STOCKPORT
METROPOLITAN BOROUGH COUNCIL

Access Control Measures Policy Statement

Revision	Date	Originator	Checker	Approver	Description
1.0	30/06/2021	ES	EB	SS	First Draft
2.0	18/08/21	ES			

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METROPOLITAN BOROUGH COUNCIL

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1. Background

1.1. In July 2020, the government released new guidance for local authorities to follow on designing high quality, safe cycle infrastructure. The Council are currently reviewing its procedures to ensure it supports this guidance alongside the current legislation in the Equality Act 2010. The Council are also working with its maintenance and design teams to implement these procedures across the borough.

1.2. The Council are aware that access controls mean that routes are not accessible for all users and that this has been a concern to residents in the borough. This policy statement will help make sure officers are responding to any queries in an appropriate manner. There are also a number of local areas where access controls support wider efforts to combat anti-social behaviour (ASB) particularly from off road motorbikes. Therefore, the accessibility of sites has to be weighed up against the risks caused by ASB.

1.3. In “A Plan for Walking and Cycling in Stockport 2019-2029” Stockport identifies that by 2029, the Council’s ambition is to deliver a high quality and fully connected walking and cycling network, and to promote walking and cycling as regular and accessible forms of transport for all age groups and ability levels.

1.4. The plan sets out how this vision will be achieved in Stockport. The Plan is just one element of the Council’s current approach to cycling and walking. The Council aims to improve infrastructure identified by the Greater Manchester Bee Network mapping process and to support the production of the Greater Manchester Local Cycling and Walking Infrastructure Plan (LCWIP). A well-developed access control policy statement will support the delivery of this plan.

1.5. The Rights of Way Improvement Plan (ROWIP) advises the development of the rights of way network in Stockport in the next 5 to 10 years. The Rights of Way Improvement Plan 2018 was produced following feedback from consultation with local residents and organisations. A clear access control policy statement would also assist in the delivery of the ROWIP. The approach will also be in line with the Council’s Plan and the aims of the Greater Manchester Transport Strategy 2040.

1.6. Improving the access control measures will link in with our asset management policies, equality obligations, ROWIP and Cycling and Walking Plan as it will establish a better accessible network for all users to use.

1.7. This policy statement agrees a local approach to balance the issues that have been raised regarding accessibility and cyclability with the need to protect residents from the negative impact of ASB including illegitimate usage of routes.

2. Current Legislation

2.1. Equality Act 2010

2.2. According to the current legislation in Section 20 of the Equality Act 2010 - Adjustments for disabled person's: *(4) The second requirement is a requirement, where a physical feature puts a disabled person at a substantial disadvantage in relation to a relevant matter in comparison with persons who are not disabled, to take such steps as it is reasonable to have to take to avoid the disadvantage.*

2.3. The Equality Act 2010 places a duty on local authorities and landowners to ensure that traffic-free paths are accessible to all legitimate users. Where possible SMBC should be making all routes accessible and not making it difficult for a disabled person to navigate around. This will require the removal or/and redesign of many existing access control barriers on traffic-free paths in order to comply with the Equality Act 2010.

2.4. The Equality Act further states: *(9)In relation to the second requirement, a reference in this section or an applicable Schedule to avoiding a substantial disadvantage includes a reference to—*

(a) Removing the physical feature in question,

(b) Altering it, or

(c) Providing a reasonable means of avoiding it.

(10)A reference in this section, section 21 or 22 or an applicable Schedule (apart from paragraphs 2 to 4 of Schedule 4) to a physical feature is a reference to—

(a) A feature arising from the design or construction of a building,

(b) A feature of an approach to, exit from or access to a building,

(c) A fixture or fitting, or furniture, furnishings, materials, equipment or other chattels, in or on premises, or

(d) Any other physical element or quality.

2.5. Therefore, if there are no other way of accessing the route and there is no overriding significant risk to the public, access controls should be wide

enough for all legitimate users. The removal and redesign of existing access control barriers to make sure they comply would be needed in some locations. This will need to be undertaken in a considered manner.

2.6. Where barriers are maintained for specific reasons they should be reviewed regularly to insure that if they can be removed in the future they are.

3. Current Guidance Review

Title	Current guidance	Main Points for Consideration
The Local Transport Note 1/20.	*1.1.1 Local authorities are responsible for setting design standards for their roads. This national guidance provides a recommended basis for those standards based on five overarching design principles and 22 summary principles. There will be an expectation that local authorities will demonstrate that they have given due consideration to this guidance when designing new cycling schemes and, in particular, when applying for Government funding that includes cycle infrastructure.* *Access control measures, such as chicane barriers and dismount signs, should not be used.* *7.2.9 Chicanes and pinch-points should be designed in such a way that cyclists are neither squeezed nor intimidated by motor vehicles trying to overtake. People on tandems, tricycles, cargo bikes and people with child trailers cannot use chicane barriers. They may also be inaccessible to some types of wheelchair and mobility scooter. An access control that requires cyclists to dismount will exclude hand cyclists and others who cannot easily walk.* *8.3.5 An alternative method is to provide bollards at a minimum of 1.5m spacing, which allows users to approach in a straight line whilst permitting all types of cycle and mobility scooter to gain access. If access is*	The Department of Transport's publication Cycle Infrastructure Design Local Transport Note 1/20 (LTN 1/20) states in section 8.3.1 that 'There should be a general presumption against the use of access controls unless there is a persistent and significant problem of antisocial moped or motorcycle access that cannot be controlled through periodic policing'.

