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**Decision Session**  
**- Executive Member for City Strategy**

**1<sup>st</sup> June 2010**

Report of the Director of City Strategy

**A19 FULFORD ROAD AND FISHERGATE GYRATORY  
IMPROVEMENTS STUDIES**

**Summary**

1. The A19 Fulford Road corridor is one of the main arteries to and from the city centre and, to date, the main improvements have been concentrated on the central section between Heslington Lane and Cemetery Road where they would be likely to have maximum benefit for all road users. This report considers the outcome of transport studies on the northern section of the corridor from Cemetery Road to the city centre.
2. The report breaks this section into four parts (Cemetery Road junction; Cemetery Road to Fishergate School; Fishergate Gyratory; and the Piccadilly junction) and addresses each in turn. It identifies the transport issues to be addressed; sets out potential improvement measures and analyses the implications of those measures; and makes recommendations as to the way forward as summarised below:
  - Proposals to improve the safety of the Cemetery Road junction are still being developed and, whilst signalisation of this junction would not be warranted on traffic flow grounds alone, it should not be fully ruled out at present.
  - A number of potential options have been considered for the section between Cemetery Road and Fishergate School. Options to provide cycle lanes and maintain vehicle lanes of appropriate widths are impractical on this section of the corridor and the report recommends creating a safe shared environment for cyclists and motorists, possibly accompanied at a later stage by a 20 mph speed limit. The recommended option also includes measures to enhance pedestrian safety, including wider footways and a zebra crossing fronting Fishergate School, with the scope to also improve the local environment.
  - A proposed improvement scheme for Fishergate Gyratory has been identified which should benefit pedestrians and cyclists in particular whilst providing some improvements to the operation of the gyratory and scope to enhance the local environment. The proposed scheme includes full signalisation of the Fishergate / Paragon Street and Paragon Street / Fawcett Street junctions to assist pedestrians and cyclists to cross all arms

safely. It also includes an inbound cycle lane on Fishergate; an outbound cycle lane on Fawcett Street; and a contra-flow cycle facility on Paragon Street.

- Consideration has been given to measures to enable buses to turn right into Piccadilly including signalling this junction. However this option has not been recommended as it would have a significant adverse impact on the operation of the network and also lead to an overall increase in bus journey times. It is suggested that the provision of a staggered crossing in the vicinity of this junction to benefit pedestrians and cyclists should be further investigated.
3. The report seeks a decision as to the way forward and agreement to carry out public consultation on the recommended options and to advertise associated traffic orders. It also seeks agreement to commence detailed design so that, subject to the outcome of the public consultation, implementation could commence towards the end of this financial year.

## Recommendations

4. The Executive Member for City Strategy is requested to:
- a) Note the contents of this report and its annexes.
  - b) Note that proposals to improve the safety of the Cemetery Road junction are still being developed and to agree to receive a further report in due course.
  - c) Agree that the proposals as shown in **Annex A** should form the basis for the proposed improvements between Cemetery Road and Fishergate School.
  - d) Agree that the proposals shown in **Annex B** should form the basis of the proposed improvements to Fishergate Gyratory.
  - e) Note that it is not proposed to amend the junction with Piccadilly at the current time and to agree to further investigations into a staggered crossing in the vicinity of this junction.
  - f) Agree to carry out public consultation on the proposed improvements.
  - g) Agree to advertise any Traffic Orders associated with the proposed improvements.
  - h) Agree to commence detailed design on the basis of the proposals shown in **Annexes A and B** and to review the proposals to take due account of any issues raised during the consultation process.
  - i) Agree to implement the proposed reduction in carriageway width and associated changes in lane use at the southern end of the Fishergate gyratory on a trial basis and monitor its implications pending implementation of the permanent scheme.

Reason: To improve conditions at these key locations and sections of the corridor and to give the public an opportunity to comment on the proposed improvements.

