



**Notice of meeting of  
Scrutiny Management Committee (Calling In)**

**To:** Councillors Healey (Chair), Funnell (Vice-Chair), Orrell, Scott, Simpson-Laing, Taylor, R Watson and Waudby

**Date:** Monday, 14 September 2009

**Time:** 5.00 pm

**Venue:** Guildhall, York

**AGENDA**

**1. Declarations of Interest**

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

**2. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **5:00 pm on Friday, 11 September 2009.**

**3. Minutes**

(Pages 3 - 6)

To approve and sign the minutes of the meeting held on 27 July 2009.

- 4. Called-in Item: Westminster Road Petitions** (Pages 7 - 40)  
To consider the decisions taken by the Executive Member for City Strategy on the above item, which have been called in by Cllrs Douglas, King and Scott in accordance with the provisions of the Council's Constitution. A cover report is attached setting out the reasons for the call-in and the remit and powers of the Scrutiny Management Committee (Calling In) in relation to the call-in procedure, together with the original report to and decisions of the Executive Member.
- 5. Any other business which the Chair considers urgent under the Local Government Act 1972**

Democracy Officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 551027
- E-mail – [fiona.young@york.gov.uk](mailto:fiona.young@york.gov.uk)

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

- Registering to speak
- Business of the meeting
- Any special arrangements
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The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, 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	SCRUTINY MANAGEMENT COMMITTEE (CALLING IN)
DATE	27 JULY 2009
PRESENT	COUNCILLORS HEALEY (CHAIR), FUNNELL (VICE-CHAIR), SIMPSON-LAING, TAYLOR, R WATSON, WAUDBY, HYMAN (SUBSTITUTE FOR COUNCILLOR ORRELL) AND HORTON (SUBSTITUTE FOR COUNCILLOR SCOTT)
APOLOGIES	COUNCILLORS ORRELL AND SCOTT

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## 11. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. The following personal non-prejudicial interests were declared:

- Councillor Simpson-Laing as the mother of a child who used the school meals service and as a Governor of Carr Infants School
- Councillor Horton as a Governor of Copmanthorpe Primary School
- Councillor Waudby as a Governor of Lakeside Primary School and the grandmother of a child who used the school meals service
- Councillor Funnell as a Governor of Burnholme Community College

## 12. PUBLIC PARTICIPATION / OTHER SPEAKERS

It was reported that, under the Council's Public Participation Scheme, two members of the Youth Parliament had requested that their written statements be read out to the Committee. There had also been one request to speak from a Member of Council.

Councillor Alexander, Children and Young People's Champion, read out the statements from Joe Finney and Joe Armer, Members of the Youth Parliament, in relation to agenda item 4 (Called In Item: School Meals). The pupils expressed concern that an increase in the price of school meals would result in many children not receiving a nutritious hot meal and would instead purchase food from fast food outlets. The price increase was of particular concern because of the financial climate and would be catastrophic to some families. They urged that prices be decreased or frozen.

With the permission of the Chair, Cllr Alexander also spoke in relation to agenda item 4. He stated that he concurred with the views that had been put forward in the statements from the members of the Youth Parliament. Prices had increased every year since 2003 and there had been a decrease in the number of pupils using the service. The Executive Member had consulted with headteachers via the Schools Forum but should listen to the views of children and parents.

**13. MINUTES**

RESOLVED: That the minutes of the Scrutiny Management Committee (Calling In) meeting held on 13 July 2009 be approved and signed by the Chair as a correct record.

**14. CALLED IN ITEM: SCHOOL MEALS**

Members received a report which asked them to consider the decisions made by the Executive Member for Children and Young People's Services, at a Decision Session on 20 July 2009, regarding the price to be charged for school meals in York schools from September 2009 and the allocation of the School Lunch Grant.

Details of the Executive Member's decisions were attached as Annex A to the report. The original report to the Decision Session was attached as Annex B. The decisions had been called in by Cllrs Douglas, Scott and B Watson for the following reasons:

*"The Executive Member:*

- *Failed to heed the advice of the Shadow spokesperson*
- *Failed to appreciate the financial implications to families in York*
- *Failed to appreciate the effect the rise will have on school meal take up in the future."*

Members were invited to decide whether to confirm the decisions of the Executive Member (Option A) or refer them back for reconsideration and / or amendment at the next meeting of the Executive (Calling In) (Option B).

Cllr Brian Watson spoke on behalf of the Calling In Members. He stated that insufficient details had been given regarding the savings that would be made through the introduction of dishwashers into those schools that did not already have this equipment. At a time of economic recession and increasing levels of obesity, school meal prices should not be increased. Families would not be able to afford the increased prices and pupils would purchase food from outside school, which would not be a substitute for a quality school meal. Members should take note of public opinion and ensure that children were able to have good quality and healthy meals.

In response to questions from Members, officers explained the reasons why the unit cost of the meals had increased and how school meals were funded in other authorities. The current contract was due to be reviewed in 2010. Details were provided regarding the School Lunch Grant, including the options as to how this could be used and the implications when the grant came to an end. The Schools Forum had been consulted on the proposed pricing of school meals. At the request of the Executive Member, work was being undertaken on the implications of providing assistance to families in receipt of working tax credits when future school meal prices were set.

Clarification was sought as to the costs of installing dishwashers in the nineteen schools that did not already have this equipment. Officers stated

that the cost would be around £160,000. It was noted that although there would be savings in terms of energy and water, the primary driver was the improvements that would be made to the health and safety of staff and to their working conditions.

After a full debate, Councillor Simpson-Laing moved and Councillor Horton seconded, that the Executive Member reconsiders her decision, and if required re-consults the Schools Forum, to reassess the rise in the cost of school meals in light of the financial implication to parents, the effect on children's diet and the long-term effect on the school meals service and that both options 1 and 2 be reviewed. Three Members voted for this proposal and four against. There was one abstention. The proposal was therefore declared LOST.

