

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

**To:** Councillor Levene

**Date:** Thursday, 15 January 2015

**Time:** 5.30 pm

**Venue:** The George Hudson Board Room - 1st Floor West  
Offices (F045)

**A G E N D A**

**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 **4:00 pm on Monday 19<sup>th</sup> January 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 on Tuesday 13<sup>th</sup> January 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 - 12)  
To approve and sign 3 sets of minutes of the decision sessions held on 11<sup>th</sup> December 2014 and 22<sup>nd</sup> December 2014 .

**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 14<sup>th</sup> January 2015**.

Members of the public may speak on:

- An item on the agenda,
- an issue within the Cabinet Member's remit.

**Filming or Recording Meetings**

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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](http://www.york.gov.uk/downloads/download/3130/protocol_for_webcasting_filming_and_recording_of_council_meetings)

- 4. Petition to improve pedestrian safety at Sim Balk Lane crossing, Bishopthorpe** (Pages 13 - 72)

This report advises the Cabinet Member of a petition which has been received requesting that the Council improves a pedestrian crossing point on Sim Balk Lane in Bishopthorpe.

## 5. 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](mailto: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 مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

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City of York Council

Committee Minutes

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Meeting	Decision Session - Cabinet Member for Transport, Planning and Economic Development
Date	11 December 2014
Present	Councillor Levene (Cabinet Member)
In Attendance	Councillors Orrell and D'Agorne

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**25. Declarations of Interest**

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

**26. Minutes**

Resolved: That the minutes of the Decision Session held on 30<sup>th</sup> October be approved and signed by the Chair as a correct record.

**27. Public Participation - Decision Session**

It was reported there had been three registrations to speak under the Council's Public Participation Scheme.

Denise Craghill spoke regarding Agenda Item 5 (Response to Petition calling for a 20 mph Speed Limit in the Walmgate and Navigation Road areas). She welcomed the Officer's recommendation to note the petition and the strength of local support for a 20mph speed limit in the Walmgate and Navigation Road areas however she expressed disappointment in the rest of the recommendation to delay consideration until 2015-16, as she felt it was not impossible to implement a roll out in such a small area and the cost of doing so would not be huge to guarantee safer streets. She urged the Cabinet Member to adopt Option iii) to instruct the request to be actioned immediately and the scheme be added to the current year's Transport Capital Programme.

Linda Maggs spoke regarding Agenda Item 6 (Petition-Intake Lane, Dunnington). She spoke about the current parking situation on Intake Lane next to the play park and how concerns had been raised by the Friends of the park in regards to the safety of children both inside and outside of the park. She also added that cyclists rode at a fast speed alongside the park.

A representation had been received from Councillor Gunnell, the Ward Member, in respect of Agenda Item 7 (South Bank Avenue Petition) which stated that she would like consultation to take place with South Bank residents.

Councillor Orrell, the Ward Member, spoke in respect of Agenda Item 8 (Jockey Lane Pedestrian and Cycle Improvement Scheme). He spoke about how an increase car parking in the area had contributed to worsening air pollution levels and felt that this would get worse when the Community Stadium had been built. He also made comments about the proposed road surfacing and felt that this needed to be extended.

**28. Response to Petition call for the implementation of a road closure in Peter Hill Drive and Court**

The Cabinet Member considered a report which presented a response to a 65 signature petition representing a large proportion of properties in Peter Hill Drive and Court requesting the implementation of a road closure to cut excessive speeding.

The Cabinet Member stated that he was happy to approve the Officer's recommendation as long as it was revisited by Officers in a year's time.

Resolved: That the Cabinet Member:

Noted the request to implement a road closure to cut excessive speeding in Peter Hill Drive and Court but that no action be taken at this time.

Reason: A 20mph scheme is due to be put in place very shortly which aims to lead to a reduction in vehicle speeds.

**29. Response to petition calling for a 20mph speed limit in the Walmgate and Navigation Road areas**

The Cabinet Member considered a report which presented a response to a petition received from residents of the Walmgate and Navigation Road areas of York requesting that the current programme of 20mph speed limits for residential areas be extended to include their neighbourhood in 2014.

Resolved: That the Cabinet Member:

Noted the petition and the strength of local support for a 20mph speed limit and recommended that it be considered for inclusion within the future Transport Capital Programme for 2015-16.

Reason: To address residents concerns.

**30. Response to Petition Requesting Waiting Restrictions - Intake Lane, Dunnington**

The Cabinet Member considered a report which advised of a response to a 114 signature petition requesting the implementation of waiting restrictions outside the play area on Intake Lane, Dunnington. He thanked the petitioners for their submission.

Resolved: That the Cabinet Member:

Agreed for a Traffic Regulation Order to be advertised in due course to prohibit waiting as set out on the plan in Annex B

Reason: To reduce parking close to and at a crossing point at the play area and hence reduce the concerns of the petitioners.

**31. Response to Petition Calling for Traffic Calming Measures on South Bank Avenue**

The Cabinet Member considered a report which outlined a response to a petition from residents of South Bank Avenue, calling for the implementation of traffic calming measures.

Resolved: That the Cabinet Member:

- (i) Acknowledged the residents' concerns about the speed of traffic.
- (ii) Advised Officers to work with petitioners to help take their concerns through the established speed management process.

Reason: This evidence based approach will enable the assessment of appropriate options in response to speed concerns on South Bank Avenue.

### **32. Jockey Lane Pedestrian and Cycle Improvement Scheme**

The Cabinet Member considered a report which set out a revised scheme proposal for the Jockey Lane pedestrian and cycle scheme due to a land ownership problem which had arisen since the previous scheme was approved by the Cabinet Member in November 2013.

Regarding a comment raised about further alterations such as a right hand turn into The Range, Officers commented that this would have an impact on the access road and although the budget allocation for the scheme had increased this would not pay for the right hand turn.

In response to comments raised about resurfacing the road beyond the area proposed Officers reported that a reassessment would be carried out when the access road to Monks Cross stadium was developed. They added that following a recent meeting about the access roads a new design had been produced which included the reduction of tactiles and removal of elephant's feet. This was a change to an original submission as detailed in Annex C to the report.

Officers reported that a Safety Audit had said that the elephant's feet should be removed as it gave cyclists a false sense of security and suggested that signs be amended to show that vehicles going into and out of the accesses had priority. The Cabinet Member pointed out that since cyclists and cars needed to be in the area that signs should highlight that cyclists may be present in the area.



Officers informed the Cabinet Member that they were in the process of responding to the Audit to come up with an approach that was safest.

The Cabinet Member felt that he was not comfortable making amendments to the scheme at the meeting and suggested that Officers should incorporate the Safety Audit. Regarding other issues which had been raised such as the right hand turn into the Range and the extension of the resurfacing, he felt these proposals were more costly and so should not be revisited by Officers.

Resolved: That the Cabinet Member:

- (i) Delegates authority to the Director of City and Environmental Services to make alterations to the scheme to incorporate the Safety Audit in Annex C.
- (ii) Requires the Director of City and Environmental Services to be satisfied as to the safety of the scheme.

Reason: To address the land ownership problem as outlined in the report.

**33. Highway Maintenance, Advance Programme for 2015-16**

The Cabinet Member considered a report which outlined the provisional highway maintenance surfacing programme for 2015-2016. The report recommended and sought approval to begin advanced design for a list of schemes in each category of work.

Resolved: That the Cabinet Member agreed to:

- (i) Maintain the split in funding between footways and roads on a 40/60 basis.
- (ii) Approve the provisional programme of work as attached at Annexes 1 and 2 of the report.

Reason: To allow for preparation of a programme of work for 2015-16.

**34. City and Environmental Services Capital Programme - 2014/15 Monitor 1 Report**

The Cabinet Member considered a report which set out the progress to date on schemes in the 2014/15 City and Environmental Services Capital Programme, including budget spend to the end of October 2014. The report also proposed adjustments to scheme allocations to align with the latest cost estimates and delivery projections.

During the meeting, the report was considered ahead of Agenda Item 8 (Jockey Lane Pedestrian and Cycle Improvement Scheme) (Minute Item 32 refers). This was because the decisions made at this time released the monies to allow the Jockey Lane Cycle and Pedestrian Improvement Scheme to proceed.

Resolved: That the Cabinet Member:

- (i) Approved the virement of funds within Highways and Transport budgets.
- (ii) Approved the amendments to the 2014/15 City and Environmental Services Capital Programme set out in Annexes 1 and 2.
- (iii) Agreed for additional funds to be made available for the Jockey Lane scheme from the removal of other proposed schemes from the Capital Programme.

Reason: To enable the effective management and monitoring of the Council's Capital programme.

Councillor D Levene, Cabinet Member  
[The meeting started at 4.00 pm and finished at 4.35 pm].

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Meeting	Decision Session - Cabinet Member for Transport, Planning and Economic Development, in consultation with the Cabinet Leader, Finance and Performance
Date	22 December 2014
Present	Councillors Levene and Williams
In Attendance	Councillors Steward, Warters and Watson

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### 35. **Declarations of Interest**

*[Reconvened meeting following the adjournment of the meeting on 11 December 2014]*

At this point in the meeting, the Cabinet Members were asked to declare any personal, prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda. No further interests were declared.

### 36. **Minutes [This item was dealt with on 11th December]**

### 37. **Exclusion of Press and Public**

Resolved: That it was agreed to exclude the press and public from the meeting during consideration of Annex B to agenda item 5 (Request for an Article 4 Direction relating to The Punch Bowl public house, Lowther Street, York) on the grounds that it contained information in respect of which a claim to legal professional privilege could be maintained in legal proceedings. This information is classed as exempt under paragraph 5 of Part 1 of Schedule 12A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

**38. Public Participation - Decision Session**

Nick Love spoke on behalf of York Campaign for Real Ale (CAMRA), the patrons of the Punch Bowl and as author of the Article 4 application. He expressed concern that the legal advice prepared for the meeting was exempt which prevented him from speaking to counter any advice provided for Members. He reiterated his previous comments stating that from his research he did not believe that the Council would be required to pay compensation should a decision be taken to grant the application. He asked Members to protect a vital community asset and make an Article 4 Direction.

Paul Crossman spoke on behalf of the licensing trade in the city asking Members to support the making of an Article 4 Direction in order to protect the Punch Bowl public house a valued community asset. He referred to the cautious advice provided by Officers but requested Members to make a stance for public houses in the city.

**39. Request for Article 4 Direction - Punch Bowl Public House, York**

The Cabinet Member, in consultation with the Cabinet Leader, Finance and Performance, considered a request from the York branch of CAMRA for the Council to make an immediate Article 4 Direction in respect of the Punch Bowl public house in Lowther Street, York.

It was noted that the Decision Session on 11 December 2014 had been adjourned for receipt of the following additional legal advice in respect of CAMRA's request:

- Whether an Article 4 direction could be conditioned to state that the premises must be used as a community facility.
- The risks to the Council if it did determine that exceptional circumstances existed and made the Article 4 direction, but subsequently revoked the order before an application had been submitted.

Consideration was given to a privileged legal advice note prepared by the Council's Senior Solicitor in relation to the above request.

The Cabinet Members, whilst acknowledging the additional legal advice, referred to the numerous representations received from residents strongly opposed to the replacement of the public house with a convenience store. They also expressed their sympathy with residents and earlier speakers in respect of the valuable community asset the Punch Bowl provided. They had regard to the concerns of residents regarding the traffic impacts of a change of use to a shop and considered that in the circumstances such a change of use should be considered in more depth through the determination of a planning application. Following further discussion it was

Resolved: That the Cabinet Member for Transport, Planning & Economic Development, in consultation with the Cabinet Leader, Finance & Performance agree that exceptional circumstances exist and that a change of use of the premises would constitute a threat to the amenity of the area and agree to:

- (i) Use the Council's discretionary power to make an immediate Article 4 Direction under the Town and Country Planning (General Permitted Development) Order 1995 to remove permitted development rights for the change of use of The Punch Bowl public house, Lowther Street, York from its existing use as a public house (Class A4) to a shop (Class A1).<sup>1</sup>
- (ii) Request Officers to prepare a report to assist with similar future requests outlining a longer term strategy for the Council.<sup>2</sup>

- Reasons:
- (i) That exceptional circumstance exist to show that a change of use would harm the amenity and the proper planning of the area.
  - (ii) To provide a strategy to cover similar future requests for Article 4 Directions.

Action Required

1. Proceed with the making of an immediate Article 4 Direction. JC, AH
2. Commence the preparation of a strategy to deal with similar future requests. JC, AH

Cllr D Levene, Cabinet Member

[The meeting started at 5.40 pm and finished at 5.50 pm].

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Meeting	Decision Session - Cabinet Member For Transport, Planning and Economic Development
Date	22 December 2014
Present	Councillor Levene
In Attendance	Councillors Steward, Warters and Watson

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#### 40. **Declarations of Interest**

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

#### 41. **Minutes**

Resolved: That the minutes of the Decision Session held on 21<sup>st</sup> November 2014 be approved and signed by the Cabinet Member as a correct record.

#### 42. **Public Participation - Decision Session**

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme, which had subsequently withdrawn.

There had also been two requests to speak by Members of Council on agenda item 4 – Lendal Bridge Repayment Process Deadline Extension.

Councillor Warters expressed concern at the proposals relating to the Lendal Bridge decision which he felt should be taken at the budget Cabinet meeting. He also questioned why the deadline for repayment was being extended to June 2015, following the election, and for details of the budget to cover repayments.

Councillor Watson drew attention to the 11 December Council motion and expressed his concern at damage being caused to

the Council's reputation. He also felt the proposed refund process was not in line with the agreed Council motion.

**43. Lendal Bridge Repayment Process Deadline Extension**

The Cabinet Member received a report which asked him to consider to extending the deadline by which the public could dispute their Penalty Charge Notice in relation to Lendal Bridge.

The Cabinet Member pointed out that this followed the Council motion on 11 December 2014, which asked Cabinet to consider a report to amend the Lendal Bridge refund process. He confirmed that the report, under consideration, dealt solely with the extension of the 31 December 2014 deadline and that a further report, setting out the impact of addressing the Council motion, would be considered at Cabinet on 20 January 2015.

Resolved: That approval be given to the extension of the deadline for the public to contest their Penalty Charge Notices beyond 31<sup>st</sup> December 2014 to 30<sup>th</sup> June 2015 to allow sufficient time for a report to be considered by Cabinet.

Reason: To ensure efficient administration of the Lendal Bridge Penalty Charge Notice Repayment process.

Cllr D Levene, Cabinet Member  
[The meeting started at 6.00 pm and finished at 6.07 pm].





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

15 January 2015

Report of the Director of City and Environmental Services

**Petition to improve Pedestrian Safety at Sim Balk Lane Crossing,  
Bishopthorpe, Submission by the Travel Action Group**

**Summary**

1. A petition has 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 is recommended to approve the recommendation to improve the crossing point so that visibility can be improved for pedestrians crossing at this point.

