

**Notice of a public
Decision Session - Executive Member for Transport**

To: Councillor D'Agorne (Executive Member)
Date: Tuesday, 14 March 2023
Time: 10.00 am
Venue: The Thornton Room - Ground Floor, West Offices (G039)

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 Democracy Services by **5:00 pm** on **Thursday 16 March 2023**.

*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 Customer and Corporate Services Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00pm on Friday 10 March 2023**.

1. Declarations of Interest

At this point in the meeting, Members are 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.

2. Exclusion of Press and Public

To consider the exclusion of the press and public from the meeting during consideration of the following:

Annexes A and annexes D and E for Agenda Item 5 on the grounds that they contain information relating to individuals and the financial affairs of particular persons. This information is classed as exempt under paragraphs 1, and 2 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

- 3. Minutes** (Pages 1 - 6)
To approve and sign the minutes of the meeting held on 21 February 2023

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 are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is **5:00pm on Friday 10 March 2023.**

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

Webcasting of Public Meetings

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

During coronavirus, we made some changes to how we ran council meetings, including facilitating remote participation by public speakers. See our updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

- 5. Response to petition regarding Noddle Hill lay-** (Pages 7 - 44)
by

The report sets out the background to the unauthorised encampment at Noddle Hill layby which is the subject of the petition attached as Annex A, outlines the relevant legislation and material considerations and makes recommendation on the proposed courses of action in the short,

medium and longer term.

6. PROW: Public Footpath Copmanthorpe No 2. (Pages 45 - 60)
Proposed closure of Copmanthorpe Level Crossing - update

This report provides an update on the proposed closure of the level crossing at Copmanthorpe and diversion of Public Footpath, Copmanthorpe No 2 via Beckett's Crossing, Copmanthorpe (Annex 1 Location Plan).

7. Respark Schemes and Low Traffic Neighbourhood Updates (Pages 61 - 66)

The Report provides an update on the waiting list for residents parking schemes and low traffic neighbourhoods requests

8. Dft Micromobility trial update (Pages 67 - 98)

This paper provides an update and review of the micromobility trial in York since the trial launched in October 2020.

9. York Local Cycling & Walking Infrastructure Plan Update (Pages 99 - 174)

This report provides the Executive Member with an update on progress towards York's Local Cycling & Walking Infrastructure Plan (LCWIP).

10. Urgent Business

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

Democracy Officer:

Robert Flintoft

Contact details:

- Telephone – (01904) 555704
- Email – Robert.flintoft@york.gov.uk

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

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550

City of York Council

Committee Minutes

Meeting	Decision Session - Executive Member for Transport
Date	21 February 2023
Present	Councillors D'Agorne
In attendance	James Gilchrist - Director of Transport, Planning and Environment Dave Atkinson - Head of Highways and Transport Darren Hobson - Traffic Management Team Leader Peter Marsland - Traffic Projects Officer Jon Hunter - North Yorkshire Police

53. Declarations of Interest (10:01)

The Executive Member was asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests that he might have had in respect of business on the agenda. He confirmed he had none.

54. Minutes (10:01)

Resolved: That the minutes of the Decision Session of the Executive Member for Transport and Planning held on 17 January 2023 be approved and signed by the Executive Member as a correct record.

55. Public Participation (10:02)

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

Andy Hagon, who was a Parish Councillor, spoke on agenda item 4 - Speed Limit Traffic Regulation Order Amendments, namely on the proposed 30mph speed limit on Shipton Road. He explained that residents favoured the reduction to improve safety and reduce noise pollution, amongst other factors, before

raising questions regarding the signage and enforcement of the reduction.

Jonathan Laverack, who was the Chair of the Elvington Parish Council, spoke on the traffic issues through Elvington and on Sutton Bridge, B1228. He stated that the increased speed of vehicles and number of HGVs has had negatively impacted the area and incidents were occurring daily. He asked the Council to impose a 7.5 ton weight limit by adopting an experimental traffic regulation order in Elvington to restrict HGVs passing through the village and to protect Sutton Bridge.

Laurence Gunson, who was the Chair of Naburn Parish Council, also spoke on agenda item 4. He spoke in support of the Officer's proposed 30mph speed limit in Naburn and listed safety as the main concern for residents. He also noted safety concerns for pedestrians and cyclists due to narrow pathways and roads.

Gwen Swinburn spoke on governance matters and raised issues regarding the Council's consultations process, the ResPark scheme and administrative issues. She also asked the Executive Member to consider creating a pocket park on the triangular area on West Esplanade.

Andrew Mortimer spoke on the Hull Road resurfacing issue. He explained that the planned resurfacing had again been delayed and asked whether the plan to use a surface dressing treatment was still appropriate. He also asked what the Council's plan was to deal with the poor road conditions from the Black Bull on Hull Road down to Lawrence Street.

Councillor Widdowson presented a petition, which was signed by over 800 residents of Woodthorpe and Foxwood. It backed the campaign to retain a bus service for communities currently served by the number 12 bus and called for the Government help needed to ensure the service's long term viability. She then explained the importance of the bus for the residents and stated that there needs to be a long term solution to the bus services.

Rachael Shilitoe, who was the secretary of York City Rowing Club, spoke on agenda item 5 - Parking on the riverside at West Esplanade TRO. She stated that the club welcomed the new restrictions but stated that this would not be enough due to the lack of compliance and enforcement in the area. She also

explained that there was a concern of how the proposals would affect the running of the club, its events and the loading and unloading of boats, before asking about the parking of trailers in the area.

Councillor Vassie also spoke on the traffic issues on Sutton Bridge, B1228. He stated that HGVs regularly drive over the Grade II listed bridge and have previously damaged it. He also explained that the HGVs were likely to be causing damage to the water pipes on the approach to the bridge. He asked the Council to impose a 7.5 ton weight limit by adopting an experimental traffic regulation order to restrict HGVs passing through the village while engineers assess the condition of the bridge.

It was reported that there had been two written representation received by the Executive Member.

Councillors Orrell, Runciman and Cullwick wrote in regards to agenda item 4. They welcomed the revised speed limit of 30mph on North Lane, Huntington, and asked that the 30mph signs be moved to reduce speeds. They also stated that measures were being considered to address speeding issues on these roads, including a Pelican Crossing and VAS signs.

Councillor Stuart Mowbray, Acting Chair of Sutton upon Derwent Parish Council, wrote in regards to traffic issues on B1228 and Sutton Bridge. They explained that HGVs were creating safety concerns for residents and that the road and bridge are unsuitable for them. They requested that a 7.5t weight limit be imposed on vehicles crossing the bridge.

56. Speed Limit Traffic Regulation Order Amendments (10:29)

The Executive Member considered a report which examined the representations received, in support of and objections to, advertised proposals to amend speed limits. The Director of Transport, Highways and Environment and the Traffic Projects Officer presented the report and a North Yorkshire Police representative was present to answer questions.

The Traffic Projects Officer then presented each location that had a revised speed limit. The Executive Member discussed the

revised speed limits and approved the Officer recommendations listed in the report for each site, but noted that the A19 Shipton Road, Rawcliffe, Experimental Traffic Regulation Order (ETRO) be approved on the basis that it would commence at the same time as the Active Travel Scheme measures for a crossing. For A1079 Dunnington, it was requested that speed surveys for other lengths of the A1079 were undertaken, to respond to the Parish Council request for 40mph speed limit between Grimston Bar and Kexby. At the Towthorpe site, the Executive Member asked Officers to consult with Parish Councillors to gather further speed data before the start of the ETRO as well as during the period to inform future decisions.

Resolved:

i. That the revised speed limit as advertised for the following sites be implemented:

- The Hollies, Stockton on the Forest 20mph
- Northfield Lane, Poppleton 30mph
- North Lane, Huntington 30mph
- Wheldrake Lane, Elvington 30mph
- Sim Balk Lane, Bishopthorpe 40mph
- Askham Bryan site 1 30mph
- Askham Bryan site 2 40mph and 30mph
- Wheldrake Lane, Elvington 30mph
- Naburn 30mph
- The Revival Estate 20mph

Reason: Because the indications are these are appropriate speed limits due to the surrounding environment.

ii. That an Experimental Traffic Regulation Order be implemented for 18 months for revised speed limits as advertised for the following sites:

- A1079, Dunnington 40mph
- Towthorpe 30mph
- Shipton Road 30mph

Reason: Because this will provide an opportunity to obtain real time speed data to provide confidence that the proposed speed limit will be adhere too.

57. Parking on the riverside at West Esplanade TRO (11:36)

The Executive Member considered a report that examined the objections raised to the 'No Waiting at any time' restrictions for West Esplanade and offered an Officer recommendation for the outcome.

The Traffic Management Team Leader presented the report and noted that the Council received two objections following the consultation. The Officer detailed the objections before explaining the current enforcement process and that loading/unloading would still be permitted on the new restrictions.

In response to questions from the Executive Member, the Officer stated that Enforcement Officers on site would look at the activity taken by business to determine whether they were loading/unloading. Moreover, the area along the path, including the car park, was owned by the Council so they could enforce the restrictions. He concluded by stating that the Council would have a discussion with the rowing club to see how they manage the area.

Resolved:

- i. That the proposal for 'No Waiting at any time' restrictions on West Esplanade as proposed be approved.

Reason: The introduction of the restrictions will remove on street parking that has been occurring at this location and help to remove the conflict of movements between vehicles and pedestrian/cyclist which will increase safety for all users at this location.

58. Urgent Business - B1228 and Sutton Bridge (11:45)

Following concerns raised by public participants regarding the impact of traffic on B1228 and Sutton Bridge, the Executive Member agreed to consider this matter under Urgent Business.

[The meeting was adjourned from 11:47 to 11:49]

The Director of Transport, Highways and Environment explained that Sutton Bridge was in the ownership and boundary of East Riding of Yorkshire Council. Any changes within York's boundary would impact upon the East Riding, who had trialled restrictions in the past and abandoned. He stated that Officers would discuss this issue with East Riding, Parish Councillors and Yorkshire Water, and produce a report on this at a future meeting.

Resolved:

- i. That the item be deferred to a future Transport Decision Session to allow Officers to consult with the East Riding of Yorkshire Council and Yorkshire Water.

Reason: Sutton Bridge is in the ownership and boundary of East Riding of Yorkshire.

Cllr A D'Agorne, Executive Member for Transport
[The meeting started at 10.00 am and finished at 11.51 am].



**Decision Session – Executive Member for
Transport in consultation with
Executive Member for Housing and Safer
Neighbourhoods**

14th March 2023

Report of the Director of Place

**Response to the petition; Remove the unlawful Gypsy Caravan site from
the Noddle Hill Lay-by**

Summary

1. The report sets out the background to the unauthorised encampment at Noddle Hill layby which is the subject of the petition attached as Annex A, outlines the relevant legislation and material considerations and makes recommendation on the proposed courses of action in the short, medium and longer term.
2. This report contains exempt information as defined in 'Schedule 12A of the Local Government Act 1972. The response to the petition details information pertaining to identifiable individuals, their personal choices and information regarded as sensitive within Data Protection legislation. All matters concerning individuals are contained within Confidential Annex D.

Recommendations

3. The Executive Member is asked to:
 - 1) Note the E-petition attached as Annex A
 - 2) Note the interim situation for the unauthorised encampment at Noddle Hill
 - 3) Note the future work proposed to increase the amount of Gypsy and Traveller Accommodation as part of the delivery phase of the Local Plan which will enable relocation of the encampment to an authorised site.
 - 4) Note the establishment of a Project Manager post by the Corporate Director of Place in Consultation with the Executive Member for Housing in regard to already committed S106 funds and to commence early engagement with the developers of strategic sites and commence planning for the provision of additional pitches

- 5) Agree, subject to land ownership questions being clarified, to commence the process to stop up the Noddle Hill layby as being surplus to highway requirements and develop proposals for a green area to improve the amenity of the adjoining area.

Reason: *To ensure the long-term solution to the unauthorised encampment at Noddle Hill and reflect the legal protections afforded to the individuals on the encampment.*

Background

Petition

4. The following petition was received in January 2023.
“We the undersigned petition the council to act to remove the unlawful Gypsy Caravan site from the Noddle Hill lay-by alongside the A166, a main road into the city where this eyesore is in open view. This encampment has been in existence in its present location since June 2019 and has been the subject of many requests to City of York Council (CYC) for its removal, all of which have been ignored in favour of CYC actively facilitating the ongoing situation by the provision of taxpayer funded facilities to the occupiers. The situation continues to be unacceptable; Noddle Hill lay-by saw considerable community activity some years ago to transform the area with clear up operations and extensive tree planting, which is now undermined by CYC’s continued acceptance of this encampment. This petition calls upon CYC and North Yorkshire Police to use the powers available to them to remove this encampment without any further delay.”
5. Officers have been requested to attend the Dunnington Parish Council to discuss the encampment. The Head of Community Safety has attended twice to discuss general Community Safety concerns in the ward. Any information provided in response to requests about the Noddle Hill site has been focused on process and not on direct actions relating to the circumstances of the family residing there. As the issue concerns private individuals it has not been possible to discuss the situation in a public forum without breaching the rights of those individuals.

Noddle Hill Layby

6. The Noddle Hill layby lies on the A166 near Dunnington. The layby is the route of the old A166 which was altered to its current layout prior to the 1970s. It was part of the highway’s asset transfers from North Yorkshire County Council to City of York Council in 1996 when the unitary authority was established and is part of the adopted highway.

7. Annex B sets out the location of the layby and Annex C identifies the land ownership of the layby and the surrounding area. The ownership of the land under the old Highway route being unregistered with the land situated between the layby and the road registered to NYCC as noted in para 6 above.
8. In reviewing the status of the layby there are some historic anomalies in the records which do not clearly indicate that the layby is adopted highway, however it may be considered as adopted highway due to historic usage as such.
9. Section 130(1) of the Highways Act 1980 states that *"It is the duty of the highway authority to assert and protect the rights of the public to the use and enjoyment of any highway for which they are the highway authority, including any roadside waste (such as verges) which forms part of it"*. Section 130(3) of the Highways Act 1980 places a duty on the Highway Authority to prevent, as far as possible, the stopping up or obstruction of highways.
10. Section 130(6) Highways Act 1980 also states: "If the council of a parish or community or, in the case of a parish or community which does not have a separate parish or community council, the parish meeting or a community meeting, represent to a local highway authority—
 - a. that a highway as to which the local highway authority have the duty imposed by subsection (3) above has been unlawfully stopped up or obstructed, or
 - b. that an unlawful encroachment has taken place on a roadside waste comprised in a highway for which they are the highway authority, it is the duty of the local highway authority, unless satisfied that the representations are incorrect, to take proper proceedings accordingly and they may do so in their own name".
11. An offence is committed by whoever obstructs the highway, but only the highway authority has the power to take steps for the removal of the obstruction. However, Section 130A of the Highways Act 1980 enables the public to take steps to make the highway authority carry out its duty to ensure highways are not obstructed. The action that a highway authority can take differs depending on the type of obstruction and the particular circumstances of a situation.
12. If the authority considers that the encroachment has a significant effect on the passage of members of the public, the authority can contact the occupier/ landowner/ the person causing the obstruction (if different) to

require them to remove the obstruction within a period appropriate to the type of obstruction, taking all relevant matters into consideration.

13. If the encroachment has not been removed within the requested period, the authority may serve notice on the occupier/ landowner/ the person causing the obstruction under Sections 130, 137, 143, or 149 of the Highways Act 1980 (as appropriate) giving a deadline appropriate for the type of notice given and the action required.
14. Where the requirements of a notice are not complied with the authority may instruct Council contractors to remove the obstruction. Alternatively, the authority may initiate proceedings at the Magistrates' Court for an order to deal with the encroachment/ remove the obstruction and to recover any costs incurred in doing so.

Unauthorised Encampment

15. An unauthorised encampment has been in place on the Noddle Hill layby land since June 2019. The issue of the unauthorised encampment is legally complex as it requires taking into account Highways, Homelessness, Anti-Social Behaviour, Social Care and Equalities legislation. The removal of the unauthorised encampment cannot go ahead without consideration of the human rights of the individuals camped there, the council's duties in respect of care needs, duty to provide adequate accommodation for Gypsy and Traveller communities and the duty to prevent homelessness.
16. There are a number of legal duties and considerations to be borne in mind in finding a resolution to the situation
 - a. The responsibility of the council as a Highways Authority to protect and maintain access to the Highway
 - b. The responsibility of the council and the Police to respond to any reported incidences of anti-social behaviour and crime in the city as appropriate.'
 - c. The responsibility of the council under the Homelessness Prevention Act to ensure the family have somewhere to live
 - d. The responsibility of the council to assess the care needs of relevant persons
 - e. The responsibility of the council to protect rights of a Gypsy and Traveller family under the Human Rights Act and the Equalities Act
17. The detailed situation regarding the tenants of the encampment is outlined in confidential Annex D

Interim Solution

18. The ability of the council to meet the objectives set out above is set out in confidential Annex D. In summary due to other legal duties and potential weakness in the case for highways enforcement it is not recommended to use the provisions of the Highways Act 1980 (as set out in paragraphs 12-14 above) to remove the unauthorised encampment. There is no realistic possibility of an immediate legally enforceable resolution of the situation as explained in the confidential annex.
19. The immediate proposal is therefore to pursue a long-term solution to relocate the encampment and minimise the impacts of the continuing unauthorised presence until this solution is in place. Council teams will continue to provide support to the family in situ to mitigate the impact on local communities, and will take any appropriate enforcement action short of removal e.g. deal with any fly tipping or illegal trading etc.

Local Plan provision for Gypsies and Travellers

20. A long-term solution needs to be found but it is likely that this will only be possible through the creation of further authorised G&T pitches as part of the implementation of the local plan. The Local Plan makes provision for a further 44 pitches through the expansion of existing sites and through the development of pitches on strategic sites.
21. The Local Plan is in the final stage of consultation, and it is expected that it will be adopted in Summer 2023. There will then need to be a delivery plan to develop G&T provision using off site contributions from other non-strategic sites and the Councils own provision obligations. This work needs to be resourced and a job description for a project manager to lead the development work has been drawn up.
22. The Corporate Director of Place has commenced the process of establishing a project manager delivery role to be recruited ahead of the finalisation of the Local Plan to commence early engagement with the developers of strategic sites and commence planning for the provision of additional pitches which would help to resolve the immediate issues being faced at Noddle Hill.

Proposal for the Noddle Hill Layby

23. The layby exists as a result of a change in alignment of the historic road dating back to the 1970s. It was not created to meet a highways need and the lack of use for highways purposes over the last 3 years has not created any highways issues.
24. The local community have previously taken action to improve the visual appearance of the layby and the approach to the village by planting trees around the layby. It is therefore proposed to apply to the Secretary of

State for Transport (or to the Magistrates Court) to formally remove the layby from the highways network by applying for a Stopping Up Order in respect of the layby. When the encampment is moved, subject to obtaining planning consent that may be required, the layby can then be transformed into a small woodland glade to contribute to the expansion of the tree canopy in York as part of our commitment to become a zero carbon city by 2030.

25. The process for stopping up can be lengthy and requires a formal public consultation.

Consultation

26. Consultation has been undertaken with York Traveller's Trust, Legal Services, Housing Services, Highways Service, Adult Social Care, Community Safety Unit, North Yorkshire Police Fire and Rescue and the individuals in question. A further public consultation will take place as part of the Stopping Up process.

Council Plan

27. This report contributes to the following objectives in the council plan.
 - good health and wellbeing
 - a greener and cleaner city
 - safe communities and culture for all

Implications

Financial –The costs associated with the stopping up order can be contained within current budgets Network Management budgets. Should further works to landscape amend the site be required a further decision will be required and budget identified.

The cost of a Project Manager is assumed at £58k per annum with a cost of £45k anticipated in 2023/24. The post has been identified as being essential in ensuring the development of an additional G&T pitches Capital Programme across the city for which the Council already has £1,350,000 S106 contracts in place and in line with the Local Plan. It is proposed therefore that the cost in Year 1 is funded from the Waste Reserve which has funded the additional Local Plan enquiry costs in 2022/23 thereafter the cost will be absorbed in the G&T capital programme the full scale of which will be subject to Executive decisions. The estimated balance of the Waste reserve is c£700k after the 2022/23 Local Plan examination costs are funded. Whilst there remain some potential liabilities relating to the Allerton Waste Recovery Plant project

and Local Plan costs the budget will be able to cover the 2023/24 costs of the project manager.

Human Resources – The new post has been graded and would be recruited as per CYC policies. The Travellers Trust would be engaged in the recruitment process

Equalities – The Council is mindful of the Public Sector Equality Duty under Section 149 of the Equalities Act 2010 (to have due regard to the need to eliminate discrimination harassment and victimisation and any other prohibited conduct, advance equality of opportunity between persons who share the relevant protected characteristic and those who do not share it and foster good relations between persons who share the relevant protected characteristic and those who do not share it in the exercise of a public authorities' functions. The Gypsy and Traveller community are considered to have protected characteristics under this legislation. An Equalities impact assessment is attached at confidential Annex E.

Legal An outline of the legal considerations is set out in the body of the report with further detail contained in the confidential annex.

Highway Authorities have a range of statutory powers and responsibilities in relation to public highways. Generally, A highway must be open for public use and must not be obstructed unless or until such time as it may be “stopped-up” by order.

Stopping up orders are usually made to allow development to take place or because the public highway is no longer necessary. A public highway can include roads, streets, footpaths, public car parks, grass verges and footways. The most frequently used powers to secure stopping up orders are:

1. Section 247 of the Town and Country Planning Act 1990: Using this power a highway can be ‘stopped up’ to allow development to take place if it has received or may receive planning permission. This process requires consultation for which notice of the intention to make the order must be advertised in a local newspaper, the London Gazette and where possible the council’s website. There is a period of no less than 28 days from the date of publication in which to make an objection to the proposed order. Objections must be made in writing. If no objections are received, the order is then made as an unopposed order. Notice of the made order is advertised. Any judicial challenge to the validity of the order should be made in writing within six weeks of the publication date of the notice of made order.

2. Sections 116 and 118 of the Highways Act 1980: The Highways Authority may seek authorisation from the Magistrates Court to stop up areas of designated highway land where it is no longer required for public use. The land concerned needs to be owned by the applicants requesting the stopping up application to be processed. This process also requires publication of the details of the Hearing in a local newspaper and the London Gazette at least 28 days before the date on which the application is to be heard.

Any outstanding objectors have the right to be heard at the Magistrates Court. They also have the right to appeal to the court if the order is made. Applicants will have to demonstrate why the highway is no longer necessary.

Following the making of any Stopping Up Order by the Secretary of State or the Magistrates Court:

- (i) the land affected by the Stopping Up Order would cease to be classed as highway and the highway rights would be extinguished in law;
- (ii) the land comprising the former highway returns to the owner of the subsoil. Where the owner of the subsoil is not known and cannot be found, there is a legal presumption that the owners of the adjoining properties own the subsoil beneath the former highway out to the central line of the former highway
- (iii) Any private rights of way over the land would not be affected/extinguished
- (iv) The land can be enclosed or developed, subject to any necessary planning consent.

As indicated above, Annex B sets out the location of the layby and Annex C identifies the land ownership of the layby and the surrounding area. There is a rebuttal presumption in law that the owner of property fronting a highway is deemed to own the subsoil of the half-width of the highway fronting/adjoining their property.

Procurement – none

Crime and Disorder – covered in the report

Information Technology – none

Property – covered in the report

Risk Management

28. As part of the process of stopping up of the highway and developing proposals for future use of the land the Council will work with the Local Community to develop options for a future Executive to consider.
29. The interim solution of leaving the encampment in situ will be subject to ongoing liaison between the Council and family to ensure the Council balances its obligations to the family and wider City.
30. There is significant risk of legal challenge by taking enforcement action to move the encampment as set out in confidential Annex D
31. There is a risk that additional G&T pitches cannot be created. This is mitigated by the early development of delivery plans to support the local plan implementation and by ongoing engagement with the Travellers Trust to develop stronger working relationships and support for the G&T community.

Contact Details

Author:

Tracey Carter
Director of Housing, Economy
and Regeneration

Chief Officer Responsible for the report:
Neil Ferris
Director of Place

Report **Date** 1st March 2023
Approved

Specialist Implications Officer(s) List information for all

Finance
Patrick Looker
Head of Finance

Legal:
Ruhina Choudhury
Senior Solicitor (highways and planning)

Gerard Allen
Senior Solicitor (property law)

Anna Wooding
Senior Solicitor (Social Care)

Highways
Helene Vergereau
Principal Development Control Engineer

For further information please contact the author of the report

Background Papers:

Annexes

Annex A – e-petition
Annex B – Location of Noddle Hill Layby
Annex C – Land ownership Noddle Hill Layby
Confidential Annex D – Unauthorised Encampment

Confidential Annex E – Equalities Impact Assessment

List of Abbreviations Used in this Report

CYC - City of York Council (CYC)

G&T – Gypsy and Traveller

HRA Homelessness Reduction Act 2021 –

SuO – Stopping Up Order

This page is intentionally left blank

Annex A – E-petition

Title: Remove the unlawful Gypsy Caravan site from the Noddle Hill Lay-by

Statement:

We the undersigned petition the council to act to remove the unlawful Gypsy Caravan site from the Noddle Hill lay-by alongside the A166, a main road into the city where this eyesore is in open view. This encampment has been in existence in its present location since June 2019 and has been the subject of many requests to City of York Council (CYC) for its removal, all of which have been ignored in favour of CYC actively facilitating the ongoing situation by the provision of taxpayer funded facilities to the occupiers. The situation continues to be unacceptable, Noddle Hill lay-by saw considerable community activity some years ago to transform the area with clear up operations and extensive tree planting, which is now undermined by CYC's continued acceptance of this encampment. This petition calls upon CYC and North Yorkshire Police to use the powers available to them to remove this encampment without any further delay.

Justification:

The City of York Council (CYC) Housing function continue to ignore requests by Parish Councils, residents and Ward Councillors to act in this matter, a situation expressly created by the Housing function's actions at the beginning of 2019 by evictions off the Osbaldwick Gypsy Caravan Site.

Despite the welcome attentions of the Safer York Partnership team, the CYC Housing officers and responsible Executive Member continue to decline to act in the removal of this encampment which is illegally blocking the public highway and an unlawful encampment within Green Belt land.

The Housing officers and Executive Member have ignored for the last three and a half years requests to meet with the Parish Councils to explain this situation.

This petition seeks to bring this matter fully into the open and make the CYC system bring the relevant officers and Executive Member out to explain this unacceptable situation in a public forum

Submitted by: Cllr Warters and Cllr Rowley

Contact details: mark@markwarters.co.uk cllr.mrowley@york.gov.uk

This ePetition ran from 16/11/2022 to 31/12/2022 and has now closed.

51 people signed this ePetition.

ePetition signatures

Name	Date signed
Mark Warters	16/11/2022
Pamela Cockerill	16/11/2022
Christine Smith	16/11/2022
Geoffrey Andrews	16/11/2022
Martin Cockerill	16/11/2022
Mark Newby	16/11/2022
Graeme Rudd	16/11/2022
John Mackfall	16/11/2022
Gary Wilkins	16/11/2022
Terry Molloy	16/11/2022
Peter Clifton	17/11/2022
Jonathan Kay	17/11/2022
JOSETTE FARMER	17/11/2022
Marian Ruston	17/11/2022
Matt Rounding	17/11/2022
Sarah Wishart	17/11/2022
Juliet Pearce	18/11/2022
Gillian Shaw	18/11/2022
Linda Molloy	18/11/2022

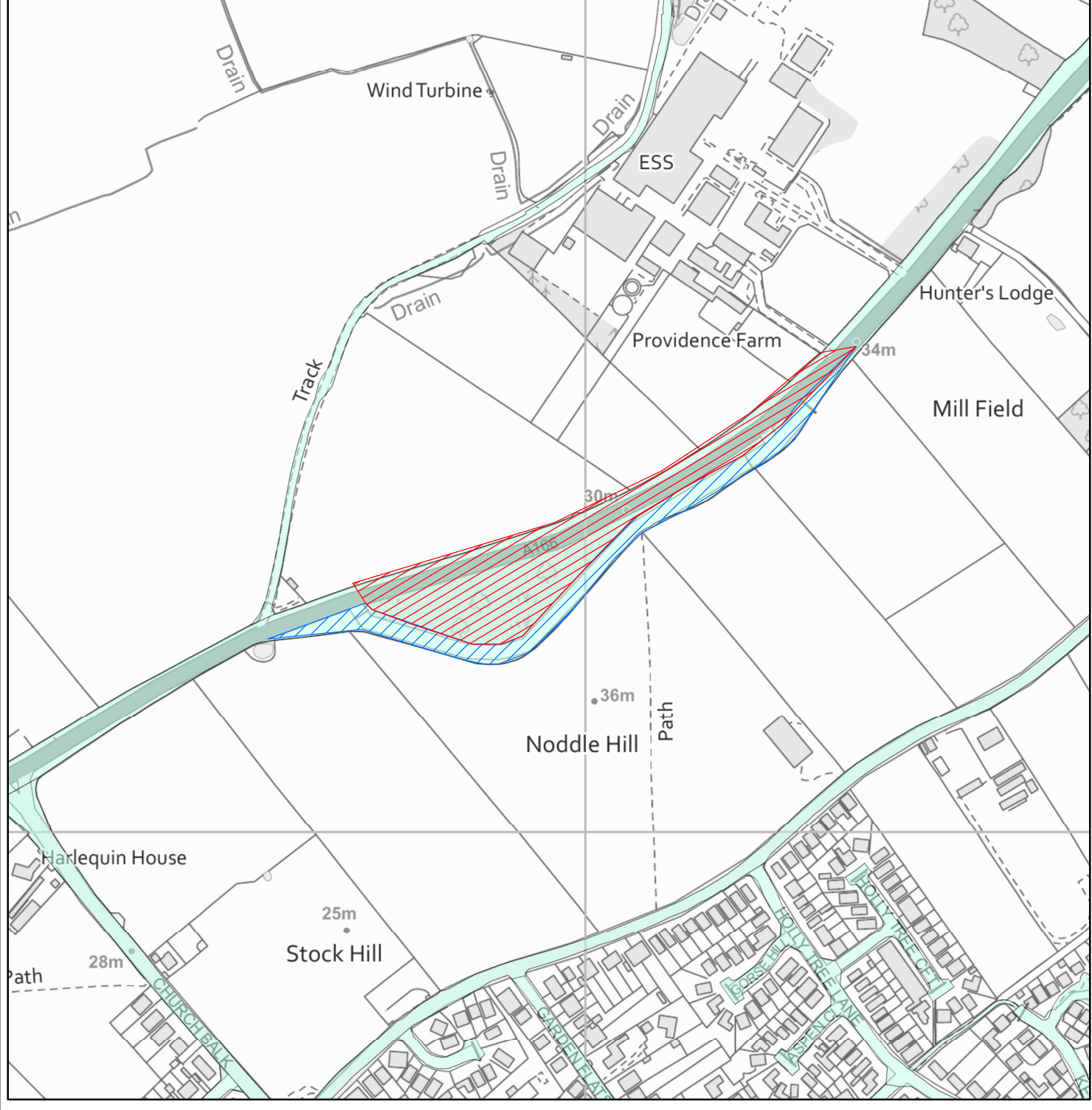
Derek Lee	19/11/2022
Sandy Nicholson	26/11/2022
Rita Willis	05/12/2022
Jack Renwick	05/12/2022
EDWARD sweeney	05/12/2022
Paul Bailey	05/12/2022
Glyn Trotter	05/12/2022
Emma Wainwright	05/12/2022
Stephen Ashby	05/12/2022
Chris Williams	05/12/2022
Joanne Collins	05/12/2022
Melanie Williams	05/12/2022
Jayne Shepherd	05/12/2022
Allan Haddon	05/12/2022
Nick Blake	05/12/2022
Jenny Knight	05/12/2022
Christine Wilkinson	05/12/2022
Alex Savage	05/12/2022
Sylvia Osguthorpe	05/12/2022
Rachel Robinson	05/12/2022
Sue Goodwill	05/12/2022
Matthew Eastwood	05/12/2022
Stephen Robinson	05/12/2022
Richard Jenkinson	05/12/2022
Terence Nicholson	05/12/2022
Kylie Jackson	05/12/2022
Jackie Andrews	05/12/2022
Lynda Haddon	05/12/2022
Alastair Sommerville	05/12/2022

Jason Munday	05/12/2022
Rachel Booth	05/12/2022
Harvey Booth	05/12/2022

 **Freehold owned by NYCC**

 **Unregistered**

 **Adopted Highway**



Noddle Hill Layby



SCALE 1:4,482

DRAWN BY: KLM

DATE: 27/06/2022

Originating Group:

Asset & Property Management

Drawing No.

