



**Notice of meeting of
Water End Councillor Call For Action Task Group**

To: Councillors D'Agorne, Holvey, Hudson and Pierce
Date: Tuesday, 23 March 2010
Time: 5.30 pm
Venue: The Guildhall, York

AGENDA

1. Chair

To elect a Member to act as Chair of the meeting.

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 **5.00 pm on Monday 22 March 2010**. Members of the public can speak on specific agenda items or matters within the remit of the committee.

To register please contact the Democracy Officer for the meeting, on the details at the foot of this agenda.

**3. Water End Councillor Call For Action (CCfA) (Pages 3 - 54)
Progress Report and Further Information**

The purpose of this report is to present Members of the Task Group with information received to date for analysis, including a summary of the views received at a public event held on 18th February 2010.

It also provides information on Key Objective (iii) of the review remit, statistics in relation to cycle usage along Water End and information on questions arising from a public event held on 18th February 2010.

4. Urgent Business

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

Democracy Officer:

Name- Judith Cumming

Telephone – 01904 551078

E-mail- judith.cumming@york.gov.uk

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

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

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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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Water End Councillor Call for Action Task Group 23rd March 2010

Report of the Interim Head of Civic, Legal & Democratic Services

Water End Councillor Call for Action (CCfA) Progress Report & Further Information**Summary**

1. The purpose of this report is to present Members of the Task Group with information received to date for analysis, including a summary of the views received at a public event held on 18th February 2010.
2. It also provides information on Key Objective (iii) of the review remit, statistics in relation to cycle usage along Water End and information on questions arising from a public event held on 18th February 2010.

Background

3. At a meeting of the Economic & City Development Overview & Scrutiny Committee held on 12th August 2009 Members were asked to consider a CCfA submitted by Councillors Scott, King and Douglas in relation to traffic issues at the junction of Water Lane and Clifton Green, Westminster Road, The Avenue and Clifton Green.
4. In coming to a decision to review this topic, the Economic & City Development Overview & Scrutiny Committee recognised certain key objectives and the following remit was agreed.

Aim

5. To determine the best solution for the problems local residents are experiencing and to look at what lessons can be learnt in order to inform the implementation of similar schemes within the city.

Key Objectives

- i. To establish whether local concerns still exist in the light of the Executive Member's decision
- ii. To explore whether further improvements can be made to address the current traffic issues
- iii. From experience to date, identify those measures or actions that can be taken to assist in the smooth implementation of similar schemes in the city

- iv. To understand the context of the Land Compensation Act 1973 in relation to this CCfA
- 6. A scoping report was presented to the Economic & City Development Overview & Scrutiny Committee on 8th December 2009, which further expanded the information to be received under the key objectives of the remit.

Consultation

- 7. To date consultation has taken place with the relevant technical officers within the Council. A public event has also been held.

Information Received to date

- 8. A list of documents received so far is attached at Annex A to this report.
- 9. Information received to date, on each of the Key Objectives is attached at Annexes B, B1, B2, B3 and B4 to this report.

New Information for Consideration

- 10. A summary of the views expressed at the public event is attached at Annexes C and C1 to this report. Officer responses to questions raised at that meeting are attached at Annex C2 and C3 to this report.
- 11. Members also requested the following information on key objective (iii) of the remit.

Information on the consultation process used for highway schemes.

- 12. Annex D to this report sets out information on consultation processes for highway schemes. It also summarises the consultation exercise undertaken for the Water End/Clifton Green Cycle Scheme, and for comparison a similar summary for the A19 Fulford Multi-Modal Corridor Improvement Scheme.

Trial Highway Schemes

- 13. A briefing note on trial highway schemes is attached at Annex E to this report.

Options

- 14. There are no specific options for Members to consider however, they are requested to receive and analyse the information contained within the annexes to this report.

Analysis

- 15. Members of the Task Group are requested to undertake a full analysis of the information received. All of the information contained within this report and its annexes will form part of the final report along with any analysis that the Task Group undertakes.

Next Steps

16. A further meeting is scheduled to take place on 14th April 2010 where the Task Group will consider information on:
 - The impact of displacing the current through traffic (rat-run traffic) onto the main road network
 - A comparison of the junction capacity/average delay with or without the 5 car length left turn lane on Water End with the additional traffic on the main network
17. The Task Group will also consider a draft final report and prepare their recommendations arising from the review based on all the evidence received. These will be presented to the Economic & City Development Overview & Scrutiny Committee at a meeting on 17th May 2010.

Corporate Priorities

18. Although this topic does not directly fall in line with any of the themes in the Corporate Strategy 2009/2012, the Economic & City Development Overview & Scrutiny Committee still has an obligation to address the issues raised within the formally registered CCfA. They have done this by forming a Task Group to investigate the issues. The Task Group reports directly to the Economic & City Development Overview & Scrutiny Committee with their findings.

Implications

19. **Financial** – There is a small amount of funding available within the scrutiny budget to carry out reviews. There are no other financial implications associated with the recommendations in this report however implications may arise as the review progresses.
20. **Human Resources** – There are no known Human Resources implications associated with the recommendations in this report.
21. **Legal** – There are no known legal implications associated with the recommendations within this report however the remit for this review requests that information be provided on the Land Compensation Act 1973. It may be that legal implications arise as the review progresses.
22. There are no known equalities, property, crime & disorder or other implications associated with the recommendations in this report however; implications may arise as the review progresses.

Risk Management

23. In compliance with the Council's risk management strategy there are no risks associated with the recommendations in this report however; risks may become apparent as the review progresses.

Recommendations

24. Members of the Committee are asked to:

Consider & analyse the information received to date, which is presented in the annexes attached to this report, with a review to preparing a draft final report for the meeting scheduled for 14th April 2010.

Reason: In order to progress this review

Contact Details

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Services
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Report Approved



Date 10 March 2010

Specialist Implications Officer(s) None

Wards Affected: Clifton Ward

All



For further information please contact the author of the report

Background Papers:

All documentation received to date is listed at Annex A to this report

Annexes

Annex A	Documentation received to date
Annex B	Information received to date
Annex B1	Evaluation of path conversion
Annex B2	John Berrill Almshouse footpath
Annex B3	Costings discussion paper
Annex B4	Briefing Note on the Land Compensation Act 1973
Annex C	Water End Scrutiny Task Group Public Consultation
Annex C1	Letter from informal traffic group
Annex C2	Responses to questions raised at the public event
Annex C3	Cycle data
Annex D	Consultation Process Briefing Note
Annex E	Trial highway scheme

List of Documents received to date

Date of Document	Document	Notes
17 th March 2008	Report to the Executive Member for City Strategy & Advisory Panel on the Proposed 2008/09 City Strategy Capital Programme	Received for background information
8 th September 2008	Report to the Executive Member for City Strategy & Advisory Panel on York Cycling City	Received for background information
20 th October 2008	Report to the Executive Member for City Strategy & Advisory Panel on Water End – Proposed Improvements for Cyclists	Received for background information
June/July 2009	Topic Registration Form	Original Topic Registration Form submitted by the Clifton Ward Councillors
12 th August 2009	Feasibility Report	Detailing background to the CCfA
29 th September 2009	Interim Report & General Update	Detailing work undertaken to date & comments to the Executive Member for City Strategy on a report presented to him on 1 st September 2009 & his subsequent decision
8 th December 2009	Interim Report of the Water End Task Group	Detailing the scope of the review and the observations from the site visit undertaken on 18 th November 2009
14 th December 2009	E-mail	Information on York's cycling infrastructure in particular the Orbital Cycle Route, the rationale of the scheme and how the works in the Water Lane area fit with this
15 th December 2009	Plans of the Orbital Cycle Route	
15 th December 2009	Clifton Bridge & Water End Cycle Works	Costings

Date of Document	Document	Notes
15 th December 2009	Traffic Flow Chart	Flow change 6th May 2008 to 5 th November 2009
26 th January 2010	Interim Report of the Water End Task Group	Information received to date & Task Group comments to the Executive Member for City Strategy on a report presented to him on 5 th January 2010
26 th January 2010	Briefing Note	Footpath alongside the John Burrill Almshouses and Barleyfields: suggested conversion to shared use for cyclists and pedestrians
26 th January 2010	Briefing Note	Land Compensation Act 1973
18 th February 2010	Written Representations	Various – received at the Public Event held on 18 th February 2010

