

## **Decision Session – Cabinet Member for 19 November 2012 Transport, Planning and Sustainability**

Report of the Director for City & Environmental Services

### **ACCESS YORK PHASE 1 – ROAD SAFETY AUDIT STAGE 2**

#### **Summary**

1. This report considers issues raised in the Stage 2 Road Safety Audits (RSA) for the proposed Park and Ride facilities at Askham Bar and Poppleton Bar. The majority of recommendations made by the Safety Audit Team have been accepted and will be incorporated into the final design. This report only considers ‘Exceptions’ - where the Designer does not accept or only partially accepts the recommendations of the Road Safety Audit team.
2. This report also examines potential solution options that could be progressed to solve the Station Road pedestrian crossing issue identified in the Poppleton Bar RSA.
3. The Road Safety Audit Reports and Designer’s Response are included in the Annexes. Overall layout drawings are also attached for information. Detailed drawings have not been provided with the report owing to the number (150+) involved. Electronic copies of more detailed drawings showing particular issues are available, on request, if required.

#### **Recommendations**

4. The Cabinet Member is asked to:
  - 1) Note that the Stage 2 RSAs have been completed for both proposed Park and Ride facilities at both Askham Bar and Poppleton Bar.

Reason: To acknowledge the completion of this milestone in the project.

- 2) Agree to support the Designer's Responses where they consider that the RSA recommendations should not or cannot be achieved ('Exceptions').

Reason: To enable the scheme to be constructed thus enabling the programme for Access York to be maintained and secure Departmental funding.

- 3) Agree to support the proposed CYC recommendation to the Designers Response where clarification is requested by the designer.

Reason: To enable the scheme to be constructed thus enabling the programme for Access York to be maintained and secure Departmental funding.

## **Background**

5. Detailed design for Access York Phase 1, comprising the planning and development of two new Park and Ride facilities at Askham Bar and Poppleton Bar is now complete. As part of the design process, City of York Council is committed to independent scrutiny of schemes to ensure that good practice has been followed in the interests of road safety.
6. The Design Manual For Roads And Bridges standard HD 19/03 sets out the steps to be taken when carrying out RSAs. The audits for Askham Bar and Poppleton Bar have followed the process in that document. The audit team carrying out the RSAs are wholly independent of the project team and designers.
7. A Stage 3 Road Safety Audit will be undertaken upon completion of construction to assess how the layouts operate in practice.

## **Consultation**

8. Extensive consultation was undertaken on the scheme to ensure that the concerns of local residents and businesses were addressed in the final designs where possible. The outline layouts for the highway works were approved by the Cabinet Member in April 2012 enabling the detailed design to commence. The Stage 2 Road Safety Audit was undertaken on the proposed detailed design layouts. No separate public consultation has been undertaken since the approval of the highway works outline design but detailed

discussions have been held with adjacent property owners to finalise the layouts.

### **Audit Scope**

9. The Stage 2 RSAs for both sites have now been completed. These audits looked into the whole area affected by the proposed new Park and Ride facilities and also considered all road users. The documents are therefore broken down into the following areas:
  1. Proposals on the new Park and Ride facilities
  2. Proposals on the public highway affecting motorists
  3. Proposals on the public highway affecting pedestrians, cyclists and equestrians, known as Non-Motorised Users (NMUs).
10. The completed audits including the Designer's Response are included in the Annexes to this report. The majority of the RSA team recommendations concern the modification of signing and lining in order to improve understanding by the motorist. In some cases the change in alignment of kerbs is also recommended.

### **Park & Ride Site Exceptions**

11. The Road Safety Audit reviewed the layout of the proposed layout of the Park & Ride sites. The majority of the issues raised are accepted and changes will be made to the construction layouts. There are a few items identified in the following tables where the designer does not consider the changes recommended by the Road Safety Audit team to be warranted. More detailed analysis of the most significant items is provided in the paragraphs following the tables.
12. Owing to the comparable layout of the two sites the Road Safety Audit team have raised similar concerns to address as indicated in table 1.

