



Notice of meeting of

Scrutiny Management Committee (Calling In)

To: Councillors Galvin (Chair), Merrett (Vice-Chair), Firth, Alexander, Orrell, Simpson-Laing, Taylor and Waudby

Date: Monday, 20 December 2010

Time: 5.00 pm

Venue: Guildhall, York

AGENDA

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. **Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **5:00 pm on Friday 17 December 2010**.

3. **Minutes**

(Pages 3 - 4)

To approve and sign the minutes of the meeting held on 8 November 2010.

4. Called In Item: Water End/Clifton Green Review
- Reinstatement of Left-Turn Traffic Lane and Chicane Trial
(Pages 5 - 40)

To consider the decisions made by the Executive Member for City Strategy at his Decision Session on 7 December 2010 in relation to the above item, which have been called in by Councillors Watt, Gillies and Hudson and Councillors Scott, Douglas and King in accordance with the provisions of the Council's Constitution. A cover report is attached setting out the reasons for the call-in and the remit and powers of the Scrutiny Management Committee (Calling In) in relation to the call-in procedure, together with the original report to and decisions of the Decision Session – Executive Member for City Strategy.

5. Urgent Business

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

Democracy Officer:

Name : Jill Pickering

Contact Details:

- Telephone : 01904 552061
- E-mail : jill.pickering@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting.

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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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	SCRUTINY MANAGEMENT COMMITTEE (CALLING IN)
DATE	8 NOVEMBER 2010
PRESENT	COUNCILLORS GALVIN (CHAIR), MERRETT (VICE-CHAIR), FIRTH, ALEXANDER, SIMPSON- LAING, TAYLOR, ASPDEN (SUBSTITUTE) AND HOLVEY (SUBSTITUTE)
APOLOGIES	COUNCILLORS ORRELL AND WAUDBY
IN ATTENDANCE	COUNCILLORS HEALEY, CRISP AND B WATSON

11. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. No interests were declared.

12. PUBLIC PARTICIPATION

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

13. MINUTES

RESOLVED: That the minutes of the Scrutiny Management Committee (Calling-in) meeting held on 27 September 2010 be approved and signed by the Chair as a correct record.

14. CALLED-IN ITEM: COMMUNITY STADIUM - UPDATE REPORT

Members received a report which asked them to consider the decisions made by the Executive on 19 October 2010 in relation to proposals for the provision of the commercial and community components of the Community Stadium project and a new governance structure to manage the project.

Details of the Executive's decision were attached as Annex A to the report. The original report to the Executive was attached as Annex B. The decisions had been called in by Cllrs Gillies, Healey and Watt, on the grounds that:

"The decision made by the Executive does not take the project forward, because without information on the status of the enabling development and an updated funding position there can be no meaningful choices made regarding the sporting, commercial and community provisions of this project."

Members were asked to decide whether to confirm the decisions of the Executive (Option A) or to refer them back to the Executive for re-consideration (Option B)

Cllr Healey addressed the Committee on behalf of the Calling-In Members, expanding upon their concerns regarding the financial viability of the project. He asked that the matter be referred back to the Executive with a recommendation that they request a further report, presenting a clear financial update.

In response to questions from Members, Officers confirmed that the likely overall cost of the project had been set out in previous reports. Detailed costings would depend upon the extent of the community facilities to be provided, which in turn was dependent on the commercial aspect of the project. These matters were still under discussion.

Following a full debate, it was

RESOLVED: That Option A be approved and the original decisions of the Executive on this item be confirmed.

REASON: In accordance with constitutional requirements for called-in matters, and because it is considered that referring the matter back to the Executive would serve no useful purpose and would only delay the progress of the project.

J Galvin, Chair

[The meeting started at 5.00 pm and finished at 5.15 pm].



**Scrutiny Management Committee
(Calling – In)****20 December 2010**

Report of the Assistant Director, Legal, Governance and ITT.

Called-in Item: Water End/Clifton Green : Reinstatement of Left-Turn Traffic Lane and Chicane Trial**Summary**

1. This report sets out the reasons for the call-in of the decisions made by the Executive Member for City Strategy on 7 December 2010 in relation to a report which discussed the possible reinstatement of a left-turn lane on the Water End approach to the Clifton Green Traffic signals, whilst retaining a dedicated cycle lane. The report also sets out details of the responses received to the proposal to take forward a chicane trial along Westminster Road and the Avenue. This covering report also explains the powers and role of the Scrutiny Management Committee in relation to dealing with the call-in.

Background

2. An extract from the decision list published after the relevant Executive Member Decision Session is attached as Annex A to this report. This sets out the decisions taken by the Executive Member on the called-in item. The original report and annexes to the Executive Member Decision Session are attached as Annex B.
3. The Executive Member's decisions have been called in firstly by Cllrs Watt, Gillies and Hudson for review by the Scrutiny Management Committee (SMC) (Calling-In), in accordance with the constitutional requirements for post-decision call-in. The reasons given for the call-in are that:
 - i) *It ignores the increased traffic levels and congestion caused by not having a left turn lane.*
 - ii) *The impact of extra traffic on Westminster Road.*
4. Secondly the decisions have been called in by Cllrs Scott, Douglas and King for review by the Scrutiny Management Committee (SMC) (Calling-In), in accordance with the constitutional requirements for post-decision call-in. The reasons given for the call-in are that:
 1. *The Executive Member misdirected himself in that:-*
 - a - *He failed to follow the recommendations of the Councillor Call for Action;*

b - He failed to consider whether the consultation was defective;

c - He failed to heed or otherwise take into account the representation made to him at yesterday's Decision Session meeting by Councillor King;

d - He failed to consider re-instating the left hand lane at Water End without a cycle lane, a solution that would have alleviated fears that had been raised in relation to safety at the junction;

e - He failed to honour the commitment he gave at the City Strategy EMAP in October 2008 to reinstate the left-hand filter lane;

f - He failed to consider the point closure of Westminster Road by use of a fixed, rising bollard as an alternative to chicanes;

g - He took into account erroneous information in relation to the A1237/A19 Rawcliffe roundabout and the alleged effects of traffic flow at the Water End/Clifton Green junction from improvements at the roundabout;

h - He failed to heed resident's views and representations.

2. The Executive Member made a decision on the information before him that no reasonable Executive Member would have made.

Calling in Councillors seek a referral back to the Executive with a recommendation that the left hand lane be re-instated with or without a cycle lane and that officers prepare a feasibility report on the introduction of a rising bollard so as to stop through traffic between The Avenue and Westminster Road.

Consultation

5. In accordance with the requirements of the Constitution, the calling-in Members have been invited to attend and/or speak at the Call-In meeting, as appropriate.

Options

6. The following options are available to SMC (Calling-In) members in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:
 - a. To confirm the decisions of the Executive Member, on the grounds that the SMC (Calling-In) does not believe there is any basis for reconsideration. If this option is chosen, the original decisions will be confirmed and will take effect from the date of the SMC (Calling-In) meeting.
 - b. To refer the matter back to the Executive Member, for him to reconsider his original decisions. The reference back may include specific recommendations to the Executive Member. If this option is chosen, the matter will be reconsidered at a meeting of the Executive (Calling-In) to be held on 21 December 2010.