**Recommendations**

2. That the Cabinet Member gives approval for the implementation of the proposed highway improvements detailed at Option 8 (**Appendix B** and illustrated at Annex C).

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.

**Background**

3. A petition was received in July 2014 from the Bishopthorpe Travel Action Group (TAG) containing over 1000 names of residents from Bishopthorpe and York itself requesting that “*the Council improves safety at the crossing point on Sim Balk Lane (speed table opposite Methodist Church) in order to establish a safe walking route between the Infant and Junior schools and a safe crossing point for the local community*”. The petition also included the correspondence between the Council and TAG. **Appendix A** includes the copies of the correspondence and the 1<sup>st</sup> sheet of the petition. The full petition is held by the School Travel Advisor.

4. The parents of Bishopthorpe Infant School and Archbishop of York Junior School, both in Bishopthorpe, have formed the TAG which has been in operation for a number of years. The aim of this group is to encourage children to walk or cycle to school. The group regularly organises events in both schools to encourage sustainable travel. They have also negotiated with owners of car parks in the village for parents to park there and walk their children to school (park and stride), providing maps to show their locations. Over the past 3 or 4 years TAG has been campaigning for a school crossing patroller and more latterly safer crossing on Sim Balk Lane at the speed table close to the junction with Appleton Road.
5. This speed table on Sim Balk Lane is the desired crossing point for pedestrians crossing between the two schools as well as for many other pedestrians from the local community. It is located about 15m from the Junction of Sim Balk Lane and Appleton Road to the south. It is also directly adjacent to a vehicle access which provides off street parking to a parade of shops and immediately to the other side of the vehicle access is on-street parking for at least 4 cars which obstruct the view to pedestrians of on-coming traffic from the north when crossing from east to west. Photos 1 and 2 below show the local geography relating to the speed table.



Photograph 01:  
From the south side of Main Street looking in a north-westerly direction towards the junction of Sim Balk Lane, the speed table crossing point can be seen in red material.



Photograph 02: From the south side of Main Street looking in a westerly direction towards the speed table crossing point in front of the store at no. 47.

6. An assessment in October 2010 concluded that a School Crossing Patrol (SCP) could not be justified as the combined volumes of traffic and pedestrians did not meet national guidelines. The crossing was assessed again in January 2013 with the conclusion that the crossing did not qualify for a SCP under national guidelines. TAG examined these results and noted that the results fell into area B – needing further investigation - of the graph contained within the national guidelines (See **Appendix C**) TAG then applied additional criteria that could be used to justify the need for a school crossing patrol, but did not take into account the geography of the location and whether or not the location was actually a safe place to work.
7. Taking into consideration advice from North Yorkshire police, the Road Safety team are not prepared to consider the site suitable for a SCP at this location as it is considered unsafe for a patroller due to its proximity to a busy junction, proximity to shops and associated parking, and poor visibility. Taking all this into account the location is not considered to be a safe place to work. On the west side of the road views can be obstructed by overhanging vegetation. The TAG themselves acknowledge that removal of this parking outside the shops would be controversial and likely to be strongly resisted locally.
8. In January 2014 the TAG wrote suggesting that as visibility crossing the road was an issue, it might be possible to construct a build out to improve the view of traffic along Sim Balk Lane. They asked if CYC

could investigate the feasibility of implementing their suggested improvement or find some other solution to making the crossing safer. A feasibility study was included in the 2014-15 safe routes to school programme. In March 2014 a letter was sent to a TAG representative stating that the site would be the subject of a feasibility study during the 2014/15 financial year.

9. On 30 June 2014 the site was visited by the School Travel Advisor and engineers from Transport Projects to observe pedestrian behaviour at the crossing concerned and a feasibility study produced in September 2014.

### **Findings of the Feasibility Study**

10. **Appendix B** contains the full feasibility report. In addition to a feasibility study to investigate the safety concerns relating to the crossing on Sim Balk Lane, the report also includes a review of the existing School Safety Zone for both Bishopthorpe Infants and Archbishop of York Junior schools.
11. A total of 14 options have been considered (details of which are contained in the feasibility report). Seven of these options are feasible for delivery. However, three of these would create new problems including increasing the risk of accident. Several of the options required the removal of existing on-street parking outside shops. This action is likely to be highly contentious and probably would be objected to, so these options have been discounted
12. The perception of the junction as being dangerous by pedestrians is not borne out by the accident statistics which show that in the last 3 years there have been 2 minor accidents, neither of which involved pedestrians (details are included in the feasibility report). Thus any work cannot be justified on a casualty reduction basis alone. The low incidence of accidents suggests that the existing school safety zone is helping to keep accidents at a low level and reduce risks to road users.
13. At present there is an alternative crossing point further up Sim Balk Lane near the Infants school which is some distance away from the junction with Main Street and comprises a build out to improve pedestrian visibility. Many pedestrians prefer not to use this as it means walking on the slightly narrower pavement on the west side of the road (1.6m wide compared to 1.8 m wide on the east side) and this is perceived as more dangerous. It may also be blocked by bins on collection day making it difficult for users with prams to use. The desire line for

pedestrians is to cross at the speed table near to the junction with Appleton Road.

14. The feasibility study recommends that Option 2 (to cut back the hedges) is carried out in conjunction with Option 8 (to build out the footway). A visit on 6 October 2014 found that vegetation had been cut back by residents and there was no need to formally request the work to be done. It subsequently transpired that the Parish Council request such work to be carried out in the village on a regular basis by writing to residents
15. Option 8 of **Appendix B** addresses local concerns as it will improve visibility sight lines for pedestrians and approaching drivers and provide a safer means of crossing Sim Balk Lane as the build out will provide a line of sight to oncoming vehicles beyond nearby parked cars. This is illustrated in Annex C of **Appendix B**.

### **Consultation**

16. The feasibility study was sent to the Head teachers of both schools, TAG, the parish council and Cllr Galvin, the Ward Councillor for Bishopthorpe, in advance of a meeting on 9th October. This meeting included representatives from TAG, the Head Teacher for Archbishop of York Junior School and the Clerk to the Parish Council. Cllr Galvin was unable to attend, however in a telephone conversation with the School Travel Advisor to discuss the feasibility study he confirmed that he was happy with the proposal in Option 8 and gave his support for it.
17. The aim of the meeting was to explain to those present how the preferred option in the feasibility study was derived and why the location was considered for a SCP. Although reasons had been set out in correspondence, the residents had the opportunity to question and subsequently stated that they understood reasons for decisions made
18. As a result of the meeting TAG confirmed that they would like Option 8 to be taken forward. Option 8 is also supported by the Parish Council, and Councillor Galvin, the Ward councillor.
19. As no scheme has yet been formally approved, the wider community has not been consulted at this stage.

### **Options**

20. The Cabinet Member has two deliverable options to consider:

21. Option One: To approve Option 8 in the feasibility study to build out the pavement from the location of the raised table to the junction.
22. Option Two: Note the contents of the report but take no further action.

### **Analysis of Options**

23. There has been much work by both schools and TAG to encourage sustainable travel to school and the use of park and stride sites rather than parking near the schools. This has helped to improve safety around the two schools and in the village generally. However visibility crossing from east to west at the speed table on Sim Balk Lane is impaired due to parked cars and this has led to the perception that crossing at this point is dangerous.
24. Approval of Option One would benefit not only families crossing on their journey to school but also the local community who regularly use that crossing point. The work would improve visibility, increasing perception that the crossing point is safer to use. As the amount of parking is not affected, local objection is likely to be minimal if any. The 1000+ name petition suggests that there may be considerable support within the community for an improvement to this crossing point.
25. Option Two to take no action would bring no improvements to the crossing point and is not recommended.

### **Council Plan**

26. The potential benefits for the priorities in the Council Plan are:
27. Get York Moving – Highway improvements that along side school travel initiatives encourage walking and cycling, particularly at busy times, and should result in less unnecessary car use and reduced local congestion.
28. Protect vulnerable people – A safer highway environment would benefit the local community, particularly school children.
29. Protect the environment – By reducing car use, carbon and other emissions would be cut, improving air quality.

## **Implications**

30. This report has the following implications.
31. **Financial** – The scheme is estimated to cost £11,000 including fees. The scheme could be included within the 2015/16 School Safety block of Transport capital Programme subject to available funding.
32. **Human Resources (HR)** – None.
33. **Equalities** – It is likely that more vulnerable road users would benefit most from safety improvements.
34. **Legal** – The City of York Council as Highways Authority of the area, has powers under the Highways Act 1980 and associated Road Traffic Regulations Act 1984 to implement the measures proposed.
35. **Crime and Disorder** – None.
36. **Information Technology (IT)** – None.
37. **Property** – None.
38. **Other** – None.

## **Risk Management**

39. In compliance with the Council's risk management strategy, no significant risks associated with the recommendations in this report have been identified.

## Contact Details

### Author:

Christine Packer  
Travel Advisor – Schools  
and Businesses  
Sustainable Travel Service  
Tel 01904 551345

### Chief Officer Responsible for the report:

Neil Ferris  
Assistant Director  
Highways, Transport and Waste

Report  
Approved



Date: 6<sup>th</sup> January 2015

## Specialist Implications Officer(s)

There are no specialist implications

**Wards Affected:** *Bishopthorpe Ward*

**For further information please contact the author of the report**

## Background Papers:

There are no back ground papers

## Appendices

- Appendix A Copy of correspondence submitted by the Travel Action Group between TAG and CYC and the first sheet of the petition.
- Appendix B Feasibility Study
- Appendix C Part 2 – Criteria for establishing School crossing patrol Sites (SCP Guidelines, Revised November 2013)



Appendix A

Correspondence and petition to improve pedestrian safety at Sim Balk Lane Crossing, Bishopthorpe.



Travel Action Group  
C/o 37 Lang Road  
Bishopthorpe  
York  
YO22 2QJ



14 July 2014

**BY HAND**

City of York Council  
City & Environmental Services  
West Offices  
Station Rise  
York YO1 6GA

**Attention: Tony Clarke, Head of Transport**

Dear Sirs

**Petition to Improve Pedestrian Safety at Sim Balk Lane Crossing, Bishopthorpe  
Submission by the Travel Action Group**

The Travel Action Group (TAG) is formed of parents and carers of children who attend Bishopthorpe Infant School and Archbishop of York's Junior School in Bishopthorpe. The Group works alongside both schools to promote child road safety, encourage more walking, cycling and scooting to school and discourage parent on-street parking outside the schools.

TAG has been actively campaigning for improvements at the desired crossing point at the speed table on Sim Balk Lane, located near the shops and Methodist chapel and on the main walking route between the two village schools (see maps at **Attachments 1a and 1b**). There have been various incidents at this crossing point caused by a lack of pedestrian visibility, illegal parking and confusion over the status of the speed table, i.e. whether pedestrians or cars have right of way. Photographs are enclosed (at **Attachment 2**) which give a small insight into the problems experienced at the location, on a daily basis by families and older members of the community.

An initial assessment by CYC in October 2010 concluded that a School Crossing Patrol (SCP) could not be justified, but opinions canvassed from parents, via the school website, indicated that a significant number of people considered that improvements to safety were required.

The crossing was then assessed again by CYC on 7 January 2013. The conclusion of the assessment was that the crossing point did not accrue a sufficient rating as to merit further investigation. TAG considered the results further and determined that the assessment had failed to take into account additional weighting factors contained in the School Crossing Patrol national guidelines. Our observations were set out in our letter to CYC dated 18 June 2013, please refer to **Attachment 3**. In response to that letter CYC agreed that the crossing point did merit further investigation and arranged to attend the site. Trish Hurst (Road Safety Officer) and Steve Burrell (North Yorkshire Police) attended the site on 3 July 2013, and assessed various matters including whether the site was a safe workplace for a School Crossing Patrol (SCP). The conclusions of this visit are detailed in two emails from Trish Hurst dated 11 July and 6 August 2013, enclosed at **Attachments 4a and 4b**.

CYC concluded that although the site satisfied the national criteria for an SCP (in terms of traffic volume/pedestrian footfall) it would be an unsafe working environment for a Patroller due to poor visibility. No alternative proposals to improve safety were made. CYC has implied that alternative locations should be considered for the siting of an SCP. However, it should be noted that this is the natural pedestrian 'desire line' and therefore the logical site for any installation.

At this point CYC handed the problem back to the community to resolve. TAG were disappointed to note that CYC omitted to make any alternative practical proposals. CYC implied in their email of 11 July 2013, please see **Attachment 4a**, that TAG should resolve the parking issue by using the land in front of the shops on Sim Balk Lane as an alternative to the current on street parking. It is clearly not practical to make any changes to current parking due to ambiguity over ownership of the land in front of the shops and local business objections.

In the absence of any alternative practical solution to the issue, TAG sent a further letter to CYC dated 30 January 2014, please see **Attachment 5**. The letter enquired about the possibility of a kerb build-out as a solution to the visibility problem and requested any alternative solutions as CYC may deem suitable. In its reply of 11 March 2014, please see **Attachment 6**, it was stated that the site may be suitable for a feasibility study but this would have to be part of the following year's budget. No further communication has been forthcoming from CYC.

TAG decided to canvas the strength of feeling relating to this issue within the local community and as a result launched a paper petition on 31 January 2014 and collected signatures from the local community, concluding on 30 April 2014. The petition attracted significant interest, please see press cuttings, **Attachment 8**, and secured in excess of 1,000 signatures. The original signed petition pages are enclosed at **Attachment 7**.

The petition demonstrates that this is an issue that the Council ought to address. We trust that the issue will now be debated by Full Council. Please notify us of the date of any meeting at which the matter will be discussed as we wish to attend and make appropriate representations.