Information Received to Date

Key Objective (i)

To establish whether local concerns still exist in the light of the Executive Member's Decision¹

Executive Member for City Strategy Decision Making Meetings

1. At a meeting of full Council on 9th July 2009 residents of the area presented two petitions regarding traffic issues in the Water Lane area of the City.
2. A report was subsequently prepared in response to these petitions and presented to the Executive Member for City Strategy on 1st September 2009 for decision. The report detailed the results of initial survey information and options in response to the two petitions received regarding the change in traffic conditions due to works carried out on Water End earlier in 2009. The Task Group prepared comments on this report, which were also presented to the Executive Member for City Strategy for consideration.
3. As part of their commentary the Task Group recognised the difficulties being faced by the residents of the area. They acknowledged that the introduction of the Water End Cycle Scheme, the burst water main and the removal of the speed cushions along Westminster Road had had a significant impact on traffic issues in the area. They did however, acknowledge, that this series of events was an abnormal combination and would not usually have happened.
4. The Task Group also acknowledged that no speeding problems had been reported and once the speed cushions along Westminster Road had been reinstated then the speeds would fit with the criteria for a 20mph zone.
5. They then made the following comments on the options set out in the report to the Executive Member for City Strategy dated 1st September 2009:
 - There was already some through traffic in the area prior to the changes being made
 - It would be hard to judge whether this would change when the speed cushions in Westminster Road were reinstated
 - The Task Group supported that a survey be started by the end of September 2009 to allow for the return to school and the report be completed by October 2009 (on the understanding that the speed cushions would be replaced by the end of August 2009)

¹ This refers to reports that went to the Executive Member for City Strategy on 1st September 2009 & 5th January 2010

- They supported the introduction of a 20mph speed limit and a review of the St Peter's School Travel Plan
 - The Task Group did not believe that the introduction of an access only order or banned turning manoeuvres would be an effective deterrent. Both of these options would be difficult to enforce and could be more disadvantageous to local residents than to occasional users of the route
 - The introduction of a one-way route could be disadvantageous to residents, particularly in terms of speed
 - The Task Group accepted that point closure was a possible solution but it would need very careful exploration due to the knock on effect it may have on other streets in the area, access for emergency services and increase in pressure on other highways
 - The Task Group suggested that the installation of chicanes be explored
6. On consideration of the report and its associated annexes the Executive Member for City Strategy agreed that:
- Further surveys should be undertaken once the road humps on Westminster Road had been replaced and the outcome of these surveys should be reported to a future decision session.
 - To progress the introduction of a 20mph speed limit and undertake a review of St Peter's School Travel Plan.
 - Point closure along The Avenue or Westminster Road be given further consideration as part of reporting of the above 2 points.
 - That the option of introducing build outs or chicane as a method of controlling traffic speed and volumes be evaluated and reported back
7. The three Clifton Ward Councillors subsequently called this decision in for the following reasons:
- 'That the Executive Member misdirected himself in:
- Failing to follow the representations of local Councillors
 - Failing to follow the representations of the residents of Westminster Road
 - Failure to opt for a point closure
8. The decision of the Executive Member for City Strategy was then referred to the Scrutiny Management Committee (SMC) for consideration at a meeting on 14th September 2009. SMC referred the matter back to the Executive (Calling in) for reconsideration with a recommendation that further consultation be carried out with residents with the aim of reporting the results to the Executive Member for City Strategy on 1st December 2009, or at the same time as the results of the further surveys.

9. At the Executive (Calling in) meeting held on 15th September 2009 the Executive agreed to accept the recommendations of SMC.
10. A further report was presented to the Executive Member for City Strategy at a decision session on 5th January 2010 which detailed the key results of vehicle surveys and a questionnaire carried out in relation to the through traffic in the Westminster Road area following the introduction of the Water End Cycle Scheme.
11. On consideration of this report the Executive Member for City Strategy agreed to implement a 20mph zone for the area. He noted the outcome of the traffic surveys and decided to take no further action in terms of a point closure. However he did agree that the results of the survey be considered as part of any future evaluation of the Water End Cycle Scheme.
12. He also requested that the Police monitor the junctions in this area with a view to addressing any examples they may find of inappropriate driver behaviour.
13. The decision of the Executive Member was subsequently called in by Councillors Scott, Douglas and King for the following reasons:

“That the Executive Member misdirected himself by: -

 - Failing to listen to the representations of residents;
 - Failing to listen to the representations of Ward Councillors;
 - Failing to recognise and correct the deficiencies in the consultation process;
 - Failing to act so as to alleviate the increased traffic volumes and flow on Westminster Road and The Avenue;
 - Failing to comply with the council's own highway design guide; and
 - Failing to honour his commitment on the issue given at an EMAP meeting in 2009.”
14. On consideration of the call in Scrutiny Management Committee upheld the decision of the Executive Member for City Strategy.

Key Objective (ii)

To explore whether further improvements can be made to address the current traffic issues

Site Visit

1. On 18th November 2009 at 5.30pm the Water End Task Group observed the traffic flow at the junction of Water End, Clifton and Bootham. They also spent some time observing traffic at the junction of Water End and Westminster Road.
2. The Assistant Director (City Development & Transport) gave a guided tour and explanation of the improvement works. He explained that whilst queues back along the bridge were longer the actual delay was shorter because of the recently changed traffic light sequencing. Considerable traffic flow data had been obtained (including CCTV) which demonstrated the greater efficiency of the new junction arrangements and increased bicycle flows. He explained that vehicular traffic had not been excluded from the space occupied by the previous left turn into Shipton Road as the cycle lane was marked by a pecked line from which traffic was not excluded.

Information received at a meeting on 15th December 2009

3. At a meeting on 15th December 2009 the Task Group considered the following information:

Report to the Executive Member for City Strategy & Advisory Panel on 20th October 2008 (Water End – proposed improvements for cyclists)

4. The report dated 20th October 2008 presented Members of the Task Group with information regarding the results of consultation on proposals to introduce cycle facilities on Water End from the Clifton Green traffic signals to the junction with Salisbury Road. Over a period of time ideas regarding improvements for cyclists in this area had gained momentum and the report of 20th October 2008 highlighted all that had been done to that date.
5. Discussions around this report highlighted the following:
 - There were still 3 more sections needed to complete the 'orbital route'

Technical reports/modelling data [including looking at 'before' & 'after' traffic survey data and any forecasts made to substantiate the case for the improved junction proposals]

6. Officers confirmed that the works in this area commenced on 19th January 2009 and were substantially completed by 31st March 2009, and

completely finished towards the end of April 2009. The cyclist traffic signal opposite the junction with Salisbury Road was reinstated in June 2009.

7. Discussions ensued around the above subheading and the details of these are set out below:
 - The junction at Water End/Clifton Green had been modelled both with and without a filter lane.
 - Modelled using the SATURN (Simulation and Assignment of Traffic to Urban Road Networks) transport model, which shows how the traffic would load onto the network. This predicted the diversion of some traffic onto the outer and inner ring roads.
 - Modelling did not indicate that any displacement would be to Westminster Road and/or The Avenue. Modelling was undertaken on a much larger scale and smaller roads such as these would not be part of the model.
 - Queues and delays under differing circumstances were compared to show how traffic might impact on Water End.
 - When the filter lane was in place between 5 and 7 vehicles could stand before the traffic had to go to single file.
 - The traffic lights are biased towards traffic along the 'Park & Ride' route although changes were made in April 2009 and more traffic light 'green time' was given to traffic turning out of Water End (the time mainly came off the 'green time' at Water Lane to try and reduce the queues at Water End).
 - Currently analysing 'post scheme traffic data' (including pedestrian and cyclist usage) & indications are that less traffic is using Water End. There is an Automatic Traffic Counter (ATC) in the area but the results from this are inconclusive.
 - There are natural variations in the traffic – route choices and the times people choose to travel vary daily.
 - Knock on effects from traffic displacement.
 - Need to wait before see trends developing.
 - Queue lengths were difficult to measure - a 'before & after' queue length survey had not been undertaken.
 - Queue lengths could be longer but delays shorter due to the green light phasing.
 - New traffic counter can count on and off carriage cycle usage.
 - The use of a pecked line to mark the edge of the cycle lane rather than a solid lane (a pecked line allows motorists to cross it).
 - The original ATC was damaged during the works to the carriageway (the ATC on the North East Loop stopped recording from 10th March 2009 until 25th August 2009) A new ATC was installed on 27th August 2009, this also counts cycle movements.

