

**Notice of a public meeting of
Decision Session - Executive Member for Transport and Planning**

To: Councillor Gillies (Executive Member)

Date: Thursday, 11 August 2016

Time: 2.00 pm

Venue: The Thornton Room - Ground Floor, West Offices (G039)

AGENDA

Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democracy Support Group by **Monday 15 August 2016 at 4:00 pm.**

*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items will be considered by the Corporate and Scrutiny Management Policy and Scrutiny Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **Tuesday 9 August 2016 at 5.00pm.**

1. Declarations of Interest

At this point in the meeting, the Executive Member is asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

2. Minutes (Pages 1 - 6)

To approve and sign the minutes of the Decision Session held on 14 July 2016.

3. Public Participation - Decision Session

At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **Wednesday 10 August 2016 at 5:00pm**

Members of the public may speak on an item on the agenda or an issue within the Executive Member's remit,

Filming, Recording or Webcasting Meetings

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The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at http://www.york.gov.uk/downloads/file/6453/protocol_for_webcasting_filming_and_recording_of_council_meetingspdf

4. Consideration of the Objection received to a proposed amendment to the York Parking, Stopping and Waiting Traffic Regulation Order 2014: R16: St Benedict's Road, Residents' Priority Parking on Clement Street
(Pages 7 - 16)

The purpose of this report is to facilitate changes to the R16 Residents' Priority Parking zone (Respark) to allow vehicle access to a private parking area to rear of 113 Nunnery Lane accessed from Clement Street.

**5. Safe Routes To School – Sheriff Hutton Road, Strensall/
The Village** (Pages 17 - 48)

This report details the findings of a feasibility study into pedestrian safety at the junction of The Village and Sheriff Hutton Road, Strensall. The report also includes the results of consultation on a proposal to provide a vehicle activated sign on Sheriff Hutton Road, and seeks a decision on implementing the scheme.

**6. Pedestrian Crossing Request Evaluation and
Prioritisation Methodology** (Pages 49 - 62)

The purpose of this report is to agree a process for development of a new methodology for evaluating and prioritising pedestrian crossing improvement requests.

7. Urgent Business

Any other business which the Executive Member considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Judith Betts

Contact Details:

- Telephone – (01904) 551078
- Email – judith.betts@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

City of York Council

Committee Minutes

Meeting	Decision Session - Executive Member for Transport and Planning
Date	14 July 2016
Present	Councillor Gillies (Executive Member)
In Attendance	Councillor D'Agorne

11. Declarations of Interest

At this point in the meeting, the Executive Member was asked to declare any personal, prejudicial or disclosable pecuniary interests that he might have had in the business on the agenda. He declared that he had none.

12. Exclusion of Press and Public

Resolved: That the press and public be excluded from the meeting during the consideration of Annex 5 to Agenda Item 5 (Definitive Map Modification Order application to add a footpath to the Definitive Map and Statement: Hoisty Field, Fulford) on the grounds that it contained information which was likely to reveal the identity of individuals. This information is classed as exempt under paragraph 2 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by the Local Government (Access to Information) (Variation) Order 2006).

13. Minutes

Resolved: That the minutes of the last Decision Session held on 9 June be signed and then approved by the Executive Member as a correct record.

14. Public Participation - Decision Session

It was reported that there had been four registrations to speak at the meeting under the Council's Public Participation Scheme and that a Member of Council had requested to speak.

Definitive Map Modification Order (DMMO) application to add a footpath to the Definitive Map and Statement: Hoisty Field, Fulford

Graham Cheyne, a local resident, expressed concern at the Officer's recommendation to make an order and circulated photos showing the location of the footpath. He stated that the Public Right of Way across the land had been used for many years.

Doreen Crawley, a local resident, informed the Executive Member that she had used the footpath across Hoisty Field twice a day for forty years to walk her dog and during that time had not been prevented from doing so.

City and Environmental Services Capital Programme – 2016/17 Consolidated Report

Dave Merrett made comments in regards to the Clarence Street Bus Improvement Scheme Scrutiny and hoped that elements of the capital programme would be maintained such as the Bus Priority scheme.

Revisions to the Strategic Cycle Route Network Evaluation and Prioritisation Methodology

Paul Hepworth, from Cycling UK informed the Executive Member that Cycling UK supported the proposals as they would be of benefit as they would cut journey times to cycling commuters. He confirmed that new developments within the city needed to connect up to the strategic cycle route network and that it was necessary for planning contributions to be obtained from developers to fund work on the network.

Councillor D'Agorne mentioned a number of the schemes included in the annexes to the Officer's report including;

- the Heslington East-City Centre scheme. He suggested that an alternative bus scheme in Heslington Village could be introduced.
- He requested that the following schemes be classified as priority and integrated within a transport strategy for the Local Plan:

- 5 -High Petergate / Low Petergate / Colliergate / Fossgate / Walmgate(or Lendal / Blake Street, Davygate, Parliament Street
- 6 -Museum Street /Lendal Bridge / Station Road
- 13- Castle Piccadilly Foss Bridge

Dave Merrett spoke about the geography and the provision for cyclists on the routes within the strategic cycle network in particular; he was supportive of identifying whole routes on the network, and was concerned about the number of cross routes which had been displayed. He added that most cycling routes were towards the city centre and did not identify which of the bridges they were crossing, and the facilities on the bridges for cyclists were poor, particularly for those who were less confident.

He also commented about overall national funding for cycling per head of population, as he felt too little had been spent. He urged the Executive Member to continue to lobby the government.

15. Definitive Map Modification Order (DMMO) application to add a footpath to the Definitive Map and Statement: Hoisty Field, Fulford.

The Executive Member considered a report which asked him to make a decision on whether an application for a Definitive Map Modification Order (DMMO) to add a public footpath to the Definitive Map and Statement at Hoisty Field, Fulford met the legislative criteria.

The Executive Member received an update that representations had been received from Fulford Parish Council and Councillor Aspden in support of making the order.

The Executive Member considered the comments raised by the public speakers and the written representation received.

In coming to his decision, the Executive Member stated that as there did not appear to be sufficient evidence of broad public use of the footpath across Hoisty Field.

Resolved: That approval be given to Option A, not to authorise the Assistant Director of Governance and ICT to make a Definitive Map Modification to add a footpath to the Definitive Map and Statement.

Reason: The supporting evidence of use does not meet the application criteria.

16. City and Environmental Services Capital Programme - 2016/17 Consolidated Report

The Executive Member received a report which informed him the proposed changes to the 2016/17 City and Environmental Services Transport Capital Programme to take account of carryover funding and schemes from 2015/16.

The Executive Member considered the comments raised by the public speaker before making his decision.

Resolved: (i) That the carryover schemes and adjustments set out in Annexes 1 and 2 of the Officer's report be approved.

(ii) That the increase to the 2016/17 City and Environmental Services (CES) Transport Programme Capital budget be noted, subject to the approval of the Executive.

Reason: To enable the effective management and monitoring of the Transport Capital Programme.

17. Consideration of the Objection received to the proposed amendments to the York Parking, Stopping and Waiting Traffic Regulation Order 2014 R46: Lawrence Street, Residents' Priority Parking

The Executive Member received a report which asked him to consider an objection to changes to the agreed highway layout for the Vita Student Accommodation development at 126 Lawrence Street (St Joseph's Convent); planning reference 14/0204.

It was noted that there had been an objection to the proposal from a local resident regarding the removal of parking adjacent to their property and the provision of flashing lights at the crossing. Officers confirmed that the crossing would not include flashing lights and that the disabled parking bay would be placed within 15 metres of the resident's house.

Resolved: That the proposal be implemented as advertised in the Traffic Regulation Order and a residential disabled parking bay to be provided should any resident affected require this amenity at the time of the works.

Reason: To facilitate the agreed highway works identified within the planning process whilst taking into account the special needs of any resident most affected by the works.

18. Revisions to the Strategic Cycle Route Network Evaluation and Prioritisation Methodology

The Executive Member received a report which updated him on revisions to the current methodology used for evaluating and prioritising the strategic cycle route network.

After having heard all the representations raised by the public speakers, the Executive Member stated that he supported cycling in the city and in regards to the strategic cycling network felt it was best to consider whole routes, rather than to take a piecemeal approach.

Resolved: That the amendments to the methodology for the evaluation and prioritisation of the strategic cycle route network be noted and approved.

Reason: To enable the revised methodology, network and prioritised list of schemes to be adopted as council policy and to become part of the emerging Local Plan.

19. Petition - "Safer Road Crossing for Bishopthorpe Road"

The Executive Member received a report which presented him with a petition signed by around 350 people requesting safer road crossing facilities for Bishopthorpe Road at its junction with Campleshon Road.

Officers reported that the lead petitioner had expressed support at some of efforts that had been made to rectify the current situation but had been concerned that a zebra crossing would not be implemented.

The Executive Member noted Councillor D'Agorne's comments in respect of this item.

Resolved: That Option (i) be approved and

- Officers continue in their development of proposals as part of this year's School Safety programme with a view to implement an appropriate scheme in this financial year

Reason: To improve pedestrian crossing facilities on Bishopthorpe Road at its junction with Campleshon Road.

Councillor Gillies, Chair

[The meeting started at 2.00 pm and finished at 2.30 pm].



**Decision Session: Executive Member for Transport and Planning
11 August 2016****Report of the Director of City and Environmental Services****Consideration of the Objection received to a proposed amendment to the
York Parking, Stopping and Waiting Traffic Regulation Order 2014:****R16: St Benedict's Road, Residents' Priority Parking on Clement Street****Summary**

1. Amendments to the York, Stopping Parking and Waiting Traffic Regulation Order (TRO) are required to facilitate changes to the R16 Residents' Priority Parking zone (Respark) to allow vehicle access to private parking area to rear of 113 Nunnery Lane accessed from Clement Street.

The requested change requires the removal of a 9 metre parking area (space for 2 vehicles). To mitigate the loss of parking within the zone we have identified alternative locations to provide additional parking for 3 vehicles.

Recommendations

2. Implement the proposal as advertised.

Reason: To facilitate legitimate vehicle access from the public highway onto private land.

Background

3. The owners of 113 Nunnery Lane purchased from City of York Council (CYC), land to the rear of their property. They purchased the land for the expressed purpose of providing a private parking area for business use. Vehicle access, historically, has been possible from Spencer Street to the rear of 107-111 Nunnery Lane. CYC sold the land to the rear of 107-111 Nunnery Lane for development. Planning permission 15/01454/FUL for two semi-detached residential houses refers. The associated delegated report highlighted vehicle access to land to the rear of 113 Nunnery Lane would be removed and noted future access required removal of a resident parking amenity on Clement Street. Building works are now ongoing, leaving the owners of 113 Nunnery Lane without vehicle access.

There are two resident parking bays on Clement Street, both operational between 8am and 6pm, 7 days a week with a 60 minute allowance for non-permit holders within this time period. Between 6pm and 8am the space is available for all on a first come, first served basis.

The footpath adjacent to the Respark bay on the west side of the carriageway is not adopted highway but land owned by CYC, under the remit of Housing Services. Housing Services have granted permission to the owner of 113 Nunnery Lane to drop the kerbs to make parking available for 4 to 5 vehicles. No planning permission is required to facilitate this.

The owner has applied to Network Management for an amendment to the TRO. They intend to mitigate the loss of residential parking amenity by providing two spaces for neighbouring residents on their land by private arrangement. This is not an arrangement we can guarantee will continue on a permanent basis.

We are proposing to extend the resident parking bay on the east side of the carriageway by 4m and change the Resident Parking operational times to a full-time basis to ensure the space can only be used by permit holders overnight.

The proposal for Clement Street is:

- I. To revoke the 9m bay on the west side of the carriageway and replace with no waiting at any time to facilitate vehicle access to the private parking area to the rear of 113 Nunnery Lane.
- II. To extend the parking bay on the east side of the carriageway by 4m.
- III. To amend the hours of operation for the parking bay on the east side of the carriageway to operate 24 hours, 7 days a week.
- IV. To amend the current waiting restriction in the remaining turning head area, currently operational between 8am and 6pm to no waiting at any time.

Location plan with details is included as Annex A

4. **St Benedict's Road and Custance Walk**

The R16 Respark area is under pressure for space. We have identified two areas to add spaces without severely impacting on other road users. This will mitigate the loss of spaces on Clement Street.

- I. St Benedict's Road, revocation of 5m no waiting at any time restrictions and replacement with a Respark bay for one vehicle
- II. Custance Walk, revocation of 10m of no waiting at any time restrictions and replacement with a Respark bay for two vehicles.

Location plan with details is included as Annex B

Objection Details

5. We have received one objection to the loss of parking amenity on Clement Street.

Parking in the area is already very difficult. I struggle to see how removing parking bays will improve the parking amenity. There are a number of cars that compete to park on Clement Street overnight, most, if not all of which, have R16 permits. So a 24 hour 'no waiting at any time' will quite probably not improve this. Also, if this proposal was primarily concerned with improving residents parking, the obvious solution would be to not remove parking bays and introduce 24 hour no waiting time to the layout as it currently exists. An alternative solution would be to issue a new permit zone for Clement Street and issue a number of permits equal to the number of available parking spaces.

Has a professional study of the area been undertaken to verify the effectiveness of the proposed changes considering the cars with permits that are regularly attempting to park in the area? Has the effectiveness of increasing the length of the south east bay on Clement Street been assessed? If so are the results available? I would be uncomfortable if the proposed benefits are not based on some tangible evidence.

I understand that the owners of the land that is currently protected by bollards, that is now inaccessible from Spencer Street, would like access to their land. But this appears to be going forward as proposed to the detriment of others in the area. I bought my house on the not unreasonable assumption that I would be able to park nearby. I would not have bought a piece of land on the assumption that the local parking arrangements will change to allow me access as appears to be the case with the bollard protected land. It appears to me that the most reasonable course of action would be one that does not affect the parking opportunities for the people who have not made decisions based on the assumption that parking arrangements will be changed. I have no intention of objecting about a person or persons gaining access to their land, however I do not think this current solution is fair to others.

Options

6. a) Implement the proposal as advertised.

This is the recommended option because it will facilitate legitimate vehicle access from the public highway onto private land

b) Uphold the objection and leave the residents parking amenity on Clement Street unaltered

This is not the recommended option because permission has already been given to drop the kerb to allow legitimate access.

