

Notice of meeting of

Scrutiny Management Committee (Calling In)

- To:** Councillors Galvin (Chair), Runciman (Vice-Chair),
Barnes, Cunningham-Cross, King, McIlveen, Potter and
Steward
- Date:** Monday, 23 April 2012
- 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 20 April 2012.**

3. **Minutes**

(Pages 3 - 6)

To approve and sign the minutes of the last meeting of the Committee held on 26 March 2012.

4. Called-in Item: Water End/Clifton Green Junction: Options for Reinstating a Separate Left Turn Traffic Lane on the Water End Approach (Pages 7 - 56)

To consider the decisions made by Cabinet at their meeting held on 3 April 2012 in relation to the above item, which has been called in post decision by Councillors D'Agorne, Taylor and Hyman in accordance with 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 Cabinet.

5. Urgent Business

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

Democracy Officer:

Name : Jill Pickering

Contact Details:

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

- Registering to speak
- 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 from a published Cabinet (or Cabinet Member Decision Session) agenda. The Cabinet 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 Cabinet 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

MEETING	SCRUTINY MANAGEMENT COMMITTEE (CALLING IN)
DATE	26 MARCH 2012
PRESENT	COUNCILLORS RUNCIMAN (VICE-CHAIR, IN THE CHAIR), BARNES, KING, MCILVEEN, POTTER, GILLIES (SUB FOR CLLR GALVIN), RICHARDSON (SUB FOR CLLR STEWARD) AND WATSON (SUB FOR CLLR CUNNINGHAM-CROSS)
IN ATTENDANCE	COUNCILLORS AYRE, BARTON, CRISP AND REID
APOLOGIES	COUNCILLORS GALVIN, CUNNINGHAM- CROSS AND STEWARD

45. 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.

Councillor Potter declared a personal non prejudicial interest in respect of the called-in report, as she was employed in the voluntary sector by an organisation who had made bids to a number of ward committees.

46. PUBLIC PARTICIPATION

It was reported that no members of the public had registered to speak at the meeting under the Council's Public Participation Scheme.

47. MINUTES

RESOLVED: That the minutes of the last Scrutiny Management Committee(Calling In) meeting held on 30 January 2012 be approved and signed by the Chair as a correct record

48. CALLED-IN ITEM: NEIGHBOURHOOD WORKING - A NEW APPROACH

Members received a report which asked them to consider the provisional decisions made by Cabinet at their meeting held on 6 March 2012. The report sought members' approval for a new model of Neighbourhood Working through which the Council would work with partners to deliver better services for York's communities.

Details of the Cabinet's provisional decisions were attached as Annex A to the report with the original report to the Cabinet attached as Annex B. The provisional decisions had initially been called in by Councillors Runciman, Reid and Ayre, on the grounds that:

- (i) There has been a complete lack of consultation with stakeholders, including ward councillors and ward organisations such as Parish Councils. The results of consultations should be clearly reported.*
- (ii) The potential effect of the measures being suggested to neighbourhood working across the city mean that any decision on the future of this report should be taken by all members, given the impact it will have on all communities in the city.*
- (iii) The report does not take into account the continual running costs of present projects (such as the cost of salt bins already in place), and the effect they might have on future budgets.*
- (iv) Options other than the proposed 'Community Contracts' concept have not been properly proposed or discussed.*

Following the provisional Cabinet decision, Councillors Barton, Healey and Galvin had then also called in the item, post decision, on the grounds of:

- (i) Lack of consultation with Parish Councils and Ward Members, and the potential effect lack of grants will have on the future of local organisations.*

- (ii) *Challenge to the assumption the new system will be non-bureaucratic. (Paragraph 8).*
- (iii) *Opposition to a non elected organisation distributing public money by way of grants previously voted upon by residents.*
- (iv) *Lack of information regarding the effect of double taxation following the implementation of the scheme.*

Members were asked to decide whether to confirm the provisional decisions (Option i) or to refer them back to the Cabinet for re-consideration (Option ii).

Cllr Reid addressed the meeting on behalf of the pre-decision Calling-In Members. She expanded on the four reasons given for the call-in pointing out that the new approach would not deliver a better service as it appeared that residents would no longer be consulted on budget decisions affecting their wards. She questioned how priorities could be proposed in community contracts without a budget. No indication had been given of how residents views would be taken into account when monies were allocated.

Councillor Ayre confirmed that there were a number of good ideas in the new approach however this appeared to be a flawed policy which would damage the city and its residents. He questioned how the Council for Voluntary Service could undertake additional work with reduced funding and similarly with staffing reductions how would any proposals be delivered. Reductions in the number of ward meetings however would not assist residents in attending meetings and he pointed out that the report failed to address the financial implications of any changes.

Cllr Barton then addressed the meeting on behalf of the post decision Calling-In Members. He pointed out that across the country there was increasing transparency and development of decision making to local levels which was not being reflected in York. These proposals diluted the involvement of elected ward members with the transfer of more responsibility to officers and unelected bodies. He went on to refer to the lack of consultation with Parish Council's and Ward Members on the proposals not allowing them the opportunity to any make suggestions.

Cllr Crisp, the Cabinet Member for Leisure, Culture and Social Inclusion, referred to the reasons for the call in, particularly the lack of consultation. She pointed out that some useful approaches had been identified from the area working pilot undertaken last year which had provided input into the new model of working. She reminded members that the Fairness Commission had recommended that ward budgets should no longer be continued in their current form. In order for members to work with their communities it was proposed to provide service delivery through new Community Contacts which would provide clear channels, and streamline officer roles. It was reiterated that the current systems were wasteful in terms in terms of budgets and staff and that the new scheme focussed on real issues and directed money where it was most needed.

Members questioned the Cabinet Member in relation to a number of points including, how ward budgets would be allocated, concern at the impact in wards where grant support would not continue for youth clubs, rural Post Offices etc. and details of any consultation with Parish Councils.

Officers responded to the points made, confirming that there would be sufficient staff to ensure that the new model worked, allowing time for engagement and support for communities. It was emphasised that the new model would provide additional accountability and focus for all concerned.

After a full debate, it was

RESOLVED: That Option (i) be approved and that the provisional decisions of the Cabinet be confirmed.

REASON: In accordance with the requirements of the Council's Constitution.

Cllr J Galvin, Chair

[The meeting started at 5.00 pm and finished at 6.55 pm].



**Scrutiny Management Committee
(Calling – In)**

23 April 2012

Report of the Assistant Director, Governance and ICT

Called-in Item: Water End/Clifton Green Junction: Options for Reinstating a Separate Left Turn Traffic Lane on the Water End Approach

Summary

1. This report sets out the reasons for the call-in of the decisions made by the Cabinet on 3 April 2012 in relation to the above junction. The report to the meeting had presented the findings of the consultation exercise undertaken with local residents and interest groups on two of the reinstatement options in respect of the Water End/Clifton Green Junction. This cover report sets out the powers and role of the Scrutiny Management Committee in relation to dealing with the call-in.

Background

2. An extract from the decision list published after the Cabinet meeting is attached as Annex A to this report. This sets out the decisions taken by the Cabinet on the called-in item. The original report to the Cabinet on the called-in item is attached as Annex B to this report.
3. The Cabinet's decisions have been called in by Cllrs D'Agorne, Taylor and Hyman for review by the Scrutiny Management Committee (SMC) (Calling-In), in accordance with the constitutional requirements for call-in. The reasons given for the call-in are on the following grounds:
 - a) *Failure to give due consideration to the representations of all three emergency services and the outcome of the public consultation*
 - b) *Failure to take full account of the safety implications and potential increase in cycle accidents given the doubling of*

users since the left turn layout was last in place prior to the changes

- c) Decision is contrary to the council's transport hierarchy and priorities for increasing the use of non motorised means of transport, risking damage to the overall strategy by devaluing the orbital cycle route as a high quality strategic cycle route*
- d) Decision is likely to undermine confidence of external funders in financing sustainable travel initiatives in the city*
- e) Decision will not achieve the reason given "To address the issue around traffic congestion caused by the external layout at the Water end junction" as Cllr Merrett stated to the cabinet meeting that the junction will continue to be overloaded at peak times after the proposed change is made.*
- f) Decision could lay the council open to potential injury /corporate manslaughter claims by making changes that safety audit has indicated would create greater risks for vulnerable road users. (ref Death at Kings Cross, London Oct 2011 and potential case against TfL)*
- g) Decision will not achieve the objective of reducing delays in the long term and does not address the concern about 'rat running' through Westminster Rd/ The Avenue which will continue unless a trial closure is introduced at the same time as any increase in capacity at the junction.*

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) members in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:

- a. To decide that there are no grounds to make specific recommendations to the Cabinet in respect of the report. If this option is chosen, the original decisions taken on the item by Cabinet at their meeting held on 3 April 2012 will be confirmed and will take effect from the date of the SMC (Calling-In) meeting; or
- b. To make specific recommendations to the Cabinet on the report, in light of the reasons given for the call-in. If this option is chosen, the matter will be reconsidered by the Cabinet at a meeting of Cabinet (Calling-In) to be held on 15 May 2012.

Analysis

6. Members need to consider the reasons for call-in and the report to the Cabinet and form a view on whether there is a basis to make specific recommendations to the Cabinet in respect of the report.

Council Plan

7. An indication of the Council Plan Priorities to which the Cabinet's decisions are expected to contribute is provided in paragraph 24 of Annex B 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 decision made by the Cabinet or refer the matter back for reconsideration and make specific recommendations on the report to the Cabinet.

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:

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Chief Officer Responsible for the report:

Andrew Docherty
Assistant Director, Governance and ICT

**Report
Approved**



Date 12 April 2012

Specialist Implications Officer(s) None

Wards Affected: Clifton

All

For further information please contact the author of the report

Annexes

Annex A – Decision of the Cabinet on the called-in item (extract from the decision list published on 4 April 2012).

Annex B – Report to the Cabinet on 3 April 2012 including Annexes A to J.

