



## SHEFFIELD CITY COUNCIL Northern Community Assembly Report

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**Report of:** Director of Development Services

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**Date:** July 10 2012

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**Subject:** Petition expressing concerns over the safety of pedestrians crossing Stannington Road near the junction of Stanwood Avenue

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**Author of Report:** Andrew Kay

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**Summary:** The purpose of the report is to assist the Assembly in order to provide a reply to the petitioners

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**Reasons for Recommendations:** In summary - the available feasible options of improvement may prove of very little Road Safety benefit to pedestrians.

**Recommendations:** That the request to provide a pedestrian facility, to the west of the Stannington Road/Stanwood Avenue junction, is declined - principally on safety grounds.

The petitioners are thanked for bringing this matter to the attention of the Council.

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**Background Papers:** No

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**Category of Report:** OPEN

### Statutory and Council Policy Checklist

<b>Financial Implications</b>
YES
<b>Legal Implications</b>
NO
<b>Equality of Opportunity Implications</b>
NO
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human rights Implications</b>
NO
<b>Environmental and Sustainability implications</b>
NO
<b>Economic impact</b>
NO
<b>Community safety implications</b>
YES
<b>Human resources implications</b>
NO
<b>Property implications</b>
NO
<b>Area(s) affected</b>
North Community Assembly
<b>Relevant Cabinet Portfolio Leader</b>
Cllr Leigh Bramall
<b>Relevant Scrutiny Committee if decision called in</b>
Cabinet Highways Committee
<b>Is the item a matter which is reserved for approval by the City Council?</b>
Yes
<b>Press release</b>
NO

## **REPORT TO THE NORTHERN COMMUNITY ASSEMBLY**

### **1.0 SUMMARY**

- 1.1 To respond to petitioners requesting provision of a pedestrian crossing on Stannington Road near Stanwood Avenue.

### **2.0 WHAT DOES THIS MEAN FOR PEOPLE WITHIN THE NORTHERN COMMUNITY ASSEMBLY AREA**

- 2.1 If an option to promote measures is adopted by the Community Assembly the process involved in consulting on the proposal supports the 'A Great Place to Live' objectives of communities having a greater voice and more control over services which are focussed on the needs of individual customers. Our open, honest and transparent way of working with local residents has increased confidence in the consultation processes.

### **3.0 OUTCOME AND SUSTAINABILITY**

- 3.1 Implementation of a pedestrian crossing would have an implication for future maintenance costs. Provision of such a facility would assist pedestrians crossing Stannington Road. However provision of a crossing would eliminate the possibility of legitimate on-street parking outside the shops and would necessitate relocating a bus stop.
- 3.2 If the Community Assembly decides to take no action there will be no outcomes to report.

### **4.0 REPORT**

- 4.1 A petition, containing 831 signatures was received by the Cabinet Highways Committee at its meeting on March 2 2011. Subsequently the petition was referred to the Northern Community Assembly.

A covering letter, written by the lead petitioner, explained the motives behind the petition:

*" We the undersigned wish to support a move to have a pedestrian crossing installed to help all people being :- School children/senior citizens/partially sighted or blind persons/infirm or disabled/anyone with special needs and the public in general.*

*This crossing to be installed near to the bus stop on Stannington Road at the junction with Stanwood Avenue.*

*The action is instigated as results of several accidents at this*

*spot, most of which may not have been reported to the necessary authorities.*

*We hope action will be achieved before there is a fatality.”*

- 4.2 Stannington Road is classified as B6076. The speed limit is 30 mph and the road is a major bus route used by service buses and school buses (e.g. to and from Bradfield School). The road width, near the Stanwood Avenue junction, is 7.6 metres.
- 4.3 There is a long standing build out, on Stannington Road, a few metres east of Stanwood Avenue. The build out reduces road width by one metre. The tendency is for more pedestrians to use this facility in the morning peak period. The facility is convenient for residents of the south side of Stannington Road heading for the inbound bus stop. However, for some, the build out is not on the direct route for journeys to the shops or the outbound bus stop. Generally, in these instances, the build out is not used.