Analysis

7. The carriageway width on Clement Street is under 6m wide. This is insufficient for vehicles to park on both sides of the street and larger vehicles to pass. Parking on both sides of the carriageway has only been successful on Clement Street because it is a small cul-de-sac with no vehicle access leading from it.

Vehicle access for parking and deliveries will be improved with one sided parking.

Pressure for space

8. The R16 zone is under pressure for space. We cannot guarantee a space is available for any permit holder in any of our Respark areas. We would consider the whole zone when estimating the number of parking spaces against the number of permits issued. Investigations in 2014 concluded there were 245 full time permits issued across the whole zone for an estimated 269 spaces.

We are proposing to extend the resident parking bay on the south side of the carriageway by 4m from 13.5m to 17.5m in length. A 13.5m bay will comfortably accommodate two vehicles; a bay of 17.5m will accommodate three vehicles of average size. This will remove the turning head area, but the owners of the land to the rear of 113 Nunnery Lane are willing to allow vehicles to turn in the newly created dropped kerb area. The amendment to change a single yellow line to a double yellow line will remove further obstruction to vehicles parked on Clement Street and allow them to turn more easily.

To mitigate the loss of parking spaces we have identified areas on St Benedict's Road and Custance Walk for 3 spaces. Details of these are included as Annex B. We have not received any objections to this part of the proposal.

Consultation

9. The proposal was advertised in “The Press”, notices placed on street and adjacent properties within the R16 received details. North Yorkshire Police, Fire and Rescue Service, Ambulance Service, Freight Association and Haulier Association receive details of all proposed amendments to the Traffic Regulation Order.

Council Plan

10. The process confirms we are a council that listens to residents and works in partnership with local communities.

Implications

11. None

Financial

12. Implementation of the changes on Clement Street will be invoiced to the applicant. The additional spaces to be provided on St Benedict’s Road and Custance Walk will be financed from the 2016 Resident Parking budget allocation.

Human Resources

13. None identified

Equalities

14. None identified during the consultation period

Legal

15. The proposal requires an amendment to the York Parking, Stopping and Waiting Traffic Regulation Order 2014:

Road Traffic Regulation Act 1984 & the Local Authorities Traffic Orders (procedure) (England & Wales) Regulations 1996 apply.

Crime and Disorder

16. None identified

Information Technology

17. None identified

Land

18. None Identified

Other

19. None identified

Risk Management

20. There is an acceptable level of risk associated with the recommended option.

Contact Details

Authors:

Sue Gill
Traffic Technician
Transport
(01904) 551497

Chief Officer Responsible for the report:

Neil Ferris
Director for City and Environmental
Services

Report
Approved



Date 28 July 2016

Specialist Implications Officer(s)

There are no specialist implications.

Wards Affected:

Micklegate

For further information please contact the author of the report.

Annexes

Annex A: Proposed changes on Clement Street

Annex B: Proposed changes on St Benedict's Road and Custance Walk

Abbreviations

TRO: The York Parking, Stopping and Waiting Traffic Regulation Order 2014






CYC: City of York Council

IT: Information Technology

HR: Human Resources

Respark: Residents' Priority Parking

Key to Restriction Types Displayed




-  No waiting (ltd times - single)
-  No waiting 24
-  Res Park
-  Dis.Park (24)
-  NW 24 LBXS



Area to be built on removing current access

←
A wider access is required to achieve turning angle as parking bay is to remain in-situ opposite

PROPOSED AMENDMENTS TO TRAFFIC REGULATION ORDER

- Approximate position of telegraph pole preventing rear access from St Benedict's Road
-  Revocation of Residents' Priority Parking Bay, currently operational between 8am and 6pm, with 60 minutes allowance for non-permit holders To be replaced with no waiting at any time restrictions (double yellow lines)
-  Extension (4m) of Residents' Priority Parking Bay. Existing operational times (as above) to be amended to 24 hour restriction, 60 minute allowance to remain unaltered
-  No Waiting Restriction on Clement Street currently operational between 8am and 6pm to be amended to no waiting at any time (double yellow lines)



**Clement Street
Proposed Amendment to R16 Residents' Priority Parking Zone**

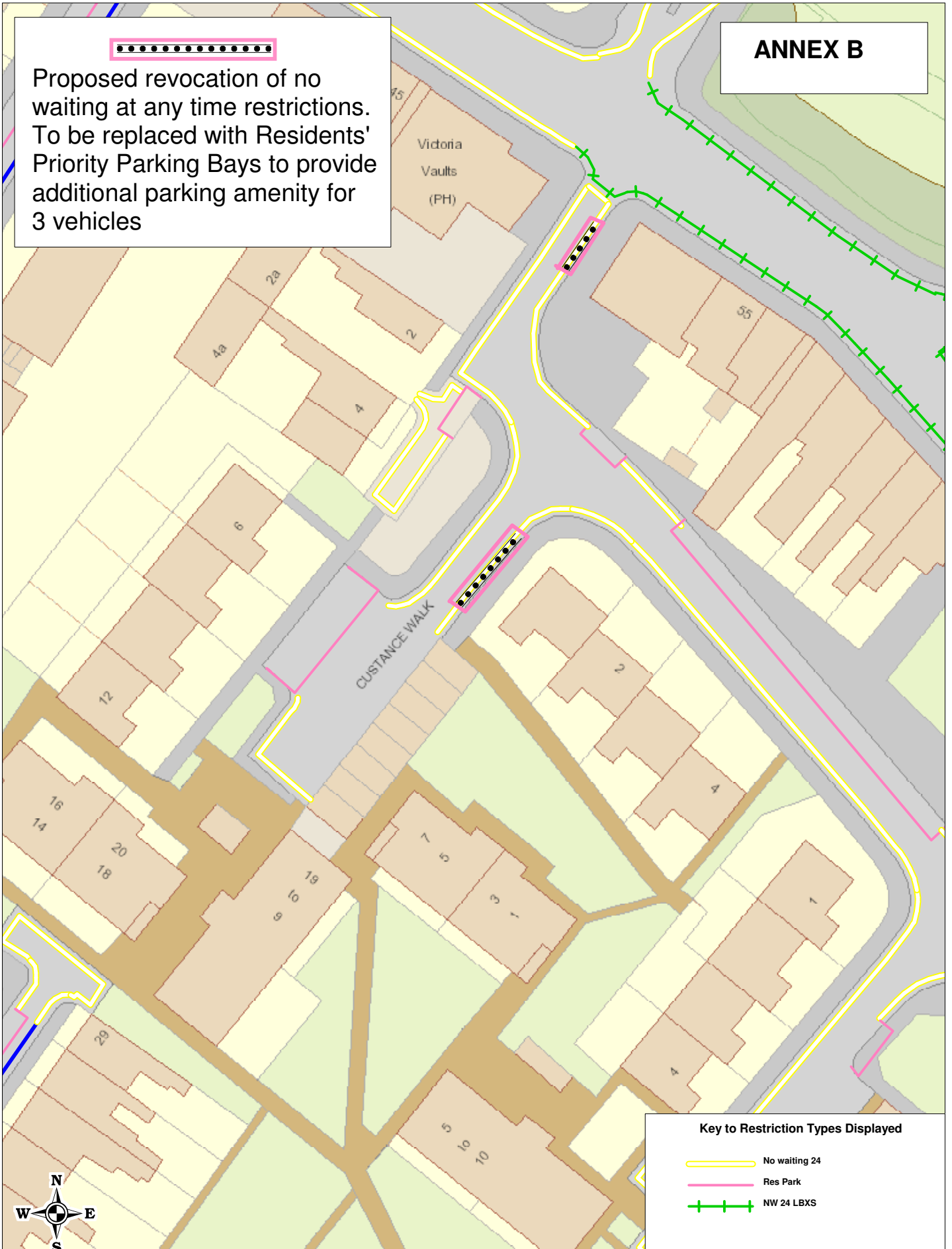
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ANNEX B

Proposed revocation of no waiting at any time restrictions. To be replaced with Residents' Priority Parking Bays to provide additional parking amenity for 3 vehicles



Key to Restriction Types Displayed

- No waiting 24
- Res Park
- + + + NW 24 LBXS



**Annex B
R16 St Benedict's Road, Custance Walk**

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**Decision Session – Executive Member for
Transport and Planning**

11 August 2016

Report of the Director of City and Environmental Services

Safe Routes to School-Sheriff Hutton Road / The Village, Strensall

Summary

1. This report details the findings of a feasibility study into pedestrian safety at the junction of The Village and Sheriff Hutton Road, Strensall. The report also includes the results of consultation on a proposal to provide a vehicle activated sign on Sheriff Hutton Road, and seeks a decision on implementing the scheme.

Recommendations

2. It is recommended that the Executive Member approves:
3. Option (i) – Approve the introduction of the proposed signs (**Annex E**), along with the changes to the riverside path access (**Annex B**). Additionally approve the provision of a hatch marking to tighten the entry radius at the junction (**Annex F**).

Reason: This option provides a value for money safety scheme which aims to make crossing the road safer.

Background

4. There have been long standing concerns regarding pedestrian safety on Sheriff Hutton Road between the hump back bridge and the junction with the Village. In 2011 Robert Wilkinson Primary school completed a review of its travel plan, and crossing the road close to this particular junction was raised as an issue. In response to these concerns a feasibility study was carried out by City of York Council and minor alterations made to the existing dropped crossing point at the junction.

5. On 5 November 2014 an accompanied child was involved in an accident on Sheriff Hutton Road close to the junction resulting in a minor injury. Following the accident a petition was received by City of York Council in December 2014 which stated:

“We the undersigned, as residents of Strensall, call upon City of York Council (CYC) to put measures in place to protect children crossing the junction of ‘Sheriff Hutton Road’ and ‘The Village’ before a further accident occurs.”

6. The petition was presented to the Cabinet Member on 19 February 2015. At the meeting it was resolved that the Cabinet Member:
 - i) Instruct Officers to undertake an update of the feasibility study carried out in 2011.
 - ii) Instruct Officers to hold a site meeting with representatives of the local community.

Feasibility Report

7. Officers met with local representatives in April 2015 which helped to shape the direction of the feasibility study. The study was added to the Safe Routes to School element of the 2015/16 Capital Programme and planned for completion by the end of March 2016.
8. The report (presented in full as **Annex A**) considered the following options for improving pedestrian safety at this location:
 - A controlled crossing – Zebra or Puffin
 - Pedestrian Refuge
 - Rumble Strips
 - Vehicle Activated Sign (VAS)
 - Guardrail

Full signalisation of the junction was not considered in any detail at this time as it was not considered to be in keeping with the village environment, and would have a significant impact on parking in the area.

9. The report also noted that the T-junction with a dropped kerb crossing arrangement is not unique and the layout of the junction

itself doesn't introduce any site specific hazards. The significant difference between this junction and other similar locations in the city is the proximity to the hump back bridge.

10. The report concluded by recommending the following options:
 - a. Introduce a pedestrian refuge to improve the existing crossing arrangement at the junction. This would require utilities diversions and a potential landtake to be successful.
Estimated cost: £60,820
 - b. Provide a permanent warning sign with an additional vehicle activated component to warn southbound drivers that they are likely to encounter pedestrians crossing the road on the other side of the bridge. Estimated cost: £5,000 (see Appendix D within Annex A)
11. To provide a cost / benefit analysis of the two options recommended in the feasibility report accident savings have been estimated and the First Year Rate of Return (FYRR) calculated for each proposal (see **Annex B** for full calcs). The predicted accident savings for the signing option is lower than the refuge scheme as there is no alteration to the crossing point itself. However the signing scheme is significantly cheaper than the refuge and still considered to offer an accident reduction at this site. The FYRR results were as follows:

Pedestrian Refuge

- Predicted accident saving in the first year 0.33 casualties
- *FYRR = 49%*

Signing option

- Predicted accident saving in the first year 0.16 casualties
- *FYRR = 292%*

This analysis demonstrates that the sign proposal also offers better value for money than the pedestrian refuge scheme although it does not address all of the concerns at the junction location. The refuge scheme would address concerns relating to traffic from all directions but has a lower value for money and is not affordable within current budgets.

12. As the vehicle activated sign option would have immediate benefit and could be delivered within existing budgets consultation has been undertaken on the detail of the location of the sign. Subject to approval the sign could be delivered soon after the decision.
13. Additionally the feasibility study identified that the existing access arrangements to the riverside path allow users to exit straight onto the carriageway close to the bridge where visibility is at its worst. The existing bollards do nothing to stop children who may have run ahead of parents walking straight out into the road. To address this problem the report proposes a new gated arrangement (shown in **Annex C**), which is designed to replace the existing bollards. Estimated cost: £4,000.

Consultation

14. A letter and plan (shown in **Annex D**) with details of the VAS option were issued to properties on Sheriff Hutton Rd along with the Parish Council, the local primary school, Ward Councillors, political party spokespersons, the emergency services and other external interest groups. A summary of the responses received is given below.
15. North Yorkshire Police (NYP)

North Yorkshire Police have objected to the erection of the VAS citing the following road safety concerns;

NYP – “The siting of the VAS is opposite the junction into the new housing development (Fossvie Close) and will not indicate to any driver emerging from the estate.”

Officer response – Local residents exiting the estate are likely to be travelling at a low speed and furthermore will be familiar with the site and the potential for pedestrians crossing south of the bridge. However, having reviewed the site the sign can be relocated to ensure that motorists emerging from Fossvie Close have sight of the sign.

NYP – “It is noted that there are no plans to erect other traditional warning signs to TSRGD, which the VAS would usually be expected to supplement.

The VAS sign will be misleading to motorists, unless it is activated only when pedestrians are crossing or in the road.

The signs intended purpose, as a VAS, is to forewarn motorists of an actual hazard not a potential hazard which may or may not be present.

Pedestrians and drivers will not be aware if the sign were to break or power supply be interrupted, leading to a danger to both pedestrians and motorists.”

Officer response – The sign is made up of two elements, a traditional retroreflective warning sign with supplementary plate to The Traffic Signs Regulations and General Directions 2016 (TSRGD) and a vehicle activated sign mounted beneath. As the traditional sign is visible 24/7 the issues raised by NYP are not applicable. The standard sign Diag No. 562 along with the supplementary plate ‘Pedestrians crossing’ can be used to warn of the potential for pedestrians to be crossing the road ahead.

