

Subject:	Church Road, South Portslade – Pedestrian Crossing		
Date of Meeting:	25th November 2014		
Report of:	Executive Director Environment Development & Housing		
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Ward(s) affected:	South Portslade		

FOR GENERAL RELEASE**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 Following the meeting on 7th October 2014, Committee requested a further report that specifically sets out the physical, legal and financial implications of introducing a formal pedestrian crossing facility in Church Road, south Portslade just north of the junction with North Street.
- 1.2 Parents and local residents in the South Portslade area have previously submitted a Deputation (October 2013) and a formal petition (December 2013) to this Committee seeking action on the provision of measures to overcome traffic and road safety concerns and specifically requesting the implementation of a formal pedestrian crossing facility in Church Road.
- 1.3 This report summarises the results of the additional surveys, analysis and public consultation carried out by officers and seeks the Committee's decision on the action to be taken in order to overcome the concerns of parents and residents using Church Road, South Portslade.

2. RECOMMENDATIONS:

- 2.1 That the Environment, Transport & Sustainability Committee considers the physical, legal and financial implications of introducing a formal pedestrian crossing facility in the location identified and that the Committee decides:

EITHER

- (i) to proceed with a consultation and design process as set out at paragraph 3.18 and 3.19 of the report to explore options which would enable inclusion of a formal pedestrian crossing facility in the location identified near to North Street **OR**
- (ii) to give approval to the inclusion of a formal pedestrian crossing in the section of Church Road, south of St Michael's Road in the Council's

Priority listing for 2014/15 where the City Council's adopted assessment criteria indicates that a crossing is justified as set out at paragraph 4.11 of the report.

- 2.2 That the Environment, Transport & Sustainability Committee approves the interim provision of a School Crossing Patrol in the section of Church Road between St Michael's Road and St Peter's Road, subject to appropriate Health & Safety at Work requirements being met.
- 2.3 That the Environment, Transport & Sustainability Committee approves the implementation of associated traffic signs, road markings and road surface materials necessary to support the interim School Crossing Patrol facility.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 Engineering measures to improve the quality and safety of walking routes to St Peter's Community Primary School in South Portslade were introduced in 2011/12, as part of the Council's Safe Routes to Schools Programme.
- 3.2 Those measures were identified following the evaluation of road casualty data for the South Portslade area and resulted in the creation of a series of central pedestrian refuges in Church Road, road marking improvements and dropped kerbs at several junctions on surrounding residential streets, to make it easier for pedestrians to walk to the primary school from the surrounding community.
- 3.3 An assessment of the location identified was undertaken using the Council's approved pedestrian crossing methodology, which determined that there was insufficient pedestrian crossing activity to support the request for a formal crossing facility, near the junction with North Street.
- 3.4 In addition, in 2011, a trial 20mph speed limit was introduced in Church Road, South Portslade and this remains in place throughout the section of Church Road being assessed. Speed surveys undertaken in May 2014 indicate average traffic speeds of 26mph northbound and 24mph southbound. Further enforcement of the 20mph speed limit and improvements to road markings and traffic signs were undertaken.
- 3.5 In June 2013, a further pedestrian crossing survey was undertaken in the section of Church Road north of its junction with North Street and the Council's approved assessment process was used to evaluate the demand for a crossing and to determine the justification for its consideration within the list of priority crossings. The results of that assessment showed that a formal crossing facility could not be supported at that time.
- 3.6 In July 2013, a further survey of school-time only pedestrian crossing activity was carried out in the same section of Church Road, north of its junction with North Street, to determine whether a School Crossing Patrol site could be established for operation during school assembly and dispersal times. The results of that survey indicated that there was insufficient pedestrian crossing activity to support a School Crossing Patrol facility at that location at that time.

- 3.7 In October 2013, a Deputation from parents and residents was accepted at the Environment, Sustainability & Transport (ETS) Committee and a response from Chair was reported. In December 2013, a Petition from parents and residents containing over 800 signatures was accepted by the Chair of ETS Committee and a response from the Chair was reported.
- 3.8 Between January and April 2014 a series of meetings were held between officers and local residents and parents, some of which were attended by the Chair of the ETS Committee and some by local elected Members, during which further views and concerns of parents and residents about the safety of crossing Church Road, South Portslade were noted by officers.