Analysis

- 7. Members need to consider the reasons for call-in and the report to the Executive Member and form a view on whether there is a basis to make specific recommendations to the Executive Member in respect of the report.

Corporate Priorities

- 8. An indication of the Corporate Priorities to which the Executive Member's decisions are expected to contribute is provided in paragraph 34 of Annex B to this report.

Implications

- 9. There are no known Financial, HR, Legal, Property, Equalities, or Crime and Disorder implications in relation to the following in terms of dealing with the specific matter before Members; namely, to determine and handle the call-in:

Risk Management

- 10. There are no risk management implications associated with the call in of this matter.

Recommendations:

- 11. Members are asked to consider the call-in and reasons for it and decide whether or not they wish to make specific recommendations on the report to the Executive Member for City Strategy.

Reason: To enable the called-in matter to be dealt with efficiently and in accordance with the requirements of the Council's Constitution.

Contact details:

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Chief Officer Responsible for the report:

Andrew Docherty
Assistant Director, Legal, Governance and
ITT

Report Approved Date 9 December 2010

Specialist Implications Officer(s) None

Wards Affected: Clifton

All

For further information please contact the author of the report

Annexes

Annex A – Decisions of the Executive Member on the called-in item (extract from the decision list published on 8 December 2010).

Annex B – Report to the Decision Session of the Executive Member for City Strategy on 7 December 2010

Background Papers

Agenda relating to the above meeting (published on the Council's website)

DECISION SESSION - EXECUTIVE MEMBER FOR CITY STRATEGY**TUESDAY, 7 DECEMBER 2010****DECISIONS** *(extract)*

Set out below is a summary of the decisions taken at the meeting of the Executive Member for City Strategy Decision Session held on Tuesday, 7 December 2010. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call in a decision, notice must be given to Democracy Support Group no later than **4.00pm** on **Thursday 9 December 2010**.

If you have any queries about any matters referred to in this decision sheet please contact Jill Pickering, Democracy Officer (01904) 552061.

4. WATER END/CLIFTON GREEN REVIEW : REINSTATEMENT OF LEFT-TURN TRAFFIC LANE AND CHICANE TRIAL

RESOLVED: That the Executive Member for City Strategy agrees:

- i) Option 3 to reject on safety and environmental grounds the left-turn traffic lane scheme proposals shown in Annex C and retain the current layout (i.e. as set out at Annex B of the officer report).
- ii) That the chicane trial on Westminster Road should not be implemented.

REASON: i) To balance the various advantages and disadvantages linked to the proposal, and achieve the best overall layout for this arm of the junction.

- ii) As there is little support for the trial.

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

7 December 2010

Report of the Director of City Strategy

Water End / Clifton Green Review: Reinstatement of Left-turn Traffic Lane and Chicane Trial

Summary

1. This report discusses the possible reinstatement of a left-turn traffic lane on the Water End approach to the Clifton Green signals, whilst retaining a dedicated cycle lane. The physical constraints of the site are outlined and the development of an optimum layout is described. Feedback from external consultation is then discussed, along with an Officer assessment of the proposal. This leads to the presentation of options for the way forward for the reinstatement of the left-turn traffic lane.
2. In addition, this report brings to the attention of the Executive Member for City Strategy the response to the proposal to take forward a chicane trial along Westminster Road and The Avenue and puts forward a recommendation for bringing this matter to a conclusion.

Recommendation

3. The Executive Member is recommended:
 - (a) To note the contents of the report and decide if the proposed left-turn traffic lane should be progressed or not.

Reason: To balance various advantages and disadvantages linked to the proposal, and achieve the best overall layout for this arm of the junction.

- (b) That the chicane trial should not be taken forward.

Reason: Because there is little support for the trial.

Background

4. Encouraging more people to cycle has been a long-standing priority within the Council's Local Transport Plan, and this was given a huge boost by our successful bid to become a "Cycling City" in 2008. As part of this, a key infrastructure project within York's Cycling City programme is to complete an Orbital Cycle Route (OCR). The function of the OCR is to create a circulatory cycle route around the city that will connect many existing cycle path networks together, and thereby facilitate the formation

of useful routes between a large number of origins and destinations throughout the city. In addition, there is an action plan to address gaps in the existing cycle route network. The Water End approach to the Clifton Green junction was considered to present significant problems for cyclists. The original layout was considered to be of constrained width and was regularly packed tight with traffic during peak periods. The tight corner approximately 80 metres from the junction was also a factor in providing cycling facilities for increased safety and ease of movement for this vulnerable group of road users.

5. The plan shown in **Annex A** shows the original layout, i.e. before the current scheme was implemented. **Annex B** shows the current layout, which was approved at EMAP in October 2008 and subsequently constructed during the early part of 2009.
6. Since implementation, there have been complaints about increased traffic congestion on Water End as a result of losing the dedicated left-turn traffic lane, and residents of Westminster Road and The Avenue have complained about traffic cutting through their streets. In response, local councillors instigated a Councillor Call for Action, and a Task Group was subsequently set up to conduct a review of the scheme.
7. The Task Group reported its findings and recommendations to the council's Executive on 6th July 2010, where the following resolutions were made:-
 - "That Officers be instructed to undertake, on a trial basis, the installation of chicanes on Westminster Road, with a view to establishing what effect they have on vehicle volumes and speeds".
 - "That Officers be requested, in line with the recommendations of the Task Group, to bring forward for public consultation proposals which would see a left-turn general traffic lane provided at the Water End junction, on the basis that such a proposal would also retain a discrete cycle lane or path. It is recognised that such a project could have significant financial, conservation and road safety implications, all of which would have to be highlighted in any Officer report before a final decision on implementation could be made".
8. In accordance with these resolutions, Officers have also developed a detailed plan for undertaking a chicane trial in Westminster Road. The next section of this report therefore focuses on the potential provision of a left-turn traffic lane on Water End, whilst retaining a discrete cycle lane. The chicane trial is then discussed.

Proposals

Part A – Reinstatement of the Left-turn Traffic Lane

9. During the feasibility design stage of developing the current Water End Cycle Route scheme, Officers started with the aim of trying to maintain two traffic lanes on the approach to the Clifton Green signals. However, it was also considered essential to introduce a dedicated cycle lane to

assist cyclists in this difficult area. At that time, Officers concluded that the available highway space would be insufficient to safely accommodate two traffic lanes plus a cycle lane on the approach to the junction. The main physical constraints that limited what could be accommodated are summarised below:-

- The overall highway is bounded by Clifton Green to one side, and private residential properties on the other side. Therefore, acquiring additional highway space would involve either compulsory purchase procedures with respect to the private properties, or overcoming significant legal issues and public opposition in relation to using part of Clifton Green. Consequently, neither approach was considered feasible.
- The width of the available highway on this section of Water End is not uniform, reducing significantly from east to west away from the junction with Clifton Green. Consequently, whilst two traffic lanes and a cycle lane might be fitted in close to the stop line at the traffic signals, it could not usefully be extended very far back from the junction and would limit the ability of left turning traffic to access its dedicated lane. This was already a problem with the original layout, and would be exacerbated by the need to accommodate a cycle lane as well.
- The existing footway running along the north side of Water End, opposite Clifton Green, was considered too narrow to provide any scope for widening the carriageway.

