Notice of a public
Decision Session - Executive Member for Transport

To: Councillor D'Agorne (Executive Member)

Date: Tuesday, 13 December 2022

Time: 10.00 am

Venue: The George Hudson Board Room - 1st Floor West Offices (F045)

A G E N D A

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democracy Support Group by **4:00pm on Thursday 15 December 2022.**

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

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00pm on Friday 9 December 2022.**

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

2. Minutes (Pages 1 - 4)
To approve and sign the minutes of the meeting held on 15 November 2022.

3. Public Participation

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

Please note that our registration deadlines are set at 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is **5:00pm on Friday 9 December 2022.**

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

Webcasting of Public Meetings

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

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

4. Butteracre Lane Condition Report (Pages 5 - 28)

This report details options for Butteracre Lane, Ashkam Richard. This item was deferred from the Decision Session held on 15 November 2022.

5. TSAR Traffic Signal Refurbishment – Junction of Malton Road / New Lane (Pages 29 - 94)

This report asks the Executive Member to approve progression of the scheme to detailed design and construction, based on one of the four scheme proposals described within this report. The scheme proposals are included at Annexes A to D of the report.

6. Speed Limit Traffic Regulation Order Amendments (Pages 95 - 140)

To report investigations carried out into requests for changes to several speed limits.

7. Active Travel Programme – Project Progress (Pages 141 - 234)

This report asks the Executive Member to approve the proposed St Georges Field Crossing and Skeldergate schemes and scheme delivery arrangements as detailed in the annexes to the report.

8. Permanent Traffic Regulation Order for One way traffic on Coppergate (with contraflow provision for cyclists) (Pages 235 - 262)

This report asks the Executive Member to approve the recommendation to make the temporary restrictions for one way traffic on Coppergate (with contraflow provision for cyclists) permanent.

9. Urgent Business

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

Democracy Officer:
Robert Flintoft
Contact details:

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

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

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 **(Cantonese)**

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. **(Turkish)**

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

☎ **(01904) 551550**

Agenda Item 2

City of York Council	Committee Minutes
Meeting	Decision Session - Executive Member for Transport
Date	15 November 2022
Present	Councillors D'Agorne
Apologies	

34. Declarations of Interest (10:05)

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

35. Minutes (10:06)

The Executive Member confirmed that the draft Active Travel Programme would be considered by the Executive at its meeting on 22 November 2022.

Resolved: That the minutes of the Decision Session of the Executive Member for Transport held on 18 October 2022 be approved and signed by the Executive Member as a correct record.

36. Public Participation (10:06)

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

Matt Driver spoke on the poor road quality on Buttacre Lane. He noted that the road was not a green lane and the road surface was difficult to navigate with issues affecting homes on the road such as mud and dust.

John Henderson challenged the Council's assessment that part of Buttacre Lane was a green lane. He asked the Executive Member to reject option one as it was unfair that roads like Buttacre Lane would not be repaired due to budget issues.

Daryl Thompson confirmed that a Section 56 notice had been submitted in relation to Buttacre Lane and asked that the Council agree to resurface the first section of the road.

Cllr Hook noted that she had raised the issue of the road surface on Buttacre Lane in 2019. She confirmed that officers had joined her at the road to inspect and recognised the issues with the current surface. However, she confirmed this had not been followed up on to improve the road surface.

37. Active Travel – Ostman Road People Street (10:38)

Officers introduced the report which sort the Executive Members approval to undertake detailed design work. Completing the detailed design work would create a project ready for implantation, which it was noted should improve the schemes chance of securing Active Travel funding. The different options outlined in the report were discussed and the Executive Member noted his support for option 1. The Executive Member welcomed the consultation results, which showed a desire for those accessing the local school to move to walking or cycling if infrastructure made it more accessible. With the agreed option officers noted that parking restrictions which are outlined as being required, would follow a separate consultation process inline with policy on the implantation of parking restrictions.

Resolved:

i. Approved Option 1 to note the outcome of the feasibility work for the ‘People Streets at Ostman Road’ scheme laid out in this report and decide to seek further funding before proceeding to implementation. Seek Active Travel grant funding support at the next round of bidding. Progress with detailed design work on ‘Design Option 1’ described in the attach Feasibility report, in advance of receiving additional funding.

Reason: Progressing this scheme through detailed design will result in a ‘shelfready’ scheme that will be more likely to attract future funding, thereby increasing the chances of delivery on the ground.

38. Buttacre Lane Condition Report (10:20)

Officers outlined that Buttacre Lane is an adopted highway and that inspections take place. It was confirmed the first part of Buttacre Lane was carriageway and the rest was green lane. The Council's policy for road maintenance as outlined by Executive was discussed. It was confirmed that the capital budget for maintenance focused on prioritising roads with high amounts of traffic and importance routes.

It was noted that as the Parish Council and residents had noted that an additional Section 56 notice had been submitted and therefore it was advised that a decision on this item be deferred to allow the Councils legal department to review the new notice.

Resolved:

i. That the decision be deferred until the 13 December 2022 Executive Member for Transport Decision Session;
ii. That officers contact the Parish Council and Buttacre Lane residents to share any additional Section 56 notices submitted;
iii. That officers arrange an additional inspection of Buttarce Lane to be undertaken before the 13 December 2022.

Reason: To allow for the Council's Legal Department to consider any additional Section 56 notices that are submitted before a decision would be made.

Cllr A D'Agorne, Executive Member for Transport
[The meeting started at 10.04 am and finished at 10.50 am].

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Decision Session – Executive Member for Transport **13 December 2022**

Report of the Director of Environment, Transport and Planning

Buttacre Lane: Askham Richard

Summary

1. Buttacre Lane, Askham Richard, York ("the Carriageway"), as shown on the plan of the adopted highway at Annex A, is an adopted road and as such annual inspections occur with repairs instructed to maintain the carriageway in accordance with its designated status.

2. The Carriageway can be split into several sections as the construction and character of the road and nature and volume of user varies across the length of the Carriageway. As a result the maintenance standards reasonably vary between the section to the West (approx. 80m to 100m) which services those residential properties to the West of the Carriageway ("the Western Section"), as approximately shown with a yellow line on the Location Plan annexed at Annex B, and the remainder of the Carriageway which the Authority assumes is used purely for the purposes of agricultural traffic for farm access beyond the Carriageway.

3. Reactive (Revenue) Repairs on carriageway assets are undertaken in accordance with the requirements of the Highway Safety Inspection Manual ("HSIM") and visual inspections are undertaken annually at this location by the Highways Inspector.

4. The latest annual asset inspection at this location occurred on 28th November 2022 ("the Inspection") and was undertaken by the Inspector and the recently appointed Highways Maintenance Manager as a fresh and independent assessment of the full length of the Carriageway. A report of the Inspection results can be found in Annex D.

5. In summary the Inspection confirmed 11 actionable defects totalling approx. 28m2 within 84m of the Western Section. It is intended that all of these defects will be undertaken in accordance with the HSIM within 28

days of the date of the Inspection. No other actionable defects were found across the remainder of the Carriageway.

6. Proactive (Capital) renewal work is identified pursuant to the city-wide annual condition survey in accordance with Highway Infrastructure Asset Management Plan ("HIAMP") principles, prioritising each carriageway against the needs of the entire CYC carriageway network.

7. Whilst the latest survey identifies the need for potential capital intervention on sections of Buttacre Lane, when prioritised against other carriageway issues within the City it is not currently identified for renewal in our funded element of the programme in accordance with the HIAMP principles.

8. In May 2022 the Council received a letter complaining about the state of repair of the Carriageway and requiring a response from the Authority pursuant to s56 of the Highways Act 1980 ("**the Complaint Letter"**) from a resident of Askham Richard who owns land within the vicinity of the Carriageway ("**the Complainant"**).

9. The Complainant detailed some areas of concern with the maintenance along the entire length of the Carriageway.

10. The Complainant referred to having a right of access to their property from the Carriageway.

11. A member of our legal team, specialising in property law has reviewed the title issues relating to the Complainant's property (the Property), which, we are not identifying in this report, to seek to protect the Complainant's identity.

12. The result of those desktop enquiries suggests that there is not a right of access which is noted on the title of either the Property, nor on the adjoining property over which access would be required by occupants of the Property to connect to the Carriageway. For easements to be binding on registered land, they need to be registered interests at HM Land Registry. It is possible that a binding agreement has been entered between the Complainant and the relevant connecting landowner, which has not yet been registered, but officers have not been supplied with evidence of that to date.

13. A physical inspection of the Carriageway by one of our legal officers has revealed that there is a locked double metal gate at the point at which the Carriageway abuts the land owned by the connecting landowner, over which access would be required. The Complainant has a key to the

second padlock to that gate, but has not informed officers that the Complainant has a key to both padlocks necessary to open the gate. However, officers acknowledge that is a possibility. Further, from the vantage point of the Carriageway at the location of the double metal gate, our legal officer reports not being able to identify a physical access point from the Complainant's property to the connecting landowner's property but acknowledges that there was not full visibility. Google Earth images (looking West), annexed at Annex B of this report do not indicate the presence of a physical access point. Our legal officer has also reviewed all available previous aerial photographs of the relevant area, in particular for 2002, 2007, 2017 and 2020. Up until 2007 there is evidence of a belt of trees situate along the northern boundary of the Property, and it is not certain from the relevant photographs that access to the adjoining property would have been physically possible at that point in time. The photographic evidence is inconclusive, but does show some changes in layout at the eastern boundary of the Property at some stage between 2007 and 2017 whereby the tree belt referred to was removed and then, by 2020 there is evidence of the installation of hard paving in the relevant area. Officers have also been supplied with photographs taken from within the Property showing a double timber gate exiting to the adjoining, separately owned private land, over which the Complainant may or may not have a right of way to connect to Buttacre Lane.

14. It is not for officers to consider the complicated legalities of the acquisition of a prescriptive right of way, which requires more than the statement of the most recent (and current) property owner, but our legal officer advises that this accumulation of facts suggests that for various reasons it may be challenging for the Complainant to evidence the acquisition of a prescriptive right of way by the Complainant over the adjoining connecting land to the Carriageway. To date, confirmatory evidence of any such right has not been produced by the Complainant to officers. However, officers can confirm that in any event, assessment of actual user of Buttacre Lane, based on evidence available, is a relevant factor in the context of the HSIM and the HIAMP.

15. A review of the planning history relating to the Property reveals various references to access to the Property being gained via a "private drive"/ "unmade track" partly owned by the Complainant and located to the north of the Carriageway ("the Private Drive") Accordingly, the highway authority can reasonably expect that access to the Complainant's Property is gained via the Private Drive. Officers have not carried out a complete review of the ownership of the Private Drive and/or any

additional rights over land forming part of it, which may or may not benefit the Complainant.

16. In addition to the specific complaint received from the Complainant, the Council has also previously received various other written and verbal representations from local residents and Ward Councillors. We highlight that while comments and concerns are welcomed from concerned parties, and are considered, such concerns are and have been considered within the precepts of the HSIP and the HIAMP mentioned above.

17. One of the representations refer to past assurances given by the Council's previous Head of Highways Asset Management during a site visit which took place on November 2021. Internal investigations regarding this matter have revealed no written record of the previous Head of Highways Asset Management committing to works on the Carriageway or giving any assurances in this regard. As stated within paragraphs 3, 6 and 13, any works on the Carriageway would have to be identified and implemented in accordance with the HSIP and HIAMP principles, in any event.

18. The Complainant has raised a speculative suggestion proposing that the Complainant would create a new access across both the (Complainant's) Property and adjoining land which abuts Buttacre Lane.

19. Desktop enquiries reveal that the adjoining land is not currently within the Complainant's ownership. The Complainant suggests that such access would potentially redirect some of the agricultural traffic using part of Buttacre Lane. Our legal officers advise that any such arrangement would require a commercial negotiation between the Complainant and the adjoining landowner. However, in due course, there is nothing to prevent the Complainant and/or the adjoining landowner approaching the Council separately in relation to future arrangements relating to entering into a related Section 278 Agreement. Council officers would consider any such application made upon its merits and in accordance with ordinary procedure, at that time.

Recommendations

20. The Executive Member is asked to:

1) Approve Option 1, which is to continue as per the HSIM and HIAMP meaning that annual safety inspections will be carried out to identify immediate issues and repairs will be authorised in accordance with the current classification of the Carriageway, its use and the priority. In addition annual surveys from a proactive perspective will occur with specific asset needs prioritised against the entire network

   Reason:

   This approach recognises that the Western Section has a different use and need to the remainder of the Carriageway. In particular, there is evidence that the Western Section is used by both non-agricultural and agricultural vehicles, whereas the remainder of the Carriageway appears to be used principally by agricultural vehicles. As a result, the condition and level of maintenance varies across the length of the Carriageway. This is likely to necessitate more interventions in regard to routine maintenance but is unlikely to escalate to a capital scheme when compared to other carriageway assets within CYC and in accordance with the HIAMP principles, noting that currently the prioritisation process does not bring any works at this location into the funded element of the programme.

   The HIAMP also includes the annual survey which is used to prioritise capital expenditure for all carriageway assets across the CYC area, noting that currently the prioritisation process does not bring any works at this location into the funded element of the programme.

   Finally, the implementation of this option would ensure compliance with the statutory duties of the Highways Authority.

Background

21. Buttacre Lane, located off School Lane, Askham Richard, York is highway maintainable at public expense and as such it has previously been, and continues to be, inspected annually. See Annex A.

22. A letter written by one of the residents of Askham Richard dated 11/05/2022 was received by CYC. For the purposes of this report, we refer to that letter as “the Complaint Letter”

23. The Complaint Letter details concerns regarding the condition of the Carriageway across three distinct lengths and highlights condition and maintenance issues in each of those lengths, as shown on the plan

annexed to the letter. The Complainant states that the highway is out of repair and demands that CYC repair the entire carriageway length. The Complaint Letter states that, should a satisfactory response not be provided, an application will be made for a Court order under s56 of the Highways Act 1980.

24. In summary, the Complainant comments that the Complainant has a right of access to the Complainant's Property from the Carriageway, which the Complainant is unable to exercise due to the poor upkeep of the Carriageway.

25. The planning history relating to the Property supports the position that access to the Property is gained via the Private Drive. The Complainant obtained and implemented planning permission for the conversion of a garage to form a separate residential annex at the Property. The planning application documents show that access to the annex is gained via the Private Drive.

26. In 2021, the Complainant obtained planning permission specifically in relation to the Private Drive for the "creation of new private driveway to replace existing". It is unknown whether the permission has been implemented. Of relevance is the following comment contained in the Officer Report relating to the highways assessment when considering the planning application:

    a. "Impact on Highway: The proposals would not alter the existing access point into the site and as such would not be considered to have any impacts on the existing highway."

27. The Complainant has also submitted a further planning application referring specifically to access via the Private Drive. The application seeks permission for the following development on the Property "erection of replacement agricultural barn and associated access from existing private drive". The Design and Access Statement submitted by the Complainant in relation to this application states the following:

    a. "ACCESS The site is accessed from the existing private drive..."

28. Based on the various information regarding access to the Property revealed by the planning history, it is reasonable for the Highways

Authority to expect access to the Complainant's Property to be gained via the Private Drive.

29. A s56 Notice has also been served by the Parish Council in a letter dated 21st November 2022. The letter sets out concerns regarding the condition of the Carriageway and states that the Council is required to fulfil its statutory duties.

30. The Council received emails from a resident raising concerns regarding the condition of the Carriageway and setting out their intention to serve a s56 Notice.

Consultation

31. In terms of current CYC staff members the following meetings have occurred on site with residents and / or Ward Members

Date	Council officer	Met with
9th June 2022	Highways Asset Manager Highways Inspector Drainage Engineer	Officer Inspection
17th October 2022	Head of Highways & Transport	Cllr Hook, representative from the Parish Council and the Complainant, being a resident of land within the vicinity of the Carriageway, but not abutting it

Options

32. Options in consideration are as follows:

Option	Detail
1	**Continue as per HIAMP** Continue as per the Highway Infrastructure Asset Management Plan meaning that annual inspections will be carried out to identify immediate issues and repairs will be authorised in accordance with the current classification of the Carriageway, its use and the priority.

	This approach recognises that the Western Section has a different use and need to the remainder of the Carriageway. As a result, the condition and level of maintenance varies across the length of the Carriageway. This is likely to necessitate more interventions in regards to routine maintenance but is unlikely to escalate to a capital scheme when compared to other carriageway assets within CYC and in accordance with the HIAMP principles, noting that currently the prioritisation process does not bring any works at this location into the funded element of the programme. It also includes the annual survey which is used to prioritise capital expenditure for all carriageway assets across the CYC area, noting that currently the prioritisation process does not bring any works at this location into the funded element of the programme
2	**Full Carriageway Rehabilitation** This would mean expediting the Carriageway works in the prioritised HIAMP programme by exception so that it can be included in current available funding. These works are likely to cost in excess of £500,000 and would be subject to final design
3a	**Upgrade Western section** Undertake design works to upgrade Western Section of Buttacre Lane from junction with School Lane to beyond the residential properties (approx. 80m to 100m). This would mean expediting this section of the Carriageway. This would not be in accordance with the Executive approved HIAMP programme. These works are likely to cost approximately £100,000 and would be subject to final design.
3b	**Upgrade Western section – design only** As above, but design works only in readiness for future capital scheme being funded. This would not be in accordance with the Executive approved HIAMP programme. These design works are likely to cost approximately £30,000.

Analysis

33. As above

Council Plan

34. The Highway Maintenance work feeds into the following Council Plan priorities:

    - Well-paid jobs and an inclusive economy
    - A greener and cleaner city
    - Getting around sustainably
    - Safe communities and culture for all
    - An open and effective council

Implications

Financial

35. In accordance with the application of the HIAMP principles, there is currently no capital funding identified for this location. However, should the recommended option (1) be approved and implemented, this would result in a continuation of the current arrangements and therefore can continue to be accommodated within existing budgets.

36. Any future maintenance requirements at this location as with any other highway asset will be funded from revenue and capital budgets that are set aside for highway maintenance.

Legal

37. Section 41 of the Highways Act 1980 provides that the highway authority is under a duty to maintain the highway. It is the duty of the highway authority to maintain the road in such a state of repair as to enable safe passage in all seasons of the year.

38. There are a number of legal duties that have to be observed by each highway authority to ensure that roads are safe and passable. These include:

- To maintain public roads to a standard that ensures they are safe and passable
- To make adequate provisions to ensure that safety measures are in place for adverse weather conditions, such as icy pavements and roads.
- To recognise the character of each road within their care to ensure that it is maintained effectively for the volume and type of traffic use.
- To ensure appropriate warning signs are in place for any dangers on the road
- To maintain adequate records of works and repairs carried out on the road

39. Although the s41 duty applies to all highways, the question of the standard of maintenance so as to make a highway "reasonably passable for the ordinary traffic of the neighbourhood" should be assessed against the nature of user (ie whether domestic or agricultural) and volume of user. The nature and volume of user are also relevant considerations when looking at the design and construction of a Highway. Not all highways will need to be constructed with tarmacked surface or as a metalled road.

40. When dealing with the question of whether a highway is considered to be "out of repair", each case will turn on its own facts. In the case of *Hereford and Worcester CC v Newman [1975]*, 'a highway out of repair' has been defined as where 'the surface of it [the highway] is defective or disturbed in some way'; or 'has become unsound or impaired by neglect or use'. The Court of Appeal provided guidance on the standard of repair required in the leading case of *Burnside v Emerson and Nottinghamshire County Council [1968]*:

    "The duty of maintenance….is a duty not merely to keep a highway in such a state of repair as it is at any particular time, but to put it in such good repair as renders it reasonably passable for the ordinary traffic of the neighbourhood at all seasons of the year without danger caused by its physical condition."

41. There is no modern case where the Courts have had to consider what defects would be sufficient to require a Court to find that the surface of the road is out of repair and the standard of maintenance required. Each case will be considered on its own facts.

42. While there is little judicial guidance on the standard of maintenance, the Department for Transport issues circulars giving guidance to highway authorities. Highway authorities, taking into account all relevant guidance, make policies as to how they will categorise their roads and the standard of maintenance to be applied to each category.

43. Highway authorities have to show that they carry out inspections of their highways network in accordance with their policies and national guidance. Highway inspection reports are part of the evidence used to show that the highway authority has acted reasonably as required under s58 of the Highways Act.

44. Pursuant to s58 of the Highways Act 1980, the highway authority is required to prove that they took such care as in all the circumstances can be considered reasonably required to secure that the highway was not dangerous for the nature of traffic reasonably expected to use the type of highway in question. When assessing this defence, the courts have regard to various matters including the standard of maintenance appropriate for a highway of that character and used by such traffic (s58(2)(b) of the Highways Act 1980).

45. Highway authorities should also consider customer reports of highway defects, however not all defects which the authority becomes aware of either by inspection or customer report need to be repaired. All works to highways must be identified and implemented in accordance with the relevant policies.

46. In relation to Option 2 a subsidy control assessment would need to be carried out in respect of the full carriageway rehabilitation to ensure that a specific economic advantage was not being conferred on one or more enterprises. The new Subsidy Control Act comes into force on 4 January 2023 and will govern how subsidies (formerly state aid) are awarded.

Human Resources (HR) - none

Equalities

47. The Council recognises its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and

foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions. These are taken into account when working on any schemes within the Highway maintenance programme and as an overarching approach to Highway asset management. An Equalities Impact Assessment has been carried out and is annexed to this report at Annex [X]. In summary, the result of the assessment is [set out findings from EIA]"

Crime and Disorder - none

Information Technology (IT) - none

Property

48. Officers have carried out relevant desktop and physical inspections, the results of which are summarised above. No desktop or physical evidence is currently available to indicate that the most eastern length (beyond the Western Section) of the Carriageway is used regularly for any purpose other than by agricultural vehicle(s) and pedestrians.

Risk Management

49. CYC consider that there are two primary risks:

1. Section 41 Claim

50. If an individual sustains an actionable injury and they are able to show that the injury arose as a result of the Carriageway being out of repair, CYC could be exposed to a breach of statutory duty claim pursuant to s41 of the Highways Act 1980 with potential substantial financial implications. The burden of establishing a breach of the s41 duty rests with the claimant. The claimant must prove that the highway was dangerous for the ordinary traffic that passes over it (*Mills v Barnsley MBC [1992]*).

51. If a s41 claim is made against a highway authority, in order to utilise the s58 Highways Act 1980 "Special Defence", the authority must prove that they had not breached their duty of care and that, having had regard to the individual circumstances of the case, all reasonable measures had

been taken within a reasonable timeframe to prevent harm to users (see paragraph 34 above).

2. Section 56 Order

52. If a member of the public considers that a highway is out of repair, s56 of the Highways Act 1980 enables any member of the public (“a complainant”) to apply to a magistrates' court for an order requiring the highway authority to put the highway back in repair within a specified time (“a s56 Order”). The process is initiated by the complainant serving notice on the authority requiring it to admit whether the way is a highway and whether it is liable to maintain it.

53. The authority then have one month to respond. The complainant has 6 months from receipt of the authority’s reply to apply to the magistrates’ court for a s56 Order. Where a complainant successfully obtains a s56 Order, the court may make a costs order against the authority. The Court must specify a “reasonable period” within which the highway must be put in repair. The s56 Order will not detail what repairs should be carried out. The Court’s decision can be challenged, if challenged, the Crown Court will rehear the whole case. Please see Annex C which contains the flow chart which is available to the public in relation to the s56 Order process.

54. Generally, a highway authority on receiving notice of a complaint in relation to the condition of a highway will want to consider whether the condition of the road in question complies with national codes of practice and its own policies and if not, whether there is good reason for the divergence.

55. If the authority thinks that the court may find the road to be “out of repair”, in order to avoid the s56 court proceedings, the authority may choose to undertake the repair works. The authority should inform the complainant/ residents about the repairs which the authority deems to be necessary and provide an estimated timescale for implementation.

56. Where the Court considers that the complainant is using the s56 process in order to seek an improvement to the highway or a level of maintenance beyond the level that can be reasonably required for the volume and type of traffic use, the claim is likely to fail.

57. In Kind v Newcastle upon Tyne Council [2001] the court had to consider a metalled single track road in a rural area mainly used for farm access purposes. The complainant claimed that works were required to make

the road safer for pedestrians, cyclists and horse riders. The High Court held that the road was not out of repair and that the complainant was seeking an improvement to the road rather than putting it into repair.

Contact Details

Author:	**Chief Officer Responsible for the report:**
Siavosh Mahmoodshahi Highway asset manager Highway and Transport	James Gilchrist Director of Environment, Transport and Planning
Andrew Davies Head of Highways Asset Management Highways and Transport	**Report Approved** √ **Date** 5/12/22

Specialist Implications Officer(s) List information for all

Financial:
Name
Title
Tel No.

Legal (Property):
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Title: Senior Lawyer- Property
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Legal (Planning)
Name: Ruhina Choudhury
Title: Senior Solicitor – Planning
Tel No: 01904 555086

Wards Affected: Rural West **All** ☐

For further information please contact the author of the report

Background Papers:

None

Annexes

Annex A: Plan of Adopted Highway
Annex B: Location Plan
Annex C – Section 56 Order Process
Annex D – Report of Maintenance Managers fiHISCndings from Site Inspection on 28th November 2022

List of Abbreviations Used in this Report

HIAMP - Highway Infrastructure Asset Management Plan
HSIM - Highway Safety Inspection Manual
CYC – City of York Council

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Annex A – Plan of Adopted Highway

Plan of Adopted Highway

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Annex B – Location plan

Google Earth Image of Location (highlighting 84m)

Google Earth image looking West

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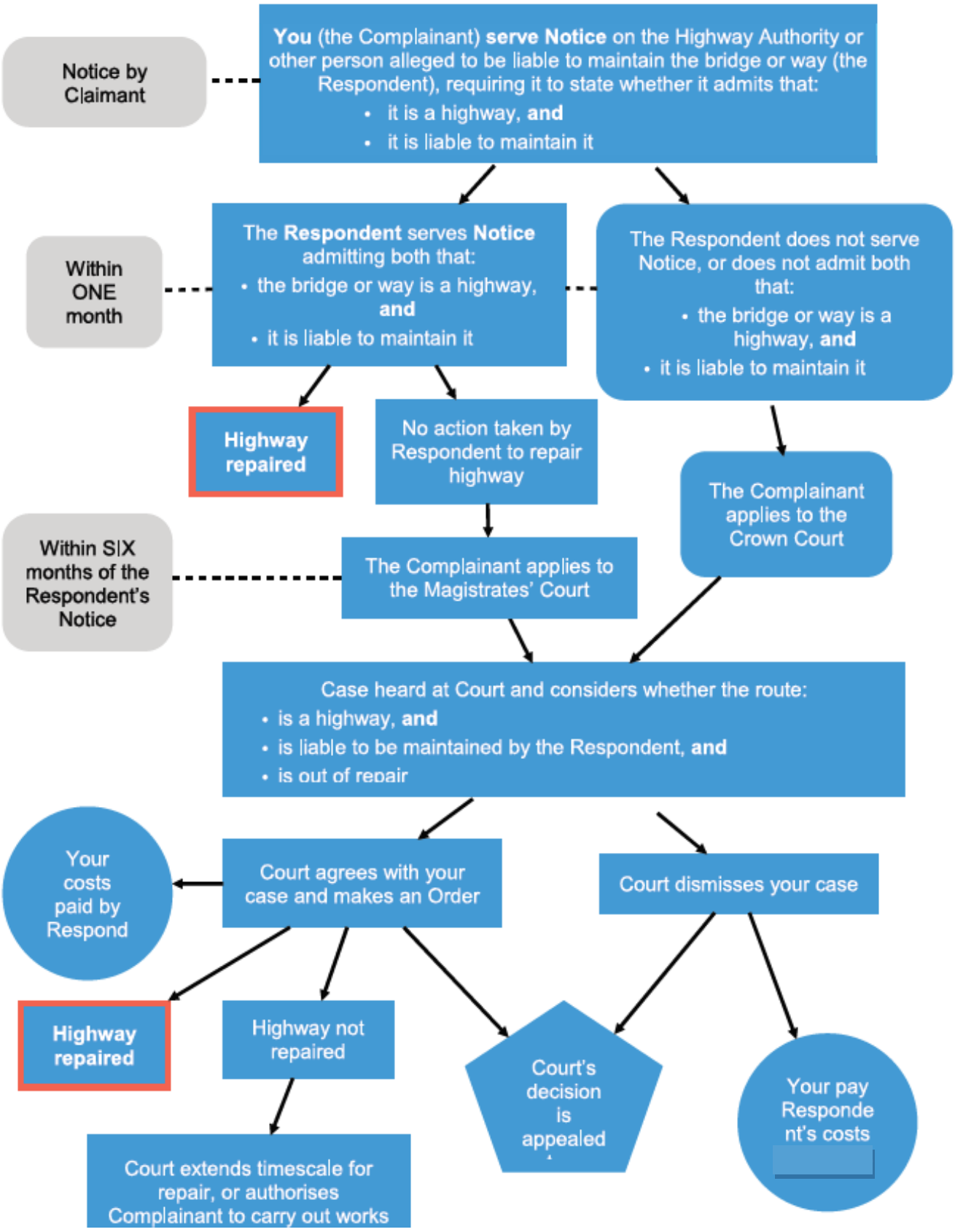
Annex C – Section 56 Order Process



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Annex D – Report of Maintenance Managers findings from Site Inspection on 28th November 2022

The local inspector and myself visited the above site on Monday and we have inspected the whole length of Buttacre Lane, our findings are as follows:

- The first 84 metres (approx. 4.5m wide) has a Tarmac construction of approximately 40mm thick (AC10) CGM Surface Course and 50 to 60mm thick (AC20) Binder Course with Type 1 road stone sub-base. This has some actionable defects 11 x medium & small patches varying in depth from 40mm to 100mm approx. total = 28m2 in area. The inspector have issued a job ticket to have these defects made safe on P5 (28days) priority.

- The next approximately 374 metres of the lane is predominately of stone construction, depth is unknown, but probably no more than 100-150mm in depth. Some areas in the wheeltracks have been repaired with AC10 or AC6 CGM material for ease of repair. We found no actionable defects in this section of the lane. However there was significant amounts of mud and detritus as result of agricultural activities from the local farmer, mainly outside the entrance to the farm, but also in the junction of Buttacre Ln/Main St where the farmer is accessing his field.

- The last section of lane which veers off in an eastly direction is approximately 122m in length. This section of the lane has no visible construction, and is basically a dirt track and does not appear to be used on regular basis, other than for access to field entrances.

- There are 4 x road gullies in the junction of Buttacre Ln/Main street, 3 of them are working satisfactorily, but there is one nearest the field entrance which is full of mud as result of agriculture traffic entering and leaving the adjacent field, and needs cleaning and jetting out to return to full working condition.

While the tarmac section of road has some defects which need repairing, the majority of the stone part of the lane is fit for purpose and would only be maintained to its original construction. The only issue is asking the local farmer to clean up after their local working of the fields nearest to his farm, as the level of mud and detritus is unacceptable, however this has to be balanced with the practicalities of a working farm.

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Executive Member Decision Session 13/12/2022

Report of the Corporate Director of Place
Portfolio of the Executive Member for Transport

Traffic Signal Asset Renewal (TSAR) – Junction of Malton Road and New Lane

Summary

1. The traffic signalling equipment at this site is life expired, has become difficult and costly to maintain and needs to be replaced.

2. The TSAR (Traffic Signal Asset Renewal) programme is the means by which life expired traffic signal assets across the city are refurbished.

3. Although the programme is primarily about asset renewal, there is scope to take advantage of 'easy wins' whilst refurbishing the equipment. To that end, design proposals aimed at improvements for pedestrians and cyclists moving through the junction and providing links to existing cycle infrastructure to the northwest of the junction in accordance with the Travel Hierarchy of Transport Users adopted by CYC as part of Local Transport Plan 3 are being put forward.

4. An initial proposed design which included the reallocation of carriageway space on New Lane to provide a mandatory northbound cycle lane to link with an existing on carriageway cycle lane as well as kerbline changes aimed at reducing cyclist/[pedestrian conflict in the North Western corner of the junction was developed and shared for consultation with local ward councillors and external stakeholders representing active travel mode users and equalities groups.

5. Ward councillors responded to indicate that the carriageway changes proposed in this initial design were a cause for concern and did not address local issues which are proposed to be more pressing at the junction. Safety issues for cyclists entering the carriageway of New Lane without traffic signal control whilst motor vehicle traffic also enters

the road as part of the proposed layout changes was a key focus, alongside a desire for the introduction of a third signal controlled crossing at the junction providing a more direct route between the Southern foot/cycle way of Malton Road and New Lane.

6. Based on this response, a further three design proposals were compiled which reflected the suggestions proposed during consultation as well as informing slight revisions to the original design proposal to provide light segregation of the new northbound cycle lane and an increase in the size of the foot/cycle way areas around the proposed Toucan crossing waiting areas.

7. The Four Design Proposals include:

- Design Proposal A – Renewal of Traffic Signal Equipment and minor civils works
- Design Proposal B – Renewal of Traffic Signal Equipment and reallocation of New Lane Carriageway space to Active Travel Modes
- Design Proposal C – Renewal of Traffic Signal Equipment with additional Toucan Crossing Introduction
- Design Proposal D – Renewal of Traffic Signal Equipment, Reallocation of New Lane Carriageway space to Active Travel Modes and additional Toucan Crossing Installation

8. A second round of consultation was undertaken on these four design proposals with responses indicating that ward councillors would favour the introduction of Design Proposal C whereas Stakeholders representing Active Travel users would prefer Design Proposal D.

9. A decision is required to approve which of the proposed schemes should be taken forward to detailed design and construction.

Recommendations

10. The Executive Member is asked to:

Approve progression of the scheme to detailed design and construction, based on one of the scheme proposals described within this report.

Reason:

In order to progress the design and construction of the TSAR scheme at Malton Road / New Lane.

Background

11. The TSAR (Traffic Signal Asset Renewal) programme has been in place since 2015 and is responsible for the replacement of life expired traffic signal assets around York.

12. The focus is on replacing equipment that is liable to imminent failure, rather than seeking to improve congestion or achieve a similar transport improvement goal. However, where 'easy wins' can be achieved at the same time as replacing obsolete equipment, these will be taken advantage of.

13. CYC's Local Transport Plan 3 includes a hierarchy of Transport Users as part of which, pedestrian and cyclist needs should be prioritised when identifying the potential for amendments to the transport network. Existing issues at this junction location highlight conflict between these two transport users when moving through shared spaces and therefore revisions are proposed which aim to improve these journeys by creating additional space for them.

14. To date, 44 sets of signals have been refurbished and a further site is scheduled for completion in the 22/23 financial year.

15. The traffic signal controller and the majority of the signal poles at this site are in excess of 17 years old, though some have been replaced in the recent past due to vehicle strikes. An operational inbound Bus Lane is currently in place along Malton Road supporting the Park and Ride service which runs through this junction.

16. The junction lies in close proximity to York Outer Ring Road and the A64 bypass as well as the Community Stadium and Monks Cross/Vangarde retail park developments. Access to a small number of residential properties is present within the signal controlled area of the junction and any revision of the site will seek to maintain the existing arrangements for the entrance/exit arrangements for these properties.

17. Off Carriageway cycle provision already exists at the junction however the layout is constrained due to a lack of space to serve both pedestrians and cyclists.

Options

18. The following options are available:

19. Option 1 – Approve progression of the scheme to detailed design and construction based on one of the Design Proposals included at Annexes A to D of this report.

20. Option 2 – Do not approve for the scheme to proceed and indicate further considerations which need to be addressed for a scheme to gain approval.

Analysis

Design Proposal A – Renewal of Traffic Signal Equipment and minor civils works

Description of Changes

21. A full refurbishment of the on site traffic signal equipment, introduction of a new traffic signal controller to allow remote access of the junction via the CYC Urban Traffic Control system and introduction of Near Side Red/Green Man Toucan Crossing technology

22. Verges moved back in the Northern Footway of Malton Road to provide slight increases in available shared space around the known pinch point for pedestrians and cyclists turning onto/from New Lane and the Toucan crossing waiting areas.

23. Removal of the existing carriageway island across New Lane

24. Inclusion of a new cycle off slip provision from New Lane into the shared use area around the eastern extent of the Toucan Crossing to allow cyclists to use the Toucan or proceed eastbound using the existing off carriageway cycle way on Malton Road.

25. Tactile paving installed to current guidance and audible crossing alert included.

26. Extended cycle on/off slip provision for cyclists wishing to join the off carriageway cycleway provision when heading westbound along Malton Road.

27. Application of Green surface markings over the entry points to residential properties on Malton Road and a commercial property on New Lane.

28. Potential inclusion of a Yellow Box junction marking on Malton Road outbound across the entrance to New Lane if supported by North Yorkshire Police.

29. The estimated cost of the work to the Traffic Signal at the junction of Malton Road and New Lane detailed in Annex A for this design proposal A is £120,000.00 and construction of this design is estimated to take 3 weeks.

Reasoning

30. Replacement of the traffic signal technology is the fundamental purpose of this project, as per item 12.

31. The upgrade of the traffic signal controller at the site allows for improved remote operation of the junction via UTC and the ability for alternative signal phasing plans to be enforced on demand as required as part of network planning/monitoring.

32. Conflict between pedestrians and cyclists at the North West corner of the junction has been identified during site visits and scheme feasibility works. Cutting back of existing hedgerow in the area is estimated to create a small amount of additional space in the existing footway however this is not considered sufficient to provide ample space for both pedestrians and cyclists to move through the area safely. The slight reduction in grass verge within the northern footway of Malton Road generates a small increase in available shared space at this point which would improve pedestrian/cyclist congestion marginally.

33. Design proposal A provides slight improvements to tackle the existing conflict identified between pedestrians and cyclists at the north west corner of the junction with shared space areas improved marginally. The proposed installation of traffic signal equipment does not preclude future revisions to the layout of the junction to provide further betterment from being delivered.

Impact on vehicular traffic

34. As no major changes are intended to the layout or operation of the junction, there will be minimal impact on vehicular traffic.

35. Renewal of the traffic signals equipment will improve traffic detection at the junction leading to improvements in delay during quieter trafficked times.

Impact on Pedestrians

36. This design will offer slight improvements for pedestrians including lower pedestrian wait times due to improved traffic signal operation, additional waiting area capacity and improved tactile paving layouts in accordance with current guidance.

37. The intended use of Near side Red/Green Man technology is based on the following reasoning:

38. All junctions on the Malton Road corridor and in the Monk's Cross area use near-sided indicators. Consistency in application is a key consideration so that users are clear what is expected of them within a similar environment.

39. Recent traffic counts undertaken show that the junction has low use by pedestrians and cyclists (on a shared use footway). It is very unlikely that crowding of pedestrians or obscuring of the near-side unit will take place.

40. Footway widths at the crossing points are generally wide (over 3m) allowing indicators to be placed at the front of kerb without any significant narrowing of the footway or impacting of crowding of users.

41. Pedestrians will cross on an "all red" to traffic with audible signals used to provide assistance to visually impaired users.

42. High level repeaters will be installed at 1.9m clearance to base of unit to allow for improved viewing of near sided units and reduce obscuring the units.

Impact on Cyclists

43. The inclusion of a new off slip for cyclists proceeding south bound on New Lane provides a transition point with a significantly improved angle of entry when compared to the existing drop kerb arrangement and

allows cyclists to enter the area of shared footway/cycle space prior to reaching the existing stop line and waiting for a green traffic signal.

44. Provision of cycle lane infrastructure across a number of property access points will be marked using green surfacing to highlight the potential presence of cyclists to motor vehicle users moving through these locations.

45. For cyclists who wish to remain on carriageway when moving through the junction from New Lane, the transition point to off carriageway provision on Malton Road inbound will be lengthened reducing the need for cyclists to proceed directly ahead at the junction and improving the entry angle onto the cycle lane.

46. The JAT score for this option based upon the criteria of LTN 1/20 is 17%. The scoring is low due to a lack of off carriageway cycle provision for cyclists approaching the junction from New Lane and the use of shared use pedestrian / cyclist facilities around the crossing locations. Pedestrian flows are low at the junction and the use of shared space is considered appropriate for this more inter-urban location.

Impact on Air Quality

47. This option has a negligible impact on Air Quality in the immediate area of the junction given that traffic levels are estimated to remain largely the same as no major changes to operation of the junction are included.

Design Proposal B – Renewal of Traffic Signal Equipment and reallocation of New Lane Carriageway space to Active Travel Modes

Description of Changes

48. A full refurbishment of the on site traffic signal equipment, introduction of a new traffic signal controller to allow remote access of the junction and introduction of Near Side Red/Green Man Toucan Crossing technology

49. Tactile paving installed to current guidance and audible crossing alert included.

50. Kerblines at the mouth of New Lane built out to provide additional footway/cycle way space at the Toucan Crossings

51. Removal of the existing carriageway island across New Lane

52. Removal of the dedicated left turn flare lane entering the junction from New Lane. Carriageway centre line relocated to provide single inbound and outbound lanes on New Lane.

53. Introduction of a new mandatory northbound cycle lane on New Lane with an initial 15 metre length of light segregation linking existing cycle lane provision on Malton Road and the on carriageway cycle lane located 120m north of the junction site.

54. New Cycle slip provision from Malton Road outbound into New Lane to join this new cycle lane.

55. New cycle off slip provision from New Lane into the shared use area around the eastern extent of the Toucan Crossing to allow cyclists to use the Toucan or proceed eastbound using the existing off carriageway cycle way on Malton Road.

56. Extended cycle on/off slip provision for cyclists wishing to join the off carriageway cycleway provision when heading westbound along Malton Road.

57. Application of Green surface markings over the entry points to residential properties on Malton Road and a commercial property on New Lane.

58. Potential inclusion of a Yellow Box junction marking on Malton Road outbound across the entrance to New Lane if supported by North Yorkshire Police.

59. The estimated cost of the work to the Traffic Signal at the junction of Malton Road and New Lane detailed in Annex B for this design proposal B is £175,000.00 and construction of this design is estimated to take 5 weeks.

Reasoning

60. Replacement of the traffic signal technology is the fundamental purpose of this project, as per item 12.

61. The upgrade of the traffic signal controller at the site allows for improved remote operation of the junction via UTC and the ability for alternative signal phasing plans to be enforced on demand as required as part of network planning/monitoring.

62. The build out of the kerb lines at the mouth of New Lane creates additional space for pedestrians and cyclists waiting to use the signal controlled crossings and also provides space for slip road access for cyclists wishing to move from Malton Road eastbound into North Lane without the need to wait for a signal controlled phase.

63. Conflict between pedestrians and cyclists at the North West corner of the junction has been identified during site visits and scheme feasibility works. Cutting back of existing hedgerow in the area is estimated to create a small amount of additional space in the existing footway however this is not considered sufficient to provide ample space for both pedestrians and cyclists to move through the area safely.

64. Removal of the left turn flare lane from New Lane generates carriageway space for an LTN1/20 compliant North bound separated cycle lane to be included, removing the pedestrian/cyclist conflict indicated above and connecting cyclists with existing on carriageway cycle lane provision further North of the junction site.

65. The cycle slipway connecting southbound cyclists on New Lane with the Toucan crossing location is provided despite the lack of existing carriageway cycle infrastructure in this direction of travel. There is potential for expansion of the carriageway in this area towards the existing hedgerow to provide cycling provision approaching the junction however this is beyond the scope and budget of the existing TSAR scheme.

66. This Design Proposal B provides improvements for pedestrian experience in comparison to Design Proposal A however these are primarily outcomes of larger improvements relating to facilities for cyclists proceeding from Malton Road into New Lane. The additional shared space at the North West corner of the junction allows this manoeuvre to be made with reduced pedestrian conflict by relocating cyclist movements into dedicated on carriageway infrastructure.

Impact on vehicular traffic

67. Given the required reduction in traffic lanes on New Lane, the preliminary design has been subject to operational transport modelling (Linsig) which indicates that removal of the left turn flare lane from New Lane will increase delay and queuing for general traffic however, the junction is still likely to operate within capacity.

68. Operational modelling also indicates that the change to the junction layout is unlikely to result in material increases in journey times for the P&R bus service on Malton Road which make use of the inbound Bus Lane which is present at the site.

69. Renewal of the traffic signals equipment will improve traffic detection at the junction leading to improvements in delay during quieter trafficked times.

70. The proposed build out of kerblines has been subject to swept path analysis to ensure that Buses/HGV's moving through the junction are not impacted by the change.

71. The introduction of the new mandatory cycle lane on New Lane may generate a requirement for a TRO to prevent vehicles parking/loading within the lane although this is not a formal requirement. Any formal application of a TRO would be subject to a formal consultation with local properties which may be impacted by the TRO which would need to be completed before any construction works took place.

Impact on Pedestrians

72. This design will offer slight improvements for pedestrians including lower pedestrian wait times due to improved traffic signal operation, additional waiting area capacity and improved tactile paving layouts in accordance with current guidance.

73. The intended use of Near side Red/Green Man technology is based on the following reasoning:

74. All junctions on the Malton Road corridor and in the Monk's Cross area use near-sided indicators. Consistency in application is a key

consideration so that users are clear what is expected of them within a similar environment.

75. Recent traffic counts undertaken show that the junction has low use by pedestrians and cyclists (on a shared use footway). It is very unlikely that crowding of pedestrians or obscuring of the near-side unit will take place.

76. Footway widths at the crossing points are generally wide (over 3m) allowing indicators to be placed at the front of kerb without any significant narrowing of the footway or impacting of crowding of users.

77. Pedestrians will cross on an “all red” to traffic with audible signals used to provide assistance to visually impaired users.

78. High level repeaters will be installed at 1.9m clearance to base of unit to allow for improved viewing of near sided units and reduce obscuring the units.

Impact on Cyclists

79. The proposed section of mandatory cycle lane heading northbound along New Lane from the junction will provide a link between existing off carriageway provision on Malton Road and existing on carriageway provision north of the junction on New Lane.

80. A mandatory cycle lane is proposed to provide indication for motorists that they should not encroach on this area of the carriageway. Light segregation infrastructure is included for the first 15 metres of the mandatory cycle lane to enhance safety for cyclists at this transition point.

81. The mandatory cycle lane and associated kerb line adjustments will offer a transition point allowing cyclists to make the left hand turn from Malton Road into New Lane without the need to wait for signal control. Although motor vehicles may be entering New Lane at the same time as cyclists enter the carriageway, the light segregation provided at the transition point will clearly identify carriageway space for all road users.

82. For cyclists who wish to remain on carriageway when moving through the junction from New Lane, the transition point to off carriageway provision on Malton Road southwest bound will be lengthened reducing

the need for cyclists to proceed directly ahead at the junction and improving the entry angle onto the cycle lane.

83. Provision of cycle lane infrastructure across a number of property access points will be marked using green surfacing to highlight the potential presence of cyclists to motor vehicle users moving through these locations.

84. The JAT score for this option based upon the criteria of LTN 1/20 is 33%. Despite the inclusion of the new cycle provision in this design option, improvement in the score is restricted due to the pre existing lack of off carriageway cycle provision for cyclists approaching the junction from New Lane and the use of the shared use pedestrian / cyclist facilities around the crossing locations. Pedestrian flows are low at the junction and the use of shared space is considered appropriate for this more inter-urban location.

Impact on Air Quality

85. This option has a negligible impact on Air Quality in the immediate area of the junction given that traffic levels are estimated to remain largely the same as no major changes to operation of the junction are included.

Design Proposal C – Renewal of Traffic Signal Equipment with additional Toucan Crossing Introduction

Description of Changes

86. A full refurbishment of the on site traffic signal equipment, introduction of a new traffic signal controller to allow remote access of the junction via the CYC Urban Traffic Control system and introduction of Near Side Red/Green Man Toucan Crossing technology

87. Verges moved back in the Northern Footway of Malton Road to provide slight increases in available shared space around the known pinch point for pedestrians and cyclists turning onto/from New Lane and the Toucan crossing waiting areas.

88. Removal of the existing carriageway island across New Lane

89. Inclusion of a new cycle off slip provision from New Lane into the shared use area around the eastern extent of the Toucan Crossing to

allow cyclists to use the Toucan or proceed eastbound using the existing off carriageway cycle way on Malton Road.

90. Tactile paving installed to current guidance and audible crossing alert included.

91. Extended cycle on/off slip provision for cyclists wishing to join the off carriageway cycleway provision when heading westbound along Malton Road.

92. Application of Green surface markings over the entry points to residential properties on Malton Road and a commercial property on New Lane.

93. Introduction of a third signal-controlled Toucan Crossing location to the south west of the junction.

94. Slight relocation of the vehicle stop lines on Malton Road outbound to provide space for the new Toucan Crossing.

95. Extended areas of shared use pedestrian/cyclist space on Malton Road around the waiting areas for this new Toucan Crossing.

96. Potential inclusion of a Yellow Box junction marking on Malton Road outbound across the entrance to New Lane if supported by North Yorkshire Police.

97. The estimated cost of the work to the Traffic Signal at the junction of Malton Road and New Lane detailed in Annex C for this design proposal C is £155,000.00 and construction of this design is estimated to take 4 weeks.

Reasoning

98. Replacement of the traffic signal technology is the fundamental purpose of this project, as per item 12.

99. The upgrade of the traffic signal controller at the site allows for improved remote operation of the junction via UTC and the ability for alternative signal phasing plans to be enforced on demand as required as part of network planning/monitoring.

100. Conflict between pedestrians and cyclists at the North West corner of the junction has been identified during site visits and scheme feasibility works. Cutting back of existing hedgerow in the area is estimated to create a small amount of additional space in the existing footway however this is not considered sufficient to provide ample space for both pedestrians and cyclists to move through the area safely. The slight reduction in grass verge within the northern footway of Malton Road generates a small increase in available shared space at this point which would improve pedestrian/cyclist congestion marginally.

101. The inclusion of a third Toucan crossing at the junction is a consideration proposed by local ward councillors based on evidence for pedestrians and cyclists to cross the width of Malton Road at various uncontrolled locations between this junction and the signal controlled provision south west of the site at the junction of Malton Road and Elmfield Avenue.

102. This Design Proposal C improves carriageway crossing options in comparison to proposals A and B by providing a more direct link for pedestrians and cyclists wishing to move between New Lane and Malton Road's southern footway with slight improvements to tackle the existing conflict identified between pedestrians and cyclists at the north west corner of the junction. Available shared space is improved marginally, and the proposed installation of traffic signal equipment does not preclude future revisions to the layout of the junction to provide further betterment from being delivered.

Impact on vehicular traffic

103. Operation of the junction will remain as it does currently even after the additional Toucan Crossing is introduced as all crossings will operate at the same time therefore, there will be minimal impact on vehicular traffic.

104. Renewal of the traffic signals equipment will improve traffic detection at the junction leading to improvements in delay during quieter trafficked times.

Impact on Pedestrians

105. This design will offer slight improvements for pedestrians including lower pedestrian wait times due to improved traffic signal operation, additional waiting area capacity and improved tactile paving layouts in accordance with current guidance.

106. The intended use of Near side Red/Green Man technology is based on the following reasoning:

107. All junctions on the Malton Road corridor and in the Monk's Cross area use near-sided indicators. Consistency in application is a key consideration so that users are clear what is expected of them within a similar environment.

108. Recent traffic counts undertaken show that the junction has low use by pedestrians and cyclists (on a shared use footway). It is very unlikely that crowding of pedestrians or obscuring of the near-side unit will take place.

109. Footway widths at the crossing points are generally wide (over 3m) allowing indicators to be placed at the front of kerb without any significant narrowing of the footway or impacting of crowding of users.

110. Pedestrians will cross on an "all red" to traffic with audible signals used to provide assistance to visually impaired users.

111. High level repeaters will be installed at 1.9m clearance to base of unit to allow for improved viewing of near sided units and reduce obscuring the units.

112. The additional Toucan Crossing will provide a more direct option for pedestrians wishing to move between the Southern footway of Malton Road and New Lane, removing the need for them to double back on themselves when using the existing crossing points and therefore reducing the amount of time spent waiting for a Green signal as the crossing is reduced to a single phase.

Impact on Cyclists

113. The inclusion of a new off slip for cyclists proceeding south bound on New Lane provides a transition point with a significantly improved angle of entry when compared to the existing drop kerb arrangement and allows cyclists to enter the area of shared footway/cycle space prior to reaching the existing stop line and waiting for a green traffic signal.

114. Provision of cycle lane infrastructure across a number of property access points will be marked using green surfacing to highlight the potential presence of cyclists to motor vehicle users moving through these locations.

115. For cyclists who wish to remain on carriageway when moving through the junction from New Lane, the transition point to off carriageway provision on Malton Road inbound will be lengthened reducing the need for cyclists to proceed directly ahead at the junction and improving the entry angle onto the cycle lane.

116. The additional Toucan Crossing will provide a more direct option for Cyclists wishing to cross from the Southern cycleway of Malton Road to New Lane, removing the need for them to double back on themselves when using the existing crossing points and therefore reducing the amount of time spent waiting for a Green signal as the crossing is reduced to a single phase.

117. The JAT score for this option based upon the criteria of LTN 1/20 is 17%. The scoring is low due to a lack of off carriageway cycle provision for cyclists approaching the junction from New Lane and the use of the shared use pedestrian / cyclist facilities around the crossing locations. Pedestrian flows are low at the junction and the use of shared space is considered appropriate for this more inter-urban location.

Impact on Air Quality

118. This option has a negligible impact on Air Quality in the immediate area of the junction given that traffic levels are estimated to remain largely the same as no major changes to operation of the junction are included.

Design Proposal D – Renewal of Traffic Signal Equipment, Reallocation of New Lane Carriageway space to Active Travel Modes and additional Toucan Crossing Installation

Description of Changes

119. A full refurbishment of the on site traffic signal equipment, introduction of a new traffic signal controller to allow remote access of the junction

and introduction of Near Side Red/Green Man Toucan Crossing technology

120. Tactile paving installed to current guidance and audible crossing alert included.

121. Kerblines at the mouth of New Lane built out to provide additional footway/cycle way space at the Toucan Crossings

122. Removal of the existing carriageway island across New Lane

123. Removal of the dedicated left turn flare lane entering the junction from New Lane. Carriageway centre line relocated to provide single inbound and outbound lanes on New Lane.

