
**Decision Session - Cabinet Member for
Transport, Planning and Sustainability**

12th February 2013

Report of the Director of City and Environmental Services

CLIFTON MOOR PEDESTRIAN AND CYCLE IMPROVEMENT SCHEME

Summary

1. This report seeks to; highlight the problems pedestrians and cyclists currently experience in the area, propose solutions, summarise consultation feedback and recommend a scheme to implement.

Recommendations

2. That the Cabinet Member approves the implementation of the scheme shown on the plans forming Annexes A to D, subject to agreement with the landowners of the Ten Pin Bowling site regarding the additional footway.

Reason: To provide facilities to benefit pedestrians and cyclists in the area.

Background

3. The Council have secured Local Sustainable Transport Fund (LSTF) monies to improve various pedestrian and cycle facilities with a focus on the northern quadrant of the city (roughly from the River Ouse to Malton Road). There is an aspiration to link up the key business, retail and residential areas in this part of the city. Together, these measures aim to increase the use of sustainable travel modes and to reduce car use.
4. Part of the LSTF funding is being used to form a continuous pedestrian/cycle route from York Business Park at Poppleton eventually linking it with the retail outlet at Monks Cross and taking in the residential areas of Rawcliffe, Clifton Moor, New Earswick, and

Huntington by creating an 'Outer Orbital Route' for pedestrians and cyclists. The scheme proposed in this report would form a key link in this, with cycle and pedestrian facilities joining up with other planned LSTF works, such as an off-road path linking Wigginton Road with Haxby Road alongside the Outer Ring Road which forms part of the proposed Haxby to Clifton Moor Cycle Route.

5. Clifton Moor Retail Park is car dominated with a lack of continuity within it for pedestrians and cyclists. There is a need to link the existing facilities up better to improve connections with nearby residential areas and the city's existing cycle route network. In this context, the most critical roads in the area are considered to be Stirling Road and Hurricane Way, which together form an east-west route through the Clifton Moor area.
6. There is an off-road cycle provision on Hurricane Way to the west of the retail park and another one on Stirling Road (east of Audax Road) on the east of the retail park. However, there is a gap in the provision for cyclists between these two facilities. If this could be addressed, it would help to improve an important link in the wider cycle route network described above, which is set to expand significantly in this sector of the city when the planned Haxby to Clifton Moor cycle route alongside the A1237 is completed (due in 2013/14).
7. The proposed linking up of these schemes should encourage cyclists from Haxby and further afield to use their bicycles to ride to and from the Clifton Moor retail, leisure and business area. In particular, it should help parents to allow their children to cycle from Haxby to the Clifton Moor area, which is unlikely at the moment because of the present lack of off-road facilities to allow them to do so.
8. The Clifton Moor area also suffers from a lack of provision for pedestrians in many locations, with Hurricane Way and Stirling Road being particularly difficult locations. Away from the roundabouts and traffic signals, pedestrians have no assistance to cross the roads. This scheme would provide crossing facilities commensurate with the numbers of crossing movements and at the locations where the crossing demand is high.

Outline Proposals

9. To help identify key problems and develop solutions, time has been spent observing traffic patterns and surveys of pedestrian flow and vehicle speed have been carried out. This work has led to the proposals are shown on the plans on Annexes A to D. The key issues and proposals are described below.

HURRICANE WAY - See Annex A

- There are two main problems with this section of road. Firstly, there is no assistance for pedestrians to cross the road. Secondly, there is no protection for cyclists waiting in the middle of the road to turn right to access the shared use footway/cycleway on the southern side of Hurricane Way.
- The proposed zebra crossing is located close to where the most people are currently crossing the road. It is proposed to slightly narrow the entrance to the Argos car park to locate the crossing as close as possible to the footway in front of Currys. This will also give drivers joining Hurricane Way from the ToysRUs car park a little more time to see people waiting at the zebra crossing.
- It is proposed to mark a right turning lane for cyclists in the middle of the road to make it safer for cyclists when waiting to access the off-road path. It is also planned to trim back the vegetation to make the existing signs clearer.
- Cyclists and pedestrians can travel between Hurricane Way and Stirling Road on the shared use path on Clifton Moorgate, which includes good crossing facilities, and there are no proposals to change this.

