

Report of the Director of City Strategy

## **ORBITAL CYCLE ROUTE SCHEME – PROPOSALS FOR THE REMAINING THREE SECTIONS**

### **Summary**

1. A report to the Executive Member in February 2010 outlined preliminary proposals for improving three key sections of the orbital cycle route (OCR) , which are listed as follows:
  - Clifton Green to Crichton Avenue
  - James Street to Heslington Road
  - Hob Moor to Water End
2. At that meeting in-principle approval was given to the proposals for Clifton Green to Crichton Avenue, but in response to consultation feedback Officers were asked to explore alternative route options for the other two areas to make the OCR more attractive and accessible to a greater number of users. Progress since then is summarised below:-

#### **Clifton Green to Crichton Avenue**

3. Following more detailed design work, public consultation is currently underway on a scheme proposal, with the intention of reporting feedback to an Officer in Consultation meeting in late July/early August.

#### **James Street to Heslington Road**

4. Following further assessment, a revised route alignment has now been developed which replaces the original James Street to Heslington Road proposal which linked directly to the University, with a more compact James Street to Millennium Bridge route. This change takes the route through additional residential streets, which should help make it accessible to more potential users. This change also reflects the fact that the University is already well served with good cycle paths to Heslington Road and Millennium Bridge, and therefore would remain well connected to the OCR.

## **Hob Moor to Water End.**

5. The main concern over the original proposal was that the “quiet road” route provided by Hobgate and the southern section of Moorgate would be rather remote from some of the large residential areas further west of Acomb. Therefore, potential users from these areas may look to use more direct alternative route choices to travel to and from Water End. In particular, Green Lane could provide a more direct route choice for many journeys compared to the Hobgate based proposal.
6. Unfortunately, there is only limited scope to introduce measures to make Green Lane a suitable environment for cyclists of all abilities. The introduction of physical traffic calming measures to create a lower traffic speed environment could offer a solution but it would be contrary to the speed management plan and likely to be opposed by local residents, emergency services and bus operators.
7. Therefore it is proposed to retain the Hobgate based route as the designated OCR, with Green Lane signed as an alternative route choice for more confident cyclists. It is also proposed to improve access between Green Lane and the OCR at Severus Street by separately introducing a one-way system in the Milner Street and Gladstone Street area that will reduce existing traffic conflicts and improve conditions for cyclists in these narrow streets.
8. The only other significant change to the original proposals is the inclusion of an alternative route option for southbound cyclists who could use Manor Drive North to avoid the steep incline at the start of Lindsey Avenue. However, this does require cycling a short distance along Boroughbridge Road, which is very busy with a high level of bus and HGV traffic. Therefore it is not proposed to formally designate this alternative as part of the OCR until suitable cycle improvements are implemented on Boroughbridge Road in 2011/12 as part of the planned A59 Corridor Improvement Scheme. In the short-term, cyclists will be routed via Lindsey Avenue for both directions of travel.

## **Recommendations**

9. It is recommended that the Executive Member -
  - a) Notes that public consultation is currently taking place on detailed proposals for the Clifton Green to Crichton Ave section as shown in **Annex B** and that feedback will be reported to an Officer in Consultation meeting.
  - b) Provides in-principle approval for the proposed James Street to Millennium Bridge section of the OCR, as shown in **Annex E**, and authorises Officers to undertake further detailed design and public consultation (including the advertisement of necessary Traffic Regulation Orders), with feedback to be reported to an Officer in Consultation meeting.
  - c) Provides in-principle approval for the proposed Hob Moor to Water End section of the OCR, as shown in **Annex H**, and authorises Officers to

undertake further detailed design and public consultation (including the advertisement of necessary Traffic Regulation Orders), with feedback to be reported to an Officer in Consultation meeting.

10. Reason: The proposals will provide improved facilities for cyclists, completing an orbital route that cyclists will be able to use in accessing a variety of destinations. The proposed measures would also make a significant contribution towards the aims of the Council as a Cycling City.

