



**Notice of a public meeting of  
Decision Session - Cabinet Member for Transport, Planning &  
Sustainability**

**To:** Councillor Merrett (Cabinet Member)

**Date:** Wednesday, 4 September 2013

**Time:** 5.30 pm

**Venue:** The Thornton Room - Ground Floor, West Offices (G039)

**AGENDA**

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**Notice to Members – Calling In**

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democratic Services:

**4.00pm on Friday 6 September 2013** if an item is called in after a decision has been taken.

Items called in will be considered by the Corporate and Scrutiny Management Committee.

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Written representations in respect of items on this agenda should be submitted to Democratic Services by 5.00pm on Monday 2 September 2013.

## 1. **Declarations of Interest**

At this point in the meeting, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

## 2. **Minutes** (Pages 3 - 8)

To approve and sign the minutes of the meeting held on 19 July 2013.

## 3. **Public Participation - Decision Session**

At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **5:00pm on Tuesday 3 September 2013**.

Members of the public may speak on:

- An item on the agenda
- An issue within the Cabinet Member's remit

## 4. **Haxby to Clifton Moor Cycle Route** (Pages 9 - 46)

This report details the feedback from consultation on proposals to create an off-road shared cycle and pedestrian route along the A1237 (Outer Ring Road) corridor between the Haxby Road roundabout and the B1363 (Wigginton Road) roundabout. The report also covers the outcome of more detailed design work and the latest cost estimates.

## 5. **Petition to secure a ride around for £1 deal on bus transport for all young people of York** (Pages 47 - 56)

A petition was presented to Council last year requesting a scheme to provide unlimited travel for young people to "ride around for a £1" on York's bus network at weekends and during school holidays. This report outlines steps which have been taken since the petition was presented to make improvements to the cost of bus travel for young people in the York area.

## **6. Urgent Business**

Any other business which the Cabinet Member considers urgent under the Local Government Act 1972.

### Democracy Officer:

Name: Laura Bootland

Contact Details:

- Telephone – (01904) 552062
- Email – [laura.bootland@york.gov.uk](mailto:laura.bootland@york.gov.uk)

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Written Representations
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above

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The majority of councillors are not appointed to the Cabinet (39 out of 47). Any 3 non-Cabinet councillors can 'call-in' an item of business following a Cabinet meeting or publication of a Cabinet Member decision. A specially convened Corporate and Scrutiny Management Committee (CSMC) will then make its recommendations to the next scheduled Cabinet meeting, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council

Committee Minutes

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MEETING	DECISION SESSION - CABINET MEMBER FOR TRANSPORT, PLANNING & SUSTAINABILITY
DATE	19 JULY 2013
PRESENT	COUNCILLOR MERRETT (CABINET MEMBER)
IN ATTENDANCE	COUNCILLORS HEALEY, REID, RICHARDSON AND SEMLYEN

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## 6. **DECLARATIONS OF INTEREST**

At this point in the meeting, the Cabinet Member is asked to declare any personal, prejudicial or pecuniary interests he may have in the business on the agenda. None were declared.

## 7. **MINUTES**

RESOLVED: That the minutes of the last decision session held on 20<sup>th</sup> June 2013 be approved and signed as a correct record subject to the following amendment:

## 8. **PUBLIC PARTICIPATION - DECISION SESSION**

David Munley spoke on behalf of Mayfield Community Trust. He advised that he supported Option 2 to award the future management of the Mayfield Grove land to the Mayfields Community Trust. He referred to the Section 106 agreement which identified the land both as a public open space and a single entity and objected to options 1 and 4 which proposed to split the land. He also objected to Option 3 on the basis that it removes community involvement.

Gordon Campbell-Thomas spoke further to a written report he had submitted (available with the online agenda). He referred to the formation and success of the Friends of St Nicholas Fields which had also started out as a new group with no formal experience of land management. He referred to his past

involvement with YNET and advised that in his opinion the current membership of YNET does not reflect the involvement and wishes of the local or even the wider community. He urged the Cabinet Member to choose a community orientated organisation to manage the land.

Margaret Silcock spoke as a local resident. She advised that she had lived in the area for a number of years and had seen the land decline. She had joined Chase Residents Association in order to do something about the land. She stated that she supported option 2 as the only reasonable option on the table.

John Parkinson spoke as a local resident. He advised that his home overlooks the land. Although a member of Chase Residents Association he was speaking in his own right. He reluctantly supported Option 1 and believed that outsourcing supported localism.

Richard Bevan spoke in support of YNET and the pond bailiffs. He advised that group members had a wealth of knowledge on fishery management. Meetings are held regularly to discuss issues such as weather conditions and how the pond may be affected and the environment agency is notified of any issues. He stated that as a group things are going well and YNET have put a lot of hard work in to the land.

Anne Leggett spoke as Chair of the Chase Residents Association and as one of the 3 residents who discovered the presence of a notifiable weed and consequently that the section 106 agreement had not been enacted. Despite the efforts by residents over the last 4 years an agreement had still not been reached and the loser is the environment. She advised that 320 homes adjacent to the land and many other users who deserve an agreement to be reached. She urged support for Option 2 for the Mayfield Community Trust to be given a trial period for a new beginning for the land.

Barry Potter spoke as Chairman of YNET and advised he had close involvement with the Mayfield Grove site for the last 20 years. He advised that the Localism issue assumes residents should be the group to manage the site but YNET has strong support also. He stated that he found it difficult to support any of the options.



Robert Dick spoke as the Trustee Director of YNET. He referred to the Decision Session meeting held in September at which the Cabinet Member had suggested further discussions to take place between YNET and MCT to see if an agreement could be reached. He felt that this process had had the opposite effect and had instead put the organisations up against each other. He supported option 3.

Councillor Semlyen spoke as Ward Member. She advised that she had been involved in the issue for the past 2 years but was aware of the long history of problems. She asked the Cabinet Member to end the controversy and pick a group to manage the land, preferably the residents association. She asked that the land be kept as a whole, as it was given as a whole, and advised that she supported Option 2.

Councillor Reid spoke as Ward Member. She referred to her written comments (published online) and stressed that Option 1 is the worst option and isn't practical. She advised that she agreed with Councillor Semlyen and felt Option 2 was the best option.

**9. FUTURE MANAGEMENT ARRANGEMENTS FOR LAND AT MAYFIELD GROVE, YORK.**

Consideration was given to a report which confirmed the arrangements for the land at Mayfield Grove, York which was allocated as Public Open Space in a Section 106 Agreement (s106) dated June 1997.

Annexes 1 to 4 attached to the report outlined the decisions taken at previous meetings relating to the process for selecting a suitable organisation to undertake the long term management of the land.

The Officers report contained the following 4 options:

Option 1 - The council take on overall management and co-ordination of what is now council land, and work with local groups CRA / MCT and YNET as appropriate to allow them to undertake some management works. The pond could be licensed separately and this offers the potential for income to offset the management costs. Working with local groups may

also offer access to grant aid for improvement works. This arrangement can be subject to review at an appropriate time.

Option 2 - Award management to CRA / MCT – initially on a short term (18-24 month) licence – with a need for appropriate performance monitoring.

Option 3 - Award management to YNET – initially on a short term (18-24 month) licence – with a need for appropriate performance monitoring.

Option 4 - Award management of the site on a split basis where the site is divided by Nelsons Lane into 2 areas - the southern area, including the pond and the northern area including the meadow. An initial award, on a short term licence (18-24 months), with a need for appropriate performance monitoring.

The Cabinet Member commented that in terms of Option 1 , he still had some concern about keeping the Council in the middle of the issue when the Council should be engaging with the community. In reference to options 2, 3 and 4 he advised that he had heard strong views for and against both YNET and Mayfield Community Trust as well as strong representations for the current operator YNET to continue managing the land. The other issue was the lack of a track record in land management for the Mayfield Community Trust. He agreed to implement Option 4 as he considered the site to be well split by the road. He agreed this option on the basis of a 24<sup>th</sup> month cycle to allow for 2 growing seasons and agreed the use of residual section 106 monies. He stressed that both organisations need to demonstrate ability in managing the land.

**RESOLVED:** That the Cabinet Member approved Option 4 and awarded management of the site on a split basis where the site is divided by Nelsons Lane into 2 areas - the southern area, including the pond and the northern area including the meadow. An initial award, on a short term licence (24 months), with a need for appropriate performance monitoring.

**REASON:** This option will enable each organisation (YNET and Mayfields Community Trust) to manage areas of interest and promote

different activities to the local community and will explore the possibility of a joint working approach.

**10. 20MPH IN THE WEST OF YORK - SPEED LIMIT ORDER CONSULTATION AND PETITION RESPONSE**

Consideration was given to a report which outlined the consultation response to a 20mph Speed Limit Order which was recently advertised for residential roads across the West of York urban area. The report also detailed the receipt of an e petition entitled "Stop the 20mph Proposals" and this was also given due consideration.

It was reported that 6 people had registered to speak on the item:

Nick Love advised that he was opposed to the 20mph proposals. He queried whether the scheme should be a priority for York, the cost involved and if the cost was justifiable. He stated that York is a low risk area for road accidents and in the top 8% for low casualty rates and that the proposals were not based on any statistical evidence.

Mr Ellerton had registered to speak as a local resident. He felt that the public consultation had not been long enough and that the money would be better spent elsewhere. He stated that the leaflets distributed had been too complicated.

Mr Vaus had registered to speak as a local resident. He advised that some roads were not suited to having 20mph limits, although he agreed that most residential areas should be 20mph. He suggested that the money would be better spent improving dangerous junctions such as the junction with Green Dykes Lane and Melrosegate.

Councillor Semlyen spoke in support of the proposals as she had been a 20mph campaigner for a number of years. She advised that 20mph limits protect vulnerable people as well as having health benefits and a positive impact on traffic flow. She urged the Cabinet Member to approve the scheme.

Councillor Reid had registered to speak as some of the area covered by the 20mph speed limit proposals were in her Ward.

She raised concern about the lack of support from residents for the scheme and the lack of an evidence base for introducing the scheme.

Councillor Healey spoke to advise that small cul-de-sacs were not suitable for such a scheme. He referred to the graphs on page 109 of the agenda which showed casualty data for other cities adopting 20mph limits and questioned if enough research into capital cost against benefits had been carried out.

Officers outlined the report and advised that in light of representations received, Trenchard Road and Portal Road would be removed from the scheme, if approved.

