North Yorkshire County Council

Business and Environmental Services

Executive Members

27 March 2020

Middleham – Racehorses and Roads

Report of the Assistant Director – Highways and Transportation

1.0	**Purpose Of Report**
1.1	To consolidate longstanding concerns with regards to the Middleham Horse Racing community and the interaction between them, the local highway infrastructure, and all highway users
1.2	To set out a way forward and recommendations in regards to those concerns seeking a sustainable and Value for Money approach

2.0 Background

2.1 Middleham is a small town (pop 1300) in mid-Wensleydale, North Yorkshire, where the primary industry, major economic driver and employment is the racehorse training industry. Middleham is positioned on the lower slopes of the Pennines, at an altitude of 135m. The town is on the north-facing slope of a ridge some 750 metres below the training gallops with road gradients between town and moor typically 7%.

2.2 The racehorse industry has been in Middleham for centuries, mainly due to the existence of the 450 acres of well-drained, open turf training gallops that lie above the town on the Low and High Moors

2.3 Middleham is situated in a rural area of sparse and super-sparse population. In 2009 it was estimated that the Middleham horse racing industry contributes over £15m p.a. with year-round employment and supply chain contracts

2.4 Approximately 791 Horses are stabled within 21 establishments at both ends of the gallops area, to the east within Middleham and to the west at Spigot with others to the south within Tupgill and Thorngill. In accessing the gallops horses from Spigot and Middleham have to use and cross class C single carriageway roads, which are at a gradient. There is off-road access to the gallops from Tupgill and Thorngill.

3.0 Middleham Safer Roads for Horses Project

3.1 In March 2019 Middleham Town Council, led by Honor Byford, held the inaugural meeting of the Middleham Safe Roads for Horses Project. This brought together a number of stakeholders, namely:

- Middleham Town Council
- Middleham Trainers Association
- NYCC BES Highways
- Department of Biomechanics, Royal Veterinary College, Potters Bar
- School of Material Sciences, Aston University, Birmingham
- British Horse Society

3.2 At this meeting the project was confirmed and established to achieve the following objectives:

3.2.1 To undertake a review of available research and knowledge of the biomechanics and materials interactions between the shod horse and metalled roads on the flat, uphill and downhill.

3.2.2 To establish a verifiable traction standard that enables shod horses to be ridden on metalled roads without slipping.

3.2.3 To identify the most suitable aggregate and binder and substrate mixes that will achieve a road surface that meets the traction standard.

3.2.4 To devise a maintenance regime that will ensure a durable surface and a sustainable whole life cost for the road surface.

4.0 Highways Overview

4.1 Members may be aware that there have been issues for many years with respect to horse traffic in Middleham. It was recognised at the above meeting that in addition to the projects objectives there was a need for a holistic review of all of the roads users around Middleham.

4.2 As such officers have considered three main factors in two key Middleham routes (Moor Road and Common Lane) in relation to highways use, namely:

- Land: what options exist to reduce the number of horse movements on the highway by utilisation of adjacent land
- Traffic: what options exist with regards to improving interfaces and road safety various road users in the locality
- Surface: What are the options with regards to road surfacing in the area in relation to NYCC's Carriageway Infrastructure Asset Management Plan

4.3 A report has been produced I relation to the above and can be found in Appendix A.

5.0 Equalities

5.1 An initial equality and impact assessment screening form has been completed and is outlined in Appendix B

6.0 Finance

6.1 Any proposed works that arise from recommendations 8.1 to 8.3 would be the subject of a further report and are currently outside of existing capital/revenue funding and as such would require third party funding. Recommendation 8.4 relates solely to officer time and can be met using exisiting staff resources whilst recommendations 8.5 and 8.6 would be funded through the Highways Capital Programme and would be the subject of a further report.

7.0 Legal

7.1 Under the Highways Act 1980 (HA 1980), the Highway Authority have a statutory duty to maintain the highway at public expense. This duty is absolute, based on an objective standard and depends on the level of user on the highway. The duty is confined to a duty to repair and keep in repair. There is no duty to improve the highway, although the authority has a general power to improve the highway at public expense. The standard of repair is to be such that it renders it reasonably passable for the ordinary traffic of the neighbourhood at all seasons of the year without danger caused by its physical condition.

7.2 If the Highway Authority breach its statutory duty, a private action can be brought against it. The statutory defence is that the authority had taken such care as in all the circumstances was reasonably required to secure that the part of the highway to which the action relates was not dangerous to traffic. Traffic includes animals being ridden, led or driven. The onus is on the Highway Authority to prove that it has taken all reasonable care. Factors which would be taken into account are: the character of the highway and the traffic; the standard of maintenance for such a highway; the state of repair a reasonable person could expect; whether the highway authority knew or ought to have known the condition of the highway was likely to cause danger to users; and what warning notices had been placed where the highway authority could not have reasonably been expected to repair the highway before the cause of action arose.

7.3 If the Highway Authority consider the provision of margins necessary or desirable for the safety or accommodation of ridden horses in or by the side of a highway by providing adequate grass or other margins as part of the highway, a duty arises. However, providing sufficient margins on the highway may lead to issues for other highway users, and unless the existing highway is sufficiently wide enough to cater for all users, the Highways Authority may not be able to consider providing such a margin which may be to the detriment of the highway overall. There are constraints to the widths of the highway at both locations which are the focus of this report such that it would not be possible to consider the provision of a margin.

