

**Notice of a public meeting of
Decision Session - Cabinet Member for Transport, Planning and
Economic Development**

To: Councillor Levene
Date: Thursday, 19 February 2015
Time: 5.30 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 **4:00pm on Monday 23rd February 2015.**

*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 Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by 5.00pm Tuesday 17th February 2015.

1. **Declarations of Interest**

At this point in the meeting, Members are 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 - 2)

To approve and sign the minutes of the meeting held on 15th January 2015.

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 **5:00pm on Wednesday 18th February 2015**.

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

Filming or Recording Meetings

An audio recording will be taken of this meeting.

Residents are welcome to photograph, film or record Councillors and Officers at all meetings open to the press and public. This includes the use of social media reporting, i.e. tweeting. Anyone wishing to film, record or take photos at any public meeting should contact the Democracy Officer (whose contact details are at the foot of this agenda) in advance of the meeting.

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/download/3130/protocol_for_webcasting_filming_and_recording_of_council_meetings

4. Nunthorpe Grove Petition (Pages 3 - 12)

The purpose of this report is to consider a 31 signature petition (see Annex A of the report) representing 56% of the properties in Nunthorpe Grove requesting City of York Council consult with residents about introducing a Residents' Priority Parking Scheme.

5. Consideration of the junction of Sheriff Hutton Road and The Village, Strensall (Pages 13 - 50)

This report is in response to a petition, received following a minor injury to an accompanied child on their journey to school on 5 November 2014 in Strensall, York. The area of concern is, Sheriff Hutton Road, from New Lane (Tannery Site) to the junction with The Village

6. Urgent Business

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

Democracy Officer:

Name: Laura Bootland

Contact Details:

- Telephone – (01904) 552062
- Email – laura.bootland@york.gov.uk

For more information about any of the following please contact the Democratic Services 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 میا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

City of York Council

Committee Minutes

Meeting	Decision Session - Cabinet Member for Transport, Planning and Economic Development
Date	15 January 2015
Present	Councillor Levene

44. Declarations of Interest

At this point in the meeting, the Cabinet Member was asked to declare any personal, prejudicial or pecuniary interest he may have in the business on the agenda. None were declared.

45. Minutes

Resolved: That the minutes of the decision sessions held on the 11th and 22nd December 2014 be approved and signed by the Cabinet Member as a correct record.

46. Public Participation - Decision Session

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme.

There had been one registration to speak on agenda item 4 - Petition to Improve Pedestrian Safety at Sim Balk Lane Crossing, Bishopthorpe, Submission by the Travel Action Group.

Jenny Eason spoke on behalf of the Travel Action Group. She advised that parents of two schools alongside other organisations had co-ordinated the petition and worked hard to encourage road safety and safe sustainable travel to school. After canvassing the opinion of parents in the local area, it was identified that improvement to the crossing point on Sim Balk Lane was required. As a school crossing patrol was not considered safe, the petition was requesting a build-out to improve the crossing point.

47. Petition to Improve Pedestrian Safety at Sim Balk Lane Crossing, Bishopthorpe.

The Cabinet Member considered a report which outlined the response to a petition which had been received requesting that the Council improves a pedestrian crossing point on Sim Balk Lane in Bishopthorpe. Visibility for crossing the road at this point is obstructed due to the presence of on street parking which is adjacent to the raised traffic calming table and opposite local shops.

The Cabinet Member commented that he was pleased that a solution had been found to the longstanding issue and was happy to approve the implementation of the proposed improvements as outlined in the Officers report.

Resolved: That the Cabinet Member:

Gave approval for the implementation of the proposed highway improvements detailed at Option 8 (Appendix B and illustrated at Annex C of the report).

Reason: To improve conditions for pedestrians using the crossing point on Sim Balk Lane, in particular as part of the journey to and from school.

Cllr D Levene, Cabinet Member
[The meeting started at 5.30 pm and finished at 5.35 pm].



**Decision Session – Cabinet Member for
Transport, Planning and Economic
Development**

19 February 2015

Report of the Director of City and Environmental Services

Petition – Nunthorpe Grove, Micklegate Ward

Summary

1. The purpose of this report is to consider a 31 signature petition (see Annex A) representing 56% of the properties in Nunthorpe Grove requesting City of York Council consult with residents about introducing a Residents' Priority Parking Scheme.

Recommendations

2. The Cabinet Member is asked to approve a formal consultation with residents of Nunthorpe Grove in May 2015.

Reason: because this is in line with a well established procedure when dealing with requests for new Residents Parking Schemes.

Timescale: Resources are already committed for this financial year and consequently the consultation has been added to the forward work schedule for May 2015.

Background

3. In October 2014, a Residents' Priority Parking Area was implemented in Nunthorpe Drive, Nunthorpe Crescent, Nunthorpe Gardens and Nunthorpe View. The timing of this petition suggests there may have been some vehicles displaced onto Nunthorpe Grove.
4. The additional parking on Nunthorpe Grove has caused some residents to consider the amount of non-residential parking taking place unacceptable.

Consultation

5. Information about Residents Parking would be hand delivered to all properties. Information would include the cost of permits for residents together with a plan outlining the proposed zone boundary and approximate position of regulatory signage (Annex B). Residents are asked to return a ballot sheet in a Freepost envelope provided. The results of the ballot would be reported to an Officer in Consultation meeting for consideration on how to proceed.
6. It is common procedure to require a 50% return of ballot sheets with the majority of returns in favour of introducing a resident parking scheme before we support a proposal to amend the Traffic Regulation Order to include a scheme.

Options

7. The options available are:
 - To undertake a formal consultation as requested
 - To consider the level of support is not sufficient at this time to warrant further consultation

Analysis

8. Option1 gives a better indication of the level of support in this street. The ballot is confidential and residents will be able to express an opinion without fear of reprisal. A consultation will better inform officers of any special needs of residents which may have to be considered within a final draft scheme. This option is in line with the well established process for considering such requests.
9. Option 2 does not adequately meet the expectations of the local residents bearing in mind the percentage of properties the petitioners represent. Hence this is not the recommended option.

Council Plan

10. Considering this matter contributes to the Council Plan building strong communities by engaging with all members of the local community.

Implications

11. **Financial:** There are no financial implications.
12. **Human Resources (HR):** There are no HR implications.
13. **Equalities:** There are no Equalities implications.
14. **Legal:** There are no Legal implications.
15. **Crime and Disorder:** There are no crime and disorder implications
16. **Information Technology (IT):** There are no IT implications.
17. **Property:** There are no Property implications.
18. **Other** There are no other implications.

Risk Management

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

Contact Details

Author:

Sue Gill
Project Technician
Transport Service

Tel No. 01904 551497

Chief Officer Responsible for the report:

Neil Ferris
Assistant Director – Transport,
Highways and Waste
City & Environmental Services

