

Paper to: Full Council meeting – Escrick Parish Council
Meeting Date: 1st July 2019
Topic: A19 / Skipwith Road junction improvements

1 Purpose of paper:

Councillors are to decide whether to apply to the Secretary of State for Housing, Communities and Local Government (HCLG) for permission to borrow up to £160,000 to cover the costs of a traffic light controlled junction and pedestrian crossings at the A19 – Skipwith Road junction in the village.

If approved, this paper will form part of the submission to the Secretary of State requesting the approval to borrow.

The structure of this paper broadly follows HM Treasury ‘five case’ model.

2 Executive summary:

Many residents of Escrick perceive that the safety and convenience of the A19/Skipwith Road junction should be improved for both pedestrians and vehicle users.

The highways authority (North Yorkshire County Council) believes that the most appropriate way to address this is through installation of a traffic light controlled junction.

This scheme would cost approximately £160,000. The County Council state that they are unable to fund this. The Parish Council has undertaken a precept increase survey to establish if there is a desire from residents for the Parish Council to borrow the funds, and increase the precept to cover repayments.

Approximately 78% of eligible surveys voted in favour, with 22% against. The turnout was just over 50%.

A range of other representations have been made for Parish Councillors to consider.

If the Parish Council resolves to apply for permission to borrow, and if permission is granted, further resolutions will be required at future meetings to authorise the borrowing and place the order for the scheme.

3 Strategic case – is the proposal needed?

Concerns about the safety of the A19 through Escrick have been a long-running issue and a topic raised frequently by residents with the Parish Council. A particular area of concern is the difficulty for pedestrians to safely cross the A19 to/from the northbound bus stop, church, surgery, allotments, and The Parsonage. There are also concerns about the difficulty of vehicles getting out from Skipwith Road and the surgery access road onto the A19.

3.1 Problem context:

The A19 is the main north/south road through Selby district, carrying ~ 20,000 vehicles per day. Through Escrick village the road has a 40mph limit. A basic 'refuge island' crossing point is provided for pedestrians just north of the Skipwith Road junction.

The vast majority of households in Escrick village are to the east of the A19.

Key amenities to the west of the A19 include:

- Doctors surgery and pharmacy;
- Northbound bus-stop (to York, from Selby)
- Church & heritage hub
- Allotments
- The Parsonage hotel, spa, and 'Fat Abbot' pub/restaurant

Appendix 7 provides more details on traffic volumes, accident statistics, etc

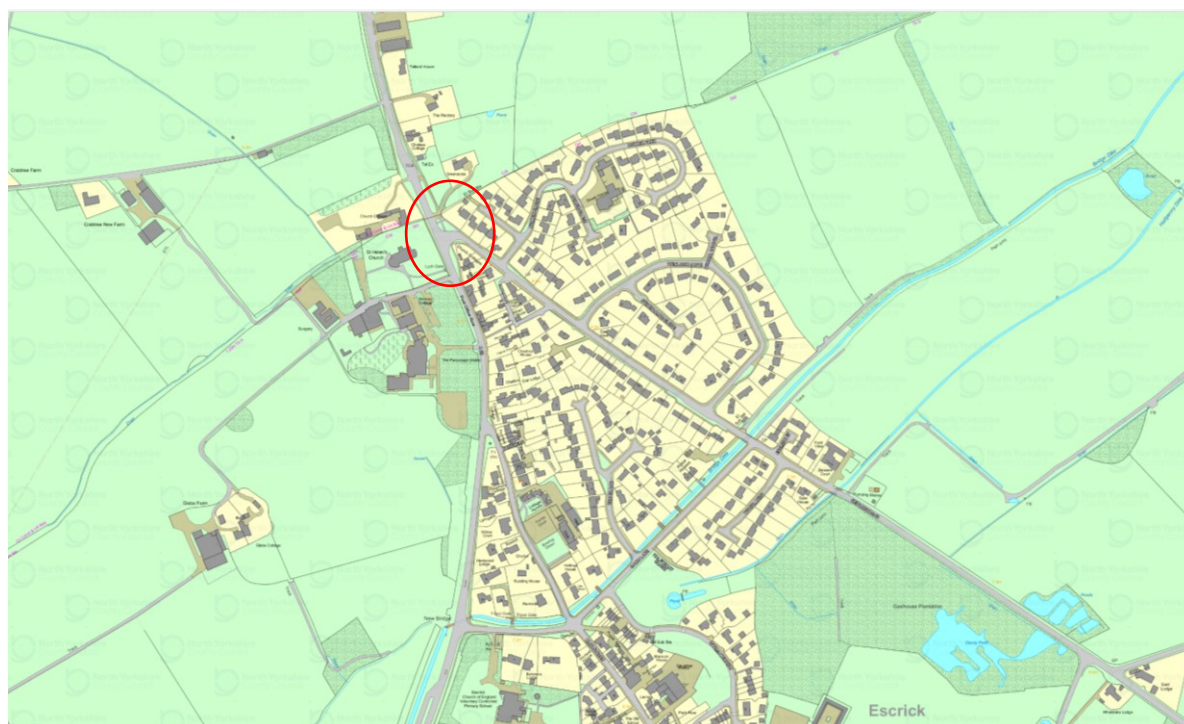


Figure 1: Map of Escrick village with the junction highlighted

3.2 Problem detail

There are a number of specific concerns that have been raised:

Pedestrian:

- Residents report that crossing the road at the existing pedestrian refuge island is difficult. Pedestrians cite long waits for gaps in the traffic.
- Residents report that the existing pedestrian refuge island is too small, particularly if crossing with children, pushchairs, bicycles, etc. Users feel vulnerable to the proximity of passing traffic, particularly goods vehicles.
- Residents report that the existing pedestrian island refuge is in a sub-optimal location. It is to the north of the junction, which means that residents from the south of Skipwith Road (approx. 50% of the village) have to additionally cross Skipwith Road to reach the crossing. Therefore many residents need to 'double back' on themselves to the surgery access road. Many pedestrians are observed to cross opposite the lychgate instead of using the pedestrian island refuge. Visibility to the south is limited to approximately 90m at this point.
- Residents report that the existing pedestrian island is in a poor location for visibility to motorists. Vehicles turning right (north) out of Skipwith Road will have a tendency to be focusing on the road to the south looking for a gap in the traffic, and are at risk of not noticing pedestrians on the crossing.
- Residents report that crossing the mouth of Skipwith Road as a pedestrian can be hazardous. The mouth of the road is relatively wide and when crossing northbound visibility back along Skipwith Road is limited by the bend in the road.

Vehicular:

- Residents have reported inconvenience of queues to egress from Skipwith Road onto the A19 at peak times.
- Residents have reported safety concerns joining the A19.
- There is a cluster of 11 injury accidents reported in the last 10 years within the proximity of the junction.
- Residents have reported difficulty egressing from the surgery access road (to/from the surgery, pharmacy, church and exit from the Parsonage/Fat Abbot), particularly southbound. There is limited visibility to the south due to the bend, and gaps in traffic from the north can be unpredictable due to vehicles egressing from Skipwith Road.
- The interaction of the bus hail and ride locations (aka bus stops) with the traffic flow is poor. Stationary buses impede visibility for both pedestrians and motorists, and create overtaking manoeuvres close to the bend to the south of the junction.
- Many residents perceive a speeding problem, albeit the speed monitoring statistics available do not indicate a significant speeding problem (see Appendix 7).

3.3 Alternative perspective

The problem is not universally recognised. Some residents believe that current arrangements are acceptable. Some believe that simpler lower cost changes could be made to mitigate the perceived problems. Some are concerned that the scheme itself could adverse pollution and traffic flow impacts. Appendix 3 sets out the alternative views received.

3.4 Authorities context:

North Yorkshire County Council (NYCC) are the highways authority for the area, and ordinarily would be responsible for the implementation and funding of highways improvements.

Escrick Parish Council is the local Parish Council, and has adopted the General Power of Competence¹.

The boundary between North Yorkshire / Escrick and the City of York unitary authority area is approximately 20m north of the Skipwith Road junction. City of York Council are the highways authority for the A19 north of this point.

3.5 Recent Parish Council activity:

This has been an area of long-term concern, but for brevity this report focuses from 2016 onwards. More detailed evidence of public consultation is included in Appendix 1.