10. Given these constraints, which all still exist, the process of bringing forward a new proposal in line with the Task Group's recommendations has proved challenging. However, following a detailed re-examination of the area in question, a potential scheme layout has been developed, which would meet the basic requirement of providing two traffic lanes, plus a dedicated cycle lane. The proposed layout is shown in **Annex C**, and the key features are outlined below:-

- Extra carriageway width would be created via the removal of the narrow strip of cobbles running along the edge of the existing footway and by severely cutting back the large overhanging hedges belonging to the adjacent properties.
- Additional useable carriageway space would be provided by removing the existing traffic island.
- The left-turn traffic lane would be of limited length (approximately 30 metres) and would vary in width from 2.4m to 3.0m wide (ideally, at least 3.0m wide traffic lanes should be provided).
- The cycle lane would be positioned centrally between the two traffic lanes, primarily to avoid those cyclists going straight on or turning right from being in conflict with left turning traffic. It would be 1.4m wide (ideally, at least 1.5m wide cycle lanes should be provided). Left turning cyclists would use the general left-turn traffic lane.

- The straight ahead/right turn traffic lane would vary in width from 2.4m to 3.0m (ideally, at least 3.0m wide traffic lanes should be provided).
- The general traffic lane in the opposite direction, which would accommodate both motor vehicles and cyclists, would vary in width between 3.0m and 3.6m (ideally, a 3.0m traffic lane alongside a 1.5m cycle lane should be provided).

Consultation on the Reinstatement of the Left-turn Traffic Lane

11. The new proposals were publicised for comment on 22nd September via 'Your City', the Clifton 'Your Ward' newsletter, and on the council's website. In addition, a consultation leaflet was distributed locally on 23rd September (**Annex D** shows the extents of the distribution plan). 400 households/businesses received a leaflet directly, compared to 115 in 2008. The distribution area for the consultation on the current proposals included the whole of Westminster Road, Greycliffe Drive and The Avenue.
12. In total, 93 people responded to the current public consultation (this compares with 51 people who responded to the original consultation on the wider cycle scheme in 2008). Of the 93 responses to the recent consultation, 35 support the proposal; 46 are in objection; and the rest (12) suggest alternatives. A profile of the responses is set out in the table below:-

Origin of Response	Support reinstatement of left turn lane	Against reinstatement of left turn lane	Other suggestions	Total
Westminster Road	4	0	0	4
The Avenue	5	2	0	7
Greycliffe Drive	2	1	1	4
Clifton Green & Water End	2	9	0	11
Elsewhere	22	34	11	67
	35	46	12	93

13. A summary of the main comments received is presented below (NB: the figures in brackets represents the number of respondents reflecting these views):-

Positive

- Proposals appear to provide the best solution for both cars and bikes (2);

- The proposals will reduce traffic queues, delays, and air pollution (12);
- I am pleased that the council is willing to alter the traffic flow on Water Lane back to two lanes (17);
- The present arrangements have generated considerable problems including the creation of the Westminster Road/Avenue rat-run and queues on Water End for much of the day (8);
- It is admirable that York is at the forefront of cycle safety in road planning, but this should be in conjunction with provision for vehicles, whose drivers are just as important. Where both can be accommodated, this should be done (2);
- Please make the left turn lane as long as possible (2);
- Hardly any cyclists use the new facilities in contrast to the number of motorists using Water End (5).

Negative

- Having a central cycle feeder lane will result in regular vehicle conflicts with cyclists, as traffic turning into the left lane crosses the cycle lane (21);
- Wider vehicles will encroach onto the cycle lane whilst queuing (16);
- Use of the footway by pedestrians will be intimidating, given its narrow width and the likelihood of continual hedge re-growth, and because it will be situated directly adjacent to traffic in the narrow left turn lane (9);
- The proposal will make the cycle lane unusable, given the potential dangers, and cyclists are likely to revert back to riding on the footway - as they did previously, when in its original layout, due to the difficulties of making their way to the advance stop line (7).
- The current layout is well liked by cyclists, is seen as a vast improvement on the original layout, and is subsequently used as a safe means of moving past the traffic and through the junction (27);
- Removing the traffic island at the junction mouth will compromise the safety of crossing pedestrians (6);
- Spending £35k in a period of austerity to take a retrograde step that will greatly worsen the situation for cyclists is not viewed as being good value for money (7);
- Proposed changes will do little to improve current congestion levels (25);
- Traffic signal timings could be improved to make the flow through the Water End arm of the junction more efficient (4);
- The current facilities have increased cycle usage (3).

Ward Member Views

14. Officers consulted with the Ward Councillors Douglas, King, and Scott and also Councillors D'Agorne, Gillies, and Potter on the proposals. Their responses, at the time of writing this report, are summarised below:-

Cllr Douglas - is in favour of the left filter lane being replaced.
 Cllr King - no response received.
 Cllr Scott - no response received.

Other Member Views

15. Cllr Gillies said that he supports the left-turn lane proposal, with an appropriate filter light reinstated. He considers that the present system has not worked.
16. Cllr D'Agorne said that having looked at the specific details more closely, the Green Party has concluded that the scheme presents a number of serious concerns:
 - The conflict point at the commencement of the left-turn lane.
 - The inadequate width of the central cycle feeder lane when the traffic lanes on either side are a minimum of 2.4m wide;
 - The risk of the loss of the hedge through severe pruning;
 - The narrower footway and risk of cyclists returning to use this when the lane is blocked by stationary traffic;
 - The loss of the splitter island that currently provides some minimal refuge to assist pedestrians in safely crossing to and from the Green.

Whilst we do not want to criticise the task group for seeking to propose a solution that might improve the junction capacity without losing the cycle lane, the experience of lane widths on Fulford Road leads us to reluctantly conclude it would be unwise to make any change to the present layout at Water End along the lines proposed. It is important to stress the strategic significance of this facility as part of the wider cycle network and a long-term strategy for continuous safe routes around the city.

17. Cllr Potter is happy to support the Ward Members' views on the proposals.

Organisations / Other Interested Parties

18. **The Police** – The Traffic Management Liaison Officer has raised numerous concerns, which are listed below:
 - The removal of the existing splitter island will create conflict issues for vehicles turning into Water End from both Shipton Road and also from Water Lane. The speed of vehicles entering Water End from Water Lane is relatively high and the visibility is reduced by trees and foliage.
 - The reduction in the width of the footpath to 1.8 metres, which is only achieved by the cutting back of the hedge by 0.5metre, will be an ongoing maintenance issue, which will require constant attention. The real width of the footpath will be approximately 1.3 to 1.5 metres, which is well below the minimum standard required (i.e. normal provision would be 2.0 metres; absolute minimum 1.8 metres) and is unacceptable, particularly given the likelihood of usage by vulnerable users, for example elderly / disabled / electric buggies.
 - The cycle lane becomes centralised, which is fine if the cyclist intends to cycle across into Water Lane or turn right into Bootham,

but would be dangerous, as there is a real risk of conflict with motor vehicles wanting to turn left into Shipton Road.

