



**Notice of a public meeting of
Decision Session - Cabinet Member for Transport, Planning &
Sustainability**

To: Councillor Merrett (Cabinet Member)
Date: Thursday, 18 April 2013
Time: 5.00 pm
Venue: Snow Room, Ground Floor, West Offices, York

AGENDA

Notice to Members – Calling In

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

4.00pm on Monday 22nd April 2013 if an item is called in after a decision has been taken.

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

Written representations in respect of items on this agenda should be submitted to Democratic Services by 5.00pm on Tuesday 16th April 2013.

1. Declarations of Interest

At this point in the meeting, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

- 2. Minutes** (Pages 3 - 8)
To approve and sign the minutes of the meeting held on 13th March 2013.

3. Public Participation - Decision Session

At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **5:00pm on Wednesday 17th April 2013.**

Members of the public may speak on:

- An item on the agenda,
- an issue within the Cabinet Member's remit,

4. Duncombe Place Taxi Rank (Pages 9 - 26)

The purpose of this report is to review the operation of the Duncombe Place taxi rank in light of the anti-social behaviour that takes place in this area late at night and during the early hours.

5. Petition for Relocation of VAS sign at Holtby. (Pages 27 - 64)

As part of speed reduction measures implemented in 2010/11 the existing Vehicle Activated Sign on Straight Lane at Holtby was removed. This report sets out the current situation and provides officer recommendations on a way forward.

6. Public Rights of Way - Presentation of Petition for the night time closure of snickets off Ashbourne Way. (Pages 65 - 102)

This report presents a petition submitted by a resident of Ashbourne Way, Acomb, York, requesting the night time closure of snickets off Ashbourne Way. The snickets in question are considered to be public highway and therefore a Gating Order(s) will be required to restrict public access.

7. Heslington Lane Area Petition (Pages 103 - 106)

The purpose of this report is to consider a petition (see Annex A) representing 55 properties in the Heslington Lane / Heath Moor Drive area requesting co-ordinated action to resolve parking problems due to the local schools, businesses and University.

8. Report following the Investigations of Flooding at Badger Hill and Leeman Road under S19 of the Flood and Water Management Act. (Pages 107 - 170)

City of York Council (CYC), as the Lead Local Flood Authority (LLFA), has a duty under Section 19 of the Flood and Water Management Act 2010 (FWMA) to investigate significant flood incidents in its area. Two investigations have been completed, at Badger Hill and Leeman Road, and are the subject of this report.

9. City Centre Access Ad Hoc Scrutiny Review (Pages 171 - 188)

This report sets out the findings of the City Centre Access Ad Hoc Scrutiny Committee and asks the Cabinet Member to take these into consideration when making further decisions on both the ongoing Footstreets Review and access to the city centre more generally.

10. City and Environmental Services Capital Programme - 2013/14 Budget Report (Pages 189 - 202)

This report sets out the funding sources for the City and Environmental Services Planning & Transport Capital Programme, and the proposed schemes to be delivered in 2013/14. The report covers the Integrated Transport and CES Maintenance allocations.

11. Urgent Business

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

Democracy Officer:

Name: Laura Bootland

Contact Details:

- Telephone – (01904) 552062
- Email – laura.bootland@york.gov.uk

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

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

Contact details are set out above

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- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

A leaflet on public participation is available on the Council's website or from Democratic Services by telephoning York (01904) 551088

Further information about what's being discussed at this meeting

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The majority of councillors are not appointed to the Cabinet (39 out of 47). Any 3 non-Cabinet councillors can 'call-in' an item of business following a Cabinet meeting or publication of a Cabinet Member decision. A specially convened Corporate and Scrutiny Management Committee (CSMC) will then make its recommendations to the next scheduled Cabinet meeting, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

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

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

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City of York Council

Committee Minutes

MEETING DECISION SESSION - CABINET MEMBER
FOR TRANSPORT, PLANNING &
SUSTAINABILITY

DATE 13 MARCH 2013

PRESENT COUNCILLOR MERRETT (CABINET
MEMBER)

IN ATTENDANCE COUNCILLOR CUTHBERTSON

31. DECLARATIONS OF INTEREST

At this point in the meeting, the Cabinet Member was asked to declare any personal, prejudicial or pecuniary interests he may have in the business on the agenda.

The Cabinet Member declared a personal interest as an honorary member of the Cycle Touring Club and

32. MINUTES

RESOLVED: That the minutes of the decision session held on 15th January 2013 be approved and signed by the Chair as a correct record subject to an amendment to resolution (iv) on the provision of subsidised bus services item to read:

The Cabinet Member also asked that a plan B be considered to solve the issues surrounding the route 15 should tenders exceed the Council funding allocation for the simple service continuation.

33. PUBLIC PARTICIPATION - DECISION SESSION

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme.

There were two registered speakers in respect of agenda item 6 'Considerations of Recommendations of E Planning Consultation Facilities Scrutiny Review Task Group.

Peter Vaughan had registered to speak as a Parish Councillor for Wigginton. He welcomed the recommendations particularly those relating to training and assistance for Parish Councils. He agreed that Planning Panels should operate in a similar way to Council Planning Committees. He reiterated the problems experienced in the past and agreed that an approved e planning system, constitution and framework to develop a fair process was necessary.

Councillor Cuthbertson had registered to speak on behalf of Councillor Runciman who was the Chair of the E Planning Task Group. He had been asked to state that Parish Councils are keen to see a decision making system in place. He advised that Parish Councils welcomed access to training and a room to use at West Offices if possible.

34. STRATEGIC CYCLE NETWORK REVIEW

The Cabinet Member considered a report which presented a revised strategic cycle route network for approval to take to the Local Plan Working Group. The network would then replace the one adopted in the previous Local Plan.

The Cabinet Member advised that following consideration of the consultation responses, he had identified 22 additional schemes.

He asked that his thanks be recorded to everyone who made comments during the consultation period.

RESOLVED: That the Cabinet Member

- (i) Approved Option B and approved the revised strategic cycling network map in order that it can be taken to the Local Plan Working Group for potential inclusion in the emerging Local Plan. The network would then replace the

previous version adopted several years ago.

- (ii) Approved the cycling scheme prioritisation methodology and prioritised list of schemes and use them as the evidence base for both development management and transport capital programme investment.
- (iii) Approved an additional list of schemes following comments received during the consultation period. The list will be attached to the minutes of this decision session for information.

REASON:

- (i) To help achieve an effective future cycling network to ensure future developments take it into account and contribute towards it.
- (ii) To influence future development in the city and to shape future Transport Capital Programmes.
- (iii) In response to issues raised during the consultation period.

35. SUSTAINABLE CITY PROGRESS UPDATE

The Cabinet Member considered a report which provided an update on progress made against the Sustainable City actions set out across the Council Plan 'Protect the Environment' theme, The WoW City Plan and the Climate Change Framework and Action Plan.

Officers outlined the report and highlighted the large amount of work undertaken city-wide on climate change, energy efficiency and renewable energy.

The Cabinet Member queried the Councils Internal Carbon Management Plan. In response, Officers confirmed that it would be possible to draw up a 5 to 7 year action plan and for a report to be brought detailing the programme of work for the next period.

- RESOLVED:
- (i) That the Cabinet Member noted the significant progress made towards the headline objective of being a leading sustainable city where activity is being led by City of York Council.
 - (ii) That the Cabinet Member asked for a report to be brought to a future decision session detailing plans for the next 5 years for the Councils Internal Carbon Management Plan.

REASON: To keep the Cabinet Member informed on progress against the Sustainable City actions set out across the Council Plan.

36. CONSIDERATIONS OF RECOMMENDATIONS OF E PLANNING CONSULTATION FACILITIES SCRUTINY REVIEW TASK GROUP.

The Cabinet Member considered a report which set out the recommendations arising from the Scrutiny Review into E-Planning Facilities.

The Cabinet Member commented that he agreed the Scrutiny Review recommendations 1 to 11.

In relation to recommendation 12 he asked that the Terms of Reference for Planning Panels as produced by the Communities and Neighbourhoods Directorate, be amended to address issues raised during the Scrutiny Review around transparency and accountability. In particular he asked that Planning Panel members should have to declare interests at the same level as a council committee.

The Officers Update is attached online to these minutes for information.

RESOLVED:

That the Cabinet Member:

- (i) Approved the proposed recommendations 1 to 11 arising from the scrutiny review and the methods of implementation as detailed in the report.
- (ii) That the Cabinet Member did not agree recommendation 12 and asked that the planning panel terms of reference be amended (further details in the update attached to the minutes).

REASON:

To complete the Scrutiny Review and address issues raised.

MINUTE ANNEX

CLLR D MERRETT, Cabinet Member

[The meeting started at 5.00 pm and finished at 5.30 pm].

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**Decision Session –
Cabinet Member for Transport,
Planning and Sustainability**

18th April 2013

Report of the Director of City and Environmental Services

Duncombe Place Taxi Rank

Summary

1. The purpose of this report is to review the operation of the Duncombe Place taxi rank in light of the anti-social behaviour that takes place in this area late at night and during the early hours.

Recommendations

2. It is recommended that the Cabinet Member approves the following:

- That the Duncombe Place taxi rank should continue to operate as a 24 hour rank.

Reason: because there is a demand for it and there is no practical method of preventing its use by individuals seeking a taxi.

- That the head of the rank be relocated further towards the Museum Street junction.

Reason: to enable clearer more reliable CCTV monitoring of the head of the rank.

- That the existing shelter near the existing head of the rank be removed.

Reason: to remove a potential focus for rowdy activity and to improve the street scene.

- Continue working with the Police to aid their efforts in combating the anti-social behaviour that takes place.

Reason: to try to resolve the concerns of residents.

Background

3. There has been a taxi rank in Duncombe Place for many years. A few years ago its operation ended each evening at 10pm. The aim of this was to remove disturbances at the rank which affected local residents and businesses overnight. However, the taxi rank continued to effectively operate after this time due to people queuing for a taxi and there being no legal way for the authority to

prevent a taxi turning up and picking up a fare. All that was prohibited was a taxi queuing at the rank waiting for a fare and whilst this practise will almost certainly have occurred on occasions there is little practical enforcement that can be carried out.

4. In March 2012 the taxi rank returned to 24 hour operation. However when this decision was made the then Director of City Strategy being mindful of the concerns raised asked for this change to be for a 12 month period and for the matter to be reviewed after 6 months operation. A permanent change was made to the Taxi rank order with the intention of amending it again if after the issue was reviewed a change was wanted. It is now 13 months since the rank reverted to 24 hour operation.
5. In the summer of 2012 a number of complaints were received regarding the use of the taxi rank (see Annex A). These highlighted some unpleasant carrying on in the area (see below) believed to be associated with the taxi rank and other nearby premises. These matters are ones of public order and can only be dealt with by the Police.

Rowdy behaviour

Excrement on doorsteps

Underwear left on lawns

6. Local residents and businesses have been asked for their comments regarding the operation of the taxi rank and the responses are shown in Annex B. These highlight the strong level of feeling in the area over the antisocial behaviour taking place in Duncombe Place. The issues raised are:

Very noisy in the evenings / early morning

Shouting and laughing until after 3am

Fighting

Unable to open windows because of the noise

Feeling intimidated / fear of crime

Urination, defecating and vomiting in doorways, on walls, pavement grills, gardens and War memorial

Setting a fire on a doorstep

Litter

Ringling doorbells in the early hours

Attempted forced entry to property

7. In addition to the above issues the Duncombe Place Management Company representative has supplied a list of 14 incidents (see Annex C) reported to the Police between 25th November and 22nd December (with a one week gap in recording). These details include information on the numbers of people involved and helps explain why the termination of the taxi rank at 10pm previously was not a great success. As has been noted above a taxi would not be breaching a regulation if they entered Duncombe Place to pick up a fare and if there are upwards of 30 people waiting in the area then this will attract further taxis all of whom would simply stop to pick up a fare. An abuse of a regulation ending the rank at 10pm would only occur if a driver stopped at the kerbside to wait for fares to arrive.
8. The City Council's CCTV control room report that the number of requests for monitoring from the police due to reported incidents at the Taxi rank is low. However there is regular use of the camera for activity in the area mainly originating in the city centre as this is a route out of town.
9. The Police have also been asked for their views – Verbal update will be given at the meeting.
10. The views of the Chair and Vice Chair of Gambling, Licensing & Regulatory Committee are provided in Annex D. There are concerns about the anti-social behaviour in the area and a desire to see greater support for residents whilst retaining the taxi rank. As has already been mentioned enforcement and management of the taxi rank by the city council is not a practical option and couldn't be relied on to bring about a change. However with regards to the anti-social behaviour continued support will be given to the police via the use of CCTV as a deterrent and evidence gathering tool when required.
11. There are other taxi ranks in relatively close proximity at Bootham Bar, Exhibition Square and in St. Sampson's Square. These taxi ranks are not as popular with users as the Duncombe Place rank and whilst it could be supposed that if the hours of the Duncombe Place rank was reduced these other ranks would pick up the displaced need, this wasn't the case previously. There is little scope to extend the taxi ranks at these locations though there may be scope to change the bus stop outside the Theatre Royal to a late night rank around midnight (the last bus is at 11.35pm). However, as has already been noted it is not legally possible to prohibit a taxi from picking up someone waiting at the side of the road, it is only possible to prohibit taxis from ranking up, but there are practical difficulties in achieving this aim. From the above and the experience previously when the rank operated for limited hours it is reasonable

to suppose that even if the Duncombe Place rank was removed entirely this would still remain a popular place for people to wait to get a taxi for some time. Due to the limited opportunity to provide taxi ranks close to the city centre removal or relocation of the Duncombe Place rank is not an attractive proposition at this time. It should also be noted that not all the incidents in the area are a result of there being a taxi rank in the vicinity and it also needs to be borne in mind that taxis do make a valuable contribution to transportation and night time economy in the city.

12. The current location of the head of the taxi rank is approximately 40m from the CCTV camera at the St. Leonard's Place junction. Although the head of the rank can be viewed, the distance, objects and branches between camera and rank do obscure some areas and if incidents take place away from the highway details are difficult to pick out especially at night. The reason for the current position of the rank is down to property accesses and the slip road into Blake Street. However the slip road has now been closed off to traffic so it is feasible to move the head of the taxi rank much closer to the junction. This would increase the personal safety of the taxi users waiting at the rank late at night. In addition, some of the behaviour noted above may be reduced or detection improved due to the closer proximity (about 15m) of the CCTV camera. In addition, whilst the provision of a shelter at the head of the rank does benefit the users in inclement weather it also has the potential to be used by non-taxi patrons and is not in keeping with the general look and feel of the area, hence there may be benefits in removing this structure. The plan in Annex E outlines the potential changes to the position of the Taxi rank.

Options -

13. **Option 1** - take no action.
This option does not seek to tackle the antisocial behaviour taking place and is not the recommended option.
14. **Option 2** – reduce the hours the Taxi rank operates
This has been tried before, is not effective and is not the recommended option.
15. **Option 3** – Relocate the head of the taxi rank and remove the existing shelter as outlined above and on the plan in Annex B.
This is a recommended option because it may contribute to resolving some of the anti-social behaviour.
16. **Option 4** – Continue working with the Police to aid resolving anti-social behaviour.

This is a recommended option.

Consultation

17. A 28 day notice would have to be advertised to make any alterations to how the taxi rank operates.

Corporate Strategy

18. Considering this matter contributes to the Council Plan building strong communities by engaging with all members of the local community likely to be directly affected by traffic management proposals.

Implications

19.

Legal	There are no legal implications.
Financial	There are no financial implications.
Human Resources	There are no HR implications.
Crime and Disorder	There is potential for a reduction in antisocial behaviour in this area
Sustainability	There are no sustainability implications
Equalities	There are no equalities implications at present
Property	There are no property implications

Risk Management

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

Contact Details:

Author

Alistair Briggs
Traffic Network Manager
Tel No. (01904) 551368

Chief Officer Responsible for the Report

Richard Wood
Assistant Director City Strategy

Report
Approved



Date 28/3/2013

Wards Affected: Guildhall

All

For further information please contact the author of the report

- Annex A Summer 2012 complaints
Annex B March 2013 comments from local residents and businesses
Annex C Representation from Duncombe Place Management Company and details of reported incidents.
Annex D Gambling, Licensing & Regulatory Committee comments
Annex E Plan showing potential changes to the rank

Summer 2012 Complaints

Sent:23July2012

Subject: Incident Duncombe Place

I have been informed by the police that the incident on Duncombe Place last Friday morning was due to and I quote 'a heavily intoxicated street drinker allegedly assaulted by two youths but refused to make a complaint. Nothing to do with taxi rank/drivers as the alleged offenders came from Blake St and continued along High Petergate.'

City of York Council | Licensing Services, Communities and Neighbourhoods,

14/8/2012

I wish to place on record yet another serious incident that is irrefutably - like all other disturbances over the last few years- due entirely to the location of the taxi rank opposite.

It supports the call to have the Duncombe Place taxi rank closed once and for all and moved to a non-residential area such as St Sampson's. This latest incident proves that the rank is a catalyst for late night trouble and totally unacceptable levels and frequencies of disturbances.

Reported by my Night Porter, following many complaints from residents; recorded by York Police as Job 40 -in the early hours of Monday 13th August (3.30am/4am) it involved 4 girls screaming and shouting and fighting, full on.

Regrettably the police arrived just minutes after they piled into a taxi.

BMX riding louts had by then joined in and hung around, exacerbating the disturbance

We too were woken by this disturbance, as were our neighbours. Sadly being woken in the middle of the night is not uncommon, despite our always having to sleep with bedroom windows closed and installing very expensive double glazing.

Our neighbours downstairs are about to move out, partly because the pregnant wife is disturbed so often at night. Luckily for them they only rent the property so are easily able to move.

None of the residents here 'bought into' this situation. We bought our properties in 2004, and noise at night was not a problem before the licensing laws were relaxed. It is only since then that the taxis have gathered en masse to take home passengers who are at best happy and at worst drunk, and loudly so. It is disingenuous, if not knowingly dishonest, to deny that the disturbances in Duncombe Place at night are unrelated to the taxi rank.

We have long complained about this and have been ignored. The 'experiment' of allowing all night use of the taxi rank for 6 months is due to be reviewed soon. It would be nice to think that York Council would then show concern for its residents and the Dean Court's guests but I am not optimistic.

Sent: 2012-09-03 13:27:24.88
Subject: Another Duncombe Place Incident

I am contacting you to report yet another night of disturbance at the taxi rank in Duncombe Place on Saturday 1 September.

A neighbour, who reported this incident to the police, took a number of photographs of the debris outside our front door and in the Boer War Memorial Gardens. I am sending, separately, 2 of these photos.

The damp patches on our driveway, outside our front door, are urine. The underpants I have not investigated (they are still there should you wish to see them!) but they were on the grass, again right outside our front door, and I can only surmise that some young man soiled himself.

This is not the aftermath of passers by passing through the gardens, and is not a 1-off incident. The pattern is that at the taxi rank, in the early hours of most Sunday mornings, there are often at least a dozen people waiting. From the noise many of them have had a lot to drink, have probably eaten a curry, and faced with a wait for a taxi will use our driveway as a lavatory.

The use of the taxi rank means

- i) noise for the residents
- ii) mess for the Council or the residents to clear
- iii) a very unattractive sight for the tourists for at least a day afterwards in one of the most important parts of the city.

Annex B

March 2013 comments from local residents and businesses

I am writing to you in response to your letter of 17th March 2013. As regular visitor to the apartments overlooking the taxi rank, I would comment as follows

When staying for a week or more I soon established that the taxi rank is a very noisy place in the evenings and more so recently

The noise begins to rise in the late evening and continues into the early hours in the morning to a degree where I was forced to purchase earplugs in an attempt to get some sleep

I originally noticed that there were no taxis on the rank in the mornings until after 10.00.am when one or two taxis would arrive. However more taxis would arrive after 7.00pm and I have often seen nine or taxis parked as far back as the

Cenotaph

After about 10.30.pm the whole scene starts to change. people begin returning from within the city and the noise level builds up with shouting and laughter which continues until after 3.00.am

On one occasion I remember being awakened in the early hours by a lot of noise and on looking out two men were fighting on the rank and a crowd was gathered round them shouting

During the hot summers the apartments which are located in the old Probate Offices have thick walls that retain the heat but it is impossible to open the bedroom windows at night because the taxi drivers congregate outside talking and laughing whilst waiting for late night fares which is very disturbing

In conclusion I would earnestly request that the 24 hour taxi service should be discontinued. When you consider that there are taxi ranks outside the Theatre and the Art Gallery on St Leonards Place which is a main thoroughfare leading out of the city and down the hospital etc!.

Also the ranks are outside public buildings not private dwellings Whereas Duncombe place is not; the hotel obtains taxis elsewhere for its guests, there are generally no late night functions at the Minster and the road train ferries tourists in and out during the day

This leads me to wonder why the rank is in Duncombe Place, is it perhaps from when the Probate Offices were originally located in the apartment block then it would have served a very useful function

I trust this information will help you in your considerations

I am responding on behalf of the members and staff of the Masonic Lodge in Duncombe Place to your request of the 17th.March for comments on the 24 hour operation of the Taxi Rank there.

Our members usually leave the Lodge after our meetings between 10.30 and 11pm. At this time people start to congregate around the Taxi Rank, especially at weekends, and our members, who tend not to be so young, report feeling intimidated. We all carry briefcases and fear that we may become targets for anti-social behaviour. The situation is made worse by the Taxis ranking up both sides of Duncombe Place and sometimes well down into High Petergate, so that it is difficult for us, or our wives collecting us, to pass, or find a space to make the pickup.

We are not affected by the noise after we leave, but we do suffer from the anti-social behaviour of the crowds in Duncombe Place, who we believe are drawn there by the presence of the all night Taxi Rank. There are no toilets close by and young men have no reservations about urinating, and worse, in our doorways, down our pavement grills, and against our walls late into the Night and early mornings.

We have recently had a more serious event, the setting of a fire on our doorstep. It was very close to our waste bin, and had it taken hold the results could have been disastrous.

We regularly have to pick up litter from our doorstep on Monday mornings when I go in to wind the clocks which have the McDonalds label or markings on them. This is a regular occurrence and very unpleasant to deal with.

I would like to attend the hearing on April 18th.

Thank you for your letter of 17/3/13 requesting our views as residents of Duncombe Place on how the 24 hour rank is operating.

We regularly encounter severe problems late at night/early morning caused by, what is probably a minority, of customers waiting for taxis. On various occasions it has been necessary to call the police and, to a lesser extent, the council to clear up the mess. This includes incidents of:

1. Frequent defecating and urinating against the door and wall of our home, vomiting on the driveway and memorial garden grassed area
2. The ringing of our doorbell in the early hours, and in two instances, that we know of, intruders attempting to gain entry. One of which was quite blatant about the fact and very verbally aggressive. We dread to think of the possible situation had not the police responded rapidly for us.

3. The situation has reached such a state that some of our friends and family, particularly unaccompanied ladies, are reluctant to visit unless they are able leave at a relatively early hour following dinner/meeting as they are fearful of intimidating behaviour outside

We are both senior citizens and find it all very stressful, all the more so as the problems seem to be increasing with the growth of the night time economy. Indeed, when we moved into this home we had thought to spend a happy retirement in a peaceful and secure environment, tucked away as we are, away from the hustle and bustle of the central bar and restaurant areas.

We do hope you will take our concerns seriously and do what you can to help us

I'm grateful for the opportunity to put on record the full extent and gravity of the prevailing circumstances.

The Hotel has suffered a burgeoning level of complaints for many years – and they emanate almost entirely from the passenger queues at the Rank – thru from late night until the “early hours” and this happens most nights all year round.

Apart from the general noise generated by the regular large gatherings of normal well-behaved people in these night time hours - itself enough to wake our residents nightly - our property is subjected to frequent disgusting acts of urination and defecation through our grills - that are above storage and kitchen areas-as well as in our doorways. I know our neighbours face this frequently too. Litter on all our steps occurs regularly and creates a very poor impression.

This is all down to the albeit minority of low-life that populate the Rank and the street, throughout the night.

But the Rank is also without doubt the catalyst for crowds gathering, ergo it also attracts lots of hangers on - people of all ages gathering both sides of the road in varying states of drunkenness - with consequent frequent intolerable disturbances to our residents. Because it has the Rank, all these “others” use Duncombe Place to summon and wait for other taxis too.

This general activity happens as I say, throughout the night, but especially after midnight- reaching peaks at 2am and 3am

and later at weekends. This is when the all-night drinking fraternity are at their most numerous and vociferous.

The Police will have, on record, many incidents of rowdy behaviour, fighting, screaming and so on reported by us – as it is a regular need for my Night Porters to make a vain attempt to summon police to bring people to order.

This whole scenario has and continues to lose the hotel a lot of business.

The Taxi Licensing Dept has—in the past—received letters of complaint from our guests – one from the owner of a taxi company who used to stay here over Ebor Races. 4 rooms. 4 nights. We lost them 2 years ago. They could stand it no longer

A previous Council review of the Ranks quoted Trip Advisor comments of the hotel having “good sleep quality”. This is not representative.

Going back just one year on “Room Tips” there are 12 mentions of noisy rooms. And browsing the reviews generally, going back 1 year there are 13 mentions of noisy to 4 of quiet rooms, and of the 4 quiet, I know from Room numbers that they were at the back. As well as this, all my front desk staff have reported verbal complains about noise. Because of the noise my guests have to keep their windows closed at night, and I then get complaints about over-hot bedrooms.

If I had not thrown in the towel a few years back (in a failed one-man campaign to have our problems recognised), I would cite, and be able to show, hundreds of in-house guest questionnaires - that quote noise, intolerable disturbed nights and so on and many declaring they will not return. This continues.

The fact that in 2009/10 (?) the culmination of a series of Meetings held in 1 Museum Street, with Cllrs Watson, Looker and Gillies, Inspector Crinnian from York Police. Messrs Lacy and Taxi Licensing executives, led to a 10pm Curfew being installed.

This in itself proves there was a serious problem of public disorder and anti-social behaviour causing the hotel and the neighbourhood serious problems. This is the case now- and it has worsened significantly.

I urge you to transmit the full and serious level of this situation to the Committee who I trust will take steps to re-instate all of our entitlement – to a decent night's sleep

Yours sincerely



David Brooks

I would like to register a formal complaint about the unacceptable noise levels from the taxi rank located outside our flat at Duncombe Place. In spite of installing secondary glazing and extremely thick curtains at our flat this taxi rank is incredibly noisy and has an extremely negative impact on life in our flat.

Unfortunately this taxi rank attracts large lines of loud, intoxicated people who have no respect for the people living in the vicinity of the rank at all. In spite of contacting the police on a number of occasions it made no difference to the noise levels as by the time the police arrived to deal with our complaints the culprits were always already in a taxi on their way home for a good nights sleep - if only this were the case for the poor residents of our building and the residents of the Dean Court Hotel who pay a premium to live in and visit the historic city centre! Even whilst wearing earplugs both my husband and my sleep were seriously affected during the Summer we lived at The Chapter.

The Chapter belongs to my father & have power of attorney as he is unwell and I would like to take this opportunity to also register his formal complaint about this issue as he has always really struggled to sleep whenever he stayed at his flat. The problem is always far worse at the weekend and on bank holidays but it is a nuisance all year round and as well as impacting on our sleep this rank also leads to people defecating in the doorway of our building, urinating up the walls and littering all over the neighbourhood and this really needs to be addressed.

The Chapter is currently let out to a tenant through Linley and Simpson. We had to ensure that the agents warned any potential tenants about the noise problem prior to them moving in and unfortunately, in spite of our warnings and the double glazing etc the tenant is already

complaining about the noise and having to wear earplugs to bed every night.

Please can you email me to let me know you have received this formal complaint and register that it a complaint that is signed by 2 different individuals.

I note that there is shortly to be a review of the Experimental 24hr Operation of the Duncombe Place Taxi Rank.

As a resident of Blake Street, I would request the operation time of this rank be stopped at 10 p.m. in order to keep late night, anti-social behaviour and noise to a minimum in an area where there are many residential properties whose occupants are having to suffer at a time when they should be entitled to get some well earned sleep. It would seem sense to bring into play other ranks which are close to late night bars and away from residential areas. This would disperse the late night revellers away from The Minster Quarter of Duncombe Place and Blake Street which deserves to be quiet and peaceful during those late hours.

I am a resident on Blake Street and I would like to object to the 24hour taxi rank on Duncombe Place.

It is a disgrace to attract endless amounts of drunken youths throughout the early hours of the morning to such a location as outside the Minster and opposite one of the only city hotels. I can only imagine that when a visitor books to stay at the Dean Court Hotel they are choosing this location with it in mind that it would be peaceful because it is opposite the church--ie The Minster.

The type that frequent this taxi rank are not only rowdy but usually are eating take-away foods and beverages and drop their litter from these on the street before getting into a taxi.

This is totally the wrong location for a taxi rank and is a disturbance to the local residents who are trying to get a nights sleep.

Representation from Duncombe Place Management Company and Details of Reported Incidents

Duncombe Place Management Company
The Garret
5 Duncombe Place
York YO1 7ED

25 March 2012

Dear Cllr Merrett

Submission to Cabinet Member for Transport, Planning and Sustainability for Hearing
re. Duncombe Place Taxi Rank on 18 April 2013

I have been asked by Alistair Briggs to comment on the use of the above taxi rank. I assume that this is part of the promised 6 month review which you and Cllr Woolley asked for after your decision, in February 2012, to extend the hours of the rank to 24 hours.

The 24 operation of the taxi rank impacts negatively on the residents. However, since the rank has effectively operated its own 24 hour policy for several years, in practice it has made little difference. This flouting by the taxi drivers of any regulation of the hours of operation for the taxi rank is well known to the City of York Council. The 19 January 2011 report, para 15, of the Directors of Communities and Neighbourhoods and City Strategy to the Taxi Licensing Review Task Group, acknowledges this.

The main problems for us continue to be

1. Noise, disturbance and anti-social behaviour throughout the night.

I have no complaints about the day time use of the taxi rank - or of military parades, the road train, the road and cycle races, the bells of the St Wilfrids and the Minster, the theatre get-out, or any normal street noise. I am concerned about the night time and early morning operation of the taxi rank giving rise to general noise, swearing, shouting, fighting, singing and so forth by the customers and preventing and disturbing sleep.

Many complaints on this problem have been made by the residents and the Dean Court Hotel to the Council over several years, since the Licensing Laws were extended. They are referred to in para 2 of the above report, and the Council previously accepted that there is a problem, both when they limited the rank's use to 10pm, and when they rejected a petition by taxi drivers that this decision be reversed. It was only because they felt unable to enforce their earlier decisions that they decided to ignore our experiences.

That same report claims, in para 16, that 'The Council has little evidence to substantiate that the use of the rank gives rise to disturbance.'

Since our anecdotal advice was ignored, we have, on the advice of the Police and following a meeting called by them to discuss low level crime in the area, conducted our own survey. Over most of a 4 week period one household reported instances of real disturbance after midnight to the Police, and was given incident numbers (which were not always recorded by the household). The results are shown in Annexe 1 and can be corroborated by the Police.

There were 14 such incidents, usually at weekends and, since the household only reported after midnight, in the early hours of the morning. This is the time when there are often no taxis at the rank, but when crowds congregate to wait for one to arrive. The customers were not necessarily misbehaving but their noise, since there are often more than 30 people waiting, was sufficient to wake the residents.

The Taxi Licensing Review Task Group would not have had such a record previously since such noise is not the Council's responsibility. As recently as September 2012 Nigel Woodhead of City of York Council wrote 'Noise issues in the street are dealt with by the police and if you are having problems with noise can I respectfully suggest that you contact them to attend.'

We do not think it is a sensible use of Police resources to expect action whenever a drunk is singing outside at 3am as he waits for a taxi. If an incident is reported the Police have to attend, but by the time they arrive the incident is usually long over. For this reason we have seldom contacted the Police in the past and the survey was discontinued after 1 month.

I should add that all of our own windows which face Duncombe Place are double glazed, 4 of them are sealed, and we have not opened the remaining 2 at night for about 6 years, even in the unusual event of a heatwave.

2. Urinating, vomiting and defecating outside our property at night.

The obvious conclusion is that since there are no convenient lavatories in the immediate vicinity for the use of the late night and early morning revellers, our walls, driveways and doorsteps, and the Boer War Memorial Gardens are the perceived alternative for those who have to wait for a taxi. In the last few months we have had 3 instances of people defecating on our doorstep, all reported to the Council. We have countless instances of both men and women urinating, including on occasion against our door when the urine comes into our hall. Our doorbell has been rung in the early hours which we believe is due to people leaning against it while urinating. At weekends especially there are usually urine trails against the walls, and we see from our windows men urinating against the walls of the gardens. It is so common that we don't bother to report it. Vomit is usually swept away by the Council's own workers, or us, or simply dries up.

3. Litter.

This is less of a problem than it used to be, but littering still goes on.

I understand the Council's problems in enforcing any rules regarding the taxi rank and the drivers. I also appreciate that this is a hearing to give feedback. And I do understand that there is a demand for taxis through the night. I would hope that the hearing would lead to wider consideration of the taxi ranks in the context of the late night economy (which is actually an early morning economy) and how the Council should manage it, and the changing nature of the city centre as a residential as well as a commercial area in which protection needs to be given to residents whose right to sleep at night is being violated. There are some very obvious avenues for exploration, for instance a consideration as to why the St Leonards/Exhibition taxi ranks, which already have 4 full time and 3 night time spaces and could have more, are adjacent to the public lavatories and to the best of my knowledge have no residents nearby are never used.

Yours faithfully,



Lorna Evans

ANNEXE 1**Incidents of noise, disturbance, antisocial behaviour at the Duncombe Place Taxi Rank after midnight reported to N Yorkshire Police 23 November 2012 - 7 December 2012 and 16 - 21 December 2012**

Date	Time	Incident number	Nature of Offense
24/25 Nov	2.10am	162	Noise at taxi rank
	3.55am	162	Shouting at taxi rank
25/26 Nov	2.32am		Queue of 20+ waiting at taxi rank, raining, game of trying to cram into shelter, loud singing.
	3.57am		Large, noisy crowd waiting for taxis.
01/02 Dec	1.59am		Large, noisy crowd waiting at rank, shouting, general noise.
	4.30am		8 people in queue (students?), noisy
02/03 Dec	3.56am	102	3 or 4 taxis leaving, so assume large group, general noise, shouting goodbyes. Shortly after there was a fracas between a man and a woman from 2 different groups waiting at the rank.
07/08 Dec	2.25am	57	Queue of over 30 people at rank, partying as they waited.
	3.45am		Man breaking away from queue to urinate in the gardens.
08/09 Dec	3.45am	0126	Man leaving queue to urinate in gardens.
Resident was then away from York for 1 week and resumed survey on return			
16/17 Dec	3.53am	130	2 youths fighting in road, about 20 people in crowd. Then 2 girls joined in.
17/18 Dec	3.15am		3 youths set off car alarm in drive. Reported to Adam Duffield by email next day.
21/22 Dec	2.50		Young woman screaming
	3.25am		Noise from group of 12 - 15 people waiting at rank.

Gambling, Licensing & Regulatory Committee Comments

The Reinvigorate York proposals are not likely to affect this rank, but could mean the night time one in St Leonard's may be affected, which makes the Duncombe Place one more important.

Duncombe Place is well used, although there are allegations of ASB resulting from the rank, however I am not sure that this is the sole source of the problems. Not sure what can be done - Hackney drivers can pick up in the street, and if people congregate there they will pick them up whether or not it is a rank.

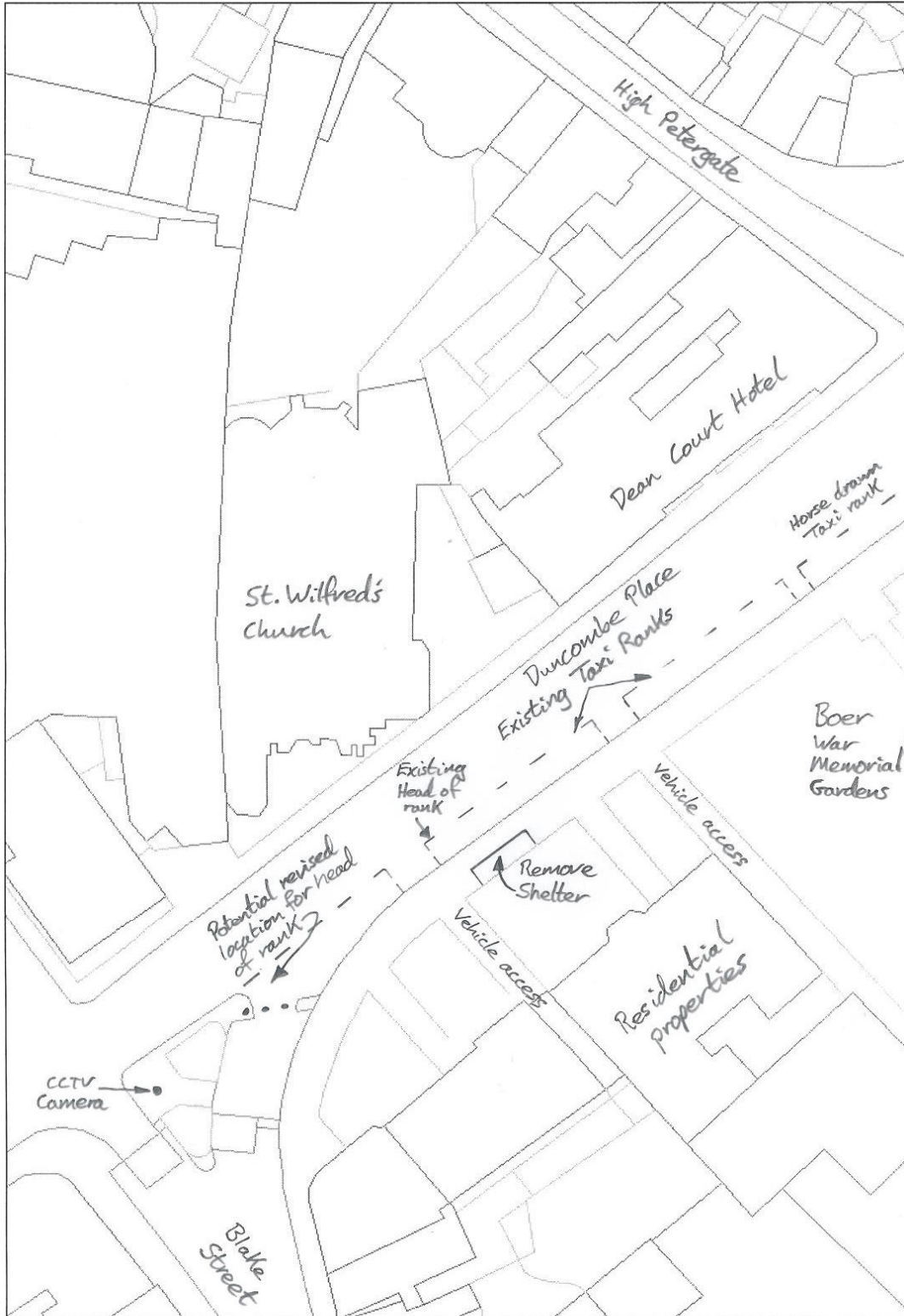
The rank is operating on a 24 hour basis. Any reduction in hours will need to be policed.

