

---

MEETING	DECISION SESSION - EXECUTIVE MEMBER FOR CITY STRATEGY
DATE	7 JULY 2009
PRESENT	COUNCILLOR STEVE GALLOWAY (EXECUTIVE MEMBER)

## 10. DECLARATIONS OF INTEREST

Members were asked to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. None were declared.

## 11. MINUTES

RESOLVED: That the minutes of the last meeting of the Decision Session – Executive Member for City Strategy held on 2 June 2009 be approved and signed by the Executive Member as a correct record.

## 12. PUBLIC PARTICIPATION

It was reported that there had been eleven registrations to speak at the meeting under the Council's Public Participation Scheme. Details of these speakers are set out under the individual agenda items.

Councillor Simpson-Laing spoke on the general issue of lifetime homes. She drew attention to the statistics demonstrating the country's ageing population and the need to ensure that housing was appropriate to meet the needs of older or disabled people. All new public sector funded housing in England would be required to conform with the Lifetime Homes Standard from 2011, with 2013 being the target for private housing. It was therefore important that action was taken as soon as possible and that this issue was addressed within the Local Development Framework.

RESOLVED: That the Executive Member agreed that the issue of Lifetime Homes Standard be referred to the LDF Working Group for consideration<sup>1</sup>.

REASON: To ensure that consideration is given to the Lifetime Homes Standard.

### Action Required

1. Refer to LDF Working Group

SS

### **13. BECKFIELD LANE - EXTENSION OF CYCLE ROUTE**

The Executive Member considered a report which looked at options for extending the recently constructed off-road cycle facilities on Beckfield Lane between Boroughbridge Road and Ostman Road, to the junction with Wetherby Road.

The Executive Member referred to further written representations he had received from:

- Councillor D'Agorne, who agreed that the scheme was worthwhile but suggested that there were other schemes in the capital programme that were a higher priority in terms of reducing accidents, promoting cycling and developing a coherent cycle network, notably Blossom Street and Fishergate Gyratory.
- Peter Pagliaro, York Access Group, in support of the extension to the new shared path, believing that it would improve safe access not only to pupils and others at Manor CE School, but also to cyclists and those with special needs.
- Susan and Julian Jones, local residents, in support of the proposal to extend the shared path believing that it would improve safety and improve access for cyclists, wheelchair users and those with special needs.
- Geoff and Dianne Henman, residents, in support of the proposal to eventually extend the new shared path along both sides of Beckfield Lane.
- David Brown, Secretary York Access Group, in support of the implementation of the proposals at the earliest opportunity but had concerns about shared paths without a tactile division recognisable by guide dogs.
- Adrian Pagliaro, resident, in support of the scheme believing the proposed extension would improve safety on a busy and dangerous stretch of road, particularly for children travelling to school.
- Debbie Pagliaro, resident, in support of the proposal as the shared path would improve safety for cyclists and pedestrians.
- Reverend Phil Carman, resident, in support of the proposal as the fast moving traffic in Beckfield Lane presented dangerous road conditions for cyclists, especially children travelling to Manor CE School.

Peter Pagliaro of York Access Group, spoke in support of the proposal. He stated that the new shared path was being well-used, and had also been welcomed by wheelchair users. The latest proposal was also well-thought out and would improve the safety of cyclists.

Paul Hepworth, Cycling Touring Club, expressed concern regarding the proposed toucan crossing near the Ostman Road junction which would necessitate cyclists travelling alongside Beckfield Lane to pass the entrance/exit to the Civic Amenity site. He suggested that consideration be given to siting the toucan crossing on the B1224 side of the tip access or if this were not possible, to install some minimal physical calming to be installed to reduce vehicle speeds on entering or leaving the Amenity site. Officers responded to the concerns regarding the siting of the crossing and

explained that a pedestrian survey had taken place which showed a higher number of pedestrians crossing near Ostman Road, and the proposed siting of the crossing removed the need for cyclists to cross the access to the shops. As part of the detailed design further consideration would be given to access to the Amenity site.

Following consideration of all comments received the Executive Member then considered the following options:

Option One – authorise continued design and public consultation on the proposal shown in Annex C;

Option Two – make any changes to the proposal that the Executive Member considers necessary before progressing to design and consultation;

Option Three – defer further work on this scheme at this time, but keep the scheme in reserve for consideration at a later date for potential inclusion in future transport capital programmes.

