

Notice of meeting of

Decision Session - Executive Member for City Strategy

To: Councillor Steve Galloway (Executive Member)

Date: Tuesday, 1 June 2010

Time: 4.00 pm

Venue: The Guildhall, York

AGENDA

Notice to Members – Calling In

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

10.00 am on Friday 28 May 2010 if an item is called in before a decision is taken, or

4.00pm on Thursday 3 June 2020 if an item is called in after a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00pm on Friday 28 May 2010**.

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. Minutes (Pages 3 - 18)

To approve and sign the minutes of the last Decision Session held on 11 May 2010.

3. Public Participation - Decision Session

At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **5:00pm on Friday 28 May 2010.**

Members of the public may register to speak on:-

- an item on the agenda;
- an issue within the Executive Member's remit;
- an item that has been published on the Information Log since the last session.

Note: No items have been published on the Information Log since the last Decision Session.

4. A19 Fulford Road and Fishergate Gyratory Improvements Studies (Pages 19 - 42)

This report identifies the transport issues to be addressed and potential improvement measures in the following areas on the A19 Fulford Road corridor:

- Cemetery Road junction
- Cemetery Road to Fishergate School
- Fishergate Gyratory and
- Piccadilly junction

5. Water End Cycle Scheme Evaluation (Pages 43 - 124)

To advise the Executive Member of the outcome of the monitoring of the Water End cycle scheme and consider the effectiveness of the scheme in encouraging increases in cycling levels. The report also considers the purpose of the scheme, traffic and cycle data and the impacts of the scheme on other parts of the highway network and reviews the option contained in a previous report to implement a road closure with reference to the draft recommendations from the Councillor Call for Action Task Group.

6. 20mph Speed Limit Petitions for Sovereign Park and Dodsworth Avenue (Pages 125 - 136)

This report advises the Executive Member of the proposed response to the receipt of two petitions requesting 20mph speed limits at Sovereign Park and Dodsworth Avenue.

7. City Strategy Capital Programme - 2009/10 Outturn Report (Pages 137 - 162)

This report informs the Executive Member of the outturn position for schemes in the 2009/10 capital programme and provides details of any variations between the outturn and budget and seeks approval for funding to be carried forward to 2010/11.

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

Democracy Officer:

Name: Jill Pickering

Contact details:

- Telephone – (01904) 552061
- E-mail – jill.pickering@york.gov.uk

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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- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
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Holding the Executive to Account

The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council

Committee Minutes

MEETING	DECISION SESSION - EXECUTIVE MEMBER FOR CITY STRATEGY
DATE	11 MAY 2010
PRESENT	COUNCILLOR STEVE GALLOWAY (EXECUTIVE MEMBER)

96. DECLARATIONS OF INTEREST

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

97. MINUTES

RESOLVED: That the minutes of the last Decision Session – Executive Member for City Strategy, held on 6 April 2010 be approved and signed by the Executive Member as a correct record.

98. PUBLIC PARTICIPATION - DECISION SESSION

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme. Details of the speaker are set out under the individual agenda item.

99. PUBLIC RIGHTS OF WAY - WILDLIFE & COUNTRYSIDE ACT 1981 - PREPARATION OF DEFINITIVE MAP FORMER COUNTY BOROUGH OF YORK (GUILDHALL, FISHERGATE, MICKLEGATE WARDS)

The Executive Member considered a report, which sought to assist him in determining whether or not to make a number of Definitive Map Modification Orders to record public rights of way on the Definitive Map for the former Borough of York within Guildhall, Fishergate and Micklegate Wards.

Consideration was also given to the Officers tabular response to each of the representations made in writing by Councillors Merrett, D'Agorne and the Ramblers Association for which this item had been deferred at the last Decision Session.

Councillor Merrett referred to additional comments he had forwarded to Officers, prior to the meeting, raising a number of issues in relation to various routes. He stated that since the meeting he had viewed the Sustrans route adjacent to the Law College/Middlethorpe and that the gate previously referred to did not obstruct this route as had been stated so he felt that this path should be included on the Definitive Map. He also referred to an additional path he had identified in Knavesmire Woods and to the path on Mill Mount/Scarcroft Hill for which he had received conflicting information about its status. He hoped these routes could also be added to the Map.

Officers confirmed that they welcomed evidence in relation to the existence of the various paths and that Members comments would be taken on board.

The Executive Member referred to the Officer responses made to representations and he confirmed that he was now satisfied that the Orders could be advertised.

He considered the following options:

Option 1: Make the necessary DMMOs to add those paths to the Definitive Map that are recommended in the Schedules. This option is recommended; or

Option 2: Do not make the DMMOs to add the paths to the Definitive Map.

RESOLVED: That the Executive Member approves Option 1, and agrees to:

- i) Authorise the Head of Civic, Democratic and Legal Services to make and advertise the required Definitive Map Modification Orders to add all those paths to the Definitive Map, where it is recommended based on the evidence available, to make an Order (see bottom of page of each Schedule (Annexes 1-3) for recommended action).
- ii) If no objections are received, or any objections received are subsequently withdrawn, the Orders referred to in i) above be confirmed; or
- iii) If objections are received, and not withdrawn, the Orders, or relevant parts thereof, be referred to the Secretary of State for determination.¹

REASON: As surveying authority for the area, the City of York Council has a statutory duty (Wildlife and Countryside Act 1981, section 55(3)), to produce a Definitive Map and Statement for the former County Borough of York; and in doing so is obliged to make Definitive Map Modification Orders to register the existence of all public rights of way in that area.

Action Required

1. Instruct Head of Legal Services to make DMMO's.

JC

100. PUBLIC RIGHTS OF WAY - WILDLIFE AND COUNTRYSIDE ACT 1981 - PREPARATION OF DEFINITIVE MAP FORMER COUNTY BOROUGH OF YORK (HOLGATE, CLIFTON, HEWORTH AND HULL ROAD WARDS)

Consideration was given to a report which sought to assist the Executive Member in determining whether or not to make a number of Definitive Map Modification Orders to record public rights of way on the Definitive Map for the former County Borough of York within the Wards of Holgate, Clifton, Heworth and Hull Road.

The Executive Member pointed out that there had been very few comments and objections submitted in relation to these proposals. He then considered the following options:

Option 1: Make the necessary DMMOs to add those paths to the Definitive Map that are recommended in the Schedules. This option is recommended; or

Option 2: Do not make the DMMOs to add the paths to the Definitive Map.

RESOLVED: That the Executive Member agrees to:

- i) Authorise the Head of Civic, Democratic and Legal Services to make and advertise the required Definitive Map Modification Orders to add all those paths to the Definitive Map, where it is recommended, based on the evidence available, to make an Order (see bottom of page of each Schedule (Annexes 1-4) for recommended action).
- ii) If no objections are received, or any objections received are subsequently withdrawn, the Orders referred to in i) above be confirmed; or
- iii) If objections are received, and not withdrawn, the Orders, or relevant parts thereof, be referred to the Secretary of State for determination.¹

REASON: As surveying authority for the area, the City of York Council has a statutory duty (Wildlife and Countryside Act 1981, section 55(3)), to produce a Definitive Map and Statement for the former County Borough of York; and in doing so is obliged to make Definitive Map Modification Orders to register the existence of all public rights of way in that area.

Action Required

1. Instruct Head of Legal Services to make DMMO's.

JC

101. BLOSSOM STREET MULTI MODAL SCHEME - CONSULTATION RESULTS; ANALYSIS OF NETWORK IMPLICATIONS AND OPTION SELECTION

The Executive Member considered a report, which informed him of the results of the citywide public consultation undertaken on the proposed improvements to the Blossom Street area. The report also advised of the road network implications of any alterations made to Blossom Street and its junction with Queen Street, Micklegate and Nunnery Lane, following further detailed analysis.

The following options had been considered as part of the proposals:

Option A is merely a comparison case to the base model and acts as the 'status quo'. The only change here is the conversion of the bus-gate from signalised to a merge. As discussed, this does show some apparent benefit to car users of this corridor and therefore acts as the 'do minimum' case against which each of the other Options are compared.

Option B (which was *Option 1* in the public consultation) includes a new signalised one-stage pedestrian crossing between the Bar Convent and the Windmill PH, much to the benefit of pedestrians. In addition, the inbound Blossom Street stop-line is set further back so that larger vehicles can make an easier left turn into Queen Street. Furthermore, an extended cycle feeder-lane is introduced under Micklegate Bar outbound so that outbound cyclists can travel to the front of stationary traffic to access the ASL, unhindered by vehicles queuing and blocking the archway.

Option C is the same, other than that the two other 'staggered' (two-stage) pedestrian crossings, at Holgate Road and outside the cinema, are straightened into one-stage so that pedestrians can cross in one movement.

Option D is the same as Option B (with similar benefits), except this time one inbound traffic lane on Blossom Street is removed (three lanes reduced to two) so that room is made to introduce a new inbound cycle lane. This has the benefit that cyclists now have a facility inbound. In addition, inbound traffic lanes would be significantly wider than the narrow ones, which are currently present. With wider traffic lanes and with already being displaced further from the kerb by the new cycle lane, left-turning vehicles would no longer need to straddle both lanes and could easily make the manoeuvre.

Option E (which was Option 2 in the public consultation) is the same, other than that the flare from one to two traffic lanes occurs later inbound, after the cinema crossing. This means that the inbound cycle lane can be continuous from Holgate Road to the Micklegate junction.

Option F (which was Option 3 in the public consultation) includes a new staggered two-stage pedestrian crossing outside the Bar Convent and also on the Queen Street arm, to improve capacity of this junction. In addition, although similarly inbound to Option E for cyclists, a further cycle lane is introduced, as well as an outbound cycle lane. As a result, outbound traffic lanes are reduced from two to one, and consequently the two outbound Queen Street lanes must be separately phased.

Officers circulated an update at the meeting which detailed their responses to additional comments received from Paul Hepworth of the Cyclists Touring Club, the Cycling City York Major Infrastructure Group and Councillors

D'Agorne and Merrett in relation to the proposed improvements in this area (copy of comments and responses attached as an annex to these minutes).

Officers confirmed that the preferred option was a finely balanced revision and a compromise of the various options put forward to improve safety for all users and maximise benefits for cyclists and pedestrians where possible.

Representations were then received from Mr Hoedeman who referred to previous promises of significant steps forward being made in relation to sustainable transport. This had been promised with the inner ring road; pedestrianisation and more recently speed restrictions and he pointed out that this scheme did not succeed in the promotion of sustainable transport. He stated that Blossom Street was already a nightmare for cyclists and he felt that the proposals would only result in a significant diversion of traffic onto other routes. He requested the Executive Member to defer further consideration of the proposals to allow for changes to be made. He felt that the present proposals would not assist cyclists and referred to the dangers involved in the use of the new route for cyclists through the station car park.

Councillor Merrett made representations on behalf of the three Micklegate Ward Members. He confirmed that they welcomed the works and the consultations undertaken with residents. He went on to raise a number of concerns including that no separate cycle lanes were proposed on the Blossom Street approach and that a comprehensive traffic solution was the only means of improving safety for cyclists. He raised a number of points relating to the preferred route detailed in Annex E of the report including concerns at the arrangements for cyclists at Micklegate Bar, queuing traffic at the Holgate Road approach affecting air pollution and the knock on effects of the proposals which they felt would encourage rat running in the South Bank area.

Officers responded to these issues in particular that the Blossom Street junction was already at capacity and that any changes would inevitably have a knock on affect elsewhere but they pointed out that this was a multi modal scheme and one that should not disadvantage other highway users.

The Executive Member referred to the wide consultation that had been undertaken in relation to these proposals with the key objective of making the junction safer for all road users. He pointed out that there had been widespread public support for many of the proposed features of the revised layout, however there were a clear majority of residents who were opposed to reducing the number of traffic lanes and he confirmed that he respected that view in the decision he would make.

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

- i) Note the results of the public consultation;
- ii) Note the results of micro-simulation computer modelling undertaken to ascertain the road network impact of making various alterations to Blossom Street;

- iii) Approve the implementation of the preferred option detailed in Annex 'E', in order that further consultation can be undertaken locally to develop detailed design, resulting in works being tendered and construction commencing in the autumn of 2010; ¹.
- iv) Delegate to the Director of City Strategy authority to approve the detailed design of the scheme, including refinements aimed at addressing any outstanding Police comments about safety issues, as well as any practical opportunities to include cycle priorities on Holgate Road and to reduce the problems caused by the cobbled gutter, and vehicles poorly parked on the double yellow lines, on the narrow strip of cobbles on the south side of Blossom Street; ².
- v) Request Officers to pursue the introduction of additional loading and waiting restrictions in Blossom Street so that any agreed changes can be implemented at the same time as other work is completed in the area. ³.

REASON:

The proposals will provide facilities to enhance the accessibility and safety for all users of this road, with significant improvements for the more vulnerable users: pedestrians and cyclists. In addition, the streetscape and approach along Blossom Street towards the historic Micklegate Bar will be significantly improved, particularly by removing unnecessary street furniture. The proposed measures would also make a significant contribution towards the aims of the Council as a Cycling City.

Action Required

- | | |
|---|----|
| 1. Undertake consultation in relation to the proposals in Annex E. | RH |
| 2. Director of City Strategy to approve detailed design including any refinements required. | RH |
| 3. Arrange for the introduction of highway restrictions. | RH |

102. BUS CORRIDOR WORKS ON A59 BOROUGHBIDGE ROAD AND B1363 WIGGINTON ROAD

The Executive Member considered a report, which provided background information and timescales in relation to the various elements of proposed works to be constructed on the public highway as part of the Access York

Phase 1 project that had not been considered for approval within the planning application process.

The report also examined the consultation process requirements and outlined the draft proposals for the bus corridor and resurfacing works and the integration of the proposed cycling improvements.

Officers updated that, since the agenda had been published, the Planning Committee had, at their meeting on 29 April, granted planning permission for the Wigginton Road Park and Ride site.

Councillor Merrett welcomed the proposals and related bus priority measures. He asked that consultation should also be undertaken with Micklegate Ward residents and cycling groups. He confirmed that his only concern related to the bus service not penetrating the city centre and made suggestions as to possible routes to overcome this.

Officers confirmed that Micklegate Ward members would be consulted on the proposals and that they were in the process of examining eight different route options for the service.

The Executive Member confirmed that there had been no comments received in relation to the timescales and that it was important to coordinate other capital works with these improvements. He stated that he anticipated that there would be a lot of public interest in these proposals and that he hoped a consensus on the way forward could be agreed.

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

- (i) The consultation proposals as set out in paragraphs 12 to 14 of the report;
- (ii) The timescale for producing detailed reports to this Decision Session in September 2010 for further consideration; detailed in paragraph 9 of the report. ¹

REASON: To ensure that the Access York Phase 1 project continues to progress satisfactorily and to make sure that any approval of works within the public highway receives appropriate consultation

Action Required

1. Undertake consultation as detailed in report.

PT

103. OPERATION OF CITY OF YORK COUNCIL'S DIAL AND RIDE SERVICE

Consideration was given to a report, which set out the arrangements for the day-to-day operation of the Council's Dial and Ride service, which was currently delivered by the charity York Wheels. The Dial and Ride was a Council service for York residents who could not use other local bus services either because they could not get to a bus stop or who needed extra assistance at either end of their journey.

The Executive Member confirmed that, at this stage, only tenders were being invited for running the service and that there would be another opportunity to discuss options when interest in the contract was known. He stated that in view of representations received he was to amend the proposals to ensure that the voluntary sector were given equal opportunity to put forward their proposals should they so wish.

He then considered the following options:

Option 1 - Instruct officers to renegotiate a service level agreement with York Wheels for the day-to-day operation of Dial & Ride. This option will include setting and reviewing strategic targets on an annual basis to ensure the continuing improvement of assisted travel services for York residents.

Option 2 - Instruct officers to tender the day-to-day operation of Dial & Ride externally, including vehicle maintenance.

Option 3 - Instruct officers to bring all aspects of the operation of Dial & Ride in-house.

RESOLVED: That the Executive Member for City Strategy authorises Officers to tender the day-to-day operation of Dial & Ride externally, including vehicle maintenance (as set out as Option 2 in this report) and requests Officers to ensure, as far as possible, that the voluntary sector are enabled to submit tenders on an equal footing with the commercial sector.¹

REASON: To ensure that the Council continues to operate a high quality Dial & Ride service whilst ensuring that it is getting the best value for money across all aspects of the operation and to ensure that the service operates efficiently.

Action Required

1. Invite tenders for the running of the service.

PB

104. AN UPDATE ON THE PROGRESS MADE TOWARD THE INTRODUCTION OF INTEGRATED BUS TICKETING AND THE 'YORCARD' SCHEME

The Executive Member considered a report, which updated him on the current position concerning the introduction of an integrated ticket for York together with regional progress on the delivery of 'Yorcard'.

Officers updated that agreement had now been reached with the operators serving Elvington to introduce cross ticketing and that this was now in operation.

The Executive Member confirmed that this was a useful report which showed that some progress was being made on the difficult issue of cross ticketing and that the 'Yorcard' trial was to be further developed.

RESOLVED: That the Executive Member for City Strategy notes the contents of this report and:

- i) Support the continuation of work to support the introduction of both integrated and smart ticketing for bus passengers in York and specifically through work being undertaken as part of the Yorcard scheme. ¹
- ii) Agree to surveys being conducted to identify the demand for a multi-operator bus ticket alongside a citizens' panel survey. ²

REASON: Both integrated and smart ticketing will encourage greater bus use and will make bus travel more affordable.

Action Required

- 1. Progress 'Yorcard' scheme. AB
- 2. Undertake surveys to identify demand. AB

105. CITY OF YORK'S LOCAL TRANSPORT PLAN 3 - AMENDED CONSULTATION/PREPARATION STRATEGY FOR LTP3

The Executive Member considered a report, which presented details of a revised approach for processing the preparation of LTP3, due to the calling-in of the Executive Member's provisional decision on 2 March 2010 for undertaking the LTP3 Stage 2 Consultation.

Officers updated that with regard to the proposal to engage with stakeholders and the public through a 'dialogue' that they were currently pursuing externally the arrangement of an interactive web-based forum.

The Executive Member confirmed that it was unfortunate that the Stage 2 consultation on the LTP3 had been delayed, as this would restrict the amount of time for further discussion. However the proposed 'dialogue' would allow those with specific interests and concerns to explore them and the door to door survey on all residents in the autumn to give everyone the opportunity to influence the final content of the LTP3 document.

RESOLVED: That the Executive Member for City Strategy is recommended to:

- i) Notes the contents of the report, particularly Annex A which sets out the revised approach for preparing and adopting LTP3, by 31st March 2011.
- ii) Approves the revised approach at Annex A. ¹

REASON: To enable the effective preparation and adoption of the City's Local Transport Plan 3, before the current LTP expires on 31st March 2011.

Action Required

1. Pursue agreed consultation etc on LTP3.

IS

Cllr Steve Galloway, Executive Member for City Strategy
[The meeting started at 4.00 pm and finished at 5.00 pm].

Decision Session - Executive Member for City Strategy
 Tuesday, 11th May, 2010

**Agenda Item 6 – Blossom Street Multi Modal Scheme:
 Officers’ Response to Further Comments Received**

Comment	Officers’ response
<p>North Yorkshire Police</p>	
<p>1. Consideration should be given to the issues raised in the Stage 1 Road Safety Audit.</p>	<p>Following receipt of the Stage 1 RSA, a meeting was held with one of the authors of the audit and Officers from Transport Planning, Engineering Consultancy (Transport & Safety), Network Management, and the Assistant Director (City Development & Transport).</p> <p>The meeting was held to discuss the outcome of the audit, the safety concerns and to decide on any necessary amendments to the Preferred Option. Subsequently, each of the issues raised from the RSA was considered and addressed. Some recommendations were incorporated into the scheme. Others were rejected, with the reasoning explained below.</p>
<p>2. All proposals put forward result in significant safety issues that are not present with the current road layout. They will also result in an increase in the perception of danger to all road users.</p>	<p>There are inevitably some safety issues associated with designing this scheme - much is being proposed for a small area of road-space and at a junction that is already at capacity, so very little flexibility exists.</p> <p>There is already a high accident rate on Blossom Street, so improving safety is key, but with a compromise for maintaining the efficient operation of the road network in the area – and the layout in the proposed scheme reflects this.</p> <p>It is the view of Officers that the scheme perhaps does make users more cautious (due to the removal of the islands and the proximity of the traffic flows etc), but this is not a negative effect and is the type of proposal that the DfT favours for such space with a mix of users. Officers’ are of the view that the scheme makes the best use of available space and is an improvement on current layout to all users. The benefits of this scheme far outweigh the minimal risk to safety.</p> <p>As discussed in Paragraphs 60-69 of the report, the new route to the station (via Lowther Terrace), in addition to the alternative parallel route to the east of Blossom Street (using Scarcroft Hill), will provide a safer and more attractive route to using Blossom Street for those with limited confidence on a bicycle.</p>
<p>3. The current three (narrow) lane inbound layout causes a number of problems and consideration should be made to reducing to two lanes.</p>	<p>Was considered but rejected. Paragraph 70 of the report.</p> <p>Micro-simulation modelling indicates a significant loss of capacity with reducing the number of lanes here, also causing displacement of traffic onto alternative routes.</p> <p>Public opinion (resulting from the citywide consultation) is also not favourable at all.</p>

<p>4. Nothing done to aid left turning larger vehicles from Blossom Street into Queen Street.</p>	<p>These are aided by the left lane being displaced 1 metre further away from the footway due to the cycle feeder lane; the Blossom Street stop-line being set further back; and the islands on Queen Street being removed. Analysis shows that an FTR can make the manoeuvre solely from the left lane, no longer requiring to straddle two lanes.</p>
<p>5. Difficulty for cyclists inbound to get into straight ahead & right turn ASL from the proposed advanced cycle feeder lane. Consider another cycle lane on the nearside of the straight ahead lane.</p>	<p>Insufficient highway width to accommodate a secondary feeder lane and maintain adequate highway capacity. As it is only feasible to accommodate one cycle feeder lane on the Blossom Street city bound approach arm, it is preferable to accommodate cyclists in the nearside. This is based on the observed turning manoeuvres at the junction and the public consultation which showed certain cycle users (and potential cyclists) would not feel comfortable using a central feeder lane. Cyclists wishing to travel straight ahead or right will benefit from an increase in lane width on the approach arm leading to the stop-line.</p> <p>As discussed in 4. above, left turning vehicles also benefit from the current proposed position of the cycle feeder lane.</p> <p>To help cyclists get into the correct position, Officers now propose that where the two inbound traffic lanes flare to three, within the cycle feeder lane we provide arrows indicating that to continue within the feeder lane is for left-turners only.</p>
<p>6. The cycle lane should be a minimum of 1.5 metres in width to provide better separation between cyclists and other vehicles.</p>	<p>These are not 'cycle lanes' in the normal sense (for vehicles to pass cyclists leaving sufficient width, when travelling at 30mph). They are 'feeder lanes' into ASLs, their purpose to get cyclists down the inside of stationary vehicles and bypass the queuing traffic to reach the front of the queue. These arrangements have been adopted by CYC, within the Cycling Infrastructure Design Standards approved in 2009.</p> <p>To accommodate wider cycle lanes would require the removal of a traffic lane. As previously stated, this is not a workable transport solution in network capacity terms.</p>
<p>7. Long crossing distance for pedestrians at the new crossing between the Bar Convent and the Windmill PH. Consider retaining a refuge and stagger the crossing.</p>	<p>Discussed in Paragraph 74-76. Staggering the crossing and retaining the three lanes means that the refuge would have to be sub-standard in size and width, with a high likelihood of being struck, plus narrowing traffic lanes to sub-standard.</p> <p>Not providing a crossing in this location is not an option as pedestrian safety is one of the key aspects of this scheme.</p> <p>Therefore accepting a longer single-stage crossing is acceptable to Officers, with mitigating measures included to improve safety (e.g. on-crossing detection will be 'doubled up').</p>
<p>8. The pedestrian crossing near to the cinema has a refuge but is straight across with no stagger. Pedestrians who cross late in the cycle could find themselves stranded on the island.</p>	<p>The island will have push buttons in accordance with PUFFIN crossing guidelines, however, it is envisaged that pedestrians will cross the carriageway in one movement. When commissioning the signals, the engineer will allow sufficient clearance time for pedestrians to negotiate the full length of the crossing should they cross late in the cycle.</p>

Cycling City York Major Infrastructure Group	
<p>9. Disappointing that the preferred scheme appears to confirm that car drivers are still top priority, despite the Hierarchy of Users - where pedestrians and cyclists etc should be considered first. The scheme does not make a serious step towards promoting modal shift for a low-carbon transport arrangement.</p>	<p>Significant improvements have been made for pedestrians within the Preferred Option. Significant improvements (on the current layout) have also been made for cyclists. However, this can not (and should not) be done at the complete expense of the efficient operation of the road network, especially at such an important junction, as has been demonstrated in the micro-simulation modelling. There is an element of benefit and compromise for all users in this proposed scheme.</p> <p>With frequent buses using this street from the proposed relocated and enlarged Askham Bar and new Poppleton P&R sites, we should not make any alterations which could potentially cause increased bus journey times than at present - which would potentially discourage people from using the service as an alternative to their own private vehicles.</p> <p>Although of course the Hierarchy needs consideration, so also does the Traffic Management Act 2004, which gives the council a duty to "effectively manage the highway network in order to avoid, reduce or minimise congestion or disruption on the highway network for all road users".</p>
<p>10. The decision (to keep 5 traffic lanes) should not be based solely on the result of a public consultation. Drivers will always vote in their own interests.</p>	<p>Although public opinion was considered, the main decision to retain 5 traffic lanes in the Preferred Option was due to the results of the micro-simulation modelling which showed that any reduction in lanes significantly increased queue lengths elsewhere in the network (due to the key position of this particular junction) and which also caused vehicles to re-route through South Bank.</p> <p>The layout of the Preferred Option does not prejudice any further alteration in the future (i.e. removal of a traffic lane / wider cycle lanes) if further developments occur which restrain private car-use in the future. This could easily be achieved with the 'blank canvass' that Blossom Street presents with the proposed removal of the refuge islands.</p>
<p>11. Wholly inadequate improvements for cycle-users considering that this is a Cycling City scheme.</p>	<p>This scheme is a multi-modal safety improvement scheme for all users and is not solely for cyclists. Only a fraction of the cost of implementing this scheme would be potentially coming from the Cycling City grant, with the majority from the Local Transport Plan.</p>
<p>12. Fails to address the intimidating environment faced by outbound cyclists on Blossom Street. A central outbound cycle lane would be preferable.</p>	<p>With the new cycle pre-signal from Queen Street, cyclists should be clear of the Queen Street junction and in the correct lane positioning by the time the rest of the traffic follows.</p> <p>The decision not to put the outbound cycle feeder lane between the two traffic lanes was made after considering the many comments received from the public consultation where the public said that they would feel intimidated cycling between two lanes of traffic.</p> <p>A central cycle feeder lane is achievable (from South Parade to Holgate Road). However, cycle flows in this area during AM and PM peaks indicate nearly double the amount of cyclists travelling straight ahead at this junction than those turning right. Space is only available for one cycle feeder lane here, for straight ahead movements or right-turns. Officers have considered this and believe that for consistency (i.e. similar layout to other approaches in this area – Queen Street outbound for example), for safety, and to avoid confusion for cyclists and motorists, a nearside cycle feeder lane would still be preferable to one positioned between the two traffic lanes. This would also benefit a greater number of cyclists.</p>

13. The positioning of the inbound cycle (feeder) lane encourages cyclists to take up a dangerous position.	See 5. above.
14. 1.0 metre cycle (feeder) lanes are sub-standard and a token gesture to cyclists. These should be 1.5 metres as a minimum.	See 6. above.
15. Space for widened cycle lanes should be taken from the traffic lanes or from the footways / cobbled areas.	<p>Proposed traffic lane widths throughout the scheme area are already narrow, especially for a main arterial route and gateway into the city, used by large vehicles and many buses. Any further reduction in these widths may compromise safety.</p> <p>There are large numbers of pedestrians who use the footways and also there are significant costs associated with moving kerbs and drainage etc. Therefore Officers worked within the 'footprint' of the current carriageway dimensions.</p> <p>Conservation groups and local residents have strongly objected to any proposal to widen the carriageway at the expense of the cobbled areas. Furthermore on investigation, there are a large number of utilities positioned beneath the cobbles which would potentially need expensive diversionary work if we included this suggestion.</p>
16. Positive reaction to the 'head start' signal for cyclists emerging from Queen Street.	-
17. Support the extension of the feeder lane by-passing The Mount bus-gate, which is often blocked by buses.	-
18. A Keep Clear under Micklegate Bar will not be obeyed. Traffic signals north of the Bar would be the best solution (similar arrangement to Monk Bar).	<p>As set out in the report under paragraph 80, a Keep Clear at this location is not appropriate.</p> <p>The situation at Micklegate Bar is not the same as at Monk Bar (where the configuration of the traffic through the arches is different). Also, with traffic emerging from Bar Lane/Toft Green onto Micklegate just a few metres north of the Bar, traffic signals here would be very problematic. Furthermore they would require 'scheduled monument consent' which is a lengthy process. However, if required, traffic signals could be retrofitted to this area at any time in the future if deemed an appropriate measure.</p>
19. Any cycle lane should be bounded by kerbs on the traffic side, to prevent blocking by vehicles.	This would not be advisable as it would prevent cyclists from moving out of a cycle lane, across traffic lanes, to correctly position themselves at junctions.
20. The Lowther Terrace alternative route will only benefit a limited number of cyclists from Holgate Road, but is of no	With 87% of the public in favour of the Lowther Terrace/York Station route, it is obviously a popular proposal and will be well used.

<p>use to cyclists travelling onto Micklegate and Nunnery Lane.</p> <p>21. Why was the following reported within the report, when it has no foundation (as neither are a legal requirement)?: “11% of comments received were regarding cyclists not respecting the laws of the road, including not using cycle lanes and not wearing high visibility clothing.”</p> <p>22. Cars parked on double yellow lines on narrow strip of cobbles outside KFC are a problem and usually stick out into road. Cobbled gutter in same area exacerbates the problem for cyclists.</p>	<p>As set out in paragraphs 67 to 70 within the report, an alternative route already exists for those cyclists wishing to access Nunnery Lane and Ouse Bridge without needing to use Blossom Street. This route will be well signposted and promoted.</p> <p>It is correct that there is no legal requirement for cyclists to use a cycle lane when one is provided, nor to wear mandatory high visibility clothing.</p> <p>However, this sentence (taken from paragraph 19 of the report) was merely reporting the outcome of the public consultation and the views expressed. It would not be appropriate for Officers to selectively omit comments which many local residents had expressed.</p> <p>It is acknowledged that this is an issue. As well as increased enforcement of the parking restrictions, other means of preventing illegal parking in this location is currently being considered. This includes the use of bollards or the planting of small street trees within the cobbles.</p>
<p>Cllr Merrett – Facility requested</p>	
<p>23. Cllr Merrett has highlighted that a secondary stop line and signals at the junction of Holgate Road and Lowther Terrace would assist cyclists going to / from the new station access, as well as preventing cyclists being blocked or becoming trapped against the kerb by larger vehicles at the narrow corner of Holgate Road. It would also assist in the air quality in this area.</p>	<p>Officers considered this proposal in detail and concluded that this is not a workable option. It would be incredibly challenging to get a Holgate Road pre-signal to work anything like sensibly, given the large travel time between the new stop line and the main stop line. Also, this feature has not been modelled and so it would be essential that some modelling was produced to show the effects (which Officers think would be significant).</p> <p>As the main green does not clear all approaching traffic, vehicles would still get stuck between the two stop-lines, unless the new signal 'gated' traffic quite severely, and queuing much further back up Holgate Road would be seen. Because of the additional delay which would be imposed on drivers, it is very likely that we would see more 'racing' through to the main green which would cause problems for cyclists.</p> <p>Network Management would be very concerned about this proposal and the affect it would have on traffic on Holgate Road. Their judgement is that it would cause additional delays, (also to the new A59 P+R service). They can not see how it could be implemented in a way that would achieve the goals Cllr Merrett desires and does not think it would particularly increase safety or air quality (it would just move the problem to a new location and increase it's severity).</p> <p>A yellow box junction at Lowther Terrace has been included within the Preferred Option instead.</p>

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Decision Session
- Executive Member for City Strategy

1st June 2010

Report of the Director of City Strategy

A19 FULFORD ROAD AND FISHERGATE GYRATORY IMPROVEMENTS STUDIES

Summary

1. The A19 Fulford Road corridor is one of the main arteries to and from the city centre and, to date, the main improvements have been concentrated on the central section between Heslington Lane and Cemetery Road where they would be likely to have maximum benefit for all road users. This report considers the outcome of transport studies on the northern section of the corridor from Cemetery Road to the city centre.
2. The report breaks this section into four parts (Cemetery Road junction; Cemetery Road to Fishergate School; Fishergate Gyratory; and the Piccadilly junction) and addresses each in turn. It identifies the transport issues to be addressed; sets out potential improvement measures and analyses the implications of those measures; and makes recommendations as to the way forward as summarised below:
 - Proposals to improve the safety of the Cemetery Road junction are still being developed and, whilst signalisation of this junction would not be warranted on traffic flow grounds alone, it should not be fully ruled out at present.
 - A number of potential options have been considered for the section between Cemetery Road and Fishergate School. Options to provide cycle lanes and maintain vehicle lanes of appropriate widths are impractical on this section of the corridor and the report recommends creating a safe shared environment for cyclists and motorists, possibly accompanied at a later stage by a 20 mph speed limit. The recommended option also includes measures to enhance pedestrian safety, including wider footways and a zebra crossing fronting Fishergate School, with the scope to also improve the local environment.
 - A proposed improvement scheme for Fishergate Gyratory has been identified which should benefit pedestrians and cyclists in particular whilst providing some improvements to the operation of the gyratory and scope to enhance the local environment. The proposed scheme includes full signalisation of the Fishergate / Paragon Street and Paragon Street / Fawcett Street junctions to assist pedestrians and cyclists to cross all arms

safely. It also includes an inbound cycle lane on Fishergate; an outbound cycle lane on Fawcett Street; and a contra-flow cycle facility on Paragon Street.

- Consideration has been given to measures to enable buses to turn right into Piccadilly including signalling this junction. However this option has not been recommended as it would have a significant adverse impact on the operation of the network and also lead to an overall increase in bus journey times. It is suggested that the provision of a staggered crossing in the vicinity of this junction to benefit pedestrians and cyclists should be further investigated.
3. The report seeks a decision as to the way forward and agreement to carry out public consultation on the recommended options and to advertise associated traffic orders. It also seeks agreement to commence detailed design so that, subject to the outcome of the public consultation, implementation could commence towards the end of this financial year.

Recommendations

4. The Executive Member for City Strategy is requested to:
- a) Note the contents of this report and its annexes.
 - b) Note that proposals to improve the safety of the Cemetery Road junction are still being developed and to agree to receive a further report in due course.
 - c) Agree that the proposals as shown in **Annex A** should form the basis for the proposed improvements between Cemetery Road and Fishergate School.
 - d) Agree that the proposals shown in **Annex B** should form the basis of the proposed improvements to Fishergate Gyratory.
 - e) Note that it is not proposed to amend the junction with Piccadilly at the current time and to agree to further investigations into a staggered crossing in the vicinity of this junction.
 - f) Agree to carry out public consultation on the proposed improvements.
 - g) Agree to advertise any Traffic Orders associated with the proposed improvements.
 - h) Agree to commence detailed design on the basis of the proposals shown in **Annexes A and B** and to review the proposals to take due account of any issues raised during the consultation process.
 - i) Agree to implement the proposed reduction in carriageway width and associated changes in lane use at the southern end of the Fishergate gyratory on a trial basis and monitor its implications pending implementation of the permanent scheme.

Reason: To improve conditions at these key locations and sections of the corridor and to give the public an opportunity to comment on the proposed improvements.

Background

5. The former Executive Members for City Strategy and Advisory Panel (City Strategy EMAP) and this Executive Member for City Strategy Decision Session (City Strategy EMDS) have previously considered a number of reports on the A19 Fulford Road corridor. These included a report to the meeting on 29th October 2007 outlining the results of a multi-modal transport feasibility study and a report to the meeting on 17th March 2008 summarising the results of the consultation and reviewing the proposals for the corridor in the light of those results. The Executive Member agreed the recommendations on how to progress the proposed improvement measures, taking account of the consultation findings.
6. At the City Strategy EMAP meeting on 8th December 2008, members considered a report advising of progress developing the improvement proposals and the Executive Member agreed that priority should be to improve the central section of the corridor between Cemetery Road and Heslington Lane where pedestrians, cyclists and public transport users would all benefit from the proposed improvements.
7. Subsequently improvements to that section of the corridor have been substantially completed. These include improved pedestrian crossing facilities; on and off road facilities for cyclists; and city-bound bus lanes on the approaches to the Broadway and Hospital Fields Road junctions.
8. An improved traffic control system has also been implemented which includes traffic monitoring cameras at Cemetery Road, Hospital Fields Road, Broadway and Heslington Lane junctions; and new traffic signals and controllers at Hospital Fields Road, Broadway and Heslington Lane junctions.
9. Although the proposed major improvements to the southern section of the corridor have been deferred pending the commencement of the proposed Germany Beck development and the need for additional funding, some minor schemes have been implemented.
10. These schemes will be monitored to evaluate the impact of the improvement measures and to help advise if and where any further improvement measures may be required.
11. At the City Strategy EMAP meeting on 7th January 2009, members considered a report which advised on progress on the first stage of the Fishergate Gyratory Multi-Modal Study. This Study was commissioned to investigate options for improving the traffic flow around the gyratory with the aim of improving accessibility and safety for all road users, particularly pedestrians and cyclists, and improving air quality. The report outlined progress to date and set out the key requirements that any future scheme would need to satisfy. It also highlighted how some of these may conflict with each other and therefore compromise solutions were required.

12. The Executive Member noted the report and annexes and agreed to accept the principal that the Fishergate gyratory should be enhanced with the above aims. He also noted that the alterations and enhancements to be considered will have an impact on the operation of the gyratory and congestion to varying degrees. The Executive Member agreed to receive a further report at a future meeting describing potential options and how they satisfy, as far as is practicable, the key requirements.

Cemetery Road junction

Background

13. This junction is a key location on the corridor where traffic from the south heading to the Hospital and the east of the city centre turns off onto Cemetery Road whereas traffic heading to the city centre and areas to the west continues along the northern section of Fulford Road and Fishergate. Approximately 50% of traffic approaching from the south continues along Fulford Road with the other 50% turning off onto Cemetery Road.
14. The Fulford Road Multi Modal Study recommended signalling this junction and providing signalised pedestrian crossing facilities across each arm of the junction. The study also proposed a short section of city-bound bus lane to the south of the junction.
15. The subsequent public consultation indicated that whilst there was some support for signalling this junction, primarily to make it safer for pedestrians to cross at the junction and easier to get out of Cemetery Road in the evening peak, there were significant concerns that another set of traffic signals along the corridor were not warranted and would only lead to further delays with little or no benefits. As a result the City Strategy EMAP meeting on 17 March 2008 agreed to monitor movements at the junction and review proposals for the junction area as other schemes are developed and implemented.
16. The following is a summary of the key transport related issues at this junction:
 - There is no direct pedestrian route through the junction on the east side. Pedestrians have to detour approximately 30m to cross Cemetery Road which results in some pedestrians taking a direct route on the carriageway of Fulford Road.
 - There are no specific facilities to help pedestrians to cross Fulford Road at or in the immediate vicinity of the junction. There is however a well used signalised crossing about 100m to the south near Kilburn Road.
 - The city-bound cycle lane on Fulford Road terminates where the right turn lane commences to the south of the junction.
 - Whilst there is an out-bound cycle lane which commences to the north of the junction it is sub-standard in width and there are concerns about its alignment and safety.
 - There is a short bypass lane on the Cemetery Road approach for cyclists turning left into Fulford Road.
 - Motorists turn left from Cemetery Road at an angle that does not require them to slow down as much as at most junctions. There are concerns that when they look to the right they may see what appears to be a clear road

and not see approaching cyclists. This also appears to result in shunt-type accidents.

- The amenity island has an adverse impact on sightlines and may result in motorists exiting from Cemetery Road not seeing out-bound cyclists on Fulford Road.
17. The amenity island mentioned above is a key feature of this conservation Area. It contains several mature trees and is provided with benches, though it is not easy to access and appears to be little used. It is surrounded by a brick wall of varying height right next to the edge of the adjacent carriageways.
 18. As noted above this island impacts on the use and safety of the junction and, whilst initial consideration has been to avoid changes to the island, there may be a need to consider an improvement option which will affect the island and discussions would be held with the Conservation Section as to how to address any resultant issues.
 19. Further analysis indicates that a signalised junction, as envisaged in the multi-modal study, would not appear to be warranted on traffic movement grounds alone and could well result in increased delays, in particular during off-peak periods. As traffic signals could provide potential safety benefits to pedestrians and cyclists, pending development of a suitable non-signalised option, this option has not been eliminated at the current time.
 20. Further analysis also indicates that a city-bound bus lane would not be warranted as it would be too short to have any significant effect and this is not an area where city-bound buses experience delays. Although out-bound buses get delayed on this section of the corridor in the evening peak, there is no scope to provide out-bound bus priority measures.
 21. Work is currently underway to develop an improvement scheme for this junction that provides a safer junction for cyclists and, if possible, better caters for pedestrian needs.

Options

22. **Option 1** is to signalise this junction as originally envisaged. This option is not recommended at the current time until other potential improvement options have been fully investigated.
23. **Option 2** is to carry out further work to develop a scheme that better caters for pedestrians and cyclists. As noted above investigations are ongoing and we would hope to report back on this within the next few months.
24. **Option 3** is to do nothing. In view of the concerns about the existing layout this option is not recommended.

Consultation

25. As noted above consultation on the multi-modal study proposals indicated that whilst there was some support for signalising this junction, primarily to make it safer for pedestrians to cross at the junction and easier to get out of Cemetery

Road in the evening peak, there were significant concerns that another set of traffic signals along the corridor were not warranted and would only lead to further delays with little or no benefits.

