

North Yorkshire County Council
Business and Environmental Services

Executive Members

21 January 2022

Whitby Swing Bridge – review of proposal to close the swing bridge to road traffic, with complementary restrictions in neighbouring Whitby town centre streets, by means of an experimental traffic order.

New Quay Road, Bridge Street (Whitby Bridge/‘Whitby swing bridge’), Grape Lane, St Ann’s Staith, Hagersgate, Pier Road and Khyber Pass, Whitby

Report of the Assistant Director – Highways and Transportation

1.0 Purpose of report

1.1 To present the findings of a review of the experimental traffic scheme which commenced on 2 April 2021.

2.0 Background

- 2.1 During 2020, the general need to provide for socially distanced pedestrian access to respond to the Covid pandemic highlighted an already existing issue of conflict between pedestrian and vehicular use of Whitby Swing Bridge. A multiagency task group, which included the police, borough and county councils, met regularly and recommended the swing bridge should be closed to all motorised and non-motorised vehicular traffic between 10:30am to 6pm every weekend to facilitate social distancing. The task group also considered that it was necessary to place a traffic operative at the entrance to St Ann’s Staith/Pier Road every day, to enforce the existing restrictions there, which stipulate that only vehicles requiring essential access are permitted between 10:30am to 6pm between 23 March and 30 September. These Covid-related actions were implemented by the local highways office in Whitby through a Temporary Traffic Order which remained in force until the end of October last year.
- 2.2 The Road Traffic Regulation Act 1984 S122 places a duty on the council as the Traffic Authority to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians). Prior to the pandemic it had already been recognised by the police and the local highways office that changes were likely to be needed in this location.
- 2.3 Whitby Swing Bridge is an historic structure that the County Council is responsible for the maintenance of, it is wide enough for one way traffic only and is currently controlled by traffic signals. There are footways on either side but these are narrow. Numbers of pedestrians can often be so great that the narrow footways are inadequate, even at only moderately busy times, and pedestrians overspill into the carriageway area. Even at quieter times, where pedestrians are two abreast, anyone wishing to pass needs to step into the carriageway to do so.
- 2.4 In 2019 and years previous the County Council via its local highways office, with the support of the police, regularly closed Whitby swing bridge to vehicular traffic using a Traffic Order, in the interests of highway safety at times of heavy pedestrian footfall. For example, in 2019 the swing bridge was closed to traffic on 13 weekends. The closures have often happened with short notice to highway users. It is acknowledged

that closures at short notice can be inconvenient for the people and businesses of Whitby and its visitors as well as being cumbersome to manage for the County Council. A more consistent approach to controlling use of the swing bridge is considered desirable in a practical sense and is indeed essential if the local highway authority is to continue to fulfil its duties to secure safe movement for highway users.

3.0 Commencement of the Experimental Order

- 3.1 On 12 March 2021, an experimental traffic regulation order (ETRO) was approved, which would take effect on street once appropriate signage was in place, enacting the following restrictions which are shown on the plan at Appendix A.
- a) St Ann's Staith, Haggergate, Pier Road and Khyber Pass - the previous seasonal (23 March to 30 September) 'access only' traffic regulation order, prohibiting all motorised vehicles except for access between 10:30am and 4:00pm, would be amended and extended to apply all year round. Access would continue to be permitted for buses, taxis, loading & emergency vehicles, and for residents of properties and businesses that can only be accessed using St Ann's Staith. Blue badge holders would be able to access the disabled parking bays on St Ann's Staith, Pier Road and Khyber Pass.
 - b) Swing Bridge - prohibition of all vehicles including ridden cycles between 10:30am and 4:00pm *weekends and bank holidays only*. Enforcement was to be by means of cameras and penalty notices issued via the post for any drivers who pass over the swing bridge in contravention of the restrictions.
 - c) Grape Lane – proposed 'pedestrian zone' a prohibition of all motorised vehicles between 10:30am and 4:00pm every day.
- 3.2 For all of the above, it should be noted that emergency vehicles would have a general exemption from any restrictions on vehicular use.
- 3.3 A report to Business and Environmental Services Executive Members on 12 March 2021 provides further background and reasoning for the commencement of this experimental scheme.
- 3.4 Item b) was implemented on Good Friday, 2 April 2021. The signage for the changes to a) St Ann's Staith, Haggergate, Pier Road and Khyber Pass and c) Grape Lane have not been erected, and so these parts of the experiment have not been implemented.
- 3.5 Drivers wishing to avoid the swing bridge restrictions approaching from the west side can turn at Langborne Road roundabout. Approaching from the east side, there was nowhere for drivers to turn.
- 3.6 Whilst not part of the highway, with permission from the Borough Council, the permit-holders-only car park at Tin Ghaut (potato market) was repurposed as a turning area for the east side, with loading, disabled and taxi bays marked out. Tin Ghaut permit holders were accommodated in the Borough Council's Church Street pay and display car park adjacent, although this resulted in the loss of 35 pay and display parking spaces that ordinarily would be open to members of the public.
- 3.7 As detailed in the report dated 12 March 2021, issues surrounding the impact the closure of the swing bridge may have had on the local bus service had not been resolved at that time. This was a major factor in commencing the experimental closures of the swing bridge incrementally, beginning on 2 April 2021 with weekend and bank holiday only, which allowed time for the issues surrounding the local bus service to be resolved.

4.0 Progression of the experimental order to daily closures to traffic for the swing bridge

- 4.1 A briefing note to the Corporate Director, Business and Environmental Services dated 29 July 2021 examined reasoning for proceeding with varying the experimental closures of the swing bridge to seven days a week commencing 20 August 2021, but with an exemption for the local service bus and for those responding to an emergency call-out.
- 4.2 Accordingly, on 29 July 2021, an amendment to the experimental traffic regulation order (ETRO) was approved, which would take effect on street once appropriate signage was in place, enacting the following restrictions which are shown on the plan at Appendix B.
- a) Swing Bridge – extend the existing ‘prohibition of vehicles’ weekend/bank holiday 10:30am to 4:00pm traffic regulation order to seven days a week until and including 31 October 2021, with an exemption for buses and vehicles travelling to attend an emergency, seven days a week. From 1 November 2021, the swing bridge element of the experimental scheme would then revert to weekends and bank holiday closures for the remainder of the trial period.
 - b) Tin Ghaut turning area – to introduce advisory spaces for two taxis for the use of Hackney Carriages
 - c) Grape Lane, Whitby - introduce a ‘prohibition of waiting at any time’ and a ‘prohibition of loading’ seven days a week from 10:30am to 4:00pm restriction. Both restrictions to extend the full length of Grape Lane, both sides
- 4.3 Items a) and b) have been implemented. The signs for item c) have not been erected, so c) has not been implemented.
- 4.4 A summary of the various restrictions put in place on the swing bridge between 2 April and 31 October is shown in table 1.

Table 1:

Start date	Swing bridge; closures to traffic 10:30-16:00	Dates of closure (all 2021)	Method used to sign road closure.
2 April 2021	'Weekend and bank holiday only' closures. No exemptions (all vehicles prohibited including local service bus and call-out volunteers)	April 2, 3, 4, 5 Easter weekend	Roadworks style signs, (see Appendix C) placed at 10:30am, attended for the duration of the closure by North Yorkshire County Council highways contractors and removed at 16:00.
		April 10,11 April 17,18 April 24, 25 May 1, 2, 3 May 8, 9 May 15, 16 May 22, 23, May 29, 30, 31 June 5, 6 June 12, 13 June 19, 20 June 26, 27 July 3, 4	Roadworks style signs placed at 10:30am by North Yorkshire County Council highways contractors, no personnel in attendance during the day, contractors attended at 16:00 to remove road closure signs. On busy days, highways contractors attended from 16:00 until as late as 18:00 in order to leave road closure

		July 10, 11 July 17, 18 July 24, 25 July 31, August 1 August 7, 8 August 14, 15	on for longer when high footfall made this necessary. Decisions on time of re-opening made by local highways team. An example of exceptionally high pedestrian numbers affecting the reopening time is August bank holiday weekend. The bridge was kept closed to traffic to 17:30 on Saturday 28 August and 18:00 on Sunday 29 August.
20 August 2021	Daily swing bridge closures. All vehicles prohibited EXCEPT local service bus and call-out volunteers	August 20, August 21, 22, 23 Whitby Regatta, August 24, 25, 26, 27, 28, 29, August 30 bank holiday weekend, August 31, September 1, 2, 3, 4, 5 September 6, 7, 8, 9	
		September 10, 11, 12 September 13, 14, 15, 16, 17, 18, 19 September 20, 21, 22, 23, 24, 25, 26 September 27, 28, 29, 30	Electronic, trailer-mounted variable message signs (see Appendix D)
2 October 2021	'Weekend and bank holiday only' closures. All vehicles prohibited EXCEPT local service bus and call-out volunteers	October 2, 3, 9, 10, 16, 17, 23, 24, 30, 31 Goth Weekend	Electronic, trailer-mounted variable message signs (see Appendix D)

5.0 Swing Bridge road closure management 2 April – 15 August 2021

- 5.1 From 2 April until 15 August 2021, at the point of closure, metal 'road closed' signs were used with 'road closed ahead' signs in advance (see Appendix C). For the Easter weekend, the closure points were attended to ensure compliance, but having established a good level of compliance, contractor attendance between 10:30 and 16:00 was ceased after Easter Monday. Having operatives in attendance is costly and this was a factor considered.
- 5.2 From 10 April onwards, the 'roadworks' type road closure signs were placed at 10:30 by North Yorkshire County Council highways contractors and removed at 16:00. On busy days, highways contractors attended from 16:00 until as late as 18:00 in order to leave road closure on for longer when high footfall made this necessary. Decisions on the time of the re-opening of the highway were made by the local highways team. This arrangement continued until 15 August 2021.
- 5.3 'Roadworks' type signing, suited to emergency closures has always been used in the past for swing bridge road closures, which in all previous years has been undertaken on an emergency basis, rather than a planned basis. It was necessary to use this type of signing whilst the local highway team worked on the design of permanent signing.

- 5.4 As enforcement of moving traffic offences is the jurisdiction of the police, any permanent signage needs to be clear to drivers as well as comply with legislation for the design of signs. It took some time to achieve both those aims. The local highways team, in consultation with the police, settled on a map-type sign which was capable of indicating the varying prohibitions and which could be changed as the restrictions changed.
- 5.5 Closing the swing bridge effectively makes the East and West sides of Whitby cul-de-sac, with the only exception being for traffic on the west side which has a legitimate access need to travel onward to St Ann's Staith, Haggergate, Pier Road and Khyber Pass.
- 5.6 Given all alternative routes adjacent the swing bridge also have restrictions, drivers needed to be given advance warning of;
- St Ann's Staith (time sensitive prohibition of driving except for access);
 - The swing bridge (structural weight limit and time sensitive prohibition of driving); and
 - Upper Church Street (time sensitive weight limits, prohibition of driving except for access)
- 5.7 However, lead-in times for manufacture and installation of signing, capable of displaying messages that can indicate the changing prohibitions according to the time of day and day of the week, meant that the permanent signs required by the police to back up any enforcement could not be provided within the timescales of the experiment. Two temporary, trailer mounted electronic signs were used instead for this purpose from 20 August, see Appendix D.
- 5.8 Automatic number plate recognition (ANPR) enforcement of the swing bridge restriction, or red light camera enforcement were both explored, and although neither could be implemented within the lifetime of the experiment, having automatic enforcement of some kind remains a goal. It would be of benefit each time the swing bridge needs to be closed to traffic, whether this was on a pre-planned or reactive basis. There are no outstanding data protection issues. It is recognised that this will need to be reviewed if/when camera enforcement of the swing bridge restrictions are taken forward.

6.0 Car park management 2 April – 31 October 2021

- 6.1 The Borough Council's off-street car parks in Whitby fall into 3 geographical sectors, and fill according to their proximity to the town centre. Harbour car parks fill first, then West Cliff and lastly Abbey Headland on the east side. The County Council's Park and Ride is located on the western outskirts of Whitby, on Guisborough Road. The Park and Ride would tend to become full after Westcliff car parks but before Abbey Headland.
- 6.2 With the swing bridge closed, once the harbour car parks become full it is not easy for visitors to find their way to the alternative car parks at West Cliff and Abbey Headland. At busy times in the past, Bagdale and Langborne Road can become heavily congested with vehicles queueing hoping to find harbour parking spaces/leaving when they find it is full.
- 6.3 Visitors who know the area and who have driven to the harbour area car parks only to find they are full may be tempted to ignore the 'prohibition of driving except for access' restrictions on St Ann's Staith/Pier Road/Haggergate/Khyber Pass in order to access West Cliff car parks. Additionally, the closure of the swing bridge makes the route to Abbey Headland longer and more circuitous to navigate.

- 6.4 It was important therefore that, when the swing bridge is closed, as car parks fill up drivers are informed well in advance of the closest available parking and directed to their destination along as short a route as possible, along routes which avoid the swing bridge and St Ann's Staith/Pier Road/Haggersgate/Khyber Pass.
- 6.5 The County Council's Park and Ride site was not included in the experimental car park management signing scheme. This was because all drivers arriving in Whitby will already have had the opportunity to choose Park & Ride, as there are multiple static signs on the outskirts of Whitby alerting drivers to the presence of it as an option.
- 6.6 From 2 April 2021, five trailer mounted variable message signs were used to direct drivers to the nearest available car park sector. (Appendix C showing VMS placement and messaging) Display of messages was not automatic, ie numbers of arriving/leaving vehicles were not being counted by equipment, as would be the case for a permanent scheme, as there was not time or the available budget to implement such a scheme. Instead, Scarborough Borough Council's civil enforcement officers notified a member of the highways team when harbour car parks became full, and again when West Cliff car parks became full, and the variable message sign displays were then changed by a member of the local highways team.
- 6.7 From May 2021 onwards, Scarborough Borough Council's civil enforcement officers were able to control the variable message signs themselves in order to direct drivers to the most appropriate car park. A member of the highways team was on hand to check sign messages were displaying correctly and to reset all the signs at the end of the day.

