
**Decision Session - Executive Member for
Transport and Planning**

10th September 2015

Report of the Acting Director of City and Environmental Services

JOCKEY LANE PEDESTRIAN AND CYCLE IMPROVEMENT SCHEME

Summary

1. This report sets out a revised scheme proposal in response to various issues that have arisen since the previous scheme was approved.

Recommendation

2. That the Executive Member approves the scheme as proposed in **Annex C** for implementation, with the exception of the proposed Toucan crossing facility which should be made a Tiger facility as soon as national regulations make this possible, and a Zebra in the meantime (see **Annex D**). In addition, it is recommended that savings achieved from changing the form of crossing facility be used to enable a full carriageway resurfacing scheme between the New Lane and Kathryn Avenue junctions.

Background

3. The proposed scheme as shown in **Annex A** was reported to a Cabinet Member Decision Session on 14th November 2013. This sought to provide a missing section of off-road cycle route along Jockey Lane between Forge Close on the south side and the delivery access to Sainsbury's on the north side. The proposed route was to be created mainly on the north side, with a new Toucan crossing near Forge Close. Approval was given to implement the works, subject to agreement with the landowners of Portakabin's site regarding the transfer of land needed for use as additional footway area.
4. In response to comments made by ward members during initial consultation, the Cabinet Member also approved changing the speed

limit on Jockey Lane from 40mph to 30mph from the gateway adjacent to the Range superstore exit through to Monks Cross. As part of this, new gateways would be installed at the start of dual carriageway and at the north east roundabout adjacent to the entrance to Monks Cross retail centre car park.

5. The introduction of loading restrictions between the bus stop (opposite Sainsbury's delivery access) and Forge Close was also approved to deter offloading from car transporters.
6. The measures to introduce the speed limit, gateways and loading restrictions have been implemented. However, Portakabin, following a change in management advised officers in March 2014 that they were no longer willing to dedicate the parcel of land required to facilitate the proposed scheme. Portakabin offered the land under lease to the Council, but expressed that they could withdraw the lease at any time. This was considered to be unacceptable.
7. As a result of not being able to acquire the land through dedication, alternative options were developed and taken to a Decision Session on 11th December 2014 (as shown in **Annex B**). The revised proposals sought to provide the missing section of off-road route on the south side of Jockey Lane, with a Toucan crossing facility now located close to Sainsbury's delivery access. The Cabinet Member approved the alternative scheme in principle and delegated authority to the Director of City and Environmental Services to make alterations to the scheme to incorporate the Safety Audit and satisfy herself of the scheme's safety.
8. This decision was "called in" by councillors D'Agorne, Orrell and Runciman and referred to the Corporate and Scrutiny Management Committee (Calling In) meeting on 19th January 2015 on the following grounds:
 - Proper consideration was not given to the installation of a right turn into the Range store as requested by Ward Members in 2013 and again in 2014;
 - The failure to include the updated design of the cycle route across the access roads in the published documents meaning that comments could not be made on the proposals;

- Proper consideration was not given to the request by Ward Members to resurface a greater section of Jockey Lane;
 - The positioning of the Toucan crossing close to Kathryn Avenue traffic lights.
9. The decision by the committee was to have the matters referred to the full Cabinet (Calling In) Committee, and be considered in light of additional information provided by a letter from the developer of the City Stadium that additional funding could be available for a wider ranging scheme.
 10. The full Cabinet (Calling In) meeting on 27th January 2015, considered the scheme in relation to the previous call in, and the wider possibility of additional funding for projects from the City Stadium developer. At this meeting it was noted that owing to the short timescales between meetings, Officers had had insufficient time in which to examine all the points raised in detail. In light of this it was resolved that the Cabinet Member decision in respect of proposed revisions to the Jockey Lane Pedestrian and Cycle Improvement Scheme be deferred to give time for the Director of City and Environmental Services to undertake further work on the scheme to take account of the reasons given for call-in and the additional points made. When this was done the Director would then report back to a future public Cabinet Member Decision Session.
 11. Following the local elections, this matter is being referred to the new Executive Member for Transport and Planning via this report.

Issues

12. The following issues have been considered further by Officers, and are discussed below:-

Right Turn Lane into the Range store

A request has been made for the scheme to incorporate a central lane on Jockey Lane for vehicles turning right into the Range store.