- The traffic lanes are very narrow and there is a great possibility that vehicles will encroach into the cycle lane. This will be especially dangerous as the lights turn to green in Water End and previously stationary traffic starts to move off. There could also be insufficient room for cyclists to manoeuvre in Water End onto and along the centralised cycle lane, leading to potential cyclist casualties.
- Large vehicles in the left hand (inner) lane in Water End will have to travel very close to the kerb line. There is every possibility that the vehicle's nearside wing mirror will overhang the footpath and become a danger to pedestrians and also, this would present difficulties in making the left turn manoeuvre onto Shipton Road because there would be no room to swing out.
- The North Yorkshire Police could not support these proposals on road safety grounds. Due regard should be afforded to the Stage 2 Road Safety Audit in relation to this scheme, which highlights many of the above identified issues, and the comments made within this report are fully supported by North Yorkshire Police.

19. The **Ambulance Service** are not in support of the proposals and request that the following aspects are taken into account:

- Currently we have issues with the ability of an ambulance to make progress along Water End during heavy traffic volume periods, as there is limited capacity for vehicles to move. This is compounded by the vision of the junction when traveling towards Clifton Green, as the ambulance staff have to commit to travelling in the opposing lane in heavy traffic; on-coming traffic does not have the vision until it is committed to the same lane. The introduction of the secondary traffic lane would potentially reduce capacity further, especially as this is below recommended width.
- There is potential for an increase in road traffic collisions, and therefore casualty incidents, due to vehicles having to cross the cycle lane to join the left turn lane.
- The narrow lanes potentially increase the risk to cyclists that would have to travel between two lanes of moving vehicles.
- A cyclist turning right from Water End has the potential of a collision with a vehicle heading straight on, which further raises the risk of casualty incidents.
- Removal of the splitter island commits pedestrians to a complete crossing of the junction head, with no dedicated footway adjacent to the Green.
- The reduction of both the cycle lane and the left-turn lane below recommended minimum standards causes some concern, as this brings the cyclist and motorist closer together.
- This is a bus route and presumably there will be no change to bus services locally. The potential for vehicles to encroach on the opposing lane, due to the restrictive lane width, is greater and potentially lends itself to creating an obstruction to emergency vehicles.

20. The **York Cycle Campaign** - would prefer to retain the current layout, and fear that the cycle lane now proposed would frequently be blocked by drivers wishing to turn left.
21. The **Cyclists Touring Club** – is concerned about the proposed layout being implemented and fears it simply facilitates more car commuting and will add to the rat-run users who turn left at Water End to use Rawcliffe Lane to get quickly to Clifton Moor. It is thought that numbers who turn left from Water End do not justify bringing back the lane, which is so short to have little overall effect. A central cycle lane will not be popular, and could deter some cyclists, given that access to a centre cycle lane could be blocked at peak times by tailing back vehicles from the reinstated left-turn vehicle lane. This already occurs regularly at the inbound centre cycle lane by the Royal York Hotel gardens, where there is a left hand filter lane to Leeman Road. This could discourage use of the Orbital Cycle Route in this area by less confident and experienced cyclists. Any short-term gain from reinstatement of the Water End left hand filter lane would ultimately be eroded by longer-term increases in motor vehicle traffic across the City.

Officer Assessment

22. **Road Safety** - A Stage 2 (detailed design) Road Safety Audit was undertaken in late September by highway safety specialists who had no involvement in developing the proposal. This generally highlighted similar road safety concerns to those raised by the police in paragraph 15, and a detailed summary of the audit comments is provided in **Annex E**.
23. **Traffic Capacity** - Computer modelling has confirmed that the partial reinstatement of the left turn lane will increase capacity on this approach, especially so in the am peak, when there is a higher proportion of left turning vehicles. However, things would not fully revert back to the previous situation due to the shorter length of the proposed left-turn lane, the narrowness of the lanes, and weaving traffic movements between cyclists and other traffic, which are all likely to have some reducing effect on the extra capacity provided in reality. Included at **Annex F** is the technical briefing note presented previously to the Water End Councillor Call for Action Task Group on 14th April 2010. This examines different scenarios and compares the resultant effects on traffic flow and delay/queues of re-introducing a left turn lane on Water End at the Clifton Green junction, and also a point closure on Westminster Road.
24. **Conservation** - The hedges adjacent to the footway are well established and form an attractive local feature. They were planted on the property boundary line many years ago, and cutting them back as far as the back of the footway now would undoubtedly threaten their survival. The removal of the narrow strip of cobbles on Water End would not significantly harm the character and appearance of the area.
25. **Air Quality** - Clifton Green and the surrounding roads are included within City of York Council's first Air Quality Management Area (AQMA). Whilst the proposals to reinstate the left hand turn from Water End would

require reducing the existing footway width (and thus would bring the queuing traffic slightly closer to residential properties), it is not anticipated that this would result in a significant deterioration in air quality at these relevant locations.

Options

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

Option 1 – Support the scheme proposals shown in **Annex C** for implementation;

Option 2 – Amend the scheme proposals Shown in **Annex C** for implementation;

Option 3 – Reject the scheme proposals shown in **Annex C**, and retain the current layout (i.e. **Annex B**).

Analysis

27. The implementation of the proposed scheme would bring about a small improvement to traffic flow at the junction, and would be welcomed by many people. However, it would not fully restore the previous situation, which could lead to some dissatisfaction with the outcome. Furthermore, many people are opposed to changing the current layout, and significant concerns have been raised, particularly in relation to the safety of cyclists and pedestrians. Officers consider that these safety matters cannot be resolved by amending the proposed scheme, and therefore on safety grounds retaining the existing layout is preferred.

Proposals

Part B – Chicane Trial

28. A set of draft proposals showing the position of the chicanes was made available for residents to consider and whilst there wasn't a huge response (around 10 letters and e-mails) all were quite firmly against what had been put forward.

29. The main reasons given for objecting to the chicanes are:

- Residents parking bays will be reduced,
- Chicanes will cause vehicles to travel in unpredictable direction,
- Increase the nuisance of noise and pollution,
- Do not believe they will have an effect,
- Waste of money,
- Will make turning into and out of driveways more awkward,
- Position and design of the chicanes is barmy,
- Should not be used on residential roads,
- They're dangerous,
- Will be difficult for school buses to manoeuvre round.

View of Scrutiny Committee Task Group and Ward Councillors

30. The views of the relevant Councillors are summarised in the table below:

Cllr. Douglas	Ward	No concerns raised
Cllr. King	Ward	I would agree with residents.
Cllr. Scott	Ward	I continue to support the residents view on this. I also support the Council Call for Action conclusion that a point closure should be introduced - ideally by way of a rising bollard.
Cllr. D'Agorne	Task Group / Party Representative	From the officer briefing I had it would appear this option is more problematic than it might be first thought to be. If there is no obvious local support for it and no substantive evidence that it would achieve the intended objective there would seem to be little point in moving ahead with it. However it should be made clear to residents that no other means of deterring through traffic is going to be available
Cllr. Holvey	Task Group	No concerns raised.
Cllr. Hudson	Task Group	We must go with what the residents want.
Cllr. Merrett	Party Representative	No concerns raised.
Cllr. Gillies	Party Representative	Alistair, I support your view.

