

BACKGROUND PAPERS: PLANNING AND TRANSPORT (CITY CENTRE AREA) SUB COMMITTEE 5 JANUARY 2006

Decision Session - Executive Member for Transport and Planning

Date: Thursday, 14 December 2017

Time: 2.00 pm

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

The Agenda for the above meeting was published on **6 December 2017**. The attached documents provide supporting background information for the following agenda items:

4. Petition for a Push Button Crossing on Bishopthorpe Road at Butcher Terrace to improve pedestrian and cycle safety (Pages 1 - 36)

- Papers relating to the meeting of Planning and Transport (City Centre Area) sub committee held on 5 January 2006
 - Minutes of the meeting
 - Introduction to the meeting
 - Report on the Millennium Pedestrian Cycle Route 6
 - Annex A: Millennium Pedestrian/Cycle Route: Route Plan and Road Crossing Points.
 - Annex B: Millennium Pedestrian/Cycle Route: Bishopthorpe Road Junction – Existing Arrangements
 - Annex C: Millennium Pedestrian/Cycle Scheme: Bishopthorpe Road Junction – Parking Restrictions for Signals
 - Annex D: Bishopthorpe Road Junction: Consultation Cordon
 - Annex E: Millennium Pedestrian/Cycle Route: Bishopthorpe Road Junction Proposed Alterations With Parking
 - Annex F: Millennium Pedestrian/Cycle Route: Bishopthorpe Road Junction Proposed Alterations with Parking (revised)

This supplement was published on **6 December 2017**

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City of York Council

Committee Minutes

MEETING	PLANNING AND TRANSPORT (CITY CENTRE AREA) SUB-COMMITTEE
DATE	5 JANUARY 2006
PRESENT	COUNCILLORS B WATSON* (in the Chair), BARTLETT*, EVANS, HALL*, JAMIESON-BALL, LOOKER*, MOORE, MORLEY (substitute for Cllr Hogg) and SMALLWOOD.
APOLOGIES	COUNCILLOR HOGG

* *attended site meeting*

52. INSPECTION OF SITES

Site	Reason for visit
Suites 4 and 5 Part Rowntree Wharf Navigation Road, York	To assess the quality of the existing office accommodation, and the impact of the proposal on the amenity of surrounding residents and the character of the listed building.
37 – 39 Swinegate	To assess the nature and operation of the proposed use and its impact on the surrounding area.

†53. EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED: That the press and public be excluded from the meeting prior to consideration of Agenda Item 7 (Enforcement Cases - Update) on the grounds that it contained information classed as exempt under Paragraph 13 of Schedule 12A of the Local Government Act 1972.

REASON: As this information, if disclosed to the public would reveal that the Authority proposes to give, under any enactment a notice under or by virtue of which requirements are imposed on a person or that the Authority proposes to make an order or direction under any enactment.

54. DECLARATIONS OF INTEREST

The Chair invited Members to declare at this point any personal or prejudicial interests which they had in any of the business on the agenda.

Councillors Moore and Smallwood declared a personal non-prejudicial interest in plans item 6 (York Racecourse, Racecourse Road, Knavesmire), as they owned mobile phones.

Cllr B Watson declared a personal non-prejudicial interest in plans item 7 (Mr Chippy, 37 Swinegate), as he knew the applicant and his family. He left the room and took no part in the discussion and decision on this item, and Councillor Jamieson-Ball took the Chair.

55. MINUTES

RESOLVED: That the Minutes of the Sub-Committee held on 1 December 2005 be approved and signed by the Chair as a correct record subject to the addition of the following under Minute 47 Declarations of Interest.

Plans item 6 (Evil Eye Internet Lounge, 42 Stonegate) Cllrs Bartlett and Moore left the room and took no part in the discussion and decision on this item.

56. PUBLIC PARTICIPATION

It was reported that nobody had registered to speak, under the Council's Public Participation Scheme, on general issues within the remit of the Sub-Committee.

57. PLANS LIST

Members considered a schedule of reports of the Assistant Director (Planning and Sustainable Development), relating to the following planning applications, outlining the proposals and relevant policy considerations and setting out the views and advice of consultees and officers.

57a. SUITES 4 AND 5 PART ROWNTREE WHARF, NAVIGATION ROAD, YORK

This was a full application, submitted by Joseph Rowntree Foundation for the conversion of 5th floor offices (Class B) to 8 apartments (5 x 1 bedroomed and 3 x 2 bedroomed) to include change of use on part of external pedestrian deck to provide additional car parking at Suites 4 and 5 part Rowntree Wharf, Navigation Road, York (ref: 05/02251/FUL).

Officers updated that an email had been received from a resident of the building who confirmed that part of the 5th floor was already occupied. He also raised objections to the additional car parking, the operation of the

electronically controlled gate, which could be a security problem, and the choice of materials and he requested the refusal of the application.

Officers also updated that a request had been made at the site meeting for crime statistics for the area. It was reported that from January 2003 to date that in the Rowntree Wharf area there had been 30 reported incidents of which 12 were vehicle crimes but it was not clear whether they all related to the car park at this building.

Members questioned if all the car parking spaces were utilised, if the locked security gate would reduce vehicle crime, if the suite would be suitable to refurbish as office space and whether noise mitigation measures could be taken between the floors. Concern was expressed at the alteration of the listed building with the insertion of roof lights and the need for additional car parking spaces.

Verbal representations were received from a resident of the building who was concerned about the residents loss of amenity, sound problems between the floors both during and after construction, pollution from the cars using the new car parking spaces which were not required, decrease in security and an increase in heating bills following the works.

Verbal representations were received from the applicants agent who indicated that his offices were sited in the same building and that problems arose from the shared use of the entrance and lift space for residents and office workers. He detailed the improvements that they wished to make to the building and indicated that he was happy to discuss acoustic insulation of the fifth floor with officers.

RESOLVED: That the application be approved subject to the conditions listed in the report and the following additional condition:

No development shall take place until a scheme of sound insulation has been submitted for the written approval of the local planning authority. The scheme shall provide details of the measures to be taken to minimise the transmission of sound from the proposed apartments to the residential accommodation below, and shall be carried out in its entirety prior to the commencement of the development.

Reason: In the interests of the amenity of adjacent occupiers, both during the conversion works, and subsequently following the occupation of the proposed apartments.

REASON: In the opinion of the Local Planning Authority the proposal, subject to the conditions listed above, would not cause undue harm to interests of acknowledged importance, with particular reference to principle of residential conversion/loss of employment site, effect

on character and appearance of the conservation area, effect on neighbouring properties, crime and security and acceptability of proposed parking arrangements. As such the proposal complies with Policies E4 and H9 of the North Yorkshire County Structure Plan (Alteration No 3 Adopted 1995) and Policies HE2, H4a, H12, E3b, GP3 GP4 and L1c of the City of York Local Plan Deposit Draft.

Councillors Smallwood and B Watson requested recording that they had voted against this application.

57b. SUITES 4 AND 5 PART ROWNTREE WHARF, NAVIGATION ROAD, YORK

Members considered a listed building application, submitted by Joseph Rowntree Foundation for the installation of roof lights, enlargement of existing windows and internal alterations at 5th floor level in connection with conversion of existing building to 8 apartments at Suites 4 and 5 part of Rowntree Wharf, Navigation Road, York (ref: 05/02258/LBC).

