
Decision Session
Executive Member for City Strategy

2nd November 2010

Report of the Director of City Strategy

A19 FULFORD ROAD CORRIDOR IMPROVEMENTS

SCHEME REVIEW

Summary

1. The A19 Fulford Road corridor is one of the main arteries to and from the city centre. A multi-modal transport feasibility study was carried out in 2007 and, following public consultation in early 2008, it was agreed that priority should be given to improve the central section of the corridor between Cemetery Road and Heslington Lane with minor improvements at other locations.
2. Subsequently improvement measures have been implemented as follows:
 - Traffic monitoring cameras at the Cemetery Road, Hospital Fields Road, Broadway and Heslington Lane junctions; and new traffic signal controllers and signals at the Hospital Fields Road, Broadway, and Heslington Lane junctions.
 - Improvements between Cemetery Road and Heslington Lane which have been carried out in two stages. These improvements included improved pedestrian crossing facilities; 1.25km of continuous on-road cycle lane in the northbound direction and 0.9km (in sections) in the southbound direction; a shared-use off-road facility for less confident cyclists between the Police HQ and just north of Heslington Lane; northbound bus lanes on the approaches to the Broadway and Hospital Fields Road junction (both about 140m long); and the retention of parking at key locations.
 - A pedestrian refuge island crossing on Fulford Main Street in the vicinity of the Elliot Court bus stops.
 - A 165m long northbound bus lane on Selby Road commencing at the A64 interchange.
 - Gateways on the B1222 at Naburn.
3. The report reviews each of the above and notes that, with one significant exception, they have generally been well received and have benefited various road user groups as well as local residents and businesses.

4. The report notes however that concerns have been raised about the safety of the section of Fulford Road between Hospital Fields Road and Fulford Cross, with many people calling for the removal of the recently installed bus lane. It then considers the various safety issues and concerns; discusses various options for this section of road; and seeks a decision as to the way forward for this section of the corridor.
5. The report also identifies additional improvement measures that may be required to address other issues identified in the review. It seeks agreement to carry out consultation and to advertise associated traffic orders where appropriate and to implement those measures subject to any consultation and funding.

Recommendations

6. The Executive Member for City Strategy is requested to:
 - a) Note the contents of this report and its annexes.
 - b) Advise which option or combination of measures should form the basis of the layout between Hospital Fields Road and Fulford Cross.
 - c) Agree to extend the shared-use facility on the eastern side to the Heslington Lane junction.
 - d) Agree to implement At Any Time waiting restrictions on Moorland Road, Derwent Road and St Oswald's Road in the vicinity of the crossing points.
 - e) Agree to advertise any traffic orders associated with the proposed improvements and, subject to no objections being received, the order(s) be made. Any unresolved objections to be referred to the Executive Member for consideration.
 - f) Agree to carry out further consultation as appropriate on the above in discussion with the Executive Member and respective ward councillors, and for any contentious issues to be referred back to the Executive Member for consideration.

Reason: To address safety issues and improve conditions on these parts of the corridor.

Background

7. The former Executive Members for City Strategy and Advisory Panel (City Strategy EMAP) and this Executive Member for City Strategy Decision Session (City Strategy EMDS) have previously considered a number of reports on the A19 Fulford Road corridor. These included a report to the meeting on 29th October 2007 outlining the results of a multi-modal transport feasibility study and a report to the meeting on 17th March 2008 summarising the results of the consultation and reviewing the proposals for the corridor in the light of those results. The Executive Member agreed the recommendations on how to

progress the proposed improvement measures, taking account of the consultation findings.