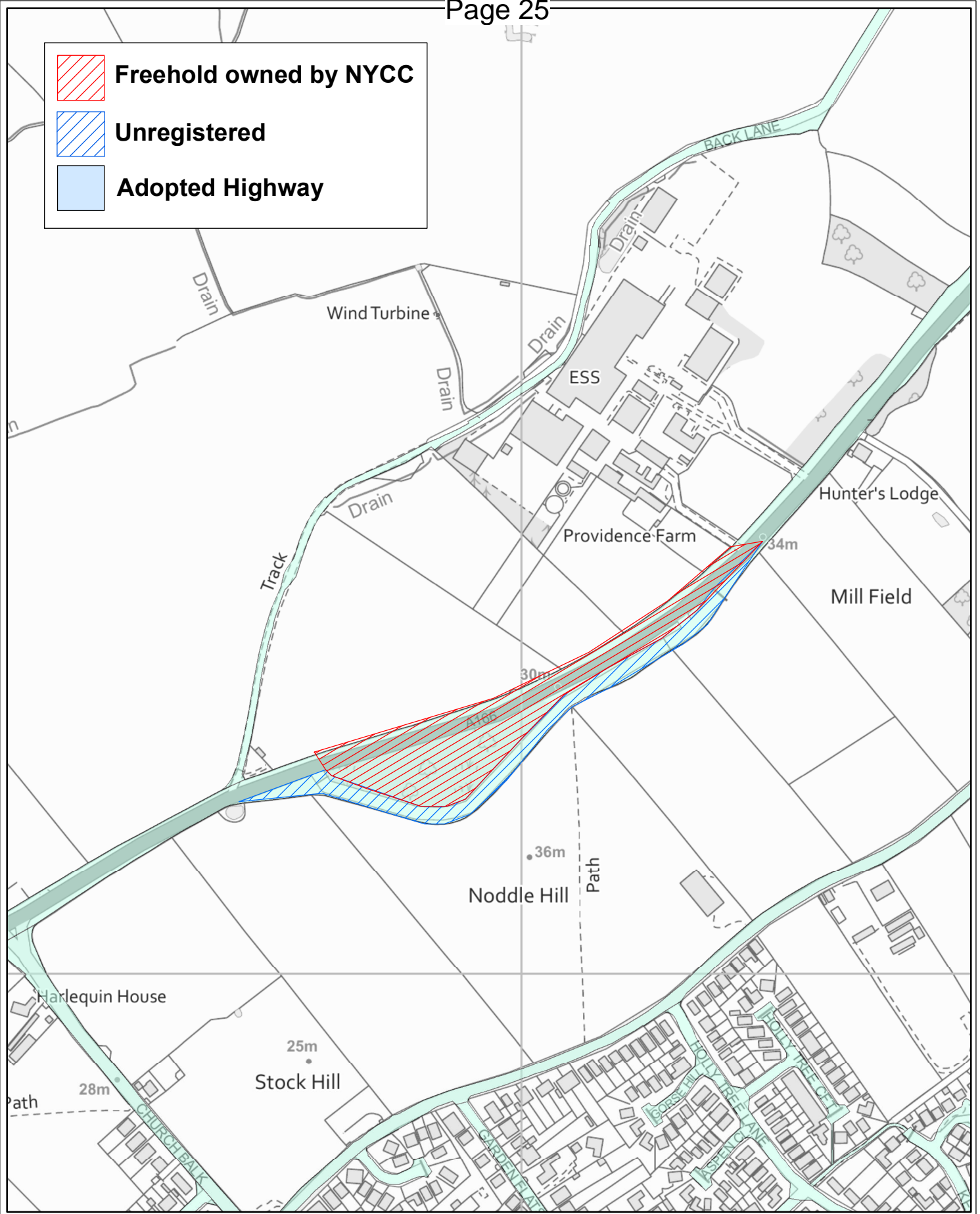
Asset & Property Management

This page is intentionally left blank

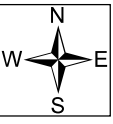
 **Freehold owned by NYCC**

 **Unregistered**

 **Adopted Highway**



Noddle Hill Layby



SCALE 1:4,482

DRAWN BY: KLM

DATE: 27/06/2022

Originating Group:

Asset & Property Management

Drawing No.

Asset & Property Management

This page is intentionally left blank

By virtue of paragraph(s) 1, 2 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 1, 2 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank



Decision Session – Executive Member for Transport**14 March 2023**

Report of the Director Environment, Transport and Planning

PROW: Public Footpath Copmanthorpe No2, proposed closure of Copmanthorpe Level Crossing – Update**Summary**

1. This report provides an update on the proposed closure of the level crossing at Copmanthorpe and diversion of Public Footpath, Copmanthorpe No 2 via Beckett's Crossing, Copmanthorpe (Annex 1 Location Plan).
2. Following an Executive Member decision (17 May 2022) not to support a Highways Act 1980 s119A (HA80 s119A) Rail Crossing Diversion Order application made by Network Rail to close the level crossing in Copmanthorpe and divert Footpath No2 over a new stepped footbridge at Beckett's Crossing, Network Rail have now expressed their intention to submit, to the Secretary of State for Transport (SoS), an application under the Transport and Works Act 1992 (TWA) to put in place the changes proposed in the original HA s119A application (Annex 2: HA 80 s119A, Proposed Diversion Plan).

Recommendations

3. The Executive Member is asked to:
 - i. consider the report and, in the event that the anticipated TWA Order application is made to the SoS, delegate to the Director for Environment, Transport and Planning the decision make one of the decisions a to c below in consultation with the Executive Member for Transport :
 - a) object to the TWA Order; or
 - b) support the TWA Order; or

- c) neither support nor object to the TWA Order i.e. effectively adopt a neutral position with no positive case in relation to the principle of the TWA Order.
- ii. to delegate authority to the Director for Environment, Transport and Planning in consultation with the Executive Member for Transport, in accordance with paragraphs 15 or 16 of this report (as the case may be), to:
 - a) formulate and submit an objection to the TWA Order; or
 - b) formulate and submit a representation in support of the TWA Order; or
 - c) submit a representation that neither supports nor objects to the TWA Order i.e. effectively adopt a neutral position with no positive case in relation to the principle of the TWA Order.

Reason – So that an outline decision can be made to Network Rail’s TWA Order application before the restrictions of the pre election period come into effect, by giving specific delegation to an Officer to complete and submit the detail of the relevant submission on behalf of the Council, within the 6 week statutory consultation period, or to review that decision if circumstances change.

Background

- 4. Public Footpath, Copmanthorpe No 2 links the villages of Bishopthorpe and Copmanthorpe. The footpath currently crosses the East Coast Mainline at Bishopthorpe Crossing. Walking from Copmanthorpe, users of the footpath currently have to cross 4 lines of electrified line before heading off through farmland towards Bishopthorpe to the east.
- 5. Network Rail originally applied to divert Footpath 2 (HA80 s119A) via a stepped footbridge at Beckett’s Crossing as a consequence of their Trans-Pennine Route Upgrade (east) works which, it was argued, would likely create an increased safety risk to users of the crossing due to increases in both the speed and the number of trains in service across all 4 lines.
- 6. The HA80 s119A application was refused on the grounds that the ‘proposed stepped footbridge would not provide provisions to allow disabled pedestrians to use the crossing’ and ‘the footbridge proposal being unlit and enclosed was also considered to be an unsafe crossing particularly at night.’

7. Following the refusal of the HA80 s119A application, Network Rail have recently expressed their intention to submit an application under the TWA to put into effect the changes previously requested in the HA80 s119A application. At a recent update meeting with Network Rail no indication was given that there would be a change to the original proposal to install a stepped bridge.
8. Network Rail advised that the TWA Order application will be submitted directly to the SoS via the Transport Infrastructure Planning Unit (TIPU), a department within the Department for Transport (DfT), who will manage the application and subsequent procedures on behalf of the Secretary of State for Transport. The Council is a statutory consultee in this process.
9. It is likely that Network Rail will submit the TWA Order application to the Secretary of State just prior to or within the pre-election period. Given the 6 week statutory consultation period for the council to respond to the application and taking into account the restrictions in place during the pre-election period this report is to consider what stance the council will take in regard to the TWA Order application if it is submitted.

Options

- 10 There are 3 options available.
 - a) object to the TWA Order; or
 - b) support the TWA Order; or
 - c) neither support nor object to the TWA Order i.e. effectively adopt a neutral position with no positive case in relation to the principle of the TWA Order.

Analysis

11. Network Rail have advised that the intended TWA Order application to the SoS will not include changes to the design of the proposed stepped footbridge to be located at Beckett's Crossing.
12. Network Rail's original application to divert Footpath 2 over a stepped bridge at Beckett's Crossing was refused on the grounds that certain people with a protected characteristic, as defined by the Equality Act 2010 (EA), who are able to use the current level crossing, would not be able to use the diverted route over a stepped footbridge. These

people would therefore be prevented from using the well-used, promoted route between Copmanthorpe and Bishopthorpe.

13. Once Network Rail's TWA Order application is received by the SoS, a Notice will be served on the Council with details of the application. The Council has 6 weeks to respond to the Notice. This 6 week period is likely to fall within the Council's period of purdah with its associated restrictions on decision making.
14. Any objection/representation must be in writing (letter or email) and if objecting, must give the reasons for the objection. It should be noted that the council is not, at this pre- application stage, required to give the full details of any objection it may decide to submit. This would be done at a later date through the submission of a statement of case prior to any subsequent public inquiry or written representations procedure.
15. If the Council receives notice that an application has been made for a TWA Order and the details of the proposed diversion (including the design of the footbridge), remain the same or substantially the same as for the HA80 s119A application, it is recommended that the matter be delegated to the Director for Environment Transport and Planning to submit an objection to the SoS on the same grounds as the refusal of the original HA80 s119A application i.e. concerns about accessibility of the proposed stepped footbridge. This is recommended because the Council has already assessed and taken into account the impact on highway users of the proposed TWA Order for the HA80 s119A application.
16. If when the council receives notice of the application, it is clear that the design of the footbridge has changed substantially, it is recommended that the matter be delegated to the Director for Environment Transport and Planning to assess the changes made and then submit either a representation in support of the TWA Order, or an objection to the Order or take a neutral position in respect of the principle of the Order.
17. If the Council decides to object to the TWA Order, the Council is considered to be a statutory objector (other statutory objectors include landowners affected by the proposal and the local parish council. It should be noted that they would be required to submit their own independent objections/representations, separate to the Council).

18. If an objection is submitted by the Council, the council may still withdraw it at a later date.
19. If the application has opposition, the SoS must decide, within 28 days of the end of the objection period, whether to hold a public inquiry, a hearing, or whether to carry out 'exchanges of written representations' between everyone involved. On occasion, the aforesaid mentioned 28 day period may be extended by the SoS if it is thought that matters can still be resolved by further negotiation for example.
20. If there are many objections to the application, or more complicated issues are raised, the Secretary of State is likely to arrange for a public inquiry
21. The above notwithstanding, if the Council submits an objection to the application, as a statutory objector, the council would have the right to have the objection heard before an independent inspector appointed by the SoS at a public inquiry or a less formal (but still public) hearing. If a public inquiry is held anyone, not just the council, would be entitled to speak at it. An unaccompanied/ accompanied site visit would also be held by the inspector.
22. If the council decides not to object and there is no other opposition to the application, the SoS of State can proceed to give their decision based on the information contained in the TWA application.

Timescales

23. If a public inquiry is held, it may be 6 months or more from the date of the application before the inquiry opens. The inspector will then write a report, and the Secretary of State will consider the report and come to a decision. The written representations procedure normally provides a quicker route to a decision.
24. At the decision stage, the following target timescales for issuing the Secretary of State's decision for the application are usually:
 - if no objections are made, within 3 months from the end of the objection period
 - if all objections made are withdrawn, within 3 months from when the last objection is withdrawn
 - if the application is dealt with by written representations, within 4 months after the end of the written exchanges

- if a hearing is held, within 6 months from when we receive the report of the hearing
- if a public inquiry is held, within 6 months from when we receive the inspector's report

25. It should be noted that from first submission of the TWA application by Network Rail it may take 6+ months before a public inquiry is held. It is therefore unlikely that Network Rail will be able to proceed as planned (with or without amendments to the design of the footbridge) within a year of submitting the TWA application to the Secretary of State.
26. The above timescales are likely to cause a delay to the Trans-Pennine Route Upgrade (east), and also increased costs that the delay would bring.

Council Plan

27. As set out in the Council Plan 2019 - 2023 - Making History, Building Communities, two of our key outcomes are: Getting around sustainably and Good Health and wellbeing.
28. Getting around sustainably – Following the 2021 Review the Council is to 'Review city-wide public transport options, identifying opportunities for improvements in walking and cycling, rail, buses and rapid transit, which lay the groundwork for the new Local Transport Plan' so that in 4 years' time 'More people will travel by sustainable means, such as walking, cycling and clean public transport throughout the year'.
29. Good Health and Wellbeing – Following the 2021 Review the council is to ensure that 'Open spaces will be available to all for sports and physical activity, including healthy walking, outdoor gyms and green spaces, which improve both physical and mental health and wellbeing' so that in 4 years' time, 'We will increase the emphasis on the wider determinants of health, by understanding that how the city runs, how people live their lives and interact with one another and the way the Council creates, protects and enhances the environment which has positive impacts on the health and wellbeing of York's population' and 'Health and wellbeing will continue to be a key driver in everything we do as a city - from the design of housing and infrastructure through to ensuring that transport options meet the needs of the most vulnerable'.

Implications

- **Financial-** Those who take part in an inquiry are normally expected to meet their own costs. However, there may be limited exceptions. Network Rail will be required to meet the cost of the inquiry venue and costs associated with it. The Council would be required to meet its own costs, including legal and officer costs. These would need to be funded from the Rights of Way budget.

If there are relatively few objections, and no statutory objector wishes to use their right to be heard, rather than hold a public inquiry, the SoS may deal with the application on the basis of written submissions alone. This usually provides a quicker route to a decision and is less costly and time-consuming for everyone involved.

Going forward any footbridge installed over the railway line would be maintained by Network Rail. The Council as highway authority would maintain any new footpath diversion links as a result of the diversion.

- **Human Resources (HR)** – Either option will be met using existing staff resources, although Legal representation and or consultants with specialist knowledge may be required.
- **Equalities** - The Council needs to take into account and have due regard for the Public Sector Equality Duty (PSED) under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions). Having 'due regard' involves consciously thinking about the aims of the PSED as part of the process of decision-making. The PSED is a positive duty to eliminate discrimination, advance opportunity or foster good relations. It should ensure that decisions which may impact on equality are taken from an informed position. A fair and proportionate balance has to be found between the needs of people with protected characteristics and the interests of the community as a whole.

Initial comments from the Council's Access Officer indicate that putting in a ramped crossing would improve the accessibility of the

public path for walkers, wheelchair users, people with pushchairs etc and open it up to more users in the future.

An Equalities Impact Assessment was undertaken by the council to assess Network Rail's previous HA80 s119A application. Network Rail carried out their own Equality Impact Assessment for their application. As the principle party for the TWA Order application, Network Rail should undertake and present an Equality Impact Assessment.

- **Legal** – An order made under the Transport and Works Act 1992 (the TWA) is the usual way of authorising a new railway or tramway scheme in England and Wales.

Promoters of schemes, in this case Network Rail, often need a wide range of powers to put schemes into practice. A TWA Order gives these powers which include compulsory powers to buy land or to close highways such as in this case a public right of way. Network Rail have indicated that the TWA Order application they plan to make will be to:

- gain authorisation the closure of the level crossing at Copmanthorpe;
- divert Public Footpath, Copmanthorpe No 2 over the proposed stepped footbridge at Beckett's Crossing
- To gain permanent and temporary possession of land to facilitate the diversion

Applications for TWA orders are made to the relevant Secretary of State, in this case the Secretary of State for Transport. The procedure that must be followed allows any interested person to have their say before the Secretary of State.

The purpose of the TWA Order application procedure is to allow the Secretary of State to come to an informed view on whether it is in the public interest to make a TWA order.

The Secretary of State will make a decision only after considering all the comments made — sometimes through a public inquiry. TWA orders can be made (with or without amendments) or be rejected.

As statutory consultees, if the council submit an objection to the TWA Order application the council is considered to be a statutory objector and has the right for the objection to be heard before an independent inspector appointed by the SoS at a public inquiry.

- **Crime and Disorder** – There is the possibility that the provision of a footbridge across the railway line may attract ASB to the location.
- **Information Technology (IT)** – No implications identified
- **Property** – Council property is not affected by either option
- **Other** – Outline planning permission has been granted at York Field for 160 houses. Some improvements to the section of Yorkfield Lane leading up to Beckett's Crossing are planned. The housing profile for the development has not yet been determined but use of the footpath is likely to increase as people take advantage of it for the recreational, health and well-being benefits it presents.

Risk Management

30. A key part of the considerations is the safety and risk of the current crossing arrangements. These need to be weighed against the equality impacts of Networks Rail's proposal for a non-ramped bridge.

Contact Details

Author:

Alison Newbould
Rights of Way Officer
Rights of Way
Tel No.

Chief Officer Responsible for the report:

James Gilchrist
Director Environment, Transport and
Planning

Co-Author's Name
Title
Dept Name
Tel No.

Report **Date** [Insert Date]
Approved

Specialist Implications Officer(s) List information for all

Financial:
Patrick Looker
Head of Service Finance
Tel No. Ext 1633

Legal:
Sandra Branigan
Senior Solicitor
Tel No. Ext 1040

Wards Affected: Copmanthorpe

All

For further information please contact the author of the report

Background Papers:

- Transport and Works Act Orders – A Brief Guide (2013)
<https://www.gov.uk/government/publications/transport-and-works-act-orders-a-brief-guide-2006/transport-and-works-act-orders-a-brief-guide>
- Report_Decision Session Executive Member for Transport PROW – Copmanthorpe Level Crossing Closure, proposed diversion of Public Footpath Copmanthorpe No2
<https://democracy.york.gov.uk/documents/s158937/Copmanthorpe%20report.pdf>
- Executive Member Report Decision details_
<https://democracy.york.gov.uk/ieDecisionDetails.aspx?AllId=62197>
- Equality Impact Assessment
<https://democracy.york.gov.uk/documents/s158941/Annex%20EqIA%20Final.pdf>

Annexes

Annex 1: Location Plan

Annex 2: Proposed diversion plan

List of Abbreviations used in this report

CYC – City of York Council

DfT – Department for Transport

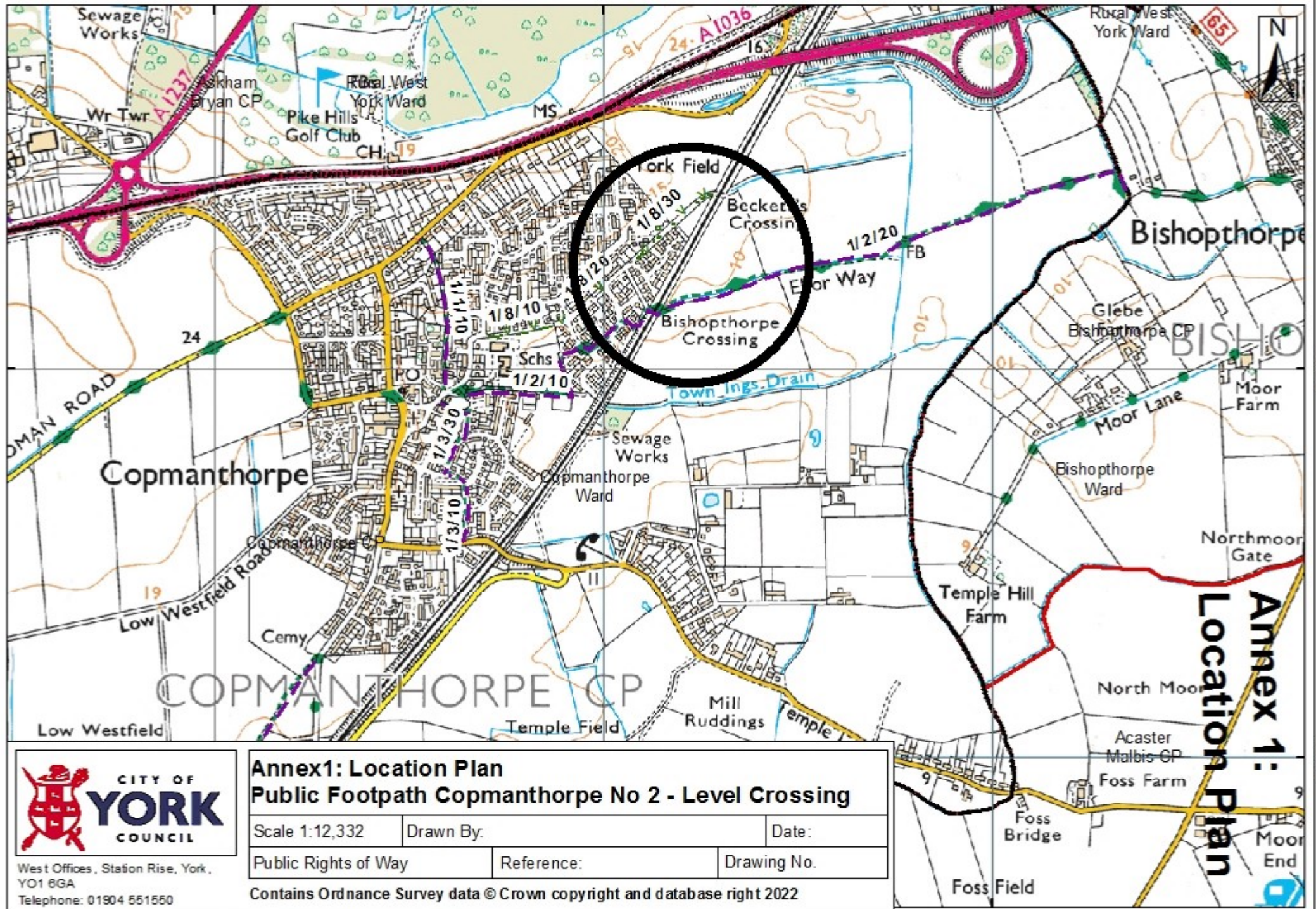
EA – Equality Act 2010

HA80 s119A – Highways Act 1980 s119A Rail Crossing Order

SoS – Secretary of State for Transport

TWA – Transport and Works Act 1992

This page is intentionally left blank



447000

447000

446000

446000



West Offices, Station Rise, York,
YO1 6GA
Telephone: 01904 551550

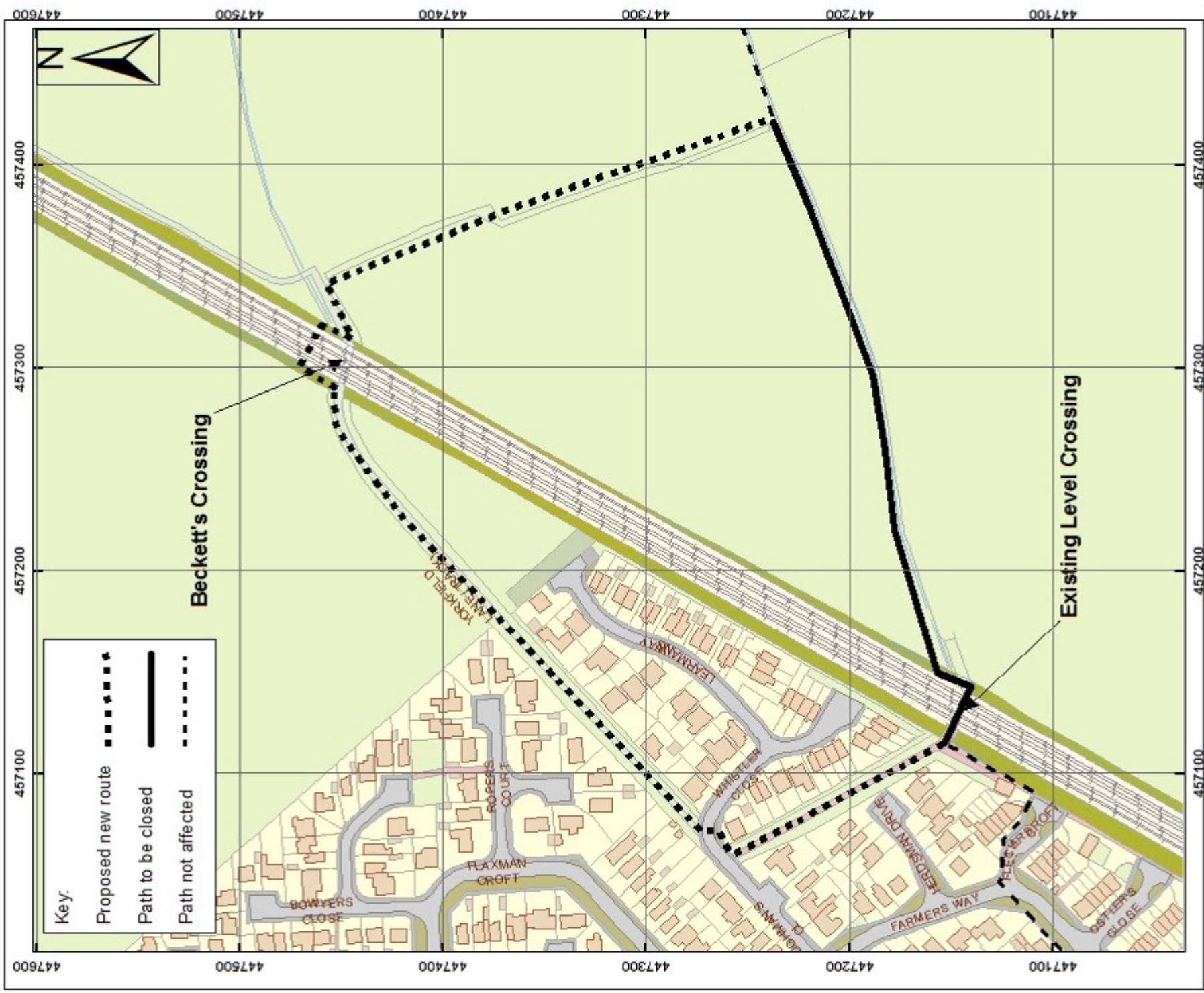
Annex 1: Location Plan
Public Footpath Copmanthorpe No 2 - Level Crossing

Scale 1:12,332	Drawn By:	Date:
Public Rights of Way	Reference:	Drawing No.

Contains Ordnance Survey data © Crown copyright and database right 2022

This page is intentionally left blank

Annex 2: Proposed diversion route



West Offices, Station Rise, York,
YO1 6GA
Telephone: 01904 551550

Annex 2: Proposed diversion route

Scale 1:2,500	Drawn By:	Date:
Public Rights of Way	Reference:	Drawing No.

Contains Ordnance Survey data © Crown copyright and database right 2022

This page is intentionally left blank



Decision Session – Executive Member for Transport**14 March 2023**

Report of the Director of Environment, Transport & Planning

Residents Parking Schemes and Low Traffic Neighbourhood Updates**Summary**

1. The Report provides an update on the waiting list for residents parking schemes and low traffic neighbourhoods requests.

Recommendations

2. The Executive Member is asked to acknowledge that petitions submitted will be filtered into one stream of work and progressed in the order that they are received:
 - Resident Parking Request for Wellington, Gordon, Willis and Wolsley Streets
 - Environmental Weight Limit Request for Elvington
 - Resident Parking Request for Yearsley Grove
 - Low Traffic Neighbourhood for St Paul's Square
 - Resident Parking Request for Government House Road
 - Resident Parking Request for Compton Street, Grove View & Rosslyn Street
 - Resident Parking Request for Huntington Road Area (Oakville Street, Kitchener Street & Ashville Street)
 - Resident Parking Request for Highcliffe Court
 - Low Traffic Neighbourhood for Westminster Road, Greencliffe Drive and The Avenue
 - Low Traffic Neighbourhood for St Benedict Road
 - Low Traffic Neighbourhood for The Old Village, Huntington
 - Low Traffic Neighbourhood for Church Street, Dunnington

Reason: This will help provide a better oversight of work programs and not give an unrealistic timescale for progression of requests.

Background

3. At present there are 7 areas on the waiting list for Residents Parking Areas and 4 areas on the waiting list for Low Traffic Neighbourhood. These requests have been put on waiting lists following the submission of petitions from residents to request the area either become a residents parking area or changes are made to the highway to create a low traffic neighbourhood.
4. Since January 2022 the Council have dealt with 8 requests for Residents Parking zones and Low Traffic Neighbourhoods, not all of the requests have been implemented, as following further consultation with residents the projects were not what the residents would like. Residents parking Scheme are resident led, so they do not progress without a majority approval from the residents within the area. The petitions submitted do not always provide the views of the whole street/area and requests do not all ways progress to implementation.
5. The process for implementation of a residents parking scheme can take a long time with several consultations undertaken, the process is as follows:
 - Petition submitted
 - Petition acknowledged at Executive Member Decision Session and added to waiting list
 - Area reaches the top of waiting list, consultation is undertaken to propose a draft scheme, sent to all properties in the area
 - Consultation responses reviewed and reported back to Executive Member Transport with recommendation if the proposal should progress
 - Statutory consultation undertaken to advertise the proposed amendment to the Traffic Regulation Order (TRO) for the introduction of the Residents parking scheme
 - Any objections to the proposed TRO reported back to Executive Member Transport with recommendation if the proposal should progress
 - Scheme implementation
6. The above process is similar for the introduction of a Low Traffic Neighbourhood.

7. There has been a number of requests submitted in the last year, which has led to the council to propose making the decision to group the waiting lists together to create one work stream and progress the requests in order of receipt.

Options

8. Option 1: Approve the creation of one waiting list for Residents Parking Schemes and Low Traffic Neighbourhood, with each project progressed in the order that the petitions were submitted, which would make the current waiting list:

- Resident Parking Request for Wellington, Gordon, Willis and Wolsley Streets
- Environmental Weight Limit Request for Elvington
- Resident Parking Request for Yearsley Grove
- Low Traffic Neighbourhood for St Paul's Square
- Resident Parking Request for Government House Road
- Resident Parking Request for Compton Street, Grove View & Rosslyn Street
- Resident Parking Request for Huntington Road Area (Oakville Street, Kitchener Street & Ashville Street)
- Resident Parking Request for Highcliffe Court
- Low Traffic Neighbourhood for Westminster Road, Greencliffe Drive and The Avenue
- Low Traffic Neighbourhood for St Benedict Road
- Low Traffic Neighbourhood for The Old Village, Huntington
- Low Traffic Neighbourhood for Church Street, Dunnington

Reason: This is the recommended option as it will help provide a better oversight of work programs and not give an unrealistic timescale for progression of requests.

9. Option 2: Continue with separate waiting lists for Residents Parking Schemes and Low Traffic Neighbourhoods.

Reason: This is not the recommended option as it will lead to greater demand on officers to progress schemes and put unnecessary pressure on officers to progress requests.

Council Plan

10. The Council Plan has Eight Key Outcomes:

- Well-paid jobs and an inclusive economy
- A greener and cleaner city
- Getting around sustainably
- Good health and wellbeing
- Safe communities and culture for all
- Creating homes and world-class infrastructure
- A better start for children and young people
- An open and effective council

11. The recommended proposal contributes to the Council being an open and effective Council as it responds to the request from the residents in a positive way.

Implications

12. The report has the following implications:

Financial – There are no specific financial implications arising from the report. The cost of progressing the schemes is met within the Transport Service budgets. The level of resources is limited which is a reason for the clear prioritisation of schemes.

Human Resources (HR) – There are no implication associated with this report.

Equalities – The Council recognises its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions). Equalities Impact assessments will be carried out where work is taken forward on schemes as a result of this report.

Legal – The proposed projects referred to above will have legal implications when they are progressed, such as the need to make Traffic Regulation orders pursuant to the Council's statutory powers.

Crime and Disorder – There are no implications around the decisions in this report.

Information Technology (IT) – There are no implications around the decisions in this report.

Property – There are no implications around the decisions in this report.

Other – There are no other implications identified.

Risk Management

13. The risks associated with the delivery of the proposals listed within this report will be managed during each individual project.

Contact Details

Author:

Darren Hobson
Traffic Management Team
Leader
Transport
Tel No. (01904) 551367

Chief Officer Responsible for the report:

James Gilchrist
Director for Transport, Highways and
Environment

Report **Date** [Insert Date]
Approved

Specialist Implications Officer(s) List information for all

Financial:
Patrick Looker
Finance Manager
01904 551633

Legal:
Cathryn Moore
Legal Manager
01904 552487

Wards Affected:

All

For further information please contact the author of the report

This page is intentionally left blank



Decision Session – Executive Member for Transport**14 March 2023**

Report of the Director of Transport, Environment and Planning

Micromobility Trial Update**Summary**

1. This paper provides an update and review of the micromobility trial in York since the trial launched in October 2020.

Recommendations

2. That the Executive Member for Transport notes:
 - a. The Department for Transport (“DfT”) has recently published its ‘National evaluation of e-scooter trials report’ covering data up to December 2021. The evaluation report examines how and why rental e-scooters are used, and by whom, as well as safety, mode shift, environmental and wider social impacts.
 - b. The Transport Bill has been postponed and details on the timing of its planned legislation on the Future of Transport, including for micromobility, are yet to be announced.
 - c. Another report will be presented to the Executive Member for Transport Decision Session once further details of the legislative changes impacting micromobility are announced.
 - d. The micromobility trial in York continues to be successful to date, with 2022 being the most successful year in terms of growth in e-scooter and e-bike usage.
 - e. As agreed at the Executive Member for Transport Decision Session on 19th July 2022, the Council will continue with the micromobility trial until 31st May 2024.

Background

3. The Department for Transport (DfT) is coordinating regulated micromobility trials that allow people in certain areas of England to rent an e-scooter. The trials have the objectives of informing future policy (including legislation), helping gather evidence on their impacts, contributing to the understanding of the effectiveness of COVID-19 policy responses, and learning implementation lessons.
4. The decision for York to participate in the DfT's e-scooter trials was made on the 8th September 2020 at the Executive Member for Transport Decision Session. The trials were designed to support a 'green' restart of local travel and help mitigate the impact of reduced public transport capacity, providing a sustainable mode of transport around the city.
5. The Council entered into a concessionary arrangement with TIER Operations Ltd to deliver the trial following a competitive tender exercise, with the trial commencing in York in October 2020. The e-scooters have been introduced in a phased approach, gradually increasing the service area and the number of e-scooters available. The service area includes provision at the University of York, York Hospital, York St John's University, and several city centre locations. This has also expanded into other areas of the city including Clifton, South Bank and Hull Road, with plans to continue expansion past the outer ring road, starting initially in Poppleton, Haxby and Wigginton.
6. The decision to extend the trial to include e-bikes was made in January 2021 at the Executive Member for Transport Decision Session, and to expand the service area beyond the outer ring road, in May 2021.
7. Under the DfT proposal the trials were originally due to last for a period of 12 months until October 2021, in order that a report on the trials could be drafted and sent to ministers to draft legislation for the use of both hired and private e-scooters. However, the DfT approved an extension of the trial to run until 31st March 2022. On the 22nd June 2021, at the Executive Member for Transport Decision Session, the Council approved the continuation of the micromobility trial in York, in line with this DfT extension.
8. Following this, the DfT approved a further extension of the trial to run until the 30th November 2022. On the 14th February 2022, at the Executive Member for Transport Decision Session, the Council approved the

continuation of the micromobility trial in York, in line with the DfT extension.

