

NORTH LINCOLNSHIRE COUNCIL

**NEIGHBOURHOODS
CABINET MEMBER**

**PROPOSED EXPERIMENTAL TRO
PROHIBITION OF MOTOR VEHICLES – BRIDGE LANE, HORKSTOW**

1. OBJECT AND KEY POINTS IN THIS REPORT

- 1.1 The proposal is to introduce an Experimental 'Prohibition of Motor Vehicles' Traffic Regulation Order (hereafter referred to as ETRO) to the whole length of Bridge Lane, effectively removing all motor vehicles except those with permitted access.
- 1.2 The key points in this report are as follows:
- ETROs can be introduced for a maximum period of 18 months whilst proposals are tested and amended. Comments or objections are received and dealt with before the Order is either withdrawn or made permanent.
 - Bridge Lane links to a Bridleway and does not form part of a legal through route for motor vehicles.
 - Horkstow Bridge and Bridge Lane are the focus of persistent vandalism, graffiti, motor vehicle nuisance and other anti-social behaviour.
 - The closure will restrict vehicular access to the Bridleway from Winterton.
 - The recommended option is to install a gate on Bridge Lane to control access. It is unusual for a Highway Authority to close an adopted highway in this manner.

2. BACKGROUND INFORMATION

- 2.1 Horkstow suspension bridge is a Grade II Scheduled Ancient Monument, built in 1834-6 by Sir John Rennie. This is the only suspension bridge designed by Rennie and is one of several bridges built as part of a larger project that included Saxby Bridge.
- 2.2 Horkstow Bridge is owned by the EA. Halcrow Group Ltd, an international firm of consulting engineers undertook Principal Inspection and Assessment of all of the EA bridges in 2006. Horkstow Bridge was assessed as a 0 (zero) Ton Weight Limit effectively

rendering it incapable of carrying motor traffic. This is not currently signed correctly at the bridge or at the end of Bridge Lane.

- 2.3 Bridge Lane is 1.2km in length and less than 3m wide in places, and is adopted highway from the B1204 Main Street to Horkstow Bridge, where it becomes a Bridleway along the western bank of the River Ancholme.
- 2.4 Bridge Lane forms part of the National Byway for cycles. This is a 4,500 mile (7,240 km.) sign-posted cycling route throughout England and parts of Scotland and Wales. It runs along quiet roads, rather than a mixture of roads and tracks like the National Cycle Network, making it more appropriate for road bikes. The route is managed by the registered charity "The National Byway".
- 2.5 There are no turning points or parking facilities on Bridge Lane. Vehicles accessing Bridge Lane must either continue illegally along the Bridleway or turn using the gated field entrances.
- 2.7 Vehicles parking in Bridge Lane block access for farm machinery by parking at narrow points or obstructing field access gates. As the section of Bridge Lane between the main road and the proposed gate is 6m, it is not expected that obstruction will occur once the gate is installed. This will however be monitored as part of the ETRO.
- 2.8 Bridge Lane is used to access Horkstow Bridge for anti-social behaviour by motor vehicles. These motor vehicles cause both a danger and general nuisance to those wishing to quietly enjoy the area on foot, by cycle or on horseback.
- 2.9 There is evidence of significant vandalism and anti-social behaviour at Horkstow Bridge. Local residents report that they clear litter including drug paraphernalia and clothing undergarments from the site on an almost daily basis.
- 2.10 Both the stonework and the steel structure of the bridge are the target of graffiti including profane language and swastikas.
- 2.11 The bridge was closed for 6 months in 2013 following an arson attack where a car was set alight on the bridge resulting in extensive damage to the wooden bridge deck and suspension cables.
- 2.12 The Public Right of Way along the eastern bank of the River Ancholme from Horkstow to South Ferriby is due to undergo a major upgrade. Deterring anti-social behaviour at this site will improve the area generally and lead to improved environmentally friendly use of these facilities.
- 2.13 Horkstow Bridge can also be accessed from the Winterton area along the Bridleway on the western bank of the River Ancholme. This area

suffers from significant fly-tipping and the measures proposed are expected to remedy this.