The existing build out – the inbound bus stop can also be seen

- 4.4 Appendix B includes details of indicative pedestrian counts. Appendix C is a speed survey.
- 4.5 During observation on site a number of pedestrian routes were evident: The build out tended to be used by pedestrians walking on the east side of Stanwood Avenue or to get to and from the inbound bus stop. Some residents crossed into the mouth of the junction. These pedestrians tended to use the footpath (between Rivelin Park Crescent and Stannington Road) and were making journeys to and from the shops.

To the west, of the Stanwood Avenue junction, the shops and the outbound bus stop were generators of crossing activity. After getting off the bus a number of locals chose to cross the main road near the bus stop. In addition to the “made” footpath shown on the plan there are two unmade footpath links between Rivelin Park Crescent and the area near the outbound bus stop. These paths are used by local residents.

There are frequent opportunities to cross Stannington Road and the gap times, between approaching vehicles, can be considerable. The vast majority of pedestrians observed were able to cross the carriageway within a minute of reaching the kerb.

- 4.6 In the five years up to February 29<sup>th</sup> 2012 one pedestrian injury incident is recorded in police accident records. An 85 year old pedestrian was seriously injured while crossing Stannington Road, to the west of Stanwood Avenue, in January 2007.
- 4.7 The Council and Members have considered this location before. Officers engaged in feasibility work related to the provision of a Zebra Crossing at the Stannington Road/Stanwood Avenue junction. Subsequently, Members of the North and West Planning and Highways Area Board received a report titled “Abandonment of a Possible Zebra Crossing Scheme on Stannington Road” (29 July 2003).

The following paragraphs (in italics) are taken from that report. The layout, on this stretch of Stannington Road is little changed since 2003.

*“When feasibility work commenced, design colleagues reported that there were problems with inadequate visibility (the junction of Stanwood Avenue is located on a bend on Stannington Road). To address this it would be necessary to relocate two bus stops and even then, this would not wholly resolve the problem. (For the same reason, it would not be possible to locate a pedestrian refuge at this location).*

*For this reason, the decision was taken to abandon the scheme on the grounds it was not feasible to construct a safe facility. In coming to this decision the following factors were taken into consideration:*

- *The number of pedestrians crossing Stannington Road, at this junction, is relatively low.*
- *In the last ten years there have been only two pedestrian injury accidents at this location, both of which were “slight”*
- *There is an existing uncontrolled crossing facility, in the*

*form of build outs, on the north east side of the junction.*

- *A pedestrian crossing scheme involving the provision of speed cushions/humps and a raised Zebra Crossing is to be installed approximately 300 metres away on Stannington Road. It is scheduled to be built in Autumn 2003.*
- *The traffic calming measures associated with this latter scheme will also have the effect of improving the crossing opportunities at the existing build outs.*

## **5.0 ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 The layout is little changed since engineers reviewed this location in 2003. Because visibility is restricted by the bend it is not feasible to construct a safe pedestrian facility to the west of the Stanwood Avenue junction.



The bend restricts road user intervisibility

- 5.2 Even if the area in front of the shops was judged an appropriate location for a crossing, customer parking and space for loading and deliveries would be removed as all on street parking, in front of the shops, would be unavailable. Relocation of the outbound bus stop would be necessary and this will, by degree, alter pedestrian desire lines which, in turn, may diminish the attractiveness of incorporating a crossing into a walking route. It is likely that some residents would express disapproval if a bus stop was sited outside their house.





Currently on street parking is available in front of the Post Office and number 302

- 5.3 It may be feasible to locate a Zebra Crossing, in conjunction with speed cushions, on the eastern side of the Stanwood Avenue junction. Such a facility would supercede the existing build out. Nonetheless it is doubtful that all pedestrians would be drawn to the crossing and some may continue to cross Stannington Road using direct routes. The necessary relocation of the in bound bus stop would in its self contribute to an alteration to customary pedestrian desire lines. Taking everything into account the commensurate safety gain, in replacing the existing build out, would be minimal. The estimated cost of providing a Zebra Crossing, with traffic calming features would be in excess of £80,000.
- 5.4 Doing nothing is an option. The situation will remain as it is.
- 5.5 This section of Stannington Road could be subject to a traffic calming scheme – possibly a series of cushions. Such a scheme would not be of direct help to pedestrians crossing the road. The effect would be a reduction in vehicle speeds but, again, the overall safety improvement may be minimal.