Further Crossing Surveys and Site Assessments

- 3.9 In May 2014, a further pedestrian crossing survey and crossing assessment was undertaken covering the entire section of Church Road between St Andrews Road and North Street. This survey indicated that the number of pedestrians crossing in the 100m section of road between an existing pedestrian refuge sited immediately north of St Andrew's Road and the junction with St Michael's Road was high enough to justify further assessment and consideration of a formal crossing facility.
- 3.10 An outline design for a formal crossing facility was prepared to determine whether a location could be found that met the minimum technical criteria for a Zebra Crossing facility. One site, located between St Nicolas Road and Church Street, was found that could potentially accommodate a crossing. This would have an impact on the vehicle access and loading requirements for the ATS Tyre Centre, located on the west side of Church Road and formal consultation would therefore be required with the operator of the tyre centre.
- 3.11 Whilst this location was welcomed by some parents and residents, not all were in favour of a formal crossing in this location when it was discussed at two public meetings held during the summer 2014. Concern was raised by some parents in reference to the limited width of footways leading to the potential crossing point on the eastern side of Church Road and about pedestrian safety conditions further south and closer to the junction with North Street, where some parents and children would prefer to cross.
- 3.12 Officers therefore undertook further detailed analysis of the survey data to determine whether a crossing could be justified further south. An outline design for a formal crossing facility was also carried out to determine whether technical criteria for a Zebra Crossing facility could be met and this was confirmed for a position outside no.37 Church Road.
- 3.13 However, within the 100m section of Church Road south of Church Street, the number of pedestrians crossing the road reduces significantly and an assessment of this section using the Council's approved assessment methodology showed that a formal crossing could not be justified. Similar issues of limited footway width also exist for pedestrians on both sides of Church Road at this location.

- 3.14 Again, not all parents and residents who attended the public meetings were supportive of a formal crossing in this location, due to the site constraints described above and continued concerns about pedestrian safety closer to the junction with North Street where some parents and children prefer to cross
- 3.15 In the 100m section immediately north of North Street, pedestrian crossing volumes recorded in May 2014 are at roughly the same levels indicated by surveys undertaken in June 2013 and insufficient to support a formal crossing facility under the current adopted assessment criteria.
- 3.16 However, some parents and residents have maintained their preference for a formal crossing facility to be located between North Street and St Peter's Road, despite similar issues with the limited width of footways at this location, especially on the eastern side of Church Road, north of North Street.
- 3.17 It would not be possible to locate a formal Zebra crossing facility between North Street and St Peter's Road that meets the stated preference of parents/residents and the minimum technical criteria set out in current design standards (see references) without restricting the vehicular access or egress from North Street in order to create sufficient kerbside space for a formal crossing and prevent turning movements across the facility.
- 3.18 Officers have identified two options for achieving these objectives including;
- Prevention of entry into North Street from Church Road by partial closure of North Street and the restriction of exit movements to permit left turn out only. Entry into North Street for southbound vehicles in Church Road would be achieved via the A259 Wellington Road and Middle Street;
 - Prevention of exit movements from North Street by partial closure and restriction of entry to permit right turn entry only from Church Road. Vehicles from North Street wishing to travel north in Church Road would access Church Road via Middle Street and A259 Wellington Road.
- 3.19 At this stage, neither of these options has been developed in detail or formally consulted upon, since the assessment criteria for a formal crossing in this location is not currently met.

The Pedestrian Crossing Assessment Process

- 3.20 The Council has a Statutory Duty to study and prevent road casualties under Section 39 of the Road Traffic Act and uses this knowledge to determine the best manner in which to proceed with the assessment and design of measures to assist different road user groups. Responsibility for decisions about the provision of pedestrian facilities rests with the relevant highway/roads authority.
- 3.21 The recommended method for use by highway authorities and their agents, for assessing the need for a crossing, is set out in Local Transport Note 1/95 and this guidance has been applied to the locations assessed in Church Road, South Portslade.