Yours faithfully

**Mr Martin Waller**  
Travel Action Group

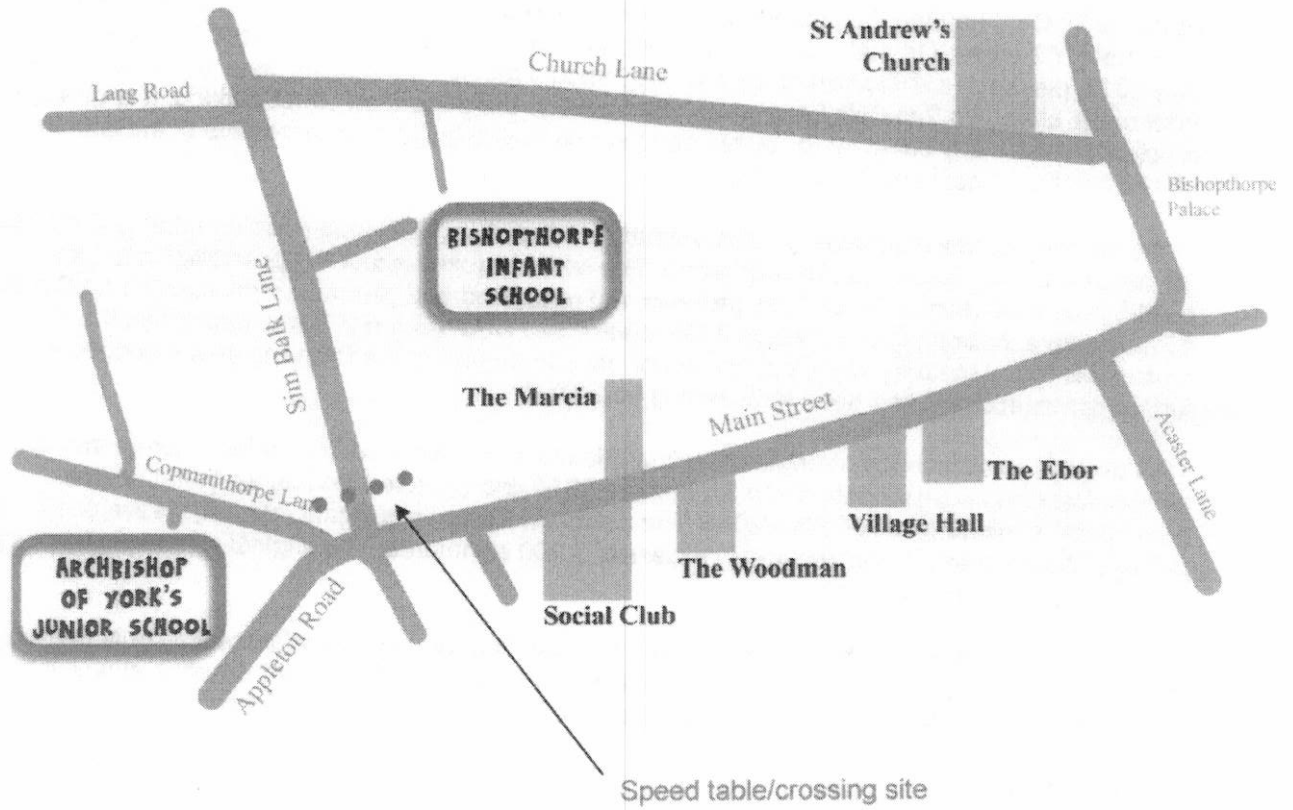
**Mrs Alison Rutter**

**Ms Jenny Eason**

List of Attachments:

- Attachment 1a & 1b: Maps
- Attachment 2: Photographs
- Attachment 3: TAG letter to CYC dated 18 June 2013
- Attachment 4a & 4b: Emails from CYC (Trish Hurst) dated 11 July 2013 and 6 August 2013
- Attachment 5: TAG letter to CYC dated 30 January 2014
- Attachment 6: CYC letter to TAG dated 11 March 2014
- Attachment 7: Press cuttings
- Attachment 8: Petition

Attachment 1a: Map



*Handwritten notes:*  
- 35, 40, 45, 50, 55, 60, 65, 70, 75, 80, 85, 90, 95, 100  
- 11/20/10

Attachment 5

Alison Rutter

1, Coggan Way  
Bishopthorpe  
York  
YO23 2QX

Tony Clarke  
Head of Transport  
City of York Council  
West Offices  
Station Rise  
York  
YO1 6GA

CC: David Mercer  
Principal Engineer  
Transport Projects.

Dear Mr. Clarke,

I am writing to you on behalf of the Bishopthorpe Schools Travel Action Group which has been actively campaigning for an improvement to the pedestrian crossing point on Sim Balk Lane, Bishopthorpe, for nearly two years. This crossing is a major part of the walking route between the two village schools.

Although the site has been assessed and proven to satisfy the national criteria for the provision of a School Crossing Patrol, the Council has deemed it an unsafe environment for a School Crossing Patroller to operate due to poor visibility. No alternative proposals to improve safety have been made.

The site assessment was carried out by members of Louise Robinson's team at CYC, namely Trish Hirst and Jayne Ward. In Louise's absence due to maternity leave, I spoke to David Mercer who advised me to contact you on this matter as we seem to have reached something of an impasse.

The major difficulty with the site of the crossing point is reduced visibility due to vehicles parked outside the parade of shops on Sim Balk Lane. It is highly unlikely that these parking spaces could be taken away as they are in constant use and their removal would be detrimental to local businesses.

As an alternative, we wondered whether it would be possible for the Council to provide a curb build-out on the shops side of the road at the site of the present speed table. This would give pedestrians a safe place to wait and improve their view of on-coming traffic down the off-side of the parked cars. ( There is a similar build-out at the crossing-point outside Dringhouses Primary School.)

**Attachment 4b**

-----Forwarded Message-----

From: [trish.hirst@york.gov.uk](mailto:trish.hirst@york.gov.uk)  
To: [alison.rutter1@btinternet.com](mailto:alison.rutter1@btinternet.com)  
Cc: [Jayne.ward@york.gov.uk](mailto:Jayne.ward@york.gov.uk), [Steve.Burrell@northyorkshire.pnn.police.uk](mailto:Steve.Burrell@northyorkshire.pnn.police.uk)  
Sent: Tue, Aug 6, 2013 9:52 AM BST  
Subject: RE: Sim Balk Lane SCP assessment

Dear Alison,

I just thought I would update you on the results of our meeting members of the Travel Action Group, when we looked at the potential site for a School Crossing Patrol at the bottom of Sim Balk Lane.

There are currently sight line issues on both sides of the road, at this location which would need to be resolved before we would consider this site as a working environment.

The issue on the Junior school side is caused by a slight road curve and overhanging shrubbery. This can not be overcome as the patroller has to be able to work from both sides of the road and would need to be able to guarantee a minimum sight line, which currently does not exist.

However, there are bigger issues concerning the sight line on the shop side of the road. There are issues at this side, which would need to be agreed on and resolved by the local community:-

1. On road parking would need to be reduced, so that the sight lines of both the patroller and approaching traffic gave both enough time to react. While we were there we were actually approached by a member of the Parish Council, who said this would be objected to. I also understand that the post office is due to move onto that parade of shops which could cause more opposition to reducing on road parking at this location.

2. The frontage of the shops, which is private land (the highway comes up to the back edge of the pavement, which is marked) can be used for parking. This involves traffic (as we observed on our visit) cutting across the pavement, in roughly the area the patrol would be working to access and exit this area in front of the shops. This is a perfectly legal manoeuvre, to access private frontage - but along with the issue of the on road parking does cause issues for establishment of a patroller.

If these issues can be resolved, and agreement reached by the community at Bishopthorpe, then please do come back to me.

I would also like to point out that although it appears that the criteria is very strict for the setting of a crossing site, this is because we are considering a 'work site' for a Council Employee formally crossing school children and not just looking for somewhere to 'cross a road' on an ad-hoc basis. CYC have a duty of care to provide a safe working environment for staff and the community.

As I may have said before, while, currently we do what we can in provision of safe routes to school, we hold no statutory duty to provide any School Crossing facilities at all. The guidance is very clear, that under all circumstances, it is a parental duty to get children to and from school safely.

I am sorry that at this time I can be of no assistance, but do come back to me if agreement can be reached within the community on parking issues at this location.

Yours sincerely,

Trish

Trish Hirst | Road Safety Officer  
t: 01904 551331 | e: [trish.hirst@york.gov.uk](mailto:trish.hirst@york.gov.uk)

City of York Council | Sustainable Transport Service

Attachment 4a

-----Forwarded Message-----

From: [trish.hirst@york.gov.uk](mailto:trish.hirst@york.gov.uk)  
To: [john.zeller@light-internet.com](mailto:john.zeller@light-internet.com)  
Cc: [trish.hirst@york.gov.uk](mailto:trish.hirst@york.gov.uk), [steve.burrell@northyorkshire.gov.uk](mailto:steve.burrell@northyorkshire.gov.uk)  
Sent: Thu, Jul 11, 2013 3:39 PM BST  
Subject: RE: Sim Balk Lane SCP assessment

Dear Alison,

Just a very quick follow up to our visit to look at the potential crossing site at the bottom of Sim Balk Lane.  
My colleague from North Yorkshire Police, Steve Burrell attended with me, and we met representatives from your group.

Both Steve and I spent from 8.15am - 9.00am at site.

As a conclusion - we would not be prepared to consider the site suitable for a patroller to stand on the shop/parade side of the road, unless parking was removed for some distance to ensure adequate sight lines for both traffic and the patroller. We also identified potential issues with traffic crossing the pavement to access the hard standing outside the shops.

I have checked on the system here and can confirm that the council only own the section of road and footpath up to the edging stone which separates the area of footpath from the parking area at the shop frontage. Presumably the parking area belongs to the owner of the shops.

There were also issues with foliage on the Junior School side of the road, which were of concern.

From discussions on the morning, it would appear that the issue of parking (and the removal of it) would be very controversial. This parking would not be removed without consultation, and if at this point there were a high number of objections, from within the community, then the parking would not be removed.

I therefore have no plans to take this forward at the present time.

Should in the future, the parking issues be resolved within the community, we will of course re-consider this decision.

Regards,

Trish

Trish Hirst | Road Safety Officer  
t: 01904 551331 | e: [trish.hirst@york.gov.uk](mailto:trish.hirst@york.gov.uk)

City of York Council | Sustainable Transport Service  
West Offices, Station Rise, York, YO1 6GA  
[www.york.gov.uk](http://www.york.gov.uk) | [facebook.com/cityofyork](https://www.facebook.com/cityofyork) | @CityofYork

TOTAL:

Factor +9

Using the table at 2.9.10 of the guidelines we note that a factor of +9 provides a multiplier of 2.358. Applying this multiplier to the figures achieved in the count of 7 January 2013 provides a rating of:

$$2,573,894 \times 2.358 = 6,069,342$$

The figure above provides the crossing point with a rating well in excess of the guideline threshold of 4,000,000 and would thus merit the consideration of the provision of a SCP at the site.

Even if it is possible to argue that not all of the above factors apply to this case, it seems clear that the factor relating to the age of children using the crossing is definitely relevant. This factor on its own provides a rating which justifies the provision of a SCP and we are surprised that this was not even taken into account within your initial assessment.

Please confirm whether you agree with our interpretation of the SCP guidelines and if not, why not. Assuming that you do agree with our contentions please confirm the procedure for progressing this matter further.

We wait to hear from you.

Yours sincerely

Mrs A Rutter



Attachment 3

Mrs A Rutter  
1 Coggan Way  
Bishopthorpe  
York  
YO23 2QX

18.6.13

Dear Sirs,

Re: School Crossing Patrol on Sim Balk Lane, Bishopthorpe, York

I refer to the above matter.

I am a member of the Bishopthorpe Schools Travel Action Group. We are a group of parents, teachers, and local parish councillors who have taken an active interest in the issue of the safety of school children when travelling to and from school each day.

One of the issues that we have looked at recently is the provision of safe places to cross the busy roads near to each school. We are fortunate enough to already have a School Crossing Patrol (SCP) in place on Appleton Road, near to the junction with Sim Balk Lane. This SCP mainly serves the junior school.

We consider that there is another crossing point which merits consideration by the council for the provision of a SCP. The crossing point in question is on Sim Balk Lane close to the mouth of the junction with Main Street/Appleton Road. A raised hump has been placed on the road surface at this point and this seems to be a favourite place to cross for many parents.

We understand that this crossing point has previously been assessed by the council to see if it meets the tests set out in the SCP national guidelines. We understand that this most recent assessment took place on 7 January 2013 and that the result of the assessment was that the crossing point did not accrue a sufficient rating as to merit further investigation.

We have also considered the SCP national guidelines ourselves and submit that, in this case, there are additional factors to consider.

The rating achieved by the crossing point on the day in question was:

**2,573,894** [(173 PCU)<sup>2</sup> x 86 children].

This rating would place the crossing point within area B of the graph contained within the guidelines. Sites falling within area B merit further investigation under the guidelines. We would like to draw your attention to the adjustment factors contained within part 4 of the guidelines.

We consider that the following factors are relevant in this case:

2.7.1	Carriageway width (measured at approximately 8.8 metres):	Factor +1
2.7.1	Width of footpath on one side of the crossing (approximately 1.8 metres):	Factor +1
2.7.4	Visibility obstructed by parked vehicles (< 12 metres away):	Factor +1
2.7.6	Distance from junction on a minor road (approximately 15.5 metres):	Factor +1
2.7.9	Use of crossing by children up to the age of 11 years:	Factor +5



Parked vehicles obscure pedestrians



Parked vehicles obscure pedestrians



Courier van parked on pavement/double yellow lines

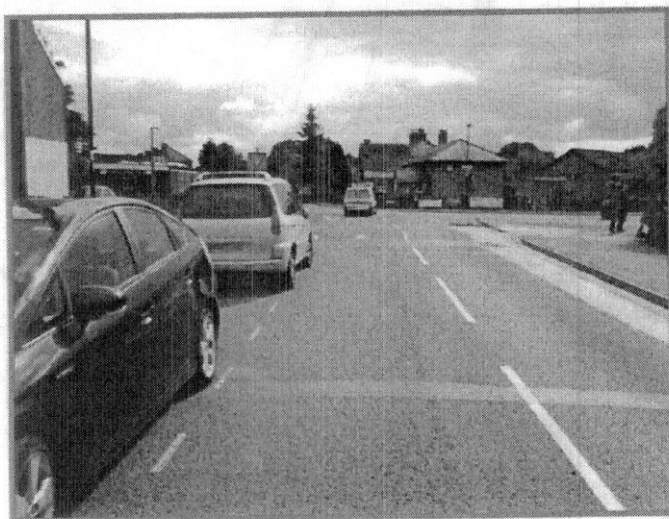


Contractor's van parked on pavement outside Methodist Chapel obscures pedestrians; van also obscures view on opposite side

Attachment 2: Photos



View of Sim Balk Lane crossing from Main Street



View of Sim Balk Lane crossing showing restricted drivers' view of crossing caused by parked vehicles



Car and caravan parked on pavement/double yellow lines on crossing

Attachment 1b: Map

A 2.7.4. Distance from parked vehicles < 12M.

