

Subject:	West Hove Safer Routes to School Scheme		
Date of Meeting:	20 January 2015		
Report of:	Executive Director Environment Development & Housing		
Contact Officer:	Name:	MatthewThompson	Tel: 29-0235
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Ward(s) affected:	Hangleton & Knoll, Hove Park, Wish.		

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

- 1.1 Brighton & Hove City Council has a statutory duty to reduce the number of people killed and seriously injured on its roads under the Road Traffic Act 1988. The Council also has a statutory duty to promote safe and sustainable modes of transport, under the Education Act 1996/2006. The Council's Safer Roads Strategy for 2014-2020 supports continued casualty reduction efforts within an annual, data-led Safer Routes to Schools Programme.
- 1.2 Goldstone Primary, West Hove Infants and West Hove Junior have been selected within the Safer Routes to School programme for 2014/15 as a priority due to the number of collisions in the area involving pedestrians and cyclists during school journey times over the past three years. This report seeks permission to proceed with the proposed Safer Routes to School Scheme measures, to improve road safety on school journeys.

2. RECOMMENDATIONS:

- 2.1 That the Committee approves the preferred scheme outlined at 3.3 and shown in Appendices 1-5 and authorises officers to begin implementation including the advertising of any necessary Traffic Regulation Orders.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 Safer Routes to School is an initiative that aims to improve routes to school making it safer for children and their parents and carers to walk, cycle or use public transport, thus providing increased travel choice for the journey to and from school. The initiative forms a key component of Brighton & Hove City Council's Local Transport Plan 2011/12 – 2014/15.

- 3.2 During the three academic years from 01 September 2010 to 31 July 2013 there have been 23 collisions involving 11 cyclists and 12 pedestrians, including 7 children within an 800m radius of the entrance to Hove Cemetery at school journey times.
- 3.3 The measures recommended for implementation are summarised as follows (see Appendix 1 location map):
- Portland Road Zebra Crossing, near School Road (see Appendix 2) – raise the existing zebra crossing to footway level, widen it to 3.2m and enlarge the central refuge so that more pedestrians can be accommodated.
 - Portland Road Zebra Crossing near Mansfield Road (see Appendix 3) - improvements to the beleisha beacons to increase visibility.
 - Holmes Avenue (see Appendix 4) – install a pedestrian refuge south of the Wayfield Avenue junction, relocating the existing bus stop further south.
 - St Joseph’s Close (see Appendix 5) – extend footway on eastern side of the junction with Old Shoreham Road and add hatching to central reservation to direct right turns into the close.
- 3.2 The scheme will provide benefit to three participating schools (Goldstone Primary, West Hove Infants and West Hove Juniors) which between them cater for almost 1500 children. In addition to this, 850 students at Hove Park Upper School and Sixth Form will also benefit. These improvements will also benefit the wider community of West Hove.
- 3.3 The headline results of the public consultation are as follows: *(Provisional figures from the portal consultation which closed 14/12)*.
- Proposals for the zebra on Portland Road near School Road – 82% in favour
 - Proposals for the zebra on Portland Road near Mansfield Road –88% in favour
 - Proposals for the refuge on Holmes Avenue south of the junction with Wayfield Avenue –94% in favour
 - Proposals for the junction of St Joseph’s Close and Old Shoreham Road – 71% in favour

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 There have been a number of child pedestrian casualties on Old Shoreham Road on light controlled crossings and at junctions near Olive Road, at Hove Cemetery and the junction with Holmes Avenue. Education on crossing use is clearly needed and the Child Pedestrian training offered by the council can provide this. Old Shoreham Road, a major distributor road, has had a 30mph speed limit as far as the Southern Cross junction for more than two years, but from summer 2014 has been subject to mobile camera enforcement. This is expected to significantly reduce vehicle speeds but will need at least a year of monitoring to provide evidence of any positive impact on casualties.

