
Decision Session
- Executive Member for City Strategy

6 July 2010

Report of the Director of City Strategy

BECKFIELD LANE – ALTERNATIVE CYCLING IMPROVEMENTS

Summary

1. Off-road cycle facilities were introduced on the east side of Beckfield Lane between Boroughbridge Road and Ostman Road in the Spring of 2009. A proposal to extend this cycle scheme to Wetherby Road was subsequently developed. This was based on providing an off-road track mainly on the west side of the street, with a toucan crossing near the shops south of Ostman Road to link the two schemes together. Consultation has highlighted strong opposition to the scheme on the grounds that there would be no physical separation between cyclists and pedestrians, potential conflict between cyclists and vehicles at driveways and side roads, and the high cost could not be justified based on likely use. Therefore, alternative proposals, some of which have been considered before have been looked at in more detail. These are as follows:
 - A toucan crossing and a 50m section of off-road track to link with the existing facilities north of Ostman Road.
 - An off-road cycle track on the east footway between Ostman Road and Beckfield Place.
 - 20mph speed limit (signs only).
 - 20mph speed limit zone (with traffic calming).
 - Advisory cycle lanes with no carriageway widening.
 - Advisory or mandatory cycle lanes with carriageway widening.
2. The report compares these alternatives to the original proposal and details advantages and disadvantages. The views of the Ward Councillors on all the options have also been sought. Based on analysis of this information, officers consider that the original scheme still presents the best way of achieving a comprehensive cycle route along the whole length of Beckfield Lane. However, taking a balanced view of costs, benefits and public acceptability, the option to provide a toucan crossing and short section of off-road track to link with the existing facilities north of Ostman Road would be a reasonable compromise. This would meet previously expressed demand for crossing facilities in this area, assist cyclists to access local shops and join the existing off-road track, and have less direct effect on residents.

Recommendations

3. That the Executive Member gives approval to proceed with detailed design and consultation on the toucan crossing and short link to the existing cycle track shown in **Annex B**.

Reason: To provide measures which would improve pedestrian and cycle crossing provision and complement the existing cycle facilities on Beckfield Lane.

Background

4. A segregated shared use footway / cycle track has 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 York Road. At the Executive Member and Advisory Panel (EMAP) meeting on 8 December 2008 when this scheme was approved, officers were asked to develop proposals for extending cycle facilities further along Beckfield Lane.
5. This resulted in the off-road cycle track proposals shown in **Annex A** which was approved at the Executive Member Decision Session on 20 October 2009. However, this decision was called in by the Acomb Ward Councillors and discussed at the Scrutiny Management Committee on 9 November 2009 and the Executive meeting on 10 November 2009. At the latter meeting, the Executive Member resolved that implementation of the off-road cycle track scheme be deferred for a maximum of nine months, during which time, Ward Councillors and other interested parties would have the opportunity to suggest alternative ways of encouraging the use of benign transport modes on the Beckfield Lane corridor. The issue was then raised by Cllr Horton at full Council on 4 February 2010 where it was resolved that the Executive Member give serious consideration to abandoning the scheme. This report therefore looks at alternatives to the proposals which would still provide improvements for cyclists, pedestrians and other road users on this section of Beckfield Lane.

Traffic and Pedestrian Data

Traffic volume and speed

6. Several traffic surveys have been undertaken, the most recent being in October 2009 south of the Knapton Lane junction. This survey showed in the region of 7300 motor vehicles in 12 hours from 7am to 7pm, 300 cyclists on-road and 100 cyclists on the footways. The most recent speed surveys were undertaken by the Police in October 2008 between Turnberry Drive and Melander Close and recorded mean speeds of 27mph southbound, 28mph northbound, and 85th percentile speeds of 32mph and 33mph respectively.

Accidents

7. There have been six recorded personal injury accidents in the last three years on the section of Beckfield Lane between Ostman Road and Wetherby Road. This

included three accidents involving cyclists, one where a cyclist collided with a car who pulled out on him, one where a cyclist was knocked off by a car whilst overtaking parked vehicles, and one where a cyclist on the footway startled a pedestrian, who fell and sustained injury.