**Report
Approved**



Date 16 January 2015

Wards Affected: Micklegate

For further information please contact the author of the report

Background Papers: None

Annexes

Annex A – copy of front page of petition

Annex B – plan of the area for consultation

Annex A

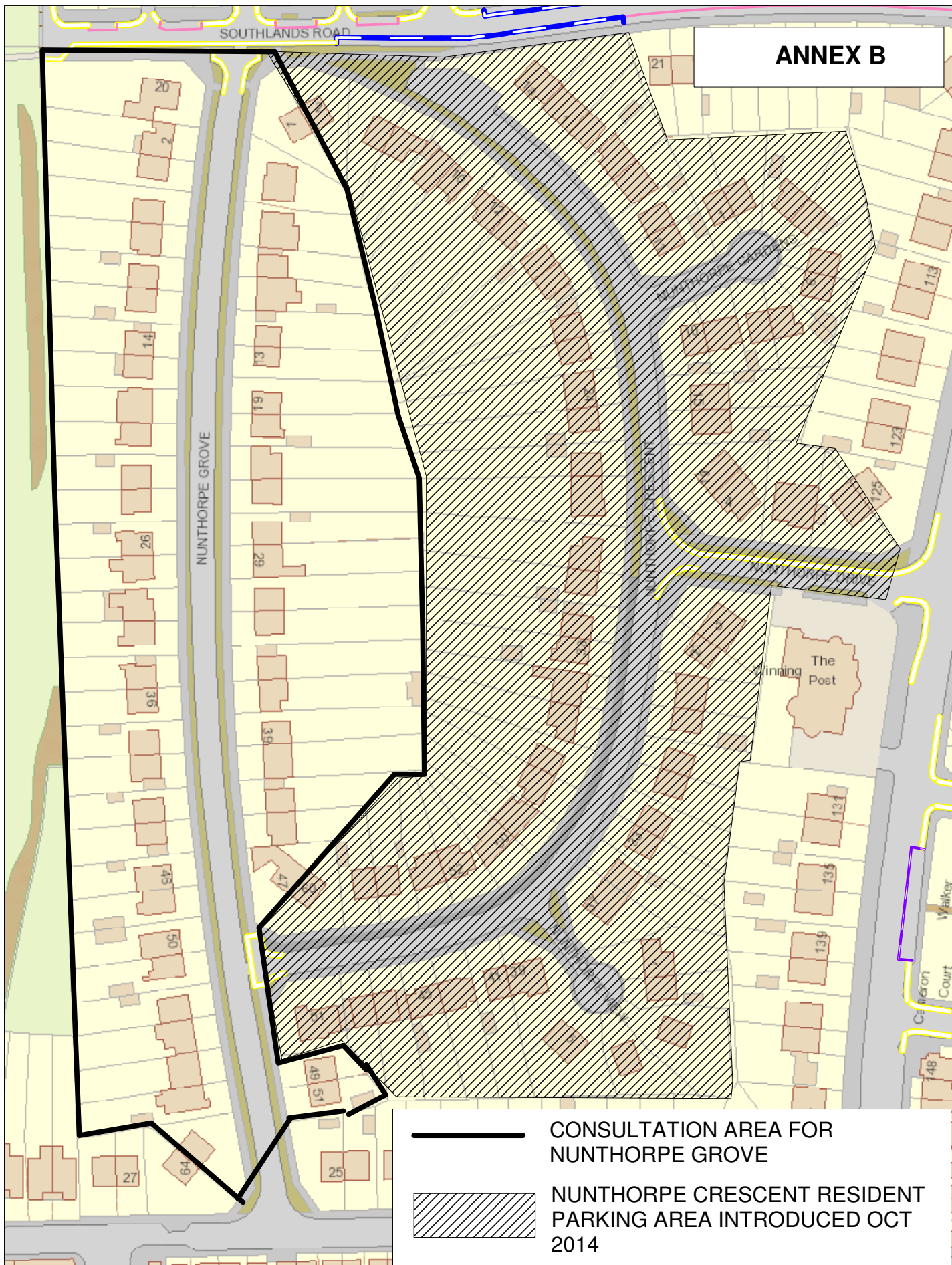
Copy of Petition Front Page



~~3/11/11~~ 7/11/11
Since.

We would like a consultation on
the possibility of a residential parking permit

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ANNEX B



 **CONSULTATION AREA FOR NUNTHORPE GROVE**
 **NUNTHORPE CRESCENT RESIDENT PARKING AREA INTRODUCED OCT 2014**

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Annex B, Nunthorpe Grove



SCALE	1 : 1250
DATE	24/12/2014
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Decision Session – Cabinet Member for
Transport, Planning and Economic Development

19 February 2015

Report of the Director of City and Environment Services

1. This report is in response to a petition, received following a minor injury to an accompanied child on their journey to school on 5 November 2014.

“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.”

2. The area of concern is, Sheriff Hutton Road, from New Lane (Tannery Site) to the junction with The Village.

Summary

3. Following an accident in which a child was knocked down on 5 November 2014 an investigation was undertaken of the area of concern. This area is from New Lane, where there is a new 54 house development on the former Tannery Site, to the junction of ‘The Village’. A map and photographs of the location can be found at **Annexes A1 and A2**.
4. Looking at the accident history on this short section of road and the junction it is of note that in the last 10 years there have been no injury accidents, at this location, other than the accident on 5 November 2014, classed as a ‘slight’.
5. Requests for improvement to this area of the public highway and in particular calls for a School Crossing Patroller (SCP) to work in this location were previously investigated in 2008 and 2011.
6. The investigations have highlighted two main desire lines (A&B) for crossing Sheriff Hutton Road in the village, and this report will look

at each of the desire lines, in terms of issues before concluding with possible solutions:-

- A. End of the pedestrian path which leads from “The Brecks” and exits on Sheriff Hutton Road, (marked on **Annex A1**, as *path A*) is currently a desire line for crossing the road on the way to school.
- B. The mouth of the junction, where people cross in both directions. This is a possible desire line on the walk to school, but also a more general desire line for villagers to access local amenities.
- C. It is also recognised that the new Tannery development, may impact on the use of the public footpath, on the north side of Strensall Bridge which could increase the numbers of people crossing Sheriff Hutton Road at this location.

Recommendations

- 7. The Cabinet Member for Transport, Planning and Economic Development is recommended to:

- i- Instruct officers to undertake an update of the feasibility study carried out in 2011**

Reason: To enable the impact of recent changes in the area to be established and considered in the development of options and to determine more accurate costs for any possible solutions.

- ii- Instruct officers to hold a site meeting with representatives of the local community**

Reason: To ensure that the concerns of the residents in the area are fully understood during the development of options.

Background

- 8. In this section, each of the locations identified at paragraph 6 above is considered in turn.

Location A

9. This location is a pedestrian 'desire line' for crossing Sheriff Hutton Road, at the point where the pedestrian path A (shown in **Annex A1**) exits from the development known as "The Brecks".
10. In the original layout, the pedestrian exit onto Sheriff Hutton Road was via a kissing gate, to one side of locked metal gates. Pedestrians found the kissing gate difficult to negotiate with a pram and an alternative was agreed with the Parish Council to enable the Drainage Board and Parish Council access for the river and allotments.
11. Path A, linking Sheriff Hutton Road with 'The Brecks' development, was formally adopted by City of York Council on 23 July 2013. There are no further plans to upgrade the path or surface as this would be against the requirements of the Internal Drainage Board (IDB). The vehicle access is locked.

Location A – recent developments

12. Over the last year an additional housing development (54 houses) has been constructed on land known as the Tannery, which is just to the north of the humped back bridge, called Strensall Bridge. As part of the planning requirements the development included a new pedestrians and cycle footbridge to run adjacent to the west side of the bridge and an extension of the footpath along Sheriff Hutton Road to the junction with The Village. The extension of this footpath means that children living at the Tannery development are on the right side of the road for the school, and have no need to cross Sheriff Hutton Road as part of their route to school.
13. There remains, however, the likelihood that pedestrians from the Tannery will cross Sherriff Hutton Road to reach local shops and facilities at the opposite side of Sherriff Hutton Road, and The Village.
14. Work is still ongoing to finish surfacing to the new footpath. The stage 3 (post construction) safety audit on the works is therefore yet to be carried out. As building work to the new estate road and footpaths, is as yet unfinished, this Stage 3 safety audit is not likely to be completed for 4-6 months.
15. Please note the proposal, by the developer to add tactile paving in the area of the exit of *path A* – indicating a crossing point will not be

constructed. This is still evident on some plans in the public domain, but was removed as the sight lines were not appropriate for a crossing point at this location.

Location A - investigations

16. Requests for a SCP, and a “safe route to school” to aid parents and children who are exiting *path A* were received in 2008 and 2011, as well as the most recent investigation which took place on 11 November 2014.
17. All requests for a SCP are investigated and considered. Often there is a misconception that a “safe place to cross the road” is created simply by the addition of a SCP. This is not the case. Sites for SCP have to be assessed or “engineered” to be “safer places to cross the road”. An unsuitable place to cross the road cannot automatically be made “safe” by the addition of a SCP.
18. Sites suitable for a SCP need to conform to the following 3 factors:-
 - Clear sight lines; this is because when operating a SCP site, the patroller needs to spend a longer amount of time in the road than a person crossing for themselves. Therefore, particular attention is paid to the available sight lines to take account of this fact.
 - Room on each pavement, for groups of standing pedestrians, away from traffic which may require to turn into or out of drives or entrances.
 - That requirement in the National Criteria for the implementation of SCP are met at the site location in line with Road Safety GB (RSGB) Guidelines.
19. In all 3 investigations, 2008, 2011 and 2014 the requests were fully considered, including doing counts for children crossing and vehicles. The most recent counts and how these apply to the guidelines are attached at **Annex B**.
20. In all 3 investigations the section of road from the humped back bridge to and including the junction were assessed. It was established that on the stretch of Sheriff Hutton Road from the Bridge to the junction there is no location that is appropriate for a SCP to work safely. This is because of:-

- the lack of sight lines,
- the limited width of the footpath in places,
- the instances of drives and entrances

21. With reference to sight lines, the Government's 'Manual for Streets' gives a required minimum stopping distance of 38 metres for light vehicles and 41 metres for Heavy Goods Vehicles and buses. These distances have been marked approximately, on the map at **Annex A1** and highlight that the area where path A meets Sherriff Hutton Road is not appropriate for a SCP site.
22. Additionally, on all 3 occasions the traffic/child counts did not meet the basic volumes required for the establishment of a SCP as per the National Criteria Guidelines. It is of note that the RSGB adopted criteria gives clear advice on parental responsibility for children on the journey to school, see the below extract from the current 2013 document below.

1.5 Parental Responsibility*

Even where an SCP is provided, parents remain responsible for ensuring their children's safety, just as they do when a zebra crossing or pelican crossing is provided. Some parents may believe the Authority assumes responsibility for the safety of their children on their whole journey to and from school when it provides an SCP. This is a misconception that should be countered, perhaps by conducting local 'awareness-raising' campaigns to reinforce the message of parental responsibility every time a new SCP is appointed.

The issue of parental responsibility also needs to be understood clearly by Elected Members, and officially enshrined in policy statements, road safety plans and guidelines. The responsibility for ensuring the safety of children travelling to and from school is, and must remain, a parental one.

**A good description of case law on the duty of parents to ensure their children are able to travel to school safely can be found in Section 1 and Appendices 4 – 7 of Road Safety GB's "Assessment of Walked Routes to School Guidelines"*

Best Practice

The Authority's policies should make it clear that parents are responsible for ensuring their children are able to travel to school safely, whether or not the Authority is able to provide safer routes or safer crossing facilities.