The manager of the Dean Court has allegedly been abused and threatened by drivers and guests have been disturbed.

If it is decided that the hours will be reduced they must be enforced. There also needs to be an alternative which will be difficult as passengers continue to gravitate to the Duncombe Place rank.

If it remains, we need to ensure that no disturbances take place affecting residents or visitors to the Dean Court through active policing of the rank.

Plan Showing Potential Changes to the Taxi Rank





Decision Session Cabinet Member for City Strategy**18th April 2013**

Report of the Cabinet Member of City Strategy

Petition: "Reinstatement of Vehicle Activated Sign – Holtby"**Summary**

1. A petition was put to Council, by Councillor Jenny Brooks on 11th October 2012 with the following statement.
2. *"Residents of Holtby are concerned that the new Monks Cross development will increase traffic and speeds through their village. The traffic management scheme that they supported last year included reinstating the VAS. That part of the scheme was not carried out. Residents want the VAS reinstated as they feel it was an integral part of what they agreed to and is needed to help the improvements work."*
3. As part of speed reduction measures implemented in 2010/11 the existing VAS on Straight Lane at Holtby was removed. This was because the work entailed moving the 30 speed limit, nearer to the village; the VAS that flashed a "30 sign" would no longer be in the 30 limit. Holtby Parish Council (PC) feel that they were told the VAS would be re-located and the petition is a request for CYC to honour that commitment.
4. There seems to be confusion between the Parish Council and the City of York Council about if and who should fund the re-instatement of a VAS to another location in the Village.
5. Having looked back through the records and correspondence going back a number of years it is would appear that Holtby PC were talking to numerous officers and organisations, including North Yorkshire Police (NYP) at the same time, which may be the cause of some confusion over the VAS.

6. Holtby is a key through route, as it is the only HGV “high load route” to Hull docks identified by CYC.
7. There is evidence of a whole body of village road infrastructure improvements that has been done in the last 10 years even though there is no casualty history for the village.
8. This included improvements to the Village gateways; closure of Panman Lane; Straight Lane junction improvements and a Village Transport Study.
9. These records also include reference to the installation of the original Vehicle Activated Sign (VAS) on Straight Lane, which was as part of a CYC funded trial. £25k was allocated from a 2005/06 Planning and Capital Programme budget to enable VAS equipment to be installed on a trial basis, at nine locations across the City and Holtby was one of the locations chosen to take part in the trial.

Background

10. The high level of correspondence with differing organisations and officers has resulted in slightly differing messages and information being given, on some aspects of speed reduction measures, and in particular the removal and re-location of a VAS in Holtby. It would suggest that possibly CYC officers made an incorrect assumption that the PC understands the criteria in place, (since October 2009) and the need to evidence requirement for a VAS.
11. This report attempts to lay out the key facts and communications that have been on going, between a number of parties to explain why we are here and then to give officer recommendations on a way forward.
12. **Annex 1 (A&B)** show Maps of Holtby which may be useful when considering the other issues raised in this report.
13. Key to this confusion seems to be a report sent to the PC in March 2009, called “**Traffic and Vehicle Speed Issue Report**” which put forward various options for possibly slowing traffic. A copy of this report is included at **Annex 2**; unfortunately this report did not make it clear that there was no identified funding for any of these proposals. Funding was only identified, over 12 months later, via the Speed Review Process in July 2010. The important elements

to the decision on whether CYC should fund the replacement of the VAS are as follows:-

- Evidence on the success of VAS in relation to reducing speed, nationally and locally.
- Criteria for a Council funded VAS.
- The development of the Piggeries site which includes section 106 funding to be able to add a footpath and a junction re-alignment which will act as a traffic calming measure.
- Other locations awaiting funding via the Speed Review.

Evidence & Guidance of VAS signs Nationally

14. Checking the new guidance on setting speed limits 2013, (sec 57, pg 16 DfT Circular 01/2013 Setting Local Speed Limits) the following is stated:-

“Vehicle-activated signs (VAS), triggered by an approaching vehicle, have been developed to help address the problem of inappropriate speed. They must not be used as an alternative to standard static signing, but as an additional measure to warn drivers of a potential hazard or to remind them of the speed limit in force. VAS have proved particularly effective in rural areas, including at the approaches to junctions and bends. The Department has provided guidance in Traffic Advisory Leaflet 1/03 Vehicle Activated Signs (DfT, 2003).”

15. Looking at the Traffic Advisory Leaflet 1/03 the guidance written in response to large-scale evaluation states:-

“Vehicle activated signs should be considered only when there is an accident problem associated within appropriate speed that has not been satisfactorily remedied by standard signing and where safety cameras and related signs are not a cost effective or otherwise appropriate solution. Inappropriate speeds might include vehicle speeds on the approach to a hazard, such as a bend or junction, that are below the posted speed limit and consequently below the police enforcement thresholds. Before the decision to install vehicle activated signs is made, it is important to undertake an audit of existing furniture, fixed signs, road condition and road markings to assess their standard and

condition. It is not recommended that vehicle activated signs are deployed unless it is clear that the problem cannot be remedied by improving the fixed signing. It should also be noted that vehicle activated signs are not a substitute for conventional signs and they should therefore only be used sparingly. Detailed accident investigation should also be undertaken to identify the dominant accident patterns and confirm that vehicle activated signs are an appropriate remedial measure”.

Criteria for VAS signs in York

16. Following the Trial (that Holtby took part in) evaluation to establish how successful VAS were in York was presented at the Decision Session in March 2009 (as part of the Speed Review Report). That report suggested:-

“The conclusion from follow up speed surveys at all of the nine trial sites was that VAS signs can be effective as a speed reduction tool for approx 3 years. In the right location effects can be instant and sustained at a maximum level for between 6 – 12 weeks. After this time, effectiveness starts to diminish gradually.”

17. Following on from this, CYC formally adopted criteria for the implementation of VAS within the city, both those funded by CYC, but also with lesser criteria if PC's wished to purchase their own. (Decision Session October 2009)
18. The following criteria was adopted by CYC at this meeting:-

“Local transport Plan (LTP) funding will only be used where the 85%ile speed equals or exceeds the signed limit by 10% +2mph (ie 35mph in a 30mph limit, and 46mph in a 40mph limit). This would be consistent with the speed enforcement thresholds employed by the Police. Reason: To ensure a consistent approach and targeted use of LTP resources.

Where the LTP funding criteria is not met, a Ward Committee or Parish Council may still wish to fund the installation of a VAS. In this situation, it is recommended that a threshold of 85%ile speeds being 10% above the speed limit should be adopted (i.e. 33mph in a 30 limit and 44mph in a 40mph limit). Reason: To make sure VAS are used in appropriate areas.”

19. Thus by the time the funding had been identified for any work, at Holtby (July 2010) the **Traffic and Vehicle Speed Report (Annex 2)** submitted to the PC (March 2009) had been superseded by other criteria documents, which make it clear that CYC funded VAS signs should be implemented where there is an evidenced speeding accident issue and with criteria set for minimum 85th percentile speeds.
20. However it appears that these facts have not been communicated to the PC in a way that has clearly explained that getting a CYC funded VAS was not simply a matter of putting in a request.
21. It is accepted that the most recent speed surveys taken on Holtby Lane, at Willow Court (November 2011) show that the 85th percentile speeds of 37/38mph are still above the criteria for a VAS, by 2 – 3mph, although casualty injury accidents recorded for Holtby in the last 10 years, stands at one “slight injury” caused when a parked car door was knocked by another vehicle. It is not considered by officers that this location is of a higher priority than other similar locations on the Projects list.
22. Despite Holtby PC feeling that they have been promised a VAS, there are copies of correspondence, which can be made available if needed, which illustrate that although the intention was to re-locate the VAS, this was subject to criteria and funding. It was also made clear, as far back as the **Traffic and Vehicle Speed Report** (March 2009) that Holtby, was not priority for funding of traffic calming measures. It is also important to consider this in the context of the amount of work Holtby has received in terms of traffic routes and calming over the last 10 years, in relation to the low casualty history in the village.

Development of the Piggeries

23. On investigation of this issue it has become apparent that work in Holtby is due to start on the installation of a footpath and improved junction lay out between Holtby Lane and Warthill. (see Plans at **Annex 3**) This is because planning consent has been granted subject to the signing of a S106 agreement. One of the obligations of the agreement is the provision of a footway from Church Rise Southwards to the piggeries site.

24. The piggeries site is to be redeveloped for 4 houses and the layout has been agreed with the Parish Council and the Developer. CYC have spoken to the applicant who is keen to start work and we can reasonably expect the development and footway to proceed.
25. It is anticipated that this realignment of the junction (effectively putting in vertical traffic calming) and the footpath (giving the illusion of road narrowing) will reduce the 85th percentile speeds at Willow Court to a speed under the criteria (<35mph) for a CYC funded VAS.

Other locations awaiting funding via the Speed Review Process, and work already done at Holtby in 2010/11.

26. For a village that has little history of casualty accidents, quite an amount of work has been done on highway improvements in the village in the last 10 years or so.
27. There has also been more recent work by maintenance to improve the grass verge damage by adding edging stones.
28. Holtby are not alone in feeling that they are justified in wanting traffic calming measures. Currently (and since July 10) there are a total of 47 sites (including Holtby Lane) that have been investigated under the Speed Review Process, where speeds meet the criteria for engineering, but where there is no casualty accident history. All 47 sites are currently on the Project Team list for feasibility under the Speed Management Budget, which was set at £30k for the year 2012/13.

Consultation

29. The Speed Review Process is a partnership between CYC, North Yorkshire Police and NY Fire & Rescue. All partners are aware and in agreement on the results of this process.

Options

30. **Option A** - Take no further action.
31. **Option B** - Defer until after the 106 work, footpath and junction realignment is complete and then fund (CYC) speed surveys to determine if there is still a speed issue.
32. **Option C** - Agree that Holtby can have a CYC funded VAS.
33. **Option D – Officer Recommendation.** Take no further action at Holtby, but task the Speed Review Partnership with updating the VAS criteria and policy in relation to the DfT guidance and the evidence that VAS have a limited impact time and that there are now a number of ageing, ineffective VAS across the city.

Analysis

34. **Option A** – Take no further action. The VAS that was removed from Holtby was provided as part of a CYC trial in the first place. Holtby is already on the Project List (Willow Court location) awaiting feasibility for cost effective traffic calming, with work already due to take place via 106 funding which is expected to reduce traffic speeds in Holtby to under the advised criteria limits for no further action. A VAS would be not be a cost effective installation for CYC.
35. There is a Speed Indicator Device (SID) scheme already in place and Holtby has been identified as a suitable location for this scheme. This is a scheme Holtby have already taken advantage of on 2 occasions.
36. Holtby have the option to request an investigation via the Speed Review Process, if after this work is completed they still feel there are issues with speeding traffic, however this is unlikely to result in Holtby seeing any further speed reduction measures (including a VAS) being implemented by CYC, due to funding being very limited, to high priority casualty sites.
37. Under the current criteria, Holtby could purchase their own VAS sign, but would also need to fund speed surveys to justify this request, and ensure that there was budget for the future, as and

- when the VAS required maintenance. Other PC's have elected to do this.
38. **Option B** – Defer until after the 106 work, footpath and junction realignment is complete and then fund (CYC) speed surveys to determine if there is still a speed issue. However, if these speed surveys, come back as over the threshold for a speed reduction measure, it is unlikely that a VAS would be recommended by officers. Although VAS have been popular with residents in the last 5 years or so, it is clear from the National Guidance and also experience in York, that the use is limited to being mainly successful in the first 12 weeks of installation and thus are not a cost effective use of funding. There are also issues with maintenance, many of these VAS are now 5 years old or more and there is no identified maintenance plan or budget for dealing with repairs as these machines begin to age. As sealed units any repair has to be done by sending the whole unit back to the manufacturer in Norfolk and this is beginning to cause issues with cost of maintenance and repair generally across the City.
 39. **Option C** – Agree that Holtby can have a CYC funded VAS. But this decision would result in Holtby being made a priority over and above other sites in the same of similar situation. This could bring into question the reasons for having an evidence and data led decision making process and open the Elected Member up to having to make decision on the other 46 sites awaiting speed reduction measures.
 40. **Option D** – Officer Recommendation. Take no further action at Holtby, as per Option A above; but also task the Speed Review Partnership to re-examine the data and criteria for the installation of VAS, following on from the DfT guidance and evidence that VAS have limited impact time and that there are now a number of ageing, ineffective VAS across the city.
 41. It is of note that the 2 installation of VAS in the City of York, that have been very successful; in cost effectiveness and in terms of saving casualties, are located at Holtby Manor Bends on the A166 and at the bottom of Huntington Road, where a very specific speed/damage only accident history was identified and a VAS, used as per DfT guidance and set at an appropriate threshold appears to be making a difference. It may be that a new policy would ensure that VAS are used in future, at very specific locations

in line with DfT recommendations which would result in seeing less across the city, but used in a more effective way to reduce speeds at specific accident locations.

Council Plan Priorities

42. Get York Moving
43. Build Stronger Communities
44. The Speed Review process aims to give a data led method of assessing one aspect of safety on the roads (speed) and is therefore part of the work to make people feel safer, which encourages the use of environmentally friendly modes of transport. Fears of being a casualty are a real deterrent to more people walking and in particular cycling. By implementing a data led programme of speed management measures to reduce speeding, which targets the minority of drivers whose driving behaviour poses the greatest risk to others, overall safety can be improved and an increase in active transport use achieved. Thus supporting the council plan priorities, to get York moving.
45. Promoting the Speed Indicator Device (SID), via the Speed Review Process, gives communities, where it is evidenced as appropriate, the tools to help them selves, to make a difference, building stronger communities.

Implications

46. **Financial** - Revenue and capital funding for speed reduction schemes in 2012/13 and 2013/14 are limited, even with Local Sustainable Transport Funding helping in other areas. All potential measures should be prioritised.
47. **Human Resources (HR)** – There are HR implications. As anticipated the reduced officer resources to this service, has seen a general reduction in non priority feasibility and implementation. Resources will be focussed on areas, which deliver the best value for money in terms of casualty reduction.
48. **Equalities** – There are no equality implications.
49. **Legal** – There are no legal implications.

50. **Crime and Disorder** - Speeding is a criminal offence and the Council has a responsibility to deliver an effective Speed Management Strategy, however it is a Police responsibility to enforce the appropriate speed limit as per the DfT guidelines and Road Traffic Law.
51. **Information Technology (IT)** - There are no IT implications.
52. **Property** - There are no property implications
53. **Other** - There are no other implications

Risk Management

54. In compliance with the Council's risk management strategy the risks arising from the recommendations have been assessed, as below 16 and therefore require monitoring only.
55. **Strategic** - There are no strategic risks associated with the recommendations of this report.
56. **Physical** - Road accidents by their very nature are unpredictable and it is always possible that an injury accident will occur on a route that has been assessed where no action was taken. The data led method of assessing speeding issues ensures that routes with a casualty record are prioritised.
57. **Financial** - It is now evident that demand for speed management treatments outweighs the capacity to deliver. Thus decisions need to be taken using the criteria to ensure all locations are considered equally. All potential speed management administration and engineering treatments will be subject to budget allocation.
58. **Organisation/Reputation** - There is likely to be opposition to a recommendation to take no action following the assessment of a speeding issue. However, the data led method of assessing speeding issues enables justification to be provided in instances when no action is deemed appropriate. With reduced allocations and increased administration workload it is possible that the level of service provided will be lower than the public's expectations leading to a risk that the council's reputation will suffer.

Recommendations

59. The Officer recommendation is **Option D**, to take no further action in terms of implementation of a VAS at Holtby, but to task the Speed Review Partnership to re-assess the current Council criteria and policy for implementation of VAS signs.

Reason:-

60. Engineering work, due to take place at Holtby is anticipated to reduce speeds below the threshold for requirements of a VAS. The SID (speed indicator device) scheme would be appropriate for Holtby, and has been offered, and used in the past by Holtby.
61. To council fund a VAS at Holtby would elevate Holtby to priority over the other 47 sites currently waiting for speed reduction feasibility work and brings into question why there should be criteria led process of establishing priority for speed concerns. This could have knock on effects for the Partnership Speed Review Process, which is currently the only process we have for implementing a data led approach to using the NYP safety camera, at community concern sites which do not have a casualty history.
62. The current City of York VAS policy is 4 years old, and is not in line with DfT recommendations. Evidence from the trial of nine sites in York suggests that the speed reduction is only achieved for short times at VAS locations and as the equipment gets older there are emerging issues with maintenance and budgets. There is strong evidence that VAS, when used, as per DfT recommendations, (as is used in York at 2 sites) where there is a history of numerous non injury accidents can potentially be preventing risk of serious injury resulting from speed.
63. The other issue to take into consideration, is that a VAS is considered as one of the engineering tools available to reduce speeds (as per the Dft criteria) and implementation of speed reduction engineering (VAS) would see any site that had previously been eligible for Police enforcement being removed from the enforcement list because engineering has been implemented.

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**Report
Approved**



Date 03/04/13

Wards Affected: Holtby

For further information please contact the author of the report

Annexes

- 1 – A & B Maps of Holtby
- 2 – Traffic & Vehicle Speed Issue Report
- 3 – Plans for the development of the Piggeries

Background Papers

DfT Circular 01/2013 Setting Local Speed Limits
Traffic Advisory Leaflet 1/03
Decision Session in March 2009 – Speed Review Report
Decision Session October 2009 – Vehicle Activated Sign Criteria York



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Village Traffic Studies

Holtby Village

TRAFFIC AND VEHICLE SPEED ISSUES



**Review of the existing traffic situation
and options to manage vehicle speeds
through Holtby village**

Engineering Consultancy Ref. DEC 070 10026



City Strategy : Transport & Safety

March 2009

SCOPE AND EXTENT OF THIS REVIEW

A *Village Design Statement* for Holtby, first compiled during 2005, includes the following comments :-

"....the increasing size and frequency of traffic has caused considerable erosion to the verges..."

"The threat posed to the village by the speed and density of through traffic, and the effects of any countermeasures such as street lighting and traffic calming, are under review."

"The rural appearance of village streets should be maintained by means of grass verges, not kerbs, wherever possible. Any new street furniture should be sympathetic to the village and of an appropriate style."

This report outlines the current road and traffic situation, explains some constraints which limit the types of traffic calming or other intervention measures that could be considered, summarises some conclusions, and recommends possible outline options to manage traffic related issues and the problem of vehicle speeds through Holtby village.

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CURRENT SITUATION

A map of the main Holtby village area is provided at **Annex A**, which should assist in understanding where various items referred to in this review are situated in relation to the village or along particular roads.

Village extents

Along STRAIGHT LANE travelling northbound (from the A166) there is a village name sign on steel posts within the nearside verge, south of the Back Lane junction.



Along STRAIGHT LANE travelling northbound (from the A166) there is also a name sign fixed to stonework within the nearside verge, north of the Panman Lane junction.
(i.e. outside Manor Farm)

Along MAIN STREET / STRAIGHT LANE travelling southbound there is also a name sign fixed to stonework within the east-side verge, south of the Holtby Lane/Warthill road junction.
(i.e. opposite Barleycorn House)



The Parish Council is intending to relocate their existing 'HOLTBY' village name signs, therefore, it will be necessary to assess any new locations to avoid conflict with existing or new 30mph 'gateway' signs which also incorporate the 'Holtby' name, particularly if additional wording such as 'Please drive carefully' is to be incorporated..

Previously, it was possible to enter or leave Holtby from the southeast along Panman Lane via its junction with the A166. However, to address a number of road safety concerns for pedestrians along the lane, and following a number of accidents involving drivers turning onto or off the A166 at this junction, Panman Lane was closed to vehicles in 2006. Initially the closure was introduced on a 'trial' basis, but the arrangement was made permanent in 2007.

One obvious consequence of closing Panman Lane is that all vehicles entering or leaving Holtby via the A166 now have to use Straight Lane. Therefore, in conjunction with the Panman Lane closure during 2006 measures were introduced on the A166 at the Straight Lane junction, primarily to widen the road and create a right turn lane off the A166, and improve visibility for those exiting Straight lane.

Existing speed limits

The whole of Holtby village is within a 30mph speed limit. Since March 2004, the 30mph speed limit entry points along each vehicular approach into the village; i.e. on Holtby Lane, Straight Lane and the road from Warthill, have been highlighted to road users by ‘gateway’ treatments. These comprise pole mounted ‘30’ signs with backing boards and the name ‘Holtby’ on both sides of the road, together with ‘30’ road marking on red surfacing across the road, as illustrated below and indicated on the map provided at Annex A.



Vehicles approaching Holtby from the A166 along Straight Lane are slowed to some extent when turning off the main road before entering the 30mph limit ‘gateway’. However, drivers then have relatively good forward visibility through the slight bends ahead with no roadside footway, and there appears to be little incentive for drivers to moderate their speed after entering the 30mph limit.



Vehicles approaching Holtby from the west along Holtby Lane are slowed to some extent by slight bends in the road before the 30mph limit ‘gateway’. However, drivers have relatively good forward visibility through the further bends ahead with no roadside footways, and there appears to be little incentive for drivers to moderate their speed after entering the 30mph limit before reaching the sharp bend outside Weir House.



Vehicles approaching Holtby from the Warthill direction are slowed to some extent by bends in the road before entering the 30mph limit 'gateway'. Drivers then have to moderate their speed within the 30mph limit to either negotiate a sharp left turn, or turn right across oncoming traffic into Holtby Lane.

Traffic speeds

The issue of traffic speeds through Holtby continues to be raised. For example, the Parish Council are concerned there is a real danger that due to the speed of vehicles in the village, coupled with a lack of roadside pavements and kerbing, an accident will occur at some time in the future.



In December 2005, as part of a trial of vehicle activated signs (VAS) around the City, one of these signs was installed on Straight Lane, facing traffic approaching the village from the A166.



Speed surveys have been carried out to evaluate the effectiveness of this sign to moderate the behaviour of those drivers who continue to disregard the prescribed 30mph speed limit along Straight Lane and Main Street beyond. Readings were taken at the VAS site, outside 'The Bungalow', and fronting the church before the VAS was installed, followed by intervals of 1, 6 and 12 weeks after installation, and then again in April 2007.

A summary of the results obtained is provided in the following table :-

(NB : The values for vehicles travelling northbound passing the VAS are shown in **bold**, and for comparison values for vehicles travelling in the opposite southbound direction are given in brackets.)

NB : '85th PERCENTILE' is the speed below which 85% of the vehicles travelled, and is a particular value used when designing road safety measures.

Panman Lane (VAS)	AVE. / MEAN SPEED	85th PERCENTILE	% ABOVE LIMIT	30 - 35 mph
November 05	32 (35) mph	37 (41) mph	59 (61) %	59 (61) %
December 05	26 (32) mph	30 (38) mph	14 (56) %	11 (31) %
January 06	28 (34) mph	32 (40) mph	24 (73) %	17 (34) %
December 06	28 (32) mph	32 (38) mph	22 (61) %	17 (37) %
April 07	28 (28) mph	33 (31) mph	29 (22) %	24 (19) %

The Bungalow	AVE. / MEAN SPEED	85th PERCENTILE	% ABOVE LIMIT	30 - 35 mph
December 05	28 (27) mph	32 (32) mph	27 (23) %	24 (19) %
January 06	28 (28) mph	32 (33) mph	26 (29) %	23 (23) %
December 06	29 (27) mph	33 (32) mph	33 (25) %	26 (20) %
April 07	29 (28) mph	34 (34) mph	36 (35) %	28 (25) %

The church	AVE. / MEAN SPEED	85th PERCENTILE	% ABOVE LIMIT	30 - 35 mph
November 05	26 (28) mph	30 (32) mph	14 (23) %	12 (21) %
December 05	27 (27) mph	31 (31) mph	22 (19) %	18 (17) %
January 06	28 (28) mph	32 (31) mph	26 (20) %	23 (17) %
December 06	27 (26) mph	30 (30) mph	15 (12) %	13 (10) %
April 07	31 (37) mph	36 (43) mph	44 (89) %	27 (28) %

From the above results it can be seen that following installation of the VAS both the average and 85th percentile speeds have remained generally the same at all three sites, apart from an increase in the latest values for vehicles travelling south past the church.

It should be noted that to allow for possible inaccuracies in vehicle speedometers, National guidance recommends that enforcement of vehicle speeds should apply to speeds above the posted limit plus a tolerance of 2mph plus 10%. For example, the police are only likely to consider enforcement action within a 30mph limit where a significant number of drivers are travelling at 35mph or above.

Accident history

Road accident records indicate there have been no fatal, serious or slight injury accidents on any of the roads through Holtby over the last 5 years.

There have been accidents, including some serious, in the past around the A166 junctions, but Panman Lane is now closed to vehicles, and the Straight Lane junction has been altered to improve visibility and provide a right turn lane.

Other users of the Highway

As noted in the Holtby '*Village Design Statement*', cycle route 66 of the National Cycle Network from York to Stamford Bridge, and on to Beverly, is accessible to the south of the village on its passage alongside Hagg Wood.

This same planning document also mentions a network of six separate public rights of way within the parish, together with bridleways such as Holtby No. 6 Public Bridleway (Vengeance Lane).

These are regarded as attractive features of a village which is only a few miles from the centre of York.

CONSTRAINTS

When seeking to develop possible traffic and speed management solutions the process is governed by National guidance and legislation, the Council's overall transport strategy and objectives to provide safer roads, local considerations, and of course funding. How these might influence the possible introduction of traffic or speed management in Holtby is examined below :-

Funding for traffic or speed management

The City of York Council 'Local Transport Plan' (LTP) includes a framework for prioritising funding on capital works schemes which achieve strategic objectives and targets, such as improving road safety and reducing injury accidents around the City. It is widely recognised that capital schemes should be prioritised on the basis of the likely benefits generated versus the cost of implementation.

Casualty reduction is a principal objective of the Council's Road Safety Strategy and its LTP. Speed is recognised as a significant causal factor in at least one third of all road casualties. Therefore, the targeted use of effective speed management measures to influence driver behaviour and deter vehicles exceeding the speed limit or being driven at an inappropriate speed for the road conditions has the potential to reduce the number of casualties.

For reference, the 2008/09 LTP Capital Programme included an allocation of £65,000 for the implementation of 10 speed management schemes.

Scheme prioritisation

To help manage the numerous complaints raised about speeding around the City, and identify priority sites for action, a data led method of assessing all speeding issues in York has been established. For any particular location this approach considers whether any injury accidents were fatal, serious or slight, in conjunction with speed surveys to determine the extent of speeding which exceeds the local limit and the thresholds normally used for police enforcement.

Hence speeding issues are prioritised for possible action against the following criteria :-

Category	Speed	Casualties	Priority	Treatment
1	High	High	Very High	Speed management measures
2	Low	High	High	Casualty reduction measures
3	High	Low	Medium	Speed management measures
4	Low	Low	Low	None

Therefore, although some of the Holtby speed survey results referred to earlier are a concern, because there is no associated history of speed related injury accidents, the roads through the village would only be rated as 'Medium' or 'Low' priority for possible action to be taken using LTP funding.

Speed management policy

The Council also has a 'Speed Management Plan' which was developed in consultation with key road user groups, including the emergency services. This sets out a framework for introducing traffic calming schemes and is primarily based on defining three categories of road, as set out below :-

- **Traffic Routes** - these are the main roads into and around the City that are important strategic routes for the emergency services and bus operations. Generally vertical measures, such as 'speed cushions' or 'road humps' would not be installed on these roads to avoid impeding response times or passenger comfort.
- **Mixed Priority** - these are roads that are still important for getting around the City, but tend to be more residential in nature and go through areas where slower speeds are appropriate. Here traffic-calming measures are targeted mainly in key areas, for example outside schools or near local shops.
- **Residential** - these are residential areas where the safety of residents is considered to take priority over traffic. Therefore traffic calming can be introduced in such streets whenever the necessary finance is available and the proposal carries the support of the majority of local residents.

The road into Holtby from Warthill and the Straight Lane approach into the village, are designated under the Council's 'Speed Management Plan' as important strategic 'Traffic routes' for the emergency services and bus operators, whilst the main street within Holtby is classed as a 'Mixed Priority' route.

No service bus routes go through Holtby (bus stops serving the village are on the A166), but there are no weight restrictions on the roads through Holtby, so large and heavy vehicles, including of course agricultural vehicles, are able to use the roads in the village.

With reference to the village map it will be seen that existing roadside development is predominantly residential along both sides of the main street, with no school or shops, but a small church, an art studio, and some farms.

Therefore, as a consequence of the route classification applying to the roads through Holtby and the existing village roadside development, Holtby Lane and Straight Lane are unlikely to meet the necessary criteria for the introduction of vertical traffic calming, such as road humps or speed cushions, or a lower speed limit.

Speed limits

The Department for Transport (DfT) does not usually advocate the introduction of either 20mph speed limits or 20mph zones on through roads in a village. Extensive physical speed reducing features are normally required to gain compliance with such a limit, effectively making the limit 'self enforcing', but the necessary measures are often considered inappropriate in most villages.

In addition, the Police are unlikely to support the introduction of a 20mph speed limit without self-enforcement.

The relevant traffic signs regulations require the use of 30mph 'repeater' signs where there is no system of street lighting in place, and indeed some 'repeater' signs are in place at Holtby. It should be noted that, elongated speed limit '30' roundel road markings (usually accompanied by red coloured road surfacing) can only be used in conjunction with upright speed limit terminal or 'repeater' signs. The latter requirement is because wear and tear or adverse weather conditions can render the road markings difficult to see and this would cause enforcement difficulties for the police if there were no accompanying regulatory signs in place. However, the introduction of additional coloured road surfacing in association with 'repeater' signs is often regarded as visually intrusive within rural villages.

Conservation and environmental impact

Although Holtby is not covered by a 'Conservation Area', there are some Listed Buildings in the village, and it is clear from the 'Village Design Statement' that strict design guidelines are in place to maintain the rural setting, retain the a number of existing features, and limit future development.

A characteristic of many rural villages is the informal appearance of highway edges; grass verges or village greens without kerbs, and one of the recurring problems is the accommodation of traffic without adversely affecting buildings and their setting. In some instances even standard pre-cast concrete kerbs may not be appropriate and, where feasible, more expensive natural materials traditional to the area need to be considered, with the colour and texture of new features reflecting those of the rest of the area. For example; providing traffic calming features which preserve or enhance the architectural or historic appearance of villages and respect the character and setting of adjacent Listed Buildings, rather than diminishing their local character

Again, the Planning guidance contained in the Holtby Village Design Statement promotes new development or features which are sensitive to the existing environment of the village and particular key features, such as the natural verges, hedges and signage.

Hence the appearance of any proposed speed management features is important, particularly in terms of being acceptable to the general public, with special attention being given to materials.

Planting as part of traffic management schemes could be encouraged, providing growth does not obstruct sight lines.

Street lighting

Regulations governing traffic calming installations stipulate that such features on the Highway should be conspicuous for drivers in both day and nighttime conditions, and ideally there should be suitable street lighting in the area. Indeed, where vertical measures are involved (other than in 20 mph zones), adequate street lighting should extend over the length of the road containing the traffic calming. This is so that drivers approaching a feature are able to identify its layout and thus make the necessary judgements concerning driver priority, the intended actions of oncoming drivers, and how to safely navigate the feature.

Since Holtby village does not have a system of street lighting, the current lack of illumination would be insufficient for the introduction of some types of traffic calming measures. Interestingly, the Holtby 'Village Design Statement' refers to *"the 'threat' posed to the village by the speed and density of through traffic"* and mentions that *"the effects of possible countermeasures such as street lighting are under review"*. Traffic calming proposals would need to take into account the necessary installation of street lighting, probably on columns, which would be both visible and potentially quite costly.

However, it should be pointed out that because improved road lighting provides drivers with better visibility then as a consequence it is possible they may be less inclined to slow down. Also, the installation of road lighting would then require removal of any '30' repeater signs and associated '30' roundel road markings.

Adopted Highway

The main roads through the village, together with the adjoining footways and verges, are all designated as adopted Highway, including the grassed 'village green' area on the north side of Holtby Lane at the junction with the road from Warthill, as shown below.



POSSIBLE SPEED MANAGEMENT OPTIONS

The following pages outline in more detail some possible improvement options, including relocation of ‘gateway’ treatments, junction alterations and the introduction of traffic calming, together with an indication of the potential expenditure which could be involved :-

Gateway alterations

HOLTBY LANE

Vehicles approaching the village along Holtby Lane enter the 30mph limit through a ‘gateway’ feature at a road width of 4.9m. It will be noted from the village map that this is located over 200m from the bend outside the first visible roadside property, Weir House.



Although the Parish Council do not appear to have concerns about the current ‘gateway’ location, council officers consider that there is insufficient change in the road environment at the present location to encourage drivers to respond to the change in speed limit.

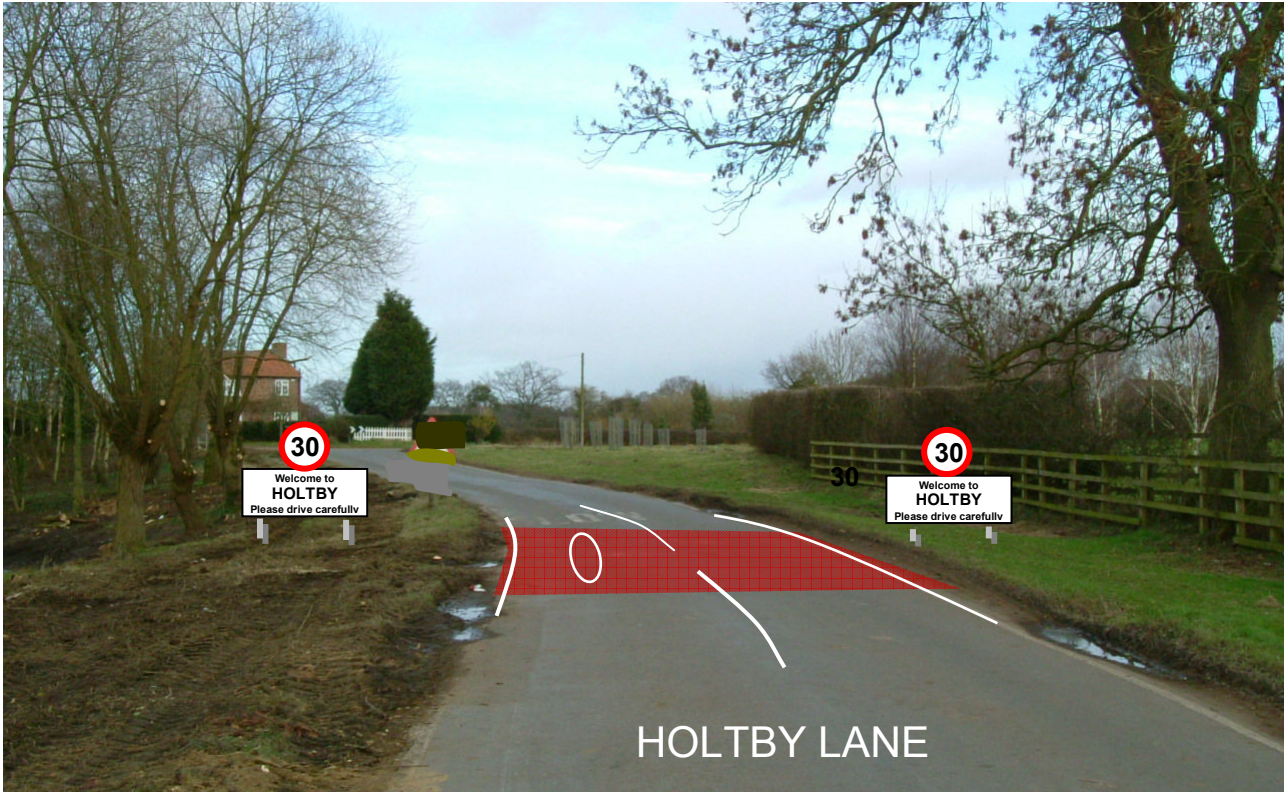
It is therefore suggested that the Holtby Lane ‘gateway’ is moved closer to the village, where it may make it more effective, with drivers more likely to respond to a clearer perception of a change in road environment from ‘rural’ to ‘residential’, and a more obvious reason to slow down.

It is therefore suggested that the Holtby Lane ‘gateway’ is moved closer to the village, where it may make it more effective, with drivers more likely to respond to a clearer perception of a change in road environment from ‘rural’ to ‘residential’, and a more obvious reason to slow down.



Subject to sufficient verge width being available, lower mounted ‘welcome’ type ‘gateway’ signs, similar to that illustrated opposite, might be considered. However, it will be necessary to check that any revised ‘gateway’ proposals do not coincide with the Parish Council’s intention to relocate their ‘HOLTBY’ village name signs.

An illustration of how an alternative Holtby Lane ‘gateway’ location might look is provided below :-



Note that wider roadside verges also provide an opportunity to introduce an alternative type of ‘gateway’ sign arrangement, which could include ‘Welcome to’ and / or ‘Please drive carefully’ wording with the ‘HOLTBY’ name.

STRAIGHT LANE



Vehicles approaching the village along Straight Lane enter the 30mph limit through a ‘gateway’ feature at a road width of 5.5m. It will be noted from the village map that this is located over 180m from the first residential properties, Manor Farm and The Studios.

Officers consider that drivers turning off the A166 may be more responsive to the speed limit signs if they are positioned farther away from the

junction where they may be more likely to be noticed.

It is therefore suggested that the Straight Lane ‘gateway’ is also moved closer to the village, where it may make it more effective with drivers more likely to respond to a clearer perception of a change in road environment from ‘rural’ to ‘residential’, and a more obvious reason to slow down.

In addition, it should be noted that moving the Straight Lane ‘gateway’ closer to the village could also bring it too close to the existing vehicle activated sign, in which case the VAS would have to be relocated. However, if no longer required along Straight Lane, since this VAS is solar powered, it could be located elsewhere in the village, perhaps on the straight section of Holtby Lane.