STIRLING ROAD: This is best considered in three parts

A. West End - See Annex B

- The main issues along this length of road are the lack of facilities to help people cross the road where they want to, and there is no provision at all to help cyclists.

- Between the roundabout and the western entrance to the Vue Cinema, the crossing demand by pedestrians on Stirling Road is at its maximum, and therefore a zebra crossing is proposed.
- To help cyclists, it is proposed to create on-road cycle lanes in both directions. This would improve the attractiveness of the route for cyclists and make their journeys safer. Due to the limited carriageway width, it is proposed to make these 1.2m wide, which is a little less than the ideal of 1.5m.
- At the western end of Stirling Road, the proposed hatch marking against the northern kerb is to deflect traffic and help eastbound cyclists join the carriageway in a safe manner.
- At the approach to the Tesco roundabout from the east, it is proposed to lead westbound cyclists off the carriageway on to a new stretch of shared use path. This will allow them either to join the existing shared use path running along Clifton Moorgate by turning left near the Flying Legends Public House, or to cross Stirling Road towards Tesco using the existing traffic island.

B. Roundabout - See Annex C

- The main problem is the roundabout's large size, open views, and wide approach lanes which contribute to encouraging high vehicle speeds. This makes it a dangerous environment for all road users. The aim of the proposed changes is to encourage slower entry speeds by vehicles, and to make it much safer for pedestrians and cyclists.
- It is proposed to reduce the entry width on each approach from two lanes to one. This would be achieved by building out the kerblines and including cycle lanes.
- The width of the circulatory area on the roundabout itself for vehicles would be reduced by introducing cycle lanes running around the edge. This measure would be similar to the cycle lane layout at the Kingsway North and Green Lane roundabouts which are of a similar size and are based on the principle of two circulatory cycle lane arrangement first used at Malton Road / Heworth Green junction in Heworth.

- The existing central refuge islands on each arm of the roundabout would be upgraded to make them more pedestrian friendly to use.

C. East End - See Annex D

- The numbers of pedestrian crossing east of the roundabout is quite low, but a central refuge island could easily be installed inside the existing hatching in advance of the right turn lane for Audax Road. It has been checked that the island would not affect HGV turning movements in and out of Audax Road.
- Along this section, the presence of the right turning lane limits the width of carriageway available, which means the extent that cycle lanes can be fitted in. However, it is proposed to mark cycle symbols at intervals along the edge of the road to highlight the presence of cyclist to drivers.
- Forward visibility around the ninety degree bend is poor due to the basic geometry and the height and density of the landscaping on private land. For this reason, it is not considered to be safe to encourage cyclists to cross over at this point to access the off road path on the eastern verge.
- Instead, going around the bend and beyond, an on-road cycle lane is proposed on the western side of the road which extends to a point close to the northern roundabout, finishing where vehicles start to form two lanes to approach the roundabout. Cyclists wishing to access the off-road path on the east side of the road would probably do so at the entrance to the B & M car park.
- The existing off-road cycling provision on the eastern verge beyond the ninety degree bend is currently segregated from the pedestrian path by a central line. However, it is not felt to be necessary given the fairly low cycle and pedestrian flows. In addition, the segregated layout requires a large number of signs, poles and changes of surfacing which is thought to be excessive. Therefore it is proposed that the path be converted to shared, unsegregated use and the redundant street furniture and surfacing be removed.

