



## Notice of meeting of

### Scrutiny Management Committee (Call-In)

**To:** Councillors Kirk (Chair), Merrett (Vice-Chair), Blanchard, Cuthbertson, Hall, Hill, Hyman, Livesley and B Watson

**Date:** Monday, 24 July 2006

**Time:** 5.00 pm  
To be followed by ordinary meeting of Scrutiny Management Committee at no sooner than 5.30pm.

**Venue:** Guildhall

## AGENDA

### 1. **Declarations of Interest**

At this point in the meeting, Members will be invited to declare any personal or prejudicial interests they may have in the business on the agenda.

### 2. **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 Committee'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 Monday 24 July 2006 at 10.00am.

### 3. **Askham Bryan Roundabout - Called In (Pages 1 - 40) Decision from City Strategy Executive Member Advisory Panel**

To consider the above decision called-in by Councillors Hopton, D'Agorne and Hill in accordance with the requirements of the Council's Constitution and which the Chair of Scrutiny Management Committee (SMC) has agreed should be taken at this meeting in accordance with urgent business provisions to avoid any unnecessary delays in the determination of this matter. A cover report is attached setting out the reasons for call-in, the remit and powers of SMC in relation to the call-in procedure, together with the original report and decision of the Executive Member for City Strategy.

**4. Any other business which the Chair decides is urgent under the Local Government Act 1972**

Democracy Officer:

Name: Dawn Steel

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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

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**Scrutiny Committee**

**24 July 2006**

**Report of the Head of Civic, Democratic and Legal Services**

### **ASKHAM BRYAN ROUNDABOUT – CALLED IN DECISION FROM CITY STRATEGY EXECUTIVE MEMBER ADVISORY PANEL**

#### **Summary**

1. This report sets out the reasons for the call-in of the decision made by the Executive Member for City Strategy on the advice of the Advisory Panel relating to the proposed improvements to Moor Lane, Askham Lane & Askham Bryan Lane Junctions. It also explains the powers and role of Scrutiny Management Committee (SMC) in relation to dealing with the call-in.

#### **Background**

2. Further to the meeting of the City Strategy Advisory Panel held on 17 July 2006, the Executive Member for City Strategy made the decision set out at Annex A to this report in relation to the proposals for junction improvements at Moor Lane, Askham Lane & Askham Bryan.
3. Subsequent to that decision, Councillors Hopton, D'Agorne and Hill then called-in the decision for review by SMC in accordance with the constitutional requirements for post-decision call-in. The reasons given for the call-in are as follows:-

“Option D is the best Option for Askham Bryan residents and would be equally beneficial as the Option Amended A approved at the meeting for residents on the Acomb side of the A1237.

Option D will prevent rat running through Askham Bryan village, from the A1237 and Acomb side of the A1237, from the new roundabout, as there would be no access to the village with this Option. Traffic would have to continue down the A1237 to reach the Copmanthorpe roundabout with the A64.

Option Amended A will encourage rat running, and make it more likely that any weight limit or village access only signs

will be more difficult to enforce. If the traffic is discouraged in the first place, those two restrictions will be more effective in controlling rat running.

As it stands, rat running will take place between the A1237 and A64, both ways, when there are queues on the A64 and on the A1237, and as a short cut for that traffic and also to and from the Askham Richard/Healaugh Road across to Moor Lane, Askham Lane and Acomb beyond.

The reasons for objecting to retaining the current junction and with a left hand turn onto the A1237 can be overcome: physical measures can be taken to prevent a turning right across the A1237 towards the A64. Askham Bryan villagers can exit for that from the south end of the village so do not need to turn right.

Accidents have tended to be as a result of traffic wishing to turn right off the A1237 towards Acomb, waiting to turn. Accidents have not been caused by the Askham Bryan junction.

Askham Bryan does not need this link to the roundabout as it has a way out of the village to the south”

### **Consultation**

4. Both the Chair and Vice-Chair of SMC have been consulted on making arrangements for SMC to consider the call-in urgently on the same day as its ordinary meeting, ie. Monday 24 July 2006. The Chair has agreed to do so and therefore authorize the convening of an urgent meeting to avoid any unnecessary lengthy delay in the implementation process by waiting to deal with the call-in until the next scheduled Scrutiny Call-In meeting on 18 September 2006.
5. In accordance with the requirements of the Constitution, the calling-in Members and relevant Executive Member have been invited to attend and/or speak at the Call-In meeting, as appropriate.

### **Options**

6. The following options are available to SMC (Calling-In) in relation to dealing with this call-in in relation to the constitutional and legal requirements under the Local Government Act 2000:

- (a) to confirm the decision of the Executive Member in the sense that SMC does not believe there is any basis for reconsideration;
- (b) to refer it back to the decision taker for reconsideration, ie. The Executive Member for City Strategy through the Advisory Panel (next scheduled meeting 11 September 2006); or
- (c) to refer it to the Executive for reconsideration (next scheduled after 25 July 2006 being 12 September)

### **Analysis**

- 7. Members need to consider the reasons for call-in, the basis of the decision made the Executive Member for City Strategy and form a view on whether there is a basis for reconsideration of that decision. Should Members be minded to select option © above, then the Deputy Leader, as Chair of the Executive (in the absence of the Leader) has been requested to consider an urgent item for the Executive on 25 July to avoid any unnecessary delay in implementation arrangements of any decision which may be taken.

### **Corporate Priorities**

- 8. The aims in facilitating this call-in consideration accord with the key principles of improving the Council's organizational efficiency.

### **Implications**

- 9. There are no known implications in relation to the following in terms of dealing with the specific matter before Members, namely to determine and handle the call-in.

- **Finance**
- **Human Resources (HR)**
- **Equalities**
- **Legal**
- **Crime and Disorder**
- **Property**
- **Other**

### **Risk Management**

- 10. There are no risk management implications associated with the call in of this matter, other than any associated with delaying the implementation of planning applications and proposals should the call-in not be resolved until mid-end September 2006.

### **Recommendations**

11. Members are asked to consider the call-in and reasons for it and decide whether they wish to confirm the decision made by the Executive Member or refer it back for reconsideration either to the Executive or to the Executive.

**Reason:**

To enable the called-in matter to be dealt with efficiently.

**Contact details:**

**Author:**

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**Chief Officer Responsible for the report:**

Suzan Hemingway  
Head of Civic, Democratic and Legal Services

**Report Approved**



**Date** 20.07.06

**Specialist Implications Officer(s)**

None

**Wards Affected:**

Rural West York

All

**For further information please contact the author of the report**

**Background Papers**

City Strategy EMAP report – 17 July 2006

**Annexes**

Annex A – decision of City Strategy EMAP – 17 July 2006

Annex B - City Strategy EMAP report – 17 July 2006

**EXECUTIVE MEMBERS FOR CITY STRATEGY AND ADVISORY PANEL**  
**MONDAY, 17 JULY 2006**

**DECISION: ITEM 6**

**6. Proposed improvements to the Moor Lane, Askham Lane & Askham Bryan Lane Junctions on the A1237 York Outer Ring Road**

Advice of the Advisory Panel

That the Executive Member for City Strategy be advised;

- (i) To note the contents of the report and the results of the consultation processes.
- (ii) That amended Option A (a five-arm roundabout located at or very close to the existing summit between Askham Lane and Moor Lane) should be adopted as the preferred scheme to form the basis of a planning application;
- (iii) That a subway should not be provided under the A1237 as part of the project;
- (iv) That a planning application be submitted for the preferred scheme;
- (v) That detailed design of the preferred scheme commence in advance of receiving planning approval;
- (vi) That negotiations with any affected land owner(s) commence in advance of receiving planning approval;
- (vii) That, subject to the scheme receiving planning approval, to successful negotiations with the affected land owner(s), and the scheme being within the approved budget, authorisation be given to acquire the additional land;
- (viii) That any Road Traffic Regulation Orders associated with the scheme 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;
- (ix) That, subject to the scheme receiving planning approval, the land being acquired through negotiation, and the scheme being within the approved budget, authorisation be given to proceed with construction of the scheme.
- (x) That the Executive Member be kept fully apprised of the progress of the scheme and that a further report be submitted to Members should issues arise which significantly affect the scheme.

