



**Brighton & Hove
City Council**

**ENVIRONMENT, TRANSPORT &
SUSTAINABILITY CABINET MEMBERS
MEETING
ADDENDUM**

2.00PM, TUESDAY, 29 NOVEMBER 2011

COUNCIL CHAMBER, HOVE TOWN HALL

ADDENDUM

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**ENVIRONMENT TRANSPORT &
SUSTAINABILITY CABINET
MEMBER MEETING**

Agenda Item 59

Brighton & Hove City Council

Subject: Safer Routes to School Scheme, South Portslade

Date of Meeting: 29 November 2011

Report of: Strategic Director, Place

Contact Officer: Name: Matt Thompson **Tel:** 29-2357

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Key Decision: No

Wards Affected: All South Portslade

FOR GENERAL RELEASE

1. SUMMARY 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's Local Transport Plan also prioritises road safety and casualty reduction within the Safer Routes to Schools Programme.

1.2 St Mary's RC Primary School, St Peter's Community Infant and Nursery School, Portslade Infant School, Benfield School and St Nicolas C of E Voluntary Aided Junior School have been selected within the Safer Routes to School Scheme 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. The purpose of this report is to seek permission to proceed with the proposed Safer Routes to School Scheme measures, which focus on improving road safety for children, parents and carers travelling to and from nursery or school.

2. RECOMMENDATIONS:

2.1 That the Cabinet Member for Transport & the Public Realm notes the consultation results in favour of the preferred scheme outlined in Appendix 2.

2.2 That the Cabinet Member for Transport & the Public Realm authorises officers to begin implementation of the preferred scheme.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

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 Based on collision data the area was identified by officers as appropriate for a Safer Routes to School Scheme. During the three year period 1st January 2007 to 31st December 2009 there were 28 collisions involving a pedestrian or a cyclist and another vehicle during school journey times. This resulted in 30 casualties, 17 of whom were pedestrians and 13 of whom were cyclists. In total, 11 children sustained slight injuries.
- 3.3 The consultation took place between 5th and 23 September and this report outlines the preferred scheme following consultation (see Appendix 2) and makes recommendations for measures to be implemented.
- 3.4 The scheme will benefit five schools (St Mary's RC Primary School, St Peter's Community Infant and Nursery School, Portslade Infant School, Benfield School and St Nicolas C of E VA Junior School) which between them cater for 1151 children. These improvements will also benefit the wider community of South Portslade.
- 3.5 The headline results of the public consultation are as follows:
- School warning sign on St Peter's Road Carriageway; Repainting of Victoria Road zebra crossing. 71% of responses were in favour.
 - Shelldale road/ Trafalgar Road junction roundabout realignment and refuge expansion. 81% of responses were in favour.
 - Trafalgar Road/ Victoria Road junction changes to the Northern Trafalgar arm and refuge expansion. 80% of responses were in favour.
 - Carlton Terrace build out reduction and pedestrian refuge installation. 83% of responses were in favour.
 - Hangleton link northbound slipway at A270 carriageway hatching. 80% of responses were in favour.
 - Church Road/ North St Corner realignment and curb raising. 81% of responses were in favour.
- 3.6 The proposed scheme will complement the work that continues with the schools in the development and monitoring of their School Travel Plans. A School Travel Plan aims to encourage the use of sustainable transport on the school journey and to improve safety. The Safer Routes to School Scheme funding will enable practical engineering measures to be put in place that make those sustainable journeys easier and safer.

Links to other Council measures

- 3.7 The Council provided Child Pedestrian Training for year one pupils at St Peter's Community Infant, St Mary's RC Primary and Portslade Infants in Autumn 2010. Year three pupils at St Nicolas Junior received Child Pedestrian Training in Autumn 2009. Further pedestrian training took place

at Portslade Infants in Autumn 2011. Training is undertaken within the local area of the schools ensuring pupils will benefit from the additional safety engineering measures.

The Council has also provided cycle training as follows:

- Year six pupils at St Mary's RC Primary have received cycle training every year since 2008.
- Years three, four and six pupils at St Nicolas Junior have received cycle training since 2009.
- Benfield Junior school pupils in year six have received cycle training since 2008.

St Peter's Community Infants have also received Scooter training for Year two in the Summer term of 2011.

St Mary's RC Primary, Portslade Infants and St Nicolas Junior schools have School Crossing Patrol Officers.

- 3.8 In September 2010 Benfield Junior School opened a two form reception entry year and has changed from a junior to an all through primary school. The measures outlined in the Safer Routes to School Scheme will be beneficial to the expanded school and increased pupil numbers. A separate scheme is examining the possibility of installing a light controlled crossing on the Old Shoreham Road at the bottom of Benfield Way.
- 3.9 These proposals would complement the proposed 20mph speed limit area for North Portslade for which permission to consult was granted at the CMM on 4 October 2011.
- 3.10 The proposal to reduce the speed limit from 40 to 30mph on the Old Shoreham Road between Carlton Terrace and Southern Cross was also given permission to consult at the October CMM.