Sites should be established, using the Authority's adopted criteria, based on the number of children walking to and from school and traffic flows at the site in question.

23. In 2010 as a result of the requests, and investigations a further feasibility study into a 'Safe Route to School' was commissioned. The report, dated September 2011, is shown in full at **Annex C**. The conclusions of the report were that the site was not safe for a SCP and the only options for a crossing facility were:-

'a pedestrian refuge at the junction, which would involve the remodelling of the junction with the movement of all underground services, possibly including fibre optics, electric, gas and water which are located under the pavement. No depths or cable type details are as yet available but an estimate of £30 - £40k would be reasonable for diversion costs and time scales for moving services would be a minimum of 3 months possibly longer.

Or

The signalisation of the whole junction.

24. The above possible options were not implemented at that time owing to funding constraints. However, minor improvements to the tactile paving and signage for the junction, as shown in annex C and D of the 2011 report, were implemented.
25. There have been a number of changes to the highway network and development in the area, such as the delivery of the Tannery development which need to be considered if the 2010 feasibility study is updated. In addition the impact of any future anticipated development in the area such as the potential increase in the size of 'The Brecks' development should also be considered in any review of the feasibility study.

Location B

26. The main crossing point for pedestrians in the area is at the junction of Sheriff Hutton Road with the Village however it should be noted that SCP sites are never placed at junctions, where the requirement is for the patroller to stop 3-way traffic, as would be the case at this location. Minor improvements to the tactile paving and signage were made in 2011; for further detail, please see the recommendations in the study into a Safe Route to School, 2011, **Annex C** as given above.

Location C

27. Accompanying the new development there has been an improvement in the 30mph limit gateway, just north of the new houses and the ancient bridge.
28. As part of the latest investigations into desire lines across Sheriff Hutton Road, it was noted on a site visit that the establishment of 54 houses adjacent to the public right of way on the north side of the humped back bridge, may well have an impact on the frequency and type of use of this recreational path.
29. It was noted that all the houses are built, with the new footbridge and footpath in use. With the new footbridge opening up pedestrian access across the river it is considered that this would be a convenient path for residents of the new development and the wider village to walk dogs, or for children to access the riverside and open countryside to play.
30. Although it is accepted that this access has historically been in a location where sight lines for both a pedestrian and motorists are severely restricted, the possible change of use and frequency of this desire line, has raised officer concerns which may not be fully addressed by the proposed improvements suggested by the developer. It is anticipated that these concerns will be considered at the stage 3 safety audit (See **Annex D** pictures, 9, 10, 13, 14 and 16).

Options

31. Reduction of casualties on the road network is the result of a combination of interventions including physical measures, enforcement and education. To improve the awareness of road hazards in the area cycle and pedestrian training sessions have been booked with the school.
32. There are 2 important notes to take into account when considering options:-
 - a) That, whilst City of York Council (in common with most UK local authorities), attempts to provide SCPs in a number of locations, the provision of a SCP is not a statutory duty. All roads and traffic cause an element of "risk". It is the responsibility of parents to ensure the safety of themselves and their children on

the journey to and from school.

- b) The new Tannery development will not increase the numbers of children crossing Sherriff Hutton Road on their route to the school.
- 33. **Option A** - No action now, but ensure that CYC's Highway Development Control officers are aware of the issues for future development in the area.
- 34. The review of the location indicates that it is not appropriate for a SCP. Implementation of both pedestrian and cycle training for children at the school has already been instigated, and bookings with the school have been made.
- 35. Whilst there has been some new development in the area, the fundamental layout of the road and the issues with providing a crossing facility, on the stretch of road, south of the bridge to the junction with The Village are similar to those investigated in 2011 and any further investigation is likely to result in the same recommendations as that report.
- 36. As in 2011 the cost of possible improvements is high relative to the volumes of people crossing. This is in common with other locations across the local authority areas which are also awaiting identification of budget for the implementation of similar measures.
- 37. The allocation of this site as part of a 'safe route to school' is not an option due to the small number of children crossing. It should also be reiterated that the new houses at the Tannery will not cause an increase in children crossing Sheriff Hutton Road as part of the journey to school.
- 38. The casualty record for this location is 1 slight, in the last 10 years. Whilst it could well be argued that one accident is one too many, use of the casualty reduction budget is also not an option as there are a number of accident cluster sites and specific routes which have a much higher number of casualties and which would take greater priority for funding than this scheme.
- 39. Although there is a danger reduction budget, this is a very small budget for minor improvements and does not hold the capital required to action the suggested improvements.

40. This option proposes that a site visit is held, attended by Officers representing SCP (in relation to request for SCP) and Highways Development Control (in relation to the new houses at the Tannery) to meet community representatives to explain the current issues and to feed back the outcomes of this Decision Report.

Option B –update the feasibility study of 2011

41. The review of the location indicates that it is not appropriate for a SCP. Implementation of both pedestrian and cycle training for children at the school has already been instigated, and bookings with the school have been made.
42. This option proposes that a review of the Safe Routes to School feasibility study undertaken in 2011 is commissioned and that it be undertaken following completion of the development highway works and the Stage 3 safety audit.
43. The feasibility study would take into account any changes which have occurred or which are anticipated in the area since the 2011 study was undertaken. It would consider the actual and perceived changes to the use of paths and desire lines, volumes of pedestrians crossing and where as a result of the new build. A more detailed investigation of the utility costs of any options would also be undertaken to ensure that more accurate overall delivery costs were established.
44. A site visit would be undertaken, attended by Officers representing the School Crossing Patrol team, Highways Design and Highways Development Control (in relation to the new houses at the Tannery) to meet community representatives to understand the issues and ensure that their concerns are considered in the review of the feasibility study.

Analysis

45. **Option A** - It is recognised that the changes in the area, with the new build at the Tannery will potentially create an increase in people crossing the road from west (public house side) to east (Boots side) and also the crossing of The Village, near or on the junction. It has also, however been established that this will not involve an increase in pedestrian crossing movements as part of a route to school.

46. The main issues, as identified in the 2011 report, with the lay out of this section of road are fundamentally the same. A busy junction at one end and a narrow, humped back bridge, with a short section of road between, that has a number of private and commercial entrances on it. Because these fundamental issues have not changed it is likely that any review of feasibility work will result in the same conclusions as was reached in 2011.
47. From the 2011 study, although desire lines were identified, current limitations mean there are higher priority locations, some with higher accident histories awaiting schemes from the limited budgets available for these types of junction upgrades.
48. **Option B** - This will give a full and up to date report on pedestrian movements in the whole of this area, and may help to identify the greatest need in terms of a crossing point (work in 2011 already established that higher numbers are crossing The Village, than cross Sheriff Hutton Road).
49. This report would take into consideration actual changes to the use of the paths as a result of the new build and could be extended out to encompass the stretch of road from New Lane, north of the bridge. This study would need to be commissioned after the completion of work by the contractors and after the stage 3 safety audit had concluded.
50. Funding any proposed solutions resulting from the feasibility study would remain a significant barrier to the delivery of any improvements in the area. The detailed review of the costs and benefits would enable a more informed case to be made when comparing the improvement against other schemes in the city.

Corporate Objectives

51. There is no question that the addition of pedestrian facilities would help with the below corporate objectives. An assessment does need to be made however, if this location should be placed at a higher priority than other locations that are waiting for funding:-
52. **Get York moving** – Any crossing improvements encourage walking and cycling, particularly at busy times, and may result in a reduction in car use and reduced local congestion.
53. **Protect vulnerable people** – pedestrian facilities would benefit the most vulnerable within the local community.

54. **Protect the environment** – By encouraging walking and thus reducing car use, carbon and other emissions would be cut, improving air quality.

Implications

55. **Cost** - Capital funding for Casualty or Danger Reduction are limited. All potential measures should be prioritised.
56. **Legal** - There are no legal implications with this report.
57. **HR** –There are no HR implications with this report.
58. **Other** - Road accidents by their very nature are unpredictable and it is always possible that an injury accident will occur at a location that has been assessed where no action was taken.
59. **Crime and Disorder** – there are no Crime and Disorder implications with this report.

Risk Management

60. 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:

Author:	Chief Officer Responsible for the report:
Trish Hirst	Neil Ferris
Road Safety Officer	Assistant Director - Highways, Transport & Waste
Transport Service	City & Environmental Services
City & Environmental Services	

Tel: 01905 551331

Tel: 01904 551448

Report Date 3 February 2015
Approved

Specialist Implications Officer(s): None
Wards Affected: Strensall

For further information please contact the author of the report.

Background Papers: None

Annexes:

Annex A1 Site Map.

Annex A2 Pictures of site.

Annex B School Crossing Patrol Counts, 11.11.2014 & Criteria

Annex C 2011 Safe Routes to School Feasibility Report

Annex D Pictures of public right of way exit & new 30mph gateway

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Annex A2 – pictures.

View looking down Sheriff Hutton Road towards Strensall Bridge.



