

**Decision Session – Cabinet Member for City
and Environmental Services**

12 April 2012

Report of the Director of City and Environmental Services

**Access York Highway Works - Consultation Results and Detailed
Design**

Summary

1. Expanding Park and Ride Services is a key priority identified in the Council Plan under the theme of 'Get York Moving'. This report provides the results of the consultation and proposed responses to the planned improvements to the highway network for the Poppleton Bar and Askham Bar Park & Ride sites. It also updates the Cabinet Member on the changes which have been made to address issues identified during the outline design period. The report recommends that the amended scheme layouts should be approved to enable the scheme to be tendered in the summer/autumn of this year.
2. The consultation leaflets and layout drawings are provided in Annexes 1 and 2. Analysis of the main consultation comments is included in Annex 3. The proposed layout drawings identifying amendments made as a result of the consultation and to be used as a basis for the detailed design, are provided in Annex 4.

Recommendations

3. The Cabinet Member is recommended to:
 - Note the comments raised by the public, Councillors and interested organisations.
 - Note the Officer's response to the comments and the proposed amendments to the designs.
 - Approve the further design development of the schemes in line with the amended layouts included in Annex 4 to enable the

project to be tendered in Summer/Autumn 2012 and be constructed in 2013/14.

- Approve the further review of speed limits on the A59 and authorise the advertising of Traffic Regulation Orders if required.
- Approve the further investigation of traffic issues in Poppleton associated with the construction of the highway works and completed scheme to enable measures to be ready for introduction at the start of construction or as required during the works. Proposals to be presented in a further report to the Cabinet Member prior to the start of construction.

Reason: To implement the Access York Phase 1: Park & Ride sites which will bring road congestion, sustainable travel and environmental benefits across the city.

Background

Overview

4. The Access York Phase 1: Park & Ride development will make a significant contribution to addressing the severe congestion experienced at peak times in the City of York. By removing additional vehicles and providing a high quality sustainable public transport service it will reduce pollution in the city centre.
5. A successful Park & Ride service is a cornerstone of York's transport strategy and the current plans have been developing since 2003. Following a review of transport schemes by the UK Government the Access York Phase 1: Best and Final Funding bid was approved in November 2011.
6. The proposals consist of a new Park & Ride site off the A59 near Poppleton and an enlarged and re-located Askham Bar Park & Ride site off Tadcaster Road. Since November additional design work has taken place to enable the highway layouts for each site to be put out to public consultation.
7. The public consultation periods ran from 30 January 2012 to 24 February 2012 for Askham Bar and from 6 February 2012 until 2 March 2012 for Poppleton Bar. Key internal and external stakeholders were also consulted on the plans. All consultation responses have been collated and used to inform improvements to the designs presented for approval in this report.

Consultation

8. The consultation strategy enabled local residents, stakeholders and others opportunities to make their views known whilst ensuring value for money; accessibility for all; and adherence to the overall project timetable.
9. The consultation leaflet and layout drawings are included in Annexes 1 and 2.
10. The consultation included the following elements:

Both Sites

- Erection of road signs on approaches to the sites
- City of York Council website
- Use of accessyork@york.gov.uk email address
- Press release
- Internal consultation with council departments
- External consultation with interest groups and the emergency services

Askham Bar

- Distribution of a leaflet to all households in the Copmanthorpe area and to immediately neighbouring properties in Dringhouses.
- Displays at Dringhouses Library, Copmanthorpe Library, Tadcaster Road Tesco, York College, and 9 St. Leonard's Place
- A staffed exhibition at the Askham Bar Park & Ride site on 14 February (08:00 to 19:00)
- Attendance at the Rural West Ward Committee Meeting on 8 February
- Attendance at Copmanthorpe Parish Council on 14 February
- Attendance at the Dringhouses and Woodthorpe Ward Committee Meeting on 26 January

Poppleton Bar

- Distribution of a leaflet to all households in the Nether and Upper Poppleton Parishes and to properties fronting onto Boroughbridge Road (A59) near the Beckfield Lane junction.

- Displays at Poppleton Library, Poppleton Garden Centre and 9 St. Leonard's Place
- Drop in Q&A session for local businesses on 16 February at Northminster Business Park
- A staffed exhibition at All Saints Hall on 10 February (08:00 to 19:00)
- Attendance at the (special meeting) Rural West ward committee meeting on 16 February; Acomb ward committee on 15 February
- Meeting with Nether Poppleton and Upper Poppleton Parish Councils on 5 March
- Meeting with residents of Cinder Lane on 22 February

11. The following responses were received:

Source	Number	
	Askham Bar	Poppleton Bar
Email	37	51
Dringhouses library	5	-
Copmanthorpe library	2	-
Poppleton library	-	11
Askham Bar Exhibition	15 (66 attendees)	-
Poppleton Bar Exhibition	N/A	14 (50-60 attendees)
Letters	3	4
Telephone Calls	0	1
TOTAL	62	81

12. Askham Bar responses included 69 comments with approximately 39 specific issues. Poppleton Bar responses numbered around 135 comments covering around specific issues.
13. A more detailed list of comments and officer responses is included in Annex 3. The following tables provide a summary and ranking for the comments.

