

ABERDEEN CITY COUNCIL

COMMITTEE	Operational Delivery Committee
DATE	5 th March 2020
EXEMPT	No
CONFIDENTIAL	No
REPORT TITLE	School Road/Park Road Corridor - Response to Petition
REPORT NUMBER	OPE/20/050
DIRECTOR	Rob Polkinghorne
CHIEF OFFICER	Mark Reilly
REPORT AUTHOR	Jack Penman
TERMS OF REFERENCE	5

1. PURPOSE OF REPORT

This report provides details on the options that have been appraised in response to the petition raised regarding the issue of high volumes of Heavy Goods Vehicles (HGV's) and vehicle speeds on the School Road / Park Road corridor.

2. RECOMMENDATION(S)

That the Committee:-

- 2.1 Note the options that have been considered in response to the petitioner's concerns and agree the progression of option 2 – to install a width restriction on a section of Golf Road as an appropriate measure to reduce HGV traffic on the corridor;
- 2.2 Instruct the Chief Officer - Operations and Protective Services to proceed with the statutory process for progression of a Traffic Regulation Order, as per Delegated Powers; and
- 2.3 Instruct the Chief Officer - Operations and Protective Services to review the relevant sections of the road network post implementation to determine if there are any implications from the introduction of the measure and ensure that future aspirations for the relevant corridor are pursued through the Roads Hierarchy study.

3. BACKGROUND

3.1 The Seaton Network raised a petition which was considered at this committee on the 12th November 2019. *"We the undersigned petition the council to introduce a weight restriction to stop HGV's from using School Road / Golf Road Park Road and Park Street and to ask the council to write to Police Scotland to consider the installation of speed cameras along School Road and Golf Road in Seaton."*

3.2 This Committee resolved: - to note that officers had recently undertaken traffic surveys in the area and were due to examine the results and look at various options as a result. In this regard, the Committee agreed that no action be taken from the Committee at this point, and to request that a Service Update be provided to members in advance of the January Committee.

3.3 The Service Update was provided to this Committee on the 9th January 2020. This update provided further context to the petitioner's concerns, an update on actions taken to date, an overview of upcoming changes to the road network and a series of proposed options which could address the concerns raised in the petition. The Service Update undertook to report back to this Committee with recommendations on the proposed options.

3.4 Current Situation

3.4.1 As detailed in the service update, issues that have been raised in the area include, traffic volumes, the level of HGV use, and vehicle speeds through the mandatory 20mph speed limit on School Road. During officers' meetings with the Seaton Linksfield Community Network, HGV's in particular were cited as a major issue. Community concern has been heightened following the fatal collision on King Street at St Machar roundabout involving an HGV and pedestrian. Officers have observed the movements along this route and note that a significant number of these heavy vehicles are travelling the route shown in Appendix 1 (School Road – Golf Road- Park Road/Street). Discussions with the community group have covered the options discussed in this report.

3.4.2 Surveys indicate that between 7765 - 10147 vehicles use this route during a working day, 9.3%-12.1% of this is considered as Light or Heavy Goods Vehicles. The average vehicle speeds on School Road are around 21mph westbound and 24mph eastbound with 85thile speeds of 28mph westbound and 29mph eastbound.

3.4.3 A review of collision data involving injuries since 2014 has shown there to be no recorded incidents on School Road. There are several reported incidents on other sections of the route but none of these involve an HGV or have speed cited as a likely causation factor. There have been three collisions at the Urquhart Road / Park Road junction, but these predate the installation of the traffic signals which were installed to improve road safety at the junction.

3.4.4 Additional traffic surveys for the surrounding network have been programmed which will help inform any scheme that is to be implemented moving forward

and allow for post implementation review.

- 3.4.5 The council is an active partner in North Safety Camera Unit which is responsible for the siting and management of speed safety cameras in this area. The Partnership has a set of strict criteria which must be met before a camera can be introduced. To qualify a route must be reviewed in terms of current speeds and have a verified history of personal injury collisions. School Road does not qualify under the criteria set out in the Safety Camera handbook and thus the installation of a fixed or temporary speed camera at this location would not be considered. This does not apply to speed enforcement activity undertaken by Police Scotland.
- 3.4.6 The Council's City Growth and Resources Committee in June 2019 approved the revised Roads Hierarchy. This will result in the formal reclassification of the road network. Various associated works will be introduced to reinforce the use of priority routes over less desirable routes by through traffic on the city road network to help lock in the benefits of the AWPR, providing more attractive routes for all modes of transport.
- 3.4.7 The A956 corridor will continue to be the priority route. This route, especially the King Street section, serves many different functions; residential/commercial premises, public transport corridor, commuter/freight traffic and high numbers of pedestrians/cyclists. Any action taken which will introduce more traffic onto this corridor will therefore have to consider the impacts on these often-competing demands.

3.5 Future Proposals

- 3.5.1 In line with the Scottish Government's Programme for Government, options are currently being assessed for a Low Emission Zone (LEZ) to be introduced in Aberdeen. The first phase is likely to be in operation from late 2020 and may impact on the roads within or surrounding this corridor.
- 3.5.2 There is an existing programme of works for the revalidation of the traffic signals on King Street which will be undertaken this year. This will help improve the efficiency of traffic flow through timing adjustments and phasing of traffic lights along the route.
- 3.5.3 The Bridge of Don to City Centre Active Travel study, whereby consultants have been commissioned to identify potential opportunities for an active travel corridor from the Bridge of Don to the City Centre. This project is likely to identify measures which will have an impact on traffic flow, junction capacity and road space allocation in the area.