7.0 Swing Bridge Road closure management 20 August – 30 September 2021

- 7.1 Officers used the intervening time between 2 April and 30 July to observe driver behaviour, and devise various changes to the set-up and signing of the experiment. The intention of ending use of the 'road closed' and 'road closed ahead' metal signs and the need for any personnel to be routinely attending site to place them or collect them was resolved by moving to electronic versions of the permanent 'map-type' signs.
- 7.2 On 20 August two trailer-mounted variable message signs were put in place in advance of the both sides of the swing bridge and displayed the map-type signs giving drivers advance warning of the various prohibitions on the routes ahead. These were timed/controlled to show the correct display according to time of day and day of the week. See Appendix E.
- 7.3 The plate signs either side of the swing bridge were changed to reflect the changed restrictions on the bridge; daily 10:30 to 16:00 prohibition of vehicles, with an exemption for the local service bus.
- 7.4 The traffic signals on the swing bridge were re-configured so that they stayed on 'all-red' between the hours of 10:30 and 16:00 each day.
- 7.5 A practical solution was required to the issue of providing the legal exemption for the local service bus and those attending an emergency such as RNLI volunteers who, unlike police/fire/ambulance, do not have authority to proceed through a red traffic signal. Special fobs were given to the local bus service and to emergency responders such as RNLI and coastguard, along with instructions for those with fobs on how to use them. On arriving at the stop line, a driver with a fob should wait a few seconds for the signals to change to green. They should then proceed to drive carefully over the bridge.

- 7.6 However, on the first of the daily closures (Friday 20 August 2021), the local highways team observed that drivers were ignoring the new signs. Drivers were also ignoring the red traffic signals and driving through. Some drivers were following the local bus service when it received a green signal.
- 7.7 After speaking to a number of drivers about why they were not adhering to the restriction, a decision was immediately taken to continue placing the metal 'road closed' and 'road closed ahead' metal signs until an alternative method could be found. Judging by some of the comments made by drivers, it was evident that some had perhaps over recent years and months grown so used to seeing metal 'road closed' and 'road closed ahead' signs each time the swing bridge was closed to traffic, and were not expecting to have to look out for any other signage.
- 7.8 From 9 September 2021, additional trailer mounted variable message signs were deployed that could be used to display an electronic 'Road closed except buses' and 'road closed ahead' message, and the use of the metal signs at the closure points stopped. See Appendix F.
- 7.9 The electronic signs that were in place for the swing bridge closure and the guide to car parks with spaces were used for other purposes than just the swing bridge road closures. They were used to display bespoke messaging for:-
- Whitby Regatta's closures of Pier Road, in advance of the closures and during them.
 - Swing Bridge planned maintenance work, which necessitated one evening closure for vehicles and another for vehicles and pedestrians. The county council's Bridges and Structures team have carried out regular maintenance work to improve the resilience of the structure and to minimise the number of breakdowns and the length of time that there is disruption when it does unfortunately breakdown. However, like any complex mechanical system this bridge can fail in service and there are arrangements in place that allow the failure to be quickly identified and resolved. The signs were again used to give advance warning of the upcoming evening disruption and to indicate when the closure was live. A particular benefit was that as soon as the maintenance works were complete, it was possible to remove all warning signs through the town by changing the message on the signs remotely. Taking down warning signs manually would have taken an hour or more and would have required operatives to be on duty ready to carry out this task as it was not possible to predict exactly when the bridge would be ready to be reopened to highway users.
 - One instance of a swing bridge breakdown occurred in the daytime during the trial period; the highways team were ready to deploy message wording to warn drivers, but the issue with the swing bridge was remedied before the bridge was due to reopen to traffic at 16:00 and so the messages were not needed.

8.0 Swing bridge road closure management 1 October – 31 October 2021

- 8.1 Following consultation with the local member Cllr Plant, the weekday element of the experiment was ceased on 30 September. The weekend only closure arrangement continued until 31 October 2021, which was the last day of swing bridge road closures.

9.0 Grape Lane Restrictions

- 9.1 Following the decisions to implement various new restrictions on Grape Lane, but before the relevant signs were erected, the local highways office continued to receive concerns from those with loading or access needs on Grape Lane, including the Captain Cook Memorial Museum. The comments referred to the lack of availability of the loading area at Tin Ghaut, partly due to the fact that it has not been possible to apply enforceable restrictions to Tin Ghaut. This is because any restrictions within Tin Ghaut would have to be administered by the Borough Council, and the legal timeframe for doing so would have run outside the life of the experimental scheme. Officers, working alongside officers from the Borough Council, would be able to devise permanent and enforceable restrictions for Tin Ghaut as part of progressing further design work.

10.0 Observations/Data Gathered During the Experimental Period

- 10.1 Traffic count surveys and pedestrian footfall snapshots were gathered on various dates throughout the experimental period. It has not been possible to assess all the data gathered, but a summary of the most pertinent data is given in Appendix F. In due course, more of the gathered data will be used to inform the designers as part of progressing further design work.

11.0 Whitby east side - effect on Spital Bridge junction

- 11.1 Table 2 – Turning Counts, measured in passenger car equivalents/units (PCUs) at Spital Bridge Junction (see Appendix F) compares 10:30-16:00 on 5 August (a day when the bridge was open to traffic) with 10:30-16:00 on 26 August (when the bridge was closed). The following changes were observed for Spital Bridge:
- Spital Bridge to Abbots Road saw a reduction in traffic by 17%
 - Spital Bridge to New Bridge saw an increase in traffic by 25%
 - Spital Bridge to Larpool Lane increased slightly by 5 vehicles.
 - Spital Bridge to Heredale Road decreased by 22% (likely to be due to the eastbound trips which would normally have used the swing bridge)
 - Larpool lane to Spital Bridge saw a reduction of 28%
 - New Bridge to Spital Bridge saw an increase in traffic movements by 32% (219 movements)
 - Abbots Road to Spital Bridge saw a reduction in traffic by 28%
 - Heredale Road to Spital Bridge decreased by 30%.
- 11.2 Between the hours of 10:30 -16:00, the number of vehicles travelling south along Spital Bridge to reach Helredale Road and New Bridge on the A171 on 5 August was 1273, increasing to 1301 when the bridge was closed on 26 August. Whilst this may seem comparable, it should be noted that Whitby traction rally took place on 4, 5 and 6 August and this will have increased the traffic levels surveyed on 5 August.
- 11.3 The two-way traffic flow on A171 Helredale Road remained consistent on both survey days.
- 11.4 Looking at the traffic volumes travelling straight ahead on the A171 between the hours of 10:30 -16:00 on 26 August 2021;
- 11.5 Inbound; 3492 vehicles travelled from Helredale Road to New Bridge, this equates to 1 vehicle every 6 seconds.
- 11.6 Outbound; 3650 vehicles travelled from New Bridge to Helredale Road; this equates to 1 vehicle every 5.5 seconds.

- 11.7 Between the hours of 10:30 -16:00 on 26 August, when the swing bridge was closed, there was an increase in the number of vehicles turning right onto New Bridge (156 vehicles) and a decrease in the number of vehicles turning left onto Helredale Road (125 vehicles)
- 11.8 Traffic turning out of the side roads Spital Bridge and Larpool Lane has to seek gaps in the traffic flow on the A171 and, at busy times, this results in side road delay and drivers perhaps taking risks if they feel they have been waiting a long time for a gap.
- 11.9 To summarise, the impact of the bridge closure has resulted in the number of vehicles travelling from the Spital Bridge arm of the junction to New Bridge to increase due to reallocation of traffic. This right turn movement is likely to have an adverse impact on junction performance.

12.0 Whitby west side - effect on other routes

- 12.1 The turning counts at the Whitby Bridge / New Quay Road / Baxtergate junction have been analysed in order to compare the traffic flows when the bridge was open (5 August) and when the bridge was closed to traffic (26 August).
- 12.2 Table 3 in Appendix F summarises the data and provides a comparison. The data illustrates that overall compliance with the road closure is being followed; it should be noted that any vehicles travelling through the restriction may be emergency vehicles. However, due to the road closure, traffic is re-distributed across the network, mostly by vehicles making u-turns on New Quay Road (450% increase or 99 vehicles) or along Baxtergate (increase of 18 vehicles).
- 12.3 The traffic from New Quay Road towards Pier Road decreased by 6.96% during the closure period, therefore it can be concluded that for the day of survey on 26 August the swing bridge being closed did not result in an increase in traffic using Pier Road instead.
- 12.4 Prior to the start of the weekend/bank holiday only closures on 2 April 2021, and prior to the subsequent change to daily closures on 20 August 2021, over 800 letters were delivered to properties in the vicinity of the swing bridge, a notice was placed in the press and a press statement was issued. The dedicated web page on the County Council's website was updated which contained a link to a free-text questionnaire for responders to give their comments.
- 12.5 The consultation was open to all to give their views. Comments have been accepted since 1 April 2021 and will continue to be accepted until the end of the consultation period.

13.0 Consultation Outcome

- 13.1 Responses from Statutory consultees:-
- 13.2 Driver and Vehicle Standards Agency (DVSA)
During the December 2020 consultation, the local area highways office had been made aware by a driving instructor that all driving tests from Whitby used the swing bridge as part of their routes.

- 13.2.1 When the swing bridge was being closed on weekends and bank holidays, this did not affect driving tests, it was when the daily closures began that the local highways office learned via social media that the driving test centre in Whitby had been closed, with a comment that it would remain closed whilst the swing bridge was closed on weekdays. Communication between the local highways office and the DVSA confirmed that all candidates with affected tests had been relocated to Scarborough test centre, with test dates and times not affected in most cases.
- 13.2.2 Officers from the local highways office met with representatives from the DVSA in December 2021 to understand the difficulties the experimental scheme had caused the driving test centre.
- 13.2.3 The driving test centre in Whitby operates one day a week, usually a Tuesday or another weekday early in the week. Thursdays and Fridays would not usually be used due to the DVSA finding that Whitby is generally more congested later in the week. Seven tests would be carried out per day.
- 13.2.4 All the test routes begin by using either the swing bridge or Spital Bridge junction. Therefore on days when the swing bridge is closed, only test routes that use Spital Bridge junction can be driven and the delay as a result of build-up of additional traffic at Spital Bridge junction reduced the time available within the test to such a degree that it was not possible to carry out all the necessary aspects of the driving test within a 30 minute rolling time. It is not possible to devise alternative routes, as these would not contain sufficient candidate challenge to comply with legal requirements.
- 13.2.5 The DVSA operates a booking system 24 weeks in advance, so would ideally would require at least this much notice of any scheduled road closures in order to avoid rescheduling driving test appointments.
- 13.2.6 As the frequency of travel over the swing bridge would be low, providing the driving examiner with a fob to operate the signals (as has been provided to the bus company) may be a solution. However, officers would need to determine whether an exemption could be legally made in the traffic regulation order.
- 13.2.7 Officers agreed to keep in regular contact with the DVSA representative's when/if design work progresses, with the aim of the local highway office finding a solution for the swing bridge scheme which protects the future continuation of driving tests in Whitby.
- 13.3 Arriva, RNLI and Coastguard
During the December 2020 consultation, Arriva expressed significant concerns that the number 95 bus service would be at risk, if it was prohibited from using the swing bridge. Likewise, RNLI and Coastguard expressed concern that their volunteers would be unable to travel quickly to an emergency call out if they were prohibited from using the swing bridge.
- 13.3.1 A remedy was found to this before daily closures of the swing bridge commenced by providing Arriva, RNLI and the Coastguard with special key fobs which allow them to call a green signal when the swing bridge is closed to all other traffic and the traffic signals rest on 'all red'.

- 13.3.2 Arriva have commented that 'The change had to happen for safety purposes due to foot traffic alone not counting the traffic. The congestion into Whitby (for the number 95 service) through the town was a lot better (during the experiment) than it has ever been, with the fobs there were teething errors but these were corrected straight away and worked as they meant to. Routine and communication was key to the success and this happened. The experiment worked a lot better than expected. Customers on board accepted then liked the change purely due to less congestion.'
- 13.3.3 Negatives were; 'locals, taxis and delivery vans following buses through (when buses called a green signal), extra signage/information to drivers may be needed out there on Church Street end. Swing Bridge opening for river traffic, at times can be repeatedly opened which can cause delays for us.'
- 13.3.4 RNLI and Coastguard would naturally be unlikely to need to use their fobs often, there have been no concerns raised by either organisation to date.
- 13.4 Scarborough Borough Council Licencing Services
Licencing services have received comments from taxi drivers and would welcome the local highway authority reviewing whether it is appropriate to make any exceptions for taxis, particular Hackney carriages if/when the scheme designs are taken further.
- 13.5 No other comments from Statutory consultees have been received.
- 13.6 County Councillor
The local county member for Whitby Town is Cllr Plant. Cllr Plant has made number of points and these are detailed in paragraphs 13.6.1 to 13.6.6 below;
- 13.6.1 I said at the beginning closing the swing bridge to traffic during this experiment was always going to raise challenges and it has proved the case, but It was right to carry out the experiment, which has allowed everyone to see the effects in practice, and I am grateful that we had such a large and detailed response from everyone who contacted the council with their views.
- 13.6.2 I support the recommendation to bring the experiment to an end, and to continue with the design work to find an appropriate long-term solution.
- 13.6.3 The problems that occur at the swing bridge at busy times are not going to go away. Officers will be able to draw on all the information collected during the experiment as they develop the scheme further.
- 13.6.4 I feel it is important that an improvement to Spital Bridge junction is included in any further discussions, as the data gathered quite clearly shows there has clearly been an impact there.
- 13.6.5 The report also shows that we need the improvement for the Spital Bridge junction in place before any appropriate long term solution is found, otherwise I feel we will end up with the same result.
- 13.6.6 I also request that there is a further consultation with the public if and when the design is worked up and their views are taken into account like they have on this occasion.