Councillor R Watson then moved, and Councillor Waudby seconded that the Executive Member's decision of 20 July 2009 be endorsed. Four Members voted for this proposal and three voted against. There was one abstention. The proposal was therefore declared CARRIED, and it was

RESOLVED: That the decision taken on this item by the Executive Member on 20 July 2009 be confirmed.

REASON: In accordance with the requirements of the Council's Constitution in respect of called in decisions and because the Committee considers that the Executive Member's decision was correct.

Councillor P Healey, Chair

[The meeting started at 5.00 pm and finished at 6.10 pm].

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## Scrutiny Management Committee (Calling – In)

14 September 2009

### Report of the Head of Civic, Democratic and Legal Services

### Called-in Item: Westminster Road Petitions

#### Summary

1. This report sets out the reasons for the call-in of the decisions made by the Executive Member for City Strategy on 1 September 2009 in relation to two petitions received regarding the change in traffic conditions due to works carried out on Water End earlier in the year. The report also explains the powers and role of the Scrutiny Management Committee in relation to dealing with the call-in.

#### Background

1. An extract from the decision list published after the relevant Decision Session of the Executive Member for City Strategy is attached as Annex 1 to this report. This sets out the decisions taken by the Executive Member. The original report to the Decision Session is attached as Annex 2.
2. Councillors Douglas, King and Scott have called in the Executive Member's decisions for review by the Scrutiny Management Committee (SMC) (Calling-In), in accordance with the constitutional requirements for post-decision call-in. The reasons given for the call-in are that:-

*"The Executive Member misdirected himself in:*

- *failing to follow the representations of local councillors*
- *failing to follow the representations of the residents of Westminster Road*
- *not deciding on Option G - Point Closure of the street."*

#### Consultation

4. In accordance with the requirements of the Constitution, the calling-in Members have been invited to attend and/or speak at the Call-In meeting, as appropriate.

### **Options**

5. The following options are available to SMC (Calling-In) in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:
  - (a) To confirm the decisions of the Executive Member, on the grounds that the SMC (Calling-In) does not believe there is any basis for reconsideration. If this option is chosen, the decisions take effect from the date of the SMC (Calling-In) meeting.
  - (b) To refer the decisions back to the Executive Member, for her to reconsider or amend in part her decisions. If this option is chosen, the matter will be re-considered at a meeting of the Executive (Calling-In) to be held on 15 September 2009.

### **Analysis**

6. Members need to consider the reasons for call-in and the basis of the decisions made by the Executive Member and form a view on whether there is a basis for reconsideration of those decisions.

### **Corporate Priorities**

7. An indication of the Corporate Priorities to which the Executive Member's decisions are expected to contribute is provided in paragraph 39 of Annex 2 to this report.

### **Implications**

8. There are no known financial, HR, Legal, Property, Equalities, or Crime and Disorder implications in relation to the following in terms of dealing with the specific matter before Members; namely, to determine and handle the call-in:

### **Risk Management**

9. There are no risk management implications associated with the call in of this matter.

**Recommendations**

10. Members are asked to consider the call-in and reasons for it and decide whether they wish to confirm the decisions made by the Executive Member or refer the matter back to the Executive Member for re-consideration at the scheduled Executive Calling-In meeting.

**Reason:**

To enable the called-in matter to be dealt with efficiently and in accordance with the requirements of the Council's Constitution.

**Contact details:**

**Author:**

Dawn Steel  
Democratic Services Manager  
01904 551030  
email:  
*dawn.steel@york.gov.uk*

**Chief Officer Responsible for the report:**

Quentin Baker  
Head of Civic, Democratic and Legal Services

**Report Approved**



**Date**

*2 September  
2009*

**Specialist Implications Officer(s)** None

**Wards Affected:**

**All**



**For further information please contact the author of the report**

**Annexes**

Annex 1 – decision of the Executive Member for City Strategy (extract from decision list published 2/9/09)

Annex 2 – report to Decision Session held on 1/9/09

**Background Papers**

Agenda and minutes relating to the above Decision Session (published on the Council's website)

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**DECISION SESSION - EXECUTIVE MEMBER FOR CITY STRATEGY**

**TUESDAY, 1 SEPTEMBER 2009**

**DECISIONS**

Set out below is a summary of the decisions taken at the meeting of the Executive Member for City Strategy Decision Session held on Tuesday, 1 September 2009. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call in a key decision, notice must be given to Democracy Support Group no later than 4pm on the second working day after this meeting, that is 4pm on Thursday 3 September 2009.

If you have any queries about any matters referred to in this decision sheet please contact Jill Pickering on 01904 552061.

**7. WESTMINSTER ROAD PETITIONS**

RESOLVED: That the Executive Member agrees to:

- i) Approve the course of action detailed in Options A and B of the report which will allow:
  - a. Further surveys to be undertaken now the road humps on Westminster Road have been replaced and the results reported to a future Decision Session meeting.
  - b. Progress the introduction of a 20 mph limit and undertake a review of the School Travel Plan.
- (ii) Options G and H in the report be given further consideration as part of the reporting on the above;
- (iii) That the option of introducing build outs or chicanes as a method of controlling both traffic speed and volumes also be evaluated;

REASON: These options to take forward for further works to alleviate traffic problems encountered by residents in the Westminster Road and The Avenue are considered to be the most appropriate options to progress at this time.





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## Decision Session - Executive Member for City Strategy

1 September 2009

### Report of the Director of City Development

### Westminster Road Petitions

#### Summary

1. This report presents the results of initial survey information and options in response to the two petitions received regarding the change in traffic conditions due to works carried out on Water End earlier in the year.

