

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

**13 October 2016**

Report of the Corporate Director - Place

**Knivesmire Primary Safe Routes to School – Bishopthorpe Road,  
Pedestrian crossing improvements**

**Summary**

1. This report considers proposals for pedestrian crossing improvements on Bishopthorpe Road at its junction with Campleshon Road in light of the recent public consultation. The Executive Member is asked to approve the implementation of an amended scheme including the advertising of speed limit and traffic regulation orders.

**Recommendation**

2. It is recommended that the Executive Member approves Option (ii):
  - For officers to implement an amended scheme (**Annex C**), and advertisement of the required traffic regulation orders, with implementation to follow if no substantive objections are received. Any objections to be reported back to the Executive Member for a final decision.

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

**Background**

3. A pedestrian refuge has been in place on Bishopthorpe Road just north of the Campleshon Road junction since at least 2002. This is part of a well used route to school, and its location is shown on **Annex A**.

4. In April 2015 the Head of Knavesmire Primary School passed on the concerns of parents who had experienced difficulties crossing Bishopthorpe Road near the junction with Campleshon Road. Consequently proposals were developed using School Safety funding from the Transport Capital Programme 2016/17. These are shown as **Annex B**.
5. A petition was also submitted to the Council with around 350 signatures requesting a pelican crossing. This was discussed at the Decision Session on 14 July 2016. There are several safety factors and practical reasons which determine that a pelican crossing would not be appropriate at this location, which were presented in the earlier report. The Executive Member approved the continued development of the scheme to improve the existing refuge arrangement.

### **Traffic Survey and Accident Data**

6. North Yorkshire Police records show one injury accident in the vicinity of this junction in the three years 2013 to 2015. A northbound cyclist on Bishopthorpe Road was hit by a vehicle turning left into Campleshon Road thereby sustaining serious injuries. There are no recorded injury accidents involving pedestrians in the last fifteen years.
7. A 20mph speed limit was introduced on Bishopthorpe Road in September 2012 starting just south of the Campleshon Road junction. Vehicle speed readings were taken in July 2015 about 200 metres north of the refuge. Mean speeds were found to be 25mph in both directions and 85<sup>th</sup> percentile speeds 29mph southbound and 30mph northbound.
8. A pedestrian crossing survey in March 2016 recorded 292 pedestrian crossing movements between 7am and 7pm. The busiest hours were 8 to 9am (79 pedestrians of which 30 were children under 11 years old) and 3 to 4pm (72 pedestrians of which 30 were children under 11 years old) which concurs with school start and finish times. The same survey recorded 5852 vehicles in this 12 hour period.
9. The average waiting time to cross the road on that day was found to be 6 seconds between 8 and 9am and 4 seconds between 3 and 4pm.

## **Proposals**

10. The improvements being proposed (**Annex B**) are designed to make use of the refuge safer, improve visibility and bring better compliance with the existing 20mph speed limit. They comprise:
  - A wider (2m) refuge island on Bishopthorpe Road to reduce the crossing distance and provide added protection to pedestrians waiting on the island;
  - Tightening up the radii of the Campleshon Road junction to reduce the crossing distance of the west half of Bishopthorpe Road and improve visibility;
  - Introduction of speed cushions on the approaches to the refuge to ensure greater compliance of the speed limit, and;
  - The introduction of additional waiting restrictions at the junction to keep the area around the refuge clear of parked vehicles.
11. As a result of the introduction of speed cushions, an extension to the 20mph speed limit would also be required. The start of the limit is to be relocated approximately 60 metres south of its current position. Similarly the introduction of speed cushions may also result in difficulties for local bus services to line up with the kerb at the bus stop, it is therefore proposed to relocate the flag 15 metres south onto a new post.
12. Traffic regulation orders would be required for the changes to the speed limit and parking restrictions.

## **Consultation**

13. Consultation with relevant Councillors, the Emergency Services, Knavesmire Primary School, bus companies, road user groups and the local community has been carried out. The following responses have been received and are included with officer comments where relevant.

## **Ward Councillors**

14. Cllr Hayes enquired about the extent of the consultation.

## Group Spokespersons and Independents

15. Cllr A D'Agorne - supports the proposal to improve pedestrian safety and compliance with the 20mph limit at this location, but feels that:
- Extending the prohibition of waiting on the north-east side is crucial to improve visibility for pedestrians and drivers;
  - There are issues with the proposed cushions to the north of the refuge where parking regularly takes place. It is likely that cyclists will either have to ride over the cushion or pass close to parked vehicles. This will also impact on buses if they are unable to straddle them;
  - The 20mph speed limit is more likely to be respected if left closer to its original position, and;
  - Moving the bus stop would not be necessary if a length of adjacent parking is prohibited and the cushion locations are adjusted.

