

Subject:	Church Road, South Portslade – Traffic & Road Safety Issues		
Date of Meeting:	07th October 2014		
Report of:	Executive Director Environment Development & Housing		
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Wards Affected:	South Portslade		

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

- 1.1 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.
- 1.2 Chair of the ETS Committee has noted these submissions and in response instructed that further assessment work be carried out, along with further consultation of parents and residents to determine the factors giving rise to their concerns and to identify the needs of a broader group of parents and residents to ensure that any measures reflected the needs of the wider South Portslade community.
- 1.3 Since that time further surveys of pedestrian crossing activities have been undertaken and a more detailed analysis undertaken, of the crossing behaviour of pedestrians in Church Road, south of St Andrew's Road and north of North Street. In addition, officers and the Chair of the Committee have met with parents and residents individually and the Road Safety Manager has attended two public meetings to present the results of ongoing investigations and to gather feedback and additional information.
- 1.4 Officers have also met with technical officers of Adur Borough Council's Planning Department to discuss the proposed growth of the Shoreham Harbour Development as published in its latest development master-plan and have jointly agreed to ensure that any future development of the port facility does not adversely impact upon the traffic and road safety conditions in Church Road.

- 1.5 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 notes the growing concerns of parents and local residents and the results of the additional analysis of crossing behaviour undertaken by officers, as described in this report.
- 2.2 That, in acknowledgement that the technical criteria for a formal Zebra crossing facility is met in the section of road immediately south of St Andrew's Road, the Environment, Transport & Sustainability Committee authorises officers to include this site in the Pedestrian Crossing Assessment & Priority Listing for 2014/15 and recommends that the site should be closely monitored.
- 2.3 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.
- 2.4 That the Environment, Transport & Sustainability Committee approves the implementation of traffic signs, road markings and road surface materials 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, 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 The value of the measures introduced in the vicinity of St Peter's Community Primary School is approximately £85,000. 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.

- 3.4 Following the first phase of expansion of the St Peter's Community Primary School in South Portslade, in September 2012 a request was made by the Headteacher for additional safety measures to be implemented to assist parents and children crossing Church Road, near to the North Street junction, following concerns raised by parents.
- 3.5 An assessment of the location identified was undertaken using the Council's approved pedestrian crossing methodology, which determined that there was insufficient crossing activity to support the request for a formal crossing facility. Further enforcement of the 20mph speed limit and improvements to road markings and traffic signs were undertaken.
- 3.6 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 formal crossing facility and to determine the justification for its consideration within the list of priority crossings. The results of this assessment showed that a formal crossing facility could not be supported at that time.
- 3.7 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 this survey indicated that there was insufficient pedestrian crossing activity to support a School Crossing Patrol facility at that time.
- 3.8 In October 2013, a Deputation from parents and residents was accepted at the Environment, Sustainability & Transport (ETS) Committee and a response from the Chair was reported.
- 3.9 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.
- 3.10 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 were noted by officers.

Further Crossing Surveys and Site Assessments

- 3.11 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 the existing pedestrian refuge 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, in line with the Council's adopted assessment criteria.
- 3.12 An outline design for a formal crossing facility was prepared to determine whether any location could be found, that met with the minimum technical criteria for a Zebra Crossing facility. One site was identified, located between St Nicolas Road and Church Street that could potentially accommodate a crossing. This would have an impact on the access and loading requirements for the ATS Tyre Centre, located on the west side of Church Road and officers noted that formal consultation would be required with the operator of the tyre centre.
- 3.13 However, whilst this location was welcomed by some parents and residents, not all were in favour of a formal crossing in this location when the matter 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 the absence of measures to address pedestrian safety concerns further south and closer to the junction with North Street, where some parents and children would prefer to cross.
- 3.14 Officers therefore undertook further detailed analysis of the May 2014 survey data to determine whether a crossing could be justified further south. In addition, an outline design for a formal crossing facility was also prepared to determine whether technical criteria for a Zebra Crossing facility could be met further south and this was confirmed for a location outside no.37 Church Road.
- 3.15 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. Officers also noted that similar issues of limited footway width also exist for pedestrians on both sides of Church Road at this location.
- 3.16 Furthermore, 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
- 3.17 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 therefore insufficient

to support a formal crossing facility under the current adopted assessment criteria.