## **Background**

5. The former Executive Members for City Strategy and Advisory Panel (City Strategy EMAP) and this Executive Member for City Strategy Decision Session (City Strategy EMDS) have previously considered a number of reports on the A19 Fulford Road corridor. These included a report to the meeting on 29<sup>th</sup> October 2007 outlining the results of a multi-modal transport feasibility study and a report to the meeting on 17<sup>th</sup> March 2008 summarising the results of the consultation and reviewing the proposals for the corridor in the light of those results. The Executive Member agreed the recommendations on how to progress the proposed improvement measures, taking account of the consultation findings.
6. At the City Strategy EMAP meeting on 8<sup>th</sup> December 2008, members considered a report advising of progress developing the improvement proposals and the Executive Member agreed that priority should be to improve the central section of the corridor between Cemetery Road and Heslington Lane where pedestrians, cyclists and public transport users would all benefit from the proposed improvements.
7. Subsequently improvements to that section of the corridor have been substantially completed. These include improved pedestrian crossing facilities; on and off road facilities for cyclists; and city-bound bus lanes on the approaches to the Broadway and Hospital Fields Road junctions.
8. An improved traffic control system has also been implemented which includes traffic monitoring cameras at Cemetery Road, Hospital Fields Road, Broadway and Heslington Lane junctions; and new traffic signals and controllers at Hospital Fields Road, Broadway and Heslington Lane junctions.
9. Although the proposed major improvements to the southern section of the corridor have been deferred pending the commencement of the proposed Germany Beck development and the need for additional funding, some minor schemes have been implemented.
10. These schemes will be monitored to evaluate the impact of the improvement measures and to help advise if and where any further improvement measures may be required.
11. At the City Strategy EMAP meeting on 7<sup>th</sup> January 2009, members considered a report which advised on progress on the first stage of the Fishergate Gyratory Multi-Modal Study. This Study was commissioned to investigate options for improving the traffic flow around the gyratory with the aim of improving accessibility and safety for all road users, particularly pedestrians and cyclists, and improving air quality. The report outlined progress to date and set out the key requirements that any future scheme would need to satisfy. It also highlighted how some of these may conflict with each other and therefore compromise solutions were required.

12. The Executive Member noted the report and annexes and agreed to accept the principal that the Fishergate gyratory should be enhanced with the above aims. He also noted that the alterations and enhancements to be considered will have an impact on the operation of the gyratory and congestion to varying degrees. The Executive Member agreed to receive a further report at a future meeting describing potential options and how they satisfy, as far as is practicable, the key requirements.

## **Cemetery Road junction**

### **Background**

13. This junction is a key location on the corridor where traffic from the south heading to the Hospital and the east of the city centre turns off onto Cemetery Road whereas traffic heading to the city centre and areas to the west continues along the northern section of Fulford Road and Fishergate. Approximately 50% of traffic approaching from the south continues along Fulford Road with the other 50% turning off onto Cemetery Road.
14. The Fulford Road Multi Modal Study recommended signalling this junction and providing signalised pedestrian crossing facilities across each arm of the junction. The study also proposed a short section of city-bound bus lane to the south of the junction.
15. The subsequent public consultation indicated that whilst there was some support for signalling this junction, primarily to make it safer for pedestrians to cross at the junction and easier to get out of Cemetery Road in the evening peak, there were significant concerns that another set of traffic signals along the corridor were not warranted and would only lead to further delays with little or no benefits. As a result the City Strategy EMAP meeting on 17 March 2008 agreed to monitor movements at the junction and review proposals for the junction area as other schemes are developed and implemented.
16. The following is a summary of the key transport related issues at this junction:
  - There is no direct pedestrian route through the junction on the east side. Pedestrians have to detour approximately 30m to cross Cemetery Road which results in some pedestrians taking a direct route on the carriageway of Fulford Road.
  - There are no specific facilities to help pedestrians to cross Fulford Road at or in the immediate vicinity of the junction. There is however a well used signalised crossing about 100m to the south near Kilburn Road.
  - The city-bound cycle lane on Fulford Road terminates where the right turn lane commences to the south of the junction.
  - Whilst there is an out-bound cycle lane which commences to the north of the junction it is sub-standard in width and there are concerns about its alignment and safety.
  - There is a short bypass lane on the Cemetery Road approach for cyclists turning left into Fulford Road.
  - Motorists turn left from Cemetery Road at an angle that does not require them to slow down as much as at most junctions. There are concerns that when they look to the right they may see what appears to be a clear road

and not see approaching cyclists. This also appears to result in shunt-type accidents.

- The amenity island has an adverse impact on sightlines and may result in motorists exiting from Cemetery Road not seeing out-bound cyclists on Fulford Road.