May 2016: The Parish Council coordinated a petition to the '95 Alive Road Safety partnership²' asking for a speed limit reduction and other measures to improve pedestrian safety. The petition was dismissed by the '95 Alive' partnership who stated that the speed limit of 40mph was appropriate and that there was no evidence of speeding against the current speed limit.

November 2016: A community speed watch scheme³ was established by the Parish Council. This was disbanded at the request of the police in 2017 when the location was 'upgraded' to a police camera van location. (The police camera van was deployed 8 times in this location in 2018 and caught two motorists).

February 2017: The Parish Council established a dedicated 'A19 safety' page on its website⁴ to keep residents informed of lobbying and initiatives. Regular updates have also been provided via the monthly Parish Magazine⁵. During 2017 the focus evolved from speed limit reduction, to the provision of a pedestrian crossing or traffic lights.

Late 2017: The Parish Council began the process of establishing a Neighbourhood Development Plan (NDP) for the Parish. This had a broad remit to seek views and develop local policy on a range of issues.

September 2018: A public consultation was undertaken of residents and businesses in the Parish as part of the NDP project. The consultation document was delivered by hand to all residential premises and businesses in the Parish, and promoted online via the Parish Council website, email list, and village Facebook board. The survey contained a mix of open questions (e.g. What do you like least about Escrick? What would you change?) and more

¹ <https://www.local.gov.uk/sites/default/files/documents/general-power-competence--0ac.pdf>

² <https://www.northyorks.gov.uk/95-alive>

³ <https://northyorkshire.police.uk/do-it-online/road-policing/community-speed-watch/>

⁴ <https://www.escrick.org/council/a19/>

⁵ <https://www.escrick.org/notices/mag>

focused questions (e.g. What issues do you feel there are with regards to Roads, Parking and Traffic in Escrick?)

109 responses were received (from approx. 400 households and businesses), of which 72 cited issues with the A19 within the open question alone. The responses were presented and discussed at a public meeting that was well attended. An extract of some comments is included in Appendix 1.

Late 2018: During 2018 County Councillor Musgrave worked with the highways team within the County Council to push for a solution to the concerns. In late 2018 the County Council highways team concluded that the only feasible solution would be a combined traffic light controlled junction with integral pedestrian crossings. They developed high level plans and a quotation for this work. The plans are attached as Appendix 5.

May 2019: A precept increase consultation was undertaken from May 22nd to June 25th 2019. This consultation focused on the question as to whether the Parish Council should borrow the funds, thereby necessitating an increase in precept, to fund the scheme.

- Appendix 2 includes details of the survey and how it was publicised.
- Appendix 3 includes summary/analysis of the question/comments received.
- Appendix 4 includes analysis of the survey results.

198 eligible surveys were counted. Approximately 78% of these voted in favour, with 22% against. The turnout was just over 50%.

3.6 Requirement for the scheme

North Yorkshire County Council regard the scheme to be an 'improvement' scheme. They categorise schemes into 'manage', 'maintain' and 'improve'. An improvement scheme is one which is desirable, but not essential.

4 Economic case – is it value for money?

At an estimated cost of ~ £160,000 the proposal is a significant investment for the Parish Council.

The proposed justification of the project is primarily around safety and improving the amenity for those residents in the village that have a need to cross the road.

The Parish Council does not have the skills to do full WebTAG economic analysis, but notes that the average value of prevention per reported casualty for slight injuries⁶ is £16,434. This implies an accident reduction of 10 casualties over the life of the scheme would have a positive economic case. There have been 16 casualties at the junction in the 10 years to 2017. The average value of prevention per serious accident is £243,635, so avoiding a single serious accident would also imply a positive economic case.

Benefits may also accrue from other means, for example an improved perception of pedestrian safety may encourage more people to walk as opposed to taking short car journeys to the church, surgery, etc. These have not been quantified.

⁶ Source: STATS19, Transport Analysis Guidance - WebTAG

Disbenefits may accrue, for example from any increase to highways congestion, or disruption caused during implementation. These have not been quantified.

4.1 Alternatives considered:

- A speed limit reduction:
Highways officers have advised that this would not be justified by national standards. Nor would it resolve issues at peak times where average traffic speeds are already slower than 30mph.
- A standalone pedestrian crossing:
A pedestrian crossing would be a lower cost solution. Highways officers have advised that there is not a suitable location within the NYCC boundary to install one. This is due to the guidelines requiring minimum separation from junctions/side roads, and corners⁷. There is a location that might be suitable about 45m north of the junction, but Parish Councillors have previously indicated that they consider that this location is too far north and many residents would be unlikely to use it as a result. This location is outside Escrick Parish and within the City of York unitary authority area, and therefore outside the control of Escrick Parish Council. This location would add approximately 175m walk for residents approaching from the south to the surgery access road compared to the proposed scheme. It would also only address the pedestrian part of the issue, and not the issue with vehicle egress.
- A bypass:
A budgetary range of £5m - £10m per mile has been suggested as the cost of building a bypass, and approximately 1 mile would be required. As such Parish Councillors have previously indicated that they do not consider this a feasible option and no detailed plans have been developed.
- A footbridge:
A footbridge would have a significant visual impact, and would not be desirable for those residents with reduced mobility. Given space requirements, it is unlikely that a footbridge would be in an optimal location and would only address the pedestrian part of the issue. No detailed plans have been developed.
- Improvements to the existing pedestrian refuge island:
Improvements might be possible to the existing pedestrian refuge island – for example increasing the size, adding railings, addition of road studs etc. Such changes, if feasible, would however only address a subset of the reported issues.
- Do nothing:
Do nothing is an option. The Parish Council has no statutory obligation to take action in this area.

7

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/330214/tn-2-95_pedestrian-crossings.pdf

4.2 Key risks

The key risks that may undermine the Parish Council's investment in this scheme:

Risk & Consequence	Mitigation
A future national or local government policy change may make funding for such a scheme available from elsewhere. Therefore, the Parish Council would have unnecessarily taken on debt that could have been funded by others.	This risk is not mitigated. It is noted that funding has consistently been unavailable for this junction in recent years.
Cost over-runs resulting in the scheme costing more than budgeted.	Implementation will be via NYCC who have established sub-contractor arrangements giving a high level of confidence in the prices quoted.
Societal and behavioural change render the scheme unnecessary, for example significant reduction in private car ownership and car journeys.	The loan period of 25 years is chosen to be commensurate with a period during which it is considered likely that there will still be significant traffic levels ⁸ .
A more cost-effective solution may be available that has not been identified, or has been discounted.	Mitigated via close liaison with highways officers who have awareness of the variety of different solutions that could be deployed.
The scheme may have unforeseen negative traffic impacts. For example it may cause increased traffic levels, or cause other side roads to be used as 'short -cuts' to avoid the traffic lights.	This risk is not mitigated.

5 Financial case – is it affordable?

5.1 Funding sources:

North Yorkshire County Council advise that they have no budget for improvement schemes such as this. NYCC were asked to investigate if other sources of funding were available such as grant funding, but advise that no suitable sources are available.

Selby District Council were approached in September 2018 regarding the potential use of CIL funding (Community Infrastructure Levy), but at the time advised that this wasn't possible. However, recently they have advised that it may be possible to use some CIL funding as a contribution towards the cost of the scheme. As such, it is proposed that this is explored further before finalising the amount to be borrowed.

Parish Councils are able to borrow money for capital schemes such as this, subject to certain criteria. Appendix 6 sets out the guidance note provided to Parish Councils.

⁸ Source: Department for Transport, Road Traffic Forecasts 2018 (RTF18) : Car traffic is forecast to grow between 11% and 48% by 2050, whilst LGV traffic is forecast to continue growing significantly in all scenarios (between 23% and 108%).

Some residents suggested that local residents be given the opportunity to make donations towards the cost of the scheme.

The assumption is that the Parish Council will fund the scheme through a loan, less any contributions that can be found from Selby District Council's CIL fund, and/or local donations.

5.2 Costs

Two main cost elements have been quoted by NYCC:

- Traffic light signals and junction works: £144,511 + VAT
- Street lighting enhancements to increasing lighting to necessary standard: £11,590 + VAT

Total £156,101 + VAT

(It is understood that the Parish Council will be able to claim back the VAT costs).

NYCC advise that they have a high level of confidence in these estimates which already contain elements of contingency. The public consultation was based upon an assumed cost of £160,000, which gives an additional contingency of just under £4000.

