

Annex D

23rd October 2008

Mr Jonathan Pickles
Senior Engineer
Transport & Safety
City of York Council
City Strategy
9 St Leonard's Place
York YO1 7ET



Dear Mr Pickles,

Links To Cycle Route Through Hospital Grounds : External Consultation invitation to comment.

In May 2005, as police architectural liaison officer for York, I was consulted by the Halcrow Group Ltd of Leeds (Natalie Swannell) for my comments on a proposed York to Haxby cycle route to the rear of York District Hospital.

In my response, I expressed serious crime and disorder concerns about putting such a cycleway in an area which already had a high crime rate and serious problems of anti social behaviour. In my report I mentioned the numerous initiatives that had been put in place in the area and the amount of money (Government Money) spent to try and address crime and disorder issues.

I am now back in post and I note that this cycle route has again been resurrected. I understand that this route to the rear of the hospital was a condition of planning consent for the new Hospital car park.

In my initial response to Halcrow Group, I advised that the safest route for the cycle track was for it to run alongside Wigginton Road from Crichton Avenue Bridge to Bridge Lane (at the front of the hospital). This would have avoided creating an escape route and crime generator at the rear of the hospital.

From a designing out crime point of view, I have to again express concerns at what is now being proposed. The area surrounding the hospital has recently undergone an extensive alleygating scheme where rear alleyways creating escape routes have been gated off. The proposed cycle route would appear to undermine all of this work.

I am attaching a copy of my response from 2005 as the points and issues raised still apply to this new proposal. My arguments then were based on well founded documented evidence.



Ian Cunningham, Safer York Partnerships crime analyst has provided statistics for the whole of the hospital site for the last available year. This shows that 115 crimes have been reported into North Yorkshire Police. You can see from another attachment that in surrounding areas, where public rights of way that facilitate crime have been extinguished, there has been an overall drop in crime of 21%. More importantly, the types of crime that are most likely to affect the hospital with this public right of way, Auto Crime, Burglary, have seen larger drops of 43% and 51% respectively. Using this data and other crime patterns where rights of way have been restricted or opened, Ian Cunningham would expect to see a crime increase of around 30 to 50% which would take the level of crime at the hospital, based on current data, to between 140 and 170 crimes.

Taking all of our views into account, if it transpires that the opportunity to design out crime by relocating this cycle route is lost, then it is absolutely vital that the issues surrounding closure of access gates, CCTV and the security of the elderly residents in Murrough Wilson Place are thought through and given greater consideration. An ideal forum for this could be a structured meeting involving key players. Safer York Partnership would be prepared to facilitate this.

The developer needs to be aware of the statutory requirements placed on the Police and the Local Authority under the Crime and Disorder Act 1998 to consider Crime and Disorder implications in exercising their various functions, including planning matters.

If I can be of further assistance, please do not hesitate to contact me.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Jim Shanks', with a long horizontal flourish extending to the right.

Jim Shanks
Police Architectural Liaison Officer

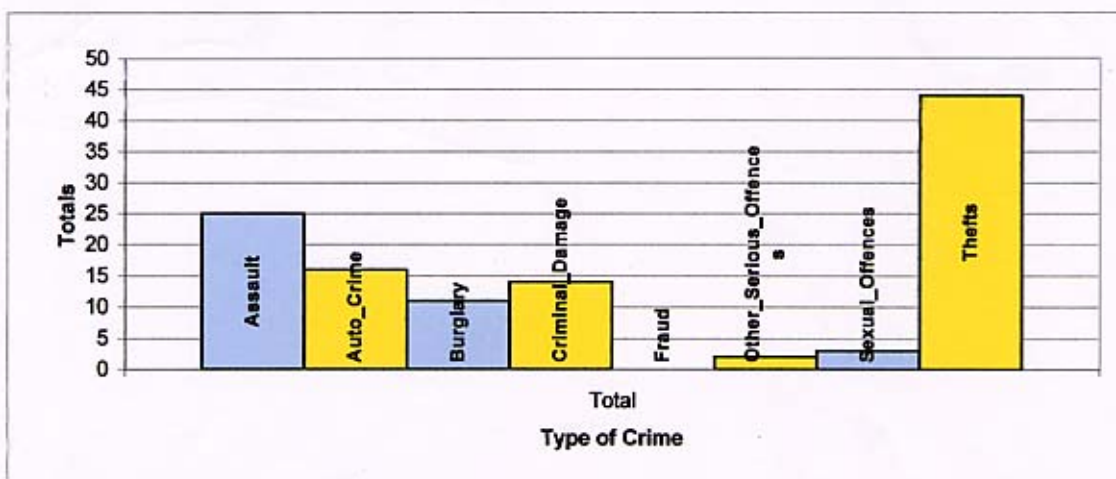
Crime Prevention advice is given free without the intention of creating a contract. The Police Service do not take any legal responsibilities for the advice given. However, if the advice is implemented, it will reduce the fear of crime and the opportunities for crime to be committed.

Architectural Liaison Officer Report

Crime Analysis Study Area:	=	York Hospital and Bootham Park Hospital
Planning Application Reference:	=	
Size of Study Area from Application	=	Hospital Grounds
Study Period Start:	=	01/10/2007
Study Period End:	=	30/09/2008
Date Study Completed	=	22/10/2008
Number of Months in Study Period	=	12
Geocoding Accuracy Rate	=	95%

Crime Group	Total
Assault	25
Auto_Crime	16
Burglary	11
Criminal_Damage	14
Fraud	0
Other_Serious_Offences	2
Sexual_Offences	3
Thefts	44
Grand Total	115

