



Bury St Edmunds Area Working Party 22 February 2011

St Andrews Street South, Bury St Edmunds

Summary

This Report sets out proposals to address the various concerns raised regarding the use of St Andrews Street South between Woolhall Street and Risbygate Street in Bury St Edmunds. The Report suggests modifications to the layout to address concerns regarding pedestrian safety, speed of vehicles and changes to the access arrangements.

The Bury St Edmunds Area Working Party is **RECOMMENDED** to approve the changes set out in Sections 4, 5 and 6 of this Report and a funding allocation of £35,000.

1. Purpose of the Report

1.1 The purpose of this report is to inform the Working Party of:-

- (a) the outcome of the workshops held on 18 January 2011;
- (b) suggested changes to the access arrangements; and
- (c) proposed changes to the road layout.

2. Background

2.1 At the meeting of this Working Party on 30 November 2010, a Report on the access arrangements for St Andrews Street South was considered (Report B331 refers). The Working Party requested that workshops be set up to consider the issues in detail and recommend potential solutions.

2.2 Two workshops took place on 18 January 2011. The first included representatives of user groups; for example, bus operators, taxi drivers, disabled persons. The second was for town centre stakeholders; for example, town centre management, arc management, traders groups. Note the individual traders with access from St Andrews Street were canvassed separately regarding their access needs.

2.3 The outcome of the workshops are summarised at Appendix A attached to the Report. These set out the concerns of the user groups; various options to change the way traffic is managed in the street; suggestions from the groups after detailed discussion and preferred solutions.

2.4 Discussions on the outcomes of the workshops were the subject of discussion with the police and Suffolk County Council and the proposals set out below developed.

3. Issues

- 3.1 Pedestrians are the main users of the Street, but they are generally in the Street for a relatively short space of time as there is little footfall along the Street compared to the very high numbers that cross between Auction Street and Market Thoroughfare and between Gosnold Street and Central Walk, plus those that cross at each end of this section of St Andrews Street. This lack of longitudinal flow means that pedestrians do not dominate this space in the way expected in a pedestrianised street and thereby control traffic behaviour in the way desired. Measures to promote pedestrian safety and control traffic flow are explored below.
- 3.2 In addition, a number of concerns were highlighted regarding the location of the bus stops, in particular the one at the rear of Boots and the difficulties pedestrians have in seeing approaching traffic from the north when a bus is at the stop. There is opportunity to relocate this stop a few metres further north of its current location. It should be noted that the shelter is partly on land owned by Boots and their permission will be required to relocate the shelter.
- 3.3 There is a similar, but lesser concern regarding the position of the north bound bus stop, but no other suitable location for this has been identified.
- 3.4 There were also concerns raised about vehicles parking outside of the loading bays and on the footway areas affecting visibility for pedestrians and creating uncertainty for the visually impaired.
- 3.5 Concern was also raised about the appearance of the Street and how the entrance to the Street and the straight length of road is inviting to drivers and the limited traffic calming or interruption to flow that occurs.

4. Physical Measures

- 4.1 To address these issues it is proposed that at the southern (Woolhall Street) end of the Street build-outs are installed on each side of the carriageway to create a chicane as shown on the plan at Appendix B. This would inhibit access to and from the Street thereby slowing traffic in this area. As well as the horizontal deflection, vertical features could be incorporated into the build-outs to inhibit forward visibility for drivers which would also promote slower speeds.
- 4.2 Moving the bus stop on the east side of the road (outside Boots) would enable a build-out to be constructed in front of the stop and introduce a priority system at this point. This would effectively reduce the pedestrian crossing area to half the carriageway area. It is not possible to install a build-out directly at the end of Central Walk as Gosnold Street is a delivery access to the arc.
- 4.3 A similar build-out is also suggested at the Auction Street/Market Thoroughfare crossing point, again with the outcome of reducing the distance pedestrians are vulnerable within the carriageway area.
- 4.4 In addition to the build-outs it is suggested courtesy crossings are installed at the two main crossing points. These are informal crossing points highlighted by means of contrasting panels of material and have proved to be successful in other areas of Suffolk.

- 4.5 At the north (Risbygate Street) end of the road changes to the management of traffic will be incorporated into the emerging layout for this junction. An indicative layout is shown on the Plan at Appendix B.
- 4.6 The final design would be based upon these design principles and include the needs of the visually impaired.

