

Report of the Corporate Director of Place

Highways Maintenance, Capital Programme & Major Development Highways Impacts Update, Scheduling & Planning Report

Summary

1. Owing to the increased level of investment in the city's infrastructure there is an unusually high number of major schemes programmed to be delivered on the arterial highway network over the next few years, starting in early 2023. The volume of work means that without proactive management there is the potential for a significant increase in the level of traffic congestion.
2. Works on the highway are promoted by a number of different organisations such as the council, developers, utility companies, Network Rail. The council, acting as Highway Authority, has a duty to coordinate all of the works on the highway to ensure they are delivered to the required standard, safely and with the minimal possible disruption to road users. However works on the highway being undertaken by Statutory Undertakers (utility companies, highway authority etc.) can not generally be refused as they have rights which enables them to deliver new supplies and maintenance to their apparatus.
3. The detailed timing/scope of many of the schemes is still in the planning stage but sequencing and high level planning is being undertaken through the council's highway works coordination processes and streetworks permit system to minimise disruption and avoid conflicts where at all possible.
4. The York Central and Tadcaster Rd projects are already on site with works on other schemes such as A1237 (dualling and maintenance), Station Gateway, Lendal Bridge maintenance etc. to follow on. There are many other schemes being progressed by developers and utility companies, including emergency repairs which will also need to be accommodated at the same time as the major projects.
5. This report highlights the extent of works planned to be undertaken over the next few years and provides an update for the Scrutiny Committee on the methods being used to mitigate the impact of works on the travelling public.

Background

6. Traffic authorities have a duty to manage their road network under section 16 of the Traffic Management Act 2004 and secure the expeditious movement of traffic. Traffic includes pedestrians. Under section 59 of New Roads and Streetworks Act a street authority has a duty to effectively manage and coordinate all road and street works, and other activities, on their network.
7. The council has recently introduced a permit based system for works affecting the highway to discharge this duty. This system ensures that closer control of works on the network is possible and durations, traffic management and quality issues can be more effectively managed and enforced. For larger schemes several permits will be approved as the works progress to ensure coordination with emerging schemes is possible. In addition the council manages any changes to the availability of the highway, such as road/lane closures, by granting Temporary Traffic Regulation Orders (TTRO).
8. The council have quarterly coordination meetings with the main promoters of schemes within the York area where future proposed works are discussed. Provisional permit applications may also be submitted for longer term planning purposes.
9. The promoter of a scheme is responsible for the submission of applications for a streetworks permit within the following standard notice periods:
 - 3 days for minor works
 - 10 days for standard works (duration less than 10 days)
 - 3 months for major works (lasting longer than 10 days or where a Temporary Traffic regulation Order is needed)
10. If the application is accepted the promoter is granted a permit enabling them to undertake the works on the highway during the period of the permit. Over 6,000 permits are issued each year. Permits which are approved and pending are identified on the council's website on the One.Network roadworks map. Residents can sign up for alerts on the website notifying them when works are planned on particular streets. The council's Streetworks team inspect and check that the works are being implemented to the correct standard in accordance with the permit and in a safe manner addressing the needs of all road users.
11. On a routine basis the council's Transport team manages and monitors the highway network using CCTV and traffic delay tools to enable remote adjustment of signal timings to respond to incidents and roadworks. For projects where there are significant changes to traffic flows anticipated, for example where road closures are needed, traffic modelling is undertaken in advance and revised signal timing plans prepared to be put in place when the change is implemented. Additional monitoring resource is deployed to respond to the initial changeover period.

Planned Works

12. The council will be providing information on the major projects on the council's website to keep people informed of progress and the traffic implications of the larger projects. In addition the One.Network roadworks map will continue to show the details of the works which have been permitted.
13. There is a higher level of works proposed to be undertaken on the highway over the next few years owing to the delivery of major highway projects, highway maintenance (resurfacing and structures), regeneration projects, private developments and programmed utility works. There are over 75 major schemes (schemes longer than 11 days duration and/or require a Temporary Traffic Regulation Order programmed to be delivered over the next 12-18 months which are classed as major with a potential significant impact on the arterial highway network. There will also be emergency works which have to be accommodated on an ad-hoc basis. In addition there are programmes of highway and utility schemes planned to be implemented on the residential streets off the main arterial network.
14. Summary details of the larger projects currently being planned or delivered are listed below with an indication of the extent of traffic management expected (subject to detailed assessment prior to approval):

Major Projects

Current schemes – Detailed programme/phasing to be approved

York Central (Main highway infrastructure being delivered by Homes England): Now until mid 2025

York Central is a 45ha development site being progressed by the York Central Partnership which will deliver: up to 2500 new homes; the potential for 6500 jobs in grade A commercial office space; a transformation of the National Railway Museum with a new Central Gallery.

