
Decision Session - Executive Member for City Strategy

7th July 2009

Report of the Director of City Strategy

VILLAGE ACCESSIBILITY REVIEW

Summary

1. This report advises the Executive Member of the outcome of the Village Accessibility Review, which examined the safety and ease of access issues at eight junctions with radial routes into York and discusses some of the measures that could be implemented to mitigate them.

Recommendations

3. That the Executive Member for City Strategy is recommended to:
 - i. Note the content of the report, particularly Table 1 which outlines the issues, potential solutions and their cost estimates;
 - ii. Determine which scheme(s) should be taken forward for implementation in this financial year;
 - iii. Authorise the commissioning of a more detailed designs A166 Stamford Bridge Road / Church Balk traffic islands; B1363 / Mill Lane traffic signals and 40mph and Strensall Road / Towthorpe Road / Towthorpe Moor Lane extend 40mph to south of the junctions schemes prioritised for implementation in the 2009/10 financial year for it to be reported to a subsequent Decisions Session - Executive Member for City Strategy, and
 - iv. Reply to the lead petitioner for the A19 / Main Street, Deighton scheme.

Background

4. The council has, in the past, implemented a number of schemes that have made the accessibility to villages, off the radial routes into the city, better and safer.
5. The 'Safety Schemes' section of the 2009/10 Capital Programme currently contains a 'Village Access Review' scheme with an allocated budget of £275,000. This scheme was included in the Capital Programme, following the representations of various Members, petitions to the Council's Executive by residents and resident comments to Members. The representations, petition

and comments received expressed concerns relating to the safety and ease of access at eight junctions onto radial routes into York

6. The locations of the junctions (in clockwise order, starting to the north of the city as shown on map in Annex A) are:
 - B1363 / Mill Lane (Wigginton)
 - Strensall Road / Towthorpe Road / Towthorpe Moor Lane (Strensall)
 - A64 / Towthorpe Moor Lane / Hazelbush Lane (Stockton on the Forest)
 - A64 / Barr Lane (Stockton on the Forest)
 - A64 / North Lane (Huntington)
 - A166 Stamford Bridge Road / Church Balk (Dunnington)
 - A1079 / Common Road / Common Lane (Dunnington)
 - A19 / Main Street (Deighton)
7. **B1363 / Mill Lane (Wigginton)** – Concerns have been expressed, for a number of years, about this junction, particularly in relation to the delays at peak times and the safety issue arising from drivers taking risks to exit from Mill Lane, due to long waiting times. These issues have been raised again more recently with Members and forwarded to officers via monitored correspondence
8. **Strensall Road / Towthorpe Road / Towthorpe Moor Lane (Strensall)** – issues have been raised by residents of Strensall Camp relating to vehicles veering off the road in the locale of the junction.
9. **A64 / Towthorpe Moor Lane / Hazelbush Lane, A64 / Barr Lane, A64 / North Lane (Stockton on the Forest)** - Officer discussions with the Highways Agency revealed that concerns in relation to the junctions on the A64, particularly the Hazelbush Lane junction have been expressed to the Agency by Cllr. Wiseman. These concerns have also been raised with council officers by Cllr. Wiseman. The council is aware that the Highways Agency is due to undertake a programme of carriageway renewals on the A64 between Hopgrove and Sand Hutton, commencing in 2010, and is liaising with the Agency for harmonising any junction improvements on the A64 with this programme to maximise any potential cost savings.
10. **A166 Stamford Bridge Road / Church Balk (Dunnington)** – Church Balk is the northern access into Dunnington, off the A166. Although there are fewer turning movements at this junction than at either of the two junctions on the A1079 (York Road and Common Road) south of the village, they are, nonetheless, significant. The fatal accident here involved an inappropriate overtaking manoeuvre on the A166. In addition, there are several accesses to properties off the A166 adjacent to the junction.
11. **A1079 / Common Road (Dunnington)** - Residents of Dunnington have expressed views that since the improvements at the A1079 / York Road junction were implemented, more traffic is turning off the A1079 at Common Road to run through the village, before rejoining the A1079 via York Road, in order to avoid queuing traffic on the A1079 inbound to York, since the introduction of traffic signals at the A1079/York Road junction. In addition, there is anecdotal

evidence to suggest that drivers are braking late to turn-off the A1079 into either Common Road or Common Lane.