Members indicated that their comments in relation to the previous application also related to this listed building application.

RESOLVED: That the application be approved subject to the conditions listed in the report;

REASON: In the opinion of the Local Planning Authority the proposal, subject to the conditions listed in the report, would not cause undue harm to interests of acknowledged importance, with particular reference to the effect on the special architectural and historic interest of the listed building. As such the proposal complies with Policy E4 of the North Yorkshire County Structure Plan (Alteration No 3 Adopted 1995) and Policies HE4 of the City of York Local Plan Deposit Draft.

Councillors Smallwood and B Watson requested recording that they had voted against this application.

57c. MICKLEGATE HOUSE, 88 – 90 MICKLEGATE, YORK

Members considered a full application, submitted by York Backpackers Ltd, for the change of use of part of basement and ground floor layout to provide additional café/restaurant and dining room facilities and vary condition 5 of planning permission ref 01/00328/FUL to extend existing café/restaurant opening hours from 7.30am-8pm to 7.30pm-12.30am at Micklegate House, 88-90 Micklegate, York (ref: 05/01568/FUL).

Members questioned whether comments had now been received from English Heritage following their receipt of additional information and why it

was not considered necessary to reimpose the condition relating to hot food takeaways. Officers confirmed that

RESOLVED: That the application be approved subject to the conditions listed in the report and the following additional condition

The permission hereby granted for the use of these premises for the purpose contained within Class A3 (Restaurants and Cafes) of Part A of the Schedule of the Town and Country Planning (Use Classes) Order 1987, specifically excludes their use for the sale of hot food or drink for consumption off the premises.

Reason: The use of these premises for the sale of hot food or drink for consumption off the premises is likely to be detrimental to the amenities of nearby residents.

REASON: The proposal is considered to be acceptable and not in conflict with Policy E4 of the North Yorkshire Structure Plan or Policies HE3 or S6 of the Draft Local Plan. It is considered that any alterations arising from the proposed changes can be adequately dealt with through the listed building consent process or by discussion on site.

57d. RACECOURSE, KNAVESMIRE ROAD, YORK

This was a full application, submitted by York Race Committee for the variation of condition 1 of planning permission 03/03774/FUL for permanent planning permission for new bend to form a continuous course, at York Racecourse, Knavesmire Road, York (ref: 05/02276/FUL).

Members questioned whether it was normal to grant permission for less than a 5 year period and whether the previous permission had granted solely for the Ascot event.

Verbal representations in support were received from the applicant who confirmed that the extension had been carried out to a high standard and that it had proved successful with no real objections being received to the proposal. He explained that the Race Committee wished to obtain permanent permission to enable them to plan race meetings which could take several years to arrange and to allow them to include longer races in their calendar of events, if required.

Members questioned the need for the football pitches displaced by the extension to the racecourse. An Officer from Education and Leisure confirmed that last season additional pitches were not required but as long as land was available for pitches if they were required in future, they would have no objections.

RESOLVED: That the application be approved subject to the conditions outlined in the report and subject to the addition of the following condition

The football pitches indicated on Drawing SDWG as pitches 4,5,6 and 15, forming part of application ref: 03/03774/FUL, shall be relocated as illustrated on that drawing, and shall be made available for public use, in accordance with details that have first been agreed in writing by the Local Planning Authority, which shall include details of the timing of the operation.

Reason: In order to ensure that the existing level of sport and leisure facilities on the Knavesmire are maintained as a result of the permission hereby granted.

REASON: In the opinion of the Local Planning Authority the proposal, subject to the conditions listed, would not cause undue harm to interests of acknowledged importance, with particular reference to the principles applying to temporary planning permissions, whether the refusal of permanent planning permission can reasonably be refused. As such the proposal complies with Policies SP2 and GB1 of the City of York Local Plan Deposit Draft.

57e. DERWENT COACHWORKS AND NORTHERN ELECTRIC DEPOT, PALMER LANE, YORK

This was a full major application submitted by Euro Car Parks for the renewal of temporary planning permission 04/03435/FUL for operation of temporary medium/short stay daytime car park at Former Derwent Coachworks and part of Northern Electric Depot, for a further 12 month period, at Derwent Coachworks and Northern Electric Depot, Palmer Lane York (ref: 05/02384/FULM).

RESOLVED: That the application be approved subject to the conditions outlined in the report;

REASON: In the opinion of the Local Planning Authority the proposal, subject to the conditions listed, would not cause undue harm to interests of acknowledged importance, with particular reference to traffic generation and the principle of additional short/medium stay car parking in the City Centre, air quality, impact upon amenity of adjacent occupants and the future comprehensive redevelopment of the site. As such the proposal

complies with Policies T14, GP4b, GP23 and SP9 of the City of York Local Plan Deposit Draft.

57f. YORK RACECOURSE, RACECOURSE ROAD, KNAVESMIRE, YORK

This was a full application, submitted by the T Mobile HG3, Orange and O2, for the extension of the stairwells at the top of the Ebor Stand with GRP plastic and siting of telecom apparatus within three shrouds providing telecommunications coverage for four operators, at York Racecourse, Racecourse Road, Knavesmire York (ref: 05/02356/FUL).

Officers circulated photographs of the building showing how the extension would look when completed.

The applicant answered Members questions relating to materials to be used, height and the relocation of the masts from the Terry's building.

RESOLVED: That the application be approved subject to the conditions outlined in the report;

REASON: It is considered that the proposal would have only minimal additional visual impact, and as such would not conflict with Policies GP1, HE3 or GP20 of the Deposit Draft Local Plan, local plan policy or national guidance, subject to appropriate planning conditions that would lessen the impact. It would result in visual benefits to the area, as it would create a multi-user site and the removal of prominent telecommunications equipment from Terry's, the adjacent listed building.

57g. MR CHIPPY, 37 SWINEGATE, YORK

This was a full application, submitted by George Pavlou for the change of use from ground floor shop (A1 use) at 39 Swinegate and the upper floors of Nos 37 and 39 to mixed A3/A4 use and alterations to the front entrance at 37-39 Swinegate (retrospective), at Mr Chippy 37 Swinegate York (ref: 05/02066/FUL).

Officers circulated a letter received from the applicant in which he detailed the history of the site and premises. Officers updated on the schedule of consents and uses of the application site. They also referred to the large air conditioning unit and alteration to a window vent on Three Cranes Lane, which had been pointed out at the site meeting the day before. It was indicated that if approval was given that an additional condition relating to a planning application for the air conditioning unit was required.

Members questioned the limited access policy for late evening use of the premises.

Verbal representations in support were received from the applicant who apologised for the retrospective application.

RESOLVED: That the application be approved subject to the conditions outlined in the report and subject to the addition of the following note to the applicant

It is noted that an air conditioning unit has been installed above the fire exit to Three Cranes Lanes that has not been considered in this application for planning permission. This alteration requires planning permission, and an additional planning application should be submitted to the Local Planning Authority for its determination

REASON: In the opinion of the Local Planning Authority the proposal, subject to the conditions listed, would not cause undue harm to interests of acknowledged importance, with particular reference the character and amenity of the conservation area, adjacent residential amenity, the vitality and viability of the city centre.