The Executive Member commented that a number of points had been made both in favour and against the proposal. Those in favour of the completion of the Beckfield Lane off carriageway cycle path, had drawn attention to the narrow carriageway width and the relatively large numbers of cyclists who already choose, probably for safety reasons, to use the public footpath. It was acknowledged that there were a significant number of pensioners living in the area and they were likely to prefer an arrangement whereby a cycle path was clearly delineated from the area used by pedestrians. Leaving the cycle path half complete would be contrary to the Council's aim of providing safe routes for school children and other cycle users. There was a particular problem in Beckfield Lane with the large vehicles which service the Civic recycling site which was located halfway down the street. Views had been put forward that there were more pressing cycling schemes which deserved priority. Officers had been asked to bring forward a model which would forecast how particular improvements would influence cyclists' behaviour and what effect the improvement would have on the numbers choosing to cycle. This model was not yet ready.

The Executive Member drew attention to the Executive decision of 31 March 2009 to agree in principle the proposed allocation of funding in Annex C, with an allocation of £270,000 towards the Lendal Cycle hub and £54,000 towards route maintenance, but requested officers to develop further a predictive modelling system aimed at establishing the increase in cycle usage that individual improvement schemes would produce. Such a model was to be used to inform the final choice of capital schemes to be implemented.

In the meantime it was possible to make simple comparisons with the investment needs for other schemes, which were generally more costly than the Beckfield Lane proposal, with the important factors being the current number of cyclists and the number of accidents on the route.

Beckfield Lane was a key safe route to school for two secondary schools and a local primary school.

The Executive Member reiterated that the priority should be contrasted with other schemes. These included the Lendal Towers cycle hub and proposed “on carriageway” improvements in Fishergate and Blossom Street. However, these schemes were all much more complex in design terms than Beckfield Lane and hence more likely to be delayed during the public consultation process. Any delays could influence the ability to spend the full £3.5 million Cycle City grant, the deadline for which was March 2011. Funding was in place for all the schemes over the next three years. It would be prudent at this time to move them all forward at least to the next stage of public consultation. The Executive Member stated that in taking that decision, he had placed some weight on the views expressed by the York Access Group, which represented the interests of people with disabilities.

Officers would need to look carefully at the quality and extent of the markings which delineated the pedestrian and cycle paths and would also need to produce a convincing solution to the junction arrangements at the Wetherby Road end of the route and at the siting of the crossing. It would not be easy to develop a network of off carriageway cycle paths and hence when opportunities arose they must be seized.

**RESOLVED:** That the Executive Member authorises the continued design of, and public consultation on, the proposal shown in Annex C to the officer report<sup>1</sup>.

**REASON:** To allow the scheme to progress in comparison with other cycle schemes around the city.

Action Required

1. Officers to continue design work and consultation on Annex C SS

**14. A19 FULFORD ROAD CORRIDOR UPDATE**

Consideration was given to a report which updated the Executive Member on progress with the development of proposals to improve the Fulford Road Corridor, in particular the section of Fulford Main Street to the north of Heslington Lane and Heslington Lane junction.

The Executive Member referred to further written representation he had received from:

- Councillor D’Agorne who generally supported the conclusions in the report but was concerned that there were no proposed time limits for waiting in the parking bays. He had also raised concerns regarding the proposed pavement widening in front of 15-21 Main Street. Whilst agreeing that the pavement needed widening at the corner of Heslington Lane, he believed that the rest was of adequate width and it would be better for a 1.5m wide cycle lane to be installed instead.

- Councillor Aspden supported the recommendations in the report but had been asked by the Parish Council to raise some questions with regards to the Fulford Park elements of the scheme prior to the meeting. Officers had responded to the questions as follows:
  - It was the intention to retain the existing bus shelter pending further discussions regarding its possible refurbishment outside of the proposed improvement works and that the previous proposals for a new standard shelter at this location had been dropped.
  - The option to retain some parking on the western side near to Fulford Park would require a build-out to provide a suitable bus boarding point. This was an essential feature of the proposed option in Annex C, unless the number of parking spaces to be provided was significantly reduced.
  - The narrowing at the entrance to Fulford Park had been reduced from that shown previously in view of local concerns. The Council was keen to reduce the pedestrian crossing distance in view of concerns about the existing arrangements raised in an initial road safety audit, whilst taking account of the concerns about vehicle ingress and egress. It was suggested that the proposed new kerb line be set out and discussed with Councillor Aspden prior to implementation. Network Management had also indicated that they would consider a localised section of waiting restriction on Fulford Park near the junction if parked vehicles were making it difficult to get in and out.