An illustration of how an alternative Straight Lane ‘gateway’ location might look is provided below



The road from Warthill

Vehicles approaching the village from Warthill enter the 30mph limit through a ‘gateway’ feature at a road width of 5.4m. Although this arrangement is considered to be satisfactory, the appearance of the ‘gateway’ would be changed to be consistent with any alterations to the type of sign arrangement provided on the other approaches.



It is estimated that currently to implement changes to the 30mph ‘gateways’ could cost between £6,000 and £8,000.

Junction alterations

Following closure of Panman Lane and improvements at the Straight Lane junction with the A166, the only remaining junction in the village of any significance for through traffic is at the intersection of Holtby Lane with the road from Warthill.



Currently on Holtby Lane vehicles travelling inbound / eastbound have to 'give way' to through traffic at the Main Street / Warthill road junction to the north of the village.

However, the relatively straight road alignment for those heading outbound / westbound from Main Street into Holtby Lane means that

vehicles often do not slow down when turning left into Holtby Lane at the junction.

In addition, there is a public footpath which joins the south side of Holtby Lane near to the junction, but no roadside footway, therefore, pedestrian safety would also be improved if the passing traffic could be slowed, with the roadside verge widened, or a footway provided.

Junction realignment

One option could be re-alignment of the junction to introduce some 'deflection', so that drivers would need to reduce their speed when negotiating the junction, whichever route they are taking. A plan showing a possible alternative road layout, whilst retaining the existing 'priority' arrangement, is provided at Annex B.

Changed priorities

Changing the priority arrangement at the existing junction, e.g. so that drivers from Holtby main street have to 'give way' to through traffic travelling between the road from Warthill and Holtby Lane, is not considered to be a satisfactory alternative in road safety terms, partly due to poor visibility for those making a right turn manoeuvre from the main street towards Warthill.



However, a changed priority arrangement may be feasible if the junction layout can also be realigned to overcome the visibility problems.

Another plan showing a possible alternative realigned road layout, but with the 'priorities' changed, is provided at Annex C

From both plans showing Option A and Option B it will be noted that either Holtby Lane re-alignment would cut through the current fenced off area of 'village green' on the north side of Holtby Lane, but the increased roadside verge areas that the new arrangement would create to the south and east should in addition significantly improve visibility for pedestrians when crossing the roads around the junction.

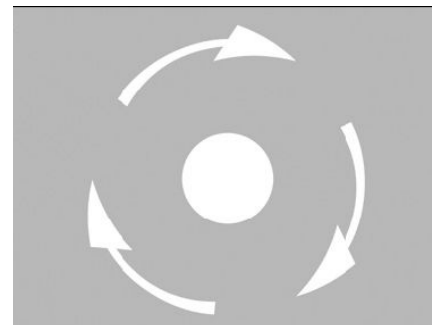
It is estimated that currently to implement junction re-alignment could cost between £15,000 and £30,000.

Mini-roundabout

At junctions, the introduction of a mini-roundabout can sometimes be an effective means of controlling traffic flows and reducing vehicle speeds, assuming that a suitable layout can be provided with the necessary visibility. If sufficient space exists to expand the Holtby Lane / Warthill road junction layout, another option could be the introduction of a mini-roundabout, as illustrated by the plan at Annex D. Such a configuration would force all drivers on each approach to slow down in order to 'give way' then change direction whilst negotiating the feature.

However, it must be emphasised there are likely to be some concerns about the amount of traffic signs and road markings which would be necessary, since there is little scope to make a roundabout itself into an attractive feature.

For example, the actual roundabout would need to be highlighted by a white disc symbol on the road surface, plus some circulatory arrow markings.



In addition, each approach to the mini-roundabout would require 'Give Way' road markings in conjunction with the appropriate illuminated 'roundabout ahead' and 'Give Way' signs shown opposite..

The amount of verge lost to provide the road space required for a mini-roundabout, by comparison to a 'give way' junction arrangement, is also likely to be an issue.

For example, the photograph below shows the three-arm junction 'mini-roundabout' at the junction of Heslington Lane and Broadway – but please ignore the cycle lane markings.



Unfortunately, mini-roundabouts are not always used properly by some motorists and most sites experience some collisions over time. National studies of existing mini-roundabout sites indicate that on average it can be expected that there may be at least one injury accident per year.

It is estimated that currently to implement a mini-roundabout could cost between £30,000 and £50,000.

Traffic calming

Some of the specific concerns regarding vehicle speeds through Holtby relate to the sections of road outside residential properties around the village centre.

From the foregoing it will be evident that vertical traffic calming, such as speed cushions or road humps, are not really feasible in Holtby, mainly due to the particular road classifications assigned to the main routes through the village under the Council's 'Speed Management Plan'.

Horizontal measures, sensitively designed, would appear to offer a possible way of tackling speeding problems in the village. For example, the introduction of some form of 'build-out' or 'chicane' arrangement could be investigated, to physically slow traffic by reducing the road width to single file traffic at one or two strategic points.

However, before considering the possible introduction of horizontal traffic calming it is perhaps worth explaining what these measures typically involve, in order that the associated infrastructure and their visual appearance can be appreciated within the context of the Holtby situation.

Horizontal traffic calming



If it proved feasible to introduce horizontal traffic calming in Holtby, perhaps in the form of road narrowing or chicane arrangements, although not in a designated Conservation Area, the traffic signs, bollards and road markings associated with such measures, as illustrated opposite, might be viewed as visually intrusive in the village environment, and may generate some local opposition.

For example, the priority arrangement at horizontal traffic calming features, such as 'build-outs' or 'chicanes', is indicated by 'Give Way' road markings together with the two traffic signs shown opposite. These signs would have to be illuminated, and because disregarding the circular regulatory sign is an offence under the Road Traffic Act, a Traffic Regulation Order (TRO) would be required.



Such measures would require careful consideration within the village setting to minimise the visual impact and environmental intrusion of their associated traffic signs and road markings, which might otherwise prove unpopular with residents.

In addition, where the road narrows to a single lane and one vehicle must 'give way' to allow opposing vehicles to pass, the associated signs and markings can only be used if drivers would have clear visibility of each other. Hence 'build-outs' or 'chicanes' can usually only be considered along a relatively straight section of road, such as perhaps Holtby Lane.

Furthermore, horizontal 'chicanes' may not be effective if there is a lack of opposing vehicles at peak times, and it should be appreciated that the introduction of chicanes can result in some poor driver behaviour, sometimes resulting in a potential for collisions to occur.

Horizontal traffic calming would also need to be positioned so that it did not hinder vehicle access to private driveways. In addition, it should be noted that although off-street parking is available to some properties fronting the roads through the village, the availability of on street parking would be reduced by the introduction of horizontal traffic calming measures.

It is estimated that currently to implement horizontal traffic calming measures along a suitable section of road could cost between £20,000 and £35,000.

Road safety initiative

As part of a Safer York Partnership publicity and education initiative to reduce road casualties around the City, a portable Speed Indicator Device (SID) could be offered for deployment in Holtby, at locations which meet certain criteria.

A SID is a mobile matrix display which notifies drivers of their speed, to make them more aware of potential hazards in the area and the appropriate speed at which they should be travelling. However, the SID is not designed to collect data; rather the idea of the machine is to educate drivers about the speed at which they should be travelling and to raise motorists' awareness in a positive way. Thus a SID is particularly beneficial when tackling the casual speeder who may not have realised that they are driving too fast or breaking the speed limit.

Relative portability of the SID means that it can be used at a number of different locations throughout the community and set to work on roads with different speed limits. The very fact that the equipment is located on a temporary basis means that road users notice their presence and respond accordingly.

It is intended that the SID would be operated by trained volunteers representing a Parish Council, or groups such as a tenant and resident association. In order that the broader feelings of the community can be represented, rather than the feelings of one individual, a number of volunteers should be on hand to safely operate the SID when deployed at selected survey sites. In this way the SID device provides members of the local community with the opportunity to address anti social behaviour and influence motorists' style of driving, which can have a significant effect on their quality of life.

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CONCLUSIONS



Existing vehicle speeds in Holtby are acknowledged to be higher than desirable, but not regarded as a significant problem.



In the absence of injury accidents, the possible introduction of speed management measures is only ranked as 'medium' or 'low' priority.



Road classification and village characteristics mean that vertical traffic calming would not be appropriate in the circumstances.



Horizontal traffic calming may be feasible at some locations, but would have drawbacks in terms of visual impact, affect on access for agricultural vehicles, etc



There is a risk that accidents may occur as a result of the introduction of chicanes or a mini-roundabout and, consequently, road safety may in fact become worse.



Improvement schemes, such as traffic calming measures, are relatively expensive to implement, as indicated by the cost estimates associated with the proposals outlined for Holtby.



Given the circumstances in Holtby it would be difficult to justify capital funding from the Local Transport Plan (LTP) to introduce more significant speed reduction or traffic calming measures.



Deployment of a Speed Indicator Device could be a viable short-term solution to address the current problem of vehicle speeds.

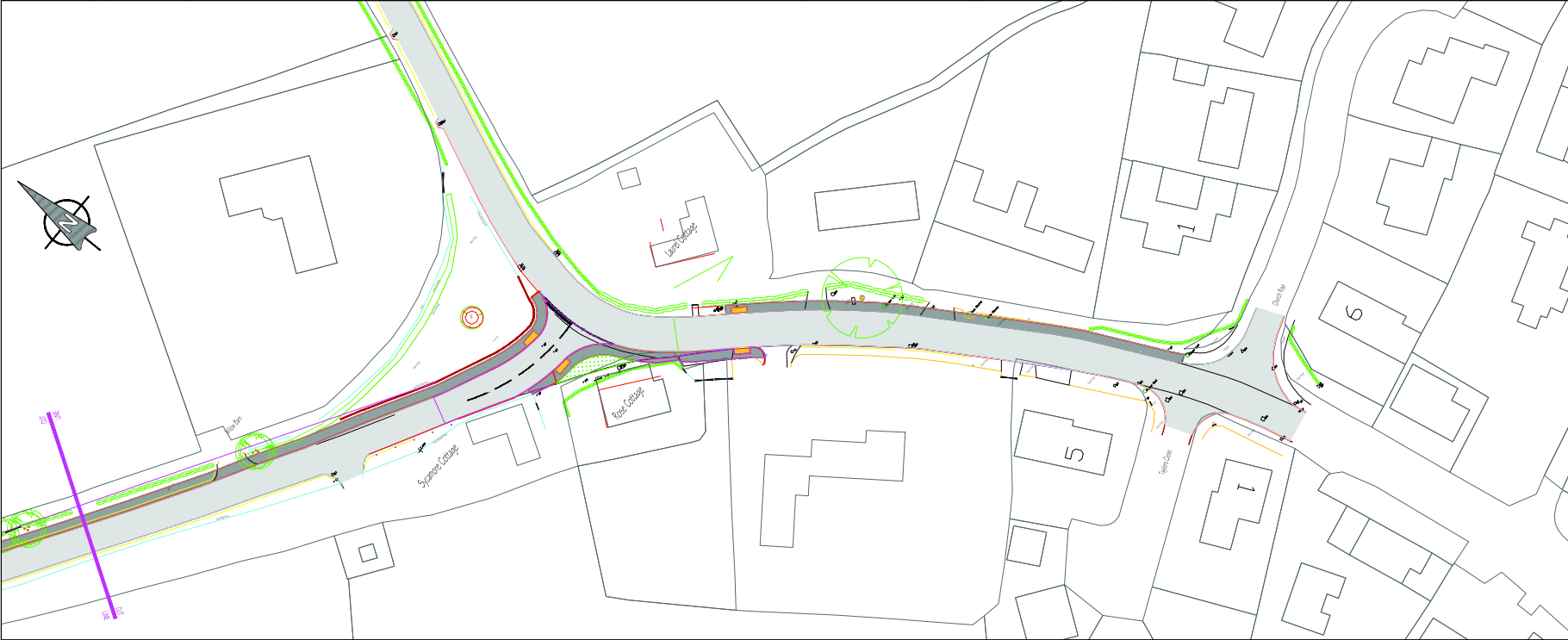
RECOMMENDATION

The Parish Council are invited to review the content of this review and, bearing in mind the constraints described, consider how they wish to proceed with regard to the issues involved.

If you require clarification or further information concerning the above please contact :-

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Telephone 01904 55 3457 or Email graham.Kelly@york.gov.uk



REV	AMENDMENTS

Holtby Village (Piggeries)
Section 106 Improvements

Drg. No. : DEC12012088/100/001

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DATE	December 2012	SCALE
		NTS



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Cabinet Member for Transport, Planning and Sustainability 18 April 2013

Report of the Director of City and Environmental Services

Public Rights of Way – Presentation of Petition for the night time closure of snickets off Ashbourne Way

Summary

1. This report presents a petition (Annex 1) submitted by Mrs Hopwood a resident of Ashbourne Way, requesting the night time closure of snickets off Ashbourne Way (Annex 2 – Location Plan A) to help reduce the level of crime and anti-social behaviour (ASB) which is occurring in the area. The snickets in question are considered to be public highway and therefore a Gating Order(s) will be required to restrict public access.

Recommendations

2. The Cabinet Member is asked to consider:
Not progressing the request for night time closure of the snickets.

Reasons:

- i. Crime and ASB is unlikely to be reduced significantly if the routes are only closed at night time.
- ii. A reasonably convenient alternative route is not available for either route.

Background

3. The petition requests the night time closure of snickets off Ashbourne Way due to crime and ASB associated with them.
4. The first snicket (Annex 2 - Location Plan A: Path 1 – A to B) which is the subject of the petition runs between Nos.7, 9, 11 and 13 on Spindle Close leading out between No.37 and No.44 Ashbourne Way. This is a public highway and is recorded on the List of Streets Maintainable at Public Expense (i.e. adopted highway). The second snicket (Annex 2 - Location Plan A: Path

2 – C to D) runs from Bellhouse Way across Acomb Moor (also known as Foxwood Park) to a point between No.28 and No.30 Ashbourne Way. This route is a claimed public right of way and investigations are currently being undertaken to ascertain its status. Although there are gates at both ends of this route it is understood that they have never been locked (Annex 3 – Photographs).

5. There are 47 properties which either front on to Ashbourne Way or whose boundaries adjoin it, 4 of which are adjacent to the paths in question. There are a further 4 properties on Spindle Close (Nos. 7, 9, 11 and 13) which are adjacent to Path 1.
6. Crime and ASB statistics: Crime and ASB statistics (Annex 4) were requested for the period between 1 January 2012 to 31 December 2012 for the following locations:
 - Path 1 - Spindle Close to Ashbourne Way
 - Path 2 - Bellhouse Way to Ashbourne Way, and
 - The whole of Ashbourne Way
7. The statistics for Path 1 show 6 incidents of crime and 5 incidents of ASB over the 12 month period.
8. The statistics for Path 2 show that there were 2 incidents of crime and no incidents of ASB reported.
9. For the whole of Ashbourne Way there were 10 incidents of crime recorded and there were 7 incidents of ASB.
10. A night time closure of both paths has been requested. If, during the 12 month period, the paths had been closed between 19:00 and 07:00 (for example) the following number of incidents of crime and ASB may have been prevented:
 - Path 1: 1 incident of crime and 3 incidents of ASB
 - Path 2: 2 incidents of crime
 - The whole of Ashbourne Way: 6 incidents of crime and 3 incidents of ASB.
11. Availability of a reasonably convenient alternative route: The shortest alternative route available for both paths is shown on Plan B (Annex 5). The alternative routes include the use of other snickets between Heron Avenue and Carrfield, and Carrfield and Foxton. For Path 1 (A to B) the approximate distance following the alternative route from one end of the path to the other end is 1,045m which takes approximately 11 minutes to walk. For Path 2 (C to D) the approximate distance is 734m which takes approximately 9 minutes to walk.

12. There is another alternative route, which uses adopted highway to circumnavigate Acomb Wood. This route is not shown on Plan B as it is longer still, at approximately 1,580m.
13. It is worth noting that the above mentioned snicket between Heron Avenue and Carrfield was the subject of a residents' petition, received by the council in 2007. The petition requested the night time closure of the path due to the alleged crime and ASB associated with it, although crime and ASB statistics produced at the time showed that no crime or ASB could be attributed to the path.
14. Additionally, the night time closure of the snickets between Carrfield and Foxton, and Carrfield and Chantry Close, were also considered in 2007. At the time, a decision was made to close them at night as long as funding could be secured to manage the opening and closing of the gates.
15. Bearing in mind the authority is responsible for opening and closing the gates at the times stated on a Gating Order, coupled with the cost of employing a security firm to open and close the gates 365 days a year (upwards of £5k per snicket, per year), it was decided to carry out an experimental night time closure of the Carrfield Chantry Close snicket using an electronically operated magnetic locking mechanism. The mechanism was to be timed to release and lock the gate in the morning and evening using electricity supplied from a neighbouring lamp column. The gate was installed, but was removed before the electricity was connected due to the fact that it attracted ASB and was vandalised on a number of occasions, as was the fence of the adjacent property. The Gating Order was eventually revoked after further consultation with residents.
16. The proposed gate for the snicket between Carrfield and Foxton was never installed, due to the problems described above and the fact that there was no funding available to employ a security firm to open and close any gate that might have been installed.
17. An additional problem, that proved unpopular with residents, was the fact that the only residents who are automatically supplied the means to access an alley gate are those with a private right of access along the route in question, and also those with adjacent properties. Many residents of Carrfield and Chantry Close requested to have the means to access the gate during the times that it was closed, as the alternative route was considered to be too long for those with disabilities and those

wishing to use the snicket to visit friends and family in the neighbouring street.

18. Gating Order legislation is thus best suited to gating rear alleyways along the back of houses. In these cases it is straight forward who does/does not get access to the gate. Difficulties arise when gating snickets such as those leading off Ashbourne Way, as generally no one has a private right of access along the snicket in question and therefore the only residents entitled to access the gate are those with properties directly adjacent to the restricted path.
19. In the case of the Carrfield and Chantry Close the decision was made to give anyone with a 'Blue badge' the means to access the gate if they wished.
20. Funding for the scheme: Alleygating in York is usually funded through Safer York Partnership along with match funding from the relevant Ward Committee(s). Ward Committee funding is now no longer available, although the meeting of the Council on 28 February approved a £50k Capital budget for Alleygating in 2013/14. It is envisaged that this amount will be allocated to gate priority alleyways that suffer from relatively high levels of crime and ASB. The snickets leading off Ashbourne Way are currently no. 99 (Path 1) and no. 137 (Path 2) on the priority list.
21. All political party spokespersons and affected Ward Members have been consulted. Comments were received from:

Dringhouses and Woodthorpe Ward Member(s)

Cllr Ann Reid: *"As the Councillor who presented the petition I would support option 2. There is an ongoing problem with vandalism and ASB in this area and many residents would feel safer if there was some control over access during the night hours."*

Cllr Anna Semlyen: No comments received.

Cllr Gerard Hodgson: No comments received.

Westfield Ward Member(s)

Cllr Dafydd Williams: No comments received.

Cllr Lynn Jeffries: No comments received.

Cllr Stephen Burton: No comments received.

Group Spokesperson(s)

Cllr Andy D'Agorne: *"While I am not familiar with the area I would suggest that either path 1 or path 2 should be excluded from closure so as to maintain a sustainable walking route for local people. Ideally the route which is most overlooked and well lit should be retained. Concentrating any foot traffic on one route would tend to increase safety for those using it and surveillance of those who you would rather not see using it!"*

Cllr Dave Merrett: No comments received.

Cllr John Galvin: No comments received.

22. In addition, comments have been received from North Yorkshire Police:

Jon Bostwick, Dringhouses and Woodthorpe Neighbourhood Beat Manager: *"The snickets that lead from Ashbourne Way to Spindle Close and Bellhouse Way (in my opinion) are used by local criminals as a thoroughfare to travel into Woodthorpe from the Foxwood area to commit crime and ASB. Evidentially this is difficult to quantify but I am aware that when criminals are caught for Woodthorpe crimes, some live in the Foxwood area which would point toward them possibly using these snickets. Also although on the decrease, ASB on Ashbourne Way when it did occur was connected to the snickets being used by the youths involved."*

Asked if there are any strategies that have been put in place by the police over the last few months which could have contributed to the reduction in crime and ASB on Ashbourne Way, Jon Bostwick gave the following response:

"We placed Ashbourne Way on our tasking document for regular patrols which meant an increase in uniform patrols by SNT [Safer Neighbourhood Team] and response. This probably helped matters. Since this was stopped no further incidents have been reported."

Consultation

23. The purpose of this report is to request a decision as to whether or not to proceed to the Feasibility Stage of the alley-gating process. Pre Order consultation with prescribed bodies,

including residents, would be carried out as part of the Feasibility Stage, along with work to establish how the scheme would be funded.

Options

24. Option 1: Do not progress the request to gate the snickets.
25. Option 2: Progress the request to gate the snickets to Feasibility Study stage.

Analysis

Option 1

26. Assuming that the 2 routes directly facilitated every recorded incident of crime and ASB in Ashbourne Way, and taking into account the number of incidents that occurred in 2012 (Annex 4), if the routes had been closed between 19:00 and 07:00, incidents may only have been reduced by half. It could be argued that this is not a significant enough reduction.
27. Comments received from North Yorkshire Police (Paragraph 22) suggest that levels of crime and ASB can be reduced for the area if regular patrols are carried out.
28. At no. 99 (Path 1) and no. 137 (Path 2) on the alleygating priority list, the relative levels of crime and ASB associated with these snickets are not high.
29. Gating Order legislation requires that a reasonably convenient alternative route is available if a route is to be restricted (Annex 6 - Legislation). Given the relatively low level of reported crime and ASB, it would be difficult to argue that at 1,045m and 734m, the alternative routes to these paths are reasonable.

Option 2

30. If the request is progressed to Feasibility Stage, there is likely to be significant opposition from residents in surrounding streets as the routes which have previously been investigated for closure would potentially be used more frequently. It could be argued that this may raise the potential for more crime and ASB to be committed on those streets.
31. Should the proposal be successful, only properties which are adjacent to, or adjoining, the restricted route would be given access during the night time closures (Annex 6 – Legislation), this may divide residents.

Council Plan 2011 - 2015

32. The gating of the alleyway would support the Council Plan priority to '*Build Stronger Communities*'.

"Safer inclusive communities –

To tackle crime and increase community safety, we will raise the community profile of the Safer York Partnership and establish an annual crime summit. We will also work with the Safer York Partnership to engage residents in tackling antisocial behaviour in our neighbourhoods".

Implications

33. The following implications have been considered:

- (a) **Financial** - It may be possible to secure additional capital funding for the procurement and installation of gates and locks on these routes. There would be additional implications for the maintenance of the gates and associated locks.

There would also be an additional £5k (approx) revenue budget to be found to employ a security firm to open and close the gates 365 days a year, at the times stated within the order.

- (b) **Human Resources (HR)** – Additional resources to open and close the gates would be required as above. This could also deflect from other statutory duties.
- (c) **Equalities** – Gating presents a challenge in terms of fairness and inclusion. For example older and younger people, disabled people and people with young families are likely to find gating to be both an obstruction to their mobility as well as a solution to antisocial behaviour that may target them and affect them adversely.

Special consideration should be given to those people with disability who perhaps presently use the routes as shortcuts / access to their properties and would find any alternative route / access to their property inconvenient. Alternative routes should be free from obstructions and suitably paved.

- (d) **Legal** – other than that discussed in the main body of the report and Annexes, there are no other legal implications
- (e) **Crime and Disorder** – other than those discussed in the main body of the report and Annexes, there are no other crime and disorder implications.
- (f) **Information Technology (IT)** – None.
- (g) **Property** – the route of Path 2 leads across Acomb Moor (also known as Foxwood Park) which is owned by City of York Council.
- (h) **Other** – None.

Risk Management

- 34. The implementation of a Gating Order is a power of the authority, not a duty. There are no rights of appeal should a decision not to progress with a Gating Order be made. However, Crime and ASB levels local to the area are likely to continue should a Gating Order not be pursued.

Contact Details

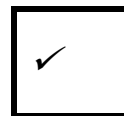
Author:

Emily Tones
Rights of Way
Sustainable Transport
Service
Tel No. (01904) 551481

Chief Officer Responsible for the report:

Richard Wood
Assistant Director for Strategic
Planning & Transport

**Report
Approved**



Date 03/04/13

Specialist Implications Officer(s)

Wards Affected: Dringhouses and Woodthorpe, Westfield

For further information please contact the author of the report

Background Papers:

Highways Act 1980 (as amended), section 129

Crime and Disorder Act 1998

Countryside and Rights of Way Act 2000

Clean Neighbourhoods and Environment Act 2005 & the Home Office Guidance relating to the making of Gating Orders 2006

The Highways Act 1980 (Gating Orders) (England) Regulations 2006 (SI 2006 No 537)

City of York Council Gating Order Policy Document

A step-by-step guide to gating problem alleys: Section 2 of the Clean Neighbourhoods and Environment Act 2005 (Home Office – October 2008)

Disability Discrimination Act 1995

Annexes

Annex 1: Petition

Annex 2: Location Plan A

Annex 3: Photographs

Annex 4: Crime & ASB statistics

Annex 5: Location Plan B

Annex 6: Legislation

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Annex 1 – Petition

PETITION FOR NIGHT TIME CLOSURE OF SNICKETS
IN ASHBOURNE WAY, WOODTHORPE, YORK

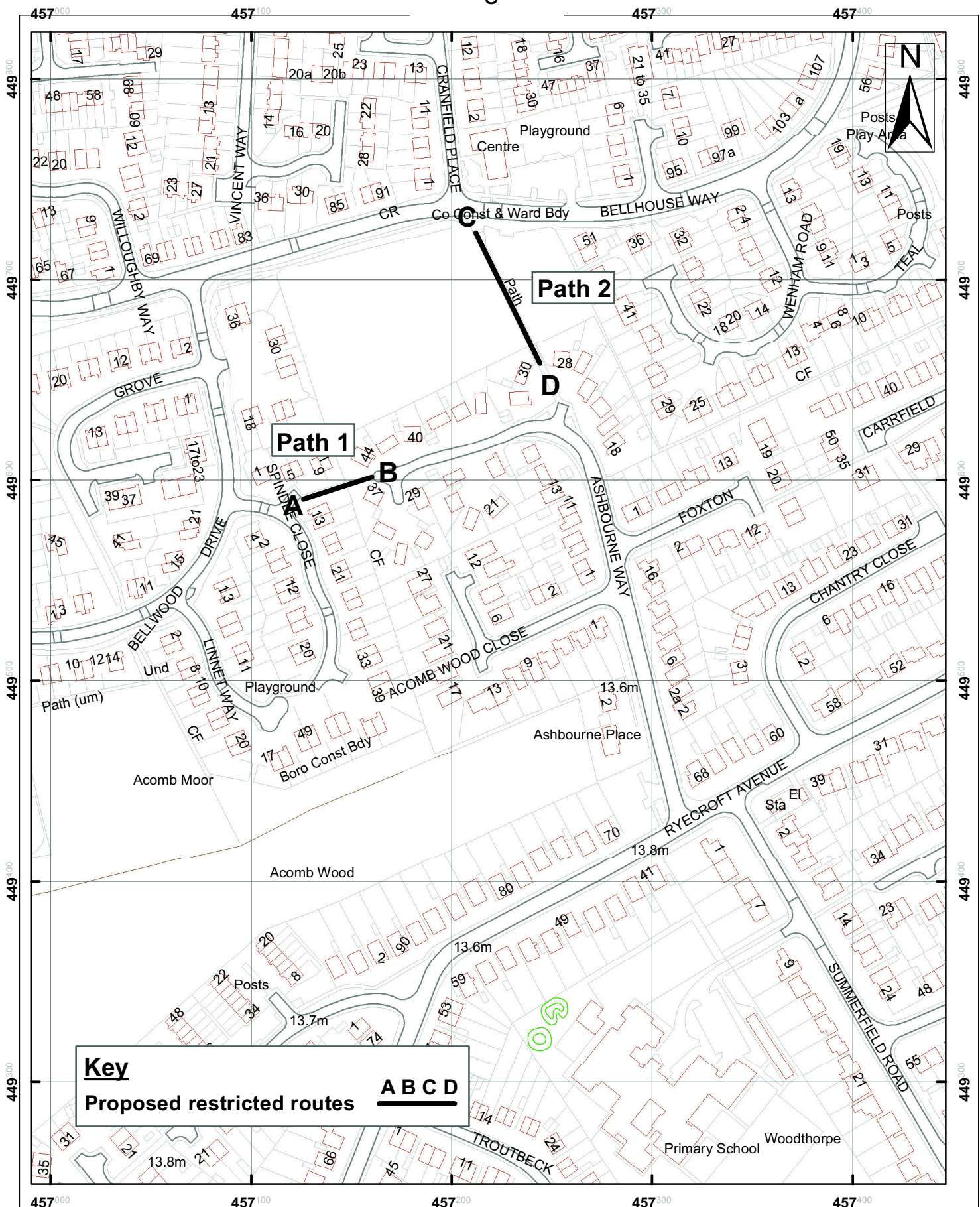
Due to constant antisocial behaviour, regular damaged to our properties and vehicles, theft along with threatening/abusive behaviour we, the undersigned residents, request York City Council to close the snickets in Ashbourne Way during night times hours. We have had to tolerate this behaviour for a number of years and although the police assist in every way they can these gateways offer various openings and getaway routes to these people who can then disperse into different areas leaving the police little chance of apprehending the culprits.

We appreciate that these access points are necessary during the day for access to local schools, shops and general amenities but during night time hours they are just a quick and convenient cut through offering numerous exit points. We believe closure of the snickets would be a deterrent and make Ashbourne Way and the surrounding streets a safer place to live.

<u>NAME</u>	<u>ADDRESS</u>	<u>SIGNATURE</u>
A Jarvis	Ashbourne Way	[Redacted]
C. Plummer	" "	[Redacted]
K. Plummer	" "	[Redacted]
R Hopwood	Ashbourne Way	[Redacted]
J. Hopwood	" "	[Redacted]
A. Hawley	Ashbourne way	[Redacted]
S. A. Faulk	Ashbourne Place	[Redacted]
S. A. FOLKIS.	" "	[Redacted]
SHEILA THORNTON	" "	[Redacted]
H Hield	" "	[Redacted]
J. HIELD	" "	[Redacted]
B. GRAY	" "	[Redacted]
J. GRAY	" "	[Redacted]
S. Hopwood	ASHBOURNE WAY	[Redacted]
D. Taylor	" "	[Redacted]
E. TAYLOR	" "	[Redacted]

<u>NAME</u>	<u>ADDRESS</u>	<u>SIGNATURE</u>
D. MARSHALL	ASHBOURNE WAY	[REDACTED]
E MARSHALL	ASHBOURNE WAY	[REDACTED]
Y Scholey	Ashbourne way	[REDACTED]
K SCHOLEY	ASHBOURNE WAY	[REDACTED]
C Scholey	Ashbourne way	[REDACTED]





Key
Proposed restricted routes **A B C D**

**Annex 2 - Location Plan A:
 Ashbourne Way Paths 1 and 2**

Scale 1:2,500	Drawn By: ET	Date: 12/02/13
Public Rights of Way	Grid Ref: SE 572 495	Drawing No.

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West Offices, Station Rise,
 York, YO1 6GA
 Telephone: 01904 613161

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Annex 3 – Photographs



Path 1 – Point A on location plan looking east towards point B



Path 1 – Point B on location plan looking west towards point A



Path 2 – Point C on the location plan looking south towards point D



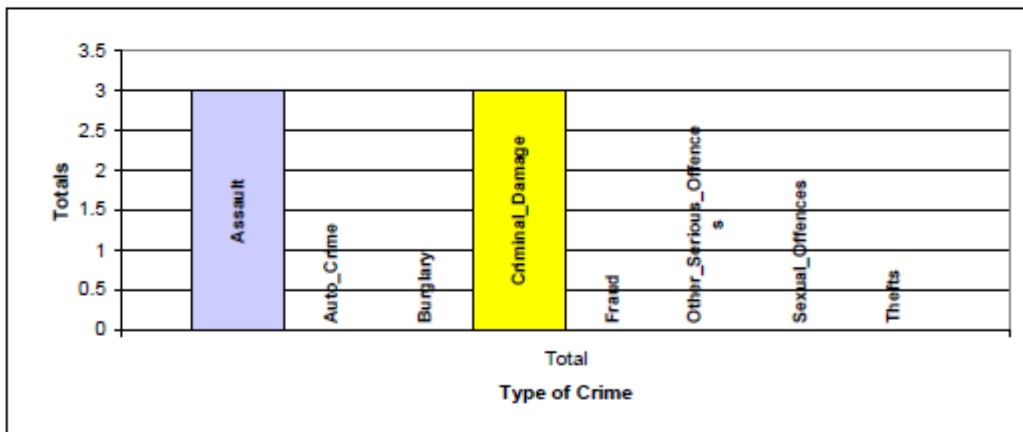
Path 2 – Point D on location plan looking north towards point C

Crime Statistics

Crime Analysis Study Area:	=	Ashbourne Way - Spindle Close
Size of Study Area from Application	=	Please see map
Study Period Start:	=	01/01/2012
Study Period End:	=	31/12/2012
Date Study Completed	=	09/01/2013
Number of Months in Study Period	=	12
Geocoding Accuracy Rate	=	95%

Crime Group	Total
Assault	3
Auto_Crime	0
Burglary	0
Criminal_Damage	3
Fraud	0
Other_Serious_Offences	0
Sexual_Offences	0
Thefts	0
Grand Total	6

A Table of Crime in the Study Area (Above) and corresponding Graph (Below)



A Table of Crime by Crime Group and then Crime Type

EVENT_GROUP	HO_DESCRIPTION	Total
ASSAULT	ASSAULT WITH INJURY	2
	ASSAULT WITHOUT INJURY	1
CRIMINAL_DAMAGE	CRIMINAL DAMAGE OTHER	1
	CRIMINAL DAMAGE TO VEHICLES	2
Grand Total		6



The Criminal Damage cases can be connected to the alleyway

A Table of Crime by Month of the Year and Hour of the Day in the Study Area

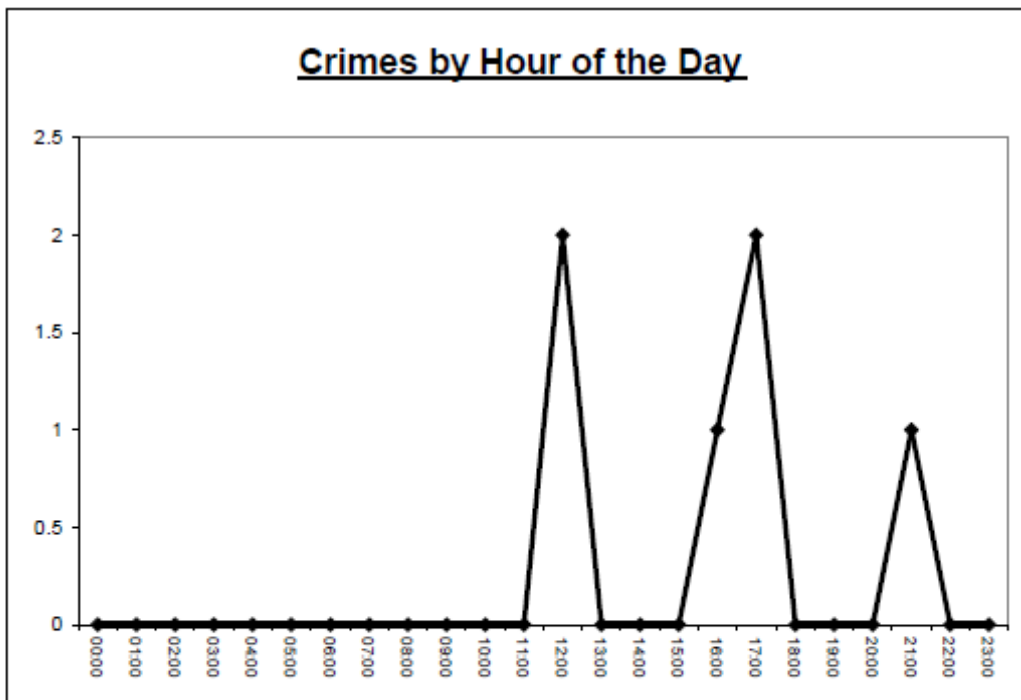
Month	Total	Month	Total	Crime Day	Total
Jan	0	Jul	0	Mon	0
Feb	2	Aug	1	Tue	0
Mar	0	Sep	0	Wed	0
Apr	0	Oct	0	Thu	1
May	1	Nov	1	Fri	2
Jun	1	Dec	0	Sat	3
				Sun	0
Grand Total		6		Grand Total	6

Expected Average Crime per Month = **0.5**

Expected Average Crime per Day = **0.9**

A Table and Graph of Crime by Hour of the Day in the Study Area

	00:00	01:00	02:00	03:00	04:00	05:00	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00	18:00	19:00	20:00	21:00	22:00	23:00	Total	
Total	0	0	0	0	0	0	0	0	0	0	0	0	2	0	0	0	1	2	0	0	0	0	1	0	0	6

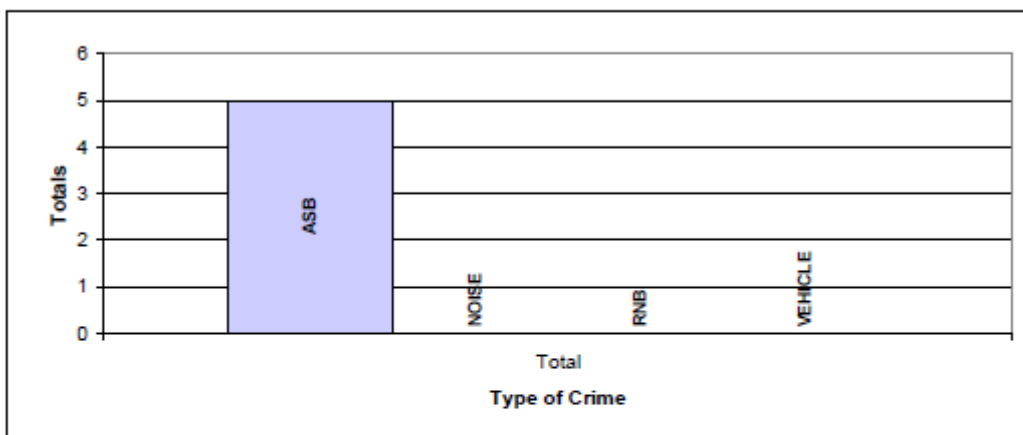


NYP ASB General Incidents Report

ASB Analysis Study Area:	=	Ashbourne Way - Spindle Close
Size of Study Area from Application	=	Please See Map
Study Period Start:	=	01/01/2012
Study Period End:	=	31/12/2012
Date Study Completed	=	09/01/2013
Number of Months in Study Period	=	12
Geocoding Accuracy Rate	=	95%