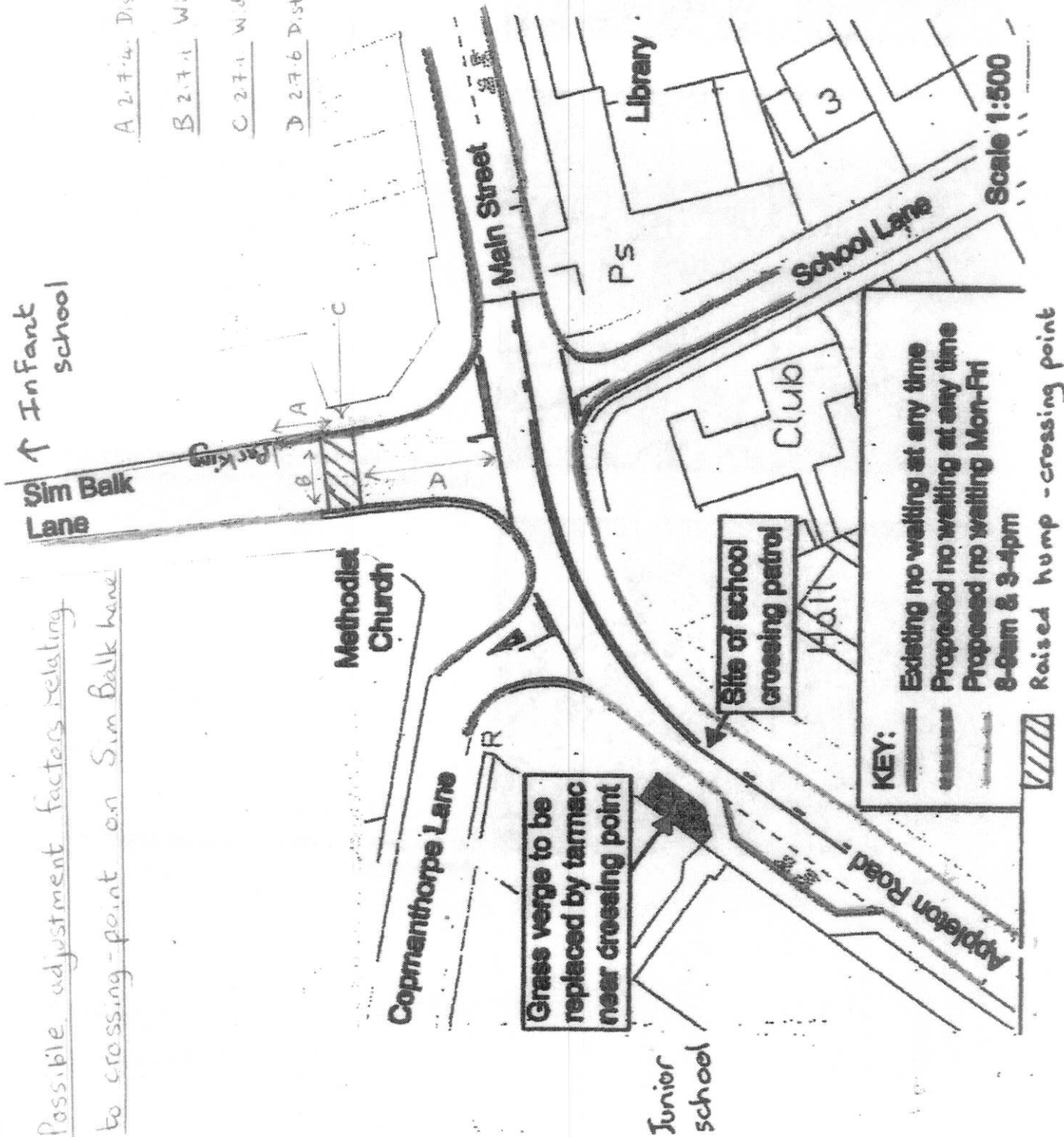
B 2.7.1. Width of carriageway 8.8M.

C 2.7.1. Width of pavement 1.8M.

D 2.7.6. Distance to junction 15.5M.

↑ Infant school  
Sim Balk Lane

Possible adjustment factors relating to crossing-point on Sim Balk Lane



**KEY:**

- Existing no waiting at any time
- Proposed no waiting at any time
- Proposed no waiting Mon-Fri 8-9am & 3-4pm
- Raised hump - crossing point

Scale 1:500

If this type of improvement could be carried out, it would have the dual benefit of creating a safe working environment for a SCP and, in addition, make the crossing safer for all pedestrians at other times of day.

We would be very grateful if you could investigate the possibility of implementing our suggested improvement or perhaps suggest some other way to make this crossing safer for everyone.

I am enclosing copies of the correspondence we have had with the Sustainable Transport Service at CYC, for your information.

We are currently canvassing the strength of opinion locally on the issue of the necessity to improve safety at this crossing point, by way of a petition. The results should be available shortly and we will communicate these to you, if appropriate.

Thanking you in anticipation

Alison Rutter

On behalf of the Bishopthorpe Schools Travel Action Group

Bishopthorpe Schools Travel Action Group

Copies of correspondence with the Sustainable Transport Group CYC, relating to the provision of a safe crossing-point on Sim Balk Lane, Bishopthorpe, between the two village schools.

1. Results of a traffic count carried out at the site on Monday, Jan. 7<sup>th</sup> 2013 by Jayne Ward concluding that the figures did not justify the provision of an SCP.
2. Review of the above data by Bishopthorpe TAG , demonstrating that, by applying the adjustment factors relevant to this site, the numbers generated did justify the provision of a SCP.
3. Letter from Trish Hirst to arrange a reassessment of the site, in terms of the provision of a safe working environment for a Council employee.
- 4 and 5. Letters from Trish Hirst explaining that visibility issues with the site, in particular the presence of the adjacent car parking spaces , precluded the provision of a SCP on staff safety grounds. Other than the removal of parking spaces, no other suggestions for the means to establish a safe crossing place were proffered.
6. Sketch map of the site of the crossing point on Sim Balk Lane.

Alison Rutter

1, Coggan Way  
Bishopthorpe  
York  
YO23 2OX

30.01.2014

Dear Mr. Mercer,

I spoke to you recently about the issue of the provision of a safe crossing-point on Sim Balk Lane, Bishopthorpe, between the two village schools, and enquired about the possibility of having a curb build-out at the crossing point to aid visibility down the road, past the line of parked cars outside the village shops.

You suggested that I get in touch with Tony Clarke, Head of Transport, CYC, on this issue and copy you into the correspondence. I enclose a copy of my letter and the correspondence which the Bishopthorpe Schools Travel Action Group have had with Louise Ward's team.

The Action Group are very anxious to resolve the safe-crossing issue before there is a serious accident at this site. Hopefully, we will be able to find a solution in the not-too-distant future.

Yours sincerely

Alison Rutter

On behalf of the Bishopthorpe Schools Travel Action Group.

**Attachment 5a: Example of Kerb Build-Out**



Kerb build-out outside Dringhouses Infant School





Alison Rutter  
1, Coggan Way  
Bishopthorpe  
York  
YO23 2QX

City & Environmental Services

Address  
West Offices  
Station Rise  
York  
YO1 6GA  
11<sup>th</sup> March 2014

Dear Ms Rutter

**Sim Balk Lane**

Thank you for your letter on behalf of the Bishopthorpe Schools Action Group requesting that we investigate the possibility of implementing your suggested improvements at the raised speed table near to the shops on SimBalk Lane.

No doubt you are aware that the speed table is a speed reduction measure and as such speed tables do not necessarily provide a safe place to cross. However these structures are often popular with pedestrians as crossing points as they are level with pavements and make access easier for those with buggies etc.

We can certainly put into next year's budget for safe routes to school a feasibility study to investigate whether a crossing at this point would be possible and provide a safe place to cross. A brief, initial desk top study highlighted several issues of conflict that may impact on the safety of a crossing point here. It suggests that if a crossing were to be placed here, the speed table would need to be removed to make way for the build out and a speed table installed a little further north where the car parking currently is. The table may need to be narrower than it is now thus increasing it's severity, which as the route is a main access route for emergency vehicles and buses is likely to be objected to by these services. Removal of the speed table may also potentially increase traffic speeds of vehicles entering the Sim Balk Lane from Appleton Road. Even though a build out would be wide enough to see past parked vehicles it is thought even this would have limited visibility and it is possible that at least some of the parking near to the build out would need to be removed. There is also concern that as any potential build out is around 15 m (Bishopthorpe TAG measurements) from a busy junction and adjacent to the entrance/exit to shops this would place children in a potentially dangerous position for crossing.

As mentioned above, a feasibility study for the scheme can be put forward into the safe routes to school budget for next year although this does not guarantee that the study will find that a safe place to cross can be provided.

Yours sincerely

Tony Clarke  
Head of Transport

News

# Crossing 'danger' anger

by HAYDN LEWIS

Education reporter

COUNCIL bosses have refused to allow a crossing patrol close to a York primary school because it is too dangerous for a lollipop person. Martin Waller, of Lang Road, Bishopthorpe, a parent governor at Bishopthorpe Infant School, has criticised City of York Council over the decision.

Mr Waller, who has two daughters, Chloe, six, at the infants, and Jessica, eight, at nearby Archbishop of York CE Juniors, and is on a travel committee mainly consisting of parents who have children at both schools, said the junior school had a crossing patrol but the infant school also needed one in Sim Balk Lane.

The council said because the point in the road the group had chosen was on a bend and there were overhanging trees, there were not clear sight lines for a crossing warden, making it the wrong place for a crossing.

Mr Waller said: "No alternative

proposals to tackle the problem have been made by the council.

"The site remains a very dangerous place to cross and is, in my view, an accident waiting to happen, that's why it needs to be manned.

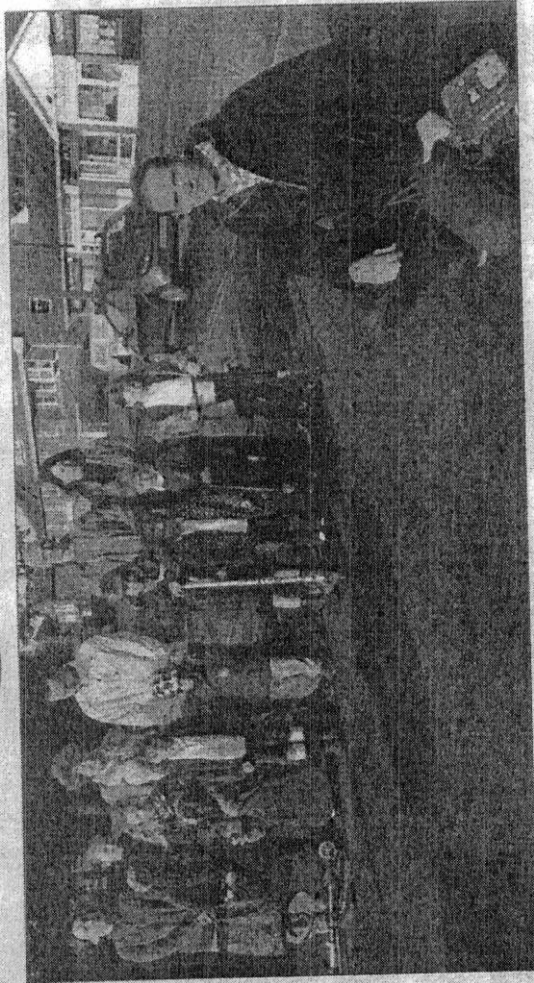
"There have been several near misses and parents at both schools are concerned about it.

"I am disappointed because when the council sent us a letter saying it was too dangerous for somebody to work there, parents just looked at it with disbelief.

"If it's too dangerous for an adult then what do they think it's going to be like for children with their parents trying to cross?"

"I'm no highways expert, but it shouldn't be down to members of the public to resolve something like this. That is surely what the council is for.

A council spokeswoman said the community of Bishopthorpe would need to put forward their proposals for future crossing points to the parish council for consideration, saying it was not up to York council or North Yorkshire Police.



**LOLLIPOP ROW:** Martin Waller with parents and children who are campaigning for a second school patrol crossing at Sim Balk Lane in Bishopthorpe

Picture: Nigel Holland

sight line issues on both sides of the road. A patroller spends a large proportion of their time at the side of and in the road and must be highly visible to drivers, who need to be able to anticipate and react

Richard Wood, assistant director of city and environmental services at the council, said: "This may be a favourite place for parents to cross, but it's not safe to have a patroller working at this location due to

in good time to any indication made by a patroller. It would be irresponsible for the authority to not only put our patroller at risk, but children wishing to cross the road with the patroller at risk too."

## Personal announcements

To place an announcement phone 01904 676767

# Daily Mail



FRIDAY, FEBRUARY 14, 2014

[www.dailymail.co.uk](http://www.dailymail.co.uk)

60p

Page 32

## The road too risky for lollipop patrol

IF anywhere needs a lollipop patrol, then it's a dangerous road outside a school. But parents are furious after a council refused to provide one for elf 'n' safety reasons.

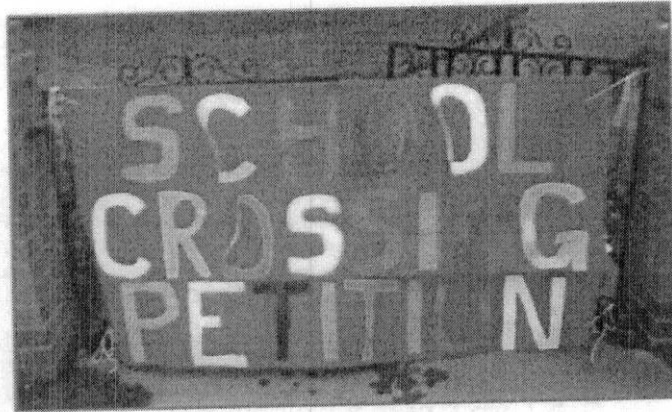
City of York Council said the road outside the primary school in the small village of Bishopthorpe breached its workplace safety rules, as a poor view along the street meant patrollers risked being hit by a car.

However parents have raised a petition, saying: 'If it is unsafe for a school crossing patrol, then surely it is unsafe for children.'

They added the road meets the national criteria for a crossing warden. York Council said it would be 'irresponsible' to put a worker at risk and that it is ultimately up to parents to get their children to school safely.

Full story online at [www.dailymail.co.uk](http://www.dailymail.co.uk)

Attachment 8: Petition



# ***Petition to improve safety at Sim Balk Lane crossing***



**"Better road safety for Bishophorpe schoolchildren"**



The schools' Travel Action Group has been actively campaigning for an improvement to the crossing point on Sim Balk Lane for nearly two years.

In July 2013, the City of York Council concluded that although the site satisfied the national criteria for a School Crossing Patrol (in terms of traffic volume/pedestrian footfall), it would be an unsafe environment for a Patroller due to poor visibility. No alternative proposals to improve safety have been made.