Unfortunately there is insufficient space within the existing carriageway to accommodate such a facility. Therefore the road would need to be widened and a new footway constructed in the verge area outside the Range store. There are a number of statutory undertakers' services

located under the existing footway, and protection works would be needed if the area was made into carriageway. It is anticipated that the cost to do this protection work or service diversions would exceed £100k, in addition to £25k needed to provide to road widening.

Another issue here is that the road width to the west of the entrance is not wide enough to support a three lane carriageway (two running lanes and a hatched central area) and a footway on both sides. This width restriction would require a sharp change of direction by traffic travelling in an easterly direction as it passed traffic now queuing in a central lane. Safety Auditors have had sight of these feasibility proposals and expressed concern about this specific problem for which there appear to be no solution.

For these reasons Officer's therefore consider that the provision of a right turn facility is not feasible in this location. Furthermore, the need for such a facility is not considered to be high.

Treatment of side Accesses

A request has been made for the scheme to give cyclists clear priority across the side roads and accesses along the route. Although there is guidance available to accommodate cyclists and pedestrians where they need to cross side road accesses, it should be noted that each location has its individual constraints and as such need to be considered separately.

In considering the appropriate treatment of the side accesses, reference has been made to the Council's "Standards and Principles for Designing Cycling Infrastructure" document as well as other relevant guidance.

- a. Where traffic flows and speeds are judged to be low or the route crosses the entrances to private driveways, consideration should be made into providing a priority crossing over the minor road or access with vehicles giving way to cyclists. This should incorporate a raised crossing (speed table) set back in to the side road or access. This would usually be set back at least one vehicle length from the main road edge of carriageway, and vehicles would need to give way at the table. Good intervisibility is essential between vehicles and cyclists. Coloured surfacing could also be used to highlight the crossing.

In the cases of the accesses at Jockey Lane, the position of such a raised table would sit within private land due to the highway boundary not extending far enough into the accesses to allow installation of the table within the public highway.

The type of vehicles using the accesses would include car transporters. All vehicles exiting the side access would give way at the table then move forward to the edge of Jockey Lane before pulling out when it is safe to do so. However, due to the length of these vehicles, they would probably straddle the table and risk grounding.

Vehicles turning in to the accesses may not expect cyclists to cross in front of them, so the intervisibility would need to be good, as mentioned above.

- b. An alternative would be to keep priority for cyclists by providing markings such as “Elephants footprints” to emphasise the priority. It should be noted that these markings are not an approved marking included in the **Traffic Signs Regulations and General Directions** (TSRGD) 2002. The crossing of the access would be at road level.

In this case, vehicles exiting the accesses would need to give way to cyclists and would be sat a short distance back from the edge of carriageway. This would have the impact of reducing visibility out of the side access although, in practice, vehicles would move forward to the edge of carriageway before pulling out.

The main concern is that the “crossing” would not be clearly visible to vehicles turning in to the access, particularly left turning vehicles, which would not expect cyclists to have priority across the mouth of the access. This may increase the risk of collision. Coloured surfacing and cycle logos inside the footprints could be used to emphasise the crossing more, however, the Council is attempting to reduce the use of coloured surfacing in these types of applications to reduce the future maintenance liabilities.

- c. It is considered a safer option to give vehicles priority, as this is supported by the safety audit team. This can be achieved simply and in a cost effective manner by providing give way markings on the path accompanied by the relevant signage. This would result in an unambiguous arrangement where cyclists and vehicles know who has priority, sight lines are not compromised, and there would be no need

to acquire land for the purpose of introducing a speed table. Cycle symbols are to be provided across the access to highlight that cyclists will be crossing the entrance.

Surfacing the full length of Jockey Lane

A request has been made to increase the scope of the resurfacing works to Jockey Lane, which is based on a view that the whole road condition needs to be improved and there would be an economy of scale in the surfacing contractor being commissioned to do more work.

Additional information has been sought from CYC maintenance officers, who have provided details from the annual road surveys undertaken annually. The majority of Jockey Lane is ranked as “poor” or “fair” and as such has now been identified for patching works over its length from Kathryn Avenue to New Lane. This will include a full width section to be resurfaced from the junction with New Lane to the exit point of the Range.