#### Recommendations

2. The Executive Member for City Strategy is recommended to:
  - i. Approve the course of action detailed in Options A and B, that will allow:
    - a. Further surveys to be undertaken once the road humps on Westminster Road have been replaced and the results reported to a future Decision Session meeting
    - b. Progress the introduction of a 20 mph limit and undertake a review of the School Travel Plan
  - ii. Options G and H be given further consideration as part of the reporting of the above.

Reason: The recommended options to take forward for further works to alleviate traffic problems encountered by residents in the Westminster Road and The Avenue are considered to be the most appropriate options to progress at this time.

#### Background

3. Two separate petitions (see Annex A) have been submitted from residents covering the Westminster Road, The Avenue and Greencliffe Drive areas. The first of these received on 10<sup>th</sup> June contained 95 signatures from 62 properties mainly from Westminster Road and called for the Council to instigate the closure of Westminster Road. The second petition received on 11<sup>th</sup> June 2009 came from residents of The Avenue; it contained 20 signatures covering 12 properties and also requested the closure of

Westminster Road. There are approximately 158 properties along the three roads in this area. Both these petitions were also recently submitted to Full Council on 9th July 2009.

4. There has been a long history of complaints of through traffic using Westminster Road and The Avenue to avoid the traffic signals at Clifton Green. The Ward Committee had previously funded the introduction of traffic calming in the form of speed cushions along this route. More recently there have been heightened concern over through traffic for the following reasons:
  - Firstly the introduction on the Water End Cycle scheme made significant alterations to the Clifton Green Signals (see location plan Annex B and letter of support for scheme at Annex F) by reducing the two lane entry to one with the introduction of an on carriageway cycle lane. This resulted in increased queue lengths on the Water End approach to Clifton Green Signals and to avoid this traffic began to use Westminster Road and The Avenue. Once traffic patterns had stabilised alterations were made to the signal timings to help reduce the queues along Water End. Work is currently taking place to update the traffic signal plans used at the Water End / Clifton Green junction. This should lead to further improved signal operation and reduced queue lengths.
  - Secondly during the construction of the cycle scheme emergency repairs were required to a burst water main that resulted in the complete closure of Water End near to the Clifton Green Signals. The emergency closure occurred during the middle of the day and although the signed diversion route was at the Salisbury Road junction in to the Leeman Road area (part of the classified road network) many drivers chose to continue along Water End and ended up using Westminster Road and The Avenue. The traffic heading out of the city on the A19 was diverted out to the ring road rather than along The Avenue and Westminster Road. The flooding created additional construction problems for the cycle scheme that resulted in the road being closed to through traffic for 3 full days between 9.30am and 4pm. The flooding also resulted in a number of collapses to existing ducting associated with the traffic signals that created intermittent faults and reliability issues. A programme of works to repair this was quickly undertaken along with works to upgrade the traffic signal controller, which had been planned for later in the year.
  - In addition construction works associated with the school playing fields required the temporary removal of 6 speed cushions along Westminster Road that were removed at the beginning of May. The removal of these cushions was part of a previously approved planning permission and the Council are working closely with the School to get the cushions reinstalled as soon as possible. This is however dependent upon the progress of the associated works, it is hoped that this will have been done by the end of August in time for the start of the new school term.



5. The combined effect of these issues has increased the attractiveness of Westminster Road and The Avenue as an alternative route for traffic and raised awareness of its existence to some drivers.
6. At the request of Clifton Ward Committee a special Ward Committee Meeting was held on the 10<sup>th</sup> July that officers attended. The Committee were advised that it was intended to undertake an origin and destination survey once the speed cushions on Westminster Road were reinstated and traffic patterns settled down. This detailed survey information was considered essential to enable the extent of any through traffic issues to be quantified and an assessment made of the likely impact of any significant alterations such as a road closure. Without this information it would not be possible to adequately consider the implications of the range of options under consideration or to judge what level of intervention would be appropriate.
7. It was evident at the meeting that this was considered unacceptable by a large number of attendees due to the time scale involved. The earliest this was likely to be undertaken would have been after the summer holidays once the schools returned. The reinstatement of the cushions are in the control of the School (and their contractor) who were unable to guarantee a specific date when this would occur. Whilst the planning conditions specified they must be reinstated no later than one month after the construction works were completed, the Council have requested that this be done at the earliest opportunity.
8. In direct response to the petitions, Ward Committee comments and other correspondence expressing concerns an Origin and Destination survey has recently been undertaken before the summer break. Unfortunately this is also whilst the cushions on Westminster Road are not in place which may be resulting in higher levels of through traffic and the level of school traffic may be reduced as it was nearing the end of term. It will however enable the level of through traffic to be determined and quantified against other traffic.
9. In addition to this, a speed survey was undertaken on The Avenue before the alterations to Clifton Green signals, this also gave some traffic flow information. A further speed survey was undertaken more recently (June 2009) along Westminster Road since the removal of the speed cushions and completion of the Water End cycle scheme (which altered the traffic signal operation at Clifton Green).
10. Several suggestions and comments have been made for addressing the issues of through traffic as well as raising other concerns. Whilst the vast majority of those views expressed in the petitions seem to be in favour of a closure there have also been views expressed against such action. A list of the main points and concerns so far expressed are provided in Annex C.

### **Survey Information**

11. The results of the traffic speed surveys carried out along The Avenue and Westminster Road have been tabulated in Annex D. The surveys were undertaken the week commencing 19<sup>th</sup> January 2009 along The Avenue and

along Westminster Road the week commencing 15<sup>th</sup> July 2009. Whilst primarily aimed at gathering traffic speed data the surveys do also give a good indication of the traffic volumes. An origin and destination survey has also been undertaken at the beginning of July 2009, which quantifies the level of through traffic at that time.