York's cycling infrastructure, in particular the Orbital Cycle Route, the rationale of the scheme & how the works in the Water Lane area fit with this

8. Members of the Task Group considered an e-mail from an officer in Transport Planning (Strategy), the content of which is set out below:

'York had been striving to build a cohesive cycle route network for several decades and adopted a proposed network of routes following the publication of its first Cycling Strategy in the late 1980's. Following a Local Government reorganisation in 1996 the proposed network was expanded to cover the new areas, which had passed to York from surrounding authorities. This adopted network tended to focus on the city centre and many of the proposed routes radiated outwards from it. Consultation exercises undertaken as part of a previous scrutinisation of cycling and from a city-wide questionnaire have both tended to indicate that many cyclists and non-cyclists see the main radial routes as a barrier to cycling in the city and also highlight the inner and outer ring roads as dangerous.

As part of the preparatory work for the Cycle Town Bid an orbital route was proposed which would run between the inner and outer ring roads and would cater for trips around the city centre whilst avoiding the radial routes except where the route crossed them. This proposed route would be suitable for all types of cyclist and utilised existing infrastructure wherever possible. The main aim of the route was to link (either directly or indirectly) as many cycle trip generators and attractors as possible. Examples of these attractors and generators include large employment sites (Nestle, York Hospital, Clifton Moor, Foss Islands Retail Park, University of York, Hospital Fields Road and the former Terry's site.) The route also links to several schools, leisure facilities, both universities and recreation areas.

Wherever possible the route uses off-road paths but where this isn't possible it uses quiet or traffic-calmed streets. Improved crossing facilities will be provided where the route crosses the main radial routes into the city centre. The vast majority of residents won't use the whole route but will find it a useful means to reach many of their destinations by hopping onto and then off the route as it suits them.

One of the key links in the orbital route was the section constructed along Water End between the Salisbury Road and Clifton Green junctions. This particular link had the potential to provide a visible link for cyclists between the large residential areas on the west side of York with the large employment sites over the other side of the River Ouse and would give users an alternative to the less attractive route around the outer ring road.

The Crichton Avenue section of the orbital route is currently under construction and feasibility work is also currently underway on the other three missing sections between Clifton Green and Crichton Avenue,

James Street/Hallfield Road and Walmgate Stray and finally Hob Moor to Water End/Boroughbridge Road. The intention is to finish the feasibility work on these links by the end of the 2009/10 financial year with a review to them being built during the 2010/11 financial year.'

9. Members discussed the following in relation to the Orbital Cycle Route:
- Whether the Orbital Cycle Route was too far out and whether it should be nearer the centre of town.
 - Whether the Orbital Cycle Route deflected people too far from their destination and was therefore an indirect route which took too long to traverse.
 - The fact that the current Orbital Cycle Route identified some of the quieter routes but there was a huge array of cycle networks & links within this circle.
 - The difficulties in crossing the river/lack of river crossings.
 - Safety issues on some of the off road cycleways.
 - The need to facilitate across town cycle movement.
 - The network was designed to be 'hop on and hop off'.
 - The fact that the Orbital is part of the Cycle City Strategy and is funded through this.
 - What the penalties are if City of York Council fails to achieve an orbital route:
 - There would be a penalty if the Local Authority didn't deliver what they had agreed as part of the Cycling City bid. This could mean withdrawal of funding.
10. The following further information was received from officers via e-mail after the meeting:

'As part of York's Cycling City bid, the creation of an "orbital" cycle route was proposed to provide better links to many destinations including schools, leisure facilities, employment sites, shops and healthcare sites. The aim is to connect as many of these as possible to the main residential areas using a combination of off-road paths, signed routes via quiet less-trafficked streets and some on-road cycle lanes where other alternatives aren't possible. The route will also provide improved crossing facilities across many of the main radial routes into the city, which it crosses.'

Some sections of the route have been in place for a long time already, such as the University to Hob Moor route which crosses the Millennium Bridge to the south of the city centre, and the Foss Islands Path between Nestle and James Street to the north of the city centre. More recent additions are the improved facilities along Water End and the facilities currently under construction along Crichton Avenue. A further three sections are proposed for possible construction in 2010/11, which will substantially complete the Orbital Route. These are:

- Clifton Green to Crichton Avenue

- Water End to Hob Moor
 - James Street to Heslington Road
11. The next step is to take a report to the City Strategy Decision Session on 5th of February, to seek in principle support, with a view to funding being allocated in the 2010/11 Capital Programme. If this is successful, public consultation on more detailed proposals would take place in the spring of 2010.
12. On discussion of these e-mails the Task Group raised the following further points:
- The Sustrans route from the Hospital to James Street is unsuitable for 24 hour use because, despite the street lighting, it is largely in a cutting or 'not over-looked' and does not provide a route, which most cyclists regard as safe.
 - Whether it would be possible to use linear programming to devise an optimal route.
 - Ways of enhancing all routes that may be attractive to cyclists.
 - When this scheme was originally discussed it was asked why there couldn't be a contra flow cycle lane along the one way road beside the Green. Various reasons were given as to why cyclists had to be routed via the junction rather than provide for this route, which cyclists wishing to go via Bootham might see as logically most convenient.
 - The orbital route is policy and monies have already been invested in it and we need to build on the strategy we already have.
13. Officers provided the following additional comments:
- The route has already been decided and there has been significant amounts of money spent on this.
 - Looking at a new route now would be very costly.
 - In trying to cater for most needs especially the target audience of this programme (lapsed cycle users) off road is more preferable.
14. In addition to this a Councillor Scott and a resident of Westminster Road suggested using a nearby pathway alongside the John Berrill Almhouse as an alternative route for cyclists and wondered whether this had been considered to be a viable cycle route. Details of the Officer response can be found at annexes B1 and B2 of this report.

Breakdown of the cost of the works at Water End/Clifton Green to date

15. Members received information on the cost of the programme of works at the Water End/Clifton Green junction. A discussion document was circulated (Annex B3 to this report refers) comparing the original funding allocation and the forecast out-turn costs. Discussions regarding these figures ensued and the following points were made:

- The final cost of the scheme was £540k but the original budget had been £300k; this was because it was decided to upgrade the traffic lights at the same time.
- Originally there was going to be a cycle lane on both sides of Water End but these proposals were revised.
- £85k was saved on works to the bridge which was subsequently made available for cycling facilities.
- Opportunities to manage and deliver all within that years budget (the upgrade to the traffic lights was not originally forecast for the same financial year).
- What schemes were pushed back to allow this to happen (the Task Group were referred to the Capital Monitoring Reports for the 2008/09 financial year).

Viability & the cost of restoring the road to its original layout

16. The cost of restoring the road to its original layout would be in the region of £6000 (rough estimate). This would allow some of the filter lane to be put back. Full restoration of the original layout on the approach to this junction may well be in the region of £30k.
17. Officers would not recommend restoring the road to its original layout, as there could be repercussions from Cycling England who may reconsider their funding arrangements. Also this was the area where the water main was fractured and there would be reluctance to work above this area again.

Key Objective (iv)

To understand the context of the Land Compensation Act 1973 in relation to this CCfA

1. At their meeting on 26th January 2010 Members received information on the Land Compensation Act 1973. The briefing note explaining this is attached at Annex B4 to this report.
2. A Council Legal Officer was in attendance at the meeting and confirmed that public works and increases in traffic flows on side roads would not give rise to a claim for compensation. He also confirmed that he was unaware of any successful claims that had been agreed by the authority.