- 2.14 Installation of CCTV has been considered. The area around Horkstow Bridge is rural and isolated. Provision of an electrical supply from the private pumping station along the drainage ditch is estimated at £15,000.
- 2.15 Horkstow Bridge is an ancient scheduled monument; therefore CCTV could not be installed in the bridge itself. The cost for supplying and installing a CCTV high mast is estimated at £5,000.

3. OPTIONS FOR CONSIDERATION

- 3.1 Option 1: Approve the ETRO preventing unauthorised motor vehicles from accessing Bridge Lane.
- 3.2 Option 2: Approve an adjusted ETRO, allowing vehicles to proceed and park 600m along Bridge Lane.
- 3.3 Option 3: Approve an adjusted ETRO, allowing part-time operation of the gate.
- 3.4 Option 4: Not to approve any ETRO.

4. ANALYSIS OF OPTIONS

- 4.1 Option 1: is the preferred option. This will allow the Council to implement an ETRO and legally remove all unauthorised motor vehicles from Bridge Lane.
- 4.2 Enforcement is proposed using a physically lockable gate with 1.4m access maintained at the side for pedestrians, cyclists and equestrians (example gate Appendix VI).
- 4.3 The gate will be chained and fitted with a double lock arrangement. This consists of an Environmental Agency (EA) lock and a combination lock, allowing access by the EA and authorised users independently.
- 4.4 Additional access will be granted on request and assessment by the Environment Team.
- 4.5 A similar arrangement will be installed at the end of the Bridleway to stop vehicles accessing Horkstow Bridge from the Winterton area with access maintained for licensed anglers.
- 4.6 The design, installation and operation of the gate will comply with proposed changes to North Lincolnshire Council Management

Standard 1.3.22.F1 (Operation of Vehicle Gates and Barriers) and North Lincolnshire Council Management Standard 1.3.22.F2 (Operating Procedures - Safe Operation of Vehicle Gates and Barriers). These procedures are currently in draft and will be adapted as necessary to include any observed issues raised during the course of the ETRO.

- 4.7 A North Lincolnshire Council Risk Assessment will be undertaken prior to the installation of any gate.
- 4.8 Removable bollards are to be installed on both side of the bridge to ensure vehicles do not cross the bridge.
- 4.9 Signs will be installed to indicate the closure and the need to maintain access through the gate. A telephone number will be displayed to gain access.
- 4.10 Consultation and observation indicate that no more than 3 vehicles regularly access Bridge Lane at any one time for social purposes such as dog walking. These vehicles currently park along the verge or in the field accesses in Bridge Lane. Parking for these vehicles will be maintained either at the top of Bridge Lane or on the main B1204.
- 4.11 A Stage 3 Road Safety Audit will be undertaken on the completed highways work.
- 4.12 The ETRO and the operation of the gate arrangement will be inspected weekly by the Environment Team.
- 4.13 Option 2: is as Option 1, but requires the creation of a turning and parking area. This area may become a focus point in its own right for anti-social behaviour. The gate and lock may be subject to vandalism due to their distance from properties. This is however still an option that can be considered in more detail should Option 1 become unworkable.
- 4.14 Option 3: is as Option 1, but with the gate locked in the open position during the daytime. This would allow vehicles full access to Bridge Lane during the day, therefore the issues of obstruction would continue.
- 4.15 Evidence of anti-social behaviour has not been restricted to evening and night time, especially during the summer and weekends; therefore a part-time gate would leave this issue partially unresolved.
- 4.16 Part-time gate operation would require a party to undertake an inspection of Bridge Lane at each closure event to ensure no vehicle was locked in.
- 4.17 Option 4: is not the preferred option as it will not resolve any of the issues.