NYP – *“The sign appears to be used as a speed management tool as it is activated by the approach speed of vehicles and the sign under TSRGD is clearly not intended for that purpose.”*

Officer response – The speed activated element of the sign is not designed as a speed management tool. Its intention is to draw the attention of any driver that is exceeding the speed limit to the warning sign.

To try and reduce speeds before the bridge an advisory 20mph speed limit plate accompanying the hump bridge warning sign is now proposed. This will help to provide a series of warnings on approach to the hazard. The advisory limit also allows the VAS part of the pedestrian crossing warning sign to be set to trigger at speeds over 20mph. The amended proposed is shown in **Annex E**.

NYP – *“The sign will rapidly be brought into disrepute, as motorists discover no pedestrians in the road and create a more dangerous situation at this location than before.”*

Officer response – It is the Officer’s opinion that drivers who regularly use the route are already aware that pedestrians cross the road to the south of the bridge. The sign acts as a notification to road users who are new to the area.

16. Strensall Parish Council (SPC)

Strensall Parish Council has not directly objected to the provision of the new sign but has made the following comments;

SPC – “The proposals only address vehicles approaching the junction from the north. The speed of vehicles turning left into Sheriff Hutton Road from The Village is dangerously fast and a danger to pedestrians attempting to cross the road.”

Officer response –The junction is designed to accommodate the large agricultural traffic which passes through the village hence the larger radii which unfortunately does allow cars to turn at a higher speed. However, recent speeds surveys recorded northbound average traffic speeds at 20mph on Sheriff Hutton Road between the junction and the bridge. Therefore, it can be assumed that most vehicles are not negotiating the junction at speeds any higher than this. As the entry radius cannot be reduced the best way to address this perceived danger is to provide an overrun strip which visually reduces the radius but allows larger vehicles to overrun it. Initially this could be formed from a hatched road markings (as shown in **Annex F**).

SPC – “To cross this junction safely traffic from three directions has to be controlled.”

Officer response – Pedestrians currently cross the road safely with only one slight casualty accident recorded in at least the last 15 years. To control traffic from all directions would require full signalisation of the junction something which is completely out of keeping with the rest of the village environment and would cause delays to traffic using the route.

SPC – “There should be a 40mph intermediate buffer zone from the 60 mph limit before entering the 30 mph limit on Sheriff Hutton Road. The 30mph limit needs to be set further back to encourage traffic to slow down on the approach (with the aforementioned 40mph buffer zone).”

Officer response – The 30mph limit gateway is positioned at the start of the built up area of the village. This is a standard position for village entry gateway as it associates the change in speed limit with a change in environment. The average recorded speed of southbound vehicles at the existing 30mph limit is 33mph, this is not considered excessive especially considering the surrounding environment at this point. A buffer zone is unlikely to change current behaviour as it makes no alteration to the road environment. The addition of an advisory 20mph limit (**Annex E**) would provide a step down before the bridge to try and slow drivers further as they approach the area where pedestrians are crossing the road.

SPC – *“The “No footway” sign is no longer relevant in its present location and needs to be re-positioned to face traffic travelling in a northerly direction.”*

Officer response – The “No footway ahead” sign was erected to warn drivers that there was no footway between New Lane and a point south of the bridge. The presence of the cemetery means pedestrians are likely to travel between there and the village and needed to walk in the road for part of this journey. As part of the Tannery development a pedestrian cycle bridge and new section of footway have been provided completing this missing link. Therefore it is proposed that the sign be taken down. It is not necessary to sign the route out of the village as having no footway as it is a rural road with no attractors for pedestrians and therefore drivers would not expect a footway to be present.

SPC – *“A flashing slow down sign on the approach to this bridge will not prevent a pedestrian fatality at the junction.”*

Officer response – The proposed sign is considered an appropriate response to the problems identified at the site, as discussed in detail in the feasibility report (**Annex A**).

17. Ward Councillors

Cllr. Doughty

“The proposed solution only seems to pay attention to traffic movement from Sheriff Hutton. It is a T junction with traffic from three directions.

The long standing will of the village is that a crossing is provided to protect pedestrians in particular. There was also previous suggestion of barriers at the junction to encourage crossing in a safer location.”

Officer Response – The additional proposals shown in **Annex F** seek to address traffic turning in from The Village but as previously explained controlling traffic from all three directions via full signalisation is not considered appropriate at this location. Consideration to guardrail was considered and discounted as part of the feasibility study (**Annex A**).

Cllr. Douglas
No response

18. Local Residents

Four residents responded to the consultation.

Three supported the introduction of the sign. Whilst the remaining respondent questioned if anything could be done to address the speed of vehicles turning into Sheriff Hutton Road and suggested that there appears to be no safe crossing point between the bridge and the junction.

Officer Response - The additional proposals shown in **Annex F** seek to address traffic turning in from The Village. The existing crossing point at the junction of Sheriff Hutton Rd and The Village is considered safe as the recorded accident took place 50 metres North of the crossing point. Detailed considerations of options for a controlled crossing are available in the feasibility study (**Annex A**).

19. Robert Wilkinson Primary Academy

The Principal of Robert Wilkinson Primary Academy responded on behalf of the school, noting that the “safety of the pupil’s in the village is paramount” and that he and the school would welcome the introduction of the sign.

20. The York Consortium of Internal Drainage Boards

The drainage board have access rights to the riverside path to perform maintenance and were consulted regarding the proposed gate arrangement. They responded to confirm that the proposals were satisfactory.

Options

21. Option (i) – Approve the introduction of the proposed signs (**Annex E**), along with the changes to the riverside path access (**Annex B**). Additionally approve the provision of a hatch marking to tighten the entry radius at the junction (**Annex F**).

Option (ii) – As option (i) but with revisions as the Executive Member deems appropriate.

Option (iii) – Do nothing, reallocate spend elsewhere.

Analysis

22. Option (i) - The proposed sign warns all southbound drivers on Sheriff Hutton Rd that they could encounter pedestrians crossing the road ahead. It also provides a secondary warning via the VAS sign to any drivers who are travelling above a set speed (to be determined). Whilst it is recognised that this option does not provide a significant upgrade to the existing pedestrian crossing arrangements south of the bridge as the Parish Council have requested, a scheme of this nature would be significantly more expensive than the sign proposal.
23. The changes to the riverside path which is currently managed by the Parish Council will ensure that small children on their way to school or into the village cannot run straight out into the carriageway. However, they will slow down some users especially anyone on a bike and can be difficult to negotiate for anyone with mobility problems.
24. The additional markings at the junction should help to slow turning traffic which was flagged as a concern by a number of respondents to the consultation.
25. Response to the consultation has generally been in support of the proposals north of the bridge. Unfortunately existing budgets mean it is not possible to address all of the concerns south of the bridge at this time. However, the alterations to the scheme which have been made in light of the comments received do round out the proposals to offer further benefits for all road users.

26. A methodology to prioritise funding to deliver pedestrian crossings following requests made by residents is due to be considered by the Executive Member at the Decision Session on 11 August. The refuge scheme could be evaluated against other requests across the city using this process.
27. Option (ii) - This option offers the Executive Member the opportunity to further consider the views of the consultees and instruct officers to review certain elements of the scheme further. However, funding for any of the requests made by the consultees, such as a fully signalised crossing, would need to be found and the spend justified against the other priorities in the capital programme. Furthermore the introduction of some of the other measures discussed in the feasibility report (**Annex A**) are not considered suitable for this location and could lead to an increase in accidents.
28. Option (iii) - The request for measures to protect children crossing Sheriff Hutton Rd was raised via a petition from local residents. The feasibility study identifies issues which need to be addressed and therefore doing nothing is considered an inappropriate response to the original request.

Council Plan

29. The potential implications for the priorities in the Council Plan are:

A Council That Listens To Residents

- The feasibility study and its recommended proposals were initiated by a petition put together by local residents, by acting on this request City of York Council demonstrates it is listening to residents. Consultation has included local residents and the Parish Council to allow a continued dialogue with the people most affected by the proposals.

Implications

30.
 - **Financial** – The Safe Routes to School allocation for the scheme in 16/17 is currently £10k. Spend to June 2016 is £4k and the estimated cost of the scheme is £10k.

To cover the increased spend it is proposed to reallocate £5k of the Safe Routes to School budget to this scheme. This will be ratified in the quarter one Capital Programme monitoring report.

- **Human Resources (HR)** - There are no HR implications.
- **Equalities** - There are no equalities implications.
- **Legal** - There are no legal implications.
- **Crime and Disorder** - There are no Crime and Disorder implications.
- **Information Technology (IT)** - There are no IT implications.
- **Property** - There are no Property implications.
- **Other** – If approved the sign would be a Highway asset and will be maintainable by CYC.

Risk Management

31. In compliance with the Council’s risk management strategy, the following risks associated with the recommendations in this report have been identified and described in the following points, and set out in the table below:
32. Authority reputation – this risk is in connection with the public perception of the Council if work is not undertaken following the receipt of a petition and the completion of a feasibility study which recommends work be carried out and is assessed at 10.

Risk Category	Impact	Likelihood	Score
Organisation/ Reputation	Minor	Probable	10

33. This risk score, falls into the 6-10 category and means the risk has been assessed as being “Low”. This level of risk requires regular monitoring. If a scheme is approved for implementation then this risk will be mitigated.

Contact Details

Author:

Chief Officer Responsible for the report:

**Ben Potter
Engineer
Transport Projects
Tel No. 01904 553496**

Neil Ferris, Director of City and Environmental Services

**Report
Approved**



Date 26 July 2016

**Specialist Implications Officer
Financial**

Jayne Close
Principal Accountant (City And Neighbourhood Services (CANS) & City and Environmental Services (CES) Finance)
Tel No.01904 554175

Wards Affected: Strensall



For further information please contact the author of the report

Background Papers:

Cabinet Member Decision Session Petition Strensall Report –
19/02/2015

<http://modgov.york.gov.uk/ieListDocuments.aspx?CId=738&MId=8525&Ver=4>

Annexes

Annex A – Safer Routes to School, Feasibility Study – Sheriff Hutton Road / The Village Strensall – March 2016. (includes Appendices A, B, C and D)

Annex B –Calculation of First Year Rate of Return for Scheme Options.

Annex C - Proposed Gate arrangement for Riverside path access.

Annex D - Proposed Sign - Consultation Letter and Plan

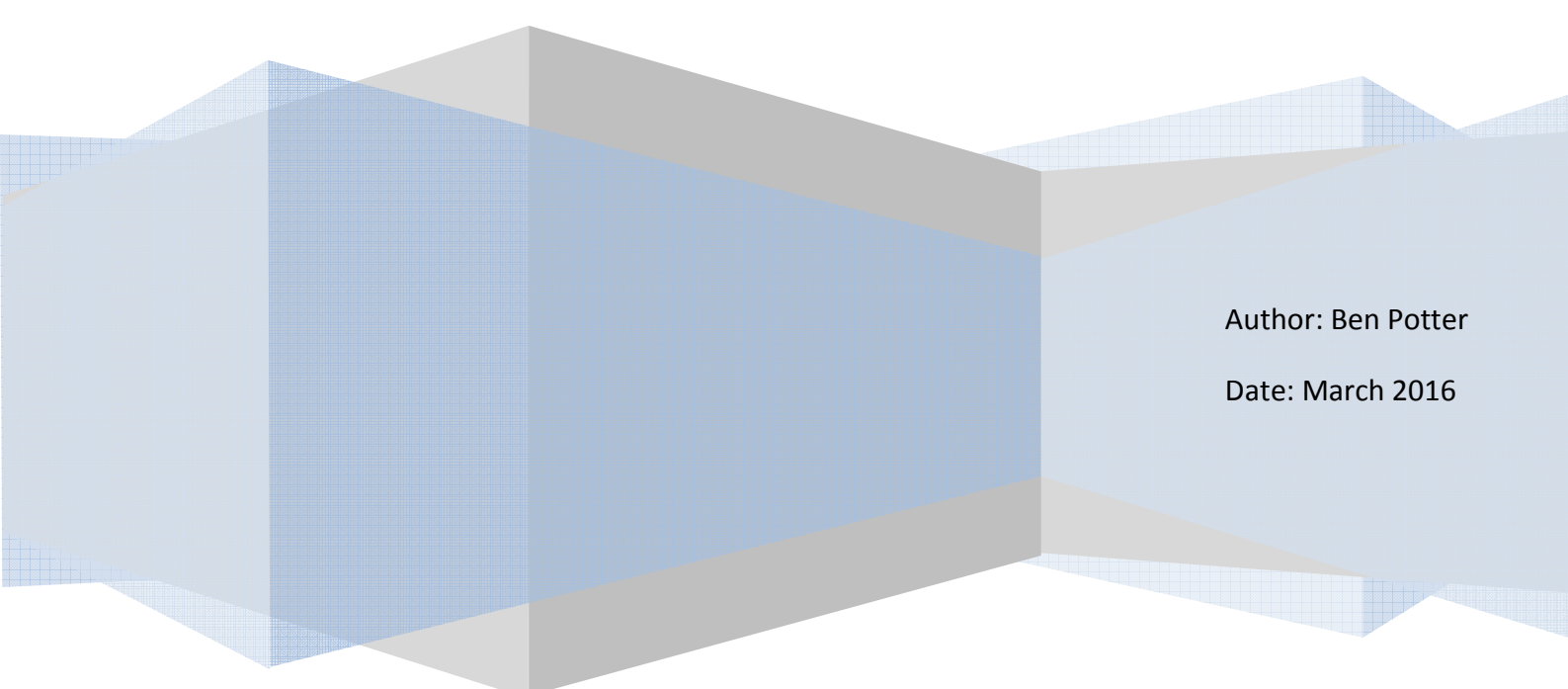
Annex E – Revised Sign location plan

Annex F – Radius Reduction – Road Marking

City of York Council

Safer Routes to School, Feasibility Study

Sheriff Hutton Road / The Village, Strensall



Author: Ben Potter

Date: March 2016

Sheriff Hutton Road / The Village, Strensall – Safer Routes to School Feasibility Study.**Background**

On 5 November 2014 an accident occurred at the junction of Sheriff Hutton Road and The Village in Strensall in which an accompanied child on their journey school received a minor injury. Subsequently on 19 February 2015 a petition was considered by the Cabinet Member for Transport, Planning and Economic Development, which stated;

“We the undersigned, as residents of Strensall, call upon City of York Council (CYC) to put measures in place to protect children crossing the junction of ‘Sheriff Hutton Road’ and ‘The Village’ before a further accident occurs.”