Parking

8. Parking surveys have been undertaken on this section of Beckfield Lane at various times of the day. These have shown very little on-road parking with a maximum of four vehicles recorded at any one time, three of these near the household waste site. The highest number of vehicles recorded parked on the verge or footway was fifteen with the majority on the east side (eleven compared to four on the west side).

Pedestrians

9. A pedestrian crossing survey undertaken south of Ostman Road in April 2009 recorded 588 crossing movements in the 12 hour period from 7am to 7pm.

Previous Proposal - Off-road track on the west side

10. The proposed off-road cycle track consulted on last year is shown in **Annex A**. This comprised a continuation of the previously constructed off-road track on the east side of Beckfield Lane to a point south of Ostman Road where because of several practical difficulties in continuing the cycle track the complete length of the east footway, the facility switched sides to the west footway. 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 existing footway would be widened to 3.8m with 1.8m allocated to the footway and 2.0m allocated to the cycle track. A current estimate of £315,000 has been calculated for the above scheme.
11. Public consultation on the package of proposals was carried out in August 2009. This involved around 450 households and businesses who would be most directly affected by the proposals, and other interested parties, such as Ward Councillors, the emergency services, local schools, and road user groups. 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 also undertaken. Feedback from the consultation was mixed with both support and objection to the proposals. The overriding area of concern was the potential for conflict between cyclists and pedestrians, especially vulnerable older people. It was noted that off-road facilities with incomplete segregation should be seen as the last resort when considering improved facilities for cyclists (hierarchy of provision in Local Transport Note 2/08 Cycling Infrastructure Design LTN 2/08), and although alternative options have been discussed before, this report provides a more comprehensive critique.

Advantages

- Provides a complete off-road cycle route for nearly the whole length of Beckfield Lane, serving a wider residential area, local shops and other businesses.

- The toucan crossing would provide a controlled crossing point in an area of high demand.

Disadvantages

- Concerns about cyclists sharing space with vulnerable pedestrians.
- Vehicles have priority over cyclists at side roads.
- Cyclists have to cross driveways, where vehicles may be emerging.
- Cyclists have to switch sides via a toucan crossing to use the whole facility.

Alternative Proposals

Toucan crossing with off-road track to link with existing facilities

12. A reduced version of the previous proposals is shown in **Annex B**, which consists of a toucan crossing, as originally proposed, with a short section of off-road track. A more generous width of facilities can be accommodated within this section of highway because there are no trees. This proposal would meet previously expressed demand for improved crossing facilities and enable northbound cyclists to avoid passing on-road through the busy area near Ostman Road to join the existing facilities. The layout at the Ostman Road junction differs from the previous proposal as to maximise the separation between pedestrians and cyclists, the refuge on Ostman Road would remain as a pedestrian facility only, with cyclists crossing slightly further back into the junction mouth. This option would cost in the region of £50,000.

Advantages

- The toucan crossing would provide a controlled crossing point in an area of high demand.
- Provides a link between the existing cycle facilities and the shopping area south of Ostman Road.
- Assists northbound cyclists joining the existing off-road track.
- There are no driveways for cyclists to cross.

Disadvantages

- No cycle facilities south of the proposed toucan crossing.
- No physical separation between pedestrians and cyclists in a busy area for a short distance (although the absence of trees would allow for greater footway widening).

Continue the off-road track on the east side

13. To address some of the concerns raised during the consultation, the off-road track could continue along the east footway as far as is practical to just north of Beckfield Place. After this point the trees are positioned closer to the footway and would not allow the construction of an adequately wide cycle track. Southbound cyclists could then rejoin the carriageway in a 20mph traffic calmed zone, which would include a slight extension to the existing 20mph speed limit, with the added

benefit that cyclists could avoid the junction mouth of Beckfield Place, which has restricted visibility. For northbound cyclists it would not be practical to provide a controlled crossing point to allow them to join the facilities, as there is little pedestrian demand for crossing at this point. Therefore, a simple dropped kerb arrangement would be provided so they could pull off the road and then cross to join the off-road facility to continue their journey. These proposals are shown in **Annex C** and are estimated to cost £210,000.