Background Papers

Agenda relating to the above meeting (published on the Council's website)

CABINET**TUESDAY, 3 APRIL 2012*****EXTRACT FROM THE DECISIONS***

Set out below is a summary of the decisions taken at the meeting of the Cabinet held on Tuesday, 3 April 2012. 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 decision, notice must be given to Democracy Support Group no later than **4.00pm on Thursday 5 April 2012.**

If you have any queries about any matters referred to in this decision sheet please contact Jill Pickering, (01904) 552061

6. WATER END/CLIFTON GREEN JUNCTION: OPTIONS FOR REINSTATING A SEPARATE LEFT TURN TRAFFIC LANE ON THE WATER END APPROACH

RESOLVED: That Cabinet approve reinstatement Option 1, as set out at Annex B of the report, subject to future review of the junctions safety record and any changes in cycle take up.

REASON: To address the issue around traffic congestion caused by the external layout at the Water End junction.

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Cabinet Report**3 April 2012**

Report of the Cabinet Member for City Strategy

Water End/Clifton Green Junction: Options for Reinstating a Separate Left Turn Traffic Lane on the Water End Approach**Summary**

1. At the September 2011 Decision Session, the Cabinet Member for City Strategy considered seven options for reinstating two traffic lanes on the Water End approach to the Clifton Green junction. These options included retaining the existing layout. For each option, a general description was provided. Advantages, disadvantages and estimated costs were also set out. Road Safety Audit findings were also summarised for the alternative layout options.
2. Following consideration of the seven options, the Cabinet Member resolved that consultation take place with local residents and interest groups on two of the reinstatement options. This report presents the findings of the consultation exercise.

Background

3. Encouraging more people to cycle has been a key priority of the Council, and this was given significant impetus in 2008 when York became a 'Cycling City'. A key infrastructure project within York's Cycling City programme has been to complete an Orbital Cycle Route that connects many existing paths together. The Water End improvements form an important part of the Orbital Cycle Route.
4. The plan in Annex A shows the current layout, which was implemented during the early part of 2009. The removal of the left turn traffic lane has enabled a 1.5m cycle lane to be provided all the way up to the Advanced Stop Line (ASL) at the signals, alongside a single traffic lane that varies in width between 3.0m to 3.9m. This generally works well for cyclists, although it has been observed that a small number of motorists choose to go into the

cycle lane and use it as a left turn traffic lane. Overall the scheme has been well received by cyclists, and numbers cycling along this route have increased significantly, effectively doubling in number from about 80 per hour in the AM peak before the improvements were implemented and around 160 per hour at the present time. For motorists, it was always acknowledged that there would be some increased delays and queue lengths due to the removal of the left turn lane, and it was expected that this would result in some wider traffic re-distribution, plus some choosing to cycle instead.

5. Since implementation, there have been complaints about increased traffic congestion on Water End as a result of losing the dedicated left turn traffic lane. Adverse reaction to the scheme has also come from residents of the Westminster Road/ The Avenue area, which is now experiencing more through traffic than it did before (around 750 vehicles per day before, compared to about 1500 now).
6. To address these concerns, options to reinstate a dedicated left turn traffic lane were considered by the Cabinet Member for City Strategy at the Decision Session on 27th September 2011. Of the numerous possible layouts that were investigated at that time, two were approved for public consultation. For the purposes of this report, they will be referred to as **Option 1** and **Option 2**. Layout plans for the two options are provided as **Annexes B** and **C** respectively.
7. The relevant parts of the September 2011 Decision Session meeting relating to the two options chosen to take forward for public consultation are provided in **Annexes D** and **E**. **Annex D** provides a description of the proposals for **Option 1**, along with summaries of the key advantages and disadvantages. **Annex E** provides the same information for **Option 2**.

Public Consultation

8. A consultation leaflet outlining the two proposed options (the leaflet text which accompanied the layout plans is shown in **Annex F**) was distributed on 22nd December 2011 within the local area to approximately 465 properties. The distribution plan is shown in **Annex G**. In addition to the leaflet distribution, the same information was also made available to view on the council's website and at the council reception at 9 St. Leonard's Place. Brief details were also published in the council's 'Your Voice' magazine,

which was delivered to households across the city together with the quarterly Ward Newsletters in early January 2012. Information was also posted on the Clifton Ward's 'Facebook' page. The deadline for receiving comments on the proposed options was Friday 20th January 2012, although all comments received up to the point of publishing the report have been included for consideration.

Consultation Feedback

9. In total, 178 responses were received from members of the public via e-mails, telephone calls and letters. A breakdown summarising the numbers favouring each option are as follows:
- Support for **Option 1** – 56 (approx. 31% of responses);
 - Support for **Option 2** – 6 (approx. 3% of responses);
 - Alternative suggestions not included as options within the consultation
 - 1) Support to retain existing layout – 106 (approx. 60% of responses);
 - 2) 10 (approx. 6% of responses) – return the junction to its original layout (see **Annex H**).
10. Below, the responses are broken down into the following categories:
- **Those living in Westminster Road and The Avenue** – of the 29 received, only two have a preference to retain the existing junction layout, and most (25) favour **Option 1**.
 - **Local residents living within approximately half a kilometre away from the junction** – of the 48 received, 14 respondents preferred **Option 1**; 3 preferred **Option 2**; and 26 preferred no change to the current junction layout.
 - **Other users of the junction living outside the Clifton area** (being a mixture of motorists, cyclists and pedestrians) – of the 87 received, 17 respondents preferred **Option 1** (of which 15 are motorists and 2 who are both motorists and cyclists); 2 preferred **Option 2**; and 78 preferred no change to the current junction layout (of which there are 50 cyclists, 12 motorists, and 16 who are both motorists and cyclists).

11. The main comments made by members of the public are summarised below, and a more detailed list of their specific comments can be seen in **Annex I**.
12. **Support for *Option 1* –**
 - The change in layout would keep the flow of traffic moving.
 - This option should be sufficient to reduce the traffic using Westminster Road and The Avenue as a short cut.
 - This option is the most appropriate option from the point of view of safety to drivers, pedestrians and cyclists.
 - The loss of the last few yards from the pinch-point up to the traffic signals would not be a big disadvantage, given that the inconvenience to a very small number of cyclists would be minute compared with the benefit to a much greater number of motorists.
 - Cyclists would not be discouraged as this is the exact scenario in many areas of the city.
 - Removal of the cobbles and a hedge trim would provide enhancements to this option.
 - No cobbles should be removed anywhere in the city.
13. **Support for *Option 2* –**
 - Experience has shown that cyclists are in particular danger just before traffic lights, when many car drivers are impatient to get through the lights and encroach on cyclists' space. Therefore, the introduction of a dedicated cycle lane right up to the traffic lights is required, even though it is the more expensive option.
 - This option allows better access for cyclists to the junction, whilst improving traffic flow.
14. **Support for *No Change* –**
 - There are safety concerns for all users, including pedestrians, but mainly for cyclists. Potential conflict with motor vehicles (but particularly with larger vehicles) have been identified amongst respondents to be a significant factor against the implementation for either of the proposed options.

- Both options would be a waste of money – In the current economic conditions when vast budget savings are being identified by the council, implementing the proposed changes against previous Officer advice, and against the feedback received appears difficult to justify, particularly when the proposals are also inconsistent with longstanding council policies.
 - Both options would have limited benefit for traffic flow – Motorists are likely to respond to an increase in capacity by filling that capacity, and any perceived gains will disappear over a relatively short time. The only way to improve journey times and reduce congestion is by trying to reduce the amount of motor traffic through current council policies that are aimed at achieving this.
 - Both options are against policies to promote cycling – The proposed change to the existing layout can only encourage car use and discourage cycling. Therefore, the proposals are inconsistent with the council's stated objectives in: reducing air pollution by reducing traffic emissions; Sustainable Travel to Schools Strategy; City of York Local Transport Plan; York's "Just 30" physical activity campaign. In addition, the proposals are inconsistent with York's current user hierarchy, which places pedestrians/disabled people and cyclists at the top, and commuting motorists at the bottom.
15. Comments from Ward Members, Other Members and organisations can be seen **Annex J**. In summary, other members, the Cyclists' Touring Club, York Cycle Campaign, North Yorkshire Police, Fire and Rescue Service and the Ambulance service do not generally support either of the reinstatement options.

Road Safety Audit

16. As reported in September 2011, Road Safety Audits have been undertaken on both options, and the key safety concerns are summarised below:

Option 1

- The removal of the existing on-road advisory cycle lane would increase conflict between cyclists and motor vehicles.

- As this option retains the build-out, there would be conflict between cyclists leaving the cycle track ramp and motor vehicles moving into the left turn traffic lane.
- As this option retains the splitter island at the junction, the traffic lanes would be very narrow, which would lead to conflict between vehicles, and between cyclists and vehicles. In addition, the very narrow traffic lanes could lead to increased cyclist usage of the footway, thereby leading to conflicts between cyclists and pedestrians.

Option 2

- There would be conflicts between cyclists and left turning traffic cutting across the central cycle lane.
- Traffic would regularly be queuing across the central cycle lane, resulting in obstruction and potential hazards for cyclists trying to move forward.
- Cyclists in the central lane would be moving between two closely spaced lines of traffic within sub-standard width traffic lanes, which is likely to lead to potential conflicts, especially if larger vehicles are present, given the likelihood of vehicles encroaching into the cycle lane (potentially from both sides). The retention of the splitter island makes the two traffic lanes particularly narrow, thereby exacerbating this problem.
- There will be increased risks to pedestrians from passing traffic due to the limited footway width and close proximity of the left turning traffic without the existing safety buffer provided by the existing strip of cobbles. Again, the retention of the splitter island would make the two traffic lanes particularly narrow, thereby exacerbating this problem.
- Some cyclists, especially those turning left, may choose to ride on the footway in preference to rejoining the carriageway, which would result in potential conflict with pedestrians and a risk from passing traffic due to the limited footway width and close proximity of the left turning traffic (exacerbated by the removal of the existing strip of cobbles).

In summary, the safety auditors conclude that both proposed options would be less safe than the current layout for all users, but

especially for cyclists. Although, it should be stressed that the original layout had no accident record in the last three years.