3.6 Option Review

- 3.6.1 Whilst the above noted future proposals may have an impact on the King Street corridor and traffic patterns on the School Road corridor, officers are of the opinion that these would not fully address the concerns of local community. As such 4 options for interventions along the corridor have been considered. These are:

1. The introduction of traffic calming on the School Road section of route;
2. The introduction of a weight or width limit at point(s) on the route;
3. Prohibition of motor vehicles on part of the corridor; and,
4. The introduction of a bus gate on part of the route.

Further comments and indicative plans of each option are included in Appendix 2.

- 3.6.2 These options have been assessed against the main criteria from the petition; the reduction of HGV traffic and vehicle speeds on School Road and several of the outcomes in the adopted Local Transport Strategy 2016-2021. The results are displayed in Appendix 3. The following outcomes were used to assess each option:

- A. Limit or remove HGV through traffic from School Road;
- B. Reduce vehicle speeds on School Road;
- C. Increase modal share for public transport and active travel;
- D. Reduce the need to travel and reduce dependence on the private car;
- E. Improve journey time reliability for all modes;
- F. Improve road safety within the City;
- G. Improve air quality and the environment; and,
- H. Improve accessibility to transport for all.

3.7 **Conclusion**

- 3.7.1 Having considered the options, a width restriction installed on Golf Road, between the junctions of Regent Walk and Linksfield Road, is the most practical solution to address the petitioners concerns at this time. This option would prevent all unnecessary through HGV traffic in Seaton whilst ensuring HGV's that have legitimate access to either side of the restriction can still do so. The option of a bus gate should be reviewed in the future, however due to the reasons outlined in appendix 2 there are additional considerations which must be investigated.
- 3.7.2 With the removal of HGV traffic along School Road it is possible there may be an increase in other vehicles routing along this corridor, potentially exacerbating concerns over vehicle speeds. Officers will survey the location post implementation, will consider the installation of temporary vehicle activated signs (VAS) as well as supporting continued enforcement work by Police Scotland.
- 3.7.3 This recommendation is in keeping with the approved Roads Hierarchy which encourages the use of King Street as the primary route to and from the north for strategic traffic and recommends measures be introduced on non-priority and secondary routes to protect communities from the impacts of undesirable traffic.

4. **FINANCIAL IMPLICATIONS**

- 4.1 Progression of the Traffic Regulation Order, minor streetscape changes, lining and signing would cost approximately £10k and could be funded through the Cycling Walking and Safer Streets budget.

5. LEGAL IMPLICATIONS

- 5.1 A traffic regulation order would be required for many of the options listed in this report. There is a risk, if resources are insufficient to implement the proposals, that any approved traffic regulation order may have to re-enter the legislative process if the scheme was unable to be implemented within the statutory implementation time of 2 years from the start of the public consultation.

6. MANAGEMENT OF RISK

Category	Risk	Low (L) Medium (M) High (H)	Mitigation
Financial	There is no allocation in the 5-year non-housing capital plan for any proposed work should a more extensive scheme be proposed.	L	The recommendation can be funded through existing CWSS budget.
Legal	<p>Traffic Regulation Orders are only valid for a period of two years from the date of Public Advertisement of the proposals. If the proposals are not implemented or no budget is identified within this time, then the legal process for the TRO would need to be restarted.</p> <p>One of the options appraised (Option 3) would require a public hearing if a vehicle providing a public service is prevented from using the road.</p>	M	<p>Review the priority of the project in respect of funding in order to ensure that the consultation process does not need to be restarted.</p> <p>The proposed recommendation would unlikely require a public hearing as no vehicles providing a public service would be restricted using the road.</p>
Employee	None	-	-

Customer	No action being taken may result in the petitioners feeling they have been ignored by the council.	L	The report recommends action on the route to limit the amount of HGV's using the route and careful communication will ensure expectations are managed.
Environment	Increased HGVs on city centre road could lead to increased CO2 concentrations.	M	Other related projects such as the introduction of a LEZ in the city and the Roads Hierarchy will help ensure non-essential freight vehicles remain out with the city.
Technology	None	-	-
Reputational	Non-compliance with the Traffic Regulation Order could lead to reputational damage.	L	Measures proposed are proportionate and will be well signed within compliance of the TSRGD 2016 to help ensure compliance.

7. OUTCOMES

Local Outcome Improvement Plan Themes	
	Impact of Report
Prosperous Economy	Investment in road infrastructure.
Prosperous People	The proposals have links to protect people from harm by removing large vehicles from travelling through a residential community which has road safety benefits as well as local environmental benefits.
Prosperous Place	Making the local environment friendly for people to enjoy and encouraging active travel.