5. RESOURCE IMPLICATIONS (FINANCIAL, STAFFING, PROPERTY, IT)

- 5.1 The estimated cost of the ETRO, if approved in the future, is £1,000. This will be from the existing Environment Team budget.
- 5.2 The estimated cost for the purchase and installation of an appropriate barrier is £2,000. This will be from the existing Environment Team budget.
- 5.3 There is no staffing, property or IT issues associated with the recommended Option in this report.

6. OUTCOMES OF INTEGRATED IMPACT ASSESSMENT (IF APPLICABLE)

- 6.1 The council has a Network Management duty to make sure traffic moves efficiently on the highway network. It is not anticipated that displaced parking will result in issues on the main B1204, however this will be monitored and issues addressed during the course of the ETRO period.
- 6.2 An integrated impact assessment is held in the Environment Team, Hewson House.
- 6.3 Section 17 of the Crime and Disorder Act 1998 (revised) places an obligation on local and other named authorities to consider the crime, disorder and environmental issues affecting the local area and to do all they reasonably can to prevent them.
- 6.4 The purpose of the Section is to focus attention on the broader range of issues that key agencies can contribute to which will enable safer communities.
- 6.5 There have been significant problems in relation to anti-social behaviour at Horkstow Bridge that should be considered in terms of the above legislation.

7. OUTCOMES OF CONSULTATION AND CONFLICTS OF INTERESTS DECLARED

- 7.1 The proposed ETRO was discussed at the Horkstow Village Meeting on Tuesday 08 September 2015. The majority of those attending wished the Council to proceed with the ETRO.
- 7.2 Humberside Police has welcomed the introduction of this ETRO in assisting with the reduction of road traffic casualties, as well as reducing anti-social behaviour calls.

- 7.3 Brigg and Wolds Neighbourhood Action Team (NAT) have indicated Horkstow Bridge has been a NAT Priority since 2012.
- 7.4 North Lincolnshire Council Health and Safety have been consulted and provided the documents and guidance outlined in Paragraph 4.5 above.
- 7.5 Safer Neighbourhoods have been consulted and provided the statistics outlined in Appendix III. Consultation with residents indicated a recent reluctance to report anti-social behaviour.
- 7.6 Scunthorpe and District Angling Association has been consulted and access will be retained to the western bank of the River Ancholme for licenced anglers.
- 7.7 The owners and occupiers of property and land immediately adjacent to Bridge Lane were consulted independently and at the Parish Meeting and have welcomed the closure of Bridge Lane.
- 7.8 Lincolnshire walking groups have not been consulted individually due to the number of groups and the inability of these groups to reach all potential walkers. The ETRO allows individual walkers or groups to make representations which can be assessed.
- 7.9 Whilst the closure may mean an additional 1.2km walk for those walkers from the more immediate vicinity, it is anticipated most walkers will access this area from the proposed new multiuser path along the River Ancholme bank.
- 7.10 The removal of motor vehicles from this road will improve the safety and amenity for walkers, cyclists and horse riders.
- 7.11 ETROs can be introduced for a maximum period of 18 months whilst proposals are tested and amended, and comments or objections are received and dealt with before the Order is either withdrawn or made permanent.
- 7.12 Evidence has been sought from other rural Highway Authorities who have undertaken similar ETROs. At the time of compiling this report a full response had not been received.

8. RECOMMENDATIONS

- 8.1 That the Cabinet Member approves the introduction of the ETRO, as shown on the plans in Appendix I.

