
Meeting of Executive Members for City Strategy and Advisory Panel

17th March 2008

Report of the Director of City Strategy

A19 FULFORD ROAD CORRIDOR UPDATE

Summary

1. The purpose of this report is to advise members of the results of the recent public consultation on proposals to improve the corridor. The report summarises the results of the consultation and then reviews the proposals for the corridor in the light of those results. It makes recommendations on how to progress the proposed improvement measures, taking account of the consultation findings, and seeks approval to those recommendations.
2. The report also seeks approval to advertise associated Traffic Regulation Orders (TROs) and to make the orders subject to successful resolution of any objections.

Background

3. At the meeting on 29th October 2007, members considered a report outlining the results of a multi-modal transport feasibility study of the A19 Fulford Road corridor, covering the length from Skeldergate Bridge and Tower Street in the north to the Designer Outlet (just south of the A19 / A64 interchange) in the south together with the associated feeder roads.
4. The report identified the current transport related issues along the corridor and the pressures the corridor would face in the future. It noted that the corridor was already congested at peak periods and, without intervention, there will be significant worsening of conditions in the future.
5. A package of improvement measures were proposed in the report and a presentation was given at the meeting explaining in detail the effects on the corridor and included plans of the proposed improvement measures.
6. Members agreed that the package of measures should form the basis of the improvement strategy for the corridor and be taken forward for public consultation.

Consultation

7. Subsequently public consultation was carried out on the package of measures that form the improvement strategy for the corridor. The consultation took the following form:
 - Approximately 4,700 leaflets / questionnaires were distributed to residents and businesses of Fishergate and Fulford. Public exhibitions and meetings were held in each area.
 - A web page with information and plans of the proposals together with on-line questionnaires for residents and users of the corridor.
 - On-board surveys of bus passengers.
 - Consultation with key stakeholders and focus groups.
8. Copies of the consultation leaflet, questionnaires and exhibition plans have been placed in the members library and will also be available for members to view at the meeting.
9. **Annex A** contains details of the consultation and a summary of the responses.
10. There were 597 responses to the residents and businesses questionnaire, giving a response rate of about 12.7%, and 202 people completed the on-line corridor user survey. Approximately 200 people attended the exhibitions with about 160 people attending the meetings.
11. There was good support for the main principles of the improvement strategy. The responses indicate that the proposed improvements would be likely to encourage walking, cycling and use of public transport along the corridor. Amongst local residents and businesses, 24% would cycle more frequently, 15% would travel by bus more frequently and 6% would walk more frequently, whereas the corresponding figures from non-resident users of the corridor are 16%, 11% and 4%.
12. 52% of local residents and businesses considered that their journey times by bus would reduce with 32% and 5% considering the cycling and walking times would reduce. 42% however felt that car journey times would increase. The percentages anticipating a reduction in bus, cycle, and walking journey times were similar amongst non-resident users of the corridor. However 70% of non-resident users thought that car journey times would increase, rising to over 80% amongst those from south of the A64.
13. There was strong support for off-road cycle facilities with 64% indicating that these would be likely to encourage them to carry out more journeys by bike, whereas on-road cycle lanes would be likely to encourage 45% to carry out more journeys by bike.

14. Measures to improve the reliability of bus services and reduce journey times were generally welcomed, in particular by bus passengers. However 34% of bus passengers surveyed indicated that they would consider travelling by bus less if bus journey times were to increase above their current levels. 90% of bus users consider that the provision of new bus priority measures are important in reducing their bus journey times and increasing service reliability. All but one of the 196 passengers surveyed considered that 10-15 minutes would be an adequate journey time saving between the Designer Outlet and the city centre.
15. There was also strong support for measures that would improve the environment along the corridor and to retain the existing trees and verges.
16. One particular area of concern appears to be the existing traffic signals along the corridor, which many see as the main cause of the existing problems. This gives strong support to our proposals to improve the existing signalised junctions. As a result of these problems there were suggestions to remove some of the existing signals rather than increase the number of signals along the corridor. It should however be noted that three of the additional sets of traffic signals have already received planning approval as part of the Germany Beck development.
17. There was general support for introducing waiting restrictions where bus lanes or on-road cycle lanes are proposed, though some locations were identified where there would likely be objections. Views were generally equally divided as to whether restrictions should be 'at any time' or 'peak periods only'. There were also requests to introduce limited time waiting at some locations and extending residents parking zones, both to prevent spaces being used for commuter parking.
18. A petition was received from the owners / operators of retail premises between 194 and 216 Fulford Road who wanted to ensure that the existing parking in the vicinity of their premises would be retained as proposed and supporting limited time waiting to prevent commuter parking. Further details are included in **Annex A**.
19. A petition was received from residents of the Selby Road and Naburn Lane area objecting to the proposals to signalise the junction and relocate queues to the section of the corridor fronting their properties. Further details are included in **Annex A**.
20. Naburn Parish Council and North Yorkshire County Council have expressed concerns about the potential knock on effects on the A19 and B1222 south of the A64 interchange.
21. The Army expressed concerns about the potential loss of the right turn lane into Imphal Barracks to accommodate a section of in-bound bus lane.

