

Executive Member Decision Session TSAR Traffic Signal Refurbishment – Clifton Moorgate/Hurricane Way

Annex A

This list shows the extents of the external consultation undertaken for the Clifton Moorgate/Hurricane Way TSAR scheme. An internal consultation across multiple CYC services was also conducted with local ward councillors for Rawcliffe and Clifton Without and Rural West York wards included.

Age UK
York Archaeological Trust
Connexions Buses
Transdev
York Blind and Partially Sighted Society
Arriva Buses
Harrogate Coach
Stephensons of Easingwold
Ghost Bus Tours
Glenn Coaches
Visit York
Be independent
North Yorkshire Police
Pullman Buses
Sustrans
First Group
NHS
North Yorkshire Fire Service
East Yorkshire Motor Services
Resource Centre for Deafened People York
Reliance Buses
Walk Cycle Life
York Environmental Forum Transport Group
York Assembly
York Bike Belles
York Cycling Campaign
York Civic Trust
York Environment Forum
York People First

A copy of the consultation text is included below. The drawings referred to in this consultation can be found at Annex B and C of this report.

TSAR – Clifton Moor Gate / Hurricane Way junction

As part of the Traffic Signal Asset Renewal (TSAR) Programme we have been investigating the refurbishment of the Clifton Moor Gate / Hurricane Way junction. This stakeholder consultation exercise is being undertaken to inform the Decision Session Report for Executive Member for Transport.

The TSAR project looks to refurbish life-term expired traffic signals bringing them in line with current standards. Generally this will include full renewal of the traffic signal equipment / ducting networks and changing the pedestrian crossing equipment to facilitate Puffin style near side red / green man displays. We also take the opportunity to make small changes to the junctions and resurface footways and carriageways as needed.

The attached drawings show two different options that we'll be looking to take to Executive Decision Session later in the year. The options are as follows:

Option A – Drawing YK2239-P-01

A straight refurbishment of the junction and all its traffic signal equipment with the following minor change:

- Realignment of the pedestrian / cyclist crossing over Hurricane Way so it meets current guidance.

This option will provide little change to the existing operation or layout of the junction. The cost of this option is estimated to be in the region of £250,000.00

Option B – Drawing YK2239-P-02

Option B allows for the right turn out of Hurricane Way onto Clifton Moor Gate. All signal equipment would be refurbished and, due to the significant changes, the junction would have its carriageway resurfaced. Changes to the junction include:

- Right turn out of Hurricane Way to Clifton Moorgate provided

- Operation of junction changed to accommodate new movement.
- Traffic islands changed and reshaped to allow for the right turn out of Hurricane Way
- Realignment of the pedestrian / cyclist crossing over Hurricane Way to accommodate changes at junction
- Pedestrian / cyclist crossing on Clifton Moor Gate south moved further north so it can be included within the junction.
- Traffic signal controller to be relocated

This option would provide for the right turn out of Hurricane Way onto Clifton Moor Gate and would reduce journey time for this movement. However, it would increase the overall delays to motor vehicles at the junction and lead to a greater risk of traffic queuing back from the junction to the A1237 York Outer Ring Road. The cost of this option is estimated to be in the region of £450,000.00.

I would appreciate if you could review the drawings attached and provide me (copying in the TSAR mailbox tsar@york.gov.uk) with a written response (even if that is “no comment”) by **Friday 9th October 2020**. If you have any questions on the proposals please feel free to contact me prior to responding formally.

The options presented in this consultation do not represent all layout possibilities which have been suggested during our preliminary design work. Alternatives that have been found to be non-viable have been excluded, for example, the addition of a u-turn facility between the junction and the outer ring road and details of these will be recorded in the final Executive Decision session report which is produced.

Summary of Consultation Replies

1. CYC Major Transport Projects

The MTP team would not support the introduction of option B

The number of vehicles making this manoeuvre does not appear to warrant the significant expense, but more importantly with the improvements proposed for the A1237 roundabout, I would not advocate for any solution which risks a potential backing-up of traffic to the new roundabout (even if this was only on isolated occurrences), preventing it's efficient operation.

