

Notice of meeting of

Decision Session - Executive Member for City Strategy

To: Councillor Steve Galloway (Executive Member)

Date: Tuesday, 20 October 2009

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 Monday 19 October 2009, if an item is called in *before* a decision is taken, *or*

4:00 pm on Thursday 22 October 2009, if an item is called in *after* a decision has been taken.

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

Any written representations in respect of items on this agenda should be submitted to Democratic Services by 5.00 pm on Friday 16 October 2009.

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 - 16)
To approve and sign the minutes of the last City Strategy Decision Session held on 1 September 2009.

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 **5:00 pm on Monday 19 October 2009**.

Members of the public may speak on items on the agenda or an issue within the Executive Member's remit.

- 4. Beckfield Lane - Extension of Cycle Route** (Pages 17 - 44)
Following the recent introduction of off-road cycle facilities on the east side of Beckfield Lane between Boroughbridge Road and Ostman Road, this report looks at extending these facilities to maximise the potential for promoting safe and sustainable travel to nearby schools, shops and other facilities.

5. Petition Concerning the Erection of Bollards and Chicanes to Prevent Speeding on ETTY AVENUE (Pages 45 - 56)

This report advises the Executive Member for City Strategy of the receipt of a petition from residents of ETTY AVENUE. The petition requests that the Council take steps to tackle the speed of traffic on ETTY AVENUE with the erection of chicanes and bollards.

6. Petition concerning Speeding Traffic at the Entrance to West Bank Park from the Junction of New Lane and Hill Street (Pages 57 - 66)

This report advises the Executive Member for City Strategy of the receipt of a petition from residents of New Lane and Hill Street. The petition requests that the Council takes steps to tackle the speed of traffic on the junction of New Lane and Hill Street opposite West Bank Park.

7. Vehicle Activated Signs (VAS) Policy (Pages 67 - 74)

This report contains suggested policy guidelines for the use of vehicle activated sign installations to assess their effectiveness.

- 8. Street Furniture Removal** (Pages 75 - 80)
This report seeks approval for an annual budget from the Capital Programme to reduce the amount of street furniture on the highway network and for new highway schemes to go through a street furniture audit during the design stage.
- 9. A19/A1237 Roundabout Improvements** (Pages 81 - 98)
This report sets out options for the outline design for the proposed improvements to the A19/A1237 roundabout to reduce delays at this location and asks the Executive Member to approve the design and public consultation strategy.
- 10. Crichton Avenue - Proposed Improvements for Cyclists**
(Pages 99 - 124)
This report discusses the outcome of detailed design work and public consultation on proposals to improve conditions for cycling along Crichton Avenue. The Executive Member is asked to approve a scheme for implementation.
- 11. Cycling Infrastructure within York - Principles, Standards and Evaluation Tool** (Pages 125 - 160)
This report considers the design of future cycling infrastructure for York and presents a set of standards to be adopted. In addition, it also considers a tool by which a direct comparison of cycling schemes and their relative benefits can be made.
- 12. City of York's Local Transport Plan 3 - Consultation Strategy** (Pages 161 - 166)
This report outlines the consultation strategy to be adopted for preparing York's Third Local Transport Plan (LTP3) to cover the period from 2011 onwards, and seeks the Executive Members approval.
- 13. 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
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Contact details are set out above

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- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
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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	1 SEPTEMBER 2009
PRESENT	COUNCILLOR STEVE GALLOWAY (EXECUTIVE MEMBER)

19. DECLARATIONS OF INTEREST

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

20. MINUTES

RESOLVED: That the minutes of the last meeting of the Decision Session – Executive Member for City Strategy held on 7 July 2009 be approved and signed by the Executive Member as a correct record.

21. PUBLIC PARTICIPATION - DECISION SESSION

It was reported that there had been nine registrations to speak at the meeting under the Council's Public Participation Scheme. Details of these speakers are set out under the individual agenda items.

22. PUBLIC RIGHT OF WAY - AMENDMENT TO THE DECISION IN CONNECTION WITH THE SCARCROFT VIEW GATING ORDER, MICKLEGATE WARD

The Executive Member considered a report, which sought approval to amend the decision made at the Decision Session of 7 July 2009 in respect of the Gating Order to close the access/gap in the boundary leading onto Scarcroft Green. Following the meeting it had come to light that the Council had no power to seek a financial contribution from the public to install highway furniture.

The Executive Member referred to receipt of written representations from the following five local residents:

- Jaki Boston, of Scarcroft View in support of residents paying a deposit for a key to a gate onto the Green;
- Katherine Nightingale also of Scarcroft View and in support of the proposals and the payment of a deposit for a key;
- Lyn Kellett of Scarcroft View who had asked for further details in relation to the allocation of keys;

- Rob King of Scarcroft Road referring to recent problems encountered by residents in the area in relation to anti social behaviour and supporting the closure of the gap and the funding of the work by the Council;
- Peter Lyons, in support of the proposals and issue of keys to residents.

Councillor Merrett expressed his opposition to the proposals, as he understood that this was a private alley and not a public right of way. Officers confirmed that a private highway had the same legal standing as a public highway and that this also fell under the Highway Act.

The Executive Member confirmed that residents of Scarcroft View should continue to have access to the Green though a newly provided gate as agreed at the last Decision Session. He also confirmed that he did however have to accept legal advice, which meant amending the decision to allow keys to be loaned to residents in return for a small deposit. He pointed out that he could see no reason to include a hardship clause, as residents were free to decide whether or not they required this type of access.

RESOLVED: That the Executive Member amends the original decision taken at the meeting on 7 July 2009 (minute 16) and resolves to:

- (i) Authorise the Director of City Strategy to instruct the Head of Civic, Democratic and Legal Services to make a Gating Order to close the access point/gap in the boundary, leading onto Scarcroft Green from Scarcroft Road back lane, Micklegate Ward, in accordance with s129A of the Highways Act 1980 and to provide a gate at that point. ¹
- (ii) Requests Officers to advise residents of Scarcroft View that the council may issue any person with a key to access the gate upon receipt of a reasonable deposit (amount to be determined by the Director of City Strategy). This deposit is refundable at any time on the safe return of the key. The number of keys made available to be restricted to one per household. ²

REASONS: (i) In order that the access point/gap in the railings, leading onto Scarcroft Green from Scarcroft Road back lane, Micklegate Ward, can be restricted to help prevent crime and anti-social behaviour currently associated with the back lane.

- (ii) To allow access to those members of the public who wish to use it whilst implementing a deterrent to those who are causing the issues associated with the back lane.

Action Required

- | | |
|---|----|
| 1. Gating Order to be made. | SS |
| 2. Notify residents of agreed arrangements. | SS |

23. PUBLIC RIGHT OF WAY - FUTURE OF THE CURRENT GATING ORDER ON THE SNICKET BETWEEN CARRFIELD AND CHANTRY CLOSE, DRINGHOUSES AND WOODTHORPE WARD

The Executive Member considered a report regarding the future of the current gating order on the snicket between Carrfield and Chantry Close, Dringhouses and Woodthorpe Ward, taking into account the current levels of crime and anti-social behaviour (ASB) and the views of residents living on both streets.

The Executive Member referred to further representations received from:

- Ward Councillors – confirmation that the snicket had been a source of anti social behaviour over a number of years. They referred to the division of views on the provision of a gate and for the need for any future consultation on gating orders to specify those residents who would be eligible for a key or PIN.
- Cindy Redpath of Chantry Close in opposition to the gating order, particularly as this area was no longer a high crime area.

Representations were then received at the meeting from the following:

- Mr M Wilson of Chantry Close who confirmed that he lived adjacent to the snicket and that he was still experiencing anti social behaviour problems, which he felt, still supported the provision of a gate. He also confirmed that he had no wish to build or use the adjacent land as referred to by some residents in the report.
- Mrs Holmes of Chantry Close referred to problems she would encounter if the snicket was gated which included her key holder who used this access. She also stated that this was a public right of way which once closed would be lost and not easily returned to public use.
- Mrs Shields of Chantry Close confirmed that she had lived in the area for 24 years and that it had never been a high crime area. It was felt that gating the snicket could have the opposite affect.
- Mr John Andrews of Chantry Close stated that originally he had felt that such schemes were an excellent method of curbing anti social behaviour but he felt that this proposal would be counter productive, was in the wrong location and could not justified. He confirmed that he supported the revocation of the order.
- Mr Houghton of Carrfield Close pointed out that this was a public right of way and not a cycle track and that there should be a barrier at this point to make this clear. He did confirm that gating the snicket would be inconvenient to many residents.
- Councillor Reid confirmed that this was an unenviable decision to make but that the original petition had been collected in good faith from local residents who had, at that time, supported the gating of the snicket. She referred to the frustrations in relation to the current legislation but reluctantly she supported the revoking of the order.

She finally thanked officers for their efforts and time spent on trying to alleviate this matter.

Following consideration of all comments received the Executive Member then considered the following options. He also confirmed that he felt further trials on restricting access were required in less sensitive locations but that he must take into account the views of the Police and the even balance of local opinion.

Option A – Revoke the order by formally reviewing the gating order which exists on the snicket between Carrfield and Chantry Close, Dringhouses and Woodthorpe Ward, in accordance with s129F (3) of the Highways Act 1980.

Option B - Uphold the current gating order, re-install the gate and make it operational i.e. connect to the electricity supply.

Option C – Vary the times of closure on the order by formally reviewing the gating order which exists on the snicket between Carrfield and Chantry Close, Dringhouses and Woodthorpe Ward, in accordance with s129F (2) of the Highways Act 1980.

RESOLVED: That the Executive Member approves Option A and that the Director of City Strategy be authorised to instruct the Head of Civic, Democratic and Legal Services to formally review the order with the purpose of revoking the gating order which exists on the snicket between Carrfield and Chantry Close, Dringhouses and Woodthorpe Ward, in accordance with s129F (3) of the Highways Act 1980.¹

REASON: The restriction imposed by the order is no longer expedient in all the circumstances for the purpose of reducing crime or anti social behaviour and because of residents' concerns, which are detailed in the report.

Action Required

1. Revoke the gating order.

SS

24. PUBLIC TRANSPORT PROVISION FOR TEMPLE LANE, COPMANTHORPE

The Executive Member considered a report that detailed a number of options for reinstatement of a public transport service along Temple Lane, Copmanthorpe.

It was reported that the following representations had been received since the agenda had been published:

- Una Dalton and Nigel Brown on behalf of residents and bus passengers around Temple Lane. They expressed support for the reinstatement of the No 21 bus service along Temple Lane for two days per week.

- Yvonne Cook, Clerk to Acaster Malbis Parish Council, who supported the provision of a bus service on six days per week.
- Carol Green who confirmed that Bishopthorpe Parish Council would prefer the 21 service to the village to remain as a daily service.
- Christine Oldroyd, resident of Mount Pleasant and regular bus user, who referred to the change of options but who supported the provision of a car or community transport service for Temple Lane.
- Julian Sturdy, in support of the reintroduction of the No 21 Service for 2 days per week on Temple Lane as set out in the report.
- Derek Bowen, Copmanthorpe Parish Council in support of the option put forward by Mrs Dalton and Mr Brown.

Officers updated that a further response had been received from Bishopthorpe Parish Council reiterating their earlier expression of preference for retention of a six day a week service on a standard route, in the interests of simplicity and meeting the needs of the majority of passengers.

Mrs Dalton, made representations on behalf of users of the service. She referred to a number of elderly residents who had previously used the service and who now found it difficult to visit the doctor and local shops and to continue to lead independent lives. She confirmed that provision of a service on two days per week would be a vast improvement and that hopefully this could be agreed for a six month trial period.

Councillor Healey, confirmed that since the bus service had ceased residents of Temple Lane had contacted him in supporting the option to provide a two day service.

The Executive Member then gave consideration to the following options:

- Option (a) Provide a two or three day a week public transport link from Acaster Malbis to either Askham Bar or York City Centre using either bus or shared car options.
- Option (b) Extend First York Service 13, either in whole or part, to a new terminus in Temple Lane.
- Option (c) Join First York Service 13 (Monks Cross – Copmanthorpe) to Service 11 (Ashley Park – Bishopthorpe) via Temple Lane and Appleton Road.
- Option (d) Divert some or all Yorkshire Coastliner services from Hallcroft Lane/Top Lane via Copmanthorpe and Bishopthorpe to and from Tadcaster Road.
- Option (e) Revise the new Service 21 to run along Temple Lane and return between Acaster Malbis and Bishopthorpe.
- Option (f) Revise the new Service 21 to run some journeys each day via Bishopthorpe and some journeys via Copmanthorpe.

Option (g) Revise the new Service 21 to run via Bishopthorpe on some days and Copmanthorpe on others.

Option (h) Revise the new Service 21 to run a one way loop (Acaster Malbis – Copmanthorpe – Colton – Bolton Percy – Appleton Roebuck – Acaster Malbis) linked to existing York – Bishopthorpe route.

The Executive Member confirmed that this had proved to be a difficult issue to deal with given the low number of public transport users living on Temple Lane. He stated that he had felt that it would be better to provide a service 21 loop for a period of 6 months, if this was affordable and to allow for usage to be monitored.

RESOLVED: That the Executive Member agrees to:

- i) For a trial period of 6 months, and subject to costs being retained within the existing budget limits, to vary the number 21 bus service in line with the timetable suggested in Annex C page 71 of the Officer report; ¹.
- ii) That consideration be given by Officers as to whether a clockwise or counter clockwise route would optimise usage of the service; ².
- iii) That the numbers using the service be carefully monitored and reported to an Executive Member meeting towards the end of the 6 month trial period; ³.
- iv) In the event of this proposed revision to the 21 service proving to be unaffordable, then Officers be authorised to proceed to establish a shared hire car service to serve the Temple Lane area without the need for a further reference to a Decision Session. ⁴.

REASON: In light of representations received these proposals potentially offer the most cost effective achievable means of providing a public transport service to meet the unmet travel demands of the residents of the Temple Lane area of Copmanthorpe.

Action Required

- 1. No 21 bus service to be varied for 6 months in accordance with Annex C. SS
- 2. Officers to investigate optimum route. SS
- 3. Monitor usage of route and report back. SS
- 4. If revisions prove unaffordable authority given to Officers

to provide a shared hire car service.

SS

25. WESTMINSTER ROAD PETITIONS

The Executive Member considered a report that presented 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 the year.

The Executive Member referred to the additional comments received from the Economic and City Development Overview and Scrutiny Committee Task Group, which had been republished with the agenda. The group had set out their comments in relation to the following options detailed in the report:

Option A – Further Survey (paragraph 25 of the report)

Option B – 20 mph Speed Limit/School Travel Plan Review (paragraph 26 of the report)

Option C – Access Only Order (paragraph 28 of the report)

Option D – Banned Turning Manoeuvres (paragraph 29 of the report)

Option E – One Way Traffic (paragraph 30 of the report)

Option F – Banned turning manoeuvres with junction alterations (paragraph 32 of the report)

Option G – Point Closure along Westminster Road or The Avenue (paragraph 33 of the report)

Option H – Residents' Consultation (paragraph 37 of the report)

The Task Group stated that whichever option was ultimately chosen that there needed to be careful consultation as all the options offered advantages for some residents and disadvantages for others.

The Executive Member reported that the former Chief Executive had received five emails from residents in support of a point closure on Westminster Road and three from residents who were opposed to the closure. He also referred to the written submission received from Cllr Scott, copies of which had been circulated at the meeting. Councillor Scott asked the Executive Member to support Option G or at least a temporary interim closure to assess the impact, in addition he had asked for the left turn lane to be reinstated at Clifton Green.

It was reported that additional information on comparative traffic volumes had been provided by Officers and republished with the agenda.

Officers updated that the road humps in Westminster Road had today been reinstated and that, weather permitting, the white lines would be applied tomorrow.

Representations in support of point closure on Westminster Road were received from Mr Paul Moran who stated that neither road humps nor signage would have any affect on through traffic in this area. He requested the Executive Member to take account of resident's wishes and stated that point closure was the only solution to these problems.

Mr Begley, a resident of Westminster Road, referred to the increased volume and speed of through traffic on every day of the week. He went on to point out that residents felt that point closure was the only lasting method of resolving this traffic problem. He stated that the recently replaced road humps were less robust than those that had previously existed. The Executive Member confirmed that, if the replacement humps were not to the same specification, he would ensure replacements were constructed to the same standard.^{1.}

Councillor King confirmed that the recommendation failed to address resident's views. He stated that the original petition showed that 88% of residents living on Westminster Road gave their support to a point closure on that road, as did 50% of residents fronting onto The Avenue. He then went onto reiterate Cllr Scott's support for Option G.

Officers confirmed that there was clearly support in principle to the closure but that no consultation had been undertaken. They recommended taking some measures forward which would hopefully affect vehicle speeds and this would be followed by a survey once these were in place, prior to consideration of further works.

The Executive Member confirmed that his decision was based on the relatively low level of traffic on this link as compared with similar streets and the potential funding. He therefore felt that consideration of the proposals to restrict traffic on these roads should be delayed until traffic had adjusted to the speed hump reinstatement and traffic movements in the area had settled down.

RESOLVED: ★ That the Executive Member agrees to:

- i) Approve the course of action detailed in Options A and B of the report be approved which will allow:
 - a. Further surveys to be undertaken now the road humps on Westminster Road have been replaced and the results reported to a future Decision Session meeting.^{2.}
 - b. Progress the introduction of a 20 mph limit and undertake a review of the School Travel Plan.^{3.}
- (ii) Options G and H in the report be given further consideration as part of the reporting of the above;^{4.}

- (iii) That the option of introducing build outs or chicanes as a method of controlling both traffic speed and volumes also be evaluated; ⁵.

REASON: These options to take forward for further works to alleviate traffic problems encountered by residents in the Westminster Road and The Avenue are considered to be the most appropriate options to progress at this time.

* Note: This decision was amended at the Executive (Calling In) meeting held on 15 September 2009 - see under mentioned link to the minutes of that meeting for further details.

<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=601&MId=4346&Ver=4>

Action Required

- | | |
|---|----|
| 1. Speed humps to be checked and replaced to original specification, if required. | SS |
| 2. Surveys to be undertaken and results reported back to Decision Session. | SS |
| 3. Introduce a 20mph limit and review School Travel Plan. | SS |
| 4. Report back on these options. | SS |
| 5. Evaluate and report back on this option. | SS |

26. CITY STRATEGY CAPITAL PROGRAMME - 2009/10 MONITOR 1 REPORT

The Executive Member considered a report which set out progress to date on schemes in the 2009/10 City Strategy Capital Programme, and made adjustments to scheme allocations to align with latest cost estimates and delivery projections.

It was reported that the current approved budget for the City Strategy Capital Programme for 2009/10 was £5,786k, which included £3,374k of Local Transport Plan (LTP) funding.

It was reported that the proposed key changes were:

- Reduced allocations for the Access York Phase 1, Blossom Street Multi-Modal and Fishergate Gyratory Schemes;
- The addition of an allocation for the implementation of the Beckfield Lane Phase 2 cycle route in 2009/10;
- Inclusion of the details of the School Cycle Parking schemes in the programme;
- Reduction of the overall budget by £516k due to the virement of funds to Neighbourhood Services.

Councillor Merrett referred to the need for flexibility in Year 3 in relation to the Cycling City schemes, and questioned the air quality position and the need for a review.

The Executive Member confirmed that it was still early in the year for the capital programme likely outturn to be forecast accurately but that good progress was being made with scheme development and consultation. He went on to state that some of the schemes would as planned slip into 2010 in order to stay within budget.

RESOLVED: That the Executive Member:

- (i) Approves the adjustments set out in Annexes 1 and 2 of the report; ^{1.}
- (ii) Approves the changes to the allocation of the Cycling City funding, subject to the approval of the Executive. ^{2.}

REASON: To enable the effective management and monitoring of the council's capital programme.

Action Required

- 1. To update the programme spreadsheets and adjust the budget on the ledger. SS
- 2. Refer changes to the Executive. SS

27. ADOPTION OF HIGHWAYS ON NEW ESTATES

The Executive Member considered a report on the adoption of highways on new estates. The report had been prepared in response to his request at the Executive Meeting in April 2009.

The report provided a background to the issues, including some of the obstacles to be overcome, and suggested a number of initiatives and proposals to improve the service.

The Executive Member confirmed that this was a useful report, which detailed progress being made in adopting, for maintenance purposes, recent developments. He pointed out that the backlog in adoptions appeared to be reducing but that there was scope for regular review reports as suggested by Officers.

He then gave consideration to the following options:

Option A – to note the contents of the briefing report and request that officers prepare a further interim progress report in the final quarter of the year, which would set out highways adoptions completed and current work programme/site activity. In addition a subsequent annual progress report could be brought to the Executive Member on the service. Officers would make further contact with other local authorities to establish if improvements could be made to current systems/procedures. Arrangements would be made to establish a local developer forum, which would aim to meet twice a year, with officers and the Executive Member with the objective of discussing current development progress and future schemes.

Option B – to undertake a detailed review of highway adoption procedures.

RESOLVED: That the Executive Member:

- i) Approves Option A, as set out in paragraphs 34 to 36 of the Officer report; ¹.
- ii) Requests the Executive Member for Neighbourhoods to review the arrangements for, and costs of adopting, those streets in the City, which historically have not been maintained by the Council. ².

REASON: To allow officers to present details of the progress being made on outstanding developments and provide the basis for informed judgement. This option also proposes to establish a forum with developers in York, which it is hoped will help to promote highway adoptions more quickly.

Action Required

1. Prepare Annual and interim progress reports and establish a local developer forum. SS
2. Request Executive Member for Neighbourhoods to consider reviewing the arrangements for streets that are not currently maintained by the Council. SS

28. BLOSSOM STREET MULTI MODAL STUDY - OPTIONS REPORT

The Executive Member considered a report that presented options to be considered as part of the Blossom Street Multi Modal Study. The study was commissioned to investigate options for improving the Blossom Street / Queen Street / Micklegate / Nunnery Lane junction and enhancing the streetscape of Blossom Street between this junction and its junction with Holgate Road, with the aim of improving accessibility and safety for all road users, particularly pedestrians; cyclists; and public transport users.

Mr Sydes made representations as a resident of Dringhouses and as a regular cyclist on this route. He made the following points;

- Questioned why the narrow focus of the study had concentrated on the Blossom Street area as a wider solution he hoped would take in the Mount and Tadcaster Road;
- Encouraged the making of brave decisions to gain maximum benefit for cyclists;
- Disputed the need to pursue an alternate cycle route to avoid the Blossom Street junction as cyclist's would prefer to have a direct through route at this point;
- Need to obtain a joined up approach.

Councillor Merrett confirmed his agreement with Mr Sydes comments. He stated that this was a difficult issue to address and that a wider view should

be taken. He confirmed that he spoke on behalf of the 3 Ward Members and made points on the following issues:

- Queen Street crossing arrangements at Option 1a displaced the pedestrian crossing away from the desire line;
- Options 1a and 1b delivered virtually nothing and even in some cases disadvantages and were not value for money;
- Hoped for increased consultation in relation to any future proposals;
- Any partial closure of Micklegate Bar would require extensive consultation with local businesses and users.

The Executive Member gave consideration to the following options:

- Option 1 (as detailed in paragraphs 17-19 of the report)
- Option 2 (as detailed in paragraphs 20-22 of the report)
- Option 3 (as detailed in paragraphs 23-26 of the report)
- Option 4 (as detailed in paragraphs 27-29 of the report)

RESOLVED: That the Executive Member authorises the further development of the following aspects of the Officer report:

- i) Options 1a and 1b;
- ii) Arrangement to give westbound cyclists priority access through Micklegate Bar (para. 43 of the Officers report);
- (iii) Provision of alternative quiet routes for cyclists to avoid the Blossom Street junction including access through the Station car park to Holgate Road (paras. 40,41 and 42 of the Officer report);^{1.}
- (iv) That representations be made to the Department of Transport that, recognising York's pioneering role as a Cycling City, they agree to the trial introduction of an advanced cycle green traffic light phase of 10-15 seconds at this junction (para. 46 of the Officer report);^{2.}
- (v) That the option of banning daytime loading within 30 metres of the Blossom Street junction be further evaluated;^{3.}
- (vi) That the other proposals included in Options 2 – 4 and which involve the reduction in the number of traffic lanes, together with the proposals included in paragraphs 38,39 and 44, and including a "do nothing" option, be subject to public consultation through Your City and other channels. The consultation results to be reported to a future Executive Member Decision Session.^{4.}

REASON: To enable officers to progress the scheme sufficiently to be able to present an option to be taken forward to detailed design for further consideration prior to construction.

Action Required

- | | |
|--|----|
| 1, 3. and 4. Officers to pursue these options. | SS |
| 2. Contact Dept of Transport regarding trial introduction of advanced cycle green light phase. | SS |

29. CITY OF YORK LOCAL TRANSPORT PLAN 3

The Executive Member considered a report that outlined the development of York's Third Local Transport Plan (LTP3) to cover the period from 2011 onwards, and in particular outlined the proposals for consultation. The aim of the consultation was to, firstly, identify issues and priorities for a long-term (20-year) transport strategy and shorter term policies and implementation plans required for LTP3 and, secondly, to generate support and agreement for the strategy and range of policies and measures to be included in LTP3.

The report also included a summary of the latest guidance for producing LTPs and the other national, regional and local policies, strategies and plans that would influence the production and content of LTP3.

It was reported that the only comment received since the publication of the report had been from Councillor Gillies. He pointed out that although the reports sentiments could not be argued with that there was a fine balance between encouraging the points and lifestyles mentioned and acting as 'Big Brother'.

Officers updated that there may be some delays in the October start date mentioned in the Preparation Dates in Table 1, paragraph 41 of the report.

The Executive Member confirmed that this was the first step in updating the Local Transport Plan and that it would not be until after the outcome of the General Election that a clearer idea of available resources was known.

RESOLVED: That the Executive Member for City Strategy:

- (i) Notes the content of the report, particularly Table 1 which outlines the proposed activities and timescales for producing LTP3.
- (ii) Approves the process proposed in Table 1, subject to the presentation of the consultation strategy to the Executive Member for a decision at a future date, prior to the commencement of consultations. ¹
- (iii) Approve the "LTP3 Draft Vision" as the initial founding principle for consultations on LTP3, which may be

subsequently amended as a result of the consultations and ².

- (iv) Requests Officers to present the long-term transport strategy to the Executive Member for a decision at a future date, prior to the commencement of consultations. ³.

REASONS: (i) To determine the process for producing LTP3 in compliance with Government guidance.

- (ii) To enable the subsequent long-term transport vision and consultation strategies to be presented to the Executive Member for decision at a future date, prior to the commencement of the initial consultation.

Action Required

- 1. Report back on consultation strategy prior to consultation. SS
- 2. Draft Vision to be used as the founding principle for consultation. SS
- 3. Report back on long term transport strategy. SS

Cllr Steve Galloway, Executive Member for City Strategy
[The meeting started at 4.00 pm and finished at 5.45 pm].



Decision Session - Executive Member for City Strategy

20 October 2009

Report of the Director of City Strategy

BECKFIELD LANE – EXTENSION OF CYCLE ROUTE

Summary

1. Following the recent introduction of off-road cycle facilities on the east side of Beckfield Lane between Boroughbridge Road and Ostman Road, this report looks at extending these facilities. A scheme proposal is developed which seeks to maximise the potential for promoting safe and sustainable travel to nearby schools, shops, and other local facilities whilst aiming to minimise likely construction difficulties and costs.

Recommendations

2. That the Executive Member approves the amended (following consultation) scheme shown in **Annex E** for construction.

Reason: To extend the existing cycle facilities in order to provide a complete cycle route on Beckfield Lane whilst trying to address resident's comments and concerns about the original proposals, where possible.

Background

3. A segregated shared use footway / cycle track has recently been introduced on the east side of Beckfield Lane between Boroughbridge Road and Ostman Road. This provides a link between Manor School and the on-road signed route on Ostman Road / Danebury Drive giving access to many residential streets and the centre of Acomb. At the EMAP meeting on 8 December 2008, when that scheme was approved, officers were also asked to develop proposals for extending cycle facilities further along Beckfield Lane. Providing a complete cycle route on Beckfield Lane would be in accordance with the Local Transport Plan strategy of developing York's cycle network in order to help promote cycling as a sustainable mode of transport.
4. Outline proposals to extend the off-road cycle track were discussed at the Executive Member Decision Session on 7 July 2009. The report to that meeting highlighted several practical difficulties in continuing the segregated footway /

cycle track down the east footway to Wetherby Road, and concluded that it would be better to switch the cycle facilities to the west side via a crossing facility at a suitable point. Consultation on previous schemes had highlighted the need for improved pedestrian crossing facilities near the shops south of Ostman Road and therefore, a toucan crossing in this area would serve both purposes. The Executive Member authorised Officers to proceed with detailed design and public consultation based on the outline proposals as shown in **Annex A**.

Proposed Cycle Facilities

5. Following more detailed design work, the scheme shown in **Annex B** was developed for consultation. Key features include:-
 - The widening and lengthening of the existing crossing refuge on Ostman Road, to allow a cyclist to wait in the refuge area without overhanging the carriageway. This would link into the recently installed cycle facilities.
 - The existing footway widened to 3.8m with 1.8m allocated to the footway and 2.0m allocated to the cycle track.
 - Cyclists positioned on the carriageway side of the footway.
 - Short sections of unsegregated path are needed around pedestrian crossing points and bus stops where the paths of pedestrians and cyclists have to cross.
 - A toucan crossing adjacent to the shops south of Ostman Road. As the installation of a toucan crossing would provide a safer controlled crossing point, the pedestrian refuge just south of Ostman Road is no longer required and would be removed.
 - Where visibility is adequate, crossing points at side roads will be set back to allow a car to wait at the give way line without blocking the path of pedestrians and cyclists. The crossing points will also be highlighted to drivers using a band of coloured anti-skid surfacing across the carriageway.
 - Just south of Knapton Lane, southbound cyclists will be directed across Beckfield Lane over the existing speed table to rejoin the carriageway and then proceed through the traffic calmed area towards the Wetherby Road junction. This would be supported by markings and signs.
 - Two sets of dropped kerbs for northbound cyclists to gain access to the start of the proposed cycle track. One set would be provided on Wetherby Road before its junction with Beckfield Lane, and the other at the start of Beckfield Lane just after the roundabout. These would be supported by markings and signs to guide cyclists off the carriageway.

Consultation Feedback

6. Public consultation on the package of proposals was carried out in August 2009. This involved a letter and plan being sent to around 450 households and businesses which would be most directly affected by the proposals. In addition, the proposals were published on the Council website. A survey seeking the views of potential users of the facility from outside the immediate area was sent to the 117 residents of Acomb and Westfield wards who indicated they would be willing to take part in further studies following the Cycling City survey. Details were also sent to

relevant Councillors and various other interested parties for comment, such as the emergency services, local schools, and road user groups. The feedback received is summarised below, along with officer comments where appropriate.

Residents

7. Twenty-four responses were received from local residents; nine in support, twelve against and three neither in support nor against. A petition against the scheme was also submitted which was signed by 38 residents representing 22 households and the residents of a retirement home. The front page of the petition is provided as **Annex C**. The proposals were also published on the website but have generated little feedback. One resident cycles on Beckfield Lane daily and supports the proposals, and 2 residents (1 cyclist, 1 non-cyclist) were against the proposals. The main issues from the consultation are discussed below along with officer comments, where appropriate. Some additional minor comments and concerns are summarised along with officer comments in **Annex D**.
8. *The scheme is not justified, and the number of cyclists who would use the facility does not warrant the removal of grass verge and added markings and signs.*

Officer response

A traffic survey undertaken on Beckfield Lane just south of Ostman Road from 7am to 7pm recorded 292 cycles on carriageway and 171 cycles on the existing footpath. Representations have also been made expressing concern about cycling on-road on Beckfield Lane, and appreciation of the existing cycle track north of Ostman Road. Hence there is strong evidence that the proposed off-road cycle facilities will be well used.

9. *There are more dangerous roads for cyclists which should be treated first.*

Officer response

There have been five accidents on the southern half of Beckfield Lane in the last three years and one involved a cyclist, although this is not considered to indicate a significant road safety problem. When setting each year's cycling capital programme, some schemes are targeted towards improving safety for cyclists but other factors are also taken into account. Extending the Beckfield Lane cycle scheme is included in this year's programme because it would contribute to the city's cycle network, encourage more cycling, and support safe routes to school.

10. *There will be an increased risk of accidents between cyclists and vehicles leaving driveways.*

Officer response

The distance between the cycle track and the boundaries of adjacent properties will vary between 2.5 to 4.5m. This distance should provide adequate visibility given that vehicles should be moving slowly and drivers will be aware of the presence of cyclists.

11. *There will be an increased risk of accidents between cyclists and pedestrians, particularly older people.*

Officer response

Many cyclists already choose to use the footway. Therefore the introduction of a legitimate cycling facility which will provide a significantly wider path overall should reduce the present potential for conflict between pedestrians and cyclists.

12. *Cycle lanes should be provided on the carriageway.*

Officer response

This was considered at the feasibility stage but rejected for practical reasons. The carriageway width along most of the southern half of Beckfield Lane is around 6.8m. This is less than the width of most local distributor roads in York, which tend to be 7.3m wide or greater. Given that the recommended minimum width for an on-road cycle lane is 1.5m, and the minimum practical width for the adjacent traffic lane is 2.8m to avoid frequent vehicle encroachment of the cycle lane, the overall road width required would ideally be 8.6m. This means that Beckfield Lane is significantly too narrow for cycle lanes to be considered. Widening the road by the desired amount of 1.8m would result in the loss of most of the trees, and be extremely expensive because of the need to divert utility pipes and cables which run down the verge. Hence this is not a viable option.

13. *Cyclists may be encouraged to cycle on the footway at locations where this type of facility does not exist.*

Officer response

Appropriate signs and markings would be provided to make it clear that this is a specially provided cycle facility, so should not encourage cycling on other footways.

14. *Cyclists will not want to stop and give way at every side road.*

Officer response

There are four side roads on this section, but only one is considered to be quite busy, which is Knapton Lane. Where possible, the crossing point would be set back 5m so one waiting car would not block the passage of a cyclist. Therefore, although cyclists will be required to give way at each side road, they should not experience any significant difficulties or delays. An alternative design to give cyclists priority over vehicles at side roads has been ruled out as at some of the side roads there is restricted visibility for vehicles turning left into the side road as drivers may not be able to see a cyclist crossing.

15. *A zebra crossing would be preferred to a toucan crossing because there would be no audible signal, no waiting for pedestrians, and less delay to vehicles.*

Officer response

A toucan crossing is a crossing facility for use by both pedestrians and cyclists and is more appropriate where higher numbers of cyclists are expected. At a zebra crossing, a cyclist is required to dismount and walk across to gain priority over

vehicles, these rules are not well known which may result in confusion over who has right of way. Whilst an audible signal is proposed for the benefit of people with visual impairments, the volume would be turned down to a low level during the day, and would be turned off at night. A rotating cone below the push button is also used to give a tactile signal to visually impaired users, so the presence of an audible signal is not essential.