**"We the undersigned request that the Council improves safety at the crossing point on Sim Balk Lane (speed table opposite Methodist Church) in order to establish a safe walking route between the Infant and Junior Schools and a safe crossing point for the local community."**



**2014/15 SAFE ROUTES TO SCHOOL PROGRAMME**  
**BISHOPTHORPE INFANT AND JUNIOR SCHOOLS –**  
**FEASIBILITY STUDY / SAFETY ZONE REVIEW**

**INTRODUCTION**

- 1 A study has been included within the 2014/15 Safe Routes to School programme to investigate safety concerns relating to crossing facilities on Sim Balk Lane at its junction with Main Street. The aim of this study is to consider and develop feasible options to improve safety for pedestrians crossing Sim Balk Lane and to offer recommendations on how to address the issues.
- 2 The study also includes a review of the existing School Safety Zone for Bishopthorpe Infant School and Archbishop of York's C.E. Junior School to assist with the development of options.
- 3 This report will form the basis of the recommendations to be reported to Cabinet Member Decision Session to seek approval to consult on the preferred option / recommendations.

**BACKGROUND**

- 4 Bishopthorpe Schools' Travel Action Group (TAG) has been campaigning for an improvement to the existing uncontrolled crossing point on Sim Balk Lane near the junction with Main Street, (photograph 01), and/or provision of a School Crossing Patrol (SCP) at this location, to assist pedestrians because of concerns about safety and crossing difficulty.
- 5 Many parents and children from the village of Bishopthorpe walk between the Infants School and Junior School, choosing to cross Sim Balk Lane near the junction with Main Street.
- 6 A School Safety Zone (SSZ) has been in place since April 2002 which includes a 20mph speed limit on part of Sim Balk Lane (between Church Lane and Main Street), Main Street, Appleton Road, Copmanthorpe Lane, Church Lane, Croft Court and School Lane. The extents of the SSZ are shown on the plan in **Annex A**. Within the zone, various traffic calming measures are in place to enforce the 20mph speed limit and reduce risks to road users. These measures include speed tables, some with uncontrolled pedestrian crossing points indicated by tactile paving in the footways. On Main Street, the speed tables have been installed in front of premises where there is a need for pedestrians to cross, and the footways have been built out to allow pedestrians improved visibility when there are parked cars, (photograph 02).
- 7 In January 2013 the Safety Zone 20mph gateway signs were amended to include children's road safety designs to visually enhance the Zone, and in August 2013 additional parking

restrictions were installed on Main Street and Appleton Road to discourage dangerous parking around the junctions of Sim Balk Lane and Copmanthorpe Lane at school times.

- 8 At the same time, the crossing point on Sim Balk Lane near the junction with Main Street was assessed for the provision of a SCP and the assessment concluded that the numbers of passenger car units (PCUs) and child pedestrians did not meet the national guidelines for setting up a Patrol.
- 9 In June 2013 the TAG reviewed the assessment for a patrol taking into consideration other factors to demonstrate the site does meet national guidelines for a patrol. This was accepted by the Council's (CYC) Road Safety team, but the TAG were advised that assessing the figures was just the first stage, and that the site would have to be assessed as a safe working environment for a patrol and that provision of a patrol would be subject to successful recruitment.
- 10 Following a site meeting in July 2013 between a CYC Road Safety Officer, a representative from North Yorkshire Police (NYP), and representatives from the TAG, it was concluded that the site was not a safe working environment for a SCP. This is due to the alignment of Sim Balk Lane and on-street parking in front of the shops reducing visibility such that minimum sight line requirements on both sides of the road are not achievable without changes to the layout or reduction/removal of the parking. In addition, vehicles drive over the footway adjacent to the crossing point to access or exit the shop frontages parking area, often using the speed table as a ramp, and this would be hazardous to a patrol at this location. Bishopthorpe TAG was advised of the decision not to provide a SCP at this location.
- 11 In January 2014 the Action Group approached CYC with a request for a footway build-out as an alternative to a patrol to improve visibility for pedestrians waiting to cross. In their correspondence, the TAG pointed out that no other proposals to improve safety had been presented but acknowledged that removing parking in front of the shops would be contentious and likely to generate objections due to the potential detrimental impact on local businesses.
- 12 In March 2014, the TAG was advised that following their request, a study would be commissioned from the 2014/15 Safe Routes to School budget to investigate and develop feasible options to improve safety for pedestrians using the crossing point on Sim Balk Lane by the junction with Main Street.





Photograph 01:

From the south side of Main Street looking in a north-westerly direction towards the junction of Sim Balk Lane, the speed table crossing point can be seen in red material.



Photograph 02: From the south side of Main Street looking in a westerly direction towards the speed table crossing point in front of the store at no. 47.

**SCHOOL SAFETY ZONE REVIEW**

Sim Balk Lane

- 13 The 20mph zone commences on Sim Balk Lane at the junction with Church Lane - the extents can be seen on the plan in **Annex A**. The gateway entrance feature comprises 20mph signs on each side of the road and a patch of red surfacing with the 20 roundel road marking. Between this entry point and the Main Street junction, there are two full width speed tables (coloured red) with uncontrolled crossing points and a pair of speed cushions each 1.6m wide.
- 14 There is a 'School children' warning sign in advance of the Infant School on the school side which is clearly visible to approaching drivers. The sign on the opposite side outside house number 5 is partially obscured by a hedge at the back of footway, (photograph 03). A second sign with flashing amber lights is located in front of the shop on the approach to the junction with Main Street and is clearly visible to approaching drivers.
- 15 A bus stop is located on the east side outside house No 42, between the speed cushions and first speed table and immediately in advance of the access entrance to the Infant School. The bus stop has a clearway marking which should prevent parking at this location.
- 16 A School Keep Clear (SKC) road marking extends across the entrance to the Infant School, further discouraging parking at this location.
- 17 On-street parking, in marked bays, exists along the east side of the road fronting the shops extending to a position up to the speed table closest to the Main Street junction. There are gaps between the bays to allow access to the shops. Parking restrictions (double yellow lines) are present on the western kerb line.
- 18 The road is generally level and straight.

Appleton Road

- 19 There is an existing SCP operating at the speed table location near the junction with Copmanthorpe Lane to assist pedestrians across Appleton Road at school pick up and drop off times.
- 20 The 20mph zone commences by the junction with Maple Avenue. The gateway entrance feature comprises 20mph signs on each side of the road and a patch of red surfacing with the 20 roundel road marking. Between this entry point and the Sim Balk Lane junction, there is a pair of speed cushions, each 1.6m wide, and a full width speed table with an informal crossing point where the SCP operates.
- 21 A bus stop is present, within a layby, located just prior to the speed table location.

- 22 There is a 'School children' warning sign with flashing amber lights located on the approach to the 20mph Zone signs, and this is clearly visible to approaching drivers.
- 23 Appleton Road bends sharply to the right at the junction with Copmanthorpe Lane. Visibility is poor around the bend and there is a double white centre line system at the bend to prevent overtaking. The double white centre line continues into Main Street.
- 24 Between Copmanthorpe Lane and Sim Balk Lane the footway has been built-out and is free of visual obstruction. This allows drivers approaching on Appleton Road increased visibility into Sim Balk Lane, which may encourage motorists to enter Sim Balk Lane from this direction at speeds above the recommended limit.

#### Main Street

- 25 The 20mph zone commences by the junction with The Courtyard. The gateway entrance feature comprises 20mph signs on each side of the road and a patch of red surfacing with the 20 roundel road marking between a build-out on each side to narrow the carriageway and achieve optimum visibility of the signs. Between this entry point and the Sim Balk Lane junction, there are two full width speed tables with uncontrolled crossing points (located in front of the post office and store). The footways have been built out at these locations to reduce the width of road pedestrians have to cross and allow better visibility when there are parked cars, (photograph 2). Bollards have been provided to highlight the build-outs, to prevent parking on the build-outs, and to improve visibility for pedestrians when crossing at these locations. There is an additional full width speed table adjacent to the library but this does not have tactile paving to indicate a crossing point.
- 26 There is a 'School children' warning sign with flashing amber lights located in the verge immediately prior to Croft Court which is clearly visible to approaching drivers.
- 27 Main Street has no restriction on parking on both sides and is generally level and straight with good forward visibility in both directions.

#### Copmanthorpe Lane

- 28 The 20mph zone commences between house numbers 18 and 20. The gateway entrance feature, located on a bend, comprises 20mph signs on each side of the road and a patch of red surfacing with the 20 roundel road marking. Bollards are provided on the footway on the inside of the bend to offer protection to pedestrians.
- 29 Between this entry point and the junction with Kirkwell there is a round top road hump on the approach to the Junior School.
- 30 There is a 'School children' warning sign on the lamp post adjacent to the 20mph sign which, due to the bend on Copmanthorpe Lane, is in the approaching driver's line of sight and is clearly visible.

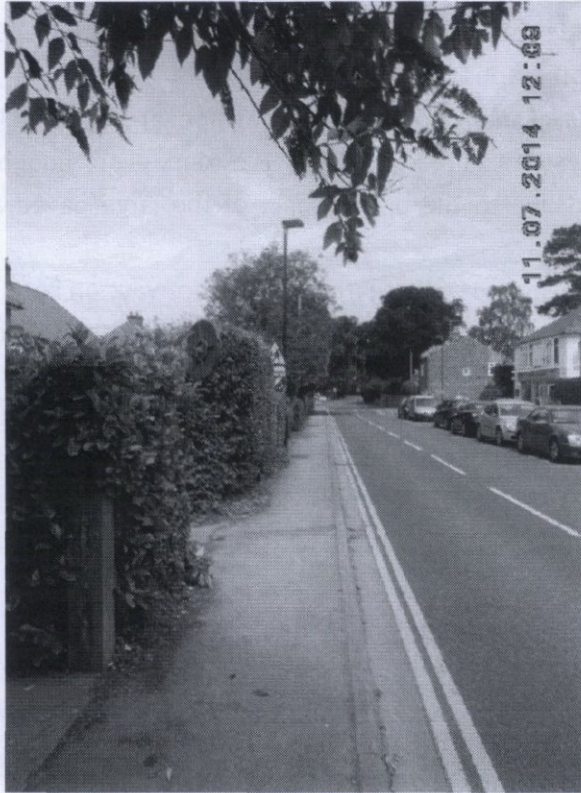
- 31 A School Keep Clear (SKC) road marking extends across the entrance to the school, preventing parking at this location. Copmanthorpe Road is narrow and parking is not restricted on the length near the school entrance.
- 32 There is a 'School children' warning sign on the left side of Copmanthorpe Lane which is visible to drivers entering the road from Appleton Road or Main Street.

## Church Lane

- 33 The 20mph zone commences by house number 26. The gateway entrance feature comprises 20mph signs on each side of the road and a patch of red surfacing with the 20 roundel road marking.
- 34 Between the entry point and the junction of Sim Balk Lane there are two full width speed tables (coloured red), one with an uncontrolled crossing point nearest the junction, and a pair of speed cushions each 1.6m wide to physically slow traffic. The speed table adjacent to No. 4 does not have tactile paving provided in the footways to encourage crossing, despite a bus stop being located at this location. This bus stop is directly accessible via a footpath from the Infant School.
- 35 The 20mph zone extends into Croft Court and School Lane but there are no physical measures on these roads.

## Collision History

- 36 Within the School Safety Zone, there has been 2 injury collisions reported within the last 3 years data is available (01/05/11 to 30/04/14). The locations and details are shown in **Annex B**.
- 37 The first incident (May 2011) involved a car pulling out of Sim Balk Lane into the path of a cyclist coming from Appleton Road. The second (June 2012) involved a car pulling out of a driveway onto Sim Balk Lane into the path of a car travelling south. Both collisions were 'slight' in severity and had 'failed to look properly' as contributory factors. Neither collision involved a pedestrian or had excessive speed or road layout as a factor.



Photograph 03: Standing on Sim Balk Lane on the west footway looking in a northerly direction at the overhanging hedges and obscured 'School children' warning sign.

### **Feasibility Study**

38 A site visit was carried out on 30<sup>th</sup> June 2014 between 14:30 and 15:30 by CYC Transport Projects engineers and a Road Safety officer to observe pedestrian and traffic movements along Sim Balk Lane and at its junction with Appleton Road/Main Street, and in particular those pedestrians crossing Sim Balk Lane.

39 Observations are summarised below:-

- The majority of pupils and parents from Bishopthorpe Infant School chose to walk down Sim Balk Lane towards Main Street on the eastern footway past the shop frontages, to cross at the speed table closest to the junction, as opposed to using the speed table nearest the school entrance.
- One explanation given by a parent was that the western footway is too narrow, especially with a pushchair, and that traffic was too close to children.
- Parents consider that it is safer to walk on the eastern footway as parked vehicles offer a buffer between them and live traffic.
- Some parents and children were observed using the western footway without any problem, and some crossed between parked cars on Sim Balk Lane to use this footway rather than cross on the speed table near Main Street.
- The footway on the eastern side is generally 1.8m wide.
- There are a number of properties on the western side where hedges have grown out over the footway reducing the space available for pedestrians. Generally the footway on

the western side is 1.6m wide, but the overgrown hedges reduce the effective width available to about 1.3m, (photograph 03).

- Traffic turning left into Sim Balk Lane from Appleton Road appeared to have little time to appreciate and react to pedestrians already crossing the road, even though visibility of the crossing should be good due to the open aspect of the large paved area on the junction.
- Groups of pedestrians were observed congregating on the footways on both sides of Sim Balk Lane waiting for gaps in the traffic from both directions. None were observed crossing to the middle to wait.
- Large vehicles including buses and delivery vehicles were seen to enter and leave Sim Balk Lane at the junction with Main Street. It is understood that farm traffic including tractors with trailers also use the junction.
- Street lighting provision appears good.

40 Following review of the existing School Safety Zone, and taking into account the background information and problems experienced by pedestrians, there are a number of options available that can be considered. These are assessed and summarised in the table below and feasible options shown on plans in **Annex C and D**.