#### Traffic Speeds

12. The before speed surveys were carried out on The Avenue (which has not had any speed cushions removed) and the after speed surveys were on Westminster Road (after the removal of the cushions). This gives a direct comparison of the speed differential of locations with and without road humps.
13. The speed surveys demonstrated a consistency in respect to the direction of travel with no noticeable differences. The before surveys gave an average speed of 17 mph with an 85<sup>th</sup> percentile speed of 20 mph. The after speed surveys taken with no cushions in place gave average speed readings of 25 mph and an 85<sup>th</sup> percentile of 30/31 mph. Once the road humps are put back in place on Westminster Road it is anticipated that the average and 85<sup>th</sup> percentile speeds will return to around 17 and 20mph respectively.

#### Traffic Flows

14. It should be stressed that because the first survey was carried out on The Avenue and the second survey was on Westminster Road the surveys are not directly comparable due to some vehicles using the area arriving and leaving along the same street. The surveys do however give a reliable indication of the likely increase in usage. Once the speed cushions are back in position on Westminster Road a repeat of both surveys on The Avenue and Westminster Road would be beneficial to gain a better comparison of the changes in traffic flows in the area.
15. From these it can be seen that overall traffic levels appear to have increased by around 97% from an average weekday flow of 900 vehicles to 1,774. The AM peak flow has seen an increase of 92% (134 - 257 vehicles) compared to the PM flow of 49% (200 - 297 vehicles). This equates to approximately an extra 123 in the AM and 97 vehicles in the PM peak hours.
16. The increased flows appear to be more predominant in the direction heading from Water End to A19 Clifton with 539 vehicles compared to 335 in the opposite direction in the weekday average figures. It should be noted that these figures do not differentiate between through traffic, access traffic and residents traffic.
17. In order to put some perspective on the general level of traffic in the surrounding road network the 12-hour (7am - 7pm) two-way flows are provided below. These show that some 17,833 vehicles were recorded along Water End (to the West of Westminster Road) and some 10,363 vehicles used the A19 Clifton (to the south of The Avenue).

### Origin & Destination Analysis

18. An Origin and Destination survey was undertaken on 2<sup>nd</sup> July 2009, the results of which have been tabulated in Annex D. The survey covered a 12-hour period from 7am to 7pm. The most noteworthy points derived from analysis of this survey are detailed below.
19. Three quarters (75%) of the traffic using the Westminster Road/ Water End junction was related to through traffic movements (972 out of 1290). Just under 2/3<sup>rd</sup>s (59%) of the traffic using The Avenue/ A19 Clifton junction was related to through traffic movements (969 out of 1645). Very little traffic was seen to utilise Greencliffe Drive/ Water End junction (107 vehicles of which 20% through movements).
20. As you would expect the main through traffic movements are between the Westminster Road/ Water End junction and The Avenue/ A19 Clifton junction as it is the route that allows the traffic signals at Clifton Green to be bypassed. Over the 12 hours surveyed the through traffic was predominantly in the Water End to A19 Clifton direction with some 739 vehicles whilst there were 221 in the opposite direction (A19 Clifton to Water End). Without a similar "before" O & D survey (which has not been undertaken) it is difficult to identify what proportion of the current level of through traffic has increased from previous levels. The weekday Traffic flow data, detailed earlier, indicated a 97% rise (900 to 1774), which suggests that at least half of the recorded through traffic may be due to the effects of recent changes in this area.
21. During the a.m. peak hour there were 157 through traffic movements from Westminster Road/ Water End to The Avenue/ A19 Clifton (with 14 in the opposite direction). In the evening peak there were 60 movements from Westminster Road/ Water End and 80 movements from The Avenue/ A19 Clifton.
22. It should be worth noting that through traffic problems have historically existed along this route. There are unfortunately many locations across the City that experience through traffic issues, for which the Council have received several complaints for over the years. Without undertaking a comprehensive range of surveys at other similar locations it is not possible to determine how the level of problems along Westminster Road compare elsewhere.

### Accident Details

23. An analysis of the existing injury accident record has been carried out for the last three years (Mar 06 to Feb 09) along the length of Westminster Road and The Avenue. There has only been one injury accident in the last three years along this route. This was on Westminster Road and involved a vehicle attempting a "U" turn across the path of a moped that resulted in a slight injury.

24. A further three injury accidents have occurred at The Avenue/ A19 Clifton junction over the same period. All resulted in slight injuries two were to cyclists and one to a pedestrian. The vehicle manoeuvres involved were: a right turn into The Avenue, a left turn out of The Avenue and a right turn out of The Avenue. Only the “right turn out” accident could have possibly been associated with a through traffic manoeuvre bypassing the signals but the time of the accident (9:50 am) would suggest it unlikely. No injury accidents are associated with the Westminster Road / Water End junction.

## **Options**

### Option A - Further Survey

25. Continue to monitor the situation and undertake a further Origin and Destination Survey once the speed cushions have been reinstated, after the schools return and there is a period of say 2 months to allow for traffic flows to have settled down. This will give the most accurate picture of the extent of the through traffic issues by allowing the full effects of the traffic calming to be made and a more suitable settling in period to have expired. However it does not have any immediate impact on the current situation and an Origin and Destination survey has already quantified the level of through traffic whilst only half the route is effectively traffic calmed. The results of these surveys would be reported to a future Decision Session meeting at the earliest opportunity. This is a recommended option.