Design Principles of Target Operating Model	
	Impact of Report
Customer Service Design	-
Organisational Design	-
Governance	

	-
Workforce	-
Process Design	-
Technology	-
Partnerships and Alliances	Working with the Freight Group, NESTRANS and local communities to action road safety concerns

8. IMPACT ASSESSMENTS

Assessment	Outcome
Equality & Human Rights Impact Assessment	Full EHRIA not required
Data Protection Impact Assessment	Not required
Duty of Due Regard / Fairer Scotland Duty	Not applicable

9. BACKGROUND PAPERS

<https://committees.aberdeency.gov.uk/ieDecisionDetails.aspx?Id=9493>

<https://committees.aberdeency.gov.uk/ieIssueDetails.aspx?Id=54773&PlanId=0&Otp=3#AI70592>

<http://councilcommittees.acc.gov.uk/documents/s106060/ServiceUpdateSchoolRoadpetitionJan2020.docx.pdf>

10. APPENDICES (if applicable)

Appendix 1 – HGV Route Map

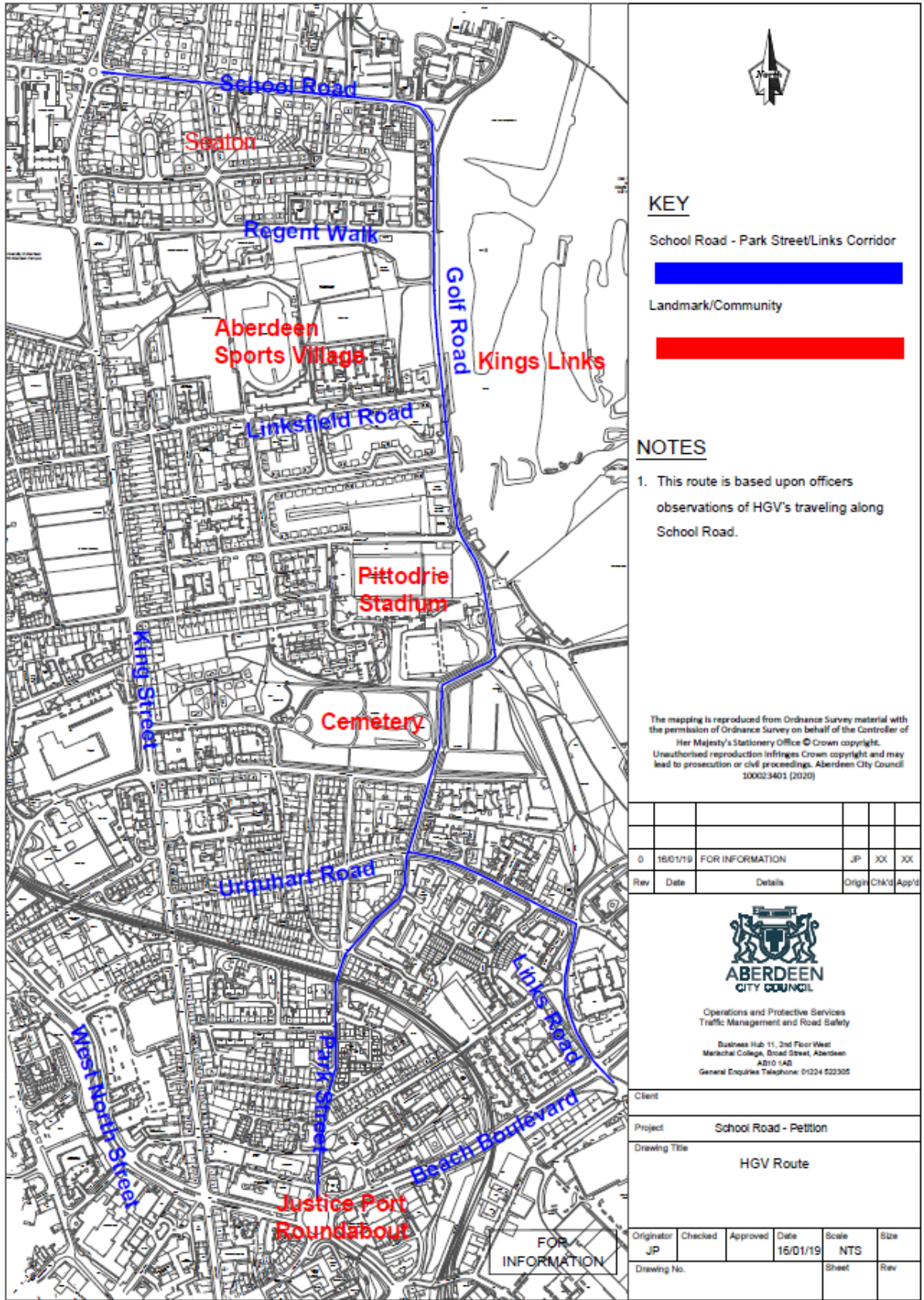
Appendix 2- Options

Appendix 3 – Appraisal Table

11. REPORT AUTHOR CONTACT DETAILS

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Appendix 1 – HGV Route Map



KEY

School Road - Park Street/Links Corridor



Landmark/Community



NOTES

1. This route is based upon officers observations of HGV's traveling along School Road.

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Rev	Date	Details	Origin	Chk'd	App'd
0	16/01/19	FOR INFORMATION	JP	XX	XX



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Client					
Project	School Road - Pettion				
Drawing Title	HGV Route				
Originator	Checked	Approved	Date	Scale	Size
JP			16/01/19	NTS	
Drawing No.				Sheet	Rev

FOR INFORMATION

Appendix 2 – Options

Option 1 – Traffic Calming

The introduction of traffic calming on part of the route could help deter speeding vehicles but may not deter larger vehicles from using the route. Traffic calming measures are only normally considered on roads subject to a mandatory 20mph, thus only School Road would likely be considered for this type of intervention. However, officers have reservations about installing traffic calming on a bus route or local distributor road which are utilised by the emergency services to speedily access residential areas.