7.4 If it was considered possible or appropriate to widen a highway, the Highway Authority has power under the Highways Act, and may agree the dedication of adjoining land as part of a highway.

8.0 Recommendations

8.1 To authorise Officers to undertake a public consultation on the potential upgrade of the existing public right of way along Canaan Lane to a Bridleway and to report the outcome of this process to the Corporate Director, BES and the BES Executive Members on completion.

8.2 In parallel with the above, to authorise Officers to investigate the potential of a formal equestrian crossing on Moor Road with associated features, derestricted speed limits, signage and costs, including the costs of upgrading the public right of way along Canaan lane; and to report the findings back to the Corporate Director, BES and the BES Executive Members on completion of the public consultation process, noting that any potential works would require third party funding.

8.3 To authorise Officers to undertake investigations to develop costs for a proposed formal widening of a section of Common Lane which is currently used as a layby area and to report the findings back to the Croporate Director, BES and the BES Executive Members noting that any potential works would require third party funding.

8.4 To authorise Officers to continue to provide support to the Middleham Safe Roads for Horses Project though Middleham Town Council.

8.5 To introduce an annual survey of the skid resistance on Moor Road and Common Lane with any necessary retexturing to then be funded through the Highways Capital Programme.

8.6 To authorise officers to specifically allocate appropriate funding from the existing Area 1 Signs and Lines budget to implement signage and lining improvements as highlighted in Appendix A that are not associated with those improvements contained in recommendation 8.2.

BARRIE MASON
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Background Documents:

http://www.roadsafetyknowledgecentre.org.uk/knowledge/1984.html

https://www.bhs.org.uk/our-charity/press-centre/news/2019/march/dead-slow-2019

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/63975/circular-01-2013.pdf

https://www.horseandhound.co.uk/news/new-pegasus-crossing-30mph-speed-limit-thanks-riders-campaign-663477

https://jockeyclubestates.co.uk/news/joint-funded-project-increases-safety-of-newmarkets-horse-crossings

Background Documents

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1.0 Background

Middleham is a small town (pop 1,300) positioned on the lower slopes of the Pennines, at an altitude of 135m in mid-Wensleydale, North Yorkshire. The town is on the north-facing slope of a ridge some 750 metres below the training gallops with road gradients between town and moor typically 7%.

The primary industry, major economic driver and employment in the locality is the racehorse training industry. In 2009 it was estimated that the Middleham horse racing industry contributes over £15m p.a. with year-round employment and supply chain contracts.

The racehorse industry has been in Middleham for centuries, mainly due to the existence of the 450 acres of well-drained, open turf training gallops that lie above the town on the Low and High Moors.

Approximately 791 Horses are stabled within 21 establishments at both ends of the gallops area, to the east within Middleham and to the west at Spigot with others to the south within Tupgill and Thorngill. In accessing the gallops horses from Spigot and Middleham have to use and cross class C single carriageway roads which are at a gradient. There is existing off-road access to the gallops from Tupgill and Thorngill.

This report seeks to consider a way forward for all road users of the areas highway infrastructure noting that as in all locations across the county, vehicular use and movements have increased and changed over time, particularly given the popularity of the Forbidden Corner tourist attraction in this area. In doing so this report also considers the needs and respects the tradition of the horse racing community.

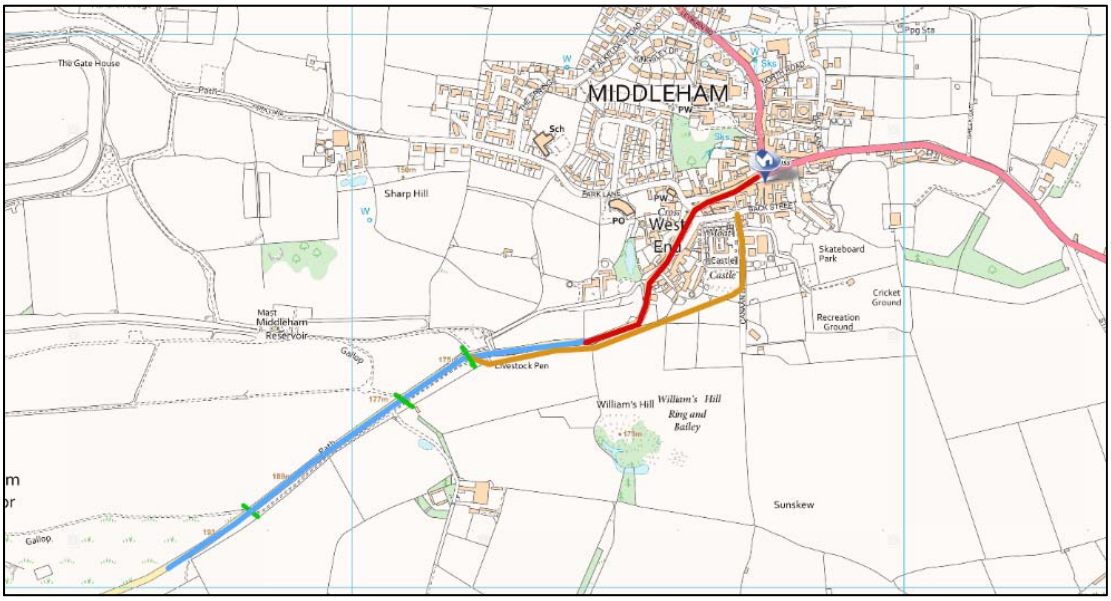
As such officers have considered three main factors in two key Middleham routes (Moor Road and Common Lane) in relation to highways use, namely:

- Land: what options exist to reduce the number of horse movements on the highway by utilisation of adjacent land
- Traffic: what options exist with regards to improving interfaces and road safety of the various road users in the locality
- Surface: What are the options with regards to road surfacing in the area in relation to NYCC's Carriageway Infrastructure Asset Management Plan

2.0 Key Locations

2.1 Moor Road

Moor Road is the one of the main routes from the Town to the Gallops. It is estimated that approximately 500 horses may travel along Moor Road on any given day. The use of this road from the town also necessitates the crossing of the opposite lane to access the Gallops in a section of road in a 60mph speed zone.



(Image 1.0 – Moor Road Middleham)

The plan above highlights the route the horses take to get to the Gallops from the Town centre. The area in red is where the speed limit is 30mph. The speed limit increases to 60mph after a sharp right hand bend towards as shown in blue. Also shown on this plan, coloured green, are three crossing points where the horses can enter and leave the gallops from this road.

(Image 1.1 – Moor Road Middleham)

(Image 1.2 – Moor Road Middleham)

(Image 1.3 – Moor Road Middleham)

(Image 1.4 – Moor Road Middleham)

(Image 1.5 – Moor Road Middleham)

Image 1.1 – 1.2 shows the extents for road users when travelling along Moor Road in the 30mph zone. It can be seen that due to the high walls and tights bends the visibility along the road is restricted.

Image 1.3 – 1.5 shows the extents for road users when travelling along Moor Road in the 60mph zone.

2.2 Common Lane

The second key route is Common Lane towards Agglethorpe. This section of Common Lane has a speed limit of 60mph. It is narrow and over 600 meters in length it has a rise of 3%. It is estimated that approximately 290 horses from 10 stables may travel along Common Lane on any given day.

Surface retexturing works have recently been undertaken as a trial in this location with the feedback from users being very positive.

(Image 1.6 – Common Lane)

The plan above highlights in blue and red Common Lane, the key route used to the Gallops from the various stables in this locality. The length of road highlighted red is the steepest incline on this road which is shown in further detail on Image 1.7 – 1.8. The steep incline is the area that troubles the road users the most. Image 1.7 highlights a layby area with a hard surface whereby the road in this location effectively widens.

(Image 1.7 – Common Lane)

(Image 1.8 – Common Lane)

3.0 Land

The Highways Act 1980 (HA 1980) provides compulsory powers for creation of footpaths, bridleways and restricted byways to Highways Authorities.

In order to upgrade a footpath to a bridleway for equestrians and other users, the Highway Authority could seek to reach an agreement with the landowner under Section 25 HA 1980. A voluntary agreement may be entered by the authority with any person have the necessary power over the land to dedicate it as a footpath, bridleway or restricted byway.

In the event that an agreement cannot be reached with the landowner, the Highway Authority could look to the compulsory power in Section 26 of the HA 1980. This section provides that where it appears to a local authority that there is need for a footpath bridleway or restricted byway over land in their area and they are satisfied that, having regard to:

- the extent to which the path or way would add to the convenience or enjoyment of a substantial section of the public, or to the convenience of person's resident in the area, **and**
- the effect which the creation of the path or way would have on the rights of persons interested in the land,

If it is considered necessary that the right of way should be created, the Highway Authority may, by order made by them and submitted to and confirmed by the Secretary of State, or if confirmed by them as an unopposed order, create a bridleway over the land, subject to the payment of compensation to the landowner.

In exercising compulsory powers, the consideration is that it is a balancing act in the public interest of a path being created and the private interests of the landowner.

3.1 The Proposals

In regards to the two key locations the Highways Team have given consideration to the following:

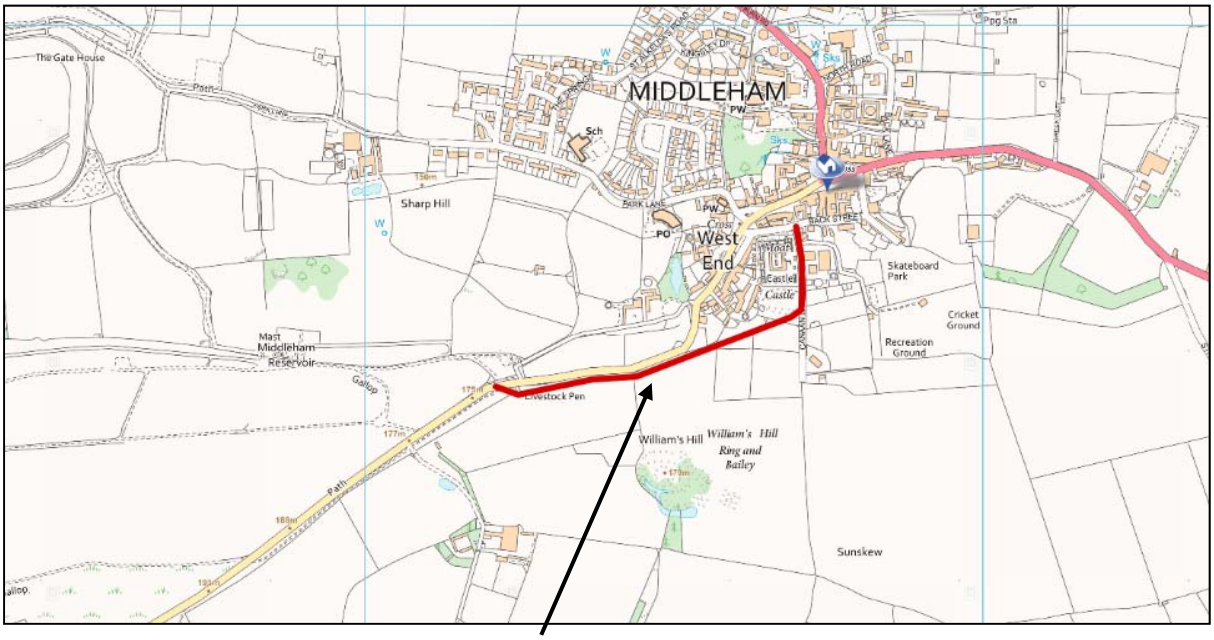
3.1.1 Moor Road

Canaan Lane forms part of a Public Right of Way as shown on Image 1.9. It also serves as a vehicular access for the property at the top of the lane, and also part way along for the properties to the left. Off Canaan Lane is a public footpath over fields which leads to a point which is on the opposite side of Moor Road to the main access to the Lower Gallops.

There is potential to reduce horse movements on the high walled and bends section Moor Road by upgrading the footpath to a bridleway thereby formalising an alternative route for horse movements to and from Middleham.

Initial discussions with the NYCC Public Rights of Way (PROW) team indicate that the Right of Way along Canaan Lane is very well used in summer by visitors of all abilities to the town and the castle. It forms part of the Six Dales Trail which is a popular promoted walk.

Whilst the initial discussions with PROW indicate that an objection from them is unlikely to be raised, this would be on the basis that horses were segregated from other users.



(Image 1.9 – Canaan Lane Public Right of Way)

3.1.2 Common Lane

Image 2.0 below shows Common Lane highlighting the steepest section which includes a layby area at the steepest point. This can also be seen on Image 1.7 above.

The same considerations discussed above apply for Common Lane under section 25 and section 26 of the HA 1980as set out above. However, unlike the above, there are no existing public rights of way to upgrade in the Common Lane locality and as such to create a formal bridleway would necessitate significant negotiations and investment with various land owners.

In addition, the PROW team are of the view that if a bridleway could not be implemented by agreement with the landowners, there would be no public benefit to adding a bridleway at this location to the network. This means that unless voluntarily entered into it would be difficult for the proposal to meet the requirements of section 26 of the Highway act 1980 as set out above.

There is a presumption that the land on either side of the highway between the hedges or fences is highway (R v United Kingdom Electric Telegraph co (1862) 31 LJ (MC) 166). In regards to this Common Lane does have a large layby area which has potential to be used for horses in terms of increasing the width of carriageway at this point. However the effectiveness of this is limited to a small length of Common Lane as can be seen in Image 1.7 above noting that much of the problematical area of Common Lane is between stone walls either side of the highway with little room to provide a sufficient dedicated area for horses.

APPENDIX A

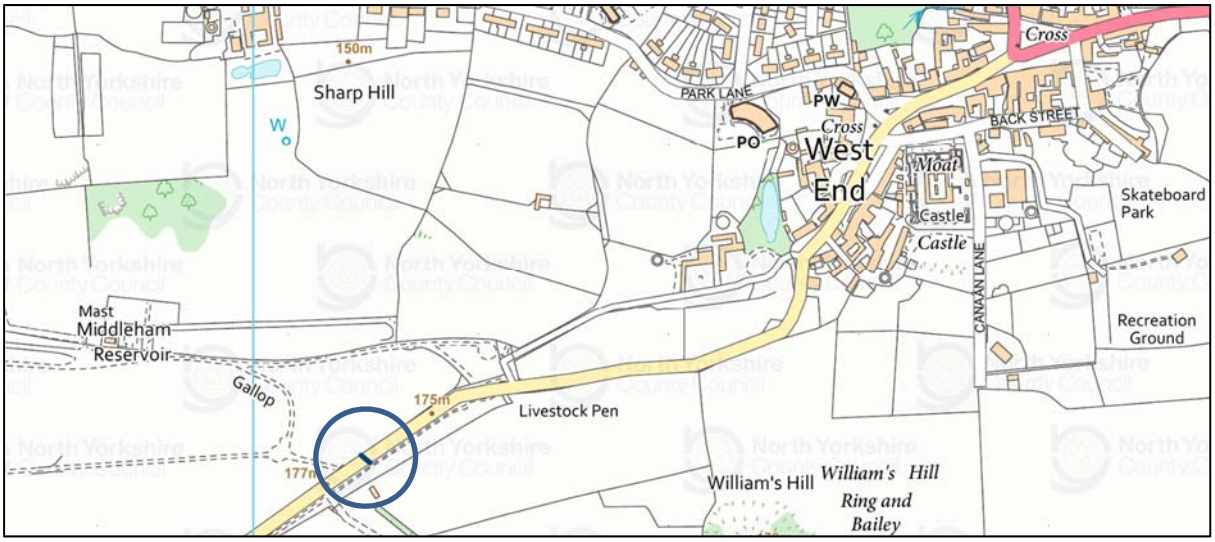
(Image 2.0 – Common Lane, steepest section that includes a layby area)

4.0 Traffic

4.1 Traffic Survey

In order to better understand traffic movements in and around Middleham via Moor Road a traffic counter was placed for a period of 7 days, starting on 10 October 2019. The location of the counter is shown on Image 2.1 below. The traffic counter was placed in the 60mph zone of Moor Road between the entrances to the Low Gallops on a straight section of road.