Showing the Junction, looking from Boots towards York



Showing the Junction, looking towards Boots and Tesco's



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Annex B - SCP criteria count for Sheriff Hutton Road Strensall

And Road Safety GB Guidelines Section 2.3 – 2.5

Count carried out by Jayne Ward SCP supervisor

Tuesday 11th November 2014

Count carried out 0825hrs to 0855hrs

Dry fine weather conditions.

Total car count 148

Total Bus count 5 giving a PCU of 10

Total HGV count 4 giving a PCU of 12

28 primary school aged children were observed to cross, all had adult supervision.

To calculate the PV2 figure total PCU = $170 \times 170 = 28900 \times 28 = 809200$

As this figure shows it falls far short of the 4million threshold figure which the SCP national guidelines use to see if a site is justified.

The amount of pedestrians crossing in relation to vehicle count fall into the area C of the SCP criteria graph (page 38 SCP national guidelines) this states that a SCP site is definitely not justified.

SCP Guidelines
Revised November 2013

2.3 PROCEDURE – PART ONE

Pedestrian and Vehicle Count

- 2.3.1 Sites having fewer than 15 children (P) crossing the road in the busiest 30-minute period should not be considered for establishing an SCP. It is important to check the policy of your own organisation. Based on specific circumstances, Authorities may choose to set a lower minimum number of children.
- 2.3.2 A classified count should be taken at the Site to identify the busiest 30-minute period, recording child pedestrians (P) and vehicles (light vehicles, large goods vehicles and PCUs and cycles).
- 2.3.3 It is recommended the traffic counts be recorded as 'passenger car' equivalent values (PCUs), by using the following multiplication factors:

Passenger Car Units (PCUs) for Recording Purposes	
3 Pedal Cycles	= 1 PCU
2 Motorcycles	= 1 PCU
1 Car	= 1 PCU
1 Light Goods Vehicle (up to 3.5 tonnes gross weight)	= 1 PCU
1 Bus/Coach	= 2 PCUs
1 Medium Goods Vehicle (over 3.5 tonnes gross weight)	= 2 PCUs
1 Large Goods Vehicle (over 7.5 tonnes gross weight/multi axle lorries)	= 3 PCUs
1 Bendi-bus	= 3 PCUs

If an automatic vehicle counter is used that does not provide vehicle classification data, then some observation of the traffic flow and composition will be needed.

- 2.3.4 The count should include child pedestrians who attend an educational establishment and who cross the road at the time of the heaviest traffic flow (normally during the morning peak). Record the numbers of children (P) who cross the road at (for existing staffed sites) or within 50 metres of the site (for unstaffed or new sites).

2.4 PROCEDURE PART TWO: CALCULATION OF PV² RATING

PLEASE NOTE – all values used in the calculation must be taken from the same 30-minute (6x5 minutes) busiest period.

- 2.4.1 Having collected all the necessary data from the site, the calculation PV² must be completed. Below is a checklist of the main points to be considered:
 - a) Identify the busiest consecutive 30-minute period (note that vehicles form the most significant part of the equation).
 - b) Calculate the total of child pedestrians (P) and multiply it with the square of the total number of PCU equivalents (V²) from the same consecutive 30-minute period to provide the product PV².

2.5 PROCEDURE – PART THREE

Comparison with Adopted Criteria Threshold Level

- 2.5.1 If a PV^2 of greater than 4 million is achieved, an SCP location can be justified. The graph shown on page 37 shows whether a site immediately justifies a SCP or if it needs further investigation or measures other than a SCP.

Example (i):

200 children (P) and 250 vehicle equivalents (V) in the same consecutive 30-minute period, multiplied together in the form PV^2 produces point 'X' on the graph. The point is within area 'A', exceeding the required threshold value of 4×10^6 and justifying the establishment of an SCP site. There is no need for further site assessment, or mathematical calculations.

RESULT

Site can be justified.

Example (ii):

300 children (P) and 100 vehicle equivalents (V) in the same consecutive 30-minute period, multiplied together in the form PV^2 produces point 'Y' on the graph. This is within area 'B' [between lines (1) and (2)], not achieving the threshold level and not justifying the establishment of an SCP site at this stage. Reference should be made to Part 4 of the criteria in order to re-assess whether the site can be justified.

RESULT

Site NOT immediately justified – further investigation needed using Adjustment factors.

Example (iii):

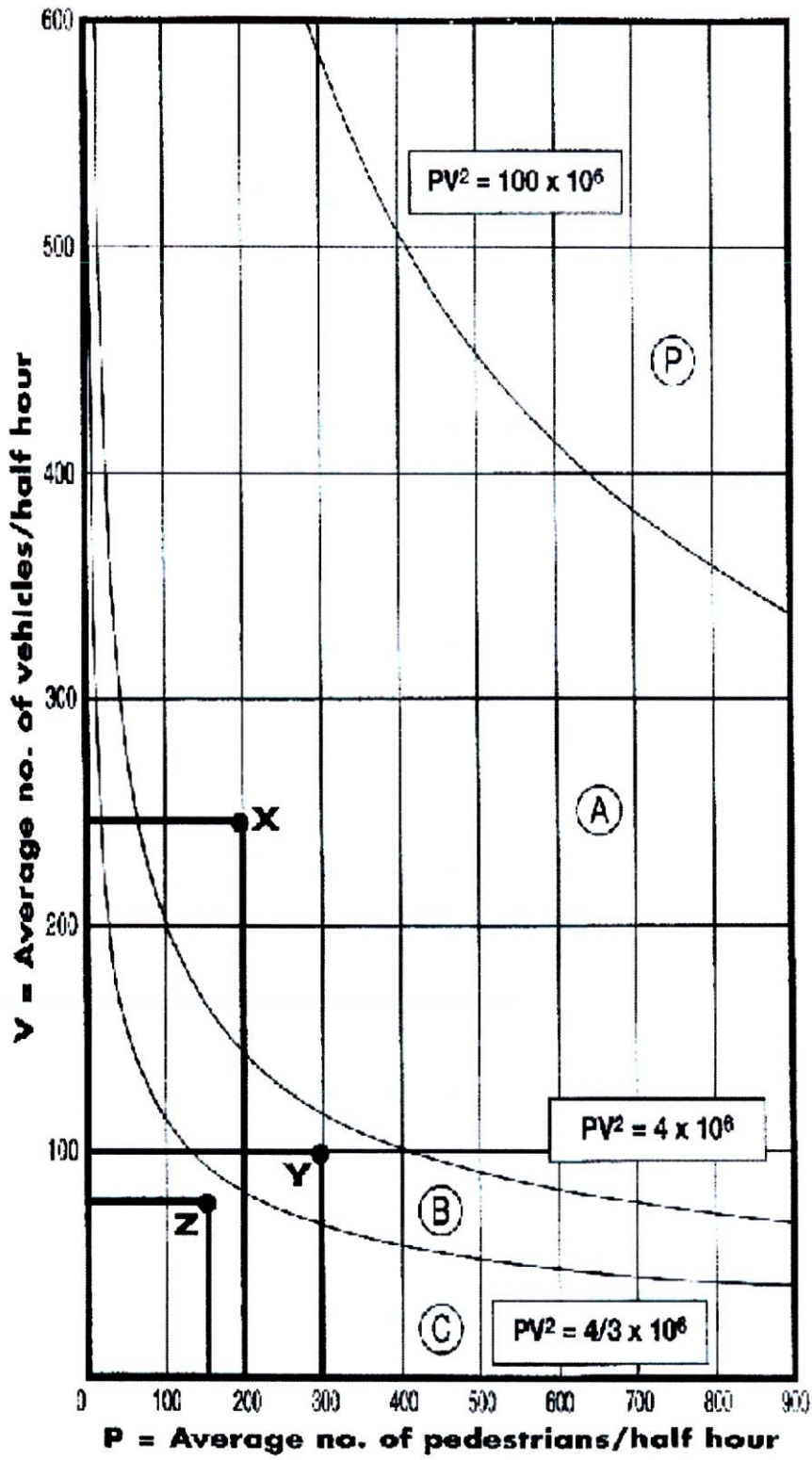
150 children (P) and 75 vehicle equivalents (V) in the same consecutive 30-minute period, multiplied together in the form PV^2 produces point 'Z' on the graph. This is within area 'C' [below and to the left of line (2)], not reaching the threshold level and almost certainly not justifying the establishment of an SCP site.

RESULT

Site NOT justified.

Should extreme pressure be applied for the provision of an SCP at this site, Part 4 of the criteria may be applied to verify the position.

SCP Guidelines
Revised November 2013



SCP Guidelines
Revised November 2013

Action Chart – Checking SCP Site Viability (using Graph)

Position of Point	Action to be taken
Area 'P'	Crossing facilities justified (It is recommended a light controlled crossing be considered)
Area 'A'	SCP site justified (Recommended establishment of SCP site)
Area 'B'	SCP site not justified at initial assessment (Apply Part 4 of the procedure to verify the position)
Area 'C'	SCP site definitely not justified at initial assessment (Apply Part 4 of the procedure if exceptional circumstances exist)

Robert Wilkinson Primary - Safe Routes to School Feasibility Study 2010/11

Introduction

Robert Wilkinson Primary School is situated on West End in Strensall as shown in location plan **Annex A**. There are around 500 children on roll, and roughly 95% live in Strensall.

