then consider the report at an Officer in Consultation meeting. I will write to you again once a decision has been made on the proposals.



When would the proposals be implemented?

If the proposals are approved, the measures will be implemented before the end of March 2007.

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)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

☎ (01904) 613161

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Rufforth Questionnaire

Q1 – Do you support the following proposed safety measures, as shown in the leaflet?

A – Retaining the Chicanes

Strongly agree	Slightly agree	No opinion	Slightly disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

B – Extending the 30mph speed limit with new gateway features

Strongly agree	Slightly agree	No opinion	Slightly disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

C – Additional Vehicle Activated Sign

Strongly agree	Slightly agree	No opinion	Slightly disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q2 – If you disagree with aspects of the proposals, please state your reasons why:

.....

.....

.....

Q3 – Are there any other comments or suggestions you would like to make?

.....

.....

.....

Q4 – Which street do you live in?

.....

Q5 – Are you the parent of a pupil currently attending Rufforth Primary School?

Yes No

Thank you for filling in this form. Please return it by January 16th 2007 using the freepost address and folding instructions on the back.

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ANNEX D

To City of York Council

Please take note that we the undersigned residents of Rufforth Village object to the proposed plan to erect a permanent traffic chicane outside the village school as a traffic calming measure. In our view, the existing temporary chicane has added significantly to danger on the road, as was vociferously expressed at the parish council meeting at the Village Hall on 8 January attended by your representative Mr Jon Pickles.

Attached
3 Pages
88 signatures

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ANNEX E

Summary of Residents' Comments, with Officer Responses

Comment 1 :

The School Safety Zone should be controlled by a 20mph speed limit, preferably without humps? If this is not possible, bring back the speed humps because they were a more effective speed reducing measure than the chicanes.

Officer response:

When the School Safety Zone was introduced in 2001, a 20mph speed limit and vertical traffic calming measures were introduced. However, following complaints from residents about traffic noise and vibration caused by vehicles riding over the measures, the Council decided to remove the vertical traffic calming measures. As a consequence, the 30mph limit was re-introduced.

Current legislation only allows the introduction of a 20mph speed limit where vertical traffic calming measures are provided to make it self-enforcing, unless there are exceptional circumstances and the proposal is fully supported by the Police. The Police would not support this approach in Rufforth, because the limit would be widely ignored and would rely on a high level of enforcement, which they do not have the resources to provide. The re-introduction of vertical traffic calming measures is now likely to be very strongly opposed locally.

Comment 2 :

Make the entire village a 20mph Zone

Officer response:

Whilst Officers are trying to reduce traffic speeds in the village, this is not a practical suggestion, given that 20mph Zones should only be considered for introduction within sensitive areas, such as outside schools and hospitals. In addition, as mentioned above, a 20mph Zone would require vertical traffic calming measures. These have previously been removed in Rufforth due to the problems associated with traffic noise and vibration.

Comment 3 :

The chicanes are an accident waiting to happen. They have been hit by vehicles on a number of occasions, impatient drivers have been seen overtaking queuing traffic giving way at the chicanes, and some even drive on the footway to get by the chicanes.

Officer response:

The nature of this type of traffic calming feature, and how a small minority of drivers conduct themselves when negotiating such measures, has to be balanced against the positive benefits of speed reduction outside the school. Driving on the footway is obviously not acceptable, but this could be prevented by providing timber bollards

where necessary. Officers also consider that the temporary form of the chicanes is a factor in this. Although the vast majority of drivers currently comply with the temporary arrangements, permanent chicane features would be far more conspicuous, which should help to avoid collisions and encourage more drivers to respect the priority system.

Comment 4 :

The Chicanes have introduced dangers for motorists and pedestrians, and rely upon responsible, courteous driver behaviour at appropriate speed which is rarely displayed.

Officer response:

Our surveys and observations indicate that most drivers travel at a reasonable speed and negotiate the chicane system correctly. It is unfortunate, but there is a minority of drivers who display poor behaviour. As discussed above, this should be reduced with a permanent scheme in place, but its elimination cannot be guaranteed. However, without any form of traffic calming features the average traffic speed outside the school would probably return to around 34mph, whereas with the chicanes in place, it is only 28mph.

Comment 5 :

Such traffic controls are only required during school opening and closing time on weekdays, and only during term time.

Officer response:

To operate only within these times would require the introduction of temporary or removable traffic calming features, which would be impractical and most likely ineffective. With permanent features, drivers are in no doubt about the nature and layout of the road. The features also highlight the presence of the school under these circumstances, and are intended to convey the message to the motorist that they should be driving in an appropriate manner.

Comment 6 :

Turning in and out of Yew Tree Close is now more dangerous because of the close proximity of the southern-most chicane.

Officer response:

Officers consider that the chicane is not positioned dangerously close to any side roads, and that drivers must always exercise due care and appropriate judgement in giving way to vehicles on the main road before exiting.

Comment 7 :

On car boot and 'auto-jumble' days on a weekend, traffic backs up right through the village and the chicanes greatly aggravate the problems for drivers approaching from either direction (this can also occur when traffic is diverted from the A1 and A59).

Officer response:

Officers accept that traffic very occasionally builds up through the village due to such events, particularly over the summer months. Nevertheless, Officers would expect that drivers' common sense would prevail under these circumstances and where queues do build up, some motorists would allow traffic to pass the chicanes when their own progress is impeded.

Comment 8 :

Additional noise pollution is caused by large vehicles having to make standing starts, and from the use of vehicle horns by frustrated drivers.

Officer response:

The overall noise level in areas where traffic calming is installed generally reduces as vehicles are travelling more slowly, but because of this the peaks can become more noticeable. Therefore, even though this route is well used by heavy goods vehicles, Officers consider that any increases in traffic noise at the chicanes should be minimal. Officers' observations on-site have not given rise to concerns in this regard, despite the odd sounding of a vehicle's horn.

Comment 9 :

For residents living close to the chicanes, air quality has been negatively affected by stationary queuing traffic held up by the chicanes at busy times, and with traffic stopping and starting.

Officer response:

Since this area of the city is relatively open, emissions from vehicles are likely to be easily dispersed and thus unlikely to pose any potential health threat to local residents. It is generally acknowledged that emission concentrations generally return to background levels approximately 10-15m away from the carriageway. City of York Council currently undertakes monitoring of air quality at over 300 sites in the city and at present the only areas shown to have the potential to breach the current UK health based air quality objectives are areas on, or close to, the inner ring road in the city centre. Historical monitoring data from Rufforth has shown that levels of nitrogen dioxide in the village were well below the government's health based objective levels (i.e. levels of pollutant likely to have a negative impact upon health).

Comment 10 :

The 'priority over oncoming vehicles' sign at the northern-most chicane is too close to the chicane to provide an effective warning, and should be positioned further in advance.

Officer response:

Having reviewed the signing in advance of the chicanes, Officers propose to make further improvements. At the northern-most chicane, the proximity of the 30mph speed limit boundary was an issue. However, in conjunction with the proposal to relocate this boundary, the improved signing provision should have the desired effect, without the need to relocate the 'priority over oncoming vehicles' sign, which Officers consider to be in the most appropriate location adjacent to the give way lines.

Comment 11 :

The combined length of the necessary 'keep clear' area and the chicane poses an over-long hazard to negotiate on the wrong side of the road.

Officer response:

Visibility on the immediate approach to each chicane is good. Therefore, in spite of the additional few metres that need to be negotiated before going around the chicane, Officers do not consider this to be a problem.

Comment 12 :

There is insufficient warning of the southern-most chicane (when travelling north) as it is positioned immediately after the sharp bend in the road – the 'road narrows' sign on the offside approaching the bends prior to the chicane is poorly sited. If retained, this chicane could be relocated further towards the Laburnum Close junction.

Officer response:

Having reviewed the signing in advance of this particular chicane, Officers propose to make further improvements. The 'S' bend in the road prior to the measures is relatively gentle, and when negotiated at an appropriate speed, drivers should not encounter any difficulties. Nevertheless, the improved signing provision should give adequate warning without the need to relocate the 'priority over oncoming vehicles' sign, which Officers consider to be in the most appropriate location adjacent to the give way lines. In addition, Officers consider that the chicane could present problems for drivers turning into and exiting Laburnum Close if it were to be relocated any further north, towards this side road.

Comment 13 :

The school patrol sign (with amber flashing lights) near the church is in the wrong place and should be nearer to the Zebra crossing.

Officer response:

Officers have considered the siting of these signs very carefully. The signs have been placed just after the 'S' bend in the road in an effort to slow drivers on exit,

which prepares them for negotiating the chicane. In conjunction with the improved advance signing mentioned previously, Officers consider that this is the most appropriate position for the signs.

Comment 14 :

The chicanes, together with the plethora of intrusive 'road furniture' and excessive (recently) introduced street lighting are also unsuitable and unattractive in a rural village location and are completely at odds with the Rufforth Village Design Statement.

Officer response:

Although Officers appreciate the wishes of villagers to reduce street furniture and sign clutter, the B1224 is a strategic route on the highway network, which is used by between 4,500 to 5,000 vehicles during a typical working day. In implementing our initial proposals for monitoring, Street Lighting Officers were required to assess the current lighting provision on Wetherby Road. This assessment determined that the existing provision was not adequate for the purpose, therefore new lighting was included in the scheme.

Comment 15 :

More incentives are needed to recruit a School Crossing Patrol Warden to operate on the Zebra crossing.

Officer response:

Officers are aware of the current problems in recruiting School Crossing Patrol Wardens at a number of sites across the city. Apart from the intended traffic calming effect of including the Zebra crossing within the newly configured School Safety Zone, another theory behind its inclusion was that this controlled crossing facility would be more likely to attract someone to the post, given that operating from such a facility should be easier than operating from an uncontrolled crossing point (as was the case when the 20mph Zone was still in effect). Officers agree that having someone in this post would greatly improve matters. Unfortunately, despite a recent recruitment campaign for this site, the Council has thus far been unable to fill this particular post.

Comment 16 :

The annoyance of some drivers in having to wait at the chicanes sometimes results in them not stopping for pedestrians at the Zebra crossing further along Wetherby Road outside the school.

Officer response:

In the main, these comments come from those who expect an immediate response from motorists in giving way to pedestrians, which is often impractical and can be potentially dangerous. Officers have used this crossing on numerous occasions both at peak times and in free-flowing traffic conditions to investigate these complaints. Officers consider that the people making this particular comment need to be more realistic about the way in which they use the Zebra crossing. No-one should expect vehicles to stop at the very second they arrive at the dropped

crossing. Pedestrians should wait, whilst clearly conveying their intent to cross the road, until the traffic stops to allow them to cross safely.

Comment 17 :

The Zebra crossing should be replaced with a Pelican crossing, which would be safer for the children, be more effective in making drivers stop when pedestrians want to cross the road, and also slow traffic down.

Officer response:

There are safety concerns about providing such facilities where they are likely to be under used. This is because drivers who travel through the area regularly outside of school times will be used to the lights being at green and are less likely to observe the red. Pedestrians are also likely to be impatient if traffic volumes are low, and cross when there is a red man, which can add to driver frustration in having to stop for an empty crossing. In addition, Pelican crossings are very expensive to install and it is considered that there are not enough pedestrians throughout the day in one specific location to justify a Pelican crossing at this site.

Comment 18 :

I have observed instances where stationary vehicles have been overtaken whilst giving way to pedestrians on the Zebra crossing.

Officer response:

If used properly, the Zebra crossing provides pedestrians with one of the safest means of crossing the road. There is always the risk that drivers may be inconsiderate and drive recklessly, but fortunately, such instances are rare. The situation could of course be made better still, if managed by a School Crossing Patrol, but as explained previously, recruitment is currently difficult.

Comment 19 :

Extend the coverage of Vehicle Activated Signs to cover all of the village Main Street, and not just the small area covered at present' and 'Additional Vehicle Activated Signs are needed, particularly in the vicinity of the school and the Zebra crossing to reduce vehicle speeds' and 'the positioning of Vehicle Activated Signs in the centre of the village gives the impression that it's ok to speed through the rest of the village.

Officer response:

In considering the introduction of Vehicle Activated Signs, Officers need to assess very carefully whether such a measure is appropriate for the location concerned. This speed management tool is also usually combined with a warning sign indicating a hazard ahead, in order to give motorists a valid reasoning behind the reminder to reduce their speed. In this case, the existing Vehicle Activated Signs were being introduced on a trial basis to assess their effectiveness, but only display a 30mph roundel with the message to 'slow down'. Whilst this measure is perceived by residents to be effective in reducing vehicle speeds, saturating the area with these signs would neither be effective or appropriate. At present, Officers consider that the proposed additional sign on the northern approach to the village is no

longer appropriate, given the recommendation to improve the signing in this area, in conjunction with the relocated 30mph speed limit boundary.

Comment 20 :

The chicanes are too far apart and traffic speeds up in between – this can create difficulty for residents’ access to and egress from their properties onto the main road’ and ‘Traffic speeds up between the chicanes after being made to give way.

Officer response:

Our survey data disproves this view, as average speeds outside the school are currently 28mph with the temporary chicanes in place.

Comment 21 :

The chicanes would be best removed altogether, but what could be introduced as an effective alternative?

Officer response:

Although there are some obvious disadvantages in operating a priority system using chicanes, the resultant reduction in vehicle speeds outside the school proves that the chicanes have been effective. Alternative methods of speed management involving horizontal movements (rather than vertical measures, such as speed cushions) are limited, but for example, a priority system using traffic signals would not be appropriate under these circumstances, particularly given the rural village environment. Therefore, another alternative suggestion regarding the installation of ‘speed sensitive’ traffic signals (similar to examples in Spain and Portugal) whereby the excessive speed of an approaching vehicle triggers a red signal, although not really practical and not authorised by the DTp to use, would also not be appropriate under these circumstances.

Comment 22 :

A weight limit should be introduced to prohibit HGVs from travelling through the village.

Officer response:

This has been investigated previously, but the Police do not support the introduction of a weight restriction on this B-classified road, which in this location is the only link to an industrial waste site. In any case, the nature of such a Traffic Regulation Order would mean that any contraventions would be difficult to prove, and combined with the lack of Police resources, enforcement action would be minimal.

Comment 23 :

There are difficulties for agricultural vehicles (and cars) accessing Hannam Lane/Green Lane approaching from the south. This lane is used both by farmers and residents on a daily basis.

Officer response:

Offices consider that with approximately 21 metres between the dropped vehicle crossing for the lane and the chicane itself, there is adequate distance for safe manoeuvring in and out of this access.

Comment 24 :

Speed cameras should be used on Wetherby Road through the village to enforce the 30mph speed limit. There are speed camera signs in Acomb, so can a similar camera sign be provided in Rufforth?

Officer response:

North Yorkshire Police do not support the use of fixed speed cameras, so we are unable to introduce them anywhere in the city. The speed camera signs in Acomb were in operation approximately ten years ago, when the Police conducted mobile camera enforcement, but since this operation ceased some years ago, these signs should actually be removed.

Comment 25 :

Wetherby Road needs resurfacing.

Officer response:

Wetherby Road was included within the resurfacing programme for this financial year, following the Council's annual condition survey of the city's highway network. Our intention, assuming that the proposals are approved, is to conduct the resurfacing work in conjunction with construction of the chicanes, which would avoid damaging the new surface.

Comment 26 :

The 'Keep Clear' markings near the chicanes are important to allow residents gain access through regularly queuing traffic, but some motorists ignore them and block nearby driveways.

Officer response:

These markings are required to keep private accesses clear of stationary traffic as vehicles give way at the chicanes. It is unfortunate that these are sometimes blocked, but without them, more problems may occur.

Comment 27 :

An improved gateway layout and an additional Vehicle Activated sign are also needed at the York end of the village.

Officer response:

The introduction of a “five-bar gate” feature at the other village 30mph gateways may be worth considering if it proves successful at the Wetherby end of the village. The provision of more Vehicle Activated Signs in the village should only be considered if speed remains a problem after all other measures have been tried.

Comment 28 :

The Police should enforce the speed limit in the village on a regular basis.

Officer response:

The Police do not consider there to be a serious speeding problem in the village and do not regard it as a high priority site for enforcement work, given their limited resources.

Comment 29 :

Relocate the proposed extension to the 30mph speed limit nearer the pond and allotments. The proposed location is too far away from the start of the village or any apparent danger to be effective.

Officer response:

The Police also have some concern over the proposed speed limit extension being too far away from the village to be effective. Drivers would be more likely to appreciate the requirement to slow down if the speed limit started closer to where there is a change of environment as they enter the village i.e. closer to the first house. Consequently, Officers are now recommending an amendment to the proposals, which relocates the speed limit extension to the north-western property boundary of West Cottage.

Comment 30 :

‘Why can’t the Council promote a by-pass for heavy goods vehicles and commuter traffic to use?’

Officer response:

This option has previously been considered, but it would be extremely expensive and therefore difficult to justify, given the daily vehicle flows involved, the relatively low vehicle speeds through the village, and the low accident rate.

Comment 31 :

Forward visibility approaching the chicane from the Wetherby end of the village is poor, as it is positioned on the apex of a gentle curve in the road, and drivers turning left out of Maythorpe risk meeting vehicles travelling into the village from the north head on. It should be relocated on the straight section of road between Maythorpe and Middlewood Close.

Officer response:

Although the location for this chicane is not perfect, it appears to be the best position, in that it has the least adverse effect upon access to and egress from nearby side roads and private driveways. In addition, Officers consider that sight lines on the northern approach along Wetherby Road are relatively good, and that the gentle curve in the road serves to introduce a degree of caution from approaching drivers before they make the decision to go around the chicane. Nevertheless, Officers have reviewed its position, with the only possibility being the straight section of road between Maythorpe and Middlewood Close. However, the proximity of a privately maintained side road means that this could be potentially dangerous, given that the sight lines for the side road motorists looking in both directions (but particularly when looking left) is obscured by the adjacent hedgerow and is very poor.

Comment 32 :

The chicanes are unsafe for cyclists because the bypass lane is too narrow and will not get cleaned, forcing cyclists into the centre of the road.

Officer response:

Cycle infrastructure guidelines indicate that although not desirable, narrow cycle lanes over short distances are generally acceptable, and bypassing the chicane will certainly have obvious advantages for cyclists. Similar cycle bypass lanes have been used at other chicane arrangements (e.g. Huntington Road) without any operational problems.

Comment 33 :

The speed reduction measures should be extended at the other end of the village (on the B1224).

Officer response:

Our speed survey data shows that the average speed of vehicles entering the village from the south along the B1224 was 31mph and 28mph in August and September 2006 respectively. These speeds do not give rise to concerns from Officers or the Police, and therefore, no further action is currently recommended at this location.

Comment 34 :

The Police should be stopping drivers who abuse the priority working for the chicanes.

Officer response:

Officers agree, but also recognise that the Police are under resourced, and that they have higher priority work to undertake. As the majority of drivers respect the priority working at the chicanes, this constitutes minimal risk.

Comment 35 :

Don't forget about the traffic exceeding the speed limit on Bradley Lane. Will enhanced gateways be installed there too?

Officer response:

Our speed survey data shows that the average speed of vehicles entering the village along Bradley Lane was 40mph and 38mph in August and September 2006 respectively. This raises some concerns and suggests that more could be done to reduce approach speeds further. Therefore, Officers recommend that the "five-bar gate" arrangement should also be implemented at this location if it proves to be an effective addition at the Wetherby end of the village.

Comment 36 :

The temporary chicanes are too wide.

Officer response:

Should the proposals to make the chicanes a permanent feature be approved, the cumbersome nature of the chicanes in their temporary form would be replaced with kerbed build-outs, incorporating cycle bypass lanes. The width between the existing kerb line of the opposite footway and the chicane kerb edge would be no less than 4.5 metres. This is in order to allow large farm vehicles to pass safely, but also to deter both lanes of traffic from passing the chicane at the same time.

Comment 37 :

Parking should be prohibited at the junction of Yew Tree Close and Wetherby Road, as it is dangerous entering and exiting the side road at school arrival and departure times, and for social events at the school.

Officer response:

This was not covered by the proposals, and Officers do not consider that the problems described warrant any action being taken.

Comment 38 :

The proposals should include countdown signs prior to the 30mph speed limits, e.g. 150yds; 100yds; 50yds.

Officer response:

This was investigated at the early stages of feasibility in 2004. Officers put their case forward to the Department for Transport to consider the use of this type of countdown marker sign, but authorisation was refused.

Comment 39 :

A resident has raised concern about an incident where a funeral hearse was unable to pull up directly opposite a property because of a chicane island.

Officer response:

Any inconvenience caused in such circumstances is clearly very regrettable. However, there are many situations on the highway where it would not be practical or safe for a hearse, or other vehicles, to park. This might arise due to permanent factors, such as the proximity of a junction or a highway feature such as a pedestrian refuge. However, it could also happen due to temporary factors, such as the position of other parked vehicles or road works taking place. Therefore, it would not be realistic to design traffic management schemes with the avoidance of all such possibilities in mind, especially when they are only likely to occur on a very infrequent basis. The Rufforth chicanes do, inevitably, have some local impact on parking, but this must be balanced against the traffic speed reduction and road safety benefits they are helping to achieve.

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ANNEX G

Additional Residents' Comments, with Officer Responses – Raised at the Public Meeting on Monday 3rd September 2007

Comment 1 :

Use pinch-points with priority working instead of chicanes, as they have the advantage of pulling cars into the middle of the road rather than the wrong side of the road. In addition, the pinch-points would alleviate many of the positioning problems with chicanes and the many access points on opposite sides of the road, so they could be introduced at locations closer to the school, thereby increasing the traffic calming effect. This would also mean that the pinch-points would be in sight of each other, and this would reduce the speeding and overtaking problem.