8. At the City Strategy EMAP meeting on 8th December 2008, members considered a report advising of progress developing the improvement proposals and the Executive Member agreed that priority should be to improve the central section of the corridor between Cemetery Road and Heslington Lane where pedestrians, cyclists and public transport users would all benefit from the proposed improvements.
9. At that meeting, and at a subsequent City Strategy EMAP meeting on 16th March 2009, the Executive Member agreed proposals for an improved traffic signal control system, including traffic monitoring cameras; improvements between Cemetery Road and Hospital Fields Road and between Hospital Fields Road and just south of St Oswald's Road; a pedestrian refuge island crossing on Fulford Main Street; a section of city-bound bus lane on Selby Road near the A64 interchange; and extensions of the 30mph zone and associated gateway treatments and improvement measures at Naburn.
10. However at the City Strategy EMAP meeting on 16th March 2009, the Executive Member agreed to defer a decision on improvement proposals for both the section of Main Street north of Heslington Lane junction and the junction itself to enable further consideration to be given to local concerns and objections and to allow discussions to be held with concerned parties as to the way forward. Subsequently at the City Strategy EMAP meeting on 7th July 2009, the Executive Member agreed to revised proposals for this section which would improve conditions along this section of the corridor whilst addressing the concerns of Fulford Parish Council and local residents.
11. Subsequently all the above improvements have been substantially completed, Stage 3 Road Safety Audits (RSAs) carried out and, in most cases, resultant issues have been addressed.
12. Although some minor schemes have been implemented at the southern end as noted above, the proposed major improvements to the southern section of the corridor have been deferred pending the commencement of the proposed Germany Beck development and the need for additional funding.
13. At the City Strategy EMAP meeting on 7th January 2009, members considered a report which advised on progress on the first stage of the Fishergate Gyratory Multi-Modal Study. The Executive Member received a further report at the City Strategy EMDS meeting on 1st June 2010 on proposed improvements to the section of corridor between Cemetery Road and Fishergate School and to the Fishergate gyratory. He agreed the proposals that should form the basis of the improvement schemes, including a 20mph speed limit fronting Fishergate and St George's Schools. These schemes, which form the basis of the improvements to the northern section of the corridor, are currently being developed to enable public consultation to take place.

Review of improvement schemes implemented to date

Traffic monitoring cameras and new traffic signal control equipment

14. Traffic monitoring cameras were installed at the Cemetery Road, Hospital Fields Road, Broadway and Heslington Lane junctions, and new traffic signal controllers installed at the Hospital Fields Road, Broadway and Heslington Lane junctions in advance of the main works commencing. New traffic signals were installed as part of the junction improvements.
15. The cameras have been very effective in allowing live management of the network, in particular during rush hours, and, together with the new traffic signal equipment, have resulted in improved conditions along the corridor. In addition the cameras are regularly used for crime and disorder purposes.
16. Work is in hand to relocate one of the signal heads and to provide a secondary filter signal at the Heslington Lane junction to address issues identified in follow up monitoring. Work is also in hand to link the signalised crossings elsewhere on the corridor to the new signal equipment on this road to further improve the management and operation of the network.
17. No additional measures are proposed at the current time along this section of the corridor.

Improvements between Cemetery Road and Hospital Fields Road

18. This was the first stage of the major improvements and comprised the following measures:
 - An improved pedestrian crossing facility near the Police HQ.
 - 1.5m wide on-road cycle lanes in both directions.
 - A short section of off-road shared-use facility on the eastern side between the exit from the Police HQ and the Hospital Fields Road junction.
 - Limited time parking bays (1 hour maximum stay) near the local shops.
 - At any time waiting restrictions to protect the cycle lanes, junctions and accesses.

The majority of this section of road was resurfaced as part of maintenance works in conjunction with the above.
19. These improvements have been well received by all parties. Cyclists now have continuous cycle lanes in both directions along this section of road and the cycle lanes are well used throughout the day. The turnover of parking spaces has improved significantly to the benefit of local businesses.
20. Improvements to the Cemetery Road junction are being considered as part of the ongoing development of proposals for the northern end of the corridor. Apart from this no additional measures are proposed at the current time.

Improvements between Hospital Fields Road and Heslington Lane

21. This was the second stage of the major improvements and comprised the following measures:

- New traffic signals at each junction including toucan and puffin crossing facilities.
 - An improved crossing facility for pedestrians and cyclists near Fulford Cross.
 - A 1.5m wide continuous cycle lane in the northbound direction, thereby creating a 1.25km long continuous cycle lane between just south of the Heslington Lane junction and just south of the Cemetery Road junction.
 - 1.5m wide discontinuous cycle lanes in the southbound direction.
 - Extending the off-road shared-use facility on the eastern side from Hospital Fields Road to just north of Heslington Lane.
 - A short section of off-road shared-use facility on the western side between Fulford Cross and Maple Grove.
 - Northbound bus lanes on the approaches to Broadway and Hospital Fields Road junctions, both about 140m long.
 - Retention of parking on parts of Fulford Main Street.
 - At any time waiting restrictions to protect the cycle lanes, junctions and accesses.
 - Improved drainage in the vicinity of crossing points at junctions.
 - Resurfacing of the section of Heslington Lane near to the junction with Fulford Main Street.
22. As part of the design process there was a review of existing and proposed statutory undertakers equipment which resulted in BT and NEDL carrying out works before the start of the main contract. Unfortunately when the contractor was carrying out works near Fulford Cross late on in the contract they uncovered a short section of gas main that was much shallower than expected. Completion of that element of the works was delayed whilst the gas board lowered / diverted the main.
23. Based on initial observations, the vast majority of pedestrian crossing movements take place where crossing facilities have been provided. Other movements are generally sporadic, although there is still evidence of people crossing between the barracks and the supermarkets.
24. Initial monitoring indicates that the on-road cycle facilities are well used as is the eastern off-road cycle facility between Hospital Fields Road and Broadway. The off-road facility south of Broadway appears to be less well used, which may be partially due to it currently terminating north of Heslington Lane. In the southbound direction where no on-road cycle lane is provided between Hospital Fields Road and Fulford Cross about half the confident cyclists appear to remain on-road whilst the remainder divert to the off-road route. Further south initial indications are that cyclists are remaining on-road, despite there being no cycle lane on the section past St Oswald's Church.
25. Bus journey time comparisons have been carried out using the Bus Operator reports programme (utilising the bus tracking equipment on a majority of the buses). Average northbound journey times in the AM peak between the bus stop in Fulford village and the bus stop near Alma Terrace were 6.8 minutes before the scheme was implemented and 5.3 minutes after the scheme was implemented, indicating an average saving of 1.5 minutes.