124. Introduction of a new mandatory northbound cycle lane on New Lane with an initial 15 metre length of light segregation linking existing cycle lane provision on Malton Road and the on carriageway cycle lane located 120m north of the junction site.

125. New Cycle slip provision from Malton Road outbound into New Lane to join this new cycle lane.

126. New cycle off slip provision from New Lane into the shared use area around the eastern extent of the Toucan Crossing to allow cyclists to use the Toucan or proceed eastbound using the existing off carriageway cycle way on Malton Road.

127. Extended cycle on/off slip provision for cyclists wishing to join the off carriageway cycleway provision when heading westbound along Malton Road.

128. Application of Green surface markings over the entry points to residential properties on Malton Road and a commercial property on New Lane.

129. Introduction of a third signal-controlled Toucan Crossing location to the south west of the junction.

130. Slight relocation of the vehicle stop lines on Malton Road outbound to provide space for the new Toucan Crossing.

131. Extended areas of shared use pedestrian/cyclist space on Malton Road around the waiting areas for this new Toucan Crossing.

132. Potential inclusion of a Yellow Box junction marking on Malton Road outbound across the entrance to New Lane if supported by North Yorkshire Police.

133. The estimated cost of the work to the Traffic Signal at the junction of Malton Road and New Lane detailed in Annex D for this design proposal D is £210,000.00 and construction of this design is estimated to take 6 weeks.

Reasoning

134. This design proposal provides an amalgamation of the junction changes proposed across Design Proposals B and C.

135. Replacement of the traffic signal technology is the fundamental purpose of this project, as per item 12.

136. The upgrade of the traffic signal controller at the site allows for improved remote operation of the junction via UTC and the ability for alternative signal phasing plans to be enforced on demand as required as part of network planning/monitoring.

137. The build out of the kerb lines at the mouth of New Lane creates additional space for pedestrians and cyclists waiting to use the signal controlled crossings and also provides space for slip road access for cyclists wishing to move from Malton Road eastbound into North Lane without the need to wait for a signal controlled phase.

138. Conflict between pedestrians and cyclists at the North West corner of the junction has been identified during site visits and scheme feasibility works. Cutting back of existing hedgerow in the area is estimated to create a small amount of additional space in the existing footway however this is not considered sufficient to provide ample space for both pedestrians and cyclists to move through the area safely.

139. Removal of the left turn flare lane from New Lane generates carriageway space for an LTN1/20 compliant North bound separated cycle lane to be included removing the pedestrian/cyclist conflict

indicated above and connecting cyclists with existing on carriageway cycle lane provision further North of the junction site.

140. The cycle slipway connecting southbound cyclists on New Lane with the Toucan crossing location is provided despite the lack of existing carriageway cycle infrastructure in this direction of travel. There is potential for expansion of the carriageway in this area towards the existing hedgerow to provide cycling provision approaching the junction however this is beyond the scope and budget of the existing TSAR scheme.

141. The inclusion of a third Toucan crossing at the junction is a consideration proposed by local ward councillors based on evidence for pedestrians and cyclists to cross the width of Malton Road at various uncontrolled locations between this junction and the signal controlled provision south west of the site at the junction of Malton Road and Elmfield Avenue.

142. This Design Proposal D provides the greatest changes to the layout of the junction in order to prioritise the movements of transport users at the top of the CYC travel hierarchy. Conflict between pedestrians and cyclists in the North West corner of the junction is reduced by increasing the available shared space at this point through extension of the kerbline further into the current carriageway as well as the provision of new on carriageway cycle provision for cyclists travelling northbound along New Lane. The additional Toucan Crossing location provides a new direct option for pedestrians and cyclists wishing to cross the carriageway under signal control at this point, reducing the need for crossings to be undertaken in multiple stages and therefore slightly reducing journey times.

Impact on vehicular traffic

143. Given the required reduction in traffic lanes on New Lane, the preliminary design has been subject to operational transport modelling (Linsig) which indicates that removal of the left turn flare lane from New Lane will increase delay and queuing for general traffic however, the junction is still likely to operate within capacity.

144. Operational modelling also indicates that the change to the junction layout is unlikely to result in material increases in journey times for the P&R bus service on Malton Road which make use of the inbound Bus Lane which is present at the site.

145. Renewal of the traffic signals equipment will improve traffic detection to at the junction leading to improvements in delay during quieter trafficked times.

146. The build out of kerb has been subject to swept path analysis to ensure that Buses/HGV's moving through the junction are not impacted by the change.

147. The introduction of the new mandatory cycle lane on New Lane may generate a requirement for a TRO to prevent vehicles parking/loading within the lane although this is not a formal requirement. Any formal application of a TRO would be subject to a formal consultation with local properties which may be impacted by the TRO which would need to be completed before any construction works took place.

Impact on Pedestrians

148. This design will offer slight improvements for pedestrians including lower pedestrian wait times due to improved traffic signal operation, additional waiting area capacity and improved tactile paving layouts in accordance with current guidance.

149. The intended use of Near side Red/Green Man technology is based on the following reasoning:

150. All junctions on the Malton Road corridor and in the Monk's Cross area use near-sided indicators. Consistency in application is a key consideration so that users are clear what is expected of them within a similar environment.

151. Recent traffic counts undertaken show that the junction has low use by pedestrians and cyclists (on a shared use footway). It is very unlikely that crowding of pedestrians or obscuring of the near-side unit will take place.

152. Footway widths at the crossing points are generally wide (over 3m) allowing indicators to be placed at the front of kerb without any significant narrowing of the footway or impacting of crowding of users.

153. Pedestrians will cross on an "all red" to traffic with audible signals used to provide assistance to visually impaired users.

154. High level repeaters will be installed at 1.9m clearance to base of unit to allow for improved viewing of near sided units and reduce obscuring the units.

155. The additional Toucan Crossing will provide a more direct option for pedestrians wishing to cross from the Southern footway of Malton Road to New Lane, removing the need for them to double back on themselves when using the existing crossing points and therefore reducing the amount of time spent waiting for a Green signal as the crossing is reduced to a single phase.

Impact on Cyclists

156. The proposed section of mandatory cycle lane heading northbound along New Lane from the junction will provide a link between existing off carriageway provision on Malton Road and existing on carriageway provision north of the junction on New Lane.

157. A mandatory cycle lane is proposed to provide indication for motorists that they should not encroach on this area of the carriageway. Light segregation infrastructure is included for the first 15 metres of the mandatory cycle lane to enhance safety for cyclists at this transition point.

158. The mandatory cycle lane and associated kerb line adjustments will offer a transition point allowing cyclists to make the left hand turn from Malton Road into New Lane without the need to wait for signal control. Although motor vehicles may be entering New Lane at the same time as cyclists enter the carriageway, the light segregation provided at the transition point will clearly identify carriageway space for all road users.

159. For cyclists who wish to remain on carriageway when moving through the junction from New Lane, the transition point to off carriageway provision on Malton Road will be lengthened reducing the need for cyclists to proceed directly ahead at the junction and improving the entry angle onto the cycle lane.

160. Provision of cycle lane infrastructure across a number of property access points will be marked using green surfacing to highlight the potential presence of cyclists to motor vehicle users moving through these locations.

161. The additional Toucan Crossing will provide a more direct option for Cyclists wishing to cross from the Southern cycleway of Malton Road to New Lane, removing the need for them to double back on themselves when using the existing crossing points and therefore reducing the amount of time spent waiting for a Green signal as the crossing is reduced to a single phase.

162. The JAT score for this option based upon the criteria of LTN 1/20 is 33%. Despite the inclusion of the new cycle provision in this design option, improvement in the score is restricted due to the pre existing lack of off carriageway cycle provision for cyclists approaching the junction from New Lane and the use of the shared use pedestrian / cyclist facilities around the crossing locations. Pedestrian flows are low at the junction and the use of shared space is considered appropriate for this more inter-urban location.

Impact on Air Quality

163. This option has a negligible impact on Air Quality in the immediate area of the junction given that traffic levels are estimated to remain largely the same as no major changes to operation of the junction are included.

Safety Considerations

164. Accident data for a 5 year period between 01/01/17 and 31/12/21 has been assessed as part of the preliminary design works for this project. During this period only one incident is recorded, a shunt type incident between 2 cars, which resulted in 1 slight casualty.

165. Over the 5 year period, this is not considered statistically significant, and therefore safety improvements targeting the reduction of incidents similar to these in the future are not considered to be key to the delivery of this project. A further Road Safety Audit will be carried out after detailed design and before construction. This is the means by which the design safety of the scheme will be controlled.

Consultation

166. An electronic consultation on Design Proposal B was undertaken during July 2022. The recipients included local ward councillors for Huntington and New Earswick, Heworth Without and Heworth, Huntington and Heworth Parish Councils, CYC officers from a range of service areas

and external stakeholders representing a range of transport and equalities groups to offer an opportunity to comment on the proposal's inclusions.

167. As part of the stakeholder response, local councillors from the Huntington and New Earswick and Heworth Without wards expressed concern about the potential impact of the changes included in Design Proposal B. Concerns were focused around the lack of crossing provision at the south of the junction, potential conflict between motor vehicles and cyclists entering the carriageway of New Lane without signal control and the potential for increased congestion on New Lane caused by the removal of the left turn lane. As part of their response, councillors put forward alternative design suggestions which they considered more appropriate at this junction location. In order to clarify these concerns and alternative suggestions, an MS Teams meeting was completed between the ward councillors and the TSAR project manager on the 13th September 2022.

168. In response to this feedback, the TSAR design team produced further Design Proposals (A, C and D) as well as updating Design Proposal B with minor revisions based on feedback provided by other stakeholders during the first period of consultation.

169. A further electronic consultation was undertaken during September 2022 with all 4 design proposals shared with the recipients included in the first round of consultation.

170. Stakeholders from groups representing active travel modes expressed a preference for Design Proposal D, citing the inclusion of revisions which they see as reducing pedestrian/cyclist conflict at the north of the junction and improving levels of protection for these users which are consistent with the principles of the new highway code. Design proposals A and C are seen as only providing minimal improvements over the current junction layout. One stakeholder group representing pedestrians expressed opposition to the intended use of Near side pedestrian crossing technology.

171. Local ward councillors indicated a preference for Design Proposal C and raised concerns regarding the removal of the left turn flare lane and the impact this will have for vehicle queues on New Lane - drawing comparison with the past removal of carriageway space to introduce a cycle lane at Clifton Green. Councillors also suggested potential revisions to the site could be made in stages with the impact of Design

Proposal C's more minor works to improve pedestrian/cyclist conflict assessed after installation before major changes such as those in proposals B and D were considered in the future.

172. A summary of the consultation responses received and associated CYC Engineer response generated across both consultations can be found in Annex E.

Other options not presented for consideration

173. A Consideration for southbound, on carriageway cycle lane facilities on New Lane was included in early design compilation however as existing carriageway space does not allow for inclusion of 2 motor vehicle lanes and 2 cycle lanes, it was suggested that a link with the existing Cycle Lane provision to the North of the junction was the preferred option.

Council Plan

174. Replacing life-expired traffic signalling assets allows the Authority to continue to manage the traffic on its highway network, minimising congestion and ensuring user safety. Therefore carrying out these works fulfils key outcome 3 of the Council Plan, 'Getting around sustainably.'

Implications

175. Financial

Options A to C are within the budget allocation. Option D would require an additional budget of £35k. If this option is chosen the additional cost of £35k would need to be managed within the overall transport capital programme which would reduce funding available for other schemes.

176. **Human Resources (HR)**
There are no HR implications

177. **Equalities**

The Council needs to take into account the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited

conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

An Equalities Impact Assessment has been carried out and is annexed to this report at Annex F. In summary, the result of the assessment is that the proposal has:

a) A high and positive impact in relation to Age, Disability and Gender groups; and
b) Neutral/ high impacts identified for all other groups in the EIA.

The recommendation of the EIA is there be no major change to the proposal, with some additional actions as set out at 7 and 8 in Annex F.

178. **Legal**

Liability and Risk

Health and Safety at Work Act 1974

City of York Council has a general duty of care to maintain traffic signal infrastructure for which it is responsible. Failure to do so could result in potential breach of Section 3 of the Health and Safety at Work Act 1974. This section places general duties on employers and the self-employed to conduct their undertakings in such a way as to ensure, so far as is reasonably practicable, that persons other than themselves or their employees are not exposed to risks to their health and safety.

Design works, Civil Construction Works and Traffic Signal Equipment

All CYC procurements and related contracts are subject to the Public Contracts Regulations 2015 ("PCRs") and the Council's Contract Procedure Rules ("CPRs"). This includes the related design and works subject of this report.

It is understood the detailed design works, construction works and equipment are proposed to be delivered by either inhouse Council teams and/ or via existing external consultants, contractors and providers under pre-procured contracts.

In the event of there ultimately being requirements outside of the existing inhouse arrangements or the scope of existing contracts CPR and PCR compliant routes will be required and guidance from Procurement and Legal should be sought.

Procurement

There are no procurement implications with the process set out. Should the strategy change, this would have the potential to activate the procurement legislation. In this event, all procurements and related contracts are subject to the Public Contracts Regulations 2015 (“PCRs”) and the Council’s Contract Procedure Rules (“CPRs”). This includes the related design and works subject of this report. And as such, the requirement will need to go through the procurement, and legal teams.

179. **Crime and Disorder**
There are no Crime and Disorder implications

180. **Information Technology (IT)**
There are no IT implications

181. **Property**
There are no Property implications

182. Other
Disruption during construction – Constructing the TSAR schemes inevitably means a certain level of work on the Highway, with an associated level of delay and disruption to pedestrians and vehicular traffic. Such works will be scheduled and planned to minimise this disruption, and sufficient information and notice will be given to affected parties.

Risk Management

183. Project Risks are recorded in the Project Risk Register and are handled by the Project Team and monitored by the Transport Board.

Contact Details

Author:	**Chief Officer Responsible for the report:**
James Williams **Transport Systems Project Manager** **Transport** 01904 551508	**Neil Ferris** **Corporate Director of Economy and Place** **Report Approved** √ **Date** 5/12/22

Wards Affected: List wards or tick box to indicate all **All** ☐

Huntington and New Earswick, Heworth Without, Heworth

For further information please contact the author of the report

Specialist Implications Officer(s) – List Information for all

Financial
Patrick Looker, Finance Manager Corporate Finance Team

Equalities and Legal
Ryan Bell, Senior Lawyer Contracts and Commercial

Procurement
Chloe Wilcox, Head of Procurement

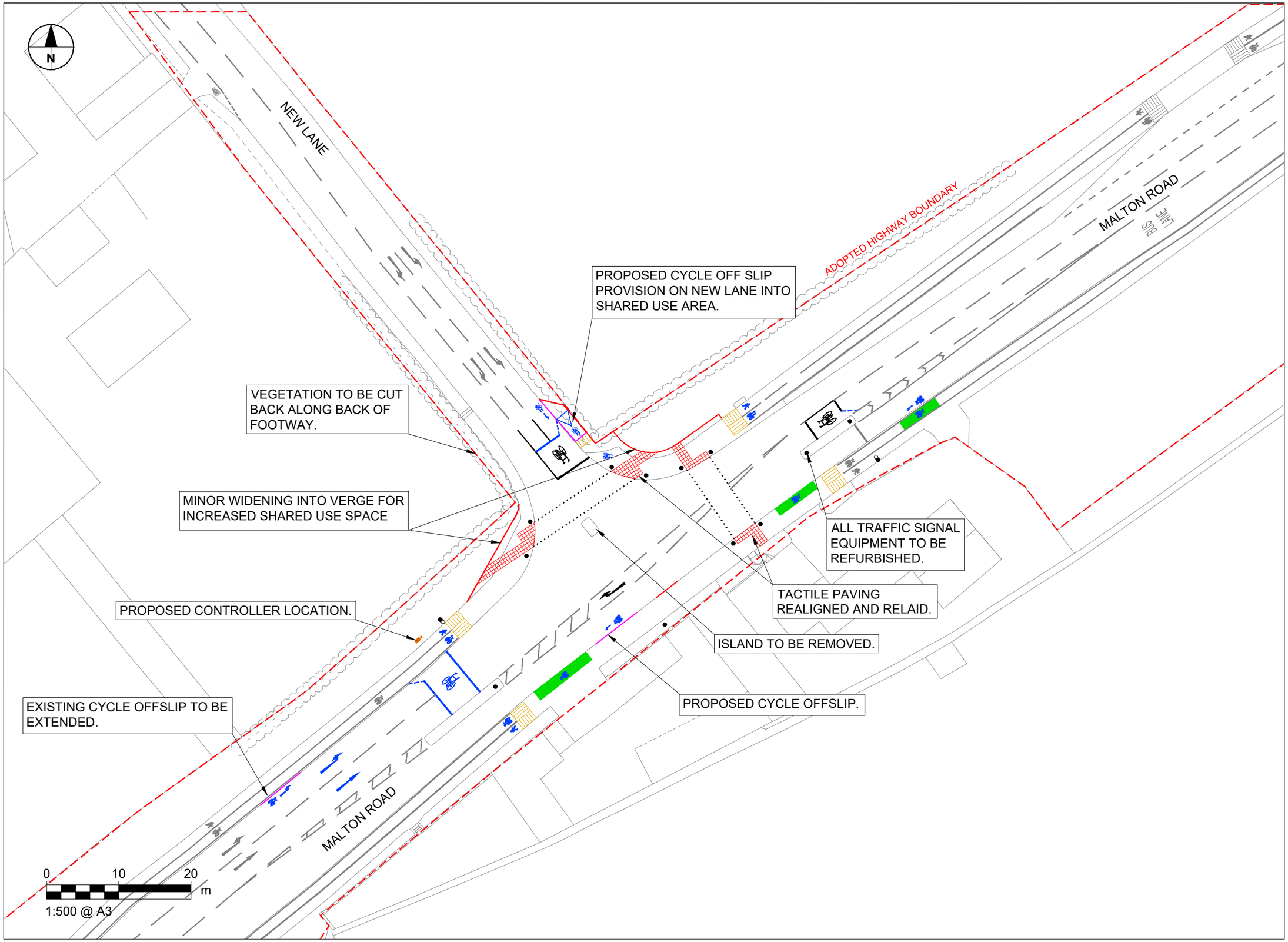
Background Papers:

All relevant background papers must be listed here. A 'background paper' is any document which, in the Chief Officer's opinion, discloses any facts on which the report is based and which has been relied on to a material extent in preparing the report (see page 5:3:2 of the Constitution).

Annexes
Annex A – Design Proposal A
Annex B – Design Proposal B
Annex C – Design Proposal C

Annex D – Design Proposal D
Annex E – Consultation Response Summary and Principal Designer Feedback
Annex F – Equalities Impact Assessment

List of Abbreviations Used in this Report
TSAR - Traffic Signal Asset Renewal
CYC – City of York Council
UTC – Urban Traffic Control
TRO – Traffic Regulation Order
LTP – Local Transport Plan



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2. ROAD MARKINGS ADJUSTED TO SUIT AMENDED DESIGN.

KEY

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- EXISTING WHITE MARKINGS REFRESHED
- PROPOSED RED TACTILES
- PROPOSED CORDUROY TACTILES
- PROPOSED CONTROLLER
- PROPOSED TRAFFIC SIGNAL POLE
- PROPOSED KERB
- PROPOSED DROPPED KERB
- PROPOSED GREEN SURFACING
- HIGHWAY BOUNDARY

ISSUE/REVISION

I/R	DATE	DESCRIPTION
P01	14/03/2022	FIRST ISSUE

SHEET TITLE

YK2237
MALTON ROAD / NEW LANE
PRELIMINARY DESIGN
DESIGN PROPOSAL A

DRAWING NUMBER

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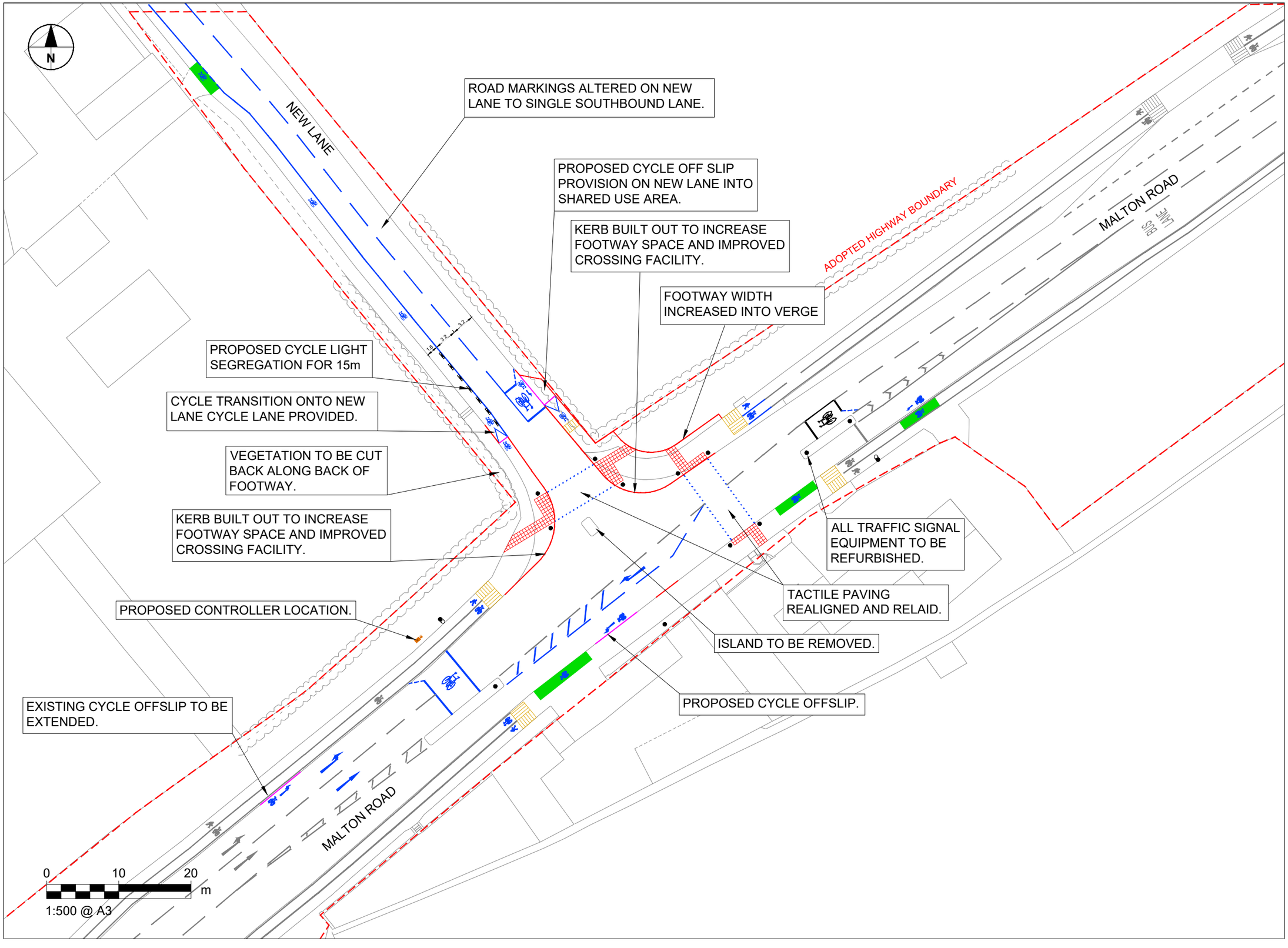

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PRELIMINARY DESIGN
DESIGN PROPOSAL B

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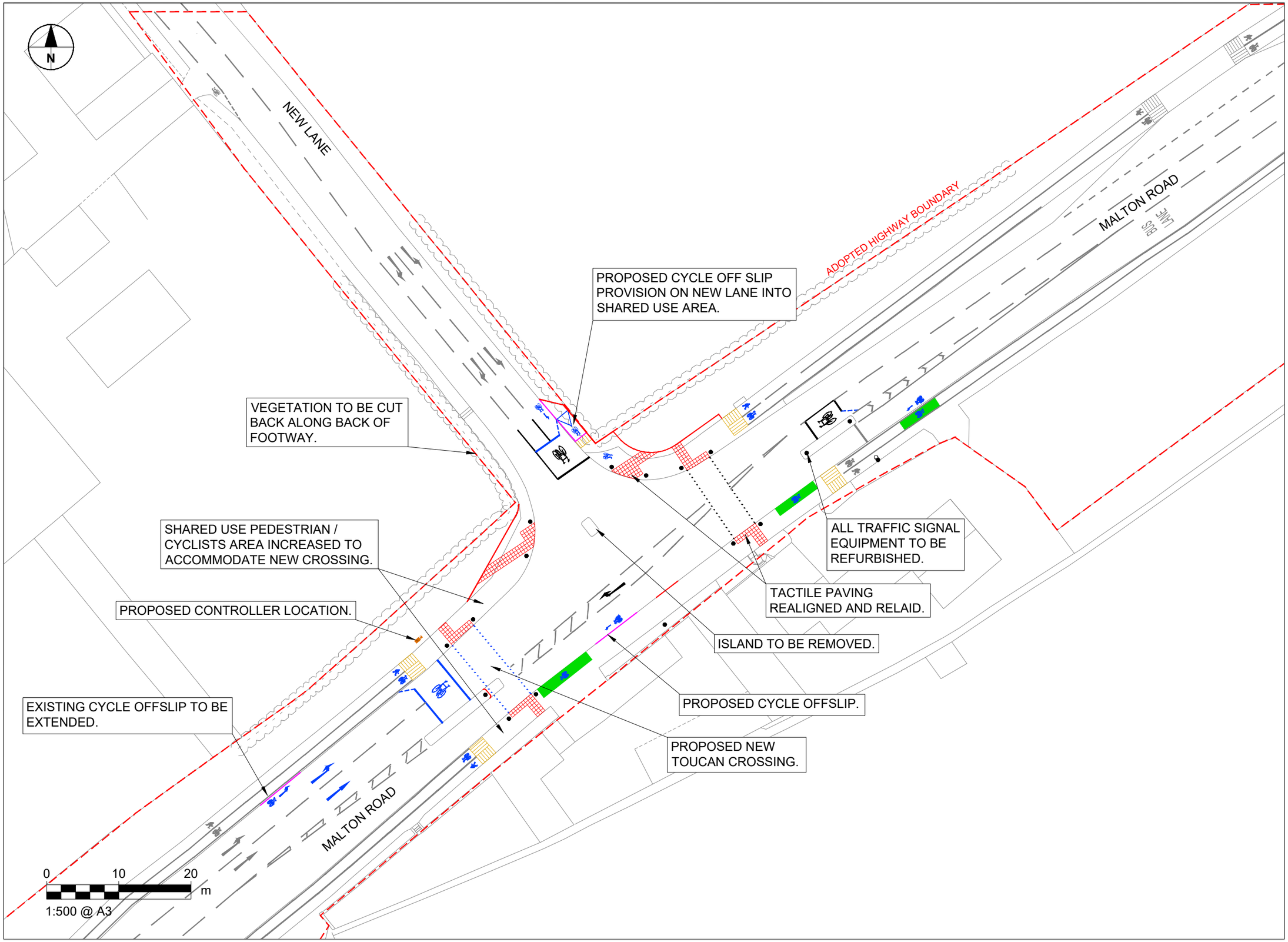

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MALTON ROAD / NEW LANE
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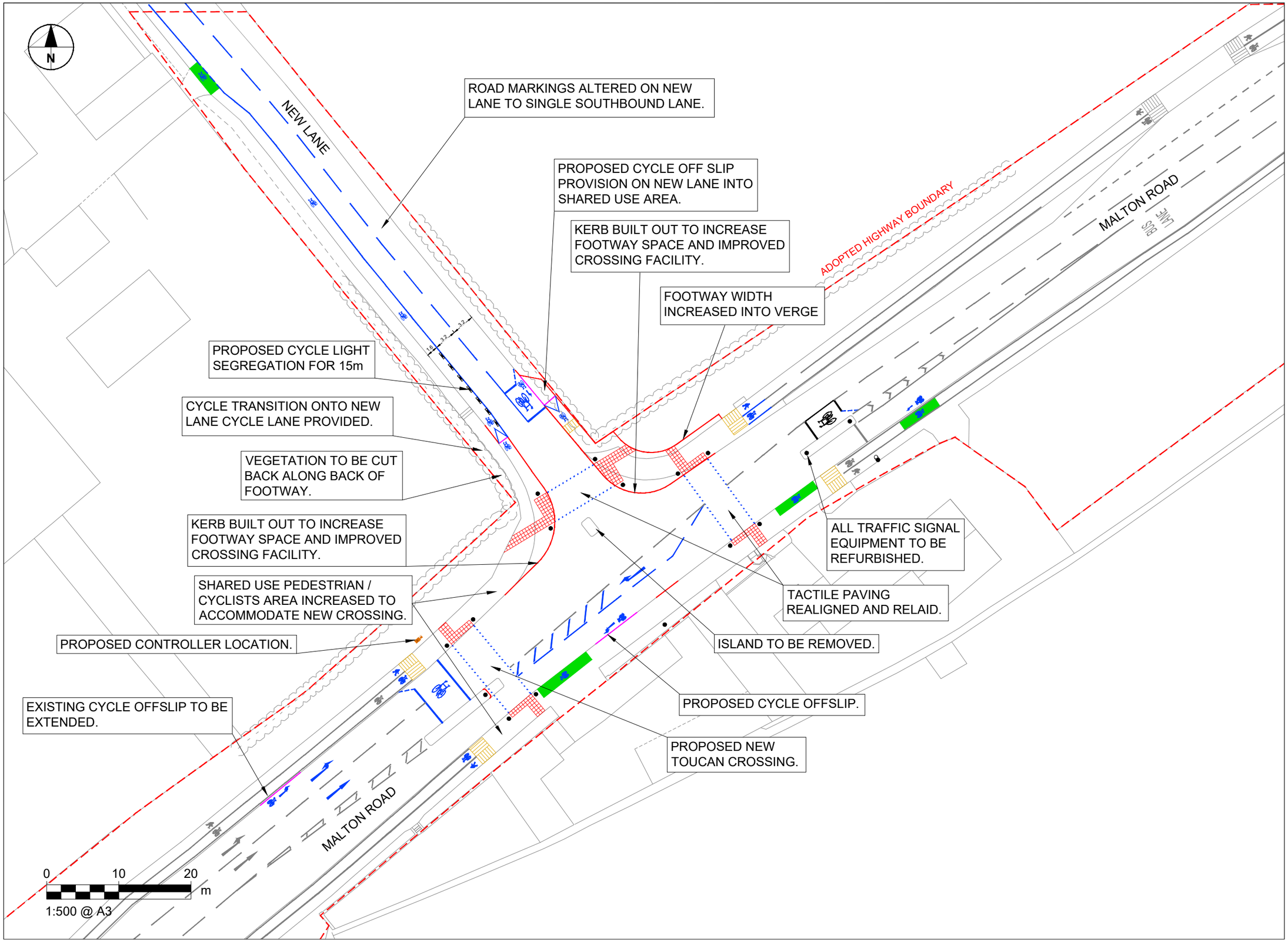

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I/R	DATE	DESCRIPTION
P01	14/092022	FIRST ISSUE

SHEET TITLE

YK2237
MALTON ROAD / NEW LANE
PRELIMINARY DESIGN
DESIGN PROPOSAL D

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Executive Member for Transport Decision Session 13/12/22

TSAR- YK2237: Malton Road / New Lane.

Annex E – Consultation Response

This list shows the extents of the external consultation undertaken for the Malton Road / New Lane Scheme. An internal consultation across multiple CYC services was also conducted with local ward councillors for Heworth, Heworth Without, and Huntington & New Earswick wards and the Parish Councils of Huntington and Heworth included.

Connexions Buses
Arriva Buses
Pullman Buses
Stephensons of Easingwold
Transdev
Sustrans
Reliance Buses
First Group
Harrogate Coach
Ghost Bus Tours
Glenn Coaches
East Yorkshire Motor Services
North Yorkshire Police
NHS
North Yorkshire Fire Service
Age UK
York Blind and Partially Sighted Society
Be independent
Resource Centre for Deafened People York
Walk York
York Environmental Forum Transport Group
York Assembly
York Archaeological Trust
York Cycling Campaign
York Civic Trust
York Environment Forum
York People First
Visit York
Huntington Parish Council

A copy of the consultation text is included below. The drawings referred to in this consultation can be found at Annex A to D of this report.

Consultation 1 08/07/22 – 25/07/22

TSAR Consultation: YK2237: Malton Road / New Lane.

Good Morning,

As part of the Traffic Signal Asset Renewal (TSAR) programme City of York Council are looking to refurbish the traffic signal controlled junction of Malton Road / New Lane.

The main changes proposed at this site are as follows:

- Full refurbishment of the traffic signal equipment and introduction of a new traffic signal controller to allow remote access of the equipment.
- Introduction of Near Side Red/Green Man Toucan Crossing technology
- Tactile paving brought up to recommended guidance and audible crossing alert included.
- Kerblines built out on the mouth of New Lane to provide additional footway/cycle way space at the Toucan Crossing
- Removal of the existing carriageway island across New Lane
- Removal of the dedicated left turn flare lane entering the junction from New Lane. Centre line relocated to provide 2 x 3.2m lanes and establishment of a new mandatory northbound 1.6m wide cycle lane on New Lane linking existing cycle lane provision on Malton Road and the on carriageway cycle lane 120m north of the junction.
- New Cycle slip provision from Malton Road into New Lane to join this new cycle lane.
- New cycle off slip provision from New Lane into the shared use area around the Toucan Crossing to allow cyclists to use the Toucan or proceed eastbound using the off carriageway cycle way on Malton Road.
- Extended cycle on/off slip provision for cyclists wishing to join the off carriageway cycleway provision heading westbound along Malton Road.
- Application of Green surface markings over the entry points to residential properties on Malton Road and a commercial property on New Lane.

I would appreciate if you could review the drawing attached and send any comments to the TSAR mailbox (tsar@york.gov.uk) by the **25th July 2022**. All feedback received will be included in the next stage of the decision making process for the proposed scheme. If you have any questions on the proposal please do get in touch.

Summary of Consultation Replies

1. **Cllr N. Ayre – Heworth Without**

I know my colleagues will contact you regarding the issues from their ward perspective but from a Heworth Without perspective I cannot support the proposals as out lined and would object.

As a simple maxim with any solution it is best to first consider what problem is trying to be solved and I'm not sure what is here. As someone who uses this route frequently as pedestrian cyclist and motorist there are a number of issues

a) Heading eastbound on Malton Road from the Southside there is no crossing route for pedestrians or cyclists wishing to use New Lane. The bulk of people heading in this direction will use the foot/cycle path from the junction of straylands grove/woodlands grove across to Malton Road. From here to safely get to New Lane the option is to either travel 100m in the wrong direction to the crossing at Elmfield Terrace and then double back along Malton Road on the Northern side (a 200m detour)/to continue Eastbound to the New Lane junction and attempt to cross at some point along the way or at the junction itself with no island or refuge/to continue past New Lane to the signal crossing to the east of the junction and then double back to get through the lights a second time
b) The left turn from Malton Road into New Lane for cyclists – currently cyclists have the option to wait at the lights or continue off road to the junction itself. The issue with the second option is the narrowness of the bend if any pedestrians are heading in the opposite direction and that the cycle route dumps you back onto the road at a time when traffic is turning into New Lane from either Eastbound or Westbound
c) The right turn from New Lane onto southern Malton Road off road route encourages cyclists to head in an unnatural direction to access the off road cycle path. (rather than left or right it is a kind of straight on.

In terms of the proposal nothing improves problem a) which for me is the most significant of the three. In terms of issue b) it is to me taking a sledgehammer to crack a nut. The highway is hugely overgrown and it is unclear what capacity there is on the existing highway. Following the hypocratic principle first do no harm I would suggest this is explored before any major works are undertaken. If any work was to be done the more logical option would be to provide cycle priority turning at the lights on Malton Road (as at Monk Bar and North Street) allowing cyclists in the dedicated cycle area to make the turn before cars are given the green light. This would also be beneficial for the latter problem c) giving cyclists time to clear the cycle box on New Lane and on to the southern off road cycle route without interference from motor vehicles

CYC Engineer Response

The provision of a pedestrian crossing over Malton Road South at the junction is achievable but from the design teams site visits, pedestrian count information and from discussions with the Active Travel officers there didn't seem there was the demand for it (25 peds counted in a 12 hr period using the existing crossing over Malton Road). If there is a significant pedestrian demand for the crossing then this can be looked at as an alternative option. It has an impact on cost of the junction refurb (£25 – 30K additional likely) but not on capacity / operation. The design team did look at provision of crossing facilities on this arm but discounted it due to the low levels of pedestrian activity and cost.

Cyclists are not encouraged to use the road on Malton Road and off-road facilities are provided. The road is 40mph and from a design point of view we are looking to provide off road cyclist facilities that are safe and useable. The proposal looks to cut back the vegetation to the highway boundary on the Eastern corner, and this certainly would be of benefit, but would not provide enough space to meet best practice in terms of design. The design team can't see how a safe, useable facility to join the carriageway could be provided without the changes proposed to the kerbline or taking third party land (something that is outside the scope of this work). The TSAR scheme looks to join up (and improve) cycle facilities moving Northbound on New Lane. The option to change the layout of the junction is indeed costly and would increase delay to traffic at the site however, it does significantly improve facilities for cyclists.

An early cyclist start could be provided to assist cyclists clear the junction from New Lane. Concerns over the effectiveness of a cyclist early start were discussed by the design team as the approach has no dedicated cycle lane and so cyclists may struggle to filter through traffic to be at the front of the queue for when the signals change to green. Cost of this would be in the order of £2K.

2. Cllr K. Orrell – Huntington & New Earswick

The removal of the left turn from New Lane to Malton Road would have an impact on car emissions at this junction. There are already occasions when there is a build-up of traffic on New Lane waiting to join Malton Road. Should the left turn be removed the sequencing of the traffic lights would need to be changed to allow more time for vehicles exiting New Lane which would then mean that the build-up of traffic on Malton Road would be greater leading to increased emissions for local residents and the limited number of waiting cyclists and pedestrians.

For this change to be justified there would need to be a vehicle / cycle / pedestrian count of the usage of this junction. Observations suggest that cycle and pedestrian

usage is very low and the existing arrangements for cyclists are not a deterrent to use by cyclists or pedestrians.

We want to improve facilities for cyclists and pedestrians in Huntington and New Earswick and have made proposals to enable this to happen but resources have not yet been available.

CYC Engineer Response

The reallocation of carriageway space to cyclists would increase delay and queuing on New Lane for general traffic. Traffic modelling shows that the mean maximum queue on New Lane would increase from approximately 7 to 12 vehicles. The queues on Malton Road saw only small increases (below 10% increase) which are seen as not significant. The modelling shows that the junction would still operate within capacity and that bus journey times on Malton Road would not see any significant increase.

In terms of the issues of emissions the design team does not see that the changes proposed would have a significant impact. The number of receptors is very low (very few houses close to the junction and very few pedestrians / cyclists in the area) and the area has wide open spaces where emissions would be dispersed by prevailing winds. Any increase in emissions would be small compared to the overall levels present in the area and this area isn't in the AQMA or a known site of concern.

The facilities proposed look to improve the provision for cyclists and provide safe options. The provision of safe facilities is likely to generate additional cyclist trips. New Lane currently has poor provision for cyclist and is seen as a strategic link that could – if improved – be a good cyclist route into Huntington and the Monk's Cross area.

3. York Cycle Campaign

Thank you for sending this through for the campaign to pass comment on.

We welcome the improvements to the junction which will make it easier for cyclists to navigate, and would suggest these additions to the layout from reviewing the drawing.

- It would be useful to include some wands for at least the first 10-15m of the new northbound cycle lane on New Lane. This will help set the scene of what's to come for drivers, and give cyclists a bit more confidence when making the vertical transition down to road level.

- Add a 'cycles merge left' arrow on the main carriageway at the off slips. This will make it easier to spot the dropped kerb to join the cycle path when riding along the road, which can be particularly hard on a winter's night along here.
- Adding an offslip to join the cycle path from the bus lane when heading in the west-bound direction of Malton Road. It would probably be helpful to add some signage letting cycles heading in this direction know that if they're intending on heading up New Lane, they may be best turning left onto the path to use the crossings.
- If possible increase the depth of path available at the rear of the toucan, particularly on the corner where both toucans meet. This would help reduce conflict with any waiting pedestrians.

CYC Engineer Response

Wands will be considered for use for a short section of the new northbound on road cycle path as part of any detailed design process to be completed

Road markings will be added as part of the detailed design at the cyclist off slips.

There are a number of drive accesses that cyclist could use to join the footway from the carriageway if they want to (one opposite the garage and one directly before the bus gate). Given the low numbers of cyclists that would want to use these facilities the design team does not believe that additional facilities are required.

Consideration for widening the footway between the Toucan Crossing points to the North East of the junction will be included during the detailed design process.

4. Huntington Parish Council

At Huntington parish Councils planning sub-committee meeting on 27/07/22, the committee discussed this proposal, and whilst they had no objections they did have two concerns which they wished to express.

1. They were concerned that the narrowing of the junction, may make entering North Lane from Malton Road, by buses travelling from the city difficult and that they may struggle to "swing into North Lane", however they assume that calculations have been undertaken to gauge whether this is practically possible.
2. They are concerned about the maintenance of the hedges both on Malton Road and North Lane, as in the past Huntington Parish Council have had to constantly request that the hedges be cut back as footpaths have become impassable, it is a concern that both footpaths and cycle paths may become obstructed by poor maintenance of the hedges, making the costly installation of cycle paths redundant if they are unusable.

CYC Engineer Response

Swept path analysis has been undertaken as part of preliminary design works to ensure this is not an issue and relevant requirements will be included as part of any design taken forward

Maintenance of hedgerows is something which is noted in the preliminary design and the requirement for this following any potential revision to the junction will be highlighted to CYC Highways as maintaining agent

5. **Walk York**

First, thank you for the consultation about the proposed TSAR scheme at the junction of Malton Road and New Lane near Huntington.
This junction has little pedestrian movements on most days and hours. However, on days when York CFC are playing at the Community Stadium, pedestrian flows can be high and boisterous. Clustering around the nearside pedestrian indicator can be high and foolhardy. In theses circumstance, it would be dangerous to use nearside lights and safer to retain farside signalling which everyone can see clearly.

CYC Engineer Response

Pedestrian volumes around the current crossing on match days at the stadium will be checked once the season commences in late August and these considerations will be taken forward into the decision session to inform the detailed design process. Reasoning for the use of Near Side Red/Green Man technology at this site is further referenced in the decision paper produced for the scheme.

Additional MS Teams Meeting held with local ward councillors 13/09/22

Attendees:	Cllr N Ayre	Ward Cllr for Heworth Without
	Cllr K Orrell	Ward Cllr for Huntington and New Earswick
	Cllr C Runciman	Ward Cllr for Huntington and New Earswick
	Cllr C Cullwick	Ward Cllr for Huntington and New Earswick
	James Williams	CYC Transport Systems Project Manager

Notes taken by JW

Cllr Ayre suggests that number of peds/cyclists crossing at uncontrolled points between the entry from the stray and this junction is large and will not be captured by Traffic Count Statistics. The foot and cycleway provision south of Malton Road is superior to that located on the North meaning more users are likely to want to use it. The provision of the new crossing would be a better use of available budget than the amendments to cycling infrastructure currently proposed.

Ward Councillors are concerned about the ability for cyclists to enter the carriageway of New Lane without signal control and the safety concerns this raises. Motorists turning in to New Lane (sometimes at speed) may not be expecting cyclists to enter the carriageway at this point and cyclists may have issues with vehicles approaching from the rear at their transition point and squeezing them if traffic is already queueing on New Lane outbound. Cllr Ayre believes keeping cyclists on the carriageway to make the left turn into New Lane and providing them with an Advance Start is a safer option due to the issue of vehicles approaching from multiple sides under normal traffic flow.

Cllr Ayre happy with the widened transition points onto Malton Road inbound but indicates cyclists are still hurried by vehicles approaching from the rear and turning in both directions hence the need for the early start. In the current layout he has never encountered any issues with being able to pass vehicles and position himself at the front of the ASL. JW indicated this may not be the case if the left turn lane was removed.

Ward councillors indicate that demand for the left turn is consistently used (especially by residents of South Huntington who don't wish to move through Monks Cross to reach the A64/ORR) and that match day traffic is having a noticeable impact on volumes at the junction as a whole. Concern raised that a lane removal would be comparable to the issues seen at Clifton Green when the same action was taken there and subsequently reintroduced. Other locations in the ward have a higher demand for cycling improvements (Anthea Drive and Yearsley Baths in particular) and public perception of lane removal in favour of cycling infrastructure would be very negative.

Cllr Orrell indicates that the hedges in the area are privately owned and this has previously had an impact on the ability to maintain by CYC though repeated requests have been made.

Cllr Ayre questioned whether the delivery could be phased with the signal upgrades undertaken first (to include cut back of hedgerows and introduction of the additional crossing point) with the possible improvements for Cycling infrastructure reassessed in 12/18 months time. JW indicated this would not be a standard TSAR approach and any subsequent desire for further works would need to be funded from an alternative source.

Cllr Runciman would support a proposal that only the traffic signal refurbishment works should be taken forward.

Consultation 2 23/09/22 – 10/10/22

TSAR Consultation: YK2237: Malton Road / New Lane.

Good Morning,

As part of the Traffic Signal Asset Renewal (TSAR) programme City of York Council are looking to refurbish the traffic signal controlled junction of Malton Road / New Lane.

A consultation on an initial design was previously completed in July of this year which generated feedback from stakeholders regarding alternative considerations for the site. This feedback has now been considered and 3 additional design proposals have been created which we now offer out for further consultation.

Option 0 (Now referenced as Design Proposal A in EMDS report)

- Full refurbishment of the traffic signal equipment and introduction of a new traffic signal controller to allow remote access of the equipment.
- Introduction of Near Side Red/Green Man Toucan Crossing technology
- Tactile paving brought up to recommended guidance and audible crossing alert included.
- Verges are moved back in the Northern Footway of Malton Road to provide slight increases in available shared space around the pinch point onto New Lane/Toucan crossing locations
- Removal of the existing carriageway island across New Lane
- New cycle off slip provision from New Lane into the shared use area around the Toucan Crossing to allow cyclists to use the Toucan or proceed eastbound using the off carriageway cycle way on Malton Road.
- Extended cycle on/off slip provision for cyclists wishing to join the off carriageway cycleway provision heading westbound along Malton Road.
- Application of Green surface markings over the entry points to residential properties on Malton Road and a commercial property on New Lane.

Option 1 (Originally consulted on in July 2022) (Now referenced as Design Proposal B in EMDS report)

- Removal of the dedicated left turn flare lane entering the junction from New Lane. Centre line relocated to provide 2 x 3.2m lanes and establishment of a new mandatory northbound 1.6m wide cycle lane on New Lane linking existing cycle lane provision on Malton Road and the on carriageway cycle lane 120m north of the junction.
- New Cycle slip provision from Malton Road onto New Lane joining the new Cycle Lane in a section of initial light segregation from other carriageway traffic

- Full refurbishment of the traffic signal equipment and introduction of a new traffic signal controller to allow remote access of the equipment.
- Introduction of Near Side Red/Green Man Toucan Crossing technology
- Tactile paving brought up to recommended guidance and audible crossing alert included.
- Kerblines built out on the mouth of New Lane to provide additional footway/cycle way space at the Toucan Crossing
- Removal of the existing carriageway island across New Lane
- New cycle off slip provision from New Lane into the shared use area around the Toucan Crossing to allow cyclists to use the Toucan or proceed eastbound using the off carriageway cycle way on Malton Road.
- Extended cycle on/off slip provision for cyclists wishing to join the off carriageway cycleway provision heading westbound along Malton Road.
- Application of Green surface markings over the entry points to residential properties on Malton Road and a commercial property on New Lane.

Option 2 (Now referenced as Design Proposal C in EMDS report)

- As Option 0 but also including the introduction of a new Toucan Crossing location to the south of the junction
- Extended areas of shared use pedestrian/cyclist space around the waiting areas for the new crossing

Option 3 (Now referenced as Design Proposal D in EMDS report)

- As option 1 but also including the introduction of a new Toucan Crossing location to the south of the junction

I would appreciate if you could review the drawings attached and send any comments to the TSAR mailbox (tsar@york.gov.uk) by the **10th October 2022**. All feedback received will be included in the next stage of the decision making process for the proposed scheme. If you have any questions on the proposal please do get in touch.

Kind regards,

Summary of Consultation Replies

1. **York Civic Trust**

Many thanks for these revised proposals. We are generally supportive of their aims, so I don't feel that it is necessary to send a more detailed letter. Broadly:

1. we welcome the additional protections for cyclists which Option 1 now provides, particularly on the exit into New Lane, which were not in your original proposal

2. we strongly support Option 1 in preference to Option 0; in particular the narrower entrance to New Lane provides the level of protection for cyclists and pedestrians which is consistent with the principles of the new Highway Code
3. for that reason we reject Option 2
4. but if resources permit, we would strongly support Option 3, which adds the Toucan crossing to the south of the junction, as this will provide significant further support for cycling on what is a key route to and from Monk's Cross and the new Stadium.

I hope that this is clear and helpful.

CYC Engineer Response

No Comment Required

2. **York Cycle Campaign**

Thank you for the update on the TSAR for the junction of Malton Road & New Lane.

Having reviewed the plans sent across, we can see that comments we originally made in July this year have been incorporated into Option 1 which we are grateful for and welcome. We also welcome the additional toucan proposed in option 3 as it will provide more safe options for cyclists, and pedestrians, to cross the road.

Of the four options put forward, our preference would be option 3 then option 1. We view options 0 and 2 provide minimal improvement on the current situation.

CYC Engineer Response

No Comment Required

3. **Cllr Nigel Ayre – Heworth Without (Email representing all ward Cllrs)**

Thanks for the update, Have discussed with fellow ward councillors and we all agree Option 2 is the one to take forward.

CYC Engineer Response

No Comment Required

4. **Walk York**

Our comments are confined to the proposed arrangements for pedestrians.

We remain opposed to the loss of farside pedestrian lights at this location where football fans will obscure nearside lights. Especially when they are in very high or low spirits. You agreed to monitor early season matches to inform your proposals.

We also object to shared cycle and footpath waiting areas around the new junctions. They must be segregated.

CYC Engineer Response

No Comment Required

Additional Notes

During consultation, the design options were numbered 0 – 3. During compilation of the associated Executive Member Decision Session Report, this has been changed to the following:

Option 0 is referenced as Design Proposal A
Option 1 is referenced as Design Proposal B
Option 2 is referenced as Design Proposal C
Option 3 is referenced as Design Proposal D

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place
Service Area:	Transport Systems
Name of the proposal :	Traffic Signal Asset Renewal (TSAR) Programme junction of Malton Road and New Lane
Lead officer:	James Williams
Date assessment completed:	28/03/2022

Names of those who contributed to the assessment :

Name	Job title	Organisation	Area of expertise
James Williams	**Project Manager**	**CoYC**	**Project Management**
Michael Banham	**Assistant Engineer**	**CoYC**	**Traffic Signal Design**

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	To refurbish life expired, on-street traffic signalling assets at the junction such that they are reliable, cost effective to maintain and function correctly.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	Legislation for the design and use of traffic signals is documented in The Traffic Sign Regulations and General Directions 2016 (TSRGD.) The guidance prescribes the designs and conditions of use for traffic signs including road markings, traffic signals and pedestrian, cycle and equestrian crossings used on or near roads. Additionally the principal designer of the scheme considers the guidance provided in the following documents to inform design decisions regarding the further adaptation of areas in and around the traffic signal controlled junction: Traffic Signs Manual – Chapter 6 Local Transport Notes e.g. LTN 1/20 Guidance on the use of Tactile Paving surfaces Dec 2021 – DfT publication Inclusive Mobility – Unidentified Author Puffin Crossings Good Practice Guide Release 1 2006 – DFT and County Surveyors Society

1.3	**Who are the stakeholders and what are their interests?**
	CYC Internal stakeholders – Interests include Maintaining the effectiveness of the authorities existing highways infrastructure, Preparing the network for changing future demand, Raising public awareness of upcoming changes, Utilisation of the network during construction periods. Transport Planning , Sustainable Transport Service, Road Safety, Network Management, Network Monitoring, Streetworks , Public Protection – Air Quality, Development Management, Communications, Highways, Major Transport Projects, Design, Conservation and Sustainable Development, Parks and Open Spaces, Waste Services, Finance **External stakeholders – Interests include User experience of junction and crossing sites, Impact of works on network operation, Heritage impact of junction/crossing installations.** General Public Transport Operators - York Pullman Bus, First Bus, Transdev, East Yorkshire Buses, Connexions Buses, Arriva Buses, Glenn Coaches, Reliance Buses, Stephensons of Easingwold, The Ghost Bus Tours, York Pullman Bus, East Yorkshire Motor Services, Utopia Coaches Emergency Services - North Yorkshire Police, Yorkshire Ambulance Service, North Yorkshire Fire Service, York Hospital Transport Groups - York Civic Trust, Sustrans, WalkYork, York Environment Forum Transport Group, York Bike Belles, York Cycling Campaign Equalities Groups - Age UK York, Mysight York, Be Independent, Pocklington Trust, York Blind and Partially Sighted Society, Wilberforce Trust, York Disability Rights Forum, York People First

	Industry Body's - York Archaeological Trust, Visit York, Road Haulage Association

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	Continued operation of this signal controlled junction and associated pedestrian crossing assets contribute towards the Council Plan's key priorities for 'getting around sustainably' and 'Creating a greener and cleaner city.' The increased technological efficiency of the traffic signal equipment leads to: • opportunity for real time operational timing changes in an effort to reduce congestion, journey times and tail pipe emissions from vehicles • reduction in energy consumption and maintenance costs • enhanced pedestrian crossing facilities which provide adaptable crossing times based on the individual using the crossing • improved user experience of crossing facilities with appropriate surrounding footway infrastructure

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.

