
**Decision Session – Executive Member for
City Strategy**

3 November 2009

Report of the Director of City Strategy

WIGGINTON ROAD: PROPOSED IMPROVEMENTS FOR CYCLISTS

Summary

1. This report highlights the strategic importance of Wigginton Road as a cycle route, examines options for making the route more cycle friendly, develops an outline scheme proposal, and discusses how this might be taken forward towards implementation.

Recommendation

2. That the Executive Member:
 - give in-principle support to the outline scheme proposals shown in **Annexes C and D**, which involve a mixture of on and off-road cycle facilities to create a continuous cycle route between the existing Foss Islands cycle path to the north, and Bridge Lane to the south. The scheme also provides additional on-road facilities to serve cyclists travelling to and from the Clarence Street junction along Wigginton Road;
 - agrees that Officers arrange to undertake further detailed design and public consultation, including the advertisement of any necessary Traffic Regulation Orders on the scheme, and then report back to a future Decision Session.

Reason: Officers consider that this scheme will; support the Council's aspiration of providing an uninterrupted cycling route between Haxby and the city's railway station, provide better cycling access to the hospital buildings, provide significant improvements for cyclists on Wigginton Road, and generally contribute to the aims of the Council as a Cycling City.

Background

3. Encouraging more people to cycle has been a long standing priority within the Council's Local Transport Plan, and this has been given a huge boost by our successful bid to become a "Cycling City". As part of an action plan to address gaps in the existing cycle route network, there has been a long-standing desire to improve cycling facilities into the city centre and railway station from New Earswick and Haxby. The plan provided as **Annex A** shows how this route can take advantage of existing cycle friendly infrastructure where

available, but will also necessitate the infilling of gaps in cycling facilities at appropriate points along its length. Wigginton Road stands out as a key missing link where significant problems for cyclists are currently experienced.

4. In 2004 a feasibility study for providing cycling facilities along Wigginton Road was undertaken, but a number of significant difficulties were identified. This led to the option of taking the cycle route through the hospital grounds being considered as an alternative. Around this time the Hospital were progressing plans to build a multi-storey car park, and a condition on their planning approval (gained in 2006) is to provide improved cycle access to the hospital to help reduce overall parking overall demands and promote sustainable travel.
5. Officers worked closely with the hospital during 2007/2008 to develop a cycle route proposal that would meet both requirements of the Haxby to York Station cycle route and the car park planning condition. A basic plan of the scheme that was developed is shown in **Annex B**.
6. Following an extensive consultation process, the proposals were presented for consideration at the Executive Members for City Strategy and Advisory Panel (EMAP) meeting in December 2008. However, significant concerns were raised by the Police and the residents of Murrough Wilson Place about the potential for crime and anti-social behaviour. Therefore, Officers were asked to reconsider the option of having the cycle route at the front of the hospital along Wigginton Road.
7. At about the same time that the EMAP report was considered, the Council was successful in achieving 'Cycling City' status. This established specific principles and design guidance, which needed to be considered in reviewing the proposals for Wigginton Road. For example, Cycling England's guidance recommends accommodating cyclists on the road wherever this can be done safely, and measures to facilitate this might include, traffic reduction, speed reduction, or the re-allocation of road-space in favour of cyclists. Where this is not achievable, off-road facilities should then be considered.
8. With this in mind, the situation along Wigginton Road has been reviewed. Due to its importance in the overall road network, it is not thought feasible to restrict traffic access, reduce traffic capacity, or introduce physical traffic calming measures. Fortunately, in many places along the road there is sufficient overall highway width to consider widening the carriageway to facilitate on-road cycle lanes. Elsewhere, some of the existing verge/footway areas are wide enough to accommodate off-road cycling facilities, and there is also the option of utilising some of the hospital grounds. However, there are localised problems caused by existing highway features, such as side road junctions, residents parking bays, and trees, which would need to be overcome.