The smooth operation of the Outer Ring Road needs to be the number one priority here, followed by traffic on Clifton Moor Gate. Traffic from Hurricane Way is of a minor concern. To retain as much capacity as possible in this area (which is often congested at peak times), traffic from Hurricane Way should continue to be directed left out of the junction to the A1237 roundabout.

CYC Engineer Response

None Required

2. North Yorkshire Fire Service

I have spoken to the crews at York Station and they are in agreement that the Plan B proposal to allow turning right would be the preferred option

CYC Engineer Response

None required

3. Cllr Andrew D'Agorne

Could a U turn provision for movement between Clifton Moor Gate Northbound to Southbound be considered as an alternative to the introduction of a signalled right turn from Hurricane Way as it would offer a significant cost saving?

How does the proposed infrastructure put in place by the TSAR scheme tie in with plans for Cycling and Pedestrian provision along the ORR as part of the major transport project to dual the ORR? If cyclists/pedestrians are expected to use the signalised crossing, could it be made single phase?

CYC Engineer Response

The inclusion of a U turn at this location has been discussed by the TSAR and ORR project teams as well as the Road Safety Audit team. It is understood that some form of U turn at this location had previously been suggested as part of consultation on the ORR programme but at that stage this was based on the location of the

ORR roundabout being moved North, providing a greater distance between it and the signal controlled junction of Clifton Moor Gate/Hurricane Lane.

The current situation of the roundabout means that the introduction of a U turn would be a challenge on multiple road safety and logistical counts:

- The physical constraints of the southbound carriageway mean that a large U turning vehicle could not physically completed the manoeuvre. Any vehicle larger than 7.5 tonnes would therefore still be required to use the current route around the ORR roundabout. (Drawing to support this provided as Annex A2.)
- The enforcement of this turning limitation restriction would require additional signage/markings to alert motorists
- Vehicles joining Clifton Moor Gate southbound from the ORR can be travelling at significant speeds (current speed limit 40mph) and therefore vehicles performing a turn across the carriageway would represent a potential hazard. This is seen as more unsafe than vehicles using the existing roundabout by the road safety team due to the constrained site lines and tight U turn movement required. This new movement would not represent a significant time saving for users in comparison to having to go around the ORR roundabout due to those using the U turn having to wait for a gap in the oncoming traffic before they can enter the southbound carriageway. The distance saved for U turning vehicles under the current layout is approximately 180m. We estimate the time saving will be less than 20 seconds per vehicle on average
- The introduction of the on link U turn would require that the 3rd lane of CMG northbound be removed to provide access to the U turn. Under the ORR scheme this would lead to a reduction in the network capacity compared to the currently proposed scheme.

For these reasons the TSAR project team do not intend to put this forward as a preliminary design option but it will be recorded in the

Executive Decision Paper as an alternative option which was considered during the preliminary design stage.

The ORR project team have provided the attached drawing at Annex A3 which demonstrates the current intended provision for pedestrians and cyclists moving along the ORR.

Dualling of the ORR is proposed to be on land to the North of the existing road for the majority of the route. There is little space for a full width footway/cycleway at the south of the ORR connecting Clifton Moor Gate and Shipton Road due to landscape screening and noise bunds which are already in place to protect the existing housing developments in this area. The intention of the ORR project team is to propose a connection from Clifton Moor Gate to Conway Close which will link in with existing Public Rights of Way which exist in the area.

Because of this, a crossing of Clifton Moor Gate in close proximity to the ORR roundabout is not currently provided and instead cyclists and pedestrians should use the dedicated path provided on the Northern side of the ORR via the underpasses provided at either end of this section of the route.

Alternatively cyclists/pedestrians who wish to stay to the south of the ORR would be asked to leave the ORR path and come down to the signalised junction of Clifton Moor Gate and Hurricane Way before proceeding along the established Cycle/Footway network connecting Hurricane Way/Manor Lane/Shipton Road.

With regards the possibility of making this pedestrian/cyclist crossing a single stage, current guidance is that any crossing over 15 metres should be a staggered crossing. With the full Clifton Moor Gate span being around 27 metres, a single crossing across the multiple lanes of traffic would go against guidance and, at this location, is not something which the TSAR design team would propose as a viable option.