A possible traffic calming option would be the creation of greater build outs at junctions. These are currently used to reduce the width of the carriageway at junctions to minimise the crossing distance for pedestrians and to form parking laybys. This would create a chicane and would create a priority system for movement.

Build outs

Pros:

- Can lower traffic speeds as drivers need to exercise give and take / follow priority signs.
- Can deter non-essential traffic on routes.

Cons:

- Not guaranteed to reduce number of HGV's on route.
- May impact on a bus route and timings.
- Will reduce on street parking.
- Can increase emergency vehicle response time.
- Can result in increased vehicle speeds as drivers tend to speed up when on the other side of the road and to get through the restriction without having to stop.
- Expensive to install.
- May have drainage implications.

Estimated Cost – £60,000



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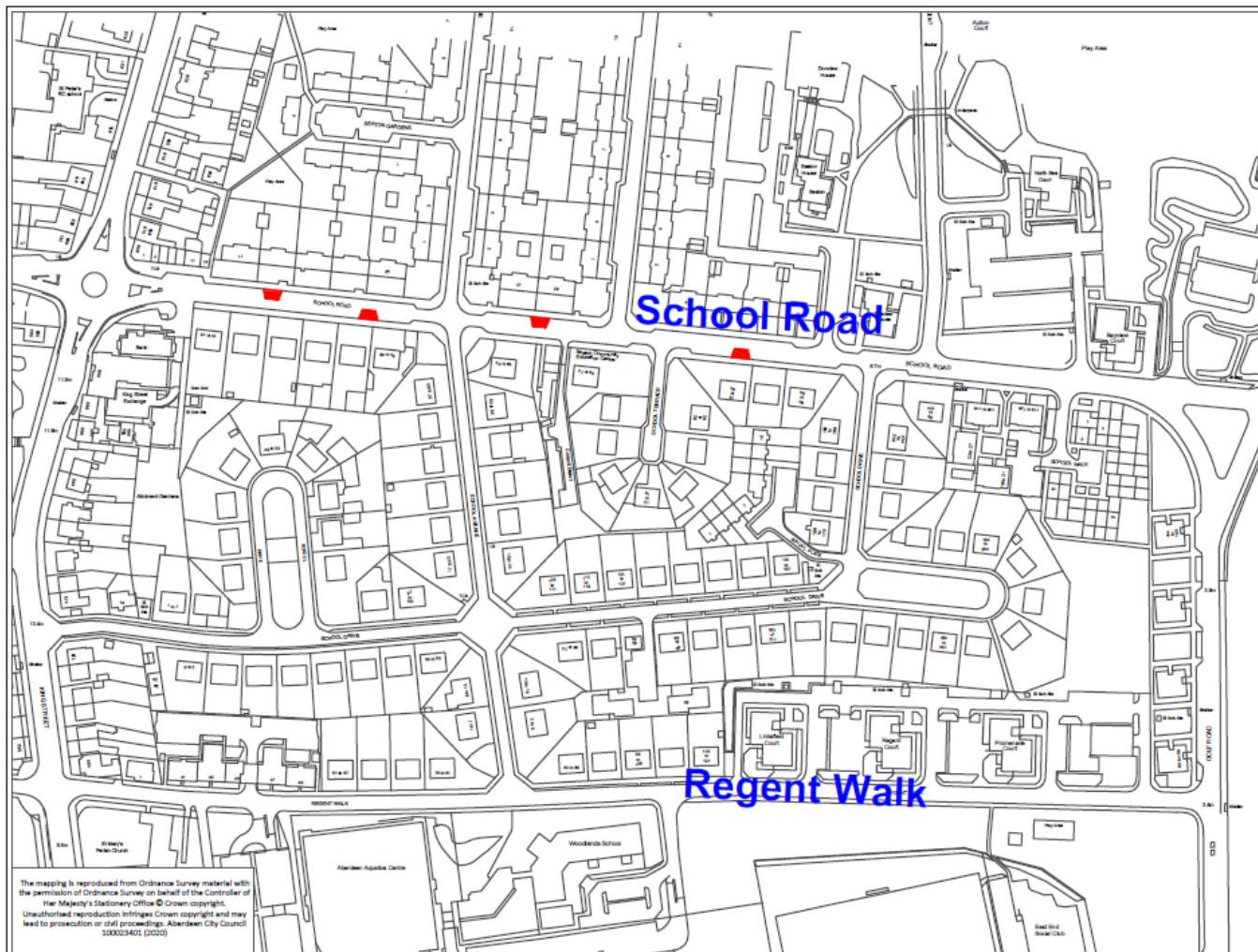
Proposed
Traffic Calming



GENERAL NOTES:

1. Indicative drawing of traffic calming (Build outs) on School Road.
2. The locations, quantity and dimensions of the build outs in this drawing are for illustrative purposes only. Exact locations would be determined by a Traffic Engineer and following public consultation.
3. This scheme would not limit or prevent through traffic.
4. This scheme would result in the loss of on street parking.