5. Waiting Restrictions

- 5.1 In order to prevent indiscriminate parking and loading within the Street, it is proposed to implement a waiting and loading restriction for the length of the Street except at the designated loading bays. The bus stops and taxi rank within the Street will also be retained.
- 5.2 A request has also been received to convert parts of the loading bays at the southern end of the road into overnight taxi ranks to assist in getting people away from the nearby nightclubs at the end of the evening. It is suggested this idea be pursued.

6. Access Arrangements

- 6.1 It was noticeable that illegal use of the Street was not mentioned early on in the concerns raised about problems in the Street during either workshop. The main concerns centred around the perceived difficulties pedestrians have crossing this road and speed of traffic.
- 6.2 It is clear that a solution to traffic flow problems will not be achieved purely by means of enforcement. It also appears that the current access arrangements are too complex and contravention of these has become a focus of attention. Given the most pressing need is to address the issues around pedestrian safety by controlling traffic speed and improving the crossing arrangements a more radical approach to the access arrangements can be considered.
- 6.3 In order to address the enforcement and access issues it is suggested that all restrictions on access are removed for an experimental period of 18 months to be reviewed after 6 months. However, this should only be undertaken in tandem with measures outlined above to control where vehicles may stop in the street and physical measures to discourage use, reduce speed and promote pedestrian safety. It is intended that the physical changes would remain in place whatever the outcome of the access experiment.
- 6.4 In view of the impending termination of Suffolk County Council's Highways Agency agreement with the Borough Council, Suffolk County Council will need to implement the changes suggested to the access arrangements.
- 6.5 The police have raised a concern that the opening of this Street to all could encourage inappropriate driving activity during the evening and this will also need to be monitored if the Street is opened to all traffic. However, it is considered that this should be addressed by the physical changes that will reduce the speed of traffic in the Street.

7. Financial Implications

- 7.1 The estimated cost of the changes proposed to the layout of the Street is £35,000. This can be funded from the unallocated capital funding of £430,000 for town centre public realm works. The alterations to the junction of Risbygate Street/St Andrews Street is included within a different budget allocation.

8. Recommendations

- 8.1 It is **RECOMMENDED** that:-

- (1) physical changes to the layout of St Andrews Street South, Bury St Edmunds, as detailed in Section 4 and shown on the Plan at Appendix B to Report B465, be implemented at a cost of £35,000 funded from the unallocated capital allocation for public realm works;
- (2) the additional loading and waiting restrictions, including incorporating the night-time taxi ranks, as detailed in Section 5 of Report B465, be implemented;
- (3) the existing access restrictions in St Andrews Street South between Woolhall Street and Risbygate Street be suspended for an experimental period of 18 months, to be reviewed after 6 months, as detailed in Section 6 of Report B465; and
- (4) Suffolk County Council be requested to undertake these changes.

For further information, please contact:-

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**St Andrews Street South
Meeting for users of the street**

Tuesday 18 January 2011, 1.00pm to 3.00pm

CONCERNS

- Crossing roads- especially for the partially sighted, is a problem. At eastern end of Risbygate Street near to the junction, this is a problem due to parked cars.
- St Andrews Street South (SASS) – cars and vans parked on the footway and bollards in the footway are a problem for the partially sighted.
- Taxi rank-used by loading.
- Bus view south bound stop too close to crossing. If a bus is parked, poor visibility. Move stop back from crossing.
- Buses- problems with access because of loading vehicles
- Police- safety is their first priority- of pedestrians and vehicle users
- A.L. concern with regard to speed
- Abuse of restrictions- more so on a market day
- Night- nearby night club so better access for taxis and private hire vehicles needed to help reduce public disorder

Options to discuss:

Option 1 (4)	no restriction, with 2-way traffic or no restriction, with 1-way traffic
Option 2 (5)	fully closed to traffic or closed in the middle of the day, timed access (e.g. closed 10am to 4pm)
Option 3 (7)	physical control or restrict types of vehicles
Option 4 (8)	build-out at bus stops to delay vehicles
Option 5 (5?)	improve pedestrian access across the road (courtesy crossings)
Option 6	bus contra-flow

