



Notice of meeting of

Scrutiny Management Committee (Calling In)

To: Councillors Healey (Chair), Funnell (Vice-Chair), Orrell,

Scott, Simpson-Laing, Taylor, R Watson and Waudby

Date: Monday, 9 November 2009

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

It is at this point in the meeting that members of the public who have registered their wish to speak can do so. The deadline for registering is by **5.00pm** on **Friday 6 November 2009**.

3. Minutes (Pages 3 - 6)

To approve and sign the minutes of the meeting held on 26 October 2009.

4. Called-In Item: Beckfield Lane - Extension of Cycle Route (Pages 7 - 44)

To consider the decisions taken by the Executive Member for City Strategy on the above item, which have been called in by Councillors Simpson-Laing, B Watson and Horton 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 call-in procedure, together with the original report to and decisions of the Executive Member.



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

Democracy Officer:

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

- Registering to speak
- Business of the meeting
- Any special arrangements
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Contact details 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	26 OCTOBER 2009
PRESENT	COUNCILLORS SCOTT, SIMPSON-LAING, TAYLOR, R WATSON, WAUDBY, HORTON (SUBSTITUTE) AND WATT (SUBSTITUTE)
APOLOGIES	COUNCILLORS HEALEY, FUNNELL AND ORRELL

23. CHAIR

In the absence of the Chair and Vice-Chair, it was

RESOLVED: That Cllr Taylor be elected to act as Chair of the meeting.

24. 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.

25. PUBLIC PARTICIPATION

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

26. MINUTES

RESOLVED: That the minutes of the Scrutiny Management Committee (Calling In) meeting held on 12 October 2009 be approved and signed by the Chair as a correct record.

27. CALLED IN ITEM: GREEN JOBS TASK FORCE

Members received a report which asked them to consider the decisions made by the Executive at their meeting on 6 October 2009 in relation to the Green Jobs Task Force.

Details of the Executive's decisions were attached as Annex 1 to the report. The original report to the Executive was attached as Annex 2 and the comments made by the Shadow Executive on the item were attached as Annex 3. The decisions had been called in by Cllrs Gunnell, Potter and Scott on the grounds that:

"The Executive:

- Did not respond to the advice of the Shadow Executive
- Failed to set itself objectives to meet
- Failed to set SMART objectives for CYC contributions
- Failed to address the issue of identification of a skills gap

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Members were invited to decide whether to confirm the decisions of the Executive (Option A) or to refer them back to the Executive for reconsideration and / or amendment (Option B).

Cllr Scott addressed the meeting on behalf of the Calling-in Members. He noted that the report to Executive did not define what was meant by 'green jobs', nor did it link to the 10:10 carbon reduction campaign to which the Council had recently signed up. The Executive should have been more specific and imaginative in their resolutions, setting proper targets and firming up the proposals set out in the report.

In response to Cllr Scott's comments and Members' questions, Officers explained that the report followed the framework set by the Local Government Association (LGA). No targets or definitions had currently been set by the LGA, hence the recommendation in the report that more work be carried out to establish the current position in York. The results of this work would be the subject of a further report to the Executive in about three months' time.

After a full debate, Cllr R Watson moved, and Cllr Waudby seconded, that Option A be approved and the Executive's decisions confirmed. On being put to the vote, this motion was declared LOST by 2 votes to 5.

Cllr Scott then moved, and Cllr Simpson-Laing seconded, that Option B be approved and that the decisions be referred back to the Executive for reconsideration, with a recommendation that they set clear SMART objectives for the Council's contribution to the development of green jobs in the City. On being put to the vote, this motion was declared CARRIED and it was therefore

RESOLVED: That Option B be approved and that the decisions be referred back to the Executive for reconsideration, with a recommendation that they set clear SMART objectives for the Council's contribution to the development of green jobs in the City.