16. *Why does the cycle track have to switch sides?*

Officer response

It is unfortunately not practical to continue the cycle track down the east footway to the junction with Wetherby Road because of the position of a row of trees which would have to be removed and a steep gradient on the verge south of the Runswick Avenue junction. There would also be drainage problems near the alleyway to Jute Road and poor visibility around Beckfield Place. In addition, there is a larger potential catchment area who would have direct access to the route from the west side. Therefore the west footway is considered more favourable for the majority of the cycle facilities on this half of Beckfield Lane.

17. *Cyclists would not be willing to cross at the toucan crossing and would continue along the footway.*

Officer response

Where cyclists begin or end their journey is a likely major factor in whether they choose to cross and use the designated cycle facility. It is considered that only cyclists going very short distances from the end of the cycle track would be tempted to continue on the footway beyond the toucan crossing because it will become much narrower and pedestrian activity will hinder their journey. Signing will also be provided to encourage cyclists to cross at the toucan. The crossing will be designed to be responsive to the prevailing traffic conditions, when there is very little traffic it will only be a few seconds before the signals change to allow pedestrians and cyclists to cross.

18. *The household waste site entrance is an area of concern, both for cyclists on the proposed off-road cycle track and road users in general.*

Officer response

The household waste site is open for 18 hours per week in Summer and 12 hours per week in Winter, although it does generate a lot of traffic when open. The plan showed tactile paving and red surfacing in error but as the footway continues across the access these are not required. It would be preferable to lay green surfacing over the access to signify cyclists right of way. This change is shown in **Annex E**.

19. *A more formal pedestrian crossing should be provided on Beckfield Lane between the junction of Knapton Lane and the shops near Runswick Avenue.*

Officer response

Observations suggest that there are far fewer pedestrians crossing here than near Ostman Road and it is therefore unlikely that a formal pedestrian crossing could be

justified. However, pedestrian and traffic surveys have been commissioned to help quantify existing pedestrian numbers and the difficulties they have in crossing the road. The outcome of this more detailed assessment will be presented as an officer update at the meeting.

20. *Southbound cyclists should be able to leave the cycle track nearer the roundabout as there is a lot of activity immediately south of Knapton Lane including a bus stop and Sainsburys entrance to negotiate.*

Officer response

Following a review of this element of the scheme a second set of dropped kerbs is proposed which would be provided south of Fellbrook Avenue so a southbound cyclist would be able to choose where they join the carriageway, this choice of crossing point would assist cyclists going to the local shops, and those wishing to avoid the area. This amendment is shown in **Annex E**.

21. *Bus passengers using the shelter near Fellbrook Avenue will have to cross the cycle track to reach a stopped bus.*

Officer response

It is proposed to implement a shared area around the bus stop so neither side is allocated to cyclists, although following a direct line they are more likely to use the side closest to the kerb. Rotating the bus shelter and moving it towards the kerb was considered so passengers did not have to cross the full width of the shared area to reach the bus, but because of the close proximity to Fellbrook Avenue this would cause visibility problems for drivers pulling out of the junction.

Comments in support of the proposals

22. Comments made in support of the proposals included:
- representations from those with children attending a local school or who like to go out for family bike rides.
 - The newly installed facility to the north of Ostman Road was praised by a wheelchair user for its improved surface and crossing points.
 - Concern was expressed that the carriageway of Beckfield Lane is unpleasant to cycle on.

Potential User Opinion Survey

23. The survey shown in **Annex F** was sent to the 117 residents in Acomb and Westfield wards who had indicated that they would be willing to take part in further studies following the Cycling City survey. 68 responses were received. 44 of these residents cycle on Beckfield Lane, 26 of these have used the off-road path, and 33 said they would use the proposed section between Wetherby Road and Ostman Road. In addition, 20 of the total respondents said that a complete cycle route would encourage them to start cycling or cycle more. Overall, 49 respondents thought the proposals were a very good or fairly good idea.

Member Views

24. Officers consulted with Ward Councillors Horton and Simpson-Laing, plus Councillors D'Agorne, Gillies and Potter on the proposals. Their responses are summarised below.

Ward Member Views

25. *Cllr David Horton does not believe that the scheme represents value for money. He thinks that whilst a cyclist may be safer off-road, having to stop and give way at every side road is not desirable. He considers that there is potential for conflict with vehicles pulling out of driveways.*

Officer response

These issues have also been raised by local residents and have been discussed above.

26. *Cllr Tracey Simpson-Laing requested that her comments be included in full, which are as follows:*

'Beckfield Lane does not have heavy usage or speeding during the day time and so there is I feel no justification either for the already installed 'off road ' cycle path or the proposed extension. In recent years a police road survey, undertaken between 10am and 2pm, bore this fact out. At all times possible, except where there are known high speeds and heavy traffic - such as Clifton Bridge- cyclists should be encouraged to cycle on the road as otherwise a culture of a 'false sense of security' is created.

The fact that the proposed extension to the cycle path crosses the road will only cause more incidents than are already being reported by residents as those using the 'path' will not swap sides but continue on the side they have started their journey on. I am sure that residents will ask of CYC insurances of enforcement, but as we are clearly aware NYPF will not see this as a priority. Officers need to address this issue before they progress any further with this scheme and with that in mind it should be taken as a reason to reject the scheme.

Finally, there are many many dangerous sections of road in the City which need work undertaking to increase cycling, Beckfield Lane is not one. Only by undertaking such schemes will cycling increase, and it will not increase to and from Manor School, believing that the cycle path extension would do so is I am afraid very poor planning.'

Officer response

Many of these issues are similar to those raised by the residents and some elements have been discussed above.

In addition, traffic surveys have shown 7747 vehicles using Beckfield Lane in a typical 12 hour period from 7am to 7pm. Data obtained by the police in October 2008 does show a tendency towards speeding around 7 to 8am and 3 to 6pm.

Following complaints by residents, Beckfield Lane is subject to police enforcement targeting, under their speed complaint strategy.

As part of the Cycling Strategy included in LTP2 the DfT's hierarchy of provision was adopted which stated that on-road facilities would be investigated before off-road alternatives, and the provision of cycle lanes on Beckfield Lane was considered at length but ruled out in earlier reports.

Other cycling schemes in this years programme include Crichton Avenue, Fulford Road, Lendal Hub station (subject to Members approval) and other minor infrastructure works. Consultation on the options for Blossom Street will also begin this year.

In the city-wide cycling questionnaire carried out in November last year twice as many non-cyclists and lapsed cyclists stated that they would consider cycling if there were more off-road facilities provided, rather than on-road cycle lanes. Representations have also been made expressing concern about cycling on-road on Beckfield Lane and counts show around a third of cyclists are using the footway now. So, there is strong evidence that some cyclists prefer off-road facilities, which would make a difference to which mode of transport they choose.

Other Member Views

27. Cllr Ian Gillies agrees with the Ward Councillors and does not support the proposals.
28. Cllr Ruth Potter shares Cllr Horton's views on the proposals, that the scheme does not represent value for money, stopping at side roads is inconvenient for cyclists, and there may be conflict at driveways.
29. Cllr D'Agorne had not submitted any comments at the time of finalising this report. Any comments received will be presented as an update at the meeting.

Emergency Services

30. The **Police** are generally supportive of the scheme and raise several points as follows:
 - *There is a conflict point between northbound cyclists entering the cycle track at the Wetherby Road roundabout and pedestrians crossing at the refuge.*

Officer response

The design has been reviewed and because of this issue, it is considered appropriate to omit this access point from the design. Any cyclists coming from this section of Wetherby Road would have to join the cycle track on Beckfield Lane. However, due to there being very few properties in this direction, there is not considered to be a large number of cyclists affected. The amended design is shown in **Annex E**.

- *Vehicles turning right out of Knapton Lane would have to give way to pedestrians and cyclists crossing Beckfield Lane on the speed table just south of the junction. This may result in confusion over priority and potential conflict.*

Officer response

Pedestrians already use the speed table to cross Beckfield Lane with no conflict with vehicles being reported or observed to date.

- *Bus passengers using the shelter near Fellbrook Avenue will have to cross the cycle track to reach a stopped bus.*

Officer response

This has been discussed in paragraph 21.

- *On-road cycle lanes would narrow the carriageway width for vehicles and therefore have a speed reducing effect.*

Officer response

Widening the carriageway to provide cycle lanes has already been discussed at length in previous reports, and has been ruled out. Cycle lanes are sometimes laid on narrower carriageways, but only where no other alternatives exist, as vehicles would frequently overrun the cycle lane and it may become ignored.

31. At the time of writing the report, no response had been received from the Fire and Rescue Service or Ambulance Service.

Local Schools

The feedback received from the local schools is as follows:

32. **York High** support the proposals.

Manor CE – awaiting comments.

Carr Infants – awaiting comments.

Carr Juniors – awaiting comments.

Road User Groups

33. **York Access Group** support the proposals but would like to see more consideration given to the provision of a formal crossing point south of Knapton Lane. In addition, they would like further crossing improvements on Wetherby Road at the roundabout

Officer comments

The request for a formal crossing south of Knapton Lane has been raised by residents and is discussed in paragraph 19. Pedestrian and cycle crossing facilities on Wetherby Road are outside of the scope of the current scheme and would need to be considered as part of a future transport capital programme.

34. **York Cycle Campaign** does not support the scheme for the following reasons:

- *They refer to the hierarchy of provision in Local Transport Note 2/08 Cycling Infrastructure Design (LTN 2/08) and suggest that off-road cycle tracks should only be used if no other alternatives are available. They state that following local cycle infrastructure guidelines, cycle lanes should be provided on-carriageway without widening.*

Officer response

A similar off-road cycle track has already been provided on Beckfield Lane north of Ostman Road, but only after other options had been considered. Local guidelines state that cycle lanes should be provided on sub-standard width carriageways only where there are no other alternatives. The average carriageway width of Beckfield Lane is 6.8m and to provide adequate lanes of 1.5m for cycles at both sides would only leave traffic lanes of 1.9m in each direction. This would result in vehicles entering the cycle lanes most of the time and is unlikely to have much benefit for cyclists. Overall, an off-road cycle track is considered to be the most appropriate facility, particularly as many of the cyclists in the area are children.

- *According to LTN 2/08, the minimum recommended width for a two-way cycle track is 3m, and at 2m the proposed facility is too narrow.*

Officer response

As there are very few locations in York where these widths are achievable, local guidelines suggest an absolute minimum width of 3m in total for the segregated footway / cycle track facility. The proposals put forward feature 2m for the cycle track and 1.8m for the footway, and as the route is unbounded on both sides, the width is not considered to be too narrow for the number of cyclists expected. This arrangement has been installed on the first section and is operating well. At times, there are a high number of cyclists using the facility but as this is linked to schools it is a predominantly tidal flow.

- *Other issues raised by the York Cycle Campaign are cyclists would be in close proximity to driveways increasing the risk of conflict with vehicles, cyclists may be encouraged to cycle on the footway at locations where this type of facility does not exist, and cyclists would be required to give way at side roads.*

Officer response

These issues have been raised by residents and responded to in paragraphs 10, 13 and 14

Revised Scheme Proposals following Consultation

35. Several points were raised which could be addressed with beneficial modifications to the scheme. These amendments are shown in **Annex E** and are as follows:

- At the entrance to the household waste site, the plan showed tactile paving and red surfacing in error. As the footway continues over this access, tactile paving

is not required, and as pedestrians and cyclists have right of way this would be signified by green surfacing.

- Where cyclists cross and join the southbound carriageway, a second set of dropped kerbs is proposed which would be provided south of Fellbrook Avenue so a cyclist would be able to choose where they join the carriageway, this choice of crossing point would assist cyclists going to the local shops, and those wishing to avoid this busy area.
- It is considered appropriate to omit the access point to the off-road cycle track on Wetherby Road to avoid any conflict with pedestrians crossing at the refuge island. Any cyclists coming from west of the Wetherby Road roundabout would have to join the cycle track on Beckfield Lane. However, due to there being very few properties in this direction, there is not considered to be a large number of cyclists affected.

Options on the Way Forward

36. Officers consider that the Executive Member has four options to consider:

Option One – authorise construction of the proposal shown in **Annex B**;

Option Two – approve an amended scheme (**Annex E**), plus any other changes to the proposal that the Executive Member considers necessary, for construction;

Option Three – approve a scheme layout from **Annex B** or **E** but defer construction work on the scheme at this time, and keep the scheme in reserve for consideration at a later date for potential inclusion in future transport capital programmes.

Option Four – abandon the scheme completely.

Analysis of Options

37. Option One - Cycle facilities linking the new Manor School site to Beckfield Lane as far south as Ostman Road have recently been constructed. The proposals discussed in this report will complement those already in existence and provide another phase which will fulfil the aim of having cycle facilities over the full length of Beckfield Lane. These cycle facilities will serve destinations including local shops and other businesses, and provide benefits for cyclists travelling beyond the area, particularly to local schools. In addition, pedestrians will benefit from another controlled crossing facility in an area with high demand.

Using the 'Evaluation Tool' recently developed to assess and prioritise cycle schemes, the proposed extension of cycle facilities on Beckfield Lane can be compared to other schemes. Schemes are scored within a possible range of –30 to +38. More information on how these scores are calculated can be found in the report to this Decision Session entitled 'Cycling Infrastructure within York – Principles, Standards and Evaluation Tool'.

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

38. Option Two - has the same benefits as Option One but also takes into consideration many of the concerns expressed during the consultation to make the scheme more attractive and usable.
39. Option Three – deferring the scheme to a later date will not address the issue of the current off-road cycling on the section of Beckfield Lane with no current facilities and may discourage some people from cycling this route especially school children. Many parents have stated in the past that they would prefer their children to cycle to school using off-road facilities as they perceive on-road lanes to be too dangerous for children to use safely especially during the peak periods. Deferring the scheme, however, may enable other higher-priority schemes to be progressed such as those involving the orbital route or the major radial routes.
40. Option Four will not address the current issues on the southern end of Beckfield Lane and may be seen as a barrier to cycling by potential cyclists.

Corporate Priorities

Completion of a cycle route would contribute to the following corporate priorities:

41. Sustainable City – Providing an off-road facility for cyclists would help encourage cycling particularly for journeys to Manor School, but also for other residents who may otherwise travel by car. This is also in line with objectives contained within the Local Transport Plan 2006-11.
42. Safer City – The carriageway of Beckfield Lane is quite narrow and cyclists may get squeezed by impatient car drivers, but an off-road route would prevent this from happening. In addition, a controlled crossing facility would provide a safer place for pedestrians and cyclists to cross the road.
43. Healthy City – Increased cycling as a result of any scheme will help improve the health and lifestyle of people. Extra crossing facilities may also promote increased walking particularly among more vulnerable pedestrians.

Implications

This report has the following implications:

Financial

44. An allocation of £285k is included in the 2009/10 City Strategy Capital Programme for implementation of a scheme. The current estimate is within that allocation. The 2009/10 programme is over-committed so progress on some schemes may need to be slowed and delivery slipped into 2010/11. Details of any possible adjustments to the capital programme would be presented to the Executive Member in the Monitor 2 report on 1st December 2009.

Human Resources

45. None.

Equalities

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

Legal

47. 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

Crime and Disorder

48. None.

Information Technology

49. None.

Land & Property

50. All the proposed works would be within the adopted highway.

Risk Management

51. In compliance with the Council's risk management strategy, the main risks linked to this report are discussed below:-

Strategic

52. None.

Physical

53. If it is decided to implement the proposals, the main physical risk to achieving implementation on time is thought to be the need to move or protect services in the ground, where the layout of the highway is being altered. Close liaison with the Utility companies would take place to identify and try to programme any necessary works to fit the overall implementation timetable. In addition, work around the trees may lengthen construction time to minimise the potential for any damage. Methods of working would be devised in conjunction with the Council's arboricultural officer.

Financial

54. The report contains initial estimates, as always upon more detailed investigation there is a potential risk that scheme costs may increase. The need to move or protect underground services poses the main area of financial uncertainty about the overall cost of the scheme.

Organisation/Reputation

55. There is a risk of criticism from the public if a complete route on Beckfield Lane is not pursued as discussed at the EMAP meetings of 8 September and 8 December 2008, and the Decision Session on 7 July 2009. Likewise, there is a risk of criticism from consultees who are against the proposal.
56. Measured in terms of impact and likelihood, the risk score for all these risks has been assessed at less than 16 (see table below). 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.

Risk Category	Impact	Likelihood	Score
Physical	Medium	Possible	9
Financial	Medium	Possible	9
Organisation/Reputation	Medium	Possible	9

Contact Details

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Chief Officer Responsible for the report:

Damon Copperthwaite
Assistant Director
(City Development & Transport)

Report Approved



Date 2 October 2009

Specialist Implications Officer(s)

There are no specialist implications.

Wards Affected: Acomb

All

For further information please contact the author of the report.

Background Papers:

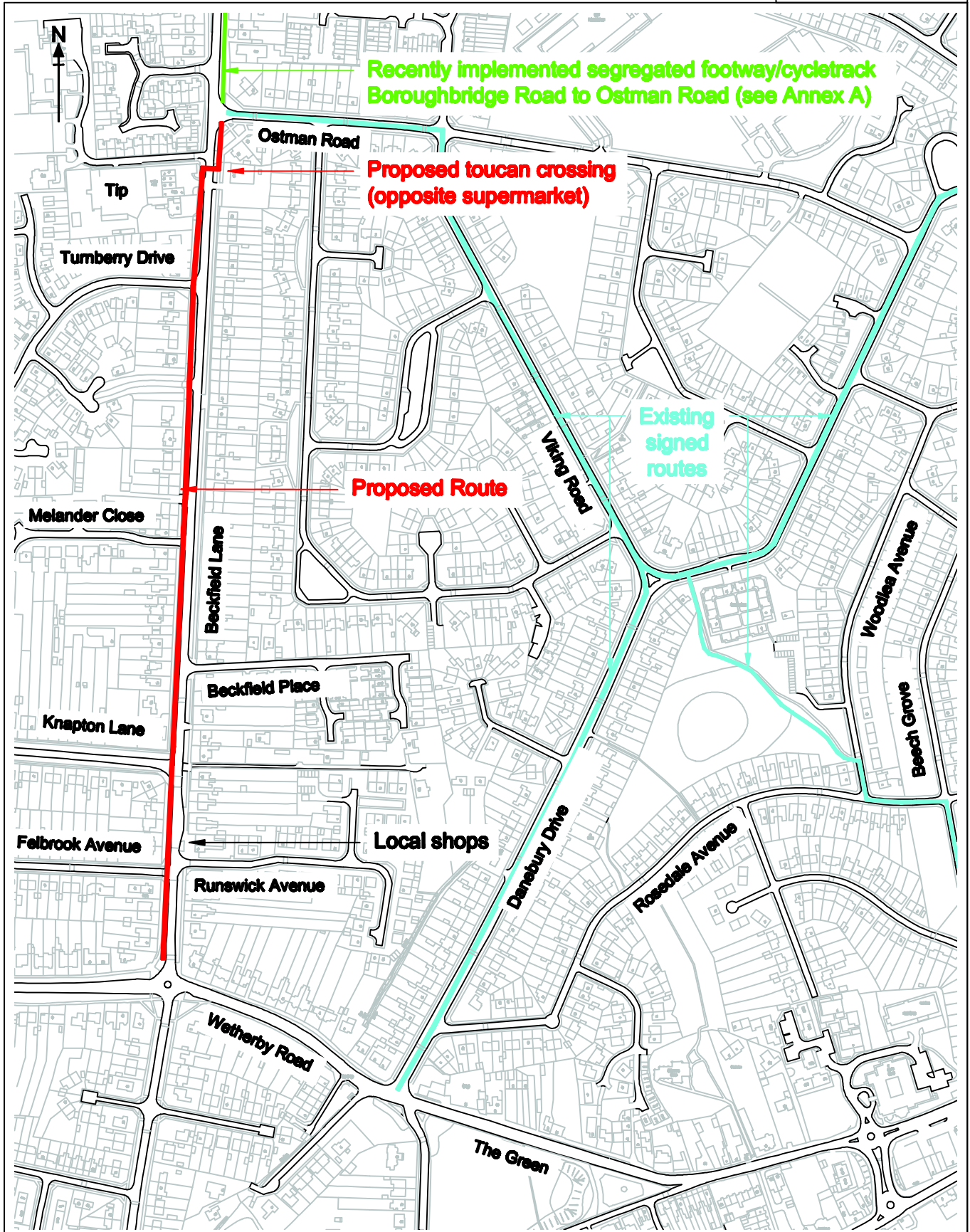
“Beckfield Lane – Pedestrian / Cyclist Improvements” – report to the meeting of the Executive Members for City Strategy and Advisory Panel held on 8 December 2008.

“Beckfield Lane – Extension of cycle route“ – report to the Decision Session of the Executive Member for City Strategy held on 7 July 2009.

Annexes

- Annex A Beckfield Lane – Ostman Road to Wetherby Road – outline proposals for an extension of pedestrian/cycle facilities and existing routes in the area – discussed at Decision Session 7 July 2009.
- Annex B Beckfield Lane – Ostman Road to Wetherby Road – proposed extension of pedestrian/cycle facilities and toucan crossing.
- Annex C Petition objecting to the proposals
- Annex D Other issues raised by residents
- Annex E Beckfield Lane – Ostman Road to Wetherby Road – proposed extension of pedestrian/cycle facilities and toucan crossing with minor amendments.
- Annex F Cycling survey sent to the residents of Acomb and Westfield who had indicated they would be willing to take part in further studies following the Cycling City survey.

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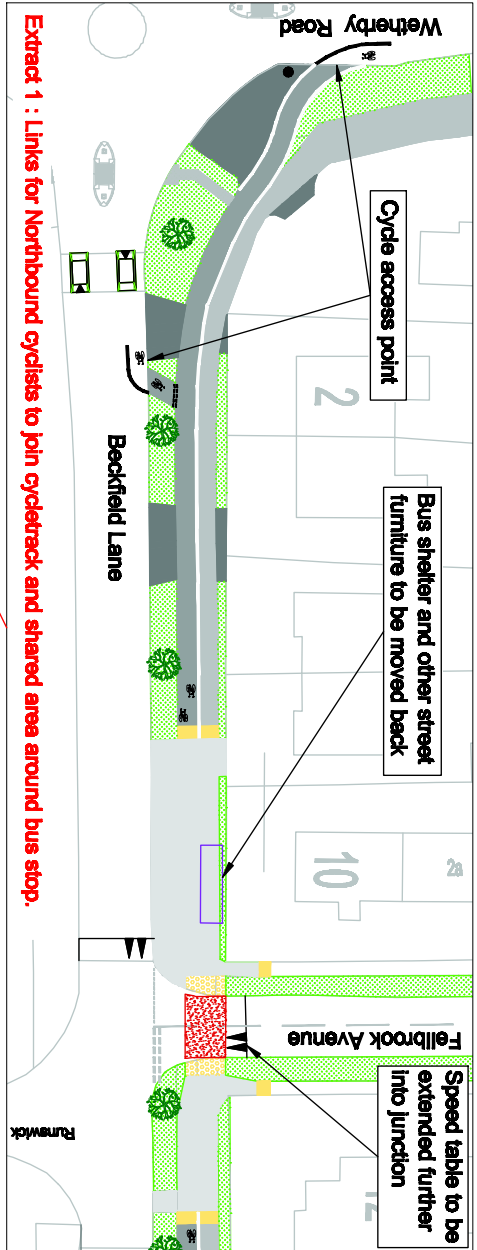


**Beckfield Lane: Ostman Road to Wetherby Road
Extension of cycle route**

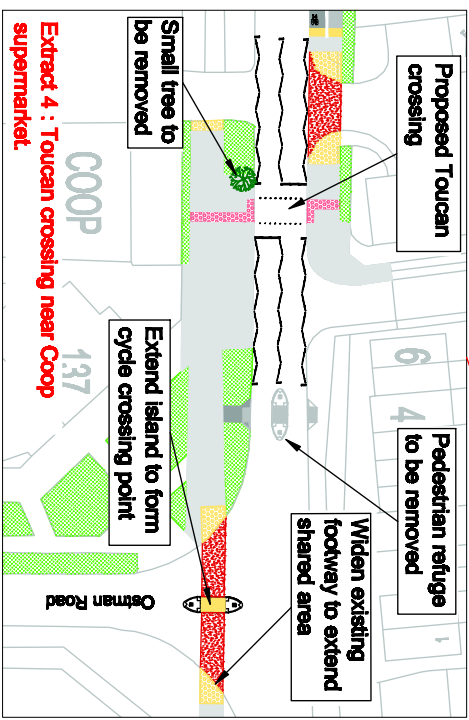
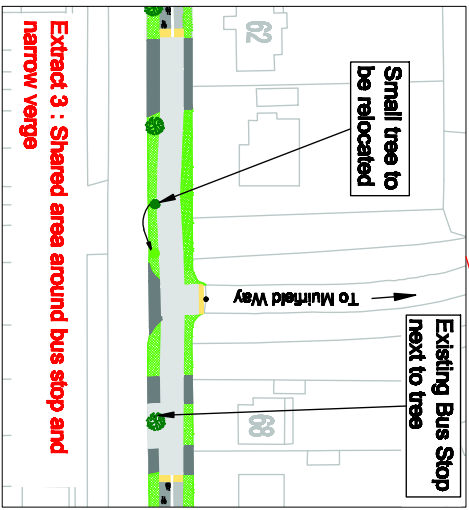
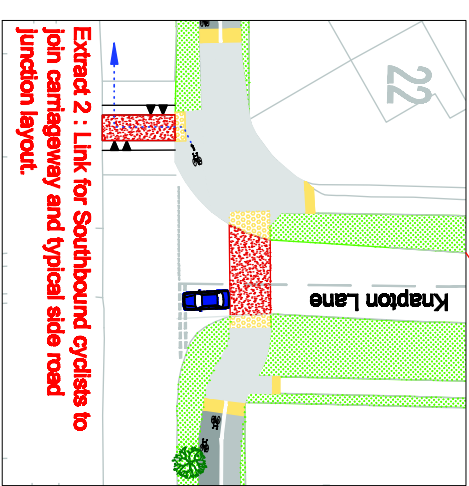
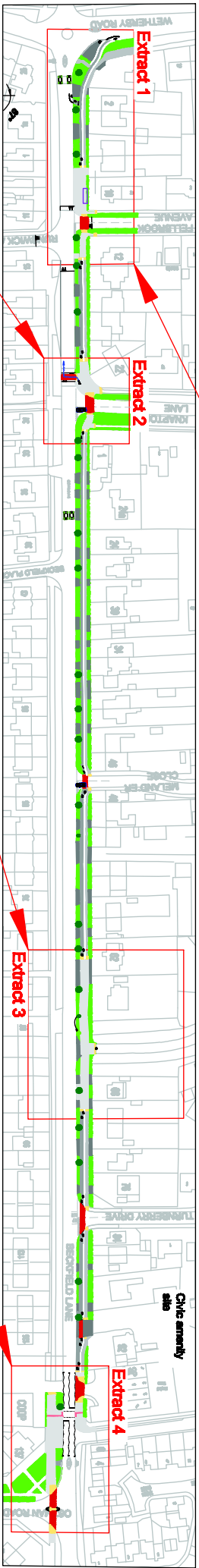
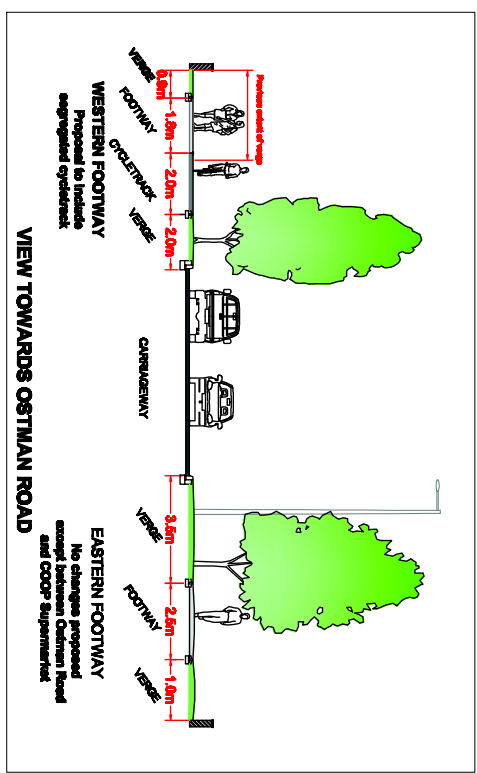
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Extract 1 : Links for Northbound cyclists to join cycletrack and shared area around bus stop.



KEY

	Segregated Footway/ Cycle path
	Shared Area
	Road surfacing
	Verges
	Warning Pavement
	Tactile Pavement
	Tree
	Speed Caution
	Speed Table

Beckfield Lane cycle route - Ostman Road to Wetherby Road

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PETITION FROM BECKFIELD LANE RESIDENTS RE PROPOSED CYCLE TRACK

We strongly object to the proposed cycle track outside our homes. We do not believe that the limited number of cyclists (including Manor School pupils) who would be using the facility merits the destruction of the grass verges and the defacing of the paved areas. We also do not believe it is appropriate to convert existing pathways to cycle tracks in residential areas as there is a real danger of potential accidents caused by cars leaving driveways with limited vision or cyclists colliding with our many elderly residents.

Name & Address	Signature(s)	Name & Address	Signature(s)
JEAN SHAW 16 BECKFIELD LANE		Brian Goddard 10 Beckfield Lane	
DENNIS SHAW 16, BECKFIELD LANE ACOMB, YORK		PLUM GALVIN 10 Beckfield Lane	
S. T. ELLIS 23 Beckfield Lane Acomb York		LINA DTSOY 8 BECKFIELD LN	
L. P. ELLIS 23 BECKFIELD LANE ACOMB		ANDY BYSON 8 BECKFIELD LANE	
C. SMITH 58 BECKFIELD LANE ACOMB		H. J. P. P. P. P. 24 B. Lane.	
W. E. MORRISON 19 B. B. F. S. L. LANE ACOMB		DR. C. C. C. C. 24 Beckfield Lane	
MRS ELLIS SMITH ABBOTFIELD HSE 12 BECKFIELD LANE YORK		MR D. G. BOUTON 26 BECKFIELD LANE	
MRS C. BISHOP ABBOTFIELD HSE YORK		A. RUDDOCK (CYCLIST) 58 BECKFIELD LANE	
ABBOTFIELD HSE		A. RUDDOCK 28 BECKFIELD LANE	
WILLIAM MCWILLIAMS ABBOTFIELD HSE 12 BECKFIELD LANE		H. CHRISTMAS 40 BECKFIELD LN YORK	
ABBOTFIELD HSE		D. SMITH 58 BECKFIELD	
D. CAMPBELL		K. J. SAINES 68 BECKFIELD LANE	
ABBOTFIELD HSE House-keeper			
Mr Ellis ABBOTFIELD HSE 12 BECKFIELD LANE			

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Other Issues Raised by Residents

1. *Any money would be better spent providing a layby to accommodate on-street parking outside the shops which adds to congestion when the household waste site is open.*

Officer response

Funding allocated to this scheme would not be used for any proposals except cycling improvements and public money is generally not used to benefit parking outside private commercial premises. As the household waste site is only open part of the time, remedial measures to reduce congestion are not considered appropriate.

2. *A cycle link could be provided from Muirfield Way through the park area.*

Officer response

The park is managed by LCCS, but the footpath is adopted highway, so some further investigation and consultation would be required, but a cycle link could provide a short cut to around 90 properties. If the current proposals are approved, we will investigate this matter further.

3. *Knapton Lane would benefit from a small section of 20mph zone with a speed table near its junction with Beckfield Lane to increase safety at this point.*

Officer response

Although any reduction in vehicle speed is welcome, it is assumed that vehicles on the approach to the junction are already slowing down, so any measures would have limited effect on inbound traffic.

4. *Is the bus shelter near Fellbrook Avenue needed?*

Officer response

Two bus services use this bus stop, one is hourly, and the other is less frequent. However, it is not unusual for new routes to start or for the frequency of existing services to change. Therefore, removing a shelter would be to the detriment of existing and future passengers and is not considered appropriate in this instance.

5. *The cycle track access points are not needed because cyclist could enter the cycle track using existing vehicular driveways.*

Officer response

A dedicated cycle track access point is proposed because a cyclist using a vehicular access could be faced with an oncoming vehicle.

6. *Removing the verges will cause drainage problems.*

Officer response

Drainage requirements would be considered carefully as part of the detailed design.

7. *Construction could cause damage to the trees.*

Officer response

We work closely with our arboricultural officer throughout the construction of all schemes to minimise the potential for any damage to the trees, and follow national guidance BS5837:2005 'Trees in relation to construction', and National Joint Utilities Guidelines (NJUG) 4.2.