TABLE 1, Jeff Horner: Andrew Gee, Sean Whitfield, Ron Abbott

TABLE 2, Jacky Stevens: Steve Griss, David Munson

TABLE 3: Jason Skilton: Helen Morgan, One other representative of Coach Services, Alan Webster, Peter Hulbert

TABLE 4: Katie Wadlow: Robert Crawford, Josh Berrett, Hilary Workman

APPENDIX A

Suggestions after discussing options:

- SNT view - Restrictions need to be simplified in order to be understood.
- Speed is possibly an issue at night
 - Buses and deliveries reduce speeds

- Height of kerb - difficult to recognise where the road is
- increase height to make crossing clear

One way for buses and delivery –suggestion of no taxis with alternative taxi rank suggestions in Kings Road (where loading bay is opposite BFP) and in School Yard off Risbygate Street.

Consider Prospect Row (through road, but not public highway) for buses and taxis.

Place a taxi rank in the cattlemarket car park

Make St A St S a toll road

Increase definition with regard to materials- contrast to make clearer

Physical control at each end of the road

Table 2, new option: One-way traffic in a southbound direction, local buses and deliveries only with extra taxi ranks in Kings Road and School Yard, + more use of Cornhill taxi rank. Bus stops on one side and deliveries on the other- response from taxi rep. that there is often congestion in Kings Road at peak times and not enough time to return to the rank- also, taxis are a form of public transport and should be treated with the same privileges as buses.

Preferred options:

	Table 1	Table 2	Table 3	Table 4
Option 1				6
Option 2				
Option 3	1	1/2		1
Option 4				
Option 5	2			
Option 6			1	
New option		1		

**St Andrews Street South
WORKSHOP**

Tuesday 18 January 2011, 4.00pm to 6.00pm

CONCERNS

- It is a designated pedestrian area, but it looks like a road. Drivers don't expect pedestrians to cross the road
- Pedestrian safety. Poor visibility for pedestrians because of buses and delivery vehicles
- Drivers don't see signs and view STASS as a road for only- it doesn't look different to a road
- Space doesn't look nice or different to drivers to alert them to the amount of pedestrians that might be there
- It is not a shared space- there is a conflict between pedestrians and vehicles
- Bus stops are an issue- when a bus is stopped it blocks visibility for pedestrians
- Some buses seem to travel too fast
- There is a high volume of unauthorised traffic – it dominates the street.
- There is a constraint on delivery times for the arc but not on those premises situated in STASS
- High bus speeds when they enter from the south (Woolhall St) end and stop towards the north end
- Signs regarding the access restrictions are not clearly visible from the Risbygate St end

Options to discuss:

Option 1 (4)	no restriction, with 2-way traffic or no restriction, with 1-way traffic
Option 2 (5)	fully closed to traffic or closed in the middle of the day, timed access (e.g. closed 10am to 4pm)
Option 3 (7)	physical control or restrict types of vehicles
Option 4 (8)	build-out at bus stops to delay vehicles
Option 5 (5?)	improve pedestrian access across the road (courtesy crossings)
Option 6	bus contra-flow