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	ACTUAL BODILY HARM AND OTHER INJURY	1
	ACTUAL BODILY HARM WITHOUT INTENT	2
	ASSAULT ON CONSTABLE	1
	ASSAULT WITHOUT INJURY	4
	COMMON ASSAULT ETC.	2
	INFLECTING GREVIOUS BODILY HARM WITHOUT INTENT	1
	OTHER WOUNDING ETC.	1
	POSSESSION OF WEAPONS WITH INTENT	1
	PUBLIC FEAR, ALARM OR DISTRESS	4
	PUBLIC ORDER OFFENCES	5
	RACIALLY OR RELIGIOUSLY AGGRAVATED PUBLIC FEAR, WOUNDING OR CARRYING OUT AN ACT ENDANGERING LIFE	1
AUTO_CRIME	THEFT FROM VEHICLE	15
	VEHICLE INTERFERENCE	1
BURGLARY	BURGLARY IN A BUILDING OTHER THAN A DWELLING	8
	BURGLARY IN A DWELLING	3
CRIMINAL_DAMAGE	CRIMINAL DAMAGE OTHER	1
	CRIMINAL DAMAGE TO DWELLINGS	1
	CRIMINAL DAMAGE TO OTHER BUILDINGS	7
	CRIMINAL DAMAGE TO VEHICLES	5
OTHER_SERIOUS_OFFENCES	TRAFFICKING IN CONTROLLED DRUGS	2
SEXUAL_OFFENCES		1
	Sanitised	1
		1
THEFTS	OTHER THEFT OR UNAUTHORISED TAKING	28
	SHOPLIFTING	2
	THEFT FROM THE PERSON OF ANOTHER	2
	THEFT OF PEDAL CYCLE	12
Grand Total		115

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

Month	Total
Jan	11
Feb	8
Mar	10
Apr	7
May	18
Jun	7

Month	Total
Jul	19
Aug	10
Sep	7
Oct	8
Nov	3
Dec	7

Crime Day	Total
Mon	19
Tue	15
Wed	13
Thu	18
Fri	20
Sat	9
Sun	21
Grand Total	115

Grand Total	115
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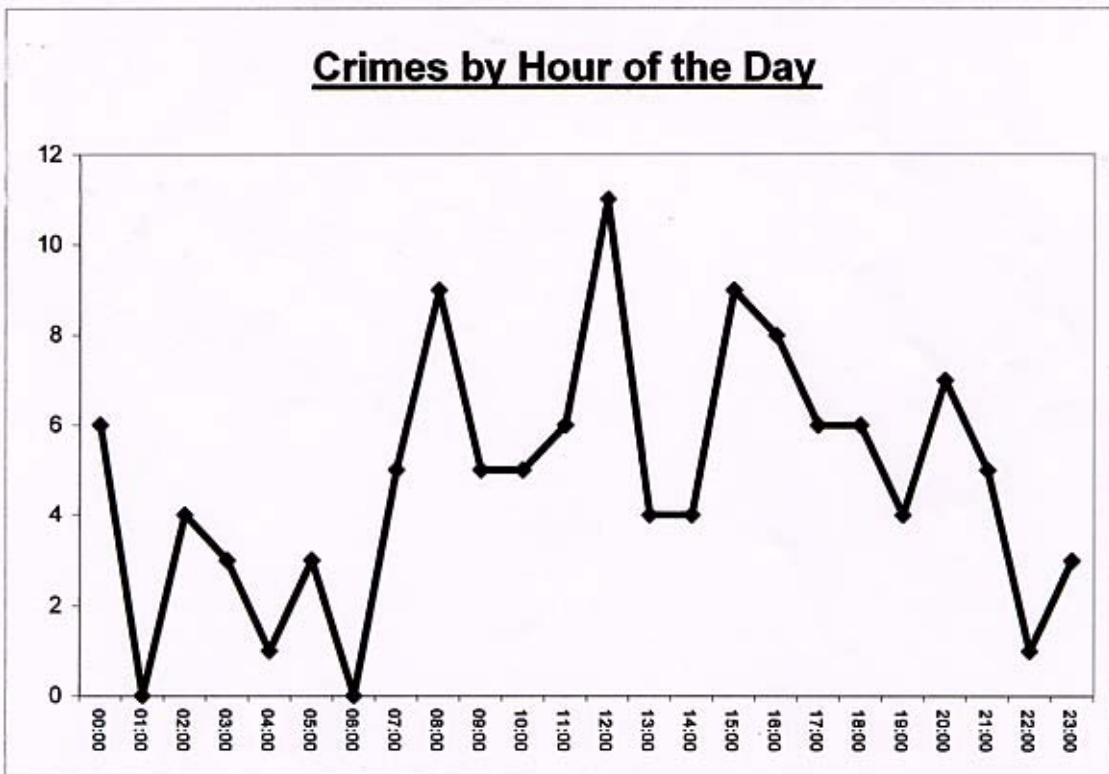
Expected Average Crime per Month = **9.58**

Expected Average Crime per Day = **16.4**

A Table 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	6	0	4	3	1	3	0	5	9	5	5	6	11	4	4	9	8	6	6	4	7	5	1	3	115

Crimes by Hour of the Day

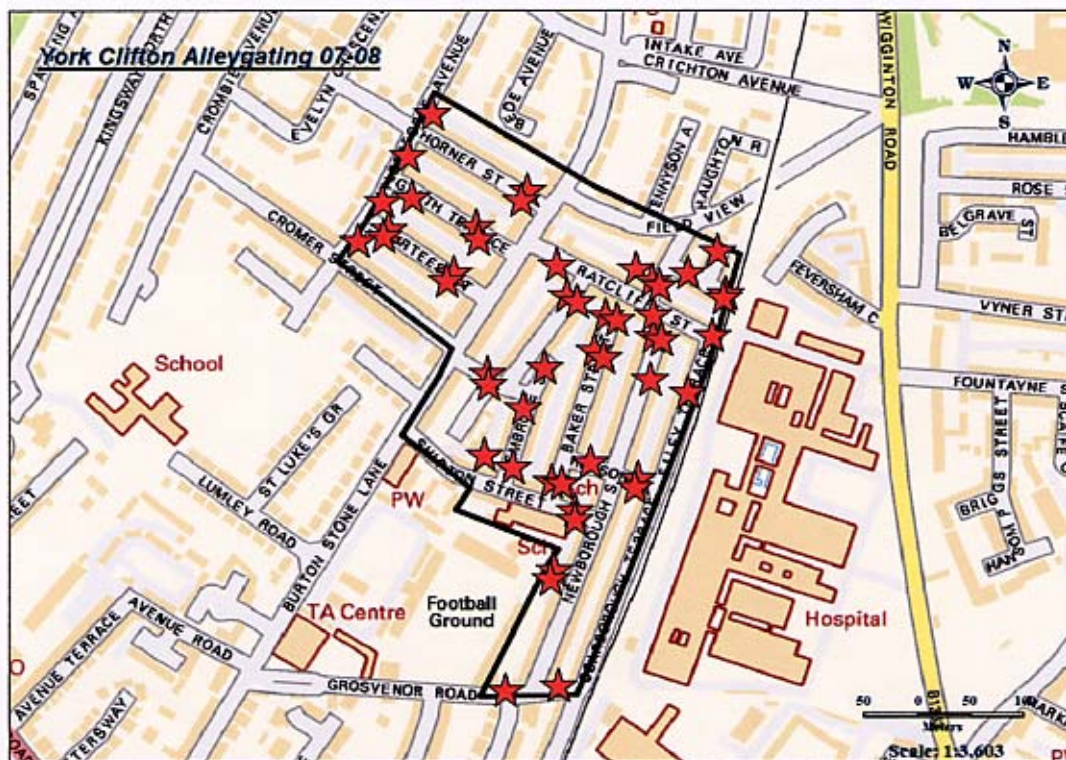


York Clifton Designated Alleygating Area - Crime Statistics Before and After Alleygating