REASON: In accordance with the procedures set out in the Council's Constitution for dealing with called-in decisions, and to address the points raised by the Calling-in Members.

28. CALLED IN ITEM: SWIMMING FACILITIES

Members received a report which asked them to consider the decisions made by the Executive at their meeting on 6 October 2009 in relation to Swimming Facilities.

Details of the Executive's decisions were attached as Annex 1 to the report. The original report to the Executive was attached as Annex 2 and the comments made by the Shadow Executive on the item were attached as Annex 3. The decisions had been called in by Cllrs Crisp, Scott and B Watson on the grounds that:

"The Executive:

- Did not respond to the advice of the Shadow Executive
- Has left an open-ended arrangement with £2m of taxpayers' money with the University, which could mean that a pool never materialises
- Failed to start the process for delivering a city centre pool
- Failed to create a 'leisure reserve'.

Members were invited to decide whether to confirm the decisions of the Executive (Option A) or to refer them back to the Executive for reconsideration and / or amendment (Option B).

Cllr Crisp addressed the meeting on behalf of the Calling-in Members. She expressed the view that by supporting the University pool the Council would effectively be subsidising a 'showpiece' that was unlikely to benefit York residents. Residents needed an accessible pool in the city centre, for which Hungate would be a suitable site. She urged the Committee to refer the matter back to the Executive with a request that they fulfil the requirements of the motion approved by Council on 9 July, seek a firm completion date for the University pool and respond to the comments of the Shadow Executive regarding the city centre pool.

In response to Cllr Crisp's comments and questions from Members, Officers confirmed that the issue was not one of demand for swimming but of available capital and what was feasible in practical terms. He agreed that current swimming provision was insufficient, as set out in the report, and stressed that there was no evidence to indicate that the University pool would not move ahead within the next five years.

After a full debate, Cllr Scott moved that Option B be approved. Cllr Simpson-Laing seconded the motion, which was then put to the vote and declared CARRIED and it was therefore

RESOLVED: That Option B be approved and the decisions be referred back to the Executive for reconsideration.

REASON: In accordance with the procedures set out in the Council's Constitution for dealing with called-in decisions, and to address the points raised by the Shadow Executive and the Calling-in Members.

D Taylor, Chair [The meeting started at 5.00 pm and finished at 6.40 pm].



Scrutiny Management Committee (Calling – In)

9 November 2009

Report of the Head of Civic, Democratic and Legal Services

Called-in Item: Beckfield Lane – Extension of Cycle Route

Summary

1. This report sets out the reasons for the call-in of the decisions made by the Executive Member for City Strategy on 20 October 2009 in relation to the extension of cycle facilities on Beckfield Lane between Ostman Road and Wetherby Road. The 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 Decision Session of the Executive Member for City Strategy is attached as Annex 1 to this report. This sets out the decisions taken by the Executive Member. The original report to the Decision Session is attached as Annex 2.
- 3. Councillors Simpson-Laing, B Watson and Horton have called in the Executive Member's decisions 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 the Executive Member:

- Pre-judged the issue and failed to take into consideration the numerous objections of local residents
- Failed to respond to the financial justification arguments
- Failed to respond to legal highway arguments
- Showed ignorance of the layout of Beckfield Lane and its geometry
- Failed to take notice of the City Council's Cycle Champion's comments and those of the Cycle Campaign Group."

Consultation

4. 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

- 5. The following options are available to SMC (Calling-In) 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 decisions take effect from the date of the SMC (Calling-In) meeting.
 - (b) To refer the decisions back to the Executive Member, for him to reconsider or amend in part his decisions. If this option is chosen, the matter will be re-considered at a meeting of the Executive (Calling-In) to be held on 10 November 2009.

Analysis

Members need to consider the reasons for call-in and the basis of the decisions made by the Executive Member and form a view on whether there is a basis for reconsideration of those decisions.