	required by wider maintenance vehicles, a lockable bollard can be used	
CD 195- Designing for cycle traffic (DfCT)	*E/3.33 The gap between posts and other physical constraints on cycle tracks shall be a minimum of 1.5 metres to restrict access by motor traffic while retaining access by cycle traffic.* *E/3.34 Bollards on cycle tracks shall be aligned in such a way that enables a cycle design vehicle to approach and pass through the bollards in a straight alignment.*	DfCT suggests measures to prevent motor traffic access to cycle tracks should be clear of street furniture and obstructions.
Gear Change: A bold vision for cycling and walking	On their campaign poster, the government outlines the key design principles. They state "Cycling is or will become mass transit and must be treated as such. Routes must be designed for larger numbers of cyclists, for users of all abilities and disabilities". And suggest that 2 barriers, such as chicane barriers and dismount signs, should be avoided". See appendix 1 for full poster.	Their report they state that schemes should not be designed in such a way that access controls, obstructions and barriers are even necessary; pedestrians and cyclists should be kept separate with clear, delineated routes.
Sustrans	*A single row of bollards (or other features, such as rocks or planters) leaving 1.5m gaps and with clear visibility of other users is the most effective way to shop motor vehicle access. Sustrans recommend using staggered bollards to slow cyclists down but intersection signs is usually enough.*	Any more restrictions than this, Sustrans believe it could discriminate against people with different abilities and should only be considered if there is a demonstrable severe problem, which cannot be controlled by other means.
The British Horse Society (BHS)	All barriers must have: • Straight approach and exit of at least 3m length on a bridleway, 6m on byways to allow the horse (and vehicle) to be aligned and opportunity to assess the structure	Barriers, which are intended to prevent access with motor vehicles, are obstructions on a right of way unless the right of way was created subject to their limitation on use, or unless the highway authority under Section 66 or 115 of the Highways Act 1980 for the safety of legitimate users install them.

	• Level well-drained ground free from overhanging vegetation to 3.7m height (in case a horse jumps the structure) • A non-slip and giving surface as a horse may jump the barrier and slip or be injured (i.e. not tarmac) • On a bridleway joining a road, ample space for at least three horses to wait between the barrier and a road (5m assuming at least 3m width available but need not be straight as in 1.)" Bollards should have smooth tops and edges and have gaps between them of no less than 1.5m on a bridleway, 1.8m on a byway. Round bollards are preferred. On byways, the minimum gap is 3m so a gap of 1.8m is illegal unless authorised by the highway authority's rights of way service as necessary for the safety of users. Recommended height of bollards is 600mm. On a byway, the gap between the bollards and 3m before and beyond it must have level and even ground. **Chicanes** As with all other vehicle barriers, they should be set back from a road by at least 5m so that a group of horses has space to wait at the roadside without being separated by the barrier and, should riders experience difficulty negotiating the barrier, they are not immediately exposed to the traffic on the road.	The BHS states: "Any barrier should always be set well back from the roadside so that riders or carriage-drivers have space to align themselves for the structure and to negotiate it away from the additional hazard from motor vehicles.
London Cycling Design Standards (LCDS)	*Multiple bollards should be spaced a minimum of 1.5 metres apart and can be staggered, so long as this*	LCDS sets out requirements and advice for cycle network planning and for the design of dedicated cycle

	minimum spacing is achieved. Removable versions are available, to allow for occasional larger vehicle access. Bollards can, however, be hazardous on unlit routes and at sites where forward visibility is restricted, or if cyclists cannot approach them straight on. *Chicanes* *Physical barriers, such as A-frames and chicanes, are not generally recommended. The costs, benefits and dis-benefits of introducing them must be made clear in any design process. Consultation with user groups should be informed by clear and accurate information about what the options are and by the obligation to maintain access for people with protected characteristics under the Equality Act 2010"*	infrastructure, cycle-friendly streets and cycle parking. This guidance applies to all streets in London and must be adhered to for relevant funding programmes.

4. Lessons from Elsewhere

4.1. Other local authorities have developed access controls processes. These include:

4.2. Tameside Council

4.2.1. Tameside aspire to follow the guidance as set out in LTN 1/20 (Section 1.6, paragraph 16 and Section 8.3 relate to chicane barriers). This guidance is being followed on all MCF schemes where appropriate (i.e. anywhere, where there is not a demonstrable need to have more restrictive barriers to prevent vehicular and motorbike access).

4.2.2. In addition to this, on the public rights of way network, Tameside Council design barriers to comply with British Standard 5709:2018 and the design principle of the 'least restrictive option'.

4.2.3. Recent MCF scheme

4.2.4. Chadwick Dam, Ashton and Stalybridge

4.2.5. Extension of the cycling and walking provision that was recently installed and completed in 2019.

4.2.6. Improve the connections from Chadwick Dam towards Ridge Hill, Mellor Road, Tameside Hospital, Mossley Road and the residential areas to the north of Ashton.

4.2.7. Provision of a new crossing of Mossley Road to improve access between the park and Rose Hill Road to the north.

4.2.8. The Chadwick Dam scheme received several comments in relation to access control barriers during the consultation exercise. A summary of the responses is included below:

- Eight responses mentioned access controls
- Six were supportive of improved accessibility and/ or a reduced level of control to promote increased use, including one that mentioned specific support for the use of bollards
- Five expressed concerns about potential motorbike use within the park.

4.2.9. In light of these comments, the detailed design for Chadwick Dam utilises gaps in fence lines of 1.5m – 1.6m and restricts larger gaps to the same dimensions by means of bollards. There are no chicanes planned on the Chadwick Dam scheme to comply with the latest LTN 120.

4.3. Wigan Council

4.3.1. Wigan council have produced a guidance note for accessibility on PRoW and Council land in Wigan. Following the LTN 120 guidance Wigan Council have set out that they will use the least restrictive access controls when considering installing or reviewing barriers on public rights of way, as well as other routes on Council owned

land in Wigan Borough. They suggest the basic preference is no barrier at all; however a hierarchy has been identified:

- Gap
- Bollard
- Chicane
- Gate
- Kissing Gate.

4.3.2. It should also be noted that careful consideration must be given to where issues of safety conflict with access for some disabled, evidence will need to be provided identifying the extent of the risk and therefore justifying any more restrictive barriers on the route.

4.3.3. Wigan Council have a number processes that will be applied when considering requests for new barriers and when looking at making changes to existing structures. Appendix, two and three show examples of Wigan Councils flow charts and a pro-forma provide a guide for recording the decision-making process. They are using for all cases when considering the installation of barriers on public rights of way and other routes on Council owned land and this will act as a disability equality impact assessment on the access control.

4.4. Transport for Greater Manchester (TfGM)/ Greater Manchester Barriers policy paper

4.4.1. TfGM have created a policy paper for Greater Manchester to set out a strategy to support the widespread removal and redesign of access control barriers across the city-region that currently prevent legitimate users from accessing traffic-free paths in the region. They have outlined that a multi-agency approach is required to address anti-social behaviour associated with motorbikes, quadbikes and mopeds while at the same time increasing accessibility. However, a committed approach is not yet in place.

5. Stockport Council Position 2021

5.1. Stockport has clear aspirations to improve access and work has been undertaken to identify the best approach at different locations for this to take place.