13.6.7 Officer comment

Cllr Plant's views are welcomed and noted. However, whilst it may seem ideal to implement a junction improvement for Spital Bridge ahead of any long term solution for the swing bridge being found, it is unlikely that funding could be made available for Spital Bridge junction in isolation. Any funding would need to be part of an approved package of measures that also included the swing bridge and, if appropriate, surrounding streets.

13.7 Comments received from members of the public

At the time of writing this report, a total of 530 responses had been received between 2 April 2021 and 5 January 2022. 457 responses (86%) were received via the questionnaire on the dedicated webpage.

The remaining 73 responses (14%) were received by email or post at the local highways office at Whitby. As the consultation period is still live, any responses received after 5 January 2022 will be reported verbally at the meeting.

- Of those responding, 393 (75%) identified themselves as being a local resident.
- 86 (16%) identified themselves as representing a local business.
- 60 (11%) as visiting/on holiday
- 17 (3%) as none of the above, some were owners of property in Whitby or past residents of Whitby.
- 14 respondents (3%) identified themselves as having a disability. It should be noted that the questionnaire did not specifically ask respondents if they had a disability.
- Appendix F contains the 29 main themes mentioned by members of the public, number of respondents mentioning those themes in their responses, together with officer comment.

13.7.1 Copies of all the responses received can be made available at the meeting for the members to view

13.8 It can be seen from Appendix F that the six most often cited themes/comments (with frequency of mention in brackets) were;

- (312) Junction improvement needed for Spital Bridge
- (162) Detrimental effects on congestion and journey times
- (106) A view that the needs of visitors are being placed ahead of local people
- (91) Supportive of weekend /bank holiday/some closures
- (65) A view that pedestrians should stay on the footpaths on swing bridge, that guardrail could be added to the footways to keep pedestrians off the road/ that pedestrians should adhere to one way (Covid) signage
- (56) Full support/support for ongoing daily closures

13.9 It is worth noting that a significant number of respondents suggested alternative measures should be put in place, with many respondents suggesting the same or similar solutions.

13.10 The most frequently mentioned alternative solutions (with frequency of mention in brackets) were;

- (65) A view that pedestrians should stay on the footpaths on swing bridge, that guardrail could be added to the footways to keep pedestrians off the road/ that pedestrians should adhere to one way (Covid) signage
- (43) Pressures on parking in residential streets/need more Park & Ride/need more parking/why were drivers not directed to P&R
- (20) Why can't taxi's be allowed across the bridge as buses are/higher taxi fares/effect on taxis
- (19) Construct a new wider bridge/a new pedestrian only bridge

- (13) Would like to see a larger traffic-free area (the majority mention St Ann's Staith/Pier Road)
- (6) Suggests a one way system for traffic over the bridge East to West

13.11 See Appendix G for officer comment on the suitability of these suggestions.

13.12 Furthermore, there were 20 further responses which mentioned a variety of other solutions, and although these were mentioned with very low frequency, the suggestions and officer comment can be seen at Appendix J.

14.0 Conclusion

14.1 The experimental order period has provided a great deal of new information about the public's views, driver behaviour, and actual data on vehicle and pedestrian movement patterns throughout a summer 'season'. The experiment has worked well in terms of giving greater priority to pedestrians at times of heavy footfall in the interests of safety.

14.2 The period of weekend /bank holiday only closures, followed by daily closures and then a further period of weekend only closures has enabled a variety of useful data to be collected.

14.3 Given the popularity of Whitby as a tourist destination, at times the swing bridge will always require closure to traffic to secure the safety of pedestrians, whether that is due to public events or times of exceptionally high pedestrian footfall.

14.4 32% of the 527 respondents voiced support for the scheme. These were made up of;

- 17% (91) Supportive of weekend /bank holiday/some closures (but not daily)
- 11% (56) Full support/support for ongoing daily closures and
- 4% (23) Support for scheme as long as improvements made to Spital Bridge

14.5 However, the experiment highlighted that some groups are more adversely impacted than others. The main groups appear to be;-

- Local residents, businesses and those making deliveries - inconvenienced by having to drive the alternative route when the swing bridge is closed.
- Those using taxis/taxi drivers - higher fares, longer journeys.
- Those driving to reach recipients of care - longer journeys, higher costs.
- Driving instructors, driving lesson pupils, driving test pupils – lack of driving tests at Whitby during the weekday closures of the swing bridge, leading to pupils having to reschedule their driving tests or travel elsewhere to an unfamiliar town to take their test there.
- Those who would usually seek parking in Church Street car park, and those locals who are perhaps seeing the effect of parking displaced from the car park to adjacent residential streets. Anglers who embark to charter fishing boats from the east side were one clear group voicing this view.
- Bus passengers – between 2 April and 15 August the local service bus was unable to travel across the swing bridge. However, a remedy for this was implemented commencing 20 August when the local service bus was exempted from the swing bridge restrictions.

14.6 One point worth noting is that it appears many drivers have come to expect the red/white 'road closed' messages, as these has been historically used every time the swing bridge has been closed to traffic for the past 5+ years.

- 14.7 The survey of Whitby Bridge / New Quay Road Junction on 5 August 2021 confirmed that a large number of vehicles disregarded the ETRO signage on the approach to Whitby Swing Bridge from New Quay Road evidenced by the large increase in vehicles who made a U-turn movement; the data shows that U-turn movements increased by 450% (from 22 to 121) during the closure period.
- 14.8 Additionally, drivers in Whitby, particularly visitors, are faced with many visual distractions, advertisements, and large numbers of pedestrians and may also be following sat nav instructions. The consequence of this is that whilst drivers have a responsibility to observe and adhere to road signs, the potential for them to be missed exists. This explains the high numbers of drivers arriving at the swing bridge when it was closed, particularly on the west side, only to then have to turn around or break the restriction on St Ann's Staith to travel towards West Cliff.
- 14.9 Whilst the experimental scheme has allowed road users to contact the local highways office with their views on the benefits and disbenefits of closing the swing bridge to traffic, officers do not recommend that the scheme is made permanent in its current form.
- 14.10 If a future version of the scheme is to be taken forward, and if funding is made available to implement it, it would be beneficial to all road users if any future scheme did not rely so heavily on signing alone. A scheme involving a change to the streetscape or the re-routing of 'through' traffic so that it does not naturally approach the swing bridge or St Ann's Staith or Church Street would appear to be more intuitive.
- 14.11 Whilst it is preferable to settle on regular times for road closures to provide consistency, there are occasions when highways does have to react to certain events or footfall. Good weather is probably the biggest factor apart from school holidays in predicting heavy footfall.
- 14.12 Officers anticipate that further data analysis and design work will be necessary, as well as further engagement with groups representing those with protected characteristics, before being able to recommend one or more potential solutions which would then be the subject of further consultation.
- 14.13 Officers propose that an appropriate further scheme is developed, with a further report brought to the Corporate Director BES prior to any future proposals to trial a new experimental scheme or to propose a permanent TRO for this area.
- 14.14 Officers therefore recommend that the current experimental TRO is ceased and the Order revoked.
- 14.15 In the meantime, any closures of the swing bridge in 2022 would be managed by means of the local highways office's powers to enact an emergency closure or planned closure on highway safety grounds.

15.0 Legal Procedures and Implications

- 15.1 The consultation period for the Experimental traffic regulation order approved on 12 March 2021 with amendments approved on 29 July 2021 runs until 27 February 2022. The Experimental order expires on 9 October 2022. If the resolution is not to continue with the Experimental Order, then a Revocation Order will need to be made.

16.0 Equalities Implications

- 16.1 The Equalities Impact Assessment (EIA) completed in February 2021, prior to the implementation of daily closures has not yet been updated and is included at Appendix H, but the issues which have arisen during the consultation (2 April 2021 to date) are discussed here.
- 16.2 The consultation questionnaire did not ask respondents whether they had a disability or whether they had a protected characteristic or not; but some respondents indicated that they had a disability as part of their answers.
- 16.3 24 respondents (5%) mentioned difficulties for those who are disabled, the elderly or those caring for them.
- 16.4 For the disabled / elderly who rely on other people (relatives, taxis) the journey times and costs are further compounded if they have to travel across the river, using the alternative route of Bagdale, Mayfield Road traffic signal junction, A171 and high level bridge ('New Bridge') Spital Bridge and Church Street to reach their destination.
- 16.5 As part of considering the effects on people with protected characteristics, from 20 August 2021 when daily closures began, buses were granted an exemption. This was done by providing the bus drivers with a fob for the traffic signals on the swing bridge. The signals were configured to stay on 'all red' whilst the bridge was closed to traffic, but the fobs activated a green signal to allow the bus to lawfully use the bridge.
- 16.6 The hourly bus service provides a vital facility for people without access to a private car to get to destinations including supermarkets, doctors, dentists, etc.
- 16.7 The effect on private hire vehicles and hackney carriages, longer journey times, distances, higher taxi fares is noted.
- 16.8 Ideally, a scheme to enhance safety for pedestrians at times of high footfall would exclude all vehicles. The exemptions made for the local bus service is minimal, as the bus crossed the bridge once per hour, the bus driver could control the traffic lights and be confident that they would not encounter any other oncoming vehicle, so could concentrate on manoeuvring through the crowds carefully.
- 16.9 If more vehicles are granted exemptions then the premise of the scheme is diluted; pedestrians may not be expecting to find vehicles on the bridge and it has been noted that non-authorized vehicles follow authorized vehicles through, although this could be deterred by installing an enforcement system.
- 16.10 However, whether or not an exemption could be granted at certain times for Hackney carriages, which are public service vehicles, would be re-examined if/when further design work is progressed. On weekends and bank holidays between 2 April and 15 August 2021 no exemptions were made for buses and they were not able to use the swing bridge or serve Church Street on days when they could not drive over the swing bridge.
- 16.11 When daily closures commenced, in an attempt to assist Hackney carriages, three taxi rank spaces were added to Tin Ghaut, alongside the three disabled car parking spaces which were provided from April 2021.

- 16.12 Should further funding become available and it is decided to take this scheme forward, as further plans are developed for consultation, equalities implications would be considered as part of the scheme design with a further Equalities Impact Assessment carried out at that time.
- 16.13 It is acknowledged that the consultation did not specifically obtain the views of those with protected characteristics, and that any future consultations need to gather better information in this regard. Should further design work be progressed, then during the design phase officers would engage with local groups representing those with protected characteristic such as the Yorkshire Coast and Ryedale Disability Forum.

17.0 Climate Change

- 17.1 The Climate Change Impact Assessment (CCIA) completed in January 2021, prior to the implementation of daily closures has not been updated and is included at Appendix I, but the issues which have arisen during the consultation (2 April 2021 to date) are discussed here.
- 17.2 The consultation questionnaire did not prompt respondents on any points, and so it did not prompt respondents to think about climate change or the different environmental consequences of various modes of transport.
- 17.3 Although 162 (31%) of respondents mentioned congestion/delay for vehicles whilst using the alternative route when the bridge is closed, only a relatively small number commented on the resultant pollution caused by vehicles waiting in traffic or driving the longer route compared with the much shorter journey of going over the bridge.
- 17.4 17 respondents (3%) mentioned that road closures encourage other modes of travel, which would be better for the environment, and/or that the experience for pedestrians was enhanced when the bridge was closed to traffic.
- 17.5 13 respondents (2%) commented that they would like to see a larger traffic-free area, with the majority naming St Ann's Staith/Pier Road. Whilst the scheme was intended to enhance safety at times of high pedestrian footfall, it also had environmental benefits. Increasingly the population is becoming more aware of the causes and effects of climate change, and cutting down on travel by diesel/petrol driven private vehicles is to be encouraged. Walking and cycling, although Whitby is hilly, are to be encouraged, especially for short trips such as those from one side of town to the other.
- 17.6 Should further funding become available and it is decided to take this scheme forward, as further plans are developed for consultation, any future questionnaires should include reference to climate change issues so that better understanding can be gathered regarding consultee's opinions of how this issue relates to Whitby. Climate change implications would also be considered as part of the scheme design with an updated Climate Change Impact Assessment carried out at that time.

18.0 Financial Implications

- 18.1 There are no financial considerations associated with this decision other than the costs of advertising and revoking the order which can be met from existing budgets. Ongoing costs of emergency road closures will continue to be met from the existing local highways office highway maintenance budgets.