12. **A19 / Main Street (Deighton)** - The A19 / Main Street, Deighton scheme was reported to the Council's Executive Members for City Strategy and Advisory Panel (EMAP) on 14th July 2008. The decision of this EMAP was to 'Agree not to include a scheme for junction improvements at Deighton in the capital programme for 2008/09 but to consider a scheme for all future programmes.
13. Subsequent to this, a 7-page petition, containing 110 signatures was presented to Council on 2nd April 2009, by Councillor Christian Vassie. The wording of the petition is as follows;

"We the undersigned inhabitants of Deighton ask the City of York Council to instal (sic.) a traffic island on the A19 to enable us to get to and from the bus stop on the southbound carriage way (sic.) in safety. The pedestrian crossing sign, and the extra lighting have had no effect in reducing the speed of the traffic, and the safety of villagers using the bus is being put at risk. The council will be aware that three pedestrians have been killed at the crossing, which lies on a blind bend". A copy of the front sheet of the petition is included as Annex B.

Analysis of junctions and potential mitigation measures

14. The criteria, used for assessing each of the junctions was as follows:
 - Accident record over last three years – i.e. accident clusters (or number/frequency if not a cluster site), type and severity (e.g. slight or serious) and causes;
 - Vehicular access difficulties - i.e. turning movements at junctions versus traffic flows / speeds on radial routes and (where possible) the associated delays, and the potential for devising effective measures to ease access;
 - Non-motorised traffic benefits e.g. better access for pedestrians to nearby bus stops.
 - Value for money – such as linking with other schemes proposed by City of York Council or the Highways Agency to reduce costs, and
 - Any other benefits, for example:
 - shared benefits with other agencies, such as reducing accidents at junctions with the A64 benefiting the Highways Agency;
 - improving access on the wider network, and for various modes, such as walking, cycling and buses, and
 - relieving inappropriate through traffic from villages.
 - Deliverability
15. To assess the safety and access issues at the junctions the accident statistics for the last three years and historical traffic count data etc. was reviewed. Where the traffic data was not available, additional surveys were undertaken in May and June 2009.
16. A summary of the analysis, of the existing situation, the potential improvement measures and the derived benefits is presented in Table 1 (Annex C), and is

augmented by corresponding diagrams in Annexes C1 to C8 (see reference in 'Location' column in table 1).

Evaluation and prioritisation of schemes

17. B1363 / Mill Lane:-

- Relatively high no. of accidents, many with serious casualties;
- High no. of right- turning movements out of Mill Lane (1,544) in relation to flows on B1363 (5,594) causing delays for traffic exiting Mill Lane, which, in turn, may be leading to inappropriate risks being taken by drivers;
- Installation of traffic signals would improve pedestrian access to nearby bus stop;
- Reasonably high 'value for money' ranking for traffic signal and 40 mph schemes, and
- Delivery potential of traffic signal and 40 mph schemes is good.

18. Strensall Road / Towthorpe Road / Towthorpe Moor Lane:-

- Relatively high no. of accidents, but all slight.;
- Significant cross-movement between Towthorpe Lane and Towthorpe Moor Lane (1,057), is hampered by relatively high traffic flows (9,415) and speeds on Strensall Road, causing delays for traffic exiting the minor roads;
- Extending 40 mph speed limit to south of the junctions makes turning movements easier and safer and will make it easier and safer for pedestrians to cross Strensall Road to/from bus stop on northbound lane, and
- Extending 40 mph speed limit to south of the junctions has good value for money and good potential for delivery

19. A64 / Towthorpe Moor Lane / Hazelbush Lane:-

- Very high no. of accidents, many with serious casualties.;
- Very high traffic flows (18,183) on (derestricted) A64;
- Relatively low no. of right-turns onto A64 (386),
- Eases egress onto the A64 for 'Coastliner' bus services running through Stockton on the Forest
- Improvement measures to address accidents and ease movements very expensive to implement and will take a long time to deliver.