Bryn Bircher, Main Street resident, spoke in support of Option 3. He stated that cycling had become easier since the route had been introduced and he looked forward to its extension. The village was unique in that it was close to York but had a rural character. It was therefore important that the improvements were also in keeping with the conservation area.

Paul Hepworth, representing Cycling Touring Group, stated that continuity in cycle lane provision would encourage people to cycle rather than use a car. He requested that although residents would like to see the parking bays retained this should not be at the expense of continuity in routes.

Verna Campbell, Chair of Fulford Parish Council, stated that the Parish Council was generally in favour of Option 3 but had two concerns:

- The build out of the bus stop would be detrimental to the conservation area. The buses were often there a long time, particularly at school leaving time.
- There was no need for the footpath to be widened and it would be preferable to have two lanes of traffic.

Councillor Aspden, Ward Councillor, stated that he was broadly in support of the recommendations in the report but believed that the build-out and additional markings would detract from the area and that the funding for these would be better spent on an alternative scheme.

Councillor D'Agorne, Fishergate Ward Councillor, stated that he believed that the changes should be implemented in a financial year and urged that

there be no undue delay to the Fishergate Gyratory scheme. He was generally supportive of the officers' recommendations.

Officers showed plans illustrating the options outlined in the report. Responding to issues raised regarding the bus build-out, it was explained that if this were to be removed from the plans there would need to be sufficient space to enable buses to pull out and at least one parking space would be lost. Councillor Aspden asked if there would be further discussions regarding the bus build-out. The Executive Member suggested that Councillor Aspden discuss this matter with officers, prior to the plans being finalised.

The Executive Member gave consideration to the following options:

#### Main Street (North)

Option 1 is to implement a scheme that replicates what is to be provided to the north and represents the ultimate transport option. This scheme would be as shown on the plan at Annex A and involves an inbound bus lane and cycle lane; an outbound cycle lane; and a shared use off-road facility on the eastern side. This would however result in the loss of all on-street parking and, as such, is strongly objected to by Fulford Parish Council and some Fulford residents.

Option 2 is to implement the scheme that formed part of the previous consultation and which is the scheme referred to in the previous City Strategy EMAP report. This scheme would be as shown on the plan at Annex B. It is similar to Option 1 except that the outbound cycle lane would be discontinuous to permit a section of limited time parking on the eastern side. These parking spaces would not be available in peak periods, making it easier for cyclists to remain on-road without having to negotiate parked vehicles in heavy traffic flows. Links would be provided to and from the off-road facility where the on-road cycle lane ends and restarts. As noted in the previous EMAP report this option is also unacceptable to the parish council and some residents as they consider the proposed parking provision to be inadequate to serve local needs.

Option 3 is the option based on the outcome of the meeting with the parish council and concerned residents. This scheme would be as shown on the plan at Annex C. On the western (city-bound) side there would be parking for about 10 vehicles fronting Connaught Court with a cycle lane skirting the edge of the parking spaces, similar to the scheme in the vicinity of the local shops to the north of the Hospital Fields Road junction. The bus lane would commence approximately at the boundary of Connaught Court / Sir John Hunt Homes, giving a 150m length of bus lane compared with the 220m in Options 1 and 2 above.

#### Heslington Lane junction

Option 1 is to implement the scheme that formed part of the previous consultation and which is the scheme referred to in the previous City Strategy EMAP report. This scheme would be as shown on the plans at Annexes A and B. The scheme involves replacing the existing two-lane

approaches on Main Street outbound and on Heslington Lane with a single vehicle lane; a cycle lane; and an Advanced Stop Line (ASL) cycle box. The straight ahead lane and right turn lane on the Main Street (South) approach would be retained but modified to also include a cycle lane and an ASL cycle box. The existing staggered pedestrian crossing island on the Main Street (North) arm would be relocated to accommodate a city bound cycle lane through the junction and would be widened to provide a safer facility, in particular as this is on a key route to and from local primary and secondary schools.