Previous Residents Questionnaire Results

31. A previous questionnaire was delivered to all the properties along Westminster Road, The Avenue and Greencliffe Drive regarding traffic issues in the area in November last year. One of the questions specifically asked was whether they were in favour of further investigations into the use of chicanes and or road narrowings.
32. The result was 30 (27%) were in favour of further investigation into use of chicanes and / or road narrowings. Because the support was quite limited the chicanes option was not taken forward. Other results from the questionnaire were 61% in favour of a closure, 26% in favour of road narrowings at the junctions and 60% in favour of 20mph speed limit.

Options

33. The options available regarding the chicane trial are:
- A. To proceed with the chicane trial as proposed. This is not the recommended option because there is little support from local residents for such measures.
 - B. To re-consult on an alternative chicane trial. This is not the recommended option because there is little support from local residents for such measures and some of the concerns due to the likely inconvenience expressed in the recent consultation will be relocated to the revised chicane points.
 - C. To not implement the trial. This is the preferred option.

Corporate Priorities

34. The proposed re-instatement of the left-turn traffic lane would be a localised amendment to the overall Water End Cycle Scheme, and is thought unlikely to have a significant impact in relation to the council's Corporate Priorities. However, there is a risk that cyclists would find the new layout more intimidating, and some may choose to switch to alternative motorised forms of travel. There is also a risk of more accidents happening. Therefore the proposal does have some potential to impact negatively on the council's corporate aims relating to sustainability, safety, and health. The chicane trial does not impact on the corporate strategy.

Implications

35. **Financial/Programme** - The Transport Capital Programme for 2010/11 currently includes a budget of £5k, pending the decision concerning the proposed reinstatement of the left-turn lane. The reinstatement could proceed in 2010/11 if the spend on other schemes across the programme was lower than anticipated. Failing that, the scheme could be prioritised against other projects and put forward for inclusion in the 2011/12 capital programme. The actual work to implement the reinstatement is estimated to cost approximately £35k. However, this does not include any allocation for potential utility diversions that may be required.
36. **Human Resources** – None
37. **Equalities** – None
38. **Legal** – None
39. **Crime and Disorder** – None
40. **Information Technology** – None
41. **Property** – None

Risk Management

Risk Category	Impact	Likelihood	Score
Organisation/Reputation	Medium (3)	Probable (4)	3 x 4=12
Physical	High (4)	Possible (3)	4 x 3=12

42. In compliance with the Council's risk management strategy, the main risks for the reinstatement of the left-hand lane that have been identified in this report are:-
- The potential damage to the Council's image and reputation if scheme proposals are not brought forward, especially in view of previous press coverage concerning traffic congestion on Water End and rat-running traffic using Westminster Road / The Avenue. Conversely, many people may also be unhappy if the current scheme is altered.
 - The physical risk of increased casualties linked to the proposed road layout changes.
43. Measured in terms of impact and likelihood, the risk scores have been assessed at less than 16, which 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.
44. There are no significant implications and risks associated with the recommendations on the chicane trial.

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Chief Officer Responsible for the report

RICHARD WOOD
ASSISTANT DIRECTOR OF CITY STRATEGY

**Report
Approved**



Date 19 November 2010

Specialist Implications Officer(s)

*Financial
Patrick Looker
Finance Manager, City Strategy
Tel No. 01904 551633*

Wards Affected: Clifton

All

For further information please contact the authors of the report.

Background Papers:

“Cover Report – Water End Councillor Call for Action”, a report to the meeting of the council’s Executive on 6 July 2010.

“Cover Report – Water End Final Report”, a report to the Economic & City Development Overview & Scrutiny Committee on 17 May 2010.

“Water End – Proposed Improvements for Cyclists”, a report to the Executive Members for City Strategy and Advisory Panel on 20 October 2008.

Annexes:

Annex A Plan showing “Water End Approach to Clifton Green – Original Layout (Pre January 2009)”

Annex B Plan showing “Water End Approach to Clifton Green – Current Layout (Implemented in early 2009)”

Annex C Plan showing “Proposed Layout of the Water End Approach to Clifton Green (with a central cycle feeder lane running in-between a reinstated left turn traffic lane and the straight ahead/right turn traffic lane)”

Annex D Plan showing “Extents of Distribution Area for Public Consultation”