DIRECTOR OF PLACES

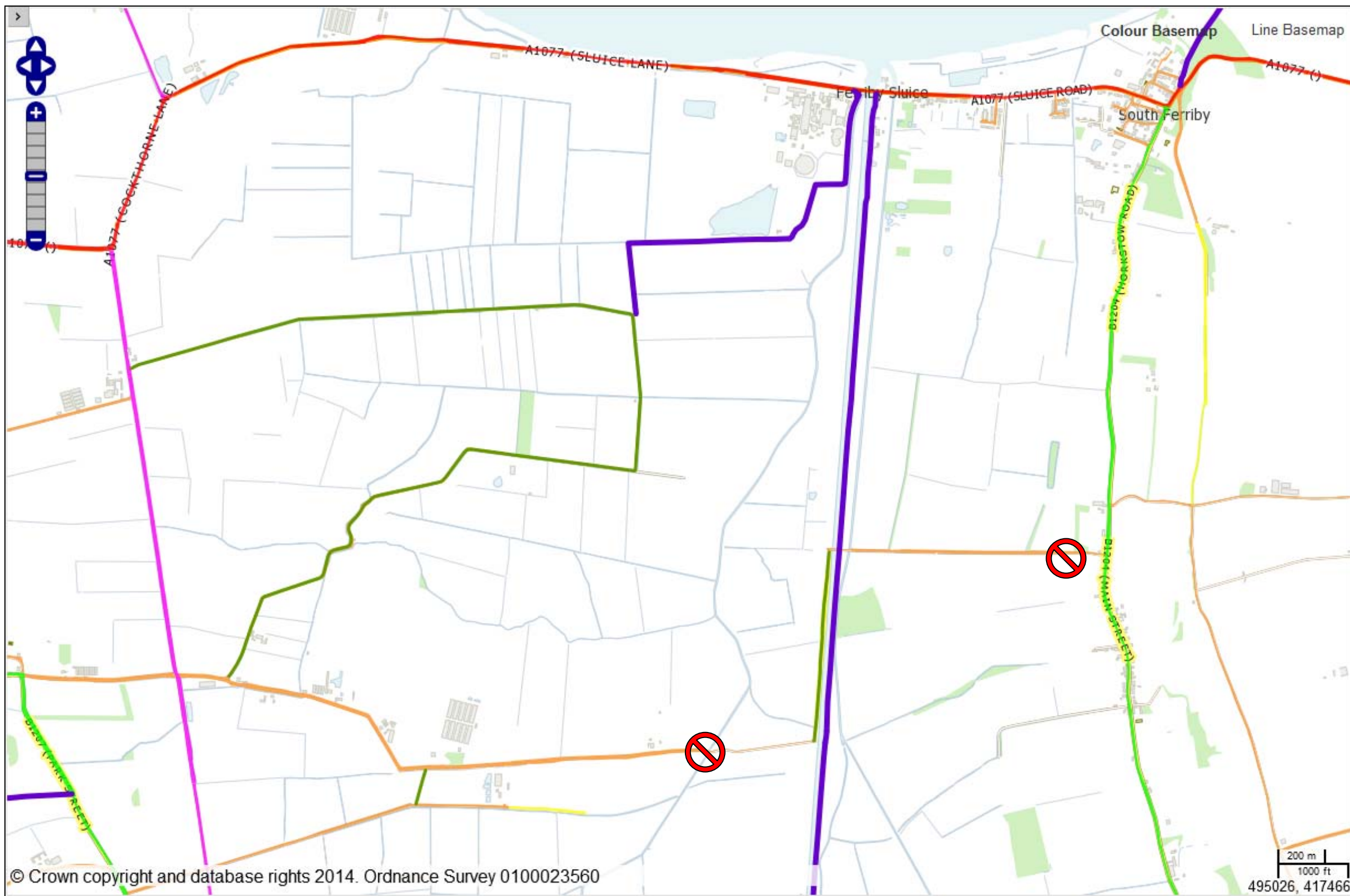
Civic Centre
Ashby Road
SCUNTHORPE
North Lincolnshire
DN16 1AB
Author: Miguel D'Souza
Date: 29 September 2015

Background Papers used in the preparation of this report

- Location plan (Appendix I)
- Proposed layout (Appendix II)
- Anti-Social Behaviour Reports (Appendix III)
- Photographs (Appendix IV)
- Consultation response from Humberside Police (Appendix V)

