

**Decision Session - Executive Member for
Transport and Planning**

14 March 2019

Report of the Corporate Director of Economy and Place

Consideration of Modification to Bishopthorpe Road Crossing Points

Summary

1. This report considers pedestrian crossing points on Bishopthorpe Road. Further, the report identifies improvements which might be made to the existing pedestrian crossing point at the junction with Campleshon Road.

Recommendations

2. The Executive Member is asked to approve:

Option 1: A 20 metre extension to the existing no waiting at any time restrictions (Double Yellow Lines (DYL)) and a small extension to the build-out to allow the crossing width to be increased by 0.8m.

Include the proposed change to the parking restrictions in the advertisement of a potential Residents Parking scheme for the area and the parking restriction extension and clearway south of Campleshon Rd. Consider any objections to the combined ResPark/DYL/Clearway scheme at a future Executive Member Decision Session.

Reason: To ensure that a joined up approach is taken to parking provision and road safety in the area.

Background

3. A report was considered by the Executive Member for Transport in response to a petition which was submitted for enhancements to be made to the pedestrian and cyclist crossing point at the junction of Bishopthorpe Road and Butcher Terrace in December 2017.

4. The Executive Member resolved that:

‘A detailed review of the Bishopthorpe Road which would include the assessment of the Bishopthorpe Road and Butcher Terrace / Southbank Avenue junctions, Bishopthorpe and Balmoral Terrace junction as well as the Bishopthorpe Road and Campleshon Road junction’ should be undertaken, ‘with possible recommendations to be brought to a future meeting.’

5. The reason for the wider consideration request was that, subsequent to the December 2017 report being published, a protest of school parents and other concerned parties was held at the junction of Bishopthorpe Road and Campleshon Road. The protesting group expressed concern about the safety of the crossing arrangements and asked the Council to consider what action might be taken to improve the crossing experience for pedestrians (and particularly for parents and their primary school-age children) at this location.

6. There have been a number of studies and schemes devised for the Bishopthorpe Road crossing at Butcher Terrace since the opening of the ‘Millenium Bridge’ in 2001. Two key issues presented in the 2017 report supported the taking of no further action at that stage without a subsequent review:

- New residents parking zones were to be introduced on South Bank Avenue and Butcher Terrace in Spring 2018 which would impact on vehicle movements in the area and would therefore potentially have an impact on the level of traffic exiting the side roads in this area.
- Significant effort had been undertaken to identify a better pedestrian and cyclist crossing arrangement in the past and further improvements which could be made were not immediately obvious.

7. With regard to the crossing at Campleshon Road, reports were brought for the Executive Member for Transport’s consideration at meetings in July and October 2016 following a public petition requesting safety improvements.

8. Following the October 2016 meeting and subsequent consultation concerning the preferred scheme, modifications were made to the pedestrian crossing at Campleshon Road.

Consultation

9. In May 2018, following the installation of the new residents' parking zones on Butcher Terrace and South Bank Avenue, officers invited the three elected members for Micklegate ward to meet to better understand the concerns of residents on Bishopthorpe Road with regard to the crossing points. Officers met with Cllr. Crawshaw and a small number of local residents at the Bishopthorpe Road / Butcher Terrace junction. Having discussed this junction, the meeting then progressed to discuss potential crossing improvements which could be made at the junctions of Balmoral Terrace and Campleshon Road.
10. Following a subsequent meeting with Cllr. Crawshaw in November 2018, officers concluded that the priority for residents in the area was for improvements to be made to the Campleshon Road pedestrian crossing. This was further supported by the allocation of ward committee funding by the local ward members for the delivery of a scheme at this location.
11. Following further officer site visits, potential schemes were drawn up to address the principal concern held by people attempting to cross the road at this location. This was the challenge of visibility when crossing the road from east to west to see vehicles travelling southbound along Bishopthorpe Road or, indeed, for the vehicles seeing pedestrians intending to cross.
12. The four options were presented to an open meeting of parents convened by Cllr. Crawshaw on 4 February 2019. Approximately 30 parents attended the session and whilst there was no universal agreement concerning any of the plans proposed, there was a consensus that more could be done to improve this particular crossing point.
13. In addition to the public meeting, the four options were hand delivered to all of the households who would potentially be impacted by the proposals. A map showing these households is included at Annex A to this report. A copy of the letter issued to these properties and the options is included at Annex B to this report.
14. The options were also presented for comment on the Council's website for a two week period from 12 – 25 February 2019.