Officer response:

Pinch-points have been considered previously, but are thought likely to be more problematic than the existing chicanes. This is mainly because with pinch-points, there would be a greater element of confusion amongst drivers as to who actually has priority, regardless of any signing to indicate this, because the obstruction is less definitive, and the deflection created by a pinch-point is minimal when compared to a chicane. Therefore, under these circumstances a pinch point may prove to be dangerous, and the relatively infrequent poor driver behaviour currently being experienced with the temporary chicanes would be likely to increase significantly.

Officers do not consider that pinch-points would alleviate any of the positioning problems experienced with the existing chicanes. Previous extensive investigations have proven that it has not been possible to find any other suitable positions for additional chicanes due to the location of side roads and private access points.

It is not a stipulated requirement that chicane arrangements are positioned within sight of each other, and that they do not rely solely upon this type of positioning to have positive benefits. Poor driver behaviour is obviously a disadvantage, but this must be balanced against the positive road safety benefits, and it has already been proved through conducting speed surveys that the temporary chicanes are effective in helping to maintain low speeds outside the school.

Comment 2 :

Speed activated traffic signals (similar to systems used in Portugal and Spain), which change to a red signal when approaching traffic is travelling in excess of the speed limit should be considered as a more effective alternative traffic calming method than the chicanes.

Officer response:

The suggested operation of traffic signals in this specific way is not a recognised method of traffic calming in the United Kingdom and is not prescribed within current legislation. It is understood that such arrangements have been considered by the DfT, but rejected due to concerns over regular abuse taking place, particularly where motorists are expected to stop for no apparent reason when their road ahead is unobstructed, and be likely to rely heavily upon regular Police enforcement to be effective.

ANNEX H

14th September, 2007
BJH/cvh

For the attention of: Mr. Jonathan Pickles

RE: RUFFORTH SCHOOL SAFETY PROPOSALS

Dear Jon,

I set down below my views in regard to the Rufforth School Safety Proposals.

Following various meetings and public consultations, it is obvious from the responses we have received that Rufforth residents, particularly those directly adjacent to the temporary traffic calming chicanes outside the school, are against the noise and road nuisance that they are presently causing. However, it is the City Council's policy to have some form of traffic calming measures outside schools, and I agree, and I could not support removing the chicanes without alternative forms of traffic calming measures in place.

Various measures, such as speed cameras have been muted, although with these not being available at present, it is likely that increased and improved signage is a possibility, together with extending the outer limits of the 30mph section at the east end of the village will help calm the present speed of traffic outside the school.

Also discussed has been the possibility of replacing the existing zebra crossing with a pelican crossing, but research has shown that pelican crossings can be dangerous in positions where people are not using them regularly as drivers become used to the lights being on green and when changed to red, do not notice, thus making them more dangerous than zebra crossings.

I do believe that we need to look at all these issues before the chicanes can be removed or re-sited. It is obvious that the present chicanes suffer from regular abuse and cause nuisance to the adjacent residents and it would in my opinion be right to remove these, but not until a suitable traffic calming scheme is in place as I could not have it on my conscience for a child to be knocked down and injured, or worse, in order that the chicanes could be removed.

Cllr. B. Hudson.

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Meeting of Executive Members for City Strategy and the Advisory Panel29th October 2007

Report of the Director of City Strategy

YORK CITY FOOTBALL CLUB TRAFFIC MANAGEMENT PLAN**Summary**

1. This report brings to the attention of the Advisory Panel concerns regarding safety and traffic management outside the York City Football Club stadium on Grosvenor Road and seeks Members approval on how this matter should be taken forward.

Background

2. Historically the Police have dealt with all crowd safety issues outside the football ground. However, this is an area of work where the Police are re-evaluating their involvement and have requested that the City Council give some consideration to the possibility of introducing traffic management measures. In the past, depending on circumstances, the Police have chosen to implement road closures and / or coned off lengths of road to prevent parking. These measures have achieved two separate end results:
 - Removed potential conflicts between pedestrians and traffic.
 - Maintained an area of carriageway available for the use by emergency services in case of a major incident at the ground.
3. Grosvenor Terrace has a wide carriageway (7.3m) that accommodates two way traffic and parking on the opposite side of the road to the stadium where there is also a footway. However, because there is no footway adjacent to the football ground the entrances are accessed directly off the main carriageway (see Annex A). Hence, at the start and end of match there are significant numbers of pedestrians walking in the road – typically half an hour beforehand and 10 to 15 minutes after a game. Although this amount of unregulated pedestrian activity in the carriageway may sound unsafe this may not be the case as the volume of pedestrians effectively throngs the street, drivers are well aware of their presence and take the appropriate action. It should also be noted that traffic flows on Grosvenor Road are quite light in both directions.
4. Because it is still early in the season only a limited number of site visits have been carried out and the view taken is that there does not appear to be any pressing highway safety reasons for any action to be carried out. However, it is considered appropriate to further monitor the situation as and when possible for the next few months to determine if there is a need for any special traffic management arrangements should the Police withdraw their involvement. In addition, further discussions with the Police on this and other similar issues are needed to clarify the changing roles and responsibilities. If over the next few months it is thought that there is an issue that the Highway Authority needs to resolve through the use of a Traffic Regulation Order a report will be prepared for consideration.

5. With regards to the issue of keeping the road clear in case of a major incident, it may well be that the removal of all parked vehicles in the immediate vicinity of the entrances on Grosvenor Road is the only practical and cost effective method of achieving the desired space for the emergency services. But, safety at the stadium is not a Highway Authority duty to provide and is therefore down to the football club as event organisers (or consultants working on their behalf) and probably in consultation with the Safety Advisory Group, to make a case for why traffic management measures are needed and also fund any necessary works. Clearly the Highway Authority does have a role to play in such considerations, but that role would be merely agreeing to, or amending the measures put forward and processing the necessary legal work.
6. Closing Grosvenor Road even for short periods is not considered necessary on match days. However, there may be occasions, a cup match with a major club for instance, where crowds and traffic are vastly inflated which could lead to public order concerns. Under these conditions the Police still have the power to implement an emergency closure, hence unless, during the discussions with the Police mentioned above, a compelling reason is put forward for a closure on traffic management grounds a road closure will not be required.

Consultation

7. As mentioned in the paragraphs above, limited discussions / meetings with the Police and Safety Advisory Group have taken place and it is intended to hold further discussions on this and other matters to do with events that involve the highway.
8. If as a result of further discussions, observations and / or the need to ensure a greater working space adjacent to the ground in the event of a major incident a Traffic Regulation Order is required this would have to go through the usual legal process of advertising a formal set of proposals. Any objections to these proposals would be reported back to a meeting for consideration on how to take the matter forward.

Options and Analysis

9. The options available are set out below:
 - To take no more action in this matter. This is not the recommended action as there are issues that require further investigation with other interested parties in relation to the need to deal with major incidents.
 - To approve the continued investigation and further consultation and for the results to be brought back to a subsequent meeting of this advisory group. This is not the recommended option, as any proposals put forward will have only a localised effect on the highway network.
 - To approve the continued investigation and further consultation and for the results to be reported to a future Officer in Consultation meeting along with the comments of the Ward members and Transport representatives from each political party. This is the recommended option.

Corporate Priorities

10. Improve the way the council and its partners work together to deliver better services for the people who live in York.

Implications

11. There are no Financial, Human Resource, Equality, Legal, Crime and Disorder, IT, Property or other implications associated with the recommendations in this report.

Risk Management

12. In compliance with the Council's risk management strategy there are no risks associated with the recommendations in this report.

Recommendations

13. That the Advisory Panel advise the Executive Member to approve further investigations into this issue with the Police, Safety Advisory Group and Football Club and report the findings / recommendations back to an Officer in Consultation meeting.

Reason:

To enable a better informed decision on this matter to be made at a later date.

Contact Details

Author:

Alistair Briggs
Traffic Engineer
Network Management
Tel No. 01904 551368

Chief Officer Responsible for the report:

Damon Copperthwaite
Assistant Director (City Development and Transport)

Report Approved **Date** 17/10/07

Wards Affected: Clifton

All

For further information please contact the author of the report

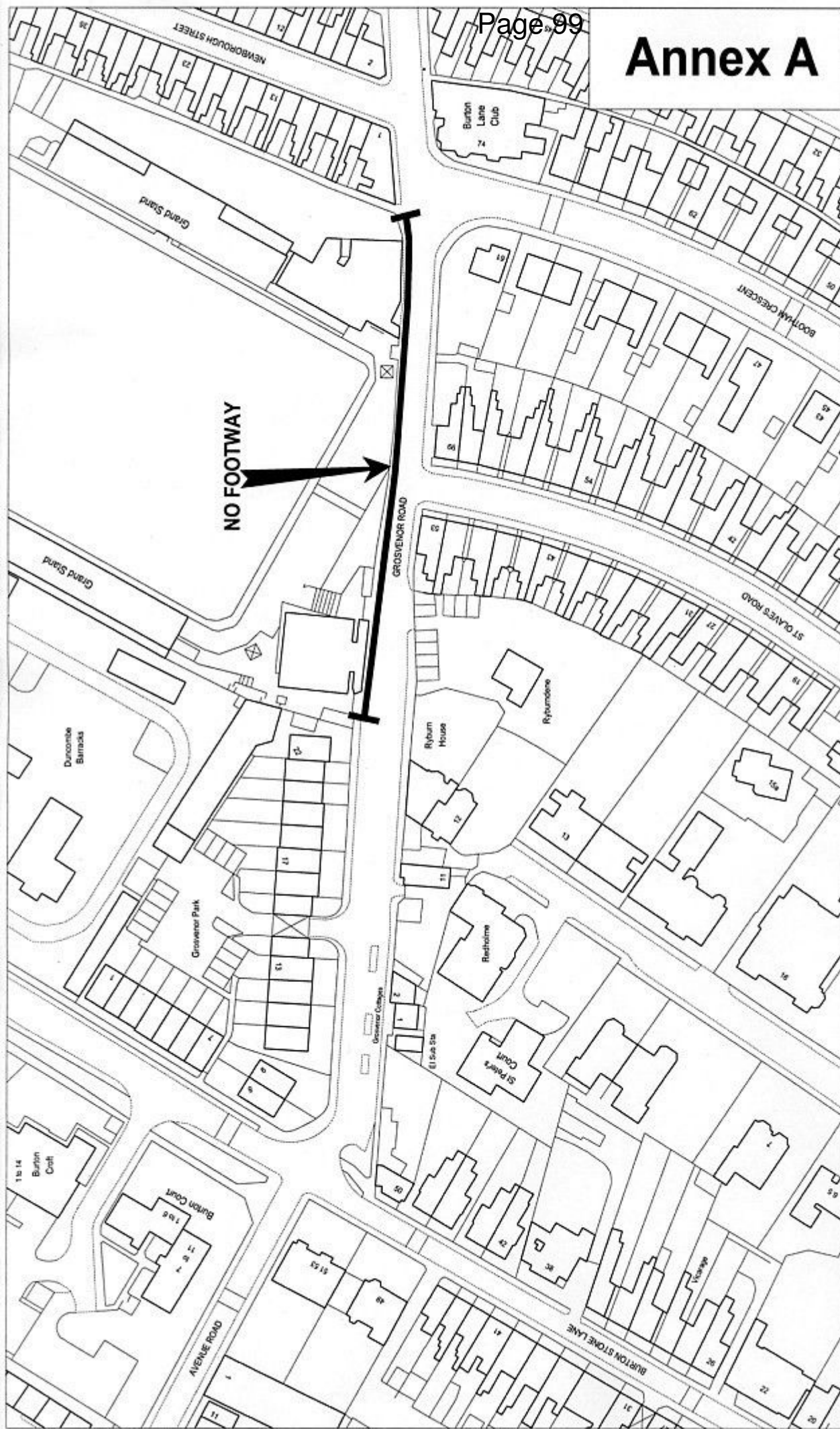
Background Papers: None.

Annexes:

Annex A – Plan of Grosvenor Road adjacent to the football ground.

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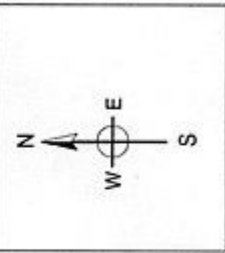
Annex A



NO FOOTWAY

Grosvenor Road

SCALE: 1:1250 DRAWN BY: L. Lee DATE: 5/10/2007
 Drawing No. Organisation:



Produced from the 1995 Ordnance Survey 1:1250 mapping with the permission of the Controller of Her Majesty's Stationery Office
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Meeting of Executive Members for City Strategy and Advisory Panel

29th October 2007

Report of the Director of City Strategy

MILLFIELD LANE / LOW POPPLETON LANE TRAFFIC REGULATION ORDER OBJECTIONS

Summary

1. This report brings to the attention of the Advisory Panel the receipt of objections to a proposed change to the existing road closure at the above junction and seeks Members approval to overturn the objections and implement the Traffic Regulation Order in due course.

Background

2. The planning approval for the new Manor School site off Millfield Lane was granted earlier this year by the Planning Committee. It included a condition for the *“provision of a lowering bollard (or other means) and any associated works to facilitate public transport and emergency vehicle access only access between Millfield Lane and Low Poppleton Lane”* prior to occupation of the school. The reason given for this was *“in the interests of the safe and free passage of highway users and in the interests of providing sustainable transport option to the school site in accordance with policy T7c of the Development Control Local Plan”*. This policy requires development sites of this scale and nature to be served by a regular bus service within 400m offering a daytime frequency of 20 minutes. An alternative option of retaining the bus service on the A59 was considered. Whilst the site abuts the A59 Boroughbridge Road this was not considered an acceptable option due to both highway safety (including proximity to A59 / A1237 roundabout) and remoteness (over 800m) from the new school buildings / entrances.
3. It should be noted that as part of the development of the prestigious new Manor School other works would be taken forward to improve the highway network for the wider driving, cycling and walking population. Whilst the details of these works are not available at present they include proposals for:
 - Improved cycle / pedestrian facilities from Beckfield Lane along Millfield Lane to the new school.
 - A junction improvement at the Boroughbridge Road / Beckfield Lane junction, including pedestrian facilities.
 - A school safety zone on Millfield Lane at the school entrance.
 - New bus stop facilities at the school.
4. The developer has requested that the Traffic Regulation order be progressed to give him the required surety that the condition could be met before he committed to development works. Funding for the new school is time constrained and so the condition has to be resolved now so that construction

can be started very shortly otherwise construction of the new school may not be able to proceed.

5. The proposal only allows the local bus service, school buses and emergency services access through the closure was approved for advertising at an Officer in Consultation meeting on the 15th August this year. Taxis, private hire vehicles and all other vehicles would not be permitted to travel through the closure point. The bus service that currently operates is a 20 minute service; hence there would be 6 vehicles per hour using the route. By diverting the bus service off the A59 the existing delays to the service due to congestion will be reduced. In addition, the revised bus route, which the bus company is keen to implement, will be better able to serve the Poppleton Park residential estate and York Business Park. It is also worth noting that there is a possibility that the bus company may increase the frequency of the bus service to every 15 minutes, in which case the number of buses per hour would rise to 8 in total. The plan in Annex A shows the area in question.
6. The closure point is proposed to remain at the present closure position. Only a low number of vehicles will be allowed through the closure position (currently 6 buses per hour, 3 in each direction) so a priority working system from one direction or the other can be used.
7. The bulk of the properties affected by the removal of the bus route will remain within a 5 to 10 minute walk of either the revised bus route and/or the hourly Ripon to York bus service that uses the A59.

Consultation

8. In line with legal requirements, the Traffic Regulation Order proposals have been advertised in the local press giving a three week period for representations to be made (the closing date was 17th November 2007). In addition, it is City Council policy to put notices up on street and deliver details to the properties adjacent to the proposals, in this case those properties in Millfield Lane and Low Poppleton Lane. A copy of the proposals was also sent out to Ward Councillors and to Nether and Upper Poppleton Parish Councils for their information and consideration.
9. Seven written representations were made against the proposals and they are reproduced in Annex B along with officer's comments. The main issues raised and officers comments are:

- Concerns regarding safety of the proposals.

A detailed design has not been carried out for how the control point would operate. The low number and speed of vehicles combined with the characteristics of the site do not suggest that safety will be compromised. In addition, schemes of this nature all have to go through a safety audit process during the design and implementation to ensure that all reasonable measures are taken to ensure the safe operation.

- Cost of the proposals.

The developer would fund the proposals.

- Loss of public transport facilities for some residents.

The revised 20 minute bus service route would miss out the section of Boroughbridge Road from Beckfield Lane to Poppleton and Station Road

Poppleton. An hourly bus service from York to Ripon along the A59 would remain, but there would not be a service along Station Road, Poppleton.

- Low Poppleton Lane is not a suitable road for the proposal.

Millfield Lane and Low Poppleton Lane are both public highways that are able to accommodate the low number of additional vehicles (6 per hour) that would be able to use the route.

- There would not be a decrease in vehicles using the road.

Parents dropping children off on the Poppleton side of the existing closure point will be removed entirely leading to far fewer drivers making a 3 point turn at the closure position. In addition, drivers visiting the school during the day will also no longer use Low Poppleton Lane.

10. No formal comments have been received from either Parish Council.

Options and Analysis

11. The options available are set out below:

- A. Uphold the objections and refer back to the Planning Committee.

This is not the recommended action as the Planning Committee's decision is in line with Council policy on public transport that has been applied to other developments and delays providing the surety to the developer that the approved development can be occupied on completion. In addition, other developers could also reasonably expect to have their developments treated in a similar manner, which would then bring the agreed Council policy into disrepute.

- B. Advertise a revised set of restrictions that either relaxes the control to allow additional vehicles through the control point, such as taxis and Private Hire vehicles. or further restricts the class of vehicle permitted through the closure point.

This is not the recommended action as the only practical way of meeting the planning approval condition is to allow just buses through the existing closure point.

- C. Implement the restrictions as advertised.

This is the recommended action for the reasons outlined above.

Corporate Priorities

12. Considering this matter is part of our focus on the needs of customers and residents in designing and providing services.

Implications

13. There are no Financial, Human Resource, Equality, Legal, Crime and Disorder, IT, Property or other implications associated with the recommendations in this report.

Risk Management

14. In compliance with the Council's risk management strategy there are no risks associated with the recommendations in this report.

Recommendations

15. That the Advisory Panel advise the Executive Member to implement the proposals as advertised and inform the objectors of this decision.

Reasons:

Local Plan Policy (T7c) adopted by the City of York Council requires development sites of this scale and nature be served by a regular bus service within 400m offering a daytime frequency of 20 minutes. In this case the number of additional vehicles per hour would rise by just 6 unless the bus company increase their service to every 15 minutes in which case the number of additional vehicles per hour will be 8.

The use of a controlled access point that allows only buses through is the only practical way of achieving this outcome without opening up the route to all classes of vehicle.

Contact Details

Author:

Alistair Briggs
Traffic Engineer
Network Management
Tel No. 01904 551368

Chief Officer Responsible for the report:

Damon Copperthwaite
Assistant Director (City Development and Transport)

Report Approved

Date 17/10/07

Wards Affected: Acomb and Rural West York

All

For further information please contact the author of the report

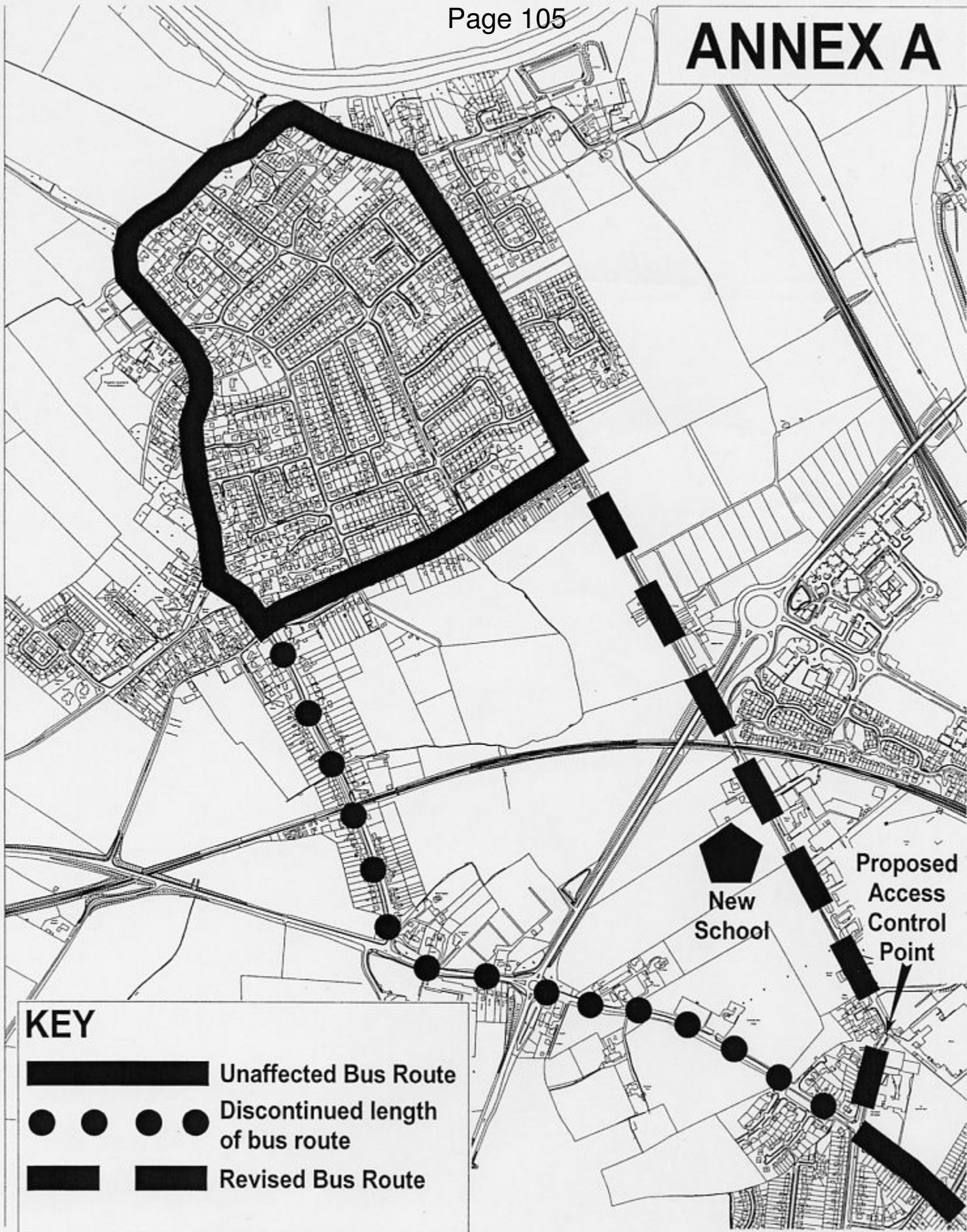
Background Papers: None.