Around 140 pupils live to the north east of the village, and some of these cross Sheriff Hutton Road. The school has recently completed a review of its travel plan, and crossing this particular junction was raised as an issue because of the volume of traffic and poor visibility resulting in difficulty in crossing.

Therefore, this report considers the feasibility of introducing improvements to alleviate the above.

Background

Sheriff Hutton Road is classified as a traffic route and The Village is classified as mixed priority under the Council's speed management plan. Both are subject to a 30mph speed limit. The Village to the east of the junction is where the majority of the village shops are. Sheriff Hutton Road is only built up for about 40m and it then becomes predominantly rural. Frequent bus service no. 5 runs along The Village.

The School originally wrote its original travel plan in 2003, and it has since been reviewed in June 2009 and March 2010. The School shows an active interest in school travel issues, and has relatively low car use considering the size of the village which is about 2 miles from one end to the other.

A planning application to develop the Tannery off Sheriff Hutton Road into a business park had been approved but permission has since expired. If this had progressed, it may have led to improvements on Sheriff Hutton Road being funded by the developer. Currently, the site is for sale.

Traffic Data

Surveys have been undertaken to further assess conditions on Sheriff Hutton Road.

A vehicle survey was undertaken on 26th January 2011 between 7am to 7pm and the results are recorded below and on the attached plan as **Annex B**. There is also a high number of HGVs so this information is also included.

	Total vehicles 12 hours	Total HGVs 12 hours
Sheriff Hutton Road	3502	161
The Village west of Sheriff Hutton Road	4283	196
The Village east of Sheriff Hutton Road	2595	45

Accident Data

There have been no recorded injury accidents at the junction in the last three years.

Pedestrian Survey data

The 2011 School Travel survey (undertaken in January) suggests around 140 pupils live in the north east of the village with around 109 walking, 1 cycling and a further 30 being driven to school. It is difficult from the postcode spot plot to suggest how many need to cross Sheriff Hutton Road as there are alternative walking routes, however, there is a pleasant off-road path from Terrington Close which is used by quite a few parents on the way to School. This terminates at Sheriff Hutton Road.

To carry out a more detailed assessment of pedestrian activity at this location, a crossing survey was undertaken in January 2011 at the junction of The Village and Sheriff Hutton Road. This covered a 12 hour period from 7am to 7pm. In addition, the same survey recorded waiting time for pedestrians.

The main survey results are presented in the table below, and are also summarised on the attached plan **Annex B**.

	Location	Total peds crossing in 12 hours	Average waiting time (seconds)	Total children crossing 8am to 9am	Average waiting time (seconds)	Total children crossing 3pm to 4pm	Average waiting time (seconds)
A	50m section on Sheriff Hutton Road adjoining The Village junction	267	6	30	12	21	8
B	50m section on The Village west of the Sheriff Hutton Road junction	102	2	3	1	18	5
C	50m section on The Village east of the Sheriff Hutton Road junction	575	1	3	2	8	1

Options / Discussion

The surveys indicate that there is a lot of pedestrian activity at the junction, with the most crossing movements on The Village to the east of Sheriff Hutton Road where the shops are. This arm of the junction is also the most lightly trafficked and easiest to cross. The second busiest arm is Sheriff Hutton Road, which has the highest waiting time.

Visibility is restricted to the north by the humped bridge, so vehicles do seem to appear quite suddenly. Pedestrians tend to cross in one of two places, at the junction or if they are using the footpath shortcut to Terrington Close, in the Ship Inn's vehicular access where the footway ends on the west side, and where there is another vehicle crossing opposite. Visibility is better at the junction both for vehicles coming over the bridge and traffic on The Village. The crossing point at the junction is only about 1m wide and has no tactile paving. There are often parked cars contravening the prohibition of waiting outside the chemist (no. 25 The Village). Options are therefore considered for crossing facilities and improvements on Sheriff Hutton Road.

Zebra / Pelican crossing

Controlled crossings can be considered where there is a good level of pedestrian demand and clear difficulties being experienced crossing the road. Demand is highest at school times, but there is a steady number of pedestrians throughout the day who experience an average waiting time of 6 seconds (13 seconds in the morning school run) before being able to cross. Crossings on the approach to a junction should be sited very carefully to ensure that drivers turning in have time to judge the situation and have the distance to stop. Because of poor visibility when turning in, it would not be possible to site the crossing anywhere near the junction so this option is ruled out. The only way a controlled crossing could be achieved safely on this road would be to signalise the whole junction but this would cost at least £100,000 so could not be justified in this instance.

Pedestrian refuge

Although the carriageway is wide at around 8m, the regular turning movements of HGVs would make it impractical to retain the existing kerblines and install a pedestrian refuge, as these features would restrict turning resulting in overrunning of the footways or refuge. However, if the west kerbline was moved back, which would effectively close the footway to the car park of The Ship Inn, a refuge could be installed. However, utility company records have been checked and telecoms, water, gas and electric are all located somewhere in this footway. It is extremely likely that in order to move the kerbline, some or all of these services would have to be relocated. This is likely to cost tens of thousands of pounds. A length of prohibition of waiting would also be required opposite the junction to maintain HGV turning manoeuvres. This could be unacceptable to the local community as there is regular on-street parking here. A possible scheme is shown as **Annex C**, for completeness, but because of the high cost to move underground services, it is not considered a realistic option.

In addition to the provision of crossing facilities, other ways of improving safety at this crossing point have also been investigated:

Traffic calming

Traffic calming is often used to reduce vehicle speeds at crossing points, the most effective being speed tables or cushions. Unfortunately, this would not be considered appropriate as the status of the route under the Council Speed Management Plan is a traffic route, and therefore an important emergency service and bus route. In addition, a high volume of HGVs and agricultural vehicles could potentially cause noise and vibration problems.

Vehicle activated signs (VAS)

VAS are another measure commonly used to reduce vehicle speed. The Council policy on VAS sets a criteria for their use. Importantly, VAS should only be installed from LTP funding where 85th percentile speeds are at least the speed limit plus 10% plus 2mph (the speed limit plus 10% for alternatively funded signs). The speed limit on Sheriff Hutton Road is 131m in length, but the extents of the footway is only 24m from the junction on the west side and, 64m on the east side. Speed readings have not been taken but as vehicles are either slowing down to stop at the junction, or have turned in it is highly unlikely that vehicles would be exceeding the speed limit at this point.

Improved dropped kerbs



As the existing dropped kerbs are only 1m wide at the junction, it would be beneficial to extend these to 2m wide and add tactile paving as shown in **Annex C**, which would cost in the region of £3,500 including fees. This would improve conditions for less mobile pedestrians and those with pushchairs, and also make it easier for large groups of pedestrians to cross at the same time. A refresh of the double yellow lines at the junction is also recommended to discourage the fairly regular parking in contravention of the prohibition of waiting outside the chemist, which can affect visibility for any pedestrians crossing.

Improved signing and road markings



The 30mph signs on Sheriff Hutton Road are situated on the other side of the bridge, where the environment is still rural. The village name plate is nearly 500m away, so unfortunately cannot be combined with the speed limit signs to create more of an impact. It is however proposed to change the speed limit signs to be yellow backed and install speed limit repeater signs as there are no lamp columns until you reach The Village. 30 roundel road markings would add extra emphasis to the signing. The proposals are shown as **Annex D**, and would cost in the region of £2000 including fees. Any measures would need to be considered in conjunction with the latest local policy on speed limits in urban areas when developed.

