
**Decision Session –
Executive Member for City Strategy**

5th January 2010

Report of the Director of City Strategy

**A19 FULFORD ROAD CORRIDOR IMPROVEMENTS -
CONSIDERATION OF A PETITION**

Summary

1. The purpose of this report is to:
 - Consider a petition presented to Full Council on 3rd December 2009 regarding the proposed improvements at the northern end of Main Street Fulford.
 - Respond to the issues raised in the petition.
 - Seek a decision as to if and how the proposed scheme should be amended to address the issues raised in the petition.

Recommendations

2. The Executive Member for City Strategy is requested to:
 - a) Note the contents of this report.
 - b) Advise which of the following should be adopted for the entrance to Fulford Park:
 - Option 1 is to retain the existing layout but provide dropped kerb tactile crossings on or close to the pedestrian desire lines as shown on **Annex A**.
 - Option 2 is to amend the scheme as originally proposed to cater for the needs of pedestrians whilst still maintaining suitable vehicular access.
 - c) Agree to the amended areas of green surfacing as shown on the plan at **Annex A** and note that the double yellow lines are a key element of the scheme.
 - d) Agree to advise Fulford Parish Council that they should either accept one of the standard design shelters to replace the existing shelter at the Fulford

Park bus stop or use their own / ward committee funding to refurbish the existing shelter.

Reason: To improve conditions along this section of the corridor whilst addressing the concerns of Councillor Keith Aspden and local residents.

Petition

3. I / we the undersigned support Councillor Keith Aspden's Fulford Road petition:
 - (1) Council officers are still looking to narrow the entrance to Fulford Park. They say it is to improve access for pedestrians, but in reality this will only save seconds of walking time, whilst making it difficult for cars entering and exiting onto Main Street. Local councillor Keith Aspden agrees with you that this money could be much better spent on other schemes.
 - (2) The scheme will see a variety of bus, cycle and pedestrian improvements, but this may mean more coloured markings on parts of Main Street. As this is part of Fulford Conservation Area, we are keen to only use coloured markings where needed, and then to use pale colours that are suitable.
 - (3) The Council originally offered funding to support refurbishment of the bus shelter outside Connaught Court. This is no longer part of the scheme, but why not spend some of the money that it will cost to narrow Fulford Road on a contribution to an improved bus shelter?

The petition has been signed by 48 residents of 27 households in the immediate area of the proposed improvements.

Background

4. The former Executive Members for City Strategy and Advisory Panel (EMAP) 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.
5. Further reports advising of the progress in developing improvement proposals for the corridor were considered at the EMAP meetings on 8th December 2008 and 16th March 2009. However in view of continuing concerns raised by Fulford Parish Council and some local residents, the approvals given at those meetings excluded the Fulford Main Street (North) and Heslington Lane junction elements.

6. Further consideration was given to those local concerns and objections and discussions held with concerned parties to try to agree the way forward. The Executive Member for City Strategy Decision Session (EMDS) meeting on 7th July 2009 considered a report specifically relating to the above elements of the proposed corridor improvements. The Executive Member agreed which of the options should form the basis for the improvements to Fulford Main Street north of the Heslington Lane junction and the improvements to Heslington Lane junction itself. The Executive Member also requested that officers use delegated powers to make further minor changes to the layouts with the aim of satisfying, as far as possible, any outstanding concerns raised by ward members.
7. Approval was given at a subsequent Officer in Consultation (OIC) meeting on 22nd September 2009 to delete the previously proposed out-bound bus and cycle lane between Fulford Cross and Broadway and to provide a 1.5m wide out-bound on-road cycle lane in its place.

Entrance to Fulford Park

8. Fulford Park is a small relatively modern estate on the western side of Main Street just to the north of the Heslington Lane junction. Any pedestrians proceeding along the western side of Main Street, including those going to and from the nearby city-bound bus stop, have to cross its vehicular access. In addition to serving local residents, this bus stop also serves Fulford School and St Oswald's School, which are both, located off Heslington Lane.
9. There are no dropped kerbs or tactile paving to assist the mobility or visually impaired at this location. The entrance is considerably wider than other similar side roads along the corridor and, as a result, the crossing distance on or close to the pedestrian desire line is significantly larger than at other similar locations along the corridor, as noted below.

Side Road	Pedestrian Crossing Distance
Fulford Park	12m
St Oswald's Road	7.5m
Derwent Road	5m
Moorland Road	6m
Fulford Cross	5m
Maple Grove	6m
Wenlock Terrace	8m
Kilburn Road	5m

10. The existing excessive crossing distance was identified in a Stage 1 Road Safety Audit and this was taken into account when preparing the detailed scheme for public consultation. By providing 6m radii at the entrance to Fulford Park, rather than the existing 10m, the crossing distance on the desire line can be reduced to 8m. This would significantly benefit pedestrians and provide a safer route to nearby bus stop and schools. There would still be a suitable width for vehicular access, albeit not allowing two vehicles to exit at the same time as with the present arrangement.