26. Further consultation would need to be carried once appropriate improvements have been developed.

Recommendation

27. To note that proposals to improve the safety of the Cemetery Road junction are still being developed and to agree to receive a further report in due course.

Northern section of the A19 Fulford Road corridor

Background

28. This part of the report covers the northern section of the corridor between the Cemetery Road junction and Fishergate School / Mecca Bingo Hall just south of the Fishergate Gyratory.
29. The Fulford Road Multi-Modal Study, which identified a potential improvement strategy for the corridor, noted that the character of this section of the corridor is significantly different to that to the south of Cemetery Road and that there is little scope for significant improvements. It did however suggest that the existing zebra crossing fronting St George's School should be converted to a signalised crossing. It also suggested that a signalised crossing should be provided fronting Fishergate Primary School, possibly linked to improvements to the southern end of Fishergate Gyratory. These proposals met with a mixed response. Whilst there were some who welcomed signalised crossings there were others who felt these were not needed or who were concerned that they could ultimately lead to the removal of the school crossing patrols.
30. As a result the City Strategy EMAP meeting on 17 March 2008 agreed to keep this section of the corridor under review for the moment and to defer the proposals to provide the two signalised crossings pending further monitoring and review.
31. The following is a summary of the key transport related issues along this section of the corridor:
 - The footways on the eastern side, in particular between St George's Primary School and Fishergate Primary School, are narrow creating problems when people are going to and from school.
 - Both St George's Primary School and Fishergate Primary School have school crossing patrols and there is a desire to retain these and not replace them with signalised crossing facilities.
 - The existing facilities for cyclists are limited and, where provided, tend to be sub-standard in width.
 - The build-out on the western side of the zebra crossing fronting St George's School poses a problem to city-bound cyclists.
 - Blue Bridge Lane is a cycle link to and from the Riverside Route and Melbourne Street is a potential link to and from the Orbital Cycle Route.

- There are concerns that, despite the warning signs, some out-bound motorists speed up rather than slow down as they pass Fishergate Primary school.
- The existing Residents Parking spaces need to be retained to provide short term parking and to serve local guest houses in particular.

Options

32. A number of potential improvement options have been considered as outlined below.
33. The proposed improvements at the northern end fronting Fishergate School are the same for all the improvement options to the south and interface with potential improvements to the Fishergate gyratory to the north. These aim to provide a safer facility for pedestrians and cyclists whilst giving the opportunity for a gateway to slow out-bound traffic in particular and to help improve the local environment. They would consist of the following:
 - Widening of the footway fronting Fishergate School to provide some deflection to slow out-bound traffic. This may also give scope for some measures to further improve the local environment.
 - A staggered zebra crossing to benefit pedestrians and to help reduce approach speeds.
 - 1.5m wide cycle lanes in both directions.
 - Potential extension of the central island providing an opportunity to enhance the public realm.
34. **Option 1** aims to provide a safe shared road-space for cyclists and motorists as well as improved conditions for pedestrians. It would include the following, in addition to the improvements fronting Fishergate School mentioned above.
 - Providing 3m wide lanes in each direction with central hatching or kerb re-alignment at key locations.
 - Widening the narrow sections of footway to at least 2.0m.
 - Removing the nib on the western (inbound) side of the zebra crossing fronting St George's School to make it safer for cyclists in particular.
 - Provision of a pedestrian refuge island between Melbourne Street and Blue Bridge Lane and a traffic island to the south of Melbourne Street. This would not only benefit pedestrians but would also benefit cyclists turning into or out of these roads.
 - Retaining existing parking and associated restrictions on the eastern (outbound) side and providing kerb build-outs to improve the safety at side roads and other key vehicular accesses.
35. This is shown in **Annex A** and is the recommended option to form the basis of improvements between Cemetery Road and Fishergate School.
36. **Option 1A** is similar to Option 1 but with the provision of a 20 mph speed limit from the outset.
37. Whilst this should be the ultimate aim, it would be better to assess the impact of the measures outlined in Option 1 and the impact of the introduction of 20 mph

speed limits elsewhere before taking a decision to implement a 20 mph limit and hence this option is not recommended at the current time.

38. **Option 2** involves the provision of 1.5m wide cycle lanes where practical.
39. To provide 1.5m cycle lanes in both directions with vehicle lanes of an appropriate width between Cemetery Road and Grange Garth would require the removal of all the Resident Parking spaces, which would be likely to be very unpopular as it would be extremely difficult to re-provision them nearby. Between Grange Garth and Marlborough Grove the road is too narrow for meaningful cycle lanes and to widen the existing sub-standard cycle lanes between Marlborough Grove and Fishergate School would require the removal of the central hatch marking which in turn would adversely affect cyclists turning into and out of Melbourne Street and Blue Bridge Lane.
40. Sections of 1.5m city-bound cycle lane could be provided between Cemetery Road and Sandringham Street with some localised widening. No cycle lanes could be provided between Sandringham Street and Marlborough Grove and there would be similar problems between Marlborough Street and Fishergate School as noted above.
41. In view of the isolated nature of what could be provided and the constraints on providing wider footways at key locations, this option is not recommended for further consideration.
42. **Option 3** involves the provision of 1m wide cycle lanes on both sides where practical.
43. On further investigation it would appear to be practical to provide 1m wide cycle lanes on both sides over most of this length though the resultant widths of the adjacent vehicle lanes could lead to regular over-running of the cycle lanes. The times when cyclists could potentially benefit by being able to undertake queuing traffic are limited and at most times of the day it would be a sub-standard and potentially unpopular and dangerous arrangement. In addition it would also be difficult to implement any improvements to benefit pedestrians. As such this option is not recommended for further consideration.
44. **Option 4** involves the provision of cycle lanes but with no central road markings.
45. Whilst this option should in theory slow motorists, there are significant safety concerns about its use on a key arterial route such as this, even on an experimental basis. As such this option is not recommended for further consideration.
46. **Option 5** is to do nothing to this section of corridor.
47. As proposals have been identified which go some way to addressing the transport related issues on this section of the corridor, this option is not recommended.

Consultation

48. As noted above consultation on the corridor improvement strategy indicated some mixed views regarding the proposed signalised crossings fronting the two schools. It is now proposed that the existing zebra crossing outside St George's Primary School be retained and enhanced, and new zebra crossings be provided outside Fishergate School.
49. There were some suggestions for a 20 mph speed limit and these would be addressed by Option 1A. There were also requests for additional cycle lanes. These have been considered under Options 2, 3 and 4 but, as noted above, there are significant issues with each option.
50. Further public consultation would need to be carried out on whichever option or options are chosen to form the basis of any improvements to this section of the corridor. It is recommended that the preferred option be further developed to enable public consultation to be carried out, ideally in early September.

Recommendations

51. To agree that the proposals shown in **Annex A** should form the basis for the proposed improvements between Cemetery Road and Fishergate School.
52. To agree to carry out public consultation on these proposed improvements and to advertise any associated traffic orders.

Fishergate Gyratory

Background

53. As noted earlier in this report, the City Strategy EMAP meeting on 27th January 2009 considered a report which advised of progress on the first stage of the Fishergate Gyratory Multi-Modal Study. Subsequently Halcrow have carried out further work as part of the Study to develop and identify a preferred option to meet the following key objectives:
 - Cater for existing pedestrian desire lines and those arising from proposed development. In particular to provide suitable crossing facilities to access the area within the existing Fishergate gyratory.
 - Cater for the various cyclist desire lines and minimise the conflict points with other traffic.
 - Cater for public transport services including bus priority measures, bus only movements and bus stops at appropriate locations.
 - Balancing traffic movements around the gyratory with the need to reallocate road space to more sustainable forms of transport.
 - Identify appropriate measures to improve the air quality within this area.
 - Creating a sense of place and addressing the severance issues from an environment which is currently dominated by vehicular traffic.

Scheme Development

54. Subsequently Halcrow have developed and refined proposals which would meet the key objectives above. Discussions have been held with key officers in

Network Management and Transport Planning in particular as the study progressed to determine whether the proposals under consideration would be acceptable from an operational viewpoint and the scheme has been amended the scheme to suit the comments received.

55. Traffic modelling has been carried as the scheme developed to identify the overall impact and, in particular, to identify if proposed measures would be likely to have an unacceptable impact on the network or public transport journey times so that these could be discounted at an early stage.
56. This has ultimately lead to the proposed improvement scheme described later in this part of the report.

Traffic Modelling

57. The operational impact of the proposals under consideration on the Fishergate network in the morning and evening peak hour periods was assessed by modelling. A traffic model was developed based on the current layout and checked against 2008/9 observed flows and conditions. The model was then amended to suit various potential improvements, enabling the implications of each element to be assessed and the scheme to be refined to that proposed below. Further modelling was carried out using the 2011 York SATURN model to understand changes in traffic flows resulting from the proposed improvement scheme outlined below and the potential impact on Air Quality.
58. Modelling of the existing layout and potential changes to the gyratory indicates the following:
 - In the morning peak the existing network generally functions satisfactorily for traffic, though the approaches to the Tower Street / Bishopgate traffic signals to the north-west are over saturated which results in queuing back. There is also some queuing on Fishergate at the give way at the southern end of the gyratory.
 - In the evening peak there is more congestion and delay and the existing network is almost at saturation point. There are queues which tailback across Skeldergate Bridge with an adverse impact on the operation of the gyratory.
 - This is a critical part of the inner ring road network and any reduction in the number of traffic lanes is likely to have a detrimental impact on the immediate and surrounding network. Any advantages that may be provided here by the provision of bus lanes would be outweighed by additional delays getting to this part of the network by all road users, particularly public transport in both directions.
 - Introducing full signal controlled junctions with crossing facilities at the Fishergate / Paragon Street and Paragon Street / Fawcett Street junctions would be likely to result in additional delays of 10 to 20 seconds in peak periods on most journeys, though traffic heading northbound on Fishergate could experience a similar reduction in peak period journey times.
 - As a result some motorists may opt to use alternative routes leading to a slight reduction in average daily traffic flows on most parts of the gyratory.
 - The decrease in vehicles using the gyratory due to the proposed improvement scheme may well lead to improvements in local air quality in

the Fishergate area but the increased delay in some movements will offset some of these improvements.

Proposed Improvement Scheme

59. The resultant scheme is shown in **Annex B** and detailed below.

60. Fishergate / Fawcett Street junction

- The proposed improvements fronting Fishergate School are consistent with the northern section of the Fulford Road corridor improvement options.
- The existing two lane layout around the southern tip of the gyratory would be replaced with one lane with hatched area to suit the proposed revised arrangements on Fawcett Street.
- The existing large area of road would be reduced by extending the central island northwards. A gap would be provided for motorists to turn right out of Escrick Street into Fishergate. This, together with the proposed improvements fronting Fishergate School, would provide scope for landscaping to visually enhance this area.
- 1.5 m wide cycle lanes would be provided for inbound and outbound cyclists.
- The existing drop kerb crossing which enables pedestrians to cross between the centre of the gyratory and the east side of Fawcett Street would provisionally be retained but consideration would be given at detailed design to re-provision it with a two-stage crossing via the enlarged island to the south.

61. Fishergate between Fawcett Street and Paragon Street

- A 1.5m wide cycle lane would be provided for inbound cyclists, with peak period loading restrictions along the western side.
- The pedestrian crossing facilities across Fewster Way would be enhanced with drop kerbs on the island.
- The existing on-street parking on the east side would be relocated to sheltered parking bays.
- The carriageway would be narrowed to suit the width required for a cycle lane, two traffic lanes, and a parking bay. Although the footway widening is shown on the east side, to suit the tracked path of most vehicles at the southern end, consideration would be given during the detailed design process to footway widening on the west side where it would be more beneficial to pedestrians.
- There is scope to provide a 1.2m wide extended cycle feeder lane on the off side from Kent Street northwards to assist northbound cyclists to access Paragon Street and Fishergate Bar.

62. Fishergate / Paragon Street junction

- The existing signalised crossings would be upgraded and the currently un-signalised arm across the right turn from Fishergate into Paragon Street would be signalised. This would benefit both pedestrians and cyclists as it would form part of a potential walking route between the Barbican and St

George's Field and a westbound route for cyclists from Paragon Street to Tower Street.

63. Paragon Street between Fishergate and Fawcett Street

- A 1.5m wide contra-flow facility for westbound cyclists would be provided to the immediate south of Paragon Street. This may require some of the council owned land fronting Festival Flats to be dedicated as highway land.
- Unfortunately there is insufficient space available to provide a cycle lane for east bound cyclists.

64. Paragon Street / Fawcett Street junction

- Signalised shared-use crossing facilities for pedestrians and cyclists would be provided to access a shared-use central island. This would replace the existing segregated crossing facilities and would be more able to cater for all movements than the existing arrangements.
- The area fronting Fishergate Bar would become shared-use and consideration would be given during the detailed design as to how to improve the overall appearance of this area fronting a key historic monument.

65. Fawcett Street

- A 1.5m wide cycle lane would be provided for outbound cyclists.
- The carriageway between Fawcett Street and Kent Street would be narrowed to suit the width required for a cycle lane, two traffic lanes, and a parking bay.
- The dedicated lane use would be changed. The nearside lane would be for motorists heading for Kent Street or the A19 with only the offside lane available for motorists heading for the inner ring road.
- A bus lay-by would be provided with capacity for a FTR and a standard bus.
- The existing on-street parking on the east side would be relocated to sheltered parking bays.
- Consideration would be given during detailed design to enhancing the pedestrian crossing facilities across Kent Street.
- Consideration would also be given to making it easier and safer to cross Fawcett Street in the vicinity of Kent Street.
- A traffic monitoring camera would be provided at the junction with Kent Street to supplement the existing camera at the Fishergate / Paragon Street junction and enable full monitoring of traffic conditions around the gyratory.

66. Parking and Loading / Unloading

- Both sides of the gyratory are currently subject to "At Any Time" waiting restrictions except in the existing designated parking areas. These would require minor amendments to suit the revised boundaries of the parking areas.
- Restricted parking is permitted within the existing parking bays on the east side of Fishergate and part of the west side of Fawcett Street. Between 8am and 6pm parking is permitted for one hour with no return within one

hour enabling a good turnover whilst also creating space to service the properties in the centre of the gyratory. The scheme would provide a similar amount of spaces with the same restrictions.

- Both sides of the carriageway are currently subject to peak period loading / unloading restrictions. These restrictions currently apply between 8.00 and 9.15 am and 4.00 and 6.00 pm. As any stopped vehicle can have a significant impact on the operation of the gyratory a further consideration is required in the development of the scheme to identify where loading / unloading should be permitted to service nearby properties and the times when this could be allowed.

Options

67. **Option 1** is to agree that the proposals shown in **Annex B** should form the basis of the proposed improvements to the Fishergate Gyratory.
68. This is the recommended option.
69. **Option 2** is to carry out further work to develop an alternative scheme.
70. A lot of time has been spent developing an improvement scheme which attempts to meet the key objectives whilst not having an unacceptable impact on this or other key parts of the network. Unless a decision was made to consider major changes to the gyratory and / or to accept a scheme that could have a significant impact on this and adjacent parts of the network, it is unlikely that a scheme would be developed that differed significantly from the proposed improvements. As such this option is not recommended.
71. **Option 3** is to do nothing.
72. This does nothing to address the transport related issues and is not recommended.

Consultation

73. As, to date, there has been no public consultation on any proposals to improve the Fishergate gyratory there would be a need to carry out public consultation on the proposed improvements. It is therefore recommended that the proposed improvement scheme is further developed to enable public consultation to be carried out, ideally in early September.

Recommendations

74. To agree that the proposals shown in **Annex B** should form the basis of the proposed improvements to Fishergate Gyratory.
75. To agree to carry out public consultation on these proposed improvements and to advertise any associated traffic orders.
76. To agree to implement the proposed reduction in carriageway width and associated changes in lane use at the southern end of the Fishergate gyratory on a trial basis and monitor its implications pending implementation of the permanent scheme.

Junction with Piccadilly

77. Consideration has been given to options to improve the access into and out of Piccadilly by means of a signalised junction. A full movement junction was discounted early on in the study as it would result in significant delays on the network and would increase the risk of motorists detouring to use the minor road network within the city walls.
78. Consideration was then given to an option with partial opening of the junction to allow buses, taxis and cyclists to turn right into Piccadilly. This would have been linked to a northbound bus lane and bus gate on Fishergate. It would have required the loss of lanes on a key section of the inner ring road for which there are no suitable alternatives. This option has been discounted for the following reasons:
- This is a critical part of the inner ring road network and any reduction in the number of traffic lanes is likely to have a detrimental impact on the immediate and surrounding network. Any advantages that may be provided here would be outweighed by the delays getting to this section of carriageway by all road users, particularly public transport in both directions.
 - Although it reduces the journey distance for some buses, it results in an overall delay to public transport as a result of longer queues and journey times on the network approaching this junction. Although a right turn for buses is desirable, it is not essential.
 - There would be a risk of the restricted right turn being abused, leading to further problems in the Coppergate area. To work it could require a higher level of enforcement than would be likely to happen.
79. Pedestrians and cyclists have been observed trying to cross in the vicinity of this junction and there may be some merit in providing a staggered signalised crossing facility. This would require further investigation to assess its potential utilisation, its best location, and the potential implication on this part of the network. There are also some potential road safety issues that would need to be addressed.

Options

80. **Option 1** is to proceed with developing proposals for a signalised junction.
81. This option is not recommended at the current time for the reasons stated above.
82. **Option 2** is to further investigate the provision of a staggered crossing in the vicinity of this junction.
83. This is the recommended option.
84. **Option 3** is to do nothing.
85. This would exclude further consideration of a suitable crossing facility for pedestrians and cyclists and is not recommended.

Consultation

86. Public consultation would need to be carried out if and when an appropriate improvement scheme has been developed.

Recommendation

87. To note that it is not proposed to amend the junction with Piccadilly at the current time and to agree to further investigations into a staggered crossing in the vicinity of this junction.

Implementation

88. In view of the time required to carry out consultation and detailed design, as well as the possibility that some utility services may be affected, implementation is only likely to commence in the later part of 2010/11 and carry over into 2011/12. Further consideration will need to be given to the phasing of the work to try to minimise the disruption to the public whilst works are ongoing. Some of the works are likely to impact on the network and further discussions will be required to ensure that they do not conflict with other proposed works.
89. In view of the potential lead in times, approval is being sought to commence detailed design now to help develop the schemes and to review the proposals to take due account of any issues raised during the consultation process.
90. It is proposed to implement the reduction in lanes at the southern tip of the Fishergate gyratory on a trial basis to observe its impact and amend to suit before the island is extended northwards on a permanent basis.

Corporate Priorities

91. The proposed improvements identified above will contribute to the following elements of the new Corporate Strategy:
- **Thriving City** – The improvements to the sustainable transport network along the corridor will assist the economy by reducing the impact of congestion.
 - **Sustainable City** – The provision of improved pedestrian and cycling facilities will encourage the use of more sustainable modes of transport and reduce the impact on the environment. Where appropriate and practical the quality of the local environment and the condition of the road and footways will be improved.
 - **Safer City** – The improvements will aim to improve safety, in particular for vulnerable road users such as pedestrians and cyclists.
 - **Inclusive City** – The improvements should encourage more walking, cycling and use of public transport. Improved footways and crossing facilities will benefit the young and the elderly as well as the mobility and visually impaired.

- **Healthy City** – The proposals will help with improving the health and lifestyles of the people who live in York by providing facilities to encourage walking and cycling and by helping to reduce air pollution in key areas, as well as improving the actual and perceived condition of the city's streets.

Implications

This report has the following implications:

- **Financial**

92. The proposed improvements between Cemetery Road and Fishergate School are currently estimated to cost about £100k, whilst the proposed improvements to the Fishergate gyratory are currently estimated to cost about £450k. The costs of any improvements to the Cemetery Road junction and the provision of a crossing facility near Piccadilly junction would be advised as and when these schemes are developed.

93. Funding will be required in the 2010/11 transport capital programme to further develop the proposed schemes and carry out detailed design; to carry out consultation; and to commence implementation. Funding would also be required to carry out further investigations at the Cemetery Road junction and to investigate a crossing facility near the Piccadilly junction. The provisional suggested funding for 2010/11 is as follows:

Cemetery Road junction (investigate and report back only)	£10k
Cemetery Road to Fishergate School	£80k
Fishergate gyratory	£150k
Crossing near the Piccadilly junction (investigate and report back only)	£15k

94. Additional funding would be required in 2011/12 to complete the implementation of these schemes.

- **Human Resources**

95. There are no human resources implications.

- **Equalities**

96. The proposed measures will benefit vulnerable road users such as pedestrians and cyclists. In particular improved footways and crossing facilities will benefit the young and the elderly as well as the mobility and visually impaired.

- **Legal**

97. The City of York Council, as highway authority for the area, has powers under the following Acts and associated Regulations to implement improvements to the highway and any associated measures:

- The Highways Act 1980
- The Road Traffic Regulation Act 1984

- The Road Traffic Act 1988

98. Approval is sought to advertise any traffic orders associated with the proposed improvement schemes. These are currently envisaged to involve some amendments to existing waiting and loading / unloading restrictions.

- **Crime and Disorder**

99. Where practical and appropriate the proposed improvements include measures to enhance the safety of all road users, in particular vulnerable users such as pedestrians and cyclists, as well as minimising the risks of crime.

100. The Police Headquarters are located on this corridor. The Police are a key stakeholder in this project and are regularly consulted as the individual schemes are developed to ensure that their ability to respond to incidents in York is not compromised.

- **Information Technology**

101. There are no IT implications at the current time.

- **Property**

102. Whilst all the affected land would appear to be in Council ownership, there is a portion of land between Festival Flats and Paragon Street that is not adopted highway. Further discussions will be required with a view to this being designated as public highway.

- **Air Quality**

103. The Fishergate gyratory falls within the York Air Quality Management Area (AQMA). Based on the current modelling work, the indications are that the proposed scheme may offer slight benefits for air quality on the gyratory as a whole but there is unlikely to be any measurable improvement due to slower speeds and increased queuing. Any improvement is attributable to a reduction in trips through the gyratory.

104. The potential increased delays on the right turn from Paragon Street into Fawcett Street could worsen air pollution in the vicinity of Festival Flats, where some very high levels of Nitrogen Dioxide (NO₂) have been recorded in recent years. Also, any potential diversion of traffic to other residential areas may become significant if those links already have high daily traffic flows.

Risk Management

105. The following risks have been identified which could significantly affect the cost, programming, and / or implementation of the proposed improvements.

- Issues raised during public consultation or advertising of traffic orders which could require the proposals to be reviewed and revised.

- Risks arising from the site investigation, detailed design, statutory undertakers diversions, and contractors tender submissions.
- Risk of the construction works having a significant impact on the transport network.

106. Project management procedures will be put in place to manage and control these risks. The implementation phasing and programme will be developed to minimise the disruption to the public and to take account of other planned works on the network.

107. Any significant issues which would affect the proposed schemes, or the budget or programming of those schemes, will be reported back to the Executive Member.

Member comments

108. Discussions have been held with Fishergate ward councillors during the course of the studies to help identify local issues and to give initial comments on the options under consideration. Their formal comments on the proposals and those of the representatives of the other political parties are being sought and will be reported to the meeting.

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Date 19.05.10

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Wards Affected: Fishergate

All

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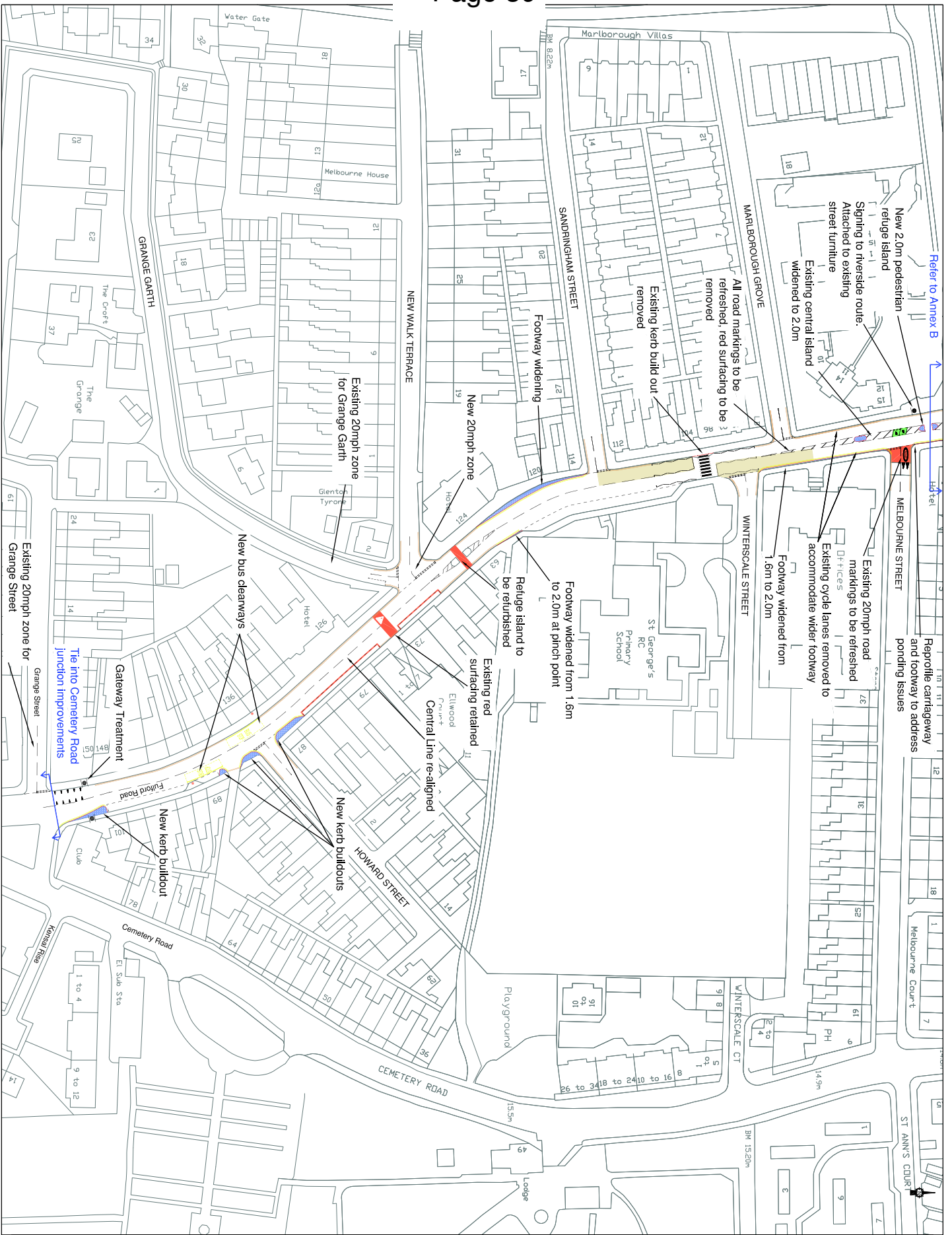
Background Papers:

Fulford Road corridor report	City Strategy EMAP – 29 October 2007
A19 Fulford Road corridor update	City Strategy EMAP – 17 March 2008
A19 Fulford Road corridor update	City Strategy EMAP – 8 December 2008
Fishergate Gyratory Multi-Modal Study	City Strategy EMAP – 27 January 2009
A19 Fulford Road corridor update	City Strategy EMAP – 16 March 2009

Annexes

Annex A	Proposed improvements between Cemetery Road and Fishergate School
Annex B	Proposed improvements to Fishergate Gyratory

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- Key**
- Proposed Kerbs
 - Extent of Widening
 - Organic (or Perennial) Landscaping (subject to maintenance safety assessment)
 - Organic (or Grass, Stone and Landscaping) (subject to maintenance safety assessment)
 - Proposed New Footway
 - Proposed New Footway (to be removed)
 - High Impact Surfacing
 - Existing High Impact Surfacing
 - New Wheelchair Accessible (to be removed)

York

Halcrow

Site: Cemetery Road to Fishergate

Project: Cemetery Road to Fishergate

Annex A

Scale: 1:1000

Date: 14/07/20

Author: [Name]

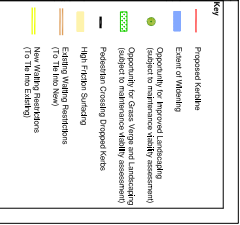
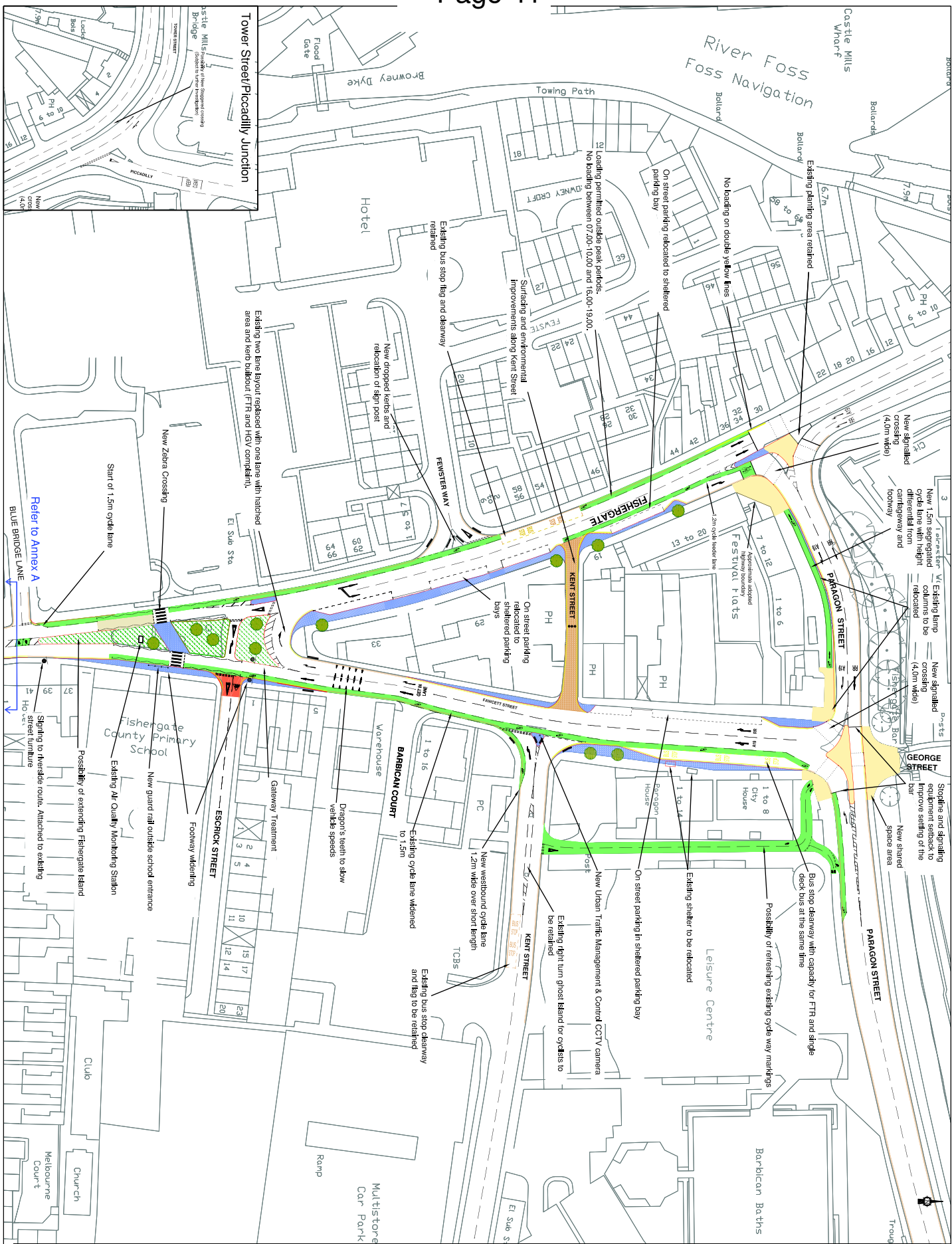
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Title: **Annex B**
 Date: **0**
 Scale: **1:1000**
 Drawing No: **111**

Prepared by: **Annex B**
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 Drawn by: **Annex B**
 Date: **11/11/11**

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Decision Session
Executive Member for City Strategy

1st June 2010

Report of the Director of City Strategy

Water End Cycle Scheme Evaluation

Summary

1. To advise the Executive Member of the outcome of the monitoring of the Water End cycle scheme and consider the effectiveness of the scheme in encouraging increases in cycling levels. The report considers the purpose of the scheme, the initial modelling that was undertaken and the traffic and cycle data that was collected pre-implementation and compares that with the current situation. It also considers the impacts of the scheme on other parts of the highway network, specifically Westminster Road and The Avenue and reviews the option contained in a previous report to implement a road closure with reference to the draft recommendations from the Councillor Call for Action Task Group.
2. The cycle data shows significant increase in cycle usage since implementation of the scheme and traffic data reflects the pre-scheme monitoring predictions that there would be longer queues overall once a level of redistribution on the network had taken place. Redistribution has not had a material impact on other radial routes or the Outer Ring Road. It is observed that traffic flows on Westminster Road/The Avenue have increased from 900 to 1774 vehicles (average weekday flows) and partly contribute to the effective operation of the junction. Accident data records three injury accidents since the implementation of the scheme, all resulting from a right turn manoeuvre into Westminster Road, an issue that has been raised by residents.
3. Traffic flows on Westminster Road were reported previously and considered along with results from the residents survey on a point closure and other options available for reducing traffic volumes. Whilst there was overall support for a closure there was no agreement as to where that closure should be. A comparison of traffic flows on other residential roads shows that flows on Westminster Road are lower than many other roads.
4. Additional modelling was carried out to identify the impact on Clifton Green junction of a point closure on Westminster Road. Modelling shows that a closure without any mitigation measures at least doubles the existing average traffic queues and would be significantly worse than double at the height of the peaks. Mitigation was modelled in the form of a partial reinstatement of the

filter lane at Clifton Green, but it does not fully mitigate the increase in traffic queues or delay and the situation on Water End would be worse than currently experienced.

5. The scheme has been successful in delivering an increase in cycling and it was not considered appropriate to remove the cycle lane in order to reinstate a left turn filter. Options are considered within this report that would enable mitigation works to be undertaken whilst retaining the cycle lane. This involves considering how to increase the available carriageway width. The only remaining options for doing this are either the removal (or severe cutting back) of hedges of properties adjacent to the junction, removal of the cobbles or removal of part of the Clifton Green (which has village green status). All of these options were previously considered and rejected. The compromise lies between increased traffic queues and delay on Water End and the potential impact that has on other parts of the network, traffic flows on Westminster Road and removal of conservation features within a conservation area.

Recommendations

6. The Executive Member for City Strategy is recommended to:
 - a) Note the success of the scheme in achieving its main objective of delivering increased levels of cycling
 - b) Agree that additional increases in traffic queues and delay at the Clifton Green junction would significantly impact on the operation of the junction and other parts of the network
 - c) Instruct officers to give further consideration to altering the signal timings during the AM peak and weekend operation
 - d) Instruct officers to give further consideration to linking the crossing points to optimise traffic flow heading toward the Clifton Green junction.
 - e) Note the recommendations of the Scrutiny CCFA review to the Executive on 6 July.

Reason: To retain the benefits of the cycle scheme without causing additional delay to the network and to alter the signal timings in order to improve traffic flow travelling towards and through the junction, which is intended to reduce the amount of traffic diverting through Westminster Road and The Avenue.

Background

7. In October 2008 a report was presented to the Meeting of Executive Members for City Strategy and Advisory Panel setting out the results of consultation on proposals to introduce cycle facilities on Water End between Clifton Green traffic signals, over Clifton Bridge to the junction with Salisbury Road, and the detail of the proposals for the scheme.

8. The main elements of the scheme were to provide cycle paths on both sides of Water End, to move pedestrians to the south side of Water End between Salisbury Road and Government House Road and to remove the left turn filter lane at the Water End/Shipton Road junction to enable cyclists to be able to reach the junction in safety.
9. The scheme started on site in January 2009 and was substantially completed by April 2009. Further amendments to the scheme at Salisbury Road were necessary and an Officer in Consultation (OIC) report in May 2009 provided the detail of the amendment.
10. An undertaking was given to monitor the scheme once it had 'settled down' in order to assess whether it had achieved its objectives. Whilst the period required for the scheme to settle was not explicitly stated, other schemes are evaluated after a period of at least 12 months and officers considered this an appropriate amount of time in order to monitor the scheme and make an assessment.
11. Encouraging more people to cycle has been a long-standing priority for the Council, and this scheme formed part of the action plan to address existing gaps in connections and routes. The scheme forms part of an 'orbital cycle route' to help people get around the city, located in-between the inner and outer ring roads and providing safer and more convenient cycling links to many employment sites, schools, leisure facilities, healthcare and retail sites. The route and its connections were identified as part of the Cycling Scrutiny undertaken in 2003/4.
12. The cycle improvements for Water End provide a link with existing cycle facilities west of the Salisbury Road junction and with other cycle routes starting in the Clifton area. It also connects to the existing on-road cycle lanes along Clifton Road and Bootham.
13. The scheme was developed to promote mode shift from car to cycle and increase the number of journeys undertaken in the city by bicycle, by delivering another element of the strategic cycle network to join up residential areas with key trip attractors. In order to be effective in this objective it needed to overcome the following issues:
 - Water End was not very attractive for cyclists to use. The main problem being the relatively narrow carriageway width (7.3m) which cyclists shared with heavy traffic flows. The route is usually congested at peak periods, and often has fast moving traffic during the off-peak periods. As a result, many cyclists chose to ride on the footways, which created conflict with pedestrians.
 - A lack of facilities to help people cross Water End to access the riverside cycle/pedestrian route which passes under Clifton Bridge. Given the traffic conditions referred to above, this could be a difficult crossing movement to make whether on foot or on a bicycle.

- Cyclists often had difficulty in riding past the queue of vehicles approaching the Clifton Green traffic signals, particularly at the 'pinch point' adjacent to property number 17 Clifton Green, and regularly resorted to riding along the narrow footway to bypass vehicles in order to reach the stop line. The pinch point was also a cause for concern regarding cyclist safety as motorists tried to overtake cyclists leaving minimal passing space in order to progress toward or through the signals. In addition, because of the restricted carriageway width cyclists experienced difficulties in reaching the sub-standard width central cycle feeder lane between the two narrow approach lanes.
14. The scheme had to meet strategic principles of increasing levels of cycling and improving safety for cyclists, whilst having no detrimental impact on the Park & Ride service.
 15. Since becoming a Cycling City, the Council has committed to promoting cycling infrastructure that will in some instances need to take priority over motor traffic. Cyclists are higher up the user hierarchy than motorists. The 'easy wins' to deliver cycle infrastructure have been undertaken and the Council is now seeking to deal with the more difficult parts of the cycle network where there are gaps in route connectivity. This is not to say that the needs of motorists should be ignored. However, after analysing the modelled situation at the Clifton Green traffic signals, it was considered that the benefits this route would provide for cyclists outweighed the disadvantages that motorists may face from increased delay.
 16. One of the effects of the scheme has been to increase the attractiveness of the traffic calmed route, Westminster Road and The Avenue as a route for through traffic. This has occurred for a number of reasons. Motorists identified it as a through route to Bootham avoiding the Clifton Green signals and therefore avoiding increased delay; during construction of the scheme a burst water main at the Clifton Green signals required an emergency diversion to be implemented along Westminster Road and The Avenue. At the same time the school (St. Peter's) was undertaking construction work which necessitated the temporary removal of the traffic calming (a planning condition), thus making the route more attractive to vehicles. In addition, subsequent press coverage reporting resident's concerns about increased volumes of through traffic along Westminster Road and The Avenue publicised this as a potential through route.
 17. The situation on Westminster Road and The Avenue is subject to a Councillor Call for Action. A Task group has been convened to consider the evidence and is due to make recommendations to the Economic and City Development Overview and Scrutiny Committee in a final report on 17th May 2010. The report will then be considered by the Executive, at a date still to be advised.
 18. Further evidence specifically regarding Westminster Road/The Avenue was presented at a Decision Session meeting in September 2009 and January

2010 regarding traffic surveys and petitions, and consultation with residents on closure options respectively.

Scheme Evaluation Data

Scheme Development Modelling

19. Modelling of the proposed scheme was undertaken, a technical note produced and a resume of the results were included in the October 2008 report explaining the impacts. The modelling predicted that in the morning peak average traffic queues and delay on Water End would increase initially to the railway bridge crossing followed by a period of redistribution on the network and consolidation, leaving the queue slightly shorter than the baseline situation but with increased delay at the junction due to the signal timings being left unaltered (so as not to impact on the park & ride service). In the evening peak, the queues also increased initially but after redistribution remained longer than the baseline position and with longer delay. A table containing the modelled baseline predictions and impacts on the junction if alterations to Westminster Road are implemented is included in paragraphs 52 and 53.
20. The impact of traffic redistribution scenarios were tested in the modelling and would require a reduction of approximately 250 vehicles in the morning peak and 150 vehicles in the evening peak in order that vehicles experienced similar levels of delay to the baseline. This still assumed acceptance of some increase in delay.
21. It is particularly difficult to measure traffic queues: where is the end of the queue to be calculated if slow moving traffic is constantly joining? Precise measurement of traffic queues are difficult to determine when flows tend to be constantly moving. The model has had to make assumptions about queuing traffic and uses distance between vehicles to determine the back of the queue. Traffic behaviour is observed to leave larger gaps between vehicles as the queues increase. Therefore, in order to consider whether the model predictions were correct, traffic speed has been used as a proxy. Trafficmaster data has been used, and the average traffic speeds in the AM and PM peaks, before and after the scheme, are shown in **Annex A**. It can be seen in the morning peak that average traffic speed below 10mph has extended to a point just beyond Salisbury Road since the introduction of the scheme, but all other arms of the junction are improved. This means that the slowest moving traffic extends to a point approximately 400 metres beyond the maximum predicted queue (after redistribution), although it should be noted that slow moving traffic does not equate directly to queuing traffic, as modelled. It can be seen that as a result of the difficulties in determining the end of a queue, the model has slightly underestimated the queue length when compared to the Trafficmaster data. It is interesting to note that there have been improvements to traffic speed at the Boroughbridge Road/Water End junction and on Leeman Road. These improvements are primarily as a result of a decrease in traffic in the area. In the PM peak traffic speeds have improved on all arms of the junction except Shipton Road. In relation to the modelling, the actual situation appears to be better than predicted. These reduced flows and increased traffic speeds

will assist in ensuring an attractive Park & Ride service from the planned A59 site at Poppleton.

