
Meeting of Executive Members for City Strategy and Advisory Panel

16 March 2009

Report of the Director of City Strategy

A19 FULFORD ROAD CORRIDOR UPDATE

Summary

1. The purpose of this report is to advise members of progress developing the proposals to improve the section of corridor between Hospital Fields Road and Heslington Lane and to provide a Bus Lane on part of Selby Road. The report summarises comments received when further consultation on these improvement schemes was carried out and the associated traffic orders advertised. It makes recommendations on how to progress these schemes and seeks approval to those recommendations.

Background

2. At the meeting on 29th October 2007, members considered a report outlining the results of a multi-modal transport feasibility study of the A19 Fulford Road corridor, covering the length from Skeldergate Bridge and Tower Street in the north to the Designer Outlet (just south of the A19 / A64 interchange) in the south together with the associated feeder roads.
3. That report noted that the corridor was already congested at peak periods and that air pollution in Main Street, Fulford has been monitored as breaching health based air quality objectives. Without intervention there would be a significant worsening of conditions and a need to declare a further Air Quality Management Area (AQMA). Members agreed that the package of improvement measures proposed in the report should form the basis of the improvement strategy for the corridor and be taken forward for public consultation.
4. Subsequently a wide-scale public consultation was carried out on this package of measures. There was good support for the main principles of the improvement strategy with strong support for some of the proposed measures. The responses indicated that the proposed improvements would be likely to encourage walking, cycling and use of public transport along the corridor. The consultation identified some areas of concern where the proposals would need to be reviewed and possibly revised as they are developed.
5. At the meeting on 17th March 2008, members considered a report summarising the results of the consultation and reviewing the proposals for the corridor in the light of those results. Members agreed the recommendations on how to

progress the proposed improvement measures, taking account of the consultation findings.

6. At the meeting on 8th December 2008, members considered a report advising of progress developing the improvement proposals. Members agreed that priority should be to improve the corridor between Cemetery Road and Heslington Lane where pedestrians, cyclists and public transport users would all benefit from the proposed improvements. Members agreed to revised proposals for the section of corridor between Cemetery Road and Hospital Fields Road; the proposed pedestrian refuge island crossing on Main Street Fulford; and the proposed extensions of the 30mph zone and associated gateway treatments and improvement measures at Naburn.
7. Members also agreed to an inbound bus lane on Selby Road heading north from the A64 interchange for approximately 200m, subject to consultation and advertising of the appropriate Traffic Order, and that any proposed bus lanes on the corridor should be 24 hour operation similar to other existing bus lanes in York. In addition they agreed that further investigation of other proposals south of Germany Beck be deferred until potential funding to implement those improvements could be identified.

Hospital Fields Road to Heslington Lane

8. The initial proposals for this section of corridor have been reviewed, further traffic monitoring and modelling work has been carried out, and a revised scheme developed for consultation as described below and shown on plans at **Annexes A1 to A4**.
9. The improvements between Hospital Fields Road and Broadway can be summarised as follows:
 - Improvements to the Hospital Fields Road junction, including providing a two lane exit from Hospital Fields Road, to improve traffic flow through the junction.
 - A continuous inbound cycle lane between Broadway and Hospital Fields Road.
 - A city bound bus lane between north of Fulford Cross and just south of Hospital Fields Road which would provide bus journey time savings of over two and a half minutes in the morning rush hour.
 - An outbound bus lane on the approach to Broadway which would improve bus journey times for outbound services. This facility would be slightly wider than the other bus lanes as it would be shared with on-road cyclists.
 - An off-road shared use facility for pedal cyclists and pedestrians on the eastern side of the road from Hospital Fields Road to Broadway.
 - Upgrading the pedestrian refuge island crossing near Fulford Cross.
 - “At any time” waiting restrictions on both sides of the road where these do not already exist.
 - Minor improvements to the Broadway junction.

10. The improvements between Broadway and Heslington Lane can be summarised as follows:
- A continuous inbound cycle lane between Heslington Lane and Broadway.
 - A city bound bus lane extending northwards from the bus stop just north of Fulford Park to just south of the Broadway junction
 - An outbound cycle lane from Broadway to the access to St Aidens Court.
 - An off-road shared use facility for pedal cyclists and pedestrians on the eastern side of the road from Broadway to Heslington Lane.
 - Limited time parking bays for about 6 cars just north of St Oswald's church. Parking would be limited to a maximum of two hours between 10:00 am and 3:30 pm with waiting restrictions operating outside those times.
 - "At any time" waiting restrictions elsewhere on both sides of the road where these do not already exist.
 - Improvements to the Heslington Lane junction including reducing the outbound approach on the northern side of the junction to one lane; relocating the island to accommodate new cycle facilities through the junction; and reducing the informal two lane approach on Heslington Lane to one lane to accommodate improved cycle and pedestrian facilities.

