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**Meeting of Executive Members for  
City Strategy and Advisory Panel**

**14 July 2008**

Report of the Director of City Strategy

**DEIGHTON (MAIN STREET) / A19 (SELBY ROAD) JUNCTION  
- IMPROVEMENT OPTIONS**

**Summary**

1. This report examines options for improving road safety at the Main Street (Deighton) / A19 junction and assesses the potential for a scheme to be funded from the Local Transport Plan Capital Programme. The report concludes that the cost of providing a pedestrian refuge and right turn lane is too high for the benefits it would provide and recommends that the scheme is not re-classified. The very low number of current bus users means a pedestrian refuge scheme on it's own would offer low value for money and, in addition to this, the potential for a shift towards increased bus usage is limited due to Deighton's low population. The accident data over the last three years suggests no issues with vehicles turning right into the village so there appears to be no immediate requirement for a right turn lane into Deighton.

**Background**

2. As part of the Village Traffic Study process, discussions with Deighton Parish Council back in 2004 identified two priority requests they wished to be considered for possible implementation:
  - a pedestrian refuge island on the A19 for southbound bus passengers;
  - measures to slow down southbound traffic that uses the bus bay to undertake traffic turning right into the village.
3. In response, a sum of £5,000 was allocated for the development of possible improvements to the A19 at Deighton within the approved Transport Capital Programme for 2005/06
4. Following on from this, officers developed two basic scheme options for consultation. Both options involved widening of approximately 400m of the A19 as shown on the "General Layout" plan (see **Annex A**) and provided a pedestrian refuge island on one side of the junction with a traffic island on the other, a right turn lane into the village, and a relocated Selby bound bus stop. The main differences in the options were the location of the pedestrian refuge island and relocated bus stop. The provisional estimated costs of both options were similar, at around £225,000.

5. Extensive consultation on these options took place during the summer of 2005. The results are discussed in more detail later in this report, but generally indicated a high level of support for the proposals, with a preference for the scheme option based on providing a pedestrian refuge south of the Main Street junction.
6. The outcome of consultation was reported to the Planning and Transport (East Area) Sub-Committee in October 2005. Based on the positive feedback, the Sub-Committee gave its backing to the proposed improvement scheme and requested that it be put forward for consideration as a possible scheme for inclusion in the 06/07 Capital Programme.
7. A report to the Executive Member for Planning and Transport and Advisory Panel (EMAP) on 18 April 2006 recommended a package of measures for funding from the Transport Capital Programme for 2006/07. The Deighton scheme was included on a reserve list for possible construction if sufficient spare funds became available later in the year. However, a small amount of funding was approved to allow additional investigation work to be undertaken to carry out a more detailed cost estimate and assessment of the benefits of the proposal scheme.
8. The additional investigatory work for the Deighton scheme was progressed during 2006/07. This identified several problems with the scheme, including higher potential costs for dealing with underground services, and the need for larger areas of new road construction than has initially been anticipated. This led to a revised scheme estimate of around £375,000.
9. In December 2006 a Capital Programme progress report was taken to EMAP. This noted that it would be necessary to defer implementation works on all of the reserve Village Traffic schemes to ensure that the overall programme was kept within budget.
10. In March 2007 EMAP considered a report on the proposed 2007/08 Capital programme. This report noted that the level of over-programming was being reduced compared to previous years to take account of the higher certainty of delivery of many of the projects in 2007/08. Given this budget situation, coupled with the increased scheme estimate mentioned above, it was decided that the Deighton Scheme could not be listed as even a reserve scheme within the 2007/08 programme. However, the report did recommend that a small sum of money should be used to allow schemes raised through the village traffic study programme to be reviewed and assessed against the objectives of the LTP. Schemes could then be included in future programmes if they demonstrated good value for money in terms of safety or accessibility benefits.
11. In developing the 2008/09 programme proposals, Officers, therefore, re-assessed a number of low priority reserve schemes, including the Deighton proposals. This included a critical review of the previous scheme design to see if any lower cost options might be worth considering. The outcome of this work was reported within the 2008/09 Capital Programme report considered by EMAP on 17 March 2008.