Source of data/supporting evidence	**Reason for using**
Preliminary Stakeholder Consultation with the groups indicated at section 1.3 completed from the 8th July to the 29th July 2022. Stakeholders were contacted via email and provided with details of the proposed changes to the junction along with an annotated preliminary design drawing. Feedback was requested for inclusion in an upcoming Executive Member for Transport Briefing Session Report. A second round of consultation on a further 3 designs was completed with the same groups between the 23rd September and the 10th October 2022.	Direct response to preliminary design option from a range of groups who may have existing knowledge of specific issues at the location for their organisation/members. Feedback is used to inform potential further revision of the preliminary design before permissions are sought through either the executive member for transport or Transport Board to move the project forward into a detailed design stage.
Road Safety Assessment and Local Accident Data	Preliminary and detailed designs for the scheme are assessed by Highways Safety Engineers to ensure recommended guidance is adhered to and that considerations have been made for existing safety concerns recorded in location Accident Data.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	**Action to deal with this**
Stakeholder groups focus on the Age and Disability characteristics noted in the Equality Act 2010	Identification of potential local groups/organisations representing members of the public with additional protected characteristics who may be interested in becoming stakeholders for future TSAR consultations.

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	The Near Side Puffin pedestrian crossing technology introduced as part of the proposal provides adaptable crossing times for all pedestrians moving across the junction and removes the ambiguity of flashing green man symbols. Under this technology type, carriageway traffic will be held at a red signal until the detection equipment identifies that no pedestrians remain on the crossing, extending the red light which holds traffic as required. This provides reassurance to	**Positive**	High

	crossing users that their individual circumstances can be accommodated. The evidence obtained during consultation suggests adoption of these new pedestrian crossing technologies can be confusing for users who have grown used to previous technology styles therefore this should be taken into consideration and provisions made for better understanding of the new equipment – e.g. provision of information materials on the CYC website/handouts to be shared with stakeholder groups/road safety training offered etc. It should be noted that Near Sided Puffin Crossing technology has been installed at all new signal controlled crossing locations within the city since 2012 and 80% of the traffic signal estate now uses Near Sided indicators.		
Disability	The comments made above for the Age characteristic are equally applicable here. Interactions with several groups have indicated that the adoption of near side pedestrian signals can cause issues with users crowding around signal poles which makes it difficult for those impacted by sight loss or reduced mobility to see the signal or utilise tactile cones which are located on the demand button unit. The TSAR programme has taken steps to reduce this issue by providing high level secondary signals at 2 metres at all	**Positive**	High

	sites, increasing the visibility of the green man symbol and by also installing tactile cone devices on all push button demand units across a site. The potential introduction of an additional crossing location was highlighted by one consultation respondent as this would reduce the distance required to be travelled by pedestrians/cyclists wishing to cross the junction. The potential inclusion has been highlighted in the Executive Member decision paper however the benefits of introduction of the new crossing are not thought to represent best use of the budget available given the number of pedestrians/cyclists moving through the junction site during recent traffic counts.		
Gender	Street lighting provision across the junction should be assessed to provide an environment in which all users moving through the location feel safe regardless of the time of day. This can be further supported by the adoption of CCTV coverage of the location.	**Positive**	**High**
Gender Reassignment	No reference to this characteristic was made as part of our information gathering process	**Neutral**	**High**
Marriage and civil partnership	No reference to this characteristic was made as part of our information gathering process	**Neutral**	**High**
Pregnancy and maternity	No reference to this characteristic was made as part of our information gathering process	**Neutral**	**High**
Race	No reference to this characteristic was made as part of our information gathering process	**Neutral**	**High**

Religion and belief	No reference to this characteristic was made as part of our information gathering process	**Neutral**	**High**
Sexual orientation	No reference to this characteristic was made as part of our information gathering process	**Neutral**	**High**
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	No reference to this characteristic was made as part of our information gathering process	**Neutral**	**High**
Low income groups	No reference to this characteristic was made as part of our information gathering process	**Neutral**	**High**
Veterans, Armed Forces Community	No reference to this characteristic was made as part of our information gathering process	**Neutral**	**High**
Other			
Impact on human rights:			
List any human rights impacted.			

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups

- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**

Continue to adopt best practice guidance in the design, installation and application of all traffic signal and pedestrian crossing technologies across the authority.

Enhance/Increase the availability of information regarding the operation of Puffin Crossing technology through CYC channels so that users are fully aware of how they operate and the benefits provided. Make this information available to stakeholders to share with their members/customers.

Organise further site meetings with other impacted stakeholder groups to gather further feedback on user experience of traffic signal sites and identify suggestions for possible adaptations which would make pedestrian crossings easier for those with protected characteristics to use.

Further investigation into the potential for adoption of smart signal demand options which allow for touchless/remote operation through smart button/phone app/smart watch technology.

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:**

- **No major change to the proposal** – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

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

Option selected	**Conclusions/justification**
No major change to the proposal	The project demonstrates that suitable consideration has been taken into account with regards the junction design and its impact on those users who share a protected characteristic and does not lead to unlawful discrimination. The project is part of a wider programme of traffic signal renewal which will continually monitor developments in available technology

	which could further enhance the user experience of crossing users. This will also be informed by continued interaction with stakeholders representing equalities groups and the establishment of new feedback gathering methods including site visits with these groups. Each project proposed for construction is subject to road safety assessment and where recommended, Road Safety Audit which will lead to further considerations as part of the design and installation process.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	**What action, by whom, will be undertaken as a result of the impact assessment.**		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Additional Stakeholder Identification	Appropriate groups/individuals representing protected characteristics other than Age and Disability to be identified and added to our established stakeholder consultation address book	James Williams working in conjunction with the CYC Communications Team	ASAP
Further investigation of pedestrian crossing smart technology	Identify examples of other local authorities who are adopting these kind of technologies to assess their effectiveness. Speak to technology manufacturers to	The TSAR programme team.	ASAP

	gather first hand experience of their operation. Speak to potential user groups about their opinions on these technologies and identify potential audience for trial of use.		

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Traffic Signal replacement across the authority is a rolling programme and therefore consultation at the feasibility stage of each proposed scheme is a key requirement. This allows our stakeholder groups to inform us of experience of previous installations and how further adaptations may be considered both retrospectively and on future schemes.

	Members of the general public who are users of the traffic signal equipment installed on site are free to provide feedback through any of the authority's communication channels and where required and possible, officers will undertake further steps to improve user experience of these sites.

13 December 2022

Decision Session – Executive Member for Transport and Planning

Report to the Executive Member for Transport and Planning

Speed Limit Traffic Regulation Order Amendments

Summary

1. **To report investigations carried out into requests for changes to several speed limits.**

Recommendations –

2. **Option 1** – No change is recommended for the following sites (details shown on plans in **Annexe C**):

    - Haxby Road, Foss Park Hospital (Origin – CYC/Foss Park Hospital; YSJU - 95 Alive Campaign)
    - Hull Road, Black Bull to Tranby Avenue (Origin – local resident)
    - Burdyke Avenue (Origin – Ward Councillor and a local resident)
    - B1222 Naburn Church to Moreby Lodge (Origin - Ward Councillor and a local business)
    - B1224 Rufforth – North-Western approach (Origin – Ward Councillor)
    - Bradley Lane, Rufforth (Origin – Ward Councillor)

    Reason: Because the road environment is not consistent with a lower speed limit and there is little prospect of achieving a reduction in vehicle speeds.

3. **Option 2 –** Advertise a revised speed limit for the following sites (details shown on plans in **Annexe C**):

    - Sutton Road, Wigginton (Origin – local residents/business) — Extend 40mph

- A59 Upper Poppleton (Origin – Ward Councillor) — Extend 40mph
- Montague Road Estate, Bishopthorpe (Origin – local resident) — 20mph Zone
- Haxby Road (Clarence Gardens) (Origin – local resident) — 20mph
- Wetherby Road Rufforth (Primary School) (Origin – Parish and Ward Councillors) — 20mph

Reason: Because the indications are these are appropriate speed limits due to the surrounding environment, to respond to residents' concerns and to reduce the risk of traffic incidents and injuries.

Background

4. How we receive requests:

   a) Through the York and North Yorkshire Road Safety Partnership (https://www.york.gov.uk/YNYRoadSafetyPartnership) or through the aligned York and North Yorkshire Speed Management Protocol.

   b) Through the local Ward Councillor.

   c) Through the City of York Council Road Safety Team, or

   d) Directly to the City of York Highway Regulation Team (https://www.york.gov.uk/SpeedLimits).

5. **Annexe A** outlines where there have been requests for changes to the existing speed limit.

6. The Department for Transport ("**DfT**") circular 01/2013 "*Setting Local Speed Limits*" has been used to assist in investigating these requests. It is important to bear in mind that merely posting a lower speed limit does not result in a reduction in vehicle speeds. This is because drivers drive at a speed they consider appropriate to the prevailing conditions and road environment. This is reflected in the DfT key point reproduced below:

   "Speed limits should be evidence-led and self-explaining and seek to reinforce people's assessment of what is a safe speed to travel. They should encourage self-compliance. Speed limits

should be seen by drivers as the maximum rather than target speed."

Posting an unrealistic speed limit is therefore very likely to result in an unmet expectation in the eyes of those requesting the reduction and a failure of the authority to implement a successful scheme. In addition, because the enforcement of speed limits can only be carried out by the Police there would likely be additional calls on their limited resources to tackle drivers not complying with the unrealistic lower limit. Enforcement is unlikely to be considered a high priority when allocating resources to tackle their main duty of crime reduction. Hence the highway authority has a responsibility to ensure the speed limits introduced do not depend on enforcement for ongoing compliance.

7. There are 3 national speed limits:

- 30mph on roads with street lights
- 60mph on single carriageway roads
- 70mph on dual carriageways

However, these are not always appropriate for all roads and it is down to the local traffic authority to set local speed limits in situations where local needs and conditions suggest a speed limit which is different from the respective national speed limit. The general advice on what speed limit to use for urban and rural roads is set out in Tables 1 And 2 in **Annex B**. It should also be noted that where a speed limit varies from a national speed limit there is a strict requirement for the appropriate signs to be displayed at the correct intervals otherwise enforcement cannot be carried out.

8. For each location information is provided (see **Annex C**) on the current vehicle speeds, a brief description of the local environment, a view on if a lower speed limit is viable and likely cost.

9. There is another Report on speed limits which will be taken to the Executive Member Decision Session on 17 January 2023, which relates to the proposed speed limit changes put to the decision session in June 2022, to consider representations made during the statutory consultation period during October 2022.

Options for Consideration

10. **Option 1** - Take no action on an item. This is put forward where it is considered the road environment is such that it is very unlikely to achieve

any real or meaningful change in driver behaviour by posting a lower limit.

11. **Option 2** – Approve the advertising of a proposed change in the speed limit as outlined in Annex C. This is recommended where it is considered there is a reasonable prospect of achieving a reduction in vehicle speeds.

12. The approximate cost of taking forward the recommendations is around £4,000 for the advertising of the Traffic Regulation Order, and approximately £11,400 for the works on site if implemented.

Consultation

13. Changes to the Traffic Regulation Order have to go through a formal legal process whereby they are advertised for a 3-week period in which time people are able to make a formal representation for or against the proposals.

Council Plan

14. The above proposal contributes to the Council's draft Council Plan of:

- Getting around sustainably
- Good health and well being
- Safe communities

Implications

15. This report has the following implications:

16. **Financial** – The recommended changes put forward, estimated at £11.4k, can be funded through the annual budget set aside for new signs and lines.

Human Resources – None.

Equalities – The Council recognises its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who

do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions). There are no equalities implications identified in respect of the matters discussed in this report. The process of consulting on the recommendations in this report will identify any equalities implications on a case-by-case basis, and these will be addressed in future reports.

Legal – The proposals require amendments to the York Speed Limit Order 2014: Road Traffic Regulation Act 1984 & the Local Authorities Traffic Orders (procedure) (England & Wales) Regulations 1996 apply.

The statutory consultation process for Traffic Regulation Orders requires public advertisement through the placing of public notices within the local press and on-street. It is a requirement for the Council to consider any formal objections received within the statutory advertisement period of 21 days. Formal notification of the public advertisement is given to key stakeholders including local Ward Members, Town and Parish Councils, Police and other affected parties.

The Council, as Highway Authority, is required to consider any objections received after formal statutory consultation, and a subsequent report will include any such objections or comments, for consideration.

The Council has discretion to amend its original proposals if considered desirable, whether or not in the light of any objections or comments received, as a result of such statutory consultation. If any objections received are accepted, in part or whole, and/or a decision is made to modify the original proposals, if such a modification is considered to be substantial, then steps must be taken for those affected by the proposed modifications to be further consulted.

Any public works contracts required at each of the sites as a result of a change to the speed limit (e.g. signage, road markings, etc.) must be commissioned in accordance with a robust procurement strategy that complies with the Council's Contract Procedure Rules and (where applicable) the Public Contract Regulations 2015. Advice should be sought from both the Procurement and Legal Services Teams where appropriate.

Crime and Disorder – None

Information Technology - None

Land/Property – None

Other – None

Risk Management

13. There are no known risks.

Contact Details

Author:	**Chief Officer Responsible for the report:**
Author's name: Peter Marsland **Title:** Traffic Projects Officer **Dept Name:** Transport Tel No. 01904 552616	**Chief Officer's name:** James Gilchrist **Title:** Assistant Director Transport **Report Approved** √ **Date** 5/12/22

Specialist Implications Officer(s): None.

Financial:	Legal:
Name: Jayne Close	Name: Dan Moynihan
Title: Accountant	Title: Senior Solicitor
Tel No: 01904 554175	Tel No: 01904 554143

Wards Affected: Bishopthorpe, Guildhall, Haxby & Wigginton, Hull Road, Huntington & New Earswick, Rural West York, Wheldrake.

For further information please contact the author of the report

Background Papers: None.

Annexes

Annex A	Requests for Changes to the Speed Limit
Annex B	Speed Limit Descriptions - Tables 1 and 2
Annex C	Site Information

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Annex A

Requests for Changes to the Speed Limit

Location	**Existing speed limit**
Montague Road (Estate), Bishopthorpe	30mph built up area
Haxby Road (Clarence Park)	30mph built up area
Sutton Road, Wigginton	60mph rural road
A59 Upper Poppleton	60mph rural road
Bradley Lane, Rufforth	60mph rural road
Haxby Road, Foss Park Hospital	40mph
Hull Road, Black Bull to Tranby Avenue	40mph built up area
Burdyke Avenue	30mph built up area
B1222 Naburn Church to Moreby Lodge	60mph rural road
B1224 Rufforth – North-Western approach	60mph rural road
Wetherby Road Rufforth (Primary School area)	30mph built up area

Annex B
Speed Limit Descriptions

Table 1 Speed limits in urban areas – summary

Speed limit (mph)	Where limit should apply
20 (including 20 mph zone)	In streets that are primarily residential and in other town or city streets where pedestrian and cyclist movements are high, such as around schools, shops, markets, playgrounds and other areas, where motor vehicle movement is not the primary function.
30	In other built-up areas (where motor vehicle movement is deemed more important), with development on both sides of the road.
40	On higher quality suburban roads or those on the outskirts of urban areas where there is little development, with few cyclists, pedestrians or equestrians. On roads with good width and layout, parking and waiting restrictions in operation, and buildings set back from the road. On roads that, wherever possible, cater for the needs of non-motorised users through segregation of road space, and have adequate footways and crossing places.
50	On dual carriageway ring or radial routes or bypasses that have become partially built up, with little or no roadside development.

Table 2 Speed limits for single carriageway roads[8] with a predominant motor traffic flow function

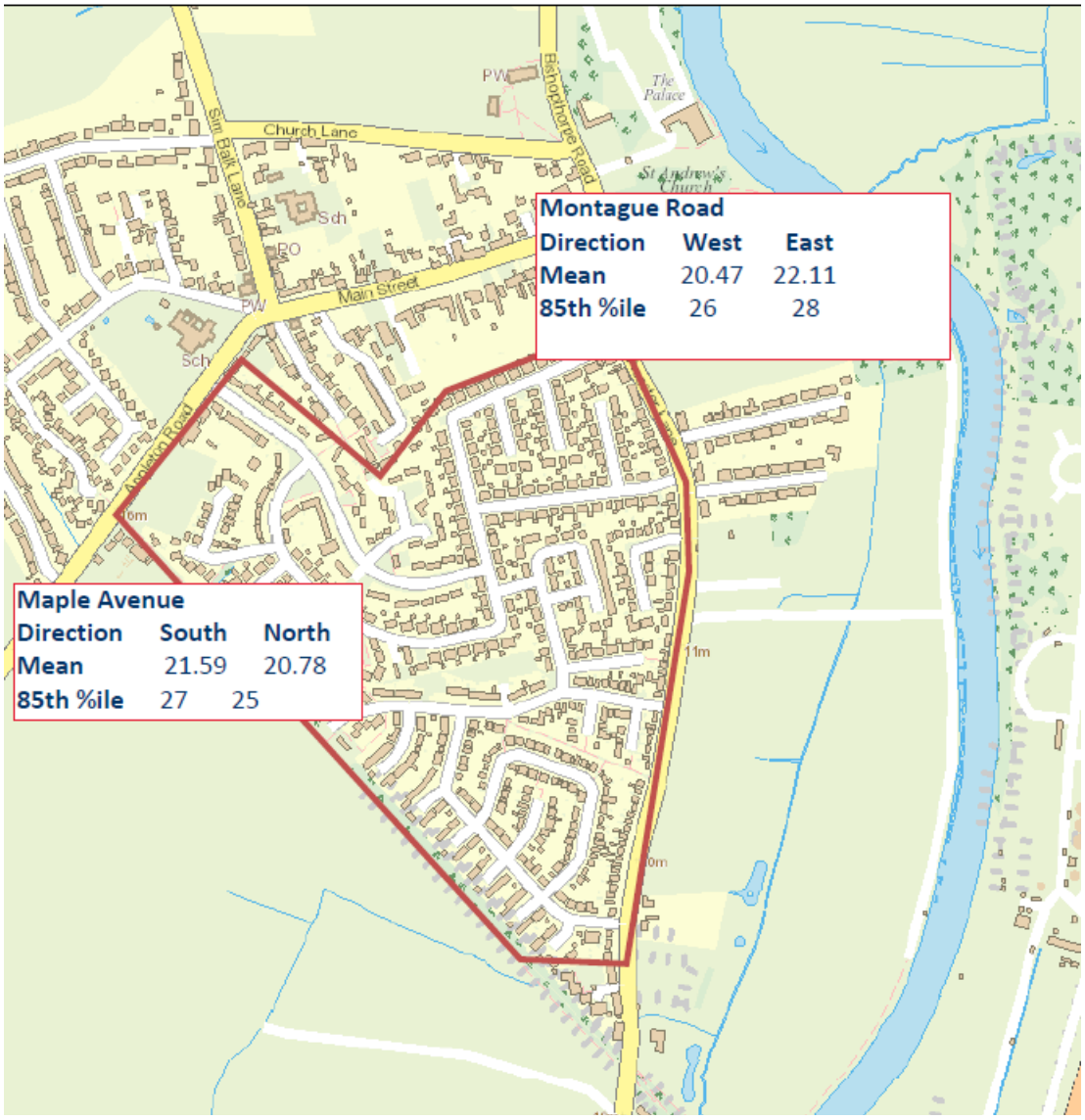
Speed limit (mph)	Where limit should apply:
60	Recommended for most high quality strategic A and B roads with few bends, junctions or accesses.
50	Should be considered for lower quality A and B roads that may have a relatively high number of bends, junctions or accesses. Can also be considered where mean speeds are below 50 mph, so lower limit does not interfere with traffic flow.
40	Should be considered where there are many bends, junctions or accesses, substantial development, a strong environmental or landscape reason, or where there are considerable numbers of vulnerable road users.

Annex C

Site Information

Location: Montague Road (Estate), Bishopthorpe	**85th %ile speeds**: As below. **Accidents:** None since 01/01/2017.

Background information: A residential estate in a village south of the City where mean traffic speeds are currently proximate to 20mph. The nature of the roads in the estate readily indicate that a 20mph zone is appropriate.

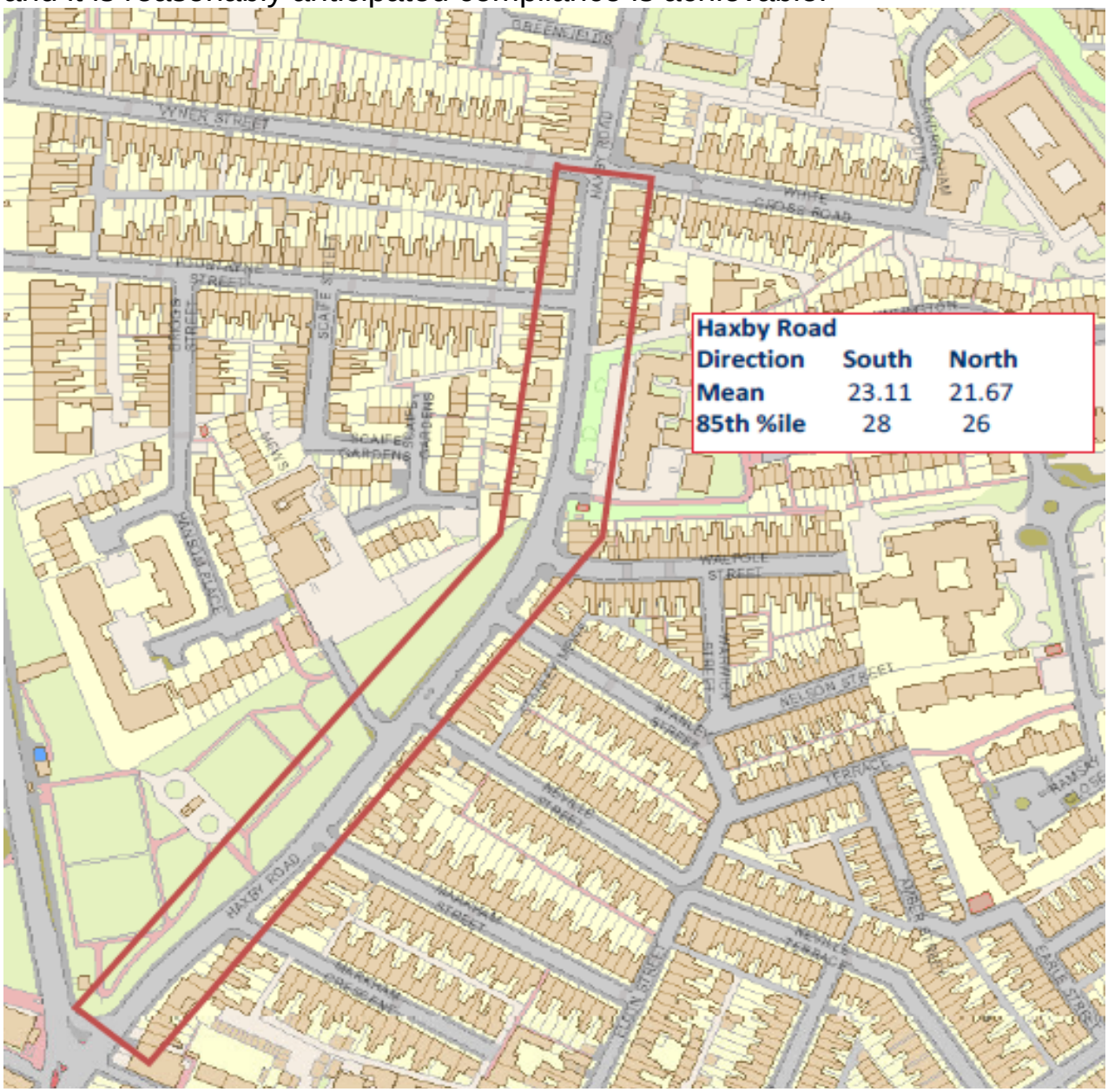


Officer recommendation: Implement a 20mph zone across the whole estate. **Approximate cost: £2000**

Location: Haxby Road (Clarence	**85th %ile speed**: As below.

Gardens)	**Accidents:** Nine since 01/01/2017, no definite speed factors.

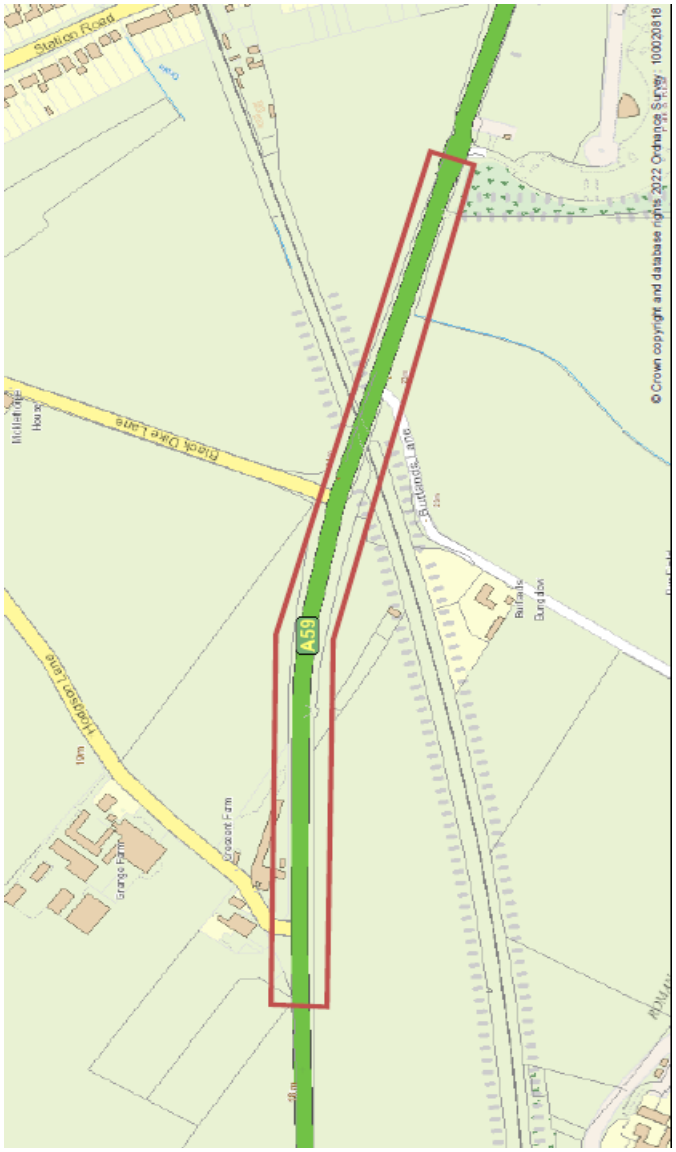
Background information: An urban 30mph road with residential properties and leisure mix where mean traffic speeds are currently proximate to 20mph and it is reasonably anticipated compliance is achievable.



Officer recommendation: Implement a 20mph speed limit between Lowther Street and Whitecross Road. **Approximate cost: £800**

Location: A59 Upper Poppleton	**85th %ile speed**: No data. **Accidents:** Seven since 01/01/2019, no speed factors.

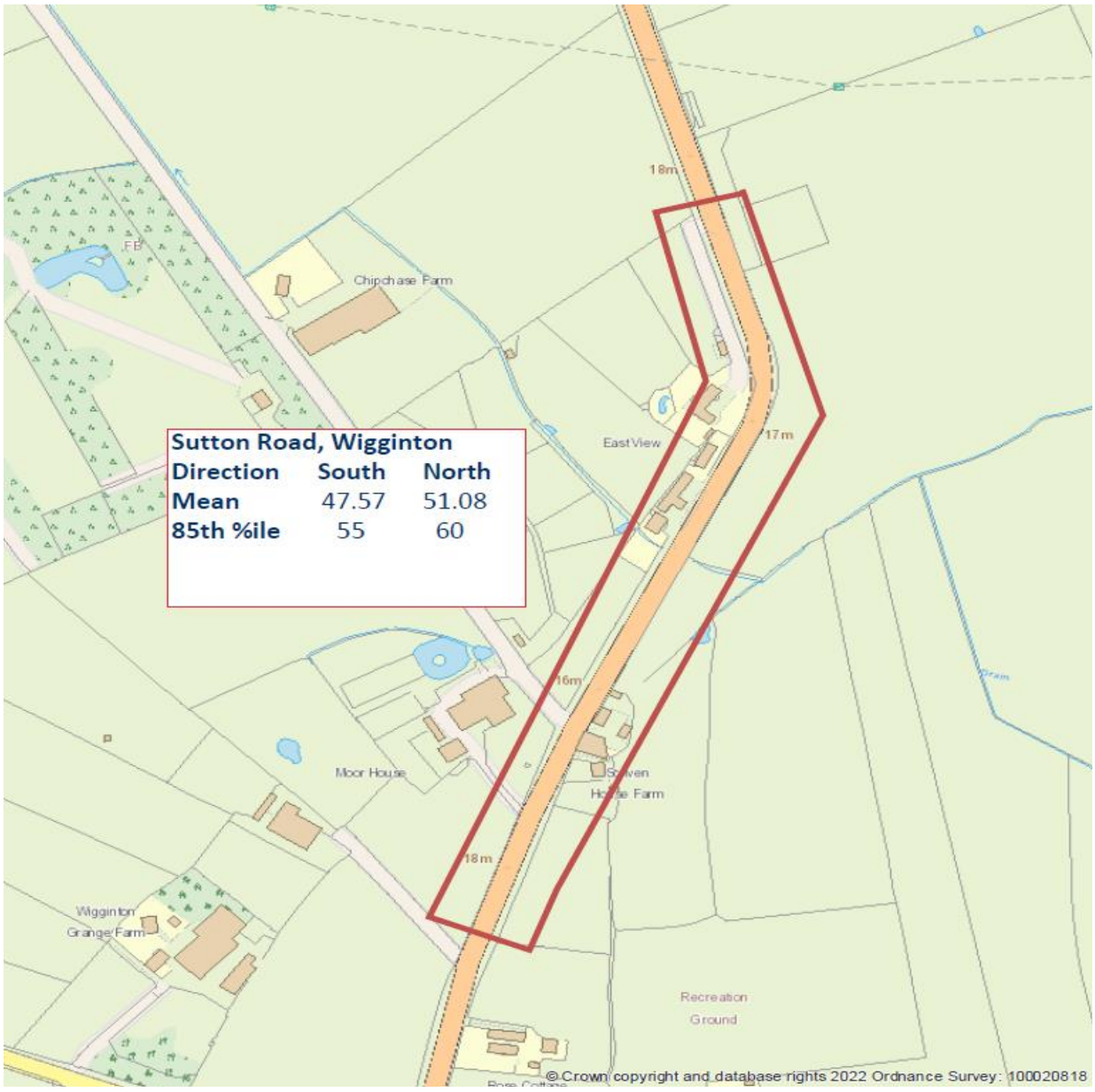
Background information: This is part of the primary road network into York, from the A1 motorway and Harrogate. The existing speed limit is 60mph reducing to 40mph inbound as the Park & Ride site is reached. The request is for the 40mph to be extended further westwards owing to the three junctions and nature of traffic in the area. A horse with rider warning sign has also to be re-instated.



Officer recommendation: Implement a 40mph speed limit from the current limit transition point to a point west of Hodgson Lane. **Approximate cost: £3500**

Location: Sutton Road, Wigginton	**85th %ile speed**: As below. **Accidents:** Three since 01/01/2017, no speed factors.

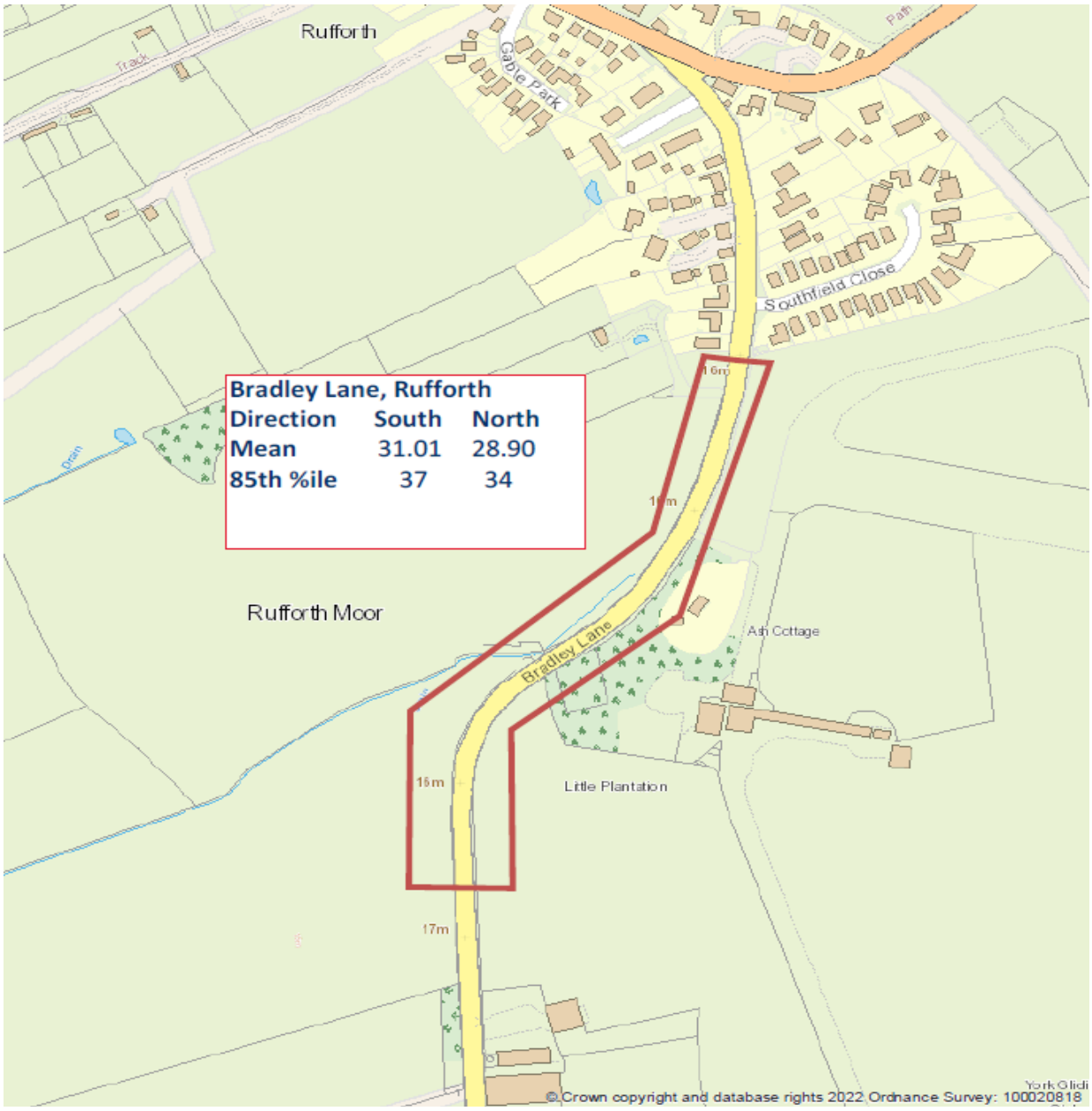
Background information: A rural 60mph road where there is a business and residences, along with an acute bend. The request is for the 40mph to be extended further away from Wigginton in order that more drivers will be travelling at that speed when they reach the acute bend, business and residences.



Officer recommendation: Implement a 40mph speed limit from the existing transition point to a point north of the acute left-hand bend. **Approximate cost: £3500**

Location: Bradley Lane, Rufforth	**85th %ile speed**: As below. **Accidents:** One since 01/01/2019, a fatality owing to weather. No speed factor.

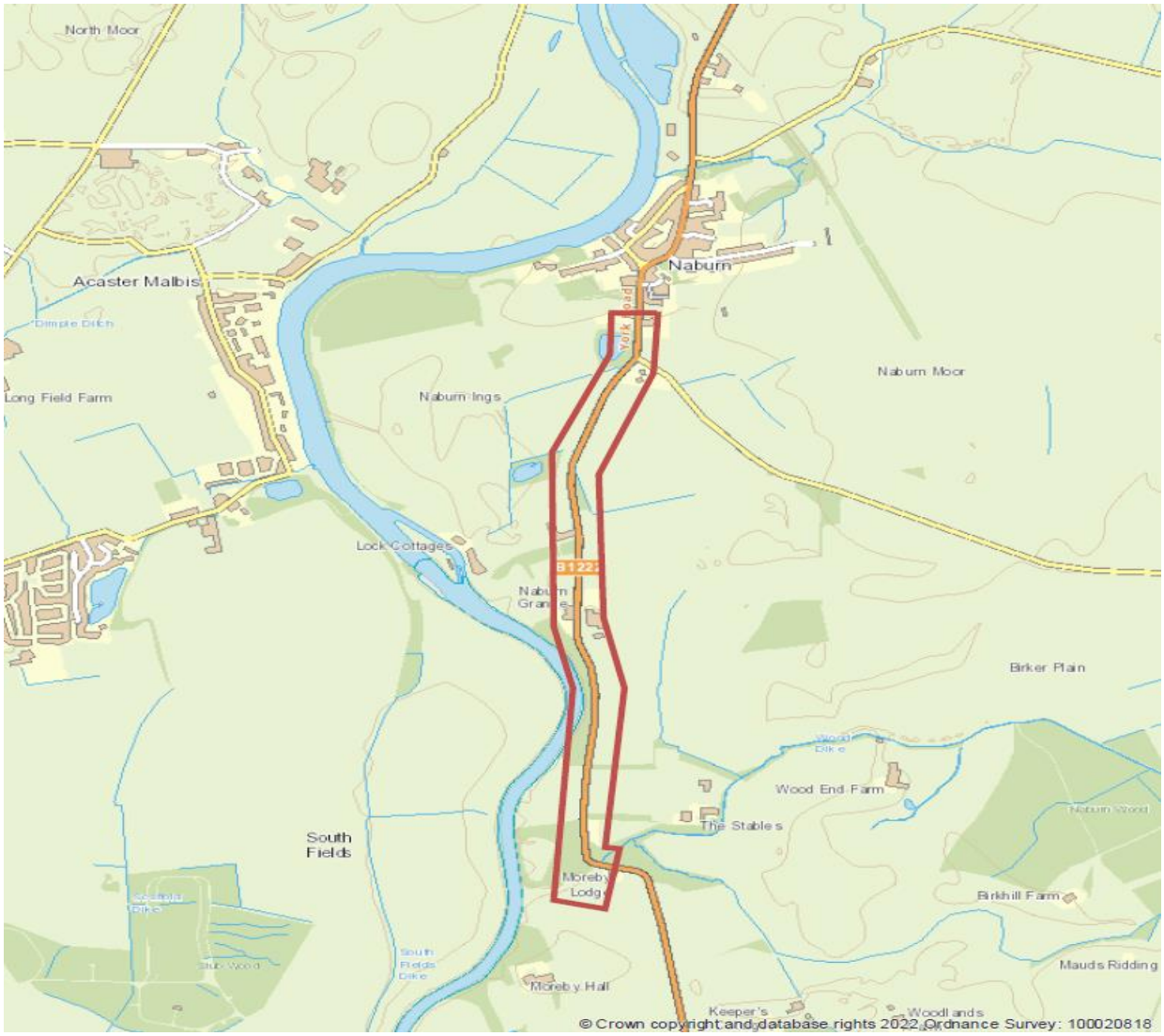
Background information: A rural unclassified road to the southern side of Rufforth. The request is for a 40mph buffer 'zone' between the existing 30mph/60mph transition point and a point south of the double bend owing to recorded vehicle speeds (CSW) and fatal accident in this area.



Officer recommendation: Take no further action. **Approximate cost:** £0.00

Location: B1222 Naburn Church to Moreby Lodge	**85th %ile speed**: No data. **Accidents:** One since 01/01/2017, no speed factor.

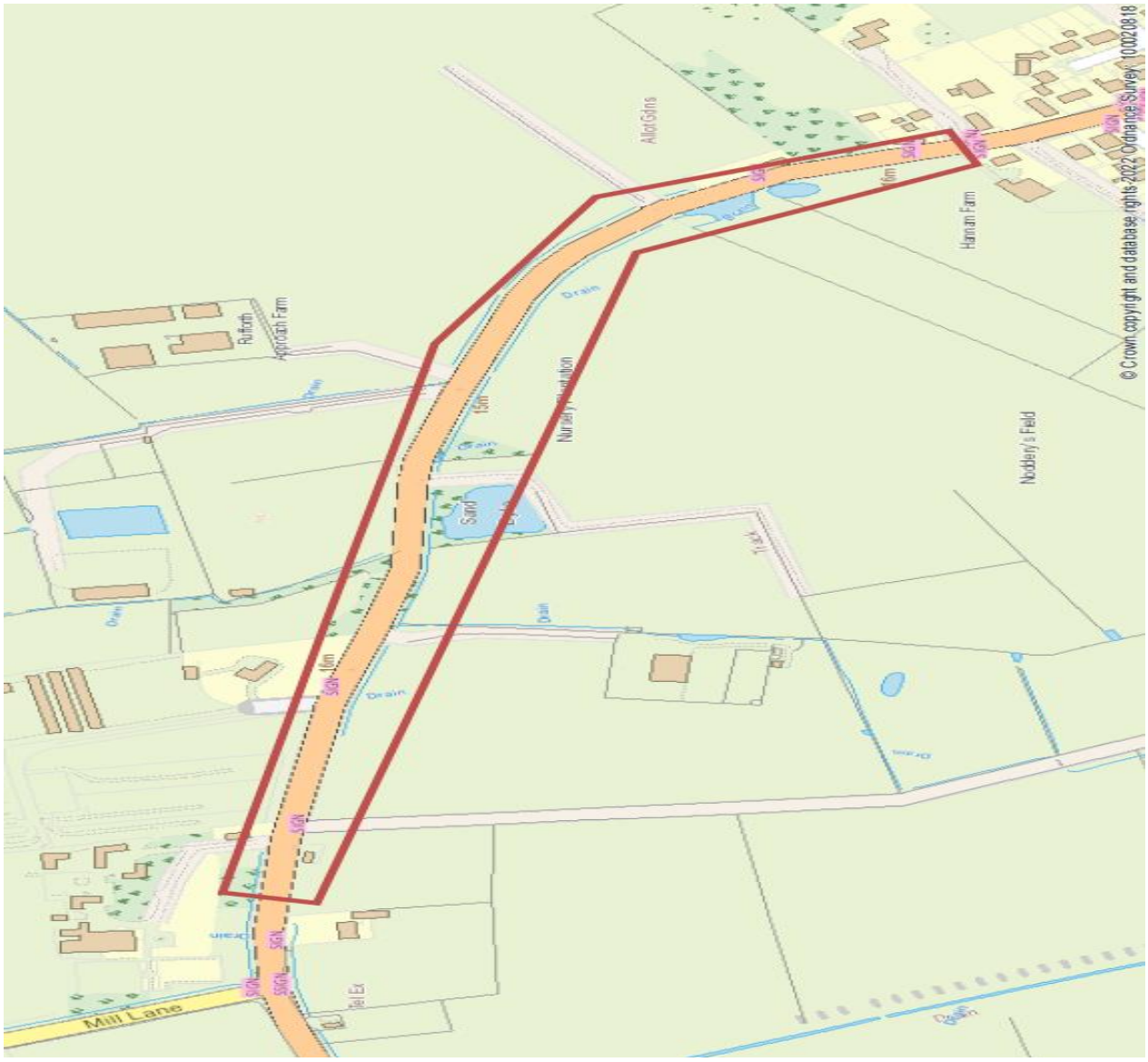
Background information: A rural 60mph road where there are two businesses and one farm, along with an acute bend. The request originates from Naburn Grange Riding Centre for a 40mph limit over the 1.1 miles between the Church and the lodge. Owing to the nature of the road and it's environs it is not considered compliance would be achieved. The essence of the request relates to the attitude of some drivers towards riders and horses legitimately using the road. There has been only one formally recorded injury accident in the last 6 years, a fact disputed by the requesting party.



Officer recommendation: Take no action but consider introduction of additional warning signs. **Approximate cost £600**

Location: B1224 Rufforth – North-Western approach	**85th %ile speed**: No data. **Accidents:** Four since 01/01/2019, two with speed factors. Several other accidents recorded by local resident believed to be damage only.

Background information: A rural 60mph road where there are two businesses and one residence, along a series of bends. The request is to introduce a 40mph buffer 'zone' between the existing 30mph limit and Rufforth Park near to Mill Lane, owing to the number of accidents in this area. It is not considered that compliance would be achieved or a reduction in accidents owing to the nature of the road and its environs.



Officer recommendation: Take no action. **Approximate cost £0.00**

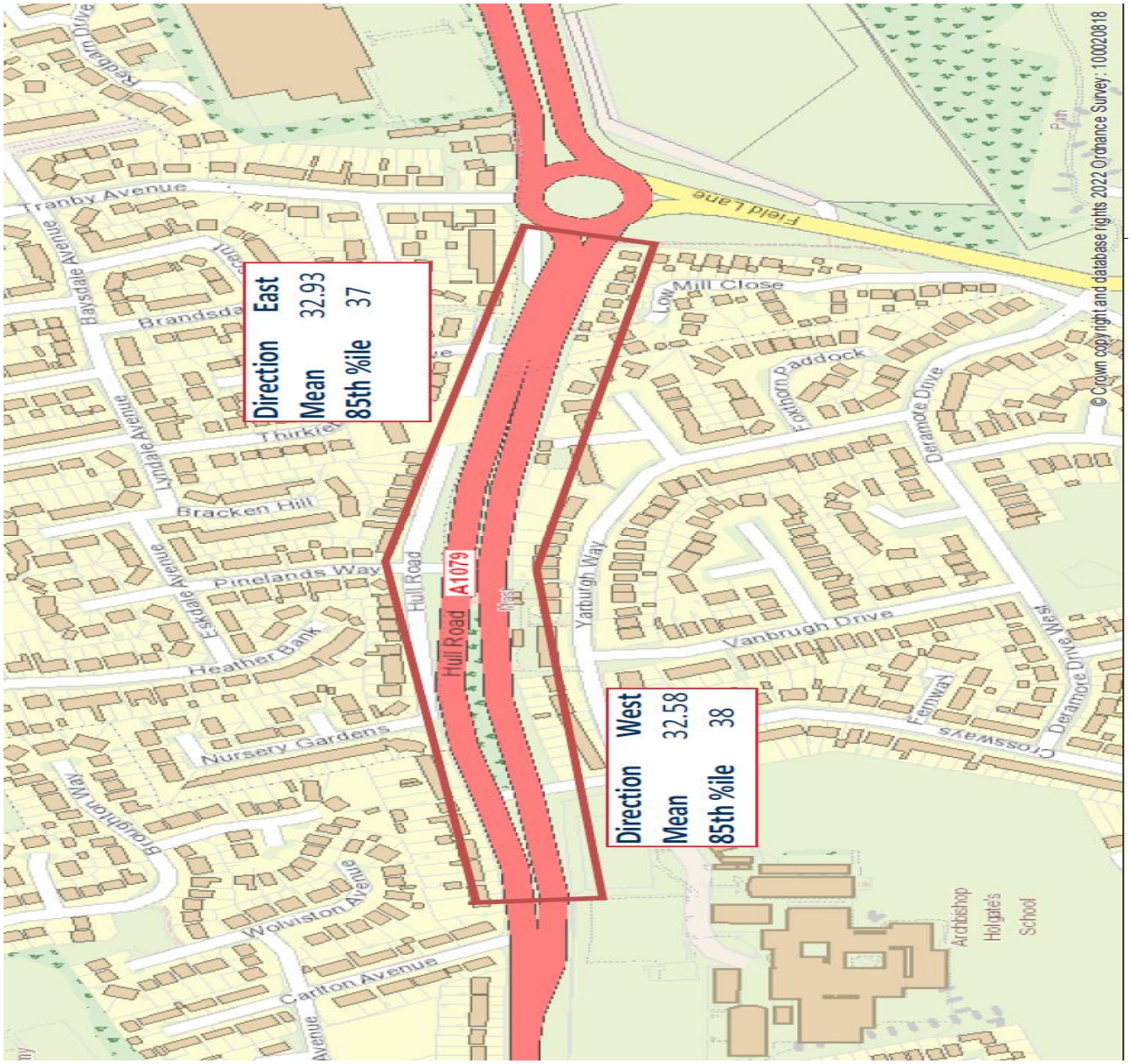
Location: Burdyke Avenue	**85th %ile speed**: As below. **Accidents:** None since 01/01/2017

Background information: An urban residential 30mph road which has had no injury accidents recorded in the last six years. It is not believed the request to reduce the speed limit to 20mph would be met with majority compliance owing to the roads open nature and the current compliance levels.

Officer recommendation: Take no action. **Approximate cost £0.00**

Location: Hull Road, Black Bull to Tranby Avenue	**85th %ile speeds**: As below. **Accidents:** Eleven since 01/01/2017, no speed factors

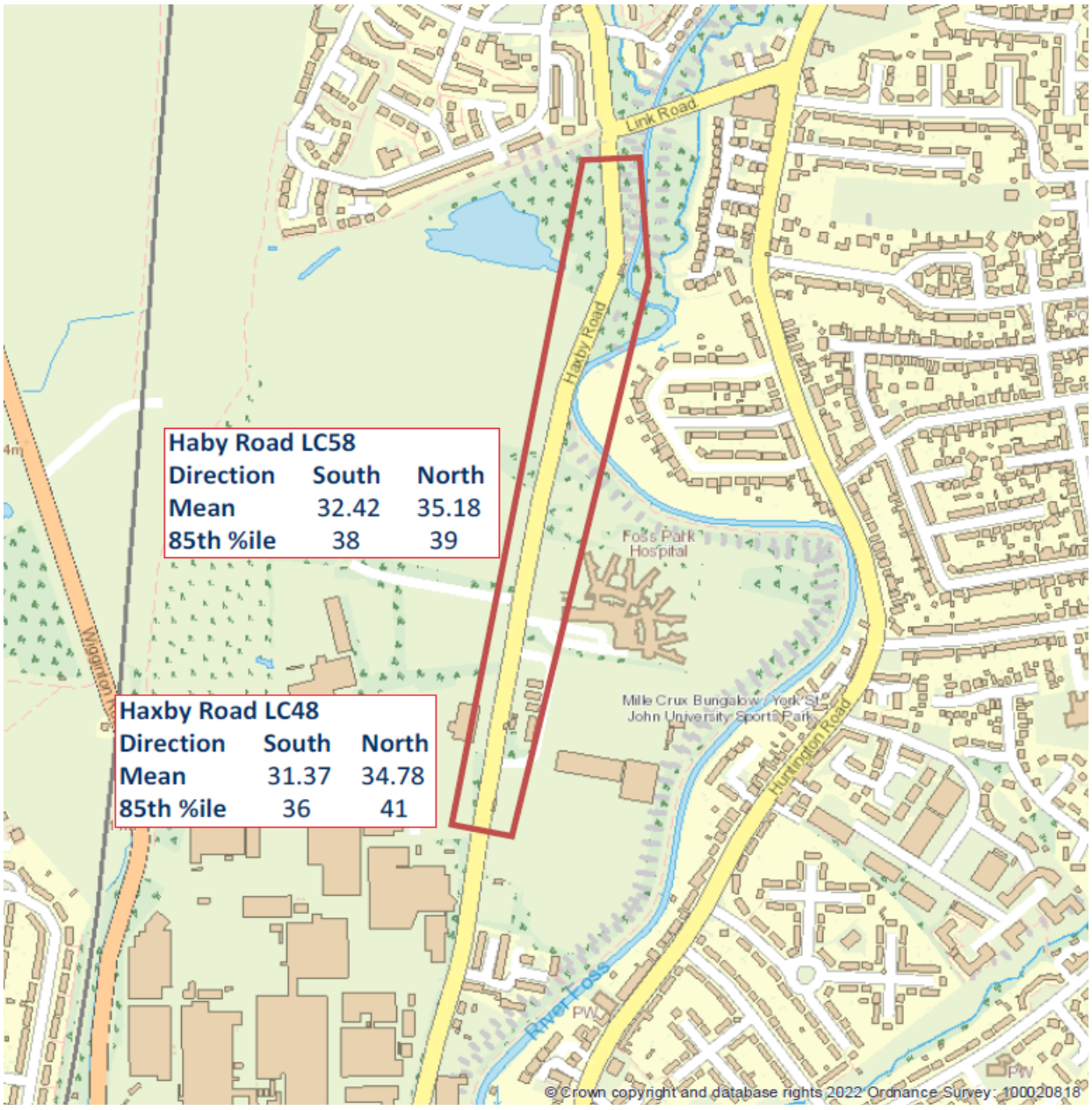
Background information: An urban 40mph dual carriageway road on which there have been 11 injury accident in the last 6 years none of which have speed as a causational factor. The request to reduce the speed limit to 30mph would likely not result in significant compliance. This request was submitted with a request to remove the bus lane on the west bound carriageway to aid traffic flow. This is request is outside of scope for this report and therefore will be considered separately.



Officer recommendation: Take no action. **Approximate cost £0.00**

Location: Haxby Road, Foss Park Hospital	**85th %ile speeds**: As below. **Accidents:** Two since 01/01/2017, no speed factors.