58. MILLENNIUM PEDESTRIAN AND CYCLE ROUTE: BISHOPTHORPE ROAD CROSSING.

Members considered a report, which advised them of the outcome of consultation on proposals aimed at making it easier and safer for pedestrians and cyclists to cross Bishopthorpe Road at its junction with South Bank Avenue and Butcher Terrace. As a result of comments received members were asked to consider various options and authority was also sought to advertise a Traffic Regulation Order covering waiting restrictions linked to the scheme.

Officers reported that this was the last important link in the Millennium Pedestrian and Cycle Route, which linked the University to Acomb. During 2004, Officers had carried out feasibility studies on a range of possible solutions, which included

- Toucan crossing
- Mini roundabout
- Central refuges and splitter islands
- Build-outs
- Signals

Following consultation on the solutions it was felt that the options available to best assist pedestrians and cyclists crossing appeared to be:

- 1 Implement the refuge scheme as sent out for consultation as shown in **Annex E** of the report.
- 2 Implement the revised refuge scheme as shown in **Annex F** of the report, plus any other amendments Members consider necessary.
- 3 Implement the signals scheme.
- 4 Do nothing.

Members raised concerns regarding the proposed pedestrian and cycle refuge island adjacent to Butcher Terrace, which they felt, was too near the junction. It was suggested that a temporary structure to ascertain the refuges suitability, prior to full implementation of the scheme, might be a better way forward.

Officers reported that any trial should be for a short period, as a long trial would require the installation of lighting etc, which would add to the costs. Officers confirmed that cycling groups would be informed of the trial dates if Members agreed to this course of action.

- RESOLVED:**
- i) That the Sub-Committee accept the layout of the revised refuge scheme and associated measures, as shown in Annex F, for the Bishopthorpe Road Crossing subject to the trialling of a temporary structure in place of the southern refuge island for a two week period, during term time, to ascertain its suitability;
 - ii) That the Chair and Vice Chair be given delegated authority to approve the inclusion of the southern refuge in the scheme following a successful trial and taking into account feedback from users;
 - iii) That delegated authority be then given for the Acting Director of Environment and Development Services to advertise the Traffic Regulation Order for the “At Any Time” waiting restrictions linked to the scheme shown in Annex F, and to make the Order subject to their being no substantive objections (any objections will be reported back to a future Sub-Committee meeting);
 - iv) That the Sub-Committee approve implementation of the scheme, subject to the TRO being made.

REASON: To make it safer and easier for pedestrians and cyclists crossing Bishopthorpe Road at its junction with South Bank Avenue and Butcher Terrace.

†59. ENFORCEMENT CASES - UPDATE

Members considered a report, which provided them with a quarterly update on the number of enforcement cases currently outstanding for the City Centre area.

Officers updated in respect of a number of the enforcement cases. Members agreed to take legal action in two cases and to look at legal progress in further cases.

RESOLVED: That the report be noted.

B WATSON, Chair

The meeting started at 5.00 pm and finished at 7.55pm.

MILLENNIUM PEDESTRIAN/CYCLE ROUTE : Bishopthorpe Road Crossing

Sub-Committee Meeting Introduction

The Millennium Pedestrian / Cycle Route provides a valuable west-east link for York's cyclists and pedestrians from Acomb to the University. However, it is incomplete and the last link is the Bishopthorpe Road crossing.

The report before you this evening follows a previous consultation exercise in 2004 that involved Members, local residents and interested groups. Several respondents complained about the degree of loss of parking required and many people felt that the proposals (traffic lights) were an over-provision at this junction. Officers therefore felt that it was not appropriate to bring the matter to the sub-committee at that time.

Various types of junction amendments have been investigated and either rejected or probed further. The report outlines this process and includes a description of the scheme that officers recommend. The preferred solution is based on central refuges to help cyclists cross the road in two halves. We believe it would be a workable compromise between the need to provide assistance to cyclists and pedestrians to cross Bishopthorpe Road, and the aspiration to retain parking.

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Planning and Transport (City Centre Area) Sub-Committee

5 January 2006

Report of the Director of City Strategy

MILLENNIUM PEDESTRIAN AND CYCLE ROUTE: BISHOPTHORPE ROAD CROSSING

Purpose of Report

- 1 This report advises of the outcome of consultation on proposals aimed at making it easier and safer for pedestrians and cyclists to cross Bishopthorpe Road at its junction with South Bank Avenue and Butcher Terrace. As a result of comments received, a preferred proposal is put forward for Members' consideration. Subject to this being supported, authorisation is sought to advertise a Traffic Regulation Order covering waiting restrictions linked to the scheme.

Background

- 2 The Millennium Pedestrian and Cycle Route is a long, strategic east-west route joining areas as far away as the University and Acomb, and uses the Millennium Bridge to cross the River Ouse. As well as substantial lengths of off-road track, the route has some on-road sections. Although these are generally along quiet streets, in a few locations, busy roads have to be crossed. A plan showing the route to the west of the Millennium Bridge is included as **Annex A**.
- 3 The installation of a Toucan crossing on Tadcaster Road by Pulleyn Drive, in 2004, helped to fill in one of the gaps in the road crossing provision along the route. The construction of a refuge island on Knavesmire Road, in 2005, helped to address concerns over another key crossing point. To complete this provision, it is also considered important that cyclists using the Butcher Terrace/South Bank Avenue section are given some assistance in crossing Bishopthorpe Road.
- 4 In addition to forming part of the Millennium Pedestrian and Cycle Route, this junction is also used by many pedestrians and cyclists making local trips including to nearby schools. Indeed the need for improved crossing facilities at the junction was flagged up in a Safer Routes To School study for Millthorpe School.
- 5 To address this problem, an improvement scheme has been included in the cycling block of the Transport Capital Programme.

Option Assessment

Site Characteristics

- 6 Bishopthorpe Road is a busy access route from the south of the city. The key factors that make the Butcher Terrace/South Bank Avenue junction a difficult area for pedestrians and cyclists are highlighted on the layout shown in **Annex B**, and are summarised below
- It is a wide road to cross (over 10m).
 - Traffic flows along Bishopthorpe Road are high which makes the road difficult to cross (approximately 5200 vehicles recorded over 12 hours).
 - Surveys show that 27% of inbound traffic and 67% of outbound traffic exceeds the 30mph speed limit, with 85%ile traffic speeds of 32mph inbound and 35mph outbound.
 - Nearby shops/businesses attract parking close to the junction, leading to visibility problems for other road users.
 - The existing pedestrian refuge is off the natural desire line.
- 7 The combined result of the volume and speed of the traffic, plus the restrictions to visibility for road users on the minor roads, makes it difficult for pedestrians and cyclists to cross Bishopthorpe Road. A recent survey shows that around 280 cyclists cross Bishopthorpe Road at this junction in a typical day (based on a 7am to 7pm survey).
- 8 Since the opening of the Millennium Bridge, there have been two accidents at this junction. Both of these involved cars colliding with cyclists, resulting in slight injury to the cyclists.

Options Considered

- 9 During 2004, Officers carried out a feasibility study on a range of possible solutions. The conclusions that came out of this work are summarised below:
- **Toucan 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.
 - **Mini roundabout** – this was considered impractical due to the limited road space and awkward alignment of the side roads, and it would have few benefits for cyclists
 - **Central refuges and splitter islands** – these had the potential to help cyclists cross the main road, but would probably require certain traffic movements in and out of the side roads to be banned
 - **Build-outs** – these would do little to assist cyclists, other than enabling the side road give-way lines to be moved forward a little which would slightly improve visibility and reduce the road width to cross

- **Signals** – these seemed 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. Therefore, this option was investigated further with a view to developing a scheme for consultation.