5.3 Affordability

The details below are set-out on the assumption that the Parish Council funds the full scheme at a cost of £160,000. If contributions from elsewhere reduce the borrowing required, it will improve upon this position.

The Parish Council will need to borrow the funds to cover the cost of the scheme, and increase its precept to cover the cost of repayments.

The Parish Council proposes to borrow the money over 25 years at a fixed rate. Councillors have previously indicated that 25 years appears commensurate with the likely lifespan of the scheme. By choosing a fixed rate option the Parish Council has certainty over future repayments.

Using prevailing Public Works Board lending rates at May 2019⁹, this would result in an annual repayment of £8,455. A Councillor has obtained an informal estimate from a commercial lender for local authority borrowing, which was more expensive than the PWLB rates quoted.

To cover this cost without impacting on other services/amenities provided by the Parish Council, the Council would need to increase the precept paid by residents of the Parish as part of their Council tax by the same amount. The precept is currently £19,000, so this would be a 44% increase.

⁹ The PWLB lending rates vary frequently, so the exact cost will depend upon the rate at the time the loan is taken out. Interest rates have dropped slightly since this estimate was obtained.

A band D household in Escrick currently pays approx £42 per year in Parish Council precept, so this would rise by approx £18 to approx £60 per year – an increase of about £0.36 per week. Band H households (the highest council tax band) pay double these amounts, and therefore the increase would be double this amount.

Appendix 8 provides further detail on how the Parish Council precept is set, and comparison with neighbouring Parishes.

5.4 Parish Council budget

The table below shows the current year budget, previous year budget, and draft budget for next year including the forecast cost of loan repayments.

What	Budget 2018-19	Budget 2019-2020	Draft Budget 2020	Comment
Items of limited discretionality				
Electricity for Streetlights	£ 810.00	£ 600.00	£ 648.00	Assumes 8% annual increase
Grass cutting	£ 2,300.00	£ 2,520.00	£ 2,520.00	Year 3 of 3 year fixed rate
Insurance	£ 1,620.00	£ 1,620.76	£ 1,620.76	Three year policy, fixed price
Staff costs & expenses	£ 5,200.00	£ 5,200.00	£ 5,460.00	Assume 5% increase
Governance	£ 500.00	£ 500.00	£ 540.00	Assumes 8% annual increase
Room hire	£ 230.00	£ 230.00	£ 248.40	Assumes 8% annual increase
Leases	£ 60.00	£ 60.00	£ 60.00	Fixed rate peppercorn rates
Grit bin filling	£ 100.00	£ 180.00	£ 180.00	Assumes no increase
Other	£ 385.00	£ 385.00	£ 385.00	Assumes no increase
Existing loan repayments				
Street lighting loan repayment	£ 2,935.62	£ 2,935.62	£ 2,935.62	Based on existing repayment schedule (10 year public works loan)
Proposed new loan repayments	£ -	£ -	£ 8,500.00	Based on PWLB estimate
Discretionary items				
2 x additional street lights (capital)	£ 2,500.00	£ 2,500.00	£ -	Most dark spots now covered. Assumes no ongoing need
Skipwith Road Vehicle Activated Speeding Sign	£ 1,500.00	£ -	£ -	Budget based on NYCC scheme, but actual approach to be agreed at a later date
Village maintenance budget	£ 500.00	£ 500.00	£ 500.00	General budget for village maintenance, tree pruning, minor repairs, etc
Additional grass cutting of A19	£ 400.00	£ 400.00	£ 400.00	Year 3 of 3 year fixed rate
Highways consultants	£ -	£ 2,000.00	£ -	One-off item
Replacement pads for defibrillator	£ -	£ 100.00	£ -	Replace every 24 months or when used
Replacement minor capital items	£ -	£ 200.00	£ 200.00	e.g. damage to bins, street lamps, fences, etc
Requirements arising (to be determined annually when setting budget)	£ -	£ -	£ 3,000.00	Exceptional items as arising - e.g. election costs, cleaning/repairs to war memorials; clerk laptop; replacement defibrillator, etc
Charitable donations	£ -	£ -	£ -	Assumes maintaining policy of not making charitable donations
	£ 19,040.62	£ 19,931.38	£ 27,197.78	
The budget shown above covers items covered through normal precept funding.				
The budget above excludes the NDP costs and grant as this should be a standalone project				
The budget above excludes purchases made using donations from other bodies such as the Playing Fields or Village Green, as these should be net neutral				
All costs shown pre-VAT where applicable - VAT will be reclaimed				

5.5 Repayment risk

The Parish Council is required to state the steps taken to mitigate the risk of not being able to afford the loan repayments. The key mitigation being taken is to take out a fixed rate loan, therefore providing certainty over the repayment amounts that can be budgeted for when setting the precept.

6 Management case & commercial case

– is it viable, is it achievable?

NYCC highways have undertaken high level designs and an ‘initial assessment’ of the scheme and state that it is viable, and will achieve the goals of making it easier for pedestrians to safely cross the road, and vehicles to egress from Skipwith Road onto the A19.

NYCC has the necessary management skills in house to provide oversight to the project, and existing competitively tendered sub-contractor framework agreements for the physical works and installation. The quotes provided are valid until March 2020.

7 Draft resolution:

To resolve to apply to the Secretary of State for Housing, Communities and Local Government for approval to borrow up to £160,000 over 25 years to fund the traffic light scheme outlined in this paper. It is also intended to increase the Parish Council precept by up to 44% for the purpose of loan repayments, equivalent to an additional £18 per year for a band D household which has been subject to a precept increase consultation.

Before finalising the amount of borrowing, the Council will approach Selby District Council to explore the possibility of a contribution to the costs, and if successful reduce the borrowing by the same amount.

Appendices:

Appendix 1 Evidence of public consultation

The application to borrow funding requires evidence of public consultation.

The Parish Council has been mindful of Cabinet Office consultation principles 2018¹⁰

The consultation has three distinct themes:

- Is there a desire for the scheme?
- Is there a tolerance for the Parish Council to increase precept to pay for the scheme?
- Considerations about the detailed scheme design.

The first two have been undertaken by the Parish Council, the latter will be undertaken by the County Council once the Parish Council has confirmed its intent to fund the scheme.

A1.1 Is there a desire for the scheme?:

Public engagement and consultation is evidenced by:

- Responses to the September 2018 NDP survey and subsequent public meeting, where improvements to the A19 were raised by at least 72 of 109 responses (from approximately 400 households and businesses surveyed). Summary of survey findings: <https://www.escrick.org/uploads/docs/Escrick%20summary%20of%20initial%20engagement%20results.pdf>
- The precept increase consultation undertaken in May/June 2019 (see Appendix 2)
- A dedicated web page on the Parish Council's website since February 2017 providing ongoing updates on the Council's attempts to address concerns regarding the A19: <https://www.escrick.org/council/a19>
- Regular references to the intent to develop a scheme in the Parish Magazine (delivered in hard copy to all households in the Parish each month, and online: <https://www.escrick.org/notices/mag>). Since November 2018 these updates have explicitly referred to the scheme being developed.
- Reference was made to the intention to develop the scheme in the Annual Parish Meeting on 13th May 2019.
- A specific 'drop in' meeting was held on Monday 3rd June 2019, where residents could view plans and ask questions.
- More formally, various Parish Council agendas and minutes have made reference to the scheme (published online, and via email to ~ 60 residents)
- A letter of support from the District Councillor is included in Appendix 9.

A1.2 Is there a willingness for the Parish Council to increase precept to pay for the scheme?

Public consultation is been evidenced by:

- The precept increase consultation undertaken in May/June 2019 (see Appendix 2)

¹⁰ <https://www.gov.uk/government/publications/consultation-principles-guidance>

A1.3 Extracts from 2018 survey responses

Extract of responses to the question:

What do you like least about Escrick? What would you change?

A19! This road gets busier and more dangerous every year, particularly to resident wishing to cross the road. There is a desperate need for more traffic calming, but the ideal solution would be a by-pass.

the junction from Escrick Village onto the A19, must be a problem to get out at busy times from the queue of cars as I go past. How about traffic lights on one of the 2 junctions?

Difficulty access the A19 from feeder roads at peak times. Difficulty of accessing valuable services on the other side of A19 without suitable crossing points and speed limits.

Location of bus stops are extremely dangerous.

The lack of a safe crossing point on the A19

The A19. I would build a by-pass.