17. The amenity island mentioned above is a key feature of this conservation Area. It contains several mature trees and is provided with benches, though it is not easy to access and appears to be little used. It is surrounded by a brick wall of varying height right next to the edge of the adjacent carriageways.
18. As noted above this island impacts on the use and safety of the junction and, whilst initial consideration has been to avoid changes to the island, there may be a need to consider an improvement option which will affect the island and discussions would be held with the Conservation Section as to how to address any resultant issues.
19. Further analysis indicates that a signalised junction, as envisaged in the multi-modal study, would not appear to be warranted on traffic movement grounds alone and could well result in increased delays, in particular during off-peak periods. As traffic signals could provide potential safety benefits to pedestrians and cyclists, pending development of a suitable non-signalised option, this option has not been eliminated at the current time.
20. Further analysis also indicates that a city-bound bus lane would not be warranted as it would be too short to have any significant effect and this is not an area where city-bound buses experience delays. Although out-bound buses get delayed on this section of the corridor in the evening peak, there is no scope to provide out-bound bus priority measures.
21. Work is currently underway to develop an improvement scheme for this junction that provides a safer junction for cyclists and, if possible, better caters for pedestrian needs.

### **Options**

22. **Option 1** is to signalise this junction as originally envisaged. This option is not recommended at the current time until other potential improvement options have been fully investigated.
23. **Option 2** is to carry out further work to develop a scheme that better caters for pedestrians and cyclists. As noted above investigations are ongoing and we would hope to report back on this within the next few months.
24. **Option 3** is to do nothing. In view of the concerns about the existing layout this option is not recommended.

### **Consultation**

25. As noted above consultation on the multi-modal study proposals indicated that whilst there was some support for signalising this junction, primarily to make it safer for pedestrians to cross at the junction and easier to get out of Cemetery

Road in the evening peak, there were significant concerns that another set of traffic signals along the corridor were not warranted and would only lead to further delays with little or no benefits.

26. Further consultation would need to be carried once appropriate improvements have been developed.

### **Recommendation**

27. To note that proposals to improve the safety of the Cemetery Road junction are still being developed and to agree to receive a further report in due course.

## **Northern section of the A19 Fulford Road corridor**

### **Background**

28. This part of the report covers the northern section of the corridor between the Cemetery Road junction and Fishergate School / Mecca Bingo Hall just south of the Fishergate Gyratory.
29. The Fulford Road Multi-Modal Study, which identified a potential improvement strategy for the corridor, noted that the character of this section of the corridor is significantly different to that to the south of Cemetery Road and that there is little scope for significant improvements. It did however suggest that the existing zebra crossing fronting St George's School should be converted to a signalised crossing. It also suggested that a signalised crossing should be provided fronting Fishergate Primary School, possibly linked to improvements to the southern end of Fishergate Gyratory. These proposals met with a mixed response. Whilst there were some who welcomed signalised crossings there were others who felt these were not needed or who were concerned that they could ultimately lead to the removal of the school crossing patrols.
30. As a result the City Strategy EMAP meeting on 17 March 2008 agreed to keep this section of the corridor under review for the moment and to defer the proposals to provide the two signalised crossings pending further monitoring and review.
31. The following is a summary of the key transport related issues along this section of the corridor:
  - The footways on the eastern side, in particular between St George's Primary School and Fishergate Primary School, are narrow creating problems when people are going to and from school.
  - Both St George's Primary School and Fishergate Primary School have school crossing patrols and there is a desire to retain these and not replace them with signalised crossing facilities.
  - The existing facilities for cyclists are limited and, where provided, tend to be sub-standard in width.
  - The build-out on the western side of the zebra crossing fronting St George's School poses a problem to city-bound cyclists.
  - Blue Bridge Lane is a cycle link to and from the Riverside Route and Melbourne Street is a potential link to and from the Orbital Cycle Route.

- There are concerns that, despite the warning signs, some out-bound motorists speed up rather than slow down as they pass Fishergate Primary school.
- The existing Residents Parking spaces need to be retained to provide short term parking and to serve local guest houses in particular.

