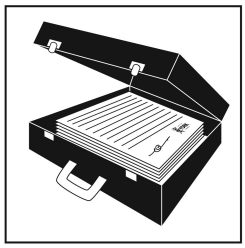
CITY OF YORK COUNCIL



Notice of meeting of

Executive Members for City Strategy and Advisory Panel

To: Councillors Steve Galloway (Executive Member), Reid (Executive Member), Vassie (Chair), Simpson-Laing (Vice-Chair), D'Agorne, Holvey, Hyman and Merrett

Date: Monday, 30 October 2006

Time: 5.00 pm

Venue: Guildhall

AGENDA

Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

10:00 am on Friday, 27 October 2006, if an item is called in *before* a decision is taken, *or*

4:00 pm on Wednesday, 1 November 2006, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

1. **Declarations of Interest**
   At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

2. Minutes (Pages 1 - 8)

To approve and sign the minutes of the meeting of the Executive Members for City Strategy and Advisory Panel held on 11 September 2006.

3. Public Participation

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Panel's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Friday, 27 October 2006, at 10:00 am.

BUSINESS FOR THE EXECUTIVE LEADER

ITEMS FOR INFORMATION

4. York Central Steering Board Update (Pages 9 - 12)

This report provides an update on the meeting of the York Central Steering Board on 22 September 2006 and on progress with the York Central project since the previous update in June this year.

BUSINESS FOR THE EXECUTIVE MEMBER FOR CITY STRATEGY

ITEMS FOR DECISION

5. Street Lighting (Pages 13 - 22)

This report provides an overview of the current situation regarding the street lighting contract and introduces proposals for improvements and efficiency savings.

6. Speed Management (Pages 23 - 42)

This report reviews the various approaches to speed management and recommends an assessment methodology against which all speeding issues can be measured and assessed, in response to increasing complaints about speeding traffic.

7. Petition from Residents of Third Avenue, Heworth Requesting Footway and Carriageway Repairs within the Street (Pages 43 - 52)

This report advises Members of the receipt of a petition from residents seeking repair and reconstruction of the footway, driveways and carriageway on a section of Third Avenue, Heworth, and makes appropriate recommendations.

8. Proposed Improvements to Hopgrove Roundabouts (Pages 53 - 68)

Thos report seeks approval for a proposed partnership scheme, involving the Highways Agency and the Council, to improve and signalise the two Hopgrove Roundabouts (A64 / A1237 and A1237 / A1036) and the linking section of the A1237 York outer ring road.

9. A19 / Wheldrake Lane (Crockey Hill) – Junction Improvement Scheme (Pages 69 - 96)

This report summarises feedback from consultation on proposals to install traffic signals at the Wheldrake Lane junction with the A19 at Crockey Hill, in conjunction with the introduction of a 40mph speed limit along the A19 on both approaches to the junction and seeks approval to implement an amended scheme layout.

10. A1079 (Hull Road) / York Road (Dunnington) – Junction Improvement Scheme (Pages 97 - 126)

This report summarises the results of consultation on proposals to install traffic signals at York Road junction with the A1079 (Hull Road) at Dunnington, in conjunction with the introduction of a 40mph speed limit along the A1079 on both approaches to the junction, and seeks approval to implement the proposals.

URGENT BUSINESS

11. Any other business which the Chair considers urgent under the Local Government Act 1972

Democracy Officer:

Name: Fiona Young
Contact details:

- Telephone – (01904) 551024
- E-mail – fiona.young@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

Agenda Item 2

City of York Council	Minutes
MEETING	EXECUTIVE MEMBERS FOR CITY STRATEGY AND ADVISORY PANEL
DATE	11 SEPTEMBER 2006
PRESENT	COUNCILLORS STEVE GALLOWAY (EXECUTIVE MEMBER), REID (EXECUTIVE MEMBER), VASSIE (CHAIR), SIMPSON-LAING (VICE-CHAIR), D'AGORNE, HOLVEY, HYMAN AND MERRETT
IN ATTENDANCE	COUNCILLOR KING

30. Declarations of Interest

At this point in the meeting, the Chair invited Members to declare any interests they had on the business of the meeting. The following interests were declared:

Councillor Merrett declared a personal and non-prejudicial interests in agenda items 4 (Science City York – Future Governance) and 7 (City Strategy Capital Programme 2006/07 – First Monitoring Report) by virtue of his employment and being a Member of Cycling England respectively.

Councillor Hyman declared a personal and prejudicial interest in agenda item 4 (Science City York: Future Governance), left the room and took no part in the discussion and decision thereon.

31. Minutes

RESOLVED: The Minutes of the meeting held on 17 July 2006 were signed as a correct record by the Chair, with an amendment to the third bullet point in the second paragraph of minute 29 (Tenders for Provision of Subsidised Bus Services) to read, "Members thanked Officers for their hard work in ensuring there were minimum cuts in bus services, whilst still remaining within budget".

32. Public Participation

The Chair reported that the following registrations to speak at the meeting had been received in relation to the following:-

Minute No. 37 - Public Rights of Way – Proposal to Extinguish Public Rights along Certain Alleyways in the Clifton Designated Area, York;
Mr David Nunns, Footpath Secretary, Ramblers Association

In addition, the Chair advised that he had given permission to Councillor Scott to address the meeting, as Ward Member.

Vehicle Activated Sign – an issue within the Panel's remit:
Mr B Mellors on behalf of Bishopthorpe Parish Council. In response to Mr Mellor's comments, the Executive Member for City Strategy advised the Panel that a report on speed management across the city would be submitted to the next meeting and she suggested that the issue specifically raised by Mr Mellors be incorporated within that report.

33. Science City York: Future Governance

Members received a report which sought endorsement in principle for proposals to expand the range of activities encompassed by the Science City York partnership and to establish it as a company limited by guarantee.

Advice of the Advisory Panel

That the Executive Leader be advised:

(i) That the proposals for the future governance of Science City York, as outlined in paragraph 6 of the report, be approved in principle, subject to no additional costs to the City Council and no risks to the delivery of current contracts;

(ii) That the objectives and remit for Science City York be reported back to Members for comment;

(iii) That adequate arrangements be put in place for reporting back of the activities of the Science City York Board.

Decision of the Executive Leader

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To enable Science City York to be well managed.

34. Chief Executive's Directorate Monitor One Finance and Performance Report (2006/07)

Members received a report which informed them of progress against the Chief Executive's Directorate's service plan actions and targets, along with the current financial position.

Current projections were that the Chief Executive's Department would underspend by £33k or 0.3% of the gross expenditure budget.

In relation to the partial availability of data on crime due to recent changes to Police district boundaries, it was agreed to provide all Members with the latest figures as soon as those were available.

Annex 2 of the report provided detailed performance for Best Value and Local performance indicators, including staff management targets (sickness, stress and turnover). At this first reporting stage, against those

measures which were able to be reported upon in-year, the overall position generally looked promising, with some further work required to improve some areas of corporate customer first results.

Advice of the Advisory Panel

That the Executive Leader be advised:

(i) That the first monitor position for both finance and performance relative to the Chief Executive's Directorate be noted.

Decision of the Executive Leader

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To inform the Executive Leader on progress made against service plan targets and budget.

35. 2006/07 First Monitoring Report Economic Development Services - Finance and Performance

Members received a report which presented the latest projections for revenue and capital expenditure by Economic Development Services, together with details of performance against Best Value performance indicators, Customer First targets and Staff Management targets.

Economic Development was expected to control expenditure within its budget of £1,843k.

Performance on most key indicators was improving or on target. Levels of sickness absence were above the council average and corporate target. The Directorate management team were reviewing individual cases of sickness absence and also looking into improved management training in order to address the issue.

Advice of the Advisory Panel

That the Executive Leader be advised:

(i) That the financial and performance position of the portfolio be noted;

(ii) That a report back be made to the next Economic Development Partnership Board detailing progress in relation to indicators C4: VJ15d (balance of firms where turnover has grown rather than fallen) and C5: VJ15c (balance of firms expecting turnover to rise in the future rather than fall).

Decision of the Executive Leader

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: In accordance with budgetary and performance monitoring procedures.

36. City Strategy Capital Programme 2006/07 – First Monitoring Report

Members received a report which set out progress to date on schemes within the City Strategy Capital Programme for 2006/07 and sought approval for amendments to the 2006/07 budget.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised:

(i) That the adjustments set out in Annexes 1 and 2 of the report be agreed, subject to the approval of the Executive to the proposed funding changes.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To manage the Capital Programme effectively.

37. Public Rights Of Way – Proposal To Extinguish Public Rights Along Certain Alleyways in the Clifton Designated Area, York

Members received a report which presented a proposal to extinguish public rights along a total of 19 alleyways in the Clifton designated area, using legislation under the Highways Act 1980, which will enable the installation of lockable alley gates.

The report presented two options for consideration:
- Option A – to extinguish public rights over all of the alleys detailed in the report;
- Option B – to do nothing and let public rights remain over all the alleys detailed in the report.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised:

(i) That Option A be accepted;

(ii) That the Director City Strategy be authorised to instruct the Head of Civic, Democratic & Legal Services to make Special Extinguishment Orders for each of the alleys detailed in the report, to extinguish public rights along them and allow lockable gates to be fitted;

(iii) That if no objection are received to the making of these Orders, or that if any objections that are received are subsequently withdrawn,

the Head of Civic, Democratic & Legal Services be authorised to confirm the Orders;

(iv) That if objections are received and not subsequently withdrawn, a further report be placed before the Executive Members and Advisory Panel, to enable Members to consider whether or not to pass the relevant opposed Orders to the Secretary of State for determination;

(v) That it be agreed to consult residents on and make arrangements for refuse collections when lockable gates are fitted.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To meet the criteria of the legislation, as set out in paragraphs 3 and 4 of the report, which allows the closure of alleys found to be facilitating the commission of criminal and/or anti-social behaviour.

38. Winter Maintenance Service 2006/07

Members received a report which advised of the outcome of a review of last season's Winter Maintenance Service and recommended the continued use of Safecote as a treatment material, with no changes to the defined network for treatment of roads and footways.

The report presented two options for consideration:

- Option 1 – to formally approved the use of Safecote as the proprietary de-icing product for York's road network;
- Option 2 – to revert back to use of neat rock salt as the proprietary de-icing product for York's road network.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised:

(i) That the use of Safecote as the de-icing agent to be used during the winter maintenance season on the defined road network be approved;

(ii) That the outcome of the analysis and risk assessment of the treatment of the Council's car parks in wintry weather and the proposal not to carry out routine treatment but to carry out an annual risk assessment be noted;

(iii) That each ward councillor be provided with a list of where the salt bins are and which ones are used, and that stickers be provided to indicate that the salt bins can be used.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: (i) The trial of this material in 2005/06 has shown it to be a better de-icing agent than neat rock salt as well as bringing efficiency savings of £21,000;

(ii) The risks involved in not carrying out treatment balanced against the prohibitive costs of £350,000.

39. Transport Asset Management Plan

Members received a report which provided information on the development and structure of a draft Transport Asset Management Plan (TAMP) and sought approval to publish the Plan in its current form.

The report presented three options for consideration:
- Option 1 – to note and approve the report and agree to the structure of the TAMP and its publication in its current form;
- Option 2 – to note the report and suggest nay changes they would like to see within the TAMP before publication;
- Option 3 – to note the report and reject the TAMP and its publication.

Members noted that the final sentence of paragraph 10 of the report should read, “Also to establish a whole life and environmentally sustainable approach towards highway maintenance”.

Some Members expressed concern that the TAMP had not been circulated to them and that the report did not clearly indicate that it was available to view in the Members’ Library.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised:

(i) That it be noted that the Transport Asset Management Plan (TAMP) has been developed in accordance with the ‘Framework for Highway Asset Management’ and the ‘Guidance Document for Highway Infrastructure Asset Valuation’;

(ii) That the report be noted and approved and the structure of the TAMP and its publication in its current form, in accordance with Option 1, be agreed.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To demonstrate a whole life approach to the maintenance of highway assets.

40. 2006/07 City Strategy Finance and Performance Monitor One Report

Members received a report which presented the latest projections for revenue and capital expenditure for the City Strategy portfolio area, together with details of the department's performance against Best Value Performance Indicators, Customer First targets and Staff Management Targets.

The provisional outturn position for the portfolio showed an underspend of £63k for the financial year. The main reason for the underspend was improved parking income offset by overspends within street lighting and shortfall on planning income.

Performance on key Best Value Indicators was improving, in particular in relation to planning. Customer first targets were generally being achieved or exceeded, with problem areas remaining in Planning and Sustainability letter answering.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised:

(i) That the financial and performance monitoring position of the portfolio be approved.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: In accordance with budgetary and performance monitoring procedures.

41. Haxby Rail Station Update

Members received a report which provided an update on progress towards developing a new rail station at Haxby.

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised:

(i) That the current progress in developing Haxby Rail Station be noted.

Decision of the Executive Member for City Strategy

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To update Members on scheme progress.

S F GALLOWAY
Executive Leader

A REID
Executive Member for City Strategy

C VASSIE
Chair of Advisory Panel

The meeting started at 5.00 pm and finished at 7.15 pm.

CITY OF YORK COUNCIL

Meeting of Executive Members for City Strategy and Advisory Panel **30 October 2006**

Report of the Director of City Strategy

York Central Steering Board Update

Summary

1. The report updates Members on the meeting of the York Central Steering Board on 22 September 2006 and on progress with the York Central project since the previous update in June this year.

Background

2. A meeting of the York Central Steering Board was held on Friday 22 September 2006. The meeting was chaired by Sir Graham Hall and attended by Councillor Steve Galloway, City of York Council; Christopher Garnett, representing Great North Eastern Railway (GNER); Stephen Brimfield, Network Rail; Jan Anderson, Yorkshire Forward; Sir William Wells, National Museum of Science and Industry (NMSI) and Brian Greenwood, Independent.

3. Work to prepare an Area Action Plan for the York Central area started in July this year. The availability of the British Sugar site for development means that the implications for a joint planning approach for the two sites are currently being assessed.

Progress and Programme

4. Consultants, King Sturge and Edaw, are carrying out further financial modelling work, on behalf of Yorkshire Forward and the York Central landowners, Network Rail and NMSI, as part of the ongoing development appraisal. Further work to look at operational rail issues, is also being carried out in parallel with this, by Network Rail. It is anticipated that this work will be completed by the end of December this year. The implications of this on the timescales for appointing a developer is currently being assessed.

Planning

5. Preparation of the first stage of the York Central Area Action Plan (AAP) work started in July this year. Consultants, Nathaniel Lichfield & Partners were appointed by the Council to produce the Issues and Options document and sub consultants, Social Regeneration Consultants (SRC), were appointed to carry out the public consultation relating to this. The availability of funding from

Yorkshire Forward for this work, meant that it could start earlier than had previously been anticipated.

6. The Council are now looking at the best planning approach for both the York Central and British Sugar sites, following the announcement this summer by British Sugar to close their operation in York next year. Together, the York Central and British Sugar sites will provide approximately 189 acres of brownfield land for development. The proximity of the sites means that each site will have a significant effect on the other site, particularly in terms of transport infrastructure requirements. A co-ordinated planning approach is needed in order to ensure that wider objectives and key timescales can be achieved to support the proper development of both sites.

7. The availability of the British Sugar site presents a significant opportunity to enhance the development potential for York Central and enable an integrated transport approach for both sites.

8. The Council are currently considering the implications of assimilating the British Sugar site into the planning process for York Central. This will build on the work which has been carried out by Nathaniel Lichfield & Partners.

York Central Steering Board

9. In view of ongoing development appraisal work and work to assess the implications of extending the York Central AAP to include the British Sugar site, the current partnership arrangements for the Steering Board will continue. Ad hoc meetings between partner organisations will now be arranged as required, in place of the current York Central Task Group.

10. A further meeting of the York Central Steering Board is to be arranged to take place early in the New Year.

Consultation

11. Consultation is currently being carried out with key officers on the implications of assimilating the British Sugar site into the planning process for York Central.

Options

12. A further report setting out the key issues and options arising from a joint planning approach for both the York Central and British Sugar sites will be brought for consideration by Members to a future meeting of the Executive.

Analysis

13. An appraisal of the key issues and options arising from a joint planning approach for both the York Central and British Sugar sites will be brought for consideration by Members to a future meeting of the Executive.

Corporate Priorities

14. York Central provides a large brownfield development opportunity adjacent to the city centre. It will be an important area for future employment and housing needs within the City. Regeneration of the area will attract investment, helping to strengthen the city's high growth sectors and generate quality jobs. Development of the York Central area will help to protect and enhance York's existing built and green environment and provides an opportunity for a flagship sustainable development.

15. The emergence of the British Sugar site for redevelopment will need to be assessed in terms of its strategic contribution in terms of future employment and housing needs in the City.

Implications

16. Implications are as listed below:
- **Financial:** There are no financial implications
- **Human Resources (HR):** There are no HR implications
- **Equalities:** There are no Equalities implications
- **Legal:** There are no legal implications
- **Crime and Disorder:** There are no crime and disorder implications.
- **Information Technology (IT) :** There are no IT implications
- **Property Implications :** There are no property implications**.**
- **Other:** There are no other known implications

Risk Management

17. There are no known risks.

Recommendations

18. That the Advisory Panel advise the Executive Member for City Strategy that Members may wish to comment on the recent progress with York Central.

Contact Details

Author:
Sue Houghton
York Central Project Manager
City Strategy
(01904) 551375

Chief Officer Responsible for the report:
Bill Woolley
Director City Strategy

Report Approved [X] **Date** 9.10.06

Wards Affected: Holgate, Micklegate **All** [ ]

For further information please contact the author of the report

Background Papers:
City Strategy EMAP, 7 June 2006
Leader EMAP, 20 March 2006
Leader EMAP, 17 January 2006
Leader EMAP, 19 September 2005
Leader EMAP, 26 April 2005
Leader EMAP, 17 January 2005
Leader EMAP, 29 September 2004
Leader EMAP, 22 June 2004
Executive, 3 February 2004

Meeting of Executive Members for City Strategy and Advisory Panel

30 October 2006

Report of the Director of City Strategy

STREET LIGHTING

Summary

1. This report provides an overview of the current situation regarding the street lighting contract and introduces proposals for improvements and efficiency savings.

2. Members are provided with the latest information regarding the use of the inventory to obtain the best value outcome for the supply of energy.

3. The way in which the above is linked into the work carried out by the Scrutiny Sub-Committee on Sustainable Street Lighting is also demonstrated.

Background

4. The Executive considered a report on 2 May 2006 on procurement of works and agreed to extend the street lighting contract with Amey Infrastructure Service (AIS) for a period of 12 months. This extension has been possible through the cooperation of AIS but has meant that an extended lease on the depot premises has had to be negotiated and that the works are now mainly paid for on 'cost plus' basis with agreed oncosts applied for labour, plant and materials. A minimum staffing level is affordable within the budgets providing the normal amount of Ward Committee work, integrated transport schemes and other works is available to absorb some of the labour costs. Officers are programming works to try to ensure that the budget available for street lighting is adequate and any issues in connection with this will be reported through the quarterly budget monitoring reports.

5. To keep costs to a minimum during this short term extension period, the costs of plant and materials are being kept to a minimum. This effectively means that the street lighting service is operating on a reactive basis with lamps burning to extinction rather than carrying out a bulk clean and change programme. Essential services are being maintained including the repairs and attendance to emergencies. As part of the wider procurement of highway services it is going to be necessary to carry out a procurement of the street lighting service irrespective of the success of the highway maintenance PFI

scheme, as it will be necessary to have a service provider in place up to at least 2010. Work on this procurement is now underway.

6. As part of the contract extension with AIS, a series of discussions took place to identify service improvements and efficiencies. These are outlined in this report.

7. Members will be aware that the very detailed inventory of street lighting and illuminated signs was completed earlier this year. The details have had to be formatted to comply with the requirements of the audit process of the energy distributor NEDL. Council officers carried out audit checks prior to the document being submitted and NEDL have now completed their own work, seeking further information on individual lights or sign assemblies in quite a number of instances to satisfy themselves of the accuracy of the information supplied. The outcome of this process is that an Estimated Annual Consumption (EAC) certificate has now been issued showing that our usage of electricity is 7.6 giga watt which is 15.7% lower than the previous figure of 9.02 giga watt. The implications of this reduced figure are discussed later in this report.

8. The Sustainable Street Lighting Scrutiny Sub-Committee presented a report to the Executive of 25 July 2006 on 'Street Lighting – Strategic Management & Procurement to Reduce CO_2 Emissions and Waste'. The Executive has noted this report and has asked for an Officer report from City Strategy and Resources on the budgetary and resourcing implications of the recommendations to enable the Executive to comment. This Officer report is scheduled to be on the agenda of the Executive Meeting on 24 October 2006.

Consultation

9. The relevant consultation has taken place with the Council's contractor AIS, the Council's energy distributor NEDL and the energy supplier npower. Discussions have taken place between Officers and Members in connection with the Sustainable Street Lighting Sub-Committee and there are continuous consultations with manufacturers of street lighting equipment, other street lighting professionals and the Yorkshire Lighting Group Benchmarking Club.

Options

10. Members have the option to consider the introduction of a number of efficiencies and improvements into the street lighting service, as set out later in this report so as to address any budget shortfall. The options available for the procurement of the street lighting maintenance services provided will be incorporated into a separate report as soon as the outcome of the Highway Maintenance PFI expression of interest is known in December 2006 or January 2007. Should this PFI bid be successful then the maintenance of street lighting and illuminated signs will be included in the PFI scheme. If however the PFI bid is not successful then alternative procurement arrangements will need to be made and this us an issue already under consideration by officers.

11. Regarding the procurement of energy, there are a number of options available to seek the most competitive prices and also options to consider the use of energy from sustainable sources. This links into some of the work carried out by the Sustainable Street Lighting Sub-Committee.