11. The scheme proposals have been amended, pending the decision of this meeting, to retain the existing layout but provide a dropped kerb crossing with tactile paving about 2m back from the give way line.

Consultation

12. As noted in the petition the residents of Fulford Park and the ward councillor object to the narrowing. Officers have offered to lessen the extent of the proposed narrowing but this would still be unacceptable to the residents.
13. The North Yorkshire Police share the concerns of officers and consultants about the existing crossing distance, in particular as it is on the pedestrian route between Fulford School and a nearby bus stop. They strongly support narrowing to a similar standard to other residential roads on the corridor on safety grounds.

Options

14. **Option 1** is to retain the existing layout but provide dropped kerb tactile crossings on or close to the pedestrian desire lines. This is the option that would address the concerns of the local residents and is supported by the ward councillor.
15. **Option 2** is to amend the scheme as originally proposed to cater for the needs of pedestrians whilst still maintaining suitable vehicular access. This is the option that best meets the needs of pedestrians and is in line with other similar accesses along the corridor.

Recommendation

16. The Executive Member is asked to advise which option should be adopted for the entrance to Fulford Park:
 - Option 1 is to retain the existing layout but provide dropped kerb tactile crossings on or close to the pedestrian desire lines.
 - Option 2 is to amend the scheme as originally proposed to cater for the needs of pedestrians whilst still maintaining suitable vehicular access.

Coloured markings

17. A large proportion of the Fulford Road corridor lies within either the Fulford or Fulford Road conservation areas. As such minimising any adverse impact on the conservation areas has been a key issue and the council's conservation team have been involved from the outset.
18. Green anti-skid surfacing is being provided on the cycle lanes at key locations where cyclists would be most at risk, for example in the vicinity of signalised junctions; across side roads; and in areas where parking is permitted. Some sections of coloured surfacing have been joined up to try to avoid a patchwork quilt appearance. The actual colour used in York is Fern Green, which was

chosen in consultation with the council's conservation section to take account of the many areas within the city with conservation or similar status.

19. The extent of green surfacing has increased from that initially envisaged, however this is primarily due to the request from the parish council and local residents to retain a section of parking on the western side. Whereas previously the city-bound cycle lane would have had the protection of a bus lane and not required green surfacing, it now moves away from the kerb to pass parked vehicles and needs the additional green surfacing for safety reasons.
20. Having further reviewed the proposals two locations have been identified where previously proposed green surfacing could be deleted. The first is to omit green surfacing from the short out-bound cycle lane on Main Street just south of the Heslington Lane junction. The second is to shorten the proposed city-bound cycle on Main Street on the approach to the Heslington Lane junction so that it will commence just south of the access to Fenwick's Terrace. These will reduce the amount of green surfacing by about 65 square metres.
21. The double yellow lines are a key element of the scheme and without these there would be a significant risk that the scheme would fail. The need for "at any time" waiting restrictions and associated markings has been clearly spelt out from the outset. The only locations where double yellow lines will not be provided are at those locations where, following objections to the loss of parking, it was agreed that parking would continue to be permitted. These are on the western side along most of the frontage to Connaught Court and on the eastern side fronting 3 to 11 Main Street.
22. It should be noted that there are several existing "KEEP CLEAR" markings on this section of the corridor which have an adverse visual impact. We have however retained these as we understand they have been provided in the past following concerns from local residents and there would be objections from local residents, including some of the petitioners, if these were to be removed.
23. In addition the current proposals do not include yellow box markings at the signalised junctions as it is intended to give motorists an opportunity to let the junctions work without them. There may however be a need to consider them if queuing traffic affects the safe and efficient operation of the junctions.
24. The revised proposals are shown on the plan at **Annex A**.

Consultation

25. There has been extensive consultation with residents during all stages in the development of the improvement proposals including the advertising of traffic orders for waiting restrictions associated with the proposed double yellow lines. Issues raised have, where appropriate, been addressed in previous reports.

Options

26. **Option 1** is to agree to the amended areas of green surfacing as shown on the plan at **Annex A** and note that the double yellow lines are a key element of the scheme. This is the recommended option

27. **Option 2** is to delete green surfacing from this section of the scheme. As this would have a serious adverse effect on safety and could discourage people from cycling this option is not recommended.

Recommendation

28. Agree to the amended areas of green surfacing as shown on the plan at **Annex A** and note that the double yellow lines are a key element of the scheme.