Crime Group	Aug 06 - Jul 07	Aug 07 - Jul 08	Change
Assault	15	26	73
Auto_Crime	58	33	-43
Burglary	35	17	-51
Criminal_Damage	117	67	-43
Fraud	0	4	#DIV/0!
Other_Serious_Offences	3	4	33
Sexual_Offences	1	0	-100
Thefts	58	74	28
Grand Total	287	225	-22

50 Gates Installed

1st year Statistics

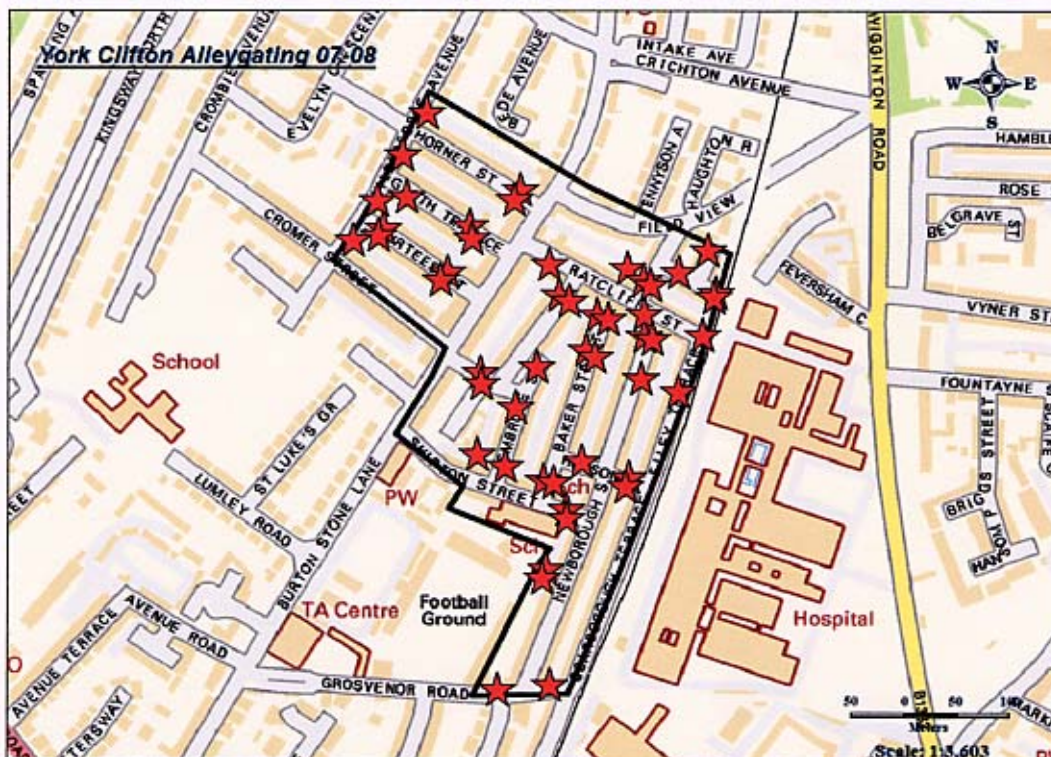


York Clifton Designated Alleygating Area - Crime Statistics Before and After Alleygating

Crime Group	Aug 06 - Sep 06	Aug 08 - Sep 08	Change
Assault	3	2	-33
Auto Crime	13	3	-77
Burglary	8	2	-75
Criminal Damage	6	1	-83
Fraud	0	0	#DIV/0!
Other Serious Offences	1	1	0
Sexual Offences	0	0	#DIV/0!
Thefts	22	8	-64
Grand Total	53	17	-68

50 Gates Installed

2nd year Statistics



23rd May 2005

Natalie Swannell (Consultant)
Halcrow Group Limited
Arndale House
Otley Road
Headingley
Leeds LS6 2UI

Dear Ms Swannell,

York to Haxby Cycle Route Study (Back of Hospital) Initial Consultation

Thank you for your recent letter and documentation relating to the above proposed cycle route. From a community safety and designing out crime view point, I wish to make the following comments:

I believe that this cycle track and its proposed route will provide the criminal with an additional access and escape route which will threaten the security of
a) the surrounding area
b) the elderly residents of Murrough Wilson Place and
c) both Hospital sites which already suffer from high crime levels.



View of proposed route to the rear of Murrough Wilson Place

Certain stretches of the proposed track will have very little surveillance and pose a personal safety risk to users. The sections of concern are 1) the rear of Murrough Wilson Place and 2) the entire length alongside the grounds of Bootham Park Hospital, which incidentally currently suffers from drug related issues.

The ODPM document Safer Places – The Planning System and Crime Prevention, a companion guide to Planning Policy Statement 1 (PPS1), advises that “routes for pedestrians, cyclists and vehicles should, in most cases, run alongside one another and not be segregated”. The same document states that crime and anti-social behaviour are more likely to occur if:

- Pedestrian routes are poorly lit, indirect and **away from traffic**.
- Streets, footpaths and alleyways provide **access to the rear of buildings**.
- There are several ways into and out of an area – **providing escape routes for criminal activity**.
- The success or failure of a sustainable community is influenced by the nature and quality of its connections, particularly to local and wider services and amenities. Too few connections can undermine vitality, **too many can increase the opportunity to commit crime.....”**

City of York Highway Design Guide (10.6) advises that the recommendations for pedestrians outlined in paragraph 10.2 equally apply to cycle routes in that:

- routes must be safe, convenient and well lit;
- they should be short and direct, unless as a specific design feature; with each end intervisible.
- Overlooked by buildings and passing traffic;
- Be designed to minimise nuisance to nearby residents.