Choices

17. The choices for the Cabinet Member to consider in relation to the reinstatement of a left turn traffic lane, taking into consideration all the feedback from public consultation are summarised below:

Choice 1 – reinstatement of a left turn traffic lane without a continuous cycle feeder lane, as shown in **Annex B (Option 1)**, which could be with or without the sub-option of removing the cobble strip to slightly increase the traffic lane widths;

Choice 2 – reinstatement of a left turn traffic lane with the inclusion of a central cycle feeder lane, as shown in **Annex C (Option 2)**;

Choice 3 – make no change and retain the existing junction layout, as shown in **Annex A**.

Analysis

18. The current layout on the Water End approach to the Clifton Green junction works well for cyclists, and since the scheme was introduced, the number of people cycling along this route has increased significantly. The original brief for the cycling measures identified that cyclists were experiencing difficulties in making their way towards the traffic signals, but particularly in negotiating their way past the pinch-point. The original brief also stipulated that the cycling facilities should be made continuous, without any breaks in provision, given that route continuity is an important factor in encouraging modal shift towards cycling. Therefore, from a sustainable transport viewpoint, the current layout has been successful and is viewed by many cyclists as a much safer means of riding through the junction than before the measures were introduced. In addition, the current cycling facilities now form part of the Orbital Cycle Route around the city, which is designed to provide further opportunities in promoting further cycling activity, and developed as part of the Cycling City initiative.
19. In comparing the two options presented above for reinstating a left turn traffic lane, together with the no change option, several key issues need to be considered and balanced against each other:

- Benefits to traffic flow – Options 1 and 2 are predicted to improve traffic flow to different degrees, and any gains may be short-lived. Therefore, any predicted gains in traffic capacity need to be carefully weighed against the safety concerns identified with either of the proposed layouts.
 - Effects on traffic rat-running traffic – The current volume of traffic is likely to remain at similar levels on Westminster Road and The Avenue, given that any spare capacity is likely to be filled by those coming back to use Water End, having previously relocated to other routes following the introduction of cycling measures.
 - Negatives for cycling – Both options to reinstate a left turn traffic lane will make it much more difficult for cyclists to make progress through the Clifton Green junction in busy or light traffic conditions, and will make the whole cycle route less attractive to use. The longer term affect on congestion levels is also less certain.
 - Road Safety – The Safety Audits identified that both options are less safe than the current layout.
 - Costs – The two reinstatement options vary in cost, but both should be affordable within the available budget allocation.
 - Responses on the two reinstatement options – This indicates a stronger preference for **Option 1**.
 - Overall responses – The majority of those responding to the public consultation favour retaining the existing layout.
 - Lack of Emergency Services support – Apart from the likelihood of affecting their response times, both options are considered to be more dangerous for cyclists.
20. In terms of road safety, the layout on the Water End approach is also considered to be working satisfactorily, since there has only been one relevant injury accident since the scheme was completed in April 2009. This involved a collision between a cyclist and a car just beyond the ASL on the Water Lane approach, and resulted in a slight injury to the cyclist. The safety audit process has highlighted many potential problems and reaches the

conclusion that both options would be less safe overall than the existing layout. However, it should be noted that in the three years prior to the scheme being implemented there were no recorded injury accidents on this arm of the junction, and the doubling of cycling numbers inevitably increases the chances of an accident involving a cyclist occurring.

21. Should the Cabinet Member be minded to pursue the reinstatement of a left turn traffic lane, Officers consider that **Option 1** would present the better compromise solution. This option would still provide cyclists with protection from traffic at the pinch point, whilst providing some benefit to traffic flow through the junction from Water End.
22. The sub-option of possibly removing of the cobbles could not be recommended because of the safety concern over the increased proximity of passing traffic to pedestrians on the narrow footway, which is considered to outweigh any small advantage road users would gain from a 0.25m increase in the traffic lane widths.
23. **Option 2** has the big advantage of maintaining continuity of the cycle route by having an on-road central cycle feeder lane. However, this would come at the expense of some additional safety concerns, plus a slightly smaller traffic capacity gain. In addition, only a very small number of respondents chose this option as their preference.

Council Plan Priorities

24. One of the five themes of the Council Plan is 'To get York Moving' in light of the traffic congestion challenges facing the city. The reinstatement of two traffic lanes would improve the flow of vehicular traffic through the junction. In line with York's Local Transport Plan and the Local Sustainable Transport Fund (LSTF) funded Intelligent Travel York initiative the Council Plan aims to achieve an increase in people travelling by more sustainable modes of transport (i.e. on foot, by bike, bus and rail). Therefore improving pedestrian and cycling networks forms one of the priority actions. The possible reinstatement of the left turn lane offered under both Options 1 and 2 would be a localised amendment to the overall Water End Cycle Scheme. There is a risk that cyclists would find the new layout more intimidating, and some may choose to switch to other forms of travel. The earlier sections of the report highlight the views of cycling groups and the emergency

services, and the safety audit findings. The reinstatement options do have the potential to impact negatively on Council Plan priorities and also raise reputational risks, for example in light of the current national campaign by 'The Times' on cycle safety and cities fit for cycling.

Implications

25. **Financial/Programme** – The Transport Capital Programme for 2011/12 currently includes a provisional budget of £40K for the possible reinstatement of the left-turn lane. Therefore, both Options 1 and 2 should be affordable.
26. **Human Resources** – None.
27. **Equalities** – Pedestrian safety may be affected on that part of the footway on Water End, directly opposite The Green, if the existing layout were to be amended.
28. **Legal** – The council would need to go through legal proceedings if any alterations to Clifton Green (a registered Village Green) were proposed, or if any compulsory purchase of land adjacent to Clifton Green were pursued.
29. **Crime and Disorder** – Any cyclists that resort to riding on the footway as a result of the existing layout being amended would be committing an offence.
30. **Information Technology** – None.
31. **Property** – None.

Risk Management

Risk Category	Impact	Likelihood	Score
Organisation/Reputation	Medium (3)	Probable (4)	3x4=12
Physical	High (4)	Possible (3)	4X3=12

32. In compliance with the Council's risk management strategy, the main risks in reinstating the left-hand lane that have been identified in this report are:
 - The potential damage to the Council's image and reputation if scheme proposals are not brought forward, especially in

view of previous press coverage concerning traffic congestion on Water End and rat-running traffic using Westminster Road / The Avenue. Conversely, many people may also be unhappy if the current scheme is altered.

- The physical risk of increased casualties linked to the proposed road layout changes.

33. Measured in terms of impact and likelihood, the risk scores have been assessed at less than 16, which 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.

Recommendation

34. Of the two reinstatement options consulted on, the public consultation shows a clear preference for option 1 and the cabinet member is recommended to consider whether this option should be followed when balanced against other consultation responses and the safety audit findings detailed in this report.

Reason: To address the issue around traffic congestion caused by the external layout at the Water End facility.

Contact Details:

Authors

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Cabinet Member Responsible for the report

Cllr Dave Merrett
Cabinet Member for City Strategy

Report Approved



Date 3/4/12

Specialist Implications Officer(s)

There are no specialist officer implications.

Wards Affected: Clifton

All

For further information please contact the authors of the report.

Background Papers:

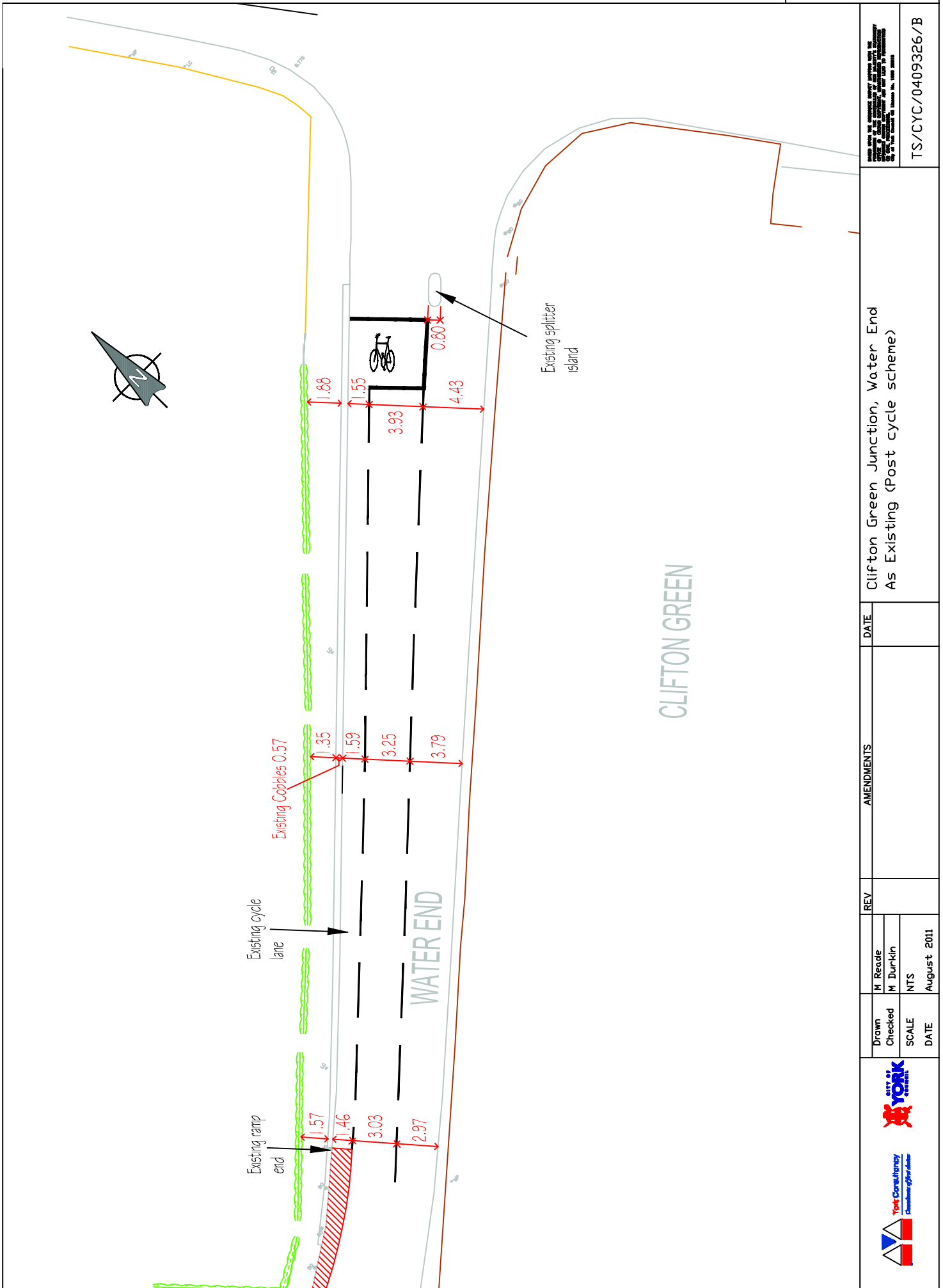
- “Called-In Item: Water End/Clifton Green Review – Reinstatement of Left-turn Traffic Lane and Chicane Trial”, a report to the meeting of the council’s Executive (Calling-In) on 21 December 2010.
- “Water End/Clifton Green Review – Reinstatement of Left-turn Traffic Lane and Chicane Trial”, a report to the Decision Session – Executive Member for City Strategy on 7th December 2010.
- “Cover Report – Water End Councillor Call for Action”, a report to the meeting of the council’s Executive on 6 July 2010.
- “Cover Report – Water End Final Report”, a report to the Economic & City Development Overview & Scrutiny Committee on 17 May 2010.
- “Water End – Proposed Improvements for Cyclists”, a report to the Executive Members for City Strategy and Advisory Panel on 20 October 2008.