In summary it was found that, based upon the data recorded, that excessive speeding in this location is not considered to be an issue.



(Image 2.1 Traffic Counters Location)

The detailed results of the survey can be found in Appendix 1.

4.2 Collision Data

Collision data for latest five-year period, 01 January 2014 and 31 December 2018 for the section of the C35 between 'Pinker's Pond' and the 30mph limit terminal at Middleham indicates there have been no recorded injury collisions on this section of the network.

Despite there being no recorded injury collisions in the latest 5-year period, given the number of riders using this section of road on a daily basis a review of road users interfaces has been undertaken.

It is acknowledged that there are potential issues on the section of road between the village and the gallops. The general road layout consists of a series of tight bends, bordered by high dry stone walls, which means that the forward visibility for both equestrians and vehicles is restricted along much of this section. These two factors provide several potential conflict points between horses and other road users.

4.3 Signing and Lines

A review of the existing roads signs and lines has been undertaken and whilst deemed acceptable it is recognised that there is the potential for additional improvements.

An example of signing improvements could be to install larger relevant warning signs at each end of the gallops, with a distance supplementary plate to indicate to drivers and other road users the distance of a potential hazard. This option is estimated to cost £2,000 and could be funded from existing budget allocations.

4.4 Extending the 30mph Speed Limit on Moor Road

Initial investigations have been undertaken with regard to extending the 30mph speed limit further along Moor Road and beyond the bends and high walls as can be seen in Image 1.3 – 1.5 above in an attempt to improve safety in this location.

This would be particularly relevant should Canaan lane Public Right of Way be upgraded to a Bridleway as this would be formalising a location for horse traffic to cross Moor Road in a 60mph zone.

A site meeting was held on 11 December 2019 with a Police representative to discuss the possibility of extending the 30mph speed limit. It was the opinion of the Police representative that they would not support this at this time without the road environment being drastically changed.

This coupled with the analysis of the traffic survey does not provide sufficient evidence to warrant extending the 30mph speed limit at this time.

4.5 Formal Crossing Point(s)

If a Bridleway on Caanan Lane is agreed and implemented, further investigation work will be required into the introduction of a formalised crossing point on the road within the gallops area. The options for the crossing points could range from introducing appropriate surfacing, signing and fencing at various crossing location, to the introduction of a Pegasus Crossing. The speed limit of the road would also require consideration as it would not be feasible to implement a Pegasus Crossing without a reduction in the 60mph speed limit and therefore discussions with the Police are on-going with a view to getting an agreed way forward.

There are examples of Pegasus Crossings at rural locations within North Yorkshire, such as on the A61 Ripon Road, to the north of Killinghall, and on the A684 near Leeming Bar. It should be noted that these are locations where the 85th percentile speeds are at a level that is appropriate for a stand-alone signal controlled equestrian crossing. The visibility distances at these locations also meet the requirements for both equestrians and other vehicles approaching the crossings.

5.0 Surface

In the past NYCC had previously surface dressed Moor Road and Common Lane on a regular basis however, this is practice was stopped several years ago as it is justifiable nor sustainable in the current financial climate. This practice also contravenes the NYCC Carriageway Infrastructure Asset Management Plan. In addition, Surface Dressing is limited in the number of treatments before a major intervention is required.

Countywide Capital Maintenance allocations are made in accordance with NYCC's Highway Asset Management Policy and Strategy.

The entire Carriageway network is surveyed for defects annually. All defects are listed, scored and prioritised for potential improvement schemes, subject to limitations of Capital funding. There is no specific intervention point within this process to allow for prioritising carriageway improvement schemes which do not have recognised surveyed defects along its length.

Highways Area 1 however do apply annually for an Area wide retexturing budget allocation to deal with depreciation of Surface Dressed roads to prolong their asset life. In recent years, this allocation has been £50,000 and during this current financial year 50% of this has been spent in Middleham on Moor Road and Common Lane.

Based on the results of the most recent Carriageway network surveys and in accordance with the Carriageway Infrastructure Asset Management Plan the following Middleham locations appear as defects and therefore potential schemes:

- C35 Pinkers Pond
- C35 Middleham to Coverham Road
- U1292 – U1149 Castle Hill
- U275 - Park Lane
- U1148 - Back Lane

As such, and at this time, there are no specific defects listed, nor schemes likely for the foreseeable future for Moor Road and Common Lane noting that network surveys are undertaken and reviewed annually.