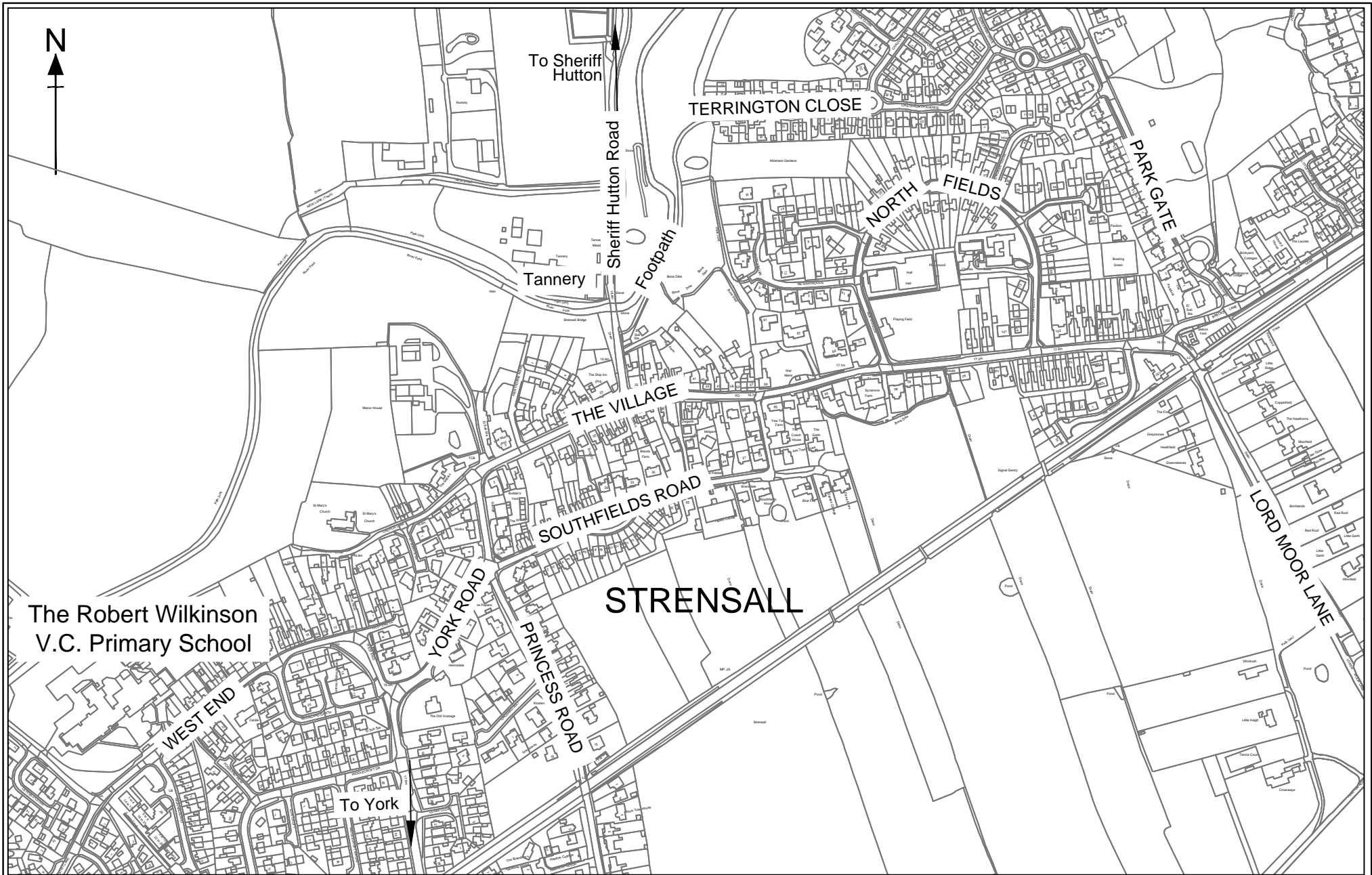
Conclusion / Recommendation

Crossing Sheriff Hutton Road has been raised as a concern because of limited visibility and a high number of HGVs. Crossing facilities have been considered and a pedestrian refuge is a possibility, but very expensive (£10000s) because of the need to relocate underground services. It would also result in the closure of a short footway and a prohibition of waiting opposite the junction to ensure large vehicles can turn in and out. As the level of funding for a refuge is not feasible, minor improvements could be made to widen the dropped crossing point at a cost of around £3,500 and improvements to the speed limit signing would increase driver awareness that they are entering a village environment and should drive accordingly at a cost of around £2,000. Options are shown in **Annex C** and **D**.

Louise Robinson

29th September 2011

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The Robert Wilkinson
V.C. Primary School

STRENSALL

Annex A



Engineering Consultancy
City Strategy
9 St Leonard's Place
York
Y01 7ET

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Scheme Title
Robert Wilkinson SRTS - Feasibility Study

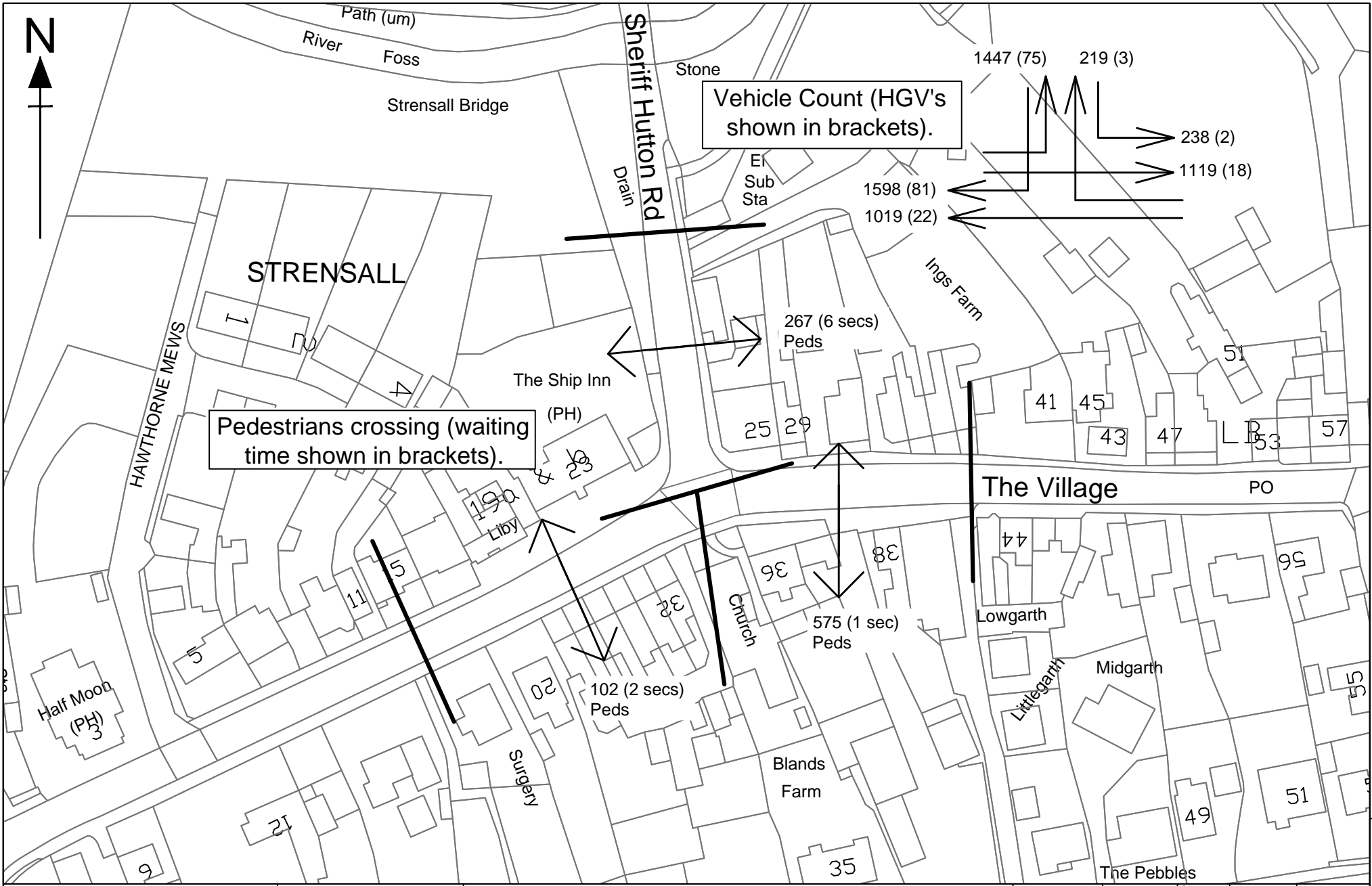
Drawing Title
Location Plan

Section
Transport and Safety

Issue Status
DRAFT

Drawn	Checked	Authorised	Scale @ A4
BL	LR	--	1: 5000
Date	Drawing Number	Revision	
23/03/2011	DEC/10010778/02	X	

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Engineering Consultancy
City Strategy
9 St Leonard's Place
York
YO1 7ET

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Scheme Title
Robert Wilkinson SRTS - Feasibility Study