Review of proposals for corridor

22. **Annex B** reviews the proposals for the corridor in the light of the consultation results. It notes that further consultation will be required as the schemes are developed but, in most cases, this would be limited to properties in the immediate vicinity of the proposal and key stakeholders.
23. Where further consultation is proposed on elements of the proposed improvement works, it is envisaged that the outcome would be reported to an Officer In Consultation (OIC) meeting, except where the issues raised significantly affect the proposals for the corridor in which case it would be referred back to this EMAP.
24. In addition to reviewing the proposals in the light of comments received, an assessment has been carried out to see which schemes should be accorded priority. This takes account of whether the proposal will provide an immediate benefit or is dependent on other measures, together with the time required to implement the proposal.
25. This assessment indicates priority should be given to the new pedestrian crossing facility near Elliot Court and improving the pedestrian crossing near the Lloyds Pharmacy / Sainsburys Local; providing a cycle lane between Cemetery Road and Hospital Fields Road, followed by the cycle facilities between Heslington Lane and Hospital Fields Road. The provision of a route-wide UTC system to link the traffic signals and monitor traffic conditions along the corridor gets a higher priority than the junction improvements. In view of the observations and concerns regarding the Hospital Fields Road junction we have accorded this higher priority than the other junctions.
26. Although the bus priority measures south of Germany Beck and the improvements to the A64 interchange only provide benefits when the Germany Beck junction is in place, in view of the lead in time to prepare the schemes and possibly to purchase additional land, these proposals need to be developed as a priority. Priority should also be given to developing the proposals for the extension of the riverside cycle route southwards from St Oswalds Road in view of the strong support for that scheme.
27. In addition to the impact within the corridor, Naburn Parish Council have expressed concerns that the proposals will generate additional traffic through their village and have indicated that, if the proposals are implemented, they would like to see the following measures introduced within the village to off-set this likely increase in traffic. Items a, c and d have been considered previously.

- a) The installation of a zebra crossing at the crossing point on the B1222 in front of Naburn C of E School.
 - b) The installation of signs at the junction of Moor Lane and Howden Lane with the A19 saying “no access to York” to discourage “rat runners”.
 - c) Extension of the 30 mph zone at both ends of the village with the introduction of Vehicle Activated Signs (VAS).
 - d) Installation of traffic calming gateways at both ends of the village.
28. There have been previous requests for a zebra crossing in Naburn. The most recent was considered by the former Planning and Transport (East Area) Sub-Committee at its meeting on 13 October 2005 as part of enhancements to the 20 mph school safety zone fronting Naburn School. Members rejected the request for a zebra crossing. It is suggested that this is further reviewed in the light of any predicted changes in traffic flows.
29. The extension of the 30 mph zone and implementation of gateways have both previously been agreed as part of the Naburn Village Traffic Study but implementation is awaiting funding. The funding for these measures and the proposed vehicle activated signs could be reviewed in the light of the changing circumstances.
30. The recommendations in **Annex B** are reproduced below in their order of merit from customer perception and transport benefit:

Corridor proposals

- There is good support for the corridor proposals.

Traffic signals

- Implement an Urban Traffic Control (UTC) system with associated traffic monitoring equipment along the corridor as a high priority.

Proposed refuge island crossing near Elliot Court

- Prepare a detailed design of the scheme for local consultation, including advertising the appropriate Traffic Regulation Orders (TROs), with a view to implementing the scheme in 2008/09.

Hospitals Fields Road to Cemetery Road

- Prepare detailed proposals for improvements to the refuge island crossing near Lloyds Pharmacy / Sainsburys Local and carry out local consultation with a view to implementation in 2008/09.
- Prepare detailed proposals for limited time parking along this section of road, carry out consultation, and advertise an appropriate TRO with a view to implementing the scheme in 2008/09.
- Prepare a scheme for an on-road out-bound cycle lane between Cemetery Road and Hospital Fields Road, carry out local consultation,

and advertise an appropriate TRO with a view to implementing the scheme in 2008/09.

Hospital Fields Road junction

- Prepare a detailed design for the junction improvement and consult with affected frontages with a view to implementation in 2008/09.