Annexes:

- Annex A Plan showing “Clifton Green Junction, Water End – Current Layout (Post Implementation of Cycle Scheme in 2009)”.
- Annex B Option 1 Plan showing “Clifton Green Junction, Water End – Reinstatement of Left Turn Lane Without a Cycle Lane.
- Annex C Option 2 Plan showing “Clifton Green Junction, Water End – Reinstatement of Left Turn Lane With a Central Cycle Feeder Lane.
- Annex D Option 1 – Description.
- Annex E Option 2 – Description.
- Annex F Consultation Leaflet Text.
- Annex G Consultation Distribution Area Plan.

- Annex H Original Junction Layout (Prior to the Introduction of Cycling infrastructure in 2009).
- Annex I Summary of Public Comments.
- Annex J Summary of Comments from Members and Organisations.

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TS/CYC/04093226/B

Clifton Green Junction, Water End
As Existing (Post cycle scheme)

Drawn	Checked	AMENDMENTS		REV	DATE
		M Reade	M Durkin		
SCALE	DATE	NTS	August 2011		



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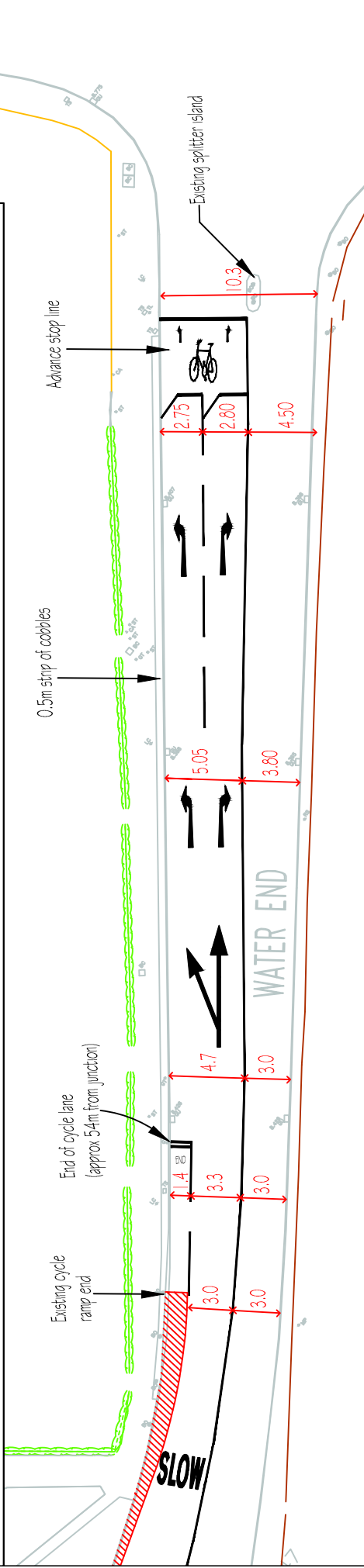
OPTION 1

NOTES

This option restores the original traffic lane layout at the junction, but also retains the cycle track build-out, which addresses the problems cyclists used to face at the pinch-point and ensures a safe exit off the raised cycle track onto the carriageway. The proposal includes a short length of advisory cycle lane beyond the end of the cycle track ramp to give cyclists a degree of protection as they rejoin the carriageway (for at least ten metres beyond the cycle track ramp). It also retains the existing splitter island to protect cyclists from turning traffic and help pedestrians to cross the road. The plan shows the lane widths that are achievable, although it should be noted that both the left-turn and right-turn lanes approaching the junction would be sub-standard, which would create queues of tightly packed traffic and specific difficulties in accommodating larger vehicles that would be likely to encroach into other traffic lanes.

The main advantage of this proposal is that the traffic capacity of the junction would be increased. Between 3 and 4 vehicles would be able to make use of the filter each change of the lights with an additional 2 during the full green. This option restores approximately 55% of the capacity of the original left-turn filter lane.

The estimated cost of this scheme is around £12,000.



PROS

1. Reinstatement of a left-turn traffic lane
2. Traffic capacity of the junction would be increased
3. Retention of existing cycle ramp at pinch point
4. Retention of splitter island at junction mouth for pedestrian safety
5. Relatively cheap and easy to implement

CONS

1. Removal of the cycle lane on the approach to the junction
2. Traffic lanes will be very narrow
3. Increased potential for conflict between cyclists and traffic
4. Some cyclists may be discouraged from using this route

Possible scheme enhancements:

The plan above shows the best arrangement of lane widths that could be achieved without removing the cobbles at the edge of the footway. The usable space could be increased by removing the cobbles (gaining approximately half a metre) and cutting back the hedge boundary (potentially gaining around a further half metre in width). This would enable the carriageway to be widened slightly.

The main advantage of this is that slightly wider traffic lanes could be provided, which would properly accommodate wider vehicles and reduce the potential conflicts between cyclists and other traffic. However, the main drawbacks are that:

- Traffic in the left-turn lane would be placed very close to pedestrians on a narrow footway.
- If the hedge is trimmed back, any future growth would encroach into the footway, resulting in even less space available for pedestrians.
- If trimmed back too severely, there is a risk that the hedge could die, and would need replacing.
- This would also increase the cost of the scheme to around £30,000.

NOTES

This option restores the original traffic lane layout at the junction, but also retains the cycle track build-out, which addresses the problems cyclists used to face at the pinch-point and ensures a safe exit off the raised cycle track onto the carriageway. The proposal includes a short length of advisory cycle lane beyond the end of the cycle track ramp to give cyclists a degree of protection as they rejoin the carriageway (for at least ten metres beyond the cycle track ramp). It also retains the existing splitter island to protect cyclists from turning traffic and help pedestrians to cross the road. The plan shows the lane widths that are achievable, although it should be noted that both the left-turn and right-turn lanes approaching the junction would be sub-standard, which would create queues of tightly packed traffic and specific difficulties in accommodating larger vehicles that would be likely to encroach into other traffic lanes.

The main advantage of this proposal is that the traffic capacity of the junction would be increased. Between 3 and 4 vehicles would be able to make use of the filter each change of the lights with an additional 2 during the full green. This option restores approximately 55% of the capacity of the original left-turn filter lane.

The estimated cost of this scheme is around £12,000.

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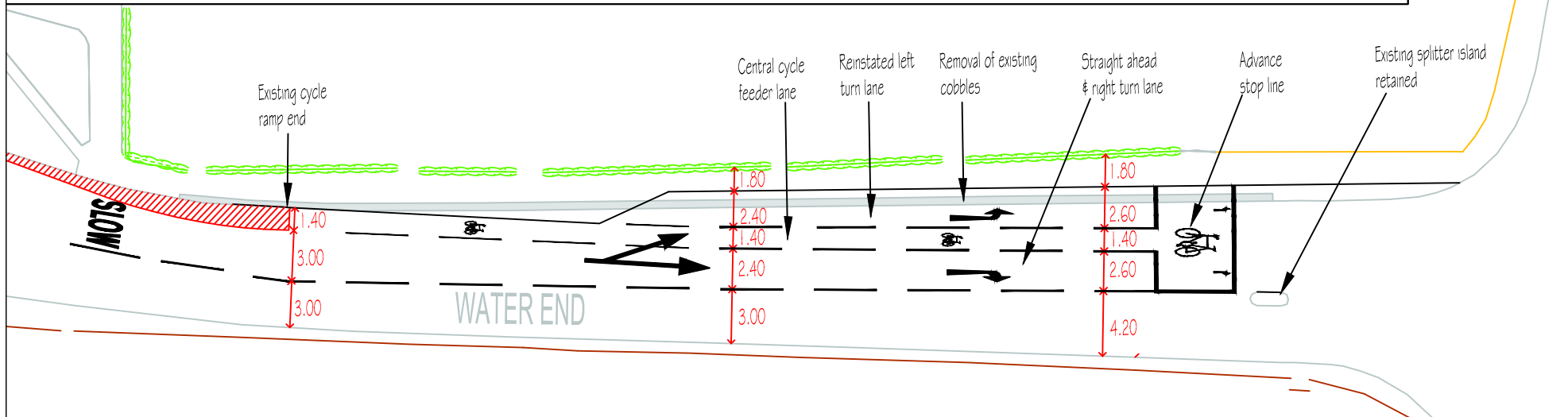
NOTES

This option also restores a short left-turn lane, but additionally provides a central cycle 'feeder' lane placed between separate left and right-turn traffic lanes. This is achieved by removing the existing strip of cobbles running alongside the footway, plus severely trimming back the boundary hedge to the adjacent properties. It also retains the existing splitter island to protect cyclists from turning traffic and help pedestrians to cross the road. The main advantage of this option is that a continuous facility would be retained for cyclists all the way from the cycle track to the Advance Stop Line (ASL).