12. At this meeting written representations were received from Councillor Vassie, asking Members to reconsider the priority of the Deighton pedestrian traffic island scheme within the capital programme. As a result it was agreed:
- i. That the proposed 2008/09 City Strategy Capital Programme as set out in the report be approved.
  - ii. That the inclusion of the Deighton Refuges and Right Turn Lane in the Capital Programme be investigated, with no commitment.
13. In the following section of the report the scheme options are examined in more detail in order to assess how they might contribute to achieving the key objectives of the Local Transport Plan 2006-2011(LTP2). In addition the options have been assessed for delivering value for money to establish which, if any, is likely to be considered a priority for funding given the many other spend options available for transport initiatives within the York area which may represent better value for money.

### **Consultation**

14. Consultation on the scheme options took place in 2005 and the results are discussed in the Planning and Transport (East Area) Sub-Committee paper from October 2005. The response summary is displayed in **Annex C**. **Annex B** shows the preferred scheme, favoured by 53% of respondents, as well as the bus operator and the police. Overwhelming support was declared for the provision of a pedestrian refuge (95% in favour) and also for a right turn lane (97% in favour).
15. A key issue that was raised included several requests for a 40mph speed limit on the section of the A19 passing Deighton. This has been acknowledged but deferred for speed monitoring subsequent to any scheme being implemented.
16. The ward councillor (Cllr. Vassie) provided written representation at the EMAP meeting on 17<sup>th</sup> March 2008 to have the priority reconsidered, therefore prompting this report.

### **Assessment of Scheme Benefits**

17. The points below display a few facts that provide some useful background to Deighton and are of relevance when assessing the scheme benefits.
- The population is 308 (2001 Census data) – this relates to the whole parish, which includes Crockey Hill.
  - Arriva estimates bus passengers to and from Deighton at 10 per day.
  - The speed limit on the A19 going past Deighton is 60mph.
  - Three accidents have occurred at the junction in the last three years, resulting in three slight injuries. Two related to vehicles turning right out of the village towards Selby and the other was due to a vehicle attempting an unorthodox manoeuvre.

- The preferred option has been slightly revised to include a longer right turn lane to be in accordance with current standards and the cost re-evaluated (based on a competitive tender process) to be around 250k.
- The most recent mode usage data is displayed in the 2001 census travel to work table below (again for Deighton parish rather than just Deighton village). The table shows data for all people aged 16-74 in employment (count shown below percentage).

Work mainly at or from home	Bus, mini bus or coach	Driving a car or van	Passenger in a car or van	Bicycle	Foot
18.3% (33)	3.3% (6)	55% (99)	5% (9)	2.2% (4)	16.1% (29)

\*Source 2001 census table KS15

The data shows a high proportion of people travel to work by car, with a reasonably high percentage working from home. This figure, along with the 16% walking to work could be attributable in part to there being a number of farms in the parish. It is also evident that a low number of people use the bus regularly. There are likely to be more bus trips on top of the quoted figure for the purpose of recreation however the estimated figure from Arriva suggests this is at a low level.

18. LTP2 has four shared transport priorities. These are;
- Tackling Congestion
  - Improving accessibility
  - Improving safety
  - Improving air quality

The objectives of LTP2 support all of these transport priorities in some form.

19. Schemes to be included in the capital programme are assessed against these priorities and allocated a score between –20 and 20 according to their contribution to each. The Planning and Transport (East Area) Sub-Committee in October 2005 decided that option one (**Annex B**) formed the basis of the proposed improvements. This option scored 25/80 - the score breakdown is shown in the table below.

Congestion	Accessibility	Safety	Air Quality
5	10	10	0

20. An additional score is also given based on the number of people directly benefiting. This scheme is somewhat awkward to assess on direct benefits as it could be argued that all people passing through this particular section of the A19 will benefit. Those gaining an improvement directly have therefore been viewed as vehicles turning right into Deighton and bus passengers. The

Deighton Refuges and Right Turn Lane scheme has been placed in the 100-1000 people directly benefiting per day category and awarded a score of five.