DETR Design Bulletin 32 – Places, Streets and Movement states that in terms of detailed design, the principle means of crime prevention are:

- Routes that are overlooked and busy. If separate footpaths and cycle tracks form part of a layout they should be on routes which generate high levels of movement and should be as short as possible. Long indirect pedestrian and cycle links may feel threatening for users, and may create escape routes for criminals.

This same document and Secured by Design guidance advises that clear and direct routes through an area for all forms of movement are desirable, **but should not undermine the ‘defensible space’ of particular neighbourhoods**.

The York Community Safety Audit has consistently identified the area surrounding this proposed cycle route as being a high crime area.

Under the Countryside and Rights of Way Act 2000, three areas of York were successfully registered with the Secretary of State as ‘designated high crime areas’ for the purposes of alleygating i.e. the closure of alleyways by gating to eliminate access and escape routes used by the criminal to commit crime.

Two of these designated areas are situated on either side of this proposed cycle track. The proposed cycle track therefore threatens to undermine all of the partnership work previously or currently being undertaken in the Groves and Bootham areas of York (See attached Alleygating Designation Area maps). Burglaries in this area are characterised by escape routes due to the historic nature of the area i.e. rear alleyways. The Safer York Partnership have attempted to close off these alleyways but the existing cycle route exacerbates the problems particularly along Hambleton Terrace next to Nestle, where burglary and vehicle crime are prolific. (Safer York Partnership is the statutory Crime and Disorder Reduction Partnership set up under the Crime and Disorder Act 1998).

Geographic groups were a key element in the lifecycle of the last Safer York Partnership Crime Strategy which ran out at the end of March 2005. Within this strategy there were 4 geographic groups in the city being targeted for long term crime prevention due to high levels of volume crime (Autocrime, Burglary, Criminal Damage). Two of these groups back on to the side of the proposed cycle track (Groves and Clifton). See attached map.

'Operation Cobra', a year long initiative to tackle Autocrime and Cycle theft, has identified 24 high crime mini-zones around the city which are being targeted by the police in partnership with the local communities and other agencies. The areas alongside the existing Sustrans cycle track and the York Hospital site have been clearly identified. See the attached 'Operation Cobra' mini zones map. Please note the relationship between these zones and the existing cycle track in this part of the city. The mini-zones have been identified using Police, Fire and City of York Council data.

The fact is there is clear evidence that the existing Sustrans cycle track has generated crime and disorder problems and an extension to the route via York District Hospital and Bootham Park Hospital will undoubtedly increase problems for both of these sites which already suffer from high levels of crime.

A considerable amount of government funding has already been used in this area to tackle burglary and repeat victimisation (Bootham Burglary Reduction Initiative).

We can produce crime statistics but at this stage it would be a time consuming process. We would produce these in the event of a full planning application being submitted. This analysis could take place by either looking at crime in the vicinity and/or within a certain distance of the cycle track or by looking at entrance/escape points to the cycle track.

In addition to all of the above initiatives, the North Yorkshire Police is to introduce a Dispersal Order in the Clifton area in response to residents' complaints about anti social behaviour and low-level crime. The order will mean that police officers and PCSOs (Police Community Support Officers) can disperse groups of more than two and return those under 16 years out after 9pm to their homes or a place of safety. Those refusing to disperse or returning to the area within a specified period can be arrested. The attached

map shows the area of the dispersal order and its relationship to the proposed cycle track.

If the proposed cycle track was historic we would be trying to close it down or restrict access to it.

I am of the opinion that the safest route for this cycle track must be to run alongside Wigginton Road from Chrighton Avenue Bridge to Bridge Lane. This will ensure that the personal safety of users is addressed and that the track will not generate crime and anti-social behaviour problems.

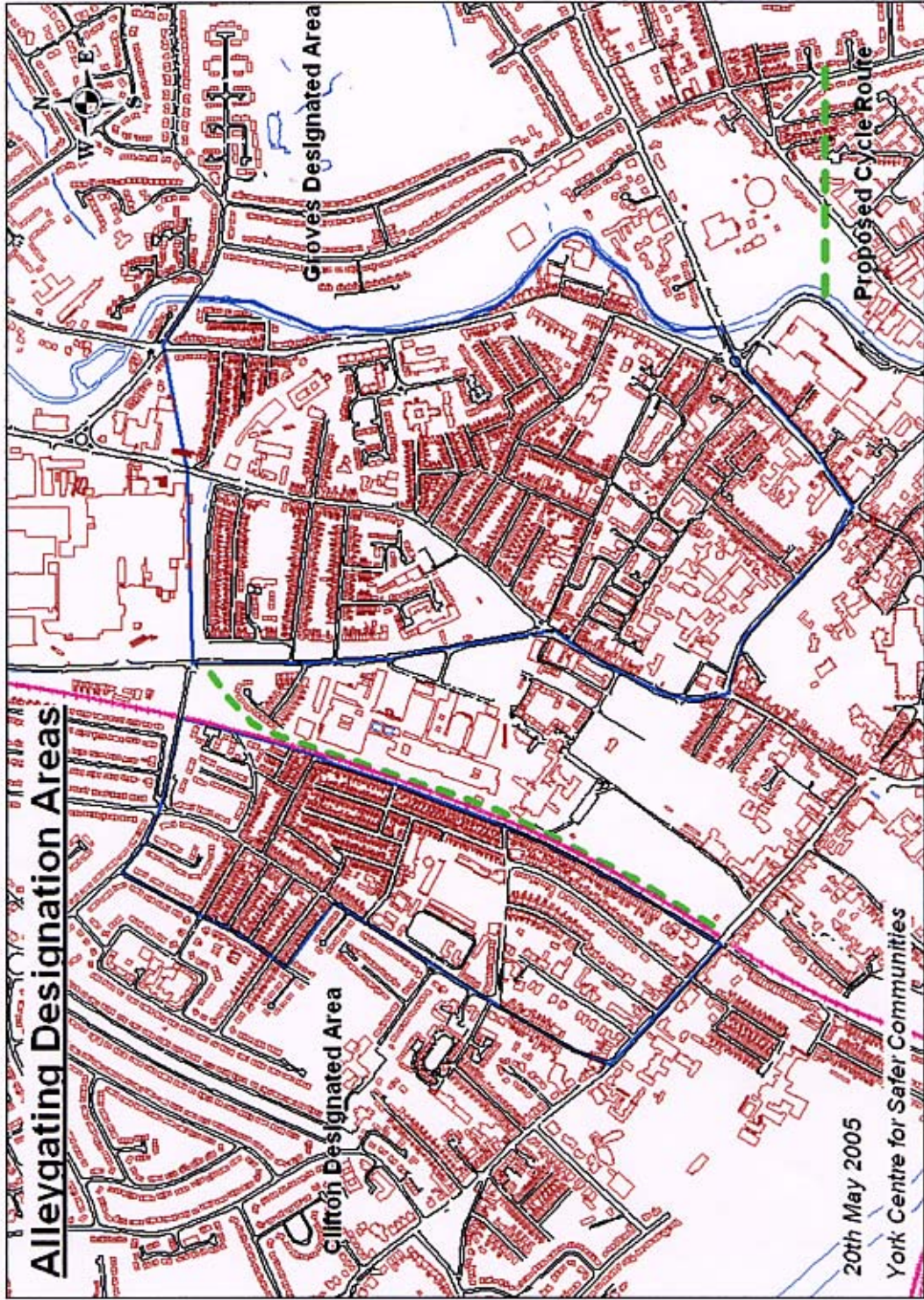
The North Yorkshire Police would be opposed to this cycle track running to the rear of both hospital sites. We would object to any planning application on well founded Crime and Disorder grounds.