Signals Scheme Proposal

10 **Annex C** illustrates how the junction could be signalised. The junction lends itself to a relatively simple and straightforward signal arrangement. There would be three phases on these signals: main road, side roads, and pedestrians. The side road phase would give priority, when needed, to side road traffic, including cyclists crossing Bishopthorpe Road, while the pedestrian phase would allow pedestrians a similar right of way across all arms of the junction. Some of the key issues linked to signalising the junction are discussed below.

- It has been shown by computer analysis that the signals should not produce excessive delay to the Bishopthorpe Road traffic flows even in peak periods.
- Detection measures on the South Bank Avenue and Butcher Terrace approaches would ensure that the side roads would only receive priority when there is a demand, and that this would happen quickly when needed to avoid long delays for cyclists.
- The current parking close to the junction would need to be removed to enable this option to be implemented safely. Measures to introduce no waiting at any time would be required. The layout in **Annex C** shows restrictions which would affect a total kerb length equivalent to about 37 parked cars. However, since parking should not take place within 10m of the junction under the rules of the Highway Code, the restrictions would effectively result in the loss of around 23 legitimate parking spaces in the area.
- This option would also need the bus stop outside no 162/164 Bishopthorpe Rd to be relocated to a proposed alternative position, near to the Cameron Walker Homes between Aldreth Grove and Cameron Grove, where a bus boarder would be built. First York, the bus operator, supports the relocation of this bus stop.
- There would need to be several signal poles erected in the vicinity of the junction to support the signal heads. These would be close to some of the properties adjacent to the junction, and may have some visual impact.

Consultation On Signals Scheme

- 11 Councillors will recall that towards the end of 2004, public consultation took place on signalling the junction. Approximately 150 letters were sent out to the area shown on **Annex D**. 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.
- 12 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.

Current Proposals

- 13 Further examination of the situation confirmed the conclusions set out above on the mini-roundabout and build-out options. This led Officers to look more closely at a possible solution based on providing central refuges on Bishopthorpe Road.
- 14 In producing a refuge scheme, Officers were guided by two key criteria. Firstly, the scheme must keep the refuges close to where cyclists and pedestrians need them, and secondly the design must maintain the maximum number of vehicle turning movements in order to minimise the possible knock-on effects on the surrounding road network. Several variations were explored and the layout that was considered to achieve the best overall solution is shown in **Annex E**. The key features and design considerations are summarised below.

The Refuges

- 15 A central refuge island for both pedestrian and cycle use would be located just north of the junction. The placement of the refuge is governed by the requirement to accommodate vehicular turning movements at the junction. This forces the refuge to be slightly away from the most direct line for cyclists wishing to cross from South Bank Avenue to Butcher Terrace, but still provides a convenient facility to allow Bishopthorpe Road to be crossed in two halves. This should be a big improvement in busy traffic conditions, but it is anticipated that in periods of light traffic flow many cyclists will choose to cross without the aid of the refuge. With this new facility in place, the existing pedestrian refuge located a little further north could then be removed, thereby enabling some on-street parking to occur in that area.
- 16 The requirement to accommodate vehicle turning movements causes more difficulties on the south side of the junction due to the awkward alignment of

Butcher Terrace. It is proposed to re-align the western kerb of Bishopthorpe Road to help incorporate this island, but to avoid the need to ban the left turn out of Butcher Terrace, its size needs to be restricted such that it could accommodate cyclists only. However, this would be no worse for pedestrians than the current situation, and in practice it is likely that any pedestrians especially wanting to cross the road at that point would use the island anyway, with minimal risk of conflict with cyclists. Again, the refuge would be slightly away from the most direct line for cyclists wishing to cross from Butcher Terrace to South Bank Avenue, but would still provide a convenient facility to use when needed.

- 17 The refuges would be accompanied by some hatching and other road markings to help offer protection to right turning vehicles on Bishopthorpe Road, including cyclists. By narrowing the effective width of Bishopthorpe Road, the refuges and road markings should also help to reduce the speed of vehicles.
- 18 The swept paths of various vehicles passing through the refuge layout have been tested using computer modelling. These show that vehicles travelling along Bishopthorpe Road, including bendi-buses and pantechicons, should not conflict with the proposed refuges or any of the parked vehicles. The only turning movement into or out of the side roads which looks to be a potential problem is the left turn from Butcher Terrace. With the refuge in place, the driver of a large vehicle would need to be positioned on the opposite side of the road before making the left turn. This is not thought likely to be a significant problem in practice, and is a situation faced in many narrow residential streets by drivers of large vehicles.

Parking

- 19 Any parking close to the junction and refuges would need to be prohibited to maximise safety for all road users, and minimise the risk of traffic congestion. The layout in **Annex E** also shows the minimum extent of parking restrictions considered necessary to achieve these aims. However, since parking should not take place within 10m of a junction under the rules of the Highway Code, and some additional parking could take place nearby to where the exiting refuge is located, there would be no resulting change to the number of valid spaces. This should be compared with around 23 which would be lost if signals were introduced.

Relocation of Bus Stop

- 20 As for the signals scheme, the refuge option would also require the bus stop outside no 162/164 Bishopthorpe Road to be relocated. The best alternative position is considered to be at the Cameron Walker Homes, between Aldreth Grove and Cameron Grove, where a bus boarder would be built. First York, the bus operator, supports the moving of this bus stop. The footway width outside the Homes is quite narrow, so the bus boarder would also have additional benefits to passengers alighting from southbound buses and those waiting to travel on southbound buses, by allowing other pedestrians to pass them comfortably.

Consultation on the Refuge Scheme

- 21 The refuge scheme layout shown in **Annex E** was put forward for consultation in November 2005. A letter and plan showing the proposals were sent out to the same local residents, businesses, and external organisations as were consulted previously on the signals scheme. Local Ward Councillors and key Officers were also consulted. The outcome of the consultation process is outlined below.

Local Residents/Businesses

- 22 A total of 10 responses were received. Of these, two were in full agreement, six gave qualified support, and two were opposed to the proposals. The main issues raised are discussed below.
- 23 *Issue A* – two respondents raised concerns over the problems that parking restrictions might cause for local businesses.
- 24 *Officer Response* - The waiting restrictions would mean that customers and clients would need to park a little further away from some of the business premises. However, many are currently parking in unsafe locations very close to the junction in contravention of Highway Code guidance. The proposed restrictions seek to strike a balance between the optimisation of safety, traffic movements, and the retention of parking space. It is worth noting that concerns have previously been raised about the parking situation in this area and, as part of the Annual Review of Traffic Orders, the junction is programmed to have waiting restrictions considered irrespective of this scheme.
- 25 *Issue B* – The proposed pedestrian/cyclist refuge island is not safe enough, especially for groups crossing with children, and therefore signals would be a better option.
- 26 *Officer Response* – Refuge are a very common crossing facility with a good safety record. Although signals can be used to give positive priority to pedestrians and cyclists, they are not without safety risks. They can also result in unnecessary delays for users, especially in quieter traffic conditions.
- 27 In response to the concern over groups of people using the crossing, the design of the northern refuge has been re-examined. It is thought that it can be extended slightly to give more space for pedestrians without affecting traffic movements. A revised scheme layout, including a bigger refuge island, is shown in **Annex F**.