From a traffic management view point the deterrent effect of providing traffic calming measures on a B road may be viewed as a negative. Drivers may well seek other inappropriate routes thereby creating additional road safety problems.

It is difficult to provide a precise cost estimate for such a traffic calming scheme without detailed design work taking place. However an indicative estimate may be in excess of £65,000.

- 5.6 Forge Valley students, on bus and walking journeys, do have the option of using the Zebra Crossing at the Stannington Road/Barlow Road. In comparison with the walking route (which takes in Stanwood Avenue) the difference in distance is fifty metres.

Very few Forge Valley students live in the area south west of Stanwood Avenue. Most of the children witnessed crossing the road, in front of the shops, on the mornings of 20<sup>th</sup> and 21<sup>st</sup> February 2012 did so after alighting an outbound bus (N.B. 31 children did this on 21<sup>st</sup> Feb). These Forge Valley students *choose* to take an indirect route (i.e. remaining on the outbound bus) in order to pay a visit to the shops.

5.7 Financial Implications

Any scheme would be funded from the Northern Community Assembly's financial allocation.

5.8 Legal Implications

The Council has a statutory duty to promote road safety and to ensure that any measures it promotes and implements are reasonably safe for all road users. In reaching decisions of this nature must clearly take into account any road safety issues that may arise and follow the relevant legislation and guidance. Providing that it does so, it is acting lawfully, as it is doing in this case.

5.9 Equality of Opportunity Implications

Provision of a crossing would be of universal positive benefit to all local pedestrians regardless of age, sex, race, faith, disability, sexuality etc. However there will be particular positive benefit to less able pedestrians such as the elderly, disabled, young children (and their carers) etc. No negative equality impacts have been identified.

5.10 Human Resource implications

No significant implications are identified

5.11 Environmental and Sustainability Implications

Implementation of a pedestrian crossing will reduce the availability of on street parking. A similar outcome may arise with the implementation of a traffic calming scheme. Loss of on street parking is likely to provoke objections from residents and shopkeepers.



## **6.0 REASONS FOR RECOMMENDATIONS**

- 6.1 A number of observations have been made at the Stannington Road/Stanwood Avenue junction and the petitioners' concern, for pedestrians crossing the main road near the shops, is understandable. Unfortunately the more pertinent measures of assistance for pedestrians (i.e crossings, pedestrian refuge) are not safe options for this location. Provision of a specific facility explicitly encouraging a crossing movement in an area of restricted intervisibility is unsound. This was the conclusion of engineers in 2003 and the basic layout is little changed. The existing build out, to the east of the Stanwood Avenue junction, is probably the optimum Road Safety feature.
- 6.2 Aside from any safety considerations it is unlikely, in any event, that a scheme would be funded from mainstream Council budgets. Throughout the city there are a number of locations where pedestrians cross in greater numbers and that have more imposing accident history.
- 6.3 A traffic calming scheme may have the effect of reducing vehicle speeds by degree but it would be of no direct assistance to pedestrians crossing Stannington Road. Traffic calming features would have a permanent effect on vehicle speeds on a B road. Any deterrent effect may lead drivers to take alternative, inappropriate routes. From a Traffic Management standpoint the B6086 is an appropriate route for commuter traffic and discouraging this route to any great extent may be inadvisable.
- 6.4 Overall pedestrian numbers are relatively low at this junction. It is appreciated that the existing build out is not direct for all pedestrian journeys but this facility is available for those who value safety over convenience. The build out is pertinent for walking journeys to and from Forge Valley School (opened in September 2011) and for those wishing to wait for the bus at the inbound stop. Forge Valley students are also able to use the Zebra Crossing at the Stannington Road/Barlow Road junction rather than walk Stanwood Avenue. The difference in the distance between these two walking journeys is slightly less than fifty metres. However relatively few Forge Valley students live south west of the Stanwood Avenue junction and subsequently there are very few genuine walking journeys. In the morning period large numbers of students crossing Stannington Road have chosen to travel further on the outbound buses in order to pay a visit to the shops. This is not a direct school journey.