The Cabinet Member commented that the agenda had always been about the environment and about keeping York a pleasant place to live. This proposal would also bring a degree of benefit in safety. He advised that the Speed Limit Order was advertised and circulated to approximately 13,000 affected households as per the standard York approach with such a legal order and only 0.07 per cent of people had objected. It is not proposed to introduce the 20mph limit to major roads. The scheme is also reflective of the Governments approach and 20mph limits have cross party backing at a national level, if not local. In light of the small amount of objections to the proposals, he agreed Option 3.

**RESOLVED:** That the Cabinet Member approved Option 3 and over ruled the objections wishing to see no 20mph scheme implemented but upheld the representation suggesting Trenchard Road and Portal Road are removed from the scheme.

**REASON:** To progress the citywide 20mph scheme in line with the council plan, but removing two roads where there is little negative consequence arising from their exclusion.

CLLR D MERRETT, Cabinet Member  
[The meeting started at 4.30 pm and finished at 5.40 pm].



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**Decision Session – Cabinet Member for  
Transport, Planning & Sustainability**

**4 September 2013**

## **Haxby to Clifton Moor Cycle Route Proposals**

### **Summary**

1. This report discusses feedback from consultation on proposals to create an off-road shared cycle and pedestrian route along the A1237 (Outer Ring Road) corridor between the Haxby Road roundabout and the B1363 (Wigginton Road) roundabout. The aim is to provide a safe and convenient route for pedestrians and cyclists between the villages of Haxby, Wigginton and New Earswick with the Clifton Moor leisure and retail park. In addition, the route will form the key part of a wider 'Outer Orbital Route' for cycling and walking from Poppleton to the University of York via Clifton Moor and Monks Cross.
2. This report also covers the outcome of more recent detailed design work and the latest cost estimates. In addition, the report seeks approval to advertise the necessary TROs and to commence implementation of the scheme proposals.

### **Background**

3. The council is committed to improving the cycle network, which is one of the key measures to deliver the Council Plan priority to 'Get York Moving'. As part of this, there has been a long term aspiration to establish this cycle route, and it was included as a flagship scheme within the council's successful bid for Local Sustainable Transport Funding (LSTF) in 2011. Within the total grant allocation of £4.6 million, £700K was earmarked for this cycle route project.
4. During 2012/13 feasibility design work was carried to explore various options and determine how best the route could be achieved. An indicative plan of the preferred option is shown in **Annex A**, which highlights the various component parts of the overall scheme. These are described in more detail in the Proposals section of the report.
5. The cycle route proposals have been developed in light of potential further improvements to the Outer Ring Road. In the medium term

this could include upgrades to the existing roundabouts on the Outer Ring Road (funding is being sought through the West Yorkshire Transport Fund for this) and in the longer term dualling remains an option (requiring substantially more funding). One or both of these options could involve additional approach lanes to the Haxby Road roundabout. These possibilities have therefore been considered in the context of these proposals, with a view to minimising any abortive work. A dualling option would have the most effect, the additional space that could be required would result in the removal of part of the ramp on the eastern side of the new bridge, and a new path would need to be constructed on an alternative alignment should the road be widened on the south side. However, it is considered that the current proposals would be the least affected by any changes to improve traffic capacity for the Haxby Road roundabout.

6. As part of this feasibility work more detailed cost estimates were developed for all the components of the scheme, including options for crossing the railway. This demonstrated that the initial allocation of £700k would be insufficient to achieve an acceptable solution. The cost of the preferred option was estimated to be around £925k. However, this was still considered to represent good value in terms of the quality of the proposed facilities and potential usage levels, and within the overall grant allocation of £4.6million there was sufficient flexibility to adjust allocations for other proposals. Therefore as part of the Capital programme for 2013/14 a sum of £825k has been allocated for this scheme, with the intention of providing the remaining amount needed to complete the scheme in early 2014/15.

## Proposals

### Haxby Road Connection and Crossings

7. The proposed route will connect with Haxby Road via the existing pedestrian/cycle underpass immediately to the west of Haxby Road. On the northern side of the ring road, a crossing point is needed to cater for those coming from Haxby and Wigginton. On the southern side, a further crossing point is required for those coming from New Earswick and the Joseph Rowntree Secondary School.
8. On the **north side** a Toucan crossing is considered to be the most appropriate facility to provide, because there is a 30mph speed limit in force, and the volume of traffic can be quite heavy, particularly at peak times. In addition, outbound traffic occasionally needs to wait at the level crossing (thereby queuing back towards the roundabout with the outer ring road), and inbound traffic often queues up to the

roundabout with the outer ring road. Under these circumstances cyclists and pedestrians would at times find it difficult to find sufficient gaps to enable them to cross the road safely. The layout for this crossing point is shown in **Annex B**.

9. On the **south side**, the provision of a speed table crossing point within an extension to the existing 20mph Zone on Haxby Road is considered to be most appropriate solution. This is because the speed table will be within the proposed extension to the existing 20mph Zone, and the calming effect of the table will provide sufficient gaps enabling cyclists and pedestrians a good opportunity for crossing the road. In addition, the volume of traffic on this side of the outer ring road tends not to be quite as heavy as on the north side. The layout for this crossing point is shown in **Annex C**.

### **Railway Bridge and Approach Ramps**

10. This section has proved the most challenging because of the need to take the cycle route over the existing York to Scarborough railway line. The option of utilising the existing road bridge was carefully considered, which would involve cyclists using the hard surfaced section of the bridge structure between the carriageway and the parapet wall. However, this is only 1.5m wide and would put cyclists in very close proximity to traffic over this short distance. Also, there would be engineering challenges and high costs involved in providing linking paths up to the existing bridge deck. For these reasons, the Transport Delivery Panel, subsequently endorsed by the Major Projects Member Steering Group Report, concluded that the most appropriate means of crossing the railway line would be via a separate new bridge structure alongside the road bridge. Fortunately, there are existing berms on the embankment slopes which have a gradual gradient which simplifies the creation of suitable approach ramps to the new bridge.
11. A typical example of the railway bridge structure is shown in **Annex D**. In addition, the shared use path alignment on the berms along both the eastern and western embankments is shown in **Annex E**.

### **Joseph Rowntree Foundation (JRF) Section, Leading to Wigginton Road**

12. This section of the route runs from the west end of the western bridge embankment to Wigginton Road. Unfortunately, there is insufficient space available in the existing verge for the majority of its length to introduce a shared use path. Therefore, a strip of the

adjacent agricultural land is required to create a path of adequate width. A typical cross sectional arrangement is shown in **Annex F**. One complication to note is the presence of an underground sewer, which requires a wider strip of land to be acquired. With the path in relatively close proximity to the road giving passive security, way-marker lighting is considered adequate on this section.

13. The land is in the ownership of the Joseph Rowntree Foundation (JRF), and is currently rented to a farmer. The JRF are supportive of the scheme and are happy to release the necessary land subject to the council paying the necessary legal costs and a small compensation payment to the tenant farmer.

### **Wigginton Road Crossing Link to Clifton Moor Retail Park**

14. Pedestrians and cyclists can currently cross Wigginton Road via a central splitter island at the junction with the roundabout. However, this can be difficult to use due to the speed and unpredictable nature of vehicle movements exiting the roundabout, and having to cross two lanes of traffic approaching the roundabout.
15. Initially, the provision of a Toucan crossing was considered. However, having traffic signals close to the entry point of the roundabout could give approaching motorists the impression that they have right of way entering the roundabout, and in the opposite direction traffic is likely to queue back from the crossing onto the roundabout.
16. Therefore, having considered these difficulties, an additional central refuge crossing point positioned slightly further away from the roundabout was considered to be the most appropriate solution. This means that cyclists and pedestrians would have more time to assess traffic movements leaving the roundabout, and they would only need to cross a single lane of traffic on each side of the refuge island. The proposed layout for this crossing point is shown in **Annex G**.

### **Consultation**

17. An external consultation exercise was conducted between 18 April and the end of May 2013. Numerous methods were used in an effort to communicate the proposals as widely as possible, as outlined below:



- Written information, outline scheme drawings and a questionnaire were available to view on the council's website. The same information was also available on the Yor-Zone website for young people.
- Officers attended Ward Committee meetings, which were held in the relevant areas of Haxby & Wigginton; Huntington & New Earswick; Skelton, Rawcliffe & Clifton Without; and Strensall wards.
- The views of the local Ward Members from the above wards were sought, together with the political group representatives for each party.
- The Press printed a short article to highlight the proposals.
- Scheme details were distributed to the Joseph Rowntree and Huntington secondary schools.
- The views of the local Parish Councils were sought.
- Flyers highlighting the council's website link were distributed to the majority of business premises on Clifton Moor, to all cycle retailers within the city and to local post offices and newsagents, together with a number of paper questionnaires for people to take away and complete at home.
- A three-day exhibition was held within the Tesco store on Clifton Moor where written information and scheme drawings were displayed, council officers were in attendance to answer any questions about the proposals, and a large number of paper questionnaires were distributed to both staff working at the store and Tesco's customers.

18. A summary of the external responses, including returned questionnaires, is outlined below.

### **Returned Questionnaires**

19. A total of 164 completed questionnaires were returned. A summary of the responses to the structured questions is outlined below:

- 131 (80%) indicated support for the scheme proposals to be implemented.
- 96 (59%) indicated they would use the proposed route on a regular basis.
- 38 (23%) indicated that they would use the proposed route occasionally
- 28 (17%) indicated that they would never use the proposed route.

- 26 (16%) suggested either an alternative route for cycling measures, or put forward suggested amendments to the proposals consulted upon.
  - 7 (4%) objected to the implementation of the proposals.
20. Of the 22 questionnaires returned by school pupils:
- 13 (59%) said that they would use the proposed route for cycling to school.
  - 2 (9%) said that they would occasionally use the proposed route for cycling to school.
  - 7 (32%) said that they would never use the proposed route for cycling to school.
21. The questionnaire also invited respondents to make **additional comments**. The main issues raised are summarised below, along with officer responses.
22. Some residents of Wigginton consider that an off-road route alongside the B1363 Wigginton Road from Mill Lane to the A1237 would benefit them more in getting to Clifton Moor, and this could also be continued from the A1237 to Crichton Avenue to give better access to the city centre.

**Officer response:** It is acknowledged that cycling along these sections of Wigginton Road can be difficult and intimidating due to the high volume of fast moving traffic and lack of street lighting. Requests for an off-road cycle path have been made previously, and a feasibility assessment has been carried out. The main problem is that the path would be very long and very expensive to build. There are also sections where the available verge width is inadequate, which would require land to be acquired. In addition, such a facility would only attract limited use from residents of Wigginton travelling to Clifton Moor and perhaps the hospital and some city centre locations. It would not be attractive for Haxby residents, and consequently it likely to result in having a relatively low usage. In contrast, the proposed Haxby to Clifton Moor scheme is predicted to have a high level of usage, mainly because of the numerous linkages it will create.