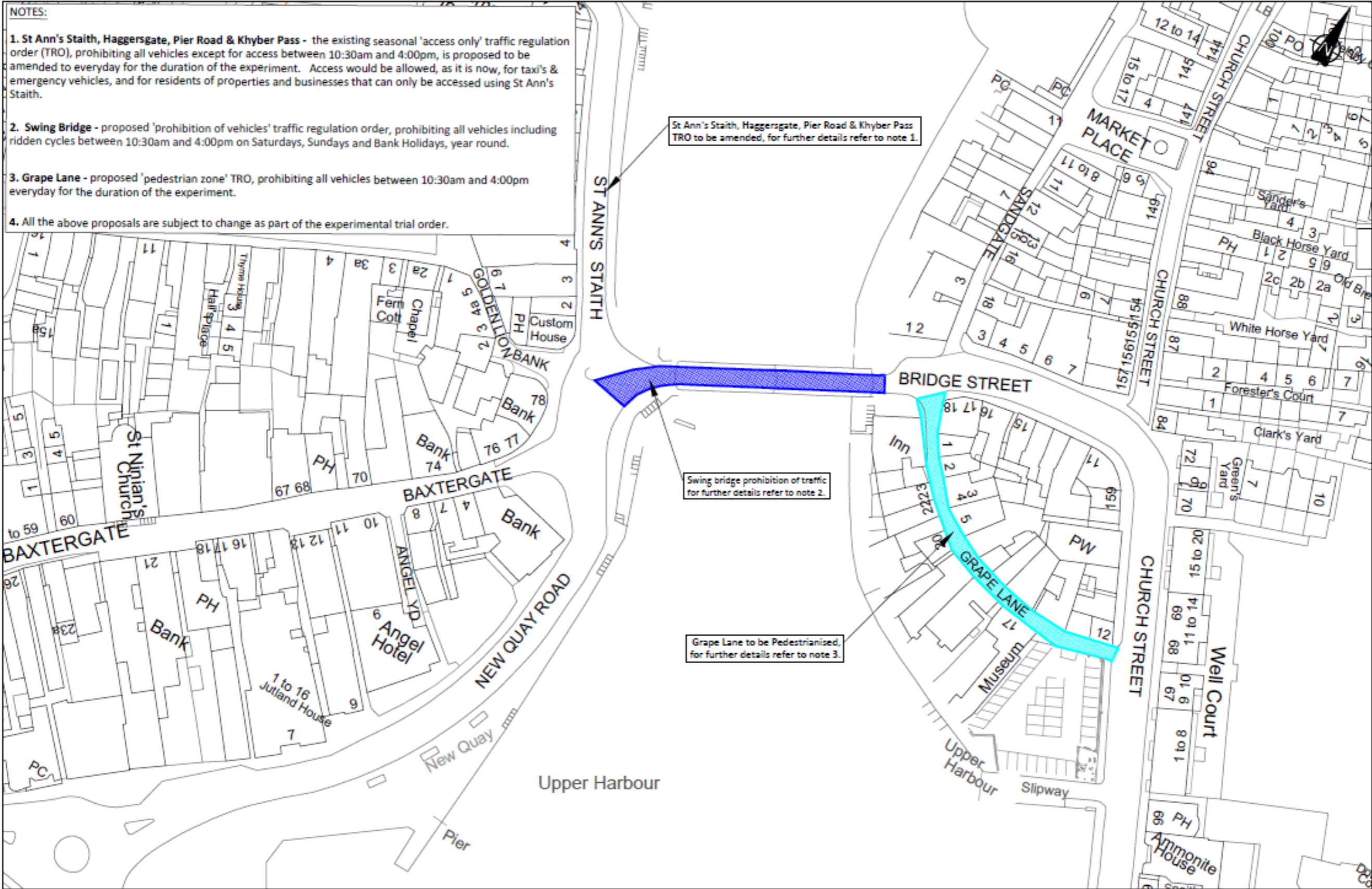
19.0 Recommendations

- 19.1 It is recommended that the Corporate Director BES, in consultation with the Executive Member for Access:
- i. Acknowledges the outcome of the public consultation to date on the Experimental Scheme;
 - ii. Approves the proposal to cease and revoke the experimental traffic regulation order (ETRO)
 - iii. Authorises officers to carry out further design work to identify appropriate alternate options and report back to a future meeting
 - iv. Notes that any closures of the swing bridge in 2022 would be managed by means of the local highways office's powers to enact an emergency closure or planned closure on highway safety grounds.

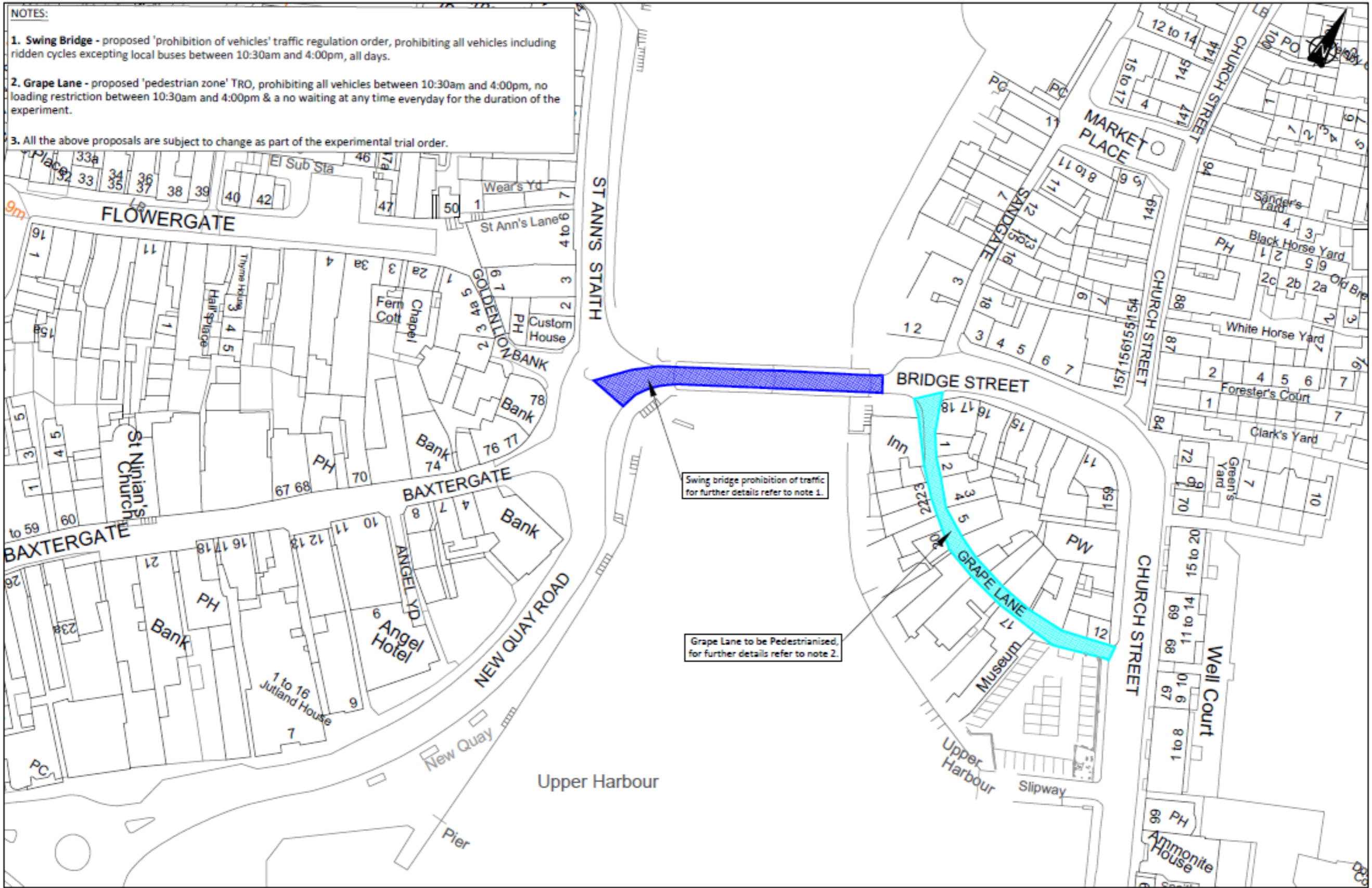
BARRIE MASON
Assistant Director Highways and Transportation

Authors of report: Helen Watson, Ged Lyth

Background documents: Report to Business and Environmental Services Executive Members on 12 March 2021




<p>Highway Maintenance Area 3 Whitby</p>	<p>Area Office 3 Discovery Way Whitby North Yorkshire YO22 4PZ Tel: 01609 780780</p>	<p>Whitby Swing Bridge Pedestrianisation</p>		<p>RV</p>	<p>RV</p>	<p>NTS</p>
		<p>Experimental Traffic Order Plan</p>		<p>03</p>	<p>23-3-21</p>	<p>A</p>



NOTES:

1. **Swing Bridge** - proposed 'prohibition of vehicles' traffic regulation order, prohibiting all vehicles including ridden cycles excepting local buses between 10:30am and 4:00pm, all days.
2. **Grape Lane** - proposed 'pedestrian zone' TRO, prohibiting all vehicles between 10:30am and 4:00pm, no loading restriction between 10:30am and 4:00pm & a no waiting at any time everyday for the duration of the experiment.
3. All the above proposals are subject to change as part of the experimental trial order.

 <p>Highway Maintenance Area 3 Whitby</p>	<p>Area Office 3 Discovery Way Whitby North Yorkshire YO22 4PZ Tel: 01609 780780</p>	<p>AMENDMENT 03</p>	<p>Project: Whitby Swing Bridge Pedestrianisation</p>	<p>REV RV</p>	<p>REV RV</p>	<p>DATE 30-6-21</p>	<p>SCALE NTS</p>
			<p>Project Title: Experimental Traffic Order Plan</p>	<p>03</p>	<p>B</p>		

Details of signs deployed from 2 April 2021



Electronic signs used for advance warning/notification of swing bridge closures and car park management in use from 2 April 2021.

'ROAD CLOSED' and 'ROAD CLOSED AHEAD' boards were placed daily 10:30 – 16:00 for the road closure itself.

Plan (this page) showing locations of electronic variable message signing (VMS) and photographs on the following 2 pages showing examples of sign displays in use in connection with experimental scheme at Whitby from 2 April 2021.

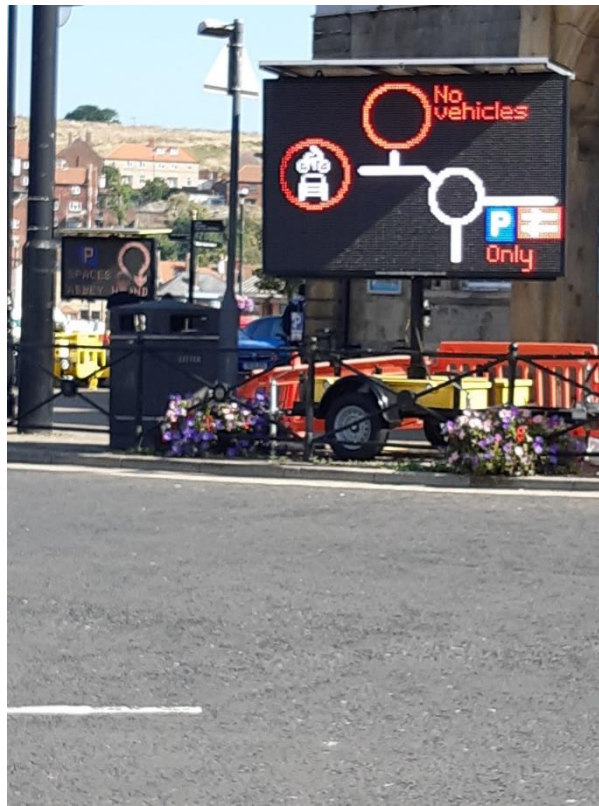






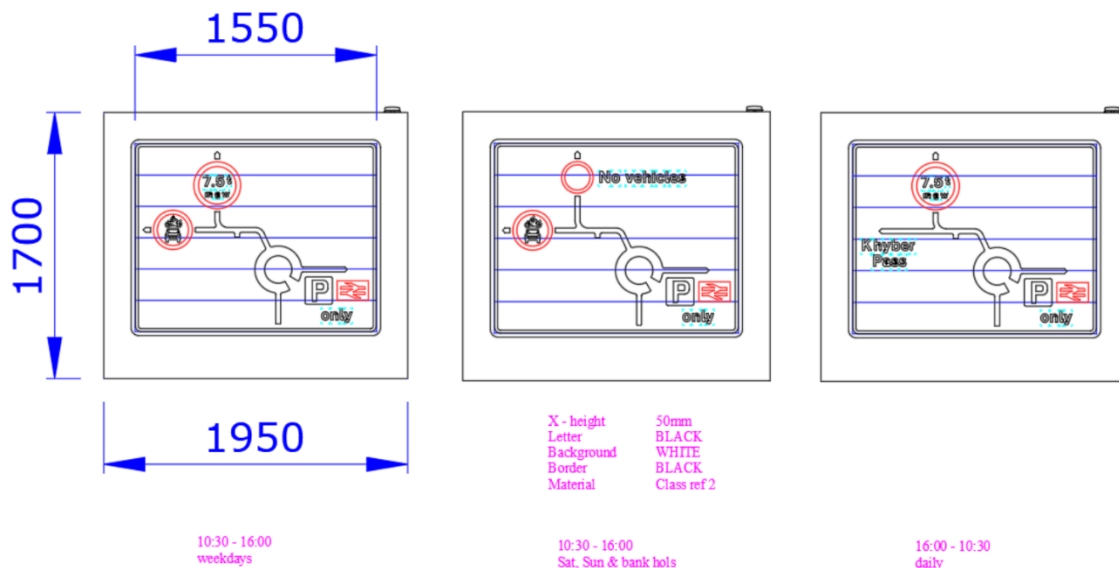
Details of signs deployed from 20 August 2021

The photograph shows the electronic variable message sign (VMS) deployed on Whitby west side, outside the railway station, from 20 August 2021. (A car park management sign can also be seen in the background).