All things considered a commitment of resources to any of the feasible options described may yield little dividend in terms of overall pedestrian safety at this location.

## **7.0 RECOMMENDATIONS**

- 7.1 That the request to provide a pedestrian facility, to the west of the Stannington Road/Stanwood Avenue junction, is declined - principally on safety grounds.
- 7.2 The petitioners are thanked for bringing their understandable concern to the attention of the Council.

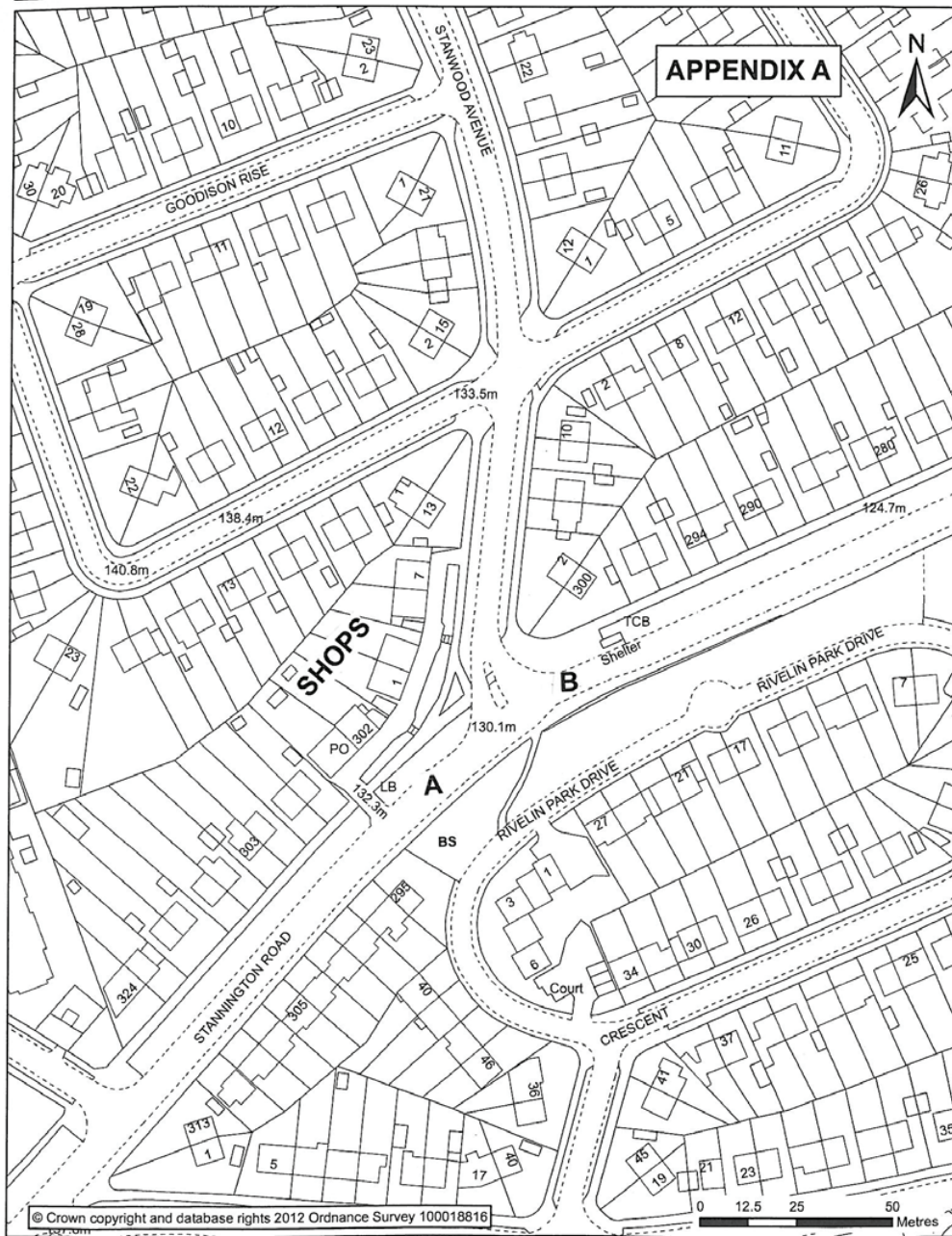


Highway Records  
Development Services  
Howden House  
Union Street  
Sheffield  
S1 2SH