26. In the PM peak average southbound journey times are 4.7 minutes compared with 4.9 minutes before the scheme was implemented. This indicates that the loss of right turn lanes has not had a significant impact on bus journey times.
27. The initial modelling indicated that a bus lane between Fulford Park and Broadway would lead to a reduction in journey times of around 45 seconds in the AM peak. Subsequently the proposed bus lane was shortened to address local concerns about the loss of parking in the vicinity of Fulford Park surgery and Fulford Church. The initial monitoring indicates that AM peak bus journey times between the Fulford Church and Gimcrack bus stops have reduced by between 45 and 50 seconds. This indicates that the bus lane is helping reduce bus journey times. Further monitoring is required to assess whether there is a case to extend the bus lane as originally proposed.
28. The initial modelling also indicated that the bus lane between Fulford Cross and Hospital Fields Road should bring about savings of around 45 seconds. The initial monitoring indicates, however, that AM peak journey times between the Imphal Barracks and Alma Terrace bus stops have only reduced by around 15 seconds. One adverse impact of the new layout from the bus priority aspect, is that it is now easier for other vehicles to overtake a northbound bus waiting at the bus stop by the supermarkets compared with the previous layout.
29. As soon as the bus lane was implemented on the section between Fulford Cross and Hospital Fields Road, there were public concerns about its adverse effect on the safety and operation of the network. These concerns came from various sources including local residents; those working at the barracks; those going to and from the supermarkets; and other road-users of Fulford Road. There was also a serious accident between a pedal cyclist turning right out of the barracks and a northbound bus which added to public concerns about safety. Subsequently there have been demands from various quarters, including at the Fishergate ward committee meeting on 20 July 2010, to have the old layout re-instated.
30. The main public comments and concerns can be summarised as follows:
 - The changes have made the road more dangerous and are causing congestion.
 - The bus lane is too short, causes more problems than benefits, and should be removed.
 - Concerns about priority where bus and vehicle lanes merge.
 - Concerns about safety turning into and out of Maple Grove, the barracks, and the supermarkets car park.
 - Cyclists in particular say that the above movements are now more dangerous than before.
 - Crossing the road between the barracks and the supermarket is more difficult. Can a crossing facility be provided?
31. Whilst North Yorkshire Police were supportive of the various improvements during the development of the schemes, they have now expressed concerns that the new layout between Fulford Cross and Hospital Fields Road isn't working as originally envisaged and have similar concerns to those above.