### Option B - 20 mph Speed Limit/ School Travel Plan Review

26. The introduction of this restriction will effectively reinforce the speed that already appears to be observed where the traffic calming is in place. It is unlikely to deter significant amounts of through traffic over and above that already deterred by the traffic calming in place. Westminster Road, The Avenue and Greencliffe Drive should be included under this consideration. Part of this work will also include reviewing the existing School Travel Plan for St Peter’s School to explore possible further improvements to school traffic and safety issues. This is a recommended option and would be progressed in line with usual procedures.
27. The next range of options considers utilising the introduction of Traffic Regulation Orders with no physical constraints. It should be noted that as with any traffic order there will be a right of objection from any interested parties and any significant opposition with valid objections is likely to prevent its introduction.

### Option C - Access Only Order

28. It is possible to introduce an “access only” traffic regulation order that prohibits any traffic without a legitimate reason for accessing the area. Past experience of these types of orders have proven to be almost entirely ineffectual. They rely solely on enforcement action from the Police Authority, which cannot be guaranteed. This option is not recommended for further consideration.

#### Option D - Banned Turning Manoeuvres

The main through traffic routes used are:

1. Right Turn into Westminster Road – Right Turn Out of The Avenue and
  2. Left Turn into The Avenue – Left Turn out of Westminster Road
29. Whilst this may be slightly easier to enforce than the Access order proposal it would still rely heavily on an appropriate level of enforcement from the Police Authority that cannot be guaranteed and the level of abuse can be expected to be quite high. This will also have a significant impact (if observed) on the existing traffic movements of residential traffic and other access traffic such as School related. This option is not recommended for further consideration.

#### Option E - One Way Traffic

30. The introduction of a one-way route would only be effective in preventing through traffic in one direction. It would also require most traffic to enter via one main junction and exit via another (depending on the direction chosen). This will also have a significant impact on the existing traffic movements of residential traffic and other access traffic such as School related. This option is not recommended for further consideration.
31. The following range of options take into consideration the use of physical restrictions that may be used in conjunction with the Traffic Regulation Orders detailed above.

#### Option F - Banned turning manoeuvres with junction alterations.

32. If the banned turns considered in option D were accompanied by physical alterations to the junctions to prevent and discourage the banned movement, they would become more effective and less reliant on Police enforcement. Their effects on residential and access traffic would again be significant on existing movements. Significant costs are likely to be incurred with such an option but have not been explored further at this stage. This option is not recommended for further consideration.

#### Option G - Point Closure along Westminster Road or The Avenue.

33. This would be the most effective method of preventing through traffic from using this route as it physically blocks it. It would also have the biggest effect on residents and access traffic movements. Depending on where such a point closure is provided will greatly vary its effects on residents. There are four main areas considered to be the most effective location for a closure. All of which would need further detailed consideration and consultation if it were to be pursued further. With each of these four options consideration will also have to be given to introducing a closure on Greencliffe Drive to avoid it becoming a main access/ egress point.
34. They are:
- i) On Westminster Road at the junction with Water End

- ii) On Westminster Road at the junction with The Avenue
  - iii) On the Avenue at the junction with Westminster Road
  - iv) On the Avenue at the Junction with A19 Clifton
  - v) On Greycliffe Drive at the junction with Westminster Road for all options i) to iv)
35. There are several issues that need to be carefully considered if a closure were to be introduced. Whilst they may be effective in eliminating through traffic the consequences of such action would be:
- Major re-routing of residential and access traffic particularly school related.
  - A disproportionate amount of traffic may be forced to use only one junction to access /egress e.g. more right turns out of Westminster Road or a greater demand for school related traffic to use one particular junction.
  - The significant amount of through traffic would increase the demand on the Clifton Green signals, which already operate at capacity during peak periods.
  - Residential and access traffic will also contribute to this as certain movements would have to be via this route. Any subsequent delays would affect all traffic.
  - From a construction point any closure is likely to require suitable turning head facilities to allow traffic to turn around to leave via the route they entered. The feasibility of this would need further investigation and likely to incur significant costs.
36. This option is recommended for further consideration as part of the reporting of the surveys recommended in option A.

#### Option H - Resident's Consultation

37. Subject to the reporting of the results of the surveys recommended in option A, consideration should also be given at that time for the need to undertake a resident's consultation of the different levels of support of any proposals arising. This should be undertaken before further work is carried out to assess the traffic impacts to avoid abortive works. Not all residents are represented on the petitions that have been submitted requesting a road closure and the implication of such action may not have been fully appreciated at the time of signing. This option is also recommended to be part of the considerations in the future reporting of the survey results recommended in option A.

### **Analysis**

38. The above options A and B are recommended for taking forward with further consideration for options G and H to be given in a future report. These are considered to be the most appropriate options to progress at this time in that they will:

- Accurately identify and quantify the “residual” level of through traffic in relation to other traffic that can be reported to a future meeting.
- Allow progress for the introduction of a 20pmh speed limit to reinforce the traffic-calmed route.
- Enable improvements to be made to the existing School Travel Plan in this area.

### **Corporate Priorities**

39. Considering this matter is part of our focus to meet the needs of our communities.

### **Implications**

40. The proposals put forward have the following implications:
- **Financial** No budget has been established to implement any proposals, however minor alterations, depending on their nature, may be able to be funded from the annual signs, lines and Traffic Regulation Order budgets.
  - **Human Resources (HR)** - None
  - **Equalities** - None
  - **Legal** - None
  - **Crime and Disorder** - None
  - **Information Technology (IT)** - None
  - **Property** - None
  - **Other** - None

### **Risk Management**

41. In compliance with the Council's risk management strategy there are no risks associated with the recommendations in this report.

## Contact Details

**Author:**

Dave Carter  
Head of Network Management  
Network Management  
Tel No. 1414

Alistair Briggs (Co-Author)  
Traffic Engineer  
Network Management  
Tel No. 1368

**Chief Officer Responsible for the report:**

Bill Woolley  
Director of City Strategy

**Report Approved****Date** 18 August  
2009**Specialist Implications Officer(s)**

Implication ie Financial  
Name  
Tel No.

