

Meeting:	Executive Member for Transport Decision Session
Meeting date:	22/09/2026
Report of:	Garry Taylor – Director of City Development
Portfolio of:	Councillor Ravilious, Executive Member for Transport

Decision Report: Road Improvements to Outgang Lane, Leading to CYC Gypsy and Traveller Residential Site.

Subject of Report

1. This report presents the comments received from a TRO advertisement and consultation conducted in May 2026, particularly those related to Outgang Lane, leading up to the Osbaldwick Gypsy and Traveller residential site.
2. The residents and business owners have very strong concerns about the danger to pedestrians caused by speeding traffic, obstructions to pathways, the lack of pathways, poor streetlighting, potholes in the road and localised surface water flooding. Outgang Lane was recognised as needing improvements in York Local Plan, with work required to make it safer for drivers and pedestrians (residents as well as industrial estate workers and users).
3. The Executive Member is asked to consider the findings of the consultation and TRO advertisement (from which only two objections were received), and recommendations of the design and consultation.
4. The Executive Member is asked to approve the recommended action **Option 1** to proceed with the proposed scheme of works, except full road resurfacing, which will be considered as future work as and when funding becomes available.
5. The decision is required so that all work (apart from extensive road resurfacing) can commence and be implemented prior to the Winter months when nights are longer. We ask that the Council-respond in an

appropriate manner and demonstrate that the concerns of all residents and Outgang Lane users are being carefully considered and actions being progressed to address these concerns. The road improvement proposal was agreed by Housing Exec. in March 2026 with capital funding approved (excluding road resurfacing).

Benefits and Challenges

Benefits

6. The scheme, as proposed and if implemented, will meet the original desire from residents to have safer pedestrian passage along Outgang Lane pathways by providing new footways and street lighting, and by removing inconsiderate parking which currently obstructs the free passage of pedestrians along existing footways.

7. The design proposal presents a well-balanced and considered solution to meet the request of residents and road users, and incorporates feedback gained from the consultation and TRO advertisement conducted in May 2026 (to extend the pathway to the entrance of the residential area).

Challenges

8. The project is funded by Capital Programme funds and has a budget of approximately £220,000. This is adequate to cover all the proposed work, apart from full road surfacing. Options to cover the full road resurfacing are being explored but appear unlikely at this stage.

9. Outgang Lane is a busy road, with the majority of pedestrian and vehicle activity taking place during normal office hours, so most of the construction work will include working outside of these hours, implementing temporary traffic systems and short road closures. Alternative parking is being sourced for residents at neighbouring business sites, with access arranged by onsite Project Officers for those requiring entry during the day.

10. Despite the initial views of the residents, stakeholders, and local businesses in the area, the TRO advertisement received only two objections. One of the objections relate to the implementation of double yellow lines throughout Outgang Lane, with the view that traffic might then be diverted to Osbaldwick Village.

11. The other objection speculated that the proposed work might lead to antisocial behaviour from residents living on Osbaldwick Gypsy and Traveller site, and an increase of pedestrian usage in the area. However, adding a pavement and streetlighting will improve health and safety by reducing the likelihood of vehicles coming into contact with pedestrians, and although we note the objector's views, there is no evidence that improving the footpaths will increase ASB.

12. Results relating to these objections are included in **Annex A** and summarised in the consultation section of this report.

Policy Basis for Decision

13. This road safety improvement project aims to provide improved pedestrian facilities and enable more people to choose to walk along Outgang Lane by introducing new footways. These facilities, including the introduction of new street lighting will provide safer and more secure facilities free from obstruction, as well as improved regulation of parking and increased compliance with the signed speed limits. This is in accordance with CYC policies and Equality requirements, placing the needs of pedestrians first, and fulfilling the Council's core commitments.