15. During the consultation period it became known that two other requests from residents have been submitted in close proximity to the crossing point. These are; a parking restriction scheme south of the Campleshon Road junction (Annex D/E) and a request for residents parking on Bishopthorpe Road between Balmoral Terrace and Campleshon Road (Annex C). As both requests would influence the approach to the crossing position it is proposed to consider both as part of this report.
16. In addition a further petition with 46 signatures was received on 25 February opposing all of the proposed options. A supporting letter suggested that a pelican crossing should be progressed.

Petition Opposing All Options – Annex F

STATEMENT: - Petition against proposed changes to parking on Bishopthorpe Road	We the undersigned petition the Council to not go through with any of the 4 options proposed in the consultation. Instead, as vehicles approach the crossing heading out towards Bishopthorpe, there should be signs warning of children crossing at school times, and a flashing speed limit sign for vehicles exceeding 20mph.
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JUSTIFICATION:-	This is a petition against 4 options for changes to parking on Bishopthorpe Road. Option 1-3 of reducing the number of cars parked improves visibility slightly for pedestrians but there would still not be visibility as far as the houses opposite the Doctor's. Therefore traffic exceeding 20mph would still be difficult to see, and with less cars parked before the crossing they are likely to speed up as they see a clear road ahead. Option 4 to get rid of the crossing refuge island would make it more difficult to cross as you would have to cross both lanes in one go.
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17. In addition a letter from the lead petitioner suggested that a signalised controlled crossing should be provided.
18. A pedestrian crossing survey in March 2016 recorded 292 pedestrian crossing movements between 7am and 7pm. The busiest hours were 8 to 9am (79 pedestrians of which 30 were children under 11 years old) and 3 to 4pm (72 pedestrians of which 30 were children under 11 years old) which concurs with school start and finish times. The same survey recorded 5852 vehicles in this 12 hour period. The numbers would not justify a controlled crossing when assessed in accordance with the Council's Pedestrian Crossing policy.
19. Design standards indicate that signalised pedestrian crossings should not be placed within 20m of a junction and visibility requirements would mean an additional length of no parking restrictions would also be needed. It does not appear that additional parking restrictions would be

supported by residents in the area. Alternatively a fully signalised junction could be delivered at the location incorporating a signalised crossing however the signals would impact on traffic flows and parking in the area and it would be difficult to justify against other road safety priorities across the city.

20. It is proposed to monitor the impact of the recommended change to the crossing and consider the potential for a signalised crossing if the change is not effective and the Council's Pedestrian Crossing policy is met in future.

Residents Parking Petition – Annex C

21. A 53 signature petition (see supporting letter and petition front page in Annex C) has been received representing 36 of the 39 properties between Beresford Terrace/ Balmoral Terrace and Reginald Grove/ Campleshon Road.
22. This area was considered for inclusion in the adjacent R58 residents parking zone in November 2017 but was not taken forward at that time due to a petition against the proposal. Because officers were aware that there was a likelihood of parking relocating to this area it was resolved that if there was a subsequent request from residents for inclusion in the Residents Parking zone this would be taken forward.
23. Although it is unorthodox to proceed straight to the formal Traffic Regulation Order process for residents parking without first going through some initial consultation with residents on the options available and consequences for residents it is considered reasonable on this occasion to break with usual practise. This is because residents have already had some information previously on how residents parking schemes operate and merging a residents parking proposal with the safety scheme would seem to achieve benefits for both the local residents and the authority.
24. The proposed residents parking scheme would be an extension to R58 and have 10 minutes no-residential parking except for a 30m length close to the Doctors surgery where 60 minutes non-residents parking would apply. Details of the proposals along with information on how a residents parking scheme operates will be issued to residents to enable them to make informed representations on the residents parking proposal.

25. Because of the width of the road we may not be able to accommodate parking fully on the carriageway on both sides of the road. Hence we may have to consider the option of allocating a narrow strip of the footway to accommodate the parking.