Investment however has been made to carriageway improvements in the Middleham are within the past twelve months. Schemes recently undertaken from our Capital Program in the Middleham area include the following:

- In 2019/20 320m of Kirkgate was renewed with the application of Hot Rolled Asphalt at a cost of £138,000
- In 2019/20 £26,550 was spent retexturing crossing points on Moor Road as well as 1300m of Common Lane. This was based upon the results of a 'grip test' survey highlighting areas of concern along the road.
- In 2018/19 £97,000 was spent on an overlay of a section of the Middleham to Coverham near Pinkers Pond

Trainers in the locality have indicated a preference for the previous approach to carriageway investment in that roads ought to be more regularly Surface Dressed. Making a special case, as suggested by parts of the local the racing community, would create the following issues:

- Contravention of the adopted Policy, Strategy and Plans.
- Undermining of budget allocations across the County, including the Richmondshire district

- Precedents setting for other locations across the County

As such this is not considered an appropriate way forward.

There is however a mechanism through the 'Specials' budget allocation which is currently used to fund retexturing across Area 1. In order for this to be seriously considered a whole of asset life cycle cost benefit / return on investment analysis would need to be undertaken. This would specifically need to consider carriageway depreciation rates of heavily utilised equine routes. In principle, this could form a part of the Middleham Safer Roads for Horses Project through Middleham Town Council.

At this point it is recommended that an annual skid resistance survey is introduced and that any necessary retexturing would be funded through the Highways Capital Programme.

Appendix 1

Traffic Data

Table 1.1– Travelling North-East on Moor Road (Towards Middleham)

Time	Average Flow - Vehicles	85th Percentile	Mean Speed
06:00	4	42.6	36.2
07:00	10	41.0	34.9
08:00	22	41.6	34.6
09:00	24	40.6	33.4
10:00	25	39.5	31.2
11:00	26	41.1	31.8
12:00	29	42.5	35.0
13:00	28	42.8	36.6
14:00	35	42.7	35.5
15:00	41	43.0	35.7
16:00	38	43.3	36.1
17:00	33	44.0	37.4
18:00	27	44.9	38.1
19:00	11	48.8	37.5
20:00	8	44.1	38.7
21:00	5	44.6	37.8
22:00	4	46.5	39.4
23:00	3	43.9	39.2

Table 1.2 – Travelling South-West on Moor Road (Away from Middleham)

Time	Average Flow - Vehicles	85th Percentile	Mean Speed
06:00	11	42.4	38.2
07:00	9	40.2	31.8
08:00	26	38.6	31.0
09:00	21	38.0	30.7
10:00	27	36.5	28.0
11:00	33	37.5	29.4
12:00	44	38.3	32.3
13:00	38	40.1	34.6
14:00	31	39.3	31.9
15:00	30	38.8	32.7
16:00	32	41.8	35.6
17:00	28	42.2	35.8
18:00	21	43.2	37.0
19:00	13	43.7	38.0
20:00	6	42.7	36.4
21:00	4	44.9	37.9
22:00	5	41.1	37.4
23:00	3	43.7	36.5

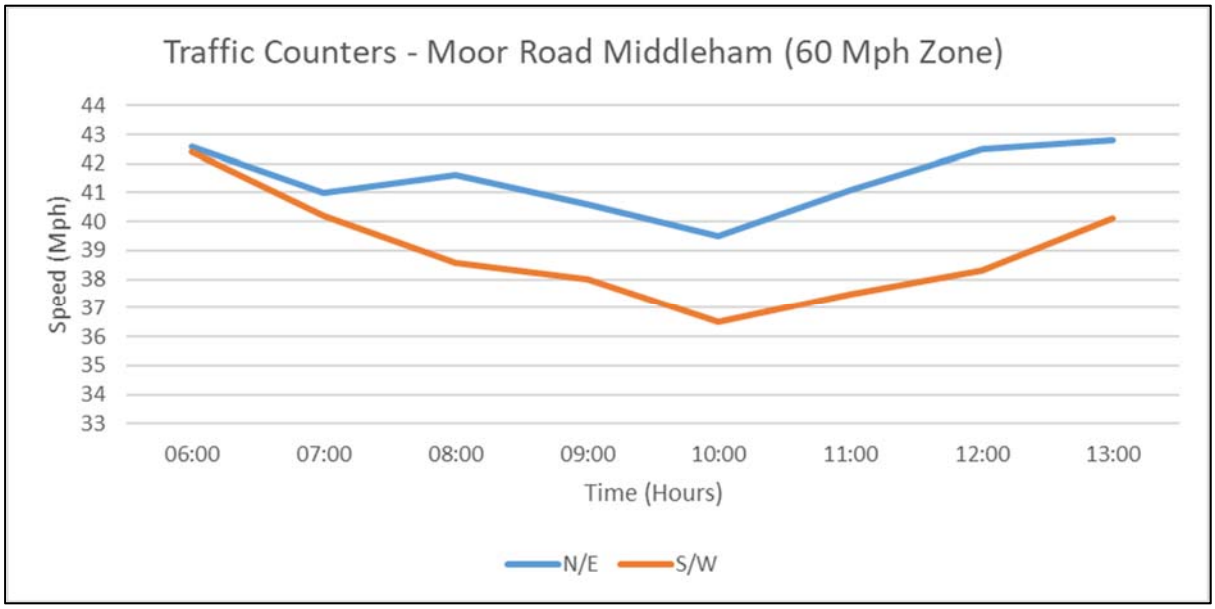
The data shown in the above tables shows averages of the full seven-day survey period and is broken down into each hour of the day, between 6:00am and 0:00am. The results focus on the following categories:

- Average Flow – number of vehicles
- 85th percentile (The speed at or below which 85 percent of all vehicles were recorded to travel under free-flowing conditions past a monitored point)
- Mean speed (the average speed of all vehicles)

On average the data shows that the volume of traffic increases during the day as would be expected, before starting to ease off after the peak afternoon period. The data shows the 85th percentile speed between the hours of 7:00 and 19:00, for the traffic travelling in the northeast direction it was 42.5mph and for traffic travelling in the southwest direction it was 40.0mph. These speeds are well below the national speed limit, so the majority of vehicles are not exceeding the speed limit. However, the speeds are well above 30mph.

An 85th percentile speed is a figure that gives a good indication of what the highest, safe speed is for travelling through a particular section of road. These speeds are usually used when assessing safe visibility distances for various factors, such as stopping sight distances and junction visibility splays. A 30mph speed limit would therefore appear to be inappropriate and unlikely to be supported by North Yorkshire Police.

The time periods that are shown in the two tables above, show the main periods of the day when horses are travelling between the different stables and the gallops. The graph below indicates the trend in speeds (85th percentile) for both directions of traffic, during the hours when riders are mostly travelling along Moor Road:

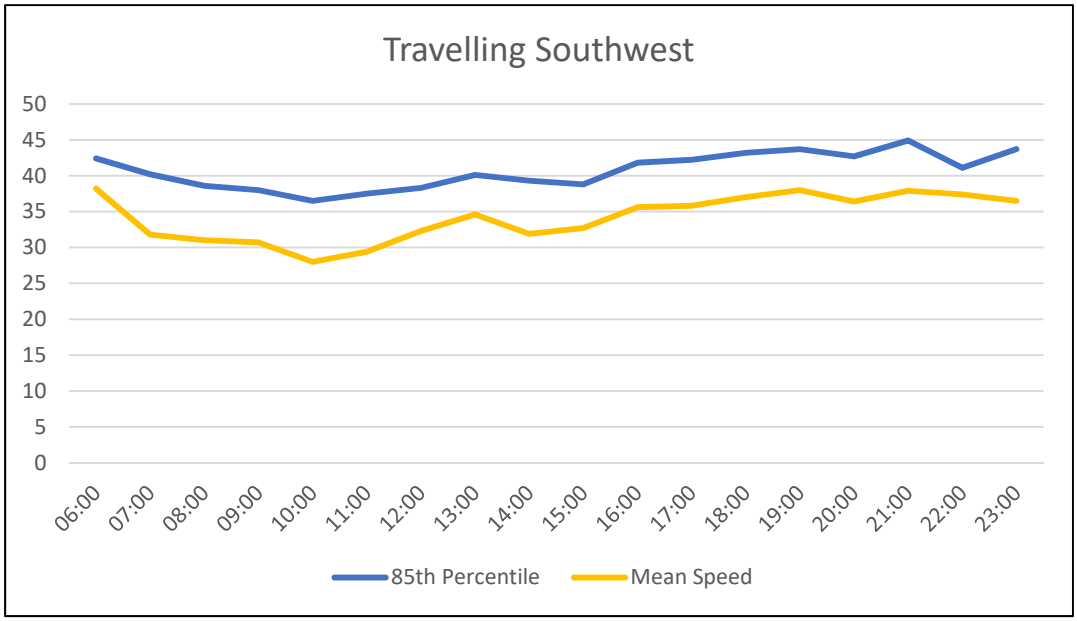


(Figure 1.0 – Traffic Counters Moor Road)

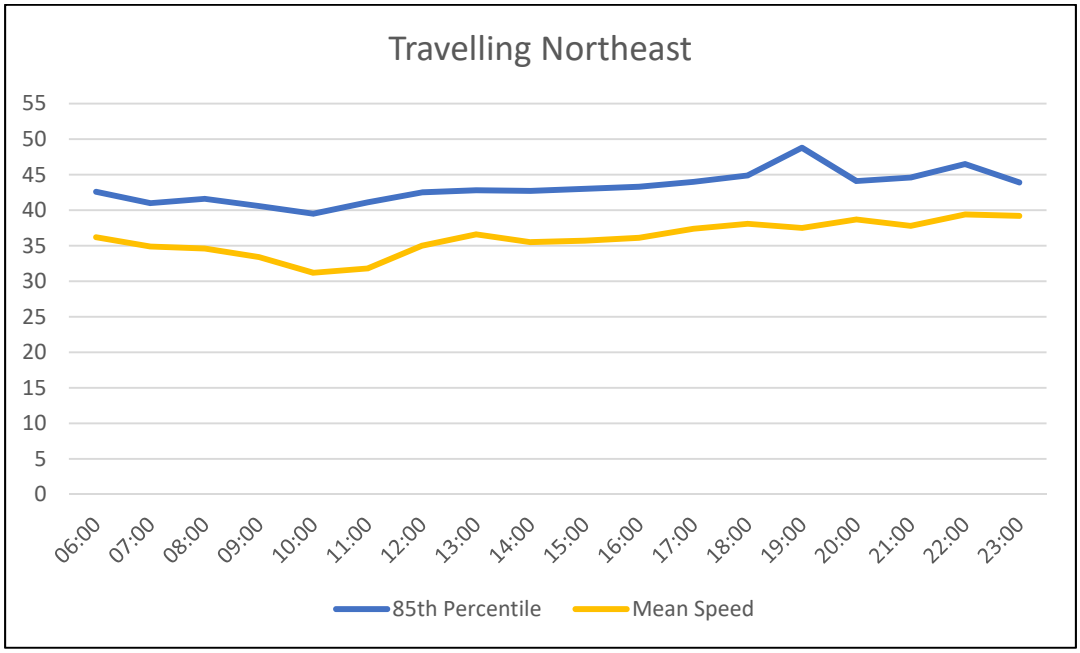
Although the 85th percentile speeds are above the desired speed for the area with a high number of riders on horseback, it is still well below the speed limit, though a speed limit is not a target for drivers to travel, the appropriate speed for the conditions of the road. The mean speeds shown in the survey are generally between 5mph and 8mph lower than the 85th percentile speeds. Some of the mean speeds do get close to 30mph at some points of the day however, this is not consistent for all throughout. The overall mean speeds recorded were 35.5mph for traffic travelling northeast and 33.2mph for traffic travelling southwest. Some consideration should be given to the fact the survey counter was located relatively close to a bend, approximately 60m away which would likely have had an impact on speed. it would be expected that speeds increase along the straighter section of road within the gallops area, which covers an approximate distance of 500m between this bend where the survey was carried out and the third crossing point to/from the gallops.