9. In May 2022, in the Queen's Speech, it was announced that the Government intends to introduce legislation on the future of transport as part of a Transport Bill. It is anticipated that this will address the future of e-scooters including creating a new low-speed zero-emission vehicle category and introducing legislation for Local Authorities to manage rental operations for share schemes (bikes, e-bikes, e-scooters).
10. On the 28th June 2022, the Council received a further letter from the DfT advising that Ministers had approved an 18 month extension to the trial until the 31st May 2024. The extension of the trial by the DfT allows additional time for all trial areas to reach expected capacity of e-scooters and for the DfT to gather additional data to inform future legislation.
11. At the Executive Member for Transport Decision Session on 19th July 2022, the Council agreed to continue with the micromobility trial in line with the DfT guidance in York until 31st May 2024. The Council agreed that the current operator, TIER, would remain the sole provider in York until the end of the trial period on 31st May 2024.
12. On 15th December 2022, the DfT published its 'National evaluation of e-scooter trials report'. The report is an independent evaluation of the e-scooter trials covering data up to December 2021. The report, which was commissioned by the DfT, was produced by Arup, NatCen, and Valtech and examined how and why rental e-scooters are used, and by whom, as well as safety, mode shift, environmental and wider social impacts. The report does not cover private e-scooter use; however, it is recognised that private use is widespread and that this may affect the perceptions of the trials on behalf of non-users and the recording of safety data.
13. At the time of writing, the proposed Transport Bill has been postponed and details on the timing of the Government's planned legislation are yet to be announced. It is proposed that another report will be presented to the Executive Member for Transport Decision Session once further details are announced.

DfT Micromobility Trial Update

14. This report presents the first update on the micromobility trial in York since the Executive Member for Transport Decision Session in July 2022.

15. The DfT micromobility trial in York continues to be successful to date. This has been facilitated by the delivery partner and operator, TIER, who have brought a high quality, safety-focused, collaborative, and inclusive approach to managing micromobility in the city and the measured way in which the trial has been undertaken.
16. The availability of this new mode of transport in York has proven popular, evidenced by the high levels of usage of e-scooters and e-bikes throughout the trial. As of February 2023, there have been 350,000 total trips, 42,000 total riders, and a cumulative ride distance of over 900,000km. Currently, there are 500 active e-scooters and 150 active e-bikes in York. TIER, as agreed are looking at rolling out further e-bikes and e-scooters throughout the next year with an upper agreed limit of 1000. TIER forecast a peak of 900 active vehicles in 2023, including 600 e-scooters and 300 e-bikes.
17. 2022 has been the most successful year of the trial to date in terms of growth in e-scooter and e-bike usage across York. Throughout 2022, there had been 184,981 total trips, and 23,198 total riders using TIER's vehicles, with a monthly peak of 4976 riders in October 2022. The total rides in 2022 account for over half of total rides since the trial began, demonstrating the significant growth throughout 2022. The riders per rider in 2022 was calculated at 7.97, and 25% of rides in the year were with a monthly subscription.
18. Since the trial launched in October 2020, TIER have received 369 comments from residents. The top three reasons for complaints are reports of pavement riding, tandem riding, and irresponsible riding. Upon receipt of a complaint, TIER identifies the rider and issues a sanction. Since launch, TIER have issued 151 warnings and blocked 57 accounts.
19. The following sections below provide an update on key areas of the trial such as safety, parking, environmental impacts, and accessibility.

Safety

20. The initial brief from the Council for the micromobility trial placed a strong focus on safety including:
 - a. Measures to mitigate the spread of COVID-19 in a shared asset;
 - b. Helmets provided with each e-scooter and e-bike;
 - c. Geo-fenced service areas to ensure the e-scooters cannot operate in prohibited areas and that the maximum speed is reduced in certain areas where there is a risk of conflict with pedestrians;

- d. Allocated parking areas to reduce street clutter and related risks and to control where e-scooters and e-bikes are parked;
 - e. Having a mechanism to ensure the rider is old enough to use the e-scooter;
 - f. Having a clear way of identifying each individual e-scooter or e-bike so residents can report issues with usage such as pavement riding and tandem riding and responsible riding can be monitored.
21. Several safety features are in place in the York micromobility trial. To ensure vehicle safety, e-scooters have to pass a series of tests and be of approved specification in order to receive a Vehicle Special Order (“VSO”) under section 44 of the Road Traffic Act 1988 by the Vehicle Certification Agency and be permitted to be used on the public highway.
22. Geofencing is used to automatically restrict the use of TIER e-scooters outside of the approved trial zone. TIER also proactively limit vehicle speed in dense pedestrian areas, parks, nearby schools, no-ride zones, and in areas that CYC and other interest groups deem appropriate. To ensure user safety, speed reductions are applied gradually to prevent a sudden stop.
23. TIER have also undertaken a number of safety campaigns including in-person training, guidance and anti-drinking and riding campaigns. TIER tailor their in-app anti-drinking and riding communications so that they can remind riders about the dangers of drinking riding when they are most likely to consider it, without it becoming general background ‘app noise’. Drink riding communications include both regular reminders and the new interactive DUI test.
24. Over the festive period and New Year’s Eve (22nd Dec 2022 – 1st Jan 2023), TIER increased the frequency of their in-app messaging, prompting riders who may have had a drink to take a taxi. In addition to this, the DUI game was deployed on two key dates (30th and 31st December, 9pm until 5am) to act as a further deterrent for riders. TIER will be running a series of safety training events in Spring and Summer 2023 and will be distributing promotional materials and codes to encourage usage.
25. The number of incidents and accidents has been relatively low. There have been 18 accidents during the trial between October 2020 to March 2023) of which 14 resulted in injuries. Where riders have been seen to be using the e-scooters without the proper license requirements or have been riding the e-scooters in an inappropriate manner, riders have been

either given a warning or had their account blocked if required. In total, over the course of the trial, TIER have issued 151 warnings and blocked 57 accounts.

26. Throughout the trial, TIER have provided helmets on the e-scooters inside a black box on the stem of the vehicle. These are no longer provided on every scooter due to poor usage. Similar to cycling, helmets are not a legal requirement but wearing a helmet is encouraged. TIER will continue to distribute helmets to those who participate in safety training events.

Parking

27. Within York, a mandatory parking model has been adopted whereby users are only permitted to park vehicles within designated parking bays which are marked both in TIER's smartphone app and with physical street markings. Using geofencing technology, riders cannot end their journeys until the e-scooter or e-bike is detected as parked within a designated parking bay.
28. Within the TIER app, a built-in map is provided for users which displays no parking, mandatory and incentivised parking zones. At the time of writing, there are 141 mandatory parking bays in York located across thirteen wards including:
 - Acomb
 - Clifton
 - Dringhouses and Woodthorpe
 - Fishergate
 - Guildhall
 - Heworth
 - Holgate
 - Hull Road
 - Huntington and New Earswick Ward
 - Micklegate
 - Rawcliffe and Clifton Without
 - Rural West York
 - Westfield
29. TIER are responsible for identifying, designing, and implementing potential parking bay locations. As part of their scoping process, TIER assess the suitability of parking locations against a wide range of criteria derived from experience and best practice. Consideration of accessibility

and equality is a key part of any assessment conducted by TIER. This is to ensure that parking locations are located and designed in a way that ensures equal access to public space for all pedestrians, including those with mobility restrictions. TIER are required to submit any proposals and designs for additional parking bays that are located on adopted highway and/or council property to the Council for further review by officers and consultation with ward councillors. Following this, a decision is made to either approve or reject each proposal.

30. In 2023, TIER have set a target to increase the number of parking bays across York to 180. Beginning in early December, TIER have been undertaking a large-scale scoping exercise to identify proposals for additional suitable parking bays across York. A particular focus has been placed on identifying suitable parking locations in areas with high demand for e-scooters and that are currently underserved with suitable parking bays, such as Huntington and Acomb. TIER will also focus on improving the density of parking bays in the city centre to make the service more convenient to users. Furthermore, TIER plans to expand its parking provision to wards beyond the outer ring road, starting initially in Poppleton, Haxby and Wigginton.
31. The Council has received the first round of parking bay proposals and is in the process of undertaking an extensive officer-led review and ward councillor consultation to assess the suitability of these proposals.

Environmental Impacts

32. Shared micromobility can be an important contributor to transport decarbonisation encouraging mode shift from private cars, improving air quality, and reducing congestion. This is particularly pertinent in York with the Council committed to reducing carbon emissions to net zero by 2030 across the City of York. Due to their small size and low energy demand, micromobility such as e-scooters and e-bikes are considered as a space efficient and low carbon alternative for mobility in cities.
33. E-scooters provide a flexible and green alternative mode of travel for shorter trips, particularly first and last journey trips connecting to transport hubs and local attractions. The average ride duration in York is 12 minutes and the average distance per ride is 2.7km.
34. TIER e-scooters are equipped with swappable batteries that can be changed on the spot rather than transporting entire scooters back and forth to TIER's warehouses. This allows for greener operations, with less

service trips for charging and deploying scooters. All TIER vehicles used for operations are electric and TIER are a climate-neutral e-scooter operator.

35. TIER calculate that e-bike and e-scooter trips in York have replaced 146,000km of car trips contributing to a reduction of 24,326 kgCO₂e. Total avoided CO₂e emissions are calculated by comparing the emissions savings per passenger per kilometre between a car and a TIER e-scooter or e-bike using life-cycle analysis (LCA).

Accessibility

36. In November 2021, the Executive approved an action plan to improve City Centre Access. This was developed after extensive public and stakeholder engagement. Access to mobility aids was identified as being one of the barriers for people with disabilities being able to travel longer distances independently. An action was agreed to work with TIER to explore the roll out of mobility aids at key points across the city. The council has no formal contract with TIER to request or instruct a service. However, the council continues to highlight the benefits of introducing a mobility aid as part of the TIER service in York.
37. At the Executive Member for Transport Decision Session on 22 March 2022, an update was provided on the progress of the action plan implementation. Since this update, TIER is continuing to engage with national disability organisations and groups to understand the needs of disabled people in accessing and adapting vehicles. TIER are also piloting a rental programme for wheelchair-accessible e-scooters in France to understand how their adapted scooters can improve accessibility for wheelchair users. TIER have partnered with OMNI, a French start-up, who have developed a solution that allows a wheelchair to attach to an e-scooter through a universal fixing.
38. The council will continue to work with TIER to explore the potential for providing wheelchair-accessible e-scooters across York.

Consultation

39. A wide range of stakeholders have been engaged throughout the micromobility trials. Two such examples are the University of York and York Hospital who have been consulted throughout and are supportive of the trial. The University are interested in how the trial can support student travel across campus, into the city centre and reduce car travel, whilst the

Hospital are also interested in how e-scooters and e-bikes support patient and staff travel given limited parking.

40. TIER consult with other groups including York Sight Loss Council to ensure the service does not adversely impact those with a visual impairment. North Yorkshire Police are consulted on a regular basis to improve the service and tackle any issues caused by the service. Local landowners such as Sustrans have also been consulted throughout to ensure appropriate authority and feedback on use of the e-scooters and e-bikes is obtained.
41. Bi-monthly updates are given at a stakeholder meeting with parties such as those just listed, in order to inform of new plans, current uptake and actions from their feedback.
42. Internal to the Council, Transport Systems, Transport Policy, Network Management, Street-works Planning and Parking Services teams have been consulted and kept informed of the trial operations.
43. As identified in section 29, TIER are required to submit any proposals and designs for additional parking bays that are located on adopted highway and/or council property to the Council for further review. First, an officer team has been assembled to review whether there are any potential safety, conservation, or land ownership issues which may impact the suitability of each proposed parking proposal. Next, any proposed parking locations that receive approval following officer review will be submitted for consultation with local ward councillors. This provides an opportunity for ward councillors to share local knowledge, raise objections, and suggest changes or modifications to design proposals. Only parking locations that have been approved following this process will be implemented by TIER.

Council Plan

44. The trial contributes to the City of York's Council Plan priorities of 'getting around sustainably' and towards creating 'a greener and cleaner city'. The micromobility trial also supports the council's aim to become net zero by 2030 by encouraging the shift from private cars to more sustainable and low-carbon transport alternatives.

Implications

Financial

45. There has been no direct cost to the council from the micromobility trial with costs being met by the operator. There are no financial implications arising from the recommendations in this report.

Human Resources (HR)

46. There are no implications around the decisions in this report.

Equalities

47. The Council recognises its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions. The latest version of the Equalities Impact Assessment is attached.

Legal

48. TIER entered into a concessionary arrangement with the Council to deliver the trial under which the Council entrusted the delivery of the scooter and e-bike hire service to TIER. These arrangements are in accordance with the Council's obligations in respect of procurement under the Public Contracts Regulations 2015 and the Contract Procedure Rules.
49. The concessionary arrangements with TIER ensure that product liability insurance is in place that covers injury and damage as a result of defective scooters and have third-party liability insurance to cover damage and injury to third parties caused by scooters ridden by their customers.

Crime and Disorder

50. There are no implications around the decisions in this report.

Information Technology (IT)

51. There are no implications around the decisions in this report.

Property

52. There are no implications around the decisions in this report.

Other

53. There are no other implications identified.

Risk Management

54. The trials risks and issues are recorded within CYC and TIER risk registers and managed by the CYC Transport team and TIER respectively.

Contact Details

Author:

Alex Eburne
Sustainability Project Manager
Highways and Transport

Chief Officer Responsible for the report:

James Gilchrist
Director of Transport, Planning and
Environment

Report **Date** 03/03/2023
Approved

Specialist Implications Officer(s):

Financial Implications: Patrick Looker, Finance Manager

Equalities Implications: Cathryn Moore, Corporate Business Partner (Legal)

Legal Implications: Cathryn Moore, Corporate Business Partner (Legal)

Wards Affected: All wards

All

For further information please contact the author of the report

Background Papers:

Decision Session - Executive Member for Transport: 8 September 2020 –
https://democracy.york.gov.uk/documents/s141992/Micromobility%20trials_Transport%20decision%20sessionv0.3.pdf

Decision Session - Executive Member for Transport: 18 January 2021 –
<https://democracy.york.gov.uk/documents/s145187/Update%20on%20the%20E-scooter%20trials%20report.pdf>

Decision Session – Executive Member for Transport: 11 May 2021 –
<https://democracy.york.gov.uk/documents/s149589/Update%20on%20the%20E-scooter%20and%20e-bike%20trials.pdf>

Decision Session – Executive Member for Transport: 22 June 2021 –
<https://democracy.york.gov.uk/documents/s150508/Review%20of%20Escooter%20and%20Ebike%20trials%20to%20date.pdf>

Decision Session – Executive Member for Transport: 14 February 2022 -
https://democracy.york.gov.uk/documents/s156481/E_Scooter%20Report.pdf

Decision Session – Executive Member for Transport: 22 March 2022 -
<https://democracy.york.gov.uk/documents/s157821/City%20Centre%20Access%20update%20Report.pdf>

Decision Session – Executive Member for Transport: 19 July 2022 -
<https://democracy.york.gov.uk/documents/s160769/EMDS%20July%202022%20eScooters%20.pdf>

DfT National evaluation of e-scooter trials report -
<https://www.gov.uk/government/publications/national-evaluation-of-e-scooter-trials-report>

Executive: 18 November 2021 -
<https://democracy.york.gov.uk/ieDecisionDetails.aspx?AllId=60466>

Annexes

Annex A – Equalities Impact Assessment

List of Abbreviations Used in this Report

CO₂e – Carbon Dioxide Equivalent

CYC – City of York Council

DfT – Department for Transport

VSO – Vehicle Special Order

This page is intentionally left blank

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Economy and Place		
Service Area:	Smart Transport		
Name of the proposal :	Micromobility trial		
Lead officer:	Alex Eburne, Sustainability Project Manager		
Date assessment completed:	03/03/2023		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Jessica Hall	York City Manager	TIER	E-scooter and E-bike City Manager
Dave Atkinson	Head of Highways and Transport	CYC	Head of Highways and Transport at CYC and senior responsible officer for the trial.

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	<p>The e-scooter and e-bike (micro-mobility) trial provides e-scooters and e-bikes for short-term hire in York.</p> <p>The main objectives are to:</p> <ul style="list-style-type: none">- Deliver a sustainable travel alternative to residents and visitors to York by providing access to shared e-scooters and e-bikes;- Support reopening of the city centre and reduce the need for car travel;- Support reduced capacity of buses due to COVID-19 measures;- Support reopening of York’s universities and colleges.

1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	<p>The York trial of e-scooters and e-bikes is part of a national micromobility trial led by the Department for Transport (DfT). The decision for York to participate in the DfT's trials was made on the 8th September 2020 at the Executive Member for Transport Decision Session. The micromobility trial was initially scheduled for a 12-month period, however, the trial has since been extended until the 31st May 2024.</p> <p>In May 2022, in the Queen's Speech, it was announced that the Government intends to introduce legislation on the future of transport as part of a Transport Bill. It is anticipated that this will tackle the future of e-scooters including creating a new low-speed zero-emission vehicle category and introducing legislation for Local Authorities to manage rental operations for share schemes (bikes, e-bikes, e-scooters).</p> <p>At the time of writing, the Transport Bill has been postponed and details on the timing of its planned legislation on the Future of Transport, including for micromobility, are yet to be announced.</p>

1.3	Who are the stakeholders and what are their interests?
	<p>The City of York Council have partnered with the University of York and York Hospital as part of the trial.</p> <ul style="list-style-type: none"> • University of York and York St John’s University – interest in supporting student and staff travel • York’s colleges (as trial expands to these areas) • York Hospital – supporting staff and patient travel • City of York Council – supporting sustainable travel options around the city • Thomas Pocklington Trust, My Sight York, Wilberforce Trust – ensuring safety for the visually impaired community • York Disability Rights Forum – ensuring equal access and safety for those with disabilities who live or work in York. • North Yorkshire Police – ensuring safety for users and non-users of the e-scooter service

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>The e-scooter and e-bike trial aims to support a ‘green’ restart of local travel and to help mitigate the impact of reduced public transport capacity from COVID, as outlined by the Department for Transport. The multi-mobility proposal for e-scooters and e-bikes contribute to support COVID response and contribute to the City of York’s local objectives, including;</p> <ul style="list-style-type: none"> • the council’s ambition to create a people-focused city centre;

- the council's commitment to be carbon neutral by 2030;
- the council's history of delivery and ambition for sustainable travel, including provision of on-demand and shared transport;
- the council's plans for addressing air quality, including through modal shift;
- the introduction of the UK's first voluntary clean air zone in January 2020, initially targeting buses that frequently pass through the city;
- the adoption of the council's Public EV Charging Strategy in March 2020 to expand EV charging infrastructure;
- the council's ambition to be a leader in intelligent transport systems (STEP), connected and autonomous mobility and future mobility;
- COVID-19 response and providing safe sustainable alternatives to support public transport.

For York in the short-term, e-scooters and e-bikes support sustainable transport measures as the city centre, businesses and the universities re-open following COVID restrictions. Adherence to social distancing has led to reduced bus capacity, with usage also low. Car use is being promoted as a safe form of travel, alongside active travel (walking and cycling). Shared e-scooters and e-bikes provide an alternative option to car use into and around the city centre, supporting commuter travel.

The e-scooter and e-bike contributes to the Council Plan objectives of 'getting around sustainably' and 'a greener and cleaner city' through provision of a sustainable, shared transport option for visitors and residents. TIER who are providing the service in York are also a climate-neutral e-scooter operator.

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
TIER	TIER have engaged at a local and national level with organisations representing the visually impaired, and share discussion outputs with CYC where relevant. TIER will be undertaking a survey of their users about the service in York.
National organisations for the visually impaired community	Report and recommendations from the RNIB on mitigations for design of e-scooter trials. Continued engagement between TIER and local organisations for the visually impaired community through the trial.
Department for Transport monitoring and evaluation	The Department for Transport have commissioned their own research to evaluate the impact of the trials on a national scale. This includes feedback from both users and non-users. On 15 th December 2022, the DfT published its ‘national evaluation of e-scooter trials report’. The report is an independent evaluation of the e-scooter trials covering data up to December 2021. The report, which was commissioned by the DfT, was produced by Arup, Natcen, and Valtech and examined how and why rental e-scooters are used, and by whom, as well as safety, mode shift, environmental and wider social impacts. The report does not cover private e-scooter use; however, it is recognised that private use is widespread and that this may affect the perceptions of the trials on behalf of non-users and the recording of safety data.

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 how e-scooters and e-bikes will be used in York and areas of high/low demand.		TIER are tracking usage as part of the trial and have identified areas of high demand within the current trial area. TIER will continue to track this data to identify patterns of usage. This will also aid understanding of how people move around the city and help to support areas underserved by existing public transport.	
Impact of trial on wider disability groups (both positive and negative).		Continued engagement is required by TIER and CYC and local and national organisations that represent wider disability groups (not just the visually impaired community). The council will also continue to work with TIER to explore the potential for providing wheelchair-accessible e-scooters across York.	

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)

Age	<p>E-scooters are only be able to be ridden by those who hold a valid provisional driving licence, in line with government regulation. TIER who are running the scheme in York, also require all users to be over the age of 18, therefore only those over this age would be able to ride an e-scooter. This is in line with other shared schemes such as the London cycle hire scheme.</p> <p>E-bikes are able to be ridden by those aged 16 and over and do not require a driving licence to ride.</p> <p>Setting an age limit for e-scooter and e-bike use ensures the government regulation is adhered to and maintains the safety of users and non-users.</p>	Negative	Medium
Disability	<p>E-scooters may have mixed impacts for those with disabilities. The e-scooter and e-bike shared service may have negative impacts, especially for the visually impaired community.</p> <p>There may be positive impacts for those unable to walk long distances but who are still able to ride a bike or stand on an e-scooter.</p> <p>Further evidence of impacts and mitigation of these is outlined in 5.1.</p>	Negative and Positive	High
Gender	No impacts identified	Neutral	

Gender Reassignment	No impacts identified		
Marriage and civil partnership	No impacts identified		
Pregnancy and maternity	No impacts identified		
Race	No impacts identified		
Religion and belief	No impacts identified		
Sexual orientation	No impacts identified		
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	No impacts identified		
Low income groups	<p>The shared e-scooter and e-bike scheme may provide greater access to on-demand transport across the city for those without access to a car or where are poorly served by bus routes.</p> <p>The pay-as-you-go use of the e-scooters and e-bikes may enable low-income groups to use, though the cost may also be prohibitive. TIER offer daily, weekly and monthly packages to reduce costs to regular users and are looking to partner with local job centres.</p> <p>A full or provisional driving licence is required to hire an e-scooter which is an additional cost to be able to access the</p>	Positive and Negative	Medium

	service. This is in line with government regulations. An e-bike can still be hired without a provisional or full driving licence.		
Veterans, Armed Forces Community	No impacts identified		
Other			
Impact on human rights:			
List any human rights impacted.	No impacts identified.		

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	<p>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?</p>
<p>Mitigation for adverse impacts for the disabled are outlined below. Additionally, TIER will implement slow speed zones where appropriate (e.g., in high footfall areas) to improve safety for all. The footstreets will also be a 'no go zone' with e-scooters slowing to 3mph (walking speed) if a rider does enter this area. Similarly, the pedal assist on e-bikes would also switch off if this area is entered.</p> <p>TIER will work with CYC and the visually impaired community to respond to any continuing concerns and to address these appropriately. Evidence collated by the RNIB have identified concerns that e-scooters could have on the safety, confidence and independence of blind and partially sighted people. They have set out a number of additional local rules to make e-scooters safer, some of which are outlined below (full list available here).</p> <p>Discussions have been held with local organisations representing the visually impaired. Representatives from some of these groups undertook a walk around the city centre with colleagues from CYC and TIER in August 2020 to understand their concerns, and how the impact on the visually impaired may be mitigated. This included discussion on sharing street space, features of e-scooters (current and future models), and ways of working together (with CYC and TIER) going forward. These local organisations have also been involved through the implementation of the trial, including in feeding back on parking racks designed by TIER.</p> <p>Provision of e-scooters and e-bikes may negatively impact on non-users of the service who are disabled, including the visually impaired. E-scooters and e-bikes may impact on their safety, confidence and independence, both through use of e-scooters and parking locations (e.g., if not parked properly or contribute to street clutter).</p> <p>Provision of e-scooters may positively impact those who are unable to ride a bicycle due to mobility issues but are able to stand for extended periods. Provision of e-bikes may positively impact those who are unable to ride a traditional bicycle due to the reduced physical exertion required to power the bicycle.</p>	

E-scooters and e-bikes are only allowed where cycles are allowed (i.e., roads and cycle paths). User training and in-app prompts help to promote awareness and safe riding.

Recommendations from the RNIB to make e-scooters safer have, and will continue to be taken into account, including:

Parking locations for the e-scooters and e-bikes will be discussed in collaboration with local organisations representing the visually impaired. The system is a 'docked' system, meaning that e-scooters and e-bikes can only be left in designated parking locations (seen in-app with physical markings). This reduces the chance of them causing street clutter and obstructing footways. E-scooters and e-bikes will use the same parking bays.

The helmet box light on the stem of the e-scooters is also permanently on even when parked, helping to improve visibility for the visually impaired. TIER have also improved the visibility of the ID plates, making these reflective, and providing reflective stickers with the ID on the sides of the scooter. This also aids with visibility of e-scooters when parked.

Accessible infrastructure. TIER are able to use geo-fencing to prevent riding in certain locations, and to slow the speed of e-scooters in certain areas, e.g., shared spaces.

Robust enforcement of rules. TIER have various methods of enforcement and reporting improper use. TIER also provide 24-hour support via phone and email, with a direct line for the local police. TIER have implemented a three-strike process, banning users who continually break the rules. Public awareness on driving e-scooters safely will be provided by TIER. This includes training through live safety demonstrations (where COVID safe), online video training and in-app messaging, as well as in-person training events. TIER is also working with third parties including The AA to educate riders about the safe and responsible use of e-scooters, through their online Road Safe School.

E-scooter design considers points outlined by the RNIB. The e-scooter and the e-bike have an integrated bell so users can alert those nearby of their presence. Local groups highlighted concerns around the quietness of e-scooters. In response, TIER are investigating use of an Audible Vehicle Alert (AVA) system on the e-scooters, so the noise makes their presence more known. TIER e-scooters and e-bikes also have a double kickstand to improve the stability when parked. The e-bikes also have an integrated bell so users can alert those nearby of their presence. TIER are also improving the visibility of the ID plates, making these reflective, and providing reflective stickers with the ID on the sides of the scooter. This will also aid with visibility of e-scooters when parked. The new model of TIER e-scooters in York also have indicators. This improves ease of use and stability for riders, being able to indicate their direction of travel without having to take their hands off the handlebars. The use of indicators also improves ability of non-riders to be made aware of the direction of e-scooter travel.

Accessible complaints process. TIER operate an accessible complaints process and provide 24-hour support via phone and email.

CYC have engaged, and will continue to work with, local organisations throughout the trial.

Step 6 – Recommendations and conclusions of the assessment

<p>6.1</p>	<p>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>
<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	<p>The e-scooter and e-bike scheme has potential negative impacts on those with disabilities, especially for the visually impaired community, although there may be positive impacts for those unable to walk long distances but are still able to ride a bike or stand on an e-scooter. Impacts on low-income groups are also mixed, with potential benefits to those unable to access a private car, though cost of e-scooters and e-bikes may still be prohibitive.</p> <p>Sufficient mitigation measures have been outlined in response to advice from organisations representing the visually impaired community. These will continue to be monitored through the trial.</p> <p>Data collected through the trial’s evaluation (e.g., from TIER and the DfT) may provide further information on impacts to equality groups that have not been identified as part of this EIA. These will be reviewed as outlined in 8.1.</p>

Step 7 – Summary of agreed actions resulting from the assessment
Step 8 - Monitor, review and improve

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
Negative impact of e-scooters on the visually impaired community.	To track any feedback and ongoing concerns on the trial in York. To engage with organisations representing the visually impaired community at a national level.	TIER City Manager	Through trial period (until May 2024 presently)
Negative impact on low income groups	TIER to work with local job centres on how to support travel for job seekers	TIER City Manager	Through trial period (until May 2024 presently)
To review insights from the DfT (who are undertaking evaluation of the scheme) and TIER	Further information from the DfT and TIER will be reviewed and feed into the trial in York.	TIER City Manager and CYC Project Manager	Through trial period (until May 2024 presently)
Any ongoing issues that haven't been identified	TIER and CYC to regularly review the EIA (at least monthly), and review any	TIER City Manager and CYC Project Manager	Through trial period (until May 2024 presently)

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>As highlighted in 7.1, further insights are expected from the DfT and TIER which will feed into the trial in York. Any updated information on impacts will be reviewed by CYC on a monthly basis.</p> <p>Any ongoing concerns not identified in this EIA that are raised to TIER or CYC through the trial, will be addressed appropriately when these issues are raised, and at least on a monthly basis through meetings with TIER and CYC. Depending on the issue or concern raised, these will also be shared with the Department for Transport and other participating local authorities to aid trials in other areas. Equally lessons from other participating local authorities will also be shared.</p>		
	feedback / issues raised and implement mitigating actions.		

This page is intentionally left blank



Decision Session – Executive Member for Transport**14th March 2023**

Report of the Executive Director of Place

York Local Cycling & Walking Infrastructure Plan Update**Summary**

1. This report provides the Executive Member with an update on progress towards York's Local Cycling & Walking Infrastructure Plan (LCWIP).

Recommendations

2. The Executive Member is asked to:
 - 1) Acknowledge the progress made to date towards completion of York's LCWIP.

Reason: To ensure the Exec Member is up to date and to enable him to highlight any concerns.

Background*What is an LCWIP?*

3. In 2017, the UK Government published its first Cycling and Walking Investment Strategy (CWIS), focused on making "cycling and walking the natural choices for shorter journeys, or as part of a longer journey". This was the government's first ever commitment to long-term investment to encourage cycling and walking and a step-change from the piecemeal nature of previous investment in promoting these modes. Within the CWIS highway authorities were encouraged to pursue a strategic approach to investment for cycling and walking, with the aim of normalising active travel as a transport mode. To help them identify and prioritise strategic network improvements for cyclists and pedestrians the Department for Transport (DfT) asked highway authorities in England to

produce a Local Cycling and Walking Infrastructure Plan (LCWIP). The LCWIP would help highway authorities to identify their strategic cycling and walking networks and to then prioritise improvements to both, thus providing them with a basis for future strategic investment.

4. The development of an LCWIP comprises several distinct phases:
 - Stage 1 – Determination of the scope of the LCWIP
 - Stage 2 – Gathering information
 - Stage 3 – Cycling Network Planning
 - Stage 4 – Walking Network Planning
 - Stage 5 – Prioritisation of Improvements to the networks identified in stages 3 and 4
 - Stage 6 – Integration of LCWIP Networks and Policy with other CYC Strategies and Policies
5. The primary outputs from an LCWIP are Strategic Cycling and Walking Networks and a prioritised list of schemes which is then used to shape future bids for funding to Active Travel England (ATE) or the DfT. An LCWIP is not a design-guide in itself, but can signpost relevant guidance which schemes would need to follow.

How does the LCWIP fit with other Strategies?

6. The LCWIP and Bus Service Improvement Plan (BSIP) both sit alongside the draft Local Transport Strategy (LTS). The LTS was approved as the basis for city-wide consultation at the 14th February 2023 Executive meeting. All three documents ultimately feed into the emerging Local Transport Plan (LTP4) which will be produced over the next year or so once the DfT's guidance is published. A key function, then, of LTP4 will be to make the strategic/ business case for the schemes which the LCWIP identifies as priorities for York.

Progress on York's LCWIP

7. Because York's Local Plan has an important role in setting out housing allocations in the city, the conclusion of the Examination in Public (EIP) of the Local Plan during 2022 has been critical in identifying the spatial distribution of development in York that the LCWIP must respond to. This is why the LCWIP is being developed now. In early 2020, the process of developing an LCWIP commenced through the commissioning of a scoping study. This was undertaken by Katrina Adam of Sustrans, who had previously worked on school-related travel projects for the city council. The draft scoping report was completed in mid-2020 and has previously been reported back to the Executive

Member as an annex to the Active Travel Fund Programme report brought to the Executive Member for Transport Decision Session on the 18th January 2021.

8. In early 2022, officers started the process of procuring the services of transport consultants to prepare York's LCWIP as there was insufficient staff resource in the council's Transport team to undertake the work in-house.
9. Following a tendering process Systra Ltd, a multi-national transport consultancy, were selected to undertake the project on behalf of the council under the supervision of council officers and an LCWIP Steering Group.
10. The Steering Group comprises council officers, elected members from several political groups and representatives from key stakeholder groups representing pedestrians, disability groups, cyclists and York Civic Trust.
11. It was agreed between CYC officers and Systra at the inception meeting in early November 2022 to have as much of the preparatory work undertaken as possible before the CYC local election pre-election period which starts on the 27th March 2023. Work on finalising the report would then have been completed in time for it to be adopted early in the next administrative period if the new administration were satisfied with its contents.
12. A draft Background Evaluation Report (shown as Annex A) was produced by Systra and has formed the basis of the initial stakeholder consultation phase. Three stakeholder events were held in mid-February, two online and one as a drop-in event at the Friends Meeting House on Friargate. Stakeholders were given the opportunity to provide feedback on the proposed ten priority sections of cycle route and four key walking zones.
13. The ten prioritised sections of cycle route and the four key walking zones have now been confirmed (see Annex B) and high-level concept designs will now be worked up for each of them. Those designs will then form the basis of the second consultation phase.
14. Following that consultation any changes which are deemed to be necessary to make the schemes acceptable will be made and then estimated costs will be calculated which can then be used in future funding bids.
15. As the LCWIP will be a living document it will be updated as and when necessary i.e. when schemes have been funded or delivered to ensure a pipeline of potential schemes is always available.

Consultation

16. Two public consultation stages were planned as part of the LCWIP process. The first stage, on the proposed priority list for sections of cycle route and walking zones, was undertaken in mid-February 2023 with a wide range of stakeholders. The group of stakeholders included elected members, parish councils and groups representing walking, cycling and residents with various disabilities. The second stage will be on the high-level concept proposals for each of the ten priority cycle links and the four key walking zones, will be with a wider range of stakeholders and will now take place after the local elections.
17. Consultation with the new administration will be required prior to the final LCWIP being adopted.