## Options

32. A number of potential improvement options have been considered as outlined below.
33. The proposed improvements at the northern end fronting Fishergate School are the same for all the improvement options to the south and interface with potential improvements to the Fishergate gyratory to the north. These aim to provide a safer facility for pedestrians and cyclists whilst giving the opportunity for a gateway to slow out-bound traffic in particular and to help improve the local environment. They would consist of the following:
  - Widening of the footway fronting Fishergate School to provide some deflection to slow out-bound traffic. This may also give scope for some measures to further improve the local environment.
  - A staggered zebra crossing to benefit pedestrians and to help reduce approach speeds.
  - 1.5m wide cycle lanes in both directions.
  - Potential extension of the central island providing an opportunity to enhance the public realm.
34. **Option 1** aims to provide a safe shared road-space for cyclists and motorists as well as improved conditions for pedestrians. It would include the following, in addition to the improvements fronting Fishergate School mentioned above.
  - Providing 3m wide lanes in each direction with central hatching or kerb re-alignment at key locations.
  - Widening the narrow sections of footway to at least 2.0m.
  - Removing the nib on the western (inbound) side of the zebra crossing fronting St George's School to make it safer for cyclists in particular.
  - Provision of a pedestrian refuge island between Melbourne Street and Blue Bridge Lane and a traffic island to the south of Melbourne Street. This would not only benefit pedestrians but would also benefit cyclists turning into or out of these roads.
  - Retaining existing parking and associated restrictions on the eastern (outbound) side and providing kerb build-outs to improve the safety at side roads and other key vehicular accesses.
35. This is shown in **Annex A** and is the recommended option to form the basis of improvements between Cemetery Road and Fishergate School.
36. **Option 1A** is similar to Option 1 but with the provision of a 20 mph speed limit from the outset.
37. Whilst this should be the ultimate aim, it would be better to assess the impact of the measures outlined in Option 1 and the impact of the introduction of 20 mph

speed limits elsewhere before taking a decision to implement a 20 mph limit and hence this option is not recommended at the current time.

38. **Option 2** involves the provision of 1.5m wide cycle lanes where practical.
39. To provide 1.5m cycle lanes in both directions with vehicle lanes of an appropriate width between Cemetery Road and Grange Garth would require the removal of all the Resident Parking spaces, which would be likely to be very unpopular as it would be extremely difficult to re-provision them nearby. Between Grange Garth and Marlborough Grove the road is too narrow for meaningful cycle lanes and to widen the existing sub-standard cycle lanes between Marlborough Grove and Fishergate School would require the removal of the central hatch marking which in turn would adversely affect cyclists turning into and out of Melbourne Street and Blue Bridge Lane.
40. Sections of 1.5m city-bound cycle lane could be provided between Cemetery Road and Sandringham Street with some localised widening. No cycle lanes could be provided between Sandringham Street and Marlborough Grove and there would be similar problems between Marlborough Street and Fishergate School as noted above.
41. In view of the isolated nature of what could be provided and the constraints on providing wider footways at key locations, this option is not recommended for further consideration.
42. **Option 3** involves the provision of 1m wide cycle lanes on both sides where practical.
43. On further investigation it would appear to be practical to provide 1m wide cycle lanes on both sides over most of this length though the resultant widths of the adjacent vehicle lanes could lead to regular over-running of the cycle lanes. The times when cyclists could potentially benefit by being able to undertake queuing traffic are limited and at most times of the day it would be a sub-standard and potentially unpopular and dangerous arrangement. In addition it would also be difficult to implement any improvements to benefit pedestrians. As such this option is not recommended for further consideration.
44. **Option 4** involves the provision of cycle lanes but with no central road markings.
45. Whilst this option should in theory slow motorists, there are significant safety concerns about its use on a key arterial route such as this, even on an experimental basis. As such this option is not recommended for further consideration.
46. **Option 5** is to do nothing to this section of corridor.
47. As proposals have been identified which go some way to addressing the transport related issues on this section of the corridor, this option is not recommended.

## **Consultation**

48. As noted above consultation on the corridor improvement strategy indicated some mixed views regarding the proposed signalised crossings fronting the two schools. It is now proposed that the existing zebra crossing outside St George's Primary School be retained and enhanced, and new zebra crossings be provided outside Fishergate School.
49. There were some suggestions for a 20 mph speed limit and these would be addressed by Option 1A. There were also requests for additional cycle lanes. These have been considered under Options 2, 3 and 4 but, as noted above, there are significant issues with each option.
50. Further public consultation would need to be carried out on whichever option or options are chosen to form the basis of any improvements to this section of the corridor. It is recommended that the preferred option be further developed to enable public consultation to be carried out, ideally in early September.