5.2. Stockport Rights of Way Improvement Plan 2018 – 2028

5.2.1. Conclusion 5 of the plan states:

"*Access for all – People with all types of access needs have limited access to the path network both physically and in terms of information and this must be addressed. Paths should be available to all and their usage should be encouraged to all parts of the community. Where good access can be provided it should be and where it can't as much as possible should done to avoid restricting or limiting access unnecessarily."*

5.2.2. The plan identifies the need to consider the accessibility of gaps and gates for improved access for all and the need to consider and address as possible those

with larger wheelchairs, scooters and specialist bicycles. However, it also recognises that there may be legitimate needs to have controls in place.

5.3. Town Centre Access Plan (TCAP)

5.3.1. TCAP undertook site trials at the Gorsey Bank path with members of Stockport's disability group to ensure mobility scooters are able to negotiate the chicane. On the path chicanes installed on the 2.5m wide shared use path, comprise of two 1-metre wide sections of pedestrian guardrail at a 3 metre off set with no overlap. These dimensions have been designed to accommodate all users.

5.3.2. Research in to the different dimensions of cycle was undertaken to increase the councils understanding of the issue. (Appendix four)

6. Site trial Report 23rd April 2021

6.1. A site trial was undertaken at Woodbank Park running track with a number of adapted bikes (Trike, Quadcycle, Rehatri handcycle, wheelchair bicycle and bike with trailer) with various spacing listed below:

1. 3.5m spacing of chicanes on 3.0m path as per Sustrans standards on level and on steep hill

3.5m spacing of chicanes on a 3.0m path on level as per Sustrans guidance. Picture shows bike with trailer.

3.5m spacing of chicanes on a 3.0m path on a steep hill. Picture shows 4-wheel pedal cycle

Picture shows tricycle on level using chicanes

2. 3.5m spacing of chicanes on 3.0m path with 300mm over-lap to reduce gap to 1.2m;

3.5m spacing chicanes on a 3.0m path with 300mm overlap to reduce gap to 1.2m Picture shows Tricycle wheelchair tandem.

Picture shows Tricycle tandem using chicane with overlap

3. 2.5m spacing of chicanes on 3.0m path;

2.5m spacing of chicanes on 3 m path. Picture shows bike with trailer.

4. 1.2m spacing of bollards;

1.2m bollards. Picture shows wheelchair tandem tricycle.

5. 1.1m spacing of bollards.

1.1 spacing bollards. Picture shows Wheelchair Tandem Tricycle

6.2. Options one, two and four did not cause any problems for any adapted bike; Three was possible but only at very low speed and so would cause problems on a slope. Five caused issues as the wheel chair carrying Tricycle hit the sides. This would indicate issues would also be caused for wider mobility scooters and wheelchairs.

7. Site Trial Site Trial Report 5th November 2021

7.1. A site trial was undertaken at Woodbank Park running track in association with Stockport disability. The users used a number of adapted bikes (Trike, Quadcycle, Rehatri handcycle, wheelchair bicycle and bike with trailer) with various spacing listed below:

7.2. 3.5m spacing of chicanes on 3.0m path

3.5m spacing of chicanes on 3.0m path Picture shows Tricycle

7.3. 3.5m spacing of chicanes on 2.5m path

3.5m spacing of chicanes on 2.5m path. Picture shows wheelchair tandem tricycle.

7.4. 2.5m path with 400m overlap between barriers

2.5m path with 400m overlap between barriers. Picture shows wheelchair tandem tricycle.

2.5m path with 400m overlap between barriers. Picture shows hand cycle and tricycle.

7.5. Options one, two did not cause any problems for any adapted bike: three caused issues as the wheel chair carrying Tricycle hit the sides but the other bikes were able to pass at low speeds. This would indicate issues would also be caused for wider mobility scooters and wheelchairs

8. Stockport Policy Statement 2021

8.1. Future Access Design

8.1.1. Where possible all future access controls measures should follow the guidance as set out in LTN 1/20 (Section 1.6, paragraph 16 and Section 8.3 relate to chicane barriers). Bollards (where appropriate) installed at a minimum of 1.5m spacing, which allows users to approach in a straight line whilst permitting all types of cycle and mobility scooter to gain access.

8.1.2. A 1.5m spacing of bollards where there are no concerns about quad bike access or speeding cycles or motorbikes, 1.2m spacing of bollards where there are concerns about quad bike access but no concerns about speeding cycles or motorbikes,

8.1.3. A 3.5m chicane where there are no concerns about quad bikes but concern about speeding cycles or motorbikes and a 3.5m chicane with an over-lap to reduce the gap to 1.2m where there is concern about quad bikes and speeding cycles / motorbikes.

8.1.4. Please see Appendix Six for the standard details

8.1.5. In new schemes, a risk allowance will be set aside for any mitigation works for access controls. New schemes should take each area on face value and trust that the most accessible option is tried first. A review (example of assessment can be found at Appendix Five) will be undertaken to understand why an access control would be the best option. There will be a general presumption against the use of access controls unless there is a known persistent and significant problem of antisocial moped or motorcycle access that cannot be controlled through periodic policing. Schemes will be monitored over a period to see if any complaints or queries be received. If this is a persistent area for anti-social behaviour then the money that has been set aside for mitigation works can be used to design accessible access controls. All controls will need to consider individual site issues such as width of path and gradient. These considerations will need to be captured as part of the design process for clarity in decision-making. A flow diagram can be found at Appendix Seven.

8.2. Current Access Controls

8.2.1. The review of current access controls will need to consider a number of issues: Is the barrier compliant? Is there evidence that the route is an area with anti-social behaviour which has resulted in barriers being instated?; and, Are other methods for controlling anti-social behaviour appropriate?. The council will also have to prioritise funding for the locations that give the most public benefit for example more heavily used and publicised routes.

8.2.2. Where there is potential to amend the barrier it will be monitored over a three-month period to see if any complaints or queries have been received, if there have been no issues with anti-social behaviour the barriers should be amended subject to funding availability in line with the new design guidance above. Amendments should also be consulted on with appropriate stakeholders when finalising new design.