8. *The rumble effect of warning paving is often avoided by people with pushchairs as it is unpleasant for the child occupant. In addition, on the cyclist side it can become slippery when wet or icy.*

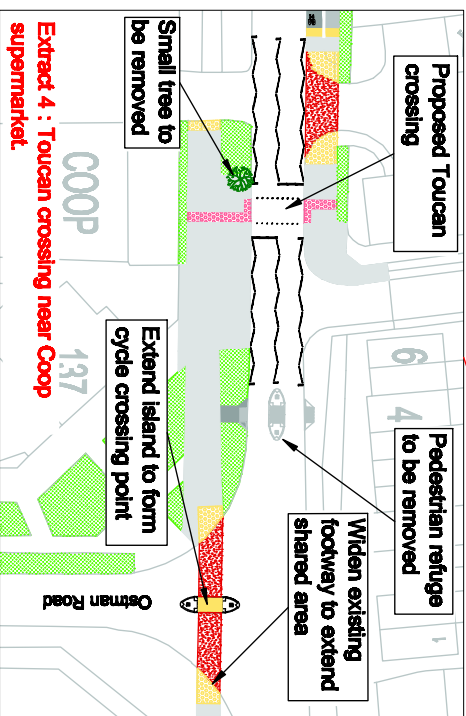
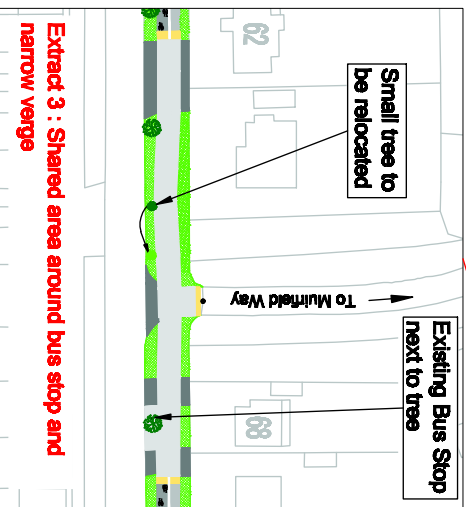
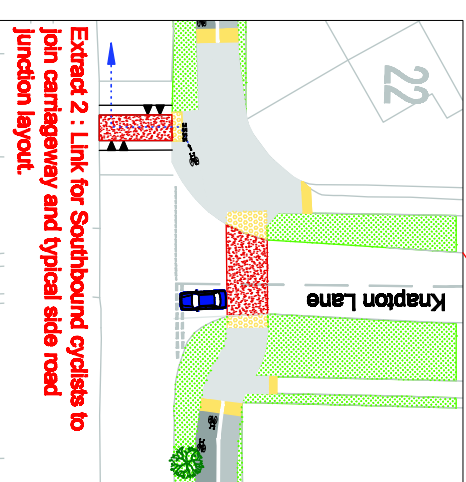
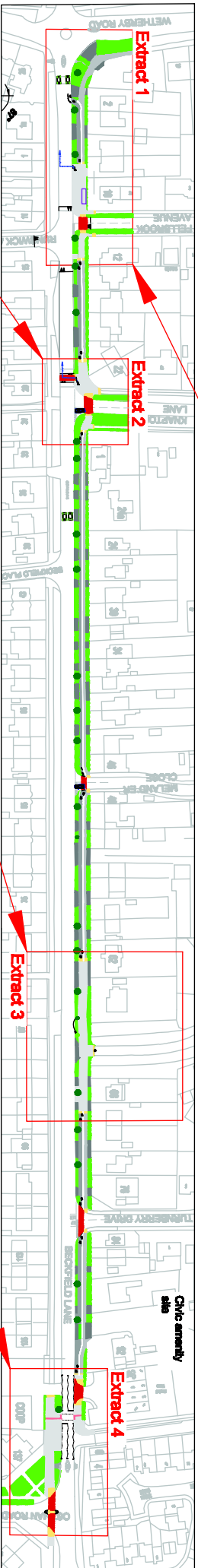
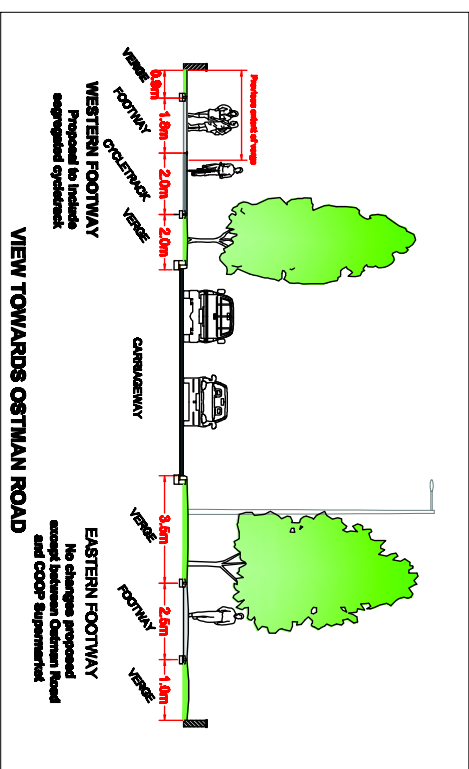
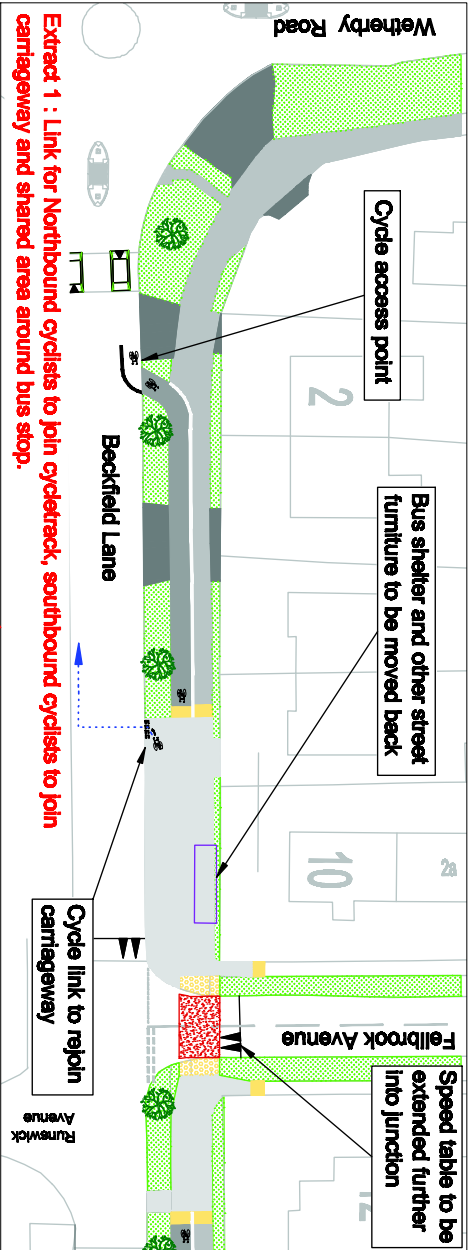
Officer response

Ladder pattern warning paving is installed to assist people with visual impairments and allow them to identify which side of a footway / cycle track is for pedestrians. Its installation is in line with national guidance so cannot be a different design or omitted.

9. *The eastern footway should be improved as well for the benefit of pedestrians.*

Officer response

The footway maintenance programme is decided annually following a survey of every footway in the council area which identifies the areas in most need of treatment. This year, Beckfield Lane did not fall into this category so is not in the 2009/10 programme. However, regular inspections would also pick up any defects in need of repair which would be treated separately.



KEY

	Segregated Footway/ Cycle path
	Shared Area
	Road surfacing
	Verge
	Warning Pavement
	Tactile Pavement
	Tree
	Speed Cautions
	Speed Table

Beckfield Lane cycle route - Ostman Road to Wetherby Road

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Beckfield Lane, Acomb – Cycling Survey

About you and cycling (Please circle all that apply)

- 1 Do you cycle?
Yes – Daily/A few times a week/Once a week/Once a month/Less than once a month
No – Please go to Question 6
- 2 For what purposes do you cycle? For...
Commuting / Business / Leisure / Fitness / Shopping / Personal / Other.....

Cycling on Beckfield Lane, Acomb

- 3 Do you cycle on Beckfield Lane?
Yes – Daily/A few times a week/Once a week/ Once a month/Less than once a month
No – Please go to Question 6
- 4 Do you use the new cycle path on Beckfield Lane (between Ostman Road and
Boroughbridge Road)?
Yes / No, I don't cycle there / No, I cycle there, but use the carriageway
- 5 If implemented, would you use the proposed cycle path on Beckfield Lane between
Ostman Road and Wetherby Road (see attached plan)?
Yes / No, I wouldn't cycle there / No, I would cycle there, but would use the carriageway
- 6 Would a complete off-road cycle route on Beckfield Lane encourage you to start cycling or
cycle more?
Yes / No / No – I have no reason to cycle in the Beckfield Lane area
- 7 Do you think the proposed cycle path on Beckfield Lane between Ostman Road and
Wetherby Road is a..? (see attached plan)
Very good idea/Fairly good idea/Neither good, nor bad idea/Fairly bad idea/Very bad idea
- 8 Why do you think this?

Thank you for your time in completing this survey. Please return it to us in the freepost envelope provided by Friday 11th September, 2009.

If you wish to be kept informed about progress on the proposals, please provide your details below. These will be treated in the strictest confidence.

Name E-mail.....
Address.....
.....
.....



Decision Session Executive Member for City Strategy

20th October 2009

Report of the Director of City Strategy

Petition Concerning the Erection of Bollards and Chicanes to Prevent Speeding Down ETTY Avenue.

Summary

1. This report advises the Executive Member for City Strategy of the receipt of a petition from residents of ETTY Avenue. The petition requests that the council take steps to tackle the speed of traffic on ETTY Avenue with the erection of bollards and chicanes.

Recommendations

2. The Executive Member is asked to agree to Officers offering residents a Community Speed Indicator Device (SID) and the necessary training to enable the community to monitor traffic speeds on ETTY Avenue.

Reason - Engineering measures are not considered appropriate however SID will enable speed to continue to be monitored and drivers will be made aware of the speed at which they are travelling. This will help resolve community issues as well as comply with the Speed Review process.

Background

3. The petition was received by the City of York Council on the 22 September 2008 and contained 80 signatures. A copy of the residents petition is attached at Annex A.
4. The petition regards the request for bollards and chicanes to be installed on ETTY Avenue due to a problem with speeding traffic.
5. The issue that is raised in the petition is the following:

The petition requests that Bollards or Chicanes be installed to prevent traffic speeding on ETTY Avenue.

6. In the last three years there have been no recorded casualties on this stretch of road relating to the issue raised in the petition. Looking back at records there has only been one accident listed as slight. A child cycled out from

behind a stationary Ice Cream van and into the path of a moped. This account was verified by an independent witness.

7. ETTY Avenue was traffic-calmed in early 1997 and was provided with speed cushions, the Walmgate Neighbourhood forum funded this scheme.

Speed Review Process and Partnership Collaboration

8. As documented in the last Speed Review update (EMAP March 2009) there has been on going work to join with other partners (North Yorkshire Fire Service and Police) to improve and streamline the way we handle speeding complaints and issues across the city.
9. The basis for this process is the existing Speed Review Criteria, documented in Annex B, which has been broadened from simply considering engineering remedies and now takes into consideration casualty reduction and community concerns about the speed issues. As part of this work, the partners have been exploring ways in which they can provide other options for speed concerns, where the existing data led process results in a low score, meaning that engineering interventions are not appropriate.
10. A simplified diagram of how the process works is included in Annex C.
11. The primary measures used to assess speed data should be the mean speed and the 85th percentile speed. (i.e the speed at or below which 85 cars out of a 100 travel in free flow conditions).
12. All three agencies (CYC, North Yorkshire Fire Service and Police) are actively involved in the mechanics and delivery of this process. Casualty reduction the main priority for the council, because the key performance indicator is reducing killed and seriously injured.

Analysis of Data

13. The speed limit for this road is 30mph. Between the 7th and the 14th September 2009 a seven day speed survey was carried out to record speed travelled and establish if speeding was an issue that affected this road.
14. The mean speed for traffic on ETTY Avenue was recorded at 15mph, and the 85th percentile speed for traffic travelling on ETTY Avenue was recorded at 18mph. The highest speed recorded was 30mph.
15. The road is therefore a category four road in the Speed Review process, with speeds being recorded as low, as well as having a low casualty rate regarding speeding traffic.
16. The issue appears to be one of perception rather an actual speeding against the posted speed limit, as the highest speed recorded was 30mph and no vehicles exceeded the speed limit. However the residents may still consider the speeds to be inappropriate for the road.

17. The traffic calming implemented in 1997 is sufficient to restrain the traffic speed to speeds below 30mph.

Options

18. Option 1, In response to the petition and subsequent data analysis on ETTY Avenue the following proposal should be offered to residents:

A Community Speed Indicator Device and the necessary training should be offered to residents if they wish to monitor traffic speeds.

19. Option 2, No further action

Analysis Of Options

20. Option 1 looks at providing the concerned residents with an opportunity to use a Community Speed Indicator Device (SID). This would allow the community the opportunity to address anti-social driving behaviour and influence drivers style of driving through education.
21. The Community Speed Indicator Device (SID) is particularly beneficial when tackling the casual speeder who may not have realised that they are driving too fast or breaking the speed limit. The SID does not record and store the data but does notify the driver of their speed and helps to make them more aware of potential hazards in the area and the appropriate speed at which they should be travelling. The community are more aware of the actual speed of traffic travelling along the road as they will need to monitor the equipment at all times it is used.
22. The agreed (at EMAP) Speed Review process is data led and ensures that limited resources are targeted at locations where there are significant casualty and or speed issues. This location does not fall within that category and has not been put forward for additional signing or traffic calming measures.
23. Option 2, Not address community concerns, and the data does not suggest targeted enforcement is appropriate.

Consultation

24. Councillor Pierce would like it to be known that Ward members are aware of the incident involving a child and a moped and suggests that perhaps full-width speed bump may be more effective than bollards and chicanes.
25. The Hull Road ward committee feels that a speed gun would also be an ineffective way to combat speed on a long-term basis.
26. Councillor Pierce goes on to suggest that road signs should be erected warning drivers of children screened by parked cars. And that the council

should instigate a mix of physical measures and signing to prevent a repeat of last year's incident.

27. Councillor Potter supports option for the community Speed Indicator Device to be offered to residents of ETTY Avenue.

28. Councillor D'Agorne feels that an inappropriate speed can still be an issue below the maximum limit - using the phrase 'an issue of perception' implies that it is fine to drive at a speed that is inappropriate, as long as it is below 30mph, and that the resident's perception is at fault, not the driver behaviour or the speed limit.

Corporate Priorities

29. The council's Corporate Strategy aims to increase the use of public and other environmentally friendly modes of transport is relevant to this report. Fears of being a causality are a real deterrent to more people walking and in particular cycling. By implementing a robust programme of speed management measures to reduce excessive speeding, which targets the minority of drivers whose driving behaviour poses the greatest risk to others, overall safety can be improved and an increase in active transport use achieved. The recommendation therefore contributes to the sustainable city and safer city objectives.

Risk Management

30. In line with risk management requirements, the risks have been evaluated as low and require monitoring only.

Implications

- **Financial** – None, will be delivered from existing funds
- **Human Resources (HR)** – None
- **Equalities** – None
- **Other** – None

Contact Details

Author:
Kathryn MacKay
Road Safety Assistant

Chief Officer Responsible for the report:
Damon Copperthwaite
Assistant Director (City Development & Transport)
Directorate of City Strategy

Report Approved **Date** 8 October 2009

Specialist Implications Officer None

Wards Affected:

Hull Road

All

For further information please contact the author of the report

Background Papers:

All relevant background papers must be listed here.

Annexes

All annexes to the report must be listed here.

Annex A – Petition handed to CYC from ETTY Avenue Residents.

Annex B – Speed Review Criteria

Annex C – Simplified diagram of Speed Review Criteria

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Annex A

Signed petition for Bollards
+ chicanes on etty ave
Drop kerbs get all cars off
The road, spend money etty like they have in
Beufarm.

Name & address	Comment.
mr + mrs evans. 30 etty ave Hill York	To stop speeding Drivers and night time Boy racers

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Annex B

Criteria for assessing speed issues, as agreed at Meeting of Executive Members for City Strategy and Advisory Panel - October 2006:-

This established that, speeding issues should be assessed against certain criteria:-

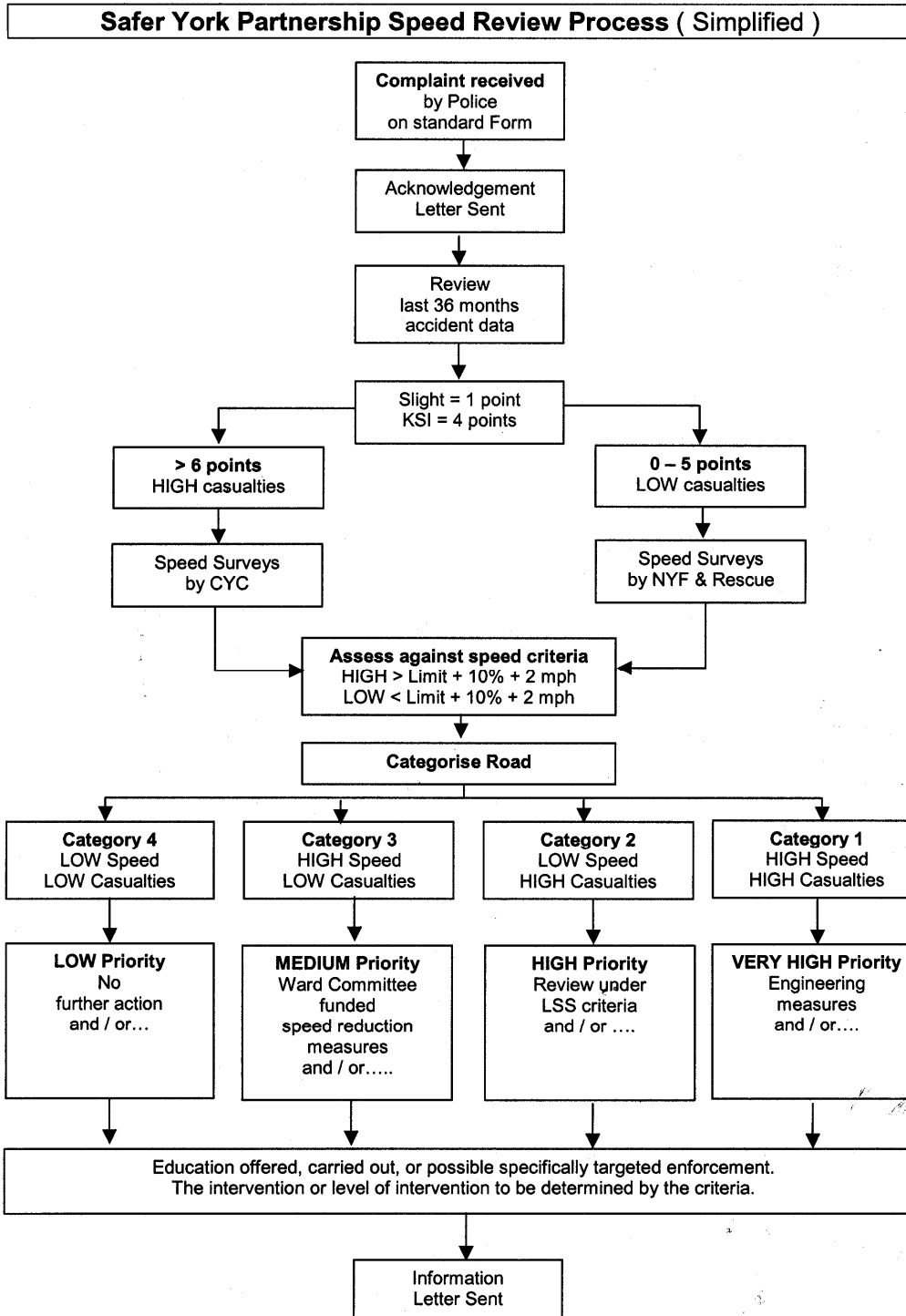
1. **a. Injury accident record** - based upon North Yorkshire Police data, for the preceding three years, and prioritised on severity using the standard categorisations of fatal, serious, or slight. Officers use a points scoring system to rank sites as high or low. This is based on a slight casualty receiving 1 point, with a fatal or serious casualty being weighted at 4 points. A total points score of 6 or more is need for the site to be given a "high" ranking.

b. Speed data - collected using automatic counting equipment and conducted over a period of at least 24 hours.
2. The **mean (average) speed** recorded by the survey provides a good overall indication of the speed environment, but it does not give a good indication of how many drivers may be exceeding the legal speed limit by a significant amount.
3. The **85th percentile speed** helps to show this by indicating the speed not exceeded by 85 % of the traffic surveyed, and hence is the level exceeded by the other 15%. Based on national guidelines, the threshold levels generally used by the Police for speed limit enforcement purposes are worked out by the following formula:-
4. Threshold speed = speed limit + 10% + 2mph. For example in a 20 zone, the formula would look like:-
5. Speed limit + 10%+ 2mph = 20mph + 2 + 2mph = **24mph**
6. The table below summarises the thresholds above which vehicle speeds are regarded as "high" within the assessment framework adopted by the Council:

Speed Limit	Threshold (mean speeds)	Threshold (85 th percentile speeds)
20 mph	20 mph	24 mph
30 mph	30 mph	35 mph
40 mph	40 mph	46 mph
60 mph	60 mph	68 mph

7. Is then categorised using a scale of 1 - 4, with 1 being the highest priority, as shown in the following table:

Category	Speed	Casualties	Priority	Treatment
1	High	High	Very High	Speed management measures
2	Low	High	High	Casualty reduction measures
3	High	Low	Medium	Speed management measures, <i>if funds available or through Ward Committee Funding</i>
4	Low	Low	Low	None



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Decision Session - Executive Member for City Strategy**20 October 2009**

Report of the Director of City Strategy

Petition Concerning Speeding traffic at the Entrance to West Bank Park From the Junction of New Lane and Hill Street.**Summary**

1. This report advises the Executive Member for City Strategy of the receipt of a petition from residents of New Lane and Hill Street. The petition requests that the council take steps to tackle the speed of traffic on the junction of New Lane and Hill Street opposite West Bank Park.

Recommendation

2. The Executive Member is asked to agree to Option One with Officers offering residents a Community Speed Indicator Device (SID) and the necessary training to enable residents to monitor traffic speeds in the New Lane and Hill Street area.

Reason - Engineering measures are not considered appropriate however SID will enable speed to continue to be monitored and drivers will be made aware of the speed at which they are travelling. This will help resolve community issues as well as comply with the Speed Review process.

Background

3. The petition was received by the City of York Council and contains 129 signatures. A excerpt of the resident's petition is attached in Annex A.
4. The petition concerns the junction at New Lane and Hill Street, Holgate opposite West Bank Park.
5. The issue that is raised in the petition is the following:

That the speed of traffic travelling at the entrance of West Bank Park prevents children crossing safely to the park from the junction of New Lane and Hill Street.

6. In the last three years there have been no recorded casualties on this stretch of road relating to the issue raised in the petition.

7. Records show that, there is only one recorded accident in the last 10 years, and this involved a driver who was taken seriously ill at the wheel of his car. No one was injured as a result of this crash.

Speed Review Process And Partnership Collaboration

8. As documented in the last Speed Review update (EMAP March 2009) there has been on-going work to join with other partners (CYC, North Yorkshire Fire Service, North Yorkshire Police) to improve and streamline the way we handle speeding complaints and issues across the city.
9. The basis for this process is the existing Speed Review Criteria, documented in Annex B, which has been broadened and now takes into consideration, not just casualty reduction, but also community concerns about speed issues. As part of this work, the partners have been exploring ways in which they can provide other options for speed concerns, where the existing data led process results in a low score, meaning that engineering interventions are not appropriate.
10. The primary measures used to assess speed data should be the mean speed and the 85th percentile speed. (i.e the speed at or below which 85 cars out of a 100 travel in free flow conditions).
11. All three agencies (CYC, North Yorkshire Fire Service and North Yorkshire Police) are actively involved in the mechanics and delivery of this process. Casualty reduction is the council's main priority, because the key performance indicator is reducing the number of killed and seriously injured on our roads.
12. It should be added that parental responsibility is key and that the Council offers proactive measures such as pedestrian training to primary schools in York as part of the three identified strands of road safety – education, engineering and enforcement.

Analysis of Data

13. The speed limit for this road is 30mph. Between the 24th June and the 1st July 2009 a seven-day speed survey was carried out to establish if speeding was an issue that affected this road.
14. The mean speed for traffic travelling from Acomb Road towards New Lane was recorded at 25mph, and the 85th percentile speed for traffic travelling from Acomb Road towards New Lane was recorded at 32mph.
15. The mean speed for traffic travelling towards Acomb Road was recorded at 26mph, and the 85th percentile speed for traffic travelling towards Acomb Road was recorded at 32 mph.
16. The road is therefore categorised as a category 4 road in the speed review process, with speeds being recorded as low against the posted speed limit,

as well as having a low casualty rate regarding speeding traffic. The issue appears to be one of perception rather than actual speeding. However the residents may still consider the speeds to be inappropriate for the road.

Options

17. In response to the petition and subsequent data analysis on New Lane and Hill Street Junction, the following options could be offered to residents.

Option One

18. A Community Speed Indicator Device and the necessary training should be offered to residents if they wish to monitor traffic speeds.

19. In addition to this the Police have already passed the data over to the Neighbourhood Police teams who will use the data led evidence to target speed enforcement on the road.

Option Two

20. No further action

Analysis Of Options

21. Option One looks at giving the concerned residents an opportunity to use a Community Speed Indicator Device (SID). This would allow the community the opportunity to address anti-social driving behaviour and influence drivers style of driving through education.

22. The Community Speed Indicator Device (SID) is particularly beneficial when tackling the casual speeder who may not have realised that they are driving too fast or breaking the speed limit. The SID does not record and store the data but does notify the driver of their speed and helps to make them more aware of potential hazards in the area and the appropriate speed at which they should be travelling by flashing up their recorded speed and a happy or sad face. The community are more aware of the actual speed of traffic travelling along the road as they will need to monitor the equipment at all times it is in use.

23. The Police use the data to identify specific times of day when traffic has been recorded as speeding and then use this information to undertake enforcement issues aimed at that particular time of day.

24. Option Two looks at no further action being taken with regards to the perception of speeding at the New Lane Hill Street Junction opposite West Bank Park.

25. The speed review process does not look at reducing the speed limit on the road instead it looks at reducing the speeds on the road against the posted speed limit. A report considering how to take forward 20mph speed limits in

York will be presented to the Executive Member Decision Session in November.

Consultation

26. The Holgate Councillors wish it to be known that they reject option two, as they believe that doing nothing does not respect the concerns of the petitioners. They support option one, that the Community Speed Device (SID) Indicator should be offered to the residents of Hill Street and New Lane with the suggestion that a review be carried out in the near future to establish whether the action taken is responding to residents concerns over speeding at the New Lane and Hill Street Junction.

27. Councillor D'Agorne has suggested that this road is an ideal candidate for a 20 mph limit.

Corporate Priorities

28. The councils Corporate Strategy aim of increasing the use of public and other environmentally friendly modes of transport is relevant to this report. Fears of being a casualty are a real deterrent to more people walking and in particular cycling. By implementing a robust programme of speed management measures to reduce excessive speeding, which targets the minority of drivers whose driving behaviour poses the greatest risk to others, overall safety can be improved and an increase in active transport use achieved. The recommendations in this report therefore contribute to the Safer City and Sustainable City priorities.

Risk Management

29. In line with risk management requirements, the risks have been evaluated as low and require monitoring only.

Implications

- **Financial** – None, will be delivered from existing funds
- **Human Resources (HR)** – None
- **Equalities** – None
- **Other** – None

Contact Details

Author:
Kathryn MacKay
Road Safety Assistant
Tel No. (55)1387

Chief Officer Responsible for the report:
Damon Copperthwaite
Assistant Director (City Development & Transport)
Directorate of City Strategy

Report Approved



Date

08 October 2009

Specialist Implications Officer

Wards Affected: Holgate Ward

All

For further information please contact the author of the report

Background Papers:

All relevant background papers must be listed here.

Annexes

All annexes to the report must be listed here.

Annex A – Petition handed to CYC from New Lane/ Hill Street Junction (Holgate) Residents.

Annex B – Speed Review Criteria

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Tackle Speed on New Lane

We the undersigned ,call on the council to take steps to tackle the speed of traffic at the entrance to West Bank Park in order to improve the safety of children crossing to the park from the junction of New Lane and Hill Street.



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Criteria for assessing speed issues, as agreed at Meeting of Executive Members for City Strategy and Advisory Panel - October 2006:-

This established that, speeding issues should be assessed against certain criteria:-

1. **a. Injury accident record** - based upon North Yorkshire Police data, for the preceding three years, and prioritised on severity using the standard categorisations of fatal, serious, or slight. Officers use a points scoring system to rank sites as high or low. This is based on a slight casualty receiving 1 point, with a fatal or serious casualty being weighted at 4 points. A total points score of 6 or more is need for the site to be given a "high" ranking.

b. Speed data - collected using automatic counting equipment and conducted over a period of at least 24 hours.
2. The **mean (average) speed** recorded by the survey provides a good overall indication of the speed environment, but it does not give a good indication of how many drivers may be exceeding the legal speed limit by a significant amount.
3. The **85th percentile speed** helps to show this by indicating the speed not exceeded by 85 % of the traffic surveyed, and hence is the level exceeded by the other 15%. Based on national guidelines, the threshold levels generally used by the Police for speed limit enforcement purposes are worked out by the following formula:-
4. Threshold speed = speed limit + 10% + 2mph. For example in a 20 zone, the formula would look like:-
5. Speed limit + 10%+ 2mph = 20mph + 2 + 2mph = **24mph**
6. The table below summarises the thresholds above which vehicle speeds are regarded as "high" within the assessment framework adopted by the Council:

Speed Limit	Threshold (mean speeds)	Threshold (85 th percentile speeds)
20 mph	20 mph	24 mph
30 mph	30 mph	35 mph
40 mph	40 mph	46 mph
60 mph	60 mph	68 mph

7. Is then categorised using a scale of 1 - 4, with 1 being the highest priority, as shown in the following table:

Category	Speed	Casualties	Priority	Treatment
1	High	High	Very High	Speed management measures
2	Low	High	High	Casualty reduction measures
3	High	Low	Medium	Speed management measures, <i>if funds available or through Ward Committee Funding</i>
4	Low	Low	Low	None



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

20 October 2009

Report of the Director of City Strategy

VEHICLE ACTIVATED SIGNS (VAS) POLICY

Summary

1. This report contains suggested policy guidelines for the use of VAS and options for monitoring VAS installations to assess their effectiveness.

Recommendations

2. That the Executive Member notes the content of the report and approves the following:-

- a. Local Transport Plan(LTP) funding will only be used where the 85%ile speed equals or exceeds the signed limit by 10%+2mph (i.e. 35mph in a 30mph limit, and 46mph in a 40mph limit). This would be consistent with the speed enforcement thresholds employed by the police.

Reason: To ensure a consistent approach and targeted use of LTP resources.

- b. Where the LTP funding criteria is not met, a Ward Committee or Parish Council may still wish to fund the installation of a VAS. In this situation, it is recommended that a threshold of 85%ile speeds being 10% above the speed limit should be adopted (i.e.33mph in a 30mph limit and 44mph in a 40mph limit).

Reason: To make sure VAS are used in appropriate areas.

- c. That monitoring of traffic speeds at VAS sites is carried out at approximately 3 months after implementation to gauge initial performance, and then again at around 3 years (or earlier if considered appropriate), along with a review of accident records, to assess the long term effectiveness of the sign.

Reason: To ensure appropriate data is available to enable an informed decision to be made about whether a VAS should be retained (and replaced when required), or redeployed somewhere else.

- d. That the outcomes of this monitoring process and officer recommendations be reported to the Executive Member in respect of LTP funded VAS, and Ward Members in respect of Ward Committee funded VAS, for decisions to be made on the retention or possible re-deployment of the VAS.

Reason: To ensure that matters relating to VAS deployment are considered by the appropriate body.

Background

3. Vehicle activated signs (VAS), are a relatively recent addition to the range of road side signs that are authorised by the Department for Transport (DfT). They display a message when they are approached by a vehicle exceeding the speed limit or going too fast for the type of road, for instance at a hazard such as a bend. For example, a 'warning sign' can be displayed to advise of a specific hazard ahead, such as a bend or crossroads, or the 'speed limit' sign to remind motorists of the prevailing limit. In addition a displayed traffic sign may be accompanied by the message 'SLOW DOWN'.
4. The DfT in Traffic Advisory Leaflet 1/03 state that VAS should be considered only where there is an accident problem associated with inappropriate speed that has not been satisfactorily remedied by standard signing.
5. The introduction of VAS in York has been discussed in a number of previous "Six Monthly Review of Speeding Issues" reports, which were considered by the Executive Member for City Strategy and Advisory Panel (EMAP). At the meeting of EMAP on 30 October 2006 it was decided that the use of VAS in York should not be restricted only to those locations where there is a casualty record.
6. As a result of decisions made at these meetings there are currently 50 VAS in York, all relating to speed limits (7 in 20mph speed limits, 38 in 30mph and 5 in 40mph limits). Of these, 16 have been funded by Ward Committees. So far, no hazard warning VAS have been introduced in York.
7. A general assessment of the performance of these VAS signs was reported to EMAP in March 2009. This showed that the effectiveness of VAS tends to reduce with time as drivers become familiar with them. Therefore EMAP requested this report to review the criteria for installation of new VAS signs, monitoring procedures, and what to do if they become ineffective.

Proposals

General Application of VAS

8. To avoid a proliferation of their use and a dilution of their effect on drivers, it is recommended that the CYC policy should be to only use VAS (for speed management or hazard warning purposes) where there is data led evidence that one would be beneficial, and after other low cost solutions have been fully considered.

Speed Management VAS

9. Requests for speed management VAS will normally be evaluated through the Speed Review process. As part of this a speed survey will be carried out to give evidence of whether a VAS is justified.

10. To warrant Local Transport Plan (LTP) funding it is recommended that a VAS should only be considered where the 85%ile speed equals or exceeds the signed limit by 10%+2mph (i.e. 35mph in a 30mph limit, and 46mph in a 40mph limit). This would be consistent with the speed enforcement thresholds employed by the police.
11. Where this LTP funding criteria is not met, a Ward Committee or Parish Council may still wish to fund the installation of a VAS. In this situation, it is recommended that a threshold of 85%ile speeds being 10% above the speed limit should be adopted (i.e.33mph in a 30mph limit and 44mph in a 40mph limit).
12. VAS are usually set up to trigger at a speed level 10% above the signed limit. This allows for a degree of inaccuracy in the speedometers of vehicles and thereby avoids complaints about the sign being displayed when a driver thinks they are travelling within the speed limit. Therefore, providing a VAS where the 85%ile speed is lower than this level would result in only a small number of drivers seeing the “Slow Down” message.

Hazard Warning VAS

13. The potential use of hazard warning VAS will normally be assessed through the Local Safety Scheme or Danger Reduction Scheme evaluation processes. As part of this process the following sources of data will be looked at; police injury accident records, evidence of damage only collisions, speed and flow data, and any anecdotal information available.

Monitoring

14. The monitoring of VAS installations is considered important to ensure that they are achieving the desired outcomes. This presents different challenges depending on the main purpose of the VAS.
15. For **hazard warning VAS** the effectiveness can quite easily be assessed by looking at accident savings achieved after a 3 year period. This information is easily accessible via the police records, which are held on a computer database. If accident numbers do not reduce, this may point to the need to give serious consideration to other ways of tackling the problem.
16. In contrast, the effectiveness of **speed management VAS** can only accurately be assessed by carrying out detailed speed surveys, which are quite expensive to undertake and analyse (a typical speed survey costs around £100, plus some staff time for subsequent analysis and reporting). In all cases speed surveys need to be carried out as part of the initial VAS assessment process, and these will form the base “**before**” data. However, the resource implications of any “**after**” monitoring regime need to be carefully considered, bearing in mind that there are already 50 such sites and more are likely to be introduced in the future. Some options for levels of monitoring are outlined below:-

Level One –no “after” monitoring

17. This would avoid all “after” survey costs, but would not provide any reliable means of assessing if the VAS is effective, either in the short or long term. This

could be a particular problem if the VAS breaks down at some point in the future and is beyond economical repair (although current VAS do come with a 5 year warranty). A decision would then have to be taken whether to invest in a new VAS or abandon the site. Without further survey data it would be difficult to make an objective decision on this. Therefore this option could not be recommended.

Level Two – just some short term after monitoring

18. About 3 months following installation an “after” speed survey could be carried out (a 24 hour seven day survey is suggested). This would enable a check to be made that the sign is having a positive impact on traffic speeds, after drivers have had a reasonable amount of time to get used to it being there. If the results were not positive, then other actions need to be considered at an early date. However this option would not allow any longer term changes on driver behaviour to be tracked, and again this could be a problem when a decision has to be made about replacing the sign at some point in the future.