- 3.22 Where sufficient crossing opportunities are present in the vehicle flow most people are able to cross roads without the provision of a formal crossing facility. At sites with higher vehicular flows, some pedestrians (such as child/elderly pedestrians) may require a crossing facility before they feel secure enough to cross.
- 3.23 The Department for Transport states 'There is little difference in the average rate of personal injury accidents at Zebra and traffic signal-controlled types of crossing'. However, the Department for Transport advises that "at individual sites the type of crossing selected and its location may have a considerable effect on the future accident record and for this reason, highway authorities are advised to ensure that the type chosen should be appropriate to the circumstances of the site and the level of demand present".
- 3.24 In Brighton & Hove, the average injury collision rate for zebra-controlled crossings across the City is approximately 2 injury collisions, over a 3-year period (0.67 collisions/ year). Where a pedestrian crossing is proposed at a location with no previous collision history, this factor should be taken into consideration.
- 3.25 Of key importance is the assessment of the existing level of difficulty and risk experienced by pedestrians trying to cross the road and this is expressed as a 'level of conflict' that exists between pedestrian and vehicle flows. The level of conflict is measured by surveys taken over a 12-hour period and the calculation of a value using the formula PV^2 (where P is the number of pedestrians and V is the number of vehicles).
- 3.26 The number of vehicles counted in a one-hour period is squared and then multiplied by the number of pedestrians crossing in that same period. An average of the four highest values of PV^2 measured over a 12-hour day (07.00-19.00) is used to indicate the level of conflict and where this value exceeds 100,000,000 (1×10^8) there is deemed to be such potential conflict and difficulty in crossing, that the provision of a formal facility would be expected to reduce both factors.
- 3.27 To support this assessment and assist authorities in making decisions about the priority to place on formal crossing provision, guidance in LTN 1/95 recommends consideration of additional factors and these are contained in the methodology approved by the Cabinet Member Meeting dated 26th May 2011 which is now applied to all new crossing assessment requests received by the Council. Inclusion of a site within the programme and funding decisions are based upon this methodology.
- 3.28 At crossing points where action is approved, this is subject to further design work, assessment of the need for associated Traffic Regulation Orders, consultation and formal road safety audits. The type of crossing facility that may be proposed is considered on a case-by-case basis in accordance with Department for Transport design guidance contained in Local Transport Note 2/95 and determined by the existing road environment, pedestrian and vehicle volumes relevant social factors and the availability of funding.
- 3.29 The assessment of new requests is usually carried out once annually and a new priority list established accordingly. In this instance case, crossing assessment

for parents and children attending St Peter's Community Primary School and crossing in the vicinity of North Street has been undertaken four times within the past 14 month period.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 Surveys of pedestrian crossing movements undertaken in the vicinity of North Street confirm that typically, between 35 and 40 pedestrians cross in the morning peak period (08.00-09.00) and between 55 and 60 crossing in the afternoon school dispersal period (14.30-15.30). During the remainder of the day, pedestrian crossing flows are negligible and do not exceed 8 in any hour.
- 4.2 **PV² Calculation:** Based on the most recent survey, the maximum value of the PV² calculation achieved for the North Street crossing location preferred by parents and residents is 0.33×10^8 which falls substantially short of the conflict levels usually required to exist and which are met at other locations in the City. Despite factoring the pedestrian flows to represent the higher crossing movements anticipated to result from the continued growth of the St Peter's Community Primary School roll, the PV² value lies below 50% of that normally required.
- 4.3 Local Transport Notes LTN 1/95 advises "Caution should be exercised that in improving access for pedestrians the accident potential is not made worse by installing a crossing". Further caution is advised "where pedestrian flows are generally light or light for long periods of the day. Drivers who become accustomed to not being stopped at the crossing may begin to ignore its existence, with dangerous consequences".
- 4.4 **Crossing Siting & Design:** LTN 2/95 advises that pedestrian crossings should be located away from conflict points at uncontrolled junctions. This gives drivers an adequate opportunity to appreciate the existence of a crossing and to brake safely. The 'safe' distance will depend on the geometry of the junction and type of side road, however, an absolute minimum of 5 metres is recommended for a Zebra crossing.
- 4.5 This distance is measured from the position of a driver waiting at the give-way line of the side road. Where it is impossible to obtain a 'safe' distance, consideration should be given to the banning of turning movements towards the crossing or to making the side road 'one-way' away from the junction.
- 4.6 To achieve these recommendations, a build out would be required in the North Street junction to provide a safe standing area for pedestrians on the east side of Church Road and enable the minimum 5m 'safe' distance to be achieved. This would restrict vehicle access to the North Street Industrial Area and a public consultation exercise would be required before these measures could be introduced. The estimated cost of providing these measures and a formal Zebra Crossing is £68,000.
- 4.7 **Alternative Measures:** Consideration has been given to other road safety measures that could be brought forward to improve the pedestrian environment and crossing opportunity for pedestrians in Church Road, especially on route to

St Peter's Community Primary School. These measures would aim to improve pedestrian safety and convenience whilst crossing at any point along Church Road and would seek to reduce excessive traffic speeds, increase driver awareness of the presence of the school at assembly dispersal times and increase the conspicuity of existing pedestrian refuges in Church Road.