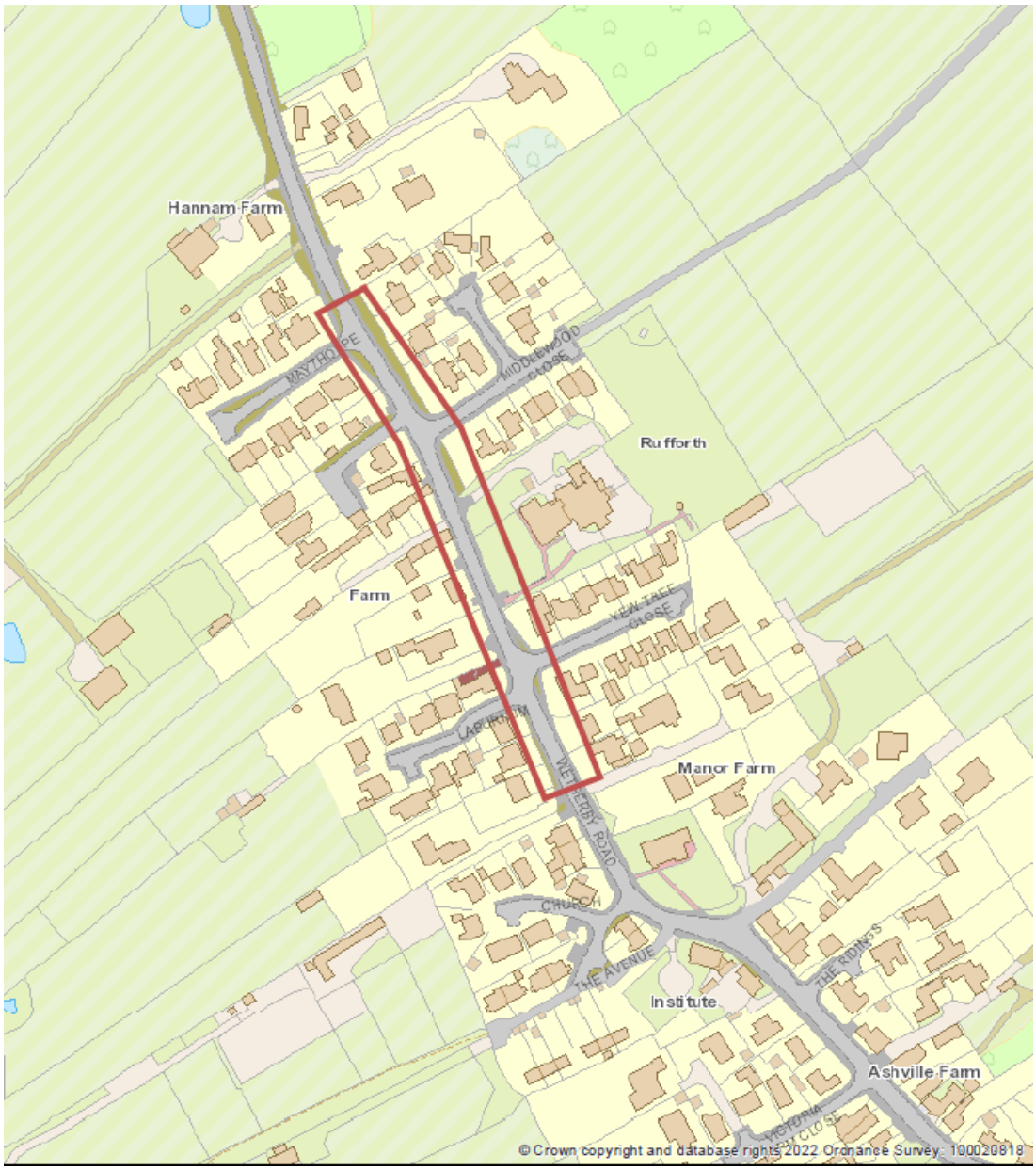
Background information: An urban non-residential 40mph road which has had two injury accidents recorded in the last six years none of which were speed related. It is not believed the request to reduce the speed limit to 30mph would be met with majority compliance owing to the roads open nature and the current compliance levels.



Officer recommendation: Take no action. **Approximate cost £0.00**

Location: Wetherby Road Rufforth (Primary School)	**85th%ile speeds**: No data from CYC. Community Speed Watch (CSW) data available (but no mean or %ile speeds). **Accidents:** None since 01/01/2017.

Background information: A village residential 30mph road in the vicinity of the Primary School that is not included in the Safer Routes to School programme. It is suggested a 20mph limit is appropriate in the interests of the safety of the children and parents/staff, although some further engineering measures are felt likely to be required.



Officer recommendation: Recommend 20mph. **Approximate cost £1000**

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Annex B

Speed Limit Descriptions

Table 1 Speed limits in urban areas – summary

Speed limit (mph)	Where limit should apply
20 (including 20 mph zone)	In streets that are primarily residential and in other town or city streets where pedestrian and cyclist movements are high, such as around schools, shops, markets, playgrounds and other areas, where motor vehicle movement is not the primary function.
30	In other built-up areas (where motor vehicle movement is deemed more important), with development on both sides of the road.
40	On higher quality suburban roads or those on the outskirts of urban areas where there is little development, with few cyclists, pedestrians or equestrians. On roads with good width and layout, parking and waiting restrictions in operation, and buildings set back from the road. On roads that, wherever possible, cater for the needs of non-motorised users through segregation of road space, and have adequate footways and crossing places.
50	On dual carriageway ring or radial routes or bypasses that have become partially built up, with little or no roadside development.

Table 2 Speed limits for single carriageway roads[8] with a predominant motor traffic flow function

Speed limit (mph)	Where limit should apply:
60	Recommended for most high quality strategic A and B roads with few bends, junctions or accesses.
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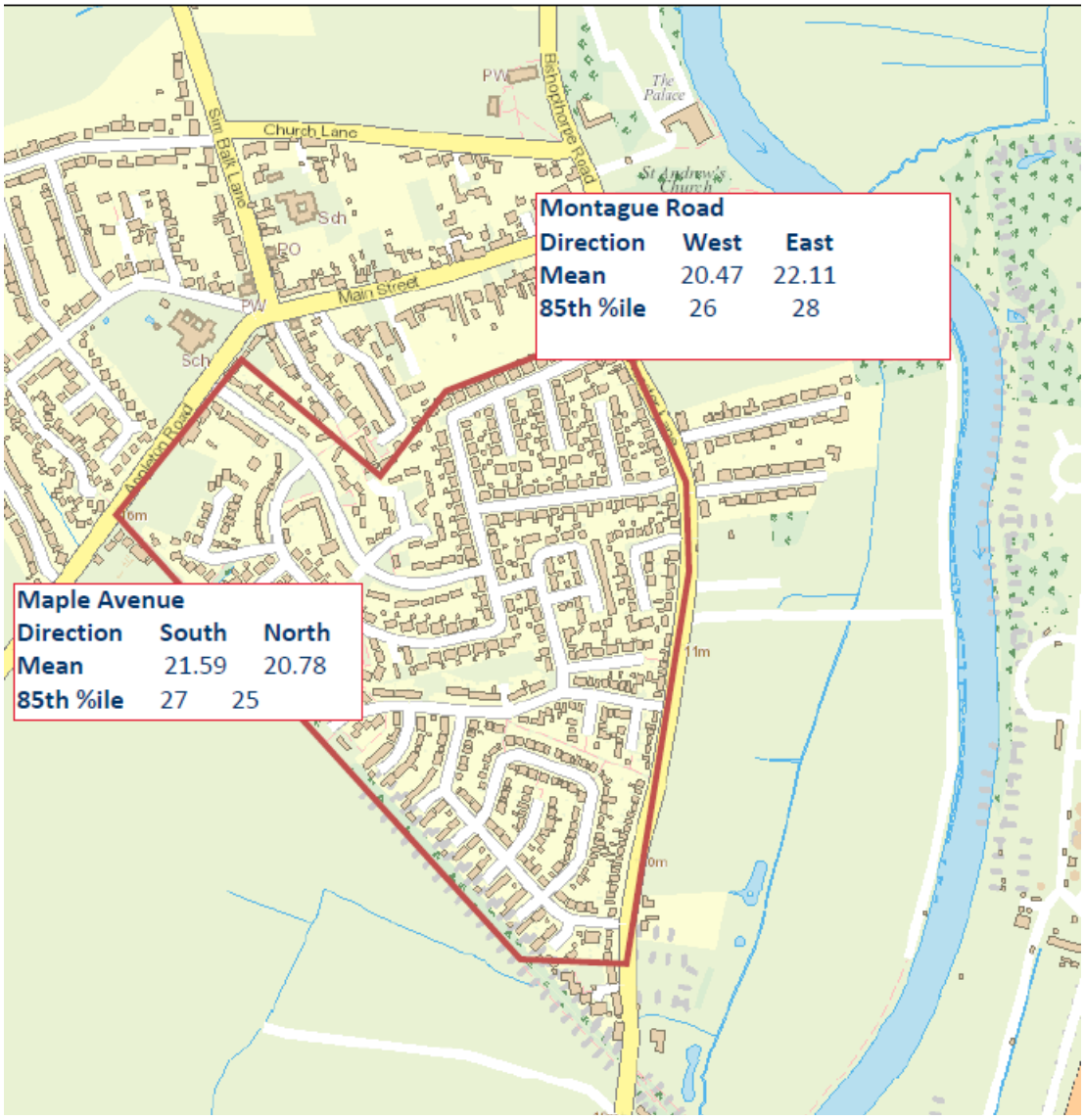
40	Should be considered where there are many bends, junctions or accesses, substantial development, a strong environmental or landscape reason, or where there are considerable numbers of vulnerable road users.

Annex C

Site Information

Location: Montague Road (Estate), Bishopthorpe	**85th %ile speeds**: As below. **Accidents:** None since 01/01/2017.

Background information: A residential estate in a village south of the City where mean traffic speeds are currently proximate to 20mph. The nature of the roads in the estate readily indicate that a 20mph zone is appropriate.

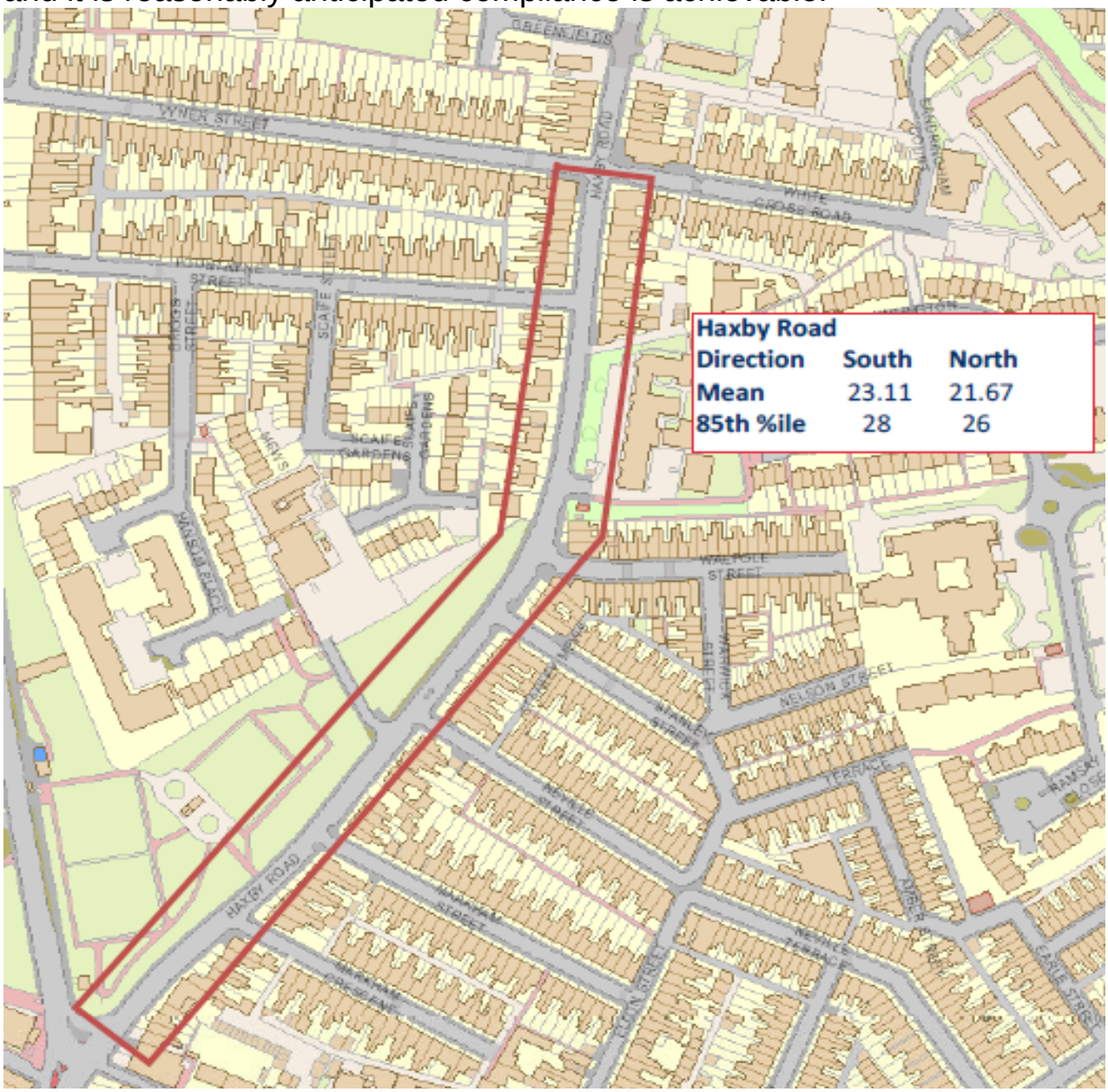


Officer recommendation: Implement a 20mph zone across the whole estate. **Approximate cost: £2000**

Location: Haxby Road (Clarence	**85th %ile speed**: As below.

Gardens)	**Accidents:** Nine since 01/01/2017, no definite speed factors.

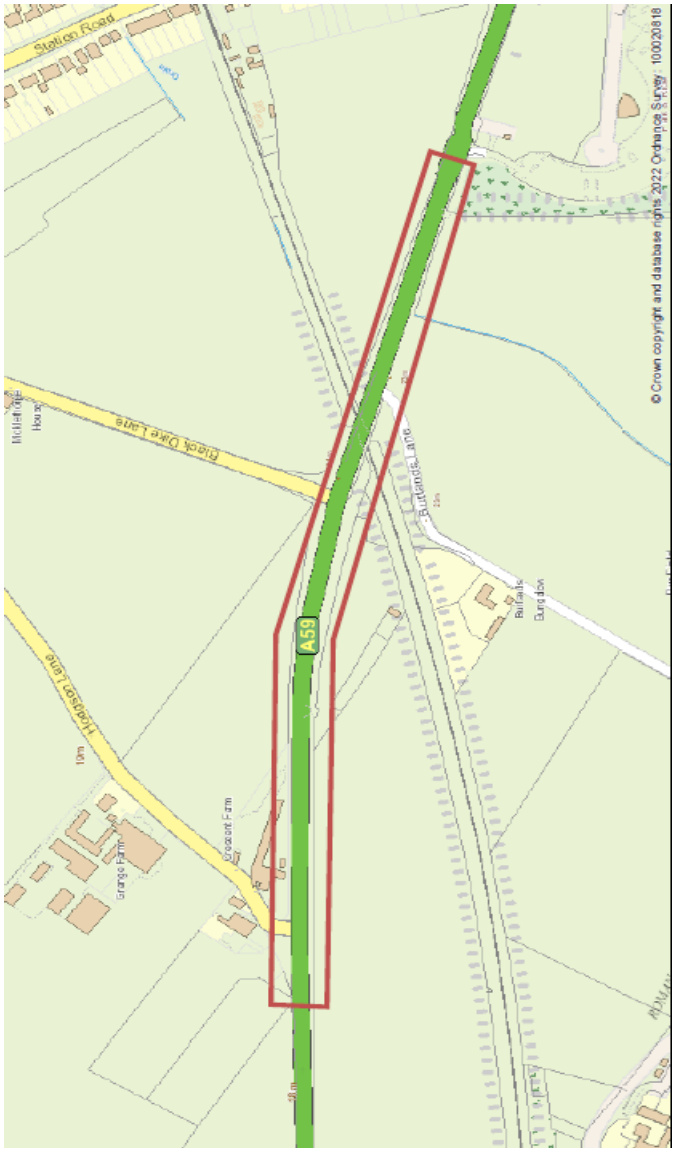
Background information: An urban 30mph road with residential properties and leisure mix where mean traffic speeds are currently proximate to 20mph and it is reasonably anticipated compliance is achievable.



Officer recommendation: Implement a 20mph speed limit between Lowther Street and Whitecross Road. **Approximate cost: £800**

Location: A59 Upper Poppleton	**85th %ile speed**: No data. **Accidents:** Seven since 01/01/2019, no speed factors.

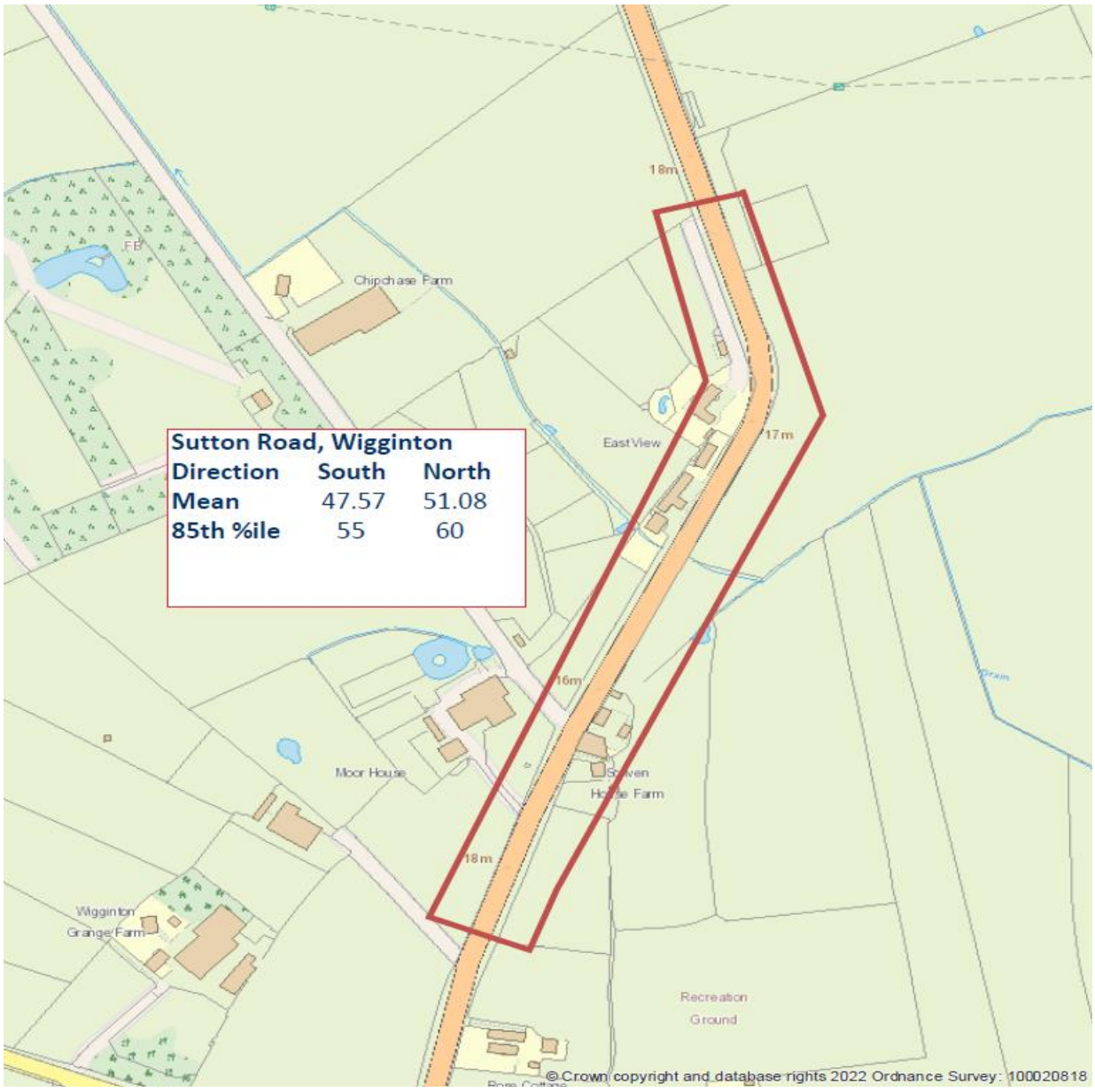
Background information: This is part of the primary road network into York, from the A1 motorway and Harrogate. The existing speed limit is 60mph reducing to 40mph inbound as the Park & Ride site is reached. The request is for the 40mph to be extended further westwards owing to the three junctions and nature of traffic in the area. A horse with rider warning sign has also to be re-instated.



Officer recommendation: Implement a 40mph speed limit from the current limit transition point to a point west of Hodgson Lane. **Approximate cost: £3500**

Location: Sutton Road, Wigginton	**85th %ile speed**: As below. **Accidents:** Three since 01/01/2017, no speed factors.

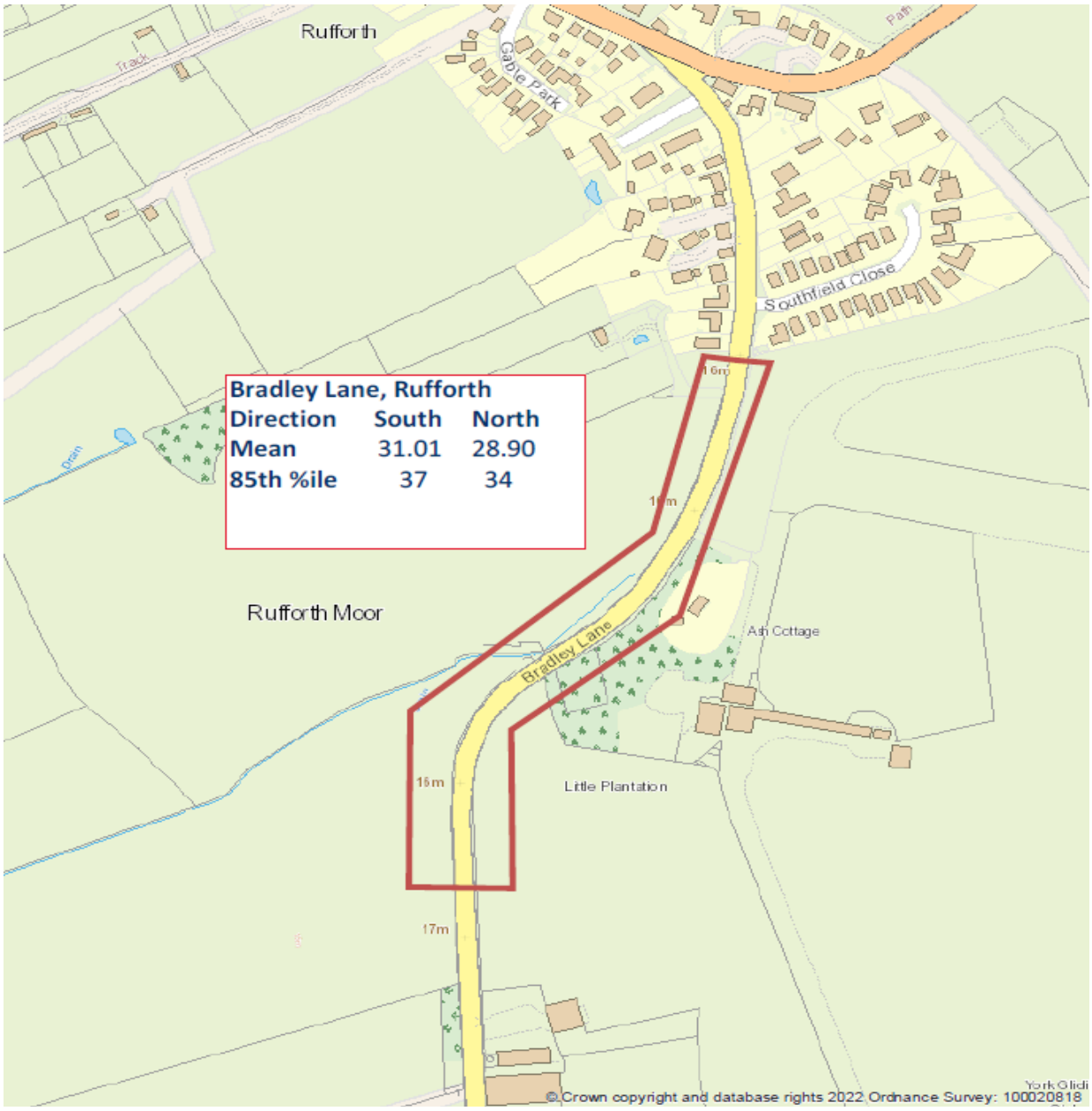
Background information: A rural 60mph road where there is a business and residences, along with an acute bend. The request is for the 40mph to be extended further away from Wigginton in order that more drivers will be travelling at that speed when they reach the acute bend, business and residences.



Officer recommendation: Implement a 40mph speed limit from the existing transition point to a point north of the acute left-hand bend. **Approximate cost: £3500**

Location: Bradley Lane, Rufforth	**85th %ile speed**: As below. **Accidents:** One since 01/01/2019, a fatality owing to weather. No speed factor.

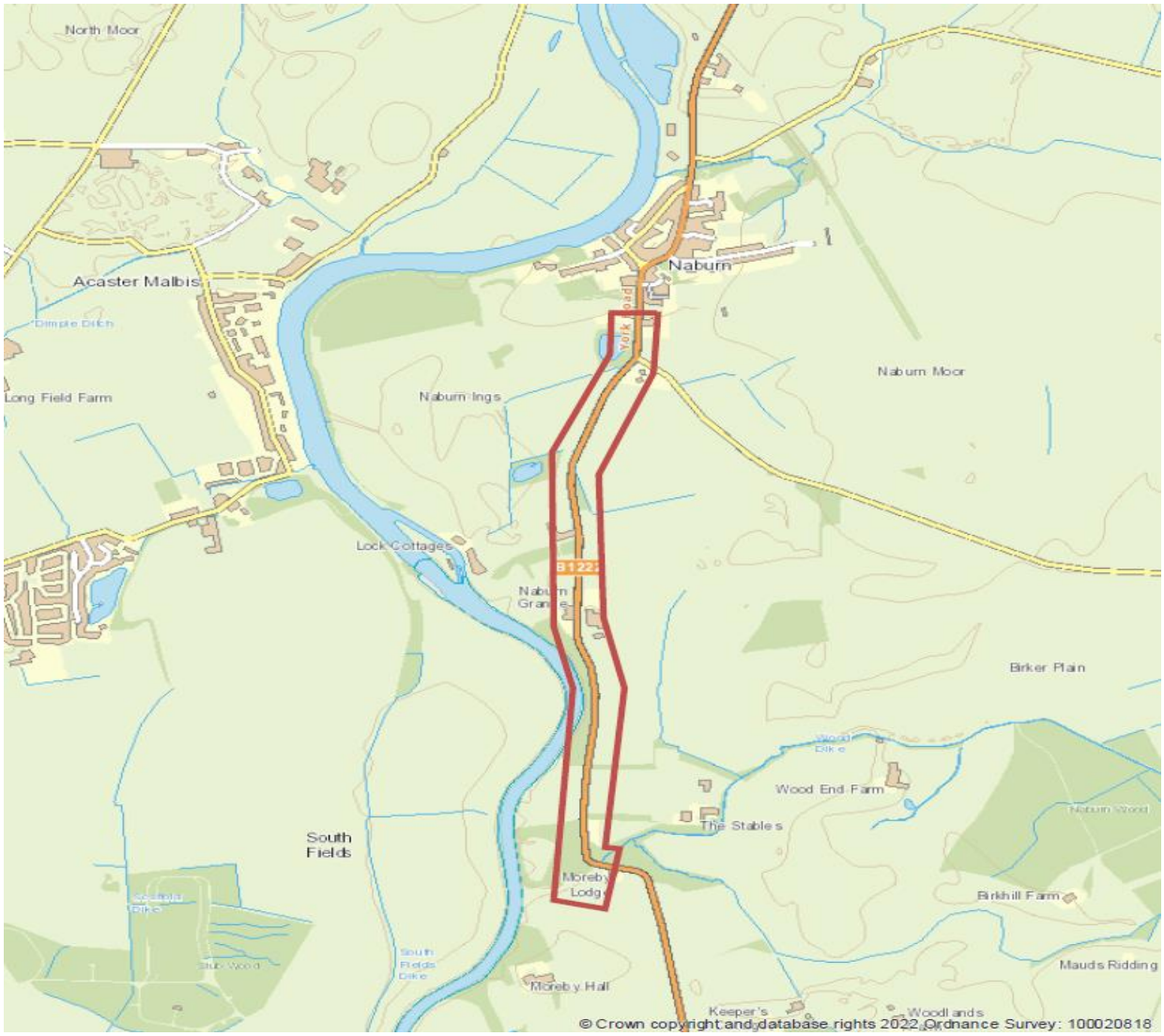
Background information: A rural unclassified road to the southern side of Rufforth. The request is for a 40mph buffer 'zone' between the existing 30mph/60mph transition point and a point south of the double bend owing to recorded vehicle speeds (CSW) and fatal accident in this area.



Officer recommendation: Take no further action. **Approximate cost:** £0.00

Location: B1222 Naburn Church to Moreby Lodge	**85th %ile speed**: No data. **Accidents:** One since 01/01/2017, no speed factor.

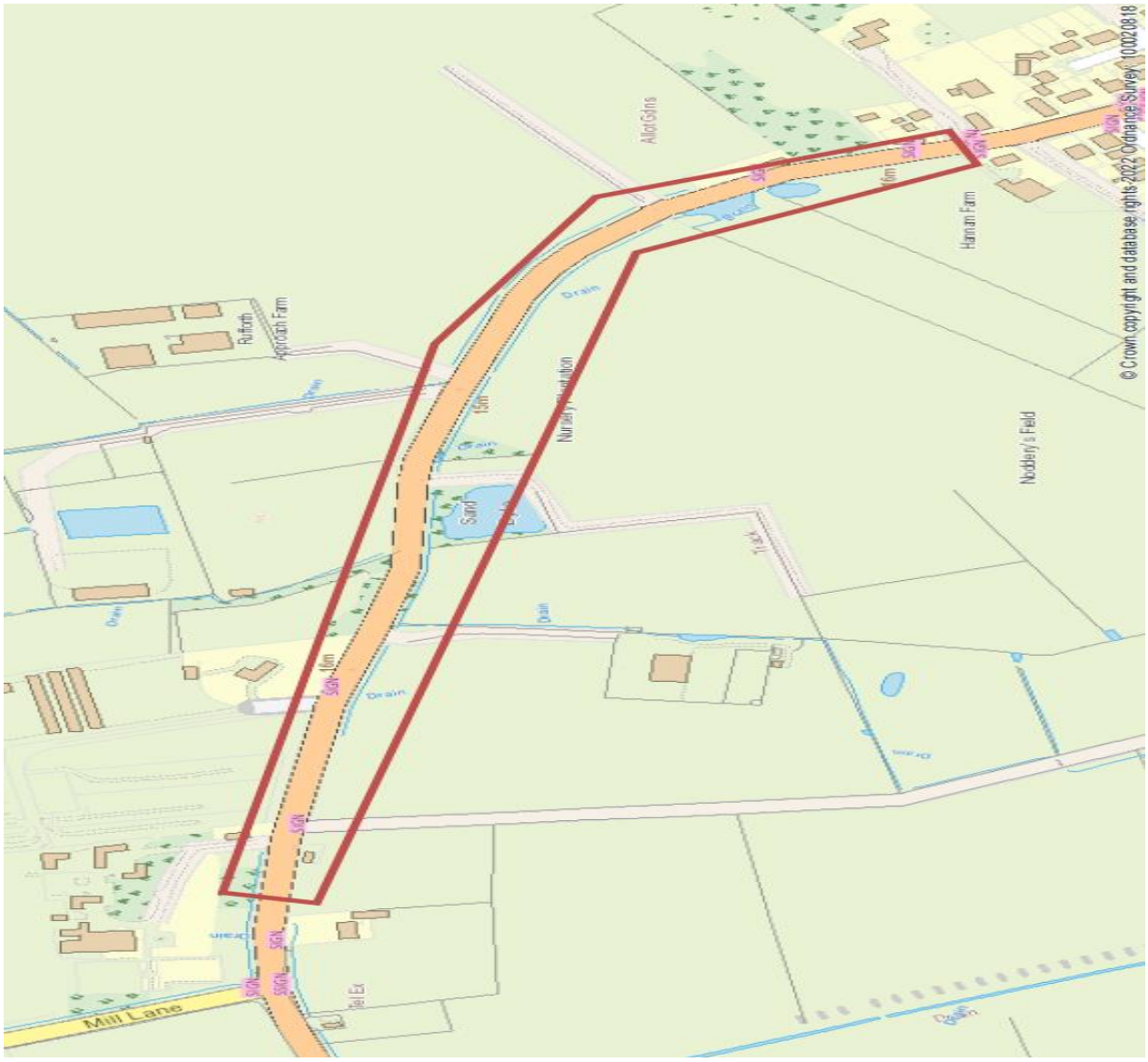
Background information: A rural 60mph road where there are two businesses and one farm, along with an acute bend. The request originates from Naburn Grange Riding Centre for a 40mph limit over the 1.1 miles between the Church and the lodge. Owing to the nature of the road and it's environs it is not considered compliance would be achieved. The essence of the request relates to the attitude of some drivers towards riders and horses legitimately using the road. There has been only one formally recorded injury accident in the last 6 years, a fact disputed by the requesting party.



Officer recommendation: Take no action but consider introduction of additional warning signs. **Approximate cost £600**

Location: B1224 Rufforth – North-Western approach	**85th %ile speed**: No data. **Accidents:** Four since 01/01/2019, two with speed factors. Several other accidents recorded by local resident believed to be damage only.

Background information: A rural 60mph road where there are two businesses and one residence, along a series of bends. The request is to introduce a 40mph buffer 'zone' between the existing 30mph limit and Rufforth Park near to Mill Lane, owing to the number of accidents in this area. It is not considered that compliance would be achieved or a reduction in accidents owing to the nature of the road and its environs.



Officer recommendation: Take no action. **Approximate cost £0.00**

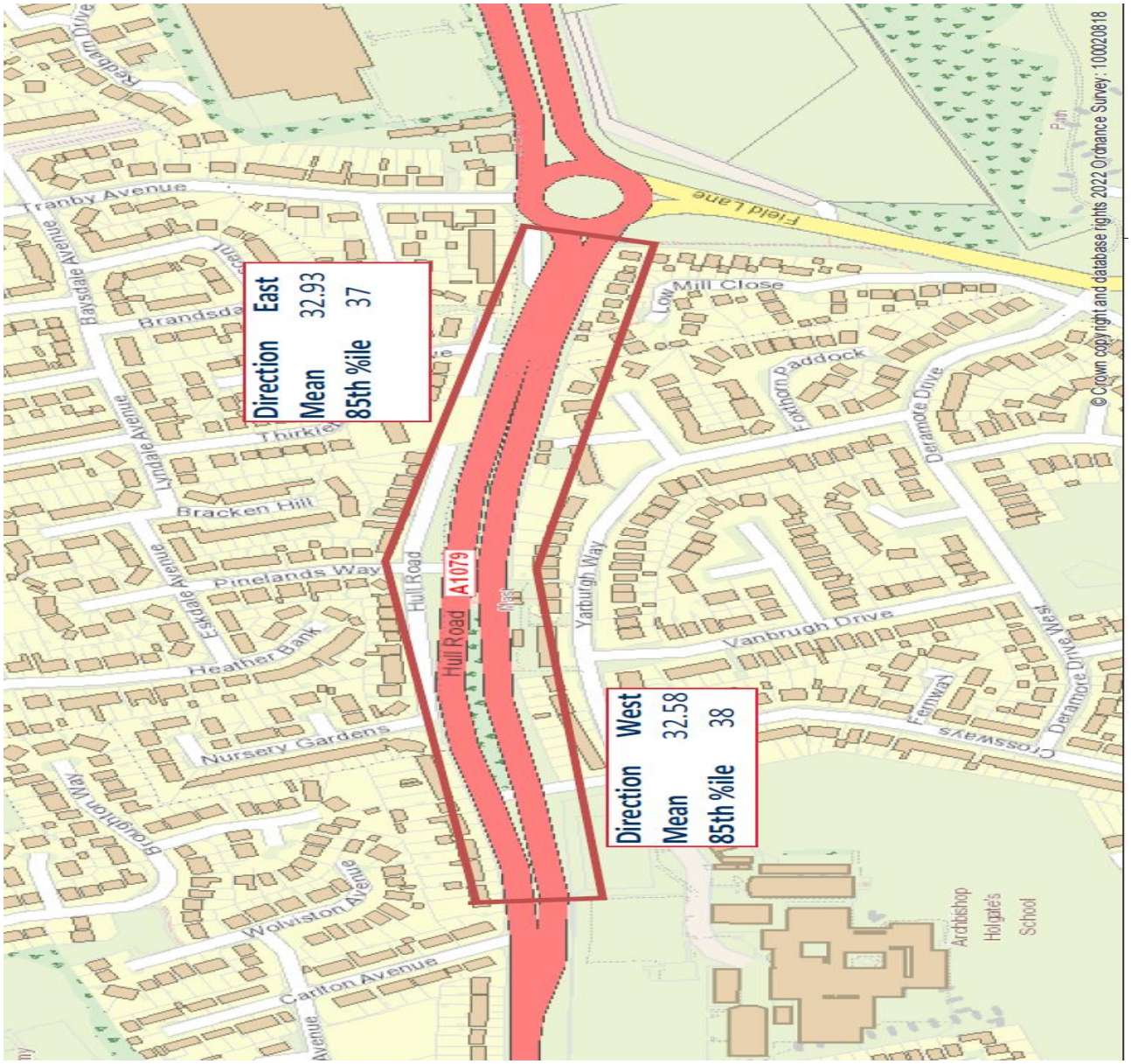
Location: Burdyke Avenue	**85th %ile speed**: As below. **Accidents:** None since 01/01/2017

Background information: An urban residential 30mph road which has had no injury accidents recorded in the last six years. It is not believed the request to reduce the speed limit to 20mph would be met with majority compliance owing to the roads open nature and the current compliance levels.

Officer recommendation: Take no action. **Approximate cost £0.00**

Location: Hull Road, Black Bull to Tranby Avenue	**85th %ile speeds**: As below. **Accidents:** Eleven since 01/01/2017, no speed factors

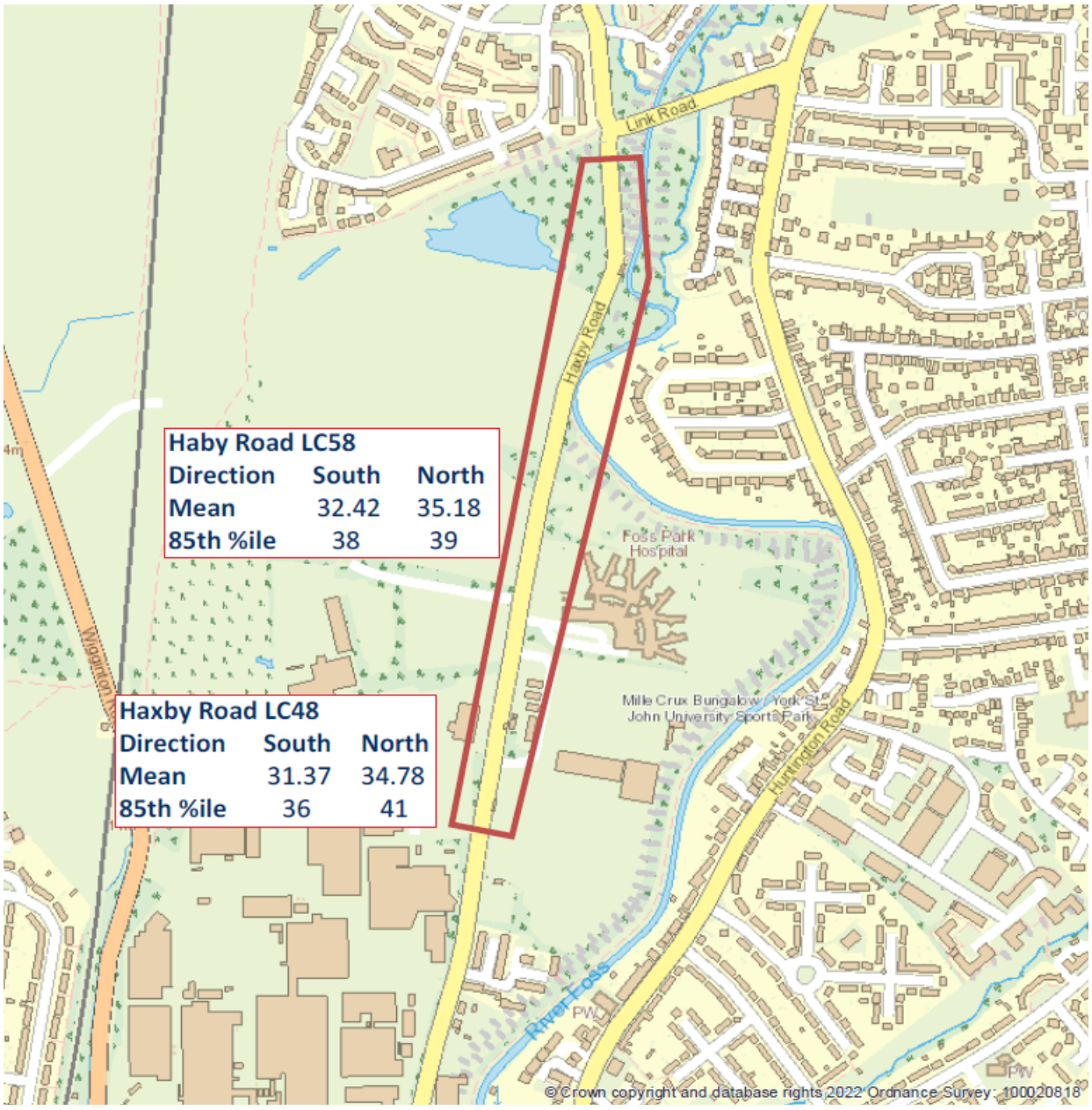
Background information: An urban 40mph dual carriageway road on which there have been 11 injury accident in the last 6 years none of which have speed as a causational factor. The request to reduce the speed limit to 30mph would likely not result in significant compliance. This request was submitted with a request to remove the bus lane on the west bound carriageway to aid traffic flow. This is request is outside of scope for this report and therefore will be considered separately.



Officer recommendation: Take no action. **Approximate cost £0.00**

Location: Haxby Road, Foss Park Hospital	**85th %ile speeds**: As below. **Accidents:** Two since 01/01/2017, no speed factors.

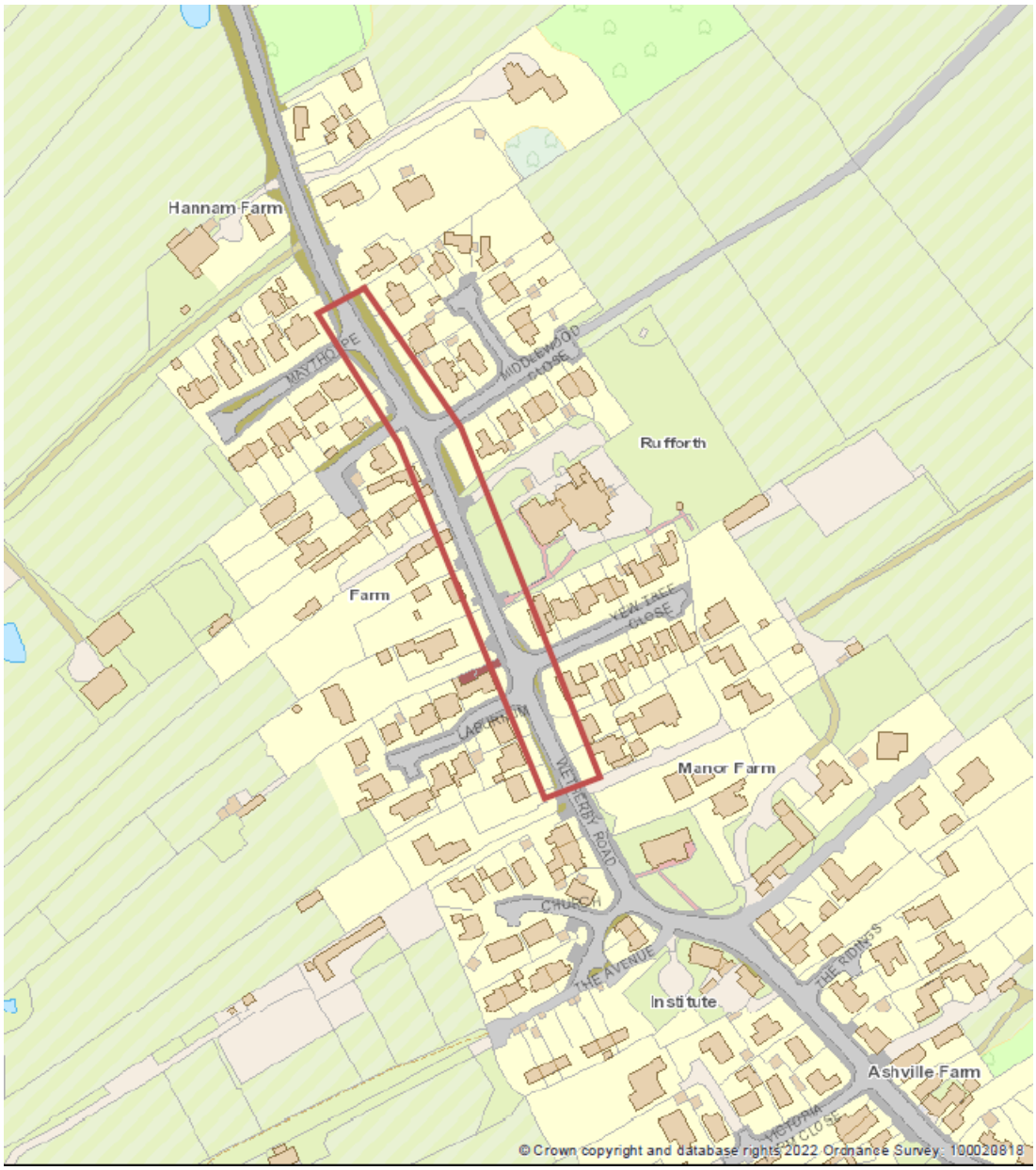
Background information: An urban non-residential 40mph road which has had two injury accidents recorded in the last six years none of which were speed related. It is not believed the request to reduce the speed limit to 30mph would be met with majority compliance owing to the roads open nature and the current compliance levels.



Officer recommendation: Take no action. **Approximate cost £0.00**

Location: Wetherby Road Rufforth (Primary School)	**85th%ile speeds**: No data from CYC. Community Speed Watch (CSW) data available (but no mean or %ile speeds). **Accidents:** None since 01/01/2017.

Background information: A village residential 30mph road in the vicinity of the Primary School that is not included in the Safer Routes to School programme. It is suggested a 20mph limit is appropriate in the interests of the safety of the children and parents/staff, although some further engineering measures are felt likely to be required.



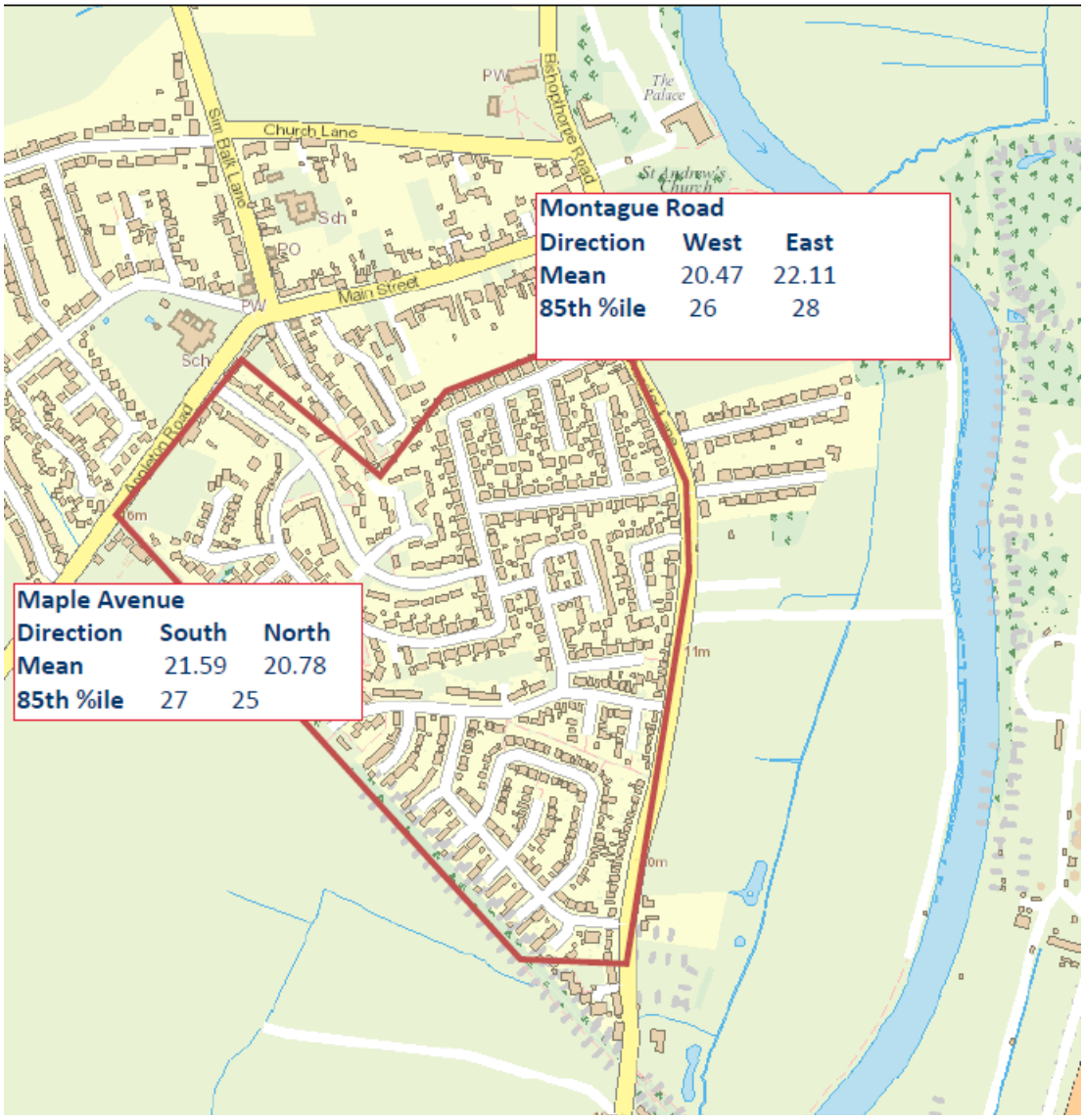
Officer recommendation: Recommend 20mph. **Approximate cost £1000**

Annex C

Site Information

Location: Montague Road (Estate), Bishopthorpe	**85th %ile speeds**: As below. **Accidents:** None since 01/01/2017.

Background information: A residential estate in a village south of the City where mean traffic speeds are currently proximate to 20mph. The nature of the roads in the estate readily indicate that a 20mph zone is appropriate.

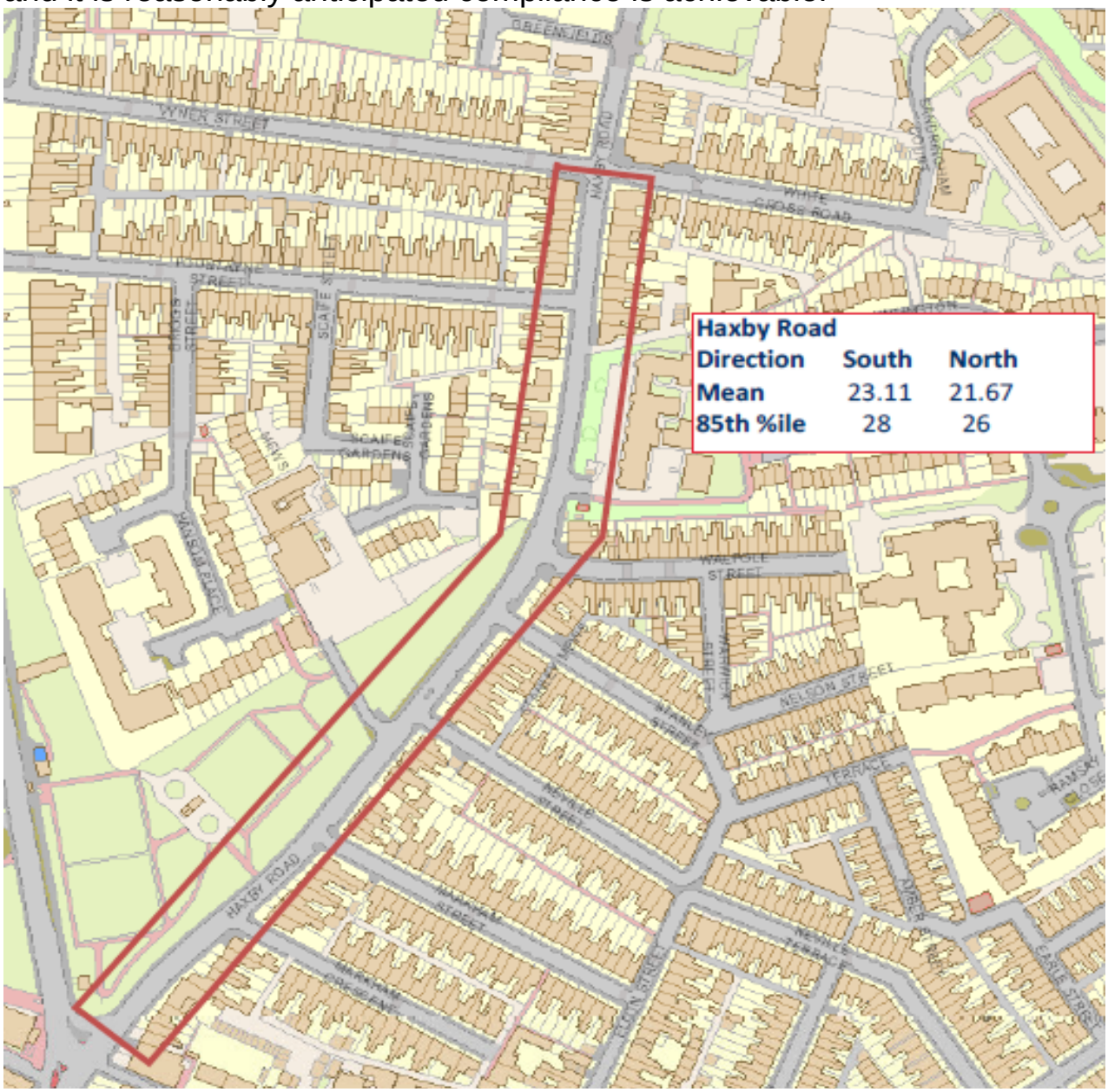


Officer recommendation: Implement a 20mph zone across the whole estate. **Approximate cost: £2000**

Location: Haxby Road (Clarence	**85th %ile speed**: As below.