Calculations show that the short left-turn lane would improve the traffic flow capacity of the junction, and would be especially advantageous in the morning peak period when there is a higher proportion of drivers making the left turn. On average, 2 vehicles would be able to make use of the filter lane, and a further 2 vehicles during the full green. This would restore approximately 40% of the capacity of the original filter lane.

The estimated cost of this scheme is around £35,000.

OPTION 2



- PROs**
1. Reinstatement of a left-turn traffic lane
 2. The inclusion of a continuous cycle feeder lane
 3. Retention of the existing cycle ramp at pinch point
 4. Retention of splitter island at junction mouth for pedestrian safety
 5. Traffic capacity of the junction would be increased (but not as much as Option 1)

- CONS**
1. Potential for conflict with traffic at the point where vehicles will have to cut across the cycle lane to enter the left-turn filter lane
 2. Traffic lane widths will be narrow, which could result in the cycle feeder lane being encroached into by traffic, particularly larger vehicles
 3. Potential for left turning traffic to block the cycle lane
 4. Relatively expensive to implement
 5. Traffic in left-turn lane would be placed very close to pedestrians on a narrow footway
 6. If the hedge is trimmed back, any future growth would encroach into the footway, resulting in even less space available for pedestrians
 7. If trimmed back too severely, there is a risk that the hedge could die, and would need replacing

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Option 1: Reinstating a Left Turn Lane without a Cycle Lane

1. **General Description:** This option (see **Annex B**) restores the original traffic lane layout, but also retains the cycle track build-out, which addresses the problems cyclists used to face at the pinch-point. The proposal includes a short length of advisory cycle lane beyond the end of the cycle track ramp to give cyclists a degree of protection as they rejoin the carriageway (for at least ten metres beyond the cycle track ramp). **Annex B** also shows the lane widths that are achievable, although both the left turn and right turn lanes approaching the junction would be sub-standard, which would create queues of tightly packed traffic and specific difficulties in accommodating larger vehicles that would be likely to encroach into other traffic lanes.
2. In the original layout, before the changes were implemented, that the left turn lane was only marked out on the carriageway surface for a distance of approximately 22 metres from the advance stop line, although traffic was sometimes able to queue in two lanes as far back as the pinch-point and perhaps on occasion slightly beyond. However, although the road markings would replicate the original layout, this option would also result in a shorter distance being available for left turners than was available previously (given the presence of the cycle track build-out), but as discussed below, would still produce reasonable benefits for traffic flow.
3. **Advantages:**
 - The main advantage of this proposal is that the traffic capacity of the junction would be increased. Between 3 and 4 vehicles would be able to make use of the filter each change of the lights with an additional 2 during the full green. This option restores approximately 55% of the capacity of the left turn filter lane. It would take on average 7 minutes to clear the lights from a vehicle joining the back of the queue on Clifton Bridge, and 5.4 minutes from Westminster Road.
 - This layout would still enable cyclists to get reasonably close to the junction via the off-road facilities, and would be protected from traffic at the pinch-point, which was a particular problem for cyclists in the original layout (shown in **Annex A**).
 - Because there would be no work required to remove the cycle track build-out, the risk of any damage to the existing water main (which was fractured during the construction of the current scheme and resulted in significant local flooding) would be significantly reduced.
 - The short central cycle feeder lane in the original layout served very little practical purpose, as mentioned in paragraph 3 above, and could therefore be omitted. This would allow the traffic lanes to be widened slightly, closer to the junction.

- Retaining the splitter island would provide a benefit to pedestrians crossing the Water End junction mouth for accessing Clifton Green (where there is a gap in the boundary fencing). The splitter island also provides protection for cyclists waiting in the ASL box from vehicles turning right into Water End from Shipton Road.

4. ***Disadvantages:***

After rejoining the carriageway, cyclists would face difficulties and safety issues in moving forward from the build-out to access the ASL. These difficulties would vary depending upon the status of the signals ahead, as discussed below:

- **Whilst the signals are at full red**, traffic queues will be building up or will have already built up. Under these circumstances, cyclists could be blocked by traffic queuing in the left turn lane, or face danger from vehicles moving across their path to reach the left turn lane. In addition, if two traffic lanes have formed beyond any rejoining cyclists, then reaching the ASL would be difficult, either on the nearside of vehicles in the left turn lane, or through the middle of the two lanes of queuing traffic.
- **When the left turn filter is on** cyclists would be able to follow any clearing vehicles in the left turn lane, and either turn left with the traffic, or enter the ASL before the right turn lane gets a green signal. However, the left turn filter signal would only be on for approximately 15 seconds before the full green signal for Water End, which means that any benefits under this circumstance are infrequent and short lived.
- **When there is a full green signal** traffic will be flowing in the right turn lane with some traffic peeling off to enter the left turn lane. During this phase, cyclists rejoining the carriageway would need to avoid any vehicles that may want to turn across them to access the left turn lane, with the potential for dangerous vehicle conflicts. The majority of cyclists would also be attempting to seek a suitable gap in the traffic flow to move across into the right turn lane. This situation is considered to be the most difficult and hazardous for cyclists.
- The limited length of the left turn lane means that the entry to the lane is quite quickly blocked, so that the utilisation of the filter arrow is quite low at only 3 or 4 vehicles for each change of the lights. When the left filter comes on, these vehicles will clear in around 6 to 8 seconds, but there will be other drivers in the main traffic queue wanting to turn left who will see the left filter signal showing, but will be unable to progress forward to use it. This is likely to lead to some frustration and negative reaction to the layout. The Water End approach still has significantly less capacity than pre-scheme. It would require an additional 10 to 15 seconds of extra green time to restore this. Whilst indications are that some of this green is available in off-peak periods, it is not available during the peaks without causing severe adverse effect on other legs of the junction.

5. **Estimated Costs:** The costs involved in making the amendments to provide this layout would be relatively low, probably somewhere in the region of £10 to £12k. This includes all of the road marking changes and alterations required to amend the traffic signal equipment, but mainly to plane out the existing advisory cycle lane and reinstate a patch to restore the carriageway surface. Also, because no changes would be required in relation to the cycle track build-out, the risk of damaging the water main would be reduced.

6. The notes associated with the plan in **Annex B** also highlight possible enhancements that could be made to this layout, which would gain a small amount of extra carriageway width. By removing the cobbles and trimming back the hedge, an additional metre could be distributed between the two traffic lanes. This would provide wider traffic lanes that could accommodate larger vehicles more comfortably, and reduce the potential for conflicts between cyclists and other traffic. However, there would also be some drawbacks associated with these enhancements, which are listed below:
 - Traffic in the left turn lane would be positioned much closer to pedestrians on a narrow footway (the cobbles currently provide a buffer strip between pedestrians and cyclists using the cycle lane);
 - Future hedge growth would encroach into the footway area, resulting in even less width for pedestrians;
 - If trimmed back too severely, there is a risk that the hedge could die and would need replacing.
 - The aforementioned enhancements would increase the cost of the scheme to around £30,000.

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Annex E

Option 2: Reinstating a Left Turn Lane with a Central Cycle Feeder Lane (to include road widening by removing cobbles)

1. **General Description:** This layout (see **Annex C**) is based on removing the existing strip of cobbles running alongside the footway, plus severely trimming back the boundary hedge to the adjacent properties, to create additional road space for a central cycle 'feeder' lane to be accommodated between separate left and right turn traffic lanes. It also retains the existing splitter island.
2. **Advantages:**
 - A continuous facility would be retained for cyclists all the way from the cycle track to the ASL.
 - Calculations show that the short left turn lane would improve the traffic flow capacity of the junction, and would be especially advantageous in the morning peak period when there is a higher proportion of drivers making the left turn. On average, 2 vehicles would be able to make use of the filter lane, and a further 2 vehicles during the full green. This would restore approximately 40% of the capacity of the original filter lane.
 - Retaining the cycle track build-out would protect cyclists from traffic at the pinch-point, which was a particular problem for cyclists in the original layout (shown in **Annex A**).
 - Because there would be no work required to remove the cycle track build-out, the risk of any damage to the existing water main (which was fractured during the construction of the current scheme and resulted in significant local flooding) would be significantly reduced.
 - Retaining the splitter island would provide a benefit to pedestrians crossing the Water End junction mouth for accessing Clifton Green (where there is a gap in the boundary fencing). The splitter island also provides protection for cyclists waiting in the ASL box from vehicles turning right into Water End from Shipton Road.
3. **Disadvantages:**
 - Both the left turn and right turn traffic lanes approaching the junction would be very sub-standard in width, and therefore cyclists are still likely to experience significant difficulties reaching the ASL, despite the provision of a continuous central cycle feeder lane. The main risk to cyclists is the potential for conflict with motor vehicles at the point where vehicles will have to cut across the cycle lane to enter the left turn filter lane. In addition, because of the narrow traffic lanes, there will be occasions when vehicles queuing or moving directly adjacent to the cycle lane may need to

encroach into the cycle lane, thereby creating further potential conflict with cyclists.

- The short length of the left turn lane means that entry would quickly become blocked by vehicles queuing back in the main traffic lane. When the left filter signal comes on, the vehicles in the left turn lane (two on average) will clear in around 6 to 8 seconds, but there will be other drivers in the main traffic queue wanting to turn left who will see the left filter signal showing, but will be unable to progress forward to use it. This is likely to lead to some frustration and negative reaction to the layout.
 - Although this layout would restore around 40% of the capacity of the original left turn traffic lane, it would require an additional 10 to 15 seconds of extra full green time to be allocated to the Water End approach to fully restore the lost capacity. Whilst indications are that some spare green time is available in off-peak periods, it is not available during the peaks without causing severe adverse effect on other legs of the junction.
4. **Estimated Costs:** This option would involve removing the cobbles to create additional carriageway width, which would not only involve the provision of a full carriageway construction in the area concerned, but would also require an area of carriageway re-profiling to smooth out the road camber. A new kerb alignment associated with these changes would also be required. In total, the implementation costs are estimated to be approximately £30k to £35k.



Options for Reinstating a Left-turn Traffic Lane at Water End/Clifton Green



The existing approach from Water End to the Clifton Green junction.