Decision of the Executive Member

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

REASON:

- (i) For background information and for assisting in the decision making progress.
- (ii) To improve the Moor Lane, Askham Lane, & Askham Bryan Lane junctions on the A1237 York outer ring road.
- (iii) The small numbers who would be likely to make use of this facility in an isolated location would not justify the additional costs.
- (iv) To obtain planning approval for those parts of the scheme not within the existing highway boundary.
- (v) To minimise delays to the scheme.
- (vi) To minimise delays to the scheme.
- (vii) To enable the scheme to proceed.
- (viii) To enable any restrictions on access, turning movements, parking, loading, and stopping, and any changes to speed limits to be implemented.
- (ix) To enable the scheme to proceed.
- (x) For monitoring and decision making purposes.





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## Meeting of Executive Members for City Strategy and Advisory Panel

17 July 2006

Report of the Director of City Strategy

### **PROPOSED IMPROVEMENTS TO THE MOOR LANE, ASKHAM LANE, & ASKHAM BRYAN LANE JUNCTIONS ON THE A1237 YORK OUTER RING ROAD**

#### **Summary**

1. The purpose of this report is to advise members on the results of the recent public consultation on the proposals to replace the Moor Lane, Askham Lane and Askham Bryan Lane junctions on the A1237 York outer ring road with a roundabout.
2. The report seeks approval to the preferred scheme prior to submitting a planning application. The report also seeks approval to:
  - commence detailed design on the preferred scheme;
  - commence associated land acquisition negotiations; and
  - advertise any associated Traffic Regulation Orders (TROs) and to make the orders subject to successful resolution of any objections;
3. Approval is also sought to purchase the additional land and to implement the scheme subject to:
  - the scheme receiving planning approval;
  - the land being acquirable through negotiation; and
  - the scheme being within the approved budget.

#### **Background**

4. The Executive Member for Planning and Transport and Advisory Panel, at its meeting on 28 February 2006, considered a report updating them on the progress of investigations to replace the existing priority junctions on the A1237 York outer ring road (ORR) at Moor Lane, Askham Lane, and Askham Bryan Lane with a roundabout. They agreed to consultation being carried out on three broad options and to progress design and land issues. They also

agreed to receive a further report following public consultation to enable a decision to be made as to the preferred scheme to form the basis of a planning application.

## Consultation

5. Subsequently public consultation was carried out on the roundabout options. Over 6,000 consultation leaflets were distributed to residents of Askham Bryan, Westfield and Woodthorpe and public meetings were held in each area. Details of the consultation and responses are contained in **Annex A**. The following is a summary of the main findings:

Option	Preferred Option		Support Option		Do Not Support Option	
	Westfield & Woodthorpe	Askham Bryan	Westfield & Woodthorpe	Askham Bryan	Westfield & Woodthorpe	Askham Bryan
A	53%	30%	64%	38%	23%	51%
B	16%	18%	23%	17%	67%	65%
C	27%	44%	45%	44%	34%	41%

- 38% of Westfield and Woodthorpe respondents indicated that they currently use alternative routes such as Wetherby Road and Beckfield Lane to access the north of the city, primarily because they say it avoids having to make a right turn on to the A1237 and because it is safer.
  - Over 50% of those who responded said a roundabout would make their journeys safer with a significant proportion indicating that the roundabout would make access to and from the A1237 easier.
  - 65% of respondents are in favour of buying additional land if this helps minimise disruption during the construction phase.
  - 56% of Westfield and Woodthorpe residents think planting should be nominal and land purchase kept to a minimum whereas 44% would prefer substantial planting to screen the new roads, even if this means purchasing additional land. 62% Askham Bryan residents, however, would prefer substantial planting along the new roads even if this means buying additional land whereas 38% think planting should be nominal and land purchase kept to a minimum.
  - 67% of respondents are satisfied with the proposals for at-grade crossing facilities for cyclists and pedestrians. 3% indicated that they were dissatisfied and 5% felt that an underpass should be built.
6. There were some concerns raised by Askham Bryan residents about potential adverse impacts that a roundabout could have on Askham Bryan, and the particular adverse impacts that Option A has on the nearby residents of the Askham Lane cul-de-sac. As a result a further meeting was held and consultation carried out to try to identify a solution that would be acceptable to them. Details of the consultation and responses are contained in **Annex B**. The following is a summary of the main findings:

- 89% indicated a preference for Askham Bryan Lane to be kept open whilst 11% indicated a preference for it to be closed at its junction with the A1237.

Of those who wanted Askham Bryan Lane kept open:

- 22% indicated support for Askham Bryan Lane to be connected directly to a roundabout north of the existing Askham Bryan Lane junction (as Option A), whilst 53% do not support it.
  - 49% indicated support not to provide a direct connection to a roundabout north of Askham Bryan Lane but to retain the existing Askham Bryan Lane junction as both left and right in but left out only (in the direction of the roundabout). 26% do not support it.
  - 68% indicated support for Askham Bryan Lane to be connected directly to a roundabout south of the existing Askham Bryan Lane junction (as Option C), whilst 19% do not support it.
  - 25% indicated support not to provide a direct connection to a roundabout south of Askham Bryan Lane but to retain the existing Askham Bryan Lane junction as left in but left out only. 47% do not support it.
7. Askham Bryan Parish Council have indicated a strong preference for Option C. They have requested that, if Option A is to be considered, the roundabout be located as far away from the Askham Lane cul-de-sac properties as possible and the impact of the scheme on those residents minimised. They have also requested that a previous weight restriction through the village should be re-introduced and “access only” or similar signs erected at appropriate locations.
  8. The councillors for Dringhouses & Woodthorpe and Westfield wards strongly support the scheme and have a strong preference for Option A. They have asked for improvements to the signing of the goods vehicle restrictions on Askham Lane and Moor Lane. The zones would need to be amended as part of any improvements and new signing would be provided at appropriate locations to better inform goods vehicle drivers of the restrictions.
  9. Whilst the councillors for Rural West York ward strongly support the provision of a roundabout on safety grounds, they share the concerns expressed by Askham Bryan residents. As such their preference is for Option C with the roundabout at or to the south of the Askham Bryan Lane junction. They have requested that, if Option A is to be adopted, the position of the roundabout and associated link roads be such as to minimise the impact on the residents of Askham Lane cul-de-sac. The councillors have further requested that the lighting be designed to only illuminate the highway and not be seen by nearby properties. The street lighting will be designed to be “dark sky compliant” to minimise the amount of light pollution. The ward councillors also support the request from Askham Bryan residents for a goods vehicle restriction through their village similar to those on Askham Lane and Moor Lane.

10. The views of the key stakeholders groups who have responded to the consultation can be summarised as follows:
  - The Police comments are generally issues to be considered at the detailed design stage. They have requested that, if a roundabout is to be provided, all movements should be via the roundabout and the existing junctions be physically closed to prevent motorists from attempting banned turns at risk to themselves and other motorists.
  - The Fire & Rescue Services support the provision of a roundabout in view of the history of serious and fatal injury accidents and prefer Option A.
  - Transport 2000, the York Cycle Campaign, and the Cyclists Touring Club are opposed to the scheme as they perceive it to be solely for the benefit of motorists. The cycling groups have suggested a subway should be provided to help cyclists to cross without having to dismount. Sustrans have also indicated a preference for a subway crossing.
  
11. The following is a summary of conclusions based on the above consultations:
  - Option A is the preferred scheme of residents on the east side of the A1237 whilst Option C is preferred by those living to the west in Askham Bryan.
  - There is a high proportion who do not support Option B and hence Option B can be discounted from further consideration.
  - The main issues of concern for Askham Bryan residents are the adverse impact Option A would have on the local area, in particular the nearby properties on Askham Lane cul-de-sac, and the potential for increased traffic through the village if Askham Bryan Lane is directly connected to the roundabout. These concerns would be reduced by moving the roundabout to the east of the A1237, and retaining the existing Askham Bryan Lane junction rather than providing a direct connection to the roundabout.
  
12. The following issues were also raised as part of the consultation which do not relate directly to the roundabout scheme:
  - Request for traffic calming or other appropriate measures to control speeding on Moor Lane.
  - Request for an off-carriageway cycle and footpath and continuous kerbing and lighting along Askham Lane.

These do not relate directly to the roundabout scheme and are being or will be considered separately.

## Options

13. There are four options for a preferred scheme. Two of the three consultation options are put forward for consideration together with a modified option and a new option which have been developed to address the issues raised during the consultation.