Options

18. As this report is an update on a piece of unfinished strategic policy there are no options put forward.

Analysis

19. N/A.

Council Plan

20. This report relates to the following key outcomes of the Council Plan (2019-23):
 - Good health and well-being – encouraging more residents to use active travel through improved networks and facilities will benefit both their physical and mental health. Safer facilities also reduce casualty levels for active modes.
 - Getting around sustainably – walking, wheeling and cycling are the most sustainable forms of transport so improvements for these modes will promote more use of them.
 - A better start for children and young people – improved, safer walking and cycling networks will encourage parents to let their children walk, wheel or cycle to school or for other leisure purposes thus giving young people more freedom.
 - A greener and cleaner city – if more people can be persuaded to walk, wheel or cycle then this has the potential to remove car trips off the highway network, reduce congestion and improve air quality.
 - Creating homes and world-class infrastructure – bringing our walking and cycling networks up to the same standard as

continental Europe will help residents and visitors to choose walking, wheeling and cycling as the default modes for shorter trips.

- Safe communities and culture for all – improvements to walking and cycling networks will reduce their associated casualty rates and will help normalise those modes as the most appropriate for many trips. Increased usage of the networks will also help to discourage anti-social behaviour upon them.

Other CYC Strategies

21. The LCWIP will contribute towards the all the council's 10-year strategies, the Climate Change Strategy, the Health & Well-being Strategy and to a slightly lesser extent the Economic Strategy. The LCWIP will make a very large contribution towards delivering the current draft Local Transport Strategy (LTS) and the emerging Local Transport Plan which will stem from the draft LTS. Improvements to walking and cycling networks will encourage people to drive less for short journeys which will also contribute to the aims of the Air Quality Action Plan. The draft LTS suggests that a 20% reduction in car traffic in York could be achieved through a doubling of current walk and cycle rates. The LCWIP is obviously critical to achieving an increase of this level.

Implications

22. This report has the following implications:

- **Financial** – the council has incurred expenditure totalling £40k to prepare the LCWIP strategy. This has been funded from the Local Transport Plan development budget. Schemes which are put forward for future funding bids will have financial implications on future capital programmes alongside external funding secured from bids or from a potential CIL scheme. The financial implications of individual schemes would be considered in further report to Executive or the Executive Member which will be presented as schemes are delivered.
- **Human Resources (HR)** – There are no HR implications.
- **Equalities** – The Council needs to take into account the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a

public authority's functions). An Equalities Impact Assessment will be carried out as part of the consultation exercise. It is envisaged that improvements to walking, wheeling and cycling networks will directly benefit many of the groups with protected characteristics identified in the Equality Act 2010.

- **Legal** – The production of the LCWIP is one element of the Local Transport Plan. The Transport Act 2000 placed a duty on Transport Authorities to produce and keep under review a Local Transport Plan, which sets out their transport policies and plans. This duty has since been amended in terms of timescales. New government guidance on local transport plans is currently being drafted by Department for Transport (DfT) and was initially expected for release in the Spring of 2022 but was then revised to Autumn 2022. The latest update from DfT is that the guidance will be released soon. The Government had proposed that a Transport Bill would be published to be passed in the current session of parliament but this has now been delayed to the next session, due to start in May 2023.
- **Crime and Disorder** – There are no crime and disorder implications
- **Information Technology (IT)** – There are no IT implications
- **Property** – There are no property implications unless land adjacent to the highway needs to be acquired in order to accommodate proposed improvements.
- **Other (Highways)** – concept designs produced as part of the LCWIP will potentially have a future impact on public highway space allocation, however, reports will be brought to future decision sessions for the relevant approvals.

Risk Management

23. As with any highway scheme, there are potential reputational risks associated both if an LCWIP isn't produced and adopted from the DfT / ATE and many residents who would benefit from the proposals and conversely, as a result of producing an LCWIP, schemes will potentially be put forward which other residents may disagree with because they may reallocate road-space or change priorities away from motorised traffic to active modes.

Contact Details

Author:

Chief Officer Responsible for the report:

Andy Vose
Transport Policy Manager
Highways & Transport
Tel No. 1608

James Gilchrist
Director of Environment, Transport & Planning

Report **Date** [Insert Date]
Approved

Specialist Implications Officer(s) List information for all

Financial:
Patrick Looker
Finance Manager
Tel No. 01904 551633

Legal:
Cathryn Moore
Corporate Business Partner (Legal)
Tel No. 01904 552487

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

None

Annexes

Annex A – Draft Background Evaluation Report
Annex B – Priority cycle links and key walking zones

List of Abbreviations Used in this Report

LCWIP – Local Cycling & Walking Infrastructure Plan
CWIS – Cycling & Walking Investment Strategy
DfT – Department for Transport
ATE – Active Travel England
CYC – City of York Council
EIP – Examination in public
CIL – Community Infrastructure Levy

This page is intentionally left blank

DRAFT LCWIP BACKGROUND EVIDENCE REPORT



SYSTRA

CITY OF YORK COUNCIL LCWIP

BACKGROUND EVIDENCE REPORT

IDENTIFICATION TABLE

Client/Project owner	City of York Council
Project	City of York Local Cycling and Walking Infrastructure Plan
Study	DRAFT LCWIP Background Evidence Report
Type of document	Technical Appendix
Date	24/01/2023
File name	York Baseline Evaluation
Reference number	GB01T22H32
Number of pages	62

APPROVAL

Version	Name	Position	Date	Modifications	
1	Author	[REDACTED]	Assistant Consultant	24/01/2023	
	Checked by	[REDACTED]	Associate	24/01/2023	
	Approved by	[REDACTED]	Associate	DD/MM/YY	
2	Author			DD/MM/YY	
	Checked by			DD/MM/YY	
	Approved by			DD/MM/YY	

TABLE OF CONTENTS

1.	INTRODUCTION	7
1.1	GENERAL	7
1.2	LCWIP GUIDANCE	7
1.3	DETERMINING SCOPE	8
1.4	REPORT STRUCTURE	8
2.	POLICY REVIEW	10
2.1	GENERAL	10
2.2	NATIONAL POLICY DOCUMENTS	10
2.3	LOCAL POLICY DOCUMENTS	12
2.4	TRAVEL PLANS	16
3.	BASELINE CONDITIONS	18
3.2	GENERAL	18
3.3	PUBLIC TRANSPORT	19
3.4	ROAD NETWORK	19
3.5	TRAFFIC CONGESTION	20
3.6	AIR QUALITY	22
3.7	DEPRIVATION	23
3.8	CAR OWNERSHIP	25
3.9	COMMUTING	27
3.10	COLLISION AND SAFETY DATA	28
3.11	CYCLE NETWORK	32
3.12	WALKING NETWORK	34
3.13	TRAVEL HABITS	35
3.14	WALKING AND CYCLING MODE SHARE	36
3.15	CYCLING AND WALKING TRENDS	40
4.	DEVELOPMENT OF THE CYCLING NETWORK	43
4.1	GENERAL	43
4.2	PROPENSITY TO CYCLE ANALYSIS	43

4.3	ORIGIN AND DESTINATION ANALYSIS	51
4.4	STRAVA DATA	58
4.5	MAP OF CYCLE DEMAND	59
4.6	ROUTE PRIORITISATION	61
5.	DEVELOPMENT OF CORE WALKING ZONES	64
5.1	GENERAL	64
6.	NEXT STEPS	65

DRAFT

LIST OF FIGURES

Figure 1.	Policy Review Documents	10
Figure 2.	York LCWIP Study Area	19
Figure 3.	York Road Network	20
Figure 4.	Traffic Conditions and Congestion (Weekday AM)	21
Figure 5.	Traffic Conditions and Congestion (Weekday PM)	22
Figure 6.	Air Quality Management Area for Nitrogen Dioxide	23
Figure 7.	Indices of Deprivation by Decile	24
Figure 8.	Indices of Health by Decile	25
Figure 9.	Percentage of Households that own at Least One Car by LSOA in York	26
Figure 10.	Percentage of Households with No Cars	27
Figure 11.	Commuting by Car for Journeys Under 5km in York MSOAs	28
Figure 12.	Collisions involving Cycles in York	29
Figure 13.	Collisions Involving Pedestrians in York	30
Figure 14.	Commonplace Safety Survey	31
Figure 15.	Cycle Route User Ratings	32
Figure 16.	Existing Cycle Network	33
Figure 17.	Existing Walking Routes	35
Figure 18.	Method of Travel to Work (2011)	36
Figure 19.	Method of Travel to Work for Trips Under 5km (3.1mi)	37
Figure 20.	Method of Travel to Work for Trips Under 2km (1.2mi)	38
Figure 21.	Commuting by Cycle for Journeys Under 5km in York MSOAs	39
Figure 22.	Commuting by Walking for Journeys Under 2km in York MSOAs	40
Figure 23.	Cycle Counter Locations (2022)	42
Figure 24.	PCT Current Scenario Levels of Cycling in York.	44
Figure 25.	PCT “Go Dutch” Scenario Levels of Cycling in York	45
Figure 26.	PCT Outputs for the Go Dutch Scenario	47
Figure 27.	PCT Analysis – Cycle Demand for Commutes Mapped onto Local Routes	48
Figure 28.	PCT Analysis – Cycle Demand for Commutes Mapped onto Local Routes (City Centre)	49
Figure 29.	PCT Analysis – Cycle Demand for School Trips Mapped onto Local Routes	50
Figure 30.	Key Destinations in York	53
Figure 31.	Desire Lines derived from Origin and Destination Mapping (Daily)	54
Figure 32.	Desire Lines derived from Origin and Destination Mapping (Education)	55
Figure 33.	Desire Lines derived from Origin and Destination Mapping (Future Employment)	56
Figure 34.	Desire Lines derived from Origin and Destination Mapping (Future Housing)	57
Figure 35.	Strava Cycling Heat Map	58
Figure 36.	Cycle Corridors from Origin-Destination and PCT Analyses	60

LIST OF TABLES

Table 1.	LCWIP Process	8
Table 2.	Location of Place of Work for York Residents	35
Table 3.	Proportion of Adults who do any Walking or Cycling for any Purpose	38
Table 4.	Active Travel Mode Share Surveys	41
Table 5.	Route Prioritisation	63

DRAFT

1. INTRODUCTION

1.1 General

- 1.1.1 City of York Council has commissioned SYSTRA Consultants to develop a comprehensive Local Cycling and Walking Infrastructure Plan (LCWIP) that will build upon the initial LCWIP Scoping Study completed in July 2020 and meet future funding requirements for Active Travel England.
- 1.1.2 The LCWIP will provide a ten-year plan for the delivery of cycling, walking and wheeling interventions that will maximise the uptake of active travel, building upon planned active travel schemes. The LCWIP will be complementary to the Council's existing and emerging policies and programmes, focused upon an ambitious commitment to active travel to deliver key outcomes including, but not limited to, supporting the York Local Plan, the draft Local Transport Strategy and emerging Local Transport Plan 4, and local Climate Change, Economic and Health Strategies.
- 1.1.3 Active Travel England have stated that they wish to prioritise initial spending in those areas where there is evidence that investment will deliver benefits, and that this investment will meet the needs of under-represented groups such as women, children, and mobility impaired users by maximising safety and providing high quality walking, cycling, and wheeling facilities which meet (or exceed) design outcomes in the latest LTN1/20 design guidance.

1.2 LCWIP Guidance

- 1.2.1 The LCWIP is the recommended approach developed by the Department for Transport and supported by Active Travel England to help local authorities plan walking and cycling networks. LCWIPs form a strategic approach to identifying cycling and walking improvements required at the local level. They enable a long-term approach to developing local cycling and walking networks and form a vital part of the Department for Transport's (DfT) strategy to increase the number of trips made on foot or by cycle.
- 1.2.2 The key outputs of LCWIPs are:
- A network plan for walking and cycling which identifies priority and core zones for further development;
 - A prioritised programme of infrastructure improvements for future investment; and
 - The underlying analysis and narrative which supports the identified improvements and network.
- 1.2.3 The LCWIP process includes six stages, as set out in Table 1.

Table 1. LCWIP Process

STAGE	NAME	DESCRIPTION
1	Determining Scope	Establish the geographical extent of the LCWIP, and arrangements for governing and preparing the plan.
2	Gathering Information	Identify existing patterns of walking and cycling and potential new journeys. Review existing conditions and identify barriers to cycling and walking. Review related transport and land use policies and programmes.
3	Network Planning for Cycling	Identify origin and destination points and cycle flows. Convert flows into a network of routes and determine the type of improvements required.
4	Network Planning for Walking	Identify key trip generators, core walking zones and routes, audit existing provision and determine the type of improvements required.
5	Prioritising Improvements	Prioritise improvements to develop a phased programme for future investment.
6	Integration and Application	Integrate outputs into local planning and transport policies, strategies, and delivery plans.

1.3 Determining Scope

- 1.3.1 This report will address stage 2 and part of stages 3 and 4 of the LCWIP process, whilst also setting up stages 5 and 6. The second stage involves reviewing relevant local policies and strategies with which the LCWIP should align, collating information on the existing networks and journeys and identifying trip generators, both existing and planned. Stages 3 and 4 addressed in this report include identifying core walking zones and prioritising routes within the cycle network.
- 1.3.2 The next stage of the project will audit the main routes, identify barriers to walking and cycling, present concept design ideas for key routes, and undertake stages 5 and 6 of the LCWIP process.

1.4 Report Structure

- 1.4.1 Following this introductory section, the remainder of this Background Evidence Report is structured as follows:
- **Section 2: Policy Review** – Provides an overview of relevant current and emerging national, regional and local policies and strategies that need to be considered when developing parking policy.

- **Section 3: Baseline Conditions** – Details current transport conditions and provision across York.
- **Section 4: Cycle Network Development** – analysis of cycle demand, identification of cycle network that serves main desire lines and prioritise these routes.
- **Section 5: Walking Network Development** – identification of core walking zones.
- **Section 6: Next Steps** – set out key tasks for the next stage of the project.

DRAFT

2. POLICY REVIEW

2.1 General

- 2.1.1 To establish the context for the LCWIP across York, a comprehensive review of current and emerging policy and strategy documents related to development and transport and current active travel schemes has been undertaken.
- 2.1.2 The documents considered in the Policy Review are shown in Figure 1.

Figure 1. Policy Review Documents



2.2 National Policy Documents

Gear Change: A Bold Vision for Cycling and Walking (2020)

- 2.2.1 This document, published by the DfT, sets a goal that cycling, walking (and wheeling) will be the natural first choice for most short journeys, with half of all journeys in towns and cities being cycled or walked by 2030. This will occur through a travel revolution in our streets, towns, and communities in which places will become truly walkable. The report sets out actions required at all levels of Government to make this goal a reality, under four overarching themes:
- Theme 1: Better streets for cycling and people;
 - Theme 2: Putting cycling and walking at the heart of transport, place-making and health policy;
 - Theme 3: Empowering and encouraging local authorities; and
 - Theme 4: Enabling people to cycle and protect them when they cycle.

- 2.2.2 Better streets for cycling and people refers to: *a requirement for on-road cycle tracks separated from traffic; cycle, bus and walking corridors; more low traffic neighbourhoods to prevent rat-running; more school streets; and improvement of the National Cycle Network to make it entirely off road or traffic-calmed by 2040.*
- 2.2.3 Putting cycling and walking at the heart of transport refers to: place-making and health policy; increasing spending on cycling and walking; ensuring that new road schemes include appropriate cycling provision; smoothing the integration of cycling with public transport; increased cycle parking; and promoting cycling for freight.
- 2.2.4 Empowering and encouraging local authorities refers to: improved capacity and assistance for local authorities; channelling most of the allocated funds through local authorities; the development of new body, Active Travel England, which will inspect and approve schemes, and review major planning applications.
- 2.2.5 Enabling people to cycle and protect them when they cycle refers to: safe cycle training; combat bike theft by consolidating ownership registers; and changing the Highway Code to protect vulnerable road users.

The Cycling and Walking Investment Strategy – Report to Parliament (2020)

- 2.2.6 The Cycling and Walking Investment Strategy (CWIS) sets a range of short-term goals to meet the Government’s ambitious plan of half of journeys to be made by walking and cycling by 2040. Most notably, by 2025, the Government aims to double cycling, increase walking activity and increase the number of children walking to school to 55% (from 49% in 2014).
- 2.2.7 The report reviews the progress of actions set to be achieved between April 2016 and March 2019. The major outputs noted in the review include: 912,349 people completed cycle training, 13,112 new or upgraded cycle parking spaces, 2,096 new or upgraded cyclists and pedestrian crossings and 129 rail stations benefitting from cycle improvements and facilities. An update of this paper, Cycling and Walking Investment Strategy 2 is expected soon.

Local Transport Note 1/20 – Cycle Infrastructure Design (2020)

- 2.2.8 This Local Transport Note (LTN) provides guidance and good practice for the design of cycle infrastructure, in support of Gear Change. It explains the five core design principles, which represent the essential requirements to achieve more people travelling by cycle or on foot, based on best practice. Networks and routes should be coherent, direct, safe, comfortable and attractive. Infrastructure must be accessible to all, and the needs of vulnerable pedestrians and local people must be considered early in the process to ensure schemes are supported locally in the long term.

Planning for cycling should be based around providing a network of on- and/or off-carriageway routes that are suitable for all abilities. Subject to topographical constraints, the aim is to create a densely spaced network so that all people can easily travel by cycle for trips within and between neighbourhoods. Developing a network plan should follow a process of

thinking about the people who make trips, the places that they go and the journey purpose to pursue a demand-led approach to cycle infrastructure provision.

2.3 Local Policy Documents

York Local Transport Strategy 2023-33 (DRAFT)

- 2.3.1 Active travel will be a critical component of the city's forthcoming transport strategy. It also supports the Climate Change, Economic and Health strategies by providing clean, sustainable, lower cost travel options, enabling residents to be physically active and to access jobs and other opportunities in the city.
- 2.3.2 There is strong public support for a transport strategy which helps to deliver a 70% reduction in carbon emissions. This will require at least a *doubling of walking and cycling levels* in the city, alongside other measures to reduce car use.
- 2.3.3 In the citywide Big Conversation survey in 2021, 78% of residents wanted well-lit walking routes at night and 76% wanted safer cycle routes. The steady fall in traffic entering the city centre, particularly at peak commuting times, means that there are now opportunities to reallocate road space in favour of sustainable travel modes and deliver high quality, safe cycling and walking routes.

York Local Cycling and Walking Infrastructure Plan Scoping Report (2020)

- 2.3.4 The York LCWIP Scoping Report presents a series of high-level analyses to support the development of a full LCWIP for York. The report draws on both local and national data to establish current and future levels of participation in active travel in York.
- 2.3.5 Despite the general view that York is a 'cycling city', the report presents evidence that between 2015 and 2018, 'over 70% of York residents' did not cycle¹. Cycling has declined in recent years in the city: 53 local authorities currently have a higher proportion of adults cycling five times a week, and for most the rate is growing, in contrast to the decline in York.
- 2.3.6 The report then suggests 9 potential objectives for the York LCWIP. These objectives include reversing the decline in cycling levels in York and promoting and facilitating multi-modal trips. In addition, the scoping report highlights the need to minimise potential conflict between user groups where major cycling and walking destinations coincide. Finally, the report suggests that the installation of infrastructure to support active travel should be prioritised in areas where there is a known higher safety risk.

¹ Changes in York adults' cycling and walking participation 2015-2018; DfT Tables CW0302, CW0303 (2019)

York Economic Strategy: 2022 to 2033 (2022)

- 2.3.7 The York Economic Strategy: 2022 to 2033 aims to support: a prosperous, progressive, and sustainable city, giving the highest priority to the wellbeing of its residents, whilst protecting the fabric and culture of this world-famous historic city.
- 2.3.8 The strategy draws attention to the role of transport infrastructure in ‘building inclusive, healthy and sustainable communities’ and supporting ‘thriving businesses’.
- 2.3.9 One of the key objectives laid out in the strategy is: improving public and active transport to employment sites through the Local Transport Plan, which includes increasing levels of active travel to work and increasing secure cycle parking provision.

City of York Local Plan – Publication Draft (2018)

- 2.3.10 The City of York Local Plan – Publication Draft covers the period from 2017 to 2032/33 (2037/38 for Green Belt boundaries). Local plans aim to facilitate new infrastructure to ensure that development is sustainable. Amongst the policies outlined in the publication draft is a policy ensuring that there are efficient and affordable transport links.
- 2.3.11 It is hoped that the delivery of sustainable transport measures will ensure that: transport is progressively decarbonised, the Council’s health and wellbeing agenda can be supported through the promotion of active travel and that environmental improvements to the public realm can be achieved.
- 2.3.12 The largest housing and employment site allocations have been included in the LCWIP network analysis in this report.

York City Centre Access Study – City of York Council (2021)

- 2.3.13 Martin Higgitt Associates were commissioned by CYC to examine access issues for disabled people, pedestrians, and cyclists. The aim of this study was to identify appropriate access arrangements and physical measures which would improve access.
- 2.3.14 York’s Footstreets operate as a pedestrian zone from 10.30am until 5pm in the evening. The Footstreets represent one of the largest, contiguous pedestrian zones in the whole of the UK. Some of the approaches to the footstreets from key arrival points are challenging, with sub-standard footways, street clutter or inadequate safe crossing points of surrounding roads.
- 2.3.15 There has been a longstanding ambition to reduce the level of traffic intrusion in the footstreets to:
- Protect the heritage of the city centre;
 - Provide a more pleasant environment for visitors, shoppers and other city centre users;

- Support economic ambition of city centre for retail, hospitality and visitors;
- Improve air quality.

2.3.16 The document then makes recommendations on the future design of the footstreets and makes recommendations on cross city centre routes and the future design of approach routes, including the surrounding network and routes from key arrival points.

York Physical Activity and Sport Strategy – 2022-2032 – City of York Council (2022)

2.3.17 The ambition of the strategy is: improving the mental and physical wellbeing of citizens and reducing inequalities in York through a culture of being physically active.

2.3.18 The strategy highlights that although York generally scores above the national average for ‘health, wellbeing and happiness’, the least deprived wards have significantly lower health and wellbeing outcomes, particularly life expectancy.

2.3.19 Regarding levels of physical activity, evidence has shown that over time, York has continually been one of the most ‘active’ places within North Yorkshire and the country. However, as of 2021 roughly 26% of the population were classed as ‘inactive’². Citizens who ‘*have a disability or long-term health condition, are from an ethnically diverse community, or are female*’ are the most likely to be inactive. Furthermore, activity levels have also been shown to decline with age.

A Transport Strategy for York – York Civic Trust (2022)

2.3.20 York Civic Trust is assisting York City council in their update of the Local Transport Plan for York as part of a wider Transport Advisory Group. A Transport Strategy for York summarises the proposals made by the York Civic Trust as part of this work. The report suggests that to meet the council’s carbon reduction target, a ‘*20% reduction in travel by car*’ is required.

2.3.21 The report also draws on case studies from nine cities which share common characteristics with York, but which have updated transport plans already in place. These cities are Bath, Cambridge, Chester, Norwich, and Oxford in the UK, and Delft, Dijon, Freiburg, and Ghent.

2.3.22 Regarding active travel, the report suggests that the city council’s strategy should be ‘*Improving and promoting active travel, both on foot and by cycle*’. The report lays out the ambition that over the next fifteen years, more communities within York should adopt the concept of 20-minute neighbourhoods and that the road network will reflect the Council’s hierarchy of users. This includes aspirations for further traffic restraint in the city centre, segregated cycle routes along radial routes, more 20mph zones, and safe road crossings.

² Active Lives Adult Survey November 2020-21 Report. Active England (2021)

Walking and Cycling Strategies for York – York Civic Trust (2021)

- 2.3.23 In 2021, York Civic Trust published walking and cycling strategies which consider the role of and need for active travel in York. Through these reports the York Civic Trust aim to offer advice on the strategic approach to the provision for pedestrians and cyclists which an LCWIP may adopt.
- 2.3.24 The strategies do not recommend specific schemes. Instead, the strategies highlight current trends and problems regarding walking and cycling, proposes targets for active travel and outlines a range of policy measures and how they may be applied. In addition, the strategy proposes specific policy measures for different areas, for example the city centre versus villages.
- 2.3.25 Cycle commuting levels have declined in recent years: the Trust’s public survey reported 15% of commuting trips by cycle in 2019. Several targets are proposed including 40% of all commuting trips to be made by bike, half of all cycle trips to be by women and girls, and a 40% increase in pedestrian flows by 2037.
- 2.3.26 The strategies distinguish between the implications of policies for different user types and identifies barriers to overcome and ways of doing so. Finally, they discuss the implications for, and requirements of other strategy elements which can influence the rates of walking and cycling such as managing car use.

Village Design Statements (VDSs)

- 2.3.27 Village Design Statements provide residents with the opportunity to voice their opinions regarding planning and development. VDSs encourage communities to use their knowledge and understanding of their local area to highlight what residents value in their villages and surrounding areas.
- 2.3.28 The overall aim for VDSs is for them to be approved by local planning authorities so that they can be used as planning guidance and therefore be considered in decision-making on planning applications. Several villages within York have produced VDSs which have already been adopted.
- 2.3.29 As one example, a VDS for Strensall with Towthorpe was produced in 2015. This VDS highlighted the value to residents of ‘access for walking to the River Foss and to the wider countryside’. In addition, the VDS identified that *‘both Strensall with Towthorpe Parish Council and Villagers have requested a safe cycle route into York over the years to allow them to access work, schools, shops and leisure facilities by bicycle’*. Regarding what residents would like to see in their local area, the VDC highlighted a desire for safe cycling provision within the village and from the village to the A1237, specifically the development of cycle paths and a safe cycle route to Monks Cross and Clifton Moor.

2.4 Travel Plans

- 2.4.1 Travel plans from several employers in the city were reviewed to ascertain current levels of active travel, any published targets and key aspirations including infrastructure. Those organisations responding to requests included City of York Council, the University of York and York Hospital Trust.

Travel Plan – City of York Council (2013)

- 2.4.2 This Travel Plan was developed to act as an overarching Travel Plan to encompass all Council employees and sets out the ways in which CYC will seek to maximise the opportunities for travel by sustainable modes by employees, through the provision of appropriate infrastructure and accompanying ‘soft’ measures to West Offices and Hazel Court.
- 2.4.3 The 2011 travel behaviour questionnaire results indicated that 17% of staff cycled to work and 14% walked to their respective main work location. This equates to 31% using active travel, a relatively high proportion. The highest levels of cycling are seen at Hazel Court and The Guildhall experiences the highest levels of walking to work.
- 2.4.4 Regarding perceptions of quality of existing facilities for travel to work just 26% of staff described the quality and availability of cycle routes on their journey as ‘good’. The year five council wide modal split targets were 23% and 15% for cycling and walking respectively. The plan details an extensive toolkit of measures designed to be implemented to achieve such active travel targets, including promoting pool bikes and extending the cycle loan scheme alongside improvements to site facilities.

Trust Travel Plan - York Teaching Hospital NHS Foundation Trust (2019)

- 2.4.5 This plan seeks to support the NHS sustainable development strategy and the trusts commitment to sustainability by reducing negative impacts on the environment, (emissions and air pollution), and maximising health benefits, (health promotion, illness prevention and social value). It seeks to increase the percentage of staff reporting they travel to work by cycling or walking by at least 1% per annum (starting in 2019) from the 25.7% reported in the 2016 survey i.e., achieving 26.7% in 2019 survey and 29.7% by the 2022 travel survey. According to the survey 25.7% (263) of staff travel to work by walking or cycling (approx. 12.5% in each category).
- 2.4.6 There are proposals to re-establish the Bicycle User Group made up of employees and with senior management input and identify staff that live within a three-mile radius of their main place of work and actively "market" the health benefits of walking and cycling to work to them (linking to postcode mapping facility).

Travel plan 2022-2025 – University of York (2022)

- 2.4.7 This document sets out the University’s approach to travel planning for the period 2022 to 2025. Cycling modal split has decreased from 14.2% in 2012/13 to 10.2% in 2021/22. Pedestrian share of the split has increased from 39% to 47.6% in the same timeframe.
- 2.4.8 A key objective is to facilitate travel by active modes through provision of appropriate infrastructure on campus, and work with the City Council to improve local routes.

DRAFT

3. BASELINE CONDITIONS

- 3.1.1 Understanding how people currently travel within York, and their potential to switch to active travel is an important aspect of the LCWIP. The chapter summarises publicly available information on existing travel patterns within York.

3.2 General

- 3.2.1 The City of York is an urban unitary authority located in North Yorkshire, in the North of England. The city has an area of 272 km². The latest census results in 2021 indicated that the population size of York had increased by 2.4% since 2011 to 202,800³. The population is projected to further increase to 212,400 by 2025 and 214,800 by 2030⁴. In addition to the general population, York attracts around 8 million visits per year⁵.
- 3.2.2 Regarding topography, York lies within an area of flat land which is bordered by the Pennines, the North York Moors, and the Yorkshire Wolds. The city of York was built at the confluence of the River Ouse and its tributary, the River Foss. The interaction of these two rivers as well as several other factors makes the city and its surrounding areas particularly vulnerable to flooding, but which has led to protection of green corridors into the city centre.
- 3.2.3 York is ranked 267th out of 317 local authorities in England in the overall Index of Multiple Deprivation (IMD) 2019, where 1 is the most deprived (rank of average score). York is the least deprived upper tier local authority out of 15 in the Yorkshire and Humber region based on 2019 average IMD score. IMD scores are comprise of a number of domains, the domain on which York ranks the best is Crime (6th least deprived UTLA in England) and the domain on which York ranks the worst is Living Environment (58th least deprived UTLA)⁶.
- 3.2.4 York is served by a number of A-roads, connecting the city with the motorway network, Manchester, Leeds, and Hull. Public transport within the city is mostly bus-based with six park and ride sites helping to ease congestion within the city centre. York also continues to be a major railway centre.
- 3.2.5 The study area includes the area within the administrative boundary shown in Figure 2.

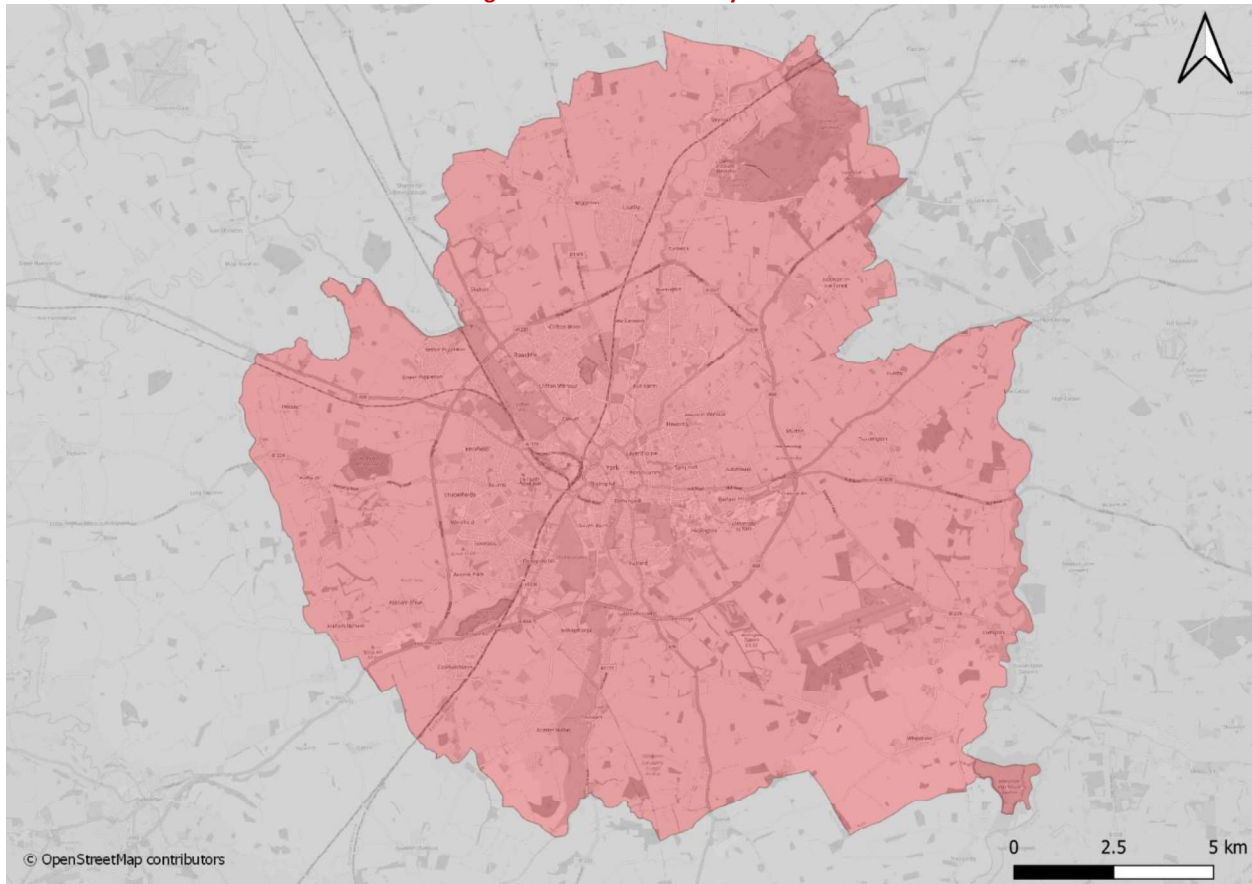
³ Census 2021: How the Population Changed in York, ONS

⁴ ONS, 2018

⁵ Make It York, 2022

⁶ City of York Council, 2019

Figure 2. York LCWIP Study Area



3.3 Public Transport

- 3.3.1 York is served by the main rail station on the East Coast Mainline and at Poppleton on the York to Scarborough line. A new rail station is proposed at Haxby on the York to Scarborough line and is subject to a successful funding bid.
- 3.3.2 York has an extensive bus network which includes 6 Park and Ride sites, intra urban and rural bus routes and long-distance services to surrounding towns and cities. In 2021 York was successful in its bid for £17.4m to deliver its Bus Service Improvement Plan.

3.4 Road Network

- 3.4.1 York has a historic city centre and extensive pedestrianised traffic free area. A number of radial routes extend beyond the city's ring road, which is formed in part by the only section of Strategic Road Network in the study area, the A64 between Leeds and Scarborough. See Figure 3.