This leaflet gives details on the final two options for reinstating the left-turn traffic lane at the junction, which were chosen from several considered at the Decision Session meeting in September. The layouts are shown on the plans in the middle pages of this leaflet, together with descriptions and a summary of the pros and cons for each one.

We would like to receive comments on the options no later than Friday 20th January 2012. Please see the contact details on the back page.

A decision about these options should be made in early March 2012.

Contact Details

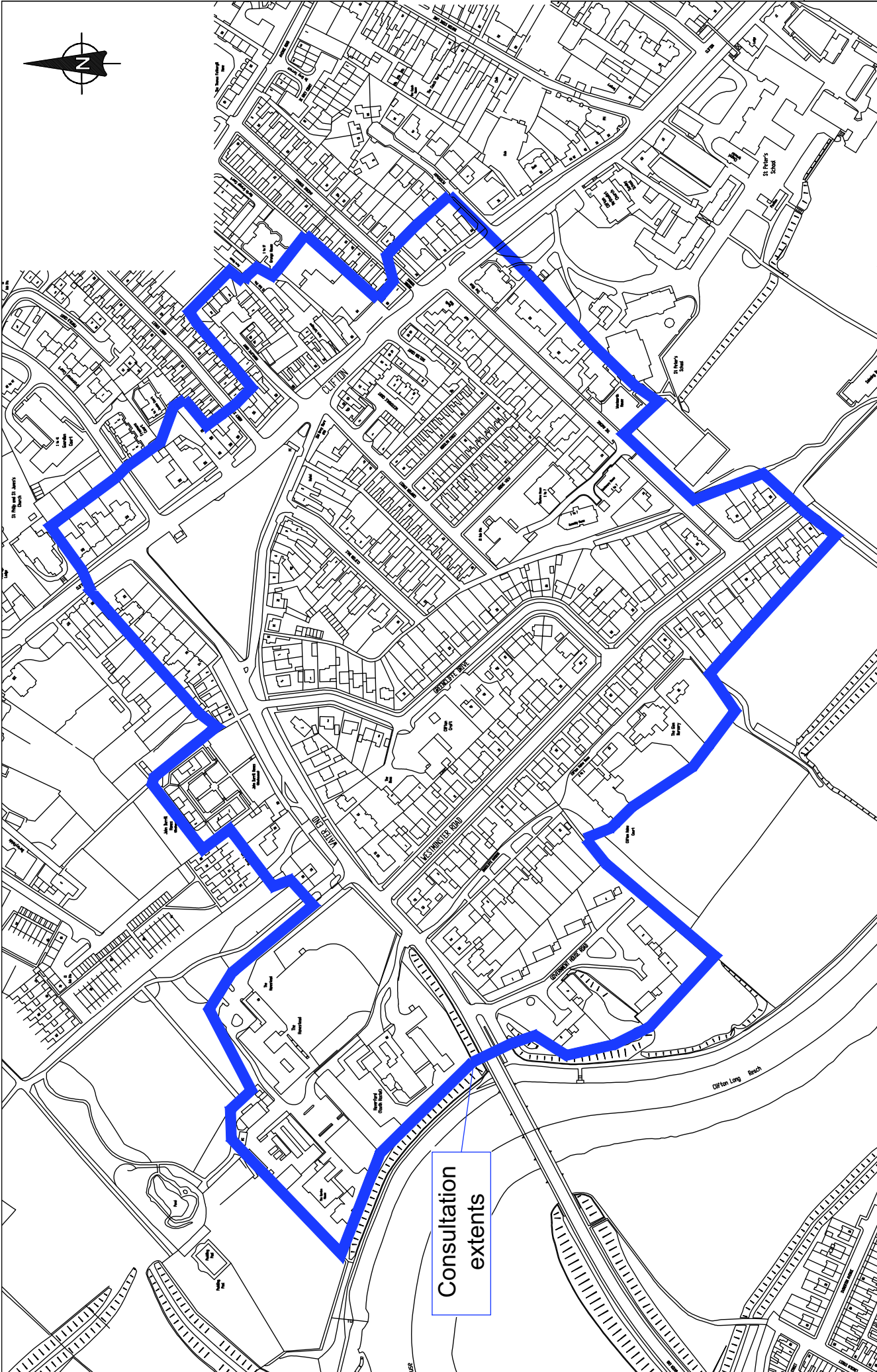
To comment on the proposed options outlined in this leaflet, please contact Jonathan Pickles, Engineer (Transport Projects) either by: a letter sent to 9 St. Leonard's Place, York YO1 7ET; by e-mail to jonathan.pickles@york.gov.uk; or call him on 01904 553462.

Additional Information

The information contained within this leaflet is also available to view on the council's website (the details can be found at www.york.gov.uk/cliftongreenjunction) under the Transport Schemes section. If you require any further information, please contact Jon Pickles (see contact details above).

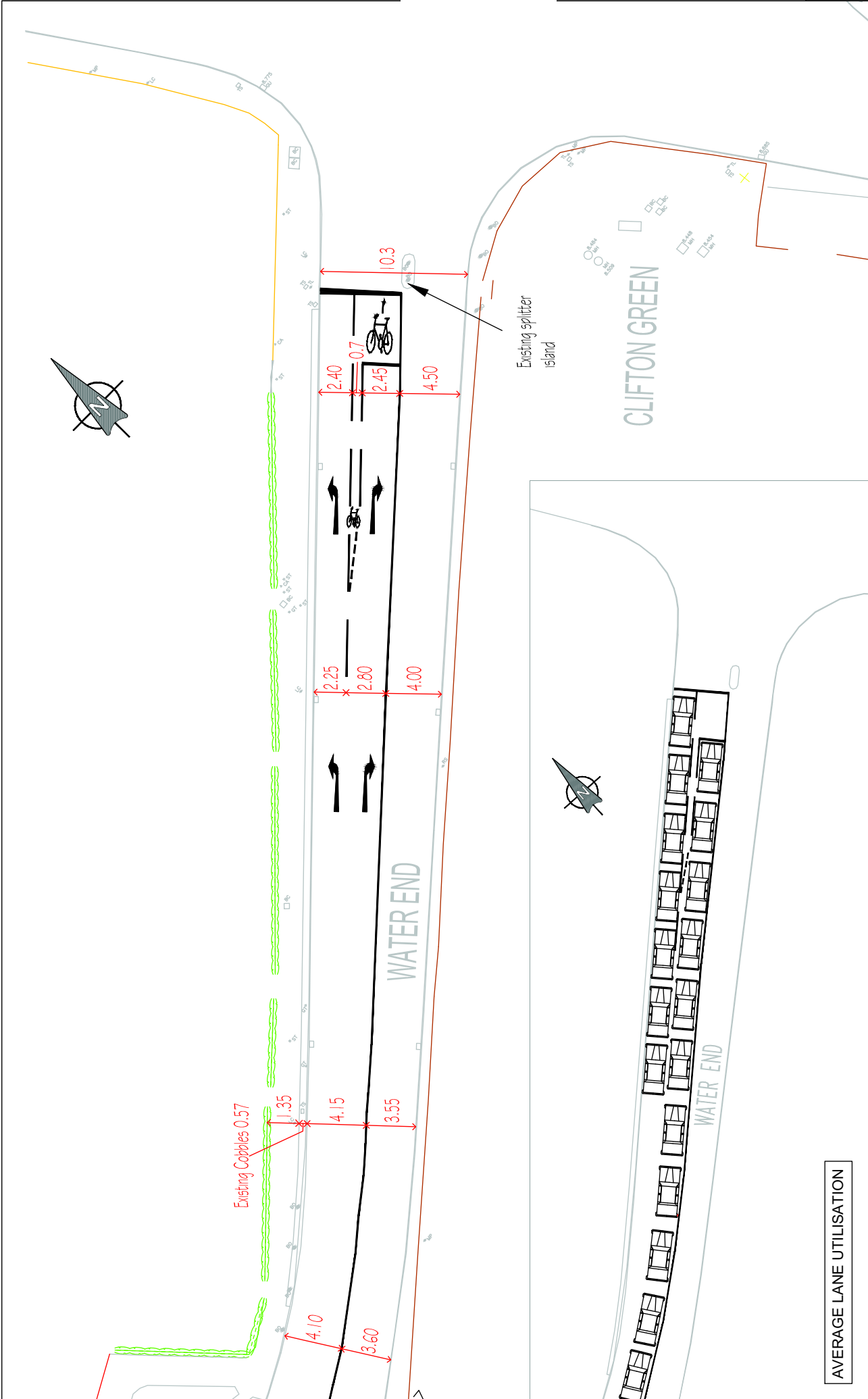
Westminster Road / The Avenue

It is expected that the restoration of a left-turn traffic lane at Clifton Green will result in fewer motorists using Westminster Road and The Avenue as a through route to avoid delays at the junction. However, the council is also committed to carrying out an investigation into the possibility of introducing a road closure to address this problem, and this will be reported to the Clifton Ward Committee in due course.



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<p>Water End / Clifton – Left Turn Re-instatement Consultation Distribution Area</p>	
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AVERAGE LANE UTILISATION

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Clifton Green Junction, Water End
 Original Layout (Pre Cycle Scheme)

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M. Reade	M. Durkin	NTS	August 2011			



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Support for *Option 1* –

- The change in layout would keep the flow of traffic moving.
- This option should be sufficient to reduce the traffic using Westminster Road and The Avenue as a short cut.
- This option is the most appropriate option from the point of view of safety to drivers, pedestrians and cyclists.
- The loss of the last few yards from the pinch-point up to the traffic signals would not be a big disadvantage, given that the inconvenience to a very small number of cyclists would be minute compared with the benefit to a much greater number of motorists – cyclists coming off the cycle ramp will simply merge and take their turn with vehicles as they used to do before.
- Cyclists would not be discouraged as this is the exact scenario in many areas of the city - it would be ideal to have separate cycle paths, however it is not possible in some areas. A good example is Lendal Bridge. Also, along Bootham where the cycle lane is intermittent for car parking, cyclists are not deterred. Also, a cycle lane with moving traffic on either side (as in ***Option 2***) is much less safe than allowing the cyclist to be in control of making the decision whether to stop and wait for traffic to move, or get off their cycle and walk along the road edge.
- Removal of the cobbles and a hedge trim would provide enhancements to this option.
- No cobbles should be removed anywhere in the city.
- Could further adjustments also be made to the phasing of the lights to let a few more cars through the junction from this direction? I appreciate that this would be at the expense of flow from the other directions (but the other roads into this junction never seem as bad).