Summary of Comments – Askham Bar

14. The main comment areas are listed in the table below and summarised in the subsequent paragraphs. More detailed responses are included in Annex 3 and the changes proposed to the scheme to address the comments are identified in the design section of the report.

Summary of Most Common Comments – Askham Bar

Response	Frequency	Rank
Supportive of scheme	16	1
Would like to see 1 cycle crossing point for the Park & Ride access road	15	2
Suggest grade separated solution for York College pedestrian crossing	12	3
Would like pedestrian link to Tesco and existing P&R bus stop area	5	4
Retain existing Park & Ride Stops	5	4
Suggest left turn slip road is constructed immediately	5	4
Concern over what is going to happen to the existing site	3	7
Concern over right turns in	3	7
Physical appearance of junction looks complicated on plan	3	7
Concern that the secluded nature of the cemetery may be compromised	3	7

15. The comments are varied including supportive comment, comments on the cycle crossings proposed and concern over the TOUCAN pedestrian/cycle crossing outside York College. Other comments highlight concerns about proposed operational issues; the layout of the access junction and the impact of the scheme on the local environment.
16. Strong local support for the project at Askham Bar is likely to be generated by awareness that the existing site is over-subscribed and needs to be improved. Most respondents saw the benefits and were supportive of the highway works needed to access the site.
17. Safe cycle access and keeping existing facilities for cyclists working safely is a top priority. The consultation cycle layout proposals

across the Park & Ride access arm although directly aligned was not popular in that it showed three separate crossing stages for cyclists, one of which was under signal control. To solve this issue a simplified crossing arrangement will be used instead where cyclists seek gaps in traffic and cross the road in one movement further up the Park & Ride arm.

18. Existing congestion and delay issues emanating from the crossing on Tadcaster Road just outside York College are well known. A grade separated solution is not affordable as part of the Access York proposals. The Access York project will have a beneficial impact on this issue as the main Park & Ride entrance will be moved further south resulting in a net removal of several hundred Park and Ride trips from the section of road outside the College.
19. Other comments relating to Park & Ride operations and more detailed comments will be addressed in the detailed design process and are identified in the design section of this report.

Summary of Comments – Poppleton Bar

20. The main comment areas are listed in the table below and summarised in the subsequent paragraphs. More detailed responses are included in Annex 3 and the changes proposed to the scheme to address the comments are identified in the design section of the report.

Summary of Most Common Comments – Poppleton Bar

Response	Frequency	Rank
Concern about through traffic in Poppleton	21	1
Supportive of scheme	17	2
Would like details of a though traffic mitigation scheme	12	3
Against scheme	10	4
Concerned about blocking back	6	5
Cinder Lane Access	5	6
Suggesting rail based Park & Ride	5	6
Too close to Rawcliffe Bar	5	6
Thinks subway is a good idea	5	6
Plant more trees on site	5	6

21. Most comments received on the plans for Poppleton Bar centred around concerns over the levels of through traffic in Poppleton village. Many of the same respondents also requested that a plan of measures be drawn up to tackle the through traffic issue.
22. In 2009 the council carried out a comprehensive traffic movement study in the area. This was undertaken using video surveys of vehicles at the A59 junctions and on Millfield Lane.
23. The results indicated that the majority of traffic in Poppleton (80 to 90%) originates or has a destination in Poppleton. Peak conditions for through traffic occur in the mid week evenings and amount to approximately 20% of traffic in Poppleton. Levels of through traffic in the morning peak hour represent approximately 10% of the total vehicular traffic flow. Some roads in the village (Black Dike Lane particularly) carry a higher proportion of through traffic (up to 50%), albeit absolute numbers are low. Most through traffic uses Hodgson Lane (66% inbound, 45% outbound).
24. It is anticipated that the Park & Ride proposals will significantly reduce the amount of through traffic in Poppleton when operational. The reasons for this are the upgrade of the A59/A1237 junction and the shift of car trips onto the Park & Ride service. Both measures will reduce delay and congestion on the strategic routes in the area reducing the perceived time benefit of through traffic routing through Poppleton village.
25. It is proposed that options for addressing through traffic, safety and speeding issues in Poppleton are investigated further in advance of the Park & Ride scheme with a view to have the most significant measures in place (or designed ready for rapid delivery if required) at the start of construction.