Option 2 is to implement an improvement scheme similar to Option 1 however the existing two-lane exit from Heslington Lane would be retained and the short section of proposed cycle lane deleted. A cycle ASL box would be provided however there would be no specific facility to help cyclists to access the box. This scheme would be as shown on the plan at Annex C. Further consideration will need to be given to the safety of cyclists waiting to turn right (which is the main cycle movement) when the left turn filter signal is operating, noting that the left turn is the significantly higher vehicular movement.

Option 3 is to do nothing. This provides no benefits to pedestrians or cyclists and is not recommended.

The Executive Member stated that this was an important project, which would ease congestion in the Fulford area giving priority to public transport and making travel conditions for cyclists and pedestrians quicker and safer. It was important to measure the “before and after” effects of these improvements on those travelling on this corridor. The Council would be looking for significant increases in those cycling and those using the park and ride service. Local residents, the Parish Council and local members had actively engaged in helping to refine the scheme and he was pleased to give approval for implementation. The Executive Member did, however, have some reservations about the need for the on-street cycle lane between 153-191, which duplicated the parallel off-street cycle path. He suggested that this was reviewed, together with the outstanding details raised by Ward Members and that officers used their delegated authority to make any minor changes that may be considered necessary.

- RESOLVED: That the Executive Member for City Strategy:
- i) Notes the contents of the report and its annexes.
  - ii) Agrees that Main Street (North) Option 3, as shown on Annex C, should form the basis for the improvements to Fulford Main Street north of the Heslington Lane junction.
  - iii) Agrees that Heslington Lane Junction Option 2, as shown on Annex C, should form the basis for the improvements to the Heslington Lane junction.

- iv) Requests that officers use delegated powers to make any further minor changes to the layouts with the aim of satisfying, as far as possible, any outstanding concerns raised by members<sup>1</sup>.

REASON: To improve conditions along this section of the corridor whilst addressing the concerns of Fulford Parish Council and local residents.

Action Required

- 1. Officers to progress agreed options, incorporating minor amendments to layout if required SS

**15. PECKITT STREET AND FRIAR'S TERRACE FLOOD PROTECTION SCHEME**

The Executive Member considered a report, which provided details of a proposed flood protection scheme to reduce flood risk from the River Ouse to properties on Peckitt Street and Friar's Terrace and to maintain access during floods to the fire station and to thirteen more properties.

Consideration was given to the following options:

- 1. Do not build scheme and withdraw from providing the temporary protection.
- 2. Do not build scheme but continue to provide temporary protection.
- 3. Build the proposed scheme.

The Executive Member stated that the scheme would provide protection from flooding for a small number of riverside properties. It would avoid the need for sandbagging and should be quicker, cheaper and less resource intensive to activate. The scheme had general support and therefore he gave it his approval.

RESOLVED: That the Executive Member agrees the principle of implementing the Peckitt Street and Friar's Terrace flood protection scheme<sup>1</sup>.

REASON: To provide the most reliable protection against flooding and significantly reduce the resources required.

Action Required

- 1. Officers to progress implementation of the scheme SS

**16. PUBLIC RIGHTS OF WAY - PROPOSAL TO RESTRICT PUBLIC RIGHTS OVER THE ACCESS BETWEEN SCARCROFT BACK LANE AND SCARCROFT GREEN, MICKLEGATE WARD, YORK**

The Executive Member considered a report which examined the closure of an access point in the low wall and ornamental railings, leading onto



Scarcroft Green from Scarcroft Road back lane. It was proposed to use Gating Order legislation in order to prevent crime and anti social behaviour associated with the back lane.