20. A64 / Barr Lane:-

- Relatively low no. of accidents, all slight.;
- Very high traffic flows (18,183) on (derestricted) A64; and
- Has good value for money and good delivery potential, but restricting or closing Barr Lane will divert traffic to the A64 / Towthorpe Moor Lane / Hazelbush Lane junction, so will be heavily influenced by the decision regarding proposals here.

21. **A64 / North Lane:-**

- Relatively high no. of accidents, with some serious casualties;
- Very high traffic flows (18,183) on (derestricted) A64;
- Junction has poor conspicuity;
- Restrictions may have reasonably good value for money and good potential for delivery, but may inconvenience local residents
- Traffic flows North Lane likely to be significantly affected (reduced) once Hopgrove roundabout works are completed

22. **A166 Stamford Bridge Road / Church Balk: -**

- Relatively high no. of accidents, with 1 fatal (inappropriate overtaking) and many serious casualties;
- Very high traffic flows (10,483) on (derestricted) A166;
- Traffic islands will reduce the risk of the manoeuvre causing the fatality; and
- Traffic islands have good value for money and good potential for delivery.

23. **A1079 / Common Road / Common Lane:-**

- One accident, with a serious casualty;
- Right-turn out movements onto A1079 may be delayed due to high flows on A1079, which, in turn, may be leading to inappropriate risks being taken by drivers;
- Traffic turning out right from York Road onto the A1079 has increased by 644 vehicles (69%) from 7am to 7pm, whereas traffic inbound on the A1079 fell by 1498 vehicles (16%).
- 40 mph speed limit recently introduced on A1079;
- Local widening will increase junction capacity and will provide a pedestrian refuge to ease crossing of the A1079, and
- Local widening has reasonably good value for money and reasonable potential for delivery.

24. **A19 / Main Street (Deighton) :-**

- Two accidents, both with slight casualties;
- No fatality on record (from 2004 onwards)
- Turn out movements onto A19 may be delayed due to high flows on A1079, which, in turn, may be leading to inappropriate risks being taken by drivers;
- Local widening will provide a right turn facility into main street and provide a pedestrian refuge close to the bus stop on the A19 in the Selby direction.
- Local widening has reasonably low value for money and reasonable potential for delivery if done in isolation, but value for money will be better if undertaken in harmony with a major maintenance scheme in the area planned for 2010/11.

Scheme Prioritisation

25. Table 2 (Annex D) presents the proposed schemes in order of priority, with the
- A166 Stamford Bridge Road / Church Balk traffic islands;
 - B1363 / Mill Lane traffic signals and 40mph and
 - Strensall Road / Towthorpe Road / Towthorpe Moor Lane extend 40mph to south of the junctions

schemes prioritised for implementation in the 2009/10 financial year, at a feasibility stage cost estimate of £248,000.

Corporate Objectives

26. Setting the scheme priority, including prioritising the schemes to be implemented in the 2009/10 financial year would contribute to the following Corporate Priorities:
- **Sustainable City** – Implementing the measures contained in Table 2 (Annex D) will make it easier and safer for public transport to stop at bus stops and return to the traffic flow. It will also make crossing busy routes easier and safer for boarding or alighting bus passengers;
 - **Thriving City** – Implementing the measures contained in Table 2 will make it easier and safer for people to access opportunities and facilities from villages around York, thereby contributing to the city's economy;
 - **Safer City** - Implementing the measures contained in Table 2 will reduce casualties, and
 - **Inclusive city** - Implementing the measures contained in Table 2 (annex D) will make it easier and safer access for people to access opportunities and facilities from villages around York.
27. Local Transport Plan 2006-2011 (LTP2): The scheme would contribute to several of the aims of the recently submitted LTP2, namely:
- To tackle congestion
 - To reduce the levels of actual and perceived safety problems, and
 - To enhance opportunities for all community members, including disadvantaged groups, to play an active part in society;

Implications

28. This report has the following implications:
- **Financial** – See costs and value for Money in Table 1
 - **Human Resources (HR)** – There are no HR implications for the council.