Cinder Lane Area

26. There were a number of comments from residents in the immediate vicinity of the roundabout and Cinder Lane areas which highlighted concerns about visibility and traffic speeds in the area.
27. Cinder Lane is a private road to the north of the A59 Boroughbridge Road. Cinder Lane and a number of other adjacent driveways in the area access directly onto the A59. Cinder Lane is located approximately 100 metres due east of the A59/A1237 roundabout.

28. As part of the roundabout works the A59/A1237 roundabout will be enlarged, which will move the eastern extent of the resulting roundabout closer to Cinder Lane than is currently the case. The A59 will be widened into the verge area to the south side of the existing carriageway on approach to the roundabout in the vicinity of Cinder Lane. This is to reduce congestion and provide an additional short length of two lane approach to the roundabout.
29. Due to the proximity of the Cinder Lane area to the roundabout the residents have voiced concerns and highlighted issues associated with the highway layouts. These are as follows:
 - Concern over vehicle speeds along the A59
 - Making turns into and out of driveways and Cinder Lane
 - Closer proximity to the A59/A1237 roundabout
 - Visibility distances
 - Disruption and inconvenience during construction
 - Crossing and pedestrian issues
 - Access to the bus stop and garage area
 - Request for traffic calming measures.

Officer Response

30. Delays and congestion at the existing A1237/A59 junction inconveniences thousands of people on a daily basis. Reducing congestion and delay will bring significant benefits to travellers in the City and across the County. This is being achieved through the improvement of the existing roundabout proposed as part of this scheme. Due to land availability and the proximity of adjacent buildings, residences and businesses the capacity of the roundabout can only be realistically improved through expansion in a north-easterly direction.
31. As the roundabout improvement scheme has developed it has been designed in accordance with best practice UK Government guidelines including the Manual for Streets, Manual for Streets2 and the Design Manual for Roads and Bridges (where appropriate). As part of the design process an independent road safety audit was carried out. This along with the design development did not reveal any existing road safety issues in the area or any safety issues as part of the proposed designs.

32. The council has engaged with the residents and business in the local area since the project re-started in a number of ways including meetings, site visits, telephone calls, emails and hand delivered and posted letters.
33. We are aware of the residents concerns and are seeking to address them in a way which can be safely and realistically incorporated into a compliant design. This work will be ongoing in many respects and we are committed to informing the local residents of our progress. Measures identified in the consultation design for the Cinder Lane area included:
- Slewing the A59 carriageway southwards to increase visibility distances to Cinder Lane;
 - Land purchase and vegetation clearance agreed with residents to increase visibility distances;
 - Traffic calming road surface markings
34. The following additional measures are proposed in the current design layout to improve visibility and reduce speeds in the area.
- Pedestrian refuge island provided for crossing to the bus stop to aid crossing and create an environment with slower speeds;
 - Changes to the roundabout geometry including the reduction of the A1237 southbound entry radius and A59 eastbound exit radius to encourage slower speeds exiting the roundabout;
 - Appropriate warning signage in the area (side road junction signage);
 - Changes to the road markings and carriageway surface texture and colour to calm traffic in the area including central hatched lining;
 - Speed limit signs on the exit to the roundabout to reinforce the need to reduce speed when leaving the A1237.
 - Extension to the widened northern footway to narrow the road width in the area and provide adequate space for a shared pedestrian/cycling facility.
 - Provision of an inbound cycle lane on the carriageway to Beckfield Lane.
 - Accommodation works to adjacent properties where required

35. It is anticipated that the measures proposed to be introduced in the area will lead to lower speeds. Speed levels will be surveyed following construction and the speed limit will be reviewed and lowered if this can be achieved within national guidelines.
36. A Construction Environmental Management Plan will be agreed with the contractor to control construction traffic. This will cover hours of operation, access routes, traffic management requirements and noise and vibration monitoring and controls
37. A total of 17 respondents registered their support for the scheme proposals whilst 10 were against the scheme.
38. Some respondents questioned the need for a new site close to Rawcliffe Bar and others queried why a rail based Park & Ride option had not been developed.
39. Other more detailed comments included concern over blocking back between the two scheme junctions and issues relating to landscaping and the subway.
40. More detail of the main comments in the list above with officer responses is included Annex 3.

Consultation with Outside Bodies

41. The consultation drawings were sent out to the standard list of stakeholders including the Emergency Services, Cycling Groups, North Yorkshire County Council, and Parish Councils. In addition Officers met a group of residents from the Cinder Lane area.
42. Comments were received back from the organisations as shown in the following table.

