

Report of Cabinet Member for Transport, Planning & Economic Development

Pinch Point Scheme, A19 south Transport Corridor – Phase 1

Summary

1. This report presents a design proposal for the first phase of the Pinch Point Scheme concerning the A19 south transport corridor, and asks for approval from Cabinet to implement the proposed engineering works to the A64/A19 interchange, following recent consultation.

Recommendation

2. That Cabinet:
 - i) Notes the results of the consultation relating to Phase 1 of the A19 south Pinch Point Scheme, as shown at **ANNEX A**;
 - ii) Approves the proposed design for Phase 1, as shown at **ANNEX D**, and directs Officers to proceed to implementation.
 - iii) Delegate's authority to the Director of City and Environmental Services to make any required alterations to the scheme as a result of the Road Safety Audit recommendations, in consultation with the Cabinet Member for Transport, Planning and Economic Development.

Background

3. City of York Council (CYC) submitted a bid to the Department for Transport (DfT) in February 2013 for local transport pinch-point funding for works on the A19 south, between the Designer Outlet and Fulford village. The principal aim of the DfT's pinch-point fund was to tackle congestion through capacity improvements; and support growth.
4. In October 2013, it was announced that CYC had been successful and were to receive £1.93million towards the scheme. This was a contribution towards an overall package of works totalling £4.716million, the majority of this cost being concentrated on highway works

associated with the planned Germany Beck development and borne by the private sector (i.e. Persimmon plc).

5. CYC's stated objectives for the funding included providing an access to the proposed Germany Beck development; improving the resilience of the highway network during floods; improving access to the Designer Outlet Park & Ride site; and reducing public transport journey times on the A19. In addition, it is appreciated that the now proposed scheme for Phase 1 will also help to ease congestion / a recognised bottleneck and '*future-proof*' somewhat for any future growth.
6. However, since CYC were awarded the funding, further feasibility work has since ruled out certain elements of the originally-bid-for scheme. In addition, existing on-site observations, traffic-surveys, and results from modelling work has led Officers to revise the scope of the scheme and fully explore all feasible options to try to make the best use of the available funding and provide the greatest benefit to highway users.
7. Being a major capital scheme, covering approximately 1.2km of the A19 road between just south of the Designer Outlet to the suburban village of Fulford, Officers considered it logical to divide this large scheme into separate manageable phases – the intention being that each phase could be approached and progressed independently, albeit holistically to the overall scheme and linking into the proposed works being undertaken as part of the Germany Beck development. A plan of proposed phases for the full Pinch Point Scheme is shown at **ANNEX B**.

Phase 1 Proposal

8. This first phase comprises proposed improvements to the A19 northbound approach to its interchange with the grade-separated A64 bypass. Works also include proposed improvements made through the interchange itself (inbound). The existing layout is shown at **ANNEX C**, and the proposed layout design for Phase 1 is shown at **ANNEX D**.
9. These are largely capacity improvements for all northbound traffic originating from the Selby direction, but will also improve journey times through the interchange for inbound public transport:-
 - Carriageway widening of the A19 inbound approach to the southern roundabout (A64/A19/Designer Outlet), increasing the number of traffic lanes from two to three. Subsequent increased stacking space for traffic and increased capacity;
 - Widening of a section of the circulatory carriageway on this southern roundabout, reducing the size of the landscaped central island,

affording continuation of the above three lane approach through this roundabout. Again this will increase the capacity of this junction;

- Carriageway widening of the northbound link road between the two A64/A19 roundabouts, providing a new inbound (nearside) bus-lane between roundabouts, thus linking to the existing inbound bus-lane provision on A19 Selby Road (north of this interchange);
 - Subsequent repositioning of the pedestrian/cycle crossing of the A19 south of the Designer Outlet, and repositioning of the nearby inbound bus stop near Lingcroft Lane;
 - Proposal to close the northern point of the circulatory carriageway on the southern A64/A19/Designer Outlet roundabout to general traffic, except buses. This is for safety purposes, as the number of vehicles using this link often exceeds its limited storage capacity – thus the rear end of the queue protrudes into the main section of inbound carriageway.
10. For information, Phase 2 of the Pinch Point Scheme is anticipated to comprise works to, and in proximity to, the junction of the A19 Selby Road and B1222 Naburn Lane, to rebalance the prioritisation of, and improve the traffic management of inbound A19 traffic flows during the AM peak. It is proposed that public consultation will be undertaken in the spring of 2015 in the form of a *co-design* method of public engagement / involvement in order to contribute towards the development of a preferred scheme.
 11. Phase 3 is anticipated to comprise works to link in to the planned traffic signal junction and inbound bus priority measures at the proposed new access to the Germany Beck development. The new access to the development site is being constructed by Persimmon plc under a *section 278 agreement* and will also raise the road level of the A19, to protect the road from flooding.
 12. It should be noted that although technically part of an overall larger package of works to the A19 south transport corridor, Phases 1 & 2 are not necessarily dependent on any works in connection with the planned Germany Beck development. They can be advanced as individual schemes, as they are considered by Officers to be advantageous to implement, even as stand-alone schemes.
 13. A (stage I) Road Safety Audit is being undertaken for the Phase 1 design. One of the many considerations will be the safety implications of closing the northern point of the circulatory carriageway on the