32. When the original consultation was carried out the Army based at Imphal Barracks asked that the right turn lane into the barracks be retained in view of the number of vehicle movements in and out of the barracks. This was noted at the time the decision was made to provide the bus lane. They also expressed concerns about restricted sightlines at their main entrance due to their boundary walls and the large trees either side of their main access, in particular the one on the north side, which in turn have safety implications.
33. The Army have expressed concerns that the new layout is having an adverse effect on the safety and operation of their main entrance. In addition to the sightline issues above, they report that left and right turns in and out are now far more difficult. This is particularly true for large vehicles turning left into and out of the barracks that now have to swing out into the northbound lane to carry out the manoeuvre, and for cyclists turning right into or out of the barracks.
34. There have only been a few public comments about other elements of the scheme, many of which were snagging list issues that have been or are being resolved. The main concerns relate to the shared-use routes including the need to improve signing and complaints that some cyclists travel too fast. The issue of inadequate signing is being addressed by the relocation of some signs and the provision of additional signs, mainly on timber bollards, at appropriate locations.
35. A Stage 3 Road Safety Audit (RSA) was carried out on the substantially completed scheme. Whilst a large proportion of the issues raised have been or are being addressed, the following issues require further consideration:
 - Concerns about the adverse safety implications of the bus lane between Fulford Cross and Hospital Fields Road on movements into and out of the side roads and major accesses, in particular the Aldi / Iceland car park. The RSA recommends that the bus lane is removed and turning lanes re-provisioned.
 - Driver misinterpretation of the new road layout resulting in dangerous manoeuvres. The RSA recommends either removing the bus lane and providing appropriate right turn lanes or providing additional arrow markings to highlight the correct lane usage to drivers. The latter is in hand.
 - Concerns about the lack of continuity of facilities for southbound cyclists. The RSA recommends providing a continuous southbound on-road cycle lane between Hospital Fields Road and Heslington Lane.
 - Concerns about restricted visibility at the crossing of some side roads (namely Moorland Road, Derwent Road, and St Oswald's Road) as a result of vehicles parking close to the crossing point. The RSA recommends extending the double yellow lines by an appropriate amount.
 - Concerns about the long crossing distance at the bell-mouth to Fulford Park. The RSA recommends that the kerb lines on Fulford Park are built out to reduce the crossing length.
36. Cycling England carried out an audit when the works were well advanced. They noted that "the scheme is a good example of 'parallel provision' providing on-road facilities for more experienced, confident cyclists and off-road facilities for less experienced cyclists (as requested at public consultation)." They did however express concerns about the following issues:

- The southbound cycle lane is discontinuous over two sections and connections have been provided to the adjacent off-road shared-use route. However cyclists have to give way at the main barracks entrance.
- The shared-use facility on the eastern side is discontinued 45m north of Heslington Lane creating a gap in provision for the less experienced target users of this facility.
- There is no facility to access the shared-use route from Heslington Lane or from Fulford Road in a northbound direction.

37. Based on the above the following issues need to be addressed:

- Review the road layout between Hospital Fields Road and Fulford Cross with particular regard to operational and safety issues related to the bus lane.
- Lack of continuous on-road cycle facilities in the southbound direction.
- Off-road shared-use facilities.
- Parking on side roads near crossing points.
- Excessive crossing width at the access to Fulford Park.

These will be considered and addressed in the next sections of the report.

Pedestrian refuge island crossing on Fulford Main Street

38. This involved the provision of a pedestrian refuge island crossing in the vicinity of the Elliot Court bus stops to help pedestrians to cross this busy section of Fulford Main Street.
39. The scheme was initially installed without the proposed waiting restrictions following local objections when the traffic order was advertised. However following repeated instances of vehicles causing obstruction by parking too close to the island, approval was given to implement the waiting restrictions.
40. The refuge island crossing is serving its intended purpose with many using it not just to cross to and from the bus stops. The waiting restrictions have had the desired effect in keeping the road in the vicinity clear of parked vehicles.
41. Fulford Parish Council are keen to see minimal changes to Fulford Main Street and no additional measures are proposed at the current time.

Bus Lane on Selby Road

42. This was a low-cost scheme implemented in advance of any major improvements to the southern section of the corridor. It involved the removal of the hatched marking from the outer lane on the dualled section of the A19 between the A64 roundabout and the start of the housing on Selby Road to enable it to be used by vehicles and converting the inner lane to a bus lane.
43. This bus lane has benefited local and school bus services when congestion extends back to the A64 interchange, albeit there are off-peak periods when some buses do not use the bus lane when it offers no benefits.
44. The multi-modal study identified that bus priority measures at the southern end of the corridor are key to the operation of the corridor. The additional measures required are currently linked to the proposed Germany Beck development and

to other major improvements which are currently on hold and would be implemented as and when funding permits.

Gateways on the B1222 at Naburn

45. This involved relocating both ends of the 30mph zone through Naburn and providing improved gateway signing to make the signs more conspicuous and to reduce reports of speeding through the village, in particular with the prospect of more people using the B1222 to avoid queues on the A19 at the A64 interchange.
46. Since the scheme has been implemented complaints of speeding have dropped so the scheme would appear to be having its desired effect. In addition associated works together with planting carried out by Naburn Parish Council have significantly improved the northern approach to the village.
47. No further works to the gateways are proposed. Local concerns about the narrow footway across Howden Dyke are being considered as part of a separate scheme independent of the Fulford Road corridor improvements.