### Option A

14. This option, which is shown in **Annex C**, is one of the consultation options and involves a five-arm roundabout located at or very close to the existing summit between Askham Lane and Moor Lane. Askham Lane, Moor Lane, and Askham Bryan Lane would be diverted to suit and connected directly to the roundabout. The three existing junctions would be closed to motor vehicles, however access for cyclists and pedestrians would be maintained with connections to crossing facilities on the A1237.
15. The location of the roundabout is such as to strike an equal balance between Askham Lane and Moor Lane. In addition, being at the summit with the main approaches uphill, it is the best from a road safety viewpoint. Whilst the number of injury accidents may be similar to the existing arrangement, the severity of injuries should be reduced as speeds will be significantly lower.
16. This option would be likely to require approximately 5.0Ha of additional land to be acquired. The estimated cost of this option is now £2.8m. Since the previous report topographical surveys have been carried out which indicate that more works would be required to compensate for the level differences between the A1237 and Askham Lane cul-de-sac. Whilst this estimate allows for land acquisition it does not include potential Land Compensation Act claims so the cost is likely to be higher.

### Amended Option A

17. This option, which is shown in **Annex D**, is based on Option A, but has been amended since the consultation to take account of concerns raised by Askham Bryan residents and their ward councillors. The amendments move the roundabout substantially to the east of the existing A1237 and, rather than upgrading the Askham Lane cul-de-sac to provide a connection, a new link road would be constructed to link Askham Bryan Lane directly to the roundabout. The remaining portions of the existing field west of the A1237 would contain noise mitigation measures and be substantially landscaped in an attempt to screen the new roads. These amendments, whilst requiring more land than initially envisaged, should help to reduce the impact on the two properties on Askham Lane cul-de-sac.
18. This option has the same benefits in terms of the location and safety of the roundabout as Option A.
19. This option would be likely to require approximately 5.5Ha of additional land to be acquired, and the estimated cost is £3.0m.

### Option C

20. This option, which is shown in **Annex E**, is also one of the consultation options and involves a five-arm roundabout in the vicinity of the Moor Lane / Askham Bryan Lane junctions. Moor Lane, Askham Lane and Askham Bryan Lane would be diverted to suit and connected directly to the roundabout. The three existing junctions would be closed to motor vehicles, however access for cyclists and pedestrians would be maintained with connections to crossing facilities on the A1237.
21. The location of the roundabout is such as to have less impact on nearby residents than the other options. However the location of the roundabout would be on a downward gradient for traffic approaching from the north with limited forward visibility of queuing traffic, increasing the risk of accidents compared with both versions of Option A. In addition it favours Moor Lane and may discourage movements between Askham Lane and the A1237(N).
22. This option would be likely to require approximately 4.2Ha of additional land to be acquired, and the estimated cost is £3.5m.

### Option D

23. This option, which is shown in **Annex F**, has been developed since the consultation and takes account of the Askham Bryan residents preference to retain the junction rather than have a direct connection to the roundabout. It involves a four-arm roundabout at the same location as Amended Option A. Askham Lane and Moor Lane would be closed and diverted as for Amended Option A. However the existing Askham Bryan Lane junction would be retained, but with the right turn out of Askham Bryan Lane banned. Physical measures would be required between the junction and the roundabout to prevent the banned right turn or dangerous u-turns. This option would allow for Askham Bryan Lane to be connected directly to the roundabout in the future should the need arise.
24. This option has the same attributes in terms of location as Amended Option A. The amount of non-village traffic using Askham Bryan Lane is likely to be less with access from a junction rather than directly from the roundabout. This arrangement appears to be preferred by Askham Bryan residents based on the recent consultation.
25. Whilst the potential accident rate at a four-arm roundabout would be lower than for the other options, this would be offset by the risk of accidents at the retained Askham Bryan Lane junction.
26. On the assumption that the field between the Askham Lane cul-de-sac and the A1237 would be acquired and landscaped, the amount of additional land to be acquired would be similar to Amended Option A (5.5Ha), however if this field is not acquired the amount of additional land required would be 3.5Ha.
27. This option is estimated to cost between £2.8m and £2.9m dependent on whether the field is acquired and landscaped.

### **Provision of a subway**

28. The provision of a subway under the roundabout would enable cyclists and pedestrians to cross without conflict with traffic on the A1237 and would also create opportunities for new equestrian routes. However the existing and potential demand is low and, because of its isolated location, most pedestrians and some cyclists would still wish to cross at-grade and hence the subway would be in addition to at-grade crossing facilities. The provision of a subway and associated approach ramps would increase the cost of the scheme by at least £0.7m.

### **Analysis**

29. **Option A** meets the initial aims of replacing the three existing junctions with a roundabout. The location of the roundabout is such as to strike an equal balance between Askham Lane and Moor Lane and be the best from a road safety viewpoint being at the summit with the main approaches uphill.
30. Whilst this is the preferred option of residents of Westfield and Woodthorpe, it is not the preferred option of residents of Askham Bryan. This option would have the most impact on the two nearby properties on the existing cul-de-sac section of Askham Lane, which increases the risk of objections and Land Compensation Act payments.
31. **Amended Option A** has all the benefits of Option A. Moving the roundabout eastwards and providing a new link to Askham Bryan Lane, rather than making use of the Askham Lane cul-de-sac, helps to reduce the impact on the nearby residents and hence should make this option more acceptable to the residents of Askham Bryan than the consultation option. The amendments provide increased scope for appropriate amelioration measures to minimise the environmental impact.
32. This option will require more land than Option A. Whilst the estimated cost is slightly higher than the revised cost of Option A, it may ultimately be cheaper than Option A if the potential costs resulting from objections and compensation payments are taken into account.
33. **Option C** meets the initial aims of replacing the three existing junctions with a roundabout. Whilst it is the preferred option of Askham Bryan residents, it did not receive as much support from Westfield and Woodthorpe residents as Option A.
34. This option has a higher accident potential than either Option A or Amended Option A. In addition it is less likely to encourage movements between Askham Lane and the A1237(N) and has a higher estimated cost than both versions of Option A.
35. As such this option cannot be recommended.

36. **Option D** does not fully meet the initial aims of replacing the three existing junctions with a roundabout, in that the Askham Bryan Lane junction would be retained albeit with restricted movements. However it does provide a scheme in line with the preferred option of residents of Westfield and Woodthorpe and takes account of the views of Askham Bryan residents.
37. Whilst there will be a slight reduction in the accident potential at the roundabout compared with the other options, this could be more than off-set by accidents at the retained junction. The Police have expressed particular concerns about retaining the existing junction, even with restricted movements.
38. As such this option cannot be recommended.
39. In view of the above **Amended Option A** is recommended as the preferred scheme.
40. If a subway is provided it would benefit cyclists and open up a new equestrian route across the A1237. However its isolated location is unlikely to make it attractive to pedestrians and at-grade crossing facilities would also need to be provided. In view of the relatively low potential utilisation and the estimated additional cost (£0.7m), the provision of a subway crossing is not recommended.

### **Corporate Priorities**

41. The provision of a roundabout on the A1237 to replace the existing Moor Lane and Askham Lane junctions has been accorded a high priority in the Council's Local Transport Plan for 2006 – 2011.
42. The programme of outer ring road improvements, of which this scheme is part, supports the Council's Corporate Aim 1, "take pride in the city, by improving quality and sustainability, creating a clean and safe environment."

### **Implications**

- **Financial**

43. An allocation is currently included in the LTP programme of £0.5m for 2006/07 and £2.5m for 2007/08.

- **Human Resources**

44. There are no Human Resource implications.

- **Equalities**

45. There are no Equalities issues.



- **Legal**

46. The City of York Council, as highway authority for the area, has powers under the following Acts and associated Regulations to implement improvements to the highway and any associated measures:

- The Highways Act 1980
- The Road Traffic Regulation Act 1984
- The Road Traffic Act 1988

47. As all the roundabout options extend well beyond the existing highway boundaries, it will be necessary to obtain the relevant planning approvals. Subject to the agreement of this EMAP, a planning application for the preferred option will be submitted in accordance with the Town and Country Planning Act 1990.

48. As it is not possible to provide a roundabout and associated link roads within the existing Council owned land, it will be necessary to acquire additional land in accordance with the powers and provisions of the afore mentioned Highways Act.