Proposals

9. In line with the principles set out above, and through discussion with representatives of the hospital and the Police, scheme options have been investigated. Importantly, these options have been based on a revised internal

road system within the hospital site, which will operate when the multi-storey car park is built (the first phase of construction is scheduled to commence on 26th October). The preferred scheme is a combination of both on and off road cycle facilities. For ease of reference, the overall route is split into separate sections in the following description of the proposals:

Northern Section – Foss Islands Path to New Hospital Entrance

10. The plan in **Annex C** shows the proposals between the existing Foss Islands cycle route to the north, and the second mini-roundabout to the south (this junction currently forms the main exit from the hospital, but will be reconfigured to facilitate vehicle entry and exit as part of the planning approval for the new multi-storey car park). The proposals are described in more detail below.
11. Travelling in a **southbound** direction from the existing Foss Islands cycle route, cyclists would travel along Wigginton Terrace and Newby Terrace (quiet roads), before turning right through the point closure bollards into the end of Vyner Street. Cyclists would then turn left onto Wigginton Road and into a 1.5m wide advisory on-road cycle lane. To accommodate the cycle lane adjacent to the existing pedestrian refuge, some localised road widening would be necessary. The cycle lane would then continue towards the mini-roundabout junction with Fountayne Street. After giving way at the roundabout, a small length of peripheral cycle lane would guide cyclists through the junction (coloured green to emphasise the presence of cyclists).
12. Beyond the mini-roundabout junction with Fountayne Street, the cycle lane passes alongside an existing residents' parking bay. A 'buffer strip' would be required to provide some protection for cyclists against the opening of car doors into their path. The parking bay would need to be reduced in length by approximately five metres at its northern end to allow the space necessary to accommodate the advisory cycle lane near the existing pedestrian refuge. It is proposed to compensate for the loss by providing a similar length at the southern end of the parking bay. At the southern end of the residents' parking bay, the cycle lane deviates back to the nearside kerb line, before joining an off-road section of cycle track in advance of the next mini-roundabout at the hospital access road junction (although cyclists would be able to stay on-road if wanting to turn right at the mini-roundabout into the new hospital entrance). The off-road facility would allow cyclists to bypass the junction, but the removal of a mature tree would be necessary to accommodate this facility. At least one tree would be planted in a suitable location nearby to compensate for the loss.
13. Travelling in a **northbound** direction from the main hospital access, an on-road cycle lane would be provided around the periphery of the roundabout, again with green surfacing, to highlight the presence of cyclists. The on-road cycle lane would then continue up to the mini-roundabout at the junction with Fountayne Street, go through the roundabout (coloured green), and then onwards taking cyclists past the existing bus stop. Where it crosses the Feversham Crescent junction, it would again be coloured green.

14. The proposed cycle lane then continues northbound past the existing pedestrian refuge island and through the area of an existing residents' parking bay. It is proposed to remove this small area of residents' parking (which is long enough to accommodate up to three cars) to improve safety and the general flow of traffic in the area. The cycle lane would continue a little further north to a point where cyclists can leave the carriageway to access the existing off-road path leading on to the Foss Islands cycle route, from which there are connections to Crichton Avenue, Nestle and Bootham Stray.

Southern Section – New Hospital Entrance to Bridge Lane

15. The plan in **Annex D** shows the proposals between the new hospital entrance to the north, and Bridge Lane/Clarence Street to the south. The proposals provide alternatives for cyclists depending on their origins and destinations, as described below.

To Bridge Lane

16. Travelling in a **southbound** direction, cyclists would be able to use an off-road by-pass adjacent to the reconfigured mini-roundabout junction with the main hospital entrance. Cyclists would then continue through a shared unsegregated area to reach the proposed Toucan crossing, where they would be able to cross Wigginton Road. Once on the other side of the road, cyclists would join a newly created off-road shared use linking path, initially adjacent to the footway, by using part of the landscaping strip adjacent to the new car park structure (this has been accommodated without compromising the planning requirements to provide effective screening with vegetation for the new car park structure). The path would cross a new emergency vehicle access (with appropriate arrangements for the priority of emergency vehicles) before continuing across the grassed area within the hospital grounds to reach Bridge Lane.