Proposed cycle facilities between Heslington Lane and Hospital Fields Road

- Prepare a scheme for an off-road cycle route on the eastern side of the corridor extending northwards from Heslington Lane, and consult with affected frontages and key stakeholders with a view to the scheme being implemented in full or in part in 2008/09.
- Review the proposals for on-road cycle lanes between Heslington Lane and Hospital Fields Road, consult with affected frontages and key stakeholders, and advertise appropriate TROs with a view to implementing the non-contentious elements in 2008/09 following a report to an OIC.

Proposed signalised crossing on southern arm of Heslington Road junction

- Monitor crossing movements at this junction and see if issues raised can be addressed.

Improvements to Heslington Lane junction

- Prepare a detailed design for the junction improvement and consult with affected frontages with a view to implementation in 2009/10.

Broadway junction

- Prepare a detailed design for the junction improvement and consult with affected frontages with a view to implementation in 2009/10.

A64 interchange improvements

- Hold further discussions with the Highways Agency and the Police during the development of proposals to improve this interchange and prepare a further report once the proposals are developed to bring back to this EMAP.

Bus priority measures south of Germany Beck

- Carry out further investigations and discussions regarding bus priority options between the Park and Ride site and the Germany Beck junction and to prepare a further report to this EMAP once these investigations and discussions have taken place.

Proposed Landing Lane to Naburn Lane cycle route

- Note the support for an off-road cycle route from Landing Lane to link to the existing off-road route on Naburn Lane. Carry out further investigations into this route and to prepare a report for this EMAP once these investigations are completed.

Proposed extension of riverside cycle route southwards from St Oswalds Road

- Note the strong support for this route and that a report on the proposals will be presented to this EMAP once ongoing investigations are completed.

Broadway to Hospital Fields Road junction

- Prepare detailed proposals for the bus lanes and carry out consultation with affected frontages and key stakeholders.
- Further consider whether these should be full-time or part-time bus lanes and report the findings to this EMAP.

Hospitals Fields Road to Cemetery Road

- Prepare detailed proposals for the bus lanes and carry out consultation with affected frontages and key stakeholders.
- Further consider whether these should be full-time or part-time bus lanes and report the findings to this EMAP.

Selby Road / Naburn Lane junction

- Note that discussions will be held with concerned residents regarding their strong objection to the proposals for this section of the corridor.

Germany Beck development

- Note that issues raised relating to the Germany Beck junction will, if possible, be considered as the scheme is developed through the detailed design stage.

Proposed signalised crossing near Fordlands Road

- Note that this crossing is linked to the Germany Beck development.

Cemetery Road junction

- Monitor movements at the junction and review proposals for the junction area as other schemes are developed and installed.

Fishergate South

- Keep the section of Fishergate south of the gyratory under review for the moment.

Crossing fronting St George's Primary School

- Defer the proposal to replace the existing zebra crossing with a signalised crossing pending further monitoring of the zebra crossing.

Crossing fronting Fishergate Primary School / Mecca Bingo

- Defer the proposal to provide a signalised crossing pending the review of the section of Fishergate and the gyratory to the north of the crossing.

Fishergate North

- Note that issues raised will be addressed as part of a study to be carried out in 2008/09.
- Note that the ongoing Barbican to St Georges Field walking route study is looking at safer crossings at the northern end of the gyratory.

Impact on the A19 and B1222 south of the A64

- Agree that the measures suggested by Naburn Parish Council be reviewed in the light of changing traffic patterns.
- Note the concerns raised about the A19 and B1222 south of the A64 and that these are outside the current scope of the Fulford Road corridor study.

Options

Following on from the consultation there appear to be three options:

31. **Option 1** is to progress and deliver the schemes that form part of the corridor improvement strategy as proposed in **Annex B** and paragraph 30 above. The annex also includes recommendations as to the priorities.
32. **Option 2** is to progress and deliver the schemes that form part of the corridor improvement strategy as proposed in **Annex B** and paragraph 30 above, but with Member approved changes.
33. **Option 3** is to do nothing.

Analysis

34. **Option 1** would enable the schemes that form part of the corridor improvement strategy to progress. **Annex B** reviews all the schemes taking account of the consultation responses and sets out proposals as to how to progress each element of the strategy together with identifying where the initial priorities should be.
35. **Option 2** is similar to **Option 1** but gives the scope to incorporate any amendments to the corridor improvement strategy or the proposed phasing that Members approve.

36. **Option 3** is the 'do nothing' option. In view of the agreement at the meeting on 29 October 2007 that something needs to be done and the general support from the public for the corridor strategy, this option is not recommended.

Corporate Priorities

37. The schemes will form a key part in achieving the council's priority to increase the use of public and other environmentally friendly modes of transport along the Fulford Road corridor. It will also contribute to the council's priority to reduce greenhouse gas emissions.
38. They will help with improving the health and lifestyles of the people who live in York by providing facilities to encourage walking and cycling and reducing 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**

39. Whilst no detailed design work has been carried out, it is initially estimated that £3m will be required out of the LTP budget to complete the packages of works that form part of the corridor strategy and which are not funded by the Germany Beck developer. The implementation programme will depend on the funding that can be made available out of the LTP programme for the next three years (2008-2011).
40. The capital programme report on the agenda for this meeting sets out the LTP programme for 2008/09 and includes funding proposals for the A19 Fulford Road corridor.