Advantages

- Southbound cyclists do not have to switch to the other side of Beckfield Lane.
- Cyclists have no side roads to cross.

Disadvantages

- Does not address other issues associated with off-road tracks eg. Cyclists sharing the route with vulnerable pedestrians and cyclists crossing driveways.
- Northbound cyclists would need to either make a right turn or pull off the road and cross to access the off-road track.

20mph Speed Limit (signs only)

14. A 20mph speed limit zone with traffic calming already exists between Beckfield Place and Wetherby Road. A proposal to extend the 20mph speed limit to a suitable point is shown in **Annex D**. It is estimated that this would cost in the region of £10,000. However, the possibility of a 20mph speed limit on Beckfield Lane was previously covered in the Decision Session report on 6 April 2010 discussing petitions for 20mph speed limits on residential roads in York. This report stated that Beckfield Lane did not meet the criteria for a 20mph speed limit because the average recorded vehicle speed of 27.5 mph is well above the local and national threshold for a 20mph speed limit, which requires average speeds to be 24mph or less. This threshold recognises that the Police do not have sufficient resources to provide enforcement for 20mph speed limits, and without their regular presence a 20mph speed limit relying only on signs will have a short lived impact on most drivers speed. Unless a reduced speed limit is fully effective, conditions for cyclists on the carriageway would not be significantly improved. For this reason, this option is not considered appropriate for Beckfield Lane.

Advantages

- A slight reduction in vehicle speed.

Disadvantages

- Against Council policy.
- Unlikely to change conditions sufficiently to encourage cyclists who currently use the footways to transfer onto the road, or to encourage new cyclists.

20mph Speed Limit Zone (with traffic calming)

15. A 20mph speed limit zone with traffic calming already exists between Beckfield Place and Wetherby Road. A proposal to extend this zone to a suitable point is

shown in **Annex E**. It is estimated that this would cost in the region of £50,000. A combination of speed tables at well used crossing points and speed cushions at regular intervals would reduce average speeds to 24mph or below to ensure the speed limit is effectively self enforcing. Horizontal traffic calming, such as build-outs and refuges could not be recommended for Beckfield Lane as they tend to have less effect on vehicle speed and due to limited road width would introduce pinch points where vehicles may pass too close to cyclists.

Advantages

- Lower vehicle speed environment created.
- Speed tables would provide level crossing points for pedestrians in areas of high demand.

Disadvantages

- Unlikely to get much public support.
- Over 7000 vehicles have been recorded in a typical 12 hour period (7am to 7pm) of which 2% are HGVs, and 2% are buses. In addition, there is likely to be a high number of trailers transporting waste to the household waste site. Therefore, any traffic calming is susceptible to complaints about noise and vibration from residents.
- Speed tables are unpopular with bus operators, and are often not favoured by cyclists because they can be uncomfortable to negotiate.
- A vehicle correctly aligned to traverse a speed cushion on this width of road could pass quite close to a cyclist.
- For most of the route, this proposal goes against the Council's Speed Management Plan of only having traffic calming on mixed priority routes outside schools, shops and other generators of pedestrian activity.
- May not attract cyclists from the footways back onto the road.

Advisory Cycle Lanes with no carriageway widening

16. The existing carriageway of Beckfield Lane is 6.7m wide. The recommended width for an on-road cycle lane is 1.5m, therefore a cycle lane on both sides of the carriageway would leave just 3.7m for two way traffic, ie. Each traffic lane would be just 1.85m. This layout is shown in **Annex F**, and is too narrow for even two small cars to pass without entering the cycle lanes. Therefore, it is not considered to be a practical or safe option.

Advantages

- Restricted traffic lane width is likely to result in a slight reduction in vehicle speed.