## **Background**

11. Encouraging more people to cycle has been a long-standing priority for the Council, and this work was given a huge boost by our successful bid to become a 'Cycling City'. One of the key initiatives has been the development of an orbital cycle route to improve cycle access to many employment sites, schools, leisure facilities, healthcare and retail sites. The aim is to connect as many of these destinations as possible, using a combination of; off-road paths, signed routes via quiet less-trafficked streets, some on-road cycle lanes where other alternatives have been investigated but not considered feasible. Where the route crosses many of the main radial routes into the city, improved crossing facilities will also be provided.
12. A report to the Executive Member in February 2010 outlined preliminary proposals for improving three key sections of the orbital cycle route (OCR), which are listed as follows:
  - Clifton Green to Crichton Avenue
  - James Street to Heslington Road
  - Hob Moor to Water End
13. At that meeting in-principle approval was given to outline proposals for Clifton Green to Crichton Avenue, but in response to consultation feedback Officers were asked to explore alternative route options for the other two areas to make the OCR more attractive and accessible to a greater number of users.
14. Updates on all three schemes are presented below. For the two sections where alternative routes have been considered, initial consultation has taken place with relevant Councillors, the Police and other interested parties. The outcome of this work is discussed, leading to recommendations on amended scheme proposals to take forward to public consultation.

## Clifton Green to Crichton Avenue

15. The outline scheme approved in principle at the 2nd February Decision Session is shown in **Annex A**. Further design work has led to the development of more detailed proposals as shown in **Annex B**, which include two key changes as summarised below.
16. Firstly, feasibility work has concluded that the use of a Toucan crossing at the junction of Kingsway North and Water Lane is the preferred solution, as it provides support for right turning cyclists and assists pedestrians crossing to the nearby school and health centre. The full signalisation of the junction has been removed from further development, as it could impact negatively on the already optimised traffic flows at the Clifton Green traffic signals.
17. Secondly, feasibility work has highlighted that creating a wide two-way off-road cycle path in the central grassed area between the tree line and carriageway edge will compromise the root protection zone. Digging in this zone usually damages tree roots and compromises the growth and stability of the tree over time and is therefore best avoided. The trees in Kingsway North are a species not typically used in York's highway extents, as they are expected to grow to 20-35m (65-115ft) tall. With this in mind, and wishing to avoid damage to the tree roots, it is proposed to develop a narrow two-way cycle path. This is considered acceptable on the basis that path width can be reduced at this location because forward visibility to oncoming cyclists is excellent, and cyclists are protected from straying into traffic by bird's mouth fencing. This approach also has design advantages in terms of drainage, and satisfies the need to keep cyclists in an illuminated and overlooked part of the highway for personal security reasons. Disruption to the leisure uses of the central grassed area is minimised by staying near the edge, and a slender path would be less visually intrusive than a wide single path.
18. Public consultation is currently underway on the latest scheme proposals, with the intention of reporting feedback to an Officer in Consultation meeting in late July/early August.

## James Street to Millennium Bridge (formerly James Street to Heslington Road)

19. The outline scheme proposals considered at the 2nd February Decision Session are shown in **Annex C**. Since then, officers have examined alternative route alignments that respond to the desire to improve connectivity to the OCR, by placing the OCR in more residential areas and shortening the distance to Millennium Bridge from James Street after recognising that the University was already well served with good cycle connections. This led to the development of the revised scheme shown in **Annex D**, with the key changes discussed below:

## Key Changes

20. **Wellington Street and Wolsley Street:** it is proposed to direct cyclists via these quiet roads to avoid cycling along a section of Heslington Road that is a narrow, busy road, with extensive on-street parking and an FTR bus service. At peak times, the FTR is often blocked by oncoming traffic that is displaced to the centre of the road by parked vehicles. This leads the FTR to either squeeze cyclists against the parked cars, or follow them along the road because opportunities to overtake are limited.
21. **Heslington Road Crossing:** with the proposed route, crossing Heslington Road would be relatively easy, as the crossing comprises first a left turn then right turn that can be done in two stages. Visibility at both the Apollo Street and Wolsley Street junctions is good for cyclists and therefore no physical changes are proposed. There is only a short distance between the two junctions and therefore cyclists' exposure to traffic condition on Heslington Road is minimised.
22. **Apollo Street and Horsman Street:** these roads are quiet and easy to cycle along with existing traffic calming road humps to regulate the speed of traffic. No physical changes are proposed.
23. **Cemetery Road:** this forms an important link between the inner ring road and the Fulford Road. Traffic volumes are high but speeds are often low due to congestion and queues at the nearby traffic lights at Heslington Road. To assist right turning cyclists at Melbourne Street and Horsman Avenue junctions, a central hatch along Cemetery Road with right turn "havens" for cyclists at the junctions is proposed. The central hatch is proposed to extend from the Heslington Road traffic signals to the existing pedestrian refuge just south of the Melbourne Street junction.
24. **Melbourne Street:** this is a quiet street with existing traffic calming and therefore easy to ride. No physical changes are proposed.
25. **Fishergate:** this is similar to Cemetery Road in character. The existing painted central hatch allows cyclists to cross the road in two stages but has no physical protection from traffic. It is therefore proposed to enhance this facility by introducing raised traffic islands upstream and downstream of the painted hatch to protect waiting cyclists from vehicles.
26. **Blue Bridge Lane:** this is a quiet Street. No changes are proposed.
27. **New Walk:** this is an existing off road segregated path along the riverside to Millennium Bridge and therefore no changes are proposed.
28. In addition to the route changes described above, further design work has led to revised proposals for James Street and the James Street/Lawrence Street junction as discussed below:
29. **James Street:** previously it was proposed to widen the footway on eastern side to provide an off road shared-use path, as it aligned closely with Regent Street. However, after further feasibility work on both the path and

Lawrence Street junction designs, it was found that the western side had the greater benefits: primarily by having less side roads to cross and a more convenient alignment between the proposed path and the proposed crossing facilities.

30. **James Street/Lawrence Street junction:** the current proposals are based on a junction remodelling to create a large central refuge in the junction mouth of James Street that will form a hub for all crossing movements. The hub will link the proposed off road path on James Street with the southern side of Lawrence Street via Toucan facilities, and will also provide a pedestrian-only crossing to the eastern side of James Street. On the southern side of Lawrence Street, a shared use area will be created that will allow cyclists to access Regent Street.

### Consultation

31. Details of the revised proposals (as shown in **Annex D**) were sent to relevant councillors and other key consultees for comment. Feedback is summarised below:

#### Ward Councillors:

- Councillors: Looker, Watson, D'Agorne, Taylor and Jamieson-Ball – no comments received at the time of finalising this report

#### Other Councillors:

- Councillor Gillies: no comments received at the time of finalising this report.
- Councillor Potter: commented to say that the OCR was too far from the city centre and should follow desire lines of cyclists into the city centre more. The use of Wellington Street and Wolsley Street is not expected to be common so suggested the route could use Heslington Road instead.

#### Other Consultees:

32. The Police: have concerns that the lack of road space in Fulford Road and Cemetery Road would preclude the provision of cycling facilities, and that the Wellington Street Wolsley Street section of the route would not be used, as instead cyclists would use the more direct Heslington Road route.
33. The Cycling Touring Club: commented to say that New Walk floods at some times of year and that alternative route signing should be included in the proposal. They also comment that the route from Regent Street to Melbourne Street looks indirect and that when the Fishergate Gyrotory is remodelled, then opportunities to create a more direct alignment of the OCR should be explored.
34. York Cycle Campaign: met as a group of experienced cyclists to discuss the proposals. All of the group agreed that they would rather use the more direct Heslington Road route, than the longer Wellington Street and Wolsley Street alternative. Some concerns about refuge capacity in Fishergate were

raised, saying that once the refuge become full of cyclists, any subsequent cyclist crossing to the island may find themselves waiting in a live traffic lane. Visibility emerging from Melbourne Street for cyclists heading north was commented upon as being restricted by the bend in Fishergate. The James Street off-road path was also discussed, concluding that it was something that most cyclists wouldn't use it, as it would introduce the danger of crossing side roads and private accesses, and increase the journey times and effort needed to cycle along James Street. With this in mind, along with the cost of such an approach and the fact that it does not accord with the Hierarchy of Provision mentioned in Local Transport Note 02/08 (Cycle Infrastructure Design), York Cycle Campaign wish to vigorously oppose the James Street path.

