
Decision Session - Executive Member for City Strategy

7th July 2009

Report of the Director of City Strategy

A19 FULFORD ROAD CORRIDOR UPDATE

Summary

1. The purpose of this report is to
 - Update the Executive Member on progress with the development of proposals to improve the corridor, in particular the section of Fulford Main Street to the north of Heslington Lane and Heslington Lane junction;
 - Inform the Executive Member of recent discussions with Fulford Parish Council and concerned residents; and
 - Seek a decision on the scheme that will form the basis of the improvements to a section of Fulford Main Street and to the Heslington Lane junction.

Recommendations

2. The Executive Member for City Strategy is requested to:
 - a) Note the contents of this report and its annexes.
 - b) Agree that **Main Street (North) Option 3** as shown on **Annex C** should form the basis for the improvements to Fulford Main Street north of the Heslington Lane junction.
 - c) Agree that **Heslington Lane Junction Option 2** as shown on **Annex C** should form the basis for the improvements to the Heslington Lane junction.

Reason: To improve conditions along this section of the corridor whilst addressing the concerns of Fulford Parish Council and local residents.

Background

3. The former Executive Members for City Strategy and Advisory Panel (EMAP) 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.

4. At the 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 corridor between Cemetery Road and Heslington Lane where pedestrians, cyclists and public transport users would all benefit from the proposed improvements. At that meeting, and at a subsequent 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. Some of these have already been implemented whilst others are being developed for implementation this year.
5. However at the 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.

Main Street (North)

6. Whilst there has been general support for the corridor improvement strategy, the Fulford ward councillor, Fulford Parish Council and some local residents have expressed concerns and lodged objections to previous proposals for this section of corridor. Those concerns and objections mainly related to the potential loss of parking on this section of the corridor.
7. A review of all potential options has been carried out to assess how well they meet the various transport, environment and conservation objectives for the corridor and if and how they could be modified to address the objections and concerns raised.
8. A meeting was convened on 26 May 2009, chaired by Cllr Aspden (the Fulford ward councillor) with representatives from the parish council, St Oswald's Church, Fulford Park Surgery, and concerned residents to discuss their concerns and to try to identify a scheme which would meet all or most of the transport objectives for the corridor whilst addressing local concerns and objections to previous proposals.

Consultation

9. Previous consultations on the overall corridor improvement strategy indicated strong support for both on-road cycle facilities for the confident cyclist who was

likely to want to remain on-road, and to provide off-road facilities for the younger and less confident cyclists who would be reluctant to cycle along the busy A19. The consultation indicated that provision of these facilities would help to encourage more people to cycle.

10. Similarly there was support from bus passengers and the public transport operators for bus priority or similar measures that would reduce journey times and enable more reliable services to be operated at peak periods.
11. As noted above, concerns had been raised about previous proposals and a meeting was held with concerned parties on 26 May 2009 to discuss and address those concerns.

Options

12. When viewing the option plans in the annexes, please note that the proposed on-road cycle lanes are shown green for ease of identification only. Green surfacing would only be provided in the vicinity of junctions and other key locations to highlight the presence of the cycle route to other road users. The Transport Planning Unit are currently developing a set of design standards for cycle lanes, cycleways and shared use surfaces that will include the identification of appropriate route lining and signing, and include standards to be adopted. Those details will be the subject of a report to an Officer in Consultation meeting for approval and use in this and any future cycling schemes.
13. **Option 1** is to implement a scheme that replicates what is to be provided to the north and represents the ultimate transport option. This scheme would be as shown on the plan at **Annex A** and involves an inbound bus lane and cycle lane; an outbound cycle lane; and a shared use off-road facility on the eastern side. This would however result in the loss of all on-street parking and, as such, is strongly objected to by Fulford Parish Council and some Fulford residents.
14. **Option 2** is to implement the scheme that formed part of the previous consultation and which is the scheme referred to in the previous City Strategy EMAP report. This scheme would be as shown on the plan at **Annex B**. It is similar to **Option 1** except that the outbound cycle lane would be discontinuous to permit a section of limited time parking on the eastern side. These parking spaces would not be available in peak periods, making it easier for cyclists to remain on-road without having to negotiate parked vehicles in heavy traffic flows. Links would be provided to and from the off-road facility where the on-road cycle lane ends and restarts. As noted in the previous EMAP report this option is also unacceptable to the parish council and some residents as they consider the proposed parking provision to be inadequate to serve local needs.
15. **Option 3** is the option based on the outcome of the meeting with the parish council and concerned residents. This scheme would be as shown on the plan at **Annex C**. On the western (city-bound) side there would be parking for about 10 vehicles fronting Connaught Court with a cycle lane skirting the edge of the parking spaces, similar to the scheme in the vicinity of the local shops to the north of the Hospital Fields Road junction. The bus lane would commence

approximately at the boundary of Connaught Court / Sir John Hunt Homes, giving a 150m length of bus lane compared with the 220m in **Options 1 and 2** above.