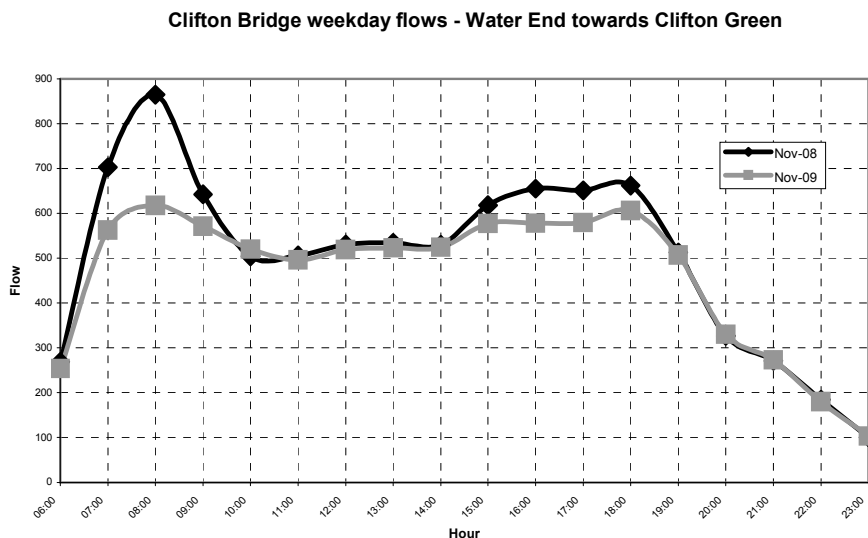
22. It is acknowledged that queuing on Water End varies according to school term time and the data provided in the paragraphs above refer to averages. Queues are longer in school term time (and are particularly affected by St Peter's school) and shorter in school holidays, as they are on most routes in York.
23. There was an expectation that there would be some modal shift from car to bicycle as a result of the improved infrastructure, together with the slight increase in delay during the morning and evening peak.
24. Of the redistributed traffic, it was predicted that 75% would use the A1237 Outer Ring Road bridge crossing, with the remaining 25% using the inner ring road, thus having a far reaching impact on the network.
25. Whilst there has been a decrease in traffic passing through the Water End junction, monitoring of the Automatic Traffic Counters (ATCs) has not revealed any particular routes or junctions where the traffic has diverted. Counts on the Outer Ring Road reveal marginal changes and the other radial routes into the city have not recorded increases of any significance. With respect to the predicted modelled outcomes relating to distribution on the network, these have not taken place. ATC data collected from Shipton Road reveals that there is little difference in traffic flows pre and post scheme implementation.
26. It was assumed that as Westminster Road and The Avenue were traffic calmed streets, they would not be attractive diversion routes and that it can often be difficult for vehicles to turn right onto the A19 (travelling inbound). This assumption was proved incorrect, and further information is set out in paragraphs 48 and 49 below.
27. The initial modelling did not include any alterations to the signal timings. However, as a result of queuing and increased delays on Water End immediately after scheme opening, the timing of the signals (PM peak only) were altered at the Water End/Shipton Road junction to provide more green time for Water End.
28. Alterations to the Clifton Green signal timings were made in three stages through April 2009 to ease traffic flow and delay on the Water End arm of the junction. Time was taken from the main north/south movements, the right turn into Water End from Shipton Road, and also from Water Lane. This time was added to the Water End arm, providing an extra 15 seconds of green time.
29. Additional traffic modelling work has been undertaken in relation to the impacts of a point closure on Westminster Road and is contained in **Annex B** and paragraph 52 and 53.
30. The predictions on queue lengths were reported to the Executive Member Advisory Panel in October 2008 when the scheme was agreed. The conclusions from the modelling work that has been undertaken in relation to

the scheme implementation are that the predictions regarding traffic queues immediately upon completion and after a period of redistribution were correct. However, it did require some alterations to the traffic signals to bring the queues down to the level predicted. The predictions regarding redistribution are unable to be confirmed, as significant changes in traffic flows have not been identified on any specific radial route or on the Outer Ring Road. Traffic queues are shorter than predicted, although it is acknowledged that a period of redistribution was required as well as some signal alterations. Traffic delay is also better than predicted, although again, it required some alteration to the traffic signals.

Vehicle Data

31. ATC data from Clifton Bridge shows that the changes that have occurred in the months since opening are that traffic has redistributed itself on the network in order to avoid the delays on Water End, and that some traffic is using Westminster Road and The Avenue to avoid the signals at Clifton Green. In terms of traffic volumes during the peaks, these are down 10%-15% on Clifton Bridge (see **Figure 1** below). It is interesting to note that the post AM peak traffic is up, which is perhaps an indication that people are changing their time of travel to avoid the delays. These results include the revised signal timings to take account of the new arrangement and flows. Similar reductions in traffic flows have not been identified at other key junctions around the city. November 2008 to November 2009 comparison has been used here, rather than the latest January data as the poor weather had an impact on traffic flows.

Figure 1



32. The data from the video camera surveys on Clifton Bridge (September 2008, September 2009 and November 2009) are 12-hour counts, 0700hours to 1900hours (included in **Annex C**). These surveys show a slight increase in the 12-hour traffic flows and are variable across the peaks in each direction. It is considered that the ATC data referred to in paragraph 31 above is a more accurate reflection of the previous and current situation, as the ATCs provide data 24 hours a day, all year round.

33. Vehicle turning count data (contained in **Annex D**) at the Water End/Salisbury Road junction shows that there is very little difference in traffic travelling westbound or turning left out of Salisbury Road. There is significant reduction in traffic turning right out of Salisbury Road (43% in the am peak and 10% over 12 hours), and a smaller reduction in traffic continuing eastbound through the junction from the A59 direction (15% in the am peak and 8% over 12 hours). There is a very slight increase in traffic turning right into Salisbury Road at certain times of the day after the scheme was implemented, and at other times there has been a decrease. There has been a decrease in traffic turning left into Salisbury Road.
34. Specific traffic count data for Westminster Road and The Avenue was not undertaken prior to scheme implementation. It has however been possible to use speed data collected prior to implementation to gain an understanding of the traffic flows. It would appear when compared to traffic flow data after implementation that there have been increases in traffic flows along both these roads (see paragraphs 48 and 49). There also appears to have been an increase in average weekday flows from 900 to 1774, and an increase in the AM peak of 123 vehicles.
35. The conclusion from the vehicle data analysis is that traffic flows in the area have reduced overall. There is some evidence that changes in travel times have taken place as the AM peak flows are spread over a longer period. Survey monitoring has not been carried out to understand whether some of the reduction is as a result of modal shift. Modelling and traffic data surveys prior to scheme implementation did not include Westminster Road/The Avenue, but there is an element of traffic that uses these roads to avoid delays at the signals. Indications are that traffic in the Westminster Road area has approximately doubled. It can also be expected that an element of the improved Clifton Green junction performance is due to traffic diversion along Westminster Road.

Cycle Data

36. Cycle counts were undertaken on Clifton Bridge in September 2008, September 2009 and November 2009 using a video camera. The results of the counts are shown in **Annex E**. A summary of percentage difference against the baseline (2008) is provided in the tables below:

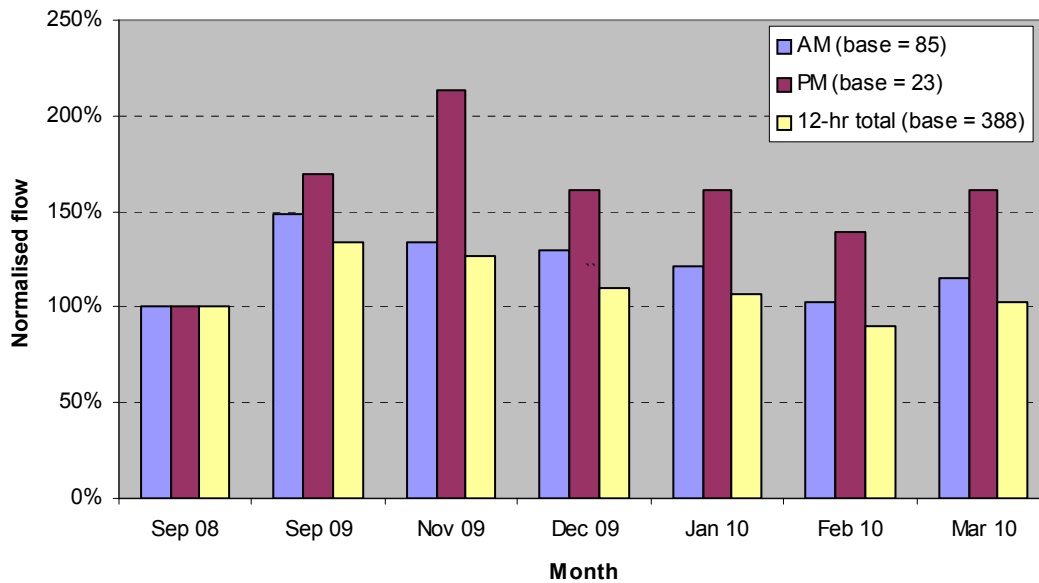
Eastbound	Percentage change September 2009	Percentage change November 2009
AM peak	+ 48%	+34%
PM peak	+69.5%	+113%
12 hour	+34%	+26.5%

Westbound	Percentage change September 2009	Percentage change November 2009
AM peak	+50%	+31.5%

PM peak	+6.5%	+28%
12 hour	+22%	+32%

37. An element of caution to consider in relation to the data is that it is susceptible to seasonal fluctuations, and the smaller flows are subject to random fluctuations. The poor weather from December through to February will have impacted on the numbers and flows may be slightly elevated due to the River path being closed between 19th October 2009 and 29th January 2010.
38. Cycle turning counts were also taken at the Water End/Shipton Road junction and the Salisbury Road/Water End junction. This data is provided at **Annex E**, and a summary is provided in paragraphs 39 and 40 below. It should be noted that the turning count data was not taken on the same day that the video surveys were conducted.
39. A partial turning count was undertaken at the Water End junction. The number of cyclists travelling westbound increased substantially in both the AM and PM peaks. Over a 12-hour period, cyclists turning right out of Water End remained fairly static, except in the morning peak, which increased by 40%. The number of cyclists turning left out of Water End also increased, except in the AM peak, which saw a 13% decline (3 cyclists).
40. At the Salisbury Road/Water End junction, all cycle movements increased at all times of day, except for the right turn into Salisbury Road in the PM peak, and the straight ahead, eastbound movement, also in the PM peak. There is a large increase in cyclists heading towards Clifton Bridge. It should be noted that the 'before data' was collected in May 2008 and the 'after data' in November 2009, a period when cycle monitoring would normally record lower numbers of cyclists due to the seasonal weather conditions.
41. Cycle data is particularly susceptible to seasonal variations and as such a more accurate picture will be available once a full year of data has been collected from the Automatic Cycle Counter (ACC) located on Clifton Bridge. The ACC was installed as part of the scheme and has been in place since November 2009.
42. Current data from the ACC on Clifton Bridge is shown below. The chart shows the observed change in cycle flow on Clifton Bridge, compared to a base month in September 2008. The base flows are shown in brackets on the key. Apart from February 2010, cycle flows have consistently been above the September 2008 baseline.

Cycle flow - Clifton Bridge to Clifton Green



43. Conclusions from the cycle data are that the scheme has met its objective of increasing cycle numbers at this location. Whilst an increase in absolute numbers may be small for some monitoring periods, e.g. PM peaks, the purpose of the scheme was to encourage more journeys to be made by sustainable modes. The turning count data shows significant increases in cyclists upon completion of the scheme compared to the previous summer. The scheme forms part of the orbital cycle route, which is due to be completed during 2010/11. Once the orbital route is complete (programmed towards March 2011) it is anticipated that the scheme would attract additional cyclists.

Westminster Road/The Avenue

44. Following the implementation of the Water End cycle scheme, two petitions were received concerning the apparent increase in the volume of through traffic on Westminster Road/The Avenue. In direct response to these petitions and comments submitted from Clifton Ward Committee, an 'Origin and Destination' survey was undertaken before the school summer holidays in 2009. The results of this survey were reported to the Executive Member's Decision Session on 1st September 2009, along with several other options for consideration in light of the change in traffic conditions on Westminster Road. At this meeting it was resolved that additional surveys should be undertaken (once road humps that had been temporarily removed from Westminster Road had been replaced). Consultation with residents was also to be undertaken to identify the differing levels of support of the options being considered for reducing the volume of through traffic.
45. The results of resident's consultation and the additional surveys were reported to the Decision Session on 5th January 2010. At this meeting it was resolved to note the outcome of the surveys and questionnaire, but take no further action at this time regarding a point closure on Westminster Road. The survey and

consultation results were to be taken into consideration as part of the evaluation of the Water End Cycle Scheme presented in this report. This decision was confirmed by the Scrutiny Management Committee on 25th January 2010 following it's "calling in".

46. In respect to the option of introducing a point closure along Westminster Road/ The Avenue, the following results from the residents' consultation were reported at the meeting on 5th January 2010. All 170 properties were consulted and 111 responses were received. Of the 111 responses 39% (43) were opposed to a road closure and 61% (68) were in favour. From the 61% (68) in favour, opinions from residents was divided as to where a point closure should be located: 38% (41) at Water End / Westminster Road; 22% (25) at Westminster Road / The Avenue; and 1% (1) at The Avenue / Clifton Road.
47. There have been three known injury accidents reported in the area since the implementation of the Water End scheme (up to December 2009). They all involved vehicles colliding whilst making a right turn into Westminster Road. Driver behaviour at this junction has been reported by a number of local residents as a concern due to some drivers overtaking the queue of traffic on Water End for some distance before turning right into Westminster Road. This practise can result in the driver being poorly positioned as they negotiate the junction, cutting across the centre line of Westminster Road
48. Traffic surveys were carried out and are contained in **Annex F** and are referred to in detail in previous Decision Session reports (September 2009 and January 2010). It can be seen that overall traffic levels appear to have increased by around 97% from an average weekday flow of 900 vehicles to 1,774. The AM peak has seen an increase of 92% (an extra 123 vehicles) and in the PM peak 49% (an extra 97 vehicles). To reiterate previous reports, the before data is taken from a speed survey and does not differentiate between through traffic, residential or school run traffic.
49. The results of the traffic survey carried out in September 2009 are shown in **Annex F** and the headline figure is that 89% of the traffic from the Water End direction and 85% of traffic from the Clifton direction is through traffic (school traffic is not included as part of the through traffic). This represents 1,259 vehicles per day out of a total of 1,440 vehicles recorded between 7am and 7pm. The table in **Annex F** gives details of the volume and percentage of through traffic during the peak hours of 8am to 10am, and 4pm to 6pm. This shows that nearly 770 vehicles of the through traffic occurs during the 4 peak hours of the survey (or an average of around 190/hour) and for the remaining 8 hours, the volume of through traffic is just under 500 vehicles (or an average of around 60 to 65/hour).
50. Whilst there has always been an element of through traffic on this route, it is difficult to accurately determine the extent to which through traffic has increased. However, the increase is likely to be concentrated over peak periods as the advantage to using this route during off peak is limited.

50. As advised in the January 2010 report, the issue of side roads being used to avoid main road signalised junctions is not uncommon and there are at least 10 other streets in York where through traffic adjacent to signalised junctions is a concern to residents. However, removing the through traffic invariably also places significant limitations on the local community. Further survey work would be required to directly quantify the levels of through traffic to residential traffic at other locations to be able to compare with Westminster Road. The table below gives the total traffic flows at a number of sites across the city, which demonstrates that the traffic flows experienced on Westminster Road are comparable to other similar sites in the city.

Comparative Traffic Volumes

Link	Date	12-hour 2-way flow
Clifton Bridge	Sep-08	14,795
A19 Clifton	2008 average	10,363
Beckfield Lane	Jun-08	6,121
Grantham Drive	Sep-07	2,176
Navigation Road	Sep-08	2,050
Highborne Road	Jun-08	1,874
Elmfield Avenue	Jun-08	1,690
Westminster Road / The Avenue	Sept-09	1,440

51. In considering whether a closure of Westminster Road should be pursued, further modelling was undertaken to consider the impacts on the junction with Water End and Shipton Road. The key piece of information is attached as **Annex B** in relation to the junction analysis modelling of the Clifton Green junction, if Westminster Road / The Avenue were to be closed to through traffic. The main table considering the impact on the junction should a closure of Westminster Road take place, with or without a partial reinstatement of the left turn filter lane, is included below.
52. The partial reinstatement of a left turn filter lane was considered for an eight vehicle filter length, although it would not always be available for eight vehicles to enter. A partial filter lane reinstatement was modelled, as there would be considerable cost and difficulties in removing the cycle route over the water main. The queues and delays in the table are averages - what is actually experienced on the ground can therefore be double the average shown in the table below. Where a junction is over capacity (as is the case with Clifton Green), the queue will build through the peak as the traffic cannot dissipate

quickly enough through the signals. (PCUs refers to 'passenger car units' and is a measure of the length of vehicle, e.g. a bus = 2.5, a car = 1).

Scenario:	Practical Reserve Capacity	Total delay (pcu hr)	Water End average delay per pcu (mins)	Water End Mean Queue (pcus)	Water End Mean Queue (meters)
AM pre scheme situation	-18.3%	47.4	1	33.6	201.6
1. AM at opening (April 2009)	-111%	270	16.9	263	1576
2. AM peak post scheme (Nov 2009)	-20%	58	3.8	42	253
3. AM peak post scheme + closure	-42%	121	5.7	77	460
4. AM peak post scheme + 8 veh filter	-8%	35	1.0	19	111
5. AM peak post scheme + 8 veh filter + closure	-27%	82	5.0	69	413
PM pre scheme situation	-12.6%	45.4	2.1	16.2	97
6. PM at opening (April 2009)	-94%	195	15.4	186	1115
7. PM peak post scheme (Nov 2009)	-15%	51	2.6	38	230
8. PM peak post scheme + closure	-31%	93	6.1	82	490
9. PM peak post scheme + 8 veh filter	-14%	34	0.9	21	125
10. PM peak post scheme +8 veh filter +closure	-14%	42	1.5	32	191

53. It should be noted that the modelling assumed a 'worst case' scenario in that all the traffic that would have turned right into Westminster Road must pass through the signalised junction. Options 1 and 6 refer to the situation prior to traffic redistributing itself on the network. Options 4 and 9 refer to the situation before traffic is attracted back to the junction, because it has become easier to travel through and represents a best case scenario. The modelling concluded the following:

- A point closure has a significant adverse effect on the highway, compared to the current position;
- A point closure could be partially mitigated by the reinstatement of a shorter (than previous) filter lane, although the morning peak would still be worse than currently experienced;
- If a closure were to take place, and it were decided to reinstate a partial left turn filter lane, then these two actions should be implemented at the same time;
- If a partial reinstatement of the filter lane were introduced by itself, traffic would be attracted back to the junction and is not recommended;
- A further review of signal timings should take place to determine whether any further improvements can be made to junction capacity at other times of day or weekends.

54. The modelling indicates that with only a closure (and no filter lane reinstatement) that the level of congestion (queues and delays) at Clifton Green almost doubles in the morning peak, and also more than doubles in the

PM peak. As a consequence, it is likely that there would be a further spreading of the peaks.

Considerations relating to Westminster Road/The Avenue options

55. Some traffic chose to divert along Westminster Road prior to scheme implementation, although the exact number is unknown. Additional traffic now uses Westminster Road as a diversion since the scheme was introduced.
56. A point closure at Westminster Road/Water End (as modelled) would require all traffic to pass through the Clifton Green junction. That includes all existing through traffic, all residential traffic and all school traffic. The impact of this would be to increase traffic flows, queue length and delay, and not just on Water End. Any traffic previously turning left out of Westminster Road would then have to use The Avenue, turn left onto the A19 Clifton, and then use the slip road at Clifton Green to turn left onto Water End, potentially increasing queues on Clifton and Bootham. There would be a doubling of some traffic movements on The Avenue, as any school or residential traffic would need to exit the same way it entered, and in addition, queuing on The Avenue would increase as vehicles attempt to exit onto the A19. The increase in traffic flows could potentially impact on the Park & Ride service and increase delay. One of the strategic principles of the scheme was that there should be no impact on the Park & Ride; this has already been slightly compromised by altering the traffic signal timings. Further alterations could be made to the signals as part of a point closure, but this would compromise the Park & Ride service. There is also the potential for Greencliffe Drive to become a through route if traffic continues to look for alternative routes.
57. A point closure at the junction of Westminster Road / The Avenue would result in only a slight reduction of the impacts noted above. Only residential traffic on Westminster Road that would have previously turned right, would potentially be removed from the Clifton Green junction. Residents on Westminster Road would benefit from reduced traffic flows, residents on The Avenue would receive less benefit as school traffic would need to enter and leave through The Avenue, and any residential traffic previously exiting via Westminster Road would also need to exit via The Avenue. Some school traffic could potentially use Westminster Road as a drop off point. The right turn out of Westminster Road would become more difficult than at present, due to an increase in queuing traffic.
58. Any point closure could potentially require a turning head, particularly to accommodate refuse collection vehicles. Whilst it would be possible to install a turning head at the end of Westminster Road and at the junction of Westminster Road / The Avenue, it would necessitate some removal of parking provision.
59. As mentioned in paragraph 46 above, residents were consulted on a point closure. Whilst there was overall support for a closure (60%), the opinion on where that closure should be was split, meaning that percentage support for not closing the road was higher than support for any of the three locations

suggested (Water End / Westminster Road, Westminster Road / The Avenue and The Avenue / A19 Clifton).

60. Alternative options other than a point closure were also consulted upon (see **Annex C** in the January 2009 Decision Session report), e.g. width reductions, chicanes, or banned turning movements. However, these alternatives were either not recommended by officers, or were not supported by residents.
61. If a point closure is not considered appropriate because of the additional traffic queuing and delay that would arise on the network, then another option would be to re-consider previously dismissed options for traffic management to reduce traffic flows, i.e. chicanes, and then survey residents once again. However, traffic flows are heavily weighted from Water End towards The Avenue, and officers' opinion is that chicanes would not work well in reducing traffic flow, because there would be insufficient traffic travelling in the opposite direction to cause sufficient delay.
62. Consideration has been given to the option of an experimental point closure that would allow a trial period to be examined, both in terms of the extra delay caused at the junction and at different locations, in order to test resident preference. However, the modelling has shown that any point closure would at least double the existing average queue on the Clifton Bridge approach and cause delays at the junction. What motorists would experience would be an extension of the slow moving traffic on Water End well beyond Salisbury Road.
63. An extensive options analysis process was undertaken prior to the scheme being implemented. Options considered included removal of the cobbles to create more carriageway width (dismissed for conservation reasons), removal of part of Clifton Green to create more carriageway width (dismissed as the Green is protected under legislation), cyclists off-road on both sides (dismissed due to increased conflict at private pedestrian accesses to properties and conflict with pedestrians on what would be a sub-standard facility), retaining the two traffic lanes and not marking a cycle lane, but leaving cyclists to find their own way through the traffic (dismissed as not giving cyclists assistance at the point where cyclists experience the most difficulties and consequently an increased likelihood of conflict with traffic), and a cycle lane between traffic lanes (insufficient carriageway width available).
64. Given the increase in traffic queues and delay if a point closure were to take place, mitigation works would have to be undertaken in order to allow that to happen, which would mean having to create additional carriageway width. The only means of providing additional carriageway width is to either, remove the cobbles and require properties adjacent to the junction to cut back hedges (the Council has the power to enforce or undertake the work and recharge the cost) or to use part of Clifton Green, or a combination of both. Both these options would have a detrimental effect on the conservation features in the area and it is important to maintain an attractive environment in order to encourage people to walk and cycle. Village green status is a protection through legislation, meaning that certain restrictions are placed on its use and prevents development of any kind taking place. Promoting the use of the Green could

take years of legal negotiation and may never come to fruition. The cobbles, as part of the highway are not formally protected, although the duty under the 1990 Planning Act to preserve and enhance the special character of conservation areas does extend to highway schemes. As such, The Local Authority has a legal duty to preserve or enhance the character and appearance of conservation areas.

65. It is considered that removal of the cycle lane is inappropriate, as it would have a detrimental effect upon current cycling levels, which thus far have been increasing as a result of introducing the cycle measures. In discussion, members of the Task Group considering the CCfA also agreed that the cycle lane should not be removed. Therefore, the only means of improving the junction and retaining the cycle lane is to increase the available carriageway width, which would require the removal of conservation features. Options to remove conservation features have previously been considered and rejected, although further clarification will be required from Members of the Scrutiny Committee as to whether removal of these features would be an acceptable compromise in order to make amendments to the Clifton Green junction, but the limitations in doing so should be recognised.
66. Another option for consideration could include the hedges being cut back and removal of the cobbles to retain off-road cycle lane to the signals, but this would create a number of issues and is not recommended. Firstly, there is limited width available to accommodate pedestrians and cyclists, which would create conflict between these users. Secondly, there would be significant safety concerns regarding any layout that creates conflict points with vehicles as cyclists try to re-join the carriageway from the end of the cycle track ramp at a point where traffic would diverge and turn left across their path. Thirdly, cyclists would be positioned incorrectly for any manoeuvre other than a left turn at the junction.
67. Another option for consideration is removal of the cobbles, cutting back of the hedges and retaining an on-road cycle lane. This option was considered as part of the options analysis but was rejected by officers on the grounds of safety. The cycle feeder lane would need to be located between the two traffic lanes in order to ensure that cyclists were not in conflict with left-turning vehicles. This would require cyclists crossing a vehicle lane in order to move into the central cycle lane at a point where traffic is diverging into two lanes. An extended feeder lane back to the end of the cycle lane has also been considered, however, although this layout may work in other locations in the city e.g. Clarence Street it is not thought to be appropriate in this location due to the constrained width available to create two vehicle lanes. Cyclists would expect it to be kept clear for their use and it is anticipated that there would be an increased likelihood of conflict between cyclists and vehicles. The removal of cobbles and hedges and provision of a 1.5m cycle lane would leave extremely narrow vehicle lanes and a significantly reduced pedestrian footway (see plans in **Annex G** which sets out various options that have been considered and rejected primarily on safety grounds). This means that vehicles would be closer to the kerb and pedestrians could feel intimidated by the traffic, and cyclists would be squeezed between very narrow traffic lanes. Provision of

a cycle lane less than 1.5m is not considered safe, as vehicle lanes are already narrow and vehicles would be likely to encroach. The pre-scheme cycle feeder lane was approximately 0.7m, and was consequently almost unusable by cyclists and it is considered a retrograde step to reintroduce a facility that neither worked previously, nor was considered to be safe for cyclists.

68. As part of the engineering works to refurbish the Pelican facility at the Homestead into a Puffin crossing, and provide the new Toucan crossing at Government House Road, a duct and cable was installed linking these two locations with the signal controller cabinet at Clifton Green. This cable offers the further potential (yet to be brought into use), to moderate the flow of traffic up to the main stop line at Water End / Clifton Green by controlling when in the operating cycle of the Clifton Green signals the Puffin and Toucan crossings are allowed to operate. This facility could be used to reduce 'platooning' of traffic approaching Clifton Green along Water End, and thus reduce the likelihood of traffic speeding towards the stop line. It could also increase the amount of traffic that is able to exit the Water End approach by removing the large gaps in approaching traffic that are caused by the crossings triggering when the green signal for the Water End arm of the junction is in operation.

Councillor Call for Action

69. Simultaneous with the Water End Scheme, a Scrutiny Task Group was set up to consider a registered Councillor Call for Action (CCfA) in relation to traffic issues at the junction of Water End and Clifton Green, Westminster Road, The Avenue and Clifton Green.
70. In agreeing to review the topic, the main aim of the review was agreed as: 'to determine the best solution for the problems local residents are experiencing and to look at what lessons can be learnt in order to inform the implementation of similar scheme in the city'.

The key objectives were agreed as;

- i) To establish whether local concerns still exist in light of the executive Member's decision
 - ii) To explore whether further improvements can be made to address the current traffic issues
 - iii) From experience to date, identify those measures or actions that can be taken to assist in the smooth implementation of similar scheme in the city
 - iv) To understand the context of the Land Compensation Act 1973 in relation to the CCfA.
71. After a series of meetings, consultative and information gathering sessions, the Task Group has produced the following recommendations which were subsequently endorsed by its parent Committee, Economic & City Development Scrutiny Board on 17 May:
- i. That Council Officers urgently develop new, comprehensive proposals for the Water End junctions to improve the current junction and reduce greatly traffic flows in Westminster Road/The Avenue

- ii. That the Council should, in future, use traffic models which incorporate side streets when assessing and designing junction improvements
 - iii. That the present policy of reviewing new highway schemes only after a period of twelve months should be modified to enable a review after three months when unforeseen consequences have arisen and when Ward Members request.
72. For completeness and the information of the Executive Member, the final scrutiny report is attached as **Annex H**. The Executive will now consider this report and recommendations made at its meeting on 6 July 2010.

Consultation for this report

73. Councillor D'Agorne advised that his view when considering the junction options was that there is a clear choice, if the point closure were to go ahead: If the capacity of Water End is to be increased to compensate for the extra vehicle movements by reinstating the left turn lane (albeit the substandard width that was there before), a section of the cobbles would have to go, along with whatever minimal widening could be achieved on the Green side without removing trees or post fencing that surrounds it. He also thought that pedestrian access to The Green should be provided across the junction. The cycle 'feeder' lane (which might have to either overlap with the left lane or be less than 1.5m) could be laid as at the station junction with Leeman Road, so that left turning traffic is encouraged to give priority to cyclists seeking to access the advanced stop area. He made it clear that he did not consider removal of the cycle lane to be an option, since the media profile of this scheme has become symbolic of the council's overall commitment or otherwise to the Cycling City programme. He further suggested that Members of the task group might want to sound out their respective groups on this in order to try to identify a solution that meets expectations of residents, could work, and achieve a result and provide solutions to the wider electorate and the city as a whole.
74. Councillor D'Agorne added that the scrutiny task group had heard that the left turn lane would be needed if there was a closure of the rat run, but there is not space for this together with a cycle lane, unless (as he thought could be the solution) the cobbles were removed for a section at the junction. He added that 'We could reinstate some cobbles somewhere else around the Green, but there's no way we should just put back the left turn lane without replacing something for this key part of the 'orbital cycle route'. The draft scrutiny report recommends action that will 'substantially reduce the traffic on Westminster Rd -The Avenue' I think closure is the only option, and we will have to live with the consequences of peak spread on the main roads'.
75. Councillor Gillies advised that he would like the opportunity to see the report and recommendations before commenting on a definitive basis. However, his inclination was for the reinstatement of the left turning lane as paramount. He advised that he would also be against the closure of Westminster Road. However, he did understand the need for the safety of cyclists and awaited the detail in the report.

Options

76. Option one – support the findings of the evaluation data and agree that the projected increase in traffic queuing and delay at the Clifton Green junction resulting from physical alterations to the junction or changes to access in the Westminster Road area would not be acceptable.
77. Option two – support the findings of the evaluation data, but decide that the projected increase in traffic queuing and delay (over the existing situation) resulting from changes to the junction and access alterations in the Westminster Road area would be acceptable. Authorise the consideration of measures to reduce traffic flows on Westminster Road (this does not necessarily have to mean a point closure) with a reconsideration of possible options at the Clifton Green junction, which retained a cycle lane.

Analysis

78. **Option One** – The data shows that the implementation of the cycle scheme has significantly increased cycling levels, particularly heading eastbound toward the city centre, and there is an expectation that levels will increase further over the summer and when the orbital route has been completed.
79. Traffic queues have increased, even though traffic flows have decreased as junction delay has been increased as a result of the loss of capacity. Some time has been re-gained on the Water End arm by altering the green time available at the traffic signals (PM peak only).
80. Traffic flows over Clifton Bridge have decreased as traffic has dispersed over the network to avoid the junction delay. The dispersed traffic has not caused difficulties that have been identified elsewhere on the network.
81. Modelling indicates that if a point closure were to be implemented on Westminster Road, that queues and delay would at least double over the existing situation (average queues) and would be worse at the height of the peak when queues are longer than average, and would also be worse than pre-scheme operation. If all the through traffic currently using Westminster Road has to pass through the junction, the level of additional delay on the network would severely compromise the junction and have impact on other junctions as traffic queued back. Whilst the modelling predicts that the average queues would not be as long as when the scheme was first implemented, comparison with the Trafficmaster data suggests that the model has slightly underestimated queue length and that slow moving traffic would extend back further than predicted by the model (because the model does not consider vehicles more than a certain distance apart to be queuing). The impact on the network of the additional queuing and delay is not considered to be reasonable.
82. Within this option it would be possible to consider further alterations to the traffic signals to alter the timings of the AM peak and weekend operation. There would be some impact on the Park & Ride service, but this could be minimised whilst still providing some relief to the junction.

83. In addition, it is possible that more effective use of the existing link between the crossing points and the junction could reduce the platooning of traffic arriving at the junction and improve the capacity, thus reducing the level of delay and queuing.
84. **Option Two** – The data evaluation is as option one above. The modelling suggests that some of the additional delay of a point closure could be mitigated by a partial reinstatement of the filter lane.
85. Residents could be re-surveyed on options for reducing traffic flow that did not include a point closure, but the imbalance in traffic flows make some traffic calming (e.g. chicanes) less likely to be effective.
86. An experimental closure could be trialed to understand the impact of additional traffic flows through the junction and impacts on residents. However, a trial would severely compromise the operation of the junction and is not recommended without some mitigation at the junction.
87. As the scheme has been successful in delivering an increase in cycling, it is not recommended that the cycle lane be removed to reinstate a filter lane (supported by the draft report of the Task Group). This means that the only option to retaining the cycle lane and mitigating the traffic delay is to increase the available carriageway width.
88. Removal of hedges and cobbles could be considered, but even if the carriageway was widened and the hedge cut back, the widths would not be considered sufficient for safe operation of the junction.
89. The options available for increasing carriageway width have previously been considered, but not recommended due to the detrimental impact on conservation features and the protracted legal procedure required to use the Green.
90. There is a compromise to be made, between maintaining existing levels of traffic queues and delay on Water End, reducing the traffic flow on Westminster Road and retention of conservation features in a conservation area.

Corporate Objectives

91. Implementing the existing cycle scheme has improved accessibility and safety for sustainable cyclists and reduced traffic flows in the area and will contribute to the delivery of the corporate strategy specifically through the following themes:

Sustainable city – the council is committed to improve the quality of the local environment and the condition of the York's streets and open spaces. It is committed to transform York in to a 'Cycling City' through investment of the successful £3.7m bid to improve cycling infrastructure and improve opportunities to cycle.

Healthy City – investing in cycling infrastructure will encourage more people to choose active travel modes which will improve general health and wellbeing.

Implications

Financial

92. Option One – There are no financial implications associated with this option.
Option two – Costs would arise if this option was pursued in relation to re-surveying residents, implementing a Traffic Regulation Order to close the road or implementing other traffic calming measures and engineering measures at the junction, none of which have been costed as they are subject to further clarification by the Economic & City Development Overview & Scrutiny Committee and consideration by the Executive.

Legal

93. Legal implications occur if the option of considering use of Clifton Green to create extra highway width is pursued as the Green is currently protected under village green status and therefore has statutory protection under the Inclosure Act 1857 (Section 12) and the Commons Act 1876 (Section 29). The relevant sections of these acts have not been repealed by the Commons Act 2006.

HR

94. None

Other

95. None

Crime and Disorder

96. None

Risk Management

97. The main risk associated with the report is reputational and has been assessed as 16, which requires an action plan to be developed to monitor and mitigate. The task group report is being considered by the Scrutiny Committee on 17th May and will subsequently be considered by Executive who will direct officers. A monitoring programme for traffic flows and cycle flows on Clifton Bridge is in place and the signal operation will be monitored to ensure effective operation.

