Memo	**Subject: Station Frontage – Queen Street** **Planning ref: 19/00535/FULM** **Authors: Helene Vergereau & Brendan Murphy** **Date: 8/10/2019**

This memo presents information to support a decision on a specific aspect of the Station Frontage scheme, namely the design of the footway and cycleway on Queen Street.

The designs submitted with the planning application show an on road cycle lane alongside parked cars (in a layby, with a buffer strip between the cycle lane and parked cars). Although this was included in the planning application, the Executive Member for Transport at the time of the submission had not made a specific decision on this aspect of the scheme and had asked officers to come up with a solution to manage the interaction between pedestrians, cyclists, moving traffic and parked vehicles in this location.

This note therefore presents the three possible options identified by officers, for a decision on a preferred option to be submitted as a revised planning drawing.

1. Background data

a. Traffic flows

Queen Street currently caters for high vehicle flows (over 1,000 PCUs both ways in the am and pm peaks) – Tables 1.1 & 1.2.

A high proportion of this traffic is composed of:

- HGVs and buses (14.2% of vehicles in the am peak and 13.1% in the pm peak); and
- Bicycles (15.3% of vehicles in the am peak, 14% in the pm peak).

Westbound traffic flows (towards the station) on Queen Street are also high, with over 600 PCUs in the am peak – Tables 1.3 & 1.4. This includes a high proportion of:

- Bicycles, 17.6% of vehicles in this direction during the am peak (109 cycles);
- 11.7% of vehicles are HGVs and buses in this direction in the am peak (14.2% in the pm peak).

Table 1-1: Queen Street traffic (both directions)**, percentage of vehicles** (2016 manual traffic surveys)

Time period	Cars	LGVs	HGVs	Buses	Bicycles	Motorcycles
AM peak	60.8%	8.1%	3.7%	10.5%	15.3%	1.6%
PM peak	66.4%	5.5%	1.1%	12.0%	14.0%	1.0%
12 hour period	67.4%	7.3%	2.5%	13.2%	8.3%	1.4%

Table 1-2: Queen Street traffic (both directions)**, number of vehicles** (2016 manual traffic surveys)

Time period	Cars	LGVs	HGVs	Buses	Bicycles	Motor cycles	Total vehicles	Total PCUs
AM peak	601	80	37	104	151	16	989	1,030
PM peak	655	54	11	118	138	10	986	1,042
12 hour period	7,190	775	265	1,403	880	149	10,662	12,103

Table 1-3: Queen Street traffic westbound, percentage of vehicles (2016 manual traffic surveys)

Time period	Cars	LGVs	HGVs	Buses	Bicycles	Motorcycles
AM peak	62.8%	6.6%	3.9%	7.8%	17.6%	1.3%
PM peak	68.1%	6.5%	0.7%	13.5%	10.7%	0.5%
12 hour period	68.8%	6.9%	2.3%	12.2%	8.4%	1.5%

Table 1-4: Queen Street traffic westbound, number of vehicles (2016 manual traffic surveys)

Time period	Cars	LGVs	HGVs	Buses	Bicycles	Motor cycles	Total vehicles	Total PCUs
AM peak	388	41	24	48	109	8	618	608
PM peak	292	28	3	58	46	2	429	477
12 hour period	3,967	398	134	703	484	84	5,770	6,451

b. Road safety data

There were 18 collisions recorded on Queen Street between July 2013 and May 2018, including the junction with Blossom Street. Of these, one was serious and all others were slight. 12 collisions involved cyclists (67% of collisions) and 4 involved pedestrians.

For the section of Queen Street under consideration here, the following collisions were recorded:

- 04/03/2014, slight, near the bus stops currently used by taxis/PHVs - Cyclist turns left from Blossom Street and pulls out to pass stationary vehicles parked kerbside. As cyclist pulls out, stationary vehicle pulls out and perform a u-turn. In doing so vehicle has pulled out into the path of the cyclist and cyclist collides with vehicle causing cyclist to fall from the cycle and sustain injury. Very likely causation factors: Car failed to look properly.
- 28/12/2014, slight, at junction between Queen Street and RI access road - Car driven along Queen Street away from rail station, turns right into RI access road, into path of cyclist who is cycling in opposite direction towards the railway station. Very likely causation factors: Dazzling sun.
- 23/02/2015, slight, at junction between Queen Street and RI access road – Car pulling out of RI access road collides with cyclists travelling towards railway station. Very likely causation factors: Car failed to judge other persons path or speed and failed to look properly.
- 07/03/2015, slight, on Queen Street between RI access and railway station – Car travelling towards the station crashes into a bus coming the other way. Very likely

causation factors: Aggressive driving, loss of control, impaired by alcohol, exceeding speed limit.