- **Equalities** – Undertaking the improvements stated in Table 2 (at Annex D) will make it easier and safer access for people to access opportunities and facilities from villages around York.
- **Legal** –Traffic Regulation Orders will be needed for any schemes imposing (new or extended) speed limits or other restrictions
- **Crime and Disorder** – There are no implications at present.
- **Information Technology (IT)** – there are no IT implications at present.
- **Property** – A significant element in the cost estimates for any of the A64 / Towthorpe Moor Lane / Hazelbush Lane options will be for land assembly.
- **Sustainability** – The facilities within this scheme may encourage people to use inappropriate routes in order to avoid congested sections of the A1237, A1079 or A64. Further work may be required to ascertain the suitability of these alternate routes for reducing congestion on the main routes.
- **Other** – No comments.

Risk Management

29. In compliance with the Council's Risk Management Strategy the main risk that has been identified in this report could lead to the inability to meet the council's objectives (Strategic).
30. Measured in terms of impact and likelihood, the risk score for the recommendation is less than 16 and thus 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.

Ward Member comments

31. Cllr. J Brooks (Derwent) is in agreement to installing traffic islands at the A166 / Church Balk junction, but stated that widening the A1079 at the A1079 / Common Road / Common Lane junction would not deter 'rat-running' through Dunnington.
32. Cllr. C Hogg (Haxby & Wigginton) acknowledges there is a problem at Mill Lane Wigginton and agrees that traffic signals will resolve it.
33. Cllr K. Hyman (Huntington & New Earswick) believes that right turns out of North Lane onto the A64 should be banned now as this is the most dangerous manoeuvre, due to high speeds on the A64, and caravans have been observed performing this manoeuvre. A Caravan site, currently under construction, further along North Lane and due for opening in 2010, will greatly increase the chances of drivers carrying out this type of manoeuvre. Cllr. Hyman also stated a post-Hopgrove Roundabout completion survey of the alterations to flows on North Lane could be carried out in time to implement any measures to North Lane in 2010/11, and sought the consideration of a temporary measure along the lines

suggested above and, subject to budget, look at including for any permanent measures in next year's programme

34. Cllr. K. Orrell and Cllr. Runciman (Huntington & New Earswick) are in full agreement with Cllr. Hyman.
35. Cllr. C. Vassie (Wheldrake) sought confirmation of whether officers are looking to carry out the work of installing a pedestrian refuge / traffic island at the A19 / Main Street junction at Deighton in conjunction with either drainage works planned for this year or within plans for resurfacing the A19 south of York in a future year, to reduce costs.
36. Cllr. Wiseman (Strensall) is in agreement with extending the speed limit at Strensall Road / Towthorpe Road / Towthorpe Moor Lane, but asked for this to be extended to the 30mph at Earswick. In addition Cllr. Wiseman suggested 'Putting in place speed limits of 30mph on the Towthorpe Road West and Towthorpe Moor Lane East would also increase safety.'

Non Ruling Group Spokespersons' comments

37. Cllr. A D'Agorne is in agreement to installing traffic islands at the A19 / Main Street, Deighton, but added that there is a strong case for lowering the speed limit on the A19 to 50 mph.

Contact Details

Author:

Ian Stokes
Principal Transport Planner
Transport Planning Unit
Ext. 1429

Chief Officer Responsible for the report:

Damon Copperthwaite
Assistant Director (City Development &
Transport)
City Strategy

**Report
Approved**



Date 20-06-09

Wards Affected: Haxby and Wigginton, Huntington & New Earswick, Strensall, Heworth Without, Derwent, and Wheldrake **All**

For further information please contact the author of the report

Background Papers:

Meeting of Executive Members for City Strategy and Advisory Panel 14 July 2008 - DEIGHTON (MAIN STREET) / A19 (SELBY ROAD) JUNCTION – IMPROVEMENT OPTIONS

The Highways Agency, A64 Junction Improvements Scheme Assessment Report; Hazelbush (Extracts only. For full report - request from Highway Agency)

Annexes

Annex A Location plan

Annex B Copy of front page of petition. (A19 / Main Street, Deighton)

Annex C Table 1 - Analysis of junctions and potential mitigation measures

Annex D Table 2 – Prioritised list of schemes