16. On the eastern (outbound) side the on-road cycle lane would be discontinuous with links provided to and from the off-road facility where this cycle lane ends and restarts, similar to Option 2. However, unlike **Option 2**, parking would be permitted at any time over this localised section of road, as at present.
17. The reduction in bus lane would be likely to reduce the potential savings in bus journey times in morning peak periods when there are lengthy queues along the corridor. However it is envisaged that a full length bus lane would not be required if and when measures to regulate traffic flows are implemented and that the 150 m bus lane should suffice.
18. The extent of the narrowing at the entrance to Fulford Park has been reduced to partially offset the concerns of Fulford Park residents whilst reducing the crossing distance for pedestrians.
19. As noted above this option has been developed in consultation with the parish council and the concerned residents.
20. **Option 4** is to do nothing to this section of corridor other than to provide the continuous off-road shared-use facility on the eastern side. Whilst this would retain the existing on-street parking, it makes no specific on-road provision for cyclists and hence is not recommended.

Recommendation

21. Agree to implement **Option 3** for Main Street (North) as shown on **Annex C**.

Heslington Lane junction

22. The previous proposals for this junction have been reviewed in the light of concerns and objections from the ward councillor, Fulford Parish Council, and some local residents. These concerns mainly related to the loss of the left turn lanes into and out of Heslington Lane.
23. The previous junction improvement proposals have been reviewed in the light of concerns about the potential adverse impact of the loss of the left turn lanes into and out of Heslington Lane to provide cycle lanes on the Main Street (North) and Heslington Lane approaches to the junction.
24. An analysis of flows through this junction indicates the following:
 - Currently over 19,000 vehicles pass through this junction between 7:00 am and 7:00 pm of which about 400 are pedal cyclists.
 - The left turn from Main Street (North) into Heslington Lane is small and equates to about 8% of the traffic on that approach and 2% of the total movements through the junction. Whilst cyclists only currently account for

just over 2% of the traffic on this approach, 13% of left turn movements are currently by cyclists and this rises to 25% in the morning peak.

- The Heslington Lane approach currently equates to 15% of the total movements through the junction. Approximately 82% of traffic on this approach turns left whilst 18% turns right. Cyclists currently account for about 5% of the traffic on this approach, however they account for 17% of right turning movements rising to 35% between 3:00 and 4:00 pm.

25. Modelling of the existing junction layout and potential changes to the junction indicates the following:

- Whilst removal of the left turn lane from Main Street (North) into Heslington Lane to accommodate cycle lanes will inevitably reduce the practical reserve capacity of the junction, the impact on queue lengths will be negligible.
- Altering the operation of the junction in conjunction with the above, so that right turners from Main Street (South) into Heslington Lane gap seek and, if necessary receive an indicative green filter arrow, improves the performance of the junction compared with the existing junction layout and operation.
- Reducing the Heslington Lane approach to one lane, to permit a short length of cycle lane, reduces the performance of the junction in particular in the PM peak.

Consultation

26. The meeting on 26 May 2009 with concerned parties also discussed how the concerns about the previously proposed junction improvements could best be addressed.

Options

27. **Option 1** is to implement the scheme that formed part of the previous consultation and which is the scheme referred to in the previous City Strategy EMAP report. This scheme would be as shown on the plans at **Annexes A and B**. The scheme involves replacing the existing two-lane approaches on Main Street outbound and on Heslington Lane with a single vehicle lane; a cycle lane; and an Advanced Stop Line (ASL) cycle box. The straight ahead lane and right turn lane on the Main Street (South) approach would be retained but modified to also include a cycle lane and an ASL cycle box. The existing staggered pedestrian crossing island on the Main Street (North) arm would be relocated to accommodate a city bound cycle lane through the junction and would be widened to provide a safer facility, in particular as this is on a key route to and from local primary and secondary schools.