Residents' Views

1. Members of the public have spoken at various public meetings since the works have taken place at Water End and a summary of their views is set out below:
2. On 12th August 2009, when the feasibility study was considered, a resident, who was a member of an informal traffic group, was concerned about the disruptive influence that traffic had been causing on Westminster Road. He suggested that the disruption had been caused by two situations. Firstly, the new cycle facilities at Water End and its effect on traffic management. Secondly the removal of speed cushion humps from Westminster Road due to construction work at St Peter's School. He added that residents had been upset by the dust, noise and vibration of additional traffic that had been using the roads in question and that they had signed a petition for closed bollards to be constructed on Westminster Road to solve the traffic problems. This petition was presented at the Full Council meeting on 9th July 2009.
3. On 1st September 2009 representations were made to the Executive Member for City Strategy at his decision session. A resident spoke in support of a point closure on Westminster Road, as they did not feel that speed cushions or road signage would have any affect on through traffic in the area.
4. Another resident referred to the increased volume and speed of through traffic on every day of the week. He pointed out that residents felt that point closure was the only lasting method of resolving the traffic problems being experienced. He stated that the recently replaced road humps were less robust then those that had previously existed.
5. At a meeting of the Task Group on 15th December 2010 a resident of Westminster Road said that the scheme had led to an increase in through traffic on Westminster Road and The Avenue. He felt that the modelling used for the scheme was at fault, as it did not look at the effect the scheme would have on the nearby residential areas. He said that more traffic was coming down Westminster Road and The Avenue and traffic was increased by 97%. He thought that the solution to the problem was to install bollards (exact location to be determined), which would create a point closure and effectively stop the through traffic.
6. The same resident did not feel that the cycle route was used as much as it should be and mentioned a nearby pathway that could be used by cyclists if the overgrowth were cleared from the area. When asked whether the reinstatement of the road humps had lessened the traffic he responded it was not speed that was an issue but the quantity of traffic using the residential roads.

7. On 5th January 2010 representations were made to the Executive Member for City Strategy at his decision session. A local resident spoke in support of point closure of Westminster Road and referred to the detrimental impact of through traffic on the residential road since the nearly cycle scheme had been implemented. He confirmed that these issues had been raised with local Councillors, the Ward Committee and Officers. He stated that the increase in traffic was affecting residents' well being and quality of life as the road was being used as a 'rat run' and that the only effective solution would be point closure.
8. A further representation was received from a resident of Westminster Road who confirmed that he had spoken to the Task Group and that residents were looking for a lasting solution to the traffic problems in the area. He stated that residents had seen a 97% increase in through traffic since the changes at Water End which had resulted in deterioration in their environment.
9. At a meeting of Economic & City Development Overview & Scrutiny Committee on 26th January 2010 a local resident explained that she was increasingly finding it difficult to manoeuvre out of her driveway owing to the increase in the volume of traffic. She also raised concerns on the grounds of safety, particularly in relation to the left turn into the Avenue. She requested the closure of Westminster Road.
10. Another resident spoke at this meeting on behalf of himself and his neighbours. He was a long term resident of the area and a frequent pedestrian in the vicinity of Water End. He referred to the increase in the volume of traffic, which made the area unsafe for local children. He confirmed that traffic had increased since the changes to the Water End junction. He felt that the only solution was to block the road to prevent through traffic and suggested that the area should be made more attractive for pedestrians.

Footpath Alongside the John Burrill Almshouses and Barleyfields: Suggested Conversion to Shared Use for Cyclists and Pedestrians

A suggestion was received from a local resident in response to our public consultation on the Water End proposals in September 2008. Below is an extract from the response to the resident's letter:

I note your specific suggestion about cyclists using the footpath that runs alongside the John Burrill Homes and Barleyfields. Although I appreciate that your suggestion is made with the benefit of cyclists in mind, I consider that this may not be suitable for a number of reasons outlined below:

- The middle part of this existing pedestrian footpath is too narrow for pedestrians and cycles to share. It could not be widened without land purchase on one side or the other;
- In using this route, those wishing to continue their journey on Rawcliffe Lane would have to turn right, across the A19 at a point very close to the traffic signals;
- For those travelling northbound on the A19, the existing riverside route would be a much more attractive and practical route to use;
- The actual benefit to cyclists appears to be minimal, given that the proposed scheme safely guides cyclists to the Clifton Green signals, and that after making the left turn, there is just a relatively short section of the A19 leading to the Rawcliffe Lane signals. In my experience when riding this route, the vast majority of motorists tend to follow behind cyclists on this section of road, as there is not enough room for them to pass, which also gives cyclists the opportunity to move into the right turn lane approaching the signals before turning into Rawcliffe Lane;
- A relatively narrow route that mixes pedestrians and cyclists (which is also overgrown and not particularly well lit) is not likely to be considered as an attractive route to the vast majority of cyclists, and is therefore not likely to be well used. This tends to be confirmed by the fact that it is not well used at the moment by cyclists.

In addition, the resident's comments together with an Officer response was included for consideration by Members at the EMAP meeting on 20th October 2008. Below is the extract from that EMAP report:

Comment 11: The existing path adjacent to the John Burrill Homes could be converted for use as a cut-through for cyclists between Water End and Shipton Road, thereby avoiding the Clifton Green junction.

Officer response

Currently, this pedestrian path is extremely overgrown, which suggests that it is not well used. There is no lighting provision along its length, and there is a particularly narrow section in the middle, which is not suited to shared use. Officers are not convinced about the benefits of such a conversion, and consider that the likely cost of upgrading this path to the required standards would not represent good value for money.

A survey of cyclists' turning movements from Water End at the Clifton Green junction was conducted in the am peak hour on 20th October 2008. The survey counted left and right turning cyclists, including those that used the slip road in the wrong direction, and those who used the footway to turn left. Of the 81 cyclists counted, 23 turned left (28.4%), 53 turned right (65.4%) and 5 used the slip road (6.2%). From this survey, it is clear that less than one third of cyclists riding east along Water End would benefit from the existing path

being converted to shared use alongside the John Burrill Almshouses and Barleyfields. This would be fine for those wishing to continue their journey northbound on the A19, although it is considered that cyclists would be more likely to ride along the riverside if heading north. However, for those cyclists wishing to head up Rawcliffe Lane, the path would bring them out at a point approximately 20 metres north of the traffic signalised junction of Shipton Road and Rawcliffe Lane. This means that they would need to perform a potentially awkward right turn onto the A19 before turning left at the signals, or ride south along the footpath to reach the pedestrian crossing stages of the signals. If converting the path to shared use, it would make sense to also convert the footway link along Shipton Road to the traffic signals, and also convert the pedestrian crossing stages into Toucan facilities. Therefore, Officers concluded that the suggestion did not appear to represent good value for money, given the disproportionate amounts that would be incurred to implement the required changes, against the likelihood that only a few cyclists would benefit from such a scheme.

N.B. Photographs of the existing path alongside the John Burrill Almshouses and Barleyfields are shown on the following pages. There is also an aerial photograph and plan showing the entire length of the existing path between Water End and Shipton Road:



Photo 1
Water End entrance to driveway



Photo 2
Corner of driveway / start of path



Photo 3
Varying widths / overgrown vegetation



Photo 4
Narrow and overgrown section

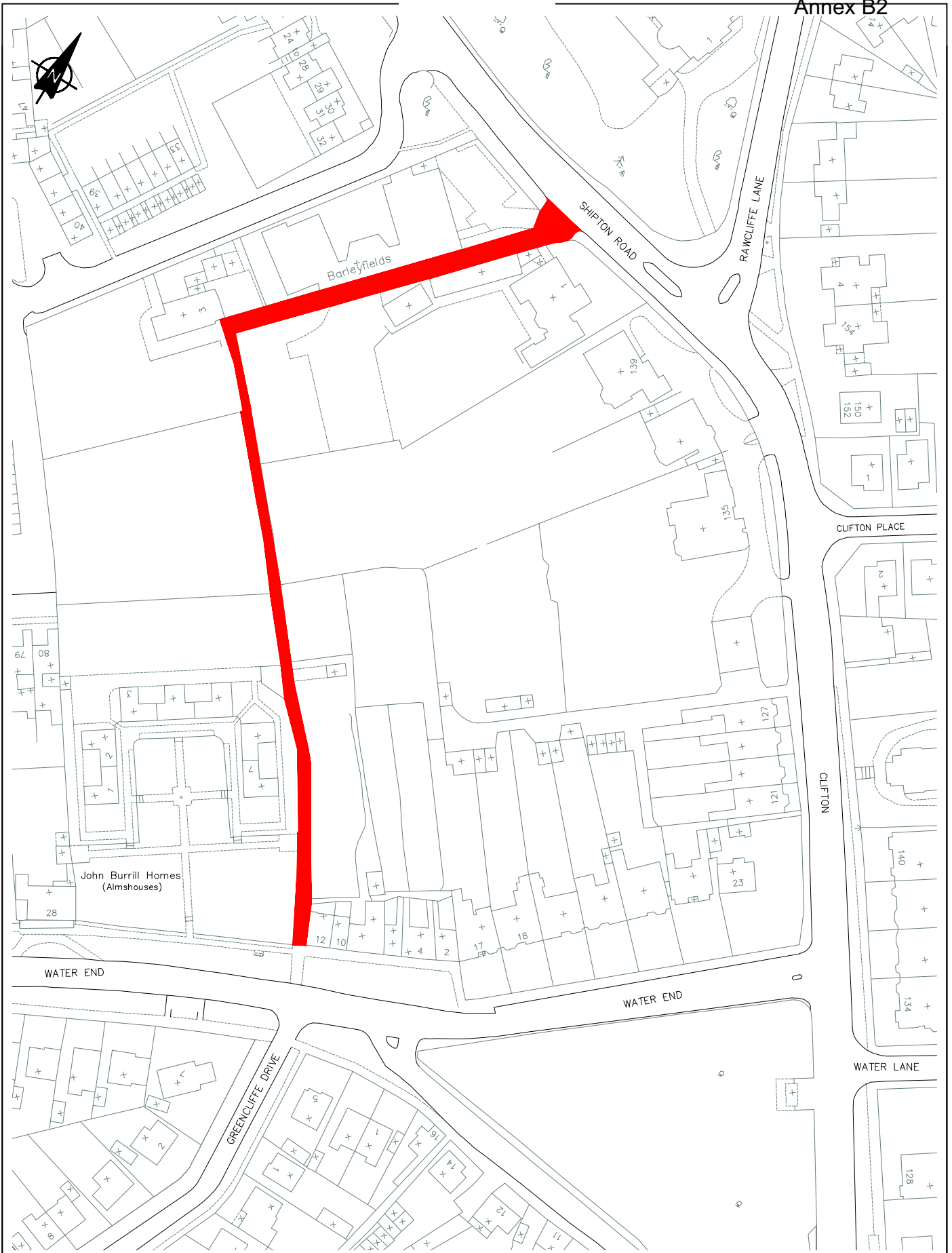


Photo 5
End of unsurfaced path / cycle barrier



Photo 6
Final section: driveway to Shipton Road

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Suggested Conversion of Path to Shared Use Water End to Shipton Road

BASED UPON THE ORDNANCE SURVEY MAPPING WITH THE PERMISSION OF THE CONTROLLER OF HER MAJESTY'S STATIONERY OFFICE. CROWN COPYRIGHT. UNAUTHORISED REPRODUCTION INFRINGES CROWN COPYRIGHT AND MAY LEAD TO PROSECUTION OR CIVIL PROCEEDINGS. City of York Council, License No. 100 2898

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Clifton Bridge and Water End Cycle WorksComparison of original funding allocation and forecast out-turn costs

Original Scheme Allocation – Sept 2008

Bridgeworks	£500k
Cycleworks	£300k (LTP £200k + Cycle City £100k)
Total	£800k

Forecast Out-turn Costs - March 2009

Bridgeworks	£415k (Note savings of £85k transferred to structural maintenance before cycle works commenced)
Cycleworks	£532k
Total	£947k

The following items were not foreseen at the time of allocation

- As a result of consultation and requests from residents and network management some work was reassigned to evening and night working to minimise disruption to traffic £10.5k
- Additional street lighting costs due to NEDL work outside of our control £7.5k
- To maximise the benefits of the new traffic signals and improve flow along Water End extensive ducting was required £32k
- When parts of the existing road have been uncovered there were areas of poor structure that had to be replaced £49k
- Statutory requirements under the Construction Design and Management regulations was introduced £10k
- Changes were requested by local residents to the new traffic signals at the Salisbury Road/Water End junction £6k
- The tenders for the civils work were between £305k and £514k compared to an estimate of £220k. The significant increase was as a result of the complexity of the of the scheme and the restraints placed upon the contractor working within a confined and traffic sensitive location. £85k
- As a result of the imperative to complete the design and construction before the year end additional detailing were needed post tender and accompanying site instructions issued. Under other circumstances these issues would have been resolved pre tender. £19.5k

Total £219.5k

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Land Compensation Act 1973, Part 1

Part 1 of the Land Compensation Act 1973 (the Act) provides a right to certain homeowners to claim compensation where they suffer as a result of the use of works undertaken for the benefit of the community. This note contains a summary of the law. It is not intended to be a full and complete statement of it.

What are public works?

Public works comprise any highway. Part 1 of the Act is mainly concerned with new works coming into use for the first time. The compensation provisions do apply, however, where existing public works are altered.

The carriageway of a highway is altered where:

the location, level (otherwise than by re-surfacing) or width of an existing carriageway is altered

or

an additional carriageway is provided for a highway beside, above or below an existing carriageway.

What is the compensation for?

Compensation is payable for depreciation in property value by the use of public works.

For claims to be valid, claimants have to be able to demonstrate that the value of their property has been depreciated by more than £50 by one or more physical factors caused by use of the altered highway.

The physical factors that can affect property value under the Act are. noise; vibration; smell; fumes; smoke; artificial lighting; and discharge of solid or liquid substance onto the land. These are the only factors to be taken into account.

The physical factors giving rise to the reduction in property value i.e. noise, fumes etc, must be caused by the use of the altered carriageway and the source of those factors must be situated on the altered length of the carriageway. Thus, the noise, fumes etc must have their source in the vehicles situated on that length of the altered carriageway.

It follows that depreciation caused by increase in traffic flows which is due indirectly to the works, e.g. on side roads not the subject of the works, will not give rise to any claim for compensation.

Compensation is not payable in respect of increased traffic alone.

When can a claim be made?

The first day on which compensation can be claimed is the day one year after the altered highway was first open to public traffic after completion of the alteration. This date is known as the “first claim day”.

In accordance with the Limitation Act 1980, a claim notice may be served at any time within the 6 year period following the first claim day.

However a claim may be made during the one year period between the opening of the altered highway and the first claim day when the claimant contracts to sell their interest in the property and the claim is made before the interest is disposed of.

Who can claim?

The claimant must be a homeowner on or before the date the alterations are completed and must own and occupy the property when the claim is submitted.

Non-resident landlords of tenanted properties can also claim provided a tenant occupies the property at the time the claim is submitted.

Long leaseholders may also claim.

How much compensation?

Part 1 is concerned with depreciation in market value and it is therefore a matter of valuation evidence.

Compensation is assessed by reference to property prices that are current on the first claim day. Account will be taken of the use of the altered highway, as it exists on the first claim day. Account will also be taken of any intensification that may then reasonably be expected of the use of the altered highway in the state it is on the first claim day.

Compensation does not rest on a ‘before’ and ‘after’ approach. The stay period of one year is to allow the works to become assimilated as far as possible into the environment and thus to allow their permanent effect to be fairly judged. The valuer considers the attitude of potential buyers coming fresh on the scene a year after the public works have been in use. The buyer judges the situation as it is and has regard to any intensification of the use of the works as may then be reasonably expected. The potential buyer is genuinely wishing to purchase the property but is under no pressing or special need to do so. The vendor is a willing seller but is likewise under no compulsion.

The measure in depreciation in value is the difference between:

- (i) the price a purchaser would pay for the property with the public works in use but with the physical factors no worse than they were before the scheme, and

- (ii) the price a purchaser would pay with the public works in use with the present or anticipated effect of the physical factors.

