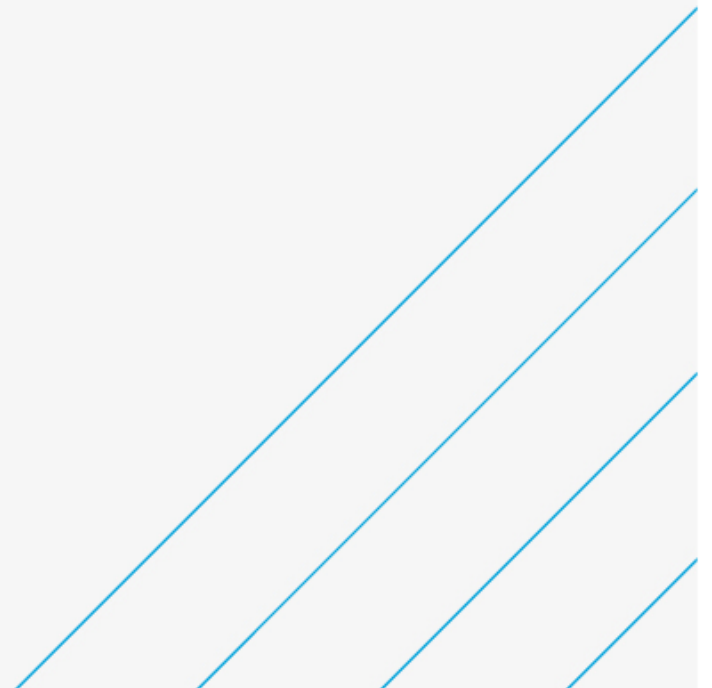


# Harry Reynolds Road Pedestrian and Cycle Scheme

## Public Engagement Report

Fingal County Council

March 2020



# Notice

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This document has 14 pages including the cover.

## Document history

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## Client signoff

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# 1. Introduction

## 1.1. Purpose of Report

Fingal County Council is proposing to provide improved pedestrian and cyclist facilities on Hamilton Road and Harry Reynolds Road. The scheme will improve accessibility and provide a safer environment for walking and cycling. The development of a high-quality cycle and pedestrian network is a key objective to make Balbriggan an attractive place to live, work, visit and do business.

The scheme will encourage increased levels of physical activity and will offer an attractive, sustainable transport choice within Balbriggan for school children and local commuters. It will bring significant benefits to the wider community while contributing to improving health and the environment.

The purpose of this report is to present and summarise the key findings of submissions received as part of a non-statutory public engagement held in November and December of 2019.

## 1.2. Scheme Overview

The proposed route extends from Hamilton Road in the south, close to the Bracken Educate Together School, crossing the R132 (Dublin Street) and continuing northwards along Harry Reynolds Road. It then extends eastward to the scheme end at the junction with the R132 (Drogheda Street) and westward through Moylaragh to the scheme end close to the Balbriggan Educate Together School as shown in Figure 1-1 below.

The scheme includes for new segregated cycle facilities and footpaths for the majority of the route, making it safer and more comfortable to walk and cycle around Balbriggan.

**Figure 1-1 - Scheme Location**



## 2. Public Engagement Process

### 2.1. Public Engagement Event

A Public Engagement Event was held in Bracken Court Hotel, Balbriggan on 21<sup>st</sup> November between 4pm and 8pm and was staffed by Fingal County Council and Atkins.

This Public Engagement Event was advertised through local newspapers, the Fingal Consult website, social media posts, PPN (Public Participation Network), newsletters, Fingal County Council Press Release, 'Our Balbriggan' website and through emails sent to Councillors, residents, cycle advocacy groups and other identified project stakeholders.

Event material including a brochure and local area and overview maps were made available through download from the Fingal Consult website and were also available to view in hard copy on the event night.

### 2.2. Online Public Engagement

In addition to the event evening, all drawings and information material were made available on the Fingal Consult website. All interested parties could make a submission between 21<sup>st</sup> November 2019 and 19<sup>th</sup> December 2019 through that portal, by email or by post.

## 3. Submissions Received

### 3.1. List of Received Submissions

In total, 15 no. submission were received through the various permitted options outlined above. These submissions are referenced in the table below and throughout the report.