Leeman Rd – temporary traffic signals during construction at new junctions (for 12-18 months from March 23, overnight closures for plant deliveries, extended period of full 24/7 closures needed for works in tunnel area in 2025.

Water End – 4 weeks of overnight closures in March/April. Extended period of 24/7 westbound lane closure to undertake works on Severus Bridge – timing to be confirmed.

Tadcaster Rd: Now - Autumn 2023

Drainage/surfacing/lighting replacement and improved pedestrian, cycle layouts

Maintenance and Layout changes – traffic signals, narrow lanes

City Centre Security measures: Now- Autumn 2023 (Detailed phasing to be approved)

Fixed and moveable bollards at entrance points to footstreets

Road closures at each location to enable construction

Planned Major Council Schemes - Programme/phasing to be approved

A1237 Bridge Joint Repairs: Summer 2023

Replacement of joints on River Ouse and ECML Railway bridges;
Overnight traffic signals (up to 8 weeks)

Station Gateway: Dates: tbc – Commence Autumn 2023

Major upgrade to the front of the station to improve the transport interchange
Queen Street – Demolition of Queen Street Br – 2 Weekend Closures of
Queen Street to enable diversion route to be built around bridge

A1237 Dualling (A19-Hopgrove)

Advance Utility diversions at roundabouts – 2023
Main works subject to planning consent – commence in 2024/25 tbc.

Routine Planned Council Schemes

City Council - Traffic Signal Asset Renewal – Programme to be confirmed

Tadcaster Road / Sim Balk Lane
Heworth Green near Dodsworth Avenue
Pavement / Coppergate / Piccadilly
Foss Bank / Foss Island's Road / Peasholme Green
Museum Street / St Leonard's Place

City Council – Highway Resurfacing

Various Locations
A19/A1237 Roundabout resurfacing – Overnight road closures

Utilities – Summary of key schemes

National Gas Networks – Programme to be confirmed.

Lord Mayor's Walk
Water End
Strensall Rd

Northern Power Grid – Programme to be confirmed

St Leonards junction with Bootham
Tower Street
James Street

Yorkshire Water - Programme to be confirmed

Heworth to Malton Rd Main Renewal

Communications (BT, Virgin Media, etc.)

Various Locations
Tadcaster Rd Area

Developments -s278 Works

Nestle South – Wigginton Road

Miller Homes – A59

Environment Agency

Tower Street

A19 Germany Beck

Network Management Principles

15. The council uses the following principles when considering their own schemes and projects delivered by other promoters:

Works

- Ensure schemes are designed to minimise impact during construction
- Ensure method of delivery and traffic management minimises disruption during construction

Programming

- Programme works to avoid peak traffic times.
- Programme works to avoid conflict between schemes where possible.
- Programme works around school times/holidays
- Maximise use of traffic management/closures to undertake multiple schemes at same time.
- Avoid undertaking works during key events: Races, Christmas Market etc.
- Management of emergency repairs/events

Routing

- Maintain routes to key destinations: Hospital, Station etc.
- Restrict approval of works on diversion routes
- Maintain key pedestrian, cycle and public transport routes.
- Avoid routing diversions/construction traffic through residential areas.

Mitigation

- Undertake traffic modelling and adjust signal times to reduce impact of significant lane/road closures
- Provision of measures to mitigate the environmental impact of works (particularly for overnight works)
- Promotion of sustainable transport to reduce number of vehicles on the network during disruptive periods – itravelyork website to be used to provide information.
- Provision of supplementary bus routes to maintain access to services
- Provision of suitable equivalent pedestrian/cycle diversion routes where practical

Communication

- Provision of advance notices/other information to allow residents/travellers to make informed decisions about moving around city.
- Communication with local residents to inform and mitigate impact of works (Drop in events, letter drops, leaflets)

