

# Briefing Note

## Lendal Arch Gyratory – Station Road Cycle Lane

### Background

In September 2017 the Executive Member for Transport considered a proposal for alterations to the Lendal Arch Gyratory pair of junctions. The proposal included preliminary design drawings showing the intended final road layout.

The decision was made to approve the proposed layouts, but to delegate a further decision to the Assistant Director (Transport, Highways and Environment) with regards to the final layout of one of the approaches to the junctions.

Specifically, consultation with cycle campaign groups was to be carried out and further consideration given to the removal of the cycle lane on Station Road.

This amendment to the decision arose due to an objection from cycling groups to the proposed removal of the existing cycling lane on Station Road.

### Outcome of consultation

Face-to-face consultation has now been carried out with representatives from the 'York Cycle Campaign' (YCC).

Minutes from the meeting with YCC are attached.

In summary, YCC were opposed to the proposed removal of the cycle lane on Station Road and believed more work should be done to find a way of retaining the facility, or preferably replacing it with a superior alternative. Their requests are as follows:

1. Explore the possibility of replacing the existing left turn traffic lane with a cycle lane.
2. Explore the possibility of claiming land from The Principal Hotel to provide additional space for a cycle facility.
3. Explore the possibility of claiming land from the Cholera Burial Grounds to provide additional space for a cycle facility.
4. Retain the existing cycle lane in its current form.
5. If the cycle lane is to be removed, explore the use of 'cycle symbols' on the road surface to provide guidance to cyclists.

6. A written record is made of the reasoning behind the decision and presented to YCC.

The representation from YCC entirely focussed on the cycling provision on the Station Road approach to the junction. They were comfortable with all other elements of the scheme.

### **Analysis of YCC proposals**

Replacing the existing left hand filter lane with a cycle lane could be implemented in two ways. As such, this proposal has been separated into two distinct proposals.

#### 1a – Replace existing left turn lane with cycle lane, Ban left turn movements.

This proposal bans left turning vehicles (except cycles) and requires all motor traffic to proceed straight on from the single remaining traffic lane. Those vehicles wishing to access Leeman Road would travel around the gyratory.

Pros:

- Removal of the left turn lane allows space for a cycle facility
- It is a means of removing the left turn lane that does not cause additional queues on this approach back towards the Station.
- The footway next to the left turn lane could likely be widened, improving pedestrian facilities.

Cons:

- It would not be possible to physically restrict the left turn movement. This would mean vehicles would likely make the movement anyway, creating the potential for a serious safety incident.
- Although it would not cause queues directly on this approach, it would cause additional queuing around the gyratory, in areas where there is insufficient storage space for vehicles.

The design team do not see this as a feasible option due to the inability to physically restrict the left turn movement.

We have also received representations to 'trial' this arrangement by coning off the left turn lane and ban the left turn movement with a limited duration restriction.

Due to the aforementioned safety concerns, this proposal is not recommended. The left turn movement would not physically be restricted, meaning vehicles would turn left anyway, moving over an active pedestrian crossing.

#### 1b – Replace existing left turn lane with cycle lane, allows all current movements.

This proposal also replaces the left turn lane with a cycle lane; however it does not restrict any movements. This option would require the traffic signalling staging to be altered because the pedestrian stages could no longer be fit in between traffic stages. This would result in an all-round ped stage which significantly reduces junction capacity.

Pros:

- Removal of the left turn lane allows space for a cycle facility.

- The footway next to the left turn lane could likely be widened, improving pedestrian facilities.

Cons:

- There is a significant impact upon traffic congestion. Traffic modelling shows that queues would increase and impact upon the operation of the Station, and that public transport journey times would be adversely affected.
- This arrangement causes a potential conflict between ahead travelling cyclists and left turning vehicles that would not be present with separate lanes.

2. Explore the possibility of claiming land from The Principal Hotel to provide additional space for a cycle facility.

By claiming land from the Principal Hotel the carriageway can be widened sufficiently to enable the existing cycle and traffic lanes to be brought up to standard widths. This negates the need to remove the cycle lane and results in a suitable quality cycle facility.

Widening the carriageway also provides space to improve the pedestrian waiting area, which is a deficiency in the current layout.

An illustration of the amount of land required to achieve these benefits are described in the attached report.

This proposal is beyond the currently defined scope of the existing project and also cannot be delivered within the current project timescales. This is especially true due to the fact the hotel group that owns The Principal is currently up for sale, meaning any discussions with regards to land purchase are unlikely to be progressed for a significant amount of time.

The reason for carrying out the existing project at this location is to replace an aging technology asset that is due to fail imminently. Delaying this work increases the risk faced by this aging asset.