Details of alternative messages displayed by this sign according to time of day/day of week are shown in the drawing below;

► SIGN 1 WEST SIGN FACE DETAIL



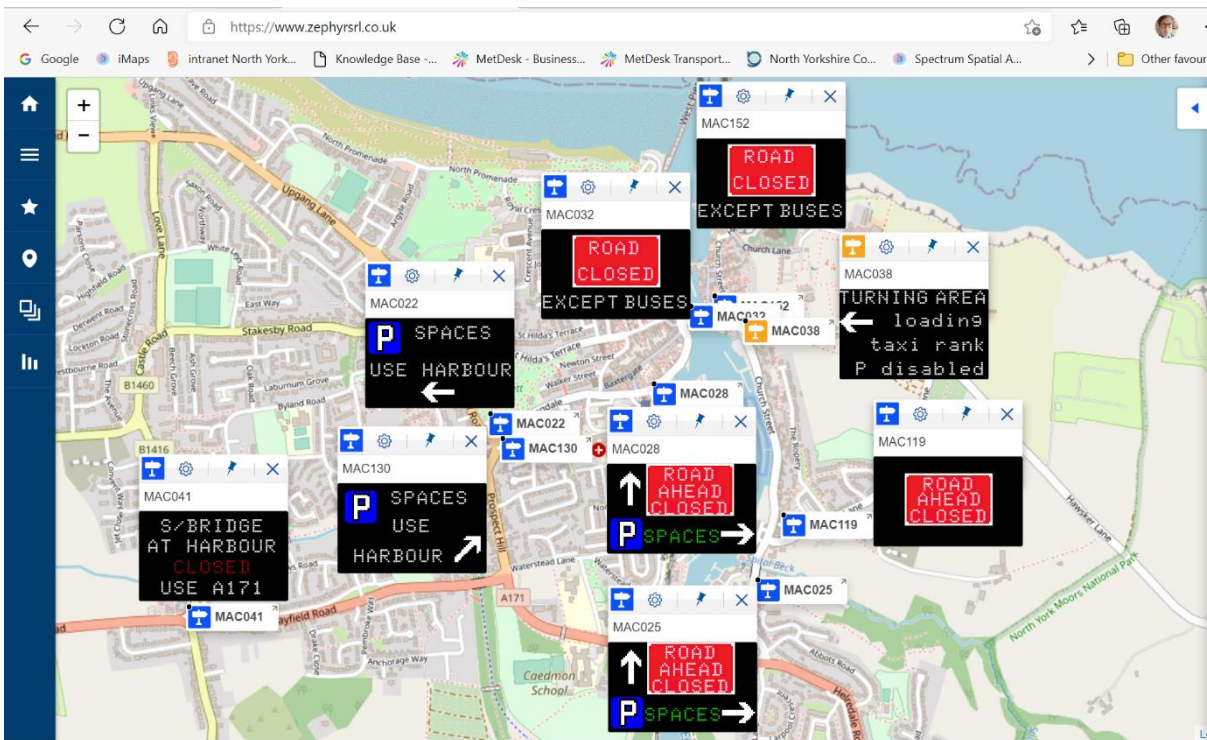
Photographs show electronic variable message signs (VMS) used during the hours of closure to traffic 10:30-16:00 at Whitby swing bridge from 9 September to 31 October 2021.



These signs replaced the metal 'road closed' and 'road closed ahead' metal signs for the swing bridge road closure.

The traffic signals were configured to stay on 'all red' between the hours of 10:30 and 16:00 during road closures unless bus driver/emergency volunteer's key fob called a green signal.

Photographs show variable message signs used for road closures and car park management. Not pictured, but these signs were also used for special messaging before and during Whitby Regatta and swing bridge planned maintenance.



Traffic survey data

Table 2 – Turning Counts (PCUs) at Spital Bridge Junction

From	To	Total (10:30-16:00)				Daily Total (12 hour)			
		Bridge open to traffic	Bridge closed to traffic			Bridge open to traffic all day	Bridge closed to traffic 10:30-16:00		
		5th August 2021	26th August 2021	Net Diff	% Diff	5th August 2021	26th August 2021	Net Diff	% Diff
Larpool Lane	Helredale Rd	61	99	38	62.30%	136	169	33	24.26%
Larpool Lane	Spital Bridge	92	66	-26	-28.26%	189	161	-28	-14.81%
Larpool Lane	Abbots Road	4	3	-1	-25.00%	6	14	8	133.33%
Larpool Lane	New Bridge	380	385	5	1.32%	850	814	-36	-4.24%
New Bridge	Larpool Lane	319	302	-17	-5.33%	677	631	-46	-6.79%
New Bridge	Helredale Rd	3711	3650	-61	-1.64%	6969	6779	-190	-2.73%
New Bridge	Spital Bridge	678	897	219	32.30%	1340	1518	178	13.28%
New Bridge	Abbots Road	39	0	-39	-100.00%	86	24	-62	-72.09%
Abbots Road	New Bridge	31	12	-19	-61.29%	71	56	-15	-21.13%
Abbots Road	Larpool Lane	1	4	3	300.00%	7	9	2	28.57%
Abbots Road	Helredale Rd	33	21	-12	-36.36%	61	38	-23	-37.70%
Abbots Road	Spital Bridge	43	31	-12	-27.91%	92	59	-33	-35.87%
Spital Bridge	Abbots Road	46	38	-8	-17.39%	89	64	-25	-28.09%

From	To	Total (10:30-16:00)				Daily Total (12 hour)			
		Bridge open to traffic	Bridge closed to traffic	Net Diff	% Diff	Bridge open to traffic all day	Bridge closed to traffic 10:30-16:00	Net Diff	% Diff
		5th August 2021	26th August 2021			5th August 2021	26th August 2021		
Spital Bridge	New Bridge	614	770	156	25.41%	1116	1346	230	20.61%
Spital Bridge	Larpool Lane	48	53	5	10.42%	134	136	2	1.49%
Spital Bridge	Helredale Rd	565	440	-125	-22.12%	1194	1008	-186	-15.58%
Helredale Rd	Spital Bridge	619	431	-188	-30.37%	1194	952	-242	-20.27%
Helredale Rd	Abbots Road	5	0	-5	-100.00%	9	0	-9	-100.00%
Helredale Rd	New Bridge	3405	3492	87	2.56%	6472	6540	68	1.05%
Helredale Rd	Larpool Lane	89	127	38	42.70%	171	243	72	42.11%

Table 3 – Turning Counts (PCU) at Whitby Bridge / New Quay Road Junction

From	To	Total (10:30-16:00)				Daily Total (12 hour)			
		Bridge open to traffic	Bridge closed to traffic			Bridge open to traffic all day	Bridge closed to traffic 10:30-16:00		
		5th August 2021 Observed	26th August 2021 Observed	Net Diff	% Diff	5th August 2021 Observed	26th August 2021 Observed	Net Diff	% Diff
New Quay Road	Baxtergate	2	20	18	900%	181	209	-28	-15%
New Quay Road	New Quay Road (Pier Road)	359	334	-25	-7%	851	803	48	6%
New Quay Road	Whitby Bridge	753	4	-749	-100%	1671	663	1008	60%
New Quay Road	U turn - New Quay Road	22	121	99	450%	47	142	-95	-202%
Whitby Bridge	Baxtergate	3	0	-3	-100%	37	38	-1	-3%
Whitby Bridge	New Quay Road (Pier Road)	21	0	-21	-100%	52	38	14	27%
Whitby Bridge	U turn - Whitby Bridge	1	0	-1	-100%	2	3	-1	-50%
Whitby Bridge	New Quay Road	759	29	-730	-96%	1559	600	959	62%
New Quay Road (Pier Road)	Baxtergate	0	2	2	0.00%	0	2	-2	0.00%

APPENDIX F

New Quay Road (Pier Road)	U turn - New Quay Road	0	0	0	0.00%	0	0	0	0.00%
New Quay Road (Pier Road)	Whitby Bridge	0	0	0	0.00%	0	0	0	0.00%
New Quay Road (Pier Road)	New Quay Road	0	0	0	0.00%	0	0	0	0.00%
Baxtergate	U turn - Baxtergate	0	0	0	0.00%	0	0	0	0.00%
Baxtergate	New Quay Road (Pier Road)	2	4	2	100%	3	5	-2	-67%
Baxtergate	Whitby Bridge	1	0	-1	-100%	1	0	1	100%
Baxtergate	New Quay Road	2	7	5	250%	2	9	-7	-350%

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
1	Spital Bridge - junction improvements are needed	312	59%	<p>The most frequently mentioned comment was in relation to the delays at this junction when the swing bridge was closed to traffic.</p> <p>During the recent consultation, many asked for a roundabout or traffic lights at this junction. It is possible that traffic signals or a roundabout, if crossing facilities for pedestrians could be included would be appropriate solutions. Some people said that trying to get out of the junction during busy times was more dangerous than going along the swing bridge. Drivers currently have to judge for themselves when there is a suitable gap in the traffic on the main road before they pull out at times of high traffic flow on the A171, this can be difficult.</p> <p>Any improvements at this junction are however dependant on further funding becoming available.</p> <p>The local highways office is aware of longstanding calls from the public for an improvement at this junction, many years before the experimental scheme began.</p>
2	Congestion/delay for vehicles whilst using the alternative route when the bridge is closed	162	31%	<p>In addition to the time taken to exit the junction from Spital Bridge onto the A171 along the only other realistic alternative route, congestion was also reported on the rest of the route; A171 over the new bridge, through Mayfield Road traffic lights, down Prospect Hill and along Bagdale. This route can be congested during busy summer days even if the swing bridge is available. The traffic signals at Mayfield Road use a detection system that continually adjusts the timings for vehicle speeds and volumes. At times when peak visitor numbers are experienced, traffic approaching Whitby from the south on the A171 is so heavy that it can queue back beyond the traffic signals at Sainsbury's. Likewise, traffic approaching Whitby from Guisborough Road can queue back beyond Four Lane Ends roundabout and towards the Park & Ride. This can occur whether or not the swing bridge is closed to traffic.</p> <p>A small number commented on the pollution caused by vehicles waiting in traffic compared with the much shorter journey of going over the bridge.</p>

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
3	Needs of locals placed second to visitors	106	20%	Some of the comments received were from local people who feel as though the experiment was primarily to help keep visitors safe and help the tourist economy at the expense of the local people being inconvenienced. The principle achievement of the experiment was to gather information on the effects of the trial as well as improving highway safety, regardless of whether road users were visitors or local.
4	Supportive of weekend /bank holiday/some closures	91	17%	In previous years, the reactive closures of the bridge were needed when the pedestrian numbers increased beyond a safe level to allow vehicles as well as pedestrians to use the bridge. These were mainly during school holidays and for special events but could simply be if the weather was good. It is extremely difficult to predict every occasion when the crowds of pedestrians get to that level where it becomes imperative to close the bridge to traffic. However, as visitor numbers appear to grow each year, coupled with people taking 'staycations' as a result of the pandemic, it has now got to a stage where the school summer holiday weekends are a virtual certainty that this will happen. Even if a pattern of upcoming closure dates/times is agreed upon/published in advance, which would help to give drivers greater certainty of whether the route is available, the system will always need to be adaptable to deal with special events or the regular maintenance of the swing bridge.
5	Against Tin Ghaut changes/the relocation of permit holders parking from Tin Ghaut to Church Street car park and the resulting loss of 35 spaces	75	14%	Parking spaces in the centre of Whitby during the season are in high demand. The arrangement in the Tin Ghaut area, before the experiment, provided 39 permit holders only spaces. It had a barrier and was maintained and enforced by Scarborough Borough Council (SBC). The permits each cost in the region of £700 per annum. In order to provide a turning area for all sizes of vehicles, the spaces for permit holders were transferred into SBC's neighbouring Church Street car park at the expense of losing 35 public pay and display spaces from Church Street car park. Although some vehicles use other areas of Church Street and other junctions to turn around, the Highway Authority recommends that Tin Ghaut is the safest place to make such a manoeuvre if it is available, especially for large vehicles.

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
	in Church Street car park			<p>If it is recognised that if the regular closures of the Swing bridge are to continue on more than just an emergency basis, and if further funding is made available to continue with the scheme in some form, then designs would be worked up to improve the temporary arrangement, for example by landscaping and proposing enforceable restrictions.</p> <p>Similarly, Church Street and Bridge Street could have different arrangements proposed for bus stops, taxi bays, loading bays, and time limited/controlled on street parking bays to help provide appropriate facilities to load/unload, wait or park.</p> <p>Whilst there has been a loss of off-street parking spaces, the east side of Whitby has gained a loading bay capable of accepting articulated vehicles. This serves the immediate area and will have contributed to a reduction in vehicles entering the cobbled part of (Upper) Church Street. Church Street is unsuitable for large vehicles, there are various time sensitive weight limits in place to try to manage this, but until the Tin Ghaut turning area was provided, drivers would have no choice but to load/unload on upper Church Street or Bridge Street. The arrangements at Tin Ghaut will have contributed to an improved environment for highway users on Upper Church Street. 26 of the respondents identified themselves as anglers with heavy gear, sailing from East side, who were no longer able to park close by. The boats offering day trips for anglers to go out to sea operate from the pontoon near the Church Street car park. The reduction of off-street spaces in this area has meant it is much more difficult for these visitors to find a car parking space close to the boats. The anglers usually arrive early in the morning for the trips with large amounts of heavy equipment. The people responding say this did not used to be an issue until the reduction in 35 spaces from the public car park at Church Street.</p>
6	Visitors should stay on the footpaths on	65	12%	Although the footways on the Swingbridge were widened slightly some years ago, their current width is 1.63m. There is a 3.7 metre width of carriageway for vehicles, which travel in one direction at a time under the control of the traffic signals.

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
	swing bridge/add guardrail to the swing bridge to keep pedestrians off the road/pedestrians should adhere to one way (Covid) signage			<p>During a busy day, the sheer number of pedestrians means it is impracticable for them to keep to the narrow footways. Placing a barrier on the kerbline, as many people have suggested, is not desirable as at busy times, pedestrians would walk in front of the barriers and be at risk of crushing collisions with vehicles.</p> <p>The swing bridge mechanism is finely balanced and any additional weight could prevent it from operating.</p> <p>Even if a barrier could be safety fixed to the bridge deck without affecting the swinging operation or damaging its structure, a railing or barrier would reduce the width of the footway significantly as it would need to be placed a minimum of 0.3m away from the kerb edge.</p> <p>During Covid, social distancing restrictions signs were placed on the bridge to encourage pedestrians to use the footways on the bridge in a one way system by keeping to the left. Whilst a lot of people obeyed these guidelines, not all adhered. Even if it were possible to enforce one-way walking this would still not be enough to safely manage the high pedestrian footfall at busy times.</p>
7	Full support/support for ongoing daily closures	56	11%	The level of support is noted. Many respondents did not elaborate on their answer.