From Bridge Lane

17. Travelling in a **northbound** direction starting from Bridge Lane, cyclists would turn onto the off-road shared use path within the hospital site, which initially runs through open grassland. The path continues past the proposed multi-storey car park on the shared path through a landscaping strip (crossing the new emergency vehicle access as mentioned above), before passing the proposed Toucan crossing and joining the advisory cycle lane running along Wigginton Road. Cyclists would rejoin the carriageway at a point north of the Toucan crossing (within the green surfacing and zig-zag markings), back into the on-road cycle lane. The cycle lane turns into a central feeder lane which runs adjacent to the left turn traffic lane approaching the reconfigured mini-roundabout junction with the main hospital entrance. After giving way at the roundabout, a small length of peripheral cycle lane would guide cyclists through the junction (coloured green to emphasise the presence of cyclists).
18. Beyond the proposed Toucan crossing, the on-road advisory cycle lane continues to provide a central feeder lane to the mini-roundabout (modified to facilitate vehicle movements in and out of the hospital site). In this area the cycle lane would have green surfacing to highlight the presence of the cyclists to motorists, especially those turning across the cycle lane to turn left into the

hospital site. After giving way at the roundabout, a small length of peripheral cycle lane would guide cyclists through the junction (coloured green to emphasise the presence of cyclists).

To Clarence Street

19. From the proposed Toucan crossing travelling in a **southbound** direction, cyclists would rejoin the carriageway and use the on-road cycle lane. The cycle lane continues past the bus stop near Clarence Gardens, and onwards to form a central feeder lane (between the left turn traffic lane and the straight ahead/right turn traffic lane) leading to an advance cyclist stop line box at the traffic signals. On the approach to the signals the central cycle feeder lane would be coloured green to highlight the presence of cyclists to motorists, especially those wishing to move across the cycle lane to access the left-turn traffic lane to turn onto Haxby Road. In order to accommodate the additional space required for this cycle feeder lane, it would be necessary reduce the traffic lane widths, and localised road widening may also be required.

From Clarence Street

20. Travelling in a **northbound** direction from Clarence Street, an on-road cycle lane would commence just south of the Bridge Lane junction and continue along Wigginton Road. Where the cycle lane crosses both Bridge Lane and the proposed access route into the hospital for emergency vehicles, green surfacing would be provided to highlight the presence of cyclists. The cycle lane would continue past a bus stop box marking to the proposed Toucan crossing. Just prior to the Toucan, there would be an off-road link for those wishing to access the hospital site via a new shared use path. If continuing on-road, cyclists would proceed through the proposed Toucan crossing (within green surfacing and zig-zag markings) towards the reconfigured mini-roundabout junction with the main hospital entrance.

To/From Hospital Site

21. The proposed scheme will provide additional opportunities for cyclists to travel in and out of the hospital site and avoid using the main access road, which will become busier when the multi-storey car park is built. For example, although cyclists could choose to enter the hospital via the modified roundabout and use the access road, a better alternative would be provided by using the new Toucan crossing and the shared use link path to cross to the main hospital buildings. From the south, the new shared use path from Bridge Lane would also provide access to the new link path and again, avoid some need to travel on the hospital access road.

Consultation

22. Officers consulted with Ward Councillors Scott, King, and Douglas and also Councillors D'Agorne, Gillies, and Potter on the draft proposals. Their responses are summarised below.

Ward Member Views

23. Cllr Douglas asked for confirmation that the Crichton Avenue proposals were still going ahead.

Officer Response: The proposals are scheduled for implementation before the end of March 2010.

24. Cllr King expressed concern regarding the loss of the residents' parking bay, but subject to any comments from the consultation, supports the scheme. Cllr Scott supports Cllr King's concerns about the loss of the parking bay.

Officer Response: Options to provide additional parking to compensate for this loss will need to be investigated further. Initial investigations have concluded that there are a number of potential alternative locations.