**Table 1 – Park & Ride Site Common Exceptions**

<b>RSA - Problem Location</b>	<b>RSA Problem</b>	<b>Designer's Response</b>	<b>CYC Recommendation</b>
AB Location 20, PB Location 30 – Caravan Parking area.	Unsuitable designation of caravan parking area.	Not Accepted – The area identified is for camper vans, not caravans. Signage will be amended to restrict caravans from using the area.	Accept Designer's Response.
AB Location 21 PB Location 31– Inappropriate speed limit	20mph speed limit identified. Vertical traffic calming measures should be introduced	Accepted in part. Change speed limit to 10mph. Traffic Calming measures to be discussed with client	Accept Designer's Response. Vertical traffic calming measure not considered warranted
AB Location 28 PB Location 34 – car-park landscaping	Proposed landscaping in car park will potentially obscure pedestrians at crossings	Comments Noted - The long term management plan specifies that all trees in the car park areas be retained with a 2 metre clear stem. Trees have generally been restricted within the car park areas to ensure good visibility.  All groundcover planting has been selected to grow no higher than 1m to ensure visibility.	Accept Designer's Response.

13. There are a number of specific issues relating to the layout of the Askham Bar site as indicated in table 2.

**Table 2 – Askham Bar Park & Ride Site Exceptions**

<b>RSA - Problem Location</b>	<b>RSA Problem</b>	<b>Designer's Response</b>	<b>CYC Recommendation</b>
AB Location 23 – Car-park markings.	Non-intuitive give- way markings at north-east corner of car park. Vertical traffic calming measures should be	Accepted in part – Give- way markings to the outer perimeter will be adjusted to switch priority to straight ahead vehicles. Traffic Calming	Accept Designer's Response. Vertical traffic calming measure not considered warranted

	introduced.	measures to be discussed with client	
AB Location 25 – Pedestrian facilities in car-park.	Inconsistency in facilities provided across the carriageway along pedestrian routes. Provide zebra crossings.	Accepted in part. The provision of zebra crossings is considered to be unwarranted on the basis that there are low vehicle speeds, low vehicle numbers and good visibility for all. Experience on other City Park and Ride facilities have shown this to be unnecessary	Accept Designer's Response.
AB Location 27 – Bus only link from Tesco to Park & Ride	Potential for private motor vehicles to use bus only link. Provide rising bollard	Accepted in part – Signage to be updated to suit TSRGD 953.3. Rising bollard to be discussed with client	Accept Designer's Response. Rising Bollard not considered warranted. Monitor situation on opening.

14. There is a specific issue relating to the layout of the Poppleton Bar site as indicated in table 3.

**Table 3 – Poppleton Bar Park & Ride Site Exceptions**

<b>RSA - Problem Location</b>	<b>RSA Problem</b>	<b>Designer's Response</b>	<b>CYC Recommendation</b>
Location 32 – Park & Ride Facility	Potential for vehicles to maintain a high speed through crossing areas. Provide zebra crossings	Accepted in part – The provision of zebra crossings is considered to be unwarranted on the basis that there are low vehicle speeds, low vehicle numbers and good visibility for all. Experience on other City Park and Ride facilities have shown this to be unnecessary	Accept Designer's Response .

### **Park & Ride Site Exceptions Analysis**

15. The following paragraphs provide background information and analysis of the Park & Ride Exception items which are considered to be the most significant.

### **Inappropriate speeds and pedestrian crossing facilities**

16. The RSA raised the potential risk of traffic speed and conflict with pedestrian routes and recommended the provision of zebra style crossings and vertical traffic calming measures. The recommendation to replace the 20mph speed roundel at the entrance of the sites with 10mph is supported. However it is considered that the provision of vertical traffic calming and zebra style crossings is unwarranted on the basis that: Vehicle speeds will be low, vehicle movements will be low, visibility will be relatively good and movement of pedestrians across traffic lanes in a car parking area will not be unexpected by drivers. Most other Park & Ride sites operated by the council do not include these measures and have operated without incident.