8	Pressures on parking in residential streets/need more Park & Ride/need more parking/why were drivers not directed to P&R	43	8%	<p>It is recognised that at busy times the demand for parking in Whitby outstrips supply.</p> <p>On the east side of Whitby, Church Street and adjacent residential streets such as The Ropery are not part of the Controlled Parking Zone (CPZ) and the local highways office are preparing plans and documents for new consultations proposing two potential extensions of the CPZ, one on the east side and one in the Fishburn Park area.</p> <p>In order to provide a fit-for-purpose experimental turning area at Tin Ghaut which included a loading area capable of accepting articulated vehicles, along with 2 disabled parking spaces and 3 taxi spaces, 35 public car parking spaces within Church Street car park were effectively lost when permit parking was relocated from Tin Ghaut to Church Street car park.</p> <p>Drivers are already directed to the Whitby Park and Ride site using permanent signs on the outskirts of the town. If drivers are in the town centre, they had already ignored those signs. Whilst there were spaces in the town centre car parks, the local highways team felt it was more appropriate to direct drivers already in the town centre to the nearest town centre car park with spaces.</p> <p>One issue is that SBC's Abbey Headland park car, whilst providing 415 car parking spaces, is located at the top of '99 steps' adjacent to Whitby Abbey and so for anyone with young children or those with a disability this car park is not a feasible option if wishing to visit Whitby town centre and harbour area.</p> <p>Given the potential forthcoming developments for Whitby which may have a further displacement effect on public parking, it would seem prudent for the county council working in conjunction with Scarborough Borough Council to consider re-examine the case for alternative car parking and/or the feasibility of a second Whitby Park and Ride service. It should be noted however that a park and ride service needs to operate without requiring a large subsidy from the taxpayer.</p>
9	No support (if no explanation given)	38	7%	<p>The principle objectives of the experimental scheme were to improve highway safety, give drivers some certainty of when traffic was or was not permitted over the swing bridge and to gather information and views during the experimental period.</p>

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
10	Electronic signs were an eyesore/drivers ignored signs/signs placed in wrong locations	25	5%	The different signs that were put in place during the experiment ranged from metal A-frame temporary signs to trailer-mounted electronic signs, which required pedestrian barriers to be placed around them.
11	Trips for disabled/elderly affected/carers have a much longer day/not enough disabled parking spaces	24	5%	For anybody making a journey in a private vehicle or taxi that would normally go via the swing bridge, the distance, journey duration and costs would have increased if the swing bridge was closed to traffic. For the disabled / elderly who rely on other people (relatives, taxis) the journey times and costs are further compounded if they have to travel across the river, using the alternative route of Bagdale, Mayfield Road traffic signal junction, A171 and high level bridge ('New Bridge') Spital Bridge and Church Street to reach their destination. The experimental scheme has added 2 additional disabled car parking spaces and three taxi rank spaces to Tin Ghaut.
12	Support for scheme as long as improvements made to Spital Bridge	23	4%	Noted. See officer's comments for theme 1 in this table.

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
13	Why can't taxi's be allowed across the bridge as buses are/higher taxi fares/effect on taxis	20	4%	<p>Ideally, a scheme to enhance safety for pedestrians at times of high footfall would exclude all vehicles. The exemptions made for the local bus service is minimal, as the bus crossed the bridge once per hour, the bus driver could control the traffic lights and be confident that they would not encounter any other oncoming vehicle, so could concentrate on manoeuvring through the crowds carefully.</p> <p>If more vehicles are granted exemptions then the premise of the scheme is diluted; pedestrians may not be expecting to find vehicles on the bridge and it has been noted that non-authorized vehicles follow authorized vehicles through, although this could be deterred by installing an enforcement system.</p> <p>However, whether or not an exemption could be granted at certain times for Hackney carriages, which are public service vehicles, will be re-examined if/when further design work is progressed.</p>
14	Alternative suggestions made	20	4%	Please see Appendix J for details
15	Construct a new wider bridge/a new pedestrian only bridge	19	4%	<p>A pedestrian only bridge, in principle, would likely be a popular choice amongst the population of Whitby.</p> <p>The county council's Bridges and Structures team have confirmed that the swing bridge structure with the current weight restriction in place should be serviceable for another 75 years. The current bridge is positioned in the best location for the shortest span across the river.</p> <p>A new bridge in the current location would require a footbridge to be provided which was capable of opening to river traffic, otherwise the removal of the existing bridge would lock the port and marina upstream of the swing bridge for a number of months. A new bridge for traffic in another location would be of a longer span and be more expensive. The performance of the bridge is good for a bridge operating in a difficult location open to a highly corrosive atmosphere and flooding and is in fact better than that of some of the county's other mechanical bridges which do not operate with the</p>

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
				same intensity as this bridge does because of its importance to the economy of Whitby and the Port.
16	Road closures encourage other modes of travel, better for the environment, on foot experience is enhanced etc	17	3%	Noted. Whilst the scheme was intended to enhance safety at times of high pedestrian footfall, it also had environmental benefits. Increasingly the population is becoming more aware of the causes and effects of climate change, and cutting down on travel by diesel/petrol driven private vehicle is to be encouraged. Walking and cycling, although Whitby is hilly, are to be encouraged, especially for short trips such as those from one side of town to the other.
17	Commercial deliveries are made difficult	15	3%	It is accepted that some classes of driver were disproportionately inconvenienced by the experimental scheme. There are many towns where there are restrictions on vehicles during the core hours of the day. However, if improvements to the alternative route can be achieved, such as the improvements to Spital Bridge junction, this may lessen the impact to some degree.
18	Would like to see a larger traffic-free area (the majority mention St Ann's Staith/Pier Road)	13	2%	A larger traffic-free area on the west side would allow traffic signage on the west side to be a lot simpler, as the point where vehicles need to take an alternative route would be Langborne Road roundabout. This would be likely to help drivers who, during the experiment, found themselves having to make a u-turn at the closed swing bridge. However, a larger area would affect many more properties that currently rely on vehicular access. These include residential properties, small businesses, major businesses (e.g. Fishing) and proposed businesses such as the Lobster hatchery. Emergency vehicles would be exempt to be able to access areas along the existing ½ mile long 1 way system towards Khyber Pass. Other exemptions would need to be carefully considered, such as disabled parking facilities and tourist bus routes.

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
19	Drivers are ignoring restrictions on St Ann's Staith/Pier Road	12	2%	<p>For the restrictions for access only on the one way system starting at St. Ann's Staith to be enforced would require an operation including many staff over a set time period, to identify those vehicles which have driven through rather than having stopped to carry out legitimate business.</p> <p>The traffic survey of 5 August, which surveyed all turning movements at the swing bridge, St Ann's Staith, New Quay Road and Baxtergate, showed that 65 vehicles per hour travelled along St Ann's Staith from New Quay Road during hours when the 'access only' restriction was in place. This increased to 75 vehicles per hour when the restrictions were not in place ie 07:00 to 10:30 and 16:00 to 19:00</p> <p>It is reported that many motorists already ignore this existing restriction and reportedly the bridge being closed increases this because some drivers have ignored the signs and driven up to the bridge to see if it is actually closed.</p> <p>Comparing the traffic survey of 5 August (bridge open) to the traffic survey of 26 August (bridge closed) found there was very little difference in the numbers of vehicles using St Ann's Staith whether or not the swing bridge was open or closed to traffic.</p>
20	Tin Ghaut turning area - lack of parking restrictions /enforcement	10	2%	<p>If it is recognised that the regular closures of the Swing bridge are to continue on more than just an emergency basis, and if funding for a future scheme is made available, then designs would be worked up to improve the temporary arrangement, for example by landscaping and proposing the introduction of enforceable restrictions.</p>
21	Driving lessons and driving tests affected	9	2%	<p><u>All</u> the existing driving test routes that originate from Whitby driving test centre go over the swing bridge or use Spital Bridge junction, and the closure of the swing bridge on weekdays was the reason given by the test centre when it closed on 20 August until 30 September. Officers from the local highways office met with DVSA representatives 1 December 2021 to explore potential remedies.</p>

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
				Local highways officers have agreed to keep in regular contact with the DVSA representatives when/if design work progresses, with the aim of the local highway office finding a solution for the swing bridge scheme which protects the future continuation of driving tests in Whitby.
22	Concern for emergency responders eg coastguard and emergency services	8	2%	<p>Whilst emergency vehicles were exempt from the road closure from the start of the experiment, on weekends and bank holidays between 2 April and 19 August no exemptions were made for volunteers travelling to an emergency such as RNLI or coastguard volunteers.</p> <p>From 20 August 2021, the traffic signals on the swing bridge were configured to stay on 'all red' whilst the bridge was closed to traffic.</p> <p>A system was introduced on 20 August during the experiment where buses, coastguard staff and lifeboat staff have a device which can override the red traffic lights on the swing bridge to give them passage. This was required for the emergency volunteers vehicles as the majority would not be fitted with blue lights and or sirens.</p>
23	Why are buses being allowed over the bridge/buses must be allowed over the bridge	7	1%	<p>On weekends and bank holidays between 2 April and 19 August no exemptions were made for buses and they were not able to use the swing bridge or serve Church Street on days when they could not drive over the swing bridge.</p> <p>As part of considering the effects on people with protected characteristics, from 20 August 2021 when daily closures began, buses were granted an exemption. This was done by providing the bus drivers with a fob for the traffic signals on the swing bridge. The signals were configured to stay on 'all red' whilst the bridge was closed to traffic, but the fobs activated a green signal to allow the bus to lawfully use the bridge.</p>

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
				Some residents do not have facilities to drive across the A171 bridge. This could be for a number of reasons: disability, elderly, financial. The hourly bus service provides a vital facility for these people to get to destinations including supermarkets, doctors, dentists, etc.
24	Suggests a one way system for traffic over the bridge	6	1%	Whilst this may reduce the amount of conflict between opposing directions of traffic, it would not significantly reduce traffic levels to a level that would be acceptable at times of heavy pedestrian footfall.
25	No injury collision history so why has the experiment gone ahead	6	1%	Having a record of a proven casualty history is one reason why the highway authority would take action at a location but another reason is to address an existing or significant highway safety issue.
26	Harms trade/traders don't support	6	1%	There is evidence to suggest that pedestrianised streets make the pedestrian experience more pleasant, and drivers arriving in the town complete the last part of their journey to local business premises on foot.
27	Reopening bridge to traffic at 16:00 is too early	4	1%	<p>Experience from the reactive swing bridge closures has shown that 16:00 is generally sufficient apart from in extreme circumstances such as events and bank holidays.</p> <p>If it is recognised that if the regular closures of the Swing bridge are to continue on more than just an emergency basis, and if further funding is made available, then designs would be worked up and consideration of the justification for the times of days of any pre-determined pattern of closure considered.</p> <p>Baxtergate has a no motor vehicles restriction traffic order that is enforced by the placing of bollards across the narrow road. This is in place all days between 10:30 and 16:00.</p>

	29 comment /themes raised by those responding to consultation 2 April to 8 November 2021	Number of respondents mentioning	Percentage of 530 respondents mentioning	Officer comment
				St Ann's Staith is restricted to 'access only' also between 10:30 and 16:00. The intention was that the swing bridge hours of restriction matched the neighbouring streets, to avoid complication/confusion of having differing hours.
28	Agree that something should be done but not this	3	1%	Self-explanatory showing that the respondents agree that there is an existing problem.
29	Grape Lane lack of signs/ abuse by drivers/ lack of enforcement	2	Less than 0.5%	<p>A number of concerns have been raised during the consultation regarding access for loading, the creation of temporary street cafes during Covid and access for those with mobility issues.</p> <p>There have also been issues with providing an electrical supply for the signpost and erecting the signage. None of the restrictions proposed for Grape Lane have been implemented to date.</p> <p>The local highways office recommends that the proposed restrictions for Grape Lane are looked at again, if/when the other restrictions for the swing bridge and St Ann's Staith are being reviewed, and if necessary a fresh set of proposals are drawn up for Grape Lane.</p>

Equality impact assessment (EIA) form: evidencing paying due regard to protected characteristics

(Form updated April 2019)

Whitby Swing Bridge - proposal to close the swing bridge to motorised road traffic, with complementary restrictions in neighbouring Whitby town centre streets, by means of an experimental traffic order.

If you would like this information in another language or format such as Braille, large print or audio, please contact the Communications Unit on 01609 53 2013 or email communications@northyorks.gov.uk.



যদি আপনি এই ডকুমেন্ট অন্য ভাষায় বা ফরমেটে চান, তাহলে দয়া করে আমাদেরকে বলুন।

如欲索取以另一語文印製或另一格式製作的資料，請與我們聯絡。

اگر آپ کو معلومات کسی دیگر زبان یا دیگر شکل میں درکار ہوں تو برائے مہربانی ہم سے پوچھئے۔

Equality Impact Assessments (EIAs) are public documents. EIAs accompanying reports going to County Councillors for decisions are published with the committee papers on our website and are available in hard copy at the relevant meeting. To help people to find completed EIAs we also publish them in the Equality and Diversity section of our website. This will help people to see for themselves how we have paid due regard in order to meet statutory requirements.

Name of Directorate and Service Area	BES Area 3 Highways
Lead Officer and contact details	Helen Watson
Names and roles of other people involved in carrying out the EIA	Ged Lyth
How will you pay due regard? e.g. working group, individual officer	Examining the initial consultation responses received in December 2020, considering the effect of the scheme on various modes of transport and the effects of those changes on highway users with different characteristics.
When did the due regard process start?	October 2020

Section 1. Please describe briefly what this EIA is about. (e.g. are you starting a new service, changing how you do something, stopping doing something?)

The original proposal was to introduce an experimental traffic order to prohibit all motor vehicles from travelling over Whitby Swing Bridge from 10:30am to 4:00pm, every day.