**Wards Affected:** Clifton

For further information please contact the author o

**Background Papers:**

None

**Annexes:**

Annex A - Front pages of petitions  
Annex B - Location Plan  
Annex C – List of the main points and concerns so far expressed  
Annex D – Westminster Road/The Avenue Traffic Surveys  
Annex E – Ward Members and Political Party Views  
Annex F - Letter of support for Water End Cycle scheme  
Annex G to this report will follow setting out the scrutiny task groups views (and those of the parent Scrutiny Committee members) on those elements of an ongoing CCfA (Councillor Call for Action) which may impact upon this report being considered by the Executive Member.



**ANNEX A**

**Mr Bill McCarthy  
Chief Executive  
City of York Council  
The Guildhall  
York YO1 9QN**

Monday 8<sup>th</sup> June 2009

**Re. Point Closure of Westminster Road, Clifton**

Dear Mr McCarthy,  
I am writing on behalf of residents of Westminster Road and The Avenue to formally present the enclosed petition to the council.

This calls on the council to instigate the closure of Westminster Road to address the serious issue of 'rat-run' through-traffic using Westminster Road and The Avenue as a short-cut to avoid the Water End/Clifton Green junction.

This follows the changes made to the traffic-flow along Water End, from Acomb to Clifton Green, and the substantial delays and disruption this project has caused. The specific impact on Westminster Road and The Avenue has been the use of these quiet residential streets as a 'rat-run', increasing the traffic levels, noise and environmental pollution and threats to safety.

The petition has been signed by the overwhelming majority properties on Westminster Road, and indicates the support of more than 85% of the residents and we therefore call on the council to install the bollards required to complete the 'point closure' without delay.

Yours sincerely,

<

<i>cc David Scott</i>	<i>Councillor - Clifton Ward</i>
<i>Ken King</i>	<i>Councillor - Clifton Ward</i>
<i>Helen Douglas</i>	<i>Councillor - Clifton Ward</i>
<i>Jon Pickles</i>	<i>Senior Transport &amp; Safety Engineer, York Council</i>
<i>Mike Durkin</i>	<i>Transport &amp; Safety Project Manager, York Council</i>
<i>Ray Chaplain</i>	<i>Transport &amp; Safety Manager, York Council</i>
<i>Damon Copperthwaite</i>	<i>Assistant Director for City Strategy, York Council</i>
<i>Bill Woolley</i>	<i>Director for City Strategy, York Council</i>
<i>Dave Carter</i>	<i>Head of Network Management, York Council</i>
<i>Graham Titchener</i>	<i>Programme Manager Cycling City York</i>
<i>Ruth Egan</i>	<i>Head of Transport &amp; Planning, York Council</i>
<i>Richard Smyth</i>	<i>Head Master, St Peter's School, York</i>

TRAFFIC IN THE AVENUE AND WESTMINSTER ROAD.

Dear Neighbours

I know that many of us are very concerned about the substantial increase in traffic in The Avenue following the alterations to the junction by the Green at Water End. The Council have apparently measured the flow and are surprised that the increase has been so marked and so severe. Apparently upto 420 vehicles per hour have been recorded using Westminster Road and The Avenue as a "rat-run" at peak times mid. week.

There seems to be a growing feeling that something needs to be done to curb the problems that the alterations at the junction have created and I understand that these issues were discussed at a public meeting with the Council a month or so ago, and are to be discussed at the next Ward meeting next week.

At the St. Peters/Resident's meeting a fortnight ago, I raised the issue of the potential risk of a serious accident occurring in The Avenue when it is congested with traffic, especially when school children <sup>one</sup> being dropped off or collected at peak times, and I am very concerned about this. The Headmaster said that he would support any measures that would improve the safety of the schools pupils.

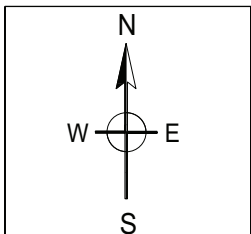
When the road works/pipe burst problem was being dealt with, I had a long conversation with the City's Highways Engineer, John Pickles; I suggested that we needed to have "No Entry Except For Access" signs, and width restrictions installed to curb a likely increase in rat-running. Mr. Pickles was of the opinion that only the closure of Westminster Road to through traffic would have any effect, and I have now come to the same conclusion.

If Westminster Road were to be closed there would simply be no rat-run, and The Avenue would be safer, quieter, and altogether more pleasant. Although there would be some inconvenience to all residents, and to St. Peter's ( especially for their coach drivers! ) I think this is a small price to pay, and so it seems do the residents in Westminster Road who have already got together and all but 5 houses from 72 have signed a petition calling for the rat-running to be stopped.

Accordingly I attach a Petition which I would invite you to sign! Please return it to me at

Thank you.

2<sup>nd</sup> June 2009



# Westminster Road - Petitions

SCALE: 1:2500

DRAWN BY: DC

DATE 1/7/2009

Originating Group:

NM

Drawing No.

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## Annex C

### Suggestion/ Comments received so far.

#### 1st Petition:

- Call to instigate the closure of Westminster Road to address through traffic to address the serious issue of “rat-run” through-traffic.
- Considers the increases to be due to the changes arising from the Water Lane scheme.
- Increased traffic levels, noise and environmental pollution.
- Asks for the installation of bollards to address issues of rat-run through traffic.

#### 2nd Petition:

- Calls for the closure of Westminster Road to through traffic as soon as possible.
- Concern over increased in volume of traffic due to alterations to Clifton Green signals.
- Situation at peak times unacceptable
- Road Safety concerns for school children from St. Peter’s and St. Olave’s schools.