- 3.4.2 The vast majority of the city's roads are single carriageway (30mph), the exceptions being part of Hull Road to the east. There are plans to dual the section of northern ring road (A1237) between the A19 and Monks Cross/Hopgrove (A64) in the next few years.
- 3.4.3 There are several 20mph zones across the city, some of which are enforced by traffic calming measures. There is a Low Traffic Neighbourhood in the Groves area near the city hospital.

Figure 3. York Road Network



3.5 Traffic Congestion

- 3.5.1 Traffic congestion is common on much of the York road network at the AM and PM peaks, particularly along radial routes, sections of the inner and outer ring road, and near the Hull Road/A64 junction (See Figure 4 & Figure 5). Traffic congestion is a mixed blessing for pedestrians and cyclists: it encourages alternative journeys to car travel but can also deter active travel by blocking cycle lanes and road crossings, and creating pollution.

Figure 4. Traffic Conditions and Congestion (Weekday AM)

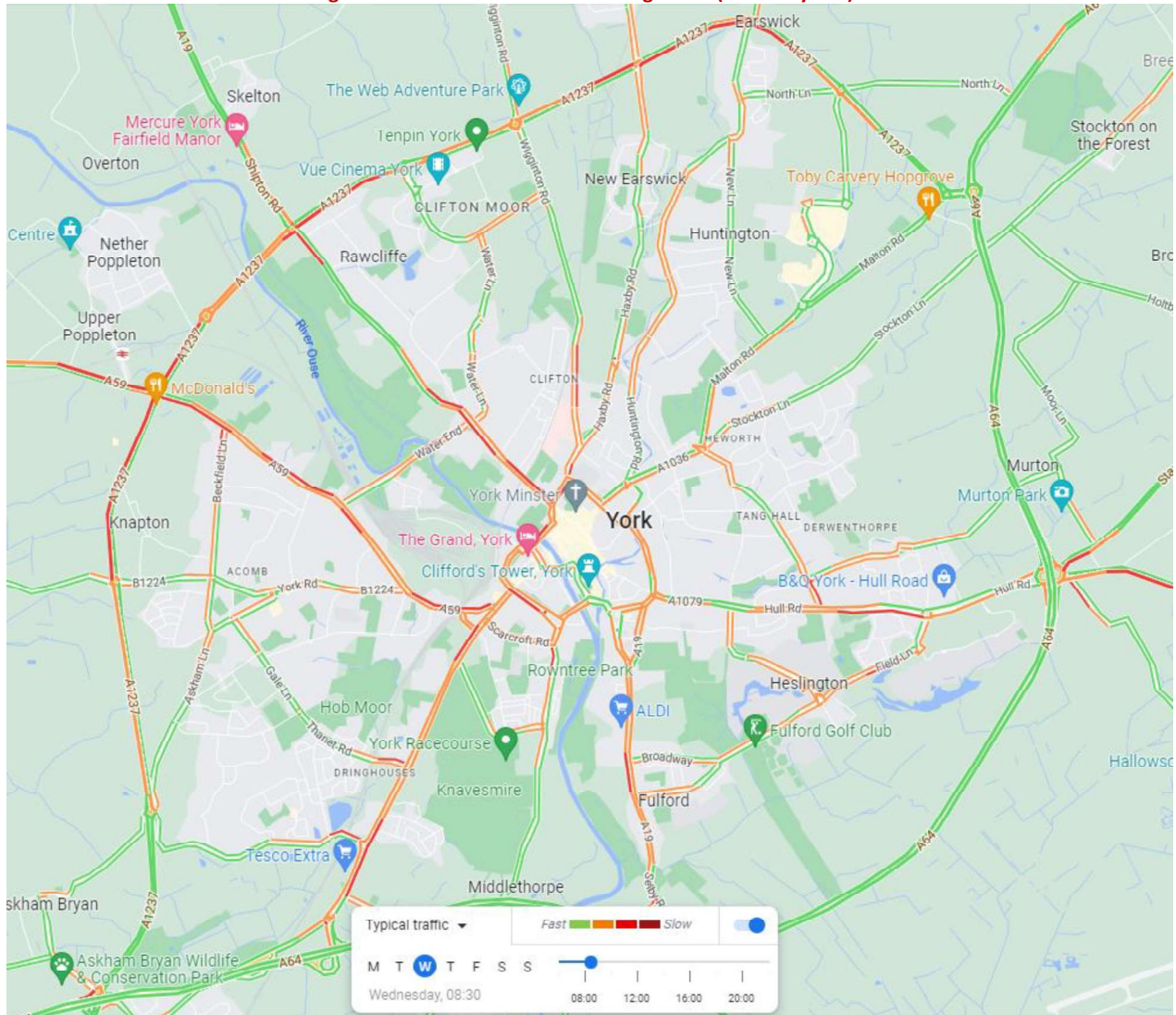
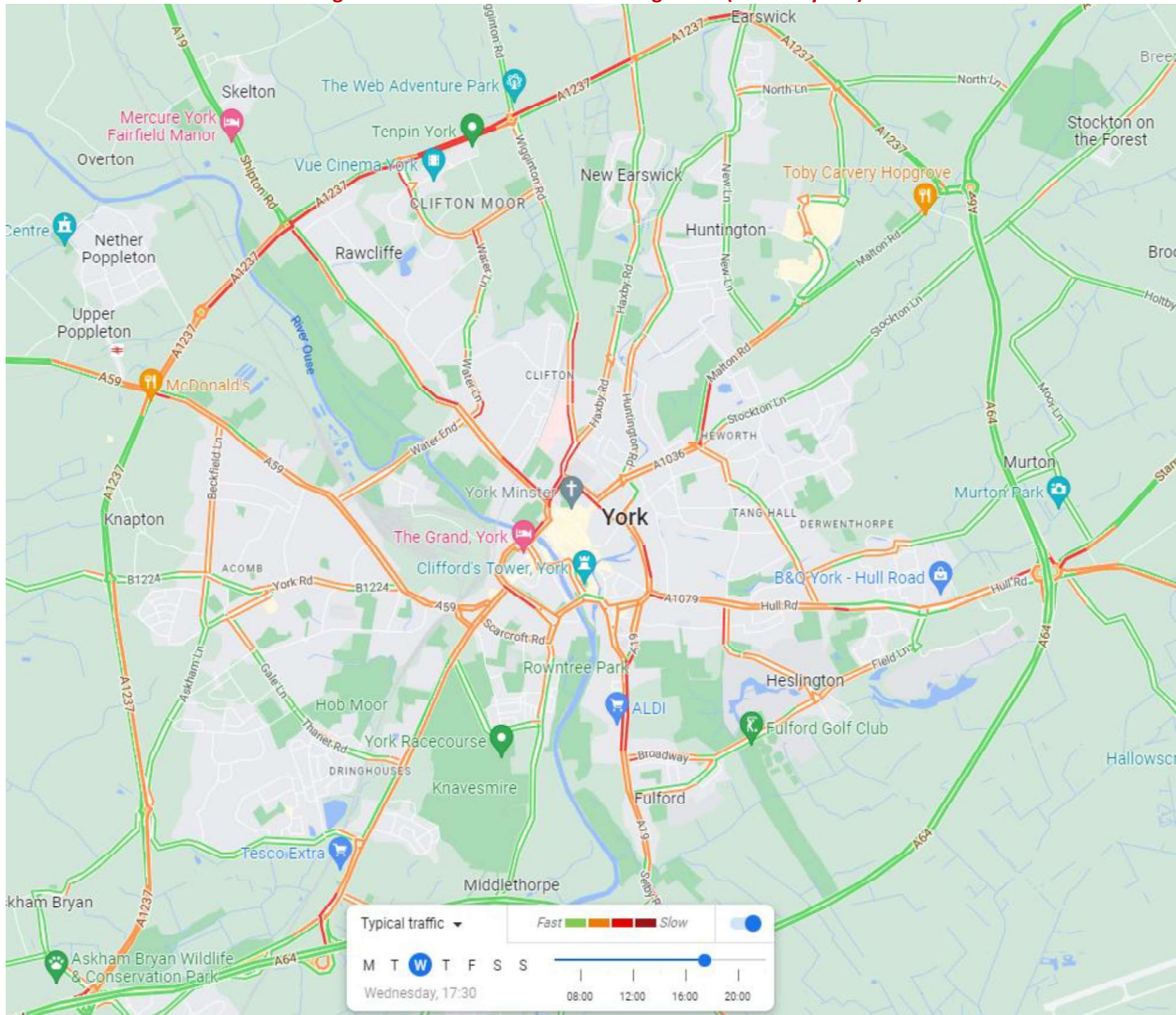


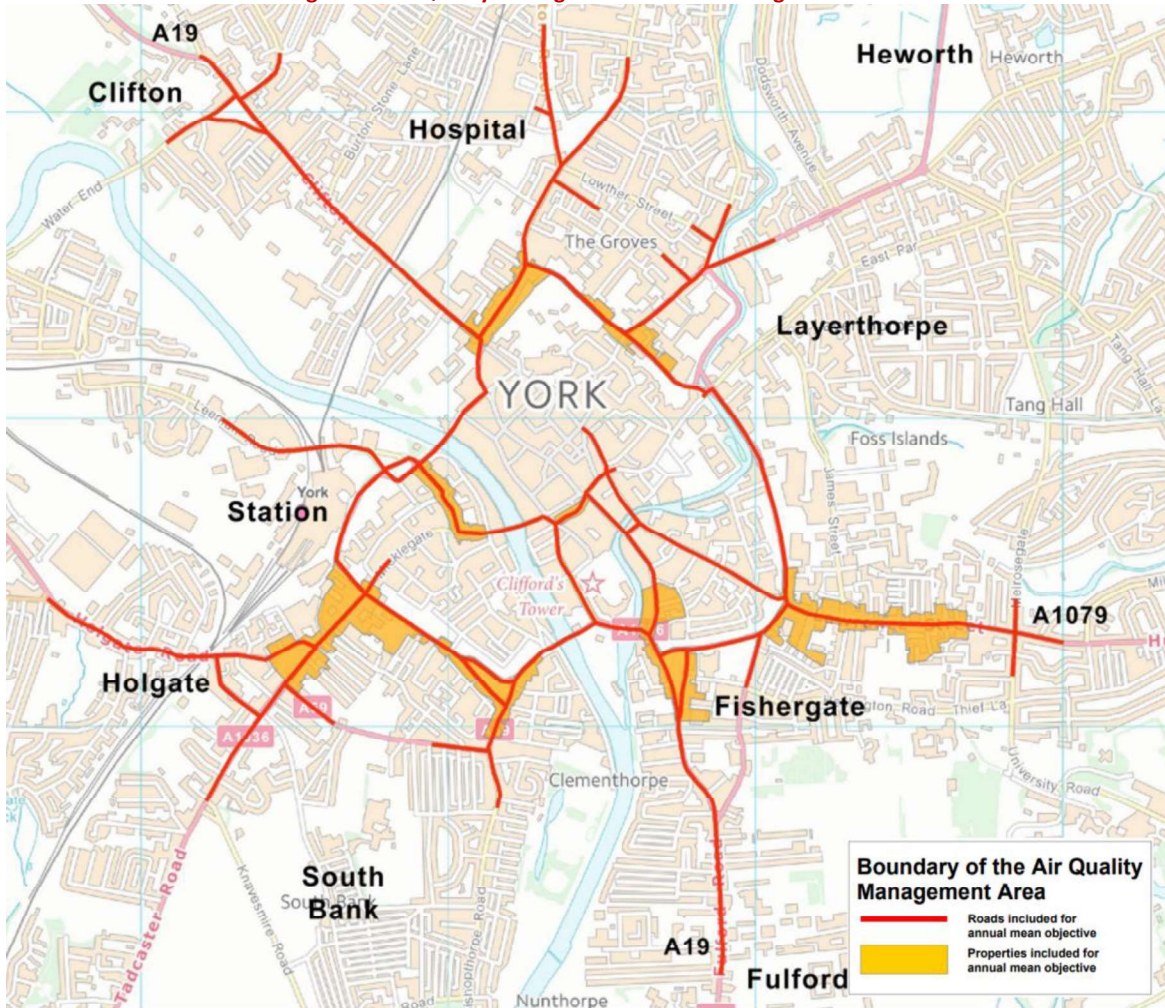
Figure 5. Traffic Conditions and Congestion (Weekday PM)



3.6 Air Quality

3.6.1 There is an Air Quality Management Area in the city centre in which a voluntary Clean Air Zone operates. This has helped encourage a fleet of electric buses, modifications to tour buses operating in the city, and proposals for zero emission last mile delivery services, including cargo bikes. Air quality along routes highlighted in Figure 6 is monitored and several of these routes have exceeded statutory clean air standards.

Figure 6. Air Quality Management Area for Nitrogen Dioxide



3.7 Deprivation

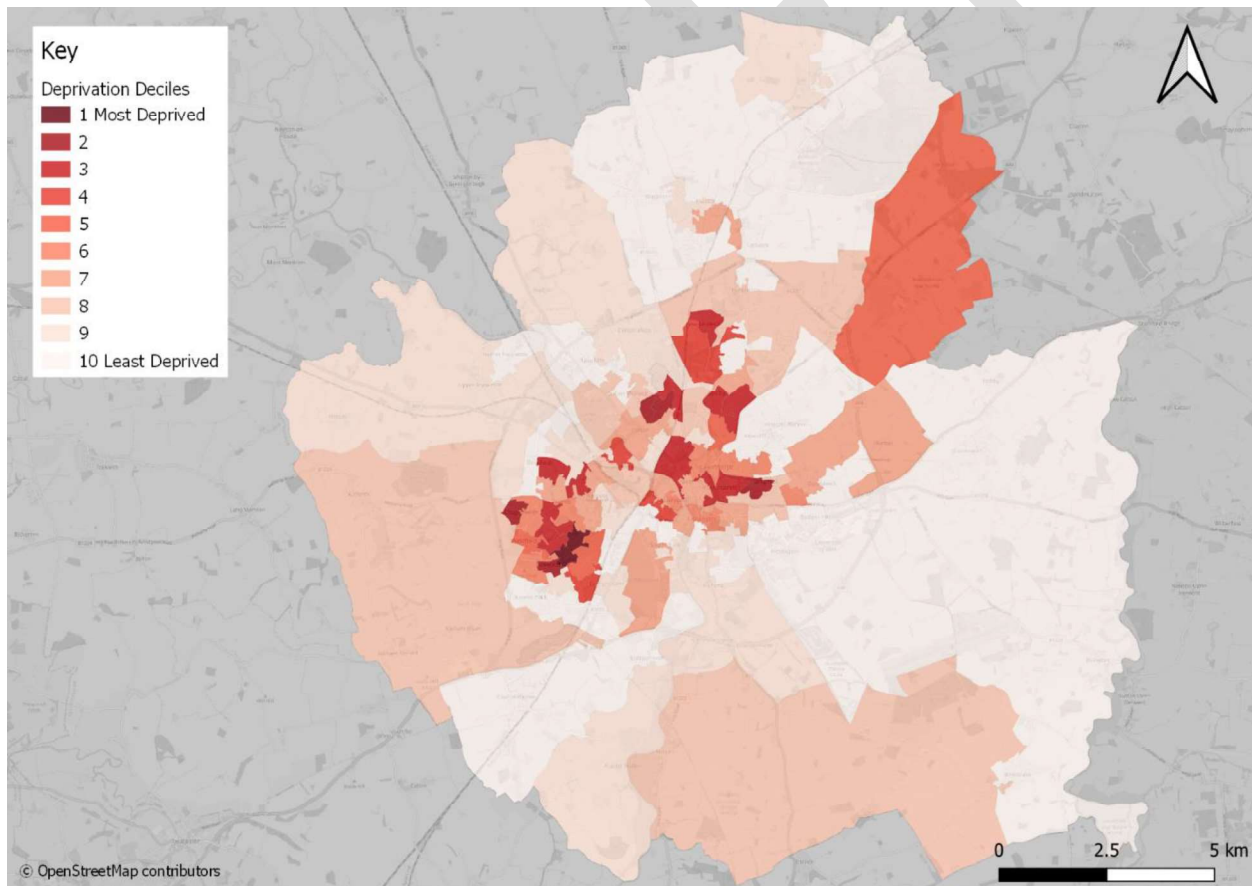
- 3.7.1 In the overall index of multiple deprivation York is ranked 267th out of the 317 local authorities in England, where 1 is the most deprived (rank of average score). On this basis York can be described as an affluent city overall.
- 3.7.2 The following maps illustrate the local economic situation in comparison with the national picture, by utilising indices of deprivation. Indices of deprivation can be utilised to draw attention to inequality across the Borough and nationally.
- 3.7.3 The indices of deprivation measures that are utilised in England for small lower super output areas (LSOAs) are based upon the below domains of deprivation:

- Income Deprivation (22.5%)
- Employment Deprivation (22.5%)
- Education, Skills, and Training Deprivation (13.5%)
- Health Deprivation and Disability (13.5%)
- Crime (9.3%)
- Barriers to Housing and Services (9.3%)
- Living Environment Deprivation (9.3%)

3.7.4 In order to understand how the overall index of multiple deprivation (IMD) is calculated the appropriate weights for the domains is also given above.

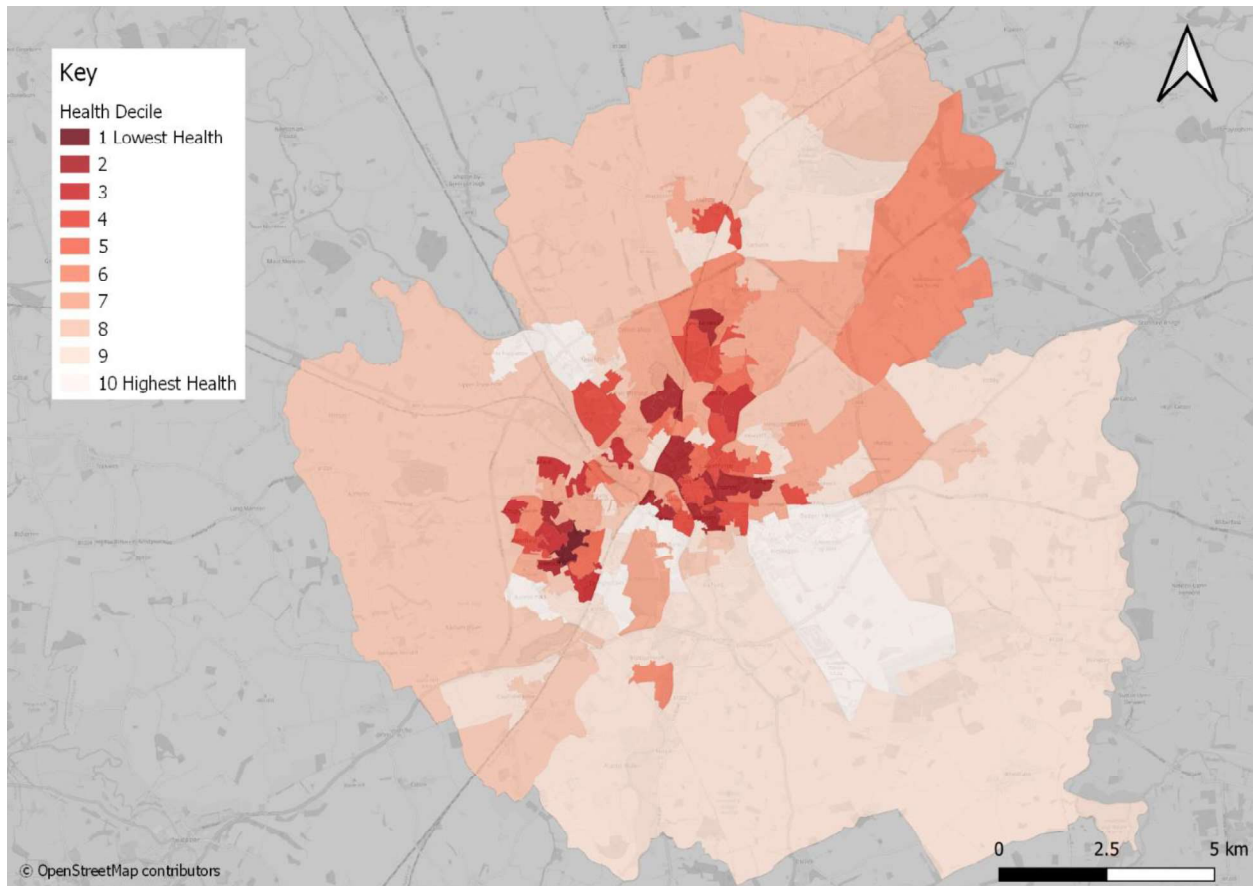
3.7.5 The below sections have used IMD data from 2019 and the 32,844 LSOAs have been ranked against each other in order to classify them into deciles of high and low deprivation.

Figure 7. Indices of Deprivation by Decile



3.7.6 Just one neighbourhood across the City of York is among the 10% of the most deprived in England according to this data.

Figure 8. Indices of Health by Decile



3.8 Car Ownership

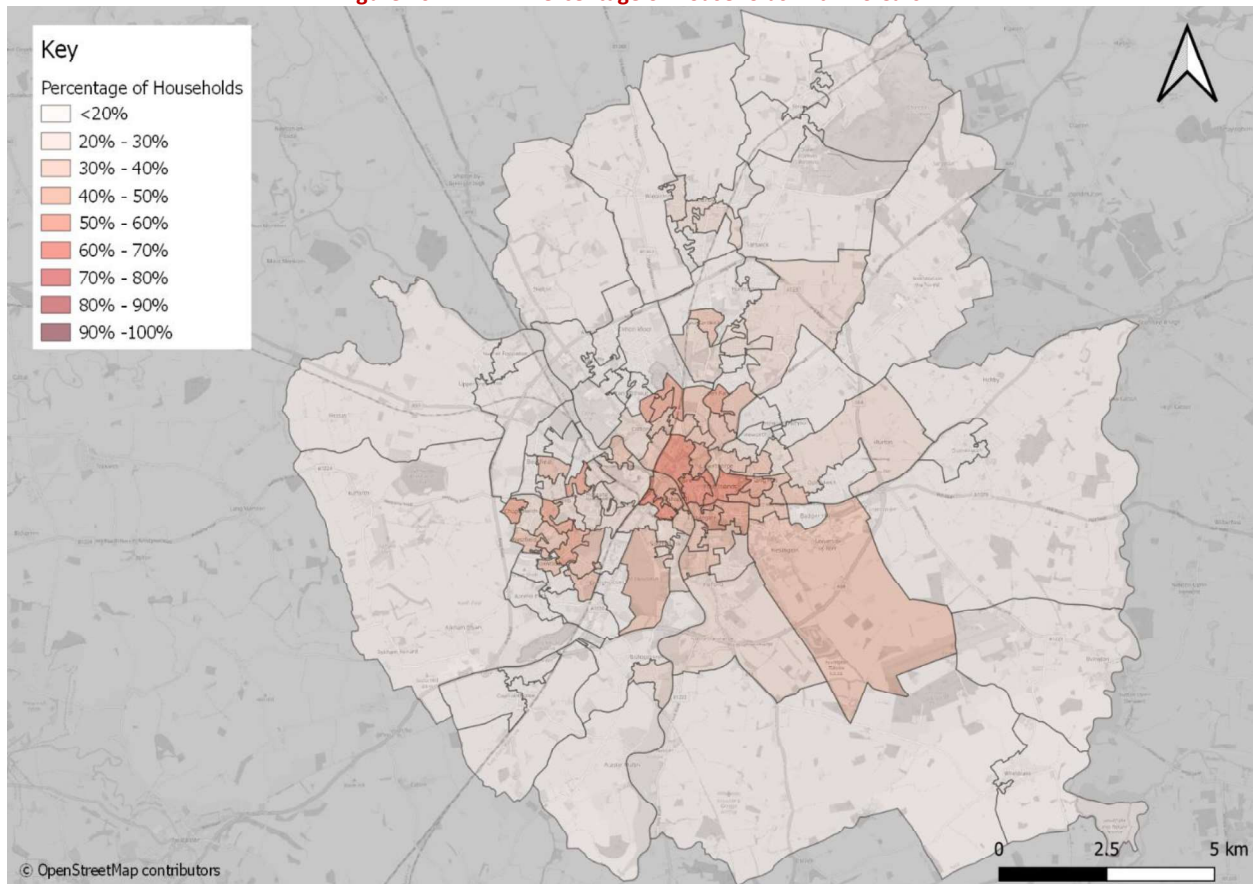
- 3.8.1 Car ownership rates are higher in rural areas and in the city suburbs where journeys are longer, where households are generally more affluent, and where parking may be easier (See Figure 9). There are some inner-city areas where car ownership rates may be low, but which also have a high proportion of affluent households.
- 3.8.2 It is worth noting in Figure 10 that all areas of the city have areas where some households do not have access to a car, including rural wards where there may be little or no public transport provision.

Figure 9. Percentage of Households that own at Least One Car by LSOA in York



DRAFT

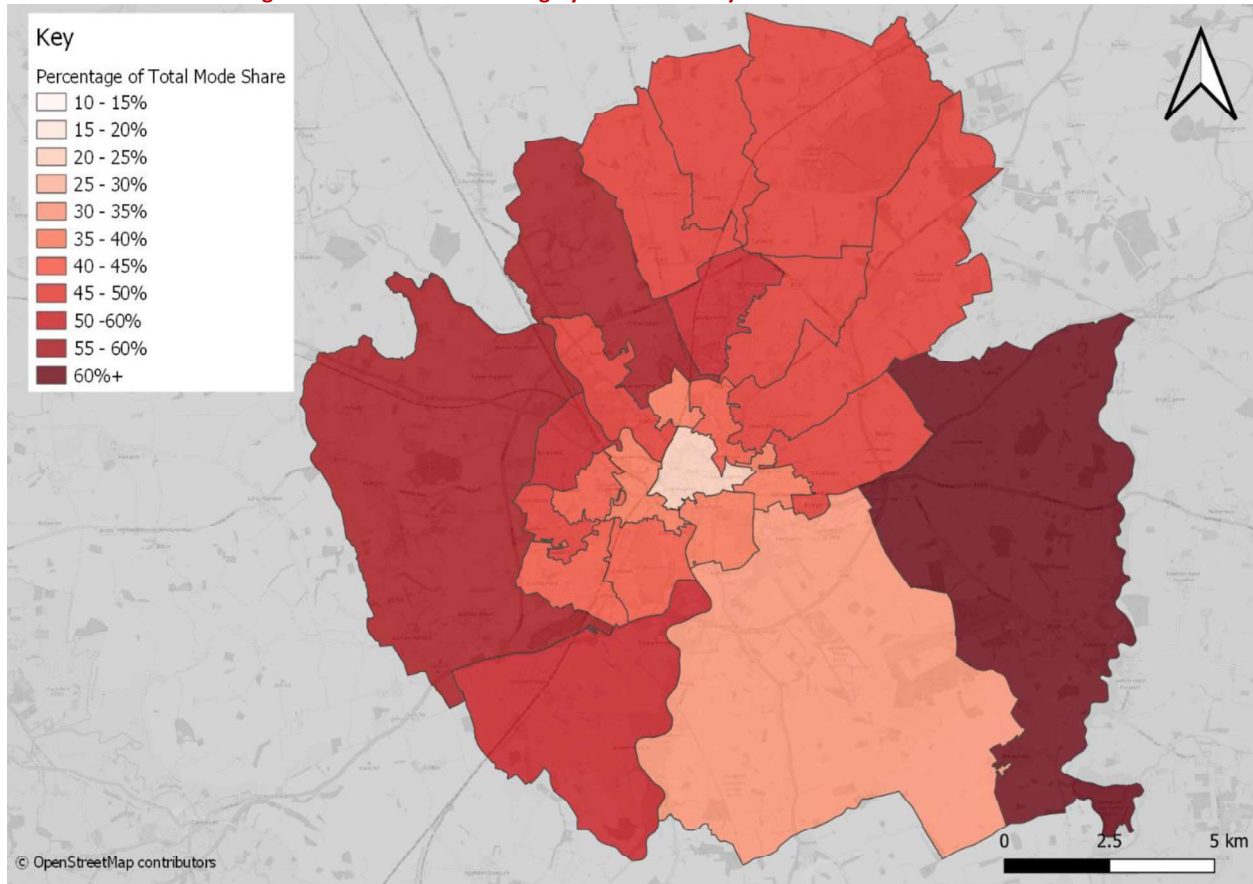
Figure 10. Percentage of Households with No Cars



3.9 Commuting

- 3.9.1 Incidence of commuting by car for journeys under 5km is much lower in the city centre and to the south which includes the University of York. It is highest to the east of the city where bus services are less frequent and there is local employment in Elvington and Stamford Bridge. See Figure 11.

Figure 11. Commuting by Car for Journeys Under 5km in York MSOAs



3.10 Collision and Safety Data

- 3.10.1 Collision Data is summarised for cyclists in Figure 12 and for pedestrians in Figure 13. This data is taken from the Crashmap database for the 5-year period 2017-21. Data screening has been limited to fatal and serious injuries only, to assist in identifying local cluster patterns. There is a total of 70 reported cycle casualties and 48 pedestrian casualties in the period.
- 3.10.2 Other sources of safety related data have been examined as part of the scoring process to identify the priority cycling and walking routes.
- 3.10.3 The Commonplace *Safe Streets York* survey of local road safety issues was held during the Covid Pandemic (May to September 2020) to help identify possible Emergency Active Travel Zones (Figure 14). The survey attracted 764 comments widely distributed around the city. Of the respondents, 65% felt safer as cyclists, and 40% felt safer as pedestrians, in the lower levels of traffic experienced during the pandemic. The detailed responses demonstrated the need for a comprehensive cycle route network. Six of the top seven concerns related to the cycle network and accounted for 74% of all responses. These included incomplete routes

(20%), unsafe junctions and crossings (19%), inadequate infrastructure (14%), narrow paths, barriers and poor maintenance (7% each).

3.10.4 A separate *Rate our Routes* online survey is coordinated by York Cycle Campaign which scores users' perceptions of safety and other aspects of route quality across the city (Figure 15).