21. The schemes contribution to LTP2 targets is also scored at three different levels; high (3), medium (2) or low (1). The Deighton scheme has been allocated a low contribution score partially because the main connotation is towards road safety and there is no evidence to suggest a significant problem with vehicles turning into the village. In addition to this the low population offers little potential to create significant modal shift. The figures achieved by a the scheme are placed into the following formula to provide a value for money score;

Scheme Score \* Contribution \* Number Benefiting Score = Total Score

Total Score / Cost (1000's) = Value for money score

$$\Rightarrow 25 * 1 * 5 = 125 \Rightarrow 125 / 400 = 0.31$$

This is lower than the all of the scores allocated to schemes that are budgeted for in this year's capital programme.

22. The do minimum option of just a pedestrian refuge has been discounted here as the number benefiting will be reduced to just the bus passengers to / from the village. This therefore would only be benefiting around ten people per day and would reduce the total score further, whilst the cost would remain high. It would also be fair to say that it would be worth implementing some safety measures for road users at the same time as a pedestrian refuge because of the reduced costs associated with completing all of the works at the same time.
23. It should be mentioned that this score is relatively crude and, whilst not providing an in-depth cost-benefit analysis as, for example, a major scheme would, it does offer a decent indication of those schemes that offer value for money and those that fall short.

## **Analysis**

24. A road safety scheme at Deighton would be relevant to the LTP 'safer roads' objective:

'To improve levels of safety for all forms of travel and  
enhance community safety'

25. Within the Road Safety Strategy Annex of the LTP there are three objectives:
- i. Focusing on key main roads.
  - ii. Reducing perceived road danger.
  - iii. Increasing transport choice for all to access education, employment and services.

All three objectives are relevant to the Deighton study in some form;

- i. The A19 is a key road.

- ii. Perceived road danger at this junction is evident in the consultation responses (Annex B) from 2005 through the fact that a 40mph restriction request surfaced as a major issue. This suggests speeds on the section of road are viewed as excessive by residents and are therefore a potential danger.
  - iii. Implementing the proposed scheme will improve access to the southbound bus stop so it may be easier/more appealing for people to use the bus, however it is not particularly increasing transport choice as such. The benefits for so few would unfortunately be overshadowed by the high costs
26. In addition to road safety benefits It could also (in a small way) contribute to the 'tackling congestion' objectives:
- 'To encourage people to make an informed choice for all their journeys and to travel in a responsible manner'
- 'To maintain, improve and make more efficient use of the existing transport network'
27. Deighton has an excellent bus service for a village of its size, which operates on a fifteen-minute frequency through the day, with a twenty-minute service at peak times. This should be an attractive travel choice, particularly for those who work in York or Selby and raising the priority of this scheme will lead to increased accessibility to this service by providing a pedestrian refuge. The population of Deighton is low however, so there is only potential for a limited shift to travelling by bus. The lack of current bus usage is also an indicator towards the likelihood that there will be no significant potential increase in patronage.
28. It is important to note (in order to fully assess the effects of re-prioritising this Deighton scheme) that in the context of LTP2 funding, any increase in status would have a substantial impact. For instance, the estimated cost of £250k is around £35k higher than the whole of the safety schemes 2008/9 capital programme budget and that comprises;
- Local Safety Schemes
  - Safety and Speed Management Measures
  - Danger Reduction Measures
- In order to raise the priority another scheme would have to be displaced from the programme. All of the schemes entered in the current programme are justified by higher scores than Deighton so there would (in all probability) be some opposition to re-classifying whatever it is suggested is removed.

29. The following two paragraphs explain some of the forthcoming pressures upon the capital programme;

The funding available for discretionary integrated transport projects, such as the improvements at Deighton, over the next few years is likely to be much lower as the LTP allocation reduces and match funding commitments increase. The LTP allocation is projected to fall from £3,733k in 2008/09 to £2,986k in 2010/11 as a consequence of the end of the formula transitional support. Additional funds are available from developer contributions but these are generally linked to specific schemes in the areas close to the development site. Support for some of the projects may be possible from Council resources but only if a case can be made against the Council's other priorities.