Drawing Title
Results of Pedestrian/Vehicle Counts 10/2/11 7am-7pm

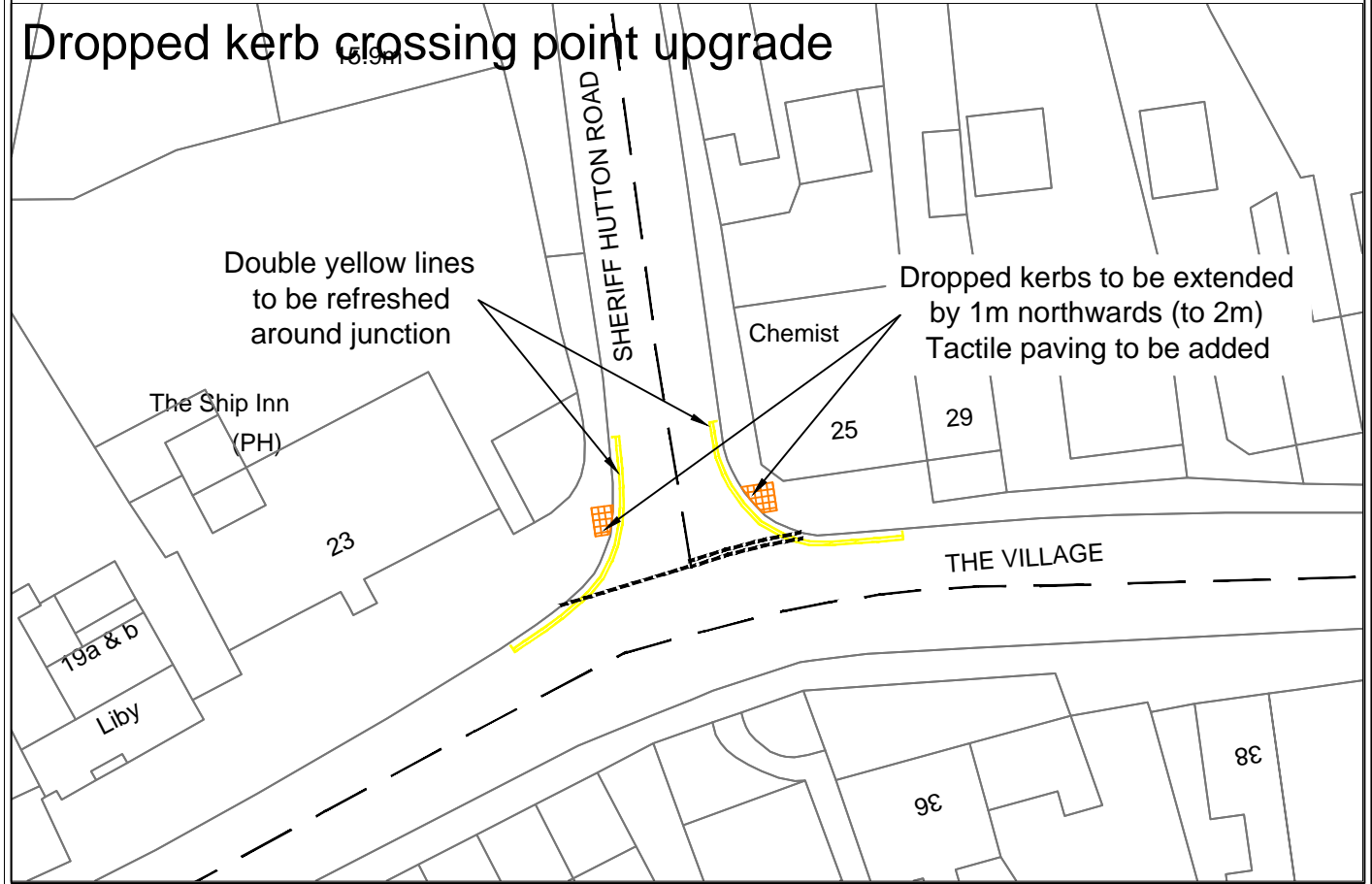
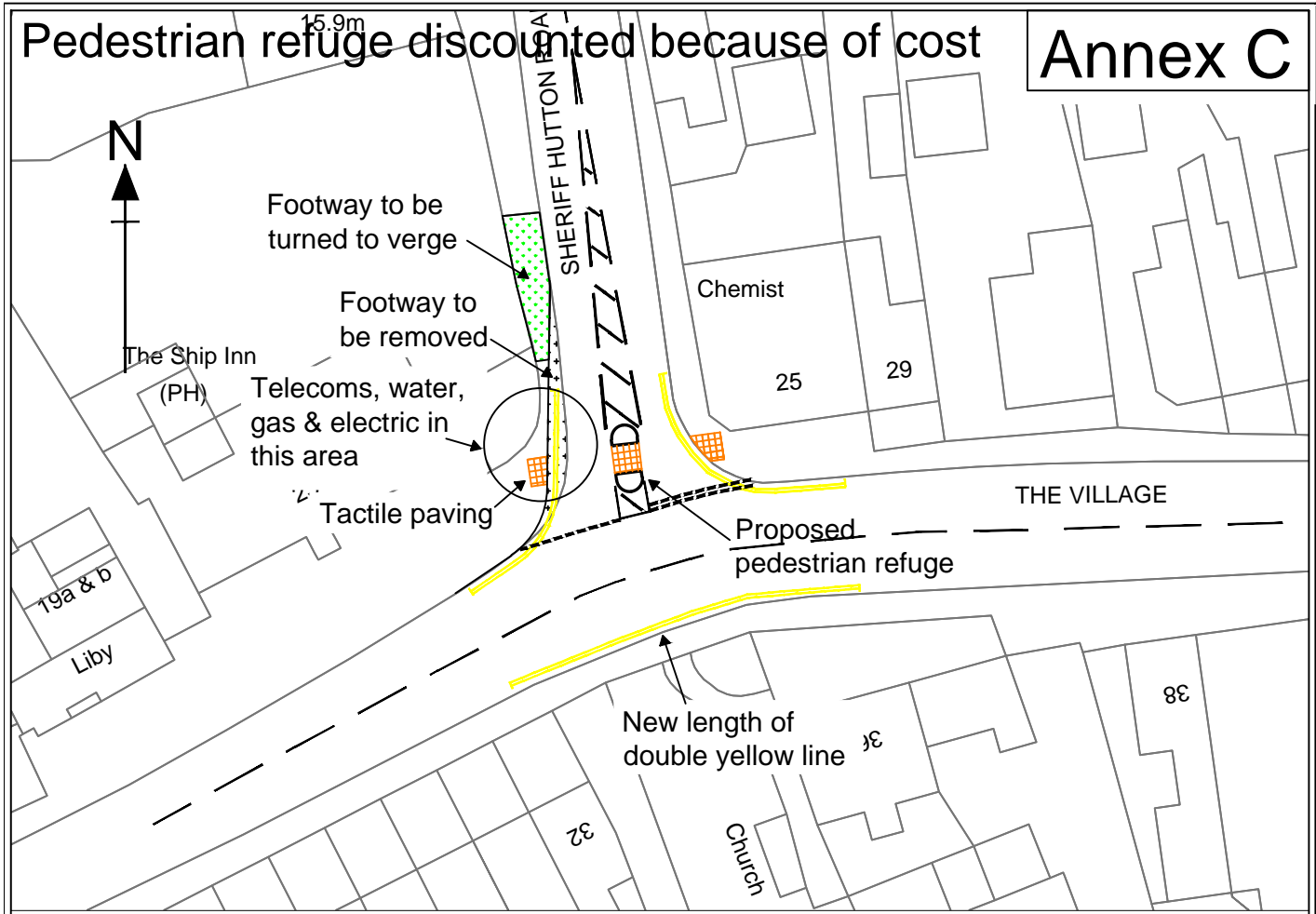
Section
T & S


Issue Status
Draft

Drawn	Checked	Authorised	Scale @ A4
BL	LR	--	1: 1000
Date	Drawing Number	Revision	
26/01/2011	DEC/10010778/03	X	

Annex B

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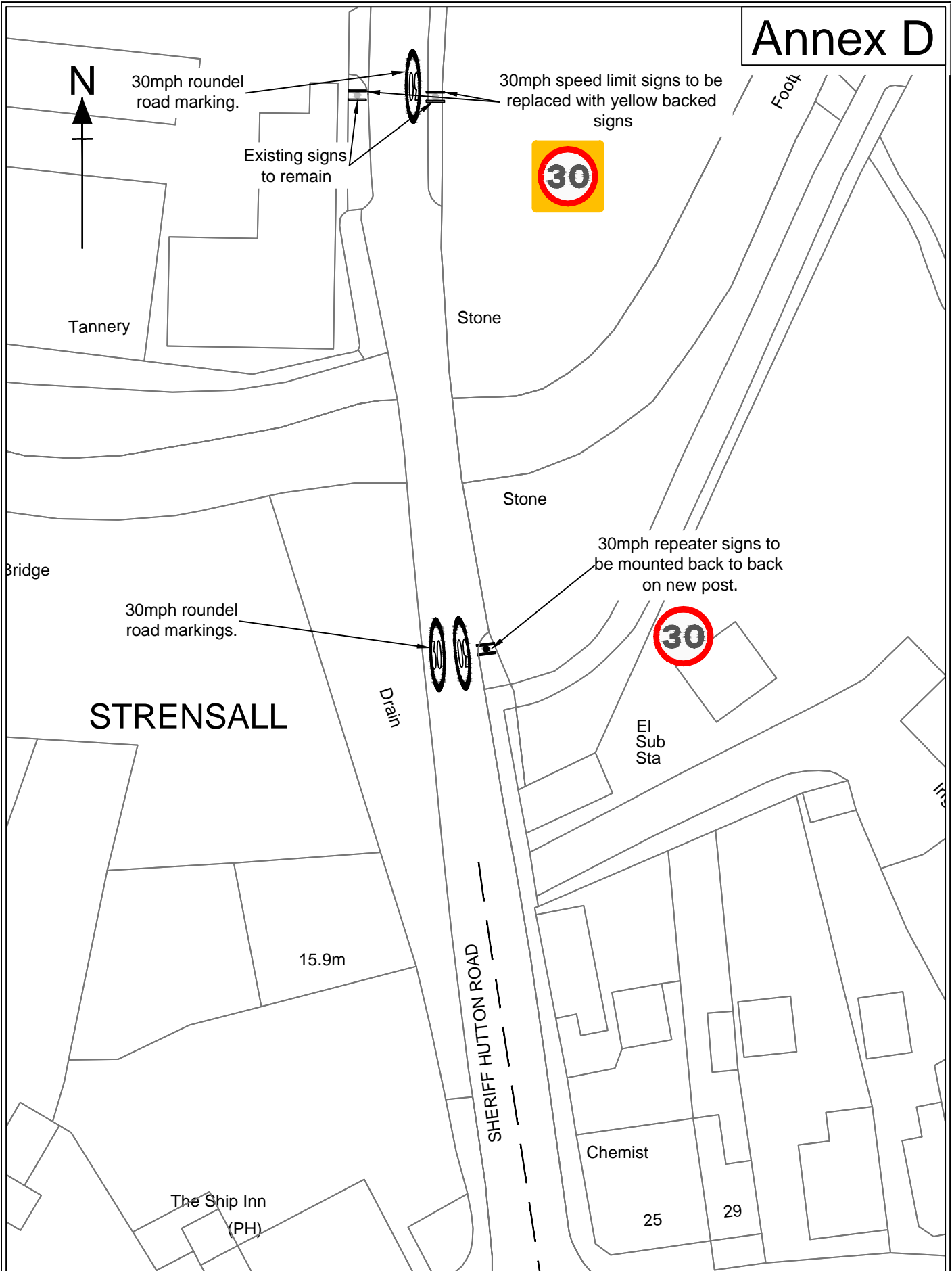