The A19! I would also move the bus stop and the doctors surgery to this side of the A19 as I think it is extremely dangerous for young people and elderly people having to cross the busy road to get to these essential services.

The A19 bisects the village and is an appallingly busy road.

A19 - too congested in rush hour, too difficult to cross

Needs attention about the difficulty of traffic on A19

A19 traffic. Trying to get across road to bus stop surgery etc. Could do with a traffic light which reverts to Main Rd most of the time

The buses are not coming through the village. The doctors surgery being across a very and in future even busier main A road

The downside of easy access: a busy, DANGEROUS ROAD that slices off the pharmacy, surgery, bus-stop, church, and pub. A safe crossing is needed.

Accessing the A19. The greatly increased volume of traffic on the A19, subsequent noise and pollution. Trying to cross the A19 to get to the surgery etc.

We feel that traffic lights and a pedestrian crossing at the junction of Skipwith road and the A19 would benefit residents.

Busy road with no crossing point making it very difficult with young children

The A19 has become much busier and more difficult to cross to catch the bus, attend doctors' surgery, church and the Parsonage.

Amount of traffic on A19 and difficult access to A19 especially when wishing to travel to York. Also difficulty crossing A19 to access doctors surgery.

The speed limit on A19 should be 30 then it would be safer to cross and give cars more time to get onto road. Again shame the doctors and bus stop all on wrong side village."

Traffic is terrible. Older people cannot negotiate the village and its environs on foot, especially if going to the surgery. or church. Crossing the road is very difficult.

The volume of traffic that flows through the village.

The A19. Divert it

Volume of traffic now going through the village - both the A19 & on the road to Skipwith.

Access to A19 more and more traffic making problems

Poor access onto A19

Heavy traffic on the A19

Move A19 to the west of the village

Busy A19 is very noisy - a bypass to the village

Crossing A19 for bus and doctors

Not having traffic lights on A19 at Skipwith Road junction

The a19 is a nightmare. We would love to have a bypass

The busy A19 - traffic!

The lack of a crossing for our pupils to access Church. As a church school, this is an important facility and one we do not use enough due to the fact we have to hire a coach to go 1 minute up the road to save us crossing the A19.

The A19 essentially cuts through the village and being such a busy road, presents an unsafe area to the west of the village. I would prioritize a bypass as has been done with the other villages along the A19 between Escrick and Selby.

A19 - too much traffic that travels too fast, too many pigeons, dog fouling

Difficulty crossing A19 to get to Dr, Church, bus stop, pub

The speed limit on the A19 it is too fast and contains far too many HGV's

The bus stop being moved from the centre of the village to the other side of a busy A road.

Traffic on the A19 and crossing it at busy times.

A19 traffic can be dangerous

Better traffic management on Skipwith road, particularly the turning onto the a19

A pedestrian crossing on the A19 to give easier access to the bus stop, doctor and church would be great for every generation

Crossing the A19 for buses/doctors/church/Parsonage/Fat Abbot.

The crossing over the A19 to the bus stop to York and doctors. Speeding cars on a19 and Carr Lane.

The A19 and the fact that it runs through the village

Bus stop is the other side of the A19. A19 is generally a nightmare to cross as a pedestrian - could do with a pedestrian crossing. Also the junction from Skipwith Road onto the A19 is an accident blackspot - we have witnessed a few crashes first hand here.

Having the A19 running through the village is a negative and if possible reducing the speed from 40 to 30 MPH would make this better.

The speed of the traffic on the A19 with little protection at some points on the footpath.

The A19 - traffic problems - no proper crossing

Speed through village A19, Access from Skipwith Road onto A19

The volume of traffic has increase on A19 making the crossing to the surgery and church difficult and at times dangerous.

A19 extremely difficult to cross for Surgery, Church, Fat Abbott, PARsonage and Sangthai

The A19 and the traffic speeding through the village way above the limit which is extremely dangerous. Residents struggle to cross the road safely to visit the doctors or the church.

Speed limit through village is too high and it is difficult to cross the main road.

**What issues do you feel there are with regards to Roads, Parking and Traffic in Escrick?
What improvements would you like to see?**

Traffic calming to 30mph and a zebra crossing. The best solution for residents and all motorists using the A19 would be a by-pass."

The A19 is difficult and dangerous to cross, there should be a pedestrian crossing at some point near the bus stop.

As we have stated elsewhere A19 needs sorting.

Safer crossing to Surgery, etc. Pedestrian-controlled lights are safer than reduced speed-limit. (Why wait for deaths to prove our point?)

There should be more signage and traffic lights at the A19/Skipwith Road junction to allow safer pedestrian access to the GP surgery and bus stop.

Access to A19 is difficult. Volume of traffic on A19 has increased greatly, as has pollution and noise from it. We need a pedestrian crossing on the A19, to protect the young and old who currently struggle to cross it to access the Surgery, Church and bus stop to York. 40 mph is too fast through a residential area.

Traffic lights would help vehicles join the A19 safely.

Crossing the A19

Reduce speed limit to 30 on A19 and provide pedestrian crossing.

Traffic lights to afford access to A19.

Reduction of speed limit to 30mph through village area of A19.

We all vehemently opposed a bypass some years ago. Now it might not be such a bad idea,

Traffic lights at junction of Skipwith Road and A19

Very difficult for many to gain access to the Doctor's surgery & to go to St Helen's church

Traffic lights at junction of Skipwith Road and A19 to enable people better access to bus, church, surgery and hotel.

30mph limit on A19"

Quicker and safer pedestrian access to cross over A19 to church, doctors, pubs and restaurants at Skipwith Road junction.

Traffic lights at the junction of Skipwith Road and A19

Move A19

Dangerous right turn out of Skipwith Road onto A19 - needs traffic lights & for children/elderly people to cross the A19

Major issue is A19-Skipwith Road junction

Difficult to cross A19 on foot - Could a pelican crossing be instated by the church.

Needs traffic lights on A19 near St Helen's church

Traffic lights at A19 and skipwith road. Very difficult for those over 90 to cross the road to surgery.

Crossing on A19. Traffic lights / pelican crossing majority of older residents have to cross for doctors. Church. Bus. Very dangerous - especially when dark.

Difficult access to A 19 from Skipwith Road at busy times. Would a mini roundabout be a solution?

Crossing on A19 to access church.

a 40mile per hour speed through Escrick and as far as the Business Park to allow safe crossing to the buses

Better junctions onto the A19

A19 - traffic volume, speed and lack of pedestrian crossing.

No bus stop in the village without crossing the road

The A19 as a major impact on the village partularly the sheer wait of traffic and the excessive traffic speed

Needing to cross the A19 to access Doctors/Church/restaurants is a concern.

Pedestrian crossing on A19 or build a by-pass.

Traffic lights at Skipwith Road.

As above, a safe crossing of the A19 is essential.

Speed reduction to 30mph through the village.

Better bus stop provision.

We'd like to see an improved means of crossing the A19 to get to the doctors side.

Poor traffic management when turning onto the A19.

No speed monitoring or control measures on the a19 or through the village.

Poor crossing facilities on A19

Access to the A19 should be improved at some point, perhaps with traffic lights.

A pedestrian crossing on the A19 would be a great asset as this would enable people of all ages to cross to the church, bus stop and Doctors more safely

Pedestrian Crossing required on A19. Speed limit reduced to 30 MPH on A19.

Hard to cross to doctors or bus stop.

A19 access is the biggest issue

Mainly relating to public crossings. Would like safe crossing point to access bus stop and medical surgery plus for school kids on Carr lane.

Crossing the A19 - a traffic light controlled junction at Skipwith Road would resolve this.

Speed limit reduced to 30mph on the A19 and extend the barrier along the footpath.

A19 through village to be reduced to 30 mph

Traffic lights at junction of Skipwith road and A19.

Extremely difficult crossing the A19 to get to bus stop, Surgery, Church, Parsonage/Fat Abbott and Sang Thai - or to get to the cycle track. Pedestrian crossing, traffic lights or village bypass would improve things...

As mentioned previously, the A19 through Escrick is extremely dangerous for pedestrians and traffic trying to pull into or out of the village. Crossing the road is extremely dangerous.

30mph through village on main road, easier crossing to get to bus stop on Yorkbound side of A19 (and to doctors and church

Right turn onto A19 during peak hours - traffic lights.

Escrick bypass.

Safer provision for crossing A19

Difficulty getting out of Escrick onto A19 in rush hour

Skipwith Road - A19 junction - roundabout and lights needed.