## **Recommendations**

51. To agree that the proposals shown in **Annex A** should form the basis for the proposed improvements between Cemetery Road and Fishergate School.
52. To agree to carry out public consultation on these proposed improvements and to advertise any associated traffic orders.

## **Fishergate Gyratory**

### **Background**

53. As noted earlier in this report, the City Strategy EMAP meeting on 27<sup>th</sup> January 2009 considered a report which advised of progress on the first stage of the Fishergate Gyratory Multi-Modal Study. Subsequently Halcrow have carried out further work as part of the Study to develop and identify a preferred option to meet the following key objectives:
  - Cater for existing pedestrian desire lines and those arising from proposed development. In particular to provide suitable crossing facilities to access the area within the existing Fishergate gyratory.
  - Cater for the various cyclist desire lines and minimise the conflict points with other traffic.
  - Cater for public transport services including bus priority measures, bus only movements and bus stops at appropriate locations.
  - Balancing traffic movements around the gyratory with the need to reallocate road space to more sustainable forms of transport.
  - Identify appropriate measures to improve the air quality within this area.
  - Creating a sense of place and addressing the severance issues from an environment which is currently dominated by vehicular traffic.

### **Scheme Development**

54. Subsequently Halcrow have developed and refined proposals which would meet the key objectives above. Discussions have been held with key officers in

Network Management and Transport Planning in particular as the study progressed to determine whether the proposals under consideration would be acceptable from an operational viewpoint and the scheme has been amended the scheme to suit the comments received.

55. Traffic modelling has been carried as the scheme developed to identify the overall impact and, in particular, to identify if proposed measures would be likely to have an unacceptable impact on the network or public transport journey times so that these could be discounted at an early stage.
56. This has ultimately lead to the proposed improvement scheme described later in this part of the report.

### **Traffic Modelling**

57. The operational impact of the proposals under consideration on the Fishergate network in the morning and evening peak hour periods was assessed by modelling. A traffic model was developed based on the current layout and checked against 2008/9 observed flows and conditions. The model was then amended to suit various potential improvements, enabling the implications of each element to be assessed and the scheme to be refined to that proposed below. Further modelling was carried out using the 2011 York SATURN model to understand changes in traffic flows resulting from the proposed improvement scheme outlined below and the potential impact on Air Quality.
58. Modelling of the existing layout and potential changes to the gyratory indicates the following:
  - In the morning peak the existing network generally functions satisfactorily for traffic, though the approaches to the Tower Street / Bishopgate traffic signals to the north-west are over saturated which results in queuing back. There is also some queuing on Fishergate at the give way at the southern end of the gyratory.
  - In the evening peak there is more congestion and delay and the existing network is almost at saturation point. There are queues which tailback across Skeldergate Bridge with an adverse impact on the operation of the gyratory.
  - This is a critical part of the inner ring road network and any reduction in the number of traffic lanes is likely to have a detrimental impact on the immediate and surrounding network. Any advantages that may be provided here by the provision of bus lanes would be outweighed by additional delays getting to this part of the network by all road users, particularly public transport in both directions.
  - Introducing full signal controlled junctions with crossing facilities at the Fishergate / Paragon Street and Paragon Street / Fawcett Street junctions would be likely to result in additional delays of 10 to 20 seconds in peak periods on most journeys, though traffic heading northbound on Fishergate could experience a similar reduction in peak period journey times.
  - As a result some motorists may opt to use alternative routes leading to a slight reduction in average daily traffic flows on most parts of the gyratory.
  - The decrease in vehicles using the gyratory due to the proposed improvement scheme may well lead to improvements in local air quality in

the Fishergate area but the increased delay in some movements will offset some of these improvements.

### **Proposed Improvement Scheme**

59. The resultant scheme is shown in **Annex B** and detailed below.

60. Fishergate / Fawcett Street junction

- The proposed improvements fronting Fishergate School are consistent with the northern section of the Fulford Road corridor improvement options.
- The existing two lane layout around the southern tip of the gyratory would be replaced with one lane with hatched area to suit the proposed revised arrangements on Fawcett Street.
- The existing large area of road would be reduced by extending the central island northwards. A gap would be provided for motorists to turn right out of Escrick Street into Fishergate. This, together with the proposed improvements fronting Fishergate School, would provide scope for landscaping to visually enhance this area.
- 1.5 m wide cycle lanes would be provided for inbound and outbound cyclists.
- The existing drop kerb crossing which enables pedestrians to cross between the centre of the gyratory and the east side of Fawcett Street would provisionally be retained but consideration would be given at detailed design to re-provision it with a two-stage crossing via the enlarged island to the south.