Gardens)	**Accidents:** Nine since 01/01/2017, no definite speed factors.

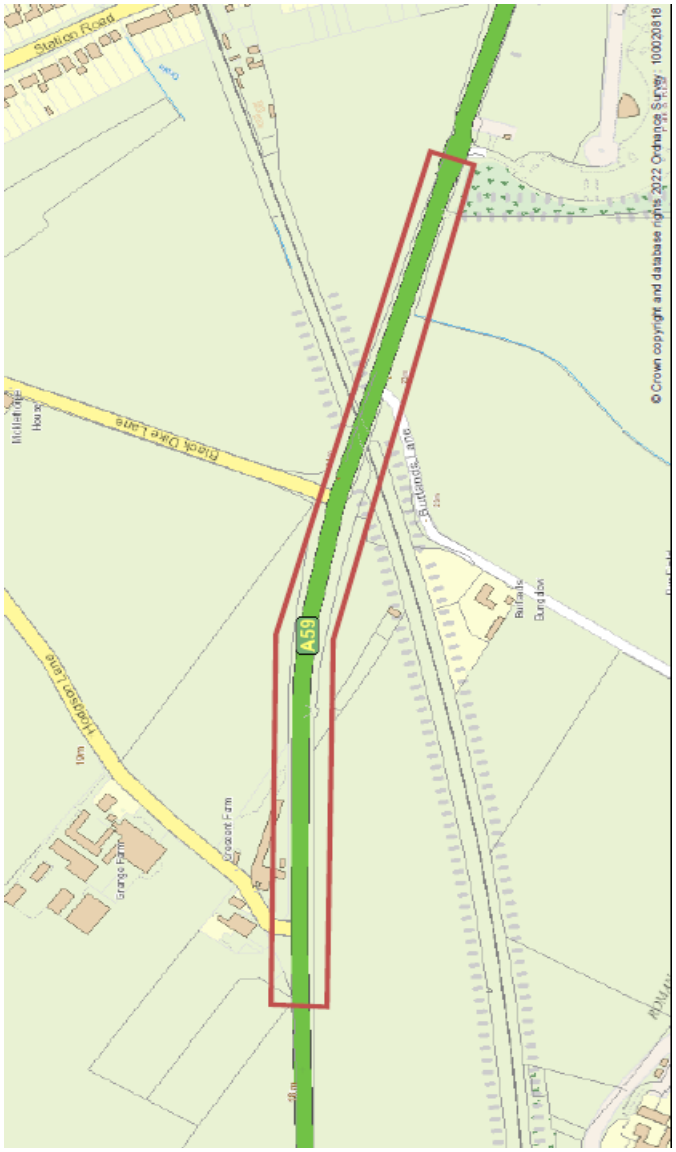
Background information: An urban 30mph road with residential properties and leisure mix where mean traffic speeds are currently proximate to 20mph and it is reasonably anticipated compliance is achievable.



Officer recommendation: Implement a 20mph speed limit between Lowther Street and Whitecross Road. **Approximate cost: £800**

Location: A59 Upper Poppleton	**85th %ile speed**: No data. **Accidents:** Seven since 01/01/2019, no speed factors.

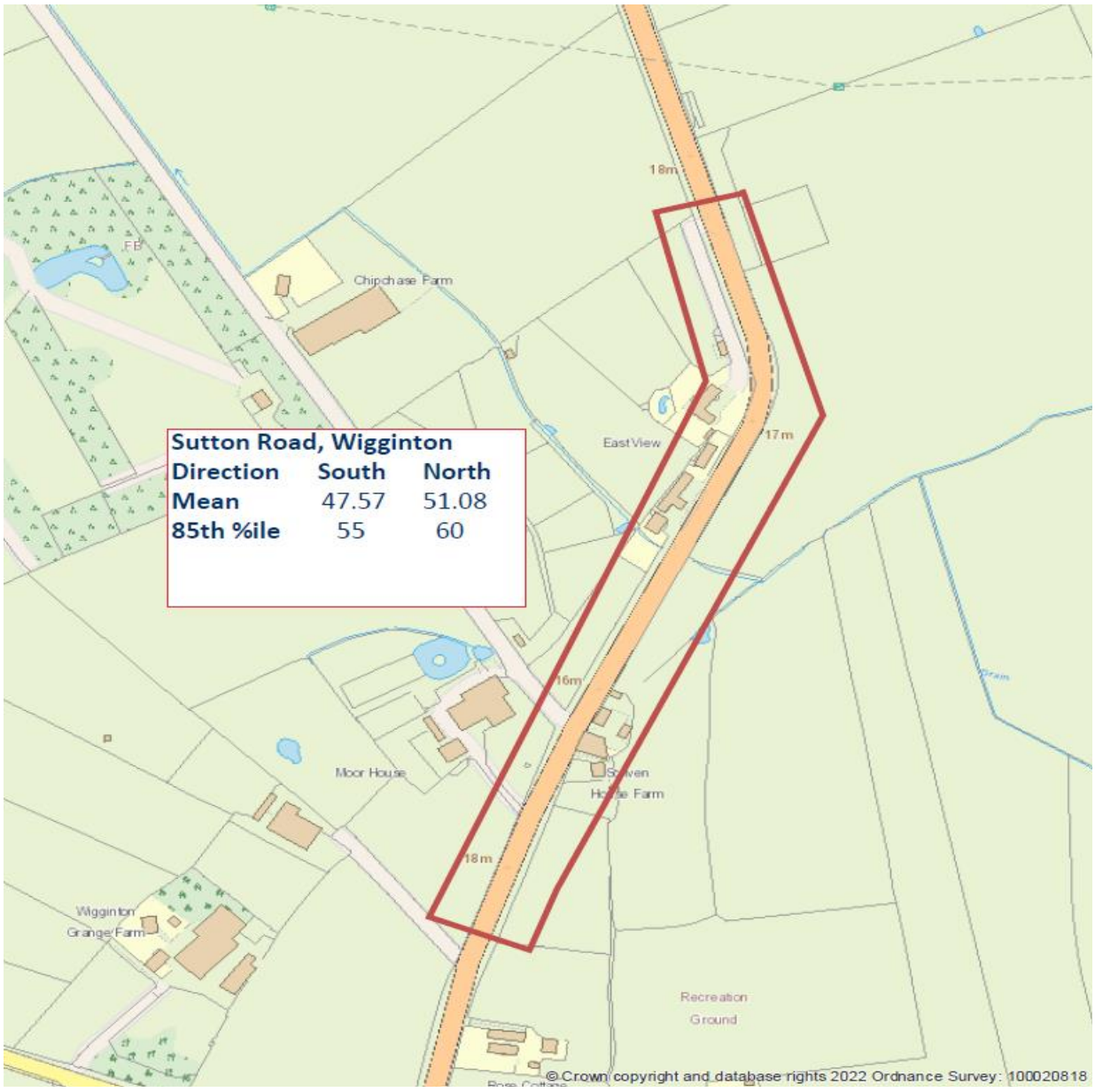
Background information: This is part of the primary road network into York, from the A1 motorway and Harrogate. The existing speed limit is 60mph reducing to 40mph inbound as the Park & Ride site is reached. The request is for the 40mph to be extended further westwards owing to the three junctions and nature of traffic in the area. A horse with rider warning sign has also to be re-instated.



Officer recommendation: Implement a 40mph speed limit from the current limit transition point to a point west of Hodgson Lane. **Approximate cost: £3500**

Location: Sutton Road, Wigginton	**85th %ile speed**: As below. **Accidents:** Three since 01/01/2017, no speed factors.

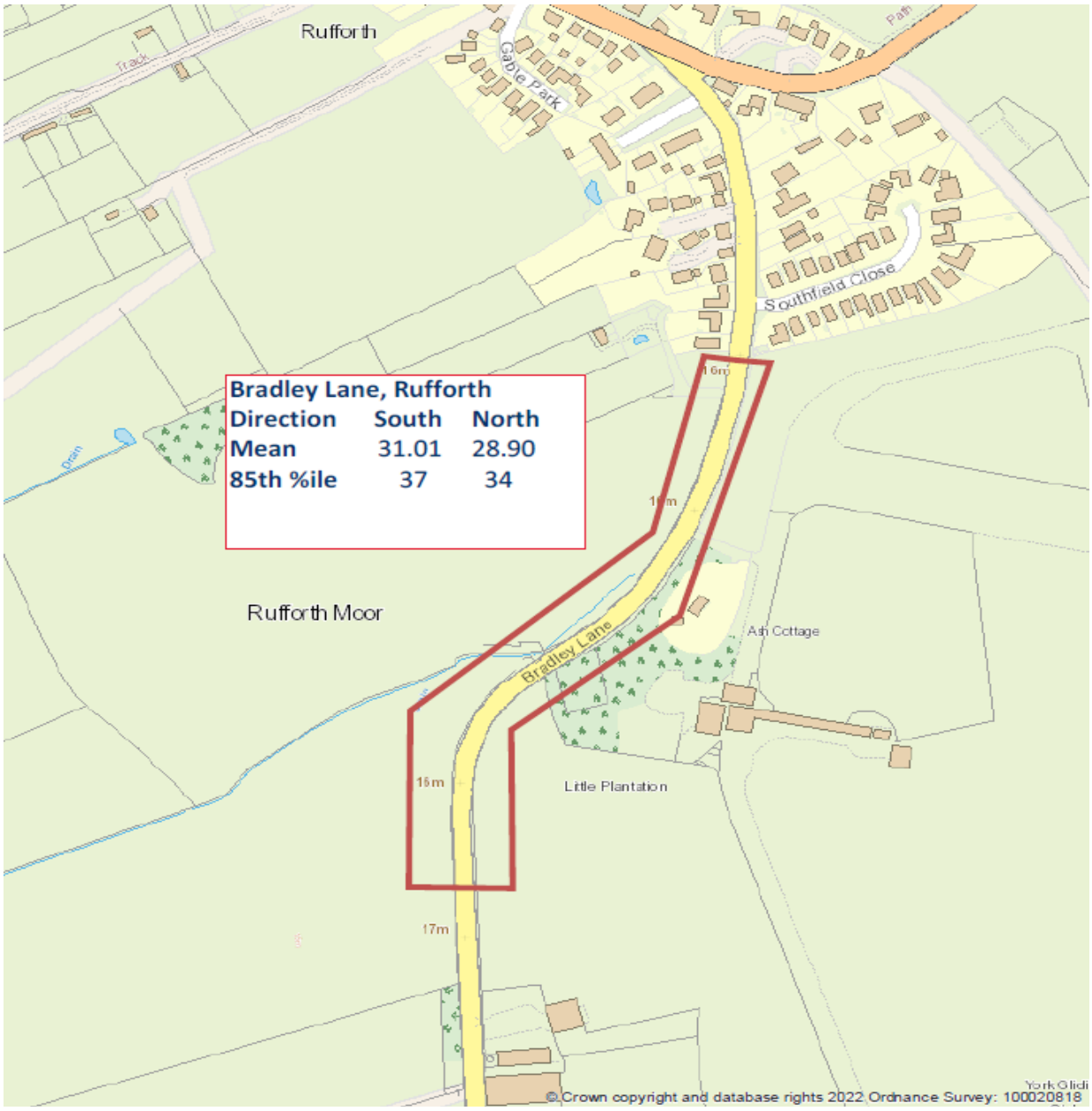
Background information: A rural 60mph road where there is a business and residences, along with an acute bend. The request is for the 40mph to be extended further away from Wigginton in order that more drivers will be travelling at that speed when they reach the acute bend, business and residences.



Officer recommendation: Implement a 40mph speed limit from the existing transition point to a point north of the acute left-hand bend. **Approximate cost: £3500**

Location: Bradley Lane, Rufforth	**85th %ile speed**: As below. **Accidents:** One since 01/01/2019, a fatality owing to weather. No speed factor.

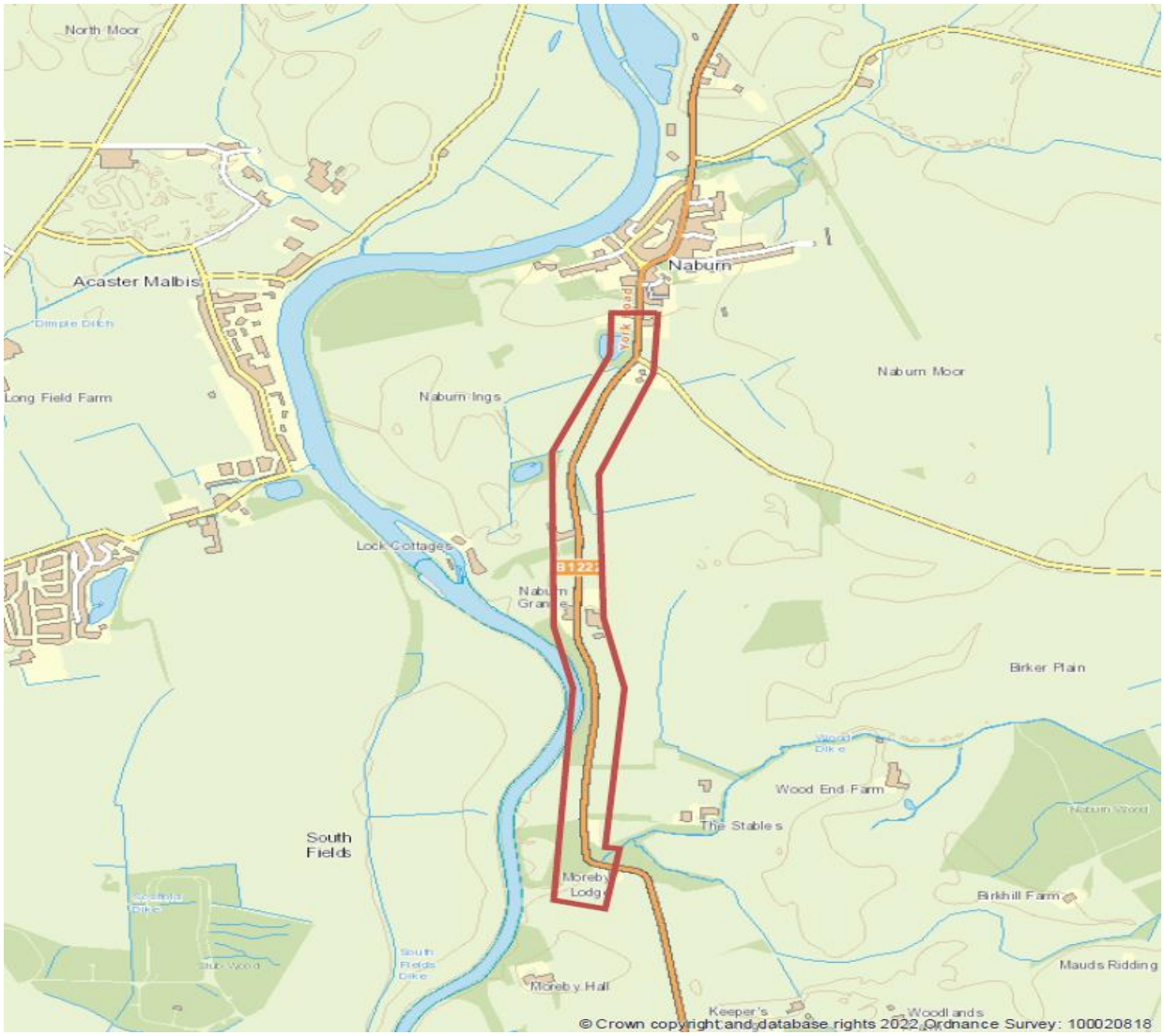
Background information: A rural unclassified road to the southern side of Rufforth. The request is for a 40mph buffer 'zone' between the existing 30mph/60mph transition point and a point south of the double bend owing to recorded vehicle speeds (CSW) and fatal accident in this area.



Officer recommendation: Take no further action. **Approximate cost:** £0.00

Location: B1222 Naburn Church to Moreby Lodge	**85th %ile speed**: No data. **Accidents:** One since 01/01/2017, no speed factor.

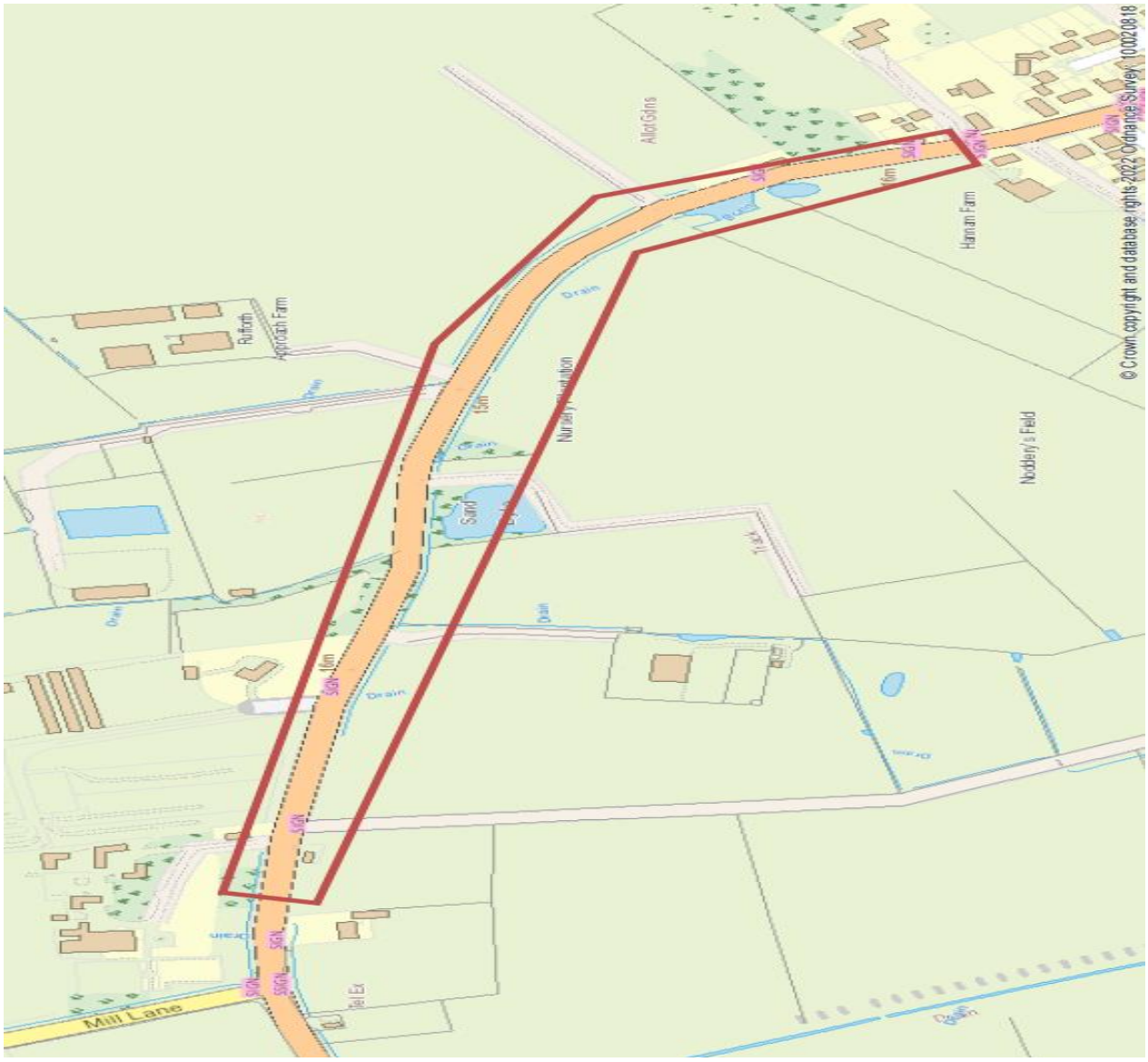
Background information: A rural 60mph road where there are two businesses and one farm, along with an acute bend. The request originates from Naburn Grange Riding Centre for a 40mph limit over the 1.1 miles between the Church and the lodge. Owing to the nature of the road and it's environs it is not considered compliance would be achieved. The essence of the request relates to the attitude of some drivers towards riders and horses legitimately using the road. There has been only one formally recorded injury accident in the last 6 years, a fact disputed by the requesting party.



Officer recommendation: Take no action but consider introduction of additional warning signs. **Approximate cost £600**

Location: B1224 Rufforth – North-Western approach	**85th %ile speed**: No data. **Accidents:** Four since 01/01/2019, two with speed factors. Several other accidents recorded by local resident believed to be damage only.

Background information: A rural 60mph road where there are two businesses and one residence, along a series of bends. The request is to introduce a 40mph buffer 'zone' between the existing 30mph limit and Rufforth Park near to Mill Lane, owing to the number of accidents in this area. It is not considered that compliance would be achieved or a reduction in accidents owing to the nature of the road and its environs.



Officer recommendation: Take no action. **Approximate cost £0.00**

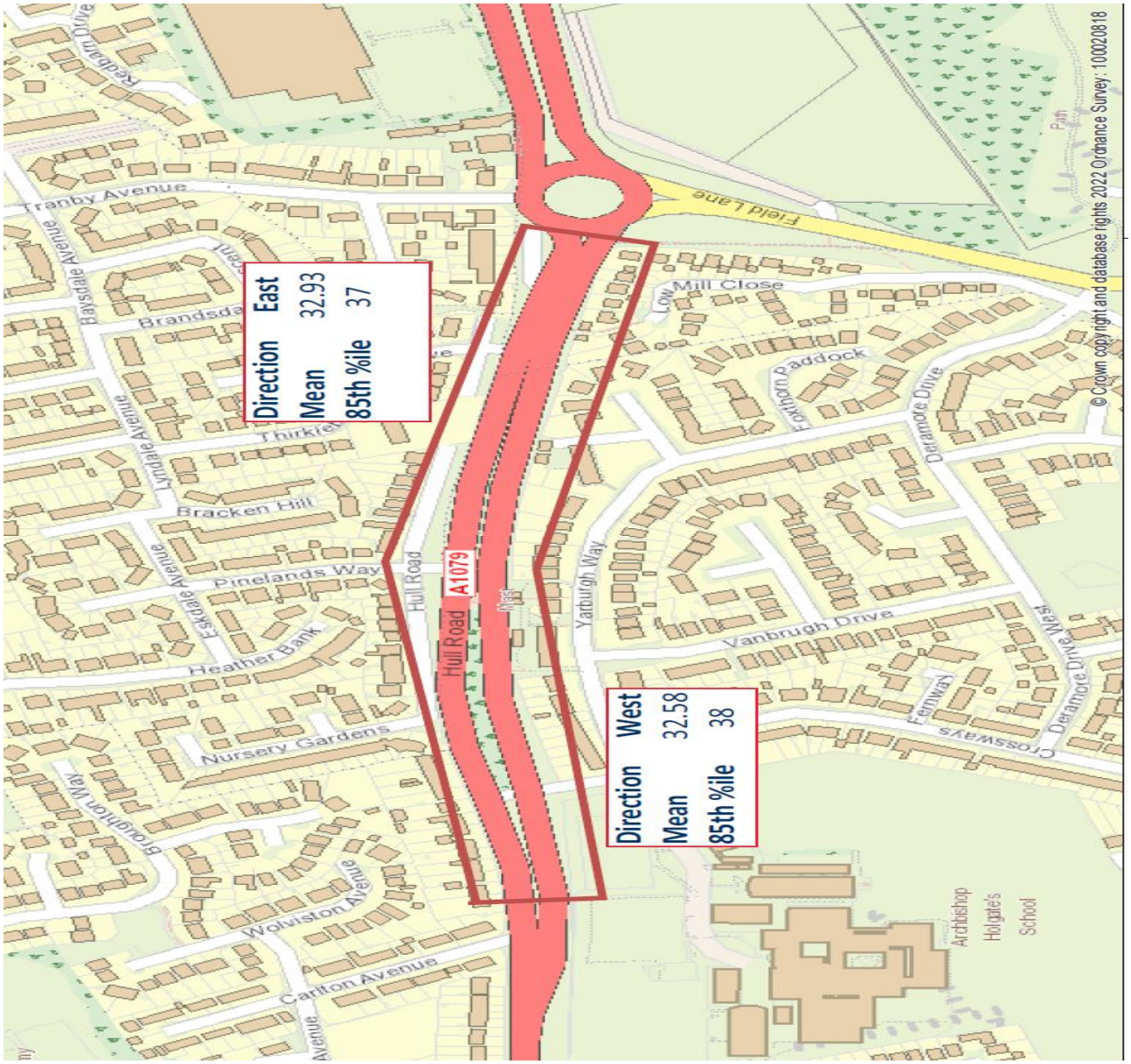
Location: Burdyke Avenue	**85th %ile speed**: As below. **Accidents:** None since 01/01/2017

Background information: An urban residential 30mph road which has had no injury accidents recorded in the last six years. It is not believed the request to reduce the speed limit to 20mph would be met with majority compliance owing to the roads open nature and the current compliance levels.

Officer recommendation: Take no action. **Approximate cost £0.00**

Location: Hull Road, Black Bull to Tranby Avenue	**85th %ile speeds**: As below. **Accidents:** Eleven since 01/01/2017, no speed factors

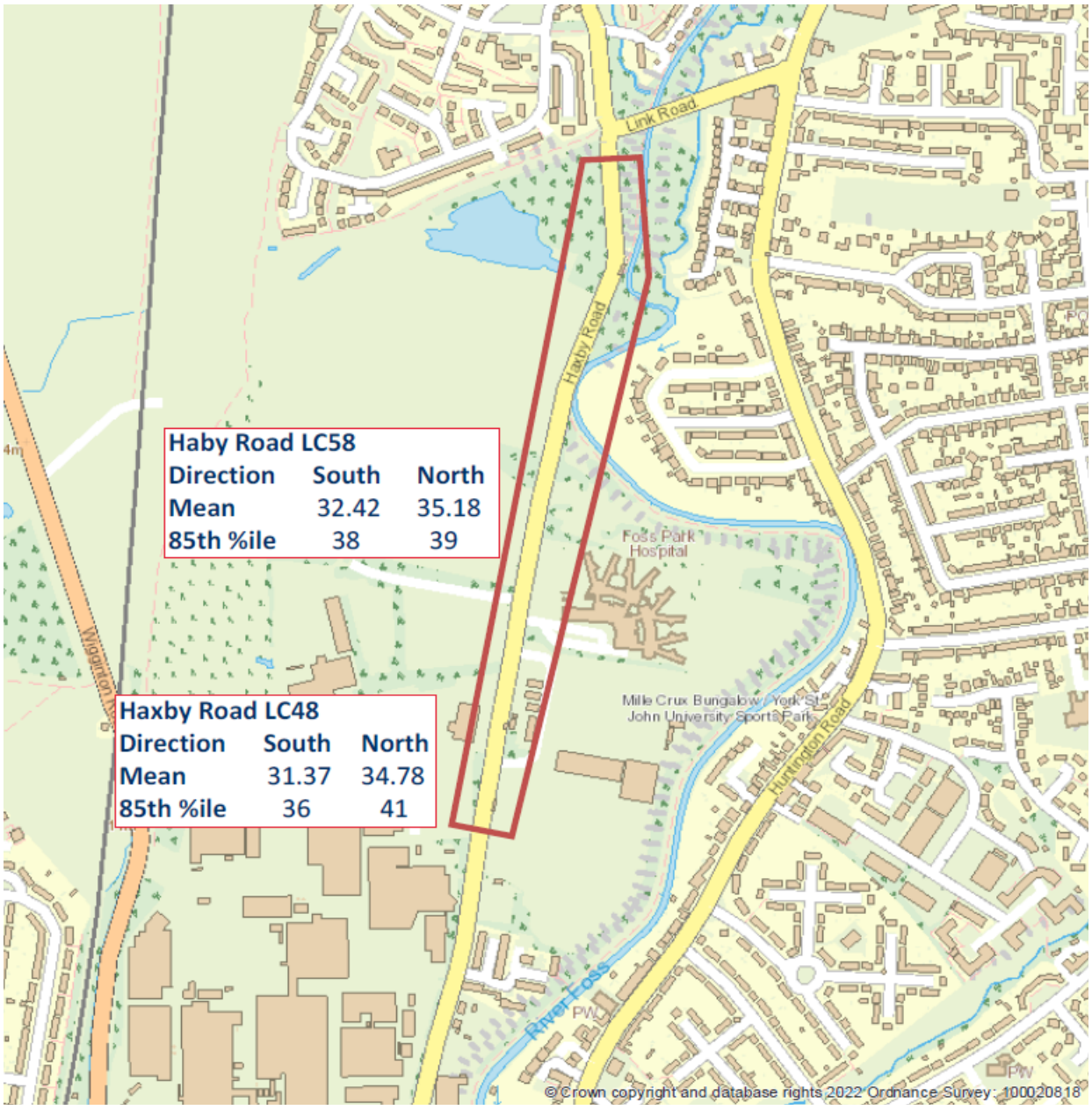
Background information: An urban 40mph dual carriageway road on which there have been 11 injury accident in the last 6 years none of which have speed as a causational factor. The request to reduce the speed limit to 30mph would likely not result in significant compliance. This request was submitted with a request to remove the bus lane on the west bound carriageway to aid traffic flow. This is request is outside of scope for this report and therefore will be considered separately.



Officer recommendation: Take no action. **Approximate cost £0.00**

Location: Haxby Road, Foss Park Hospital	**85th %ile speeds**: As below. **Accidents:** Two since 01/01/2017, no speed factors.

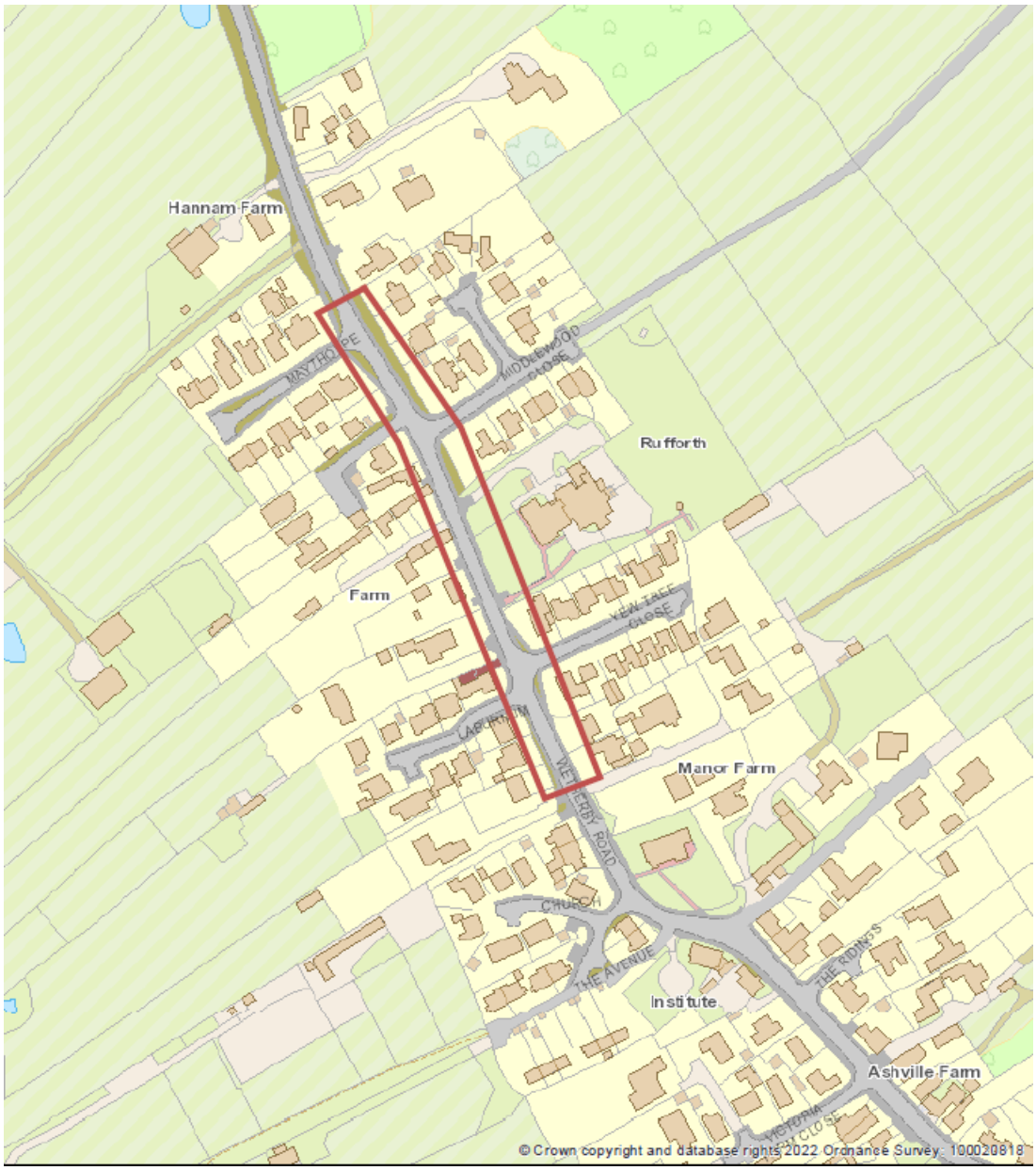
Background information: An urban non-residential 40mph road which has had two injury accidents recorded in the last six years none of which were speed related. It is not believed the request to reduce the speed limit to 30mph would be met with majority compliance owing to the roads open nature and the current compliance levels.



Officer recommendation: Take no action. **Approximate cost £0.00**

Location: Wetherby Road Rufforth (Primary School)	**85th%ile speeds**: No data from CYC. Community Speed Watch (CSW) data available (but no mean or %ile speeds). **Accidents:** None since 01/01/2017.

Background information: A village residential 30mph road in the vicinity of the Primary School that is not included in the Safer Routes to School programme. It is suggested a 20mph limit is appropriate in the interests of the safety of the children and parents/staff, although some further engineering measures are felt likely to be required.



Officer recommendation: Recommend 20mph. **Approximate cost £1000**

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Decision Session – Executive Member for Transport **13 December 2022**

Report of the Corporate Director of Place
Portfolio of the Executive Member for Transport

Active Travel Programme – Project Progress

Summary

1. ***St Georges Field Crossing*** - This scheme proposes the installation of a single-stage crossing across the inner ring road section of Tower Street, adjacent to the St Georges Field car park, in order to link cyclist and pedestrian access from the riverside path to the north side of the Inner Ring Road. A solution has been generated that offers this outcome, and the scheme requires Executive Member approval to proceed to the Detailed Design workstage and subsequent construction. This project was proposed in conjunction with, and its success is partly dependent on, the Castle Gateway project.

2. ***Skeldergate Cycle Improvements*** - This scheme proposes the installation of cycle bypasses at the build-outs on Skeldergate, in order to enable cyclists to approach and pass through them without fear of conflict with other road users. A solution has been generated that achieves this outcome, and the scheme requires Executive Member approval to proceed to the Detailed Design workstage and subsequent construction.

Recommendations

3. The Executive is asked to:

   1) Approve Option 1 – Approve the proposed St Georges Field Crossing scheme and scheme delivery arrangements described within this report and presented in Annex A of this document.

      Reason: This option achieves the scheme objectives and is affordable within assigned budgets. Timing of the installation will be co-ordinated

with the Castle Gateway development. Traffic is predicted to not be significantly impacted, and the single-stage element of the crossing makes transition from pedestrian crossing to 'Toucan' crossing achievable.

2) Approve Option 2 – Approve the proposed Skeldergate scheme and scheme delivery arrangements described within this report and presented in Annex E of this document.

   Reason: This option achieves the core aim of the scheme, which is to "*improve safety, amenity and accessibility for cyclists on the route along Skeldergate, and to reduce and/or remove conflict at build-outs*".

Background

4. The Active Travel Programme aims to improve the amenity and safety of active travel forms such as walking and cycling, promoting the adoption of healthier, more environmentally friendly travel.

5. St George's Field Car Park and the riverside path cycle route that links to it are situated south of Tower Street, and the York Castle Museum on the north. Currently, cyclists and pedestrians have no safe and direct way of crossing Tower Street from the car park. Plans are currently in place to develop the Castle Mills area around the museum, and to develop St George's Field Car Park as part of the Castle Gateway project, rendering the need for a crossing more significant.

6. There is concern that conflict between cyclists and other road users at the build-outs on Skeldergate is making cyclist journeys along the route unsafe. Some vehicles have been known to refuse to give way to oncoming cyclists, forcing the cyclist to pass through alongside the vehicle in the remaining insufficient road space or wait in the road. This scheme was launched in response to the previously described occurrences.

7. Feasibility work has been completed for both of the above schemes, and the next step is to move onto Detailed Design and construction for each. For St Georges Field Crossing, further design and construction is planned to be delivered internally. For Skeldergate, further design is planned to be delivered externally through an existing CYC framework, and construction delivered internally.

Consultation

St Georges Field Crossing

8. An electronic consultation has been carried out with local ward councillors for Guildhall and Fishergate and external stakeholders. Targeted external stakeholders included residents and businesses on and in the immediate vicinity of the crossing site, transport groups, equalities groups and industry bodies. Refer to Annex B for a summary of the consultation responses received.

9. The site for the crossing was identified as being located on top of William 1's Dam of the Kings Fish pool. However, construction of this scheme is unlikely to disturb these archaeological remains.

10. External groups expressed a strong preference for using far side pedestrian signals, as they judge them to be more readily visible and feel safer to use.

11. The type of pedestrian signals used will be determined at the detailed design stage. This determination will be made based on consideration of guidance, standards and legislation, as well as a thorough consideration of consultation feedback. Safety will be the priority consideration during the detailed design stage and the scheme will be subject to a formal independent Road Safety Audit prior to construction.

12. The majority of respondents to the survey travelled along Tower Street for leisure (68%) and either walked or cycled (75%). However, this figure does not accurately represent actual traffic flow ratios along Tower Street, and so responses may not be representative of all road users.

13. When rating current conditions on Tower Street, most people judged conditions for pedestrians to be Poor (46%) or Very Poor (37%), and conditions for cyclists to be Very Poor (54%). This indicates that, for Tower Street to be experienced as cyclist friendly and support active travel aims, changes need to be made to make conditions safer and more appealing for pedestrians and cyclists, supporting this scheme's mandate.

14. Most survey respondents Agreed or Strongly Agreed (77%) that they would benefit from the installation of this scheme. Amongst those who responded that they wouldn't personally use the crossing, the majority (53%) Agreed or Strongly Agreed that they would support the scheme

anyway. This indicates that this scheme would benefit from wide public support, and contribute to the programme's aim of promoting active travel.

15. Further comments from survey respondents highlighted the dangers of current conditions, where pedestrians often cross through moving traffic, and that the implementation of a crossing would be much appreciated.

Skeldergate

16. An electronic consultation has been carried out with local ward councillors for Micklegate and external stakeholders. Targeted external stakeholders included residents and businesses on and in the immediate vicinity of Skeldergate, transport groups, equalities groups and industry bodies. Refer to Annex F for a summary of the consultation responses received.

17. The majority of respondents to the public consultation (77%) travelled through Skeldergate for leisure, and only 23% were residents. The majority (79%) of respondents usually travelled through Skeldergate by bicycle. However, this figure does not reflect measured traffic flow ratios along Skeldergate, and so responses may not be representative of all road users.

18. When asked to rate existing conditions on Skeldergate for cyclists, the majority (53%) of respondents rated them as Poor or Very Poor, with only a total of 13% rating them as Good or Very Good. 48% disagreed that cyclists were safe on Skeldergate. This indicates that, for Skeldergate to be experienced as cyclist friendly and support active travel aims, changes need to be made to make conditions safer for cyclists, supporting this scheme's mandate.

19. 46% of respondents agreed that there was conflict between vehicles and cyclists at the build-outs. This indicates that presumptions behind the scheme's initiation, regarding existing conflict at the build-outs, are supported by users.

20. 79% of respondents Agreed or Strongly Agreed that they would benefit from the installation of cycle bypasses at the Skeldergate build-outs, with 7% responding neutral and 15% Disagreeing or Strongly Disagreeing. This indicates that the majority of cyclists (as the majority of respondents were cyclists) would support the scheme, and that active travel would be promoted through its installation.

21. Respondents expressed concerns that if the kerb segregations are not sufficiently visible, they may cause hazards during the dark hours for larger vehicles, such as buses, and pedestrians. Therefore, in Detailed Design the visibility of kerb segregations will be examined.

22. Respondents expressed that the bypasses must be maintained to keep them safe from debris, and that they must be given winter treatment. The design must be such that road sweepers and gritters should be able to service the bypass. Therefore, further research is to be carried out regarding accessibility for road sweepers and gritters and incorporated into the detailed design stage.

Options

23. The following options are available:

24. Option 1 - Approve the proposed St Georges Field scheme option presented in Annex A of this document and detailed in this report, stipulating progression through the Detailed Design workstage and subsequent construction.

25. Option 2 - Approve the proposed Skeldergate scheme option presented in Annex E of this document, stipulating progression through the Detailed Design workstage and subsequent construction.

26. Option 3 - Reject St Georges Field Crossing proposal and stipulate closure of the scheme.

27. Option 4 – Reject Skeldergate proposal and stipulate closure of the scheme.

Analysis

St Georges Field Crossing

Description of Changes (see Annex A for visual representation)

28. The installation of a signalised single-stage pedestrian crossing over Tower Street, adjacent to the St Georges Field Car Park. Once work to complete the Castle Gateway plans in the surrounding areas has been completed, it will be converted into a Toucan crossing, which will add crossing provision for cyclists.

Reasoning

29. Currently no cycle facilities join into the proposed location of the St George's Field / Tower Street signalised crossing. The current highway layout does not allow for mounted cyclist access from the riverside path to the crossing safely and within current best practice. Changes to this area to link the riverside path to the proposed crossing are currently part of a separate 'Castle Gateway' scheme. There are plans within the Castle Gateway project to make that area cyclist accessible. Therefore it is recommended that this crossing be installed initially as a pedestrian only crossing, and upgraded to a pedestrian and cyclist 'Toucan' crossing when the Castle Gateway scheme is delivered.

30. Implementation of a toucan crossing, independent of Castle Gateway plans, would not be a feasible option, as installing cyclist access into the crossing without linkage to cycle paths may result in confusion for users.

31. The existence of a pedestrian crossing in that location would benefit users given the current lack of crossing facilities available in this area. It is a planning constraint of the Castle Mills development to provide a pedestrian crossing in this general location. Therefore, it must be in place before the Castle Mills development and new pedestrian bridge are complete.

32. There is concern that if the crossing is in place it will hinder site access for construction and maintenance vehicles. Therefore, the timing of installation must coordinate with Castle Gateway plans in order to minimise abortive work.

Impact on vehicular traffic

33. Traffic capacity along Tower Street is not expected to be significantly impacted by the installation of the crossing. Additional delays and queueing will occur, but not so much that capacity will be exceeded (see Annex D, Design F).

34. The junction coming out of St Georges Field car park will not be affected, and will be retained as left in / left out only.

Impact on pedestrians

35. Pedestrians will have a safe, signalised crossing point over Tower Street, the benefit of which will be enhanced once Castle Gateway has been completed and the area is more attractive to pedestrians.

36. Pedestrians may have longer wait times at the crossing in comparison to others, to ensure traffic capacity is not jeopardised. However, for the majority of the day pedestrian delay will be minimised.

Impact on cyclists

37. Once the crossing has been transitioned into a Toucan crossing, and the Castle Gateway works completed, cyclists will benefit from a safe, signalised crossing point over Tower Street, linking access from the riverside path to the north side of the Inner Ring Road.

Cost Estimates

Preliminary design *(already incurred)*	£3,600
CYC internal costs *(already incurred)*	£5000
Further design and development	£10,500
Construction	£105,000
Risk margin	£21,000
Total	**£145,100**

Other options not presented for consideration

38. A number of alternative concept designs were considered as part of the feasibility works for this project. These included:

39. Changing the entrance alignment to St Georges Field car park, to allow space to widen the pavement to a safe width for shared pedestrian and cyclist use. This design was deemed not feasible due to the fact that it would cause coaches using the car park entrance to overhang the exit lane.

40. The installation of an additional crossing over the St Georges Field car park entrance, so as to allow the swept path of coaches to be accommodated. This design was deemed not feasible, as modelling showed it would lead to significant delays on the Inner Ring Road and

capacity issues (see Annex D, Design C). There was also concern about road safety, due to forward visibility exiting the car park.

41. Purchase of third party land, to allow for realignment of the St Georges Field car park entrance to accommodate a widened footway and allow coaches to turn safely out of the car park. The purchase of third party land is outside of the scope of this scheme, but may be an option that could be pursued under the wider Castle Gateway plans. However, it would likely carry a high cost due to the additional civil engineer works and likely utility diversions.

42. Purchase of third party land, to allow for the widening of the footway for shared pedestrian and cyclist use. The purchase of third party land is outside of the scope of this scheme, but may be an option that could be pursued under the wider Castle Gateway plans.

43. Installing a staggered crossing, rather than a single-stage crossing. This would result in longer delays for pedestrians and cyclists using the crossing, as they would have to wait at the central island. To accommodate the island, the eastbound carriageway from the Tower Street / Skeldergate Bridge would have to be reduced to 1 lane. For these reasons, the design was deemed not feasible.

Skeldergate Cycle Improvements

Description of Changes (see Annex E for visual representation)

44. Introduction of vehicular give way road markings at buildouts with associated signing.

45. Introduction of 1057 cycle markings along Skeldergate, as shown in Annex E.

46. 1.5m cycle bypass of give way movement at build-outs.

Reasoning

47. Cyclists travelling in one direction are removed from the pinch point at the build-outs, and potential conflict between traffic and cyclists travelling in opposing directions towards the build-out is removed.

48. The reduction of the remaining carriageway width to 3m encourages cyclists travelling with and in the same direction as traffic to take the primary position in the lane, mitigating near pass issues.

49. The introduction of markings and signing to formalise the priority arrangement should draw attention to the requirement to allow opposing traffic and cyclists to clear the build-out before advancing.

Disadvantages

50. Protection is only provided for one direction of cyclists due to width constraints along Skeldergate.

51. Existing width does not allow for a standard cycle lead in lane to the bypass arrangement.

52. High cost due to the removal and reinstallation of kerbs.

Risks

53. Potential utility impact at northern most build-out (subject to statutory undertakers enquiries)

Impact on vehicular traffic

54. Formalised signing means traffic approaching build-outs will have clearer direction on when they should give-way, reducing conflict between vehicles.

55. The cycle bypasses will enable vehicles to pass through build-outs without having to give way to cyclists in one direction, potentially reducing travel time along Skeldergate.

56. The existing speed humps will be retained, so that traffic speed will remain consistent with existing speeds.

57. A reduction of the carriageway width to 3m will result in a reduced perception of available space, making it clearer to vehicles when they can and cannot pass cyclists.

Impact on Pedestrians

58. Pedestrians will still be able to use the build-outs as crossing points, as before.

Impact on Cyclists

59. The installation of cycle bypasses will mean that cyclists need not rely on vehicles giving way at the build-outs in order to pass them safely.

60. Near pass issues will be mitigated by the reduction of the remaining carriageway width to 3m, due to cyclists adopting the primary position.

61. Using the principles of the Cycle Level of Service, this option is considered to score a Green rating on LTN 1/20, in comparison to a Red score for existing conditions at the Skeldergate build-outs.

Cost Estimates

Preliminary design *(already incurred)*	£10,952
CYC internal costs *(already incurred)*	£859
Further design and development	£10,653
Construction	£76,089
Risk margin	£21,685
Total	**£120,279**

Other options not presented for consideration

62. A number of alternative concept designs were considered as part of the feasibility works for this project. These included:

63. Introducing vehicular give-way markings and signage at build-outs, plus cycle markings along Skeldergate. This option presented no alteration to the road layout, meaning that cyclists may be subjected to the same issues as currently present if signing and markings are not adhered to by motor vehicles. This option is therefore deemed insufficient in meeting the scheme objective of reducing/removing the potential for conflict.

64. Introducing signage and markings, plus increasing the carriageway width by reducing the extent of the build-out. This increased road width may encourage vehicles to squeeze past cyclists, and though the increased

width would make this safer than under current conditions, it does not meet the scheme objective of reducing conflict.

65. Removal of build-outs, plus cycle markings and Vehicle Activated Speed Signs. Removing the build-out will reduce the effect of traffic calming measures already in place, and may result in an increase of recorded speed. This option would also make crossing the road more difficult for pedestrians, as they currently use the build-outs for a shorter crossing distance. It is viewed that these threats to the safety of pedestrians outweigh the benefits to cyclists of not having to pass through the build-outs.

Council Plan

66. Proposed changes will encourage active travel and protect the safety of pedestrians and cyclists. Therefore carrying out these works contributes to the 'Getting around sustainably' key outcome of the Council Plan.

Implications

67. **Financial**

The capital budget allocation for the St Georges Field Crossing scheme is £148k and for the Skeldergate Cycle Improvements scheme is £150k. Both options proposed within the report can be met within these budget allocations.

68. **Human Resources (HR)**

There are no HR implications

69. **Equalities**

The Council needs to take into account the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

An Equalities Impact Assessment (an "EIA") has been carried out for both St George's Field Crossing (see Annex C) and Skeldergate Cycle Improvements at (see Annex G).

1. St George's Field Crossing EIA (see Annex C)

In summary, the result of the EIA is that the proposal has a neutral low impact for all identified groups in the EIA.

The recommendation of the EIA is there be no major changes to the proposal, with some additional actions and comment, as set out at 7, 8 and elsewhere at Annex C.

2. Skeldergate Cycle Improvements at (see Annex G).

In summary, the result of the EIA is that the proposal has:

a) A negative medium impact in relation to Age and Disability; and
b) A neutral low impact identified for all other groups in the EIA.

The recommendation of the EIA is there be no major change to the proposal, with some additional actions and comment, as set out at 7, 8 and elsewhere at Annex G.

70. **Legal**

Design and Construction Works

All CYC procurements and related contracts are subject to the Public Contracts Regulations 2015 ("PCRs") and the Council's Contract Procedure Rules ("CPRs"). This includes the related design and works subject of this report.

It is understood:

a) the detailed design is proposed to be delivered by in-house Council teams and externally via a pre-procured CYC Framework Agreement; and

b) construction works are to be delivered by in-house Council teams.

The proposed in-house elements would not require a CPR or PCR competition.

Any Call Offs from pre-procured CYC Frameworks will be subject to the CPRs, PCRs and terms of the Framework itself. Guidance from Procurement and Legal should be sought.

In the event of there ultimately being external design or construction requirements outside of in-house arrangements and existing CYC Frameworks CPR and PCR compliant procurement competition and routes will be required for those elements. In that scenario guidance from Procurement and Legal should be sought.

71. **Crime and Disorder**

There are no Crime and Disorder implications.

72. **Information Technology (IT)**

There are no IT implications.

73. Property

There are no property implications.

74. Other

Disruption during construction – Constructing this scheme inevitably means a certain level of work on the adopted highway, with an associated level of delay and disruption to pedestrians and vehicular traffic. Such works will be scheduled and planned to minimise this disruption, and sufficient information and notice will be given to affected parties.

75. Risk Management

Project Risks are recorded in the Project Risk Register and are handled by the Project Team and monitored by the Transport Board.

All risks are managed in line with the Corporate Risk Management Strategy.