As it is necessary to assess the effect of the physical factors on the market value of the property, compensation is only payable if it can be proved that there is a connection between eg noise or air quality and depreciation in market value.

The onus is on the claimant to prove their claim.

Interest will be payable on compensation from the date of service of the claim until the compensation is paid.

Where compensation is payable under Part 1 of the Act, reasonable valuation or legal expenses incurred by the claimant in preparing and prosecuting the claim are also payable.

What happens to unsettled claims?

The Act provides that disputes concerning compensation shall be referred to and determined by the Lands Tribunal.

Conclusion

Reductions in property value due to rat-running and deteriorating traffic conditions on roads adjoining the altered highway are not a factor entitling a claimant to compensation, because the additional traffic has not arisen on the altered public works.

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Water End CCfA Task Group Public Consultation Thursday 18th February 2010

1. This event took place on Thursday 18th February 2010 and was attended by approximately 30 members of the public and 3 Members of the Task Group.
2. The following views were received from members of the public at the event:

Cycling

3. A member of the Cyclists Touring Club (CTC) expressed the view that the work that had been carried out at the Water End junction had been beneficial to cyclists, especially as many people in the city commuted to work by bicycle. He stated that a recent survey had highlighted that 57% of cars in the peak period were undertaking short journeys and there was a need to encourage a move to alternative modes of transport for these.
4. The Water End scheme was not a 'stand alone' scheme and was just one part of an orbital cycle route that was being built around the city.
5. Traffic counters will be in place to monitor and prove change of usage.
6. A local resident expressed the view that there were very few cyclists using the new cycle lanes. They did not believe that cyclists should have any more leeway than other road users. A short car journey via the new junction could now take up to 20 minutes.
7. During a 20 minute journey from Leeman Road to Clifton Green one resident said they saw only 1 cyclist. They questioned why priority was given to cyclists when so few were using the facilities.

Pedestrians

8. 'Rat running' was not good for pedestrians, especially those with pushchairs and/or small children. One resident with small children had had a 'near miss' at The Avenue.
9. It was quite difficult to cross the road at The Avenue at peak times. Even if vehicles were not going at more than 20 miles per hour it was still awkward for the elderly and those with pushchairs and small children.
10. A Representative from the Cyclists Touring Club North Yorkshire said that there was a pedestrian footway on the north side of Clifton Bridge, however many pedestrians did not cross to use this.
11. A Westminster Road resident said that having safe walking routes was fundamental. National Guidance suggests that we need them, especially for children and young people to play in the street. Westminster Road and

The Avenue were less attractive for pedestrians since the changes to the junction. There were 486 vehicle movements on Saturday 6th February 2010 between 2pm & 3pm.

12. One resident wanted to know whether Council policy was to prioritise in the following order:

Pedestrians
Cyclists
Vehicular traffic

Motorists

13. There has been a significant increase in traffic over recent years and the City of York Council's traffic engineers have not taken the impact of this into consideration when implementing/designing new schemes.
14. There is no consistency in CYC policy.
15. Residents in the area have to bear the brunt of the introduction of this scheme.
16. A resident, who was both a cyclist and a motorist, was in favour of the cycling provision at Water End and felt the changes to the junction had made the area safer for cyclists. As a motorist he expected to be delayed and felt that motorists were part of the problem.
17. The Police do not have the resources to monitor traffic flow, junctions or 'rat running'.

Residents Views

18. Changes to major junctions must be well planned through traffic modelling that takes into consideration the impact changes may have on suburban roads. This was not taken into consideration when the modelling for the junction changes at Clifton Green was undertaken.
19. There was a 97% increase in through traffic volume in Westminster Road and The Avenue.
20. 93% of residents in Westminster Road and The Avenue petitioned for point closure such was the negative impact of increased traffic on their community.
21. Tens of letters have been sent to the Chief Executive and to the Executive Member for City Strategy.
22. The increase in through traffic is not in dispute but the solution is. The proposed 20mph speed limit is a token gesture and will not address the problems being experienced.

23. Generally local residents welcomed the fact that the scheme would be evaluated a year after installation (March/April 2010). They did, however, believe that any evaluation should include the impact the changes to the junction had had on Westminster Road and The Avenue.
24. 50% of the increased traffic flow is not at peak times, so there is no let up in traffic even at weekends. There is an overall increase in traffic on Westminster Road as a result of the changes made to the junction.
25. A resident living on the corner of Westminster Road and The Avenue said that a 20mph limit was counter-productive as it highlights that it is a main road that people may consider using. They did not feel enough was being done on the phasing of traffic lights. The only solution was to close the road, which the majority of residents were in favour of. They could not understand why the Council were too afraid to do this.
26. A Resident living at the junction of Westminster Road and The Avenue said that due to increased traffic travelling in both directions there had been many near misses.
27. As cars frequently had to queue for 20 minutes at a time to pass through the junction there were concerns about the air quality in this area. Residents asked if there were air quality statistics available for before and after the changes to the junction.
28. Residents asked if there were statistics showing the amount of cyclists that used the junction both before and after the changes were made.
29. If you introduce a point closure then the traffic on the main highway would increase and people would have to queue for much longer. People will always drive, so we shouldn't be making changes to the highways just to accommodate a few cyclists.
30. Clifton planning panel should have been involved/consulted on the junction changes.
31. Motorists prefer to cut through Westminster Lane to go north onto the A19 rather than wait in a queue.
32. The pattern of traffic using Westminster Road is now established; adjusting the traffic lights will now no longer address the issue.
33. Many residents feel that closing the road would be the lesser of two evils.
34. Would have uproar if you put chicanes down the road, lots of pollution.

Other views

35. There is a large increase in traffic around the end of the day, in part due to St Peter's School.
36. The above view was counteracted by a resident who expressed the view that it was the through traffic that was the problem rather than the school traffic. He believed that the school was also in favour of a point closure. It would be interesting to know how many parents used a car to drop their children at St. Peter's School.
37. Whilst cycling is important, the infrastructure needs to accommodate all modes of transport including cars.

Written Representations

38. In addition to the views expressed above several written representations were received from members of the public who were unable to attend the meeting. The main views contained within these are detailed below.
39. Two residents living on Clifton Green raised concerns about speeding traffic and suggested the following as possible solutions:
- Introduce a 20mph speed limit on Clifton Green on the stretch from the junction with Clifton to Water End.
 - Position a belisha beacon at the crossing to the bus stop by The Old Grey Mare.
 - Install a solar-powered 20mph sign to alert motorists to their speed.
 - Tighten the chicane on Clifton Green to further reduce speed.
40. One of the above residents also raised concerns about the number of cyclists using the footpath on Clifton Green as a shortcut when travelling from Water End towards Clifton/Bootham. Despite the vast sums of money spent improving cycling facilities on Water End many people still prefer to cycle on the pavement.
41. The following points were raised by various local residents:
- Westminster Road is being used as a rat run
 - Cars are speeding and even overtaking in the residential streets in the area
 - Dangerous driving in the Westminster Road area
 - Increase in volume of traffic
 - Favour a road closure
 - Favour a road closure but road closure at the junction of Water End and Westminster Road would only serve to displace traffic problems into Greycliffe Drive
 - Impact of increased noise, pollution & vibrations from increased through traffic
 - Safety issues caused by increase in through traffic

- A house wall in The Avenue was destroyed by a Council vehicle trying to avoid oncoming cars
- Traffic chaos at peak times
- Difficult to cross Westminster Road at peak time due to the increase in traffic
- People are still cycling on the pavement
- Why is an evaluation needed? It is quite obvious that the remodelling at Water End is a complete failure
- A 20mph speed limit would have little or no effect
- Pedestrian safety is at risk
- Environmental issues due to constant traffic jams caused by the removal of the filter lane
- The size of vehicles now using the once quiet residential streets
- Feel that the Council deceived us in their previous questionnaire. The Council didn't ask if we wanted to close the road, which I'm sure we would nearly all have agreed to, they (CYC) knew that there would be disagreement in where to close it so gave us lots of choices so no would agreed.
- Risk of damage to parked cars

42. In addition to the above a letter/report was received from the Informal Traffic Group for Westminster Road and the Avenue. This is attached at Annex C1 to this report.