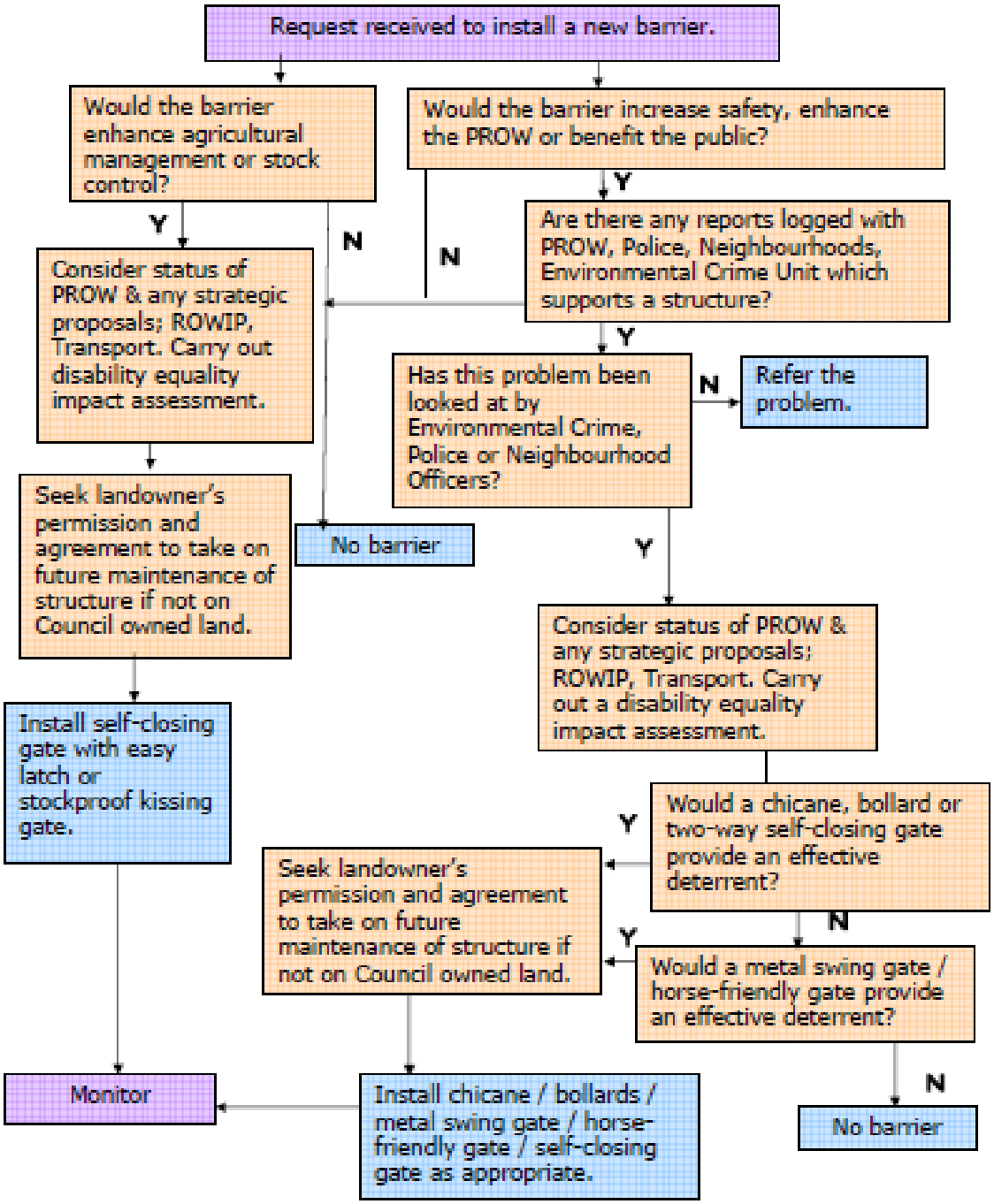
9. Next Steps

Action	Timescale
Review complaints received from Sustrans, TPT and residents to date against proposed assessment process.	March 2022
Identify locations with maintenance needs relating to access controls or funding availability from other sources.	April 2022
Identify upcoming maintenance programmes affecting current access controls.	May 2022
Develop overall programme for access controls to be addressed.	May 2022

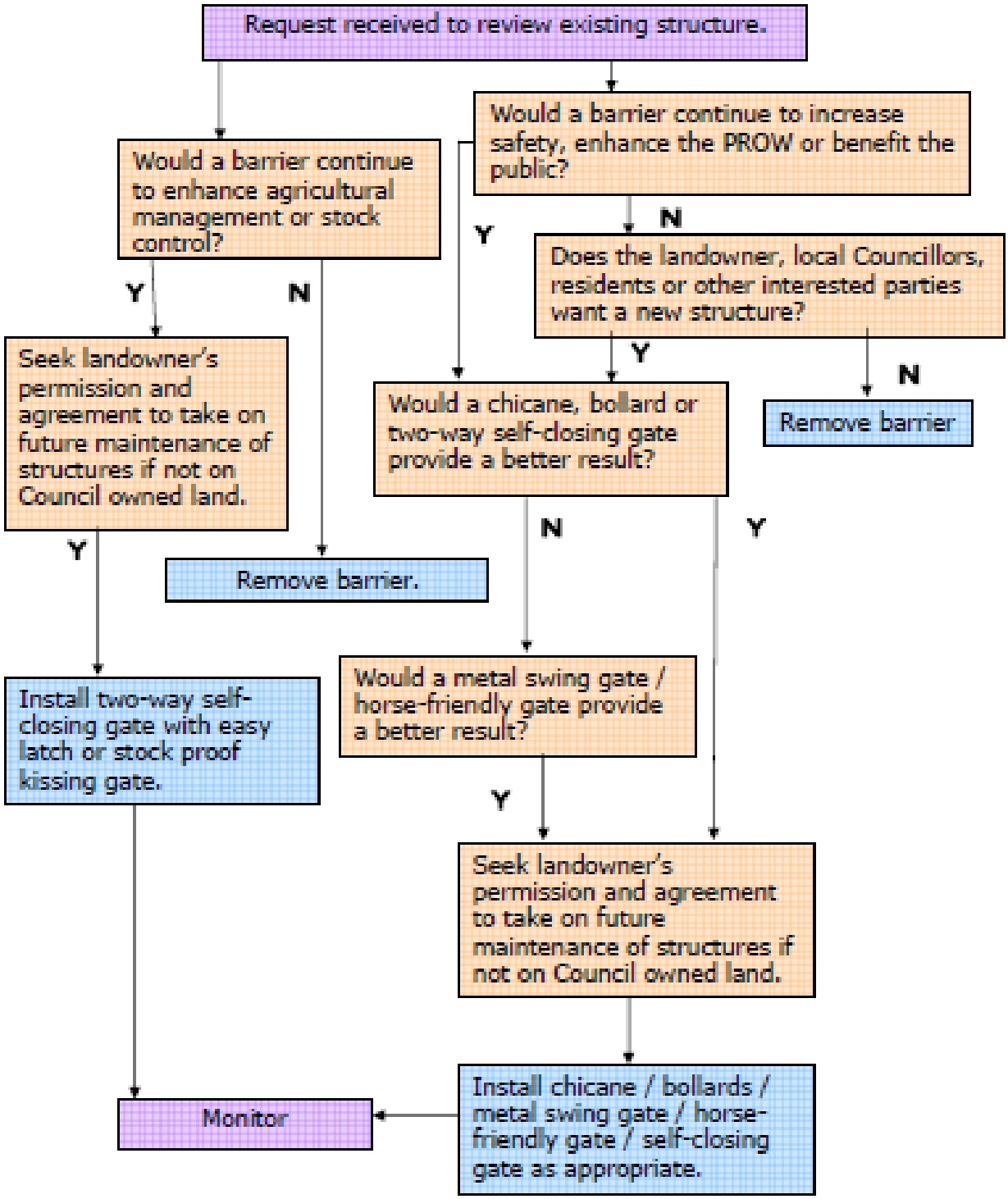
8.1 Appendixes'