The Cabinet Members decision instructed officers to undertake an update of the feasibility study carried out in 2011. This original feasibility study considered road safety improvements in the area and is available as background papers to the February 2015 report. Following the feasibility study work to improve the existing dropped crossing point at the junction was undertaken.

Between 2011 and 2015 significant changes have taken place in the area with the construction of the new development north of the river on the old Tannery site and so this update to the feasibility study also considers the impact of the development on the surrounding highway.

Site information

(A basic site plan is shown overleaf with a detailed site plan provided in **Appendix A**)

The junction of Sheriff Hutton Rd and The Village is a t-junction on the northern edge of Strensall village. The immediate surrounding area is made up of residential and business properties with a chemist and a public house situated on the two radii. There is also a church and a convenience store nearby.

Sheriff Hutton Road runs north to south with a humpback bridge approximately 85m north of the junction. A recent residential development (Fossview Close) north of the bridge has also provided a pedestrian / cycle bridge.

There is an existing river side footpath which runs along the southern side of the River Foss terminating at Sheriff Hutton Road, this is not a CYC maintained public right of way, but is looked after by the Parish Council. Vehicle access to the path is currently controlled by a series of removable timber bollards, the only key holders are the Parish Council and Foss Internal Drainage Board. A kissing gate is provided for pedestrians but is not utilised as it is easier to pass between the bollards. A gated arrangement is planned for the access with a larger kissing gate to accommodate pushchairs and bicycles (plan shown in **Appendix B**).



Sheriff Hutton Road is subject to a 30mph speed limit on its approach to the junction with a gateway comprising 30mph speed limit signing, red surfacing with a 30mph roundel road marking preceded by a series of dragons teeth.

Warning signs are also provided on the southbound approach including a bend warning sign accompanied by a no footway warning. Approximately half way between the speed limit gateway and the bridge is a warning sign of the hump bridge.

Due to the rural surroundings the road is frequently used by agricultural vehicles.

Data

Data has been gathered to enable analysis of vehicle behaviour at the site, a summary is provided below.

Accident Record

In the 10 year period, 01/01/2005 – 31/12/2014, there have been no injury accidents at this location other than the accident on 5 November 2014, classed as a 'slight'.

Pedestrian Survey data

A Pedestrian crossing survey was carried out as part of the 2011 study. Crossing movements for the 50m section of Sheriff Hutton Road adjoining The Village junction between 7am and 7pm are presented below.

<i>Location</i>	<i>Total peds crossing in 12 hours</i>	<i>Total children crossing 8am-9am</i>	<i>Total children crossing 3pm-4pm</i>
Sheriff Hutton Rd 50m section adjoining The Village junction	267	30	21

Vehicle Speeds

Speed data was taken in two locations.

Site1: At the start of the 30mph limit to establish if drivers were slowing to a suitable speed before they entered the lower limit. Site 2: The south side of the bridge to establish vehicle speeds as they entered the area where pedestrians are most likely to be crossing.

Site 1**Site 2**

Direction	South	North	Direction	South	North
Mean	33	35	Mean	19	20
85th Percentile*	39	40	85th Percentile*	22	24

*85th percentile is the speed not exceeded by 85% of the vehicles recorded.

Traffic Flow

Average traffic flow on Sheriff Hutton Rd, 7am – 7pm

Northbound: 1506 *Southbound:* 1750

Approximately 2 vehicles a minute.

Analysis of the issues

The main problem in this area is the lack of intervisibility between pedestrians and traffic especially for vehicles travelling southbound and having to negotiate the bridge. The main crossing locations are south of the bridge at the access to the river side path and at the existing crossing point provided on the mouth of the junction. The recent housing development has provided a footway on the western side of the road which encourages pedestrians to cross close to the bridge without considering the lack of forward visibility for drivers which reduces the chance of a vehicle stopping in time. The new pedestrian bridge is also for use by cyclists but no suitable facility has been provided on the adjacent path to for cyclists to return safely to the carriageway.

Vehicle speeds at the entry to the 30mph limit are reasonable for the surrounding environment. The data at site two shows that most drivers are aware of the lack of visibility and are slowing considerably as they pass over the bridge, with mean speeds well below the posted limit.

There is also access to a riverside path on the northern side of the bridge via a very small gate and a set of timber steps. As part of the new development a link path has been established which encourages pedestrians to use this route, even though visibility is very poor particularly to the south as any traffic is masked by the bridge.

Options

Options for improving safety have been split into two categories which aim to solve the problem in different ways.

1. Improve the crossing facilities

1a. Guardrail

Guardrail assists in guiding pedestrians to a suitable crossing point and can help to focus driver's attention to that point. However, it is not extensively used at village locations and can lead to pedestrians and cyclists becoming trapped between it and a vehicle. Guardrail must also be set a minimum of 450mm from the kerb edge to ensure it is not struck by passing traffic. The eastern footway is not wide enough to accept this and allow pedestrians to easily pass, especially with pushchairs or wheelchairs. To work well the guardrail would need to lead pedestrians to the crossing point without allowing opportunities for them to cross elsewhere. This would not be possible at this location because there are three vehicle crossings between the bridge and the junction (including the river side path access) which would need to be accessible by the owners of the properties.

1b. Controlled crossing

A controlled crossing works by giving pedestrians priority over the vehicular traffic. This could be a Zebra crossing or signal controlled Puffin crossing. Both require good visibility. Zebra crossings need the intervisibility between pedestrians and drivers and a Puffin needs good forward visibility of the signal heads. The site is not suitable for the introduction of a controlled crossing for the following reasons;

- i) The close proximity to the junction. If a crossing were installed between the junction and the bridge drivers would need to be able to turn into Sheriff Hutton Road, judge the situation and stop, this would push the crossing closer to the bridge, reducing visibility for southbound traffic.
- ii) Forward visibility to the crossing point based on the recorded speeds should be 50m, this is not achievable due to the hump back bridge.
- iii) Footway widths are not adequate to allow pedestrians to pass anyone waiting to cross.

Provision of a controlled crossing also relies on pedestrians crossing in a single location. Additionally controlled crossings can also increase accident rates as pedestrians feel safer so may cross without adequately checking for oncoming traffic.

Signalisation of the junction was not considered as part of this study but would have an impact on parking in the area and is not in keeping with the village environment.

1c. Pedestrian Refuge

At sites where controlled crossings are not suitable a pedestrian refuge island can help pedestrians cross more easily as they only need to judge one direction of traffic at a time. As there is already a crossing point at the junction an option to provide a refuge island as part of this established crossing was investigated.

The design shown in **Appendix C** includes a 2.0m wide island to allow pedestrians to wait in the centre of the carriageway. However, the existing road width isn't adequate to provide this feature and still accommodate turning vehicles, especially larger agricultural type vehicles and coaches. To be able to accommodate this feature the road would require widening and to ensure the western footway could be retained, a land take would be required from the owners of The Ship Inn public house. As a worst case scenario this would require a compulsory purchase, however it is possible that they would dedicate the land significantly reducing the costs.

Road widening of this nature can also require the diversion of statutory utilities equipment (pipes / cables / ducts). To help estimate the cost of the scheme the utilities companies with equipment in the area have been contacted and estimates provided where possible. A breakdown of the potential cost of the scheme is shown below:

Compulsory purchase of land -		£10,000
Stats diversions –	NPG (Elec)	£17,500
	Yorkshire Water	£10,420
	NGN	£10,900
Construction		£12,000
TOTAL		£60,820

Again this option only provides a crossing point in one location and relies on pedestrians joining Sheriff Hutton Road walking down to the junction.

2. *Warning southbound drivers of pedestrians crossing on the south side of the bridge.*

2a. Rumble strips

Rumble strips provide a physical and audible warning to drivers that they are approaching a hazard or significant change to the highway. They are usually provided in the form of a countdown with the number of strips increasing as you approach the feature. They could be used in conjunction with a pedestrian warning sign to highlight to drivers that they may encounter pedestrians in the road. However, national guidance on rumble strips suggests they should not be used close to residential properties as they generate noise and potentially vibration, this is likely to be exacerbated by the number of larger vehicles using the route. The strips also wear easily and can become a maintenance problem.

2b. Vehicle Activated Sign

A vehicle activated sign (VAS) could be introduced before the bridge (see **Appendix D**). The proposed design would display a caution warning sign along with a 'Pedestrians crossing' supplementary plate (Fig1). The VAS portion of the sign would be a second plate with a 'SLOW DOWN' message on a rectangular black face which flashes using a series of LEDs. The LEDs are positioned such that they are easily visible to drivers but have little impact on surrounding properties. The sign could be set to trigger when vehicles are travelling over a certain speed to target drivers

approaching the bridge at a higher than desirable speed. The estimated cost to provide and install the sign is £5,000.



Fig1. Diag No. 562 with supplementary plate No.563. Vehicle activated panel with 'SLOW DOWN' text.

Other identified issues

Two other issues were identified when investigating the site;

1. Cyclists rejoining the carriageway south of the bridge.
2. The link path encouraging crossing movements on the northern side of the bridge.

These issues should have been dealt with by the developers of the new residential site through the road safety audit process and officers are seeking copies of the completed road safety audits for examination.

The most appropriate solution for the cycle issue would be to extend the existing kerb side barrier on the western footway further south. This would prevent pedestrians crossing so close to the bridge and allow the off-road cycle facility to be extended creating a more suitable location for cyclists to rejoin.

Recommendations

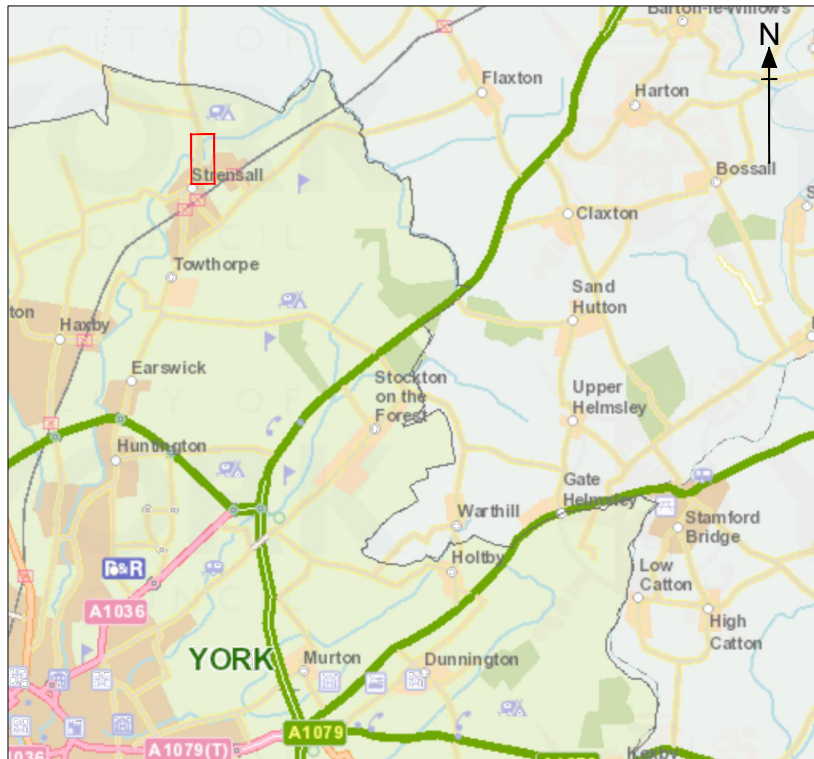
Having reviewed the site and identified the main problems it is clear that many of the standard solutions would not work at this location, due to the reduced visibility caused by the existing bridge arrangement and the lack of available highway space.

To address the problems identified two elements are recommended for implementation:

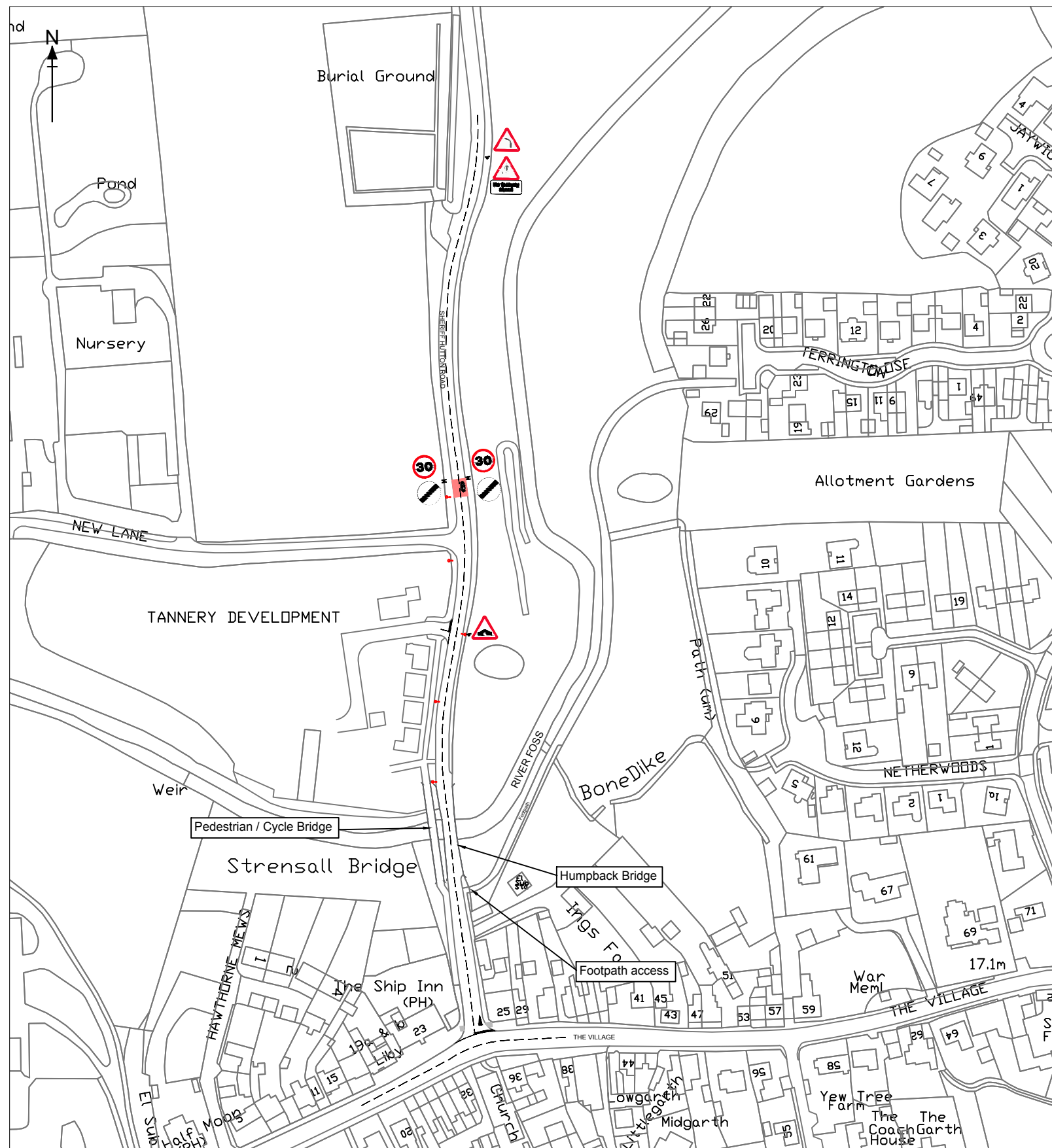
Improve the crossing arrangement through the introduction of a pedestrian refuge (**Appendix C**) to improve the crossing at the junction. Unfortunately the required utilities diversions and potential land take make this solution very expensive and unaffordable from current budgets unless other sources of funding can be found.