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Report to the City of York Council's Water End Scrutiny Task Group
meeting at Clifton Parish Church on 18th February 2010.

From the informal TRAFFIC GROUP for Westminster Road (WMR) and The Avenue (TA).

Summary of case. The Traffic Group believes that the consequences of the scheme on Water End have created unwarranted nuisance to the residents of this suburb and their environment. The Group ask for point closure of the road to prevent cut through (rat-run) vehicles.

Background including calendar of meetings etc.

5th September 2008 A consultative letter written by Jonathan Pickles, CYC. was delivered to houses *{the extent and comprehensiveness of the distribution has been challenged}*

26th September 2008 At a CYC Planning meeting Cllr K King and a resident spoke against the removal of the speed cushions (road humps) in WMR.

13th October 2008 A letter from Jonathan Pickles to a resident stated

"I am aware that some "rat running" occurs along Westminster Road and The Avenue but consider that this is unlikely to increase to any significant extent, given the difficulty motorists experience when turning right into Clifton Road"

He goes on to dismiss suggestions made by the resident and explains

- that Access Only is not recommended by officers because of lack of enforcement.
- that 20mph zones have reserved applications and "may not be the most appropriate course of action"
- that the Council "do not have the resources to provide the luxury of a "quiet" road surface".
- He added that the proposals for the scheme were not relevant to the Clifton Planning Panel.
- Mr Pickles gave an invitation to the City Strategy and Advisory Panel*.

20th October 2008 * The panel met and Cllr D. Scott anticipated potential problem areas.

4th February 2009 A resident wrote an e-mail to Jonathan Pickles about state of footpath at Water End as work started and commented upon attitude of foreman. Quotation *"speak to the hand this face is not listening"*.

27th March 2009 Informal Traffic Group established to coordinate the feelings of residents.

21st April 2009 Clifton Ward Committee meeting hears complaints about the scheme from residents.

02 May 2009 Petition against removal of speed humps presented to Cllr D.Scott

07 May 2009. Speed humps removed regardless of local opinion.

16th May 2009 Photo of handover of the petition appears in The Press

10th June 2009 Clifton Ward Committee meeting receives a further petition for point closure from WMR and TA. in a large meeting

22nd June 2009 Louise Robinson, "Safer Routes to Schools", CYC, states that WMR lacks a school sign. *{not yet installed}*

12th August 2009 Councillor Call for Action (CCfA)

01st September 2009 Executive Members meeting

also Humps replaced at lower height and poor quality

01st December 2009 Humps "topped" up after continual protests.

15th December 2009 Task Group meeting

05th January 2010 Executive Members Decision Meeting. –“called in” by ward cllrs.-
25th Jan 2010 City Strategy meeting upheld the “called in” decision of the 5th
26th Jan 2010 Task Group meeting
28th Jan 2010 Clifton Ward Committee meeting update on situation.
02nd February Letter distributed by A Briggs, Traffic Engineer CYC, providing
an analysis of his questionnaire of November.

Conclusions from the above chain of events are

- 1 .that the Council Officers and Executive Decision maker have disregarded the majority views of the residents.
- 2 .that the views of the elected representatives have been dismissed.
3. that the evidence of the CYC surveys showing a 97% increase in traffic flows and a 87.5% of through traffic (rat runners) have been ignored.
- 4 that Council officers have offered NOTHING to ameliorate the actual problems.
- 5 that considerations of environmental damage, dust, noise, vibrations etc have NOT been taken into account.
- 6 that safety concerns have not been addressed.

TRAFFIC TASK grp180210 JB

Further observations to the Water End Scrutiny Task Group

The scheme for cycle management as part of the Orbital Route was put through in haste to ensure the grant aid was spent before the end of the financial year.

As such the scheme was ill thought out and badly planned, for example,

*the lampposts were removed from the bridge as part of a plan, for a shared use pathway, which did not take place.

*the height of the new lighting on the bridge was only reduced after publicity in The Press.

*the scheme was massively over budget and poor value for money as no evidence of modal shift to cycle use has been shown.

*there was poor contingency planning eg. response to water pipe damage.

*the cycle path is missing at the point of greatest need, i.e. alongside The Green heading west and the hierarchy of users fails as bus users and cyclists conflict at the bus stop on the north side.

*the inadequate modelling of traffic movement did not take account of the smaller suburban roads such as Westminster Road and The Avenue.

*the modelling has not forecast the problems at Clifton traffic lights and the loss of the left filter light.

*the overgrown public footpath might have been more fully considered

*there is a disregard for the Councils own Highway Guidelines by using WMR and TA as relief roads

* Residents and elected members observations have been ignored

*there is too much tarmac and what was green is now black.

In conclusion there does seem to be enough facts for a complaint to the local government Ombudsman.

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Water End Task Group23rd March 2010**Responses to specific questions raised at the public meeting on 18th February 2010**

1. Are there air quality statistics for Clifton Green, Westminster Road and The Avenue before and after the changes?

Data is not specifically available for those roads, however, data is available at a number of locations surrounding these roads and a plan showing the location of the monitoring equipment (nitrogen dioxide diffusion tube) is shown below.



The data is available as annual average for 2006, 2007 and 2008 and is shown in the table below. 2009 data is expected to be available by mid April.

Tube reference	Annual Average Nitrogen Dioxide ug/m ³			
	2006	2007	2008	2009
68	29	36	31	t.b.a
A11	34	42	40	t.b.a
A12	35	38	40	t.b.a
A13	25	25	29	t.b.a
A14	23	26	29	t.b.a
A14a	23	26	29	t.b.a
A15	27	26	29	t.b.a
A16	24	23	27	t.b.a
A5	32	34	39	t.b.a

A59	31	27	33	t.b.a
A6	30	27	32	t.b.a
A7	33	33	36	t.b.a
A85	22	25	30	t.b.a
A87	41	43	39	t.b.a
A9	32	37	38	t.b.a
A90	39	40	48	t.b.a

Explanation of results

<35ug/m3	Generally not of concern
35-40	Elevated concentrations approaching objective
>=40	Breach of air quality annual objective for nitrogen dioxide

The diffusion tubes do not distinguish between traffic pollution, industrial pollution, background pollution etc. They can provide an indication of traffic emissions where they are co-located with traffic counters. Whilst traffic counters are located on Clifton Bridge and Shipton Road they are not co-located with diffusion tubes. No other emissions are monitored in the area.

2. What is the methodology of the evaluation, how has it/will it be used?

The Clifton Green cycle scheme is part of the wider orbital route. The Orbital route has been identified as part of the strategic cycle network over a period of time in an effort to be able to join the east/west routes either side of the river. The Clifton Bridge scheme was identified as an obvious gap in the cycle network and was included in the list of capital schemes to be progressed to address the issues raised by the Scrutiny Committee considering cycling, several years ago. A significant amount of consultation has been carried out as part of that Scrutiny process and cyclists advised that it was a location that needed addressing. The consultation carried out for the Cycling City programme identified a need to provide a linking route that avoided the city centre whilst also providing the means to reach key destinations.

The methodology to assess the success or otherwise of the scheme is a comparison of before and after data from key locations along the route:

Clifton Bridge cycle counts.

Clifton Bridge vehicle counts.

Cycle City project monitoring (area wide cycle usage).

Turning counts at Salisbury Road and Clifton Green.

A check of the modelling outputs and predictions against the actual flows and delay times (from the traffic Master data set).

3. Is Council policy still to prioritise pedestrians over cyclists over motorists?

The Council has a Road User Hierarchy (RUH) that places pedestrians at the top followed by people with mobility problems and then cyclists. Car borne commuters are at the bottom of the hierarchy. The RUH has two uses; firstly it provides the strategic priority relating to modes to be encouraged and secondly it sets out the order in which needs of the different users should be considered within a scheme. It does not mean that pedestrians have absolute priority; it means that their needs will be considered before other modes in making any improvements or alterations to the highway.

4. What cycle data is available to show use of the route before and after the alterations?

Cycle flow data is available for Clifton Bridge before and after the scheme and is attached at Annex C3.