Maintenance budgets cannot currently extend to repair the full length of Jockey Lane, from the junction at Kathryn Avenue through to New Lane. However, the shortfall could be made up by using some of the anticipated under-spend should the proposals for Tiger Crossing with the interim Zebra be agreed upon (See Para.16 (ii)).

The location of the crossing facility

A request has been made to locate the Toucan much further west, near to the entrance of the Range supermarket where it was originally proposed, on the basis that this location would be more useful to local residents and therefore better used.

The new crossing is being provided specifically to help users of the shared use route to cross Jockey Lane. Due to Portakabin’s decision not to provide land the new foot/cycleway can no longer run from outside the Range store along the north verge to the existing off road facility at the rear of Sainsbury’s supermarket. Therefore a crossing outside the Range store would not serve this scheme.

Type of crossing facility

The type of crossing to be provided has so far been promoted as a Toucan Crossing (**Annexes B & C**), which is the standard controlled crossing for both cyclists and pedestrians to use. However, changes are being made to the “Traffic Signs Regulations and General Directions 2002” (TSRGD) which will allow the future provision of a new form of pedestrian/cyclist crossing facility, known as a Tiger. This will be a modified form of the existing Zebra, which cyclists can only use legally now if they first dismount. They will not be required to dismount at a Tiger.

It is thought that a Tiger crossing would work well in the Jockey Lane scheme because it would give quicker priority to users, and avoid unnecessary delay to motorists which can happen at Toucan when the user has crossed before the green man appears. Given that we can not install the Tiger until the new TSRGD is published, and this may be several months away, it proposed to introduce Zebra as an interim solution with the intention of converting it to a Tiger as soon as possible. This would only involve small and low cost changes to be carried out at a late date (see **Annex D**).

Changing from a Toucan crossing would also achieve a significant cost saving. Because a Toucan has a relatively high power consumption a new metered electricity supply would be needed, and on Jockey Lane this would be difficult and expensive to provide. A Zebra or Tiger would need an unmetered supply, and the basic equipment is also much cheaper. Overall is estimated that a saving of £50k could be achieved.

Protection of Trees along Jockey Lane

During consultation on the proposed scheme shown in Annex B, it was identified that there were a number of trees and hedging bordering the path which would either need to be heavily trimmed back or be removed. Only a small number of the trees were protected by Tree Preservation Orders (TPO) at the time and the proposal was designed to avoid impact on these.

Following a request from the Parish Council all the affected trees have now become the subject of Tree Preservation Orders. This means that

special precautions need to be observed and this has created the need to consider alternative methods of construction to that originally proposed in the immediate vicinity of these trees.

The proposals have been modified to include construction of the foot/cycleway adjacent to these trees using a specialised material made up of a mix of small aggregates and recycled car tyres held in a special binder. This affords a porous surface that is both durable and flexible and which will have reduced impact on any adjacent tree roots, allowing them to grow naturally and still receive water through the surfaced area.

This revised method is more expensive than conventional materials due to the need to hand excavate within the area of the root zones and the method for laying the material, as well as the higher cost of the special materials being used.

City Stadium project.

The Stadium project is to be implemented during 2016. The only work which will directly affect Jockey Lane is the formation of a new access between Jockey Lane and the Stadium complex, immediately to the east of the Forge Close development. This will be a vehicular access to a public car park, but only one-way in. The exit from the car park is to be on the realigned section of Kathryn Avenue. A two-way cycle path is to be provided alongside this access road.

The access road will be only one of the entrances to the leisure parking for the site. The northern car park is proposed to have approximately 118 spaces, and on match days it is proposed will also be used for outside broadcast vehicles, emergency vehicle access, away team and away supporter coaches as well as the usual car traffic.

The new access road will of course intersect the proposed off-road cycle route along Jockey Lane, and it will need to be dealt with in a similar way to the other side road intersections. The stadium consultant will take this onboard when designing and constructing the new road.

It is worth noting that the proposed position of the new cycle/pedestrian crossing to be provided as part of the cycle route scheme is a long way from the location of new access road for the stadium, so it will not be affected.