Disadvantages

- Increased risk of head on vehicle collisions.
- When there is opposing vehicle flows, vehicles would have little choice but to enter the cycle lane (as it is advisory they can legally do so).
- False sense of security for cyclists, and frustration that vehicles will constantly be within the cycle lanes.

- Unlikely to attract cyclists to use the road instead of the footway.

Mandatory or Advisory Cycle Lanes with carriageway widening

17. This road layout is shown in **Annex G**. To introduce 1.5m cycle lanes and maintain 2.8m each way for general traffic, the carriageway would have to be 8.6m wide. This would mean widening into the roadside verge by 1.9m. This option would include the toucan crossing and short link to the existing off-road cycle facilities as widening to this extent within the existing highway boundary would not be possible near Ostman Road. A mandatory cycle lane effectively imposes a no stopping order on the carriageway, as motor vehicles are not permitted to enter it (with exemptions for accessing driveways, emergencies etc.). This is not well known so often double yellow lines are used as well. This option is estimated to cost in the region of £730,000, as it would require a complete carriageway reconstruction and removal of many trees, and is therefore not considered appropriate for Beckfield Lane.

Advantages

- Provides sufficient road space for all road users.
- The toucan crossing would provide a controlled crossing point in an area of high demand.

Disadvantages

- Loss of around 25 trees, many of them mature and valuable specimens.
- Widening to this extent would also result in underground service diversions, extensive drainage works and reconstructing every side road junction as junction radii would be affected by the widening.
- Restricted visibility at some side road junctions where the give way line has been moved back.
- May increase vehicle speed slightly.
- Residents with insufficient off-street parking may park on footways or on side roads.

Ward Member Views

18. **Cllr David Horton** would support in principle the 20mph speed limit or on-road cycle lanes without widening. He is strongly opposed to all three off-road cycle track options, and adds the following:
- The toucan crossing and short link does not represent value for money.
 - Traffic calming would not be appropriate for this type of road, and is likely to be strongly opposed by residents.
 - There are many locations with narrow cycle lane widths that work well, including those with higher traffic usage such as Tadcaster Road.
 - The cost, loss of trees and verge associated with carriageway widening would not be acceptable.

Officer response

Paragraphs 14 and 16 discuss the practicalities of introducing 20mph speed limits and advisory cycle lanes without widening on Beckfield Lane respectively.

The length of the cycle facility in the toucan crossing and link option is relatively short but serves many purposes. It would allow northbound cyclists to join the existing facilities without riding on-road through the busy junction of Ostman Road, southbound cyclists would be able to access the local supermarket and takeaways off-road, and pedestrians would be provided with a controlled crossing facility.

The cycle lanes on Tadcaster Road continue for over 1.5 miles and there is quite a variation in road width. A survey recorded 8.7m to 10.2m over a short length. Cycle lanes were measured at 1.2 to 1.5m with traffic lanes of 3.15 to 3.75m. The latest cycling infrastructure guidance which was approved on 20 October 2009, gives a preferred minimum cycle lane width of 1.5m, this is to provide cyclists with safe clearance from passing motor vehicles, and allow cyclist to ride away from gullies and any debris collecting at the kerb edge. A narrow lane could make conditions worse for cyclists giving a false impression to drivers that they have sufficient clearance to pass cyclists. For this reason, as roads around the city are resurfaced, the widths of existing cycle lanes are being reviewed, in order to meet current guidance, wherever possible.

19. **Cllr Tracey Simpson-Laing** has very similar views to Cllr Horton. In particular, she would support a 20mph speed limit without traffic calming or advisory lanes without carriageway widening, and considers that both options would work if given a chance. Boroughbridge Road is quoted as an example of advisory cycle lanes working well, despite higher traffic usage than Beckfield Lane. In addition, the following general comments are given regarding a cycle scheme on this section:

'I would be very concerned about the proposal for another crossing as I have had a number of representations about the dangers of the current zebra due to trees and the junction. I am also totally against any removal of the verges or the trees. This scheme cannot be value for money in any sense as the total cycle usage from one end of Beckfield Lane to another is minimal. This is not a route that anyone in the area would use to go to the City centre or Acomb shops, there are a number of cycle routes within the Ward which take cyclists more direct. As for those travelling to secondary school there are few children who live within the area of the second part of the scheme and children who live beyond would go to their local school which is York High. For those in the Ward travelling to York High the favoured, and most direct route is via Acomb Green or Acomb shops.