Additional Elements

10. In addition to the proposals set out above, which are all on the public highway, officers are also working with the local businesses to further enhance pedestrian and cycle links in this area. Some of the main areas of interest are described below. However, because the connections to the Vue Cinema and Flying Legends Public House are not yet firm proposals, they were not included in our consultation process.
11. The proposed pedestrian crossing facility at the western end of Stirling Road would produce a convenient means for pedestrians to cross Stirling Road. There are many pedestrian crossing movements in this area, most of which are to move between the Tesco site and the commercial premises on the south side of Stirling Road. However, the crossing alone would not provide a safe and convenient access to the premises themselves. To improve this situation, it is proposed to create extra footpath, and to enhance the existing one, adjacent to the car park of the Flying Legends Public House. See Annex F. These works would be off-highway and the Council may not have the power to carry them out without the consent of the landowner and planning permission. Officers are currently liaising with the Vue Cinema and Flying Legends land agents to provide improved pedestrian links to the proposed zebra location. Due to the uncertainty of obtaining the landowners' consent (the land was bought very recently), these links did not go out to the public in the consultation documents and are excluded from these works.
12. Both pedestrians and cyclists face a specific problem in moving between the two major shopping areas located north of Stirling Road. They are currently separated by two access roads which lie between the Wickes and Dunelm Stores, and connect to the roundabout on Stirling Road. See Annex E. Despite being only a few metres apart at one point, there is no direct connection between them, (indeed there is a high fence separating them) and visitors wanting to travel between the two parts of the retail park have to travel a relatively long way, with pedestrians having to walk in the carriageway. A short, shared-use path between these two is proposed along with a zebra crossing. Currently, negotiations with the retail park managers are taking place to agree on the proposals, which did go out in the public consultation.

13. To link up with the recently built retail unit on the tear drop site to the path described above, a further addition to the scheme is planned. The proposal here is to link the east-west link path with a north-south foot and cycle path. The southern part of this proposed path would also join up with a proposed zebra crossing to help visitors cross the access roads. See Annex E.
14. At the eastern end of Stirling Road, on the western side just south of the Ten Pin Bowling entrance, there is a gap in the footway provision. See Annex D. It is proposed to provide a length of footway to join up the footway on either side of this gap. Because this is off-highway, the agreement of the landowner would be needed. This off highway proposal also appeared on the public consultation documents on Annex D.

Consultation

15. The consultation exercise included Ward Members, party group representatives, the Parish Council, local businesses, as well as the relevant road user organisations.

Ward Member Views

16. Cllr. J. Watt made some general comments regarding cycling and bus services, and the following regarding the scheme:
 - a) Cycle facilities around the eastern side of the Tesco roundabout at the western end of Stirling Road are on the wrong side of the roundabout because the other side grants an easier passage.
 - b) Reducing car lanes to incorporate cycle lanes is unhelpful.
 - c) Virtually nobody cycles along Stirling Road.

Officer comments

- a) The existing crossing facilities are designed to encourage pedestrians and cyclists to go around the eastern side of the Tesco roundabout. This is because there are two existing toucan crossings on the approach from B&Q, along with a shared use footway/cycleway and refuge islands at the refuges by the roundabout. The current proposals will add coloured carriageway surfacing by the roundabout across two of its arms to make crossing pedestrians and cyclists more conspicuous to vehicle

drivers. However, it is acknowledged that for some movements, it may be more direct and attractive for pedestrians and cyclists to go around the west side of the roundabout. Therefore, this will be investigated as a possible further phase of this scheme.

- b) Improving cycling facilities in this instance would involve reducing the road space available to vehicles. Altering the appearance of a carriageway to make it look narrower is known to have a lowering effect on vehicle speeds. However, the proposed cycle lanes would only be advisory and when circumstances demand it, vehicles could enter the cycle lane if doing so did not obstruct or endanger other road users. Regarding the reduction of the traffic lanes from two to one at the Dunelm roundabout, the roundabout does not need dual entry lanes to cater for traffic demands.
- c) The cycle count surveys that were carried out show that there were 65 pedal cycles recorded using Stirling Road over a 12 hour period on a cold day in May 2012. This is expected to increase significantly with the introduction of the measures outlined in this report and the construction of the Haxby to Clifton Moor cycle route.