I find it ironic that there is much multi agency work going on in the Groves and Clifton areas to tackle high volume crime by eliminating access and escape routes and yet despite this, plans are afoot to create yet more access and escape routes for the criminal to operate.

I have no further comments to make at this stage. However, if I can be of further assistance please do not hesitate to contact me.

Yours sincerely,

Jim Shanks
Police Architectural Liaison Officer



Alleygating Designation Areas

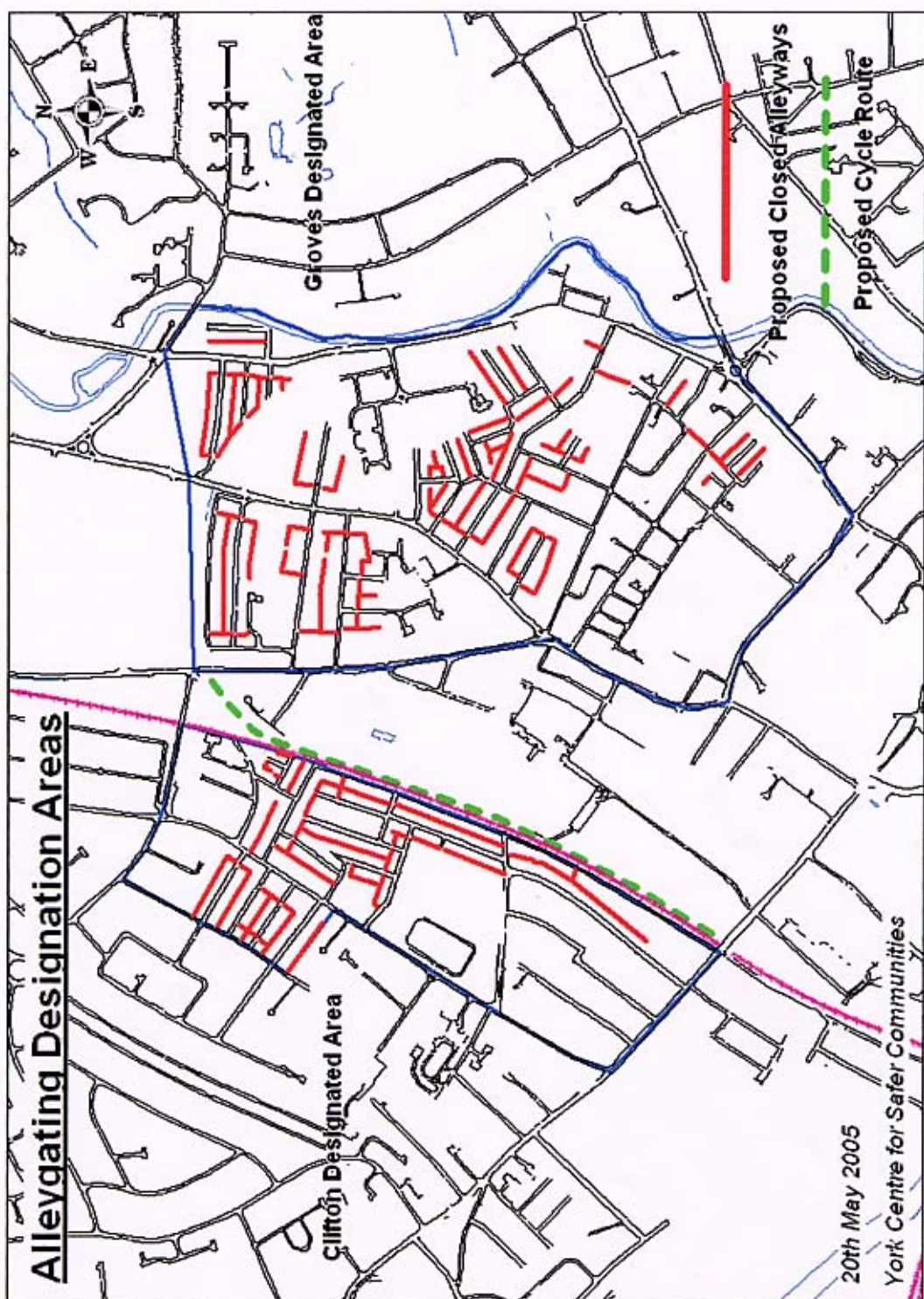
Groves Designated Area

Clifton Designated Area