14. This project has been developed in response to concerns being raised by residents and stakeholders and consequently included in the Local Plan for York, for Outgang Lane to receive safety improvements. Concerns about the road's safety was increased following a pedestrian fatality following a collision with a vehicle on business premises on Outgang Lane. This incident escalated tensions between residents and industrial estate businesses. Residents are now more resentful towards motorists, whose inconsiderate behaviour negatively impacts on the road safety for pedestrians. It is viewed that this behaviour would be seen as unacceptable in neighbouring residential areas. The proposed project addresses these issues of inequality and risk of safety in a busy residential and commercial area.

This scheme reflects the four core commitments:

Equalities and Human Rights –

15. The Council must have due regard to the Public Sector Equality Duty under s149 of the Equality Act 2010. The proposed improvements address long standing inequalities in road safety affecting Gypsy and Traveller residents, including children and individuals with mobility issues. An Equalities Impact Assessment has been completed, and its findings have informed the recommended option. **(HREA Annex F)**.
16. The Council has considered the rights of residents under Article 8 of the European Convention on Human Rights which protects the right to respect for private and family life. The proposed works support the Council's obligations to ensure residents can access their homes safely and without disproportionate risk. **(HREA Annex F)**
17. In developing the proposed scheme, officers have drawn on national highways and equalities guidance to ensure that the response to residents' road safety concerns is evidence based and consistent with best practice. The proposal has been assessed to ensure that no intentional or unintentional bias is built into its aims or outcomes, and that the measures support safe, unobstructed pedestrian movement for all users, including those with protected characteristics.
18. The Gypsy and Traveller site was constructed approximately in the mid 1980s as temporary accommodation. Over subsequent decades it has evolved into a permanent residential community. The existing access arrangements, footways and lighting no longer meet the needs of residents, including children and individuals with mobility impairments. Addressing these long-standing deficiencies is consistent with the Council's duty to advance equality of opportunity under s149 of the Equality Act 2010.
19. Engagement has been undertaken with residents and stakeholders to understand their views on the proposed works. Suggestions raised during consultation have been conscientiously considered. The final proposal reflects the issues identified by the community, particularly around pedestrian safety, accessibility and the obstruction of footways by parked vehicles.

20. The Council Plan 2023-2027, 'One City for All' identifies Equalities and Human Rights as a core commitment, including the need to provide equal opportunity and ensure that all residents and visitors can benefit from the city. The proposed improvements directly support this commitment by enhancing pedestrian safety, improving accessibility for users, and addressing historic disparities in the standard of infrastructure serving the Gypsy and Traveller community.

Affordability –

21. Despite allocation from Capital Projects of approx. £220,000 this does not include full resurfacing as advised by Highways. Completing all work with road resurfacing carried out at a later stage will ensure a much higher level akin to other residential sites.

Climate –

22. The view is that any displacement of parking from Outgang Lane can be accommodated by using the off-road car parking available at each of the separate businesses. The implementation of the waiting restrictions should discourage use of Outgang Lane by unnecessary traffic. Reduction of traffic would serve to improve air quality and reduce noise pollution.

Health –

23. The proposed measures serve to reduce dangerous activity on the use of Outgang Lane caused by unnecessary parking, resulting in safer pedestrian facilities, and thereby improve local conditions so that pedestrians, cyclists, and other road users can travel more safely, promoting active travel. Some residents have indicated that they have young children who walk or cycle to school nearby, whilst others walk dogs, and some have mobility issues. The safer environment will in turn lead to improved health and wellbeing.

Financial Strategy Implications

24. The project is being progressed as part of £5.25million Gypsy and Traveller Group and Action Plan, with funding secured from the Capital Programme.

25. The estimated project cost (including fees and implementation costs) is £220,000 and this funding is currently available from the

2025/26 programme (with any cost for future road resurfacing coming from yet to be confirmed budgets outside of the 2025/2026 programme).

26. As mentioned, Executive approval from Housing and Communities was agreed in March 2026 to allow funding of approximately £220,000 to commence in 2025/2026 financial year.