Appendix One – DfT Gear change

Appendix Two – Wigan Council Flow chart for new barrier



Wigan Flow Chart for existing barrier



Appendix Three Wigan Council example Pro-forma

Would a barrier enhance agricultural management or stock control?	
Would a barrier increase safety, enhance the PROW or benefit the public?	
What is the status of the route (i.e. footpath / bridleway / permissive etc)	
Who is the landowner?	
Is this a new barrier or review of an existing structure?	
What would be the impact (+ / -) of the proposed barrier on access to the route for each user group?	
Blind/Partially Sighted:	
Cyclists:	
Deaf / Partially Deaf:	
Equestrians:	
Illegal Motor Vehicles:	
Learning Difficulties:	
Mobility Impaired	
Mobility Scooter Users	
Pedestrians with Pushchairs:	
Walkers:	
Wheelchair Users	
Other (e.g. anglers):	
Are there any reports logged with the Police, Environmental Crime Unit, Neighbourhoods or PROW Team of illegal activity or misuse of this route? Who has made these reports – local residents or users of the network?	
Has any illegal activity or misuse been investigated by Police, Neighbourhoods or PROW Team or Environmental Crime Unit, if so what was the outcome. If not pass on the details.	
Is the route identified in the ROWIP, Transport Strategy proposals, Greenheart as an important green corridor route, what will the impact be?	

Appendix Four Cycle Dimensions

Indicative dimensions of typical bike

1 Picture of a Bicycle

Dimensions: L1800m / W750m

Indicative dimensions of typical 'non-standard' bikes

Cycle with trailers for children or deliveries

2 Picture of bicycle with trailer

Dimensions: L 2200-2500mm / W <850mm

Cargo cycle / box bike

3 Picture of a cargo cycle

Dimensions: L 2000-2300mm / W <870mm

Tandems, including steer-from-rear tandem

4 Picture of a tandem

Dimensions: L 2100-2500mm / W <750mm

Tricycle, including wheelchair-friendly model

5 Picture of a tricycle and a wheelchair bicycle tandem

Dimensions: L 1400-2100mm / W <850mm

Side-by-side tandem

6 Picture of side-by-side tandem

Dimensions: L 1800-1950mm / W <107

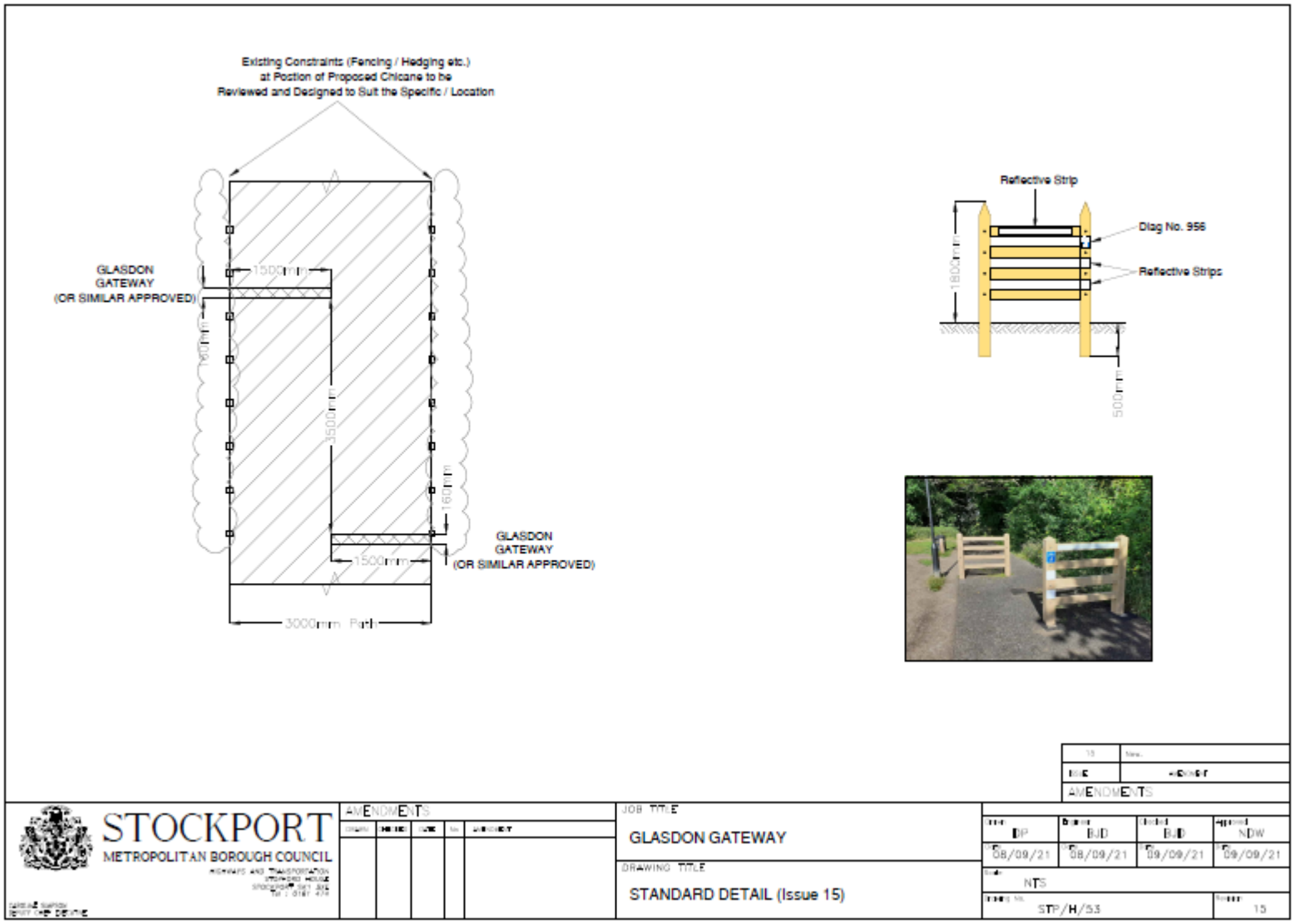
Appendix Five – Draft Stockport Access Control Assessment Proforma