As a result of considering the impacts on people with protected characteristics, the proposals have been changed to;

Introduce an experimental traffic order prohibiting all motor vehicles from travelling over Whitby Swing Bridge from 10:30am to 4:00pm **on Saturdays, Sundays and bank holidays.**

The start date of the trial is expected to be 1st April 2021, continuing until approximately December 2021 to allow sufficient observations to be made to report back on the implications this will have had.

There would be a further EIA carried out and a further committee report before a decision is taken whether to make any proposals permanent or not. This proposal is for the trial only.

Section 2. Why is this being proposed? What are the aims? What does the authority hope to achieve by it? (e.g. to save money, meet increased demand, do things in a better way.)

During 2020 the general need to provide for socially distanced pedestrian access because of the Covid pandemic highlighted an already existing issue of conflict between pedestrian and vehicular use of Whitby swing bridge. Under powers specifically introduced to tackle Covid, a multiagency task group which included the police, borough and county councils, made the short term emergency decision to close the swing bridge to all motorised and non-motorised vehicular traffic between 10:30am to 6pm every weekend. The task group also decided that it was necessary to place a traffic operative at the entrance to St Ann's Staith/Pier Road every day, to enforce the existing restrictions, which stipulate that only vehicles requiring essential access are permitted between 10:30am to 6pm between 23 March and 30 September. These Covid-related actions remained in force until the end of October last year.

Road Traffic Regulation Act 1984 S122 places a duty on the council as the Traffic Authority to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians). Pre-Covid, it had already been recognised by the police and the local highways office that change is likely to be needed.

In 2019 and years previous the County Council via its local highways office, with the support of the police, regularly closed Whitby swing bridge to vehicular traffic using either planned closures under section 21 of the Town Police Clauses Act 1847 or emergency closures under section 14(2) (b) (as amended) of the Road Traffic Regulation Act 1984, in the interests of highway safety at times of heavy pedestrian footfall. For example, in 2019 the swing bridge was closed to traffic on 13 weekends. The closures have often happened with short notice to highway users. It's acknowledged that closures at short notice can be inconvenient for the people and businesses of Whitby and its visitors as well as being cumbersome to manage for the County Council. A more consistent approach to controlling use of the swing bridge is considered desirable in a practical sense and is indeed essential if the local highway authority is to continue to fulfil its' duties to secure safe movement for highway users.

2.4 Whitby swing bridge, an historic structure that the County Council is responsible for the maintenance of, is only wide enough for one way traffic and is currently controlled by traffic signals. There are footways on either side but these are narrow. Numbers of pedestrians can often be so great that the narrow footways are inadequate, even at only

moderately busy times, and pedestrians overspill into the carriageway area. Even at quieter times, where pedestrians are two abreast, anyone wishing to pass needs to step into the carriageway to do so.

A more predictable and cheaper to implement system has been required for some time.

Covid and the need for social distancing has exacerbated the existing issues.

The proposals support two of the objectives in the Whitby Town Deal Investment Plan; objective 5 *Create a walkable town to better connect all that is on offer*, and objective 7 *Provide opportunities to live lighter in our environment*.

Section 3. What will change? What will be different for customers and/or staff?

An experimental trial of;

No motorised vehicles permitted to travel over Whitby swing bridge between the hours of 10:30am - 4:00pm on Saturdays, Sundays and bank holidays. No exemption would be made for buses or taxis.

The existing 'prohibition of motor vehicles except for loading, buses, taxis and permit holders' summer restrictions 10:30am – 4:00pm for St Ann's Staith, Hagersgate, Pier Road and Khyber pass would be extended to every day.

Section 4. Involvement and consultation (What involvement and consultation has been done regarding the proposal and what are the results? What consultation will be needed and how will it be done?)

A public consultation took place 30th November to 24th December 2020. Given the funding timescales, there has not been sufficient time to carry out more in depth studies/consultation with affected groups. However, the trial is designed to act as an extended consultation period where any unforeseen difficulties can be appreciated and if necessary, amendments could be made to the trial and it can be continued. In extreme circumstances, the trial could potentially be paused whilst issues are dealt with and then continued with, or ended early.

Section 5. What impact will this proposal have on council budgets? Will it be cost neutral, have increased cost or reduce costs?

Please explain briefly why this will be the result.

Should the trial be approved to proceed, the funding for the trial would be made available from a government award of £400,000 to Whitby Town Deal Board.

The provision of signs and equipment, which will be installed as part of the trial, will save the local highway authority revenue budget in coming years. This is because the new equipment will be able to be used in the future to close the road when required on a temporary basis, even if the conclusion of the trial is that this scheme, or one similar to it, is not continued with.

Section 6. How will this proposal affect people with protected characteristics?	No impact	Make things better	Make things worse	Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc.
Age Disability People on a low income		X		For pedestrians walking across the swing bridge at busy times, pedestrian safety would be greatly improved. The pedestrian experience would be enhanced, air quality improved and conditions in the town centre generally more conducive to walking and cycling. The proposals are part of the Town Deal for Whitby, aimed at increasing prosperity and assisting economic recovery from Covid for the whole town.
			X	<p>The proposals will mean the 95 service bus run by Arriva will not be able to serve Church Street on Saturdays, Sundays and bank holidays.</p> <p>Church Street is on the east side of Whitby and many town centre amenities such as bus station, train station, supermarket, banks are located over the swing bridge on the west side.</p> <p>Arriva North East (ANE) operate a local bus service 95, the route is a one-way loop connecting Sainsburys – Eskdale – Whitby – Sleights – Grosmont – Lealholme – Sainbury’s, which crosses over Whitby Swing Bridge ½ hourly Monday to Saturday, hourly Sunday, from Church Street to New Quay Road. 10 journeys a day would be affected based on the current schedule and ANE have reported that on average 41 passengers in a week board the service on the three stops on Church Street. Alighting data is not available, therefore the number of passenger alighting at these stops is unknown.</p> <p>The service between Sainsbury’s and Sleights operates commercially, without financial support from the authority. ANE have expressed concern about the effect the closure of the bridge will have on service 95, as they consider the service to be very marginal under normal circumstances.</p> <p>ANE believe that a diversion into Church Street during the closure is not something that could be sustained within the current limits of the service schedule. ANE have indicated that they are likely to look at amending the route on days when the</p>

Section 6. How will this proposal affect people with protected characteristics?	No impact	Make things better	Make things worse	Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc.
				<p>swing bridge is closed (weekends and bank holidays) to operate from Sainsbury's via Helredale Road and Bagdale. This would leave Church Street area with no local bus service during the closure of the bridge. The walking distance from the middle bus stop on Church Street to the bus station is approximately 750m and to the alternative bus stop on A171 is approximately 800m.</p> <p>If the service bus is unavailable, users may need to take a taxi instead at a greater cost than the bus service (older bus passengers will be entitled to use a free bus pass). They may also use community transport, which again, would not be free to the user.</p> <p>As the 95 service is a loop service, anecdotally most passengers walk back, or use alternatives, taxis, lifts etc. Some passengers will ride the whole loop route via Sainsbury's and get off on Church Street on the way back to town. Those living in the Church Street area with disabilities, the elderly or those on a low income may be more likely to take a taxi back, see below for effects on taxis.</p> <p>Initial discussions have taken place with ANE to consider the feasibility and cost implications of options to serve Church Street during the closure of the bridge. These include;</p> <p>(a) Adding additional resources to the service to maintain the ½ hourly frequency and accommodate the diversion into Church Street on journeys from Sainsbury's to Whitby. This would be inefficient, require additional vehicle and staff time and the cost is likely to be considerable.</p> <p>The traffic scheme <i>may</i> be able to provide a bus subsidy budget of up to 10% of the total scheme value.</p>

Section 6. How will this proposal affect people with protected characteristics?	No impact	Make things better	Make things worse	Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc.
				<p>Given the funding for a subsidised, diverted bus route would not be feasible beyond the end of the trial, as no funding for a continuing subsidy would be likely to be available, the value in establishing if this is a feasible solution becomes unhelpful in the longer term</p> <p>(b) Reducing the frequency of the service to accommodate the diversion into Church Street on journeys from Sainsbury's to Whitby. This would adversely affect the attractiveness of the regular ½ hourly service that currently exists between Whitby and Eskdale. The service would suffer a reduction in journeys to accommodate Church Street, which is less well used than other sections of the route. This would have a negative effect on service revenue, on what is already a marginal service and could threaten the future of the service (or part of) from a commercial point of view.</p> <p>ANE have indicated that the closure of the Swing Bridge and subsequent required diversion of the inbound journeys as a result, could mean that the service needs to be withdrawn from Sainsbury's in order to re-apportion the time required to facilitate this additional mileage. This would have a negative effect on service revenue, on what is already a marginal service and could threaten the future of the service (or part of) from a commercial point of view.</p> <p>There is an alternative service along the A171 Stainsacre Lane but the stop is 350m from Sainsbury's and so less attractive than the existing service 95.</p> <p>The IPT budget for supported bus services is already fully committed and the criteria for funding excludes funding</p>

Section 6. How will this proposal affect people with protected characteristics?	No impact	Make things better	Make things worse	Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc.
				for 'town services', any additional funding does not fit within the budget criteria. .
Age Disability People on a low income			X	If taxis are not be permitted across the swing bridge, this will have the effect of increasing the length of taxi journeys (and so the fare and the time taken) for passengers.
Sex	X			
Race	X			
Gender reassignment	X			
Sexual orientation	X			
Religion or belief	X			
Pregnancy or maternity	X			
Marriage or civil partnership	X			

Section 7. How will this proposal affect people who...	No impact	Make things better	Make things worse	Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc.
..live in a rural area? ...have a low income? ...are carers (unpaid family or friend)?		X		For pedestrians walking across the swing bridge at busy times, pedestrian safety will be greatly improved. The pedestrian experience will be enhanced, air quality improved and conditions in the town centre generally more conducive to walking and cycling. The proposals are part of the Town Deal for Whitby, aimed at increasing prosperity and assisting economic recovery from Covid for the whole town.
..live in a rural area?	X			The further people live away from the swing bridge, located in the urban centre of Whitby, the less cost/time should be

				associated with adjusting their journey to take an alternative route.
...have a low income?			X	<p>If the bus service did not serve Church Street, users from the Church Street area would need to walk, take a taxi or community transport or rely on lifts at weekends or on bank holidays. People on a low income are likely to be more reliant on buses and taxis, for example to do their weekly supermarket shopping or attend doctor or hospital appointments.</p> <p>Taxi fares and community transport fares can be more costly than bus fares. This is particularly true for those on low income who are entitled to a free bus pass.</p> <p>If using taxis when the swing bridge is closed, the taxi fare would increase as the journey would be substantially longer.</p>
...are carers (unpaid family or friend)?			X	<p>It may create longer, more costly journeys if carers are travelling by vehicle between the east and west sides of Whitby at times when the swing bridge is closed (10:30am – 4:00pm Saturdays, Sundays and bank holidays).</p>

Section 8. Geographic impact – Please detail where the impact will be (please tick all that apply)

North Yorkshire wide	
Craven district	
Hambleton district	
Harrogate district	
Richmondshire district	
Ryedale district	
Scarborough district	√
Selby district	

If you have ticked one or more districts, will specific town(s)/village(s) be particularly impacted? If so, please specify below.

Whitby town, where people wish to travel by motor vehicle between two locations either side of the swing bridge.

Section 9. Will the proposal affect anyone more because of a combination of protected characteristics? (e.g. older women or young gay men) State what you think the effect may be and why, providing evidence from engagement, consultation and/or service user data or demographic information etc.

Older people with a disability who are on a low income will be affected more. This is because of the likely effect on the local bus service and taxis if neither is permitted to use the swing bridge between 10:30am and 4:00pm.

To lessen the detrimental effects on people with protected characteristics, particularly those who who rely on buses and taxis, the proposals have been amended from seven days a week to Saturdays, Sundays and bank holidays only.

Section 10. Next steps to address the anticipated impact. Select one of the following options and explain why this has been chosen. (Remember: we have an anticipatory duty to make reasonable adjustments so that disabled people can access services and work for us)	Tick option chosen
1. No adverse impact - no major change needed to the proposal. There is no potential for discrimination or adverse impact identified.	
2. Adverse impact - adjust the proposal - The EIA identifies potential problems or missed opportunities. We will change our proposal to reduce or remove these adverse impacts, or we will achieve our aim in another way which will not make things worse for people.	√
3. Adverse impact - continue the proposal - The EIA identifies potential problems or missed opportunities. We cannot change our proposal to reduce or remove these adverse impacts, nor can we achieve our aim in another way which will not make things worse for people. (There must be compelling reasons for continuing with proposals which will have the most adverse impacts. Get advice from Legal Services)	
4. Actual or potential unlawful discrimination - stop and remove the proposal – The EIA identifies actual or potential unlawful discrimination. It must be stopped.	
<p>Explanation of why option has been chosen. (Include any advice given by Legal Services.)</p> <p>We recognise the disadvantages the proposals in their original format pose to people with protected characteristics who rely on the local bus service and/or taxis.</p> <p>The experimental scheme can still proceed with the adjustments recommended.</p>	

Section 11. If the proposal is to be implemented how will you find out how it is really affecting people? (How will you monitor and review the changes?)

The scheme, if approved, would be on an experimental basis only and people will be invited to send us their comments from April 2021 for the first six months of the scheme.

Ideally we will receive correspondence from affected persons. We will actively publicise that we want to hear from everyone affected by the trial but that we particularly want to hear from people who would normally travel over the swing bridge using buses or taxis. We appreciate we must not rely on this method.

We will contact groups likely to be affected and groups who will be aware of the change in passenger behaviour. Eg bus company, Scarborough Borough Council taxi licencing (who have a working relationship with the local taxi firms), day centres, adult services.