Hospital Fields Road to Fulford Cross

Issues to be addressed

48. As noted earlier, the following are the main issues affecting this section of the corridor that need to be addressed:
 - Safety concerns identified in the Stage 3 RSA and the recommendation that the bus lane is removed and the right turn lanes re-instated.
 - Public concerns that the changes have made the road more dangerous and are causing congestion.
 - Concerns about the significant difficulties and resultant safety issues for motorists and cyclists turning right into and out of Maple Grove, the barracks, and the Aldi / Iceland car park.
 - Some motorists misinterpreting the new road layout.
 - Lack of continuity of facilities for southbound cyclists.
 - Public comments that the bus lane is too short, causes more problems than benefits, and should be removed.
 - Public concerns about priority where bus and vehicle lanes merge.
 - Public concerns about delays and additional queues resulting from the removal of the right turn lanes.
 - Whether a crossing facility can be provided to help those pedestrians who want to cross near the barracks / supermarkets.
 - Concerns raised by the Army based at Imphal Barracks.

Options

49. **Option 1** is to retain the existing scheme with minor amendments which in effect would be a few additional lane arrows to highlight correct lane usage.
50. This is, in effect, is the do nothing option.

51. This is the only option that retains bus priority measures north of Broadway and would therefore be the preferred option should it be considered that the retention of the bus lane is the overriding factor. However whilst this option retains bus priority measures it does little to address the safety concerns raised by the public and in the RSA.
52. **Option 2** is to remove the bus lane and revert back to the previous layout whilst retaining the new northbound cycle lane as shown on the plan in **Annex A**.
53. The road widening carried out as part of the improvements enables the northbound cycle lane to be retained. 3.0m wide lanes would be provided for northbound and southbound traffic, whilst a central hatched / right turn area would be provided with right turn lanes in the order of 3.0m wide.
54. This option would result in there being no bus priority measures north of Broadway, with little scope to provide additional bus priority measures on the northern section of the corridor.
55. It provides improved facilities for right turns which in turn significantly addresses the main safety concerns raised by the public and in the RSA as well as public concerns about delays caused by right turning vehicles. It provides limited protection, with central hatching, for pedestrians crossing away from the formal crossing points. There is however the potential for southbound on-road cyclists to be clipped by passing vehicles, in particular adjacent to a central hatched area which accommodates a significant volume of right turning vehicles. In addition larger vehicles turning left into and out of the barracks would need to encroach into the central area.
56. **Option 2A** is similar to **Option 2** but with an additional pedestrian refuge island crossing, primarily to cater for crossing movements between the barracks and the supermarkets.
57. **Annex B** shows the refuge island located as near as possible to the desire lines, which results in shorter right turn lanes. Whilst this would benefit pedestrians, it could lead to vehicles not being able to access the reduced length right turn lanes, increasing the risk of delays and the likelihood of shunts.
58. An alternative location for the island would be between the barracks entrance and Maple Grove. Whilst this would not affect the right turn lanes, and hence should not lead to delays or shunts, it may result in less people crossing at the island and more crossing in the shadow of the island.
59. A further alternative would be to locate the island south of the supermarkets access in the immediate vicinity of the bus stops. This would make it difficult to overtake a stopped bus, however there are potential safety issues which would require further consideration.
60. **Option 2A** could be considered as a follow-on from **Option 2** as further discussions, surveys and evaluation would be required to decide if and where the island should be provided.