The Executive Member referred to further written representations he had received from:

- Jaki Boston, Scarcroft View resident, expressing concerns if the access to the green were to be blocked off and requesting that a gate be installed and that Scarcroft View residents be granted access. She would be willing to contribute towards the costs involved.
- Sue Edwards, Scarcroft View resident, supporting the views put forward by Jaki Boston and detailing incidents of disruptive behaviour that were currently occurring in the area.
- Rob King, Scarcroft View resident, detailing incidents of anti-social behaviour that were taking place and stating that he was in support of a gating order. As residents of Scarcroft View would be the primary users of this access, a gate with key pad should be considered.
- Katherine Nightingale and Tom Stirling, residents of Scarcroft View, expressing support for Option B in the report.
- Charlotte Morris and Joe Maitland, residents of Scarcroft View, opposing the recommendation of Option C in the report and expressing support for Option B. They were in support of the access being closed off only if the owners of 1-5 Scarcroft View were allowed to continue to have access to the green by key or pin code.
- Lynn Kellett, resident of Scarcroft View, objecting to the permanent closure of the opening and expressing support for the installation of an access gate.
- David Grabaskey, resident of Scarcroft View, drawing attention to incidents of criminal behaviour but requesting that residents not be asked to contribute towards the costs of a gate.

Peter Lyons, local resident, spoke in support of the closure. He gave examples of criminal activity that had taken place in the area and stated that he supported the proposal for the gap to be closed. He had no objections to a gate being installed and thanked officers for the way in which they had consulted with residents on this matter.

Wayne Edwards, local resident, expressed concerns at the legal implications if the gate were to be paid for by residents.

Officers gave assurances that the recommendations in the report were in accordance with legislation.

The Executive Member gave consideration to the following options:

Option A: Do not authorise the making of the proposed Gating Order and leave the gap open for public use. This option is not recommended.

Option B: Authorise the making of a Gating Order, but install a gate to restrict access through the gap rather than restore the low wall and railings to its original condition. Additionally, give the PIN code required to operate

the gate to residents of Scarcroft View only. This option is not recommended.

Option C: Authorise the making of a Gating Order and restrict access through the gap by reinstating the wall and railings to its original condition. Advise residents of Scarcroft View that they are able to pursue their own private gated access onto the green from their private alleyway should they wish to do so at their own expense. This option is recommended

The Executive Member stated that this item, although affecting only a limited number of residents, had attracted a lot of representations. Most of the residents on Scarcroft View wished to retain a direct access onto their green. It was noted that historically these properties had enjoyed this facility. It had been claimed that if the combination to the gate lock were to be given to five properties, then the Council would not be able to resist doing likewise for other residents. It was, however, unlikely that those responsible for anti-social behaviour would seek to formally be allocated the keypad number and there was the option to change the combination if necessary. The Micklegate Ward Councillors had expressed the view that the frontages should meet the cost of installing and maintaining a private gate from their private alleyway at the front of their properties to the green should Option C be approved.

RESOLVED: That the Executive Member accepts Option B and resolves to:

- i) Authorise the Director of City Strategy to instruct the Head of Civic, Democratic and Legal Services to make a Gating Order to close the access point/gap in the boundary, leading onto Scarcroft Green from Scarcroft Road back lane, Micklegate Ward, in accordance with s129A of the Highways Act 1980 and to provide a gate<sup>1</sup>.
- ii) Advise residents of Scarcroft View that the Council will agree to them having access via the gate onto the green should they make a financial contribution towards the costs of installing and maintaining the gate<sup>2</sup>.

REASON: In order that the access point/gap in the railings, leading onto Scarcroft Green from Scarcroft Road back lane, Micklegate Ward, can be closed by providing a gate to help prevent crime and anti-social behaviour currently associated with the back lane.

Action Required

- |                                            |    |
|--------------------------------------------|----|
| 1. Gating Order to be made                 | SS |
| 2. Notify residents of agreed arrangements | SS |

## 17. VILLAGE ACCESSIBILITY REVIEW

Consideration was given to a report which advised the Executive Member of the outcome of the Village Accessibility Review which examined the safety and ease of access issues at eight junctions with radial routes into York.

The following were the locations of the junctions shown on maps at Annex A to the report:

- B1363 / Mill Lane (Wigginton)
- Strensall Road / Towthorpe Road / Towthorpe Moor Lane (Strensall)
- A64 / Towthorpe Moor Lane / Hazelbush Lane (Stockton on the Forest)
- A64 / Barr Lane (Stockton on the Forest)
- A64 / North Lane (Huntington)
- A166 Stamford Bridge Road / Church Balk (Dunnington)
- A1079 / Common Road / Common Lane (Dunnington)
- A19 / Main Street (Deighton)

The Executive Member referred to further written representation he had received from:

- Councillor Firth, in support of the Mill Lane scheme and suggesting that the 40mph zone should be extended further along the B1363 to further enhance road safety, particularly as there was a local bus stop at the junction.
- Councillor R Watson, in support of the Mill Lane scheme and suggesting that the 40mph speed limit was the way forward and that traffic lights were essential.