Group	Askham Bar	Poppleton Bar
Highways Agency	<input checked="" type="checkbox"/>	
York Cycle Campaign	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
York Older People's Assembly	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Cyclists Touring Club	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
North Yorkshire Police	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
North Yorkshire County	-	<input checked="" type="checkbox"/>

Council		
Police Architectural Liaison	-	<input checked="" type="checkbox"/>
Upper Poppleton Parish Council	-	<input checked="" type="checkbox"/>
Yorkshire Ambulance Service	<input checked="" type="checkbox"/>	-

ASKHAM BAR

Highways Agency

43. The Highways Agency has been consulted throughout the scheme development due to the proximity of the Askham Bar site to the Trunk Road Network in the form of the A64 (which the HA has responsibility for).
44. The HA has no objections or concerns about the current layout given that it offers increased capacity and stacking space over the original planning application junction layout. The HA wish to be included in any further consultation on the development of the Askham Bar site access junction.

Officer Response

45. None needed.

North Yorkshire Police

46. North Yorkshire Police have been involved with the independent Safety Audit process and have also commented on the proposed outline design. They raised a number of concerns relating to the complexity of the junction layout and the alignment of the Park & Ride entrance.

Officer Response

47. Constructive discussions were held with the police. Examples of similar junctions in the region were presented and details of the likely signing and lining regime were discussed. It is proposed to amend the alignment of the Park & ride entry arm to present a more conventional (right-angled) right turn in to the site on a constant radius.
48. The Police are satisfied that, taking into account the amendment to the layout of the right turn into the site and a suitable signing and

lining regime for the scheme, that the proposed revised design adequately addresses their concerns. The scheme will be subject to an independent safety audit later in the project programme which will include review by an independent police team.

Yorkshire Ambulance Service

49. No problems anticipated with the new site.

York Cyclists Touring Club

50. Two concerns were raised. Firstly, the club were not in favour of crossing the Park & Ride access road in three stages. Secondly, concern was raised over the route for cyclists into Tesco and along the connecting roads to the existing Park & Ride site.

Officer Response

51. The comment regarding the cycle crossing is acknowledged. Council officers consulted internally and took into account feedback from other cyclist users who also indicated dissatisfaction with the original crossing proposals.

52. The proposed solution to mitigate the issue identified in these comments is to move the cycle route crossing point further north along the Park & Ride access arm. This will enable cyclists to cross the road safely in one location. Crossing cyclists will seek gaps in the traffic flow and cross on a highly visible raised table. Visibility to seek safe gaps in traffic is improved in this area.

53. When the new Park and Ride site becomes operational all the Park & Ride trips using the access roads in the Tesco area will be removed, improving conditions for cyclists. Access for cyclists down the bus only link will not be permitted as it is only a single carriageway link with passing places and will not have sufficient width to safely accommodate cyclists and Park & Ride buses. Improving cycle access to Tesco is outside the scope of this scheme. The provision in this area will be reviewed by the Sustainable Transport Service.

York Cycle Campaign

54. The main concern is their desire to see a direct and uninterrupted cycle path that is at least as safe as the current alignment. They do not like the proposals to cross the Park & Ride access arm in three

stages. Specific comments include a request for clarification on the arrangements when cyclist cross and whether they will have priority over motor traffic. Advanced Stop Lines are suggested to be provided on all approaches due to the perceived inconvenience of the proposed alignment. Details of cycle routes through the site are also requested.

Officer Response

55. As covered under the response to York CTC the design has been amended to simplify and improve the cycle crossing arrangements.
56. Amendments to the radius of the curve of the road entering the Park & Ride site are also being made to improve safety.
57. The proposal to provide Advanced Stop Lines throughout the junction has been rejected on safety grounds in that it might encourage less confident cyclists to abandon the much safer direct cycle path in favour of the carriageway which does not have any other on road cycle facilities immediately adjacent. This decision is supported by North Yorkshire Police.
58. Cycle access in to the site is being well provided for through shared use paths but cycle access through the site to Tesco, Moor Lane and beyond for cyclists will not be permitted. This is due to safety concerns with cyclists on the single carriageway bus only link and security concerns centring on the need to secure and close the site at night. A direct and safe off-road cycle path already runs along Tadcaster Road to take cyclists to these destinations.

York Older People's Assembly

59. The main concern of the Assembly is the use of shared paths which they feel are unsafe.

Officer Response

60. There is no data available that shows greater risk to pedestrians from well designed shared use paths. UK Government Traffic Advice Leaflet 9/93 Cycling in Pedestrian Areas reported on research that revealed there are no real factors to justify excluding cyclists from pedestrianised areas, suggesting that cycling could be more widely permitted without detriment to pedestrians. Shared use paths are used successfully at other locations in the York area including the river side routes.