4. CONSULTATION

Schools consultation

- 4.1 In March 2011 the Council undertook a survey with Pupils, parents, carers and staff at St Mary's RC Primary School, St Peter's Community Infant School, Portslade Infant School, Benfield School and St Nicolas Junior School. The survey was commissioned to gain an understanding of the transport needs of the schools and concerns people had regarding road safety. The main findings of the survey can be seen in Appendix 1.

Summary of consultation with schools

- 4.2 The majority of children would like to be able to walk or cycle to school.
- 4.3 Southdown Avenue and the crossing near its junction with Victoria Road is seen as dangerous.
- 4.4 Parking and speed on Locks Hill, particularly around both school entrances is a cause for great anxiety and concern.
- 4.5 Traffic and speed, together with narrow pavements are a concern on Trafalgar Road and Church Road for the two schools nearby.

- 4.6 The Church street and North street junction is a concern because vehicles mount the pavement while turning.
- 4.7 Side streets are used as rat runs around St Peter's road, and parking in these streets makes people nervous about crossing due to poor visibility from the pavements.

Summary of Public consultation

- 4.8 The public consultation took place between 5th and 23 September 2011.
- 4.9 Ward Councillors for South Portslade visited the five sites with Council officers on the 26 June 2011 prior to the public consultation, and welcomed the five main measures.
- 4.10 Postcards were delivered to 2536 addresses in the area on 5 September inviting people to attend exhibitions to view plans of the proposed layouts. Survey forms were available at exhibitions and events for people to give feedback and an on-line survey was also available on the Council website.
- 4.11 A large map was available showing the location of five areas where changes are proposed and plans were also given showing more detailed layouts.
- 4.12 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.
- 4.13 58 people responded (2 from outside the mailed area), giving a response rate of 2%. 19 replies came from the exhibitions and events and 39 came from the on-line survey.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 Capital: A budget of £60,000 has been set aside within the Local Transport Plan for 2011-12 for the Safer Routes to Schools schemes. This funding will cover the implementation costs of all five main recommended measures and other minor works.

Finance Officer consulted: Karen Brookshaw Date: 24/10/11

Legal Implications:

- 5.2 The Council has a statutory duty under section 39 of the Road Traffic Act 1988 to carry out studies into accidents arising out of the use of vehicles on roads for which it is the highway authority and to take such measures as appear to it to be appropriate to prevent accidents.

Lawyer consulted: Carl Hearsom Date: 28/11/11

Equalities Implications:

- 5.4 There will not be an Equalities Impact Assessment as these proposals do not include a change to existing policy. However, the DDA will be consulted on the proposals to ensure that the highway measures are appropriate for people with physical difficulties.

Sustainability Implications:

- 5.5 Sustainable Consumption and Production: It is proposed that materials be reused where possible.
- 5.6 Climate Change and Energy: The Safer Routes to School initiative seeks to increase use of sustainable modes of travel to and from school by increasing safety on the routes.
- 5.7 Sustainable Communities: The initiative includes engagement with communities to encourage sustainable travel.

Crime & Disorder Implications:

- 5.8 There are no implications for the prevention of crime and disorder at this stage. However, Sussex Police will be consulted as part of the public consultation process.

Risk & Opportunity Management Implications:

- 5.9 Following guidelines from the Institute of Highways and Transportation, independent safety audits will be carried out to ensure that safe designs will be implemented.

Corporate / Citywide Implications:

- 5.10 The proposals will assist in the achievement of the Council priorities by protecting the environment through the encouragement of sustainable modes of travel to and from school. The proposals will reuse any appropriate materials to realise a better use of money. The Safer Routes to School Scheme reduces inequality by increasing access to safer, sustainable routes through the city.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 These measures have been identified through consultation with parents, carers, staff and children from the schools as well as local ward Councillors and road safety officers and as such represent the best means of addressing the problems identified.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 To enable Officers to proceed with the implementation of the scheme.

SUPPORTING DOCUMENTATION

Appendices:

1. Appendix 1: Initial Schools Consultation report
2. Appendix 2: Full consultation report
3. Appendices 3.1(overview); 3.2 A – E: (Individual site maps).

