



Notice of a public meeting of

Decision Session - Executive Member for Transport

To: Councillor Ravilious

Date: Tuesday, 17 June 2025

Time: 10.00 am

Venue: West Offices - Station Rise, York YO1 6GA

AGENDA

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democratic Services by **4:00 pm on Tuesday, 24 June 2025.**

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

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00 pm on Friday, 13 June 2025.**

1. Apologies for Absence

To receive and note apologies for absence.

2. Declarations of Interest (Pages 7 - 8)

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

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

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

3. Minutes (Pages 9 - 16)

To approve and sign the minutes of the Decision Session held on Tuesday, 13 May 2025.

4. Public Participation

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

Please note that our registration deadlines have changed to 2 working days before the meeting. The deadline for registering at this meeting is at **5.00pm on Friday, 13 June 2025.**

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

Webcasting of Public Meetings

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

5. Active Travel Crossing Request Evaluation and Prioritisation Methodology (Pages 17 - 80)

This report proposes an updated active travel evaluation and prioritisation methodology which puts greater emphasis on need (including destinations) and potential future usage, it also puts forward a methodology for prioritising requests for dropped kerb crossings independently of the crossing evaluation.

The report also proposes to put all historic requests, including those rejected using the previous assessment methodologies, through the first stage of the proposed new assessment methodology (Sense Check) to quickly identify sites which are not appropriate, or can be dealt with by other work programmes, as a means of simplifying the task of tackling the significant backlog of requests.

6. City Centre Anti-Terrorism Traffic Regulation (Pages 81 - 124)

This report provides an update on the process and consultation of developing a proposed Anti-Terrorism Traffic Regulation Order (ATTRO). This was an approved action from the report presented to the Executive in October 2023, for consideration of changes to the City Centre Traffic Regulation Order.

The report also provides a recommendation on future actions in relation to the proposed ATTRO.

7. Urgent Business

Any other business which the Executive Member considers urgent under the Local Government Act 1972.

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

Alternative formats

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我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (ہولی) میں بھی میا کی جاسکتی ہیں۔ (Urdu)

Declarations of Interest – guidance for Members

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

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

- (2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.
- (3) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations,

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

City of York Council

Committee Minutes

Meeting	Decision Session - Executive Member for Transport
Date	13 May 2025
Present	Councillor Ravilious
Officers in Attendance	James Gilchrist – Director of Transport, Environment and Planning Annemarie Howarth – Transport Projects Officer

53. Apologies for Absence (10:02 am)

There were no apologies.

54. Declarations of Interest (10:02 am)

The Executive Member was asked to declare, at this point in the meeting, any disclosable pecuniary interests, or other registerable interests she might have in the respect of business on the agenda, if she had not already done so in advance on the Register of Interests. None were declared.

55. Minutes (10:02 am)

Resolved: That the minutes of the Decision Session held on Tuesday 22 April 2025 be approved and signed by the Executive Member as a correct record.

56. Public Participation (10:03 am)

It was reported that there had been 16 registrations to speak at the session under the Council's Public Participation Scheme.

10 people spoke on item 5 "Consideration of the representations received to the formal consultation to implement residents parking and limited waiting restrictions in the Heslington Road area advertised as 'R66: Wellington Street'" and six people spoke on the item of Urgent Business from April 22 decision session "Urgent Review of Parking Charges".

- Steve Boden spoke on item 5 supporting the scheme but discussing reasons for the low response rate and suggesting that the methodology of the officers had not been democratic.

The Executive Member noted that clearer communication of the methodology was being addressed.

- Jacqueline Tomkinson spoke on item 5 – expressing concern at how restrictions would impact people with disabilities and those who do not own a car. She felt that daily ticketing would adversely impact people on reduced means.

The Executive Member confirmed that there were mitigations, and she would ask officers to respond via email to specific concerns raised.

- Pippa Cole spoke on item 5 – stating that she was disappointed in the recommendation not to take further action following a low response rate to the consultation. She noted that the majority of respondents had supported residents parking.
- Michael Kearney spoke on item 5 – in support of the Respark scheme. He noted that local residents were often unable to park due to commuter parking and people attending events at the Barbican in the evening, due to the area providing free parking. He suggested that R66 would also encourage more sustainable transport usage.
- Lucy Shaw spoke on item 5 – in favour of the scheme, suggesting that the scheme would improve pedestrian and cyclist safety as well as the congestion and traffic flow on Fulford Road and Cemetery Road. She pointed out that the area was well served by university buses and noted that where residents had objected it had largely been regarding the perceived cost, but she felt the benefits outweighed this cost.
- Phillip Collins spoke on item 5 - speaking as a local resident of 30 years he commented on current car parking pressures – said it has got worse in recent years. When university raised its parking prices it suggested that people come and park there. He felt with the Barbican site now being turned into 240 apartments this could only have an adverse effect on parking.
- Hazel Qureshi spoke on item 5 – speaking against Respark as unnecessary cost and not needed in her particular area, though she acknowledged that those in the R66 area closer to town

generally were more in favour. She suggested the area be split on a geographic area so that the residents closer to town could have Respark and those closer to Heslington could choose not to.

The Executive Member clarified that it was possible to implement a split scheme where there is a clear geographic division of opinion.

- Sarah Busby spoke on item 5 – she clarified that the decision at hand was whether or not to drop the R66 plan, as opposed to whether or not to implement it now. She noted that subsequent to the consultation, many people in the R66 area were changing their minds due to the council's decision to add 240 flats to the area with only 62 allocated parking spaces. She also noted that the number of students and landlords in the area skewed the response rate.
- Guy Hogarth spoke on item 5 – opposing the scheme. He discussed how these changes would represent a significant cumulative cost to those in his residence, and he sought further clarity of what the changes would entail.
- Jacqueline Christensen spoke on item 5 – opposing the scheme. She did not understand why she should pay to park outside her own home. She said that she never had a significant problem parking near her home and felt that her council tax had already been increased with no visible benefit, so did not wish to pay further unnecessary fees.
- Cllr Jane Burton brought to the Executive Member's attention an online petition created by local traders on Bishopthorpe Road regarding the increase in parking charges and its adverse impact on their business. She suggested viewing the car park as more of a community car park than a city centre one.

The Executive Member accepted this petition.

- John Hayes spoke on this same item – speaking as a local resident, trader and campaigner. He suggested that the recent transport decisions, however well intentioned, needed to be reviewed, especially the 500% tariff increase and its impact on local shops in Bishopthorpe Road. Under statutory guidelines the traders wished to exercise their right to challenge guidelines under the Traffic Management Act 2004 through the petition previously presented by Cllr Burton, but Mr Hayes also presented a formal letter outlining this legal challenge and requesting a review.

The Executive Member accepted the letter.

- Todd LePage spoke on this same item – speaking as a local resident and businessman. He spoke of the significant impact on his retail business and that of other local traders, which had been subject to a sudden and unannounced immediate downturn when the fees were imposed. He requested that the charges be reset to a level that benefits all stakeholders.
- Joe Nasson spoke on the same item – as a local resident and trader. He objected to the price rise in parking charges, stating that though he personally was not part of the pro-car lobby and 80% of shoppers travel to Bishopthorpe Road sustainably, some people did make a conscious choice to use the car park rather than go to out of town supermarkets. All shoppers will be impacted by the changes. Since the price rises, he noted that affluent commuters could still afford the fees but typical shoppers who use Bishopthorpe Road could not afford the new fees and were being priced out, costing the shops their trade. If shops are forced to close it will lead to job losses.
- Ruth Phillips spoke on the same item – as a local business owner. She stated that businesses were no longer in growth and traders mental health was being impacted. She raised the lack of consultation with local businesses prior to the Council making this decision. She noted the low percentage of respondents to the initial consultation supporting parking fee increases and officers' acknowledgement of the adverse impact on those with protected characteristics.
- Heather Walsh spoke on the same item – as a local resident, parent and local shopper. She stated her disgust with the 500% price rises for parking in the area where she did her food shop, used the hairdresser and socialised. She condemned the sudden price rise in a cheap and accessible 3-hour car park which allowed people to support local businesses. She emphasised that this was a local area in which people could support their local community.

The Executive Member addressed the people who had spoken on Bishopthorpe Road (and other) parking charges, recognising the strength of support for the speakers' position. She confirmed that many emails had been exchanged and that she had met with local traders.

The Executive Member said that she had reviewed the budget decision from February, and the pricing model agreed as part of this budget. She recognised that the increase in some areas that traditionally had much lower parking fees had been “too much, too soon” and the council were looking to propose a more consistent and pragmatic amendment which would ultimately phase out different pricing around the city.

She stated that officers were now assessing the budgetary impact of any potential changes and looking at how any shortfall in the budget would be addressed if those changes were to come into place.

She confirmed that meetings would be held with local high street traders in different areas of the city within the week, to discuss possible options around amendments and to gather feedback on how changes may be implemented.

She clarified that the council would not be making individual localised arrangements around parking, but that there was a genuine desire to find a solution and work with local businesses and residents.

57. Consideration of the representations received to the formal consultation to implement residents parking and limited waiting restrictions in the Heslington Road area advertised as 'R66: Wellington Street' (11:03 am)

The Director of Transport, Environment and Planning introduced the item, noting that in October 2024 the Executive Member determined, pursuant to a petition, that this item should progress to formal consultation. Consequently, this report updated on the statutory consultation which was the legal process of implementing restrictions.

He began by responding to questions and concerns raised in the Public Participation section:

He explained that a blue badge did provide free parking within a residents' park area and that free attendance permits for carers were also offered in these areas.

He noted that there was a charge for residents to park in a resident's parking zone and this price varied based on the number of cars per residence, but the standard price was £115 per year/32p per day.

The Badger Hill permit had been referenced by a speaker; he explained that this was a residents parking scheme funded through the University of

York's campus development and there had been an obligation they would fund that through the planning process for several years. The agreement had now expired and was under review and officers would be consulting with residents around Badger Hill on the future of that scheme.

Regarding the decision and concerns over methodology, he clarified that the consultation process was not a referendum, and that once advertised it was the legal duty of the Traffic Authority and Executive Member to consider all objections. To put those objections into context it was important to also report support for the scheme, which officers had done, and they had been guided by response rates and the level of support in putting these comments into context.

Once an item has been advertised, a lesser restriction could always be decided upon, but the authority could not request a greater restriction; so there may be ways to accommodate – for example – the short stay parking requested by some residents, or the parking scheme could also be applied to part of the area and not the full extent.

The Traffic Projects Officer explained the additional responses to consultation published in a supplement to the meeting's agenda (two residents in support and one in objection).

The Executive Member acknowledged having read these written responses from residents, as well as a written submission from Cllr Whitcroft on this item.

The Executive Member conceded that the consultation process had been confusing for residents, noting the very low response rate to both informal and formal consultation. Given the difference between the number of responses she concluded there had been a misunderstanding.

Through the informal consultation carried out in January 2024 there had been 116 responses of a possible 485 sent out (72 people in favour and 44 against). While this was less than the 50% officers would normally look to for support in an area, this was a guideline rather than a rule so the Executive Member had made the decision to progress to statutory consultation.

She felt that perhaps the significance of also responding to the formal consultation in November 2024 had not been properly communicated to residents, since only 24 responses had been received for this. She emphasised that the formal consultation was the important one for residents to respond to and she hoped by extending the consultation period this would allow those in the area to properly respond to this issue.

With that in mind the Executive Member

Resolved: To approve Option 2, extending the statutory consultation period by a further 21 days. Press notices, onsite notices and residents' letters advising of the extended consultation end date will be issued.

Anyone who responded to the previous statutory consultation will not need to submit a new representation. Details of the updated fees associated with purchasing permits for residents parking schemes will be included so that residents can make an informed decision.

Reason: While the statutory consultation process was followed, the Executive Member felt that the level of response to both the informal and formal consultations was insufficient to make a representative decision today.

Cllr K Ravilious, Chair

[The meeting started at 10.02 am and finished at 11.15 am].

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Meeting:	Executive Member for Transport Decision Session
Meeting date:	17/06/2025
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Cllr. Kate Ravilious, Executive Member for Transport

Decision Report: Active Travel Crossing Request Evaluation & Prioritisation Methodology

Subject of Report

1. The current active travel crossing request evaluation and prioritisation methodology was adopted back in 2016. Government guidance has changed in the intervening period which has highlighted the need to update the council's methodology to bring it into line with that new guidance. The methodology also enables officers to better reflect the council's recently revised hierarchy of transport users, adopted as part of the new Local Transport Strategy and will help to deliver improvements in line with the recently adopted Local Cycling and Walking Infrastructure Plan.
2. This report proposes an updated evaluation and prioritisation methodology which puts greater emphasis on need (including destinations) and potential future usage, it also puts forward a methodology for prioritising requests for dropped kerb crossings independently of the crossing evaluation.
3. Finally, the report proposes to put all historic requests, including those which have been rejected using the previous assessment methodologies, through the first stage of the proposed new assessment methodology (Sense Check) to quickly identify sites which are not appropriate, or can be dealt with by other work programmes, as a means of simplifying the task of tackling the significant backlog of requests.

Benefits and Challenges

Benefits

4. The main benefit of this decision is that it helps to address one of the main barriers to active travel (walking, wheelchair use, wheeling and cycling) by making those trips easier, more accessible and safer. It does this by identifying locations that should be recommended for improved crossing facilities that give greater priority to active travellers reducing the delay and danger which tend to be encountered when crossing busy and/or fast roads.
5. The council first adopted a hierarchy of transport users approximately 25 years ago as part of its' first Local Transport Plan, this hierarchy placed pedestrians, then wheelers and then cyclists as the top three modes with motorised forms of transport below them. In the intervening period some council policies and many transport schemes have not necessarily reflected this hierarchy, however, the proposed revisions to the crossing assessment methodology are an opportunity to better reflect the latest version of the hierarchy which was adopted as part of the York Local Transport Strategy (2024-2040).
6. Improved crossing facilities also help the council to comply with its' Public Sector Equality Duty by ensuring that groups with protected characteristics, who may be negatively impacted to a greater degree, are not discriminated against when it comes to crossing roads.
7. Updating the existing assessment methodology will enable it to be better aligned with current guidance and will help in the delivery of the newly-adopted Local Cycling and Walking Infrastructure Plan (LCWIP).

Challenges

8. The biggest challenge this proposed change in methodology will create is a potential significant increase in sites which are deemed to be appropriate for formal crossings across the city. This in turn will require additional resources, both in terms of staff resource to undertake the assessments, feasibility, design and delivery and also financial resources to pay for the infrastructure and its' installation. There is a risk that without the extra staff and financial resources it will be very difficult to fully realise the benefits which the proposed new evaluation and prioritisation methodology will create.

9. In the short term there will be a need for extra staff resource to put the historical list of requests through the “Sense-Check” process to identify those sites which are not appropriate for formal crossing facilities and/or should be dealt with through alternative workstreams (dropped kerb programme, local safety schemes, safe routes to school etc).
10. Another challenge will be the additional highway assets to inspect and maintain. There is a risk that without extra revenue funding being made available the new assets will fall into disrepair and that the benefits in terms of increased levels of active travel may be lost.
11. The final challenge will be one of public acceptance due to potential delay to vehicular journeys, however, the methodology does align with the policies in the Local Transport Strategy by enabling us to follow the adopted hierarchy of transport users by giving walkers, wheelchair users, wheelers and cyclists a higher priority than people using vehicular modes. The risk of delays will be partially mitigated by other measures being introduced as part of the transport strategy where the main aims are to reduce the number of driven miles, reduce traffic congestion and enable more people to choose sustainable means of travel. These measures will also help deliver on some of the transport objectives in the city’s 10-year Climate Change Strategy.

Policy Basis for Decision

12. Active travel forms an integral part of, or contributes to, the following council strategies:
 - Council Plan 2023-2027 “One City, for all” – Priority D – Transport: Sustainable, accessible transport for all
 - York Climate Change Strategy 2022-32 – Objective 3.2 Increase take-up of active travel
 - York Joint Health & Wellbeing Strategy 2022-2032 – increased levels of active travel could contribute towards 5 of the 10 big goals:
 - i. Reduce the gap in healthy life expectancy between the richest and poorest communities in York,
 - ii. Reduce anxiety scores and increase happiness scores by 5%,

- iii. Reverse the rise in the number of children and adults living with an unhealthy weight,
 - iv. Reduce health inequalities in specific groups,
 - v. Reduce sedentary behaviour so that 4 in every 5 adults in York are physically active.
 - York Economic Strategy 2022-2032 – A greener economy – Increase cycling and active travel to work where appropriate as modes of commuting.
 - York Local Transport Strategy 2024-2040 – improvements to the active travel networks are a key component of the following Policy Focus Areas:
 - i. Improve Accessibility,
 - ii. Improve walking, wheeling and cycling,
 - iii. Shape healthy places,
 - iv. Manage York's transport networks for Movement & Place.
13. Improvements to the active travel network also contribute to all four of the administration's key manifesto pledges as follows:
- **Affordability** – walking, wheeling and cycling are some of the cheapest forms of travel,
 - **Environment** – walking, wheeling and cycling have the smallest carbon footprint and can make positive contributions to reduced congestion and improved air quality,
 - **Equalities and Human Rights** – provision of better crossing facilities make the active travel networks safer and more accessible to a wider spectrum of people, including those with protected characteristics and these improvements will help us to comply with our duties under Section 149 of the Equality Act 2010: the Public Sector Equality Duty.
 - **Health Inequalities** – increased levels of walking, wheeling and cycling can help to reduce health inequalities in terms of both mental and physical health through enabling active travel.

Financial Strategy Implications

14. Whilst the updated Evaluation and Prioritisation Methodology itself won't have direct costs associated with it there will be costs further down the line in terms of staff resource, plus financial resources to deliver improved crossing facilities and then to maintain them thereafter.

15. These resources could be funded from several different sources including:
- Highways and Transport Capital Programme,
 - External sources such as Department for Transport / Active Travel England funding rounds,
 - Contributions from developers secured through the development control process,
 - Funding from the Mayoral Combined Authority.

Recommendation and Reasons

16. The Executive Member is recommended to:

- Approve the adoption of the revised evaluation and prioritisation methodology (shown in flowchart form in Annex A) and delegate authority to the Director of City Development to commence the initial stage assessment of all requested sites, both current and historic. This will enable the backlog of requests, which have built up over the previous few years, to be assessed as detailed in paragraph 33 of this report.