17. Cllr L. Cunningham-Cross – no comments received

18. Cllr. N. McIlveen - presented the following comments:

- a) Construction of the footpath leading up to the Tin Pin Bowling site is not necessary
- b) Improvements to the east side of the road together with a crossing near the corner should be implemented instead.
- c) Remaining proposals should be progressed to make Stirling Road more pedestrian and cycle friendly.
- d) Could we make one of Stirling Road's footways into a cycleway only and make the other for pedestrians only?
- e) Could we have both of Stirling Road's footways as shared use?
- f) Could we increase conspicuity of Dunelm roundabout by adding extra features on the island?

Officer comments

- a) The reason for proposing the footway is to extend the existing footway from where it currently terminates to meet up with the

existing one at the roundabout. This would remove the need for pedestrians to cross the road close to the sharp bend where it is considered dangerous. It would also avoid the need for people wishing to access the Ten Pin Bowling centre or other units nearby from crossing the road, or possibly walking along the carriageway. Therefore, this is considered a very useful part of the scheme. However, further checks on the land show that it is not part of the highway. This means that the permission of the landowner and possibly planning permission will be required to carry out this element of the scheme. In principle approval to implement this is still being sought within this report subject to successful negotiation with the landowner.

- b) Changes to the east side are proposed as part of this scheme, but because the current provision is of a high standard, the proposed changes would only be concerned with reducing the amount of street furniture. Officers' opinion of siting a crossing point near the bend is that it would not have enough forward visibility for drivers and therefore would be dangerous.
- c) Officers agree with this view.
- d) The available footway width is 2m or less and this is not enough for two way cycling, and besides, pedestrians are likely to use it as well.
- e) There is not enough footway width to accommodate cyclists and pedestrians.
- f) The problems associated with the roundabout are more to do with geometry and vehicle speed than about its conspicuity. Therefore, officers do not anticipate that extra features in the central island would have particular benefit.

19. Cllr D'Agorne - made the following observations:

- a) 1.2m cycle lanes are unacceptable.
- b) Supports the reduction of entry width to the roundabout from two lanes to one.
- c) Does not support the twin orbital cycle lanes around the Dunelm roundabout. Cyclists would be better to ride in the centre of the carriageway.
- d) Better to reduce the perceived road space by hatching around the island or at the margins between the junction arms.

Officer comments

- a) Although the standard cycle lane width in York is 1.5m, this is not always possible. On Stirling Road, the overall carriageway width is 7.4m. Even with 1.2m cycle lanes, the general traffic lane would be reduced right down to just 2.5m. Moving the balance to 1.5m cycle lane/2.2m traffic lane is likely to result in large vehicles encroaching into the cycle lane. Not only would this make it seem legitimate to do this in other locations, it would have the added disadvantage that it would wear away the lane markings much more quickly.
- b) Officers welcome this view.
- c) Most inexperienced and young cyclists would feel too intimidated to ride around the roundabout in the centre of the circulatory carriageway. The solution proposed here is to emulate the arrangement at the Green Lane and Kingsway North roundabouts which are similar in size to the roundabout on this scheme. The orbital cycle lanes highlight the presence of cyclists and reduce the amount of road space available. Both of these have the effect of making the roundabout safer for cyclists.
- d) These measures would probably produce the desired speed reducing effect, but would not offer assistance to the less experienced cyclist.

20. Cllr J. Galvin - supports Cllr Watt's views.

21. Cllr C. Runciman – no comments received.

Parish Council Views

22. Clifton Without Parish Council:

- a) Need to address Tesco to Clifton Moor Gate (South) walking route
- b) The proposed changes at the Stirling Road roundabout may be unpopular and lead to unfavourable comments (as happened at Clifton Green).
- c) Stirling Road crossing is 50m approximately too far east
- d) "Wickes" security fence will obscure the view to drivers coming from the west.