61. Fishergate between Fawcett Street and Paragon Street

- A 1.5m wide cycle lane would be provided for inbound cyclists, with peak period loading restrictions along the western side.
- The pedestrian crossing facilities across Fewster Way would be enhanced with drop kerbs on the island.
- The existing on-street parking on the east side would be relocated to sheltered parking bays.
- The carriageway would be narrowed to suit the width required for a cycle lane, two traffic lanes, and a parking bay. Although the footway widening is shown on the east side, to suit the tracked path of most vehicles at the southern end, consideration would be given during the detailed design process to footway widening on the west side where it would be more beneficial to pedestrians.
- There is scope to provide a 1.2m wide extended cycle feeder lane on the off side from Kent Street northwards to assist northbound cyclists to access Paragon Street and Fishergate Bar.

62. Fishergate / Paragon Street junction

- The existing signalised crossings would be upgraded and the currently un-signalised arm across the right turn from Fishergate into Paragon Street would be signalised. This would benefit both pedestrians and cyclists as it would form part of a potential walking route between the Barbican and St

George's Field and a westbound route for cyclists from Paragon Street to Tower Street.

63. Paragon Street between Fishergate and Fawcett Street

- A 1.5m wide contra-flow facility for westbound cyclists would be provided to the immediate south of Paragon Street. This may require some of the council owned land fronting Festival Flats to be dedicated as highway land.
- Unfortunately there is insufficient space available to provide a cycle lane for east bound cyclists.

64. Paragon Street / Fawcett Street junction

- Signalised shared-use crossing facilities for pedestrians and cyclists would be provided to access a shared-use central island. This would replace the existing segregated crossing facilities and would be more able to cater for all movements than the existing arrangements.
- The area fronting Fishergate Bar would become shared-use and consideration would be given during the detailed design as to how to improve the overall appearance of this area fronting a key historic monument.

65. Fawcett Street

- A 1.5m wide cycle lane would be provided for outbound cyclists.
- The carriageway between Fawcett Street and Kent Street would be narrowed to suit the width required for a cycle lane, two traffic lanes, and a parking bay.
- The dedicated lane use would be changed. The nearside lane would be for motorists heading for Kent Street or the A19 with only the offside lane available for motorists heading for the inner ring road.
- A bus lay-by would be provided with capacity for a FTR and a standard bus.
- The existing on-street parking on the east side would be relocated to sheltered parking bays.
- Consideration would be given during detailed design to enhancing the pedestrian crossing facilities across Kent Street.
- Consideration would also be given to making it easier and safer to cross Fawcett Street in the vicinity of Kent Street.
- A traffic monitoring camera would be provided at the junction with Kent Street to supplement the existing camera at the Fishergate / Paragon Street junction and enable full monitoring of traffic conditions around the gyratory.

66. Parking and Loading / Unloading

- Both sides of the gyratory are currently subject to "At Any Time" waiting restrictions except in the existing designated parking areas. These would require minor amendments to suit the revised boundaries of the parking areas.
- Restricted parking is permitted within the existing parking bays on the east side of Fishergate and part of the west side of Fawcett Street. Between 8am and 6pm parking is permitted for one hour with no return within one

hour enabling a good turnover whilst also creating space to service the properties in the centre of the gyratory. The scheme would provide a similar amount of spaces with the same restrictions.

- Both sides of the carriageway are currently subject to peak period loading / unloading restrictions. These restrictions currently apply between 8.00 and 9.15 am and 4.00 and 6.00 pm. As any stopped vehicle can have a significant impact on the operation of the gyratory a further consideration is required in the development of the scheme to identify where loading / unloading should be permitted to service nearby properties and the times when this could be allowed.

### **Options**

67. **Option 1** is to agree that the proposals shown in **Annex B** should form the basis of the proposed improvements to the Fishergate Gyratory.
68. This is the recommended option.
69. **Option 2** is to carry out further work to develop an alternative scheme.
70. A lot of time has been spent developing an improvement scheme which attempts to meet the key objectives whilst not having an unacceptable impact on this or other key parts of the network. Unless a decision was made to consider major changes to the gyratory and / or to accept a scheme that could have a significant impact on this and adjacent parts of the network, it is unlikely that a scheme would be developed that differed significantly from the proposed improvements. As such this option is not recommended.
71. **Option 3** is to do nothing.
72. This does nothing to address the transport related issues and is not recommended.