Options for efficiencies and improvements in the service

Option 1: Illuminated Bollards and Street Signs

12. To transfer, where possible, from illuminated to non illuminated street signage and bollards.

Option 2: Equipment

13. To use the least expensive but more efficient equipment to reduce whole of life maintenance costs along with reducing risk to both operatives and the public.

Option 3: Operational Efficiencies

14. To assess the contract needs with respect to new regulations (i.e. working at height and electrical) and good practices in order to improve the operational efficiency.

Option 4: Innovation

15. To continue to trial new technologies in order to assist improvements in the quality of street lighting systems.

Option 5: Ward Committees

16. To implement regular meetings and improved management systems to ensure better service delivery to Ward Committees and York Pride.

Option 6: Energy Procurement

17. To seek the best value procurement of energy through two alternative approaches to procurement and to seek recovery of costs for energy where appropriate.

Option 7: Energy Rates

18. To carry out further work with NEDL to enable the Council to move onto the 'Half Hourly Rate' for energy to further reduce energy costs.

Option 8: Maintenance Regime

19. In the short term to adopt a burn to extinction approach with increased night scouting as necessary.

Option 9: NEDL Connections

20. Lighting units can fail due to a fault in the lamps, the photoelectric cells or the starter equipment. Other reasons include loss of supply that is the responsibility of NEDL. The proposal is to seek improvements from NEDL on the turn around time for re-provision of supply.

Analysis

Option 1: Illuminated Bollards and Street Signs

21. By re-assessing the need for the number of illuminated sign units and illuminated bollards it will be possible to reduce their number by either removal of electrical components, relocating the units to shared posts, or removing them altogether. This has the advantage of reducing the maintained units along with helping to reduce energy needs and street clutter. Although initial investment will be needed to re-assess and reduce the units, there should be cost savings on overall maintenance. Any decisions in this respect will need to be made with reference to the correct regulations. This is also something that can also be addressed within the design process by specifying other non-lit reflective signage and bollard types with the immediate effect of cheaper installation costs compared to powered systems. These non-lit units could also be utilised effectively where lit units are constantly damaged by traffic. Newly approved non-lit bollard types are already in use throughout the country to great effect (e.g. Kensington, East Yorkshire, Hull) and give reduced maintenance and installation costs. Some manufacturers of non-lit bollards also offer a free maintenance and evaluation service for their equipment, reducing costs further.

Option 2: Equipment

22. Officers are constantly assessing the materials and equipment in use in order to gain the best possible value in relation to whole of life costs and maintainability. This gives the benefit of utilising the most recent cost/energy efficient technologies along with addressing maintenance and safety issues that occur as legislation progresses (i.e. working at height and the Recycling Directive). Although there are initial cost implications these need to be taken into consideration from a whole life cost perspective. For example the specifying of all aluminium lanterns to reduce recycling costs and environmental impacts in comparison to plastic models.

Option 3: Operational Efficiencies

23. Continuous improvement of working practices, not only on site but also in the management processes, have the potential to streamline the services whilst increasing output (particularly in engineering terms). This can result in simple initiatives such as acquiring lanterns to be pre-wired.

Option 4: Innovation

24. New technologies are regularly available to the industry and are sometimes able to provide better equipment suited to York's needs. For example on the Millennium Bridge, LED units have been utilised within the decking to replace the frequently vandalised units, resulting in a large reduction in repair visits and a maintenance return period in excess of 15 years. With the introduction of some more innovative technologies it may be possible to improve the Council's street lighting assets and help to combat unwarranted cost throughout the life of the equipment. It may also be possible to reduce maintenance visits in certain locations where it was previously difficult and expensive.

Option 5: Ward Committees

25. New systems have been put in place to improve the assessment and decision making process for Ward Committee and York Pride/Street Environment works. This involves frequent meetings with feedback in relation to the feasibility and timescales of works. This is backed up with written information to show a clear programme for all the works proposed from design stage to eventual commissioning, in order that officers can continue to assess each of the project stages as time moves on.

Option 6: Energy Procurement

26. The current energy contract is based on a variable tariff and is therefore subject to market changes. Following receipt of the EAC certificate, officers can obtain prices for a fixed term contract. It is proposed to tender on a twin track basis by inviting prices through the EU journal and also through the Yorkshire Purchasing Organisation (YPO). YPO has more buying power through economies of scale and recent discussions with YPO have revealed that they have sophisticated systems in place for tracking the price of energy and for buying the quantities they need in advance at the best possible prices. YPO estimates that since 2002 the price of energy has increased by 160% but due to their systems and buying power they have managed to keep the increase to 70%. It is perhaps unlikely that a go-it-alone procurement of energy will result in a better deal than with YPO but this will become apparent in due course.

Option 7: Energy Rates

27. Half Hourly rates are the cheapest energy rates available, paid for to the nearest half hour of usage rather than an unmetred dawn until dusk arrangement that would be obtained in the procurement above. A considerable amount of work is required to reach an agreed position with the energy distributor, involving the purchase and installation of measuring equipment costing £5K and appointing a Metre Administrator costing £6K per year. The equipment records and transmits the times that the different types of photo-electric cells in use, switch on and off and this can be used to accurately calculate the actual energy consumed, providing an up to date inventory is in place. It is a requirement of the Half Hourly system to keep accurate inventories and YPO estimate that this requires up to 15% of 1 FTE. If a Half Hourly rate for energy could be agreed then savings of 2% to 3% of the energy bill are typical and this will more than cover the costs involved. It is possible to move onto the Half Hourly rates once the procurement above is in place and all it essentially means is that the amount of energy used will be charged rather than an assumed, higher, amount based on the unmetred system.

Option 8: Maintenance Regime

28. As already mentioned, the extension to the term maintenance contract is operating on a reactive basis where lamps burn to extinction. This is seen as a temporary measure and work is already underway to procure these services with an anticipated date for contract award of April/May 2007. Should this be achievable it may not be necessary to seek any further extension of the existing contract period already agreed. The new contract will re-establish the

routine maintenance regimes, however, in the meantime if the number of lighting faults will be continuously monitored. The number of faults that are identified will be improved by the frequency of night scouting increasing to a 14 day cycle from October 2006 through to the end of March 2007. This is in comparison to the 28 day cycle operated from April to the end of September. In the unlikely event of additional night scouting being required, to keep on top of fault identification, then this will be implemented prior to the commencement of the new contract.

Option 9: NEDL Connections

29. NEDL is responsible for restoring dead supplies and for emergencies. IUS is responsible for new supplies and transfers of supplies. Both companies are part of CE Electric and both operate on the basis of a service level agreement (SLA). The SLA does not incorporate incentives for achieving targets and the best way to create improvements is through the formation of closer communications, leading to improved working arrangements. This already happens to a large extent with IUS but there is still considerable scope for improvement with NEDL. Efforts to improve communication with NEDL have been made but further efforts will be at a senior level in their organisation. This action is seen as imperative, as NEDL should provide the Council with information about the time taken to rectify faults so that the Council can report this in a BVPI. At the moment the information from NEDL is not coming through despite the requests, but the Audit Commission is unlikely to accept this as a reasonable reason for inaccurate reporting of this particular PI.

Street Lighting PI

30. Members attention is drawn to one of the street lighting PIs, namely COLI 33 - the percentage of street lights not working as planned. This was a BVPI up to 2005/06 but is now reported as a local indicator. The formula used for the PI calculation is:

[(W x Y)/ No. of lights] x 100.

W = faults/period considered

Y = (scouting period + average days to attend)/2

31. Under most circumstance the targets are achievable in the last two quarters of the financial year but not so in the first two quarters. The number of faults is relatively constant, as are all the other factors in the formula with the exception of the scouting period.

32. The scouting period in the first two quarters (April to September inclusive) is 1 scout every 28 days but in the second two quarters (October to March) this increases to 1 scout every 14 days.

33. There is very little that can be done to influence and improve the current performance of this PI other than to either alter the scouting period or reduce the number of faults. Altering the scouting period to 14 days throughout the year is expensive would cost an extra £9000, furthermore it is unlikely to be a

realistic option as the number of hours of darkness in the first two quarters is not sufficient to carry out the full scout in a 14 day period. Alternatively, efforts could be made to reduce the number of faults but this is not going to be easily achieved given the standards of maintenance affordable and the age and condition of the stock, such as the lamps, switchgear and cells.

34. The most effective solution would be to alter the targets to something that is still challenging yet achievable as follows:

PI	Current Target	Proposed Target
COLI 33a (not including vandalism)	0.6%	0.8%
COLLI 33b (including vandalism)	0.7%	0.9%

35. These proposed targets would still be amongst the best in the country as anything less than 1% is regarded as good and, for example, the sort of target that authorities should achieve having undergone the investment associated with a street lighting PFI scheme.

Corporate Priorities

36. The Street Lighting Service meets the corporate aims of 'Take Pride in the City' by improving quality and sustainability, creating a clean and safe environment'. It also supports the priority of 'Increase the use of public and other environmental modes of transport' by providing a safe environment for all users of the highway.

Implications

Financial

37. The options can be accommodated within existing budgets but there are unknown implications on the outcome of the tendering exercise to obtain the best value energy prices.

Human Resources (HR)

38. The options can be incorporated within the existing level of HR resources.

Equalities

39. No implications.

Legal

40. There is no statutory requirement for local authorities to provide public lighting but Highway Authorities are empowered by the Highways Act 1980 to provide a service to the correct applicable standard at the time of installation. The Highway Authority under their powers has a duty of care to road users,

however this power does not imply any duty to ensure the lighting is lit. Instead this duty is to ensure systems are in place to maintain the lighting equipment in a safe condition, including the detection of dangerous equipment.

41. Any reduction in signage and illumination may have an impact on the legality of some systems. Where this is assessed to be the case, using the relevant regulations then exceptions would be sought.

Crime and Disorder

42. No implications.

Information Technology (IT)

43. No implications.

Property

44. No implications.

Other

45. No implications.

Risk Management

46. In compliance with the Council's risk management strategy, the main risks that have been identified in this report are risks arising from hazards to assets and people (Physical), those which could lead to financial loss (Financial), and non-compliance with legislation (Legal & Regulatory).

47. Should the recommendations not be approved then the ability to introduce efficiencies and savings will be restricted placing greater pressure on existing budgets. However, measured in terms of impact and likelihood, the risk score all risks have 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.

Recommendations

48. The Executive Member is recommended to approve the introduction of the options for efficiencies and improvements in the street lighting and illuminated signs service.

Reason: To enable service efficiencies to be introduced in line with continuous service improvements.

Contact Details

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Report Approved ✓ **Date** 4 October 2006

Specialist Implications Officer(s)

There are no specialist implications.

Wards Affected **All** ✓

For further information please contact the author of the report

Background Papers:

Executive Report 25 July 2006 – Final Report of the Sustainable Street Lighting Scrutiny Sub-Committee

Annexes

None

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CITY OF YORK COUNCIL

Meeting of Executive Members for City Strategy and Advisory Panel

30 October 2006

Report of the Director of City Strategy

SPEED MANAGEMENT

Summary

1. This report has been brought forward in response to:

- The increasing number of complaints about speeding traffic.
- The high demand for Vehicle Activated Signs (VAS) to be installed to address speeding issues.

2. The report reviews the various approaches to speed management and provides an assessment methodology against which all speeding issues can be measured and assessed.

3. The report recommends that proposals A – F outlined in paragraph 99 should be approved.

Background

4. Casualty reduction is the principle objective of the Road Safety Strategy included as part of the Second Local Transport Plan.

5. The majority of casualty cluster sites (i.e. junctions, bends) have now been treated with engineering measures as part of the Local Safety Scheme programme. The priority now is to bring forward measures to address casualties along strategic routes, rather than at specific locations.

6. There is an established relationship between excessive or inappropriate speed and the likelihood of a road accident involving casualties. The Speed Management Plan is therefore a key component of the Road Safety Strategy.

7. The Speed Management Plan, developed in 1997 and updated in 2003, sets a framework for speed management measures and carries the support of the emergency services and the bus operators. The aim is to ensure that all road users know the speed limit and that all road users drive at or below the posted limit.

8. The plan outlines the three categories of road, sets speed reduction targets, and provides guidance on the types of speed management treatment that may be appropriate (see table below).

Route/Area	Target Speeds	Appropriate Measure
Main Traffic	Greater compliance with the speed limits.	Horizontal measures
Mixed Priority	30 mph (20-25 mph at shops/schools)	Vertical measures in places where there are safety concerns.
Residential areas	20 mph	Wide range of vertical measures.

9. Traffic routes are busy main roads which are important for bus operators and the emergency services.

10. Mixed priority routes are roads which are important for getting around, but which go through areas where slower speeds are appropriate, such as villages or near shops and schools.

11. Residential routes are all other roads where the needs of residents will generally have priority over traffic.

12. The Speed Management Plan does not specifically categorise rural routes. During the life of the Second Local Transport Plan it is proposed that a study of speed management on the rural network will be undertaken.

13. The Department for Transport (DfT) Circular 1/06 states that Local Authorities should now use mean speeds as the basis for determining local speed limits. Previously Local Authorities have used 85th percentile traffic speeds (i.e. the speed at or below which 85 cars out of 100 travel in free flow conditions) to set local speed limits. It therefore also seems sensible to use mean speeds and 85th percentile speeds when assessing speed data. The use of mean speeds is underpinned by extensive research demonstrating the well-proven relationship between speed and accident frequency and severity. Mean speeds also reflect what the majority of drivers perceive as an appropriate speed to be driven for the road, and are felt to be easier for road users themselves to understand.

14. The DfT has recently issued new guidance on the setting of local speed limits (Circular 1/06). Every Local Authority are requested to formally review the speed limits on all ‘A’ and ‘B’ roads in accordance with the new guidance, and implement any necessary changes by 2011. North Yorkshire Police should be consulted during the review process.

Method of assessment

15. Speed management measures should always be data led to ensure maximum benefits from limited resources and to provide a consistent approach across the city.

16. The data led method of assessment should be applied to:

- The development of speed management schemes as part of the Capital Programme
- Ward Committee requests
- Complaints from residents

17. Speeding issues should be assessed against the following criteria:

Injury accident record

18. A speed related injury accident search should be undertaken for the preceding three years based on North Yorkshire Police data.

19. An analysis of casualty data for the road, that incorporates causation factors, will help to determine the likelihood and impact of a speed related injury accident.

20. Injury accidents will be prioritised on severity using the categorisation; fatality; serious injury; and slight injury.

Speed data

21. An analysis of existing speed data for the route should be undertaken. The primary measures used to assess data should be the mean speed and the 85th percentile speed (i.e. the speed at or below which 85 cars out of 100 travel in free flow conditions).

22. The mean speed is calculated by adding together every individual vehicle speed and dividing this figure by the total number of vehicles recorded in the survey. A speed survey is conducted over a period of 7 days (24 hours a day) to ensure that the mean speed figure is statistically reliable.

23. National guidance recommends assessing 85th percentile speeds using the following formula; speed limit + 10% of the speed limit + 2 mph. The 10% of the speed limit is allowed to account for any inaccuracies in a speedometer and the 2 mph takes into account any driver lapses i.e. drivers drifting over the speed limit by mistake.

24. The table below summarises the thresholds above which vehicle speeds are regarded as a problem:

Speed Limit	Threshold (mean speeds)	Threshold (85th percentile speeds)
20 mph	20 mph	24 mph
30 mph	30 mph	35 mph
40 mph	40 mph	46 mph
60 mph	60 mph	68 mph

25. Should further analysis be required, then the percentage of vehicles exceeding the speed limit can also be considered.

26. It should be noted that the highest vehicle speed is often the figure that is picked up on by the public. However, this measurement should not be used to assess speed data for the following reasons:

- May have been generated by an emergency services vehicle
- Is not representative of the speed profile for the road i.e. it is one driver

27. The Council has existing speed data for a large number of roads in the city. When responding to speeding issues it may be necessary to undertake speed surveys if there is no existing data.

28. The average cost of a 7 day/24 hour speed survey is £150. Budget restraints mean it is not possible to collect speed data in response to every complaint (several hundred per annum). On roads where there is not a speed related injury accident record, the decision on whether speed data is collected should be made jointly between the Road Safety Officer, the Transport Survey Clerk and North Yorkshire Police. Experience has shown that at certain sites it is very unlikely that the mean speed will be above the speed limit. Sites where speed data may not be collected, because mean speeds are likely to be well below the speed limit, include:

- Roads with existing traffic calming features
- Some roads with natural traffic calming i.e. parked cars on both sides of the road
- Small cul-de-sacs

29. Based on the speed data and the injury accident record roads can be categorised on a scale of 1 – 4, with 1 being the highest priority (see table below).

Category	Speed	Casualties	Priority	Treatment
1	High	High	High	Speed management measures
2	Low	High	High	Casualty reduction measures
3	High	Low	Medium	Speed management measures
4	Low	Low	Low	None

30. Prioritisation of speed management measures based on these objective criteria will result in resources being deployed most efficiently and with maximum benefit to the community.

31. Other criteria that can be taken into consideration if further prioritisation is required are:

- Traffic flow
- Evidence of non-injury crashes
- Pedestrian generators i.e. schools, local shops, hospitals etc.

32. Once the assessment process is complete any potential speed management measures will be subject to budget allocation. Capital funding will be prioritised based on the categorisation in the above table.

33. Ward Committee funding may be used to implement local measures that meet the necessary criteria.

Management of complaints

34. In order to effectively deal with the high volume of speeding complaints, a more structured management procedure needs to be adopted.

Resident complaints

35. Resident complaints (several hundred per annum) are currently dealt with on an ad-hoc basis throughout the year. The new management procedure will involve grouping resident complaints together and producing a twice yearly review for Members.

36. The review will detail every speeding complaint received during the previous six months and will recommend which roads should be treated, based on the data led method of assessment.

37. It is proposed that a twice yearly review of speeding complaints will be brought forward in May and November.

38. Funding will be allocated as part of the Speed Management Capital Programme to respond to complaints brought forward in the twice yearly review that justify treatment.

39. This twice yearly review process will ensure a consistent approach is applied to all speeding complaints and should ensure more efficient use of staff time.

Ward Committee requests

40. Requests from ward committees will be assessed as and when they are received by council officers, using the data led method of assessment.

41. When a road does meet the assessment criteria, officers will report back to the Ward Committee with a proposal to address the problem. Providing the Ward Committee is in agreement, they would be encouraged to use their own funding to implement any proposal.

42. On roads that do not meet the assessment criteria no action will be taken. A Ward Committee will not be able to take forward any scheme without Council approval.

43. This approach should ensure that Ward Committee requests are dealt with consistently and within a relatively short time frame.

Approaches to speed management

44. An identified speeding problem can be tackled in a number of ways. The different approaches generally fall into one of the 'Three E's': education, engineering and enforcement.

Education

45. Education in the broad sense should aim to raise awareness of the risks associated with speed and influence driver behaviour. Targeted education should focus on high-risk groups.

Publicity campaigns

46. The Road Safety Strategy highlights the fact that the majority of crashes are caused by driver error, and driving too fast is one example of a driver error. Speeding is endemic and the only way to effectively manage speeds is to influence driver behaviour to the extent that individual drivers take responsibility for their own actions and choose to drive within the speed limit.

47. Speed awareness campaigns will target users of the arterial routes where the majority of speed related casualties occur. Publicity campaigns tend to have more impact when;

- Supported by police enforcement
- Targeted at high-risk groups
- Delivered as long-term campaigns

Targeted education

48. Research has shown that social and cultural norms play an important role in speed choice. Speed campaigns have tended to target the entire population, but it has now been recognised that blanket publicity has a limited effect on behaviour change.

49. Education needs to be targeted at the most at risk groups, which in York are employees driving whilst at work and young drivers.

50. The *Your Driving Your Business* campaign stresses to employers that they have a duty of care for employees who drive as part of their job. It has been estimated that nationally around a third of all collisions involve employees at work. The aim of the campaign is to offer guidance to employers on how to manage this road risk.

51. Promoting a safer speed message within organisations is one of the main strands of the campaign. Employers should not make unrealistic demands on their drivers that encourage speeding behaviour and should not condone employees breaking the speed limit. Over time, the campaign has the potential to achieve widespread behavioural change.

52. Young people aged 17-21 are massively over-represented in the casualty data and are extremely likely to engage in reckless driving behaviour. An extensive programme of work targets schools, colleges, the Youth Offending Service and other relevant organisations. This educational work comprises theatre productions in school, workshops delivered by bereaved parents, a resource aimed at parents and sessions looking at a range of issues including speeding. Influencing this key group of road users has the long term potential to foster safer, more considerate drivers.

Community Speed Watch

53. The aim of Community Speed Watch is for residents to develop a culture whereby speeding in their community gradually becomes socially unacceptable.

54. The initiative empowers residents to take positive action when they report a speeding problem in their community. Residents are encouraged to sign-up to a speed pledge, thus committing themselves to driving within the speed limit. Stickers with the message “It’s our neighbourhood watch your speed” are available to those residents who sign up to the pledge. This powerful public stance puts pressure on those drivers who believe it is acceptable to speed.

55. The campaign is tied in with the deployment of the temporary Speed Indicating Device (SID). The SID records the speed of each vehicle and flashes up the words “slow down” when the speed limit is exceeded. Not only does the SID offer a reminder to drivers exceeding the speed limit, it also records speed data whist

operational. Routes with a measurable speeding problem are suitable for deployment.

56. Research has shown that a SID is effective in reducing vehicle speeds whilst in situ and operational. The reduction in speed continues for several miles after the vehicles have past the SID. However, there is no reduction in speed on days when the SID is not deployed.

Engineering

57. Engineering treatments help to dictate the speed at which people drive. Vertical measures restrict the speed at which people can drive, whilst other measures are used to engineer the road environment in a way that encourages drivers to travel within the speed limit. A summary of treatments and the type of road they can be introduced on is included as **Annex A**.