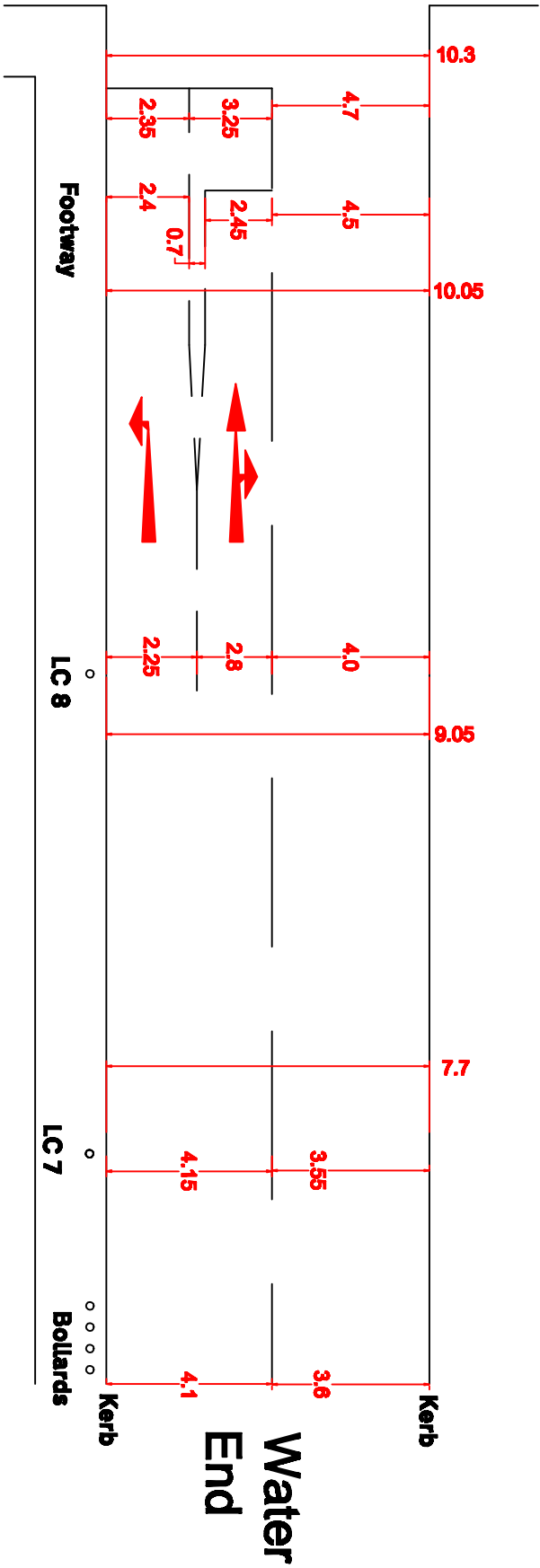
Annex E Road Safety Audit Comments

Annex F Briefing Note on Junction Analysis

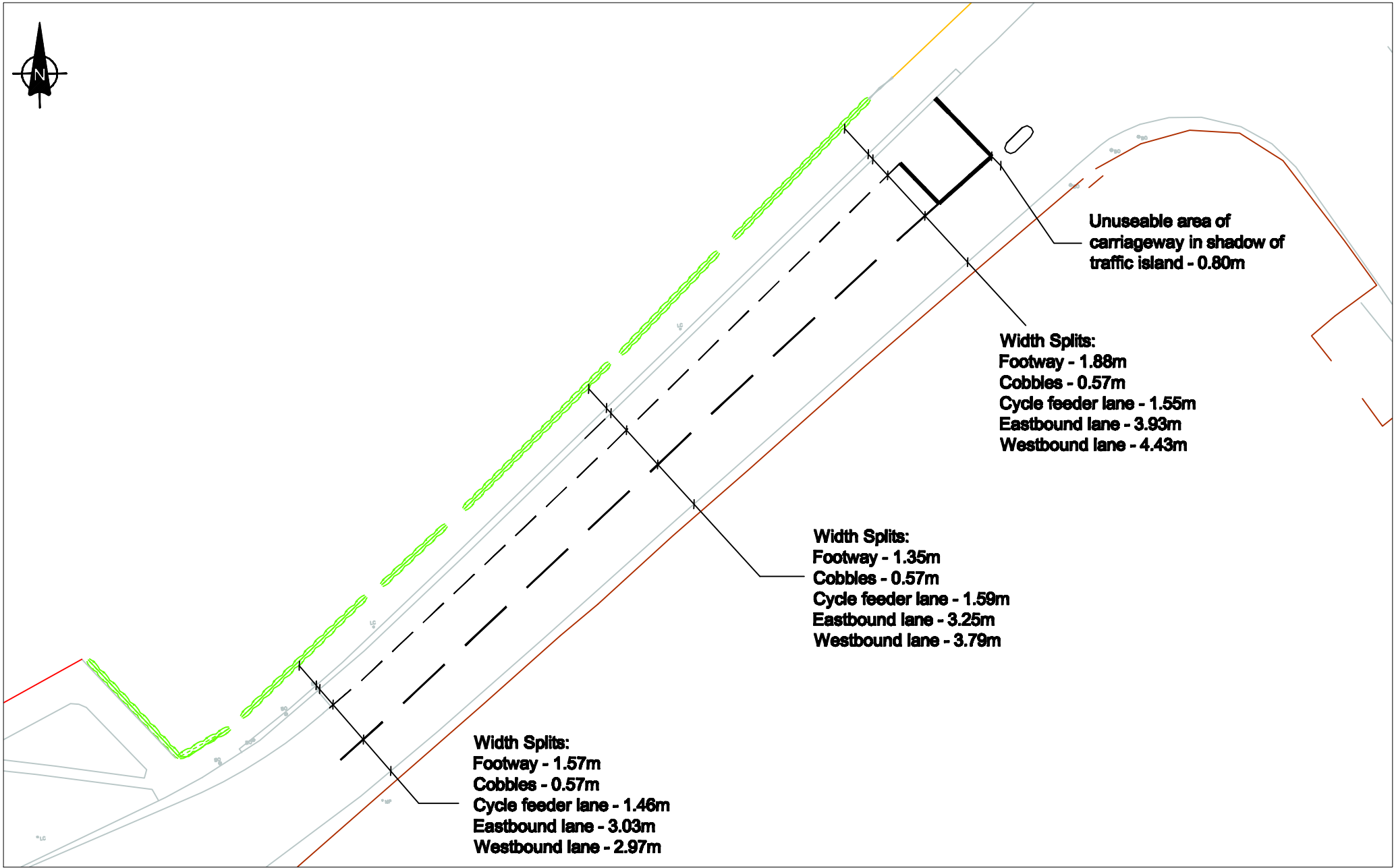
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Clifton Green

Original carriageway widths pre January 2009 on Water End approaching the Clifton Green junction - all dimensions in metres.



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Unuseable area of
carriageway in shadow of
traffic island - 0.80m

Width Splits:
Footway - 1.88m
Cobbles - 0.57m
Cycle feeder lane - 1.55m
Eastbound lane - 3.93m
Westbound lane - 4.43m

Width Splits:
Footway - 1.35m
Cobbles - 0.57m
Cycle feeder lane - 1.59m
Eastbound lane - 3.25m
Westbound lane - 3.79m

Width Splits:
Footway - 1.57m
Cobbles - 0.57m
Cycle feeder lane - 1.46m
Eastbound lane - 3.03m
Westbound lane - 2.97m



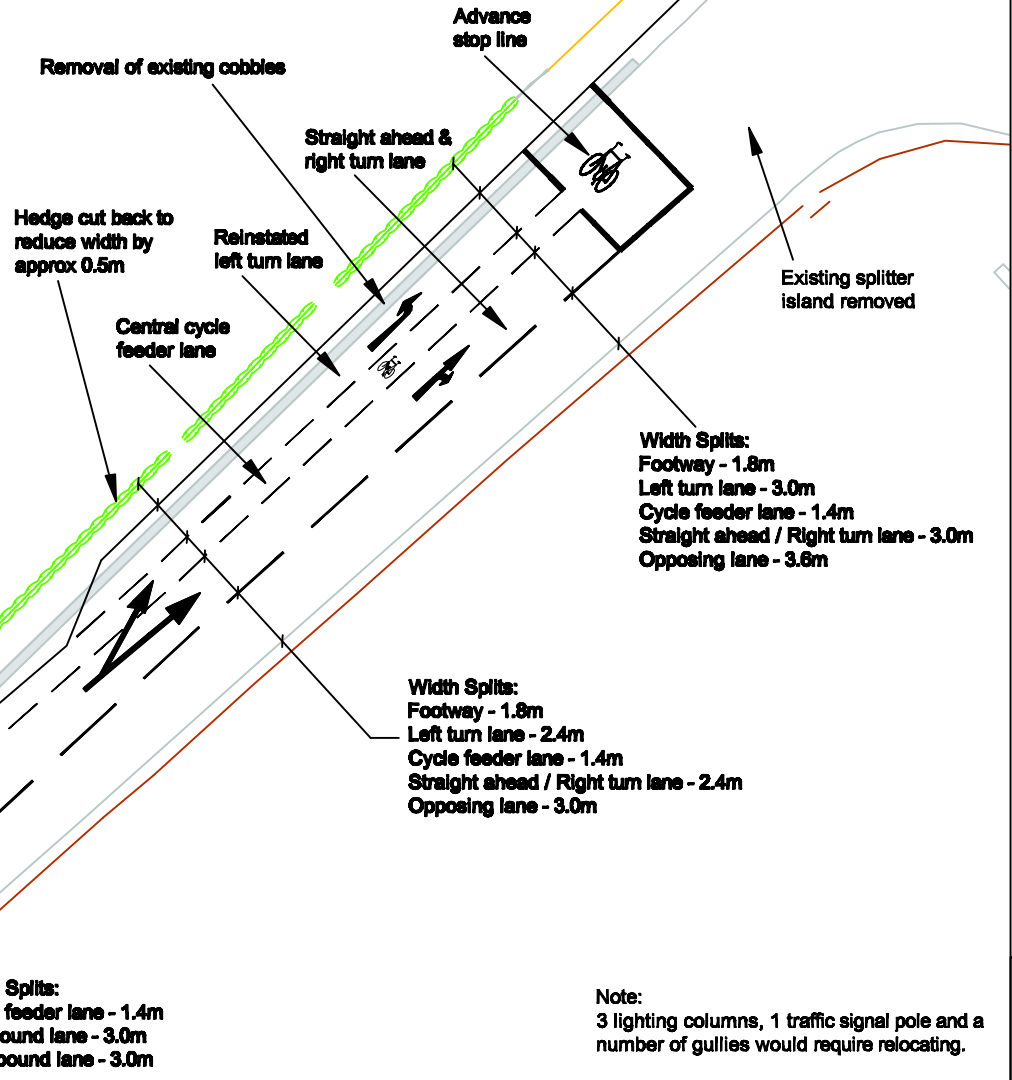
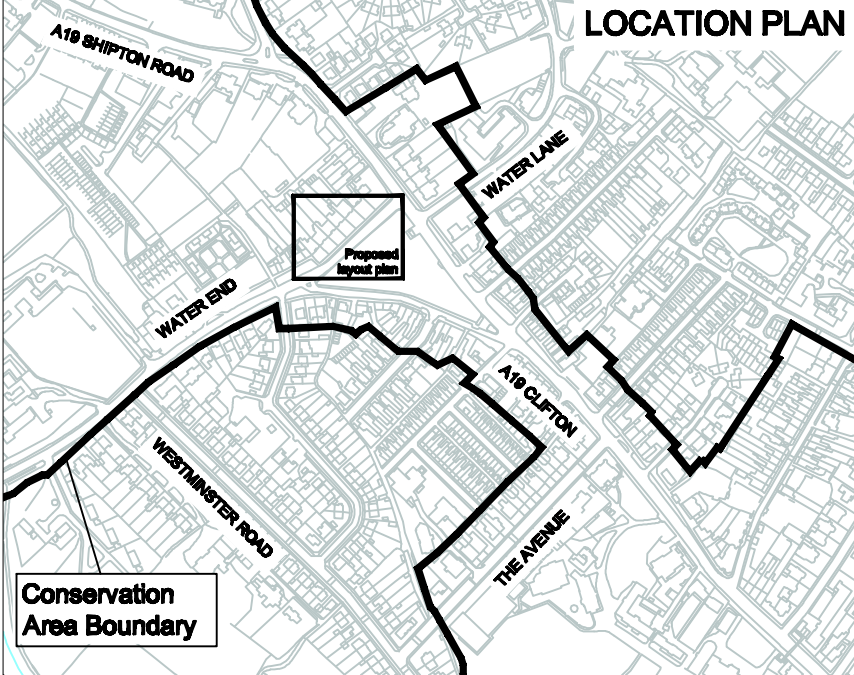
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Existing Layout
Water End / Clifton Green