- Publication of streetworks (roadworks information) and road closure notices

16. Under the Streetworks permit scheme the council considers a range of factors before approving works on the highway such as the:

- Timing and Duration of works** - How will the proposed timing and duration affect the use of the network, can changes to the timing and duration be made to limit the impact or avoid peak times and key events. Examples: Overnight closures of Leeman Rd to allow construction plant to be delivered. Moratorium on road works during Christmas Market. Some of the planned works in Elvington have been put on hold due to increased traffic levels and traffic management for another scheme has been changed to minimise disruption on an alternative route being used by travellers while new power cables are being installed at the boundary with the East Riding on the A1079.
- Traffic Management** (traffic lights, lane closures etc) is it appropriate and necessary, balancing safety with the impact of the works on the network. Example: Lane closure during resurfacing/waterproofing of Severus Bridge on Water End.
- Impact on Pedestrians, Cyclists and Bus Users** –Are equivalent safe diversion routes available for all road users including disabled users? Have appropriate changes been made to bus service provision to avoid isolating communities? Will key public transport and cycling/walking routes for example to the hospital, station be protected during works. Example: Provision of shuttle bus when Leeman Rd Tunnel closed for resurfacing. Provision of temporary diversion routes for pedestrians at key pinch points eg. Lendal Gyratory footway widening.
- Location** What other network activities are taking place on the network? How will local residents, business and road users be impacted by the works? Example: Works on Tadcaster Rd delayed to allow utility works to be completed first.
- Work Methodology** - Is the work methodology suitable for the proposed works? Can changes be made to the work methodology to reduce impact? Example: Directional drilling of utility services rather than open cut in highway.
- Environment** What considerations need be made to noise, plant and work methodology for the works? Does the work area require any special measures to protect the environment? Examples: quieter piling rigs used on Scarborough Bridge scheme to reduce impact on local residents.

- g. **Consultation and Information** Who will be affected by the works and do they need to be consulted with? Who will need to take action to mitigate for the impact of the works? Can the road user be adequately informed of the planned disruption? What is the best way to mitigate the impact of the works through information to the road user? Examples: Variable Message Signs promoting sustainable transport options for Christmas Market. Social media adverts and drop in events for local residents for the Tadcaster Rd scheme, press briefings and radio interviews for major works eg. Crockey Hill signal replacement on A19.
 - h. **Potential to Reduce Network Demand** – Reducing the number of vehicles on the network during disruptive works by promoting sustainable transport options and informing residents of impact of the works and potential alternative routes. Example: Variable Message Signs promoting sustainable transport options for Christmas Market.
 - i. **Collaboration** - What other works are planned to take place in the area where collaboration can take place? Can works promoters be encouraged to work at the same time or close to planned works? Example: Highway surfacing undertaken when Gillygate closed for sewer works.
17. The media play a key role in the distribution of information to the public. An initial press briefing, highlighting the scope of the works being planned and the methods which are being used to coordinate the works, has been held with local media outlets (radio, press etc.). This relationship will be used to help keep the public informed of progress on the schemes and potential impacts.
18. Where possible schemes are planned to be delivered to avoid conflicting directly with other works or the diversion routes needed for other schemes but owing to the volume of work and scale (duration and scope) of the schemes being progressed this is unlikely to be fully achievable over the next few years.
19. For schemes which require a Temporary Traffic Regulation Order to change the access to the highway, e.g. lane/road closures, the council follows the statutory process (at least 7 days notice) for the advertising of notices (on the site and in the local press) indicating the reason for the change and times it will be in place.
20. The promoter of the scheme, whether it is the council or Utility Company, is responsible for providing signs/traffic management on the network to enable the works to be undertaken safely. They are also responsible for liaison with local residents and businesses to ensure they are aware of the works. They will also contact residents/businesses to provide any local mitigation to minimise disruption e.g. adjusting timing of works around entrances to properties.

Conclusion

21. The council will continue to use the network management principles highlighted in this report to manage the highway to minimise disruption to road users throughout this period of unprecedented construction activity. Updates on roadworks will be provided to the public on the roadworks page on the council's website one.network website with additional information provided on a dedicated major projects page. The council will also continue to work with local media to raise awareness of the schemes and impact on the network.

Contact Details

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Wards Affected: All

For further information please contact the author of the report

Background Papers:

Glossary

Annexes