- e) What is the impact on the waste disposal (recycling) site? Have environmental colleagues been consulted?
- f) Has design of the crossing at the recycling site allowed for growth?
- g) Assumes that the traders have been consulted

Officer comments

- a) Improvement of this route is included in these proposals, with extra help for pedestrians to cross Stirling Road and a widening of the shared footway/cycleway on Clifton Moor Gate to make the sharing of the space more acceptable to both cyclists and pedestrians.
- b) Officers consider it important to alter the geometry of the roundabout to reduce vehicle speeds through the junction, and to re-allocate road space to cyclists in an effort to make the route more attractive and safer for pedestrians and cyclists. It is not expected that the changes will have any significant impact on queue length or delays for motorists since the roundabout operates as a single lane approach basis currently. Hence, a strong adverse reaction is considered very unlikely.
- c) Pedestrian crossing surveys have shown that the most frequent crossing movements occur close to where the crossing is proposed.
- d) The design of the fencing would allow adequate visibility.
- e) There would not be any impact on the waste disposal (recycling) site, so environmental colleagues have not been consulted.
- f) The growth of pedestrian movements would be welcomed, but would not have any impact on the crossing.
- g) Local traders/businesses have been consulted directly as part of the recent consultation process and through the retail park management structure. The wider Clifton Moor business community have been consulted via discussions with the Clifton Moor Business Association.

Local Business Views

- 23. Flying Legends Public House – no objections to the proposals.
- 24. None of the other businesses have made any comments.

User Group Views

25. Cyclists Touring Group:

- a) Is it the intention to let cyclists ride over the zebras?
- b) Bikeability training encourages cyclists to only stay near the periphery if leaving the roundabout. Suggests post construction monitoring in case peripheral lanes are less safe.
- c) Is it the intention to move back the stop lines at the roundabout entries to the approach side of the coloured surfacing? Or use keep clear markings?
- d) Use of cycle symbols without marked advisory lanes will be a useful reminder of cyclists' presence
- e) Existing signage does not intercept eastbound cyclists who access Hurricane Way from most of its business premises.
- f) Suggests using a right turn lane into the Currys car park on Hurricane Way for a supplementary cyclist crossing.

Officer comments

- a) No changes to the status of cyclists on zebras are proposed under this scheme. Cyclists may use zebras, but should dismount.
- b) Monitoring of the post-construction situation would be carried out as a matter of course. In addition, there will be a stage 3 road safety audit process carried out on the completed scheme and in the longer term, accident records will be monitored.
- c) It is expected that drivers would notice the coloured carriageway surfacing and perceive that there is an increased likelihood that non motorised users would pass across them at that point and act accordingly. The give way lines at the roundabout are currently set approximately one car length from the crossing point on each affected arm, to make it possible for people to cross between the first vehicle queuing to enter the roundabout and any subsequent vehicles. Keep clear markings are not considered appropriate or necessary in these locations.
- d) Officers agree with this view.
- e) If each of the business premises were to have individual signing to the cycle route from the entrance to their businesses, the result would be an excessive number of signs. Regular visitors to the

premises in the area would come to know about the nearby cycle facilities, without the need for extra signs.

- f) The existing right turning facility on Hurricane Way would be still be available to be used by cyclists, but the additional facilities proposed will be attractive to many cyclists enabling them to turn right in a quieter location and access the off-road path earlier.

26. York Cycle Campaign:

- a) Suggests additional signing for westbound cyclists at access road at north east corner of Plan B to indicate best route to Tesco area of retail park (along access road).
- b) Welcomes the desegregation of the pedestrian / cycle route facility on Plan D.
- c) Strongly supports the new cut-through on Plan E.

Officer comments

- a) This route would not offer the advantages of the proposed route along Stirling Road. In addition, the significant proportion of heavy goods vehicles would make the route unattractive to cyclists.
- b) Officers welcome the comment.
- c) Officers welcome the comment.

Police Views

27. North Yorkshire Police offered the following comments:

- a) Both zebras have visibility issues. Recommends removal of obstructing vegetation.
- b) Cycle logos in isolation will not afford protection to cyclists.
- c) Proposed cycle right turn lane on Hurricane Way does not highlight entrance to cycle track start point.
- d) Making the road appear as a cycle track may help to reduce anti-social behaviour with cars
- e) Cycle markings around the outer edge of the roundabout give false information to drivers who would assume that cyclists intend to take the next exit.