Support for *Option 2* –

- Experience has shown that cyclists are in particular danger just before traffic lights, when many car drivers are impatient to get through the lights and encroach on cyclists' space. Therefore, the introduction of a dedicated cycle lane right up to the traffic lights is required, even though it is the more expensive option.
- This option allows better access for cyclists to the junction, whilst improving traffic flow.

Support for no change –

- Neither proposal retains the current safe cycle access on approach to and through this busy junction. Both options show a disregard for the safety of cyclists and would wreck the whole of the Water End cycling scheme, and in Option 2 the amenity and safety of pedestrians. It made a huge difference when the layout was altered to the benefit of cyclists and I felt much safer using the junction. The proposal to design sub-standard width traffic lanes is a recipe for serious injury or worse for cyclists when coupled with the largely aggressive and impatient driving shown by a great number of motorists at

this junction. So, I'm surprised that sub-standard solutions are being considered, given York's claim to be a 'Cycling City'.

- The Council's own traffic calculations show only a minimal improvement in vehicular flow through any amended junction and I would suggest that this is not a persuasive enough argument when balanced against the increasing hazard faced by cyclists across the city. The present layout safely allows everyone to use this junction, whether on foot, cycling or in a car. Both proposals now under consideration are biased in favour of the overly considered car lobby and neither should be implemented.
- Both options would increase deterrence to cycling and add to the congestion, which leaves me wondering what exactly the policy is in York, given that the proposed options are inconsistent with the aims of LTP3 and York's current user hierarchy. The current arrangements are beneficial to those who cycle and provide an example to those who don't. As part of the Council's sustainability agenda and its drive to reduce congestion and air pollution it makes sense to penalise those who drive and visibly reward those who choose to travel by alternative means.
- Traffic used to be backed up before the cycle lane was introduced and will continue to be so if the cycle lane is removed. Squeezing in another lane of traffic merely to make the motoring lobby shout a bit less will not solve the traffic issues at this junction. This would only add 5 or 6 cars into a left-turn lane before access to the lane is blocked off by all the vehicles wishing to go straight ahead or turn right.
- Motorists will respond to an increase in capacity by filling that capacity and the perceived gain will be eliminated in a fairly short period of time. Thus, any gain will be very short lived and the only way of actually improving journey times is by reducing the amount of motor traffic. The motivation behind making the proposed changes is purely political, and merely seeks to placate a vociferous lobby of motorists who refuse to accept the reality that they themselves cause the congestion through their own choice to take a vehicle onto the finite amount of space available on the roads.
- The council proposes to remove provision for cyclists at the very point where it is most needed to ensure their safety. Cyclists are to be dumped into the traffic flow at the point where it splits into two lanes, which is exactly where they will be in the most danger.
- I am concerned about narrow traffic lanes causing larger vehicles to take wider turns or squashing cyclists on the inside who have not been able to get across, or get to the front easily. Larger vehicles can also mount the curb when turning left, thus making pedestrians vulnerable. 26 cyclists have been killed in London this year alone through large vehicles turning left across cyclists moving straight ahead. Surely the prevention of accidents for pedestrians and cyclists is more important than people being late for things - maybe they should leave earlier, or use a different route!
- Whatever is decided I would like to propose the additional feature of a "Keep Clear" box to allow traffic from Clifton Dale/Green to turn right safely into Water End. This would be particularly important if two lanes were reinstalled.
- As a cyclist I would not be prepared to negotiate the junction as proposed in either scheme, nor would I allow my children to. We find it quite remarkable that the Council is even considering reinstating the left hand lane at this

cost for such little added benefit whilst openly admitting that the proposed changes adversely affect safety.

- As a frequent user of the Clifton Green Junction in rush hour, I firmly believe that the council is in danger of wasting more money in trying to solve an insoluble problem. A high proportion of the traffic that is blocking back in mornings originates from the A59, trying to enter the city via Bootham by cutting down Boroughbridge Road and along Water End and this traffic would enter the city much more smoothly if it were possible for traffic to join the A19 via the A1237 and the Rawcliffe Bar intersection. Until York Council bites the bullet and funds the dualling of the A1237 and puts in proper grade separated junctions at Rawcliffe and at Poppleton anything else will be fruitless tinkering.
- Traffic planning needs to be about more than simply tackling congested spots in a sequential unplanned manner as if it were a game of '*whack-a-mole*'. The Council's efforts to reduce car use and promote alternative transport with soft measures such as bus and cycling promotion, travel plans and speed limits, need to be backed up with reallocation of road space to other users. Without this, induced traffic will take the place of any trips removed from the road. There is abundant evidence for this. One paper, "Smarter Choices: Assessing the Potential to Achieve Traffic Reduction Using 'Soft Measures'" (Cairns et al 2008) surveys over 250 instances of the use of soft measures, concluding that such measures could play a very significant role in reducing traffic, but it is critical to 'lock-in' the benefits of such measures with policies to control induced traffic" such as "including prices, service improvements, traffic control and management and infrastructure changes". Reallocation of road space away from car users is the most cost-effective method of doing this. So if you will not take any difficult decisions to "lock-in" the benefits of the soft measures, you may as well not bother doing them. Added to this is the fact that compared to the proposed options, the current layout is safer for cyclists.
- The introduction of the cycle lane taking cycles all the way up to the traffic lights at Clifton Green has brought a significant benefit. This junction was certainly the most difficult one for me to negotiate on my journey to Heworth from Clifton. I admired the progressive policy of the City of York in making the radical change of introducing the lane. It was a nightmare trying to get through the traffic before the cycle lane was introduced. The cycle lane has been greatly appreciated by those of us trying to pursue a greener form of travel through cycling to work. I find it disappointing that at these times of austerity, and given the policies on encouraging cycling by both local and central government, the City of York Council is prepared to consider investing officer time and other resources to making changes of this kind for the benefit of 2 or possibly up to 5 cars each change of lights. This is not the time to make any change.
- The council should only change the layout of lanes if such change is calculated to result in fewer casualties and fatalities than the present arrangements. To reinstate a left hand turn lane is not worth doing if it costs lives.
- I do not want the council to spend tax payers' money making changes that could conceivably make the junction even less safe and more intimidating for cyclists or impact negatively on pedestrians. Any alterations to road infrastructure have got to demonstrably improve the journey for, and the

safety of, cyclists and pedestrians. Neither of the two options proposed meet those criteria, and therefore neither should be introduced.

- The queues are sometimes caused by the signal timings, when only a few vehicles are allowed through, causing driver frustration and unnecessary delay. Alter the signal timings and save a lot of unnecessary expenditure.
- It is unacceptable for the Council to spend tax payers' money to knowingly make a junction more dangerous. What would the position of the Council and Councillors be regarding civil and/or criminal liability should a cyclist subsequently be killed or injured? It is astonishing that just a short time after the cycle lane was introduced, money is going to be spent to remove it. This is a pathetic indictment of the short-termism and waste inherent in our political system.
- This change can only encourage car use and discourage cycling and thus runs counter to the council's stated objectives in: Reduce air pollution by reducing traffic emissions; Sustainable Travel to Schools Strategy; CO2 emission reduction; City of York Local Transport Plan; York's "Just 30" physical activity campaign.
- The proposed alterations would lead to a second rate cycling facility. Many cycle routes in York are simply tokenism, because they are either there for a very short distance, or are so narrow as to be meaningless. This junction is currently excellent for cyclists. To spend money to keep irate car drivers happy, when we are faced with increased congestion levels if we continue with our current car use, seems pointless.
- The Council needs to honour and implement its own policies. These policies seek to promote sustainable transport, specifically pedestrian movement, cycling and travel by public transport, reduce air pollution and promote enhancements to the quality of the environment. Increasing capacity for motor vehicles at this location will facilitate greater car use, particularly in the peak periods when the dominant purpose is commuting. Furthermore, where there are conflicts of interest due to limited road space, as at this location, we believe the Council should then prioritise on the basis of its own hierarchy of users, which seek to safeguard facilities for the disabled, pedestrians and cyclists above all others. It seems to us that both options fail to meet the Council's own policies and criteria.
- It was unfortunate that the introduction of the single traffic lane with a dedicated cycle path at Water End was followed by significant re-working of the roundabout on the northern ring-road and the intersection of the A19; I suspect this displaced much of the traffic stuck on the outer ring-road onto Water End during most of 2011.
- You can't fit a quart into a pint pot. The road is too narrow to have the extra left-turning lane. When this did exist, there was still always congestion at this point because one large vehicle would block both lanes. Neither of the proposed options will solve the problem of congestion on this route, and therefore motorists will still use Westminster Road and The Avenue as a means of avoiding congestion.
- Neither of the options proposed are really safe for cyclists and seem potentially hazardous for car drivers too. I do remember the junction how it used to be, and felt that it didn't work well at all with two car sized lanes scraping past each other. I do however, think that the current configuration works very well, and I think people must accept that at peak times in an old

city that congestion at junctions is a natural occurrence. It makes very little difference to my car journeys but an enormous one to my cycling journeys.