Date:		Project ID	
Project Name		Location	

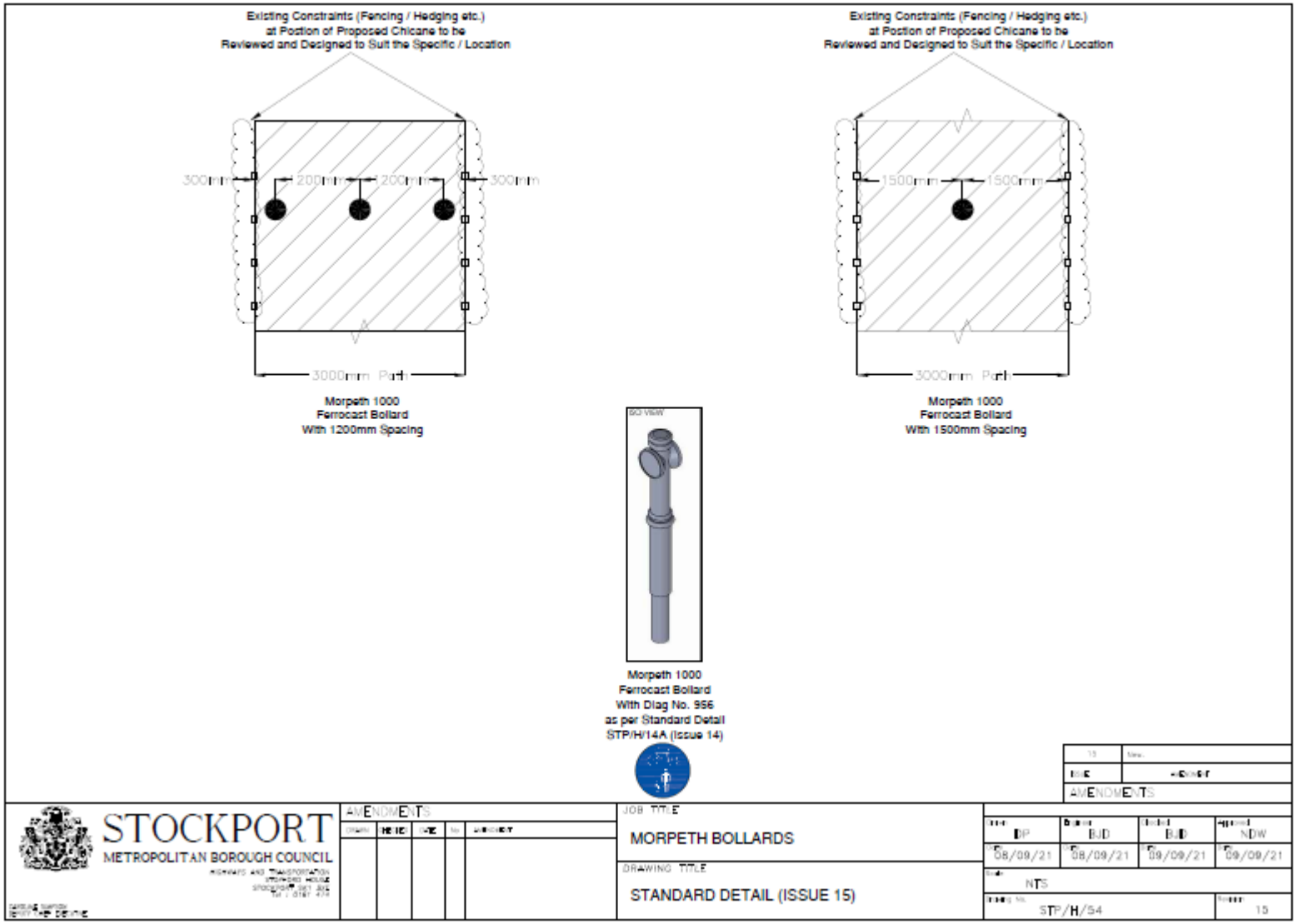
Is this a new barrier or review of an existing structure?	
What is the status of the route (i.e. footpath / bridleway/ highway asset etc)	
Would a barrier increase safety, enhance the PROW, benefit the public or manage anti-social behaviour?	
What would be the impact of the proposed barrier on access to the route for each user group:	
Blind/Partially Sighted Users	
Cyclists (including adapted bikes, Tandems, Tricycles and cargo bikes)	
Deaf / Hard of Hearing Users	
Equestrians	
Illegal Motor Vehicles	
People with Learning Difficulties	
Mobility Impaired Users	
Mobility Scooter Users	
Pedestrians with Pushchairs	
Walkers	
Wheelchair Users	
Other (e.g. anglers)	
Are there any reports logged with the Police, Environmental Crime Unit, Neighbourhoods or Public Rights Of Way Team(PROW) of illegal activity or misuse of this route? Who has made these reports – local residents or users of the network?	
Has any illegal activity or misuse been investigated by Police, Neighbourhoods or PROW Team or Environmental Crime Unit, if so what was the outcome. If not pass on the details.	