Organisations

28 Consultation was also undertaken with other, interested organisations. A total of 5 responses were received. Of these, two were in support, one was unable to comment prior to their December monthly meeting, and two were against the proposal. The key issues raised are discussed below:

29 **York Older People's Assembly.** – are concerned that pedestrians could be at risk of injury if not fully segregated from cyclists

Officer Response – The proposed scheme should not give rise to any conflicts between pedestrians and cyclists. The only shared facility is the northern refuge, but within this the spaces for pedestrians and cyclists will be clearly defined and segregated.

30 **North Yorkshire Police** – support the scheme in principle, subject to clarification of a number of detailed design issues.

Officer Response – The issues raised have been answered/resolved, and the Police have confirmed their support for the scheme.

31 **North Yorkshire Fire and Rescue Service** - support the proposals.

Officer Response – Noted.

32 **Sustrans** - support the scheme.

Officer Response – Noted.

33 **York Cycle Campaign** –

a) The refuges are not in a direct line that cyclists would use when crossing the junction; this may lead to drivers misinterpreting cyclists' intentions and so may cause accidents.

b) The refuges are not large enough.

c) Some form of traffic calming is required.

d) Our preference is for some form of signalisation.

Officer Response –

a) As discussed in paragraphs 15 and 16 above, the proposed refuge positions seek to minimise problems for vehicle movements whilst providing a useful facility to help pedestrians and cyclists to cross the road. It is expected that a cyclist seeking to use one of the refuges would align himself or herself with the refuge such that a following motorist will naturally sense where they are heading. To further highlight that these refuges are facilities for cyclists to use, green surfacing and cycle markings would be applied to them.

b) The refuge sizes are considered adequate for purpose, and there is little scope to make them bigger due to the physical constraints of the two locations. However, as explained in paragraph 27, it is possible to increase the size of the northern refuge slightly, but it is proposed that the extra space should be designated for pedestrians.

c) Bishopthorpe Road is designated as a Traffic Route under the Council's Speed Management Plan, and is therefore not a suitable road for the introduction of vertical traffic calming measures. However, the presence of the

refuges will narrow the available width of carriageway and should help to reduce vehicular speeds in this area.

d) The issue of signalisation has been thoroughly investigated, as discussed in points 10 to 12 above, but is not recommended.

34 **Internal Consultation**

In addition to the above, internal consultation has been carried out with the relevant departments within the Council. The only significant issues raised are discussed below.

35 **Network Management** - have some concerns that the refuge islands may impede the free flow of traffic unless more extensive waiting restrictions are introduced.

Officer response – As part of the design process the swept paths of large vehicles was modelled to confirm that the proposed scheme layout would not impede traffic flow. However, in seeking to maximise on-street parking the layout was kept very tight, and it would rely on people properly respecting the parking restrictions to enable large vehicles to pass freely. Given the strategic importance of Bishopthorpe Road in the city's road network, which includes forming a key route within the traffic plan for managing race-day traffic, the concerns raised by Network Management are understandable. Therefore the parking layout has been looked at again with a view to further safeguarding traffic flow and minimising the risk of any conflicts around the junction. The revised layout shown in **Annex F** shows some additional parking restrictions which effectively result in four fewer on-street parking spaces being retained than in the original layout put out for public consultation. Network Management have confirmed that this revised layout would overcome their concerns about the scheme.

36 **Transport Panning Unit** - support the scheme, but the Public Transport Officer has raised a slight concern over the position of the bus boarder near Cameron Grove. The concern is that a driver may attempt to pull out of Cameron Grove whilst a bus is at the boarder with the potential for conflict with another vehicle overtaking the bus.

Officer response – It is thought that in this situation the restricted visibility from the side road will encourage a driver to wait until the bus pulls away. However, it could be made more unattractive for a driver to pull out of the side road by restricting the visibility even further. This could be done by moving the bus boarder even closer to the junction. An amended layout is shown in **Annex F**. This would also have the advantage of enabling more on-street parking space to be retained.

Options

37 The options available to the Sub-Committee would appear to be as follows:

- 1 Implement the scheme as sent out for consultation as shown in **Annex E**.
- 2 Implement the revised scheme as shown in **Annex F**, plus any other amendments Members consider necessary.
- 3 Implement the signals scheme.
- 4 Do nothing.

Analysis of Options

- 38 The do nothing option would not offer those pedestrians and cyclists wishing to cross Bishopthorpe Road any increased assistance.
- 39 The implementation of the signals scheme would provide good crossing facilities for pedestrians and cyclists. However, it is known to be strongly opposed by many local residents and businesses, mainly due to concerns over the loss of on-street parking near the junction. Signals would introduce some delays to the traffic flow along Bishopthorpe Road, but this would not be great.
- 40 A refuge island scheme would appear to offer a worthwhile, realistic and proportional response to the problems currently encountered by pedestrians and cyclists wishing to cross Bishopthorpe Road. The number of consultation responses from the residents and local businesses was significantly lower than it was when signals were proposed (14 responses compared to 37 last time). This could be interpreted as an indication that many of those consulted either have no strong views about the refuge scheme, or that they broadly agree with it.
- 41 The main disadvantages of the refuge scheme are that it would still require a certain loss of parking space, and some large vehicle types would have difficulty turning left out of Butcher Terrace. The original scheme, as sent to consultation, also carries some risk of potential difficulties arising for traffic flow if any indiscriminate parking was to take place. However, the revised refuge scheme would minimise this risk at the expense of a small number of additional parking spaces.
- 42 Overall, the revised refuge scheme appears to offer a good compromise solution that has the potential to help vulnerable road users whilst minimising any adverse effects on local residents/ businesses or traffic flow.

Safety Audit

- 43 Independent Safety Audit Risk Assessments have been carried out on the proposed signal scheme and the two refuge island layouts. No fundamental concerns have been highlighted with any of the schemes, but full safety audits would be undertaken at the detailed design and scheme completion stages of

any proposal taken forward for implementation. Significant changes to the preferred scheme layout are thought unlikely to occur through this safety checking process, but if a significant problem were to arise, it would be reported to a future Sub-Committee for Members' consideration.

Financial Implications

- 44 Funding for these works has been allocated within the Local Transport Plan Capital Programme for 2005/06.

Legal Implications

- 45 The City of York Council, as highway authority for the area, has powers under the following Acts and associated Regulations to implement the measures in this report:

- The Highways Act 1980
- The Road Traffic Regulation Act 1984
- The Road Traffic Act 1988

A Traffic Regulation Order (TRO) would be required for the proposed waiting restrictions.

Human Resources (HR) and other implications

- 46 The proposed scheme complies with the requirements of the Disability Discrimination Act, in that there is better provision for access and road crossings. There do not appear to be any implications for Crime and Disorder. The proposed measures encourage sustainable forms of transport.

Recommendations

- 47 That Members:
- (a) note the contents of the report;
 - (b) approve the layout of the revised refuge scheme and associated measures, as shown in **Annex F**;
 - (c) approve delegated authority for the Acting Director of Environment and Development Services to advertise the Traffic Regulation Order for the "At Any Time" waiting restrictions linked to the scheme shown in **Annex F**, and to make the Order subject to their being no substantive objections (any objections will be reported back to a future Sub-Committee meeting);
 - (d) Approve implementation of the scheme, subject to the TRO being made.