Annexes:




Annex A – Plan of the proposed restrictions.

Annex B – Copies of the objections to the proposals.

ANNEX A



KEY

-  Unaffected Bus Route
-  Discontinued length of bus route
-  Revised Bus Route



Low Popton Lane / Millfield Lane

SCALE: 1:1000

DRAWN BY: User Name

DATE: 21/9/2017

Originating Group:

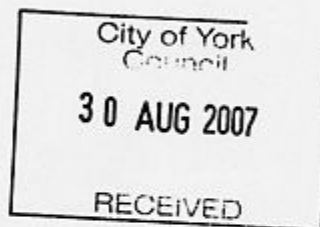
Organisation

Drawing No.

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Your ref: ADB/JM/DT/DT/092/7-814

Alastair Briggs
Traffic Engineer - Network Management
Directorate of City Strategy
9 St Leonard's Place
YORK YO1 7ET



Dear Sir

With reference to your letter of 24 August, we wish to object to your proposal for a rising bollard to allow the No.10 bus service to travel down Low Poppleton Lane. Our reasons are as follows:-

1. The proposed bollard is sited in a dangerous position, on a right-angled bend and within yards of the entrance to Monkhill factory, which has large lorries and other vehicles entering and leaving all day. The entrance to Ford's Insurance Brokers, which also generates a lot of traffic, is also very close to the proposed site.
2. The costly provision of a rising bollard cannot be considered without proposals to alter access to Low Poppleton Lane from Boroughbridge Road. What are these proposals, and why have we as residents not been given details so that we can have the chance to comment?
3. The statement in your letter (and also in the Press) that we will experience a significant reduction in traffic once the school moves left us speechless. At the moment the school generates traffic mainly at 8.30 a.m. and 3.30 p.m. from Monday to Friday, for 39 weeks of the year. The new proposal is for buses passing every 10 minutes from early morning to late evening, practically every day of the year. Add to this the fact that most of the parents who drop their children off by car are still likely to use Low Poppleton Lane and let their children walk the short distance to school, and we cannot see how this can be construed as an improvement.
4. The bus company has been trying to change the bus route for many years, but was turned down by Upper Parish Council five years ago because the new route would mean that some villagers would be denied their long-standing bus provision, and for others the service would be much more inconvenient. What is the Parish Council position this time (and have they even been consulted)?
5. We residents feel that we are being pushed into accepting a rising bollard and associated bus route as the only alternative, when there are other options. The existing bus route could be extended to serve the school, with perhaps a purpose-built layby to allow the bus to turn and drop off passengers. This would be a much cheaper and less disruptive option, and would mean that Poppleton residents would retain their traditional bus service and the residents of Low Poppleton Lane would not have an unwanted bus route forced upon them.

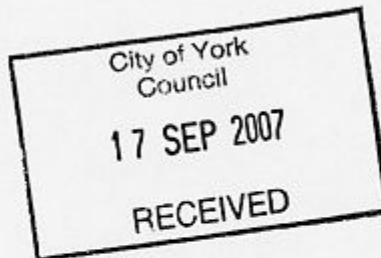
There are many other concerns which only we as residents are aware of and which need airing, including the daily problem of large lorries coming down the Lane (directed by their sat-navs) and which cause difficulties when they then have to reverse to the main road. What is needed is a public meeting with officials where we have the chance to ask questions and air the concerns which are known to us and not to people who have no intimate knowledge of the area, so that we can avoid a re-run of the fiasco which produced the Boroughbridge Road roundabout.

Yours faithfully

17 SEP 2007

RECEIVED

②



Damon Copperthwaite
Assistant Director (City Development & Transport)
Planning
9 St Leonard's Place
York
YO1 7ET

11.11.06

10 September 2007

Your Ref :- ADB/JM/DT/DT/092/7-814

Amendment to traffic regulations to allow passage of additional classes of vehicles between Millfield Lane & Low Poppleton Lane.

Dear Sir,

You state in your letter that the residence of Low Poppleton Lane will experience a significant reduction in the volume of traffic, when Manor School is moved.

I know this will only cause a major traffic jam as parents who drop there children off on Low Poppleton lane, so they can walk around the corner to the new site would stop the busses trying to get through when they turn round.

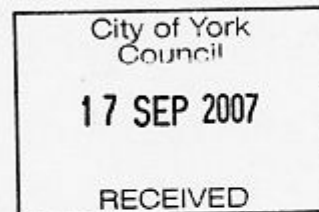
Why go to the EXTREAME tax payers expense of fitting a raising bollard, (only for busses) when all you need to do is take up the bollards already there, so everyone can use it, & because it is already a single carriageway it would keep the flow of traffic in both directions moving, & also allow parents to come through from Low Poppleton lane to the new school were they can drop their children off in safety.

This worked so well when the road was closed for level crossing work three weeks ago, & the bollards were removed to allow access for Cravens work force.

If they are removed it would free up some of the congestion on the A1237 bypass for people coming into Boroughbridge Road, just like Poppleton allows cars to come onto the by-pass from the A59

If they are going to be removed, They should be removed for everyone !

CITY OF YORK COUNCIL
9 St Leonard's Place
YORK YO1 7ET



Dear Mr Briggs

Your Ref: ADB/JM/DT/DT/092/7-8114

Proposed Amendment to Traffic Regulations between Millfield Lane and Low Poppleton Lane

Thank you for your letter of 24th August regarding the above.

We are writing to lodge our **objection** to the amendment of the traffic regulations in our street, and your proposal to allow local buses, school buses and emergency services vehicles to access Millfield Lane from Low Poppleton Lane by way of a Rising Bollard, and vice versa.

We strongly believe that this would have a negative affect not only on our own quality of life that I believe we have a human right to enjoy in our own homes, but also for many other residents of York, due to the obvious need to spend significant sums of money on altering the Junction in Low Poppleton Lane to deal with the number 10 bus service if it was diverted, and disruption this would cause. Especially, when it is evident that none of this is really required for the new school (despite what we've been led to believe) if other options are considered - surely a better option would be to adopt a school safety zone further up Boroughbridge Road and access to the site from here.

The reasons for our objection are outlined below.

Low Poppleton Lane – General

- The current junction with Boroughbridge Road could in no way cope with a regular bus service, although it could, we believe cope with just the ad-hoc school bus service at the beginning and end of the school day.
- It does not appear whether anyone has actually assessed whether the lane is suitable for 6-8 buses to run down it each hour (3-4 in each direction)? Our concerns include road surface, road width and residual noise.
- Low Poppleton Lane is described in the planning documentation as a cul-de-sac (and due to the existing bollards – has been a cul-de-sac for more than 20 years) – I'm sure many of the residents, including ourselves purchased their homes on this basis. With the knowledge that there would be school traffic at the beginning and end of the school day, and occasionally on a night and weekend, but NOT to have a bus service running through and polluting our street with both noise and CO2, and therefore affecting our quality of life – we would like to see a report on the likely impact to us personally in relation to increased and more frequent traffic noise and pollution, and feel that increasing this 'deliberately' could breach our human rights.
- One bollard would not be enough – there are currently two moveable bollards (manual) – originally there was only one, but it was possible to drive a small car between the gap – to our knowledge the plans are only for one rising bollard! To install two would presumably incur more costs for installation and maintenance.
- There was obviously a very good reason for the erection of the current bollards – has this been revisited?!

The official line seems to be that this amendment is required to accommodate the new school, although this is debatable given the minutes from the Poppleton Parish Council meetings from recent years!

There seems to be confusion regarding the requirements for how far a bus stop must be from a new school, and it is interesting how the Council now state that any new development must be within 400 metres of a bus-stop – during a site meeting earlier this year, Ann Reid stated that by law any new school must be within 800 metres of a bus stop, no mention about 400 metres at the site meeting (I know that Ward Councillors have measured the distance and the new school is within 800 metres of the bus-stop on Boroughbridge Road). In **Sanderson Assoc.'s traffic assessment for the school** (9.12 – page 46), there is further contradictory information regarding this, where they say that anything upto 2km is acceptable.

However, if, as per Page 59 12.2 of the above report, pedestrian access was included to the school from Boroughbridge Road, then, as per the same report, existing bus stops could be utilised. We imagine that this may require some traffic calming given it could then be classed as a school safety zone – but presumably that would not be a bad thing on this stretch of road, and would surely be cheaper than the current proposals?

Safety

There are safety risks that do not seem to have been considered when putting forward the proposal for a rising bollard. We asked at the site meeting earlier this year whether a risk assessment had been carried out, but were never given a clear answer, yet on the DFT website, the sections regarding planning considerations for rising bollards states: "Automatic operation raises a number of technical and safety issues, some of which are outlined in this leaflet. If rising bollards are being considered, then it is recommended that a **detailed risk assessment** for the proposed scheme is completed at an early stage." Examples of safety concerns include:

- The regularity which HGVs come down Low Poppleton Lane (looking to access Poppleton Park) because their Sat-Navs are incorrect, when this occurs (and it's a daily occurrence, and happens more than once a day!), due to the width of the street, they have no option but to reverse back out onto Boroughbridge Road – what will happen if the junction is controlled by traffic lights, and if a bus has followed them down the lane – the road is not really wide enough for a bus to pass a HGV, so it too would have to reverse out onto Boroughbridge Road!
- There is a blind corner directly after Low Poppleton Lane when going into Millfield Lane – how will this be controlled to ensure that 2 buses do not attempt to round the corner at the same time (travelling in opposite directions).
- Has traffic management been considered to ensure there are no accidents between buses, and the HGVs accessing Monkhill Confectionery on what is a narrow part of road?
- We spoke to the Health & Safety Manager at Monkhill earlier this year, and they had not been consulted on any of these proposals – they first they heard was from us.

Junction

If traffic lights are installed – see Tracey Simpson-Laings comment on a recent press article, then the expense will be massive, given that another reason for the current roundabout/road layout was due to mains services running under the grass verges etc – so all of these would need re-routing.

When the mini-roundabout was first planned at this junction (Beckfield Lane, Boroughbridge Road, Low Poppleton Lane) – the residents at the time asked why traffic lights could not be installed. They were informed by the council that this was not possible because it would cause too much disruption. Yet several years later when the costs of such an installation must have escalated, and volume of traffic has significantly increased (if all that we read about congestion and pollution is true) it is now possible – why is this so?

Also of concern also are potential access difficulties that residents of Beckfield Lane and Boroughbridge Road are likely to entail if traffic lights are installed.

Bus Service

This is not the first time that there has been an attempt to install a rising bollard on this site:

<http://www.york.gov.uk/news/newsarchive/2002/january/157111>

We understand from Tracey Simpson-Laing and also the Sanderson report that very few children will actually be using the number 10 bus service to get to school.

Also, if the rising bollard is purely to benefit the school, then why does it need to be operational before school can be built, and why is the traffic order applicable to local buses as well as school buses?

It is clear from the link above regarding the previous application in 2002 and the minutes of Nether Poppleton Parish Council that this bollard and amendments to the bus service, have nothing to do with the viability of the new school but are concerned with Nether Poppleton's request for the number 10 to be re-routed. Which is why we believe the inclusion of the rising bollard and related bus services in this planning application are questionable – if this goes ahead, it raises the question "what other failed planning applications are being forced through on the back of other larger scale projects?"

NETHER POPPLETON PARISH COUNCIL

MINUTES OF THE PARISH COUNCIL MEETING HELD IN THE COMMUNITY CENTRE, UPPER POPPLETON, AT 7.30PM ON MONDAY, 15 JANUARY 2007

07/005/1 - The Clerk read or referred to the following items of correspondence

A letter from the City Council's Transport Planning Department advising that the proposal for rising bollards in **Millfield Lane/Low Poppleton Lane** has been passed to the person dealing with the matter.

NETHER POPPLETON PARISH COUNCIL

MINUTES OF THE PARISH COUNCIL MEETING HELD IN THE COMMUNITY CENTRE, UPPER POPPLETON, AT 7.30PM ON MONDAY, 18 SEPTEMBER 2006

The response from the City Council regarding a rising bollard at Low Poppleton Lane (Min. 06/162)

The City Council has agreed to take forward the idea of installing a rising bollard.

NETHER POPPLETON PARISH COUNCIL

MINUTES OF THE PARISH COUNCIL MEETING HELD IN THE COMMUNITY CENTRE, UPPER POPPLETON, AT 7.30PM ON MONDAY, 17 JULY 2006

06/145 - TO DISCUSS THE RESPONSE FROM THE CITY COUNCIL REGARDING A RISING BOLLARD AT LOW POPPLETON LANE

The Clerk had had written responses from City Councillors Steve Galloway and Anne Reid who were both in favour, in principle, of the installation of a rising bollard and the re-routing of the No. 10 bus service down **Millfield Lane** so that it would be of benefit to the residents of **Poppleton Park**. They had mentioned the agreed relocation of Manor School and the likely closure of the British Sugar factory. It was agreed that the Clerk should write to Bill Woolley the City Council's Director of City Strategy, to ask for a rising bollard to be installed.

To our knowledge Upper Poppleton have not been consulted, despite this having a direct affect on their bus service.

There is a resident further up Boroughbridge Road, with no other means of transport, who stands to lose access to the bus service if it is re-routed, and therefore access to the village of Poppleton, where she regularly visits the library, shops etc – we're sure there will be other cases such as this.

Traffic Flow/Drop-Off Points

There is constant mention in articles/council statements etc that the volume/flow of traffic down Low Poppleton Lane will decrease – how is this so? We will still have parents coming down the street to drop-off/collect their children – or do the Council really believe that parents will drive up Boroughbridge Road, and the A1237, and up to Millfield Roundabout and back down Millfield Lane to drop them off?

In the Sanderson report (Page 51 10.9) it is suggested that space be kept on the current school site on Low Poppleton Lane as a drop-off point for parents. In relation to this, their representative at the site meeting earlier this year, clearly stated that the current tennis courts could be developed into a drop-off site – and suggested that this would also be a suitable alternative to a rising bollard, as buses would also be able to use this site for dropping-off.

Costs

With changes to the junction, installation of the bollard and traffic lights, and their ongoing maintenance and running costs – who is going to cover the cost of all this? 5 years ago (during the first application) the anticipated costs of amending the junction were £70k alone – 5 years on with increased costs in the construction and engineering, we imagine that this cost will have escalated. And costs of installing just a rising bollard are expected to be in the region £50k with a further £1M required to make changes to the level crossing on Millfield Lane.

Information regarding the overall installation and ongoing costs for this project is very hard to find, an even more difficult question to get an answer to the above question 'who is going to cover the cost of all this?'

The DFT (as per their website) state that:

Rising bollards may initially appear to be a low cost solution to a problem. However, the **whole life installation, maintenance and operating costs must be considered** in assessing the true financial and operational benefits.

Alternatives

If, as has been stated by the Council, these changes are required to service the new school, then there are other alternatives to what is currently being considered, some of which would surely be less costly, and less disruptive than what is currently being proposed – it is suggested in Tracey Simpson-Laing's comment on the recent Press article that at least one of these has not been considered:

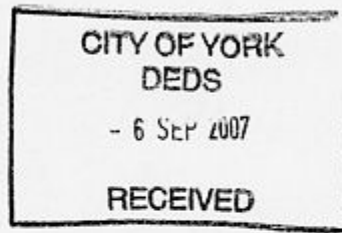
- Extend Bus route in Poppleton (as per Tracey's comment)
- Make vehicular access to the school site from Boroughbridge Road or from A1237 roundabout so that school buses and parents are able to access the site
- Provide pedestrian access to the new school site from Boroughbridge Road, including relevant traffic calming/school safety zone measures – so that existing bus stops can be utilised
- Use the current tennis courts on Low Poppleton Lane as a drop-off point for school buses and parents – NB it is feasible for the occasional bus to access the lane, as happens now, but would not be practical for a full daily bus service to do this without major alterations to the junction mentioned previously.

To reiterate, **we strongly object to the change in this traffic act**, and feel that if this does go ahead it breaches our human rights.

Additionally, there are other alternatives, which are more cost effective and more importantly, we feel offer much safer alternatives than those which are being proposed. Don't forget, the children NOT using the number 10 bus, will still have to access the school, and surely this would be better from a school safety zone with access at the back of the new school site – given that most of the children will need to cross Boroughbridge Road anyway.

We urge you NOT to go ahead with this proposal, and instead consider the alternatives.

We look forward to receiving your response on this matter



11/02/16

Dear Sir,

RE: Proposed amendment to traffic regulations.

Ref: ADB/JM/DT/DT/092/7-814

I would like to object to the above amendments as the current junction from Law Poppleton line onto Boroughbridge road is completely inadequate for buses turning left, it is very dangerous for cars turning right or going down Beckfield lane. It should be made into traffic lights.

Also you state that the school bus and the Number 10 bus will run down Law Poppleton line for the school children, has a survey been carried out and the number of children using this service established? What about children who use a different bus service, they are still going to have to walk to the new school as those services will not run down Law Poppleton line.

What service has been provided for the people who live down Station road many who are

to catch a bus.

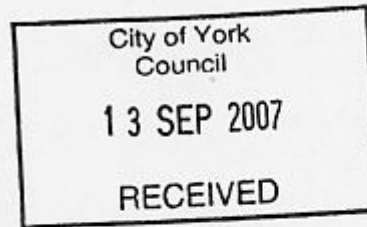
As for your comment about Low Poppleton lane becoming quieter for traffic when the school is moved that is utter nonsense. More parents will come down to drop children at the end of the road. The ones who at the moment drop off at Bechfield Lane and Broughbridge road, this will create a congestion at the end of the road and make it impossible for the buses to get access and also make it dangerous for the children.

Why can the current infrastructure at the Civil Service site not be used to create a safe drop off and turning point for the parents and school buses!!! This would seem the logical answer. A zebra crossing could be put in so pupils could cross the road after getting off the no 10 bus, this would also slow traffic down on Broughbridge road making it a bit safer for everyone. Surely this would be a cheaper option than altering the junction - If no plans are in place to

There have been far too many accidents
here - maybe a death or two.

I look forward to your comments and
also details of any meetings to be held
about this issue so that the residents
can attend.

Yours faithfully



Damon Copperthwaite
Assistant Director
City Development and Transport
9 St Leonard's Place
York
YO1 7ET

Dear Sir,

Your Ref: ADB/JM/DT/DT/092/7-814

With reference to the notice about proposed:-

Rising Bollard at Low Poppleton Lane/Millfield Lane.

I would like to offer my objections as below:-

This proposal would mean in real terms:-

6 buses per hour plus school buses plus Park and Ride? See attached Press clipping from 26/2/07. Does this mean that we will in future receive the Park and Ride buses as well?

This Lane already contends with a minimum of 3 articulated lorries coming accidentally down the street going towards Monk Hill (as their sat nav systems show the Lane as open.) Imagine the scenario:- a lorry comes wrongly down the Lane, starts reversing (which on average takes 20 minutes and results in reversing straight onto the main road after first usually unsuccessfully trying to turn in the road) and a bus comes up behind. It will happen. This will cause considerable delays to any bus journey and potential accidents.

I cannot understand why you say we will experience less traffic. All the parents I have asked will still drop their children off down our lane as it is far easier than coping with the ring road. Hence, our lane will become more congested and polluted. What do Fords think about this as they are a large employer who has a lot of visitors and employees using the Lane during the day? They also own the cottage at Number 20 whose value will greatly reduce with the noise of buses stopping/starting and the bollard raising, as their front room is a mere 20 foot away. What does Monk Hill think about the Health and Safety issues when their lorries continually come in and out of their plant and at change

over times our Lane is extremely busy with drop offs/pick ups? Would there be a bus stop along our lane? If so where? Would the enlarged pavement go ahead and if so then passing would be harder than ever. Where would our visitors be able to park as I imagine parking restrictions would alter, again? Would it be more restricted? Would a crossing be required to allow children to cross safely? More disruption (outside which property?), causing noise and light pollution. This is only a small lane.