Level Three –short term and long term after monitoring

19. In addition to a three month “after” survey to assess the short term effectiveness of the VAS, this option proposes that another survey should routinely be carried out after the sign has been operating for 3 years to assess the long term impact of the sign. This would enable an informed decision to be made about whether the sign should be retained (and replaced when required), or possibly be redeployed elsewhere.
20. Level three monitoring would clearly be the most expensive option (2x £100 for the surveys, plus staff time for analysis and reporting), but the gathering and assessment of good quality data at 3 months and 3 years after the sign is installed is considered very important towards ensuring that VAS remain an effective measure. Hence this option is recommended.

Evaluation and Decision Making

21. If the proposed monitoring regime for VAS is formally adopted, officers would evaluate the data gathered at both the 3 month and 3 year intervals. If any issues arise from either the short term or long term monitoring (i.e. either speeds or accidents numbers return to their “before” levels), the matter would be reported to the appropriate decision making body, as outlined below.
22. Where a VAS has been funded through the **Local Transport Plan**, the matter would be referred to the **Executive Member for City Strategy** via a brief evaluation report prepared by officers. In the scenario where a sign has ceased to have a positive effect (i.e. no reduction in accidents or the number of drivers exceeding the trigger speed of the VAS) a recommendation is likely to be made on re-deploying the sign at another site already identified as likely to benefit from this sign being used there.
23. Where a sign has been funded by the **Ward Committee** the matter would be referred to the **Ward Councillors**, again via a brief evaluation report prepared by officers. In the scenario where a sign has ceased to have a positive effect, a recommendation is likely to be made that the Ward Committee consider re-

deploying the sign at another site within the same Ward. If a suitable alternative site could not be identified within that Ward, consideration would be given to locating it elsewhere.

Consultation

24. Officers consulted with Councillors D'Agorne, Gillies and Potter as leaders of the main political parties on the draft proposals. The Police were also consulted. Their responses are summarised below.
25. **Councillor D'Agorne** supports Level Three and states that funding for this would need to be considered as part of the budget for the whole programme.
26. **Councillor Gillies** is of the opinion that the more of these signs that appear the less effect on speeding they have. He feels that the adding of software to the VAS to record speeds etc, would be useful in order that concentration on the most frequently triggered signs can be enforced by further measures.
27. **Officer comment.** The sign manufacturer has indicated that it will soon be possible to purchase an add on feature which will enable a VAS sign to record traffic survey data. This is likely to be priced at about £1200, which is approximately 50% of the current cost of a VAS. This would be a significant extra cost for each sign installation, and the benefits would need to be carefully compared to the current practice of just doing surveys as and when needed.
28. **Councillor Potter** supports Level Three as the only sensible course to get any proper evaluation of the use of VAS and their long term need in any particular place.
29. **The Police** view is that the proposals will accomplish very little and do not support them. They consider that VAS should only be used as a casualty reduction tool when there is an accident problem associated with inappropriate speed that has not been satisfactorily remedied by other measures.
30. **Officer comment.** VAS is being used as a speed management tool and not just for casualty reduction. Whilst this goes against DfT guidelines it was considered by EMAP in October 2006 and the decision was made that the use of VAS in York should not be restricted only to those locations where there is a casualty record.

Options

31. The basic options are to accept the proposals set out in this report, amend them or reject them.

Analysis of Options

32. It is considered important to have a policy in place covering the provision of VAS in the city, to ensure a consistent approach to implementation and to avoid a proliferation of such signs, which would diminish their effectiveness. The proposals put forward offer a structured but flexible approach to VAS and should help to improve road safety.

33. The leaders of the political groups have indicated support to the proposals with a strong preference for Level Three monitoring to be adopted as the norm.
34. The police have expressed a view that when VAS are used in inappropriate locations they are ineffective, and they should be considered when there is an accident problem associated with inappropriate speed. However, as a result of the EMAP decision taken in October 2006, many VAS are now used in York as part of speed management and danger reduction schemes rather than pure casualty reduction schemes. The proposed monitoring and evaluation process should ensure that any ineffective signs are identified and options for re-deployment considered.
35. If the recommendations are rejected then there will be no means of assessing VAS requests or whether the existing ones are justified.

Corporate Priorities

36. VAS have the potential to provide safer roads and therefore contribute to the corporate priorities aimed at making York a Safer City.

Implications

This report has the following implications:

Financial

37. The cost of monitoring a typical VAS site at 3 months and 3 years will be around £200 per site for the actual speed surveys, plus an amount of staff time for follow up analysis and reporting. This will vary depending on what the monitoring reveals, but for estimating purposes an average staff time cost of around £300 would seem reasonable. This gives a total estimated cost of around £500 for future monitoring of a VAS.
38. It is anticipated that only a modest number of new LTP funded signs will be introduced year on year. Therefore the costs of monitoring should not be a significant problem to accommodate within future Capital Programmes under the budgets allocated for speed management or road safety work. Similarly, future Capital Programme funding would also be appropriate if the monitoring process leads to a recommendation that an LTP funded VAS would be better re-deployed elsewhere, or confirms that one is working well and should be renewed if breaks down (the VAS currently used in York have the benefit of a 5-year comprehensive warranty).
39. Where a new VAS is funded by a Ward Committee, a sum of around £500 to cover monitoring will need to be clearly identified by the Ward Committee as a future commitment within its budget process. Furthermore, any subsequent costs involved in re-locating a VAS, or replacing a defective one which is outside its 5-year warranty period will need to be met by the Ward Committee.

Human Resources

40. None.

Equalities

41. None

Legal

42. City of York Council, as highway authority for the area, has powers to place VAS on the highway. VAS comply with the Traffic Signs and General Directions 2002.

Crime and Disorder

43. None.

Information Technology

44. None.

Land & Property

45. None.

Risk Management

46. In compliance with the Council’s risk management strategy, the main risks linked to this report are discussed below:-

Strategic

47. Risks of the signs being placed in inappropriate places.

Financial

48. The report contains details of costs of monitoring (£500 per site) which will need to be included within LTP or Ward Committee allocations for new VAS. There is a possibility of this being exceeded, but it is only considered a low risk.

49. Measured in terms of impact and likelihood, the risk score of all risks has been assessed as less than 16. 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.

Risk Category	Impact	Likelihood	Score
Strategic	Medium (3)	Possible (3)	9
Financial	Low (2)	Possible (3)	6

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Chief Officer Responsible for the report

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Assistant Director
(City Development & Transport)

Report Approved Date 30 September 2009

Specialist Implications Officer(s)

There are no specialist implications.

Wards Affected

All

For further information please contact the authors of the report.

Background Papers:

“Speed Management” – report presented to EMAP on 30 October 2006



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

20 October 2009

Report of the Director of City Strategy

Street Furniture Removal**Summary**

1. This report seeks approval for an annual budget from the Capital Programme to reduce the amount of street furniture on the highway network and for new highway schemes to go through a street furniture audit during the design stage.

Recommendations

2. That Option C below be approved and that the Network Management Traffic Team be charged with the task of being the lead team implementing the proposals.
3. That a basic set of guidelines be compiled showing more sensitive methods of signing for distribution to other teams / organisations carrying out work on the highway.
4. That an annual review report be produced outlining the progress made and areas where further improvements may be feasible.

Reason: To reduce the:

- amount of street clutter along the city's highway network;
- maintenance burden created by traffic signs and other street furniture;
- energy consumption and associated cost of illuminated signs;

and to improve:

- the ability of those with visual impairment difficulties to negotiate their way along the footway
- the visual aspect of the street scene;

Background

5. There are somewhere in the region of 15,000 traffic signs on York's highway network. This number is increasing year on year as each new highway scheme is implemented and / or new regulations come into force. However, signs that have been in place for many years are rarely re-evaluated for their need although there may have been changes in signing regulations relating to their use or the road network.
6. Two years ago funding was made available to reduce the amount of street clutter in the city centre and this project was very successful in removing a couple of hundred signs, poles and bollards from central area. However, this project was not able to tackle all of the problems and there continues to be an ongoing increase in signing across the city from a number of sources and there

are no funds set aside each year for the removal of old redundant signs and poles.

7. The removal of long established signs that are no longer required has additional benefits to the city in that they are:
 - No longer subject to vandalism / damage requiring maintenance.
 - If the signs are illuminated there are reduced power usage cost benefits.
 - The street scene will be less cluttered.
 - There will be fewer items that could cause problems for the blind and partially sighted.
8. In addition to traffic signs there are many more thousands of item of street furniture, such as bollards, guardrails, etc that have not been quantified at this stage some of which may no longer be achieving what they were originally intended to.

The Pilot Project

9. A pilot scheme was carried out to try to resolve the issues referred to above. The starting point was to simply remove one old sign and / or pole for each new sign and / or pole put up for projects being carried out within Traffic Management.
10. The Acomb conservation area was chosen for the pilot scheme. Within this area there were:
 - 53 non-illuminated signs;
 - 17 illuminated signs; and
 - 30 poles (many of signs were mounted on lamp posts)The action taken after reviewing the signs in place was as follows:
 - 30 non-illuminated signs removed (56%)
 - 2 illuminated signs removed (12%)
 - 14 poles removed (47%)
11. These figures were higher than initially expected and may not be typical across the city's area.
12. Of the 70 signs 13 were the old redundant "At any time" type signs for double yellow lines and out of the remaining 53 signs there were 7 (or 12%) in need of some maintenance / renewal, which if reported as damaged would normally be attended to and returned to a satisfactory condition. The cost of maintaining signs would vary depending on what action was required (from simply turning the sign to face the correct direction to a full renewal). Assuming an average cost of £75 per sign repair the cost of maintaining these 7 signs would amount to £525. However, 4 of the 7 damaged signs have been removed as part of this project, hence based on the assumed average cost of £75 per sign repair the maintenance burden has been cut by £300. In addition, the annual energy cost saving due to the removal of the 2 illuminated signs is estimated at £45.
13. Because of the number of signs and poles taken out there will be a reduction in the ongoing maintenance and energy costs (fewer signs in place to be damaged and / or require power) it is likely that the cost of carrying out these works will be recouped within 2 to 3 years.

14. Whilst the cost savings within the pilot are relatively modest, if replicated across the city the potential ongoing savings would be many thousands of pounds per year.
15. The un-measurable benefits from this pilot scheme are:
 - the removal of pieces of street furniture that may have caused some difficulty for those with a visual / mobility impairment;
 - enhancing the street scene
16. More details of the work carried out are in the background document "Acomb Conservation Area Traffic Sign Reduction Pilot Project".

Proposals

17. The proposals based on the pilot scheme is that the current level of signing and associated street furniture, such as poles, is effectively "capped" at the existing level on street. There are 3 key areas of traffic / highway related work that can be targeted to achieve this outcome.
 - Establish a budget to fund the removal of redundant street furniture, combine two or more items to one location and in key sensitive areas replace with a higher quality less intrusive piece of equipment.

Annex A shows the type of sign that should be replaced (outside the Minster) along with a less visually intrusive mounting unit. The cost of this type of sign assembly is around £500 more than a standard sign assembly.

Based on the above information it suggested that a budget of £10,000 be set aside for improvements to be made the city's street furniture.
 - Produce a basic set of guidelines showing more sensitive methods of signing for distribution to other teams / organisations carrying out work on the highway. In addition, establish a street furniture audit process for new highway schemes during the design process.
 - Because the cost of removing a sign is often less than the cost of maintaining a sign there are clear benefits to reducing the burden on the maintenance budget. Hence the need to establish a rapid response to queries on the continued need for signs that have suffered damage or some other mishap. Further work on this area to establish a framework for decision making for officers is needed.
18. It is hoped that this 3-pronged approach to tackling the situation will raise the general awareness of excessive street furniture amongst those who contribute most to the increase.
19. The removal of redundant street furniture could be tackled by area, route or on an ad hoc basis, however it is suggested that in the main, priority should initially be given to the historic core, conservation areas and the main routes taken by visitors into the city.
20. Additional reductions in street clutter can be achieved through reviewing existing Traffic Regulation Orders. It is proposed that this should be tackled on an ad hoc basis when they are identified during other investigations and proposals be brought to Officer in Consultation meetings when appropriate as part of the regular review of requests for traffic restrictions.

21. It is further suggested that an annual summary report be prepared to advise the Executive Member on improvements made to the street scene.

Consultation

22. No consultation is required to remove traffic signs that do not relate to a traffic regulation order.

Options

23. The options available are:
- A. To note the report and take no further action at this time. This is not the recommended option because it does not tackle the issue of street clutter.
 - B. To gather additional information for consideration before deciding whether to proceed with the proposals put forward or a revised set of proposals based on the additional information. This is not the recommended option because the proposals put forward are considered to be merely a starting point that can be amended as and when desired or changing circumstances arise.
 - C. To implement the proposals outlined above. This is the recommended option.

Corporate Strategy

24. The proposals above contribute to the Sustainable City, Inclusive City (with regards to those with visual and mobility difficulties) and Effective Organisation aims of the Corporate Strategy 2009 / 2012.

Implications

25.

Legal	There are no legal implications.
Financial	There are no financial implications
Human Resources	There are no HR implications
Crime and Disorder	There are no Crime and Disorder implications
Sustainability	There are no sustainability implications
Equalities	There are no equalities implications
Property	There are no property implications

Risk Management

26. In compliance with the Council’s risk management strategy there are no risks associated with the recommendations in this report.

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Damon Copperthwaite
Assistant Director City Strategy

Report Approved Date

Wards Affected:

All

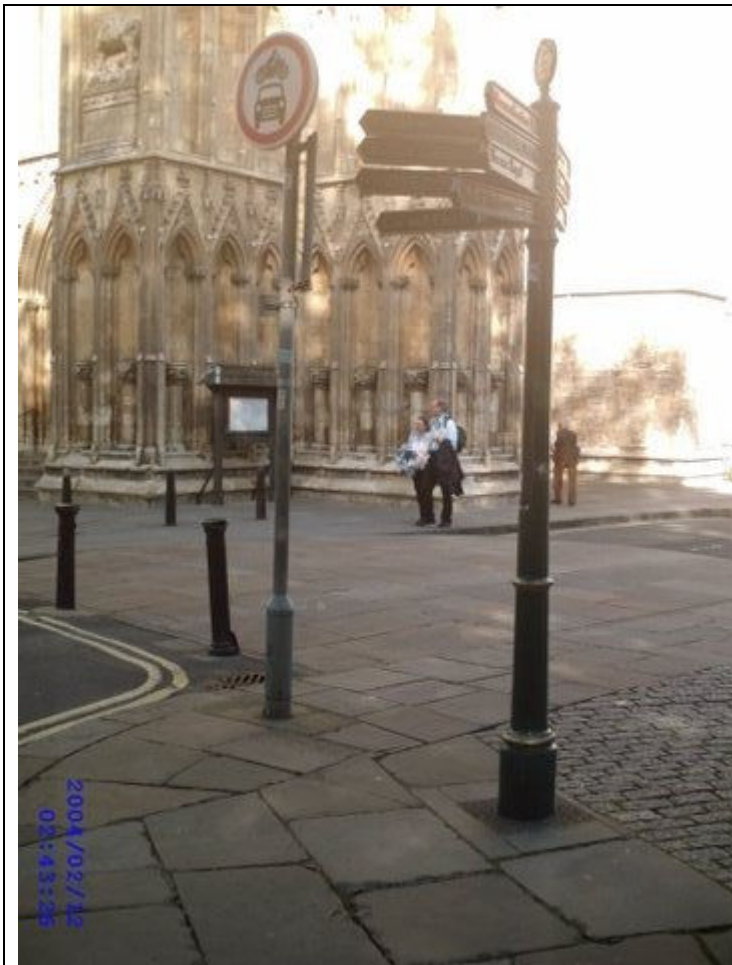
For further information please contact the author of the report

Annexes

Annex A – Example of type of sign that could be replaced

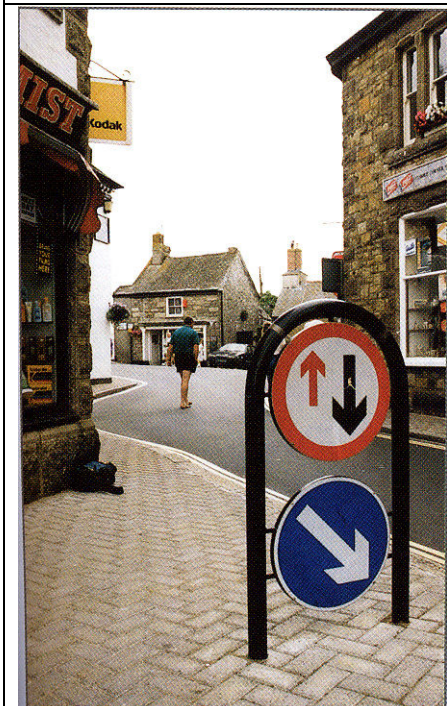
Annex A

Example Referred to in Paragraph 18 of the Report



The No motor vehicle sign is required by the traffic regulation order that prevent the use of the road in front of the Minster by cars and motorcycles. Although the bollards do effectively prevent use of the road by cars and larger vehicles, without the sign in place it would be quite legal for powered two wheel vehicles to use this route.

The Pedestrian zone ends sign on the reverse of the above sign can be removed.



Sign assemblies such as this come in two sizes to allow the correct regulation signs at 450 and 600mm diameter. The height can be varied according to site circumstances and the finish is normally either black or stainless steel. A lighting unit can also be mounted in the pavement if necessary.

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Decision Session – Executive Member for City Strategy**20 October 2009**

Report of the Director of City Strategy

A19/A1237 Roundabout Improvements – Outline Design**Summary**

1. This report sets out options for the outline design for the proposed improvements to the A19/A1237 roundabout to reduce delays at this location. The report also identifies the estimated cost, programme and consultation proposals to enable the scheme to be delivered in 2010/11.

Recommendations

2. The Executive Member is recommended to:
 - Approve the further development of the outline layout of the upgraded roundabout as indicated in Option B to address the road safety audit requirements and meet the concerns of local residents and users of the highway in the area,
 - Approve the proposed public consultation strategy on the outline layouts as detailed in the consultation section,
 - Approve the progression of the detailed design of the proposal incorporating amendments to address the comments raised during the public consultation period and to allow a further report to the Executive Member to be submitted early in 2010 prior to tendering the scheme.
 - Authorise the removal of the minimum amount of vegetation from the environmental bund at an appropriate period in the year, in advance of the main contract if necessary, to allow the works to proceed without affecting nesting birds.

Reason: To progress this upgrade scheme in accordance with the Local Transport Plan to increase the capacity of the roundabout and reduce journey times in the area.

Background**Overview**

3. The Executive Member approved the delivery of improvements to the A19/A1237 roundabout using the additional funding from the Regional Funding Allocation at the 21 July 2009 City Strategy Decision Session.

4. The A19/A1237 roundabout was originally constructed in the late 1980s with the remainder of the A1237 outer ring road. A major upgrade increasing the size of the roundabout and adding the Rawcliffe Bar Park & Ride access and subway was completed in 2001. Daily traffic numbers approaching the roundabout from the south west have increased by approximately 8% since 2002 to nearly 17,000 with maximum am and pm peak hour flows increased to approximately 1300 vehicles per hour. Morning flows have increased by approximately 10% whilst afternoon and evening flows have increased by nearly 30% since 2002.
5. The section of the ring road over the river Ouse is the busiest link of the entire route with a two way flow of 33,000 vehicles per day (am peak hour 2,600, pm peak 2,500). Delays at the A19/A1237 roundabout are exacerbated by the high crossing/joining movements from the A19 from the north and south. There are substantial delays on all main arms of the roundabout with the delays on the A1237 eastbound in the am peak and westbound in the pm peak particularly severe. In the evening peak westbound tail backs over the bridge from the A59 and Millfield Lane roundabout direction extend as far as the A19 preventing the free flow of traffic leaving the A19 roundabout.
6. The level of queuing on the Outer Ring Road encourages travellers to use alternative routes through the adjacent residential areas to avoid delays at the A19/A1237 roundabout. Traffic modelling predicts that the level of delays at the roundabout and number of trips through adjacent areas will increase in future years.
7. The following tables indicate the projected level of queuing and journey times from adjacent roundabouts on the A1237 and points a few hundred metres from the roundabout on the A19. Note: the 2026 projections assume that the developments proposed to meet the Regional Spatial Strategy allocations have progressed (inc. York Northwest), schemes included in the Access York Phase 1 project (3 P&R sites and A59 roundabout upgrade) have been implemented and the York Business Park roundabout has been upgraded.

	Maximum Queue Lengths (Metres)			
	AM		PM	
	2009	2026	2009	2026
A19 North	440	890	60	120
A1237 West	420	1,240	330	320
A19 South	250	410	360	230
A1237 East	480	1,290	930	1,300

	Average Journey Times (Minutes)			
	AM		PM	
	2009	2026	2009	2026
A19 North to South	1.7	3.7	0.5	0.7
A19 South to North	1.2	1.8	1.5	0.8
A1237 East to West	3.5	8.3	5.2	14.0
A1237 West to East	1.8	4.5	1.7	1.5

8. The projections suggest that delays will increase substantially on most arms of the roundabout with the already congested A1237 approaches being the most severely affected. Average pm east to west A1237 journey times across the roundabout are projected to increase from the current 5 minutes to nearly 15 minutes in 2026 (3.5 minutes to 8.3 minutes in am peak). West to east journey times on the A1237 are projected to more than double from 1.8 minutes to 4.5 minutes in the am peak.
9. A number of design options for the roundabout upgrade were reviewed in the Outer Ring Road (ORR) study in 2007. This work indicated that a grade separated ('fly over') option with dualling would result in the least delays in the area but it would represent poor value for money as the roundabout alone would cost in the region of £17m with the provision of dual carriageway approaches including new bridges over the river Ouse and East Coast Main Line costing substantially more. Similar substantial upgrades to the adjacent roundabouts would need to be undertaken to prevent these being overloaded. The environmental impact of a grade separated junction at this location would be substantial with the additional car trips likely to be generated by the improvement.
10. The ORR study identified that the best value for money, in terms of journey time reductions against the cost of improvements, was provided by maximising the capacity of the existing roundabout with the provision of additional approach and exit lanes. However the full benefit of the improvements will only be realised once the capacity of all of the roundabouts on the ring road has been increased. In particular the full benefit of the improvements at the A19 will not be realised until the A59 roundabout is upgraded currently programmed to be delivered in 2011/12 as part of the Access York Phase 1 project.
11. The most effective layout for the roundabout was determined and refined using a VISSIM micro simulation package of a section of the ring road from the Wetherby Road through to Clifton Moor. The modelling of the proposed changes to the roundabout suggest that significant improvements to journey times can be achieved. The layout which was modelled in detail is indicated in Annex A. The modelling assumes that Access York Phase 1 has been delivered in 2011. A check without the A59 roundabout upgraded was also undertaken. The 2011 modelling includes all of the committed development in the city (i.e. planning consent granted but not yet delivered)

	2011 Maximum Queue Lengths (Metres)			
	AM		PM	
	Without A19 Upgrade	With A19 Upgrade	Without A19 Upgrade	With A19 Upgrade
A19 North	620	100	100	70
A1237 West	1150	70	250	80
A19 South	490	60	180	50
A1237 East	970	60	1,270	120

	2011 Journey Times (Minutes)			
	AM		PM	
	Without A19 Upgrade	With A19 Upgrade	Without A19 Upgrade	With A19 Upgrade
A19 North to South	2.2	0.5	0.5	0.5
A19 South to North	2.0	0.5	0.8	0.5
A1237 East to West	4.8	1.3	9.8	1.7
A1237 West to East	4.0	1.2	1.5	1.2

12. With the proposed scheme in place in 2011 and the A59 roundabout upgraded journey times and queue lengths are projected to be substantially reduced. In particular the eastbound queue length on the A1237 is projected to be reduced from 1,270m (i.e. to Clifton Moor roundabout) to 120m and the corresponding journey time reduced by 7 minutes.
13. The current and proposed layout was modelled again with projected 2026 traffic flows. The modelling was progressed on the assumption that the A59 and Millfield Lane roundabouts had been upgraded by 2026.

	2026 Maximum Queue Lengths (Metres)			
	AM		PM	
	Without A19 Upgrade	With A19 Upgrade	Without A19 Upgrade	With A19 Upgrade
A19 North	890	470	120	60
A1237 West	1,240	100	320	80
A19 South	410	90	230	510
A1237 East	1,290	80	1,300	1,040

	2026 Journey Times (Minutes)			
	AM		PM	
	Without A19 Upgrade	With A19 Upgrade	Without A19 Upgrade	With A19 Upgrade
A19 North to South	3.7	1.3	0.7	0.5
A19 South to North	1.8	0.5	0.8	1.0
A1237 East to West	8.3	1.5	14.0	4.7
A1237 West to East	4.5	1.3	1.5	1.2

14. The modelling indicates that the upgrade will provide queue and journey time reductions compared to the situation without the upgrade even with the substantial increases in traffic projected by 2026. With the Regional Spatial Strategy proposed development levels (inc. York Northwest) in place queue

lengths and journey times are reduced substantially in the am peak but the impact on the pm peak traffic queues is less marked as the volume of traffic again starts to exceed the capacity of the roundabout. Journey times in the area in 2026 are projected to be lower than 2009 for all arms with queue lengths similar to those in 2009 for the A19 South and A1237 East. An option to provide signals on the A1237 West approach has been investigated to reduce the am peak queues on the A19 North. However this has been excluded from the proposed scheme as the queue lengths are still lower than the existing levels and the upgrade could be introduced at a later date if required.

15. The current number of vehicles which enter the roundabout is approximately 4,000 in the am peak and 3,850 in the pm peak. In 2026 with the measures in place the number entering the roundabout will have increased by approximately 16%. The number of vehicles flowing through the A1237 arms of the roundabout will have increased by between 5% and 40% with the largest increases being on the most congested arms.
16. The base design proposal was adjusted through the modelling process to determine the most appropriate entry lane arrangement and the length of the two and three lane sections. Sensitivity tests have also been undertaken on the proposal to determine the effect of the upgrading of all of the roundabouts on the ring road as proposed in the Access York Phase 2 project. This scheme will enable more traffic to flow to the A19 roundabout putting additional pressure on the junction. It is projected that all of the arms of the roundabout will be able to accommodate the additional traffic although pm queue lengths on the A1237 East approach will increase back to current levels.
17. With the proposed improvement in place it is projected that there will be a redistribution of trips in the Rawcliffe and Clifton Moor areas as the Outer Ring Road will offer more of a time advantage over the roads within the urban area. An additional 400 eastbound and westbound trips, some of which would have been through the adjacent urban area, are projected to use the A19 to Clifton Moor section of the ring road with the upgrade in place in 2026.
18. Summary
 - The existing roundabout is currently operating over capacity at peak times with extensive queuing on all arms leading travellers to use alternative routes through residential areas.
 - Existing queue lengths and long journey times in the A19/A1237 roundabout area are projected to increase substantially over the next 15 years.
 - A grade separated ('fly over') option could remove delays in the area but would be unaffordable, represent poor value for money, rely on similar substantial upgrades to adjacent roundabouts, increase the number of car trips in the area and have significant environmental impact.
 - It is anticipated that the proposed upgrade will reduce queue lengths and journey times in the area substantially but the full benefit will only be achieved when adjacent roundabouts are upgraded.

Outline Design

19. The outline designs for the roundabout improvements have been prepared by the Council's framework consultant Halcrow to:
 - Deliver the maximum level of improvement to the A19 ORR roundabout to reduce delays for all users within the available budget (opening year of 2011 and design year of 2026 to be modelled).
 - Be delivered by March 2011 at latest.
 - Be progressed within the current Highway Boundary
 - Provide safe routes for non-motorised users
20. The modelling results indicate that the upgraded roundabout will provide significant journey time savings for travellers on the A1237 (am and pm) in the opening year. Journey time savings will be less pronounced on the A19 but still significant where there are existing queues. With the increased traffic from developments in the city up to 2026 it is projected that the traffic queues on the A1237 eastbound approach and A19 northbound approach are likely to increase back up to current levels. The proposed approach and exit lane layout at the roundabout is considered to be the maximum that can be accommodated with the existing roundabout diameter giving the maximum capacity possible. Further capacity improvements at the roundabout could be delivered if grade separation was introduced but this would only be beneficial if the remainder of the ring road was upgraded to a similar level. Queuing on specific arms could be reduced with the introduction of traffic signals but there would be consequential increases on other arms.
21. The delivery of the A19 improvements will assist in enabling the full potential of the proposed A59 roundabout improvements, planned as part of the Access York project, to be realised.
22. The Outer Ring Road is a barrier to pedestrians and cyclists seeking to travel north and south on the A19 and the roundabout itself deters cyclists from travelling on the A1237. A subway was incorporated into the roundabout improvements in 2001 to reduce severance of the adjacent communities. In addition surface level crossing positions were provided with the upgrade. The majority of crossing movements use the subway with the surface level movements very low – A pedestrian/cycling survey is being undertaken to determine the numbers who cross at this location.
23. To keep the proposed works within the public highway and reduce need for amendments to the subway alterations to the environmental bund on the south side of the A1237, east of the A19, will be required. The disruption to the existing vegetation and bunding can be minimised by the provision of retaining structure (or similar support) at the toe of the embankment but at a higher cost. Noise calculations will be undertaken to determine the effect on adjacent properties and design appropriate mitigation measures where necessary. It is anticipated that the construction period will be at a time of the year when the removal of trees and other vegetation will not impact on the bird nesting season. However it may be necessary to undertake advance site clearance works to minimize the impact on the overall programme if there is anticipated to be significant slippage in delivery.

24. Alterations to the exit lanes of the roundabout towards the West will have an effect on the operation of the existing layby. The westbound layby may need to be closed to minimize the risk to drivers who are merging into the single carriageway section at this location. Options for the provision of an alternative parking area are being investigated however the merging traffic and bridge approach embankments severely restricts the number of possible sites adjacent to the side of the carriageway.
25. There have been a total of 40 personal injury accidents within the study area during the last five years (March 2004 to February 2009). One accident resulted in a fatality, 4 led to serious injury and the remaining 35 were classified as slight. The proportion of accidents that occurred during the hours of darkness is consistent with national statistics, as is the proportion that occurred when the road surface was wet. 9 of the 40 accidents involved motorcycles, 2 involved pedal cycles and there were no pedestrian accidents.
26. The main accident cluster is situated on the A1237 westbound approach to the roundabout, with a total of 14 accidents recorded in the last five years. Of these 14 accidents, 2 were serious and 12 were slight. 8 accidents were rear end shunts (57.1%), 3 were due to overtaking manoeuvres, 2 were due to failure to give way to traffic on the circulatory carriageway and 1 was due to loss of control. Of these 14 accidents, 5 involved a motorcycle (35.7%).

Options

27. A number of options have been investigated with varying approach and exit lane layouts to address the capacity and safety concerns. It is planned to progress the detailed design based upon either (or a combination) of the following two options, which are considered to have very similar traffic flow capacity. The proposed layouts are provided in Annexes 1 & 2. The actual lane markings indicating right turns may need to be adjusted to meet national standards.

	A1237 (East & West)	A19 North	A19 South	Pedestrian/Cycling Facilities
Option A	3 Lane Entry, 2 Lane Exit	3 Lane Entry, 1 Lane Exit	2 Lane Entry, 1 Lane Exit	A1237 crossing movements via subway. Improvements to A19 crossing at riverside Farm
Option B	3 Lane Entry, 2 Lane Exit	3 Lane Entry, 1 Lane Exit	2 Lane Entry, 1 Lane Exit	Additional pedestrian crossing islands provided on the A1237 West and A19 North Improvements to A19 crossing at riverside Farm

28. A stage 1 Road Safety Audit has been undertaken on both of the proposals which has highlighted a number of issues which need to be addressed during the detailed design stage including:
- Merge arrangements,

- Exit lane widths
- Lane widths on circulatory carriageway
- Circulatory lane markings
- Right Turn arrow road markings
- Roundabout entry markings
- Lane destination markings on A19 southbound approach
- Length of additional lanes on A1237 approaches
- Affect of Layby closure
- At grade crossing facilities
- Layout of Riverside farm crossing improvements

29. The key difference between the two options presented is the provision of additional crossing points on the A1237 West and A19 North arms. There are number of benefits of providing the islands across the three lane section as they would tend to slow traffic down approaching the roundabout and increase segregation between traffic lanes. However they would not improve the crossing of the twin exit lanes where traffic will be accelerating away from the roundabout before merging. In Option A all pedestrians and cyclists would be encouraged to make use of the existing cycle and pedestrian subway to cross the A1237 and to use the existing crossings of the A19 (north and south of the roundabout) enhanced at the Riverside Farm to allow safer crossing at that location. The pedestrian/cyclist crossing movements at this location are low but the inclusion of the surface level crossings will assist cyclists travelling on the A1237 and provide an alternative crossing method for people to use if the subway is not available.

Programme

30. The aim of the project is to deliver the improvements by the end of 2010. The following milestones are envisaged.

Activity	Programme
Outline Design	July - October 2009
Consultation	November - December 2009
Detailed Design	December 2009 - February 2010
Tender Process	March – July 2010
Construction	September – November 2010

31. It is anticipated that the majority of the works could be undertaken whilst maintaining all existing traffic lanes (speed restrictions and lane narrowing may be required) although some of the work, such as resurfacing, may need to be undertaken at night to minimize traffic disruption.

Estimated Costs

32. The estimated costs of the options have been prepared which include an allowance for contingencies, design, supervision, service diversions, traffic management and risk. The cost estimates also include an allowance for the resurfacing of the entire roundabout which is subject to further investigation before confirmation:

Option	Cost Estimate £000s
Option A	1,250
Option B	1,400

Member Views

33. Officers consulted with Skelton, Rawcliffe and Clifton Without Ward Councillors Waudby, Moore and Watt, plus Councillors D'Agorne, Gillies and Potter on the proposals. Their responses are summarised below.

Ward Member Views

34. Councillor Watt has the following comments:
- It would be disappointing if the Westbound Lay-by were removed - it is a popular parking place for people wanting access to the lngs for recreation.
 - A major bottle-neck is caused by the island on the A19 at the end of Manor Lane - can this not be altered to permit 2 lanes Northbound?
35. Councillor Waudby has the following comments:
- Preference for Option A.
 - Concerned about the effect on the existing footpath/cycle path over the bridge, particularly in relation to the number of young people going from Rawcliffe to Manor School.
36. Councillor Moore has the following comments:
- Opposes the closure of the westbound layby
 - Raises concerns about the maintenance of the environmental bunds.
 - Raises concerns about the need for enforcement of traffic regulations at the roundabout
 - Raises design issues relating to the possibility of introducing traffic signals and alterations to the lane designation on the A19 northbound approach.
 - Raises the issue of the capacity of the A59 roundabout restricting flows in the A19 roundabout area.

Other Member Views

37. Councillor D'Agorne raised concerns about the provision of cycling and pedestrian facilities.
38. Councillor Gillies has the following comments
- Supports Option B on the basis that traffic turning left from the A1237 eastbound approach would be dispersed more quickly.
 - Concerned about the possible closure of the westbound layby
 - Raises concerns about traffic speeds and cyclists using the Skelton cycle route.