Safety Audit

13. A stage 2 Safety Audit was undertaken for the previous proposed layout (**Annex B**) which raised some points which are discussed below:-

Under the proposals for a Toucan Crossing

- The vegetation on the south side of Jockey Lane between SGPetch's and Ford Rapid Fits entrances presents a hazard to sight lines and should be removed;

Officers Response: Originally these trees were proposed for removal, now the area shall be pruned leaving as much visibility as possible, tree crowns will also need lifting.

- The access points have reduced visibility if vehicles are held back behind cycle markings to facilitate cyclist rights of way, these markings should be removed and cyclists informed to give way;

Officers Response: Elephants feet markings have been removed and rights of way returned to vehicles, cyclists informed to give way when necessary.

- The proximity of two bus stops being adjacent to each other may cause a pinch point if buses are at each stop at the same point in time, on stop should be relocated;

Officers Response: The eastbound bus stop has been relocated to before the new crossing point.

Revised Proposals

14. Having considered all the above issues and the safety audit, the scheme now proposed is set out in **Annex C**. This shows the crossing facility as a Toucan, which remains an option, but this could be replaced a Tiger crossing as soon as the revised TSRGD is issued, and by a Zebra as an interim solution (see **Annex D**).

On the issue of how best to deal the side access points along Jockey Lane, it is proposed that they are marked out as shown in **Annex C** which addresses the Safety Audit concerns raised (see para 13).

It is also proposed to fully resurface Jockey Lane between its junctions with New Lane and Kathryn Avenue using savings if the alternative Zebra/Tiger crossing is approved.

Consultation

15. Additional consultation has been sought from the Police, external Cycling groups, Ward Councillors, the Parish Council, and the Safety Audit team on the proposals to change the crossing facility from a Toucan to an interim Zebra crossing, and then a Tiger in the future.

North Yorkshire Police are in favour of the change, and highlight that Toucan crossings currently have a higher injury accident rate than Zebra facilities.

The **Ward Councillors** for Huntington and New Earswick Ward submitted a joint reply. Their comments, along with officer responses, are presented below:-

- As with the previous scheme we are not convinced this is the right position for the crossing as it is very near to the existing pedestrian crossing at Kathryn Avenue. It is also near to the proposed exit from the Stadium development.

Officer Response

This issue has been addressed in paragraph 12.

- We would be interested in the response of cycling organisations to the proposal for a crossing that does not have traffic controls. Until recently there was a 40mph speed limit on this road and some traffic still exceeds the new 30mph limit.

Officer Response

Continued monitoring will take place after the full scheme is implemented as to the speed of the traffic. We have, as yet, received no comments on the proposals from the cycling groups.

- With the previous proposals for this stretch of Jockey Lane we called for a right turn into the Range store. As the new scheme is to cost £50k less than the last scheme the cost of the right turn could be achieved within budget – the right turn was rejected by the Cabinet Member because it would then have cost £25k.

Officer Response

As set out in paragraph 12, the construction costs were estimated to be in the order of £25k, but there would also be service diversions that would cost about £100k. The scheme budget could not cover such as additional cost, even if savings were made by not installing a Toucan.

At the time of finalising this report, there had been no response on the proposals shown in **ANNEX D** from the **Parish Council**, or external **Cycling Groups**.

The **safety audit team** who reviewed the original scheme with a Toucan were asked for their views about the proposal for an interim Zebra, then a Tiger crossing. They raised the following points:

- Check the lighting levels for the crossing point to ensure drivers can easily see pedestrians/cyclists approaching the crossing;
- Ensure the southern beacon is not obscured by the trees which bound this footway;

Officers Response: CYC Street lighting officers have been asked to check the illumination levels of the existing street lighting in the immediate vicinity of the proposed crossing. If the lighting levels are found to be inadequate, an upgrade may be required but this cost is expected to be low.

Tree canopies are to be reviewed prior to implementation and any which are low or overhanging and hinder visibility will be lifted.

Options

16. There are four basic options to consider:-

- i. Implement the scheme as proposed in **Annex C** (with a Toucan crossing).

- ii. Implement the scheme with a Zebra Crossing point as shown in Annex **D** now and replace it with a Tiger Crossing when it is legal to do so.
- iii. Postpone the project until the legislation is in place to introduce a Tiger Crossing on Jockey Lane without doing the Interim Phase **Annex D**.
- iv. Do Nothing.