- 4.2 There have also been casualties at the junctions on the south side of Old Shoreham Road to the west of Sackville Road. Observations of the crossing behaviour of Hove Park students suggested the main desire line to cross Old Shoreham Road was West of St Joseph's Close and the Civic amenity access road, which is not on the public highway. However, driveways across the entire frontages of properties on the south side of Old Shoreham Road west of these junctions mean a safe crossing point for pedestrians wishing to access the area around Aldrington Station is not possible. It is hoped by improving the junctions on the south side of Old Shoreham Road at St Joseph's Close and the Civic Amenity access road.
- 4.3 In Portland Road most of the recorded collisions involved adult cyclists. Many appear to be caused by vehicles pulling out of or turning into side streets across their path or cyclists doing the same. Causation factors are generally recorded by the Police as 'failed to look' or 'failed to judge other person's path or speed'. Site visits would also suggest that there is a degree of illegal parking near corners that would contribute to these collisions. These issues will be raised with the Parking Enforcement team.
- 4.4 Recent speed monitoring data in Portland Road suggests that speeds are below the 30mph speed limit. All other local residential roads are subject to a lower 20mph speed limit. The 20mph roads on the south side of Portland Road connect it with New Church Road, which is also a 30mph road. Some drivers cutting between the two are not obeying the limit in these residential streets, making crossing the junctions feel less safe.
- 4.5 In September 2014 average speeds on Coleman Ave were recorded at 24.2mph and 25.4mph on Portland Avenue. Both streets show reductions in speeds since June 2013. However, the continuing anxieties expressed by residents in our surveys (see 5.1 below) about crossing the junctions of these roads will be passed to the 20mph Scheme manager who may opt to propose further speed reduction measures (which would be developed in consultation with the local community) if speeds do not continue to reduce on these 20mph roads.
- 4.6 A collision classified as 'slight' occurred on the School Road zebra on 26 June 2014. A three year old child on the zebra crossing was struck in the face by the wing mirror of an eastbound taxi, receiving minor cuts. This zebra crossing is the only such crossing in the city with a school crossing patrol (SCP) officer. The SCP stops the zebra crossing in two phases, asking people to wait on the central reservation. (This is consistent with Rule 20 of the Highway Code which defines a zebra crossing with a central refuge as two separate crossings).
- 4.7 On this occasion the SCP officer stopped the westbound (south side) lane. The child ran ahead of his mother from the southern footway to the centre and slightly over stepped the central reservation when the vehicle struck him. The driver stopped briefly, returning to the scene when his passenger had alighted. Police were in attendance and the school has asked parents to keep their young children more closely supervised and reminded them that they should not use the zebra crossing when an emergency services vehicle on call is approaching.
- 4.8 Concerns expressed by parents and pupils about crossing over School Road led officers to conduct an assessment for an SCP on the southern build out. For a

site to be approved it would need to reach the nationally recommended criteria figure of 4 million (pedestrians x vehicles²). The site fell well below this figure at 1.3 million.

- 4.9 Officers noted that many pupils and parents were crossing directly from Marmion Road to the school playground gates which are open at this time. This situation acts as an incentive for poor crossing behaviour and has been raised with the school. If the gates were closed it is likely that more people would cross using the build outs although this may lead to footway congestion as the entrance gate is narrow.
- 4.10 Officers have also witnessed several cars parked on the double yellow lines on School Road for over 35 minutes each, suggesting civil enforcement is needed. Vehicles were reported to Operation Crackdown for antisocial parking. Most parents expressing concern about crossing School Road believed that parking was the main problem.
- 4.9 The concerns of Goldstone parents and pupils about crossing Elm Drive near Maytree Walk also prompted an SCP assessment. Build outs to improve views and a raised table to slow speeds were built here in 2010 when the school expanded. The site fell well below the national criteria (see 4.6 above) with a score of 1.5m. This was despite the fact that officers also took into account extra factors such as speed, carriageway width and street furniture. It was noted that congestion caused by parked cars in Laburnum Avenue ensured that speeds outside the school remained very low, and the parked cars seemed to deter many vehicles from turning into Laburnum Avenue at all.
- 4.11 Recent speed monitoring on Nevill Avenue (currently 30mph) in September 2014 shows an average speed of 28.2mph, meaning a significant number of vehicles are travelling faster. Holmes Avenue recorded 26.6mph averages during the same period. Both are part of the proposed Phase 3 20mph Speed Limit area which will continue to be monitored as part of the city wide 20mph programme.

5. COMMUNITY ENGAGEMENT & CONSULTATION

5.1 School Surveys

Goldstone Primary, Hove Park Upper School, West Hove Infants and West Hove Juniors were invited to take part in the scheme. Hove Park Upper School did not respond to various invitations but has been consulted on final proposals as a key stakeholder. No response has been forthcoming to date. The full results of the survey findings can be found in the report deposited in the members' room. These findings will be presented to the schools and will form the basis of renewed School Travel Plans (STPs).