39. Councillor Potter has the following comments
- Supports option B owing to the provision of the additional cycling and pedestrian crossing facilities. Appropriate safety information for people using the crossings to be provided.
 - Concerned about the possible closure of the westbound layby and suggests that an alternative parking area with access to the river bank should be provided if the layby is closed.

Response to Member Views

40. The majority of the comments have been addressed in the main part of the report. Other items are addressed in the following paragraphs.
41. The traffic island close to the end of Manor Lane provides a dual function of a pedestrian/cycling crossing and protection to the right turn movement into Manor Lane. Alterations would require significant widening of the road into the south verge to allow the facility to be maintained.
42. Cycling movements over Ouse Bridge will continue to be possible from the A19 area throughout the construction works and in the permanent layout.
43. Maintenance of the environmental bunds will remain with the Council.
44. It is proposed to provide a CCTV camera at the roundabout to enable traffic movements in the area to be monitored and allow improved management of the network.
45. It is considered unlikely that signalling the roundabout would provide additional capacity unless the roundabout was substantially increased in size to allow the provision of storage capacity in the circulatory area.
46. The lane designations will be designed to minimise overall queuing however it may not be possible to allocate lanes to suit all conditions due to variations in the turning movements during different times of the day and week. Lane designations may be amended throughout the life of the roundabout to accommodate changes to the turning movements which may occur in future years.

Consultation

47. Following the decision on the delivery of the scheme it is proposed to consult travellers and residents in the area affected by the project using the following methodologies
- an exhibition through the day at the Rawcliffe Bar Park & Ride site on one day in Nov/Dec
 - a special evening ward committee meeting in Nov/Dec
 - Road signs directing existing users of the roundabout and pedestrian facilities to a website providing further details and an opportunity to comment.

48. In addition, to ensure those people most directly affected by the works have the opportunity to raise concerns, the residents and businesses in the area shown on the drawing in Annex 3 will be directly contacted for their views. This will include Skelton and Rawcliffe Parish Councils, the residents and businesses in the village of Skelton, Eccles Close, Harewood Close, Kensington Road, South side of Manor Road (Shipton Rd to Manor Park Road), Shipton Rd (Manor Lane to Howard Drive) Riverside Farm, Ings House and Ings Cottages.

Corporate Priorities

49. The improvements to the capacity of the A19 roundabout will contribute to the following corporate priorities:
50. Thriving City – Additional traffic capacity will reduce journey times in the area enabling trips to the adjacent business and retail areas to be undertaken more efficiently. The upgrading of the capacity of the Outer Ring Road is one of the key strategies within the council's Local Transport Plan.
51. Sustainable City – The improved capacity will contribute to enabling the delivery of developments on the brownfield sites in York Northwest.
52. Safer City – The projected reduction in traffic travelling along adjacent roads is anticipated to reduce the level of accident risk in residential areas.

Implications

53. The following implications have been reviewed.
- **Financial** In July 2009 the Executive Member approved the use of a proportion of the £2,777k additional funding from the Regional Funding Allocation, which is due to be received over the two year period (2009/10 to 2010/11), to fund the A19 improvements. In addition £350k was also allocated to the Access York Phase 2 project and preliminary design of the Haxby Station scheme leaving £2,427k for the delivery of an upgrade scheme at the A19 roundabout. The maximum cost estimate for the A19 scheme based upon the outline design for Option B is approximately £1,400k. Therefore, subject to revised cost estimates based upon the detailed design, it is anticipated that approximately £1,000k of funding from the Regional Funding Allocation would be available to support other projects in the Integrated Transport Capital Programme. Further reports will be presented to the Executive Member providing details of the proposed use of this funding.
 - **Human Resources (HR)** – There are no Human Resource 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

Risk Management

54. A full risk register for the delivery of the project has been prepared and mitigation measures applied where necessary. In compliance with the Council's risk management strategy measured in terms of impact and likelihood, the risk score has been assessed at less than 16. 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.

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Assistant Director City Development and
Transport

Report Approved Date 8 October 2009

Specialist Implications Officer(s)

Financial:
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Finance Manager
City Strategy
Tel No. 01904 551633

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers

Executive Member for City Strategy Decision Session 21 July 2009: Regional Funding Allocation Proposal

Annexes

Annex 1: Option A - A19/A1237 Roundabout Improvements
Annex 2: Option B - A19/A1237 Roundabout Improvements with Additional Pedestrian Crossing Islands
Annex 3: A19/A1237 Roundabout Improvements: Proposed Detailed Consultation Area.

Proposed kerb line

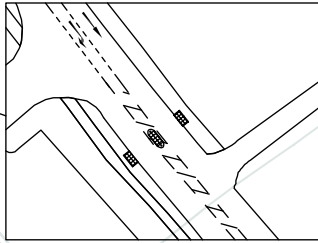
Proposed road markings

NOTES:

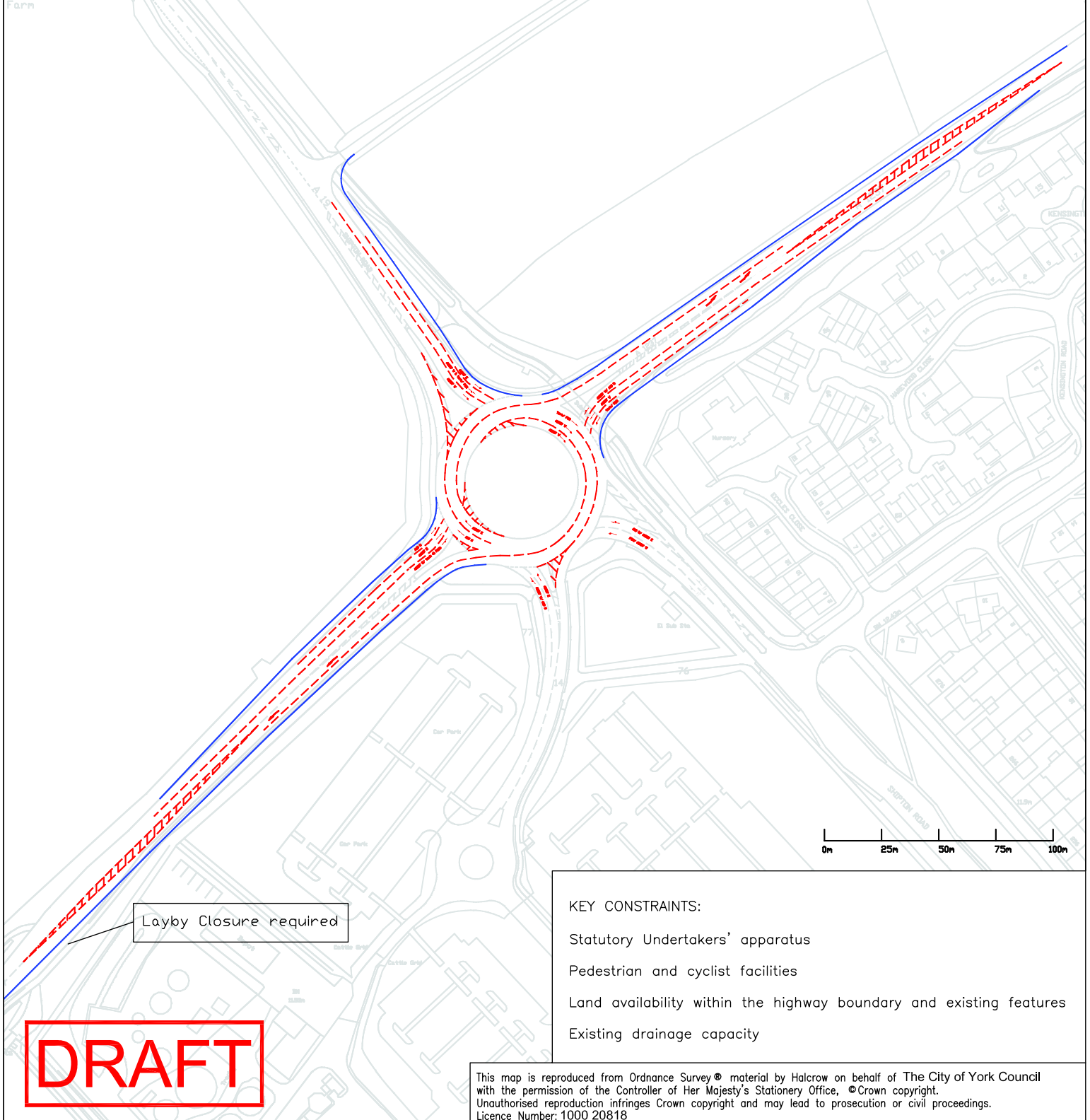
Layout as Option One but includes longer third lane at each approach (output of VISSIM 2026 model)

Widening on 3 arms, no widening to circulatory carriageway required

Existing Pedestrian crossing near Riverside Farm to be improved



Farn



Layby Closure required

DRAFT

KEY CONSTRAINTS:

Statutory Undertakers' apparatus

Pedestrian and cyclist facilities

Land availability within the highway boundary and existing features

Existing drainage capacity

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Drawing A1237/A19 ROUNDABOUT IMPROVEMENTS

OPTION A

Drawn by: R. Allen Date: 25/09/09
Checked by: I. Maclean Date: 25/09/09
Authorised by: I. Maclean Date: 25/09/09

Drawing No. TACYCB/810/010/A

Revision

Drawing Scale: As shown Plot Scale:

CAD Filename:

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Proposed kerb line

Proposed road markings

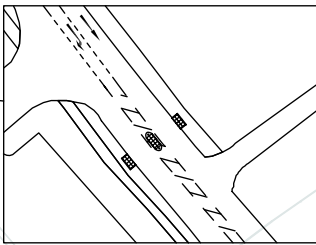
NOTES:

Additional refuges are provided to facilitate crossing three lanes of traffic by cyclists and pedestrians.

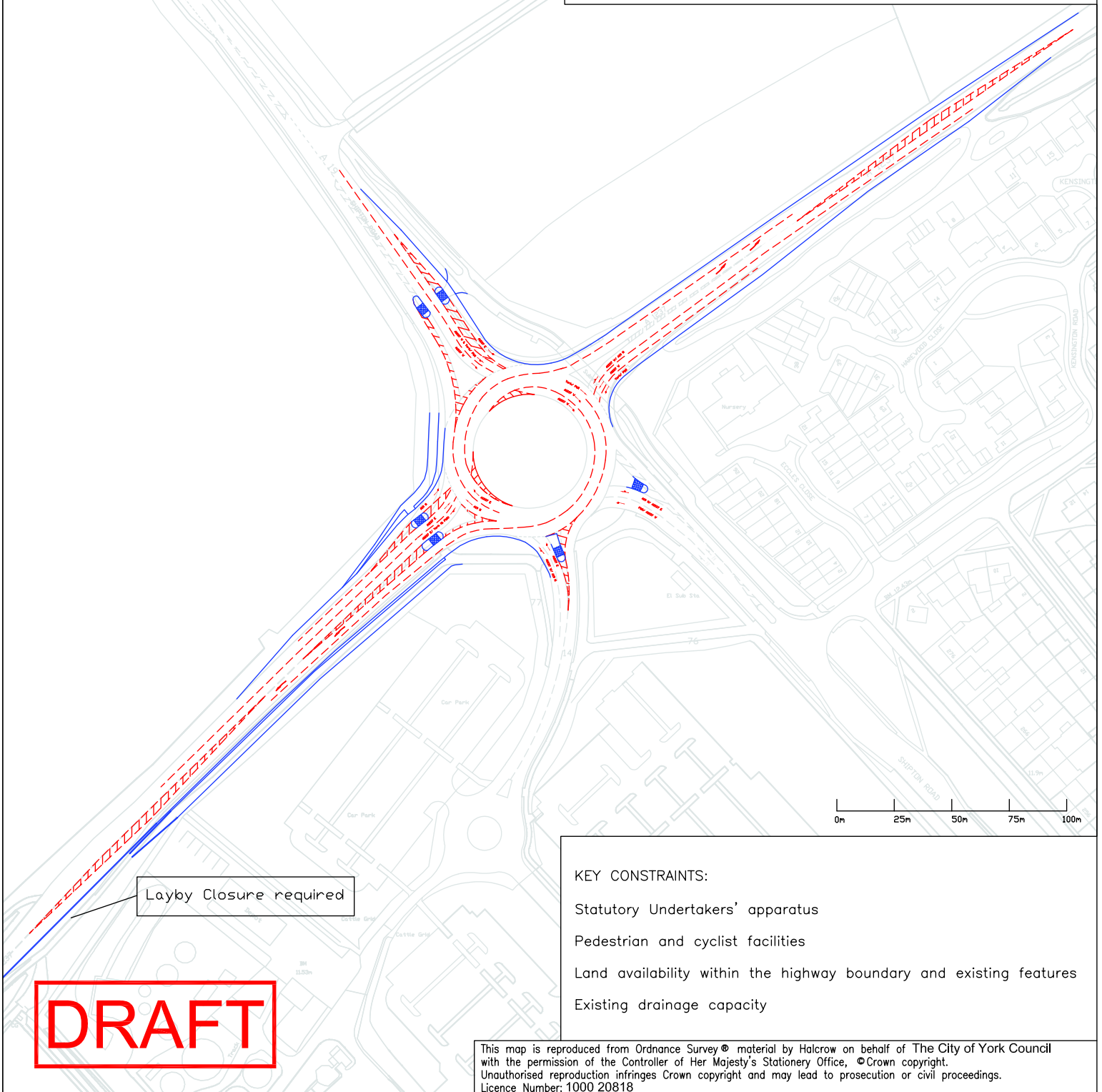
The existing islands will also need to be widened (except for A1237 East, as subway is provided for crossing here.)

All arms are affected, no widening to circulatory carriageway required

Existing Pedestrian crossing near Riverside Farm to be improved



Farm



Layby Closure required

DRAFT

KEY CONSTRAINTS:

- Statutory Undertakers' apparatus
- Pedestrian and cyclist facilities
- Land availability within the highway boundary and existing features
- Existing drainage capacity

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Drawing A1237/A19 ROUNDABOUT IMPROVEMENTS

OPTION B

Drawn by:	R. Allen	Date:	25/09/09
Checked by:	I. Maclean	Date:	25/09/09
Authorised by:	I. Maclean	Date:	25/09/09

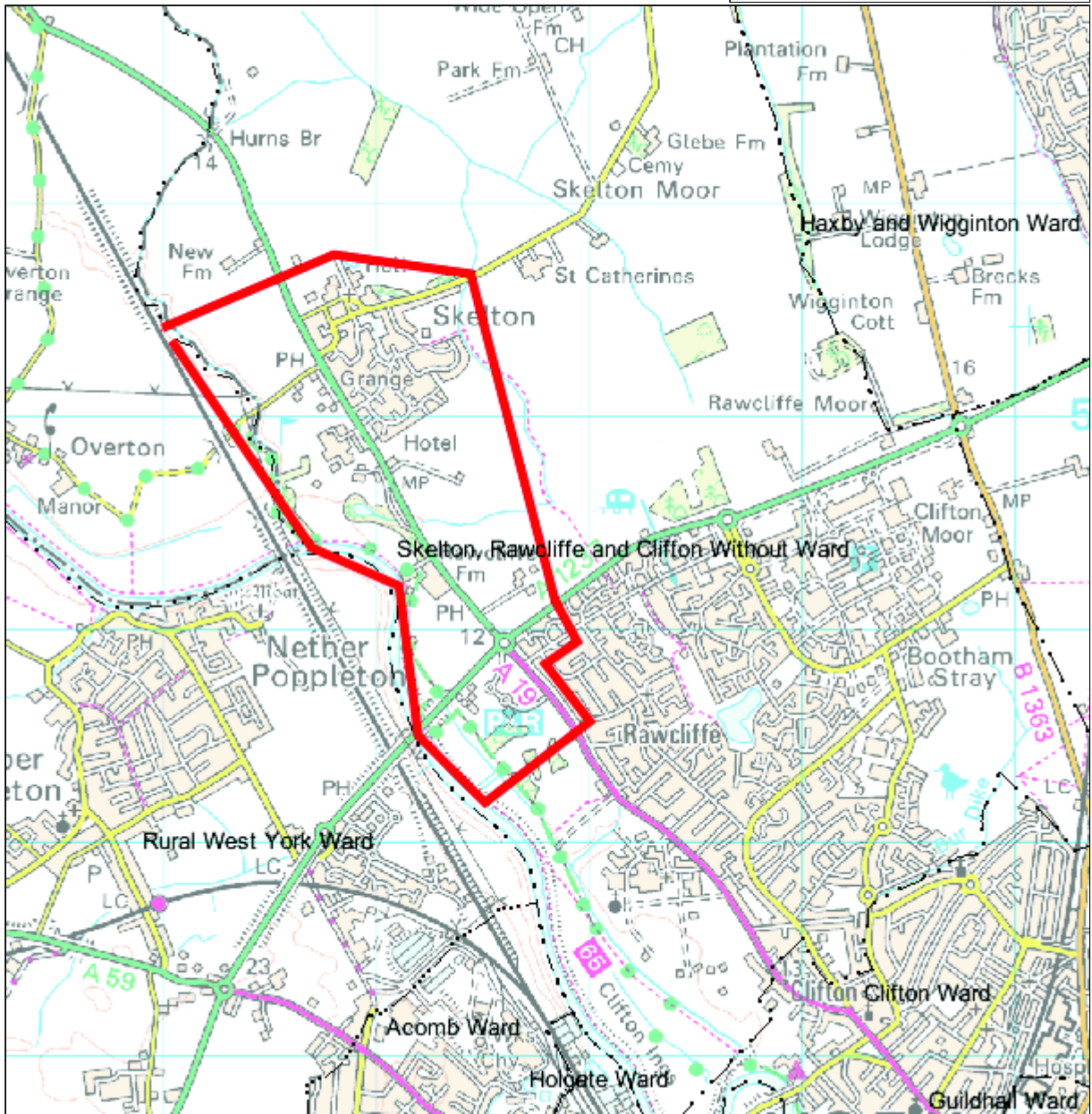
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CAD Filename:		

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York City Council



A19/A1237 R/B Upgrade Proposed Detailed Consultation Area



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Decision Session – Executive Member for City Strategy

20th October 2009

Report of the Director of City Strategy

CRICHTON AVENUE: PROPOSED IMPROVEMENTS FOR CYCLISTS

Summary

1. This report discusses the outcome of detailed design work and public consultation on proposals to improve conditions for cycling along Crichton Avenue.

Recommendation

2. The Executive Member is requested to approve the scheme shown in **Annex C** for implementation.

Reason: Officers consider that the scheme will provide significant improvements for cyclists using Crichton Avenue, support the Council's aspiration of providing an Orbital Cycle Route, and contribute to the aims of the Council as a Cycling City.

Background

3. In March 2009 the Executive Member for City Strategy and Advisory Panel (EMAP) considered preliminary proposals to improve conditions for cycling along Crichton Avenue, which would support the Council's aspiration of providing an orbital route and contribute to the aims of the Council as a Cycling City. The outline scheme shown in **Annex A** was approved in principle, and Officers were asked to develop the proposals further through detailed design work and public consultation, with a view to implementing a scheme within the 2009/10 financial year. The outcome of this work is presented below.

Detailed Proposals

4. The subsequent detailed design work led to a number of amendments being proposed to address specific problems or improve the scheme, and the revised scheme layout is shown in **Annex B**. The key differences between the outline and detailed scheme layouts are described below:
 - *Toucan crossing moved away from the Wigginton Road junction to a position west of the railway bridge*

5. Traffic modelling has shown that introducing a Toucan crossing phase at the Wigginton Road signals would generate significant extra delays and queue lengths. This could include the possibility of traffic regularly tailing back to the railway level-crossing on Wigginton Road, and would make it more difficult to achieve the Council's longer term ambitions of improving the junction for the benefit of bus services and to relieve some of the current congestion. To address this, it is now proposed to locate the Toucan to the west side of the bridge. The position chosen is influenced by visibility requirements and the difficulties of installing signal equipment on the bridge deck. An advantage of the proposed position is that it links well with the pedestrian desire line created by the embankment steps. To help manage queuing traffic between the new Toucan and the Wigginton Road junction, their signal control units would be linked.
 - *Reduced road widening between Burton Stone Lane and Kingsway North*
6. Officers originally envisaged that it would be necessary to widen both sides of Crichton Avenue to enable on-road cycle lanes to be introduced between Burton Stone Lane and Kingsway North. However, it is now proposed to widen mainly on the southern side only, by approximately 1.5 metres. This has the advantages of requiring fewer service diversions, reduced construction costs and less disruption for local residents. The proposed carriageway widening should provide enough road space for 1.5 metre wide cycle lanes in both directions, and traffic lanes at 2.7 metres wide. In addition, this will allow the existing lay-by near to local amenities to be retained.
 - *On-road cycle lanes at the Kingsway North roundabout, rather than providing off-road paths around it*
7. Officers now consider that it would be premature to introduce off-road paths around the roundabout until a more detailed study of the next stage of the Orbital Route is undertaken (linking Crichton Avenue and Clifton Green via Kingsway North and part of Water Lane). Although this may result in some off-road paths being proposed at the Kingsway North roundabout, there will still be a need to do something to assist cyclists who choose to stay on-road. Therefore, proposals for the roundabout carriageway have been investigated further, and are now included in the Crichton Avenue scheme. The proposals for the roundabout comprise circulatory cycle lanes, green anti-skid surfacing, lane designator arrows, a painted narrowing of the circulatory carriageway (around the central island) and warning signs. The use of such cycle lanes that forewarn motorists of a cyclist's intended path have been used at other roundabouts in York (for example, at Heworth Green) and have been shown to reduce the number of collisions involving cyclists.
 - *Retain the existing Pelican crossing at the western end of Crichton Avenue, rather than convert to a Toucan*
8. As a consequence of not providing off-road cycle facilities around the Kingsway North roundabout as part of the current proposals, it is also considered unnecessary to convert the existing Pelican to a Toucan crossing at this time.
 - *Burton Stone Lane right turn facility and extended shared use on south side of Crichton Avenue*

9. The consultation plan layout required cyclists turning right from Burton Stone Lane to do so with the rest of the traffic before being able to access the off-road path along the northern side of Crichton Avenue. Cyclists wanting to access the Foss Islands cycle route would then need to cross Crichton Avenue again using the proposed Toucan facility. This was not ideal, and it was thought likely that many cyclists would choose to use the southern footway instead. Therefore, the design was altered to provide a facility for cyclists to turn right from Burton Stone Lane to directly access an extended shared path along the south side of Crichton Avenue, which would provide a much more direct link with the Foss Islands Cycle Route.
10. Other more minor amendments and additions to the scheme not shown on the plan, but worth highlighting, include the following:
- Street lighting located in the verges and footway near the bridge would be moved to the rear of the proposed shared-use path in order to maximise usable space. Investigations revealed that the existing columns are near the end of their design life and would not survive the move to the rear of path. Hence, new columns will be provided.
 - The road widening on the southern side of Crichton Avenue would require the removal of three young trees located in the existing verge. These trees were planted within the last few years to improve the street-scene and deter parking on the verge. Although the removal of these trees is regrettable, there is not thought to be a practical alternative approach. If approved, the proposal would provide at least three new trees in the vicinity of the post office in compensation.
 - Highway Maintenance have identified the carriageway of Crichton Avenue as a high priority for resurfacing, and have agreed to bring it forward into their 09/10 Programme to enable it to be coordinated with the cycle scheme. The extents of resurfacing are between the Kingsway roundabout and a point just to the east of Intake Avenue. This will help produce a better overall scheme, avoid abortive costs, and reduce disruption to residents in the long term.

Consultation

11. The proposals shown in **Annex B** formed the basis of an extensive consultation exercise involving relevant Councillors, local residents/businesses, the emergency services, and other interested parties such as road user groups and utility companies. Their responses are summarised below:

12. **Councillors**

Councillor	Response
Douglas	Wants to wait to hear public views before forming an opinion.
King	No comments received to date.
Scott	Wants to wait to hear public views before forming an opinion.
Potter	Would like to make no comment at this stage.
D'Agorne	Supports the scheme overall. Raised some additional comments/suggestions and sought further information. Confirmed support for the use of 1.5m wide cycle lanes.
Gilles	Nothing further to add to previous consultations.

13. **Residents**

Consultation leaflets were delivered to a total of 149 households, from which 6 responses were received. The residents are generally supportive, but with some reservations and specific concerns. The main issues raised by residents are summarised below along with Officer comments.

14. *Concerns about the loss of on-street parking*

- Where will all the vans and cars park if the proposals are implemented?
- Parked vehicles in the cycle lane may force cyclists back onto the footpath (the advisory status of the cycle lanes could lead to people parking in them).
- Some suggest that this could be addressed by providing dropped kerbs/vehicle crossings for residents.

Officer response: Parking surveys carried out at various times of the day show that there is only a low level of on-street parking along Crichton Avenue. This mainly takes place on the south side between Wiberforce Avenue and Crombie Avenue, and on the north side between Ashton Avenue and Crombie Avenue. At any one time a maximum of seven parked vehicles were observed during the surveys, with the highest levels generally being in the evenings. This suggests that the parking is mainly by local residents and their visitors. This parking also tends to be close to properties that do not have any off-street parking facilities.

Despite the low number of vehicles involved, any obstruction to the free passage of cyclists along the proposed cycle lanes would be undesirable. Therefore ways of addressing this problem have been considered. The most obvious solution would be to introduce “no waiting at any time” parking restrictions, which would force residents and visitors to park in adjacent side streets. This would cause them inconvenience, concern over the security of their vehicle, and could lead to additional parking problems elsewhere. Therefore there is likely to be strong local opposition to such a proposal, which would probably be viewed as disproportionate for the scale of the problem.

A better approach is thought to be looking at ways of maximising the potential for residents of Crichton Avenue and their visitors to park off-road. For example, the provision of vehicle crossings, hard-standing areas or possibly an extension to the shop lay-by may be beneficial for residents who do not currently have off-street parking. These could be provided at a relatively small cost within the context of the overall scheme, provided that there are no significant costs associated with moving underground services. Each potential case would need to be discussed with the resident concerned, and judged on its own merits in terms of likely costs and benefits to the overall scheme.

Officers consider that this approach could remove the majority of the on-street parking that currently takes place. Any residual parking should be at a very low level and is unlikely to cause significant problems for cyclists. Of course, the option of introducing parking restrictions would remain available if parking did prove to be a bigger problem than anticipated.

15. *Loss of the bus lay-by near Ashton Avenue (north side)*

- Concern that this will remove a place for the bus to stop, causing traffic delays.

Officer response: This bus stop lay-by experiences some short stay parking by people visiting the shops on the opposite side of the road. This means that buses often have to pull up outside the lay-by in the traffic lane, but this does not cause any significant problems. Indeed, it is now widely recognised that when buses do use lay-bys, that they can experience difficulties pulling back out again and experience unnecessary delays. For these reasons, the loss of this lay-by is not considered to present any significant problems for bus operations or traffic movements, and no concerns have been raised by any of the bus companies consulted.

16. *The cycle scheme is expensive*

- The money should be prioritised for spending on improving the road surface for residents instead.

Officer response: Highway Maintenance have identified Crichton Avenue as a priority for resurfacing in the near future. In view of the planned cycle scheme, it has been agreed in principle to seek to bring the resurfacing work forward into the current financial year. This would enable both schemes to be delivered simultaneously, thereby producing a better overall scheme, saving money, and avoiding abortive work in the future. A report on this matter will be taken to the Decision Session – Executive Member for Neighbourhoods on 17th November 2009.

17. *Recently planted trees*

- Concern that in the long term they will damage underground utilities.

Officer response: These trees are due to be removed and will be replaced with new trees, to be planted in more suitable locations to avoid any potential problems regarding underground services in the future.

18. *Time restricted cycle lanes*

- These have been suggested to allow off-peak parking for residents.

Officer response: Part-time cycle lanes are not thought to be a practical idea. Given the strategic importance of the Orbital Cycle Route, and local trip generators such as Nestle and York Hospital which open at night, it is considered essential that the cycle lanes are available for cyclists to use at all times.

19. *New Toucan crossing*

- Better visibility would be afforded if located on the brow of the bridge.
- Why is this facility needed for cyclists?
- Why not just provide a Zebra crossing instead?

- Concerns raised about increasing congestion at peak times as a result of introducing a crossing, given that traffic queuing for the Toucan could tail back through the Burton Stone Lane junction.

Officer response: Although the brow of the bridge would provide optimum visibility, there are problems in locating a crossing at this location. The erection of signal poles on the bridge would puncture the underground waterproof membranes that were installed as part of the bridge deck refurbishment about five years ago. This, in conjunction with the necessary railway closures during construction, would make the bridge deck location an expensive option. In its currently proposed position, we are able to achieve sufficient visibility in both directions to comply with current guidance.

Cyclists will benefit from this provision in a number of ways. Eastbound cyclists would have a safe means of crossing the road, and be able to continue their journey off-road, along the shared use path to access the Foss Islands Cycle Route. In addition, westbound cyclists wanting to turn right into either Intake Lane or Burton Stone Lane would be able to safely cross the road using the Toucan, and continue their journey off-road, along the shared use path.

A Toucan crossing is specifically designed for use by both pedestrians and cyclists and is appropriate where high numbers of cyclists are expected. At a zebra crossing, a cyclist is legally required to dismount and walk across to gain priority over vehicles. However, these rules are not well known, and can lead to confusion for drivers over who has right of way. In contrast, a Toucan crossing allows cyclists to ride across, and also provides a red and green cycle signal on the nearside push button unit to indicate when it is safe to cross. Another important safety advantage that a Toucan crossing would have over a Zebra at this location is that the associated traffic signals would be seen earlier by a driver coming over the bridge than a pedestrian or cyclist seeking to cross at a Zebra facility.

In addition, Officers propose to integrate the Toucan within the Wigginton Road traffic signals by providing an electrical linking cable, which would help to manage queuing traffic towards Wigginton Road. This could not be achieved if a Zebra crossing was introduced instead.

20. *Right turn access to Intake Avenue*

- How will cyclists move safely from the marked cycle lane (on south side of Crichton Avenue) into the middle of the road to make a right turn into Intake Avenue, when motorists won't expect cyclists to leave the cycle lane?

Officer response: It is accepted that this manoeuvre would be difficult if made on-road. However, cyclists wanting to access Intake Avenue will be able to do so by using the proposed Toucan crossing and the off-road facilities on the northern side of Crichton Avenue.

Other Interested Parties

21. *Cyclists' Touring Club (CTC)*

- feel that the proposals are discontinuous;
- cyclists belong on the carriageway, and that shared facilities should be a last resort;
- conflict between cycles and pedestrians (mostly on downhill sections);
- alongside cycling facilities, suggest that chicanes or 20mph limit is desirable;
- larger ASL at Wigginton Road junction and a dedicated right turn or signal aspect for cyclists accessing the Foss Islands route (which would eliminate the need for a Toucan crossing near the bridge);
- removal of centre lines along much of the route where carriageway width has enabled cycle lanes to be provided;
- Route 65 signing will be required at the Toucan crossing;
- as westbound motorists will gather speed as they descend from the railway bridge to the proposed Toucan – physical traffic calming measures (i.e. rumble strips as a minimum) may be useful in reducing traffic speed.

Officer response: The proposals have been developed with a view to providing a solution that suits the existing road layout, but also the patterns of current cycle demand. The existing carriageway width is not sufficient to provide advisory cycle lanes without widening, but widening the road would be of significant expense over the bridge, notwithstanding the potential for requiring underground service diversions. Hence, the proposed solution for Crichton Avenue comprises mainly on-road, but also off-road facilities. The proposed off-road facilities match the patterns of cyclists wanting to use the southern side of Crichton Avenue (currently illegal use of the footway) in order to access the Foss Islands Cycle Route, which will form a continuance of the Orbital Cycle Route. By removing the grassed verge areas, a sufficiently wide shared use facility can be introduced.

The measures are considered to be continuous, given that there is no break in provision. It must also be noted that Officers do not consider traffic calming (in the form of chicanes or otherwise) or a 20mph speed limit to be necessary or appropriate on Crichton Avenue at the present time. As mentioned previously in Para. 5, cyclist signals at the Wigginton Road junction would create problems. Removal of the centreline as suggested has been considered, but under the circumstances deemed inappropriate, given the volume of traffic (including public transport) using the route. Cycle route signing will be provided at the Toucan, but rumble strips are not considered appropriate, given the noise that passing vehicles would create in this residential area (despite the fact that they are not considered necessary because the proposed location achieves sufficient visibility in both directions to comply with current guidance).

22. *Police* – general concerns regarding the proposed Toucan crossing and the cycling interface with Burton Stone Lane.

Officer response: See above Paragraphs 19 and 20.

23. *York Access Group* – Apart from dropped kerbs and tactile paving, there appears to be no provision for those with special needs, including the users of mobility scooters (particularly in the proposed areas of shared use). Audible bleeps on controlled pedestrian crossings should be in operation at all times of

the day. 'Nearside' push buttons can be masked from view by others waiting to cross.

Officer response: The appropriate tactile paving surfaces will be used to indicate areas of shared use to blind and partially sighted pedestrians. Those riding mobility scooters are legally able to use shared use facilities (as long as they do not exceed 4mph). Audible bleeps should not be required at all times, given that rotating cones will be provided underneath the push button units, hence they will be operational between 8am and 8pm only. To avoid the masking of nearside push buttons, Officers propose to provide an additional red man/green man signal at a higher level to address the concern about the masking of the lower level signal.

24. *Cycling City Major Infrastructure Implementation Group* – It was felt that the proposal to introduce peripheral cycle lanes circulating the roundabout could be enhanced by the addition of a strip of hatch road markings positioned adjacent to the central island. This would have the effect of further narrowing the circulating traffic lane.

Officer response: The suggestion was welcomed, given that this was likely to have a traffic calming influence on circulating traffic. Officers considered that this would enhance the scheme in promoting lower circulating traffic speeds, and instil further caution on the part of a circulating motorist to look out for cyclists on the roundabout, particularly when making their exit manoeuvre.

25. *Utilities* – The most significant problem identified through discussions with the utility companies and by digging trial holes concerns a BT fibre optic cable. This would be affected by the proposed road widening on the north side of Crichton Avenue between the Kingsway roundabout and Ashton Avenue. BT estimate that it could cost £60k to alter this cable to accommodate the proposed cycle scheme.

Northern Electric Distribution Limited (NEDL) have identified several areas associated with carriageway widening that will require some sections of their equipment to be diverted and/or protected as part of the works. It is estimated that these will cost around £50k in total.

There remains a possibility of encountering unexpected apparatus during construction, and some contingency funding has been allocated to allow for this.

Officer response: Given the very high cost of locally altering BT's fibre optic cable, consideration has been given to modifying the scheme in this area. The most appropriate way to deal with this problem would be to leave the existing kerb line in position and create a short length of off-road shared use facility. More details of this proposed scheme amendment are given below (see paragraph 27). In contrast, the necessary work to divert and/or protect NEDL equipment is more widespread throughout the scheme, and cannot be avoided by small scale alterations to the proposed scheme layout. Therefore, this will be undertaken as part of the works.