Bus shelter near Fulford Park

29. The existing wooden bus shelter is the responsibility of Fulford Parish Council and is on an inset piece of land at the back of the footway which is not adopted highway. The scheme consultation documents showed it as being demolished and upgraded with a new glazed shelter, subject to approval from the Parish Council.
30. We have offered to replace it with either of the two standard types of shelter that have been provided elsewhere in the conservation areas along the Fulford Road corridor and in conservation areas elsewhere, however the parish council considered these to be unacceptable. Some parish councillors questioned the need to do anything with the bus shelter. As a result the replacement of the existing shelter does not form part of the existing proposed improvement.
31. The onus now lies with the parish council to decide what it wants to do. They either accept one of the standard designs or they use their own funds / ward committee funding to refurbish the shelter. However any refurbishment to the existing shelter would best be carried out outside of and after the main improvement contract.

Consultation

32. As noted above discussions have been held with the parish council who, up to now, have rejected the proposal to demolish the existing shelter and replace it with a standard shelter.

Options

33. **Option 1** is to replace the existing shelter with a standard shelter as initially envisaged. However in view of the parish council's previous objections this option is not recommended
34. **Option 2** is to advise Fulford Parish Council that they should either accept one of the standard design shelters to replace the existing shelter or use their own / ward committee funding to refurbish the existing shelter.

Recommendation

35. Agree to advise Fulford Parish Council that they should either accept one of the standard design shelters to replace the existing shelter at the Fulford Park bus stop or use their own / ward committee funding to refurbish the existing shelter.

Implementation

36. The first stage of improvements along the corridor, including the improvements between Cemetery Road and Hospital Fields Road, were implemented earlier this year (2009). It is expected to shortly appoint a contractor to carry out the improvements between Hospital Fields Road and Heslington Lane and that works will commence in mid / late January 2010.

Corporate Priorities

37. The proposed improvements to the Fulford Road corridor will contribute 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 together with bus priority measures will encourage the use of more sustainable modes of transport and reduce the impact on the environment.
 - **Safer City** – The improvements will aim to improve safety, in particular for vulnerable road users such as pedestrians and cyclists. However omitting green surfacing and not reducing crossing distances, as suggested by the petitioners, would have an adverse effect on safety.
 - **Inclusive City** – The improvements should encourage more walking, cycling and use of public transport. Improved crossing facilities will benefit the young and the elderly as well as the mobility and visually impaired, whilst more reliable public transport services will benefit non-car owners who tend to be low-income families or the elderly. However any benefits will be reduced if the suggestions of the petitioners are adopted.
 - **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**
38. There is currently £950k within the Transport Capital Programme for 2009/10 allocated to the A19 Fulford Road corridor improvements of which £800k is earmarked for the Hospital Fields Road to Heslington Lane improvement scheme.
- **Human Resources**

39. There are no human resources implications.

- **Equalities**

40. The proposed measures along the corridor will benefit vulnerable road users such as pedestrians and cyclists. In particular improved crossing facilities will benefit the young and the elderly as well as the mobility and visually impaired, whilst more reliable public transport services will benefit non-car owners who tend to be low-income families or the elderly. However omitting green surfacing and not reducing the crossing distance at the entrance to Fulford Park, as suggested by the petitioners, would reduce the benefits.

- **Legal**

41. 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

- **Crime and Disorder**

42. 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.

- **Information Technology**

43. There are no IT implications at the current time.

- **Property**

44. The land on which the existing Fulford Park bus is located is not public highway.

Risk Management

45. The risks identified in previous reports have and will continue to be managed using standard project management procedures. The risks associated with the recommendations of this report do not significantly affect the overall risks of the project.

Member comments

46. As noted above the petition has been raised and presented by Cllr Keith Aspden, the Fulford ward member.

47. As the petition has only recently been received it has not been possible to obtain comments from Cllr Ruth Potter, spokesperson for the Labour group, Cllr

Ian Gillies, leader of the Conservative group, or Cllr Andy D'Agorne, leader of the Green group. Any comments received will either be included in the Annex of additional comments when the agenda is republished or reported to the meeting.

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Report Approved



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Wards Affected: Fulford

All

For further information please contact the author of the report

Background Papers:

Fulford Road corridor report	City Strategy EMAP – 29 October 2007
A19 Fulford Road corridor update	City Strategy EMAP – 17 March 2008
A19 Fulford Road corridor update	City Strategy EMAP – 8 December 2008
A19 Fulford Road corridor update	City Strategy EMAP – 16 March 2009
A19 Fulford Road corridor update	City Strategy EMDS – 7 July 2009
A19 Fulford Road corridor improvements	City Strategy OIC – 22 September 2009

Annexes

Annex A Revised general arrangement drawing