Wigginton residents who want to cycle to Clifton Moor or into York will be able to avoid using the B1363 by travelling through the quieter alternative provided by Westfield Lane, Green Dike and Eastfield Avenue to reach Haxby Road. From there the new route will provide

access to Clifton Moor, and for city centre access there are existing cycle route facilities from New Earswick, via Bootham Stray, giving access to Wigginton Road near the Nestle's delivery access and then onwards past the hospital.

23. Some residents of Strensall consider that an off-road route along Strensall Road from York Road to the outer ring road would benefit them more in providing cycling facilities to reach the outer ring road and then beyond towards the city centre.

**Officer response:** For much the same reasoning provided above in relation to providing off-road cycling facilities on Wigginton Road, a route along Strensall Road, although desirable, would not generate sufficient usage to justify the high cost of implementation.

24. Concern over the loss of an established hedgerow to facilitate the cycle route and the effect this will have on wildlife habit.

**Officer response:** Whilst the loss of the hedge is regrettable, it is unavoidable in creating the necessary width for a safe cycle path to be built. Locating the path behind the existing hedge was considered, but was rejected due to concerns over personal security which could make the whole facility less attractive to use. It is proposed to establish a new hedgerow as part of the scheme, and there are extensive areas of similar habitat nearby for wildlife to use until this becomes established.

25. There is a footpath behind Green Dike that leads down to the Millenium Wood and then onto the ring road. Could this be improved to be a cycle route and made to join up with the new Haxby to Clifton Moor route?

**Officer response:** This was investigated as part of the feasibility study for establishing a route between Haxby and Clifton Moor. This highlighted a number of issues. Firstly, the route would need to cross the outer ring road at some point. A Toucan was not considered a safe option due to the speed of traffic, and a central island would require road widening and extensive street lighting provision which would have a very high cost. The option of taking cyclists under the road by having a path next to the railway line was explored, but there is insufficient width under the bridge for this to be done safely. Secondly, the Internal Drainage Board is opposed to a surfaced path being built alongside the existing drainage ditch. Thirdly, a path on this alignment would only be attractive to a limited number of

residents in Haxby and Wigginton, which means that it would not represent good value against the significant cost of construction.

26. Could costs be reduced by using a bridge structure made from plastic rather than steel, as have been erected over the railway in other locations (Devon & Cornwall)?

**Officer response:** The option to provide a plastic bridge was investigated, but this was found to be a more expensive option than the basic steel structure that is currently proposed.

27. On Wigginton Road, south of the A1237 roundabout, the crossing for cyclists should be via a new bridge rather than the proposed refuge island. This is a busy 40 mph limit road and will be the most dangerous part of a cycle journey.

**Officer response:** The proposed measures on Wigginton Road are considered to be the safest and most cost effective means of crossing this road at this location. Apart from the additional space that would be required to provide a bridge crossing here, the additional cost would be prohibitive.

28. Cyclists, who are often poorly paid workers, deserve a safe commute to work and to access local amenities. The new route will avoid the need to travel along a fast, busy and dangerous highway.

**Officer response:** Support for the scheme is encouraging, and it is expected that the route will be well used by cyclists for many and varied journey purposes.

### **Emergency Services Feedback**

29. **North Yorkshire Police (Traffic Management)** support the scheme in principle, subject to reservations about certain aspects of the scheme, as outlined below:

30. Concern that the 20mph speed limit extension may not prove to be self-enforcing based on evidence of current traffic speeds within the existing School Safety Zone. Also, how will this fit in with the on-going roll-out of city wide 20mph speed limits?

**Officer response:** Following the recent installation of the recycled rubber speed cushions to replace worn out tarmac measures within the existing school safety zone, speed surveys show that compliance

with the 20mph speed limit has improved. The proposed extension of the zone will have a speed table at the entry point from the north, and a further set of three pre-formed recycled rubber speed cushions between the table and the next set of existing speed cushions. This should be sufficient in maintaining low traffic speeds within the extended 20mph Zone and create safe conditions for crossing the road. Also, this relatively short extension to an existing 20mph School Safety Zone will not conflict with the future implementation of signed 20mph limits, which will mainly be applied in quieter residential streets.

31. The proposed location of the Toucan crossing on Haxby Road is close to the A1237. If this results in traffic queuing back to the A1237 roundabout it could cause severe congestion and the likelihood of rear end shunt accidents.

**Officer response:** The crossing is likely to be used most frequently during peak traffic times, and therefore the concern over traffic queues reaching the roundabout is understandable. The stop line at the Toucan crossing is about 95 metres from the outer ring road roundabout, which equates to a queue of approximately 19 cars. The crossing is unlikely to generate a queue in excess of this, and if it were a problem it could be mitigated by adjusting the settings of the crossing (which can control how often the crossing will get priority over traffic and for how long). This issue will be looked at in more detail before the crossing is introduced, and careful monitoring will take place after implementation to ensure that any problems are quickly addressed. It is also proposed to connect the crossing to the council's central 'UTC' computer, which provides two benefits. Firstly, it would enable the crossing timings to be adjusted remotely from the York Traffic Control Centre in real-time if required, thus minimising any potential traffic impacts by ensuring that the most appropriate timings are running at any given time of day. Secondly, it would also enable the crossing to instantly report faults back to the maintenance engineers, resulting in reduced down time and quicker replacement of failed lamps. Therefore, Officers do not have any significant concerns over this potential problem.

32. The speed limit on the roundabout junction of Haxby Road and the A1237 outer ring road is currently signed with the national speed limit through the roundabout. The speed limit on the roundabout should be changed as part of the scheme proposals, so that the speed limit through the roundabout is 30mph in accordance with the relevant legislation and guidance.

**Officer response:** Whilst carrying out a Traffic Regulation Order to extend the existing 20mph Zone, it seems prudent to carry out the suggested amendment to the speed limit on the outer ring road roundabout. This is also relevant for keeping traffic speeds low on exit from the roundabout, given its close proximity to the commencement of the relocated 20mph Zone boundary to the south side, and the proximity of the Toucan crossing to the outer ring road roundabout to the north side.

33. **North Yorkshire Police (Architectural Liaison)** support the scheme, subject to a number of detailed design issues being addressed. These include the need for specific areas of shrubbery to be cut back and some trees pruned to allow for better surveillance opportunities, and avoid the creation of hidden areas. Certain areas will also need to be well lit, especially where the route will not be clearly visible from passing vehicles. A good maintenance regime will also be required, including the prompt removal of graffiti if this occurs on the bridge structure.

**Officer response:** These issues will be addressed in the detailed design of the scheme, and robust maintenance arrangements will be put in place.

34. It should be noted that no comments have been received from either the **Fire & Rescue Service** or the **Ambulance Service**.

### **York Cycle Campaign**

35. York Cycle Campaign wholeheartedly supports the proposal to create this route. To reduce the risk of tyre punctures, it is recommended that new hedge should be a mix of native hedging species rather than being made up entirely from hawthorn.

**Officer response:** The new hedge will be 70% Hawthorn and 30% other hedge species, planted in two staggered rows. The row on the field side will be entirely Hawthorn, meaning that the row nearest to the cycle path will only contain 20% Hawthorn. Furthermore, because there will be a four metre gap from the edge of the fully grown hedgerow to the edge of the path there is a very low risk of hedge cuttings causing punctures.

### **York Older People's Assembly**

36. Although generally opposed to shared use paths, the Assembly is supportive of this scheme because it will make conditions much safer for cyclists and few pedestrians are likely to use it. Although not specific to this project, the Assembly do have general concern regarding use of tactile paving, which can be uncomfortable to walk over for people with some medical conditions. Could crossing areas be just partially covered with tactile paving?

**Officer response:** It is not considered safe to only partially cover a crossing point with tactile paving because a blind person could fail to detect it and walk unknowingly into the carriageway. The tactile surfaces required in this project will be at the Haxby Road and Wigginton Road crossing points. These are necessary to help blind and partially sighted pedestrians locate and use the crossings, and to warn of the presence cyclists within shared use areas. The extents of these tactile surfaces will be kept to a minimum, and DfT guidance will be followed in determining its layout.

### **New Earswick Parish Council**

37. The Parish Council welcome the plans in principle. However, there is some concern that the introduction of a speed table close to Steanholme on Haxby Road could exacerbate existing noise and pollution in the area linked to traffic slowing and then accelerating up to the roundabout.

**Officer response:** This area is not densely built-up and is surrounded by open countryside, which generally results in quick dispersion of vehicle emissions into the atmosphere. In addition, the traffic calming measures are designed to maintain slow and consistent speeds through the 20mph Zone, which tends to keep noise and air pollution levels to a minimum. It should also be noted that the speed table is only approximately 100 metres from the roundabout with the outer ring road. Therefore, Officers do not anticipate that drivers would accelerate hard away from the speed table towards the roundabout.

### **Ward Councillor Feedback**

38. The following Ward councillors responded to the consultation:

**Cllr Mcilveen** – considered that the scheme is well thought out, but is concerned that some people may not choose to use it unless all parts of the route are considered attractive and safe.

**Officer response:** The route will provide a much safer alternative to cycling along the outer ring road, and will have good crossing facilities where needed. The advice of North Yorkshire Police (Architectural Liaison) will also be followed to ensure the route is as secure and attractive to use as possible.

**Cllr Doughty** (endorsed by **Cllr Gillies**) – He is broadly very supportive of cycle path provision across the City, especially high quality off-road facilities. He believes this scheme will particularly benefit school pupils and staff working at the retail development. However, he is disappointed that it will not link directly to the Earswick roundabout, and doesn't think it will be particularly useful for retail use, because of the need to carry bulky items. He is also keen to see a cycle path introduced along Strensall Road at some point in the future.

**Officer response:** This is a similar issue to that answered in paragraph 21 above, which specifically discusses the Wigginton Road cycle route suggestion. For the same reasons as outlined above, the Strensall Road cycle route suggestion, although investigated recently, is not considered to yield the same volume of potential users or provide the numerous links as the proposed measures along the outer ring road.

**Cllr Cunningham-Cross** – Her only concern is that the scheme does not hinder any future project to dual that part of the ring road.