61. **Option 3** is to remove the bus lane and to reallocate the available road space to extend the southbound on-road cycle lane as shown on the plan in **Annex C**.
62. 3.0m wide lanes would be provided for northbound and southbound traffic, as for **Option 2**, but the right turn lanes would be narrower and may not be able to fully accommodate some vehicles. The width of the southbound cycle lane may need to be limited to 1.3m in full or in part if right turn lanes of at least 2.0m are to be provided.
63. In this option the southbound cycle lane ends at the bus stop near Fulford Cross as there is insufficient width to continue it past the refuge island in its current position without widening into the verge. The provision of this cycle lane may go some way to reducing the number of high-speed cyclists on the off-road route and hence potential conflict where the path crosses the main access to the barracks.
64. This option would also result in there being no bus priority measures north of Broadway, with little scope to provide additional bus priority measures on the northern section of the corridor.
65. It provides improved facilities for right turns, albeit at reduced width, which goes some way to addressing the main safety concerns raised by the public and in the RSA as well as public concerns about delays caused by right turning vehicles. It provides limited protection, with central hatching, for pedestrians crossing away from the formal crossing points. There is however the risk of cyclists being clipped by passing vehicles due to narrow cycle / right turn lanes. This option should make left turns into and out of the barracks easier.
66. **Option 3A** is similar to **Option 3** but with continuous cycle lanes in both directions as shown on the plan in **Annex D**.
67. This would require the recently reconstructed refuge island near Fulford Cross to be moved westwards to provide equal clearance on either side. The clearances without additional widening would be in the order of 4.4m, similar to what has been provided at the island to the north near the Police HQ.
68. A further variation on **Option 3** and **Option 3A** is to provide an additional pedestrian refuge island, as discussed under **Option 2A** above. This should be considered as a follow on from **Option 3** or **Option 3A** as further discussions, surveys and evaluation would be required to decide if and where the island should be provided.
69. Consideration has been given to other options which retain the bus lane, including combining the northbound bus and cycle lanes; re-locating the northbound cyclists onto the adjacent footway; and carrying out additional widening works. The re-allocation of road space would do little to address the main issues and concerns as, at best, it only frees-up an additional 1.5m width whilst resulting in potential reduction in facilities for cyclists and increased conflict with pedestrians. Any widening works are likely to require statutory undertakers services to be diverted which in turn would make them expensive and extremely difficult to justify.

Consultation

70. The bus operators have been consulted and the companies responding to date are largely supportive of **Option 1**.
- **First York** consider that **Option 1** is the way forward, to retain the bus lane with some additional arrow markings.
 - **Transdev** consider that, as the scheme has only recently been completed, it would be advantageous to carry out further observations and data collection before any decision is made to remove the bus lane.
 - **Arriva Yorkshire** note that it has taken a long time and a lot of effort to get bus priority measures introduced along this corridor. They are therefore reluctant to accept the removal of any bus priority measures that will impact on the current bus reliability or measures that are in place to assist journey times as traffic congestion increases in the future.
71. As noted earlier in this report there were strong demands at the Fishergate ward committee meeting on 20 July 2010 to have the old layout re-instated. The above options were discussed at the recent Fishergate ward committee meeting on 19 October 2010. There was overwhelming opposition to **Option 1** and strong support for changes. From comments made at the meeting it appeared that many people favoured **Option 3A**, with further consideration given to an additional crossing, however those attending were asked to let their ward councillors or officers know their views in advance of this EMDS meeting. Any additional feedback will be reported to this meeting.
72. A meeting was held with the Army on 19 October 2010 to discuss their concerns and the potential options. As noted earlier in the report they have significant concerns about the current layout. They consider that the provision of a few additional markings as per **Option 1** would not address those concerns. Their preference is for **Option 3A** as this best addresses many of their concerns, including encouraging high speed cyclists to remain on-road thereby reducing the risk of conflict where the off-road route crosses their main entrance. They requested that a KEEP CLEAR marking be painted across their access to avoid it being obstructed when there are outbound queues. They also asked that further consideration be given to an additional pedestrian crossing facility as a possible follow-on measure.
73. The Army are still concerned about the adverse effect the large tree to the north has on visibility at their main access and would like it removed. This is a very mature tree in the Conservation Area and further discussions will be required with the Conservation Section.
74. As noted earlier in this report North Yorkshire Police also have concerns about the current layout. They consider that the minor changes in **Option 1** would do little to address many of their concerns. Their preference is for **Option 3A** which they consider best addresses their concerns. They also consider that the provision of an additional refuge island crossing should be subject to further discussions, analysis and consultation.

Recommendation

75. To advise which option or combination of measures should form the basis of the layout between Hospital Fields Road and Fulford Cross.

Other Issues requiring further consideration

Lack of continuous southbound on-road cycle facility

76. The Stage 3 RSA expressed concerns that the southbound on-road cycle facility is discontinuous and recommends providing a continuous on-road southbound cycle lane between Hospital Fields Road and Heslington Lane.
77. Cycling England also carried out an audit of cycle facilities on Fulford Road at the same time as they reviewed other cycle facilities in York. They were very impressed by our aims to provide on-road facilities for confident cyclists and off-road facilities for less confident cyclists where space permits. They did however express concerns that the southbound route was discontinuous, in particular as the alternative off-road route did not have priority at side roads and major accesses.
78. There are two sections where southbound on-road cycle facilities have not been provided. It should be noted that, on both sections, there are connections to and from the adjacent off-road shared-use route.
79. The first location is between Hospital Fields Road and just south of Fulford Cross where the provision of a northbound bus lane and cycle lane does not leave space for a southbound cycle lane. The provision of an extended or continuous cycle lane on that section is dependent on which option is chosen for that section, as discussed in the previous section of this report.
80. The other location is on Fulford Main Street in the vicinity of St Oswald's Road. The decision to omit the cycle lane over that section was made at the City Strategy EMDS meeting on 7th July 2009 when it was decided to retain parking in the vicinity of the church to address local concerns. Initial monitoring indicates that there is not a need to review that decision at the present time.