The second solution is to warn drivers of the potential for pedestrians crossing the road before they cross the bridge. A vehicle activated sign (**Appendix D**) should be installed on the approach to the bridge to warn southbound drivers they may encounter pedestrians in the road. This warning is not specific to any one crossing point so addresses all potential crossing locations.

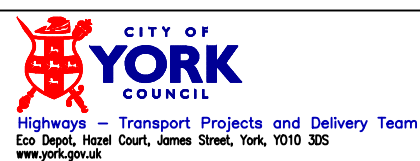
Additionally, signing close to the burial ground which warns of pedestrians in the carriageway due to the lack of footway is no longer relevant as a footway has been provided by the developer. It is therefore recommended that the sign be removed to ensure drivers are not given incorrect, confusing information and will help to focus drivers on the other signing in the area (**Appendix D**).



Location Plan



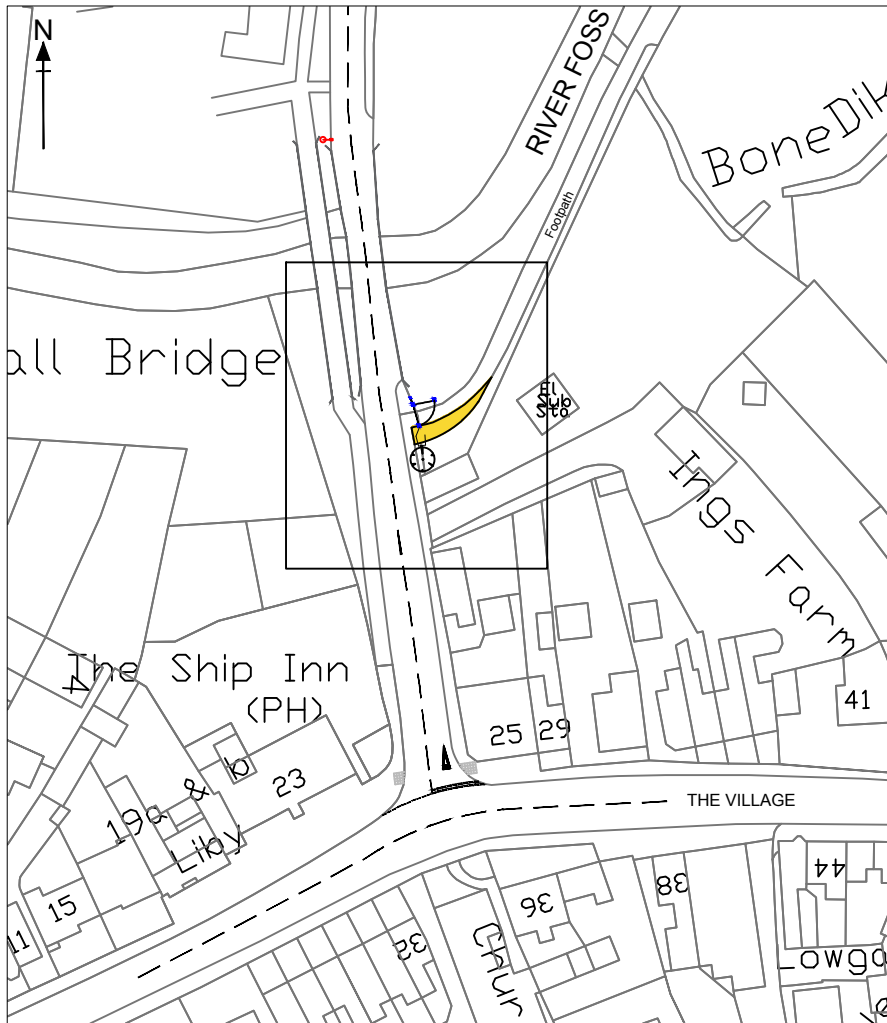
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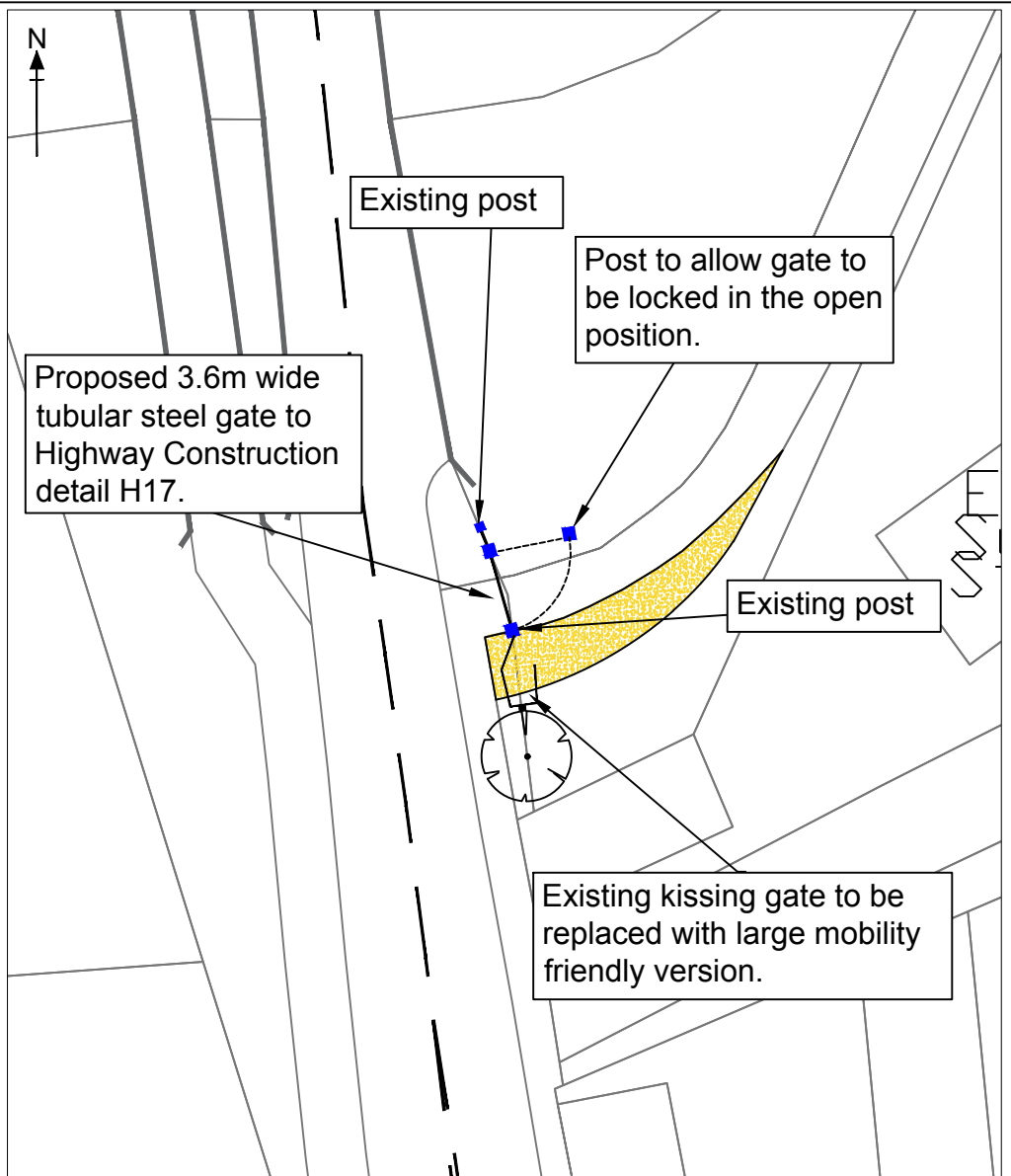
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SCALE NTS	A3		
DATE 15/03/16			

SHERIFF HUTTON ROAD / THE VILLAGE
SAFETY IMPROVEMENTS FEASIBILITY STUDY
SITE DRAWING

TP/150008/APPENDIX A



KEY:
 Extents of new path widening



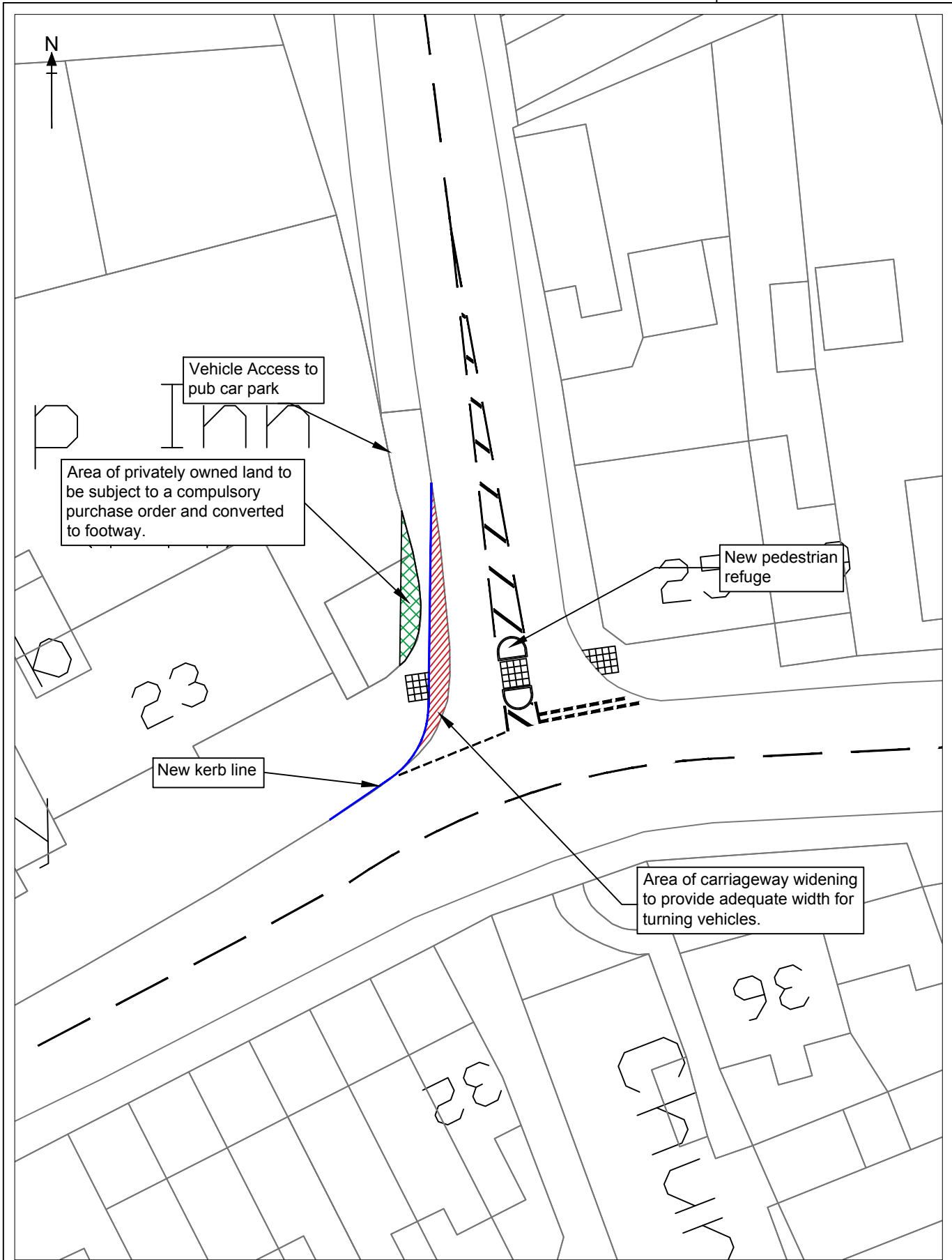
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DRAWN BY	B.POTTER			
CHECKED BY	A.OTHER			
SCALE	NTS	A4		
DATE	15/03/16			