### **Issues Arising/ Possible Scheme Amendments**

35. The consultees are not generally supportive of designating Wellington Street and Wolsley Street as part of the OCR. Instead, they think that most cyclists would prefer to use Heslington Road as it more direct and therefore this should form the designated route. On reflection, officers agree that for many cyclists Heslington Road would be a suitable route choice but that for less confident cyclists, the quiet road option would be more attractive. Therefore it is proposed to include a section of Heslington Road designated as the OCR, but with a local alternative quiet road route signed through Wellington Street and Wolsley Street.
36. The New Walk riverside path is impassable due to flooding for approximately 14 days per year. During this time, a diversion route for cyclists would be possible via Fulford Road and Hospital Fields Road to access Millennium Bridge, which is normally still passable in flood for all but three or four days per year. A permanently signed diversion route, for use only during times of flood, is therefore proposed for Blue bridge Lane, This proposes to direct cyclists from New Walk to Fulford Road to access Millennium bridge via Hospital Fields Road. For the shorter period of time that Millennium Bridge may be impassable due to extreme flooding, no diversion is proposed, as it is considered a temporary and uncommon event.
37. The traffic islands and refuges proposed in Fishergate are intended to stop traffic from over-running the central hatched area in which turning cyclists may be waiting to turn. The capacity of the remaining hatch will be large and is therefore not thought to lead to crowding issues. However, in all cases, cyclists need to decide before initiating a part or full crossing of a main road it can be completed safely. With regard to the visibility from Melbourne Street, the visibility will be improved via footway widening as part of the Fishergate scheme.
38. The use of an off road path in James Street is considered to be in compliance with the Hierarchy of Provision described in LTN 02/08. Where viable, this hierarchy recommends looking at reducing traffic volumes/speeds as the first choice to improve conditions for cyclists, and where this is not possible, to redistribute road space for the benefit of cyclists. Beyond this the hierarchy supports the use of off-road paths.

Unfortunately, the first two approaches are not considered feasible in James Street given its local characteristics and its importance in the strategic road network. Hence, the provision of an off-road path is considered the best option to accommodate cyclists who are not sufficiently confident to cycle along James Street which has a high level of HGV and bus traffic.

39. Following the above feedback and discussion, it is considered beneficial to amend the proposals to that shown in **Annex E** to form the basis of public consultation.

## **Hob Moor to Water End**

40. The outline scheme proposals considered at the 2nd February Decision Session are shown in **Annex F**. Since then, officers have examined alternative route alignments that respond to the desire to improve connectivity to the OCR, particularly with the outlying residential areas to the west. This led to the development of the revised scheme shown in **Annex G**, with the key changes discussed below.

### Key Changes

41. The key change to the overall route affects the section between York Road to Green Lane/Hamilton Drive roundabout. This change replaces the quiet road route of Hobgate and the southern section of Moorgate, with a route via Green Lane and the Milner Street area to improve connectivity with the residential areas further west.
42. **Green Lane:** various options to make the environment on Green Lane more conducive to cycling have been considered, however all appear to have significant difficulties. For example, the road is too narrow for on-road facilities, and creating an off-road path would be problematic due to mature trees and ground level difficulties leading to drainage issues. Therefore, the only measure thought likely to create a suitable environment for a wide range of cycling abilities, is to introduce a 20 mph speed limit order supported by physical traffic calming. This should then slow traffic sufficiently for cycles to ride comfortably with traffic.
43. **Milner Street/Gladstone Street:** these streets provide the most direct and convenient link between Green Lane and York Road. However, they are currently heavily parked residential streets that often suffer from conflicts between opposing vehicles on the resultant narrow carriageway. Therefore, it is proposed to promote a traffic order to convert these streets to one way working; both to remove conflicts with opposing traffic for the benefit of cyclists, and to aid residential traffic flow. Early indications are that residents are supportive in principle and have been in contact with the neighbourhood policing teams to generate a petition for action.
44. **Manor Drive North/Boroughbridge Road:** this could provide a quiet route alternative for southbound cyclists who would prefer to avoid the steep gradient in Lindsey Avenue. However, this would involve cycling a short distance along Boroughbridge Road, which is very busy with a high level of



bus and HGV traffic. Therefore it is not proposed to formally designate this alternative as part of the OCR until suitable cycle improvements are implemented on Boroughbridge Road in 2011/12 as part of the planned A59 Corridor Improvement Scheme. In the short-term, cyclists will be routed via Lindsey Avenue for both directions of travel.