Can access be gained to this route at other points? Is the route used as a through-route for motor vehicles or is illegal activity focussed on the area in general?	
Can access be gained to this route at other points? Is the route used as a through-route for motor vehicles or is illegal activity focussed on the area in general?	
Has an assessment been done on the impact to the overall route? If the proposed barrier could restrict some user groups, will it be installed strategically, restricting entire sections of path? If not what is the reason (e.g. access to a destination such as a beauty spot or other facility)?	
Have the following been consulted with (Y/N):	
Landowner	
Local Councillors	
Local Residents	
PRoW Forum members	
Walking and Cycling forum Members	
Disabilities Stockport	
Sustrans	
BHS society	
Greenspace/ neighbourhoods	
GMP	
Other (please specify)	
Could a less restrictive option be employed successfully? (e.g. 1.5 m spaced bollards/ TCAP / Sustrans spaced chicanes)	
Summarise the overall impact of this recommendation including both positive and negative effects. Should there be any negative impact on disabled access as a result of this recommendation how can this be justified?	

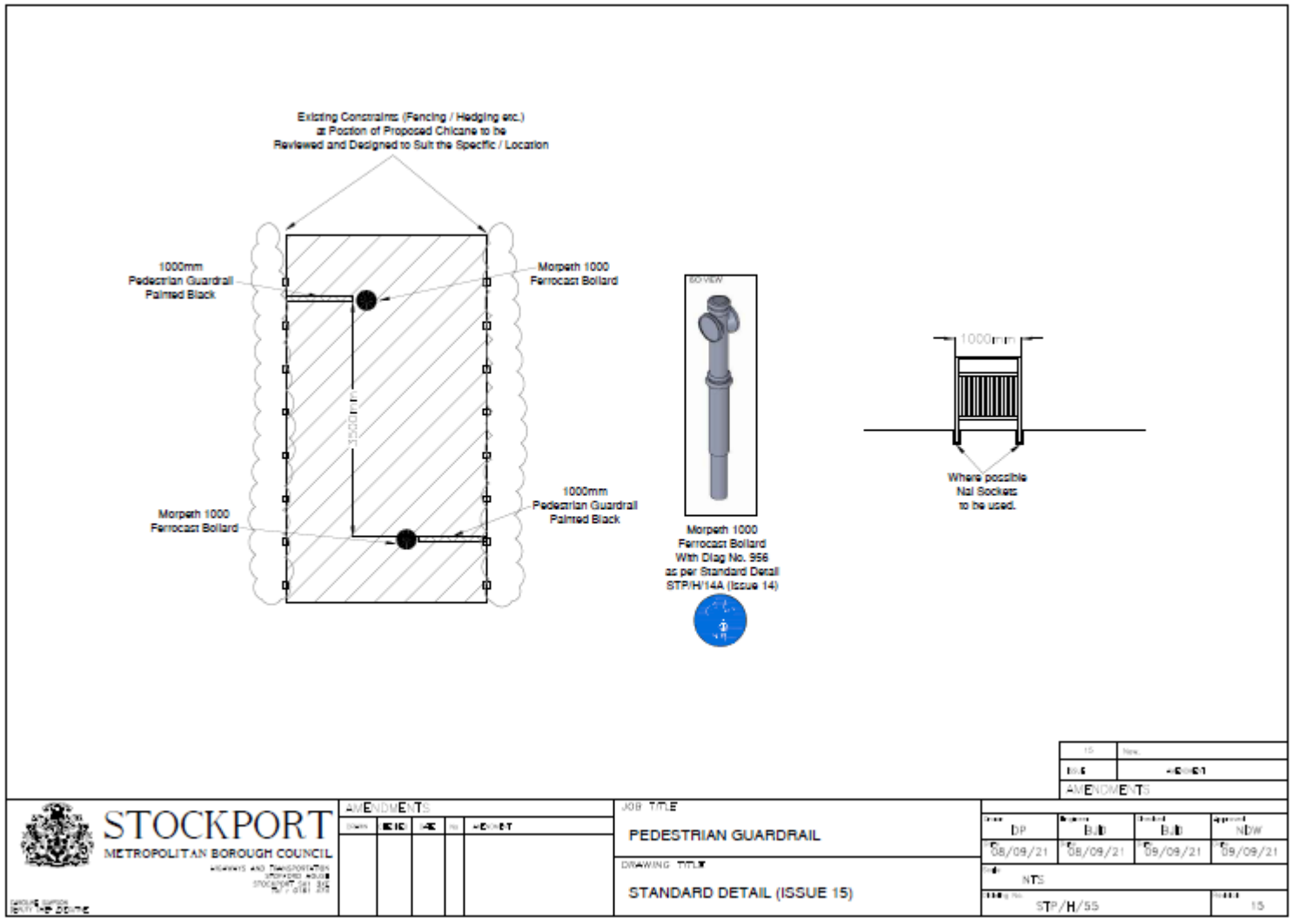
Appendix Six – Access Control Standard detail for a Glasdon Gateway (chicane) (STP/H/53)