SHERIFF HUTTON RD / THE VILLAGE
 SAFETY IMPROVEMENTS FEASIBILITY STUDY
 GATE IMPROVEMENT PLAN

TP/150008/APPENDIX B

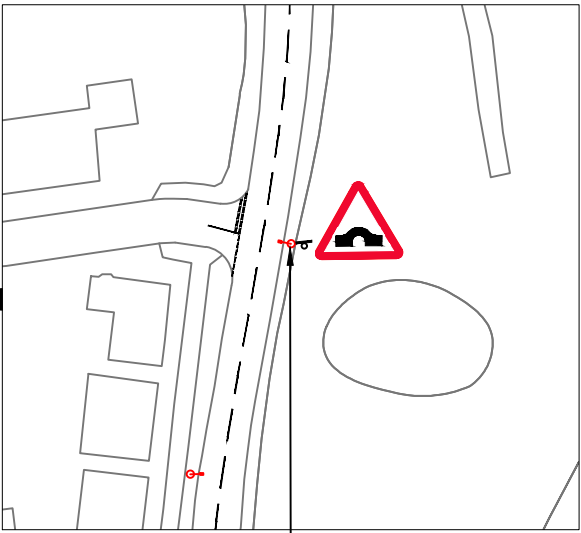
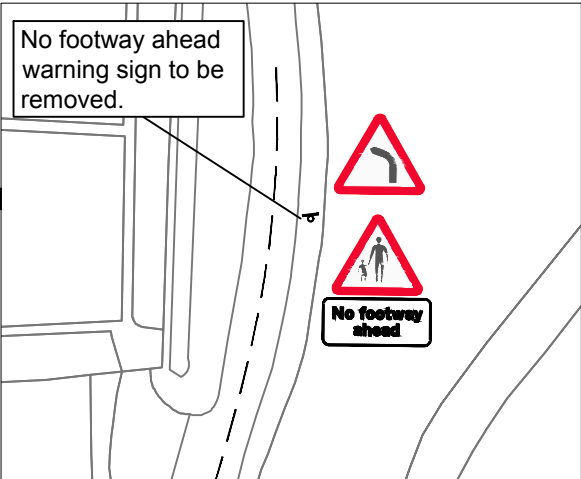
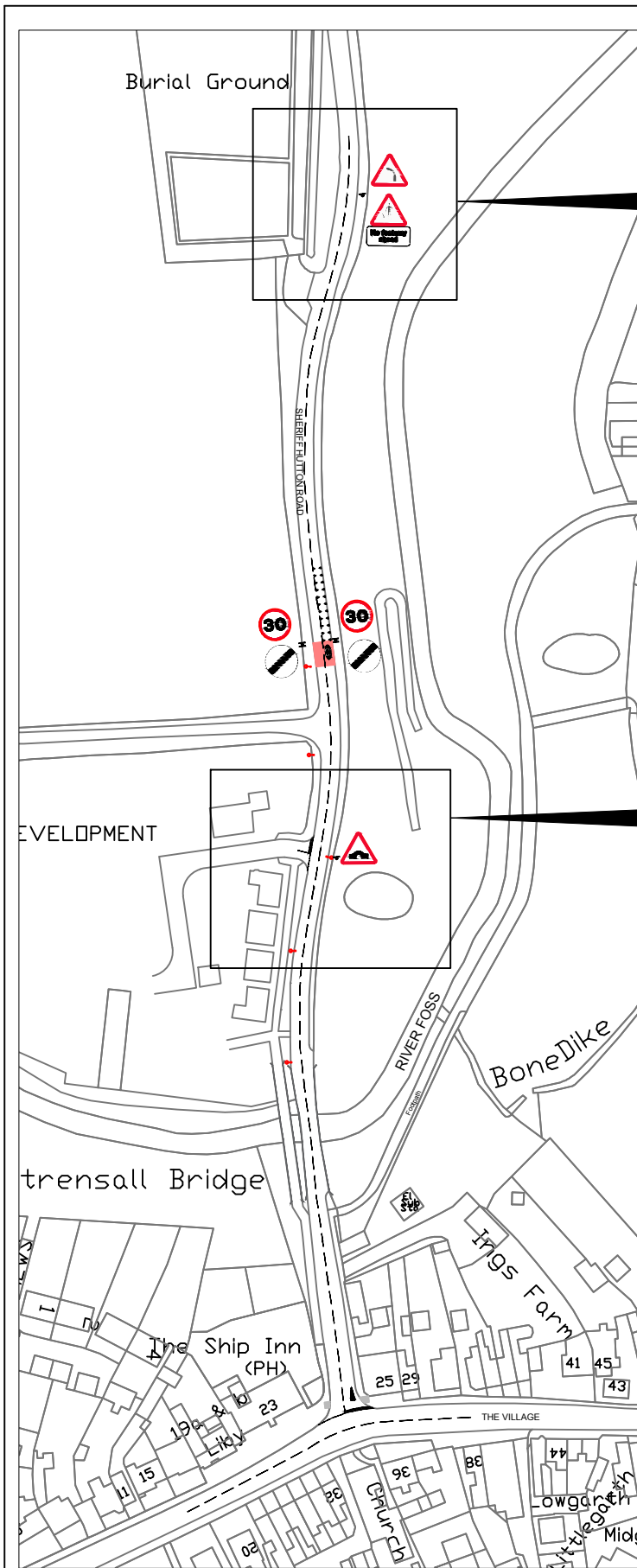


Highways – Transport Projects and Delivery Team
 Eco Depot, Hazel Court, James Street, York, YO10 3DS
 www.york.gov.uk

SHERIFF HUTTON ROAD / THE VILLAGE
 SAFETY IMPROVEMENTS – FEASIBILITY STUDY
 PEDESTRIAN REFUGE, OUTLINE DESIGN

REV	AMENDMENTS	DATE	TP/150008/APNDX C	SCALE	NTS
			Drawn B.POTTER	Checked A N OTHER	DATE 15/03/16

APPENDIX D



Introduce a warning sign with vehicle activated 'SLOW DOWN' LED text plate. Mounted on existing lighting column.

Standard retroreflective warning sign with supplementary plate and grey backing board.

Flashing LED panel activated based on approaching vehicle speed.



CITY OF YORK COUNCIL
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SHERIFF HUTTON ROAD / THE VILLAGE
SAFETY IMPROVEMENTS – FEASIBILITY STUDY
VEHICLE ACTIVATED SIGN

REV	AMENDMENTS	DATE	TP/150008/APNDX D	SCALE	NTS			
			Drawn	B.POTTER	Checked	A N OTHER	DATE	15/03/16

CALCULATION OF FIRST YEAR RATE OF RETURN FOR SCHEME OPTIONS

$$\text{First Year Rate of Return} = \frac{(\text{forecast casualty reduction} \times \text{average cost per casualty}) \times 100}{\text{estimated scheme cost}}$$

Result is given as a percentage

Notes.

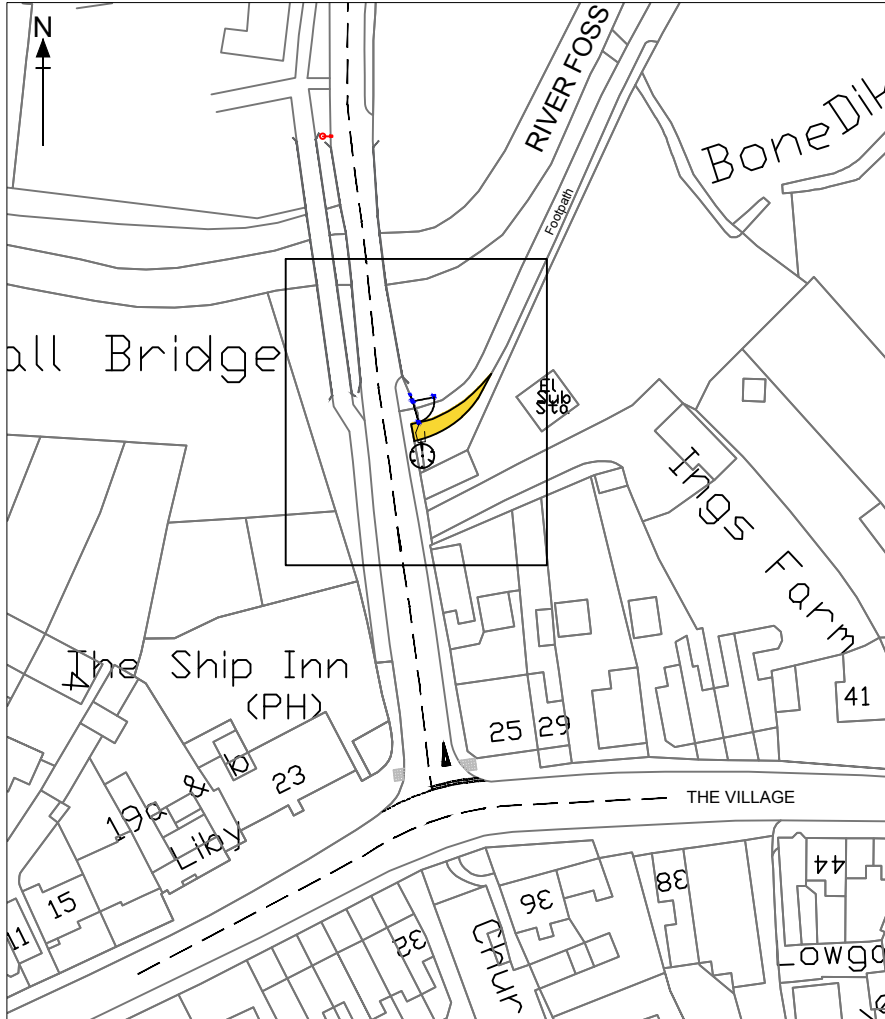
1. The average cost per casualty accident, in a built up area, is £91,112 and is taken from the Transport Analysis Guidance October 2013.
2. The number of casualties at the site is 1 in the last 3 years.

Pedestrian refuge option.

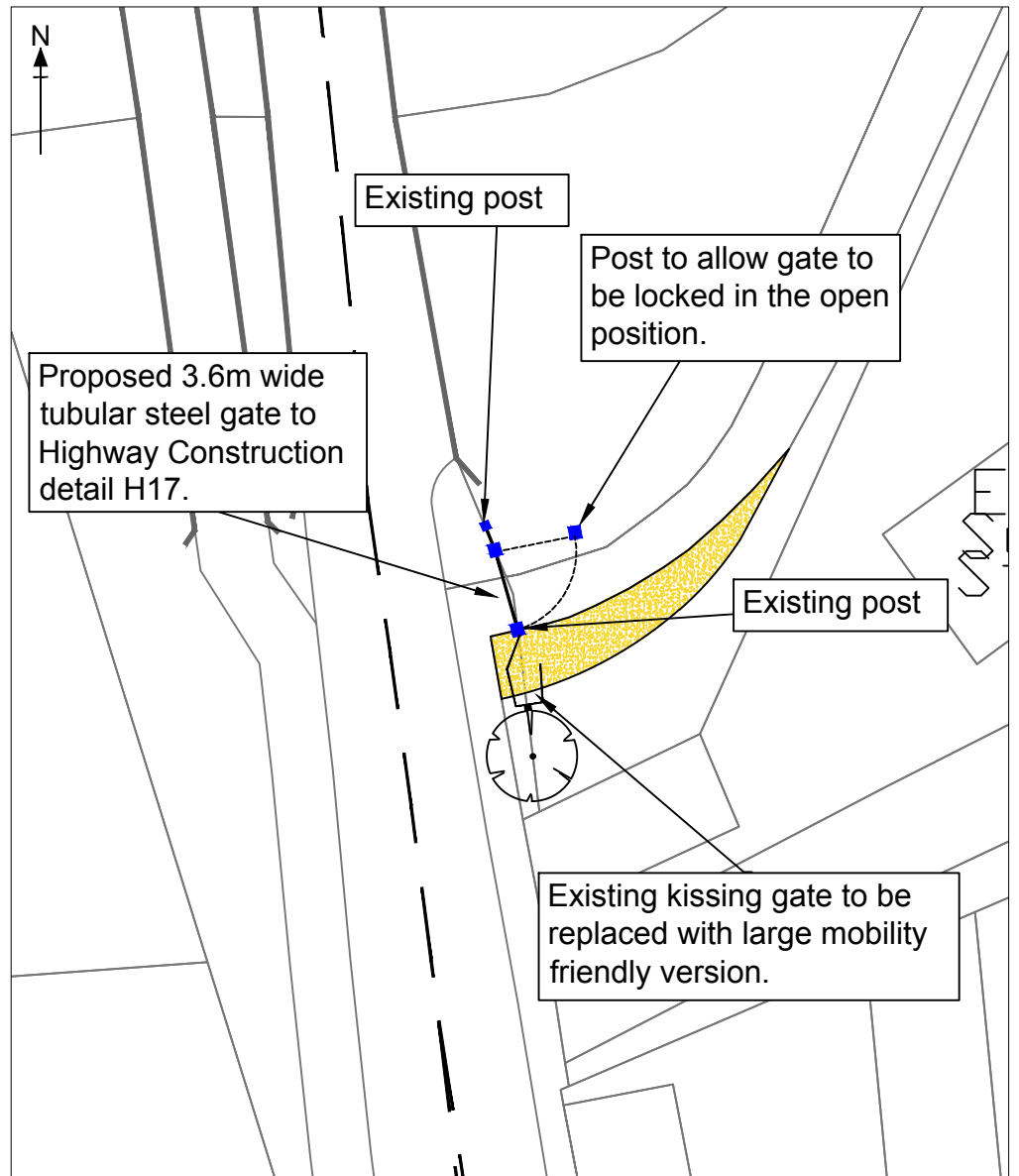
Estimated cost of option	£60,820
No of casualties saved	0.33 casualties per year (1 over 3 years)
FYRR	$= \frac{(0.33 \times £91,112) \times 100}{£60,820}$
	= 49%

Signing option.

Estimated cost of option	£5,000
No of casualties saved	0.16 casualties per year (0.5 over 3 years)
FYRR	$= \frac{(0.16 \times £91,112) \times 100}{£5,000}$
	= 292%



KEY:
 Extents of new path widening



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B.POTTER				
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DATE	15/03/16			

SHERIFF HUTTON RD / THE VILLAGE
 SAFETY IMPROVEMENTS FEASIBILITY STUDY
 GATE IMPROVEMENT PLAN

TP/150008/ANNEX C

ANNEX C



City & Environmental Services

Hazel Court Eco Depot
James Street
York
YO10 3DS

Contact: Ben Potter
Tel: 01904 553496
Email: ben.potter@york.gov.uk

26th May 2016

Dear Resident,

Consultation, Vehicle Activated Sign – Sheriff Hutton Bridge approach

Following the receipt of a petition from local residents calling for measures to protect children crossing the junction of Sheriff Hutton Road and The Village in Strensall, a feasibility study has been completed to evaluate potential measures.

The proposed scheme recommended in the feasibility report is to provide a sign on the approach to the bridge warning drivers of the potential for pedestrians crossing. A controlled crossing such as a zebra or signalised crossing was considered for the area but could not be recommended due to the hump back bridge reducing visibility on approach.