A compromise solution would be to implement the scheme without this widening, but look to include it in a separate scheme in the future. The currently proposed layout does not involve a significant amount of abortive work if this option is forwarded.

3. Explore the possibility of claiming land from the Cholera Burial Grounds to provide additional space for a cycle facility.

A brief desktop exercise has been carried out to evaluate the viability of this option. The design team do not believe that claiming land from this side of the carriageway would assist in providing sufficient space for a cycle facility on the opposite side of the carriageway.

In addition, there are significant practical obstacles to constructing carriageway in a known burial ground.

4. Retain the existing cycle lane in its current form.

York Cycle Campaign asserts that the existence of the cycle lane is a safer arrangement than if it were not present. They state that its removal would cause vehicles to leave less space for cycles to filter through, causing a danger.

The reason the design team proposed to remove the cycle lane is that it is not up to existing design standards and they believe it represents a safety concern.

Guidance states that a cycle lane between 2 traffic lanes should be 2m in width. The current cycle lane is 0.9m in width at it's narrowest point.

There is a risk of liability to the Authority if we forward a design option that includes a substandard facility without sufficient justification.

CYC's Cycling Officer and Road Safety Officer both support the removal of the cycle lane on safety grounds. The issue that they see as being present is that the substandard width of the cycle lane results in collisions between cycles and motor vehicles in the adjacent traffic lane, which is also substandard in width.

The accident record for this junction has been reviewed from 1997 to 2017. The cycle lane was installed in 2002. There are only 7 recorded incidents involving cycles at this junction, and only one of those can be definitively located on the cycle lane. It occurred in 2016 and the record shows the following:

"V1 STARTS MOVING FORWARD AT JUNCTION STATION ROAD ONTO STATION RISE AND COLLIDES WITH V2 CYCLE IN CYCLE LANE TRAVELLING FROM STATION ROAD ONTO STATION RISE"

This accident therefore occurred in the way in which the Cycling Officer and Road Safety Officer are concerned about.

It should also be noted that the accident report recorded a couple of potential causes for this incident, one of which was the 'Road Layout', which was recorded as a 'Very Likely' cause. This could be interpreted as the Police recording the cycle lane as the very likely cause of this incident.

It should also be noted that the official records do not represent a complete picture of all incidents on this approach. We have a CCTV record of one other occurrence of the same type of incident at this location, and a written report of a third. This suggests that the issue is under-reported in the police accident record.

A formal opinion on the inclusion or omission of the cycle lane has also been sought from the Road Safety Audit team. This supports the removal of the cycle lane in any option that retains the 2-lane layout.

5. If the cycle lane is to be removed, explore the use of 'cycle symbols' on the road surface to provide guidance to cyclists.

The design team have explored this proposal and do not believe that cycle symbols in the road would be suitable in this location.

Cycle symbols are a permitted marking under TSRGD and this is re-iterated in York's Cycle Infrastructure Guidelines. However, the guidance falls short of stating the conditions on where and when such symbols are appropriate. To determine this, the design team have referred to other existing guidance from TfL and TfGM.

The Principal Designer is of the opinion that such symbols should only be used in areas that meet the criteria of being 'Quiet Streets'. This location does not meet such criteria and therefore cycle symbols should not be used.

6. A written record is made of the reasoning behind the decision and presented to YCC.

This request is at the discretion of the Assistant Director. The project team are able to forward on any record of the decision to YCC, should this proposal be accepted.

## **Design Responsibilities**

The Construction, Design and Management Regulations 2015 (CDM) state that responsibility for the final design rests with the Principal Designer. This means that to comply with the legislation, the Principal Designer must be satisfied with the design that is forwarded for construction.

If a design decision is made that is contrary to the view of the Principal Designer, this decision must be recorded along with the name of the person that takes responsibility for the design element in question.

## **Recommendation**

The project team recommend that proposals 1a, 1b, 3, 4 and 5 are discounted based on the reasoning provided above.

It is recommended that option 2 is not forwarded as presented, however the option of claiming land is explored as part of a separate scheme that focuses on cycle and pedestrian facilities.

It is recommended that the layout that is progressed through the detailed design stage is the one supported by the Principal Designer.

As per proposal 6, it is recommended that a record be made of the reasoning behind the decision, and forwarded to YCC for their information.

## **Next Steps**

Should the recommendations be accepted, the detailed design will be completed and construction will commence as planned in January 2018. Responsibility for the final design will remain with the Principal Designer assuming this course of action is taken.

YCC will be informed of the outcome of the decision and kept updated on scheme progress.

*Detailed annexes and attachments are available on request from the report author Christian Wood, CCTV Manager, tel no. 01904 551652.*

14 November 2017