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Report Approved

Date 21 May 2010

Specialist Implications Officer(s) *List information for all*

Financial

Patrick Looker

Finance Manager, City Strategy

Tel No.01904 551633

Wards Affected: Clifton

All

For further information please contact the author of the report

Background Papers:

- EMAP report, 20th October 2008 – Water End Proposed Improvements for Cyclists
- Decision Session report, 1st September 2009 – Westminster Road Petitions
- Decision Session Report, 5th January 2010 – Westminster Road Area Consultation and Survey Results
- PDF plan of pre-scheme carriageway widths

Annex A - Trafficmaster data for traffic speeds

Annex B – Junction analysis modelling of Clifton Green, as presented to the Task Group

Annex C – video camera survey data on Clifton Bridge

Annex D – Motorised vehicles turning count data

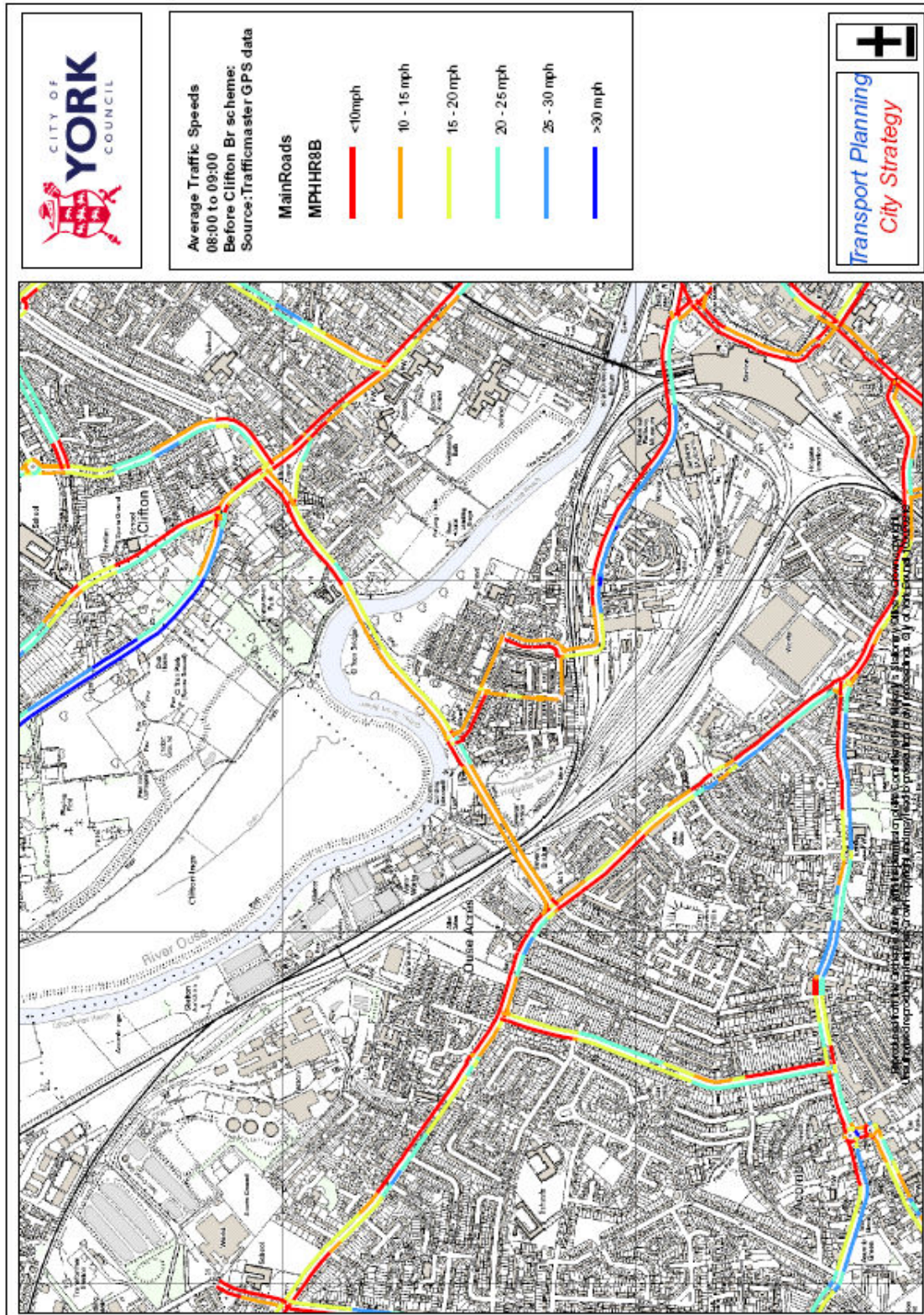
Annex E – Cycle turning count data

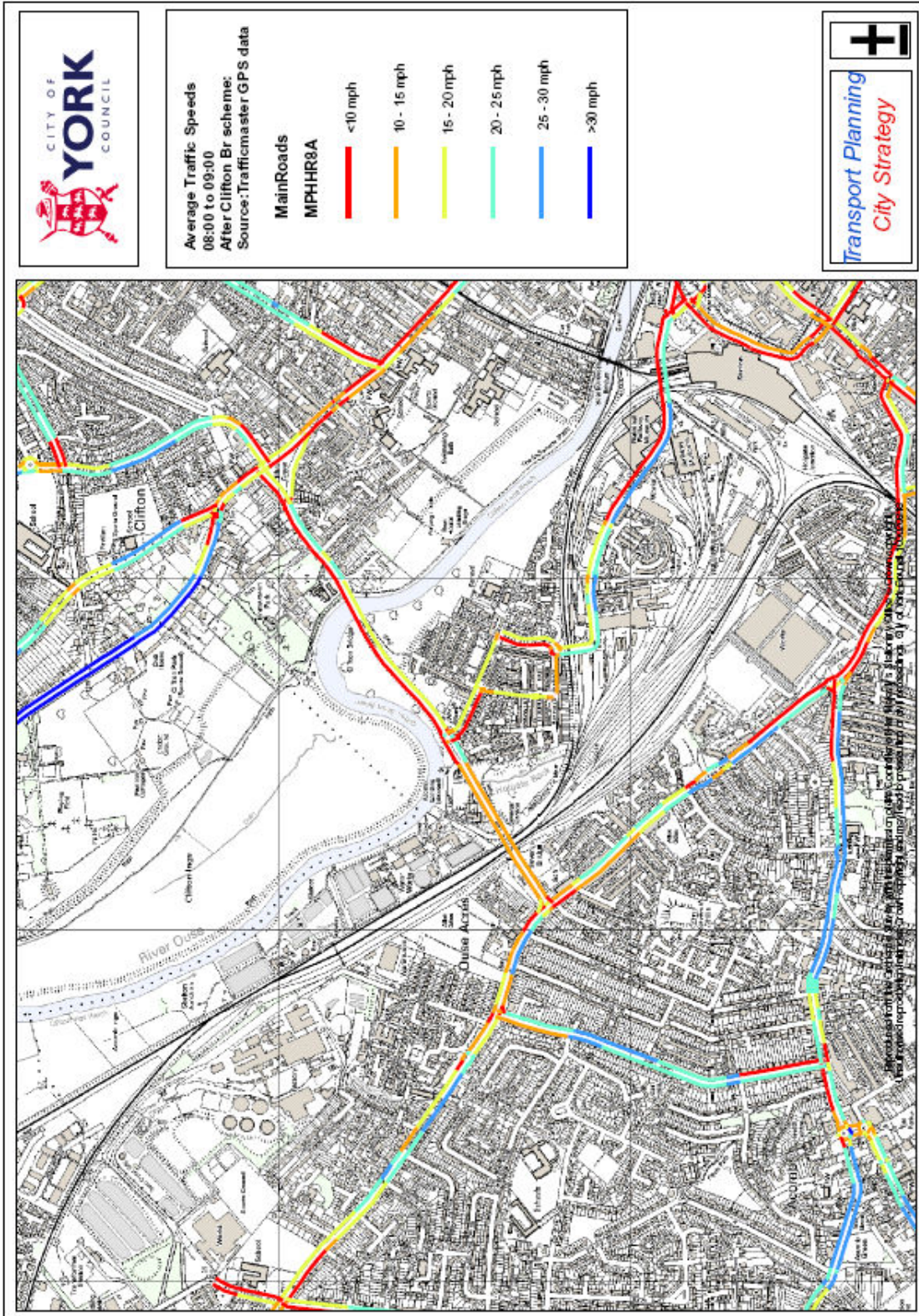
Annex F – Westminster Road traffic surveys

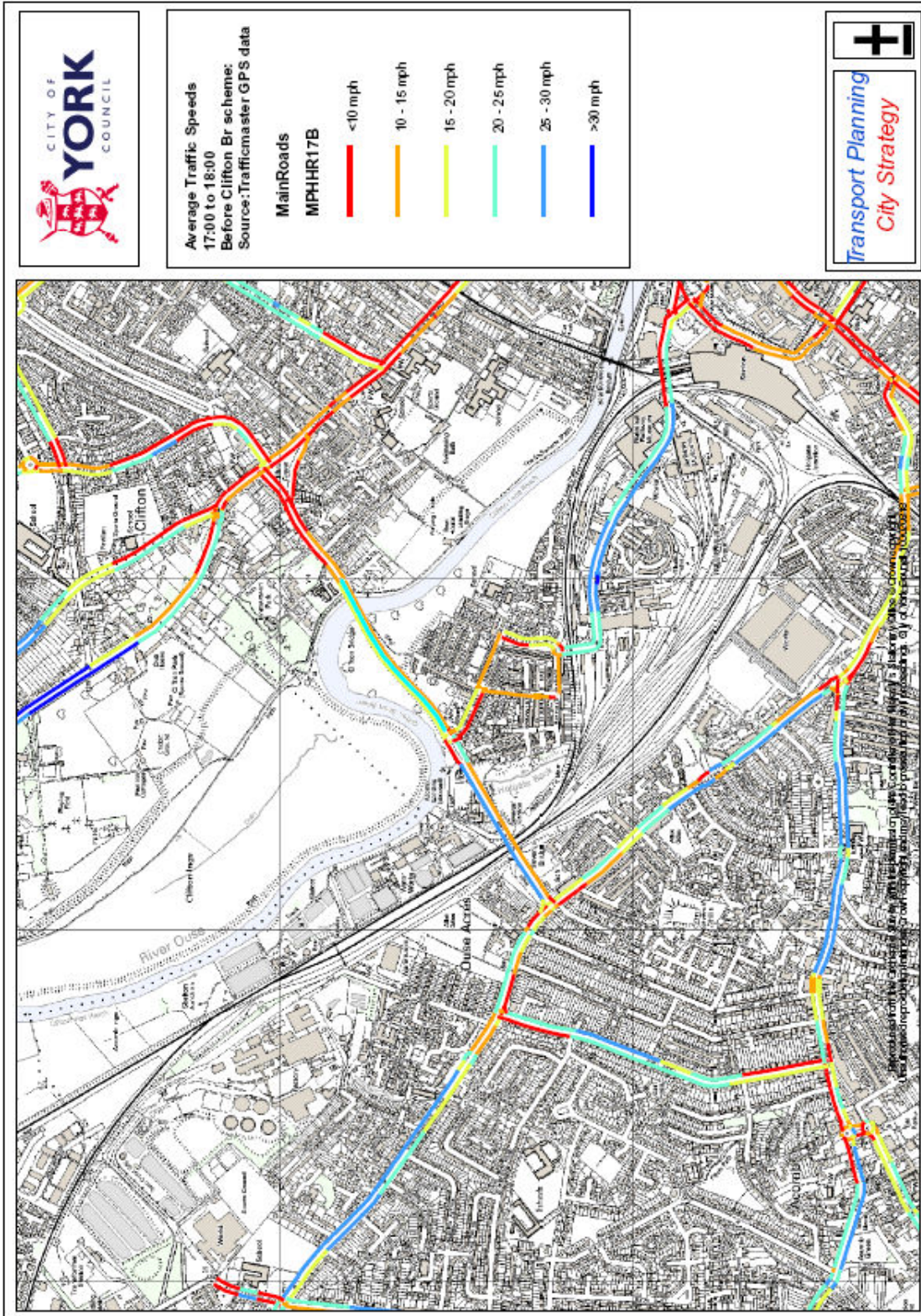
Annex G – Plans of option retaining centre cycle feeder lane at Clifton Green junction

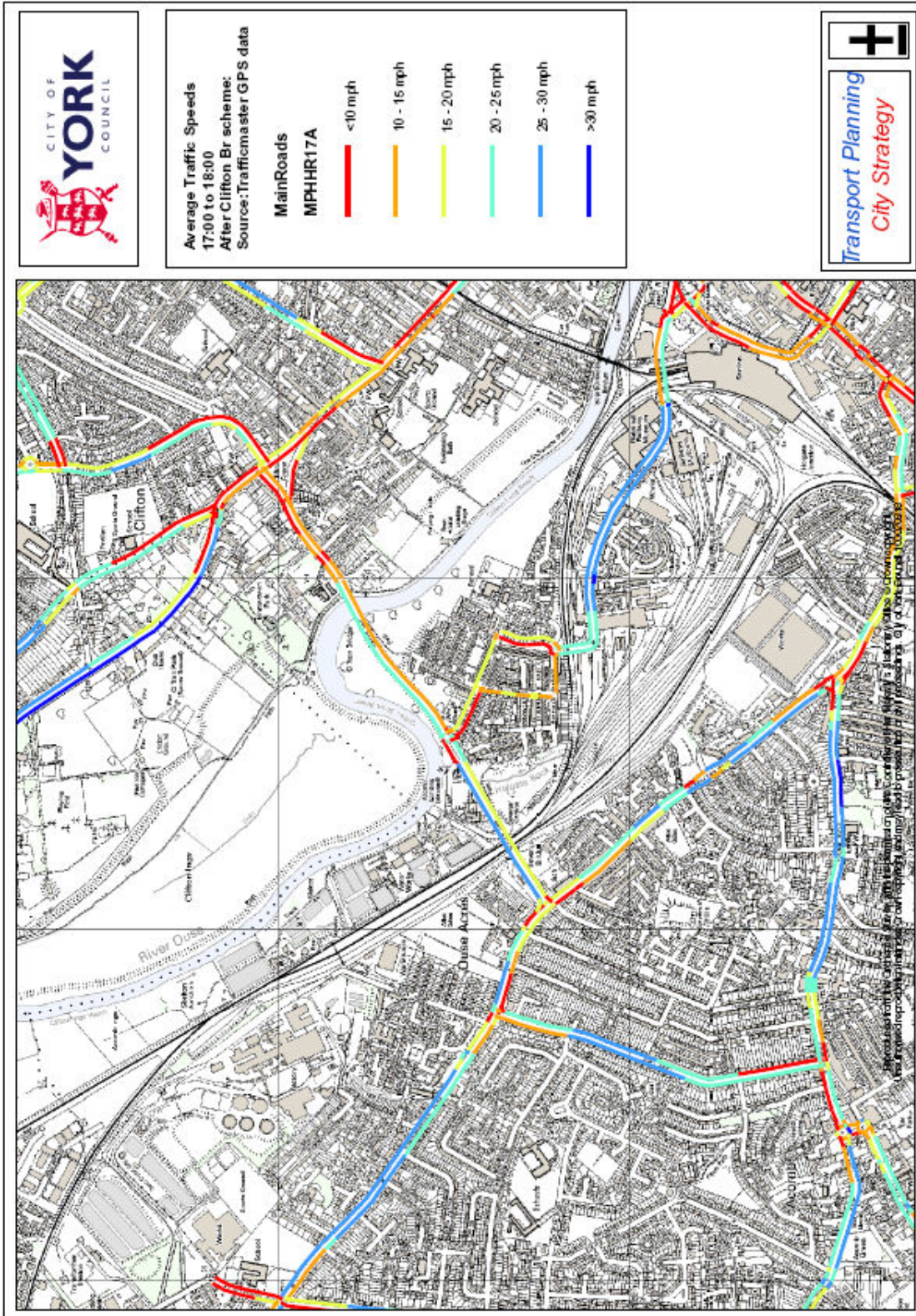
Annex H – Economic & City Development Overview & Scrutiny Committee – Water End Councillor Call for Action, Draft Final Report

Annex A – Traffic master data









Annex B

Economic & City Development Overview & Scrutiny Committee

Technical Briefing Note:

Junction Analysis Modelling of Clifton Green – Westminster Road / The Avenue Closure.

Summary

1. This note reports on the highway impacts of the closure of the through route between Water End and Clifton via Westminster Road and The Avenue. It also investigates an option of partially reinstating the left turn lane and filter at the Water End approach to Clifton Green, as mitigation for closure of Westminster Road.

Background

2. The removal of the left turn filter and lane at Water End junction with Clifton Green, as part of the Water End cycle scheme and consequential loss of capacity at the junction resulted in an increase in delay on Water End. Since implementation of the scheme some traffic has redistributed away from the Clifton Green junction to avoid the delays and an element of traffic is using Westminster Road and The Avenue as a through route to avoid queuing at the traffic lights.
3. Modelling work has been undertaken to assess the impact on Clifton Green junction of a closure on Westminster Road or The Avenue. The modelling work is based on traffic surveys undertaken on 29th September 2009 and 5th November 2009. Signal timings used are as provided by the Council's Network Management team.
4. An investigation into the benefits of a partial reinstatement of a short left turn lane and filter on Water End has been made.

Modelling Analysis

5. Ten scenarios were modelled. Table 1 is a summary of the modelling outputs. Practical Reserve Capacity (PRC) is a measure of the capacity of the junction. Negative values indicate that the junction is over capacity and will be experiencing delays. Flow is measured in passenger car units (pcus) where 1 car occupies 1 pcu of road space, a bus occupies 2.5 pcu, HGV = 2.9 pcu. Total delay is measured in pcu hours, this being a measure of the amount of delay experienced over the hour on all legs of the junction.

6. The queue lengths presented in Table 1 are mean queues. Queues at saturated junctions tend to build as the peak hour progresses therefore observed queues can be up to twice the mean queue. It has also been noted that long queues are longer per vehicle than shorter queues because drivers leave bigger gaps when far back in the queue. For reference Westminster Road is 300m back from the signals at Clifton Green, Clifton Bridge 500m, Salisbury Road 1000m and the Boroughbridge Road junction 1500m.
7. The analysis is based on traffic surveys undertaken on 29th September 2009 and 5th November 2009.

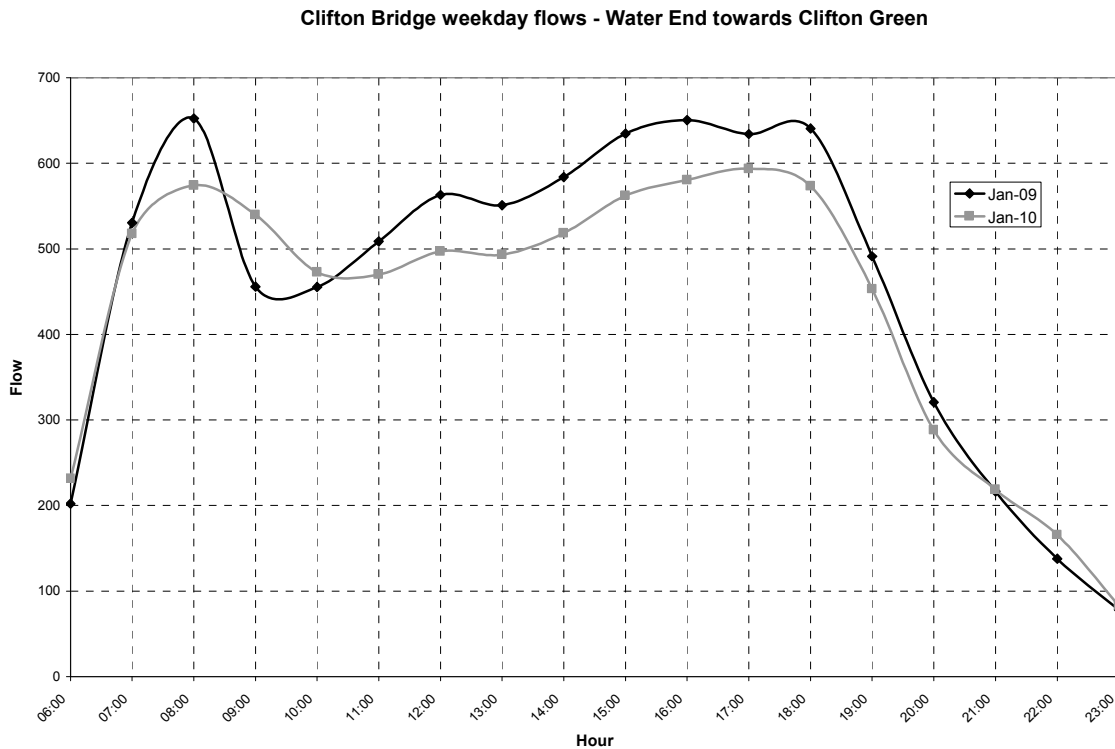
Table 1.

Scenario:	Practical Reserve Capacity	Total delay (pcu hr)	Water End average delay per pcu (mins)	Water End Mean Queue (pcus)	Water End Mean Queue (meters)
1. AM at opening (April 2009)	-111%	270	16.9	263	1576
2. AM peak post scheme (Nov 2009)	-20%	58	3.8	42	253
3. AM peak post scheme + closure	-42%	121	5.7	77	460
4. AM peak post scheme + 8 veh filter	-8%	35	1.0	19	111
5. AM peak post scheme + 8 veh filter + closure	-27%	82	5.0	69	413
6. PM at opening (April 2009)	-94%	195	15.4	186	1115
7. PM peak post scheme (Nov 2009)	-15%	51	2.6	38	230
8. PM peak post scheme + closure	-31%	93	6.1	82	490
9. PM peak post scheme + 8 veh filter	-14%	34	0.9	21	125
10. PM peak post scheme +8 veh filter +closure	-14%	42	1.5	32	191

8. Scenarios 1 and 6 clearly indicate the scale of the delays that were experienced when the scheme was first implemented in April 2009.
9. The changes that have occurred in the months since opening are that traffic has redistributed its self on the network in order to avoid the delays on Water End and some traffic is using Westminster Road and The Avenue to avoid the signals. In terms of traffic volumes during the peaks these are down 10%-15% on Clifton Bridge (Figure 1). It is interesting to note that the post AM peak traffic is up, an indication that people are changing their time of travel to avoid the delays? The signal timings have also been altered to take account of the new arrangement and flows. Scenarios 2 and 7 represent the current situation.
10. It was noted during the analysis that the signal timings that are currently running on the junction are less than optimal particularly for the AM peak. This is due in part to the need to protect the running times on the Rawcliffe Park and Ride service. It is noted however that the latest changes to the signal timings was in April 2009, when there is a possibility that the scheme may still have been 'bedding in'. It is recommended that a further review of the signal timings is made by the Council, making use of the November 2009 survey results. It is also recommended that a Saturday

and Sunday survey be undertaken and that the signal timings be reviewed for these days. It is understood from Network Management that they are planning on linking the Toucan crossing with the signals, the review should take place to coincide with this change.

Figure 1.



11. Scenarios 3 and 8 indicate the impact of closure of Westminster Road / The Avenue. The assumption has been made that all traffic turning right into Westminster Road from Water End will post closure make the right turn at Clifton Green. This is a 'worst case scenario' dependant on where the closure was implemented this figure could be less. The modelling shows a significant impact on the level of queuing and delay on Water End. It might be expected that some further redistribution of traffic will take place, although it may be that the traffic that has remained using Water End has little alternative or it would have already done so. If this is the case the further reductions in traffic volumes on Clifton Bridge will be small and the delays will remain at this level. Overall in this situation the modelling is indicating a doubling in the level of congestion (queues and delays) at Clifton Green during both peaks. As a consequence it is would likely that there would be a further spreading of the peaks.

12. Scenarios 4 and 9 show the impact of the reinstatement of a filter lane and signal at Clifton Green without the closure. This has been modelled at 7 vehicle lengths (expected use 4 vehicles per cycle of the lights) and is shorter than the pre-scheme situation 18 vehicle lengths (expected use 9 vehicles per cycle). The results indicate a big improvement during the AM peak but only a moderate improvement PM due to there being less

vehicles turning left. It should be noted that whilst improvements would be realised on opening 'day 1' of the proposal it is highly likely that traffic would gravitate back to Water End and the benefits seen would rapidly be reduced. This is not to say that this would not provide some relief on the routes that the traffic has been displaced to i.e. the Outer and Inner Ring Roads.

13. Scenarios 5 and 10 show the impact of closure accompanied by re-instatement of the shorter filter lane. In the AM peak the filter only partially mitigates against the impact of the closure. In the PM peak it more than mitigates and the situation represents an improvement over the current situation. The reason for it not being fully successful in the AM is that there is more traffic displaced onto the right turn with the short lane this blocks the left filter so its benefit is not realised.

Conclusion

14. Point closure on Westminster Road or The Avenue preventing through traffic is demonstrated to have a significant adverse impact on the highway network.
15. The impact of the point closure could be mitigated by the partial reinstatement of the left turn lane and filter at Clifton Green during the evening (and off) peak periods. The morning peak remains problematic, in that the impact of the closure is not fully mitigated by this measure and would see a significant worsening of congestion over the current situation.
16. Should the point closure take place and the left turn be reinstated then ideally these measures should be implemented together so as to avoid traffic trip redistribution taking the benefit of the added capacity afforded by the reinstatement of the left turn.
17. A further review of the signal timings be made following any changes to include Saturdays and Sundays as well as the peak periods.

Contact Details

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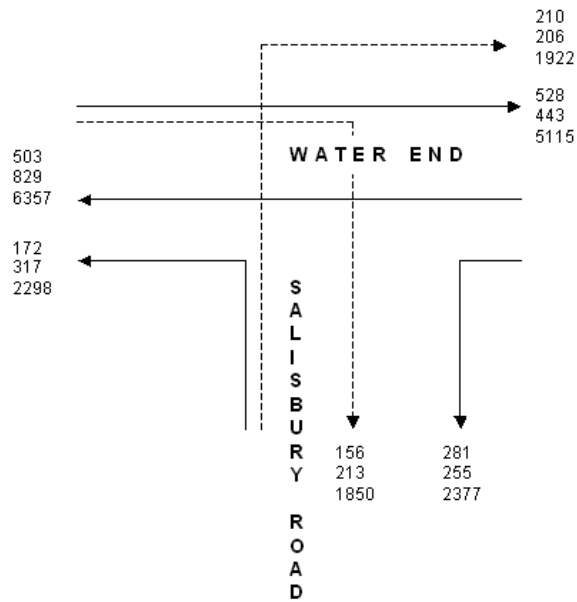
Annex C

Clifton Bridge video surveys				
	Eastbound	Sep-08	Sep-09	Nov-09
AM (8 - 9am)	All traffic	791	816	688
	Cars	627	558	582
	Pedal cycles	85	126	114
	Pedestrians	N/A	46	N/A
PM (5 - 6pm)	All traffic	702	661	666
	Cars	605	548	566
	Pedal cycles	23	39	49
	Pedestrians	N/A	33	N/A
Off-peak (11am - 12pm)	All traffic	362	470	481
	Cars	320	386	392
	Pedal cycles	9	14	17
	Pedestrians	N/A	15	N/A
12-hour (7am - 7pm)	All traffic	6477	7286	7373
	Cars	5241	5688	5888
	Pedal cycles	388	521	491
	Pedestrians	N/A	326	N/A
	Westbound	Sep-08	Sep-09	Nov-09
AM (8 - 9am)	All traffic	753	843	852
	Cars	616	611	699
	Pedal cycles	38	57	50
	Pedestrians	N/A	34	N/A
PM (5 - 6pm)	All traffic	1260	1110	1135
	Cars	1054	850	900
	Pedal cycles	92	98	118
	Pedestrians	N/A	44	N/A
Off-peak (11am - 12pm)	All traffic	544	529	607
	Cars	442	421	510
	Pedal cycles	6	16	20
	Pedestrians	N/A	21	N/A
12-hour (7am - 7pm)	All traffic	8660	9102	9224
	Cars	7075	6942	7435
	Pedal cycles	406	495	537
	Pedestrians	N/A	313	N/A

Annex D

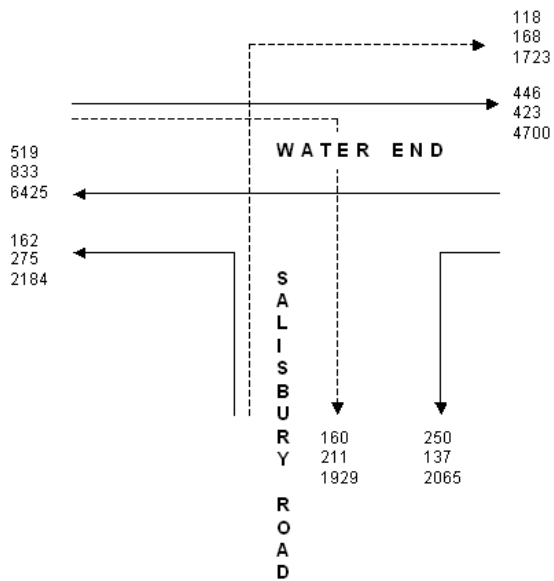
ALL MOTORISED MOVEMENT – 06/05/2008
WATER END / SALISBURY ROAD

Key:
 AM
 PM
 12-hr



ALL MOTORISED MOVEMENT – 05/11/2009
WATER END / SALISBURY ROAD

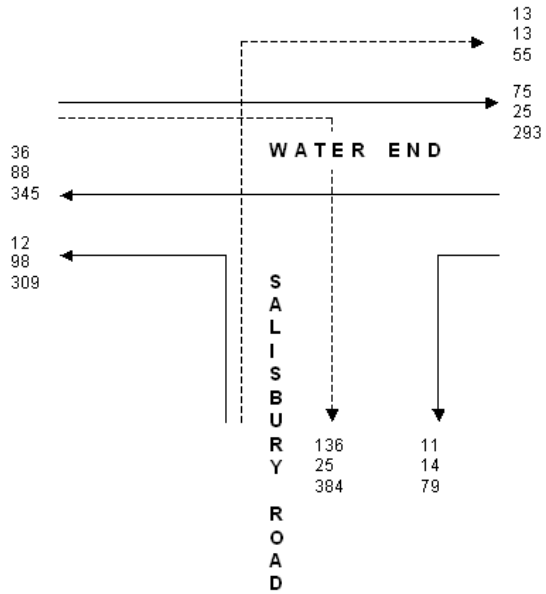
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 AM
 PM
 12-hr



Annex E

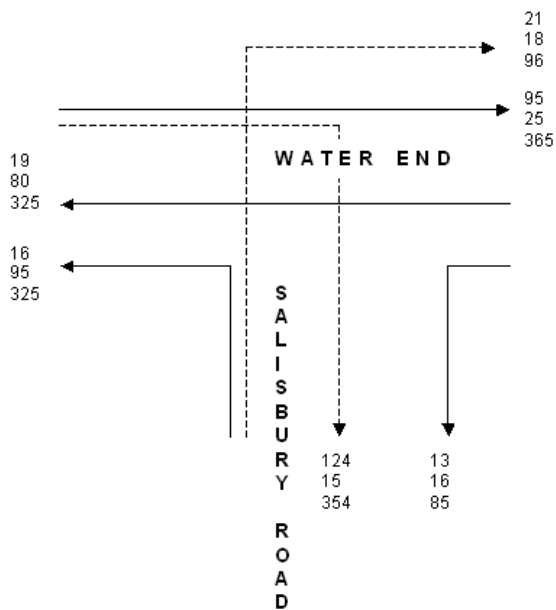
PEDAL CYCLE MOVEMENT – 06/05/2008
WATER END / SALISBURY ROAD

Key:
 AM
 PM
 12-hr



PEDAL CYCLE MOVEMENT – 05/11/2009
WATER END / SALISBURY ROAD

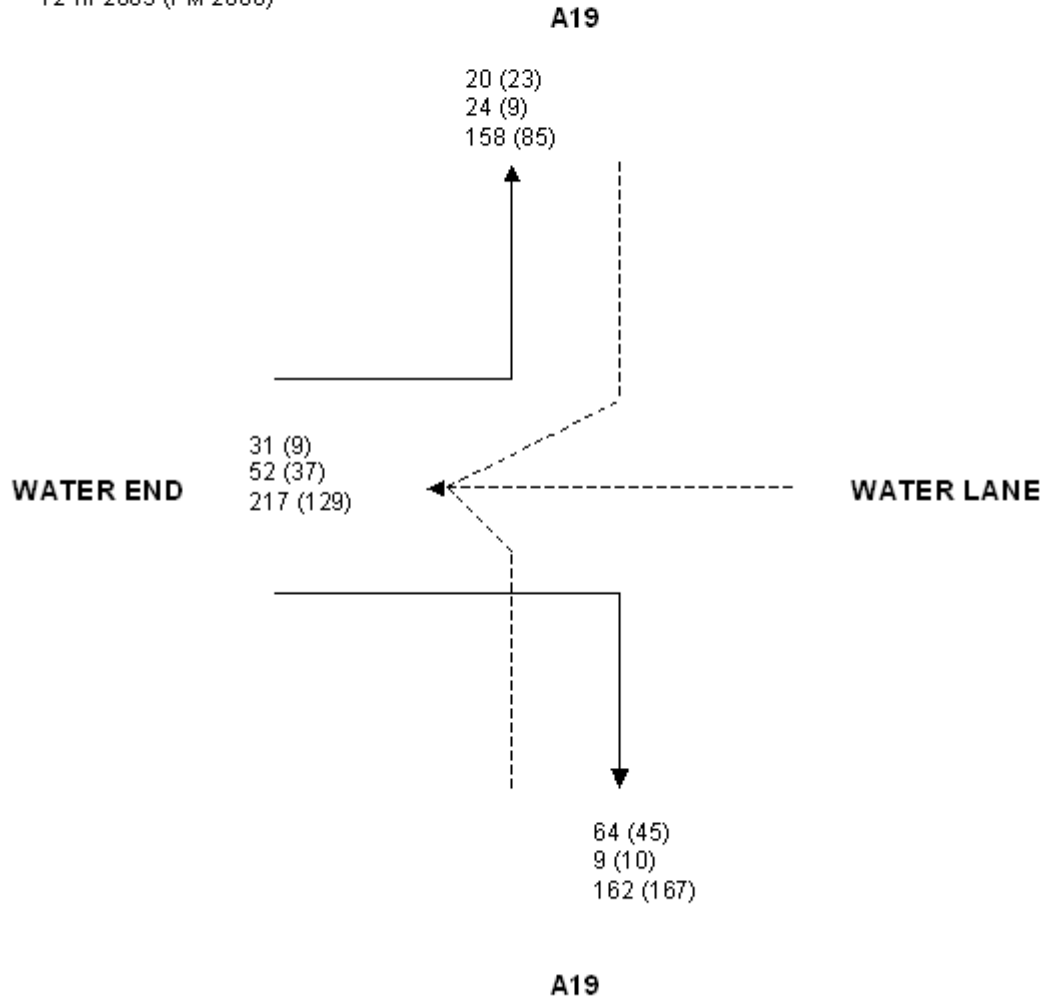
Key:
 AM
 PM
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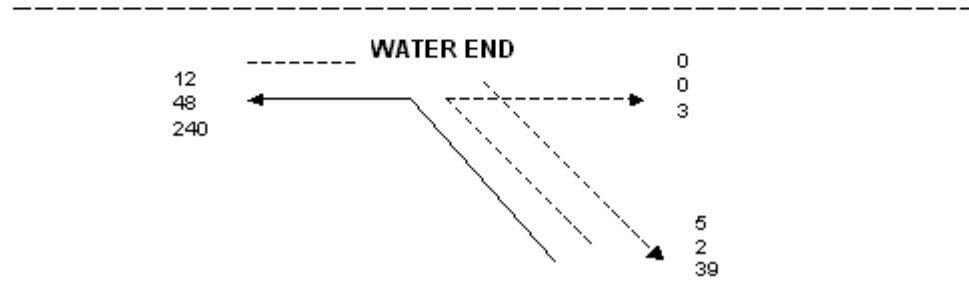
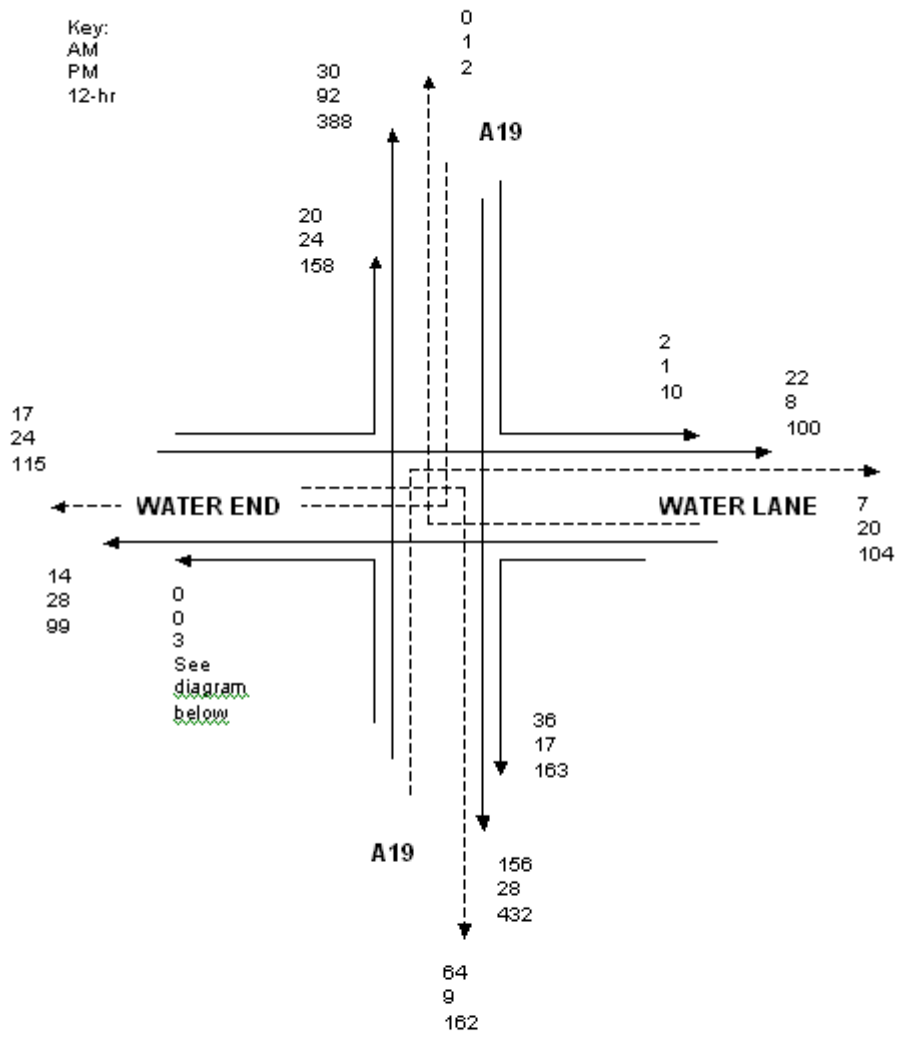
PEDAL CYCLE MOVEMENT – 05/11/2009 & 05/02/2008
IN & OUT OF WATER END

Key:

- AM 2009 (AM 2008)
- PM 2009 (PM 2008)
- 12-hr 2009 (PM 2008)



PEDAL CYCLE MOVEMENT – 05/11/2009
A19 / WATER END / WATER LANE



Annex F**Traffic Survey data (previously reported to January 2009 Decision Session Meeting)****24 Hour Traffic Flow (taken from the speed survey information)**

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

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

12 hour Traffic Survey - 7am to 7pm

Traffic entering Westminster Road from Water End

Total traffic	837
Through traffic	744 (89%)
School traffic	43 (5%)
Residential traffic	50 (6%)

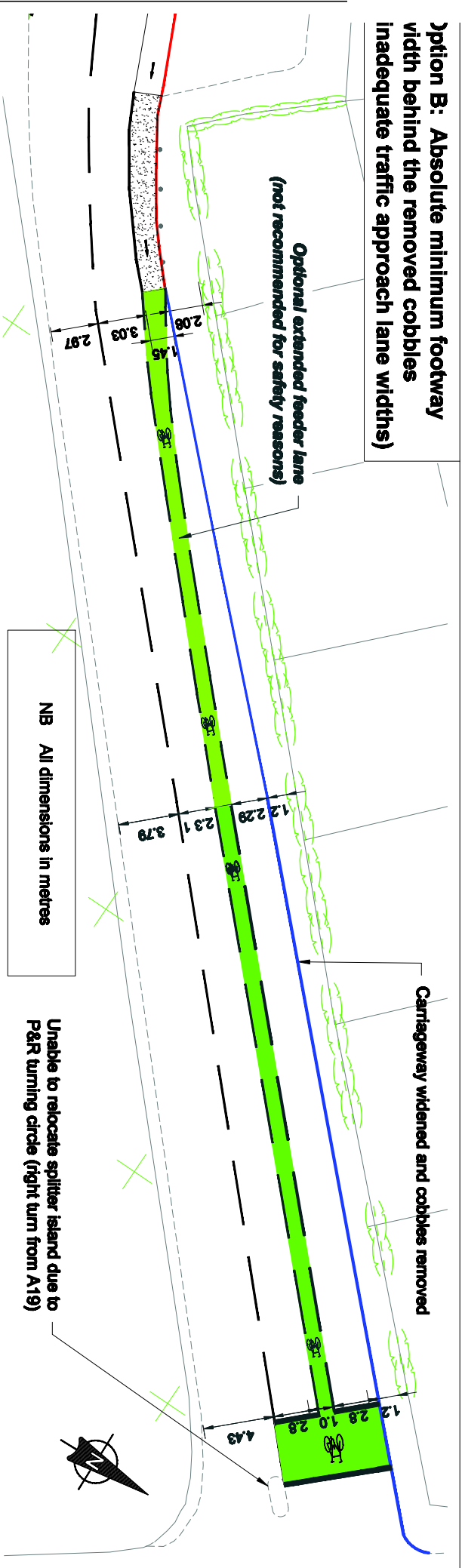
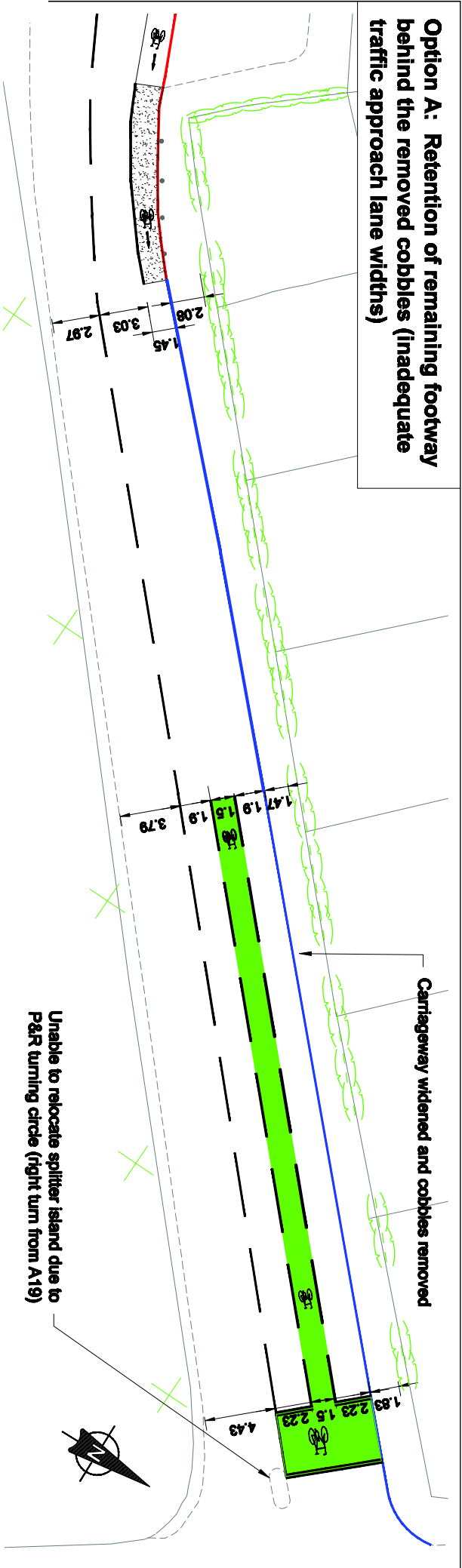
Traffic entering The Avenue from Clifton

Total traffic	603
Through traffic	515 (85%)
School traffic	34 (6%)
Residential traffic	54 (9%)

Both directions combined

Total traffic	1440
Through traffic	1259 (87.5%)
School traffic	77 (5.5%)
Residential traffic	104 (7%)

AM Peak hours Traffic - 8am to 10am	PM Peak Hours Traffic - 4pm to 6pm
<p>Traffic entering Westminster Road from Water End</p> <p>Total traffic 300</p> <p>Through traffic 282</p> <p>School traffic 14</p> <p>Residential traffic 4</p>	<p>Traffic entering Westminster Road from Water End</p> <p>Total traffic 156</p> <p>Through traffic 139</p> <p>School traffic 4</p> <p>Residential traffic 13</p>
<p>Traffic entering The Avenue from Clifton</p> <p>Total traffic 138</p> <p>Through traffic 118</p> <p>School traffic 17</p> <p>Residential traffic 4</p>	<p>Traffic entering The Avenue from Clifton</p> <p>Total traffic 249</p> <p>Through traffic 229</p> <p>School traffic 3</p> <p>Residential traffic 19</p>




NB All dimensions in metres



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<p>Clifton Green Scrutiny Options</p>		Drawn	Date	Scale
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Economic & City Development Overview & Scrutiny Committee

17th May 2010

Water End Councillor Call for Action – Draft Final Report

Background

1. At a meeting of the Economic & City Development Overview & Scrutiny Committee held on 12th August 2009 Members were asked to consider a Councillor Call for Action (CCfA) submitted by Councillors Scott, King & Douglas in relation to traffic issues at the junction of Water End and Clifton Green, Westminster Road, The Avenue and Clifton Green.

Background Information on CCfA Process

2. Ward Councillors play a central role in the life of a local authority, as a conduit for discussion between the Council and its residents and as a champion for local concerns. To strengthen Councillors' ability to carry out the second role the Government has enacted in the Local Government and Public Health Act 2007, provisions for a 'Councillor Call for Action (CCfA)'. This provides Councillors with the opportunity to ask for discussions at Scrutiny Committees on issues where local problems have arisen and where other methods of resolution have been exhausted.
3. CCfA is a tool that can be used by Councillors to tackle problems on a neighbourhood or ward specific basis that it has not been possible to resolve through the normal channels. CCfA is a means of last resort when all other avenues have been exhausted and the Council has been unable to resolve the issue.

Background Information on Steps Taken to Resolve the Traffic Issues at the Junction of Water End

4. The topic registration form, attached at Annex A to this report, states that the following took place to try and resolve the traffic issues in the Water End area of the City:
 - Ward Committee meeting 21st April 2009 – City of York Council Officers attended this meeting and noted residents concerns.
 - Special Ward Committee meeting on 10th June 2009 – results of recent traffic surveys were reported to this meeting. However, whilst these figures were considered to be flawed, they indicated an increase of traffic along Westminster Road and The Avenue of over 50%.