- As a motorist and cyclist with Special Needs and in this respect a member of the York Access Group, I cannot speak highly enough of the improvements in safe passage that I am enjoying as I make my way to and from the City Centre from Acomb where my wife and I live.
- Surely we don't want the council being investigated by the police for making a junction more dangerous, should any incidents occur following any changes. Tackling congestion should not be prioritised over the safety of cyclists.
- If either proposal were introduced, then the council's cycling campaign will become an utter farce - I may as well buy myself a car. The facts are that many cyclists are knocked down in York each year and any plans which increase this risk to cyclists is frankly disgusting.
- Cyclists have a lovely run up to the lane along Water End coming over Clifton Bridge, so why propose to remove it when they get to the most dangerous part of the road?
- The amount of vehicle traffic likely to use the 'extra' lane is going to be very small as 'clearly' only cars at the head of any queue can gain access to it. The council needs to give a clear signal that they are serious about supporting modal shift or it will not occur, as the current situation sends a message to every driver that they only have to moan and it appears that the council will just take a 'political' decision to back-track.
- I cannot see that restoring the original layout will provide sufficient improvement to warrant the decreased safety of the junction or the damage to York's reputation as a cycle friendly city, and could impact future investment in similar schemes.
- Radical measures are required to encourage more people to walk and cycle. A large amount of work and investment has already been made in efforts to encourage cycling and walking, but both proposals to reinstate a left turn traffic lane go against this, by spending more money on destroying what is considered to be an essential part of the cycle network at a location where it is most needed.
- I previously commended the council for the new cycling infrastructure on Water End. When driving, there are rarely significant congestion problems. By bike, the journey is safer and quicker, and the route connects with other safe off-road routes. I am appalled to learn that there are now proposals to remove the final section of the cycle route – both proposals will cause real danger to cyclists. I would be surprised if they have been drawn up by people with experience of using cycle routes. I strongly urge the council to avoid expensive alterations, which will result in greater danger, especially at this time of financial austerity.

Those with alternative suggestions –

- Put the layout back to its original state, i.e. before the cycling measures were introduced;
- Use part of the Village Green to create the sufficient space required;
- Point closure for Westminster Road and The Avenue is the only way to prevent 'rat-running' traffic cutting through;
- Get rid of the Village Green altogether and turn the whole of the Clifton Green area into a huge one way gyratory.

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Ward Member Comments

- Cllr Douglas prefers **Option 2**, because it affords lane protection for cyclists and is also a similar format to that which is used in several other places in the city. This in turn means that regular road users will know how to negotiate the junction.
- Cllr Scott – no comment.
- Cllr King – no comment.

Other Member Comments

- Cllr Hyman would like to see the existing layout retained for safety reasons, as highlighted by the Emergency Services responses, and the Road Safety Audit process.
- Cllr D'Agorne would also like to see no changes to the existing layout. He also comments that in taking the question of safety in highway design very seriously it makes no sense to deliberately exclude the safer status quo as an option, unsupported by any empirical evidence that this should be excluded as an option. Cllr D'Agorne is also concerned about removing a facility provided as part of the Cycle City funding.
- Cllr Taylor thinks that the existing layout is now quite reasonable and is safer for cyclists, neither option improves upon this, and changing things would be a waste of public money.

Comments from Organisations

- **Cyclists' Touring Club (CTC) – Richard Twigg:** “Firstly it is important to point out that the CTC, who have over 600 members in the York area, are extremely keen to continue supporting York City Council's objective of being ‘one of the country's premier cycling cities’ and appreciate the work that has gone into the development of the proposals to date. However we feel that the options you have put before us regarding Water End junction run the risk of:
 - (a) knowingly jeopardising the safety of cyclists and pedestrians;

(b) providing options which do not solve the extant problems in this area nor provide long term improvements for all; and

(c) wasting a significant slice of the £3.68m Cycling City budget by ripping out the improvements paid for out of that budget.

Therefore **we cannot support either option** because they will:

1. Be extremely dangerous for cyclists exiting the cycle lane onto the road directly at a point where left-turning traffic will cut across them;
2. Bring vehicles in close proximity to pedestrians;
3. Allow large vehicles to block "sub-standard" lanes negating any benefits;
4. Not address the issue of motorists using Westminster Rd. as a rat-run (closing Westminster Rd. in the future will only exacerbate things); and
5. Not significantly reduce the waiting times for traffic at Water End.

We also feel that the case for the "do-nothing" option is a very strong one for reasons of safety risk, reputational risk and conflict with local policy objectives. Cyclists are a very vulnerable group of road-users and if the proposed changes are made to this junction it will increase the likelihood of a serious road accident and so it will deter them from using this route which means they will return to their cars. There are a number of families and children who regularly need to negotiate this junction to access Homestead Park, the River Ouse, the Sustrans route, local schools and sports clubs etc... Therefore it seems that the Councillors need to take another look at the safety issues associated with these options as previously highlighted to them.

The proposals appear to conflict with the City of York Council's objectives regarding sustainability, health and safety. As an

environmental and sustainability consultant on major transport projects for 20 years I am fully qualified to comment on this.

Lastly, we are concerned that the City of York's reputation may be put at risk on this matter by promoting a more dangerous transport solution and by the apparent wasteful use of taxpayers money (it has been argued that a sum of money commensurate with that spent on the Water End scheme from the Cycling City budget should now be spent elsewhere on cycling improvements in York by way of completing the City's commitments under it's Cycling City status).”

- **York Cycle Campaign – Adrian Setter:** “Further to my personal response below, this matter was discussed at the monthly meeting of York Cycle Campaign on 10th January. The meeting resolved to reject both of the options offered, wishing instead for the junction to be left unchanged. In addition to the points made below, I have been asked to point out that this junction is part of the "Orbital Cycle Route", one of the principal visible legacies of the Cycling City York programme and that, since it is typically the most intimidating section of a route that determines a cyclist's decision on whether to use it or not, the changes proposed would seriously erode that legacy.

Neither of the proposed options is acceptable, and that the layout of the junction should remain unchanged. My reasons are, briefly:

- I understand that Council officers have assessed both options as being more hazardous than the existing layout. It is unacceptable for the Council to spend money knowingly to make a junction more dangerous. I can hold this position as a matter of principle, without even considering what the position of the Council and Councillors would be regarding civil and/or criminal liability should a cyclist subsequently be killed or injured.
- The junction was congested long before the removal of the left-hand filter lane, and reinstating it will not fix the congestion problem. If there is any small increase in capacity at the

junction, the release of suppressed demand will very soon restore the current levels of congestion.

- Whilst many people, mostly people passing through the area, rather than residents, have complained about congestion, it is clear to any observer of local politics that the reason for the proposed changes is pressure from residents of Westminster Road and The Avenue on their ward Councillors, not to do with the congestion directly, but to do with traffic diverting along those streets to avoid it. Changing the junction will not solve that problem, because it will not stop traffic backing up as far as, and beyond, Westminster Road. The only fix for the issue of through traffic on those roads, if one is really needed, would be direct measures to stop traffic using that route.”
- **North Yorkshire Police – Steve Burrell**, Traffic Management Liaison Officer: “I have studied both options and offer the following observations on behalf of the North Yorkshire Police:-
 - Both these options have previously been safety audited. I agree with the audits findings and reiterate the concerns identified.
 - The new proposals are less safe than the current and existing layout.
 - The options pro's and con's list most of the main safety issues and concerns, which cannot be ignored or disregarded.
 - I understand that the present layout has increased the number of cycle journeys made in the area. The new proposals appear to fly in the face of general CYC policy with regards to modal shift, as the potential for conflict will be identified by cyclists and is likely to reduce the attractiveness of this route and the gains in cycling will be lost.
 - My understanding is that the proposed changes are politically led with regards to a perceived increase in congestion by motorists. Changing the layout to one of those proposed will be a backwards step as the dispersed traffic and modal shift achieved, will be reversed and the traffic flow and queues will return to its previous levels.

Therefore, based on the above road safety issues, the North Yorkshire Police cannot support the proposals.”

- **Fire & Rescue Service:** “This junction does present the Fire and Rescue Service with difficulties when responding to incidents on blue lights, particularly during peak periods when traffic is queuing in both directions. For fire appliances to be able to progress, vehicles are required to move out of our way and at times this is extremely difficult and could potentially place cyclists at risk. Having looked at and considered the two options from an emergency response perspective;

(Option 1) would return the junction to its original state leaving us with little room to manoeuvre when it becomes necessary to overtake two lines of queuing traffic on approaching the lights at red with stationary oncoming vehicles. This often makes it necessary for us to wait for the lights to change in order to proceed.

(Option 2) would allow traffic in the outside lane to move into the cycle lane if necessary allowing us a little more room to manoeuvre, however it still wouldn't be wide enough with oncoming traffic present and would present an added risk to any cyclists who might be occupying the central cycle lane.

Compared to Option 1 and 2 the existing layout provides other road users with the greatest amount of room to be able to move safely out of our way and on that basis alone we would prefer that the existing layout is maintained.

Further to this, a 'green wave' system for Acomb fire station would prevent the majority of problems we have at this junction and reduce our waiting time at the lights during periods of heavy traffic. The green wave system would enable us to press a button at Acomb station which would set the lights at Clifton on green and eliminate any traffic congestion at that junction when emergency vehicles reach that point. I am led to believe that this matter was discussed several years ago but unfortunately never implemented.”

- **Ambulance Service** – The ambulance service have responded by reiterating their previous comments, as follows: With regard to the possible changes to the Water End/Clifton Green junction we would not be in support of the proposals. In support of this stance please take the following aspects into account:
 - Currently we have issues with the ability of an ambulance to make progress along Water End during heavy traffic volume periods as there is limited capacity for vehicles to move. This is compounded by the vision of the junction when travelling towards Clifton Green as the ambulance staff have to commit to travelling in the opposing lane in heavy traffic; oncoming traffic does not have the vision until it is committed to the same lane. The introduction of the secondary traffic lane would potentially reduce the capacity further, especially as this is below recommended width.
 - There is potential for an increase in road traffic collisions and therefore casualty incidents due to vehicles having to cross the cycle lane to join the left turn lane.
 - The narrow lanes potentially increase the risk to cyclists that are now dedicated to having to travel between two lanes of moving vehicles.
 - Cyclists' intention to turn right from Water End has the potential of a collision with a vehicle heading straight on, which further raises the risk of casualty incidents.
 - Removal of the splitter island commits pedestrians to a complete crossing of the junction head with no dedicated footway adjacent to the Green.
 - The reduction of both the cycle lane and the left turn lane below recommended width causes some concern, as this brings the cyclist and motorist closer together.
 - This is a bus route and presumably there will be no change to bus services locally. The potential for vehicles to encroach on the opposing lane, due to the restrictive lane width, is greater and potentially lends itself to creating an obstruction to emergency vehicles.
- **Rawcliffe Parish Council** – At the time of writing the report, the parish council have not responded.