 <p>Engineering Consultancy City Strategy 9 St Leonard's Place York YO1 7ET</p>	<p>Scheme Title Robert Wilkinson SRTS - Feasibility Study</p>					<p>Section Transport and Safety</p>	
	<p>Drawing Title Proposed Pedestrian Improvements</p>					<p>Issue Status Consultation</p>	
<p>Drawn</p>	<p>Checked</p>	<p>Authorised</p>	<p>Date</p>	<p>Scale @ A4</p>	<p>Drawing Number</p>	<p>Revision</p>	
<p>BL</p>	<p>LR</p>	<p>--</p>	<p>07/04/2011</p>	<p>1: 500</p>	<p>DEC/10010778/04</p>		

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Annex D



	Engineering Consultancy City Strategy 9 St Leonard's Place York YO1 7ET	Scheme Title Robert Wilkinson SRTS - Feasibility Study					Section Transport and Safety	
		Drawing Title Proposed Pedestrian Improvements					Issue Status Consultation	
<small>BASED UPON THE ORDNANCE SURVEY MAPPING WITH THE PERMISSION OF THE CONTROLLER OF HER MAJESTY'S STATIONERY OFFICE. CROWN COPYRIGHT. UNAUTHORISED REPRODUCTION INFRINGES CROWN COPYRIGHT AND MAY LEAD TO PROSECUTION OR CIVIL PROCEEDINGS. City of York Council, Licence No. 1000 20818, April 2009.</small>		Drawn BL	Checked LR	Authorised --	Date 07/04/2011	Scale @ A4 1: 500	Drawing Number DEC/10010778/06	Revision

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Annex D, pictures of public right of way exit and new 30 gateway.



Picture No 9 (327)



Picture No 10 (328)



Picture No 11 (329)



Picture No 12 (330)



Picture No 13 (331)



Picture No 14 (332)



Regrettably, I cannot attend the Cabinet members decision session on Thursday regarding the request for safety improvements for children / crossing patroller at the junction of Sheriff Hutton Road and The Village in Strensall as I will be in the Planning Committee at the same time.

I would be grateful if you can bring this email to the attention of the Cabinet Member and also request that the statement I gave to Full Council in support of the accompanying petition in December is recorded and included with any decision documentation in print and online as an attachment, along with this email.

I feel the reports leave the issues around child safety completely unanswered, which is a huge disappointment considering the then Council Leader and the Cabinet Members for Community Safety and Engagement alike appeared to show genuine concern at the 'Community Conversations' event in November when this topic was raised with them by local parents.

I hope the Cabinet Member for Transport takes the time to consult with them for further advice and is prepared to give a full explanation to parents in the village if he does not consider it appropriate to heed warnings.

At the very least, there needs to be consideration of a safety barrier at the junction corner.

Kind regards

Paul

Coun Paul Doughty
Strensall ward

Transcript from Full Council:

Members, I present this petition on behalf of residents in Strensall, many of whom are parents, to make the dangerous junction between The Village in Strensall and the Sheriff Hutton Road a safer place to cross and ideally a Crossing Patrol attendant at School times. The actual wording of the petition, signed by 238 villagers is, "We the undersigned, as residents of Strensall, call upon City of York Council to put measures in place to protect our children crossing the junction of Sheriff Hutton Road and The Village before a further accident occurs"

Strensall with Towthorpe Parish Council first asked for attention to this junction a number of years ago and indeed, Cllr Wiseman and myself both made pleas in March 2013. There has been a recent accident involving a child at this junction and although the motorist was not at fault, this has further highlighted concern.

In the approach to Officers back in March 2013, we were declined a crossing attendant on the basis of no safe place for the Attendant. It still staggers me that if it is said it is not safe for an Attendant, how can it possibly be for schoolchildren?

As recently as last month, an Officer told me of a criteria count and talk of a 4 million threshold figure, would be applied. This would appear complete jargon but it would concern me if this is actually just being assessed on financial grounds against the number of children crossing rather than safety implications. It must also be noted that a decision will be imminent in the new year on the possibility of a further 102 family homes being built subject to the outcome of a public inquiry, future residents of whom would also use this as a walking route to the village school.

It was also raised as an issue by a resident at the Community Conversation on 7th November. Cllr Alexander was accompanied by Cllr Simpson-Laing and Councillor Cunningham-Cross at this. The Cabinet members will recall me saying that if this engagement event prompted just one positive thing, then this would be it. Cllr Alexander seemed to take genuine interest and promised to look into this. Also having the

Cabinet Member for Safer Communities present, I would be hopeful of a positive outcome.

With thanks to the Parish Council Clerk, I summarise the wishes of parents who would also like to see measures to increase driver awareness of the approach of children crossing. They wish to see triangular warning signs with flashing amber lights to alert children crossing somewhere opposite New Lane or the Cemetery entrance inbound and a convenient location in the village outbound. There is nothing at present to make drivers approaching Strensall from Sheriff Hutton aware of a blind bridge and almost immediate junction thereafter. There were also SLOW signs painted on the road approaching the bridge on both sides until recent resurfacing and these need to be reinstated.

It is also felt that metal barrier fencing on the junction corner where the chemist is would be useful to stop random crossing of the road at the junction where visibility is poorest and consolidate crossing into one place. The last two suggestions could be implemented reasonably inexpensively but what they really want is a school crossing patrol.

There is no denying that it will always be the responsibility of the parent to ensure their child crosses safely but my view remains that there can be no 'do nothing' default position as this issue isn't going to go away and we need to do our utmost to prevent future accidents.

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STRENSALL with TOWTHORPE PARISH COUNCIL

Rainbow Centre, Robert Wilkinson School
West End, Strensall
York YO32 5UH

Tel: 491569 E-mail: clerk.strensallpc@talktalk.net

17th February 2015

To: Cabinet Member for Transport, Planning and Economic Development,
City of York Council.

Road Safety Issues: Strensall

On behalf of Strensall with Towthorpe Parish Council I wish to support the content of the document presented to you by Ward Councillor Paul Doughty.

The issue of safety of pedestrians, especially children, crossing Sheriff Hutton Road, Strensall has been a concern of the Parish Council for a number of years.

The issue has been raised many times with officers at City of York Council and has been identified as a problem area especially since the turn of the century when the emergency access road was constructed between Terrington Court and Sheriff Hutton Road. This access road was provided by Persimmon, as a condition to the approval to build the Swallows development, but also provides a pedestrian route from many homes in The Brecks developments (c400) to Strensall village centre and beyond. However due to the existing highway infrastructure, especially Sheriff Hutton Road bridge, the crossing of Sheriff Hutton Road is dangerous. It is even more so since the development of the business park at Sheriff Hutton which has increased the volume of traffic using this route. **The data used to inform the Annexes for this decision meeting is now out of date as the traffic count will have increased dramatically since 2011 and The Tannery site is now an almost completed 53 housing development.**

When senior councillors came to Strensall for the Community Conversations event on 7th November 2014, the then leader of the council was asked what safety provisions could be provided to avoid further accidents as a child had been struck by a motor vehicle on Sheriff Hutton Road 2 days earlier. Councillor Alexander accompanied me to Sheriff Hutton Road to see for himself the layout and difficulties in sighting of approaching traffic from either

direction by pedestrians who need to cross this highway.

On 10th November 2014 I sent an email to Councillor Alexander and also to Rachael Oxtoby as there appeared to be a lack of desire to further research any of the issues raised at the event. To date no response has been received from City of York Council about any of the subjects raised on 7th November especially the issue of road safety.

You will be aware of the petition submitted by Councillor Paul Doughty, on behalf of residents of Strensall, to the Full Council on 11th December 2014.

I appeal to the Cabinet Member to take on board the concerns of the parents of children as well as less able members of the community who take their life in their hands when attempting to cross the highway in the vicinity of the junction of Sheriff Hutton Road with The Village. We should not have to wait for a more serious accident to occur before City of York Council take any action.

As Councillor Doughty has stated in his submission the Council should consider safety improvements in Strensall as a matter of urgency.

Keith Marquis

Chairman

Strensall with Towthorpe Parish Council

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