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Clifton Bridge												
Eastbound												
	AM peak				PM peak				12 hour			
	All traffic	Cars	Pedal Cycles	Pedestrians	All traffic	Cars	Pedal Cycles	Pedestrians	All traffic	Cars	Pedal Cycles	Pedestrians
Sep-08	791	627	85	N/A	702	605	23	N/A	6477	5241	388	N/A
Sep-09	816	558	126	46	661	548	39	33	7286	5688	521	326
Nov-09	688	582	114	N/A	666	566	49	N/A	7373	5888	491	N/A
Westbound												
	AM peak				PM peak				12 hour			
	All traffic	Cars	Pedal Cycles	Pedestrains	All traffic	Cars	Pedal Cycles	Pedestrains	All traffic	Cars	Pedal Cycles	Pedestrains
Sep-08	753	616	38	N/A	1260	1054	92	N/A	8660	7075	406	N/A
Sep-09	843	611	57	34	1110	850	98	44	9102	6942	495	313
Nov-09	852	699	50	N/A	1135	900	118	N/A	9224	7435	537	N/A

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Key objective (iii) – From experience to date, identify those measures or actions tht can be taken to assist in the smooth implementation of similar schemes in the city

Consultation Processes for Highway Schemes.

General Overview

Each year Officers carry out consultations on a wide range of traffic and highway related schemes. These schemes can vary enormously in terms of scale, complexity, and potential impact on road users and local residents. Hence each consultation exercise needs to be tailored to suit the specific circumstances and characteristics of the scheme. Some consultation processes are legal requirements, such as those associated with Traffic Regulation Orders. However, there is usually a degree of discretion about the amount and form of consultation carried out. The key objective is to provide Members with good quality feedback to help them make informed decisions, whilst balancing the need to progress the scheme within timescale and budget requirements.

There are a wide range of consultation methods that may be used, such as:

- Personal meetings and/or letters;
- Local area letters drop, usually with a plan of the proposals;
- Leaflets and/or questionnaires (could be local or city wide);
- Exhibitions and/or public meetings, including Ward Committee meetings;
- On-site notices and/or articles in the local press.

Consultation exercises may also be conducted at different stages within the development of the project. For example, consultation may be useful to; explore problems/possible solutions, seek views on a range of scheme options, or to obtain detailed comments on a specific proposal from interested parties.

Below is a summary of the consultation exercise undertaken for the Water End/Clifton Green Cycle Scheme, and for comparison this is followed by a similar summary for the A19 Fulford Multi-Modal Corridor Improvement Scheme.

Water End Cycle Route

- This scheme evolved from a Member Scrutiny Review of Cycling in York carried out through the years of 2005/6/7 when it became apparent through these investigations and consultations that there was a gap in the cycle network at this location.
- It was further supported by the citywide questionnaire on where users felt there were barriers to cycling within the City. The results of this were made available in November 2008 as this scheme was in development.
- Internal consultation on initial proposals with key officers, Ward Councillors, and other relevant Councillors.

- External consultation on detailed scheme proposals with local residents and businesses, and interested parties such as the emergency services and road user groups. A press release was also sent out to make the wider public aware of the scheme, with an invitation to contact Officers for more information or to comment on the proposals. Ward Councillors and other relevant Councillors were also consulted again at this stage.
- Feedback from consultation led to the composition of the scheme layout, which was then presented in an Officer report to a meeting of the Executive Members for City Strategy and Advisory Panel, at which the public could attend to speak for or against the proposals.

A19 Fulford Multi-Modal Corridor Improvement Scheme

The consultation procedure comprised two main stages, with an additional third stage in some cases. The **Stage 1** consultation was on the improvement strategy and outline proposals arising from the Multi-Modal Study. This comprised the following:

- Discussions were held with the respective Ward Councillors.
- A leaflet and questionnaire was delivered to all properties in Fulford and most of Fishergate ward for which the corridor is a key piece of infrastructure. The questionnaire not only sought their views on the various proposals, but also on travel patterns and how likely each of the proposals would be to persuade members of the household to walk, cycle, or use a bus in preference to a car.
- Similar leaflets were sent to key stakeholders and user groups.
- Notice boards were erected along the corridor directing other users of the corridor to the online site to view and comment on the proposals.
- Daytime public exhibitions and evening public meetings were held at two locations.
- Presentations were given at Fishergate Ward Committee and Fulford Parish Council meetings and articles published in the relevant Ward Committee newsletters.
- Plans were displayed in the window of a then vacant shop.

The results of the above were analysed and helped inform the development of the outline proposals into detailed proposals and the proposed staging of the improvement measures. Once each were developed, **Stage 2** consultation was carried out as follows:

- Discussions were held with the relevant Ward Councillors.
- A leaflet with appropriate plans was delivered to all properties directly affected by the proposals (primarily the frontagers) giving them an opportunity to comment.
- The views of key stakeholders were sought.
- Any related traffic orders were advertised at the same time.
- Presentations were given at Fishergate Ward Committee and/or Fulford Parish Council meetings to suit the location of the scheme and the relevant Ward Committee newsletters were used to keep residents apprised of what was happening.

This identified some key areas of concern, which required a **Stage 3** consultation in some cases. This consultation was primarily as follows:

- Further discussions were held with the relevant ward councillors.
- Discussions were held with the concerned parties / organisations to try to address their concerns and/ or objections.

Reports were submitted to the City Strategy Executive Members and Advisory Panels (EMAP) and the subsequent City Strategy Executive Member Decision Session (EMDS) meetings as follows:

- To advise of the outcome of the Multi-Modal Study and get in-principle agreement to the proposed strategy before any public consultation took place.
- Following the **Stage 1** consultation to advise of the results of the consultation and to agree the way forward.
- Update reports to advise of the results of relevant **Stage 2** and **Stage 3** consultations; to advise of any significant proposed changes; and to get agreement to implement each scheme.

(Copies of the key consultation documents for these schemes will be available at the Task Group meeting)

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Briefing Note for Water End Councillor Call For Action Task Group meeting on Tuesday, 23rd March, 2010.

Trial Highway Schemes.

Although accurate predictions can often be made about the effects of introducing a new traffic management or highway improvement scheme, there is always a degree of uncertainty about how road users will respond to the change and what the overall result will be. It is therefore attractive to consider introducing such schemes on a trial basis, with a view to being able to respond quickly to any unforeseen problems or outcomes, and avoid the cost and difficulties associated with altering permanent works. However, there are a number of factors that can make the implementation of a scheme on a trial basis an impractical proposition. For example: -

- Practicality – some schemes simply do not lend themselves to a trial scheme being set up. For example, proposals which require carriageway widening, and perhaps underground services being moved as a consequence, can really only be implemented with the intention of the work being permanent.
- Realism – it may be very difficult to accurately represent a permanent scheme in temporary materials. For example, there may be problems with the physical size and appearance of temporary barriers, cones etc., which may result in road users responding to the trial layout in different ways compared to the permanent solution.
- Durability – schemes can have different short, medium, and long term effects as road users become more familiar with them. Retaining trial schemes for long periods can lead to maintenance problems and possible safety issues because the temporary measures tend not to be as durable or vandal resistant as permanent works. Therefore trial schemes are usually best suited to assessing just short-term effects of small-scale projects.
- Timescale – the process of implementing a trial scheme, followed by a suitable period of monitoring and evaluation, may take many months. This could present problems if the availability of funding to implement a permanent scheme is time limited.
- Costs – it may be expensive to set up the scheme in a temporary way. For example, it may be necessary to purchase materials and equipment that would not be suitable for retention in a permanent scheme, and it may be necessary to remove existing highway features to provide the necessary space for the trial measures to be installed. These could add up to a significant extra cost compared to implementing a permanent scheme straight away.

For these reasons, the implementation of schemes on a trial basis does not commonly take place. It is more usual to construct the measures in a permanent manner and accept the risk that there may be a need for some additional expense if subsequent monitoring highlights any problems that need remedial action. Such risks are also minimised through careful design drawing on experience from elsewhere, the use of computer modelling based prediction tools, and checking procedures such as Road Safety Audits.