As questioned at the meeting has anyone actually thought about the logistics of this? You would need some sort of traffic system at the bollard end to show when it is safe for one bus to proceed, as the corner is so severe that you cannot tell what is around the bend till you are at it. The road near either sides of the bend would not be able to accommodate buses passing.

At present there are two bollards, as when only one was in place cars could actually pass between the bollard and concrete posts and did so regularly. So we would probably need 2 bollards as well at the whole corner rethinking.

Concerning the dangerous mini roundabout at the other end (which had another crash involving all the major emergency services just a few weeks ago) which the councillors would not even look at during their site visit, would need altering. We were told when the roundabout was put in that it would be too costly to make it align with Beckfield Lane because that would involve moving all the major services below. Traffic lights were also rejected due to the traffic congestion it would cause.

What about Poppleton people whose number 10 bus route would alter (as proposed and rejected before) as people along Station Road and all along Boroughbridge Road upto our Lane would no longer have a bus route. Have they been informed?

If the school is not scheduled to be open until Jan 09 at the earliest why must this be implemented now? Surely the school do not want buses going down the lane, (another health and safety issue) this was one reason why the lane has remained closed for many years. Does Mr Crosby approve?

We feel that this is being pushed forward by the First York Buses who have always wanted a bus route down the Lane. Poppleton Park could be offered a bus service by the number 10 off routing down Millfield Lane and then doubling back. Also, why did Poppleton Park get permission to be built without a so called adequate bus route and why should we suffer years later because of this error? It does not seem fair that certain people in Poppleton (including the elderly and young families) lose their bus route to accommodate another one.

We really don't understand why the school buses can't use a turning point in the lane as was proposed by the school and accepted by most parties concerned (including the education authority). But if this really is unacceptable we still feel

that the school does have a bus route available that stops outside Poppleton Park (less than the 400 mtr demand) and, if as above the No 10 bus was re-routed to take in Poppleton Park this surely would suffice without major disruption or cost. This 400 mtr demand is also not strictly what is required but is an ideal. The actual existing bus stops would be acceptable as per your report.

As First York appears to be the instigator in this we now understand that Councillor Ann Reid who was very vocal in favour of the bus route during the meeting is in fact on the Quality Bus Partnership Committee and received a dinner at the national transport awards offered by First York no less. She did not declare this interest when the matter was discussed during the meeting!

Lastly, it was our Councillor, Councillor Horton and then the Press who informed us of the matter going ahead; once again the most effected people are the last to find out. At the meeting it was agreed that the Highways Department had not done their homework and that close consultation with residents would be required before anything else was agreed. This has not materialised. This letter seems too little too late. We would like to have been consulted on this long ago, after all we, as residents know the real impact this will have and only we understand what the lane is like at the moment. Surveys at specific times and days do not give the whole picture.

6

Council
13 SEP 2007
RECEIVED

Mr. Damon Copperthwaite
Assistant Director
(City Development and Transport)
City of York Council
9 St Leonard's Place
York
YO1 7ET

12th September 2007

12/09/07

Dear Sir,

Proposed amendment to traffic regulations to allow passage of additional classes of vehicle between Millfield Lane and Low Popplerton - Your Ref: ADB/JM/DT/DT/092/7-814

We are in receipt of your letter dated 24th August 2007 regarding the above proposal and would refer you to our letter dated 9th February 2007 (copy enclosed) to your Mr. Slater regarding the application to relocate Manor School (Application Reference 06/02200/GRG3) and the amendment to that application to include a rising bollard to allow public transport access at Low Poppleton Lane/Millfield Lane.

The concerns expressed by our company and raised in my letter of that date have not changed and we still feel that this proposed course of action will cause more problems than it seeks to remedy.

Mr. Mike Slater
Assistant Director
(Planning & Sustainable Development)
City of York Council
9 St Leonard's Place
York
YO1 7ET

9th February 2007

Dear Sir,

**APPLICATION : Proposed Relocation of Manor School Your Reference
06/02200/GRG3**

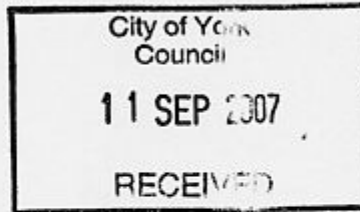
We are in receipt of your letter dated 23rd January 2007 regarding the above application and the amendment to the proposal to include a rising bollard to allow public transport access at Low Poppleton Lane/Millfield Lane and wish to raise our concerns.

1. At peak times with public transport potentially using Low Poppleton Lane and increase in drop off bays within the existing school grounds, there will inevitably be an increase in congestion and therefore potential for accidents at or around the entrance to our premises.
2. As a result of the need for public transport to slow down/wait, whilst the automatic rising barrier operates, there will be, we believe, a considerable increase in noise/pollution from these vehicles and this will have detrimental effects on our business and staff.
3. The high level & poor quality of the signage at the junction of Boroughbridge Road and Low Poppleton Lane has, together with the increased use of satellite navigation systems, led to HGV's and other vehicles attempting to gain access to Millfield Lane via Low Poppleton Lane. In the last two years, this has resulted in damage to our premises on 5 separate occasions, as vehicles attempt to turn around. Several thousands of pounds have been incurred by us in repairs during this period. We must ask that improvements are made to prevent this occurring.
4. There appears to be no mention of plans as to the future use of the existing school grounds, with the exception of the additional drop off spaces. We are concerned that should this become housing that the access route into this new housing development would be on Low Poppleton Lane, increasing traffic flows even further and not only at peak times. This will further exacerbate the issues referred to above.

5. Whilst the proposed rising barrier system will initially be strictly controlled for the use of public transport and emergency vehicles, we are concerned that this may be extended to others and ultimately becoming a "rat run" route to the A1237. Your reassurance on this point would be appreciated.

Yours faithfully,

7



City of York Council
9 St Leonard's Place
York
YO1 7ET

Dear Sir,

Millfield Lane / Low Poppleton Lane Traffic Regulation Order

Further to the recent public notice regarding the above TRO, I would formally object to this proposal:

- if it involves diverting buses onto Millfield Lane at the expense of the outbound bus stop just to the west of the Boroughbridge Road/Beckfield Lane junction. If the No. 10 bus is diverted along Millfield Lane where do the residents of Trenchard Road/Portal Road/ Boroughbridge Road alight from the bus? Are you proposing an alternative bus stop to serve these residents?
- Also after looking at the 'decision' part of the CoYC internet site could you clarify if you are proposing to run buses in both directions along Millfield Lane i.e. removing any frequent bus service for the residents of Boroughbridge Road and Station Road in Upper Poppleton. If this is the case, what alternative frequent public transport is being proposed for the residents of Station Road and Boroughbridge Road if the No 10 service is diverted along Millfield Lane.

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Annex B**Officers Comments on the Objections**

	Issue raised	Officers comments
1/ Resident of Low Poppleton Lane	<p>Dangerous location for the bollard.</p> <p>Cost of this proposal can't be considered without considering the cost of improvements to the Boroughbridge Road junction.</p> <p>Disagrees that there will be a reduction in traffic.</p> <p>What is the Upper Poppleton Parish Councils view of this proposal?</p> <p>Why are other options not being considered, such as extending the existing bus service?</p> <p>Concerns regarding the ongoing situation with large vehicles turning into the road heading for the industrial area beyond the current road closure.</p>	<p>Although the road bends close to the control point the number and speed of vehicles does not make this a dangerous situation.</p> <p>An improvement scheme is planned for this junction in due course.</p> <p>Vehicles dropping off on the Poppleton side of the existing closure point will be removed entirely as will the traffic to the school during the day.</p> <p>No comments have been received from Upper or Nether Poppleton Parish Councils.</p> <p>The existing bus service suffers from delays to its current timetable and extending the route would increase these delays further.</p> <p>Improved advance signing will be put in place to try to overcome these problems.</p>
2/ Business on Millfield Lane	The bollards should be removed for all drivers as this worked well during recent maintenance work on the level crossing.	Comments noted, but this is not up for consideration.
3/ Resident of Low Poppleton Lane	<p>The proposal would have a negative effect on their quality of life.</p> <p>The Boroughbridge Road junction could not cope with the regular bus service.</p> <p>Concerned about the suitability of the road being used by buses on the ground of road surface, road width and noise.</p> <p>Home purchased on the basis of the road being a cul-de-sac and</p>	<p>Comment noted, but Low Poppleton Lane is a public highway.</p> <p>The junction will be able to cope with the low number of buses.</p> <p>See comments above.</p> <p>There is no report available or a requirement to provide one in</p>

	<p>not as a through route for a bus service. Would like a report on the likely impact due to more frequent traffic noise and pollution and considers this change could breach their human rights. One bollard would not be enough and more would cost extra for installation and maintenance.</p> <p>There was obviously good reason for the introduction of the bollards, has this been revisited. Cites several contradictory statements regarding the required distance to bus stop facilities for a development of this scale.</p> <p>Safety and risk assessment concerns regarding the use of a rising bollard. Issues regarding the installation of traffic signals at the Boroughbridge Road junction. Very few children use the bus service to get to school and if it is only for the benefit of the school why are other local buses to be able to use it and why does it have to be in place before the school is built. Residents on Boroughbridge Road will lose their bus service to Poppleton facilities. Disputes the statement that traffic flow will decrease.</p>	<p>these circumstances. This is not a breach of human rights.</p> <p>The design for how the control point would operate has not been finalised. This process merely deals with the principle of allowing the buses through the closure point. The volume of additional traffic using this route will be very low.</p> <p>Unable to comment on the statements made, but it is an established council policy that has lead to this proposal being taken forward. All works on the public highway of this nature go through a safety audit process. This is outside the scope of this consultation.</p> <p>The proposal has been put forward to comply with City of York Council policy.</p> <p>Noted.</p> <p>Vehicles dropping off on the Poppleton side of the existing closure point will be removed entirely as will the traffic to the school during the day.</p>
<p>4/ continued</p>	<p>Concerned about the cost of implementing the proposals and who will bear these costs. Concerned that other alternatives have not been considered.</p>	<p>The developer will be funding these proposals.</p> <p>The use of bus stops on the A59 was discussed, but rejected on</p>

		road safety grounds and close proximity to the A1237 / A59 junction.
4/ Resident of Low Poppleton Lane	<p>The Boroughbridge Road junction is inadequate for buses turning out and should be made a traffic signal junction.</p> <p>How many school children will use the bus service and what about children who use a different bus service that doesn't use Low Poppleton Lane.</p> <p>What service is to be provided for elderly people that live along Station Road, how far will they have to walk?</p> <p>Disputes the statement that traffic flow will decrease.</p> <p>Why can't the Civil Service site be used to provide a drop off and bus turning facility along with a crossing on Boroughbridge Road?</p>	<p>The number of buses using this road will not create a problem at the junction.</p> <p>Not known, but the proposal has been put forward to comply with City of York Council policy.</p> <p>Residents will be within a 5 to 10 minute walk of public transport facilities.</p> <p>Vehicles dropping off on the Poppleton side of the existing closure point will be removed entirely as will the traffic to the school during the day.</p> <p>The developer does not own this site.</p>

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Meeting of the Executive Member for City Strategy and Advisory Panel

29 October 2007

Report of the Director of City Strategy

PUBLIC RIGHTS OF WAY - PROPOSAL TO RESTRICT PUBLIC PEDESTRIAN RIGHTS OVER TWO SNICKETS LEADING FROM CARRFIELD INTO CHANTRY CLOSE AND CARRFIELD INTO FOXTON, WOODTHORPE.

Summary

1. This report presents a proposal to restrict public pedestrian rights along the two snickets leading from Carrfield into Chantry Close and Carrfield into Foxton, using new legislation under Section 129A of the Highways Act 1980, as amended by the Clean Neighbourhoods and Environment Act 2005.
2. The report recommends that the Advisory Panel advise the Executive Member to approve **Option B**, to authorise the making of two Gating Orders to restrict public pedestrian rights over these two snickets and allow the fitting of gates, which would be accessible to residents only.

Background

3. The Clean Neighbourhoods and Environment Act 2005 (CNE) brought in new legislation under the Highways Act 1980 (HA), by inserting Section 129 (HA) and allowing local authorities to make Gating Orders to reduce and prevent crime and anti social behaviour. A full explanation can be found in the City of York Council Gating Order Policy Document.
4. This legislation allows local authorities to make Gating Orders to restrict public use along public highways (usually rear alleys) in order to reduce crime and anti social behaviour. However their highway status is retained, which makes it easy to revoke or review the need for the Order to remain in place.
5. A Gating Order is made in much the same way as existing Alleygating legislation brought in by the Countryside and Rights of Way Act 2000 (CROW), except that the council may still make an Order even if there are objections, as long as it is satisfied that the making of the Order is in the interests of local residents. It does not have to be referred to the Secretary of State for determination as under the CROW Act.

6. The first snicket is situated between Carrfield and Chantry Close and is an adopted highway under the control of City of York Council; it is therefore a public right of way (see Annex 1, Point A).
7. The second snicket is situated close to the first one and lies between Carrfield and Foxton. It is also an adopted highway under the control of City of York Council and is therefore a public right of way (see Annex 1, Points B to C).
8. On 6 June 2007, a report was presented to the Executive Member for City Strategy and The Advisory Panel, following receipt of a petition from 85 residents affected by crime and anti social behaviour either in or from these two snickets. The petition called for the alleyway to be closed at night. The report provided both police statistics and photographic evidence of crime and anti social behaviour committed in these three streets.
9. The recommendation of the Panel was to advise the Executive Member to progress with the making of Conditional Gating Orders (to restrict access at certain times of day) for both snickets, subject to Ward Committee funding and the agreement of the Community Ranger.
10. Enquiries were made regarding the funding of the scheme and although funding is available for the initial closure process, year on year funding for the management of the gates could not guaranteed. In addition to this, the Community Ranger could not guarantee the daily opening and closing of the gates in accordance with the times stated in any Conditional Gating Order. As this would be a statutory requirement, failure to carry it out could leave the Council liable to legal action. It is for this reason that there is an additional recommendation included within this report.
11. Taking into consideration the above information the Panel has the choice of either progressing with Conditional Gating Orders as per the 6 June Panel's recommendations and ensuring that year on year funding for the gate management is provided, or progressing with 24 hour Gating Orders, which would not require daily management and for which funding is already available. As there is no advantage for members of the public to use either of these two snickets, as they are not short cuts to anywhere, it is proposed to have them restricted at all times, but allow the residents of the three affected streets to have access by giving them the PIN codes to operate the gates.

Consultation

12. External consultation has been carried out in accordance with Home Office guidelines on the making of Gating Orders under S129A of the Highways Act 1980 and included:
 - All affected residents.
 - All statutory consultees set out in the Parliamentary Rights of Way Review Committee's Code of Good Practice for consultation on proposed changes to rights of way, including The Ramblers' Association, Open Spaces Society etc.

- All statutory undertakers and utility providers, such as gas, electric and telephone companies.
 - All emergency services, including the North Yorkshire Police Authority.
13. Notices have also been advertised on the Council website, in the local newspaper and at each snicket.
14. There has been 1 objection to these Gating Orders. This is from a Mr Houghton of Carrfield. The objection is based upon concerns that a 24hr closure is not necessary and a conditional closure would be the better solution

Options

15. Option A. Do nothing and leave both snickets open to public use. This is not recommended.
16. Option B. Restrict public pedestrian rights over both snickets by means of Gating Orders under S129A of the Highways Act 1980. This option is recommended.

Analysis

17. Option A - Do nothing and leave both snickets open to public use. This would not alleviate the problems faced by residents affected by these two snickets and would do nothing to improve their quality of life. This is not recommended.
18. Option B - Restrict public pedestrian rights over both snickets by means of Gating Orders under S129A of the Highways Act 1980. This would allow the snickets to be closed and would deter criminal and anti social behaviour thereby improving residents' quality of life. This option is recommended.

Corporate Priorities

19. Option B ties in with the council's Corporate Strategy, Priority Statement No4 *"Reduce the actual and perceived impact of violent, aggressive and nuisance behaviour on people in York."*
20. This aim relates to improving the quality of life for York residents, by implementing a range of key objectives designed to reduce crime and the fear of crime and also tackle persistent nuisance behaviour, which can make life intolerable to some people.

Implications

- **Financial**
21. Funding for this scheme has been obtained from the Ward Committee budget and match funding from the Safer York Partnership target hardening funds.

The only other financial implications relate to officer time and administration costs.

- **Legal**

22. Other than the relevant legal orders being made, there are no other legal implications.

- **Crime and Disorder**

23. There are already a number of gated alleys in the City, which have all shown a reduction in crime and anti social behaviour in those streets. There is also less opportunity for fly tipping and graffiti in those alleys and it is felt that crime and anti social behaviour will fall significantly in these two snickets; thereby allowing the Council to achieve one of its duties under the Crime and Disorder Act. The implications of allowing this scheme are therefore very favourable.

24. There are no implications affecting the following.

- **Human Resources (HR)**
- **Equalities**
- **Information Technology (IT)**
- **Property**
- **Other**

Risk Management

25. In compliance with the Councils Risk Management Strategy. There are no risks associated with the recommendations of this report.

Recommendations

26. It is recommended that the Advisory Panel advise the Executive Member to recommend **Option B**, and resolve to:
1. Note any outstanding objections; and
 2. Monitor the operation of the arrangements for a 12 month period and to report back to the Advisory Panel should it be felt necessary for changes to be made to those arrangements; and
 3. Authorise the Director of City Strategy to instruct the Head of Civic, Democratic and Legal Services to make a Gating Order for each snicket in accordance with S129A of the Highways Act 1980, as amended.

Reason

The reason for making this decision is that it meets the criteria of the legislation, as set out in paragraphs 3, 4 and 5 where restriction of public rights over these two routes would be to the benefit of the local community and that there are reasonably convenient alternative routes available.

Contact Details

Author:

Richard Bogg
Divisional Head (Traffic)
Network Management
9, St Leonard's Place
YORK
YO1 7ET

Chief Officer Responsible for the report:

Damon Copperthwaite
Assistant Director
City Development and Transport

Report Approved **Date** 19/10/07

Tel: 551426

Specialist Implications Officer(s)

Financial :

Kay Hoare, Local Improvement Schemes Officer,
Tanya Lyon Autocrime and Burglary Group and PSA,
Liz Levett, Acting Head of Neighbourhood Pride Unit
Crime & Disorder : Ian Cunningham, Safer York Partnership Crime Analyst
Legal : Martin Blythe

Wards Affected:

All

Dringhouses and Woodthorpe Ward

For further information please contact the author of the report

Background Papers:

1. Highways Act 1980
2. Crime and Disorder Act 1998
3. Clean neighbourhoods and Environment Act 2005
4. The Highways Act 1980 (Gating Orders) (England) Regulations 2006
5. City of York Council Gating Order Policy
6. EMAP report dated 6 June 2007 entitled: Public Rights Of Way - Petition Seeking Conditional Closure Of Two Snickets Leading From Carrfield Into Chantry Close And Carrfield Into Foxton, Woodthorpe.

Annexes

1. Map of snickets proposed for closure

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457200 000000 457300 000000 457400 000000 457500 000000

Key

Routes to be Restricted

A ★

B ——— C

Annex 1



Highways Act 1980, S129A Grid Ref: SE 5749
 Carrfield Chantry Close and Carrfield Foxton Gating Orders 2007

Scale 1:1,500	Drawn By: SB	Date: 25 July 2007
Public Rights of Way	Reference:	Drawing No.

9 St. Leonards Place, York, YO1 2ET
 Telephone: 01904 613161

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Meeting of the Executive Member for City Strategy and Advisory Panel

29 October 2007

Report of the Director of City Strategy

PUBLIC RIGHTS OF WAY - PROPOSAL TO RESTRICT PUBLIC PEDESTRIAN RIGHTS OVER THE SNICKET AT THE SIDE OF NO14 BELLHOUSE WAY, FOXWOOD.

Summary

1. This report presents a proposal to restrict public pedestrian rights along the snicket leading from Bellhouse Way into Houndsway, Foxwood, using new legislation under Section 129A of the Highways Act 1980, as amended by the Clean Neighbourhoods and Environment Act 2005.
2. The report recommends that the Advisory Panel advise the Executive Member to approve **Option B**, to authorise the making of a Gating Order to restrict public pedestrian rights over this snicket at all times and allow the fitting of alley gates.

Background

3. The Clean Neighbourhoods and Environment Act 2005 (CNE) brought in new legislation under the Highways Act 1980 (HA), by inserting Section 129 (HA) and allowing local authorities to make Gating Orders to reduce and prevent crime and anti social behaviour. A full explanation can be found in the City of York Council Gating Order Policy Document.
4. This legislation allows local authorities to make Gating Orders to restrict public use along public highways (usually rear alleys) in order to reduce crime and anti social behaviour. However their highway status is retained, which makes it easy to revoke or review the need for the Order to remain in place.
5. A Gating Order is made in much the same way as existing Alleygating legislation brought in by the Countryside and Rights of Way Act 2000 (CROW), except that the council may still make an Order even if there are objections, as long as it is satisfied that the making of the Order is in the interests of local residents. It does not have to be referred to the Secretary of State for determination as under the CROW Act.

6. The snicket is situated between Bellhouse Way and Houndsway and is an adopted highway under the control of City of York Council; it is therefore a public right of way (see Annex 1).
7. On 6 January 2006, a report was presented to the Executive Member for City Strategy and The Advisory Panel, following receipt of a petition from residents affected by crime and anti social behaviour either in or from this snicket. This report provided both police statistics of crime and anti social behaviour, which could have been committed in or from this snicket.
8. The recommendation of the Panel was to advise the Executive Member to review the petitioners' request, once the new legislation had been implemented. That legislation is now in force.
9. There is no advantage for members of the public to use this snicket as there are two further snickets situated within a short distance of this one.