Reason: The revised methodology is in line with current guidance and gives greater priority to need and future usage whilst addressing existing casualty issues and perception of danger of potential users. The methodology also enables prioritisation of specific requests for dropped kerb crossings to be undertaken independently of other crossings recognising this has its own separate budget.

- Delegate authority to the Director of City Development to implement the active travel crossing programme and dropped kerb programme annually based on the outcomes of the revised evaluation and prioritisation process and the budgets allocated.

Reason: To ensure there are no additional delays in implementing the two programmes each year once the Transport capital programme has been approved at Executive level.

Background

The Issues

17. Council officers (and elected members) receive many requests for active travel crossing improvements each year. There are several ways in which requests can be submitted:
 - Download and submit a form (an example is shown at Annex B) via the council website at [Request a new pedestrian crossing – City of York Council](#)
 - Submission of a petition
 - Submission via an elected member, MP, or Parish Council
 - Direct email to officers or the walking.cycling@york.gov.uk email address
18. Requests can be for formal crossings (zebras, puffins, toucans), kerb build-outs or central refuges and also for dropped kerb crossings. The number of requests received far outweighs the allocated budgets and staff resource available to deliver them. As a result, it has for many years been necessary to put each request through an assessment and prioritisation process, firstly to assess whether the suggested locations are appropriate for the type of crossing being proposed and secondly to sort those sites which are appropriate into a priority order for further feasibility / design work and potential delivery if sufficient funding is available.
19. The current evaluation and prioritisation methodology was adopted in 2016, however, in the period since it was adopted there has been a significant shift in national transport policy towards giving active travel more priority. The adoption of the first national Cycling and Walking Investment Strategy (CWIS) in 2017 gave some assurances that the government were taking active travel seriously and a commitment to help fund infrastructure improvements in England. The CWIS also introduced the concept of Local Cycling and Walking Infrastructure Plans (LCWIP) where local highway authorities would lay out plans for walking, wheelchair user, wheeling and cycling networks in their respective administrative areas. A key tool to address one of the main barriers to active travel on those networks is the provision of improved crossing points, especially on busy parts of the road network.
20. Taking the above into consideration, alongside changes to guidance, it has become evident that the current crossing assessment methodology is flawed because it doesn't place

enough emphasis on suppressed demand for safer crossings i.e. those people who would have crossed at that location if a safe crossing were available but instead choose to cross elsewhere, or don't cross at all and potentially travel by other less sustainable means.

21. Traditionally crossing assessments were mostly done using a PV^2 calculation where P represents the "pedestrian" flow (which encompassed all types of active traveller) and V represented the vehicle flow. The calculation only took into consideration the existing flows and ignored the potential for increased active travel flow which crossing improvements could achieve. It also didn't take into consideration the differing levels of vulnerability for different types of crossing-user and levels of potential danger from different categories of vehicle.

2016 Revision of Assessment Methodology

22. The 2016 revision to the assessment methodology attempted to address some of the limitations mentioned above by assessing sites in more detail through the application of adjustment factors. Active travel flows were adjusted by allocating higher scores to the most vulnerable types of crossing-user (children, older people and disabled people who could be identified from the associated video survey) and vehicle flows were adjusted according to type and size of vehicle. Other adjustment factors were also added which took into consideration the crossing environment. These included:
 - a safety factor, which acknowledged the site's recent casualty history,
 - a delay factor, which acknowledged how long active travellers had to wait to cross,
 - a road width factor, which acknowledged that roads become more difficult to cross as they get wider,
 - a speed factor, which acknowledged existing vehicle speeds,
 - a trip attractor / generator factor, which acknowledged the number of sites in close proximity (less than 400m) to the crossing site which may attract or generate walking / wheelchair-user / wheeling / cycling trips.
23. Whilst this methodology did enable many more factors to be considered which directly influenced the ability to cross, it still resulted in relatively few sites being considered suitable because they didn't reach the required score thresholds (shown below).

Adjusted PV ² value (x 100,000,000)	Type of facility to be considered
>1.0	Zebra / Puffin / Toucan
0.7 to 1.0	Zebra
0.5 to 0.7	Central refuge / build-out / other Traffic Management
<0.5	Dropped kerb crossing

24. The main criticisms of the current methodology have been that it doesn't necessarily give sufficient emphasis to suppressed demand (i.e. active travel trips which aren't made because of the traffic flow / crossing environment) and that it was still too rigid in terms of the score thresholds which needed to be achieved to justify provision of formal crossing facilities (zebra, puffin, toucan).

2025 Revision of Assessment Methodology

25. To enable the assessment and prioritisation methodology to be brought up to current standards council officers commissioned the consultants, Systra, to review the council's existing methodology against current UK guidance and then to review how other Highway Authorities across the UK evaluate their own crossing requests. Systra were then asked to provide some recommendations as to how York's methodology could be changed to better align with current guidance and best practice. The Systra study is attached as Annex C.
26. The main recommendations of the consultants' report relate to suggested changes to the adjustment factor scoring and addition of some potential new ones. Systra also produced a flowchart showing a potential staged process which could be used to evaluate requests.
27. Taking Systra's recommendations into account, officers have made the following amendments to some of the existing scoring criteria, namely:
- Modified active travel flow (P_{mod}) - Extra options added for active travellers whose movement is made more difficult (encumbered) by – walking a dog(s), pushing a pram or pushchair, carrying several shopping bags or luggage. In these cases, the scores will be adjusted upwards by adding +2 to their unencumbered score. This gives the scoring in the table below.

Active traveller category	Score
Child	4
Encumbered Child	6
Adult	1
Encumbered Adult	3
Older Person	4
Encumbered Older Person	6
Disabled person*	6
Encumbered disabled person*	8

*It is impossible to identify all disabled people using video surveys, therefore the types of visual clues which survey analysts should use include : wheelchair/mobility scooter-users, users of walking aids, assistance dog-users, cane-users, escorted people walking arm in arm.

- Modified vehicle flow (V_{mod}) – the scoring for motorcycles has been adjusted upwards from 0.75 to 1.25 and for all types of cycles has been adjusted upwards from 0.5 to 0.8 to reflect the fact that it is difficult for active travellers to judge the speed of oncoming motorcycles and cycles because of their narrow profile when viewed from the front. As e-bikes are very difficult to distinguish from regular bikes they have been allocated the same score. E-scooters will also be added as a new mode with a score of 0.8. The new scores are below.

Vehicle Type	Score
Car / Mini-van	1
Light Goods Vehicle / Bus / Coach	2
Heavy Goods Vehicle (rigid / articulated)	2.5
Motorcycle	1.25
Pedal cycle (or e-bike)	0.8
E-scooter	0.8

- Speed factor (S) – the previous 85th percentile speed bands did not correspond to groupings used in other Department for Transport guidance and have therefore been adjusted so that they are in line with the DfT's Local Transport Note 1/07: Traffic Calming. The scores have also been adjusted slightly as follows.

85 th Percentile Speed	Score
<20mph	0.8
20 to 25mph	1
26 to 30mph	1.1
31 to 35mph	1.2
36 to 40mph	1.3
>40mph	1.4

- Trip Attractor factor (T) – the scores for different sizes and numbers of different types of trip attractors / trip generators have been altered to give more weighting to this adjustment factor as below. Lists of the types of attractors which fall into different size categories are listed on Page 5 of Annex A.

Size / Number of Trip Attractors	Score
No significant attractors	1
1 small / medium attractor	1.2
2 or more small/medium attractors	1.5
At least 1 large attractor	2

- LCWIP factor (L) – this is a new factor which takes into consideration the crossing's contribution to the strategic networks adopted in the council's local Cycling and Walking Infrastructure Plan (LCWIP). Sites which are on the LCWIP priority walk, wheelchair-user, wheeling or cycling networks are given a score of 1.2 and those which aren't on the networks are given a score of 1.
28. Officers have tested the revised scoring criteria to assess the impact of the proposed revisions on all the sites which have been assessed and scored over the past 12 years (excluding those sites which have already had crossings installed). The results are shown in the table below and show that several of the sites which were previously low scoring achieve a revised score which would have enabled them to be put forward for feasibility and design work.

	Original Reported PV ² - pre-2016 methodology changes*	Adjusted PV ² value using 2016 methodology	Adjusted PV ² value using 2025 methodology / thresholds*
Site	Value x10 ⁸	Value x10 ⁸	Value x10 ⁸
Heworth Green (South of Malton Rd Roundabout)	2.6	5.04	10.57
Askham Lane / Westfield School	N/A	2.37	4.88
A19 Shipton Road (Northolme Drive)	N/A	2.07	4.21
Bishopthorpe Road / Campleshon Road	N/A	1.85	3.52
A19 Shipton Road (East Cottages)	0.9	1.71	3.48
Eastholme Drive near shops	N/A	1.12	2.36
B1224 Wetherby Road (Acomb Green)	0.5	1.1	2.26
Huntington Road (Lowther Street to Park Grove)	0.7	1.04	2.21
Thief Lane West of University Road	N/A	1.2	2.20
New Lane / Anthea Drive, Huntington	N/A	0.79	1.63
Haxby Road (Folk Hall) 2021 reassessment	0.5	0.75	1.56
Stonebow / Hiscox	N/A	0.73	1.44
Innovation Way	0.1?	0.67	1.22
York Road Haxby (Holly Tree Lane to Main Street)	0.57	N/A	1.18
University Road (opposite Heslington Hall)	0.3	0.5	1.04
Acomb Road (West Bank Park)	0.3	0.45	0.95
Clifton Moorgate / Oakdale Road West	N/A	0.44	0.90
Walmgate near Margaret Street	0.2	0.4	0.88
Thanet Road / Eason View	N/A	0.39	0.78
New Lane/Jockey Lane, Huntington	0.2	0.37	0.77

	Original Reported PV ² - pre-2016 methodology changes*	Adjusted PV ² value using 2016 methodology	Adjusted PV ² value using 2025 methodology / thresholds*
Site	Value x10 ⁸	Value x10 ⁸	Value x10 ⁸
Stockton Lane (near Christ Church)	0.35	N/A	0.73
Horseman Road /Main Street, Copmanthorpe	0.2	0.33	0.67
Elvington Lane / Main Street near school	0.33	N/A	0.67
York Road, Strensall near Barley Rise North	0.1	0.32	0.65
University Road near Thief Lane	N/A	0.25	0.56
Kent Street / Fawcett Street	N/A	0.22	0.44
Bishopthorpe Road (Winning Post)	0.1	0.17	0.37
Hamilton Drive (West Bank Park)	0.1	0.14	0.30
Water Lane near Rawcliffe Drive	N/A	0.14	0.26
Cemetery Road (near Cemetery gates)	0.04	0.08	0.16
Greenshaw Drive near Wandhill	0.005	0.017	0.04
Thief Lane East of University Road	N/A	0.007	0.01

Key

Below threshold for feasibility for crossing (*stricter
thresholds used pre-2016 and post 2025)
Borderline for formal crossing consideration
Consider for formal crossing



29. In order to avoid a situation where virtually all sites requested exceeded the threshold where they were considered suitable for a formal crossing Officers have amended the threshold levels as below.

Adjusted PV ² value (x 100,000,000)	Type of facility to be considered
>1.0	Consider for a Zebra / Puffin / Toucan
0.7 to 1.0	Borderline for a Zebra / Puffin / Toucan
0.5 to 0.7	Consider for central refuge / buildout / other traffic management options
<0.5	Consider for dropped kerb crossing

30. Officers have revised the flowchart created by Systra to create more points along the process where decisions can be taken to either disqualify a site and/or direct it to a more appropriate workstream, thus avoiding the need to undertake detailed survey work at all sites. This includes a “reality check” as the first stage to enable requests which are completely unrealistic to be rejected thus ensuring officer time is used in the most efficient manner.
31. Examples of requests which may be rejected outright without further investigation include sites which are not under council control (such as the A64), sites where traffic levels are extremely low, plus dangerous locations such as blind bends in the road or blind summits where forward visibility is very restricted and alternative solutions should be investigated instead. The revised evaluation flowchart (with scoring criteria as detailed in paragraph 26) is attached as Annex A.
32. In addition to requests for new crossings, officers also receive many requests specifically for dropped kerb crossings each year. This will also be added to by some sites which, after passing through the new crossing assessment, have been downgraded to only being suitable for dropped kerbs. It is therefore necessary to prioritise those requests to enable them to be dealt with in a strategic manner. A methodology for prioritising dropped kerbs independently of the other crossing requests is put forward on page 6 of Annex A for adoption.
33. In order to tackle the backlog of crossing requests, which have built up as a result of resourcing issues over the past few years, it is proposed to put all historical requests, including those which may have been turned down previously, through the first stage (Sense-Check) of this revised methodology. This will enable officers to identify those sites which are not appropriate for a crossing and/or should be addressed via an alternative

workstream, such as the dropped kerb programme or local safety scheme programme.

34. This process will deliver us a pipeline of crossing improvement schemes. The council will then aim to deliver this pipeline over a number of years within available budgets. Creation of a pipeline will also enable bids for funding to be submitted where appropriate as opportunities arise.
35. Next Steps (assuming recommendations are approved):
 - Run all requests through the Sense Check process
 - Deliver the 2025/26 crossing programme dependent on the agreement of funding in the council's Transport Capital Programme and York & North Yorkshire Combined Authority funding bids. Specific sites where Section 106 funding has been secured to deliver them will continue to be delivered in parallel with those funded as above
 - Develop designs for the highest priority sites to enable delivery in 2026/27 and to create a pipeline for potential ad-hoc funding opportunities.
 - Commission the necessary surveys to undertake the crossing assessment to address the petition submitted for a crossing outside Clifton with Rawcliffe Primary School. Petitions have also been received previously for a crossing on Haxby Road outside the Folk Hall and at the Kent Street / Fawcett Street junction. Further assessment work will be commissioned for the Folk Hall site and the Kent Street site will be reassessed to take into consideration the additional student accommodation which has been constructed nearby since the original surveys were done.

Consultation Analysis

36. Consultation with representatives from several sections within the council (whose work is directly related to active travel crossing improvements) was undertaken by Systra as part of the development of the new methodology. The officers consulted were from the following work areas:
 - Transport Policy,
 - Active Travel,

- Highway Access & Development,
- Road Safety,
- Traffic Systems/Signals,
- Highways Engineering & Design,
- Access and Diversity.

37. Feedback from the consultees helped Systra to shape the revised methodology taking on board comments received, these are detailed in Chapter 5 of the consultants' report in Annex A.

Options Analysis and Evidential Basis

38. There are 3 potential options available to the Executive Member:

- Do nothing – leave the evaluation and prioritisation methodology as it currently is,
- Accept the recommendations – make the proposed changes to the evaluation and prioritisation methodology,
- Propose an alternative methodology – reject the proposed new methodology and create an alternative one.

39. Do nothing – The advantage of this option is that it keeps the status quo, and officers can continue to evaluate and prioritise crossing requests in the same way as they have done for the past 8 years. The main disadvantage is that the current methodology isn't compliant with new guidance and schemes which probably should be considered for further feasibility and design work may continue to be rejected. A key concern about this option is that the council wouldn't be complying with its' Public Sector Equality Duty if groups with protected characteristics under the Equality Act 2010 continue to be disadvantaged through the continued usage of an outdated tool that fails to recommend all locations where the crossing of busy roads needs to be improved.

40. Accept the recommendations – The advantage of this option is it will bring the methodology in line with current guidance and will give more weight to sites where walkers, wheelchair-users, wheelers, and where appropriate, cyclists would cross if there were a safe means of doing so, this would help us to comply with the Public Sector Equality Duty. The disadvantage is that more sites will inevitably be put forward for feasibility, design and delivery stages which will require more staff and financial resource.

41. Propose an alternative methodology – The advantage of this option is that there is some flexibility if the Executive Member, or

stakeholders disagree with the proposed methodology for them to make changes. The disadvantage will be further delay in adopting a new methodology and additional officer time to undertake further work.

Organisational Impact and Implications

42. The recommendations of this report have the following implications.

Financial

43. The new methodology will prioritise where investment needs to be made. Any investments in related capital interventions will be reported through reports to Executive Member using capital funds outlined in the report.

Human Resources (HR)

44. Whilst the report identifies that an updated evaluation prioritisation methodology won't have HR implications it does note a requirement for additional resources to undertake the assessments, delivery, feasibility and design of active travel crossing requests. Such additional resource will need to be quantified, established and recruited in accordance with Council policy

Legal

45. It is noted that grant funding may be used to fund the resourcing of the delivery of the Evaluation and Prioritisation Methodology. If this is the case any proposed grant funding terms would need to be reviewed to ensure they can be complied with and that the funding is compliant with the Subsidy Control Act 2022.

Procurement

46. Should any priorities requirement procurement, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

Health and Wellbeing

47. The recommendations of this report contribute directly to the ambitions and goals of the York Joint Health & Wellbeing Strategy 2022-2032 to “Make good health more equal across the city and improving transport options... to support active travel and a fitter population”.

Environment and Climate action

48. Providing a safe means of crossing for active travel users supports the York Climate Change Strategy 2022-32 – Objective 3.2 Increase take-up of active travel. The methodology changes proposed could have a positive impact on active travel users.

Affordability

49. There are no Affordability implications of this report.

Equalities and Human Rights

50. A full Equalities Impact Assessment is included as Annex D, this identifies a range of positive impacts of the proposal for a range of protected characteristics and regular feedback on the work will be shared with York Access Forum.

Data Protection and Privacy

51. The completion of data protection impact assessment (DPIA) screening questions evidenced there would be no processing of personal data, special categories of personal data or criminal offence data processed, so there is no requirement to complete a DPIA

Communications

52. Any changes to the highways, should this methodology be approved, will require communications support throughout the planning and implementation stages to ensure local communities are aware of any changes in their area.

Economy

53. From an economic standpoint, the revised methodology for assessing active travel crossings supports long-term cost savings

by promoting healthier, low-carbon transport options. It encourages walking and cycling which can reduce healthcare costs, traffic congestion, and environmental damage and aligns with many companies own active travel policies. The approach also enhances local economic vitality by improving access to businesses and services. However, the success is dependent on securing sufficient funding and staff resources to implement and maintain the infrastructure with a continuing focus on supporting local businesses required. This proposal does align with York's Economic Strategy.