southern roundabout (except buses), or retaining this link open to all traffic (as suggested by many respondents to the consultation). The Director of City and Environmental Services, in exercising their delegated authority, will make an informed decision on this matter (and any other necessary adjustments to the proposed design for Phase 1) after considering the outcomes of this Road Safety Audit, in consultation with the Cabinet Member for Transport, Planning and Economic Development.

Outcomes

14. The proposals for the widening on the northbound approach to the interchange will serve to reduce queue lengths and delays for inbound A19 traffic from the south, particularly during peak periods when traffic queues extend back to the single lane section (typically occurring 08:00–09:00 weekdays) and when a slow moving queue extends back towards, and sometimes beyond, the signals at Crockey Hill (typically occurring 08:15–08:45 weekdays). Shortening the queue length on the A19 south of the A64 will have a significant effect on journey times for travellers turning left accessing the Designer Outlet P&R and the A64 both westbound and particularly eastbound.
15. Additionally, the introduction of a bus lane through the junction allows the public transport services to bypass any queuing traffic on approach to and through the interchange and gain easier access to the existing inbound bus lane on A19 Selby Road, thereby reducing travel times and improving reliability during busy periods.
16. A combination of modelling, traffic surveys and on-site observations have led Officers to consider that implementing Phase 1 of the PinchPoint Scheme would have the following quantifiable benefits for inbound traffic:-

Movement through interchange <i>(from A19 N →)</i>	Time saving on existing <i>(during AM peak)</i>	Average saving <i>(for a typical weekday AM peak)</i>	Comments
→ A64 W (+ Designer Outlet)	Up to 5 mins	1¾ mins	Overall shorter queue lengths plus improved lane discipline means westbound traffic can access the (fairly free) A64 W / Designer Outlet lane quicker on average.

→ A19 N <i>General Traffic</i>	Less than ½ min	Very small	Although queue shorter with traffic for the A64 E now separated out into its own new lane, once the back of the queue is joined, it generally moves forward at same speed as present. Therefore delays will be similar *
→ A19 N <i>Buses</i>	Up to 7 mins (the new bus lane in isolation saves up to 2 mins)	3¼ mins	Overall shorter queue lengths plus improved lane discipline means that buses can use the (fairly free) A64 W lane to access the new section of nearside bus-lane. Subsequently bypassing all A19 traffic between Lingcroft Lane and just south of Naburn Lane, improving bus reliability.
→ A64 E	Up to 8 mins	4 mins	Overall shorter queue lengths plus a new separate lane for this movement (as opposed to sharing a queue with A19 York-bound traffic) means that this movement is significantly improved in terms of delays.

* Most benefit to the flow of traffic for this movement will be realised if signalisation of the A19 / Naburn Lane junction is implemented, as Phase 2 of the Pinch Point Scheme.

17. In addition, the bus lane(s) provide an alternative routing option for the Designer Outlet P&R service (No.7) through the roundabout, potentially offering a more reliable inbound journey time at certain times when Naburn Lane is busy.
18. Modelling, including micro-simulation, has been undertaken holistically for all phases of the Pinch Point Scheme. The proposal for Phase 2, provisionally includes for the signalisation of the A19/Naburn Lane junction, and this has been assessed, indicating that signalization would help rebalance the traffic flow priority in favour of the major traffic route (A19 inbound). This should reduce the level of 'shock wave' queuing currently experienced when the A19 traffic allows Naburn Lane traffic out of the currently uncontrolled junction. It would also have a positive effect further upstream (at the new proposed A19/A64 layout from Phase 1), effectively improving the efficiency of the interchange further.
19. It should be acknowledged that much of the inbound delays experienced on this route is due to queuing beyond Naburn Lane (towards York), and it should be recognised that this scheme will not address this.

Consultation

20. Consultation has been undertaken with statutory consultees; interested parties; key stakeholders; Ward Member; and Political Party spokespersons during the final two months of 2014. The proposals were also presented to a public meeting of Fulford Parish Council on 2 December 2014. All published consultation material can be seen at www.york.gov.uk/A19pinchpoint .
21. Responses to the consultation are shown at **ANNEX A** and this document also includes Officer responses to specific points/questions raised by respondents.
22. The major stakeholder in the A64/A19 interchange, the Highways Agency (HA), has confirmed its *support-in-principle* for the Council's proposals for Phase 1.