Officers will conduct a more detailed investigation into the possibility of providing a minimum of three parking spaces on the open land adjacent to the western end of Vyner Street (area to the west of the existing point closure, currently grass verge). However, if this were not possible, given that this land is officially designated as Stray land, additional spaces may need to be provided on Feversham Crescent, Vyner Street (in the area to the east of the existing point closure), and/or Newby Terrace/Wigginton Terrace (although the available space may be limited). Alternatively, additional provision within the hospital site may be necessary. A recommendation on this issue would then be made following feedback from public consultation after having determined the most appropriate course of action.

Other Member Views

25. Cllr Gillies said that he was happy to support the views of the local Councillors.
26. Cllr Potter has expressed in-principle support for the proposals.
27. Cllr D'Agorne has expressed in-principle support for the proposals, and particularly welcomes the proposed use of green surfacing to encourage left turning/exiting traffic at the mini-roundabouts to be aware of and respect cyclists intending to continue straight on. He has some concern over the extensive use of shared use facilities, and would like to see as much segregation as possible. He also considers that some cyclists may choose to use Burton Stone Lane as an alternative to the busy hospital area, and asks if anything is planned to make this route more cycle friendly.

Officer Response: Any areas proposed as shared use (for pedestrians and cyclists) will require clear signing and lining, and where practical, segregation will be provided. There are currently no plans to introduce cycling facilities along Burton Stone Lane. However, Officers consider that following the proposed improvements, Wigginton Road would provide a safer and more attractive route.

Comments from the Police

28. Both the Traffic Management and Architectural Liaison Officers have expressed their general support for the proposed measures, and consider that they are a significant improvement on the previous proposal to take the cycle route around the back of the hospital, and to the rear of the Murrough Wilson Place properties. From a 'designing out crime' perspective, the proposals will provide a safer non-threatening environment for users as opposed to the alternative proposal to run the route to the rear of the hospital and next to the Maternity Unit entrance.

Options

29. The options for the Executive Member to consider are:

Option 1 – Support the outline scheme shown in **Annexes C and D** for further development and public consultation;

Option 2 – Support the outline scheme, with some changes, for further development and public consultation;

Option 3 – Reject the proposed scheme, and reconsider the route to the rear of the hospital.

Analysis

30. The outline proposals set out in this report are thought to offer a very positive response to the problems cyclists currently experience on Wigginton Road, and will address an important missing link in the Haxby to Station cycle route. The proposals are considered feasible, generally follow best practice design guidance, and meet the recently approved Cycling Standards. The scheme should have minimal impact on the traffic capacity of the road, thereby avoiding problems associated with increased congestion locally and possible knock-on effects elsewhere due to traffic diverting onto other alternative routes. The proposals will also enable the hospital to meet the planning condition tied to their multi-storey car park, which requires that a cycle route be created linking the Hospital site to both ends of the Local Cycle Network.
31. The consultation conducted thus far has not raised any issues that are thought to warrant any significant amendments being made to the proposals. Subject to Member views on these outline proposals, the next step would be to develop the plans in more detail and carry out public consultation, with a view to arriving at an agreed final scheme layout for future implementation, subject to the necessary approvals and funding.
32. The alternative option of establishing a route around the back of the hospital site has previously raised a number of significant problems and issues, and is not now considered to be a realistic option.
33. Therefore, based on this analysis, **Option 1** is recommended.

Corporate Priorities

34. The scheme would contribute to the following Corporate Priorities:
- Sustainable City – the scheme should encourage more residents to ride into the city from Haxby, and in addition, to Nestle and the hospital, in preference to using motorised forms of transport.
 - Safer City – the scheme would make Wigginton Road easier and safer for cyclists to ride along.
 - Healthy City – the scheme should encourage more cycling and walking which would have a beneficial effect upon peoples' health.
35. The scheme would also contribute to several of the aims of the Local Transport Plan, namely:
- Encourage essential journeys to be undertaken by more sustainable modes where possible;
 - Reduce the level of actual and perceived safety problems;
 - Enhance opportunities for all community members, including disadvantaged groups, to play an active part in society;
 - Improve the health of those who live or work in, or visit, York;
 - Reduce the impact of traffic and travel on the environment, including air quality, noise and the use of non-renewable sources;
 - Provide a transport system that is affordable and achievable in practical terms, and offers value for money.