Contact Details

Author: **Chief Officer Responsible for the report:**

Bethan Old
Project Manager
Active Travel Programme

James Gilchrist
Director of Transport, Environment and Planning

Report Approved √ **Date** 24/11/22

Specialist Implications Officer(s) List information for all

Financial:
Patrick Looker
Finance Manager

Legal:
Ryan Bell
Senior Lawyer – Contracts & Commercial

Wards Affected: Guildhall, Fishergate, Micklegate

For further information please contact the author of the report

Background Papers:

Executive Member for Transport Decision Session 14/2/22 (https://democracy.york.gov.uk/ieListDocuments.aspx?CId=738&MId=12734&Ver=4)

Annexes

Annex A – SGF Preliminary Design
Annex B – SGF Public Consultation Summary
Annex C – SGF Equalities Impact Assessment
Annex D – SGF Designer's Report
Annex E – Skel Preliminary Design
Annex F – Skel Public Consultation Summary
Annex G - Skel Equalities Impact Assessment
Annex H - Skel Designer's Report

List of Abbreviations Used in this Report

CYC – City of York Council

ATP – Active Travel Programme
SGF – St Georges Field Crossing
Skel – Skeldergate Cycle Improvements

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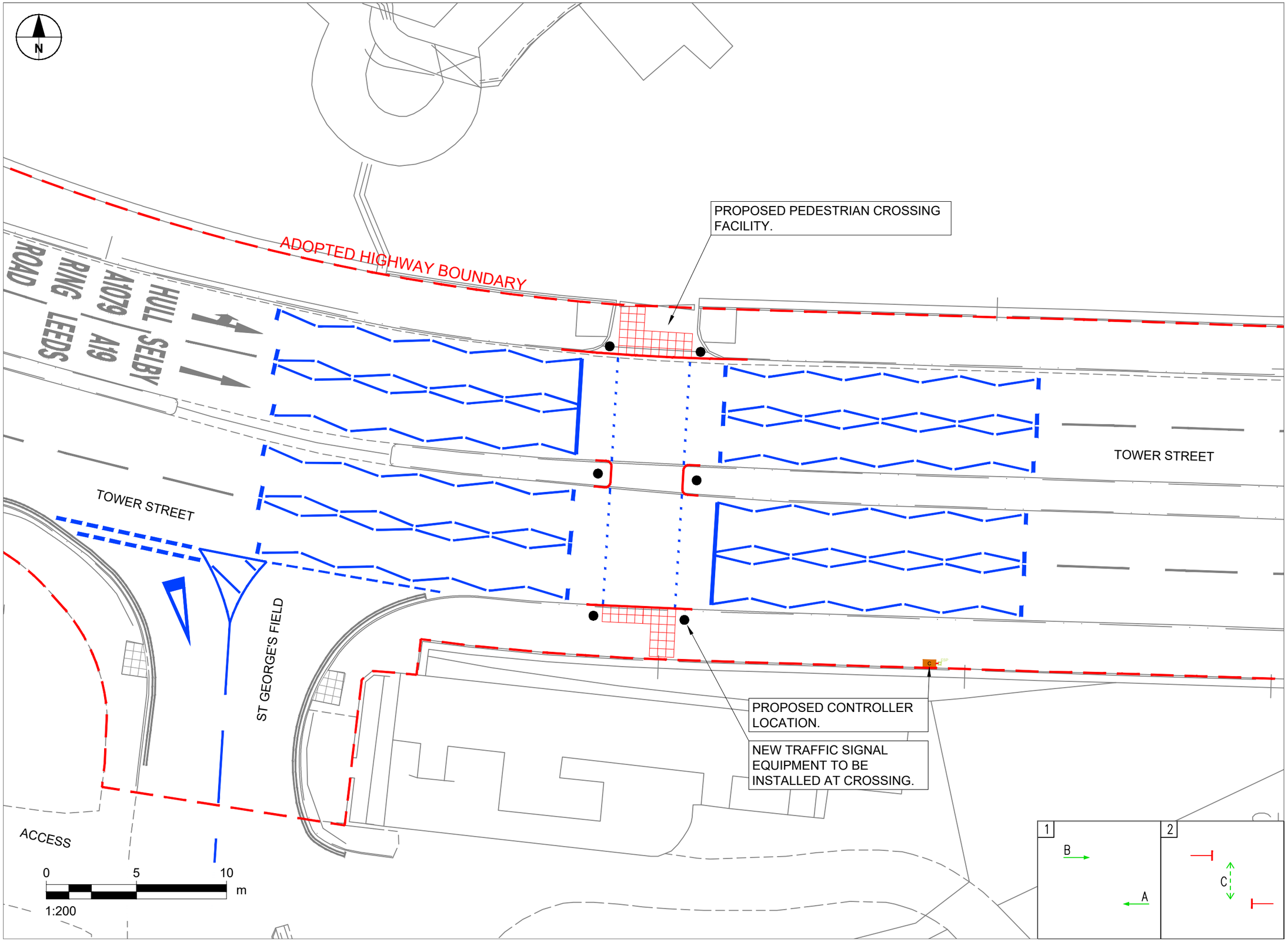
NOTES

1. DO NOT SCALE FROM THIS DRAWING.



KEY

- PROPOSED WHITE MARKINGS
- EXISTING WHITE MARKINGS
- PROPOSED YELLOW MARKINGS
- PROPOSED RED TACTILES
- PROPOSED BUFF TACTILES
- PROPOSED SHARED USE TACTILES
- EXISTING TACTILES
- PROPOSED NEW KERBLINE
- PROPOSED CONTROLLER
- PROPOSED TRAFFIC SIGNAL POLE
- ADOPTED HIGHWAY BOUNDARY

ISSUE/REVISION

I/R	DATE	DESCRIPTION
P01	11/01/2022	FIRST ISSUE

SHEET TITLE

YK2458
TOWER STREET / ST GEORGE'S FIELD
GENERAL ARRANGEMENT
OPTION 0

DRAWING NUMBER

CYC_TST-YK2458-P-000

ISO A3 297mm x 420mm
DESIGN: SK CHECKED: MB
Last saved by: SIM.KITCHEN (2022-02-07) Last Plotted: 2022-02-07
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Public Consultation Summary
St Georges Field Crossing

A preliminary internal consultation was distributed to officers working across multiple CYC services and local ward councillors representing the Guildhall and Fishergate wards, from the 30th September to the 7th October 2022. Stakeholders were contacted via email and provided with details of the proposed changes along with annotated preliminary design drawings.

A public survey was opened from the 14th October to the 14th November 2022. Stakeholders were invited to complete an online survey to gather their views on the existing state of Tower Street and proposed changes. Residents were contacted via post, formal bodies were contacted via email, and social media posts invited the general public to contribute. The questions asked, and the responses given, are summarised in this document. Please note that some questions and answers have been deleted to preserve anonymity.

Summary of Consultation Replies

CYC Design, Conservation and Sustainabile Development Manager

"Thank you. Looks good. We support the aims of the project & encourage the use of high quality materials. I'm hoping it doesn't involve more barriers. It looks like it utilises the drop kerb location of a set of double gates leading to the rear of the museum. I suggest checking with the museum who uses these gates and for what purpose to check impacts."

CYC City Walls Manager

"[...]it appears that the precise location of the proposed crossing is also a site of archaeological significance. This link: MYO2426 - Dam of the Kings Fishpool - York Historic Environment Record provides further details about the site of archaeological interest, and the map below shows the area in question. In short, it is the site of the Dam of the Kings Fishpool constructed by William the Conqueror in 1067….so pretty important. With regards to this, I would suggest you ensure that comments from CYC Archaeologist, Claire MacRae are obtained prior to agreeing the final designs. In York, there is a pretty unique extant legal requirement dating back to the 1960s (pre town planning/ highway acts) for archaeological investigation to be undertaken ahead of, or during works, and given the site is clearly of archaeological importance this is a constraint you ought to consider before progressing further. I note from the email trail that Claire MacRae has already been consulted so you may already have addressed this, but I just wanted highlight it in case it has been overlooked. Excavating William the Conqueror's fish pool without the appropriate consents/investigations is something I think we would all want to avoid."

CYC City Archaeologist

"The fishpool deposits are at depth and won't be impacted upon by your proposals. The northern footpath area was only created in the mid-late 19th century once the land had been reclaimed from the river. The southern footpath and carriageway is likely sitting on top of an early street and river crossing (depth uncertain).
It would be useful to have an archaeological watching brief on:
-any works anticipated to be greater than 1m in depth
-any works on the on the southern footpath deeper than the bedding sands/construction of the modern road/pavement"

Public Consultation Summary
St Georges Field Crossing

Walk York

"Members have consistently asked for additional controlled crossings to be provided across the inner ring road – which can be a real barrier to people on foot.
Your proposal is therefore supported. Especially as you propose a single-phase crossing (although a central reservation does provide reassurance to slower pedestrians who fear that they may be 'caught short'). As you will be aware, WalkYork and other groups strongly prefer the use of farside pedestrian lights. They are far more readily visible and feel safer to use."

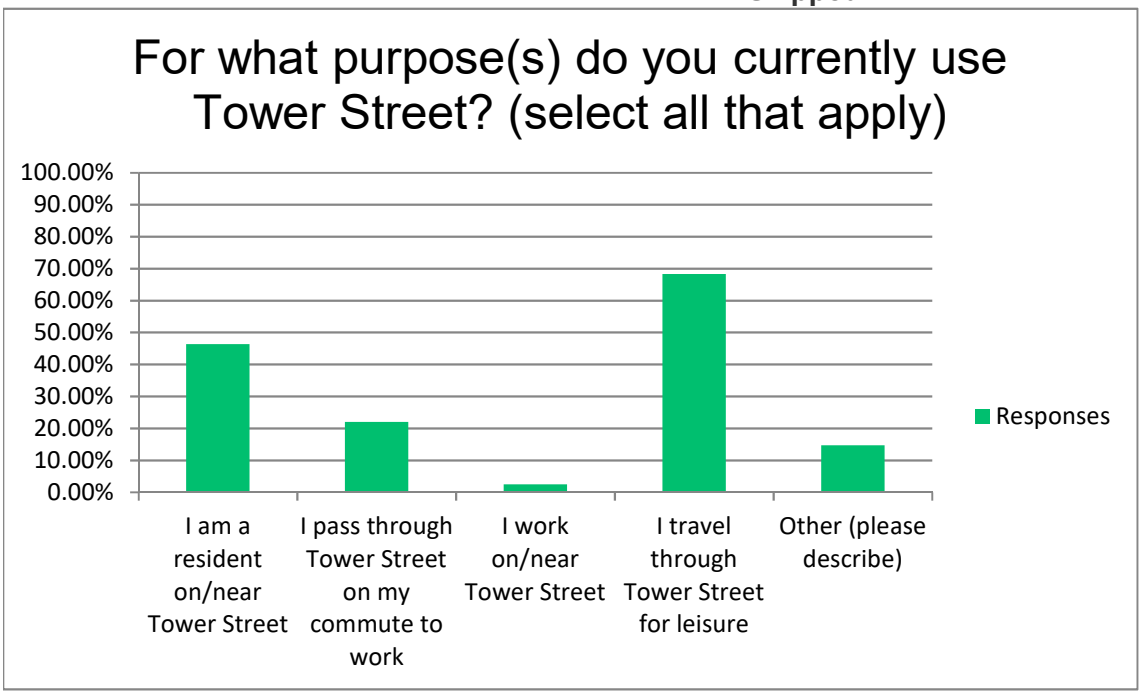
York Civic Trust

"This section of Tower St and, more generally, the junction of Tower St with Skeldergate Bridge, impose the greatest severance of any point on the Inner Ring Road. Pedestrians wishing to cross at this point in safety are faced with a diversion of some 10 minutes to the end of Fishergate and back, which is wholly unacceptable given the Council's hierarchy, which places pedestrians first. We are therefore strongly in favour of this scheme, and also welcome its potential benefits for cyclists."

St George's Field Crossing

For what purpose(s) do you currently use Tower Street? (select all that apply)

Answer Choices	Responses	
I am a resident on/near Tower Street	46.34%	19
I pass through Tower Street on my commute to work	21.95%	9
I work on/near Tower Street	2.44%	1
I travel through Tower Street for leisure	68.29%	28
Other (please describe)	14.63%	6
	Answered	**41**
	Skipped	**6**

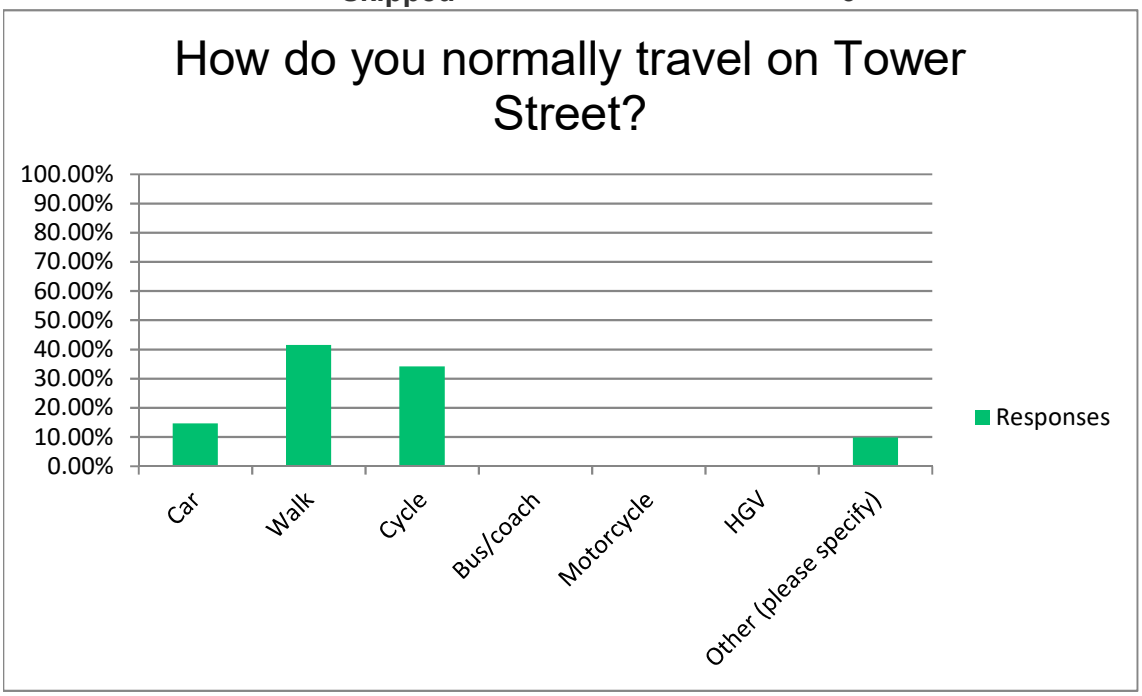


Other (please describe)
It is my only route to central York
Sigh. Essential travel for reasons that are neither work or leisure,e.g. joining protests shopping
I represent York Civic Trust
representing the Castle Museum
I do a number of different journeys over Castle Mills bridge

St George's Field Crossing

How do you normally travel on Tower Street?

Answer Choices	Responses	
Car	14.63%	6
Walk	41.46%	17
Cycle	34.15%	14
Bus/coach	0.00%	0
Motorcycle	0.00%	0
HGV	0.00%	0
Other (please specify)	9.76%	4
	Answered	**41**
	Skipped	**6**

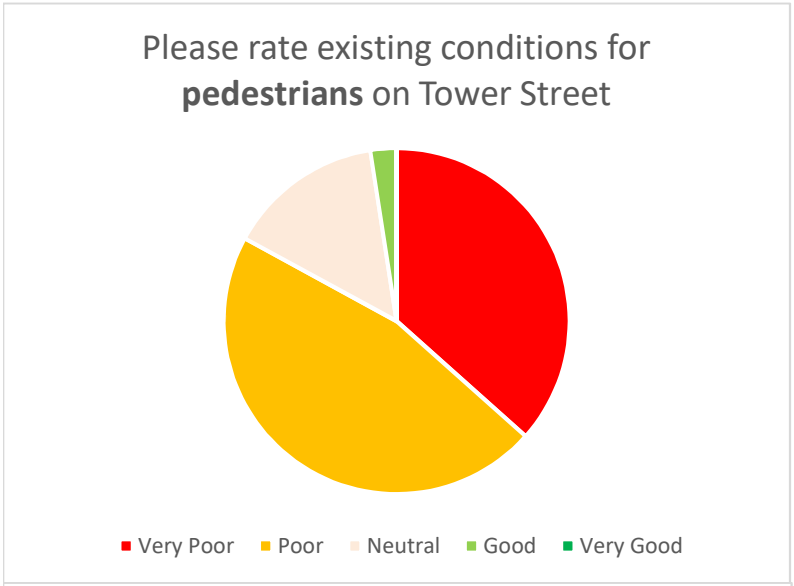


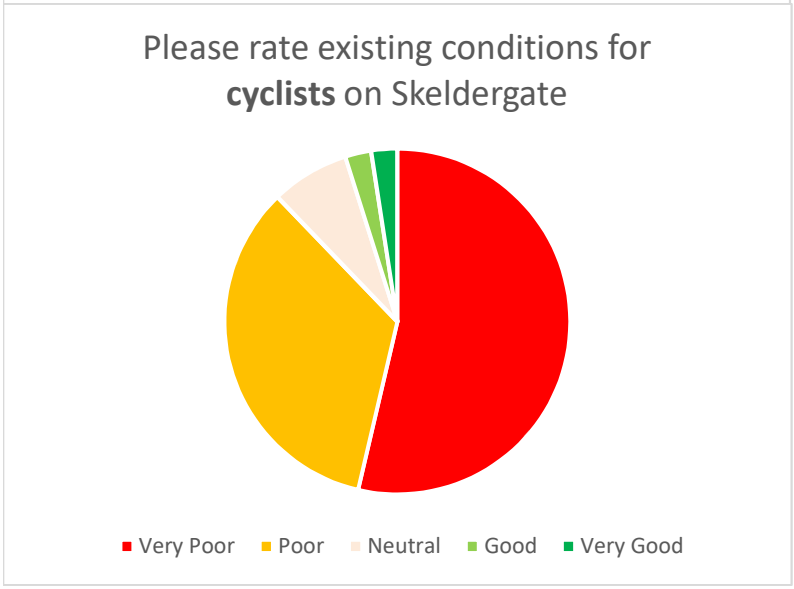
Other (please specify)
Car sometimes. Walk sometimes
our visitors are likely to use most of the above
Walk and cycle
Walk and bus

St George's Field Crossing

The aim of this scheme is to improve safety, amenity and accessibility of the city centre for cyclists and pedestrians. Please rate the existing conditions on Tower Street for pedestrians and cyclists:

	Very poor		Poor		Neutral		Good		Very good		Total	Weighted Average
Pedestrians	36.59%	15	46.34%	19	14.63%	6	2.44%	1	0.00%	0	41	1.83
Cyclists	53.66%	22	34.15%	14	7.32%	3	2.44%	1	2.44%	1	41	1.66
										Answered		**41**
										Skipped		**6**





St George's Field Crossing

The installation of a crossing over the Inner Ring Road may result in minor delays to traffic, but will offer pedestrians a safer point of crossing. In the longer term the crossing will link up with a new cycle route through St George's Field and across the Foss (behind the Castle Museum) to Piccadilly and provide improved cycle access to the city centre.With this in mind, please select your response to each statement below:

I would support the installation of a crossing, but may not use it

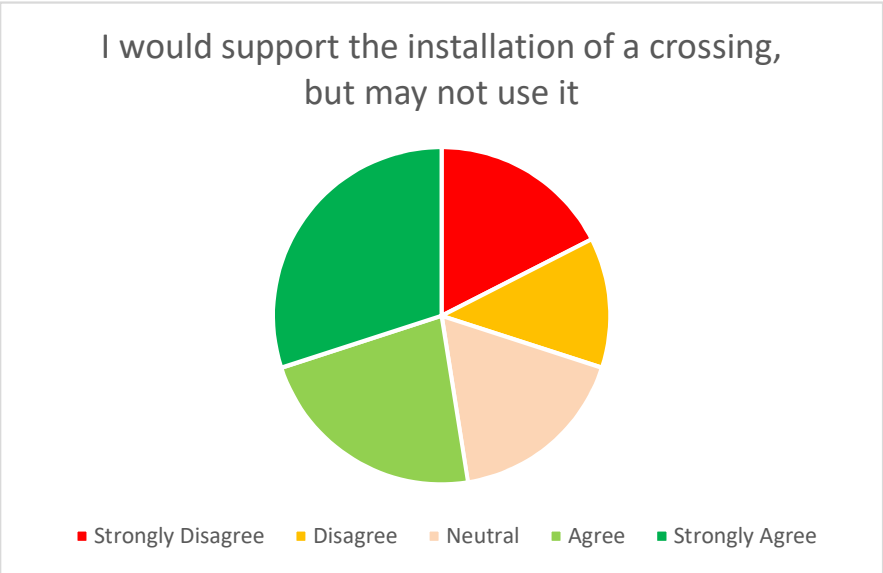
Strongly disagree		Disagree		Neutral		Agree		Strongly agree		Total	Weighted Average
17.50%	7	12.50%	5	17.50%	7	22.50%	9	30.00%	12	40	3.35

I would benefit from the installation of a crossing over Tower Street

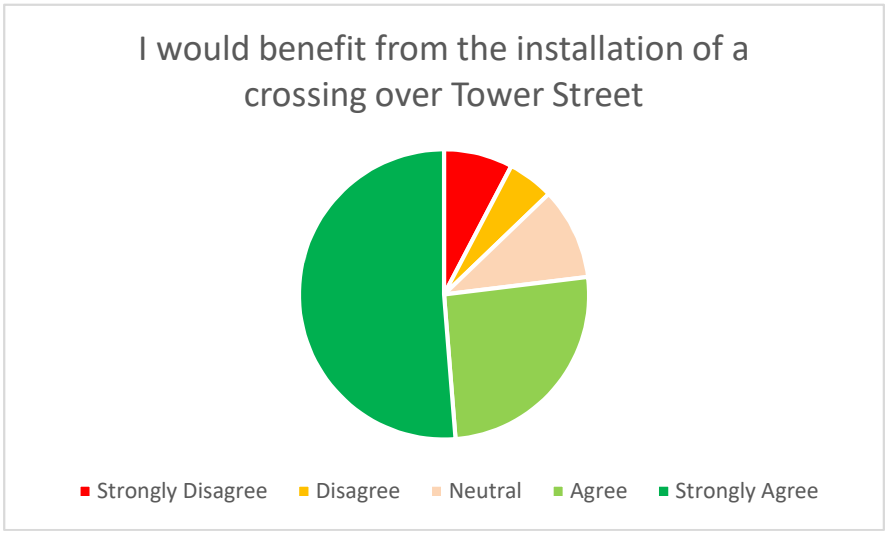
Strongly disagree		Disagree		Neutral		Agree		Strongly agree		Total	Weighted Average
7.69%	3	5.13%	2	10.26%	4	25.64%	10	51.28%	20	39	4.08

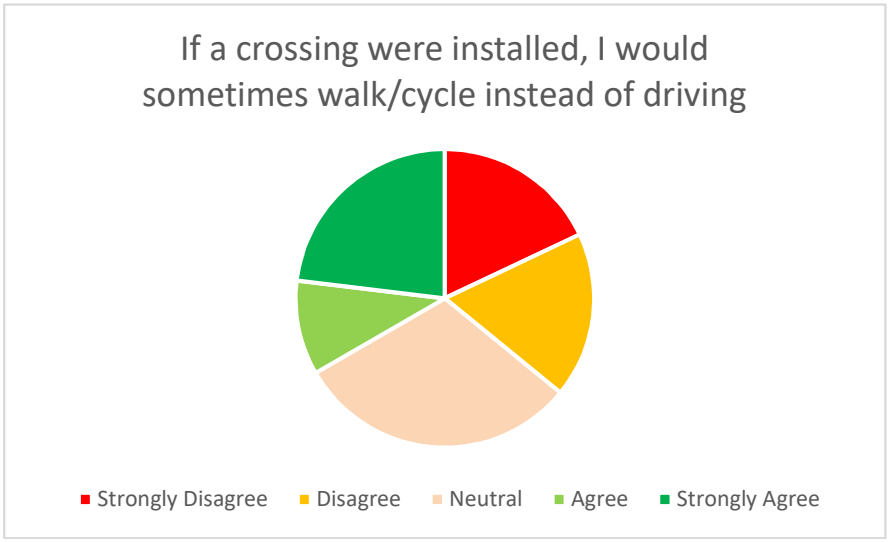
If a crossing were installed, I would sometimes walk/cycle instead of driving

Strongly disagree		Disagree		Neutral		Agree		Strongly agree		Total	Weighted Average
17.95%	7	17.95%	7	30.77%	12	10.26%	4	23.08%	9	39	3.03



Answered	**41**
Skipped	**6**


I would benefit from the installation of a crossing over Tower Street
Strongly Disagree
Disagree
Neutral
Agree
Strongly Agree


If a crossing were installed, I would sometimes walk/cycle instead of driving
Strongly Disagree
Disagree
Neutral
Agree
Strongly Agree

St George's Field Crossing

Is there anything else you would like to tell us?

Answered: 27

Skipped: 20

Responses
The questions above are awkwardly phrased.
I already walk or cycle but would feel safer
I can't drive. I was hit by a car while cycling 4 months ago, trying to get to town. This city needs safer routes for people who can't use cars.
As the proposed active travel routes (through St. George's field, Piccadilly) are so poor this is utterly pointless. Officers seem to prioritising the change most likely to cause conflict and controversy with the minimum benefit presumably to give themselves an excuse to shelve yet another active travel scheme
None of my usual routes involve crossing Tower Street as I am usually travelling from and to Skeldwegate Bridge. Improvements for cyclists should be made much sooner than the completion of the Castle Gateway project. The Fishergate Gyratory also needs urgent attention as this is unsafe and unpleasant for cyclists, pedestrians and residents. Why does York have a more than two lanes designated for cars on so much of the inner ring road, and no physically separate cycle routes? The small section on navigation road is brilliant, but this is tiny. Why can't we have more of this?
The conditions here are much worse than very poor. I regularly see pedestrians looking stranded / puzzled and at risk of being seriously injured. In my view it would be good to ALSO have 2 crossings along the main desire lines at the roundabout junction (1) from the south of the inner ring road (on the bend at the roundabout) to the north side of the roundabout leading toward the Castle Museum; and (2) from the East side of Skeldergate Bridge to the West side of Skeldergare Bridge leading toward Coney street along the south pavement of Tower Street.
I understand the logic for the location of this crossing but we really need a crossing at the bottom of Piccadilly which is a busy pedestrian route - we see people walking down Piccadilly from town and then trying to cross Tower Street opposite the Masons Arms.
These questions seem quite leading. A lot will depend on how the crossing links to other parts of an integrated cycle route network around the city.
Installation badly needed to provide safe route from Piccadilly/ George St area to river and Rowntree Park
More information is needed on the design of the crossing.
if parking has moved from Castle Car Park to St Georges Field then this will be a critical access point for visitors to the Castle Museum. The Museum attracts daytrip and over night visitors. It is likely to be the former for whom this is more important
Welcome in principle. I walk from Blue Bridge along the river and over the (dangerous) pedestrian crossing by the Tower to Castlegate. Will the new crossing offer a route through the Museum grounds to Castlegate that might be slightly quicker and more pleasant.
Whilst spending all this money please consider planting some new grass / turf alongside the riverside adjacent to St George's Field Car Park. Thousands of people sit here every summer sitting on a dusty riverside scratching their heads at the incompetence of CYC.

It also needs to link with westbound cycle movements to and from Skeldergate bridge

A crossing where proposed would greatly improve safety for pedestrians

This is a horrible place to cross with four lanes of polluting, noisy traffic. A signalled crossing will not make it a more pleasant place to cross, only a bridge over the highway (or subway underneath) would do that.
If the proposed car park goes ahead it would be much better to direct pedestrians under Skeldergate bridge and cross next to Clifford's tower.

Please install the cycle crossing now.

It may still not reduce number pedestrians and cyclists crossing road near The Masons Arms Pub which is also dangerous. Also this location of the crossing may be too close to blink bend just before when you drive from Fishergate.
Traffic maybe delayed but if this crossing would have activation button restrictions will be limited.

I said neutral to option 3 above but I don't drive so it's n/a really.

The 1st part of question 5 is incorrectly worded as a 2-part statement, meaningless and cannot be used in your analysis.

Please combine this proposal with improved pedestrian priority at the crossing (outside 28 fishergate) this is an appalling crossing to use, it is slow to respond to pedestrians resulting in people crossing against the lights and abandons people in the center island. It is universally loathed by people I know in the area.

How about east-west crossing of the northern arm of Tower Street adjacent to the not-about/war memorial? At the moment the only option is to walk all the way up to the crossing by Tower Castle (street) and back down the other side which is way off the desire line for anyone following the inner ring road (e.g over Skeldergate Bridge heading towards the Barbican).

This is an excellent scheme that I fully support. I travel along the inner ring road by bus and car, and would probably be personally slightly negatively impacted by it. The safety and accessibility benefits to pedestrians, cyclists, and the disabled are massive.

The first and third questions above are badly conceived and are going to give you unclear results. I have ended up ticking that I strongly agree with 'I would support the installation of a crossing, but may not use it', but you have no way of knowing whether I agree with supporting the installation and/or agree that I may not use it (in my case I would almost certainly use a crossing, so I initially ticked strongly disagree, until I realised that these are the only questions you are asking about the entire scheme and you would get the wrong impression unless I ticked strongly agree). Same with the third question, I have ended up ticking 'neutral' simply because I don't drive but I don't want to make it look like I'm still going to drive a car despite there being a pedestrian crossing. I'm surprised you didn't think through this more carefully. On the general concept, a pedestrian/cycle crossing is very badly needed here. I regularly see people risking their lives by dashing across the street in front of traffic because there's nowhere nearby to cross. Also there really isn't enough space for cyclists on this road.

It would decrease a lot of very dangerous crossings I see children, parents, adults, and elderly people make daily.
On a side note: the link to get to this survey was not good or easy to follow, it's better to put in a QR code as well and insert a bit.ly link that is shorter and easier to type out

I don't drive so I can't say anything for how it would affect the driving but I think it would slow down the speed at which people drive down the road I live on which would be nice, would be easier to cross to get home and would be an accessibility aid as a disabled person trying to get into and out of town

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place
Service Area:	Active Travel Programme
Name of the proposal :	St Georges Field Crossing
Lead officer:	Bethan Old
Date assessment completed:	23/11/22

Names of those who contributed to the assessment :

Name	Job title	Organisation	Area of expertise
Bethan Old	Project Manager	CYC	Project Management

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?**
	To improve safety, amenity and accessibility of the city centre for cyclists, pedestrians and wheelchair users on routes into York's core pedestrianised area.

1.2	**Are there any external considerations?**
	▪ Cycle Infrastructure Design LTN 1/20 ▪ Design Manual for Roads and Bridges (**DMRB**) ▪ Manual of Contract Documents for Highway Works (**MCHW**) ▪ Specification for Highway works (**SfHW**) ▪ Traffic Signs Regulations and General Directions 2016 (**TSRGD**) ▪ Manual for Streets ▪ Structural Eurocodes ▪ Building Regulations ▪ Traffic Signs Manual 2019 ▪ Inclusive Mobility: a guide to best practice on access to pedestrian and transport infrastructure ▪ Guidance on the use of Tactile Paving Surfaces ▪ CYC Arboriculture Policy 2017 & BS5837 Trees in relation to design, demolition and construction

1.3	**Who are the stakeholders and what are their interests?**
	CYC Internal – Maintaining the effectiveness of the authorities existing highways infrastructure, Preparing the network for changing future demand, Raising public awareness of upcoming changes, Utilisation of the network during construction periods. Transport Planning , Sustainable Transport Service, Road Safety, Network Management, Network Monitoring, Streetworks , Public Protection – Air Quality, Development Management, Communications, Highways, Major Transport Projects, Design, Conservation and Sustainable Development, Parks and Open Spaces, Waste Services, Finance, Councillors **External – User experience of Ostman Road** General Public Residents/businesses on and in the vicinity of Skeldergate Transport Operators - York Pullman Bus, First Bus, Transdev, East Yorkshire Buses, Connexions Buses, Arriva Buses, Glenn Coaches, Reliance Buses, Stephensons of Easingwold, The Ghost Bus Tours, York Pullman Bus, East Yorkshire Motor Services, Utopia Coaches Emergency Services - North Yorkshire Police, Yorkshire Ambulance Service, North Yorkshire Fire Service, York Hospital Transport Groups - York Civic Trust, Sustrans, WalkYork, York Environment Forum Transport Group, York Bike Belles, York Cycling Campaign Equalities Groups - Age UK York, Mysight York, Be Independent, Pocklington Trust, York Blind and Partially Sighted Society, Wilberforce Trust, York Disability Rights Forum, York People First

1.4	**What results/outcomes do we want to achieve and for whom?**
	Improved access to York Castle Museum and Cliffords Tower area from St Georges Field Car Park. Improved safety and amenity of cyclist and pedestrian routes across Tower Street. Proposed changes will encourage active travel and move priority towards cyclists over vehicles, and protects the safety of pedestrians. Therefore carrying out these works fulfils the 'Getting around sustainably' key outcome of the Council Plan.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?**
Source of data/supporting evidence	**Reason for using**
Preliminary Internal Consultation with the groups indicated at section 1.3 completed from the 30th September to the 7th October 2022. Stakeholders were contacted via email and provided with details of the proposed changes along with annotated preliminary design drawings.	To get a direct response to preliminary design options from a range of groups who may have existing technical knowledge of specific issues at the location.
Preliminary External Consultation with the groups indicated at section 1.3 completed	To gather the opinions of a variety of users of Tower Street, to identify trends and to give the public a chance to have their voices heard.

from the 14th October to the 14th November 2022. Stakeholders were invited to complete an online survey to gather their views on the existing state of Tower Street and proposed changes. Residents were contacted via post, formal bodies were contacted via email, and social media posts invited the general public to contribute.	

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	**Action to deal with this**
Stakeholder groups with technical knowledge that may identify design features that disadvantage certain protected characteristics noted in the Equality Act 2010.	Public Executive Member Decision Session to attract more attention to the scheme, and the maintaining of the Active Travel inbox throughout the project lifecycle so that anyone can have their say at any time.

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?

Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	No reference to this characteristic was made as part of our information gathering process. 24% of survey respondents were 65+, but did not identify any impacts related to their protected characteristic.	Neutral	Low
Disability	No reference to this characteristic was made as part of our information gathering process. 24% of survey respondents had a physical or mental illness that reduced their ability to carry out day-to-day activities, but did not identify any impacts related to their protected characteristic.	Neutral	Low
Gender	No reference to this characteristic was made as part of our information gathering process. 64% of survey respondents were male, and 32% were female, but did not identify any impacts related to their protected characteristic.	Neutral	Low
Gender Reassignment	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Marriage and civil partnership	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Pregnancy and maternity	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low

Race	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Religion and belief	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Sexual orientation	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Low income groups	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Veterans, Armed Forces Community	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Other	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Impact on human rights:			
List any human rights impacted.			

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
Maintain the activetravel@york.gov.uk email inbox so that anyone wishing to draw attention to risk factors or ways in which protected characteristics are disadvantaged can do so.	

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision.**
Option selected	**Conclusions/justification**
No major changes to the proposal	The project demonstrates that suitable consideration has been taken into account with regards to proposal designs and their impact on those users who share a protected characteristic and does not lead to unlawful discrimination. The project is part of a wider Active Travel Programme, which will continually monitor developments in available technology which could further enhance the user experience of pedestrians and cyclists. This will also be informed by continued interaction with stakeholders. Each project proposed for construction

	is subject to road safety assessment and where recommended, Road Safety Audit which will lead to further considerations as part of the design and installation process.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Additional Stakeholder Identification.	Appropriate groups/individuals representing protected characteristics to be identified and invited to contribute feedback on designs, should the scheme be progressed.	Bethan Old working in conjunction with the CYC Communications Team.	As appropriate for Detailed Design progression.

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward?
	Members of the general public are free to provide feedback through any of the authorities communication channels and where required and possible, officers will undertake further steps to improve user experience. Learning will be shared with other Active Travel Programme officers, and will be incorporated into this and future schemes.

Active Travel Programme – St George's Field Crossing

Summary
St George's Field Car Park and the riverside path cycle route that links to it are situated south of Tower Street, and the York Castle Museum on the north. Currently, cyclists and pedestrians have no safe and direct way of crossing Tower Street from the car park. It is planned to develop the Castle Mills area around the museum, and the St George's Field Car Park as part of the Castle Gateway project to create a cycle and walking route. This renders the need for a crossing over Tower Street more significant.

This report looks at options for providing a signal controlled crossing of the dual carriageway on Tower Street. The project looks to improve safety, amenity and accessibility for pedestrians and cyclists to the proposed City Centre route to riverside path route.

Options Review

Design A – Straight Across Toucan Crossing

Drawing CYC_TST-YK2458-P-001
This option introduces a straight across signal controlled Toucan crossing over Tower Street. This directly links the egress from the Castle Mill Development to the southern footway. The footway on the southern footway significantly narrows and without changes to the alignment would lead to unacceptable pedestrian and cyclist conflict. The alignment of the entrance to St George's Field is changed to accommodate a widened footway. The shared use section is still narrow and would not cope with high volumes of pedestrians and cyclists satisfactorily.

In changing the entrance alignment to St George's Field car park the designers have assessed the swept path of vehicles. Coaches would overhang the exit lane and due to this this option is seen as unfeasible.
See **Drawing CYC_TST-YK2458-P-001SPA**

Traffic modelling of the option has been undertaken and the results are shown in **Tables 1.1 and 1.2**. It is assumed that the proposed crossing and the Tower Street / Skeldergate Bridge signal-controlled junction would operate on the same cycle time to allow for co-ordination of each site and safe operation. This also allows for robust assessment over all options reviewed and a common base to assess the proposals.

The introduction of Design A would lead to increased delay to buses and general traffic on the inner ring road. However, the crossing is seen to operate within capacity, using the common cycle time with the junction, with only the Tower Street WB Lane 1 approach showing any point close to capacity – 86% degree of saturation during the PM peak. This is below practical reserve capacity of 90% and is seen as satisfactory.

Table 1.1 – Straight Across Crossing Modelling Results

AM PEAK	Base			Proposed		
	DoS	MMQ	Delay	DoS	MMQ	Delay
Skeldergate Bridge	89.8	21.6	33.5	89.8	21.6	33.5
Tower Street	89.0	15.5	50.5	89.0	15.5	45.7
Tower Steet Crossing EB (lane 1)	N/A			73.7	11.5	9.7
Tower Street Crossing EB (lane 2)	N/A			41.8	4.1	6.6
Tower Steet Crossing WB (lane 1)	N/A			74.4	15.0	12.7
Tower Street Crossing WB (lane 2)	N/A			41.3	5.4	7.2
Cycle Time (Sec)	84			84		
Delay (pcuHR)	19.79			27.07		
PRC (%)	0.2			0.2		
Average Route Delay per ped (s/Ped)	N/A			36.4		

Table 1.2 – Straight Across Crossing Modelling Results

PM PEAK	Base			Proposed		
	DoS	MMQ	Delay	DoS	MMQ	Delay
Skeldergate Bridge	78.8	17.2	25.8	78.8	17.2	25.8
Tower Street	79.3	13.8	40.5	79.3	13.8	36.4
Tower Steet Crossing EB (lane 1)	N/A			61.0	3.5	4.4
Tower Street Crossing EB (lane 2)	N/A			29.0	3.0	5.4
Tower Steet Crossing WB (lane 1)	N/A			86.0	24.6	17.7
Tower Street Crossing WB (lane 2)	N/A			37.0	4.9	6.3
Cycle Time (Sec)	96			96		
Delay (pcuHR)	13.74			21.33		
PRC (%)	13.5			4.7		
Average Route Delay per ped (s/Ped)	N/A			42.4		

Sharing a common cycle time with the junction does lead to some delay for users of the crossing. The average delay would be 36 seconds in the AM peak and 42 seconds in the PM peak. This is higher than desired but provides a significant benefit from the existing situation. Signal timings would be optimised on street to minimise the delay to pedestrians while balancing delay and queues to buses and motor vehicles.

Fundamentally this option is limited as it leads to conflict between large vehicles turning in and out of St George's Field car park. It also does not provide acceptable facilities for cyclists without the delivery of the Castle Mills and St George's Field ongoing connections. The route is currently some years off delivery. The footway is too narrow to acceptably share between cyclists and pedestrians even under relatively low flows.

In the future with the Castle Mills bridge and link to the north and a suitable solution to link the crossing with the riverside path through the St George's Field car park this becomes an indispensable route for cyclists. However, until these links are in place there is no acceptable provision for cyclists able to be provided.

A budgetary estimate of **£164,100** is required for this option.

Design A is rejected due to coach swept path and limited onwards cycle provision.

Design B – Staggered Toucan Crossing

This option introduces a staggered signal controlled Toucan crossing over Tower Street. The central island is 4, wide allowing space for cyclists to manoeuvre. However, cyclists and pedestrians would incur longer delays crossing the busy section of the inner ring road and would have to wait on the central island to cross as large volumes of traffic pass either side of them.

The eastbound carriageway from the Tower Street / Skeldergate Bridge is reduced to 1 lane. This would likely lead to increase traffic delay especially in the AM peak period for eastbound buses and general traffic.

The footway on the southern footway significantly narrows and without changes to the alignment would lead to unacceptable pedestrian and cyclist conflict. The alignment of the entrance to St George's Field is changed to accommodate a widened footway. The shared use section is still narrow and would not cope with high volumes of pedestrians and cyclists satisfactorily.

In changing the entrance alignment to St George's Field car park the designers have assessed the swept path of vehicles. Coaches would overhang the exit lane and due to this this option is seen as unfeasible.

Furthermore, without the suitable cycle route linkages this option does not provide sufficient facilities to safely accommodate cyclists. This is as per the issues raised with Design A.

The traffic modelling shows delays to pedestrians / cyclists crossing would be increased on average and pedestrians / cyclist would be required to wait within the central reservoir. This would provide a poor environment for active mode users which would not be in line with best practice.

The modelling also shows that in the AM peak the Eastbound approach, now reduced to a single lane, would incur significant addition delay to buses and general traffic and be at capacity.

Table 2.1 – Staggered Crossing Modelling Results – AM Peak

AM PEAK	Base			Proposed		
	DoS	MMQ	Delay	DoS	MMQ	Delay
Skeldergate Bridge	89.8	21.6	33.5	87.9	26.2	35.2
Tower Street	89.0	15.5	50.5	86.1	18.3	50.1
Tower Steet Crossing EB (lane 1)	N/A			94.1	22.7	21.1
Tower Steet Crossing WB (lane 1)	N/A			65.4	12.6	7.8
Tower Street Crossing WB (lane 2)	N/A			36.3	4.6	4.7
Cycle Time (Sec)	84			112		
Delay (pcuHR)	19.79			32.08		
PRC (%)	0.2			-4.5		
Average Route Delay per ped (s/Ped)	N/A			94.5		

Table 2.2 - Staggered Crossing Modelling Results – PM Peak

PM PEAK	Base			Proposed		
	DoS	MMQ	Delay	DoS	MMQ	Delay
Skeldergate Bridge	78.8	17.2	25.8	78.8	17.2	25.8
Tower Street	79.3	13.8	40.5	79.3	13.8	38.0
Tower Steet Crossing EB (lane 1)	N/A			61.0	3.5	7.1
Tower Steet Crossing WB (lane 1)	N/A			82.6	21.4	13.7
Tower Street Crossing WB (lane 2)	N/A			35.5	4.3	5.2
Cycle Time (Sec)	96			96		
Delay (pcuHR)	13.74			20.92		
PRC (%)	13.5			9.0		
Average Route Delay per ped (s/Ped)	N/A			78.2		

A budgetary estimate of **£197,600** is required for this option.

Design B – Rejected due to coach swept path, capacity constraints and negative impact of pedestrians / cycle crossing route.

Design C – Signal Control

This option signal controls the entire junction of Tower Street / St George's Field Car Park access and introduces straight across signal controlled Toucan crossings over Tower Street and St George's Field Car Park. This directly links the egress from the Castle Mill Development to the southern footway and onwards. The footway on the southern footway significantly narrows and without changes to the alignment would lead to unacceptable pedestrian and cyclist conflict. The alignment of the entrance to St George's Field is changed to accommodate a widened footway with traffic signals installed on the exit to St George's Field to allow the swept path of vehicles to be accommodated. A signal-controlled pedestrian crossing facility is also provided over the access to St George's Field Car Park.

Safety concerns have been raised by the designers due to the sloped access over the flood wall and potential for rear shunt type collisions due to the likely queuing and compromised forward visibility. Furthermore, the accesses to the Foss Basin and Yorkshire Water pumping station need to be accommodated within the alignment. These are achieved by the alignment is not ideal.

The footway on the southern footway significantly narrows and without changes to the alignment would lead to unacceptable pedestrian and cyclist conflict. The alignment of the entrance to St George's Field is changed to accommodate a widened footway. The shared use section is still narrow and would not cope with high volumes of pedestrians and cyclists satisfactorily.

Table 3.1 – Traffic Signal Controlled Junction Modelling Results – AM Peak

AM PEAK	Base			Proposed		
	DoS	MMQ	Delay	DoS	MMQ	Delay
Skeldergate Bridge	89.8	21.6	33.5	89.3	23.8	34.8
Tower Street	89.0	15.5	50.5	86.8	16.4	39.8
Tower Steet Crossing EB (lane 1)	N/A			67.1	12.7	13.2
Tower Steet Crossing EB (lane 2)	N/A			67.1	12.7	13.2
Tower Steet Crossing WB (lane 1)	N/A			91.6	27.2	34.8
Tower Street Crossing WB (lane 2)	N/A			48.0	8.1	13.2
Car Park Access	N/A			12.0	0.5	56.1
Cycle Time (Sec)	84			96		
Delay (pcuHR)	19.79			34.83		
PRC (%)	0.2			-1.8		
Average Route Delay per ped (s/Ped)	N/A			30.7		

Table 3.2 - Traffic Signal Controlled Junction Modelling Results – PM Peak

PM PEAK	Base			Proposed		
	DoS	MMQ	Delay	DoS	MMQ	Delay
Skeldergate Bridge	78.8	17.2	25.8	76.6	20.3	27.8
Tower Street	79.3	13.8	40.5	78.9	18.2	47.2
Tower Steet Crossing EB (lane 1)	N/A			65.9	5.6	9.1
Tower Steet Crossing EB (lane 2)	N/A			31.8	4.8	6.0
Tower Steet Crossing WB (lane 1)	N/A			98.7	51.1	60.6
Tower Street Crossing WB (lane 2)	N/A			40.1	7.4	10.3
Car Park Access	N/A			19.7	0.8	74.0
Cycle Time (Sec)	96			120		
Delay (pcuHR)	13.74			37.85		
PRC (%)	13.5			-9.7		
Average Route Delay per ped (s/Ped)	N/A			42.4		

Modelling results show that this option would lead to significant delay on Tower Street and operate at capacity. Long cycle times would be required that would lead to greater than preferred pedestrian delay times, however, these would be in line with Design A straight across crossing results.

The PM peak would see the greatest impact on bus / general traffic queues and delays. This option is seen as not having sufficient benefits to be progressed further.

A budgetary estimate of **£238,100** is required for this option.

Design C is rejected due to capacity constraint of the signal controlled junction and the road safety concerns due to forward visibility exiting the car park.

Design D – Land Take to southwest corner site

This option introduces a straight across signal controlled Toucan crossing over Tower Street. This directly links the egress from the Castle Mill Development to the southern footway. The footway on the southern footway is widened to allow for significant additional space and acceptable provision for shared use cycle / pedestrian facilities. The land take into third party land assumes that the existing building on the site would be demolished and the footway levels raised to suitably accommodate the cycle / pedestrian facilities. The purchase of third-party land is outside of the scope of this commission but may be an option that could be pursued under the wider Castle Gateway plans. The ability to utilise this land to provide a wide shared use pedestrian / cyclist footway is seen as a beneficial and likely to unlock the potential for a higher quality pedestrian / cyclist link.

Modelling results for this option are as Design A and reference should be made to **Tables 1.1** and **Tables 2.1**.

A budgetary estimate of **£194,400** is required for this option. The budgetary estimate does not include for land purchase, demolition of building or utility diversions related to the third-party land.

Design D is rejected as part of this commission due to the requirement of third-party land purchase. It is recommended that this option should be investigated further under the wider Castle Gateway plans.

Design E – Realignment of St George's Field Access

This option introduces a straight across signal controlled Toucan crossing over Tower Street. This directly links the egress from the Castle Mill Development to the southern footway. The footway on the southern footway significantly narrows and without changes to the alignment would lead to unacceptable pedestrian and cyclist conflict. The alignment of the entrance to St George's Field is changed to accommodate a widened footway. The shared use section is still narrow and would not cope with high volumes of pedestrians and cyclists satisfactorily.

To allow for vehicles to safely turn out of St George's Field the alignment of the junction is realigned into land outside of the highway boundary. This is outside of the scope of this project and as such rejected as an acceptable solution. If it was taken forward it would likely have a higher cost due to the additional civil engineer works and likely utility diversions.

Modelling results for this option are as Option A and reference should be made to **Tables 1.1** and **Tables 1.2**.

A budgetary estimate of **£271,900** is required for this option. The budgetary estimate does not include for land purchase or utility diversions related to the third-party land.

Design E is rejected as part of this commission due to the requirement of third-party land purchase and the limited benefits to cyclist facilities.

Design F – Straight Across Pedestrian Crossing

This option introduces a straight across signal controlled pedestrian crossing over Tower Street. It does not provide facilities for cyclists but would be appropriately wide so it could be converted into a toucan crossing as part of works to create the cycle link from the Riverside path to Castle Mills as part of the Castle Gateway project. The creation of this cycle route is still several years away but significant benefits for pedestrians could be realised in the years prior to the cycle route fully opening by constructing a pedestrian only crossing

The crossing would provide benefit to pedestrians providing them with a safe and accessible crossing over Tower Street. It would create a crossing point over a busy section of the York Inner Ring Road and reduce severance for pedestrians along this route.

Modelling results for this option are as Design A and reference should be made to **Tables 1.1** and **Tables 1.2**.

A budgetary estimate of **£145,100** is required for this option.

Recommendations

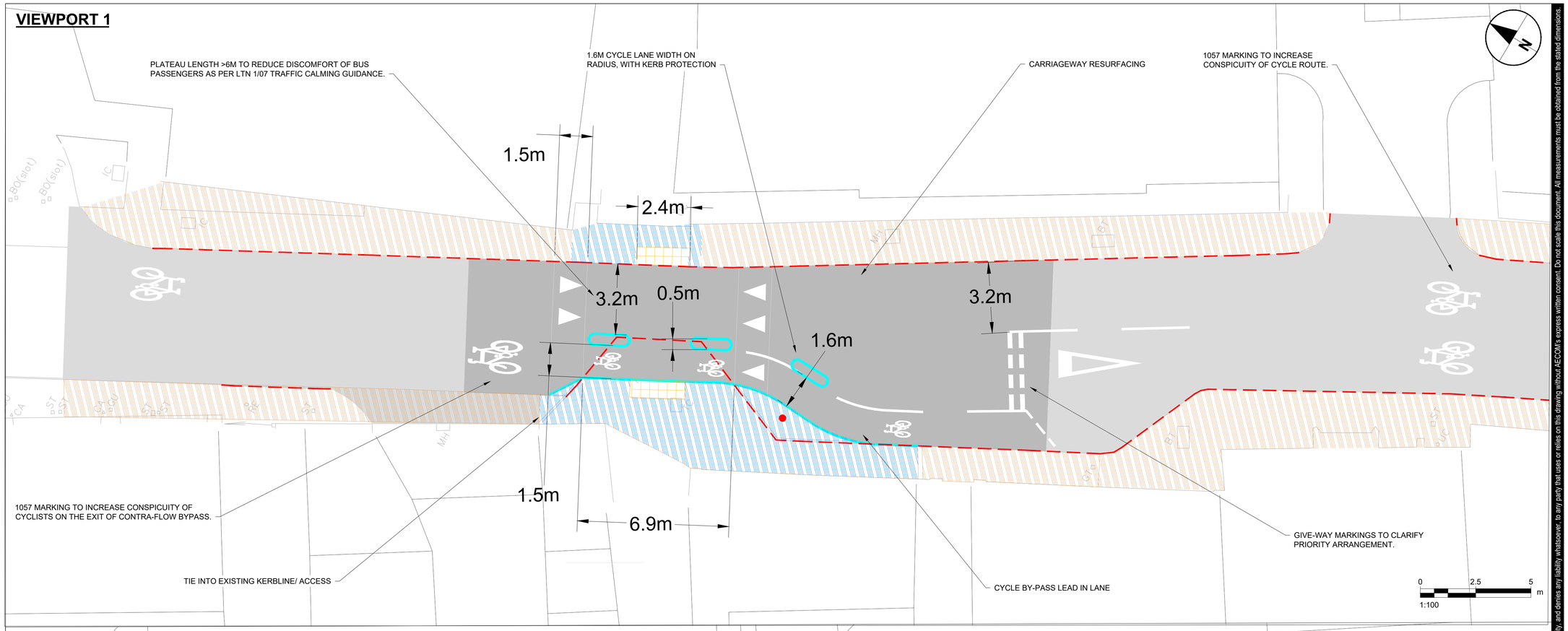
It is recommended that **Design F** is progressed initially with it designed and implemented to allow for upgrade to a Toucan crossing facility once the cycle routes from Castle Mills and St George's Field are completed.

Currently no viable solution is possible within the bounds of the design brief to deliver a dual use cyclist / pedestrian crossing because of lack of cyclist infrastructure on either side of Tower Street.