### **Consultation**

73. As, to date, there has been no public consultation on any proposals to improve the Fishergate gyratory there would be a need to carry out public consultation on the proposed improvements. It is therefore recommended that the proposed improvement scheme is further developed to enable public consultation to be carried out, ideally in early September.

### **Recommendations**

74. To agree that the proposals shown in **Annex B** should form the basis of the proposed improvements to Fishergate Gyratory.
75. To agree to carry out public consultation on these proposed improvements and to advertise any associated traffic orders.
76. To agree to implement the proposed reduction in carriageway width and associated changes in lane use at the southern end of the Fishergate gyratory on a trial basis and monitor its implications pending implementation of the permanent scheme.

## Junction with Piccadilly

77. Consideration has been given to options to improve the access into and out of Piccadilly by means of a signalised junction. A full movement junction was discounted early on in the study as it would result in significant delays on the network and would increase the risk of motorists detouring to use the minor road network within the city walls.
78. Consideration was then given to an option with partial opening of the junction to allow buses, taxis and cyclists to turn right into Piccadilly. This would have been linked to a northbound bus lane and bus gate on Fishergate. It would have required the loss of lanes on a key section of the inner ring road for which there are no suitable alternatives. This option has been discounted for the following reasons:
- This is a critical part of the inner ring road network and any reduction in the number of traffic lanes is likely to have a detrimental impact on the immediate and surrounding network. Any advantages that may be provided here would be outweighed by the delays getting to this section of carriageway by all road users, particularly public transport in both directions.
  - Although it reduces the journey distance for some buses, it results in an overall delay to public transport as a result of longer queues and journey times on the network approaching this junction. Although a right turn for buses is desirable, it is not essential.
  - There would be a risk of the restricted right turn being abused, leading to further problems in the Coppergate area. To work it could require a higher level of enforcement than would be likely to happen.
79. Pedestrians and cyclists have been observed trying to cross in the vicinity of this junction and there may be some merit in providing a staggered signalised crossing facility. This would require further investigation to assess its potential utilisation, its best location, and the potential implication on this part of the network. There are also some potential road safety issues that would need to be addressed.

### Options

80. **Option 1** is to proceed with developing proposals for a signalised junction.
81. This option is not recommended at the current time for the reasons stated above.
82. **Option 2** is to further investigate the provision of a staggered crossing in the vicinity of this junction.
83. This is the recommended option.
84. **Option 3** is to do nothing.
85. This would exclude further consideration of a suitable crossing facility for pedestrians and cyclists and is not recommended.

## **Consultation**

86. Public consultation would need to be carried out if and when an appropriate improvement scheme has been developed.

## **Recommendation**

87. To note that it is not proposed to amend the junction with Piccadilly at the current time and to agree to further investigations into a staggered crossing in the vicinity of this junction.

## **Implementation**

88. In view of the time required to carry out consultation and detailed design, as well as the possibility that some utility services may be affected, implementation is only likely to commence in the later part of 2010/11 and carry over into 2011/12. Further consideration will need to be given to the phasing of the work to try to minimise the disruption to the public whilst works are ongoing. Some of the works are likely to impact on the network and further discussions will be required to ensure that they do not conflict with other proposed works.
89. In view of the potential lead in times, approval is being sought to commence detailed design now to help develop the schemes and to review the proposals to take due account of any issues raised during the consultation process.
90. It is proposed to implement the reduction in lanes at the southern tip of the Fishergate gyratory on a trial basis to observe its impact and amend to suit before the island is extended northwards on a permanent basis.

## **Corporate Priorities**

91. The proposed improvements identified above will contribute to the following elements of the new Corporate Strategy:
  - **Thriving City** – The improvements to the sustainable transport network along the corridor will assist the economy by reducing the impact of congestion.
  - **Sustainable City** – The provision of improved pedestrian and cycling facilities will encourage the use of more sustainable modes of transport and reduce the impact on the environment. Where appropriate and practical the quality of the local environment and the condition of the road and footways will be improved.
  - **Safer City** – The improvements will aim to improve safety, in particular for vulnerable road users such as pedestrians and cyclists.
  - **Inclusive City** – The improvements should encourage more walking, cycling and use of public transport. Improved footways and crossing facilities will benefit the young and the elderly as well as the mobility and visually impaired.