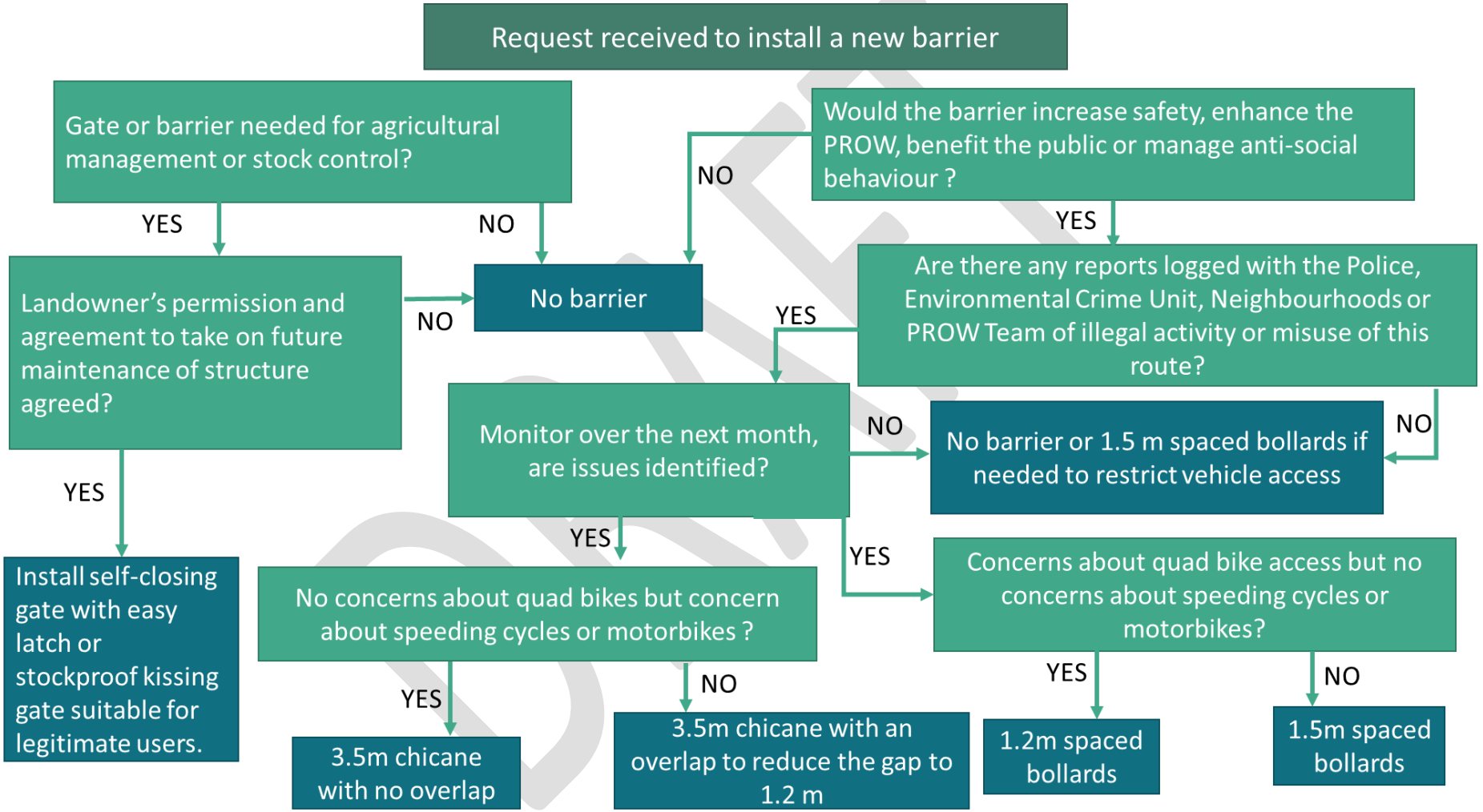
Access Control Standard detail for a Morpeth bollards (bollard) (STP/H/54)



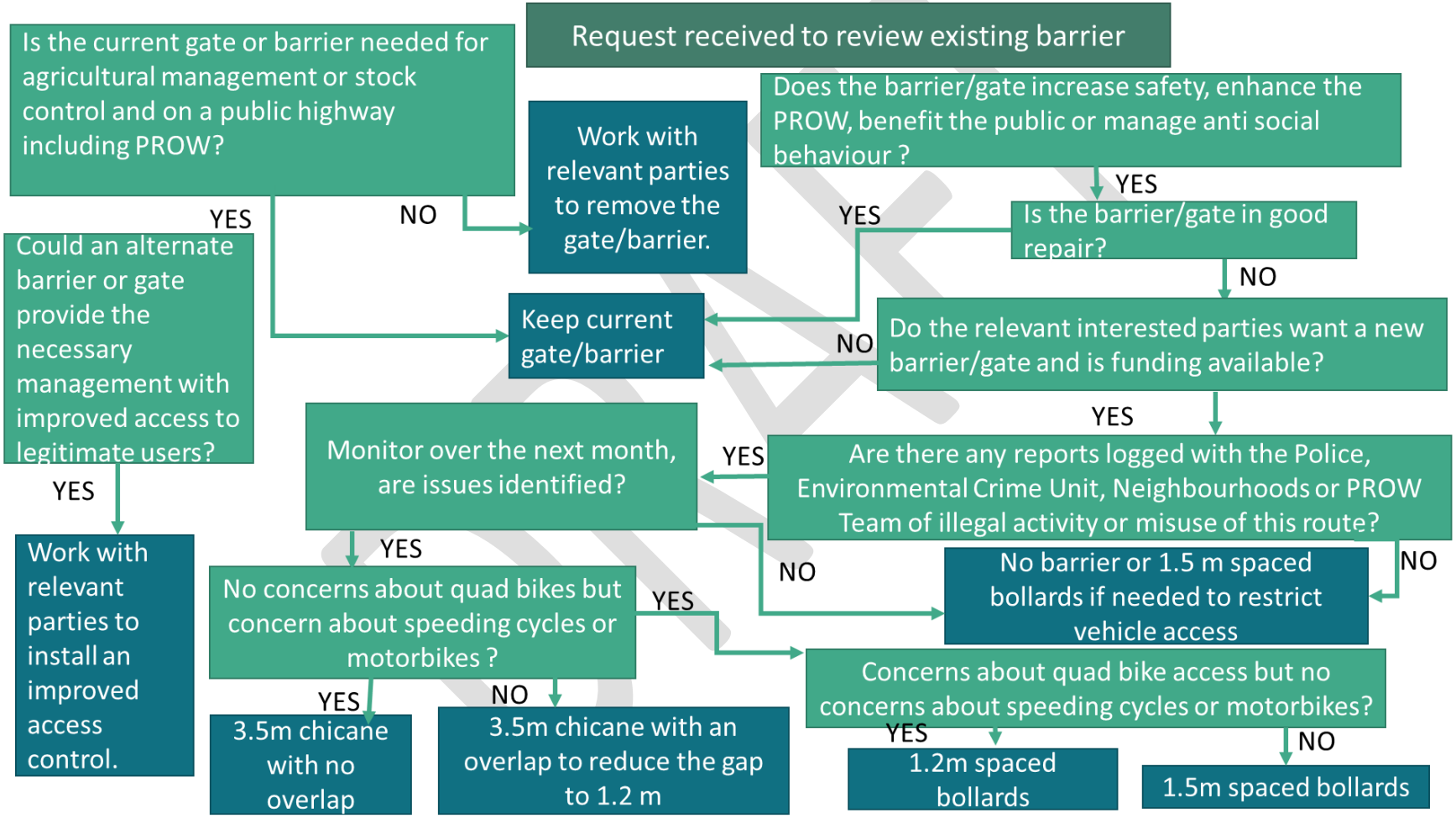
Access Control Standard detail for a Pedestrian Guardrail (chicane and bollard) (STP/H/55)



Appendix Seven –Access control flow diagram for request to install a new barrier



Appendix Eight – Access control flow diagram for request to review an existing barrier



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