**Officer response:** The potential longer term implications of dualling the outer ring road have been considered in the context of these proposals. Any additional space that may be required is likely to result in the removal of part of the ramp on the eastern side of the new bridge, and a new path would need to be constructed on an alternative alignment. However, it is considered that this option would be the least affected by any changes to improve traffic capacity at the roundabout.

**Cllr Hyman** (on behalf of all the Ward Councillors for Huntington & New Earswick) - welcome the plans to make the cycle network more complete and to increase the safety of those wishing to travel to the Clifton Moor area. Their only concern is that the new bridge may experience anti-social behaviour and possible graffiti.



**Officer response:** The risks of graffiti are mentioned in the Police comments above, and Officers plan to specify an additional coating on the paintwork for the bridge parapets to ease its removal should this occur.

**Cllr D'Agorne** – He strongly supports the scheme, and his only concerns relate to personal security on the new bridge, and the possibility of graffiti on the solid parapet walls. He suggests that the provision of CCTV may reduce these problems. He also recommends that good signing is provided and regular cleaning (i.e. removing broken glass) is carried out.

**Officer response:** The parapet walls can't be made any lower, as the safety of users requires a minimum height of 1.5m. In addition, solid parapet walls are required by Network Rail for this type of structure over a railway line. As an alternative, transparent fibre-glass could be used, but this is likely to be at least twice the cost of steel parapet walls. With lighting of the route proposed, the Police Architectural Liaison Officer has not suggested the provision of CCTV, and is therefore not considered necessary. However, Officers plan to specify an additional coating on the paintwork for the bridge parapets to ease the removal of graffiti. Route signing will be provided, and regular maintenance to deal with litter/broken glass is also planned.

**Cllr Reid** – She supports the scheme, but would like to see more open sided parapet walls to improve personal security and aesthetics.

**Officer response:** See the response provided above for Cllr D'Agorne.

**Cllr Richardson** – He supports the scheme and hopes it is part of a future network of pathways around the bypass.

**Officer response:** The council's intention is to expand the cycle route network and the route around the outer ring road, subject to current and future council plans, resources and priorities.

### **Political Group Representative Feedback**

39. No Group Representatives responded to the consultation, except for Cllr Gillies' endorsement of the comments made by Cllr Doughty above.

## Issues Arising from Further Design Work

40. The following issues have arisen as part of further design work:
- (i) Further geotechnical work has confirmed that we would be able to form the bridge supports on reinforced earth (as part of an operation to re-profile the ends of the embankments), rather than having to provide piling support, which would have been more expensive.
  - (ii) A staggered barrier is considered necessary to slow cyclist movements at the junction with the existing cycle/pedestrian bypass on Haxby Road, but no obstructions are planned at the entry points or along the proposed route. Therefore, ease of access for all users (including disabled pedestrians and mobility scooters) will be maintained.
  - (iii) There are two unmarked informal bus stops on the B1363 Wigginton Road, just south of the outer ring road roundabout, which are used by people from the towns and the villages north of York when going to and from Clifton Moor. It is proposed to formalise and mark these bus stops as part of the scheme. These will be positioned close to the proposed new refuge island (see **Annex G**) to prevent vehicles from overtaking.
  - (iv) Running along the bottom of the western embankment of the railway bridge there is currently a farmer's access track, which is on the same alignment as the proposed cycle path. Access for vehicles will need to be maintained along this section of path, and to accommodate this, a slightly more robust path construction will be used in this area. However, to reduce conflict with users along this section of the path, ways of providing more direct access to the adjacent fields have been explored. Possible solutions are made more complicated by the presence of a beck, which runs through the adjacent land, and there is also an existing Public Right of Way (PROW) across it. However, discussions with the farmer, the council's Rights of Way Officer, and the Internal Drainage Board have led to the development of proposals that would have several advantages beyond the basic one of avoiding the need for vehicles to travel along the cycle path. The proposals are illustrated in **Annex H**.
  - (v) To access the triangle of land lying between the railway line and the beck, it is proposed to culvert a short section of the beck (around 3.5m in width). The logical position for a new gated

access to the larger field to the west of the beck is proposed at the western end of the field to minimise the length of cycle path that vehicles would need to travel over.

(vi) To further reduce potential conflicts between farming activity, the new cycle path, and the existing PROW, it is considered that a diversion of the PROW could have several advantages, as summarised below:

- Changing the point at which people cross the A1237 to a location with improved sight lines.
- This will allow us to remove the current stile over the field boundary and therefore comply with the Equality Act 2010 by providing a kissing gate at a relocated position.
- The existing steps up both sides of the embankment, which are currently in a very poor state of repair, can be discontinued, the alternative being easier to use for everyone.

41. The legal process for diverting the existing Public Right of Way could take several months, even though it is unlikely that there will be any significant objections to this proposal because of the clear benefits it offers. Although it makes sense to progress these proposed field access and PROW improvements in parallel with the cycle scheme, the implementation of the main cycle scheme is not dependent on them.

### **Road Safety Audit**

42. A road safety audit has been commissioned on the current proposals, and any significant issues will be presented as an update at the Decision Session meeting.

### **Estimated Cost of Proposals**

43. Below are the latest cost estimates for the delivery of the full proposed scheme:

- Haxby Road Northern Link (Toucan Crossing) - £39k
- Haxby Road Southern Link (Raised Table) - £18k
- New Bridge and Short Links to Approach Ramps - £218k
- Bridge Approach Ramps - £95k
- Linking path to JRF section from bottom of bridge ramp - £45k
- Culvert over the beck - £10k

- JRF Shared Path Section 2.5m width (with new fence erected; remove existing hedgerow and fence; and plant new hedgerow) - £255k
- Wigginton Road Link (Uncontrolled Crossing with Pedestrian Refuge) - £50k
- Street Lighting Costs - £40k
- 10% Contingencies for New Bridge works only - £22k
- 5% Contingencies on all other elements - £39k
- Design/Supervision Fees - £96k (Jacobs £61k; CYC Fees £30k; CDM £5k)
- Network Rail Asset Protection Costs - approximately £30k
- Legal Fees (including land compensation + PROW diversion costs) - £10k

44. Therefore, the estimated cost of the latest scheme proposals following further design work and consultation is approximately £967k, which is £42k higher than the previous estimate. The main additional cost (around £30K extra) is linked to the construction of the JRF section, where concrete edging kerbs are now proposed in preference to timber edging, which will make the path more resilient to vehicle over-run and reduce future maintenance problems and costs. Another significant cost increase (about £15k) relates to the requirement to provide a more robust construction specification for the link path between the JRF section and the bottom of the bridge ramp to cope with occasional use by heavy vehicles, such as those used by the Internal Drainage Board for watercourse maintenance, which can typically be around 16 tonnes in weight. Thirdly, there are additional costs (around £12K) associated with the proposals aimed at minimising the use of this link path by farm vehicles, which will improve the safety of pedestrians and cyclists. These additional costs total £57k, which is £15K more than the predicted overall increase in the scheme cost of £42K. This downward adjustment of £15K is due to a combination of refined cost estimates for certain elements of the scheme following more detailed design work, and associated reductions in contingency allowances where confidence over final costs has increased.

### **Option Choices**

45. The following options are available for the Cabinet Member to consider:

**Option 1** – approve the scheme proposals as originally consulted upon, and authorise the advertisement of the relevant TROs.

**Option 2** – approve the scheme proposals subject to a number of changes in response to consultation feedback and outcome of further design work, and subject to any further changes that the Cabinet member considers necessary, and authorise the advertisement of the relevant TROs.

**Option 3** – reject the scheme proposals as outlined above, and do not authorise advertisement of the relevant TROs.

### **Analysis**

46. The consultation has shown a high level of support for the proposed scheme, and if implemented without any changes (i.e. **Option 1**), would create a high quality facility that would be well used. However, further design work and consultation feedback has highlighted areas where the scheme can be refined to achieve a better overall outcome for all road users (i.e. **Option 2**). The main increase in costs associated with **Option 2** relate to the need to make certain sections of the cycle route more resilient to vehicle overrun and reduce future maintenance problems and costs. The additional proposals aimed at reducing the need for motor vehicles to travel along a section of the new path, and to improve the interaction of the scheme with an existing PROW are estimated to cost around £12k. Choosing not to progress the scheme (**Option 3**) should only be considered if the overall cost of the scheme, now estimated at £967k, is judged to be too high. Therefore, Officers consider that **Option 2** should be progressed (i.e. implement all of the proposals illustrated in **Annexes A to H**).

### **Council Plan**

47. The proposed measures will be a significant addition to the city's cycle network at a location where the number of walking and cycling journeys has the potential to increase significantly. Making people less reliant on the car will cut congestion on the roads, thereby supporting economic growth and improving air quality for all. The scheme should therefore make a positive contribution to the Council Plan priorities of "Getting York Moving" and "Protecting the Environment".

### **Implications**

48. **Financial/Programme** – The estimated cost of implementing the full scheme, including proposed amendments and additions following

consultation and further design work, is £967K. This is a little higher than the previous estimate of £925K, but the scheme is still considered to be good value in terms of the quality and robustness of the proposals, enhanced road safety, reduced maintenance costs and the likely high levels of use indicated from the consultation feedback. In addition, as outlined above there is some confidence that at least some of the contingency elements could provide a cost saving. Therefore, based on the likely timetable for constructing all the elements of the scheme, it is considered that the existing 13/14 allocation of £825K is adequate, but an increase in the commitment in 14/15 from £100K to around £142K may be required. Consequently, this may require some adjustment to the amounts of money available for other schemes when the full Capital Programme for 14/15 is developed, but this is considered to be achievable without any serious impact on other priorities.

49. **Human Resources** – None.
50. **Equalities** – the only potential impact is on disability issues, and we are addressing this in the scheme design by making it as accessible as possible for those with mobility problems, such as wheelchair users, users of mobility scooters and blind/partially sighted people.
51. **Legal** – The City of York Council, as Highway Authority for the area, has powers under the Highways Act 1980 and associated Road Traffic Regulations Act 1984 to implement the measures proposed. In addition, a legal agreement between the council and the current landowner will be required to dedicate the land required on the JRF section for highway purposes under a Deed of Dedication. For clarification at this stage, there are also no planning issues to consider. Planning consent is not required for any part of the scheme (including the bridge structure), given that it would all be constructed within the highway boundary, and land dedicated by the JRF for highway purposes. The proposed cycleway, including that sited on land outside but adjoining the boundary of the ring road, can be constructed as permitted development under Part 13 (Development by Local Highway Authorities) of the Town and Country Planning (General Permitted Development) Order 1995. In addition, the PROW diversion requires advertising and will be subject to the necessary legal procedures.
52. **Crime and Disorder** – None.
53. **Information Technology** – None.