- 13/05/2018, slight, on Queen Street between RI access and railway station – Faulty cycle causes rider to fall off.

c. Car parking

There are **8 ResPark spaces** currently provided on the access road to the RI. They are part of ResPark area 15SC (also including Micklegate, Trinity Lane, part of Priory Street and Fetter Lane), where 55 permits are currently issued.

Five of these permits are allocated to Queen Street residents. There is currently space for approx. 39 vehicles in the zone – and most of these use shared parking spaces within Pay & Display areas.

If the 8 spaces were to be removed, it would be possible to extend the coverage of the shared space arrangements to Micklegate and Toft Green to mitigate the reduction in sparking spaces within the Res Park zone.

Private hire space – There is an existing bus stop which is currently used by the private hire firm located on Queen Street, although PHVs have no right to use it. It could be removed to improve pedestrian and cycle facilities on Queen Street.

As part of the research undertaken for this note, other areas of the Inner Ring Road with kerbside parking were identified to enable a comparison with Queen Street. It is important to note that if kerbside spaces are provided on Queen Street, they are likely to experience a much higher level of use and turnover than in these other areas due to the proximity to the station (and the ability for drivers to park for 10 min and an additional 10 min grace period in ResPark spaces).

Areas of the Inner Ring Road with kerbside parking include:

- Lord Mayor's Walk (northbound, no cycle lane);
- Monkgate (both sides with cycle lanes and buffer zone) – highest traffic levels are in the pm peak (between 17.15 and 18.15, with 1,381 two way vehicle movements near the junction with Lord Mayor's Walk, with cycles representing approx 15% of vehicles)[1];
- Foss Island Road (southbound, no cycle lane);
- Fawcett Street, between Paragon Street and Fishergate (southbound, one way system, no cycle lane); and
- Fishergate (northbound, one way system, no cycle lane).

[1] A review of road safety data was undertaken for the period 2014 to 2018 for this location and although some incidents involved cyclists, none seemed to be linked to the kerbside parking arrangements.

d. 14 Queen Street vehicle crossing

There is a vehicle crossing providing access to a private parking area at the back of 14 Queen Street. Access to the back of the property is through a narrow archway and vehicles are not able to turn around within the property to allow for forward facing access/egress.

As this access will now be on a classified road, with high volumes of traffic, across a busy footway and cycleway, we propose that the Side Roads Order for the new Queen Street stop this access under Section 248 of the Town and Country Planning Act 1990 (or under the Highways Act 1980).

A compensation claim for the loss of vehicular access and private car parking is to be expected, linked to the depreciation in value of the property, under Part 1 of the Land Compensation Act 1973[2].

[2] We do not have an estimate of the likely cost of such a claim at this stage. This could be anything between £25,000 (approx. value of an off-street car parking space in the centre of York) and a proportion of the value of the property (total value approx. £280,000 based on Zoopla valuation), as well as legal and professional fees.