Risks and Mitigations

- 54. There are risks associated with both accepting the recommendations of the report and for rejecting them.
- 55. The risks of accepting the recommendations all relate to resourcing issues, both in terms of staffing and finance. To mitigate these risks, officers need to ensure a source of appropriate funding can be identified which doesn't necessarily move spend from another part of the existing transport capital programme. Maximising developer contributions (where appropriate) may be one source of funding or bids to the Mayoral Combined Authority. The creation of a pipeline of schemes will also enable officers to deliver the programme over a number of years and to have schemes ready to submit for other funding bids.
- 56. The risk of rejecting the recommendations mostly relate to the council's responsibilities under the Public Sector Equality Duty which could leave the council open to challenge and possible litigation if we are perceived to be discriminating against people with protected characteristics and thus disabling them by not adopting a policy that effectively identifies safe crossing facilities.

Wards Impacted

- 57. All wards.

Contact details

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Background papers

Exec Member for Transport Decision Session Report and Annexes (11th August 2016) Item 25 [Agenda for Decision Session - Executive Member for Transport - Expired on Thursday, 11 August 2016, 2.00 pm](#)

Traffic Signs Manual Chapter 6 Traffic Control 2019 – Section II Crossings p99-145 [Traffic Signs Manual – Chapter 6 - Traffic Control](#)

Annexes

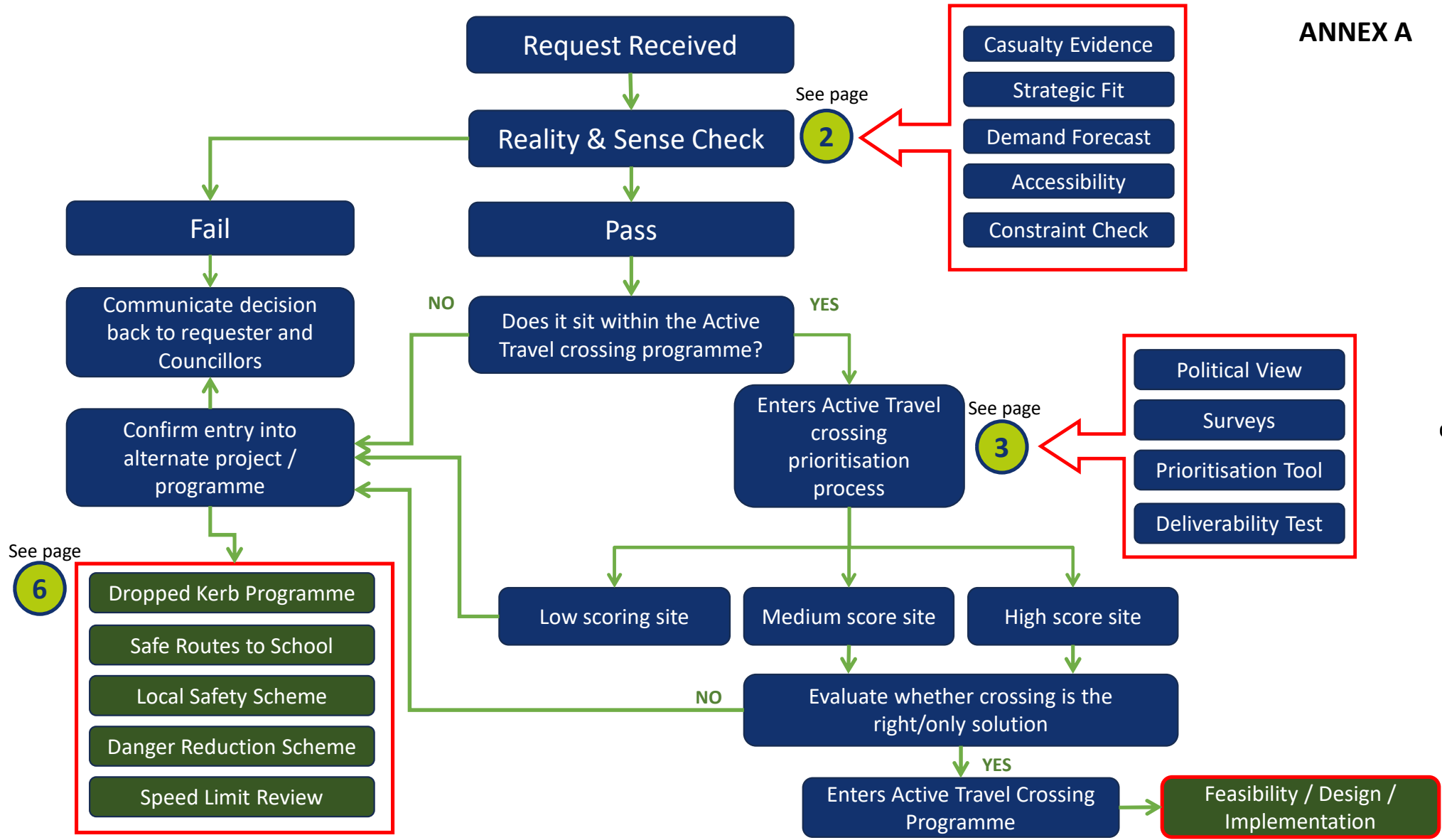
Annex A – Proposed evaluation process flowchart

Annex B – Pedestrian / Cyclist Crossing Request Form

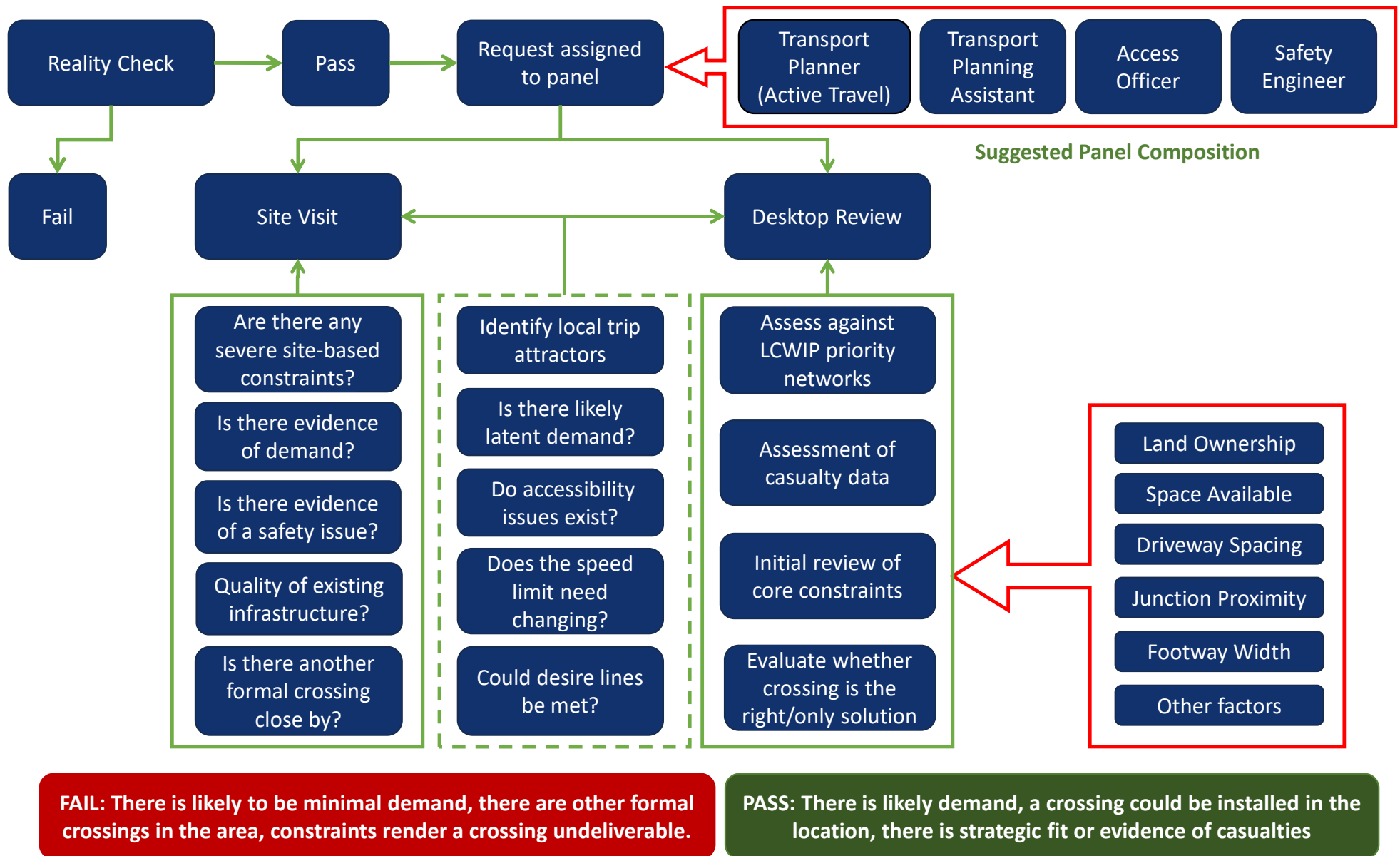
Annex C – Systra Pedestrian Crossing Assessment Review – Technical Note

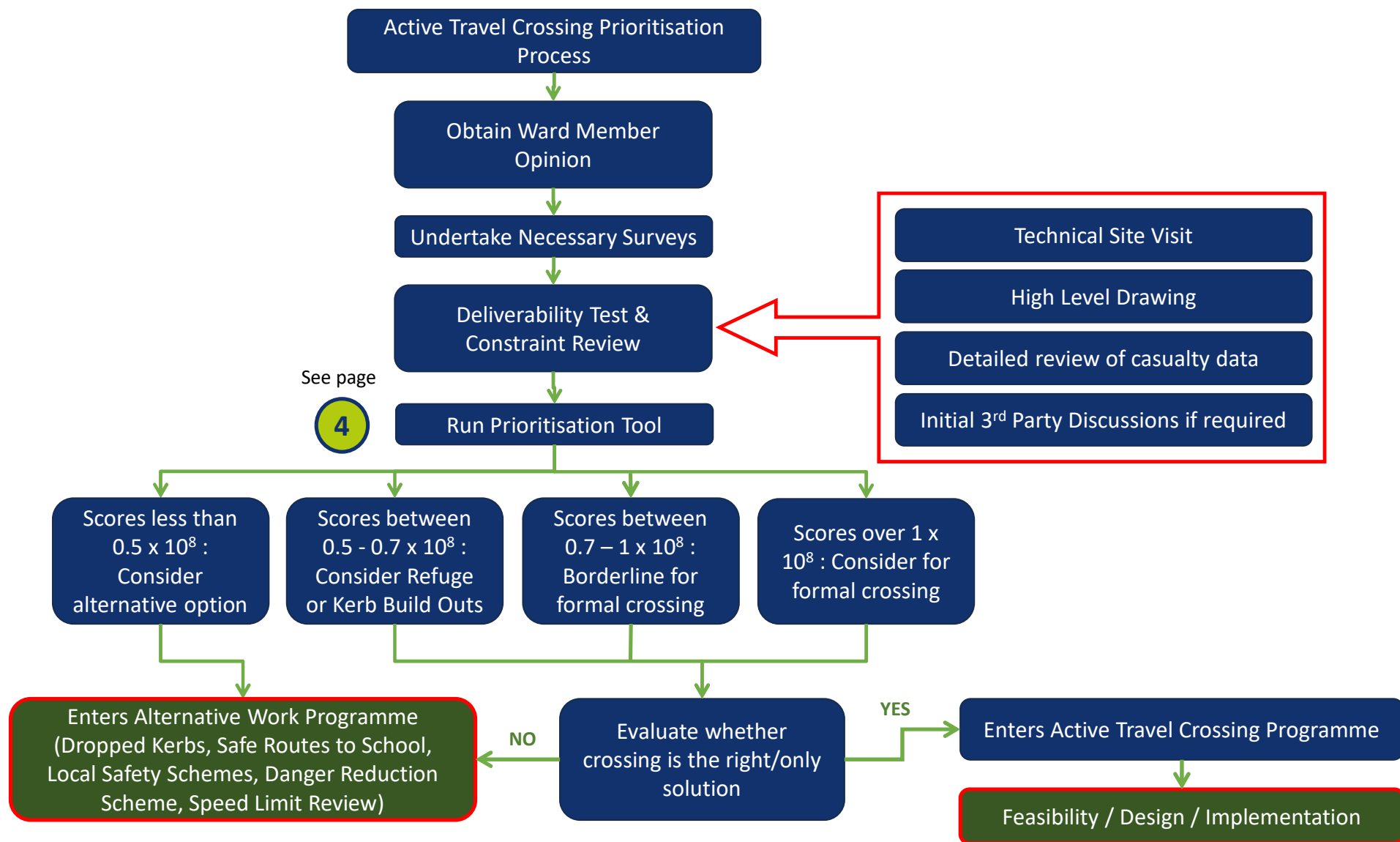
Annex D – Equalities Impact Assessment

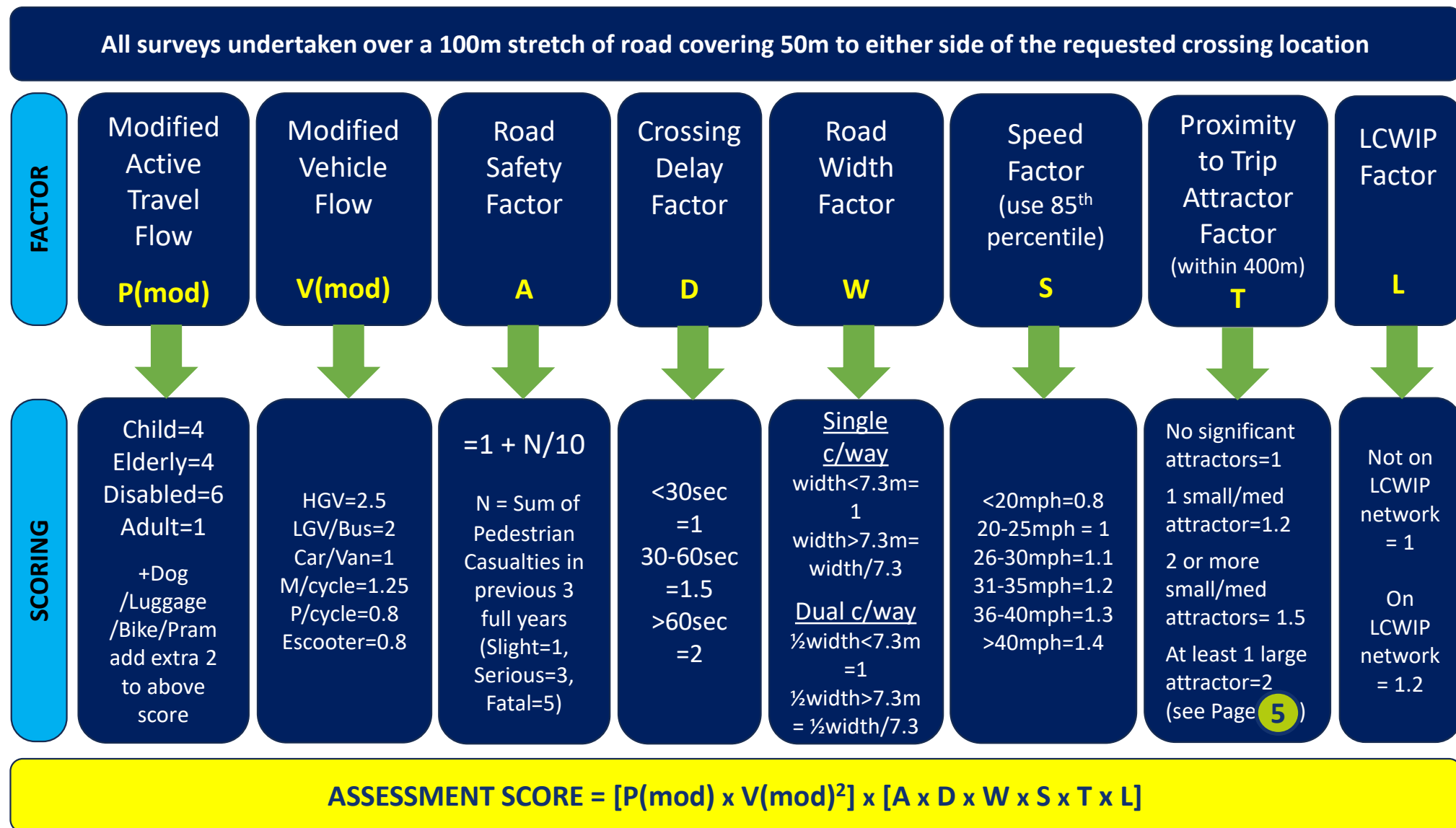
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2 Sense Check Stage Process







Small Trip Attractors

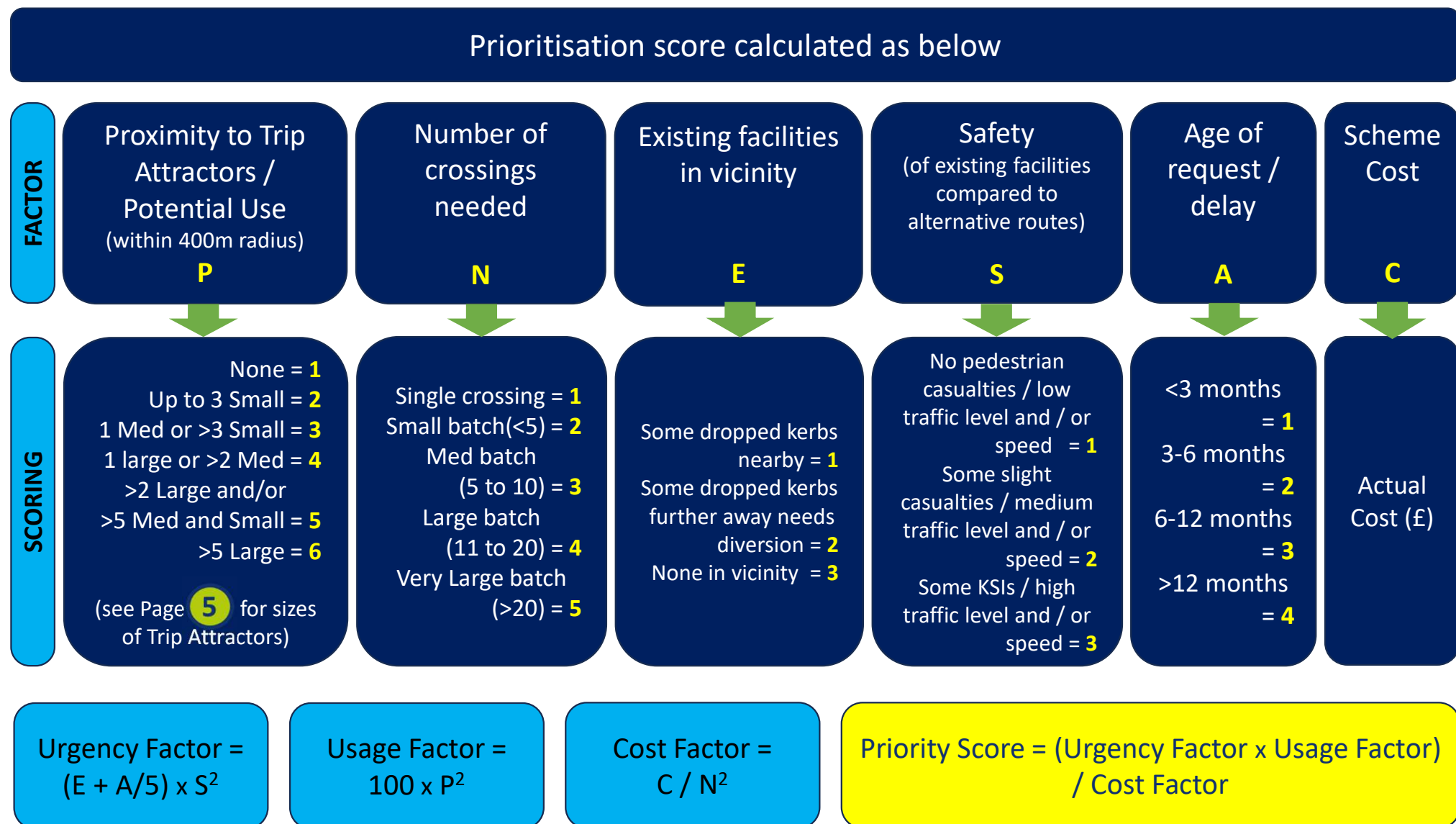
Single bus stop, small local shop, post box, small employment site, B&B/Guest House