54. **Property** – None.

### **Risk Management**

55. In compliance with the Council's risk management strategy, the main risks in implementing the proposals as identified in this report are:

<b>Risk Category</b>	<b>Impact</b>	<b>Likelihood</b>	<b>Score</b>
Organisation/Reputation	Medium (3)	Probable (4)	3x4=12
Physical	High (4)	Possible (3)	4X3=12
Financial	Medium (3)	Possible (3)	3x3=9

- Failure to deliver a key flagship scheme in the LSTF programme approved, agreed and monitored by the Department for Transport, which may prejudice future LSTF or related bids to DfT and/or Local Enterprise Partnerships.
  - Potential damage to the Council's image and reputation if scheme proposals are not implemented, in view of the council's ongoing commitment to further develop the city's cycle network and promote sustainable transport.
  - Should the proposed measures not be approved for implementation, nearby residents will continue to suffer severance from local amenities at Clifton Moor if they are unable to use motor transport to travel, and those who currently choose to cycle in this area will continue to face increased safety risks.
  - Although the latest cost estimates in this report are considered to be robust, and have some contingency allowances built in, there are still some areas where actual costs could be significantly different when construction takes place. One particular area of uncertainty is the cost associated with Network Rail, who must approve, facilitate, and supervise the bridge being placed over the railway line. This cost could increase if unforeseen problems are encountered.
56. Measured in terms of impact and likelihood, the risk scores have been assessed at less than 16, which mean that at this point the risks need only to be monitored, as they do not provide a real threat to the achievement of the objectives of this report.

## Recommendations

57. The Cabinet Member is recommended to:
- (i) approve the overall scheme layout, including the changes and additional measures proposed within this report (i.e. as per **Option 2** in paragraph 45, and as illustrated in **Annexes A to H**),
  - (ii) give authorisation for all elements of the scheme to be implemented as soon as practically possible, which in some cases may need to be after associated Traffic Regulation Orders are put in place,
  - (iii) give authorisation for the advertisement of the necessary Traffic Regulation Orders relating to the following:
    - an extension to the existing 20mph School Safety Zone on Haxby Road,
    - An amendment to the speed limit on the roundabout junction of Haxby Road with the A1237 Outer Ring Road, along with authority to enact these Orders if no objections are received (any substantive objections to be considered at a future Officer in Consultation meeting).
  - (iv) give authorisation for Officers to commence the necessary legal process for the proposed diversion of the existing Public Footpath, New Earswick No.1.

Reason: To provide a safe and convenient route for pedestrians and cyclists between the villages of Haxby, Wigginton and New Earswick with the Clifton Moor leisure and retail park. In addition, the route will form the key part of a wider 'Outer Orbital Route' for cycling and walking from Poppleton to the University of York via Clifton Moor and Monks Cross.



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**Chief Officer Responsible for the  
report**

Richard Wood  
Assistant Director for Strategic  
Planning & Transport

**Report**  **Date** 27 August  
**Approved**  2013

**Specialist Implications Officer(s)**

There are no specialist officer implications.

**Wards Affected: Haxby & Wigginton; New Earswick; Skelton, Rawcliffe & Clifton Without; Strensall** **All**

**For further information please contact the authors of the report.**

**Background Papers:**

None.

**Annexes:**

Annex A – Plan showing “Indicative Route Alignment”.

Annex B – Plan showing “Haxby Road North – Proposed Toucan Crossing Layout”.

Annex C – Plan showing “Haxby Road South – Speed Table Crossing Layout”.

Annex D – Plan showing “Typical Bridge Example for New Railway Bridge Crossing”.

Annex E – Plan showing “Path Alignment on Embankment Berms”.

Annex F – Plan showing “Typical Cross Section on JRF Section of Path”.

Annex G – Plan showing “Wigginton Road Crossing Arrangements”.

Annex H – Plan showing “Farmer’s Access Path Alignment (Also Showing Public Right of Way Diversion Route and New Culvert Position)”.

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NOTES

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DRAWING TYPE

Revision	By	Checked/Approved	Date	Description



Sustainable Transport Services (Transport Projects)  
 1st Floor, 15, The Guildhall, York, YO1 9DD  
 Tel: 01904 433250 Fax: 01904 323490  
 www.york.gov.uk

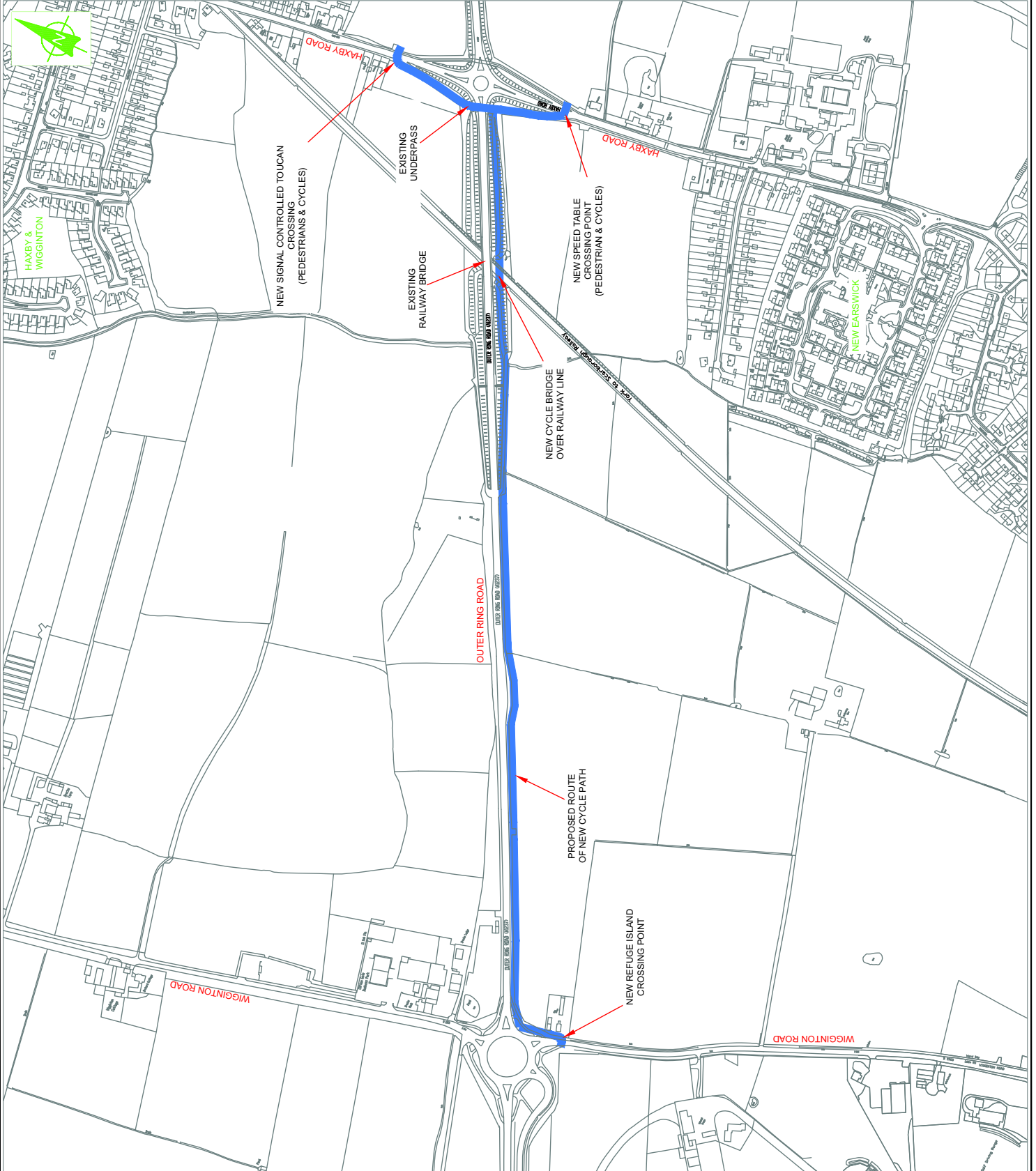
Project  
 Haxby to Clifton Moor  
 Cycle Route

Drawing  
 Indicative Route Alignment

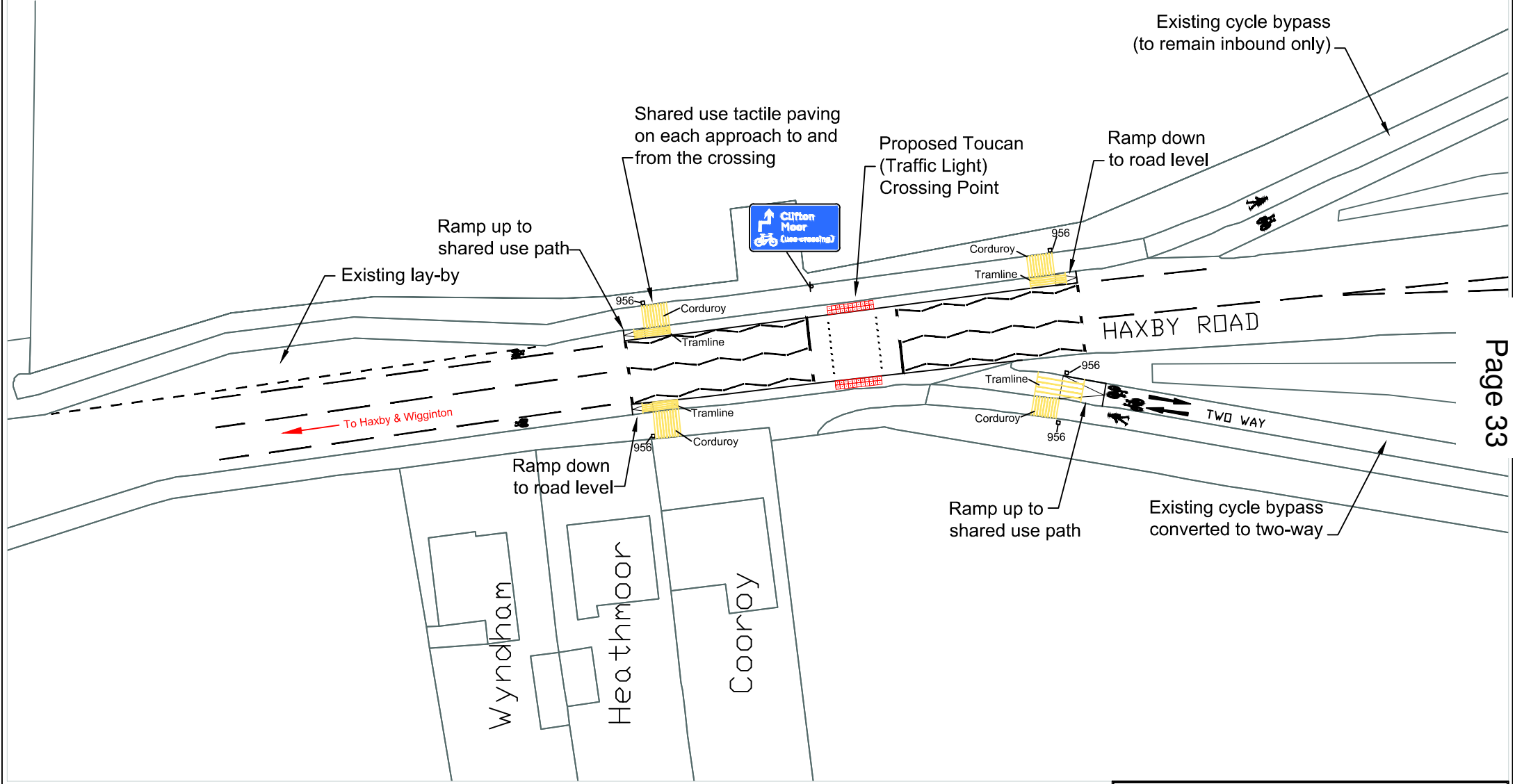
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 Authorised by: Date:

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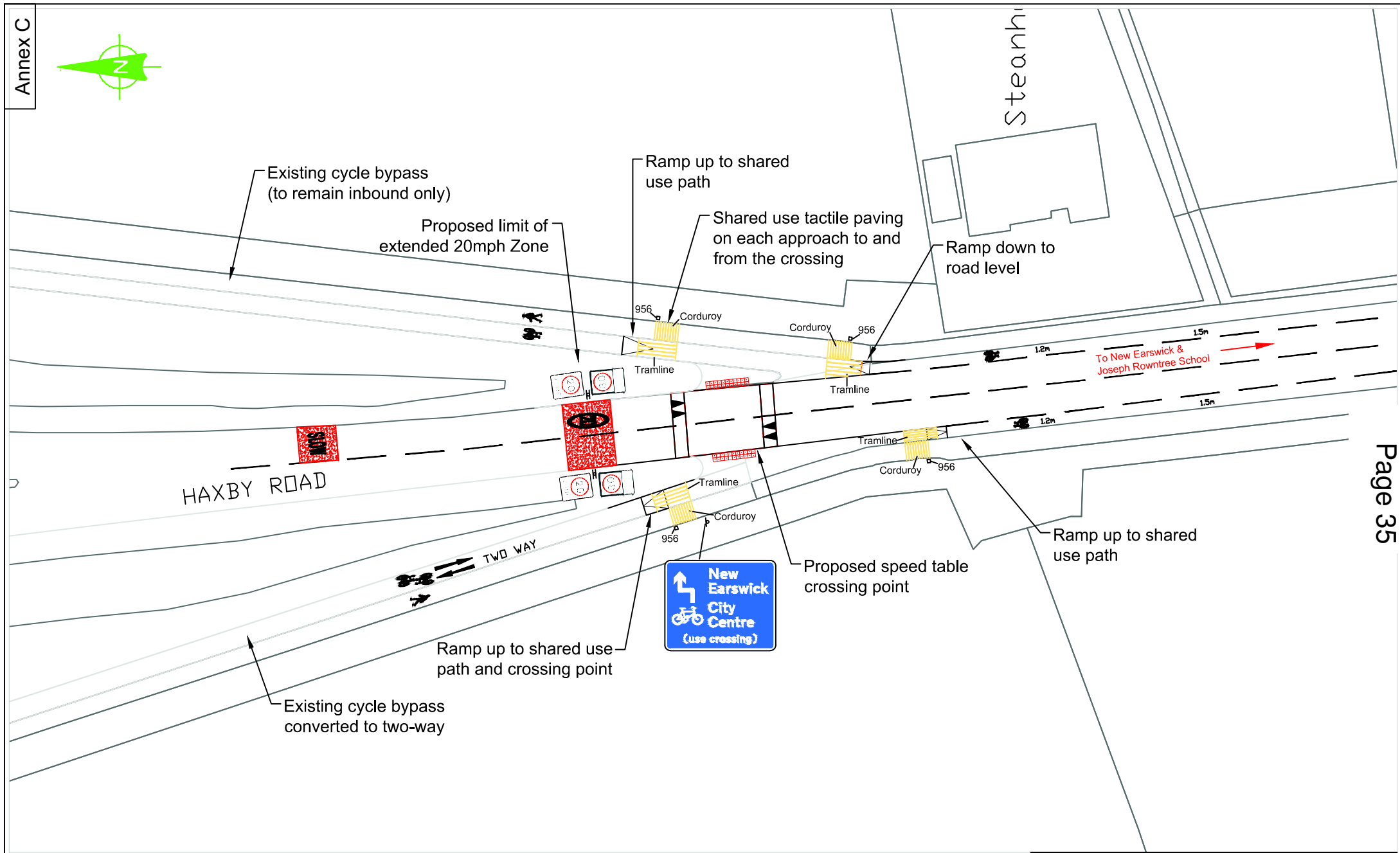
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Haxby to Clifton Moor Cycle Route  
 Haxby Road Crossing North

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Haxby to Clifton Moor Cycle Route  
Haxby Road Crossing South

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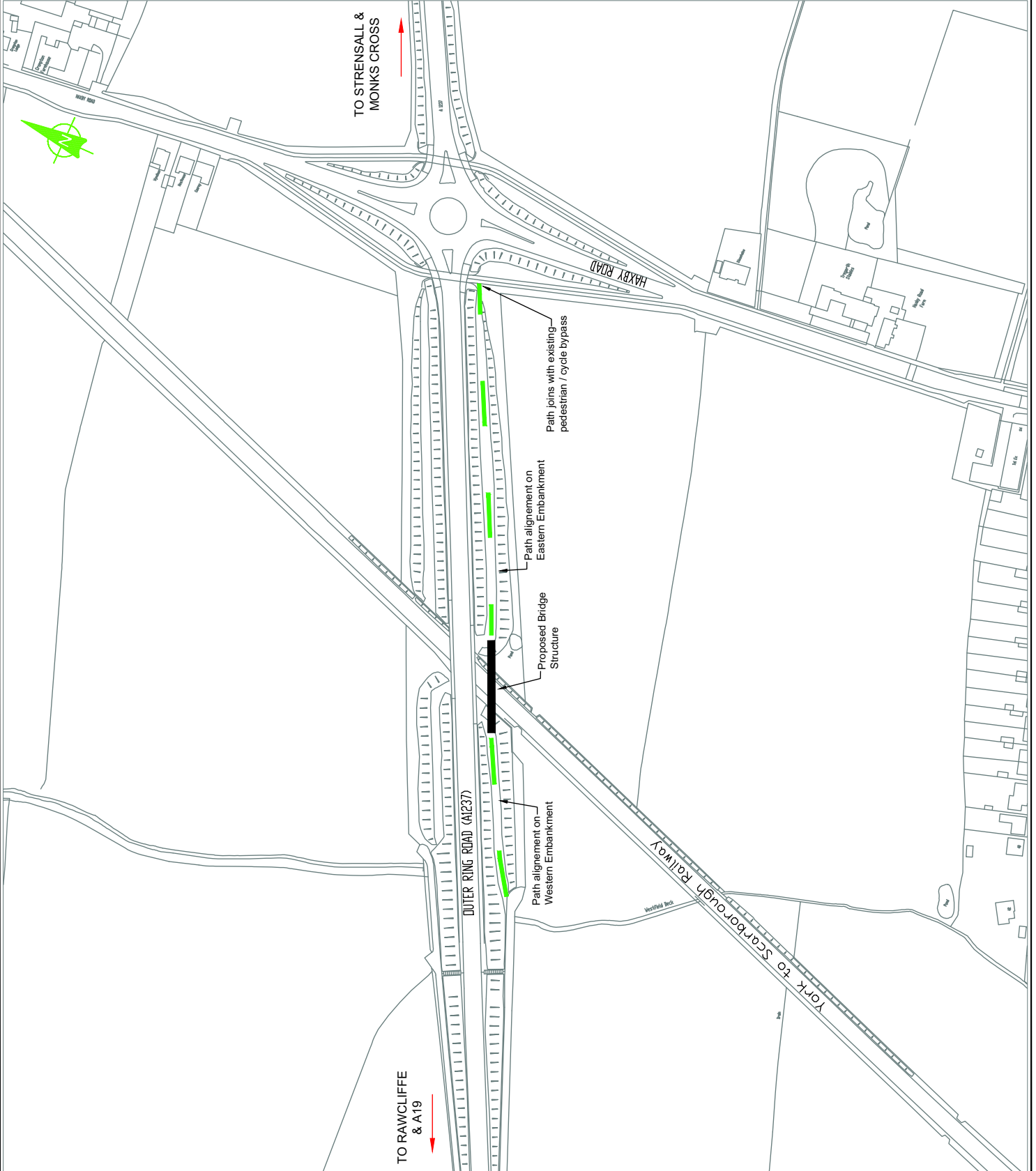
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Typical Bridge Example