Corporate Priorities

7. An indication of the Corporate Priorities to which the Executive Member's decisions are expected to contribute is provided in paragraphs 41 to 43 of Annex 2 to this report.

Implications

8. 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

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

Recommendations

10. Members are asked to consider the call-in and reasons for it and decide whether they wish to confirm the decisions made by the Executive Member or refer the matter back to the Executive Member for reconsideration at the scheduled Executive Calling-In meeting.

Reason:

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

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Contact details:				
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email: dawn.steel@york.gov.uk	Report Approved V Date	27/10/09		
Specialist Implications Officer(s	s) None			
Wards Affected: Acomb		All		
For further information please cont	tact the author of the report			

Annexes

Annex 1 – decision of the Executive Member for City Strategy (extract from decision list published 21/10/09)

Annex 2 – report to Decision Session held on 20/10/09

Background Papers

Agenda and minutes relating to the above Decision Session (published on the Council's website)

DECISION SESSION - EXECUTIVE MEMBER FOR CITY STRATEGY TUESDAY, 20 OCTOBER 2009

DECISIONS

Set out below is a summary of the decisions taken at the meeting of the Decision Session – Executive Member for City Strategy held on Tuesday, 20 October 2009. 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 **4pm** on the second working day after this meeting, which is **Thursday 22 October 2009**.

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

4. BECKFIELD LANE - EXTENSION OF CYCLE ROUTE

RESOLVED: That the Executive Member approves:

- (i) The amended scheme as shown in Annex E, of the report, for construction;
- (ii) The layout, and subsequent engineering works, being refined to permit the easy installation of a Toucan crossing near the Runswick Avenue shops on Beckfield Lane at a later date, should this prove necessary;
- (iii) Officers continuing to consider how safety improvements can be made for pedestrian and cyclists crossing Wetherby Road at its junction with Beckfield Lane and
- (iv) Officers being asked to ensure that any "shared use" areas of path being clearly delineated in line with emerging standards specification.

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.



Decision Session - Executive Member for City Strategy

20 October 2009

Report of the Director of City Strategy

BECKFIELD LANE - EXTENSION OF CYCLE ROUTE

Summary

 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 segregrated 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 years 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 onroad 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 lan 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