61. The use of shared paths in this case is considered to be valid in this semi-rural/urban location. Potentially the greatest risk to pedestrians and cyclists comes from vehicular traffic – which is borne out by the PIA collision records in the area. Therefore the safest arrangement is for pedestrians and cyclists to have their own space. The shared use paths are well designed with adequate width, sensible alignment and good visibility to ensure appropriate cycle speeds.

POPPLETON BAR

North Yorkshire Police

62. North Yorkshire Police have been involved with the independent Safety Audit process and have also commented on the proposed design. The Police welcomed the reduction in community severance and improvements to road safety as a result of the proposed subway however they raised a number of concerns relating to its design.
63. Existing underpasses within York are subject to low level crime and disorder, particularly graffiti. Visibility on approach and through the subway is also a concern given the alignment of approaches. The police also stress the importance of providing alternative over ground pedestrian and cyclist routes across the roundabout.

Officer Response

64. The principle of providing the subway will reduce community severance, improve access for cyclists and pedestrians and improve safety for existing users. The council is expecting to see numbers of cyclists increase as suppressed demand is released, particularly with links provided to Northminster Business Park and the wider cycle network.
65. The security concerns are acknowledged and will be minimised by careful design. The alignment of the approach ramps is constrained by land availability and the proximity of adjacent properties but has been improved through obtaining small amounts of land and carefully designed improvements at landings to increase visibility and 'see-through'.
66. The subway will be designed in line with Safe By Design principals and UK Government guidance TD36/93 - Subways for Pedestrians and Pedal Cyclists Layouts and Dimensions, which sets out

headroom and width requirements for subways and guidance on surface finishes, lighting, drainage, handrailing, markings and signs. All finishes and lighting will be vandal proof and highly durable to reduce ongoing issues. CCTV will be provided linked to the Council's citywide camera network.

North Yorkshire County Council

67. North Yorkshire Council supports the proposals. The Park & Ride site will improve access for North Yorkshire residents to key services in York. Improvements to the A1237 are also welcomed in that it is regarded as an important route for key cross county journeys such as Harrogate to Malton. Any bus journey time improvements on the A59 corridor are also of benefit increasing the attractiveness of public transport as a mode choice. The council is encouraged to consider the proposal to allow rail users to use the site as an informal Park & Rail facility for trips to Harrogate and Knaresborough via Poppleton railway station.

Officer Response

68. The support from the county council shows the wider benefits expected as a result of the highway improvements. The informal Park & Rail proposal will be considered however the 600m distance to the railway station will be a limiting factor.

Upper Poppleton Parish Council and Nether Poppleton Parish Council

69. A written response from the Clerk of Upper Poppleton Parish Council was received on 16 February. This expressed concern over potential disruption and delays during the construction period and concern about through traffic in the village. Details of any plans or measures proposed to tackle this were requested.

70. Subsequent to the special Rural West Ward Committee held on 16 February further concerns were raised by the Chairman of Upper Poppleton Parish Council via the executive member for city strategy including:

- Increased 'rat-running' through Poppleton both during the construction phase and subsequently;
- The road layout and signal phasing at the A59/Station Road/Northfield Lane junction; and
- The egress from Cinder Lane onto the A59.

Officer Response

71. The council have long been aware of the concerns that residents have about through traffic in Poppleton. In 2009 to support the Park & Ride site planning application a comprehensive traffic movement study was carried out in the area. This was undertaken using video surveys of vehicles at the A59 junctions and on Millfield Lane.
72. The study reported that in the morning peak hour approximately 10% of A59 traffic turns off through Poppleton to avoid the A59/A1237 Roundabout.

Routes into Poppleton to/from A59

	From A59		To A59	
	All	Through Traffic	All	Through Traffic
Newlands Lane	2%	2%	2%	5%
Hodgeson Lane	34%	66%	20%	45%
Black Dike Lane	8%	15%	8%	17%
Station Road	55%	17%	69%	33%
Total 12 Hr to/from A59	1880	411	1554	160

73. The results also indicated that the majority of traffic in Poppleton (80 to 90%) originates or has a destination in Poppleton. Peak conditions for through traffic occur in the mid week evenings when approximately 20% of all traffic in Poppleton is travelling through the village. Most through traffic uses Hodgson Lane (66% inbound, 45% outbound). Other parallel roads in the village (Black Dike Lane, Station Road.) carry a higher proportion of through traffic (up to 50%), albeit absolute numbers are low.
74. Since 2009 the council has installed a permanent traffic counter on Millfield Lane in Poppleton. The recent results from this show that there was a small reduction in traffic flows between 2010 and 2011.
75. It is anticipated that the permanent impact of the Park & Ride works will be a significant reduction in congestion and queuing in the local area. This is expected to reduce the amount of through traffic using Poppleton. A signalised A59/Station Road/ North Field Lane junction will provide an easier, more predictable, safer access to/from the village and Northminster Business Park.