5. A further informal Ward Committee meeting was held on 6th July 2009, which involved holding a mobile surgery at three locations in the ward; one of which was Clifton Green. Among the issues raised by residents were the ongoing traffic problems on Water End and Clifton Green. Residents pointed out that the increased traffic on Westminster Road and The Avenue was a safety issue, and suggested that it be addressed by road closure or preventing motorists from turning right/left in to the area. Residents also suggested that there be greater cooperation between various council departments, e.g. between Transport Planning and the Cycling City project.
6. In addition to the above, two separate petitions had been submitted to the Council by residents from the Westminster Road, The Avenue and Greencliffe Drive areas. The first of these, received on 10th June 2009, contained 95 signatures from 62 properties mainly from Westminster Road and called for the Council to instigate the closure of Westminster Road. The second petition received on 11th June 2009 came from residents of The Avenue; it contained 20 signatures covering 12 properties and also requested the closure of Westminster Road. There are approximately 158 properties along the three roads in this area. Both of these petitions were submitted to Full Council on 9th July 2009. A report regarding these petitions was subsequently presented to the Executive Member for City Strategy at a Decision Session in September 2009.
7. Having taken all the above information into consideration the Economic & City Development Overview & Scrutiny Committee agreed to progress this Councillor Call for Action to review and in doing so recognised certain key objectives and the following remit was agreed:

Aim

8. To determine the best solution for the problems local residents are experiencing and to look at what lessons can be learnt in order to inform the implementation of similar schemes within the city.

Key Objectives

- i. To establish whether local concerns still exist in the light of the Executive Member's decision
 - ii. To explore whether further improvements can be made to address the current traffic issues
 - iii. From experience to date, identify those measures or actions that can be taken to assist in the smooth implementation of similar schemes in the city
 - iv. To understand the context of the Land Compensation Act 1973 in relation to this CCfA.
9. A scoping report was presented to the Economic & City Development Overview & Scrutiny Committee on 8th December 2009, which further expanded the information to be received under the key objectives of the remit. It was also agreed that the work would be undertaken by a small Task Group

comprised of several Members of the Committee namely Councillors D'Agorne, Holvey, Hudson and Pierce.

Consultation

10. Consultation took place with the relevant technical officers within the Council. A public event was also held to hear residents' view. In addition to this residents have spoken under the Council's Public Participation Scheme at various public meetings where this issue has been discussed.
11. A list of all documentation received as part of the review is attached at Annex B to this report.

Information Gathered

12. During the course of this review, at informal sessions, a public event and formal meetings Members gathered the following evidence in relation to this CCfA:

Key Objective (i)

To establish whether local concerns still exist in the light of the Executive Member's Decision¹

Executive Member for City Strategy Decision Making Meetings

13. At a meeting of full Council on 9th July 2009 residents of the area presented two petitions regarding traffic issues in the Water End area of the City.
14. A report was subsequently prepared in response to these petitions and presented to the Executive Member for City Strategy on 1st September 2009 for decision. The report detailed the results of initial survey information and options in response to the two petitions received regarding the change in traffic conditions due to works carried out on Water End earlier in 2009. The Task Group prepared comments on this report, which were presented to the Executive Member for City Strategy for consideration.
15. As part of their commentary the Task Group recognised the difficulties being faced by the residents of the area. They acknowledged that the introduction of the Water End Cycle Scheme, the burst water main and the removal of the speed cushions along Westminster Road had had a significant impact on traffic issues in the area. They did however, acknowledge, that this series of events was an abnormal combination and would not usually have happened.
16. The Task Group also acknowledged that no speeding problems had been reported and once the speed cushions along Westminster Road had been reinstated then the speeds would fit with the criteria for a 20mph zone.
17. They then made the following comments on the options set out in the report to the Executive Member for City Strategy dated 1st September 2009:

¹ This refers to reports that were presented to the Executive Member for City Strategy, for decision, on 1st September 2009 & 5th January 2010.

- There was already some through traffic in the area prior to the changes being made
 - It would be hard to judge whether this would change when the speed cushions in Westminster Road were reinstated
 - The Task Group supported that a survey be started by the end of September 2009 to allow for the return to school and the report be completed by October 2009 (on the understanding that the speed cushions would be replaced by the end of August 2009)
 - They supported the introduction of a 20mph speed limit and a review of the St Peter's School Travel Plan
 - The Task Group did not believe that the introduction of an access only order or banned turning manoeuvres would be an effective deterrent. Both of these options would be difficult to enforce and could be more disadvantageous to local residents than to occasional users of the route
 - The introduction of a one-way route could be disadvantageous to residents, particularly in terms of speed
 - The Task Group accepted that point closure was a possible solution but it would need very careful exploration due to the knock on effect it may have on other streets in the area, access for emergency services and increase in pressure on other highways
 - The Task Group suggested that the installation of chicanes be explored
18. On consideration of the report and its associated annexes the Executive Member for City Strategy agreed that:
- Further surveys should be undertaken once the road humps on Westminster Road had been replaced and the outcome of these surveys should be reported to a future decision session.
 - To progress the introduction of a 20mph speed limit and undertake a review of St Peter's School Travel Plan.
 - Point closure along The Avenue or Westminster Road be given further consideration as part of reporting of the above 2 points
 - That the option of introducing build outs or chicanes as a method of controlling traffic speed and volumes be evaluated and reported back
19. The three Clifton Ward Councillors subsequently called this decision in for the following reasons:
- “That the Executive Member misdirected himself in:
- Failing to follow the representations of local Councillors
 - Failing to follow the representations of the residents of Westminster Road
 - Failure to opt for a point closure”
20. The decision of the Executive Member for City Strategy was then referred to the Scrutiny Management Committee (SMC) for consideration at a meeting on 14th September 2009. SMC referred the matter back to the Executive (Calling in) for reconsideration with a recommendation that further consultation be carried out with residents with the aim of reporting the results to the Executive

Member for City Strategy on 1st December 2009, or at the same time as the results of the further surveys.

21. At the Executive (Calling in) meeting held on 15th September 2009 the Executive agreed to accept the recommendations of SMC.
22. A further report was presented to the Executive Member for City Strategy at a decision session on 5th January 2010 which detailed the key results of vehicle surveys and a questionnaire carried out in relation to the through traffic in the Westminster Road area following the introduction of the Water End Cycle Scheme.
23. On consideration of this report the Executive Member for City Strategy agreed to implement a 20mph zone for the area. He noted the outcome of the traffic surveys and decided to take no further action in terms of a point closure. However he did agree that the results of the survey be considered as part of any future evaluation² of the Water End Cycle Scheme. He also requested that the Police monitor the junctions in this area with a view to addressing any examples they may find of inappropriate driver behaviour.
24. The decision of the Executive Member was subsequently called in by Councillors Scott, Douglas and King for the following reasons:

“That the Executive Member misdirected himself by: -

 - Failing to listen to the representations of residents;
 - Failing to listen to the representations of Ward Councillors;
 - Failing to recognise and correct the deficiencies in the consultation process;
 - Failing to act so as to alleviate the increased traffic volumes and flow on Westminster Road and The Avenue;
 - Failing to comply with the Council's own highway design guide; and
 - Failing to honour his commitment on the issue given at an EMAP meeting in 2009.”
25. On consideration of the call in Scrutiny Management Committee upheld the decision of the Executive Member for City Strategy.

Public Event

26. As part of key objective (i) of the remit the Task Group held a public event on Thursday 18th February 2010 to listen to the views of members of the public, to hear their concerns and to try and establish whether local concern still existed. The following paragraphs are a summary of the views received at that event and are sub-divided into road user categories.

Cycling

27. A member of the Cyclists Touring Club (CTC) expressed the view that the work that had been carried out at the Water End junction had been beneficial to

² The Task Group understood that there would be an evaluation of the scheme after the changes to the junction had been in place for one year

cyclists, especially as many people in the city commuted to work by bicycle. He stated that a recent survey had highlighted that 57% of cars in the peak period were undertaking short journeys and there was a need to encourage a move to alternative modes of transport for these.

28. The Water End scheme was not a 'stand alone' scheme and was just one part of an orbital cycle route that was being built around the city.
29. Traffic counters will be in place to monitor and prove change of usage.
30. A local resident expressed the view that there were very few cyclists using the new cycle lanes. They did not believe that cyclists should have any more leeway than other road users. A short car journey via the new junction could now take up to 20 minutes.
31. During a 20 minute journey from Leeman Road to Clifton Green one resident said they saw only 1 cyclist. They questioned why priority was given to cyclists when so few were using the facilities.

Pedestrians

32. 'Rat running' was not good for pedestrians, especially those with pushchairs and/or small children. One resident with small children had had a 'near miss' at The Avenue.
33. It was quite difficult to cross the road at The Avenue at peak times. Even if vehicles were not going at more than 20 miles per hour it was still awkward for the elderly and those with pushchairs and small children.
34. A Representative from the Cyclists Touring Club North Yorkshire said that there was a pedestrian footway on the south side of Clifton Bridge, however many pedestrians did not cross to use this.
35. A Westminster Road resident said that having safe walking routes was fundamental. National Guidance suggests that we need them, especially for children and young people to play in the street. Westminster Road and The Avenue were less attractive for pedestrians since the changes to the junction. There were 486 vehicle movements on Saturday 6th February 2010 between 2pm & 3pm.
36. One resident asked whether Council policy was to prioritise in the following order; pedestrians followed by cyclists followed by vehicular traffic.³

Motorists

37. There has been a significant increase in traffic over recent years and the City of York Council's traffic engineers have not taken the impact of this into consideration when implementing/designing new schemes.
38. There is no consistency in City of York Council policy

³ The answer to this question is addressed at another point in this report

39. Residents in the area have had to bear the brunt of the introduction of this scheme.
40. A resident, who was both a cyclist and a motorist, was in favour of the cycling provision at Water End and felt the changes to the junction had made the area safer for cyclists. As a motorist he expected to be delayed and felt that motorists were part of the problem.
41. The Police do not have the resources to monitor traffic flow, junctions or 'rat running'.

Local Residents' Views

42. Changes to major junctions must be well planned through traffic modelling that takes into consideration the impact changes may have on suburban roads. This was not taken into consideration when the modelling for the junction changes at Clifton Green was undertaken.
43. There was a 97% increase in through traffic volume in Westminster Road and The Avenue.
44. 93% of residents in Westminster Road and The Avenue petitioned for point closure such was the negative impact of increased traffic on their community.
45. Many letters have been sent to the Chief Executive and to the Executive Member for City Strategy.
46. The increase in through traffic is not in dispute but the solution is. The proposed 20mph speed limit is a token gesture and will not address the problems being experienced.
47. Generally local residents welcomed the fact that the scheme would be evaluated a year after installation (March/April 2010). They did, however, believe that any evaluation should include the impact the changes to the junction had had on Westminster Road and The Avenue.
48. 50% of the increased traffic flow is not at peak times, so there is no let up in traffic even at weekends. There is an overall increase in traffic on Westminster Road as a result of the changes made to the junction.
49. A resident living on the corner of Westminster Road and The Avenue said that a 20mph limit was counter-productive as it highlights that it is a main road that people may consider using. They did not feel enough was being done on the phasing of traffic lights. The only solution was to close the road, which the majority of residents were in favour of. They could not understand why the Council were too afraid to do this.
50. A Resident living at the junction of Westminster Road and The Avenue said that due to increased traffic travelling in both directions there had been many near misses.

51. As cars frequently had to queue for 20 minutes at a time to pass through the junction there were concerns about the air quality in this area. Residents asked if there were air quality statistics available for before and after the changes to the junction.⁴
52. Residents asked if there were statistics showing the amount of cyclists that used the junction both before and after the changes were made.⁵
53. If you introduce a point closure then the traffic on the main highway would increase and people would have to queue for much longer. People will always drive, so we shouldn't be making changes to the highways just to accommodate a few cyclists.
54. Clifton planning panel should have been involved/consulted on the junction changes.
55. Motorists prefer to cut through Westminster Lane to go north onto the A19 rather than wait in a queue of traffic.
56. The pattern of traffic using Westminster Road is now established; adjusting the traffic lights will now no longer address the issue.
57. Many residents feel that closing the road would be the lesser of two evils.
58. Chicanes would cause further pollution.

Other views

59. There has been a large increase in traffic around the end of the day, in part due to St Peter's School. However, this view was counteracted by a resident who expressed the view that it was the through traffic that was the problem rather than the school traffic. He believed that the school was also in favour of a point closure.
60. Whilst cycling is important, the infrastructure needs to accommodate all modes of transport including cars.

Written Representations

61. In addition to the views expressed above several written representations were received from members of the public who were unable to attend the meeting. Some of these views have already been detailed in the paragraphs above and the list below sets out points not previously made:
 - Introduce a 20mph speed limit on Clifton Green on the stretch from the junction with Clifton to Water End
 - Position a belisha beacon at the crossing to the bus stop by The Old Grey Mare
 - Install a solar-powered 20mph sign to alert motorists to their speed
 - Tighten the chicane on Clifton Green to further reduce speed

⁴ This question is addressed at another point in this report

⁵ This question is addressed at another point in this report

- Despite the vast sums of money spent improving cycling facilities on Water End many some people still seem to prefer to cycle on the pavement.
 - Westminster Road is being used as a rat run
 - Cars are speeding and even overtaking in the residential streets in the area
 - Dangerous driving in the Westminster Road area
 - A house wall in The Avenue was destroyed by a Council vehicle trying to avoid oncoming cars
 - Traffic chaos at peak times
 - Difficult to cross Westminster Road at peak time due to the increase in traffic
 - Why is an evaluation needed? It is quite obvious that the remodelling at Water End is a complete failure
 - A 20mph speed limit would have little or no effect
 - Environmental issues due to constant traffic jams caused by the removal of the filter lane
 - The size of vehicles now using the once quiet residential streets
 - Feel that the Council deceived us in their previous questionnaire. The Council didn't ask if we wanted to close the road, which I'm sure we would nearly all have agreed to, they (City of York Council) knew that there would be disagreement in where to close it so gave us lots of choices so no one would agree
 - Risk of damage to parked cars
62. In addition to the above a report was received from the Informal Traffic Group for Westminster Road and The Avenue, which had been annexed to the report presented to the Task Group on 23rd March 2010. The views expressed in this document generally reflected the same public concerns that have been expressed elsewhere within this report.

Task Group's Comments

63. The Task Group acknowledged the views that had been expressed at the public event and within the written representations and appreciated that these had generally been consistent throughout the course of the review.⁶ The Task Group made the following comments in relation to the views expressed:
- The junction at Water End and Clifton Green lies within a Conservation Area. There were cobbles on one side of Water End and Clifton Green itself on the other. This made it difficult to widen the road; it also made it difficult to provide a safe pedestrian crossing at this point
 - Point closure could set a precedent and the wider implications, for the rest of the City, of having a point closure at Westminster Road needed to be explored
 - The possibility of a temporary closure of Westminster Road to assess the impact on the main highway and traffic trends
 - The possibility of using a rising bollard at any point closure
64. The Task Group thought that, perhaps, there were lessons to be learned in relation to including secondary channels within modelling schemes, thus

⁶ Views expressed at the public event were the views of those that had attended the event or provided a written representation. These were the personal opinions of attendees at the event and of other respondents to this CCfA

allowing peripheral roads (such as Westminster Road in this instance) to be taken into consideration prior to a scheme being implemented. Any impact that a new scheme may have on peripheral roads may then be gauged prior to works being undertaken.

Officers' Comments

65. In response to some of the comments made at the public event officers said that through traffic using Westminster Road and The Avenue was not a new situation. However, they had not been able to predict the actual increase in traffic and the impact this might have had. The removal of the road humps to allow the works to be undertaken at St. Peter's School had not helped the situation as this had made it easier to use Westminster Road and The Avenue as a 'rat-run'.

Questions Arising from the Public Event

66. A number of questions were raised at the public event and officers were asked to respond to these at a meeting of the Task Group on 23rd March 2010. Whilst these questions and their responses do not fully sit under key objective (i) of this remit they are included below for continuity.

Question

67. Are there air quality statistics for Clifton Green, Westminster Road and The Avenue before and after the changes?

Answer

68. The Task Group were informed that data was not specifically available for these roads, however data was available for a number of locations surrounding them and this is set out in Figures 1 & 2 of Annex C to this report.
69. Members were informed that diffusion tubes did not distinguish between traffic pollution, industrial pollution or background pollution but they could provide an indication of traffic emissions where they were co-located with traffic counters. Whilst traffic counters are located on Clifton Bridge and Shipton Road they are not co -located with diffusion tubes.
70. Further data was provided to indicate that there was a similar upward trend in air quality in other areas of the city and this is presented in Figures 3, 4, 5 and 6 of Annex C
71. On consideration of the information provided in relation to this question, the Task Group highlighted the following issues:
- After discussion with officers there appeared to be a general increase in Air Quality (AQ) levels across the city not just in the area around Water End
 - It was noted from officers' comments that 'Real Time Monitoring' was more accurate than diffusion tube monitoring

Question

72. What is the methodology of the evaluation, how has it/will it be used?

Answer

73. The Task Group were informed that the Clifton Green cycle scheme was part of the wider orbital route. The orbital route had been identified as part of the strategic cycle network in an effort to join the east/west routes either side of the river. The Clifton Bridge scheme was identified as an obvious gap in the cycle network and was included in the list of capital schemes to be progressed to address the issues raised by a previous Scrutiny Committee considering cycling several years ago. A significant amount of consultation had been carried out as part of that process and cyclists had advised that it was a location that needed addressing.⁷
74. The methodology to assess the success or otherwise of the scheme is a comparison of before and after data from key locations along the route:
- Clifton Bridge cycle counts
 - Clifton Bridge vehicle counts
 - Cycle City project monitoring (area wide cycle usage)
 - Turning counts at Salisbury Road and Clifton Green
 - A check of the modelling outputs and predictions against the actual flows and delay times (from the traffic master data set)
75. On consideration of the information provided in relation to this question, the Task Group highlighted the following issues:
- Traffic queues are difficult to model; whilst queues are longer delays can actually be shorter

Question

76. Is Council policy still to prioritise pedestrians over cyclists over motorists?

Answer

77. The Council has a Road User Hierarchy (RUH) that places pedestrians at the top followed by people with mobility problems and then cyclists. Car borne commuters are at the bottom of the hierarchy. It does not mean that pedestrians have absolute priority; it means that their needs should be considered before other modes in making any improvements or alterations to the highway.
78. Council Officers did, however, say that it might be how well we do this as a Council, that is the issue.
79. On consideration of the information provided in relation to this question, the Task Group highlighted the following issues:

⁷ This issue is further discussed under key objective (ii) of this report

- As previously mentioned, there were constraints on the junction design due to it being in a Conservation Area and this is why there hasn't been provision for pedestrians to cross Water End near Clifton Green.

Question

80. What cycle data is available to show the use of the route before and after the alterations?

Answer

81. Peak time cycle flow data for Clifton Bridge, for before and after the scheme, was implemented is set out in the table below.

Clifton Bridge												
Eastbound												
AM peak				PM peak				12 hour				
	All traffic	Cars	Pedal Cycles	Pedestrians	All traffic	Cars	Pedal Cycles	Pedestrians	All traffic	Cars	Pedal Cycles	Pedestrians
Sep-08	791	627	85	N/A	702	605	23	N/A	6477	5241	388	N/A
Sep-09	816	558	126	46	661	548	39	33	7286	5688	521	326
Nov-09	688	582	114	N/A	666	566	49	N/A	7373	5888	491	N/A
Westbound												
AM peak				PM peak				12 hour				
	All traffic	Cars	Pedal Cycles	Pedestrians	All traffic	Cars	Pedal Cycles	Pedestrians	All traffic	Cars	Pedal Cycles	Pedestrians
Sep-08	753	616	38	N/A	1260	1054	92	N/A	8660	7075	406	N/A
Sep-09	843	611	57	34	1110	850	98	44	9102	6942	495	313
Nov-09	852	699	50	N/A	1135	900	118	N/A	9224	7435	537	N/A

82. On consideration of the information provided in relation to this question the Task Group highlighted the following issues:

- There had been a significant increase in all westbound traffic

Other

83. In addition to the public views expressed at the event held on 18th February 2010 members of the public have spoken at various public meetings since the works have taken place at Water End and a summary of their views is set out in the paragraphs below:

Residents' Views expressed under the Council's Public Participation Scheme

84. On 12th August 2009, when the feasibility study was considered, a resident, who was a member of an informal traffic group, was concerned about the disruptive influence that traffic had been causing on Westminster Road. He suggested that the disruption had been caused by two situations. Firstly, the new cycle facilities at Water End and its effect on traffic management. Secondly the removal of speed cushion humps from Westminster Road due to

construction work at St Peter's School. He added that residents had been upset by the dust, noise and vibration of additional traffic that had been using the roads in question and that they had signed a petition for closed bollards to be constructed on Westminster Road to solve the traffic problems. This petition was presented at the Full Council meeting on 9th July 2009.

85. On 1st September 2009 representations were made to the Executive Member for City Strategy at his decision session. A resident spoke in support of a point closure on Westminster Road, as they did not feel that speed cushions or road signage would have any affect on through traffic in the area.
86. Another resident referred to the increased volume and speed of through traffic on every day of the week. He pointed out that residents felt that point closure was the only lasting method of resolving the traffic problems being experienced. He stated that the recently replaced road humps were less robust than those that had previously existed.
87. At a meeting of the Task Group on 15th December 2010 a resident of Westminster Road said that the scheme had led to an increase in through traffic on Westminster Road and The Avenue. He felt that the modelling used for the scheme was at fault, as it did not look at the effect the scheme would have on the nearby residential areas. He said that more traffic was coming down Westminster Road and The Avenue and traffic was increased by 97%. He thought that the solution to the problem was to install bollards (exact location to be determined), which would create a point closure and effectively stop the through traffic.
88. The same resident did not feel that the cycle route was used as much as it should be and mentioned a nearby pathway that could be used by cyclists if the overgrowth were cleared from the area. When asked whether the reinstatement of the road humps had lessened the traffic he responded it was not speed that was an issue but the quantity of traffic using the residential roads.
89. On 5th January 2010 representations were made to the Executive Member for City Strategy at his decision session. A local resident spoke in support of point closure of Westminster Road and referred to the detrimental impact of through traffic on the residential road since the nearby cycle scheme had been implemented. He confirmed that these issues had been raised with local Councillors, the Ward Committee and Officers. He stated that the increase in traffic was affecting residents' well-being and quality of life as the road was being used as a 'rat run' and that the only effective solution would be point closure.
90. A further representation was received from a resident of Westminster Road who confirmed that he had spoken to the Task Group and that residents were looking for a lasting solution to the traffic problems in the area. He stated that residents had seen a 97% increase in through traffic since the changes at Water End which had resulted in deterioration in their environment.
91. At a meeting of Economic & City Development Overview & Scrutiny Committee on 26th January 2010 a local resident explained that she was increasingly

finding it difficult to manoeuvre out of her driveway owing to the increase in the volume of traffic. She also raised concerns on the grounds of safety, particularly in relation to the left turn into the Avenue. She requested the closure of Westminster Road.

92. Another resident spoke at this meeting on behalf of himself and his neighbours. He was a long term resident of the area and a frequent pedestrian in the vicinity of Water End. He referred to the increase in the volume of traffic, which made the area unsafe for local children. He confirmed that traffic had increased since the changes to the Water End junction. He felt that the only solution was to block the road to prevent through traffic and suggested that the area should be made more attractive for pedestrians.
93. At a meeting of the Water End CCfA Task Group held on 23rd March Members heard from two local residents. The first stated that it had been almost a year since the scheme had been implemented and it was now well documented that it was having a negative impact on local residents. The second resident reiterated a point previously made, namely that there had been a 97% increase in traffic and Westminster Road was now being used as a relief road.
94. The Water End Task Group met again on 14th April when they heard from two local residents who reiterated points that had previously been made. The Task Group were also addressed by a representative of the Cyclists Touring Club who believed that the full value of the scheme would not be realised until the orbital cycle route had been completed. He hoped that any future evaluation of the scheme would indicate that there had been an increase in cyclists using this route.

Key Objective (ii)

To explore whether further improvements can be made to address the current traffic issues

Site Visit

95. On 18th November 2009 at 5.30pm the Water End Task Group observed the traffic flow at the junction of Water End, Clifton and Bootham. They also spent time observing traffic at the junction of Water End and Westminster Road.
96. The Assistant Director (City Development & Transport) gave a guided tour and explanation of the improvement works. He explained that whilst queues back along the bridge were longer the actual delay was shorter because of the recently changed traffic light sequencing. Considerable traffic flow data had been obtained (including CCTV) which demonstrated the greater efficiency of the new junction arrangements and increased bicycle flows. He explained that vehicular traffic had not been excluded from the space occupied by the previous left turn into Shipton Road as a pecked line, from which traffic was not excluded, marked the cycle lane.

Information received at a meeting on 15th December 2009

97. At a meeting on 15th December 2009 the Task Group considered the following information:

Report to the Executive Member for City Strategy & Advisory Panel on 20th October 2008 (Water End – proposed improvements for cyclists)

98. The report dated 20th October 2008 presented Members of the Task Group with information regarding the results of consultation on proposals to introduce cycle facilities on Water End from the Clifton Green traffic signals to the junction with Salisbury Road. Over a period of time ideas regarding improvements for cyclists in this area had gained momentum and the report of 20th October 2008 highlighted all that had been done to that date.
99. Discussions around this report highlighted the following:
- There were still 3 more sections needed to complete the 'orbital route'

Technical reports/modelling data [including looking at 'before' & 'after' traffic survey data and any forecasts made to substantiate the case for the improved junction proposals]

100. Officers confirmed that the works in this area commenced on 19th January 2009 and were substantially completed by 31st March 2009, and completely finished towards the end of April 2009. The cyclist traffic signal opposite the junction with Salisbury Road was reinstated in June 2009.
101. Discussions ensued around the above subheading and are detailed below:
- The junction at Water End/Clifton Green had been modelled both with and without a filter lane
 - Modelled using the SATURN (Simulation and Assignment of Traffic to Urban Road Networks) transport model, which shows how the traffic would load onto the network. This predicted the diversion of some traffic onto the outer and inner ring roads.
 - Modelling did not indicate that any displacement would be to Westminster Road and/or The Avenue. Modelling was undertaken on a much larger scale and smaller roads such as these would not be part of the model.
 - Queues and delays under differing circumstances were compared to show how traffic might impact on Water End
 - When the filter lane was in place between 5 and 7 vehicles could stand before the traffic had to go to single file
 - The traffic lights are biased towards traffic along the 'Park & Ride' route although changes were made in April 2009 and more traffic light 'green time' was given to traffic turning out of Water End (the time mainly came off the 'green time' at Water Lane to try and reduce the queues at Water End)
 - Currently analysing 'post scheme traffic data' (including pedestrian and cyclist usage) & indications are that less traffic is using Water End. There is an Automatic Traffic Counter (ATC) in the area but the results from this are inconclusive.
 - There are natural variations in the traffic – route choices and the times people choose to travel vary daily
 - Knock on effects from traffic displacement
 - Need to wait before see trends developing

- Queue lengths were difficult to measure - a 'before & after' queue length survey had not been undertaken
- Queue lengths could be longer but delays shorter due to the green light phasing
- New traffic counter can count on and off carriage cycle usage
- The use of a pecked line to mark the edge of the cycle lane rather than a solid lane (a pecked line allows motorists to cross it)
- The original ATC was damaged during the works to the carriageway (the ATC on the North East Loop stopped recording from 10th March 2009 until 25th August 2009) A new ATC was installed on 27th August 2009, this also counts cycle movements

York's cycling infrastructure, in particular the Orbital Cycle Route, the rationale of the scheme & how the works in the Water Lane area fit with this

102. Members of the Task Group considered an e-mail from an officer in Transport Planning (Strategy), the content of which is set out below:

'York had been striving to build a cohesive cycle route network for several decades and adopted a proposed network of routes following the publication of its first Cycling Strategy in the late 1980's. Following a Local Government reorganisation in 1996 the proposed network was expanded to cover the new areas, which had passed to York from surrounding authorities. This adopted network tended to focus on the city centre and many of the proposed routes radiated outwards from it. Consultation exercises undertaken as part of a previous scrutinisation of cycling and from a city-wide questionnaire have both tended to indicate that many cyclists and non-cyclists see the main radial routes as a barrier to cycling in the city and also highlight the inner and outer ring roads as dangerous.

As part of the preparatory work for the Cycle Town Bid an orbital route was proposed which would run between the inner and outer ring roads and would cater for trips around the city centre whilst avoiding the radial routes except where the route crossed them. This proposed route would be suitable for all types of cyclist and utilised existing infrastructure wherever possible. The main aim of the route was to link (either directly or indirectly) as many cycle trip generators and attractors as possible. Examples of these attractors and generators include large employment sites (Nestle, York Hospital, Clifton Moor, Foss Islands Retail Park, University of York, Hospital Fields Road and the former Terry's site.) The route also links to several schools, leisure facilities, both universities and recreation areas.

Wherever possible the route uses off-road paths but where this isn't possible it uses quiet or traffic-calmed streets. Improved crossing facilities will be provided where the route crosses the main radial routes into the city centre. The vast majority of residents won't use the whole route but will find it a useful means to reach many of their destinations by hopping onto and then off the route as it suits them.

One of the key links in the orbital route was the section constructed along Water End between the Salisbury Road and Clifton Green junctions. This particular link had the potential to provide a visible link for cyclists between the large residential areas on the west side of York with the large employment sites over the other side of the River Ouse and would give users an alternative to the less attractive route around the outer ring road.

The Crichton Avenue section of the orbital route is currently under construction and feasibility work is also currently underway on the other three missing sections between Clifton Green and Crichton Avenue, James Street/Hallfield Road and Walmgate Stray and finally Hob Moor to Water End/Boroughbridge Road. The intention is to finish the feasibility work on these links by the end of the 2009/10 financial year with a review to them being built during the 2010/11 financial year.'

103. Members discussed the following in relation to the Orbital Cycle Route:

- Whether the Orbital Cycle Route was too far out and whether it should be nearer the centre of town
- Whether the Orbital Cycle Route deflected people too far from their destination and was therefore an indirect route which took too long to traverse
- The fact that the current Orbital Cycle Route identified some of the quieter routes but there was a huge array of cycle networks & links within this circle
- The difficulties in crossing the river/lack of river crossings
- Safety issues on some of the off road cycleways
- The need to facilitate across town cycle movement
- The network was designed to be 'hop on and hop off'
- The fact that the Orbital is part of the Cycle City Strategy and is funded through this
- What the penalties are if City of York Council fails to achieve an orbital route:
 - There would be a penalty if the Local Authority didn't deliver what they had agreed as part of the Cycling City bid. This could mean withdrawal of funding.

104. The following further clarifying information was received from officers via e-mail after the meeting:

'As part of York's Cycling City bid, the creation of an "orbital" cycle route was proposed to provide better links to many destinations including schools, leisure facilities, employment sites, shops and healthcare sites. The aim is to connect as many of these as possible to the main residential areas using a combination of off-road paths, signed routes via quiet less-trafficked streets and some on-road cycle lanes where other alternatives aren't possible. The route will also provide improved crossing facilities across many of the main radial routes into the city, which it crosses.'

Some sections of the route have been in place for a long time already, such as the University to Hob Moor route which crosses the Millennium Bridge to the south of the city centre, and the Foss Islands Path between Nestle and James

Street to the north of the city centre. More recent additions are the improved facilities along Water End and the facilities currently under construction along Crichton Avenue. A further three sections are proposed for possible construction in 2010/11, which will substantially complete the Orbital Route. These are:

- Clifton Green to Crichton Avenue
- Water End to Hob Moor
- James Street to Heslington Road

The next step is to take a report to the City Strategy Decision Session on 5th of February, to seek in principle support, with a view to funding being allocated in the 2010/11 Capital Programme. If this is successful, public consultation on more detailed proposals would take place in the spring of 2010.'

105. On discussion of these e-mails the Task Group raised the following further points:

- The Sustrans route from the Hospital to James Street is unsuitable for 24 hour use because, despite the street lighting, it is largely in a cutting or 'not over-looked' and does not provide a route, which most cyclists regard as safe.
- Whether it would be possible to use linear programming to devise an optimal route
- Ways of enhancing all routes that may be attractive to cyclists
- When this scheme was originally discussed it was asked why there couldn't be a contra flow cycle lane along the one-way road beside the Green. Various reasons were given as to why cyclists had to be routed via the junction rather than provide for this route, which cyclists wishing to go via Bootham might see as logically most convenient.
- The orbital route is policy and monies have already been invested in it and we need to build on the strategy we already have

106. Officers also provided the following additional comments:

- The route has already been decided and there has been significant amounts of money spent on this
- Looking at a new route now would be very costly
- In trying to cater for most needs especially the target audience of this programme (lapsed cycle users) off road is more preferable

107. The Task Group queried whether there were alternative, viable cycle routes and were informed that as part of the public consultation on the Water End proposals in September 2008, a resident of Westminster Road had suggested using a nearby pathway alongside the John Berrill Almshouse as an alternative route for cyclists. A response was sent to the resident stating that for several reasons the path was not suitable. The main reasons being as follows:

- The middle part of this existing pedestrian footpath is too narrow for pedestrians and cycles to share. It could not be widened without land purchase on one side or the other

- The actual benefit cyclists appears to be minimal, given that the proposed scheme safely guides cyclists to Clifton Green signals, and that after making the left turn, there is just a relatively short section of the A19 leading to the Rawcliffe Lane signals.
- A relatively narrow route that mixes pedestrians and cyclists (which is also overgrown and not particularly well lit) is not likely to be considered an attractive route to the vast majority of cyclists and is therefore not likely to be well used. This tends to be confirmed by the fact that it is not well used at the moment by cyclists.

Breakdown of the cost of the works at Water End/Clifton Green to date

108. Members received information on the cost of the programme of works at the Water End/Clifton Green junction. A briefing note was circulated comparing the original funding allocation and the forecast out-turn costs. Discussions regarding these figures ensued and the following points were made:
- The final cost of the scheme was £540k but the original budget had been £300k; this was because it was decided to upgrade the traffic lights at the same time
 - Originally there was going to be a cycle lane on both sides of Water End but these proposals were revised
 - £85k was saved on works to the bridge which was subsequently made available for cycling facilities
 - Opportunities to manage and deliver all within that years budget (the upgrade to the traffic lights was not originally forecast for the same financial year)
 - What schemes were pushed back to allow this to happen (the Task Group were referred to the Capital Monitoring Reports for the 2008/09 financial year)

Viability & the cost of restoring the road to its original layout

109. The cost of restoring the road to its original layout would be in the region of £6000 (rough estimate). This would allow some of the filter lane to be put back. Full restoration of the original layout on the approach to this junction may well be in the region of £30k.
110. Officers would not recommend restoring the road to its original layout, as there could be repercussions from Cycling England who may reconsider their funding arrangements. Also this was the area where the water main was fractured and there would be reluctance to work above this area again.

Further Information Requested

111. Having taken all the information received to date into consideration the Task Group asked Officers to prepare a briefing note on what impact a point closure would have on the main highway. This is attached at Annex D to this report.
112. The Task Group discussed Annex D at their meeting on 14th April 2010 and noted that the left hand lane turn outlined was shorter than it was prior to the scheme being implemented. The briefing note clearly indicated that a point

closure would create an increase in the amount of traffic using the main highway. Concerns were raised about how the re-introduction of a left hand turn would impact on cyclists and the rationale of creating an orbital cycle route.

113. If a left hand turn were to be reintroduced then, in order to maintain the status and quality of cycling provision the road would need to be widened. This may be difficult due to the constraints of the Village Green on one side of the highway and the cobbled area to the other.
114. The Task Group also received some updated information on cycle flows on Clifton Bridge and this is attached at Annex E to this report. Members were informed that there were certain difficulties in monitoring cycle usage and to gather the most accurate data monitoring needed to take place for about a year; thus allowing for seasonal fluctuations in usage to be recorded.

Key Objective (iii)

From experience to date, identify those measures or actions that can be taken to assist in the smooth implementation of similar schemes in the city

115. At a meeting on 23rd March 2010 Members of the Task Group received information on the following:

The Consultation Processes used for Highway Schemes

116. A briefing note was received detailing the consultation exercise undertaken for the Water End/Clifton Green Cycle Scheme and for comparison a similar summary for the A19 Fulford Multi-Modal Corridor Improvement Scheme. Copies of the consultation documentation were circulated at the meeting held on 23rd March 2010.
117. Discussion between the Task Group and officers drew out the following points:
 - The first consultation document in relation to the Fulford scheme went to approximately 4700 homes. There was a 13% response rate, which officers confirmed was good.
 - Enough views were received back on the Fulford scheme to see what the representative views were
 - Only a small portion of homes in Westminster Road received consultation documentation on the Water End scheme (approximately 25)
118. The Task Group asked why similar consultation, to that on the Fulford scheme, was not undertaken at Water End and if it had been would it have highlighted the potential impact on Westminster Road and The Avenue? Officers said that consultation must be pitched to each individual scheme. It was already known from previous consultation that this was area of the City needed improved provision for cyclists.

Trial Highway Schemes

119. At the same meeting a briefing note on the possibility of trialling highway schemes, prior to full implementation, was considered by the Task Group. The briefing note stated that there were a number of factors that could make implementation of a scheme on a trial basis an impractical proposition.
120. On discussion of this document with officers the Task Group were advised that it was only practical to undertake trials on small, simplistic schemes.
121. Members of the Task Group felt that trialling was possible in certain circumstances and it was not difficult to re-sequence traffic lights or cordon off part or all of a carriageway with temporary bollards in order to create a temporary cycle lane. This would be a lot less expensive than installing a permanent change only to find it did not work.

Key Objective (iv)

To understand the context of the Land Compensation Act 1973 in relation to this CCfA

122. At a meeting on 26th January 2010 Members received information on the Land Compensation Act 1973. This contained a summary of the law for Members' information.
123. A Council Legal Officer was in attendance at the meeting and confirmed that public works and increases in traffic flows on side roads would not give rise to a claim for compensation. He also confirmed that he was unaware of any successful claims that had been agreed by the authority.

Analysis & Key Findings

124. On considering all of the information received as part of this Councillor Call for Action the Task Group acknowledged that the set of circumstances leading to the problems being experienced were unique. It was clear that this was an exceptional set of circumstances and they felt that because they had, in part, been caused by the changes to the junction the Council had some responsibility to attempt to resolve them.
125. The Task Group drew the following conclusions based on the evidence they had received:
 - As a consequence of the Water End highway project, traffic levels in Westminster Road and The Avenue have increased substantially
 - These consequences were unforeseen during the testing of the future traffic flows using the macro traffic model which did not include Westminster Road, The Avenue or other side streets
 - The consequences were also unforeseen by the large number of agencies, Councillors and residents who were also consulted about the proposals

- The new junction arrangements were undertaken as part of a longstanding, well-considered cycling strategy and partially funded by a Government grant for Cycling City
 - The sought increased usage by cyclists has been achieved
 - The delays encountered by other traffic using the junction have not been greatly increased
 - However, the increase in cycle movements and absence of significant delays has been achieved by a driver instigated diversion of some traffic along Westminster Road and The Avenue
 - On its own, point closure of Westminster Road and/or The Avenue would lead to substantial congestion at Water End.
126. It was apparent that there was very limited space to widen the carriageway as the Village Green could not be impinged on and the cobbles on the other side were part of the Conservation Area. The Task Group were not prepared to support the loss of the cycle lane in order to reinstate the left hand turn. However, they realised that if there were to be a point closure on either Westminster Road or The Avenue then there would need to be a left hand filter lane to aid traffic flows on Water End.

Corporate Strategy 2009/2012

127. Although this topic does not directly fall in line with any of the themes in the Corporate Strategy 2009/2012, the Economic & City Development Overview & Scrutiny Committee had an obligation to address the issues raised within the formally registered CCfA. They have done this by forming a Task Group to investigate the issues. The Task Group directly reported to the Economic & City Development Overview & Scrutiny Committee with their findings.

Implications

128. **Financial** – Funding will need to be found to update the SATURN modelling programme to incorporate side streets as suggested in recommendation (ii) of this report. The financial implications are, however, unknown at this time because it will be dependent on the number of side streets included in any updates to SATURN. Financial costs could include traffic counters, cameras and extra staffing costs in order to survey further streets. This could amount to a significant sum of money dependent on how many side streets were incorporated. Officers in the City Strategy Directorate are planning a refresh of the model for LTP3 and may increase the level of detail in the model in some areas - although expanding the area of coverage is probably more of a priority. Officers have also indicated that whilst it may not be practicable to include all road links in the transport model, for individual schemes a greater level of detail in the modelling is possible and in some circumstances desirable. Another financial implication is that the design cost of schemes may rise due to additional surveys and modelling time, this would need to be factored against the delivery of the individual schemes.

129. Additional costs could also be incurred (as yet unknown) if further alterations to the junction and/or Westminster Road and The Avenue are made. Any costs would have to be identified as part of the development of any new comprehensive proposals as suggested in recommendation (i) arising from this review.
130. **Human Resources** – Appropriate staffing resources will need to be made available to implement recommendation (i) of this review.
131. **Legal** – Under The Planning (Listed Buildings & Conservation Areas) Act 1990 the Local Authority has a legal duty to preserve or enhance the character or appearance of conservation areas. Any further alterations to the junction should mitigate the likelihood of causing damage to the conservation area and may need to be addressed under recommendation (i) arising from this review.
132. Clifton Green is a registered village green and is protected from development. The cobbles, as part of the highway, are not formally protected although the duty under the 1990 Planning Act to preserve and enhance the special character conservation areas does extend to highways schemes. The cobbles are considered to be part of the character of the conservation area along with trees, verges, boundary walls and urban form in general – all the elements that make for distinctive townscape interest in the area. Conservation Area Consent may be necessary for any further engineering works.
133. There are no known equalities, property, crime & disorder or other implications associated with the recommendations in this report.

Risk Management

134. This Councillor Call for Action was raised by the Clifton Ward Councillors in response to significant dissatisfaction amongst local residents regarding the changes to the junction at Water End. Failure to respond to these concerns and the recommendations within this report could lead to the issues raised in this CCfA remaining unresolved.
135. However, there is also a risk that a solution may not be found that can adequately address recommendation (i). The Task Group has already established that there is no room for two traffic lanes and a cycle lane. They have also expressed the wish that the cycle lane remain. This, therefore, leaves limited possibilities to adapt the junction. Those possibilities that do remain may have a negative impact on the conservation area, which would need to be very carefully considered, and the appropriate officers in the Council would need to be consulted.
136. It could also lead to potential problems elsewhere in the city as the orbital cycle route is developed and other major junctions are changed to accommodate this.