5.1.1 West Hove Infants and West Hove Juniors surveys

Both School Road sites have high levels of walking, well above the city wide average. Parents are anxious about crossing School Road despite the fact that there are two sets of build outs providing clear views in both directions regardless of parking behaviour. Most respondents felt parking on School Road continues to be a major issue. The zebra crossing near the school road junction has a School Crossing Patrol (SCP) but parents and pupils still feel anxious about this site, and drivers failing to comply on both this zebra and the Mansfield Road zebra

crossing were mentioned. Many felt anxious about crossing the junctions of Coleman Avenue and Portland Avenue because of vehicle speeds. Many staff that currently drive to work would prefer to cycle and a staff pool bike facility has been requested for travel between the four West Hove sites.

5.1.2 Goldstone Primary survey

Goldstone Primary walking levels to and from school are slightly below the city wide average and more than half of parents say they drive to school regularly. Parents on foot feel anxious about crossing Elm Drive and Laburnum Close. Anxiety was also expressed about Holmes Avenue junction with Nevill Ave. Many also wanted a safe crossing point on Holmes Avenue.

5.1.3 Concerns were also raised about Old Shoreham Road around the cemetery. There is a huge enthusiasm for cycling amongst the pupils with much higher than average cycling levels and 45% of juniors who took part expressing a desire to cycle. Only one member of staff took part in the survey.

5.2 Internal Stakeholders

5.2.1 Ward Councillors

All councillors in the wards affected have been sent plans of the proposals for comment and were invited to attend a site visit with officers on 18 November 2014. Cllr Brown has expressed concern about the roundabout at the junction of Nevill Road and Nevill Avenue (not part of the area for this scheme). This will be considered during the next Safer Routes to School scheme focusing on the Bilingual School in the Droveaway.

Since the site visit Cllr Brown has also brought the concerns of a resident over crossing Old Shoreham Road near the Lullington Avenue junction to the Road Safety team's attention. Due to budget constraints the scheme is not able to address every refuge on this busy arterial route but will raise this issue with the Road Safety Manager and the Transport Planning team.

Cllr Barnett invited a Holmes Avenue resident with concerns about speeds on Holmes Avenue and the safety of the junction of Holmes Avenue and Nevill Avenue to meet officers on a site visit. Officers referred the resident to the Manager of the 20mph scheme and to the Traffic control team (regarding signage). Cllr Barnett also requested that residents immediately adjacent to the measure proposed for Holmes Avenue be written with full plans. There has been no response to date.

5.2.2 Council teams

The Chief Scientist for the Environment Protection Team commented that parts of Portland Road in 2013 missed being declared an Air Quality Management Area (AQMA) by a small margin. Emission reduction measures are important for this transport corridor where nitrogen oxide emissions need to be reduced.

5.2.3 Such a recommendation is underpinned by the new evidence from Ricardo's recent on board tailpipe emission monitoring of buses through Brighton that shows significant emission spikes of NO_x and CO₂ when heavy vehicles pull away under load. Stand/ start traffic where queues form was found to have higher emissions compared with free flowing movement of vehicles.

5.2.4 The team therefore favour crossings at junctions synchronised with red lights as well as foot bridges and subways while stand-alone light controlled crossings (such as pelicans or toucans) are considered the least favourable option in terms of additional traffic queuing, idling time, standing starts, acceleration, tailpipe emissions, break and clutch wear. The team therefore welcomes the new refuges but would object to new zebra crossings (only upgrades are proposed in this scheme) or light controlled crossings.

5.3 External Stakeholders

5.3.1 All statutory consultees were written to on 21 November 2014 regarding these measures, as well as residents and businesses on frontages near the proposed improvements.

5.3.2 Brighton and Hove Buses has confirmed the company has no issues with the raised crossing near School Road on Portland Road as long as it is no higher than Seven Dials crossings humps (70mm). Brighton and Hove buses believe the proposed location of the new bus stop in Holmes Avenue is better than the current location (as it is closer to Elm Drive) but have asked that the head of the new bus stop (where the bus doors would be) is beyond the lowered kerb section. A bus stop clearway would be required (and is included in the proposals) due to parking and the bus company would like to see one on the opposite (southbound) bus stop as well.

5.3.3 The Traffic Management Officer for the Road Policing Unit at Sussex Police has confirmed they have no objections to the proposals as outlined or any specific comments to make.

5.3.4 The South East Area Ambulance Service, which has an ambulance station at St Joseph's Close was contacted with full plans. To date no response has been received.