76. Data from the traffic counter on Millfield Lane will be monitored during construction to detect if there are any significant changes to traffic flows.
77. Outline traffic measures for routes in Poppleton, designed to impede through traffic, have been reviewed and were subject of a survey in January 2010. Poppleton residents were asked to provide views on possible measures on access roads (Do Nothing, One Way (Inbound/Outbound), Traffic Calming and Road Closures).
78. Over 150 people responded and the results can be summarised as follows:
- Largest response was to do nothing for Newlands Lane, Millfield Lane and Station Road (60-70%);
 - Highest response for doing something was on Black Dike Lane or Hodgson Lane (70%);
 - One Way outbound for Hodgson Lane or Black Dike Lane (Approx. 30% support);
 - Road Closure Black Dike Lane (Approx. 20% support); and
 - Traffic Calming for Hodgson Lane (Approx. 20% support)
79. A productive meeting was held with representatives from both Nether and Upper Poppleton Parish Councils on 5 March to discuss their concerns. The citywide initiative to implement 20mph residential area speed limits (including in the residential areas of Poppleton) was discussed and will be integrated in to any potential mitigation measures where possible. It was proposed to investigate the following in more detail:
- Station Road – Investigate parking restrictions to ensure free exit/entry to new junction.
 - Black Dike Lane – Investigate provision of a road closure or one way outbound restrictions. Temporary, Experimental or Permanent Traffic Regulation Orders to be considered – temporary or experimental would give the most flexibility during delivery.
 - Hodgson Lane – Investigate provision of gateway feature to reinforce entrance to village. Review speed surveys and investigate traffic calming measures.

- Newlands Lane – Undertake survey to update numbers using route.
 - Long Ridge Lane – Review Speed survey data and previous speed management proposals and investigate provision of traffic calming measures.
 - A59 Harrogate Road – Investigate measures to reduce speeds in the area of the proposed works.
80. Once the investigations have been completed it is intended that the most significant measures would be in place or designed ready for a rapid delivery if required at the start of construction.
81. As indicated in previous surveys it is unlikely that a clear consensus for particular measures will emerge as most options will inconvenience some local residents and may increase traffic on alternative routes through the village. Further consultation will be undertaken before any measures are introduced.

York Cyclists Touring Club

82. Two concerns were raised. Firstly, the club perceived that the subway was only for inbound cyclists and felt there was a lack of facility for outbound cyclists. Secondly, concern was raised over a lack of provision for outbound cyclists particularly where the left turn into and out of the Park & Ride site conflict.

Officer Response

83. The subway and shared use path to the north of the A59 is intended to be bi-directional and we expect most outbound cyclists to use this, particularly to cross the A1237 through the subway.

York Cycle Campaign

84. The main concerns are the need for adequate signage to facilitate safe operation of the bi-directional shared use cycle path. YCC would like to see the central areas of the A59/Station Road/Northfield Lane junction kept free of traffic so cyclists can make the manoeuvre from Northfield Lane to Station Road and vice versa unimpeded. YCC would also like to see both entrances into the Park & Ride site off Northfield Lane to accommodate cyclists. YCC feel that the current cycle path on Northfield Lane would benefit from upgraded surfacing and markings where it crosses the

Garden Centre access and where it crosses the lane itself to join the existing track towards Northminster Business Park.

Officer Response

85. The detailed design will carefully consider the signage needed to guide cyclists on to the most appropriate facility available.
86. The A59/Station Road/Northfield Lane junction is planned to function in such a way that there is rarely a queue stored in the internal stopline area.
87. Cycle access into the site will be via specific shared use paths.
88. Amendments to the markings of the cycle path will be made to improve surface and signage at the key crossing points (Garden Centre and across Northfield Lane).
89. York Older People's Assembly
90. The main concern of the Assembly is the use of shared paths which they feel are unsafe.

Officer Response

91. As per Askham Bar response - there is no data available that shows greater risk to pedestrians from well designed shared use paths.

Member Views

92. Officers consulted with Rural West York Ward Councillors Steward, Healey and Gillies on the proposals. Their responses to the consultation layout are summarised below.

Ward Member Views

93. Councillor Gillies has the following comments:
 - Concerned that a lack of capacity on approach to the A59/A1237 roundabout from the west may cause blocking back and in turn may impact on the ability of traffic to turn left out of Station Road, causing queues back along Station Road.
 - Consider a yellow box junction at the A59/Station Road junction as the current "Keep Clear" markings are not observed.