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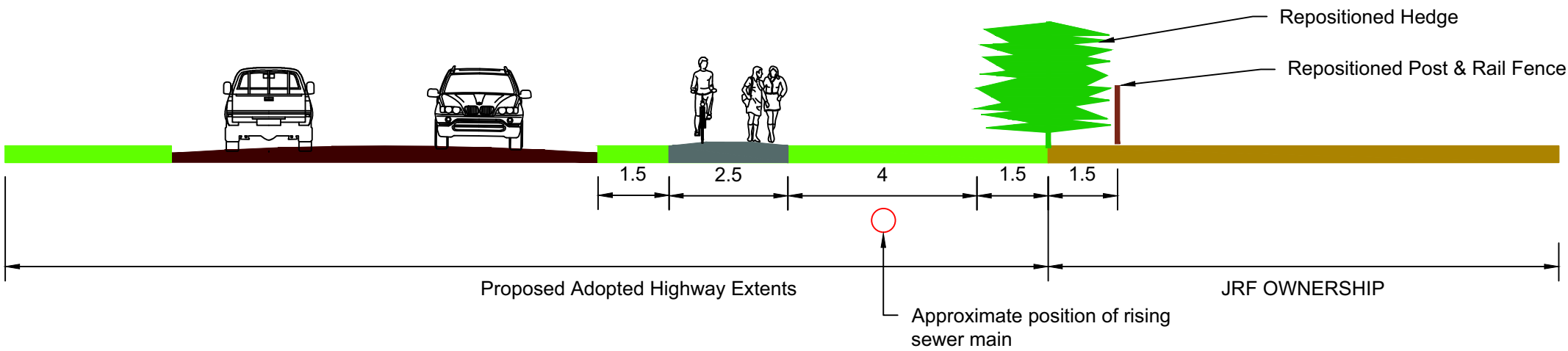
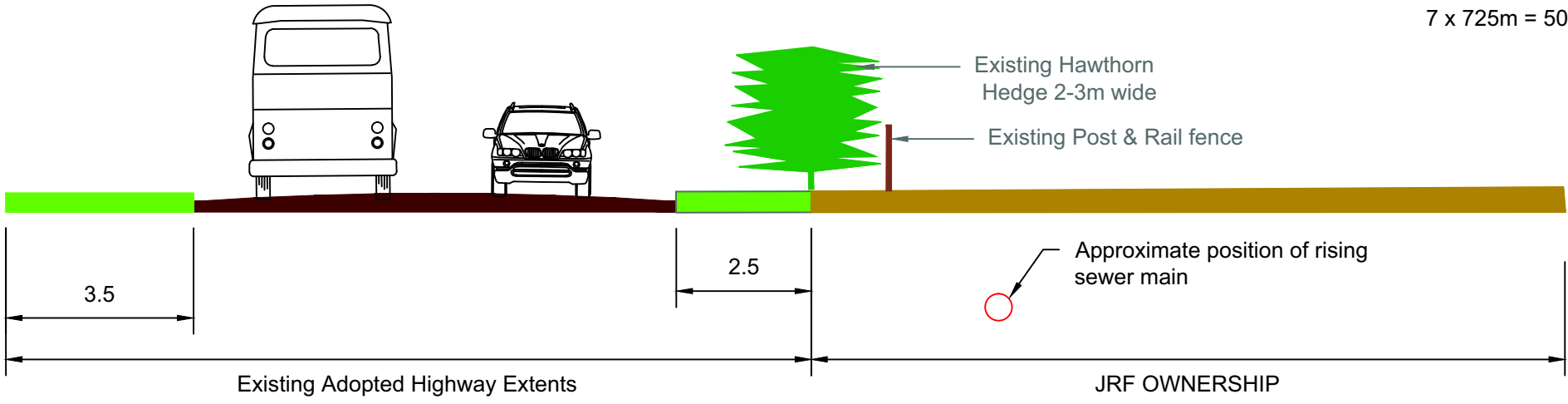
Project:  
 Haxby to Clifton Moor  
 Cycle Route

Drawing  
 Path Alignment on  
 Embankment Berms

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Revision	A		
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Please note:  
 1. All dimensions are in metres  
 2. Hedge dimensions vary along the section  
 3. Area of additional adopted land -  
 $9.5 - 2.5 = 7$ .  
 $7 \times 725\text{m} = 5075\text{m}^2$  or 0.5ha



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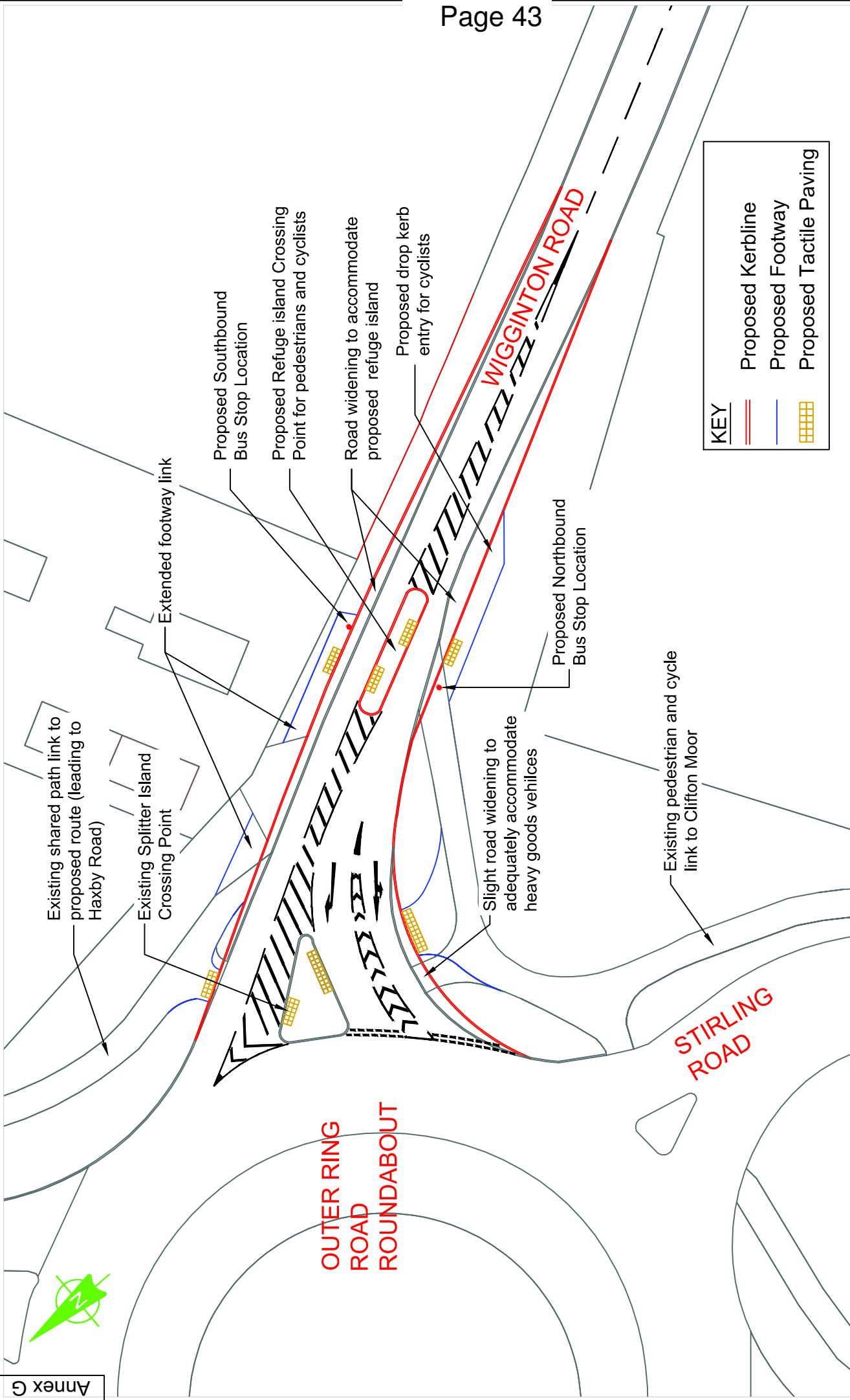


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DATE	14/08/13				

HAXBY TO CLIFTON MOOR CYCLE ROUTE  
 TYPICAL CROSS SECTION ON JRF SECTION

TP/07010106/P/004

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**KEY**

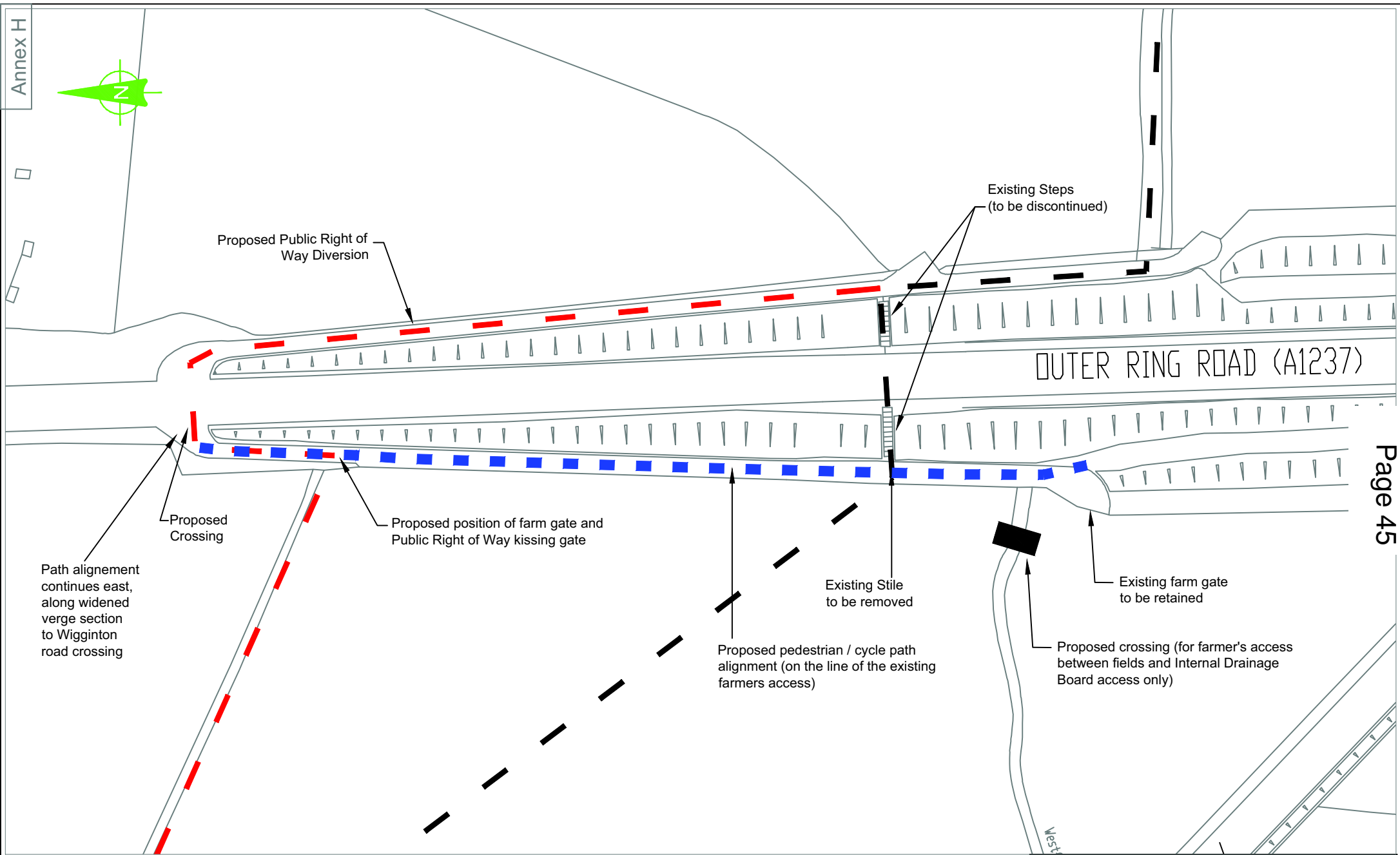
- Proposed Kerblines
- Proposed Footway
- Proposed Tactile Paving