Taking cyclists off non-arterial routes gives a view that York's roads are not safe to cycle on, and gives them a false sense of security when it comes to places where cycles have to be ridden on the road. Providing off road cycle paths just because some people already cycle on the path is not the answer.'

Officer response

Paragraphs 14 and 16 discuss the practicalities of introducing 20mph speed limits and advisory cycle lanes without widening on Beckfield Lane respectively.

The carriageway width of Boroughbridge Road is around 9.5m, which allows cycle lane widths of 1.5m and traffic lane widths of 3.25m comfortably accommodating all classes of road users. The carriageway width of Beckfield Lane is just 6.7m, and as discussed in paragraph 16 is considered insufficient for cycle lanes to be introduced.

The existing zebra crossing has been operational for about a year with only two complaints received, one about the belisha beacons which was resolved by the installation of shields, and one about drivers not stopping to let pedestrians cross. This is not considered indicative of any fundamental problem with pedestrian crossings on Beckfield Lane.

A cycle route scheme would benefit existing cyclists on this section of Beckfield Lane (a survey near Knapton Lane showed in the region of 300 cyclists on-road and 100 cyclists on the footways in the 12 hours from 7am to 7pm). The school travel census suggests very few York High School pupils who currently cycle would benefit from such facilities but over 35 Manor School pupils who cycle would. A high percentage of cyclists, choosing to use the footways does suggest that they are not currently comfortable on-road. Unfortunately, it is considered that there are no practical improvements to the carriageway which could be implemented to change cyclists attitudes at this location. Off-road proposals were initially proposed for this reason.

Options on the Way Forward

20. The Executive Member has three basic options to consider:

Option One – authorise construction on the original proposal shown in **Annex A**;

Option Two – approve an alternative scheme to proceed to detailed design and consultation (**Annexes B to F**), plus any other changes to the proposal that the Executive Member considers necessary before progressing;

Option Three – abandon the idea of developing further cycle facilities along Beckfeld Lane.

Analysis of Options

21. Cycle facilities linking the new Manor School site to Beckfield Lane as far south as Ostman Road have been constructed. Option one would provide the most complete cycle facilities for nearly the whole length of Beckfield Lane, but the high cost and low public acceptability has made this a controversial scheme.
22. Option two would have varying implications dependent on the scheme selected. A much reduced version of the original proposals would complement the existing facilities, and provide a controlled crossing facility in an area of high demand to the benefit of both pedestrians and cyclists. The off-road track on the east footway would complement the facilities already in existence, but there is a major issue

with public acceptability of cyclists sharing the route with pedestrians for this relatively long section. A 20mph speed limit would be ineffectual unless traffic calming was used to reduce vehicle speed, but this is unlikely to be acceptable to residents. Advisory cycle lanes with no carriageway widening may give the impression that cyclists are catered for, but with no actual safety benefit. However, widening the carriageway to provide adequate width for cycle and all purpose traffic lanes carries too great a financial and environmental cost.

23. Option three would fail to deliver any benefits for cyclists on Beckfield Lane.
24. Based on the above analysis, the reduced version of the original scheme, which forms one of the alternatives listed under option two, is considered to be the best compromise, complementing the existing facilities and providing cycle links and pedestrian crossing facilities to local shops and businesses.

Corporate Priorities

25. The implementation of further cycle facilities would contribute to the following corporate priorities:
 - Sustainable City – Providing facilities for cyclists in this area 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.
 - Safer City – A controlled crossing point and facilities allowing cyclists to negotiate the Ostman Road junction off-road would provide road safety benefits.
 - Healthy City – Increased cycling as a result of any scheme will help improve the health and lifestyle of people.