Self-indicating roads (traffic routes)

58. Department for Transport (DfT) Circular 1/06 states that speed limits should be self-explaining and seek to reinforce people's assessment of what is a safe speed to travel. They should also encourage self-compliance and not be seen by drivers as being a target speed at which to drive in all circumstances.

59. The Second Local Transport Plan 2006-11 includes proposals to undertake speed management studies on the six arterial routes. This work will look to bring forward engineering measures to reduce traffic speed and address the casualty record. The arterial routes are where the majority of killed and serious injury casualties are located. The primary objective is to engineer a road environment where the majority of drivers travel at or below the speed limit. The aim of engineering measures is to reduce the carriage way width and break up the road environment so that drivers are not tempted by long unobstructed lengths of road. Possible measures include:

- Cycle lanes
- Pedestrian refuge islands
- Road markings
- Speed limit signing
- Junction warning signing

60. A self-indicating road has the potential to encourage long-term behaviour change on a route. The engineering measures will be supported by route speed awareness campaigns and police enforcement.

Psychological traffic calming (mixed priority routes)

61. The Transport Research Laboratory (TRL) has studied how changes in the road environment affect driver behaviour. In general, more

complex road environments induce drivers to slow down and give themselves time to understand the surroundings.

62. An example of this technique is reducing the perceived road width, which in turn increases the perceived risk. Another example is red brick narrowing, whereby a surface of red brick is added to the sides of the road. This creates uncertainty in the footway width and defines a distinctly narrower edge to the road.

63. The study found that psychological traffic calming slowed fastest drivers the most – as the increase in perceived risk diminishes any "thrill factor" which a small percentage of the driving population senses from speeding.

64. To date, only one psychological traffic calming scheme has been implemented in the UK, in a village location to reinforce a speed limit change from 40 to 30 mph. The percentage of drivers exceeding 30 mph fell from 85% to 50% and the percentage of drivers exceeding 40 mph dropped from 50% to 10%.

65. Early results suggest that this technique can be effective in reducing speed. As there is a distinct lack of research into this technique, any scheme should be considered on a trial basis. This type of treatment is likely to be expensive and the cost-effectiveness must also be considered.

Vertical traffic calming (residential areas and mixed priority routes)

66. Substantial research shows that vertical traffic calming is the most effective method of reducing speeds and addressing casualties. This type of traffic calming can be introduced on residential roads and on mixed priority routes where there are safety concerns such as near shops, schools and play areas.

67. A study by Webster and Mackie (1996) showed that after implementation of traffic calming the average annual casualty rate decreased by 60% and average vehicle speeds fell by 9 mph. In York traffic calming has been introduced extensively and monitoring of the schemes has shown an average 52% reduction in casualties and an 11 mph reduction in mean speeds.

68. It is also important to note that traffic calming is usually popular with local residents. The Transport Research Laboratory reviewed forty-five traffic calming schemes and the overall percentage of residents who approved of the schemes was 65%.

69. Despite anecdotal evidence to the contrary, research suggests that when negotiated at sensible speeds vertical traffic calming causes no specific damage to vehicles. There are concerns that schemes can lead to increased traffic noise, emissions and vibration. However, data from York has shown that in most cases the actual increase in noise, emissions and vibration is very low. It is generally accepted that the

safety benefits of vertical traffic calming far outweigh any negative impact.

Horizontal traffic calming (mixed priority routes)

70. Horizontal deflection measures can help to reduce traffic speeds without the need for vertical traffic calming. Examples include:

- Build-outs are a narrowing of the carriageway, constructed on one side of the road, usually as an extension to the footway.
- Chicanes are made up of two or more build-outs on alternate sides of the road that are not directly opposite each other. Vehicles are required to slow down to negotiate the chicane.
- Pinch points consist of a pair of build-outs on opposite sides of a road to create a narrowing. They can help to modify vehicle speeds and reduce the risk to pedestrians crossing the road.

71. Horizontal traffic calming is not as effective in reducing speeds as vertical traffic calming, but it can be implemented on routes where vertical measures are not feasible. This type of treatment is site specific and is very sensitive to the balance of traffic flow e.g. a chicane is only effective if there is a similar traffic flow from both directions.

72. There are driver behaviour issues associated with horizontal treatments, such as speeding through chicanes to beat oncoming traffic. Residents can also complain about increased noise and emissions due to the braking and accelerating of drivers negotiating the feature.

Road markings & surface treatments (all routes)

73. Road markings and surface treatments have been used to good effect in changing the nature and appearance of a road, and therefore the speed at which people choose to drive. They are most effective when used in conjunction with vertical speed limit signing.

74. Care must be taken to ensure that the visual effect of road markings, especially words like "SLOW" on coloured backgrounds is not diluted due to proliferation.

75. An example of where road markings can be effective is at speed limit transition points to emphasise the change and alert drivers to the new speed limit.

Speed limit signing (all routes)

76. The over-riding principle of speed limit signing should be to ensure that the limit is always as clear and obvious as possible, and that it is lawful. Nationally speed limit signing is not always consistent and drivers should not be expected to work out what the speed limit is.

77. Speed limit repeater signs at regular intervals help to reinforce the speed limit. It should be noted that 30 mph speed limit repeater signs are prohibited on 30 mph roads that have street lamps.

78. Research shows that additional speed limit signing, such as countdown signs placed at regular intervals before a limit, have little effect on reducing vehicle speeds.

Vehicle Activated Signs (VAS) – any route within 30 or 40 mph limit

79. Department for Transport (DfT) guidelines state that VAS should only be considered where there is a casualty problem associated with excessive or inappropriate speed, that has not been satisfactorily remedied by standard signing or other measures. In other words VAS are a last resort and should only be considered at locations where other speed management measures have not proven effective.

80. The main advantage of VAS is that they alert individual drivers to the fact that they are travelling too fast. However, experience derived from situations elsewhere, would suggest that VAS should be deployed sparingly, in order to avoid a proliferation of such signs, which would reduce their overall effectiveness.

81. The Transport Research Laboratory (TRL) has undertaken a full-scale study of the effectiveness of over sixty VAS in Norfolk, Kent, West Sussex and Wiltshire. The study concluded that there has been a one-third reduction in casualties across all of the Norfolk sites. The average reduction in mean speed for the speed limit VAS was 4mph. The hazard warning VAS reduced mean speeds by an average of 7mph.

82. However, experience from elsewhere has confirmed the view that widespread use of VAS should not be recommended as this would reduce their effectiveness at accident sites, where their use would bring real casualty savings. Limiting the number of VAS ensures that the signs remain effective.

83. There is also evidence to demonstrate that over time the impact of VAS can diminish. A VAS installation should not therefore be considered permanent, and regular monitoring of the site is required to determine at what stage a particular sign becomes ineffective.

84. The local DfT representative at the Government Office for Yorkshire and the Humber (GOYH) has confirmed that it is acceptable to install VAS on a temporary basis. However, local residents, Parish Councils and Ward Committees are very likely to oppose any recommendation to move an existing VAS.

85. There is potentially a long term financial risk associated with future VAS provision if suitable maintenance arrangements are not put in place with the necessary budget allocation.

86. VAS have been installed at nine trial sites across the city and the results of the York trials appear to correlate well with studies elsewhere. For example, 85th percentile traffic speeds (i.e. the speed at or below which 85 cars out of 100 travel in free flow conditions), average traffic speeds and the percentage of vehicles exceeding the speed limits in force have been reduced at nearly all the sites where local data has been collected. However, the trials are showing that at some sites there is a drop off in effectiveness after about six months in situ.

20 mph zones (mixed priority routes and residential areas)

87. Local Authorities are able to introduce self-enforcing 20 mph zones where they are likely to reduce speeds and cut casualties. The only effective way of reducing speeds to 20 mph or less is through the implementation of traffic calming.

88. In York 20 mph zones are predominantly introduced as part of School Safety Zones to create a safe environment for children. It would be feasible to extend the use 20 mph zones beyond School Safety Zones. Several Local Authorities, including Southwark and Camden, have implemented a default 20 mph limit on all urban residential routes. This blanket approach has been supported by other measures to reduce vehicle speeds.

Reducing the speed limit (potentially all routes)

89. The DfT has requested that every Local Authority formally review the speed limits on all 'A' and 'B' roads and implement any necessary changes by 2011.

90. Research has shown that in places where speed limits have been reduced and no other action taken, the reduction in average traffic speed is observed to be about a quarter of the change in posted speed limit. For example, reducing the speed limit from 40 mph to 30 mph tends to reduce speed by 2.5 mph (Finch et al 1994).

91. In order to be effective, a reduction in speed limit must be supported by other engineering measures so that it reflects the nature of the road environment.

Home Zones (residential areas)

92. Home Zones are residential streets where the road space is shared between cars and other road users, with the needs of pedestrians and cyclists coming first. The characteristics of a Home Zone are a 20 mph speed limit, traffic calming and measures to improve the environment for local residents i.e. extended pavements.

93. Research has shown that Home Zones are most effective on short lengths of road with a relatively low traffic flow.

94. A number of Home Zones have been implemented in York as part of the First Local Transport Plan. At this point in time no further Home

Zone schemes are proposed. Home Zones were found to be very expensive both in terms of construction costs and officer time. It was also very difficult to achieve local consensus on the exact nature of the schemes.

Enforcement

95. It should be noted that the installation of speed cameras is not an option currently available to City of York Council because a 'safety camera partnership' is not active within North Yorkshire. It is a partnership decision not to have fixed camera sites in North Yorkshire and there are no proposals at present to review this situation.

96. Police enforcement is an important part of speed management. A minority of drivers will not respond to education or engineering measures and enforcement can be an effective deterrent.

97. Police enforcement should be seen as the final phase of reducing speeds on the roads. Enforcement should be considered after all other education and engineering methods have been tried and have failed to reduce vehicle speeds. The aim of enforcement is to influence the offender into understanding the dangers of exceeding the posted speed limits. Data led targeted policing on routes with a significant casualty record or a measured speeding problem is fundamental to making our roads safer. A close working relationship between the Council and North Yorkshire Police is necessary to make it work.

Consultation

98. North Yorkshire Police have been consulted and support the fundamental principles of the proposed data led method of assessing speeding issues.

99. Proposals

A. To adopt the data led method of assessing speeding issues and prioritising treatments using the criteria outlined in paragraphs 15 – 33.

B. To adopt the procedure for managing complaints from residents and Ward Committees outlined in paragraphs 34 – 43.

C. To review the speed limits on all 'A' and 'B' roads by 2011 in accordance with the new DfT guidance.

D. To continue with the existing programme of targeted education to influence driver behaviour.

E. To implement the most appropriate speed management engineering treatment as detailed in **ANNEX A** where justified by the data.

F. To work with North Yorkshire Police and support data led targeted speed enforcement.

Analysis

Proposal A

100. Proposal A will ensure parity across the city by applying a consistent and robust approach to all speeding issues. It will enable the Council to have maximum impact on casualty reduction and speed management. The assessment methodology prioritises routes with a record of speed related injury. It will allow the Council to provide justification in cases when action is not appropriate. This method enables the appropriate treatment to be applied to an identified speeding problem and avoids over-reliance on a particular treatment. This approach will also ensure the greatest rate of return from the Second Local Transport Plan funding stream.

Proposal B

101. Proposal B will ensure the effective management of complaints/requests from residents and Ward Committees.

102. Members will be presented with a twice yearly review detailing all resident speeding complaints, which will ensure a consistency of approach.

103. Ward Committee requests will be investigated and where they meet the necessary assessment criteria, officers will report back to the Ward Committee with a proposal. Ward Committees will be able to use their own funding to implement any proposal put forward by Council officers. A Ward Committee will not be able to take forward any scheme without Council approval.

Proposal C

104. The review of speed limits on all ‘A’ and ‘B’ roads will be an on-going process during the life of the Second Local Transport Plan. Funding will be allocated as part of the Speed Management Capital Programme to undertake this piece of work.

105. A review of the speed limit should be incorporated into the investigative phase of any proposed speed management engineering treatment.

Proposal D

106. Education is an integral part of the speed management process. Long-term speed compliance will only be achieved by influencing driver attitude and persuading drivers to choose to drive at a safe speed.

107. The road safety project officer (soon to be appointed) will be responsible for delivering targeted education at the most high-risk road users.

Proposal E

108. **Annex A** forms the basis for the selection of speed management engineering treatments.

109. Selection of the most appropriate speed management measure will be based on the data and will take into consideration:

- Location
- Effectiveness (both short-term & long-term)
- Cost
- Public support

110. In order to effectively manage speeds across the city it is important that the full range treatments are available for use.

111. Vehicle Activated Signs should only be installed at sites where there is a casualty problem associated with excessive or inappropriate speed. The signs should be installed on a temporary basis and should be reviewed after 12 months to assess whether they remain effective.

Proposal F

112. Partnership working with North Yorkshire Police will ensure that speed enforcement is targeted where appropriate.

113. Speed enforcement is an important component of speed management. However, the impact is often short-term and enforcement should not be relied upon to address an identified problem.

Corporate Objectives

114. The proposed data led method of assessing speeding issues meets the Council's corporate objective to create a Safer City. It supports the aims and objectives of the Road Safety Strategy and the Speed Management Plan included as part of the Second Local Transport Plan.

Implications

Financial

115. £120,000 has been allocated to the 2006/07 Speed Management budget to implement engineering schemes. This funding has been fully allocated and was approved as part of the Capital Programme. Capital funding will continue to be allocated to Speed Management as part of the Second Local Transport Plan.

116. The DfT has recently announced that from 2007/08 safety camera funding will be integrated into the funding system for the Second Local Transport Plans (LTPs). In York, based on an average LTP, the estimated additional road safety funding between 2007/08 – 2010/11 is £938,000. Furthermore this funding is 20% capital and 80% revenue. This revenue funding would have a major impact on work to influence driver attitude and speeding behaviour across the city. The capital funding would enable additional Speed Management engineering schemes to be implemented.

Human Resources (HR)

117. The Local Area Road Safety Officers Association (LARSOA) recommend one road safety officer per 50,000 population (York has a population of approximately 180,000). The current road safety team consists of one full-time road safety officer. In addition the council is currently appointing one road safety project officer for a fixed term until 2008.

Equalities

118. There are no equality implications.

Legal

119. The Council is required to formally review the speed limits on all 'A' and 'B' roads and implement any necessary changes by 2011.

Crime and Disorder

120. Speeding is a criminal offence and the Council has a responsibility to deliver an effective Speed Management strategy.

Information Technology (IT)

121. There are no IT implications.

Property

122. There are no property implications

Other

123. There are no other implications.

Risk Management

124. In compliance with the Council's risk management strategy the risks arising from the recommendations have been assessed.

Strategic

125. There are no risks associated with the recommendations of this report.

Physical

126. The data led method of assessing speeding issues ensures that routes with a casualty record are prioritised. Road accidents by their very nature are unpredictable and it is always possible that a casualty crash will occur on a route that has been assessed where no action was taken. However, the data led approach ensures that all speeding issues are investigated and objective conclusions formed.

Financial

127. There is a potential risk that demand for speed management treatments outweighs the capacity to deliver. Ensuring that the additional safety camera funding is spent on road safety and not elsewhere should alleviate this risk.

128. Once the assessment process is complete any potential speed management measures will be subject to budget allocation. Spending will be prioritised based on the categorisation in the table in paragraph 29.

Organisation/Reputation

129. Local residents, Parish Councils and Ward Committees are very likely to oppose any recommendation to take no action following the assessment of a speeding issue. However, the data led method of assessing speeding issues allows for prioritisation and enables one to justify instances when no action is deemed appropriate.

130. Measured in terms of impact and likelihood, the risk score for all these risks has been assessed at less than 16 (see table below). 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.

Risk Category	Impact	Likelihood	Score
Strategic	Very Low	Remote	2
Physical	Very High	Remote	2
Financial	Medium	Medium	9
Organisation/Reputation	Medium	Medium	9

Recommendations

131. That the Advisory Panel advise the Executive Member that:

1. The proposals A – F outlined in paragraph 99 should be approved.

   Reason: Assessment of speeding issues using the data led methodology will result in resources being deployed most efficiently and with maximum benefit to the community. It will also ensure parity across the city by applying a consistent and

robust approach to all speeding issues. The procedure for managing complaints from residents and Ward Committees will ensure that issues are dealt with in the most effective manner. Incorporating the review of speed limits on all 'A' and 'B' roads into the existing Capital Programme will ensure that the work is completed by 2011 in accordance with DfT guidelines. Continuing to address speeding issues through; education; engineering; and enforcement will ensure that the Council is able to fulfil the objectives of the Speed Management Plan.

<table>
<tr><td>Author:</td><td colspan="4">Chief Officer Responsible for the report:</td></tr>
<tr><td rowspan="4">Tom Bryant
Road Safety Officer
Transport Planning Unit
551387</td><td colspan="4">Damon Copperthwaite
Acting Assistant Director of City Development and Transport</td></tr>
<tr><td>Report Approved</td><td>tick</td><td>Date</td><td>Insert Date</td></tr>
<tr><td colspan="4">Julie Hurley, Head of Transport Planning</td></tr>
<tr><td>Report Approved</td><td>tick</td><td>Date</td><td></td></tr>
<tr><td colspan="5">Specialist implications Officer(s)</td></tr>
<tr><td colspan="5">Financial
Patrick Looker
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01904 551633</td></tr>
<tr><td colspan="3">Wards Affected: All</td><td>All</td><td>tick</td></tr>
<tr><td colspan="5">For further information please contact the author of the report</td></tr>
</table>

Background Papers

Helping drivers not to speed
ROSPA Policy Paper (2005)

New directions in speed management : a review of policy
DfT (1998)

Second Local Transport Plan 2006-11
(Including Road Safety Strategy and Speed Management Plan)

Setting Local Speed Limits
DfT Circular 1/06

Vehicle Activated Signs A large scale evaluation
TRL Report 548 (first published 2002)

Vehicle Activated Signs
Traffic Advisory Leaflet 1/03

Annexes
Annex A Summary of engineering treatment

Annex A

Summary of engineering treatments

TREATMENT	EXAMPLES OF MEASURES	LOCATION	EFFECTIVENESS		RELATIVE COST	PUBLIC SUPPORT
			SHORT-TERM	LONG-TERM		
Self-indicating roads	Ensure that the speed limit is clear and that the road environment reflects this limit.	Traffic routes (predominantly the arterial roads)	Aim is to ensure that the majority of vehicles travel at or below the speed limit.	Should encourage long-term behaviour change on a route.	High	Good
Psychological traffic calming	-Removal of central white line -Red brick narrowing -Surface treatment	Village locations	Early results show this technique can be effective in reducing speed – slows fastest drivers the most.	Approach still in its infancy – long term effectiveness not yet known.	High	Residents appear to respond positively to this technique.
Vertical traffic calming	-Speed humps -Speed cushions -Rumble strips	-Residential routes -Mixed priority routes	The most effective method of reducing vehicle speeds.	No evidence that effectiveness diminishes over time. Limited opportunity for use.	Medium	Not universally popular, but high degree of acceptance.
Horizontal traffic calming	-Build out -Chicane -Pinch point	Mixed priority routes	Effective in reducing speed.	No evidence that effectiveness diminishes over time.	Medium	High degree of acceptance, but can be unpopular i.e. increased noise caused by braking and accelerating.
Road markings	-Strips of coloured tarmac -Speed roundel -Hatched centre lines	-All routes -Speed limit transition points -Approaching junctions	Most effective when used with vertical speed limit signs.	No evidence that effectiveness diminishes over time.	Low	Good
Speed limit signing	-Speed roundel -Slow Down -Bend Warning	All – should ensure that the speed limit is always obvious.	Effective when supporting other measures	No evidence that effectiveness diminishes over time	Low	Very good
Vehicle Activated Signs	-Speed Warning -Hazard Warning	At locations with a speed related injury accident problem.	Effect at reducing the percentage of drivers exceeding the speed limit.	Evidence suggests that the positive effect is not sustained beyond a short period of time.	Medium	Very good
20 mph zones	-Signage -Traffic calming -Road markings	-Schools -Routes where there is a particular risk to vulnerable road users	Very effective at reducing collisions and injuries.	Need to be self-enforcing i.e. accompanied by the introduction of traffic calming.	Medium	Good
Reducing the speed limit	Signage	Routes where the current speed limit is not appropriate.	Speed limits on their own have little effect on vehicle speeds – other measures should always be considered first.	The new speed limit must be appropriate to the road. Should be introduced in conjunction with other measures.	High	Very good
Home Zones	-Speed humps -Measures to encourage shared use	Residential routes	Vehicle speeds should be low before a Home Zone is considered.	Increase in shared use helps to ensure that vehicle speeds remain low.	High	Moderate – can be some opposition.

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Meeting of Executive Members for City Strategy and Advisory Panel

30 October 2006

Report of the Director of City Strategy

PETITION FROM RESIDENTS OF THIRD AVENUE, HEWORTH REQUESTING FOOTWAY AND CARRIAGEWAY REPAIRS WITHIN THE STREET

Summary

1. This report advises Members of the receipt of a petition from 13 residents on the odd numbered side of Third Avenue, between Sixth Avenue and Second Avenue.

2. It asks for the footway, driveways and carriageway along this length of Third Avenue to be repaired and reconstructed. The residents also mention, that whilst they have not consulted on this or included in the petition, the section of Third Avenue from Second Avenue to Melrosegate is in a similar condition.

3. A copy of the residents letter and petition is attached as Annex 1.

4. Members are asked to consider the options outlined in the report and approve the recommendations to include Third Avenue in our assessments for a possible inclusion in our resurfacing and reconstruction programmes for next year as detailed in Option 3.

Background

5. Members will be aware that officers undertake an annual inspection each year in June, of all the roads and footways within the Council's area.

6. This inspection, together with all the safety inspection reports and other reports from members of the public, Councillors, and other third parties, is used as a database which shows the general condition of all the Council's road and footways.

7. All those areas, found to be in a poor condition from this inspection are subsequently reassessed, usually in October and November to prioritise our planned programme of work for the forthcoming financial year.