**Table 3-1 - Submissions Received**

Reference No.	Submission
1	[REDACTED]
2	[REDACTED]
3	[REDACTED]
4	[REDACTED]
5	[REDACTED]
6	[REDACTED]
7	[REDACTED]
8	[REDACTED]
9	[REDACTED]
10	[REDACTED]
11	[REDACTED]
12	[REDACTED]
13	[REDACTED]
14	[REDACTED]
15	[REDACTED]

These submissions can be roughly grouped under three headings:

- Supportive Submissions
- Submissions that have common themes
- Submissions requiring individual responses

### 3.2. Supportive Submissions

In general, the majority of the submissions received were in support of the scheme with most recognising it as a welcome addition to the area. The submissions that are supportive without raising any additional issues being raised are listed in the table below.

**Table 3-2 – Supportive Submissions with no Caveats**

Reference No.	Submission
2	[REDACTED]
9	[REDACTED]

### 3.3. Submissions that have common themes

The most common themes and sub-themes raised in submissions are outlined in the table below with responses to each following.

**Table 3-3 – Common Themes across Submissions**

Theme	Submission Reference
1. Removal of Trees <ul style="list-style-type: none"> <li>• Objection to removal of trees</li> <li>• Lack of information regarding number/type etc.</li> </ul>	6, 10, 14
2. Segregation <ul style="list-style-type: none"> <li>• Segregation between cyclists and vehicles</li> <li>• Segregation between cyclists and pedestrians</li> <li>• Segregation at junctions</li> <li>• Use of guardrails</li> </ul>	1, 4, 7, 8, 10, 11, 15
3. Detailed Design Issues <ul style="list-style-type: none"> <li>• Design for visually impaired users</li> <li>• Public lighting</li> <li>• Drainage</li> <li>• Overlay</li> </ul>	10, 13
4. Overall Cycle Network <ul style="list-style-type: none"> <li>• Linking to specific areas</li> <li>• Location of scheme</li> </ul>	5, 12

### 3.3.1. Theme 1 – Removal of Trees

In order to facilitate the provision of cycle tracks and footpaths throughout the scheme, the existing grass verge and trees along the majority of Harry Reynolds Road must be removed due to lack of available space in most areas.

Where space is available such as on the northern side of Harry Reynolds Road for the section running east-west from Moylaragh to the Drogheda Street junction, the existing verge and footpath on the southern side has been maintained to limit the removal of trees.

A detailed tree survey was carried out by a qualified arborist identifying each tree type and value with recommendations for removal where necessary. The majority of trees to be removed have been identified of being of poor quality.

In total, 166 distinct trees are planned to be removed along Harry Reynolds Road along with 180m<sup>2</sup> of ground cover adjacent to the Dublin Street roundabout and 260m<sup>2</sup> of ground cover vegetation along Hamilton Road.

To mitigate this loss of trees, it is proposed to plant 225 new trees in various areas in the vicinity of the Harry Reynolds Road including at Moylaragh, Ashfield and Millpond Park. In addition, 347 linear metres of native hedgerow will be planted in similar areas. The net result of the project will, therefore, be an increase in trees and hedgerow in the area of the scheme.

### 3.3.2. Theme 2 – Segregation

The proposed design of the scheme includes for raised adjacent cycle tracks along the majority of the scheme. This includes kerbs between the road carriageway and cycle track and the cycle track and the footpath with height differences between all, ensuring segregation between each mode is maintained by level and visual differences.

Shared spaces between cyclists and pedestrians are required at a number of locations but these have been minimised as far as practical. In general, these shared areas are confined to around roundabouts in accordance with Section 4.8.4 of the National Cycle Manual (NCM). The use of shared spaces is required in these locations to allow all users to access the zebra crossings at each arm and will be a self-regulating environment.



There are two existing roundabouts on Harry Reynolds Road which are proposed to be converted to fully segregated roundabouts as per Section 4.8.4 of the NCM. This allows cyclists to remain completely segregated from traffic at these junctions while allowing for both cycle and pedestrian priority at the proposed zebra crossings at each arm. The existing roundabout on the Dublin Road is proposed to be partly converted with new zebra crossings on both the northern and southern arm approaches and toucan crossings proposed on the eastern and western arms. This allows for safe crossing points at all arms of the junction while catering for the strategic nature of this junction, particularly given the predicted traffic patterns on Hamilton Road once the link through Castlelands to the R127 is completed in the future.