- **Healthy City** – The proposals 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**

92. The proposed improvements between Cemetery Road and Fishergate School are currently estimated to cost about £100k, whilst the proposed improvements to the Fishergate gyratory are currently estimated to cost about £450k. The costs of any improvements to the Cemetery Road junction and the provision of a crossing facility near Piccadilly junction would be advised as and when these schemes are developed.

93. Funding will be required in the 2010/11 transport capital programme to further develop the proposed schemes and carry out detailed design; to carry out consultation; and to commence implementation. Funding would also be required to carry out further investigations at the Cemetery Road junction and to investigate a crossing facility near the Piccadilly junction. The provisional suggested funding for 2010/11 is as follows:

|  |       |
|--|-------|
| Cemetery Road junction (investigate and report back only)                | £10k  |
| Cemetery Road to Fishergate School                                       | £80k  |
| Fishergate gyratory  | £150k |
| Crossing near the Piccadilly junction (investigate and report back only) | £15k  |

94. Additional funding would be required in 2011/12 to complete the implementation of these schemes.

- **Human Resources**

95. There are no human resources implications.

- **Equalities**

96. The proposed measures will benefit vulnerable road users such as pedestrians and cyclists. In particular improved footways and crossing facilities will benefit the young and the elderly as well as the mobility and visually impaired.

- **Legal**

97. 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

98. Approval is sought to advertise any traffic orders associated with the proposed improvement schemes. These are currently envisaged to involve some amendments to existing waiting and loading / unloading restrictions.

- **Crime and Disorder**

99. 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.

100. 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**

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

- **Property**

102. Whilst all the affected land would appear to be in Council ownership, there is a portion of land between Festival Flats and Paragon Street that is not adopted highway. Further discussions will be required with a view to this being designated as public highway.

- **Air Quality**

103. The Fishergate gyratory falls within the York Air Quality Management Area (AQMA). Based on the current modelling work, the indications are that the proposed scheme may offer slight benefits for air quality on the gyratory as a whole but there is unlikely to be any measurable improvement due to slower speeds and increased queuing. Any improvement is attributable to a reduction in trips through the gyratory.

104. The potential increased delays on the right turn from Paragon Street into Fawcett Street could worsen air pollution in the vicinity of Festival Flats, where some very high levels of Nitrogen Dioxide (NO<sub>2</sub>) have been recorded in recent years. Also, any potential diversion of traffic to other residential areas may become significant if those links already have high daily traffic flows.

## **Risk Management**

105. The following risks have been identified which could significantly affect the cost, programming, and / or implementation of the proposed improvements.

- Issues raised during public consultation or advertising of traffic orders which could require the proposals to be reviewed and revised.

- Risks arising from the site investigation, detailed design, statutory undertakers diversions, and contractors tender submissions.
- Risk of the construction works having a significant impact on the transport network.

106. Project management procedures will be put in place to manage and control these risks. The implementation phasing and programme will be developed to minimise the disruption to the public and to take account of other planned works on the network.

107. Any significant issues which would affect the proposed schemes, or the budget or programming of those schemes, will be reported back to the Executive Member.

### Member comments

108. Discussions have been held with Fishergate ward councillors during the course of the studies to help identify local issues and to give initial comments on the options under consideration. Their formal comments on the proposals and those of the representatives of the other political parties are being sought and will be reported to the meeting.

### Contact Details

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Report Approved



Date 19.05.10

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Wards Affected: Fishergate

All

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For further information please contact the author of the report

## **Background Papers:**

Fulford Road corridor report  
A19 Fulford Road corridor update  
A19 Fulford Road corridor update  
Fishergate Gyratory Multi-Modal Study  
A19 Fulford Road corridor update

City Strategy EMAP – 29 October 2007  
City Strategy EMAP – 17 March 2008  
City Strategy EMAP – 8 December 2008  
City Strategy EMAP – 27 January 2009  
City Strategy EMAP – 16 March 2009

## **Annexes**

Annex A Proposed improvements between Cemetery Road and Fishergate School  
Annex B Proposed improvements to Fishergate Gyratory