Appendix I

Location Plan



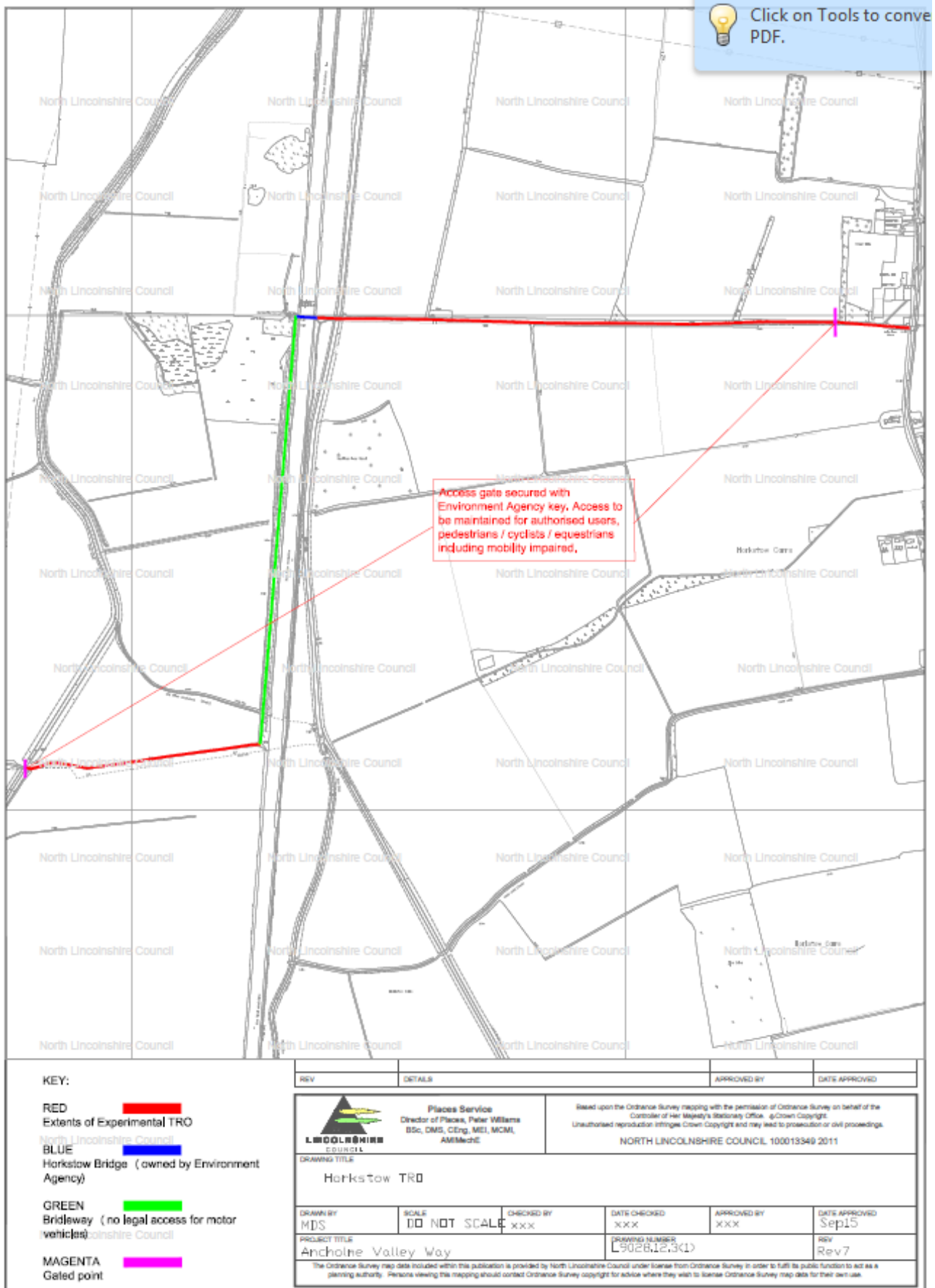
KEY

- DARK GREEN** Bridleways
- PURPLE** Public Rights of Way
- RED** Class 1 Roads
- LIGHT GREEN** Class 2 Roads
- MAGENTA** Class 3 Roads
- ORANGE** Unclassified Roads