Option	Advantages	Disadvantages	Approx. Cost	Feasible
1. Do Nothing	<ul style="list-style-type: none"> <li>The existing situation is maintained, which statistically is operating safely.</li> </ul>	<ul style="list-style-type: none"> <li>Does not address issues for pedestrians crossing Sim Balk Lane.</li> <li>The TAG and community would continue to campaign for improvement measures.</li> </ul>	£0	Y
2. Cut back hedges on Sim Balk Lane (west side)	<ul style="list-style-type: none"> <li>Creates more footway space and might encourage pedestrians to cross by the school instead of by the junction with Main Street.</li> </ul>	<ul style="list-style-type: none"> <li>Does not address issues for pedestrians crossing Sim Balk Lane.</li> <li>Requires regular maintenance / cutting.</li> </ul>	£0 Request sent to residents	Y
3. Widen the footway on western side of Sim Balk Lane	<ul style="list-style-type: none"> <li>Creates more footway space and might encourage pedestrians to cross by the school instead of by the junction with Main Street.</li> </ul>	<ul style="list-style-type: none"> <li>Does not address issues for pedestrians crossing Sim Balk Lane.</li> <li>This would narrow the road to less than 7.2m which would be too narrow for 2-way flow and parking on one side. Some lengths of parking would have to be removed to allow vehicles to safely pass each other.</li> <li>The work would be extensive and disruptive for negligible measured benefit.</li> </ul>	£10k	Y but with disadvantages
4. Enhance the SSZ – provide signs and TRO for SKC markings, install uncontrolled crossing point on Copmanthorpe Lane	<ul style="list-style-type: none"> <li>This would allow enforcement of the SKC markings to prevent parking at school times.</li> <li>Assists large numbers of pedestrians crossing Copmanthorpe Lane at its junction with Appleton Road.</li> </ul>	<ul style="list-style-type: none"> <li>Does not address issues for pedestrians crossing Sim Balk Lane.</li> <li>Additional street furniture.</li> </ul>	£3.5k	N (the dropped crossing has since been installed and parking on SKCs is not a problem)
5. Provide additional signage to warn drivers entering Sim Balk Lane from Main Street / Appleton Road	<ul style="list-style-type: none"> <li>Raises awareness of and warns drivers of school children crossing Sim Balk Lane near the junction with Main Street to encourage more considerate driving and reduce risk of collisions.</li> </ul>	<ul style="list-style-type: none"> <li>Proliferation of school warning signs could dilute the effectiveness of existing signs in the area.</li> <li>Additional street furniture.</li> <li>The position might reduce the visibility drivers approaching from Appleton Road have of pedestrians crossing or waiting to cross.</li> <li>There is no such prescribed combination of signs to warn drivers on a main road of school children crossing a side road permitted by DfT.</li> </ul>	£750	N
6. Remove parking in front of the shops	<ul style="list-style-type: none"> <li>This would improve visibility drivers have of pedestrians waiting to cross, and improve the</li> </ul>	<ul style="list-style-type: none"> <li>This would be contentious due to the potential detrimental impact on shop trade.</li> </ul>	£500	Y but with

	visibility pedestrians have of approaching traffic, making the crossing point 'feel' safer.	<ul style="list-style-type: none"> <li>Reduces the available on-street parking for shop customers and could affect trade.</li> <li>There is no nearby alternative to accommodate the lost parking and this might encourage dangerous or illegal parking in other nearby areas.</li> </ul>		disadvantages
7. Remove tactile paving from footways at speed table crossing point so it's not an uncontrolled crossing point		<ul style="list-style-type: none"> <li>Pedestrians would likely still use the speed table as a crossing point as it's on the desire line but it wouldn't address the issues they experience and removes a measure to assist partially sighted / blind pedestrians.</li> </ul>	£1k	N
8. Build out the footway on the shop side at the crossing point (as per the TAG's request)	<ul style="list-style-type: none"> <li>This would improve visibility drivers have of pedestrians waiting to cross, and improve the visibility pedestrians have of approaching traffic.</li> <li>This treatment would be consistent with other crossing locations within the Safety Zone.</li> <li>This would reduce the road width and therefore the time pedestrians spend in the carriageway whilst crossing.</li> </ul>	<ul style="list-style-type: none"> <li>Pushes passing traffic closer together – but no closer than the existing width available for 2-way flow on the rest of Sim Balk Lane.</li> <li>When vehicles queue back over the speed table whilst waiting to pull out of Sim Balk Lane, their new position would at times cause difficulties for large vehicles turning left into Sim Balk Lane, causing congestion and potential new safety issues – however this situation sometimes occurs now, and could be mitigated by widening the junction entry slightly.</li> </ul>	£11k	Y
9. Build out the footway on the opposite side	<ul style="list-style-type: none"> <li>This would improve visibility drivers have of pedestrians waiting to cross, and improve the visibility pedestrians have of approaching traffic.</li> <li>This would reduce the road width and therefore the time pedestrians spend in the carriageway whilst crossing. This would reduce risks to pedestrians.</li> </ul>	<ul style="list-style-type: none"> <li>Pushes passing traffic closer together – but no closer than the existing width available for 2-way flow on the rest of Sim Balk Lane.</li> <li>The build-out would be too close to the junction to allow vehicles turning into Sim Balk Lane time to deflect round it. To overcome this, the kerb line at the junction entry could be offset into the road but this would cause large vehicles to over-ride the footway or overhang the centre line when turning with consequent increase in risks.</li> </ul>	£4k	N
10. Build out the footway on both sides	<ul style="list-style-type: none"> <li>This would partially improve visibility drivers have of pedestrians waiting to cross, and improve the visibility pedestrians have of approaching traffic.</li> <li>This would reduce the road width and therefore the time pedestrians spend in the carriageway whilst crossing. This would</li> </ul>	<ul style="list-style-type: none"> <li>Pushes passing traffic closer together – but no closer than the existing width available for 2-way flow on the rest of Sim Balk Lane.</li> <li>The width of the build-outs would not be wide enough to allow pedestrians significantly improved visibility past the parked cars in front of the shops so wouldn't really address the problem.</li> </ul>	£6k	N



	reduce risks to pedestrians.	<ul style="list-style-type: none"> <li>The build-out on the opposite side would be too close to the junction to allow vehicles turning into Sim Balk Lane time to deflect round it. To overcome this, the kerb line at the junction entry could be offset into the road but this would cause large vehicles to over-ride the footway or overhang the centre line when turning.</li> </ul>		
11. Provide a pedestrian refuge on the speed table at the crossing point	<ul style="list-style-type: none"> <li>Pedestrians would be able to cross in two stages, which would be preferable than waiting for a gap in traffic from both directions, thus pedestrians would feel they don't have to wait as long to make progress. This would remove some of the perception that the road is difficult to cross.</li> <li>This would reduce the road width and therefore the time pedestrians spend in the carriageway whilst crossing.</li> </ul>	<ul style="list-style-type: none"> <li>This would cause traffic to pass closer to the footways and any pedestrians stood waiting.</li> <li>Due to the proximity of the parking bay, buses would traverse the plateau at an angle and this is not recommended.</li> <li>Due to the proximity of the parking bay, the hatching approaching the refuge would have a sub-standard length of taper so approaching vehicles might not achieve the required deflection and this would increase risks of collisions with the refuge.</li> </ul>	£6k	Y But with disadvantages and the parking bay would need to be removed
12. Provide a pedestrian refuge in the mouth of the junction and relocate the existing crossing point	<ul style="list-style-type: none"> <li>Pedestrians would be able to cross in two stages, which would be quicker than waiting for a gap in traffic from both directions, thus pedestrians would feel they don't have to wait as long to make progress. This would remove some of the perception that the road is difficult to cross.</li> <li>This would reduce the road width and therefore the time pedestrians spend in the carriageway whilst crossing.</li> </ul>	<ul style="list-style-type: none"> <li>Pedestrians would have to cross closer to the main road and turning vehicles. This means vehicles entering the junction would have less time to react to a pedestrian in the road. This arrangement would be less safe for pedestrians than crossing set back into the side road.</li> <li>A single deck bus would have to overhang the footway when turning right into the junction and the back end would hit the refuge kerbing.</li> </ul>	£7k	N
13. Provide an alternative crossing point at a priority give-way build-out	<ul style="list-style-type: none"> <li>This would reduce the road width and therefore the time pedestrians spend in the carriageway whilst crossing. This would reduce risks to pedestrians.</li> </ul>	<ul style="list-style-type: none"> <li>The build-out would need to be sited far enough into Sim Balk Lane to operate safely and not to impact on the junction. This would be off the desire line and require some on-street parking to be removed.</li> <li>Some pedestrians would still use the speed table.</li> </ul>	£5k	N
14. Provide a formal pedestrian crossing (zebra or puffin)	<ul style="list-style-type: none"> <li>Would give pedestrians priority over traffic.</li> <li>Would remove the conflict between pedestrians and traffic and therefore improve safety.</li> </ul>	<ul style="list-style-type: none"> <li>DfT guidance does not advise siting formal crossings on side roads in close proximity to a main road.</li> <li>This would generate queues of traffic onto Main Street / Appleton Road with consequent safety issues.</li> <li>The crossing would be unused for most of the day.</li> </ul>	£30k - £40k	N

## **CONCLUSIONS**

- 41 There have been 2 slight injury collisions within the School Safety Zone in the last 3 years. This is a relatively low level for the size of the zone and suggests that although pedestrians perceive the junction of Sim Balk Lane and Main Street as a dangerous place to cross, statistically it is operating safely and, as such, any changes could not be justified on a casualty reduction basis. In order to reduce casualties, CYC targets resources for highway safety measures to sites with the worst collision histories. Whilst there are many more locations across York with much worse collision histories, this location is not currently considered a priority.
- 42 The collision history suggests the existing traffic calming measures throughout the zone are effective at keeping speeds down and reducing the risk of collisions. There is evidence of repairs to the traffic calming features throughout the zone which has prevented them losing their effectiveness.
- 43 There is a speed table by the Infant School entrance on Sim Balk Lane for children and parents to use as a crossing point which has SKC and double yellow lines on each side to achieve acceptable visibility sight lines. If people consider the speed table by the junction with Main Street as too dangerous to cross when walking between schools, the speed table by the Infants school entrance provides an existing 'safer' alternative.
- 44 Of the 14 options investigated, 7 are considered feasible. However 3 of these would create new problems to different degrees.
- 45 Of all the options that reduce the existing road space by providing a build-out or refuge, Option 8 is the safest because the approaching traffic on Sim Balk Lane is already deflected towards the centre of the road by the parking bay. This solution would address the request of the TAG for a 'safer' facility.
- 46 Analysis of software used to track the swept paths of large vehicles, shows that Option 8 would only cause problems when there is queuing traffic at the give way lines stretching back over the table at the same time as a large vehicle turned left into Sim Balk Lane. However this could be mitigated by widening the junction entry slightly on the west side. The other build-outs, (options 9 and 10), would increase the risk of being hit by a vehicle turning into the junction, and the refuge options (11 and 12) would cause problems for large vehicles turning in and out of the junction.
- 47 Options that require removal of existing on-street parking (3, 6, 11 and 13) would be contentious and probably objected to during consultations.
- 48 In summary:-
  - The existing School Safety Zone is working to keep collision numbers low and reduce risks to road users.

- Statistically the junction of Sim Balk Lane and Main Street, and the speed table crossing point, are operating safely.
- There is an alternative speed table crossing point on Sim Balk Lane by the Infants school entrance for parents and children to use which is away from the junction with Main Street and the turning movement conflicts.
- Hedges can be cut back to make the footway on the west side of Sim Balk Lane more desirable to pedestrians.
- There are already 7 school children warning signs within the Safety Zone, any more would dilute the effectiveness of the existing ones and add to the proliferation of street furniture which CYC is trying to reduce.

49 For pedestrians who do choose to cross at the speed table nearest to the junction (e.g. visitors to the shops) to access Appleton Road and beyond, then the crossing is their desired route. Option 8 (build-out) would improve the crossing facility with the least impact on traffic movements and would be consistent with other similar measures within the Zone.

### **RECOMMENDATION**

50 In response to the TAG's request, and the high level of local support for improvements, this feasibility study has considered a number of options to assist pedestrians crossing Sim Balk Lane by the junction with Main Street. The options have been assessed and it is recommended that Option 8 would address the TAG's and general community's concerns at relatively low cost with minimal impact on the existing road network.

51 As part of the feasibility study, the existing School Safety Zone has been reviewed and it is recommended that Option 2 should be carried out in conjunction with Option 8, as an enhancement to the zone. The dropped crossing on Copmanthorpe Lane with Option 4 has since been installed, and the Junior school has advised that abuse of the SKC markings is not a problem and as such they would not like to see additional signs installed associated with a TRO.

Option 2 (cut back hedges) will make more footway space available on the western footway and therefore improve the situation for pedestrians. This will encourage walking and contribute to a healthier lifestyle, and potentially reduce the number of car journeys and therefore reduce CO2 emissions. These benefits link into the Council's key priorities 'Get York Moving' and 'Protect the Environment'. There will, however, be some reliance needed on residents to maintain the hedges.

Option 8 (build-out the footway) will improve visibility sight lines for pedestrians and approaching drivers and provide a safer means of crossing Sim Balk Lane at this location along a key desire route. This will encourage walking, reduce car journeys and improve access to services, and address local concerns.

Ben Vecsey – Engineer, Transport Projects

18/08/2014



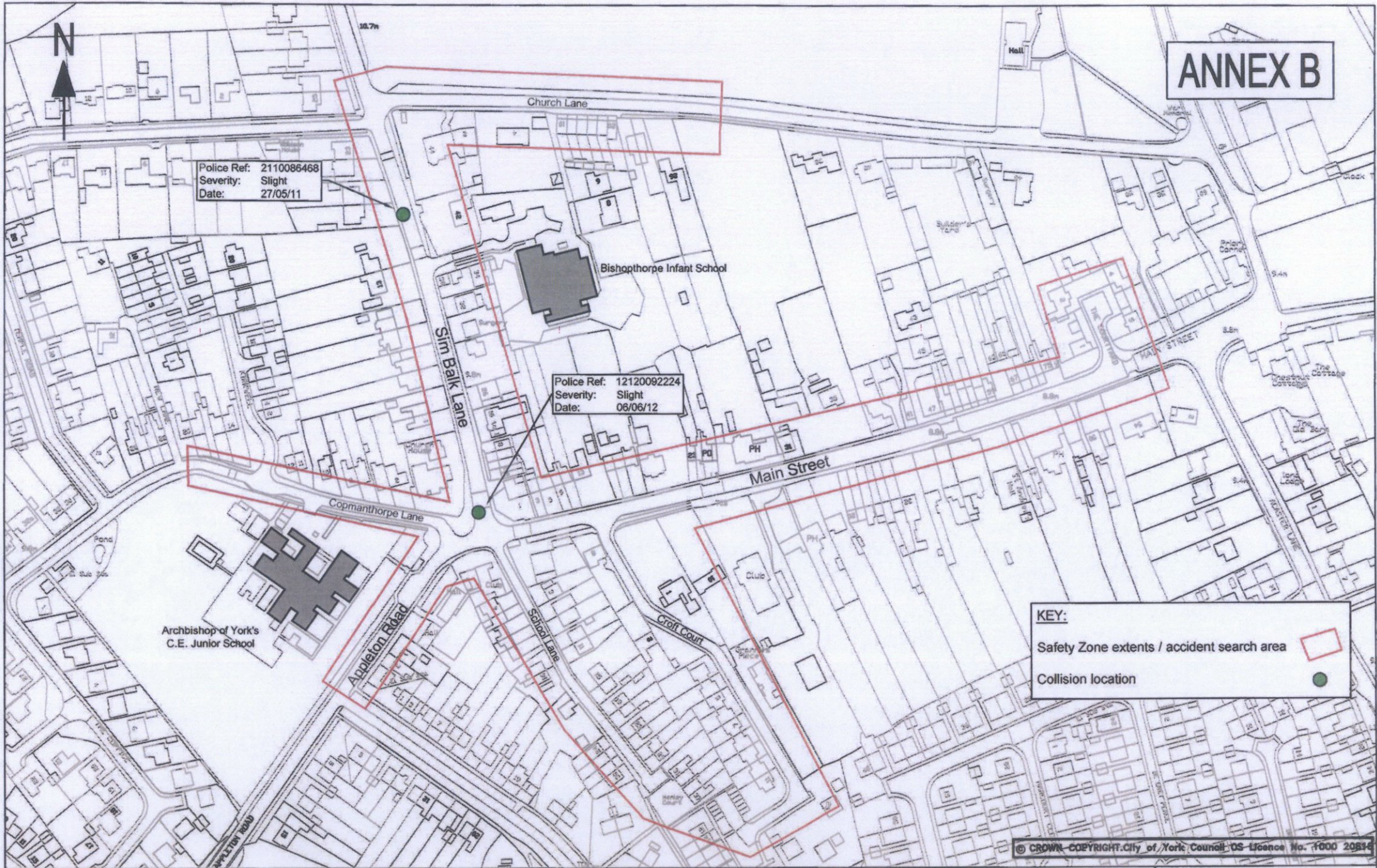
**KEY:**

- Existing 20mph Safety Zone
- Existing speed table with informal crossing point
- Existing speed table
- Existing set of cushions
- Existing round top road hump
- Existing School Crossing Patrol
- Existing school warning sign
- Existing school warning sign with amber lights

