

Haxby to Clifton Moor Cycle Route Proposals

Summary

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

Background

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

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

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

Proposals

Haxby Road Connection and Crossings

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

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

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

Railway Bridge and Approach Ramps

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

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

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

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

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

Wigginton Road Crossing Link to Clifton Moor Retail Park

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

Consultation

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

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

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

Returned Questionnaires

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Emergency Services Feedback

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

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

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

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

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

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

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

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

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

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

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

York Cycle Campaign

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

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

York Older People's Assembly

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

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

New Earswick Parish Council

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

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

Ward Councillor Feedback

38. The following Ward councillors responded to the consultation:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Political Group Representative Feedback

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

Issues Arising from Further Design Work

40. The following issues have arisen as part of further design work:

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

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

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

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

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

Road Safety Audit

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

Estimated Cost of Proposals

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

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

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

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

Option Choices

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

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

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

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

Analysis

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

Council Plan

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

Implications

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

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

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

54. **Property** – None.

Risk Management

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

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

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

Recommendations

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

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

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Report Approved **Date** 27 August 2013

Specialist Implications Officer(s)

There are no specialist officer implications.

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

For further information please contact the authors of the report.

Background Papers:

None.

Annexes:

Annex A – Plan showing “Indicative Route Alignment”.

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

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

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

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

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

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

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