Consultation

10. External consultation has been carried out in accordance with Home Office guidelines on the making of Gating Orders under S129A of the Highways Act 1980 and included:
 - All affected residents.
 - All statutory consultees set out in the Parliamentary Rights of Way Review Committee's Code of Good Practice for consultation on proposed changes to rights of way, including The Ramblers' Association, Open Spaces Society etc.
 - All statutory undertakers and utility providers, such as gas, electric and telephone companies.
 - All emergency services, including the North Yorkshire Police Authority.
11. Notices have also been advertised on the Council website, in the local newspaper and at each end of the snicket.
12. There have been no objections to the making of this Gating Order.

Options

13. Option A. Do nothing and leave the snicket open to public use. This is not recommended.
14. Option B. Restrict public pedestrian rights over the snicket by means of a Gating Order under S129 of the Highways Act 1980. This option is recommended.

Analysis

15. Option A - Do nothing and leave the snicket open to public use. This would not alleviate the problems faced by residents affected by this snicket and would do nothing to improve their quality of life. This is not recommended.
16. Option B - Restrict public pedestrian rights over the snicket by means of a Gating Order under S129 of the Highways Act 1980. This would allow the snicket to be closed to public use and would deter criminal and anti social behaviour, thereby improving residents' quality of life. This option is recommended.

Corporate Priorities

17. Option B ties in with the council's Corporate Strategy, Priority Statement No4 *"Reduce the actual and perceived impact of violent, aggressive and nuisance behaviour on people in York."*
18. This aim relates to improving the quality of life for York residents, by implementing a range of key objectives designed to reduce crime and the fear of crime and also tackle persistent nuisance behaviour, which can make life intolerable to some people.

Implications

- **Financial**

19. Funding for this scheme has been obtained from the Ward Committee budget. The only other financial implications relate to officer time and administration costs.

- **Legal**

20. Other than the relevant legal orders being made, there are no other legal implications.

- **Crime and Disorder**

21. There are already a number of gated alleys in the City, which have all shown a reduction in crime and anti social behaviour in those streets. There is also less opportunity for fly tipping and graffiti in those alleys and it is felt that crime and anti social behaviour will fall significantly in this two snicket; thereby allowing the Council to achieve one of its duties under the Crime and Disorder Act. The implications of allowing this scheme are therefore very favourable.
22. There are no implications affecting the following.

- **Human Resources (HR)**
- **Equalities**

- **Information Technology (IT)**
- **Property**
- **Other**

Risk Management

23. In compliance with the Council's Risk Management Strategy. There are no risks associated with the recommendations of this report.

Recommendations

24. It is recommended that the Advisory Panel advise the Executive Member to recommend **Option B**, and resolve to:
1. Note any outstanding objections. and
 2. Authorise the Director of City Strategy to instruct the Head of Civic, Democratic and Legal Services to make a Gating Order for the snicket in accordance with S129A of the Highways Act 1980, as amended.

Reason

The reason for making this decision is that it meets the criteria of the legislation, as set out in paragraphs 3, 4 and 5 where restriction of public rights over this route would be to the benefit of the local community and that there are reasonably convenient alternative routes available.

Contact Details

Author:

Richard Bogg
Divisional Head (Traffic)
Network Management
9, St Leonard's Place
YORK
YO1 7ET

Tel: 551426

Chief Officer Responsible for the report:

Damon Copperthwaite
Assistant Director
City Development and Transport

Report Approved **Date** 17/10/07

Specialist Implications Officer(s)

Financial :
Kay Hoare, Local Improvement Schemes Officer,
Tanya Lyon Autocrime and Burglary Group and PSA,
Liz Levett, Acting Head of Neighbourhood Pride Unit
Crime & Disorder : Ian Cunningham, Safer York Partnership Crime Analyst
Legal : Martin Blythe

Wards Affected:

All

Westfield Ward

For further information please contact the author of the report

Background Papers:

1. Highways Act 1980
2. Crime and Disorder Act 1998
3. Clean neighbourhoods and Environment Act 2005
4. The Highways Act 1980 (Gating Orders) (England) Regulations 2006
5. City of York Council Gating Order Policy.
6. EMAP Report dated 6 January 2006, entitled Public Rights of Way - Petition Seeking Closure of a Snicket Next to No14 Bellhouse Way, Foxwood.

Annexes

1. Plan of Snicket

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Key

Route to be Restricted

A ————— B



9 St. Leonards Place, York, YO1 2ET
Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 5750
Bellhouse Way (No14) Gating Order 2007

Scale 1:750

Drawn By: SB

Date: 7 August 2007

Public Rights of Way

Reference:

Drawing No.

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Meeting of the Executive Members for City Strategy and Advisory Panel

29 October 2007

Report of the Director of City Strategy

PUBLIC RIGHTS OF WAY – Proposal To Restrict Public Rights Over Alleyways In The Clifton, Guildhall And Micklegate Wards, York

Summary

1. This report considers the restriction of public rights over 25 alleyways in the Clifton, Guildhall and Micklegate Ward areas, using crime prevention legislation under Section 129A of the Highways Act 1980, as amended by the Clean Neighbourhoods and Environment Act 2005 (See plans in Annex 1).
2. The report recommends that the Advisory Panel advise the Executive Member to approve **Option C** and authorise the making of the proposed Gating Orders which will then allow the installation of lockable alley gates.

Background

3. The Clean Neighbourhoods and Environment Act 2005 (CNE) brought in new legislation under the Highways Act 1980 (HA), by inserting Section 129 (HA) and allowing local authorities to make Gating Orders to reduce and prevent crime and anti social behaviour. A full explanation can be found in the City of York Council Gating Order Policy Document.
4. This legislation allows local authorities to make Gating Orders to restrict public use along public highways (usually rear alleys) in order to reduce crime and anti social behaviour. However their highway status is retained, which makes it easy to revoke or review the need for the Order to remain in place.
5. A Gating Order is made in much the same way as existing Alleygating legislation brought in by the Countryside and Rights of Way Act 2000 (CROW), except that the council may still make an Order even if there are objections, as long as it is satisfied that the making of the Order is in the interests of local residents. It does not have to be referred to the Secretary of State for determination as under the CROW Act.
6. In March 2004, The Groves part of Guildhall Ward, parts of Clifton Ward and parts of Micklegate Ward were designated by the Secretary of State for

Environment, Food and Rural Affairs as a high crime area for the purposes of crime prevention under the Countryside and Rights of Way Act 2000.

7. A number of alleys in the three designated areas have been identified by the police and Safer York Partnership Crime Analyst as facilitating crime and anti-social behaviour (see police crime reports in Annex 2). Several high profile initiatives have been undertaken by the police to reduce the level of crime and anti social behaviour in this region of the city, in order to fulfil both police and Council responsibilities under the Crime and Disorder Act 1998. Alleygating is one of the methods proposed to reduce those crime figures and this scheme would involve the installation of 33 gates.
8. The implementation of Alleygating in other parts of the city, has shown a significant reduction in crime since gates were installed. These results have been encouraging and show that Alleygating can significantly reduce crime in an area and improve the quality of life for those residents living alongside problem alleys.
9. In order to simplify the gating process and facilitate accurate crime analysis for each alley, all three designated area have been broken down into 'zones'. Each of these zones has been allocated the name of one of the streets within that zone. The 26 alleys mentioned in this report lie in 14 of these zones.
10. The following 2 alleyways are in Clifton Ward, but are situated in The Groves Designated High Crime Area and are:
 - The alley which starts between the sides of No1 and No3 Vyner Street, before travelling in a southerly direction to the side of No2 Fountayne Street. Also from midway between these two points, travelling in a westerly direction to between the rear of No15 Vyner Street and No16 Fountayne Street (see Annex 1 Map 1).
 - The alley which starts between the sides of No69 and No71 Vyner Street before travelling in a southerly direction to between the sides of No68 and No70 Fountayne Street. Also from midway between these two points, travelling in an easterly direction to between the rear of No21 Vyner Street and No20 Fountayne Street (see Annex 1 Map 2).
11. The following 13 alleyways are Guildhall Ward and situated in The Groves Designated High Crime Area and are:
 - The alley which starts in Earle Street at the rear of No1 Diamond Street, travelling in a north easterly direction to the rear of No53 Diamond Street (see Annex 1 Map 3).
 - The alley which starts between the sides of No1a and No3 Neville Street, travelling in a south westerly direction to the rear of No3 Neville Street before turning 90° to the right and continuing in a south easterly direction before emerging into Eldon Street, between the rear of No71 and No73 Eldon Street (see Annex 1 Map 4).

- The alley which starts in Bowling Green Lane at the rear of No1 Park Crescent travelling in a south easterly direction to the rear of No15 Park Crescent (see Annex 1 Map 5).
 - The alley which starts in Bowling Green Lane between the rear of No25 Lowther Street and No32a Park Crescent, travelling in a south easterly direction to the rear of No21 Park Crescent (see Annex 1 Map 6).
 - The narrow pedestrian alley, which starts in Groves Lane between the rear of No1 Lockwood Street and No16 Penley's Grove Street, travelling in a south easterly direction to the rear of No18 Lockwood Street and No2 Penley's Grove Street (see Annex 1 Map 7).
 - The alley which starts between the rear of No34 Lockwood Street and No2 Waverley Street, travelling in a south easterly direction to the rear of No19 Lockwood Street, before turning 90° in a north easterly direction to the side of No19 Lockwood Street (see Annex 1 Map 8).
 - The alley which starts in Garden Street at the rear of No68 St John Street, travelling in a south westerly direction to the rear of No54 St John Street (see Annex 1 Map 9).
 - The alley which starts in Groves Lane at the rear of No1 Waverley Street travelling in a south easterly direction to the rear of no19 Waverley Street (see Annex 1 Map 10).
 - The alley which starts in Eldon Street between the rear of No110 and No114 Eldon Street, travelling in an easterly direction to between the rear of No37 nelson Street and No27 Eldon Terrace (see Annex 1 Map 11).
 - The alley which starts at the side of No2 Warwick Street travelling in an easterly direction to the rear of that property before turning 90° in a southerly direction to the rear of No10 Warwick Street, turning 90° in a westerly direction to the side of that property; also from the rear of No6 Warwick Street travelling in an easterly direction to between the rear of No43 Walpole Street and No28 Nelson Street (see Annex 1 Map 12).
12. The following 16 alleyways are situated in the South Bank Designated High Crime Area of the Micklegate Ward and are as follows:
- The alley which starts at the side of No17 Finsbury Street, travelling in a westerly direction to the rear of that property before turning 90° in a southerly direction to the rear of No71 Finsbury Street, before turning 90° in an easterly direction to the side of that property (see Annex 1 Map 13).

- The short alley which starts between No2 and No4 Darnborough Street and travels to the rear of No20 Bishopgate Street (see Annex 1 Map 14).
- The alley which starts at the rear of No2 East Mount Road, travelling in a south easterly direction to the rear of No22 East Mount Road (see Annex 1 Map 15).
- The zig-zag alley which starts at the side of No13 Ebor Street travelling in an easterly direction to the rear of No40 Vine Street (see Annex 1 Map 16).
- The short alley which starts at the side of No2 Vine Street, travelling in a northerly direction to the rear of No24 Bishopthorpe Road (see Annex 1 Map 17).
- The alley which starts at the side of No2 Millfield Road, travelling in a westerly direction before turning 90° in a southerly direction to the rear of No78 Millfield Road (see Annex 1 Map 18).
- The alley which starts at the side of No51 Scarcroft Hill, travelling in an easterly direction to the rear of No10 Telford Terrace; also from the rear of No6 Telford Terrace, travelling in a northerly direction to the rear of No2 Wentworth Road; also from the rear of No29 Scarcroft Hill, travelling in an easterly direction to between No8 and No10 Wentworth Road (see Annex 1 Map 19).
- The alley which starts from between the sides of No43 & No45 Dale Street travelling in a southeasterly direction for 21 metres to the rear of No45 before turning 90° in a southwesterly direction for 53 metres to the rear of No71 Dale Street (see Annex 1 Map 20).
- The alley which starts from between the sides of No46 & No48 Dale Street continuing in a northwesterly direction for 20 metres to the rear of No48 before turning 90° in a southwesterly direction for 51 metres to the rear of No74 Dale Street (see Annex 1 Map 21).
- The alley which starts from the side of No26 Charlton Street continuing in a southerly direction for 42 metres to the rear of No68 Bishopthorpe Road (see Annex 1 Map 22).
- The alley which starts from between No1 and No3 Vine Street and travelling in a southerly direction for 25 metres to the rear of No40 Bishopthorpe Road (see Annex 1 Map 23).
- The alley which starts from between the rear of No39 Vine Street and No17 Charlton Street continuing in a westerly direction for 33 metres to the rear of No27 Vine Street; also commencing from between the rear of No39 Vine Street and No17 Charlton Street continuing in a westerly direction for 46 metres to the rear of No10 Charlton Street (see Annex 1 Map 24).

- The alley starting from between the rear of No41 Vine Street and No1B Anne Street, continuing in an easterly direction for 19 metres to the rear of No47 Vine Street (see Annex 1 Map 25).
13. A crime report for each of the alleys is contained in Annex 2 of this report. Although some of the alleys appear to have experienced fairly low levels of crime and anti social behaviour, their closure would benefit the reduction of crime in other alleys within this proposal, by closing off 'blocks' of alleys.

Consultation

14. External consultation was carried out in August this year, in accordance with Home Office guidelines on the making of Gating Orders under S129A of the Highways Act 1980 and included:
- All affected residents and businesses.
 - All statutory consultees set out in the Parliamentary Rights of Way Review Committee's Code of Good Practice for consultation on proposed changes to rights of way, including The Ramblers' Association, Open Spaces Society etc.
 - All statutory undertakers and utility providers, such as gas, electric and telephone companies.
 - All emergency services, including the North Yorkshire Police Authority.
15. Notices have also been advertised on the Council's web site, in the local newspaper and at each alley.
16. City of York Council Cleansing Department have been consulted and there are no objections. These proposals do not affect door step recycling.
17. There have been 4 objections to this scheme, from residents. 3 of these objections are for the Finsbury Street alleyway (Annex 1 Map 13). These objections are valid and are around concerns of noise, positioning of gates and refuse collection points. One objection is for the Vyner Street / Fountayne Street alleyway (Annex 1 Map 1). The objection relates to the alley being a more attractive route for cyclists than using the other thoroughfares. The objector does not live in a property which adjoins the alleyway. Although this objection may be valid it is felt that the interests of the residents, affected by these closures, outweigh the views of the objector.

Options

18. Option A. Restrict public rights over all 25 alleys and allow the making of Gating Orders. This is not recommended.
19. Option B. Do nothing and leave the alleys open to public use. This is not recommended.

20. Option C. Authorise the making of Gating Orders to restrict public rights over 24 of the alleys that are the subject of this report, but exclude the Finsbury Street alleyway (Annex 1 Map 13) and leave this particular alley open to public use. This option is recommended

Analysis

21. Option A - Restrict public rights over all the above-mentioned alleys. This would enable lockable gates to be fitted to the entrances of all the alleys mentioned, allowing only residents and businesses to use them and would assist with other planned crime prevention measures in reducing crime and anti social behaviour in the three designated area. It would also improve the quality of life for residents living alongside or adjacent to these alleys.
22. Option B - Do nothing and let public rights remain over all the alleys mentioned above. This would mean that crime and anti-social behaviour would continue at its present level, or even escalate, which could diminish the effects of other crime prevention measures being considered. It could also have an impact on the quality of life for residents living alongside or adjacent to these alleys.
23. Option C - Restrict public rights over all the above-mentioned alleys excluding the Finsbury Street alleyway (Annex 1 Map 13) for which there has been 3 objections from residents. The objections tendered (concerns of noise, positioning of gates and refuse collection points) are considered to be valid. If these objections were upheld they could delay or prevent the scheme from going ahead in this area. This option would therefore enable lockable gates to be fitted to the entrances of the remaining 24 alleys mentioned, and allow the residents affected by those alleys to have the same benefits detailed in Option A.

Corporate Priorities

24. The recommended option ties in with the council's Corporate Strategy, Priority Statement No4 *"Reduce the actual and perceived impact of violent, aggressive and nuisance behaviour on people in York."*
25. This aim relates to improving the quality of life for York residents, by implementing a range of key objectives designed to reduce crime and the fear of crime and also tackle persistent nuisance behaviour, which can make life intolerable to some people.
26. Although the preferred option has no bearing on vehicle usage, it may appear to conflict with the council's policy to improve sustainable methods of transport, such as walking and cycling. However the alternative routes are, in most cases, only a minor inconvenience and it is felt that the interests of residents outweighs those of any users of these routes.

Implications

- **Financial**

27. Funding for this scheme has been obtained from a combination of Ward Committee budgets and target hardening and burglary reduction match funding by the Safer York Partnership. The only other financial implications relate to officer time and administration costs.

- **Legal**

28. Other than the relevant legal orders being made, there are no other legal implications.

- **Crime and Disorder**

29. There are already gated alleys in these areas which have all shown a reduction in crime and anti social behaviour in those streets adjacent to them. There has also been fewer or no reports of fly tipping and graffiti in those alleys and it is felt that crime and anti social behaviour will fall significantly in the proposed areas; thereby allowing the Council to achieve one of its duties under the Crime and Disorder Act. The implications of allowing this scheme are therefore very favourable.

30. There are no implications affecting the following.

- **Human Resources (HR)**
- **Equalities**
- **Information Technology (IT)**
- **Property**
- **Other**

Risk Management

31. In compliance with the Councils Risk Management Strategy. There are no risks associated with the recommendations of this report.

Recommendations

32. It is recommended that the Advisory Panel advise the Executive Member to accept **Option C**, and resolve to:
 1. Note any outstanding objections and decide whether or not it would be in the best interests of the local community to make the Orders recommended in 2. below and

2. Authorise the Director of City Strategy to instruct the Head of Civic, Democratic and Legal Services to make Gating Orders for each of the 24 above mentioned alleys (excluding Finsbury Street), in accordance with S129A of the Highways Act 1980, as amended.

Reason

The reason for making this decision is that it meets the criteria of the legislation, as set out in paragraphs 3, 4 and 5 of this report, which allows the closure of alleys found to be facilitating the commission of criminal and/or anti-social behaviour.

Contact Details

Author:

Richard Bogg
Divisional Head (Traffic)
Network Management
9, St Leonard's Place
YORK
YO1 7ET

Chief Officer Responsible for the report:

Damon Copperthwaite
Assistant Director
City Development and Transport

Report Approved **Date** 17/10/07

Tel: 551426

Specialist Implications Officer(s)

Financial :

Kay Hoare, Local Improvement Schemes Officer,
Tanya Lyon Autocrime and Burglary Group and PSA,
Liz Levett, Acting Head of Neighbourhood Pride Unit

Crime & Disorder : Ian Cunningham, Safer York Partnership Crime Analyst

Legal : Martin Blythe

Wards Affected:

All

Clifton
Guildhall
Micklegate

For further information please contact the author of the report

Background Papers:

1. Highways Act 1980
2. Crime and Disorder Act 1998
3. Clean Neighbourhoods and Environment Act 2005
4. The Highways Act 1980 (Gating Orders) (England) Regulations 2006 (SI 2006 No537)
5. City of York Council Gating Order Policy Document

Annexes

1. Plans of alleys
2. Police crime reports (available in Member's Library or from the Guildhall, York)

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460500 000000

Annex 1 Map 1

Key

Route to be Restricted

D ————— E

DE ————— F



460500 000000

460600 000000



9 St. Leonards Place, York, YO1 2ET
Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 6053
Fountayne Street Haxby Road Gating Order 2007

Scale 1:1,000	Drawn By: SB	Date: 19 Sept 2007
Public Rights of Way	Reference:	Drawing No.