Additional segregation is proposed at the existing signalised junction at Harry Reynolds Road and Chapel Street with raised islands proposed to segregate the cycle tracks from vehicular lanes on Harry Reynolds Road. This will ensure that cyclists have a physical protection measure up to the existing junction. In addition, cycle signals are proposed to be added to the junction. It is envisaged at this stage that this may facilitate the introduction of a cycle priority signal but the exact details of signal sequencing will be determined at detailed design stage.

In general, the scheme has been designed in accordance with the principles contained in the National Cycle Manual and Design Manual for Urban Roads and Streets (DMURS) which recommend that guardrails are not used at junctions due to the likelihood of pedestrians using unsafe routes to avoid them. As a result, guardrails are not proposed as part of the scheme.

### 3.3.3. Theme 3 – Detailed Design Issues

New footpaths are proposed along both sides of Harry Reynolds Road as part of the scheme, including at locations where none currently exist. As part of this design, current national guidance for accessibility will be adhered to including the use of tactile paving etc. as per that guidance.

Public lighting for the scheme will be addressed as part of the detail design of the scheme. At this stage, it is anticipated that the existing lighting columns will be relocated to the back of the proposed new footpaths where required and new LED heads installed throughout.

The proposed drainage will be subject to detailed design but in general it is anticipated that the existing gullies along the carriageway will be relocated to the edge of the new kerblines while additional runoff from the removal of existing verges will be catered for by use of a SuDS compliant solution such as the use of permeable paving in the cycle track.

The extent of the overlay required throughout the scheme will be determined during the detailed design stage.

### 3.3.4. Theme 4 – Overall Cycle Network

The proposed scheme is limited to the provision of facilities on Hamilton Road and Harry Reynolds Road only. This is identified as one of the primary cycle routes in Balbriggan as per the Greater Dublin Area Cycle Network Plan.

The location of the Harry Reynolds Road is well removed from the coast and is therefore, not at risk of coastal flooding or erosion.

## 3.4. Submissions requiring individual response

A number of submissions required an individual response owing to the detailed nature of the issues raised. These are outlined below.

### 3.4.1. Dublin Cycling Campaign (DCC)

#### 3.4.1.1. Speed Limits

*"We note that the proposed route will link various community facilities, and we suggest to Fingal CC that with this new progressive design and carriageway narrowing, the speed limits along and close to these routes need to be reviewed, in particular the 60kph limit on the section of road between the R132/Dublin St roundabout and the Castlelands roundabout. Due to the density of housing estates that the route passes through, strong consideration should be made of introducing a 30kph speed limit on certain sections."*

#### **Response:**

The 60 km/h speed limit currently in place along a section of Harry Reynolds Road is to be reduced to 50 km/h as part of this scheme. Given the place and movement function of the road a 50 km/h is considered appropriate, however, a number of speed reduction measures are also proposed along the route.

### 3.4.1.2. Shared Space Design

*"The proposed designs incorporate significant levels of shared space (pedestrians and cyclists) design at a variety of locations and especially at junctions. This is not acceptable in the context of this urban scheme. The National Cycle Manual (cyclemanual.ie) is quite clear on the use of shared space and states as follows in Section 1.9.3: Shared facilities are disliked by both pedestrians and cyclists and result in reduced Quality of Service for both modes. With the exception of purpose-designed shared streets, shared facilities should be avoided in urban areas as far as possible."*

*We urge the designers to revisit all of the areas in which shared spaces are currently proposed and either (i) justify the choice of using shared design (against the Cycle Manual guidance) or (ii) raise the quality of the design to meet the standards required. Additionally, there are particular problems with cycle-tracks leading directly to crossing points at which pedestrians (and cyclists) will be waiting. See for example the location of the new toucan crossing on Drawing #105."*

#### **Response:**

The use of shared space between pedestrians and cyclists has been limited as far as practical but is necessary at a number of locations, primarily at the fully segregated roundabouts. The use of shared space at these locations is in accordance with Section 4.8.4 of the National Cycle Manual.