Medium Trip Attractors

Bus stop pair, small healthcare site, chemist, convenience store, takeaway, restaurant, small leisure site, medium employment site, small hotel, place of worship, single disabled parking bay, public right of way crossing, small/medium car park, small/medium student accommodation, small/medium tourist site

Large Trip Attractors

Primary / Secondary School, Nursery, University / College site, large employment site, retail park, business park, local retail centre, supermarket, medium/large healthcare site, other sites with concentrated communities for disabled people (MySight York, Abbeyfields School, Brunswick Nursery etc), multiple disabled parking bays, sheltered housing, residential home, care home, medium/large leisure site (playground, swimming pool, leisure centre, cinema, theatre, bingo hall, library, sports club/stadium, public park, green open space etc), medium/large hotel, community centres, bus stop cluster, rail station, large car park, post office, large student accommodation block, strategic cycle route crossing, popular/large tourist attractions





PEDESTRIAN / CYCLIST CROSSING APPLICATION FORM

1. Customer details (please fill out all the fields)

NAME	
ADDRESS	
CONTACT PHONE NUMBER	
E-MAIL ADDRESS	

2. I would like to request the following type of pedestrian crossing improvements: (tick relevant box)

Dropped Kerbs	<input type="checkbox"/>	Zebra Crossing	<input type="checkbox"/>
Pavement build-out	<input type="checkbox"/>	Puffin Crossing (Pelican)	<input type="checkbox"/>
Central refuge	<input type="checkbox"/>	Toucan Crossing	<input type="checkbox"/>

3. Please provide the road name and location

--

4. Reasons for crossing request

--

Please continue over page if necessary

Return completed form to:
 Pedestrian Crossing Requests, Transport, City of York Council, Eco Building, Hazel Court, James Street, York YO10 3DS or e-mail to walking.cycling@york.gov.uk

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TECHNICAL NOTE

YORK PEDESTRIAN CROSSING ASSESSMENT REVIEW

ERROR! REFERENCE SOURCE NOT FOUND.

IDENTIFICATION TABLE

Client	City of York Council
Project	York Pedestrian Crossing Assessment Review
Type of Document	Technical Note
Date	22/03/2024

APPROVAL

Version	Name		Position	Date	Modifications
1	Author	Paul Osborne	Associate	04/12/2023	
	Approved by				
2	Author	Paul Osborne	Associate	22/03/2024	Minor amends see email 21/03/24
	Approved by				

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1. INTRODUCTION

- 1.1.1 SYSTRA was appointed in November 2023 to review the current assessment criteria used by City of York Council to assess the need for new pedestrian crossings and make recommendations on the assessment process.
- 1.1.2 The report builds upon recent recommendations made by officers in the active travel team which would help make a stronger case for new crossings by considering suppressed demand, and alignment with other strategies such as the Local Cycling and Walking Infrastructure Plan (LCWIP) and Road Safety Plan.

2. METHODOLOGY

- 2.1.1 The study included the following stages:
- Review of current policy, national guidance and assessment process
 - Review other local authority practice
 - Consultation with relevant council teams
 - Make recommendations on criteria and process

3. CURRENT APPROACH

3.1 Policy Objectives

- 3.1.1 The **Council Plan (2023-27)** has seven priorities with commitments made to equalities and human rights; affordability; climate and health. These priorities are:
- a) Health and wellbeing: A health generating city, for children and adults
 - b) Education and skills: High quality skills and learning for all
 - c) Economy and good employment: A fair, thriving, green economy for all
 - d) Transport: Sustainable accessible transport for all
 - e) Housing: Increasing the supply of affordable housing
 - f) Sustainability: Cutting carbon, enhancing the environment for our future
 - g) How the Council operates
- 3.1.2 Council Plan ambitions which could be served by the provision of improved pedestrian (and cycle) crossings include:

ACTION	RELEVANCE TO CROSSING CRITERIA
Review Blue Badge accessibility by rolling back restrictions to those in place before November 2021.	Proximity of disabled parking bays; weighting towards disabled users, particularly at locations in city centre
Introduce family friendly foot streets and place-making that give young people confidence in their future	Traffic calming and changed traffic priorities may reduce need for formal crossings.

ACTION	RELEVANCE TO CROSSING CRITERIA
<p>Prioritise safe active travel in our Movement plan and in routes to school.</p>	<p>Movement Plan may increase (or reduce) need for crossings along key routes.</p> <p>Weighting towards children and young people near schools</p> <p>Safety should take account of near misses and perceived safety issues as well as casualty data</p>
<p>Develop a Movement plan as a statement of intent to make it easier to move through the city, reducing traffic around primary schools and making significant progress towards reducing carbon by 71% and traffic by 20% for discussion with the new Mayor.</p>	<p>Weighting towards primary schools</p> <p>Weighting towards strategic walking and cycle routes</p> <p>Weighting towards key attractors</p> <p>Weighting towards bus stops and rail stations</p>
<p>Encourage healthy travel options to maintain healthy lifestyles</p>	<p>Safe crossings encourage healthy travel options</p>

3.2 National Guidance

Traffic Signs Manual

- 3.2.1 This incorporates previous guidance on How to Plan Pedestrian Crossings (LTN 1/95) although it no longer includes the PV^2 formula which was traditionally used to assess need. This formula continues to be used in many local authority areas including York and is described in Section 3.3 and Appendix A. The manual includes useful descriptions of common site assessment requirements, the options assessment process and detailed design guidance.
- 3.2.2 The principal assessment requirements include:
- Responsibility for site assessments
 - Site survey
 - Pedestrian survey
 - Traffic survey
 - Crossing difficulty
 - Average crossing time/speed
 - Casualty data
- 3.2.3 Para 13.3.1 - "A pedestrian survey should record both numbers and type. The numbers of people with characteristics that may make it more difficult for them to cross should be recorded, as these groups are particularly significant when assessing the difficulty of crossing at a site. These may include:
- a) Visually impaired people,
 - b) Mobility impaired people,
 - c) Children,

- d) Older people, and
- e) People with pushchairs.”

Cycle Design Guidance, LTN1/20

- 3.2.4 Design guidance for cycling is generally better developed than for walking. Nearly all cycle crossings would normally include pedestrian crossing needs.
- 3.2.5 Table 10-2 below gives a useful guide to crossing selection based on vehicle flow, speed limit and road width. This is geared to design for cycle provision but since cycle crossings will almost always accommodate pedestrians as well, it is relevant.
- 3.2.6 Latest TfGM guidance uses the vehicle flow cut offs in Table 10-2 for specification of different crossing types on the Bee Active Network (See Section 4.2).

Table 10-2: Crossing design suitability

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

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

Notes:

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

Active Travel England

- 3.2.7 New guidance on pedestrian and cyclist crossing appraisal and selection will be published by Active Travel England ‘early in 2024’. It will include a ‘crossing selector tool’ and will build upon guidance in LTN1/20.

3.3 Assessment Criteria used in York

- 3.3.1 Current Criteria used by the Active Travel Team have been used since 2016 and are summarised in Appendix A.
- 3.3.2 Key criteria used in the assessment process include:
- Pedestrian Flow (modified with weightings for different age groups and those with obvious disabilities)
 - Vehicle Flow (modified to take account of different vehicle types)

- Road Safety (pedestrian casualties over last 3 years within 50m either side of location)
- Crossing delay (for pedestrians attempting to cross within 50m within either side of location)
- Road width
- 85%ile Speed; and
- Proximity to Trip Attractors (key attractors listed with approximate distance from crossing)

3.3.3 Of the criteria used above, the following are usually collected via video survey:

- Pedestrian Flow and Classification
- Vehicle Flow and Classification
- Crossing Delay
- 85%ile vehicle speed

3.3.4 Pedestrian classification generally includes child, adult, elderly, disabled, and push chair. Further automation of pedestrian classification using AI technology is unlikely in the near future as it requires facial recognition which is subject to strict GDPR regulation.

3.3.5 Other considerations taken into account in the final assessment include:

- Funding availability
- Technical or safety constraints

4. REVIEW OF LOCAL AUTHORITY PRACTICE

4.1 General Approaches

- 4.1.1 An internet search of local authority guidance was completed in 2016 and helped form the Council's current guidance. We have revisited online guidance published by the same authorities. Some local authority guidance was unavailable (pink) and some had been updated (green). We have refreshed the table below, adding information from TfL, TfGM and Oxfordshire. Specific searches for other areas which are particularly proactive or with significant active travel budgets such as Cambridgeshire and Devon were unsuccessful.

Criteria	Cheshire East	West Sussex	Lincolnshire	Warwickshire	Edinburgh	Rotherham	Portsmouth	Derby	Luton	Leicester	TfL	TfGM	Cambridgeshire	Oxfordshire	Frequency
Pedestrian Flow (4 peak hours)	Y				Y	Y		Y	Y	Y	Y		Y	Y	9
Weighted Pedestrian Flow		Y	Y	Y			Y								4
Vehicle Flow (4 peak hours)	Y				Y	Y		Y	Y	Y	Y	Y		Y	9
Weighted Vehicle Flow		Y	Y	Y			Y								4
Casualties in previous 3 years	NEW	Y	Y	Y	Y		Y	Y	NEW	Y	Y				10
85th percentile speed	Y			NEW	Y	Y		Y	Y	NEW	Y			Y	9
Road Width	Y		Y	Y	Y	Y		Y	Y		Y			Y	9
Severance / Suppressed Demand (trip ends)	Y			Y	Y	Y		Y	NEW	Y	Y				8
Separate proportion of children	Y			NEW	Y	Y		Y	Y					Y	7
Separate proportion of elderly/disabled	Y			NEW	Y	Y		Y	Y					Y	7
Separate proportion of people with prams	Y			NEW	Y	Y		Y	Y					Y	7
Crossing delay (time spent waiting to cross/crossing)	Y		Y	Y		Y		NEW	Y	Y					7
Vehicle composition (HGVs/buses)	Y			NEW	Y	Y		Y			Y				6
Speed limit			Y	Y											2
Combined speed limit / road width		Y					Y								2
Public transport access improvement						Y				Y					2
Community support (requests/petitions)						Y									1
Proportion of cyclists crossing	Y														1
SRTS / Strategic cycle or ped route										Y					1

- 4.1.2 The PV² formula continues to be used by most local authorities (indicated by the dominance of criteria in the top four rows in the table above). Other criteria are used to support decision making, but there are no examples of numerical weightings that we could find.
- 4.1.3 The frequency of criteria used are ranked from the top down. 85th percentile speed is regarded as a more robust criteria than speed limit. Authorities choosing to break down classification of pedestrian type had generally done so for the same groups (children, elderly and those with prams).

4.2 Manchester (TfGM)

- 4.2.1 Transport for Greater Manchester devolve crossing selection decisions to each district. They have stipulated that crossing facilities appropriate to the type of road must be provided at least every 400m when they serve the Bee Active Network.
- 4.2.2 On roads that form part of the Bee Network – crossing facilities appropriate to the type of road must be provided at least every 400m
- 4.2.3 Where Beeway crosses main roads crossings should be of a type able to be used by both pedestrians and cyclists (otherwise on a case by case basis), either parallel, zebra or sparrow crossings. Signalised crossings are preferable where motor vehicle flows are greater than 8000 pcu per day.
- 4.2.4 Toucan crossings should be avoided except where cycle/pedestrian feeder routes to both sides of crossing are shared use paths – only acceptable where all other options have been thoroughly investigated and shown in business case to be undeliverable
- 4.2.5 Pedestrian Crossings should be controlled when the vehicle flow is over 4000 pcu (usually a zebra crossing) or a puffin crossing if the vehicle flow is over 8000 pcu.
- 4.2.6 A Crossing Selection Tool accompanies the Design Guide (appendix B) although this is more about process than data requirement.

4.3 London (TfL)

- 4.3.1 TfL devolve decisions about crossing selection to the London Boroughs. They have issued a series of assessment questions based on **Healthy Streets Principles**:
 - Can people cross the road safely at the point they would find most convenient?
 - Does the amount and speed of traffic make it difficult for people to cross the road?
 - Are the crossings provided suitable for the type of street, the amount of traffic and nearby uses e.g. doctor's surgery or school?
 - Are crossings accessible to everyone?
 - Do people need to walk to a junction to find a safe and accessible place to cross?
 - Can people walking and cycling pedestrians and cyclists cross safely, directly and comfortably at junctions?
 - Are people waiting a long time for a green man at pedestrian crossings?
 - Is there enough time for everyone to cross without feeling rushed, including mobility impaired people or people crossing with children?
 - Is there good visibility so that people crossing can see oncoming traffic and be seen?
 - Where pavements get crowded, is there enough space for people to wait and are crossings wide enough for the amount of people using them?
 - Could crossings where people have to wait on an island in the middle of the road be made more comfortable to use?
 - Have the entrances to side streets been narrowed and raised to pavement level to give clear priority to people walking and make drivers slow down?
 - Does the amount and location of car parking and loading bays make it difficult for people to cross the road

- 4.3.2 A Healthy Streets Scoring Checklist <https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/healthy-streets#on-this-page-1> includes guidance on:

Ease of crossing side roads for people walking:

- Existing scheme - Classified vehicle turning counts

- Proposed schemes – forecast volumes
- Level of exposure of people walking from turning motorised traffic and whether this exposure has been mitigated
- Crossing width
- Raised entry treatments & Continuous footway in areas where pedestrian flows are much higher than vehicle flows

Crossings to meet pedestrian desire lines:

- Pedestrian movements during peak times and destination mapping to identify desire lines
- Collision analysis to reveal patterns of conflicts

Type and suitability of pedestrian crossings away from junctions:

- Type of street/street width
- Type of crossing
- Volume of vehicular traffic conflicting with crossing movement (<200, 200-1000, >1000)
- Additional features to support people using controlled crossings (scoring depending on amount of features available)
- Traffic calming features such as raised table, raised entry treatment, crossing on a flat-topped road hump mid-link
- PCaTs (pedestrian countdown at traffic signals)
- Correct use of blister tactile paving

5. OFFICER CONSULTATION

5.1 Summary

5.1.1 The following people provided written or verbal responses:

- Andy Vose, Transport Policy; and Greg Morgan, Active Travel
- Helen Vergereau and Ian Stokes, Highway Access and Development
- Jayne Ward, Road Safety
- Michael Banham, Traffic Signals; and Dave Mercer, Highway Engineering
- David Smith, Access and Diversity

5.2 Active Travel

5.2.1 Crossings are currently requested using an online 'crossing request' form

5.2.2 A completely quantitative scoring process would be clearer, allowing robust decisions to be made. It would enable more transparent decision making, and enable low value suggestions to be dismissed earlier.

5.2.3 The impact of weightings as suggested would inevitably increase the number of 'justified' crossings and therefore the eventual cost burden on the council.

5.2.4 Key changes could include:

- Likely (suppressed) demand from different trip attractors, i.e. schools, new housing, retirement homes; perhaps using a tailored matrix for attractor types
- Evidence of community demand

- Proximity to strategic active travel routes
- Proximity to existing crossings
- Proximity to bus stops, disabled parking bays, taxi ranks enabling better integration
- Weightings towards children and encumbered pedestrians

5.2.5 The cost of data collection needs to be balanced with the available budget for new crossings.

5.3 Highway Access and Development

5.3.1 Key points raised were:

- Doubts expressed about the relevance of road width and speed factors.
- PCU values for different vehicles should be kept as standard, in line with their use in other calculations.
- How is change accounted for, i.e. new bus routes, new developments, changes to traffic and pedestrian flows?
- Are there other options that can facilitate a safe crossing which can be taken first? (i.e. lower speed limit, traffic management measure, school crossing patrol)
- The site visit/survey should consider pedestrian flow (these travelling along the road) and the available footway width. A crossing in a busy location may impact on these.
- Design issues which may need to be considered include proximity of junctions, driveway accesses, use of raised crossings and 'scramble type' crossings which allow movements in various directions.

5.4 Road Safety

5.4.1 There are currently 22 sites which qualify for a School Crossing Patrol (SCP). All are on 30mph or 20mph roads. Only 10 of these are staffed at present owing to recruitment challenges.

5.4.2 As crossings are upgraded to Smart Puffin/Toucan types with cameras, these sites may become ineligible for a SCP and could present cost savings for the council.

5.4.3 Crossing Patrol requests are based on the basic PV^2 formula and national guidance. Data is collected at a site visit by the Road Safety Officer.

5.4.4 There is agreement with existing appraisal process. Future criteria should take account of key routes to schools. A flow chart to assist the decision making process is welcomed.