### **Caravan parking area**

17. The RSA raised the issue of the small size and layout of the 'caravan' parking area which could lead to inappropriate manoeuvres. The area has been designed and designated for campervan use only. Signs will be provided to highlight this limitation.

### **Use of Bus Only link at Askham Bar by private vehicles**

18. The RSA recommended the provision of a rising bollard to prevent use of the bus only link by private vehicles. It is considered that good signage at the bus only exit will prevent abuse of this route. However the situation will be monitored and provision of alternative measures will be considered if non-compliant usage occurs. Bus drivers will be trained on the use of the route and made aware of the risk of this occurring.

### **Askham Bar Highway Works Exceptions**

19. The designers have accepted most of the recommendations of the Road Safety Audit and will incorporate them in the final design drawings. The points raised mainly relate to minor changes to signing and lining arrangements.
20. There are a few issues where the Designer does not consider that the approach recommended by the audit team is appropriate and does not accept the RSA recommendations. These issues are shown in Table 4 below.

**Table 4 – Askham Bar Highway Works Exceptions**

<b>RSA - Problem Location</b>	<b>RSA Problem</b>	<b>Designer’s Response</b>	<b>CYC Recommendation</b>
Location 3 – Traffic signal maintenance bay.	Potential for vehicles parked in maintenance bay to obscure signal heads. Re-site service bay.	Not Accepted. Design development and consultation with stakeholders led to the selection of this position as the best practical location. Nearside and secondary signal heads will be visible at the stop line.	Accept Designer’s Response.
Location 18 – Shared use facility on A1036.	Proposed pedestrian/cyclist shared use facility is not on direct desire line	Not Accepted. During consultation, non-motorised user groups had expressed concerns at so many crossing points. The facility has therefore been rationalised to suit those user groups.	Accept Designer’s response.

**Askham Bar Highway Works Exceptions Analysis**

21. The following paragraphs provide background information and analysis of the items which are considered to be the most significant.

**Traffic Signal Maintenance Bay**

22. The Audit Team raised the issue that there was potential for high sided maintenance vehicles to obscure the view of the signal heads from traffic proceeding to the right turn movement into the park & ride site. This might lead to sudden braking if vehicles were confronted with a red signal. The Audit Team were also concerned about the potential manoeuvres carried out by maintenance vehicles when leaving the maintenance bay. In order to avoid crossing a hatched area, they envisaged that drivers of maintenance vehicles may take a detour into the Park & Ride site or perform a dangerous u-turn into the A1036 northbound carriageway. The Audit Team recommended that the service bay should be resited.

23. The Designer responded stating that the siting of the bay followed consultation with those responsible for traffic signal and cctv maintenance and that this location was preferred. The Designer considered that the offside primary signal may be obscured on rare occasions but a duplicate nearside signal would remain visible at all times to approaching vehicles. The Designer also did not consider the u-turn manoeuvre onto the A1036 to be dangerous.
24. The Designer's Response is accepted and no change is proposed.

### **Cycle Route Alignment**

25. The Audit Team are concerned that the proposed pedestrian/cyclist shared use facility running parallel to the A1036 northbound is not on the direct desire line. The proposed route takes pedestrians and cyclists toward the entrance of the park and ride facility where a crossing point is provided. The Audit Team are concerned that there is potential for pedestrians and cyclists to take a more direct route parallel to the A1036. Therefore they are concerned that pedestrians and cyclists may cross the access/egress roads at points where drivers are not expecting them, increasing the risk of collisions between motorists and non-motorised users. The Audit Team recommend that a facility be provided on a direct route for more confident and able users.
26. The Designer has pointed to the consultation carried out on this item, where non-motorised groups expressed their concerns about the crossing points on the direct route. The Designer has recommended that no change be made.
27. The view of the Designer is accepted in this case based on the outcome of the consultation.

### **Poppleton Bar Highway Exceptions**

28. The designers have accepted most of the Road Safety Audit items for the highway works associated with the Poppleton Bar site.
29. There are a few issues where the Designer does not consider that the approach recommended by the audit team is appropriate and has not accepted or only partially accepted the recommendations. The full list of these issues is shown in Table 5 below. More detailed analysis of the most significant items is provided in the paragraphs which follow the table.