Looking at the data provided there is a correlation between the lower speeds and the horse use, generally horses use the road between 06:00 – 13:00 as shown in both tables 1.1 and 1.2 the speed of vehicles is distinctively higher as the days goes on once the horses have finished their daily routine.

The correlation between the mean speeds and 85th percentile speeds are best shown in figures 1.1 and 1.2:



(Figure 1.1 – Travelling Southwest Moor Road)



(Figure 1.2 – Travelling Northeast Moor Road)

The lowest speeds on this section of road coincide with the hours that are highlighted as being busy with equestrian use. This could give some suggestion that drivers are paying attention to when equestrians are in or near the road and are trying to slow down appropriately. This could be for the reason the majority of drivers are local to the area and familiar with when horses are on the carriageway and that increased education has also contributed to towards vehicles being driven appropriately in the vicinity of horse riders. A 2019 study carried out by Jacobs & University of the West of England, Bristol, analysed the collision records, riding behaviours and experiences in Devon, UK. The study concluded the frequency and severity of collisions involving drivers and horses could be reduced through education-based initiatives, for both drivers and riders.

The British Horse Society (BHS) in 2016 launched a 15mph dead slow initiative to try and educate vehicle users to drive at 15 mph or less when in the vicinity of horses, as well as the safety protocol when approaching a horse. Further promotion of this initiative by North Yorkshire County Council and local user groups may be beneficial.

Initial equality impact assessment screening form
(As of October 2015 this form replaces 'Record of decision not to carry out an EIA')
This form records an equality screening process to determine the relevance of equality to a proposal, and a decision whether or not a full EIA would be appropriate or proportionate.

Directorate	BES
Service area	H&T – Highway Operations, Area 1
Proposal being screened	Middleham – Racehorses and roads
Officer(s) carrying out screening	**Farooq Din**
What are you proposing to do?	An investigation into ways of improving safety for equestrian users.
Why are you proposing this? What are the desired outcomes?	Due to the road users around Middleham the highway authority has been intervening more regularly, the desired outcome would be to get the horses off the road.
Does the proposal involve a significant commitment or removal of resources? Please give details.	No

Is there likely to be an adverse impact on people with any of the following protected characteristics as defined by the Equality Act 2010, or NYCC's additional agreed characteristics?
As part of this assessment, please consider the following questions:

- To what extent is this service used by particular groups of people with protected characteristics?
- Does the proposal relate to functions that previous consultation has identified as important?
- Do different groups have different needs or experiences in the area the proposal relates to?

If for any characteristic it is considered that there is likely to be a significant adverse impact or you have ticked 'Don't know/no info available', then a full EIA should be carried out where this is proportionate. You are advised to speak to your Equality rep for advice if you are in any doubt.

Protected characteristic	**Yes**	**No**	**Don't know/No info available**
Age		✓	
Disability		✓	
Sex (Gender)		✓	
Race		✓	
Sexual orientation		✓	
Gender reassignment		✓	
Religion or belief		✓	
Pregnancy or maternity		✓	
Marriage or civil partnership		✓	
NYCC additional characteristic			
People in rural areas		✓	
People on a low income		✓	
Carer (unpaid family or friend)		✓	
Does the proposal relate to an area where there are known inequalities/probable impacts (e.g. disabled people's access to public transport)? Please give details.	No.		

Will the proposal have a significant effect on how other organisations operate? (e.g. partners, funding criteria, etc.). Do any of these organisations support people with protected characteristics? Please explain why you have reached this conclusion.	No			
Decision (Please tick one option)	EIA not relevant or proportionate:	✓	Continue to full EIA:	
Reason for decision	The recommendations in the report seek to improve facilities for equestrian users.			
Signed (Assistant Director or equivalent)	Barrie Mason			
Date	18/03/20			