- **Human Resources**

41. There are no human resources implications.

- **Equalities**

42. 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**

43. 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

44. Some of the proposed improvement measures at the southern end of the corridor may extend beyond the existing highway boundary. As such it may be necessary to acquire land and relevant planning approvals. Should this arise, they would be subject to future reports at which time agreement would be sought to submit a planning application in accordance with the Town and Country Planning Act 1990 and / or to acquire additional land in accordance with the powers and provisions of the Highways Act.

45. New or amended Traffic Regulation Orders (TROs) will be required to cover the following, if the proposed improvement measures and changes to the road layout are implemented:

- Changes to the extent of existing speed limits.
- Bus ways and bus lanes.
- Cycle paths and cycle lanes.
- Changes to existing parking, loading, and clearway restrictions.
- New or amended access restrictions.
- Banned turns or u-turns.

These would be advertised in accordance with the Road Traffic Regulation Act.

- **Crime and Disorder**

46. Where practical and appropriate the proposed improvements would 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.

47. The Police Headquarters are located on this corridor. There have been discussions with the Police and they will be further consulted as the

individual schemes are developed to ensure that their ability to respond to incidents in York is not compromised.

- **Information Technology**

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

- **Land & Property**

49. It may not be possible to provide all the proposed improvements at the southern end of the corridor within the existing highway boundary and these may extend on to land which is not in the ownership of the Council. Should additional land be required this would be the subject of a future report.

Risk Management

50. The following risks have been identified which could significantly affect the cost, programming, and / or implementation of the various proposals forming part of the improvement strategy.

- Advertising the Traffic Regulation Orders (TROs) would be programmed early, however there is the risk of objections which could delay the schemes.
- There is the possibility that some of the proposals at the southern end of the corridor may extend beyond the existing highway boundaries requiring a planning application to be submitted and / or land to be acquired. Wherever practical schemes will be accommodated within existing highway boundaries.
- There are potential financial and programming risks arising from the site investigation, detailed design, statutory undertakers diversion costs, and contractors tender submissions. Project management procedures will be put in place to manage and control these.
- Any significant changes to the budget for the schemes or issues which would significantly affect the programme will be reported back to members.
- The programme for the Germany Beck development impacts on the timing of some of the improvements at the southern end of the corridor. The developers programme will be closely monitored and its impact on the corridor kept under review.

Recommendations

51. That the Advisory Panel advises the Executive Members for City Strategy that:

a) The results of the consultation as set out in **Annex A** are noted.

Reason: For background information and for assisting in the decision making process.

b) The review of proposals for the corridor in the light of the findings of the consultation as set out in **Annex B** is noted.

Reason: For background information and for assisting in the decision making process.

c) The recommendations in **Annex B** and paragraph 30 are agreed subject to any amendments that members wish to make.

Reason: To identify a way forward for improving conditions along the corridor.

d) That further consultation be carried out, as appropriate, on individual schemes as they are developed. The extent of any consultation to be agreed with the Executive Member and / or respective ward councillors.

Reason: To assist with the consultation process.

e) That any Road Traffic Regulation Orders associated with any of the improvement schemes be advertised and, subject to no objections being received, the Order(s) be made. Any unresolved objections to be referred back to Members for consideration.

Reason: To enable any restrictions on access, turning movements, parking, loading, stopping, and the use of any section of carriageway or footway, and any changes to speed limits to be introduced.

f) That the Executive Member be kept fully apprised of issues related to the corridor and the progress of improvement measures, and that a further report be submitted to Members should issues arise which significantly affect the corridor.

Reason: For monitoring and decision making purposes.

Contact Details

Author:

David Webster
Project Leader
Engineering Consultancy
Tel: 553466

Chief Officer Responsible for the report:

Damon Copperthwaite
Assistant Director (City Development & Transport)

Report Approved



Date 03/03/08

Specialist Implications Officer(s)

Financial

Patrick Looker
Finance Manager, City Strategy
01904 551633

Legal

Quentin Baker
Head of Legal Services
01904 551004

Wards Affected: Fishergate and Fulford

All *tick*

For further information please contact the author of the report

Background Papers:

Fulford Road Corridor report City Strategy EMAP – 29th October 2007
Fulford Road consultation documents and plans
Planning & Transport (East Area) Sub-Committee – 13th October 2005

Annexes

Annex A Summary of consultation and responses
Annex B Review of proposals for the corridor