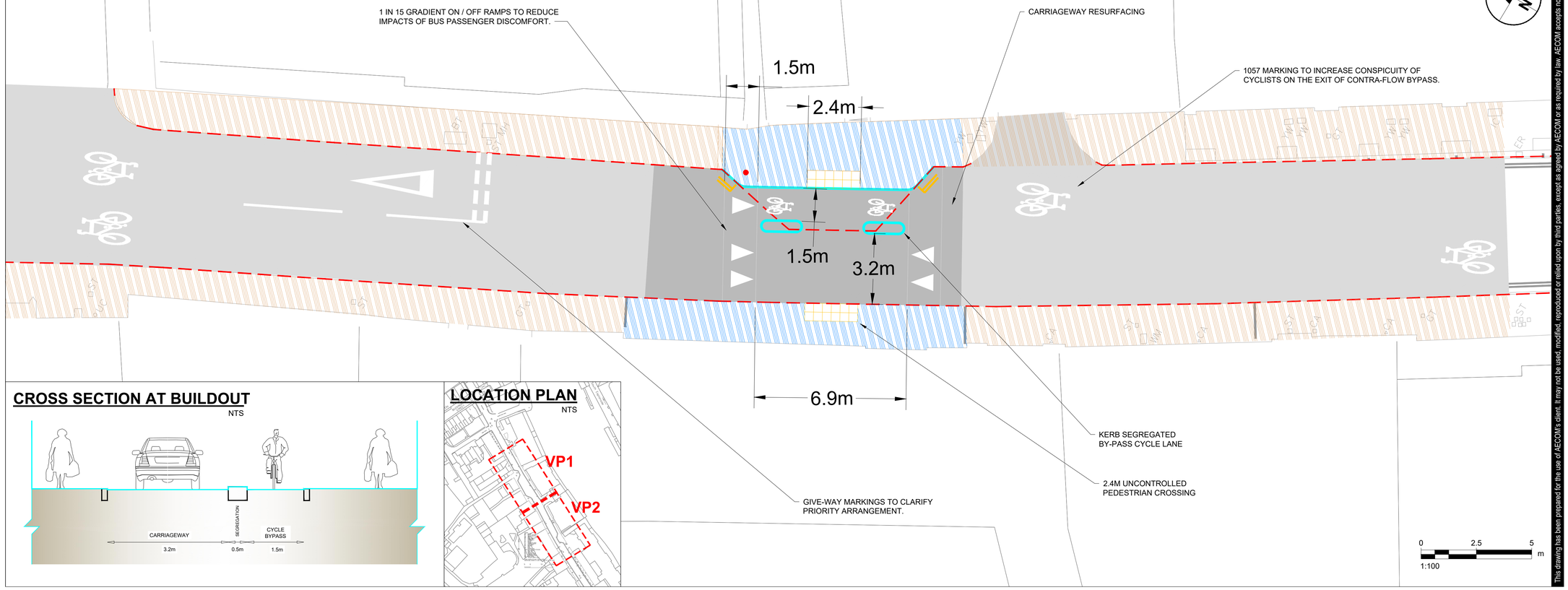
Implementation of the pedestrian crossing will have positive benefits to pedestrians looking to cross this busy section of road, improving safety, reducing pedestrian delay and re-leaving severance. However, it will lead to increases in delay to bus and general traffic journey time and, although operation would be within network capacity, this will be a balance between provision of pedestrian delay and bus / general traffic operation.

Annex E

VIEWPORT 1



VIEWPORT 2



CROSS SECTION AT BUILDOUT

NTS

LOCATION PLAN

NTS

Project Management Initials: Designer: OG Revision: P01
Checked: LO Approved: NB Drawn: OG
ISO A1 594mm x 841mm

Last saved by: ODDYL(2022-09-09) Last Plotted: 2022-09-15
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AECOM

PROJECT

CYC CB108
Skeldergate
Active Travel

CLIENT

CITY OF YORK COUNCIL

CONSULTANT

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KEY

- PROPOSED KERB
- PROPOSED DOUBLE YELLOW MARKINGS
- PROPOSED FOOTWAY UPGRADE
- PROPOSED CARRIAGEWAY RESURFACING
- PROPOSED TRAFFIC SIGN
- EXISTING KERBLINE
- EXISTING FOOTWAY
- EXISTING CARRIAGEWAY

ISSUE/REVISION

I/R	DATE	DESCRIPTION
P01	14/09/2022	FIRST ISSUE

ISSUE PURPOSE / SUITABILITY

PRELIMINARY DESIGN ISSUE

KEY PLAN

PROJECT NUMBER

60685224

SHEET TITLE

SKELDERGATE
OPTION 1A
BUILDOUT BYPASS
SPEED PLATEAU RETAINED

SHEET NUMBER

60685224-ACM-000-ZZ-DR-TR-0002

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Public Consultation Summary
Skeldergate Cycle Improvements

A preliminary internal consultation was distributed to officers working across multiple CYC services and local ward councillors representing the Micklegate Ward, from the 15th to the 30th September 2022. Stakeholders were contacted via email and provided with details of the proposed changes along with annotated preliminary design drawings.

A public survey was opened from the 7th October to the 4th November 2022. Stakeholders were invited to complete an online survey to gather their views on the existing state of Skeldergate and proposed changes. Residents were contacted via post, formal bodies were contacted via email, and social media posts invited the general public to contribute. The questions asked, and the responses given, are summarised in this document. Please note that some questions and answers have been deleted to preserve anonymity.

Summary of Consultation Replies

CYC Public Transport Planner

"I'm concerned that, particularly with the narrow carriageway width, if they're not made sufficiently visible it may lead to buses clipping them during the hours of darkness."

York Civic Trust

"It is certainly the case that the current layout in Skeldergate is unsafe for cyclists, and I am pleased to see that the Council is taking action to ameliorate the situation.
The preferred solution would be to modify these build-outs to reflect the design used elsewhere, such as on Huntington Road, where cyclists have a cut through the build-out. It is unclear to me why the Council did not install these from the outset.
My principal concern with your proposed design is that it continues to divert cyclists into the path of following and approaching vehicles. Indeed, the provision of a separate vehicle lane alongside might well encourage approaching vehicles to share the gap with cyclists, whereas currently they typically wait until an oncoming cyclist has passed.
[...] I would strongly urge you instead to pursue the option of installing cut-throughs. These might be more expensive initially, but the benefits in terms of greater safety and hence a greater willingness of people to cycle, should more than justify the additional cost."

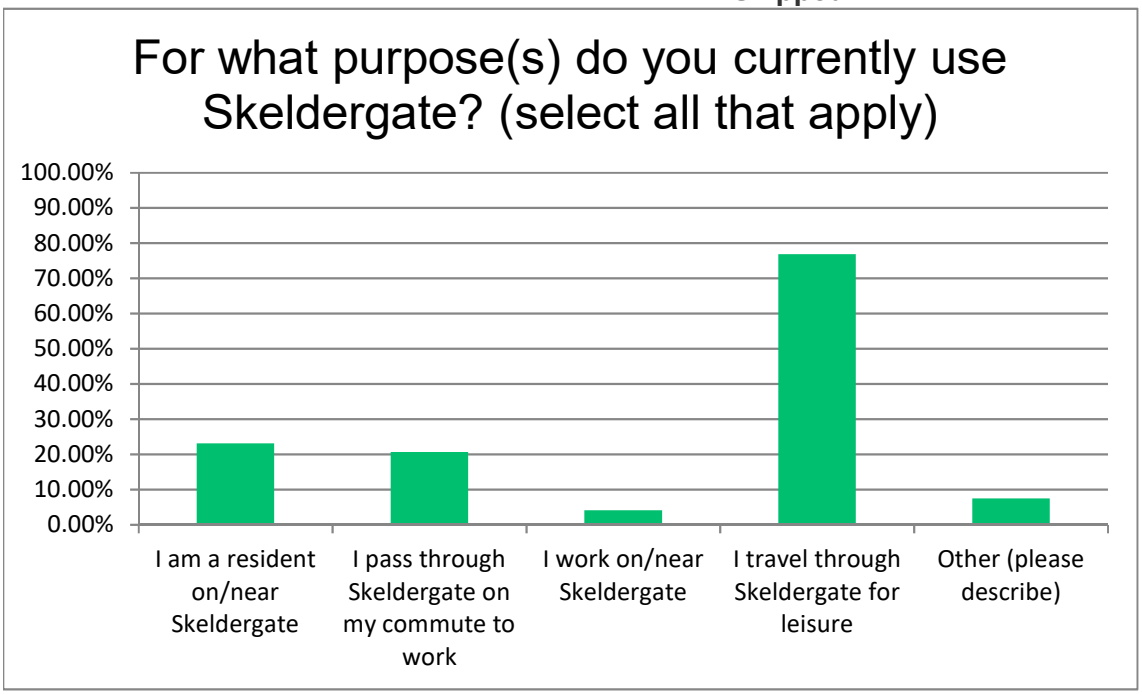
York Cycle Campaign

"[...] we are broadly in favour of the proposed alterations, but have the following reservations:
• Maintenance of the new cycle lane will be important, to prevent it accumulating debris, and to ensure that it also receives winter treatment when the weather is cold. Does the design make provision for road sweepers and gritters to be able to service the cycle lane? Is it included in the winter treatment route for the cycle-path gritter?
• We wonder if there is anything that can be incorporated into the design to help protect cyclists travelling in the counter-direction to the build-outs? No overtaking cyclists signage for example? Any point where the road narrows increases the chances of cyclists being close-passed, so any measures that could be incorporated to reduce that risk would be much appreciated.
• Finally we wondered why one of the build-outs includes markings for the cycle lane from the give way point, whilst the other one doesn't? And one of the build-outs includes 3 lozenges to segregate, whilst the other includes just two. We'd like to see a consistent and LTN1/20 compliant design for both build-outs, and for the road layout to be intuitive for both cyclists and drivers."

Skeldergate Survey

For what purpose(s) do you currently use Skeldergate? (select all that apply)

Answer Choices	Responses	
I am a resident on/near Skeldergate	23.14%	28
I pass through Skeldergate on my commute to work	20.66%	25
I work on/near Skeldergate	4.13%	5
I travel through Skeldergate for leisure	76.86%	93
Other (please describe)	7.44%	9
	Answered	**121**
	Skipped	**20**

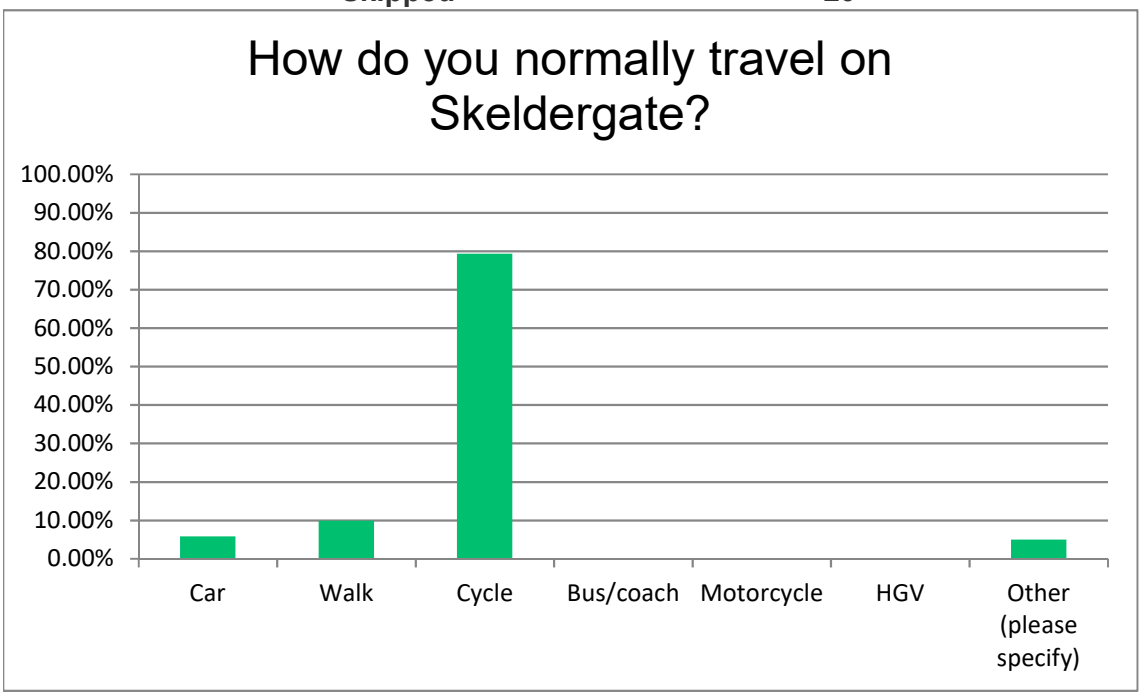


Other (please describe)
To reach the college, to get to the vaccination centre at Askham Bar, to get to Tesco on Taddy Rd...
I travel through for leisure and sometimes for work.
To get to bishopthorpe road shops
It's my main route into town foe food shopping and I use it all the time.
I travel through skeldergate for essential journeys. What is this ludicrous idea that we move around for only work or leisure?what's a blood test? Leisure?
Bike along Skeldergate to go shopping.
Also to shop
I travel along Skeldergate on essential journeys
It is an essential cycle route for me to travel across the city, for all purposes: work, essential errands and leisure

Skeldergate Survey

How do you normally travel on Skeldergate?

Answer Choices	Responses	
Car	5.79%	7
Walk	9.92%	12
Cycle	79.34%	96
Bus/coach	0.00%	0
Motorcycle	0.00%	0
HGV	0.00%	0
Other (please specify)	4.96%	6
	Answered	**121**
	Skipped	**20**

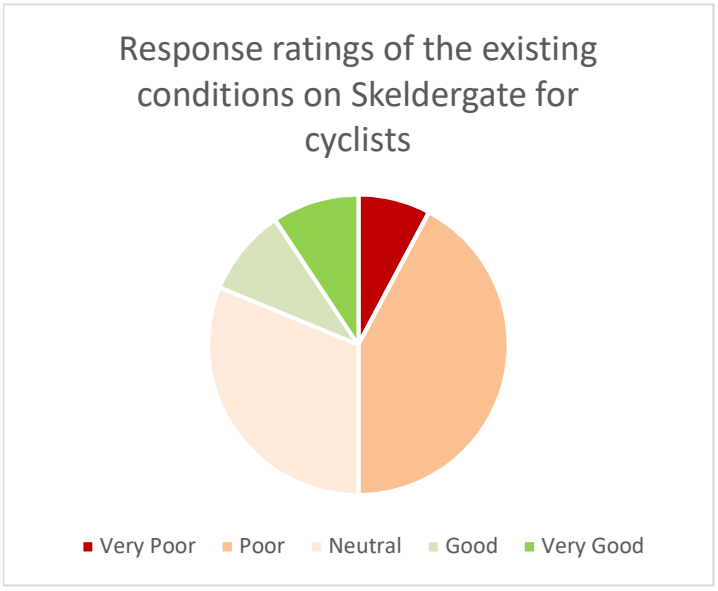


Other (please specify)
Handcycle
Mobility scooter
Cycle and walk mainly, but car sometimes
Walk and by car
I cycle and walk - sometimes I get the number 4 bus
Disability scooter

Skeldergate Survey

The aim of this scheme is to improve safety and amenity for cyclists using Skeldergate. Please rate the existing conditions on Skeldergate for cyclists.

Very poor		Poor		Neutral		Good		Very good		Total	Weighted Average
8.33%	10	45.00%	54	33.33%	40	10.00%	12	3.33%	4	120	2.55
									Answered		**120**
									Skipped		**21**



Skeldergate Survey

Please select your response to each statement below.

There is conflict between vehicles and cyclists at the Skeldergate bypasses

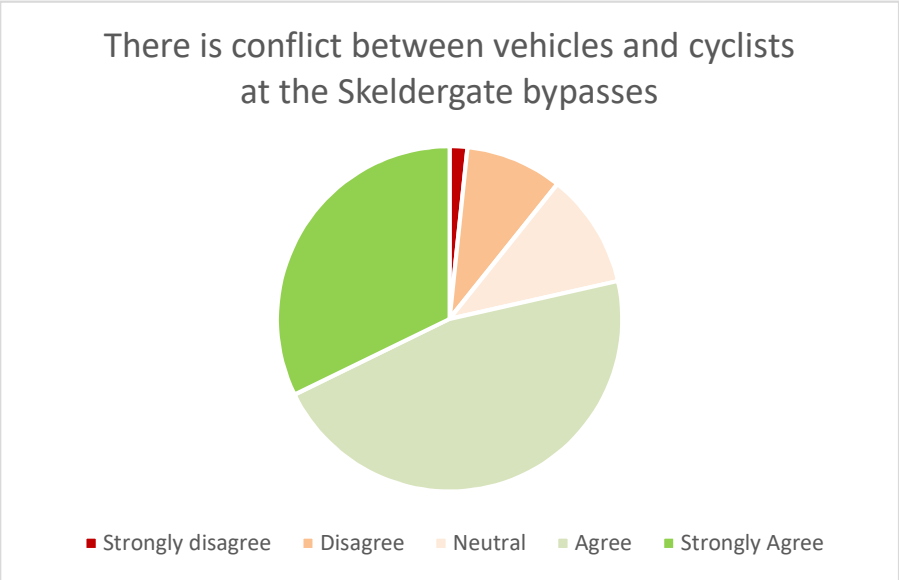
Strongly disagree		Disagree		Neutral		Agree		Strongly agree		Total	Weighted Average
1.65%	2	9.09%	11	10.74%	13	46.28%	56	32.23%	39	121	3.98

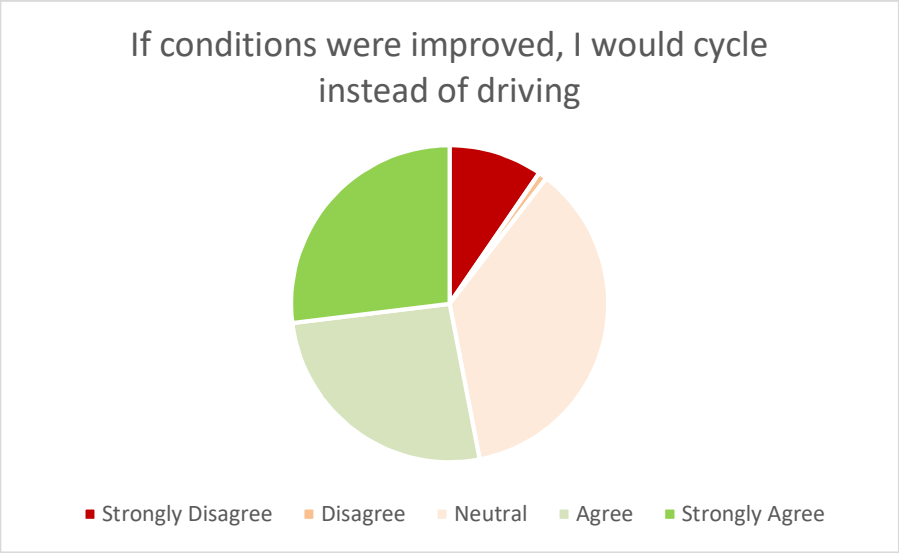
Cyclists are safe on Skeldergate

Strongly disagree		Disagree		Neutral		Agree		Strongly agree		Total	Weighted Average
12.40%	15	47.93%	58	28.10%	34	8.26%	10	3.31%	4	121	2.42

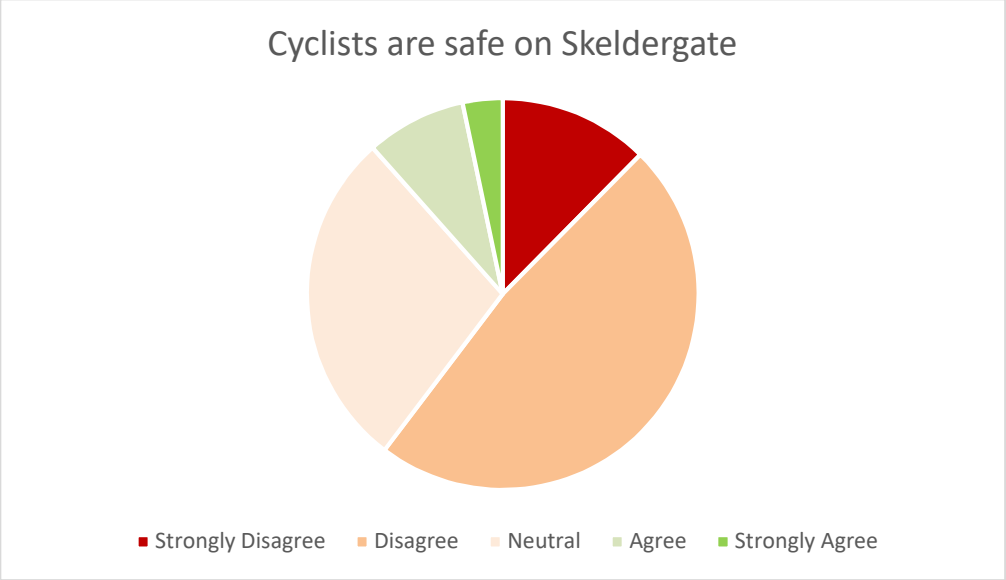
If conditions were improved, I would cycle instead of driving

Strongly disagree		Disagree		Neutral		Agree		Strongly agree		Total	Weighted Average
9.57%	11	0.87%	1	36.52%	42	26.09%	30	26.96%	31	115	3.6





Answered	**121**
Skipped	**20**

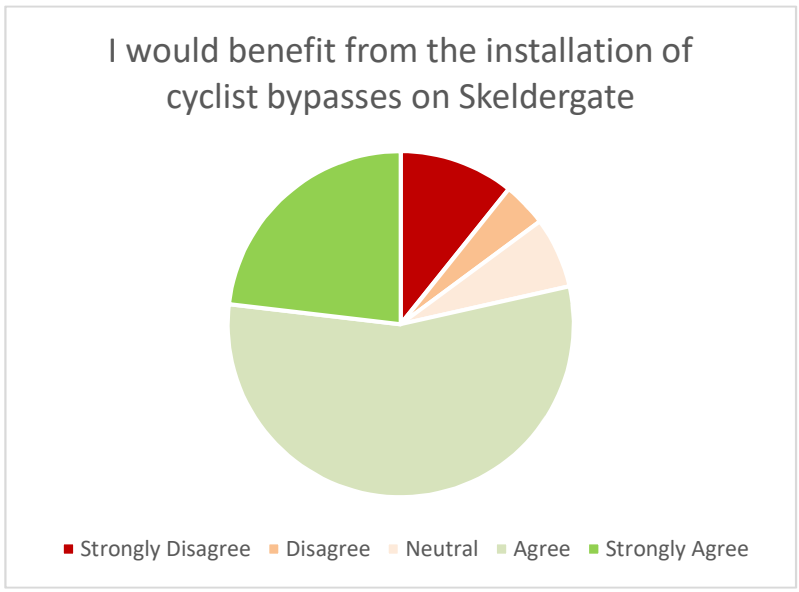

Cyclists are safe on Skeldergate
Strongly Disagree
Disagree
Neutral
Agree
Strongly Agree

Skeldergate Survey

With this design in mind, please select your response to the statement below.I would benefit from the installation of cyclist bypasses on Skeldergate

Strongly disagree		Disagree		Neutral		Agree		Strongly Agree		Total	Weighted Average
10.74%	13	4.13%	5	6.61%	8	55.37%	67	23.14%	28	121	3.76

Answered	**121**
Skipped	**20**



Skeldergate Survey

Is there anything else you would like to tell us?

Answered: 58

Skipped: 83

Responses
How does this actually improve the position for cyclists? Doesn't it just make it even narrower? Why not just have a cycle lane straight through the build-out?
This does not solve the problem, paint is not infrastructure. The issue is with there not being room for a vehicle and a bike to pass through, this paint will merely encourage drivers to squeeze through with a cyclist coming as there's a bike lane.
All cycle paths should be completely separate to the flow of traffic, not just at pinch points
This is only a small change. Traffic design in York City Centre requires radical and brave change to reduce traffic, influence changes in behaviour, improve safety for vulnerable road users and improve air quality. While this change will improve flow for bicycles (provided motorists don't block the gutter on the road), it will increase vehicle waiting times and therefore increase the time engines idle and produce pollution. Tinkering around the edges is not enough.
York needs cycling infrastructure and better public transport to handle this horrible car traffic! There are so many people that would cycle but can't because it's not safe!
Question 6 has strongly disagree at each end? I would have chosen strongly agree but it wasn't available. This is a good idea. Separating cyclists and motor vehicles is the way forward if we can't eliminate motor vehicles from an environment.
The grey lozenges will need bollards on them otherwise motor vehicles may drive over them.
Stop wasting money on cyclists, improve the roads for everyone
This will really improve cycling (and safety for cyclists) on Skeldergate and should definitely be implemented.
agree!
Skeldergate is so dangerous for cyclists at the moment especially with large buses travelling along there. Cars don't give way to you as a cyclist even though you have right of way and try to squeeze through even if you're passing through at the time.
The proposed by passes don't reduce the conflict - if anything they increase it. At present I give way to vehicles approaching - with the new arrangement I would be in a close contraflow with them. Is there room for a bus and a cycle in the arrangement above? It would be better if it was a cut through so that cycle and motor vehicle are segregated
I walk along Skeldergate regularly. Buses should not be allowed as they are far too big. Skeldergate is only suitable for access vehicles and pedestrians.
Not sure anything needs doing at all. Low volume of vehicles. Maybe just remove the obstructions altogether.
The more designated routes and cycle ways for cyclists in the city the better.
I would like to see a traffic filter on Skeldergate between Fetter Lane and Micklegate, this would significantly improve the journey I do most here, walking down Micklegate
I personally feel dedicated bike channels through the build outs are more effective, but appreciate this is an improvement on the status quo.

I cycle with my baby, I wouldn't trust vehicles to understand that cyclists are able to bypass the traffic calming and I wouldn't feel safe cycling through a narrowed gap with oncoming vehicles unless there was a physical barrier.

Missing in York is an indoor bike park. Like a Car Park with tickets issued by machine racks to lock bikes to and Cctv. Then more residents would be tempted to use their bike knowing they are safe while they shop. Walmgate or Fossgate ideally positioned. There must be some properties that could be run as a business!!!!! ☺

in Q6, the right-hand option is wrongly labelled strongly disagree - I'm assuming it will be counted as strongly agree, but in case it isn't I've selected Agree. That does, however, downplay my strength of feeling.

considering this improvement, it makes such a difference where this in place in other parts of the city.

The cycle priority traffic light signal has improved the junction on skeldergate.

please ensure the cycle bypasses are 1.5m wide at all points to allow passage of specially adapted bikes/trikes for people with disabities

Helps in one direction, but worsens in the other - not the right solution.

buildout cut-through ie to prevent drivers cutting in on us and forcing us to stop/slow and/or feel threatened.

Ensure that the width of the bypasses mean they can be swept, gritted and are sufficiently wide for the widest of non motorised users to use eg Trixie the Cycling without Age sociable cycle: https://yorkbikebelles.community/events/cyclingwithoutage/

Would make the cycle bypass wider

The speed cushions are dangerous for cycling and should be removed. The route south to Terry Avenue (under the bridge) should be closed to traffic and opened only to active travel.

So long as there is space between the stationary car and the pavement for the cyclist to get through then yes it would work, however without a cycle lane that runs all along the road then it can often be difficult to get past a vehicle.

6 should be strongly agree, which I do.

Please ensure that the cycle bypass is adequately swept and gritted. I would like to strongly agree on question 6 but it's not an available option.

You have put strongly disagree twice in question 6! It is not possible to "strongly agree" otherwise I would have done.

Is there some sort of not to scale shortening in that diagram? It just looks like cyclists will get stuck behind cars waiting for on coming traffic rather than being able to pass through

allow me to pass through first when the build-out was his side of the road. I think some drivers believe there is enough room for cyclist plus vehicle (which doesn't feel safe to me) and others just think they have right of way at all times. Most drivers, having said that - including the bus drivers - are careful and sensitive.

The answer to no. 6 reads "strongly disagree" but I mean it to state "Strongly Agree," which is implied by the format of the Likert scale.

cycle.

Please don’t make the turns for cycling too tight around the single bollard/orca that is not on the tarmac hump.

This is not a priority: there are far worse areas that need attention which are frankly dangerous for cyclists. Skeldergate is rarely busy and though these works would improve the situation I’d rather the money was spent in places where cyclists are at serious risk

The lights skeldergate to micklegate are too quick for cyclists often when you are crossing even with cycle lights traffic from ouse bridge way are already moving!

It'd be better if there was a bigger distance between cars and bike lanes at each bypass - ideally the cycle path would be in a straight line

What foirm do these take? Shoudl be substantial enough to provide physical protection to the bypass,, permanent and visible (also at night). Is there a reason this protection is not continuous? Probably better if it were.

Also needs to be very clear to oncoming traffic that there is no entry to the bypass from its exit end.

Ensure the width is LTN1/20 compliant so my mobility trike will fit through safely

Visibility poor for cyclists exiting Terry Avenue to the left and right onto Skeldergate.

I’m assuming that last option “strongly disagree” is a typo and you actually mean “strongly agree”. Thanks!

Improved cyclist safety would encourage more cycling in York city centre.

acknowledged in the results of this survey.

There must be 'do not overtake cyclists' signs for people on the opposing side of the carriageway.

There must be sufficient protection for cyclists before and after the buildout, with filter lanes being long and wide enough to protect cyclists from waiting hgvs and buses.

There is a risk that vehicles pulling back into the lane will come alongside cyclists. Users must be protected from this movement.

This would be a welcome addition to the road layout there that would protect people cycling along a popular route.

Please check your survey - scale for Q6 has 2 strongly disagrees ... I strongly agree

At the Bishopthorpe Rd end of Skeldergate traffic has a choice of turning right or left. Traffic turning right has great difficulty but many tend to stop in the centre precluding traffic turning left and causing big build ups at peak times. Suggest a 1metre line is painted in the middle of the road to indicate to traffic turning right to keep to the right hand side

witnessed any conflict but often it is the courier cyclists who are inpatient. A better use of the money would be to improve speed signage and possible installation of a speed camera as some motorists travel too fast.

Safer areas for cyclists seem sensible in any situation, including this one

The diagram doesn't indicate how cyclists and vehicles will be separated and whether cyclists will be physically protected from oncoming vehicles. I would have thought better protection would have been afforded by installing dropped kerbs on the build-outs, to allow cyclists to cycle over the build-out. Pedestrian traffic on the build-outs is low and the risk of conflict minimal.

Impossible to interpret the design - which end is North Street end for e.g. / Is it intended that the one cycle lane has two way cycle traffic?

Currently the traffic calming reduces the speed of all road users. Cyclists already travel at an alarming speed. Your proposal would counter the current traffic calming effect on cyclists.

Danger to vulnerable/elderly pedestrians from e.g. City Mills, who use the current traffic calming islands to safely cross Skeldergate at the narrowest points where all traffic currently slows down.

The new proposal increases the risk of an accident black spot for vehicles exiting the development of Emperors Wharf (right in the middle of your proposed bypass). Many cyclist do not have lights. Could put cyclists lives at risk.

I strongly disagree to the relevance of your personal information section. It only supports pre-conceived beliefs of the specified groups.

The closed question survey will not enable you to support the local community or necessarily come to the correct decision.

This proposal appears to be only in the interest of the pro-cyclist lobby. Another tick box?

Skeldergate is not a busy road. Also, segregated cycle lanes are more appropriate than painted lines. The eviddence and guidance is out there. Talk to the York Cycle Campaign and others.

Skeldergate is unsafe for cyclists now with 300 buses a day. This is a total waste of money and will not improve the safety of cyclists most of which are families with young children. Messrs D'Agorne, Ferris etc. are well aware of the problems on this road and have failed to do anything for the last 14 years. The last survey done by YCC showed the size of the problem and the displeasure of the people in this residential area.

Excellent plan - I've often wondered why they were constructed without a cycle by-pass in the first place. As with all such cycle by-passes though it's important to keep them swept regularly as they are otherwise prone to collect a build up of road debris, broken glass, slippery autumn leaves etc

ITS A SUPERB IDEA

Cyclists should not be allowed to use the public highway.

Any bypass should be wide enough for trikes/cargo bikes. I generally do t have an issue with Skeldergate as traffic moves quite slowly. The bigger issue is the poor surfacing on Skeldergate.

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place
Service Area:	Active Travel Programme
Name of the proposal :	Skeldergate Cycle Improvements
Lead officer:	Bethan Old
Date assessment completed:	23/11/22

Names of those who contributed to the assessment :

Name	Job title	Organisation	Area of expertise
Bethan Old	Project Manager	CYC	Project Management

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal?
	To improve safety, amenity and accessibility for cyclists on the route along Skeldergate, and to reduce and/or remove conflict at build-outs.

1.2	Are there any external considerations?
	▪ Cycle Infrastructure Design LTN 1/20 ▪ Design Manual for Roads and Bridges (**DMRB**) ▪ Manual of Contract Documents for Highway Works (**MCHW**) ▪ Specification for Highway works (**SfHW**) ▪ Traffic Signs Regulations and General Directions 2016 (**TSRGD**) ▪ Manual for Streets ▪ Structural Eurocodes ▪ Building Regulations ▪ Traffic Signs Manual 2019 ▪ Inclusive Mobility: a guide to best practice on access to pedestrian and transport infrastructure ▪ Guidance on the use of Tactile Paving Surfaces ▪ CYC Arboriculture Policy 2017 & BS5837 Trees in relation to design, demolition and construction

1.3	**Who are the stakeholders and what are their interests?**
	CYC Internal – Maintaining the effectiveness of the authorities existing highways infrastructure, Preparing the network for changing future demand, Raising public awareness of upcoming changes, Utilisation of the network during construction periods. Transport Planning , Sustainable Transport Service, Road Safety, Network Management, Network Monitoring, Streetworks , Public Protection – Air Quality, Development Management, Communications, Highways, Major Transport Projects, Design, Conservation and Sustainable Development, Parks and Open Spaces, Waste Services, Finance, Councillors **External – User experience of Ostman Road** General Public Residents/businesses on and in the vicinity of Skeldergate Transport Operators - York Pullman Bus, First Bus, Transdev, East Yorkshire Buses, Connexions Buses, Arriva Buses, Glenn Coaches, Reliance Buses, Stephensons of Easingwold, The Ghost Bus Tours, York Pullman Bus, East Yorkshire Motor Services, Utopia Coaches Emergency Services - North Yorkshire Police, Yorkshire Ambulance Service, North Yorkshire Fire Service, York Hospital Transport Groups - York Civic Trust, Sustrans, WalkYork, York Environment Forum Transport Group, York Bike Belles, York Cycling Campaign Equalities Groups - Age UK York, Mysight York, Be Independent, Pocklington Trust, York Blind and Partially Sighted Society, Wilberforce Trust, York Disability Rights Forum, York People First

1.4	**What results/outcomes do we want to achieve and for whom?**
	Improved safety, amenity and accessibility of Skeldergate for cyclists, reducing and/or removing conflict at the 2 build-outs. Proposed changes will encourage active travel and move priority towards cyclists over vehicles, and protects the safety of pedestrians. Therefore carrying out these works fulfils the 'Getting around sustainably' key outcome of the Council Plan.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?**
Source of data/supporting evidence	**Reason for using**
Preliminary Internal Consultation with the groups indicated at section 1.3 completed from the 15th to the 30th September 2022. Stakeholders were contacted via email and provided with details of the proposed changes along with annotated preliminary design drawings.	To get a direct response to preliminary design options from a range of groups who may have existing technical knowledge of specific issues at the location.
Preliminary External Consultation with the groups indicated at section 1.3 completed from the 7th October to the 4th November 2022. Stakeholders were invited to	To gather the opinions of a variety of users of Skeldergate, to identify trends and to give the public a chance to have their voices heard.

complete an online survey to gather their views on the existing state of Skeldergate and proposed changes. Residents were contacted via post, formal bodies were contacted via email, and social media posts invited the general public to contribute.	

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.

Gaps in data or knowledge	Action to deal with this
Stakeholder groups with technical knowledge that may identify design features that disadvantage certain protected characteristics noted in the Equality Act 2010.	Public Executive Member Decision Session to attract more attention to the scheme, and the maintaining of the Active Travel inbox throughout the project lifecycle so that anyone can have their say at any time.

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	Older people using the build-out as a crossing point may be less likely to see cyclists as they approach the bypasses, posing a collision risk. 21% of survey respondents were 65+, but did not identify any impacts related to their protected characteristic.	Negative	Medium
Disability	People with visual impairments using the build-out as a crossing point may be less likely to see cyclists as they approach the bypasses, posing a collision risk. 10% of survey respondents had a physical or mental illness that reduced their ability to carry out day-to-day activities, but did not identify any impacts related to their protected characteristic.	Negative	Medium
Gender	No reference to this characteristic was made as part of our information gathering process. 60% of survey respondents were male, 36% were female, and 1% were non-binary/gender variant, but did not identify any impacts related to their protected characteristic.	Neutral	Low

Gender Reassignment	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Marriage and civil partnership	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Pregnancy and maternity	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Race	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Religion and belief	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Sexual orientation	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Low income groups	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Veterans, Armed Forces Community	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Other	No reference to this characteristic was made as part of our information gathering process.	Neutral	Low
Impact on human rights:			
List any human rights impacted.			

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
Maintain the activetravel@york.gov.uk email inbox so that anyone wishing to draw attention to risk factors or ways in which protected characteristics are disadvantaged can do so.	

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision.**
Option selected	**Conclusions/justification**
No major changes to the proposal	The project demonstrates that suitable consideration has been taken into account with regards to proposal designs and their impact on those users who share a protected characteristic and does not lead to unlawful discrimination. The project is part of a wider Active Travel Programme, which will continually monitor developments in available technology which could further enhance the user experience of pedestrians and cyclists. This will also be informed by continued interaction with stakeholders. Each project proposed for construction

	is subject to road safety assessment and where recommended, Road Safety Audit which will lead to further considerations as part of the design and installation process.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Additional Stakeholder Identification.	Appropriate groups/individuals representing protected characteristics to be identified and invited to contribute feedback on designs, should the scheme be progressed.	Bethan Old working in conjunction with the CYC Communications Team.	As appropriate for Detailed Design progression.

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward?
	Members of the general public are free to provide feedback through any of the authorities communication channels and where required and possible, officers will undertake further steps to improve user experience. Learning will be shared with other Active Travel Programme officers, and will be incorporated into this and future schemes.

AECOM

CITY OF YORK COUNCIL

CYC Active Travel Fund
Skeldergate

Revision	Revision date	Details	PREPARED	CHECKED	APPROVED
P01	14/09/2022	First Issue	Luke Oddy Senior Engineer	Neil Brownbridge Regional Director	Neil Brownbridge Regional Director

Contents

Stage 1 – Concept Option Development

Stage 2 – Preliminary design of preferred option

Appendix A

Appendix B

Stage 1
Concept Option Development

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Aim & Objective

Aim

- Safety, amenity and accessibility improvements for cyclists on the route along Skeldergate, and to reduce and/or remove conflict at build-outs, to fulfil the commitment within Neil Ferris' OIC Director Decision for Local Cycling and Walking Prioritisation (7/5/20).

Objective

- Cycle Improvements - Enable cyclists to safely pass the Skeldergate build-outs without conflict over right of way and road space from other road users.

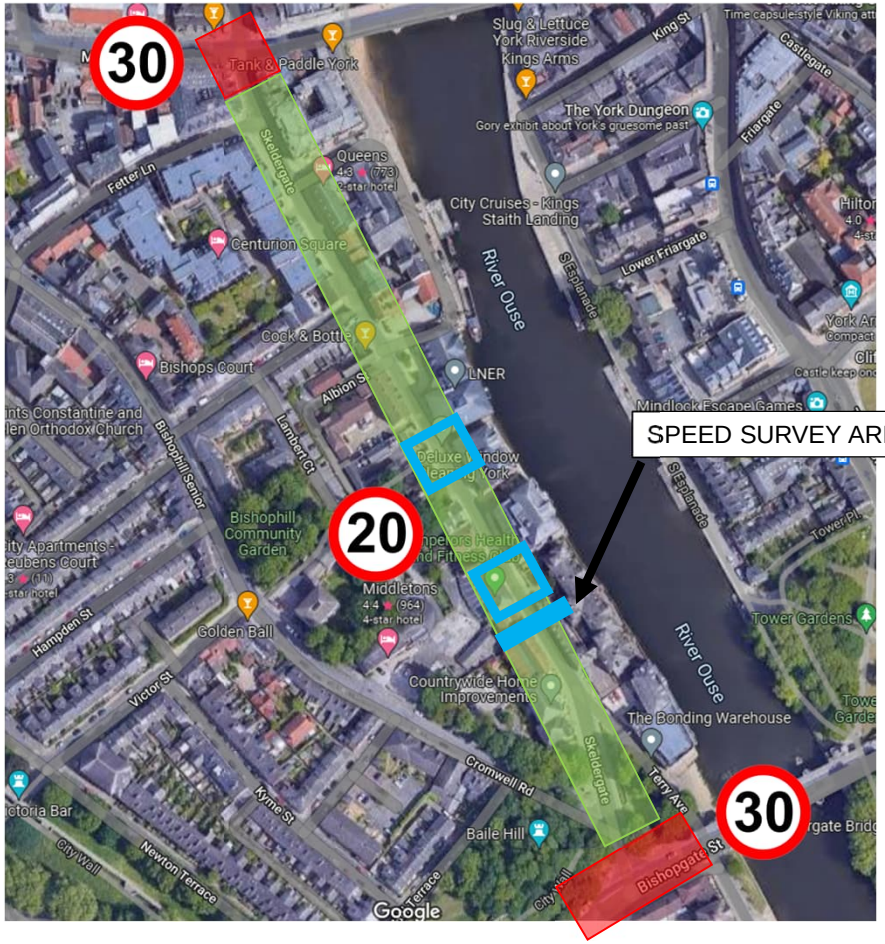
Existing Conditions

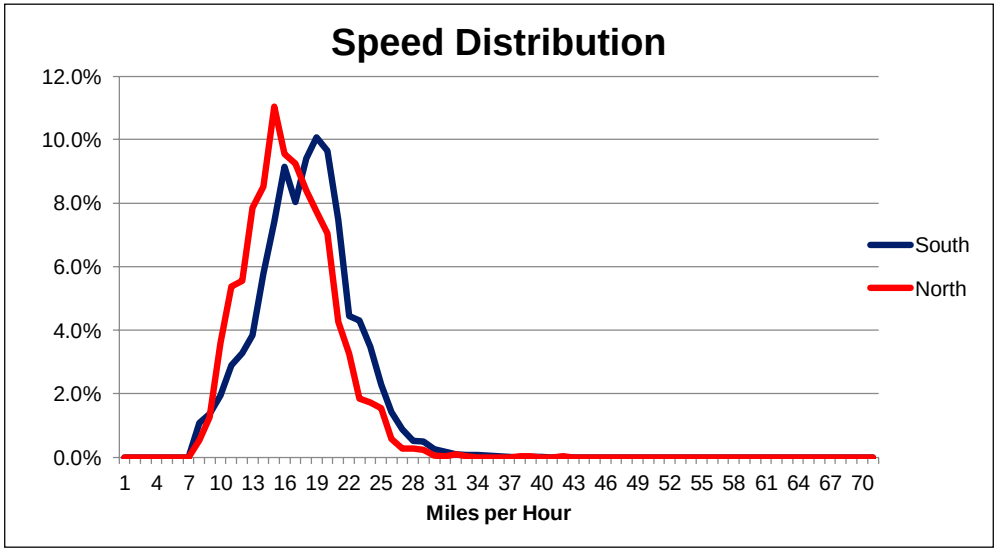
- Conflict between cyclists and vehicles at crossing buildouts;
- Perceived speed and vibration problems
- Poor carriageway surface
- Damaged footway surfacing around crossing points
- 6 - 6.2m Carriageway / 2m footways.

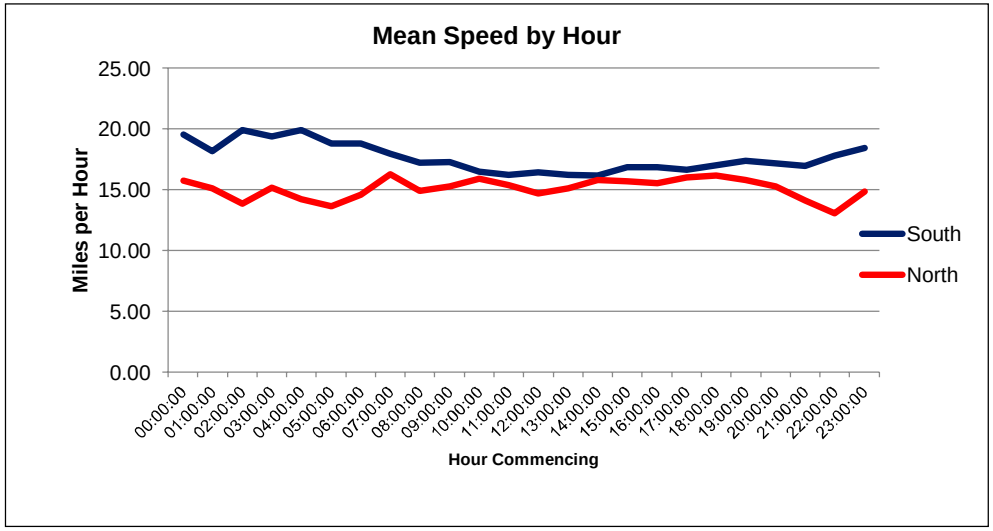
Issues with noise and vibration is a result of a number of factors: the cushions, the humps and defects throughout (inc. failing utility trenches and drainage defects). Plan to plane out and patch the old cushions and replace with new. However, dealing with the cushions alone will not address the concerns and issues being experienced.

Speed (2017 data)

- Limit 20 mph
- 85th Percentile Speeds:
  - Southbound 21 mph
  - Northbound 19 mph







Conclusion: Recorded speeds broadly in line with posted 20mph speed limit.

Traffic Volumes (2017 data)

Traffic Volume (2017)

- Weekday Average Daily Flow Southbound - 1311 vehicles
- Weekday Average Daily Flow Northbound - 389 vehicles
- Weekend Average Daily Flow Southbound - 1030 vehicles
- Weekend Average Daily Flow Northbound - 220 vehicles

Reference LTN1/20: Figure 4.1, Pg 33.

Figure 4.1: Appropriate protection from motor traffic on highways

Speed Limit[1]	Motor Traffic Flow (pcu/24 hour)[2]	Protected Space for Cycling			Cycle Lane (mandatory/ advisory)	Mixed Traffic
		Fully Kerbed Cycle Track	Stepped Cycle Track	Light Segregation		
20 mph[3]	0					
	2000					
	4000					
	6000+					
30 mph	0					
	2000					
	4000					
	6000+					
40 mph	Any					
50+ mph	Any					

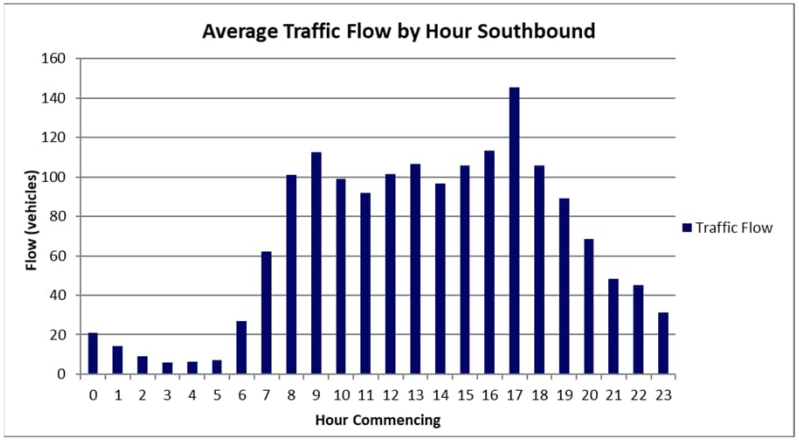
Provision suitable for most people

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

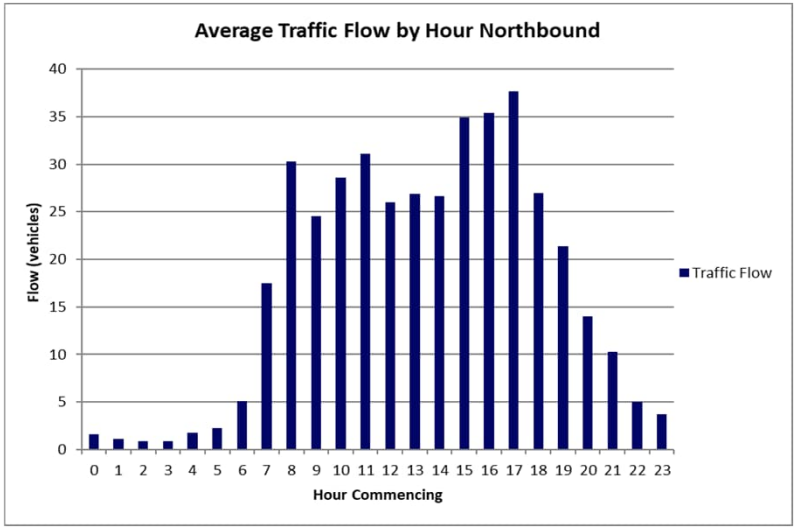
Provision suitable for few people and will exclude most potential users and/or have safety concerns

Notes:
1. If the 85th percentile speed is more than 10% above the speed limit the next highest speed limit should be applied
2. The recommended provision assumes that the peak hour motor traffic flow is no more than 10% of the 24 hour flow
3. In rural areas achieving speeds of 20mph may be difficult, and so shared routes with speeds of up to 30mph will be generally acceptable with motor vehicle flows of up to 1,000 pcu per day

Entire Survey Period



Entire Survey Period



Conclusion: Traffic flows are such that a mixed traffic environment would be considered suitable.

Option 1 – Renew Existing Buildouts

Key Features

- Introduction of vehicular give way road markings at buildouts with associated signing;
- Supplemented with introduction of 1057 cycle markings along Skeldergate.

Notes:

1. Existing layout is LTN 1/20 compliant in regards carriageway widths. Carriageway reduction to 3m would not be recommended due to bus routing and significant works required for little gain.

Main Advantages

- Low-cost option due to kerblines staying as existing;
- Introduction of markings and signing to formalise the priority arrangement should draw attention to the requirement to allow opposing traffic and cyclists to clear the buildout before advancing.

Main Disadvantages

- Leaves cyclists mixed with traffic through the buildout;
- No alteration of physical layout means cyclists may be subjected to the same issues as currently present if give way signing and markings are not adhered to by motor vehicles.

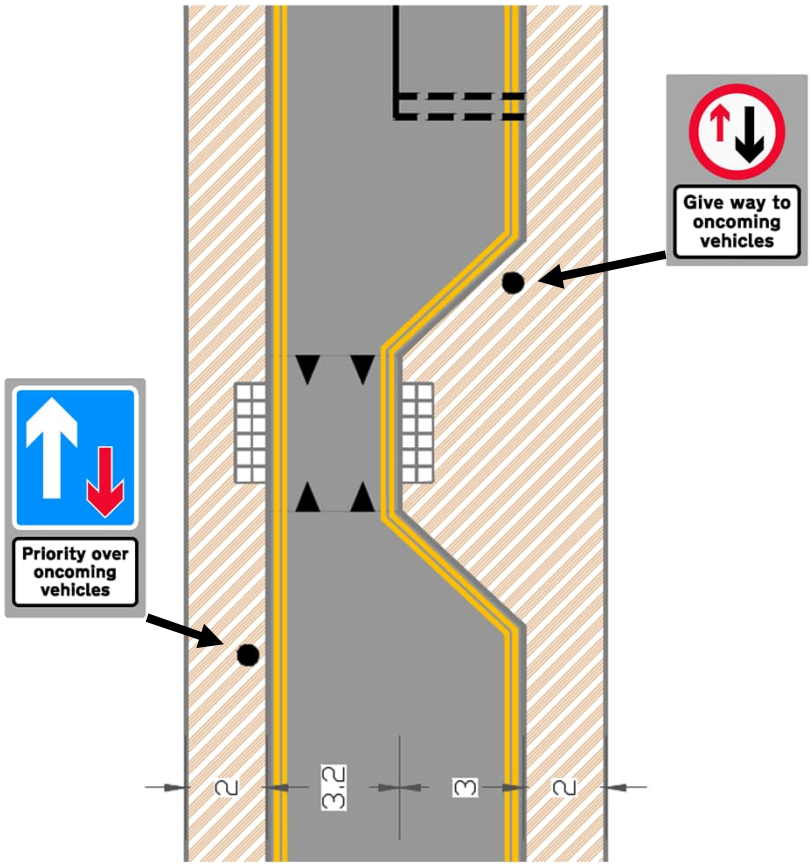
High Level Cost Estimate

A high-level cost estimate to carry out these works would be around £5,000. This is inclusive of preliminaries (30%), design & admin (15%) and a risk (40%) uplift.

An option to reinstate the damaged footway paving on the buildouts would increase the high-level cost estimate to around £15,000. This is inclusive of preliminaries (30%), design & admin (15%) and a risk (40%) uplift.

Schematic Layout:

Note: Schematic layout applies to both study area locations.



Summary

This option would improve the existing provision and formally introduce a priority system for traffic. Whilst the existing carriageway width through the buildout is already LTN 1/20 compliant, the existing issues of close passes may still occur due to no physical changes to the layout.

Option 2 –Cycle bypass at buildouts

Key Features

- Introduction of vehicular give way road markings at buildouts with associated signing;
- Supplemented with introduction of 1057 cycle markings along Skeldergate;
- 1.5m cycle bypass of give way movement at buildouts.

Notes:

1. A cycle bypass of the pinch points will remove cyclists from the narrow carriageway and provide a protected route through;
2. The width in the opposing direction for cyclists routing through the buildout can be reduced to 3m in order to ensure cyclists are located within the dominant position.

Main Advantages

- Removes cyclists in one direction from the pinch point at the buildouts;
- Reduction of the remaining carriageway to 3m, ensuring cyclists still with traffic take the primary position in the lane;
- Introduction of markings and signing to formalise the priority arrangement should draw attention to the requirement to allow opposing traffic and cyclists to clear the buildout before advancing.