5.5 Highway Engineering/Traffic Signals

5.5.1 These teams become involved at site visit and design stage. Both welcome an approach which involves a desktop assessment covering appraisal of speed, evidence of need, and likely constraints.

5.5.2 The Go/No Go decision should follow an initial site visit and take account of need, including connectivity with any strategic walking and cycling routes, and likely cost.

5.5.3 The appraisal process should take account of qualified judgement and not just numbers. An example might be 'safety'. Safety grounds may ultimately influence the final decision.

5.5.4 The Engineering Design team has had initial discussion with North Yorkshire Police about availability and future use of 'damage only' and 'near miss' traffic casualty data.

5.6 Access and Diversity

- 5.6.1 Selection criteria should take account of disability as far as possible. Visual clues for survey analysts include people with a guide dog, white stick, walking frame, wheelchair, escorts walking arm in arm etc. Priority locations should include day centres, specialist schools and employers, retirement homes, etc.
- 5.6.2 Identifying conditions including neurodiversity, dementia and the extent to which this deters walking journeys is difficult.
- 5.6.3 The assessment process should allow for anomalies and an invitation to site visits would be welcomed.

6. RECOMMENDATIONS

6.1 Assessment Criteria

- 6.1.1 The following table includes recommendations for changes to weightings used in the current assessment formula (See Appendix A).
- 6.1.2 Comments and recommendations are based on officer views about readily available data and the importance of other factors which can help demonstrate pedestrian safety, mobility or accessibility needs.
- 6.1.3 Each of the suggested changes can be assessed during desktop analysis or within site surveys.
- 6.1.4 Evidence of community demand is not easily scored and is best considered in the initial desktop assessment.
- 6.1.5 The weightings should be tested against data gathered for previously justified or rejected crossings and adjusted accordingly.

Criteria	Description	Current Weighting	Suggested Change	Comments
Pmod	Moderated Pedestrian Flow	Children (/16yrs) x 4, Elderly (>65yrs) x 4, Disabled / Blind x 6, Adult x 1	Add Ped crossing with cycle or e-scooter	Including pedestrian crossing speed may be possible in the future and could improve the accuracy of AI based video analysis
Vmod	Moderated Vehicle Flow	HGV x 2.5, LGV/Bus x 2, Car / Minivan x 1, Motorcycle x 0.75, Pedal cycle x 0.5	Include e-scooters and give the same value as pedal cycles	These values reflect "perceived safety" aspects of different vehicles. There is justified variance from PCU values which are "capacity" based.
A	Road Safety Factor	1 + N/10 where N is Pedestrian casualties in previous 3 years	Consider including Near Miss data if available	Highways team in contact with North Yorkshire Police
D	Crossing Delay	<20 sec = 1, 20-40 sec = 1.2, 41-60 sec = 1.4, 60+ sec = 1.6	<30 sec = 1, 30-60 sec = 1.5, 60+ sec = 2	Living Streets, a UK charity that promotes walking, suggest that if the wait time exceeds 30 seconds, people are more likely to take risks when crossing the road.
W	Road Width	Single carriageway: For widths <7.3m use 1, for widths >7.3m use width/7.3, Dual Carriageway: If 1/2 width <7.3m use 1, if 1/2 width >7.3m use 1/2 width/7.3	No change	
S	85th Percentile Speed	<20mph = 0.8, 21-30mph = 1, 31-35mph = 1.1, 36-40mph = 1.2, 41-45mph = 1.3, 46-50mph = 1.4	No change	
T	Proximity to Trip Attractors	If not near a school, healthcare site, leisure facility, old people's home, or employment site use 1; If near 1 of the above use 1.1; if near 2 of the above use 1.2; if near 3+ of the above use 1.3	Small/Medium Attractors: Use 1.5 if two or more of the following are within 50m of crossing location: single bus stop, single disabled parking bay, local shop/takeaway, place of worship, hotels, PROW crossing of roads, small/medium employment site. Large Attractors: Use 2 if school, local retail centre, supermarket, healthcare facility, cinema/theatre/bingo hall/swimming pool/leisure centre, rail station, bus stop cluster, cluster of disabled parking bays, car park, large employment site, University/college site, park, large student accommodation block.	NB: Existing demand should be picked up by Pmod value. Future demand from development sites should inform S106 provision. This factor makes allowance for suppressed demand but requires clearer definition.
New	Proximity to Strategic Cycle Routes	New Criteria	If within 50m of a signed or identified cycle route use 2	Only use this criteria if a Toucan Crossing has been specifically requested. Strategic pedestrian routes are difficult to define and are not generally signed. Signed off-road cycle routes are also important pedestrian routes. Existing pedestrian routes should be picked up by Pmod
New	Proximity to Bus Stop Clusters / Rail Station	New Criteria	If within 50m of a busy bus stop (>4 services per hour) use 1.5. If within 50m of a bus stop cluster or rail station use 2.	For single bus stops see Proximity to Trip Attractors above
New	Proximity to Disabled Parking Bays	New Criteria	If within 50m of two or more signed disabled parking spaces use 2	For single disabled parking spaces see Proximity to Trip Attractors above.

6.2 Implementation Process

6.2.1 The following teams should be included in the Crossing Assessment process shown below. Their input can identify previous studies or survey work, funding options, implications for parallel work programmes, and opportunities to add value. It may also avoid duplication of work.

- Active Travel (at initiation stage)
- Road Safety
- Access and Diversity
- Development Control
- Highway Engineering
- Traffic Control/Traffic Management

6.2.2 Subject to the emerging Transport Strategy and Movement Plan, the views of the Transport Policy (Traffic Modelling) team may be required.

6.2.3 A suggested assessment process is shown below.



7. APPENDIX A

Weightings and formula for calculating the **Modified Flows** (P_{mod} and V_{mod}) and **PV² Adjustment Factor (AF)**

<p>To calculate the Modified Pedestrian Flow (P_{mod}) use the following weightings for vulnerable road user groups:</p> <p>Children (<16yrs) x 4, Elderly (>65yrs) x 4, Disabled / Blind x 6, Adult x 1</p>
<p>To calculate the Modified Vehicle Flow (V_{mod}) use the following weightings:</p> <p>HGV x 2.5, LGV / Bus x 2, Car / Minivan x 1, Motorbike x 0.75, Pedal Cycle x 0.5</p>
<p>Road Safety factor (A) = $1 + N/10$ where N is number of pedestrian casualties in previous 3 year period</p>
<p>To calculate the Crossing Delay Factor (D) use the following factors:</p> <p><20 sec = 1, 20-40 sec = 1.2, 41-60 sec = 1.4, 60+ sec = 1.6</p>
<p>To calculate the Road Width Factor (W) use the following values:</p> <p>Single carriageway: Width<7.3m use 1, Width>7.3m use Width/7.3, Dual carriageway: $\frac{1}{2}$Width<7.3m use 1, $\frac{1}{2}$Width>7.3m use $\frac{1}{2}$Width/7.3</p>
<p>To calculate the Speed Factor (S) use the following values (use the 85th percentile speeds):</p> <p>< 20 mph = 0.8, 21-30 mph = 1, 31-35 mph = 1.1, 36-40 mph = 1.2, 41-45 mph = 1.3, 46-50 mph = 1.4</p>
<p>To calculate the Proximity to Pedestrian Trip Attractors Factor (T) use the following:</p> <p>If not near a school, healthcare site, leisure facility, old peoples' home or employment site use 1, if near one of the above use 1.1, if near two of the above use 1.2, if near 3+ of the above use 1.3</p>

PV² Adjustment Factor (AF) = A x D x W x S x T

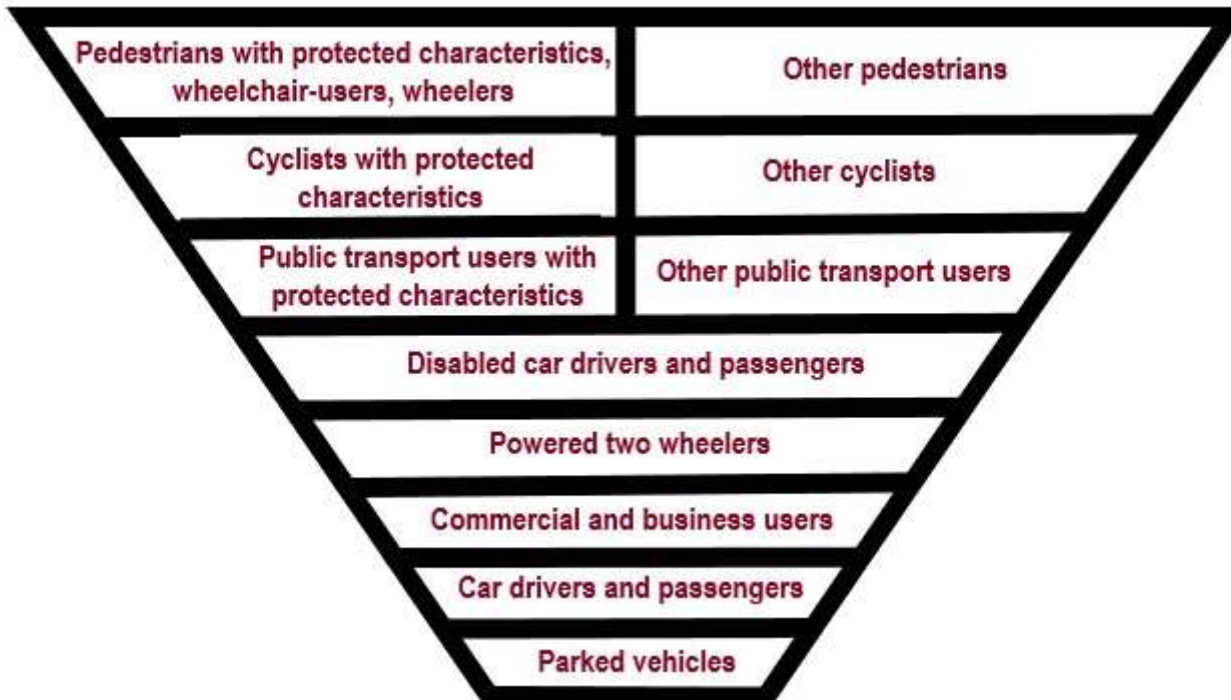
Adjusted PV² (APV²) = $P_{mod} \times (V_{mod})^2 \times AF$

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:		Place	
Service Area:		Transport	
Name of the proposal :		Active Travel Crossing Request Assessment & Prioritisation Methodology	
Lead officer:		Andy Vose	
Date assessment completed:		May 2025	
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Tom Horner	Head of Sustainable Transport	City of York Council	Transport Policy
Andy Vose	Transport Policy Manager	City of York Council	Transport policy
Greg Morgan	Transport	City of York Council	Active travel
Dave Smith	Access Officer	Housing & Communities	Equalities / Accessibility

Step 1 – Aims and intended outcomes

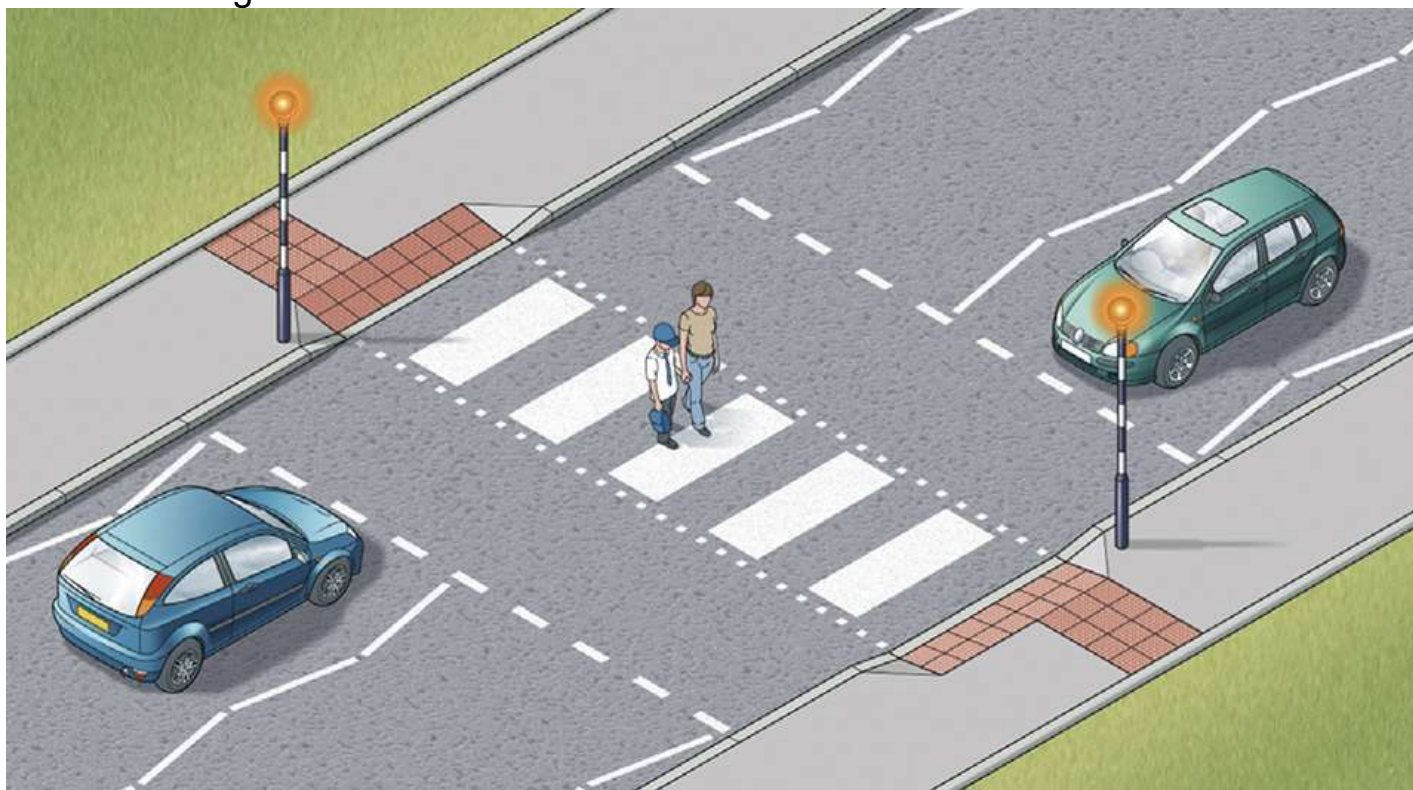
1.1	What is the purpose of the proposal?
	<p>One of the key principles adopted in the council's Local Transport Strategy is the hierarchy of transport users. This places the various modes of transport into a priority order with the most vulnerable and most environmentally-friendly modes at the top and less vulnerable and environmentally-friendly modes below them in descending order with vehicles parked on the highway at the bottom, as shown below.</p>  <p>Active Travel Active travel refers to any mode of transportation that involves physical activity, typically walking, wheeling (using a wheelchair or mobility aid), or cycling, for everyday journeys. It encompasses trips like walking to</p>

work, cycling to school, or using a wheelchair to run errands. Active travel is often viewed as a way to increase physical activity, improve public health, and reduce reliance on cars.

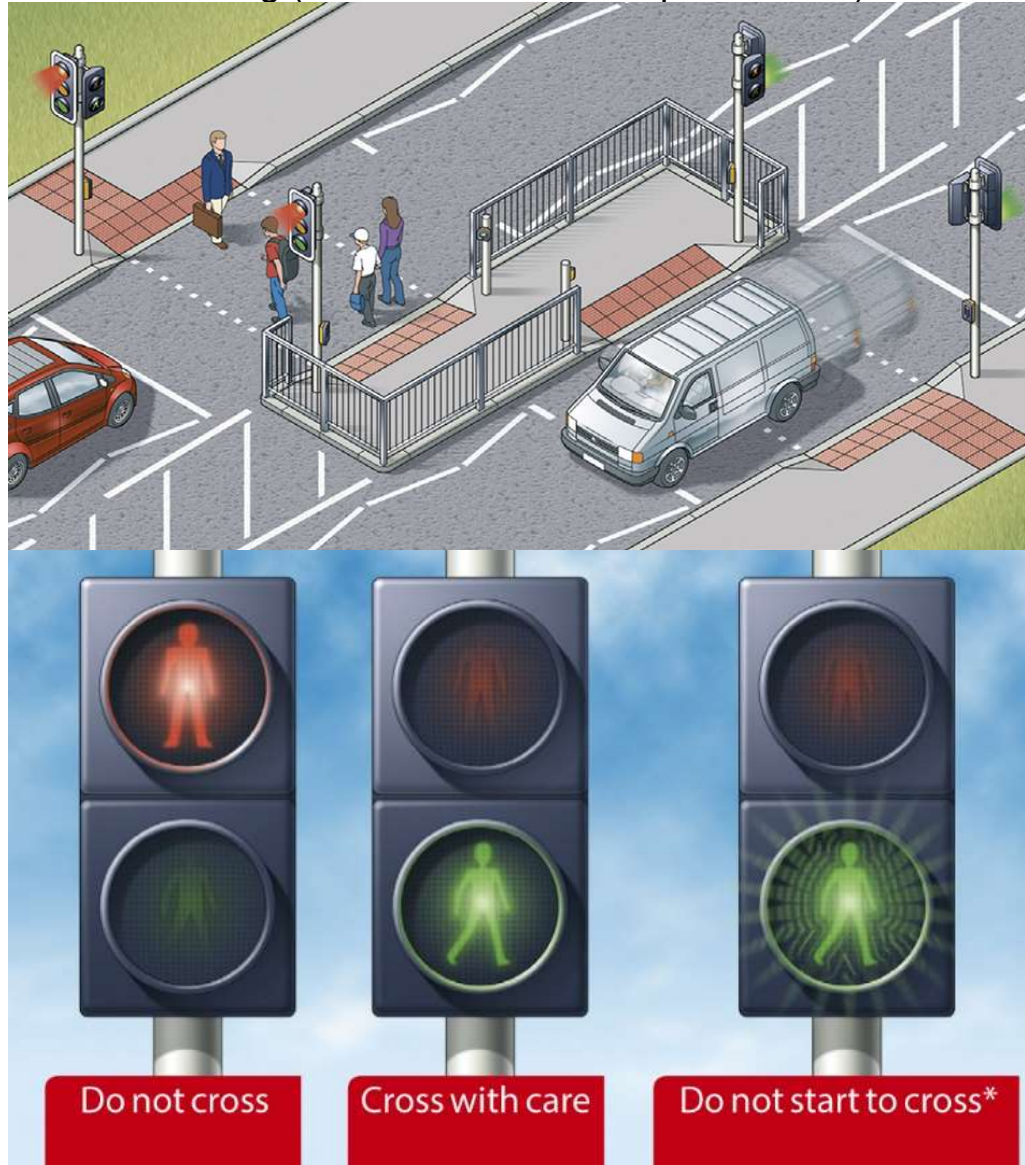
One of the main barriers to active travel is the absence of safe, accessible crossings to help active travellers get across busy roads or junctions.