**Location:**  
**Stanwood Avenue/Stannington Road**

Date: 17 January 2012

Scale: 1:1,250



**APPENDIX B - Pedestrians crossing Stannington Road**

Point A relates to pedestrians crossing in the area in front of the shops and the outbound bus stop

Point B relates to the area at the mouth of the junction and at the build out near the in bound bus stop.

Vehicle counts (at Point B) were recorded simultaneously

January 31st (School Day) Cold, overcast otherwise fine.

	Northbound pedestrians		Traffic
	Point A	Point B	Westbound
12.01 -13.00	9 adults 1 accompanied child	3 adults	215

	Southbound pedestrians		Traffic
	Point A	Point B	Eastbound
12.01-13.00	2 adults	3 adults	196

February 1st 2012 (School day) A cold and clear day.

	Northbound pedestrians		Traffic
	Point A	Point B	Westbound
14.31-15.00	5 adults	2 adults	125
15.01-16.00	10 adults 3 unaccompanied children	8 adults	274

	Southbound pedestrians		Traffic
	Point A	Point B	Eastbound
14.31-15.00	4 adults	0	98
15.00-16.00	6 adults 2 unaccompanied children	7 adults 2 unaccompanied children	225

February 2nd 2012 (School day) A cold and clear day.

Northbound pedestrians			Traffic
	Point A	Point B	Westbound
15.01- 16.00	7 adults 1 accompanied child 7 unaccompanied children	14 adults 5 accompanied children 1 unaccompanied child	255

Southbound pedestrians			Traffic
	Point A	Point B	Eastbound
15.01- 16.00	5 adults 1 accompanied child 10 unaccompanied children	3 adults 1 accompanied child 2 unaccompanied children	205

February 3 2012 (School day – but not for Forge Valley students) A cold clear day.

Northbound pedestrians			Traffic
	Point A	Point B	Westbound
07.46 – 08.00	3 adults	2 adults 1 accompanied child	36
08.01 - 09.00	4 adults 3 unaccompanied children	12 adults 4 accompanied children 3 unaccompanied children	139
16.21 - 17.20	8 Adults 10 unaccompanied children	7 adults 1 unaccompanied child	337

Southbound pedestrians			Traffic
	Point A	Point B	Eastbound
07.46 – 08.00	0	1 unaccompanied child	76
08.01 - 09.00	6 adults	1 adult 1 unaccompanied child	263
16.21 – 17.20	5 adults 1 accompanied child	2 adults	221

February 14 2012 (Non school day) A clear day.

Northbound pedestrians			Traffic
	Point A	Point B	Westbound
08.16 - 09.15	3 adults	4 adults	132
16.31 - 17.30	8 adults 3 unaccompanied children	5 adults 4 unaccompanied children	315

Southbound pedestrians			Traffic
	Point A	Point B	Eastbound
08.16 - 09.15	1 adult	3 adults	206
16.31 - 17.30	5 adults 1 accompanied child 5 unaccompanied children	0	208

February 20 2012 (School day) A cold clear day.

Northbound pedestrians			Traffic
	Point A	Point B	Westbound
08.01 - 09.00	10 adults 3 accompanied children 16 unaccompanied children	11 adults 4 accompanied children 5 unaccompanied children	151
14.46 - 16.00	16 adults 4 Unaccompanied children	4 adults 2 accompanied children 5 unaccompanied children	361

Southbound pedestrians			Traffic
	Point A	Point B	Eastbound
08.01 - 09.00	6 adults	1 adult	250
14.46 - 16.00	9 adults 1 accompanied child !3 unaccompanied children	2 adults 3 accompanied children 4 unaccompanied children	288



February 21 2012 (School day) A cold clear day.