**Table 5 – Poppleton Bar Highway Works Exceptions**

<b>RSA - Problem Location</b>	<b>RSA Problem</b>	<b>Designer’s Response</b>
Location 1 – A59/1237 junction approaches	Apparent Narrow lane widths on A1237 approaches	The Auditors’ comments are noted however the proposed lane widths are greater than they estimated.. All approach widths on the northern and southern arms comply with the requirements of TD16/07 which states a minimum of 3m wide multi-lane entries. No change is proposed
Location 4 - eastbound entry into garage.	‘Garage Only’ marking increases risk of side swipe and shunt collisions	The Auditors’ concern is noted. Hatching will be provided to ensure that the Eastbound exit is clearly identified as single lane only. Propose to retain the only marking.
Location 6 - A1237 part-time signals	Part-time signals on A1237 approaches increases the risk of collisions at the two-to-one lane merge on exit.	The designer does not accept that the risk of side swipe collisions will be increased. However, the Auditors’ recommendation that the performance of the signal controls be monitored is noted and accepted.
Location 8 – A1237 road markings.	Double headed, carriageway lane guidance arrows with associated text destination markings may confuse drivers.	The Auditors’ recommendation is noted. However, the markings proposed are consistent with those at the A19/A1237 roundabout junction. No issues have been reported, no change is proposed
Location 10 -	A59 eastbound Advance Direction Sign (ADS) and carriageway markings give conflicting	The Auditors’ recommendation is noted. Upon further discussion with CYC the convention of signing “York (C&N)” has been deemed inconsistent with city v signing. York A59” is to be retained and replace “York (C&N)”with York North road marking “York” will be retained.

	information	
Location 12 – A59/1237 Advance direction signing.	Signing that differentiates between York and York (C & N) could confuse drivers	The Auditors' recommendation is noted. "York A59" is to be retained and re "York (C&N)" with York (N) on signs RS01 and RS09.
Location 14 – A59 side road warning signs.	Inappropriate use of junction warning signs	The Auditors' recommendation is noted. These signs have been included to address residents concerns expressed at Public Consultation. No change is proposed
Location 15 – A59 – proposed red surfacing.	Inappropriate use of red surfacing and 'Slow' marking	The Auditors' recommendation is noted. The location of the red surfacing and SLOW road markings was included to address concerns expressed by residents at Public Consultation about excessive speeds. No change is proposed.
Location 17 – A59/1237 junction crossing points.	Lack of warning to non-motorised users that traffic approaches from various directions at crossings.	The Auditors' recommendation is noted. Sufficient road markings are considered to be in the vicinity of the crossings to enable pedestrians to determine the direction of traffic. Look Left/Right Markings Road markings are not provided at A19/A1237 Roundabout.
Location 18 – Proposed underpass A59/1237 junction.	Provision of underpass across A1237 (north) arm. Alignment and sighting issues.	The Auditors' recommendation is noted. The alignment of the underpass is constrained by the land available for its development, but has been designed in accordance with guidance in TD36/93 and "Secure by Design". No change is proposed
Location 19 - Proposed underpass A59/1237 junction.	Inappropriate level of lighting in and adjacent to the proposed underpass	The Auditors' recommendation is noted. The detailed design of the underpass including lighting, will be carried out by the Contractor in a Performance Specification.
Location 21 – Junctions of Northfield Lane and Station Road with A59.	Alignment of vehicles turning left out of Station Rd & North Field Lane	The Auditors' recommendations are noted. The proposed left turn from Northfield Lane to the A59 has been designed to cater for the swept path of large vehicles (HGVs). The alignment of the proposed left turn from Station Road to the A59 will be reviewed.
Location 22 – A59 west of Northfield Lane.	Vehicle egress from maintenance bay.	The Auditors' recommendation is noted. The position of the maintenance bay has been located near to the signal controller equipment as is required. Visibility location should be sufficient. All movements are controlled by the signalised junction and therefore ample opportunity should be provided to allow the egress of maintenance vehicles.
Location 23 – Proposed signalised junction A59.	Apparent narrow carriageway at mid-junction link between Station Rd & North Field Lane.	The Auditors' comments are noted however the proposed lane widths are greater than they estimated.. The westbound lane width is 3.2m wide with an adjacent 1.0m wide cycle lane. The eastbound lane is 3.5m wide with an adjacent 1.0m wide cycle lane. These widths are deemed to be sufficient, although there is an option to widen the lane widths if required. No change is proposed.
Location 29 – Junction of	Combination of non-motorised user	The Auditor's comments are noted. The introduction of a toucan crossing on the northbound turn out of Station Road, which would have to run with the signal phasing and