Section 12. Action plan. List any actions you need to take which have been identified in this EIA, including post implementation review to find out how the outcomes have been achieved in practice and what impacts there have actually been on people with protected characteristics.

Action	Lead	By when	Progress	Monitoring arrangements
Apply the recommendations described below.	Helen Watson	Prior to the trial commencing		
Closely monitor public comment and seek comment from authorities/organisations with knowledge of the affected groups.	Helen Watson	Whilst the trial is ongoing, expected to be April 2021 to October/November 2021		
Report findings and further recommendations in a further EIA to be represented to the decision makers	Helen Watson	Expected November 2021, before any decision is taken on whether the trial or parts of it are to be made permanent.		

Section 13. Summary Summarise the findings of your EIA, including impacts, recommendation in relation to addressing impacts, including any legal advice, and next steps. This summary should be used as part of the report to the decision maker.

The original proposal to prohibit all traffic from the swing bridge 10:30am – 4:00pm every day would have a disproportionately adverse impact on a relatively small number of people with protected characteristics who need to access one side of the swing bridge from the other. Those who may be older and/or have disabilities, who are on a low income and who rely on buses and/or taxis would be affected more than most. This is because their access to and from the town centre may be made more expensive and/or the opportunity for journeys may be reduced.

It is acknowledged that the goal of the trial is to prevent all traffic (except emergency services) from the swing bridge at the busiest times of pedestrian footfall.

Also that the speed with which the funding has become available, and the requirements for spending it within the same financial year mean there has not been sufficient time for the usual traffic impact studies to be made, and that the trial itself is being used as an extended consultation period.

It is acknowledged that to wholly exempt buses and taxis from the restrictions may create pedestrian safety issues, particularly at weekends, and would dilute the environmental benefits that the proposals are designed to provide. The police traffic bureau have confirmed that for automatic enforcement to be carried out, the existing traffic signals on the bridge would need to be switched to 'all red'. This effectively rules out giving any vehicles an exemption, as the exempt vehicles would need to pass through a red signal and could find themselves head-on with another vehicle as there is no line of sight between the two sides of the swing bridge.

To reduce the impact on these people, **it is recommended that a way is found to allow service 95 to continue serving Church Street for the majority of the week and, if it is necessary to prohibit taxis, that the prohibition is for a substantially less number of hours per week than in the original proposals.**

Section 14. Sign off section

This full EIA was completed by:

Name: Helen Watson

Job title: Improvement Manager

Directorate: BES

Signature: *Helen Watson*

Completion date: 16th February 2021

Authorised by Barrie Mason, Assistant Director (signature): Barrie Mason

Date: 18/02/21



Climate change impact assessment

The purpose of this assessment is to help us understand the likely impacts of our decisions on the environment of North Yorkshire and on our aspiration to achieve net carbon neutrality by 2030, or as close to that date as possible. The intention is to mitigate negative effects and identify projects which will have positive effects.

This document should be completed in consultation with the supporting guidance. The final document will be published as part of the decision making process and should be written in Plain English.

If you have any additional queries which are not covered by the guidance please email climatechange@northyorks.gov.uk

Please note: You may not need to undertake this assessment if your proposal will be subject to any of the following:

Planning Permission
Environmental Impact Assessment
Strategic Environmental Assessment

However, you will still need to summarise your findings in in the summary section of the form below.

Please contact climatechange@northyorks.gov.uk for advice.

Title of proposal	Proposed experimental pedestrianisation of Whitby Swing Bridge, 10:30am to 4:00pm daily, starting 31 March 2021
Brief description of proposal	A trial to prohibit vehicles from using the swing bridge each day during the peak times associated with pedestrian movements, with associated traffic restrictions on adjacent streets.
Directorate	Business and Environmental Services
Service area	Highways
Lead officer	Ged Lyth
Names and roles of other people involved in carrying out the impact assessment	Helen Watson
Date impact assessment started	Dec 2020

Options appraisal

Were any other options considered in trying to achieve the aim of this project? If so, please give brief details and explain why alternative options were not progressed.

The options for excluding buses and taxis have been weighed up in Appendix 3 of the committee report.

What impact will this proposal have on council budgets? Will it be cost neutral, have increased cost or reduce costs?

Please explain briefly why this will be the result, detailing estimated savings or costs where this is possible.

The funding is being sourced from the Whitby Town Deal bid. However, the maintenance of the proposed apparatus will need to be sourced from elsewhere.

The County Council Highways have reacted to various events culminating in the swing bridge being closed to traffic over the last few years. Initially this was introduced due to the good weather attracting crowds of people visiting the town. Other incidents causing the bridge to be closed to traffic have included maintenance and breakdowns of the mechanisms of the swing bridge. In 2020, a large proportion of the summer saw the bridge closed to traffic to help assist pedestrians keep greater distances from each other during the Covid guidelines and restrictions for social distancing. All of these temporary closures have included setting up and taking down of temporary signs. On some of these occasions, it has been necessary to have highways staff deployed at the closure points to prohibit drivers from venturing through the barriers. Occasionally, SBC parking services staff or The Police have assisted with this role but generally it was arranged and paid for from the Highways budgets. On each occasion to set up the signs, staff the barriers and remove the signs, the costs would likely be in the region of £1,000 per day. If approved, this scheme will not require temporary signs to set up and will not require the closure points to be staffed.

<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p>Positive impact (Place a X in the box below where relevant)</p>	<p>No impact (Place a X in the box below where relevant)</p>	<p>Negative impact (Place a X in the box below where relevant)</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>
<p>Minimise greenhouse gas emissions e.g. reducing emissions from travel, increasing energy efficiencies etc.</p>	<p>Emissions from travel</p>		X	<ol style="list-style-type: none"> 1. Increase length of journeys. 2. Increase length of time, vehicles would wait at the Spital Bridge / A171 junction. 	<p>1a. Install direction signs to inform drivers of the revised routes to take. 1b. Installation of a turning area for vehicles to turn around. 2. Monitor the junction in the initial period to evaluate whether any alterations and improvements are required.</p>	
	X			<ol style="list-style-type: none"> 3. Remove the vehicles waiting for the lights on the swing bridge in an area that is regularly busy with pedestrians. 4. Remove the vehicles travelling over the swing bridge at low speeds and very close proximity to pedestrians. 5. Encourage more pedestrian journeys to be made by making the congested part of the route a traffic free route. 		<p>3 and 4a. Install signage at the Langborne Road junction to inform drivers that the bridge is closed.</p> <p>3 and 4b. Install signage at the A171 Spital Bridge</p>

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					<p>6. The signage associated with the scheme showing where car parks are full or have spaces available is anticipated to reduce the number of car journeys that normally take place by visitors circling around the town looking for an available parking space.</p>		<p>junction to inform drivers that the bridge is closed.</p> <p>6. Install signs showing numbers of parking spaces available at various car parking locations</p>
Emissions from construction		X			Negligible		
Emissions from running of buildings		X					
Other		X					
<p>Minimise waste: Reduce, reuse, recycle and compost e.g. reducing use of single use plastic</p>		X					

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Reduce water consumption		X				
Minimise pollution (including air, land, water, light and noise)	X		X	See above comments about reducing traffic queues at one location but increasing at others.		It is envisaged that drivers of vehicles will have greater certainty on their routes to get to specific destinations, whether it is a delivery vehicle wanting to get from one side of the river to the other or somebody looking for a parking space.
Ensure resilience to the effects of climate change e.g. reducing flood risk, mitigating effects of drier, hotter summers		X				

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Enhance conservation and wildlife		X				
Safeguard the distinctive characteristics, features and special qualities of North Yorkshire's landscape		X		The Whitby Swing Bridge structure is a distinctive feature and is recognised as one of the principle attractions to the town. The proposals are not expected to have any detrimental impact on the maintenance or the functionality of the bridge.		
Other (please state below)		X				

Are there any recognised good practice environmental standards in relation to this proposal? If so, please detail how this proposal meets those standards.

None we are aware of.

Summary Summarise the findings of your impact assessment, including impacts, the recommendation in relation to addressing impacts, including any legal advice, and next steps. This summary should be used as part of the report to the decision maker.

The details mentioned above show both positive and negative impacts. On balance, the local Highway Authority anticipate that the positive impacts will outweigh the negative impacts. It is planned to monitor the Spital Bridge junction during the experimental period and if the data gathered shows a significant negative impact, it is anticipated that the funding will allow improvements to be made at this junction which will help reduce the waiting times of vehicles at this junction and thus reduce the negative impacts even further.

Sign off section

This climate change impact assessment was completed by:

Name	Ged Lyth
Job title	Project Engineer
Service area	Highways
Directorate	BES
Signature	G Lyth
Completion date	15/1/20

Authorised by relevant Assistant Director (signature):

Date:

	Comment /theme	Number of respondents mentioning	Officer comment
1	Trial should have started later in the year (eg June)	1	The trial aimed to cover the busy Easter period and began with weekend and bank holiday only closures. Daily closures did not start until 20 August.
2	Closing the swing bridge whether or not it is busy relieves Highways from having to both monitor pedestrian levels at busy times and have staff on duty when the bridge is closed (implication is Highways should always monitor and close only when necessary).	1	The aim is also to give drivers some degree of advance warning when the bridge is to be closed so that they can plan their journeys.
3	Why not put a toll charge on non-resident pedestrians using the bridge?	1	As the bridge forms part of the highway maintainable at public expense, it is not appropriate to charge for its use. Any restrictions would need to apply to all pedestrians, not just to visitors.
5	Restricting traffic for tourists in town!! This could be eased if tourist cars and camper vans are kept out of the town's streets Town should be made local traffic only Making the bridge local access only Make Whitby local traffic only	5	It could involve extending the 'prohibition of driving except for access' restriction currently on St Ann's Staith/Pier Road to more of the town's roads. The restrictions would apply to all drivers, not just to visitors. Some form of restriction will be required to be part of any future scheme.
6	Why not also provide a park and ride but on bikes, someone could open a bike hire shop visitors could then cycle into town from the East as there is space to make a cycle lane on this route or through a fieldto help ease traffic and keep us fit and healthy.	1	Noted, although there are no plans to take this forward at the present time.
8	There are a number of elderly residents in that area who cannot walk far and use taxis, you don't even invest in decent bus services which might also help the congestion.	2	Effort was made to ensure that when daily closures of the swing bridge commenced, the 95 service could continue travelling over the swing bridge to continue provision of this service.

APPENDIX J

9	Making the park and ride car park more appealing by having it open overnight for tourists to park there whilst staying in town would help? And making it bigger if it is already filling up too quickly	1	There is a planning condition currently prevents overnight use of the park and ride. The park and ride is adequately sized for the majority of the year. During the pandemic we have seen unprecedented numbers of visitors. Providing more park and ride spaces for Whitby is constantly under review, but any new site or additional bus provision would need to be self-financing for the majority of the year, otherwise the cost falls to the taxpayer.
10	You should be making every effort to reduce the traffic into Whitby. I have not seen a single message on the matrix boards directing traffic to the Park and Ride, they seem to send the traffic from one car park to another causing traffic chaos and then when they can't find a space they then end up at the Park and Ride	1	Drivers are already directed to the Whitby Park and Ride site using permanent signs on the outskirts of the town. If drivers are in the town centre, they had already ignored those signs. Whilst there were spaces in the town centre car parks, the local highways team felt it was more appropriate to direct drivers already in the town centre to the nearest town centre car park with spaces.
11	Make the (Park and Ride) bus free but charging to park a car regardless of the number of people in it.	1	For the park and ride bus service to continue to operate, it would need to be self-financing for the majority of the year, otherwise the cost falls to the taxpayer. Charging per car could be investigated, but would be likely to cost more than one adult bus fare. Charging per car may dissuade drivers of vehicles with fewer occupants from using the service.
12	At weekends and high season have wardens in place to enforce a new regulation and install ANPR cameras to detect and fine amber gamblers as well as drivers touring town more than, say, twice, to find free parking	1	Should the scheme progress to implementation, it is intended some form of enforcement would be included. It may not be possible to distinguish between drivers with a genuine reason to be passing a location twice or three times (for example deliveries, carers), and those who are simply driving around looking for parking.
13	There used to be small buses running round town providing a town service, known as clippers, these small buses are much easier to navigate the town rather than the large buses that provide the service now. Little and often rather than large and not very often.	1	This comment is noted. However, the provision of the type bus is determined by the bus company and is dependent on a number of factors including cost.

<p>14</p>	<p>Would it be possible to change the sequencing of the pedestrian crossing (on Helredale Road which is adjacent Spital Bridge) so that a) both directions show a red light at the same time, and b) the timing is lengthened to allow pedestrians to cross the entire road in one go, rather than as a staggered crossing across the two lanes independently as it is now.</p> <p>This would avoid the risk of visitors not understanding the lights It would also provide potential gaps in the main road traffic so that a few vehicles could exit Spital Bridge at busy times.</p>	<p>1</p>	<p>At present, the crossing operates in four Phases – Vehicles / Peds E/B, and Vehicles / Peds W/B. It is in effect two crossings side by side. This arrangement allows vehicles to always flow in one direction when people cross. It does however mean that it takes longer for people to cross, as they must wait on the centre island.</p> <p>Having split crossings is safer for pedestrians because they only need to look out for vehicles on one approach at a time. Often when vehicle flows are light, they can cross without activating the signals.</p> <p>If the crossings were to be changed to always operate at the same time, so that vehicles are shown a red light on both approaches, the pedestrian crossing period would need to be increased considerably. The crossing time would need to cater for both lanes of the carriageway, and for the time it takes for people to negotiate the island.</p> <p>The increase in pedestrian crossing time would inevitably have an effect on vehicle queues. It is likely that longer queues would block the side road from Spittle Bridge. I therefore doubt that there will be more gaps in the traffic created by any change to the operation of this crossing.</p> <p>The light sequence, and the operation of the red man and green man signals, is exactly the same as at all other Puffin Crossings nationally.</p>
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