

---

## 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:
- 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.
  - 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.
  - 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.
  - 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.
  - That detailed design of the preferred scheme commence in advance of receiving planning approval;  
Reason: To minimise delays to the scheme.
  - That negotiations with any affected land owner(s) commence in advance of receiving planning approval;  
Reason: To minimise delays to the scheme.
  - 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.
  - 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

### Author:

David Webster  
Project Leader (Projects)  
Engineering Consultancy  
Tel: 553466

### Chief Officer Responsible for the report:

Damon Copperthwaite  
Acting Assistant Director (Development & Transport)

Report Approved

Date 03-07-06

## Specialist Implications Officers

### Financial

Patrick Looker  
Finance Manager, City Strategy  
01904 551633

### Land & Property

John Irwin  
Property Manager  
01904 553362

### Legal

Brian Grey  
Principal Property Lawyer  
04904 551042

### 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