8. A section of the footway in Third Avenue, on the even numbered side between Sixth Avenue and Third Avenue was resurfaced in the 2004/05 financial year.

9. The June 2005 condition survey and the recently completed survey for 2006 have identified the condition of both the remaining sections of footway in Third Avenue and the carriageway to be in an average condition.

10. As such the scheme will not be included in further assessment works, carried out in October and November on the 'poor' condition lengths of carriageway and footway to determine the priorities for the R&R programme in 2007/08.

11. A plan of the area is attached as Annex 2 and photographs supplied by the petitioners and those taken by officers will be available at the meeting.

Options

12. **Option 1 -** Leave the footway and carriageway until its condition has deteriorated sufficiently to achieve a priority position in a subsequent year's programme but ensuring that safety is not compromised by carrying out any necessary minor repairs.

13. **Option 2** - Carry out works to the footway and carriageway this financial year by dropping a scheme from this year's approved programme.

14. **Option 3** - Arrange to make safe any defects that breach the Council's investigatory levels, monitor the conditions of both the footway and carriageway and even though the condition survey has identified the footway to be in average condition, officers would include the scheme in the assessment of the 'poor' condition schemes for next year. This provides the opportunity for a possible inclusion in next year's resurfacing and reconstruction programme to be approved by Members later in the year.

Analysis

15. **Option 1** –The condition of the footway does not need major works at this time. However this does not support the views expresses by the petitioners.

16. **Option 2** – Members should note that if Option 2 were chosen, the cost to reconstruct the footways, driveways and resurface part of the carriageway would be in the region of £71,000. These costs could only be found if one of this years programmed schemes of a similar price was dropped from the approved programme. However, at this time the majority of the footway and carriageway schemes have either been completed, committed or programmed into the workload of both the consultancy and our term maintenance contractors.

17. **Option 3** – Any necessary repairs to be carried out will be funded from the existing service budget for day to day maintenance. This option will ensure our approved programmes for the current financial year are not disrupted and any proposed scheme will be rated on a worst first basis in any future years programmes.

Corporate Priorities

18. The improvement to the conditions of the highway network meets the Corporate aims "to improve the actual and perceived condition and appearance of the city streets, housing estates and publicly accessible spaces".

Implications

Financial

19. All areas that require future repair, until such time that a scheme is approved, will be attended to from the Council's revenue basic maintenance budget.

Human Resources (HR)

20. There are no human resource implications.

Equalities

21. There are no equality implications.

Legal

22. The City of York Council in its capacity as the local highway authority, has a duty under Section 41 of the Highways Act 1980 to maintain the public highway.

Crime and Disorder

23. There are no crime and disorder implications.

Information Technology (IT)

24. There are no IT implications.

Property

25. There are no property implications.

Other

26. There are no other implications.

Risk Management

27. In compliance with the Council's risk management strategy, the main risks that have been identified in this report are risks arising from hazards to assets and people (Physical), those which could lead to financial loss (Financial), and non-compliance with legislation (Legal & Regulatory).

28. Measured in terms of impact and likelihood, the risk score all risks 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.

Recommendations

29. That the Advisory Panel advice the Executive Member to:

1) Note the receipt of the petition

2) Approve Option 3 (paragraph 14)

Reason:

To ensure the available highway maintenance budgets are expended in the most cost effective way based on assessed priorities.

Contact Details

Author:
Robin Sweetman
Engineer – Highway Infrastructure
Tel 01904 551649

Chief Officer Responsible for the report:
Damon Copperthwaite
Acting Assistant Director
(City Development & Transport)

Report Approved ✓ **Date** 4 October 2006

Specialist Implications Officer(s)

There are no specialist implications.

Wards Affected **Heworth** ✓

For further information please contact the author of the report

Background Papers:

None.

Annexes

Annex 1 – Residents' letter and petition.

Annex 2 – Plan of area.

4 October 2006
RKS/SPR
L:\DOCUMENT\WORDDOC\COMM\EMAP-P&T\301006 - Petition from Residents of 3rd Avenue.doc

To: City of York Council
Highways Department

Re: Condition of the pavement and driveways in Third Avenue York

We the undersigned strongly object to the condition and disrepair of the pavement and adjoining driveways in Third Avenue. This is particularly bad between properties 1 to 19.

The pavement is continually being 'patched' by council workman and the quality of the work in some instances is poor. This piecemeal approach is detrimental to the health and safety of residents who both live in the street and other pedestrians who have to use it. It is now a constant battle for all residents to be constantly vigilant to make sure that the next part of the pavement that becomes a health and safety hazard is reported to the council before an accident occurs. In the long term this 'patching' approach is least cost effective way to maintain a surface that is safe to use.

In addition, because of the ad hoc patching of the roadside gully alongside the grass verge, rain water does not run freely into the drains. We also want this repaired a one continuous strip to ensure the 'fall' is uninterrupted to ensure rain water can run freely into the gutters.

Given the above we want the council to reinstate the pavements, driveways and gullies to a good standard so that any risk to health is minimised in the long term.

Name (Capitals)	Signature	Address (Capitals)
W. DEBENHAM	29, THIRD	
WINIFRED DEBENHAM	W Debenham	29, THIRD AVENUE HEWORTH YORK YO31 0T
CHRIS BARFOOT	C Barfoot	27 THIRD AVENUE, YORK, YO31
PETER MCCARTHY	P.S. McCarthy	25 THIRD AVE YORK YO31 0TX.
KEVIN TAYLOR		23 THIRD AVE YORK YO31 0T,
LES HUGHES	L Hughes	15, THIRD AVE,
KAREN COULTHARD	Karen Coulthard	17 THIRD AVE HEWORTH YO 4031
DAVID TRANGMAR	D Trangmar	A THIRD AVE YORK,
BERENICE GARDEIN	B. A Gardein	21 THIRD AVENUE HEWORTH YORK YO31 0T
W SMITH	C.W. Smith	21, Third Ave, York YO3
R DRIFFIELD	R Driffield	7 THIRD AVENUE YORK

E. DENNETT	Eleanor Dennett	[illegible]
G. DUFFIELD	G Duffield	3 3RD AVE
K BROOK	K Brook	13TH Ave
M.V. LOVETT	M.V Lovett	9 3rd Ave

17 Third Avenue
York YO31 0TX

29 August 2006

Mr Bill Woolley – Director of City Strategy
City of York Council
9 St Leonard's Place
York YO1 7ET

Dear Sir

Earlier this month I telephoned the Highways Department to complain about the condition of the pavement immediately outside my property. I was extremely pleased at the rapid response; within four days a surveyor had inspected the pavement and within two weeks the repairs had been carried out. However, part of the repairs consisted of mortar being built up adjoining the driveway as the path had sunk. This mortar is already breaking up and, in the process of making this repair; another flag has now been loosened.

I have consulted with my neighbours and we are all extremely unhappy about the condition of the pavement in Third Avenue. It is very difficult to walk along the street without tripping over raised, loose or broken flagstones. It is also difficult to take pride in our neighbourhood as the condition of the pavement gives an unkempt and uncared for impression.

We realise that when complaints are made the Highways Department does respond and make repairs but we believe that this piecemeal approach is entirely unsatisfactory and cannot be cost effective. As council tax payers we do not believe that this approach represents value for money and we would prefer the entire street to be reinstated.

Please find enclosed photographs of some of the affected areas, a petition signed by local residents and an overview of particular areas for concern. A copy of this letter and enclosures has also been sent to our local councillor.

We look forward to your response.

Yours sincerely

Karen Coulthard

Karen Coulthard

Number 3: Raised flags, raised, uneven crazy paving.

Number 5: Raised and broken flags.

Number 7: Patched concrete drive, sunken water cover.

Numbers 7 and 9: Broken concrete drives.

Number 9: Raised and broken flags.

Number 11: Broken flag, broken concrete drive.

Number 13: Sunken path next to drive, loose and broken flags.

Number 15: Uneven and raised flags, broken and sunken patch around the water cover

Number 17: Cracked and broken concrete drive, standing water in roadside gully, patch repair mortar detiororating and loosened flag, raised flags.

Number 19: Raised and broken flags.

Number 21: Sunken path next to drive.

Number 23 Raises flags, raised water cover.

Number 25: Raised flags.

Number 27: Cracked concrete drive, sunken path next to drive.

Number 29:Raised flags, broken and patched drive.

Although the section of pavement on Third Avenue between the junction of Second Avenue and Melrosegate has not been inspected, nor neighbours consulted, there are problems of a similar nature also. ***In particular a loose and raised flag outside Number 35 is extremely dangerous*** *– when it is stood upon the entire flag raises up from the ground, giving a 50mm 'step' which I have tripped over several times.*


ANNEX 2 - THIRD AVENUE
SCALE 1:1250
DRAWN BY PSL
DATE 28/9/2006
A2TA
CITY OF YORK COUNCIL
9,St.Leonards Place, York,YO1 2ET
Telephone: 01904 613161
SECOND AVENUE
THIRD AVENUE
NINTH AVENUE
EASTBOURNE GROVE
MAIN AVENUE
BULL LANE
Glenfield
Tang Hall Primary School

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Meeting of Executive Members for City Strategy and Advisory Panel

30 October 2006

Report of the Director of City Strategy

PROPOSED IMPROVEMENTS TO HOPGROVE ROUNDABOUTS

Summary

1. The purpose of this report is to advise Members of a proposed partnership scheme, involving the Highways Agency and the Council, to improve and signalise the two Hopgrove Roundabouts (A64 / A1237 and A1237 / A1036) and the linking section of the A1237 York outer ring road.

2. The report seeks approval to the scheme. It also seeks approval to advertise any associated permanent Traffic Regulation Orders (TROs) and to make the orders subject to successful resolution of any objections. Delegated authority is sought for the Director of City Strategy to enter into a Section 4 Agreement with the Highways Agency to cover works on our road network and an operation and maintenance agreement to cover any facilities on our network for which the Highways Agency would remain responsible.

Background

3. Both Hopgrove roundabouts were originally part of the trunk road network. With the subsequent de-trunking of the A1237, the Highways Agency retained responsibility for the A64 roundabout and the Council became the highway authority for the A1237 and the A1036 roundabout.

4. The A64 Hopgrove Roundabout experiences severe congestion in peak periods and at weekends, in particular when the volume of traffic heading to the east is high and reaches the capacity of the single carriageway section of the A64 east of the roundabout. As eastbound A64 traffic builds up it becomes increasingly difficult for motorists to exit from the A1237 onto the roundabout. This leads to long queues building up on the A1237, which in turn results in some motorists seeking alternative routes through nearby villages and the city centre to access the A64. The general growth in traffic together with additional traffic generated by developments, in particular those in the Monks Cross area, will only exacerbate the problem.

5. The Highways Agency have taken the lead in the preparation of a scheme which addresses congestion on the trunk and non-trunk elements of the highway. The scheme is a key element of the Monks Cross Transport

Masterplan which was prepared in 2002 to ensure that the traffic implications of all of the proposed developments in the area were considered at the same time. A number of options have been considered and council officers and the Police have been involved at various stages in the discussions. For any scheme to progress at the present time it would need to be below the Highway's Agency's threshold for its Local Network Management Schemes (£5m) and be accommodated within existing land boundaries. Safety is a prime concern and some of the signalised junction options were rejected because of their potential for high speed accidents. The option which gives the best value for money, whilst addressing safety issues and providing scope for further improvements at an appropriate time in the future, is to improve and signalise both the A64 and A1036 roundabouts and to locally improve the A1237. This is calculated to cater for traffic growth and planned developments in the York area, in particular those at Monks Cross, over the next ten years.

6. This option has been developed further into the scheme which is the subject of this report. Council officers and the Police have been involved in discussions regarding technical aspects of the scheme during the design process.

Proposed Improvements

7. The following is a summary of the main measures proposed. **Annex A** contains a detailed description of the scheme which is also shown on the plan in **Annex A1**.

- Both the A64 and the A1036 roundabouts will be improved and signalised. In view of the potential high approach speeds some of the signal arrangements will be double headed. In addition, traffic signals on masts cantilevered over the carriageway will be required on the A1237 westbound approach to the A1036 roundabout and on the A64 south-eastbound approach to the A64 roundabout.

- The A1237 between the two roundabouts will be widened to dual three lanes, with one eastbound lane specifically for traffic heading for the A64 north-eastbound and two for the A64 south-westbound.

- The existing street lighting and signing will be enhanced, including three new gantry signs. One gantry will be across the A1237, one will be across the A64 north-eastbound approach, and the other across the north-eastern part of the A64 roundabout.

- As the A1237 is a designated oversize load route, there would be a minimum headroom of 6.45m to the gantry signs and over-arm signals to provide clearance for high loads.

- Provision is being made for future CCTV cameras covering both roundabouts.

- A 50 mph speed limit is proposed on the A64 approaches, with a 40 mph speed limit on the A64 roundabout and along the A1237 from the A64

roundabout to just west of the A1036 roundabout, and on part of the old Malton Road.

8. The Highways Agency provisionally plans to commence work in January 2007, and it is envisaged these will take about 9 months to complete.

9. There will be implications on traffic movements during the contract with the risk that motorists would divert to other routes to avoid congestion and delays. Discussions have commenced regarding appropriate restrictions on working and traffic management measures during the contract. These discussions will not only concentrate on the roads in the immediate vicinity of the works, but will also consider the implications on alternative routes that motorists may use as well as interaction with other proposed roadworks on the eastern side of York.

Consultation

10. As noted above discussions have taken place between the Highways Agency, their consultants, council officers, and the Police as part of the development of this scheme. Discussions are ongoing regarding appropriate construction traffic management measures.

11. There has been no public consultation to date. We are awaiting the Highways Agency's proposals, as project sponsors, regarding public consultation and these will be conveyed to members in due course.

12. The respective Ward Councillors have indicated support for the proposed improvements but expressed concerns about the potential disruption to traffic whilst the scheme is being constructed.

Options

13. There are three options for consideration:

- **Option 1** is to agree to proceed with the scheme as proposed;

- **Option 2** is to support the scheme in principle but to request officers in discussion with the Highways Agency to review any issues about which members have concerns;

- **Option 3** is to not proceed with the scheme.

Analysis

14. **Option 1** will provide a scheme that will cater for the general growth in traffic and from planned developments over the next ten years. In particular, it will make it easier for motorists to exit from the A1237 onto the A64 in peak periods. This option is not recommended.

15. **Option 2** would be appropriate if members support the principles of the scheme but have concerns about any aspects of the scheme. However should issues be raised that would cause the scheme to be delayed or additional measures requested that would increase the cost, there is a high risk that the scheme would be postponed and the opportunity to improve these roundabouts would be delayed. With the above proviso this option is recommended.

16. **Option 3** would be appropriate if members do not support the principles of the scheme and feel that the existing layout and operation should be retained. It would delay any prospect of improvements to these roundabouts in the short term which, as the volume of traffic grows, would increase the congestion and the potential for traffic diverting through local roads in the area. This option is not recommended.

Corporate Priorities

17. The improvements to the Hopgrove roundabouts has been accorded a high priority in the Council's Local Transport Plan for 2006 – 2011.

18. This scheme has been identified in the Council Plan 2006/07 as helping to achieve Corporate Aim 1 : "Take Pride in the City, by improving quality and sustainability, creating a clean and safe environment."

Implications

- **Financial**

19. The scheme is currently estimated to cost £4m. The bulk of the funding would come from the Highways Agency with a £0.5m allocation from the City of York Local Transport Plan section of the 2006/07 Capital Programme as indicated at the City Strategy EMAP in April 2006. A large proportion of the works proposed by the Highway Agency involves amendments to the highway which is under the control of the Council. The scheme is one of the key projects within the LTP funding with the improvements to the junction meeting many of the objectives of the LTP including providing better access and egress to the Monks Cross Park and Ride site, and improving journey times and safety on the A1237 leading to a reduction in the amount of traffic re-routing through adjacent residential areas and the city centre. The Section 106 agreements for the developments at Monks Cross also include contributions to the construction of the improved roundabout – the transfer of these funds, if / when received, is the subject of further negotiation with the Highways Agency.

- **Human Resources**

20. There are no Human Resource implications.

- **Equalities**

21. There are no Equalities issues.

- **Legal**

22. The City of York Council and the Highways Agency, as respective highway authorities for the area, have 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

23. New or amended Traffic Regulation Orders (TROs) are likely to be required as part of the scheme to cover the following:

- Changes to existing speed limits.
- Changes to existing clearway restrictions.

These would be advertised in accordance with the afore-mentioned Road Traffic Regulation Act. This Council would be responsible for any TRO covering our roads whereas the Highways Agency would be responsible for any on the A64.

24. The Head of Network Management has delegated authority for any temporary TROs that may be required on our roads during the course of the project, and the Highways Agency have authority for their roads and our roads (with our consent).

25. An agreement will need to be entered into with the Highways Agency to cover those works that they propose to undertake that are on sections of road for which this Council is the highway authority. This is known as a Section 4 Agreement as prescribed in that section of the Highways Act. Delegated authority is sought for the Director of City Strategy to enter into such an agreement with the Highways Agency.

26. Discussions are ongoing with the Highways Agency as regards operation and maintenance responsibility for of some of the elements of the scheme on our road network, such as traffic signal equipment and gantry signs. Subject to the outcome of these discussions, an agreement may need to be entered into with the Highways Agency and delegated authority is sought for the Director of City Strategy to enter into an appropriate agreement.

- **Crime and Disorder**

27. There are no Crime and Disorder implications.

- **Information Technology (IT)**

28. There are no IT implications.

- **Property**

29. There are no Property implications.

- **Other**

30. There will be some visual intrusion resulting from the need for gantry signs at three locations. The two overhead traffic signals and the double headed traffic signal arrangements as well as the enhanced street lighting will also result in some additional localised visual intrusion.

31. There will be implications on traffic movements during the contract. Officers are in discussions with the Highways Agency, their contractor, and the Police to determine traffic management plans and working practices to minimise the impact and disruption to the public whilst the works are in progress.

Risk Management

32. In compliance with the Councils risk management strategy, there are no risks if members accept the recommendations of this report. Any financial risks associated with this scheme lie with the Highway Agency as our contribution is fixed. However should members consider that elements of the scheme need further review or the scheme should not proceed, there would be a significant risk of up to £0.5m under-spend on this years LTP programme. Owing to competition for funding from other large schemes programmed for next year it would be difficult to fund the proposed Hopgrove contribution in 2007/08.

Recommendations

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

a) To endorse the proposed improvements to the Hopgrove roundabouts as detailed in **Annex A**.

Reason: To improve traffic movements through these roundabouts and reduce the delays at peak times.

b) That any permanent Road Traffic Regulation Orders associated with the scheme covering roads for which the Council is the highway authority 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 changes to restrictions on stopping and any changes to speed limits on roads other than the A64 to be implemented.

c) To delegate authority to the Director of City Strategy to enter into a Section 4 Agreement with the Highways Agency.

Reason: To permit the Highways Agency to carry out works on roads for which this council is the highway authority.

d) To delegate authority to the Director of City Strategy to enter into an operation and maintenance agreement with the Highways Agency to cover any equipment on our roads for which they would be responsible for operation and / or maintenance.

Reason: To ensure that operation and maintenance responsibilities are properly defined.

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Report Approved *tick* **Date** *Insert Date*

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Wards Affected: **All** ☐
Huntington & New Earswick; and Strensall

For further information please contact the author of the report

Background Papers:
None

Annexes
Annex A – Proposed Improvements to Hopgrove Roundabouts
Annex A1 – Scheme Layout

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Annex A

Proposed Improvements to Hopgrove Roundabouts

The proposed scheme, which is shown in outline in **Annex A1**, is a partnership scheme between the Highways Agency (HA) and City of York Council (CYC). It involves improvements to both the A64 / A1237 and A1237 / A1036 Hopgrove roundabouts together with the linking section of the A1237 to cater for projected growths in traffic and proposed developments over the next ten years. Key elements of the scheme are:

- Physical improvements to both roundabouts and the linking section of the A1237.
- Signalising both roundabouts.
- Upgrading the existing street lighting and signing, including three new gantry signs.
- Making provision for future CCTV cameras covering both roundabouts.
- A reduction in the current mandatory speed limits on the immediate approaches to the roundabouts and the link road.

The scheme and its implications are described below.

Scheme Principles

The scheme has been primarily designed to improve the capacity and operation of the A64 / A1237 roundabout. It takes account of the predicted general growth in traffic as well as planned developments in the York area, in particular those at Monks Cross, over the next ten years.

The HA have explored a number of options to increase capacity. For any scheme to progress at the present time it would need to be below the threshold for its Local Network Management Schemes (£5m) and be accommodated within existing highway land boundaries. The option which gives best value for money whilst providing scope for further improvements at an appropriate time in the future is to improve and signalise both the A64 / A1237 and A1237 / A1036 roundabouts and to locally improve the A1237. This option has been developed further into the scheme which is the subject of this report.

A64 Roundabout

- This roundabout will be signalised and the eastern side of the roundabout widened to four lanes to provide two lanes for straight ahead A64 traffic to the A1(M) and two lanes for traffic turning right onto the A1237 and A1036.
- The A64 approach from the south-west (Leeds and A1(M)) direction will be widened to four lanes, of which two would be designated for traffic turning left

onto the A1237 and A1036 and two would be for straight ahead A64 traffic to Scarborough and the coast.

- In view of land constraints, the A64 approach from the north-east (Malton) direction will be locally widened to three lanes, with the nearside and centre lane for straight ahead A64 traffic and the offside lane for traffic turning right onto the A1237 and A1036.

- The A1237 approach will be widened to provide one lane specifically for traffic heading onto the A64 north-eastbound and two lanes for traffic heading onto the A64 south-westbound.

- Maintenance areas will be provided within the area of the roundabout to provide safe access to the drainage attenuation measures, the traffic signal equipment and other equipment located in this area.