Recommendations

137. In light of the above report the Task Group have agreed the following recommendations:

- i. That Council Officers urgently develop new, comprehensive proposals for the Water End junctions to improve the current junction and reduce greatly traffic flows in Westminster Road/The Avenue
- ii. That the Council should, in future, use traffic models which incorporate side streets when assessing and designing junction improvements
- iii. That the present policy of reviewing new highway schemes only after a period of twelve months should be modified to enable a review after three months when unforeseen consequences have arisen and when Ward Members request.

Reason: To address the concerns raised in the Councillor Call for Action

Contact Details

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**Final Draft Report
Approved**



Date 6th May 2010

Specialist Implications Officers

Legal - Andrew Docherty
Tel: 01904 551004

Financial – Patrick Looker
Tel: 01904 551633

Wards Affected: Clifton

All

For further information please contact the author of the report

Background Papers:

A list of the documentation received as part of this review is attached at Annex B to this report.

Annexes

- Annex A** Topic Registration Form
Annex B List of Documentation Received as part of the Review
Annex C Air Quality Statistics
Annex D Effects of Point Closure on the Main Highway/Junction Analysis
Annex E Cycle Flows on Clifton Bridge



SCRUTINY TOPIC REGISTRATION FORM

PROPOSED TOPIC: Councillor call for Action in relation to traffic issues at the junction of Water Lane and Clifton Green, Westminster Road, The Avenue and Clifton Green

COUNCILLOR(S) REGISTERING THE TOPIC: David Scott, Helen Douglas, Ken King

SECTION 1: ABOUT THE TOPIC

Please complete this section as thoroughly as you can. The information provided will help Scrutiny Officers and Scrutiny Members to assess the following key elements to the success of any scrutiny review:

How a review should best be undertaken given the subject

This is a Councillor Call for Action and should be conducted in accordance with the agreed "protocol" and legislation

Who needs to be involved

Officers, Ward Councillors, Executive Member for City Strategy, Local Residents

What should be looked at

Traffic issues at the junction of Water Lane and Clifton Green, Westminster Road, The Avenue and Clifton Green

By when it should be achieved;

This should be treated as an urgent matter. It has been the subject of a 2 ward committee meetings – including a special Ward Committee and a petition is due to be presented to Full Council on 9th July 2009

Why we are doing it ?

All usual avenues have been exhausted. There is significant resident dissatisfaction

Annex A

Please describe how the proposed topic fits with 3 of the eligibility criteria attached.

As a general rule, topics will only proceed to review if they meet 3 of the criteria below. However, where it is adequately demonstrated that a topic is of significant public interest and fits with the first criteria but does not meet 3, Scrutiny Management Committee may still decide to allocate the topic for review. Please indicate which 3 criteria the review would meet and the relevant scrutiny roles:

	✓	Policy Development & Review	Service Improvement & Delivery	Accountability of Executive Decisions
Public Interest (ie. in terms of both proposals being in the public interest and resident perceptions)	X	X	X	X
Under Performance / Service Dissatisfaction	X		X	X
In keeping with corporate priorities	X		X	X
Level of Risk	X	X	X	X
Service Efficiency	X	X	X	X
National/local/regional significance e.g. A central government priority area, concerns joint working arrangements at a local 'York' or wider regional context	X			

Further Information on how topic fits with Eligibility Criteria

Public Interest –

The traffic issues in question are related to a major arterial road. It has links to the provision of better cycling provisions as part of Cycling City

Under Performance / Service Dissatisfaction –

There have been significant concerns expressed from resident regarding the structure, consultation and implementation of the revision to the Water Lane/Clifton Green junction

In keeping with Corporate Priorities –

It has links to the Healthier City and the Thriving City Corporate Priorities

Level of Risk –

The level of risk was incorrectly assessed initially when this project was assessed.

Set out briefly the purpose of any scrutiny review of your proposed topic. What do you think it should achieve?

If you have not already done so above, please indicate in response to this, how any review would be in the public or Council's interest e.g. reviewing recycling options in the city would reduce the cost to the Council for landfill

This is a Councillor Call for Action raised because of significant resident dissatisfaction following amendments to the traffic flow at the junction of Water Lane and Clifton Green. This was implemented following the decision of the Executive Member for City Strategy at the City Strategy EMAP in October 2008.

Changes to the junction have resulting in additional congestion in the area and "rat running" along Westminster Road, The Avenue and Clifton Green.

The previous Cycling Champion, Cllr Watt, resigned because of the changes to this junction.

Officers from City Strategy attended the normal Clifton Ward Committee and noted residents concerns. Traffic surveys were conducted and reported to a special meeting of the Ward Committee on 10th June. However whilst the figures were considered to be flawed they indicate an increase of traffic along Westminster Road and The Avenue of over 50%.

Officers have indicated any changes cannot be agreed until December 2009 at the earliest with work to commence after that time. This is too long for residents to have to suffer, taking into account the proximity of a school.

The situation has been exacerbated by the removal of speed humps on Westminster Road to facilitate building works at he school

The Executive Member gave an assurance at the City Strategy EMAP in October to review the matter if there were significant difficulties. Those have been clear identified by residents.

Residents require have made various suggestion to solve/reduce the problems. They include:-

- *Closing Westminster Road to through Traffic*
- *Re-instating the left turn at Water lane/Clifton Green junction*
- *NO right turn in Westminster Road*
- *20 mph zone*

Officers have failed to provide any interim or long term solutions or options

Urgent action is therefore needed to break the log-jam.

Please explain briefly what you think any scrutiny review of your proposed topic should cover.

This information will be used to help prepare a remit for the review should Scrutiny Management Committee decide the topic meets the criteria e.g. How much recycling is presently being done and ways of increasing it

See above

Please indicate which other Councils, partners or external services could, in your opinion, participate in the review, saying why.

Involving the right people throughout the process is crucial to any successful review e.g. CYC Commercial Services / other local councils who have reviewed best practice for recycling / other organisations who use recycled goods

Residents of the affected area
Car and Cycling Groups
Police

Explain briefly how, in your opinion, such a review might be most efficiently undertaken?

This is not about who might be involved (addressed above) but how the review might be conducted e.g. sending a questionnaire to each household to gather information on current recycling practices and gathering information on how recycling is carried out in Cities similar to York

It should follow the procedure for the Councillor Call for Action

Estimate the timescale for completion.

Please circle below the nearest timescale group, in your estimation, based on the information you have given in this form.

(a) 1-3 months;

PLEASE ENCLOSE ANY SUPPORTING DOCUMENTS OR OTHER INFORMATION YOU FEEL MIGHT BE USEFUL BACKGROUND TO THE SUBMISSION OF THIS TOPIC FOR CONSIDERATION.

See minutes of Ward Committees meeting for the Clifton ward Committee

What will happen next?

- a Scrutiny Officer will prepare a feasibility study based on the information you have provided above and on further information gathered. This process should take no more than six weeks;
- on completion, the feasibility study will be presented to Scrutiny Management Committee together with a recommendation whether or not to proceed with the review. If the recommendation is to proceed, the feasibility study will include a remit on how the review should be carried out

In support of this topic, you may be required to:

- meet with the Scrutiny Officer to clarify information given in this submission and/or assist with developing a clear and focussed remit for a potential review;
- attend the meeting of Scrutiny Management Committee at which the topic is being considered for scrutiny review in support of your registration

What will happen if the topic is recommended for review?

- The Scrutiny Management Committee will agree a timescale for completion of the review.
- An Ad-hoc Scrutiny Committee will be formed and a series of formal meeting dates will be agreed. These should allow for at least the following:

1st Meeting Scoping Report

2nd Meeting interim progress meeting

Depending on the timescale of the review, a further interim progress meeting may be required

3rd Meeting Agree final draft report for SMC

- The final draft report will be considered by SMC and a final report with recommendations will be produced for consideration by the Executive
- Any decisions taken at Executive as a result will be reviewed after six months to ensure implementation has taken place.

A Member will be nominated to be responsible for monitoring the implementation of the recommendations - you may be asked to take on this role.

Please return your completed registration form to Scrutiny Services or, if you want any more information about Scrutiny or submitting a new topic for consideration then please contact the Scrutiny Team.

Email: Scrutiny.services@york.gov.uk

Tel No. 01904 552038

For Scrutiny Administration Only

Topic Identity Number

Date Received

Feasibility Study to be completed by:

Date of SMC when study will be considered:

SC1- date sent

List of Documents received to date

Date of Document	Document	Notes
17 th March 2008	Report to the Executive Member for City Strategy & Advisory Panel on the Proposed 2008/09 City Strategy Capital Programme	Received for background information
8 th September 2008	Report to the Executive Member for City Strategy & Advisory Panel on York Cycling City	Received for background information
20 th October 2008	Report to the Executive Member for City Strategy & Advisory Panel on Water End – Proposed Improvements for Cyclists	Received for background information
June/July 2009	Topic Registration Form	Original Topic Registration Form submitted by the Clifton Ward Councillors
12 th August 2009	Feasibility Report & Associated Annexes	Detailing background to the CCfA
29 th September 2009	Interim Report & General Update	Detailing work undertaken to date & comments to the Executive Member for City Strategy on a report presented to him on 1 st September 2009 & his subsequent decision
8 th December 2009	Interim Report of the Water End Task Group	Detailing the scope of the review and the observations from the site visit undertaken on 18 th November 2009
14 th December 2009	E-mail	Information on York's cycling infrastructure in particular the Orbital Cycle Route, the rationale of the scheme and how the works in the Water Lane area fit with this
15 th December 2009	Plans of the Orbital Cycle Route	
15 th December 2009	Clifton Bridge & Water End Cycle Works	Costings

Date of Document	Document	Notes
15 th December 2009	Traffic Flow Chart	Flow change 6th May 2008 to 5 th November 2009
26 th January 2010	Interim Report of the Water End Task Group	Information received to date & Task Group comments to the Executive Member for City Strategy on a report presented to him on 5 th January 2010
26 th January 2010	Briefing Note & Map	Footpath alongside the John Burrill Almshouses and Barleyfields: suggested conversion to shared use for cyclists and pedestrians
26 th January 2010	Briefing Note	Land Compensation Act 1973
18 th February 2010	Summary of Views	Summary of Views expressed at the public event on 18 th February 2010
18 th February 2010	Written Representations	Various – received at the public event held on 18 th February 2010
18 th February 2010	Report to the City of York Council's Water End Scrutiny Task Group	Report from the Informal Traffic Group for Westminster Road & The Avenue
23 rd March 2010	Responses to Specific Questions	Responses to specific questions raised at the public meeting on 18 th February 2010.
23 rd March 2010	Cycle Flow Data for Clifton Bridge	Date for before and after the scheme
23 rd March 2010	Briefing Note	Consultation Processes for Highway Schemes (includes copies of documentation used for consultation)
23 rd March 2010	Briefing Note	Trial Highway Schemes
24 th March 2010	E-Mail	Further & Update Air Quality Information

Date of Document	Document	Notes
14 th April 2010	Briefing Note	Junction Analysis/Impact of Point Closure on Main Highway
14 th April 2010	Modelling Output	Statistical information
14 th April 2010	Briefing Note	Cycle Flow on Clifton Bridge
14 th April	Traffic Counts 1 & 2	Statistical information

Air Quality Information

Figure 1 - plan showing the location of monitoring equipment in the Water End area



Figure 2 - table detailing the annual average of nitrogen dioxide ug/m3 in the Water End area

Tube reference	Annual Average Nitrogen Dioxide ug/m3			
	2006	2007	2008	2009
68	29	36	31	38
A11	34	42	40	46
A12	35	38	40	49
A13	25	25	29	27
A14	23	26	29	27
A14a	23	26	29	27
A15	27	26	29	30
A16	24	23	27	28
A5	32	34	39	49
A59	31	27	33	28
A6	30	27	32	34
A7	33	33	36	39
A85	22	25	30	31
A87	41	43	39	47
A9	32	37	38	45
A90	39	40	48	51
Explanation of results				
<35ug/m3	Generally not of concern			
35-40	Elevated concentrations approaching objective			
>=40	Breach of air quality annual objective for nitrogen dioxide			

Figure 3 – Monitoring near Gillygate/Lord Mayor's Walk

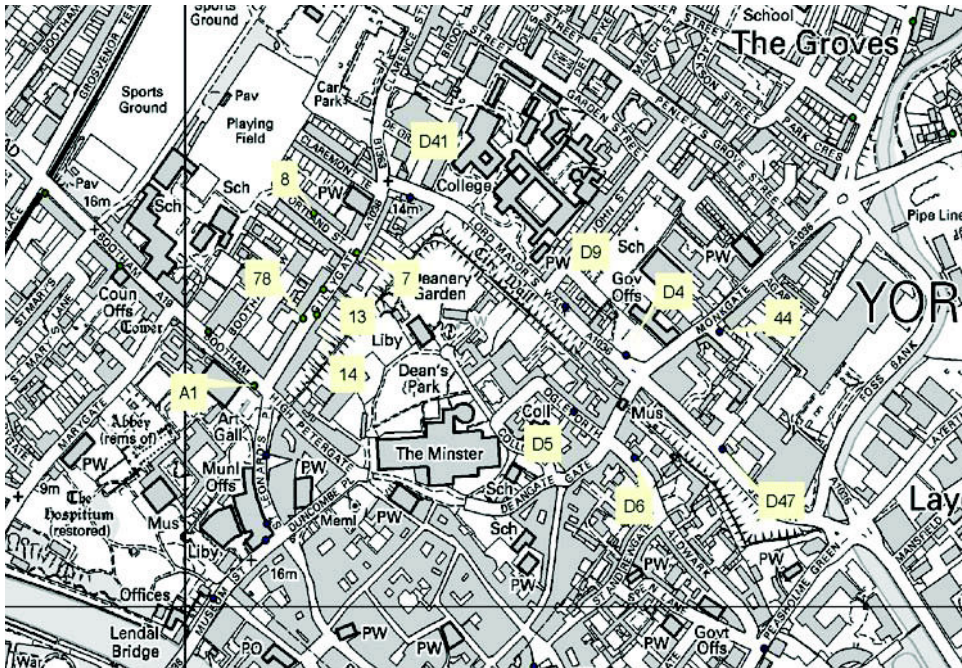


Figure 4 - table detailing the annual average of nitrogen dioxide ug/m3 in Gillygate/Lord Mayor's Walk area

Gillygate / LMW				
Tube Ref	2007	2008	2009	ug/m3
A1	57	59	70	
78	32	36	37	
13	45	52	60	
7	52	55	68	
8	24	26	28	
D41	47	50	56	
D4	34	37	44	
D5	26	27	28	
D6	28	29	29	
D9	47	47	50	
44	32	33	36	
D47	35	40	44	
14	47	54	68	

Figure 5 – Monitoring Equipment in the Nunnery Lane/Blossom Street area

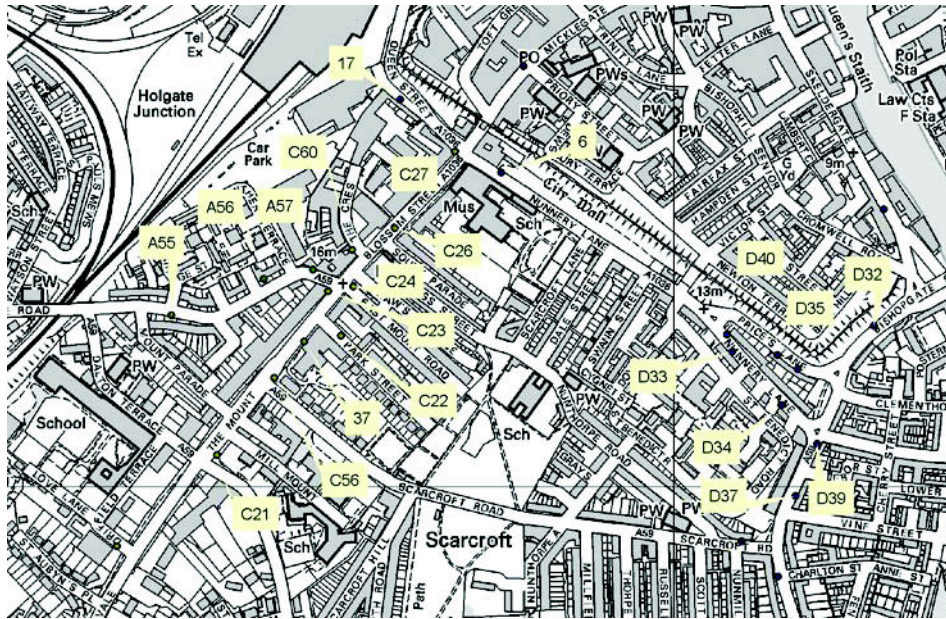


Figure 6 - table detailing the annual average of nitrogen dioxide ug/m3 in the Nunnery Lane/ Blossom Street area

Nunnery / Blossom / Queen		Ug/m3		
Tube Ref	2007	2008	2009	
A55	41	40	44	
A56	30	37	36	
A57	60	60	66	
C60	34	41	42	
17	35	41	44	
C27	51	56	70	
6	51	53	53	
C26	41	49	53	
C23	45	50	50	
C22	29	32	32	
37	39	40	46	
C56	36	41	46	
Nunnery / Blossom / Queen		Ug/m3		
Tube Ref	2007	2008	2009	
C21	32	31	38	
D33	39	42	44	
D34	50	52	57	
D37	38	40	39	
D39	39	43	47	
D40	33	31	37	
D35	40	43	48	
D32	39	43	49	
C24	38	37	40	



Economic & City Development Overview & Scrutiny Committee

Technical Briefing Note:

Junction Analysis Modelling of Clifton Green – Westminster Road / The Avenue Closure.

Summary

1. This note reports on the highway impacts of the closure of the through route between Water End and Clifton via Westminster Road and The Avenue. It also investigates an option of partially reinstating the left turn lane and filter at the Water End approach to Clifton Green, as mitigation for closure of Westminster Road.

Background

2. The removal of the left turn filter and lane at Water End junction with Clifton Green, as part of the Water End cycle scheme and consequential loss of capacity at the junction resulted in an increase in delay on Water End. Since implementation of the scheme some traffic has redistributed away from the Clifton Green junction to avoid the delays and an element of traffic is using Westminster Road and The Avenue as a through route to avoid queuing at the traffic lights.
3. Modelling work has been undertaken to assess the impact on Clifton Green junction of a closure on Westminster Road or The Avenue. The modelling work is based on traffic surveys undertaken on 29th September 2009 and 5th November 2009. Signal timings used are as provided by the Council's Network Management team.
4. An investigation into the benefits of a partial reinstatement of a short left turn lane and filter on Water End has been made.

Modelling Analysis

5. Ten scenarios were modelled. Table 1 is a summary of the modelling outputs. Practical Reserve Capacity (PRC) is a measure of the capacity of the junction. Negative values indicate that the junction is over capacity and will be experiencing delays. Flow is measured in passenger car units (pcu) where 1 car occupies 1 pcu of road space, a bus occupies 2.5 pcu, HGV =

2.9 pcu. Total delay is measured in pcu hours, this being a measure of the amount of delay experienced over the hour on all legs of the junction.

6. The queue lengths presented in Table 1 are mean queues. Queues at saturated junctions tend to build as the peak hour progresses therefore observed queues can be up to twice the mean queue. It has also been noted that long queues are longer per vehicle than shorter queues because drivers leave bigger gaps when far back in the queue. For reference Westminster Road is 300m back from the signals at Clifton Green, Clifton Bridge 500m, Salisbury Road 1000m and the Boroughbridge Road junction 1500m.
7. The analysis is based on traffic surveys undertaken on 29th September 2009 and 5th November 2009.

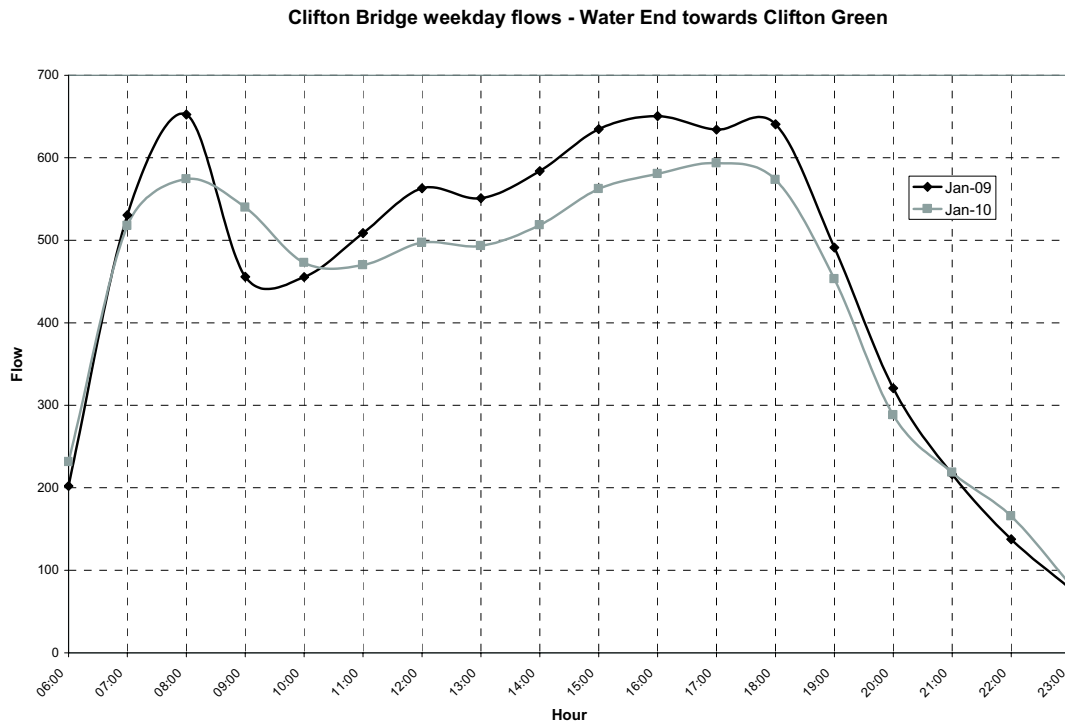
Table 1.

Scenario:	Practical Reserve Capacity	Total delay (pcu hr)	Water End average delay per pcu (mins)	Water End Mean Queue (pcus)	Water End Mean Queue (meters)
1. AM at opening (April 2009)	-111%	270	16.9	263	1576
2. AM peak post scheme (Nov 2009)	-20%	58	3.8	42	253
3. AM peak post scheme + closure	-42%	121	5.7	77	460
4. AM peak post scheme + 8 veh filter	-8%	35	1.0	19	111
5. AM peak post scheme + 8 veh filter + closure	-27%	82	5.0	69	413
6. PM at opening (April 2009)	-94%	195	15.4	186	1115
7. PM peak post scheme (Nov 2009)	-15%	51	2.6	38	230
8. PM peak post scheme + closure	-31%	93	6.1	82	490
9. PM peak post scheme + 8 veh filter	-14%	34	0.9	21	125
10. PM peak post scheme +8 veh filter +closure	-14%	42	1.5	32	191

8. Scenarios 1 and 6 clearly indicate the scale of the delays that were experienced when the scheme was first implemented in April 2009.
9. The changes that have occurred in the months since opening are that traffic has redistributed its self on the network in order to avoid the delays on Water End and some traffic is using Westminster Road and The Avenue to avoid the signals. In terms of traffic volumes during the peaks these are down 10%-15% on Clifton Bridge (Figure 1). It is interesting to note that the post AM peak traffic is up, an indication that people are changing their time of travel to avoid the delays? The signal timings have also been altered to take account of the new arrangement and flows. Scenarios 2 and 7 represent the current situation.
10. It was noted during the analysis that the signal timings that are currently running on the junction are less than optimal particularly for the AM peak. This is due in part to the need to protect the running times on the Rawcliffe Park and Ride service. It is noted however that the latest changes to the signal timings was in April 2009, when there is a possibility that the scheme may still have been 'bedding in'. It is recommended that a further review of the signal timings is made by the Council, making use of the November 2009

survey results. It is also recommended that a Saturday and Sunday survey be undertaken and that the signal timings be reviewed for these days. It is understood from Network Management that they are planning on linking the Toucan crossing with the signals, the review should take place to coincide with this change.

Figure 1.



11. Scenarios 3 and 8 indicate the impact of closure of Westminster Road / The Avenue. The assumption has been made that all traffic turning right into Westminster Road from Water End will post closure make the right turn at Clifton Green. This is a 'worst case scenario' dependent on where the closure was implemented this figure could be less. The modelling shows a significant impact on the level of queuing and delay on Water End. It might be expected that some further redistribution of traffic will take place, although it may be that the traffic that has remained using Water End has little alternative or it would have already done so. If this is the case the further reductions in traffic volumes on Clifton Bridge will be small and the delays will remain at this level. Overall in this situation the modelling is indicating a doubling in the level of congestion (queues and delays) at Clifton Green during both peaks. As a consequence it is likely that there would be a further spreading of the peaks.
12. Scenarios 4 and 9 show the impact of the reinstatement of a filter lane and signal at Clifton Green without the closure. This has been modelled at 7 vehicle lengths (expected use 4 vehicles per cycle of the lights) and is shorter than the pre-scheme situation 18 vehicle lengths (expected use 9 vehicles per cycle). The results indicate a big improvement during the AM peak but only a moderate improvement PM due to there being less vehicles turning

left. It should be noted that whilst improvements would be realised on opening 'day 1' of the proposal it is highly likely that traffic would gravitate back to Water End and the benefits seen would rapidly be reduced. This is not to say that this would not provide some relief on the routes that the traffic has been displaced to i.e. the Outer and Inner Ring Roads.

13. Scenarios 5 and 10 show the impact of closure accompanied by re-instatement of the shorter filter lane. In the AM peak the filter only partially mitigates against the impact of the closure. In the PM peak it more than mitigates and the situation represents an improvement over the current situation. The reason for it not being fully successful in the AM is that there is more traffic displaced onto the right turn with the short lane this blocks the left filter so its benefit is not realised.

Conclusion

14. Point closure on Westminster Road or The Avenue preventing through traffic is demonstrated to have a significant adverse impact on the highway network.
15. The impact of the point closure could be mitigated by the partial reinstatement of the left turn lane and filter at Clifton Green during the evening (and off) peak periods. The morning peak remains problematic, in that the impact of the closure is not fully mitigated by this measure and would see a significant worsening of congestion over the current situation.
16. Should the point closure take place and the left turn be reinstated then ideally these measures should be implemented together so as to avoid traffic trip redistribution taking the benefit of the added capacity afforded by the reinstatement of the left turn.
17. A further review of the signal timings will be made following any changes to include Saturdays and Sundays as well as the peak periods.

Contact Details

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Transport Planning Unit
Ext 1631

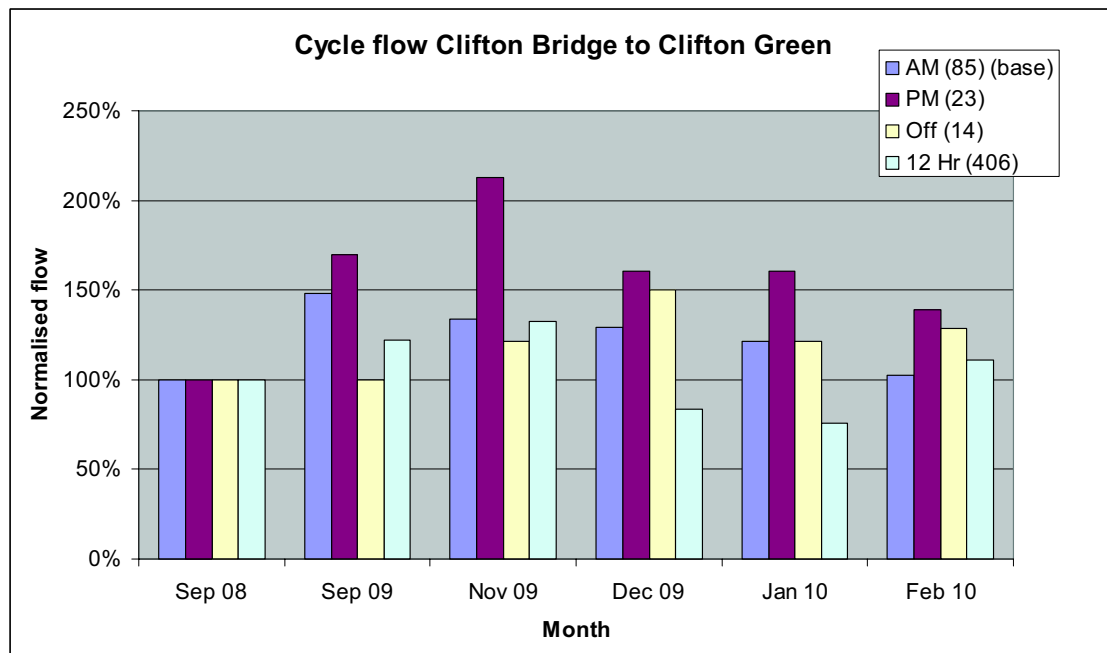
Cycle flow on Clifton Bridge 'Update': 31/3/2010

Chart shows the observed change in cycle flow on Clifton Bridge compared to a base month of September 2008. The base year flows are shown in (brackets) on the key.

An element of caution needs to be applied to the interpretation of the results.

- Cycle data is highly variable on a day to day and month to month level so the above results may be subject to random variation.
- Some of the flows are low so again susceptible to random fluctuations.
- There may be reasons for increased flow not related to the building of Water End cycle route – the Bootham riverside off-road cycle track was closed for bank maintenance south of Clifton Bridge.
- There was a protracted period of poor weather in January.
- Of a lesser impact Scarborough bridge was closed for maintenance 09/10 (reopened early Feb)
- The orbital cycle route is not yet complete.

Despite this the results are promising if not conclusive. The Water End 'End of Year Report' is due to be reported to the decision session of the Executive Member for City Strategy on 1st June 2010.



**Decision Session
- Executive Member for City Strategy**1st June 2010

Report of the Director of City Strategy

20mph speed limit petitions for Sovereign Park and Dodsworth Avenue**Summary**

1. To advise the Executive Member of the proposed response to the receipt of two petitions requesting 20mph speed limits. The first covering Sovereign Park and the second considering Dodsworth Avenue. Both petitions have been considered under the criteria set out and agreed at the EMDS in December 2009 and the report includes an updated prioritisation table which includes the data for the two above mentioned petitions.

Recommendations

2. The Executive Member for City Strategy is recommended to:
 - a) Note the relative priority of the petitions set out in the table (annex A) in relation to other petitions and requests received.
 - b) Agree that no further action should be taken at the current time in relation to Sovereign Park.
 - c) Note that Dodsworth Avenue is currently being considered through the speed review process and request officers to provide an update on progress at a future EMDS meeting.

Reason: To progress requests and petitions against the agreed criteria and in priority order and to enable those requests that do not comply with key elements of the criteria to be considered through other processes.

Background

3. In December 2009 a report was presented to the Executive Member Decision Session (EMDS) setting out a set of criteria for prioritising the petitions and requests for 20mph speed limits on residential roads in York.
4. The prioritisation is to be considered against the following criteria. The road must be a 'residential' or 'mixed priority' road within the context of the speed management plan, the occurrence of an injury accident during the previous

three years, of any severity or road user, the presence of a school, shopping area or play area, at least 50% of households within the street have signed the petition and average speed on the road must be 24mph or below.

5. A petition for a 20mph across the whole of Sovereign Park was presented at Council on 4th February 2010 and was signed by 223 residents. It was presented on the basis that, although it is difficult to exceed 20mph through the estate, signage would ensure people think about their speed and alert drivers to the fact that they are entering a residential area. A petition for a 20mph speed limit on Dodsworth Avenue was presented at Council on 3rd December 2009 and was signed by 15 residents on the basis that speeds of 20mph and below result in fewer serious and fatal accidents and a lower speed limit is the best way to reduce driver speed.
6. Dodsworth Avenue already has a 20mph zone (including traffic calming) on the middle section of the road.

Prioritising petitions and requests

7. The prioritised list is intended to be a working document and as such will change over time as other petitions and requests are assessed. Not all the requests and petitions received so far have been assessed. The December report to EMDS agreed that petitions would be included in the list of schemes to be prioritised against the agreed criteria rather than dealt with separately. The list of petitions received and requests made to the Council is contained in Annex A.

Petitions

8. The petitions for Sovereign Park and Dodsworth Avenue request a reduced speed limit.
9. Dodsworth Avenue already has a 20mph zone, with traffic calming, in front of the shops and was implemented in 2000/2001 as a traffic calming scheme in response to seven injury accidents occurring in the previous five years. No injury accidents have been recorded during the last three years.
10. Dodsworth Avenue returned the following speed data.

	Average speed (mph)	85 th percentile (mph)	Highest speed (mph)
From Malton Road	27	32	62
To Malton Road	26	31	55

11. The speed survey was conducted within the existing 30mph section. An average speed of 26mph and 27mph does not meet the criteria to be considered under this process for a signed only 20mph scheme. In addition it is classed as a mixed priority route within the speed management plan. This

means it would only be considered for more targeted traffic calming or 20mph speed limit, for example outside schools or shops, which already exists. Dodsworth Avenue is currently progressing through the Speed Review Process over concerns about inappropriate speed. Average speeds recorded in the 20mph zone by the Fire and Rescue Service returned data of 20mph and 85th percentile speeds 27 mph. The speed review process is ongoing but so far it has identified that Dodsworth Avenue is an appropriate location for targeted Police enforcement and that further engineering measures should be considered. A report will be brought to a future EMDS to provide more detail about the investigations and outcome of the review.

12. Sovereign Park is a relatively new development which has been designed with a layout to reduce traffic speeds. The collected data demonstrates the effectiveness of the design in reducing speeds, through a layout with an intentional short and tight horizontal highway alignment, which removes the need for vertical measures. Additionally certain streets are designed without a traditional footway and carriageway. There are several examples of shared surface approach within residential developments in York. It is recognised across the UK and continental Europe as being effective at controlling traffic speed and creates a very safe environment for more vulnerable road users.
13. Traffic data was collected at two locations and is set out in the table below.

	Average speed (mph)	85 th percentile (mph)	Highest speed (mph)
Princes Drive from Dukes Court	13	16	23
Princes Drive to Dukes Court	13	16	25
Monarch Way from Marquis Court	14	16	23
Monarch Way to Marquis Court	12	14	19

14. The speed data meets the criteria for implementing a signed only 20mph speed limit, the roads on the estate are identified as residential roads within the speed management plan, there have been no recorded injury accidents within the last three years, more than 50% of households have signed the petition and there are no schools or shops on the roads in question. Whilst it is not disqualified by the criteria there are other locations within the table (annex A) which currently have greater priority for implementation. Sovereign Park has remained at number 22 on the table on the basis that it was submitted later in the process and a number of locations positioned above it are outside schools. When the remaining data for the other locations has been collected, it's position in the table may alter.
15. It was agreed at the EMDS in April 2010 that further implementation of individual 20mph speed limits should be delayed until public consultation on

city-wide implementation has been undertaken as part of the Local Transport Plan (LTP3) development. The consultation on LTP3 is due to be substantially complete by late autumn/early winter 2010.

Consultation

16. Members commented as follows:
- Councillor Potter advised that she is pleased that Dodsworth Avenue is being considered under the speed management review as the Ward Members are constantly receiving complaints about speeding on this road. It has also been raised on numerous occasions at ward committee meetings. She requested that all householder on the road be informed about the timescales for the review so that they know that the problem is being taken seriously and have some idea when improvements will be made.
 - Councillor Simpson-Laing advised that residents in Sovereign Park constantly suffer from vehicles, delivery vehicles and those visiting property's, speeding into the estate and around its 'looping' road layout. Due to the poor design of Sovereign Park there are few footpaths and this leads residents and their children having to walk in the road in a number of locations - hence the safety concerns. There has been an outstanding response from residents calling for action to be taken and this cannot be ignored, to ignore this request would only show contempt of residents concerns. Council may set criteria but they should also listen and accept that near misses are not reported and experience here is key to this request.
 - Officers refer to paragraph 12 in response to the comments above.
17. North Yorkshire Police made the following comments. They consider that on the basis of the agreed criteria, 20mph speed limits should not be progressed at the locations subject of the petitions. The current position of North Yorkshire Police on 20 mph restrictions is as follows:-

The imposition of any 20 mph speed limit on any highway by the relevant authority, is not objected to on the following understanding:-

- 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.

Options

18. Option one – Agree the prioritisation for both petitions and await the outcome of the LTP3 consultation before undertaking any further implementation in relation to Sovereign Park and await the outcome of the Speed Review Process in relation to Dodsworth Avenue.
19. Option two – Do not agree the current prioritisation but still await the outcome of the LTP3 consultation process.

Analysis

20. Option one – The introduction of the agreed criteria and process for responding to petitions and requests has provided a consistent approach, which is data led. It has identified a number of areas that would benefit from the introduction of a 20mph speed limit. These areas are currently prioritised ahead of Sovereign Park. The process uses the agreed criteria but delays further action until later in the year when a response from residents about the wider context within which 20mph has been considered, understood and reported to EMDS. This may allow funding to be directed in another way to fit in with any longer term policy.
21. Dodsworth Avenue does not meet the criteria that has been agreed under the 20mph speed limit assessment but is currently being considered under another process. The outcomes of the assessment are due to be reported to at a future EMDS meeting.
22. Option two – Many of the requests and petitions have similar assessments in terms of the criteria they meet. Sovereign Park could be moved higher up the table on the basis of data having been collected ahead of other requests but still would not fall within the top four schemes currently agreed for implementation within 2010/11. To discount the agreed criteria would undermine the process.

Corporate Objectives

23. A data led approach of assessing road safety issues and prioritising scheme meets the Council's corporate priorities to create a Safer City. It also supports the aims and objectives of the Road Safety Strategy as part of the Second Local Transport Plan and contributes to A Safer City.

Implications

Financial

24. There are no financial implications from either of the options.

Legal

25. A Traffic Regulation Order (TRO) will need to be in place in order to enable the speed limit on any road to be altered. The Council has powers under the

Highways Act and Road Traffic Regulation Act to undertake and implement TROs

HR

26. There are no impacts

Other

27. There are no impacts

Crime and Disorder

28. Speeding is a criminal offence and the Council has a responsibility to deliver an effective Speed Management Strategy.

Risk Management

29. In compliance with the Council's risk management strategy, no significant risks have been identified arising from the recommendations.