Access to A19 at peak and traffic light system

"There is an urgent need for safety measures to be taken regarding traffic on the A19.

Appendix 2 Specific May/June 2019 consultation

Find attached a copy of the precept increase survey delivered to all residences during May:



Junction consultation
v2 - as approved.pdf

Delivery/survey mechanism:

Paper copies were hand delivered between 17th May – 22nd May.

The online consultation opened on 17th May.

The deadline for responses was 23:59 on Tuesday 25th June.

Residents could return surveys online, to one of three boxes within the village, or by post to the Clerk.

Awareness of the survey:

- Each household should have received a copy through their letterbox.
- The survey was promoted prominently on the Parish Council website homepage.
- The survey was available online (the online FAQs were updated periodically in response to comments/questions received)
- The survey was promoted via the Parish Council email list to ~ 61 recipients.
- The survey was promoted prominently on the Parish Council physical noticeboard.
- The survey was promoted on the village Facebook group. The chair provided factual answers to questions raised on this board (which attracted a lot of discussion and over 100 posts).
- The survey was promoted at events within the village (e.g. weekly tea-shop).
- The prominence of the survey collection boxes at the doctors and church would have also helped raise awareness.

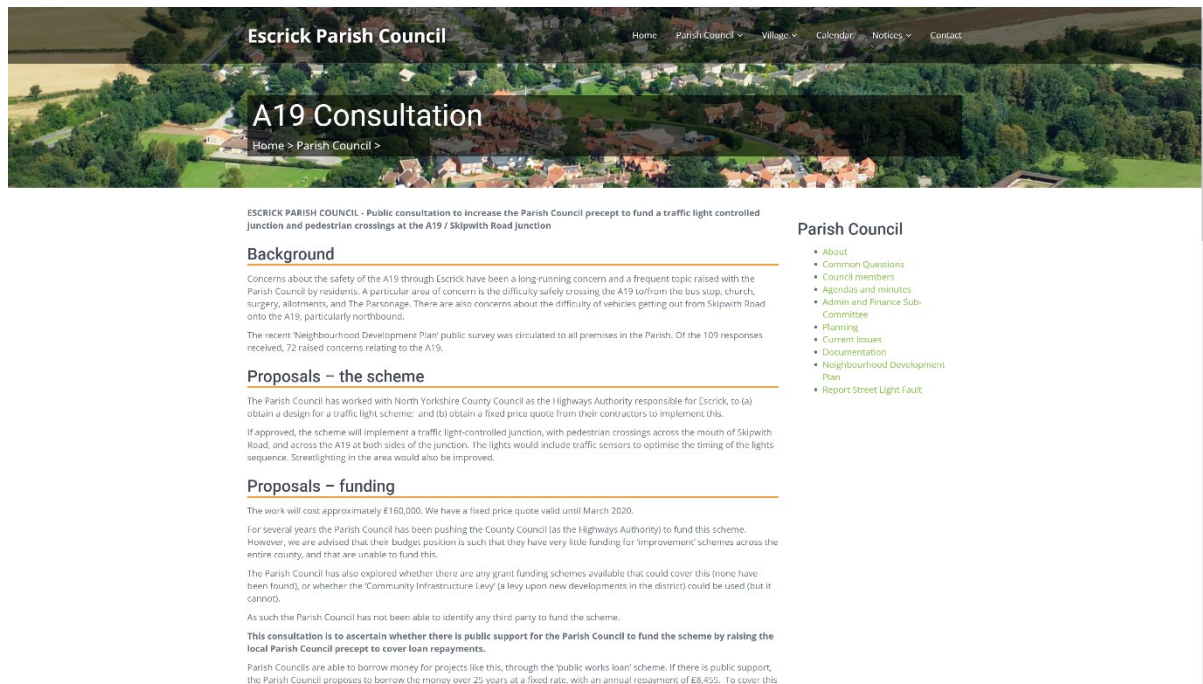


Figure 2: Dedicated information page on website

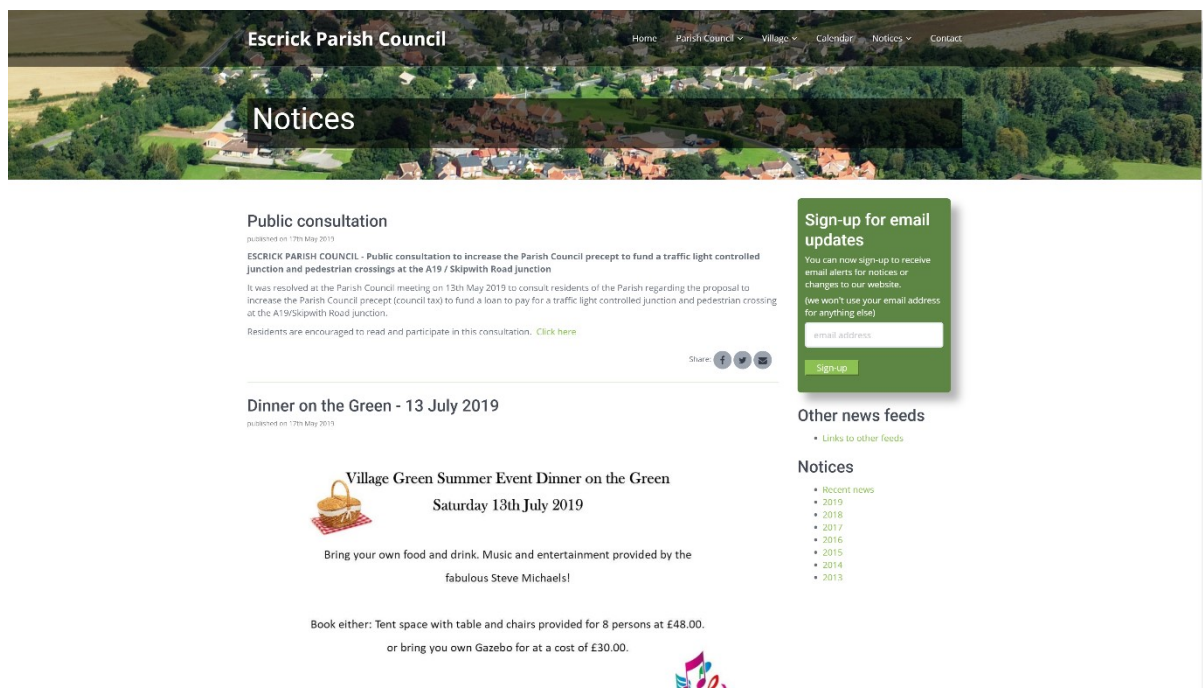


Figure 3: Notification on website notices page

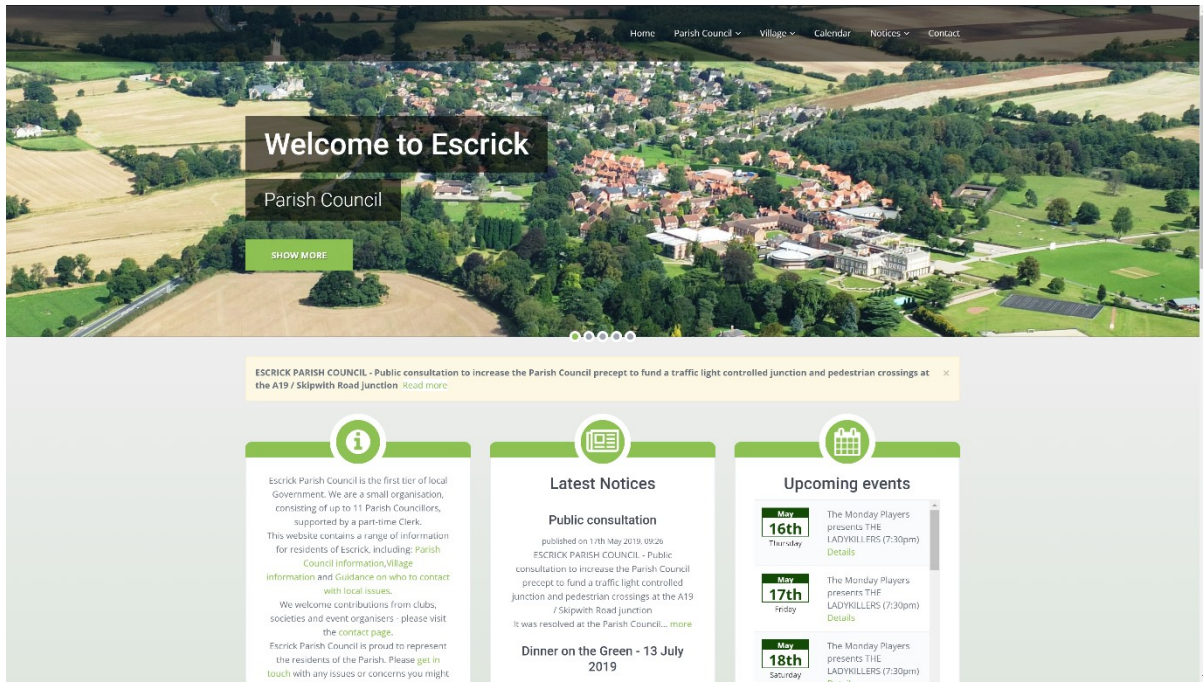


Figure 4: Banner on website homepage throughout the consultation period.