Main Disadvantages

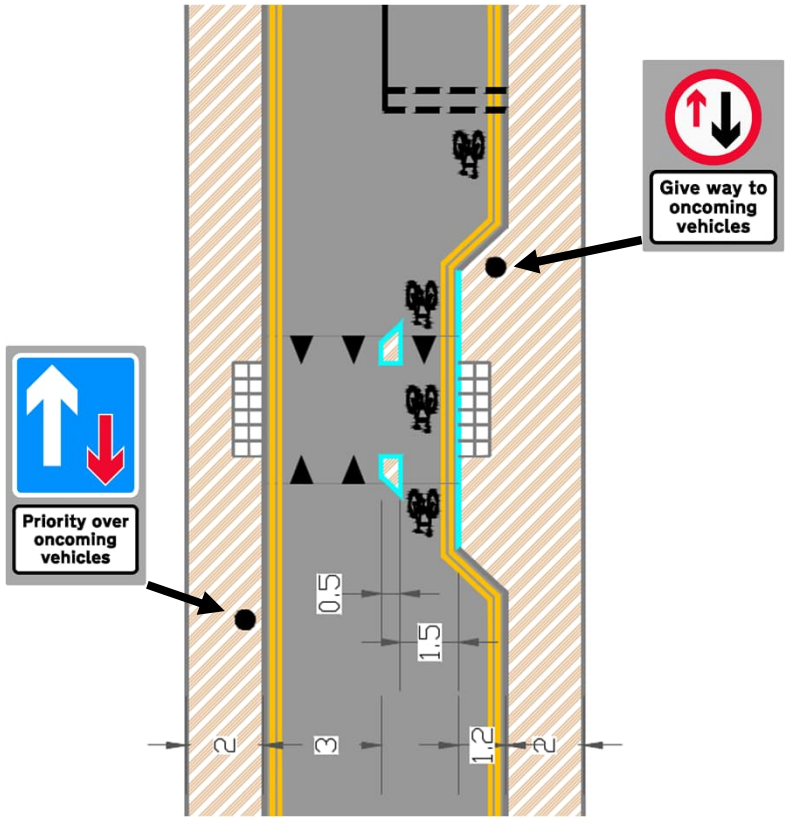
- Protection only provided for one direction of cyclists due to the width constraints along Skeldergate;
- Existing width does not allow for a standard cycle lead in lane to the bypass arrangement;
- Potential utility impact at northern most buildout (subject to statutory undertakers enquiries);
- High cost due to removal and reinstallation of kerbs.

High Level Cost Estimate

A high-level cost estimate to carry out these works would be around £35,000. This is inclusive of preliminaries (30%), design & admin (15%) and a risk (40%) uplift.

Schematic Layout:

Note: Schematic layout applies to both study area locations.



Summary

This option would provide cyclists in one direction a dedicated bypass of the buildouts, putting them in a safer position, away from any potential conflict with motor vehicles. The cyclists travelling in the opposite direction would be required to pass though the buildout narrowing. However, the proposal to reduce the carriageway width should mitigate the near pass issues due to a reduced perception of available space and cyclists adopting the primary position.

Option 3 – Reduce Buildout Extents

Key Features

- Introduction of vehicular give way road markings at buildouts with associated signing;
- Supplemented with introduction of 1057 cycle markings along Skeldergate.

Notes:

1. This would increase the carriageway width above the critical 3.9m limit set in LTN 1/20 and rely on vehicles following priority markings.
2. Option may result in more vehicles squeezing through restrictions alongside cyclists due to the width increase, but should reduce the proximity of cyclists and vehicles.

Main Advantages

- Increasing the carriageway width through the buildout should enable cyclists to adopt the secondary position in accordance with LTN 1/20, see slide 5;
- Introduction of markings and signing to formalise the priority arrangement should draw attention to the requirement to allow opposing traffic and cyclists to clear the buildout before advancing.

Main Disadvantages

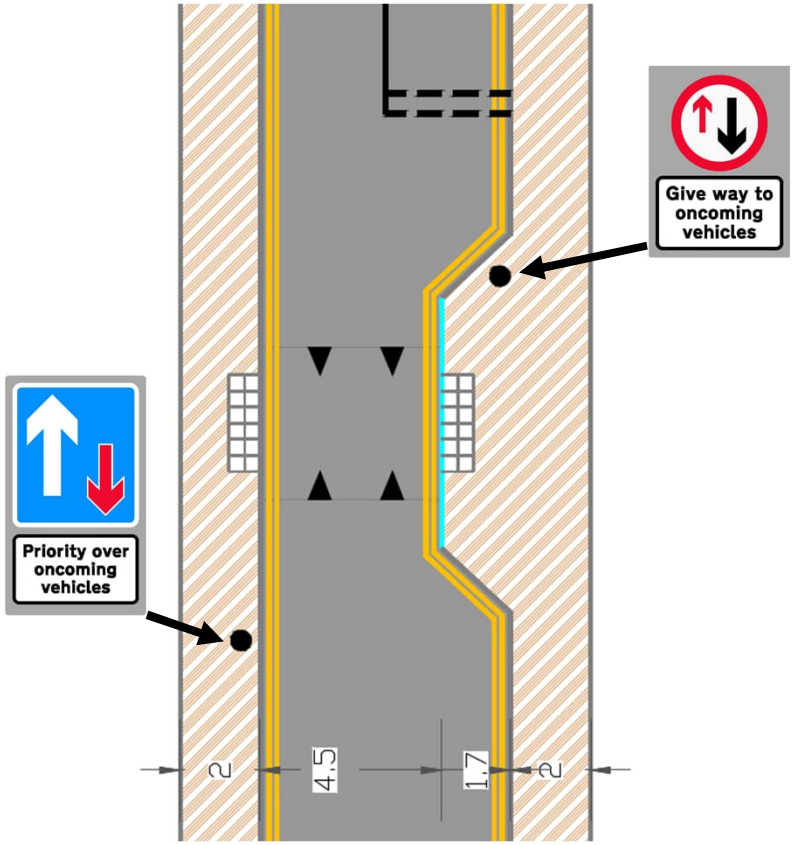
- Increasing the carriageway width above 3.9m may give the illusion to oncoming vehicles that they can squeeze through the remaining gap alongside an oncoming cyclist;
- Leaves cyclists mixed with traffic throughout;
- Higher cost than renewal of existing (Option 1) but no cost associated with installing cycle bypass (Option 2).

High Level Cost Estimate

A high-level cost estimate to carry out these works would be around £28,000. This is inclusive of preliminaries (30%), design & admin (15%) and a risk (40%) uplift.

Schematic Layout:

Note: Schematic layout applies to both study area locations.



Summary

By widening the existing carriageway in this proposal, this would potentially increase the number of opposing vehicles passing through the narrowing alongside cyclists. However, due to the increased available width and cyclists riding in the secondary position, the proximity of the passes should be lower.

Option 4 – Removal of Buildouts

Key Features

- Removal of buildouts
- Introduction of road markings - 1057 cycle markings and 'SLOW' text for vehicles
- Additional traffic calming measures (Vehicle Activated Speed Signs)

Notes:

1. This would remove the pinch points for cyclists at the existing crossing points and focus on signing and markings to control excess speeds.
2. Removal of buildout may lead to increased speeds due to visibility along Skeldergate. Speeds would need to be controlled by other measures.

Main Advantages

- Removal of buildouts will unify the carriageway width throughout, reducing pinch points and close passes;
- Easier layout for buses to navigate.

Main Disadvantages

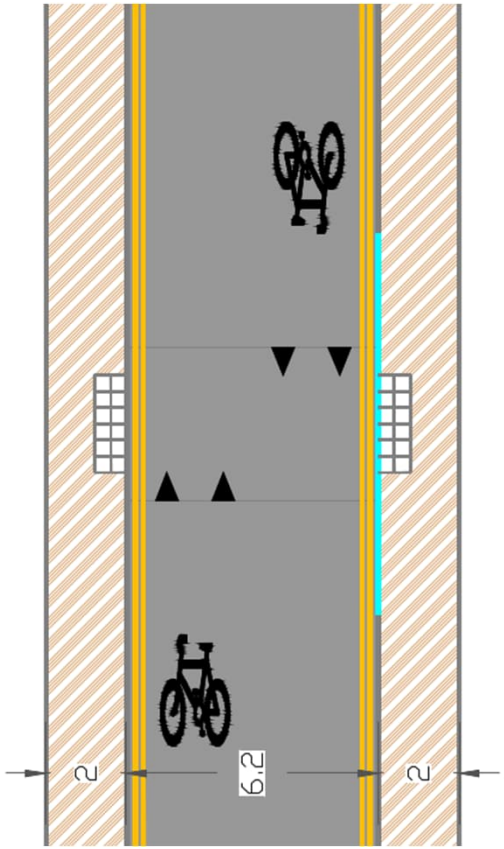
- Removing the buildout reduces the perception of traffic calming along Skeldergate albeit replaced by full carriageway width speed hump. This may result in an increase of recorded speeds;
- Increased crossing distance for pedestrians;
- Cost associated with removal of kerbs and regrading footway to carriageway level.

High Level Cost Estimate

A high-level cost estimate to carry out these works would be around £30,000. This is inclusive of preliminaries (30%), design & admin (15%) and a risk (40%) uplift but excludes cost associated with installation of additional traffic calming measures.

Schematic Layout:

Note: Schematic layout applies to both study area locations.



Summary

Total removal of the buildouts would remove the conflicts between motor vehicles and cyclists. The removal of the buildouts would potentially increase speeds along Skeldergate and would be reliant upon further traffic calming measures such as vehicle activated speed signs to control speeds.

Stage 1 Summary Table

Option	Indicative Cost *	Satisfying Key Objective *(Improved cycle safety at buildouts)*	Deliverability Rating	Summary Comments
1 – Renew Existing Buildouts	£5K	✓	Green	+ Simple and low cost to implement + New road markings and signs formalising priority - No protection for cyclists in both directions
2 – Cycle bypass at Buildouts	£35K	✓✓✓	Amber	+ Offers protection for one direction of cyclists + New road markings and signs formalising priority - Highest cost to implement - Potential issues with utilities
3 – Reduce Buildout Extents	£28K	✓	Green	+ Increased carriageway width through pinch points + New road markings and signs formalising priority - No protection for cyclists in both directions
4 – Removal of Buildouts	£30K	✓✓	Green	+ Complete removal of pinch points - No protection for cyclists in both directions

Preferred Option

Following a review of the four options presented, CYC (Beth Old) advised:

"Having looked at the options and scrutinised them against the project outline, I have come to the conclusion that only Option 2 fully meets the objective. That is: 'Enable cyclists to safely pass the Skeldergate build-outs without conflict over right of way and road space from other road users.' The key being 'without conflict', and the risk of this conflict still occurring seems to be present in all options except [Option] 2 and [Option] 4. As [Option] 4 may result in increased speed and reduced pedestrian safety, it can be ruled out, leaving Option 2."

On this basis, Option 2 was taken forward to preliminary design and assessment.

Stage 2 Preferred Scheme: Preliminary Design & Assessment

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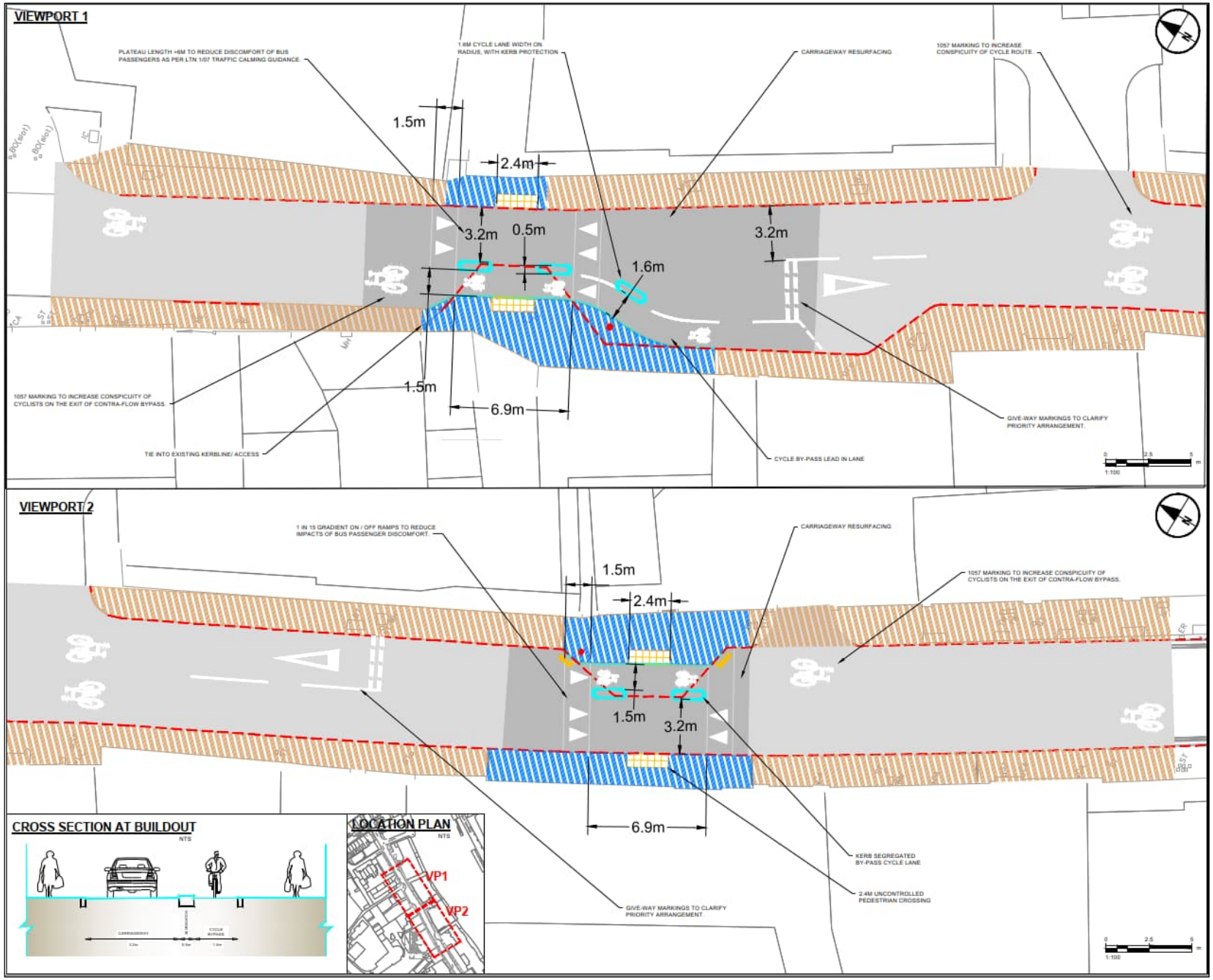
Preliminary Scheme Design



LTN 1/20 Qualitative Assessment

Overview

Whilst LTN 1/20 does not outline an audit technique for buildouts specifically, the principles of the Cycle Level of Service have been applied to both the existing and proposed layouts to determine a red, amber or green rating. Relevant extracts from LTN 1/20 design guidance are provided in Appendix A. Of particular note are:

- Guidance at chicanes;
- Minimum acceptable lane widths; and
- Red, Amber & Green Ratings for CLOS (Cycle Level of Service) and JAT (Junction Assessment Tool).

Existing layout

The existing geometric layout of the buildouts and relatively low traffic volumes / speeds are sufficient to meet LTN 1/20 requirements for a mixed traffic environment and would be expected to score a green rating. However, the lack of clarity at the buildouts to ensure motorists are aware of the priority arrangement results in an unsafe environment for cyclists, which would reduce the buildouts to a RED rating due to safety issues.

Preferred Option

The proposed option provides cyclists in one direction a dedicated kerb segregated bypass of the buildouts that meets the minimum 1.5m width requirement. Kerb segregation of 0.5m will put cyclists in a safer riding position, away from any potential conflict with motor vehicles. The inside edge of the segregation kerb will be splayed to avoid pedal strike on the offside. The cyclists travelling in the opposing direction are still be required to pass though the buildout in the primary position within a lane that is within the prescribed width of 3.2m or below. Additional signage confirming the right of way and cycle 1057 markings within the carriageway, should reduce the risk of near pass incidents. As such, the preferred option is considered to score a GREEN rating.

Design Decision Log

Ref	Design element	Potential Hazard / Risk	Design Decision
DD-01	Carriageway Cycle Markings	Motorists unaware of presence of cyclists	To increase conspicuity of cyclists emerging from the proposed cycle bypasses, 1057 cycle markings are proposed within the carriageway and on the approaches and exits to the two buildouts.
DD-02	New give-way markings	Potential for the internal link to become blocked between the two alternate direction give-way markings (vehicles give way northbound at the northern buildout and southbound at the southern buildout)	Guidance within LTN 1/07 (relevant extracts from which are provided at Appendix A) recommends spacing between vertical traffic calming measures of at 60-70m. The proposed scheme layout retains the existing spacing between raised tables of 60m but with improved clarity regarding priorities. It is recognised that introducing this clarity in the form of give-way markings results in an internal 'stacking space' of approximately 35m. The risk of this internal link becoming blocked with both directions of motor vehicles unable to progress is considered to be low given the current (low) vehicle flows on this link together with good forward visibility. *Note:* An alternative arrangement would be to give priority in a single consistent direction at both buildouts. However, this would remove the requirement for the unopposed direction of travel to give-way, potentially encouraging higher vehicles speeds. It may also result in increased driver frustration for the direction of travel with two sets of give-way markings which may result in potential conflicts with opposing cyclists.
DD-03	Cycle segregation	A) Cycle collisions with vehicular traffic. B) Risk of pedal strike with new cycle segregation units.	A) To increase safety for cyclists travelling in the opposing direction to vehicular traffic at buildouts, the proposed layout includes kerb segregated cycle bypasses at both buildouts. A full 0.5m kerb unit is proposed to protect against the risk of vehicles 'overhanging' into the cycle lane (for example, wing mirrors). B) Cycle segregation units will be designed with a splayed internal edge to reduce the risk of pedal strike, increasing the effective width of the cycle bypass.
DD-04	Raised Plateaus	Cyclists 'jolt' as they manoeuvre the raised speed plateaus (potential comfort issue).	Detailed design to ensure ramp gradients are optimised to minimise 'jolt' to cyclists whilst also providing sufficient traffic calming benefit. *Note:* An alternative arrangement that does not provide a raised plateau was considered (see Appendix B) but rejected as CYC confirmed the removal of existing speed plateaus is currently out of scope.

Utilities Information

Northern Powergrid

Open Reach / City Fibre / Virgin / Yorkshire Water / Vodaphone / Northern Gas Network

Note:

- Utilities locations are indicative at Preliminary Design stage and are shown on drawings 60685224-ACM-2700-ZZ-DR-TR-0001 / 0002. There may be additional utilities present that are not identified these drawings.

Conclusion: There are a high number of utilities within the study area within both the carriageway and footway. As such, this increases the risk associated with any diversion / cost of required diversions. Whilst it is unlikely that proposals will require diversion of underground services, this cannot be confirmed until C3 stage.

Preliminary design cost estimate

Block Cost Estimate

Scheme	**Skeldergate**	**OPTION 1A**	
Client:	**CYC**	Preparation Date:	**Sept 2022**
Costing Base Year:	2022		
Construction Year:	2023	Inflation Adjustment Factor (IAF):	101.5%

BASE COST	Description			Section Costs	Section Costs (£ 2022 rates)	Sub Totals (£)
Preliminaries	Construction Costs			£49,977	**£50,726**	
	Traffic Signals equipment				**£0**	
	Works Contingency	5%	Sum of Works costs	£2,499	**£2,536**	
	Utilities Allowance	20%	Sum of Works costs	£9,995	**£10,145**	
	TTM	20%	Sum of Works costs	£12,494	**£12,682**	
			Sub Total:			**£76,089**
Scheme Design & Development	Design	10%	Capital costs		£7,609	
	Contract Management	2%	Capital costs		£1,522	
	Site Supervision	2%	Capital costs		£1,522	
			Sub Total:			**£10,653**
RISK						
Risk	Risk Contingency	25%	Sum of Works costs		£21,685	
			Sub Total:			**£21,685**
	Scheme Cost Estimate - Grand Total:					**£108,427**

Note:

- Risk allowance expected to reduce during detailed design stage.
- Cost increase in comparison to Concept Design stage attributable to: increases in material costs; requirement to adjust drainage; need to reinstate additional sections of cracked or altered York Stone paving and kerbs; and increased utilities allowance (20%) given the prevalence of utilities as shown in previous slide.

Residual matters to inform Detailed Design

Specifications

- Specification of kerbs
- Specification of kerb segregation islands
- Specification of footway surfacing
- Specification of traffic sign requirements
- Specification of tactile paving
- Specification of raised plateau

Data & Assessments

- C3/C4 Stats Information
- Stage 1/2 Road Safety Audit & Designers Response

Approvals

- CEC approval of proposed scheme and associated costs
- Agreement from Ward members of proposed scheme

Appendix A
Design guidance review

LTN 1/20 Guidance Information

LTN 1/20 – Guidance at Chicanes

7.6.4 Cycle bypasses should be provided alongside horizontal measures such as chicanes or narrowings; the gap should be at least 1.5m wide to accommodate all types of cycle and to allow access by sweeping machinery. Where debris is likely to collect in the bypass at carriageway level, an alternative is to ramp up the cycle lane across the top of the buildout.

The bypass should be arranged so that cyclists re-entering the carriageway are protected and not placed in conflict with passing vehicles.

7.6.5 Vertical deflection features: Sinusoidal ramps have a smooth transition profile on both sides of the hump as shown in Figure 7.8. They are more comfortable for cyclists and should normally be used where on -carriageway cycling is anticipated.

Any difficulties in achieving the sinusoidal profile may be overcome by using preformed sections. These are particularly useful for approaches to flat-topped humps and speed tables. The profile of precast products should be checked to ensure it conforms to current regulations.

7.6.6 Flat-topped road humps can be used as pedestrian crossings (formal or otherwise). The requirements for road humps are contained in the relevant regulations.

7.6.7 A separate cycle bypass allows the hump to be avoided altogether (with 1 ,5m spacing between any kerbs). Where cyclists have no choice but to travel over humps, care should be taken to ensure that the transition from road to hump has no upstand.

7.6.8 Speed cushions are a form of road hump and are therefore subject to The Highways (Road Hump) Regulations 1999. The dimensions allow wide tracked

vehicles such as buses, ambulances and HGVs to straddle them. Cushions are not a preferred form of traffic calming on cycle routes because they constrain the ability of cyclists to choose their preferred position in the carriageway and are particularly hazardous to riders of three wheeled cycles.

7.2.9 Chicanes and pinch-points should be designed in such a way that cyclists are neither squeezed nor intimidated by motor vehicles trying to overtake. The preferred option is to provide a bypass or alternatively sufficient lane width (more than 3.9m) so that the cyclist can remain in the secondary position and be overtaken safely. Where the lane or cycle bypass is bounded by fixed objects such as full height kerbs, the additional widths given in Table 5-3 should be provided.

7.2.10 When width is insufficient for a bypass, the carriageway width is restricted to prevent overtaking. This will not be desirable over long lengths unless motor traffic volumes are also very low, as cyclists will feel intimidated by vehicles waiting to overtake. Gaps between kerbs (or kerb and solid white centre line) should be a maximum of 3.2m. As noted above, widths between 3.2m and 3.9m may encourage close overtaking by motor traffic at pinch points and should not be used

LTN 1/20 – Lane Widths on Bus Routes

Table 7-2: Minimum acceptable lane widths*

Feature	Desirable minimum	Absolute minimum	Notes
Traffic lane (cars only, speed limit 20/30mph)	3.0m	2.75m	2.5m only at offside queuing lanes where there is an adjacent flared lane
Traffic lane (bus route or >8% HGVs, or speed limit 40mph)	3.2m	3.0m	Lane widths of between 3.2m and 3.9m are not acceptable for cycling in mixed traffic.
2-way traffic lane (no centre line) between advisory cycle lanes	5.5m	4.0m	4.0m width only where AADT flow <4000 vehicles** and/or peak hour <500 vehicles with minimal HGV/Bus traffic.

* these lane widths assume traffic is free to cross the centre line, see 7.2.9 for details on critical widths at pinch points

** While centre line removal is still feasible with higher flows, the frequency at which oncoming vehicles must enter the cycle lane to pass one another can make the facility uncomfortable for cycling.

LTN 1/20 CLOS / JAT Score Rating

Suitable only for confident existing cyclists, and may be avoided by some experienced cyclists. Conditions are most likely to give rise to the most common collision types. Score = 0	Likely to be more acceptable to most cyclists, but may still pose problems for less confident or new cyclists. The risk of collisions has been reduced by design layout or traffic management interventions. Score= 1	Suitable for all potential and existing cyclists. The potential for collisions has been removed, or managed to a high standard of safety for cyclists. Score = 2

Traffic Calming Design Guidance (LTN 1/07)

Noise and Vibration

4.2.8 Research commissioned by the Department has shown that the maximum vertical acceleration from a sinusoidal hump is slightly greater than that from a round-topped hump of the same length, which may cause slightly increased discomfort to vehicle occupants (Kennedy et al., 2004). Flat-top humps with 1 metre length sinusoidal ramps gave lower levels of noise and vibration compared to flat-top humps with straight ramps. Discomfort, noise and vibration are discussed in greater detail in Section 4.5. Local authorities will also need to consider any additional cost in achieving a true sinusoidal profile, possibly including the need for additional construction site monitoring.

Hump Spacing

4.2.6 A maximum spacing of 150 metres is normally recommended for round-top and flat-top road humps and raised junctions (when used in a series), but at this spacing (closer for 50 mm high humps) there may be more braking and acceleration than if the spacing is below 100 metres. Hump spacing of 150 metres is not suitable for 20 mph zones where a spacing of 60–70 metres will be required.

Buses

2.5.4 For flat-top humps (Fig. 2.1), the shallower the gradient of the on/off ramps, the lower the speed reduction. Trials by local authorities indicate that gradients of about 1:15 were noticeably more comfortable than gradients of 1:10, but little further gain was obtained with gradients of 1:15 and 1:20. This suggests that 1:15 would be a suitable compromise to obtain reasonable speed reduction without excessive discomfort (TAL 02/96). TfL recommends an off gradient of 1:20 (TfL 2005). The length of plateau between the on and off ramps may also affect driver and passenger discomfort. However, the relationship between plateau length and passenger discomfort is less well documented, the results are not so consistent and may depend on the bus type and suspension of the vehicle. Most bus companies prefer a plateau length of at least 6 metres, which can accommodate the wheel base of most buses in the UK. TfL recommends a 12.5 metre length for articulated buses and buses greater than 15 metres in length (TfL 2005).

Cyclists

2.7.30 Test track trials of different profile humps, all 75 mm high, indicated that the 3.7 metre long sinusoidal hump was the most comfortable for cyclists. However, the difference in discomfort between the sinusoidal and round-top humps was not large, and local authorities would need to consider the cost effectiveness of achieving the sinusoidal profile (TAL 09/98). The 8 metre long flat-top hump with 1:13 straight on/off ramp gradients was the least comfortable (for cyclists) of all the humps tested. Some cyclists complained about the double jolt they felt crossing the hump (Sayer et al., 1999).

2.7.31 The results of the trials indicate that the use of flat-top humps with straight ramps should be kept to a minimum on routes used by substantial numbers of cyclists (i.e. only in conjunction with pedestrian crossing facilities or at side road entry treatments). It may be preferable at these locations to use ‘S’ humps.

2.7.32 Cyclists will normally be expected to use the shallower outer profiles of the ‘H’ and ‘S’ humps (see Chapter 4). However, care is needed with the ‘H’ hump to ensure that any drainage gully located near the foot of this ramp is placed and constructed so that it does not interfere with the smooth passage of cyclists (see paragraph 4.2.8)

S-Humps

The ‘S’ hump (Fig. 4.10) was designed by Fife Council (1996) in Scotland, using a similar principle to the ‘H’ hump described above. The ‘S’ hump dimensions used by Fife are given in Figure 4.11. This shows that the minimum gradient for the outer ramps are 1 in 33 and the maximum inner ramp gradients are 1 in 8, with an overall height of 75 mm and a plateau length of 7 metres. Vehicles with a narrow track have to use the steeper part of the hump, whereas those with a wider track are able to use the less severe outer ramps. This benefits large buses and fire appliances but may not be as effective for small ambulances or minibuses with narrower tracks. The ‘S’ hump could be used in a speed cushion scheme, where raised junctions or pedestrian crossings are required. A spacing of 100 metres was found to be acceptable for the ‘S’ road humps in Fife (TAL 09/98, Webster & Layfield, 1998). The speed differential between buses and cars was similar to the ‘H’ hump.

Appendix B
Preliminary design variant – no raised table

Design variant of preferred option – No Raised Plateaus

Key Features

- Introduction of vehicular give way road markings at buildouts with associated signing;
- Supplemented with introduction of 1057 cycle markings along Skeldergate;
- 1.5m cycle bypass of giveaway movement at buildouts.

Notes:

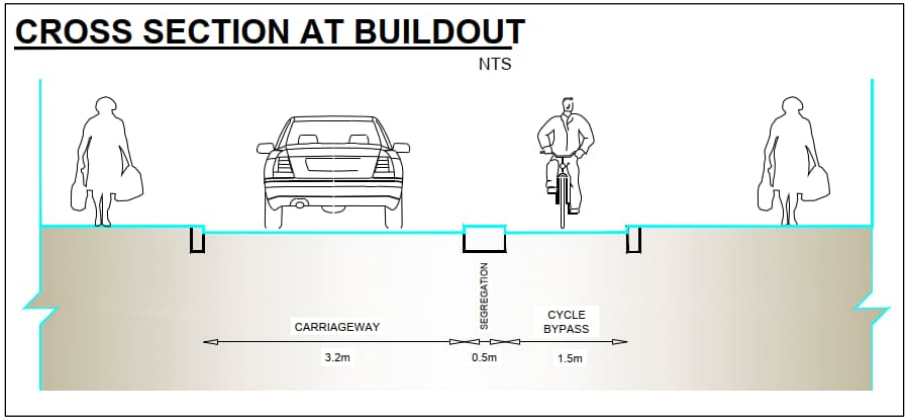
1. A cycle bypass of the pinch points will remove cyclists from the narrow carriageway and provide a protected route through;
2. The width in the opposing direction for cyclists routing through the buildout will be maintained at 3.2m in order to ensure cyclists are located within the primary position and provide sufficient width for Buses / HGV's.

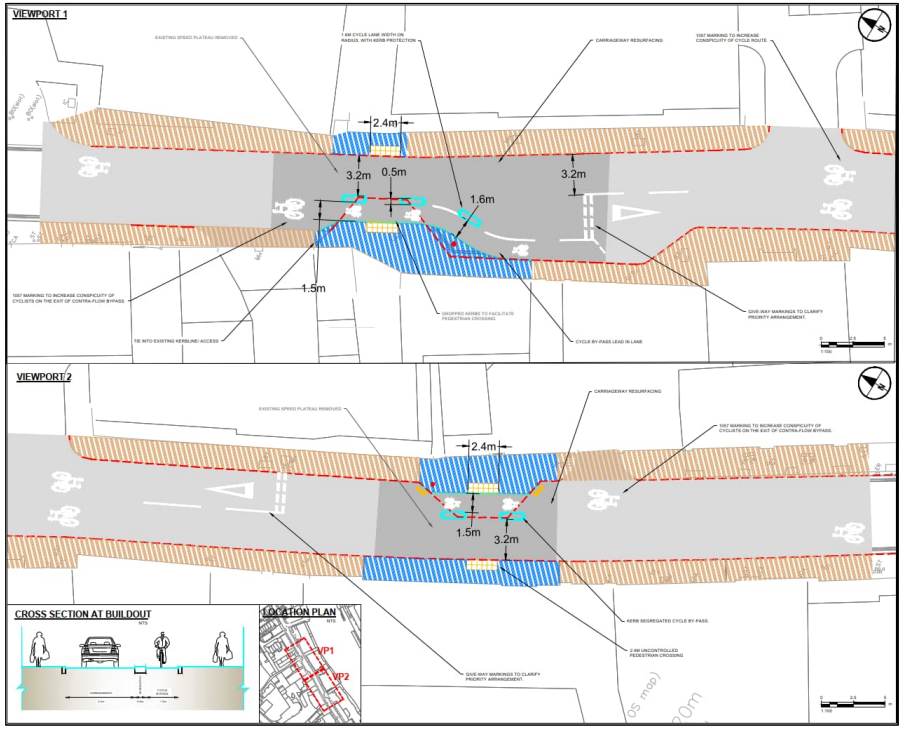
Main Advantages

- Removes cyclists in one direction from the pinch point at the buildouts;
- Ensures eastbound cyclists still with traffic take the primary position;
- Introduction of markings and signing to formalise the priority arrangement enforces the requirement to allow opposing traffic / cyclists to clear the buildout before advancing.
- Removes safety, noise, discomfort and vibration issues relating to speed plateaus.

Main Disadvantages

- Protection only provided for one direction of cyclists due to the width constraints along Skeldergate;
- Existing width does not allow for a standard cycle lead in lane to the bypass arrangement;
- Potential utility impacts, particularly at northern most buildout (subject to C3 statutory undertakers enquiries);
- Issues relating to speed potentially increased in comparison to Option 1A, potential for these to be negated by speed camera / speed messaging.





Note: CYC CONFIRMED THIS VARIANT OPTION IS NOT TO BE PROGRESSED

Decision Session – Executive Member for Transport **13 December 2022**

Report of the Corporate Director of Place

Coppergate – Proposed Traffic Regulation Order (TRO)

Summary

1. It is proposed to make the temporary traffic regulation order (TTRO) previously introduced in 2020 for Coppergate permanent. Back in 2020 a one-way direction of travel (Piccadilly to Nessgate) was introduced for vehicles, but excepting cycles, which can travel in both directions.

2. This report will consider the representations received to the statutory consultation for the permanent order. Specifically proposed in the TRO is the amendment of the previous arrangement of two-way vehicle movements, to allow one way only from Piccadilly to Nessgate, with the exception of pedal cycles, with officer recommendation for a future course of action.

3. Since the temporary order was introduced the improvement in the overall ambience of the street has been well received by users and residents. This comprises general improvements in safety, noise, air quality and reduced congestion.

4. The order also includes the introduction of an exemption to the right hand turn ban into Coppergate from Clifford Street to allow pedal cycles to make that manoeuvre.

Recommendations

5. The Executive is asked to:

   1) Approve the recommendation to make the temporary restrictions permanent.

Reason: To help reduce vehicle movements and minimise the pedestrian and vehicle conflict in the street; and to improve levels of safety, whilst still allowing for two way cycle travel to continue.

Background

6. In response to COVID an Emergency Active Travel scheme to provide social distancing space for pedestrians on Coppergate was implemented in June 2020. In order to achieve this, the carriageway space for vehicles was reduced. This also provided an opportunity to provide a contra flow cycle lane in a south-west to north-east direction. The scheme physically implemented on the ground provided the social distancing space for pedestrians on the south side of the street by widening the footway space available into the carriageway. A one-way only TTRO (Piccadilly to Nessgate) was introduced, along with the contraflow cycle lane (Nessgate to Piccadilly).

7. This meant that motorised vehicular traffic is allowed to travel in one direction only, cyclists can travel in both directions and additional space was provided for pedestrians on the southern side of the street. This arrangement is still in place (November 2022) with the exception of the segregated pedestrian area which was removed in summer 2021 as COVID restrictions relaxed.

8. The original TTRO was granted for 18 months and was due to expire in December 2021. However, following the Executive Member for Transport decision session in November 2021 an application was made to the Secretary of State to extend the current TTRO for 12 months. The extension was agreed and the current TTRO expires on 14th December 2022.

9. A key consideration is to appreciate that some bus routes have been adversely affected by the closure of Coppergate at the western (Nessgate) end. A city centre bus study is currently underway and will inform the decision on longer term arrangements.

10. It would not be possible to continue the temporary arrangements until the bus study is complete as the Secretary of State would not authorise extensions without the council's long-term intention being clear. Therefore, a decision was made at the March 2022 meeting to make the TTRO permanent.

11. The bus study and other projects relating to regenerating the Castle/eye of York area may produce options for investment to enable further

improvements to the public realm for pedestrians, cyclists and public transport users.

12. There may be opportunities in the future to make more improvements to the visual quality of the street, but this would be subject to future decision making by councillors and available budget.

Consultation

13. The proposed TRO was published and advertised in July 2022, see **Appendix A**. Residents and businesses affected were informed by letter, see **Appendix B**.

14. Advertisements were placed on Coppergate and in a local newspaper. All residents/businesses of properties within the street were written to, as well as Ward Councillors and were invited to comment on the proposal.

15. Five representations were received in response to the letter, see **Appendix C**.

Options

16. **Option 1**: Implement the restrictions as proposed (Recommended Option). This is the recommended option because it allows for the introduction of restrictions at this location, which help to reduce vehicle movements and minimise the pedestrian and vehicle conflict in the street and improve levels of safety, whilst still allowing for two way cycle travel to continue.

17. **Option 2**: No Further Action
If the TTRO is not made permanent, it will lapse on 14 December 2022 and Coppergate would revert to the previous traffic arrangement. This is not the recommended option as Coppergate would return to 2 way usage for motor vehicles, it increases vehicle movements and reduces available space for cycle travel on the street.

Analysis

18. 4 respondents supported or were broadly in favour of the proposals. Many of these would like to see further measures to pedestrianise the street, and 1 objection was received, again seeking further measures to make Coppergate part of the pedestrian zone.

19. On balance the majority of respondents were in favour of the proposed TRO.

Council Plan

20. The Scheme proposals are embedded in the Council Plan 2019-23. The implementation of these proposals are an integral part of the key priorities to enable “getting around sustainably; a greener and cleaner city; safe communities and culture for all and an open and effective council”.

Implications

21. **Financial –** There are no further direct costs of implementing the permanent TRO. The estimated costs to date of the TRO changes are £59k which have been met from the transport capital programme. Any future long term options for Coppergate that may require further funding to implement will be considered as part of a future budget process.

22. **Human Resources (HR)** – there are no HR implications.

23. **Equalities –** Under Section 149 of the Equality Act 2010 a public authority must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. This is known as the Public Sector Equality Duty (“PSED”).

24. Statutory guidance issued in May 2020 reiterated that the Public Sector Equality Duty continued to apply as Councils made changes (permanent and temporary) to their road networks in response to Covid-19, and the needs of disabled people and those with other protected characteristics must be considered. A fair and proportionate balance had to be found between the needs of people with protected characteristics and the interests of the community as a whole. Case law held that achieving such

a balance is not a breach of the PSED and that there is no prescriptive way to evidence due regard. The measures taken by the Council by making and extending a TTRO were those considered necessary to achieve the objective of helping to limit the spread of Coronavirus and were therefore considered to be a proportionate means of achieving a legitimate aim.

25. An Equalities Impact Assessment is included with this report, see **Appendix D**, detailing how the Council is considering and mitigating, where possible, any disproportionate impacts of the highway changes on people with protected characteristics and meeting its Public Sector Equality Duty, particularly in relation to disabled people.

26. **Legal** – The Council has powers under the Road Traffic Regulation Act 1984 ("Act") to make Traffic Regulation Orders and Temporary Traffic Regulation Orders ("TTRO"). In making the decision to make the temporary order permanent, the Council must consider the criteria within Section 122 of the Road Traffic Regulation Act 1984 and, in particular, the duty to make decisions to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians). The statutory procedure to be followed in the publication and making of TROs provide a 6 week period following the making of an order in which a challenge can be made in the High Court on the grounds that the order is not within the statutory powers or that the prescribed procedures have not been correctly followed. A TRO has the potential to interfere with human rights, depending on the measures in question. However, it is open to the Council to consider any such interference as justified, being proportionate and necessary. The Council must give due regard to the public sector equality duty as addressed in other parts of this report, including the EqIA that has been produced.

27. **Crime and Disorder** – There are no crime and disorder implications.

28. **Information Technology (IT)** - There are no IT implications.

29. **Property** – There are no property implications.

30. **Risk Management**

31. At this stage the main risk is that if there are delays to any decision making, the measures provided in Coppergate to enforce the order will need to be removed and the street would revert to two way working. These measures include the provision of signing, a contraflow cycle lane and planter.

Contact Details

Author:	**Chief Officer Responsible for the report:**
Author's name **Gary Frost**	**Chief Officer's name** **James Gilchrist**
Major Transport Projects Manager	**Director for Transport, Environment & Planning**
Transport Department Tel No. 07795 237879	**Report Approved** √ **Date** 5/12/22

Specialist Implications Officer(s) List information for all

Financial:
Jayne Close
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Legal:
Dan Moynihan
Senior Solicitor – Contracts & Commercial
Tel No. 01904 554143

Sandra Branigan
Senior Solicitor
Tel No. 01904 551040

Wards Affected: Guildhall **All** ☐

For further information please contact the author of the report

Background Papers: None

List of Annexes

Annex A - THE YORK (COPPERGATE) (LOCAL BUS PRIORITY) (AMENDMENT) (No 16/1) ORDER 2022.

Annex B – Letter sent to residents and businesses affected by the Order.

Annex C – Representations received during the statutory process.

Annex D – Equalities Impact Assessment.

List of Abbreviations Used in this Report

TRO – Traffic Regulation Order
TTRO – Temporary Traffic Regulation Order
COVID – Coronavirus 19
PSED – Public Service Equality Duty
HR – Human Resources

Annex A - THE YORK (COPPERGATE) (LOCAL BUS PRIORITY) (AMENDMENT) (No 16/1) ORDER 2022

CITY OF YORK COUNCIL
NOTICE OF PROPOSALS
THE YORK (COPPERGATE) (LOCAL BUS PRIORITY) (AMENDMENT) (No 16/1) ORDER 2022

Notice is hereby given that City of York Council, in exercise of powers under Sections 1, 2, 4, 19 and Schedule 9 of the Road Traffic Regulation Act, 1984 ("the Act") and of all other enabling powers and after consultation with the Chief Officer of Police in accordance with Schedule 9 of the Act, proposes to make an Order which will have the effect of amending The York (Coppergate) (Local Bus Priority) Traffic Order 2016 and The York Traffic Management Order 2014 to:

(a) Introducing a 'ONE WAY direction of travel, except for cycles, in Coppergate, York, to allow permitted vehicles to travel in a south westerly direction of 'ONE WAY' traffic flow, therefore revoking the existing 'TWO WAY' traffic flow in Coppergate.

(b) Introducing an exemption to the Right hand turn into Coppergate from Clifford Street to allow pedal cycles to make the Right hand turn from Clifford Street into Coppergate.

A copy of the draft Order, Statement of Reasons for making it and relevant maps can be inspected at the Reception, West Offices, Station Rise, York, during normal business hours. Objections or other representations specifying reasons for the objection or representation should be sent to me in writing to arrive no later than 29th July 2022.

Dated the 8th day of July 2022

Director of Place
West Office, Station Rise, York, YO1 6GA
Email: highway.regulation@york.gov.uk

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Annex B – Residents and businesses affected were informed by letter

Place Based Services
West Offices
Station Rise
York
YO1 6GA

Contact: Gary Frost
Tel: 07795 237879
Email: gary.frost@york.gov.uk
Ref: cap prog/covid19 transport/coppergate

The occupiers of:
1-22,26,28,30,32 Coppergate; 4,5,7 Nessgate; 1 Castlegate; 2 Piccadilly; 1,2 Pavement; All Saints' Church, High Ousegate
York

Date: 12th July 2022

Dear Occupier

Proposed One Way Order, Cycle Lane Waiting Restrictions – Coppergate, York

It is proposed to make the temporary traffic order introduced in 2020 in Coppergate permanent. This was the introduction of a one way direction of travel (Piccadilly to Nessgate) order for vehicles, but excepting cycles, which can travel in both directions.

Therefore the pre June 2020 two way traffic flow in Coppergate has been revoked. The improvement in the overall ambience of the street has been well received by users and residents since the temporary order was introduced. This comprises general improvements in safety, noise, air quality and reduced congestion. There may be opportunities in the future to make more improvements to the visual quality of the street, but this would be subject to future decision making by councillors and available budget.

The scheme also includes the introduction of an exemption to the right hand turn into Coppergate from Clifford Street to allow pedal cycles to make that manoeuvre.

Should you require any further information in regard to this item then please contact the project manager, Gary Frost, telephone 07795 237879, email gary.frost@york.gov.uk

I do hope you are able to support the proposals but should you wish to object then please write, giving your grounds for objection, to the Director of Economy and Place at the address shown on the Notice of Proposals, to arrive no later than the date specified in the Notice.

Yours faithfully

Gary Frost
Major Transport Projects Manager

Enc. Documentation

Cc – Cllr Craghill, Cllr Fitzpatrick & Cllr Looker

CITY OF YORK COUNCIL
NOTICE OF PROPOSALS
THE YORK (COPPERGATE) (LOCAL BUS PRIORITY) (AMENDMENT) (No 16/1) ORDER 2022

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A copy of the draft Order, Statement of Reasons for making it and relevant maps can be inspected at the Reception, West Offices, Station Rise, York, during normal business hours. Objections or other representations specifying reasons for the objection or representation should be sent to me in writing to arrive no later than 29th July 2022.

Dated the 8th day of July 2022

Director of Place
West Office, Station Rise, York, YO1 6GA
Email: highway.regulation@york.gov.uk

Annex C – Representations received

Summary of Representations

Serial	Name	Date Received	Summary of Representations
1	Respondent 1	15-07-2022	Thank you for your letter for the proposal of coppergate traffic restrictions. I have been in buissness for twenty seven years down coppergate and own the freehold. Your proposal to make one way should have been done years ago after witnessing numerous accidents, the paths are also two narrow and need widening , They should make coppergate completely pedestrianize and hopefully this will eventually happen like fossgate , The other issue is the road is completely worn and needs re tarmacking and I know all residents and shops have issues on vibration, (due to no cushion on the road due to wear of tarmac). I hope and look forward to your reply on all issues.
2	Respondent 2	18-07-2022	(Regarding the Proposed One Way Order, Cycle Lane Waiting Restrictions- Coppergate, York) We fully support the move to make Coppergate a one way road- and would fully support if in the future it can be made to be cycle and pedestrian only. We have many reasons that the current system (i.e. one way traffic), and any future moves to remove traffic from Coppergate during the restricted hours would be positive- our problems with the traffic outside our shop (which are made worse with 2 way traffic) are as follows:

			• Footpaths- the footpaths down Coppergate are very narrow, and with the amount of tourists we get flooding between Parliament Street and the Coppergate centre means that often people end up walking on the road- overflowing the footpaths. • Air Pollution- we find that often we get blasts of exhaust fumes coming into the shop. This can damage our stock which does consist of a large amount of ribbons (fabric elements) and wool and also is unpleasant for any customers or staff in the shop, and can be damaging. • Noise pollution- we find it very difficult to both hear and speak to customers (especially those who are already hard of hearing). If we have our door shut we have always found it reduces footfall (and subsequently sales), so with the door open it can be quite embarrassing and also frustrating when large noisy vehicles such as buses and cars come past. • Pedestrian Mobility- York has an overwhelming number of tourists in the city centre (which is great) but to anyone who doesn't know the roads priorities it can be confusing that the pedestrian zone does not extend to Coppergate. We often hear or see near misses of pedestrians crossing outside, when buses have come close to serious incident. Cars that are visiting York- and have realised too late that there is no access up the street- try to turn round in a very narrow space at the front of our shop. It would definitely benefit from not having a 'mixed use' (which is visually confusing) of cycles- but also taxis and buses- but no other traffic. • Vibrations of traffic- Our building is very old- every time a large vehicle goes past the front of the building it can be felt throughout (not helped by a drop from a hump onto the road surface directly outside our shop) I'm sure it also impacts the church opposite too. It is a historic building and for this should be allowed some protection if possible- so the move to make it one way is at least a positive step towards this.
3	Respondent 3	20-07-2022	I would like to comment on the proposed one way order for coppergate. I am opposed to making the restriction permanent,it doesn't go far enough to improve the safety of pedestrians or the air quality for resident and workers on the street. I run a business on the street and frankly the one way system makes no difference to the

			safety of pedestrians or cyclists,as the pavements are narrow and slope towards the carriageway for pedestrians and the cyclists still have to run the gauntlet of delivery vehicle using the carriageway to park on . Large vehicles have always had to use most of the carriageway when negotiating the bend at the crossing from the Coppergate centre to All saints church making it unsafe for cyclists to traverse the crossing at the same time. The cycle lane is only one way,if you are going to make it cycle friendly it needs a cycle lane on both sides. For pedestrians, the cyclists and powered vehicles using the street are too close to the narrow pavements meaning there are many near misses from handlebars and mirrors. I would like to see what difference the one way system has made in air quality on the street,could you supply information from the pollution monitoring outside the Three Tuns? Congestion on Coppergate is often worse with no traffic turning into Coppergate from the Clifford street end, less vehicles are able to make a right hand turn from Coppergate onto Clifford street due to traffic now only flowing straight on Clifford street inhibiting the right hand turn. Personally I think the whole street should be made part of the pedestrian zone to include i in the rest of the city centre and not cutting off the Coppergate centre/ Cliffords tower tourist areas from the rest of the pedestrian zone.
4	Respondent 4	29-07-2022	Just a note to let you know about our support for the proposed Coppergate scheme. We are residents of Galtres Chambers at the west end of Coppergate and have suffered badly from the vibration caused by the constant flow of heavy bus traffic up and down this road, this has much improved as the traffic has reduced and the vehicles now take a more central route along the middle of the road and avoid the manhole covers at the road sides that cause the vibrations. Any further improvements to Coppergate would be much appreciated, particularly in improving the steep cross level problem in the narrow area of the footpath on the south side of the street near the Three Tuns pub.
5	Respondent	31-07-	thank you for contacting the cycle campaign and sharing the proposal to make

	5	2022	Coppergate a one-way street for vehicles with the exception of cycles. We are broadly in favour of the proposed changes but have concerns about the proposed exemption for the right turn into Coppergate for cyclists, to allow cyclists to turn from Clifford Street into Coppergate. We note that this movement does not meet the guidelines laid out in LTN1/20 and puts cyclists in an exposed position in the middle of the road. Only the most confident of cyclists are going to be willing to undertake this movement. We would appreciate you exploring the following suggestions: • Reinstating cycle access along Castlegate, thereby providing a safe route for cyclists approaching Coppergate from the south. • Adding a painted island and bollard/island in the centre of the road on Clifford Street, to provide protection from vehicles passing either side whilst cyclists are waiting to turn right into Coppergate. We'd also like to ask that the planter that has been positioned at the Clifford St end of Coppergate is re-positioned, to allow 1.5m on either side and provide access for trikes, cargo-cycles etc. And although the flowers are lovely it needs to be noted that a structure of this size and height means that someone riding a recumbent cycle and approaching from Clifford St cannot see if any pedestrians are at the zebra crossing, and similarly they can't see if someone on a recumbent cycle is approaching. Meanwhile, as you are no doubt aware, the area on the Clifford St side of the planter has quickly become an unofficial drop-off and pick-up space for vehicles. This is dangerous and sometimes blocks the passage for cycles completely. We would appreciate it if you can redesign this area to prevent it being used by vehicles in this way. One suggestion might be to move the planter behind the crossing into Coppergate and put bollards on

			what would be the ‘natural’ kerb line between ousegate and Clifford Street? Thank you for allowing us to provide feedback. Please get in touch if you need further clarification on any of the above, or would like to discuss any of it in more detail.

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Annex D – Equalities Impact Assessment

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place
Service Area:	Highways and Transport
Name of the proposal :	Coppergate Traffic Regulation Order Update
Lead officer:	Gary Frost
Date assessment completed:	25-11-2022

Names of those who contributed to the assessment :			
Name	**Job title**	**Organisation**	**Area of expertise**
Gary Frost	Major Transport Projects Manager	CoYC	Highway design, construction, infrastructure development, civil engineering and project management.

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	The aim of the proposal is to reconcile the current temporary traffic regulation order applied to Coppergate and propose that the measures become permanent for now and look ahead to future studies and possibilities for Coppergate. Currently, motorised vehicles can only travel in one direction from Piccadilly to Nessgate. Pedestrians and cyclists can travel in both directions.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The Road Traffic Act, 1984. The Equality Act 2010.

1.3	**Who are the stakeholders and what are their interests?**
	The following stakeholders are affected: 1. All road users, including pedestrians, cyclists and motorists, taxis and public transport users. 2. Frontagers, mainly business proprietors, but including some residents and a church. 3. Bus operators.

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	The desired outcome is that the temporary traffic regulations order becomes permanent in order to maintain the current arrangements whilst wider studies and evolving policy emerges to understand future proposals for use and streetscape of Coppergate. Therefore this outcome is about ensuring procedural compliance in the short term whilst ideas and studies can be undertaken in the future about Coppergate.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.

Source of data/supporting evidence	**Reason for using**
Consultation undertaken for the proposed TRO, and feedback from bus operators.	It provides views on the current arrangements from the public including cycling groups and bus companies.

Step 3 – Gaps in data and knowledge

3.1	**What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.**
Gaps in data or knowledge	**Action to deal with this**
Understanding the long term impact on bus services and long term impact on bus users.	Proposed City Centre Bus Study.

Step 4 – Analysing the impacts or effects.

4.1	**Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?** Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations**.**

Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	May find using the road easier to use and negotiate with safer layouts and more space. Likewise those who take up the opportunity to walk or cycle will find it easier and safer to use the road.	+	M
Disability	May be encouraged to cycle more.	+	M
Gender	None	0	
Gender Reassignment	None	0	
Marriage and civil partnership	None	0	
Pregnancy and maternity	None	0	
Race	None	0	
Religion and belief	None	0	
Sexual orientation	None	0	
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	None	0	
Low income	More encouraged to cycle for utility purposes.	+	M

groups			
Veterans, Armed Forces Community	None	0	
Other	Restrictions to overall motorised traffic could lead to improvements in air quality will provide benefits to people with respiratory problems.	+	M
Impact on human rights:			
List any human rights impacted.	None	0	

Use the following guidance to inform your responses:

Indicate:

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

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
If measures are implemented to restrict motorised traffic it is likely that the profile of the scheme will be high and members of the public will have awareness through press and social media. People will use the street in their daily lives and will experience a quieter, safer and more pleasant environment.	

Step 6 – Recommendations and conclusions of the assessment

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

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

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

Option selected	**Conclusions/justification**
No major change to the proposal	The proposal is concerned with ensuring compliance with the traffic regulations in the short term and seeking a harmonious solution in the longer term.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	**What action, by whom, will be undertaken as a result of the impact assessment.**		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Safety of people with protected characteristics	Road Safety audit of the cycle right turn into Coppergate.	TBA	3 months
Improvement of air quality	Publication of benefits realisation report (monitoring and evaluation).	TBA	TBA

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	This will be considered in the study and the evolving policies which will emerge in due course.