49. New or amended Traffic Regulation Orders (TROs) are likely to be required, as a result of the proposed changes to the road layout, to cover the following:

- Changes to the extent of existing speed limits.
- Changes to existing parking, loading, and clearway restrictions.
- Changes to existing access restrictions.
- New access and / or goods vehicle restrictions to protect Askham Bryan village.
- Motor vehicle prohibitions on redundant sections of side roads (cycle and pedestrian access to be maintained).
- Banned turns should Option D be adopted.

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

- **Crime and Disorder**

50. The scheme would enable motorists to join and leave the A1237 in a safer manner, and should help to significantly reduce the numbers of people killed or seriously injured on this section of road.

51. Whilst a subway would provide a safer crossing by avoiding the conflict between motorists and those wishing to cross, its isolated location would pose

a crime risk and discourage many people, in particular pedestrians, from using it.

- **Information Technology**

52. There are no ITT implications.

- **Land & Property**

53. All the roundabout options extend beyond the existing highway boundary and on to land which is not in the ownership of the Council. Subject to the agreement of this EMAP, negotiations will commence with the respective land owner(s) regarding the purchase of additional land required for the preferred scheme. The purchase of land will only be completed once planning consent has been received and the scheme being within the approved budget.

- **Other**

54. There are no other implications.

## **Risk Management**

55. The following risks have been identified which could significantly affect the cost, programming, and / or implementation of this scheme.

- If significant objections are received to the planning application, the Secretary for State may call for a public inquiry. Not only would there be the additional cost of the inquiry, but the scheme would be likely to be delayed by at least six months.
- If the additional land cannot be acquired through negotiation, compulsory purchase orders will be required. This process can only commence when the Secretary for State has approved the scheme and hence could result in the scheme being delayed by six months if there is no public inquiry and 12 months if there is a public inquiry. There would be additional costs in addition to the adverse impact on the programme.
- There is also the risk of Land Compensation Act payments to those adversely affected by the scheme.
- There is the risk of objections when the Traffic Regulation Orders (TROs) are advertised. This could delay the scheme, however advertising the TROs would be programmed sufficiently early to minimise the risk of delays.
- There are potential financial and programming risks arising from the site investigation, detailed design, and contractors tender submissions. Project management procedures will be put in place to manage and control these.

- Any significant changes to the budget for this scheme or issues which would significantly affect the programme will be reported back to Members.

## Recommendations

56. That the Advisory Panel advises the Executive Member for City Strategy that:
- a) The contents of the report and the results of the consultation processes be noted.  
Reason: For background information and for assisting in the decision making progress.
  - b) Amended Option A (a five-arm roundabout located at or very close to the existing summit between Askham Lane and Moor Lane) be adopted as the preferred scheme to form the basis of a planning application;  
Reason: To improve the Moor Lane, Askham Lane, & Askham Bryan Lane junctions on the A1237 York outer ring road.
  - c) A subway should not be provided under the A1237 as part of the project;  
Reason: The small numbers who would be likely to make use of this facility in an isolated location would not justify the additional costs.
  - d) That a planning application be submitted for the preferred scheme;  
Reason: To obtain planning approval for those parts of the scheme not within the existing highway boundary.
  - e) That detailed design of the preferred scheme commence in advance of receiving planning approval;  
Reason: To minimise delays to the scheme.
  - f) That negotiations with any affected land owner(s) commence in advance of receiving planning approval;  
Reason: To minimise delays to the scheme.
  - g) That, subject to the scheme receiving planning approval, to successful negotiations with the affected land owner(s), and the scheme being within the approved budget, authorisation be given to acquire the additional land;  
Reason: To enable the scheme to proceed.
  - h) That any Road Traffic Regulation Orders associated with the scheme be advertised and, subject to no objections being received, the Order(s) be

made. Any unresolved objections to be referred back to Members for consideration;

Reason: To enable any restrictions on access, turning movements, parking, loading, and stopping, and any changes to speed limits to be implemented.

- i) That, subject to the scheme receiving planning approval, the land being acquired through negotiation, and the scheme being within the approved budget, authorisation be given to proceed with construction of the scheme.

Reason: To enable the scheme to proceed.

- j) That the Executive Member be kept fully apprised of the progress of the scheme and that a further report be submitted to Members should issues arise which significantly affect the scheme.

Reason: For monitoring and decision making purposes.

### Contact Details

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**Chief Officer Responsible for the report:**

Damon Copperthwaite  
Acting Assistant Director (Development & Transport)

Report Approved

Date 03-07-06

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**Wards Affected:**

Dringhouses and Woodthorpe; Westfield; and Rural West York

All

**For further information please contact the author of the report**

### Background Papers:

Proposed Improvements to the Moor Lane, Askham Lane, & Askham Bryan Lane junctions on the A1237 outer ring road report – Meeting of Executive Member for Planning and Transport and Advisory Panel on 28 February 2006.

**Annexes**

Annex A – Consultation on Roundabout Options

Annex B – Consultation on Askham Bryan Lane Options

Annex C – Option A

Annex D – Amended Option A

Annex E – Option C

Annex F – Option D

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## Consultation on Roundabout Options

Residents of Askham Bryan and about 6,000 properties in Westfield and Woodthorpe were consulted on three possible outline options for the roundabout:

- Option A** A five-arm roundabout between Askham Lane and Moor Lane with Moor Lane, Askham Lane and Askham Bryan Lane diverted to connect directly to it.
- Option B** A four-arm roundabout near the Moor Lane junction with Moor Lane and Askham Bryan Lane diverted to access it directly. A new link road would connect Askham Lane to Moor Lane.
- Option C** A five-arm roundabout near the Moor Lane junction with Moor Lane, Askham Lane and Askham Bryan Lane diverted to connect directly to it.

The consultation also tried to identify their current travel patterns and how the provision of a roundabout would change these. Views were also sought on the priorities of minimising delays and disruption during construction and providing substantial planting to screen the new roads against minimising the purchase of additional land.

The consultation documents were supplemented by a public meeting in Askham Bryan as well as attendance at the Dringhouses and Woodthorpe, Rural west York, and Westfield Ward Committee meetings.

## Views of Westfield and Woodthorpe residents

849 responses to the consultation document were received, giving a response rate of 14%. Of those who responded:

- 53% prefer Option A. 64% gave it support whilst 23% do not support it.
- 16% prefer Option B. 23% gave it support whilst 67% do not support it.
- 27% prefer Option C. 45% gave it support whilst 34% do not support it.

Westfield and Woodthorpe residents were asked how they currently travel to and from the A64 and to and from the north of the city (A59, A19, Clifton Moor). The vast majority use Moor Lane or Askham Lane for trips to or from the A64 direction. However 38% of respondents indicated that they use alternative routes such as Wetherby Road and Beckfield Lane to reach the north of the city, primarily because they say it avoids having to make a right turn on to the a1237 and because it is safer.

### **Views of Askham Bryan residents**

61 responses to the consultation document were received, giving a response rate of 36%. Of those who responded:

- 30% prefer Option A. 38% gave it support whilst 51% do not support it.
- 18% prefer Option B. 17% gave it support whilst 65% do not support it.
- 44% prefer Option C. 41% gave it support whilst 40% do not support it.

Askham Bryan residents were asked how often they currently travel via Askham Bryan Lane and Askham Fields Lane on a weekly basis, to access the A1237.

- On average Askham Bryan Lane is used 17.0 times a week for trips to the north and to Askham Lane and Moor Lane and 17.8 times a week for return trips. On average residents travel via Askham Bryan Lane to the north of the city just under seven times a week, and to and from all other areas between 5.2 and 5.9 times a week.
- On average Askham Fields lane is used 16.8 times a week for trips to the north and to Askham Lane and Moor Lane and 13.6 times a week for return trips. On average residents travel via Askham Fields Lane just over seven times a week to Askham Lane, and between 3.9 and 5.8 times a week to and from other areas.

### **Perceived impact of a roundabout on residents journeys**

All residents were asked how a roundabout would affect their journeys on the A1237.

- 54% said a roundabout would make their journeys safer;
- 18% said access onto and across the A1237 would be easier;
- 15% said it would be easier to turn right onto the road;
- 15% said that a roundabout would make their journeys quicker;
- Only four per cent of respondents feel that a roundabout will make no difference to their journeys on the A1237. Askham Bryan residents (15%) are significantly more likely to feel this way.