4. Cllr D Smalley on behalf of Ward Cllrs for Rawcliffe and Clifton Without

What does the modelling show on the delays that will be caused on Hurricane Way with option B (it already backs up considerably at peak times?)

What proportion of road users in the current layout are heading for the ring road and do not loop back onto Clifton Moor Gate?

Could there be/is there a public consultation planned on these options? There is considerable local interest in this junction layout

CYC Engineer Response

In the peak periods (pre covid) some of the delay coming out of Hurricane Way was due to blocking back from the ORR. This was mainly a PM peak / weekend issue for Hurricane Way as in the AM peak, flow out of Hurricane Way is small. Traffic on the ORR blocks back from the A1237 / A19 roundabout through the Clifton Moor Gate roundabout leading to traffic queuing Northbound on Clifton Moor Gate and blocking traffic out of Hurricane Way. Traffic turning left out of Hurricane Way (using left hand lane) to travel Westbound on the ORR sees the most delay as this is where the majority of blocking back occurs. Traffic using the outside lane of Hurricane Way (turning Eastbound on ORR or U-turning) has less delay as it is impacted less by the blocking back – although it still can get stuck due to not being able to access the outside lane on Hurricane Way (because of the left turning traffic blocking access to the lane) or by being blocked through the junction by vehicles on Clifton Moor Gate.

When the ORR upgrade comes in, congestion on the ORR will fall and the blocking back in the peak periods will decrease. The improvements to the ORR is also likely to see a reduction in U-Turn movement as more trips will use the less congested ring road

in the future moving traffic away from the city centre. This has been shown by the strategic modelling undertaken as part of the ORR project (modelling undertaken by Pell Freishmann using York 2016 SATURN model).

Given the above we have assumed in our modelling that there is no blocking back from the ORR to Hurricane Way. Traffic heading to the ORR from Hurricane Way will see a greater amount of delay exiting the junction compared to the current situation. This is due to two issues:

- All ORR traffic will be in the left hand lane only rather than spread over 2 lanes as currently.
- Green time for traffic heading out of Hurricane Way towards the ORR will be reduced due to the additional stage added into the sequence for the right turn.

Traffic out of Hurricane Way turning right (previous U-turn at the roundabout) will see a reduction in journey time as they will have a shorter distance to travel. We estimate that this saving for U-turning vehicles would be up to 60 seconds per vehicle on average. For periods when traffic is less congested the savings for u-turning vehicles are likely to be less – say up to 40 seconds per vehicle on average.

Currently around 2/3 of vehicles leaving Hurricane Way join the ORR and do not loop back to Clifton Moor Gate. Our figures show that a maximum of 90 vehicles per hour perform a U turn using the roundabout and again this is mostly during the PM peak.

It is not our intention to complete a public consultation on the refurbishment of this junction at this time. We consult at this preliminary design stage with yourselves and a range of internal/external stakeholders representing trade organisations, focus groups and transport bodies to gather feedback which we then feed into the Executive Decision process. The current intended timeline for this scheme is for an Executive Decision to be made at the December 1st session with an intended construction start date of 1st March 2021.

5. York Civic Trust

Hurricane Way is an important low traffic cycle route connecting Rawcliffe Bar (and its new Park and Pedal facility) with Clifton Moor. It also acts as part of the longer distance orbital cycle route shadowing the Outer Ring Road. At present this junction is a major barrier to orbital cycle (and pedestrian) movements, requiring users to wait at four separate crossings eastbound, and three westbound. Given the staging of the signals, it can take almost two cycles of the signals to clear the junction, and this delay will encourage cyclists to take risks. Option A does nothing to remedy this, and is therefore, given the Council's own hierarchy of users (as specified in LTP3), and the growing emphasis on active travel, unacceptable.

Option B appears to have been designed specifically to assist motorised traffic wishing to turn right, though it will also assist cyclists making this movement. Otherwise its only improvement for cyclists and pedestrians is by moving the crossing of the southbound carriageway into the junction. The eastbound movement still requires four separate crossings, and the westbound three; these can be completed within one cycle eastbound, but will require part of a second cycle westbound.

There is a third option (Option C), which I suggest should be carefully considered. This would ban the right turn into Hurricane Way and require that movement to make the short diversion via the Stirling Way roundabout. It would provide the new right turn out of Hurricane Way, as in Option B, but couple it with a protected crossing of the northern arms of the junction, allowing cyclists and pedestrians to cross both carriageways in a single movement.