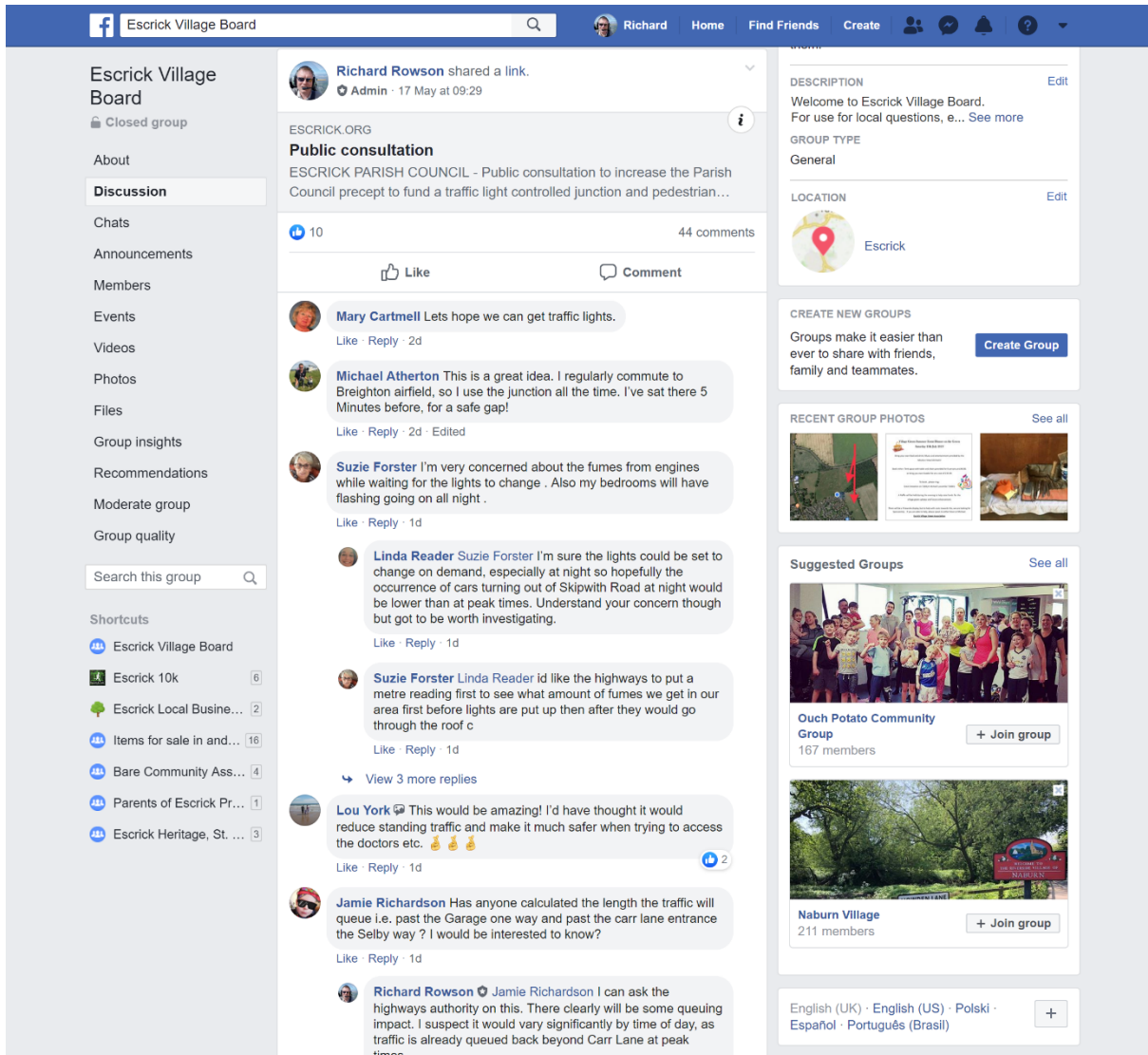


Figure 5: Notice on the village Facebook group

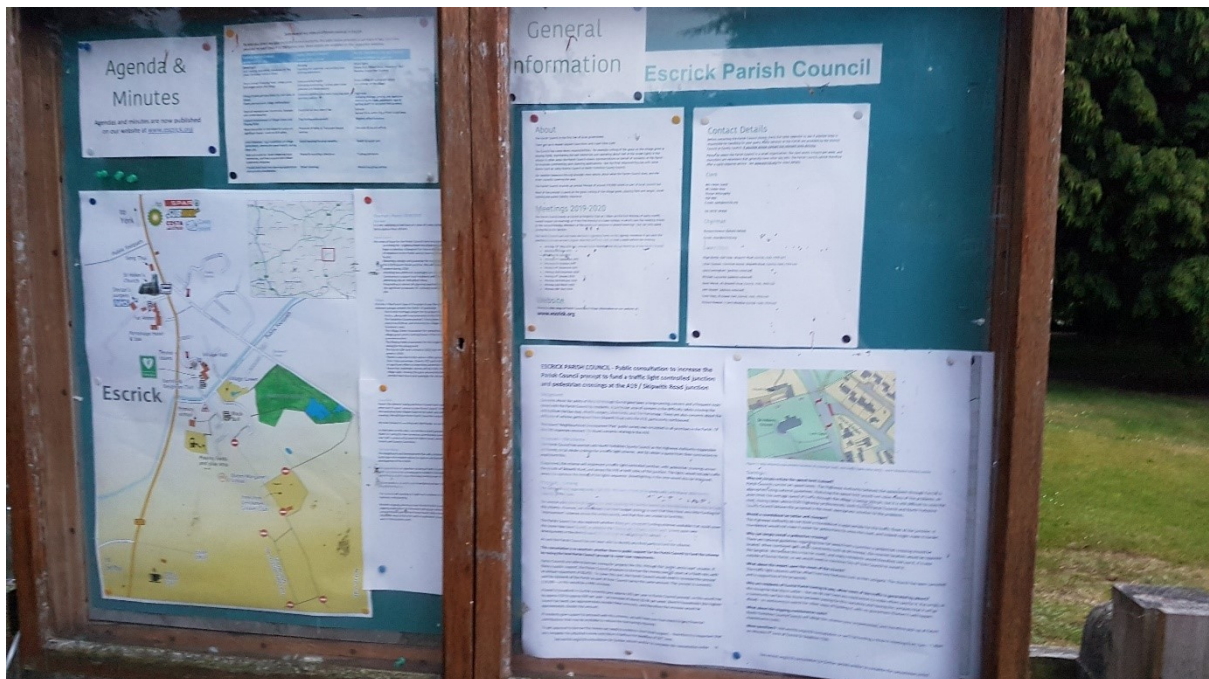


Figure 6: A3 sized copies of the consultation put on village noticeboard.

Escrick.org email alert

You have received this email because this email address is subscribed to alerts at www.escrick.org.

The following page has been published or updated on www.escrick.org :

Public consultation

<http://www.escrick.org/-/480>

ESCRICK PARISH COUNCIL - Public consultation to increase the Parish Council precept to fund a traffic light controlled junction and pedestrian crossings at the A19 / Skipwith Road junction

It was resolved at the Parish Council meeting on 13th May 2019 to consult residents of the Parish regarding the proposal to increase the Parish Council precept (council tax) to fund a loan to pay for a traffic light controlled junction and pedestrian crossing at the A19/Skipwith Road junction.