In the case of the full segregated roundabouts, the use of shared spaces are necessary to allow all users to freely access the zebra crossings of the roundabouts arms. It is noted that less confident cyclists are more likely to benefit by being fully segregated from vehicular traffic at these junctions.

The use of shared spaces at the toucan crossing points as outlined in the submission is to provide cyclists with a safe, controlled way to cross the road if they wish to do so. This is particularly important at locations such as these where there is large residential areas on either side of the road and 1 way cycle tracks. The exact details of this arrangement may be revised during the detailed design process.

### 3.4.1.3. Roundabouts

*"Dublin Cycling Campaign does not consider roundabouts in general to be conducive to supporting increased cycling use. Cyclists do not like them as they tend to divert cyclists away from the main traffic flow, and in the case of the designs on this project, diverting them through a slow crossing processes for each arm of the junction while mixing with pedestrians - and, in particular, when making a right turn. We urge the consideration of replacing the existing roundabouts with standard junctions, where motor vehicles must stop and give way, and cyclists and pedestrians can be given easier priority movements. In particular the Castlelands roundabout, which is not technically part of this scheme, but is close to a number of schools and colleges, and was designed to encourage fast motor entry, should be included, and redesigned."*

#### **Response:**

The proposed roundabouts are designed in accordance with Section 4.8.4 of the National Cycle Manual and are considered to be an appropriate form of junction at this location. The full segregation from vehicular traffic is a benefit to less confident cyclists and the use of zebra crossings gives priority to pedestrians and cyclists allowing for less delay for those modes, particularly when compared to the delay that would be experienced at traffic signals. In general, the design includes for reduced vehicle speeds, narrower carriageway widths, tighter turning radii and more perpendicular entries to the circulating carriageway which all result in lower vehicle speeds and greater driver awareness.

The roundabout at Castlelands does not form part of this scheme and no modifications are proposed as a result.

### 3.4.1.4. Bus Stops

*"We are unclear as to the frequency of buses along this proposed route but, where possible and where sufficient space is available, bus stops should be designed in line with best practice 'Island Bus Stop Design' to reduce conflict between pedestrians/bus users and cyclists. There are too many cases in which off-road cycle tracks will lead cyclists directly towards the places in which bus users will be waiting for the buses."*

#### **Response:**

Bus stops throughout the scheme are designed in accordance with Section 5.1.5.1 of the National Cycle Manual. This is considered to be appropriate in this area due to the low frequency of buses and minimises the interaction between cyclists and vehicles. The low frequency of buses means that conflicts with pedestrians will also be minimised. Island bus stop types are not feasible along this route due to the lack of available space.

### 3.4.1.5. Zebra Crossings

*"We are delighted to see the proposals include a number of zebra crossings, at various locations, which will give priority to pedestrians over motor traffic. The use of zebra crossings was discontinued in many areas over recent*

years, but potentially have a very important role in improving the safety of vulnerable road users, and in reversing the priority given to motor traffic over pedestrians. We would hope that these zebra crossings will also be legally accessible for use by cyclists?"

**Response:**

As per current legislation, zebra crossings are accessible to cyclists if they dismount in order to cross.

#### 3.4.1.6. Carriageway Widths

*"We note the variety of main carriageway widths proposed for this scheme, many of them reduced from existing widths. Where possible, we suggest that Fingal CC consider a standard carriageway width of 6.0 metres, particularly on this proposed scheme which runs through and close by a number of high density housing estates. Reducing the carriageway widths will enable greater space to be given to the proposed improvements in walking and cycling facilities."*

**Response:**

In general, the carriageway widths have been reduced to a minimum of 6.5m throughout the majority of the scheme with a 6m carriageway utilised on a short section near Moylaragh. Given the movement and place function of this road, these widths are considered to be an appropriate minimum.

#### 3.4.1.7. Flashing Amber Priority

*"We note the proposal for flashing amber priority for cyclists at the Chapel St/Harry St and are delighted to see this option, but would request specific information on how it is proposed to operate?"*

**Response:**

The exact operation of this proposal will be developed as part of the detailed design in conjunction with Fingal County Council's Traffic and Operations departments.