26. *Network Rail* – are concerned that the existing parapet walls on the bridge over the railway track, at an existing height of 1.17 metres (which is the lowest point

at the central point), are lower than the standard height of 1.5 metres that they would generally like to see next to a footway or cycle track.

Officer response: Officers have carried out a risk assessment and concluded that the existing height of the parapet walls, coupled with their significant width (600mm), means that there is an extremely low risk of any cyclists or pedestrians falling over them and onto the railway line. Furthermore, Officers are not aware of any incident in the past where a pedestrian, or a cyclist riding on the footway, has fallen over these parapet walls. Therefore, Officers do not consider it necessary to increase their height as part of this scheme.

Proposed Scheme Amendments following Consultation

27. As a result of feedback received through the public consultation exercise, a small number of further scheme amendments are considered necessary. The latest scheme proposals are shown in **Annex C** (all the key changes appear on plan 2 of 2). The key amendments are summarised below:

- Due to problems with underground BT (fibre optic) equipment, the widening of the road between the Kingsway roundabout and Ashton Avenue would be costly, and therefore, an off-road shared facility is proposed. This would involve the construction of an off-road cycle ramp to take cyclist directly from the roundabout onto a shared-use path adjacent to the existing Pelican crossing. Cyclists would ride a short distance through this area and then down a ramp to rejoin carriageway level a few metres before the junction of Ashton Avenue. Here an advisory cycle lane with green surfacing would establish priority for cyclists past the side road. This is considered to be the most cost effective solution, mainly because this does not require extensive kerb line amendments, but also because the existing Pelican crossing configuration could remain unchanged.
- Where appropriate, Officers would seek to discuss the provision of vehicle crossings and hard-standings with residents, with a view to facilitating off-street parking and thereby reducing the likelihood of the cycle lanes being obstructed. This may also include an extension to the southern end of the lay-by near the shops, subject to further investigation and cost. The appropriate sections of properties likely to be affected is identified within **Annex C**. Individual vehicle crossings and hard-standings are likely to cost on average £1,750 each, and we anticipate that there may be as many as 16 properties requiring further investigation, but this will be largely dictated by the garden space available. It should be noted that as part of the proposed widening for the carriageway on the southern side of Crichton Avenue, existing vehicle crossings will need to be amended to suit the revised footway profile.
- A strip of hatch road markings positioned adjacent to the central island of the Kingsway roundabout. This would enhance the scheme in promoting lower circulatory speeds, and instil further caution on the part of circulating motorists to be aware of cyclists on the roundabout.

Options

28. The options for the Executive Member to consider are as follows:

Option 1 – Support the scheme consulted on (as shown in **Annex B**);

Option 2 – Support the amended scheme following consultation (which is shown in **Annex C**), along with any other changes Members consider necessary;

Option 3 – Reject the proposed scheme.

Analysis

29. The proposals have been amended in order to address the problems identified during the detailed design process, together with the issues raised from feedback through the consultation process. Justification for these amendments has been explained in the paragraphs above, and have been developed in order to ensure that the facilities provided will be attractive for users, fit well into the existing location and recognise the needs of local residents and businesses. In addition, the amended proposals seek to provide value for money, and reduce overall costs. It also is hoped that carriageway surfacing and street lighting maintenance works can be coordinated to produce a better overall scheme, avoid abortive costs, and reduce disruption to local residents in the long term.

30. Using the 'Evaluation Tool' recently developed to assess and prioritise cycle schemes, the proposed cycle facilities on Crichton Avenue can be compared to other schemes. Schemes are scored within a possible range of -30 to +38. More information on how these scores are calculated can be found in the report to this Decision Session entitled 'Cycling Infrastructure within York - Principles, Standards and Evaluation Tool'.

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
Moor Lane Bridge - completed scheme	+26

31. Option 1 would not adequately address the issues identified through the consultation feedback. There would also be a financial difficulty linked to progressing this scheme due to the requirement to relocate the BT fibre optic cable. Option 3 would not address the requirement to provide cycle facilities in this area in order to deliver this section of the Orbital Cycle Route.

32. Therefore, **Option 2** is recommended for implementation.

Corporate Priorities

33. The scheme would contribute to the following Corporate Priorities:

- Making York a Sustainable City, by increasing the use of public transport and other environmentally friendly modes of transport;
- Making York a Healthy City by improving the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest;
- Making York a Healthy City, given that the proposed scheme will encourage more cycling and walking, which will have a beneficial effect for peoples' health;
- Helping to make the City of York Council an effective organisation by combining a cycling infrastructure scheme with a carriageway resurfacing scheme to avoid abortive costs, staff time and minimise disruption to local residents and traffic.

Implications

Financial/Programme Implications

34. The likely cost of implementing the proposals for Crichton Avenue is estimated to be £575k, as shown in the table below:

Scheme Element	Estimated Cost (£000)
Highway Construction Costs	370.0
Traffic Signals Equipment	30.0
Street Lighting	16.0
CDM Regulation (Health & Safety) Costs	8.0
Known Utilities Works (NEDL)	50.0
Contingencies (to cover things like the provision of off-street parking facilities, and dealing with unexpected problems with underground services)	35.0
Professional Fees	66.0
Running Total	575.0

35. The Transport Capital Programme for 2009/10 has allocated a budget of £575k for these proposals. The scheme has a high priority given its strategic importance to the overall cycling network and is intended for implementation by the end of March 2010.
36. The construction of shared-use paths will require the movement of some of the existing street lamps. Therefore, it is proposed that new lighting columns are proposed for the full length of Crichton Avenue. An agreement in principle is in place for this to be on a part-funded basis between Highway Maintenance and the proposed scheme's budget, effectively requiring the scheme to pay for 16 of the requisite 23 columns.
37. The construction of up to 16 vehicle crossings and hard-standing areas may be required, at a cost of £1,750 each (meaning a potential total cost of £28,000). However, while this has been allowed for within the contingency element of the

scheme estimate, it is unlikely that all the properties would require these facilities to be provided.

38. The carriageway resurfacing operation is to be delivered as part of the proposed scheme, but would be financed from the Highway Maintenance Programme.

39. There are no Human Resources implications.

Equalities

40. There are no Equalities implications.

Legal

41. There are no Legal implications.

Crime and Disorder

42. There are no Crime and Disorder implications.

Information Technology (IT)

43. There are no Information Technology implications.

Property

44. There are no Property implications.

Risk Management

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

45. In compliance with the Council’s risk management strategy, the main risk that has been identified in this report is the potential damage to the Council’s image and reputation if improvements for cycling along Crichton Avenue are not delivered, especially since this forms part of the strategically important Orbital Cycle Route. At this point the risk only needs to be monitored, as there do not appear to be any clear threats to the achievement of the objectives of this report.

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Chief Officer Responsible for the report

Damon Copperthwaite
Assistant Director of City Strategy

Report Approved Yes Date 30th September '09

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:

“Crichton Avenue: Proposed Improvements for Cyclists” – a report to the meeting of the Executive Member for City Strategy and Advisory Panel on 16 March 2009.

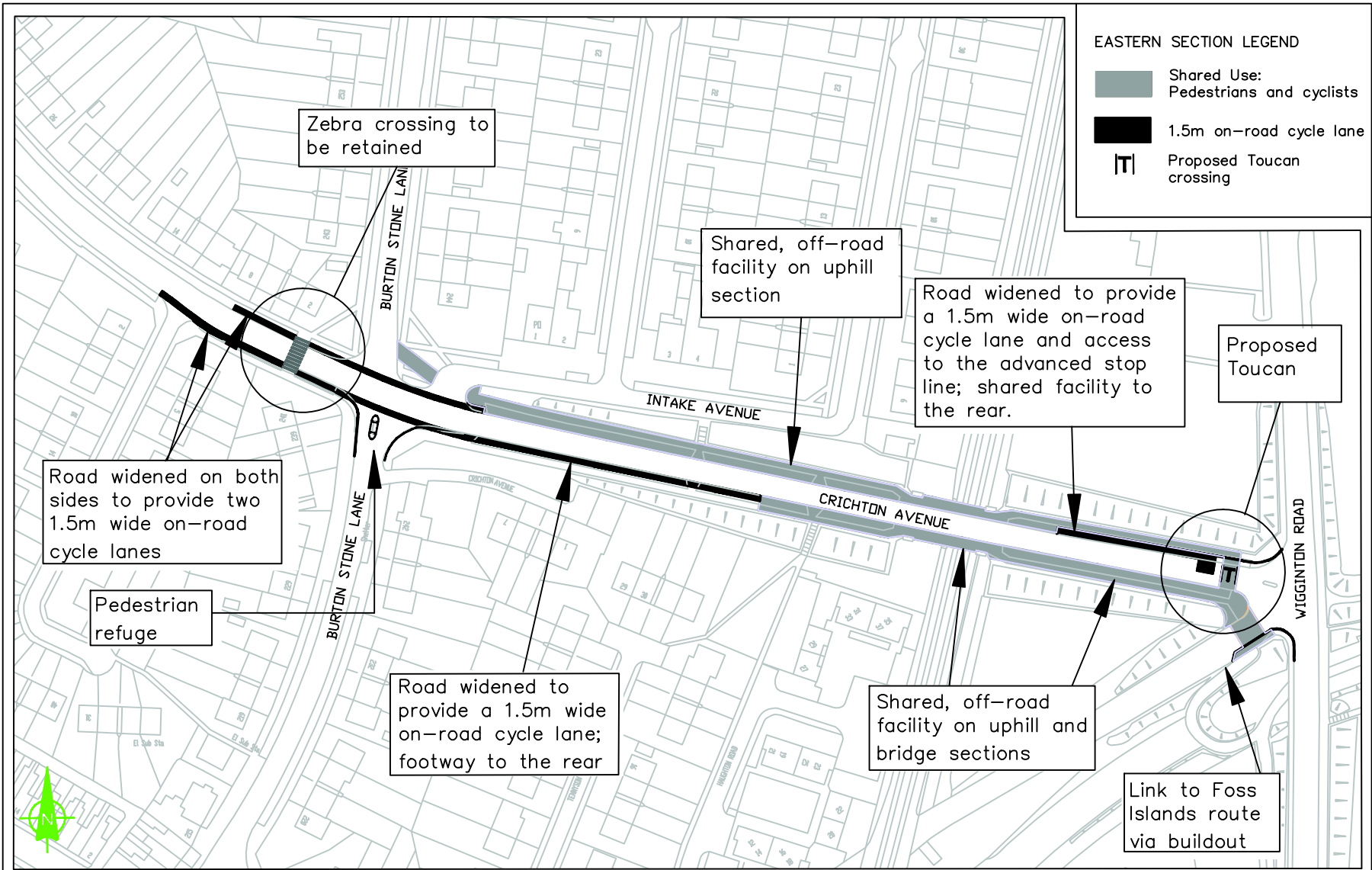
Annexes:

Annex A: Plan showing “Proposals presented to EMAP on 16 March 2009”

Annex B: Plan showing “Proposed Improvement for Cyclists, submitted for Public Consultation on 7 August 2009”

Annex C: Plan showing “Proposed Improvements for Cyclists - Amended proposals following public consultation”

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EASTERN SECTION LEGEND

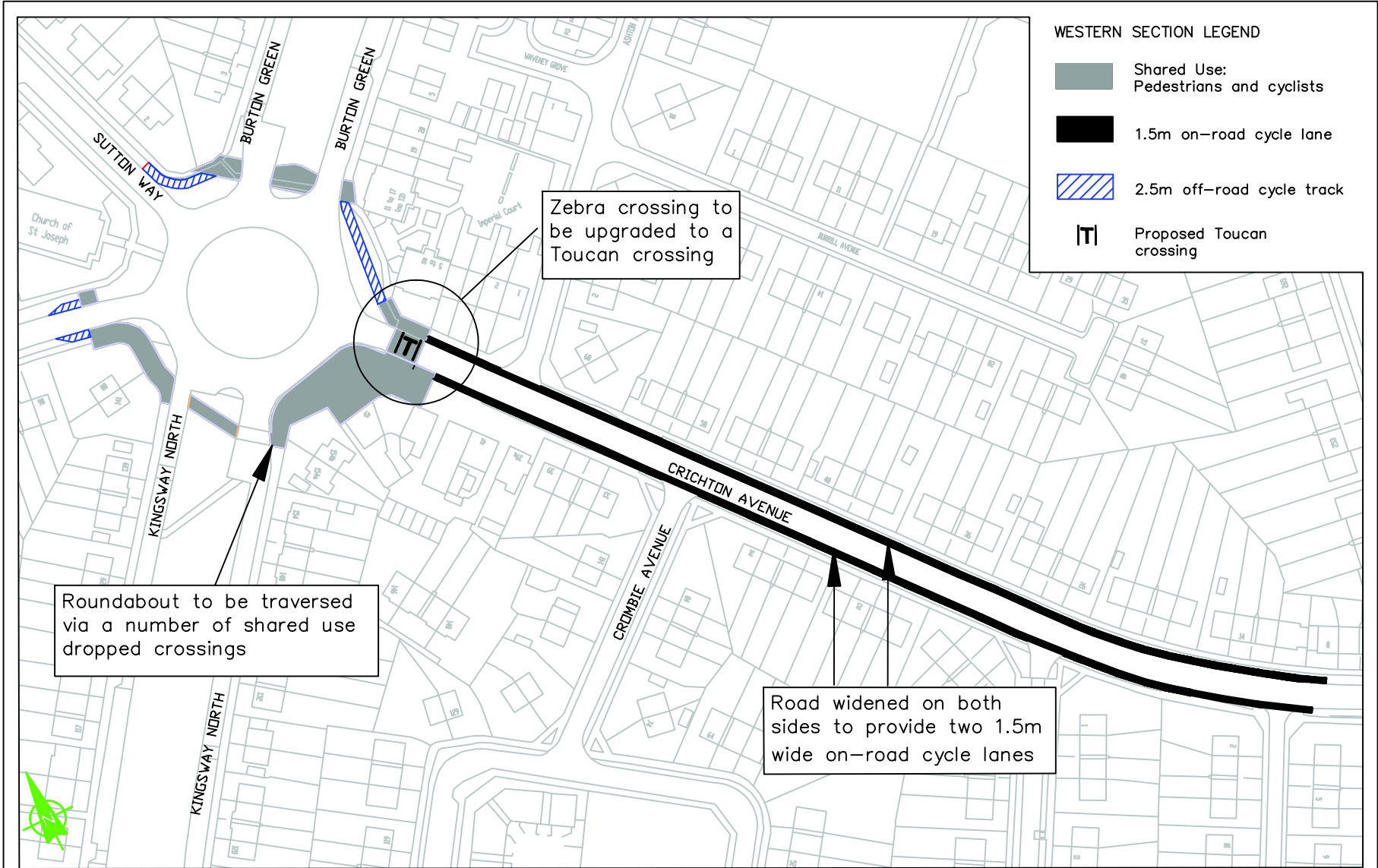
- Shared Use: Pedestrians and cyclists
- 1.5m on-road cycle lane
- Proposed Toucan crossing

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CRICHTON AVENUE CYCLE ROUTE SCHEME:
 Eastern Section Proposals
 (Proposals presented to EMAP on 16th March 2009)

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WESTERN SECTION LEGEND

-  Shared Use:
Pedestrians and cyclists
-  1.5m on-road cycle lane
-  2.5m off-road cycle track
-  Proposed Toucan crossing

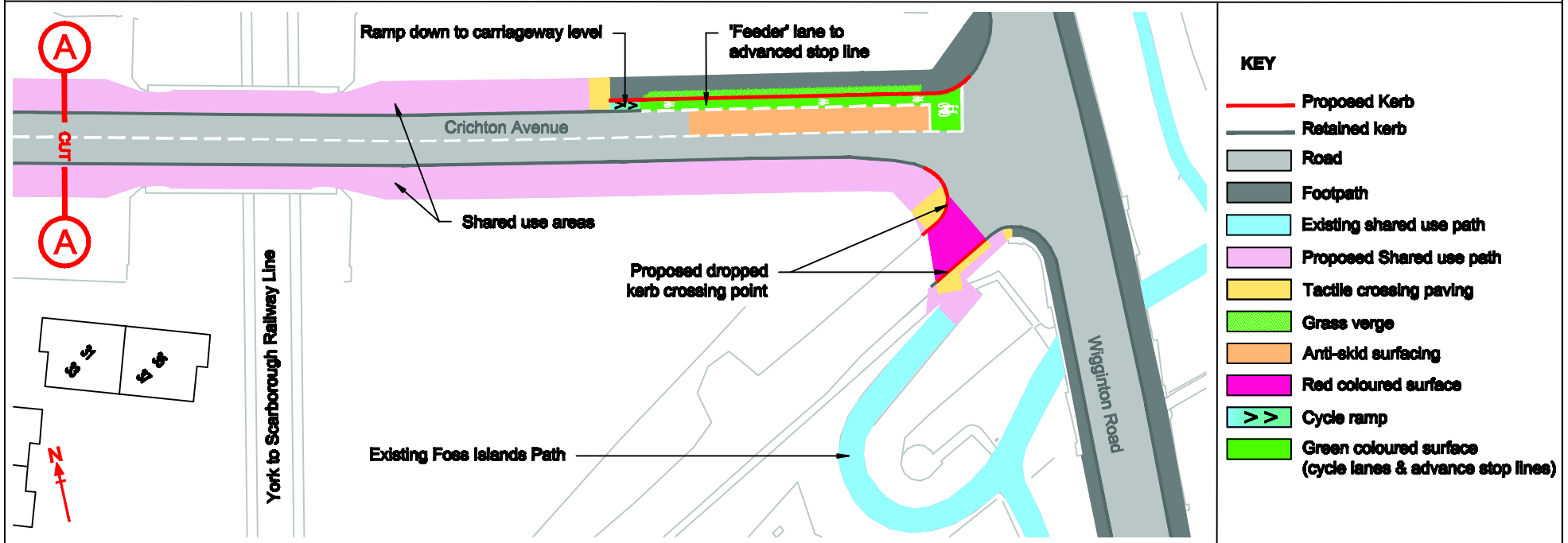
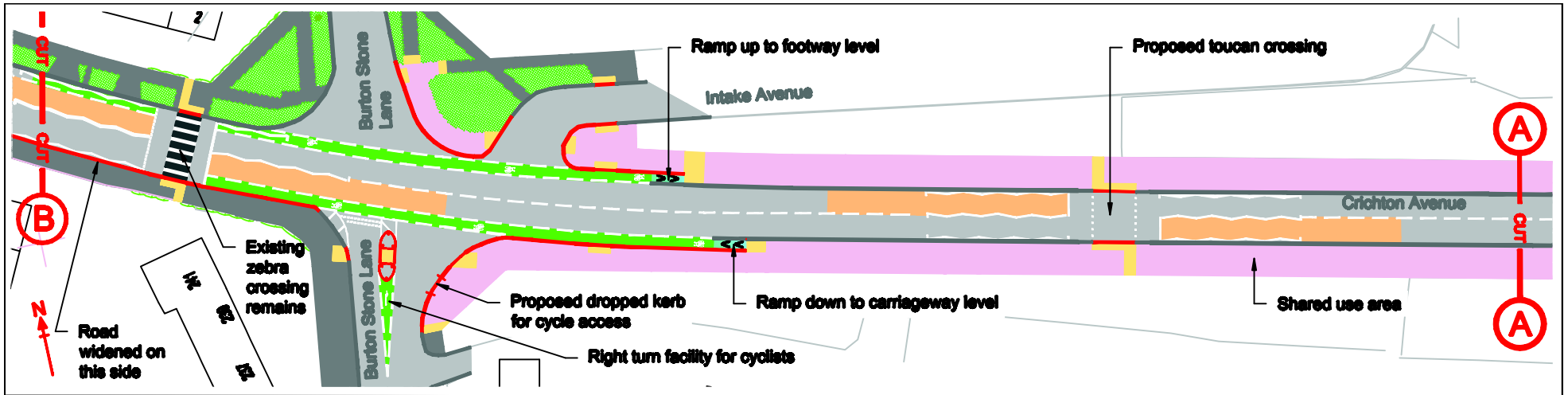
Roundabout to be traversed via a number of shared use dropped crossings

Zebra crossing to be upgraded to a Toucan crossing

Road widened on both sides to provide two 1.5m wide on-road cycle lanes

 	INITIAL	REV	AMENDMENT	DATE	CRICHTON AVENUE CYCLE ROUTE SCHEME: Western Section Proposals (Proposals presented at EMAP on 16th March 2009)	DEC/08010331
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KEY

- Proposed Kerb
- Retained kerb
- Road
- Footpath
- Existing shared use path
- Proposed Shared use path
- Tactile crossing paving
- Grass verge
- Anti-skid surfacing
- Red coloured surface
- Cycle ramp
- Green coloured surface (cycle lanes & advance stop lines)



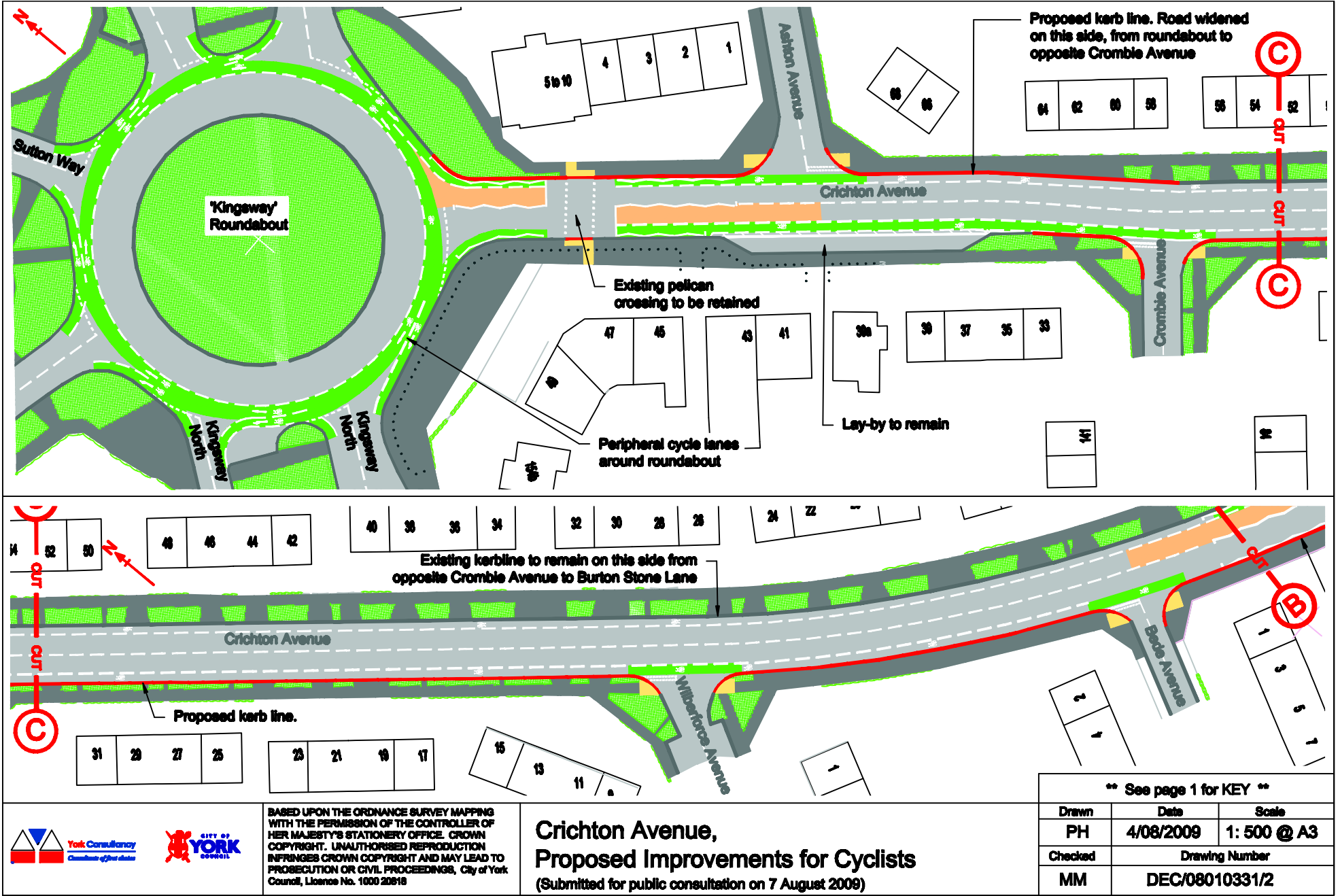
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Crichton Avenue, Proposed Improvements for Cyclists

(Submitted for public consultation 7 August 2009)

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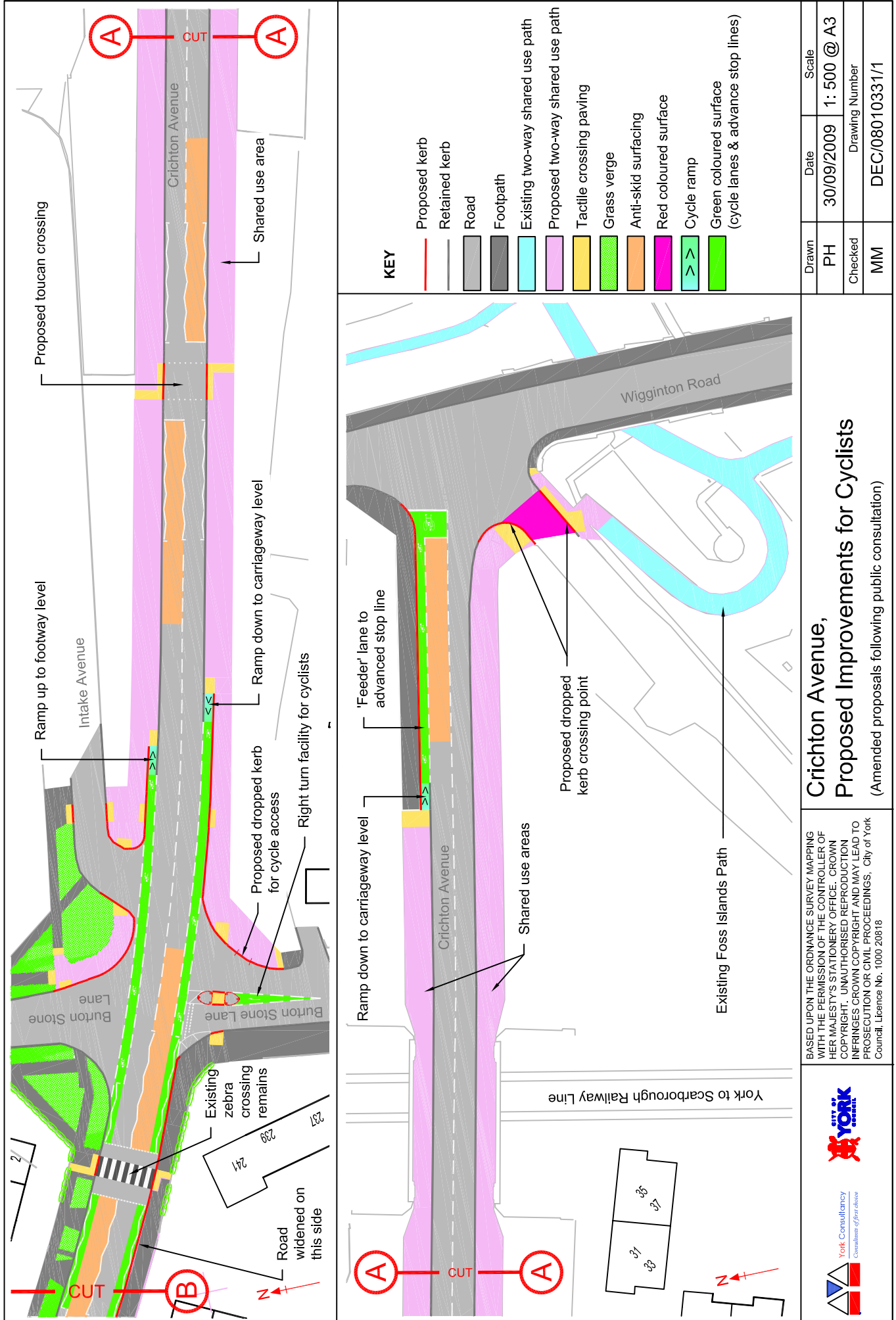
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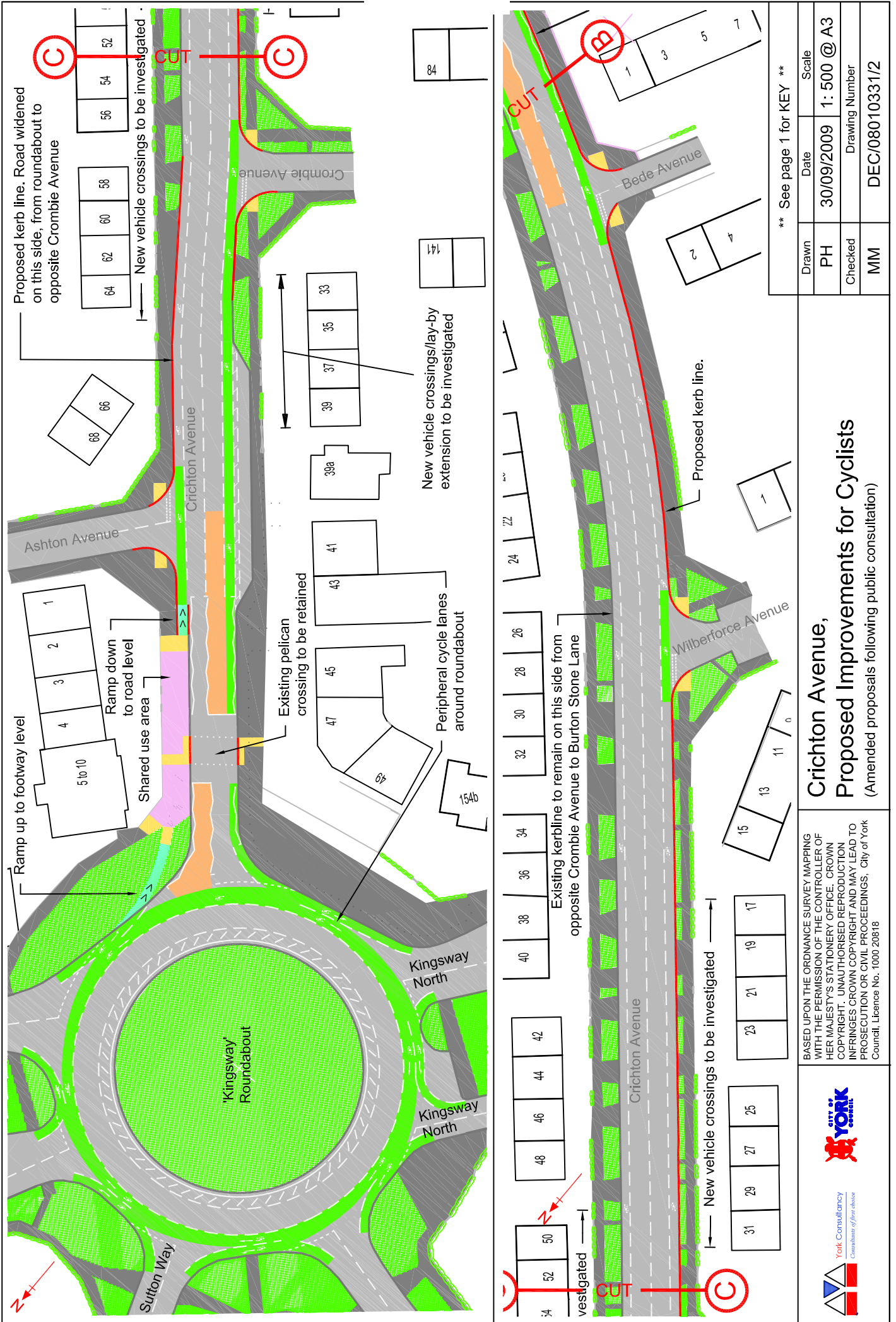
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**Crichton Avenue,
Proposed Improvements for Cyclists**
(Submitted for public consultation on 7 August 2009)

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**Crichton Avenue,
Proposed Improvements for Cyclists**
(Amended proposals following public consultation)

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**Decision Session -
Executive Member for City Strategy**20th October 2009

Report of the Director of City Strategy

**Cycling Infrastructure within York – Standards, Evaluation
Tool, and Cost/Benefit Matrix****Summary**

1. This report considers the design of future cycling infrastructure for the City of York and presents a set of standards to be adopted. In addition, it also considers a tool by which a direct comparison of cycling schemes and their relative benefits can be made.

Recommendations

2. The Executive Member for City Strategy is recommended:
 - i. To approve the Standards and Principles for designing cycling infrastructure within York.
 - ii. To approve a cycling scheme Evaluation Tool and note a Cost/Benefit Matrix for expenditure on cycling infrastructure schemes.

Reason: To provide a uniformed approach to designing new cycling infrastructure within York so that consistency can be achieved throughout the network of cycle routes and to provide a mechanism to assess, justify, and prioritise future cycle scheme work programmes.

BackgroundDesigning Cycling Infrastructure

3. In previous years, cycling infrastructure schemes have been designed and implemented on a piecemeal basis and have not all been implemented to the same standards. Inconsistencies in many areas, including quality, widths, signage, user priorities, surfacing etc, have all been experienced when using different departments, external consultants or contractors to design or build facilities.
4. With Cycling City status, York has an extensive programme of planned infrastructure works and it was felt that a document would be advantageous which was aimed at Engineers/Planners, and which set out consistent standards, principles and guidance for designing cycling infrastructure for York. The intention is that every facility which is

designed and subsequently built will be of the same 'York Standard', providing consistency throughout the network. This document entitled 'Standards and Principles for Designing Cycling Infrastructure' is attached as Annex A.

5. Extensive guidance already exists, issued by the Department for Transport (DfT) [Local Transport Note 2/08 – 'Cycle Infrastructure Design' – Oct 2008], and by Cycling England (Design Checklist & Guidance), and many of their recommendations are mirrored in the York Standards. Where the York Standards differ is that they are more concise than the DfT guidance and will act as a quick condensed reference, with some specifications altered necessarily to fit the uniqueness of York.
6. It is widely acknowledged that shared-use paths are particular points of conflict between pedestrians and cyclists generally and in York. Officers have investigated ways of addressing this problem but have been unable to develop a solution other than that offered by the DfT, without causing potential hazards for pedestrians, and/or causing additional confusion. In trying to resolve the situation advice has been sought from DfT, Cycling England and CYC legal services. Cycling England advised that where the width of a shared use path is insufficient to provide full segregation and has therefore been provided as a shared use space it is preferable to leave the area undelineated to put the onus on users to take extra care and consideration, as there would be insufficient space for the users to interact safely within the delineated area. Advice is that DfT regulations/guidance should be followed to avoid any possible challenge in the future.
7. For example, DfT guidelines do not stipulate when and where segregation should be used over unsegregation. However it is stated that: "Almost all off-road routes for cyclists are used by pedestrians, and the potential for user conflict needs careful consideration. Where there is potential for conflict, separating user flows is an option but if room is limited, this may not be making best use of the width available." In addition, concerning such areas, where pedestrian and cyclist movements are likely to conflict (i.e. pedestrian crossings or bus stops), DfT guidance states the following: "If the footway and cycle track on the approach are segregated, segregation should stop short of the waiting area (which should be shared use)." For this situation, the advice received from DfT; Cycling England; and the council's Legal Services department were all in agreement.