Figure 12. Collisions involving Cycles in York

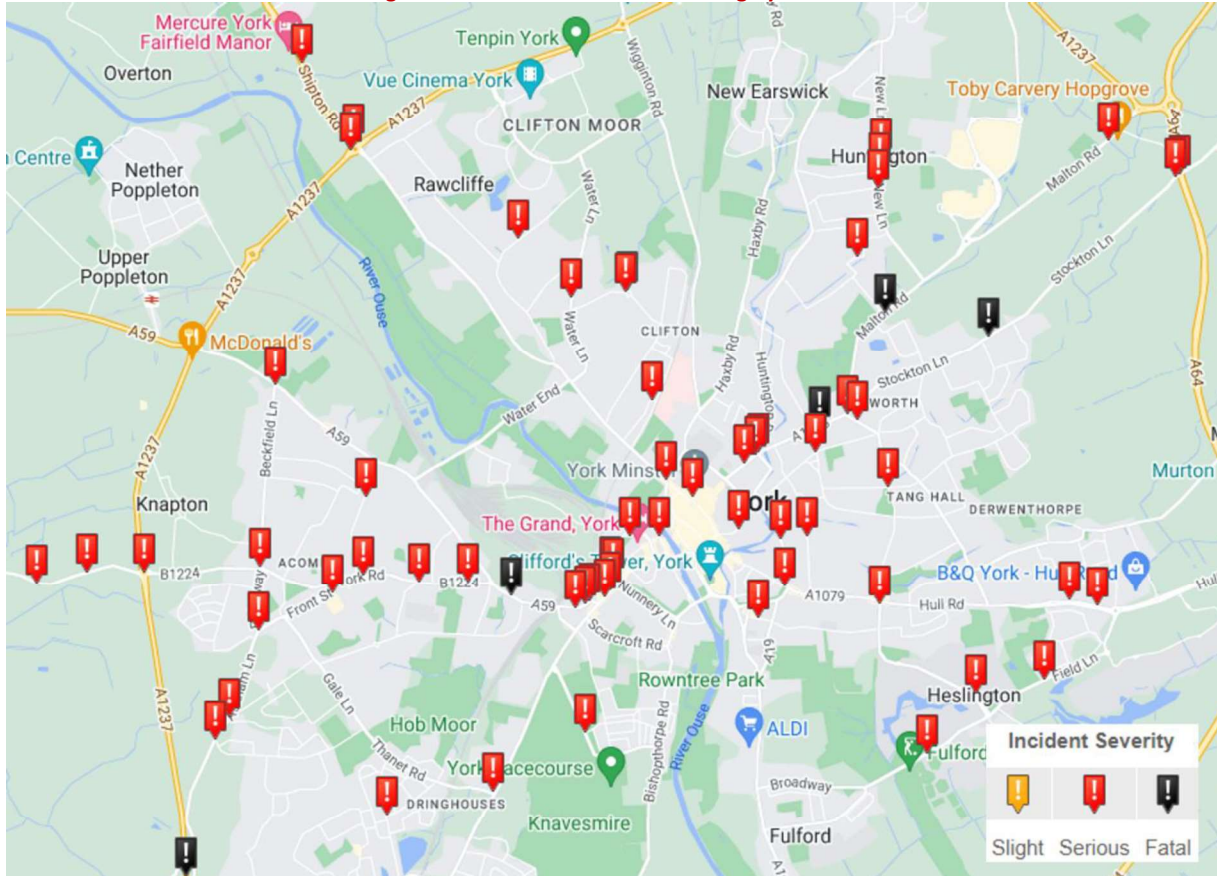
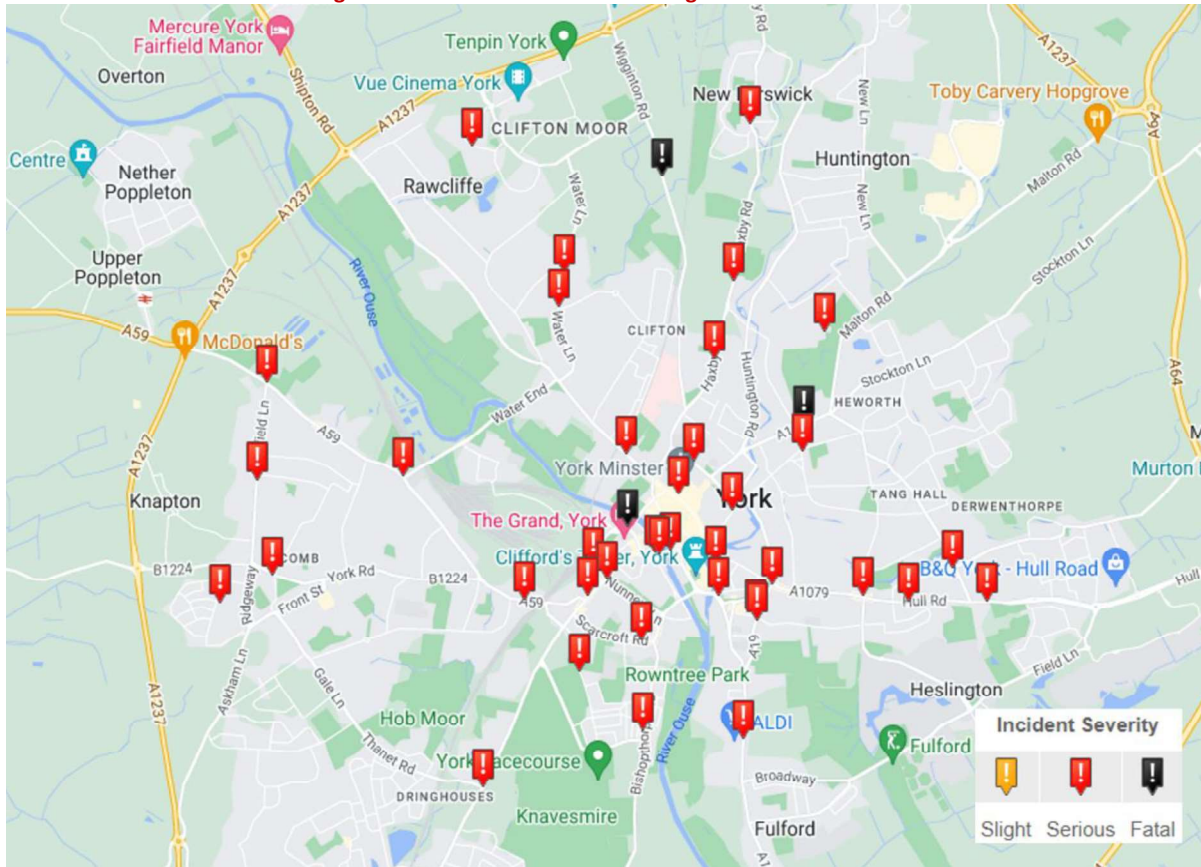
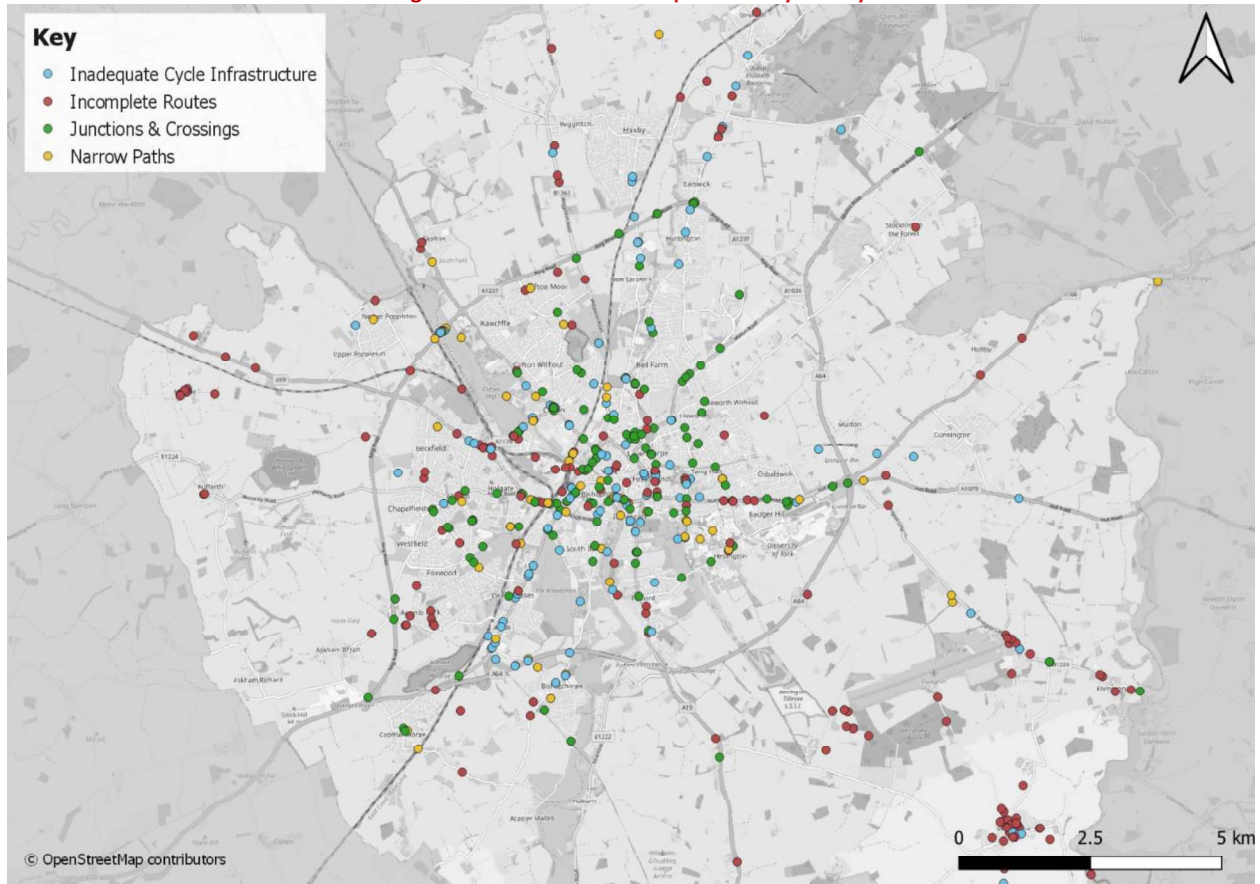


Figure 13. Collisions Involving Pedestrians in York



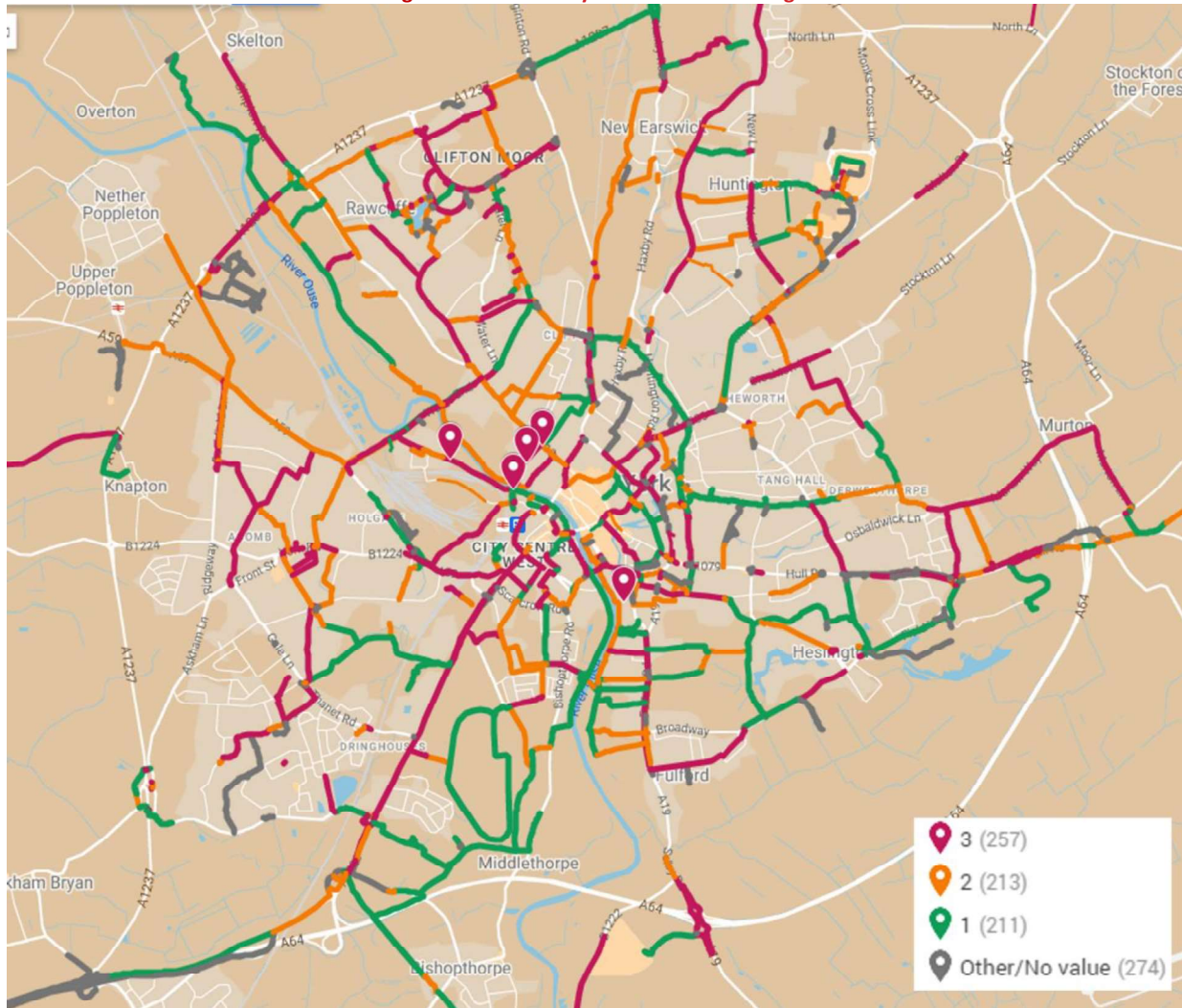
DRAFT

Figure 14. Commonplace Safety Survey



DRAFT

Figure 15. Cycle Route User Ratings



3.11 Cycle Network

3.11.1 York has an extensive network of cycle routes shown in Figure 16. The network includes cycle routes forming part of the National Cycle Network, including NCN 65 Beningbrough – York – Naburn and NCN 66 Beningbrough - York – Stamford Bridge. The complete cycle network is formed by a combination of traffic free greenways, segregated and shared use routes separate from the carriageway, painted cycle lanes and routes following quiet traffic calmed streets and rural country lanes.

3.11.2 The network is constantly expanding as new routes are added. The following links are proposed for addition or improvement in the coming years:

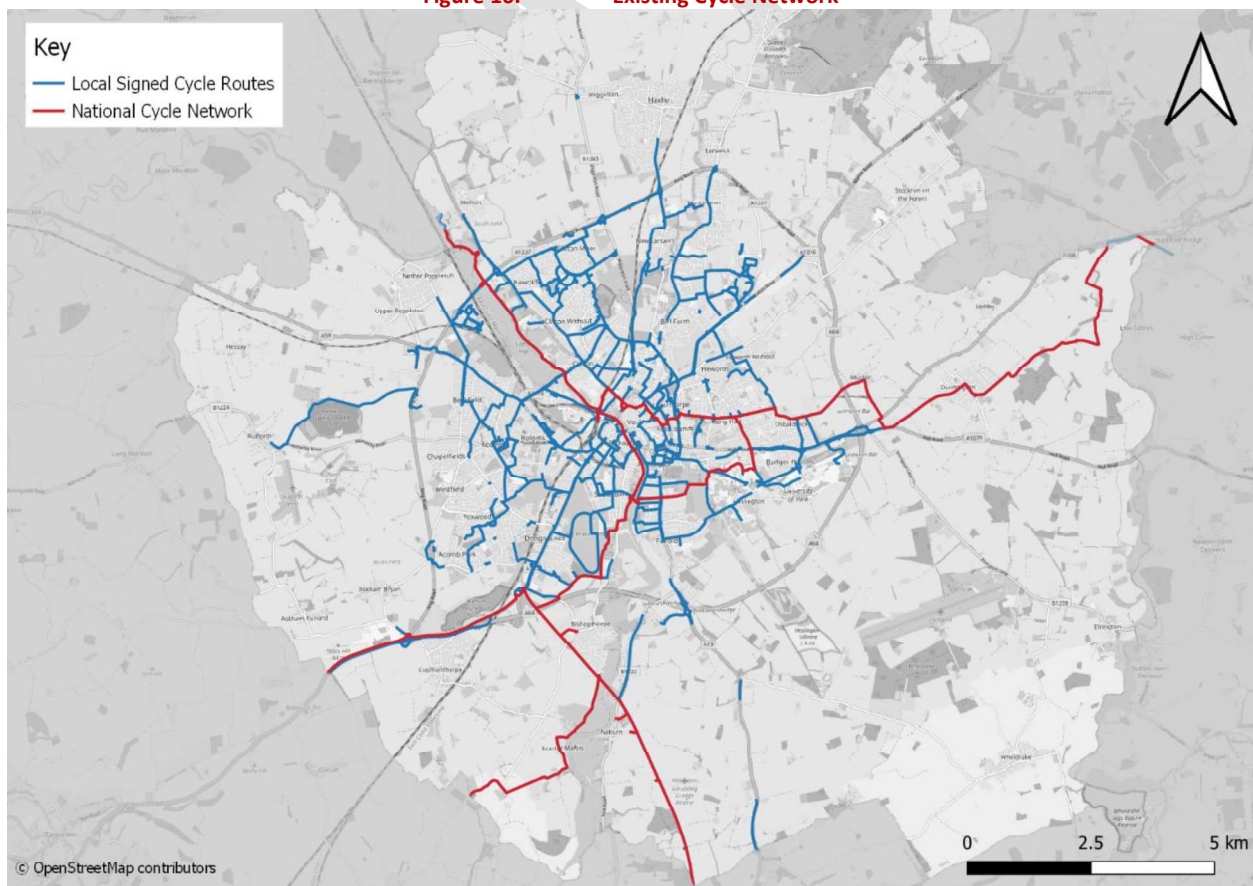
- York Station Frontage

- York Central Spine Route and Leeman Road rail underbridge
- Castle Gateway project including a new crossing near Castle Mills Bridge and a pedestrian/cycle bridge to Piccadilly
- Outer Ring Road (A19 to Monks Cros) and cycle underpasses (as part of A1237 dualling scheme)
- Tadcaster Road (York College to Scarcroft Road)
- Acomb Road (Beckfield Lane to The Fox PH)
- University of York to Elvington & Wheldrake

3.11.3 Other links will be added as part of new developments. One example is the link across the A64 from the proposed Winthorpe development near Elvington Airfield towards the University of York.

3.11.4 Sustrans is currently reviewing the alignment and quality of the National Cycle Network routes in the area. Possible changes include signing the route from Tadcaster to York via the old Roman Road and Copmanthorpe in place of the track beside the A64; improving cycle access from Copmanthorpe to Bishopthorpe and utilising the old track bed near Murton to create a safer route to Dunnington.

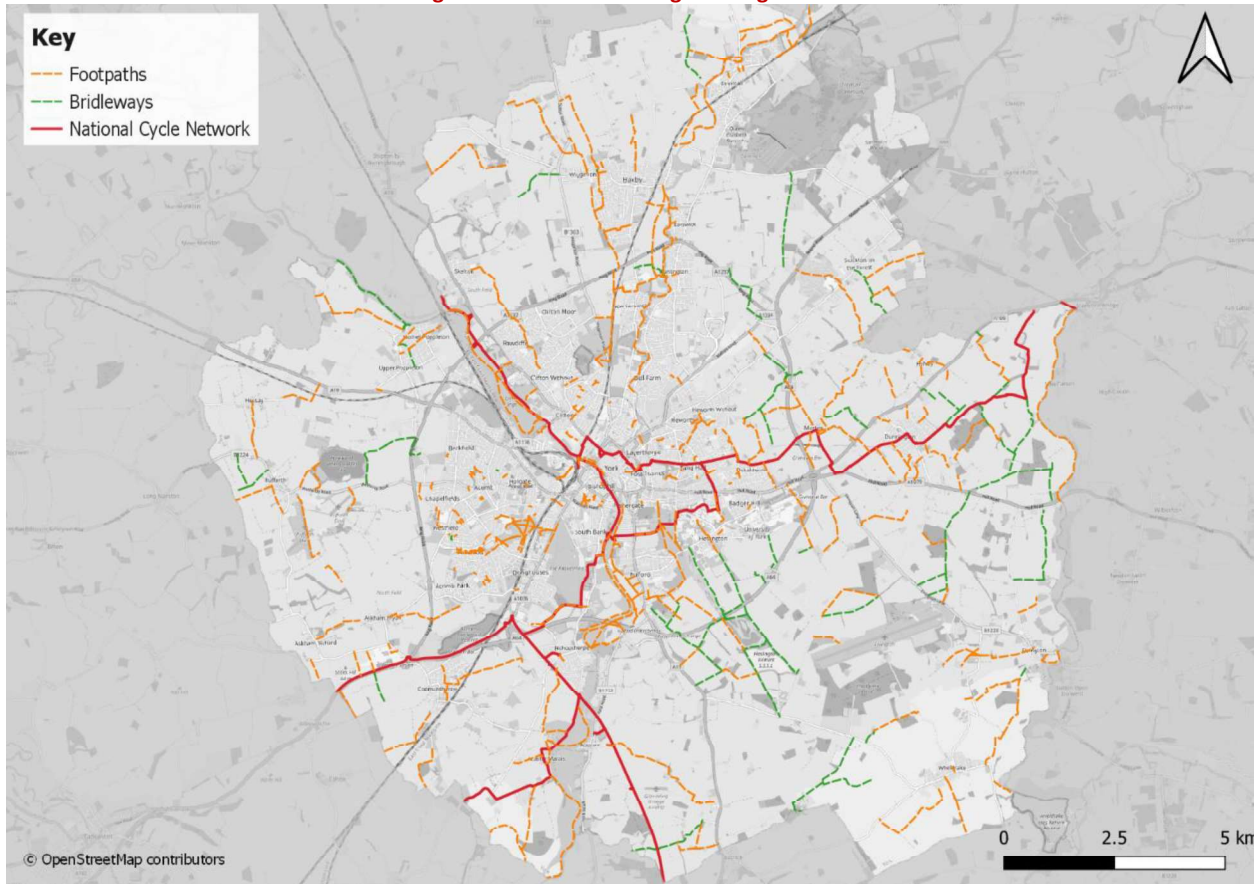
Figure 16. Existing Cycle Network



3.12 Walking Network

- 3.12.1 As with most urban areas, the dense network of footways, alleyways and service roads forms an extensive pedestrian network. In the city centre, access restrictions have created one of the largest pedestrianised areas in Europe.
- 3.12.2 The plan below (Figure 17) shows the network of public footpaths and bridleways taken from the latest Public Rights of Way Improvement Plan. This extends the pedestrian network into rural areas and green spaces within the city boundary. The longer distance National Cycle Routes are designated as shared use facilities, for use by pedestrians, cyclists and horse riders in some places.
- 3.12.3 Notable opportunities to create new recreational and utility footpaths include:
- River Foss Walk from Strensall – Huntington – City Centre
 - York Riverside (City Centre);
 - Castle Gateway
 - Copmanthorpe to Bishopthorpe via a new ramped bridge over the East Coast Mainline; and
 - Additional links to new developments and the proposed Haxby Rail Station

Figure 17. Existing Walking Routes



3.13 Travel Habits

3.13.1 The 2011 Census collected travel to work data by mode and district. The total inflow of people coming to York for work was 25,734, while the total outflow was 21,451. Most York residents remain in York to work. The next most common place of work is Leeds which attracts 5,023 York commuters. The below table provides a breakdown.

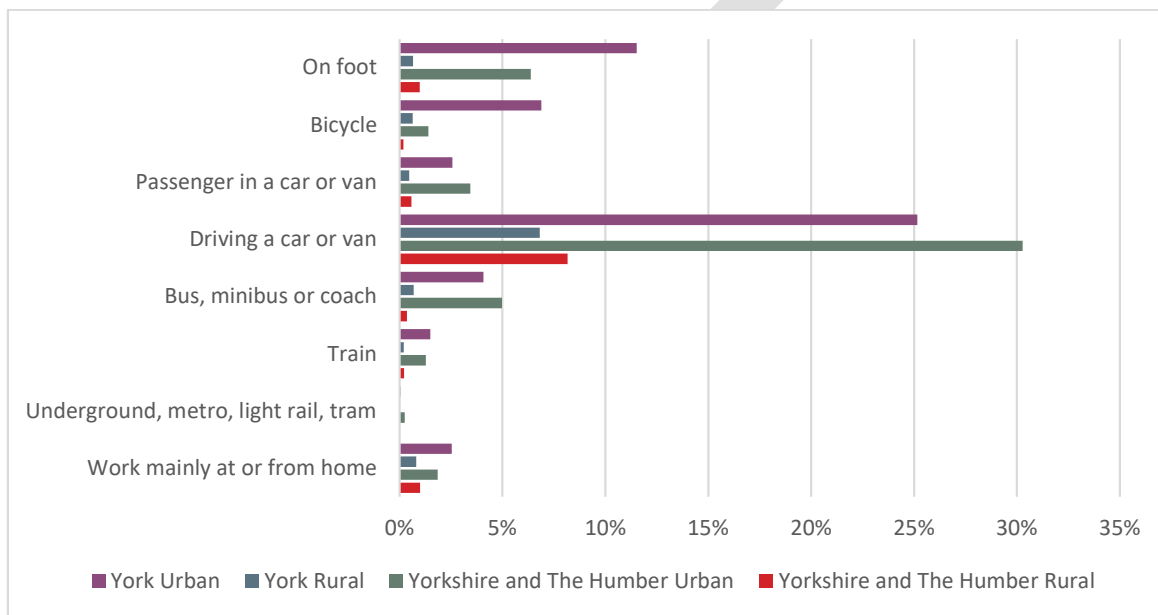
Table 2. Location of Place of Work for York Residents

LOCATION	NUMBER OF COMMUTERS
York	25,734
Leeds	5,023
Hambleton	2,915
Harrogate	2,194

LOCATION	NUMBER OF COMMUTERS
East Riding of Yorkshire	1,957

3.13.2 A breakdown of how people travelled to work in York compared to other regions is depicted in Figure 18 below. The data was for residents of York Urban/ Rural and the whole of Yorkshire and The Humber Urban/ Rural travelling to their place of work.

Figure 18. Method of Travel to Work (2011)



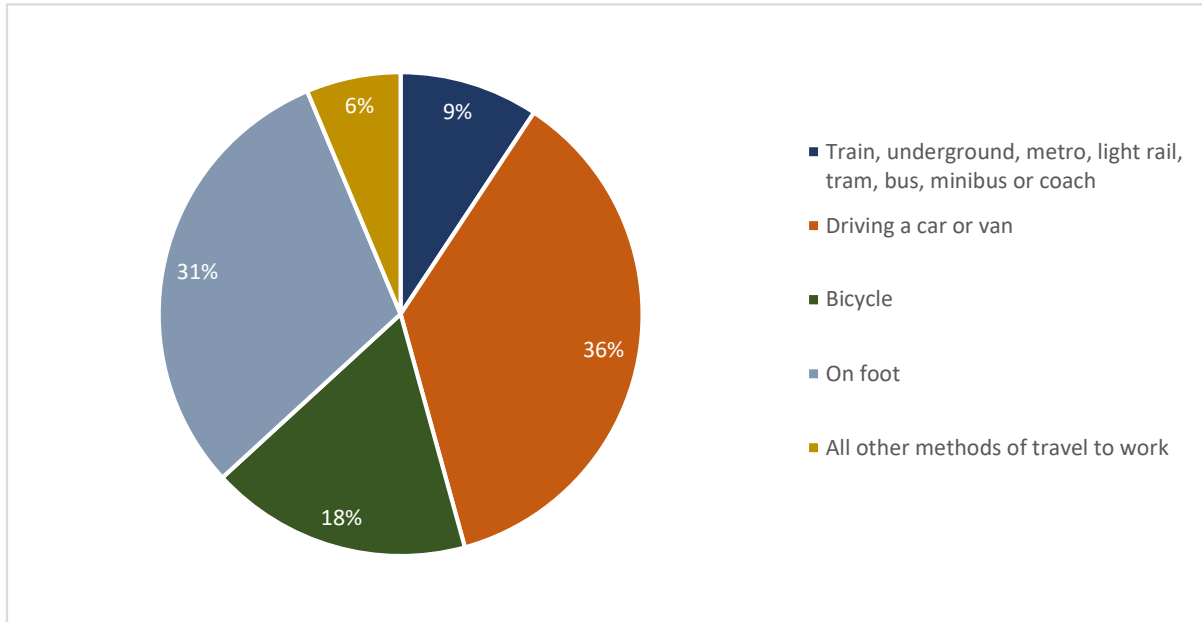
3.13.1 This method of travel to work data demonstrates that people in Urban York are significantly more likely to walk (11.5%) and cycle (6.9%) than the rest of Yorkshire and The Humber. Residents in Rural York are slightly less likely to commute to work by driving a car or van (7%), compared to the rest of Yorkshire and The Humber (8%).

3.14 Walking and Cycling Mode Share

3.14.1 The DfT has set a goal of half of journeys in cities and towns to be made by walking and cycling by 2030.

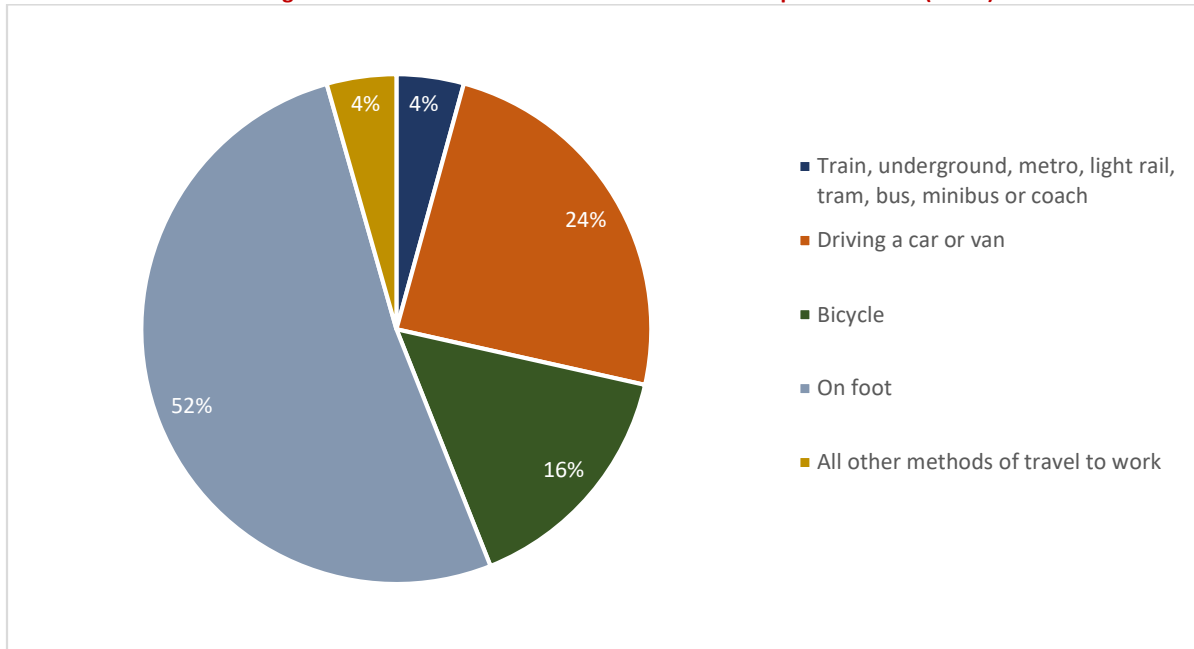
3.14.2 Subject to terrain and traffic, many of these short journeys could be completed by walking or cycling, given relatively competitive journey times, with a 5km journey equating to a 15min cycle, and 10km one being a 30min cycle.

Figure 19. Method of Travel to Work for Trips Under 5km (3.1mi)



DRAFT

Figure 20. Method of Travel to Work for Trips Under 2km (1.2mi)



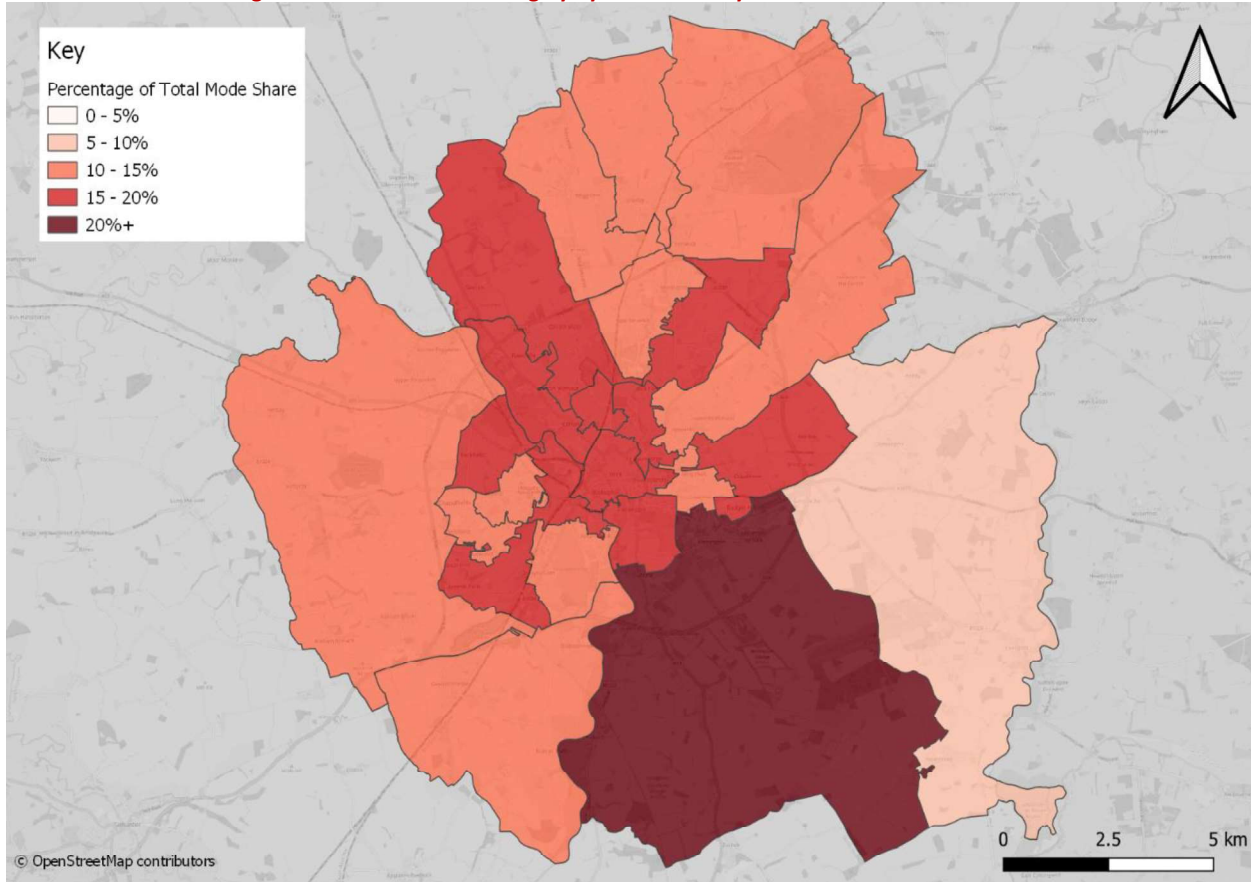
3.14.3 More recent data from the DfT shows that the proportion of adults that walk or cycle for travel at least once per month in York is 81.8%, compared to 76.3% in Yorkshire and The Humber.

Table 3. Proportion of Adults who do any Walking or Cycling for any Purpose

LOCATION	ONCE PER MONTH	ONCE PER WEEK	THREE TIMES PER WEEK	FIVE TIMES PER WEEK
Yorkshire and The Humber	76.3	68.5	43.0	31.5
North Yorkshire	82.0	76.2	51.5	39.3
York	81.8	75.2	55.0	41.3
Hambleton	83.2	76.9	51.2	41.0
Harrogate	85.9	80.6	54.6	42.6
East Riding of Yorkshire	77.0	69.1	43.7	34.2

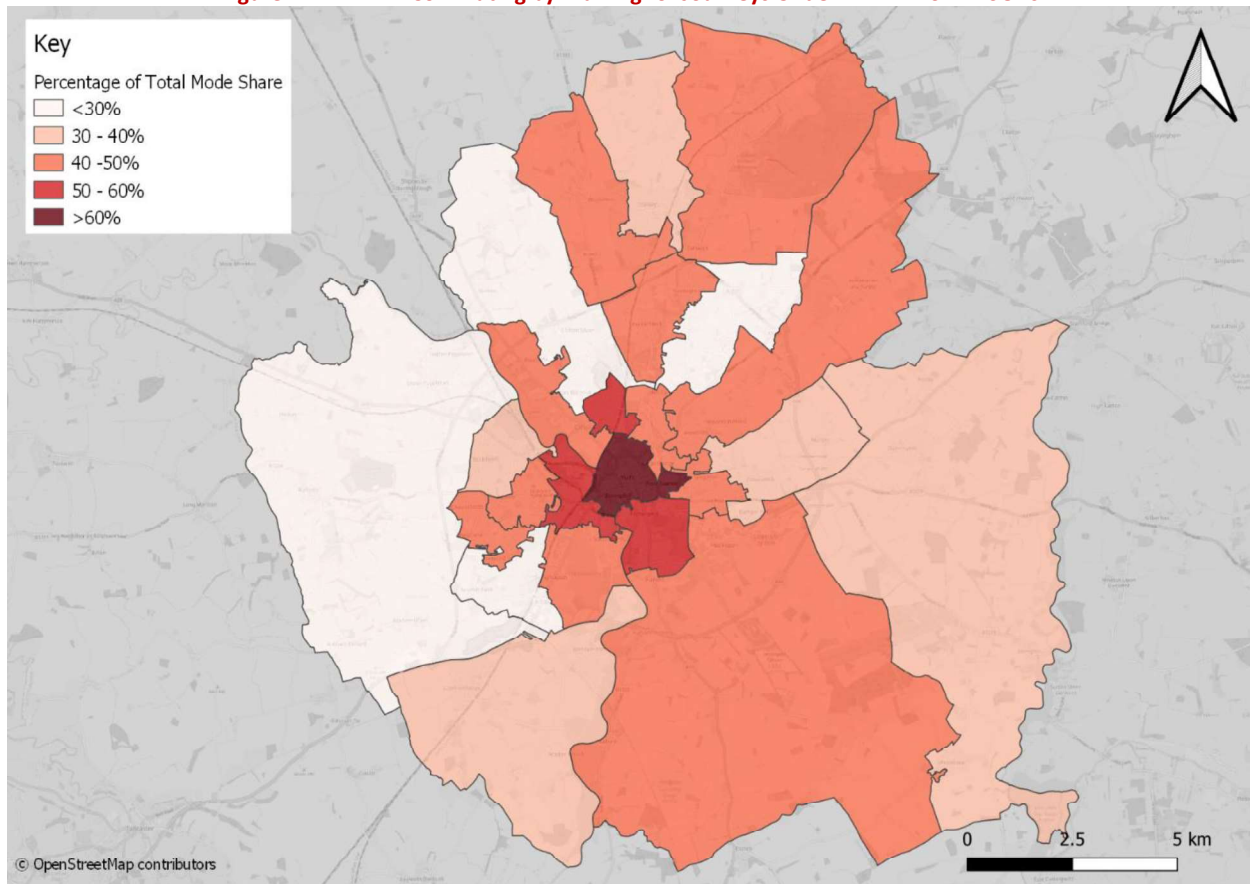
3.14.4 Of journeys made to work under 5km, Figure 21 shows the mode share of the Middle Layer Super Output Area (MSOA) in York by percent of commutes under 5km made by cycle. Figure 22 shows the mode share of the MSOAs in York by percent of commutes under 2km made by foot.