Response to Member Views

94. The potential to increase capacity on the A59 (west) approach to the A59/A1237 roundabout is largely constrained by properties close to the carriageway edge. However, an additional traffic lane is provided at the roundabout give way line as part of the proposals to boost capacity on this approach over the existing situation.
95. In addition to the extra capacity the introduction of traffic signals at the A59/Station Road junction allows the amount of traffic flowing towards the A59/A1237 to be controlled and managed to prevent excessive queuing and blocking back occurring. Also, maintaining the left turn out of Station Road as a priority (give way) arrangement will allow drivers to 'filter' in to gaps in traffic on a more informal and flexible basis. Due to the cycling of the traffic signals there will always be regular 'gaps' in the A59 mainline for this traffic stream.
96. Traffic lane markings will be reviewed in the area following scheme completion and when traffic patterns in the local area have stabilised. If a blocking back queue problem is observed then yellow box junction markings will be considered.

Design

97. The detailed design for the highway access arrangements for each Park & Ride site has been prepared by the Council's design consultant, Halcrow, to deliver access points with sufficient capacity and which are safe for all users. Each layout has been amended to meet current design standards, address comments received during the consultation period and obtain value for money.
98. Amendments were drawn up by the scheme designer in close consultation with the council project team. In some cases expertise was sought from other Officers from across the council when considering the potential impact of changes to the design.
99. Some issues and solutions were complex and yet critically important to the successful operations of the schemes so analysis and investigation work was commissioned. Both Askham Bar site access junction and the A59/Station road/Northfield Lane junctions were modelled using the LINSIG junction capacity package. This enabled the capacity and performance of each junction option to be evaluated and the most efficient layouts to be developed and tested in future year scenarios.

100. The proposed layouts are shown in Annex 4. The following main changes are proposed from the consultation layout:

ASKHAM BAR

Park & Ride Site Access

101. The main access point into the Park & Ride site has been remodelled to improve the alignment for vehicles turning right into the site. This movement can now be done by making a turn with a constant radius providing a safer route into the site. Kerb radii have been adjusted to maintain a suitable entry angle for left turning traffic that will not encourage excessive speeds. The revisions present a slightly simpler arrangement in appearance on plan.

102. Other more minor changes include:

- Alteration to the width of the left turn lane from the Park & Ride exit arm
- Modification of the larger block paved island in the centre of the junction to provide additional lane guidance;
- Alterations to destination lane guidance markings;
- Making better use of existing kerb lines where feasible; and
- A raised crossing table for cyclists at the entrance to the site.

103. The design is still future proofed for potentially providing a new left turn slip lane in to the site. However, the queue length modelling indicates that it is not necessary in the short to medium term future.

104. The existing cycle path adjacent to the site now crosses the access arm at one location in one stage. The path will cross on a raised table with suitable coloured road surfacing and marking.

105. A new more direct shared use access path will be provided from Tadcaster Road (from the existing York-Selby cycle path) into the site. This will replace the consultation layout path located further west. It is proposed to move the cycle parking to be closer to the terminal building to improve security and aid interchange with the buses.

POPPLETON BAR

A59 Cinder Lane Area

106. In addition to slewing the A59 southwards to increase visibility distances to Cinder Lane other measures were identified and developed to ensure a continuing safe road environment in the area. Signage, markings and textured surfacing is proposed on the westbound A59 approach to the Cinder Lane area around the bend in the road. A pedestrian refuge island will be provided in the area to assist pedestrians crossing the A59 to the existing bus stop or garage.
107. Signage, markings and textured surfacing is also proposed on the eastbound A59 approach to Cinder Lane to alert drivers to the potential hazard. The provision of an inbound on highway cycle lane will also help encourage slower speeds in the area surrounding Cinder Lane.

A59/A1237 Roundabout

108. The A1237 southbound entry and A59 exit kerb radii have been modified to regulate the speeds of left turn vehicles exiting the roundabout onto the A59.

A59/Northfield Lane/Station Road Junction

109. To provide sufficient left turn capacity, the proposed left turn flare lanes from the A59 into both Northfield Lane and Station Road have been widened and lengthened slightly. To achieve this within the highway boundary the Northfield Lane arm of the junction has been moved slightly westwards. The left turn lanes out of both Station Road and Northfield Lane have been widened to increase safe vehicle flow.
110. To reduce driver uncertainty the proposed TOUCAN pedestrian/cycle crossing stop line has been set further back from the left turn give way filter markings on Station Road.
111. The position of signalised pedestrian and cycling crossings have been rationalised to match predicted desire lines. TOUCAN pedestrian/cycle crossings across the top of Northfield Lane have been removed and replaced by a TOUCAN crossing located further south across Northfield Lane, just south of the Park & Ride bus access road.