Contact Details:

Author:

Tom Blair
Feasibility Engineer
Engineering Consultancy
Tel: 553461

Chief Officer responsible for the report:

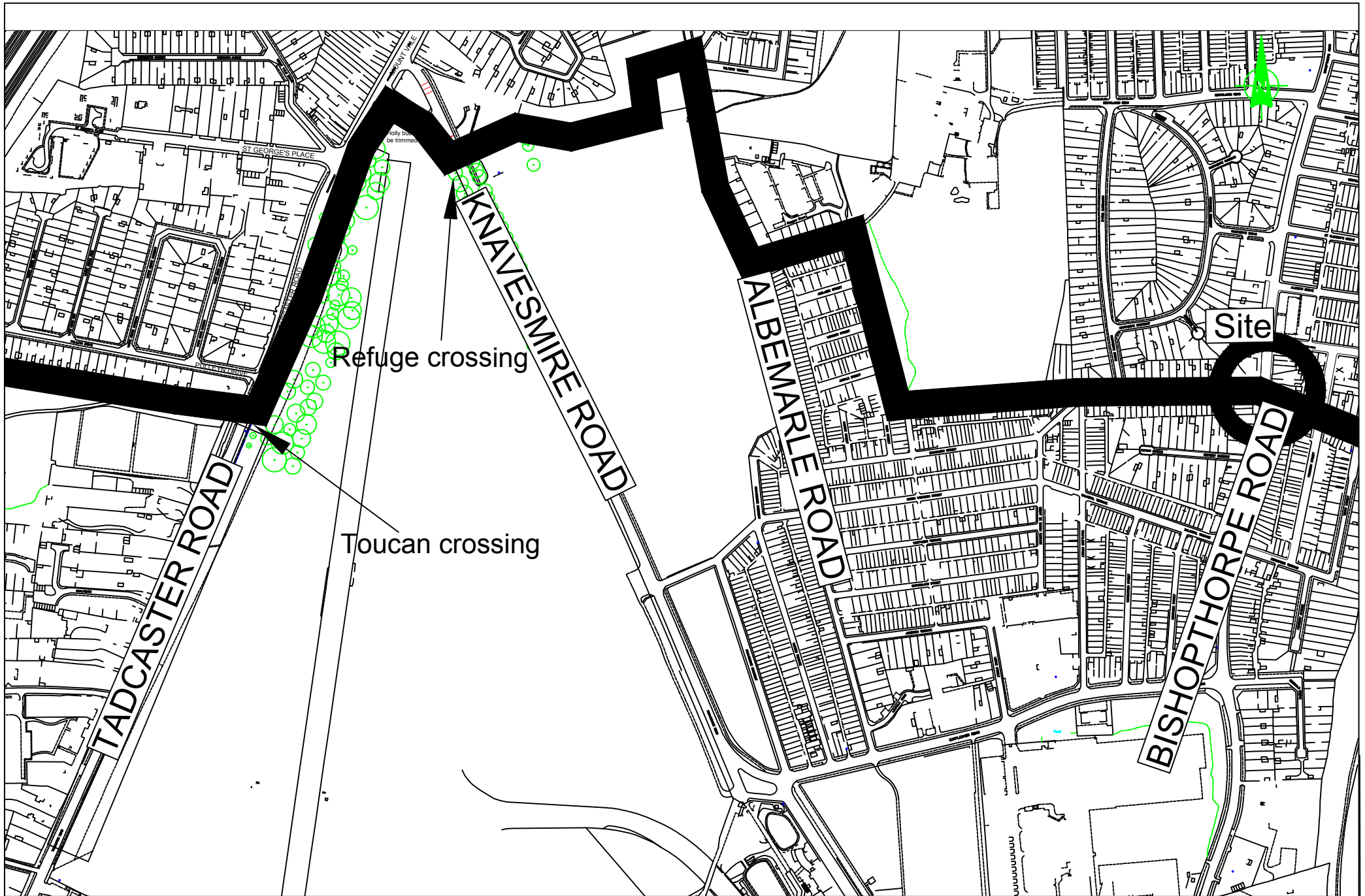
Damon Copperthwaite
Acting Assistant Director (Development and
Transport)

For further information please contact the author of the report

Background Papers

None

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	INITIAL	REV	AMENDMENT	DATE
DRAWN BY	T.Simpson			
CHECKED BY	M.Durkin			
SCALE	1:5000	A4		
DATE	DEC 05			

Millennium Pedestrian / Cycle Route Route Plan. Road Crossing Points

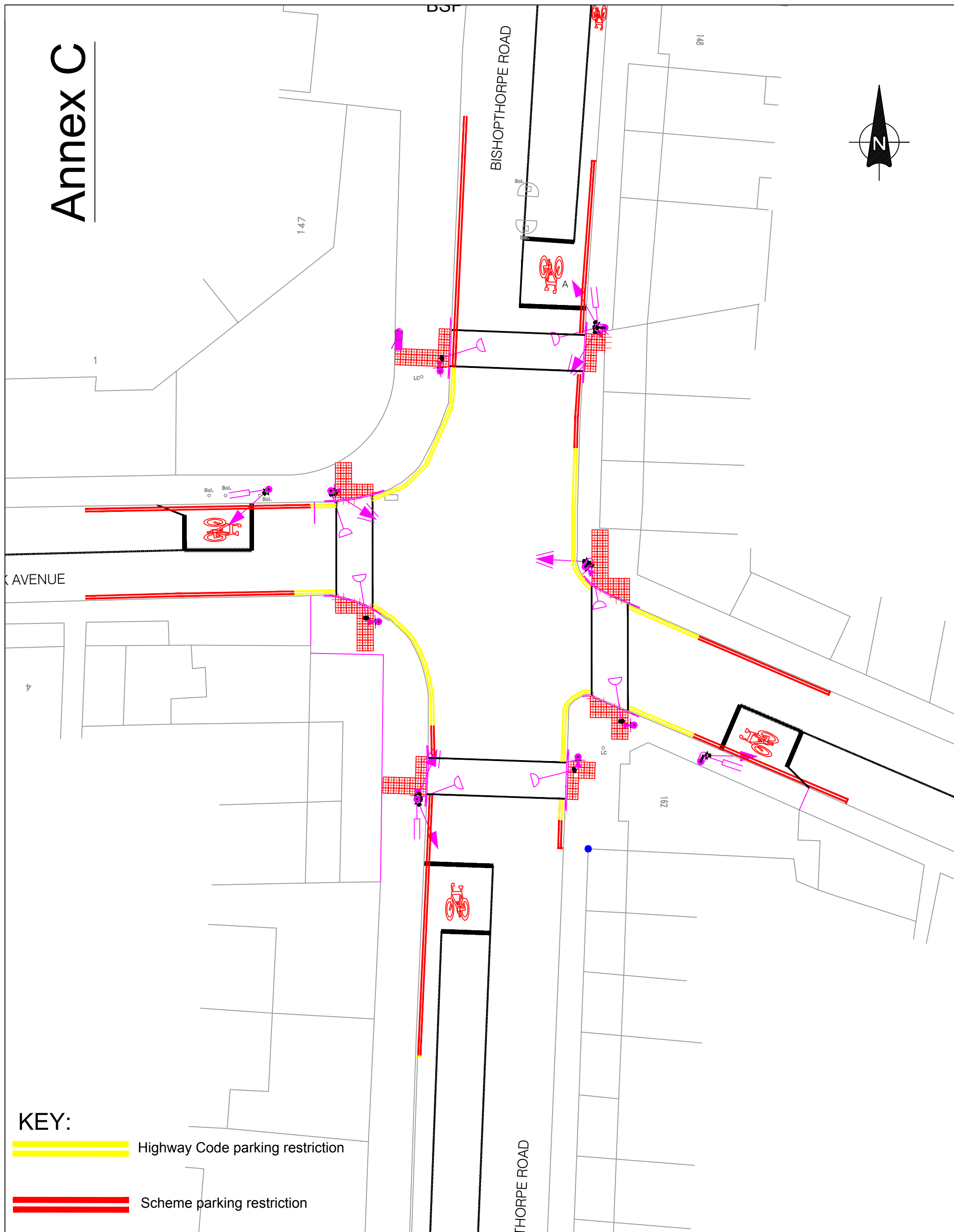
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Annex C