Proposed Cycle Route

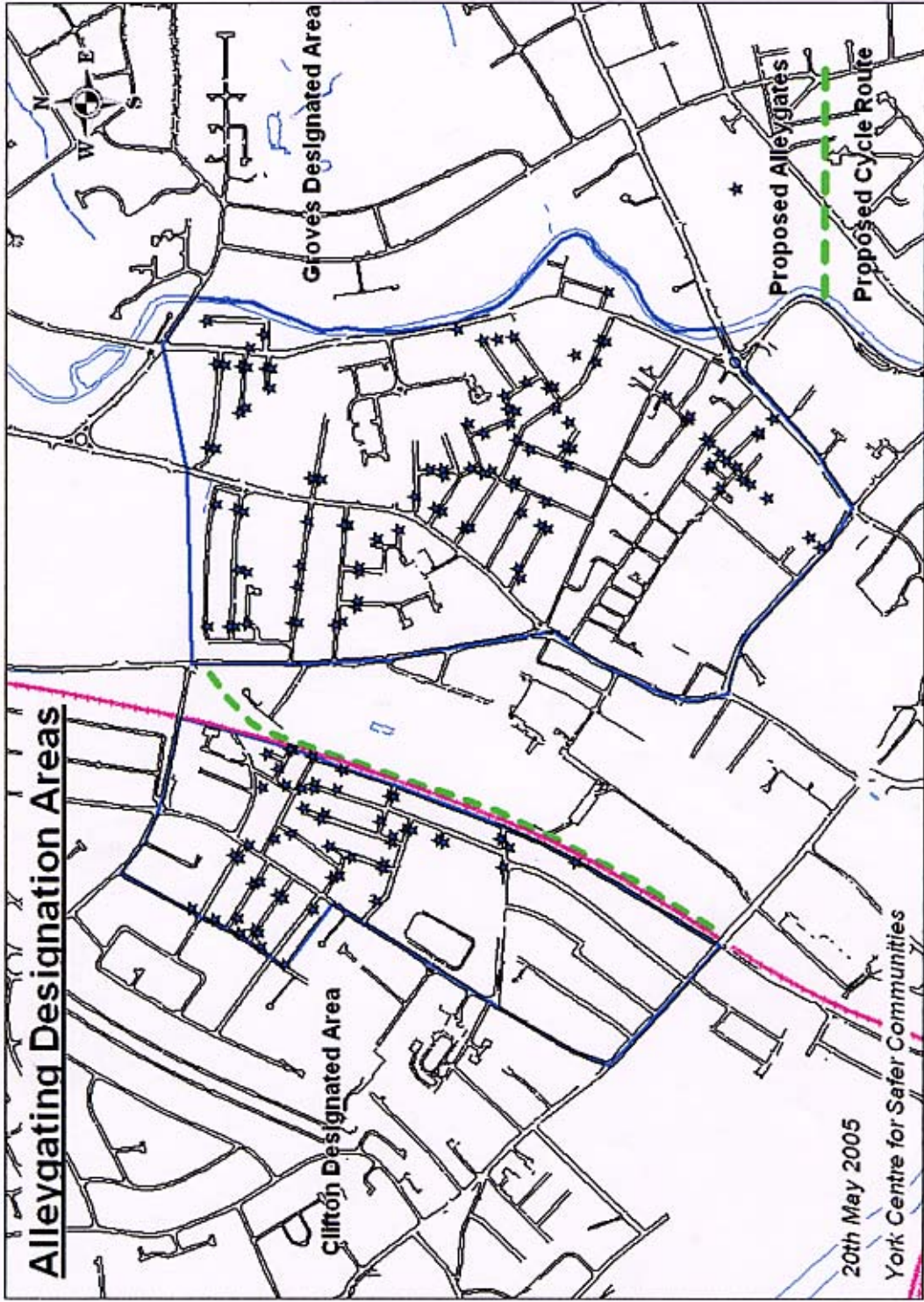
20th May 2005

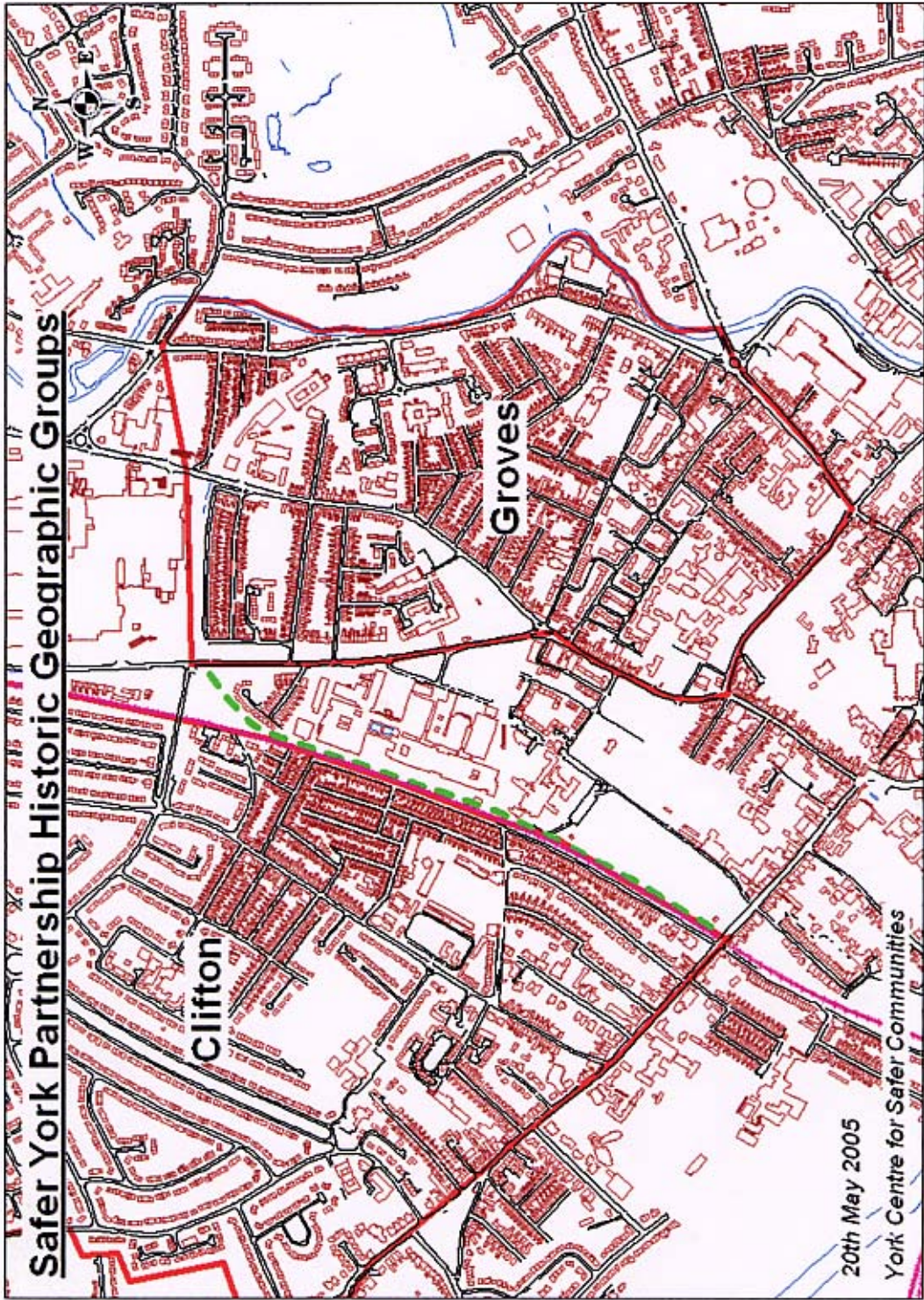
York: Centre for Safer Communities



20th May 2005

York Centre for Safer Communities





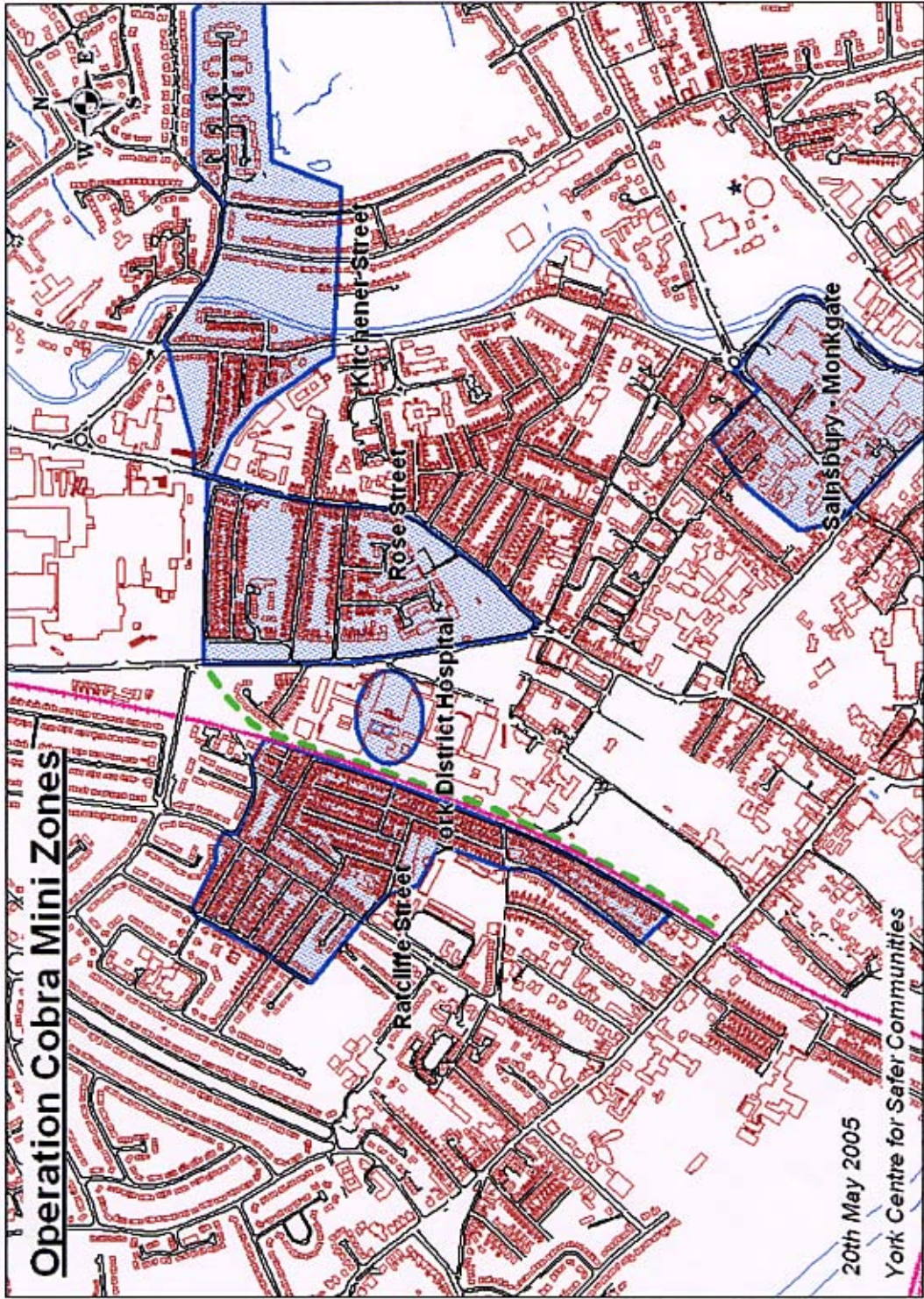
Safer York Partnership Historic Geographic Groups