### **Reasons for supporting each option**

Respondents were asked to give their reasons for supporting each of the options. Looking at the supporters for each of the options in turn:

- Option A supporters feel that it would give easy access for all routes joining the roundabout (22%) and would be the most cost effective option (21%).
- Option B supporters feel this option would be the most cost effective option (20%) and would be the sensible (17%) and safest option (17%).
- Option C supporters feel this option is the most cost effective option (36%) with 15% feeling it will cause least disruption to traffic on the A1237 during construction.

### **Land acquisition**

It is not possible to provide a roundabout within the existing council owned land and some agricultural land will need to be purchased.

Bearing this in mind, respondents were asked whether they would prefer to minimise delays during construction, even if this requires buying additional land, or whether additional land purchase should be kept to a minimum, even if this might increase disruption during construction.

- Overall, 65% of respondents are in favour of buying additional land if this helps minimise disruption during the construction phase. Opinion is even across the Westfield and Woodthorpe and the Askham Bryan areas.
- This view does not change significantly with the roundabout option respondents prefer. The relevant views are Option A supporters 61%, Option B supporters 68% and Option C supporters 71%.

Respondents were also asked whether they consider that more substantial planting to screen the new road should be a priority, even if requires buying additional land, or whether additional land purchase should be kept to a minimum, even if this might result in only nominal planting alongside the new roads.

- Overall, 45% would prefer substantial planting to screen the new roads, even if this means purchasing additional land, whereas 55% think planting should be nominal and land purchase kept to a minimum.
- The above view is stronger amongst supporters of Option A (59%:41%) whereas for Option B and C supporters it is almost 50:50.
- Askham Bryan residents, however, would prefer substantial planting along the new roads even if this means buying additional land (62%).

### **Overall satisfaction with the proposed cycle and pedestrian crossings**

Respondents were asked to comment on the proposed cycle and pedestrian crossings as part of their preferred scheme.

- Overall, 67% of respondents are satisfied with the proposed cycling and pedestrian provision and this view is shared almost equally between supporters of each option.
- 3% indicated they were dissatisfied and 5% felt that an underpass should be built.
- 25% did not answer this question.

### **Other features respondents would like to see**

Respondents were asked if there are any other features that they would like to see provided as part of this scheme.

- Overall 71% of respondents had no further comments to make.
- Respondents that gave comments said the roundabout would need good lighting (six per cent), be accompanied by traffic calming measures (five per cent), and a pedestrian and cycling underpass should be provided (four per cent).

### **Views of other key stakeholders**

The Police comments are generally issues to be considered at the detailed design stage. They have requested that, if a roundabout is to be provided, all movements should be via the roundabout and the existing junctions be physically closed to prevent motorists from attempting banned turns at risk to themselves and other motorists.

The Fire & Rescue Services support the provision of a roundabout in view of the history of serious and fatal injury accidents and prefer Option A.

Transport 2000, the York Cycle Campaign, and the Cyclists Touring Club are opposed to the scheme as they perceive it to be solely for the benefit of motorists. The cycling groups have suggested a subway should be provided to help cyclists to cross without having to dismount. Sustrans have also indicated a preference for a subway crossing.

## Summary

A significant proportion of respondents have indicated that the provision of a roundabout would make joining and leaving the A1237 easier and safer. In particular those who are currently discouraged from joining the A1237 to go north from Moor Lane and Askham Lane indicated that they would be more likely to use the A1237 rather than the local road network if a roundabout is provided.

Whilst Option A is the preferred option of those living to the east of the A1237 in Westfield and Woodthorpe, residents of Askham Bryan prefer Option C. The potential impact of Option A on two properties on Askham Lane cul-de-sac appears to be an influencing factor.

The majority support buying additional land if this helps minimise disruption during the construction phase. Whilst the majority of residents on the east side think planting should be nominal and land purchase kept to a minimum, Askham Bryan residents would prefer substantial planting along the new roads even if this means buying additional land.

## Other Issues raised as part of this consultation process

The following issues were raised which, whilst relating to Moor Lane or Askham Lane, do not affect the choice of roundabout option.

- Request for traffic calming or other appropriate measures to control speeding on Moor Lane.

This is an ongoing issue which is being considered separately. However it should be noted that Moor Lane is a priority route on the Speed Management Plan and, as such, physical traffic calming measures would not normally be installed. An appropriate gateway treatment would be provided at the start of the 30 zone on Moor Lane as part of the roundabout scheme.

- Request for the provision of an off carriageway cycle and footpath on Askham Lane.

This issue would need to be considered separately as part of the cycle and pedestrian schemes programme.

- Request for consideration of a formal lay-by with litter bins. Provision of lighting and measures to dissuade drivers from parking on the verges and in field entrances and dumping litter along Askham Lane.

Consideration will be given to a lay-by on the new section of Askham Lane. It is currently proposed to only provide lighting on the approach to the roundabout. Kerbing and other measures on the existing section of Askham Lane would need to be considered in conjunction with the footway / cycleway request above.

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# A1237 (York outer ring road)

## Proposed Moor Lane/Askham Lane/Askham Bryan Lane roundabout

Leaving and joining the A1237 at Moor Lane, Askham Bryan Lane and Askham Lane is difficult because of the amount of traffic on the main road and will worsen as traffic increases. There are several options to make it easier and safer, but the council thinks that a roundabout will be the most appropriate solution. It will improve accessibility to and from the southwest area of the city and make it safer for turning traffic. It will also minimise delays to traffic on the ring road.

Three options have been identified for consultation and outlines of these can be found overleaf. The possible locations of the roundabouts are approximate and may change as a result of this consultation. It is not possible to provide a roundabout within the existing council owned land and some agricultural land will need to be purchased. The amount of land required will increase if the roundabout is built just off the existing road. The roundabout and approaches will be lit for safety reasons and the area landscaped. The options, which are currently estimated to cost between £2.5 and £3.5 million, will be funded out of the Local Transport Plan grant from the government.

### Consultation – your views count

The council is keen to hear your views on the options. It would also like to hear your views on purchasing agricultural land, the extent of landscaping and any suggestions about minimising disruption during construction. You may also have views about other aspects of the scheme which you would like the council to be aware of. If you would like to make your views known, please complete the enclosed questionnaire and return to the freepost address shown, by **Friday 5 May 2006**. Your views will help the council to make a decision on the way forward and select the preferred option.

### For more information

Council officers will be attending the following meetings to give a brief presentation on the proposals and answer questions. There will also be an exhibition from 7pm onwards:

**Dringhouses and Woodthorpe Ward Committee** meeting at 7.30pm on Tuesday 18 April, 2006  
**Location** – Woodthorpe School, Summerfield Road

**Askham Bryan** public meeting at 7.30pm on Wednesday 19 April, 2006  
**Location** – Askham Bryan Parish Hall

**Westfield Ward Committee** meeting at 7.30pm on Wednesday 26 April, 2006  
**Location** – Westfield School, Askham Lane