No Waiting at Any Time Proposal – Annex D

26. Parking along both sides of the carriageway along the section of road south from Campleshon Road to the racecourse car park has increased steadily over the last twelve months to a level we consider to be unacceptable for the safety of other highway users, in particular, cyclists and pedestrians.
27. We have received several complaints from residents about the increased levels of parking and the safety issues they present.
28. These include:
- Road width not sufficient for parking on both sides of the road and allow two way traffic
 - Safety issues for cyclists – having to wait mid-carriageway to turn right into cycle path to the river with not sufficient carriageway width for vehicles to “undertake” because of parked cars.
 - cars parking opposite the entrance to the new development and St Chad’s Wharf are causing a danger to residents & visitors; occupants and visitors to all buildings on the site; passing motorists; cyclists and pedestrians
29. Benefits of the restrictions:
- Will give better sight lines for all highway users, in particular pedestrians and cyclists
 - Allow better access to side roads and driveways
 - Ensure two way traffic is maintained.
30. Possible Dis-benefit
- Speed of vehicles may increase, we have retained a section of parking on the west side of the carriageway prior to the junction of Campleshon Road to act as a natural traffic calming measure

Clearway proposal – Annex E

31. Officers have noted parking occurring on the narrow section of Bishopthorpe Road south from the Racecourse when events take place. This leads to congestion with resulting safety implications.
32. It is considered the introduction of a clearway will be required should the proposed waiting restrictions be implemented on Bishopthorpe Road to prevent vehicle displacement to this area. In addition the clearway will be beneficial as an aid for traffic management for events at the Race Course.
33. There are no buildings on this section of road where a vehicle would be required to stop for loading/unloading purposes.

Options

34. Five options are presented for the Executive Member's consideration

Option 1: A 20 metre extension to the existing no waiting at any time restrictions (Double Yellow Lines) and a small extension to the build-out to allow the crossing width to be increased by 0.8m.

Option 2: A 20 metre part-time no waiting restriction (Single Yellow Line) enforceable 8am - 5pm, Monday to Friday (times subject to confirmation) and a small extension to the build-out to allow the crossing width to be increased by 0.8m.

Option 3: Scheme provides a 20m extension to the existing build-out along with no waiting at any time parking restrictions (double yellow lines).

Option 4: Scheme removes the existing refuge island and right lane and builds out the kerbs to reduce the overall crossing length. The crossing width is increased by 0.8 metres.

Option 5: Defer a decision. Review the proposals for the crossing along with the other requests for changes to the highway in the immediate vicinity. Proposals to be brought to a future Executive Member Decision Session.

Analysis of options

35. All options

Eleven residents responded of the 41 who were issued letters

- Nine objected to all of the options presented.
- Five requested a controlled crossing point be provided.
- Two asked for enforcement of the speed limit.
- Two requested a vehicle activated sign to notify drivers of the crossing point.
- Two residents commented that not many pedestrians use the refuge,
- One resident (a parent at the school) stated that they “*have no real issues crossing the road*” when referring to the crossing point.

Note: a separate petition opposing all of the options with 46 signatures from residents in the area has also been received.

Option 1 – Double yellow lines

36. This option provides the greatest level of visibility for pedestrians of motorists and vice versa at all times of day. Further, it improves the crossing width without the need for any signage.
37. This option does, however, reduce available on street parking by approximately 3 spaces. Further, loading and unloading could still take place and regular enforcement would be required to ensure that the measure was effective.
38. **Specific comments on this option in the consultation response were as follows:**

“will not solve the problem and in my view might possibly encourage traffic to speed up as the road will be wider and the improved visibility for drivers, particularly leaving town might encourage them to speed up sooner.”

“significantly reduce the already inadequate provision for parking for residents who live here. This will become more of an issue if residents parking is introduced which is hopefully likely to happen in the near future.”

“of reducing the number of cars parked improves visibility slightly for pedestrians but there would still not be visibility as far as the houses opposite the doctors. Therefore traffic exceeding 20mph would still be difficult to see, and with less cars parked before the crossing they are likely to speed up as they see clear road and a 30mph sign ahead.”

“ this would be my preferred option as it would guarantee clear visibility”

Option 2 – Single yellow line

39. This option is largely similar to option 1 but proposes the use of single rather than double yellow lines. Option 2 improves visibility for pedestrians and motorists as well as improving the crossing width. Unlike option 1, this option would enable off-peak parking.
40. Two signs would need to be installed adjacent to the single line section increasing street clutter. Further, even when the restriction on parking was in force, loading and unloading could still take place and regular enforcement would be required to ensure that the measure was effective.
41. **Specific comments on this option in the consultation response were as follows:**

“will not solve the problem and in my view might possibly encourage traffic to speed up as the road will be wider and the improved visibility for drivers, particularly leaving town might encourage them to speed up sooner.”

“significantly reduce the already inadequate provision for parking for residents who live here. This will become more of an issue if residents parking is introduced which is hopefully likely to happen in the near future.”

“of reducing the number of cars parked improves visibility slightly for pedestrians but there would still not be visibility as far as the houses opposite the doctors. Therefore traffic exceeding 20mph would still be

difficult to see, and with less cars parked before the crossing they are likely to speed up as they see clear road and a 30mph sign ahead.”