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Traffic Management and Road Safety**

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Client ABERDEEN CITY COUNCIL							
Project School Road - Petition							
Description Introduction of build outs on School Road for traffic calming purposes.							
Originator	Checked	Approved	Date	Scale	Project Number	Sheet size	
JP			17/01/20	NTS		A4	

Drawing Title School Road Traffic Calming - Build Outs			
Drawing Number	Sheet No.	Revision	
001		0	

Option 2 – Introduction of a Weight or Width Limit

The introduction of a weight or width limit would have the effect of removing this corridor as a route choice for heavier, larger vehicles, whilst retaining access for all other modes of transport. An exemption could be put in place to ensure that buses could continue to utilise the route, however it should be noted that this removes the ability to make physically enforce the restriction for a width restriction.

Without a physical barrier this type of restriction can only be enforced by Police Scotland. For the ease of enforcement Police Scotland have indicated a width restriction would be the most practical option.

Owing to the route in question being a bus route a physical restriction could not be installed. The restriction would be like the restriction in place on Esplanade, in that it would be a signed restriction and rely on enforcement from Police Scotland.

There are three potential locations for the implementation of such a restriction:

1. **At either end of School Road.** This option would however have to include an except for access exemption as there would be a requirement to ensure that goods vehicles could service the local shops and for larger residential deliveries/home moving. The except for access exemption would make enforcement of the restriction more difficult. For an offence to be committed an offending vehicle would have to be witnessed entering the restriction and travelling the length of it without stopping before any action could be taken.
2. **Golf Road between the junctions of Linksfield Road and Regent Walk.** This location would provide an alternative route back to the A956 King Street should any vehicle either inadvertently, or by requiring access, travel down part of the route. Having the restriction over a shorter distance would allow for easier enforcement.
3. **Park Street at railway bridge.** This location would require an “except for access” exemption as there is no suitable exit route for vehicles either inadvertently, or by requiring access, traveling down part of the route.

Both weight and width restrictions require a traffic regulation order which can take up to 9 months to promote.

This restriction would not limit any other traffic using this route and would not deter vehicle speeds.

Pros:

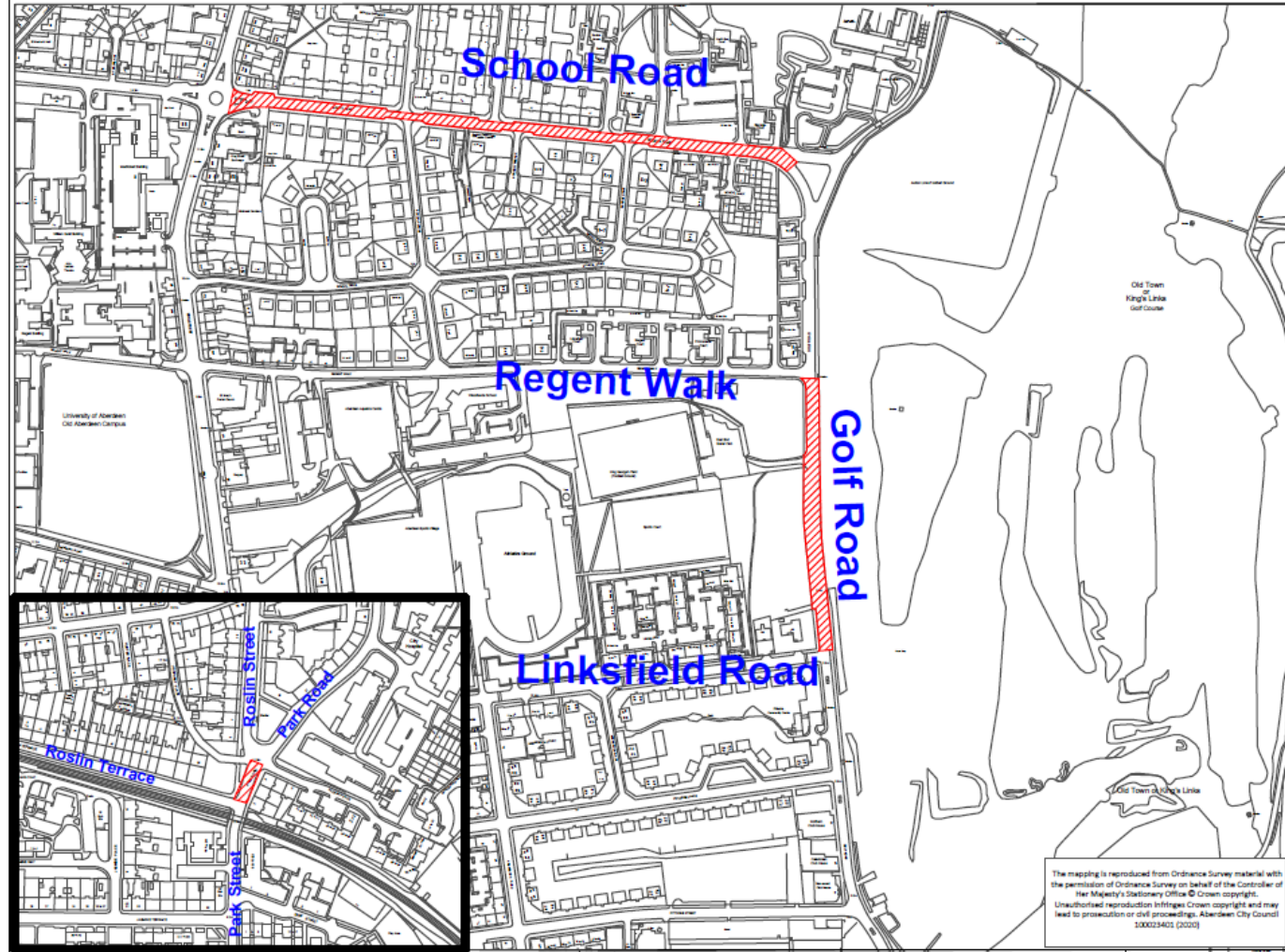
- Would remove all unnecessary heavy vehicles from School Road.
- An exemption can be put in place to avoid impacting buses services.
- No impact on other traffic.
- Easy and relatively inexpensive to implement.