### What happens next

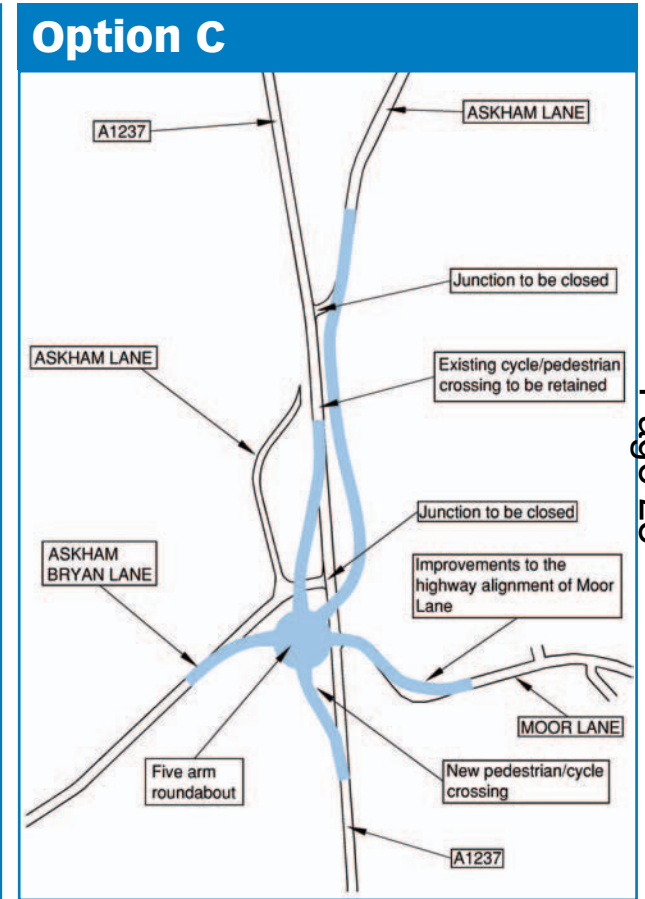
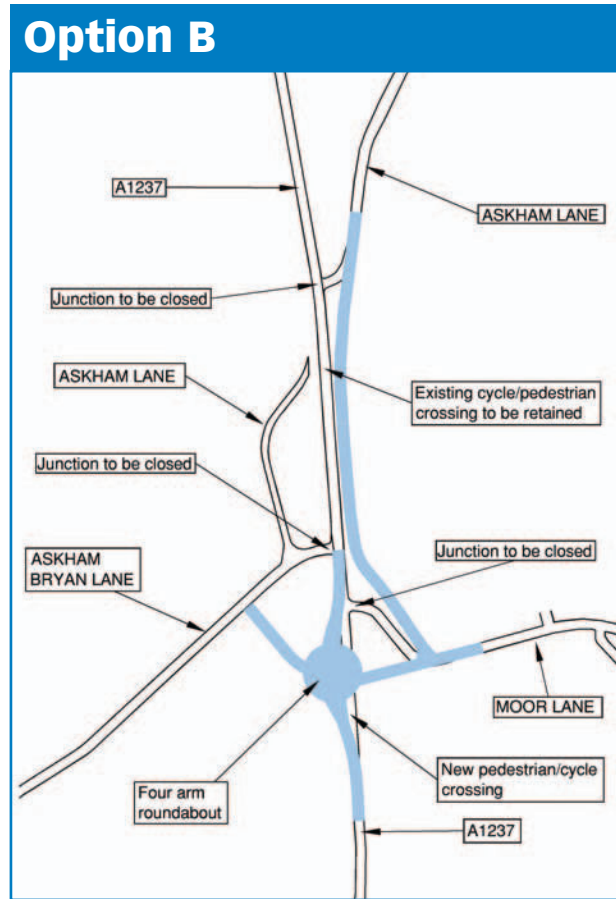
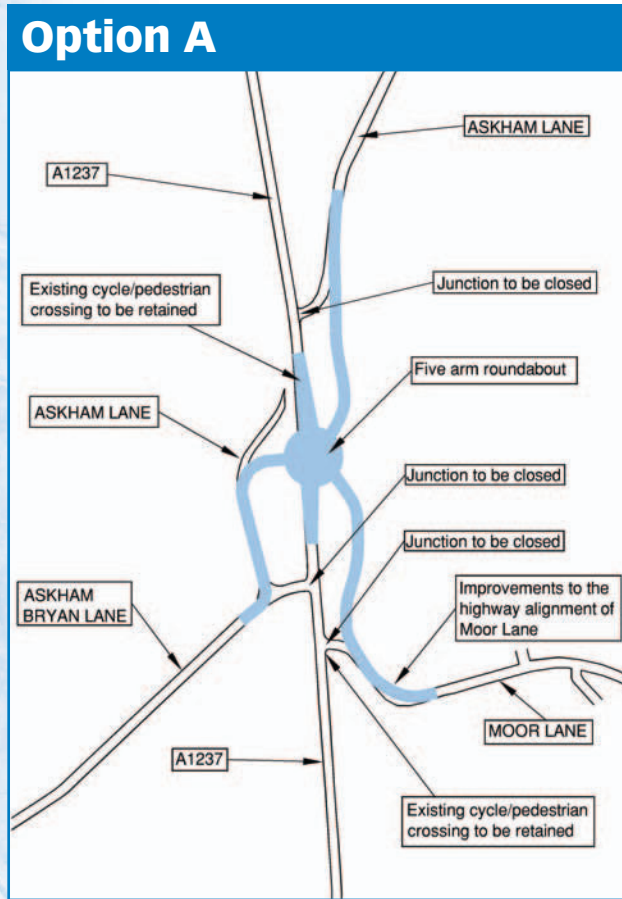
The results of this consultation will be reported to a council meeting, together with the views of other interested parties.

If an option is agreed by councillors, a planning application for the preferred scheme would then be submitted. At the same time, negotiations will take place to secure any land required for the project.

Subject to obtaining the necessary approvals and acquiring the additional land needed, construction is expected to start in 2007.

# A1237 (York outer ring road)

Proposed Moor Lane/Askham Lane/Askham Bryan Lane roundabout



Location of roundabout and alignment of highway improvements (indicative only)

Write to: City of York Council  
Engineering Consultancy  
Directorate of City Strategy  
FREEPOST (YO239)  
York YO1 7ZZ

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☎ (01904) 613161

## Consultation on Askham Bryan Lane Options

As a result of comments made during the roundabout options consultation, a further consultation of Askham Bryan residents was carried out seeking their views as to whether they wished to see Askham Bryan Lane closed to motor vehicles at its existing junction with the A1237 or kept open. For those who wished to see it kept open, their views were also sought as to whether it should be linked directly into the roundabout or the junction retained with restricted turning movements.

81 responses to the consultation document were received, giving a response rate of about 50%.

### Closure of Askham Bryan Lane

Residents were asked whether they would like to see Askham Bryan Lane closed to motor vehicles at its junction with the A1237 or whether it should be kept open. It was noted that if the road were to be closed, access would be retained for cyclists, pedestrians, and emergency vehicles, and that Askham Fields Lane would become the only access for motor vehicles to and from Askham Bryan.

- 11% indicated a preference for the road to be closed;
- 89% indicated a preference for the road to be kept open.

### Roundabout north of the existing Askham Bryan Lane junction

Respondents who favoured keeping Askham Bryan Lane open were asked for their views on the form of the Askham Bryan Lane connection to the A1237 if the roundabout were to be located north of the existing Askham Bryan Lane junction. (Location similar to roundabout consultation option A).

The first option would be to connect Askham Bryan Lane directly to the roundabout via the existing Askham Lane cul-de-sac. It was noted that this option would have an adverse impact on the two properties on the Askham Lane cul-de-sac.

- 22% gave it support whilst 53% do not support it.

The second option would be to not provide a direct connection to the roundabout but to retain the existing Askham Bryan Lane junction as both left and right in but left out only (in the direction of the roundabout). This option would go some way to reducing the impact of the northern roundabout scheme on the two Askham Lane properties. It was noted that access would be available in all directions either directly or indirectly via the roundabout.

- 49% gave it support whilst 26% do not support it.



### **Roundabout south of the existing Askham Bryan Lane junction**

Respondents who favoured keeping Askham Bryan Lane open were also asked for their views on the form of the Askham Bryan Lane connection to the A1237 if the roundabout were to be located south of the existing Askham Bryan Lane junction. (Location similar to roundabout consultation options B & C).

The first option would be to connect Askham Bryan Lane directly to the roundabout.

- 68% gave it support whilst 19% do not support it.

The second option would be to not provide a direct connection to the roundabout but to retain the existing Askham Bryan Lane junction as left in / left out only. It was noted that access to Moor Lane, to Askham Lane (to Acomb), and to the A1237 South would not be available, however all other movements would be available either directly or indirectly via the roundabout.

- 25% gave it support whilst 47% do not support it.

### **Public meeting in Askham Bryan**

The residents of Askham Bryan were given an opportunity to discuss the above issues at a meeting in Askham Bryan on 14 June 2006 arranged in conjunction with the Parish Council.

At this meeting, which was very well attended, there was strong support to keep Askham Bryan Lane open. Although there were some residents who are concerned that traffic flows through the village have increased recently and could increase further with a roundabout, the vast majority were more concerned about the adverse impact a closure would have on access, journey distances and times, and on farmers and other local businesses.

There were strong concerns about the adverse impact the northern (Option A) roundabout would have on nearby properties and strong support for the southern roundabout with Askham Bryan Lane connected directly to it (Option C).

As a related issue there were strong views that the signing on the A1237 and on Askham Fields Lane should be such as to indicate local access only, to discourage through traffic. There were also concerns about the impact of lighting on the environment and strong requests that the lighting be designed in such a way to illuminate the highway but be shielded from adjacent areas. These are issues that relate to all options and have been noted and will be taken into account at the detailed design stage.