#### 3.4.1.8. Hampton Woods Junction (Drawing #103)

*"The discontinuation of the 2 way cycle facility across the Hampton Woods Junction is not acceptable. The route should be clearly marked through this minor junction."*

**Response:**

The proposals along the northern section of Harry Reynolds Road, including in the vicinity of Hampton Woods have been revised to include 1-way cycle tracks on both sides of the road instead of the 2-way cycle track previously proposed. Cyclists will, therefore, cross this junction on road as per all other locations with side roads along the scheme.

#### 3.4.1.9. Harry Reynolds/Drogheda St Junction (Drawing #104)

*"While the proposals shown are an improvement at this junction, they are not of the required standard and make it extremely difficult for cyclists to negotiate any form of right turn or awkward movement. We are unhappy with the level of shared space at this junction. As shown, this will lead to too many conflicts with pedestrians. The designs here need a complete rethink. Additionally, we are disappointed that some of the proposals shown on the drawing are unclear and are not shown on the legend, making it difficult to fully understand what it proposed. We suggest the consideration of a raised table at this junction, and also clear cycling and walking links to St Molaga's school to the east of Drogheda St."*

**Response:**

The proposed scheme includes for new shared spaces and toucan crossings around this junction which it is intended that pedestrians and cyclists would utilise. This is to allow tying into the existing off road 2-way cycle track on the western side of the R132 and the existing 2-way cycle track linking to St. Mologas School on the eastern side. Cyclists travelling north or south on the R132 will continue along the existing 2-way track which eliminates the need for right turn movements with traffic as toucan crossings are available on all arms.

#### 3.4.1.10. Harry Reynolds Road and Chapel & Westbrook Housing Estates

*"We are disappointed that the opportunity to improve permeability between these housing estates and the Harry Reynold's Road, has not been availed of on this scheme. With the improvements proposed in the cycling and walking infrastructure, the potential to break through the forbidding walls into these estates to enable easier access on foot or by bicycle to the new infrastructure should be availed of."*

**Response:**

Permeability between housing estates in the area will be investigated by Fingal County Council as part of another scheme.

**3.4.1.11. Toucan Crossing Location close to Chapel Avenue exit**

*"We generally welcome the increase in toucan crossings proposed but question the decision on the proposed location of this toucan crossing close to Chapel Avenue."*

**Response:**

The toucan crossing at this location has been situated to best serve the adjacent residential areas and to allow pedestrians and cyclists to easily travel between these areas.

**3.4.1.12. Toucan Crossing at Cemetery**

*"This toucan crossing could be better aligned with the existing access pathways"*

**Response:**

The exact location of the toucan crossing at this location will be determined as part of the detailed design depending on utility locations etc. The crossing will remain perpendicular to the road to limit the crossing distance.

**3.4.1.13. Dublin Street/R132 Junction (Drawing #109)**

*"We are very unhappy with the overall redesign of this junction. The roundabout remains as a high speed motorised environment with two entry lanes on two of the arms, and with little or no deflection between all entry arms and the circulatory area -thus encouraging high speed entries onto the roundabout. Meanwhile cyclists and pedestrians are mixed in together and are required to take long detours around the roundabout. This junction is the weakest link in the whole scheme and needs to be revisited."*

**Response:**

The existing roundabout on the Dublin Road is proposed to be partly converted with new zebra crossings on both the northern and southern arm approaches and toucan crossings proposed on the eastern and western arms. In addition, the revised geometry of these entrances and exits to the roundabout have been designed to reduce vehicle speeds. This allows for safe crossing points at all arms of the junction while catering for the strategic nature of this junction, particularly given the predicted traffic patterns on Hamilton Road once the link through Castlelands to the R127 is completed in the future.

**3.4.1.14. Castlelands Roundabout Area**

*"There are a number of educational establishments in this area other than the Bracken Educate Together school, and it is not clear how pedestrians and cyclists are provided for fully in this proposed design here. This should be clarified. We also suggest the inclusion of a further direct toucan crossing at the Bracken School entrance."*

**Response:**

The proposed scheme terminates in advance of the Castlelands roundabout and ties into existing facilities at that location. The proposed scheme includes for a link directly to an existing walkway beside the school's vehicular entrance that provides access to a number of schools to the south. The scheme includes 3 toucan crossing locations on Hamilton Road which provide access to the schools in this area.