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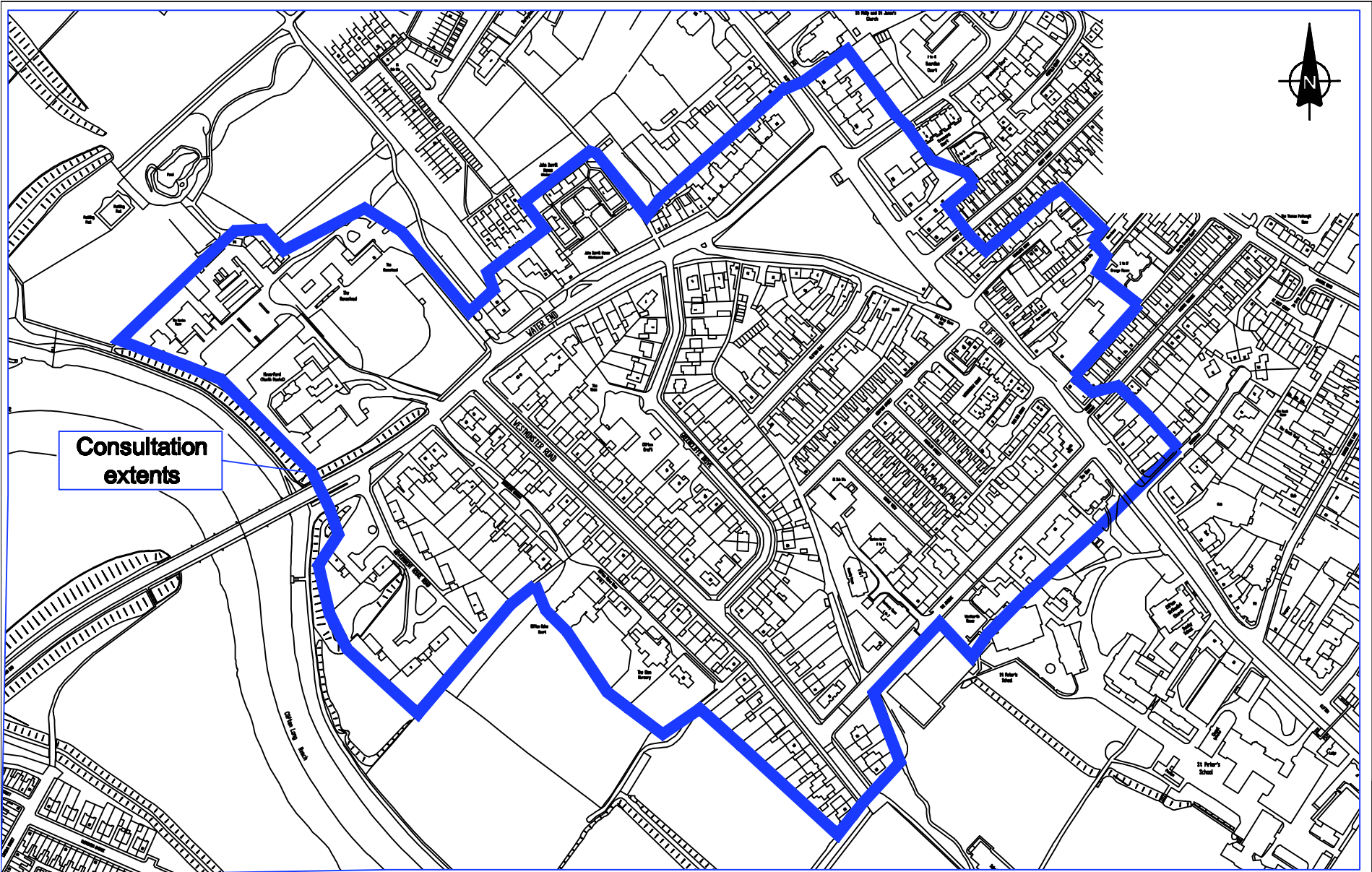
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**Feasibility Investigation to reinstate left turn filter lane
 Water End / Clifton Green - Proposed Layout**



BASED UPON THE ORDINANCE SURVEY MAPS WITH THE PERMISSION OF THE COMMISSIONER OF HIGHWAYS'S OFFICE & CIVIL ENGINEERING UNIT'S REPRESENTATION OF ROAD SURVEY EQUIPMENT AND THE L210 TO PRACTICE OF CIVIL ENGINEERING
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ANNEX D