Table 1-5 – Summary of option assessment for Queen Street

Options considered	Pros	Cons
Option 1 **On road cycle lane alongside parked cars, in a layby, with a buffer strip between the cycle lane and parked cars** (see drawing below)	**Dwellings and car parking**	
	Existing 8 ResPark spaces replaced by 7 spaces in a very similar location to current provision (might need to be reduced to 5 or 6 spaces to preserve visibility splays). Existing 2 private hire spaces reduced to 1 space in the same location.	Parked cars result in reduced visibility splay at the exit from the NCP/RI access road (identified by Safety Audit) – 1 to 2 car parking spaces will need to be removed to address the issue. Car parking spaces are part of wider ResPark area (Micklegate), with any driver able to park legally for up to 20 min (10 min no return and 10 min grace period), resulting in likely high level of use for station pick up and drop off (high turnover with an impact on Queen Street traffic, reduced availability for residents, cars likely to overhang on the cycle lane). No option to provide dwellings with defensible space at front without reducing already limited pedestrian space.
	Cycling and walking	
	The cycle route is continuous from the Blossom St signalised junction. Cyclists are not expected to give way at any point and drivers are aware of where they should expect to see cyclists. Cyclists are separated from pedestrians, reducing the risk of a pedestrian/cyclist collision.	Cyclists are not separated from traffic, increasing the risk of a vehicle/cyclist collision (as cyclists are gathering speed, coming down from the junction towards the station). In the absence of segregation and with westbound traffic flows above 500 vehicles, including buses and HGVs representing almost 12% of vehicles in the AM peak[3], this design fails the TfL Cycling Level of Service assessment ("feeling of safety" criteria)[4].

[3] Based on 2016 Manual Traffic Surveys

[4] See Transport for London (TfL) London Cycling Design Standards, Chapter 2 – Tools and techniques. The assessment of a proposed cycle lane (not segregated) is "critical", meaning that the proposed scheme should be rejected where the total volume of traffic is between 500 and 1,000 vehicles/hour at peak time of which 5% or more are HGVs and/or buses. Similar thresholds can be found in Sustrans' "Handbook for cycle friendly design", where segregation becomes a requirement on routes where total two-way vehicle

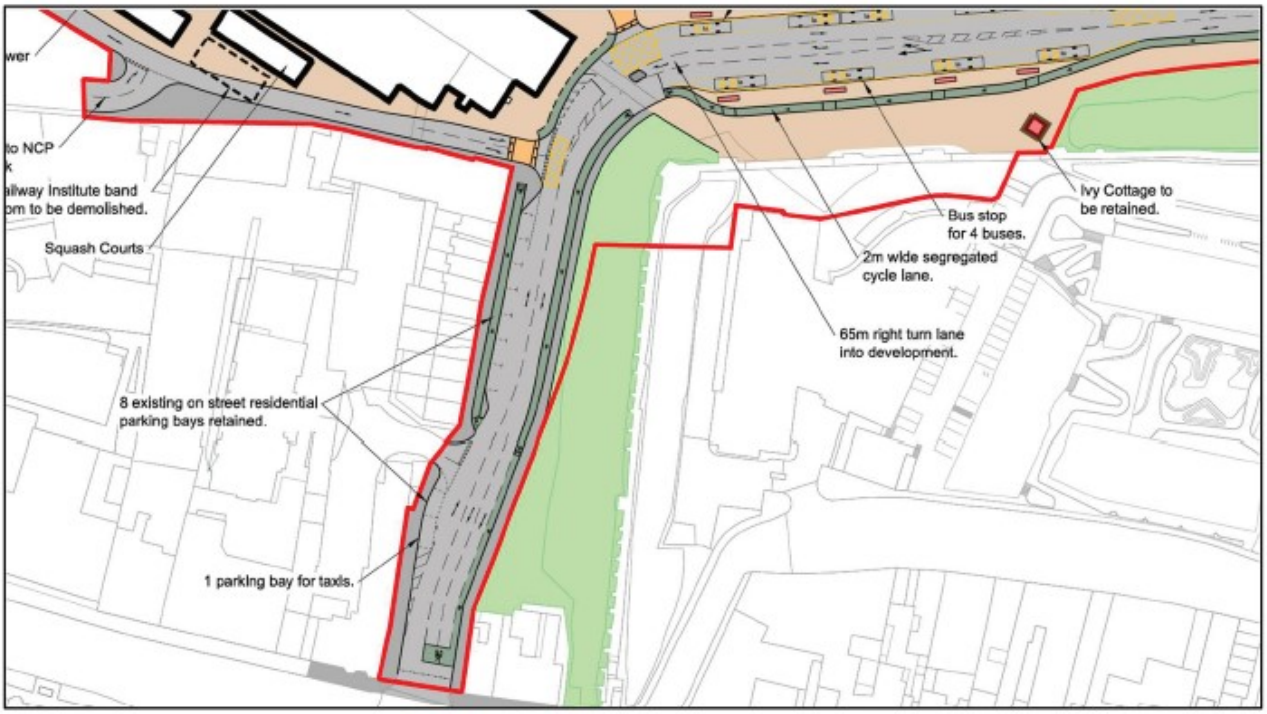
Options considered	Pros	Cons
		Cyclists have to get passed cars parked in a layby, increasing the risk of a collision with an opening door (reduced but not eliminated by the provision of a buffer strip) and of a subsequent collision with vehicles driving on Queen Street (high proportion of buses and HGVs). Cyclists could be squeezed between parked vehicles and traffic in the running lane, especially if they need to move onto the main carriageway if parked vehicles are overhanging. There is a risk of conflict between cyclists and vehicles entering and leaving the parking bays which are likely to see high turnover rates due to their proximity to the station.