In order to address this issue the council receive many requests each year for various types of crossing improvements. These generally fall into one of three categories:

1. Formal crossings –
Zebra crossing



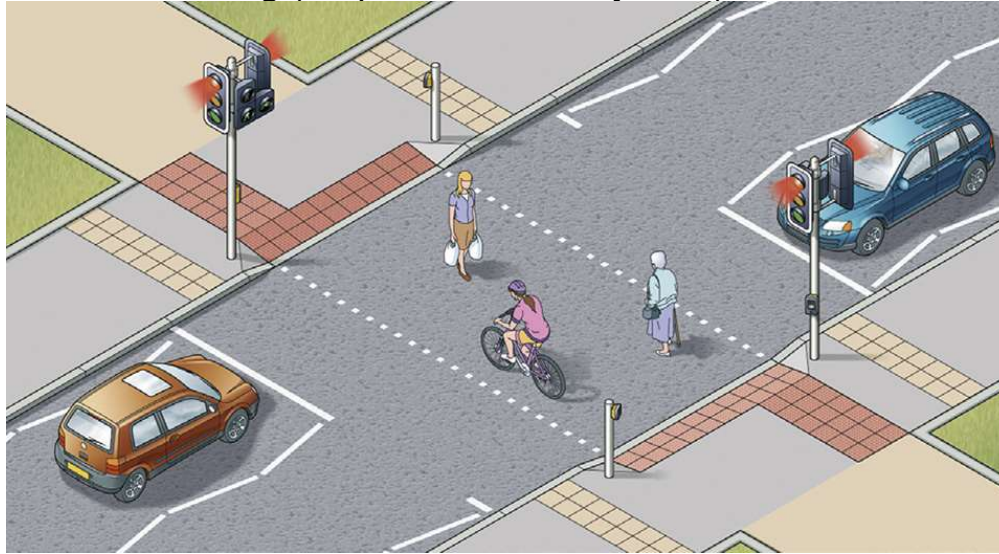
Pelican crossing (far side indicators for pedestrians)



Puffin crossing (nearside indicators for pedestrians)



Toucan crossing (for pedestrians + cyclists)



Pegasus (crossings for horse-riders)



2. Informal crossings –

Kerb build-outs to narrow the crossing distance (and hopefully slow traffic down)



Google image

Central refuge islands to enable roads to be crossed in stages



Google image

3. **Dropped kerb crossings** – to enable wheelchair or mobility scooter-users, walking aid users, people who are blind or visually impaired, pram and pushchair users, to cross using a crossing point where the footway is flush (or as close as can be) with the road surface and tactile paving is provided to indicate that this is a suitable place to cross to the sight-impaired community.



As the number of requests far exceeds the budget, which is available to provide crossings, it is necessary to put the requests through an assessment process before any detailed feasibility and design work is undertaken.

	<p>This process should enable council officers to identify sites which aren't suitable or should be addressed via a different workstream, such as:</p> <ul style="list-style-type: none">• Local Safety Schemes• Danger Reduction Schemes• Safe Routes to School• Dropped Crossing Programme <p>The remaining requests are then put through a prioritisation process to try to identify those which should be given the highest priority.</p>
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1.1 continued	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	<p>The original crossing assessment (used prior to 2016) was very rigid and based purely on vehicle and pedestrian flows at the requested location. Very few sites qualified for formal crossing facilities under this assessment.</p> <p>This assessment was refined in 2016 to take into consideration more factors including:</p> <ul style="list-style-type: none"> • the type of pedestrian, with more vulnerable groups such as children, older people and disabled people given a higher score • the type of vehicle, with larger vehicles scored higher • the width of the road • the speed of the traffic, casualty history, crossing delay • the proximity of the location to sites which would generate more active travel trips, such as: <ul style="list-style-type: none"> ○ schools ○ healthcare facilities ○ employment sites ○ leisure facilities ○ shops <p>Despite the revised assessment taking into consideration many more factors there were still many sites which didn't score highly enough to qualify for formal crossing facilities despite them seeming like they were prime candidates.</p> <p>The main purpose for this proposal is to create a more staged assessment process which all requests will be put through (including requests which have previously been rejected) and which gives more milestone points where requests can be rejected or diverted into other workstreams if they are not appropriate for the type of crossing improvements being requested.</p>

	<p>The proposal also recommends some changes to the calculation used in the assessment process in an attempt to enable more sites to be considered for formal facilities than currently.</p> <p>The main changes to the calculation are giving a higher score if there are lots of sites nearby which would create trips by active travel, such as schools, health centres, doctors, shops, leisure facilities or workplaces.</p> <p>There are also some changes to give a higher score to types of people who would find it more difficult to cross a road and changes to scores for motorcycles and pedal cycles because it can be more difficult to judge their speed as they approach a crossing location.</p>
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1.2	Are there any external considerations? (Legislation / government directive / codes of practice etc.)
	<p>Yes.</p> <ul style="list-style-type: none"> • Equalities Act 2010 (Section 20) and Public Sector Equality Duty (Section 149 of Equality Act 2010) • Inclusive Mobility 2021 (Department for Transport) Chapters 4.10 and 4.11, pages 39 to 44 • Local Transport Note 1/20 (Department for Transport) Chapter 10, pages 96 to 104 • Crossing Selector Tool – User Manual (Active Travel England) Feb 2024 • Traffic Signs Manual Chapter 6 - Traffic Control (2019) – Sections 13 and 14, pages 100 to 104 • Manual for Streets (Chapter 6 pages 64 to 65) • National Planning Policy Framework/Guidance (2023) Chapters 8 & 9, pages 28 to 33 • Highways Act (Section 62)

1.3	Who are the stakeholders and what are their interests?
	The direct stakeholders are members of the public who want (or need) to walk, wheel, use a wheelchair or cycle along a particular route which requires them to cross the road network

1.4	What results/outcomes do we want to achieve and for whom?
	The primary aim of this project is to improve access for pedestrians, wheelers, wheelchair-users and cyclists and to contribute towards the council's Public Sector Equality Duty under the Equality Act 2010. Improved crossing facilities make access by active travel easier, safer and potentially more direct. This aligns well with the council's recently updated transport hierarchy by giving active travellers more priority at locations where they most require it.

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	Source of data/supporting evidence	Reason for using
	York Pedestrian Crossing Assessment Review (March 2024)	This report was produced by consultants following a review of existing guidance and legislation and consultation with a range of council officers including the Transport Policy Manager, the Transport Planner (Active Travel), Highway Development Controls officers, Road Safety Officer, Traffic Signals Manager, Principal Highway Engineer and the Access Officer.
	York Pedestrian Crossing Assessment Review (March 2024)	The consultants also checked the crossing assessment criteria currently being used by 14 other Highway Authorities across the UK and looked in

	more detail at Transport for Greater Manchester and Transport for London's methodologies

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
Gaps in data or knowledge		Action to deal with this
Numbers of walkers, wheelers, wheelchair-users or cyclists who may cross in a specific location if crossing facilities were improved		This proposal uses the number of sites which may encourage active travel near to a potential crossing as a way to demonstrate potential use
Potential increase in usage of the active travel networks as a result of crossing improvements		Counts of users / numbers of complaints

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.
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Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	Roads will be easier to cross with more priority being given to active travellers over drivers. This will be particularly helpful to both children and elderly residents	+	H
Disability	<p>Traffic can be a significant barrier for many people, giving active travellers a higher priority than people in vehicles can help to overcome barriers and help build confidence for many types of journey. Providing facilities which comply with existing guidance such as Inclusive Mobility will enable disabled people to plan journeys better and encourage many to travel by active means.</p> <p>A wide range of disabled people will potentially benefit from improved crossings, including (but not exclusively):</p> <ul style="list-style-type: none"> • People who are blind or visually impaired • People with reduced mobility or ambulant disabled • Wheelchair and mobility aid-users • People with neuro-divergence, dementia or learning disabilities 	+	H
Gender	Crossing improvements will benefit all users but may help address fears about personal safety and road safety which could be more prevalent by gender.	+	L
Gender Reassignment	No impacts identified.	0	

Marriage and civil partnership	No impacts identified.	0	
Pregnancy and maternity	Improved crossings will help pregnant women and parents with young children in prams or pushchairs to cross busy roads. This may open up new travel options due to the improvements making access much easier, safer and potentially more direct.	+	M
Race	No impacts identified.	0	
Religion and belief	No impacts identified.	0	
Sexual orientation	No impacts identified.	0	
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	Carers whose duties involve pushing wheelchairs or pushchairs or who accompany people with reduced mobility or neurodiversity will be helped by the provision of improved crossings, especially if those crossing facilities are close to sites where those they are caring for need to visit because of health, social care or educational needs.	+	M
Low income groups	Travelling by active means is the cheapest form of travel therefore any improvements which encourage or enable this should benefit low income groups.	+	M
Veterans, Armed Forces Community	Older veterans and disabled veterans will benefit from improved crossings in the same ways as their equivalent in the non-Armed Forces community	+	H

Other	Encouraging more use of the walking, wheeling and cycling networks by making roads safer to cross will have a positive impact on users' physical and mental health and will make switching from vehicular travel to non-vehicular modes easier or more realistic for some.	+	M
Impact on human rights:			
List any human rights impacted.	No impacts identified	0	

Use the following guidance to inform your responses:

Indicate:

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

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is being done to optimise opportunities to advance equality or foster good relations?
	<p>There may be a slight adverse impact to users of motorised vehicles who may experience more delays to their travel as a result of having to stop at more crossings. However, these proposals help to address the current imbalance where active travellers experience the delays as a result of the volume or speed of traffic which is not in line with the council's Transport Hierarchy which puts all active modes above vehicular modes. The changes to the assessment workflow and calculations should help better identify and then provide crossing improvements at locations where they are most needed by some of the most vulnerable travellers and to ensure that as many people as possible aren't disabled by difficulties encountered whilst travelling by active means.</p>

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
	<p>- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

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

Option selected	Conclusions/justification
No major change to the proposal	The positive benefits of the proposal to change the assessment of crossing requests far outweigh any negative impacts and also help the council discharge its' Public Sector Equality Duty.

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale
Safety of users of the active travel networks	Monitor casualty statistics	Greg Morgan / Transport Safety Engineers	Annually
Proportion of crossing requests which are rejected	Monitor success rate for crossing requests	Greg Morgan	Annually

Step 8 - Monitor, review and improve

8.1 How will the impact of your proposal be monitored and improved upon going forward?	
Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?	
	<ul style="list-style-type: none"> The size of the waiting list / backlog of requests will be monitored to ensure there is a steady throughput and that requestors are kept updated on the progress or status of their requests. Regular updates to the Access Forum will feed back the above information.



Meeting:	Executive Member for Transport
Meeting date:	17/06/2025
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Cllr K. Ravilious, Executive Member for Transport

Decision Report: City Centre Anti-Terrorism Traffic Regulation Order

Subject of Report

1. The report provides an update on the process and consultation of developing a proposed Anti-Terrorism Traffic Regulation Order (ATTRO). This was an approved action from the report presented to the Executive in October 2023, for consideration of changes to the City Centre Traffic Regulation Order.
2. The report also provides a recommendation on future actions in relation to the proposed ATTRO.

Benefits and Challenges

3. An ATTRO helps to keep people safe from the threat of terrorism by enabling the Police, working with local authorities, to put protective security measures in place to reduce vulnerability to, or mitigate the potential impact of, terrorism attacks on or near a road.
4. The benefit of the recommended option is the ability to have a more reactive approach to the implementation of an ATTRO, as the Order will set out the requirements of North Yorkshire Police (NYP) and York Council. This provides a level of cover if an ATTRO is required for an event due unforeseen circumstance. The ATTRO could only be used in relation to the specific threat of terrorism or to deal with a terrorist incident.

5. The challenges of an ATTRO are that it will remove the highway management responsibility from the Local Authority and pass the control to NYP, who would manage the access for movements within the controlled area if an ATTRO is used for an event, activity, or increased threat level connected with terrorism. This would be controlled through the ATTRO which would be implemented in accordance with the operational requirements of its Schedule 2.
6. NYP may make the decision to remove access for all highway users due to the threat level or an incident or they may make the decision to remove all vehicle access during an event like the Christmas Markets.

Policy Basis for Decision

7. The Terrorism (Protection of Premises) Bill, also known as 'Martyn's Law' in tribute to Martyn Hett, who was killed alongside 21 others in the Manchester Arena terrorist attack in 2017, will ensure that security preparedness is delivered consistently across the UK, ensuring better protection of the public. The Bill was introduced to Parliament on 12 September 2024 and is currently undergoing Parliamentary Scrutiny.

Financial Strategy Implications

8. The recommended option within the report has no future financial implications.
9. If the proposal is progressed to Statutory Consultation, then the cost of advertisement will be funded from the core transport budget.

Recommendation and Reasons

10. Option 1 –Authorise the Director of City Development or his delegated officer to carry out statutory consultation and advertisement of the proposal to make an ATTRO for the city centre. (Recommended Option)
11. This option is in line with the decision made at the Executive decision session in October 2023 for development and

consultation of an ATTRO. This option will allow the Council to progress the matter and undertake the consultation following on from the development of the proposed ATTRO.

Background

12. The York Protect and Prepare Group was established in 2017 following a number of terrorist attacks that had taken place during that year. The group is multi-agency, involving all blue light services, Counter Terrorism Police, Relevant Council Services, Make It York, York BID and representation from across the business, leisure and tourism sector. The group has a detailed action plan comprised of six strategic priorities each with a range of detailed actions designed to mitigate the risks to the city associated with a potential terrorist attack and prepare key stakeholders to be able to cope in the event of an attack taking place. These priorities include the consideration and installation of both temporary and permanent Hostile Vehicle Mitigation measures to increase security for events and areas within the city which attract large crowds and pose the greatest risk from attack. Alongside physical protective measures, the action plan also includes a suite of tactical activity (both overt and covert) training and support to those with responsibility for public safety. York has previously been cited by Government as best practice in terms of its Protect and Prepare Group.
13. The decision taken by the Executive in October 2023 was in response to a series of decisions made by the previous Executive. The key points are summarised below with a link to the detailed reports for a full history.
 - a. In February 2018, the Executive considered the first report which alerted the Executive to the risks around terrorism, particularly for those areas of the city with high numbers of people. Areas where people congregate, and predictably crowded places are defined as targets. The report recognised that the existing vehicular access controls were not an absolute control and relied on people being law abiding, the inference being that terrorists were not law abiding. Executive therefore instigated a scheme of engineering measures to give effect to the traffic regulation orders and a review of who could access the pedestrian area. The report recognised the potential impact on Blue Badge holders and requested engagement with disabled people's organisations.

<https://democracy.york.gov.uk/documents/g10196/Public%20%20reports%20pack%20Thursday%202008-Feb2018%2017.30%20Executive.pdf?T=10>

- b. In September 2018, the Executive considered a report which proposed a phased approach to security measures within the city centre pedestrianised zone. The Council having received advice from the Counter Terrorism Unit and the Centre for the Protection for National Infrastructure appointed industry experts to risk assess the streets that posed the greatest risk from a Hostile Vehicle Attack, this was attached as an annex. The report was accompanied by a letter from the Police urging action as they considered the lack of suitable vehicle mitigation measures in York an unacceptable risk for the city. It identified Article 2 of the European Convention of Human Rights (also described as The Right to Life) and how it places a positive duty on the state (i.e., public bodies) to protect life. A scheme was proposed to protect the priority one area including Parliament Street, High Ousegate, Spurriergate, Coney Street, Daveygate, Finkle Street, Church Street and Jubbergate. This was identified as a first phase, taking an onion skin approach, with future phases of protection to a much wider area identified as priority/phase 2. The report recognised that some people would be disadvantaged as a consequence of making the city safer by reducing the risk of attack, but presented means to mitigate these impacts. The Executive approved an Experimental Traffic Regulation Order adding St Sampson Square to the phase 1 / priority 1 area see map at Annex D attached to this report.
<https://democracy.york.gov.uk/documents/g10472/Public%20%20reports%20pack%20Thursday%2027-Sep2018%2017.30%20Executive.pdf?T=10>
- c. At Executive in August 2019, the Executive considered a further report. This updated on the engagement with disabled people and disabled people's organisations and made the Experimental Traffic Regulation Order permanent removing the access from St Sampson Square. The My City Centre Project was commissioned by Executive.
<https://democracy.york.gov.uk/documents/g11108/Public%20%20reports%20pack%20Thursday%2029-Aug2019%2017.30%20Executive.pdf?T=10>
- d. In February 2020, the Executive approved the anticipated revenue and capital allocations for the Hostile Vehicle Mitigation

measures and authorised a procurement process to progress the phase 1/priority 1 area.

<https://democracy.york.gov.uk/documents/g11116/Public%20%20reports%20pack%20Thursday%2013-Feb2020%2017.30%20Executive.pdf?T=10>

- e. In response to the COVID19 Pandemic and the requirement to queue outside shops, the exemption which allowed Blue Badge holders to park on some pedestrianised streets outside the phase 1/priority area was temporarily removed. In June 2020 the Executive approved a One Year Transport and Place Plan as part of its COVID19 Recovery and Renewal Strategy. The Executive decided to extend the removal of Blue Badge access in footstreets as part of the economic recovery to create increased public spaces that can be used by local businesses to adapt their operating models with outdoor seating. In response, some areas for Blue Badge parking were provided on the outskirts of the pedestrian area and linked to shop mobility and a temporary shuttle service. A temporary extension to footstreet hours later into the evening during COVID19 was also extended through the recovery phase.

<https://democracy.york.gov.uk/documents/g12293/Public%20%20reports%20pack%20Thursday%2025-Jun2020%2017.30%20Executive.pdf?T=10>

- f. In November 2020 whilst the pandemic restrictions continued, a decision was taken by Executive to extend the arrangements which excluded Blue Badge access until September 2021 and also to initiate the process of making these changes permanent. This allowed the Hostile Vehicle Mitigation Measures project to be brought forward in a single stage/phase see map at Annex D attached to this report. The Executive commissioned a Strategic Review of City Centre Access and Council Car Parking.