### **Consultation**

45. Details of the revised proposals (as shown in **Annex G**) were sent to relevant councillors and other key consultees for comment. Feedback is summarised below:

#### Ward Councillors:

- Cllr. A. Waller, Cllr. Stephen Galloway and Cllr. Susan Galloway:

Collectively commented to say that they support the section of the route between Water End and York Road. That they support the introduction of a one-way system on Gladstone Street and Milner Street and making the Milner Street area a 20mph zone in line with the wishes of residents. The councillors also commented to say that Green Lane residents are unlikely to support physical traffic calming measures, and that these should therefore be removed from the proposal and that a vehicle activated sign (VAS) would be welcomed by residents.

- Cllrs Alexander, Crisp and Bowgett: no comments received at the time of finalising this report

#### Other Member Views:

- Cllr. D'Agorne: no comments received at the time of finalising this report
- Cllr Gillies: commented to say that parked vehicles in Manor Drive North, the incline from Boroughbridge Road and the journey along Boroughbridge Road itself, constitute a more dangerous route than from Boroughbridge Road direct to Lindsey Avenue.
- Cllr Potter: raised some further questions about the proposal and did not object to the scheme

#### Other Consultees:

46. Police: the Police reminded officers that the only authorised outlet for any comments relating to road/highway matters are those given from the traffic management office. Their comments are as reported below:

47. Green Lane is already an area that generates complaints of speeding at the posted 30mph limit. Therefore, any proposal to introduce a 20mph limit should have particularly robust engineering measures to make the speed limit self enforcing. The Police policy on supporting 20mph speed limits is:

“The relevant traffic authority for the highway concerned is responsible for the management of that highway.

The imposition of any 20 mph speed limit is made with due regard to the traffic authorities responsibility under the relevant legislation and will comply with DfT guidance.

The assumption of North Yorkshire Police is that if correctly placed, the speed limit will be self enforcing and the relevant traffic authority are fully responsible for ensuring that it meets those aims.

With due regard to the obligations of the traffic authority, North Yorkshire Police will not undertake any routine speed enforcement on any highway that has a 20 mph limit imposed.

It will be the duty of the relevant traffic authority to put into place corrective speed reduction measures if that limit fails”.

48. With regard to the one-way system for the Milner Street Area, the Police are not supportive of the proposals because the benefit to cyclists is slight and the inconvenience to residents large. The likelihood of enforcement issues is expected to be high, with an increased danger for cyclists and residents from the increased traffic speeds that often result following the introduction of a one way system. Enforcement involving cyclists is also difficult, and there are currently no difficulties with access in these streets for cyclists.
49. With regard to the existing Zebra crossing in York Road, the Police are not supportive of its conversion to a Toucan because they believe it will increase accidents. This view is based on a past desk study, in which it was discovered that the level of accidents near signal controlled crossings was higher than that found near Zebra crossings. Although further examination of this issue is needed to separate out other traffic factors from the results, it is initially thought that the presence of the red/green man indicators could be detrimental to pedestrian safety because they can often be followed arbitrarily, rather than with due regard to traffic that may still be moving, as would be the case on a Zebra crossing.
50. Cycling Touring Club: commented to say the proposed on road cycle lane in Water End would be beneficial and that the existing one-way cycle path could benefit from enhanced designation to make it clearer to pedestrians that it is intended for use by cycles only. The improvements to the path between Manor Drive North and Manor Drive South should consider that motorcycles may abuse the facilities and measures to restrict access but allow cycles to pass may be worthwhile.
51. York Cycle Campaign: commented to say that they have some concerns about the visibility from Milner Street into Green Lane.