Recommendations

81. To note that the provision of a continuous or extended southbound on-road cycle facility between Hospital Fields Road and Broadway depends on which option is chosen for the Hospital Fields Road to Fulford Cross section.
82. To note the decision at the City Strategy EMDS meeting on 7th July 2009 to retain parking in the vicinity of St Oswald's Church to address local concerns, which in turn prevents the provision of a continuous on-road facility on that section of Fulford Main Street.

Off-road shared use facilities for cyclists

83. During public consultation on the improvement strategy there was strong public support for off-road facilities for less confident cyclists, in addition to any on-road facilities. As a result off-road shared-use facilities have been provided on

the east side between the Police HQ and a point about 45m north of Heslington Lane and on the west side between Fulford Cross and Maple Grove. The refuge island crossing near Fulford Cross has been upgraded to provide a link between the two.

84. As a result of early monitoring, which indicated that some of the public were unsure which sections cyclists could use, the locations of some of the signs have been revised and additional signing is being provided, in particular between Broadway and Heslington Lane.
85. As noted above the southern end is currently approximately 45m north of Heslington Lane. Although there is a link to the on-road cycle lane, which provides benefits to southbound cyclists, there are no direct connections in the northbound direction. Concerns have been raised about the lack of connectivity at the southern end.
86. It would be relatively easy to extend the shared-use section so that it starts / ends just north of Heslington Lane at the Main Street crossing. This would require widening a 30m length of footway to match the widths to the north. It would not however be possible to provide specific facilities to assist cyclists to get directly to and from Heslington Lane, due to the narrow footway widths on Heslington Lane.
87. The improved link may also help to encourage more children to cycle to and from nearby schools.

Recommendation

88. To agree to extend the shared-use facility on the eastern side a further 30m to the Heslington Lane junction to provide a continuous facility subject to the outcome of any local consultation.

Parking on side roads near crossing points

89. The improvements have included At Any Time (AAT) waiting restrictions along most of Fulford Road and Fulford Main Street, with the exception of those sections where it was agreed that parking should be retained. Whilst some traffic orders include sections of side roads others only cover the main roads. As a result there are some side road crossings where vehicles can park up to the crossing point.
90. The RSA has expressed concerns about restricted visibility at the side road crossings of Moorland Road, Derwent Road and St Oswald's Road as a result of vehicles parking close to the crossing point. The RSA recommends extending the double yellow lines into those side roads to improve inter-visibility.
91. Our own observations indicate that some vehicles do park up to the crossing point making it difficult for anybody about to cross from seeing or been seen by approaching motorists. In addition there have been some complaints from the public on this issue.

92. This in turn would require traffic orders to be advertised to give the public a chance to object. The loss of any parking on St Oswald's Road in particular is likely to be contentious due to the recent loss of parking on the main road and limited spaces on St Oswald's Road.

Recommendation

93. To agree to implement At Any Time waiting restrictions on Moorland Road, Derwent Road and St Oswald's Road in the vicinity of the crossing points, subject to the outcome of any local consultation and the advertising of an appropriate traffic order.

Excessive crossing width at access to Fulford Park

94. The original scheme proposals included building out the kerb lines at the entrance to Fulford Park to reduce the crossing distance to improve safety. However when public consultation was carried out there were strong local objections and subsequently at the City Strategy EMDS meeting on 7 July 2009 the decision was made to retain the wide entrance to address local concerns.
95. The Stage 3 RSA has again expressed concerns about the long crossing distance and recommended to build out the kerb lines as originally proposed.
96. Although the crossing distance at the entrance to Fulford Park is significantly longer than at other side roads, to date we have not received any complaints or concerns from users of this facility. As such, in view of previous objections to any alterations, it would be appropriate to continue to monitor this and to consider appropriate action if and when the need arises.

Recommendation

97. To note the decision at the City Strategy EMDS meeting on 7 July 2009 to retain the wide entrance to Fulford Park to address local concerns and to keep this under review.

Consultation

98. There would be a need to advertise the traffic orders associated with the proposed At Any Time waiting restrictions. The need for and extent of public consultation on the above would be agreed in discussion with the Executive Member and respective ward councillors.