**3.4.1.15. Summary**

*"Dublin Cycling Campaign / Cyclist.ie is strongly supportive of the overall aim of the scheme of improving connectivity from community and educational facilities to residential areas with better active travel infrastructure. However, as outlined above we are disappointed with certain aspects of the design and wish to see improvements in the proposed areas. Overall, we do not think that the proposed design is meeting all of the five main requirements for cycling as per the NTA Cycle Manual."*

**Response:**

The proposed scheme has been developed in consultation with the National Transport Authority and in accordance with the National Cycle Manual and gives the highest level of service possible given the constraints along the route.



### 3.4.2. Skerries Cycling Initiative (SCI)

#### Comments and issues raised:

*"The Skerries Cycling Initiative (SCI) welcomes the provision of good quality cycle tracks within the Harry Reynolds Road scheme, which are segregated both from roads AND pedestrians. Width is good. We note that the tracks convert to on-road cycle lanes when crossing side roads so that cyclists retain right-of-way, as the motor traffic does, across the junction with the side roads. This feature is lamentably missing from many Fingal cycle "tracks". We also support the concept of having a ramp at the exit of side roads into the main road, which reminds drivers that the cyclists passing in front of them have right-of way.*

*However there is one aspect of the draft Harry Reynolds Road plan that contravenes a fundamental principle of cycle provision in urban areas, namely the prevention of adults cycling in pedestrian space. In several places approaching roundabouts, the cyclist is ushered directly into space shared with pedestrians. Cyclists who wish to continue ahead through the roundabout must negotiate Toucan crossings in order to get through the roundabout and re-enter the cycle track on the far side. This is not a 21st century layout. It is vital to understand that experienced adult cyclists are unlikely to obey this layout for two reasons. First, in the interests of safety, cyclists must be kept apart from pedestrians (except in deliberately created urban shared spaces where the layout imposes powerful speed restrictions and safety measures). No commuting cyclist travelling at 30km/hr can tolerate cycling among pedestrians -who will also reject such a solution for their own safety. The second reason is that negotiating multiple toucan crossings to get through a roundabout is time consuming. The commuting cyclist will prefer to take the road route through the junction.*

*Solution to the roundabout problem on the Harry Reynolds Road: We propose dished ingress and egress junctions between the cycle tracks and the road before and after roundabouts and where required at pedestrian crossings. The dished ingress/egress points should be aligned at thirty degrees from the road alignment. Cyclists can then ride through the roundabout directly and return to the cycle track. These junctions are used on the Barnageeragh Road in Skerries and are included in Dublin's 'BusConnect' proposals where they provide for uninterrupted cycling when joining or leaving a segregated cycle path. These arrangements can be used in addition to the shared space that has been proposed, which are more appropriate to young or novice cyclists. For the adult commuting cyclists, signage must advise caution on re-entering traffic.*

*For cyclists using the shared space, signage must insist on speed reduction and giving way to pedestrians. It should be noted that the NTA approves of the "European" design for small roundabouts i.e. the approach road makes a 90 degree angle with the roundabout, greatly slowing entry into the roundabout which is more forgiving to cyclists than the Bared approach road entry which bedevils Irish roundabouts. While wishing to promote the "European" roundabout concept, we accept however that the Harry Reynolds Road layout deals mainly with pre-existing roundabouts of modest size"*

#### Response:

The proposed roundabouts are designed in accordance with Section 4.8.4 of the National Cycle Manual and are considered to be an appropriate form of junction at this location. The full segregation from vehicular traffic is a benefit to less confident cyclists and the use of zebra crossings gives priority to pedestrian and cyclists allowing for less delay for those modes, particularly when compared to the delay that would be experienced at traffic signals. In general, the design includes for raised crossings, narrower carriageway widths, tighter turning radii and more perpendicular entries to the circulating carriageway which all result in lower vehicle speeds and greater driver awareness.

The use of shared space between pedestrians and cyclists has been limited as far as practical but is necessary at a number of locations, primarily at the fully segregated roundabouts as outlined above.

The use of dished areas on approach to the junction is not considered appropriate as it may lead to unsafe movements with cyclists appearing on road in front of traffic without warning.

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