Station Road with A59	crossing types at Station Road junction.  Toucan Crossings Recommended	the removal of the give way access to the A59, would have a significant affect on traffic flows in the area potentially leading to driver frustration. To remove the perceived conflict between the originally proposed controlled crossing types recommended that uncontrolled crossings are provided on the left turn in and turn out of Station Road. The operation should be monitored and preparatory ducting for future provision of signalised crossings should be provided.
--------------------------	--	---

## **Council Plan**

30. The outcome of this report will contribute to the following aspects of the Council Plan:
31. Create jobs and grow the economy – provision of improved links to central York for commuters and visitors. Improved highway infrastructure giving better links to local employment sites such as Northminster Business Park, York Business Park and Clifton Moor. It may also influence employers' decisions for locating in York.
32. Get York moving – Improving all links from the congested A59/1237 junction, making travel along the west side of York's outer ring road easier and safer for all road users. Providing a signalised junction at Station Road/Northfield Lane/A59 improving access and egress from those side roads onto the busy A59. Creating a free flowing route for the Poppleton Park and Ride Service in order to reduce trips into York City centre by commuters and visitors.
33. Build strong communities – provision of better pedestrian and cycle links between Upper Poppleton with the outlying community around the A59/1237 junction and York city centre by reducing the severance caused by the Outer Ring Road
34. Protect vulnerable people – cyclists are one of the most vulnerable types of road user and provision of purpose built facilities, including off-road cycle routes will help improve their safety.
35. Protect the environment – Congestion around the A59/1237 junction will be eased as a result of the highway improvements improving air quality.

## **Implications**

36. The outcome of this report will have the following implications:
  - **Financial** –. The changes recommended for approval in this report can be accommodated in the overall Access York budget.
  - **Human Resources (HR)** – there are no HR implications
  - **Equalities** –
  - **Legal** – there are no legal implications
  - **Crime and Disorder** –
  - **Information Technology (IT)** – there are no IT implications

- **Property –**
- **Highways –**

**Risk Management**

37. The recommendations of the report seek to reduce the risk of incidents and improve road safety. Acceptance of the changes will enable the final design to be completed prior to the planned commencement of works in March 2013. The completion of the design will enable the programme for securing funding for the Access York Phase 1 Park and Ride schemes to be achieved. .

**Contact Details**

**Author:**  
**Tony Clarke**  
**Transport Programme**  
**Manager**  
 Tel No. 01904 551641

**Chief Officer:**  
**Richard Wood**  
**Assistant Director**  
**(Strategic Planning & Transport)**

**Report**  **Date** 19 November  
**Approved**  2012

**Wards Affected: Rural West**

**All**

**Specialist Implications Officer(s)**

**For further information please contact the author of the report**

**Background Papers: None.**

- **Annex A – Road Safety Audit Stage 2 – A1036 Highway Improvements -- Askham Bar Park & Ride Site**
- **Annex B – Road Safety Audit Stage 2 – A59 & A1237 Improvements – Poppleton Bar Park and Ride Site**

**Annex C – Askham Bar General Arrangement Plan – Highway Improvement**

**Annex D – Askham Bar General Arrangement Plan – Park & Ride Facility**

**Annex E – Poppleton Bar General Arrangement Plan showing Highway Improvements and Park & Ride Facility**