Councillor Firth expressed concern regarding the safety at the road junction and drew attention to the collisions and near misses that had occurred. There had been an increase in the bus service and a car boot sale was held near to the junction. Traffic lights needed to be installed and a reduction in the speed limit imposed. The proposal was welcomed as it would improve road safety.

The Executive Member summarised that the Executive had reprioritised the transport capital programme for the current year to include a programme aimed at making access to rural areas safer and easier. Eight options for the use of funding, which extended over and beyond the next two years, had been considered, with officers making recommendations on prioritisation. In the main the objective of the prioritisation was to reduce the number of accidents on the roads. The accidents record at the three recommended priorities for 2009/10 were:

Mill Lane, Wigginton – 4 accidents, 7 casualties, 3 serious  
Strensall Road, Strensall – 6 accidents, 10 casualties, all slight  
Church Balk, Dunnington – 6 accidents, 8 casualties, 1 fatal

**RESOLVED:** That the Executive Member for City Strategy agrees to:

- i) Note the content of the report, particularly Table 1 which outlines the issues, potential solutions and their cost estimates.

- ii) Authorise the commissioning of more detailed designs for the following:
  - A166 Stamford Bridge Road / Church Balk traffic islands;
  - B1363 / Mill Lane traffic signals and 40mph speed restriction limit and
  - Strensall Road / Towthorpe Road / Towthorpe Moor Lane (extend 40mph speed restriction limit to south of the junctions)
 schemes prioritised for implementation in the 2009/10 financial year, and including further evaluation of the refinements suggested by local Ward Members, and that detailed proposals be reported to a subsequent Decisions Session - Executive Member for City Strategy<sup>1</sup>.
- iii) Requests officers to reply to the lead petitioner for the A19 / Main Street, Deighton scheme<sup>2</sup>
- iv) Requests officers to investigate whether any low cost options are available for the early resolution of problems at the North Lane junction<sup>3</sup>.

REASON: The proposed investment would underpin the Council's aim of reducing the number of killed and seriously injured victims on York's roads.

Action Required

- |                                                                                                        |    |
|--------------------------------------------------------------------------------------------------------|----|
| 1. More detailed designs for agreed schemes to be commissioned and reported to future Decision Session | SS |
| 2. Inform lead petitioner of decision                                                                  | SS |
| 3. Officers to investigate low cost options re North Lane junction                                     | SS |

**18. CITY STRATEGY CAPITAL PROGRAMME - 2009/10 CONSOLIDATED BUDGET REPORT**

The Executive Member considered a report which detailed the consolidation of the 2009/10 City Strategy Capital Programme and carryovers that were not completed in 2008/09 and made adjustments to scheme allocations which aligned the latest cost estimates and delivery projections.

The Executive Member stated that the report needed to be amended to conform with the decision of the Executive taken on 31 March 2009. Otherwise the refinements to the programme were aimed at producing the most economical way of progressing improvements in the Fulford Road area whilst sustaining the improvements elsewhere which reflected the Council's desire to minimise accidents and encourage residents to chose the most appropriate form of travel to meet their needs. The majority of the expenditure was aimed at schemes which benefited all types of transport (e.g. resurfacing schemes), while the largest single project – York Access

phase 1, will mainly be spend on car parking provision and improvements to the A59 roundabout.

RESOLVED: That the Executive Member for City Strategy agrees to:

- i) Approve the carryover schemes and adjustments set out in Annexes 1 and 2 of the report.
- ii) Approve the increase to the 2009/10 City Strategy capital budget, subject to the approval of the Executive<sup>1</sup>.
- iii) Request officers to fully reflect the decisions taken by the Executive on 31 March 2009 when next presenting the capital programme for review<sup>2</sup>.

REASON: To enable the effective management and monitoring of the council's capital programme.

Action Required

1. Refer to Executive SS
2. Officers to take on board comments when preparing capital programmes SS

CLlr Steve Galloway, Executive Member for City Strategy  
[The meeting started at 4.00 pm and finished at 5.15 pm].