

Executive Member Decision Session

14 December 2017

Report of the Corporate Director of Economy and Place
Portfolio of the Executive Member for Transport and Planning

Petition for a Push Button Crossing on Bishopthorpe Road at Butcher Terrace to improve pedestrian and cycle safety

Summary

1. This report responds to a petition signed by 192 individuals and submitted to the Council requesting a push button crossing at the junction of Bishopthorpe Road and Butcher Terrace.

Recommendations

2. The Executive Member is asked to:

Agree that no further action be taken.

Reason: In light of the comprehensive work undertaken concerning this junction from 2004 – 2006 and changes to the road network, accept that a further review at this stage would be unlikely to deliver a different outcome.

Background

3. The opening of the 'Millenium Bridge' in 2001, providing a pedestrian and cycling link across the River Ouse, resulted in a significant increase in the number of people crossing Bishopthorpe Road by bike or on foot at the junction of Butcher Terrace / South Bank Avenue.
4. In 2004, the council undertook a feasibility study to review means by which cyclists and pedestrians would be able to more easily and safely cross Bishopthorpe Road.

5. One of the options considered was the introduction of a Toucan (pedestrian and cyclist) crossing. This was considered impractical due to the footway areas being too narrow to accommodate cyclists, and a Toucan on just one side of the junction would not provide a convenient facility for both directions of travel.
6. The preferred option was the possible implementation of a fully signalised junction as this appeared to offer the most help to pedestrians and cyclists, and should not cause major delays to the traffic flows on Bishopthorpe Road. The signals would make it much safer to cross the main road, particularly for younger and less confident cyclists, by giving them their own green phase.
7. Towards the end of 2004, public consultation took place on signalling the junction. Approximately 150 letters were sent out to properties in the local area. There were 36 replies: around 30% of these objected to the loss of parking and its consequences on local businesses, while approximately 20% expressed the view that signalisation of the junction was a disproportionate response to the problem. Additionally, some considered that signals would lead to unnecessary delays to traffic, and one respondent commented that the signals would be visually intrusive.
8. Given this feedback, it became clear that there would be a major problem in taking signals forward. In response to this situation, Ward Members requested that Officers give further thought to other ways of producing a more balanced solution.
9. The solution proposed was for the installation of central refuges on Bishopthorpe Road. One (a pedestrian and cycle refuge) was located just to the north of the Butcher Terrace / South Bank Avenue junction, with a cycle only refuge to the south of the junction. Both of these refuges are still in place today.
10. Full detail concerning the decision making process which resulted in the installation of the refuges is provided in the background papers to this report:
 - Planning and Transport (City Centre Area) sub-committee: 5 January 2006 (Officer report, appendices and decision);
 - Planning and Transport (City Centre Area) sub-committee: 6 April 2006 (Officer report, appendices and decision)

Consultation

11. Comprehensive consultation has been undertaken in recent months following the request and subsequent approval of a new residents parking zone in the area.

Options

12. The following options are presented for the Executive Member's consideration:

Option A

- In light of the comprehensive work undertaken concerning this junction from 2004 – 2006 and changes to the road network, accept that a further review at this stage would be unlikely to deliver a different outcome and so instruct no further action to be taken.

Option B

- With a consideration for the passing of time, changes to road conditions, highway standards and the expectations of road users, instruct a new review of the Butcher Terrace / South Bank Avenue / Bishopthorpe Road junction with possible recommendations to be brought to a future meeting.

Analysis of options

Option A

13. The 2006 review of this junction led to the removal of a number of parking spaces and the re-location of a bus stop. The January 2006 report was the result of almost two years of work to establish a solution which was mutually agreeable both to local residents and businesses and cyclists / pedestrians crossing Bishopthorpe Road at this point.
14. All of the obstructing factors which made installation of a Toucan crossing, or indeed any of the other options considered (a mini-roundabout or build-outs) are still in place. The footway on the east side of the Bishopthorpe Road is still very narrow and there are still significant pressures on parking in this area.