Options

23. There are three options available:

That Cabinet notes the results of the consultation for Phase 1, and:

- i) a. Approves the proposed design for Phase 1 of the Pinch Point Scheme, shown at **ANNEX D** as consulted upon, and directs Officers to proceed to implementation.
- b. Delegates authority to the Director of City and Environmental Services to make any required alterations to the scheme as a result of the Road Safety Audit recommendations, in consultation with the Cabinet Member for Transport, Planning and Economic Development.
- ii) Chooses not to approve any design for Phase 1 of the PinchPoint Scheme;
- iii) Defers a decision on the Pinch Point Scheme until a later date, and at such time as all Phases can be considered jointly.

Analysis

24. It is the view of Officers that *Option (i)* gives the necessary approval required to proceed to implementation of a beneficial transport scheme, improving the capacity of a major highway interchange. In addition, it means that commencement of the scheme will be within the strict timescales set out by the Department for Transport as a condition of their pinch-point funding award.

25. *Option (ii)* would see no alterations or improvements made to this key interchange for the foreseeable medium to long term. CYC would also have to return monies awarded as a result of the Pinch Point bid back to the DfT.
26. In terms of *Option (iii)*, in consultation it has been suggested that all elements of the PinchPoint Scheme should preferably be consulted upon and decided upon jointly together, as a whole package of works. However, it is considered that Phase 1 will provide benefits in isolation, independent of the delivery timescale of the other phases, and due to the restricted funding timescales and resources available at present, Officers conclude that this is not a value for money option.
27. It is therefore the view of Officers that *Option (i)* be recommended to Cabinet.

Council Plan

28. The outcome of this report will contribute to the following aspects of the Council Plan:
 - *Get York Moving* – the inbound capacity improvements to the interchange will improve traffic flow for all vehicles. Extra bus prioritisation measures will also make public transport journey times more reliable.

Implications

29. The outcome of this report will have the following implications:
 - *Financial* – Provisional cost estimates are that the proposed scheme for Phase 1 would cost ~ £1.2 million. This is to be funded from the overall allocation in the agreed 2014/15 Transport Capital Programme which totals £2.249 million for all phases. This figure however is subject to ongoing review into the likelihood of service diversions required to implement the scheme, and Officers are seeking firm estimates from utility companies for any required diversion work.
 - *Human Resources (HR)* – there are no HR implications.
 - *Equalities* – It is judged that the improvements to journey time reliability will impact positively on bus users, who are often those unable to drive through disability.
 - *Legal* – The City of York Council, as Highways Authority of the area, has powers under the Highways Act 1980 and associated Road Traffic Regulations Act 1984 to implement the measures.

- *Crime and Disorder* – there are no crime and disorder implications.
- *Information Technology (IT)* – there are no IT implications
- *Property/Land* – All land lies within the adopted highway.

Risk Management

30. It has been identified that should there be a greater amount of service diversionary work required for the desired carriageway widening, then the overall budget for Phase 1 would have to increase to meet these costs. Subsequently, there is a financial risk that there may then be insufficient funds available to fulfill the requirements of Phases 2 & 3. As stated above, a firmer estimate of cost is still being sought from utility companies, although it is considered unlikely that any diversionary works will exceed that already provisionally estimated for.
31. A stage I Road Safety Audit is being undertaken and is still being drafted at the time of this reports publication. The results of this audit may subsequently require some adjustments to the proposed design of Phase 1 (a decision on any changes to be delegated to the Director CES), and these costs are currently unknown.
32. The DfT are expecting works to commence on the Pinch Point Scheme by the end of March 2015. If the scheme was delayed beyond this date, there is a risk that the DfT would review their grant commitment to the scheme.
33. There is currently a level of uncertainty relating to the timescales for the commencement of the Germany Beck development. This may affect future delivery of Phase 3 of the Pinch Point Scheme, and this element of the works could potentially not be realised in the short term.

Contact Details

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	Report Approved: ✓	Date: 09 January 2015
Wards Affected: Fulford		
For further information, please contact the author of the report		

Background Papers

A19 Local Pinch Point Funding Bid – February 2013

http://www.york.gov.uk/download/downloads/id/6465/local_pinch_point_fund

Annexes

Annex A - Consultation results, including Officers responses

Annex B - A19 Pinch Point Scheme, Phases

Annex C - Phase 1, Existing Layout

Annex D 1 - Phase 1, Proposed New Layout (A19/A64 Interchange)

Annex D 2 - Phase 1, Proposed New Layout (Lingcroft Lane to A64)