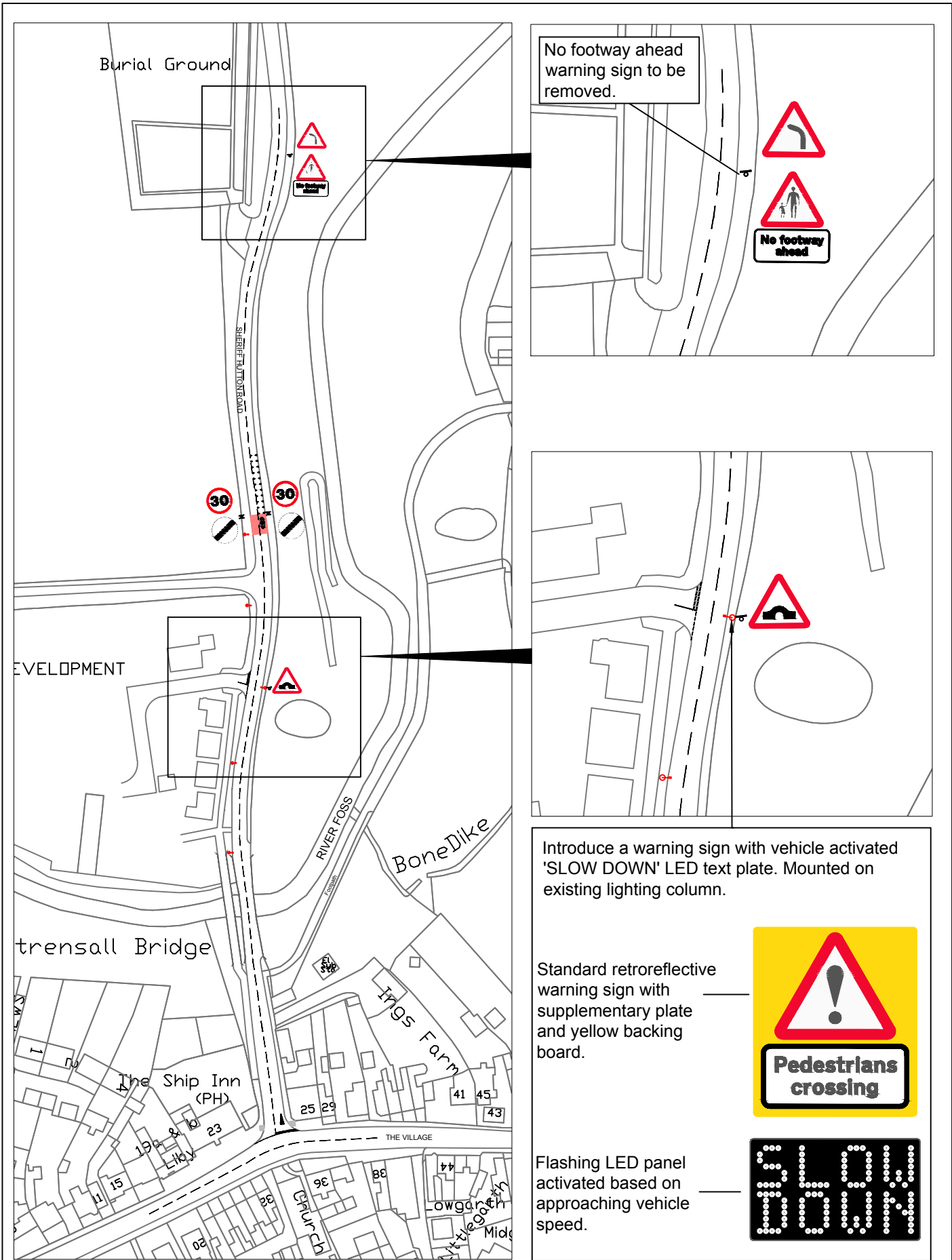
The proposed sign consists of two elements, a standard exclamation mark warning sign with a supplementary plate including the text 'Pedestrians crossing' and to provide a further message a vehicle activated LED sign plate which flashes the text 'SLOW DOWN' mounted underneath. The LED text would be activated based on vehicle approach speed. Additional minor alterations to other signing in the area is also planned and is shown on the drawing on the back of this letter.

If you would like to make any comments regarding these proposals, please submit them to me at the above address no later than **Thursday 16th June 2016**, either in writing or by email.

The feasibility report will be presented to the Executive Member for Transport and Planning at a Decision Session meeting on 11th August 2016 for consideration alongside any comments received.

Yours faithfully

Ben Potter
Engineer – Transport Projects



No footway ahead warning sign to be removed.

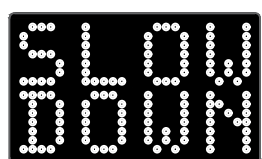


Introduce a warning sign with vehicle activated 'SLOW DOWN' LED text plate. Mounted on existing lighting column.

Standard retroreflective warning sign with supplementary plate and yellow backing board.



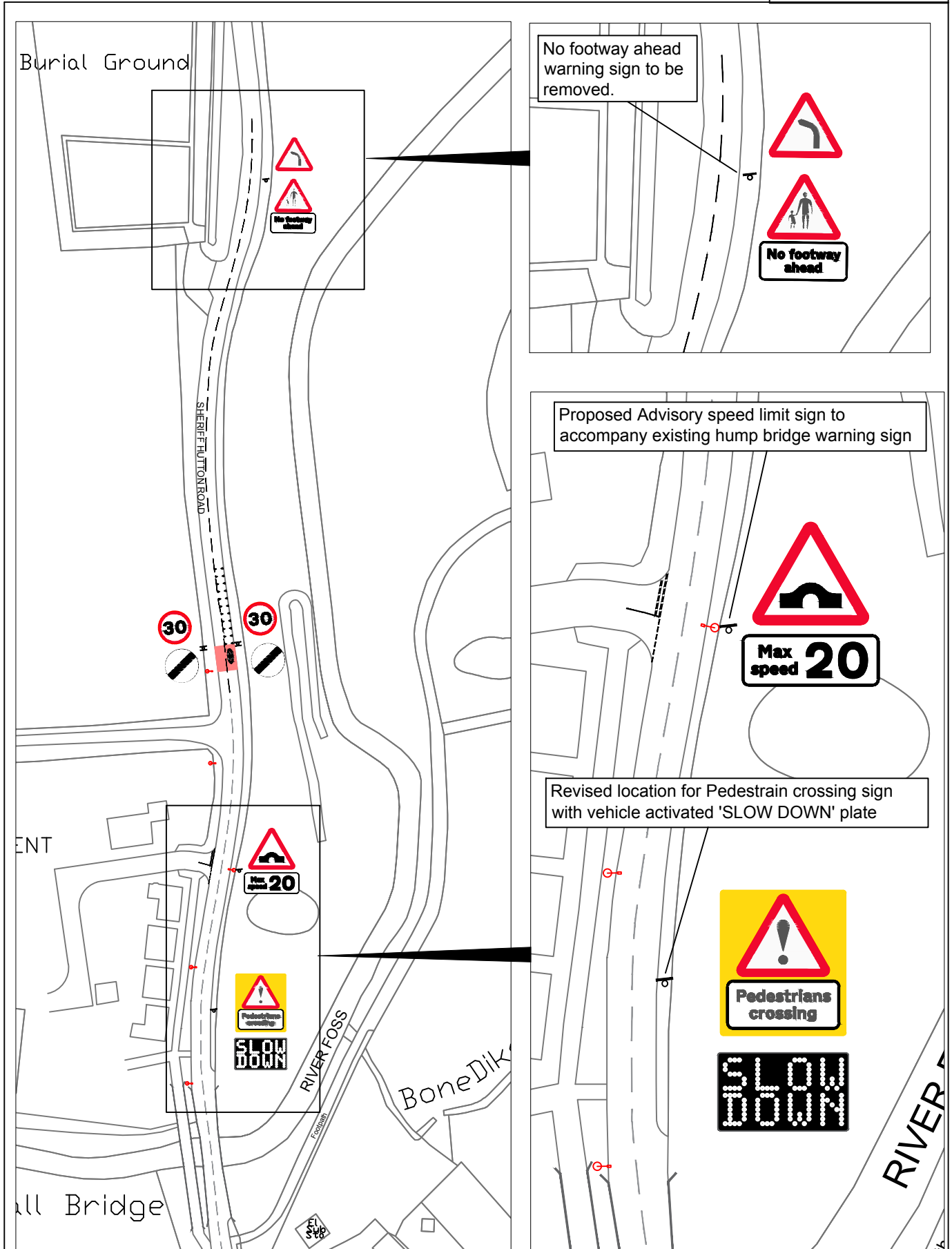
Flashing LED panel activated based on approaching vehicle speed.



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SHERIFF HUTTON ROAD / THE VILLAGE
FEASIBILITY STUDY
PROPOSED VEHICLE ACTIVATED SIGN

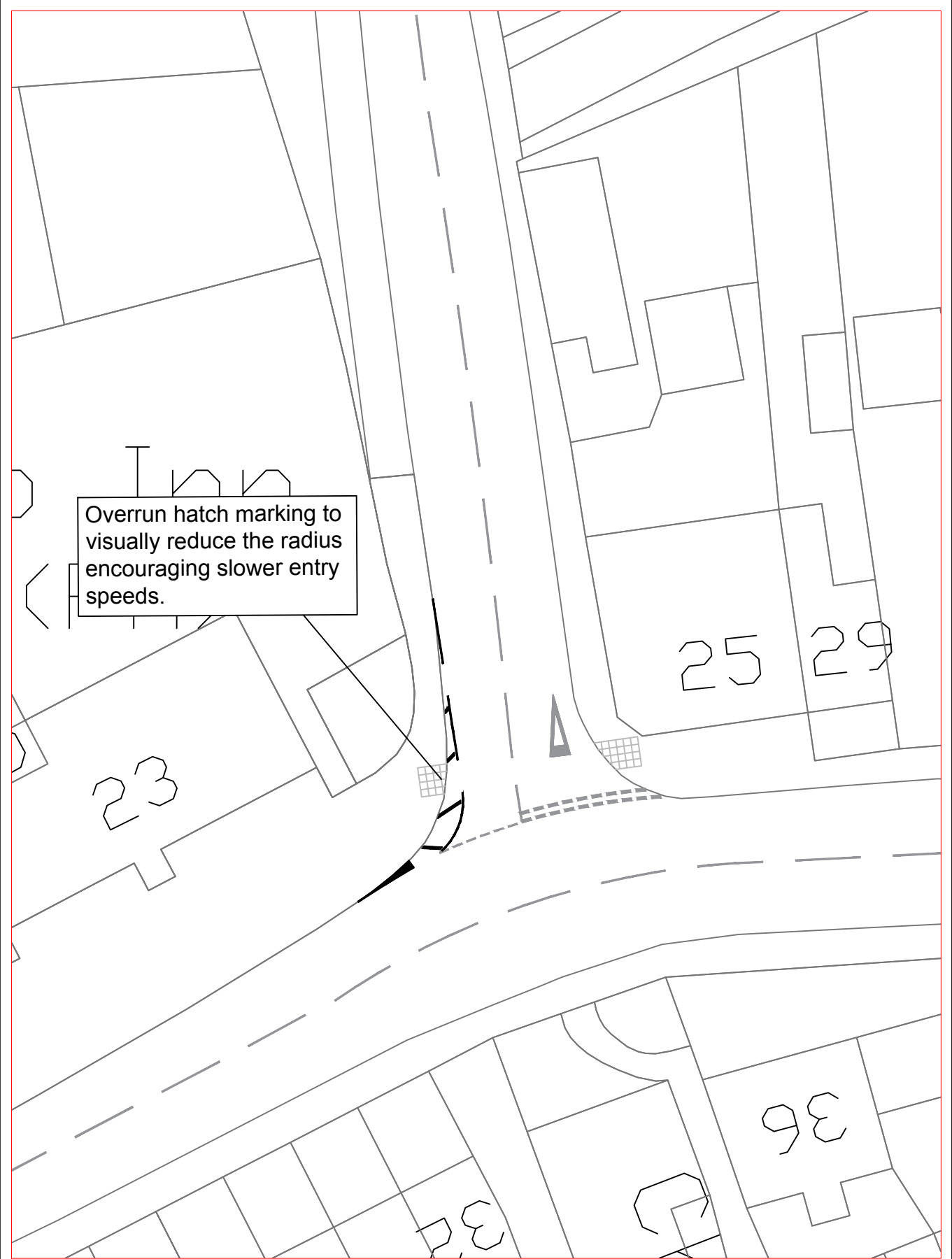
REV	AMENDMENTS	DATE	TP/150008/VAS/01	SCALE	NTS
			B.POTTER	A N OTHER	DATE 15/03/16



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SHERIFF HUTTON ROAD / THE VILLAGE
 SAFETY SCHEME
 AMENDED SIGN PROPOSALS

REV	AMENDMENTS	DATE	TP/150008/ANX E	SCALE	NTS
			B.POTTER	DATE	01/07/16



Overrun hatch marking to visually reduce the radius encouraging slower entry speeds.



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SRTS – Sheriff Hutton Rd / The Village, Strensall
 Additional proposal
 Radius hatch marking

REV	AMENDMENTS	DATE	TP/150008/ANNEXF	SCALE	NTS
			TP/150008/ANNEXF	SCALE	NTS
			Drawn B Potter	Checked A N OTHER	DATE 21/06/2016

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Decision Session
Executive Member for Transport & Planning

11 August 2016

Report of the Director of City and Environmental Services

**Pedestrian Crossing Request Evaluation and Prioritisation
Methodology**

Summary

1. The purpose of this report is to agree a process for development of a new methodology for evaluating and prioritising pedestrian crossing improvement requests. The resulting prioritised list will then be used to influence which sites are investigated, and implemented as appropriate, from future years' Transport Capital Programmes.

Recommendations

2. The Executive Member is asked to adopt the approach proposed in Option 1 to deal with the 2016/17 budget allocation for pedestrian crossing improvements using a new methodology to evaluate and prioritise pedestrian crossing requests for future financial years.

Reason: To ensure the 2016/17 budget allocation is spent on delivering improvements for local residents and that the list of outstanding pedestrian crossing requests can be assessed taking into account appropriate factors.

Background

3. Over the past few years a list of over 70 pedestrian crossing requests has accumulated in the absence of a specific budget for dealing with new crossings. The cost of providing improved crossing facilities at all of the sites could be substantially above £500k depending on the complexity of the site and crossing solution proposed. In the intervening period all requests have been logged in a database. Some sites of higher risk have been prioritised and reviewed as part of other council work programmes such as Safe Routes to School, Local Safety Schemes, Danger

Reduction Schemes or as part of highway mitigation measures for new developments.