Cons:

- Would not tackle issue of speed.

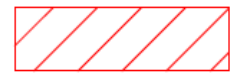
- Would increase the number of HGV's on other routes on the road network.
- Physical barrier not possible without impacting on buses.
- Can be resource intensive for Police Scotland to enforce.
- May increase route attractiveness for other traffic as currently HGV's can cause delays on the corridor.
- If a restriction is introduced with "except for access" it would be more likely to be abused.

Estimated Cost – £10,000 - £60,000



KEY

Proposed Locations for Weight/Width Limit



GENERAL NOTES:

1. Indicative drawing of locations for a weight/width limit. - School Road, Golf Road or Park Street.
2. The locations in this drawing are for illustrative purposes only. Exact locations would be determined by a Traffic Engineer and following public consultation.
3. This scheme would limit unnecessary HGV through traffic.
4. Can only be enforced by Police Scotland.
5. Restriction on Park Street or School Road would require except for access exemption. All locations would exempt buses.

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Client ABERDEEN CITY COUNCIL						
Project School Road - Petition						
Description Introduction of weight/width restriction to limit unnecessary HGV traffic.						
Originator	Checked	Approved	Date	Scale	Project Number	Sheet size
JP			22/01/20	NTS		A4

Drawing Title School Road/Golf Road/Park Street Width/Weight Restriction Locations		
Drawing Number 001	Sheet No.	Revision 0

Option 3 – Prohibition of Motor Vehicles

This option would prevent all traffic from being able to use the section of the corridor which is subject to the restriction. This would significantly decrease the attractiveness of using the School Road – Park Street corridor as a cross city route. The most straight forward location for the restriction to be implemented would be on Golf Road between the junctions of Regent Walk and Linksfield Road as this would negate the requirement for a turning area. However, if this was not possible suitable turning areas would have to be created.

The closure would likely have to include some form of physical barrier or it would likely be open to abuse. This type of restriction would require a roads order. This can take up to 9 months to promote and is open to consultation and objections.

In the absence of a physical measure this type of moving restriction can only be enforced by Police Scotland and would be dependent on their resource availability.

This restriction would likely result in an increase in traffic volumes on King Street and the Esplanade.

Residents accessing or egressing from Seaton would be required to utilise the St Machar junction as the main route, whilst Regent Walk (which has a signal-controlled junction with King Street) would offer a secondary access/egress route.

Events at Pittodrie would require vehicles to access via the Park Road side.

Pros:

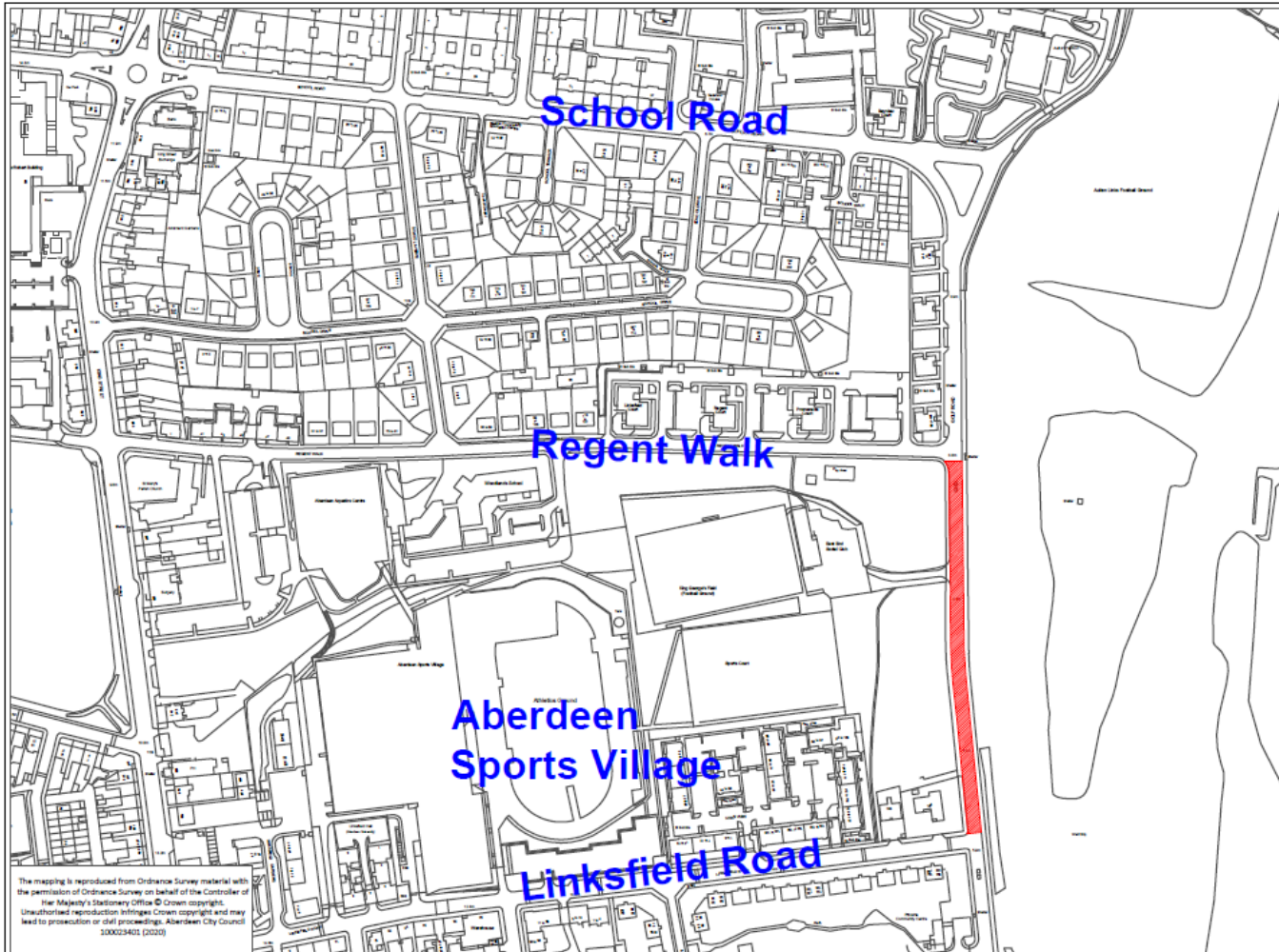
- Would stop being a through route from north/south or vice versa. This would therefore decrease the amount of HGV's on School Road as only those requiring direct access would have a reason to use the route.
- Potential to have the corridor become an active travel route, by exempting cyclists from the closure or through design.
- With no through traffic, speeds on School Road are likely to reduce as only residents who stay in the area will likely use this road.