A1036 Roundabout

- This roundabout will be signalised and widened locally to provide two lanes for traffic heading westbound on the A1237 and one lane for traffic turning left onto the A1036.

- The A1237 approach from the A64 roundabout will be widened to three lanes.

- The A1237 westbound exit will be widened to two lanes with traffic merging into one lane shortly after. The eastbound approach on the A1237 will be widened to two lanes.

- A maintenance lay-by is proposed on the old Malton Road to service the traffic signal equipment and any future CCTV provisions.

Traffic Signals

- As noted above both roundabouts will be signalised.

- Traffic signals will be required for safety reasons, a number of which will be overhead on the A64 south-westbound approach to the A64 roundabout and on the A1237 westbound approach to the A1036 roundabout to ensure there is a primary set of signals that can be seen by motorists in the middle lane. There will be 6.45m min clearance to these signals to provide clearance for over-sized loads.

- Some of the primary signals will have double heads to improve visibility from a distance.

- The two sets of signals will be interlinked. Loops and other detectors will be installed to monitor vehicle speeds on the approaches and the extent of queuing on the approaches and exits as well as on the roundabouts.

- As both signals need to operate as one entity it is the intention of the HA that they would be responsible for the operation and maintenance of both sets of signals.

CCTV

- Provision will be made for future CCTV cameras covering both roundabouts. The exact locations for the cameras is still under discussion.

- Discussions are also underway between CYC and the HA regarding the operation and maintenance of any cameras.

Signing

- The existing signing will be upgraded as part of the scheme.

- Whilst most of the new signing will be on the verges or islands, similar to the existing arrangements, there are three locations where there will be insufficient space adjacent to the carriageway to provide the required signing and gantry signs will be required. These are:
  - Over the four lanes on the A64 approach south-west of the A64 roundabout.
  - Over the four lanes on the eastern side of the A64 roundabout.
  - Over both carriageways of the dual three lane section of the A1237 between the two roundabouts.

  There will be 6.45m min clearance to the underside of the gantry signs to provide clearance for over-sized loads.

- Discussions are underway with the HA for their contractor to maintain the gantry signs over the A1237 in addition to the gantries over the HA road, as CYC contractors are not equipped for this specialist work.

Street Lighting

- The existing street lighting will be replaced and extended. The new lighting will have full cut off and be dark sky compliant.

- The lighting on the A1237 will commence approximately 200m west of the A1036 roundabout compared with about 80m at present.

- Approximately 120 m of the A1036 approach will be lit compared with about 80m at present.

- The lighting on the A64 will extend approximately 200m either side of the roundabout.

- The HA will maintain the lighting on the A64 and the A64 roundabout with CYC responsible for the remainder.

Cyclist and Pedestrian Facilities

- In view of the very low cyclist and pedestrian demand on the A64 and A1237, the lack of facilities away from the roundabouts, and no cyclist or pedestrian injury accidents within the scheme boundary for at least five years, no specific provision is currently proposed for cyclists and pedestrians at the A64 roundabout and on the A1237 save for a southbound cyclist bypass on the eastern side of the roundabout. However the design allows for a signalised route for cyclists and pedestrians to be provided in the future, if required.

- A series of cautionary crossings will be provided at the A1036 roundabout to enable pedestrians to get from the caravan site and other buildings on the old Malton Road across to the A1036 and vice-versa.

- Cyclists wishing to cycle between the main parts of York and the cycle route further east along the A64 between the Hazelbush crossroads and Sand Hutton have an alternative safer and quieter route through Stockton on the Forest.

Speed Limits

- The A1036 is subject to a speed limit of 40 mph. The other roads within the scheme are currently subject to the National Speed Limit.

- The Highways Agency propose to introduce a localised 50 mph speed limit on the A64 with a 40 mph restriction on the A64 roundabout.

- It is proposed that a 40 mph speed limit be introduced on the A1237 to commence just west of the A1036 roundabout and continue eastwards to the A64 roundabout.

- It is also proposed that the 40 mph speed limit should extend approximately 70m into the old Malton Road.

- Any changes to speed limits would require a Traffic Regulation Order (TRO) to be advertised.

Clearways

- At present the A64, the A1237, and part of the A1036 Malton Road are subject to clearway restrictions.

- Whilst it is not currently envisaged that these would change as a result of the scheme, any changes would require a Traffic Regulation Order (TRO) to be advertised.

Construction Traffic Management Measures

- There will be implications on traffic movements during the contract with the risk that motorists would divert to other routes to avoid congestion and delays.

- Discussions have commenced between CYC officers, the HA and their contractor, and the Police regarding appropriate restrictions on working and traffic management measures to minimise the disruption during construction. These discussions will not only concentrate on the roads in the immediate vicinity of the works, but will also consider the implications on alternative routes that motorists may use as well as interaction with other proposed roadworks on the eastern side of York.

- Temporary Traffic Regulation Order(s) may be required during the contract to control traffic movements and to discourage motorists from diverting through the local road network.

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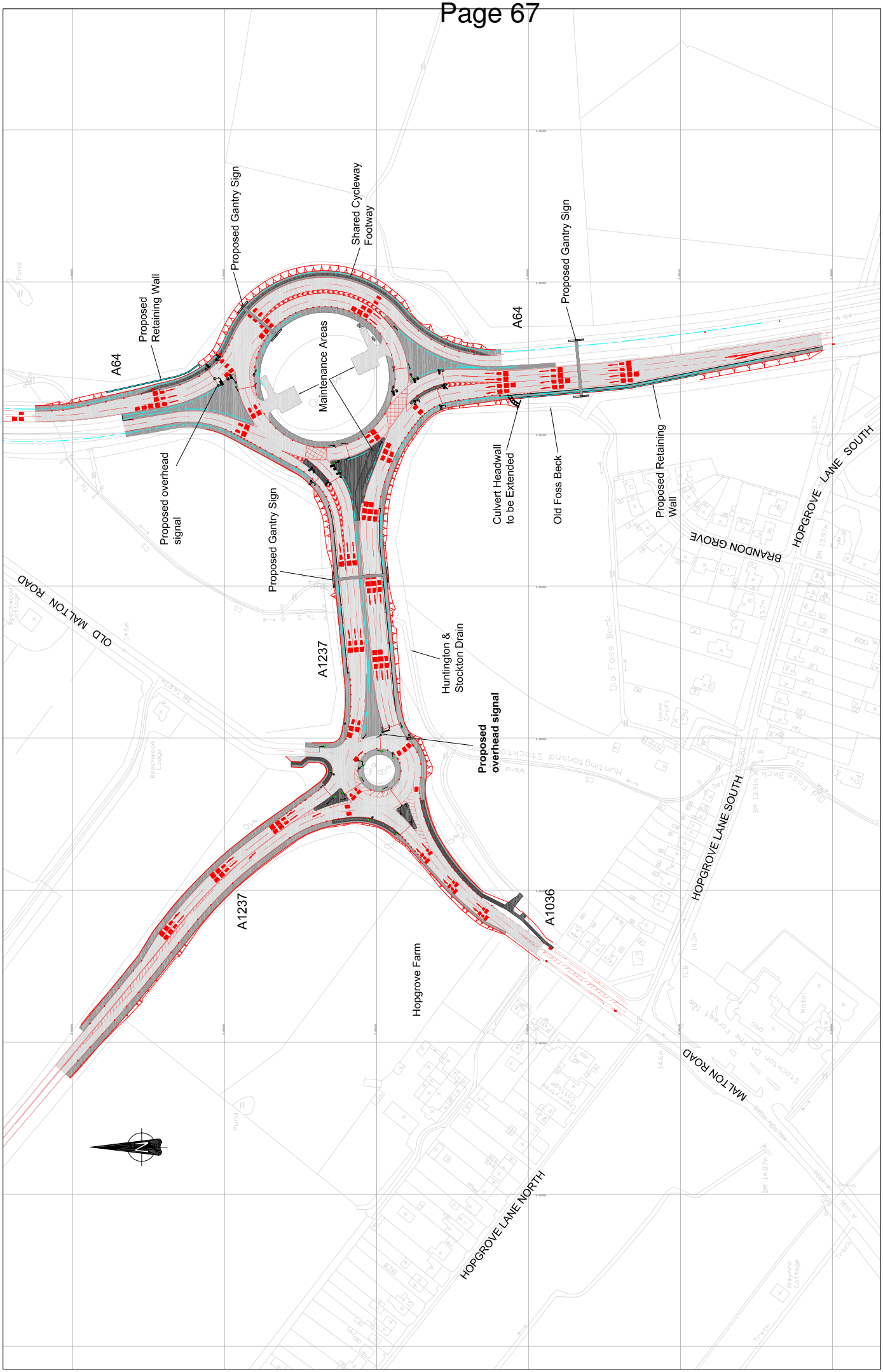
Proposed Hopgrove Roundabout Improvements



CITY OF YORK COUNCIL

HIGHWAYS AGENCY

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Meeting of Executive Members for City Strategy and Advisory Panel

30 October 2006

Report of the Director of City Strategy

A19 / WHELDRAKE LANE (CROCKEY HILL) – JUNCTION IMPROVEMENT SCHEME

Summary

1 This report summarises the feedback received on proposals to install traffic signals at the Wheldrake Lane junction with the A19 at Crockey Hill, in conjunction with the introduction of a 40mph speed limit along the A19 on both approaches to the junction.

2 A decision is required to progress implementation of an amended scheme layout, including some additional pedestrian and cycling facilities.

Background

3 In February 2006 the Executive Member for Planning and Transport and Advisory Panel (EMAP) considered a report that provided an update on the development and implementation of safety improvements at the A19/Wheldrake Lane junction. A combined traffic signal and speed management scheme was approved as the preferred solution, subject to consultation and the availability of the necessary funding.

4 The speed management elements of the scheme, comprising a 40mph speed limit with street lighting and high visibility signing/road markings, had already been agreed in principle following local consultation and advertisement of the necessary Traffic Regulation Order (TRO) in 2005. These measures, which are shown in **Annex A,** are already planned to be implemented before Christmas.

5 The signalised junction layout approved in principle by EMAP in February is shown in **Annex B**. The key design issue flagged up in the EMAP report involved the need to widen the existing A19 carriageway to accommodate a separate lane for traffic turning right into Wheldrake Lane. Members were very keen to avoid the loss of mature trees on the inside of the bend, so the preferred scheme involved a substantial amount of widening on the outside of the bend. The main issue on this side was the presence of several underground pipes and cables, which would be very expensive to move or protect. This made the estimated cost of the scheme very high at over £500,000. However, Members considered that the scheme offered significant

benefits and should be put forward as a proposal for inclusion in the 2006/07 Transport Capital Programme.

6 In April 2006 the EMAP agreed the Transport Capital Programme for 2006/07. This included a sum of £550,000 to cover the cost of signalising the Crockey Hill junction, plus a sum of £60,000 to fund the associated speed management scheme.

7 Following this decision, detailed design work on the junction layout was progressed further. Through this process ways of reducing the amount of road widening, and hence cost of moving underground services, were explored. This identified that significant savings might be achieved if the left slip lanes into and out of Wheldrake Lane were omitted. An alternative design was developed and tested using a computer model. The results showed that the layout changes would only cause a small loss in overall efficiency, which the junction could accommodate without the risk of causing excessive queuing or delays. The potential cost saving of this design change was estimated at around £200,000. The revised layout is shown in **Annex C**. Given the much-improved value for money this alternative layout offered, it was adopted as the preferred layout to put forward for public consultation.

Consultation

8 A leaflet describing the proposed scheme (*see example at* **Annex D**) was circulated to 45 properties around Crockey Hill during August (*see distribution plan at* **Annex E**), inviting views and comments within a three week period, which ended on 15 September. Copies were also supplied to the local Parish Councils and Ward Councillors. The same information was made available on the City of York Council web-site.

In addition, the emergency services, travel related organisations, and other interested parties were sent copies of the information leaflet and asked for their views or any concerns (*see copy of covering letter at* **Annex F**).

Responses from local residents and businesses

9 11 residents support the traffic signal proposals, mostly because they hope this 'very dangerous' junction will become much safer, with some expressing the view that these improvements are long overdue. One Wheldrake resident currently feels it necessary to travel via Grimston Bar and the A64 to reach Acomb or Tadcaster, extra distance they can hardly afford, to avoid using the Crockey Hill junction at peak times.

Some residents also raised related issues or suggested additional improvements, as summarised below :-

- One resident, who would prefer to leave their car at home and travel by bus, has asked us to consider providing a footway linking Howden Lane to the bus stops on the south side of the junction. This would avoid them having to walk in the grass verge or along the busy A19, either of which they feel is not very safe.

Officer's response
This would be a useful addition to the scheme, to help local residents access the bus stop, and it should be relatively inexpensive to build. Therefore it is recommended that this suggestion be added to the proposals.

- One resident, who uses the junction both as a cyclist and motorist, has asked if a shared footway/cycle path can be created south from the Crockey Hill junction to the junction with Howden Lane, whilst noting there is already a footway for part of the way. This would open up a network of relatively quiet and safe routes for cyclists, particularly families with children, with minimal investment.

  Officer's response
  This would also be a useful enhancement to the scheme, to provide an off road cycle route linking Wheldrake Lane with Howden Lane, and it should be relatively inexpensive to construct. Therefore it is recommended that this suggestion be added to the proposals.

- Grove Lane residents, on the Deighton side of the junction, have asked if 'keep clear' or yellow hatch markings can be provided (as proposed for The Forge on the north side of the junction), so that their access will not be hampered by York bound traffic queuing at the traffic signals.

  Officer's response
  This request is considered reasonable, and the relevant road markings can be included at the detailed design stage.

- One resident notes that the road is to be resurfaced, and requests that a finish which reduces noise should be applied.

  Officer's response
  The carriageway is to be resurfaced using stone mastic asphalt (SMA), which does produce less road noise than other materials, such as hot rolled asphalt.

- One resident feels that the introduction of a speed limit, and the installation of street lighting should mean that it would be feasible to provide bus stops within the verges for the benefit of residents and businesses on the north side of the junction.

  Officer's response
  There are no plans to provide bus stops on the north side of the junction. These would be outside the scope of the current scheme, therefore, the level of demand would need to be established by the appropriate team, prior to putting forward any further proposals in the future.

- One resident has suggested a footpath from The Forge to the northern extent of the 40mph limit, to open up access by foot or cycle from Crockey Hill to Fulford, along the public footpath passing Tilmire farm, without using the A19.

Officer's response
Providing an additional footway and cycle path north of Crockey Hill would be very expensive, and could not be considered as a minor addition to the current scheme. It will therefore be put forward as an idea for further investigation as part of the development of future cycle and pedestrian programmes.

2 residents did not support the installation of traffic signals at the Wheldrake Lane junction. The main concerns raised are listed below :-

- There will be a problem exiting Wheldrake Lane if traffic queues which some times occur from the Fulford interchange, past the Crockey Hill junction, back towards Deighton are not detected.

  Officer's response
  Although the introduction of traffic signals will interrupt traffic flows along the A19, the traffic signal phasing will be optimised to maximise capacity at the junction, and keep delays to a minimum.

- The proposed traffic signals will cause extra congestion on the A19. This could result in additional traffic 'taking a short cut' through outlying villages, such as Naburn,

  Officer's response
  It is not anticipated that the proposals will create congestion which could cause an increase in vehicles diverting along alternative routes to avoid Crockey Hill.

- Main road vehicles stopping and moving off at the traffic signals will create extra pollution.

  O*fficer's response*
  There is already a lot of slowing down, idling, and accelerating at the junction, but signals will increase this on the main road. This will lead to some increase in vehicle emissions, but this is not likely to significantly degrade air quality, due to the open characteristics of the area.

Responses from organisations

10 **Deighton and Crockey Hill Parish Council** have confirmed in writing that they support the proposals.

11 **Fulford Parish Council** discussed the current proposals at their meeting on 4 September, and have since written to confirm that they are happy to support the scheme.

12 The **Wheldrake Ward Councillor** is pleased that the proposals are progressing, and hopes that the scheme will be approved for implementation. Councillor Vassie also wishes to point out that around 260 people, mostly

living in Wheldrake, signed a petition supporting signalisation of the junction, prior to the earlier EMAP meeting in February.

13 **North Yorkshire Police** support the proposals in principle, but have requested more detail about the 'gateway' features, traffic signs, road markings etc. For example, they consider that it is not going to be obvious to road users why they are being subject to a reduced speed limit at this location, therefore, signing at the entry into the 40mph speed limit should be sufficient to get motorists down to the required speed. In addition, the location would be difficult to police, therefore, the proposed speed control measures will need to be robust in order to achieve the desired result.

14 **First York** fully support the scheme, particularly in view of the bus priority measures which would be introduced to assist services that use the junction.

15 **York Cycle Campaign** welcome the introduction of traffic signals at what they regard as a 'difficult' junction. However, they would like to see the proposed traffic island and link paths on the Deighton side of the junction upgraded to allow cyclists to cross the A19 between Wheldrake Lane and Howden Lane. They feel this would improve access to the York Selby Sustrans cycle path, which is a safer more pleasant route into York for those not in a hurry.

Officer's response
This would be a useful enhancement to the scheme, to provide an off road cycle route linking Wheldrake Lane with Howden Lane, and it should be relatively inexpensive to construct. Therefore it is recommended that this suggestion is added to the scheme.

16 Although the **Cyclists' Touring Club** welcome the proposed speed limit on the A19, they are not convinced that traffic signals are necessary at Wheldrake Lane, and feel the proposed changes to the road layout incorporate potential hazards for cyclists. They are also concerned that this and other current schemes overlook, or even ignore, the Council's much-vaunted 'heirarchy of users', so that cyclists and pedestrian needs are very much subservient to those of the commuter by car.

For example, they would like to see a separate cycle lane alongside the A19 southbound, between Wheldrake Lane and the Howden Lane junction, together with a physical centre island opposite the junction with Howden Lane. This would allow cyclists to cross the A19 in two stages without using any of the A19 carriageway, and create a useful link towards or from the NCN Route 65 Trans Pennine Trail.

Officer's response
Providing a new southbound off-road cycle path, together with an island opposite the Howden Lane junction, would be very expensive, and could not be considered a minor addition to the scheme. However, as recommended above, it should be feasible to upgrade the existing footway and proposed pedestrian refuge on the south side of the junction to provide a useful cycle link between Wheldrake Lane and Howden Lane.

17 **Confederation of Passenger Transport UK** support the introduction of traffic signals, together with the associated improvements at the junction.

Options

18 In deciding the best way forward, there appear to be two basic options for Members to consider:

18 a) To approve the introduction of traffic signals, as shown in **Annex C,** at the Crockey Hill junction.

18 b) To approve amended proposals for the introduction of traffic signals at Crockey Hill, to include additional pedestrian and cycling facilities in response to consultation feedback, as shown in **Annex G,** plus any changes agreed by Members.

Analysis

19 **Option a)** : The traffic signal proposals shown in **Annex C** will provide easier and safer access at a junction which currently presents particular difficulties and is potentially dangerous for right turners. By avoiding diversion of most of the underground services in the area, significant construction cost savings can be achieved which means that the scheme represents better value for money. Capacity calculations show that the proposed junction layout would comfortably cope with current traffic levels, although it could be close to capacity in about 15 years, based upon predicted rates of traffic growth. Consultation has shown that the scheme is well supported, with very few significant issues raised or adverse comments received. However, a number of minor amendments and additional features have been requested. Most of these appear practical and affordable and, therefore, not including these in the current scheme could generate some negative reaction. Hence proceeding with the scheme with no amendments is not being recommended.

Option b) : Most comments and concerns raised through the consultation process have focussed on minor amendments to overcome local concerns, or the possible provision of additional cycle and pedestrian facilities in the area. Although none of these are considered essential to the viability of the proposed traffic signals scheme, some would certainly enhance the scheme and are therefore considered to merit further investigation with a view to including them in the scheme where feasible. Only the specific requests to add a separate cycle lane alongside the A19 southbound up to Howden Lane junction, together with a physical centre island opposite the junction, plus a shared pedestrian and cycle path extending north of Wheldrake Lane, would involve a substantial increase in the scheme cost. These particular improvements would be better considered as a future scheme in their own right. Implementing the proposed scheme with the suggested minor amendments and additions, as shown in **Annex G,** is likely to increase the level of improvement and benefit, and should be even more popular with local residents.

Based upon the above analysis, **option b**) is recommended as the way forward.

If approved, it is anticipated that the traffic signal proposals, including the additional pedestrian and cycle facilities, could be implemented early in 2007.

During the construction period, road works carried out on the A19 would be restricted to 'off-peak' times, between 9.30am and 4pm. To further minimise disruption to through traffic during the construction and installation phases of the main scheme, some work on site would be arranged in the evenings and at weekends, so long as local residents were not unduly disturbed or inconvenienced.

Corporate Priorities

20 The proposals support the Council's corporate priority for improving quality and sustainability, by improving safety in travelling and getting around, plus potentially increasing the use of public transport. One of the main reasons for providing the scheme is to make egress from Wheldrake Lane easier. This will be of particular benefit to the local residents and businesses.

21 The scheme also contributes towards achieving the aims and objectives of the Road Safety Strategy and Bus Strategy within the Council's Second Local Transport Plan (LTP2). Specifically in terms of safety, the signalisation of the junction should reduce the current accidents problem at the junction, associated with vehicles turning right from the A19, or turning out of Wheldrake Lane. The risk of high-speed collisions should also be significantly reduced by the introduction of the speed management measures which are already approved and due for implementation this financial year.

Implications

22 The appropriate implications of the proposals are considered below :-

- **Financial**

  When the 2006/07Planning and Transport Capital Programme was approved at the Executive on 18 April 2006, it included an allocation of £550,000, under the 'Accessibility and Village Traffic Schemes' budget, for the proposed traffic signals at Crockey Hill.