Contact Details

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Assistant Director of City Strategy

Report Approved



Date 19.05.2010

Specialist Implications Officer(s) *List information for all*

Financial

Patrick Looker

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Wards Affected: Acomb and Heworth

All

For further information please contact the author of the report

Background Papers:

Annex A – Prioritisation Table

Area	Date request registered with Council	Petition	Households*	Households supporting	50% supporting?	Accidents in the area	Vehicles per day (7am-7pm weekday)	Average speed acceptable for 20 speed limit? **	85% speed **	Max recorded speed	Close to a School?	Not on key Route	Cost to implement 20 mph zone	Number of traffic signs required	Comments
1. South Bank	1/6/09 Various around June '09	Y	2200			5	Various	All 7 streets surveyed have acceptable average speeds			Y	Y	£45,000		Implementation in progress. Resident petition Now at full consultation stage
2. Westminster Road / The Avenue†	16/06/2009	Y	167	67	Y†	4	1440	20	26	61	Y	Y	£750		Already approved as part of local safety improvements. Resident request
3. Holly Bank Road Area	15/10/2009	Y	330	64	N	2	434	22	28	65	Y	Y	£3,500		Resident petition
4. Millfield Lane	15/10/2009	N	15	N/a	N/a	2	1149	25	34	65	Y	Y	£1,300		
5. Low Poppleton Lane	15/10/2009	Y	16	5	N	1	361	18	22	42	Y	Y	£1,300		Could be combined to link with Manor School 20mph zone. Resident request on Millfield and petition on Low Poppleton
6. Ouseburn Avenue	15/10/2009	Y	104	17	N	1	487	20	27	44	Y	Y			Should be combined to prevent motorists confusion as the streets are close together. Resident petition
7. Straylands Grove	04/06/2009	N	22	N/a	N/a	1	2575	25	31	54	Y	Y			Potential to be a small 20mph limit area. Would benefit more schoolchildren. Resident request
8. Kilburn Road	16/06/2009	N	98	N/a	N/a	1	169	18	23	33	N	Y			Resident request
9. Grants Avenue Area	08/06/2009	N	64	N/a	N/a	0		To be collected			Y	Y			Very close to Fulford School / St. Oswald's School. School request
10. Fulford Cross and Danesmead	09/06/2009	N	265	N/a	N/a	0		To be collected			Y	Y			Resident request

Area	Date request registered with Council	Petition	Households*	Households supporting	50% supporting?	Accidents in the area	Vehicles per day (7am-7pm weekday)	Average speed acceptable for 20 speed limit? **	85% speed **	Max recorded speed	Close to a School?	Not on key Route	Cost to implement 20 mph zone	Number of traffic signs required	Comments
11. Fordlands Road Area	09/06/2009	N	302	N/a	N/a	0		To be collected			Y	Y			Fordlands Road Area. Resident request
12. Bowness Drive, Rawcliffe	09/06/2009	N	27	N/a	N/a	0		To be collected			Y	Y			Resident request
13. Park Grove	09/06/2009	N	65	N/a	N/a	0		To be collected			Y	Y			20mph already. Resident request
14. Temple Road, Bishopthorpe	12/06/2009	N	20	N/a	N/a	0		To be collected			Y	Y			Resident request
15. Almsford Road	17/06/2009	N	133	N/a	N/a	0		To be collected			Y	Y			20mph already. Resident request
16. Osbaldwick Lane - between Derwent School and Osbaldwick Primary	27/07/2009	N	67	N/a	N/a	0		To be collected			Y	Y			Linking two school 20mph zones. Already zones directly outside the schools though. Resident and school request
17. Wheatlands Grove	06/08/2009	N	58	N/a	N/a	0		To be collected			Y	Y			Could be part of a wider 20mph limit with Lidgett Grove / Ouseburn Avenue. Resident request
18. St. Paul's Terrace Area	07/09/2009	N	448	N/a	N/a	0		To be collected			Y	Y			Resident request
19. Burnholme Drive near path to Hempland School	12/11/2009	N	86	N/a	N/a	0		To be collected			Y	Y			Resident request
20. Viking Road	15/10/2009	Y	67	10	N	0	369	16	19	35	Y	Y			20mph already. Other issues being looked at and could be linked with Cranbrook Road area. Resident petition
21. Cranbrook Road	03/12/2009	Y	115	21	N	0	348	20	25	40	Y	Y			
22. Sovereign Park	04/02/2010	Y	256	223	Y	0	306	14	16	25	N	Y			High number of residents signed petition

Area	Date request registered with Council	Petition	Households*	Households supporting	50% supporting?	Accidents in the area	Vehicles per day (7am-7pm weekday)	Average speed acceptable for 20 speed limit? **	85% speed **	Max recorded speed	Close to a School?	Not on key Route	Cost to implement 20 mph zone	Number of traffic signs required	Comments
23. Gordon Street Area	06/06/2009	N	299	N/a	N/a	0		To be collected			N	Y			Resident request
24. Alma Terrace Area	09/06/2009	N	399	N/a	N/a	0		To be collected			N	Y			Similar to area in Fishergate already done. Resident request
25. Pasture Close, Strensall	09/06/2009	N	45	N/a	N/a	0		To be collected			N	Y			Small cul-de-sac. Resident request
26. Garfield Terrace, Holgate	09/06/2009	N	90	N/a	N/a	0		To be collected			N	Y			Already traffic calmed. Resident request
27. The Green, Acomb	10/06/2009	N	22	N/a	N/a	0		To be collected			N	Y			Resident request
28. Rockingham Avenue, Tang Hall	15/06/2009	N	76	N/a	N/a	0		To be collected			N	Y			Possible rat-run. Resident request
29. Kyme Street, Micklegate	15/06/2009	N	46	N/a	N/a	0		To be collected			N	Y			Short street - potential for larger area to be 20mph.
30. Rawdon Avenue, Tang Hall	15/06/2009	N	87	N/a	N/a	0		To be collected			N	Y			Very little, if any through traffic. Resident request
31. Eastern Terrace	25/08/2009	N	45	N/a	N/a	0		To be collected			N	Y			Resident request
32. Troutbeck	07/09/2009	N	34	N/a	N/a	0		To be collected			N	Y			Small cul-de-sac. Resident request
33. Deighton Village	08/10/2009	N	71	N/a	N/a	0		To be collected			N	Y			Could be installed as part of the village accessibility scheme. Resident request
34. Newlands Drive	09/07/2009	Y	24	11	N	0	292	20	26	40	N	Y			
35. Lidgett Grove	09/07/2009	Y	29	8	N	0	452	18	24	36	N	Y			
36. Millgates	15/10/2009	Y	44	18	N	0	113	21	26	37	N	Y			Small cul-de-sac. Resident petition

Area	Date request registered with Council	Petition	Households*	Households supporting	50% supporting?	Accidents in the area	Vehicles per day (7am-7pm weekday)	Average speed acceptable for 20 speed limit? **	85% speed **	Max recorded speed	Close to a School?	Not on key Route	Cost to implement 20 mph zone	Number of traffic signs required	Comments
37. Residential Roads in Haxby	13/08/2009	N						To be collected			Y	Y			Advisable to wait for the outcome of the South Bank trial before looking at any larger schemes. Requires clarification or more specific suggestions as a Haxby-wide scheme would be expensive and some roads have high average speeds. Resident request. Some streets have average speeds of over 30mph. Flows will vary considerably.
Streets Referred to the Speed Review Process															
38. Dodsworth Avenue	04/12/2009	Y	209	8	N	1	4157	27	32	62	N	Y			Resident petition. To be examined through the speed review process.
39. Melrosegate	15/06/2009	N	200	N/a	N/a	12	6841	32	37	69	N	N			High number of accidents but speed not compliant. Resident request
40. Carr Lane (at the top of the hill)	24/08/2009	N	82	N/a	N/a	1		To be collected			N	N			Does not meet criteria for residential road. Resident request
41. Beckfield Lane	03/12/2009	Y	226	24	N	7	5706	30	35	65	Y	N			Speed survey on existing 30mph section of road. Resident petition
42. Heslington Lane - golf course to Heslington Village	06/06/2009	N	33	N/a	N/a	1		To be collected			N	N			Does not meet criteria for residential road. Resident request
43. Monkgate	07/09/2009	N	85			2		To be collected			N	N			Part of the Inner Ring Road and does not meet criteria for residential road. Resident request
44. Heworth Road near Heworth Primary	12/11/2009	N	104	N/a	N/a	0		To be collected			Y	N			Could be referred to Safer Routes to School work. Resident and school request

Area	Date request registered with Council	Petition	Households*	Households supporting	50% supporting?	Accidents in the area	Vehicles per day (7am-7pm weekday)	Average speed acceptable for 20 speed limit? **	85% speed **	Max recorded speed	Close to a School?	Not on key Route	Cost to implement 20 mph zone	Number of traffic signs required	Comments
45. Knapton	10/06/2009	N	95	N/a	N/a	0		To be collected			N	N			Resident request
46. Section of Haxby Road in New Earswick	11/06/2009	N	32	N/a	N/a	0	8895	27	31	53	N	N			Already 20mph outside the school. Resident request

Sorted sequentially by

1. Not on Key Route
2. Number of accidents
3. Near school
4. 50% signing petition (where applicable)
5. Date of receipt

The key roads category has been taken from the principal, classified and trunk roads plan

* Number of households obtained from address point data. As such there may be very slight variations against the actual number of households.

** Average and 85th percentile speed shown is the highest value for either direction on the street.

† Westminster Avenue area has been consulted upon and approved for a 20mph zone. Data shown is from the consultation response, which has superseded the petition. The percentage of respondents supporting a 20mph speed limit was greater than 50%.

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Decision Session
– Executive Member for City Strategy

1 June 2010

Report of the Director of City Strategy

City Strategy Capital Programme – 2009/10 Outturn Report

Report Summary

1. The purpose of this report is to:
 - Inform the Executive Member of the outturn position for schemes in the 2009/10 capital programme, including budget spend to 31 March 2010, and the progress of schemes in the year;
 - Inform the Executive Member of any variations between the outturn and budget, and seek approval for funding to be carried forward to 2010/11 subject to the approval of the Executive.

Recommendations

2. The Executive Member is requested to:
 - i) Note the progress achieved delivering schemes in the Capital Programme as indicated in the Annexes.
 - ii) Approve the proposed carryovers as outlined in paragraphs 21 to 23, subject to the approval of the Executive.

Reason: to enable the effective management and monitoring of the council's capital programme.

Background

3. The City Strategy 2009/10 transport base budget was confirmed at Full Council on 26 February 2009. Since then a number of amendments have taken place as reported to the Executive Member in the 2008/09 Capital Outturn report, the Consolidated report (July), the Monitor 1 report (September), and the Monitor 2 Report (December). The Peckitt Street Flood Scheme was added at Corporate Monitor 2, and additional grant is available from the Freeflow traffic management project.
4. These changes have resulted in a current approved capital programme for 2009/10 of **£5,233k**, financed by £4,978k of external funding, leaving a

cost to the council of £255k. Table 1 illustrates the movements from the original budget to the currently approved position.

Table 1: Current Approved 2009/10 Capital Programme

	Gross Budget £000s	External Funding* £000s	Capital Receipts £000s
Original Budget approved by Council at 26 February 2009	5,742	5,502	240
Additions/reductions in 08/09 outturn report	+44	-15	+59
Additions/reductions from 08/09 outturn report approved at Monitor 1	-516	-441	-75
Additions/reductions from 08/09 outturn report approved at Monitor 2	-125	-125	
Peckitt Street Flood Scheme	+62	+31	+31
Freeflow Project	+21	+21	
Misc. Contributions	+5	+5	
Current Approved Capital Programme	5,233	4,978	255

*External funding refers to government grants, non government grants, other contributions, developers contributions and supported capital expenditure.

Summary of Key Issues

5. Against the approved budget of £5,233k in 2009/10, there is an outturn of £4,737k, a net underspend of £496k (9.4%). The outturn spend comprises:
 - Integrated Transport and Highway Maintenance Schemes: £4,625k spend against a budget of £4,947k (£322k underspend (6.5%)).
 - City Strategy Maintenance Budgets: £51k spend against a £224k budget (£173k underspend).
 - Peckitt Street Flood Defences: £62k spend against an original budget of £70k (reduced to £62k at outturn).
6. The overall spend is outside the target tolerance of +2.0%/-5% which is used to assess the performance of the management of the City Strategy Capital Programme. However the principal reason is the late confirmation

that the £300k contribution to the Hopgrove Roundabout scheme was not required in 2009/10. If this single scheme is excluded then the spend is 3.5% below budget.

7. Over 110 schemes have been progressed in the year ranging from £1k up to over £900k in value, with 15 schemes accounting for approximately 75% of the programme value. For many schemes feasibility studies and other preparatory works had to be undertaken within the year, leading to an expectation that many of the projects would be delivered towards the end of the year. In fact almost 50% of the budget was spent in the final three months of the year despite the poor weather experienced in January and February.
8. As indicated at Monitor 2, as part of the resolution of pressures on the Council's revenue budget it is proposed to fund £250k of structural maintenance schemes from the City Strategy Capital Programme. It is proposed to use the Regional Funding Allocation supplement to fund the delivery of these additional structural maintenance schemes.
9. A substantial amount of work has been progressed in the year including the following larger schemes:
 - Access York Phase 1: Programme Entry approved by the Department for Transport and receipt of planning consent for three sites.
 - Fulford Road Multi-Modal Scheme: Continuation of the scheme providing bus priorities and cycle lanes along Fulford Road. The scheme is to be completed early in 2010/11
 - Crichton Avenue Cycle Route: Provision of a key section of the Orbital Cycle Route (800m on-road, 500m off-road) between Wigginton Road and Kingsway North linking with the route to Clifton Moor and the Foss Islands Route. The remaining sections of the orbital route are planned to be completed in 2010/11.
 - Village Accessibility Review: As part of the review of accident locations and accessibility, new traffic signals were provided on the B1363 at Wigginton.
 - Safe Routes to School Schemes: Safety improvements were undertaken around a number of schools in the city including Carr Infants & Juniors, Wigginton Primary, Clifton with Rawcliffe, Dringhouses Primary, The Mount, and York High.
 - Urban Traffic Management and Control and Bus Location and Information Sub-System (UTMC & BLISS): Further development of technological solutions to reduce congestion, provide priority for buses at traffic lights and provide better information for bus users.
 - £250k of additional Structural Maintenance schemes including resurfacing of a section of the A59 Harrogate Road near the council boundary.
10. The outturn figure and proposed changes to the approved budget are indicated in Table 2 below. Additional information indicating progress on individual schemes and proposed allocation changes is provided in the Annexes to the report.

Table 2 Capital Programme Forecast Outturn 2009/10 – 2010/11

Gross City Strategy Capital Programme	2009/10	Variation to 2010/11 Budget	Paragraph Ref
	£000s	£000s	
Current Approved Capital Programme	5,233		
Adjustments:			
Developer Contributions	-310	0	22
CYC Funding	-81	0	21
Reprofiling:			
CYC Funding	-92	+92	21
RFA Funding	-13	+13	23
Outturn	4,737	+105	

Scheme Specific Analysis

11. Details of the progress on all schemes in the City Strategy Capital Programme can be found in Annexes 1 & 2. Individual scheme spends are compared to the programme allocations which included overprogramming of £460k across the whole programme; i.e there would have been an overspend of £460k if the outturn of all schemes was equal to the programme allocations.

Consultation

12. The capital programme was developed under the Capital Resource Allocation model (CRAM) framework and agreed by the council on 26 February 2009. Whilst consultation is not undertaken on the capital programme as a whole, individual scheme proposals do follow a consultation process with local councillors and residents.

Corporate Priorities

13. The capital programme is decided through a formal process, using a Capital Resource Allocation Model (CRAM). CRAM is a tool used for allocating the council's scarce capital resources to schemes that meet corporate priorities.

14. The City Strategy Capital Programme supports the Sustainable City, Thriving City and Safer City elements of the new Corporate Strategy.

15. **Sustainable City** We aim to be clean and green, reducing our impact on the environment while maintaining York's special qualities and enabling the city and its communities to grow and thrive. Improvements to cycle routes, walking routes and public transport will help to meet this objective.

16. **Thriving City** We will continue to support York's successful economy to make sure that employment rates remain high and that local people benefit from new job opportunities. Improvements to the city's sustainable

transport network including the provision of three new Park & Ride sites will assist the economy by reducing the impact of congestion.

17. **Safer City** We want York to be a safer city with low crime rates and high opinions of the city's safety record. Improvement schemes and speed management measures are targeted at prioritised sites to reduce casualties. Education and enforcement campaigns complement the highway improvement works.

Implications

18. The report has the following implications:
- **Financial** – See below
 - **Human Resources (HR)** – There are no HR implications
 - **Equalities** – There are no equalities implications
 - **Legal** – There are no legal implications
 - **Crime and Disorder** – There are no crime and disorder implications
 - **Information Technology (IT)** – There are no IT implications
 - **Property** – There are no property implications
 - **Other** – There are no other implications

Financial Implications

19. The approved 2009/10 capital programme budget was £5,233k. The actual spend in the year was £4,737k, an underspend of £496k (9.4%).

20. The proposed funding sources for the budget, subject to approval by the Executive, are indicated in the following table.

2009/10 Outturn Funding	Budget	Outturn	Variation
	£000s	£000s	£000s
LTP Settlement	2,933	2,933	0
Regional Funding Allocation	450	437	-13
Road Safety Grant	43	43	0
Developer Contributions	375	65	-310
CYC Resources	255	82	-173
Cycling City Grant	1,120	1,120	0
Misc. Grants/Contributions	57	57	0
Total	5,233	4,737	-496

21. It is proposed to carry over £92k of Council resources to fund the continued repair of the City Walls. Following further investigation, it has been determined that the river bank repairs are not required to protect the Public Right of Way in Rawcliffe and therefore £81k of funding can be returned.
22. A nominal allocation of £500k has already been provided from developer contributions to support the 2010/11 capital programme, therefore it is proposed to return the 2009/10 underspend to the s106 account for use in future years.

23. It is proposed to carry over the £13k underspend on the Regional Funding Allocation into 2010/11 to provide further support to schemes in the transport programme.

Risk Management

24. There are no anticipated risks associated with the recommendations in this report. The report is a record of the achievements of the year and the proposed method of funding

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Report Approved **Date** 19.05.2010

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Specialist Implications Officer(s) N/A

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers:

City Strategy Capital Programme –Monitor 3 Report – 16 March 2009
2009/10 City Strategy Transport Capital Programme – 31 March 2009
City Strategy Capital Programme –Outturn Report – 2 June 2009
City Strategy Capital Programme – 2009/10 Consolidated Budget Report – 7 July 2009
City Strategy Capital Programme – 2009/10 Monitor 1 Report – 1 Sept 2009
City Strategy Capital Programme – 2009/10 Monitor 2 Report – 1 Dec 2009

Annexes

Annex 1: 2009/10 City Strategy Capital Programme Scheme Progress Report
Annex 2: 2009/10 City Strategy Capital Programme Outturn Spreadsheet

Annex 1: 2009/10 Outturn Report – Scheme Progress Report

1. This annex provides an update on progress on schemes within the City Strategy Capital Programme. Transport schemes are considered first, followed by other City Strategy schemes.
2. A scheme by scheme review of progress and spend is set out in Annex 2, which shows the scheme status at the end of March 2010. Progress on schemes since the end of the financial year is also shown where appropriate.

Transport Schemes

ACCESS YORK PHASE 1

Budget: £875k

Programme (including overprogramming): £875k

Spend to 31 March 2010: £922k

3. Access York Phase 1 (AY01/09). Good progress has been made on the preparatory work for the Access York Phase 1 Park & Ride scheme. The Department for Transport awarded Programme Entry status to the scheme in March and planning consent has been granted for the three sites. The spend in 2009/10 is higher than originally anticipated, principally because of additional investigation and survey work required for the preparation of the planning applications. Programme Entry status means that future eligible preparatory costs will be 50% funded by the DfT.
4. The designer for the Park & Ride sites and A59 roundabout element of the works, Halcrow, has been appointed and is now preparing the information for consultation on the highway elements of the scheme. The bus priorities are currently being designed by the Council's Engineering Consultancy. The objective of the project, subject to full approval from the DfT, is for construction to commence in May/June 2011 with completion in early summer 2012.

OUTER RING ROAD

Budget: £500k (£200k RFA, £300k s106)

Programme (including overprogramming): £500k

Spend to 31 March 2010: £199k

5. Hopgrove Roundabout (OR01/05). The Highways Agency improvement scheme at the Hopgrove Roundabout was completed in September. They have recently advised the Council that the scheme has been completed without the need for a contribution from the Local Authority.
6. Access York Phase 2 (AY02/08). Progress on the Access York Phase 2 scheme has been limited in 2009/10 to the collection of survey data and refinement of designs for roundabout improvements. The availability of funding to deliver the improvements to the Outer Ring Road is dependent on the results of the connectivity studies currently being undertaken by the Region. Alternative funding sources will be investigated at the appropriate time, including the possibility of using the proposed Urban Challenge Fund when details are known.

7. A19/A1237 Roundabout Improvements (OR01/09). Following a period of consultation in December 2009, the proposed layout for the roundabout was approved at the February Decision Session. Advance site clearance works were completed in March to avoid the bird nesting season, and the detailed design is currently being progressed. Construction is planned for the July-November period. The spend in 2009/10 was higher than anticipated due to more rapid progress on the design stage.

MULTI-MODAL SCHEMES

Budget: £1,030k (£585k LTP, £65k s106, £380k Cycling City)

Programme (including overprogramming): £1,030k

Spend to 31 March 2010: £806k

8. Fulford Road Multi-Modal Scheme (PT04/06). The Stage 1 improvements, which commenced in 2008/09, were substantially completed in the early part of this financial year. These included the on-road cycle lanes between Cemetery Road and Hospital Fields Road and measures in Naburn village. The Stage 2 improvements between Hospital Fields Road and Heslington Lane were slightly delayed and commenced on site in late January 2010, and are now expected to be substantially completed by late May 2010. These improvements will provide two sections of city-bound bus lane as well as significant sections of on-road cycle lanes and off-road shared-use facilities.
9. As part of the improvements, the contractor has undertaken improvement works at three key junctions including replacement of traffic signal equipment and changes to the physical layouts. The signals and crossing points were temporarily relocated which significantly reduced the potential disruption to the travelling public but extended the duration of the works. The contractor has phased his work elsewhere to minimise disruption to traffic and pedestrians and to suit works being carried out by others. In addition, the contractor has encountered a section of gas main that was significantly higher than expected and needs to be diverted. These have all resulted in a longer contract period and a lower expenditure in 2009/10 than originally envisaged. Approximately £250k will be required in 2010/11 for the completion of the scheme, which is within the overall project budget. It is proposed to make amendments to the 2010/11 Capital Programme to accommodate the re-profiling of the expenditure when the consolidated report is presented to the Executive Member in July.
10. Blossom St Multi-Modal Scheme (PT07/06). Following the report to the September 2009 Decision Session on the outcome of the initial feasibility work for this scheme, a city-wide consultation event was carried out on the proposed three options for the scheme. The outcome of this consultation was reported to the May Decision Session, and an allocation has been included in the 2010/11 programme for the implementation of the preferred option.
11. The increased spend on this scheme was due to the additional scenario modelling work that was requested, and the additional cost of carrying out the city-wide consultation process, which was not included in the original scheme estimate.

12. Fishergate Gyratory Multi-Modal Scheme (MM01/08). Feasibility work has continued in 2009/10 on possible options to improve the gyratory area, and to test and model the proposed options to assess their impacts on the network. Consultation has also been carried out with council officers and Members. The outcome of the feasibility work is the subject of a separate report on this agenda.

AIR QUALITY, CONGESTION & TRAFFIC MANAGEMENT

Budget: £145k

Programme (including overprogramming): £155k

Spend to 31 March 2010: £162k

13. Urban Traffic Management & Control (UTMC) (TM01/09). Work on the UTMC system in 2009/10 has focussed on the development of technology to allow the data the system collects to be presented via the Internet. This has included hardware and software procurement for a dynamic website and mobile phone application to present live UTMC, BLISS and CCTV data (to be launched in the summer of 2010), and the trialling of web-based mobile CCTV technology to allow for traffic monitoring at locations remote from the main CCTV network. Development of the UTMC 'in-station' has also been ongoing in 2009/10, with a new set of computer servers acquired to replace the existing life-expired servers and increase the system's functionality. In addition, development work has been undertaken on the software used to drive the city centre information screens. It has not been possible to deliver the upgrade to the Urban Traffic Control system that drives the city's traffic signals this year due to delays in the procurement process, but as these delays have now been overcome this will be included in the 2010/11 programme.
14. Overall, the spend on the BLISS and UTMC projects for 2009/10 is £228k, against an LTP budget of £200k. The overspend has resulted from an opportunity presented by the eligibility of some of the projects outlined above for external funding from the Council's membership of the 'FREEFLOW'¹, government funded research programme. The project has contributed an additional £21k of capital funding, which has been added to the Capital Programme budget.
15. Air Quality (TM02/09). As in previous years, LTP funding was used to purchase equipment for air quality monitoring in the city centre.
16. Coach Strategy (TM03/09). As reported earlier in the year, work on the scheme to provide a new city centre coach rendezvous point has been deferred until the outcome of the City Centre Area Action Plan is known.

¹ The aim of the FREEFLOW project is to develop new forms of decision support tools for transport network managers and individual travellers and to demonstrate the application of these techniques in a number of case studies in London, York and Kent. This project involves collaboration between Imperial College London, the University of York and Loughborough University, local authorities including Transport for London, the City of York Council, Kent County Council and the Highways Agency, and a number of industrial partners. Around £150,000 of the total of £3.2 million granted by the Government for FREEFLOW has been allocated to City of York to fund our involvement as a demonstrator site and upgrade as necessary our existing systems.

17. Piccadilly Car Park Ticket Machines (TM04/09). The new ticket machines for Piccadilly Car Park have been purchased and installed.

PARK & RIDE

Budget: £50k

Programme (including overprogramming): £50k

Spend to 31 March 2010: £43k

18. P&R Site Upgrades (PR01/09). Several improvements were carried out at Park & Ride sites through the year, including the installation of new height barriers at Rawcliffe Bar and Grimston Bar, and the installation of a new CCTV system at Grimston Bar.
19. P&R City Centre Bus Stop Upgrades (PR02/09). The Park & Ride bus stop on Piccadilly was re-sited downstream of its original location, which included an extension to the existing Kassel kerbs. Work to extend the footway at the stop will be carried out in 2010/11 and a new bus shelter will be installed by JCDeacaux at this bus stop later in 2010/11. Feasibility work was also carried out on the proposed improvements to the Museum Street Park & Ride bus stop.

PUBLIC TRANSPORT IMPROVEMENTS

Budget: £296k (£246k LTP, £50 RFA)

Programme (including overprogramming): £356k

Spend to 31 March 2010: £193k

20. Haxby Station (PT03/08). Progress on the Haxby Station scheme in 2009/10 has been limited due to delays in the Network Rail approvals process. It is now clear that further investigation work, particularly on the Line Speed Improvements needed to allow trains to stop at the station, is required by Network Rail before the necessary approvals can be given. A separate report on the Haxby Station scheme will be submitted to the Decision Session in July.
21. Bus Location and Information Sub-System (BLISS) (PT01/09). During 2009/10 the main focus of capital expenditure on the BLISS system has been directed at completing the fitting of buses with GPS and digital radio equipment. An agreement was reached with East Yorkshire Motor Services (EYMS) regarding the dedication by them of a fleet of buses for use on York services, and this cleared the way for the council to fit around 18 EYMS buses. Additionally, the 16 vehicles operated by Transdev on York services have also been fitted, leaving only a small number of vehicles operated by the smaller bus companies to be completed in 2010/11. Work has also been completed during the year on the conversion of the ACIS bus stop displays from radio based 'PMR' communications technology to mobile internet based 'GPRS' technology. This has extended the range of data the signs are able to display and increased their reliability and ability to deal with information updates.
22. Bus Stop & Shelter Programme (PT02/09). The cost of the installation of a new bus stop on Piccadilly (in place of the relocated Park & Ride stop) was funded from this budget allocation, and design work was carried out on a number of other bus stop schemes, which will be implemented in 2010/11.

23. A59/Beckfield Lane Junction Improvements (PT11/07). A carryover allocation was included in the programme for the completion of the pedestrian and cycling improvements on Millfield Lane and Low Poppleton Lane, and the signalisation of the A59/Beckfield Lane junction. The reduced spend in 2009/10 was due to the cost of the completion works being lower than originally estimated.
24. Dial & Ride Vehicle (PT03/09). Work on the procurement of two new Dial & Ride vehicles was carried out in 2009/10, but due to the length of time required for vehicle delivery it was not possible to purchase the vehicles in the year. An allocation has been included in the 2010/11 programme for the vehicle purchase.

WALKING

Budget: £150k

Programme (including overprogramming): £195k

Spend to 31 March 2010: £188k

25. Haxby Village Pedestrian Audit (Phase 2) (PE05/06). A number of improvements were carried out in 2009/10 to provide new dropped crossings and minor extension to footways, following an audit of the main pedestrian routes in Haxby and Wigginton in previous years to assess whether they met the council's current accessibility standards.
26. Minor Pedestrian Schemes Budget (PE01/09). Minor pedestrian schemes completed in 2009/10 included a new crossing point on Hull Road, improvements to the footway on North Lane near the accesses to Hob Moor, and a contribution to the resurfacing of the public bridleway at Bad Bargain Lane.
27. Dropped Crossing Budget (PE02/09). A total of 18 pairs of new dropped crossings were installed at various locations across the city, following requests from the public.
28. Pedestrian Scheme Development (PE03/09). A pedestrian audit of the Clifton Moor retail, commercial, and leisure area was carried out to identify sites where improvements were needed, in order to develop a programme of work for the 2010/11 capital programme. Feasibility work was also carried out on the proposed new footpath across Rawcliffe Recreation Playing Field to link to the new Clifton with Rawcliffe primary school. The planning application for the new footpath was approved in April, and the new footpath will be constructed in 2010/11.
29. Footstreets Review (PE04/09). The review of the Footstreets was commissioned to assess the current operation of the pedestrianised area and suggest improvements that could be made to it. The review proposed a number of potential improvements to the Footstreets area, which have been separated into short, medium, and longer-term schemes. Many of the potential interventions with longer delivery times will be considered as part of the development of plans and strategies for the city centre (in particular the City Centre Area Action Plan and the City Centre Renaissance project). An

allocation for the implementation of the early stages of recommendations of the Footstreets Review has been included in the 2010/11 programme.

30. Walmgate Bar Improvements (PE04/08). The pedestrian improvements (including a new signal controlled pedestrian crossing) were completed early in 2009/10. The issue of drivers making illegal left turns from Barbican Road into Walmgate has been reviewed, and it is planned to make minor adjustments to the signals operation to address this issue. This work should be done early in 2010/11.

CYCLING

Budget: £1,137k (£397k LTP, £740k Cycling City)

Programme (including overprogramming): £1,346k

Spend to 31 March 2010: £1,094k

31. Lendal Hub Station (CY01/09). Work has continued throughout 2009/10 to develop the scheme to convert the former electricity sub-station at Lendal bridge into a secure cycle park facility. Planning approval and Listed Building Consent has been granted for the scheme, and a contractor has been appointed by the company which will run the facility, Bike Rescue. Following a report to the Executive in March, approval has been granted for the project to proceed and for the funding for the scheme to be released. Work on the scheme is expected to start early in 2010/11, and should be completed in September.
32. Feasibility work has been carried out on the three missing sections of the proposed Orbital Cycle Route: Clifton Green to Crichton Avenue; Hob Moor to Water End; and James Street to Heslington Road. Approval 'in-principle' was granted for two of the schemes at the February Decision Session meeting (Clifton Green to Crichton Avenue and James Street to Heslington Road), and an allocation has been included in the 2010/11 capital programme for the construction of these two schemes.
33. A review of the two possible routes for the Hob Moor to Water End section is currently ongoing, as requested at the February Decision Session meeting, but it is still planned to construct this section of the route in 2010/11.
34. Scarborough Bridge Upgrade (CC04/09). The feasibility work for this scheme has been delayed, as the council needs to gain Network Rail agreement to be able to carry out a topographic survey at both ends of Scarborough Bridge. It is expected that the survey will be carried out this summer, and work on the feasibility study will continue in 2010/11.
35. Inner Ring Road (Crossings & Route) (CC05/09). Feasibility work has been carried out on the use of narrow cycle lanes on roads where there is not enough space for a standard 1.5m cycle lane. A trial of the proposed narrow lanes on Gillygate was approved by the Executive Member in April, while the proposed scheme on Lendal Bridge has been deferred pending the outcome of the Gillygate scheme.

36. Work has also begun on a number of smaller Cycling City schemes, including Citywide Barriers to Cycling, Route Branding/Signing, and cycle parking at employment sites and in the city centre, which will continue in 2010/11.
37. Lighting Projects – Pilots on Off-Road Routes (CC05/08). The first phase of installation of the solar-powered route marking lights on the Haxby Road to Wigginton cycle route (across Bootham Stray) was carried out in March, and the remaining route marking lights were installed in April.
38. Cycle City Signs (CC04/08). The allocation for the scheme to install ‘Cycling City’ signs on the CYC boundary signs was removed from the programme at the Monitor 2 report, following a council decision to allow the sponsorship of the boundary signs (in a similar way to roundabouts in the city). However, this has been reconsidered, and the Cycling City signs were installed on the boundary signs in March. The cost has been split between the Cycling City budget and the council’s road safety budget.
39. Crichton Avenue Cycle Route (CY02/09). New on-road cycle lanes have been provided between the Kingsway North roundabout and Burton Stone Lane, and a new off-road cycle route has been constructed between Burton Stone Lane and Wigginton Road, which includes a link to the Sustrans’ Foss Islands Path. A new toucan crossing has been provided (between Burton Stone Lane and the Crichton Avenue bridge), and the street lighting on Crichton Avenue was renewed as part of the scheme. Work on the scheme started in December and was completed in March.
40. The Crichton Avenue highway resurfacing scheme (between Kingsway North roundabout and Intake Avenue) was brought forward from the 2010/11 Highway Maintenance programme so the work could be done with the cycle scheme to reduce disruption to residents. The majority of the resurfacing work (£90k) was funded by the Neighbourhood Services highway maintenance budget.
41. There was also an overspend on the cycle route scheme caused by the unusually harsh winter weather conditions, additional underground services that were not apparent at the design stage, and the need for some night working to comply with Traffic Management Act requirements. The cost of the maintenance work was also greater than originally estimated as the extent of the work increased slightly, and some additional drainage work was also required. This overspend has been funded from the City Strategy Capital Programme as no additional funding was available from the Neighbourhood Services Highways Maintenance budget.
42. Cycle Margin and Track Maintenance (CC10/09). A new small articulated sweeper system has been purchased in 2009/10 that will be used for year-round maintenance on all the cycle routes. The machine will be able to brush away and salt over most normal levels of snow and ice, clear up all waste and debris materials (up to the size of a small glass bottle), and keep the cycle path verges clear. This has given the council a quicker and less resource intensive option than the previous manual handling that was required to carry out this work.

43. A contribution was made to the Bootham resurfacing scheme for the cycle lanes to be widened as part of the works, and the cycle lanes on Tadcaster Road and Boroughbridge Road have also been re-lined and widened. A number of small resurfacing schemes on cycle tracks have been carried out across the city. The cost of these schemes in 2009/10 was lower than the allocated budget, as the carryover cost of cycle margin maintenance work from 2008/09 was lower than originally expected.
44. Beckfield Lane Cycle Route Phase 2 (CY07/09). Further feasibility work has been carried out on other possible options to improve facilities for cyclists on Beckfield Lane, following the decision of the Executive to defer the implementation of this scheme. The outcome of this work will be presented to the July Decision Session.
45. Wigginton Road Cycle Route (Hospital) (CY01/07). The outline design for this scheme was approved at the November Decision Session meeting, and work has continued to develop the scheme for implementation in 2010/11. A report will be presented to the July Decision Session meeting to gain approval for the detailed design of the scheme. Work on the new car park at the hospital began last November, which includes a new cycle route through the hospital grounds. The hospital will also fund the section of the cycle route north of the existing signalised pedestrian crossing.
46. Bootham Crossing (CY03/09). The outline design for this scheme was approved 'in principle' in December 2008. However, further feasibility and design work carried out in 2009/10 showed that the delivery of this scheme would be more difficult than was anticipated due to a higher cost estimate and potential problems with gaining listed building consent for alterations to the Bootham Park entrance gates. A revised outline design for the scheme was approved at the January Decision Session, and an allocation has been included in the 2010/11 programme for implementation of this scheme.
47. Access to Station (CY04/09). During 2009/10, the council has been working with East Coast to develop two new pedestrian and cyclist accesses to York Station at Lowther Terrace and Post Office Lane. The proposed access from Lowther Terrace will provide an alternative pedestrian and cycle route to the station from the Holgate area which avoids the Blossom Street/ Queen Street junction.
48. The new access from Post Office Lane has been a long-held aspiration of the council but has not been implemented due to problems with gaining agreement from the previous train operator (GNER) and Network Rail. However, the current train operator (East Coast) is supportive of both schemes. East Coast are now proposing to take responsibility for the delivery of the Lowther Terrace and Post Office Lane schemes in 2010/11 with a contribution being provided from the Cycling City project.
49. Cycle Minor Schemes (CY05/09). The Cycle Minor Schemes allocation has funded a number of small cycling schemes across the city. A total of 74 new cycle parking spaces were installed across the city, and 26 existing cycle parking spaces were replaced with new cycle stands. A new section of

removable roadway has been provided for the section of cycle route that crosses York Racecourse (a second section was funded by the racecourse), and some minor improvement works were carried out at Hob Moor Subway.

50. Feasibility work has continued to on several proposed cycle schemes as part of the Cycle Scheme Development block, including improvements to cycle facilities on Bishopthorpe Road, A1237 between Haxby Rd and Wigginton Road, and the St Oswald's Road to Landing Lane cycle route. Work will continue to develop these cycle routes in 2010/11, in order to prepare schemes for implementation in future years when funding becomes available.
51. Clifton Bridge Approaches (CY10/04). The scheme was completed early in 2009/10. A number of adjustments were made to the Water End/Clifton Green signals during the early period of operation to minimise traffic queuing in the area. The costs in 2009/10 were higher than originally anticipated due to the additional signalling works undertaken, and additional survey work carried out as part of the evaluation of the scheme. Following concerns raised by local residents and Members through a 'Councillor Call For Action', considerable additional survey and evaluation work has been undertaken. The results of the evaluation are planned to be reported to the June Decision Session..
52. The construction of Phase 1 of the Beckfield Lane cycle route was completed in early 2009/10, and the Stage 3 Safety Audit has now been completed. Minor completion works and the Stage 3 Safety Audit have also been completed for the Moor Lane Railway Bridge Approaches scheme.

DEVELOPMENT-LINKED SCHEMES

Budget: £20k (£10k LTP, £10k s106)

Programme (including overprogramming): £20k

Spend to 31 March 2010: £0.1k

53. The funding for the improvements to the walking route from the Barbican to St George's Field was transferred to the Fishergate Gyratory scheme earlier in the year.
54. Approaches to Hungate Bridge (DL01/08). The planning application for the new bridge was approved in 2008. As the new bridge will affect a navigable waterway (the Foss Navigation), approval from the government is required in the form of a Statutory Instrument before the new bridge can be built, which the council is progressing on behalf of the developer. An allocation has been included in the 2010/11 programme to carry out a study into potential improvements in the area to maximise the benefits of the new bridge.
55. James St Link Road Phase 2 (JS01/09). As reported to Members earlier in the year, the proposed development adjacent to the 'Frog Hall' site off Layerthorpe, which would have provided the missing section of James Street Link Road Phase 2, has been withdrawn by the developer. Options for taking forward the scheme in advance of the development are being progressed and will be reported to the Executive Member later in the year if an acceptable solution is available.

SAFETY SCHEMES**Budget: £433k (£190k LTP, £200k RFA, £43k Road Safety Grant)****Programme (including overprogramming): £509k****Spend to 31 March 2010: £483k**

56. Clifton Moorgate/ Water Lane LSS (LS09/07). A new right turn filter has been added to the existed signalised junction for traffic turning from Clifton Moorgate to Water Lane, which has included a new traffic island on Clifton Moorgate and an extension to the existing right turn lane to accommodate queuing traffic at peak times. The increased cost for this scheme was principally due to additional ducting work for the new signals, which was not included in the original estimate provided by the traffic signal supplier.
57. Peckitt Street/ Tower Street/ Clifford Street LSS (LS07/07). The footway at the Clifford Street/ Tower Street junction has been widened, and a new advisory cycle lane has been created to highlight the presence of cyclists at the junction. This scheme had been delayed from 2008/09 as there was scaffolding on the highway from an adjacent development. The cost of the scheme was higher than originally estimated as a larger area of the footway had to be re-laid due to the condition of the existing surfacing, and some additional kerbing work was required at the junction.
58. Clifton Moor/Tesco Roundabout (DR01/08). The scheme to reduce the number of lanes at the southern approach to the Clifton Moor/ Tesco Roundabout was carried over from 2008/09, and completed in early 2009/10.
59. LSS Development (LS01/09). This allocation was included in the programme for work to assess accident cluster sites to develop a programme of schemes for future years. This allocation was not required in 2009/10 as the majority of the work to develop the future years programme has been done early in 2010/11.
60. A1079 Dunnington Speed Limit (Four Lane Ends) (DR02/08). The work to install a new 40mph speed limit on the A1079 at the Common Road/ Common Lane junction was completed at the start of 2009/10.
61. Vehicle Activated Signs (VAS) Study (SM01/09). A set of new policy guidelines for the use of Vehicle Activated Signs (VAS) and the monitoring of their effectiveness has been developed, and was approved by the Executive Member at the October Decision Session. The spend against this scheme is higher than expected, due to the increased staff time required to develop the new policy.
62. Speed Management Treatments – Various Locations (SM02/09). Feasibility work has been carried out for locations identified in the six-monthly speed management reports, which has been used to develop the programme of speed management schemes for the 2010/11 capital programme. As no engineering works were carried out during the year, the spend on this scheme was lower than originally expected.
63. Reactive Speed Management Schemes (SM03/09). This budget allocation was not required in 2009/10, as a new process for dealing with speed complaints

has been developed by the Safer York Partnership. Complaints about speeding are reviewed and reported to the Executive Member in the six-monthly reviews of speeding issues, and any schemes that are developed are now funded through the Speed Management Treatments allocation.

64. Fishergate 20mph Speed Limit (DR01/09). A new 20mph limit was implemented on seven streets in the Fishergate area, following a petition from the residents. The council has been developing a policy on the implementation of new 20mph limits across the city, and the Fishergate 20mph scheme will be used as a trial to measure the effectiveness of these schemes.
65. Foss Bank (DR02/09). A feasibility study was carried out in previous years to develop safety improvements for the section of Foss Bank that runs parallel to the River Foss, which includes a sharp right-hand bend. Anti-skid surfacing, bend warning signs, and red reflectors on the railings have been installed to highlight the road alignment at the bend to drivers. The scheme cost was higher than estimated in the feasibility study, as the cost of anti-skid surfacing has increased since the study was carried out.
66. Reactive Danger Reduction (DR03/09). This allocation has been used for feasibility work on safety issues that are raised throughout the year. Several small studies have been carried out, but these did not result in any significant works during the year.
67. Safe Routes for 'Playbuilder' Schemes (DR04/09). New cycle parking and dropped kerbs have been installed at six Playbuilder sites across the city in conjunction with the programme of new/ improved play sites funded by the Playbuilder project. The spend was lower than anticipated because less work was required to provide the necessary improvements for access to the sites.
68. Village Accessibility Review (VA01/09). Following a review of safety and access issues at eight junctions with radial routes into York, the following three schemes were approved for implementation in 2009/10:
 - A166/ Church Balk Traffic Islands: The original proposals for this scheme included new traffic islands, however, due to concerns raised regarding the road width, an amended scheme without the traffic islands was approved. This included signing and lining to deter overtaking at this location, and was completed at the end of March.
 - B1363/ Mill Lane Traffic Signals: New traffic signals have been installed at the junction of the B1363 and Mill Lane Wigginton, which include a pedestrian crossing phase. A 40mph limit (including new street lighting) has been introduced at this location, and the footpath has been extended to link the new crossing to the existing bus stops.
 - Strensall Road/ Towthorpe Road/Towthorpe Moor Lane - 40mph Extension: The existing 40mph limit at the southern end of Strensall has been extended to include the junctions with Towthorpe Road and Towthorpe Moor Lane, to address the issues of high speeds at this junction, which affected traffic turning right into or out from the side roads at this junction. During the consultation for this scheme, various other traffic issues were raised at this

location, and further feasibility work will be carried out in 2010/11 to review these issues.

69. Feasibility work on the proposed right turn lane and pedestrian refuge on the A19 at Deighton was carried out during 2009/10, and the scheme has been included in the 2010/11 programme for implementation. The scheme will be undertaken in conjunction with the highway drainage and resurfacing maintenance works being progressed by Communities and Neighbourhoods on this section of the A19 during the summer/autumn.