KEY:

- Highway Code parking restriction
- Scheme parking restriction



York Consultancy
Consultants of first choice



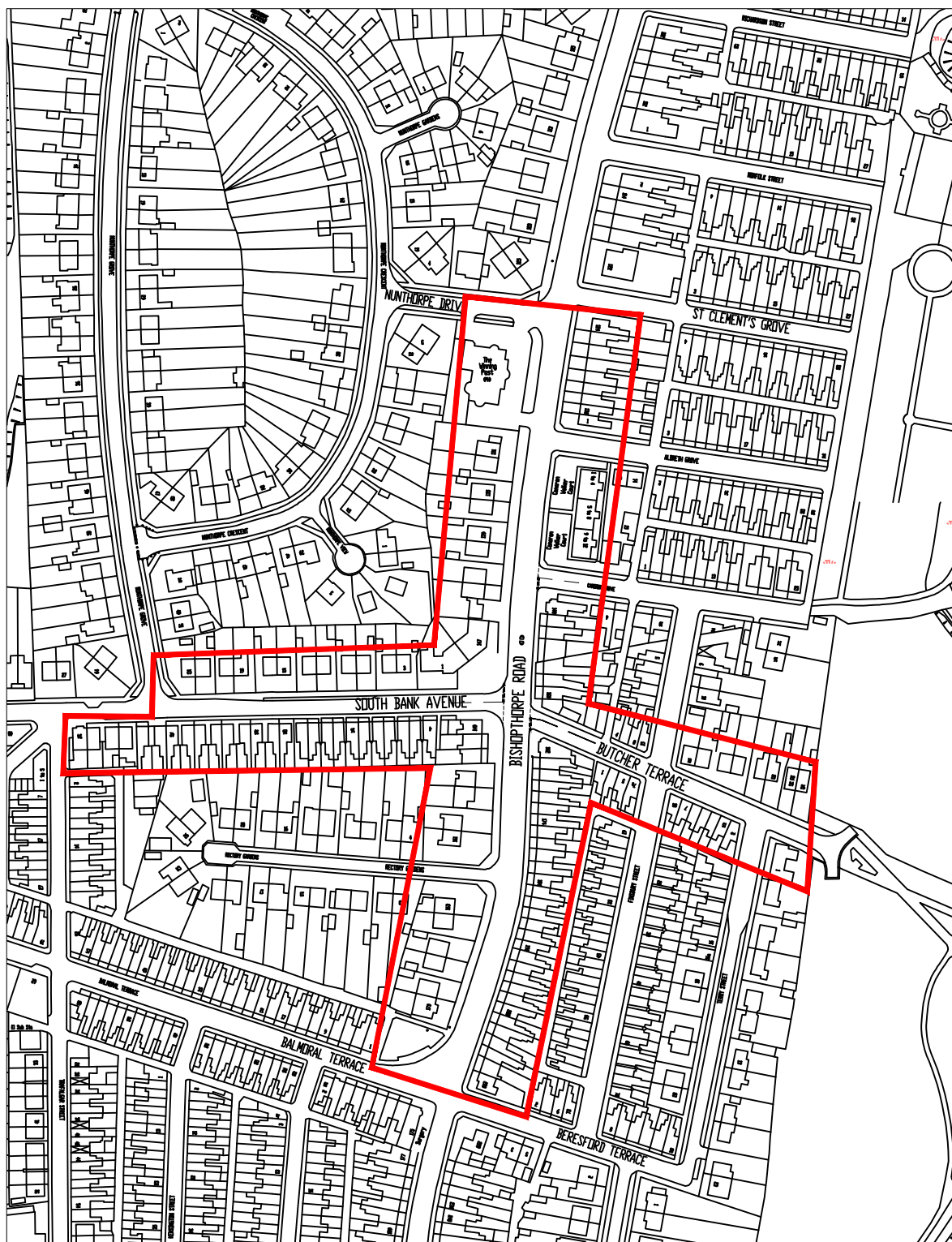
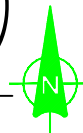
Millennium Pedestrian / Cycle Scheme Bishopthorpe Rd Jcn : Parking Restrictions For Signals

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			Drawn	Tim Simpson	Checked	Tom Blair	DATE	DEC 05