Figure 21. Commuting by Cycle for Journeys Under 5km in York MSOAs



3.14.5 The highest shares of cycling as a means of commuting under 5km, with a mode share of over 20% are in the south of the city in areas such as Fulford and Heslington. In contrast the lowest levels were to the East of the City in Derwent with a mode share below 10%.

Figure 22. Commuting by Walking for Journeys Under 2km in York MSOAs



- 3.14.6 There are significantly lower levels of walking as a percentage of commutes under 2km in the MSOAs to the West of the City in areas such as Skelton and Rural West York where the share falls below 30%. This contrasts with areas with a much higher mode share towards the city centre such as Guildhall, Fishergate and Micklegate; and inner urban areas to the south, west and north of the city centre, where walking to work can represent half of all commuter journeys.

3.15 Cycling and Walking Trends

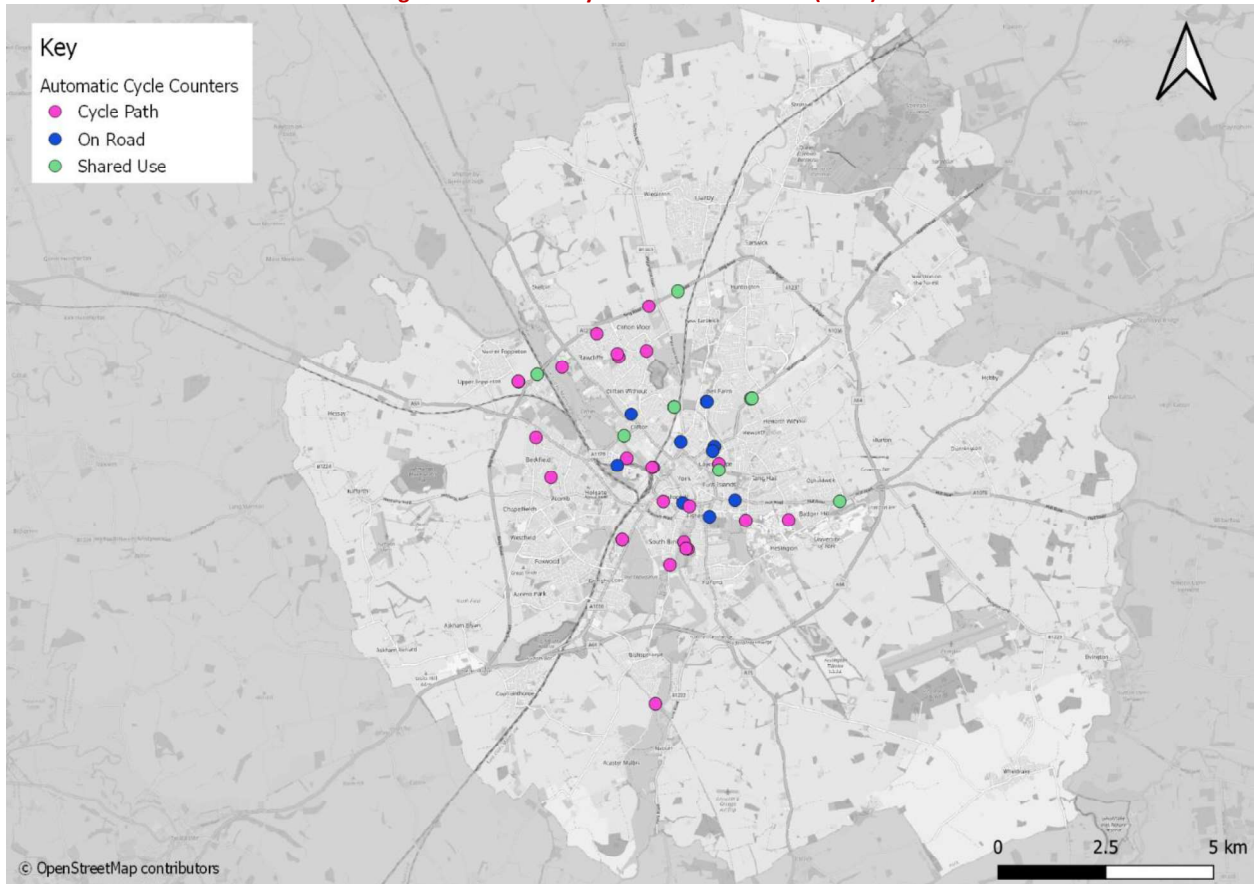
- 3.15.1 It is important to consider travel trends to help determine policy targets and future-proof design appropriate infrastructure. Although levels of active travel in York may have fallen in recent years, there is evidence that sustainable transport remains popular: over 50% of residents surveyed by the Council in 2021 report that they commute by cycle or on foot.
- 3.15.2 The most consistent measure of modal split is the journey to work which is reported every 10 years in the Census. Travel Plans are also a useful indicator of local travel patterns

- 3.15.3 Cycle flows are counted at around 40 automatic counting sites and some 30 DfT traffic count sites in York. The cycle counter sites are shown in Figure 23.
- 3.15.4 Information on pedestrian flows is scarcer, and apart from Census data, the best evidence is from footfall data in the city centre. A particular component of York's pedestrian traffic is the very high number of visitors. Latest information suggests that prior to the pandemic the city received eight million visitors a year - nearly 25,000 a day.
- 3.15.5 The most recent figures for walking and cycling's modal share for commuting (at times when travel demand is usually greatest) are shown in Table 4.
- 3.15.6 The Propensity to Cycle Tool projects *at least* a doubling of cycling to work (c30%) under its Go Dutch scenario which shows what would happen if we can reach average Dutch commuter cycling rates in England, accounting for improved infrastructure and differences in trip distances and hilliness between the two countries. With a significant uptake in use of e-bikes, there is potential for up to 40% of commuting trips to be made by bike.
- 3.15.7 Future trends remain unpredictable however with the marked increase in working from home and the dramatic decline in public transport use since the COVID pandemic. Between 2009 and 2014, cycle flows over 12 hours rose by 30%, fell during Covid but may now be returning.

Table 4. Mode Share Surveys Active Travel

SOURCE	CYCLING MODE SHARE	WALKING MODE SHARE
Census (2011)	12%	19%
CoYC (2013)	17%	14%
York Hospital (2016)	13%	13%
York Civic Trust (2019)	15%	13%??
CoYC Big Conversation (2021)	23%	28%
University of York Staff (2022)	22%	16%
University of York Students (2022)	10%* inc ebike/scooter	53%

Figure 23. Cycle Counter Locations (2022)



DRAFT

4. DEVELOPMENT OF THE CYCLING NETWORK

4.1 General

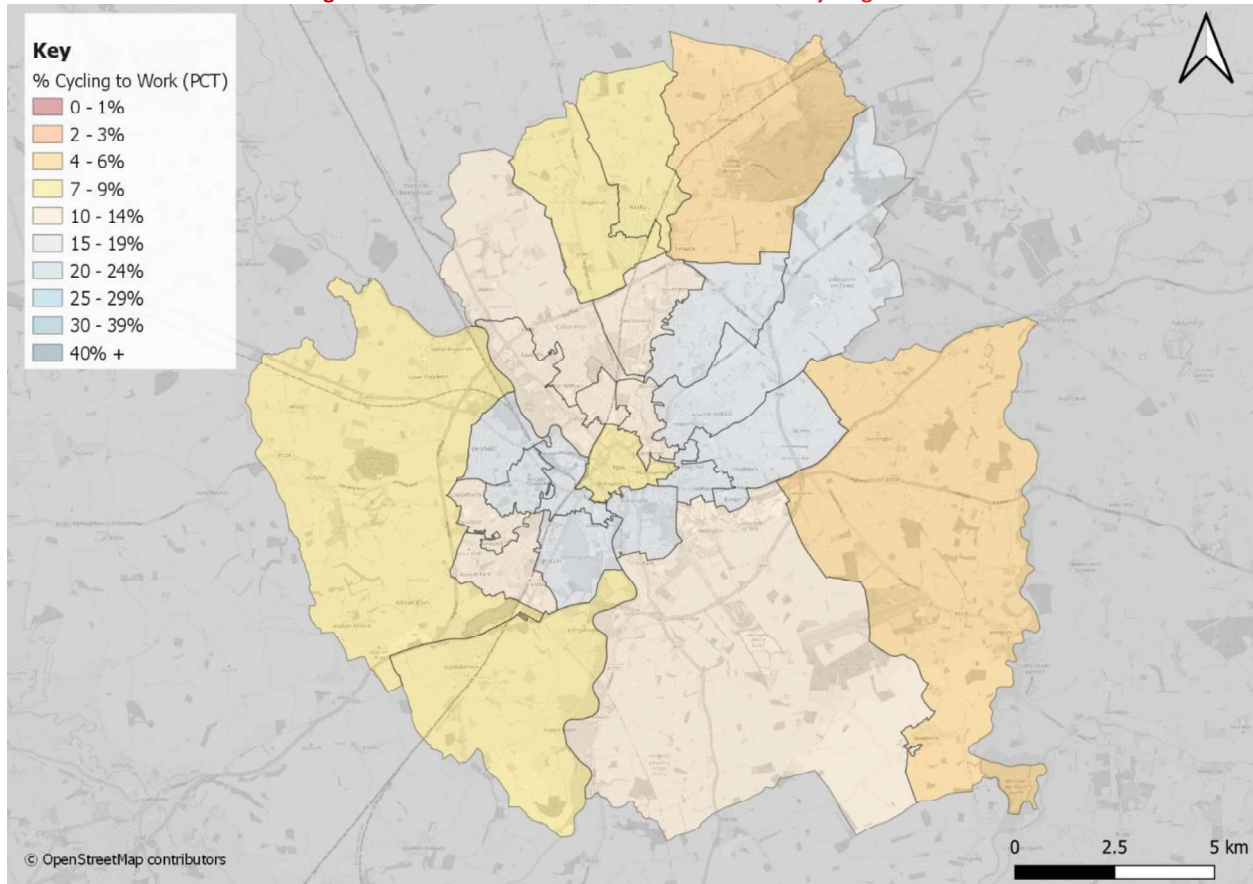
- 4.1.1 The third stage of the LCWIP process sets out the recommended steps for mapping a future cycling network and identifying infrastructure improvements. This chapter sets out the findings from the evidence collected and analysed for the information gathering stage of the LCWIP (Stage 2).

4.2 Propensity to Cycle Analysis

- 4.2.1 The Propensity to Cycle Tool (PCT) is a strategic planning tool that provides forecasts of the levels of commuter cycling in a given area compared to the current situation under various scenarios of change. These range from meeting the Government Target in the Cycling and Walking Investment Strategy of doubling the numbers of people cycling, to an ambitious “Go Dutch” scenario in which cycling demand levels are equivalent to the Netherlands, taking account of trip lengths, terrain and improved cycling conditions. The PCT can also be used to estimate future mode share for cycling along specific corridors that can be achieved through new infrastructure.

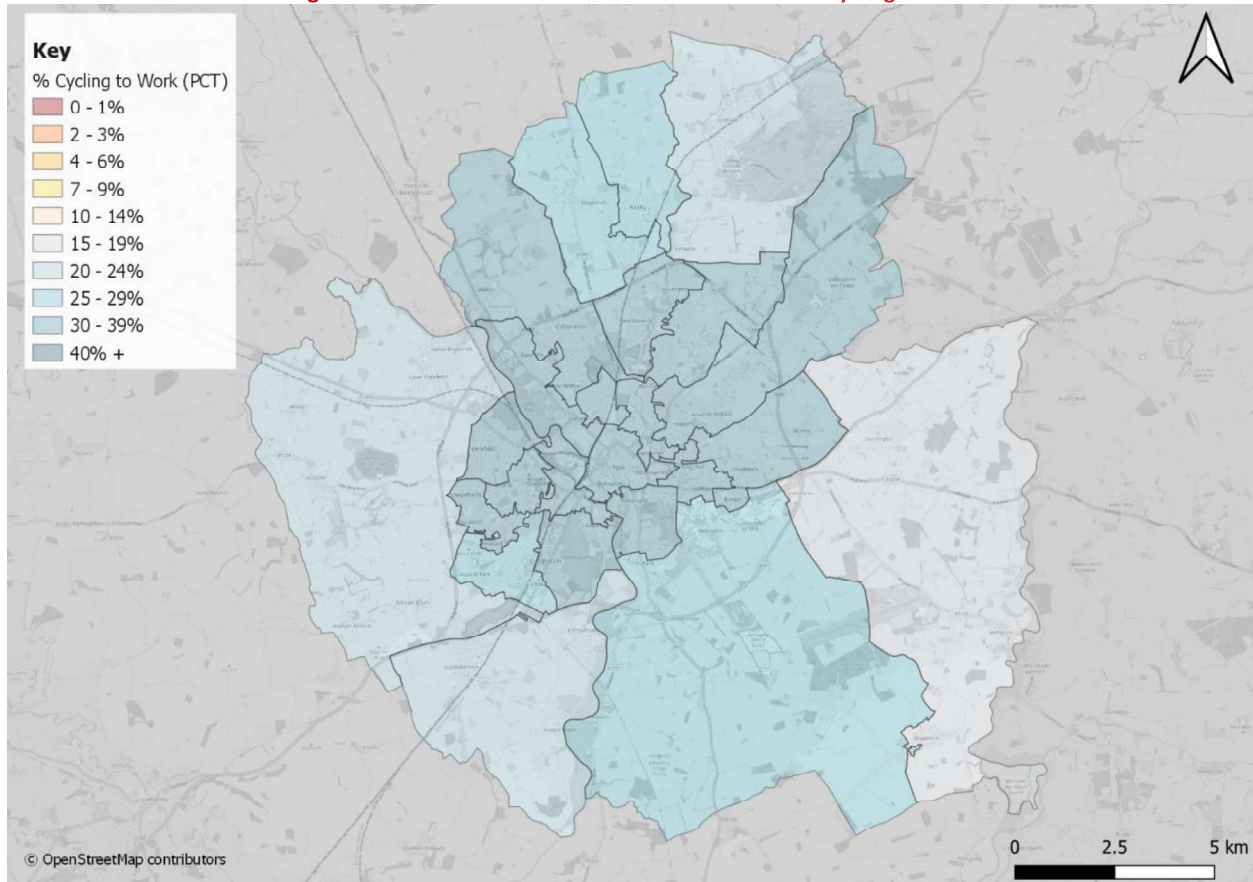
DRAFT

Figure 24. PCT Current Scenario Levels of Cycling in York.



4.2.2 Figures 24 reveals that areas surrounding the city centre have cycle to work rates of 15% or more whilst more distant areas and the city centre have cycle rates of 6% or less. Under the Go Dutch scenario, Figure 25 shows that all areas of the city have cycle rates of 15% or more and that much of the built-up area has potential for 40% of trips to be made by bike.

Figure 25. PCT “Go Dutch” Scenario Levels of Cycling in York



- 4.2.3 This section sets out the findings of the PCT analysis for York and the methods used. It is strongly recommended by the DfT’s LCWIP technical guidance that local authorities use the PCT in the LCWIP process to map trip origins and destinations (trip generation), identify desire lines for cycle trips (trip distribution) and allocate trips to specific routes (trip assignment).
- 4.2.4 The outputs from the PCT are expressed in terms of one-way daily cycling flows, and the outputs can be shown as:
- Straight Lines - representing the desire lines or origin-destination pairs. Each line has information showing the distance between the origin-destination point, how many commuters in total take this route, how many of these commuters currently cycle and what the propensity for cycling is.
 - Route Network – aggregates all the cycling flows using the shortest distance between locations mapped onto the road network. This prioritises the most direct routes. More analysis will be conducted to identify the most cycle-friendly routes.

- 4.2.5 The straight-line analysis of the Top 50 cycle flows using the Go Dutch scenario in Figure 26 shows the significance of city centre, Clifton Moor and Rawcliffe, Strensall and Huntington Road, and the University of York as foci for cycling activity.
- 4.2.6 Mapping this demand onto the local route network in Figure 27 and Fig 28, shows the obvious demand for cycling close to the city centre, inner suburbs and areas to the north of the city. Routes with significant demand (red) include:
- Inner ring road between Micklegate Bar and Lord Mayors Walk
 - Blossom St and Holgate Road
 - Clarence St and Haxby Road
 - Bootham and parts of Rawcliffe Lane; and
 - The Foss Islands Cycle Path between Wigginton Road and James St
- 4.2.7 It is significant too that demand for cycling extends beyond the city centre and across the Outer Ring Road towards Haxby and Strensall.
- 4.2.8 We have not examined primary school journeys as the journeys are shorter, route networks are denser, and with 50+ primary schools in the city, they are more scattered making a high-level route network analysis more difficult.
- 4.2.9 The analysis of secondary school journeys in Figure 29 shows demand for cycling along Haxby Road towards Joseph Rowntree School; along Huntington Road towards Huntington School; routes close to Millthorpe/All Saints and Vale of York Schools, Tang Hall Lane towards Archbishop Holgate School; and along Millfield Lane towards Manor School.

Figure 26. PCT Outputs for the Go Dutch Scenario

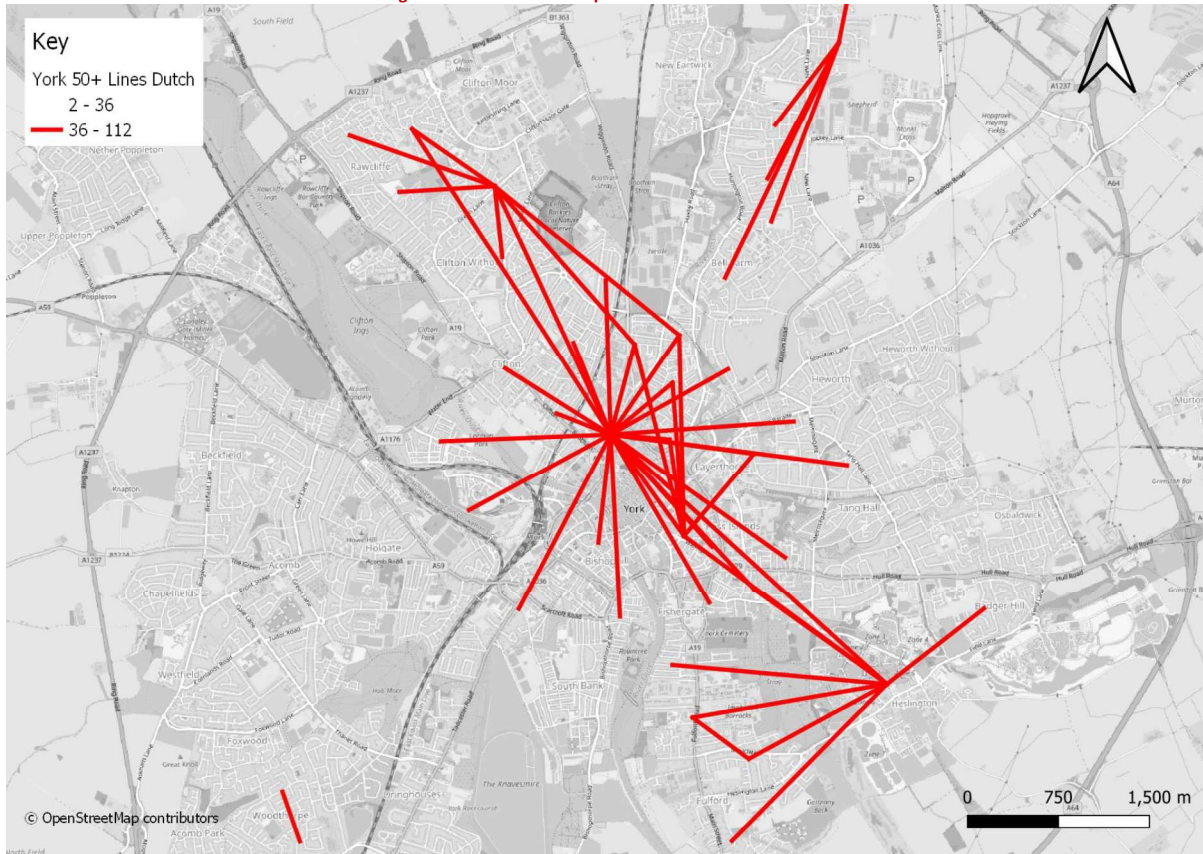


Figure 27. PCT Analysis – Cycle Demand for Commutes Mapped onto Local Routes

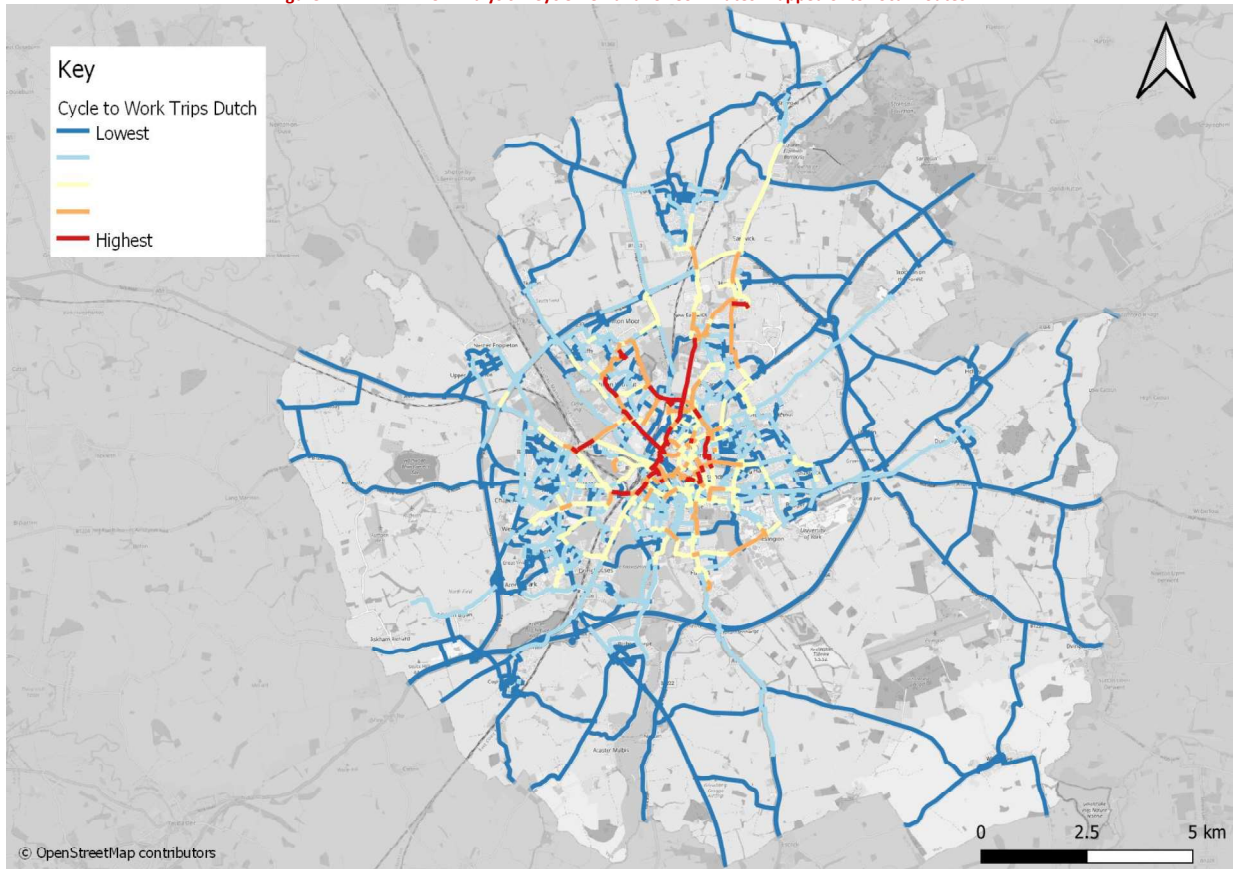


Figure 28. PCT Analysis – Cycle Demand for Commutes Mapped onto Local Routes (City Centre)

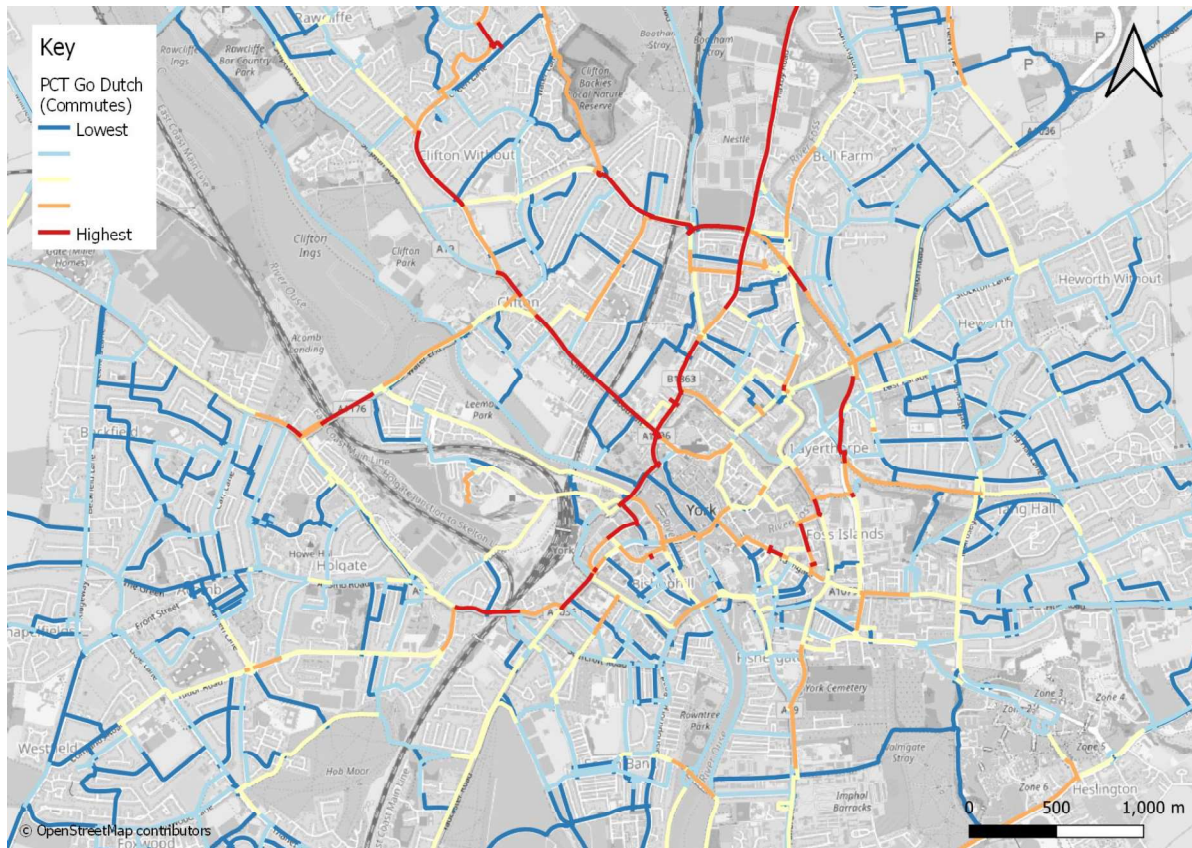
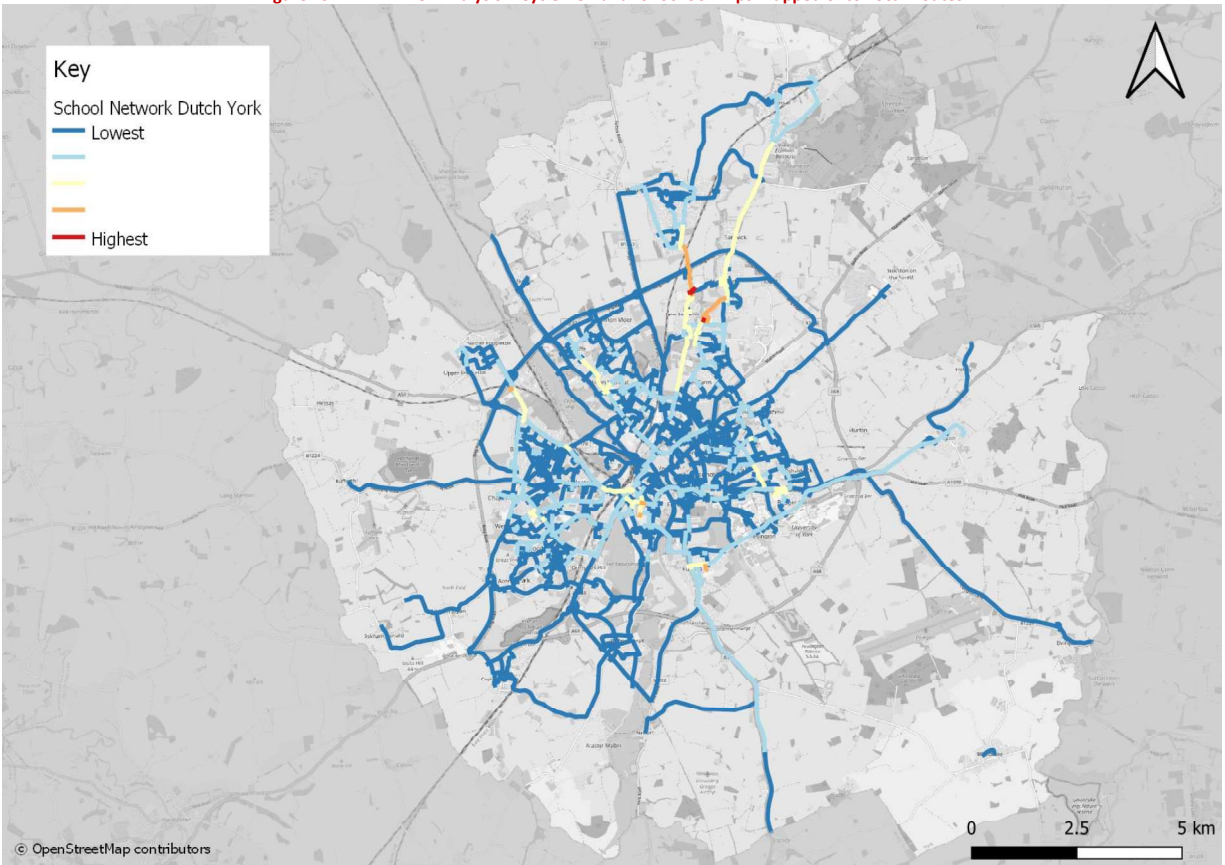


Figure 29. PCT Analysis – Cycle Demand for School Trips Mapped onto Local Routes



4.3 Origin and Destination Analysis

4.3.1 The PCT provides a detailed analysis of existing and potential cycling trips related to commuting to work or school. However, nationally commute trips make up only 20% of total cycle trips. There are a wide range of other trips that people will make by cycling, many of these to visit other destinations, but also those made solely for the pleasure of cycling. This section considers the potential demand for and origins and destinations of these trips in York. The approach to origin and destination analysis is detailed below.

4.3.2 Key origins and destinations have been mapped in Figure 30, including the centroids of residential areas and significant trip generators, including those listed below:

- Town centres
- Key employment sites
- Major retail centres
- Hospitals, surgeries and healthcare sites
- Public transport hubs
- Secondary schools and places of higher education
- Leisure facilities and entertainment spaces.
- Parks and greenspace.
- Future development sites.

4.3.3 Doctors' surgeries and supermarkets are shown on the map but have not been included in the desire line mapping due to their smaller size or the challenges and logistics of using active travel for that trip purpose.

4.3.4 To clearly identify key future desire lines, the five largest future employment sites were selected and plotted from the local plan alongside the five largest housing development sites. The future employment sites included:

- ST5: York Central 100,000sqm B1a
- ST19: Land at Northminster Business Park (15ha) 49,500sqm B1c, B2 and B8. May also be suitable for an element of B1a.
- ST27: University of York Expansion (21.5ha) Campus East and ST27 will across both sites deliver up to 25ha of B1b knowledge-based businesses including research led science park uses identified in the existing planning permission for Campus East.
- ST26: Land South of Airfield Business Park, Elvington (7.6ha) 25,080sqm B1b, B1c, B2 and B8.
- ST37: Whitehall Grange, Wigginton Road (10.1ha) 33,330sqm

4.3.5 Whilst the key future housing sites included:

- ST1: British Sugar/Manor School (46.3ha) 1,200 dwellings
- ST5: York Central (35ha) 1,700 dwellings
- ST8 Land North of Monks Cross (39.5ha) 968 dwellings
- ST14: Land West of Wigginton Road (55.0ha) 1,348 dwellings
- ST15: Land West of Elvington Lane (159.0ha) 3,339 dwellings

4.3.6 To plot origins across the York LCWIP study area each LSOA was given a centroid with sense checks performed to ensure that the centroids were plotted in rational residential areas

that clusters of journeys are likely to begin from. Given the size of the study area, the distribution of origins and the range of destinations, this origin and destination analysis is split into separate categories to produce different outputs based on influencing factors.