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 <p><b>CITY OF YORK COUNCIL</b> Sustainable Transport Services Tel: 01904 323200 Fax: 01904 323200 www.york.gov.uk</p>	<p>DATE: 14/08/13</p>	<p>SCALE: 1:500</p>	<p>CHECKED BY: [Signature]</p>	<p>INITIAL: JRP</p>	<p>REV: [Blank]</p>	<p>AMENDMENT: [Blank]</p>	<p>DATE: [Blank]</p>	
	<p>Haxby to Clifton Moor Cycle Route</p> <p>Wigginton Road Crossing Link</p>							
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HAXBY TO CLIFTON MOOR CYCLE ROUTE  
 FARMER'S ACCESS PATH ALIGNMENT  
 (ALSO SHOWING PUBLIC RIGHT OF WAY DIVERSION  
 ROUTE AND NEW CULVERT POSITION)

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**Decision Session – Cabinet Member for  
Transport, Planning & Sustainability**

**4 September 2013**

**Petition requesting that young people be able to ‘ride  
around for £1’ on buses in York**

**Summary**

1. Improving York’s local bus services is one of six key measures identified for delivering the Council Plan priority to ‘Get York Moving’.
2. A majority of local bus services in the City of York area operate on a commercial basis and are not controlled by City of York Council (CYC). Where CYC identifies gaps in the bus network, it procures local bus services to operate at times of the day (or week), or in parts of the Authority area, where no commercially viable bus service exists.
3. The fares charged on buses are determined by the bus operators, with the exception of Council funded services and on York’s Park & Ride network where fares are determined in consultation with CYC.
4. A petition (attached at Annex A) was presented to the Council requesting a scheme to provide unlimited travel for young people to ‘ride around for a £1’ on York’s bus network at weekends and during school holidays.
5. This report outlines steps which have been taken since the petition was submitted last year to make improvements to the cost of bus travel for young people in the York area.

**Recommendations**

6. The Cabinet Member for Transport, Planning and Sustainability is recommended to note that:
  - a. Bus operators agreed to the introduction of a discounted multi-operator ‘All York’ day ticket for 11-18 year olds for

August 2013 (£1 cheaper than the normal All York 11-16 price).

- b. In line with long held and widespread ambitions, CYC will introduce and distribute a 16-18 year old 'YOzone' proof of age card to enable operators to deliver a discount to this age range.
- c. CYC will continue to work with bus operators and other partners (eg the York Youth Council) to establish opportunities for further possible bus service and ticketing improvements.

Reason: This course of action will allow the Council to continue to work towards its stated aim of delivering a step change improvement to the bus network and will support the use of bus services by young people.

### **Background**

- 7. City of York Council subsidises bus travel for two groups of young people:
  - a. Those who have a qualifying disability entitling them to a national concessionary bus pass
  - b. Those who, because of the distance from their nearest place of education or as a result of hardship, qualify for free home to school transport
- 8. Nationally, the picture is extremely varied, with some local authorities offering significant subsidies for young people and others offering no subsidy. The discounted offer for young people made by commercial bus operators also varies from place to place, as does the age at which young people cease to qualify for discounted travel. The most generous scheme is in London, where all under 18s in full time education travel for free on the Capital's bus network.
- 9. In Parliament on 3<sup>rd</sup> June 2013 Transport Secretary, Norman Baker, was asked what consideration the Government had given to introducing a national discount scheme for bus fares for young people. In response, the Minister said:

*'...I think that a simpler fare structure would help—and in some areas bus operators could be doing more to offer discounted fares to young people. Cheaper fares could make buses the mode of choice at an early age, locking in patronage for the future and helping to reduce car travel. That is why, at the Bus Partnership Forum in January, I asked the bus industry to consider offering travel discounts to all those aged 18 and under—and not just to those in education.'*

<http://www.publications.parliament.uk/pa/cm201314/cmhansrd/cm130603/text/130603w0008.htm>

10. For a number of years, bus operators in York have offered discounted travel to 11-16 year olds (some operators have extended this offer to 16-18 year olds as well). A decade ago, CYC introduced the 'YOzone' proof of age card to assist operators to prove that 11-16 year olds were the age they claimed they were and therefore qualified for discounted travel.
11. The 'YOzone' cards are distributed on an annual basis in schools by CYC. All production and distribution costs are borne by CYC but any discounted travel offers provided by bus operators on presentation of a valid YOzone card are entirely at the operator's discretion. Bus operators do not receive any subsidy or reimbursement for providing discounted travel.
12. Reflecting the national picture, parents of York students about to embark on further education (post 16) have often complained about the lack of discounted travel offered to 16-18 year olds. Students (or more accurately, their parents) have faced daily travel price increases of up to £2.
13. York Youth Council has worked in partnership with CYC and the bus operators to increase understanding of young peoples' views concerning various elements of the bus network. Representatives of the Youth Council have attended meetings of York's 'Quality Bus Partnership' and have raised their concerns about the price of bus travel for young people.

#### **'Ride around for a £1'**

14. In 2011, North Yorkshire County Council worked with bus operators in the District of Craven to deliver a 'Ride Around for a £1' scheme which entitled young people to a day's worth of unlimited travel on the bus network within that area during the summer holidays.

15. The take up was relatively conservative given the (comparatively) sparse network of bus services in the district but provided young people with the opportunity to travel around affordably.
16. This summer, North Yorkshire County Council has worked with a number of operators across the North Yorkshire area to introduce a number of 'Ride for a £1' schemes, where each trip costs the young person not more than £1 per individual bus journey.
17. CYC officers worked with operators to explore the possibility of a 'ride around for a £1' scheme. Unfortunately operators were of the view that this would be too generous a discount when set against the average adult fares charged in the area.

## **Analysis**

### ***All York***

18. Ten operators provide local bus services within the City of York area. For many years efforts have been made to introduce a multi-operator bus ticket. In July 2012 the 'adult day' variant of the product, branded 'All York' was introduced priced at an introductory £4.50 (the current price). In May 2013, an 11-16 year old variant of the ticket was introduced priced at £2.30.
19. Following negotiation between CYC and the operators at the 'All York Board' an August 2013 only, 11-18 year old, 'All York' ticket was agreed priced at £1.30. CYC agreed to reimburse the operators 20p for each ticket sold.
20. For some 16-18 year olds, this summer discount represented a discount of £3.20 off the normal daily cost of travel.
21. At the time of writing it is not known how many of the summer tickets have been sold. This is crucial to understanding whether the promotion has achieved its principal ambition, namely to encourage more young people to travel by bus. The outcome of this trial will form the basis for discussions at the Autumn All York Board to determine whether the trial will be repeated for future holiday periods or, as requested by the petition, at weekends too.

### **'YOzone 16-18'**

22. In September 2013, CYC will launch and distribute the 16-18 variant of the 'YOzone' proof of age card in York's colleges and schools.
23. The reason for issuing the new age-specific card is to enable bus operators to offer a discount on adult fares, but not as large a discount as that given to the 11-16 year olds if they so choose. Both the 11-16 and 16-18 'YOzone' will be 'ITSO' smartcards.
  - 'ITSO' is the Government-backed organisation which defines and develops the UK-wide technical specification for smart ticketing.
  - Smart ticketing is the name given to the system where an entitlement to travel (or ticket) is stored electronically on a microchip rather than being printed on a paper ticket. In most smart ticketing schemes, the microchip on which a ticket is stored is embedded in a smartcard.
24. The advantage of smartcard introduction means that CYC, or operators could use the cards to store period passes, stored travel rights (pay as you go) or 'carnets' – a number of single tickets or day passes which are not time restricted - electronically. CYC will be discussing the opportunities presented by this transition with operators over the coming months.

### **Corporate Objectives**

25. Support for bus services in York contributes to the following Council plan priorities:
  - **Get York Moving** – The introduction of discounted fares for young people will enable greater use of the bus and reduce the number of car trips required.
  - **Create Jobs and grow the economy** – Increased public transport opportunities through the summer discount opens up a range of holiday work and leisure activities across the City for young people.
  - **Build strong communities** – Helping to develop more inclusive communities and supporting young people to access opportunities.

## **Implications**

- **Financial**

The total projected cost of introduction of the Yozone smartcards is anticipated to be £12k. This is an area of identified expenditure in CYC's Better Bus Area Fund programme.

The total projected cost of the discounting of All York 11-18 August tickets is projected to be not in excess of £10k. This is identified as an area of expenditure in CYC's Better Bus Area Fund.

- **Human Resources (HR)**

There are no HR implications

- **Equalities**

There are no Equalities implications

- **Legal**

There are no Legal implications

- **Crime and Disorder**

There are no Crime and Disorder implications

- **Information Technology (IT)**

The production of the YOzone smartcards will be undertaken by Novacraft who are currently contracted to produce all of CYC's concessionary passes. No internal card production or internal card management system will be required.

- **Property** (*Contact – Property*)

There are no Property implications

- **Other**

There are no other implications



## Risk Management

26. Measured in terms of impact and likelihood, the risk score for all risks has been assessed at less than 16. This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.

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Report  
Approved



Date 22.08.13

Wards Affected: All

All



For further information please contact the author of the report

## Annexes

**Annex A:** Petition received requesting 'Ride around for a pound'

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**Annex A**

**Do you think young people should be able to 'Ride around for a pound'?**

We as York young people are trying to secure a 'ride around for a pound' deal on bus transport for all young people (18 and under) in York. This deal would allow young people to get on any York buses throughout the day allowing them to make as many journeys as they like for only a pound. The deal would be available on weekends and school holidays and be extremely beneficial as Yozone singles are 80p a journey and the ticket will be supported by all bus companies. 'Ride around for a pound' is already being implemented in North Yorkshire and our aim is to bring it to York for you. Please sign below if you support this petition.

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