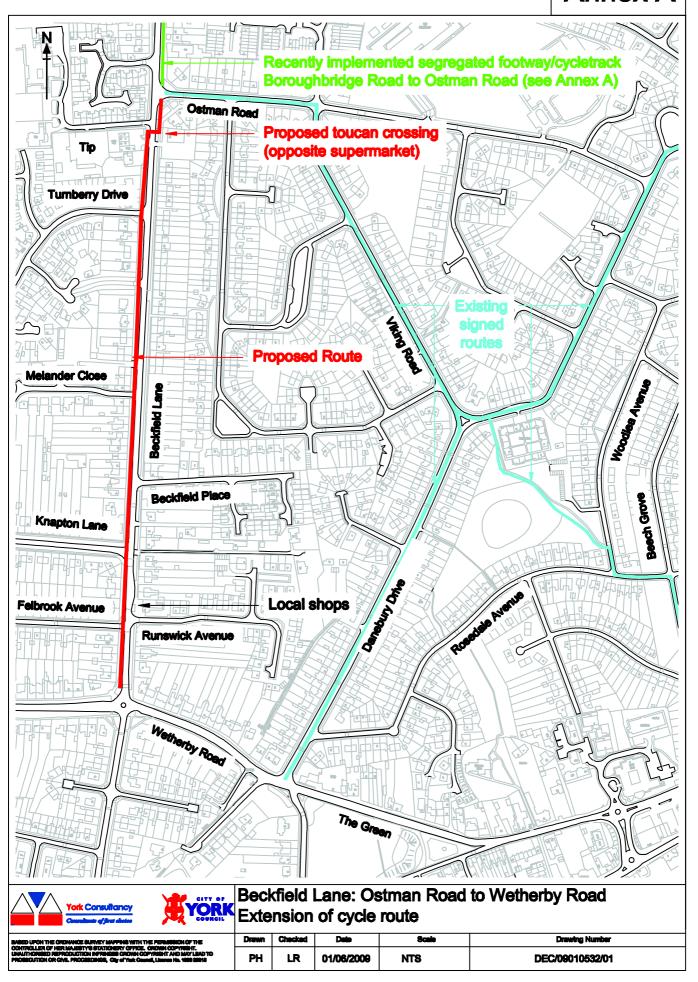
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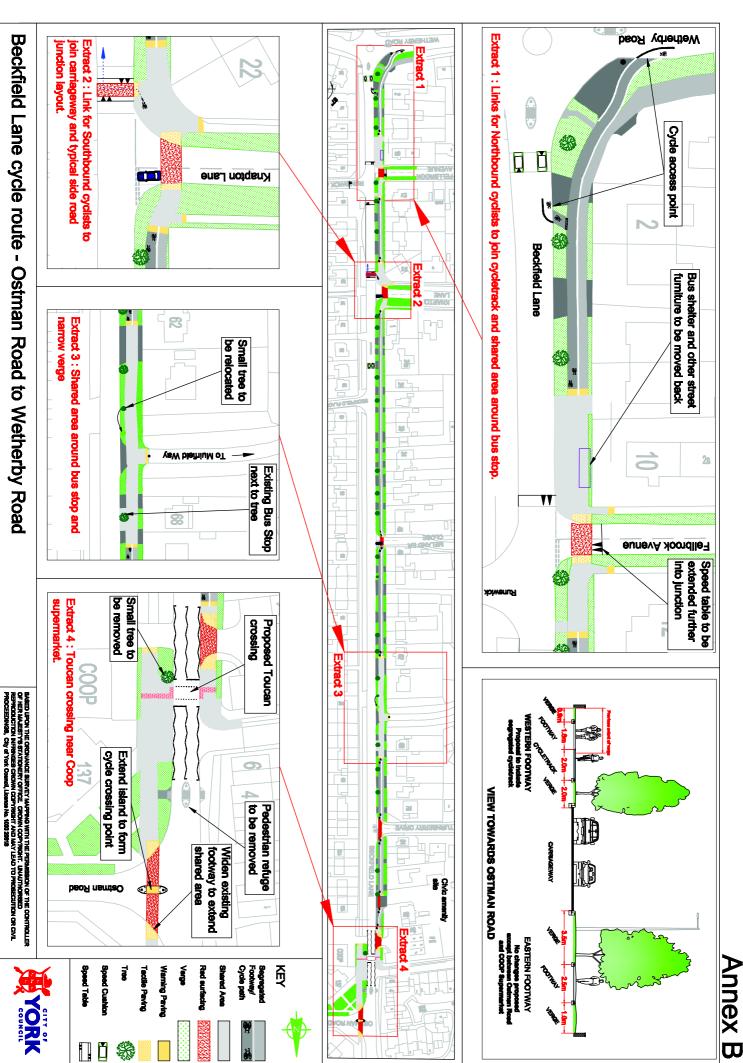
Author: Chief Officer Responsible for the report: Louise Robinson Damon Copperthwaite **Assistant Director** Engineer Transport and Safety (City Development & Transport) **Engineering Consultancy Report Approved** Date 2 October 2009 Tel: (01904) 553463 **Specialist Implications Officer(s)** There are 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.

Annex A





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)
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Annex D

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.