We note your comment that Option B (and thus Option C) might cause blocking back into the Outer Ring Road roundabout. This seems to us unlikely, since the stage for the right turn out of Hurricane Way will be short, and the flow on the two southbound lanes is low enough not to generate a queue which would back up to the roundabout in that time. Moreover, there will be a benefit

resulting from removing the requirement for traffic wishing to turn right out of Hurricane Way to make a complete circuit of the Outer Ring Road roundabout. This should not be seen as a justification for rejecting either Option B or Option C.

We also note your comment that Option B (and thus presumably Option C) would cost some £200,000 more. We very much doubt that this expenditure could be justified simply on the basis of reduced travel times for vehicles now unable to turn right from Hurricane Way. However, Option C would transform the junction by removing a major barrier on the Council's active travel network, and this in turn would, we suggest, justify the additional expenditure.

On this basis we strongly recommend the development of our alternative Option C. If this cannot be done, we do not consider that there is a justification for pursuing Option B in preference to Option A.

CYC Engineer Response

For clarification the crossing over the left turn out / right turn into Hurricane Way is a single pedestrian movement. This means that North - South movements are undertaken in 2 separate movements and East -West movements in 3 separate movements. The crossing of Clifton Moorgate South is separate from the main junction and so can be operated independently. As such, under Option A, we would look to reduce wait time for pedestrians at this crossing through changes to signal times thus minimising pedestrian / cyclist delay and frustration.

The main junction (for the majority of the day) operates on low cycle times with only 2 stages meaning that pedestrian / cyclist delay is actually relatively low. We hope that this will be further reduced once the signal equipment / detection is upgraded making the junction work more efficiently and benefiting all users.

The junction of Clifton Moorgate / Hurricane is a large traffic signal controlled junction on a dual carriageway approximately 100m south of the York Outer Ring Road. The dual carriageway forms a natural barrier to pedestrian and cyclist movements due to the size of the junction and high volume of vehicular traffic which uses

it. The junction is over 25m from east to west and, for safety reasons, will require pedestrian / cyclist movements be completed in multiple stages. All crossings are within 2 or 3 movements and the refurbishment of the junction will allow for improved pedestrian progression through improved traffic signal operation and lower cycle times. Over the last 3 years there have been 2 recorded accidents at this junction, both classed as slight with 1 involving a pedestrian who walked out in front of car turning left into Hurricane Way during a green light phase. Option A and B have very similar modelled pedestrian delay times overall.

The proposed option C – prohibiting the right turn into Hurricane Way - would lead to additional delays for vehicles exiting the ORR intending to access the retail park. These vehicles would encounter a delay of 30 seconds (250m of additional travel distance) if having to use the Stirling Road roundabout to loop back to the retail park. The delay may also be higher than this at peak periods as vehicles may be caught in traffic queueing around the Stirling Road roundabout caused by blocking back from the ORR as it heads northbound on CMG. This will lead to additional delay and inefficiencies in the highway network. Prohibiting the right turn here is likely to be highly unpopular with businesses and users of the retail park. The inclusion of a gap in the central reservation (to allow the right turn out of Hurricane Way) would also represent a safety issue for vehicles who may be unaware of the banning of the right turn in to Hurricane Way and are following a previously established pattern of movement.

Providing a pedestrian/cyclist crossing facility north of the junction will require an all red phase to traffic which will delay vehicles further and lead to increased queuing and emissions. It will also increase the likelihood of queuing back onto the ORR, although this is not anticipated to be a daily occurrence.

As previously discussed pedestrian / cyclist crossings will be split in two due to the width of the road for safety reasons. Currently pedestrian / cyclist demand for a crossing of this arm is low – footways are not present in the eastern footway or to the north of the junction. However, it is accepted that this will change with the provision of routes joining into the ORR pedestrian / cyclist routes. Cycling provision along Hurricane Way is in the Southern shared use footway and as such the preferred crossing is over the

southern arm (this would take 3 crossings rather than 4 to go north).

The design team does not believe that there is justification to provide the additional cost expenditure to provide the northern pedestrian crossing.