112. The shared use path to the north side of the bus access road has been deleted. Access to the terminal will be on the south side of the bus access route.
113. Advanced cycle stoplines provided on left turn approach movements to TOUCAN pedestrian crossings have been removed as they are not considered to be necessary.
114. Two lanes will be provided over a greater length on the Northfield Lane approach to the A59 junction, from the bus access road onwards.
115. The cycle path along Northfield Lane will be improved through clearer marking and improved surfacing where it crosses the Poppleton Garden Centre access point and where it crosses over Northfield Lane itself.
116. A location for a gateway feature on the A59 inbound carriageway to the west of the left turn out of the Park & Ride site has been identified to assist in heralding a change in the road environment and reinforcing a lower speed environment. It is proposed to extend the existing 40mph limit westwards to the new Harrogate direction exit to the Park & Ride site to tie in with the proposed street lighting and central traffic island.

Access to Poppleton Village

117. Measures are being investigated to deal with through traffic issues in Poppleton before construction. Consultation on proposed measures will be undertaken in the summer. Temporary signs banning construction traffic from the village will also be erected.

Programme

118. Construction of the sites and highway works area planned to commence in January 2013 with a target completion date of Easter 2014. The following milestones are envisaged.

Activity	Programme	Status
Outline Design	November 2011 – March 2012	Complete
Consultation	February – March 2012	Complete
Detailed Design	November 2011 - June 2012	Ongoing
Tender Process	June – December 2012	
Utility Diversions	January – March 2013	

Main Construction	February 2013 – March 2014	
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119. It is anticipated that the majority of the works will be undertaken whilst maintaining all existing traffic lanes at peak times (speed restrictions and lane narrowing may be required). The number of traffic lanes approaching the roundabout at off-peak times may be reduced to enable the work to be undertaken. Some of the work, such as resurfacing, which may need localized road closures will need to be undertaken at night to minimize traffic disruption. This will be kept to a minimum to reduce the impact on local residents.

Estimated Costs

120. It is anticipated that the changes to the highway works layouts can be accommodated in the overall Access York project budget.

Council Plan

121. The highway works proposed as part of the Access York Park & Ride project will contribute to the following priorities of The Council Plan:

122. Create jobs and grow the economy – Construction of the new Park & Ride sites and their associated highway works will result in a substantial job boost to the local construction industry. The permanent works will reduce delay and improve access for local businesses including Northminster Business Park and provide economic benefit through reduced travel times across the City and wider area.

123. Get York moving – The highway improvements will provide a massive boost to the priority. The scheme will reduce the excessive congestion and delay that is currently experienced in the area. New pedestrian and cycling facilities will improve access by sustainable modes in the local area.

124. Protect the environment - Encouraging modal shift onto Park & Ride buses will provide environmental benefits in terms of reduced carbon emissions and better air quality in the city centre.

Implications

125. The following implications have been reviewed.

- **Financial** – Funding for the project has been approved by the Council but is subject to final approval of the Department for Transport following receipt of the tenders for the scheme.
- **Human Resources (HR)** – There are no Human Resource implications.
- **Equalities** – The Park & Ride sites and highway works have been designed to meet accessibility requirements. The subway and access ramps will be designed to current design standards within very tight layout constraints.
- **Legal** – There are no legal implications
- **Crime and Disorder** – Comments from the police on the subway design will be addressed as part of the detailed design.
- **Information Technology (IT)** – There are no IT implications
- **Property** – It is proposed to purchase a small area of land to improve the visibility to Cinder Lane. Accommodation works will be required to three properties adjacent to the roundabout. Changes will need to be made to the lease arrangements with the school for the area of land required for the subway ram. Preliminary agreements have been reached with the landowners for the necessary purchases. Property services will finalise the arrangements and arrange transfer of title where necessary.
- **Other** – There are no other implications

Risk Management

126. A full risk register for the delivery of the project has been prepared and mitigation measures applied where necessary. In compliance with the Council's risk management strategy measured in terms of impact and likelihood, the risk score has been assessed at less than 16. This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.

Contact Details

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	Report Approved	✓	Date: 30/3/12
Specialist Implications Officer(s) N/A			
Wards Affected: <i>Rural West York</i>			All
For further information please contact the author of the report			

Background Papers

Cabinet Member for City Strategy Decision Session 6 September 2011:
Access York Park & Ride Funding Bid

Annexes

Annex 1: Consultation Leaflets

Annex 2: Consultation Drawings

Annex 3: Consultation Comments and Officer Responses.

Annex 4: Proposed Layout Drawings