Implications

This report has the following implications:

Financial

26. An allocation of £280,000 is currently included in the 2010/11 City Strategy Capital Programme for the implementation of a scheme on Beckfield Lane. However all allocations are being reviewed to accommodate the £1.4m of budget cuts identified for the Integrated Transport programme in 2010/11. Subject to the approval of the overall amended programme set out in a report to this Decision Session it is anticipated that an allocation of £50k to deliver the recommended scheme in 2010/11 could be included in the revised programme. If a significantly different scheme to the recommended option was approved then it is likely that a funding commitment in a future financial year would be needed due to the time involved in re-design, consultation and further approvals. Schemes proposed for

future years would need to be prioritised against other projects to meet the LTP3 objectives within a reduced overall anticipated budget level.

Human Resources

27. None.

Equalities

28. An Equalities Impact Assessment has been drafted for the Cycling City Initiative, which discusses the use of shared pedestrian and cyclist areas, and concludes that these should only be used as a last resort or where there are special considerations, such as a high volume of children using the route. This report fully explores all possible alternatives for Beckfield Lane, and has led to recommending a much reduced version of the original scheme which will introduce some additional shared use areas. However, these will be of a generous width which should minimise the potential for conflicts. In addition, the proposed scheme also includes a toucan crossing, which will provide a safer and convenient facility for vulnerable pedestrians who may otherwise struggle to cross at busier times of day.

Legal

29. 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

30. None.

Information Technology

31. None.

Land & Property

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

Risk Management

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

Strategic

34. None.

Physical

35. Physical risks to achieving implementation of the preferred option on time are 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 programme any necessary works to fit the overall implementation timetable.

Financial

36. The report contains initial estimates, as always upon more detailed investigation there is a potential risk that scheme costs may increase.

Organisation/Reputation

37. 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. Likewise, there is a risk of criticism from consultees who are against the proposal, if it were to proceed.
38. 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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Report Approved



Date 14 June 2010

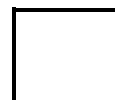
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Wards Affected: Acomb

All



For further information please contact the author of the report.

Background Papers:

“Manor School – Highway Improvements (including Beckfield Lane cycle scheme)” – Executive Member and Advisory Panel for City Strategy held on 8 September 2008.

“Beckfield Lane – Pedestrian / cycle improvements – Executive Member and Advisory Panel for City Strategy 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.

“Beckfield Lane – Extension of cycle route“ – report to the Decision Session of the Executive Member for City Strategy held on 20 October 2009.

“Beckfield Lane – Extension of cycle route“ – report to the Scrutiny Management Committee (Calling In) held on 9 November 2009.

“Beckfield Lane – Extension of cycle route“ – report to the Executive (Calling In) held on 10 November 2009.

“Beckfield Lane cycle scheme” – Notices of Motion (iv) - Full Council meeting held on 4 February 2010

“Petitions for 20mph speed limit on residential roads in York” – report to the Decision Session of the Executive Member for City Strategy held on 6 April 2010.

Annexes

- Annex A Beckfield Lane – Ostman Road to Wetherby Road – proposed extension of off-road track and toucan crossing – previous proposals approved at Decision Session 20 October 2009.
- Annex B Beckfield Lane – south of Ostman Road – Toucan Crossing and off-road link to existing facilities.
- Annex C Beckfield Lane – Ostman Road to Wetherby Road – Continuation of off-road track on east side.
- Annex D Beckfield Lane – Ostman Road to Wetherby Road – 20mph speed limit (signs only).

- Annex E Beckfield Lane – Ostman Road to Wetherby Road – 20mph speed limit zone (with traffic calming).
- Annex F Beckfield Lane – Ostman Road to Wetherby Road – Advisory cycle lanes with no carriageway widening.
- Annex G Beckfield Lane – Ostman Road to Wetherby Road – Advisory / Mandatory cycle lanes with carriageway widening.