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Annex D



KEY  CONSULTATION CORDON



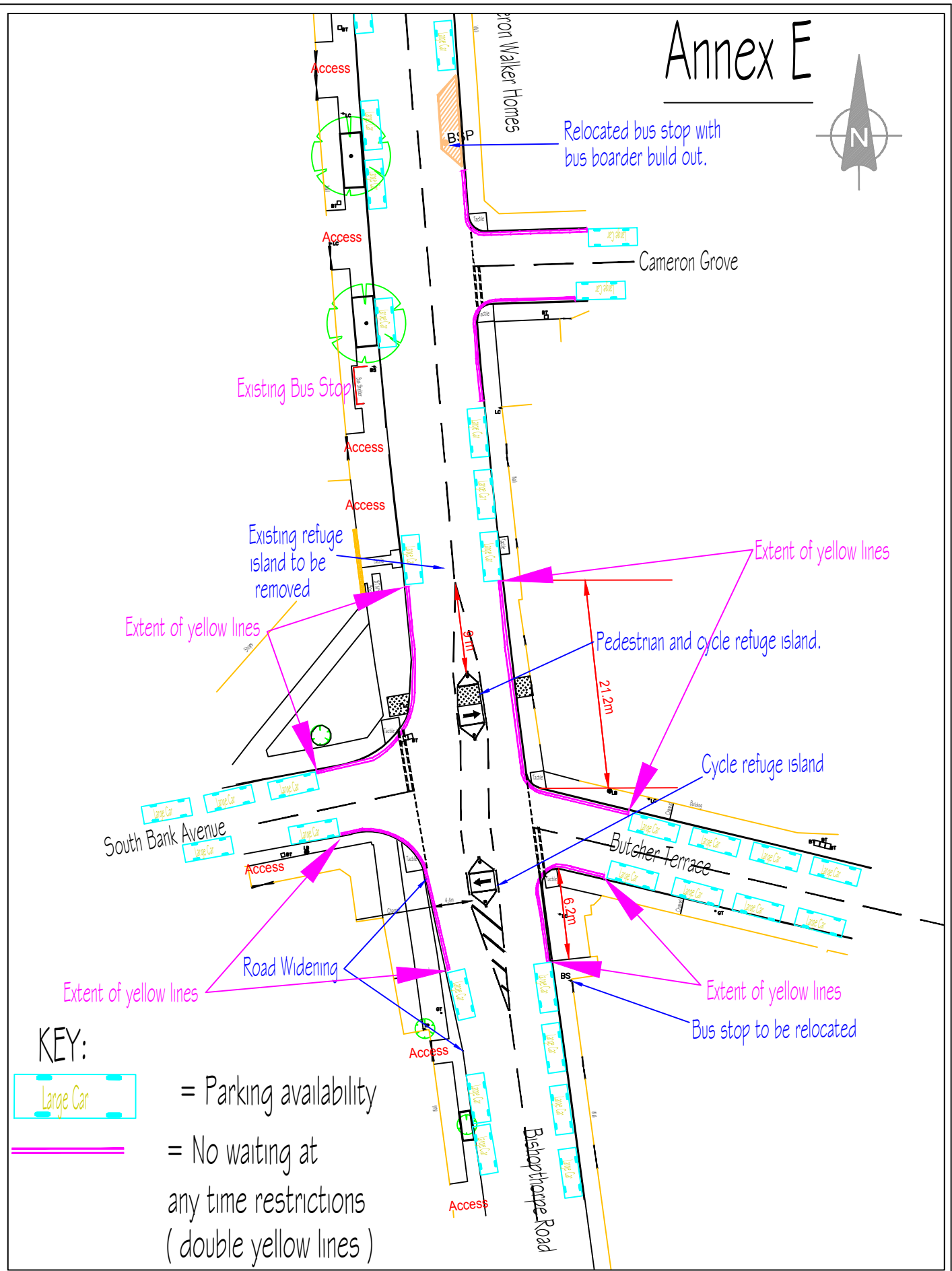
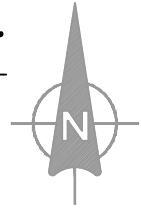
Bishopthorpe Rd Junction : Consultation Cordon

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Annex E



KEY:



= Parking availability



= No waiting at any time restrictions (double yellow lines)

York Consultancy
Consultants of first choice

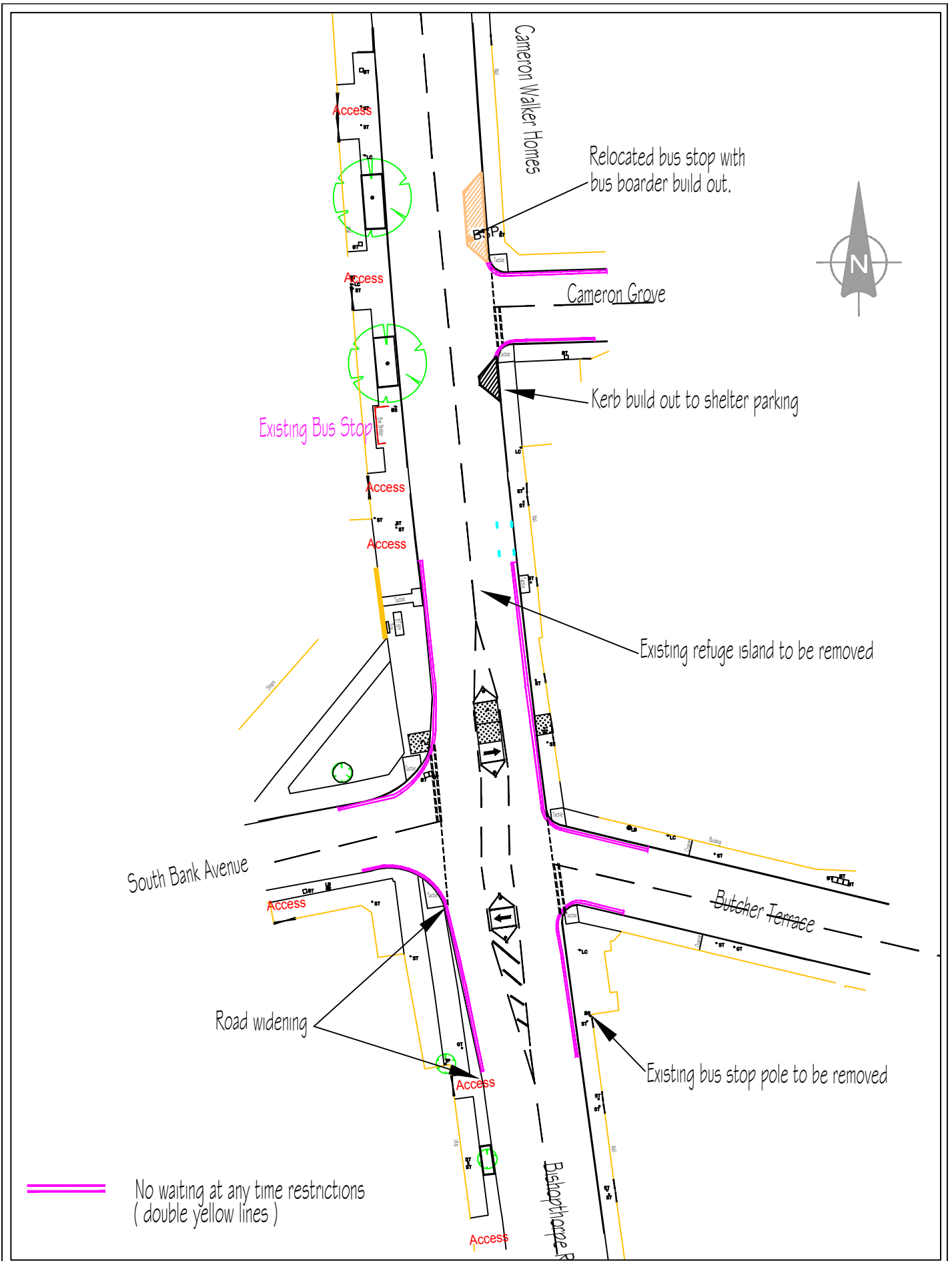
CITY OF YORK COUNCIL



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Millennium Pedestrian/Cycle Route: Bishopthorpe Road Jct
 Proposed Alterations With Parking

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 <p>York Consultancy Consultants of first choice</p>	 <p>CITY OF YORK COUNCIL</p>	<p>Millennium Pedestrian/Cycle Route: Bishopthorpe Road Jct Proposed Alterations With Parking</p>																
<p><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 OS Licence No. LA 09067L</small></p>	<table border="1"> <thead> <tr> <th>REV</th> <th>AMENDMENTS</th> <th>DATE</th> </tr> </thead> <tbody> <tr> <td> </td> <td> </td> <td> </td> </tr> </tbody> </table>	REV	AMENDMENTS	DATE				<table border="1"> <tr> <td>TS/CYC/007349/020/TGS</td> <td>SCALE</td> <td>1:500</td> </tr> <tr> <td>Drawn T.Simpson</td> <td>Checked M.Durkin</td> <td>DATE</td> </tr> <tr> <td> </td> <td> </td> <td>OCT 2005</td> </tr> </table>	TS/CYC/007349/020/TGS	SCALE	1:500	Drawn T.Simpson	Checked M.Durkin	DATE			OCT 2005	
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