28. As noted above, modelling has indicated that, whilst re-phasing the operation of the junction can compensate for the loss of the left turn from Main Street (North) into Heslington Lane, it is unlikely to compensate for the loss of the left turn filter

lane out of Heslington Lane. This could potentially lead to further congestion at peak periods and a worsening in air quality at a location where there are already concerns about nitrogen dioxide concentrations. A real-time monitoring station has been installed at this location and the results of this monitoring will be reported to DEFRA in September 2009 as part of a 'Detailed Assessment' report. Should this assessment conclude that the annual average nitrogen dioxide objective (a human health based objective) is being exceeded in this area, a new Air Quality Management Area (AQMA) will need to be declared and an Air Quality Action Plan for this area drawn up.

29. The parish council can now accept the loss of the left turn lane from Main Street (North) into Heslington Lane as this is a low vehicular movement and they can see the benefits the improvement brings to pedestrians and cyclists. However they and some residents have serious concerns about the loss of the left turn lane from Heslington Lane and consider that the disbenefits far outweigh any potential benefits.
30. **Option 2** is to implement an improvement scheme similar to Option 1 however the existing two lane exit from Heslington Lane would be retained and the short section of proposed cycle lane deleted. A cycle ASL box would be provided however there would be no specific facility to help cyclists to access the box. This scheme would be as shown on the plan at **Annex C**. Further consideration will need to be given to the safety of cyclists waiting to turn right (which is the main cycle movement) when the left turn filter signal is operating, noting that the left turn is the significantly higher vehicular movement.
31. As noted above, modelling indicates that this option, combined with a revised method of operation of the junction, would improve the performance of the junction compared with the existing junction layout and operation.
32. This option would be supported by the parish council and the concerned residents. It would also be supported by the Environment Protection Unit (Neighbourhood Services) as, whilst it would not significantly improve air quality in this potential AQMA, it should not make conditions worse.
33. The proposals for the retention of the left turn lane could be further reviewed if and when the queue relocation scheme associated with the Germany Beck development (which should regulate traffic flows along Fulford Main Street and benefit Heslington Lane junction) is implemented, or in conjunction with any future cycling schemes along Heslington Lane.
34. **Option 3** is to do nothing. This provides no benefits to pedestrians or cyclists and is not recommended.

Recommendation

35. Agree to implement **Option 2** for Heslington Lane junction as shown on **Annex C**.

Implementation

36. The following improvement schemes have been substantially completed in the first six months of 2009:
- Improvements between Cemetery Road and Hospital Fields Road, including the provision of 340m of on-road city-bound cycle lane and 380m of outbound cycle lane whilst retaining limited time parking in the vicinity of local shops and businesses.
 - New traffic signal controllers at the three existing signalised junctions together with traffic monitoring cameras at four key locations.
 - A new pedestrian refuge island on Fulford Main Street near the Elliot Court bus stops.
 - 165m of city bound bus lane on Selby Road from the A64 interchange.
37. In addition to the above, the implementation of gateways and associated improvements at Naburn village on the B1222 should commence shortly.
38. Detailed design of the improvements between Hospital Fields Road and the Fulford Road / Fulford Main Street boundary is progressing as are the associated contract documents. It is currently envisaged that tender documents should go out later this month enabling works to commence in late September 2009 and be completed within this financial year.
39. There would be significant benefits if the improvements covered by this report are included as part of the same contract. These benefits include potential savings in cost; reduction in disruption to local residents and road users; and earlier benefits for sustainable forms of transport and potential modal shift. However this would require an increase in the funding allocation for A19 Fulford Road corridor improvements within the 2009/10 transport capital works programme, and this forms part of another report on the agenda for this meeting.

Corporate Priorities

40. 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. Where appropriate and practical the quality of the local environment and the condition of the road and footways will be improved.

- **Safer City** – The improvements will aim to improve safety, in particular for vulnerable road users such as pedestrians and cyclists.
- **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.
- **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**

41. The proposed improvements between Hospital Fields Road and Heslington Lane are currently estimated to cost about £825k.
42. The funding currently allocated to the A19 Fulford Road corridor improvements in the 2009/10 transport capital works programme is £600k. Approximately £125k is required for carryover schemes from last year and for studies, leaving approximately £475k for Hospital Fields Road to Heslington Lane improvements. It is estimated that this would only permit improvement works from Hospital Fields Road to just north of the Broadway junction.
43. If the improvements are split into two schemes over two years, not only would the cost increase by an estimated £75k to £900k, it would also lead to further inconvenience to local residents and road users over the longer implementation period and further delay the benefits that the overall improvements are intended to bring about. There is a separate report on this agenda seeking additional funding from the 2009/10 transport capital works programme to permit the improvements to be implemented as one scheme.