	Northbound pedestrians		Traffic
	Point A	Point B	Westbound
07.46 - 08.45	39 unaccompanied children	7 adults 3 accompanied children	148

	Southbound pedestrians		Traffic
	Point A	Point B	Eastbound
07.46 - 08.45	4 adults	2 adults	214

NB In the above tables all the unaccompanied children appeared to be of secondary school age.

## **Development Services**

Director: L Sturch, MRTPI  
Howden House · 1 Union Street · Sheffield · S1 2SH  
Fax: (0114) 273 6358

Officer: Mr S Ashton  
Our Ref: TE/3 – PET/F/T334295/SA

Tel: (0114) 273 6166  
Date: 10<sup>th</sup> March 2011

Mr Burgin  
7 Stanwood Avenue  
Sheffield  
S6 5HX

Dear Mr Burgin,

### **Petition – Request for Pedestrian Crossing – Stannington Road/Stanwood Avenue**

I refer to the recent petition and letter dated 2<sup>nd</sup> March 2011 concerning the above.

I am investigating the matters raised in the petition which will include a site visit, analysis of the traffic speeds/volumes, and an investigation into the reported injury accidents records.

As part of this process I think it might be useful to meet yourself at Stannington Road to discuss the matters raised in the petition.

Therefore I would be grateful if you could let me know an appropriate day and time when we could meet on site. I can be contacted on telephone on 0141 2736166 or by email at [steven.ashton2@sheffield.gov.uk](mailto:steven.ashton2@sheffield.gov.uk).

Kind Regards

Road Safety Engineer  
Transport and Highways Division

Large print versions of this letter are available  
by telephoning (0114) 273 5907



Date	Time	C1/1-10		C3/16-20		C4/21-25		C5/26-30		C6/31-35		C7/36-40		C8/41-45		C9/46-50		C10/51-55		C11/56-60		C12/61-65		C13/66-99		TOTAL	AVERAGE M.P.H.	% EXCEEDING 30 M.P.H.	85TH %ILE SPEED
		SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED				
26/01/2012	00:00:00	0	0	0	0	2	3	5	5	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	17	34	71	39	
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Statistic.		38	175	331	529	1034	944	310	66	14	2	1	0	0	0	0	0	0	0	0	0	0	0	3444	28	39	34		

Date	Time	STANNINGTON ROAD SITE - AT LIGHTING COLUMN 40 METRES MALIN BRIDGE SIDE OF STANWOOD ROAD ADJACENT TO HOUSE NO.301										SPEEDS OF VEHICLES TRAVELLING TOWARDS MALIN BRIDGE DIRECTION (TOWARDS RADAR UNIT) FOR THURSDAY 26TH JANUARY 201										TOTAL	AVERAGE M.P.H.	% EXCEEDING 30 M.P.H.	85TH %ILE SPEED			
		C1/1-10	C2/11-15	C3/16-20	C4/21-25	C5/26-30	C6/31-35	C7/36-40	C8/41-45	C9/46-50	C10/51-55	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED	SPEED							
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	11:00:00	0	4	14	32	76	45	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	181	28	30	33		
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	17:00:00	0	1	3	36	73	40	10	1	1	1	0	0	0	0	0	0	0	0	0	0	0	165	29	32	33		
	18:00:00	0	0	5	60	62	24	9	0	0	0	0	0	0	0	0	0	0	0	0	0	0	160	27	21	32		
	19:00:00	0	1	13	40	77	24	5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	160	27	18	32		
	20:00:00	0	1	6	28	54	44	4	2	1	0	0	0	0	0	0	0	0	0	0	0	0	140	29	36	33		
	21:00:00	0	1	2	17	44	39	13	3	0	0	0	0	0	0	0	0	0	0	0	0	0	119	30	46	35		
	22:00:00	0	0	3	11	23	33	5	4	0	0	0	0	0	0	0	0	0	0	0	0	0	79	30	53	34		
	23:00:00	0	0	0	13	26	16	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	62	30	37	34		
	24:00:00	0	0	1	3	10	15	6	1	1	0	0	0	0	0	0	0	0	0	0	0	0	37	32	62	37		
Statistic.		1	27	130	518	1037	686	183	29	7	0	0	0	0	0	0	0	0	0	0	0	0	2618	29	35	33		

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