### *Officer comments*

- To be really effective, and taking into account the curve in the road, a 38metre length of parking restrictions on the north east side, would be required. As there is a high probability that this would be unacceptable to residents, an extension to these restrictions has not been included in the proposals.
- At present, two lines of traffic can pass without one direction having to wait for the other, which should be replicated if the cushions are carefully spaced. However, it is accepted that vehicles do not park uniformly and are varying widths. This element of the design has therefore been reviewed. Recent speed surveys undertaken in August 2016 have shown that average vehicle speeds though the existing 20mph limit are 20mph southbound and 21mph northbound at this point. Therefore it is recommended that the northern set of cushions is omitted from the proposals. An amended scheme design is shown in **Annex C**.
- The cushions are proposed as close to the junction as possible whilst still allowing large vehicles to straddle them before turning. To ensure the cushions are located within the 20mph speed limit therefore requires a relocation of the signs. Bishopthorpe Road is tree-lined at this point, and the first clear section where the signs could be seen is as indicated on the proposals. However, if the

northern cushions are omitted from the scheme as is recommended it is not considered suitable to provide a single set of cushions south of the Campleshon Rd junction. Therefore, it is recommended that these are omitted from the scheme along with the extension to the 20mph limit and the central hatch marking extended to help reduce speeds without the need for vertical traffic calming. These changes are shown on the amended scheme design in **Annex C**.

- The omission of speed cushions from the scheme as is now recommended would allow the bus stop to be retained in its present location. However, relocating the bus stop away from the start of the 20mph limit gives the limit greater emphasis and allows the introduction of hatch markings to help reduce speeds. Therefore, it is recommended that the bus stop is still relocated as per the original scheme proposals.

16. Cllr A Reid – No objections to the proposals.

17. Cllr M Warters – does not support the proposals, given the good accident record and waiting times for pedestrians to cross. He considers that:

- Speed cushions will not reduce the speed of larger vehicles and that the 20mph speed limit will continue to be ineffective, and;
- The funding should be reallocated to employing more school crossing patrol operatives at a better rate of pay to ensure safe crossing of this and other roads.

#### *Officer comments*

- Speed cushions are considered to be a compromise on routes which would benefit from the speed reduction offered by road humps but are also important to the emergency services and bus operators.
- The refuge in its existing location would not be suitable for the safe operation of a patrol. Being so close to the junction would potentially require the patroller to stop traffic from four directions. It is also likely that traffic turning left out of Campleshon Road

would be concentrating on traffic from their right rather than the patrol. Patrols currently receive a starting hourly rate of £7.85, which is higher than the majority of other Councils.

### **Emergency Services**

18. North Yorkshire Police commented on the 20mph speed limit. It is their understanding that all such speed limits within the Council's area have been constructed to be compliant with the current law, DfT guidance and the National Police Chief's Council (formerly ACPO) enforcement policy. If so, there is a high possibility that the limit should have a high level of driver compliance. It is the responsibility of the Council as the local traffic authority to effectively manage the road network (under the Traffic Management Act 2004) and to ensure that speed limits are correctly installed. Any compliance issues would and should be addressed by additional and effective engineering.

#### *Officer comments*

Recent speed surveys close to the proposed extent of the 20mph limit recorded mean speeds of 24mph inbound and 25mph outbound. The most recent DfT guidance issued in January 2013, Setting Local Speed Limits, indicates that 'if the mean speed is already at or below 24mph then introducing a 20mph speed limit through signing alone is likely to lead to general compliance with the new speed limit'. The scheme will be monitored post construction and if considered necessary additional traffic calming will be used to further reduce vehicle speeds to a more suitable level to ensure that the speed limit is self enforcing in this vicinity.

### **Road User Groups**

19. York Cycle Campaign – are broadly in support of the scheme with the exception of the positioning of speed cushions to the north of the junction. If parked vehicles are present, cyclists may be forced over the cushions or through the gap in the centre, this is potentially hazardous particularly if there is oncoming traffic. This risk to cyclists is

considered to outweigh any benefits that are gained by improving the crossing facilities for pedestrians and the cushions should therefore not be implemented.

*Officer comments*

As officer comments paragraph 15.