APPENDIX A

TABLE 1, Jeff Horner: Paul Hopfensperger, Andrea Mayley

TABLE 2, Jacky Stevens: Paul Farmer, SNT Inspector Jane Hertzog, Andrew Gee

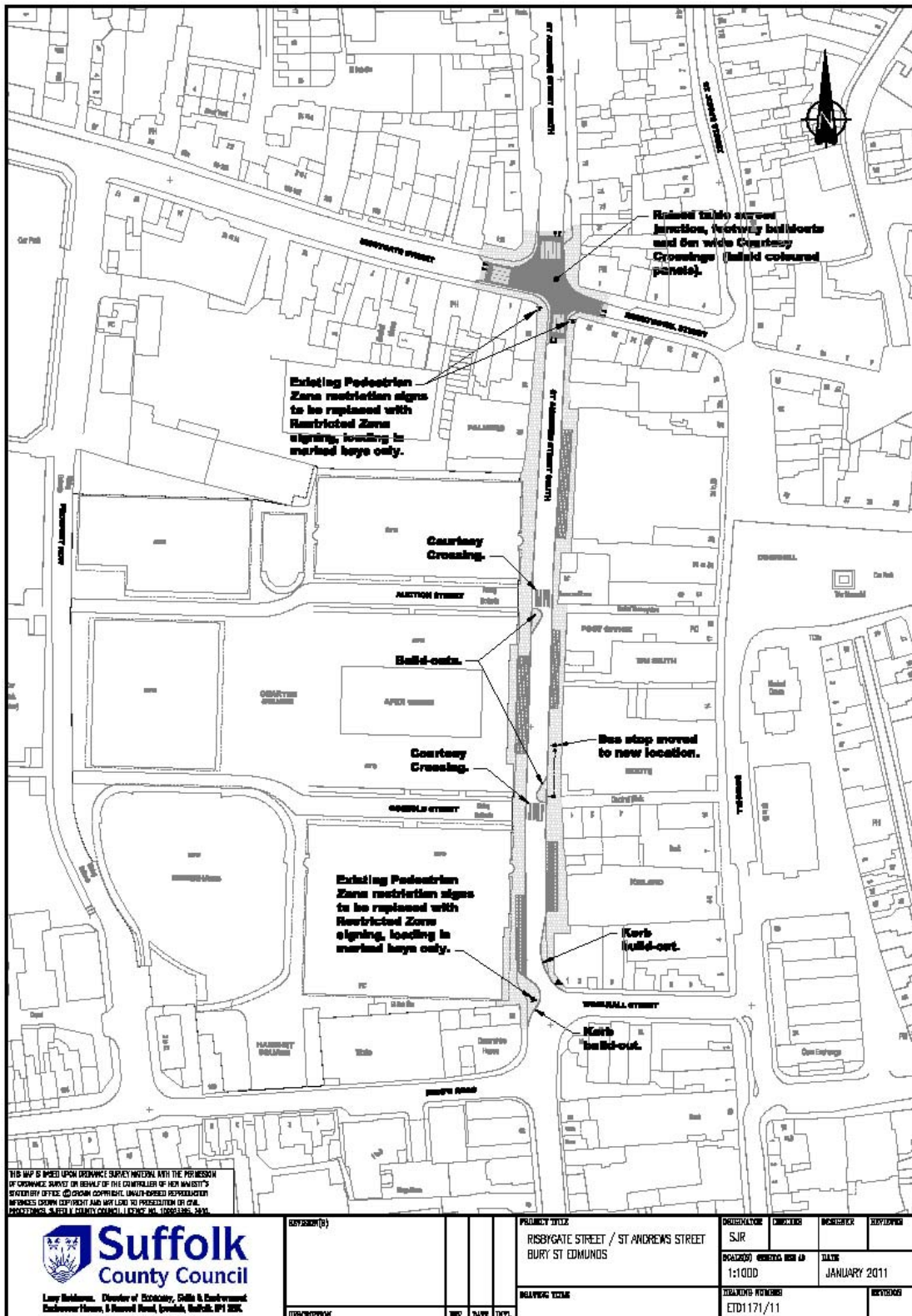
TABLE 3: Jason Skilton: David Nettleton, Robert Houlton-Hart, Paul Haynes, Ivan Sams

TABLE 4: Katie Wadlow: Steve Griss, Ruth Brady, Helen Morgan

Preferred options:

	Table 1	Table 2	Table 3	Table 4
Option 1			Least preferred	
Option 2		Least preferred	Preferred. Also: 1. do an experimental TRO to restrict access 2. close 24 hrs in the centre of road	
Option 3				
Option 4	Least preferred		Least preferred	Least preferred
Option 5	Preferred. Also: 1. Crossings at either end, NOT in the middle 2. Planters/trees 3. Lower the signs	Preferred. Also: 1. Place road markings on entry points to define the area 2. Move the bus stops into the loading bays 3. Lower and improve the signs		Preferred. Also: One-way and contraflow with restrictions for local buses and deliveries Place road markings on entry points to define the area 2. Move the bus stops into the loading bays
Option 6				Second preference, combined with courtesy crossings

APPENDIX B



Plot date 07/02/2011 File Path R:\transport & infrastructure\traffic\Wym\Bury St Edmunds (Agents)\Other Schemes\Riskeygate Shared Space ETD1171\Drawings\ETD1171-11 Option 9.DWG