ASB Incident Group	Total
ASB	5
NOISE	0
RNB	0
VEHICLE	0
Grand Total	5

A Table of NYP ASB Incidents in the Study Area (Above) and corresponding Graph (Below)



THIS REPORT DOES NOT CONTAIN ANY NORTH YORKSHIRE POLICE ASB INCIDENTS THAT HAVE BEEN CONVERTED IN TO CRIMES

A Table of ASB by ASB Group and then Incident Heading

EVENT_GROUP	INCIDENT_HEADING	Total
ASB	ASB Environmental	1
	ASB Nuisance	1
	ASB Personal	3
Grand Total		5



From 1st April 2011, all new ASB incidents are recorded by the type of harm they involve. Incidents are recorded as either: **ASB Personal** (where ASB impacts an individual rather than a group e.g. *comms*); **ASB Nuisance** (where ASB causes suffering to the comm

FURTHER DETAIL OF THE ABOVE DESCRIPTIONS ARE AS FOLLOWS: ABANDONED = ABANDONED CARS, COMMS = COMMUNICATIONS, VEHNUISANCE = VEHICLE NUISANCE, RNB = ROWDY AND NUISNCE BEHAVIOUR, SUBMIS = SUBSTANCE MISUSE

A Table of ASB Incidents by Month of the Year and Hour of the Day in the Study Area

Month	Total
Jan	0
Feb	0
Mar	0
Apr	1
May	0
Jun	3

Month	Total
Jul	0
Aug	0
Sep	0
Oct	0
Nov	1
Dec	0

Day	Total
Mon	0
Tue	0
Wed	2
Thu	1
Fri	1
Sat	1
Sun	0
Grand Total	5

Grand Total

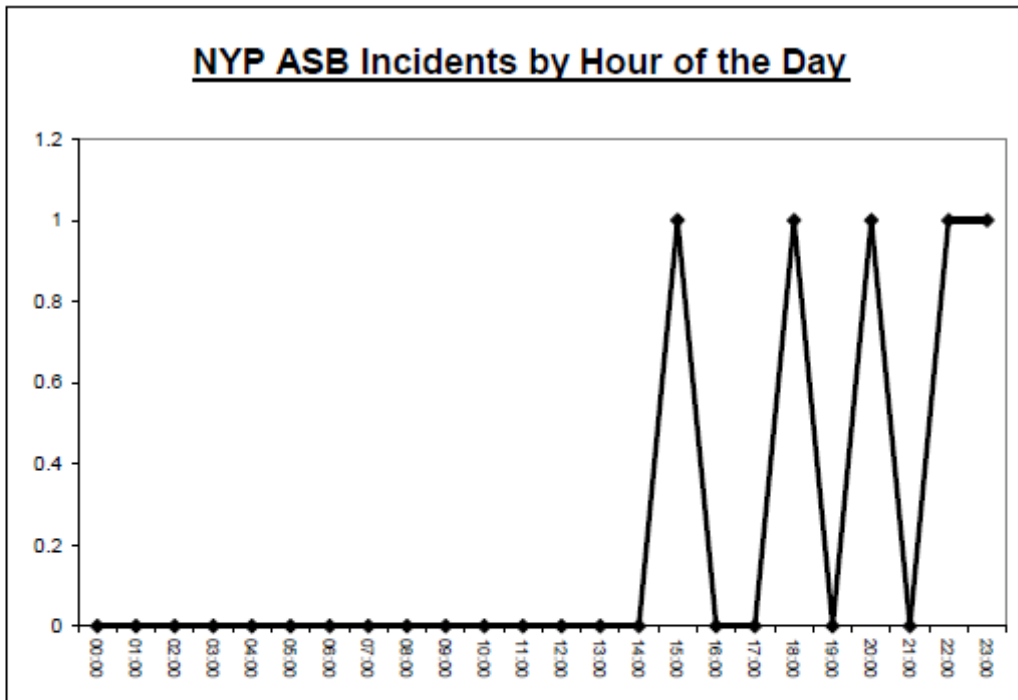
5

Expected Average Incidents per Month = **0.4**

Expected Average Incidents per Day = **0.7**

A Table of NYP ASB Incidents by Hour of the Day in the Study Area

	00:00	01:00	02:00	03:00	04:00	05:00	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00	18:00	19:00	20:00	21:00	22:00	23:00	Total
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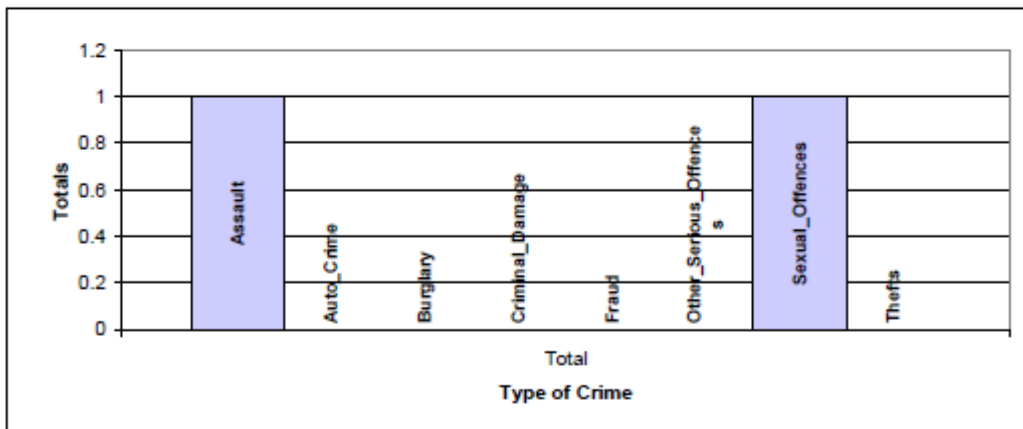


Crime Statistics

Crime Analysis Study Area:	=	Ashbourne Way - Bellhouse Way
Size of Study Area from Application	=	Please see map
Study Period Start:	=	01/01/2012
Study Period End:	=	31/12/2012
Date Study Completed	=	09/01/2013
Number of Months in Study Period	=	12
Geocoding Accuracy Rate	=	95%

Crime Group	Total
Assault	1
Auto_Crime	0
Burglary	0
Criminal_Damage	0
Fraud	0
Other_Serious_Offences	0
Sexual_Offences	1
Thefts	0
Grand Total	2

A Table of Crime in the Study Area (Above) and corresponding Graph (Below)



A Table of Crime by Crime Group and then Crime Type

EVENT_GROUP	HO_DESCRIPTION	Total
ASSAULT	ASSAULT WITH INJURY	1
SEXUAL_OFFENCES	SANITISED	1
Grand Total		2



Neither Crime is connected to the alleyway

A Table of Crime by Month of the Year and Hour of the Day in the Study Area

Month	Total
Jan	0
Feb	0
Mar	0
Apr	0
May	0
Jun	0

Month	Total
Jul	0
Aug	2
Sep	0
Oct	0
Nov	0
Dec	0

Crime Day	Total
Mon	0
Tue	0
Wed	0
Thu	0
Fri	0
Sat	2
Sun	0
Grand Total	2

Grand Total

2

Expected Average Crime per Month =

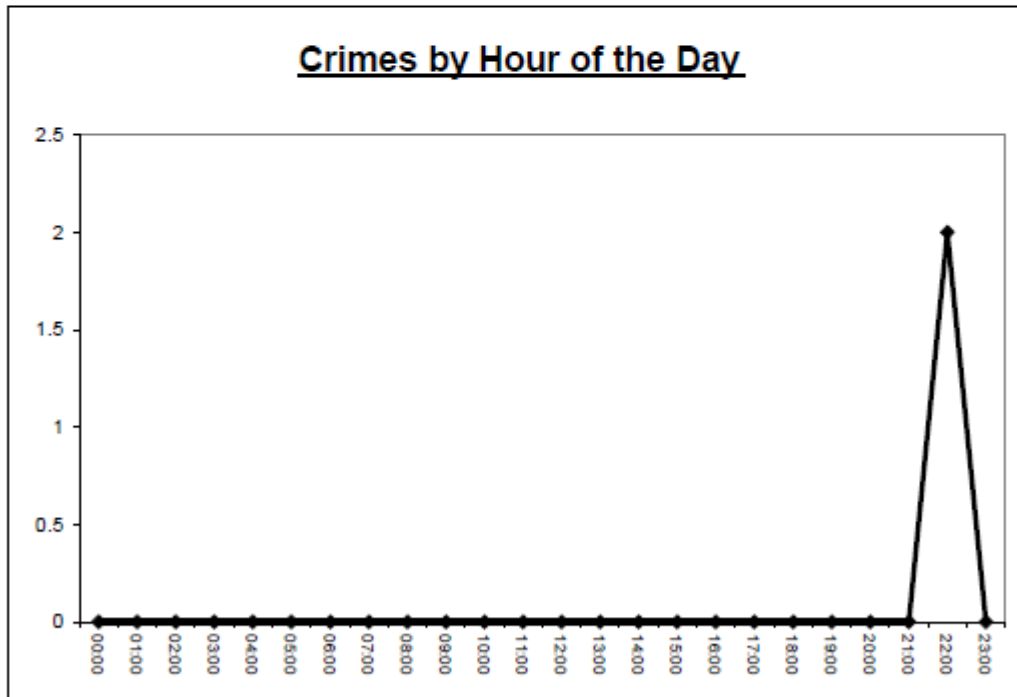
0.2

Expected Average Crime per Day =

0.3

A Table and Graph of Crime by Hour of the Day in the Study Area

	00:00	01:00	02:00	03:00	04:00	05:00	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00	18:00	19:00	20:00	21:00	22:00	23:00	Total
Total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	0	2

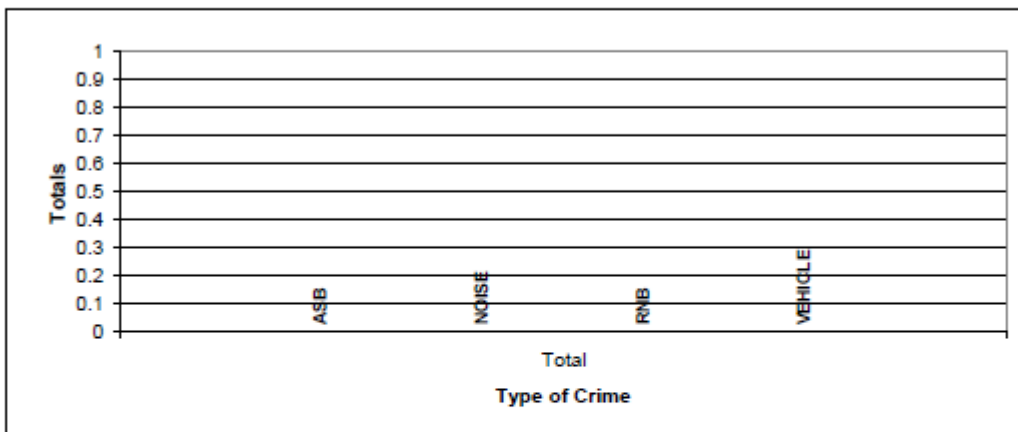


NYP ASB General Incidents Report

ASB Analysis Study Area:	=	Ashbourne Way - Bellhouse Way
Size of Study Area from Application	=	Please See Map
Study Period Start:	=	01/01/2012
Study Period End:	=	31/12/2012
Date Study Completed	=	09/01/2013
Number of Months in Study Period	=	12
Geocoding Accuracy Rate	=	95%

ASB Incident Group	Total
ASB	0
NOISE	0
RNB	0
VEHICLE	0
Grand Total	0

A Table of NYP ASB Incidents in the Study Area (Above) and corresponding Graph (Below)



THIS REPORT DOES NOT CONTAIN ANY NORTH YORKSHIRE POLICE ASB INCIDENTS THAT HAVE BEEN CONVERTED IN TO CRIMES

A Table of ASB by ASB Group and then Incident Heading

No Records



From 1st April 2011, all new ASB incidents are recorded by the type of harm they involve. Incidents are recorded as either: **ASB Personal** (where ASB impacts an individual rather than a group e.g. *comms*); **ASB Nuisance** (where ASB causes suffering to the comm)

FURTHER DETAIL OF THE ABOVE DESCRIPTIONS ARE AS FOLLOWS: ABANDONED = ABANDONED CARS, COMMS = COMMUNICATIONS, VEHNUISANCE = VEHICLE NUISANCE, RNB = ROWDY AND NUISNCE BEHAVIOUR, SUBMIS = SUBSTANCE MISUSE

A Table of ASB Incidents by Month of the Year and Hour of the Day in the Study Area

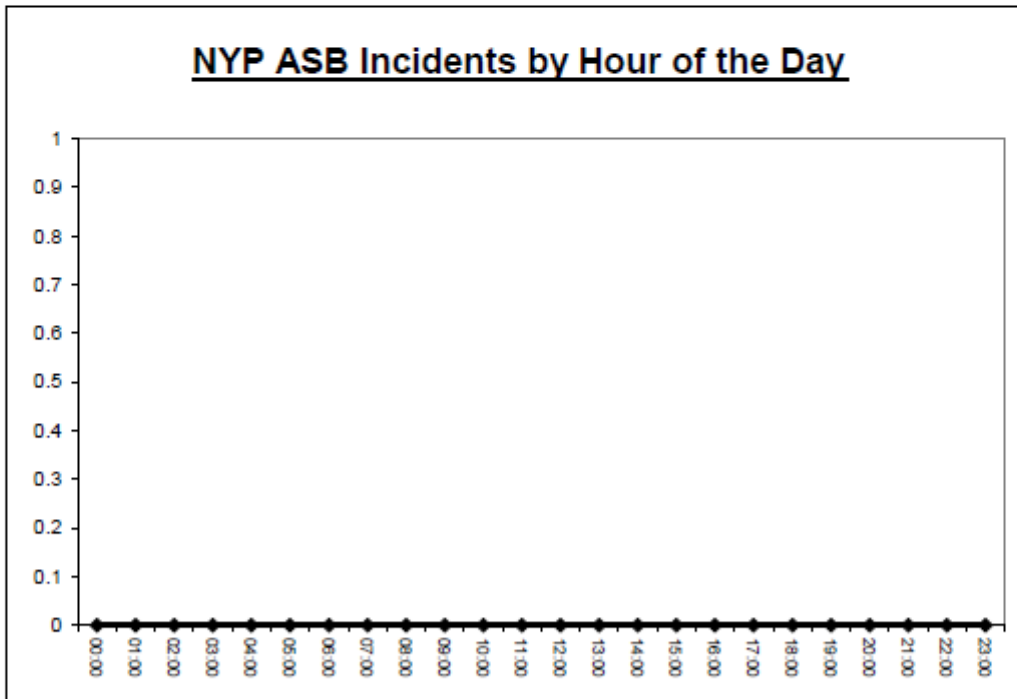
Month	Total	Month	Total	Day	Total
Jan	0	Jul	0	Mon	0
Feb	0	Aug	0	Tue	0
Mar	0	Sep	0	Wed	0
Apr	0	Oct	0	Thu	0
May	0	Nov	0	Fri	0
Jun	0	Dec	0	Sat	0
				Sun	0
Grand Total		0		Grand Total	0

Expected Average Incidents per Month = **0.0**

Expected Average Incidents per Day = **0.0**

A Table of NYP ASB Incidents by Hour of the Day in the Study Area

	00:00	01:00	02:00	03:00	04:00	05:00	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00	18:00	19:00	20:00	21:00	22:00	23:00	Total	
Total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

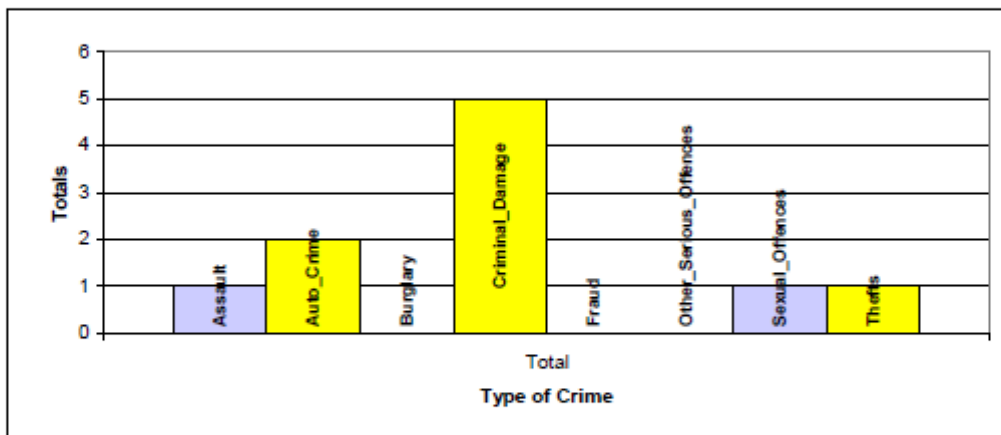


Crime Statistics

Crime Analysis Study Area:	=	Ashbourne Way Study Area
Size of Study Area from Application	=	Please see map
Study Period Start:	=	01/01/2012
Study Period End:	=	31/12/2012
Date Study Completed	=	09/01/2013
Number of Months in Study Period	=	12
Geocoding Accuracy Rate	=	95%

Crime Group	Total
Assault	1
Auto_Crime	2
Burglary	0
Criminal_Damage	5
Fraud	0
Other_Serious_Offences	0
Sexual_Offences	1
Thefts	1
Grand Total	10

A Table of Crime in the Study Area (Above) and corresponding Graph (Below)



A Table of Crime by Crime Group and then Crime Type

EVENT_GROUP	HO_DESCRIPTION	Total
ASSAULT	ASSAULT WITH INJURY	1
AUTO_CRIME	THEFT FROM VEHICLE	1
	VEHICLE INTERFERENCE	1
CRIMINAL_DAMAGE	ARSON NOT ENDANGERING LIFE	1
	CRIMINAL DAMAGE OTHER	1
	CRIMINAL DAMAGE TO DWELLINGS	2
	CRIMINAL DAMAGE TO VEHICLES	1
SEXUAL_OFFENCES	SANITISED	1
THEFTS	THEFT OF PEDAL CYCLE	1
Grand Total		10



A Table of Crime by Month of the Year and Hour of the Day in the Study Area

Month	Total
Jan	1
Feb	3
Mar	0
Apr	0
May	0
Jun	3

Month	Total
Jul	0
Aug	2
Sep	0
Oct	0
Nov	1
Dec	0

Crime Day	Total
Mon	1
Tue	1
Wed	0
Thu	2
Fri	3
Sat	3
Sun	0
Grand Total	10

Grand Total

10

Expected Average Crime per Month =

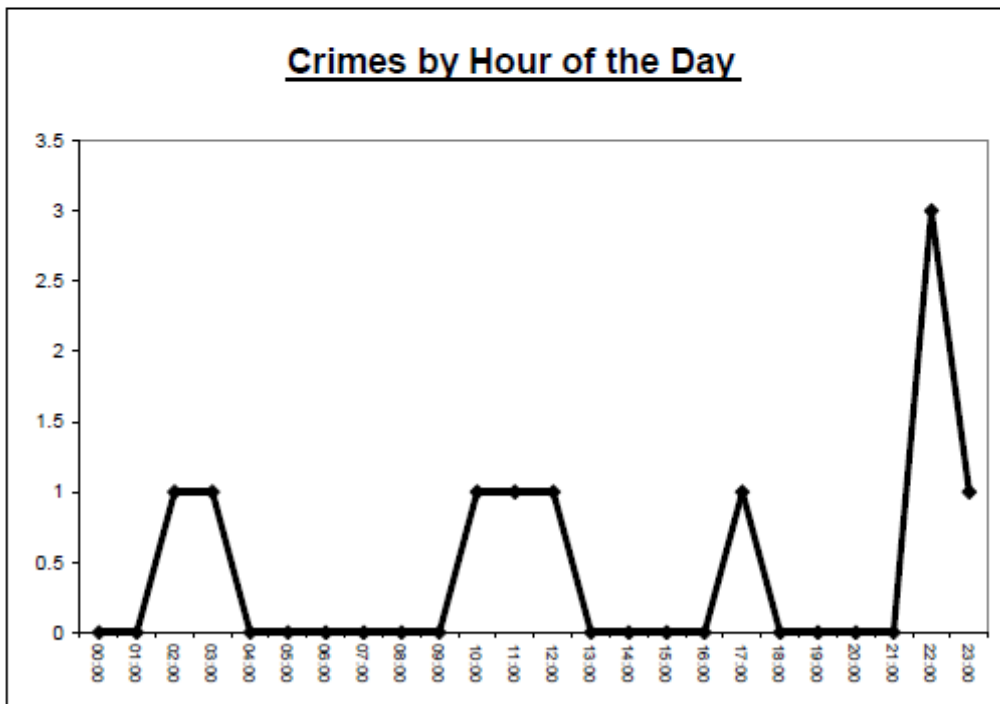
0.8

Expected Average Crime per Day =

1.4

A Table and Graph of Crime by Hour of the Day in the Study Area

	00:00	01:00	02:00	03:00	04:00	05:00	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00	18:00	19:00	20:00	21:00	22:00	23:00	Total
Total	0	0	1	1	0	0	0	0	0	0	1	1	1	0	0	0	0	1	0	0	0	0	3	1	10

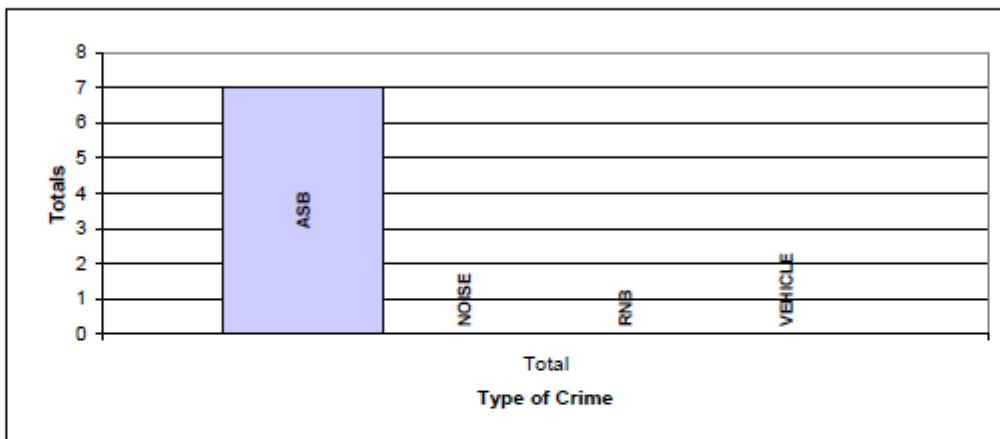


NYP ASB General Incidents Report

ASB Analysis Study Area:	=	Ashbourne Way Study Area
Size of Study Area from Application	=	Please See Map
Study Period Start:	=	01/01/2012
Study Period End:	=	31/12/2012
Date Study Completed	=	09/01/2013
Number of Months in Study Period	=	12
Geocoding Accuracy Rate	=	95%

ASB Incident Group	Total
ASB	7
NOISE	0
RNB	0
VEHICLE	0
Grand Total	7

A Table of NYP ASB Incidents in the Study Area (Above) and corresponding Graph (Below)



THIS REPORT DOES NOT CONTAIN ANY NORTH YORKSHIRE POLICE ASB INCIDENTS THAT HAVE BEEN CONVERTED IN TO CRIMES

A Table of ASB by ASB Group and then Incident Heading

EVENT_GROUP	INCIDENT_HEADING	Total
ASB	ASB Environmental	1
	ASB Nuisance	4
	ASB Personal	2
Grand Total		7



From 1st April 2011, all new ASB incidents are recorded by the type of harm they involve. Incidents are recorded as either: **ASB Personal** (where ASB impacts an individual rather than a group e.g. *comms*); **ASB Nuisance** (where ASB causes suffering to the comm)

FURTHER DETAIL OF THE ABOVE DESCRIPTIONS ARE AS FOLLOWS: ABANDONED = ABANDONED CARS, COMMS = COMMUNICATIONS, VEHNUISANCE = VEHICLE NUISANCE, RNB = ROWDY AND NUISNCE BEHAVIOUR, SUBMIS = SUBSTANCE MISUSE

A Table of ASB Incidents by Month of the Year and Hour of the Day in the Study Area

Month	Total
Jan	0
Feb	2
Mar	2
Apr	0
May	0
Jun	0

Month	Total
Jul	1
Aug	1
Sep	0
Oct	0
Nov	1
Dec	0

Day	Total
Mon	1
Tue	1
Wed	0
Thu	1
Fri	0
Sat	2
Sun	2
Grand Total	7

Grand Total	7
--------------------	----------

7

Expected Average Incidents per Month =

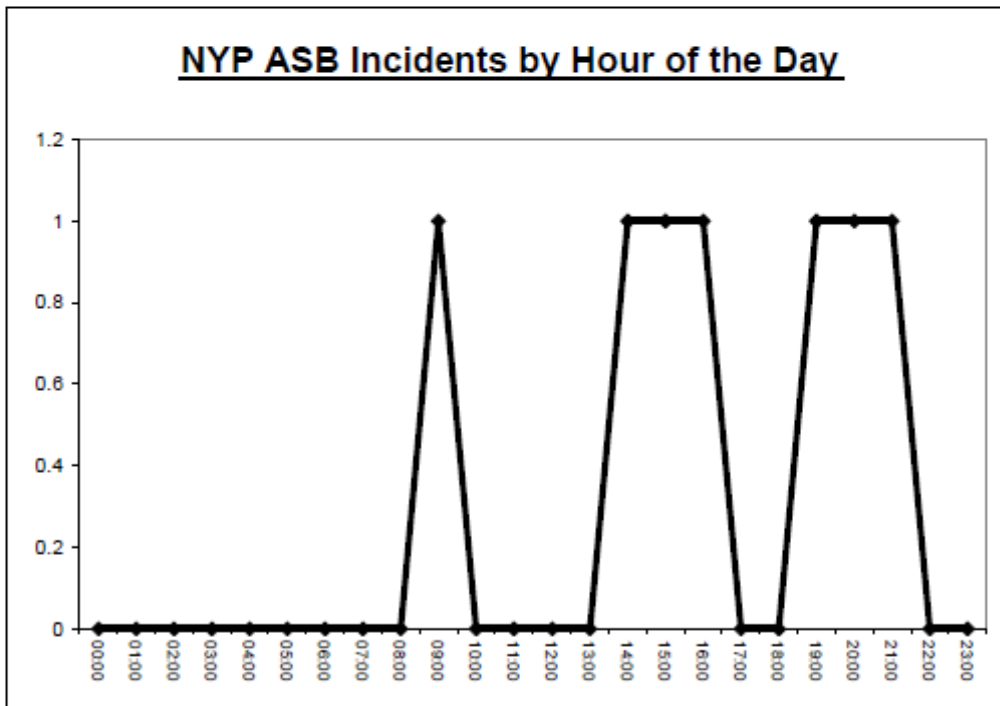
0.6

Expected Average Incidents per Day =

1.0

A Table of NYP ASB Incidents by Hour of the Day in the Study Area

	00:00	01:00	02:00	03:00	04:00	05:00	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00	18:00	19:00	20:00	21:00	22:00	23:00	Total
Total	0	0	0	0	0	0	0	0	0	1	0	0	0	0	1	1	1	0	0	1	1	1	0	0	7



456900

457000

457100

457200

457300

457400

457500

Key

Proposed restricted routes

A B C D

Alternative route(s)

Path 1: A to B (clockwise) - approx. 1,045m

Path 2: C to D (clockwise) - approx. 734m

449800

449800

449700

449700

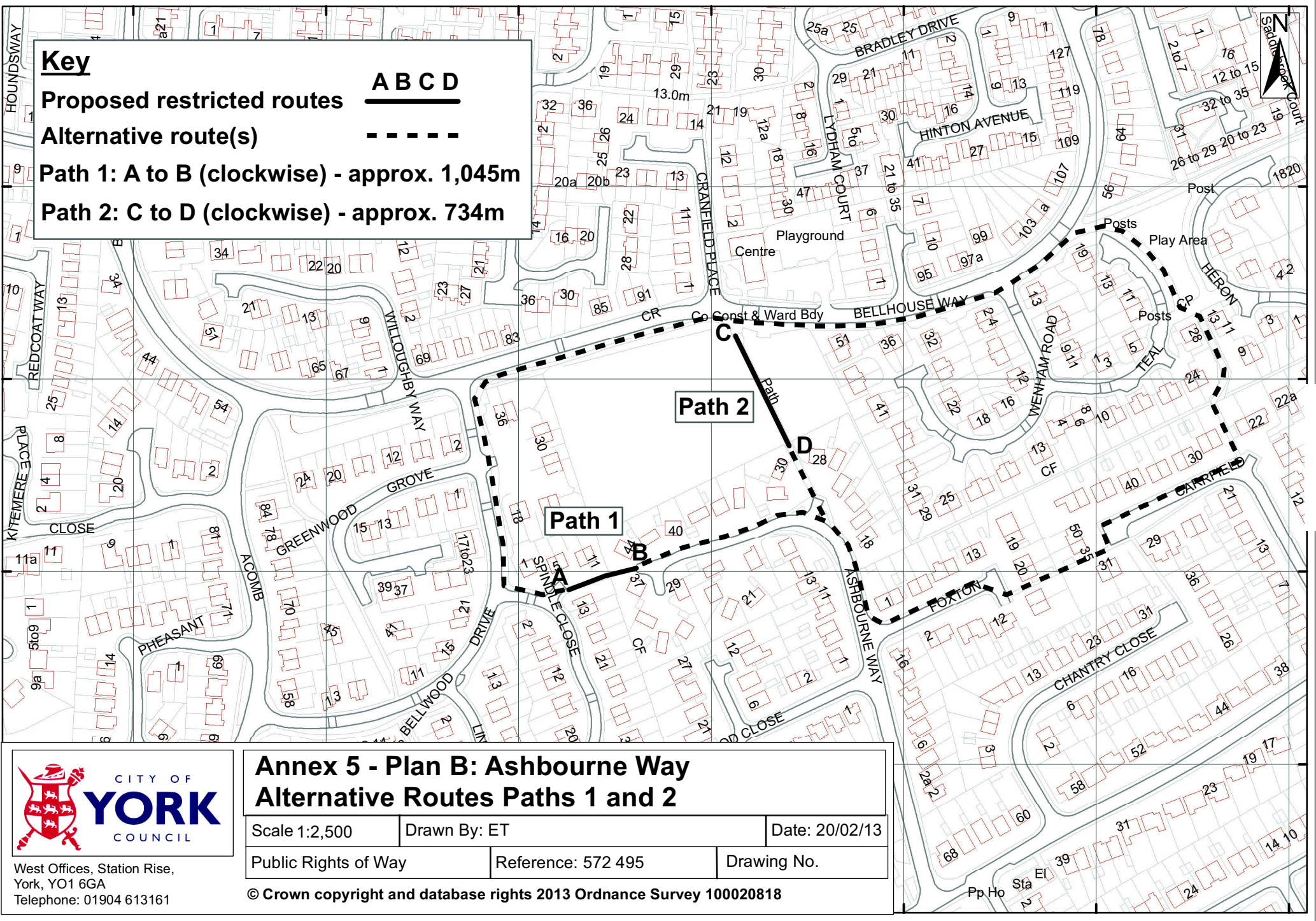
449600

449600

449500

449500

Page 99



**Annex 5 - Plan B: Ashbourne Way
Alternative Routes Paths 1 and 2**

Scale 1:2,500	Drawn By: ET	Date: 20/02/13
Public Rights of Way	Reference: 572 495	Drawing No.

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West Offices, Station Rise,
York, YO1 6GA
Telephone: 01904 613161

456900

457000

457100

457200

457300

457400

457500

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Annex 6

Summary of Legislative Requirements and Home Office Guidance for requested Gating Order

1. Section 129A of the Highways Act 1980 (as amended) by the Clean Neighbourhoods and Environment Act 2005 (CNE) allows local authorities to make Gating Orders to restrict public access over any relevant highway (as defined by S129A(5)) to reduce and prevent crime and anti-social behaviour. In order that a highway can be considered for a Gating Order, it must be demonstrated that it meets all of the following legislative requirements:
 - a) Premises adjoining or adjacent to the highway are affected by crime or anti-social behaviour;
 - b) The existence of the highway is facilitating the persistent commission of criminal offences or anti-social behaviour; and
 - c) It is in all circumstances expedient to make the order for the purposes of reducing crime or anti-social behaviour. This means that the following has to be considered:
 - (i) The likely effect of making the order on the occupiers of premises adjoining or adjacent to the highway;
 - (ii) The likely effect of making the order on other persons in the locality; and
 - (iii) In a case where the highway constitutes a through route, the availability of a reasonably convenient alternative route.
2. Home Office Guidance 2006 suggests that the council should give consideration as to whether there are alternative interventions that may be more appropriate to combat crime and anti-social behaviour before considering the use of a Gating Order. Alternative methods of crime prevention carried out in this area to date are regular patrolling and offender-based operations.

3. Although a Gating Order restricts public use over a route, its highway status is retained, thus making it possible to revoke or review the need for the Order. Home Office Guidance 2006 recommends that this review be carried out on an annual basis.
4. Access along a route which is restricted by a Gating Order is given to residents adjacent to or adjoining the restricted route (HA1980 S129B (3)) and anyone who has a private right of access over it (Gating Orders can only be made to restrict Public Rights of Way).
5. Any person may apply to the High Court for the purpose of questioning the validity of a Gating Order on the grounds that-
 - (i) the Council had no power to make it; or
 - (ii) any requirement under the legislation was not complied with in relation to it.

An application under this section must be made within a period of six weeks beginning with the date on which the gating order is made.



**Decision Session –
Cabinet Member for Transport,
Planning and Sustainability**

18th April 2013

Report of the Director of City and Environmental Services

Heslington Lane Area Petition

Summary

1. The purpose of this report is to consider a petition (see Annex A) representing 55 properties in the Heslington Lane / Heath Moor Drive area requesting co-ordinated action to resolve parking problems due to the local schools, businesses and University.

Recommendations

2. It is recommended that the Cabinet Member approves the following:
 - That the lead petitioner be encouraged to identify specific sites of concern so that they may be considered in the next review of waiting restriction requests in the area.

Reason:

To tackle regular ongoing instances of highway obstruction by vehicles where they occur.

Background

3. The area in question is largely residential on the outskirts of the built up area. A few years ago an outline residents parking scheme near Fulford School was circulated to residents who had express a desire for this option to be considered. There was little support for the proposals due in part to the cost for residents to be part of the scheme.
4. The main aim of restrictions is to ensure the safe movement of people and vehicles and to enable traffic to flow relatively freely. Hence the aim is not to eliminate parking from the highway as this would cause unnecessary problems for residents and businesses alike. From time to time problems relating to parking are raised and these are dealt with as appropriate during a regular review of such requests. These investigations also consider the potential knock on effects of parking relocating within the local community and as such do not always result in restrictions being put in place.

5. As part of the University development agreement was reached for the University to monitor the growth in parking in areas around their campus. If the parking levels rise beyond an agreed baseline of parking they will fund works aimed at tackling this increase. So far works have only been required in the Badger Hill area and there are no current plans for additional restrictions for the Fulford area.

Options -

6. **Option 1** - take no action.

This option does not progress resolving local residents concerns regarding parking and is not the recommended option.

7. **Option 2** – carry out an in depth review of the current parking situation in the area and develop a programme of restrictions for implementation.

This does not make best use of the limited resources available for investigating parking restrictions and is not the recommended option.

8. **Option 3** -.That we continue to deal with sites as part of a regular review of requests for restrictions across the city or as part of the agreement reached with the development of the University if their parking is demonstrated to have breached agreed levels.

This is the recommended option for the reasons outlined above.

Corporate Strategy

9. Considering this matter contributes to the Council Plan building strong communities by engaging with all members of the local community likely to be directly affected by traffic management proposals.

Implications

- 10.

Legal	There are no legal implications.
Financial	There are no financial implications.
Human Resources	There are no HR implications.
Crime and Disorder	There are no crime and disorder implications
Sustainability	There are no sustainability implications
Equalities	There are no equalities implications at present
Property	There are no property implications

Risk Management

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

Contact Details:

Author

Alistair Briggs
Traffic Network Manager
Tel No. (01904) 551368

Chief Officer Responsible for the Report

Richard Wood
Assistant Director City Strategy

**Report
Approved**



Date 27/3/2013

Wards Affected: Fishergate and Fulford

All

For further information please contact the author of the report

Annex A Front page of Petition

Background Information

Annex A Front Page of Petition



Petition from Cllr Aspden: I/we support Keith Aspden's campaign to get coordinated action to solve the parking problems on the Heslington Lane and Heath Moor Drive areas.

Further detail - Residents have multiple problems with parking. These are caused by a number of factors, one being Fulford School which the council are partly trying to address, and others such as businesses, the primary school and further along the road increased University parking. Local residents feel the best way forward is for the Council, Police and University to consider tackling the issues together, before the parking problems continue to increase.

As previously requested, residents would welcome, for example through an investigation or report, council officers considering what actions could be taken to ease the problems experienced by residents in this whole area of Fulford. If we do not take this approach, parking will continue to be displaced and we will continue to cause problems by dealing with small problems as they arise.





**Cabinet Member for Transport,
Planning & Sustainability****18 April 2012**

Report of the Director of City and Environmental Services

**REPORT OF INVESTIGATIONS INTO FLOODING AT BADGER
HILL AND LEEMAN ROAD UNDER S19 OF THE FLOOD AND
WATER MANAGEMENT ACT 2010****Summary**

1. City of York Council (CYC), as the Lead Local Flood Authority (LLFA), has a duty under Section 19 of the Flood and Water Management Act 2010 (FWMA) to investigate significant flood incidents in its area. The investigation must identify which risk management authorities have relevant flood risk management functions in respect of the event and whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood. On completion of an investigation it must publish its findings and notify any relevant risk management authorities.
2. Two investigations have been completed, at Badger Hill and Leeman Road, and are the subject of this report

Recommendations

3. Approve the investigation reports, included as annexes 1 and 2, so that they can be published in accordance with the Act.

Background**Badger Hill**

4. Flooding occurred due to an intense rain storm on 10 June 2012, affecting Hull Road and the Badger Hill Estate. Hull Road was closed to traffic for 5 hours, 19 properties flooded

internally, and about 40 suffered flooding to gardens and external areas.