- f) Coloured surfacing at Stirling Rd/Audax Rd junction should not be set into junction as it will lead to misjudgement of the distance to travel when exiting the junction

Officer comments

- a) Noted. Vegetation would be cut back, but removal would be a better long term solution. Therefore, Officers will approach the managers of the land involved to seek their permission to remove the shrubs that could cause the visibility issue.
- b) The presence of the logos is to raise drivers' awareness of the potential of cyclists being in the area. This increased awareness should give some enhanced protection for cyclists.
- c) The presence of the right turning lane would have that very effect. In addition, the other measure proposed, i.e. trimming back the vegetation that currently obscures the signage, would highlight the cycle facility.
- d) Officers welcome this outcome.
- e) There are clearly two cycle lanes across each exit of the roundabout. Exiting cyclists would position themselves in the outer lane, leaving the inner lane in advance of the exit. On the other hand, circulating cyclists would continue in the inner lane and this would make their intentions clear to other road users.
- f) The existing give way markings at the junction would only be moved 0.6m further into Audax Road. Visibility would remain good for drivers exiting Audax Road.

Options

28. The Cabinet Member has three options to consider:

Option One – scheme as presented above.

Option Two – scheme as presented above with any modifications considered necessary by the Cabinet Member.

Option Three – note the contents of the report, but take no further action.

Analysis of Options

29. The results of the consultation process show that the feedback on the aims and proposals of this scheme is generally positive. The respondents have raised queries, made comments and made suggestions. However, Officers do not consider changes to the current proposals are warranted. Hence option 1 is recommended with the additional action of obtaining permission to deal with some vegetation.

Council Plan

30. The potential implications for the priorities in the Council Plan are:
31. Get York Moving - If implemented, these 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.
32. Protect the environment - A reduction in the use of private motor vehicles would lead to a reduction in carbon emissions.
33. Protect vulnerable people – A safer highway environment would benefit the local community.

Implications

34. This report has the following implications:
35. **Financial** – The cost of installing these measures would be approximately £104000 and this could be met from the scheme allocation of £105000 from the Cycling block of the Transport Capital Programme.
36. **Human Resources** – None.
37. **Equalities** – It is likely that more vulnerable road users would benefit the most from these safety improvements.
38. **Legal** – The City of York Council, as Highways Authority of the area, 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.

- 39. **Crime and Disorder** – None
- 40. **Information Technology** – None.
- 41. **Land** – None for the measures in this report.
- 42. **Other** – None.

Risk Management

- 43. 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:
- 44. Health and safety – the risk associated with this is in connection with the construction phase and has been assessed at 6.
- 45. Authority reputation – this risk is in connection with poor public perception of the Council’s handling of the site works and has been assessed at 8.

Risk Category	Impact	Likelihood	Score
Health and safety	Moderate	Remote	6
Organisation/Reputation	Minor	Unlikely	8

- 46. Together these produce a risk score of 14, which being in the 11-15 category means that the risks have been assessed as being “medium”. This level of risk requires frequent monitoring.

Contact Details

Author:

Tom Blair
Engineer
Transport Projects
Sustainable Transport Service
Tel: (01904) 553461

Chief Officer:

Richard Wood
Assistant Director
Strategic Planning and Transport

Report
Approved



Date 08.02.2013

Specialist Implications Officer(s)

There are no specialist implications.

Wards Affected:

Skelton
Rawcliffe
Clifton Without

For further information please contact the author of the report.

Background Papers

None

Annexes

- Annex A General Layout Hurricane Way
- Annex B General Layout Stirling Road (West End)
- Annex C General Layout Roundabout Mid Stirling Road
- Annex D General Layout Stirling Road (East End)
- Annex E General Layout Retail Park Link Paths
- Annex F General Layout Stirling Road (West End)