Recommendation and Reasons

27. The Executive Member is recommended to approve **Option 1** to carry out all proposed work in the design for Outgang Lane (Annex C1 and C2*), excluding extensive full road resurfacing, which can commence when further funding is secured or when planned by Highways. Work pertaining to parking restrictions will start at the same time as any parking restrictions approved for Osbaldwick village and Link Road (a decision due to come to a forthcoming EMDS) which will reduce the risk of displacement of parking into Osbaldwick village. Any other work is recommended to start ASAP so that pathways and street lighting can be in place by Winter 2026.

Reasons:

- There is support from the local community, local businesses, and key stakeholders including the York Gypsy and Travellers Working Group, to implement the proposed works and make Outgang Lane substantially safer for all users.
- The work has been highlighted in York's Local Plan as requiring completion.
- The Gypsy and Traveller site is now recognised as a residential area for permanent living, with safety improvements required to bring it to the same standard of roads in other residential areas.

Background

28. Required improvements to Outgang Lane were highlighted as required in the Local Plan formally agreed in February 2025.

29. York Gypsy and Traveller Working Group has since supported the project, along with residents and local businesses that use Outgang Lane, with 77% of Osbaldwick site residencies surveyed, and the majority commenting that they felt “unsafe” using Outgang Lane as pedestrians (13 out of 19 residencies took part in the survey). (See **Annex B**).

30. Other residents requested an alternative road to be built to access the Osbaldwick site. (See **Annex B**).

31. A Topographical Survey of Outgang Lane was conducted by the Transport Projects team in June 2025.

32. Consultation and a TRO advertisement was conducted in May 2026, and engagement included residents, business owners, ward members, road user groups, emergency services, and stakeholders. Slight amendments were included in the design following suggestions from residents and the proposed design was developed (**Annex C1 and C2**) to achieve the desired results and benefits.

33. Construction will be undertaken by contractors already with an existing Framework agreement.

Consultation Analysis

34. A Resident’s Survey was conducted in August 2024 – February 2025 with 68% of the residencies (19 households at the time). The results from this survey paralleled the claims from stakeholders as agreed by investigators facilitating York’s Local Plan, concluding that the road was dangerous with improvement required to be made as soon as possible (**Annex D**).

35. A TRO and consultation on the proposed option (**Option 1, Annex B**) was undertaken with residents, business owners and stakeholders (ward members, emergency services, road user groups, equality groups, and other key stakeholders) between 1st – 19th May 2026 and from the comments received the design improvements for Outgang Lane were amended.

36. Engagement with residents was undertaken by means of face-to-face engagement. Letters with designs were sent to all the businesses located in Osbaldwick Industrial Estate, with follow-up discussions if required. Emails were also sent to other stakeholders.

37. A summary of the feedback is provided in **Annex A** along with officer comments in response. Overall, support for the project is high as the proposals serve to address the concerns raised by residents and businesses received during face-to-face engagement.

38. Only Keyline Civils Specialist, and Cllr. Warters (Osbaldwick and Derwent ward) responded to the consultation and TRO advertisement, with the latter raising an objection to the waiting restrictions proposed on Outgang Lane but more widely relating to the proposed restrictions elsewhere in Osbaldwick. (**Annex A**).

Options Analysis and Evidential Basis

Option 1:

Proceed with Option 1: To implement all works suggested (excluding full road resurfacing).

The preferred option is shown in **Annex C1/C2**

39. York's Gypsy and Traveller sites have been severely neglected for decades which has resulted in these residential areas having very different road safety standards to other traditional "bricks and mortar" residential areas.

40. The scheme will introduce improved pedestrian facilities and street lighting to better manage and regulate on-street parking to encourage users to recognise the area as a residential area, which over decades it has evolved into. The option addresses the concerns raised by residents and businesses of Outgang Lane and therefore meets the aims of the project.