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INITIAL	REV	AMENDMENT	DATE
DRAWN BY BV			
CHECKED BY BP			
SCALE 1:1500	A3		

# ANNEX B



INITIAL	REV	AMENDMENT	DATE
BY			
CHECKED BY			
SCALE	1:2500	A4	

Accidents between dates 01/05/2011 and 30/04/2014 (36) months  
Selection: Notes:

12120092224 06/06/2012 Time 1710 Vehicles 2 Casualties 2 Slight  
E:459147 N:447759 First Road: C 296 Road Type Single carriageway  
Speed limit: 30 Junction Detail: Pri Drive Give way or controlled Unclassified  
Crossing: Control None Facilities: None within 50m Road surface Dry  
Daylight:street lights present Fine without high winds  
Special Conditions at Site None Carriageway Hazards: None  
Place accident reported: Elsewhere DfI Special Projects:

Causation

Factor:	Participant:	Confidence:
1st: Stationary or parked vehicle	Vehicle 001	Very Likely
2nd:		
3rd:		
4th:		
5th:		
6th:		

VI HAS PULLED OUT OF PRIVATE DRIVEWAY. VI HAS EMERGED ONTO SIM BALK LANE TO TRAVEL NORTH. DUE TO PARKED VEHICLES V1 DRIVER HAS NOT SEEN V2 BEING DRIVEN SOUTH ON SIM BALK LANE CAUSING COLLISION TO TAKE PLACE  
Occurred on SIM BALK LANE, YORK

Vehicle Reference 1 Car Turning right  
Vehicle movement from Park to N No tow / articulation  
On main carriageway No skidding, jack-knifing or overturning  
Location at impact Entering main road First impact Offside Hit vehicle:  
Hit object in road None Off road: None  
Did not leave carr  
Not hit and run Age of Driver 23 Female  
Breath test Driver not contacted  
VRM:

Vehicle Reference 2 Car Going ahead other  
Vehicle movement from N to S No tow / articulation  
On main carriageway No skidding, jack-knifing or overturning  
Location at impact Mid Junction - on roundabout or 1 First impact Front Hit vehicle:  
Hit object in road None Off road: None  
Did not leave carr  
Not hit and run Age of Driver 55 Male  
Breath test Driver not contacted  
VRM:

Casualty Reference: 1 Vehicle: 2 Age: 55 Male Driver/rider Severity: Slight  
Not a pupil Postcode YO232RL Seatbelt

Casualty Reference: 2 Vehicle: 2 Age: 16 Male Passenger Severity: Slight  
Not a pupil Postcode YO232RL Seatbelt  
Front seat

TRAFFMAP  
AccsMap - Accident Analysis System

INTERPRETED LISTING

Run on: 14/08/2014

Accidents between dates 01/05/2011 and 30/04/2014 (36) months  
Selection: Notes:

2110086468 27/05/2011 Time 1750 Vehicles 2 Casualties 1 Slight  
E:459187 N:447604 First Road: C 296 Road Type Single carriageway  
Speed limit: 30 Junction Detail: Multi Jet Give way or controlled Unclassified  
Crossing: Control None Facilities: None within 50m Road surface Dry  
Special Conditions at Site None Fine without high winds  
Place accident reported: At scene Carriageway Hazards: None  
DFI Special Projects:

## Causation

Factor:	Participant:	Confidence:
1st: Stationary or parked vehicle	Vehicle 1	Very Likely
2nd: Failed to look properly	Vehicle 1	Very Likely
3rd: Failed to look properly	Vehicle 2	Possible
4th: Other	Vehicle 1	Possible
5th:		
6th:		

## C/F 999 - COLLECTION OF CYCLISTS OBSTRUCTING VIEW

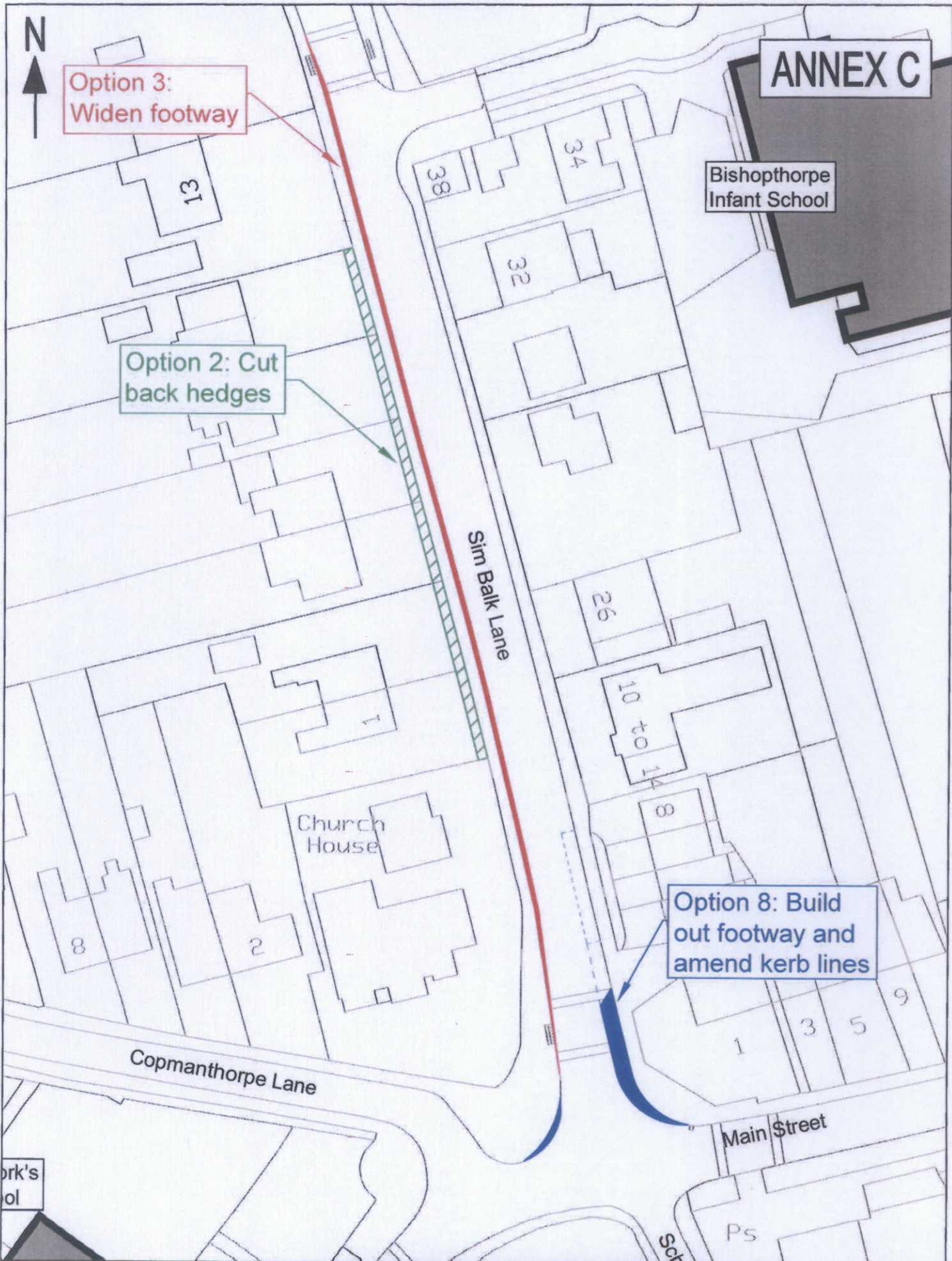
DRIVER HAS PULLED OUT OF JUNCTION, SLOW SPEED COLLISION AND CONNECTED WITH CYCLIST. JUNCTION WAS BUSY AT TIME.

Occurred on SIM BALK LANE, 5 METRES SOUTH OF MAIN STREET, BISHOPTHORPE

Vehicle Reference 1 Car Turning right  
Vehicle movement from N to W No tow / articulation  
On main carriageway No skidding, jack-knifing or overturning  
Location at impact Entering main road First impact Front Hit vehicle: 2  
Hit object in road None Off road: None  
Did not leave carr  
Not hit and run Age of Driver 27 Male  
Breath test Negative  
Driver Postcode: VRM:

Vehicle Reference 2 Pedal Cycle Going ahead other  
Vehicle movement from W to E No tow / articulation  
On main carriageway No skidding, jack-knifing or overturning  
Location at impact Entering main road First impact Nearside Hit vehicle: 1  
Hit object in road None Off road: None  
Did not leave carr  
Not hit and run Age of Driver 16 Female  
Breath test Not requested  
Driver Postcode: VRM:

Casualty Reference: 1 Vehicle: 2 Age: 16 Female Driver/rider Severity: Slight  
Not a pupil Postcode YO232SA Seatbelt



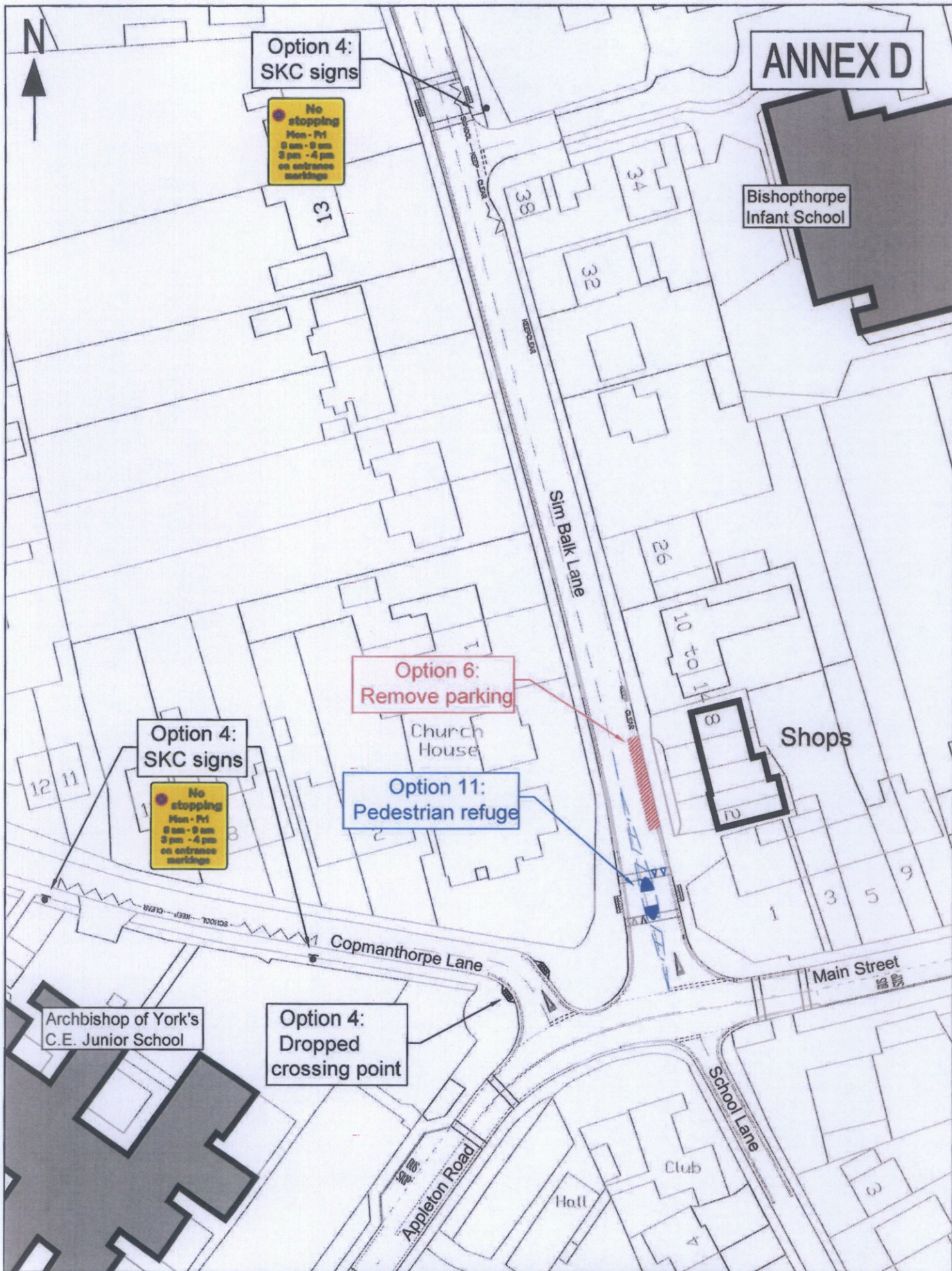
SAFE ROUTES TO SCHOOL PROGRAMME  
 BISHOPTHORPE SCHOOLS FEASIBILITY STUDY  
 Options 2, 3, 8



Highways - Transport Projects and Delivery Team  
 Eco Depot, Hazel Court, James Street, York, YO10 3DS  
 www.york.gov.uk

REV	AMENDMENTS	DATE	SCALE	NTS
		TP/DEC140016/03		
		BV	DATE	14/08/14





Highways – Transport Projects and Delivery Team  
Eco Depot, Hazel Court, James Street, York, YO10 3DS  
www.york.gov.uk

SAFE ROUTES TO SCHOOL PROGRAMME  
BISHOPTHORPE SCHOOLS FEASIBILITY STUDY  
Options 4, 6, 11

REV	AMENDMENTS	DATE	TP/DEC140016/04	SCALE	NTS
			Drawn BV	DATE	14/08/14

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## Part 2 – Criteria For Establishing School Crossing Patrol Sites

### 1.0 BACKGROUND

#### 1.1 The Need for Criteria

When the SCP service was first set up few guidelines were available to those who were responsible for its operation and management. Nor was advice provided by any of the Government departments. Most decisions were based on one (or more) person's views of the safety or danger of sites.