#### Additional points raised at Ward Committee meeting:

- Call to reinstate traffic lane at Clifton Green signals.
- Concern over pollution effects of queuing traffic along Water End
- Not everyone in favour of bollard on Westminster Road.
- Point closure requested.
- 20 mph limit should be introduced
- Call for more traffic calming

#### Other contacts:

- Road safety concern over temporary removal of road humps
- Hugh increase in speeding traffic all day and in both direction due to drivers avoiding the Clifton Green signals
- A quiet residential street has been turned into a motorway.
- No right turn into Westminster Road and no left turn out of The Avenue
- Reduce carriageway on Westminster Road where the road humps are.
- Disturbance and dangers caused to residents by hundreds of vehicles every day using Westminster Road and The Avenue as a rat run.
- The noise of traffic speeding past causes loss of sleep, stress and air pollution.
- Concern for road safety when exiting the end of Westminster Road have come head to head with a vehicle on the wrong side of the road as they overtake the line of waiting traffic to enter Westminster Road.
- If bollards were put in I feel it might well make things worse as all the school traffic to St Peters & the people who park & walk their children down the alley to the old St Anne’s would all have to turn round and come back the same way.
- Request to replace speed cushions with chicanes.

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## Annex D

### Westminster Road / The Avenue Speed Surveys

#### Speed Surveys (mph)

	The Avenue (with humps) w/c 19/1/09	Westminster Road (without humps) w/c 15/6/09	Diff.
<b>To Water End</b>			
Average Speed	17	25	8
85 <sup>th</sup> Percentile Speed	20	30	10
<b>From Water End</b>			
Average Speed	17	25	8
85 <sup>th</sup> Percentile Speed	20	31	11

Note: Survey taken on The Avenue was before the Water End scheme was implemented and the survey on Westminster Road are after the schemes implementation and the removal of the road humps.

#### 24 Hour Traffic Flow (taken from the speed survey information)

	The Avenue (w/c 19/1/09)	Westminster Rd (w/c 15/6/09)	Diff +/-	% Diff +/-
<b>To Water End</b>				
AM	96	164	68	70
PM	62	107	45	72
Weekday Av	444	779	335	75
<b>From Water End</b>				
AM	38	93	55	145
PM	138	190	52	38
Weekday Av	456	995	539	118
<b>Combined</b>				
AM	134	257	123	92
PM	200	297	97	49
Weekday Av	900	1774	874	97

Note: These figure represent all traffic i.e. no allowance made for residential/ school related traffic or traffic that may have entered and left via the same street.

## Annex D

### Origin & Destination Survey Analysis (7am-7pm)

#### Comparison of total and through traffic entering/ exiting each junction

Junction	Direction	Total traffic	Through traffic	% through traffic
Westminster Road	To Water End	511	225	44
	From Water End	779	747	96
	Total	1290	972	75
The Avenue	To A19 Clifton	1052	744	70
	From A19 Clifton	593	225	38
	Total	1645	969	59
Greencliffe Drive	To Water End	48	12	20
	From Water End	59	10	21
	Total	107	22	21

#### Through Traffic Movements - 7am to 7pm

From \ To	Westminster Road/ Water End	Greencliffe Drive/ Water End	The Avenue/ A19 Clifton
Westminster Road/ Water End	x	8	739
Greencliffe Drive/ Water End	5	x	5
The Avenue/ A19 Clifton	221	4	x



**Annex D****Origin & Destination Survey Analysis (continued)****A.M. peak hour through traffic movements**

From \ To	Westminster Road/ Water End	Greencliffe Drive/ Water End	The Avenue/ A19 Clifton
Westminster Road/ Water End	x	2	157
Greencliffe Drive/ Water End	1	x	0
The Avenue/ A19 Clifton	14	0	x

**P.M. peak hour through traffic movements**

From \ To	Westminster Road/ Water End	Greencliffe Drive/ Water End	The Avenue/ A19 Clifton
Westminster Road/ Water End	x	1	60
Greencliffe Drive/ Water End	0	x	2
The Avenue/ A19 Clifton	80	1	x

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# Annex E

## Ward Member and Party Representatives Comments

### Ward Councillors

Councillor Scott  
No concerns raised.

---

Councillor King  
I support the petitions.

---

Councillor Douglas  
No concerns raised.

---

### Party Representatives

Cllr Steve Galloway  
No comments at present.  
Need as you say to understand all the traffic volume figures and the knock on effects of any changes.  
In particular I will be looking for comparative traffic volume information for similar roads elsewhere (e.g. Grantham Drive).  
Steve

---

Councillor Gillies  
Appreciate the anxiety felt by the residents of Westminster Road, but this is a legitimate access for vehicles which has for many years been a "Rat Run".  
The present problem has been exacerbated by the works at St. Peters School and the junction and priority alteration at Water End, which has been a disaster as far as vehicular traffic is concerned, although a success for cyclists.  
With the improvements to Water End for cyclists and the expected modal shift in usage expected in the coming months and years, it is only a matter of time before the situation resolves itself naturally, and therefore there is no justification to change the access to Westminster Road or The Avenue.  
Cllr. Ian Gillies  
Conservative Group Leader  
City of York Council.

---

Councillor D'Agorne  
As cycle champion I support the changes that have been made to provide a safe orbital cycle route and reduce the hazard of cycle conflict with traffic at the Clifton junction. If the residents are willing to consider a trial temporary closure (using melba blocks or lockable bollards) this might provide the short term deterrent to rat running and allow the impact on flows to be assessed quickly and cheaply. I would not support a lot of officer time being redirected into this from more strategic work on reducing traffic on the whole network and prioritising sustainable alternatives.