41. Implementation of parking restrictions will be phased so as to occur at the same time as any agreed restrictions for Osbaldwick village, Link Road and Murton Way, to help avoid displacement issues.

42. Although not a low-cost project, Outgang Lane has gradually become a busier road, with more residents, estate workers and customers using Outgang Lane, and now needs immediate

improvements to improve accessibility and reduce the risk of injury from collisions due to the conflicts currently experienced (**Annex E**).

43. An additional road leading to the Gypsy and Traveller site would not be required at this stage. Any additional access requirements can be implemented at the discretion of the Planning Department when assessing any future housing development plans; saving the Council a substantial amount of funds.

44. Only two objections were received, these were from non-residents. One objection claims that the proposal would displace traffic and parking onto other areas and incite bad-will with residents living on the Osbaldwick site. The other objection highlights a concern from works resulting in antisocial behaviour from residents towards neighbouring businesses.

45. The proposals have backing from CYC Housing and Transport Departments, York Gypsy and Traveller Working Group and residents which includes vulnerable pedestrians with mobility issues and families with young children.

46. Consequently, there is sufficient support and funding for the proposed work to proceed to delivery.

Option 2:

Proceed with option 2: Complete works with exclusion of implementing Double Yellow Lines.

47. An objection has been received from Cllr. Warters regarding Outgang Lane element of TRO Ref: TP/2026/Outgang La/LR. This was included within a wider objection to proposed waiting restrictions elsewhere in Osbaldwick.

48. In recognition of the views from Cllr. Warters that it is his belief that implementing double yellow lines will create congestion and over parking in other areas for Osbaldwick, there is an option to complete all the proposed works in **Annex B** excluding implementing double yellow lines.

49. As previously mentioned, there appears to be adequate off-road parking facility at individual businesses to cater for displaced

parking for Osbaldwick Industrial Estate staff. However, it is currently evident that motorists are choosing to park on street, often on footways and verges, preventing the free passage of pedestrian flow and putting pedestrians at risk due to having to use the road.

50. Included in the proposal are areas for managed limited-duration parking, for customers of the industrial site so that, with these spaces plus business parking spaces the proposed double yellow lines should not affect customers.
51. By not implementing the TRO and introducing double yellow lines, vehicles will continue to obstruct footways with limited risk of enforcement and pedestrians will continue to be placed at risk of injury due to being forced to use the road.

Option 3:

Proceed with Option 3: Do nothing and leave Outgang Lane as it is.

52. As mentioned above, there is significant support of the proposed works despite the x2 concerns raised in the TRO. The vast majority of residents who were consulted face-to-face consider the road safety inadequate, as do neighbouring businesses to the residential site.
53. Doing nothing would perpetuate the existing safety risks on Outgang Lane, where residents, stakeholders and the Local Plan evidence all identify the route as hazardous. Without intervention, pedestrians - including children and individuals with mobility issues will continue to face obstruction of footways and be forced into the carriageway, significantly increasing the likelihood of a serious collision.
54. If the scheme is halted or not delivered, relations with York's Gypsy and Traveller community and representing stakeholders will be severely damaged, and reputable damage to the Council by not committing to promoting equality for all residents.

Organisational Impact and Implications

- **Financial**

In February 2025, the Council approved the capital programme 2025/26 to 2029/30 which included a budget of £5.25m for the gypsy and traveller scheme, funded from a combination of corporate prudential borrowing and S106 receipts. A grant from YNYMCA has since been awarded to reduce the CYC resource required. This element of the overall scheme is within the approved budget and associated cost plan.

- Helen Malam, Finance Manager, Corporate Finance Team.

- **Human Resources (HR)**

There are no HR implications contained within this report.

- Kay Crabtree, HR Manager (Performance and Change), Workforce development and resourcing Team.

- **Legal**

Legal implications in relation to Equalities and Human Rights are set out in paragraphs 15 - 20 above.