Consultation

11. Leaflets were delivered to 157 accessible residential properties and businesses along and in close proximity to this section of the corridor, as well as to key stakeholders and focus groups, informing them of the proposed revised scheme and giving them an opportunity to comment. At the same time the traffic orders for the bus lanes, revised waiting restrictions, and the limited time parking were advertised.
12. The only adverse comments on and objections to the proposals on the plans at **Annex A1 to A3** (the section between Hospital Fields Road and the property boundary of 193 Fulford Road and 3 Main Street) came from some residents who live on the western (inbound) side between St Oswalds Road and Broadway and currently park on the section of road fronting their properties. If these improvements and their associated waiting restrictions are implemented, they would have to utilise their off-street parking or find alternative parking on nearby side roads.
13. There were however a number of adverse comments on and objections to the proposals on the plan at **Annex A4** covering the section between Heslington Lane and the property boundary of 193 Fulford Road and 3 Main Street. These comments and objections can be summarised as follows:
- Fulford Parish Council and a few residents have concerns that the proposals will significantly change this section of road and have an adverse effect on those living along it.
 - Concerns and objections from residents of 7 to 11 Main Street that they would lose their ability to park on the highway. Two of the properties have no off-street parking and one of the residents is a disabled blue badge holder.

- Concerns and objections from the Fulford ward councillor and Fulford Parish Council about the adverse impact on parking. Their concerns relate mainly to the overflow parking for the doctors surgery at 2 / 3 Fulford Park; the overflow parking when there are special services at St Oswald's Church; and loss of parking for residents.
- Concerns from residents of Fulford Park that the parking situation in their road will worsen as a result of the proposals.
- Concerns from two residents about the proposed shared-use facility who hold the view that all cyclists should be on the road.
- The only concern from residents living in close proximity to Heslington Lane junction regarded the provision and location of "Keep Clear" markings. However there were concerns from the Fulford ward councillor, Fulford Parish Council and four other residents that the proposals for the Heslington Lane junction would have an adverse impact on traffic flow and air quality and they would like to see the existing arrangements retained.

Proposals on Annexes A1 to A3

Options

14. **Option 1** is to implement the proposed improvements shown on the plans at **Annexes A1 to A3**. This would enable the scheme that has been developed taking account of previous comments to be implemented. This scheme would provide significant benefits to the various users of the corridor and is supported by most frontages and by key stakeholders and user groups. The resultant loss of parking in front of the properties on the western side between Broadway and St Oswald's Road is however a matter of concern to some resident of those properties, however parking is permitted in nearby side roads.
15. **Option 2** is to amend the scheme to address the concerns raised by the above residents. To permit parking, even at off-peak times, would result in the loss of a continuous inbound on-road cycle facility and have an adverse impact on the proposed bus lane. As this option would have an adverse impact on the provision of suitable facilities for cyclists and, as members have previously agreed that all bus lanes should be 24 hour operation, this option is not recommended.
16. **Option 3** is to do nothing. In view of the agreement at previous meetings that something needs to be done, and the general support from the public for the proposed scheme, this option is not recommended.

Recommendation

17. Agree to implement the revised proposals for the section of corridor between Hospital Fields Road and the property boundary of 193 Fulford Road and 3 Main Street as shown on **Annexes A1 to A3**.

Proposals on Annex A4

Options

18. **Option 1** is to implement the proposals shown on **Annex A4**. In view of the comments and objections and the need to consider if and how these could be addressed, this option is not recommended at the current time.
19. **Option 2** is to implement the off-road shared use facility on the eastern side and to defer consideration on the on-road facilities. This would enable a continuous off-road facility to be provided between Broadway and Heslington Lane whilst giving time for the concerns regarding the on-road improvements to be considered.
20. **Option 3** is to do nothing. Whilst this would overcome the concerns and objections, it would result in discontinuous facilities and is not recommended.

Recommendations

21. Agree to implement the proposed off-road shared-use facility on the eastern side between Broadway and Heslington Lane as shown on **Annexes A1 to A4**.
22. Agree to defer a decision on the on-road improvements shown on **Annex A4** pending consideration of the issues raised and a further review of the proposals for this section of the corridor.

Selby Road Bus Lane

23. At the meeting on 8 December 2008, it was agreed, with one exception, to defer further investigation of proposals south of Germany Beck until potential funding to implement those improvements can be identified. The exception, which members agreed subject to consultation with local residents, was the provision of an inbound bus lane on Selby Road heading north from the A64 interchange for approximately 200m. This scheme involves removing the hatched markings from the outer lane to enable it to be used by vehicles and converting the inner lane into a bus lane. Initial modelling indicates that this would benefit the Arriva route 415, First York route 18, and school bus services at certain times and give a good rate of return over a short period.

Consultation

24. Leaflets were delivered to the 23 residential properties on Selby Road and Naburn Lane, as well as to key stakeholders, informing them of the proposed bus lane scheme and giving them an opportunity to comment. The opportunity was taken to also give an update on the current progress as regards the other proposed improvements at this end of the corridor. At the same time the traffic order for the bus lane was advertised. The consultation scheme is shown on the plan at **Annex B1**.
25. Whilst there were no objections to the proposed bus lane, there were some concerns about the safety of the merging arrangements. These concerns relate to the possibility that some motorists, in trying to overtake the bus at the

merging point, would drive over the hatched markings fronting the Selby Road properties, posing a danger to any residents turning into or out of their driveways.