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Annex 1 Map 2

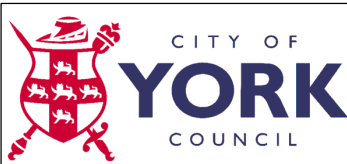
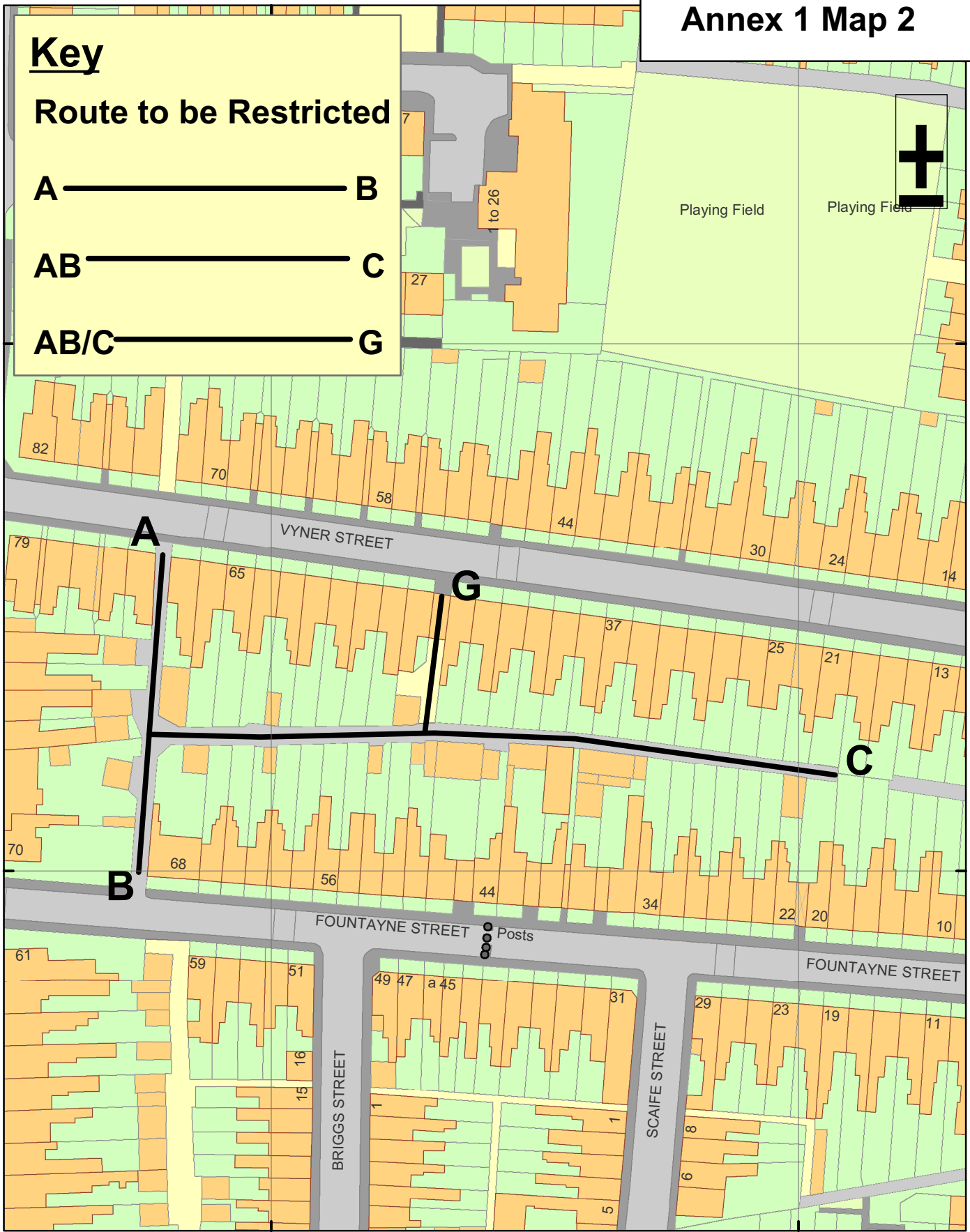
Key

Route to be Restricted

A ————— **B**

AB ————— **C**

AB/C ————— **G**



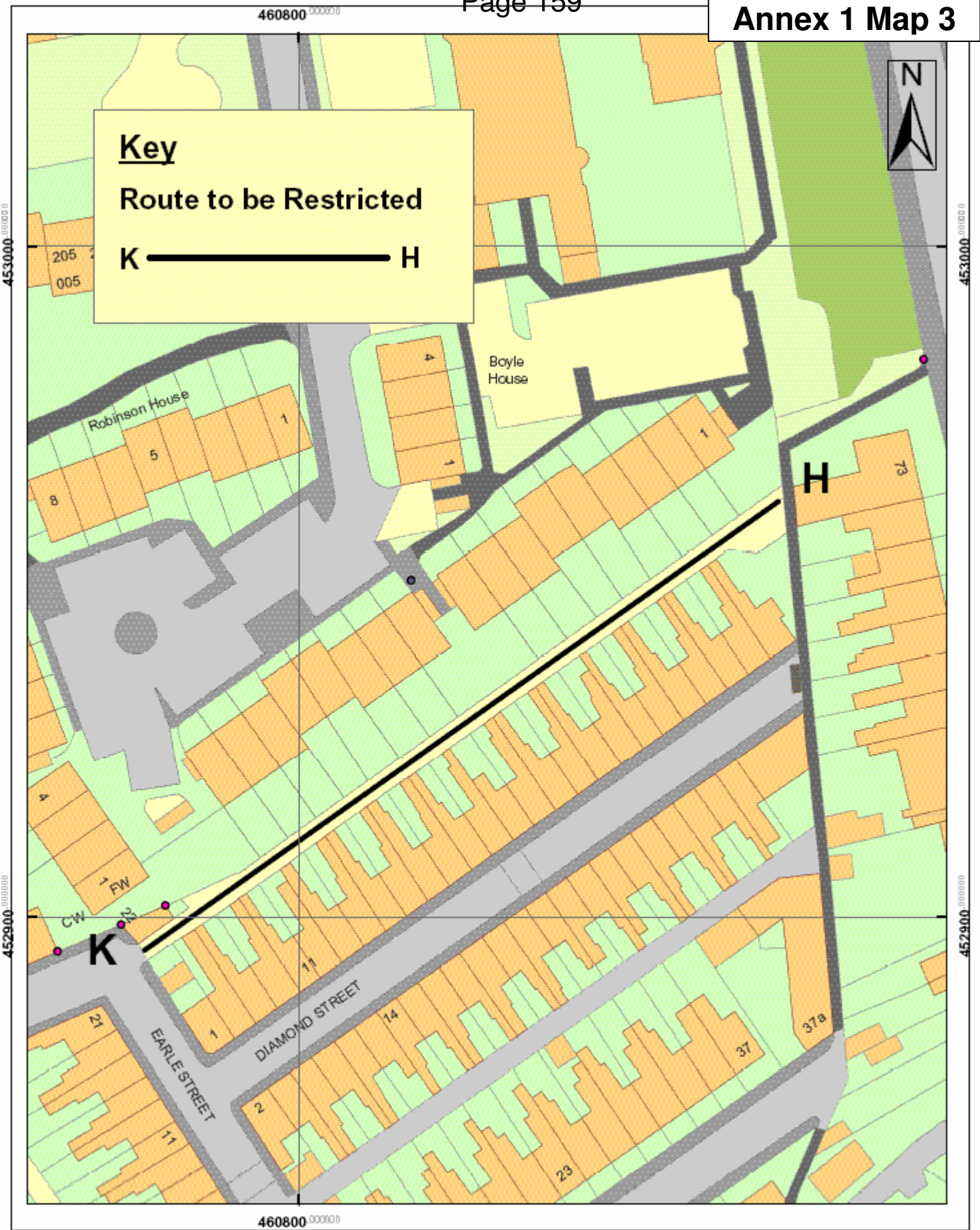
9 St. Leonards Place, York, YO1 2ET
Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 6053
Fountayne Street Vyner Street Gating Order 2007

Scale 1:1,000	Drawn By: SB	Date: 19 Sept 2007
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9 St. Leonards Place, York, YO1 2ET
Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 6053
Diamond Street Earle Street Gating Order 2007

Scale 1:750

Drawn By: SB

Date: 26 July 07

Public Rights of Way

Reference:

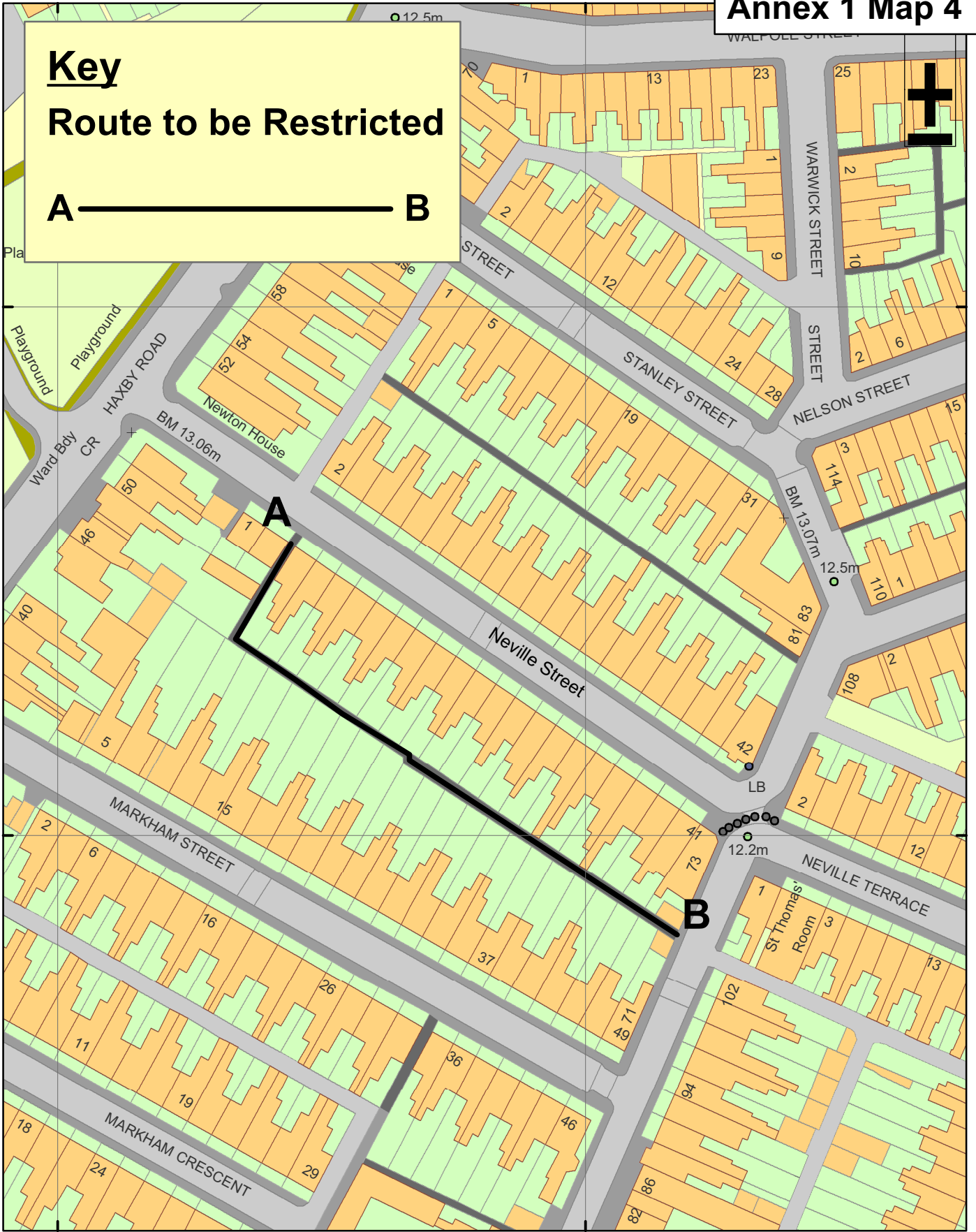
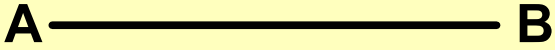
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Key

Route to be Restricted



9 St. Leonards Place, York, YO1 2ET
 Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 6053
 Neville Street Markham Street Gating Order 2007

Scale 1:1,000	Drawn By: SB	Date: 27 Sept 2007
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Public Rights of Way	Reference:	Drawing No.
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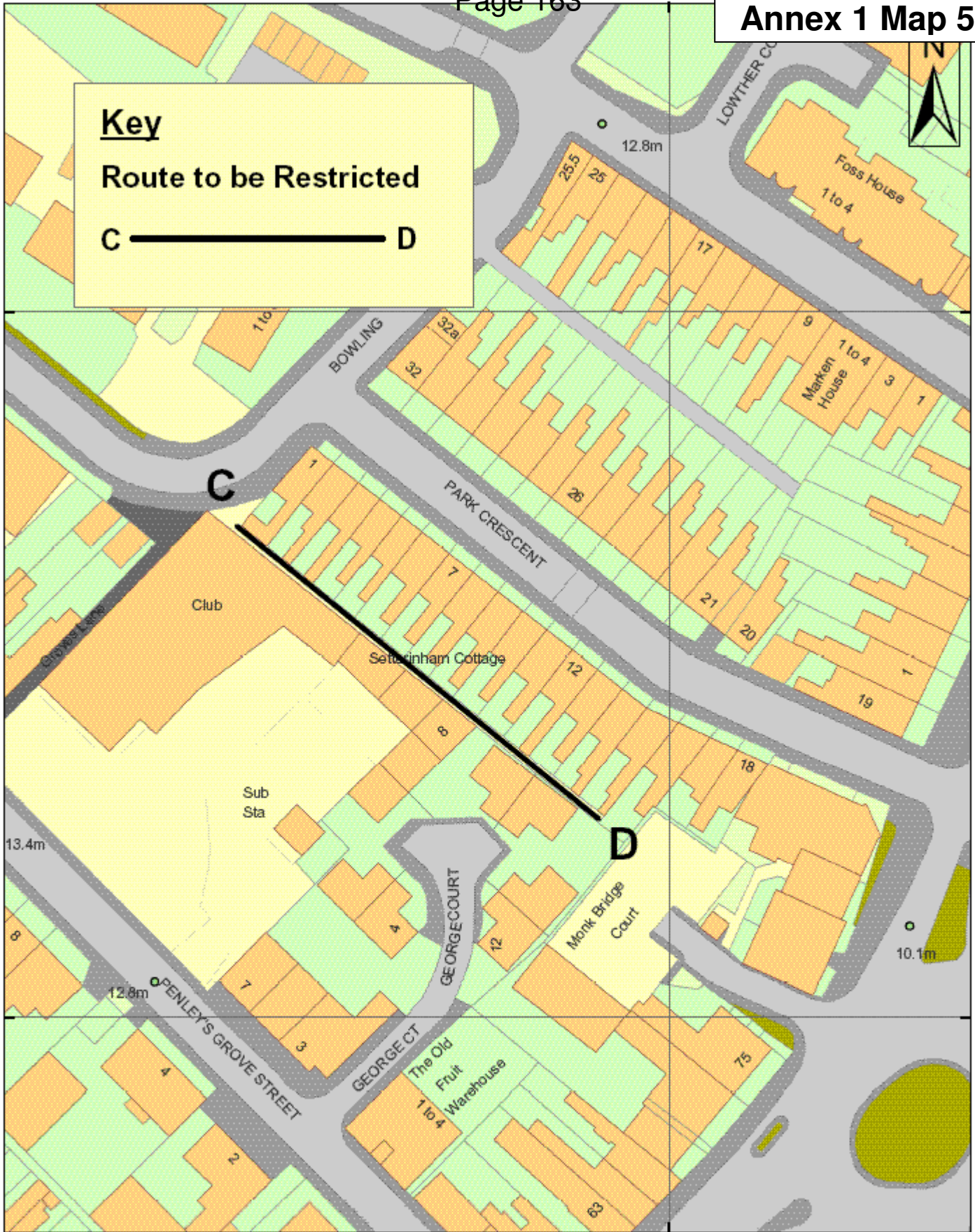
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Key

Route to be Restricted

C ————— D



9 St. Leonards Place, York, YO1 2ET
Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 6052
Park Crescent (No1 to No16) Gating Order 2007

Scale 1:750

Drawn By: SB

Date: 26 July 07

Public Rights of Way

Reference:

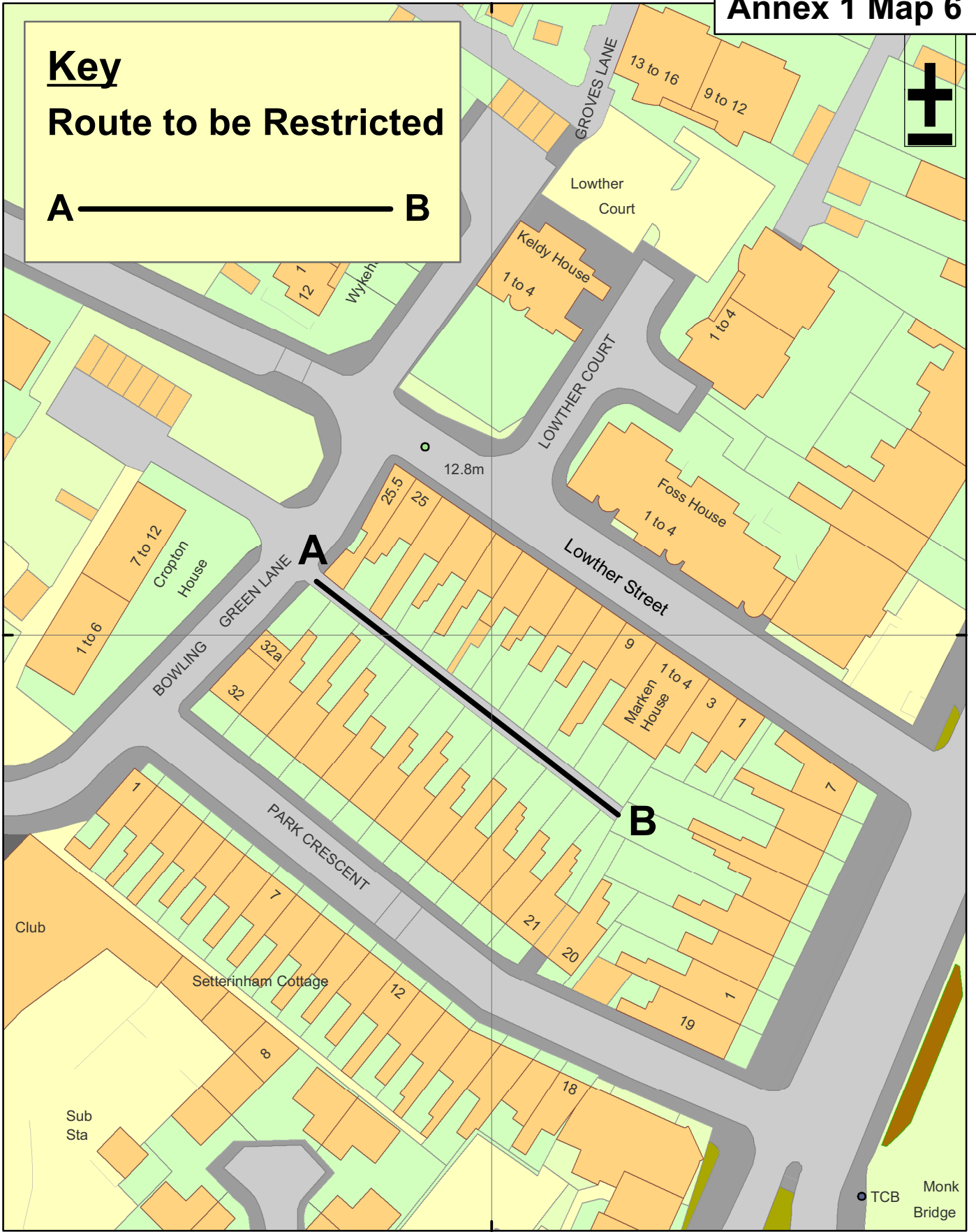
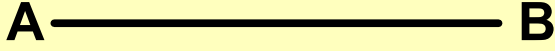
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Key

Route to be Restricted



Highways Act 1980, S129A Grid Ref: SE 6052
 Park Crescent Lowther Street Gating Order 2007

Scale 1:750	Drawn By: SB	Date: 27 Sept 2007
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460700 000000

Annex 1 Map 7

Key
Route to be Restricted

E ————— **F**



460700 000000



Highways Act 1980, S129A Grid Ref: SE 6052
Lockwood Street Penleys Grove Street Gating Order 2007

Scale 1:750	Drawn By: SB	Date: 27 Sept 2007
Public Rights of Way	Reference:	Drawing No.