The proposed works fall within the Council's powers under the Highways Act 1980 (ss 41 and 62 – maintenance and improvement of highways), the Road Traffic Regulation Act 1984 (TRO powers), and the Localism Act 2011 (general power of competence).

The TRO has been advertised and consulted upon in accordance with the Local Authorities' Traffic Orders (Procedure) Regulations 1996. All objections have been properly considered in line with statutory requirements.

The proposed works contribute to reducing potential hazards associated with inadequate access, lighting, and pedestrian safety. All proposed works fall within the adopted highway maintained by the Council. No third-party land acquisition, dedication or easements are required.

Failure to act carries legal and reputational risk, as it would leave known accessibility and safety deficiencies unaddressed, potentially exposing the Council to challenge and criticism for not taking reasonable steps to mitigate foreseeable hazards.

- Ruhina Choudhury, Senior Lawyer – Planning, Legal Services

- **Procurement**

No comments received.

- **Health and Wellbeing**

Public health supports the report for road improvements which benefit safety to road users and pedestrians.

– Anita Dobson, Nurse Consultant in Public Health.

- **Environment and Climate action**, contact: Director of Transport, Environment and Planning, and Head of Carbon Reduction.

The proposed road improvements to Outgang Lane have the potential to increase active travel as a result of the new and improved pathways.

The contractor should consider opportunities to minimise carbon emissions through the delivery of the project and climate resilience should be incorporated into the design and delivery wherever possible.

- Shaun Gibbons, Head of Carbon Reduction, Corporate Policy and City Partnerships.

- **Affordability**, contact: Director of Customer and Communities.

Contractor will be procured to carry out the works,

- Query from Cathryn Moore, Business Partner, Corporate, Legal Services (Confirmed by author).

- **Equalities and Human Rights**

No implications to report.

– Sara Storey, Corporate Director - Adults and Integration.

- **Data Protection and Privacy**

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

- James Bailey | Information Governance Advisor

- **Communications**

There are no direct corporate communication implications of the project or the works; we may, however, wish to use this project as an example of investing in communities throughout the city boundaries to benefit all our residents. There may be some media interest in the works, which will be managed as per the usual arrangements for media enquiries.

-Michael James, Head of Communications.

- **Economy**, contact: Head of City Development.

The much-needed investment into Gypsy and Traveller sites is welcomed, safe secure and maintained housing provision is a key precursor of a functioning city economy.

- Ben Murphy, City Head of Place-shaping and Growth, City Development.

Risks and Mitigations

55. The risks are largely set out above. Taking no action would significantly impact the Council's reputation and undermine confidence in its commitment to address long-standing safety concerns raised by residents and businesses. It would also prolong non-compliance with accessibility requirements and leave pedestrian routes in a condition that continues to place users at risk.

56. There is a risk of disruption to business trade during road improvements. To mitigate, implementation will be scheduled to be

undertaken, where possible and when required, out of hours and/or at weekends.

57. There is also a risk of disruption to residents during road improvements, with access to the Travellers' site being restricted. As above, to mitigate, implementation will be scheduled to be undertaken, where possible and when required, out of hours and/or at weekends. Discussions are also in progress, with local businesses to allow residents to park on their premises during road works.

Wards Impacted

Osboldwick & Derwent.

Contact details

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

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Background papers

Background paper: Appendix 1: Exec Report Gypsy and Traveller March 26 2026

Annexes

Annex A Objections to TRO

Annex B Site Residents Survey Outgang Lane Findings 2024

Annex C1 Entrance to Outgang Lane to Waggy Tail Nursery.pdf"

Annex C2 Entrance to Residential Site.pdf"

Annex D Investigators findings Osbaldwick Site Outgang Lane Paragraph 322

Additional Documents\Annex E 25_016 Outgang Lane RSA1 2 REPORT.docx

Annex F - HREA.docx