SCHOOL SCHEMES

Budget: £175k

Programme (including overprogramming): £235k

Spend to 31 March 2010: £186k

70. Carryover Schemes from 2008/09 Programme: Work on the following schemes began at the end of 2008/09 and was completed in early 2009/10:
- Carr Infants & Juniors SRS (SR01/07): New zebra crossing on Beckfield Lane (between Grayshon Drive and Almsford Road).
 - Wigginton Primary SRS (SR04/08): New zebra crossing on Mill Lane/ The Village, Wigginton.
 - Clifton Without SRS (SR19/05): New zebra crossing on Green Lane/ Rawcliffe Lane (north of the junction with Eastholme Drive).
71. Clifton with Rawcliffe SRS (formerly Clifton Without Primary) (SR10/09). The footways at the junction of Byron Drive and Eastholme Drive have been built-out to reduce the crossing distance at this junction, which was much wider than other side road crossings in this area. This will improve the walking route to the new Clifton with Rawcliffe primary school, which will be located at the existing Rawcliffe Infants site on Eastholme Drive.
72. Dringhouses Primary SRS (SR20/05). The footway on Cherry Lane, at its junction with Tadcaster Road, was widened to reduce the crossing distance and reduce the speed of vehicles turning into/ out of the junction. This location had been raised by parents during the Safe Routes to School study for Dringhouses Primary.
73. The Mount & Tregelles SRS (SR07/09). A new speed table with footway build-outs and a crossing point has been installed on Driffield Terrace (replacing an existing speed hump), and new dropped kerbs have been installed at the existing pedestrian refuge on Dalton Terrace.
74. York High SRS (SR08/09). An existing maintenance access at the school on Gale Lane has been converted to a new pedestrian and cyclist access, and a new raised speed table has been installed to provide a new pedestrian crossing point at this location. As the new access was in the area between the two existing 20mph zones on Gale Lane, these have been extended to include this section of the road, resulting in this section of Gale Lane (between the junction with Cornlands Road to just before the junction with Foxwood Lane) becoming one 20mph zone.

75. This scheme also included the removal of the temporary 20mph zone and associated traffic calming on Dijon Avenue, Lowfields Drive, and Kir Crescent. The temporary 20mph zone had been constructed when York High was based at the former Lowfields School site, while the new school was being built at the former Oaklands School site. The Lowfields site closed in January 2009 after the new school was opened, and consultation with residents showed that they did not want the temporary traffic calming to remain.
76. Feasibility work was carried out on proposed Safe Routes schemes for Haxby Road Primary, Hempland Primary, Naburn Primary, Poppleton Ousebank Primary, and Heworth Primary, in order to develop schemes to be included in the 2010/11 programme for implementation.
77. Woodthorpe Primary (SR05/08). The proposed new footpath to link to the school's Park & Stride site was not progressed in 2009/10, as use of the Park & Stride scheme is low and would not justify the cost of the new footpath.
78. Feasibility work has been carried out on the proposed pedestrian improvements at the entrance to Hob Moor school, but the scheme was not implemented in 2009/10 as it has taken longer than expected to develop the scheme. This scheme will be included in the 2010/11 programme for implementation.
79. Implementation of the proposed new footpath at the Park & Stride site for Ralph Butterfield school has been delayed due to the length of time needed for the ownership of a section of verge to be transferred from Haxby Town Council to City of York Council. Once this process has been completed, the verge can be converted to a new section of footpath in 2010/11.
80. A total of 110 new cycle parking spaces were installed at five primary schools in York, and new scooter parking was installed at Clifton Green, Dringhouses, Headlands, Lakeside, New Earswick, Robert Wilkinson, and Woodthorpe primary schools.

PREVIOUS YEARS COSTS

Budget: £110k

Spend to 31 March 2010: £98k

81. As in previous years, an allocation was included in the programme for costs incurred against schemes delivered in previous years. These costs include safety audit requirements, minor amendments to schemes following completion, and the payment of retentions. A separate allocation was also included for the retention costs and landscaping costs from the Moor Lane Roundabout scheme, which was completed in early 2008.

City Strategy Maintenance Programme

82. City Walls Repairs & Renewals (CW01/09) – £143k. Work on the section of the City Walls on Lord Mayor's Walk began at the end of 2009/10, and will continue into 2010/11. It is proposed to carryover the remaining funding from the 2009/10 programme into 2010/11 to part fund this scheme.

83. Public Footpath Rawcliffe No.1 – Riverbank Slip (RB01/09) – £81k. Further investigation into the Public Right of Way showed that the deterioration of the river bank in this area does not affect the route, therefore it is proposed to return the allocation to central resources.
84. Peckitt Street flood scheme. A new flood protection scheme has been installed at Peckitt Street, by increasing the height of the existing parapet wall and constructing a new wall across the end of Peckitt Street (with pedestrian access points). This scheme was partially funded by the Environment Agency, and removes the requirement for the council to construct temporary flood protection using sandbags during flood events.
85. As part of measures to resolve an overspend in the Council's revenue budget it is proposed to fund a number of maintenance using the Regional Funding Allocation supplement. An allocation of £250k has been included in the programme to fund four highway maintenance schemes completed in 2009/10: A59 Harrogate Road; Chapelfields Road; Flaxman Croft; and Askham Fields Road.

Scheme Ref	09/10 City Strategy Capital Programme	09/10 M2 Budget (Total)	09/10 Outturn (Total)	Variance (+ve = overspend)	Scheme Status at 31 March 2010	Comments
		£1000s	£1000s			

Access York Phase 1

AY01/09	Access York Phase 1 CYC	875.00	281.05	47.41	Feasibility Ongoing	Programme Entry Awarded by DfT in March 2010. Planning consent granted for all 3 sites. Detailed design commenced.
	Askham Bar Expansion/Relocation		237.72		Feasibility Ongoing	
	A59		264.92		Feasibility Ongoing	
	Wigginton Road		138.71		Feasibility Ongoing	

Access York Phase 1 Programme Total	875.00		
Overprogramming	0.00		
Budget	875.00	922.41	47.41

Outer Ring Road

OR01/05	Hopgrove Roundabout	300.00	0.00	-300.00	Complete	Contribution not required
AY02/08	Access York Phase 2 Preparation	50.00	31.50	-18.50	Feasibility Ongoing	Progress dependent on availability of funding and regional connectivity study
OR01/09	A19/A1237 Roundabout Improvements	150.00	167.81	17.81	Feasibility Ongoing	Design work carried out; Scheme approved for implementation in 2010/11

Outer Ring Road Programme Total	500.00		
Overprogramming	0.00		
Budget	500.00	199.31	-300.69

Multi-Modal Schemes

PT04/06	Fulford Road Multi-Modal Scheme	950.00	683.63	-266.37	Scheme Ongoing	Start of scheme delayed and works re-programmed to minimise disruption. Completion in May 2010.
PT07/06	Blossom Street Multi-Modal Scheme	60.00	86.80	26.80	Feasibility Ongoing	Feasibility and design work carried out; scheme approved at May Decision Session for implementation in 2010/11
MM01/08	Fishergate Gyratory Multi-Modal Scheme	20.00	35.61	15.61	Feasibility Ongoing	Feasibility and design work carried out; Work ongoing to develop scheme for implementation in 2010/11

Multi-Modal Schemes Programme Total	1,030.00		
Overprogramming	0.00		
Budget	1,030.00	806.04	-223.96

Air Quality, Congestion & Traffic Management

TM01/09	Urban Traffic Management and Control (UTMC)	100.00	113.89	13.89	Complete	Provision of new servers for UTMC system. Part funded by Freeflow project. Development of website for launch in summer
TM02/09	Air Quality	30.00	26.71	-3.29	Equipment Purchased	Purchased of air quality monitoring equipment
TM03/09	Coach Strategy	5.00	1.50	-3.50	Scheme Deferred	Scheme deferred until the outcome of the City Centre Accessibility Plan is known
TM04/09	Piccadilly Car Park Ticket Machines	20.00	19.88	-0.12	Complete	Installation of new ticket machines

Air Quality, Congestion & Traffic Management Programme Total	155.00		
Overprogramming	10.00		
Budget	145.00	161.98	16.98

Park & Ride

PR01/09	P&R Site Upgrades	25.00	24.32	-0.68	Complete	Various minor improvements to existing Park & Ride sites
PR02/09	P&R City Centre Bus Stop Upgrades	25.00	18.41	-6.59	Complete	Upgrades to Park & Ride bus stop on Piccadilly

Park & Ride Programme Total	50.00		
Overprogramming	0.00		
Budget	50.00	42.73	-7.27

Scheme Ref	09/10 City Strategy Capital Programme	09/10 M2 Budget (Total)	09/10 Outturn (Total)	Variance (+ve = overspend)	Scheme Status at 31 March 2010	Comments
		£1000s	£1000s			
Public Transport Improvements						
PT03/08	Haxby Station	50.00	1.98	-48.02	Feasibility Ongoing	Scheme not progressed due to delays in the Network Rail approvals process
PT01/09	Bus Location and Information Sub-System (BLISS)	100.00	115.37	15.37	Complete	Fitting buses with GPS and digital radio equipment; Upgrades to bus stop displays
PT02/09	Bus Stop & Shelter Programme	50.00	27.63	-22.37	Scheme Ongoing	Feasibility work on improvements to bus stops across the city, and implementation of some works carried over from 2008/09. Some works completed early in 2010/11
PT11/07	A59/Beckfield Lane Junction Improvements	76.00	48.14	-27.86	Complete	Scheme carried over from 2008/09 and completed in April 2009
PT03/09	Dial & Ride Vehicle	80.00	0.00	-80.00	No work in 09/10	Procurement of two new vehicles completed; Vehicles to be delivered in 2010/11

Public Transport Improvements Programme Total	356.00			
Overprogramming	60.00			
Budget	296.00	193.12	-102.88	

Walking						
PE05/06	Haxby Village Pedestrian Audit (Phase 2)	50.00	49.18	-0.82	Complete	Improvements to pedestrian facilities on high priority routes in Haxby
PE01/09	Minor Pedestrian Schemes Budget	30.00	19.29	-10.71	Complete	Minor improvements to North Lane footway; new crossing point on Hull Road; contribution to resurfacing of public footpath (Bad Bargain Lane)
PE02/09	Dropped Crossing Budget	35.00	42.21	7.21	Complete	Installation of 18 new dropped crossings points
PE03/09	Pedestrian Scheme Development	15.00	11.70	-3.30	Feasibility Complete	Audit of Clifton Moor pedestrian facilities carried out; feasibility work completed on new path across Rawcliffe Recreation Ground
PE04/09	Footstreets Review	15.00	14.67	-0.33	Study Complete	Review of the operation of the existing Footstreets area completed; improvement schemes to be implemented in 2010/11
Carryover Schemes						
PE04/08	Walmgate Bar Improvements	50.00	51.12	1.12	Complete	Scheme carried over from 2008/09 and completed in April 2009

Walking Programme Total	195.00			
Overprogramming	45.00			
Budget	150.00	188.16	38.16	

Cycling						
CY01/09	Lendal Hub Station	270.00	13.85	-256.15	Feasibility Ongoing	Scheme to provide secure cycle park at former electricity sub-station approved for implementation in 2010/11
CC01/09	Clifton Green to Crichton Avenue (Orbital Route)	10.00	11.80	1.80	Feasibility Complete	Feasibility work completed; scheme approved for implementation in 2010/11
CC02/09	Hob Moor to Water End (Orbital Route)	10.00	22.05	12.05	Feasibility Complete	Feasibility work carried out; two route options being reviewed for implementation in 2010/11
CC03/09	James St to Heslington Road (Orbital Route)	10.00	14.63	4.63	Feasibility Complete	Feasibility work completed; scheme approved for implementation in 2010/11
CC04/09	Scarborough Bridge Upgrade	5.00	0.58	-4.42	Feasibility Ongoing	Survey work delayed as Network Rail approval required for access to land
CC05/09	Inner Ring Road (Crossings & Route)	10.00	11.00	1.00	Feasibility Ongoing	Feasibility work completed; new cycle lane on Gillygate to be implemented in 2010/11
CC06/09	Citywide Barriers to Cycling	10.00	0.21	-9.79	No work in 09/10	Feasibility work ongoing; amendments/removals of barriers to be undertaken in 2010/11
CC05/08	Lighting Projects - pilots on off-road routes	20.00	7.59	-12.41	Scheme Ongoing	Installation of solar-powered route marking lights on the Haxby Road to Wigginton cycle path (Bootham Stray) completed in April
CC07/09	Route Branding/ Signing	5.00	0.00	-5.00	No work in 09/10	Cycle signing audit carried out in 2009/10; signing scheme will be implemented in 2010/11
CC04/08	Cycle City Signs	0.00	10.07	10.07	Complete	'Cycling City' signs installed on CYC boundary signs

Scheme Ref	09/10 City Strategy Capital Programme	09/10 M2 Budget (Total)	09/10 Outturn (Total)	Variance (+ve = overspend)	Scheme Status at 31 March 2010	Comments
		£1000s	£1000s			
CC08/09	Employment Sites Cycle Parking	36.00	0.25	-35.75	Scheme Ongoing	Match funding to be provided to employers to install cycle parking in 2010/11
CC01/08	Covered Cycle Parking	20.00	1.45	-18.55	Scheme Ongoing	Feasibility work ongoing; installation of city centre cycle parking in 2010/11
CC09/09	Bike Availability	0.00	0.00	0.00	No work in 09/10	Scheme removed from programme at Monitor 2
CY02/09	Crichton Avenue	575.00	619.98	44.98	Complete	New on-road cycle lanes (Kingsway Roundabout to Burton Stone Lane) and new off-road cycle path (Burton Stone Lane to Wigginton Road), including new toucan crossing and upgrade of existing pedestrian crossing
CC10/09	Cycle Margin and Track Maintenance	54.00	24.80	-29.20	Complete	Purchase of cycle route maintenance vehicle; re-lining and widening of cycle lanes on Tadcaster Road, Boroughbridge Road, and Bootham; minor resurfacing work across the city
CY07/09	Beckfield Lane Phase 2	35.00	32.17	-2.83	Feasibility Ongoing	Feasibility work carried out on alternative options to improve cycle facilities on Beckfield Lane
CY01/07	Wigginton Road (Hospital)	40.00	25.90	-14.10	Feasibility Ongoing	Feasibility work on proposed link from new cycle facilities being provided by the hospital to the existing facilities at Clarence Street
CY03/09	Bootham Crossing	35.00	39.40	4.40	Feasibility Ongoing	Revised scheme design approved in 2009/10 for implementation in 2010/11
CY04/09	Access to Station	10.00	5.78	-4.22	Feasibility Ongoing	Feasibility work carried out on two new accesses to York Station from Lowther Terrace and Post Office Lane; East Coast to implement both schemes in 2010/11
CY05/09	Cycle Minor Schemes	25.00	29.47	4.47	Complete	Removable roadway at cycle path crossing the Racecourse; minor works at Hob Moor Subway; installation of cycle parking across city
CY06/09	Cycling Scheme Development	20.00	18.83	-1.17	Feasibility Ongoing	Feasibility work on proposed cycle schemes for implementation in future years
	Support for Cycling City Revenue	0.00	42.94	42.94	N/A	Transfer of Cycling City finding to support revenue budgets
Carryover Schemes						
CY10/04	Clifton Bridge Approaches (Water End to Clifton Green)	55.00	73.68	18.68	Complete	Scheme carried over from 2008/09 and completed in early 2009/10
CY02/08	Beckfield Lane Cycle Route (Phase 1)	76.00	73.06	-2.94	Complete	Scheme carried over from 2008/09 and completed in April 2009
CY07/07	Moor Lane Railway Bridge - Approaches	15.00	14.49	-0.51	Complete	Carryover costs from scheme completed in 2008/09

Cycling Programme Total	1,346.00		
Overprogramming	209.00		
Budget	1,137.00	1,093.97	-43.03

Development- Linked Schemes						
PE06/04	Barbican to St George's Field Route	0.00	0.00	0.00	N/A	Funding transferred to Fishergate Gyrotory scheme at Consolidated Report
DL01/08	Approaches to Hungate Bridge	10.00	0.00	-10.00	No work in 09/10	Feasibility work on improvements to Navigation Road delayed as developer requires additional approval from government to construct the new bridge
JS01/09	James St Link Road Phase 2	10.00	0.13	-9.87	Feasibility Ongoing	Planning application withdrawn by developer; council to review options for progressing missing section of road in 2010/11

Development-Linked Schemes Programme Total	20.00		
Overprogramming	0.00		
Budget	20.00	0.13	-19.87

Scheme Ref	09/10 City Strategy Capital Programme	09/10 M2 Budget (Total)	09/10 Outturn (Total)	Variance (+ve = overspend)	Scheme Status at 31 March 2010	Comments
		£1000s	£1000s			
Safety Schemes						
LS09/07	Clifton Moorgate/Water Lane LSS	55.00	66.05	11.05	Complete	New right turn filter added to signalised junction for vehicles turning from Clifton Moorgate to Water Lane
LS07/07	Peckitt St/Tower St/Clifford St LSS	12.00	16.95	4.95	Complete	Footway widened and new cycle lane provided at junction
DR01/08	Clifton Moor/Tesco Roundabout	11.00	10.08	-0.92	Complete	Scheme carried over from 2008/09 and completed in April 2009
LS01/09	LSS Development	7.00	0.00	-7.00	No work in 09/10	Work currently ongoing to develop the new 2010/11 LSS programme
Safety & Speed Management						
DR02/08	A1079 Dunnington Speed Limit (Four Lane Ends)	13.00	14.79	1.79	Complete	New 40mph limit at the A1079/Common Road/ Common Lane junction
SM01/09	VAS Study	6.00	10.33	4.33	Feasibility Complete	New policy for use of Vehicle Activated Signs approved by Members earlier in year
SM02/09	Speed Management Treatments - Various Locations	25.00	11.96	-13.04	Feasibility Complete	Feasibility work to develop schemes for 2010/11 speed management programme
SM03/09	Reactive Speed Management Schemes	5.00	0.23	-4.77	No work in 09/10	Allocation no longer required as speed complaints now dealt with by the six-monthly speed reviews process
Danger Reduction						
DR01/09	Fishergate 20mph Speed Limit	10.00	3.03	-6.97	Complete	New 20mph limit implemented on seven streets in the Fishergate area following petition from residents
DR02/09	Foss Bank	15.00	24.91	9.91	Complete	Anti-skid surfacing and new signs installed to highlight alignment of road to drivers
DR03/09	Reactive Danger Reduction	20.00	17.14	-2.86	Feasibility Complete	Feasibility work carried out; no significant works identified for implementation
Other Safety Schemes						
DR04/09	Safe Routes for 'Playbuilder' Schemes	45.00	25.39	-19.61	Complete	New cycle parking and dropped kerbs installed at six play areas as part of the Playbuilder programme of improvements to play areas
VA01/09	Village Accessibility Review	285.00	19.47	-2.64	Feasibility Ongoing	Review of safety and access issues at eight junctions with radial routes into York, which identified 3 schemes for implementation in 2009/10
	A166/ Church Balk Traffic Islands		18.41		Complete	Signing and lining works to deter overtaking at this location
	B1363/ Mill Lane Traffic Signals		226.00		Complete	Installation of new traffic signals (including a pedestrian crossing phase) and a new 40mph limit (including street lighting)
	Strensall Road/ Towthorpe Road/Towthorpe Moor Lane - 40mph Extension		14.97		Complete	Extension of existing 40mph limit to include the Towthorpe Road/ Towthorpe Moor Lane junction
	Deighton/A19 Right Turn & Ped Refuge		3.50		Feasibility Complete	Feasibility work on right turn lane and pedestrian refuge, which will be implemented in 2010/11 as part of maintenance scheme

Safety Schemes Programme Total	509.00		
Overprogramming	76.00		
Budget	433.00	483.22	50.22

Scheme Ref	09/10 City Strategy Capital Programme	09/10 M2 Budget (Total)	09/10 Outturn (Total)	Variance (+ve = overspend)	Scheme Status at 31 March 2010	Comments
		£1000s	£1000s			

School Schemes						
SR01/07	Carr Infants & Juniors SRS	11.00	9.26	-1.74	Complete	Scheme carried over from 2008/09 and completed in early 2009/10
SR04/08	Wigginton Primary SRS	14.00	13.68	-0.32	Complete	Scheme carried over from 2008/09 and completed in April 2009
SR19/05	Clifton Without SRS	13.00	11.56	-1.44	Complete	Scheme carried over from 2008/09 and completed in April 2009
SR10/09	Clifton with Rawcliffe SRS (formerly Clifton Without Primary)	18.00	16.95	-1.05	Complete	Build-out at junction to reduce crossing distance at junction
SR20/05	Dringhouses Primary SRS	7.00	5.63	-1.37	Complete	Footway build-out at crossing point on Cherry Lane
SR01/09	Haxby Road Primary SRS	2.00	2.49	0.49	Feasibility Complete	Feasibility work to develop scheme for implementation in 2010/11
SR02/09	Hempland Primary SRS	5.00	10.12	5.12	Feasibility Complete	Feasibility work to develop scheme for implementation in 2010/11
SR03/09	Hob Moor SRS	20.00	2.60	-17.40	Feasibility Ongoing	Feasibility work on proposed pedestrian/cycling improvements to school entrance, which will be implemented in 2010/11
SR04/09	Naburn Primary SRS	2.00	2.77	0.77	Feasibility Complete	Feasibility work to develop scheme for implementation in 2010/11
SR05/09	Poppleton Ousebank Primary SRS	2.00	3.07	1.07	Feasibility Complete	Feasibility work to develop scheme for implementation in 2010/11
SR06/09	Ralph Butterfield Primary SRS	10.00	2.15	-7.85	Feasibility Ongoing	Feasibility work on proposed new footpath to Park & Stride site
SR07/09	The Mount & Tregelles SRS	20.00	18.63	-1.37	Complete	New crossing point and improvements to existing pedestrian refuge
SR05/08	Woodthorpe Primary SRS	5.00	1.38	-3.62	No work in 09/10	Proposed new footpath to Park & Stride site not progressed due to low use of Park & Stride
SR08/09	York High SRS	45.00	36.06	-8.94	Complete	New pedestrian/ cyclist entrance to school from Gale Lane; extension of 20mph zone on Gale Lane; removal of temporary traffic calming at former York High site (Lowfields School site)
SR09/09	Heworth Primary SRS	2.00	5.04	3.04	Feasibility Complete	Feasibility work to develop scheme for implementation in 2010/11
N/A	Safety Audit Works	5.00	6.96	1.96	Complete	Cost of work identified in Stage 3 Safety Audits of schemes completed in previous years
School Cycle Parking						
SR11/09	Acomb Primary Cycle Parking	7.00	6.64	-0.36	Complete	Complete - 20 cycle spaces installed
SR12/09	Haxby Road Primary Cycle Parking	7.00	4.24	-2.76	Complete	Complete - 10 cycle spaces installed
SR13/09	Ralph Butterfield Primary Cycle Parking	9.00	5.60	-3.40	Complete	Complete - 30 cycle places installed
SR14/09	Hemplands Primary Cycle Parking	7.00	9.49	2.49	Complete	Complete - 30 cycle places installed
SR15/09	Carr Infants Cycle Parking	9.00	5.20	-3.80	Complete	Complete - 20 cycle spaces installed
SR16/09	Hob Moor Schools Cycle Parking	7.00	1.30	-5.70	No work in 09/10	Scheme not progressed - School did not want cycle parking
SR17/09	Scooter Parking - Various Locations	8.00	4.79	-3.21	Complete	Scooter parking installed at 7 schools in York

School Schemes Programme Total	235.00		
Overprogramming	60.00		
Budget	175.00	185.62	10.62

Previous Years Costs						
-	Carryover Commitments	50.00	33.56	-16.44	N/A	Safety audit measures; minor works on completed schemes; payment of retentions
OR01/06	Moor Lane Roundabout - Retentions	60.00	64.24	4.24	N/A	Retention costs and landscaping costs

Previous Years Costs Total	110.00	97.80	-12.20
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Structural Maintenance						
	Structural Maintenance Schemes transferred from Communities & Neighbourhoods	0.00	250.33	0.00	Complete	Funding allocated for four carriageway schemes completed in 2009/10

Structural Maintenance	0.00	250.33	250.33
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Total Integrated Transport Programme	5,381.00		
Total Integrated Transport Overprogramming	460.00		
Total Integrated Transport Budget	4,921.00	4,624.81	-296.19

Scheme Ref	09/10 City Strategy Capital Programme	09/10 M2 Budget (Total)	09/10 Outturn (Total)	Variance (+ve = overspend)	Scheme Status at 31 March 2010	Comments
		£1000s	£1000s			

City Strategy Maintenance Budgets
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City Walls

CW01/09	City Walls - Repairs & Renewals	143.00	50.78	-92.22	Scheme Ongoing	Restoration work to section of City Walls along Lord Mayor's Walk commenced at end of year - scheme to be completed in 2010/11
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Total City Walls	143.00	50.78	-92.22
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Riverbank Repairs

RB01/09	Public Footpath Rawcliffe No.1 - Riverbank Slip	81.00	0.00	-81.00	No work in 09/10	Scheme not progressed - river bank deterioration does not affect PROW route
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Total Riverbank Repairs	81.00	0.00	-81.00
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Total City Strategy Maintenance Programme	224.00
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Total City Strategy Maintenance Overprogramming	0.00
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Total City Strategy Maintenance Budget	224.00	50.78	-173.22
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Total City Strategy Programme	5,605.00
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Total Overprogramming	460.00
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Total City Strategy Budget	5,145.00	4,675.59	-469.41
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Other Capital Schemes

	Peckitt Street Flood Protection Scheme	61.89	61.89	0.00	Complete	New flood protection scheme installed; part-funded by Environment Agency
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Total Other Capital Schemes	61.89	61.89	0.00
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Total City Strategy Capital Programme	5,233.00	4,737.48	-495.52
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DECISION SESSION – EXECUTIVE MEMBER FOR CITY STRATEGY

TUESDAY 1 JUNE 2010

Annex of additional comments received from Members and residents since the agenda was published.

Agenda Item	Report	Received from	Comments
4	A19 Fulford Road and Fishergate Gyratory Improvements Studies	Cllr A D'Agorne Fishergate ward councillor and Leader of the Green Group	<p>As ward councillor and 'group leader' I am very disappointed with the recommendation Option 1 (as opposed to Option1A para 36.) Without the lower speeds inherent in the design we discussed, I feel I have to oppose the proposed pavement widening and loss of existing cycle lanes in Option 1A since they will make the road LESS attractive to cyclists. The proposed build out near the junction of Howard St is at the point where currently, at present, traffic is able to safely pass a cyclist, or, if the traffic is stationary, a cyclist is able to get past a bus or lorry. This pavement widening and that opposite will make it a MORE intimidating environment for cyclists. Likewise, removing the cycle lanes between Blue Bridge Lane and Marlborough Grove in order to widen the footway is unacceptable, without being associated with lowering the speed limit at this location. It is worth pointing out that the riverside cycle path is at its lowest point at the end of Blue Bridge Lane so this point on Fishergate is the most likely to be used by cyclists when the river is in flood.</p> <p>Most other schools in York now have 20mph school safety zones outside them - Fishergate and St George's should do too. The trial 20mph areas in the city referred to in para 37 are not relevant to this location which is on a main road. As such no benefit will be achieved by awaiting the experience gained from them. The benefits of the revised layout will be undermined if the limit is not introduced at the same time. As far as I am concerned, apart from the changes on the gyratory and directly in front of Fishergate school, the rest of the scheme in Option 1 is fatally flawed without being combined with a lower speed limit.</p> <p>A poor second best (as far as cyclists are concerned) would be Option 3 (with new 1m wide lanes at some points), although this would be the same as is to be trialled on Gillygate and was deferred from introduction on Museum St. because of objections. No other option appears to be viable.</p> <p>I would therefore urge that consultation on the scheme MUST include consultation on a 20mph</p>

			<p>limit - I will campaign against the changes I refer to as concerns above unless the limit is included.</p> <p>On the proposals for the gyratory, these are broadly welcomed, notably the footway widening in front of Fishergate School. However I would strongly suggest that the opportunity is taken to create more of a build out in front of Escrick Terrace so that traffic exiting the gyratory is deflected from a straight path so as to slow down the traffic as it approaches the school. This is more likely to be effective than the 'dragons teeth' road markings.</p> <p>The Eastbound stop line near to Fishergate bar should allow cycles to 'filter left' to the Bar, ideally from a cycle feeder lane approaching the junction.</p>
		<p>Cllr R Potter Spokesperson for the Labour Group</p>	<p>(1) Can I ask that the 20mph area along Fulford Road outside the two schools is progressed at the same time as the other proposals for this stretch of the road, Option1A. It seems to me that it would be more sensible to make this decision now and start the 20mph area with the new road layout.</p> <p>(2) The proposal for a staggered pedestrian crossing near to the junction with Piccadilly is progressed with some urgency. This is a very dangerous area as the desire line for pedestrians is to cross and jump over the barrier in the road. this is the most unfriendly stretch of road for pedestrians and as the paper observes people do not walk up to the pedestrian crossing to cross the road. I think that it would be good to do this work sooner rather than later.</p> <p>(3) I am happy to support the remaining proposals, particularly those that support better pedestrian access at Cemetery Road junction and the junctions of Paragon Street.”</p>
		<p>Headteacher and Chair of Governors of Fishergate Primary School.</p>	<p>We are writing on behalf of the Governors and Staff of Fishergate Primary School to support the proposal to introduce a 20 mph speed limit on the stretch of the A19 (Fishergate) in the vicinity of our school. We understand that this is an option being considered as part of the Fulford Road Corridor Project for the road between the gyratory and the junction with Cemetery Road. This busy stretch of highway, unlike the roads outside most primary schools in York, still has a 30 mph rather than 20 mph limit, and we are concerned that this adversely affects the safety of children and their carers on the way to and from school.</p>

			<p>The school has a travel plan and is currently a Bike-It school working to promote cycling to school. Any measure to reduce speeds would be a very welcome way to support the school in this endeavour, helping us to convince more parents to consider the option of walking or cycling to school.</p> <p>Many times concerns have been raised by parents / carers and also by the school's crossing patrol about speeding on this stretch of the A19. There have been a number of "near misses" over the years and we feel strongly that this proposals should be supported for the safety of the adults and children in the community."</p>
		Paul and Kim Wilson Kilburn Road	<p>We are all for the 20mph zone in this area, mainly because we have children who attend St Georges and therefore use the crossing daily. Unfortunately, its not just their safety we are concerned for, because the amount of drivers who are even unaware of this crossing is unbelievable. If we could count the amount of drivers who manage to stop heading towards the A19 and then the amount who do not stop when heading towards town, the latter would definitely outweigh the first. The fact that drivers don't even slow down in the school area totally amazes me, but it also frightens me that although I constantly drill road safety in to our children, I am frightened that they will cross and get knocked down.</p>
5	Water End Cycle Scheme Evaluation	Peter Pagliaro	<p>My wife, Jenny and I, are most appreciative of CYC improvements to our route into the City from where we live in Acomb.</p> <p>It gives me so much pleasure to support the CYC Water End Cycle Scheme at this time of evaluation.</p> <p>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.</p> <p>Before the scheme and as a motorist, I was constantly on high alert for cyclists as they attempted to navigate through fast moving traffic, risking being pinched at the start of the filter lane at the Water End junction with Shipton Road as well as trying to filter into the lane turning right at Clifton Green through the stream of fast driven cars. Cyclists were a constant threat to safe driving, scraping car panels and the cause of emergency braked stops as they weaved in and out of the</p>

traffic as fast cars attempted to catch the green light. In the views of many, cyclists should be banned from the roads!

Moreover, avoiding cyclists further back up Water Lane to the Salisbury Road turn was a constant hazard, especially where the road narrows or where cyclists took right turns at the junctions with the riverside path or Westminster Road. Drivers could not easily understand the reason why cyclists kept wide of the kerb to avoid poor road surfaces; drains and service covers so simply hooted, flashed and sometimes buzzed the rider as they narrowly passed.

Since road improvements cyclists have safe, off road dedicated cycle paths, which as a driver I really appreciate as the stress of avoiding flocks of bikers is removed. The small price I pay is extra travel time. In this respect I have made several rough estimates and am convinced that the number of cyclists using the new provisions has increased by around 50% at the times I travel. Also, if more than 9 vehicles were waiting at red, to turn right from Water Lane to Clifton, then the old filter left was unused simply because left turning traffic could not negotiate past the pinch. So much for the use of the filter left facility at peak times!

As a cyclist with my bike adapted for Special Needs, segregation with the provision of the off road cycle lane has so improved cycle safety that it is an absolute joy to bike into the City Centre. My only reservation is the timing of the lights at the junction at Clifton Green.

Slower cyclists, like me, are not allowed sufficient time to turn right into Clifton toward the City before the oncoming traffic from Water Lane traps us, often in mid road. Our recourse is to stop stranded, and wait for a gap in the traffic, risking the hooters and head light flashes as those drivers who cannot understand our dilemma angrily pass by; never has any driver stopped to allow us to continue.

York has become the Cycle City of England, attracting much attention, additional numbers of visitors, with the accompanying trade and commerce, besides the advantages of the long-term investment of sustainable transport and environmental improvements. CYC attempts to establish linked cycle access with abundant dedicated and off road cycle paths is widely accepted as the long term vision of a future which for us, is actually with us now. We drivers have to accept the small cost of waiting time that easy, safe cycle access implies in a City based on Medieval constraints, more akin to horse and cart transport than cars. Pedestrianisation, public transport and cycling are the means of future access with cars left on ample Park and Ride provisions. We drivers are fast becoming things of the past in Medieval Cities like York and must give way to

			<p>progress.</p> <p>When you evaluate the Water End Cycle Scheme, I would respectfully ask you to include my remarks.</p>
		Ronald Hollier	<p>As a resident of Clifton I have taken a close interest in the discussions and meetings about this Scheme, and ask you to take the following into account at your meeting on Tuesday.</p> <ol style="list-style-type: none"> 1. As a cyclist I find the new cycle lanes a great improvement. When I am a motorist I am delayed by the excess of vehicles using this route, but this was previously the case and I accept delays as inevitable. 2. The planning of the scheme was faulty because it did not take into account the possible effects on nearby residential roads. 3. The consultation with residents in the area was inadequate - e.g. only 25 households on Westminster Road were asked for their views. 4. The residential roads Westminster Road and The Avenue have been subjected to an intollerable increase (around 97%) in through traffic resulting from the Water End alterations. A large majority of residents on these roads have asked for point closure to stop the through traffic, even though they will suffersome inconvenience as a result. 5. The Council's hierarchy of road users says that pedestrians should be in first place and motor vehicles last in such residential areas, but the Council has clearly ignored these guidelines to favour motorists using the roads as a a rat-run. To quote: "The needs of pedestrians should be considered before other modes before making any improvements or alterations to the highway." 6. Point closure of Westminster Road has so far been denied by the Council because it would cause additional queueing on other roads. 7. By effectively encouraging the use of this rat-run the Council has increased the risk to motorists emerging from Westminster Road on to Water End because queueing motorists often leave the queue and drive on the wrong side of the road to turn into Westminster Road, cutting the corner in their hurry. 8. A Council officer has stated that although queues on Water End are longer, because of other alterations at the Clifton Green junction, actual delays may be shorter.

9. A CTC representative said that 57% of cars in peak periods were undertaking short journeys and there is a need to encourage moves to alternative modes of transport for these. The inconvenience of queueing on Water End is likely to induce such moves.
10. It would be possible to reinstate two traffic lanes, plus a cycle lane at the approach to the Clifton Green junction, thereby reducing the Water End queues, by:
 - (a) insisting on owners of the houses cutting back their hedges to their boundary line, thereby adding to the footpath width
 - (b) taking the cobbled area from the footpath to add to the width of the left-turn traffic lane, and substituting flat-topped cobbles for the present rounded cobbles. This would maintain the appearance valued in a conservation area.
 - (c) Having the traffic lanes less than the ideal width, which would be adequate for cars and other smaller vehicles.

Highway Design Guide

Correspondence from residents, and speakers representing residents at Council meetings, have asked why the Council ignores the principles for use of **Residential Access Roads** shown in the Council's Highway Design Guide and this question has not been answered. . I quote:

- Section 7.1.4 The use of residential roads by non-access traffic should be discouraged.
- Section 8.3.1 Major Access Roads serve between 100 and 400 dwellings, they provide direct access to property and are intended to cater for access traffic only.

Although this Guide is intended to assist in planning new developments, the principles are clear and should also be applied by the Council when making alterations to existing residential roads such as Westminster Road and The Avenue. The huge increase in through traffic is obviously caused by the Water End cycle path scheme and should be stopped. Because of the special circumstances point closure of Westminster Road would not be a precedent for closure of other roads in the City.

I earnestly request that you give an answer as to why the Highway Design Guide is not being followed in this case, and take the opportunity of the Water End Evaluation to introduce point closure of Westminster Road. Thank You.

James Begley

The Water End scheme has had unintended consequences for residents in Westminster Road and The Avenue. In headline terms all have experienced an increase in traffic of 97% of which over 87% is cut-through, or ran-run traffic plus all attendant nuisances.

The residents were given an opportunity to respond to a council led survey and a majority “voted” for point closure of the road to allow access but prevent through traffic. This verdict seems to have been ignored.

A series of hearings following the Councillor Call for Action has resolved to direct Officers to significantly improve the situation for the neighbourhood and that decision will appear in the minutes.

However anecdotes that will NOT be documented include,

1. one task group member stated that the scheme was a cock up,
2. another member had called on a resident and in reply to the councillor’s question he heard that the traffic was getting worse
3. a third member said he would support road closure AS LONG as it was not seen as a precedent for other situations.

The 12 monthly review that is before the Member today ignores the financial overrun on the scheme, the inadequate modelling, the exceedingly limited consultation and the lack of contingency planning.. There is no reference to the public meetings. And no reference to the production of a solution to our traffic problems.

Close reading shows if road closure took place that traffic would find other routes in fact, more than 1000 vehicles daily go westward over the bridge than eastward.

Cycle England should be approached for an opinion about what is acceptable within their hierarchal guidelines with reference to the junction at the Traffic Lights. The junction is critical to the resolution of some problems, especially so when there is no corresponding cycle lane going west.

Andrew Pringle

I write with reference to the design of the Water End cycle scheme and its impact on residents in Westminster Road/Avenue Clifton. It is my view that greater consideration should have been given to the YCC guidance on highway design and as well as national guidance outlined by Cycling England (CE) for the design and implementation of interventions to increase walking and cycling. <http://www.dft.gov.uk/cyclingengland/engineering-planning/design-principles/>

More specifically CE refer to National guidance provided by the Department of Transport and the Regions: LTN 1/04 - Policy, Planning and Design for Walking and Cycling <http://webarchive.nationalarchives.gov.uk/+http://www.dft.gov.uk/consultations/archive/2004/ltnc/ltn104policyplanninganddesig1691?page=3>

In brief this guidance says "planning and designing high quality infrastructure involves developing very localised solutions in close consultation with local people, but there are some basic requirements that need to be satisfied, and these are summarised below. The design requirements should be considered in conjunction with the hierarchy of users (Section 3.3), hierarchies of provision (Section 3.6) and take into account the achievable traffic conditions (Section 3.7) to determine the most appropriate design solution."

Five core principles have been established common to both pedestrians and cyclists. They have been derived from the requirements for pedestrians included in Guidelines for providing for journeys on foot, IHT 2000 (Connectivity, Conspicuity, Convenience, Comfort, and Conviviality) and the requirements for cyclists included in Cycle Friendly Infrastructure, IHT 1996 (Coherence, Directness, Comfort, Safety, and Attractiveness).

The effects of the Water End Scheme on the residents of WMR/Avenue conflict with these five core principles set out in National Guidance and referred to by Cycling England: (Coherence, Directness, Comfort, Safety, and Attractiveness). Moreover Cycling England outline that the design requirements of schemes should be considered in conjunction with the hierarchy of users which puts pedestrians first and private motor car drivers last

Having experienced the negative effect of the water end scheme, I argue that the guidance offered by Cycling England required much greater thought when pedestrians and residents in local neighbourhoods such as WMR are considered. The five core principles would appear to benefit motor users versus pedestrians, when the hierarchy of road users suggests otherwise. This is illustrated in the application of these principles to the WE scheme

Coherence: The WE scheme ignored the YCC guidance on highway design. This recommends that residential roads should not be used to manage through traffic from outside the area. Further that the absence of modelling of traffic levels meant the huge increase (87%) of through traffic volume on WMR was not predicted. Moreover CE guidance also advises that the planning and designing high quality infrastructure involves developing very localised solutions in close consultation with local people. In the case of the WE Scheme only houses 1-25 were consulted on the scheme. This is far too low given that it has had an impact on every resident in the Avenue and WMR.

Directness: The WE scheme offers motor vehicle drivers with a direct route in which to cut out the traffic lights at Clifton Green by 'rat running' down Westminster road. YCC traffic surveys reports over 1200 through traffic movements in a 12 hour period on WMR.

Comfort: The scheme is more comfortable for drivers as less time is spent queuing. With the hierarchy of road users in mind, the results of increased through traffic volume are less comfortable for residents who use their streets as pedestrians. As pedestrians they have to contend with the negative impact of high through traffic volumes in their neighbourhood.

Safety: Given the increase in traffic volume, residential streets are less safe to pedestrians including children who play in the street and older adults. Concerns surrounding road safety owing to traffic volume have been repeatedly reported to YCC over the last year.

Attractiveness: As a result of the scheme, traffic data indicate that more vehicles are using Clifton Bridge. One might argue that the attraction of WMR as a convenient route by which motorists can enter the city/shiptonWMR.

It is now time for YCC to take appropriate and effective action to tackle the problems which have been created as a result of this scheme. A series of hearings following the Councillor Call for Action has resolved to direct Officers to urgently develop new and comprehensive proposals for the water end junction to improve the current situation and reduce greatly traffic flows on WMR/avenue. In doing so it is important that both local and national guidance is followed.

I look forward to the outcomes of this recommendation having a positive effect on our neighbourhood in the near future.

7	City Strategy Capital Programme 2009/10 Outturn Report	Councillor Ruth Potter	Please can I ask that the options for the joining up of the James Street Link Road with Heworth Green are progressed through use of compulsory purchase. The lack of the joined up piece causes problems in Mill lane and on Heworth Green as people take an illegal right turn out of Mill lane onto Heworth Green. perhaps negotiations using the threat of a compulsory purchase could be more fruitful. I hope that you will consider this as a serious option.
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