5. Hull Road is well provided with gullies but there were no records of a highway drainage system, which is CYC's responsibility, serving them. The investigation located this and established that it discharges to the YWS surface water system serving the Badger Hill estate, which in turn discharges to the new university east campus lake.
6. Throughout both systems, blockages caused by silt, roots and cement grout were located, which seriously affected their ability to convey the storm flows. Two storm water attenuation tanks on the surface water sewerage system were found to be ineffective due to blockage in one instance, and lack of maintenance of the control equipment on the other.
7. CYC has located and recorded the location of its surface water drainage system serving the gullies in Hull Road, and cleaned it. YWS has updated its records and instigated a maintenance regime to ensure that the storm water attenuation tanks function as designed. It has cleaned the sewerage system and has undertaken to carry out further investigations and hydraulic modelling if necessary to ensure that the performance of the system is optimised.

Leeman Road

8. Flooding in the Leeman Road area occurred in September and November 2012. Salisbury Road and Salisbury Terrace, a major route into the City, had to be closed to traffic as the risk of flood water inundating properties was further aggravated by waves from vehicles. Temporary pumping eventually reduced the level throughout the area and internal flooding of properties was avoided by sandbagging.
9. The area is defended against overland flow from the river by an earth embankment maintained by the EA. The sewerage system is equipped with penstocks, which isolate the river from it, and a pumping station which pumps flows from the defended area to the downstream sewer outside it. This is the responsibility of YWS.

10. The flooding was associated with a high river level in both cases. It commenced with water flowing from road gullies at low points in the defended area reflecting the rising river level and it was clear that the cause of the flooding was through the sewerage system.
11. The investigation established that some of the penstocks were not fully closed or leaking and in one case open. It was also found that one of the pumps was not correctly seated on its base and was therefore ineffective.
12. As a result of the investigation YWS has reviewed its maintenance and operational procedures to ensure future resilience during flood events. It is also liaising with the EA to ensure that the improved defences, which will be constructed this year, will not be compromised by shortcomings in the sewerage system.

Consultation

Badger Hill

13. The Flood Risk Management Team invited householders on the Badger Hill estate to fill in a questionnaire to assist it in building up a clear understanding of the extent and mechanism of the flooding. Responses to these and direct liaison with residents and YWS aided the investigation.

Leeman Road

14. The Flood Risk Management Team liaised with YWS in the investigation which was aided by recurring high river levels. Because of the nature of the event, and its clear cause, it was not necessary to consult more widely.

Options

15. There are no options to consider

Analysis

16. The investigation reports provided as annexes, have analysed the events.

Corporate Strategy

17. Completion of the actions identified in the investigations will assist in the delivery of two of these priorities:

Get York Moving – helps to protect critical infrastructure from flooding.

Protect Vulnerable People – identifying flood risk areas and potential protection.

Implications

18. There are no specific implications for any of the following, the resulting actions from the investigations will improve resilience during future flood events which could have implications for one or more of those factors:

- (a) **Financial**
- (b) **Human Resources (HR)**
- (c) **Equalities**
- (d) **Legal**
- (e) **Crime and Disorder**
- (f) **Information Technology (IT)**
- (g) **Property**

Risk Management

19. The investigations have established the cause of flooding in both cases and the appropriate flood risk management authorities have taken steps to ensure that flood risk is satisfactorily managed in the future.

Contact Details

Author:

Michael Tavener
Flood Risk Manager
Integrated Strategy Unit
Tel No. 01904 553504

Chief Officer Responsible for the report:

Richard Wood
Assistant Director
(Strategic Planning and Transport)

**Report
Approved** ✓

Date 3rd April 2013

Specialist Implications Officer(s)

There are no specialist implications

Wards Affected: Hull Road and Holgate

For further information please contact the author of the report

Background Papers:

None

Annexes

Annex A: Flood Investigation Report - Badger Hill, York

Annex B: Flood Investigation Report - Leeman Road Area

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FLOODING INVESTIGATION REPORT

BADGER HILL / HULL ROAD, YORK

Incident Date: 10 June, 2012



Hull Road Flooding – 12 July 2012

March 2013

Revision Schedule**FLOODING INVESTIGATION REPORT
BADGER HILL / HULL ROAD, YORK****March 2013****BADGER HILL - HULL ROAD S19 REPORT V4final.docx**

Rev	Date	Details	Author	Checked and Approved By
1	Oct. 2012	Draft report for stakeholder consultation	Jim Cavanagh (Flood Risk Engineer)	Mike Tavener
2	November 2012	YWS initial consultation response	Brian Smith - YWS	
3	February 2013	YWS revised consultation response	Gary Collins - YWS	
4	March 2013	Final Report	Jim Cavanagh (Flood Risk Engineer)	Mike Tavener
5				
6				
7				

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[1. Introduction](#)

- 1.1. LLFA Investigation
- 1.2. Location of Flooding
- 1.3. Current Drainage Network

[2. Drainage History](#)

- 2.1. Previous Flood Incidents
- 2.2. Previous Flood Alleviation Works
- 2.3. Recent Additional Development
- 2.4. Flood Incident 10th June 2012
- 2.5. Rainfall Analysis

[3. Current Flooding Investigations](#)

- 3.1. CYC Investigations
- 3.2. YWS Investigations

[4. Cause of Flooding](#)

- 4.1. CYC Assets
- 4.2. Archbishop Holgate's School
- 4.3. YWS Assets
- 4.4. Householders Work

[5. Risk Management Authorities Consulted](#)

[6. Recommendations](#)

[7. Conclusions](#)

Appendix 1:

Figure 1: Location Plan

Figure 2: Yorkshire Water Services Public Sewerage Network

Figure 3: Flooding Key Plan

Figure 4: Badger Hill Flood Relief Scheme (1981) – Proposed Plan

Figure 5: Badger Hill Flood Relief Scheme (1981) – Proposed Longitudinal Section

Figure 6: Badger Hill Daily Rainfall Totals: 7-10 June, 2012

Figure 7: Badger Hill Rainfall Intensity Graph - 10 June Event

Table 1: Identified Defects and Actions

Executive Summary

This flood investigation report has been written by City of York Council (CYC), under its duty as Lead Local Flood Authority (LLFA) for the York Area. CYC has a responsibility under Section 19 of the Flood and Water Management Act 2010 (FWMA) to investigate significant flood incidents in its area and determine which risk management authorities have relevant flood management functions and whether those functions have been exercised. The Council must also publish the results of its investigation and notify any relevant risk management authorities.

Flooding to Hull Road, opposite its junction with Canham Grove, had been noted by CYC in June 2007. However, as no properties were reported to have flooded at the time, further investigations were deemed to be low priority

Intense rainfall on 10th June 2012 resulted in the flood incident at Hull Road / Badger Hill estate, 3km miles east of York, with the following reported problems:-

- **Internal flooding** (under/over floorboards) to **19** properties
- **external flooding** (garden/drive/road) to an additional **40** properties
- **closure of Hull Road** (A1079) both in-bound/out-bound for **5 hours**

This is therefore regarded by the Council as a significant flood event, meriting an investigation under Section 19 of the Act. Initial investigations also indicated that similar flooding has been experienced in the past.

Figure 3 shows that there were ten areas affected by significant flooding (2 or more properties)

Investigations by CYC and YWS established that a number of factors combined together to cause the flooding experienced at Badger Hill / Hull Road.

Lack of knowledge of critical drainage infrastructure, combined with subsequent lack of maintenance by several parties, caused a build up of problems over the years.

The intense storm of 10th June, and the subsequent flooding that ensued, highlighted deficiencies in several areas of the Badger Hill Estate and on Hull Road that were long-standing and had not been addressed by those responsible for their maintenance. Neither CYC nor YWS had received flooding complaints in the past.

There has been concerted action and co-operation by the relevant responsible bodies to ensure that the immediate flood risk was minimised, with remedial works as detailed in Table 1 in Appendix 1 and shown on Figure 3.

An in-depth study of the drainage network by CYC and YWS is required to ensure that other factors are not causing wider scale under-capacity problems.

Asset records have been up-dated to ensure that infrastructure is logged and maintenance regimes established by the relevant bodies.

Residents should be informed of the change to planning law regarding additional front garden paving, and asked to ensure that debris is not dumped into road gullies.

Performance of the drainage system should be monitored and residents should be encouraged to report any future flooding problems to CYC's Flood Risk Management Team on 01904 553466 or FRM@York.gov.uk

1. Introduction

1.1 LLFA Investigation

City of York Council (CYC), as the Lead Local Flood Authority (LLFA), has a responsibility under Section 19 of the Flood and Water Management Act 2010 (FWMA) to investigate significant flood incidents in its area.

Section 19 states:

(1) On becoming aware of a flood in its area, a lead local flood authority must, to the extent that it considers it necessary or appropriate, investigate:-

(a) which risk management authorities have relevant flood risk management functions, and

(b) whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood.

(2) Where an authority carries out an investigation under subsection (1) it must:-

(a) publish the results of its investigation, and

(b) notify any relevant risk management authorities.

The Council, as LLFA, has provisionally defined its criteria for the instigation of investigations under Section 19, pending the publication of its Local Flood Risk Management Strategy, as follows:-

1. The internal flooding of one or more residential or business properties.
2. A risk to life as a result of the depth and/or velocity of floodwater.

3. Critical infrastructure (e.g. emergency services buildings, utility company infrastructure, schools, day centres, hospitals and main transport routes) suffering flooding or obstruction, or were in imminent danger of flooding.
4. The imminent danger of flooding of five or more properties.

The incident which is the subject of this report meets criteria 1 and 3.

The report will be published on the council's website, copies delivered to those authorities deemed responsible for further action in relation to the flooding and copies delivered to those residents and businesses who suffered flooding.

1.2 Location of Flooding

The Badger Hill / Hull Road (A1079) area is located approximately 3km east of the centre of York, as shown on **Figure 1**. The estate is predominantly residential with a row of local shops on Yarburgh Way. The housing was developed in the early 1960s and during the same period Archbishop Holgate's School, to the west of the estate, was also built. The A1079 Hull Road dual carriageway forms the northern boundary of the estate, with Field Lane forming the eastern and southern boundaries. South of the estate beyond Field Lane is the new Heslington East University of York (UoY) campus.

1.3 Current Drainage Network

Figure 2 shows the recorded extent of the Yorkshire Water Services (YWS) public sewerage network. The Badger Hill estate is served by separate foul and surface water sewers which flow in a generally southerly direction.

The surface water sewers originally discharged to a watercourse, which eventually joined Germany Beck. The recent development of the UoY diverted outfalls from the estate into their attenuation lakes. Ultimately, flows from the attenuation system discharge to Germany Beck.

The foul system also flows generally southward, connecting into Field Lane, which then runs south-westwards to School Lane.

CYC is responsible for the road gullies in the public highway and their piped connections to the public sewerage system on the estate. There is no separate highway drainage system within the estate.

The CYC highway gullies on Hull Road lead to two un-recorded highway drainage networks. The western half connects to the YWS surface water sewer at the junction of Hull Road / Yarburgh Way, just upstream of Tank 'A' (discussed below). The eastern half of Hull Road connects to a culverted watercourse, running north-easterly to the rear of Cavendish Road. This eventually connects to Osbaldwick Beck. These details, along with catchments boundaries, are shown on **Figure 3**.

2. Drainage History

2.1 Previous Flooding Incidents

The Badger Hill estate suffered from flooding during the 1970s. Although no records of the trigger events exist, flooding was extensive enough to require the two-stage flood relief schemes described in 2.2 below.

Flooding to Hull Road, opposite its junction with Canham Grove (Figure 3, Area "J"), had been noted by CYC in June 2007. However, as no properties were reported to have flooded at the time, further investigations were deemed to be low priority.

2.2 Previous Flood Alleviation Works

In the late 1970s York City Council, as agents for Yorkshire Water Authority, carried out modifications to the surface water sewerage system in an attempt to cure the flooding. During Stage 1, two large tanks were built (Tank 'A' and Tank 'B' in Areas "A" & "B") to attenuate the flow and provide additional storage volume, as shown on **Figure 3**.

Tank 'A' (near the entrance to Archbishop Holgate's School on Yarburgh Way), consists of a series of oversized pipes. Outflow from the tank was controlled by a float valve. This restricted flow into the system when high downstream water levels occurred, but was replaced some years ago by a stainless steel orifice plate (75mm diameter hole at invert level restricting the flow) due to seizure of the original mechanism.

Tank 'B' (near the old southern entrance to Archbishop Holgate's School on Bishopsway), consists of a series of oversized pipes, originally controlled by a motorised butterfly valve, which also restricted flow when high downstream water levels occurred. This is known to have been un-operational for a number of years.

The Stage 2 works, built in 1982, entailed the construction of a duplicate surface water sewerage system, serving the western half of the estate, to augment the overloaded original system (see **Figures 4 and 5**).

2.3 Recent Additional Development

There has been some re-development at Archbishop Holgate's School. However, although the existing car park was replaced by buildings, there was no increase in impermeable areas and run-off from the new building has additional attenuation and storage.

The construction of patios and new driveways to the existing houses has increased the impermeable runoff in the Badger Hill system.

Construction of the large new roundabout at the junction of Hull Road / Field Lane increased the run-off into the head of the Osbaldwick system.

2.4 Flood Incident - 10 June 2012 (refer to Figure 3: Key Plan)

Intense rainfall on 10th June 2012, further discussed in 3.3, resulted in the following reported problems:-

- **internal flooding** (under/over floorboards) to **19** properties, occasioning damage to at least 5 properties (75mm deep flood over floorboards),
- **external flooding** (garden/drive/road) to an additional **40** properties / areas,
- **closure of A1079** (Hull Road) both inbound/outbound for **5 hours**.

The fire brigade assisted several of the worst affected properties with pumping at the northern end of the estate (Area “D”) and the Council’s workforce attended with a tanker to alleviate the highway flooding on Hull Road (Area “J”), but with little success. CYC’s Duty Emergency Officer attended during the event, but the flooding was not witnessed by the Flood Risk Management team.

YWS did not receive any customer contacts or communication that flooding was occurring and as a consequence was unaware of a flooding incident at the time.

2.5 Rainfall Analysis

The rainfall on 10th June was preceded by three days of less intense rain, as shown on **Figure 6**. It can be seen that these events were each spread over 4-6 hours, which would have filled the drainage systems, but not caused extensive flooding. The 10th June storm was over a much shorter duration (51minutes), producing intense localised rainfall**, shown on **Figure 7**. Analysis by YWS calculated the return period to range from 1 in 7-years to 1 in 31-years, which they classed as exceptional. However, modern sewerage systems should have capacity for these storms, without causing flooding. This flood risk investigation shows that other factors had considerable influence on the extent of flooding.

** This information was kindly provided by the UoY Electronics Department weather station located at the West Campus (1.5km from the Badger Hill estate).

(<http://weather.elec.york.ac.uk/archive.html>)

3. Recent Flooding Investigations and Remedial Work

3.1 CYC Investigations

The first attendance at the site by members of CYC's Flood Risk Management team was on 14 June 2012, when high surcharge levels in the highway drainage system were still being experienced. From the initial flooding reports, investigations by CYC were focussed on areas "A" to "D", with results as follows:

Discussions with a resident affected by internal flooding on Yarburgh Way indicated that the road suffered from recurring flooding with heavy rainfall. As neither CYC nor YWS had received any flooding complaints, CYC sent out flooding questionnaires to all the residents on the Badger Hill Estate. This revealed the extent of the problem listed in 2.4, and is discussed further in this report.

Area "A" – Hull Road / Yarburgh Way junction

An initial inspection of the (un-recorded) highway drainage in Hull Road found it to be surcharged throughout the majority of its length. At its connection into the Yarburgh Way public surface water sewer (Area "A"), water levels were standing approximately 1.0m deep within the manhole, with no discernible flow. Checks of the pipework outside 1 Yarburgh Way, later confirmed to be a YWS surface water sewer, showed no surcharge in level. This indicated that a problem existed between the two manholes.

Tank 'A' was found to have high water levels and blocked with silt and debris. The only outflow was through a high level relief in the manhole (150mm diameter). To lessen the chance of a recurrence of flooding, the blockage of the orifice plate was released by CYC. However, a large amount of silt remained in the YWS upstream tanks, significantly reducing its design volume. Details of the flooding and siltation problems were reported to the YWS Help Desk on 15 June (Ref.K086337), stressing the urgent need to address the defects with the storage tank.

Some questionnaire responses from residents indicated that water was running off Hull Road into Yarburgh Way "like a river" during the 10 June storm. A more in-depth investigation by CYC revealed that all the western half of Hull Road's highway drainage (199 to 261) had tree roots and

siltation problems, causing blockages and permanent surcharge in 90% of the system. This contributed to the excess run-off into Yarburgh Way during storms. These have now been cleared and are fully operational.

Area “B” – Bishopsway

Following further investigations by CYC, another YWS storage tank (Tank ‘B’) was also found to have high water levels, within 200mm of the manhole covers, with evidence of recent flooding to the adjacent property. It was also noted that the controls for the motorised butterfly valve were no longer in operation (no power supply). This was reported to YWS for investigation on 13 July (Ref.K107493).

Residents allege that a ditch was filled in to the rear of Bishopsway in the grounds of Badger Hill Primary School, contributing to the flooding of gardens. This will be investigated by CYC in the spring of 2013, once the area dries sufficiently to allow excavations to take place.

Area “C” - Crossways

Defective gullies were replaced, but it was noted that high surcharge levels had been present in the YWS surface water sewer. Discussions with a neighbour indicated that flooding in both foul and surface water public sewers was a problem. This was also reported to YWS for investigation on 13 July (Ref.K107493).

Area “D” – Yarburgh Way / Crossways junction

The road gullies immediately adjacent to the flooding on Yarburgh Way / Crossways (Area “D”) were checked by CYC shortly after the flood on 10 June and all were found to be operational, albeit with some debris in the bottom of the pots.

High water levels following a later heavy rainfall event were noted by CYC in YWS’s Yarburgh Way surface water sewer (Area “D”). This was found to be as a result of partial blockage due to silt / cement debris in the pipework. CYC partially removed the blockage on behalf of YWS, which was seen to immediately relieve the surcharged sewer. This was reported to YWS for further investigation.

Areas “E - Deramore Drive / Area “F” – Amenity Area

Resident’s questionnaire responses complained of internal foul sewage flooding during heavy rainfall, which also appears to contribute to the pollution and large area of flooding reported in the Amenity Area. This was passed onto YWS for investigation.

Area “G” – Kimberlows Wood Hill

The CYC highway drainage was found to be affected by tree roots. This was removed and a replacement gully installed.

Area “H” – Hesketh Bank

CYC highway gullies were checked and it appears that the original builder never installed a connection to the surface water sewer. The gully was re-connected, but further gullies are to be checked by CYC for missing connections.

Area “J” and “K” - Eastern half of Hull Road (285 to 335)

Siltation, causing complete blockages and permanent surcharge in all highway drains was found, with all road gullies inoperative. Buried manholes have been located, and 75% of the system cleared. The outfall for the highway drainage connects to a defective private culvert, running between Cavendish Road and Brandsdale Crescent. Despite numerous attempts to clear this length by CYC, the culvert remains severely restricted and requires more investigation in the near future by the Council. Its location, size and condition are un-known, but several large trees and hedge lines are adjacent to the old beck line. Few residents will be aware of the culvert, or their riparian obligation to maintain it under the Land Drainage Act.

3.2 YWS Investigations

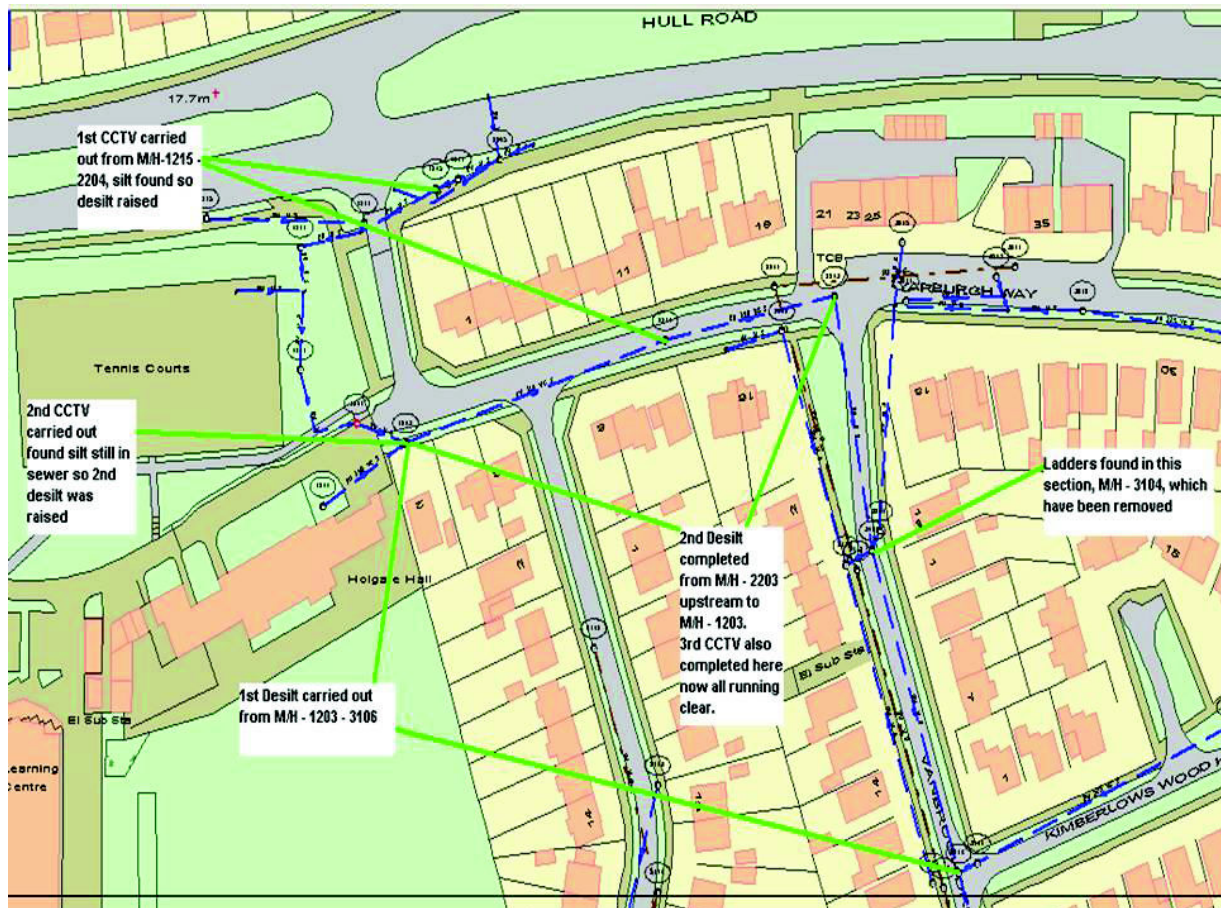
TANK ‘A’

Following the report of siltation of Storage Tank ‘A’ to YWS by CYC on 15 June (Ref.K086337), their contractor cleared the control chamber manhole of silt, but failed to clear the main tanks.

Subsequent CCTV investigations carried out by Yorkshire Water and their contract partners, Lumsden & Carroll, identified the presence of large

quantities of sediment, silt and cement grout in the public surface water sewers. Remedial works were undertaken to cleanse the sewers. The survey also identified the presence of debris and a ladder in a public sewer manhole on Vanbrugh Drive resulting in a restriction on flows. This was removed by a man-entry team.

Although the tanks were cleared, constant high water level was still being experienced. YWS and CYC flood engineers met on site on 11 October, when YWS agreed to carry out further investigatory works. Additional desilting works were carried out on the public surface water sewer on Hull Road, between the head of the public sewer system and the storage tanks in the grounds of Archbishop Holgate School.



TANK 'B'

The problems with this tank were reported to YWS on 13 July, (Ref.K107493). It was alleged that YWS inspected the site and reported to

the adjacent resident that there was no problem with the “pumps” and that they were operating correctly. There are no pumps at this location and there is no power supply to the butterfly valve to enable it to operate as designed. The tank was subsequently desilted. An inspection was carried out on 3 October to confirm that the tank was clean.

Future maintenance plans have been initiated to carry out monthly inspections of the detention tank, with cleaning to be raised as and when required.

Further investigatory works will be undertaken to check the operational state and condition of the butterfly valve. Appropriate measures will be implemented to reinstate valve and/or controls as necessary, in accordance with business processes.

Plans for management and mitigation will be implemented on completion of investigations.

4. Cause of Flooding and Remaining Problems

CYC has carried out an assessment of site investigations, flooding questionnaire responses and historic records, and reports that the probable causes of flooding on June 10th 2012, and the responsible bodies, are as follows. These problems have built up over an extended period of time and jointly contributed to the flooding problems.

4.1 CYC Assets

4.1.1 Hull Road Highway Drainage Network (Area "A" - west)

Virtually no public surface water sewers exist in this section of Hull Road, with the CYC highway gullies connecting to an un-recorded highway drainage network. The highway drainage was un-maintained and almost all was blocked by tree roots / siltation, causing loss of storage volume. This will have resulted in overland flow during heavy rainfall, significantly adding to the flooding at Hull Road and Yarburgh Way, reported by residents in the flooding questionnaires.

Remaining problems - none.

4.1.2 Hull Road Highway Drainage Network (Areas "J & K" - east)

No public surface water sewers exist in this area. All highway drainage connects an un-recorded, un-maintained highway drainage network. This then connects to a defective private culvert, which severely restricts the available outflow, resulting in continued flooding problems.

Remaining problems – outfall capacity needs restoring as a matter of urgency, in co-operation with riparian owners of the downstream culvert.

4.1.3 Yarburgh Way / Crossways

The CYC highway gullies in both streets connect to the YWS public SW sewers. All gullies were checked and were found to be operational, with no restriction to flow. Some builder's debris (mainly cement) was removed from the bottom of the pots and may have entered the public sewers.

Remaining problems - none.

4.1.4 Other isolated location within Badger Hill

Questionnaire responses indicated that a number of other highway locations were reported to flood regularly within the estate. These have all been checked and four defective gullies were replaced and tree root ingress has been cleared.

Remaining problems - none.

4.1.4 Badger Hill Primary School

Questionnaire responses suggest that a drainage ditch between the primary school and houses on Bishopsway used to exist, but this was filled in at some time in the past. The line of the old ditch flooded on 10 June, affecting the rear gardens of the properties.

Remaining problem unresolved - investigation of this problem is to be carried out by CYC in the near future.

4.2 Archbishop Holgate's School Assets

4.2.1 School Access Road

The school access road has only one gully serving over 500m² of impermeable area. This was blocked at the time of the flooding incident, allowing rainwater run-off to by-pass the detention tank and flow directly onto Yarburgh Way.

Remaining problems – there are insufficient number of gullies to deal with contributing area. The school has been requested to install additional gullies during 2013 summer holidays.

4.2.2 New Disabled Footpath

A new 3m wide path was constructed in 2008 to allow disabled access to the school and adjacent tennis courts. No gullies were installed to collect the run-off, again allowing rainwater run-off to by-pass the detention tank and flow directly onto Yarburgh Way.

Remaining problems – unresolved. The school has been requested to install interception and storage of overland flow, in the 2013 summer holidays.

4.2.3 School Extension

The run-off from the new school extension has attenuation, and should not have increased flood risk. However, it is suspected that the building work has resulted in cement grout being washed downstream into the control manhole for Tank 'A' and the immediate downstream SW sewer. This would have added significantly increased the siltation and blockage problems in the YWS assets, which has now been cleared.

Remaining problems - none.

4.3 YWS Assets

4.3.1 Yarburgh Way Storage Tank 'A' and Yarburgh Way SW Sewer

Although a SW sewer was shown adjacent to the tennis courts on YWS records, no mention was made that it was a storage tank requiring regular maintenance, especially the control manhole containing the 75mm dia. orifice plate. The blockage of the orifice by cement grout / silt caused the storage tank to silt up (80% full). This siltation and high water levels extended back into the highway drainage system on Hull Road, reducing it's storage volume. The combination of the blockage in the tank, with the blockages within the CYC highway drainage, caused water to flow overland from Hull Road and flood Yarburgh Way / Crossways.

Yarburgh Way's SW sewer was affected by silt and cement grout, as a consequence of sewer network abuse and inappropriate disposal to sewer. This significantly affected its capacity during storms. Frequent highway flooding had occurred previously, as a result of the gullies not being able to drain into the surcharged SW sewer. Neither CYC nor YWS have any records of reported flooding. The intense rainfall on June 10 totally overloaded the system and caused the flooding to houses at the junction of Yarburgh Way / Crossways.

Remaining problems - none.

4.3.2 Bishopsway Storage Tank 'B'

The original storage tank design used sensors in the downstream sewer in Crossways to operate the motorised butterfly valve. Water levels less than 50% pipe full allowed the flow from the school to freely discharge. Once the 50% level was exceeded, the valve was actuated, stopping off the flow and

diverting in into the storage tank. Although recorded on the YWS network as a storage tank with attendant control devices, vandalism to the electricity supply led to the facility falling into disuse. This was never repaired and the electricity meter and motor controls were stripped out by YWS, with (presumably) the valve being left partially opened.

During rainstorms, the tank would have filled prematurely, resulting in overland flow and flooding to properties in Bishopsway. This problem was reported to YWS by a local resident, who was allegedly told that the device was working as designed. YWS have no record of this conversation. The tanks have since been desilted.

Remaining problems - this is still currently under investigation and being put through a capital process for repair work. There is also a new maintenance regime being implemented for both these tanks.

4.3.3 Crossways

Interviews with residents shortly after the 10th June storm, and subsequent questionnaire responses, indicated high levels of surcharge in the YWS SW sewer downstream of the Bishopsway Tank. This was also witnessed by CYC Flood Risk Engineers and indicates that a problem of either under-capacity in the system or that a physical downstream constriction exists e.g. collapse / tree roots. The longitudinal sections, shown on Figure 3, show parts of Crossways to have relatively shallow manholes and corresponds to the location that flooding was experienced. Site inspection revealed that several extra road gullies had been installed to deal with the flooding.

Remaining problems - this is still currently under investigation by YWS to establish if under-capacity is a problem or other factors further downstream may be having an influence.

4.3.4 Deramore Drive / Playing Fields

Surface water and internal foul sewage flooding has occurred several times previously at this location. Residents complained of “sewage flooding internally in the kitchen...road in front of properties kerb deep in water containing raw sewage...playing field several inches under water including raw sewage”. The longitudinal sections, shown on Figure 3, also show this

area to have relatively shallow manholes and corresponds to the location that flooding was experienced.

Remaining problems - this is still currently under investigation by YWS to establish if under-capacity is a problem or other factors further downstream may be having an influence.

Part of the UoY surface water diversion work in 2009 (YWS Ref.B2947) was to remove an emergency overflow from the foul pumping station serving Field Lane and replace the existing pumps. A connection runs from the foul sewer serving the flooded houses on Deramore Drive to this pumping station, giving an indication that an under-capacity problem existed (or still exists) and that this was probably laid as an emergency relief sewer.

The Field Lane Pumping Station and the sewer from Deramore Drive connect together near the junction of Field Lane and Badger Wood Walk.

Remaining problems - YWS was informed of the problem and has undertaken to investigate it further.

4.4 Householders Work

4.4.1 Building Works Tipping

It was noted during the cleaning of gullies in Badger Hill that a significant number had deposits of cement / plaster in them, presumably emptied in during building renovation works on nearby households. Although Badger Hill is not unique in this problem, this practice reduces the capacity of gully pot and can cause premature blockage and possible flooding.

Remaining problems – none, but letter to be sent to householders to warn of increasing flood risk posed by building debris.

4.1.2 Paving Over of Front Gardens

The growing trend of turning front gardens into parking areas, especially with some student lets, leads to a significant increase in impermeable area and surface water runoff into the drainage network. This is a nation-wide problem and has led to the need for legislation to control this. **Any new**

impermeable greater than 5m² (less than half an average parking bay), **is now required to have Planning Permission**, unless it connects to soakaway.

Remaining problems – letter to be sent to householders to warn of increasing flood risk by un-regulated development.

5. Risk Management Authorities Consulted

The following authorities are considered to have relevant responsibilities in the vicinity of the flooded properties and have been consulted during the preparation of this report.

- Lead Local Flood Authority (City of York Council)
- The Highway Authority (City of York Council)
- Water and Sewerage Company (Yorkshire Water Services)

Neither the Environment Agency nor any of the Internal Drainage Boards are considered to have any responsibility for the cause or resolution of the flooding in this case.

6. Recommendations

The identified deficiencies causing the flooding, and recommended actions and timescales to address these, are shown on Table 1 in Appendix 1.

7. Conclusions

A number of factors combined together to cause the flooding experienced at Badger Hill.

Lack of knowledge of critical drainage infrastructure, combined with subsequent lack of maintenance by several parties, caused a build up of problems over the years.

The intense storm of 10 June, and the flooding that ensued, have highlighted deficiencies in several areas of the Badger Hill Estate and on Hull Road that are long-standing and have not been addressed by those responsible for their maintenance.

There has been concerted action and co-operation by the relevant responsible bodies to ensure that the immediate flood risk was minimised. An in-depth study of the drainage network by CYC and YWS is required to ensure that other factors are not causing wider scale under-capacity problems.

Asset records have been up-dated to ensure that infrastructure is logged and maintenance regimes established by the relevant bodies.

Residents should be informed of the change to planning law regarding additional front garden paving, and asked to ensure that debris is not dumped into road gullies.