- **Human Resources**

44. There are no human resources implications.

- **Equalities**

45. The proposed measures 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.

- **Legal**

46. 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**

47. 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.

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

- **Information Technology**

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

- **Property**

50. There are no land or property implications at the current time.

- **Air Quality**

51. Elevated levels of nitrogen dioxide have been monitored in the vicinity of Fulford Main Street and Heslington Lane in recent years. A real-time monitoring station has been installed at this location and the results of this monitoring will be reported to DEFRA in September 2009 as part of a 'Detailed Assessment' report. Should this assessment conclude that the annual average nitrogen dioxide objective is being exceeded in this area, a new AQMA will need to be declared and an Air Quality Action Plan for this area drawn up. Whilst the recommended option for the Heslington Lane junction would not significantly improve air quality in this potential AQMA, it should not make conditions worse.

Risk Management

52. In compliance with the Council's risk management strategy there are no new risks associated with the recommendations of this report. The risks identified in previous reports have and will continue to be managed using standard project management procedures.

53. If the proposed measures are not implemented, conditions for all modes of transport on the Fulford Road corridor will continue to deteriorate and pollution

will worsen. This could result in further deterioration of air quality in the existing AQMA around the Fishergate area and the need to declare a further AQMA in the Main Street Fulford area. The council would be failing under its duties under the Traffic Management Act and the Environment Act. It would also be failing in its role as a Cycling City by not providing the infrastructure to encourage cycling.

Member comments

54. As noted above Cllr Keith Aspden, the Fulford ward member, has been involved in discussions with the parish council and concerned residents to identify a scheme that would address their concerns. He has indicated support for the recommended options as these take account of those concerns.
55. Cllr Ruth Potter, spokesperson for the Labour group, has also indicated support for the recommended options.
56. Cllr Ian Gillies, leader of the Conservative group, has indicated that he is also happy to support the recommended options, provided they meet the main aims of the local residents.
57. Cllr Andy D'Agorne, leader of the Green group and Fishergate ward member, has the following comments on the recommended options:
 - He suggests a low cost option on the western (city-bound) side whereby the city-bound cycle lane would not start until the bus lane starts. If no parking actually takes place here, buses and cycles would still be able to bypass a queue of traffic and once the level of parking 'need' has been established, a decision could then be made in a future financial year if more extensive build outs etc are required.
 - On the eastern (outbound) side he would prefer to see parking restricted as much as possible, including time limits, to make on-road cycling safer.
 - He is prepared to agree with the recommended option for Heslington Lane as long as the ASL is made safe for cyclists waiting to turn right while the vehicles flow on either side of them.
 - In addition he has indicated strong support for implementing the improvements between Hospital Fields Road and Heslington Lane as one scheme in 2009/10, rather than delaying part of this to 2010/11 with resultant additional costs and delayed benefits.
58. Officers advice in response to the first three comments in the paragraph above is as follows:
 - There are concerns about omitting the cycle lanes past the parking spaces on the western side. The proposed parking provision has taken account of the findings of a recent parking survey. It is unlikely that there wouldn't be any vehicles parked and that there could be parking anywhere along the unrestricted section. Providing the cycle lane will reinforce the perception of

Fulford Road as a cycle route and ensure that cyclists do not weave in and out between parked cars. As part of the detailed design process consideration could be given to providing the cycle lane without green surfacing past the parking bays on the western side and providing a temporary or hatched marking build-out at the northern end pending further post scheme implementation monitoring. This would allow the parking bay to be shortened or indeed lengthened at a future date at a relatively low cost should the need arise.

- It is suggested that parking on the eastern and western side should initially be unrestricted to see if there is an issue with long term parking and introducing appropriate measures if and when a problem exists.
- The ASL arrangements on Heslington Lane will be investigated as part of the detailed design and road safety audit processes.

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Report Approved



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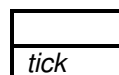
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Wards Affected: Fulford and Fishergate

All



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Background Papers:

Fulford Road corridor report
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

Annexes

Annex A	Main Street (North) Option 1 and Heslington Lane junction Option 1
Annex B	Main Street (North) Option 2 and Heslington Lane junction Option 1
Annex C	Main Street (North) Option 3 and Heslington Lane junction Option 2