Implications

Financial/Programme Implications

36. In total, the proposed scheme could cost in the region of £300K to implement. In accordance with the conditions of the planning approval for York Hospital to construct their multi-storey car park, the NHS will be required to fund the main elements of the scheme to form the required link to both ends of the local cycle network. This is currently anticipated to be in the region of £260k. However, in order to connect with Clarence Street, the Council will be required to fund the remaining works along the southernmost section of Wigginton Road, at an anticipated cost of around £40k.
37. The Transport Capital Programme for 2009/10 currently includes a budget of £100k for this scheme. This was a provisional allocation, on the basis that Officers were uncertain about the details of the eventual scheme, how much the measures would cost to implement, and the timescale for delivery. The Capital Programme Manager will now need to propose a revision for this

allocation just to cover staff costs incurred during this financial year, and make a request to provide an implementation budget of around £40k in 2010/11.

38. The scheme has a high priority given its strategic importance to the overall cycling network. Subject to the outcome of detailed design and consultation, together with the appropriate approvals, it is anticipated that the scheme will be implemented by the end of summer 2010.
39. Using the cycle scheme 'Evaluation Tool', which was approved at the Decision Session on 20th October, the proposed introduction of cycle facilities on Wigginton Road can be compared to other schemes. Schemes are scored within a possible range of -30 to +38. The table below shows that the Wigginton Road scheme achieves a score of +25, which compares well with other major cycling projects.

Scheme	Total points
Beckfield Lane - Ostman Road to Wetherby Road proposals	+12
Beckfield Lane - Boroughbridge Road to Ostman Road - completed section	+16
Crichton Avenue - proposals	+21
Clifton Green - completed scheme	+24
Wigginton Road - proposals	+25
Moor Lane Bridge - completed scheme	+26

Human Resources

40. There are no Human Resources implications.

Equalities

41. There are no Equalities implications.

Legal

42. There would be Traffic Regulation Order issues linked to the amendment of existing, or the provision of on-street parking.

Crime and Disorder

43. There are no Crime and Disorder implications.

Information Technology (IT)

44. There are no Information Technology implications.

Property

45. The land at the end of Vyner Street, which is being considered as a potential parking area is known to be Stray land, and due process would need to be exercised to pursue a change of status.

Risk Management

Risk Category	Impact	Likelihood	Score
Organisation/Reputation	Medium (3)	Possible (3)	3x3=9

46. In compliance with the Council's risk management strategy, the main risks that have been identified in this report are the potential damage to the Council's image and reputation if scheme proposals are not brought forward, especially in view of the hospital's planning requirements for its multi-storey car park. This means that at this point the risks need only to be monitored, as they do not provide a real threat to the achievement of the objectives of this report.

Contact Details:

Author

Jon Pickles
Senior Engineer
(Transport & Safety)
Tel No: (01904) 553462

Chief Officer Responsible for the report

Damon Copperthwaite
Assistant Director of City Strategy

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Specialist Implications Officer(s)

There are no specialist officer implications.

Wards Affected: Clifton

All

For further information please contact the author of the report.

Background Papers:

"Links to Cycle Route Through Hospital Grounds: Proposed Link From the Hospital to Foss Islands Route", a report to the meeting of Executive Members for City Strategy and Advisory Panel on 9 December 2008.

"Cycling Infrastructure Within York - Principles, Standards and Evaluation Tool", a report to the Decision Session - Executive Member for City Strategy on 20 October 2009.

Annexes:

- Annex A Plan showing "An extract from the cycle network plan to show how Wigginton Road fits in with the wider Cycle Network"
- Annex B Plan showing "Back of Hospital Route Proposal"
- Annex C Plan showing "Wigginton Road Cycle Route Connection with the Existing Foss Islands Cycle Route"
- Annex D Plan showing "Landscaping Strip and Wigginton Road Option"