### **Views of Askham Bryan Parish Council**

Askham Bryan Parish Council's views are in line with those expressed at the public meeting. They have indicated a strong preference for Option C. They have requested that, if Option A is to be considered, the roundabout be located as far away from the Askham Lane cul-de-sac properties as possible and the impact of the scheme on those residents minimised.

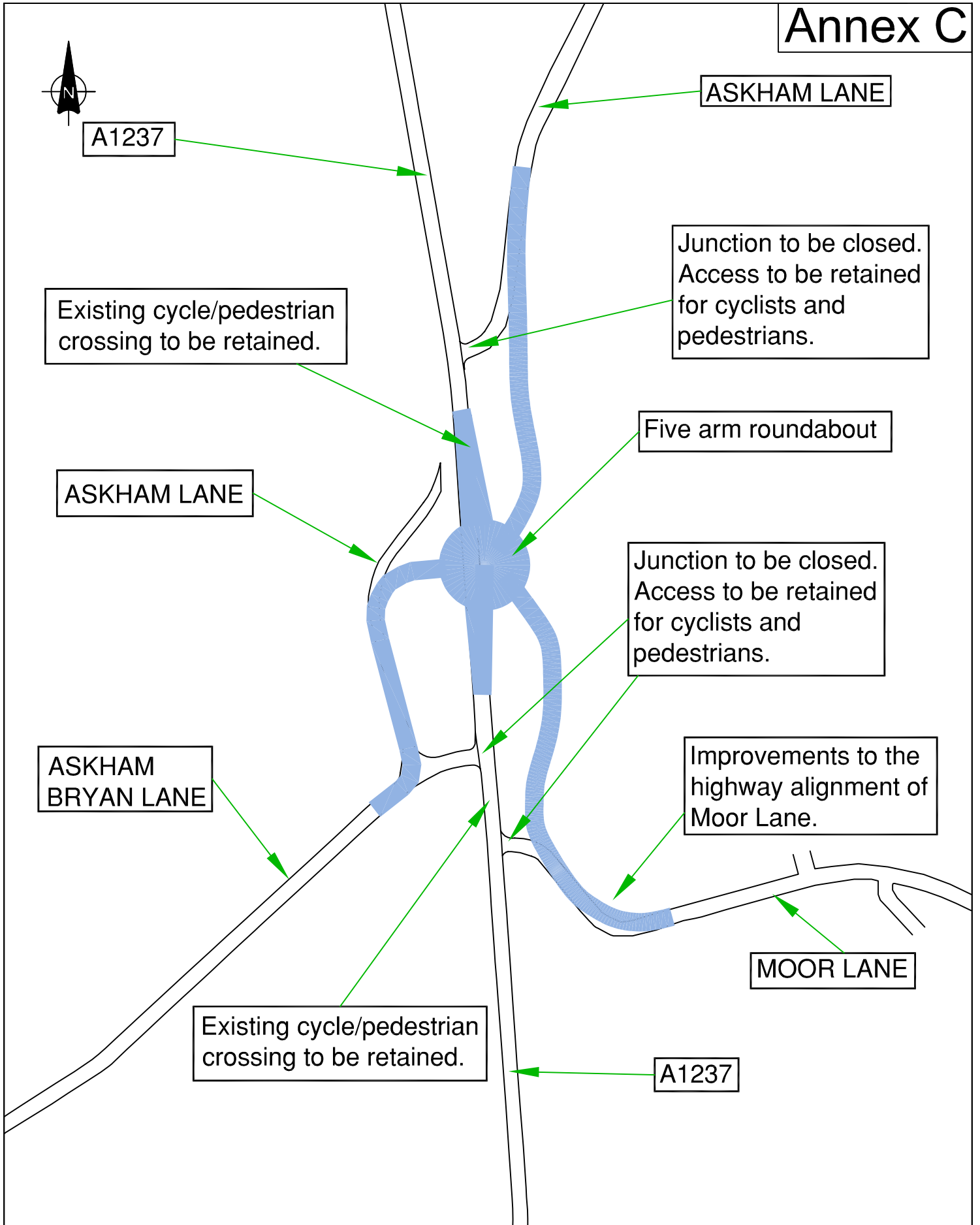
They have also requested that a previous weight restriction through the village should be re-introduced and "access only" or similar signs erected at appropriate locations.

### **Summary**

Based on the above there is strong support to keep Askham Bryan Lane open and connected to the A1237. The preference of Askham Bryan residents and businesses is for the roundabout to be located to the south, in the vicinity of Askham Bryan Lane or Moor Lane. Askham Bryan residents have concerns about the impact Option A has on nearby properties and the prospect of increased traffic through the village resulting from a direct connection to the roundabout. Should the roundabout be located to the north of the Askham Bryan Lane junction their preference is to retain the existing junction rather than provide a direct connection to the roundabout.

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Annex C



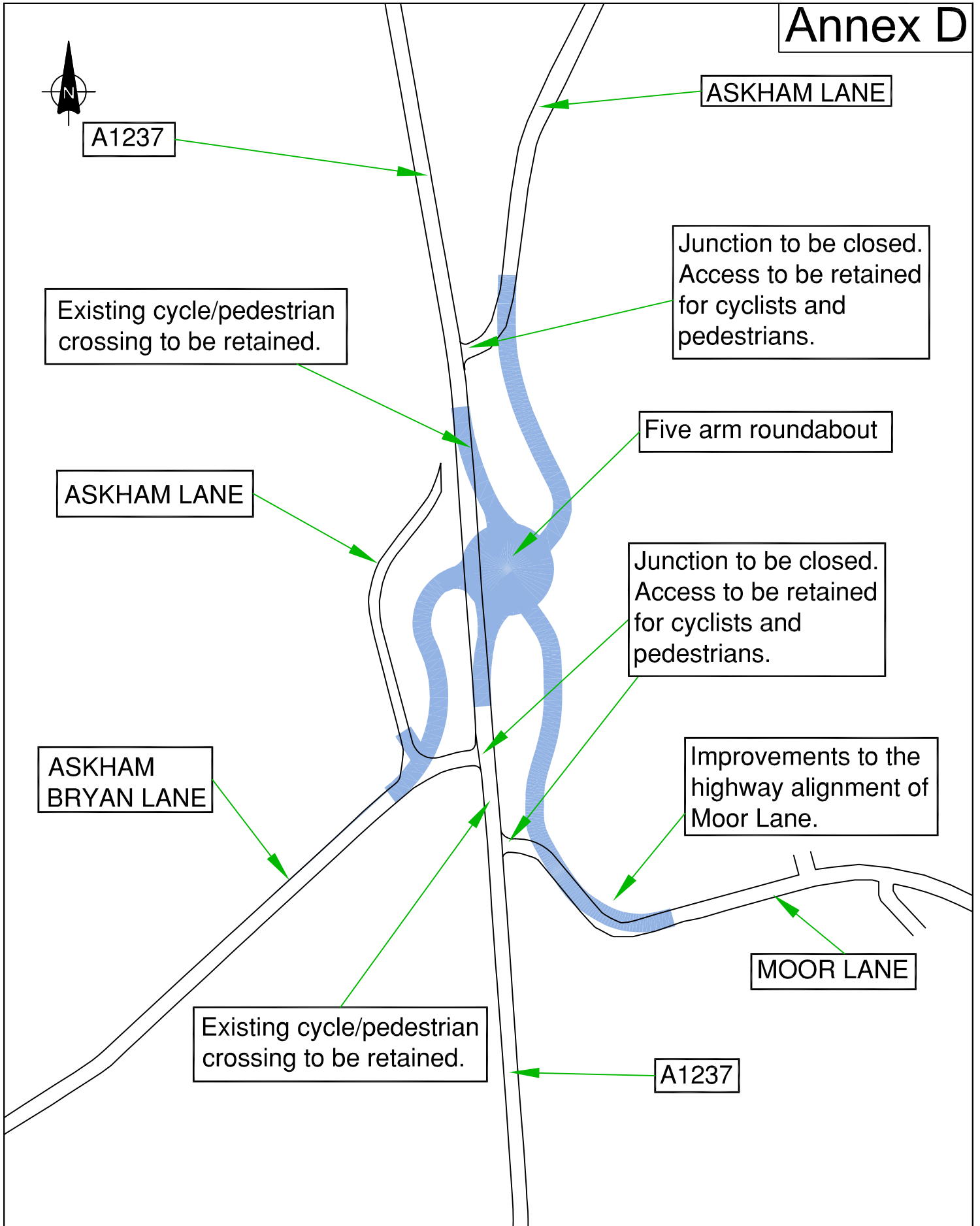
Proposed A1237 / Moor Lane / Askham Lane / Askham Bryan Lane Roundabout – Option A