5.3.5 Local Businesses

All businesses in St Joseph's Close have also received notice of the consultation. The three firms likely to receive regular deliveries from Heavy goods vehicles (Homebase, Curry's and Stamco) have been written to on 26 November 2014 with full plans for the junction. To date no responses have been received.

5.3.6 Wish Road Surgery is relocating to the new premises being developed on the corner of School Road and Portland Road. The Surgery and the Patient Participant Group (PPG) have expressed concern that they were not specifically invited to respond to scheme proposals. They believe the scheme an inappropriate context to consider modifications to the zebra crossing near their new premises. Despite assurances from officers that their views would be reported to the committee they believe the consultation process has been inadequate and believe the opinions of future residents should be considered.

5.3.7 The Surgery calculate that there may be as many as 80 extra people an hour at peak times using the crossing, based on a calculation of three doctors and two nurses generating up to 30 appointments per hour plus extra specialist day clinics. The Surgery says patient surveys were conducted in February 2014 to establish where patients would be coming from. They estimate 65% will be from

south of Portland Road, with possibly 20% coming by car, many of whom may have to use the crossing.

5.3.8 The surgery also conducted its own consultation in December 2014. Patients were concerned about greater congestion on Portland Road resulting from the surgery and pharmacy which will also open on the site. They raised the recent incident on the crossing (see 4.6-7), and some commented that drivers often do not stop for pedestrians on the crossing, especially on winter evenings.

5.3.9 The surgery and its PPG favour a light controlled crossing and point out that these work well on New Church Road near the junctions of Wish and Richardson Roads. Visually impaired patients find the audio alert signals on these crossings very helpful. The PPG echo concerns from parents about crossing School Road and believe a drop off and pick up point immediately outside the surgery is needed to prevent double parking creating a hazard. Two local residents have also written independently in support of the surgery's views.

5.4 Public Consultation

Postcards were delivered to 650 addresses in the area and properties adjacent to the proposed measures in the week commencing 26 November inviting people to attend exhibitions to view plans of the proposed layouts. Survey forms were available at participating schools and the exhibition. A 3m banner exhibiting full plans was displayed on Portland Road near the School Road crossing and additional cards and surveys were distributed at the public event at this location Wednesday 3 December seeking residents' feedback. An on-line survey was also available on the Council website. Links to the survey were forwarded to head teachers to be sent out in school newsletters, and paper copies were offered to those without internet access.

5.4.1 An area map was available showing the locations where changes are proposed and plans were also given showing more detailed layouts.

5.4.2 People were asked to look at plans for suggested improvements and to then give their preferred options for improvements. Each question also gave a space for comments. These are listed in Appendix 2.

5.4.3 17 people have responded online and two in writing giving a response rate of 2.9%. One reply came from the exhibition event, while 17 came from the on-line survey.

5.4.4 Consultation comments

Respondents expressed concern about raising the zebra crossing near school road. The maximum 70mm height is acceptable to the bus company and should not adversely affect passengers. The way the School Crossing Patrol (SCP) works on this site means that it operates one half at a time. When users are asked to wait on the central refuge, it is advisable that vehicles driving through the other half of the crossing are encouraged to slow speeds. Comments on parking around the site will be passed to the Parking Infrastructure team.

One respondent commented they would like to see the zebra near Mansfield Road on a raised table. This will be considered by later schemes but is not possible within the remit of this scheme.

Some respondents preferred a light controlled crossing. This would require the greater proportion of the scheme's budget to implement and as a stand-alone crossing is not something our Environment Protection Team would support in terms of vehicle emissions.

Comments on the Holmes Avenue refuge included a stated preference for a zebra crossing. However, this crossing would be under-used for the majority of the day, making it more unlikely that drivers who regularly use the road will stop when it is in use. Concerns about speed and recorded speeds mean the refuge's speed calming effect is likely to be broadly welcomed, although some comments did not consider this necessary.

Two respondents were concerned about the St Joseph's Close measure and its impact on HGV traffic. Modelling has shown that rigid HGV turning will not be affected. One respondent commented that the signalling at this junction could be updated to include a crossing phase on both St Joseph's Close and Old Shoreham Road. This is something that may be considered by other schemes but would require the entire budget of this scheme to implement. The same respondent pointed out that railings on the central refuge on Old Shoreham Road obscure views of westbound vehicles for right turning eastbound traffic into the close. This will be investigated and removal of the railings will be considered.