Andy D'Agorne

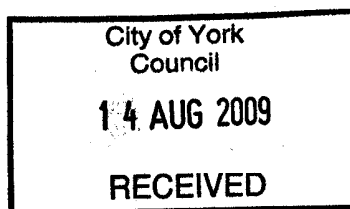
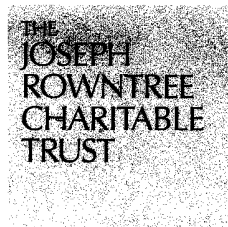
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Councillor Potter  
No Concerns raised.

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The Garden House  
Water End  
York YO30 6WQ  
United Kingdom

T: +44 (0)1904 627810  
F: +44 (0)1904 651990  
E: enquiries@jrct.org.uk  
www.jrct.org.uk



Walking & Cycling Officer  
Transport Planning Unit  
9 St Leonard's Place  
York YO1 7ET

13<sup>th</sup> August 2009

Dear Madam/Sir,

I want to thank York Council for the work that has been done on Water End, creating safe cycle lanes. I travel to work here daily, from Leeds, usually by train/bicycle and sometimes by car. The improvements have really helped my journey by bike – and apart from a couple of times while the work was being done, haven't slowed down the driving time, when I do have to use the car.

With good wishes.

Yours faithfully,

A handwritten signature in cursive script that reads 'Juliet Prager'.

Juliet Prager  
Deputy Trust Secretary

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## **Traffic Issues at Junction of Water Lane, Clifton Green, Westminster Road, and The Avenue**

### **Comments from the Economic & City Development Overview & Scrutiny Committee Task Group**

1. At a meeting on 12<sup>th</sup> August 2009 Members of the Economic & City Development Overview and Scrutiny Committee considered a report regarding a Councillor Call for Action (CCfA) submitted by the Clifton Ward Councillors. The CCfA was in relation to traffic issues at the junction of Water Lane, Clifton Green, Westminster Road, The Avenue and Clifton Green.
2. It was decided to proceed with the CCfA and a cross-party task group was established to undertake the work.
3. In the first instance the Economic & City Development Overview & Scrutiny Committee asked the task group to comment on a report being presented to the Executive Member for City Strategy on 1<sup>st</sup> September. This report details the responses to petitions submitted by residents in the affected area.
4. In light of the above the task group make the following comments:
  - i. The task group recognise the difficulties being faced by the residents of the area. They acknowledge that the introduction of the Water End Cycle scheme, the burst water main and the removal of the speed cushions along Westminster Road have had a significant impact on traffic issues in the area. They do, however, acknowledge that this series of events is an abnormal combination and would not usually have happened.
  - ii. The task group also acknowledge that people appear to be keeping within the speed limits of the area and no speeding problems had been reported. Once the speed cushions along Westminster Road were reinstated then the speeds would fit with the criteria for a 20mph zone.

### **Comments on the Options**

#### **Option A – Further Survey**

- The task group acknowledged that there was already some through traffic in the area prior to the changes being made. It is also difficult to judge how or whether this will change when the speed cushions in Westminster Road are reinstated. The task group supports Option A but suggests that the survey be started by the end of September 2009 to allow for the return to school and the report completed by the end of October 2009 (on the understanding that the speed cushions will be replaced by the end of August as reported to the Economic & City

Development Overview and Scrutiny Committee at their meeting on 12<sup>th</sup> August 2009).

**Option B – 20mph Speed Limit/School Travel Plan Review**

- The task group supports Option B

**Option C – Access Only Order**

- The task group accepts that this would be an ineffective deterrent and would be difficult to enforce.

**Option D – Banned Turning Manoeuvres**

- This would be an ineffective deterrent and would be difficult to enforce. It could be more disadvantageous to local residents than to occasional users of the route.

**Option E – One Way Traffic**

- This could be more disadvantageous to residents, particularly in terms of speed. One-way traffic could mean that there was an increase in speed in this section of the area.

**Option F – Banned Turning Manoeuvres with Junction Alterations**

- Banning left turns is awkward and may prove to be more disadvantageous to residents than beneficial.

**Option G – Point Closure along Westminster Road or The Avenue**

- The task group accept that this is a possible solution but it would need very careful exploration due to the knock on effect it may have on other streets in the area (i.e. Greencliffe Drive). It could create conflict between existing residents in the area dependent on where the closure point was sited. There would, therefore, need to be very wide and careful consultation with all residents of the area.
- There may also be an impact on access for service vehicles (emergency services, refuse lorries etc) and would reduce the amount of space available, especially in terms of vehicles turning.
- There could be an increase in pressure on those roads left as access and egress points and on the egress/access point of the road that is partially closed.
- There could be an adverse effect on traffic movement at already busy signals in the area.
- The task group has suggested that the possibility of introducing 'build outs' to introduce priority pinch points should also be explored as an alternative option to point closure. This may help control the traffic flow and allow the passage of traffic but would make it a less attractive



route for the through traffic leaving the route freer for those that need to use it. It is acknowledged that this may lead to a small loss of on-street parking but this wasn't considered to be a critical concern.

**General Comment**

- Whichever option is ultimately chosen there needs to be careful consultation as all options offer advantages for some residents and disadvantages for others. It is, therefore, crucial that ALL residents in the affected areas are consulted to get a balanced view of opinions.

**5. Task Group Members:**

Cllr Potter  
Cllr D'Agorne  
Cllr Holvey

**6. Comments from the Economic & City Development Overview & Scrutiny Committee**

Members of the Economic & City Development Overview & Scrutiny Committee who were not part of the task group, were asked to comment on the task groups findings listed above, and the following views were expressed:

- |             |   |
|-------------|---|
| Cllr Pierce | I generally endorse the preferences expressed but regard a 'access only' order as desirable to communicate the function of the highways. Whilst this may be difficult to enforce, it is not impossible and will act as a deterrent. |
| Cllr Hyman  | The report seems to be fair and picks up those issues that require attention. The results of future surveys should help make a final decision.  |

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