No matter how skilled the Manager, the situation had the potential for unsound decisions to be made and was unprofessional. Sites that were justified might well be refused an SCP, whereas sites that did not justify one could well have SCPs approved.

These criteria are not meant to be prescriptive, and managers should make their own informed decisions appropriate to their local circumstances and policies.

#### 1.2 Development of the Criteria

Criteria were developed which incorporated elements from the existing proven and widely adopted criteria for assessing potential zebra and pelican crossing sites. The SCP criteria used the  $PV^2$  formula as its basis ( $P$  = Number of Pedestrians,  $V$  = Number of Vehicles)

The relationship  $PV^2$  provided a measure of both the potential conflict and the delays experienced by pedestrians. It also accounted for the need to help small numbers of pedestrians to cross roads safely when traffic flows were heavy and the delays long; and conversely, large numbers of pedestrians when traffic was lighter and the delays shorter.

The criteria also incorporated factors to reflect the special conditions at sites during school opening and closing times when the numbers of child pedestrians were concentrated over a fairly short period of time. Environmental differences between sites and the varying levels of traffic awareness between children in rural areas and those in large urban areas also needed to be considered.

A series of 'Adjustment' factors was produced based on examples of known site conditions (other than the basic vehicle and pedestrian flows). The criteria were tried out at a series of 80 existing sites, and have been used (often with local amendments) by most Authorities for many years.

## 2.0 GUIDELINES FOR TRAFFIC AND PEDESTRIAN COUNTS

### 2.1 INTRODUCTION

2.1.1 Flows of child pedestrians (P) crossing the road on their way to and from school are generally concentrated into short periods of time. The heaviest pedestrian and vehicle flows usually occur during morning journeys between 08.15 and 09.15. Because of this, site surveys should generally be conducted during this period, unless it is proven that the afternoon period is busier, in which case counts should be carried out during that period.

2.1.2 Surveys must be site specific, taking into account the start and finish times and relevant activities of the school(s) served by the SCP. Data should be recorded in 5-minute consecutive periods. This procedure is described in detail on page 35.

### 2.2 CRITERIA

The procedure for determining whether an SCP site is justified comprises six parts:

1. Count of pedestrians and vehicles.
2. Calculation of  $PV^2$  Rating.
3. Comparison with adopted criteria threshold level.
4. Consideration of 'Adjustment Factors' and selection of 'Multipliers' (where appropriate).
5. Recalculation and recheck against the adopted criteria threshold level.
6. Consideration of additional facilities (e.g. zebra and light-controlled crossings – where heavy traffic flows or speeding exist).

Often it will be unnecessary to continue beyond Part 3 of the procedure, as there will often be a clear indication about whether an SCP Site can be justified. Use the graph provided at page 37 to carry out an initial check about the viability of the SCP Site:

- a. Sites that fall within area "A" justify a SCP site without any further investigation.
- b. Sites falling within area "B" need further investigation.
- c. Sites that fall within area "C" will not usually warrant further investigation unless there are exceptional circumstances attached to the Site.
- d. Sites that fall within area "P" need special consideration because traffic flows are so heavy they create major difficulties for an SCP to work safely. Within this area additional facilities (such as pedestrian crossings) may be justified.

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**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:

<b>Passenger Car Units (PCUs) for Recording Purposes</b>	
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 PV<sup>2</sup> 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 PV<sup>2</sup> 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 (V<sup>2</sup>) from the same consecutive 30-minute period to provide the product PV<sup>2</sup>.

**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  $4 \times 10^6$  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.

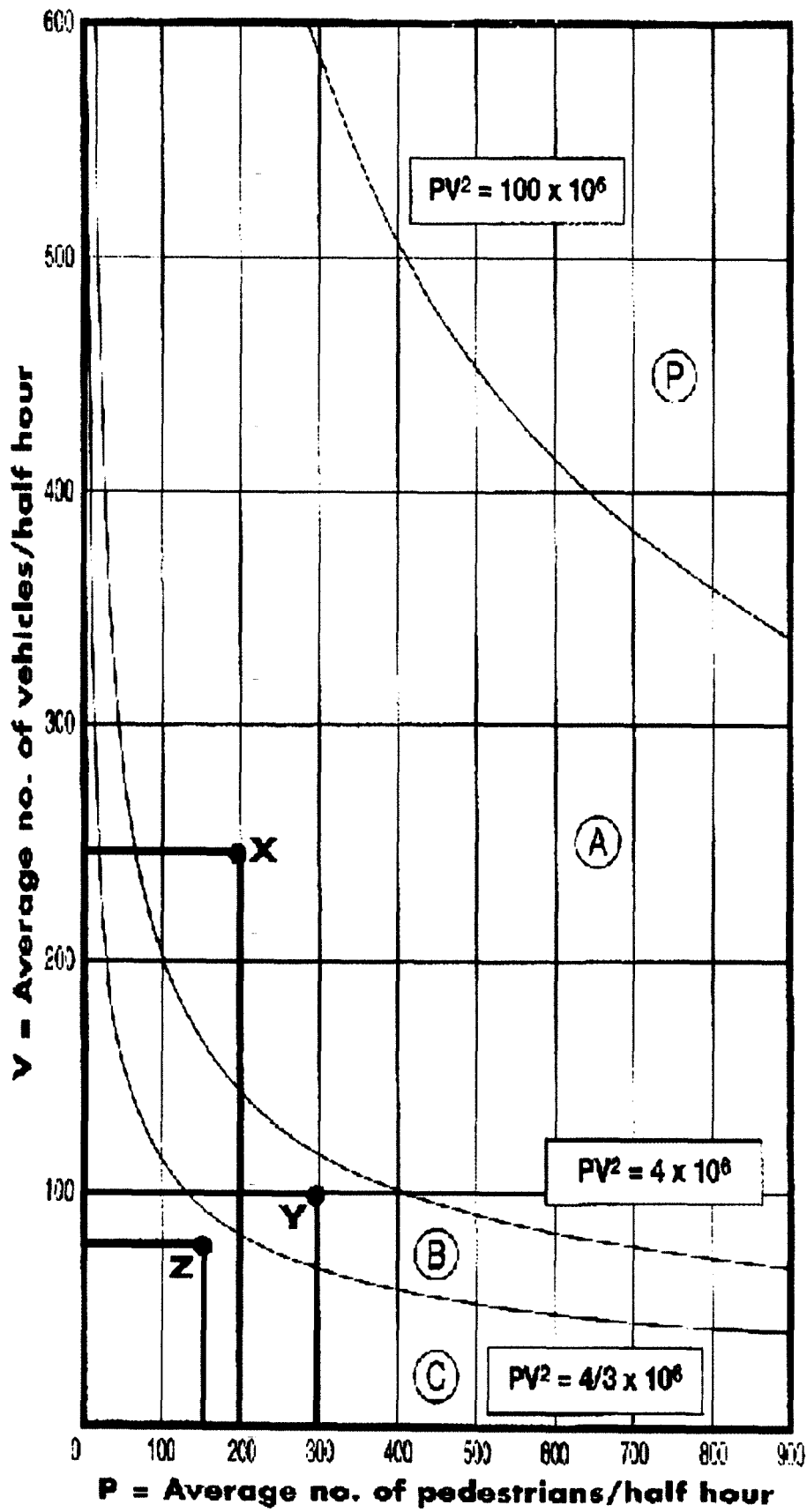
**Example (iii):**

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.



**Action Chart – Checking SCP Site Viability (using Graph)**

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



**2.6 PROCEDURE – PART FOUR****Consideration of 'Adjustment factors' and selection of 'Multiplier'.**

- 2.6.1 Where the PV<sup>2</sup> criterion threshold level falls within area 'B' [between lines (1) and (2)] a detailed site investigation should be undertaken using the list of 'Adjustment Factors' (Page 40).
- 2.6.2 The adjustment factors quantify the 'environmental' considerations to be used in assessing the potential risks at the proposed site. Each item must be assessed objectively and appropriate factors assigned.
- 2.6.3 Once the number of adjustment factors has been decided, the appropriate multiplier should be obtained from the table of 10% Compound Multipliers (Page 42).

**2.7 ADJUSTMENT FACTORS**

The following section highlights environmental factors that may be the cause of potential risk at sites where an SCP already exists or is proposed. Some or all of these may be true for the site under consideration.

Accurate site assessment makes it possible to check each of the items on the following list and establish how many adjustment factors should be allocated (factors being assigned according to the level of difficulty). Using the final total of adjustment factors it is possible to determine a compound multiplier (from the table), which is then used to uprate the original PV<sup>2</sup> value to provide a weighted (and more accurate) assessment of the potential risk at the site.

**Table of Adjustment Factors**

<b>2.7.1 Carriageway Width (single Carriageway)</b>	<b>Factor</b>
Carriageway width between 7.5 and 10 metres	+1
Carriageway width in excess of 10 metres	+2
Footpath width less than 2 metres	+1
Down gradient steeper than 12.5% (1 in 8)	+2
Down gradient less than 12.5% greater than 5% (1 in 20)	+1

**2.7.2 Speed/Visibility**

It is recommended that SCP sites are not established on roads with speed limits greater than 40 mph.

<b>85%ile speed of traffic)<sup>1</sup></b>	<b>Visibility (metres)<sup>2, 3</sup></b>	<b>Factor</b>
Travelling between 30 and 40 mph	Less than 50 m	<b>+3</b>
	Between 50 – 75 m	<b>+2</b>
	Between 75 – 100 m	<b>+1</b>
Travelling between 40 and 50 mph	Less than 60 m	<b>+3</b>
	Between 60 – 100 m	<b>+2</b>
	Between 100 – 150 m	<b>+1</b>

<sup>1</sup> To obtain the 85<sup>th</sup> percentile (85%ile) speed of traffic, a record of the speeds of at least 100 free running vehicles will be needed on one visit during the period 08.30 (08.15 if the full operation of an SCP is required) to 09.00 – i.e. the site operation times prior to the start of the **busiest** school day.

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The formula used is:  $\frac{(85\%ile - 30)}{3} = \text{FACTOR}$

e.g. 36 MPH 85%ile gives  $\frac{(36 - 30)}{3} = +2$

**A negative factor would not be applied.**

<sup>2</sup> Care must be taken when using these factors, as the distances shown are less than vehicle stopping distance in adverse weather conditions.

<sup>3</sup> If parked vehicles obstruct sightlines or mask children, and it is not possible to prohibit parking, then the visibility criteria from the kerb edge should be applied using a 1 metre eye level.

2.7.3	<b>Street Lighting</b> None	<b>Factor</b> <b>+3</b>
2.7.4	<b>Signs, Street Furniture, Trees, etc</b> If visibility is variously obstructed within 100 metres of the proposed Site and pedestrians are masked.	<b>Factor</b> <b>+1</b>
2.7.5	<b>Road Markings</b> If the Site is complicated by road markings for the purpose other than an SCP, i.e. turning lanes etc., within 50 metres either side.	<b>Factor</b> <b>+1</b>
2.7.6	<b>Junctions</b> If the Site is on a major road and is within 20 metres of a road junction If the Site is on a minor road and is within 20 metres of a road junction	<b>Factor</b> <b>+2</b> <b>+1</b>
2.7.7	<b>Accidents</b> Accidents involving pedestrians on weekdays within 50 metres of the proposed crossing point. One point per pedestrian injured per year based on a three-year average.	
2.7.8	<b>Weight of Traffic</b> Where pedestrian flows are light, the vehicle flows are heavy and the criteria are not satisfied, then at 800 passenger-carrying units (see table on page 35) per hour (two way, or one way on dual carriageway) it is recommended to add a further +1 factor.	
2.7.9	<b>Age Factors</b>	<b>Factor</b>
	Average Age	Primary (up to 11 years) <b>+5</b> Secondary (12+ years) <b>+1</b>

**2.8 PROCEDURE – PART FIVE****Recalculating the Rating against the Adopted Criteria Threshold Level**

- 2.8.1 Take the 'Multiplier' indicated in the table of '10% Compound Multipliers' and multiply it with the previous threshold rating ( $PV^2$ ). The result of this calculation is the 'New'  $PV^2$  value. Re-check it again with the adopted threshold level.

**Worked Examples – using the 'Multiplier' factor**

<b>Example 1</b>	<b>300 pedestrians</b>		<b>100 vehicles</b>
$V^2$	100 x 100	=	10,000
$PV^2$	300 x 10,000	=	3,000,000

This is less than 4 million and produces point 'Y' on the graph in area 'B'. However, further investigation at the site identified five 'Adjustment Factors' that should be taken into account. By referring to the Table of Compound Multipliers, five factors produce a multiplier of 1.610.

Thus the revised value is  $3,000,000 \times 1.610 = 4,830,000$ . This value exceeds the criteria threshold value ( $4 \times 10^6$ ) and therefore justifies the establishment of an SCP site.

Had only two factors been assigned, the multiplier would have been 1.210 and the revised value  $3,000,000 \times 1.210 = 3,630,000$  (less than 4,000,000).

The provision of an SCP site would not have been justified.

<b>Example 2</b>	<b>150 pedestrians</b>		<b>75 vehicles</b>
$V^2$	75 x 75	=	5,625
$PV^2$	5625 x 150	=	843,750

This produces a value of 843,750, point Z within area 'C' on the graph, and is very much less than 4 million.

Unless the Site attracts an abnormally large number of Adjustment Factors, it is unlikely that an SCP site could be justified.

**2.9 PROCEDURE – PART SIX****Consideration of Additional Facilities**

- 2.9.1 Where significant flows of vehicles and/or children are identified at the potential site, other additional facilities may be justified. Assuming that there are no grade separated facilities already available, a zebra or light-controlled crossing should be considered in accordance with the criteria laid down by the DfT.
- 2.9.2 It should be remembered that an important part of the Manager's responsibility as 'employer' is to ensure the safety of their employees (SCPs), the people in their charge and the safety of those who may be affected by their acts or omissions. Therefore, sites which are very heavily trafficked, or deemed potentially dangerous by the nature of the road layout or other environmental conditions, may not be safe for the authorisation and siting of an SCP.

**2.9.10 TABLE OF 10% COMPOUND MULTIPLIERS**

<b>No of Factors</b>	<b>Multipliers to be applied to basic PV<sup>2</sup> figures</b>
1	1.100
2	1.210
3	1.331
4	1.464
5	1.610
6	1.772
7	1.949
8	2.144
9	2.358
10	2.594
11	2.853
12	3.139
13	3.453
14	3.798