## Issues Arising/Possible Scheme Amendments

52. **Green Lane:** the feedback from ward councillors that the residents of Green Lane would not be supportive of physical traffic calming is considered to be an important issue, as the creation of a slower traffic speed environment is thought to be the only practicable way of assisting cyclists in Green Lane.
53. Without physical traffic calming it would not be possible to introduce a 20mph speed limit. This is because the average recorded vehicle speed of 27mph is well above the local and national threshold for a 20mph speed limit, which requires average speeds to be 24mph or less. This threshold recognises that the Police do not have sufficient resources to provide enforcement for 20mph speed limits, and without their regular presence a 20mph limit relying on signs alone will have only a short lived impact on most driver's speed. Unless a reduced speed limit is fully effective, conditions on the carriageway would not be significantly improved.
54. Evidence shows that VAS can lower traffic speeds by perhaps 1-3 mph. The existing 85th percentile traffic speeds in Green Lane is around 35mph and therefore a VAS could be usefully deployed in encouraging greater compliance with the current 30mph limit. However, the use of VAS could not provide a substitute for the physical traffic calming required to create an effective 20mph zone.
55. Given the difficulties in creating an environment on Green lane suitable for use by cyclists of all abilities, it is proposed to retain Green Lane as a signed route primarily for confident cyclists and reinstate Hobgate as the designated OCR.
56. To assist cyclists who choose to use Green Lane, and for the benefit of local residents, 30mph speed "enforcing" VAS could be deployed in Green Lane.
57. **Milner Street Area:** although the Police have reservations about the proposed one-way system, Officers consider there would be advantages for local residents and through cyclists and that there would be good local support for these proposals.
58. In addition, the Westfield ward councillors have suggested that the area would also benefit from having a 20mph speed limit. Officers consider that this could be beneficial to help maintain low speeds which can increase when a one-way system is introduced due to the removal of interaction with on-coming traffic. A 20mph speed limit is likely to be self enforcing in this area due to on-street parking and the restricted road widths. However, the option of introducing physical traffic calming may need to be considered in the future if monitoring highlights a problem with traffic speeds. Visibility from Milner Street to Green Lane is limited for drivers of vehicles but for cyclists, who can position themselves closer to the Give-way line, visibility is considered sufficient to allow safe egress to be made.

59. Following the above feedback and discussion, it is considered beneficial to amend the proposals to that shown in **Annex H** to form the basis of public consultation, including the advertising of the necessary traffic orders. This amended scheme will improve connectivity to the OCR for the residents of the Milner Street Area directly, and cyclists approaching from west via Dijon Avenue and Front Street. This would then leave Green Lane (supported by VAS) as a signed local cycle route alternative for confident cyclists, or those who do not find it possible or attractive to use the Lynden Way snicket.
60. To reduce the risk of not delivering a functional OCR within this financial year, it is proposed that the traffic orders for the Milner Street Area (one-way and 20mph speed limit) are progressed separately to the OCR. This removes the risk of any natural variation in the duration of the traffic order process becoming a critical delay for the OCR.
61. **Toucan Crossings:** the concern expressed by the Police that signal controlled crossings may have a higher rate of accidents than Zebra crossings is based on the assumption that pedestrians will begin to cross when they see the green man opposite regardless of the movement of traffic. While it is the case that the data presented by the Police shows more accidents occur at signal controlled crossings than at Zebras, the figures are not refined enough to draw definitive conclusions as to either the validity of the statement about accident numbers being higher or that the signalisation is a cause of accidents. On a related note, the red/green men symbols on Puffin and Toucan crossings are now on the nearside, rather than on the far-side as was the case with the older Pelican format crossing. This nearside indicator draws the user's attention to the push button unit to wait for the green man signal to cross, which in turn has the advantage of also placing approaching vehicles in the field of view of pedestrians because the push button units are always placed to the right hand side of crossings. While it is difficult to say for certain, the proposition of the Police seems to be reflected in an emerging trend that Puffins and Toucans are safer than Pelicans. With this in mind, the dangers associated with crossing carelessly should be reduced by using the proposed Toucan format crossing with its nearside green man signals, over that of a using a traditional Pelican crossing with far side signals. In addition, the number of pedestrians that already use the Zebra crossing is high, so to reflect the concern the Police have about heeding traffic, a second high level near side repeater will be added to the proposals to guard against groups of pedestrians obscuring the nearside indicators.

## **Options on the Way Forward**

62. The options for the Executive Member to consider at this point in time are primarily aimed at reaching defined and achievable route choices for two sections of the OCR:

### James Street to Millennium Bridge

63. Option One – Provide in-principle approval for the James Street to Millennium Bridge section of the OCR, as consulted upon internally and as

shown in **Annex D**. Also authorise Officers to undertake further detailed design and public consultation (including the advertisement of necessary Traffic Regulation Orders), with feedback to be reported to an Officer in Consultation meeting.