There are a number of large commitments, which have to be accommodated within the Capital Programme over the next few years. A local contribution from the LTP and CYC resources of at least 10% (£2.5m -£3m) is required for the construction phase of the Access York Park & Ride project between 2009/10 and 2011/12 in addition to the projected preparatory spend in 2008/09 of £400k. Match funding (50:50) is required for the Capital element of the Cycling Town funding which could be up to £2.0m depending on the value of the Revenue element. An additional £500k is committed as a contribution to the Hopgrove Roundabout scheme if the remaining funding is provided through the Regional Funding Allocation. The Council has committed £250k to supporting the Minister Piazza scheme from the LTP between 2009/10 and 2010/11. Schemes proposed for the Fulford Road Corridor planned to be delivered over the next 3 years mount to over £3.0m.

30. It is clear that there will be considerable competing demands on the capital funds and therefore prioritisation of the schemes to ensure that the highest value for money solutions are delivered will become more critical.
31. A key factor that is important to reinforce is that officers are not necessarily questioning the suitability of providing a safety scheme at Deighton, just that integrating any of the options examined for Deighton in previous years into the capital programme represents poor value for money. A proactive approach to tackling perceived road safety issues seems logical, however, in this case, the evidence present in the form of accident data does not imply that there is a great issue with vehicles turning right into Deighton and a pedestrian refuge would be particularly expensive to implement for the benefit of very few bus passengers.
32. To improve the safety of the junction some smaller more cost-effective measures could be implemented. Perhaps additional signage (warning of bus passengers crossing and encouraging careful driving) and improvement of sightlines through the trimming of vegetation would provide some slight benefits that, whilst not providing the scheme desired by residents, may improve matters somewhat at the junction.
33. The accident data suggests that of the three incidents in the last three years, none were related to turning right into Deighton. Two incidents concerned vehicles turning right out of the village and as such providing a right turn lane is not likely to rectify this problem. There is even a chance that a right turn lane may encourage people to pull out when (turning from Deighton towards Selby) it may not be appropriate, perhaps thinking the additional road space

offers a 'stop-gap' between the carriageways. Should a scheme be progressed by members a detailed safety audit would have to take place to address this issue.

34. Whilst the village traffic studies programme implemented some smaller schemes with lower value for money scores there exists a niche where schemes (such as this one) are desirable to implement on their own merit but have high financial implications. Therefore, the likelihood is that there will be an alternative option for the money available, which offers greater value for money. Funding this type of scheme is perhaps an issue that may need to be examined in order for a more proactive approach to rural road safety schemes to be adopted.

### **Financial Implications**

35. There will be no financial implications should members opt to retain the low priority status of the Deighton scheme. Should any works take place as a result of this report funding will be required from the capital programme.

### **Legal Implications**

36. The City of York Council, as highway authority for the area, has powers under the following Acts and associated Regulations to implement highway improvement measures: -
  - The Highways Act 1980
  - The Road Traffic Regulation Act 1984
  - The Road Traffic Act 1988

### **Human Resources (HR) and other implications**

37. There are no human resources implications associated with this report. Any scheme implemented would be required to comply with the requirements of the Disability Discrimination Act. There should be no adverse effects on crime and disorder as a result of this report.

### **Recommendations**

38. That the Executive Member for City Strategy be advised to:
  - a. Note the contents of the report;
  - b. Agree not to include a scheme in the capital programme for 2008/09 but to consider a scheme for all future programmes.



**Contact Details**

**Author:**

Tom Horner  
Transport Planning Unit

Tel No. 01904 551366

**Chief Officer Responsible for the report:**

Damon Copperthwaite  
Assistant Director of City Strategy

**Report Approved**



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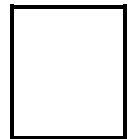
**Specialist Implications Officer(s)**

Patrick Looker  
Finance Manager, Resource & Business Management, City Strategy

**Wards Affected:**

Wheldrake

All



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

**Annexes**

**Annex A:** General Layout Plan

**Annex B:** Preferred Option Layout

**Annex C:** Consultation Responses Summary