 	INITIAL	REV	AMENDMENT	DATE	<p>Water End / Clifton – Left Turn Re-instatement Consultation Distribution Area</p> <p><small>BASED UPON THE SURVEY MAPS WITH THE PERMISSION OF THE CONTROLLER OF HER MAJESTY'S STATIONERY OFFICE © Crown Copyright. All rights reserved. No warranty is made by the Controller of Her Majesty's Stationery Office as to the accuracy of the information contained herein. Licence No. 1000 20816</small></p>
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Water End /Clifton Green – Proposed Reinstatement of a Left Turn Traffic Lane

Road Safety Audit observations

- With the introduction of a second lane, the width of each lane would be considerably less than standard in places (around 2.4 metres). This is likely to result in conflicts between vehicles in adjacent lanes, but in particular with vehicle encroachment into the central cycle lane. This would be a particular problem for large vehicles as they may have no option but to encroach into the cycle lane.
- Left turning vehicles would have to cross the cycle lane to reach the left-turn lane, which could result in possible conflicts with cyclists.
- Queuing traffic waiting to turn left is likely to queue across the cycle lane and may even queue in as far as they can. This would involve cyclists trying to use the cycle lane having to weave in and out of stationary and slow moving traffic, with possible conflicts between them.
- The removal of the traffic island would allow vehicles emerging from Water End and crossing the junction to Water Lane or turning right to Clifton to cut the corner and encroach into the inbound lane of Water End. This could bring them into conflict with vehicles entering Water End when the traffic signal stage from Water End finishes.
- Although the traffic island is not a pedestrian refuge, there is a gap in the fence to the green at this point and pedestrians currently use the island as a means of crossing the road. Its removal would make it less safe for pedestrians.
- The removal of the traffic island would remove any protection for cyclists waiting at the advance stop line. Vehicles entering Water End would not be prevented from encroaching into the cycle bay behind the advance stop line, which could bring them into conflict with cyclists waiting here.
- Vehicles entering Water End will be aware of the presence of the traffic island and will adjust their speed accordingly. Its removal would present a much wider aspect for entering vehicles and they are likely to approach it at higher speeds with a greater likelihood of conflict with opposing vehicles waiting to exit Water End.
- The existing footway is narrow and has an overhanging hedge at the property boundary. It is proposed to cut back the hedge to increase the available width of the footway to 1.8 metres. It is also proposed to remove the existing cobbles situated between the footway and the carriageway, which provide a buffer zone between the footway and the carriageway. Unfortunately, the hedge would require regular maintenance, as without this, it would grow back and reduce the available footway width, thereby forcing pedestrians nearer to the carriageway, where vehicles already in a sub-standard width traffic lane are likely to be overhanging the footway, thus increasing the chance of conflict.
- Because of the narrow lanes and possible encroachment into the cycle lane, cyclists may elect to cycle on the footway instead. This would bring them into conflict with pedestrians already on the footway.

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Economic & City Development Overview & Scrutiny Committee

Technical Briefing Note:

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

Summary

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

Background

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

Modelling Analysis

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

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

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

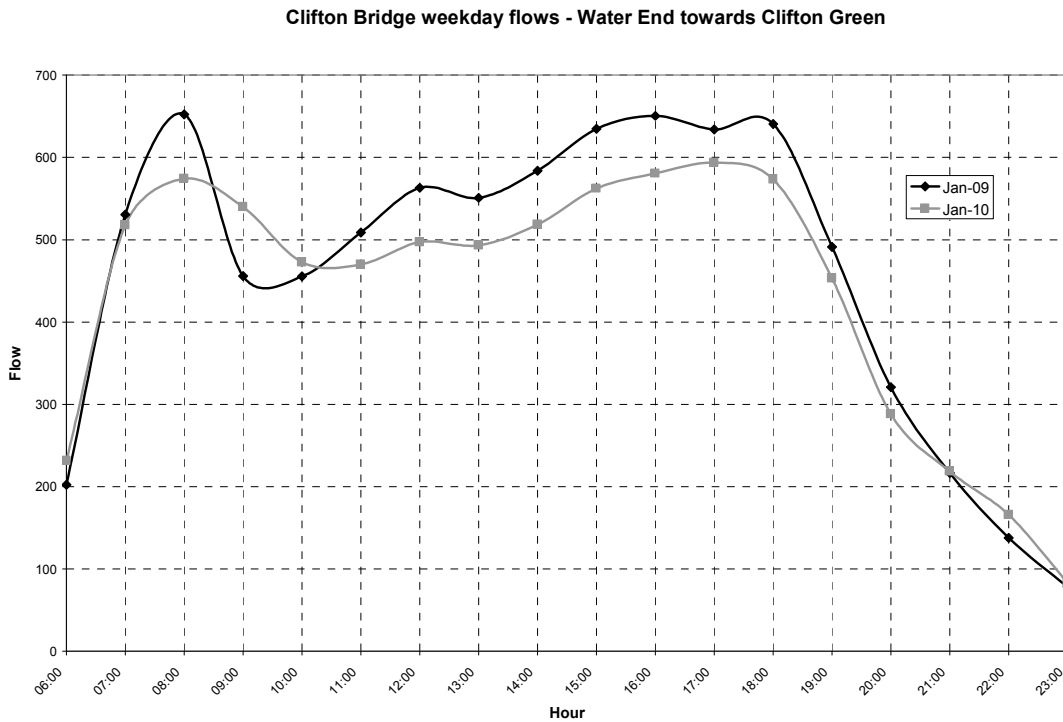
Table 1.

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

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

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

Figure 1.



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

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

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

Conclusion

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

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DECISION SESSION – EXECUTIVE MEMBER FOR CITY STRATEGY

TUESDAY 7 DECEMBER 2010

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

Agenda Item	Report	Received from	Comments
4	Water End/Clifton Green Review: Reinstatement of Left-Turn Traffic Lane and Chicane Trial Page 9 - 36	Cllr B Hudson Member of the Economic & City Development Overview and Scrutiny Committee	It is my view that the left hand turn needs reinstating as the original scheme has not worked. However I would not ask for the trial chicanes to be introduced.
		Cllr A D'Agorne	Please note that the statement from Cllr Scott (included in the table on page 18 of the report stating the views of the Scrutiny Committee Task Group and Ward Councillors) that: "the Council Call for Action conclusion that a point closure should be introduced - ideally by way of a rising bollard." Is incorrect - this was not the conclusion of the task group that considered the Councillor Call for Action. As para 5 of the July 6th report to the Executive states it was: " That Council Officers urgently develop new, comprehensive proposals for the Water End junctions to improve the current junction and reduce greatly traffic flows in Westminster Road/The Avenue"
		Lesley Moore Resident of Meadowfields Drive, York	I write to give my support to the above, and confirm that I am in favour of the reinstatement of the filter lane at this junction. Please add my name to the survey. Thank you.

4	Water End/Clifton Green Review: Reinstatement of Left-Turn Traffic Lane and Chicane Trial (cont.)	Max Reeves Greycliffe Gardens	I understand there are proposals to remove the cycle lane and reinstate two lanes of traffic I fully support this measure which is well overdue to resolve the traffic delays. [I own a property in Greycliffe Gardens so can be classed as a resident] and believe a cycle lane could be incorporated through Holmstead park from the river cycle track to serve Clifton getting cyclists off this dangerous junction.
---	---	-------------------------------------	--