<https://democracy.york.gov.uk/documents/g12407/Public%20%20reports%20pack%20Thursday%2026-Nov2020%2017.30%20Executive.pdf?T=10>

- g. In June 2021, the Executive Member for Transport approved a number of further changes to add additional Blue Badge parking bays to the city centre outside the footstreets zone, following engagement with disabled people and disabled people's organisations. They also approved the formal advertising of the proposed Traffic Regulation Order, to remove the exemptions on vehicles with a Blue Badge from permitted access to Blake

Street, Castlegate, Church Street, Colliergate, Goodramgate (between Deangate and King's Square), King's Square, St Helen's Square, Lendal.

<https://democracy.york.gov.uk/documents/g12726/Public%20reports%20pack%20Tuesday%2022-Jun-2021%2010.00%20Decision%20Session%20-%20Executive%20Member%20for%20Transport.pdf?T=10>

14. The Executive considered a number of linked reports in November 2021; My City Centre Strategic Vision - Adoption of Vision and Next Steps, Strategic Reviews of City Centre Access and Council Car Parking and finally the report on Consideration of Changes to the City Centre Traffic Regulation Order.
15. These documents and annexes can be found in full on the following link:
<https://democracy.york.gov.uk/documents/g12797/Public%20reports%20pack%20Thursday%2018-Nov2021%2017.30%20Executive.pdf?T=10>

The key points are summarised in paragraphs a) to c) below:

a) My City Centre Strategic Vision – Adoption of Vision and Next Steps

The Executive adopted the My City Centre Strategic Vision as a guide to investment in the city centre, to inform policy decision and as a material consideration in planning. The report outlined how the My City Centre project has been shaped through extensive public and stakeholder consultation. Eight individual themes emerged:

- i. Family Friendly City Centre - putting families at the heart of a reimagined city centre.
- ii. Events Experiences & Investment in Public Spaces - focus new investment on improving existing city spaces and improving the market offers in the city.
- iii. An Attractive City Offer at All Times – creating an early evening economy and encourage new home workers to visit the city after work and build on the popularity of outdoor café culture that has developed during the pandemic and post restrictions.

- iv. Making Tourism Work for York - Acknowledging the huge benefits that tourism brings in supporting our economy and sustaining our city centre, harness the positive benefits for our residents and communities and reduce, offset and mitigate any negative impacts.
- v. Embracing Our Riversides – making the rivers part of everyday life in the city, opening up new access routes and riverside environments and exploring their use as transport corridors, whilst also focusing on river safety.
- vi. City Centre Community which is Welcoming for All - create new city living and ensure the facilities and services that our city centre communities need to thrive exist.
- vii. Thriving Businesses and No Empty Buildings - support businesses in the centre, allow them to grow and adapt, whilst also promoting more temporary uses and making better use of vacant buildings.
- viii. Celebrating Heritage and Making Modern History - balancing the heritage environment with the needs of a successful 21st century city that supports the modern lifestyles of our communities.

b) Strategic Review of City Centre Access

Executive approved several separate documents and action plans. Within the annexes were a number of reports including the Martin Higgett report which can all be found at:

<https://democracy.york.gov.uk/mgAi.aspx?ID=60464#mgDoc%20uments>

- i. Approved the Strategic Review of City Centre Access and an Action Plan to improve access, including the creation of an Access Officer post, improving toilet facilities, further Blue Badge parking, investment in Dial a Ride and Shop Mobility. This has since been reviewed and updates on progress provided to several scrutiny committees (include as an Annex E to this report).
- ii. Approved the Strategic Review of Council Car Parking which established the criteria by which Car Parks should be

evaluated and scored and produced an associated Action Plan, which covered a range of issues such as improving the management information available about usage, working with disabled people and disabled people's organisations to identify what makes a good car park and diversifying the park and ride sites, most of which is either delivered or in progress.

c) Consideration of Changes to the City Centre Traffic Regulation Order

In the context of the My City Centre Vision previously approved on the agenda and the approved action plans as part of the Strategic Review of City Centre Access to further improve access to the city centre. Executive:

- i. considered the responses to the statutory consultation on the removal of Blue Badge exemptions permitting access to footstreets during pedestrianised hours;
- ii. considered the impact of the proposals on Blue Badge holders and the disabled community, as identified through the statutory consultation and the wider engagement work the council has undertaken. Some of this community made clear that removal of the exemption will remove their ability to access the footstreets which was set out and considered within the Equalities Impact Assessment ("EIA");
- iii. made the decision to remove the exemption which allowed vehicles displaying a Blue Badge to access Blake Street, Church Street, Colliergate, Goodramgate between Deangate and Church Street, King's Square, Lendal, St Andrewgate between its junction with King's Square and a point 50 metres northeast and St Helen's Square during the pedestrian hours;
- iv. made the decision to not proceed with a permanent change to remove Blue Badge access to Castlegate, as it was not in the hostile vehicle mitigation zone and therefore not affected by the Counter Terrorism Policing advice;

- v. approved the implementation of the additional Blue Badge parking that formed part of the statutory consultation, with the exception of the two bays on St Andrewgate nearest to its junction with Bartle Garth (recognising the consultation relating to St Andrewgate);and
 - vi. decided to commence a statutory consultation on a permanent change to footstreet hours to be 10:30 am to 7:00pm. To give effect to the My City Centre Vision which has an aspiration for long term footstreet hours that run until 7:00pm.
- 16. Based upon those decisions, the bollards that will secure the city centre from a hostile vehicle attack have now been installed.
- 17. In July 2022, Executive decided that they would postpone any decision to undertake the statutory traffic regulation order consultation on a permanent change in footstreet hours to 7:00 pm until new pavement café guidance could be developed.
<https://democracy.york.gov.uk/documents/g13288/Public%20report%20ts%20pack%20Thursday%2028-Jul2022%2017.30%20Executive.pdf?T=10>
- 18. In November 2022, Executive considered a report on the deregulated approach to Pavement Café Licenses
<https://democracy.york.gov.uk/documents/g13292/Public%20report%20ts%20pack%20Tuesday%2022-Nov2022%2017.30%20Executive.pdf?T=10>
- 19. Pavement cafes were initially a response to COVID19 under emergency government legislation as part of immediate economic support and the “Eat out to help out” scheme. Government has since approved a permanent deregulated change. As the City had returned to more normal post COVID19, the impact that emergency pavement cafes had on specific access issues became more apparent. The report recognised that pavement cafes are here to stay in some form in the future but are no longer part of an emergency response. Therefore, new guidance and conditions around when and where cafes are acceptable was developed with an external access consultant with the input of disabled residents.
- 20. Recognising the impact that current temporary arrangements have had on residents and visitors, particularly on people with health

conditions or impairments, Executive decided that café licences issued under the fast-track approach would only be allowed on footways if 1.5m width remains for people to get past (with the exception of pedestrianised streets with level access between the footway and the carriageway).

21. This had a significant impact in the city centre where many of the pedestrianised streets do not have room for a pavement café, emergency access and a clear footway of 1.5 metres so the number of pavement cafes reduced.
22. In October 2023 the Executive considered changes to the City Centre Traffic Regulation Order (Footstreets), to allow vehicles displaying a blue badge to enter the footstreets during the hours of operation. The executive approved the change to the city centre Traffic Regulation Order, although another action approved was the development and consultation of an ATTRO.
<https://democracy.york.gov.uk/documents/g13931/Public%20reports%20pack%20Thursday%2012-Oct-2023%2017.30%20Executive.pdf?T=10>
23. York Council has been in informal consultation with NYP about the creation of a permanent ATTRO and its operational process. The consultation included discussions around the contingent nature of the proposed ATTRO, meaning it would only be utilised as an operational counter terrorism response to the needs of an event, incident or to intelligence received; arrangements for the activation of the ATTRO if required, which included notification process in most cases; and to ensure that any restrictions will be for the minimum length of time necessary. A draft ATTRO (Annex B) was created so the Council and NYP could understand the detail and requirements that would be placed on each party should the proposed ATTRO be put in place.
24. The Chief Constable of NYP has now formally written to York Council to request that an ATTRO is put in place which covers the whole city centre (Annex C). The extent of the proposed area extends beyond the pedestrian area which is already covered by the permanent Hostile Vehicle Measures (HVM) and includes the adopted highway College Street, Deangate, Duncombe Place, High Petergate, Minster Gates, Minster Yard, Precentors Court and The Queen's Path. The proposal was made to extend beyond the pedestrian area, to help protect the York Minster, which is designated as a Tier 1 site, this area has previously received three

requests from NYP for temporary ATTRO, due to activities occurring at York Minster. In recent years on New Year's Eve the Council has also installed temporary HVM on Duncombe Place, due to the gathering of people to celebrate the New Year.

25. An ATTRO is a counter terrorism measure pursuant to the provisions of the Civil Contingencies Act 2004. This allows traffic orders to be put in place by the Traffic Authority under S.6, 22C and 22D of the Road Traffic Regulation Act 1984, for the purpose of:
- 'avoiding or reducing, the likelihood of, danger connected with terrorism'; or
 - 'preventing or reducing damage connected with terrorism'.
- These orders can only be made on the recommendation of the Chief Officer of Police and are subject to prior statutory consultation.
26. An ATTRO is a counter terrorism measure which allows an officer of NYP to direct that a provision of the ATTRO restricting or regulating pedestrian or vehicular traffic on a particular road should be commenced, suspended or revived. Such a decision would be based on a security assessment or credible intelligence of a threat. The use of the ATTRO would be authorised by an officer of at least the rank of inspector and for pre-planned events it would be a senior officer who would be Gold Commander for any such event.

Consultation Analysis

27. The only consultation undertaken so far is informally with NYP around the requirement for an ATTRO and the wording of the draft ATTRO. An ATTRO needs to be requested by the Chief Constable of NYP, so until the written request was made there was no requirement for formal statutory consultation.
28. The report requests approval to progress the statutory consultation requirement for the proposed ATTRO. If such approval is granted, consultation will be undertaken with all residents, businesses, and relevant stakeholders within the proposed area of the ATTRO. The consultation period will allow an opportunity for representations to be presented to the Council on the proposal. Any representation received will be included within a future report to consider the representations received on the proposal.

29. The making of an ATTRO follows the normal procedures that apply to other traffic orders under The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 which specifies procedural requirements that traffic authorities must follow when proposing and making Traffic Regulation orders.
30. A schedule agreed jointly between the police and the Council will also be attached to the ATTRO as Schedule 2, detailing the specific working/operational arrangements and controls for the use of the powers contained in the ATTRO when it is used to address the needs of both pre-planned and emergency incidents.
31. The proposed ATTRO would be permanent but contingent in nature, meaning that it would only be activated as a temporary operational measure in appropriate circumstances in accordance with Schedule 2 to the ATTRO, where the police have sound reasons on the basis of a security assessment or intelligence of a likelihood of danger or risk of damage due to terrorism. It cannot be used for any other reason. Wherever possible at least 7 days' notice of restrictions would be given allowing the Council to notify those likely to be affected by the restrictions. Any restrictions put in place would not exceed a period of 48 hours without prior approval of the Chief Officer of Police.
32. The above safeguards ensure that the ATTRO is a proportionate measure used to the minimum extent necessary in order to deal with the likelihood of danger connected to terrorism.

Options Analysis and Evidential Basis

33. Option 1 –Authorise the Director of City Development or his delegated officer to carry statutory consultation and advertisement of the proposal to make an ATTRO for the city centre.(Recommended Option)
34. This option is in line with the decision made at the Executive decision session in October 2023 for development and consultation of an ATTRO. This option will allow the Council to progress the matter and undertake the consultation following on from the development of the ATTRO.

35. The Council will be able to undertake consultation on the proposal to help ensure all views and opinions on the matter are considered in line with statutory requirement for an ATTRO.
36. If the ATTRO is progressed and put in place due to the potential impact of terrorism and is activated by NYP for an event or due to an increased threat level, it would provide NYP, with the power to manage access to certain streets/areas at anyone time to address the security needs of the event or incident. This may remove all access or the access of certain vehicles, this would be the decision of NYP and potentially take the management of the highways of the city centre out of the control of York Council temporarily whilst the powers contained in the ATTRO are utilised.
37. The ATTRO would only cover the area of the city centre shown on the plan at Schedule1 of the ATTRO (Annex D), so any events, activities or increased threat levels outside of the area shown in Schedule 1 of the ATTRO would still require a separate temporary ATTRO.
38. Option 2 – Take no further action. (not recommended)
39. This would go against the decision made by the Executive in October 2023 and go against the request from NYP for an ATTRO.
40. A temporary ATTRO has been put in place previously during the Kings visit to York Minster, this was put in place as part of the planning for the visit due to the security requirements of the visit. It is already a requirement of events to consider if the event requires a temporary ATTRO, this may be a decision that NYP make when considering the event manual and request the event has a temporary ATTRO.

Organisational Impact and Implications

41. The report has the following organisational impacts and implications.
 - **Financial**, If the recommended option is approved there is no financial implications. Should approval be given to progress to advertisement then funds allocated within the core transport budget will be used to progress the proposed ATTRO to legal advertisement. If the proposal is then implemented any operational costs with the implementation of the ATTRO will be met by NYP.

- **Human Resources (HR),** If the recommended option is approved there is no human resources implications. If the proposal is then implemented any operational issues with the implementation of the ATTRO when required will be met by NYP.

Legal, The Council regulates traffic by means of Traffic Regulation Orders (TROs) made under the Road Traffic Regulation Act 1984 which can prohibit, restrict, or regulate the use of a road, or any part of the width of a road, by vehicular traffic. In making decisions on TROs, the Council must consider the criteria within Section 122 of the Road Traffic Regulation Act 1984 and, in particular, the duty to make decisions to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians).

The balance between these considerations must come to the appropriate decision.

When considering any restrictions proposed, the Traffic Authority has to consider its duty (as stated above) against the factors mentioned in Section 1 of the Road Traffic Regulation Act 1984.

The traffic order requested by the Chief Constable is an Anti-Terrorism Traffic Regulation Order (ATTRO), which is a counter terrorism measure pursuant to the provisions of the Civil Contingencies Act 2004. This allows traffic orders to be put in place by the Traffic Authority under S.6, 22C and 22D of the Road Traffic Regulation Act 1984, for the purpose of avoiding or reducing, the likelihood of, danger connected with terrorism or preventing or reducing damage connected with terrorism. An ATTRO can only be made on the recommendation of the Chief Officer of Police.

The making of an ATTRO involves the same processes that apply to other traffic orders under the Road Traffic Regulation Act 1984. If the recommended option to progress to statutory consultation is approved, public consultation on and notice of the proposal must take in accordance with the Local Authorities' Traffic Orders (Procedure) (England) Regulations 2012.

- **Procurement,** If the recommended option is approved there is no procurement implications.

- **Health and Wellbeing**, If the recommended option is approved there is no health and wellbeing implications.
- **Environment and Climate action**, If the recommended option is approved there is no environment and climate action implications.
- **Affordability**, If the recommended option is approved there is no affordability implications.
- **Equalities and Human Rights**, *contact: Director of Housing and Communities - every Decision Report must consider whether to have an Equalities Impact Assessment (EIA) and this section will include the key recommendations from the EIA or explain why no EIA is required.*
- **Data Protection and Privacy**, If the recommended option is approved there is no data protection and privacy implications.
- **Communications**, If the recommended option is approved there is no communication implications.
- **Economy**, If the recommended option is approved there is no economy implications. If the proposal is progressed and the ATTRO is implemented, there may be an impact on the economy as the ATTRO may be required to remove all access (including pedestrian) to a street/city centre.

Risks and Mitigations

42. If the recommended option is not progressed it will provide a risk to the Local Authority as it would not progress the ATTRO, which would be against the request of Police advice.
43. To help ensure that the use of the ATTRO is a proportionate measure used to the minimum extent necessary in order to deal with the likelihood of danger connected to terrorism, it is proposed to review its use annually.

Wards Impacted

44. Guildhall

Contact details

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

Author

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Service Area:	Place
Telephone:	
Report approved:	Yes
Date:	05/06/2025

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Report approved:	Yes
Date:	05/06/2025

Background papers

<https://democracy.york.gov.uk/documents/s170253/Consideration%20of%20changes%20to%20the%20City%20Centre%20Traffic%20Regulation%20order%20Footstreets.pdf>

Annexes

- Annex A: Equalities Impact Assessment (EIA)
- Annex B: Draft City Centre ATTRO
- Annex C: ATTRO Request - CC Forber
- Annex D: ATTRO Boundary

Abbreviations used in this report

List abbreviations used

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place		
Service Area:	Transport		
Name of the proposal :	York City Centre Anti-Terrorism Traffic Regulation Order (ATTRO) – Decision to proceed with statutory consultation		
Lead officer:	Garry Taylor		
Date assessment completed:	4 June 2025		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Helene Vergereau	Head of Highway Access and Development	City of York Council	Transport
Darren Hobson	Traffic Management Team Leader	City of York Council	Transport

Step 1 – Aims and intended outcomes

1.1	<p>What is the purpose of the proposal?</p> <p>Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>The proposal considered aims to start the statutory consultation process on the implementation of a permanent Anti-Terrorism Traffic Regulation Order (ATTRO) for the city centre of York. The area proposed would include the footstreets area which is currently protected by Hostile Vehicle Measures (HVMs), also including Deangate, Duncombe Place, High Petergate and Precentor's Court (see Annex D).</p> <p>An ATTRO is a legal order that gives the police the power to restrict or close off pedestrian and vehicle access to an area. This can involve things like, restrictions on when existing access barriers can be open to allow access, road closures, footway closures, the clearing of parked vehicles from streets in and around an area.</p> <p>An ATTRO can only be made after the Chief Officer of Police recommends it, and after statutory consultation. An ATTRO for the city centre was formally requested by the Chief Constable of North Yorkshire Police in a letter to City of York Council dated 9 December 2024 (see Annex C).</p> <p>The proposal, which is subject to consultation, would be for a permanent order that, if adopted, will lay dormant for most of the time. The police would however be able to use it when necessary. An ATTRO can be used in two ways:</p> <ul style="list-style-type: none"> • It can be used in a proactive way as part of the planning process for events, as a precautionary safety measure (events can include New Year's Eve celebrations, Christmas markets, high profile, public ceremonial or sporting events, an international summit or a visit by a VIP); and • It can be used in conjunction with intelligence around a specific terrorism threat or for an ongoing incident where there is an immediate need to protect the public.