6. CONCLUSION

- 6.1 The impact of recent speed limit changes in the West Hove area should have a positive effect on anxieties around walking and cycling in this area. Early monitoring of the Phase 2 20mph programme in the same area is showing speeds decreasing. Speed monitoring on the Old Shoreham Road may show a positive impact on moderating speeds, though this has not been carried out to date
- 6.2 Recent consultation on speed limits in the residential roads surrounding this scheme's proposals in the Hangelton area have shown a majority in favour of 20mph limits and this is supported by the survey results at Goldstone Primary where anxiety about safety amongst parents is high. Recent speed monitoring in Nevill Avenue and Holmes Avenue shows average speeds are below 30mph but higher than would be expected on residential streets.
- 6.3 Many children in this area would like to cycle though parental concerns about road speed and safety are a barrier at present. The measures proposed on the southern section of Holmes Avenue will encourage walking by addressing some of these concerns and make a contribution to a slowing of traffic speeds in the area.
- 6.4 Some of the 20mph roads connecting Portland Road with New Church Road (both 30mph) have been a cause of anxiety for some West Hove Infant and Junior parents and will continue to be monitored as part of the 20mph programme.
- 6.5 The measures proposed will begin a longer project of improving the junctions on the south side of Old Shoreham Road for pedestrians and improving crossing facilities on Portland Road. Crossing upgrades here will increase the visibility of these crossings and reduce the frequency of drivers failing to comply. Raised

tables will also slow speeds, thus mitigating the impact of collisions involving cyclists.

- 6.6 The Road Safety team has considered the comments submitted by the Wish Road Surgery and Patient group and have revisited the Portland Road zebra site near School Road. Officers believe that the current proposals are adequate for coping with the extra pedestrian and vehicle traffic which will be generated by the new GP surgery, Pharmacy and flats nearby.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The total cost of these four measures, plus officer time, TRO and consultation costs is estimated to be approximately £93,000. The capital costs associated to the recommendations in the report will be funded from the Local Transport Plan (LTP) capital programme. The LTP budget allocation for Safer Routes to Schools Scheme in the 2014-15 financial year is £100,000 as approved at Policy and Resources Committee.

Finance Officer Consulted: Steven Bedford

Date: 15/12/14

Legal Implications:

- 7.1 The Council regulates traffic by means of orders made under the Road Traffic Regulation Act 1984. Procedural requirements require public notice of orders to be given and any person may object to the making of an order. Any unresolved objections to an Order must be considered by the Transport Committee before it can be made.
- 7.2 There is a requirement for Local Highway Authorities to ensure that all pedestrian (zebra) crossing facilities and traffic calming (road humps) provided within the public highway comply with statutory requirements.
- 7.3 The Council must comply with the requirements of sections 23, 24 and 25 of the Road Traffic Regulation Act 1984. Before establishing, altering or removing a pedestrian crossing the Council must:
- 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.
- 7.4 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.
- 7.5 Road humps are dealt with in a group of sections in the Highways Act 1980 starting with 90A. Section 90C makes it clear that there must be publicity and consultation as well as a press advertisement before a final decision is taken.

Lawyer Consulted: Katie Matthews

Date: 12 December 2014

Equalities Implications:

7.6 There is potential for some impact on the Shahjahal Muslim Cultural Centre on the junction of St Heliers Avenue, mainly during the construction phase of the Portland Road zebra crossing near school road, when parking for those attending Friday prayers could be impacted upon. Public consultation materials were sent to the centre but full plans requesting comments were not sent until 16 December 2014. Notice of commencement of works will also be given so that worshippers are made aware in advance of the dates likely to be affected.

Sustainability Implications:

7.7 These measures aim to encourage walking and cycling to school by addressing sites where casualties have occurred and sites where people are concerned for their safety. .

Crime & Disorder Implications:

There are no Crime and Disorder Implications.

Public Health Implications:

Schools will be asked to publicise the measures in the scheme so that all parents, carers, staff and pupils are aware of their purpose and intentions.

SUPPORTING DOCUMENTATION

Appendices:

1. Map 1 Location of measures
2. Map 2A Portland Road Zebra (near School Road) measure
3. Map 2B Portland Road Zebra (near Mansfield Road) measure
4. Map 2C Holmes Avenue measure
5. Map 2D St Joseph's Close measure

Documents in Members' Rooms

1. Safer Routes to School Schools Survey Report September 2014
2. Safer Routes to School Public Consultation report December 2014
3. Wish Road Surgery Patient Participant Group Submission 5 January 2015
4. Background to Planning decision – Gala Bingo Site

Background Documents

1. Brighton & Hove City Council's Local Transport Plan 2011/12 – 2014/15.