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Annex D



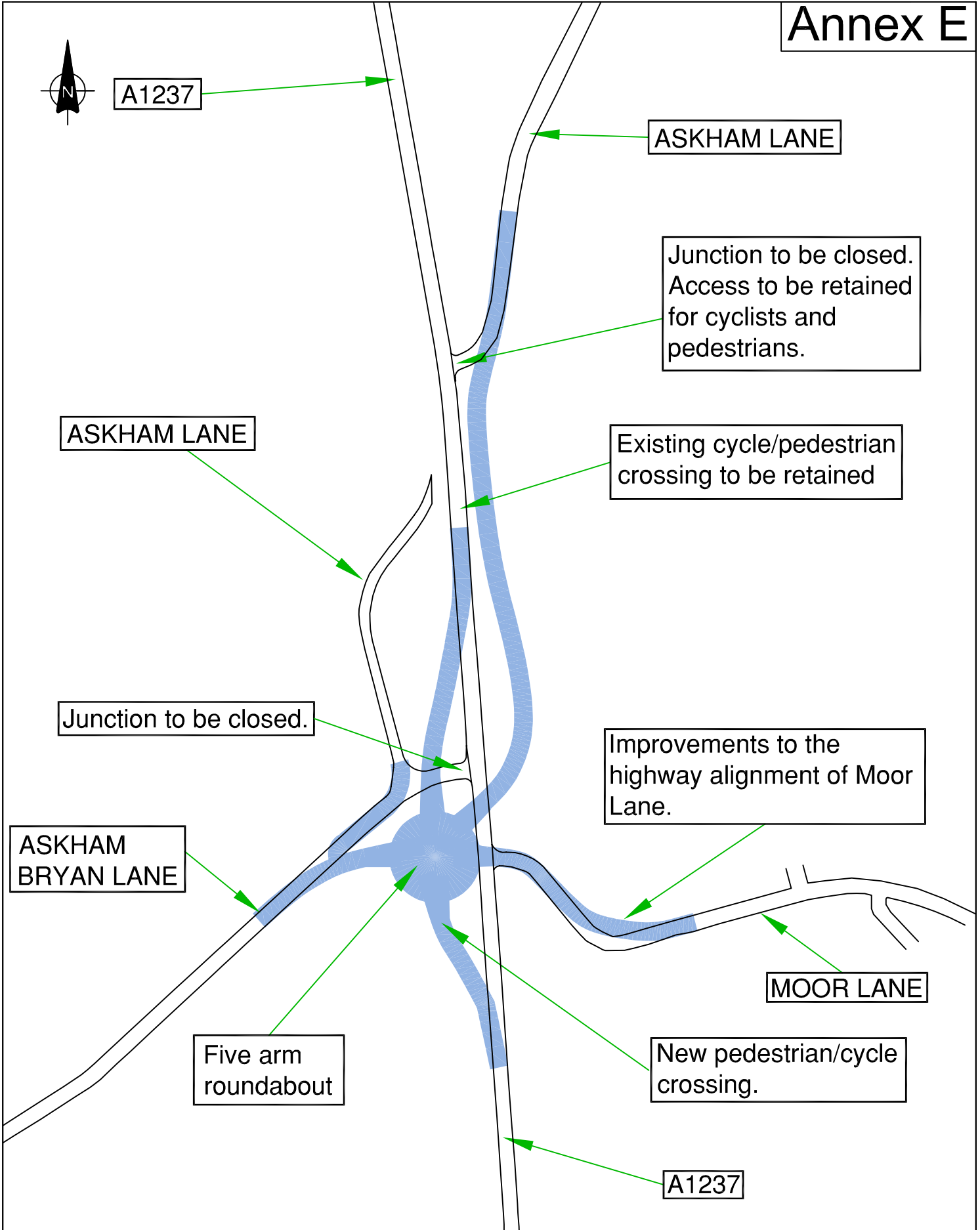
Proposed A1237 / Moor Lane / Askham Lane / Askham Bryan Lane Roundabout – Amended Option A

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Annex E



Proposed A1237 / Moor Lane / Askham Lane / Askham Bryan Lane Roundabout – Option C

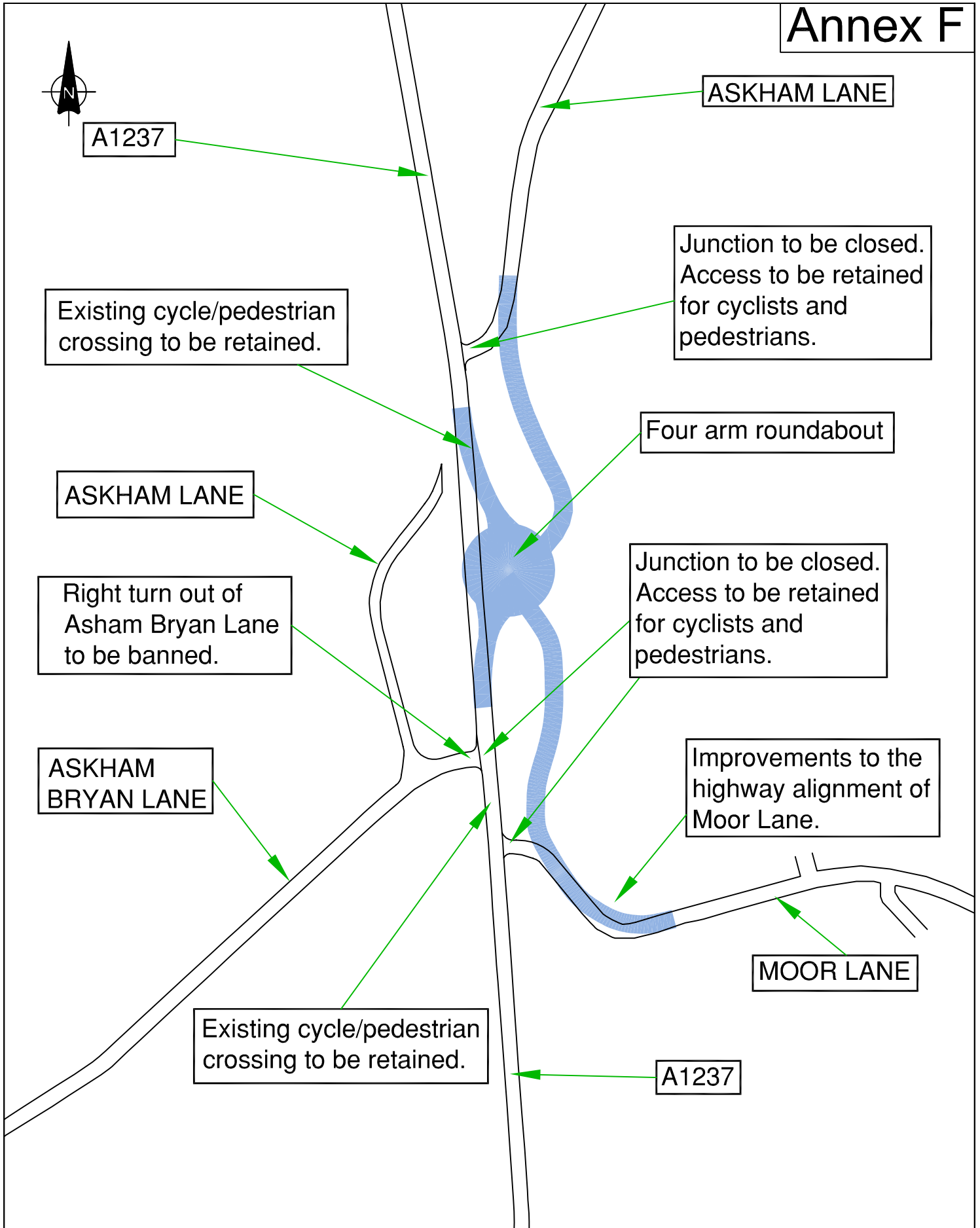
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# Annex F



 <small>CONSULTANTS OF FIRST CHOICE</small>	 <b>CITY OF YORK COUNCIL</b>	<b>Proposed A1237 / Moor Lane / Askham Lane / Askham Bryan Lane Roundabout – Amended Option D</b>															
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