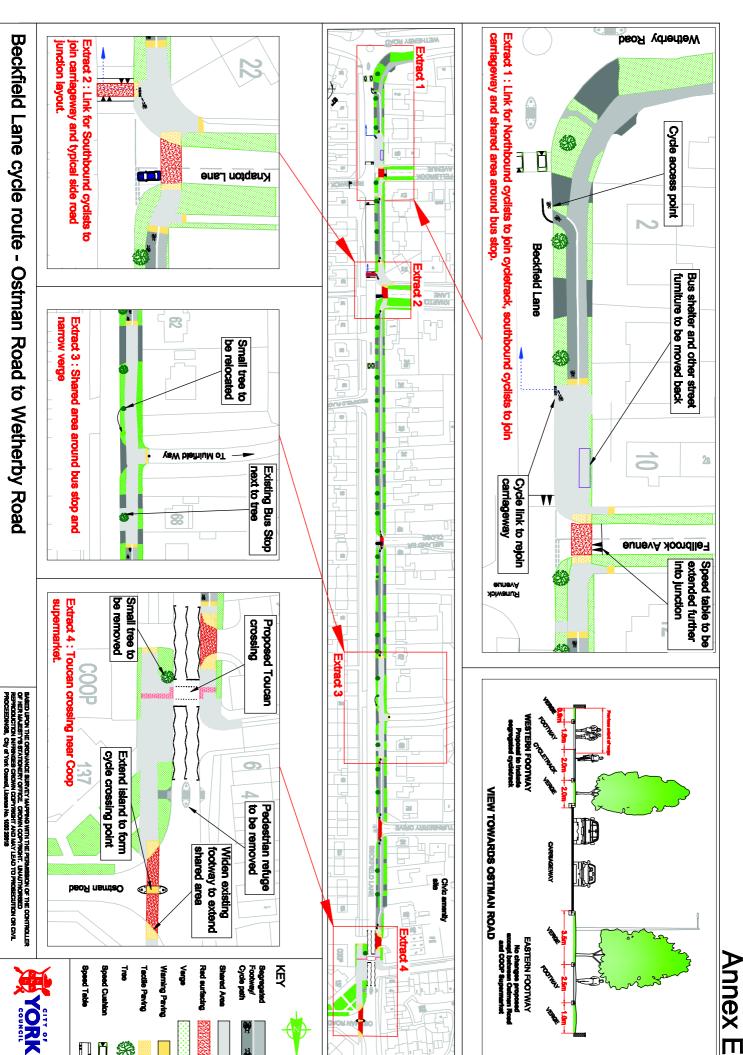
Officer response

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.





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
Cycl	ling 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?
Thar	nk you for your time in completing this survey. Please return it to us in the freepost envelope provided by Friday 11 th September, 2009.
belo Nam	u wish to be kept informed about progress on the proposals, please provide your details w. These will be treated in the strictest confidence. E-mail

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)	I would like to confirm my original support of the CYC proposal to Extend the Shared Path on Beckfield Lane. I also support the Amendments to the proposal to allow the process to continue without further delay. 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.
		Additional Traffic Survey Information (paragraphs 8 and 19)	A 12 hour traffic survey (7am to 7pm) was undertaken on Thursday 8 th October 2009 south of Knapton Lane. This survey recorded around 7300 vehicle movements, 300 cycle movements on-road and 100 on the footway. 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.

AGENDA	REPORT	RECEIVED FROM	COMMENTS
4	Beckfield Lane – Extension of Cycle Route (cont.) (page 17)		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. Additional Consultation Feedback
		Local residents	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: Wheelie bins and recycling boxes would present a
			hazard to pedestrians and cyclists where the verge is reduced. 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.
			I work shifts so the noise and disruption during the construction works would be unacceptable. Officer response Unfortunately, noise is unavoidable during construction works. Every step however, is taken to ensure any disruption is kept to a minimum.

AGENDA ITEM	REPORT	RECEIVED FROM	COMMENTS
4	Beckfield Lane – Extension of Cycle Route (cont.) (page 17)		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.
		Cllr A D'Agorne	Other Member Views Does not support the scheme, and believes the funding should be spent on more strategic areas of the network such as Fishergate gyratory. Local Schools
		Carr Infant School	Supports initiatives that encourage walking and cycling