- 4.8 The measures would also be expected to increase drivers' awareness of the presence of pedestrian crossing activity, but would be unlikely to affect the volumes of HGV traffic which causes much public concern. An outline set of proposals including central hatched road markings, coloured road surfacing and traffic signs has been prepared and would cost approximately £28,000.
- 4.9 Since the request by parents and residents, for improvements to the traffic and road safety conditions present in Church Road, South Portslade has centred on their request for a formal crossing facility, officers have focused attention on the analysis of viable solutions to achieve that requirement.
- 4.10 In order to overcome the concerns of an increased number of parents with children attending St Peter's Community Primary School for the first time, as a result of the expansion of the school, officers have also given consideration to the provision of an interim School Crossing Patrol facility, in a location approximately 50m north of St Peter's Road, subject to availability of staff to fill the position. This was advertised in August 2014 in line with normal Council employment procedures, to date whilst some interest has been shown no applications have been received.
- 4.11 **Recommended Option:** The City Council's adopted assessment criteria indicates that a formal pedestrian crossing would be justified in the section of Church Road, south of St Michael's Road. It is recommended that this crossing is incorporated into the Council's Priority listing for 2014/15.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 A number of meetings with the Head Teacher, local elected Members and individual parents were held during May 2013 and the early part of 2014 and attended by the Council's School Travel Advisors, Engineers and the Road Safety Manager.
- 5.2 The Chair of the Environment, Sustainability & Transport (ETS) Committee and the Road Safety Manager have also accompanied parents on walking routes to schools. At two formal public meetings organised locally by parents on 24th June and 25th July 2014, the results of surveys, site and operational constraints were presented to parents and residents by the Road Safety Manager and their observations and concerns recorded.
- 5.3 It is not considered prudent to undertake formal internal and external engagement and community consultation in relation to specific proposals for a formal crossing facility at any location in Church Road, until such a location has been formally agreed. At that stage, the Council's [Community Engagement Framework and Standards](#) will be used and feedback and results will be incorporated into any proposals.

6. CONCLUSION

- 6.1 The increased expansion of the school roll at St Peter's Community Primary School is expected to attract higher numbers of parents and pupils who are resident in the area on the east side of Church Road. The short home-to-school distances involved also increases the likelihood of higher volumes of walking trips, which the Council is actively encouraging through its sustainable transport policy and in which the school and parents are actively engaging through the school travel planning process.
- 6.2 Residential development in the South Portslade area has also increased in 2014 and may increase the numbers of pedestrians crossing Church Road to attend St Peter's Community Primary School. However, the Council's Road Safety Manager does not consider it likely that the numbers of pedestrians crossing at the North Street junction will result in the level of conflict exceeding more than 50% of recommended 1×10^8 .
- 6.3 The recommendations of this report aim to overcome existing public concern and reduce the potential for road safety issues to arise as the school continues to grow.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 **Do Nothing** : There are no financial implications.
- 7.2 The costs associated with the option of creating a formal pedestrian crossing at the location near North Street is estimated to be £68,000, excluding the cost for consultation which would be expected to be higher than the recommended option due to the wider community affected.
- 7.3 The costs associated with the recommended option of creating a formal crossing in the section of Church Road south of St Michael's Road are estimated to be £40,000 including civil engineering works to accommodate access and loading requirements for the tyre centre.
- 7.4 If approved, the formal pedestrian crossing site will be included in the Pedestrian Crossing Assessment & Priority Listing funded from the Local Transport Plan (LTP) capital programme. The total 2014/15 LTP budget allocation to fund the Pedestrian Crossing Assessment & Priority Listing is £0.143m as approved at Policy and Resources Committee; which includes £0.080m of 2014-15 LTP allocation and a £0.063m reprofile from previous financial years.
- 7.5 The costs associated to the interim provision of a School Crossing Patrol is will be funded from existing revenue budget within the Transport service. The cost associated to the implementation of traffic signs, road marking and road surface to support the interim School Crossing Patrol facility is expected to cost

approximately £28,000 which would be funded from the Local Transport Plan (LTP) capital programme.