Performance of the drainage system should be monitored and residents should be encouraged to report any future flooding problems to CYC's Flood Risk Management Team on 01904 553466 or FRM@York.gov.uk

Emergency contacts are as follows:

YWS - 0845 1 24 24 24
CYC - 01904 625751

Abbreviations

CYC	City of York Council
EA	Environment Agency
FIR	Flood Investigation Report
FWMA	Flood and Water Management Act 2010
LDA	Land Drainage Act 1991
LLFA	Lead Local Flood Authority
UoY	University of York
WRA	Water Resources Act 1991

Appendix 1

- Figure 1: Location Plan
 - Figure 2: Yorkshire Water Services Public Sewerage Network
 - Figure 3: Flooding Key Plan
 - Figure 4: Badger Hill Flood Relief Scheme (1981) - Proposed Plan
 - Figure 5: Badger Hill Flood Relief Scheme (1981) - Proposed Longitudinal Section
 - Figure 6: Badger Hill Daily Rainfall Totals: 7-10 June, 2012
 - Figure 7: Badger Hill Rainfall Intensity Graph - 10 June Event
- Table 1: Identified Defects and Actions

Figure 1: Location Plan

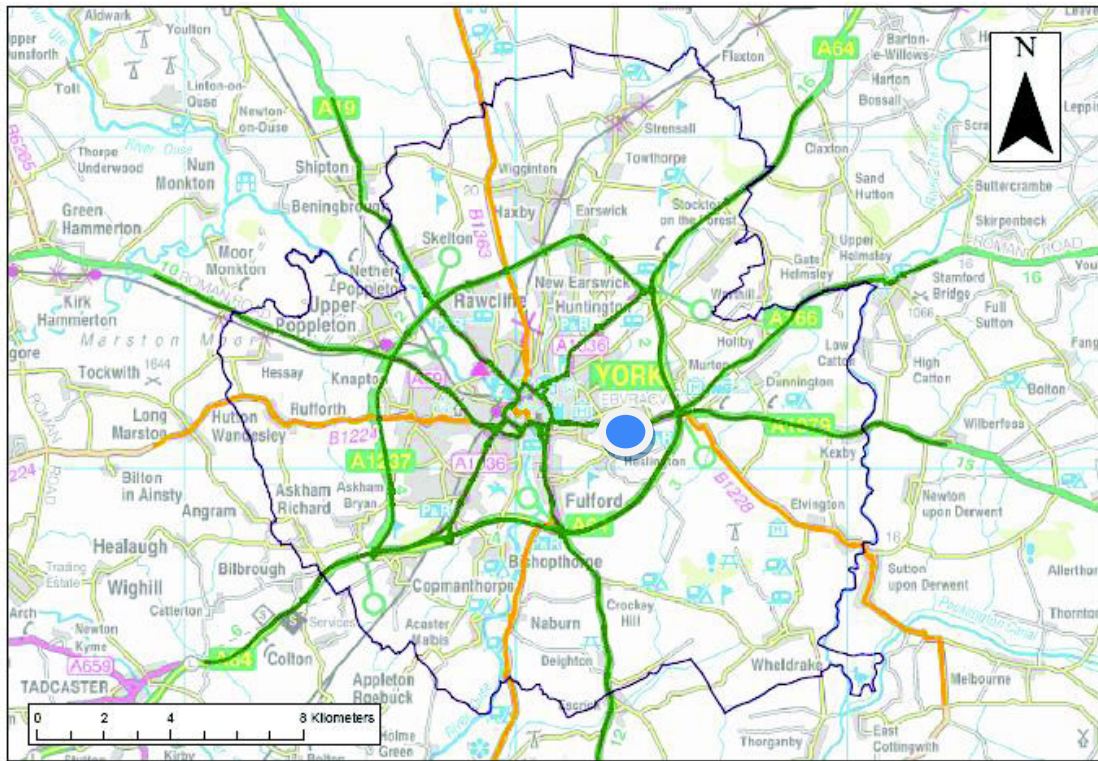
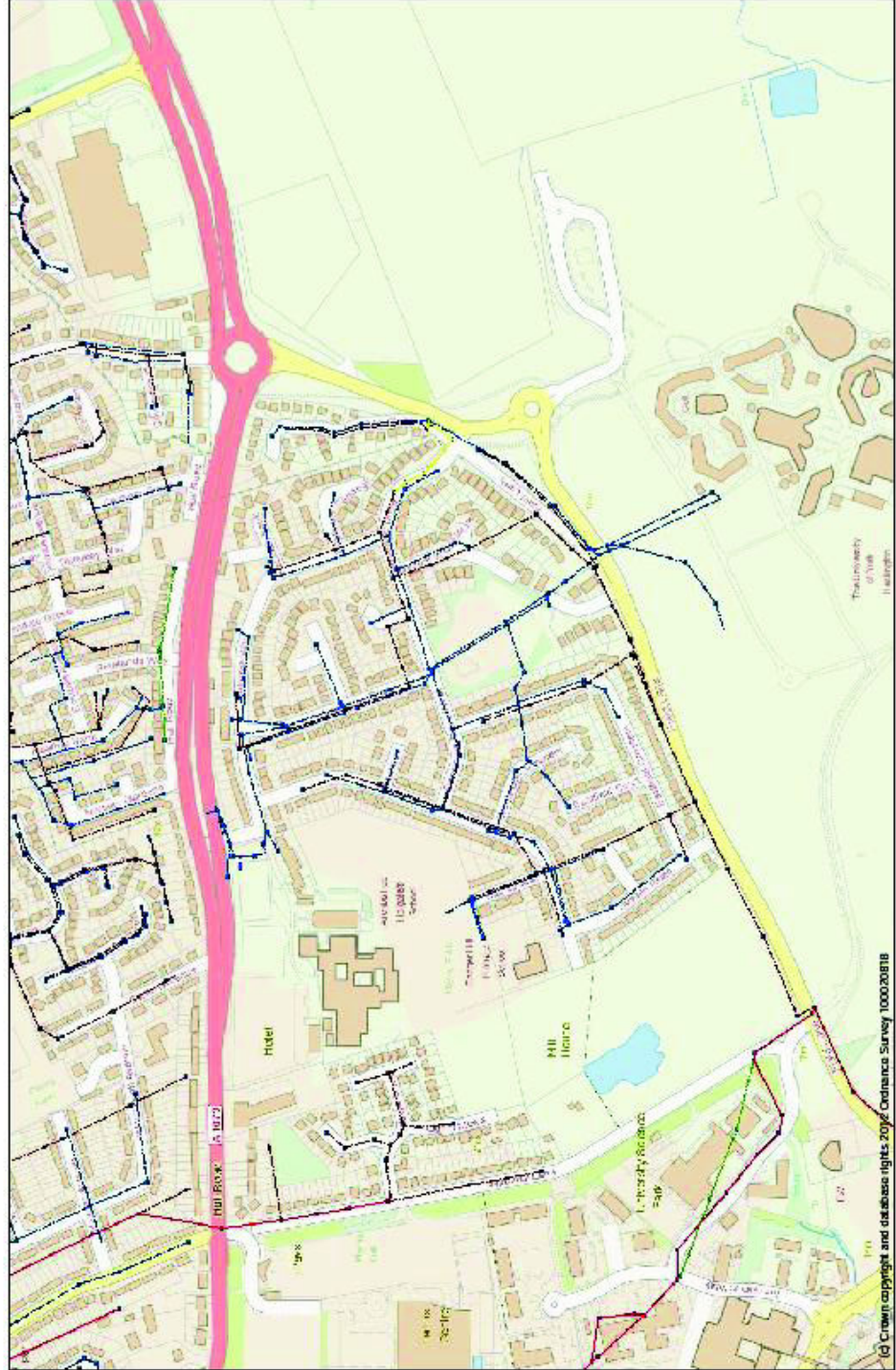


Figure 2: Yorkshire Water Services Public Sewerage Network



Map Notes:
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Figure 3: Flooding Key Plan

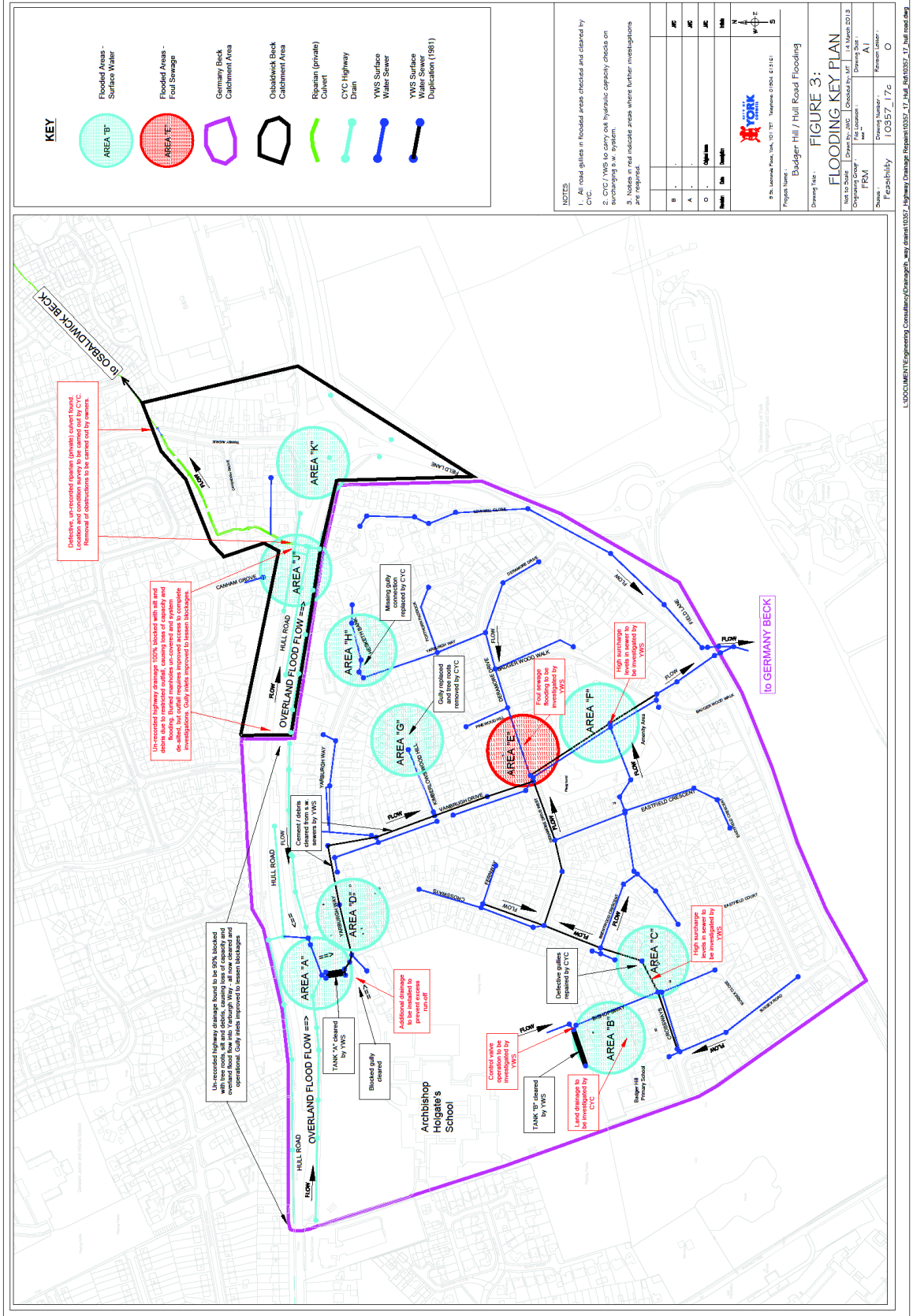


Figure 4: Badger Hill Flood Relief Scheme (1981) – Proposed Plan

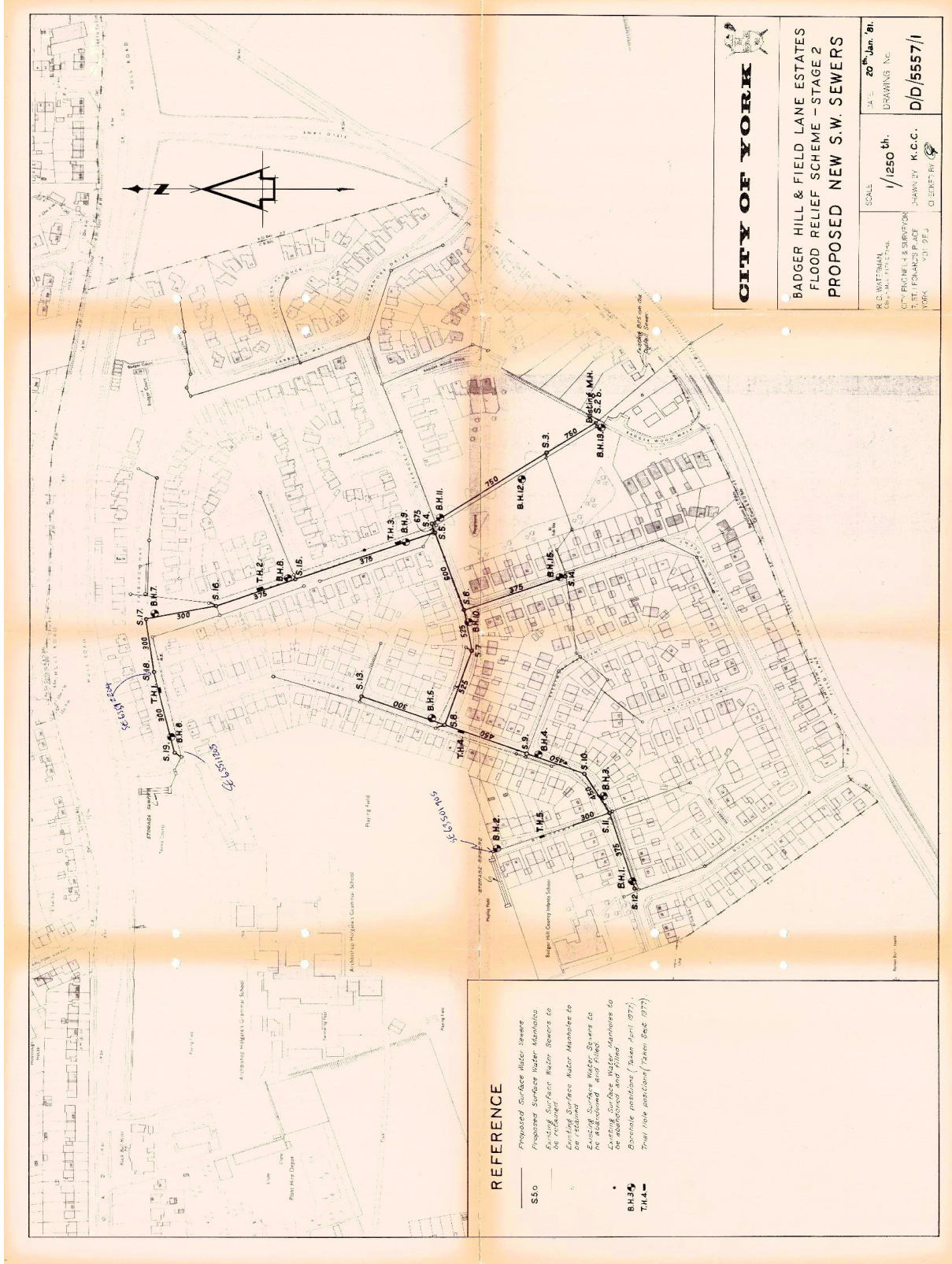


Figure 5: Badger Hill Flood Relief Scheme (1981) – Proposed Longitudinal Section

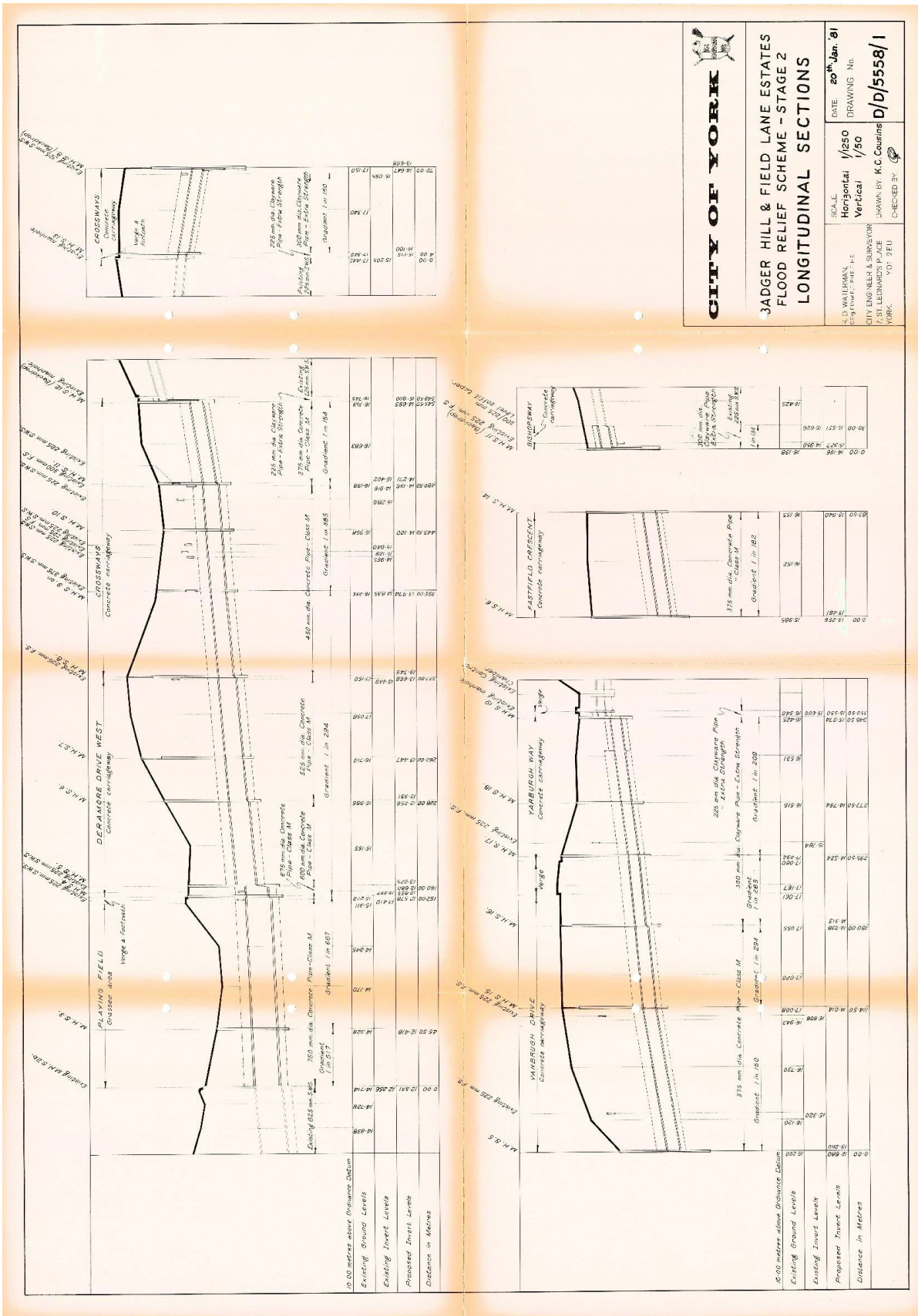


Figure 6: Badger Hill Daily Rainfall Totals: 7-10 June, 2012

	Total Rainfall (mm)	Duration (hh:mm)
Thursday 7 June	13.8	06:18
Friday 8 June	9.4	05:19
Saturday 9 June	8.9	04:41
Sunday 10 June	8.5	00:51

Figure 7: Badger Hill Rainfall Intensity - 10 June 2012

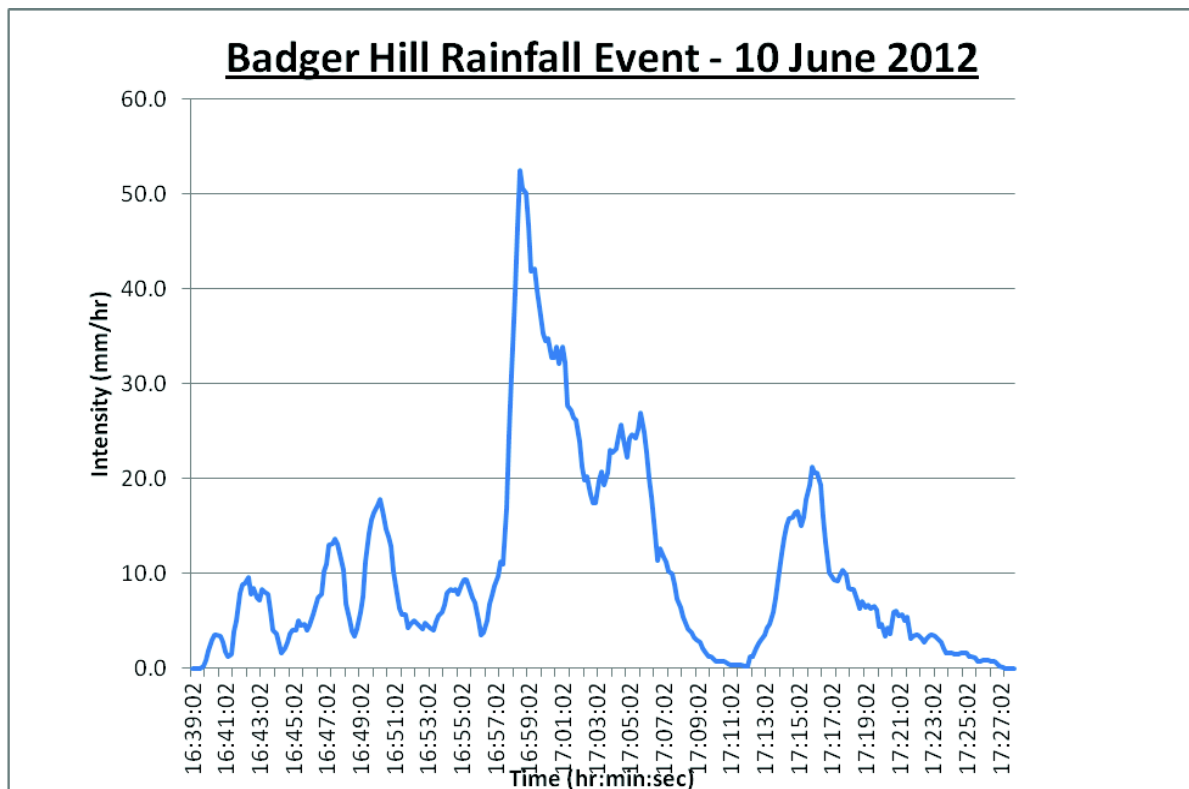


Table 1: Identified Defects and Actions

Authority / Stakeholder	Identified Defects	Actions Taken To Date	Recommended Actions and Timescales
CYC	Lack of drainage records on Hull Road (western half) and siltation of manholes, pipework and gullies. Lack of drainage records on Hull Road (eastern half) and siltation of manholes, pipework and gullies. Blocked / broken gullies and tree root infestation	Western half of Hull Road de-silted and fully operational. Asset register updated. Eastern half of Hull Road de-silted. Manhole access improved (outfall still partially blocked). Asset register updated. All reported flood locations checked and cleared. Renewed 4 Nr. defective gullies and cleared tree roots.	Carry our yearly maintenance. Clear outfall and blocked riparian culvert in Spring 2013. Carry our yearly maintenance checks on tree rooted areas.
	Ditch in-filled at Badger Hill Primary School, causing flooding.	None, due to ground conditions.	Investigate further and take any necessary remedial action in spring 2013.
Archbishop Holgate's School	SW pipes and road gully silted up.	Gully cleared.	Install additional gully in summer 2013
YWS	Disabled pathway discharging water onto Yarburgh Way, by-passing storage tank. Incomplete drainage records for storage Tank 'A' at Hull Road / Yarburgh Way junction, blocked orifice in control MH, silt build up in tank.	None. Completed updating of records and de-silting of tank.	Intercept flow and connect upstream of storage tank, in summer 2013. On-going YWS cyclical maintenance to ensure silt levels do not build up in tank.
	Siltation of storage Tank 'B' and inoperative controls, causing flooding. Flooding on Yarburgh Way / Crossways due to siltation and cement debris. SW flooding on Crossways / Bishopsway / play area off Deramore Drive.	Tank de-silted. Records updated. CCTV work and cleaning carried out by YWS. None.	On-going YWS investigation into vandalism of asset and fitness for purpose in 2013. Maintain pipework in future as required. YWS undertake to investigate further and carry out works within regulatory business framework in 2013.
	Foul sewage flooding at Deramore Drive.	None.	YWS undertake to investigate further and carry out works within regulatory business framework in 2013.
Riparian culvert owners	Defective culvert blocking outfall from highway drainage from Hull Road (Area "J").	None – awaiting improved access for cleaning on Hull Road.	CYC to liaise with residents to clear outfall in spring 2013.



Flood Investigation Report
Leeman Road Area
26/27 September 2012

February 2013

Revision Schedule

City of York Council

Flood Investigation Report

November 2012

Revision	Date	Details	Author
01	January 13	Draft report for stakeholder consultation	M Tavener
02	February 13	Final report	M Tavener

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Executive Summary

City of York Council (CYC), as the Lead Local Flood Authority (LLFA), has a duty under Section 19 of the Flood and Water Management Act 2010 (FWMA) to investigate significant flood incidents in its area. The investigation must identify which risk management authorities have relevant flood risk management functions in respect of the event and whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood. On completion of an investigation it must publish its findings and notify any relevant risk management authorities.

The affected location is known as the Leeman Road area and is approximately 2km west of the city centre within a meander in the river Ouse. It mainly comprises dense Victorian terraced housing, with later semi-detached housing on its fringes. Salisbury Road, Salisbury Terrace and Kingsland Terrace form a significant link through this area between Water End and Leeman Road into the City.

In this investigation there are three relevant flood risk authorities. CYC is the LLFA for its area with duties under the FWMA, which includes the investigation of flood incidents. The Environment Agency (EA) has a national overview of flood risk and owns and maintains the overland flood defences at this location. Yorkshire Water Services (YWS) is responsible for the maintenance of the public sewerage system, and at this particular location has a responsibility to operate the penstocks and pumping station to ensure that the public sewer system remains operational.

A significant part of the area is located in EA flood zone 3, indicating a risk of flooding of greater than 1 in 100 years (1%). The remainder is in flood zone 2, with a risk of flooding between 1 in 100 years (1%) and 1 in 1,000 years (0.1%).

Flooding in 1978 triggered a flood defence building programme throughout the City. The first scheme to be constructed, protecting the Leeman Road area, was completed in the early 1980s successfully protecting 225 properties against flooding which occurred in January 1982. Subsequent defences were built to protect other areas of the City and now a total of approximately 1,000 properties are defended to the same standard.

Each protected area is susceptible to floodwater bypassing the defences through the sewerage systems. To manage this penstocks are closed to isolate the river and a pumping station pumps the sewage flows out of the area. All of the works on the sewerage systems were designed and constructed by the York City Council's Main Drainage section, working as agents for the Yorkshire Water Authority (YWA) at the time. The defences were built by the YWA Rivers Division, the predecessor of the EA.

CYC maintained the sewerage flood defence installations on behalf of YWAYWS, operating them in accordance with the trigger levels in its River Flood Emergency Plan. The trigger is the receipt of a forecast river level of 3.6m above summer level (ASL) and rising, and the frequency of operation can vary from zero to many times a year. In 1998 YWS ended the agency agreement and now operate the penstocks and pumping station.

The flood event started on 24 September 2012. With a forecast of 4.2m and rising, the multi-agency flood group met and considered the forecast. As the level was predicted to exceed 4.6m the response was escalated to silver control under the control of the police. Between 26 and 28 September the river continued to rise, peaking at a level of 5.07m above summer level (ASL), measured at the Viking recorder in the centre of York. The level reached was slightly higher than that reached in 1982 and 300mm below the top of the defences. Throughout the City the flood defences performed well, protecting an estimated 1,000 properties against overland flooding from the rivers Ouse and Foss.

The only location where problems occurred in the major defended areas was at Leeman Road. On 26 September water started flowing out of gullies in the Balfour Street/Carnot Street/Lincoln Street area. At this point the River Ouse level was well within the design range of the flood defences and it was apparent that the flooding was directly related to the river level. The level of the water flowing from the gullies continued to rise steadily with the river, affecting larger areas and threatening properties. On 27 September Salisbury Road and Salisbury Terrace, a major route into the City, had to be closed to traffic as the risk of flood water inundating properties was further aggravated by waves from vehicles.

Sandbagging was carried out by CYC, and pumps procured by the fire service, EA and YWS eventually reduced the level throughout the area by pumping from manholes on the sewerage systems directly into the river over the defence. Flooding to properties was avoided by the sandbagging and the event caused major concern and disruption to the residents of the area and considerable adverse publicity in what was, elsewhere in the city, a successful operation.

Information was gathered during the event and from liaison with YWS and the EA. Two further significant but lesser flood events in the following months aided the investigation. It is clear that the flooding occurred by river water entering the sewerage systems and its extent and level is directly related to the river. The reason for the ingress of river water into these systems was concluded to be leaking penstocks, and the extent of the flooding may have been aggravated by problems associated with the pumping station.

On request YWS provided details of their operating procedure, maintenance records and post event findings. Their operating procedure and guidance notes are the same as those inherited from CYC. Maintenance records specific to this area are unclear but a post event inspection of all penstocks and the pumping station has found that the penstocks were operational with the exception of the one at Balfour Street, which was sticking, and the one at Jubilee Terrace Pumping Station which appeared to close but was stuck in the open position. This is a 750mm diameter penstock that isolates the local sewer network for the area from the downstream sewer network, and prevents any backing up of the main sewers from impacting on Jubilee Terrace and Leeman Road area. River water ingress was witnessed also from the valve at Balfour Street even when in the closed position. A fault was also found in the seating of one of the pumps on its base.

The Leeman Road area has been successfully defended against flooding since 1982 including the highest recorded flood in 2000. It is known to be effective, but on several occasions the performance of the sewerage systems has been a cause for concern. CYC has had concerns that YWS did not have a clear understanding of the importance of the installation and this concern has been further compounded by a lack of continuity of staffing at YWS with local knowledge. Previous less severe events have raised the same issues and assurances have been given by YWS that they are aware of their obligations and that there were no problems with the installation.

The EA has received planning approval from CYC for improved flood defences for the area, and throughout the design process the Council's FRM team has worked with the EA to ensure that YWS are fully involved, but this had proved to be difficult. However the effect of the flooding has focussed YWS's attention on this matter and progress is being made to address sewerage issues in connection with the defence improvements.

In response to the investigation YWS have:

- 1 carried out an investigation to determine the exact cause of the flooding.
- 2 taken appropriate steps to ensure the resilience of their equipment which is required to protect the Leeman Road area from flooding through the sewerage systems.
- 3 liaised with the EA in the development of the improved flood defence scheme to provide confidence that the new defences will not be compromised by faults in the sewerage systems.

1. Introduction

1.1 LLFA Investigation

City of York Council (CYC), as the Lead Local Flood Authority (LLFA), has a duty under Section 19 of the Flood and Water Management Act 2010 (FWMA) to investigate significant flood incidents in its area. Section 19 states:

(1) On becoming aware of a flood in its area, a lead local flood authority must, to the extent that it considers it necessary or appropriate, investigate —

(a) which risk management authorities have relevant flood risk management functions, and

(b) whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood.

(2) Where an authority carries out an investigation under subsection (1) it must—

(a) publish the results of its investigation, and

(b) notify any relevant risk management authorities.

Section 14 of the FWMA provides powers to request information in pursuance of the investigation:

(1) An authority listed in subsection (2) may request a person to provide information in connection with the authority's flood and coastal erosion risk management functions.

(2) The authorities are—

(a) the Environment Agency, and

(b) lead local flood authorities.

(3) The Welsh Ministers may request a person to provide information in connection with the function under section 8.

(4) Information requested under subsection (1) or (3) must be provided—

(a) in the form or manner specified in the request, and

(b) within the period specified in the request.

The report will be published on the council's website and copies delivered to those authorities deemed responsible for taking further action in relation to the flooding.

1.2 Site Location



Figure 1: Location plan

The location which is the subject of this report is approximately 2km west of the city centre within a meander in the river Ouse, as shown in Figure 1. It mainly comprises dense Victorian terraced housing, with later semi-detached housing on its fringes. Salisbury Road, Salisbury Terrace and Kingsland Terrace form a significant link through this housing area between Water End and Leeman Road into the City. The location is known locally as the Leeman Road area.

2. Responsibilities

2.1 City of York Council

CYC is a flood risk management authority and the LLFA for its area with duties under the FWMA, which includes the investigation of flood incidents. The EA encourages the adoption of multi-agency flood risk plans for local authorities and the Council takes responsibility for maintaining and implementing its multi-agency River Flood Emergency Plan to manage river flood events.

The LLFA has the powers under s30 of the FWMA to designate features that it considers are critical to flood risk management, to ensure that they continue to operate effectively.

2.2 The Environment Agency

The EA is a flood risk management authority with a national overview of flood risk. It owns and maintains the overland flood defences and is responsible for monitoring river levels and issuing flood warnings.

2.3 Yorkshire Water Services

YWS is the flood risk management authority responsible for the maintenance of the public sewerage system. At this particular location it has a responsibility to operate the penstocks and pumping station to ensure that the public sewer system remains operational.

3 Flooding

3.1 Flood Risk and Existing Defences

A significant part of the area is located in the EA flood zone 3, indicating a risk of flooding of greater than 1 in 100 years (1%), as shown in figure 2. The remainder of the area is in flood zone 2, with a risk of flooding between 1 in 100 years (1%) and 1 in 1,000 years (0.1%).

Flooding in 1978 triggered a flood defence building programme by the Rivers Division of the Yorkshire Water Authority (YWA) throughout the City. The first scheme to be constructed, protecting the Leeman Road area, was completed in the early 1980s and successfully protected 225 properties against flooding which occurred in March 1982. This flooding was the highest since 1947, with the cause on both occasions being rapid snow melt. Subsequent defences were built to protect other areas of the City and now a total of approximately 1,000 properties are defended to the same standard.

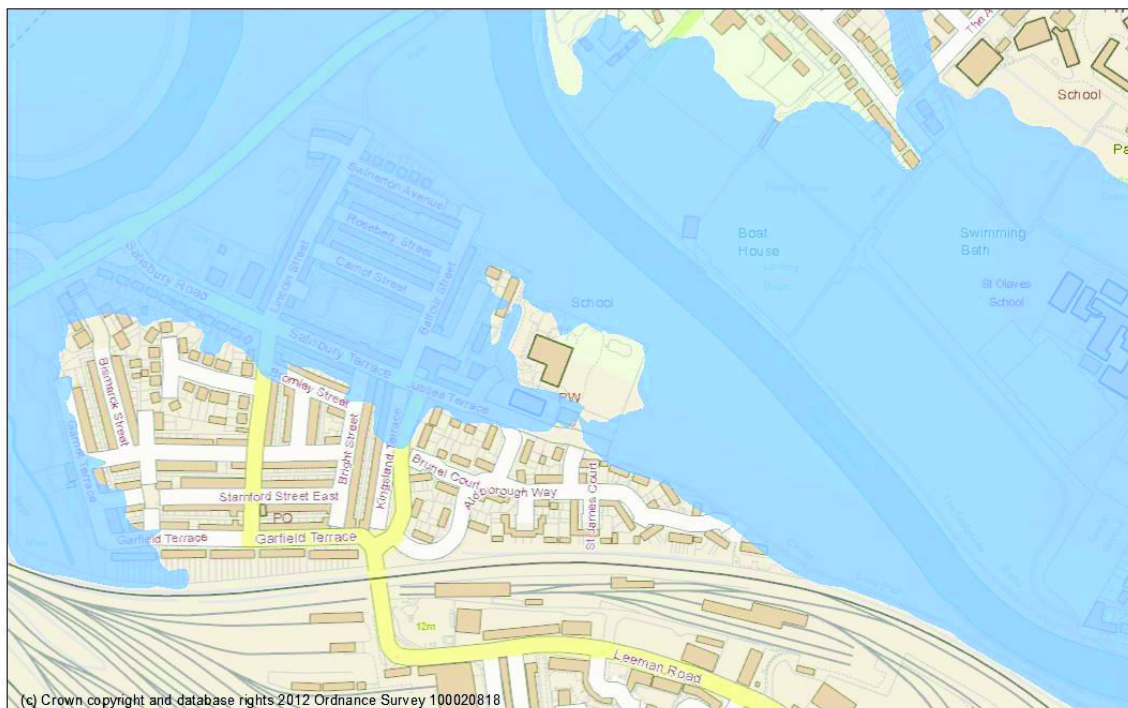


Figure 2: Flood Zone 3

Each protected area is susceptible to floodwater bypassing the defences, both through the sewerage system via combined sewage overflows working in reverse, and by surface water outfalls backing up. To manage this, each area has a pumping station on the sewerage system, and penstocks to close off the flows from the river. These are closed as the river rises, and the pumping stations switched on. This isolates the sewerage systems from the

river and pumps flows forward to a point outside the protected area. All of the works on the sewerage systems were designed and constructed by the York City Council's Main Drainage section, working as agents for the YWA at the time. The defences were built by the YWA Rivers Division, the predecessor of the EA.

The concept drawing for the Leeman Road sewerage works is included in as Annex 1. The Council maintained the sewerage flood defence installations as agents to YWA and latterly Yorkshire Water Services (YWS), operating them in accordance with the trigger levels in the Council's River Flood Emergency Plan. The operating procedure that the Council used is included as Annex 2. The trigger is the receipt of a forecast river level of 3.6m above summer level (ASL) and rising. The frequency of operation can vary from zero to many times a year, but it is vital to the defence of the areas that the installations are maintained and reliable to prevent river flows circumventing the overland defences through the sewerage systems.

CYC's agency arrangement was terminated in 1998 and since then YWS has been directly responsible for the maintenance and operation of these installations.

3.2 The Flood Event

The River Ouse started rising on Monday 24 September 2012 and rose rapidly by 2m overnight, continuing to rise steadily throughout Tuesday. In view of a forecast of 4.2m and rising the multi-agency flood group met on Wednesday morning in accordance with the CYC River Flood Emergency Plan. At that meeting the forecast was considered and as the level was predicted to exceed 4.6m the response was escalated to silver control under the control of the police. The silver control room was staffed by representatives of CYC, YWS, the EA and the three emergency services who responded to the forecasts in accordance with the Council's River Flood Emergency Plan and their own organisation's plans.

Between Wednesday 26 and Friday 28 September 2012 the river continued to rise, peaking at a level of 5.07m above summer level (ASL), measured at the Viking recorder in the centre of York, on the Friday morning. The level was slightly higher than that reached in 1982 and 300mm below the top of the defences. Throughout the City the EA's flood defences performed well, protecting an estimated 1,000 properties against overland flooding from the rivers Ouse and Foss.

3.3 Flooding in the Leeman Road area

The only location where problems occurred in the major defended areas was at Leeman Road. On Wednesday (26 September) water started flowing out of gullies in the Balfour Street/Carnot Street/Lincoln Street area. At this point the River Ouse level was approximately 4.5m ASL at the Viking recorder, equal to 9.5m above ordnance datum (AOD) and well within the design range of the EA flood defences (crest level equivalent to 10.45m AOD measured at the Viking recorder). Typical road levels in the areas first affected are approximately 9.5m AOD confirming that the flood level was directly related to the river level.

The level of the water flowing from the gullies in the defended area continued to rise steadily with the river, affecting larger areas and threatening properties. For a time on Thursday Salisbury Road and Salisbury Terrace, a major route into the City, had to be closed to traffic as the risk of flood water inundating properties was further aggravated by waves from vehicles.

Sandbagging was carried out by CYC, and pumps procured by the fire service, EA and YWS eventually reduced the level throughout the area late on Thursday by pumping from manholes on the sewerage systems directly into the river over the defence. Flooding to properties was only avoided by the sandbagging.

The event caused major concern and disruption to the residents of the area and considerable adverse publicity in what was, elsewhere in the city, a successful operation.

3.4 Investigation

Section 2 clarifies the responsibilities of the flood risk authorities and section 3.1 the history of the flood defences. The bodies responsible for the defence of this area are

- The EA – protection from overland flows
- YWS – protection from flooding from the sewerage system by ensuring that they continue to function.

The investigation was carried out by the CYC Flood Risk Management Team. Information was gathered both during the event and from subsequent liaison with YWS and the EA. The investigation was aided by the occurrence of two further significant but lesser flood events, in November 2012 when the river peaked at 4.65m ASL on 28 November, and at the New Year when it peaked at 4.35m ASL on 1 January. The November event threatened the area with flooding from the same source, but was managed by YWS with extra pumps that were put in place prior to the event. Due to remedial work that YWS carried out in December the

sewerage systems appeared to operate satisfactorily during the New Year event and also a subsequent lesser event at the end of January.

It was clear from observations on site that the flooding occurred through the sewerage systems serving the area and that the extent of it is directly related to the river level. It is also clear that the reason for this is the ingress of river water into these systems due to leaking penstocks and possibly aggravated by the ineffectiveness of the pumping station which is designed to pump all flows from the catchment over a penstock to the sewer outside the protected zone.

To confirm this, the levels at which flooding commences have been compared with river levels and ground levels. Flooding is known to commence when the river exceeds 4.2m ASL at the Viking recorder. From EA modelling the corresponding level at Leeman Road, due to the flow gradient, is approximately 300mm higher, i.e. 4.5m ASL or 9.5m AOD. The ground levels, taken from the YWS manhole records, at the car park and Balfour Street / Stephenson Court junction are:

Location	MH ref.	Cover Level (AOD)
Car park entrance	7407	9.26
Balfour St/Stephenson Court	8408	9.34

Thus a clear connection can be proved between the river level and the onset of flooding through the sewerage systems. As the river level rises greater areas of road become affected and properties in their vicinity are at risk of internal flooding.

Emergency action to reduce the levels in the sewerage systems was taken by YWS using two temporary pumps at the following manholes:

1. The manhole on the combined system at the north end of Lincoln Street (7605)
2. The manhole on the surface water sewer at the junction of Swinerton Avenue and Balfour Street, (8507), which also has an overflow connection into it from the head of the adjacent foul sewer.

The cover and invert levels of these are:

MH ref.	Invert Level (AOD)	Cover Level (AOD)
7605	8.38	9.73
8507	8.60	10.03

A comparison of the invert levels at these pumping locations with the ground levels at the flood locations demonstrates that this pumping can have an effect on levels in the sewerage systems and alleviate flooding. However the level in the system can, at best, only be drawn down to about 600mm below the lowest ground levels due to the manholes being near to the heads of their respective systems. Ideally, for temporary pumping to be most effective, pumps should be located further down the systems but this would require very long delivery hoses to discharge to the river and is not feasible. Therefore the key to the temporary pumping being effective, should it be required, is to ensure that the pumps have sufficient capacity to match the leakage entering the sewerage systems and are deployed early in an event if the need is identified from on site monitoring.

3.5 Reasons for ingress of river water into the sewerage systems

Having established the flooding mechanism, the causes are concluded to be one or more of the following:

1. Leakage of river water through penstock(s) due to:
 - operational error
 - failure to close due to damage, blockage, lack of maintenance or dilapidation due to age.
2. Failure of the pumping station due to:
 - operational error
 - equipment malfunction or breakdown

3.6 Information requested

Having reached the above conclusion YWS were requested to provide, in accordance with Section 14 of FWMA, details of:

- Their operating procedure for the installation.
- Maintenance records for the penstocks and pumping station.
- Findings on standing down the installation after the flood.

3.7 Information provided

An operating procedure plan for the penstocks and pumping station, and guidance notes covering all of the flood defences in the City has been provided and are included as Annex 3. It can be seen that the procedure is the same as the one inherited from CYC and the guidance notes are clear and very similar to those followed by CYC.