Residents are encouraged to read and participate in this consultation. [Click here](#)

[Click here to manage your email preferences or unsubscribe](#)

Sent on behalf of Escrick Parish Council. Please note that replies to this email address are not read. Please contact clerk@escrick.org with any Parish Council queries, or [website@escrick.org](http://www.escrick.org) for any other website queries.

Figure 7: Example email sent to ~ 61 recipients

Appendix 3 Consultation questions / concerns:

During the consultation questions and comments were received through various means, including email, verbal discussion with Councillors, and via social media.

Whilst there were many supportive comments, Councillors' attention is drawn to the following comments not supporting the scheme:

A3.1 Questioning the need

- Several residents questioned the need for the scheme.
- Several gave examples that personally they had little difficulty using the junction.
- At least one questioned why people needed to cross the A19 at busy times, and suggested those having difficulty might rearrange their appointments to quieter times.
- Several comments making the point that if the scheme was necessary then the highways authority would fund it themselves.
- Several pointed out that the accident record at the junction did not appear to be as severe as others perceived the risk to be.

Discussion:

These appear to be valid points. Different residents will reasonably have different views on the importance of the scheme based on various factors, probably including the extent to which it impacts them personally.

It may not be reasonable to assume that all of those affected can reschedule their appointments to different times, for example those crossing the road to catch a bus to work, or those offered a limited choice of appointment times at the surgery.

The accident record is factual. Some point to this as evidence that there is not a serious problem. Others take the stance 'why do we have to wait for someone to be seriously injured before doing anything?'

The highways authority has confirmed that the scheme is desirable, but that they can only fund essential schemes, not desirable ones.

A3.2 Questioning if it is the most appropriate solution to the problem

- Many residents suggested alternative solutions – in particular suggesting that a simple pedestrian crossing would be lower cost and meet the need.
- At least two residents suggested that the Parish Council was wrong to rule out a pedestrian crossing to the north opposite the Sang Thai.
- At least one resident suggested a footbridge.
- At least one resident suggested that modest improvements to the existing pedestrian refuge island could deliver significant benefits for modest cost.

Discussion:

- The pedestrian crossing solution has already been discussed with NYCC, and they cannot identify a suitable location within the NYCC boundary due to guidelines requiring separation from junctions/driveways/bends. It may be feasible to locate a pedestrian crossing further north, but this is outside Escrick Parish and North Yorkshire. Parish Councillors have previously expressed scepticism that it would be well used in such a location, given the extra walk required.

- A footbridge has not been evaluated in any detail. Parish Councillors previously indicated that this was undesirable given the visual impact, and difficulty that users with reduced mobility would have using it. It is also unclear if there is sufficient space within a convenient location.
- Improvements to the existing pedestrian refuge island may be feasible. Councillors should consider to what extent this would address concerns.

A3.3 Adverse traffic impacts

- Several residents raised concerns that the proposals would have an adverse impact on traffic flows – i.e. it would create more queues through the village, and increase the time to get out of the Skipwith Road junction
- Several residents raised concerns that there could be unforeseen changes to traffic patterns – for example Carr Lane being used as a short-cut to avoid the lights, or traffic migrating from Wheldrake Lane to Skipwith Road as a result of the lights making it easier to join the A19.

Discussion:

- These appear to be valid concerns. Rationally you would expect traffic lights to slow down traffic flows on the A19. The impact on traffic leaving Skipwith Road may be more varied, with traffic lights potentially helping at busy times, but holding traffic at quiet times.
- NYCC highways believe this is manageable and will not constrain the A19 overall as other junctions already act as a pinch point. The traffic lights will be modern lights with traffic sensors and the timing sequence can be optimised based upon demand.
- The ‘unforeseen’ impacts are more difficult to model as these depend upon human perception and behaviour.

A3.4 Localised concerns

- Concern about the impact of the light pollution from traffic lights ‘flashing’ through bedroom windows in neighbouring properties.
- Suggestion that ‘keep clear’ markings would be required abeam side roads and drives, so that queuing traffic at the lights doesn’t obstruct access.
- Suggestion regarding retention of existing traffic bollards.
- Concern that queuing traffic would increase fumes for neighbouring properties.
- Queries regarding whether the bus stop would relocate, and if so, to where.

Discussion:

- These appear to be valid concerns.
- Highways officers advise that the traffic lights used will be LED based, which allows them to be dimmed at night to reduce light pollution.
- Officers advise that ‘keep clear’ markings could be incorporated into the design
- Officers advise that the removal of existing bollards from the drawings was not intentional.
- The bus stop is actually a ‘hail and ride’ location, and neither the Parish Council nor County Council can prescribe such locations. The County Council public transport officer is approaching Arriva to facilitate a discussion about the most suitable alternative.

A3.5 Funding principles

- Some residents raised concerns that this is not the purpose of Parish Council funding to plug the gaps in schemes that other local authorities will not fund.
- Similarly several raised the point that the County Council or road tax should fund the scheme.
- One raised concerns that this would create a precedence for funding more schemes that should really be funded by others.

Discussion:

- This is a key issue for Parish Councillors to decide upon. This would be almost certainly the single largest expenditure made by the Parish Council in its history.

A3.6 Other points

- Several requests for specific additional bits of information (e.g. accident statistics)
- At least one request for a temporary version of the scheme to be implemented first before committing the full expenditure.
- One resident queried the borrowing costs, and thought cheaper borrowing may be available elsewhere

Discussion:

- Additional information provided wherever possible
- NYCC have advised that a temporary scheme is not possible.
- A Councillor has done informal benchmarking against the cost of borrowing in another local authority, and the rate quoted appears to be competitive.

A3.7 Process concerns

- Several questions relating to what constituted 'local support' and on what basis would Councillors make a decision.
- A specific request that Councillors should require a majority of all residences to vote in favour, not just a majority of votes cast.
- A few queries regarding why the survey was asking for 'one response per household' and not one vote per elector.
- At least one resident thought it was unfair that all votes counted equally, given that some households pay more than double the council tax than others.
- A representation that the Parish Council had not done sufficient consultation ahead of the consultation on whether to increase the precept.
- A representation that the survey should have allowed more responses rather than just a simple yes / no.
- One respondent claimed that there were serious flaws in the Parish Council's approach and that legal action would be taken if the Parish Council insisted on pushing ahead with the scheme. She would not provide details of what the flaws were, nor give her name to allow the PC to follow-up on these concerns.

Discussion:

- It is for Councillors to decide, based upon the evidence presented to them, if they wish to vote in favour of applying to borrow funds to fund the proposed scheme. There is no obligation to apply any specific thresholds to the survey results. Councillors should note

however that as the next stage in the process, Secretary of State approval to borrow is required, and that does require the Council to demonstrate local support.

- Unlikely larger authorities, Parish Council's do not currently have to hold a referendum on 'excessive' council tax increases. However, if Parish Councils were subject to the same criteria as larger authorities, these referendums require a majority of votes cast, not a majority of all eligible¹¹.
- The survey was done on a 'one survey per household' basis to provide a consistent way to respond. In the past the Parish Council has found a mix of some households submitting one response, and others submitting a response per person which may potentially skew the results. As one survey form is delivered per household, and as Council tax is charged per household, it seemed appropriate to encourage one response per household. Where households have submitted two responses, each response has been counted as a half.
- Whilst it would technically be possible to weight votes by the amount of Council tax paid, this is an unusual principle not commonly applied in British democracy (however analysis of the potential impact has been included in Appendix 4).
- As some residents were previously unaware of the proposals, there is clearly scope to improve levels of consultation but Appendix 1 outlines the steps taken.
- The Parish Council was advised¹¹ by the Democratic Services Officer at the Principal Authority (Selby District Council) not to undertake any consultation during the pre-election purdah period for approximately 6 weeks prior to 2nd May. As such there was a period immediately prior to the consultation when the Parish Council did not actively discuss the scheme. Unfortunately, at least one resident has interpreted this as an attempt to develop plans in secret. In practice, the consultation was ready to launch prior to the purdah period, and no changes were made to it during the purdah period (other than updating dates/timescales).
- The survey response used a template from Ministry of Housing, Communities and Local Government which had simple yes/no answers. However, residents were provided with other means to provide feedback such as via email, social media and public meeting. That feedback has been captured in this Appendix for Councillors to consider prior to their decision.
- Whilst there is always scope to learn and improve upon processes, the process taken appears to have been compliant with all necessary criteria, and the Council is unaware of the 'serious flaws' referred to by the complainant. The next step of the process will necessarily require the Yorkshire Local Council Association (YLCA) to validate the application prior to submission to the Secretary of State, and YLCA can be asked to verify that steps have been undertaken correctly. Similarly NYCC have been asked to review from their perspective.