Cons:

- Would sever a public transport route which would require re-routing unless an exemption was included.
- Potential to displace traffic onto other side streets, although given their geometry, parking patterns and that some are already traffic calmed this is unlikely to be the case for larger vehicles.
- There are some private accesses along Golf Road which would have to be considered/allowed access. Having an exemption for access would dilute the restriction and open it up to abuse.
- Unless physically restricted (E.G. gate/bollards) it would rely on Police Scotland to enforce the restriction. Any contravention must be witnessed by an officer before for enforcement action could be taken.
- May not reduce traffic speed on School Road.

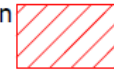
- If road the road is physically restricted it may impact on emergency services response times.

Estimated Cost - £5,000 - £40,000.



KEY

Proposed Prohibition of Motor Vehicles.



GENERAL NOTES:

1. Indicative drawing of location of prohibition of motor vehicles on Golf Road.
2. The exact location is to be decided and would be determined by a Traffic Engineer and following public consultation.
3. This scheme could prevent all through traffic but without a physical restriction would be difficult to enforce.

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Client ABERDEEN CITY COUNCIL							
Project School Road - Petition							
Description Introduction of Prohibition of Motor Vehicles to Prevent Through Rotue.							
Originator	Checked	Approved	Date	Scale	Project Number	Sheet size	
JP			17/01/20	NTS		A4	

Drawing Title Golf Road Prohibition of Motor Vehicles	
Drawing Number 001	Sheet No. Revision 0

Option 4 – Bus Gate

The introduction of a bus gate on part of the route would effectively sever the route in half for all traffic except local buses (cyclists, taxis and private hire vehicles would be exempt).

This restriction would require to be placed on the bus route and would likely be on Golf Road.

This type of restriction would require the promotion of a Traffic Regulation Order which can take up to 9 months.

This restriction can be enforced by a camera and a penalty charge notice.

By preventing traffic being able to use the whole corridor as a through route it may reduce vehicular speeds as the only traffic will be local. However, it may encourage displacement of vehicles on to other unsuitable side streets.

This restriction would likely result in an increase in traffic volumes on King Street and the Esplanade.

Residents accessing or egressing from Seaton would be required to utilise the St Machar junction as their main route, whilst Regent Walk (which has a signal-controlled junction with King Street) would offer a secondary access/egress route.

This would have significant impact on resident's route choice and as such Officers would not recommend this measure without first conducting detailed traffic modelling of the potential impacts. The traffic model is currently being updated and will then require validation. Testing of this scenario would therefore be unlikely be conducted until the later part of this year.