An audit trail of maintenance has been difficult to establish but since the events YWS has reviewed its procedures and increased maintenance visits to each of the flood defence pumping stations. Each station will receive a monthly visit and include a monthly exercising of all flood defence related penstock valves.

YWS findings on standing down of the flood defence pumping stations found that:

- River water ingress from behind the closed penstock valves was apparent
- Valve no 7 at Jubilee Terrace Pumping Station was stuck in the open position when it should have been closed
- Pump no 1 in Jubilee Terrace Pumping Station had a faulty duckfoot and was not seated correctly, this resulted in a reduction of pumping capacity

4 Discussion

The flood defence has a long history of successfully defending the Leeman Road area. It was first tested in 1982 against the same river level as recently experienced and has been used against numerous subsequent lesser events and also the highest recorded flood in 2000. It is therefore known to be effective, but on several occasions including those discussed in this report, the performance of the sewerage systems has been a cause for concern.

For many years the Council's Flood Risk Management (FRM) team has been concerned that a lack of knowledge by YWS of the complex operational requirements of the system, and a lack of understanding of its strategic importance in flood risk management, has made this area very vulnerable in times of flood. This concern has been further compounded by a lack of continuity of staffing at YWS with local knowledge. The issue was raised with YWS following the flood in 2000 and an incident in 2009, and on both occasions assurance was given by YWS that the company was aware of its obligations and that there were no problems with the installation.

Over the past three years the EA has been developing an improved flood defence scheme for the area, and this received planning approval from CYC in September 2012. Throughout the design process the Council's FRM team has discussed the scheme with the EA stressing the need to engage with YWS to ensure that the raised defences will not be compromised by a failure of the sewerage system, but this had proved to be difficult. However the effect of the flooding has focussed YWS's attention on this matter and following the flood CYC convened a meeting with the EA and YWS to discuss the event and the flood defence scheme. The minutes of this meeting are included in Annex 4 and progress is being made to address the actions identified in the meeting.

5 Conclusion

The conclusion of the investigation is that the flooding in the Leeman Road area in September and November 2012 was due to the ineffective operation of the flood defence measures on the YWS sewerage systems, which are required to complement the EA's overland defences. The reason for this has been established by YWS as:

- incorrect operation of the penstocks
- faults in the penstocks
- faults in the pumping station

6 Recommendations and actions taken

The following recommendations were made to YWS:

Recommendation 1

Carry out an investigation to determine the exact cause of the flooding.

Action taken

Investigation completed and cause identified.

Recommendation 2

Take appropriate steps to ensure the resilience of their equipment which is required to protect the Leeman Road area from flooding through the sewerage systems.

Action taken

Penstock no 7 has been freed and greased and is now operating as designed. The increase in maintenance and regular exercising should reduce the risk of this and the other penstocks sticking open significantly.

Pump no 1 in the pumping station has been repaired and is now operating as designed.

The issue of river water ingress will be addressed to a large degree, with the installation of new penstocks as part of the Water End Flood Alleviation Scheme.

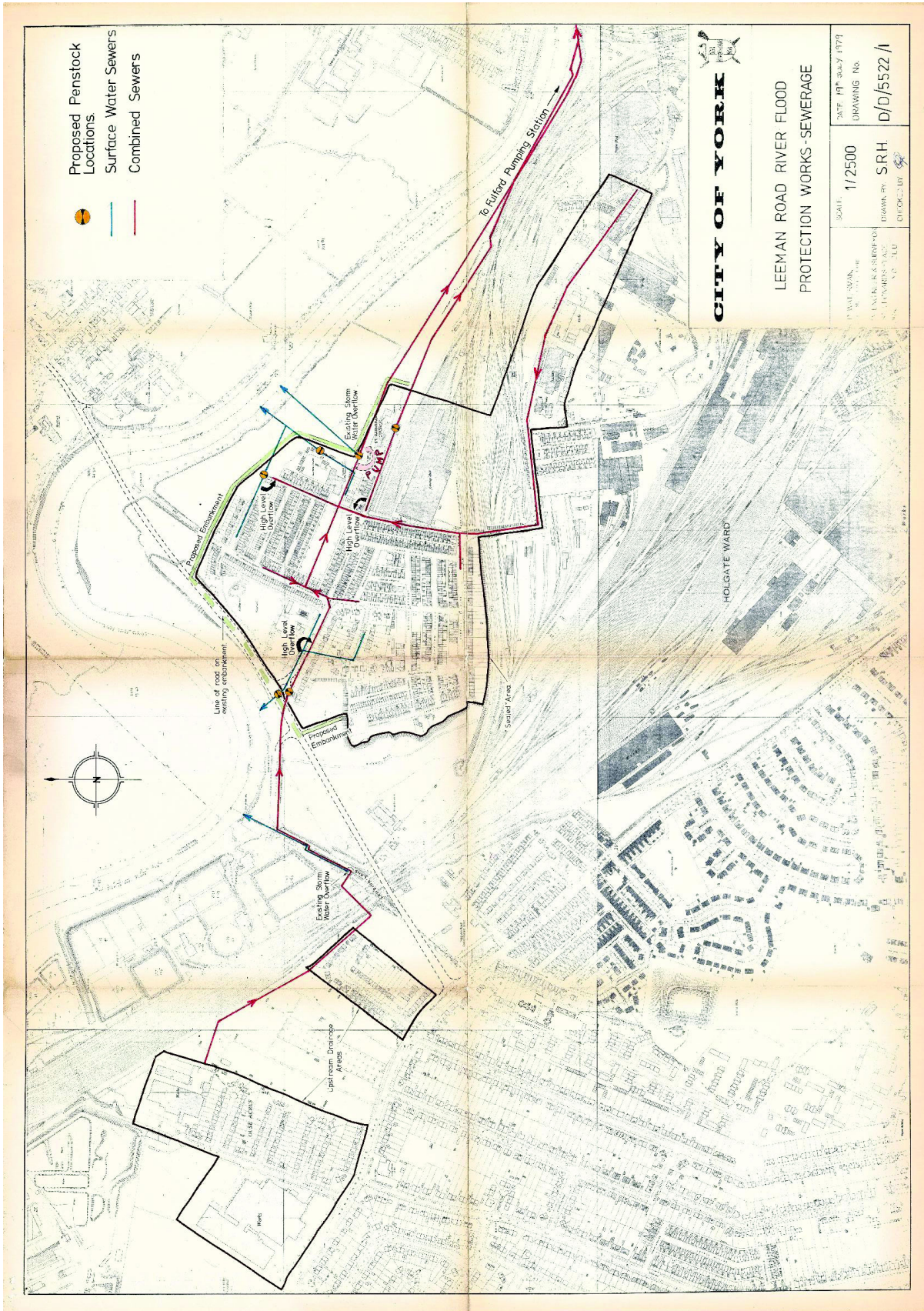
Recommendation 3

Fully engage with the EA in the development of the improved flood defence scheme for the Leeman Road area to provide confidence that the new defences will not be compromised by faults in the sewerage systems.

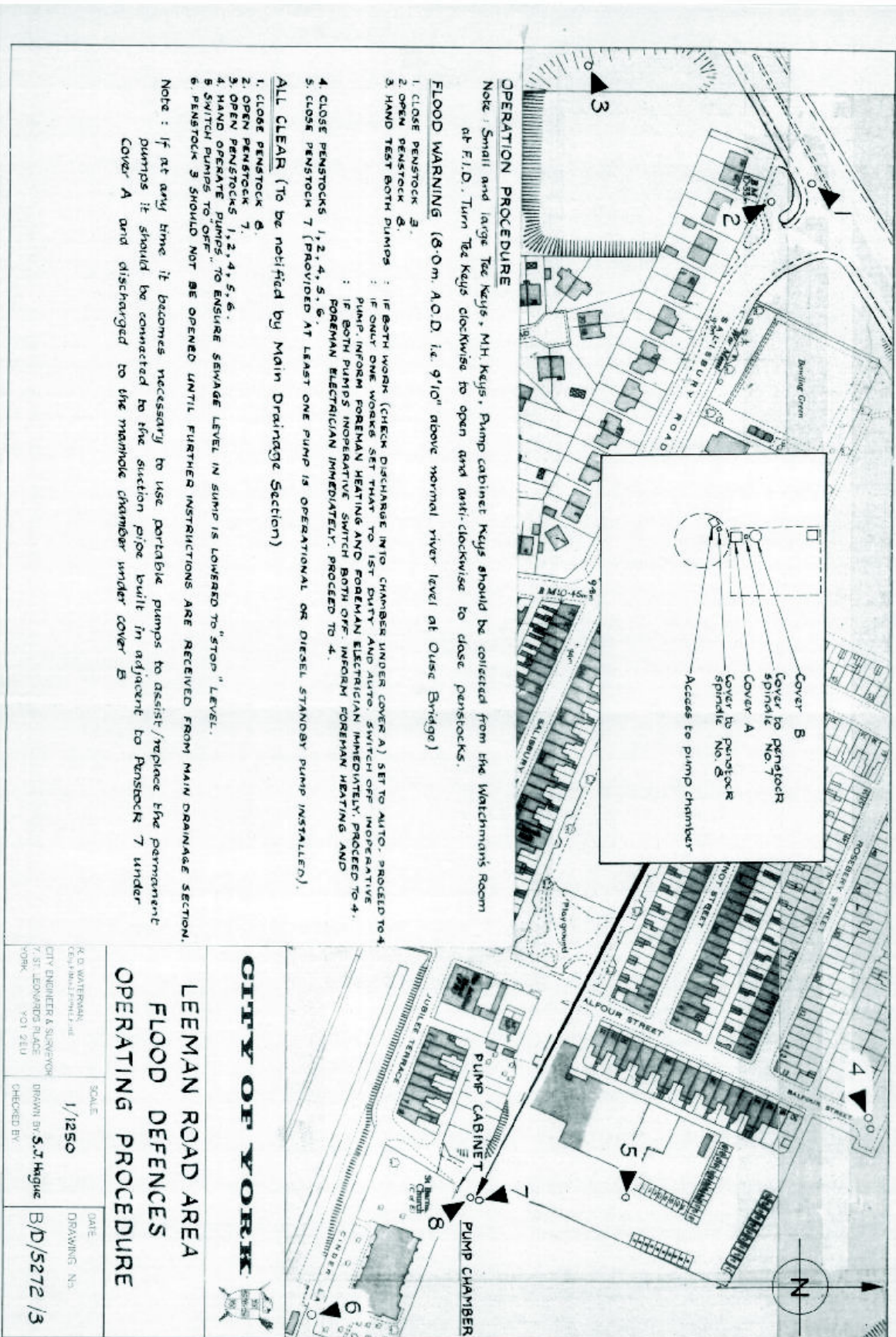
Action taken

YWS have confirmed that it is fully engaged with the EA on the development of the flood defence scheme

Annex 1: Flood defence concept drawing



Annex 2: York City Council Operating Procedure



OPERATION PROCEDURE

Note: Small and large Tee Keys, MH Keys, Pump cabinet Keys should be collected from the Watchman's Room at F.I.D. Turn Tee Keys clockwise to open and anti-clockwise to close penstocks.

FLOOD WARNING (6.0m. A.O.D. i.e. 9'10" above normal river level at Cluse Bridge)

1. CLOSE PENSTOCK 8.
2. OPEN PENSTOCK 7.
3. HAND TEST BOTH PUMPS : IF BOTH WORK (CHECK DISCHARGE INTO CHAMBER UNDER COVER A) SET TO AUTO. PROCEED TO 4. IF ONLY ONE WORKS SET THAT TO 1ST DUTY AND AUTO SWITCH OFF INOPERATIVE PUMP. INFORM FOREMAN HEATING AND FOREMAN ELECTRICIAN IMMEDIATELY. PROCEED TO 4.
4. CLOSE PENSTOCKS 1, 2, 4, 5, 6. IF BOTH PUMPS INOPERATIVE SWITCH BOTH OFF. INFORM FOREMAN HEATING AND FOREMAN ELECTRICIAN IMMEDIATELY. PROCEED TO 4.
5. CLOSE PENSTOCK 7 (PROVIDED AT LEAST ONE PUMP IS OPERATIONAL OR DIESEL STANDBY PUMP INSTALLED).

ALL CLEAR (To be notified by Main Drainage Section)

1. CLOSE PENSTOCK 6.
2. OPEN PENSTOCK 7.
3. OPEN PENSTOCKS 1, 2, 4, 5, 6.
4. HAND OPERATE PUMPS TO ENSURE SEWAGE LEVEL IN SUMP IS LOWERED TO "STOP" LEVEL.
5. SWITCH PUMPS TO "OFF".
6. PENSTOCK 3 SHOULD NOT BE OPENED UNTIL FURTHER INSTRUCTIONS ARE RECEIVED FROM MAIN DRAINAGE SECTION.

Note: If at any time it becomes necessary to use portable pumps to assist/replace the permanent pumps it should be connected to the suction pipe built in adjacent to Penstock 7 under Cover A and discharged to the manhole chamber under cover B.

CITY OF YORK

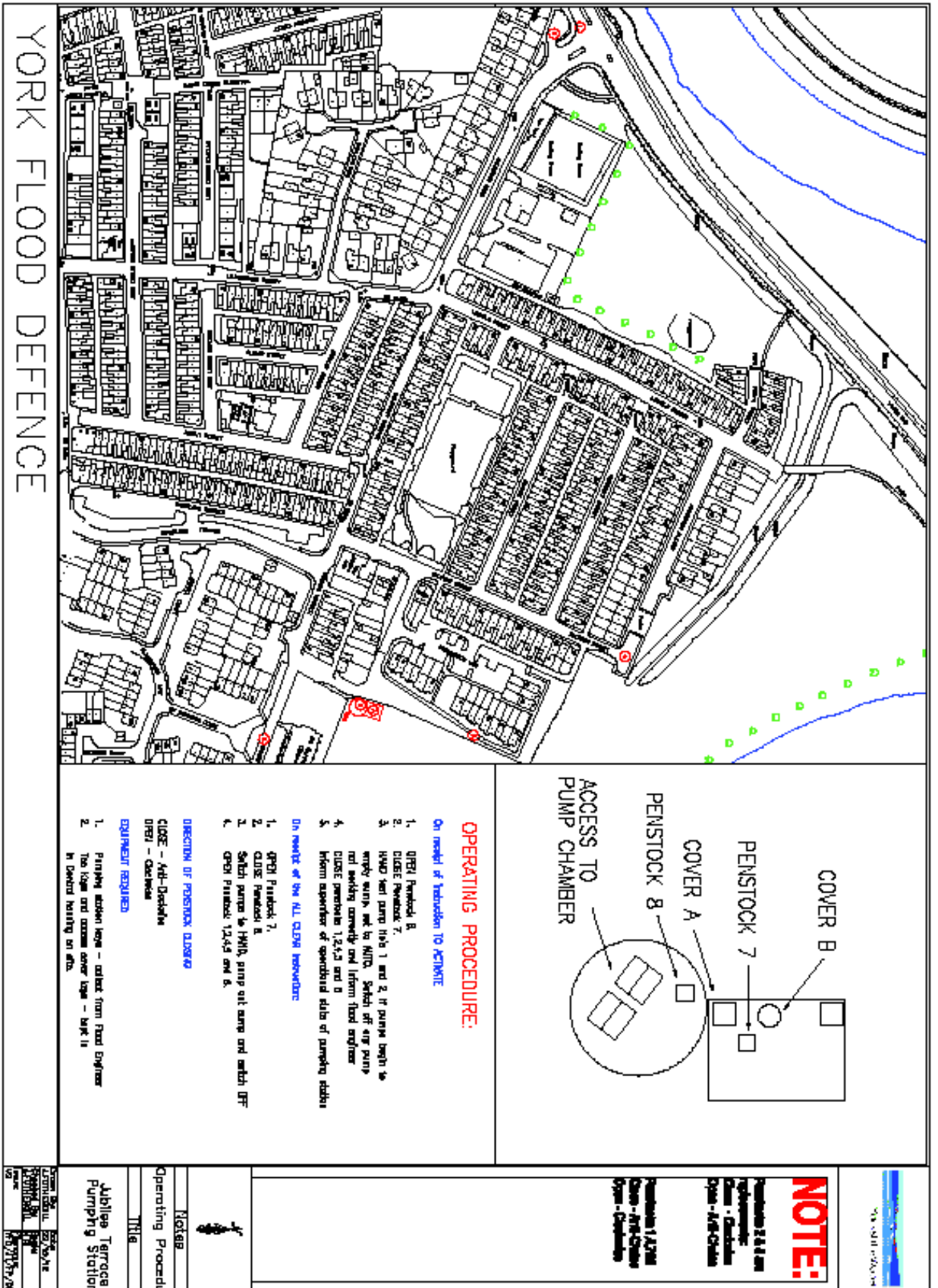
LEEMAN ROAD AREA

FLOOD DEFENCES

OPERATING PROCEDURE

K.D. WATERMAN CEN. MAINTENANCE DEPT.	SCALE 1/1250	DATE DRAWING No.
CITY ENGINEER & SURVEYOR 7, ST. EDWARDS PLACE YORK YO1 2EU	DRAWN BY S.J. Hague	B/D/5272 /3

Annex 3: Information from YWS - Operating procedure



Annex 3 continued: Information from YWS – Guidance Notes

**City of York
Flood Defences**

Guidance Notes on the Management of the
Pumping Stations and Penstocks during Periods
of High River Level.

1. On receipt of a Flood Watch from the Environment Agency when a river level of 3.0 m (above normal at Ouse Bridge) is predicted, Yorkshire Water Services Sewerage Field Team Personnel will consider the need to activate our defences.
2. On receipt of a Flood Warning or in any event at least 4 hours before a flood level of 3.8 m (above normal river level at Ouse Bridge) is expected the closing down procedure must be implemented.

Under certain circumstances the close down may be delayed but only subject to agreement of a WW Ops Contact or the Area Manager.

3. "Closing down" procedures should, where possible be organised so as to be carried out during normal working hours. This must be a 3 man team
4. Arrangements should be made for pumps and penstocks at each location to be observed and confirmed operational by the nominated personnel every 6 hours (or more frequently in the event of rain, or as directed by the Ops contacts.

To assist in the accurate accounting of costs sustained during the incident, records of time spent on each operation should be kept and an internal order set up.

- a) Duty Manager to inform Regional Engineering Services (i.e. Derek Wild's team) in order for emergency pumps (Scargill) to be brought into a state of readiness.
5. If, at any time there is a failure of any pumps, power supply, penstocks or if very high water levels in local man holes are noted, a WW Ops Contact or the YWS Scheduling team must be informed. FLOODING OF HUNDREDS OF HOMES COULD OCCUR.

On receipt of a report of any failure an Ops Contact in conjunction with the Environment Agency will assess the situation and decide upon the appropriate course of action. In any event a significant incident should be raised by the Duty Manager or Area Manager.

IN ADDITION THE YWS AREA MANAGER SHOULD BE INFORMED AND CONSIDERATION MUST BE GIVEN FOR DECLARING A SEVERE FLOOD WARNING IN CONJUNCTION WITH THE ENVIRONMENT AGENCY.

6. The systems should only be restored to a non-flood configuration when the instruction is received from YWS WW Ops Contacts following consultation with the EA over current river levels. At this stage the river level at Ouse Bridge will be less than 2.5m above normal and dropping with a good forecast.

(ALL CLEAR SITUATION)

Appendix 3.

City of York
Flood Defences

Situation in areas requiring protection by the following pumping stations:
(all levels above normal Ouse Bridge – 5.0 AOD)

1. Jubilee Terrace
Roads are affected by floods of 3.8 m – 4.0 m
11 Houses are affected by floods of 4.0 m – 4.2 m
2. Lower Ebor Street
Roads are affected by floods of 3.8m – 4.0 m
12 houses are affected by floods of 4.0m – 4.2m
3. Holgate Beck / St George's Place
Road in Hamilton Drive East affected by floods of 4.2 m – 4.4 m
28 houses in Beech Avenue affected by floods of 4.4 m and 4.6 m
4. Westminster Road / Bur Dike
Roads in Water Lane are affected by floods of 3.8 m – 4.0 m
12 houses are affected by floods of 4.8 m – 5.0 m
5. Longfield Terrace
Roads are affected by floods of 3.8 m – 4.0 m
5 houses are affected by floods of 4.2 m – 4.4m
6. Marygate
Roads are affected by floods of 3.8 m – 4.0 m
8 houses are affected by floods of 4.0 m – 4.2 m
7. North Street
Environment Agency close barrier etc at 3.0 m (Gate 5) and at 3.50 m (Gate 1,2,3 and 4)
YWS Sewerage Field Team operates the pumping station between 3.0 m and 3.8 m
A.O.D.
8. Castle Mills
Castle Mills Pumping Station to be checked to ensure that it has automatically operated –
liaise with the Environment Agency Barrier Staff.

Appendix 5.

Station	No.	Item	Size	Turns	Chamber Depth(m)	Access
Jubilee Terrace	1	Penstock	225	32	3	major c/w but nr kerb
Jubilee Terrace	2	Penstock	375	25	1.9	c/w turning head
Jubilee Terrace	4	Penstock	225	35	2.8	half four st turning head
Jubilee Terrace	5	Penstock	375	22	4	footpath os No 10
Jubilee Terrace	6	Penstock	225	32	3.5	by church in cycle path
Jubilee Terrace	7	Penstock	975	71	3.5	pump station in field
Jubilee Terrace	8	Penstock	300	35	3.5	pump station in field
Lower Ebor Street	1	Penstock	225	24	2.5	back alley
Lower Ebor Street	2	Penstock	150	12	2.8	c/w cul-de-sac de sac
Lower Ebor Street	3	Penstock	150	12	2	c/w cul-de-sac de sac
St Georges Place	1	Penstock	450	40	6	c/w cul-de-sac de sac
Wesminster Road	1	Penstock	525	40	4	pump station in field
Wesminster Road	2	Penstock	525	40	4	pump station in field
Wesminster Road	3	Valve	150		3	pump station in field
Wesminster Road	4	Valve	150		3	pump station in field
Wesminster Road	5	Valve	225		3	pump station in field
Wesminster Road	6	Valve	150		3	pump station in field
Longfield Terrace	1	Penstock	1200	100	4.5	pump station
Longfield Terrace	2	Penstock	375	38	4.5	pump station
Longfield Terrace	3				4.5	pump station
Longfield Terrace	4				4.5	pump station
Longfield Terrace	5				4.5	pump station

Annex 4 Minutes of CYC/EA/YWS meeting

Water End Flood Alleviation Scheme**Meeting 16 October 2012**

Attendance:

CYC Mike Tavener, Brian Hebditch, Jim Cavanagh, Richard Wells
 EA – Helen Tattersdale, Mark Fuller
 YWS – Gary Collins

Background information

The River Ouse rose during the early part of the week commencing 24 September 2012 and peaked at 10.08m on 26/27 September measured at the Viking recorder. This was approximately the same level as in 1982 and both the overland defences and the YWS operations should have been capable of completely protecting the Leeman Road area from flooding, as has been achieved many times before, including 1982.

While the overland defences performed satisfactorily, flooding occurred through the combined sewerage system which should have been sealed from the river by a number of penstocks, with flows from the area being pumped by a flood pumping station onwards downstream. Similar flooding occurred in 2000 and 2009, and CYC have long had doubts about the operation of the defences on the sewerage system for which they had previously been responsible under the agency agreement.

The flooding affected several roads, necessitating the closure of Salisbury Road & Terrace, a major route into the City. Flooding of properties was only avoided by sandbagging. This caused major concern and disruption to the residents of the area and considerable adverse publicity in what was, elsewhere in the city, a successful operation.

Following this event, and in view of the imminent upgrading of the EA's defences, it was considered prudent to convene a meeting to:

- discuss the flood event,
- analyse why there was a failure in the defence of the area,
- use the information to inform the detailed design of the forthcoming scheme to ensure that it would not suffer failure.

Flood event and analysis

		Action
1	The river reached the same level as in 1982 but a failure of the sewerage system caused flooding. It was agreed that the cause of the flooding was ingress of river water into the sewerage system.	
2	YWS have found no clear reason for this, but acknowledge that it was the cause. Unfortunately there does not appear to be a detailed record of the status of individual penstocks made as the system was stood down, though this was suggested by CYC, which may have shed some light on the cause of the failure.	
3	YWS gave an assurance that they are clear about the operating procedure for the system and that it was followed.	
4	YWS are employing a consultant to check the penstocks and identify any remedial work required. They are considering the installation of status indicators on the penstocks. They are confident that once this is done the system will be fit for purpose.	YWS
5	Two penstocks were replaced some time ago and the direction of turn for open/close may be inconsistent with the originals. This will be checked in the survey.	YWS
6	Although YWS claimed that there was a maintenance regime in place for the penstocks and pumping station CYC engineers were not convinced based on observations and experience at other YWS flood installation locations. It would be beneficial to see evidence of this maintenance, in the form of contractor records.	YWS

7	CYC expressed concern that the pumping station may not have been operating on a duty/assist basis to maximise its output, as they understand that it is YWS policy to operate PSs on duty/standby. Due to the specific requirements of this operation this is unlikely to provide sufficient capacity, particularly if there is a rainfall event in the catchment. YWS undertook to investigate and change their procedure if necessary.	YWS
8	The PS is equipped with telemetry but YWS were unclear what action a high wet well alarm will trigger.	

The detailed design of the forthcoming scheme

9	The EA is confident that their design has taken into account all possibilities of overland flow and underground seepage and therefore the new defence will seal the river from the Leeman Road housing area. It is absolutely essential that the defences are not compromised by the sewerage system and that the opportunity should be taken to review the design with the experience of the flood still clear.	
10	CYC expressed doubts that the proposed upgrading of the penstocks in connection with the scheme would be effective based on their understanding of the sewerage system and experience in operating it as YWS agents prior to 1998. They requested that the design be reviewed in detail by EA/YWS to ensure that there will be no chance of failure when the defences are upgraded. EA agreed that this is necessary and EA/YWS have arranged a meeting to discuss this in detail. GC will ensure that YWS is appropriately represented so that decisions can be made. CYC are willing to attend if requested.	EA/YWS (CYC?)
11	CYC were also concerned that the pumping station may not be satisfactory under the increased river design head. There have also been changes in the catchment since the PS was built 30+ years ago which may have increased flows. They would like YWS to check the capacity of the PS and model the catchment. YWS will consider.	YWS
12	Even with the assurances that the sewerage system would operate satisfactorily under flood conditions CYC requested that YWS look at including in their operating procedure a contingency for emergency pumping, identifying suitable locations and pump requirements. It would be unacceptable for a repeat of the September event to occur.	YWS

Other

13	CYC is preparing a report into the flooding under s19 of the Flood and Water Management Act to formally identify the reason for flooding, the responsible flood risk management authorities and solutions. The above discussions will form the basis of the report.	
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M Tavener
Flood Risk Manager
City of York Council
18 October 2012



**Decision Session – Cabinet Member for Planning,
Transport & Sustainability**

18th April 2013

Report of the City Centre Access Ad Hoc Scrutiny Committee

City Centre Access Scrutiny Review

Summary

1. This report sets out the findings of the City Centre Access Ad Hoc Scrutiny Committee and asks the Cabinet Member to take these into consideration when making further decisions on both the ongoing Footstreets Review and access to the city centre more generally.
2. Councillor Gillies, the Chair of the Ad Hoc Scrutiny Committee will be in attendance at the meeting to present this report and its associated appendices.

Background

3. In June 2011 Councillor Gillies submitted a scrutiny topic in relation to access and Footstreet enforcement in the city centre which was progressed to review. The following remit for the Ad Hoc Scrutiny Committee to work to was subsequently agreed:

Aim

4. How do we minimise vehicular movement in the city centre footstreets and immediate area to ensure the safety of pedestrians?

Key Objectives

- (i). Do changes need to be made to the City Centre Area Action Plan/City Centre Access Study/Footstreets Policy to ensure:
 - Appropriate disabled access and parking provision
 - The safety of pedestrians during footstreet hours
 - City Centre cycle storage facilities

(ii). How could City of York council and the Police improve partnership working in order to fully enforce the Footstreets policy, including understanding:

- Who is responsible for what currently and should there be any changes
- The current barriers to enforcing the policy

5. Over a series of meetings the Ad Hoc Scrutiny Committee considered various pieces of evidence culminating in them submitting a report to Corporate and Scrutiny Management Committee (CSMC) on 12th November 2012. This report set out their findings and some concerns over process and the support they had received during the course of the review; this is attached at **Appendix A** to this report.
6. On consideration of the report CSMC agreed that there was no further role for the Ad Hoc Committee. However they did feel one further meeting should be held to fully collate the Committee's findings prior to them being presented to the Cabinet Member for consideration. This meeting was held on 20th February 2013 and in addition to agreeing to formally submit the information at **Appendix A** to this report the Ad Hoc Scrutiny Committee discussed further some of their concerns and these are attached as **Appendix B** to this report.

Consultation

7. The Ad Hoc Scrutiny Committee consulted with various officers and North Yorkshire Police during the course of this review.

Options

8. There are no direct options, other than the Cabinet Member being asked to take all or some of the Ad Hoc Committee's findings and concerns into consideration when making further decisions on the ongoing Footstreets Review and on city centre access issues more generally.

Analysis

9. The Cabinet Member is asked to consider the information at **Appendices A & B** to this report and agree to take the views of the Ad Hoc Scrutiny Committee into consideration when making any further decisions in relation to the ongoing Footstreets Review and other city centre access matters.

Council Plan 2011-2015

10. The work of the Ad Hoc Scrutiny Committee directly related to the 'Get York Moving' theme set out within the Council Plan 2011-15. As part of the 'Get York Moving' theme there is a commitment to look at 'improving movement in the city centre.'

Implications

11. There are no known implications associated with the recommendations in this report. However, many of the ideas raised in the appendices to this report may have implications. These will need to be considered by the Cabinet Member as part of the decision making process directly related to the ongoing Footstreets Review.

Risk Management

12. There are no known risks associated with the recommendations within this report. However, risks may arise dependent on which, if any, of the ideas contained within the appendices to this report the Cabinet Member may choose to implement as part of the ongoing Footstreets Review.

Recommendations

13. The Cabinet Member is asked to agree to take into consideration the findings and concerns of the Ad Hoc Scrutiny Committee when making further decisions on the ongoing Footstreets Review and on city centre access issues more generally.

Reason: In order that the views of the Ad Hoc Scrutiny Committee are taken into consideration when further decisions on city centre access matters are made.

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**Report
Approved**



Date 04.03.2013

Specialist Implications Officer(s) None

Wards Affected: Guildhall Ward

All

For further information please contact the author of the report

Background Papers:

None

Annexes

Appendix A Report of the City Centre Access Ad Hoc Scrutiny Committee submitted to Corporate and Scrutiny Management Committee 12.11.2012

Appendix B Further comments of the Ad Hoc Scrutiny Committee from their meeting held on 20.02.2013



Corporate and Scrutiny Management Committee 12th November 2012

Report of the Assistant Director Governance & ICT

Report – City Centre Ad Hoc Scrutiny Committee**Summary**

1. This report is an update to Corporate and Scrutiny Management Committee on the City Centre Access Ad Hoc Scrutiny Review. Councillor Gillies, the Chair of the Committee will be in attendance at today's meeting to answer any questions that may arise.

Background

2. In June 2011 Councillor Gillies submitted a scrutiny topic in relation to access and foot street enforcement in the city centre. This proposed topic was subsequently considered at a scrutiny work planning event held in July 2011 where it was decided that the topic should be progressed to review.
3. At the first meeting of the City Centre Ad Hoc Scrutiny Committee the following remit was set for the review:

Aim

How do we minimise vehicular movement in the city centre footstreets and immediate area to ensure the safety of pedestrians?

Key Objectives

- i. Do changes need to be made to the City Centre Area Action Plan/City Centre Access Study/Footstreets Policy to ensure:
 - Appropriate disabled access and parking provision
 - The safety of pedestrians during footstreet hours
 - City centre cycling storage facilities

ii. How could City of York Council and the Police improve partnership working in order to fully enforce the footstreets policy, including understanding:

- Who is responsible for what currently and should there be any changes
- The current barriers to enforcing the policy

Progress on the Review to date

4. Since beginning this review the Committee have met as follows:

14th November 2011

5. This was a formal meeting of the Ad Hoc Scrutiny Committee. Members considered a draft remit for the review, eventually agreeing on that set out at paragraph 3 of this report.
6. At this meeting Members were made aware that there was already ongoing work in respect of the Footstreets Review and the City Centre Movement and Accessibility Study. It was agreed that it was important not to duplicate work that was already ongoing.
7. Members also agreed that it would be useful to visit some of the key areas within the city centre to look at access points, disabled parking provision and accessibility/safety hazards for pedestrians.

22nd November 2011

8. This was an informal meeting of the Ad Hoc Scrutiny Committee, who in the first instance, walked around the city centre to look at issues in respect of access and enforcement. The visit was timed to allow Members to look at the situation both before and during footstreet hours.
9. The situation was assessed at a number of points across the city centre and a number of initial and immediate observations were made, namely;

i. Davygate

- The large traffic sign that is in place is ugly in design and lacks clarity (e.g. it is unclear whether cyclists are permitted)
- The installation of a rising bollard may curtail traffic movement but would be expensive to install and maintain and may not be an appropriate option
- Consideration could be given to focussing on street design rather than relying on signage, for example the entry to Blake

Street could be altered to better deter unauthorised motorists from entering the street

ii. St Sampson's Square

- Once the disabled parking spaces are filled, this area becomes a through route for motorists looking for a place to park
- Members commented on the apparent inconsistencies in the issuing of blue and green badge permits, including misuse of the scheme by some people
- When events were taking place in St Sampson's Square the number of parking spaces was reduced but this appeared to be generally accepted by traders and the public
- The use of the area as a drop off point for people using the St Sampson's Centre was noted.

iii. King's Square

- The traffic congestion in this area was noted as vehicles sought to leave the footstreets area by 11am. This was exacerbated by utility work that was taking place
- Concerns were expressed regarding the signage at the entry to Low Petergate
- The narrow pavements make it difficult for pedestrians, particularly those with pushchairs or using wheelchairs
- The evening parking that is available in Goodramgate raises awareness of this route into the city centre

iv. St Saviourgate/Colliergate junction

- A very busy junction with a high number of vehicles turning left
- Taxis were seen driving down Fossgate, although only loading was permitted

v. Parliament Square/Piccadilly/Coppergate junction

- Looking towards Merchant Gate, the pinch point was noted.
- The taxi rank was not used; consideration could be given to alternative uses
- A bullion van was parked in the footstreets but delivering to premises outside of the footstreets area.
- Consideration could be given to relocating the cycle racks currently in Parliament Street
- The plans to demolish the building housing the toilets in order to open up the vista of Parliament Square were noted (this has now been demolished)

- vi. Low Ousegate/Spurriergate junction and Coney Street
 - The use of bollards was noted – these were installed and removed manually at the start and finish times of the footstreet hours
 - A cyclist was seen riding down Coney Street
10. At the informal meeting of the Committee after the above visit, Members were made aware, by the Chair, that the York Civic Trust had produced a survey of traffic around Coppergate in April 2011. It was agreed that a representative of the Trust be invited to a future meeting to discuss the survey's findings with the Committee. The Ad Hoc Scrutiny Committee was due to do this as part of a consultation process referred to later in this report.
11. Discussions also took place around the theme of the second key objective of the remit set for this review. It was acknowledged that there were various difficulties in enforcing the footstreet arrangements that were currently in place. The following were also mentioned:
 - It was unlikely that the Government would enact Part 6 of the Traffic Management Act (relating to the civil enforcement of moving traffic offences)
 - Details of a scheme in operation in Oxford whereby CCTV was used to assist in enforcement, including arrangements that had been put in place in respect of bus lanes. In relation to the above a motorist who had been issued with a penalty notice, had challenged the decision and had taken the case to the High Court but the judge had ruled in favour of the local authority. Although officers were asked to give clarity as to whether this type of arrangement was something that York could consider, this was deferred in light of the consultation referred to at a later part in this report.
 - It was suggested, in Oxford, that the local authority had provided CCTV evidence to Police/Crown Prosecution Service who had then taken action.
 - It was noted that exemptions to enforcement measures were in place, including bullion vans and vehicles from the various utility companies.
12. Members referred to the congestion in the Coppergate area of the City and felt that this could make some members of the public reluctant to travel by bus; the congestion making it less likely that buses would keep

to their timetable. Members initial thoughts were that action would need to take place to alleviate this; they therefore requested that a representative from the Quality Bus Partnership and a representative from a taxi company be invited to a future meeting to discuss this matter further. Again, these parties were to be consulted by the Ad Hoc Scrutiny Committee as part of the consultation process on the Footstreets Review referred to in a later part of this report.

13. At this stage of the review the Ad Hoc Scrutiny Committee agreed that the arrangements that were currently in place within the city centre were not working effectively in the areas identified in the above paragraphs.

19th December 2011

14. At this, the second informal meeting of the Committee, Members considered the following:
 - A briefing note on City of York Council's Traffic Regulations (which was discussed with CYC officers and a representative from North Yorkshire Police) – this detailed the City of York Council's Traffic Regulations which are contained in four traffic orders namely:
 - Parking, Stopping and Waiting Order
 - Traffic Management Order
 - Speed Limit Order
 - Off-Street Parking Places Orders
 - A report which had been presented to the Cabinet Member for City Strategy on 1st December 2011 entitled 'City Centre Footstreets Review' and the decisions he made at that meeting
 - An e-mail from a Member of the Ad Hoc Scrutiny Committee containing options for raising pedestrian safety in the city centre
 - Potential consultation questions to put to key groups in the city who may be affected by any recommendations made by the Committee
15. The Committee sought the views of both CYC officers and a North Yorkshire Police Officer regarding partnership working to enforce the footstreets policy.
16. The City of York Council's City Centre Enforcement Officer highlighted the following issues:
 - The Council has limited powers in terms of enforcement and does not have the power to stop moving traffic
 - There are particular problems with vehicles using Goodramgate and Davygate

- Signage is too high and not always clear to understand
- It is difficult to identify vehicles with disabled drivers or passengers as often permits are not displayed until the vehicles are parked
- There is abuse of the permit scheme
- Because taxis are permitted to drop off and collect permit holders, it is difficult to ascertain if taxis are in the area legitimately
- Deliveries to shops needed to be taken into consideration and there needed to be enough loading/unloading bays available

17. The North Yorkshire Police Officer detailed the following concerns:

- Signage is poor and is too high to be easily visible. A case is currently going through the Courts in relation to signage in Coppergate
- The city has good Park and Ride facilities and the buses drop people off close to the city centre. Could more be done to encourage more use of this provision to discourage vehicles from entering the city centre?
- Many of the problems originate at Goodramgate
- Consideration should be given to a bollard type arrangement at Church Street/Colliergate and at St Helen's Square
- There should be greater consistency in footstreets times
- A very high number of tickets are being issued. More could be issued if officers were available but the Police have to prioritise.
- Some drivers find it difficult to understand the differences between the blue badge and the green badge schemes, particularly when signage refers to 'permit holders'
- Not all cyclists abide by one way systems. Because of the lack of repeater signs it is sometimes difficult to issue tickets to offenders. The footstreet signage does not explicitly show no cycling and some cyclists do not class themselves as vehicular traffic
- Most of the complaints that the Police received related to motor vehicles in the city centre rather than cyclists
- PCSOs (Police Community Support Officers) do not have the power to stop moving traffic

18. In addition to the above discussions Members commented on:

- The need to ensure sufficient, secure and covered parking for cyclists. However, they did query whether this should be situated within pedestrian areas. It was noted that at the moment it was permissible to use the cycle parking facilities in the footstreet areas

without actually being able to cycle there. An added complexity was the fact that the cycle parking facilities could be used after footstreet hours, when it was also acceptable to cycle in these streets.