15. A review of recent accident statistics for this area shows that there have been two slight casualties in the proximity of this junction since 2006.
 - November 2011: Slight injury was caused to a child crouched on the crazy paving outside the shop near the junction. A car parking on this area failed to see the child.
 - March 2014: Slight injury was caused to a cyclist whose brakes failed as they emerged from Butcher Terrace colliding with the front nearside of a vehicle on Bishopthorpe Road.
16. The nearest speed survey to this junction was undertaken from 18th to 30th August 2017. Covert data recorders were erected, in line with the North Yorkshire and York speed management protocol at a location between Balmoral Terrace and Campleshon Road, just to the south of the Butcher Terrace / South Bank Avenue junction.
17. The results of the speed survey are included at Annex A to this report. In summary:
 - The mean traffic speed recorded on Bishopthorpe Road in both the northbound and southbound directions at this location was under 20mph;
 - The highest mean speeds on Bishopthorpe Road at this location were recorded between 8pm and 7am.
18. In line with the North Yorkshire & York Speed Management Protocol, the survey results were reviewed in September 2017. Following review, the location has been referred to the North Yorkshire community speed watch team who will assess the location for its suitability for inclusion in the Community speed watch programme.
19. Whilst the submission of a petition indicates that the Butcher Terrace / South Bank Avenue junction is perceived not to be safe, both the casualty and speed data indicates that the area is generally safe for pedestrians and cyclists.
20. Further to the above, on 16 November 2017, approval was given by the Executive Member for Planning and Transport to implement residents parking zones on both Butcher Terrace, South Bank Avenue and a number of other streets in the area. A plan of the residents parking zones is shown at annex B to this report.

21. It is anticipated that the new residents parking zones will have an impact on the number of vehicles parked in the area. A reduction will result in improved sight lines for pedestrians and cyclists wishing to cross Bishopthorpe Road and indeed Butcher Terrace and South Bank Avenue.
22. The new zones will be implemented between January and March 2018. As a result any decision to further modify the road layout in this area at the current time is not recommended.

Option B

23. There are two factors which could be evidenced to have impacted on road user behaviour in the vicinity of this junction since 2006:
 - The introduction of a 20mph limit in September 2012;
 - The introduction of residents parking zones in roads north of Butcher Terrace / South Bank Avenue.
24. The introduction of additional residents parking zones north of Butcher Terrace / South Bank Avenue has resulted in the displacement and increase in parking on both Bishopthorpe Road and the side roads in this area. This has resulted in the request for residents parking zones, as outlined in paragraphs 18 – 20 above.
25. The Executive Member could ask officers to undertake a fresh review of the junction. It is suggested, however, that if such a review is to be undertaken, this does not happen until such time as the results of the new residents parking zone can be considered. A reasonable time frame for such analysis would be 3 months after implementation.

Council Plan

26. The plan is built around 3 key priorities:

Working together, continuing to work with the community to improve street scene for residents and road users.

We improve, by challenging what we do and looking for better solutions to ensure that we can meet the ambitions of the Council's third Local Transport Plan.

We make a difference, by ensuring that we balance the needs of local residents and the travelling public.

A prosperous City for all

Looking after the City's most vulnerable road users; enabling them to travel safely. Supporting local businesses by enabling the public to access their goods and services.

A focus on Frontline Services

Delivering a street-scene which balances the needs of local residents and the travelling public.

A Council that listens to residents

The Council has listened to local residents and the travelling public over a sustained period to deliver a street-scene which meets the needs of both groups as far as is possible.

27. **One Planet Aims** – The work undertaken to date at the junction of Butcher Terrace / South Bank Avenue and Bishopthorpe Road has improved the setting for pedestrians and cyclists.

Implications

Financial – N/A

Human Resources – N/A

Equalities – N/A

Crime & Disorder N/A

Information Technology N/A

Property – N/A

Other Physical N/A

Risk Management

28. In compliance with the Council's risk management strategy the risks arising from the recommendations have been assessed, as below 16 and therefore require monitoring only.

Contact Details

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Author's name

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Chief Officer's name

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Corporate Director of Economy and Place

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Report

Approved

Date

06.12.17

Specialist Implications Officer(s) List information for all

None

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the authors of the report

Annexes

Annex A – City of York Council speed survey summary

Annex B – Approved residents parking zones

[Background papers](#)

Planning and Transport (City Centre Area) sub-committee:
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