  Now that an amended layout has been designed which avoids most of the underground utility diversions which would be required by the earlier option, it is anticipated that the latest revised scheme will cost substantially less, at around £350,000. The lower cost will enable the implementation of other schemes already included within the 2006/07 programme rather than deferring them into future years. Details of the amended programme will be provided for approval in the 2006/07 Capital Programme 2nd monitoring report to the City Strategy EMAP on 11 December 2006.

- **Human Resources**

  There would be some HR implications in terms of manpower and resources for future maintenance and to undertake monitoring of the effectiveness of the junction improvements. However, although these activities involve extra work, this should be readily accommodated within existing staffing levels.

- **Equalities**

  There are no equality implications.

- **Legal**

  The Council, as Highway Authority for the area, has powers under the Highways Act 1980, The Road Traffic Regulations Act 1984, and Traffic Signs Regulations and General Directions 1994 and 2002 to implement the proposals covered by this report.

- **Crime and Disorder**

  There is potential for the traffic signal equipment and signs to be vandalised. However, these should be no more vulnerable than other similar highway infrastructure installed to a suitably robust standard.

- **Information Technology**

  There are no IT implications.

- **Property**

  There are no property implications.

- **Road Safety Audit**

  An independent risk assessment of the scheme proposals has identified that the scheme does have a number of potential road safety issues which warrant closer examination to ensure that the safest possible solution would be implemented. Therefore, should the traffic signal proposals be progressed, a full Road Safety Audit is recommended, involving independent checks at key stages during the design process and when the scheme is built.

Risk Management

23 In compliance with the Council's risk management strategy the risks arising from the recommendations are assessed below :-

- **Governance Risk**

  There are no risks associated with the recommendations of this report.

- **Strategic Risk**

  There are no risks associated with the recommendations of this report.

- **Legal and Regulatory Risk**

  There are no risks associated with the recommendations of this report

- **Physical Risk**

  There are concerns over the introduction of traffic signals on a high-speed road such as the A19. Fortunately, comprehensive speed management measures are already approved for this area, and are due to be implemented this financial year. These will significantly reduce the risk of a serious accident occurring, and a range of additional safety features will also be built into the signals design. However, it is anticipated that the overall accident record of the junction will not be improved, remaining at about two injury accidents per year

- **Financial Risk**

  The recommended option provides better value for money than the original scheme with the main aims and objectives being achieved at a lower overall cost thus releasing funds for other schemes within the Capital Programme. There is a risk that costs may increase owing to unforeseen construction difficulties and additional elements required by the safety audit however the risk of substantial cost increases is considered to be remote.

- **Competitive Risk**

  There are no risks associated with the recommendations of this report

- **People Risk**

  There are no risks associated with the recommendations of this report

- **System and Technology Risk**

  There are no risks associated with the recommendations of this report

- **External Risk**

  There are no risks associated with the recommendations of this report

- **Organisation Risk**

  There are no risks associated with the recommendations of this report

Risk Category	Impact	Likelihood	Score
Physical	Medium	Possible	9
Financial	Medium	Possible	9

Measured in terms of impact and likelihood, the risks scores have been assessed as 'medium', with a risk matrix score 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.

Recommendations

24 The Advisory Panel advises the Executive Members for City Strategy that:

The proposed scheme to install traffic signals at Crockey Hill, with the addition of some extra pedestrian and cycle facilities, as shown in **Annex G**, should be approved for implementation during 2006/2007

Reason: To make turning into and out of Wheldrake Lane at the A19 junction easier and safer. In conjunction with the comprehensive speed management proposals already approved for Crockey Hill, and the additional pedestrian and cycle facilities, the overall traffic signal proposals will be of particular benefit to residents and businesses, both locally and in nearby villages such as Wheldrake.

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Report Approved ✓ **Date** 13 – Oct - 06

Ray Chaplin
Head of Engineering Consultancy

Report Approved ✓ **Date** 13 – Oct - 06

Specialist Implications Officer(s) List information for all

Implication Financial		Implication Financial	
Name	Tony Clarke	Name	Patrick Looker
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Wards Affected: **Fulford Ward & Wheldrake Ward**

For further information please contact the author of the report

Background Papers:

"A19/wheldrake Lane (Crockey Hill) – Junction improvement scheme"
Report to Executive Member for Planning and Transport : 28 February 2006

"Speed Management – A19 Junction with Wheldrake Lane at Crockey Hill"
Report to Planning and Transport (East Area) Sub-Committee : 13 October 2005

Annexes

Annex A Speed management and street lighting proposals as approved in 2005

Annex B Signalised junction layout approved in principle by EMAP in February

Annex C Current revised layout including traffic signal proposals

Annex D Information Leaflet

Annex E Distribution Plan

Annex F Covering letter sent with Information leaflet to external organisations.

Annex G Amended layout including additional pedestrian and cycling facilities

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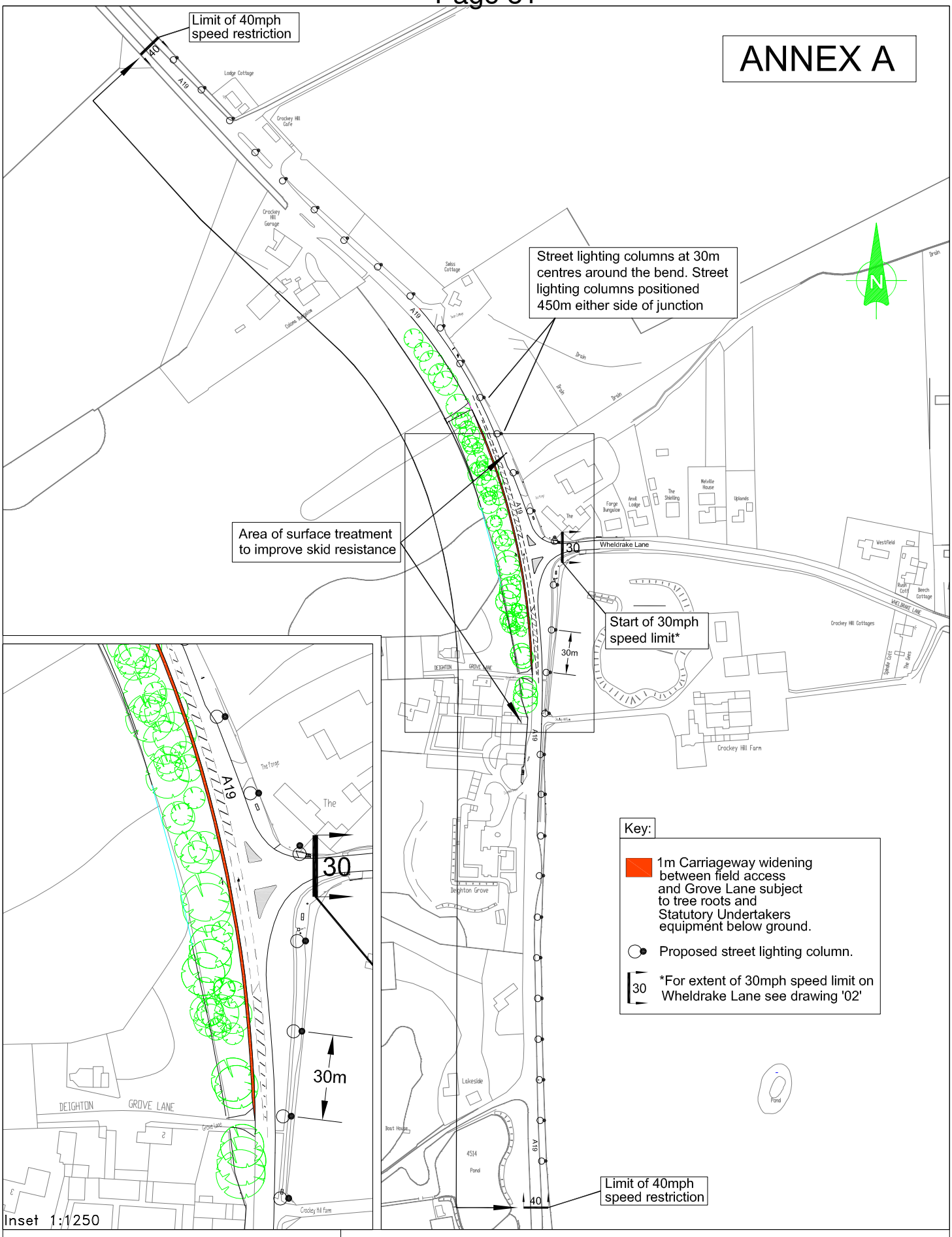
ANNEX A



York Consultancy
Consultants of first choice

CITY OF YORK COUNCIL

Proposed Improvements
A19/WHELDRAKE LANE JUNCTION, CROCKEY HILL

REV	AMENDMENTS	DATE

TS/LSS/0409313/COMB

SCALE 1:2500 @ A3
Inset: 1:1250

Drawn RJM Checked JG

DATE 01/07/05

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A19 (To York)

New 2.0m island to improve safety for right turners and to house signal equipment

Existing left turn slip to be retained

A19 (From York)

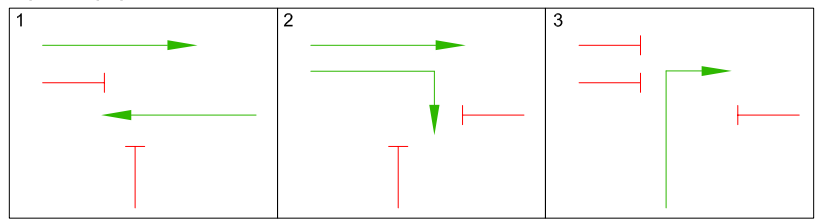
Existing Island to be retained

Existing Island to be retained

Existing left turn slip to be retained

Wheldrake Lane

Signal Staging



Key

- Signal Pole
- Signal Stop Line
- Primary Signal Head
- Secondary Signal Head
- Carriageway Ducting
- Ducting Chamber

Note

3 way 100mm orange traffic signal ducts minimum 750mm deep

Controller box to be located near to the car park on the A19 (from York) off slip to provide suitable access for maintenance vehicles

Verge ducts and chambers not shown

Revision	By	Checked	Approved	Date	Description

Client: City of York Council

Halcrow Group Ltd
22 Lendal Street York North Yorkshire YO1 8AA
Tel 01904 559900 Fax 01904 559901
www.halcrow.com

ANNEX B

Project: A19 Wheldrake Lane

Drawing: Option 1 Widening on the Weste of the A19

Drawn by	Scott Goodall
Checked by	Stewart Stamper
Authorised by	Ian Routledge
Drawing No.	CTDAFG21
Drawing Scale:	1:500
CAD Filename:	HALCROWPLAN.DWG
Plot Scale:	1:1

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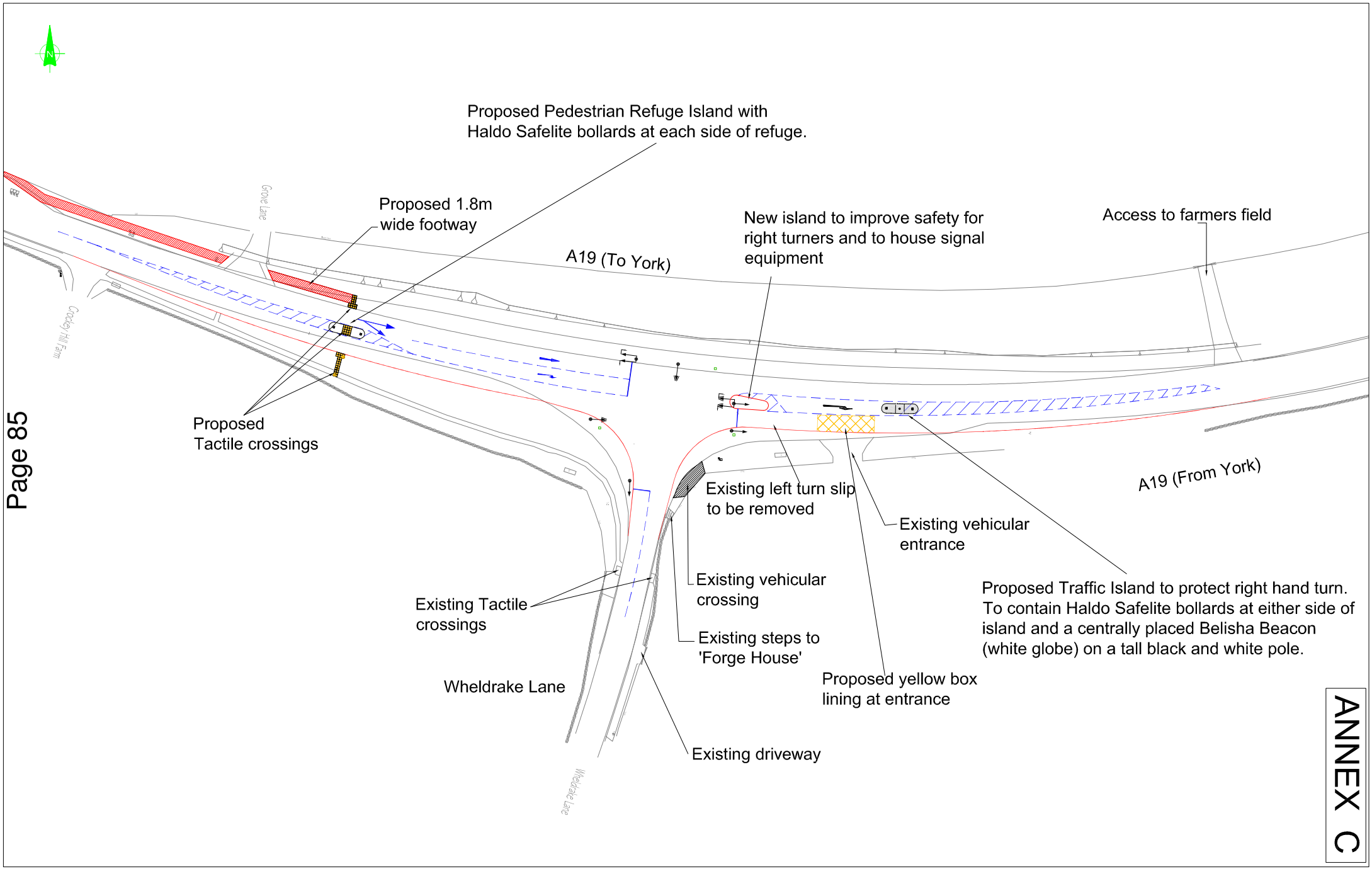

Page 85

ANNEX C

York Consultancy
Consultants of first choice

CITY OF YORK COUNCIL

	INITIAL	DATE	REV	AMENDMENT	DATE
DRAWN BY	SJH	08/01			
CHECKED BY	SJH	08/01			
SCALE	1:500				
DATE	MAY 2006				

A19 CROCKEY HILL

Current revised layout including traffic signal proposals

HE/REVISION A

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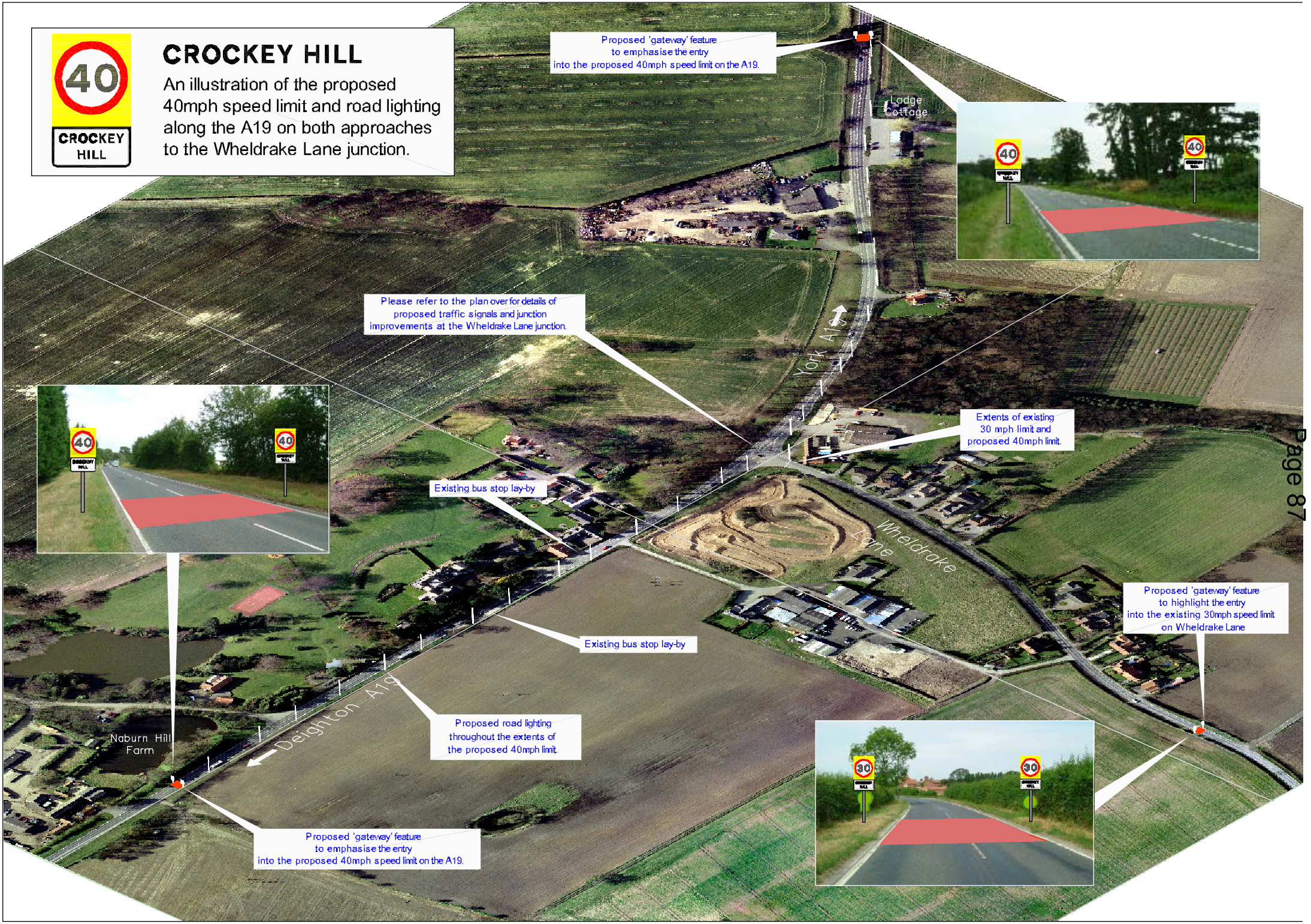
CROCKEY HILL

An illustration of the proposed 40mph speed limit and road lighting along the A19 on both approaches to the Wheldrake Lane junction.



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Proposed new footway
to link crossing point
with existing bus stop

Proposed new traffic island
constructed as a pedestrian refuge with tactile paving and dropped kerbs.
This will provide a useful pedestrian crossing point,
particularly for the benefit of passengers using the nearby bus stops.

Proposed traffic signals.

Proposed new traffic islands
with illuminated bollards
to help seperate traffic movements on the A19.

Grove Lane

A19 to Deighton

A19 to York

A19 to be widened
by taking up some of the verge on this side of the road
(original kerb line indicated by red line).

Road widening will enable a seperate right turn lane to be provided
for vehicles turning into Wheldrake Lane.

Existing vehicluar access

The
Forge

A19 to be narrowed
by re-aligning the kerb on this side of the road
(original kerb line indicated by red line).
This will help emphasise the need to slow down
because of the signals at the junction,
but will also mean that the existing slip lane
for traffic turning left into Wheldrake Lane
will be removed.

Proposed traffic signals.

Forge
Bungalow

Wheldrake
Lane

York Consultancy
Consultants of first choice

CITY OF YORK COUNCIL

	INITIAL	REV	AMENDMENT	DATE
DRAWN BY	BP			
CHECKED BY	GK			
Drawing Not To Scale				
DATE 10/08/2006				

CROCKEY HILL: Proposed Traffic Signals at the Wheldrake Lane Junction with the A19

TS/0609813/consult

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ANNEX E

Fulford Parish

Naburn Parish

Deighton Parish

Distribution Area

Distribution Area
Approximately 50 properties

WHELDRAKE WARD

Lodge Cottage
Crockey Hill Garage
Colony Bungalow
Swiss Cottage
Drain
The Forge
Forge Bungalow
Anvil Lodge
The Shielling
Melville House
Uplands
Orchard Villa
Westfield
Red Cottages
Bush Cott
Beech Cottage
WHELDRAKE LANE
Crockey Hill Cottages
Sunnie Cott
The Gees
Crockey Hill Farm
Grove Cottage
DEIGHTON GROVE LANE
Deighton Grove
Lakeside
Pond
Naburn Hill Farm
HOVDEN LANE
A19

York Consultancy
Consultants of first choice

CITY OF YORK COUNCIL

CROCKEY HILL: Proposed Traffic Signals
External Consultation – Distribution Area

REV	AMENDMENTS	DATE

TS/0609813/distribution

SCALE Not to Scale

Drawn BP Checked MD

DATE 21/08/2006

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ANNEX F

Contact : Graham Kelly

Telephone : 01904 553457

E-mail: graham.kelly@york.gov.uk

Our Ref: GK / MD / VTS / DEC 060 9813

25 August 2006

Dear «Dear»

Crockey Hill: Proposed traffic signals at the Wheldrake Lane junction with the A19

Please find enclosed for your information a copy of the consultation material explaining proposals to introduce traffic signals at the Wheldrake Lane junction with the A19, at Crockey Hill.

You will note that the deadline for the receipt of any comments is Friday 15 September, and hope that this will provide sufficient time for you to consider this particular matter before responding with any views or concerns.

If you require further clarification regarding the issues involved, or require additional details, please do not hesitate to contact me and I will be pleased to offer what assistance I can.