64. Option Two – Provide in-principle approval for an amended James Street to Millennium Bridge proposal (i.e. with a short section of Heslington Road designated as the OCR but with a local, alternative quiet road route signed through Wellington Street and Wolsley Street) as a response to consultation and as shown in **Annex E**. Also authorise Officers to undertake further detailed design and public consultation (including the advertisement of necessary Traffic Regulation Orders), with feedback to be reported to an Officer in Consultation meeting.

### Hob Moor to Water End

65. Option One – Provide in-principle approval for the current Hob Moor to Water End section of the OCR, as consulted upon internally and as shown in **Annex G**. Also authorise Officers to undertake further detailed design and public consultation (including the advertisement of necessary Traffic Regulation Orders), with feedback to be reported to an Officer in Consultation meeting.
66. Option Two – Provide in-principle approval for an amended Hob Moor to Water End proposal (i.e. utilising the quiet roads of Hobgate for the designated OCR with a local, alternative route for confident riders signed along Green Lane and through the Milner Street Area) as a response to consultation and as shown in **Annex H**. Also authorise Officers to undertake further detailed design and public consultation (including the advertisement of necessary Traffic Regulation Orders), with feedback to be reported to an Officer in Consultation meeting.

## **Analysis of Options**

67. Based on the consultation feedback and discussion of the issues raised, Officers consider that Option Two for both schemes represents the best way forward. The next step would be to develop plans for public consultation based on the amended scheme proposals and to initiate the necessary traffic order processes. This forms the basis of the recommendations set out in paragraph 9.

## **Corporate Priorities**

68. The schemes would contribute to the following Corporate Priorities:
- Sustainable City – the schemes should encourage more residents to join radial routes into the city and in addition, would provide access to many employment sites, schools, leisure facilities, healthcare and retail sites. The creation of the full OCR is thought to have the potential to significantly increase cycling levels across the city, in preference to using motorised forms of transport.

- Safer City – the schemes would make many of the crossings with radial routes easier and safer for cyclists to achieve.
- Healthy City – the schemes should encourage more cycling, which would have a beneficial effect upon peoples' health.

The schemes would also contribute to several of the aims of the Local Transport Plan, namely:

- Encourage essential journeys to be undertaken by more sustainable modes where possible;
- Reduce the level of actual and perceived safety problems.

## Implications

### Financial/Programme

69. Resources are available from a number of sources to fund the Orbital Route including the Local Transport Plan, Cycling England and developer contributions. The Cycling City element has to be spent by the end of March 2011. Therefore, it is important that the alignment of the OCR for these two schemes is finalised to provide sufficient time to construct the all three remaining sections by this deadline.

70. The reductions to capital funding of £1.452m in 2010/11 notified by the government on 10 June has meant that the overall capital programme has been reviewed closely. The results of this review and proposed alterations to the allocations across the programme are presented in the Capital Programme Consolidated report to this Decision Session. The orbital cycle route has been reviewed to ensure that the most cost effective solution is progressed. Further value engineering will be undertaken during the detailed design stage to minimise costs wherever possible. Subject to the acceptance of the proposed changes to the programme by the Executive Member the necessary funds have been allocated to complete the orbital route as set out in the following table.

	February Proposal (current 2010/11 allocation)	Revised Route Proposal	Post Consultation Amended Proposal
Hob Moor to Water End	190K	270K (includes Green Lane)	180K (excludes Green Lane)
James Street to Millennium Bridge	600K	560K	560K
Clifton Green to Crichton Avenue	370K	390K	390K
TOTAL	1160K	1220K	1130K

## Human Resources (HR)

71. There are no human resources implications.

## Equalities

72. An Equalities Impact Assessment has been drafted for the Cycling City Initiative, which discusses the use of shared pedestrian and cyclist areas, and concludes that these should only be used as a last resort or where there are special considerations, such as a high volume of children using the route.

73. The James Street to Millennium Bridge section of the OCR proposes an off-road shared use path in James Street where pedestrian use is light, and protection for cyclists from HGV's is particularly important. Another small area of shared use path is proposed to serve the Toucan crossing legs at the revised James Street/Lawrence Street junction; which will be improved so that cyclists can remain mounted when accessing Regent Street and pedestrians will have greater opportunities to cross under signal control.