- The footstreet hours – some thought these should be from 10am to 4pm whilst others felt that they should be extended to 5pm.
- It was noted that whilst it was a highways offence to cycle on pavements, this legislation did not extend to footstreet arrangements.

19. Further discussions ensued on some of the points raised above; in particular in relation to the following;

- It is apparent from evidence received to date that there is an issue about the clarity of current signage. The 'Reinvigorate York' initiative includes proposals to de-clutter where possible. There needs to be less signage but it has to provide greater clarity.
- One way in which it could be made clearer that an area is pedestrianised is by changing its physical appearance so that people are aware that they are moving from one type of environment to another – however, this may be cost prohibitive
- Consideration is being given to addressing issues in respect of moving and non-moving traffic offences, including the legalities of enforcement in respect of bus lanes
- The background of the introduction of the green permit scheme
- Issues in respect of enforcement, including the difficulties that would be faced in reducing traffic in the city centre unless bollards were used
- There was some confusion in relation to who was empowered to stop traffic and who was not; this led to a general feeling amongst the Ad Hoc Scrutiny Committee that road traffic offences and contravention of local by-laws went largely unenforced within the city centre
- The indiscriminate way that some lorries/vehicles parked when delivering goods outside of the footstreet hours

20. In relation to the report that had been considered at the Cabinet Member for City Strategy's Decision Session Members had questioned how the work of the Ad Hoc Scrutiny Committee fitted with that already taking place on the Footstreets Review and Reinvigorate York. It was explained that the Decision Session had enabled the Cabinet Member to provide direction in respect of the work but further consultation still needed to take place. It was suggested at this point that the Ad Hoc Scrutiny

Committee had input into putting together the consultation that would form part of the Footstreets Review. They would then hold some focus groups with specific organisations to further gauge their views. The Ad Hoc Scrutiny Committee suggested that the following would be a good cross section of organisations to meet with:

- Representative of Reinvigorate York
- Representative from York Civic Trust
- Representative from the retail sector
- Representative from a cycle organisation
- Representative from the Independent Living Network
- Representative(s) from disability groups
- Representative from the Quality Bus Partnership
- Representative from a taxi association
- Representative from Shopmobility

21. The results of this exercise could then have been taken into account by the Cabinet Member as part of the Footstreets Review and would also have helped towards the Ad Hoc Scrutiny Committee formulating some recommendations arising from this review.

Consultation

22. The Ad Hoc Scrutiny Committee consulted with various officers and North Yorkshire Police during the course of this review.

Options

23. Members have the following options:

- Option 1** Agree that there is no further role for this Ad Hoc Scrutiny Committee in relation to this review
- Option 2** Continue the work of this Ad Hoc Scrutiny Committee giving clear objectives in order that it can be completed

Analysis

24. The Cabinet Member for City Strategy attended the meeting of the Ad Hoc Scrutiny Committee on 14th November 2011 and was supportive of this review. He felt that the work being undertaken by the Scrutiny Committee could complement the work already being undertaken on the Footstreets Review (detailed in a report received by him on 1st December 2011). This led to, both the Cabinet Member and the Chair of the Ad Hoc Scrutiny Committee being involved in formulating some consultation

questions which were used as part of this Scrutiny Review and as part of the Footstreets Review.

25. However, there were significant delays in putting together the consultation questions which meant that this review was left uncompleted by the end of the last municipal year. The then Scrutiny Management Committee agreed that due to these delays the review could continue into the 2012/13 municipal year.
26. It was originally envisaged that the Ad Hoc Scrutiny Committee would further consult various organisations as set out in **paragraph 20** to this report as to their thoughts on some of the proposed changes that were highlighted in the consultation document. The purpose of which would have been to gain more in depth information from them. However when the Committee met again on 13th July 2012 it was agreed that due to the time already spent on this review and the delays with the consultation document being produced by City and Environmental Services (this was eventually released towards the end of June 2012 with a deadline for responses of 27th July 2012) this part of the review be abandoned.
27. Whilst the Chair of the Ad Hoc Scrutiny Committee had seen the consultation document and had had some input into the questions contained within it, the actual Ad Hoc Scrutiny Committee did not have sight of the document until their 13th July meeting. With the deadline for the responses to the consultation being 27th July, they felt that they only realistically had 14 days within which to arrange a focus group for several external parties and did not believe this was sufficient time to allow for a good turn out; they therefore abandoned this planned stage of the review.
28. They also acknowledged that the focus groups would really only be duplicating what had already been done via the Footstreet Review consultation and all parties they had planned inviting to a focus group had actually already been consulted via this document. The Committee therefore looked at possible next steps based on the information they had received to date, including the consultation document. On consideration of this they felt trialling a temporary (but manually removal) bollard at the place where St Helen's Square and Davygate met would be the best option. They asked that this be installed for between 6 and 18 months and the results of whether this was working be surveyed and reported back to the Cabinet Member for Transport, Planning and Sustainability.

29. In addition to this they themselves agreed that they would set up a stall in St Helen's Square and write a brief questionnaire asking those in the area what they thought the pros and cons of the temporary bollard were. This was scheduled to take place on 11th September 2012 and a short questionnaire was produced by the Ad Hoc Scrutiny Committee to use on this occasion. However, it was later understood that the bollard could not be installed this quickly as it was subject to the analysis of the results arising from the Footstreets Review Consultation document and the ongoing Access and Mobility Audit. This led to a further meeting of the Ad Hoc Scrutiny Committee taking place on 11th September 2012 in lieu of the above.
30. At this meeting the Committee again considered their next steps and were informed that the Footstreets Review had now finished and the results were being analysed and there had been 180 responses. Secondly they were informed that Cabinet had recently agreed the Reinvigorate York programme and this included new permanent access controls for the Footstreet areas.
31. In light of this officers advised the Committee that they had several ways forward to progress this review namely;
 - Review the responses from the consultation document, specifically those around access controls/disabled parking and analyse them – maybe talking further to some of the respondents to gather more information
 - Receive a presentation from the consultants who have undertaken the city centre Access and Mobility Audit (which would cover the consultants' recommendations and their findings/insights from speaking to interested parties)
32. The Ad Hoc Scrutiny Committee would then be in a position to make recommendations on measures and make the case for any trials/experiments that they thought were necessary.
33. On consideration of the options put to them (**paragraph 23** refers) the Committee decided to recommend to Corporate and Scrutiny Management Committee that there was no further role for the Ad Hoc Scrutiny Committee in relation to this issue. They felt that the options put to them were duplications of what officers and consultants were already undertaking and there was no further value they could add by continuing with this review. However, the Ad Hoc Scrutiny Committee did express their disappointment with the length of time it had taken to reach this

point without actually feeling able to add any value. They also expressed concerns that not enough weight and explanation had been given to the Scrutiny Committee's work in the introductory paragraphs of the Footstreets Review Consultation document. Finally, and in addition to the above the Ad Hoc Scrutiny Committee expressed their dissatisfaction that they had received, what they believed to be contradictory information from different officers about the possibility of and timeframes for installing a trial bollard at the junction of Davygate and St Helen's Square. Overall they felt that an opportunity had been missed to improve the environment of the City of York Council Centre Core and review the enforcement of traffic regulations.

Council Plan 2011-2015

34. This review directly relates to the 'Get York Moving' theme set out within the Council Plan 2011-2015. As part of the 'Get York Moving' theme there is a commitment to look at 'improving movement in the city centre'. Many of the areas being explored as part of this review complement this.

Implications

35. **Financial** – There are no known financial implications associated with the recommendations in this report.
36. **Human Resources** – There are no Human Resources implications associated with the recommendations within this report. However already tight resources have been committed to support this review both in officer and Member time.
37. **Legal** – There are no known legal implications associated with the recommendations within this report.
38. There are no other known implications associated with the recommendations within this report.

Risk Management

39. There are no known risks associated with the recommendations within this report. However there is a lesson to learn in ensuring robust and feasible scrutiny topics are selected and dedicated officer support time identified to support any review undertaken.

Recommendations

40. Members are asked which of the two options set out in **paragraph 23** of this report they wish to support.

Reason: To keep Corporate and Scrutiny Management Committee aware of the progress made on this Ad Hoc Scrutiny Review.

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Report
Approved



Date 24.09.2012

Specialist Implications Officer(s) None

Wards Affected: Guildhall Ward

All

For further information please contact the author of the report

Background Papers:

(Available on request from the Scrutiny Officer)

- City Centre Footstreets Review Report to the Cabinet Member for City of York Council Strategy (and associated annexes and decision) – 01.12.2011
- Briefing Note – City of York Council of York Council's Traffic Regulations (*considered by the Ad Hoc Scrutiny Committee on 19.12.2011*)
- City Centre Footstreets Traffic Management Review – Consultation Document

Annexes

None

Concerns raised at the 20th February 2013 meeting of the City Centre Ad Hoc Scrutiny Committee

1. The Ad Hoc Scrutiny Committee acknowledged that progress had been made with extended and standardised hours of Footstreet operation (10.30am to 5pm for 7 days a week), the forthcoming introduction of a temporary/experimental access scheme/bollard at Davygate due to start in March 2013 and run for 18 months and changes to traffic flow and access to St. Sampson's Square via Church Street.
2. Cycling in the pedestrianised zone – it was the view of this Committee that cycling should not be permitted in designated pedestrian areas.
3. Cycle Racks in the Footstreets area – the Ad Hoc Committee reiterated their concerns around cycle racks within the Footstreets area, particularly in Parliament Street. They felt that this sent out a mixed message that it was okay to cycle in the Footstreets area. They suggested these be removed and alternative cycle parking be provided outside of the pedestrianised area. There is a further reference to this at paragraph 9 (v) of **Appendix A**.
4. Enforcement in the city centre – the Ad Hoc Scrutiny Committee appreciated that the temporary/experimental measures being introduced (bollard at Davygate and change to traffic flow around St. Sampson's Square) would go some way to 'self-regulating' traffic flow within and access to the city centre. However there were still ongoing issues regarding enforcement of traffic regulations within the city centre.

Currently the rules do not allow for a council enforcement officer to stop a moving vehicle; this can only be done by a Police Officer. However there seemed to be some confusion as to what was and what wasn't civil enforcement, with some concern over whether this had an impact on the amount of enforcement undertaken.

The Ad Hoc Scrutiny Committee felt that the enforcement of traffic regulations within the city centre had been ignored for too long and there seemed to little point in having any regulations if these were not enforced more rigorously. There were currently a wide variety of regulations in the city centre and work was being undertaken to try to streamline these to make them easier and more manageable.

The Ad Hoc Committee also raised concerns about the proposed restructuring of the city centre enforcement team with the city wide enforcement teams (as set out in this year's budget papers). They sought assurance that there would be a dedicated enforcement officer for the city centre in order that traffic regulations could be enforced.

In addition to this, the Ad Hoc Scrutiny Committee reiterated that enforcement was for all vehicles found breaking the traffic regulations within the pedestrianised area, including bicycles.

Coppergate – Discussions were had with officers around some proposals to change traffic movement along Coppergate. Officers were working with North Yorkshire Police to look at different ways of managing traffic in Coppergate and to effectively make it into a 'bus lane' during peak hours by the introduction of an access only traffic measure. This idea had been modelled on one that had been put in place in Oxford and it was understood to be enforceable.

The Ad Hoc Committee were pleased to hear that there was ongoing work around this; however they hoped that any measures that were put in place were watertight and also fully enforced.

The Ad Hoc Committee also requested that they be copied into any consultation/review work regarding the above mentioned Coppergate proposals.



18 April 2013

Cabinet Member for Transport, Planning and Sustainability

Report of the Director of City and Environmental Services

City and Environmental Services Capital Programme – 2013/14 Budget Report

Summary

1. This report sets out the funding sources for the City and Environmental Services Planning & Transport Capital Programme, and the proposed schemes to be delivered in 2013/14. The report covers the Integrated Transport and CES Maintenance allocations.

Recommendations

2. The Cabinet Member is requested to:
 - i. Approve the proposed 2013/14 City and Environmental Services Capital Programme as set out in this report and Annex 1.

Reason: To implement the council's transport strategy identified in York's third Local Transport Plan and the Council Priorities, and deliver schemes identified in the council's Transport Programme.

Background

3. Following approval at Full Council on 28 February 2013, the CES Planning & Transport Capital Programme budget for 2013/14 has been confirmed as **£21,551k**. The budget includes £2,252k of Local Transport Plan (LTP) funding, plus other funding from the Local Sustainable Transport Fund (LSTF) grant, the Better Bus Area Fund (BBAF) grant, developer contributions, council resources, and funding from

the Department for Transport for the Access York Phase 1 scheme.

4. This is a significantly higher level of funding than was available in 2012/13 (£6,803k budget at Monitor 2), due to the high budget allocation for the Access York Phase 1 scheme (£16,440k). The majority of the budget allocation for Access York Phase 1 is expected to be funded by the Department for Transport (£11,139k), with additional funding from Local Transport Plan funding, developer contributions, and council resources.
5. The Access York Phase 1 scheme is dependent on the receipt of Full Approval from the Department for Transport (DfT), which was confirmed at the end of March 2013.
6. In addition to the Transport Capital Programme, major improvement schemes are proposed as part of the Reinvigorate York programme. Layouts for the transport schemes will be designed to complement the Reinvigorate York projects and integrated with the delivery.

Proposed Planning & Transport Capital Programme

7. The proposed budget has been split into a number of blocks (shown in Table 1 below), which summarise the strategic aims of the third Local Transport Plan (LTP3) and the Council Plan. More details of the proposed allocations are included in the following paragraphs and in Annex 1 to this report.
8. The allocations shown in Table 1 include funding for schemes committed in previous years and an allowance for overprogramming. Overprogramming is used in the capital programme to ensure that the funding allocation is fully spent within the year. It allows additional schemes to be developed and delivered if other schemes are delayed due to unforeseen circumstances.
9. From the start of the LTP3 period, the level of overprogramming has been kept to a much lower proportion than in previous years, due to the reduced Local Transport Plan funding allocation compared to previous years.

Table 1: Proposed 2013/14 Planning & Transport Capital Programme

Proposed 2013/14 Planning & Transport Programme	£1,000s
Access York Phase 1	16,440
Public Transport Improvements	2,460
Traffic Management	280
City Centre Improvements	90
Cycling & Walking Network	1,782
Safety Schemes	500
Previous Years Schemes	75
CES Maintenance	344
Total Planning & Transport Programme	21,971
Overprogramming	420
Total Planning & Transport Budget	21,551

10. The proposed programme for 2013/14 has been developed to support the five strategic aims of LTP3, and the priorities identified in the Council Plan, including the delivery of the Access York Phase 1 scheme. The programme takes account of the anticipated progress delivering schemes in 2012/13, including those schemes that may carry over into 2013/14, and schemes that were developed in 2012/13 for implementation in future years.
11. Following the Cabinet decision on 8 January, a Full Approval submission for the Access York Phase 1 scheme was issued to the DfT on 18 January, and Full Approval was granted for the scheme at the end of March 2013. Initial site clearance work has been completed and advance utility works are ongoing. A contractor for the main works has been identified, and construction is expected to start in early 2013/14 with the new sites expected to be operational in April 2014. The bus priority work on the A59 commenced in 2012/13, and is due to be completed in early summer 2013.
12. In the Public Transport block, it is proposed to provide funding for bus priority work to support the Reinvigorate York programme, and to carry out improvements at existing Park &

Ride sites. Funding has also been allocated to carry out feasibility work on a new rail/bus interchange at York Station.

13. The LSTF Public Transport schemes include funding for the provision of off-bus ticket machines at Grimston Bar Park & Ride and the two new Park & Ride sites, and further roll-out of real-time passenger information displays.
14. As previously reported to the Cabinet Member in the Monitor 2 report in December, funding for some of the schemes in the Better Bus Area Fund programme was slipped to 2013/14 due to the delayed progress on these larger schemes. The proposed 2013/14 programme includes the implementation of bus priority schemes including the Coppergate camera enforcement scheme (ANPR) and the Clarence Street bus lane; improvements to city centre bus interchanges; and the continued programme of bus stop improvements across the city.
15. The Traffic Management block includes funding for the continued development of the Urban Traffic Management & Control (UTMC) and Bus Location and Information Sub-Systems (BLISS) systems. Funding has also been allocated for an upgrade of the existing Variable Message Sign (VMS) systems. Progress on the Pay on Exit car parking scheme at Marygate car park was delayed in 2012/13, and funding has been allocated for this scheme to be implemented in 2013/14.
16. The City Centre Improvements block provides funding for the monitoring of air quality in the city centre, and a contribution towards a bid being submitted to the Government in April for the provision of four electric vehicle rapid charging units. Funding has also been provided to continue the ongoing review of street furniture, signing and lining to reduce street clutter.
17. The largest scheme in the proposed 2013/14 Cycling and Walking Network block is the Haxby to Clifton Moor cycle route, which will provide a new off-road route parallel to the Outer Ring Road linking Haxby, Wigginton, and New Earswick to the Clifton Moor employment and retail area.
18. Funding has also been included for the provision of a missing section of off-road cycle route along Jockey Lane, and for

improvements to the route between York Station and Lendal, which is linked to the improvements proposed as part of the BBAF Station Interchange scheme.

19. The allocation provided for the Clifton Moor Pedestrian and Cycle Link Improvements will allow the construction of an off-route route to link the two retail park areas, following the implementation of improvements on Stirling Road in 2012/13. Funding has also been included for the Route 65 link to Clifton Business Park scheme, following delays progressing the scheme in 2012/13.
20. Funding has been included in the 2013/14 programme for improvements to routes in the Northern Quadrant of the city, including the provision of routes linking the end of the Foss Islands route to Malton Road, and the improvements to the off-road route along the River Foss, including the investigation and delivery of a replacement footbridge (if practical and affordable) across the Foss at Earswick.
21. Funding is also available from the LSTF grant for a number of smaller schemes, including infrastructure improvements identified in the cycle route audit, cycle parking at schools, and match-funding to employers towards the cost of providing cycle parking.
22. The review of the cycle network carried out in 2012/13 identified schemes to address the 'missing links' in the existing cycle network. Funding has been allocated in the 2013/14 capital programme for the provision of a new cycle route along the northern verge of University Road, and for the implementation of other schemes in the priority list.
23. Funding has been allocated to continue the development and implementation of the city-wide 20mph limit programme. It is planned to implement the majority of the programme in 2013/14 covering most of the city. Feasibility work will be undertaken on the final phase with delivery early in 2014/15.
24. Funding has also been allocated to continue the Safe Routes to Schools programme, and for schemes to improve safety across the city, including speed management measures to support the 20mph programme.

25. As in previous years, an allocation of £75k has been included to fund retentions, final completion works, and items identified during the safety audits of schemes completed in previous years.
26. As reported to the Cabinet Member at the Monitor 2 report in December, the funding for City Walls improvements was slipped to 2013/14 due to the length of time required to develop the Walmgate Bar improvement scheme. This funding has been included in the 2013/14 programme to allow this scheme to be implemented.
27. An allocation of £50k has been included in the capital programme for the continuation of the programme of alleygating work across the city.

Consultation

28. The capital programme is decided through a formal process, using a Capital Resource Allocation Model (CRAM). CRAM is a tool used for allocating the council's scarce capital resources to schemes that meet corporate priorities.
29. Funding for the capital programme was agreed by the council on 28 February 2013. Whilst consultation is not undertaken on the capital programme as a whole, individual scheme proposals do follow a consultation process with local councillors and residents.

Options

30. The Cabinet Member has been presented with a proposed programme of schemes, which have been developed to implement the priorities of the Local Transport Plan and the Council Plan.

Analysis

31. The programme has been prepared to meet the objectives of the LTP3 and the Council Plan priorities, implement the schemes identified in the LSTF bid and the BBAF bid, and contribute the match funding required for the Access York scheme.

Corporate Strategy

32. The CES Capital Programme supports the following corporate priorities:
- Get York moving: improvements to the city's transport network, through the schemes included in the capital programme, will contribute to the aim of providing an effective transport system that lets people and vehicles move efficiently around the city.
 - Protect the environment: encouraging the use of public transport and other sustainable modes of transport will contribute to cutting carbon emissions and improving air quality

Implications

33. The following implications have been considered:

(a) **Financial** See below.

(b) **Human Resources (HR)** There are no HR implications.

(c) **Equalities** There are no Equalities implications.

(d) **Legal** There are no Legal implications.

(e) **Crime and Disorder** There are no Crime and Disorder implications.

(f) **Information Technology (IT)** There are no IT implications.

(g) **Property** There are no Property implications.

(h) **Other** There are no other implications.

Financial Implications

34. The LTP allocation for 2013/14 was confirmed by the Department for Transport on 29 March 2012. Following approval at Full Council on 28 February 2013, the full City and Environmental Services Capital Programme budget for 2013/14 is **£21,551k**. The programme will be amended to

include carryover funding from 2012/13 at the Consolidated Budget report in July.

35. The programme is funded as follows:

Funding	2013/14
	£000s
Local Transport Plan	1,652
CYC LTP Top-up Funding	600
Section 106 Funding	460
Access York – DfT Funding	11,139
Access York – EIF Funding	2,770
Access York – Section 106 Funding	400
Access York – CYC Funding	924
Local Sustainable Transport Fund	1,092
Better Bus Area Fund	2,090
CYC Funding (Pay on Exit Car Parks)	80
CYC Funding (City Walls)	294
CYC Funding (Alleygating)	50
Total Budget	21,551

36. If the allocations proposed in this report are accepted, the total value of the City Strategy Planning & Transport Capital Programme for 2013/14 would be **£21,971k** including overprogramming. The overprogramming level of **£420k** is felt to be appropriate for the level of funding available in 2013/14.

Risk Management

37. The Capital Programme has been prepared to assist in the delivery of the objectives of the Local Transport Plan. Owing to the lower availability of funding for LTP schemes, there is a risk that the targets identified within the plan will not be achievable.

Contact Details

Author:	Chief Officer Responsible for the report:		
Tony Clarke Capital Programme Manager City & Environmental Services Tel No. 01904 551641	Richard Wood Assistant Director, Strategic Planning and Transport		
	Report Approved	✓	Date 05/04/13
Specialist Implications Officer(s) <i>List information for all</i>			
Wards Affected:		All	✓
For further information please contact the author of the report			

Background Papers:

- City and Environmental Services Capital Programme: 2012/13 Monitor 2 Report – 4 December 2012

Annexes

- Annex 1: Proposed 2013/14 City and Environmental Services Capital Programme

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Scheme Ref	2013/14 CES Capital Programme	2013/14 Budget	Comments
		£1,000s	

Access York Phase 1			
AY01/09	Access York Phase 1 - Park & Ride Sites	16,340.00	New P&R sites at Askham Bar and Poppleton Bar
	Askham Bar Expansion/ Relocation		
	A59 (Poppleton Bar)		
	A59 Roundabout Improvements		
AY01/12	Access York Phase 1 Bus Priorities	100.00	Completion of A59 bus priority scheme

Access York Phase 1 Programme Total	16,440.00
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Public Transport Improvements			
New	Public Transport Priority Improvements	100.00	Support for Reinvigorate York programme & other bus priority works including investigation into possible Hurricane Way bus link
New	Park & Ride Site Upgrades	25.00	Upgrades and structural maintenance at existing P&R sites
New	Rail/Bus Interchange Study	50.00	Development of new rail/bus interchange at York Station
LSTF Public Transport Schemes			
PT08/11	LSTF - Real-Time Passenger Information Roll-out	30.00	New real-time passenger information displays
PT02/12	LSTF - Off-Bus Ticket Machines	130.00	Installation at Grimston Bar P&R and new P&R sites
PT09/11a	LSTF - Introduction of Bus-SCOOT	5.00	Traffic signal priority work
BBAF Schemes			
PT03/12	Personalised Public Transport Web Portal	20.00	Development of personalised public transport information web portal
PT04/12	Real-Time Passenger Information Displays at City Centre Bus Stops	100.00	New real-time passenger information displays across the city centre
New	CCTV in Bus Shelters at Hubs	50.00	Installation of CCTV at city centre hubs
PT05/12	York Hospital to City Link (Clarence St) - Bus Lane & Associated Traffic Light Priority Measures	160.00	Development of bus priority measures on Clarence St
New	Extension to City Centre Bus Priority Measures	75.00	Measures in city centre to improve reliability
PT07/12	Improvements to Existing City Centre Bus Priority Area (including CCTV enforcement) (Coppergate, Stonebow, and Piccadilly)	100.00	Improvements between Stonebow and Coppergate
New	Bus Gate Enforcement	50.00	Bus gates in city centre
PT08/12	York Station Interchange	430.00	Improvements to bus stops and waiting facilities on Station Road

Scheme Ref	2013/14 CES Capital Programme	2013/14 Budget	Comments
		£1,000s	

PT09/12	Theatre Royal Interchange	350.00	Improvements to bus stops and waiting facilities on St Leonard's Place and Museum St
PT10/12	City Centre Interchange (Rougier St)	425.00	Improvements to bus stops and waiting facilities on Rougier St
PT13/12	District Centre & Key Employment Sites - Improvements to Passenger Facilities	360.00	Ongoing programme of improvements to bus stops and shelters across the city

Public Transport Improvements Programme Total	2,460.00
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Traffic Management			
New	Urban Traffic Management & Control/ Bus Location & Information Sub-System	100.00	Upgrades to UTMC & BLISS systems
New	VMS Sign Upgrade	100.00	Upgrade of existing signs
TM03/12	Pay on Exit Car Parking Trial	80.00	Implementation of pay on exit car parking system at Marygate car park

Traffic Management Programme Total	280.00
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City Centre Improvements			
New	Air Quality Diffusion Tubes	20.00	Purchase of air quality monitoring equipment
New	Electric Vehicle Rapid Charging Points	40.00	Match funding for bid to be submitted in April for four new charging points
New	Street Furniture, Signing, & Lining Review	30.00	Review of street furniture, signs & lining for de-cluttering

City Centre Improvements Programme Total	90.00
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Cycling & Walking Network			
CY10/11	LSTF - Haxby to Clifton Moor Cycle Route	825.00	New off-road route parallel to the Outer Ring Road to link Haxby, Wigginton & New Earswick to the Clifton Moor area
New	LSTF - Jockey Lane Cycle Route	150.00	Footpath widening to create new section of off-road shared-use path & new toucan crossing on Jockey Lane
PE04/11	LSTF - Station to Lendal Route	130.00	Improvements to route between York Station and the city centre (linked to BBAF Station Interchange improvements)

Scheme Ref	2013/14 CES Capital Programme	2013/14 Budget	Comments
		£1,000s	

PE06/11	LSTF - Clifton Moor Pedestrian & Cycling Link Improvements	25.00	New pedestrian & cycle route between the two areas of the retail park
CY11/11	LSTF - Link from Sustrans Route 65 to Clifton Business Park	30.00	New off-road link to Clifton Business Park from Route 65
CY06/11	LSTF - School Cycle Facilities	50.00	Match finding for cycle parking at schools, colleges, and businesses
CY07/11a	LSTF - Business Cycle Facilities Match Funding	40.00	
CY07/11b	LSTF - Business Cycle Facilities - 'Park That Bike' Match Funding	12.00	
CY08/11	LSTF - Cycle Infrastructure Audit Works	30.00	Upgrades to cycling infrastructure following audit of network in previous years
CY02/12	LSTF - River Foss Off-Road Cycle & Pedestrian Route	55.00	Improvements to existing PROW, including proposed new footbridge over the Foss at Earswick
New	LSTF - New Lane (Huntington Road to Anthea Drive) Route	25.00	Links between existing cycle networks in the Northern Quadrant of the city
New	LSTF - Metcalfe Lane to Woodlands Grove (Stray Road, Hempland Lane, Woodlands Grove)	10.00	
New	LSTF - Woodlands Grove to Malton Road Link	25.00	
New	University Road Cycle Route	175.00	Conversion of verge to shared-use path
New	Cycling Network Priority Schemes	100.00	Development & implementation of priority schemes identified in the review of the cycle network
New	Cycling & Walking Schemes	100.00	Minor cycle and pedestrian improvements, including new dropped crossings

Cycling & Walking Network Programme Total	1,782.00
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Safety Schemes			
New	20mph Programme	300.00	Implementation of West York scheme and development of remainder of city-wide scheme
Var.	Safe Routes to School Schemes	50.00	Continuation of the Safe Routes to Schools programme; implementation of schemes developed in 2012/13
Var.	Safety Schemes	150.00	Local Safety Schemes; Danger Reduction; Speed Management

Safety Schemes Programme Total	500.00
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Scheme Ref	2013/14 CES Capital Programme	2013/14 Budget	Comments
		£1,000s	

Previous Years Schemes			
-	Previous Years Schemes	75.00	Budget required for minor completion works and retention payments

Previous Years Schemes Total	75.00
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Total Integrated Transport Programme	21,627.00
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CES Maintenance Budgets			
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City Walls			
CW01/12	City Walls Restoration	294.00	Restoration work at Walmgate Bar

Total City Walls	294.00
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Alleygating			
New	Alleygating Programme	50.00	Continued programme of alleygating works across the city

Total Alleygating	50.00
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Total City Strategy Maintenance Programme	344.00
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Total CES Capital Programme	21,971.00
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Total Overprogramming	420.00
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Total CES Capital Budget	21,551.00
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DECISION SESSION – CABINET MEMBER FOR TRANSPORT, PLANNING & SUSTAINABILITY.

Thursday 18th April 2013

Annex of Additional Comments received from Members and the Public since the agenda was published.

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
4	Duncombe Place Taxi Rank	Cllr Reid	<p>I am very unhappy about the recommendations in this report which appear to condone anti-social behaviour (ASB). The St Sampson’s Square rank was opened in order to provide an alternative to Duncombe Place, but it appears that this has become an extra rank. To say in the report that “enforcement and management of the taxi rank by the city council is not a practical option” appears to abdicate all responsibility for the serious problems that are occurring in this area and residents will rightly feel aggrieved.</p> <p>If options 3 and 4 together are agreed then there is absolutely no protection for residents and the Council could be accused of condoning the ASB that takes place. If option 2, reducing the hours of the rank, is pursued then residents might feel that they have some protection and gradually people might cease to wait there if they can’t guarantee that a taxi will actually turn up. I would urge the Cabinet Member to adopt option 2 and reduce the hours, but also option 3 as moving the head of the rank seems a sensible idea in any case and option 4 as working with the Police is of course still essential.</p>

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
4	Duncombe Place	Mr Evans (Duncombe Place Resident Assoc) and Mr Brooks (Dean Court Hotel)	<p>We wish to express our disquiet at the way the Council has dealt with matters involving this rank. We believe Council Officers did not provide Councillors with a full and proper picture of the situation in Duncombe Place; or offer viable options to the 24 hour operation; or conduct a Review at 6 months as asked; or keep us properly informed of matters affecting us (even when we were mentioned in reports discussed at Council meetings). The following are examples: we can produce supporting documentation if required.</p> <p>1 The Report of the Directors of Communities and Neighbourhoods and City Strategy to the Taxi Licensing Task Group on 19 January 2011, which we only recently discovered, despite it actually naming a resident's flat, was misleading to Councillors in a number of respects. For instance:</p> <ul style="list-style-type: none"> - our central concern has been early morning noise and disturbance. The trouble "around the Boar (sic) war memorial" [para 3] is irrelevant as the young people involved were not waiting for taxis, or there in the early morning. - it is disingenuous to argue [para 16] that " the Council has little evidence ... that the use of the rank gives rise to disturbance" when the Council has specifically told us they have no responsibility for street noise and so do not register complaints. - theatre-goers [para 15] are not a concern as they leave relatively early at night. - the report does not examine why the ranks at Exhibition Square and St Leonards Place are not sufficient to replace Duncombe Place, even though they are only

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
			<p>yards away and outside Council toilets; and when the Officers are aware that urination and defecation on and around Duncombe Place properties by taxi rank users is a matter of serious concern.</p> <p>-indeed the report makes no attempt to look at the Duncombe Place rank within the wider context of late night taxi needs, or to explore any alternative ways in which the Duncombe Place problems might be ameliorated.</p> <p>2. The Traffic Network Manager told us on 15/2/2012 that in agreeing to the 24 hour operation for “a 12 month experimental period” “Cllr Merrett and Bill Woolley ... asked that they be provided with feedback from CCTV, Police and yourself after the first 6 months of operation”. “I anticipate contacting you again after 4 to 5 months of operation”. We were not contacted within 6 months, or indeed within the “12 month experimental period”.</p> <p>3. We tried, on many occasions, through various channels, to discover when the 12 month period began. Emails asking for such information were not answered and we eventually resorted to an enquiry under Freedom of Information. We were not satisfied with the response, and this is currently subject to a stage 2 complaint process.</p> <p>4. A failure to respond, or to do so tardily, has been characteristic of the Council throughout and we have not been kept informed of meetings that affect us, or told how we might attend meetings. For example, even though the report from the Head of Civic, Legal and</p>

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
			<p>Democratic Services that went to the Licensing, Gambling and Regulatory Committee on 13 July 2011 specifically refers to us, saying that “complaints continue to be received from both the Dean Court Hotel and the residents association”, we were unaware of this report, or of the meeting, or that we might be able to attend and speak, though representatives of the taxi associations did. Nor in the letter of Sunday 17 March 2013 were we told that we could attend this 18 April meeting and possibly speak.</p> <p>5. All concerned know that the rulings regarding the 10pm stoppage were never observed by the taxis, any more than the restrictions on the number of taxis that can “rank up” are now. We believe that the supposed irrelevance of any decisions Councillors make to the actual situation on the rank results in Council Officers giving low priority to following through the normal processes surrounding such matters; for instance in updating the Council’s taxi rank website, or recording the 24 hour change in the minutes of the Council’s meetings with the Hackney Carriage Associations. More significantly from our point of view, we feel that our involvement in the democratic process throughout has been given low priority as it is seen as an unwelcome distraction to the implementation of the decision that Officers favour.</p>

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
6	PROW - Snickets Ashbourne Way	Cllr Reid	<p>The recommendation in the report does little to support residents who feel threatened by ASB at night. Yet again it appears that the legislation is useless in supporting residents who are having to deal with vandalism, noise and other ASB. Ashbourne Way is a cut through from Foxwood to Woodthorpe and although the recorded incidents may have fallen the general concerns remain relating to ongoing noise and foot traffic. Many residents would feel these concerns are too minor to report, but together still leave them fearing crime.</p> <p>There isn't a recommendation at the end of the report, but I assume that the Officer recommend Option 1. This option puts the onus on the Police to patrol regularly enough to prevent ASB. Although the comments from the Police acknowledge that the work they carried out had an effect, they do say that the snickets are used by local criminals.</p> <p>The report only looks at the crime statistics over one year. I think that if you went further back you would find that there has been considerably more and there is no guarantee that the Police can maintain their level of activity in the long-term. I would urge the Cabinet Member to agree option 2 and leave residents to determine if there is really going to be significant opposition in the area if a sensible proposal were made.</p>

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
7	Heslington Rd Petition	Cllr Aspden	<p>I am disappointed that the Council is proposing to do nothing to address the concerns of residents about parking issues in the Heslington Lane and Heath Moor Drive area of Fulford. Residents have long reported their concerns relating to businesses, schools and University parking. Unless the Council leads a co-ordinated approach with the University and the Police the problems will continue to increase in the area. Residents would like the Council at the very least to undertake a consultation with them to come up with practical solutions.</p>
8	Flooding	Cllr Reid	<p>The tardiness of getting the Leeman Road report into the public domain does not bode well for public confidence in the response to future flooding events. It is not clear what has changed since promises were made in 2009 by Yorkshire Water relating to the same problems from the same infrastructure.</p> <p>It is regrettable that the Labour administration refused to have a scrutiny of the subject whilst the issue was fresh in the minds of residents (so that they could give the same level of information as the Badger Hill residents were able to do) in order to verify the official report of events. It is even more regrettable that a complaint has had to be made to the Information Commissioner for information relating to the communication between the Council and Yorkshire Water during the September event. I also recall diversionary statements by the Council Leader at the time that the Environment Agency was going to divert funding for the flood defences when the situation was not the result of actions by the Environment Agency, nor was there any evidence that</p>

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
			<p>the Environment Agency was going to alter the agreements that had been reached in February 2011 with City of York Council to deliver the current scheme.</p> <p>It is not clear from the report how the concerns expressed in the 18th October report by CYC Officers have been addressed. The Lib Dem Group is calling for the North Yorkshire Flood Risk Partnership Meetings to be published and, on a related point, the Cabinet Member to reverse the cuts to Gulley Cleaning.</p>
9	City Centre Ad Hoc Scrutiny Committee	Cllr Reid	I agree with the recommendations.
10	Capital Programme	Cllr Reid	<p>I very much welcome the announcement of the Government funding for the Access York project. It is good to see that this Liberal Democrat initiative has finally cleared all the hurdles and work will start shortly. As Ward Councillor for one of the affected wards, I am sure residents would appreciate a timetable as soon as it is firmed up.</p> <p>I do not support the Reinvigorate York programme as it stands. When roads are crumbling on a daily basis, spending £1/2m on repaving Kings Square seems an unaffordable option. The capital programme works could address some of the less contentious issues, although many people feel that the amount of signs that will be needed for the blanket 20mph limits makes a mockery of your aim to reduce street clutter.</p>

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
			<p>We urge the Cabinet Member to reconsider the 20mph programme. This is a huge sum of money to spend on signs for roads where resident barely reach 20mph at the best of times. The Lib Dem Group believes that speed limits should reflect local road conditions and the surrounding area and we support targeted 20mph zones. Indeed, our budget amendment reallocated £150k to a Safer York Accident reduction programme that would allow the most appropriate measures to be installed. We urge the Cabinet Member to consider this approach.</p>