- 3.18 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 and assert that if a crossing is provided, more pedestrians will choose to use it to access the school.
- 3.19 Technical assessments indicate that it would not be possible to locate a formal Zebra crossing facility between North Street and St Peter's Road that meets the stated locational preference of parents/residents and the minimum technical criteria set out in current national 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.
- 3.20 In order to determine the impact and potential cost of a facility in this location, 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.
- 3.21 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

- 3.22 Requests for new pedestrian crossings are received regularly from members of the public and local Ward Members. At its 26th May 2011 Cabinet Member Meeting, approval was granted to apply a new methodology to all new crossing assessment for requests received and funding was allocated to install those crossings subsequently identified as a priority.
- 3.23 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

and determined by the existing road environment, pedestrian and vehicle volumes relevant social factors and the availability of funding.

- 3.24 Funding for pedestrian crossing facilities is currently limited annually to the sum of £143,000 allocated from the current LTP Capital budget specifically to fund the construction of pedestrian crossings. Where priority crossings are approved that require significant capital funding they may be recommended for inclusion within future LTP works programmes, instead of the pedestrian crossing programme, subject to the availability of funding.
- 3.25 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 **Do Nothing:** the continued growth of the school roll St Peter's Community Primary School following expansion and the increased patronage expected from residents located on the eastern side of Church Road is expected to increase pedestrian crossing demand in this section of Church Road. With existing traffic levels and the potential for increased HGV traffic serving the Shoreham Harbour development, a Do Nothing Option is considered untenable.
- 4.2 **Do Minimum:** Officer have determined that there are further traffic speed management 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.
- 4.3 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.
- 4.4 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 therefore focused attention on the analysis of viable solutions to achieve that requirement.

- 4.5 In order to overcome the concerns of an increased number of parents, especially those 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 position was advertised in August 2014 in line with normal Council employment procedures.
- 4.6 **Recommended Option:** The adopted assessment criteria, indicates that a formal pedestrian crossing is 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 and that crossing activity is continually monitored, with a further report being brought to this Committee in the event of any change to current conditions.

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 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 budgetary financial implications.
- 7.2 **Do Minimum**: The financial implications arising from the introduction of additional traffic speed management measures as described in paragraph 4.2 above is £26,000 which would be funded from the Transport Capital Budget for road safety measures. There also would be an annual cost of approximately £4,900 associated with the provision and operation of an interim School Crossing Patrol which will be funded from existing revenue budget within the Transport service. The cost of implementation of traffic signs, road marking and road surface to support the interim School Crossing Patrol facility is expected to cost approximately £4,500 to be funded from the Transport Capital Budget for road safety measures.
- 7.3 **Recommended Option**: The costs associated with creating a formal crossing facility in the vicinity of St Michael's Road are estimated to be £48,000 including civil engineering works to accommodate access and loading requirements for the tyre centre. If approved, the site will be included in the Pedestrian Crossing Assessment & Priority Listing for 2014/15 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.
- 7.4 The estimated costs involved in constructing either of the two alternative options identified for the North Street location and summarised in para. 3.20 above are £65,000, excluding any costs for public consultation, which would be expected to be higher than those required for the Recommended Option due to the wider community affected by measures at the North Street junction. There is currently no specific budget allocation to support this expenditure.

Legal Implications:

- 7.5 The Council must comply with the requirements of Section 23 of the Road Traffic Regulation Act 1984, which states that 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.
- 7.6 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.
- 7.7 There are no human rights implications to draw to members' attention.

Lawyer Consulted: Katie Matthews

Date: 19 September 2014

Equalities Implications:

- 7.8 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:

- 7.9 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.
- 7.10 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:

- 7.11 None of relevance to this report.

Documents in Members' Rooms

1. Site Plan

Background Documents

1. ETS Deputation – October 2013
2. ETS Petition – December 2013
3. LTN 1/95 The Assessment of Pedestrian Crossings (DfT)
4. LTN 2/95 The Design of Pedestrian Crossings (DfT)