74. In the Hob Moor to Water End proposals, there is a shared use area adjacent to the proposed Toucan in Acomb Road; where although pedestrian activity is high, there is/will be a generous path width on both sides. A new area of shared use path is also proposed near Green Lane roundabout that will allow cyclists to bypass the large roundabout without conflicting with the usage of the nearby shops by pedestrians.

75. In the Clifton Green to Crichton Avenue scheme, the proposed paths are for cycle use only, as existing footpaths at the carriageway edges and in the centre of Kingsway North's central area can cater for all pedestrian movements. Where these paths inevitably junction or cross the cycle path, small shared used areas will be needed.

76. For all three schemes, during consultation on detailed proposals views from a wide range of consultees will be sought to ensure that opportunity is given to raise concerns over any equality aspects of the proposals.

## Legal

77. The Council has powers to implement the proposals under the provisions of the Highways Act 1980 and the Road Traffic Act 1988.

## Crime and Disorder

78. There are no crime and disorder issues.

## Information Technology (IT)

79. There are no information technology implications.

## Property

80. There are no property implications.

## Risk Management

81. Physical - there is always a potential for new safety issues to arise whenever an existing highway layout is altered, but risks are minimised through careful design and the road safety audit checking process.
82. Organisation/Reputation - there is a risk of criticism from the public in implementing a scheme to which some people may have objections, but there could also be criticism from potential supporters of the scheme if it is not implemented. Good quality consultation should ensure that well informed decisions are made about the scheme and reduce the risk of public criticism.
83. Financial – there is a risk with the current proposals that the time required to promote the Green Lane elements could delay scheme delivery beyond the Cycling England matched funding deadline. This possibility of an overrun creates a financial risk score of 12, as matched funding may be withdrawn.
84. A score of 12 is not in itself a concern but if the likelihood of such an overrun increases from “possible” to “probable”, as would be the case if the necessary traffic orders prove protracted or new route alignment is required, then the financial risk score would become high enough to constitute a Corporate Risk. With the amended proposals, that do not include the Green Lane elements, and separate out the Milner Street TRO from the OCR, the financial risk is reduced to 9 as shown below:

<b>Risk Category</b>	<b>Impact</b>	<b>Likelihood</b>	<b>Score</b>
Physical	Medium	Unlikely	6
Financial	High	Unlikely	8
Organisation/Reputation	Medium	Unlikely	6

85. Measured in terms of impact and likelihood, the amended proposals have risk scores that have been assessed at being lower than 16. This means that at this point, the risks need only be monitored as they do not provide a real threat to the achievement of the objectives of this report.
86. Finalising the location of the OCR and selecting the amended proposals will help minimise any delay and maintain the above risk scores.



## Contact Details

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	<b>Report Approved</b>	✓	<b>Date</b> 23/06/10
<b>Specialist Implications Officer(s)</b> There are no special implications			
<b>Wards Affected:</b> Holgate, Westfield, Guildhall, Fishergate, Heslington, Clifton			<b>All</b>
<b>For further information please contact the author of the report</b>			

### Background Papers:

“York Cycling City” – report to the Meeting of Executive Members for City Strategy and Advisory Panel on 8 September 2008

“Cycling Infrastructure within York – Standards, Evaluation Tool, and Cost/Benefit Matrix” - report to the Executive Member for City Strategy Decision Session on 20 October 2009.

“Orbital Cycle Route Scheme – Proposals for the three remaining sections” a report to the Decision Session of the Executive Member for City Strategy on 2nd February 2010.

### Annexes:

**Annex A** – Clifton Green to Crichton Avenue: Original Proposals (Feb'10)

**Annex B** – Clifton Green to Crichton Avenue: Current Proposals

**Annex C** – James Street to Millennium Bridge: Original Proposals (Feb'10)

**Annex D** – James Street to Millennium Bridge: Current Proposals

**Annex E** – James Street to Millennium Bridge: Amended Proposals

**Annex F** – Hob Moor to Water End: Original Proposals (Feb'10)

**Annex G** – Hob Moor to Water End: Current Proposals

**Annex H** – Hob Moor to Water End: Amended Proposals