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460700

Annex 1 Map 8

Key
Route to be Restricted

G ————— **H**



452500 000000

452500 000000



460700 000000



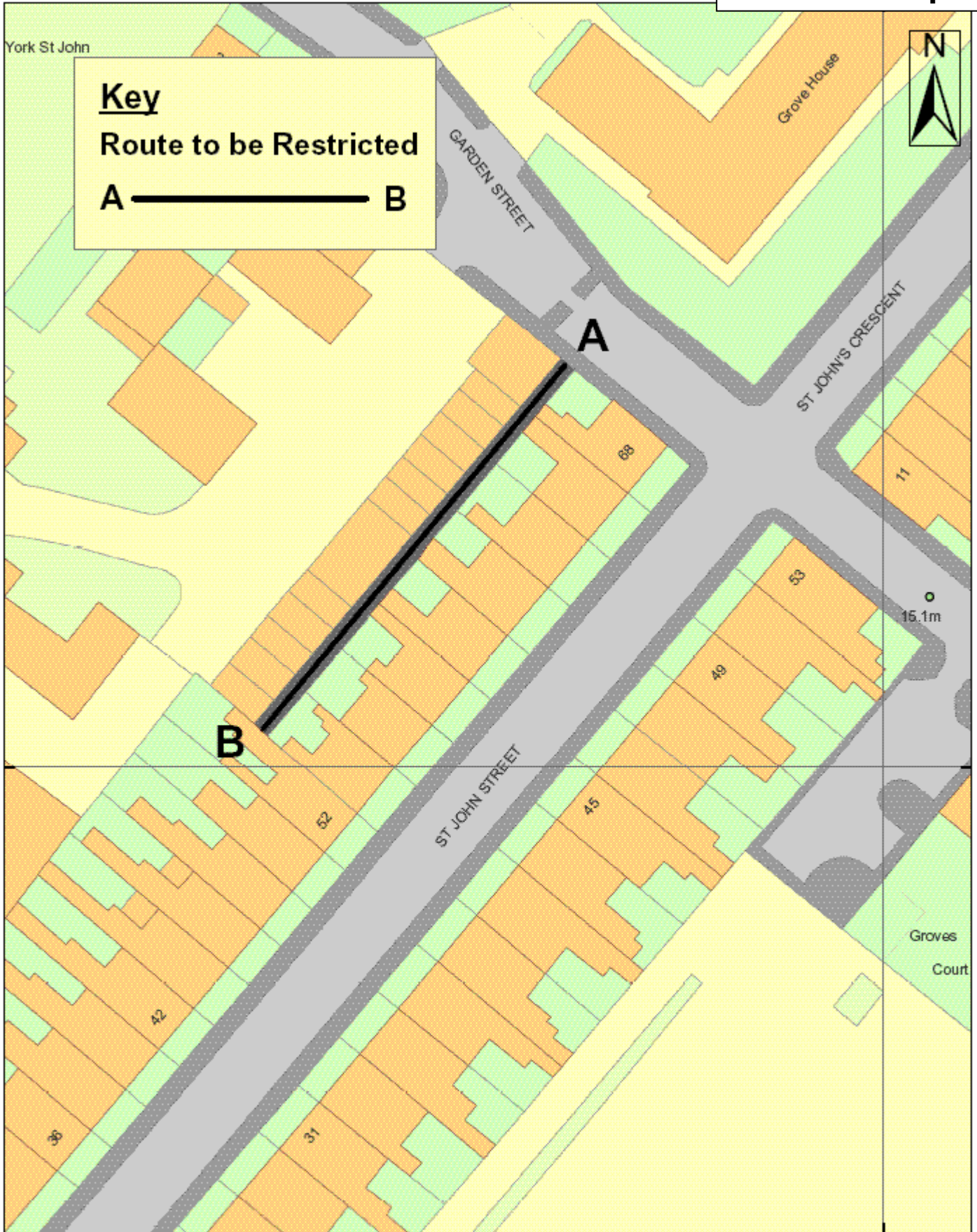
Highways Act 1980, S129A Grid Ref: SE 6053
Lockwood Street Waverley Street Gating Order 2007

Scale 1:515	Drawn By: SB	Date: 27 Sept 2007
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Key
Route to be Restricted
A ————— B

452500

452500

460600



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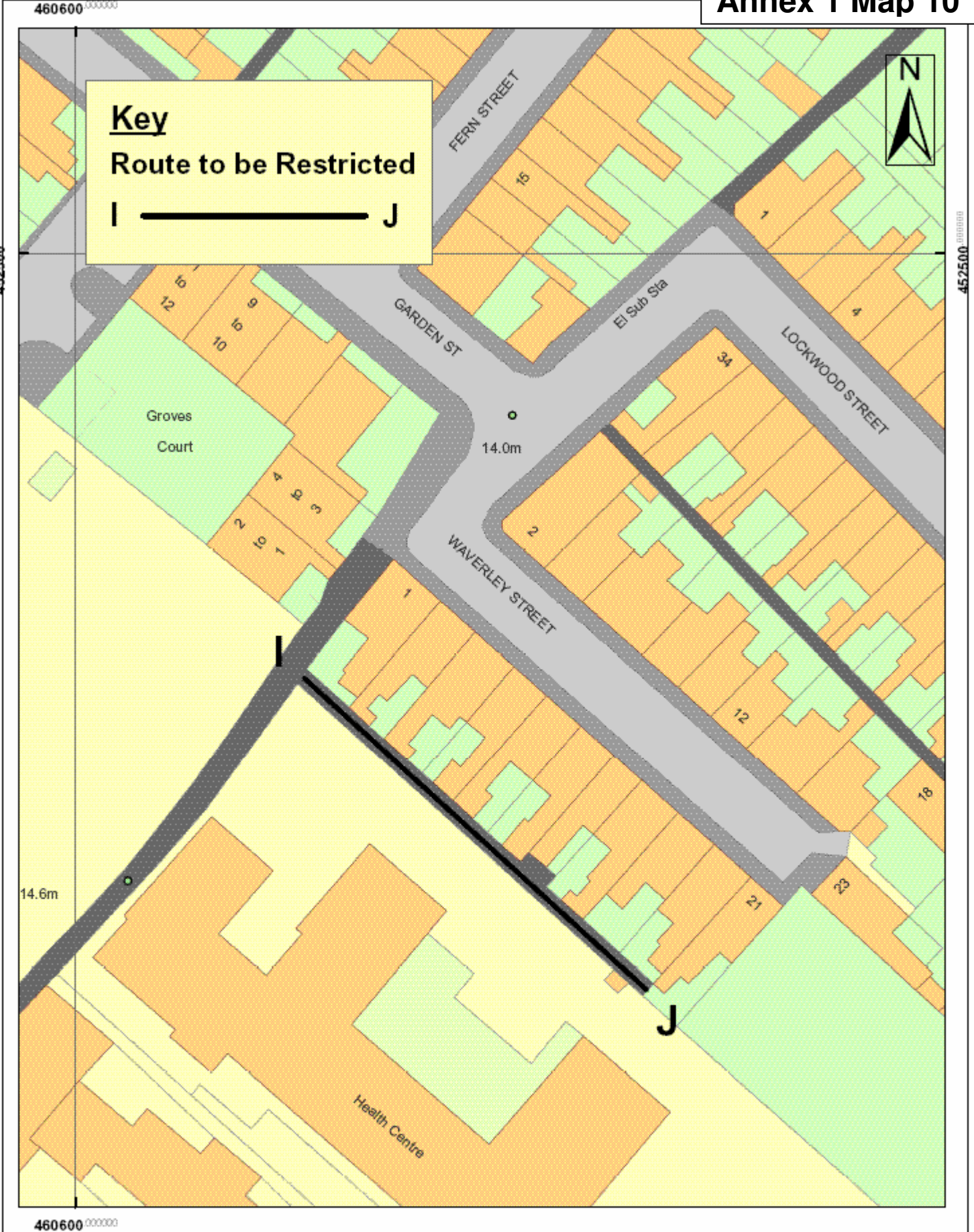
Highways Act 1980, S129A Grid Ref: SE 6053
 St John Street (No52 to No68) Gating Order 2007

Scale 1:500	Drawn By: SB	Date:30 Jul 07
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Highways Act 1980, S129A Grid Ref: SE 6053
Waverley Street (No1 to No21) Gating Order 2007

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Key
Route to be Restricted
G ————— H



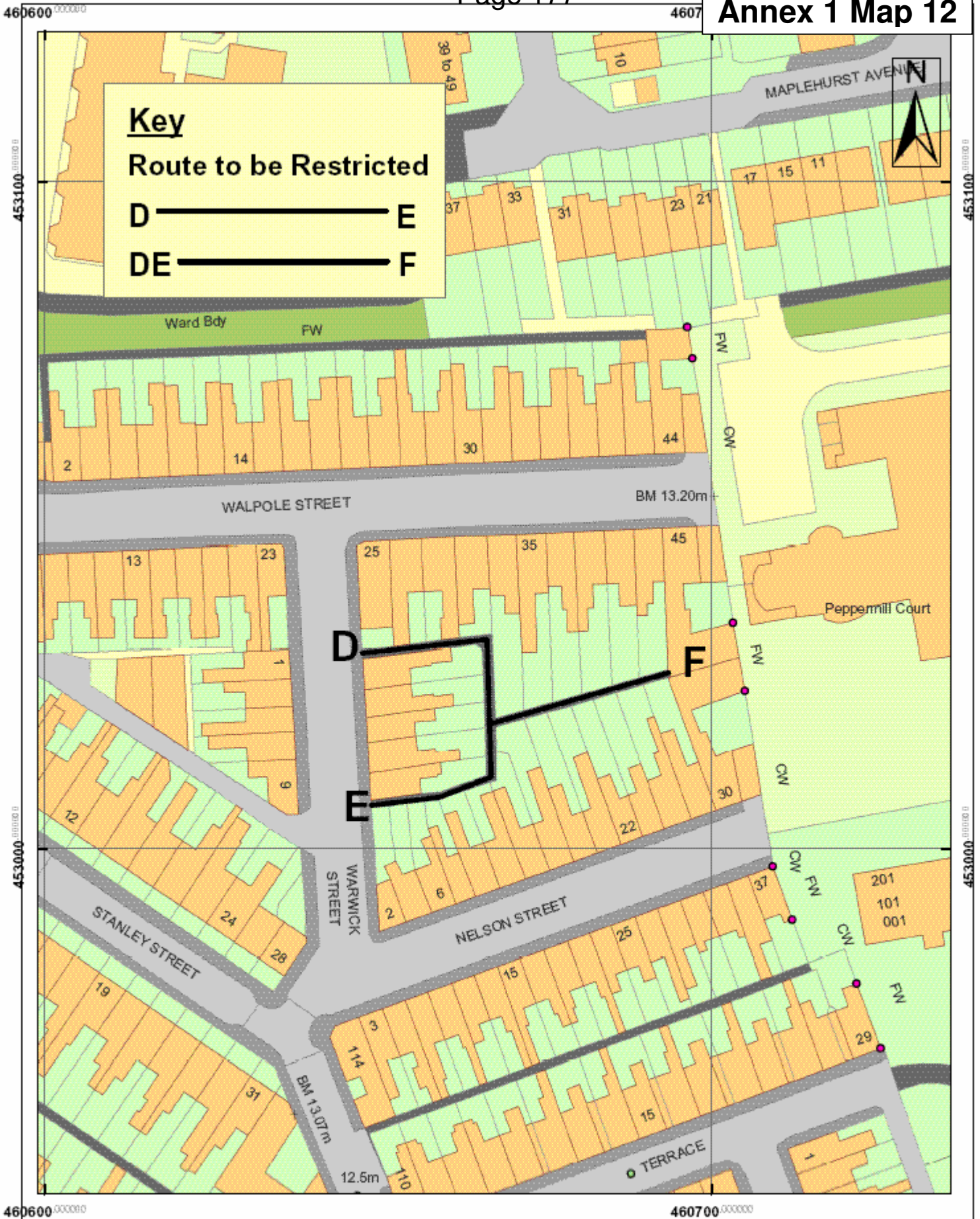
9 St. Leonards Place, York, YO1 2ET
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Highways Act 1980, S129A Grid Ref: SE 6053
 Nelson Street Eldon Terrace Gating Order 2007

Scale 1:750	Drawn By: SB	Date:30 Jul 07
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Highways Act 1980, S129A Grid Ref: SE 6053
 Walpole Street Nelson Street Gating Order 2007

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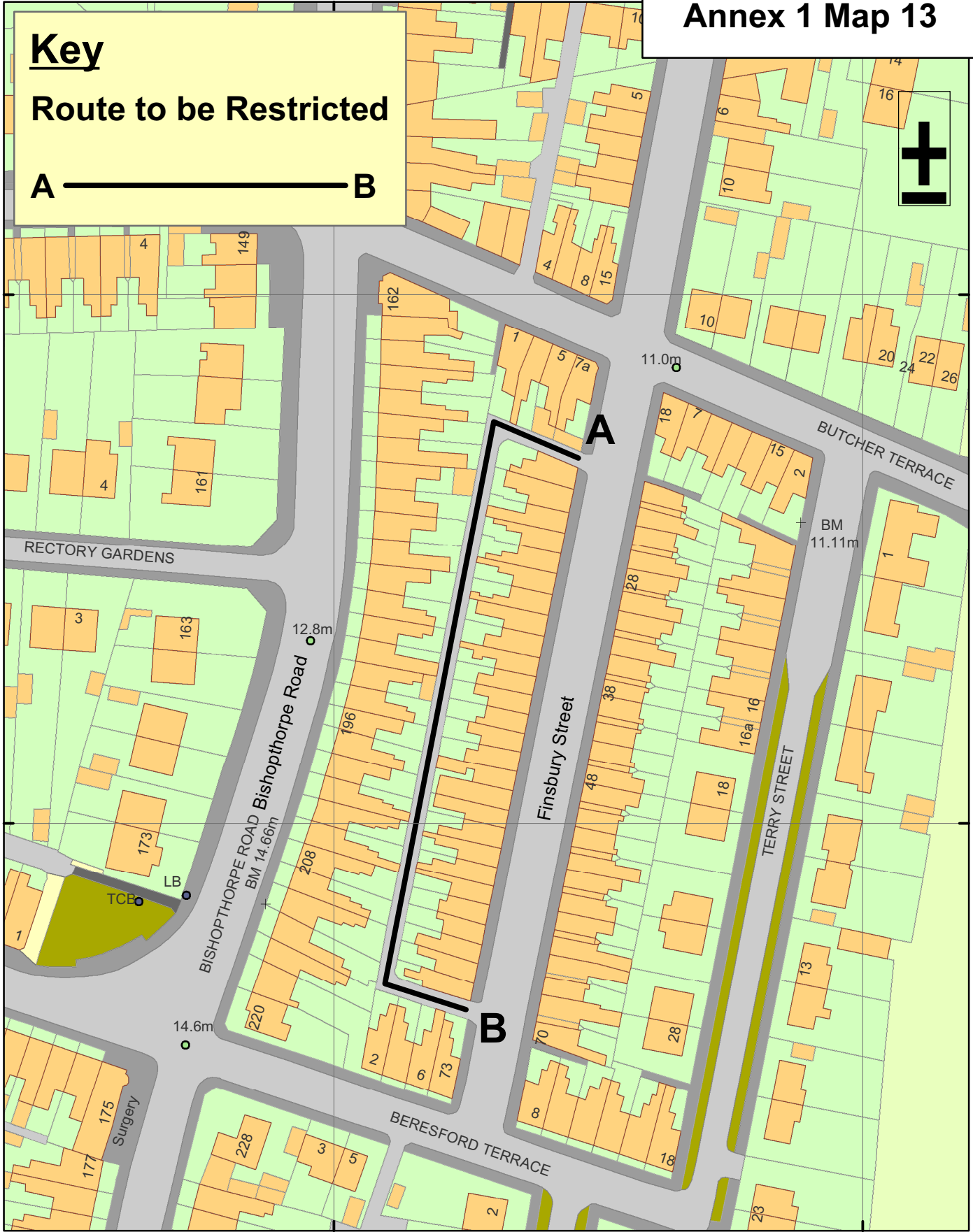
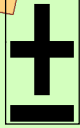
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Annex 1 Map 13

Key

Route to be Restricted

A ————— B



460100 000000

460200 000000



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Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 6050
Finsbury Street Bishopthorpe Road Gating Order 2007

Scale 1:1,000	Drawn By: SB	Date: 19 Sept 2007
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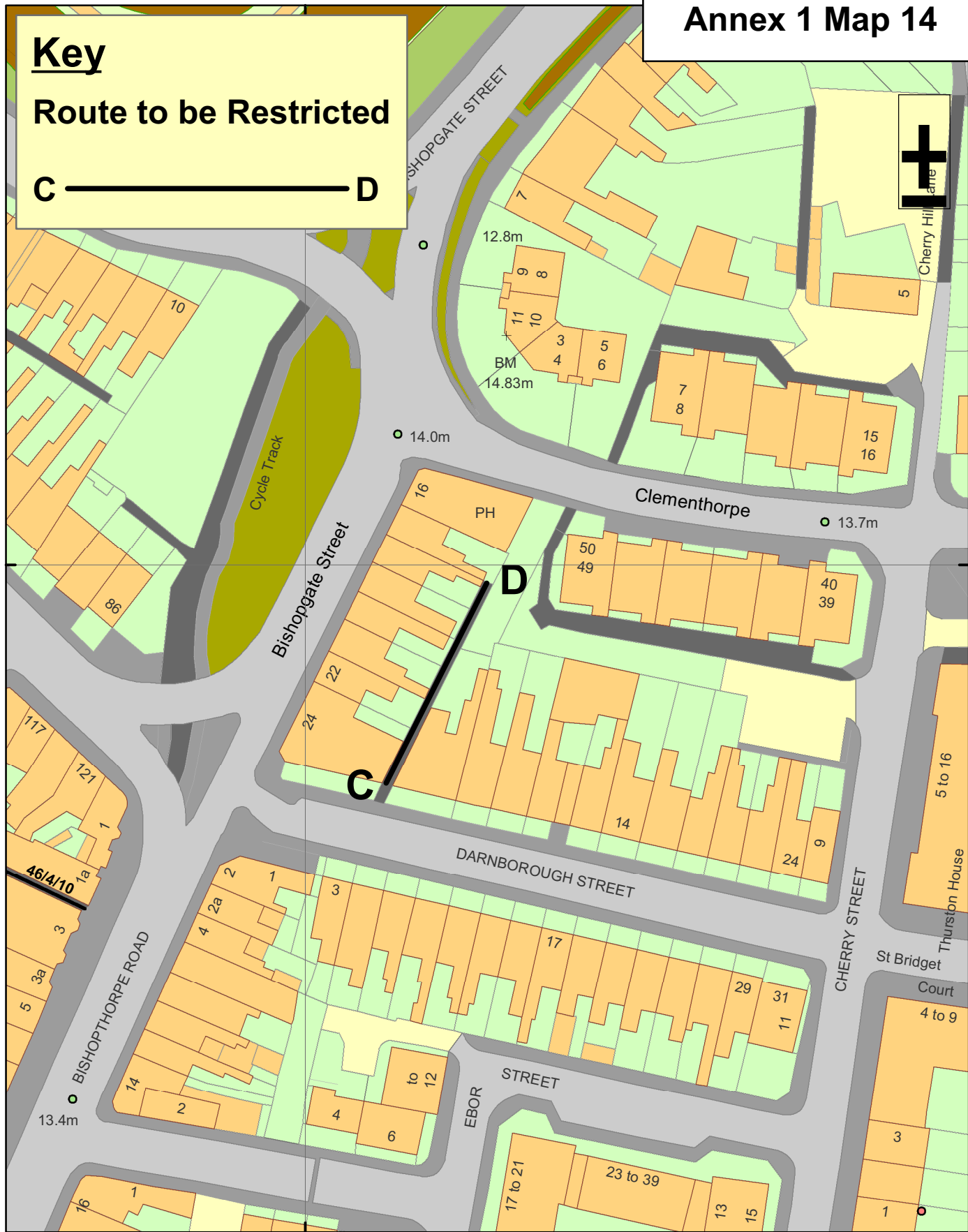
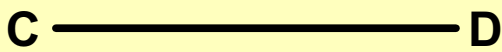
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460200 000000

Annex 1 Map 14

Key

Route to be Restricted



460200 000000



9 St. Leonards Place, York, YO1 2ET
Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 6050
Darnborough Street Bishopgate Street Gating Order 2007

Scale 1:750	Drawn By: SB	Date: 19 Sept 2007
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Annex 1 Map 15

Key

Route to be Restricted

A ————— B



451200

451200

451100

451100

459600

459700

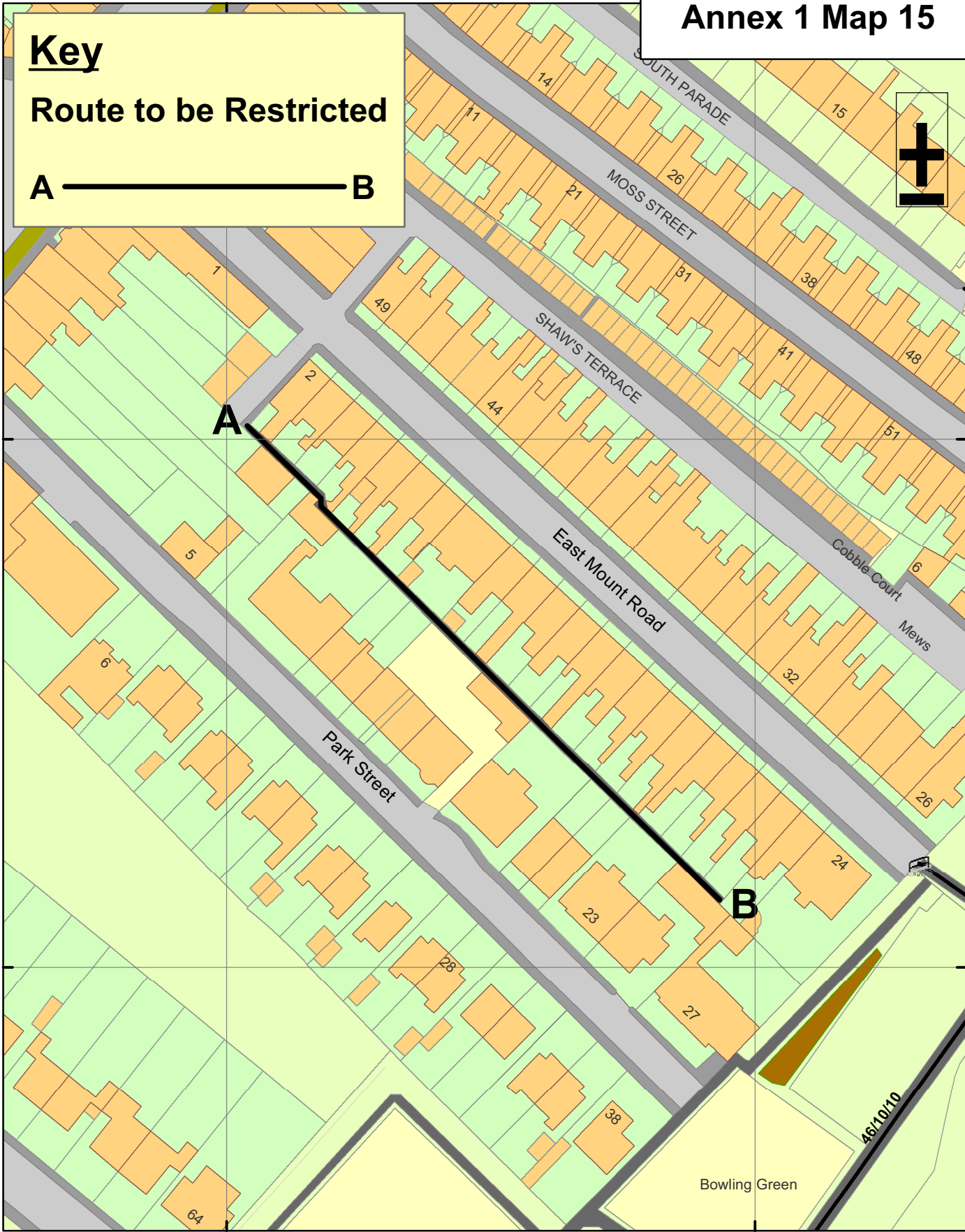


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Highways Act 1980, S129A Grid Ref: SE 6050
East Mount Road (No2 to No24) Gating Order 2007