Finance Officer Consulted: Steve Bedford

Date: 14/11/14

Legal Implications:

- 7.6 Before establishing, altering or removing a pedestrian crossing the Council must also comply with the requirements of Section 23 of the Road Traffic Regulation Act 1984 and;
- A Consult the chief officer of police about the proposal
 - B Give public notice of the proposal; and
 - C Inform the Secretary of State in writing.
- 7.7 Adequate time must be given for responses to be made to the public notice and any responses must be taken into account in finalising proposals.
- 7.8 The design and layout of pedestrian crossings must meet the statutory requirements defined by the Road Traffic Regulation Act 1984, The Zebra, Pelican and Puffin Pedestrian Crossings Regulations and General Directions 1997; and The Traffic Signs Regulations and General Directions 2002.

Lawyer Consulted: Elizabeth Culbert

Date: 17/11/14

Equalities Implications:

- 7.9 There are no direct equality issues associated with the delivery of capital measures recommended in this report. The Council's Equality Policy would apply to the recruitment and employment processes associated with the provision of an interim School Crossing Patrol

Sustainability Implications:

- 7.10 The improvement of traffic and road safety conditions in Church Road supports the Council's objectives for delivering sustainable transport and conforming with its statutory duty to promote sustainable travel to school as embodied in the Education Act 1996.
- 7.11 The encouragement and support of walking, scooting and cycling to school reduces reliance upon high carbon modes of transport and reduces emissions.

Any Other Significant Implications:

- 7.12 None of relevance to this report.

SUPPORTING DOCUMENTATION

Appendices

- Crossing Assessment Summary – North Street Junction Site
- Site Photographs

Documents in Members Room

Survey Plan – summary of PV2 survey analysis

Background Documents

1. ETS Deputation – October 2013
2. ETS Petition – December 2013

Appendices

PV² and Crossing Assessment Summary

Factor	Options	Score
1	Improvements for Mobility Impaired Score 2 for crossings specifically requested to improve conditions for mobility impaired	0
2	Safer Routes to School Score 3 for sites specifically identified in a School Travel Plan	3
3	Access to Public Transport Score 2 for sites which will improve access to public transport	2
4	Reduction of Severance Score 2 for sites which reduce severance (e.g. to serve sole local store / shopping area or where a residential area is severed by a heavily trafficked A or B class road)	2
5	Pedestrian Casualties Score 3 for each pedestrian fatality Score 2 for each serious pedestrian casualty Score 1 for each slight pedestrian casualty	0
6	Child Pedestrian Casualties Score 3 for each child pedestrian fatality Score 2 for each child serious pedestrian casualty Score 1 for each child slight pedestrian casualty	0
7	Road Width Score 2 for roads over 9m Score 1 for roads between 7 and 9m	1
8	Speed Limit Score 3 for roads subject to National Speed Limit Score 2 for roads subject to 50mph limit Score 1 for roads subject to 40mph limit	0
9	Existing Pedestrian Facilities Score -3 for sites with an existing bridge or subway Score -2 for sites with existing traffic signals with no pedestrian facility Score -1 for sites with an existing traffic island	-1 (0)
10	Footpaths and Cycle Routes Score 1 for sites which serve an existing designated cycling or walking route such as the National Cycle Network, bridle path or footpath.	0
11	Street Lighting Score 1 for sites with no street lighting Score 0.5 for sites with existing but sub-standard street lighting	0
12	Walkability Score 1 for sites that will clearly improve the 'walkability' of an area, thereby resulting in additional pedestrian movements	1
13	Links to South Downs Score 1 for sites that create a new link to the South Downs National Park	0
14	Average PV squared value (busiest four hours) Score equals average PV squared x 10 (e.g. PV ² of 0.25 becomes score of 2.5)	3.3
	Overall Score (without deducting for existing pedestrian refuge)	11.3 (12.3)

Site Photographs – North Street Junction



Site Photographs – School Crossing Patrol Site



Site Photographs – St Andrew’s Road Crossing Site (facing south)