Yours «Yours»

Graham Kelly
Senior Engineer
Transport & Safety

«Name»
«Title»
«Address1»
«Address2»
«Address3»
«Address4»
«Address5»
«Postcode»

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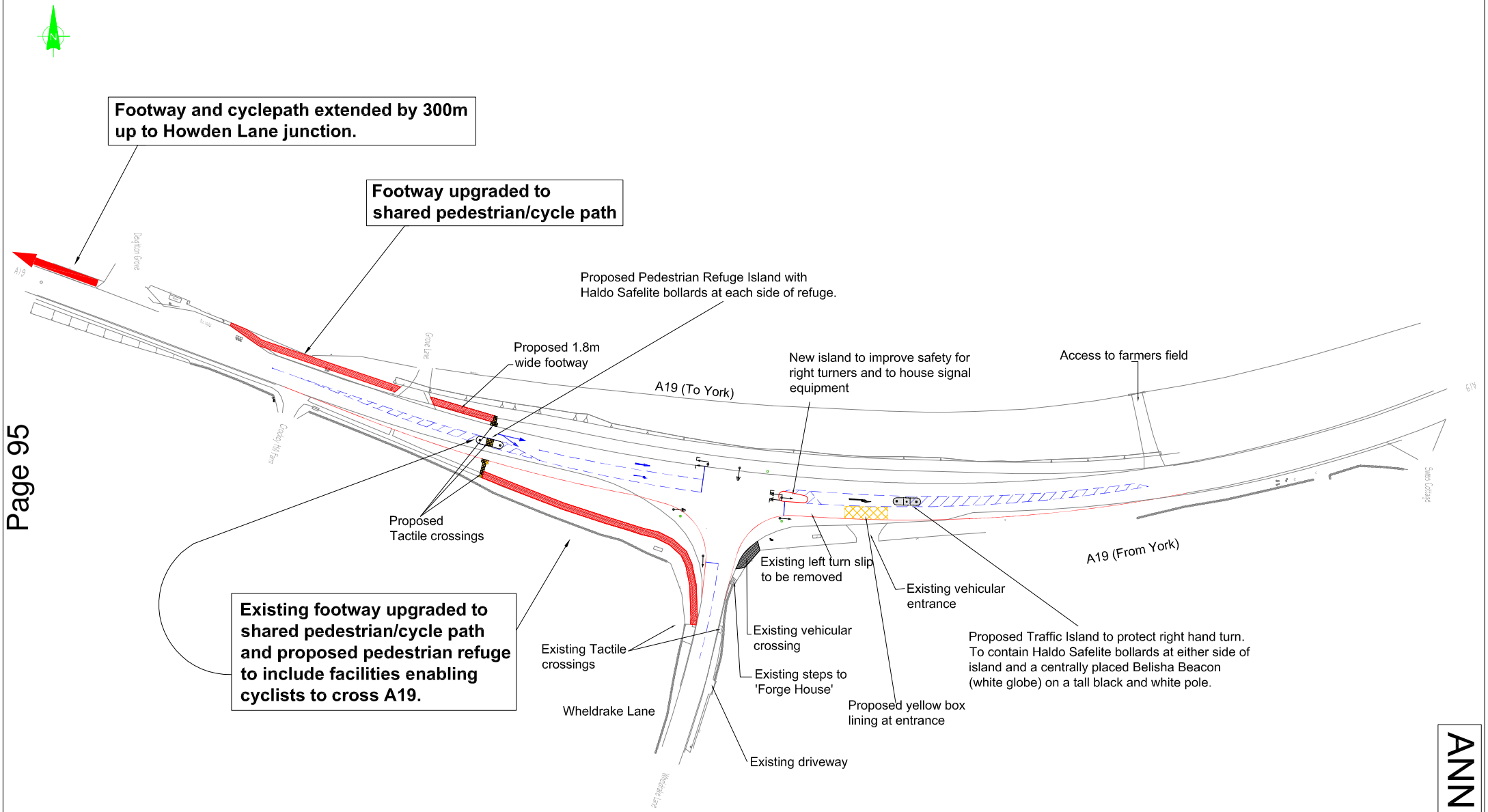

ANNEX G

York Consultancy
Consultants of first choice

CITY OF YORK COUNCIL

	INITIAL	DATE	REV	AMENDMENT	DATE
DRAWN BY	SJH	08/01			
CHECKED BY	SJH	08/01			
SCALE	1:500				
DATE	MAY 2006				

A19 CROCKEY HILL

Amended layout including additional pedestrian and cycle facilities

HE/REVISION A

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Executive Member for City Strategy and Advisory Panel

30 October 2006

Report of the Director of City Strategy

A1079 (HULL ROAD) / YORK ROAD (DUNNINGTON) – JUNCTION IMPROVEMENT SCHEME

Summary

1. This report summarises the results of consultation on proposals to install traffic signals at York Road junction with the A1079 (Hull Road) at Dunnington, in conjunction with the introduction of a 40mph speed limit along the A1079 on both approaches to the junction.

2. The recommendation is to install traffic signals and speed management measures at the York Road junction, as the proposals put forward for public consultation.

Background

3. In February 2006 the Executive Member for Planning and Transport and Advisory Panel considered a report outlining options for improving the above junction, and recommending a combined traffic signal and speed management scheme to be included in the Transport Capital Programme for 2006/2007.

4. A solution based on signalisation of the current junction layout, but with a banned right turn off the A1079 into York Road, was approved as the preferred option. This option also included sections of 40mph speed limit on the A1079 approaches to the junction.

5. The Executive Member therefore authorised public consultation on the preferred scheme, including the advertisement of a Traffic Regulation Order (TRO) covering the proposed 40mph speed limit and banned right turn for all vehicles into York Road.

TRO/Consultation feedback

6. The TRO Notices covering the proposed 40mph speed limit and banned right turn were advertised from 23 August for three weeks. No objections were received for either proposal.

7. At a similar time to the TRO advertisement, approximately 1,400 leaflets describing the proposed scheme (*see example at* **Annex A**) were circulated to residents of Dunnington during August (*see distribution plan at* **Annex B**), inviting views and comments within a three week period which ended on 8 September. Copies were also supplied to the local Parish Council and Ward Councillors. The same information was made available on the City of York Council web-site.

8. In addition, the emergency services, travel related organisations, and other interested parties were sent copies of the information leaflet and asked for their views or any concerns (*see covering letter at* **Annex C**).

Responses from Residents

The distribution of around 1400 leaflets generated a total of 69 responses. These are discussed below.

9. **29 responses expressed support for the scheme**, although 11 of these raised some minor concerns or reservations about certain aspects of the current proposals. Most of these respondents believe the traffic signal scheme should overcome the present difficulties experienced by drivers joining the A1079 from York Road due to the volume and speed of traffic on the main road, and make the area safer overall.

10. **40 responses expressed objection to the proposals**. The most pertinent comments are outlined below under headings which summarise the common themes raised: -

***A need for the scheme has not been established*.**

11. The volume of traffic leaving Dunnington via York Road is insufficient to justify traffic lights.

The proposals may create more problems than they solve.

***Improving the Common Road junction should be a higher priority*.**

12. Although improvements are needed at both A1079 junctions, Common Road should be done first because it is busier and has a poorer safety record.

13. Although signalising the Common Road/A1079 junction may cost more, it would benefit the village more in the long term.

14. Introducing traffic lights at Common Road would break up the constant flow of traffic on the A1079 heading towards York, and thereby assist vehicles turning out of York Road as well.

Traffic lights at the York Road junction will cause unwelcome 'rat-run' effects through the village.

15. Making it easier to access the A1079 from York Road will attract extra traffic through the village causing increased congestion and dangers on narrow roads like York Street.

16. To avoid peak time queuing to join the Grimston Bar roundabout from the A166, some drivers would cut down Church Balk and travel past the primary school to use the traffic signals on York Road.

17. If York bound queues on the A1079 back-up towards Common Road at peak times, some drivers might turn off into the village to take a 'short cut' to exit via York Road.

18. Drivers from the Common Road industrial estate area are likely to go through the village to take advantage of the York Road traffic signals despite the presence of the existing weight restriction, which is already disregarded

The closeness of the proposed York Road traffic signals to the Grimston Bar junction will cause problems.

19. The proposed traffic signals will not make it easier to exit York Road at peak times because vehicles on the A1079 will queue back from Grimston Bar roundabout preventing cars or buses from moving out of York Road when a green light is given to them.

The banning of the right-turn into York Road will cause problems.

20. One local farmer, who has farmland on both sides of the A1079 and currently turn right at the York Road junction, feels that the option of using the Grimston Bar roundabout, or driving agricultural machinery through the village would be inconvenient and potentially dangerous.

The proposed speed management measures should be extended.

21. Extending the proposed 40mph limit on the A1079 out beyond Common Road would make it easier and safer to enter or exit several road junctions and access many residential and commercial premises.

22. York Road will remain a 60mph road between the proposed traffic signal junction and the existing 30mph village 'gateway', which will encourage high speeds especially by drivers using it as a short-cut.

Responses from Organisations

23. **Ward Member –** The Ward Councillor supports the proposed scheme and has carried out a resident's opinion survey covering 526 households in the village. This asked people if they would prefer to see York Road junction signalised or the status quo retained. In response 190 households expressed support for the introduction of traffic signals at York Road, whilst 72 said they

would prefer to see the status quo retained. The remaining 264 households did not express a view one way or the other.

24. **Dunnington Parish Council**, following a special meeting held on 30 August, have expressed strong opposition to the introduction of traffic signals at the York Road junction. The Parish Council are concerned that the current proposals have not been thought through, and more significantly, that a far better alternative site for traffic signals at Common Road has not been seriously or properly considered. Their more specific comments and concerns expressed are outlined below :-

- The introduction of signals at the York Road junction will result in vehicles 'rat running' through the village. Such traffic is notorious for speeding and causing accidents involving children and other vulnerable groups.
- Banning the right turn into York Road would cause serious difficulties for farmers needing to access fields on the opposite side of the A1079 to their farm.
- The proposed traffic lights would cause traffic to back up to the Grimston Bar roundabout at evening peak times, adding to current congestion.
- The proposed 40mph zone should extend beyond the existing lay-by to the east of the York Road junction for safety reasons.
- Spending money on signalising the York Road junction will reduce the chances of any significant improvements happening at Common Road.
- There is a more pressing need for traffic signals at the Common Road junction because it has a worse accident record and is busier, including turning by Heavy Goods Vehicles linked to the industrial estate.
- Signalising the Common Road junction should be feasible without any significant road widening costs because there is already a central right turn lane on the A1079.
- The A1079 already has street lighting near Common Road to help facilitate the introduction of a 40mph speed limit which would make a real contribution to safety in this built-up area.
- Traffic signals at Common Road would not affect flows at the Grimston Bar roundabout because of the greater distance between them.

The Parish Council also circulated a form to residents (see the copy in **Annex D**) This explained their views on the matter and invited people to either sign in support of the Parish Council, or write their own comments on the proposal. In response, 300 signed forms were returned from households supporting the Parish Council's views. In addition 10 forms were returned expressing disagreement with the Parish Council's views.

25. **North Yorkshire Police** object to the proposals for the following reasons:-

- Despite a number of injury accidents over the last few years, the junction does not have a significant accident problem. The Police's remit is casualty reduction and safer roads, whereas the proposed scheme has the potential to make the road less safe.

- To satisfy Department of Transport guidelines, the installation of traffic signals on a high-speed road require the 40mph speed limit to be introduced. This will cause problems for North Yorkshire Police, because it will be unenforceable due to its length, and thereby could bring the law into disrepute, as well as encouraging motorists to flout the law specifically where it is important that they should comply.

- Resources will not be available to enforce the banned right turn, and drivers may be reluctant to take the ¾ mile diversion, currently involving a further four sets of traffic signals. Unless physical measures prevent drivers from being tempted to turn into oncoming traffic from Dunnington, this situation has major safety implications,

26. **First York** fully support the scheme, particularly in view of the bus priority measures which would be introduced to assist services that use the junction.

27. The **York Cycle Campaign** support the principle of introducing traffic signals, but seek assurance that the needs of cyclists will be taken into account at the detailed design stage, to compliment existing cycle facilities in the area. In particular they hope that cyclists would be able to turn right off the A1079 into York Road, and see the alternative route around the Grimston Bar interchange as unacceptable.

28. The **Cyclists' Touring Club** are concerned that the signals may not detect cyclists, and feel that the proposed speed limit should extent farther east. They also feel that the York Road proposals represent a piecemeal approach to a much wider problem affecting numerous locations along Hull Road, and could simply transfer hazards elsewhere.

29. The **National Farmers Union** welcomes proposals that aim to improve road safety, as long as the design does not impinge or exclude the legal movement of agricultural vehicles and equipment on the public highway. They advised us that they had contacted farmers in the area and suggested that those with any specific concerns should contact us individually (which they have, as mentioned above).

30. **Action Access A1079** is a Regional Community Partnership addressing local issues of safety, access with, and congestion on the A1079 between Grimston Bar and Beverley. In their view the introduction of traffic signals at the York Road junction will not solve the problems that they are intended to, and will increase 'rat running' through Dunnington via Common Road and the A166.

31. The **Confederation of Passenger Transport UK** support the introduction of traffic signals which will provide an opportunity to incorporate bus priority measures.

32. **Dunnington Primary School Governors** are concerned that the proposed traffic signals could result in Dunnington being used as an alternative route to avoid congestion on the A1079 and A166, and for traffic accessing the industrial estate on Common Road. They believe this would result in significant increase in traffic both around the school and on major walk to school routes. They also supplied a plan highlighting areas of concern and some potential conflict locations for pedestrians and cyclists.

Discussion

33. The key issues arising from the consultation exercise are discussed below.

Issue One – Scheme Justification

34. In the February 2006 EMAP report the scheme was appraised using the Local Transport Plan prioritisation framework to assess how the scheme might contribute towards achieving the Council's overall LTP objectives. The overall result was a low positive score (+7) which led to the scheme being supported in principle by EMAP and was subsequently allocated funding in the 2006/07 Capital Programme.

Issue Two – The Common Road Junction

35. Like the York Road junction, this junction experiences difficulties associated with egress on to the busy A1079. It also has a high number of drivers making a right turn off the main road into Dunnington. The accident record of the junction is poor, so there is a case for considering this junction for an improvement scheme. At the time of the EMAP report in February, no detailed study had taken place to investigate the feasibility of signalising this junction, but a brief assessment pointed to several difficulties that would probably be very expensive to tackle. The main issue would be the need to maintain a high operating capacity to avoid worsening of the existing traffic congestion and delays experienced on this section of the A1079. Introducing signals to give priority to both the side road traffic, and the significant amount of traffic turning right off the main road, would inevitably introduce new delays to the main road traffic. In order to minimise these delays it is considered important to achieve the highest possible flow capacity within the physical constraints of the site. This points to a layout needing to have two traffic lanes on each approach. This would require lengths of road widening on both the A1079 and on Common Road. These are likely to be very expensive to achieve because of the presence of many underground pipes and cables, which would need altering to accommodate the new areas of carriageway construction.

36. Another clear difficulty with the signalisation of the Common Road junction is the presence of a private access road directly opposite Common Road, which would lie in the middle of the signalised junction. Overcoming the additional

safety and capacity issues linked to this private access would add to the complexity of the junction design and increase costs further. The simplest solution would involve signalising the access road with vehicle detection to let drivers out on demand, but this could affect the operating capacity of the junction in the peak periods, and turning right into the access road would remain a safety issue. Ideally, the access road would be closed off with an alternative access formed on to Common Lane (if the residents involved were supportive, and land ownership issues could be resolved), but this would be a more expensive solution.

37. In summary, it does appear to be technically feasible to introduce traffic signals at the A1079/Common Road junction. However a scheme which optimises both operational capacity and road safety would be very expensive to implement, with initial estimates putting the likely scheme cost between £500,000, and £750,000. Within this, the likely cost of diverting underground services is the hardest element to assess accurately without more detailed design work taking place.

Issue Three – Traffic Patterns in the Village

38. Recent traffic surveys, which involved tracking the movement of vehicles through the village using registration numbers, confirm that drivers do not currently choose to cut through the village from the A166 to access the A1079 via York Road, nor do drivers from the Common Road industrial estate. There is an understandable concern that these movements may be encouraged if the introduction of signals at York Road make it easier and quicker to access the A1079 and then get to the Grimston Bar junction. However, this is considered very unlikely to happen for the following reasons. Firstly, the alternative routes would involve greater distances, which immediately build-in some additional delay. Also, the signal calculations show that the average delays for drivers exiting on York Road will be slightly longer than currently experienced under the give-way situation. This would also become worse if traffic levels on that route increased, so it would be somewhat self-regulating. Also, it is known that the Highways Agency are soon going to carry out an improvement scheme at the Grimston Bar junction. Although this will not involve signalising the A166 entry, it has been confirmed that the other alterations will actually make it slightly easier than now to exit from the A166. This should make it less likely that drivers would look to divert through Dunnington.

39. Nonethless, if the signals were implemented at York Road further traffic surveys would be carried out to monitor any changes in local traffic patterns. Clearly, if significant problems were identified, further detailed assessment would be carried out with a view to identifying possible remedial measures and implementing them as soon as possible.

Issue Four – Interaction with the Grimston Bar junction

40. The junctions are considered far enough apart for their controllers not to be directly linked. However, they will use extensive queue detection devices to

monitor what is happening and automatically adjust the signal timing to maximise efficiency and safety.

Issue Five – Banning the Right Turn into York Road

41. Very few vehicles currently make this turn. In a traffic survey carried out on 19 July 2006 covering the morning and evening peak hours, plus another off-peak hour, only 4 vehicles in three hours were recorded. None of these were agricultural vehicles. The prohibition of the right turn will help to make the signals more efficient, safer, and much cheaper (road widening would be needed to provide a separate right turn lane). Given the low numbers of vehicles involved, the alternative of using the Grimston Bar junction is not thought to be unreasonable,

Issue Six – Provision for Cyclists

42. Cycle movements between York and Dunnington through the York Road junction are currently made via an off-road path, and this would not change with the introduction of traffic signals. It is thought that very few cyclists are ever likely to want to turn right into York Road from the A1079 (none were recorded making this movement in our traffic surveys). The provision of facilities to accommodate this movement within the signalised junction would complicate the layout and add to costs. Given the likelihood that the facilities would not be used very often, and they could be viewed as a waste of money, it is felt that the provision of such facilities could not be recommended. In practice, it is very unlikely that any cyclist wanting to access York Road from the east would continue westward to use the Grimston Bar roundabout. More realistically they would simply pull up at the side of the road at a convenient point after passing through the York Road junction, and then wait for a suitable gap in the traffic before crossing over to access the off-road path on the opposite side of the road. This is not considered a significant safety concern.

Options

43. There would appear to be the following options for Members to consider:-

a) Approve the introduction of traffic signals and speed management measures at the York Road junction, as the proposals put forward for public consultation.

b) Approve the introduction of traffic signals at the York Road junction with amendments or additions in response to the concerns raised through the consultation exercise.

c) Abandon plans to introduce traffic signals at the York Road junction.

Analysis

44. It has been stated earlier in the report that the signalisation of the York Road junction would have an overall net benefit in transport terms, and is therefore considered to be justified.

45. The consultation exercise has shown that whilst many Dunnington residents would welcome the signalisation of the York Road junction, there is opposition to the idea and residents have concerns about possible adverse effects. These include concerns over possible traffic diversions, interaction with Grimston Bar, difficulties with the banned right turn, and provision for cyclists have all been discussed in detail above. Following careful assessment, Officers consider that none of these issues warrant changes to the current scheme plans.

46. Based on the above analysis, the recommended way forward is to adopt option a).

    If approved, it is anticipated that the traffic signal scheme, including the associated speed management measures, could be implemented early in 2007.

    During the construction period, road works carried out on the A1079 would generally be restricted to 'off-peak' times, between 9.30am and 4pm. To further minimise disruption to through traffic, some work on site might be arranged in the evenings and at weekends, so long as local residents would not be unduly disturbed or inconvenienced by the activities involved.

Corporate Priorities

47. The proposals support the Council's corporate priority for improving quality and sustainability, by improving safety in travelling and getting around, plus potentially increasing the use of public transport.

48. The scheme also contributes towards achieving the aims and objectives of the Road Safety Strategy and Bus Strategy within the Council's Second Local Transport Plan (LTP2). However, the scheme is unlikely to have a large effect on overall congestion because the positive benefit of traffic signals for York Road has to be balanced with an increase in congestion on the A1079. Also, it is predicted that the rate of injury accidents will not be significantly altered by the introduction of traffic signals.

Implications

The specific implications of the proposals are considered below :-

Financial

49. £250,000 has been allocated for the proposed traffic signals and associated speed management measures at York Road, Dunnington under the

'Accessibility and Village Traffic Schemes' block within the 2006/07 Planning and Transport Capital Programme. (Approved 18 April 2006). The latest cost estimate following more detailed design work is £250,000.

Human Resources

50. There would be some HR implications in terms of manpower and resources for future maintenance and to undertake monitoring of the effectiveness of the junction improvements. However, although these activities involve extra work, this should be readily accommodated within existing staffing levels.

Equalities

51. There are no equality implications.

Legal

52. The Council, as Highway Authority for the area, has powers under the Highways Act 1980, The Road Traffic Regulations Act 1984, and Traffic Signs Regulations and General Directions 1994 and 2002 to implement the proposals covered by this report.

Crime and Disorder

53. The police have expressed concern over the potential for drivers to make illegal right turns at the York Road junction, and difficulties in enforcing the 40mph speed limit. However, officers consider that both the banned right turn and reduced speed limit will have sufficient engineering features built in to the scheme to make them largely self-enforcing.

Information Technology

54. There are no IT implications.

Property

55. There are no property implications.

Road Safety Audit

56. An independent risk assessment of the scheme proposals has identified some potential road safety issues which warrant closer scrutiny to ensure that the safest possible solution would be implemented. Therefore, should the scheme be progressed, Road Safety Audits would be carried out on the final detailed design drawings, and then on the completed scheme.