Option 3 – Extend build out

42. This would be likely to be the most expensive of the options presented due to the significant length of pedestrian build-out proposed. This option would provide the greatest visibility improvement for pedestrians whilst also increasing the crossing width.
43. As with options 1 and 2, there would be a loss of 3 parking spaces however and loading and unloading could still take place, although the impact is likely to be reduced in this option due to the inclusion of the build-out.
44. **Specific comments on this option in the consultation response were as follows:**

“will not solve the problem and in my view might possibly encourage traffic to speed up as the road will be wider and the improved visibility for drivers, particularly leaving town might encourage them to speed up sooner.”

“significantly reduce the already inadequate provision for parking for residents who live here. This will become more of an issue if residents parking is introduced which is hopefully likely to happen in the near future.”

“of reducing the number of cars parked improves visibility slightly for pedestrians but there would still not be visibility as far as the houses opposite the doctors. Therefore traffic exceeding 20mph would still be difficult to see, and with less cars parked before the crossing they are likely to speed up as they see clear road and a 30mph sign ahead.”

“I am writing to express my support for option 3 from the 4 options presented... As a parent of children at Knavesmire and Millthorpe school and a regular user of the crossing at the junction of Bishopthorpe and Campleshon Roads, I am very much aware of the dangers involved in using the crossing and of the need to prevent the line of sight being blocked by parked vehicles at this location. I feel that this option is the only one from those presented that would effectively reduce these dangers.”

Option 4 – Remove refuge and right turn lane

45. This option was included as local residents were of the view that this might improve the crossing opportunities at this location.
46. Whilst this option improves visibility for pedestrians and would deliver an improved crossing width with a greater number of pedestrians able to wait at the kerb edge, officers are not supportive of this option. This is due to the removal of the two stage crossing opportunity for pedestrians. Further, the loss of the southbound right turn lane from Bishopthorpe Road in to Campleshon Road may lead to queuing traffic. In turn, the loss of a vehicle 'pinch-point' could lead to an increase in vehicle speeds. It is also likely that this would be a high cost scheme, due to the level of construction required.
47. **Specific comments on this option in the consultation response were as follows:**

“more dangerous as we will have to cross two lanes of traffic at a time instead of having the island in the middle and having the option of crossing one lane at a time (which in my view is fine as it is).”

“get rid of the crossing refuge island would make it more difficult to cross as you would have to cross 2 lanes in one go.”

Option 5 – Defer the decision.

48. This option was not presented to local residents as the other requests for changes to the highway were not known at the time. However, 3 residents requested that the safety of the crossing and the changes to parking availability need to be considered together. It should be noted that the process to change the Traffic Regulation Order to implement a Residents Parking Zone and extend the parking restrictions incorporates the opportunity for objections to be made to the proposal.
49. This option gives the council an opportunity to create a balanced scheme which seeks to improve the current situation for all road users by considering a number of issues at once.

Council Plan

50. The plan is built around 3 key priorities:

A prosperous City for all

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

A focus on Frontline Services

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

A Council that listens to residents

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

51. **One Planet Aims** – The work undertaken to date at the junction of Campleshon Road and Bishopthorpe Road has improved the setting for pedestrians and cyclists.

52. **Implications**

Financial – It is anticipated that funding for a scheme to improve the crossing would be available in the Safety Schemes block within the Transport Capital Programme supported where necessary with Ward Committee funding.

Human Resources – N/A

Equalities – N/A

Crime & Disorder N/A

Information Technology N/A

Property – N/A

Other Physical N/A

Risk Management

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

Contact Details

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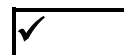
**Report
Approved**



Date 06.0319

Wards Affected:

All



For further information please contact the authors of the report

Background papers

Planning and Transport (City Centre Area) sub-committee:
5 January 2006 (Officer report, appendices and decision) (Please contact
report author)

Planning and Transport (City Centre Area) sub-committee: 6 April 2006
(Officer report, appendices and decision) (Please contact report author)

Executive Member Decision Session, Transport & Planning: [14 July 2016](#);
[13 October 2016](#) and [14 December 2017](#) (Officer report, appendices and
decision);

Annexes

Annex A – Consultation extents

Annex B – Crossing consultation letter and option plans

Annex C -- Residents Parking Petition

Annex D -- Proposed Parking Restrictions South of Campleshon Road

Annex E – Proposed Clearway on Bishopthorpe Road

Annex F – Petition Objecting to Road Safety Scheme