¹¹ <http://researchbriefings.files.parliament.uk/documents/SN05682/SN05682.pdf>

Appendix 4 Survey results

210 survey responses were received in total.

These were checked against postal addresses in the Parish, and three were eliminated as being outside the Parish (these were in Deighton Parish). Several did not provide a full postal address. Where a postcode was provided and the postcode was within Escrick these were accepted. In one instance no address at all was provided and the survey was not counted. In one instance neither yes/no was ticked, and the survey was not counted.

Several households had returned more than one survey. In this case each vote was weighted at the reciprocal of the number of votes cast – e.g. if a household had made two votes, each vote counted as half.

After these two corrections the total number of votes for and against were:

Total eligible votes: 198

1. Are you in FAVOUR of the Parish Council going ahead with the A19/Skipwith Road Traffic Lights Scheme?

For: 167 (84%) Against: 31 (16%)

2. Are you in FAVOUR of the Parish Council going ahead with the A19/Skipwith Road Traffic Lights Scheme if it includes a council tax precept increase of 44% (equivalent to £18 a year for a band D household) for the purpose of the loan repayments?

For: 153 (78%) Against: 44 (22%)

This is out of approximately 390 eligible households in the Parish.

One resident had queried that it was unfair that all votes were equal, given that some households paid more than double the council tax of others. Whilst it is unusual in British democracy to link the amount of taxation paid to the weight of a vote, for completeness votes were weighted based upon the Council tax band of the property (Band A = 6/9, Band D = 9/9, Band H = 18/9, etc). This did not have a material impact upon the outcome:

Weighted response to question 2:

For: 207.1 (79%) Against: 56.3 (21%)

The turn-out of 198 (~51%) is better than previous surveys, which would suggest a good level of engagement and strong public interest.

Previous surveys / polls as benchmarks:

- District Council elections 2019: 38% turnout
- Neighbourhood Development Plan consultation 2018: 109 responses
- A19 speed concerns survey 2016: 66 responses
- Most recent contested Parish Council election (2013): 42% turnout

Appendix 5 Scheme design

See attached drawings from NYCC



Traffic light design -
Escrick TSE01.pdf



Lighting Scheme,
Skipwith Rd Escick.pdf

Appendix 6 Guidance on loans process

See attached guidance



150910 PARISH
GUIDANCE.pdf

Appendix 7 Traffic and accident statistics:

Traffic counts

Traffic statistics recorded just north of the village in 2018 recorded over 10,000 vehicles per weekday in each direction, with over 1,000 per hour in the peak hours (5pm – 7pm southbound, 8am – 9am northbound). Approximately 11% are OGV1/OGV2 (goods vehicles).

Although not directly comparable (as the time of year and precise location have varied) the 7-day vehicle counts for the A19 in Escrick are as follows:

2012: 108,000,

2016: 121,000

2018: 138,000

Vehicle counts for Skipwith Road for 2017 report 31,000 vehicles in a 7-day period.

Speeding statistics

Speed data is available for the A19 from 2016, and reports an average speed of 36-37mph, and 85th percentile of 41-42mph (i.e. 85% of vehicles below this speed). There is a designated police camera van location on the northern boundary of the village.

Pedestrian statistics

There are no recorded stats available reporting the number of pedestrians crossing the road. It is probable that the actual numbers do not reflect the demand, as some residents state that they drive to avoid crossing the road as a pedestrian.

An estimate could be made based upon the number of:

- 52 northbound bus services daily. If we assume an average of 2 passengers boarding/alighting each service (5% of bus capacity), this would generate demand of 104. Workers at/visitors to The Parsonage, Surgery, etc may also need to cross the road for southbound buses.
- Average of 160 surgery appointments daily¹², of which about 10% are estimated within walking distance (~6000 patients registered with the surgery, population of the village is ~ 1,200 – therefore maximum of 20% within the village; assume half of these within walking distance).
- Approx 60 - 100 pharmacy collections daily¹³, of which 10% estimated to be within walking distance
- Church / heritage hub / bell ringing – estimate 20 daily
- In total an estimate could be $104 + (16 + 8 + 20) \times 2 = 192$

Accident record

'Injury accident' data for 2008 – 2017 has been obtained. This shows 11 accidents reported at the junction, with 16 casualties, all categorised as 'slight'¹⁴.

¹² Statistic provided by practice manager

¹³ Statistic provided by practice manager

¹⁴ Slight accident: One in which at least one person is slightly injured but no person is killed or seriously injured. Slight injury: An injury of a minor character such as a sprain (including neck whiplash injury), bruise or cut which are not judged to be severe, or slight shock requiring roadside attention. This definition includes injuries not requiring medical treatment.

Appendix 8 Council tax details:

Council Tax is a banded property based tax with a 25% discount for sole adult occupiers. Each property is placed in one of eight Bands, A to H, depending on its assessed value as at 1st April 1991.

The total Council tax bill consists of components set by County Council, District Council, Parish Council and Police Fire and Crime Commissioner.

The Council Tax is normally reported as a charge for a Band D property.

The other bands are calculated as a proportion of Band D as follows:

- Band A = 6/9
- Band B = 7/9
- Band C = 8/9
- Band D = 9/9
- Band E = 11/9
- Band F = 13/9
- Band G = 15/9
- Band H = 18/9

Property band	Current Parish precept (2019/2020)	Estimated Parish precept with borrowing
Band A	£27.45	£39.53
Band B	£32.03	£46.12
Band C	£36.60	£52.71
Band D	£41.18	£59.30
Band E	£50.33	£72.48
Band F	£59.48	£85.65
Band G	£68.63	£98.83
Band H	£82.36	£118.60

A selection of Band D precepts for neighbouring Parishes are reported for reference:

Skipwith:	£0.00
Riccall:	£103.15
Kelfield:	£29.54
Cawood:	£51.00
Stillingfleet:	£23.75
Thorganby:	£42.19

Appendix 9 Letter of support

The attached letter of support has been received from District Councillor, Cllr Reader:

Dear Richard

I would like to express my full support for the proposed junction. As you will be aware I moved back to Escrick just over 9 years ago since which time I have lobbied the Parish Council to push for safety improvements at this notorious junction.

Our North Yorkshire County Councillor will also confirm that on calling to congratulate him the day after his election this was the one subject that I raised with him on that call.

In May I was elected as District Councillor for the Escrick Ward and as such part of my campaign focused on pushing for safety improvements at this junction.

There are many reasons we should do this. A three / four way junction is extremely difficult to manage for drivers especially when emerging from Skipwith Road to turn right to York. Over the years I have witnessed numerous accidents and panicky / dangerous manoeuvres by drivers who have been stuck for minutes on end in a long queue waiting their turn to emerge.

These issues are compounded by a bus stop in the middle of the junction especially when car drivers attempt to overtake a stopping / stopped bus in the middle of a junction. This in turn creates additional dangers for pedestrians, who are often less mobile or with children trying to get to the bus stop, surgery or church who have to contend with unpredictable traffic from up to four directions.

I believe that sheer weight of traffic rather than speeding is an issue - my experience waiting in the car at 6:25 this morning being a case in point as was our attempts to cross when leaving church on Sunday lunchtime (a regular problem even using the island).

A light controlled junction / crossing would also have the benefit of slowing and creating gaps in traffic at busy times which would also be welcome as the pavement along the A19 is very narrow and large vehicles in particular pass very close to pedestrians.

A possible additional benefit would be the relocation of the bus stop - possibly back to the middle of the village as the bus company's arguments around difficulties in emerging to the main road would be weakened, although I note that even professional drivers regard the traffic situation in the village as being hazardous.

On the other hand, a light controlled junction would not be pretty but this is a small price to pay for the safety of our community and loved ones. I also note that the Church has not raised objections to the proposals (indeed they, the hotel and the surgery would probably all benefit from the proposed controls)

I am aware that such changes do not come cheap but I firmly believe that this is the right thing to do and as such we as a community should be prepared to pay the relatively modest price to do the right thing for our village.

Kind regards

Neil Reader

Escrick resident and Selby District Councillor (Escrick Ward)