Implementation

99. Implementation would be subject to the decisions at this meeting and the outcome of any subsequent consultation and / or advertising of traffic orders. It would be practical to implement any of the above in this financial year (2010/11) subject to funding.

Corporate Priorities

100. The improvement strategy for the Fulford Road corridor contributes to the following elements of the new Corporate Strategy:

- **Thriving City** – The improvements to the sustainable transport network along the corridor will assist the economy by reducing the impact of congestion.
- **Sustainable City** – The provision of improved pedestrian and cycling facilities encourages the use of more sustainable modes of transport and reduces the impact on the environment. Where appropriate and practical the quality of the local environment and the condition of the road and footways has been improved.
- **Safer City** – The improvements aim to improve safety, in particular for vulnerable road users such as pedestrians and cyclists. The traffic monitoring cameras are also used for crime and disorder purposes as and when required.
- **Inclusive City** – The improvements should encourage more walking, cycling and use of public transport. Improved footways and crossing facilities will benefit the young and the elderly as well as the mobility and visually impaired.
- **Healthy City** – The proposals will help with improving the health and lifestyles of the people who live in York by providing facilities to encourage walking and cycling and by helping to reduce air pollution in key areas, as well as improving the actual and perceived condition of the city's streets.

Implications

This report has the following implications:

- **Financial**

101. The estimated costs of the additional works identified in this report are as follows. These include an allowance for fees however these depend on the extent and outcome of any consultation:

Hospital Fields Road to Fulford Cross – Option 2	£10k
Hospital Fields Road to Fulford Cross – Option 3	£10k
Hospital Fields Road to Fulford Cross – Option 3A	£15k
Additional pedestrian refuge island crossing near the barracks	£10k
Extension of off-road shared-use facility to Heslington Lane	£5k
Waiting restrictions at side road crossings	£2k

102. There may be a need for some additional funding to the Fulford Road corridor improvements to enable these to be implemented in 2010/11.

- **Human Resources**

103. There are no human resources implications.

- **Equalities**

104. The proposed measures will benefit vulnerable road users such as pedestrians and cyclists. In particular improved footways and crossing facilities will benefit the young and the elderly as well as the mobility and visually impaired.

- **Legal**

105. The City of York Council, as highway authority for the area, has powers under the following Acts and associated Regulations to implement improvements to the highway and any associated measures:

- The Highways Act 1980
- The Road Traffic Regulation Act 1984
- The Road Traffic Act 1988

106. Approval is sought to advertise any traffic orders associated with the proposed improvement schemes. These are currently envisaged to involve some amendments to existing waiting restrictions and existing Bus Lanes.

- **Crime and Disorder**

107. Where practical and appropriate the proposed improvements include measures to enhance the safety of all road users, in particular vulnerable users such as pedestrians and cyclists, as well as minimising the risks of crime.

108. The Police Headquarters are located on this corridor. The Police are a key stakeholder in this project and were regularly consulted as the individual schemes were developed to ensure that their ability to respond to incidents in York is not compromised.

- **Information Technology**

109. There are no IT implications.

- **Property**

110. There are no property implications.

Risk Management

111. The following risks have been identified which could affect the cost, programming, and / or implementation of the proposed improvements.

- Issues raised during public consultation or advertising of traffic orders which could require the proposals to be reviewed and revised.
- Risks arising from the detailed design which could affect the costs.
- Risk of the construction works having an impact on the transport network.

112. Project management procedures will be put in place to manage and control these risks. The implementation phasing and programme will be developed to minimise the disruption to the public and to take account of other planned works on the network.
113. Any significant issues which would affect the proposed schemes, or the budget or programming of those schemes, will be reported back to the Executive Member.

Member comments

114. Fishergate ward councillors have expressed concerns about the safety of the bus lane between Fulford Cross and Hospital Fields Road. Their formal comments on the proposals and those of other affected ward councillors and representatives of the other political parties are being sought and will be reported to the meeting.

Contact Details

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Report Approved



Date 20.10.10

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Wards Affected: Fishergate, Fulford and Wheldrake

All

For further information please contact the author of the report

Background Papers:

Fulford Road corridor report
A19 Fulford Road corridor update
A19 Fulford Road corridor update
A19 Fulford Road corridor update
A19 Fulford Road corridor update

City Strategy EMAP – 29 October 2007
City Strategy EMAP – 17 March 2008
City Strategy EMAP – 8 December 2008
City Strategy EMAP – 16 March 2009
City Strategy EMDS – 7 July 2009

Annexes

Annex A Option 2
Annex B Option 2A
Annex C Option 3
Annex D Option 3A