flows are above 9,500/day or 950/hour where 85th percentile motor vehicle speed is around 20mph or below. Sustrans also notes in "Sustrans Design Manual Chapter 4" that: *"Kerbside vehicle parking or loading can be dangerous for cyclists especially in a street with high parking turnover rates because there is a risk of vehicle doors being opened into the path of cyclists as well as conflict with vehicles entering or leaving the parking/loading bays".*

Options considered	Pros	Cons
Option 2 **Off road cycle path between parked cars and footway - off road cycle facility starts after the entrance to the Premier Inn, no buffer between the cycle lane and kerbside parking** (see drawing below)	**Dwellings and car parking**	
	Existing 8 ResPark spaces replaced by 7 spaces in a very similar location to current provision (might need to be reduced to 5 or 6 spaces to preserve visibility splays). Existing 2 private hire parking spaces reduced to 1 space in the same location.	Parked cars result in reduced visibility splay at the exit from the NCP/RI access road (identified by Safety Audit) – 1 to 2 car parking spaces will need to be removed to address the issue. Car parking spaces are part of wider ResPark area (Micklegate), with any driver able to park legally for up to 20 min (10 min no return and 10 min grace period), resulting in likely high level of use for station pick up and drop off (high turnover with an impact on Queen Street traffic, reduced availability for residents, cars likely to overhang on the main carriageway). No option to provide dwellings with defensible space at front without reducing already limited pedestrian space.
	Cycling and walking	
	Significant flows of cyclists are segregated (over 100 cyclists in the AM peak, representing 17.6% of vehicles at that time) from traffic for most of the route (after the entrance to the Premier Inn), reducing the risk of a collision with moving vehicles on Queen Street.	Increased risk of cycle / car door conflict as arrangement is unconventional and car users (most likely passengers) are less likely to check for a cyclist on the footway than on the carriageway before opening their door. Cycle path could be blocked by doors for longer (passenger side access - identified in Safety Audit). Increased risk of cycle/pedestrian collision as they are likely to mix at busy times, when cyclists are gathering speed coming down from the junction towards the station and might need to avoid opening car doors (identified in Safety Audit). Lack of continuous off road cycle route means that some cyclists might choose to remain on Queen Street.

Options considered	Pros	Cons
Option 3 **Off road cycle path next to footway, parking spaces removed**	**Dwellings and car parking**	
	Removal of parking spaces enables the provision of a wider footway, in line with the level of provision at the front of the station, to cater for increased pedestrian movements and an off road cycle path joining with the new path at the front of the station. This also enables smoother traffic flows by removing obstructions from vehicles manoeuvring to park, waiting for a parking space and overhanging on the highway. Dwellings can be provided with limited defensible space at front without significant impact on pedestrian/cycle space.	Existing ResPark provision is removed from Queen Street and replaced in a different location (e.g. Toft Green and/or Micklegate as shared provision P&D and ResPark). Private hire space is removed.
	Cycling and walking	
	The off road cycle route is continuous from the Blossom St signalised junction. Cyclists are not expected to give way at any point and drivers are aware of where they should expect to see cyclists. Cyclists are separated from traffic and pedestrians, reducing the risk of a collision.	

Option 1 – On Road Cycleway



Option 2 – Off Road Cycleway