26. Accordingly it is proposed that the bus lane would be shortened by approximately 15m to increase the merging distance at the end of the bus lane and reduce the risk of motorists driving over the hatched markings. The situation would be monitored once the bus lane is in place and additional appropriate measures considered should the need arise. The revised scheme is shown on the plan at **Annex B2**.

Options

27. **Option 1** is to implement the bus lane as shown on **Annex B2**.
28. **Option 2** is to do nothing. In view of members previous in principle support for this scheme and as no objections were received, this option is not recommended.

Recommendation

29. To note that no objections were received to the proposed bus lane and to agree to implement the scheme as shown on **Annex B2**.

Corporate Priorities

30. The proposals form a key part in achieving the council's priority to increase the use of public and other environmentally friendly modes of transport along the Fulford Road corridor. They will also contribute to the council's priority to reduce greenhouse gas emissions.
31. They will help with improving the health and lifestyles of the people who live in York by providing facilities to encourage walking and cycling and by helping to reduce air pollution in key areas, as well as improving the actual and perceived condition of the city's streets.

Implications

This report has the following implications:

- **Financial**

32. The report to the 8 December City Strategy EMAP noted that about £900k would be needed to improve the section between Hospital Fields Road and Heslington Lane. The improvements proposed in this report are estimated to cost about £600k.
33. Whether these improvements could be implemented in one contract, or need to be suitably phased, would depend on funding to be made available in 2009/10 for Fulford Road corridor improvements.

34. Should there be a need to further phase the works it is envisaged that the initial aim would be to carry out the Hospital Fields Road to Broadway section in full and to prioritise the works south of Broadway to suit the available funding.

- **Human Resources**

35. There are no human resources implications.

- **Equalities**

36. The proposed measures will benefit vulnerable road users such as pedestrians and cyclists. In particular improved crossing facilities will benefit the young and the elderly as well as the mobility and visually impaired, whilst more reliable public transport services will benefit non-car owners who tend to be low income families or the elderly.

- **Legal**

37. 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

- **Crime and Disorder**

38. Where practical and appropriate the proposed improvements include measures to enhance the safety of all road users, in particular vulnerable users such as pedestrians and cyclists, as well as minimising the risks of crime.

39. The Police Headquarters are located on this corridor. The Police are a key stakeholder in this project and are regularly consulted as the individual schemes are developed to ensure that their ability to respond to incidents in York is not compromised.

- **Information Technology**

40. There are no IT implications at the current time.

- **Property**

41. There are no land or property implications at the current time.

Risk Management

42. In compliance with the Council's risk management strategy there are no new risks associated with the recommendations of this report. The risks identified in

previous reports have and will continue to be managed using standard project management procedures.

43. If the proposed measures are not implemented, conditions for all modes of transport on the Fulford Road corridor will continue to deteriorate and pollution will worsen. This could result in further deterioration of air quality in the existing AQMA around the Fishergate area and the need to declare a further AQMA in the Main Street Fulford area. The council would be failing under its duties under the Traffic Management Act and the Environment Act. It would also be failing in its role as a Cycling City by not providing the infrastructure to encourage cycling.

Recommendations

44. That the Advisory Panel advises the Executive Member for City Strategy that:

- a) The contents of this report and its annexes are noted.

Reason: For background information and for assisting in the decision making process.

- b) The revised proposals for the section of corridor between Hospital Fields Road and the property boundary of 193 Fulford Road and 3 Main Street, as shown on **Annexes A1 to A3**, are agreed.

Reason: To improve conditions along this section of the corridor.

- c) The proposed off-road shared-use pedestrian and pedal cycle facility on the eastern side between Broadway and Hospital Fields Road is agreed.

Reason: To benefit less confident cyclists and to provide an alternative facility where an on-road cycle lane is not provided.

- d) That a decision on the on-road improvements shown on **Annex A4** is deferred.

Reason: To enable further consideration to be given to the concerns and objections and discussions to be held with concerned parties as to the way forward.

- e) To note that no objections were received to the proposed bus lane on a section of Selby Road and to agree to the scheme as shown on **Annex B2**.

Reason: To benefit existing bus services, including school services, using this section of Selby Road.

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Report Approved



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Specialist Implications Officer(s)

Financial

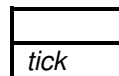
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Wards Affected: Fishergate and Fulford

All



For further information please contact the author of the report

Background Papers:

Fulford Road corridor report City Strategy EMAP – 29 October 2007
A19 Fulford Road corridor update City Strategy EMAP – 17 March 2008
A19 Fulford Road corridor update City Strategy EMAP – 8 December 2008

Annexes

Annexes A1 to A4 Plans showing Hospital Fields Road to Heslington Lane improvements
Annex B1 Selby Road Bus Lane consultation plan
Annex B2 Selby Road Bus Lane revised proposal