Risk Management

57. In compliance with the Council's risk management strategy the risks arising from the recommendations are assessed below :-

Governance Risk

58. There are no risks associated with the recommendations of this report.

Strategic Risk

59. There are no risks associated with the recommendations of this report.

Legal and Regulatory Risk

60. There are no risks associated with the recommendations of this report

Physical Risk

61. The potential for signalisation to increase injury accidents at the junction is a cause for concern. This risk will be minimised through the prohibition of the right turn off the A1079 into York Road, and the introduction of speed management measures and good early warning of the signals. However, even with such measures in place to minimise the risks, it is anticipated that the overall accident rate at this junction will not be improved by the introduction of traffic signals, and is likely to remain at around one accident per year.

Financial Risk

62. There are no risks associated with the recommendations of this report

Competitive Risk

63. There are no risks associated with the recommendations of this report

People Risk

64. There are no risks associated with the recommendations of this report

System and Technology Risk

65. There are no risks associated with the recommendations of this report

External Risk

66. There are no risks associated with the recommendations of this report

Organisation / Reputation Risk

67. A key priority for the Council is casualty reduction and safer roads. The Parish Council, a significant number of local residents, and North Yorkshire Police oppose the proposed scheme to introduce traffic signals at the York

Road junction because improvements at the Common Road junction are perceived to be more of a priority. Therefore, there is potentially a risk that the Council's reputation will be criticised, and Officer judgement and professionalism could be questioned.

Risk Category	Impact	Likelihood	Score
Physical	Medium	Possible	9
Organisation	Medium	Probable	12

Measured in terms of impact and likelihood, the risks scores have 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.

Recommendations

68. The Advisory Panel advises the Executive Members for City Strategy to:

Approve the installation of traffic signals and speed management measures at the York Road junction, as the proposals put forward for public consultation (see Annex A).

Reason: To make it easier and safer to exit from York Road

Contact Details

Author:
Mike Durkin
Project Manager
Transport and Safety
Tel No. 553459

Co-Author:
Graham Kelly
Senior Engineer
Transport and Safety
Tel No. 553457

Chief Officer Responsible for the report:
Damon Copperthwaite
Acting Assistant Director of
City Development and Transport

Report Approved ✓ Date 13/10/06

Ray Chaplin
Head of Engineering Consultancy

Report Approved ✓ **Date** 13/10/06

Specialist Implications Officer(s)

There are no specialist implications.

Wards Affected: **Derwent Ward** ☐

For further information please contact the author of the report

Background Papers:

"A1079 (Hull Road)/York Road (Dunnington) – Junction improvement scheme"
Report to Executive Member for Planning and Transport : 28 February 2006

Annexes

Annex A Information Leaflet

Annex B Distribution Plan

Annex C Covering letter sent with Information leaflet to external organisations.

Annex D Parish Council form

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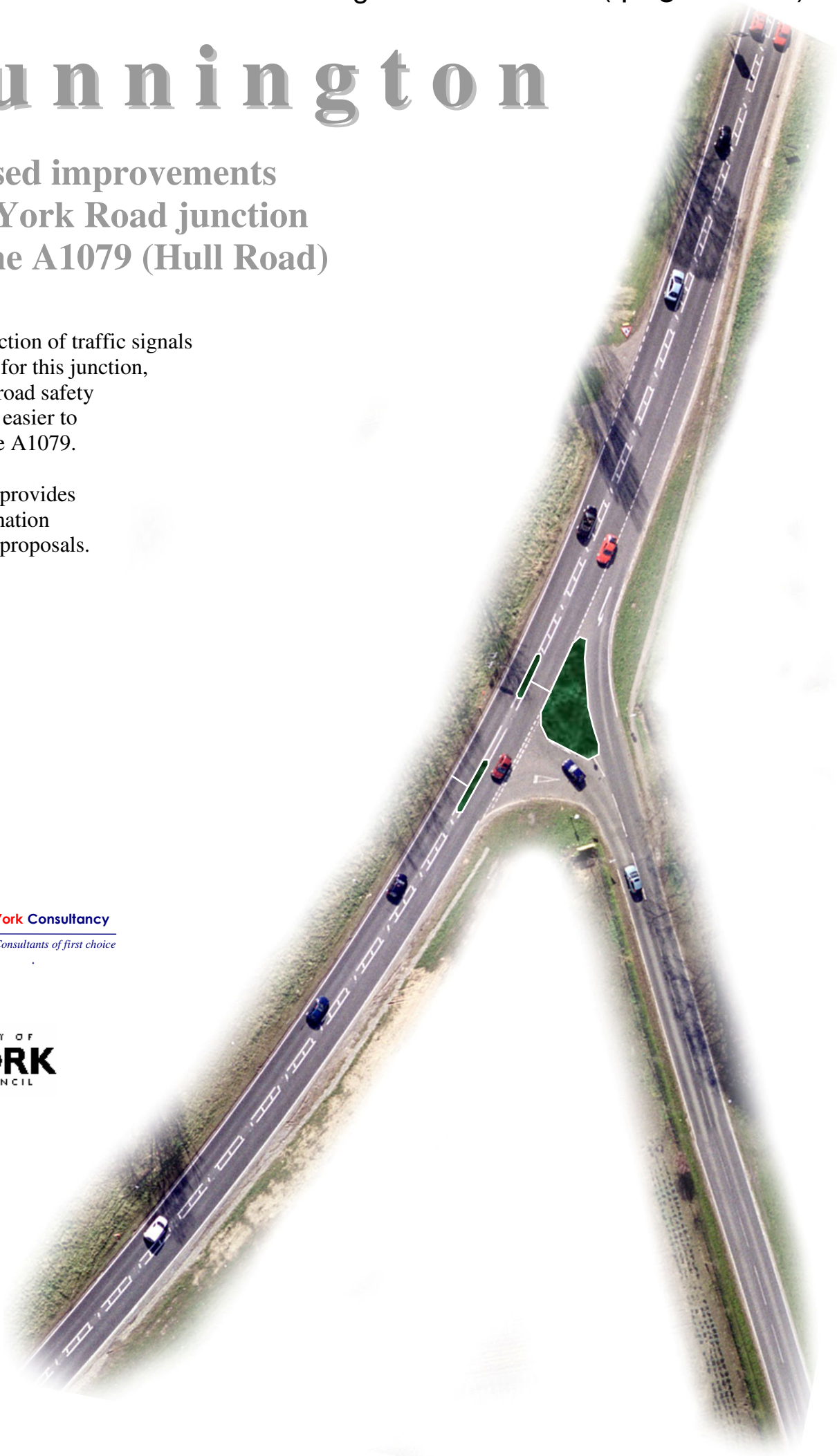
Dunnington

Proposed improvements at the York Road junction with the A1079 (Hull Road)

The introduction of traffic signals is proposed for this junction, to improve road safety and make it easier to exit onto the A1079.

This leaflet provides more information about these proposals.



York Consultancy
Consultants of first choice

CITY OF YORK COUNCIL

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Access to and from Dunnington via the A1079 (Hull Road) can be a problem, particularly at peak times, because of the amount and speed of traffic on the main road. There have been a number of accidents at both the Common Road and York Road junctions over recent years. Therefore, the council is keen to improve this situation.

Creating **roundabouts** at these junctions has been investigated, but previous studies concluded that this would not be feasible at either junction, mainly due to the amount of road space needed, and excessive costs involved (when the Highways Agency was responsible for the A1079, it estimated the cost of providing a roundabout for Common Road at over £2 million).

As an alternative, introducing **traffic signals** has since been investigated further.

The **Common Road junction** is a complex situation with many difficult traffic issues to resolve. Crucially, to ensure acceptable levels of safety and traffic flow capacity, it would be essential for the A1079 to be widened to provide a separate right turn lane. Unfortunately, space around this junction is very limited, and moving underground pipes and cables to allow the road to be widened is likely to increase the overall cost of traffic signals to around £750,000. This is well above the limited funding available, and would be difficult to justify on a value for money basis when assessed against other spending priorities.

However, later this year we plan to investigate lower cost ways of improving road safety at this location, such as improved signing to highlight the presence of the junction.

Fortunately, installing traffic signals at the **York Road junction** should be much more straightforward, and it has been possible to design an affordable scheme (currently estimated at around £200,000).

How traffic signals at the York Road junction might look

The council therefore wishes to take this forward for implementation this year. The key features of the scheme are described below.

Traffic signals would enable traffic on the A1079 to be periodically halted by a red light, allowing drivers to exit York Road safely under a green light. At times, waiting for the signals to change to green could delay drivers on York Road a little more than the current arrangement, but the certainty of getting a green light to join the A1079 in safety is considered to outweigh this disadvantage.

Signals would also provide an opportunity to incorporate bus priority measures to assist services that use this junction.

For most traffic signal layouts, the right turn off the main road usually presents special difficulties, both in terms of safety and the efficiency of the junction. However, at this location very few people currently turn right into York Road because they tend to turn off earlier for Dunnington.

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It is therefore proposed to prohibit vehicles from turning right off the A1079 into York Road as part of the junction improvements. This will make the signals safer, more efficient, and less expensive to install. Those few drivers affected by this will be able to use the Grimston Bar roundabout to come back to York Road.

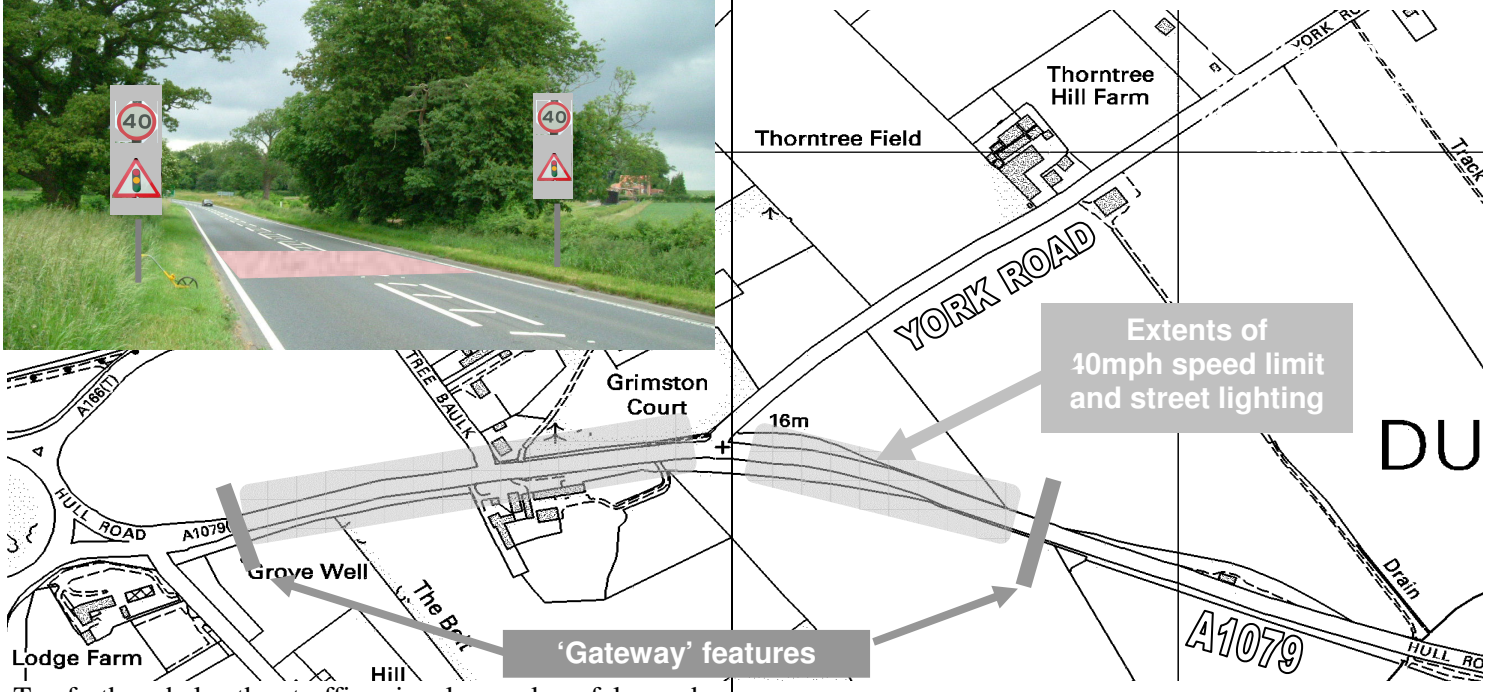
The A1079 at the York Road junction is currently a 60mph speed limit route, in a predominantly rural area. The introduction of traffic signals here, where approach speeds could be high, does raise some road safety concerns. Therefore, a number of speed management measures have been developed as part of the overall scheme:-

A 40mph speed limit is proposed, extending from Grimston Bar roundabout to around 300 metres east of the York Road junction.

'Repeater' speed limit signs and road markings would also be provided at regular intervals along the 40mph area, to remind drivers of the lower speed limit.

'Gateway' features, comprising high visibility signing and coloured road surfacing, would be introduced at both approaches to the 40mph limit.

ANNEX A (page 3 of 4)



To further help the traffic signals work safely and effectively, several special features would also be included, such as :-

A signal controller at York Road linked with the Grimston Bar signals, to ensure they work together and minimise problems with queuing back from one junction to another.

Vehicle speed detection would be incorporated into the A1079 signals, to prevent the signals suddenly turning red when a vehicle is approaching without sufficient time to stop. Likewise, queue detection would ensure that the signals operate efficiently and safely.

Traffic islands would be installed at the junction, to help separate traffic movements and reinforce the prohibited right turn. Minor kerb realignments would also be carried out to ease the turns in and out of York Road.

These would emphasise the need to slow down because of the presence of the signals at the junction ahead.

Street Lighting would also be installed throughout the 40mph limit, to highlight the change in the road environment, and encourage drivers to observe the speed limit. The columns would be 10 metres high and spaced approximately 30 metres apart.

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What will the scheme cost ?

These junction improvements are currently estimated to **cost £200,000**, and would be funded out of the Local Transport Plan grant from central government.

What do you think ?

If you would like to comment, please write using the following **FREEPOST address** (no stamp needed).

TRANSPORT & SAFETY
DIRECTORATE OF CITY STRATEGY
CITY OF YORK COUNCIL
FREEPOST (YO 239)
YORK
YO1 7ZZ

To enable us to take your views into account, it would be appreciated if responses could reach us before **Friday 8th September 2006**

What else is necessary ?

The proposed **40mph speed limit**,

and **'no right turn'**

will each require a Traffic Regulation Order (TRO).

These TROs will be advertised for 21 days, by putting up Notices along the roads affected, and by placing a copy in the York Press. This will enable any objections to the Traffic Regulation Orders to be considered in conjunction with other comments on the main scheme proposals.

What happens next ?

A final decision on these proposals will be made by the council later this year, probably in October.

Subject to obtaining all the necessary approvals, construction is expected to start in January 2007.

For more information

Please telephone (01904) 553457
and ask to speak to Graham Kelly
or email
Dunnington.signals@york.gov.uk

If you would like this information
in a more accessible format,
(for example in large print,
or on audio tape),
or in another language,
please telephone (01904) 553457
and ask for Graham Kelly

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

☎ (01904) 613161

CITY OF YORK COUNCIL

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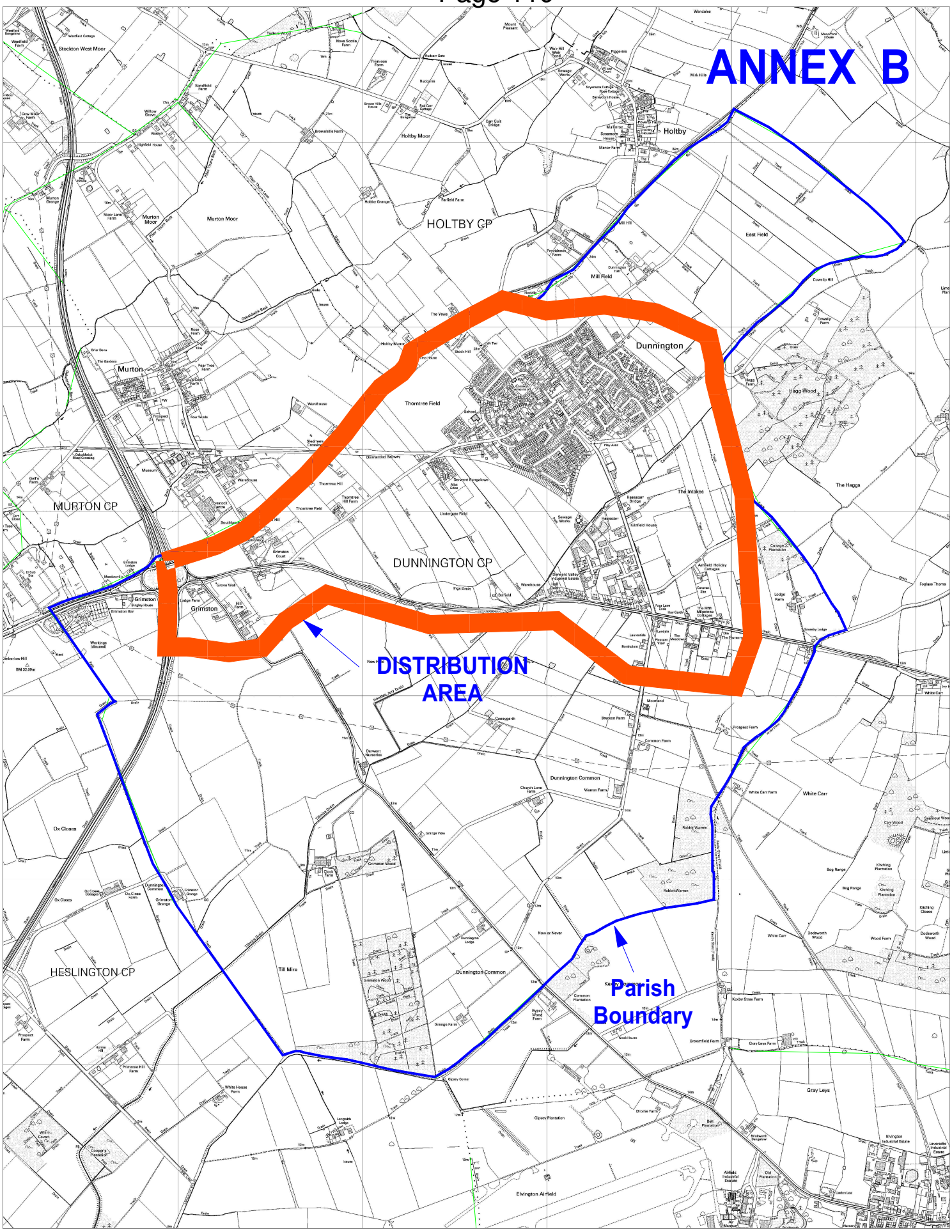

Name	Name Graham K	Department Transport and Safety	Project Dunnington - York Road Traffic Signals
Scale	Scale 1:18000		
Title Leaflet distribution area		Date 9/8/2006	

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ANNEX C

Contact : Graham Kelly

Telephone : 01904 553457

E-mail: graham.kelly@york.gov.uk

Our Ref: GK / MD / VTS / DEC 060 9812

18 August 2006

Dear «Dear»

Dunnington Village : York Road / A1079 (Hull Road) Traffic Signals

Please find enclosed for your information a copy of a leaflet explaining proposals to introduce traffic signals at the York Road junction with the A1079 (Hull Road), on the outskirts of Dunnington village.

You will note that the deadline for the receipt of any comments is Friday 8 September, and hope that this will provide sufficient time for you to consider this particular matter before responding with any views or concerns.

If you require further clarification regarding the issues involved, or require additional details, please do not hesitate to contact me and I will be pleased to offer what assistance I can.

Yours «Yours»

Graham Kelly
Senior Engineer
Transport & Safety

«Name»
«Title»
«Address1»
«Address2»
«Address3»
«Address4»
«Address5»
«Postcode»

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DUNNINGTON PARISH COUNCIL
Chairman: Cllr Mrs J Brooks
Clerk: Mrs Cilla Taggart
27 Church Street, Dunnington, YORK YO19 5PP

York Road/A1079 Traffic Lights

The City of York Council is due to make a final decision about the lights on 30th October. It is important that residents continue to let the Council know how they feel. Here are the views of the Parish Council.

The lights at York Road end could:

1) Increase rat-running through the village.

- Off the A1079, through the village along York Street and back onto the A1079 in the morning.
- Off the A166, past the school and onto the A1079 in the morning.
- Off the A166, down Church Street and Common Road, and onto the A1079 in the evening to avoid the queues for the A1079 and the hold-ups caused by the new lights.

As the amount of 'green light time' given to York Road will be determined by traffic volume it is obvious that the more traffic there is on York Road the longer the lights will stay green so feeding the rat-runs.

2) Cause the traffic to tail back in the evening with a potential to jam the Grimston Bar roundabout.

3) Increase the amount of heavy farm vehicles along Common Road and York Street as they will not be able to turn right off the A1079 onto York Road.

4) Draw heavy vehicles from the industrial estate through the village to gain easier York bound access onto the A1079.

The lights should be at the Common Road/A1079 junction, which has never been fully assessed by the City Council.

1) There have been more accidents at this junction and when the Highways Agency was responsible for the A1079 it identified this junction as the one more in need of improvement.

2) Industrial estate traffic would be drawn away from the village as it could more easily turn right onto the A1079.

3) There already is a central 'right turn' lane and lighting at this junction. The road is no narrower here than at the traffic lights at Tang Hall Lane junction and is deemed safe for traffic travelling at 60mph. How would it not be suitable when the traffic would be controlled by lights and a 40mph limit?

If you agree with the views of the Parish Council or would like to comment please complete the form on the back and return to the Parish Clerk at 27 Church Street who will forward them all to City of York Council.

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I agree with the views overleaf.

Name .....

Address .....

.....

OR

Comments

Name .....

Address .....

.....

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