Analysis

Option (i)

The full scheme shown in **Annex C**, with a Toucan crossing, remains a viable option, but there would be significant advantages in changing to the Zebra/Tiger solution. The estimated cost of delivering the full Scheme is £165K, and around £60K is linked to the supply of the Toucan crossing. Switching to the Zebra/Tiger solution could save around £50K, and is also thought to offer a better solution in terms of user experience and safety

Option (ii) – **(Recommended)**

As explained above, there would be significant advantages in implementing the scheme with the amended crossing proposals shown in **Annex D**. This should bring down the overall cost of the scheme to around £115K and the savings would release money to allow a full resurfacing scheme to be carried out in conjunction with the proposed maintenance allocation.

Option (iii)

This option is based on postponing the scheme until the new TSRGD is published. This option would save a small amount of money required to convert the interim Zebra to a Tiger, but the big disadvantage would be not having the scheme in place for an indeterminate length of time. Although the new TSRGD is expected to be issued in the coming months, delays are possible which would set back the scheme for a much longer period.

Option (iv)

Doing nothing will not achieve the objectives of providing a safe off-road facility for pedestrians and cyclists along this section of Jockey Lane and will not provide the link between the two existing facilities. It will not meet the Council's priorities of promoting use of sustainable transport.

Council Plan

17. The potential implications for the priorities in the Council Plan are:

- i. Get York Moving - If implemented, the proposed measures would encourage walking and cycling by providing real alternatives to the use of the private motor vehicle for journeys around this area and further afield.
- ii. Protect the environment - A reduction in the use of private motor vehicles would lead to a reduction in carbon emissions.
- iii. Protect vulnerable people – A safer highway environment would benefit the local community.

Implications

18. This report has the following implications:

- **Human Resources** – None.

- **Financial** –

The current budget in the 15/16 Capital Programme for this scheme is £175k. All of the options should be deliverable within this budget

If Option (ii) is adopted a saving of c. £50k can be made as there is no requirement for expensive signalling equipment, or a metered power connection.

The proposal to surface the whole of Jockey Lane in conjunction with the present maintenance allocation would bring the classification of the road from “poor” to “Excellent” and be taken from the under-spend detailed above, at a cost of around £20k.

- **Equalities** – It is likely that the elderly and some disabled people would benefit from these safety improvements.
- **Legal** – The City of York Council, as Highways Authority, has powers under the Highways Act 1980 and associated Road Traffic Regulations Act 1984, and the Town and Country Planning (General

Permitted Development) Order 1995 to implement the measures proposed.

- **Crime and Disorder** – None
- **Information Technology** - None.
- **Land** – None
- **Other** – None.

Risk Management

19. In compliance with the Council's risk management strategy, the following risks associated with the recommendations in this report have been identified and described in the following points, and set out in the table below:
20. Health and safety – the risk associated with this is in connection with the road safety implications of the final layout, and has been assessed at 6.
21. Authority reputation – this risk is in connection with public perception of the Council not undertaking a project that has been consulted upon and is assessed at 2.

Risk Category	Impact	Likelihood	Score
Health and safety	Moderate	Remote	6
Organisation/ Reputation	Minor	Remote	2

Together these produce a risk score of 8, which being in the 6-10 category means that the risks have been assessed as being “Low”. This level of risk requires regular monitoring.

Contact Details

Author:

Mark Reade
Engineer
Transport Projects
Highways
Tel: (01904) 553519

Chief Officer:

Neil Ferris
Acting Director
City and Environmental Services

Report
approved:



Date: 27/08/15

Specialist Implications Officer(s)

There are no specialist implications.

Wards Affected: Huntington and New Earswick

For further information please contact the author of the report.

Background Papers

Report to Cabinet Member Decision Session meeting 14th November 2013, 11 December 2014 and associated decisions (Calling In).

City of York Standards and Principles For Designing Cycling Infrastructure 2012

Annexes

- Annex A General Layout (approved scheme 14/11/13)
- Annex B General Layout (approved scheme in principle 11/12/14)
- Annex C General Layout (Toucan Crossing) of proposed scheme including amendments in light of the Calling In, trees and Safety Audit.
- Annex D General Layout of proposed Interim Zebra Crossing & Final Tiger Crossing