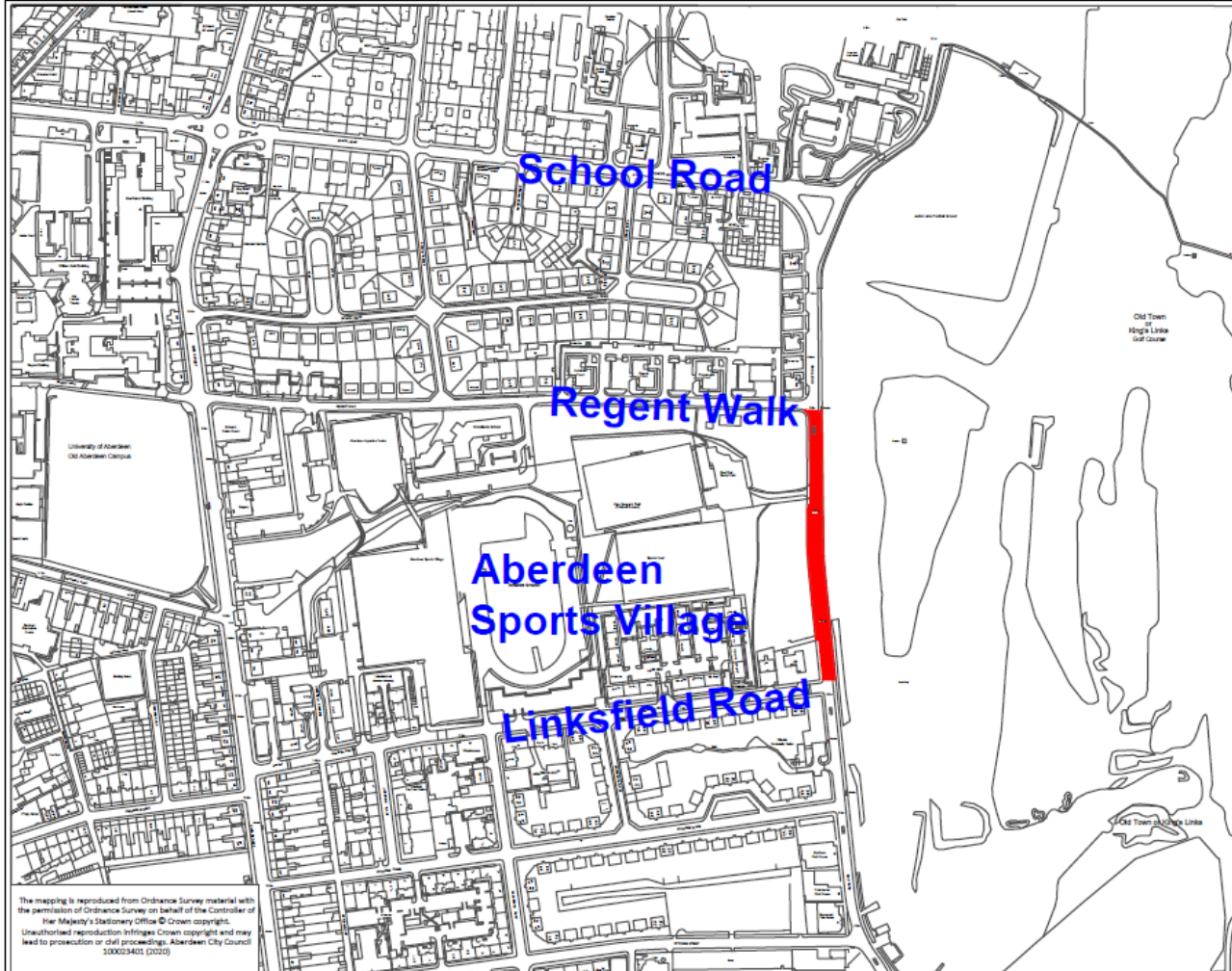
Events at Pittodrie would require vehicles to access via the Park Road side.

Pros:

- Would remove all unnecessary vehicles from School Road.
- By preventing traffic being able to use the whole corridor as a through route it may reduce vehicular speeds as the only traffic will be local.
- Easily enforced with camera by Aberdeen City Council.
- With reduced traffic this would create a better corridor for sustainable transport.
- Exemption for emergency services.

Cons:

- Require detailed modelling before delivery.
- May require supporting infrastructure changes.
- Detrimental impact on resident route choice.
- Would increase the number of HGV's on other routes on the road network.



KEY

Bus Gate



NOTES

1. Indicative drawing of point based bus gate restriction on Golf Road.
2. This scheme would prevent all through traffic on the route except buses and cyclists.
3. Exact location to be determined by Traffic Engineer

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Client		ABERDEEN CITY COUNCIL				
Project		School Road - Petition				
Description		Introduction of Bus Gate to Prevent Through Traffic				
Originator	Checked	Approved	Date	Scale	Project Number	Sheet size
JP			17/01/20	NTS		A4

Drawing Title		Golf Road Bus Gate	
Drawing Number	Sheet No.	Revision	
001		0	

Appendix 3 – Appraisal Table

- A. Limit or remove HGV through traffic from School Road;
- B. Reduce vehicle Speeds on School Road;
- C. Increase modal share for public transport and active travel;
- D. Reduce the need to travel and reduce dependence on the private car;
- E. Improve journey time reliability for all modes;
- F. Improve road safety within the City;
- G. Improve air quality and the environment; and,
- H. Improve accessibility to transport for all.

	A	B	C	D	E	F	G	H	Estimated Cost	Summary
Do Nothing	0	0	0	0	0	0	0	0	£2,000	Further monitoring to occur after the implementation of the LEZ and Roads Hierarchy measures.
Option 1 Traffic Calming	+1	+2	0	0	0	+2	0	0	£20,000 - £60,000	May not deter HGVS but would reduce vehicle speed on School Road.
Option 2 Weight/Width Limit	+2	-1	+1	0	+1	+1	+1	0	£10,000 - £60,000	Would prevent through route by large vehicles, with buses being exempt. No impact on other traffic.
Option 3 Prohibition of Motor Vehicles	+2	+1	+1	0	0	+1	+1	-1	£5,000 - £40,000	Severs route for all traffic including buses. Cyclists could be exempt.
Option 4 Bus Gate	+2	+1	+2	+1	+1	+1	+2	0	£10,000 - £45,000 (Bus gate only and with camera)	Severs route for all traffic except buses, taxis, private hire vehicles & cyclists.