	<p>When an ATTRO is used, the scope of restrictions must be proportionate and only last as long as necessary. A local authority can charge the beneficiary of an ATTRO for the costs associated with the order, but not for public events or assemblies.</p> <p>At this stage, the Executive Member is asked to decide whether to initiate the statutory consultation process to respond to the request from the Chief Constable of North Yorkshire Police and gather feedback before making a decision on whether the proposed ATTRO should be implemented.</p>
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1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	<ul style="list-style-type: none"> • An ATTRO for the city centre was formally requested by the Chief Constable of North Yorkshire Police in a letter to City of York Council dated 9 December 2024 (see Annex C). • Road Traffic Regulation Act 1984 Section 1 and Section 22 • Equality Act 2010 and Human Rights Act 1998

1.3	Who are the stakeholders and what are their interests?
	<p>Anyone who, if the ATTRO is implemented, may find that their access to the city centre is restricted when the ATTRO is in use. Event organisers and promoters whose event may lead to the ATTRO being activated and may have to cover the associated costs. Specific groups to consider include:</p> <ul style="list-style-type: none"> • City centre residents • City centre businesses/premises and their staff, customers, suppliers, and trades, including businesses generally considered as essential (for example pharmacies, GP surgeries, Post Offices/Royal Mail, etc) • City centre traders and buskers, including traders at the Shambles market and temporary markets and events • People accessing the City Centre, including people with protected characteristics, Blue Badge holders, taxis and private hire vehicles, deliveries and couriers, etc • Utility companies and their contractors if they need to access their apparatus for installation and repairs • Events organisers, including Make it York

1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<p>ATTROs are used by the police to help keep people safe from the threat of terrorism by enabling the police, working with local authorities, to put protective security measures in place to reduce vulnerability to, or mitigate the potential impact of, attacks on or near roads. This relates to the Council Plan’s “Health and wellbeing” and “Economic Growth” priorities and goals.</p> <p>Starting the consultation process on the proposed ATTRO would also ensure that the Council responds to the request from the Chief Constable and progresses the actions agreed by the Council’s Executive on 12 October 2023 <i>“to start the process and consultation of developing an Anti-Terrorism Traffic Regulation Order</i></p>

	<p><i>and some events may mean access is restricted for the event”</i> (see Item 38, decision point vii here: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=13931&Ver=4).</p> <p>With the feedback and information gained through the consultation process, a decision would then be made on whether the proposed ATTRO should be implemented. This decision would seek to balance the significant impact if restrictions on access which would result from an ATTRO when in use (including the impacts on people with protected characteristics and the impact on human rights) and the public’s safety during events, when there is intelligence around a specific terrorism threat, or for an ongoing incident where there is an immediate need to protect the public.</p> <p>It is important to note that the Police has the powers to restrict access without a permanent ATTRO. The permanent ATTRO aims to supplement these powers by establishing a set process to activate the ATTRO for areas in the city centre and to establish decision making processes and delegation when the ATTRO is activated.</p>
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Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.		
Source of data/supporting evidence		Reason for using	
Feedback received from previous consultations (see summary of information gathered under Item 38 here: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=13931&Ver=4)		To understand the impact access restrictions have on different groups accessing the city centre. The consultation on principles of reinstating blue badge access includes the following:	

	<ul style="list-style-type: none"> • Principle 2 - City centre events – Some events, as prior to the November 2021 decision, may require Blue Badge access to be suspended at times (for example during the Christmas Markets). 61% Agree, 32% Disagree, 7% Don't know, Total responses = 2870 • Principle 3 - Recognising Security Risks – In light of any security risk intelligence, the Police will have the power to lock down all access to the City Centre under an Anti-Terrorism Traffic Regulation Order, a counter-terrorism measure under the Civil Contingencies Act 2004. 88% Agree, 7% Disagree, 5% Don't know Total responses = 2866
Survey data	<p>To understand the number of people potentially affected by city centre access restrictions which could be put in place if an ATTRO was in use. This data includes:</p> <ul style="list-style-type: none"> • Blue Badge City Centre Access Points Usage (https://data.yorkopendata.org/dataset/blue-badge-city-centre-access-points-usage) • Footfall in the centre of York (https://data.yorkopendata.org/dataset/footfall)
Additional information will be collated through the statutory consultation process	

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
Gaps in data or knowledge		Action to deal with this
Understanding of how often the ATTRO could be used, with which supportive measures, which access restrictions and for how long		This will be monitored regularly if the ATTRO is implemented

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.
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Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	If a permanent ATTRO is implemented, the impact on people and groups with protected characteristics will depend on the extent of the restrictions that the police decides to put in place when the ATTRO is activated. This will in turn depend on the severity of the risk or incident for which the ATTRO has been activated.	-	M

Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>For example, in an instance where the police decides to restrict all motorised traffic into the city centre, this would have a negative impact on elderly people and people with young children as these groups may find it more difficult to access their destination on foot or by bicycle.</p> <p>If an incident took place which required the police to stop all access to a part of the city centre (for example cordoning off a street), this would have a negative impact on elderly people and people with young children as these groups may find it more difficult to walk or cycle for a longer distance using a diversion route to reach their destination.</p>		
Disability	<p>As noted above, the impact on people and groups with protected characteristics will depend on the extent of the restrictions that the police decides to put in place when the ATTRO is activated.</p> <p>For example, in an instance where the police decides to restrict all motorised traffic into the city centre, this would have a negative impact on Blue Badge holders, who are currently allowed vehicular access into the city centre (on specific streets) during footstreet hours. People who live with a disability would also be negatively affected (including those</p>	-	M

Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	who do not hold a Blue Badge) as they are likely to have more difficulty accessing their destination on foot or by bicycle, especially when access restrictions means that they have to use a longer or less accessible diversion route.		
Gender	As noted above, the impact on people and groups with protected characteristics will depend on the extent of the restrictions that the police decides to put in place when the ATTRO is activated. Access restrictions may have a negative impact on people who do not feel safe travelling on foot or by bike or choose specific routes due to them being well lit or overlooked. This is especially applicable in the hours of darkness. Vehicular access restrictions or the requirement to use a longer route which may have lower lighting levels or be more isolated/less overlooked, would have negative impact on these groups.	-	M
Gender Reassignment		-	M
Race		-	M
Religion and belief		-	M
Sexual orientation		-	M
Marriage and civil partnership	No differential impact identified		
Pregnancy and maternity	The impacts identified under the “age” and “disability” categories may apply here.	-	M

Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	The impacts identified under the “age” and “disability” categories may apply here.	-	M
Low income groups	No differential impact identified		
Veterans, Armed Forces Community	No differential impact identified		
Other	n/a		
Impact on human rights:			
List any human rights impacted.	<p>The Convention rights applicable are:</p> <ul style="list-style-type: none"> Article 2 - protects the right to life. In this case, its applicability relates to the requirement placed on the Government to take appropriate measures to safeguard life by making laws to protect people. Public authorities should also consider the right to life when making decisions that might put people in danger or that affect their life expectancy. This risk would be mitigated by activating the ATTRO 	Some positive and some negative impacts on Human Rights	Medium

Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<ul style="list-style-type: none"> Article 8 - protects the right of the individual to respect for their private and family life, their home and their correspondence. The private life part of this right covers things like wellbeing, autonomy, forming relationships with others and taking part in our community. Article 14 - protects the right to be free from discrimination when enjoying other rights, such as Article 8. <p>It is unlawful for a public authority to act in a way that is incompatible with a European Convention right (unless the authority could not have acted differently as a result of a statutory provision). An interference with a qualified right (e.g. the right to respect for private and family life) is not unlawful if the authority acts in accordance with the law to achieve a legitimate aim and the interference is necessary in a democratic society in the wider public interest.</p> <p>In addition, the law applies a proportionality test, including whether a fair balance has been struck between the rights of the individual and the interests of the wider community.</p> <p>The activation of the ATTRO and the access restrictions implemented would have a negative impact on people's ability to live independently, attend appointments, see people who are important to them, and be part of their community.</p>		

Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>In order to protect the right to life of the people working in and visiting York's pedestrianised area an ATTRO is proposed. As laid out in the report this would exist but only be used by the Police where a specific risk is identified and requires the Chief Constable to implement access restrictions.</p> <p>In making a decision the council must consider carefully the balance to be struck between individual rights and the wider public interest and whilst it is acknowledged that there could be interference with a Convention right, the decision must be reasonably justified as it is a proportionate means of achieving a legitimate aim.</p>		

Use the following guidance to inform your responses:

Indicate:

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

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
The report proposes to review the ATTRO on an annual basis. The review will consider the use of the ATTRO, in terms of duration and impact, to consider the positive/adverse impact of the implementation of the ATTRO.	

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

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

Option selected	Conclusions/justification
Continue with the proposal	The recommended option within the report requests approval to carry out the statutory consultation and advertisement of the proposal to make an ATTRO for the city centre. It is therefore recommended to continue with the proposal, as it is currently proposed to undertake consultation on the proposal, which will help to provide more clarity on the impact of the proposal, prior to an decision on the making of the ATTRO.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	Action to be taken	Person responsible	Timescale
Impact on Blue Badge Holders	Review of the representations received	Michael Howard	During the Statutory Consultation.
Impact on businesses and residents within the area of the ATTRO	Review of the representations received.	Michael Howard	During the Statutory Consultation.

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	<p>If the proposal is approved and the Statutory Consultation is progressed, there will be an opportunity for any resident with an impact from the proposal to provide representation, to help identify the impact of the proposal to help inform the decision on whether to make the ATTRO.</p> <p>If the ATTRO is made, it is proposed to review the impact of the ATTRO on an annual basis which will provide a regular opportunity to consider the impact of the proposal.</p>

ANNEX B**CITY OF YORK (xxxxxx, CITY CENTRE) (ANTI-TERRORISM TRAFFIC REGULATION) ORDER 2024**

The Council of the City of York ("the Council") in exercise of its powers under Sections 1 and 92 and by virtue of Sections 22C and 22 D of the Road Traffic Regulation Act 1984 ("the Act"), and Part IV of Schedule 9 to the Act, and of all other enabling powers and after consultation with the Chief Officer of Police for North Yorkshire in accordance with Part III of Schedule 9 to the Act, hereby makes the following Order:-

INTERPRETATION

1. In this Order:-

"authorised agent or designated person" means any event stewards or security personnel employed by a company contracted to provide security on behalf of the Council

"terrorism" has the same meaning as in section 1 of the Terrorism Act 2000(c); and "traffic authority" has the same meaning as in section 121(A) of the Road Traffic Regulation Act 1984.

TRAFFIC REGULATION

2. Save as provided in Article 3 of this Order, no person shall, except upon the direction or with the permission of a police constable, enter or proceed in or cause or permit any vehicle to enter or proceed or wait in any street or length of street for which the council of the City of York is the traffic authority for the area bounded by blue line on the plan annexed to Schedule 1 to this Order.
3. Nothing in Article 2 of this Order shall apply to any police, fire brigade or ambulance vehicle personnel or vehicles on official duty.
4. Article 2 of this Order shall be commenced, suspended or revived at the discretion of a police officer of North Yorkshire Police of the rank of Superintendent or above to such extent and for such period as they may specify.
5. The Chief Constable of Police for North Yorkshire may:
 - (i) In consultation with the Chief Executive of the Council or their nominated representative enable a constable to direct that any provision of this Order (shall to the extent as the constable may specify) be commenced, suspended or revived;
 - (ii) In consultation with the Chief Executive of the Council or their nominated representative confer a discretion on a constable to delegate this authority under section 22D(5)(d) of the Act to an authorised agent or designated person for such period as they think necessary for a purpose relating to danger or damage connected with terrorism;

(iii) in consultation with the Chief Executive of the Council or their nominated representative confer a power on a constable to place or authorise or require to be placed, at or near any point on the roads specified in the plan annexed to Schedule 1 to this Order, such signs, structures, bollards or other obstructions as is considered appropriate for preventing the passage of vehicles or pedestrians;.

(iv) in consultation with the Chief Executive of the Council or their nominated representative authorise the undertaking of works for the purpose of, or for the purpose ancillary to another provision of this Order.

6. Any discretion exercised in accordance with Articles 4 and 5 shall be exercised in accordance with Schedule 2 to this Order and shall have regard to any protocol for the time being in force between the Council of the City of York and North Yorkshire Police.

STRUCTURES/BOLLARDS/OBSTRUCTIONS

7. The structures, bollards or other obstructions that may be placed pursuant to Article 5 to this Order may;

- (i) include any obstructions of any description whatsoever;
- (ii) be fixed or moveable; and
- (iii) be placed so as to prevent the passage of vehicles or persons at all times or at certain times only.

8. Any other Order made under the Road Traffic Regulation Act 1984 currently in force which conflicts with or is inconsistent with this Order shall take effect subject to this Order and shall, insofar as it is inconsistent with this Order, be suspended for the duration of this Order.

COMMENCEMENT

7. This Order shall come into operation on _____ 2024 and may be cited as the City of York (xxxxxxxxxxxxxx City Centre)(Anti-Terrorism Traffic Regulation) Order 2024

SCHEDULE 1

Plan

SCHEDULE 2

Protocol

Criteria for Commencing, Suspending and Reviving City of York (xxxxxxxxxxxxx City Centre) (Anti-Terrorism Traffic Regulation) Order 2024 (“the Order”).

(1) Criteria for commencement, suspension or revival

The Order will only be commenced, suspended or revived, and only to the extent necessary, for the following purposes:

1. avoiding, or reducing the likelihood of, danger connected with terrorism; and
2. preventing or reducing damage connected with terrorism.

(2) Commencement or Revival of the Order

1. The Order may not be commenced or revived unless a North Yorkshire police officer of the rank of Superintendent or above is satisfied that they have sound reason for doing so based on a specific threat, security assessment or specified intelligence that there is a threat of danger or damage due to terrorism. On reaching that decision, they shall, as soon as reasonably possible, begin the notification procedure set out in paragraph (4), below.

2. If a spontaneous incident occurs based on a specific threat, security assessment or specified intelligence that there is a threat of danger or damage due to terrorism a police officer of the rank of Superintendent or above will commence or revive the order. On reaching that decision, they shall:

- (a) as soon as reasonably possible notify a police officer of at least the rank of Superintendent of the decision; and
- (b). immediately notify the Council's CCTV control room and issue an RMCI notification through the emergency planning process to alert other category 1 and 2 responders.

(3) Suspension of the Order

1. Once the Order has been revived or commenced it will be suspended as soon as a North Yorkshire police officer of the rank of Superintendent or above is satisfied that the likelihood of danger or damage connected with terrorism relied upon to commence or revive the Order is removed or reduced. The Order may be suspended in part if the preceding circumstances arise only in respect of part of the operation of the Order.

The suspension will be notified to the Council as soon as possible after the decision to suspend the order (or any part of it) is made.

(4) Notification

1. Before commencing, suspending or reviving the Order North Yorkshire Police must notify the Council of the intention to revive the Order, briefly describing the general nature and effect of the proposals, and naming or describing the roads to which the proposals relate (unless the giving of such notice is considered inappropriate having regard to its purpose or cannot be given due to urgency).
2. Subject to para. 4.1 above, the intention may be publicised in such ways as may be appropriate for the purpose of informing persons likely to be affected by the proposals at least seven days before the proposals take effect (or such lesser period as may be appropriate having regard to the circumstances) unless the giving of such notice is considered inappropriate having regard to its purpose or cannot be given due to urgency.
3. The Order must not be commenced, or revived unless North Yorkshire Police have given prior notice of the proposals to the Council of the City of York at least seven days before the proposals take effect or as soon as reasonably practicable unless the giving of such notice is considered inappropriate having regard to its purpose or cannot be given due to urgency. If the Order is commenced or revived urgently due to a spontaneous incident, North Yorkshire Police shall immediately notify the Council's CCTV control room and issue an RMCI notification through the emergency planning process to alert other category 1 and 2 responders.
4. Where the decision is made to suspend the Order (or any part of it) North Yorkshire Police shall notify the Council of the City of York as soon as possible after the decision is made to suspend the Order (or any part of it).
5. So far as the prohibition in this order conflicts or is inconsistent with the provisions of any other Order made under the Road Traffic Regulation Act 1984, the prohibition in the order shall prevail.

(5) Criteria for determining the extent of the restrictions

The Order will only be commenced or revived in accordance with the following:

- (1) Access will only be restricted to the minimum number of roads necessary to remove or reduce the danger;
- (2) Access will be restricted only to the minimum number and types of road users necessary to remove or reduce the danger;
- (3) Access will only be restricted for the minimum period necessary to remove or reduce the danger; and
- (4) In no circumstances will access be restricted for a continuous period longer than 48 hours without the prior approval of the Commissioner of Police and the Chief Executive of the Council (or his/her nominated deputy).

Statement of Reasons

Anti-Terrorism Traffic Regulation Order

The anti-terrorism traffic regulation order is proposed in order to comply with a request from the Chief Constable of Police for North Yorkshire to potentially control temporarily and occasionally the access/use of vehicles and/or movement of pedestrians on City centre streets as part of a package of measures aimed at improving the security of people in crowded places and protecting damage to buildings from a potential terrorist attack.

The Order would give to an officer of the North Yorkshire Police of the rank of Superintendent or above the power to restrict all or part of any City centre street at their discretion on the basis of a security assessment or intelligence of a threat. The discretion must be exercised in accordance with the Schedule and any agreed Protocol for the time being in force to ensure that any interference is proportionate and that such restrictions are for the minimum extent and for the minimum period necessary.

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Our ref:

Your ref:

Date: 9th December 2024

Letter sent by email to: James.Gilchrist@york.gov.uk

Request for implementation of ATTRO – York City Centre

Dear Mr Gilchrist,

In October 2023 a paper was submitted to the Council Executive which considered blue badge access in the City of York. Within this paper the City of York Council undertook to work with North Yorkshire Police around the preparation of an Anti-Terrorism Traffic Regulation Order (ATTRO). I am writing to you to formally request that you consider the implementation of an ATTRO as conferred in Sections 1 and 92 and by virtue of Sections 22C and 22 D of the Road Traffic Regulation Act 1984 ("the Act"), and Part IV of Schedule 9 to the Act, in relation to York City Centre.

Yours sincerely

A handwritten signature in black ink, appearing to read 'T Forber', with a long horizontal stroke extending to the right.

Tim Forber
Chief Constable
North Yorkshire Police

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ANNEX D - ATTRO Boundary



Date: 23 Jan 2025

Author: City of York Council

Scale: 1:4,000



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