20. Cycling UK raised similar concerns as above regarding the speed cushions.

**Residents**

One hundred letters were delivered to local residents. Two responses were received as follows:

21. Both residents were generally supportive of the improvements. Although one resident was not in favour of the speed cushions on the basis that drivers are more likely to behave erratically in their vicinity, being a danger to pedestrians and a frustration to other drivers. Vehicle activated signs were requested by both residents

*Officer comments*

Following concerns from a number of consultees it is now recommended that the speed cushions be removed from the scheme. Vehicle activated signs can give good results in the short term but tend to lose effectiveness over time so are not recommended for this scheme.

**Options**

22. The available options are:
  - Option (i) – Approve the implementation of the scheme as consulted on (**Annex B**), and advertisement of the required speed limit and traffic regulation orders, with implementation to follow if no substantive objections are received. Any objections to be reported back to the Executive Member for a final decision.

- Option (ii) - Approve the implementation of an amended scheme (**Annex C**), and advertisement of the required traffic regulation orders, with implementation to follow if no substantive objections are received. Any objections to be reported back to the Executive Member for a final decision.

The amended scheme (**Annex C**) retains the following work elements:

- Widening of the pedestrian refuge on Bishopthorpe Road
  - Tightening of junction kerb radii and the introduction of parking restrictions at the junction of Bishopthorpe Road and Campleshon Road.
- Option (iii) - Approve the implementation the scheme as per option(ii) with any minor amendments deemed appropriate by the Executive Member.
  - Option (iv) – Do nothing, and reallocate the funding to other programmes of work.

## **Analysis**

23. Option (i) - Although accident records and traffic surveys do not indicate a significant problem, improvements to the crossing facilities at this location would address the concerns of residents and be beneficial for pedestrians. The petition indicated strong public support for improvements, but the response from the residents living adjacent to the proposals has not been significant. The main issue raised relates to the proposed speed cushions north of the refuge, option (i) does not take account of this and is therefore not recommended.
24. Option (ii) - The amended proposals put forward (**Annex C**) are considered to still achieve the schemes original objectives and overcome the issues strongly objected to in the consultation. This option is therefore recommended. To ensure the final scheme is working and no further speed reduction measures are required post construction speed monitoring will be undertaken and further measures considered if necessary.



25. Option (iii) - This option allows the member to consider the points raised by the consultees and suggest further changes to the scheme for investigation by officers if considered necessary. It is considered that officers have listened to all consultees views, taken them on board and amended the scheme where feasible to address their concerns. This has not been possible in all cases but it is considered that Option (ii) offers a balanced scheme therefore Option (iii) is not recommended.
26. Option (iv) - Failure to address the concerns raised in the petition would result in pedestrians continuing to feel at risk, and taking no action could be considered inappropriate.

### **Council Plan**

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

#### **•A Council That Listens To Residents**

Concerns for safety at this location generated a large amount of correspondence, a petition and media interest. The consultation has raised a further concern which can be overcome with a modified scheme design. Improving pedestrian facilities and taking into account other concerns raised demonstrates that the Council is listening to residents.

### **Implications**

28. *Financial* – The current allocation for School Safety in the 2016/17 Transport Capital Programme is £100k of which £10k is shown for a scheme at this location. This is however based on very early investigatory work and £15k is considered to be more realistic and can be accommodated within the existing overall block allocation.
29. *Human Resources* - None.
30. *Equalities* - None.
31. *Legal* – None.
32. *Crime and Disorder* – None.
33. *Information Technology (IT)* - None

34. *Property* - None.

### **Risk Management**

35. 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:

36. Authority reputation – this risk is in connection with public perception of the Council if work is not undertaken in the light of a campaign for action. This risk has been given a score of 10.

Risk Category	Impact	Likelihood	Score
Organisation/ Reputation	Minor	Probable	10

37. 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.

## Contact Details

### Author:

Ben Potter  
Engineer  
Transport Projects  
Tel: 01904 553496

### Chief Officer responsible for the report:

Neil Ferris, Corporate Director-Place

Report  
Approved



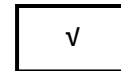
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### Specialist Implication Officer(s)

There are no specialist implications.

**Wards Affected:**Micklegate

All:



**For further information please contact the author of the report.**

### Background Papers:

Petition – “Safer Road Crossing for Bishopthorpe Road”, Executive Member for Transport and Planning Decision Session 14/07/2016  
<http://modgov.york.gov.uk/ieListDocuments.aspx?CId=738&MId=9465&Ver=4>

### Annexes

Annex A: Location plan

Annex B: Proposed pedestrian crossing improvements as consulted on

Annex C: Amended pedestrian crossing improvement proposals following consultation