Evaluating Cycle Schemes

8. There has been a desire to develop a 'cycling model' which would predict the anticipated increase in cyclists using a facility once built, based on cost of facility. On investigation, and after discussions with other local authorities and consultants, it has been concluded that there is no such model in existence (although there is wide recognition that one would be useful).
9. An extensive list of desired infrastructure works over a limited amount of time and with a limited budget means that some prioritisation and

justification of schemes must be undertaken. A simple tool has been designed by which to compare the relative benefits of one scheme against those of another, and give each a score. In this way it is intended that a database of indices for schemes past and present can be established, against which future schemes can be assessed. The Evaluation Tool is attached as Annex B.

10. With thorough before and after monitoring of new cycling facilities in York it may be possible, in the future, to build up an evidence base which would then give sufficient confidence to prioritise cycling in certain circumstances and give an estimate for the anticipated increase in cyclists (but not currently at this time).
11. A report commissioned by Cycling England and reported to them by SQW Consulting in December 2008, included a matrix which showed the number of additional cyclists which were needed in order to justify a given spend on a cycling infrastructure project. Several variables gave estimated annual monetary values for each additional cyclist (cycling regularly for one year) including: health benefits; value of loss of life; NHS savings; productivity gains; pollution; congestion; and ambience.
12. Calculation is possible of the economic benefit of each cyclist, therefore it is also possible to use these combined values to show the number of new cyclists required to ensure that an investment will at least break-even over the full life of the cycle facility (assumed to be 30 years). Because facilities are varied in type and location, the matrix also gave values for four different types: urban on-road; urban off-road, rural on-road; and rural off-road cycle facilities. These results can be read within Annex C.
13. Using the matrix, and with thorough before and after monitoring of new cycle facilities (to give actual numbers for increased cyclist usage), we can estimate whether a scheme has been “good value for money”. However it should be noted that this is difficult to quantify initially, as usage tends to build up steadily from an initial boost, and therefore year-on-year growth in cyclist numbers is not usually uniform.
14. We can also, in time, develop this element into a ‘value for money’ factor to be included within the evaluation tool.

Consultation

15. Extensive consultation has been undertaken to develop the Cycling Design Standards including the following meetings:-
 - 27th May 2009 Major Infrastructure Implementation Group, Cycling City York Programme.
 - 19th June 2009 Internal (City Strategy) Workshop – participation from *Transport Planning; Engineering Consultancy; Network Management; and Highways Maintenance.*
 - 29th June 2009 Internal (City Strategy) Workshop – participation from *Transport Planning; Engineering*

*Consultancy; Network Management; and
Highways Maintenance.*

- 28th July 2009 Officer in Consultation with Executive Member – Director of City Strategy
16. In addition, a wide range of internal and external stakeholders have been consulted and additional comments have been received (and incorporated into the document where possible) from the following:-
- John Grimshaw CBE, Special Adviser to Cycling England
 - 'Cycling Champion' Member
 - York Cycle Campaign
 - Halcrow Consultancy
 - Transport Initiatives Consultancy

Corporate Strategy

17. Adopting the Standards and Principles for designing cycling infrastructure, as well as approving the cycling scheme Evaluation Tool, will contribute to the delivery of the Corporate Strategy, specifically through the following themes and commitments:
- Sustainable City
"The Council is committed to improve the quality of the local environment and the condition of York's streets and public spaces."

"The Council is committed to transform York into a 'Cycle City' by investing our successful £3.7 million bid in cycling infrastructure, increasing cycling opportunities and improving cycle availability to all".
 - Safer City
By providing consistency throughout the highways network, this will improve safety for all users.
 - Healthy City
Investing in quality and consistent cycling infrastructure will encourage more people to choose this mode of transport and improve general health and wellbeing.
 - Effective Organisation
Through being able to justify and prioritise cycling infrastructure schemes, the Council will be able to make the most efficient use of Cycling City and Local Transport Plan funding.

Implications

18. This report has the following implications:
- Financial
There are no financial implications at present. However, if the Evaluation Tool were not approved, schemes may not consequently

achieve their maximum potential in terms of “value for money” for effectively increasing the number of people cycling.

- Human Resources
There are no HR implications at present.
- Equalities
Providing consistent and improved cycling infrastructure throughout the city removes some of the barriers to – and encourages a modal shift to – cycling, where people may have been discouraged from doing so in the past. In addition, many of the standards advocate the minimisation of street clutter which would improve the street environment for pedestrians and particularly for blind and partially sighted people, as well as those with luggage or wheelchairs.
- Legal
There are no legal implications at present, other than those prescribed by DfT’s Traffic Signs Regulations and General Directions.
- Crime and Disorder
There are no crime and disorder implications at present.
- Information Technology
There are no IT implications at present.
- Property
There are no property implications at present.
- Sustainability
Adoption of the Design Standards will encourage a modal shift to more sustainable means of transport.
- Other
As a ‘Cycling City’, York needs to be seen actively improving provision for cyclists and using government funding to improve cycling infrastructure where it is likely to have the biggest effect on increasing cycling numbers. Any hesitance on this matter could damage York’s reputation as a Cycling City.

Risk Management

19. In compliance with the Council’s Risk Management Strategy the main risk that has been identified in this report could lead to the inability to meet the council’s objectives (Strategic).
20. Measured in terms of impact and likelihood, the risk score for the recommendation is less than 16 and thus 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.

Non Ruling Group Spokespersons' comments

21. As City of York Council's *Cycling Champion*, Cllr A. D'Agorne, Green Party, has already contributed to the development of the Design Standards and had no further comments on these. Regarding the cost/benefit of schemes, he suspected that returns in terms of increased use for a given investment would be variable according to a great many things such as major trip generators; residential areas served; degree of promotion; and even age profile in the local population. High profile local promotion of new cycling facilities would be money well spent from the Cycling City Programme.
22. Cllr I. Gillies, on behalf of the Conservative Group, commented that there was a need for secure and covered parking for cyclists within the city centre, in addition to the proposed Lendal Hub Station, to reduce the number of bicycles being locked illegally against lamp posts and railings. He believed that current parking should be removed from pedestrian areas and relocated to other sites, in addition to using areas of car parks. The loss of revenue from these car parking spaces could be compensated out of the Cycling City budget.

Contact Details

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Report Approved Date 7 October 2009

Specialist Implications Officer(s): None

Wards Affected:

All

For further information please contact the author of the report.

Background Papers

Report: "*Cycling within York – Infrastructure Standards; Benefits Index; Cost/Benefit Matrix*", to meeting of Officer in Consultation with Executive Member – Director of City Strategy (28 July 2009)

DfT Local Transport Note 2/08: "*Cycle Infrastructure Design*" (October 2008)

Report: "*Guidance on Sustainable Development*", to City of York Council Scrutiny Management Committee (October 2006)

Annexes

Annex A Standards & Principles for Designing Cycling Infrastructure
Annex B Cycling Scheme Evaluation Tool
Annex C Cost/Benefit Matrix for Cycling Infrastructure



City of York Council Standards & Principles for Designing Cycling Infrastructure

1.0 INTRODUCTION

1.1 Foreword

This document sets out the standards and principles which are to be used when designing infrastructure for cycling within York and create a consistent approach.

Most of the recommendations are taken from DfT Standards and/or Cycling England Guidance, but with some specifics adapted necessarily to fit the uniqueness of the City of York, and also taking into account recommendations made to the Scrutiny Management Committee by an Ad-Hoc Scrutiny Sub-Committee on 23 October 2006 regarding guidance on sustainable development. Furthermore, this document has purposely been kept concise so as to act as a quick reference, as opposed to a detailed parameter guide, as comprehensive design information is already available (listed in the bibliography) and particularly the DfT Local Transport Note 2/08 – Cycle Infrastructure Design (Oct 2008).

It would not be possible to incorporate every possible scenario or situation within this document as the permutations are endless, but most of the generic problems/solutions which occur when designing cycling infrastructure will be covered. This document should be used as a general guide (“rule of thumb”) and reference, but in some circumstances, solutions may have to be sought from outside the Design. This is of particular note in conservation areas (many parts of York), where ‘identikit’ solutions are not always appropriate.

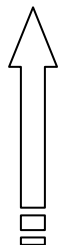
1.2 Tips

The three key points to stress to Engineers when designing useful cycling infrastructure are:-

1. **Always think from a cyclist’s viewpoint.**
(e.g. What would really help you on your journey at this point? What would severely deter you? Also what are the Pedestrian movements?)
2. **Be realistic.**
(e.g. Is a sign *really* going to be adhered to? Is it a waste of money?)
3. **Use your common sense.**
(e.g. More often than not, any provision for cyclists is better than none!)

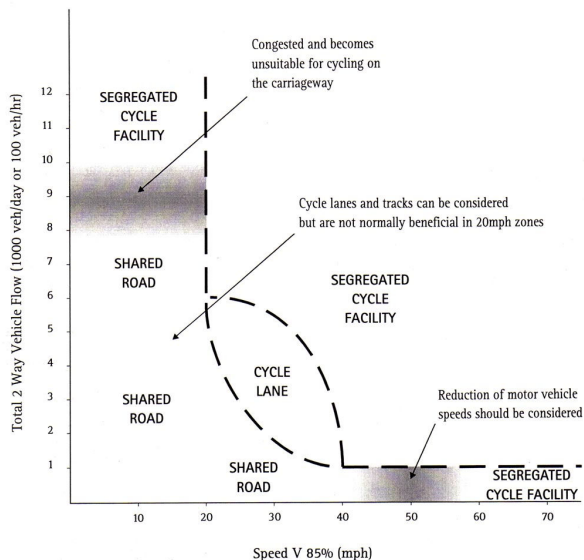
When considering designing infrastructure for cycles, reference should be made to the DfT’s Hierarchy of Users and Hierarchy of Provision, but needs to be considered alongside the environment within which it is going to be built (i.e. traffic speeds; congestion; conservation area; pedestrian numbers; likely type of user; etc). Measures for cyclists (and pedestrians) should offer positive provision which reduces delay or diversion and improves safety:-

Highest Priority



- Pedestrians and disabled people
- Cyclists
- Public transport users
- Motorcyclists and taxis
- Commercial and business vehicles
- Car borne shoppers
- Car borne commuters and visitors

Lowest Priority



Hierarchy of Users

Hierarchy of Provision

2.0 ON-ROAD PROVISION

2.1 Introduction

Many children and non-confident adult cyclists prefer to use off-road routes as they are separated fully from traffic and are perceived as safer. However, most of the time, the most direct routes for cyclists are those incorporating existing highways, and certainly in York, cycle lanes in the carriageway can benefit most cyclists, although on occasions, poorly designed lanes have made conditions worse or more hazardous. On-road provision also means that the cyclist has priority over vehicles emerging from side-roads, requiring the cyclist to slow down or stop less frequently than most off-road provision. In addition, cycle provision on-road is relatively inexpensive compared to off-road provision and we can usually achieve better value for money this way.

Contrary to most motorists beliefs, there is no legal obligation for cyclists to use cycle lanes (or any other type of cycle infrastructure provision), although the benefits of using 'good' cycle lanes, for most, outweigh the negatives. The intention is that a cycle lane will create a comfort zone around a cyclist, often assisting them in difficult or congested situations and raising driver awareness of cyclists.

However, overly narrow cycle lanes potentially reduce the level of separation between vehicles and cyclists by encouraging cyclists to stay closer to the kerb, and if a lane is too narrow to comfortably ride within it, the purpose of the facility is lost.

2.2 Basics

- The following minimum clearances should be observed where possible, and increased where there is opportunity.

Note:- As a general guide, these figures should be added to the 1.00 m 'dynamic envelope' of a cyclist, to give minimum widths of a one-way facility where there are fixed objects:

Object	Distance from wheel to object (metres)
Kerbs under 50 mm	0.25 m
Kerbs over 50 mm	0.50 m
Sign posts, lamps columns,etc	0.75 m
Continuous features – i.e. walls, railings, bridge parapets, etc	1.00 m

2.3 Cycle Lane Widths

- The standard in York is to provide cycle lanes of 1.5 metres width on most roads.
Note:- Although some advice recommends cycle lanes which are of larger width (i.e. 2.0 metres), general consensus in York is that small cars and motorcycles may use the lane to queue-jump traffic, so 1.5 metres should be observed in most situations.
- If plenty of space is available, consideration should be given to the cycle lane remaining at 1.5 metres wide, and introducing a buffer-zone (of perhaps 0.5 metres) between the cycle lane and the kerb edge.
Note:- This buffer then provides space so that the cycle lane does not “hug the kerb” and allows cyclists to avoid gutter objects and litter.
- In some cases, where very large scale cycle flows are anticipated or at contra-flow situations, cycle lanes should be 2.0 metres wide, allowing cyclists to pass/overtake each other.
Note:- Contra-flow cycle lanes are required to be mandatory (unbroken white line) with a ban on all parking/loading. They require very clear and prominent markings, including arrows.
- To provide continuity of a cycle lane (and for a short distance only – at the Planner/Engineer’s discretion), cycle lanes can narrow to 1.2 metres wide if necessary, but only at potential pinch points and this should always be an exception, rather than the rule.
Note:- Every attempt must be made to set back any kerbside street furniture along this stretch of the cycle lane. This may then reduce the hazard of a cyclist hitting an object with the edge of their handlebars when cycling close to the kerb and also gives the illusion of more space.
- An alternative, for roads with less traffic, is for the cycle lane to continue at standard width, with the all-purpose lane narrowed to substandard for the short distance. (The minimum width for an all-purpose traffic lane within York is 2.8 metres wide [exceptions do occur – see *section 2.10*].)
Note:- This can work satisfactorily as traffic is discouraged to cross into the advisory cycle lane, but can legally do so if necessary (i.e. two HGVs passing).
- If there is not enough room to provide an advisory 1.2 metre cycle lane, or the squeeze-point is over a longer distance, please consult Transport Planning Unit (in consultation with Network Management) for their views on whether, as an exception, a narrower lane would be possible, or whether it may be best to avoid a cycle lane altogether. Where the latter occurs, line markings for the cycle lane

should merely discontinue for the length of the squeeze-point, and resume when the carriageway returns to normal width.

Note:- Some evidence shows that overtaking motorists refer to the lane markings and not the cyclist – meaning some may pass too close if the lane is any narrower. This might be the case on roads with fairly free-flowing traffic. (For narrow roads with traffic which is regularly stationary/queuing, please see *section 2.10*)

- Where space is restricted, consideration should be made to widen the carriageway and incorporate cycle lanes by removing part of the footway.

Note:- This should be done in circumstances where the footway already has very ample width and any narrowing of the footway will not have any adverse effects on pedestrian movements.

2.4 Mandatory / Advisory Cycle Lanes

- Research shows that up to a third of motorists do not understand that their vehicles are not permitted to enter, or park within, a mandatory cycle lane (unbroken white line). However, nearly all motorists are aware of the meaning of double yellow lines. It is also apparent that York has many relatively narrow highways where encroachment by motor vehicles (and particularly buses / FTR) into a cycle lane may be unavoidable. Therefore, most cycle lanes installed within York will be advisory (white dashed line) on routes with full parking prohibition (double yellow lines).

Note:- Mandatory cycle lanes may be appropriate in some areas where it is felt necessary (and where on-road parking by vehicles is very unlikely – i.e. the outer ring-road), although time constraints should be considered as a TRO is required.

2.5 Diverting Around Parking Bays

- Where there are a number of parking bays, the cycle lane should be routed around the bays with a 1.0 metre buffer zone between cycle lane and parked cars to allow for door openings. As a minimum, a buffer zone of 0.5 metres should be used, although this may be influenced by the depth of the parking bay.

Note:- Where there is a real danger from parked cars or little room to incorporate the facilities, consideration could possibly be made to divert the cycle lane onto the footway (if wide enough to incorporate segregated use) for a short distance before returning to on-carriageway. Also note though that a buffer zone between cycle track and parking would still be required (doors opening etc) and on-road provision is nearly always the preferable solution.



Example of cycle lane alongside parking bays, with buffer zone.

2.6 Coloured Surfacing

- Anti-skid, coloured surfacing to highlight “cycle accessibility” (in York this is always “FERN GREEN” – RAL 6025 [& Hot-Applied]) will only be used to emphasize the presence of a cycle lane in certain hazardous circumstances to draw motorists’ attention to the potential presence of cyclists.
- Consideration should be made to the aesthetics of the scheme and the sensitivity of the area in which it is being used, as sporadic use of coloured surfacing looks unsightly and it may be better to link some ‘patches’ together (although this may be expensive).
- Fern Green surfacing should be used sparingly, but is necessary in the following situations:-
 - At lead-in lanes and advanced stop lines (particularly for non-nearside lanes);
 - Cycle lanes crossing the mouths of side-roads or alongside parking bays;
 - Central and right-turn cycle/filter lanes, as well as contra-flow cycle lanes;
 - At some junctions, particularly where there are exempted cycle movements;
 - Through zig-zag markings at zebra and pelican crossings and at bus stop markings (no lining - surfacing only);
 - Possibly used for 2-way cycle lanes;
 - Other locations where cyclists may be put at greater risk, e.g. short cycle lanes through pinch points.
- Anti-skid, RED coloured surfacing should only be used to highlight a potential danger for cyclists and should typically only be used for crossings of side-roads etc where the cyclist does NOT have priority.
Note:- As a ‘rule of thumb’, Fern Green surfacing should be used where a cyclist has priority or an advantage over other traffic. Red surfacing should be used where a cyclist does not have priority (or if no one user has priority over another).

2.7 Termination of Cycle Route

- Where cycle lanes end abruptly on the carriageway, i.e. without any further provision for cyclists, the use of “End of Cycle Route” or “Cyclists Dismount” signs / painted-markings are to be wholly discouraged. If deemed absolutely necessary, only the use of ‘End’ (painted at the termination of a cycle lane) will be acceptable.
Note:- In nearly all cases the cycle lane markings should simply discontinue, reintroducing cyclists into the main traffic lane.

2.8 Side Roads

- Cycle lanes will be continuous passing the mouths of (minor) side roads. A combination of coloured surface, cycle symbols (diagram 1057 of the DfT’s TSM) – orientated in cyclist direction of travel, occasional arrows (see below), and continuation of lining should be used on the junction itself.
- For larger side roads, two symbols should be used - one at the centre of the traffic lane leaving the side road (an arrow in cyclist direction of travel should also be used here to indicate cyclists crossing from one direction in front of waiting vehicles – where it is deemed necessary), and one at the centre of the traffic lane which enters the side road (no arrow required here).

- For small side roads, the symbol should be placed centrally to the side road 'mouth'. Usually, an arrow is not required.



Cycle lane passing side road (diag.1057 is wrongly positioned and should be centrally positioned to the mouth of this minor side road).



Diagram 1057.

- Cycle symbol markings on the ground (diag.1057) must be placed at the start of any substantial cycle lane and feature at every break (i.e. at a side road – see above), as well as at suitable intervals (at discretion of Engineers).

Note:- On any long uninterrupted length of cycle lane, to reduce road markings, diag.1057 can be used sparingly, but would advise symbols approximately every 100-200 metres depending on how prominent these need to be to other road users.

- The use of upright signs (diag.967) to denote an on-road cycle lane should be used sparingly, if at all. York is trying to reduce street-clutter, and with the symbols and any coloured-surfacing on the ground to highlight the facility to road users, these signs serve little purpose. They should be used sparingly around the city, so that where they are used, they are that much more noticed.

Note:- If decided that a sign is required in a location, every attempt should be made to attaching it to existing posts/columns.



Diagram 967.

2.9 Roundabouts

- Continental-style roundabouts (also known as compact roundabouts) have tighter geometry than the typical UK roundabout and are more cycle-friendly as motorists are unlikely to attempt to overtake cyclists on the circulatory carriageway due to its limited width. An overrun apron around the central island can offer a tighter geometry for cars by increasing the island's effective diameter, while still allowing larger vehicles to use the junction. To be most effective, it should be slightly raised and/or textured.

Note:- Many studies show there is a higher risk of cyclist injury accidents at roundabouts compared with other junctions. Large, unsignalled, multilane roundabouts are generally the most hazardous and intimidating for cyclists.

- Where feasible, roundabouts should be designed for lower vehicle speeds to allow cyclists to take up a position in the centre of the circulatory carriageway, where motorists are most likely to see them. Entry and exit lanes that are aligned to be more radial than tangential to the circulating carriageway help reduce vehicle speeds by creating greater deflection. Single lane entries and exits ensure that sight-lines are not obscured by other vehicles.

Note:- The innovative roundabout at Heworth Green (the 'magic roundabout') should be emulated where many cycle routes meet at a common roundabout. These should feature wide cycle lanes, a reduced circulatory carriageway width, tight geometry, and a smaller outside diameter than conventional roundabouts. The lanes only position a cyclist close to the perimeter when he or she intends leaving at the next exit – otherwise, the cyclist is positioned away from the perimeter.

2.10 Cycle By-Passes

- Cycle by-passes will be introduced at traffic-calmed areas, particularly at any build-outs, central refuges or chicanes where there would be a danger that the cyclist would get forced out into the main carriageway.

Note:- A minimum of 1.0 metre width should be observed for the by-pass. Consideration also needs to be given to issues such as drainage, sweeping and preventing blockage by parked vehicles.



Example of cycle by-pass at a build-out.

2.11 Where Widths are Restricted / Shared Space (Vehicles & Cyclists)

- On single carriageways, where physical space is restricted and there is not enough room to incorporate cycle lanes, nor any off-road alternative, careful consideration should be given to removing the centre line. This has a proven speed-reducing feature as well as re-allocating road space in favour of the cyclist and is best suited to “quiet” locations where there are relatively few HGVs and general traffic flows are reasonably low.

Note:- This technique is suitable for roads wide enough to accommodate two 1.5 metre cycle lanes and a central general traffic lane of at least 3.5 metres (i.e. an overall carriageway width of at least 6.5 metres).



Removal of the centre-line and incorporation of cycle lanes.

2.12 **** ONLY IN EXCEPTIONAL CIRCUMSTANCES ****:-

- ❖ Where situations exist where carriageways are narrow, traffic flows are much greater and there are likely to be periods of stationary queuing traffic (i.e. Gillygate; Lendal Bridge etc), options are extremely limited. Something needs to be done to guide traffic away from the kerb edges and towards the centre line, so that cyclists can then ‘undertake’ queuing traffic. Careful discussions should always be undertaken with Transport Planning Unit (in consultation with Network Management) to agree an acceptable solution.

Note:- DfT do not have any recommendations on this situation, other than the use of diag.967 to highlight a recommended cycling route, on-carriageway.

- ❖ Because of this lack of guidance from DfT, and with York having a number of locations where there is a physical lack of space (i.e. overall carriageway widths of less than 7 metres, and no room to convert footway) and often in conservation areas within the heart of York, a special case could be made (only in exceptional circumstances) to install advisory cycle lanes to 1.0 metre width. It is accepted that traffic lanes would be significantly reduced in width (but to an absolute minimum of 2.0 metres wide). As the cycle lanes are only advisory, any vehicles, but particularly HGVs and buses, are legally allowed to enter them and it is accepted that situations will arise when vehicles straddle both the traffic and cycle lanes.

Note:- 1.0 metre wide cycle lanes are well below the York standard width (for installing new cycle lanes), but in exceptional circumstances, and for the purpose of allowing cyclists to pass queuing traffic, these could be justified. Please note

that this option should never be considered as a solution unless all other options have been explored in full.

- ❖ In the situation above, as well as the use of lining, the cycle symbol (diag.1057) should be used more regularly than on normal width cycle lanes (approximately every 25 – 50 metres), to alert other road users that the facility is a cycle lane and to encourage them to stay out of it.

Note:- Advisory on-carriageway cycle route signs (diag.967), although normally discouraged from use, may be used in these situations, but only if deemed absolutely necessary and should only be placed at the beginning of the on-road facility and after any major break in the route (i.e. after a crossroads where the facility continues straight ahead). Again, these should be fixed to existing posts/columns if possible.

2.13 Traffic Calmed Areas

- If a flat-top speed-table is to be installed, a gentle gradient transition should be used, featuring no overtly sharp angles.

Note:- This could be done with the use of preformed sinusoidal profile ramps.



The gentler gradient of a preformed sinusoidal profile ramp.

- Where road humps or speed cushions are used, a gap of at least 1.0 metre width needs to be provided between kerb-edge and the hump/cushion.

3.0 ADVANCED STOP LINES ('ASLs')

3.1 Description

Of all the cycle-specific measures, ASLs are among the most beneficial. However, they must be large and prominent enough to be effective so that motorists do not encroach into the waiting area, as is regularly observed.

Importantly, ASLs have little or no negative impact on traffic congestion or capacity, even where a vehicle lane is at saturation flow. However, in some cases the installation of ASLs at a junction may result in a need to make minor changes to the signal timings, mainly for the benefit of cyclists clearing larger junctions, but in most circumstances setting back all the stop lines for other traffic by an appropriate amount to incorporate any ASL will not require a longer inter-green period or any other signal timing changes.



An example of a standard-width ASL within York.

3.2 Specifications

- ASLs must only be used at signalised junctions and must be adequately deep enough for cyclists to make the desired movements and assume a prominent position in the road. These will normally be between 4 and 5 metres deep.
Note:- Deeper ASLs are possible where a very large number of cyclists are expected through the junction.
- Fern Green coloured surfacing for the waiting area and the lead-in lanes should be used on all ASLs as this can help to make them more conspicuous to motorists who may otherwise encroach upon them.
Note:- This is particularly the case with non-nearside lead-in lanes, where cycling between two lanes of vehicular traffic poses an extra hazard.
- ASLs should extend across all the traffic lane(s). Part-width ASLs do currently exist within York, but they are not covered by TSRGD (Traffic Signs Regulations and General Directions) and future part-width ASLs should be avoided or individually authorised internally.
Note:- A better solution would be to simply set back the stop-line and signals an extra few metres (so that a full-width ASL can be incorporated).
- Lead-in lanes are expected for all ASLs and should be of sufficient length as to bypass traffic queuing at the signalised junction. The aim should be for the facility to extend back up the road as far as possible, with all options explored to incorporate the lead-in lane (i.e. road widening; traffic-lane width reduction; etc).
- For cycle lanes/feeder lanes into advanced stop line arrangements, a width of 1.5 metres is advisable, although 1.2 metres would be acceptable if outbound from a pinch-point. (1.0 metre width would be an absolute minimum if coming from a situation such as in *para 2.10*, or at a small feeder stub).
- Where there is multiple traffic/filter lanes for vehicles to use, and especially at filter-light arrangements (i.e. Blossom Street crossroads), the use of diag.1057 and arrows on the ASL should be used to indicate the safest position for cyclists to take up where they will not be obstructing filtering traffic movements.
- Approval from DfT is currently being sought for the use of advance cyclist signal lights, for cyclists to be given several seconds 'head-start' over other traffic at some junctions where there is a real danger of cyclist/motorist conflict.

4.0 OFF-ROAD PROVISION

4.1 Introduction

In general, off-road cycle routes in urban areas tend to be the most desired (particularly by non-confident cyclists) however, these are usually the least feasible of options. In practice it is usually more convenient (and cheaper) to cater for urban cyclists on-road if this is practicable. However, off-road provision should be considered first, especially in some cases where there is real or perceived safety issues, or if taking advantage of direct routes (across the Strays for example). This can become apparent when consideration is made of the purpose of a route (i.e. A Safer Route to School might incorporate mainly off-road facilities).

Off-road routes are often created by converting existing footways/footpaths and almost invariably need to be designed to accommodate pedestrians too. Such provision varies considerably from a shared-use pavement alongside an urban road, to countryside leisure routes such as those on converted former railway lines. Overall design will depend very much on how each route is used.

A large problem is that urban off-road routes may be frequently interrupted by side roads. Cycle crossings of side roads can be difficult to get right and they are often points of conflict between cyclists and motorists. Frequent road crossings, tight corner radii, the presence of other users and restricted width or forward visibility all affect the speed with which cyclists can travel and the effort required. Cyclists tend not to favour cycle routes that frequently require them to adjust their speed or stop.

4.2 Basics

- Where there is opportunity to incorporate a separate cycle track from a footway, this should normally be observed. A separate, one-directional cycle-only track should be at least 1.5 metres wide. A two-directional cycle-only track should be 2.0 metres wide as a minimum and wider where possible, depending on anticipated usage.
- For all shared-use paths, construction should be using an appropriate sealed surface, and cambered to fall to either side of the centre so that water can run-off to either side and avoids pooling on the path.
- In most cases however, shared-use paths are likely to be the most appropriate.

4.3 Segregation -vs- Unsegregation

- It is widely acknowledged that shared-use paths are points of conflict between pedestrians and cyclists who use them.
Note:- Officers have investigated ways of addressing this problem but have been unable to ascertain a solution other than that offered by the DfT, without causing potential hazards for pedestrians, and/or causing confusion. Furthermore, advice from legal services has specified that to ensure the council is not left liable in the event of an accident, DfT regulations should be followed implicitly.
- DfT guidelines do not stipulate when and where segregation should be used over unsegregation. However it is stated that: *“Almost all off-road routes for cyclists are used by pedestrians, and the potential for user conflict needs careful consideration. Where there is potential for conflict, separating user flows is an*

option but if room is limited, this may not be making best use of the width available.”

- However, concerning areas where pedestrian and cyclist movements are likely to conflict, such as at pedestrian crossings or at bus stops, DfT guidance states the following: *“If the footway and cycle track on the approach are segregated, segregation should stop short of the waiting area (which should be shared use).”*

4.4 Segregated provision

- To avoid potential conflict with pedestrians, shared use provision incorporating segregation should be considered in places where there are likely to be high flows of both cyclists and pedestrians.

Note:- Cyclists are normally located nearest to the carriageway.

- A vertical change in level clearly demarcates the areas for the different users and is particularly beneficial for those with mobility or visual impairments. (Pedestrians are accustomed to the concept that ‘up equals safe’.)

Note:- A level change in these circumstances of 50mm is advisable, using a kerb with a chamfered edge and ideally of a contrasting colour (to make more visible where the level change occurs). Drainage and future sweeping needs careful consideration at these points.

- A raised white line (diag.1049.1) should be used in other situations (if level change cannot be provided or is deemed too expensive to implement), and is the “norm” for segregated provision.



An example of a segregated facility within York. (Note that the Pedestrian symbol shown above is no longer used by CYC on new infrastructure).

- Different surfacing (i.e. textures / paving / coloured material) can also be used, particular in sensitive conservation areas, and which help to keep different users on their side of the facility.
- The optimum width for segregated provision (for two-way cycles and pedestrians) should be between 4.0 and 4.5 metres (2.0 metres for pedestrians and between 2.0 and 2.5 metres for cyclists – allowing bicycles to pass each other with ease).

Note:- The minimum width for a segregated provision (for two-way cycles and pedestrians) is 3.0 metres.

- To provide continuity, (and for a very short distance only), segregated cycle lanes for one-way cycles and pedestrians can narrow to 2.4 metres wide if necessary (1.2 metres each for cyclists and pedestrians).

Note:- In these situations it is likely that pedestrians may encroach onto the cycle-part of the facility.

- Minimum clearances (as set out at the beginning of this document) should also be observed and if necessary added to the path width.

Note:- If the facility is immediately adjacent to a 40mph (plus) carriageway, it is recommended to provide a 0.5 metre 'buffer' strip.

- Signs (diag.957) should be used sparingly (to reduce street-clutter) but may be required at each end of the section, or after any substantial break (such as after a major junction).

Note:- Setting of these signs on bollards, set to one side of the facility, is preferable to erecting a taller, more prominent metal post.

- Frequent use of the cycle symbol (diag.1057) painted on the path should be used to illustrate which side of the segregator is for which user.

Note:- Ensure these are painted "the right way around".



Diagram 957.

- Tactile paving is important on paths where there are likely to be high flows of both pedestrians and cyclists, and particularly benefit the blind and partially sighted. The ribbed (tramline/ladder) surface is used to indicate the start of a shared-use route where cyclists and pedestrians are segregated from each other.

4.5 Unsegregated Provision

- The provision of a shared-use path which is unsegregated should be considered in circumstances where there are lower pedestrian/cycle flows and less potential conflicts between the two users (such as in a rural area), or where there is limited width available.
- Widths for such paths should be at least 3.0 metres.
- As a minimum, such paths can potentially go as narrow as 2.0 metres wide, but only in very quiet locations or in exceptional circumstances.
- Signs (diag.956) should be placed at each end of the section, and after any substantial break (such as crossing side roads).

Note:- Again, avoid erecting too many signs and set them onto bollards if possible.



Diagram 956.

4.6 Where Off-Road Paths Cross 'Main' Roads

- Generally speaking, where traffic flows (two-way) are judged to be high, a signal controlled (toucan) crossing is required.
- Where traffic flows are still high but the provision of a toucan crossing appears excessive, consideration should be given to providing a zebra crossing at this point. It is not unlawful for cyclists to cycle across zebra crossings but, unlike pedestrians, they do not have priority over traffic. However in most cases, vehicles will naturally give way to someone waiting at a zebra, whether stood waiting, or on a bike waiting.

Note:- Suggestions are that a minimum width of 4.0 metres be adopted where cyclists share zebra crossings with pedestrians. To appease the DfT in this case, the use of Cyclists Dismount signs (normally discouraged) can be used at the crossing if felt necessary.

- Where traffic flows (two way) are still judged to be substantial but not as high, an un-controlled crossing can be considered (even on dual-carriageways), with cyclists giving way to general traffic. A central island/refuge may need to be provided, and is advisable on (busy) roads with 3 or more traffic lanes to cross so that the crossing can be made in two movements. The central island/refuge should be a minimum of 2.0 metres depth and a minimum of 2.0 metres wide (but much wider and longer if can be accommodated). Warning signs (diag.950) should be provided on the road approaching the crossing and consideration should be made to the use of coloured surfacing (or keep-clear markings) on the carriageway where the crossing actually is so that queuing traffic does not obstruct the crossing.

Note:- Use of diag.1057 on the crossing itself is also advisable.



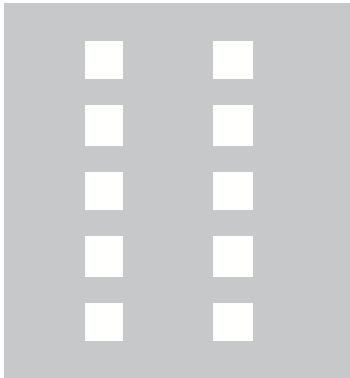
Diagram 950.

- For crossings such as these, where cyclists do not have priority, the use of Red coloured surfacing should be used.



An example of the use of coloured surfacing and cycle symbols to highlight a crossing point.