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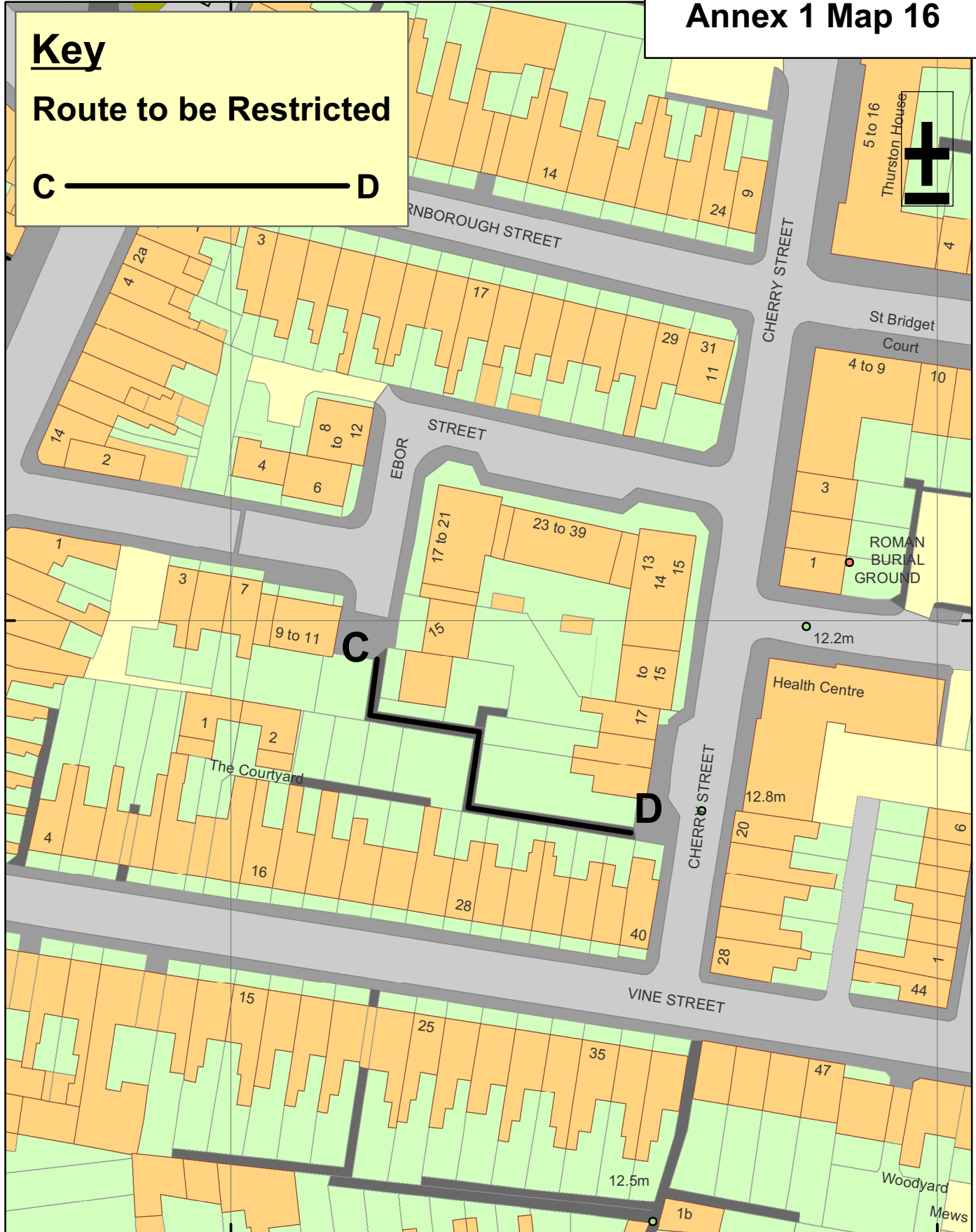
460200 000000

Annex 1 Map 16

Key

Route to be Restricted

C ————— D



460200 000000

460300 000000



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Highways Act 1980, S129A Grid Ref: SE 6050
Cherry Street Ebora Street Gating Order 2007

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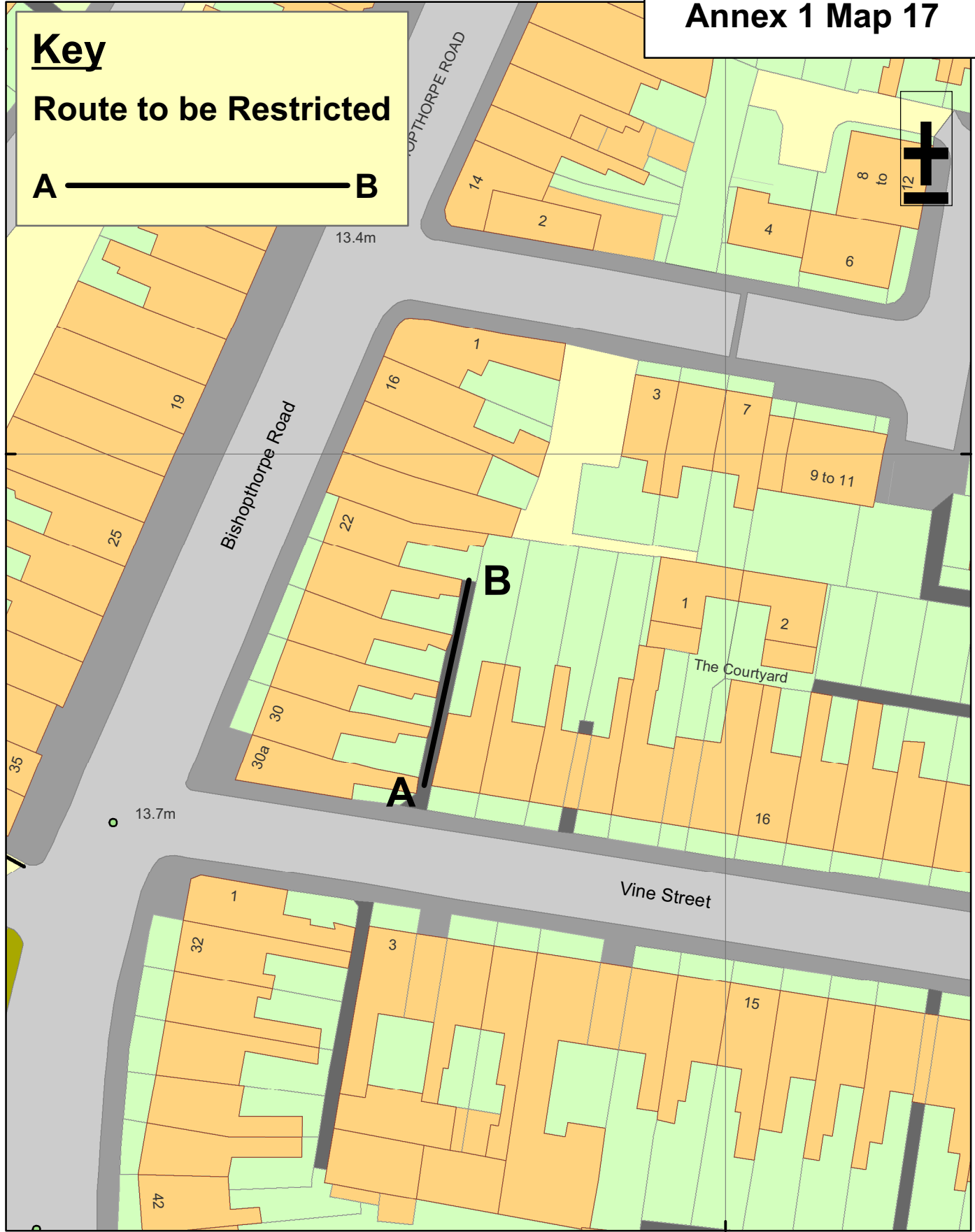
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Annex 1 Map 17

Key

Route to be Restricted

A ————— B



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Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 6050
Vine Street Bishopthorpe Road (2) Gating Order 2007

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Annex 1 Map 18

Key

Route to be Restricted

A ————— B



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Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 6050
Millfield Road Nunthorpe Avenue Gating Order 2007

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Annex 1 Map 19

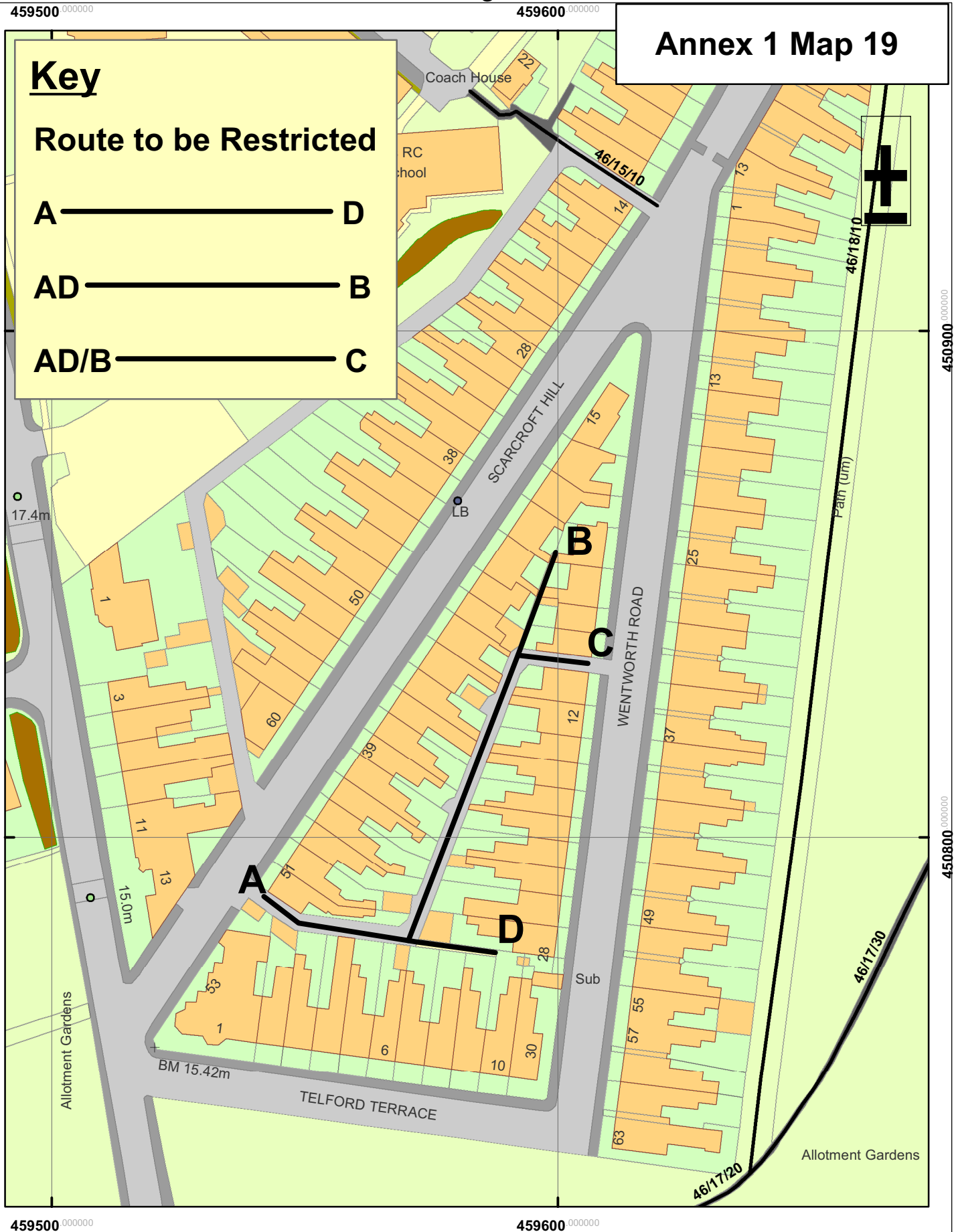
Key

Route to be Restricted

A ————— D

AD ————— B

AD/B ————— C



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Highways Act 1980, S129A Grid Ref: SE 6050
Scarcroft Hill Wentworth Road Gating Order 2007

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Highways Act 1980, S129A Grid Ref: SE 6051
Dale Street Swann Street Gating Order 2007

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Key

Route to be Restricted

A ————— B



9 St. Leonards Place, York, YO1 2ET
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Highways Act 1980, S129A Grid Ref: SE 6051
 Scarcroft Lane Dale Street Gating Order 2007

Scale 1:750	Drawn By: SB	Date: 7 August 2007
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460200 000000

Annex 1 Map 22

Key

Route to be Restricted

J ————— K



460200 000000



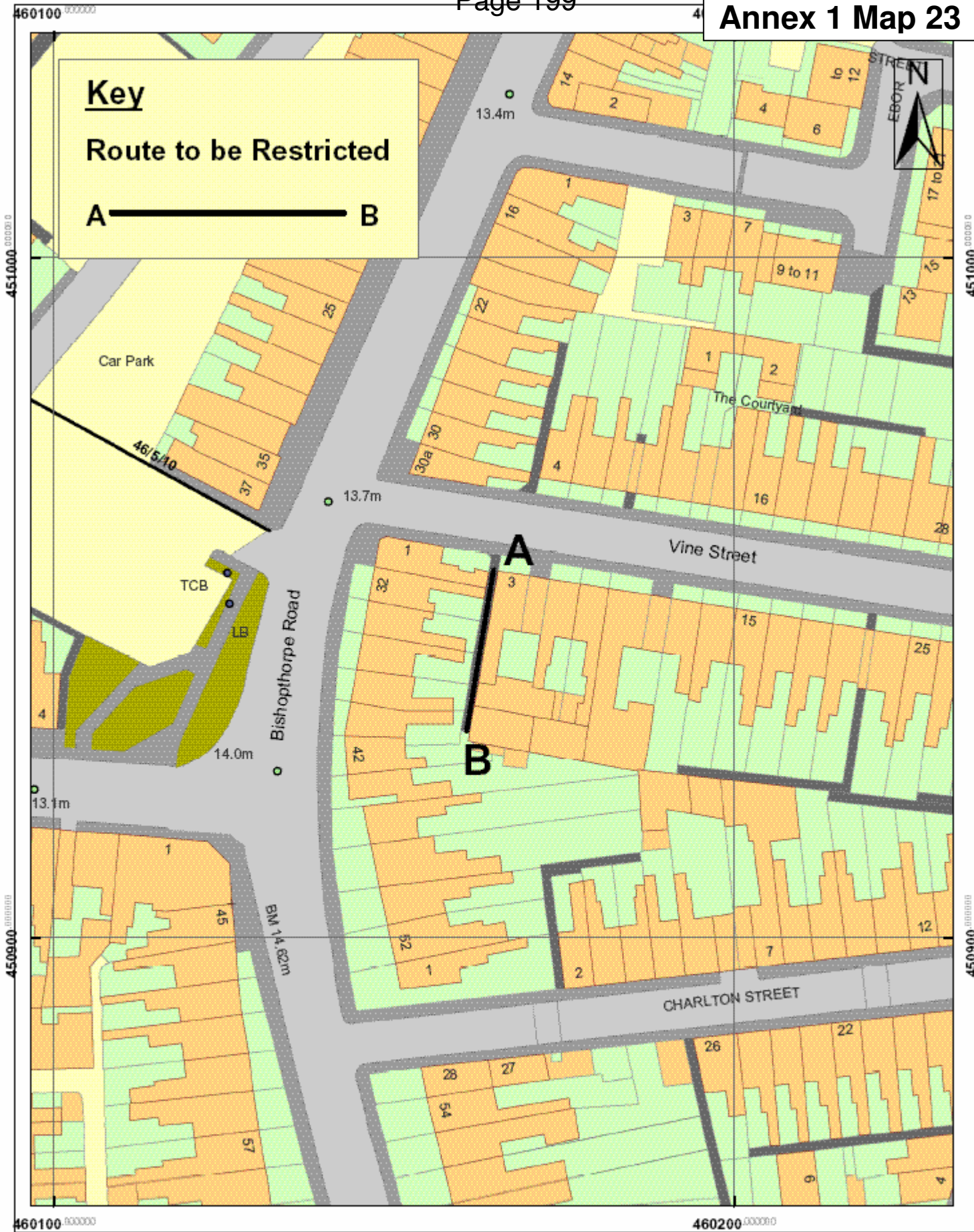
9 St. Leonards Place, York, YO1 2ET
Telephone: 01904 613161

Highways Act 1980, S129A Grid Ref: SE 6050
Charlton Street Bishopthorpe Road Gating Order 2007

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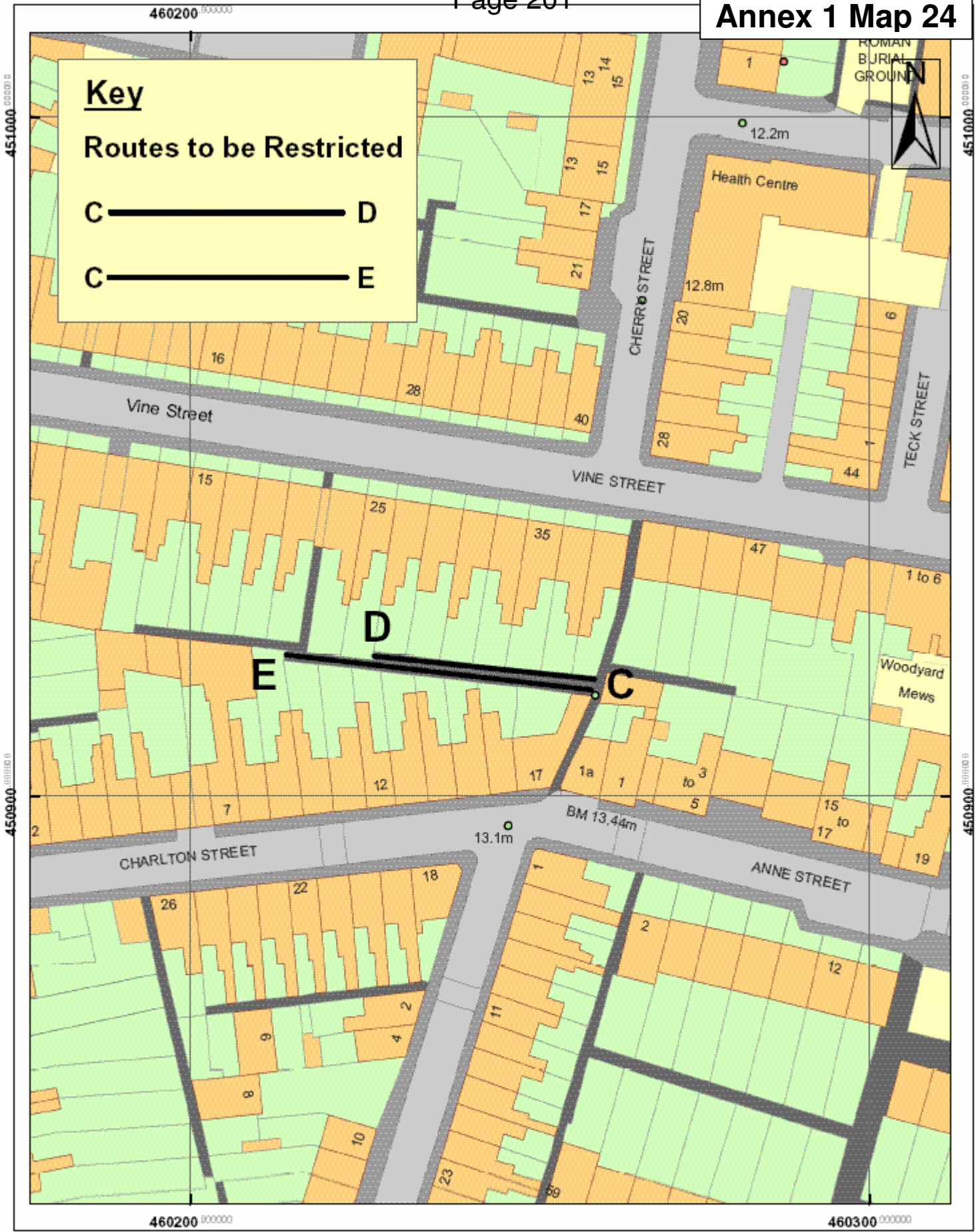
9 St. Leonards Place, York, YO1 2ET
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Highways Act 1980, S129A Grid Ref: SE 6051
Vine Street Bishopthorpe Road (1) Gating Order 2007

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Highways Act 1980, S129A Grid Ref: SE 6051
 Vine Street Charlton Street Gating Order 2007

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Annex 1 Map 25



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Highways Act 1980, S129A Grid Ref: SE 6051
Vine Street Anne Street Gating Order 2007

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