CLOSURE POINTS

Appendix II

Proposed Layout



Appendix III

Anti-Social Behaviour Reports and Photographs

HORKSTOW BRIDGE ANTI-SOCIAL BEHAVIOUR

Anti-social behaviour around Horkstow Bridge has been an issue for a number of years, with analysis of the issue previously being carried out in 2011. The following report looks at calls to both Humberside Police and North Lincolnshire Council regarding this problem.

Humberside Police

Over the period 1 Apr 2011 to 31 August 2015 Humberside Police received 25 calls for service for problems at Horkstow Bridge. The following table shows the number of calls by financial year and how these were classified by Humberside Police.

Fiscal Year	2011-12	2012-13	2013-14	2014-15	2015-16	TOTAL
ASB - ENVIRONMENTAL	1					1
ASB - NUISANCE	2	3	1		1	7
ASB - PERSONAL	1	1				2
CONCERN FOR SAFETY/ COLLAPSE/ILLNESS/INJURY/TRAPPED					1	1
CONTACT RECORD (ADVICE MATTER ONLY)		1				1
CRIMINAL DAMAGE			1		1	2
DUPLICATE INCIDENT (CLOSE ONLY)			1			1
HIGHWAY DISRUPTION					1	1
MESSAGES - OBS/DEATH/ADDRESS/INTIMATIONS/PNC ETC				1		1
ROAD RELATED OFFENCE		2	1	2	1	6
RTC DAMAGE (REPORTABLE AND NON REPORTABLE TO INCLUDE DOG RTC'S)					1	1
SUSPICIOUS CIRCUMSTANCES/INSECURE PREMISES OR VEHICLES			1			1
TOTAL	4	7	5	3	6	25

Analysis of the calls for service show that they, generally, relate to groups gathering at or near the bridge, people sleeping rough in the area and nuisance vehicles (both cars & motorbikes), on Bridge Lane

The following tables show the temporal profile of incidents.

North Lincolnshire Council

Over the period 1 Apr 2011 to 30 Jun 2015 5 calls were made to North Lincolnshire Council regarding anti-social behaviour at Horkstow Bridge. To allow comparison with the police data above, these calls are shown by financial year.

Fiscal Year	2011-12	2012-13	2013-14	2014-15	2015-16	TOTAL
Flytipping	2		1			3
Graffiti			1			1
Street Cleaning (general)		1				1
TOTAL	2	1	2	0	0	5

Appendix IV

Photographs









Appendix V

Response from Humberside Police

RE: Experimental Prohibition of Motor Vehicles TRO on Bridge Lane, Horkstow.

1 message

Storr, Darren 0166 <Darren.Storr@humberside.pnn.police.uk>

15 September 2015 at
14:15

To: Miguel D'Souza <Miguel.D'souza@northlincs.gov.uk>

Afternoon Miguel,

Thank you for the email and information.

I have read the proposed 'Experimental Prohibition of Motor Vehicles TRO on Bridge Lane, Horkstow' and I have checked the collision history.

As well as the issues identified within the Cabinet Report I would like to add that records show that there has been 2 single vehicle injury road traffic collisions this year resulting in 5 casualties, one of them serious, all of whom are young persons under 20 years old. It is evident that this road attracts a certain kind of driver willing to push the limits of safe and acceptable driving along such a restrictive road and who may have been intent on travelling across the 'zero-weight limit' bridge. The possible consequences of that could have been far worse.

After carefully considering the contents of the proposed experimental order and the antecedent information I have no issues to raise against this experimental order progressing.

I look forward to the scheme drawings for the actual placing of the respective barriers and signage.

Regards,

Darren

PC Darren Storr Dip A.S.M. | Traffic Management Officer | Joint Specialist Operations |
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Appendix VI

Example gate