- All crossing points and transitions between surfaces (i.e. cycle path onto road) should be completely flush to the carriageway if at all possible, and with sufficient drainage.
- There is also an option to use 'Elephants Footprints' (WBM 294) on crossings such as these in order to define the cycle route across the carriageway and add extra emphasis to the crossing (although the footprints have no legal meaning).
Note:- These should be used where it is deemed necessary to make the crossing as prominent to other road users as possible. In some historical quarters or conservation areas, these might not always be appropriate.



*WBM 294 – Elephants Footprints.
(400x400mm, spaced 400mm apart)*



An example of a cycle crossing using elephant footprints and coloured surfacing (although in York, for a non-priority crossing, the surface would be red)

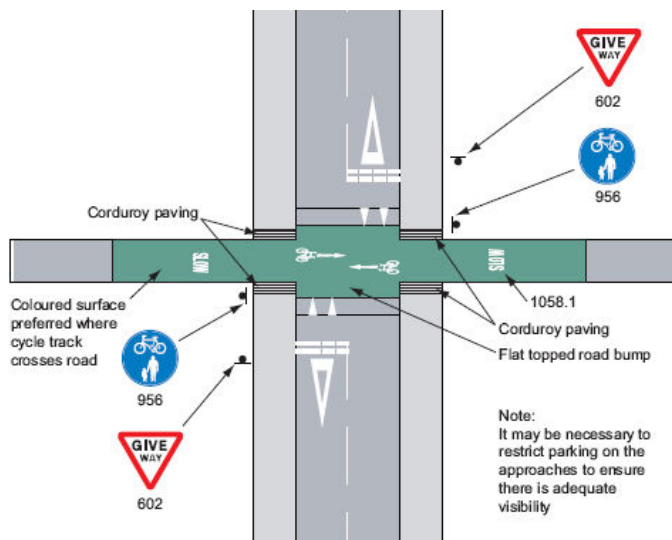
4.7 Where Off-Road Paths Cross 'Minor' Roads

- Where traffic flows and speeds are judged to be low (i.e. quiet residential streets), or the route crosses the entrances to private driveways, consideration should be made (where appropriate) into providing a priority crossing over the minor road

with vehicles giving way to cyclists. As standard, this must incorporate a raised crossing (i.e. flat-topped speed table) using coloured surfacing, to highlight the priority crossing.

Note:- Giveaway markings for motorists should be on the road and good intervisibility between vehicles on the main road and cyclists on the track is essential to enable drivers wishing to enter the side road to judge the speed and positioning of cyclists. Drivers on the main road should be able to see the crossing and cycle track approaches well in advance of the junction.

- For crossings such as these, where cyclists do have priority, Fern Green coloured surfacing should be used.



A standard design of a cycling priority crossing over a minor road

4.8 Adjacent-to-Road Cycle Paths

- Where adjacent-to-road cycle routes meet a side road, initial consideration should always be given to reintroducing cyclists onto the main road in advance of a junction. Cyclists then pass the junction (with priority) on the carriageway, then rejoin the cycle track.



Reintroduction of the cycle path onto the carriageway, prior to a side road.

- Where this is not possible, the second consideration should be to 'bend out' the track. In these circumstances, the track approaches are deflected away from the main carriageway to create a gap of one/two car lengths between the main road and the crossing (i.e. 5.0+ metres). Whether this is done at a priority or a non-priority cycling crossing point, this arrangement allows drivers turning into the side road extra time to notice the crossing and provides somewhere for them to potentially stop for crossing cyclists without obstructing traffic on the main road and also allows a vehicle waiting to exit the side road to do so without blocking the crossing point.

Note:- Again, a raised crossing (for cyclist priority crossings), coloured surfacing, keep-clear markings, or potentially elephants footprints should also be implemented.



An example of a 'bend-out'. Note the use of coloured surfacing to highlight the crossing, although somewhat excessive use of guard-rails.

- Crossings can be modified to mitigate hazards to cyclists and pedestrians. Possible modifications include localised carriageway narrowing with tight kerb radii.
- Where cyclists travelling along a busy carriageway need to turn right to join a cycle track on the opposite side, it may be appropriate to get them to a central refuge via a 'jug-handle' turning on the nearside.
Note:- Doing this gives cyclists a safe waiting area away from moving traffic and provides good visibility for crossing the carriageway.
- Where a right turn is still required, but it is not possible to provide a turning such as above, cycle refuges (with coloured surfacing) should be implemented within the centre of the carriageway for those cyclists wishing to turn right.

5.0 MISCELLANEOUS

5.1 Road Closures & Turning Restrictions

- Where possible, cyclists should always be exempt from road closures and turning restrictions, if safe to do so.



A cyclist exemption from a road closure, using a road hump.

- A short section of road closure or a one-way 'plug' (false one-way street) can be used on low speed/flow roads instead of a full contraflow cycle lane and are sometimes preferable as they do not require changes to parking restrictions.
Note:- Road Users must be alerted to the movements of cyclists in both directions on the road.



An example of a simple one-way 'plug' (in Cambridge).

5.2 Transition between carriageway and cycle path etc

- It is important that a cyclists safety and comfort is considered at these transitional points. An upstand crossed at a narrow angle can be hazardous and therefore all transitions between surfaces should always be completely flush, ideally omitting kerbs altogether to provide a continuous surface.
Note:- If omitting kerbs is not possible, square edged / inverted kerbs should be used. Drainage provision should always be considered to avoid pooling (and ice in the winter).



A smooth transition from road to path

- Where a dropped kerb at the carriageway is required, this should be wide enough to accommodate cyclists turning at a reasonable speed, with a 4.0 metre minimum radius be assumed when assessing entry angles (for turning cyclists).

5.3 Cycle Signs

- Every attempt should be made to mount any necessary signs to existing posts/columns. All post-mounted signs relating to cyclists (directional/warning/informative) should be fixed in a way to prevent rotation (square posts are best for this or the use of anti-rotational clips on standard poles).

5.4 Cycle Barriers

- Barriers should not be used unless necessary. Most barriers erected will be to prevent access to a route for motorcyclists (i.e. 'A' and 'K' barriers), but not impede the way for cyclists and pedestrians. Of course, should barriers be justified, different situations require different types of barrier, so for example a downhill approach to a bridge/underpass may require a chicane to be erected to slow down fast-travelling cyclists for safety reasons. TPU to advise.
- Cattle grids can be hazardous to cyclists and CYC Engineering Consultancy are currently developing a solution to this issue. (Advice to follow at a later date.)

5.5 Cycle Parking

- The "norm" is for Sheffield Stands, placed a minimum of 1.0 metre apart from each other, and placed at least 0.6 metres from any wall, parking spaces or road edge.
- Wherever possible, stands should be sited in a position which is overlooked or covered by CCTV, close to a buildings entrance and should be clearly signposted.

5.6 Maintenance

- All facilities for cyclists should be designed with future maintenance needs in mind. Sweeping and drainage are of particular need for consideration.

5.7 Advance Green Signals for Cyclists

- Work is currently underway to seek approval from the DfT for the trialing of pre-signal arrangements for cyclists at certain hazardous junctions. Some safety issues arise from cyclists and motorists making conflicting turning manoeuvres and it is strongly felt that this could be mitigated by introducing advance green signals for cyclists (as are standard at junctions in the Netherlands, Denmark and Germany). This would allow cyclists extra time to get a 'head-start' from the ASL, ahead of other traffic, whose respective signal would turn green several seconds after the cyclist signal.

6.0 BIBLIOGRAPHY

DfT – Local Transport Note 2/08 – Cycle Infrastructure Design – Oct 2008

<http://www.dft.gov.uk/pgr/roads/tpm/ltnotes/ltn208.pdf>

Cycling England – Design Checklist & Guidance – Nov 2007

<http://www.dft.gov.uk/cyclingengland/engineering-planning/design-checklist/>

Nottinghamshire County Council – Cycling Design Guide – Oct 2006

http://www.nottinghamshire.gov.uk/home/traffic_and_travel/traffictavel-cycling/cyclingdesignguide.htm

City of York Council Scrutiny Management Committee – Guidance on Sustainable Development – Oct 2006

<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=144&MId=1649&Ver=4>

TfL – London Cycling Design Standards – Feb 2005

<http://www.tfl.gov.uk/businessandpartners/publications/2766.aspx>

7.0 CONSULTEES

Comments from John Grimshaw CBE, Special Adviser to Cycling England

Comments from members of Major Infrastructure Group, Cycling City York Programme

2 Internal CYC Workshops with participation from:-
Transport Planning
Engineering Consultancy
Network Management
Highways Maintenance

Comments from 'Cycling Champion' Member

Comments from York Cycle Campaign

Comments from Halcrow Consultancy

Comments from Transport Initiatives Consultancy

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City of York Council*

September 2009

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City of York Council Cycling Scheme Evaluation Tool

1. Foreword

There has been a desire to develop a 'cycling model' which would predict the anticipated increase in cyclists using a facility once built. Unfortunately, on investigation, and after discussions with other authorities and consultants, it has been concluded that there is no such model in existence, although there is wide recognition that one would be useful.

The first steps towards developing such a model was to identify those factors which encouraged, and conversely, discouraged people from cycling.

When installing new cycling facilities in York, and with thorough before and after monitoring, it may be possible in the future to use this to build up an evidence base which would then give sufficient confidence to prioritise cycling in certain circumstances and give an estimate for the anticipated increase in cyclists, although this is not possible at present.

An extensive list of proposed cycling infrastructure works and/or improvements within York has been identified. With limited time-scales and budgets, not all of these can be undertaken, and it was recognised that those that can be undertaken need to be justified and prioritised.

This Evaluation Tool has been designed as a simple means to make direct comparisons of the relative benefits of one cycling infrastructure scheme against those of another [Table 1]. The purpose of the Evaluation Tool is to assess each individual scheme on its own merits, give each a score, and then subsequently compare to other schemes in order to prioritise work programmes. In this way it is intended that a database of indices for schemes past and present could be established, against which future schemes can be assessed and compared.

Several example routes within the Cycling City Programme were used with the Tool in order to adjust the weightings accordingly and develop a Tool which reflected Transport Planners' collective judgement on scheme priorities. The relative scoring for three such recently completed schemes are shown in Table 2. Please note however that before and after monitoring data is not yet available for these schemes.

For all current and future infrastructure schemes, before and after monitoring of cyclist-usage must be undertaken so that accurate figures can be given regarding increases in the number of cyclists using a facility (see the example in Annex 3). In this way, it may then be possible in the near-future to cross reference the Evaluation Tool score with the cost of a facility in order to estimate anticipated use of a proposed facility and its value for money.

2. Instructions

The Evaluation Tool is used by judging the proposed route/facility using a list of factors: encouragers/discouragers to cyclists, each of which is weighted due to their relative importance to cyclists.

Some heavily weighted factors have an option of scoring from 5 (maximum encourager) to –5 (maximum discourager) where the factor is an important one which greatly impacts on a facility.

With other less weighted factors the range is less broad (for example, from 3 to –2 etc) where a factor may impact slightly less on a cycle facility and is of less importance.

A scoring of 0 for a factor is appropriate when a facility would be neither better, nor worse than the status quo.

Once a score has been assigned to all factors, the total sum of these is the overall cycling-benefits score of the proposed scheme (out of a possible maximum score of 38) and can be measured against the scores of other schemes, past and present, in order to justify a scheme. In the case where several schemes need prioritising, the highest scoring of the schemes should be the highest priority, subject to Officer's discretion.

ROUTE / SCHEME: _____

		5	4	3	2	1	0	-1	-2	-3	-4	-5	
		Encouragers			Neutral			Discouragers					
		Score											
1	The route gives the cyclist an advantage over other traffic through "time saved"	5 ← 0 → -5					The route gives no advantage to the cyclist over other traffic and may lengthen their journey time						
2	The route is direct with no deviations from the desire-line	4 ← 0 → -4					The route deviates largely from the desire-line with cyclists likely to use more direct highway routes						
3	The route is a major commuter route and/or safer route to school, widely used	5 ← 0 → -3					The route is rarely used and / or is a leisure route						
4	The route links a large number of residents with a 'destination'	4 ← 0 → -3					The route is isolated with no 'destination'						
5	The new route vastly reduces the risk of accident to a cyclist, compared to previously	4 ← 0 → -3					The new route actually increases risk of accident compared with previously						
6	"Quick Win" – relatively cheap to implement, with potentially a large impact	4 ← 0 → -2					Potentially lots of expensive utilities diversions expected						
7	The route is continuous with no barriers, side-roads, cause for stopping etc	3 ← 0 → -3					The route requires the cyclist to stop and start several times due to side-roads, signals, barriers etc						
8	The route has no danger from high speed / volume of traffic or potential conflicts with drivers	3 ← 0 → -3					The route incorporates sharing road-space with high speed / volume of traffic or more opportunities for conflicts						
9	The route provides connectivity with other cycle routes or transport hubs	3 ← 0 → -2					The route is purely 'stand alone' / isolated						
10	Popular scheme, with large public & Ward Member 'buy-in' / support	3 ← 0 → -2					No support for scheme from any areas / local objections						
		Total =											

Examples of the scoring of three recently completed Cycling City schemes when inserted into the Evaluation Tool:-

ROUTE / SCHEME: Moor Lane Bridge

Encourager / Discourager	Score	Reasoning
1	3	Advantageous over slow/queuing traffic
2	4	Very direct
3	5	Heavily used route to College and P&R site
4	4	As above (and also links to Tesco store)
5	2	Still some aspect of risk when riding on-road
6	-1	Kerblines moved
7	3	Continuous throughout
8	2	Some minor associated danger with riding alongside traffic
9	2	Provides some connectivity
10	2	Fairly popular scheme
SCORE	26	

ROUTE / SCHEME: Clifton Green

Encourager / Discourager	Score	Reasoning
1	4	Advantageous over slow/queuing traffic
2	4	Very direct
3	4	Well used commuter route
4	3	On main commuter route to City Centre
5	3	Much reduced risk than previously
6	-2	Expensive scheme with a lot of diversions etc
7	3	Continuous throughout
8	2	Some minor associated danger with riding alongside traffic
9	3	Connects to many cycle and highway routes
10	0	Balance between positive and negative opinions expressed
SCORE	24	

ROUTE / SCHEME: Beckfield Lane (Phase I)

Encourager / Discourager	Score	Reasoning
1	-2	Cyclist somewhat disadvantaged at side-roads
2	3	Mostly on desire-line except some side-road crossings
3	5	Safer route to school
4	3	Links residential area to school(s)
5	3	Much reduced risk than previously as off-road
6	0	Some works associated
7	-1	Straight route, but a few side-road crossings
8	1	Minor conflicts at side-road crossings
9	2	Connects to some other routes
10	2	Support for safer route to school
SCORE	16	



City of York Council Cost/Benefit Matrix for Cycling Infrastructure

1. Foreword

A report commissioned by Cycling England and reported to them by SQW Consulting in December 2008, included a matrix which showed the number of additional cyclists which were needed in order to justify a given spend on a cycling infrastructure project.

Several variables gave estimated annual monetary values for each additional cyclist (cycling regularly for one year) including: health benefits; value of loss of life; NHS savings; productivity gains; pollution; congestion; and ambience. Because calculation is possible of the economic benefit of each cyclist, it is also possible to use these combined values to show the number of new cyclists required to ensure that an investment will at least break-even over the full life of the cycle facility (assumed to be 30 years). Because facilities are varied in type and location, the matrix also gave values for four different types: urban on-road; urban off-road, rural on-road; and rural off-road cycle facilities (Table 1).

In this way, and through before and after monitoring of new cycle facilities, we can estimate whether a scheme has been good value for money. It must be noted however that this is difficult to quantify as usage tends to build up steadily (and “accelerate”) from an initial boost and therefore year-on-year growth in cyclist numbers is not usually uniform (see Malton Road example overleaf).

2. Cost/Benefit Matrix

Table 1: Number of cyclists needed to achieve a benefit to cost ratio of 1:1

Scheme Cost	Urban		Rural		Average
	On-Road	Off-Road	On-Road	Off-Road	
£10,000	1	1	1	1	1
£25,000	3	3	3	3	3
£100,000	11	10	12	11	11
£250,000	27	25	30	28	27
£500,000	54	50	60	56	55
£750,000	80	75	90	83	82
£1,000,000	109	100	120	111	109
£1,250,000	134	125	149	139	136
£1,500,000	161	151	179	167	164
£1,750,000	187	176	209	195	191
£2,000,000	214	201	239	222	218

For example, an investment of £100K on a rural, off-road scheme, requires an overall increase of 11 more people cycling regularly for the life of the project. An investment of £1M on an urban, on-road scheme would require 109 new cyclists. This means that there must be 109 additional cyclists cycling at least 3 times a week throughout the full life of the project (assumed to be 30 years). This does not mean that the same people must continue to cycle, but that on average, there should be 109 more cyclists each year than would be the case were the investment not made. Please note that where the effect of the intervention is likely to be shorter than 30 years, the number of extra cyclists will need to be higher.

These figures provide a simple and straightforward way to assess whether a cycling project is likely to generate a positive return on investment.

It is also important to bear in mind that the investment will frequently contribute to other objectives, such as increasing walking or use of public transport (and other LTP objectives). In the case of these multi-modal schemes, only an appropriate proportion of the costs of the investment should be attributed to cycling.

An example: Malton Road

Increase in Cyclists (see Table 2)

- In 1997 there was an average of 261 cyclists using this route (in both directions) each day.
- From this point onwards there has been a fluctuating, but steadily increasing number of cyclists using this route year on year, with large surges occurring when new infrastructure has been constructed.
- By 2007 there was an average of 439 cyclists – An increase of 178 cyclists, constituting a 68% increase over 10 years.
- Even if we accept that these years might have been ‘extremes’, and unfairly biased, if we take the average growth in the number of cyclists from the Trend Line (from just over 300 in 1997, to just over 400 in 2007), this still constitutes a steady increase of approximately 33% in ten years.

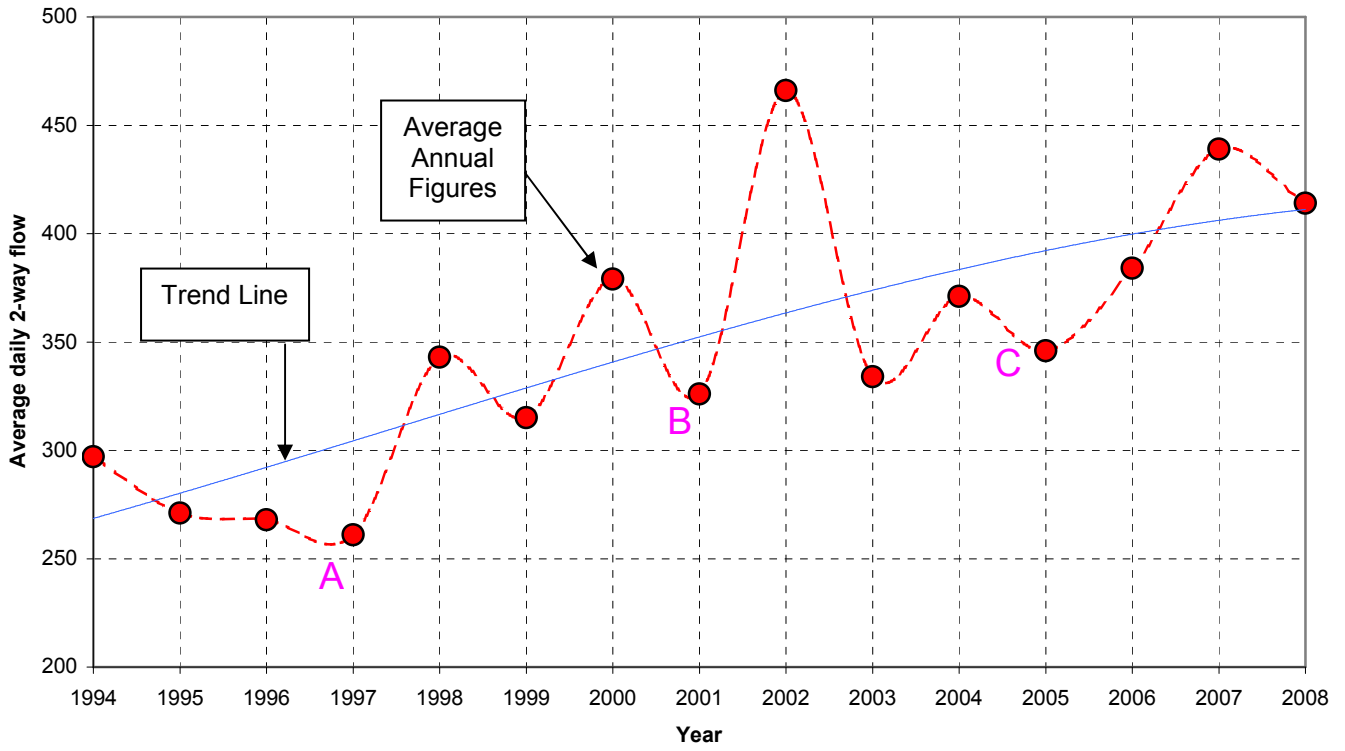
Costs

- The implementation of ‘C’ in the table (phased introduction of off-road cycle facilities from 2005) was done in combination with bus priority measures on this highway and had an estimated cost of £1.1M for the entire scheme. An estimated £600K was assigned to the cycle element of this scheme (approximately 4km of off-road facilities).
- Using the matrix, we can estimate that £600K of infrastructure works would achieve a benefit to cost ratio of 1:1 if the scheme created an additional 60 cyclists (approximately) for this urban, off-road route.

Results & Conclusion

- In fact, from a 2005 average daily usage figure of 346 cyclists, the actual increase in number of cyclists using this route was raised to 439 in 2007 (an increase of 93 cyclists), dropping slightly in 2008 to 414 cyclists (still an overall increase of 68 cyclists from 2005 figures).
- Considering these are average daily figures and the matrix assumes cyclists using a facility only three out of five days; and also that the lifespan of ‘a project’ is approximately 30 years; even after two/three years, the increase in cyclist numbers has easily exceeded the 1:1 ratio and therefore justified the scheme and proving that it had been “good value for money”.

Table 2: Average daily 2-way flow of cyclists using Malton Road facilities



- A** Introduction of on-road facilities
- B** Opening of the “Magic Roundabout”
- C** Phased introduction of off-road facilities

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Decision Session - Executive Member for City Strategy

20th October 2009

Report of the Director of City Strategy

City of York's Local Transport Plan 3 – Consultation Strategy

Summary

1. This report outlines the consultation strategy to be adopted for preparing York's Third Local Transport Plan (LTP3) to cover the period from 2011 onwards, and seeks approval thereof.

Recommendations

2. That the Executive Member for City Strategy is recommended to:
 - i. Note the content of the report, particularly Table 1, which outlines the proposed activities and timescales for producing LTP3 and Table 2, which outlines the proposed consultation strategy;
 - ii. Approve the consultation strategy proposed at Table 2.
 - iii. Grant delegated powers to the Assistant Director, in consultation with the Executive Member City Strategy, to issue consultation documents for pre-consultations on the Draft LTP3.

Reason: To enable the commencement of consultations required to prepare the city's Local Transport Plan 3.

Background

LTP3 Process

3. A report describing the process for preparing LTP3 and the influences on this was presented to the Decision Session, Executive Member City Strategy on 1st September 2009. In summary the report:
 - reiterated the statutory duty to produce an LTP(3) before the City's current LTP(2) expires in April 2011;
 - introduced the latest government guidance for preparing LTP3s, covering issues such as consultation requirements; LTP3s comprising a long-term strategy with shorter-term implementation (action) plans; using new powers

introduced under the Transport Act 2008, and more local accountability for LTP3 than for previous LTPs;

- referred to other national, regional and local policies and strategies, such as the national carbon reduction strategy and York's Sustainable Community Strategy, that will influence the preparation of LTP3s;
- contained a Draft LTP3 Vision, and
- contained a table (see also below) identifying the various stages and timescales for preparing LTP3.

Table 1 - LTP3 Preparation

Stage	Date(s)
Approve LTP3 production process	1 st September 2009
Approve long-term transport strategy and consultation strategy	6 th October 2009
Commence initial consultation (for issues and options)	October 2009
Receive/analyse responses	November – December 2009
Present consultation responses to Executive	5 th January 2010
Prepare Draft LTP3 (with due consideration of consultation responses)	October 2009 – April 2010
Present Draft LTP3 to Executive	24 th April 2010
Publish Draft LTP3 for consultation	June 2010
Receive/analyse responses	July – August 2010
Present consultation responses to Executive	14 th September 2010
Prepare full report	September – December 2010
Present full report to executive	1 st February 2011
Publish LTP3	By 31 March 2011

4. Recommendation (ii) in the report stated [That the Executive Member for City Strategy is recommended to:] *'Approve the process proposed in Table 1, subject to the presentation of the consultation strategy to the Executive Member for a decision at a future date, prior to the commencement of consultations.'* The initial date for this decision was 6th October 2009 as shown in the above table, has, subsequently been deferred to 20th October 2009.

Proposed Consultation Strategy

5. The proposed LTP3 Consultation Strategy, prepared in partnership with the Council's Marketing and Communications team, is contained at Table 2. It should be noted that the timescale stated in Table 2 differs from that shown in Table 1, as it shows two consultation stages prior to the publication of the Draft LTP3, instead of the single consultation originally anticipated.

Table 2 – LTP3 Consultation Strategy

Consultation stage	Purpose	Timescale	Consultation / communication methods and/ consultees
Issues and priorities	<p>Identify the national, regional and local issues and pressures that are likely to influence LTP3 and seek public/ stakeholder views on setting the priorities for action.</p> <p>Report back through Officer In Consultation (OIC) with Executive Member City Strategy</p>	<p>Oct. 2009 to Jan. 2010</p> <p>Feb. 2010</p>	<p>Citywide consultation leaflet / questionnaire, focus groups/workshops (including Local Strategic Partnership, Quality Bus Partnership, Equalities Fair, business forums 'Talkabout' Panel and back-chat online citizens panel), public exhibitions/events and Council website.</p>
Options and consequences	<p>Present a series of scenarios (options) based on priorities and their potential consequences to seek public/ stakeholder views on informing the policies and measures in LTP3.</p> <p>Report back through Officer In Consultation (OIC) with Executive Member City Strategy</p>	<p>Apr. 2010 to May 2010</p> <p>May 2010</p>	<p>Citywide consultation leaflet / questionnaire in April issue of 'Your City', focus groups / workshops (including Local Strategic Partnership, Quality Bus Partnership, Equalities Fair, business forums 'Talkabout' Panel and back-chat online citizens panel), public exhibitions/events and Council website</p>
Draft LTP3	<p>Seek public/ stakeholder views on the policies and measures in the draft LTP3.</p> <p>Report back through Executive and take Executive's advice forward for developing full LTP3</p>	<p>Sep 2010 to Oct. 2010</p> <p>Nov 2010</p>	<p>Reference copies of Draft LTP3 plus leaflets / questionnaires available in Council offices, libraries and leisure centres etc., focus groups / workshops (including Local Strategic Partnership, Quality Bus Partnership, Equalities Fair, business forums 'Talkabout' Panel and back-chat online citizens panel), ward committee meetings, public exhibitions/events and Council website</p>

Long-term Transport Strategy and Consultation Strategy

6. A draft long-term transport strategy has also been prepared and is due to be presented to The Local Development Framework Working Group, in October 2009, for its consideration.

Corporate Objectives

7. LTP3 is a cross-cutting document that encompasses and contributes to all of the council's outward facing corporate priorities (see also paragraph 44). It also parallels, to some extent, work that is being done by the Traffic and Congestion Ad-hoc Scrutiny Committee, which may help inform the production of LTP3.

Implications

8. This report has the following implications:
 - **Financial** – Consultations for previous LTPs have cost in the order of £20,000 or more to undertake. These costs were, predominantly, revenue costs and it is likely that likely revenue cost are going to be similarly significant for producing LTP3.
 - **Human Resources (HR)** – A Transport Planner with a specific remit to assist in the production of LTP3 has recently been appointed. This is a temporary appointment (1 fte) until April 2011. assistance from the Marketing and Communications team has been factored into the consultation costs.
 - **Equalities** – LTP3 will be subject to an Equalities Impact Assessment and it is also anticipated that officers preparing LTP3 will attend the Equalities Impact Assessment Fair on 5th November 2009.
 - **Legal** – There are no implications at present.
 - **Crime and Disorder** – There are no implications at present.
 - **Information Technology (IT)** – There are no IT implications at present.
 - **Property** – There are no implications at present.
 - **Sustainability** – It is anticipated that LTP3 will develop and implement sustainable transport solutions.
 - **Other** – No comments.

Risk Management

9. In compliance with the Council's Risk Management Strategy the main risk that has been identified in this report could lead to Council not undertaking consultations on LTP3 in compliance with Government Guidance, thereby undermining the validity the LTP3 produced.

10. Measured in terms of impact and likelihood, the risk score for the recommendation is less than 16 and thus 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.

Ward Member comments

11. Not appropriate at this stage.

Non Ruling Group Spokespersons' comments

12. Non-ruling Group members have been advised and their responses are awaited.

Contact Details

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City Strategy

Report Approved Date 8 October 2009

Wards Affected

All

For further information please contact the author of the report

Background Papers:

None

Annexes

None

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DECISION SESSION – EXECUTIVE MEMBER FOR CITY STRATEGY

TUESDAY 20 OCTOBER 2009

Annex of Additional Comments received from Members and residents since the agenda was published

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
4	Beckfield Lane – Extension of Cycle Route (page 17)	Debbie Pagliaro (Beckfield Lane)	<p>I would like to confirm my original support of the CYC proposal to Extend the Shared Path on Beckfield Lane.</p> <p>I also support the Amendments to the proposal to allow the process to continue without further delay.</p> <p>With regard to consideration for a new dedicated crossing over the Wetherby Road, north of the mini roundabout, linking The Ridgeway with the New Path Extension, I understand that there are technical complications which require more study and that these will be undertaken at a later date rather than delay the process at this stage.</p>
		Additional Traffic Survey Information (paragraphs 8 and 19)	<p>A 12 hour traffic survey (7am to 7pm) was undertaken on Thursday 8th October 2009 south of Knapton Lane. This survey recorded around 7300 vehicle movements, 300 cycle movements on-road and 100 on the footway.</p> <p>The survey also included a pedestrian crossing count on Beckfield Lane between the junction of Knapton Lane and south of Fellbrook Avenue. This was to assess the justification for a controlled pedestrian crossing facility to be installed in this area, as requested by some local residents. The survey recorded 108 pedestrian crossing movements south of Fellbrook Avenue, 69 crossing movements outside the shops north of Fellbrook Avenue, and 56 in the vicinity of the speed table south of Knapton Lane. These 12 hour totals are quite low, and show that there is no strong focus for crossing movements in this area. Because of the position of the 2 bus stops, junctions and driveways on this length of Beckfield Lane it would only be practical to install a zebra crossing somewhere around the existing speed table just south of Knapton Lane.</p>

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4	Beckfield Lane – Extension of Cycle Route (cont.) (page 17)	Local residents	<p>Pedestrians south of Fellbrook Avenue crossing to the bus stops or shops are unlikely to take a detour to this location approximately 75m north to use a crossing when it would be quicker to wait for a gap in the traffic closer to the pedestrian desire line. The average waiting time to cross the road was also surveyed and this was five seconds. The existing speed tables and traffic calmed environment are therefore considered to provide good conditions for people to cross the road in this area, and a single facility such as a zebra or pelican is not considered to be justified for the numbers crossing at this point.</p> <p>Additional Consultation Feedback</p> <p>Two extra pieces of correspondence have been received from residents of Beckfield Lane, one in support of the scheme, and one against. The resident who opposes the scheme raises many of the issues that have already been discussed in the report, and in addition:</p> <p>Wheelie bins and recycling boxes would present a hazard to pedestrians and cyclists where the verge is reduced.</p> <p>Officer response The off-road cycle track from Boroughbridge Road to Ostman Road has been in use for a number of months and this issue has not been reported as a problem. As part of the consultation, we seek the views of the council's operations manager for waste collection, and he also raised no issues of concern.</p> <p>I work shifts so the noise and disruption during the construction works would be unacceptable.</p> <p>Officer response Unfortunately, noise is unavoidable during construction works. Every step however, is taken to ensure any disruption is kept to a minimum.</p>

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4	Beckfield Lane – Extension of Cycle Route (cont.) (page 17)	Cllr A D'Agorne Carr Infant School	<p>Web based survey (paragraph 7 noted the responses made to the webpage at the time of writing. Some further responses have been made, and the total summary is as follows) - The opinion survey published on the website generated seven responses. Five of these residents cycle on Beckfield Lane, three use the existing off-road path, and four said they would use the proposed section. Three said that a complete cycle route would encourage them to start cycling or cycle more. Overall, four respondents thought the proposals were a very good or fairly good idea.</p> <p>Other Member Views</p> <p>Does not support the scheme, and believes the funding should be spent on more strategic areas of the network such as Fishergate gyratory.</p> <p>Local Schools</p> <p>Supports initiatives that encourage walking and cycling</p>
11	Cycling Infrastructure within York – Standards, Evaluation Tool and Cost Benefit Matrix (page 125)	Cllr R Potter	I am very happy to support the innovative work of Council Officers in producing the document 'Standards and Principles for designing cycling infrastructure'. It is a very useful tool to help people understand York's approach. I am also supportive of the Evaluation Tool and Cost Benefit Matrix. These can only help us to understand increases in usage due to changes made to cycling routes and the cost implications of achieving the increases in terms of value for money.
		York Blind and Partially Sighted Society	Commented that if the Standards were to be adopted throughout York, then it was important that they took full account of the safety of all pedestrians, but particularly older and vulnerable pedestrians. They believed that pedestrian groups, and in particular those representing vulnerable pedestrians (including blind and partially sighted people), should be consulted when designing new shared use facilities. As pedestrians who are disabled, they felt that they should be involved with decisions which are made which had the potential to impact on their freedom of movement, not just today, but

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			well into the future."
12	City of York's Local Transport Plan 3 – Consultation Strategy	<p>Cllr R Potter</p> <p>Cllr A D'Agorne</p> <p>Cllr I Gillies</p>	<p>Welcome the consultation Strategy, this is a very important consultation that should ensure maximum participation from residents. We need to ensure people understand the long term implications of LTP3, the need to 'join' York to regional and national initiatives - our connectivity, the links between transportation and land use and the important impact transport has on the economic, social and environmental sustainability of the City. So explaining this context is essential. I look forward to hearing the priorities of residents.</p> <p>If you could expand on these bullet points in the form of a draft report I would be happy to comment. In particular I would be interested to see SMART objectives that identify how compliance with Air Quality maxima in the AQMA's will be achieved if we are still in breach by the start of LTP3.</p> <p>I would hope that the outcomes of the residents survey will help to inform the LTP consultation strategy.</p> <p>I trust that proposals will pay due regard to the needs of the villages particularly in Rural West York. Bus services are being removed, and speeding is also a big concern particularly in Rufforth, as is access of HGV,s accessing Harewood Whin.</p>