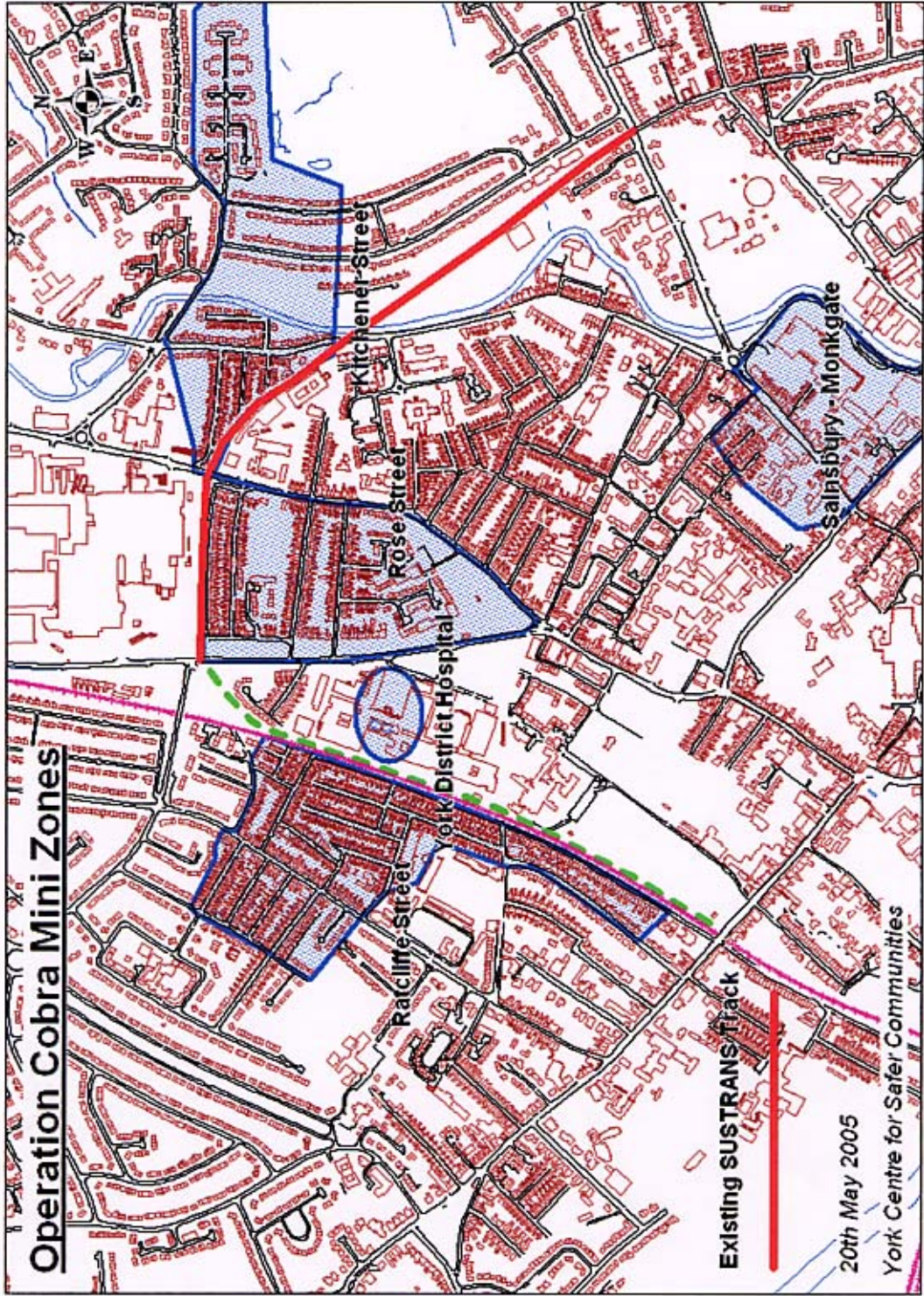
Clifton

Groves

20th May 2005

York Centre for Safer Communities



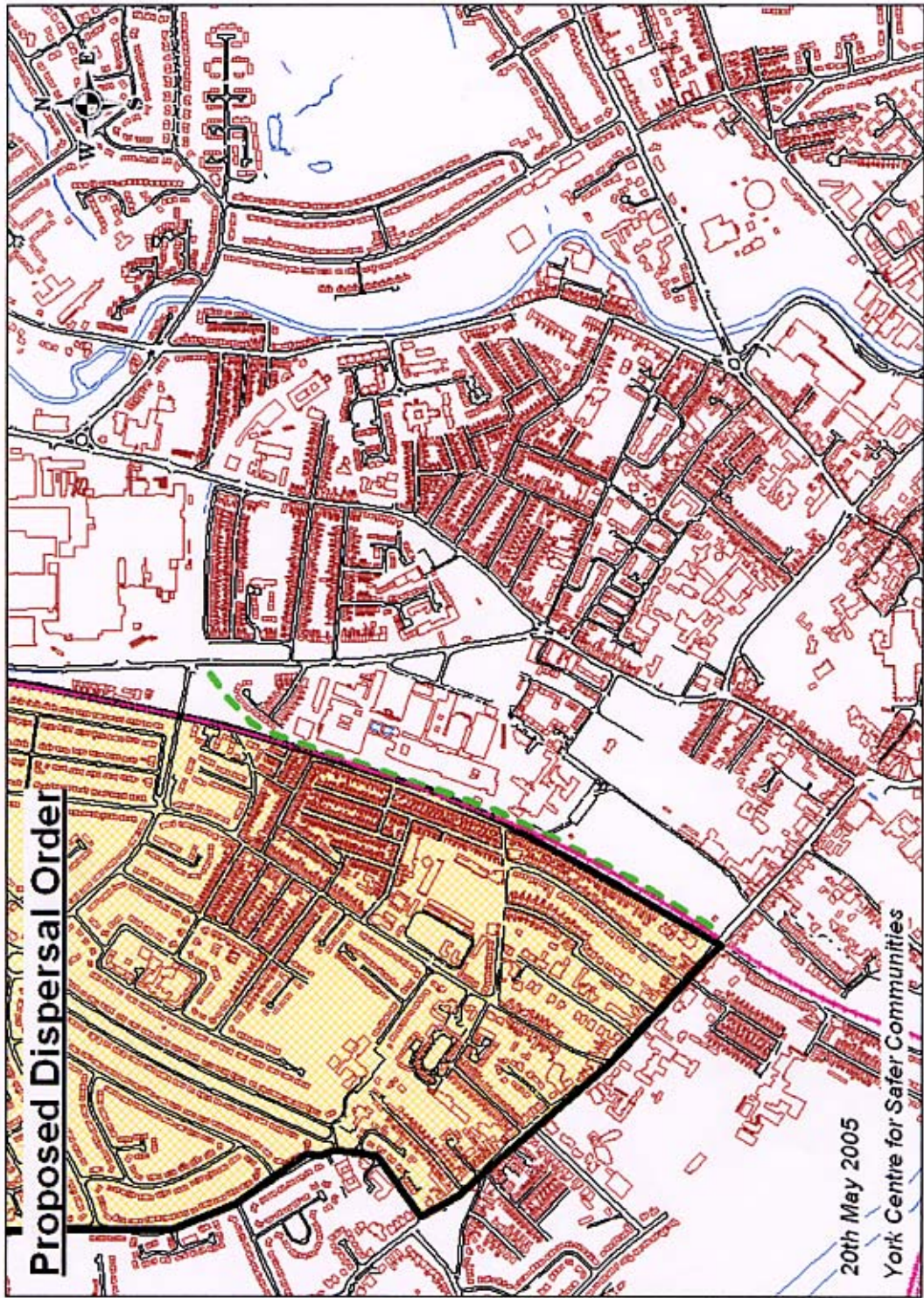


Operation Cobra Mini Zones

Existing SUSTRANS Track

20th May 2005

York Centre for Safer Communities



Proposed Dispersal Order

20th May 2005

York Centre for Safer Communities

View towards Hambleton Terrace



Access to existing cycle track Hambleton Terrace



Gated access to existing Sustrans track at Hambleton Terrace.



Rear of York District Hospital



Rear of York District Hospital (Cycle Track proposed to the right)