- 4.3.7 The next stage was to connect the origin centroids to the major destinations. The first category detailing daily non-commuting lines in Figure 31, desire lines were drawn from every origin to connect to York Station, York Hospital and to the nearest large retail centre by distance.
- 4.3.8 The process to identify the higher and further education desire lines illustrated in Figure 32 involved a combination of origin locations. To ensure accurate and realistic desire lines produced for both the University of York and York St John University, centroids were plotted in the locations of each university's respective student accommodation and housing sites.
- 4.3.9 Likewise, to accurately establish key desire lines in relation to future housing developments, origin centroids have been plotted in each of the top five housing sites with lines to the daily and future employment destinations sites.
- 4.3.10 Figures 31, 32, 33 and 34 detail the various origins for each scenario connected to their associated destinations. Every origin connects to the nearest destination of that category but as is evident for large trip attractors such as York Central and York Hospital, desire lines have been plotted to every origin under that scenario. This process illustrates all the possible non-commuting desire lines as well as some potential future commuting and non-commuting desire lines based on the locations of the largest planned housing and employment developments.
- 4.3.11 Based on the trends in the origin and destination connections, Figure 36 shows the key corridors in yellow identified for York in addition to the desire lines from the PCT. It should be noted the PCT only uses commuting and school trip data, whereas the origin/destination analyses include a wider spread of trips such as leisure and shopping.

Figure 30. Key Destinations in York



Figure 31. Desire Lines derived from Origin and Destination Mapping (Daily)

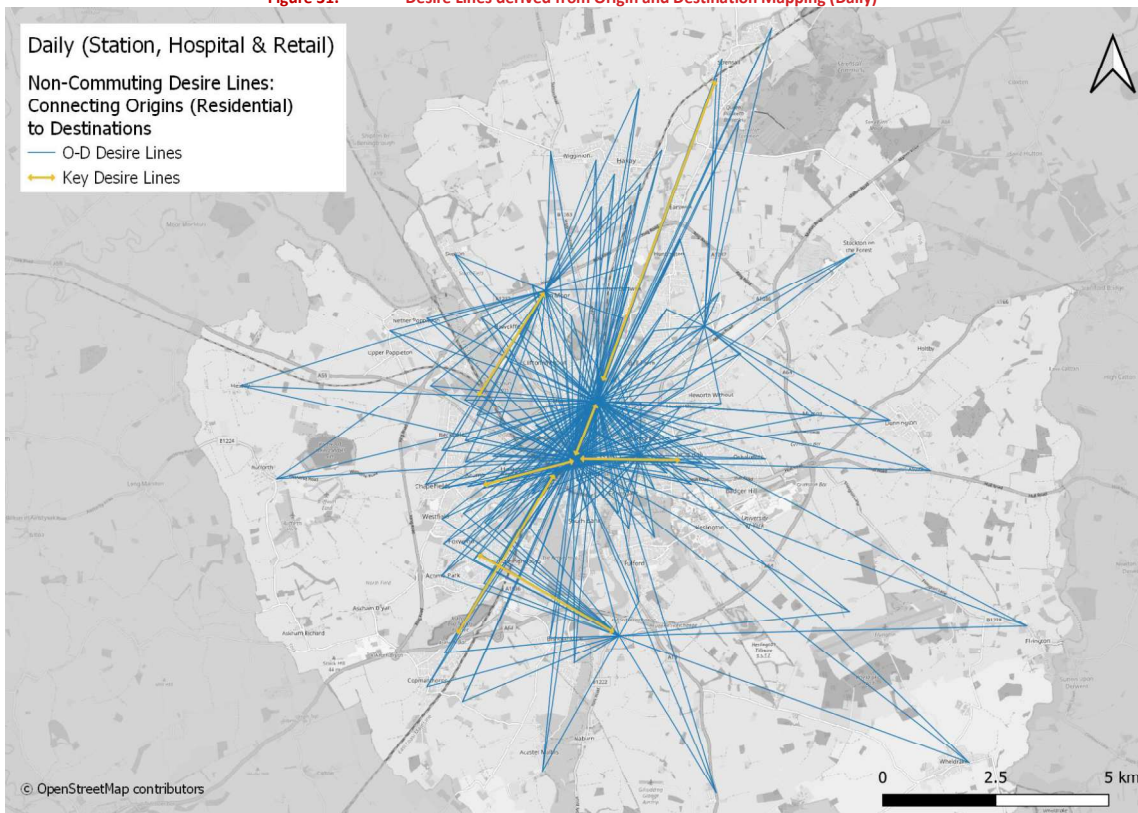


Figure 32. Desire Lines derived from Origin and Destination Mapping (Education)



Figure 33. Desire Lines derived from Origin and Destination Mapping (Future Employment)

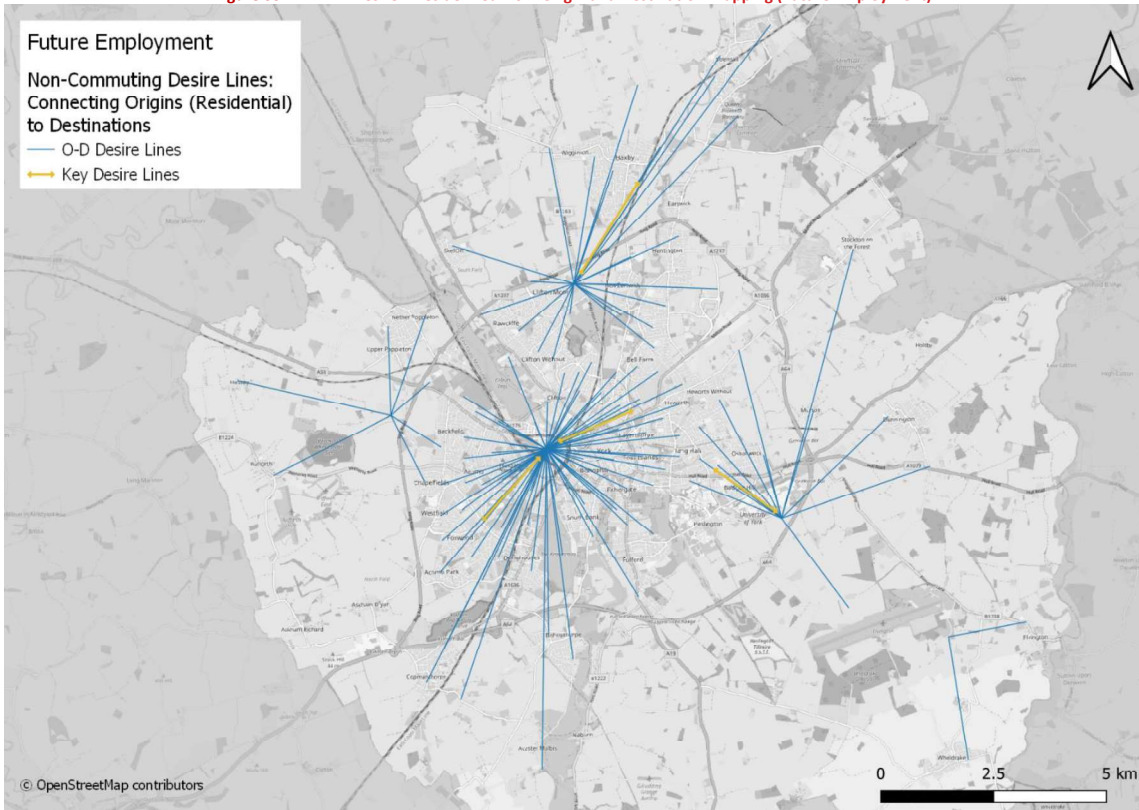
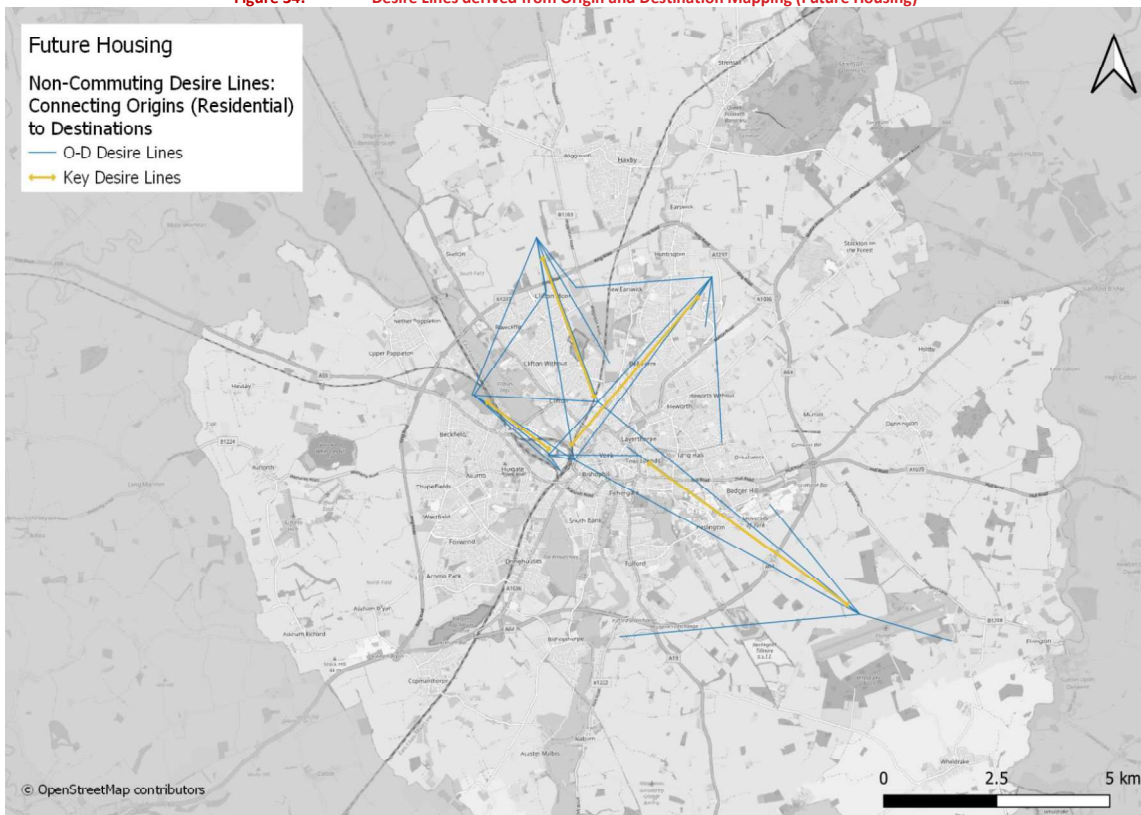


Figure 34. Desire Lines derived from Origin and Destination Mapping (Future Housing)

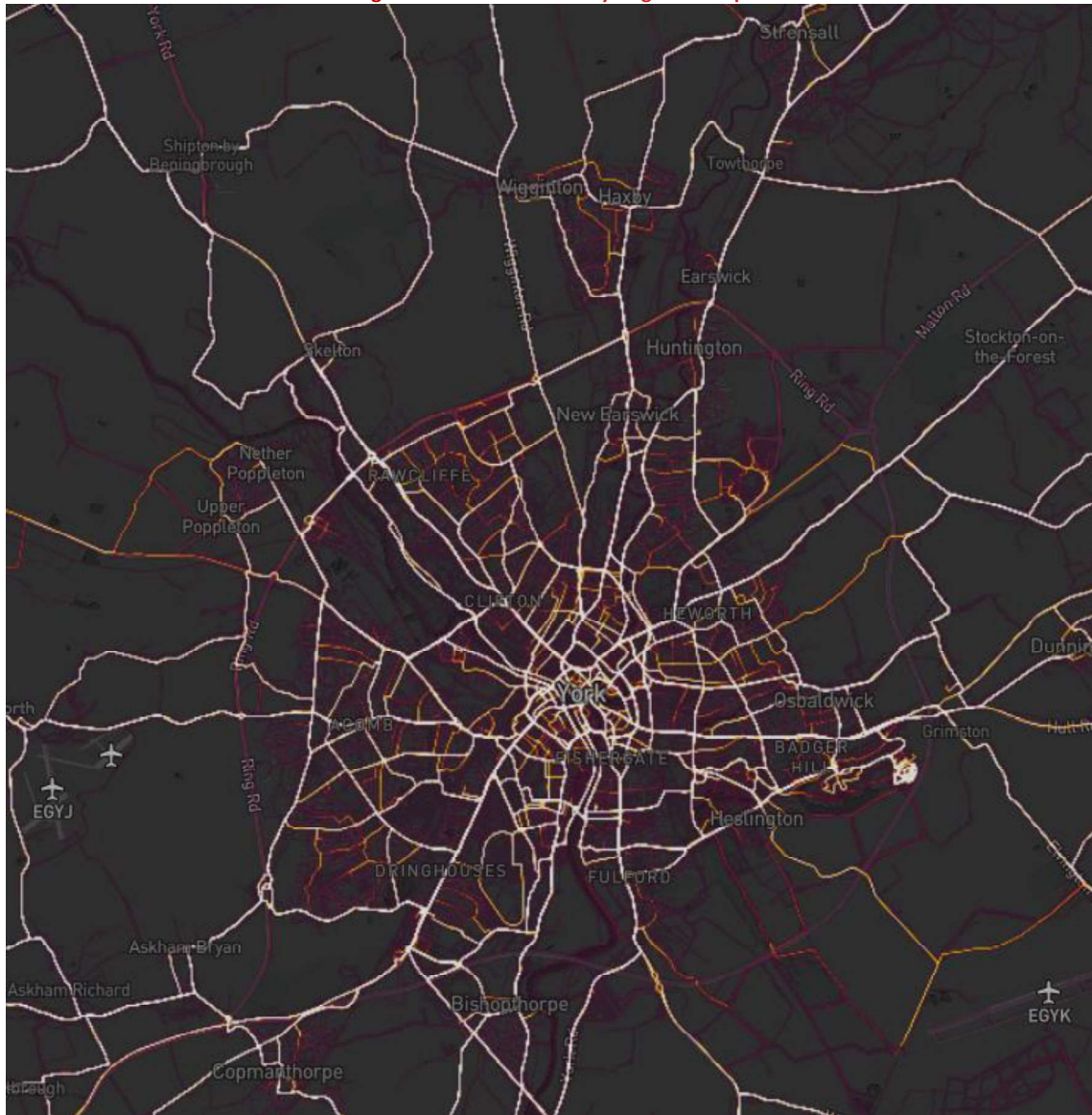


4.4 Strava Data

4.4.1 Figure 35 below includes Strava Cycling Heat Map data. The white lines illustrate the most popular routes, showing that there are a significant number of trips on the urban road network, but which also extend beyond the outer ring road and across the study area.

4.4.2 It is important to note that this provides us with information on primarily recreational trips (note the University of York Cycle Circuit); it offers little insight into routes that have potential if there were infrastructure improvements for instance.

Figure 35. Strava Cycling Heat Map

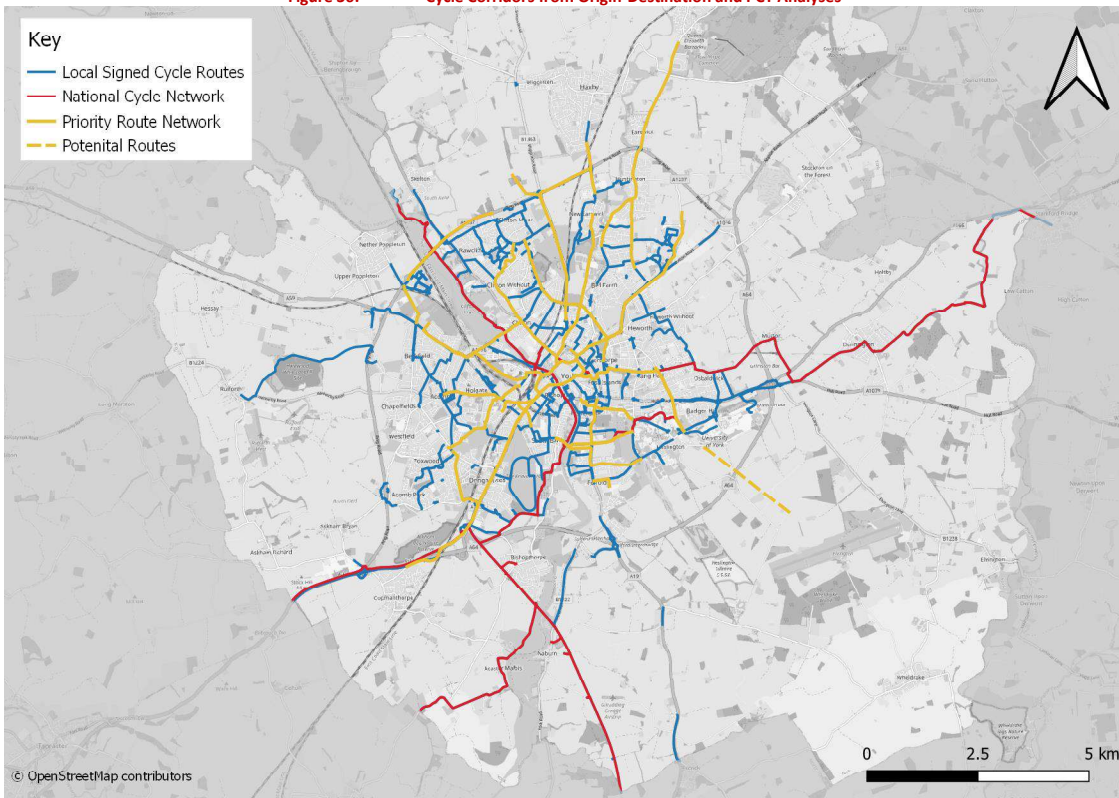


4.5 Map of Cycle Demand

- 4.5.1 The corridors and routes identified by the PCT analysis, and the origin-destination analysis have been mapped onto the road and path network in GIS to illustrate the priority route network in Figure 36.

DRAFT

Figure 36. Cycle Corridors from Origin-Destination and PCT Analyses



4.6 Route Prioritisation

4.6.1 A priority route network is shown in Fig 36 including a total of 37 routes identified as showing high demand and worthy of consideration as priority routes; a few were quite short, but the vast majority were over 1km in length.

4.6.2 Later in the study programme, we aim to look in more detail at possible infrastructure designs along 10 sections of priority cycle route. The requisite sifting process is described below. Three of the 37 routes were not scored as there is already a commitment to deliver them. These routes are at various stage of planning and improvements and are set to be delivered as plans allow:

- Foss Islands Route Improvements (Sustrans, within 2 years)
- Bootham (CoYC, within 2 years, subject to funding)
- Winthorpe – University (Developer, delivery date TBC)

4.6.3 We included 34 routes for scoring (See Table 5 below), sourced from both the PCT and O/D analysis as follows:

- PCT Commuting – 11
- PCT Secondary Schools – 5
- O/D Analysis Day to Day Journeys - 6
- O/D Analysis Further & Higher Education – 5
- O/D Analysis Growth Sites Employment – 4
- O/D Analysis Growth Sites Housing – 3

Scoring Process

4.6.4 When selecting cycle routes, the LCWIP Technical Guidance recommends that the following criteria are considered:

- Directness
- Coherence
- Safety
- Comfort; and
- Attractiveness

4.6.5 The Propensity to Cycle analysis considers levels of demand and applies this to the existing cycle network, responding to the criteria of Directness and to an extent, Coherence. As the information was readily available in GIS layers, we have also utilised the following sources of data in the scoring process:

- Crashmap data for serious and fatal collisions involving cyclists over the last 5 years (Safety)
- Safe Streets York Commonplace map of local safety concerns which attracted comments on a range of specific issues (Safety, Comfort, Attractiveness)
- York Cycle Campaign Rate my Route survey data (Safety, Comfort, Attractiveness)
- Census data on Health Deprivation and whether a route passed beside or through an area within areas of top 20% health deprivation, alongside a score if the route passed along a route within the Air Quality Management Area (AQMA) (Safety, Attractiveness); and

- Census data on short car journeys under 5km to identify potential impact on congestion.

The 10 highest scoring routes (excluding Bootham and Foss Islands Path) are shown in Table 5:

1. Hamilton Drive to Micklegate (overlaps with 5,6,7)
2. York Rail Station to Lord Mayors Walk via Lendal Bridge (overlap with 8)
3. Strensall to York Hospital via New Earswick
4. Tang Hall Lane to York Rail Station via Ouse Bridge
5. Copmanthorpe to York Rail Station (overlaps with 1 & 7)
6. Front St, Acomb to York Rail Station (overlaps with 1)
7. York College to Ouse Bridge (overlaps with 1 & 5)
8. Heworth Green to York Central site via Lendal Bridge (overlaps with 2)
9. Boroughbridge Road (British Sugar Site) to York Central and city centre
10. Monks Cross Housing site to city centre

Other routes which could be considered include:

- Strensall to Huntington School (overlaps with 3)
- Tang Hall Lane to University of York
- University of York to city centre via Heslington Road

Table 5. Route Prioritisation

York LCWIP Cycle Route Prioritisation		Low Score	Medium Score	High Score					
Scheme No.	Directness, Coherence, Strategic Value (usage)	Distance (Km)	Safety	Safety, Comfort, Attractiveness	Safety, Comfort, Attractiveness	Safety, Comfort, Attractiveness	Health Deprivation, Air Quality	Short Car Journeys	Scoring
Link (Grouped by source)									
PCT Commuting (13)			>4, >2	>20 >10	>50%red >30%red and orange	1 for each	2 or zero		
A1	Micklegate Bar - Blossom St - Iron Bridge - Hamilton Drive - Hollybank Road	1.2	5	22	100% red	Health + AQMA	Yes	****	
A2	Boroughbridge Road/Carr lane - Water End - Clifton Green Junction	1.8	0	25	80% red	AQMA		**	
A3	Bootham (Bootham Bar to Rawcliffe Lane)	CoYC Scheme							
A4	Shipton Road - Rawcliffe Lane - Ebsay Drive - Clifton Moorgate	2	1	7	70% red				
A5	Rail Station - Lendal Bridge - Gillygate - Lord Mayors Walk	0.9	2	21	90% red	Health +AQMA	Yes	***	
A6	Lord Mayors Walk - Clarence St - Haxby Road - Foss Islands Cycle Route	1	0	4	20% orange	AQMA	Yes		
A7	Haxby Road (Foss Islands Cycle Route to New Earswick Centre)	2	0	5	10% orange	Health			
A8	Wigginton Road - Crichton Ave - Clifton Bacckies - Clifton Moorgate	1.6	2	10	10% red 40% orange	Health	Yes		
A9	Geldof Road - New Lane - Huntington Road	1.6	3	1	30% red				
A10	Foss Islands Cycle Route (Wigginton Road to James St)	Sustrans Scheme							
A11	UoFY boundary to Bishopthorpe Road via Walmgate Stray	2.7	0	13	30% orange		Yes		
A12	UoFY boundary to Hospital Fields Road via Heslington Lane, Broadway and Fulford Road (nighttime route)	1.9	1	11	20% red				
A13	Fulford Road (Hospital Fields Road to Inner Ring Road via Cemetery Road)	1.6	0	8	30% red	Health + AQMA	Yes	**	
PCT Schools (5)									
B1	Huntington Road (Brockfield Rd - Huntington School - Strensall Barracks)	5	2	23	100% red			**	
B2	Haxby Road (Nestle - JoRo School - Eastfield Ave, Haxby)	3.5	0	13	30% red	Health			
B3	Hamilton Drive - Holgate Bridge - Dalton Terrace - Albemarle Road - Millthorpe School	1.2	0	11	20% red, 10% orange	AQMA	Yes		
B4	Millfield Lane - Manor School - Level Crossing	0.9	1		100% orange				
B5	Heslington Lane (Fulford Road to Fulford School)	0.5	0	2	70% red				
Day to Day Journeys									
C1	Millfield Lane - York Outer Ring Road - Manor Lane - Clifton Moor Retail	4.2	1	15	25% red 70% orange				
C2	Strensall Barracks - Outer Ring Road - New Earswick - Bootham Stray - Wigginton Road - Hospital	7.6	2	31	50% red 50% orange	Health + AQMA		***	
C3	Tang Hall Lane - NCN66 - Hungate - Ouse Bridge - riverside - Station	3.8	4	25	20% red	Health + AQMA	Yes	***	
C4	Thanet Road (Lidl) - Challoners Road - Tesco/York College	2.2	1	8	40% red 30% orange				
C5	Copmanthorpe - Tadcaster Road - Station	6.2	5	38	60% red 30% orange	Health + AQMA	Yes	****	
C6	Front St - Acomb Road - Holgate Road - Station Car Park	2.8	6	21	60% red	Health + AQMA		***	
Further/Higher Education (4)									
D1	Ouse Bridge - Micklegate - Tadcaster Road - York College	4	5	38	70% red 20% orange	Health + AQMA	Yes	****	
D2	Tang Hall Lane/Fifth Ave - NCN66 - Hungate - Aldwark - Lord Mayors Walk - York SJ	2.6	1	8	10% red 10% orange		Yes		
D3	Tang Hall Lane/Fifth Ave - Hull Road - Windmill Lane - UoFY	1.5	0	5	50% red	Health	Yes	**	
D4	Bishopthorpe Road/Butcher Terrace - Millennium Bridge - Walmgate Stray - UoFY	2	0	13	5% red 50% orange		Yes		
D5	University boundary - The Retreat - Heslington Road - Barbican - Picadilly	1.7	2	7	40% red 40% orange	Health + AQMA	Yes	**	
Growth Employment (4)									
E1	Tang Hall Lane/Fifth Ave - Hull Road - Windmill Lane - UoFY	1.5	0	5	50% red	Health	Yes	**	
E2	Foxwood Lane/St Helens Road - Hobmoor - Beech Ave - Wilton Rise - York Central	2.5	1	17	20% red 10% orange	Health	Yes		
E3	Heworth Green/Stockton Lane - Monkgate - Lendal Bridge - Leeman Road - York Central	2.5	7	20	60% red 20% orange	AQMA	Yes	***	
E4	Haxby/Eastfield Ave - Ring Road - Land West of Wigginton Road	2.8	0	6	20% red				
Growth Housing (5)									
H1	British Sugar/Boroughbridge Road - Water End - York Central - Lendal Bridge - City Centre	3.4	0	21	50% red 50% orange		Yes	***	
H2	Land west of Wigginton - Wigginton Road - York Hospital	2.7	0	8	20% red 20% orange		Yes		
H3	Land north of Monks Cross - Retail Park - Vanguard Shopping Centre - Malton Road - Heworth Road - Monkgate - City Centre	4.4	6	20	30% red 30% orange	AQMA	Yes	***	
H4	Winthorpe (Elvington Airfield) - University (new A64 bridge)	Developer Scheme							

5. DEVELOPMENT OF CORE WALKING ZONES

5.1 General

5.1.1 The first stage of the development of a walking network is to identify the Core Walking Zones (CWZ). The LCWIP guidance recommends that:

- CWZs should consist of a few walking trip generators that are located close together - such as a town centre or business parks.
- An approximate five-minute walking distance of 400m should be used as a guide to the minimum extents of CWZs.
- All pedestrian infrastructure should be deemed as important within the CWZs.
- Once the CWZs have been identified, the important pedestrian routes (key walking routes) that serve them should then be located and mapped.

5.1.2 There is merit in selecting Core Walking Zones based on principal walking trip generators such as local retail centres, areas with higher rates of walking commuting, and areas close to significant visitor attractions within the urban area.

5.1.3 Areas with the highest commuter walking journeys under 2km include the city centre and are shown in Figure 22.

5.1.4 The Steering Group has suggested four potential core walking zones. These are:

- The city centre quadrant between Micklegate and the River Ouse upstream of Ouse Bridge, to include the inner ring road junctions at Micklegate Bar, the station and Lendal Gyrotory.
- Fishergate and Tower St/Skeldergate Bridge, particularly to cover the missing section of the Walls Walk.
- Clarence St/Wigginton Rd and Haxby Rd, to cover access to the hospital, where excessive car-borne traffic is generating serious problems.
- One of the larger shopping centres such as Acomb or Haxby.

5.1.5 Other possible sites which could be considered include:

- Crossing Foss Islands Road between Layerthorpe and Hull Road
- Hungate Hall to York St John University via the city centre and Lord Mayors Walk
- Rail Station to the Knavesmire serving rail users, school pupils and racegoers, and
- Clifton Moor Business Park

6. NEXT STEPS

- 6.1.1 Feedback will be sought from City of York Council and project steering group to confirm the following:
- 6.1.2 Approve the priority cycle route network and agree up to 10 sections of these routes to work up concept designs. These designs should meet LTN1/20 guidance as far as possible, seeking advice from Active Travel England where required.
- 6.1.3 Approve the 4 most logical Core Walking Zones for further study, identifying core walking routes and concept designs for improvement. These designs should meet LTN1/20 guidance as far as possible, seeking advice from Active Travel England where required.
- 6.1.4 Consultation with stakeholders to explain the LCWIP process and seek feedback on the cycle network, priority cycle routes and core walking zones.
- 6.1.5 Take account of any accessibility requirements in the concept design process.

DRAFT

SYSTRA provides advice on transport, to central, regional and local government, agencies, developers, operators and financiers.

A diverse group of results-oriented people, we are part of a strong team of professionals worldwide. Through client business planning, customer research and strategy development we create solutions that work for real people in the real world.

For more information visit www.systra.co.uk

Birmingham – Newhall Street

5th Floor, Lancaster House, Newhall St,
Birmingham, B3 1NQ
T: +44 (0)121 393 4841

Birmingham – Edmund Gardens

1 Edmund Gardens, 121 Edmund Street,
Birmingham B3 2HJ
T: +44 (0)121 393 4841

Dublin

2nd Floor, Riverview House, 21-23 City Quay
Dublin 2, Ireland
T: +353 (0) 1 566 2028

Edinburgh – Thistle Street

Prospect House, 5 Thistle Street, Edinburgh EH2 1DF
United Kingdom
T: +44 (0)131 460 1847

Glasgow – St Vincent St

Seventh Floor, 124 St Vincent Street
Glasgow G2 5HF United Kingdom
T: +44 (0)141 468 4205

Leeds

100 Wellington Street, Leeds, LS1 1BA
T: +44 (0)113 360 4842

Liverpool

5th Floor, Horton House, Exchange Flags, Liverpool,
United Kingdom, L2 3PF
T: +44 (0)151 607 2278

London

3rd Floor, 5 Old Bailey, London EC4M 7BA United Kingdom
T: +44 (0)20 3855 0079

Manchester – 16th Floor, City Tower

16th Floor, City Tower, Piccadilly Plaza
Manchester M1 4BT United Kingdom
T: +44 (0)161 504 5026

Newcastle

Floor B, South Corridor, Milburn House, Dean Street, Newcastle, NE1
1LE
United Kingdom
T: +44 (0)191 249 3816

Perth

13 Rose Terrace, Perth PH1 5HA
T: +44 (0)131 460 1847

Reading

Soane Point, 6-8 Market Place, Reading,
Berkshire, RG1 2EG
T: +44 (0)118 206 0220

Woking

Dukes Court, Duke Street
Woking, Surrey GU21 5BH United Kingdom
T: +44 (0)1483 357705

Other locations:

France:

Bordeaux, Lille, Lyon, Marseille, Paris

Northern Europe:

Astana, Copenhagen, Kiev, London, Moscow, Riga, Wroclaw

Southern Europe & Mediterranean: Algiers, Baku, Bucharest,

Madrid, Rabat, Rome, Sofia, Tunis

Middle East:

Cairo, Dubai, Riyadh

Asia Pacific:

Bangkok, Beijing, Brisbane, Delhi, Hanoi, Hong Kong, Manila,
Seoul, Shanghai, Singapore, Shenzhen, Taipei

Africa:

Abidjan, Douala, Johannesburg, Kinshasa, Libreville, Nairobi

Latin America:

Lima, Mexico, Rio de Janeiro, Santiago, São Paulo

North America:

Little Falls, Los Angeles, Montreal, New-York, Philadelphia,
Washington

The SYSTRA logo is displayed in a bold, red, sans-serif font. The letters are thick and closely spaced, with a modern, industrial feel. The 'S' and 'Y' are particularly prominent due to their size and the way they connect to the other letters.

York LCWIP Priority Cycle Links and Core Walking Zones

Priority Cycle Links

1. Boroughbridge Road (Plantation Drive for British Sugar Site) – Water End – Salisbury Road
(and possibly beyond to Clifton Green)
2. Strensall, York Rd Roundabout – A1237 Outer Ring Road
3. A1237 Outer Ring Road - Huntington Road - Huntington School – Link Road
4. Link Road – Haxby Road – Foss Islands Path/Nestle South Housing site
5. Heworth Green/Malton Road Roundabout – Monkgate – Monk Bar
6. Tang Hall Lane (Foss Islands Path) – Windmill Lane – Field Lane - University of York
7. Ouse Bridge - Micklegate - Micklegate Bar – Blossom Street – The Mount/Scarcroft Road
8. The Fox/Holgate Road – Blossom St *(including the section of Hamilton Drive from Caroline Crescent)*
9. Station Rise – Lendal Bridge – Gillygate – Clarence St – Hospital
10. University of York – Route Behind The Retreat - Heslington Road – Fishergate Bar - Mill St/Piccadilly

Core Walking Zones

1. The city centre quadrant between Micklegate and the River Ouse upstream of Ouse Bridge, to include the inner ring road junctions at Micklegate Bar, the station and Lendal Gyatory *(Taking account of Station Gateway proposals and connection to York Central via Leeman Road)*
2. Fishergate and Tower St/Skeldergate Bridge, particularly to cover the missing section of the Walls Walk *(take account of Castle Gateway supercrossing)*
3. Clarence St, Wigginton Rd as far as Crichton Ave and Foss Islands Path, lower Haxby Road and links to The Groves LTN: all to cover access to the hospital
4. Melrosegate/Hull Road, University Road to the first University of York roundabout.

This page is intentionally left blank