4. The 2016/17 Transport Capital Programme includes an allocation for the delivery of pedestrian crossing improvements. An allocation of £50K has been set aside for prioritising and delivering improvements this financial year. This level of funding is sufficient to deliver 2 to 3 crossings depending on the type of crossing implemented and the cost of surveying potential sites.
5. There are currently 74 requests in the pedestrian crossing database hence there is a need to evaluate and prioritise the list. Through the development of a new methodology officers will be able to better identify the sites which are higher priority and to enable requests for sites which are clearly not suitable to be archived.
6. As the 2016/17 budget is only adequate to deliver a small number of crossings it is therefore essential that funds are allocated in the most effective way to schemes which will have the highest impact. It is also important that the level of investigation and survey work to determine the priority list is kept to a minimum so that the majority of the funds are allocated to scheme delivery.
7. It is anticipated that the detailed survey work which would be required to allow assessment of all of the requested sites would cost more than the entire budget allocation. It is therefore proposed that a staged approach is used to determine which schemes are put forward for potential 2016/17 delivery. Further survey work will be undertaken to prioritise sites for future years delivery, subject to confirmation of funding.
8. In advance of the more detailed evaluation process the database has been cross-checked against lists of sites which have already been delivered, or are in the process of being delivered as part of other work-streams such as Safe Routes to School, Local Safety Schemes and Danger Reduction Schemes. This has enabled 10 requests to be removed from the database.
9. A multi-stage approach for further refinement of the requests in the database is proposed below.

Stage 1

A panel of officers (including - Road Safety Officers, Highway Design Engineers and Transport Planners) will undertake a desk-top technical review of the database to determine locations which are considered to have the highest benefit (against the approved criteria) and likelihood of successful delivery.

The top 10 schemes will be identified and put through more detailed assessment in 2016/17. The proposed list of highest ranking schemes will be presented to the Executive Member for approval in the next Capital Programme monitor report.

Stage 2

Undertake the necessary surveys and evaluation of the top 10 potential schemes in accordance with the revised methodology which is proposed below in paragraph 14 and in more detail in Annex B. Rank the schemes in priority order taking into account value for money considerations and gain the approval of the Executive Member for delivery of up to 3 schemes using the funding allocated.

Stage 3

Undertake the necessary design and consultation work to deliver the approved schemes. Gain further approvals where necessary to confirm the delivery of the individual sites.

Stage 4

In subsequent years, subject to confirmation of funding, deliver the next sites on the approved list, evaluate further sites and update the ranking of the schemes in the delivery list. Present the proposed evaluation and delivery sites to the Executive Member for approval in future Capital Programme reports.

Assessment Methodology

10. It is considered that the current crossing site assessment methodology doesn't fully take into account all of the factors which are relevant to determining whether a crossing is appropriate at a particular location and what type of crossing would be appropriate. It is therefore proposed to use an updated methodology to allow potential crossing sites to be compared. Details of the current methodology and proposed methodology are shown below.

Current Assessment Methodology

11. The existing methodology for determining whether sites are appropriate for crossing facilities uses a well-established formula which takes into consideration the number of pedestrians crossing a section of road (P) and vehicle flows along the same section of road (V). Typically a 12 hour survey is undertaken and the hourly values for P and V noted. A calculation is then undertaken by multiplying P by the square of V to give an hourly PV^2 value. The four highest hourly PV^2 values are then averaged to give the final

PV² value for the site. The types of facility typically considered for various PV² values are detailed in the table below.

PV ² value (x 100,000,000)	Type of facility to be considered
>1.0	Puffin / Toucan
0.7 to 1.0	Zebra
0.5 to 0.7	Refuge / other Traffic Management
<0.5	No facilities needed

12. These figures should, however, only be used as a guide. The Council's Safety Engineers have also taken into consideration other factors as many sites haven't in the past achieved the above scores. The other factors considered include weightings for the type of vulnerable users crossing, weightings for larger vehicles, previous casualty history and the road width.
13. Research of several other local authorities has shown that many now use an adjusted PV² calculation which takes into consideration the other factors which influence the safety of pedestrians crossing roads. More details of which local authorities use which factors are shown in Annex A. The proposed methodology below is based on the most commonly used factors by other local authorities to give a more rounded assessment than the previously used PV² calculation.

Potential Factors Which Could Be Considered For A New Assessment Methodology

14. The current methodology uses a pedestrian flow which doesn't take into consideration the type of pedestrian. Clearly some types of pedestrian find it more difficult to cross roads such as children, older people, people with disabilities and people pushing prams or pushchairs. The new methodology proposes giving different weightings to these more vulnerable groups.
15. In a similar vein the vehicle flow used in the current methodology does not take into consideration the type of vehicles using the road. The new methodology proposes giving a higher weighting to larger vehicles such as HGVs and buses to reflect the greater danger they pose to crossing pedestrians.
16. As can be seen in Annex A there is quite a variation in the factors used by other local authorities hence there is no universal formula which York could easily adopt. There is also no formula suggested by the Department for Transport, however, they do list factors which should be considered in Local Transport Note 1/95 – The Assessment of Pedestrian Crossings.

17. The most common factors used by other authorities and considered to be appropriate for York are:
- Modified Pedestrian flow – (weighted to account for Children, Elderly, Disabled/Blind and encumbered pedestrians)
 - Modified Vehicle flow (weighted to account for vehicle type)
 - Accident Factor (Pedestrian casualties in last 3 years)
 - Crossing Delay Factor
 - Road Width Factor
 - Speed Factor (weighted to account for higher speeds)
 - Proximity to Pedestrian Trip Attractors Factor (weighted to account for school, healthcare, employment sites etc.)
18. For the assessment of the pedestrian crossings requests for delivery in 2016/17 it is proposed to use the formula shown in Annex B. The outcome of this assessment process and any recommendations for fine tuning of the methodology would be brought back to the Executive Member as detailed in Paragraph 9.

Consultation

19. Council Officers from the Road Safety, Transport & Safety and Traffic Management teams have been consulted on potential methods for assessing and prioritising the list of crossing requests and their comments have influenced the recommendations put forward in paragraph 2.

Options

20. There are three options available to the Executive Member:

Option 1: Adopt the staged process proposed in paragraph 9 to deal with 2016/17 schemes and prioritise the sites using the new formula identified in Annex B.

Option 2: Adopt the staged process proposed in paragraph 9 to deal with 2016/17 schemes and prioritise the sites using the existing formula.

Option 3: Use the 16/17 budget to review the existing formula and undertake surveys to enable the full request list to be prioritised.

Analysis of Options

21. Option 1: The advantage of this option is that it enables some schemes to be delivered during the 2016/17 financial year whilst undertaking more detailed work to confirm the ranking of sites. The new methodology will be reviewed as part of the 2016/17 evaluation and brought back to the Executive Member for any

changes if required. The disadvantages are that the full list of sites will not have been evaluated using the new methodology however it will enable the earlier delivery of schemes at locations where the road creates an obvious barrier and where a significant number of vulnerable residents will benefit. Another disadvantage is that there will be slightly higher survey costs to ensure accurate information is included in the prioritisation formula.

22. Option 2: Similar to Option 1, the advantage of this option is that it may enable some schemes to be delivered during the 2016/17 financial year whilst undertaking more detailed work to confirm the ranking of sites. Using the existing methodology will be less costly (due to the reduced survey/evaluation costs) but will not address important criteria which it is considered should be included in the prioritisation of the sites, it may also result in the majority of sites not achieving a sufficient score to be considered for improvement. The disadvantages are that the full list of sites will not have been evaluated and the new methodology will not have been used which would take into consideration more relevant factors, however it will enable the earlier delivery of schemes at locations where the road creates an obvious barrier and where a significant number of vulnerable residents will benefit.
23. Option 3: The advantage of this option is that all the requests will go through the same prioritisation process. The disadvantages are that the funding allocated in 2016/17 will be used for survey and staff costs and not delivering improvements on the ground.

Council Plan

24. Considering this matter contributes to the following Council corporate priorities and their constituent aims, as set out in the Council Plan 2015-19:

A prosperous city for all

- *Efficient and affordable transport links enable residents and businesses to access key services and opportunities – walking is the cheapest form of travel, improvements to the pedestrian route network which reduce the severance effects of the road network will encourage people to walk for short journeys.*
- *Environmental sustainability underpins everything we do – walking is the most sustainable form of transport and has the lowest environmental impact of all modes of travel.*
- *Everyone who lives in the city can enjoy its unique heritage and range of activities – providing safer means of crossing*

the road network opens up more travel options for residents and reduces their reliance on motorised transport.

- *Visitors, businesses and residents are impressed with the quality of our city* – improvements to the pedestrian route network will not only benefit residents but also visitors.

A focus on frontline services

- *All York's residents live and thrive in a city which allows them to contribute fully to their communities and neighbourhoods* – improvements to pedestrian crossing facilities help reduce the severance effects caused by busy roads helping to link people up better to the destinations they wish to reach.
- *Everyone has access to opportunities regardless of their background* – walking is a great leveller as it doesn't discriminate by sex or ethnic origin. Busy roads can, however, make travelling more difficult for some more vulnerable members of society such as people with mobility problems or whose age makes them more vulnerable. Improvements to crossing facilities will create greater access for these vulnerable groups therefore opening up more access opportunities.
- *Every child has the opportunity to get the best possible start in life* – children are one of the most vulnerable groups when it comes to crossing busy roads therefore any improvements will be of great benefit to them and open up new travel options.
- *Residents are encouraged and supported to live healthily* – walking is good for residents' health therefore anything which encourages more people to walk more often can only be a positive.
- *Residents are protected from harm, with a low risk of crime* – crossing roads introduces risk to residents' journeys on foot, by improving road crossings this risk is greatly reduced.

A council that listens to residents

- *Focus on cost and efficiency to make the right decisions in a challenging financial environment* – the new assessment methodology helps officers make a much more informed decision about whether crossing improvements are necessary and if so what type of crossing would be most appropriate.

- *Celebrate and champion the diversity of our population and encourage everyone to play an active role in the city – walking is an activity that most residents can enjoy, improving crossing facilities has the potential to benefit the most vulnerable groups the most opening up new travel options for them.*

Implications

25. **Financial:** There will be some costs associated with the surveys required to assess the crossing sites. These surveys and any subsequent crossing improvements which result from the assessments will be accommodated from the budget allocation for crossing assessment and improvements in the 2016/17 Transport Capital Programme.

Human Resources (HR): There are no HR implications

Equalities: Any improvements to road crossings help to reduce inequality by making access easier for groups who may currently find crossing the road difficult.

Legal: There are no Legal implications

Crime and Disorder: There are no Crime and Disorder implications

Information Technology (IT): There are no IT implications

Property: There are no Property implications.

Other: There are no other implications

Risk Management

26. In compliance with the Council's risk management strategy there are no risks associated with the recommendations in this report.

Contact Details

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Chief Officer Responsible for the report:

Neil Ferris
Director City and Environmental Services

Report Approved



Date 28 July 2016

Wards Affected:

All

For further information please contact the author of the report

Background Papers: None

Annexes

Annex A – List of factors used by other local authorities to evaluate and prioritise pedestrian crossing requests

Annex B – Proposed list of Factors, their associated weightings and formula for assessment

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Factors considered during modified pedestrian crossing assessments

Factor	Local Authority										Popularity
	Cheshire East	West Sussex	Lincolnshire	Warwickshire	Edinburgh	Rotherham	Portsmouth	Derby	Luton	Leicester	
Pedestrian flow (4 peak hours)											6
Weighted Pedestrian Flow											4
Separate proportion of children											5
Separate proportion of elderly/disabled											5
Separate proportion of people with prams											5
Vehicle flow (4 peak hours)											6
Weighted Vehicle Flow											4
Vehicle composition (HGVs / Buses)											4
Accidents in previous 3 yrs											7
Road width											7
Speed limit											2
85th percentile speed											5
Combined speed limit / roadwidth											2
Crossing delay											6
Community support (requests/petitions)											1
Severance / suppressed demand											6
Proportion of cyclists crossing											1
Public transport access improvement											2
SRTS / Strategic cycle or ped route											1

Most common factors used

Either weighted ped flow or a combination of normal ped flow / % of types of vulnerable users

Either weighted veh flow or combination of normal veh flow / % of HGV / buses

Accidents in previous 3 year period (no distinction for severity)

Road width

Crossing time / delay

Severance / proximity to trip attractors

85th percentile speed

Less common factors used

Speed limit or a combination of speed limit and road width

Number of requests for the scheme (community demand)

Number of cyclists crossing

Positive impact on access to bus stops / services

Contribution to SRTS, strategic cycle or ped network

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ANNEX B

Weightings and formula for calculating the **Modified Flows** (P_{mod} and V_{mod}) and **PV² Adjustment Factor (AF)**

To calculate the **Modified Pedestrian Flow** (P_{mod}) use the following weightings for vulnerable road user groups:

Children (<16yrs) x 4, Elderly (>65yrs) x 4, Disabled / Blind x 6, Adult x 1

To calculate the **Modified Vehicle Flow** (V_{mod}) use the following weightings:

HGV x 2.5, LGV / Bus x 2, Car / Minivan x 1, Motorbike x 0.75, Pedal Cycle x 0.5

Accident factor (A) = $1 + N/10$ where N is number of ped casualties in previous 3 year period

To calculate the **Crossing Delay Factor (D)** use the following factors:

<20 sec = 1, 20-40 sec = 1.2, 41-60 sec = 1.4, 60+ sec = 1.6

To calculate the **Road Width Factor (W)** use the following values:

Single carriageway: Width<7.3m use 1, Width>7.3m use Width/7.3,

Dual carriageway: $\frac{1}{2}$ Width<7.3m use 1, $\frac{1}{2}$ Width>7.3m use $\frac{1}{2}$ Width/7.3

To calculate the **Speed Factor (S)** use the following values (use the 85th percentile speeds):

< 20 mph = 0.8, 21-30 mph = 1, 31-35 mph = 1.1, 36-40 mph = 1.2, 41-45 mph = 1.3, 46-50 mph = 1.4

To calculate the **Proximity to Pedestrian Trip Attractors Factor (T)** use the following:

If not near a school, healthcare site, leisure facility, old peoples' home or employment site use 1, if near one of the above use 1.1, if near two of the above use 1.2, if near 3+ of the above use 1.3

$$\text{PV}^2 \text{ Adjustment Factor (AF)} = A \times D \times W \times S \times T$$

$$\text{Adjusted PV}^2 (\text{APV}^2) = P_{\text{mod}} \times (V_{\text{mod}})^2 \times \text{AF}$$

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