Documents in Members' Rooms

1. Initial Schools Consultation Report
2. Full public Consultation report

Background Documents

1. Local Transport Plan 2011/12 – 2014/15

**Safer Routes to School
Full Consultation Report
October 2011**

South Portslade

Benfield School

Portslade Infant School

St Mary's Roman Catholic Primary

St Nicolas Church of England V.A. Junior
School

St Peter's Community Infant and Nursery
School

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1.1 Public consultation results

58 people responded, giving a low response rate of 2%, a poor result compared to previous Safer Routes Consultations. 19 replies came via post from paper copies of the survey distributed at events and exhibitions, and 39 from the on-line survey. This low response rate calls into question the value of postal drops as the primary feature of a communication strategy.

Future consultations will need to take more account of existing community organisations & networks, particularly those already connected with council services such as housing and libraries. Earlier research into these organisations and networks is needed. Events should be tailored for these groups or offered as agenda items for meetings in their regular meeting cycles.

In this year's consultation, open text boxes were given after each question for people to make comments and these are summarised in this report. Some respondents chose not to comment on every measure.

1.1.1 Various minor measures

71% supported these measures, 3% opposed them and 26% did not answer.

1.1.2 Measure One; Map 2A

81% of respondents supported the proposals, 2% opposed and 17% did not answer.

1.1.3 Measure Two; Map 2B

80% of respondents supported these proposals, 5% opposed and 15% did not answer.

1.1.4 Measure Three; Map 2C

. 83 % of respondents supported these proposals, 5% opposed and 12% did not answer.

1.1.5 Measure Four: Map 2D

80 % supported the measure, 8% opposed and 12% did not answer.

1.1.6 Measure Five: Map 2E

81% supported the measure, 5% opposed and 14% did not answer.

1.2 Public comments

The questionnaire also provided space for comments. The key points raised by local residents are summarised as follows:

1.2.1 Various minor measures/ overview; Map 1

Two respondents requested a replacement for the lollipop person who used to work on the Victoria Rd crossing and suggested this was more important than repainting. One mentioned lorries serving the adjacent car dealerships often park hazardously on the crossing. One felt the dropped curbs on the junction of St Andrew's Road were leading southbound turning vehicles to mount the pavement.

Other issues included access to the cycle path through Vale Park from Vale Road, and more cycle friendly traffic calming in Victoria Road.

One person suggested railings to separate the footway from the carriageway under the railway line on Trafalgar Road, and that the trees on the corner of Vale Rd obscure southbound traffic on Trafalgar Road

One person suggested the crossing point from Carlton Tce across the Old Shoreham Road towards Hangleton Road needs improving, and that this would improve the safety of Hove Park Students walking to the lower school site on Hangleton Way. They also felt the Victoria Road/ Carlton Tce junction was dangerous.

One person felt more crossing points were needed on Trafalgar Road/ Church Road because of speeds and traffic density.

One person felt that access to the port needs reconsidering to bypass residential areas.

Officer response:

The concerns about parking on the Victoria Road crossing by car transporters have been passed to the Civil enforcement team..

The comment on the crossing point for Hove park students has been passed to colleagues who administer a list of city wide light controlled crossing requests.

The SCP administrator has confirmed that counts have been done on the zebra crossing in Victoria Road, and that the crossing does not meet the criteria for a school crossing patrol.

The Walking and Cycling officer has agreed to look at the request to make signage to the cycle path in Vale Park clearer.

The Road Safety engineer confirms that the pavements under the railway on Victoria road are already below the minimum width to add railings to.

1.2.2 Measure One: Map 2A

Positive comments were made on the potential for increasing visibility and slowing speeds.

Some people felt barriers were needed, while others were anxious to make sure this wasn't included.

Two respondents were concerned about facilities for cyclists, particularly travelling northbound on Trafalgar road where they have to be in the outside lane while pedalling uphill.

One respondent requested the refuge on the southern Trafalgar road arm of the Shelldale/ Trafalgar junction also be enlarged.

One respondent was concerned about the size of lorries expected to negotiate this measure.

Officer response:

Map 2A shows the northbound left turn lane has been removed. Cyclists need to signal and take the 'primary riding position' (the middle of the left most lane of traffic) before approaching the roundabout.

The refuge on Trafalgar road will also be enlarged.

The size of vehicles using the road has been factored into the designs.

1.2.3 Measure Two: Map 2B

There were many positive comments about this measure.

One respondent felt a zebra crossing was needed at the western end of Victoria Road.

Several commented on the tendency of drivers to exit Victoria road without appearing to look to the right for oncoming traffic southbound on Trafalgar Road.

One suggested adding a raised table on the Victoria Road arm to slow cars approaching the junction from Victoria Road.

Some felt this would not do enough to stop inconsiderate drivers ignoring pedestrians.

One respondent said this arrangement had been tried before and caused buses and lorries to mount the pavement on the junction.

Respondents were concerned that the buses would block the south bound lane, or cars would attempt risky overtakes when this happened. Deliveries to the shops opposite were said to add to problems at peak times, and double yellow lines in front of the shops were requested by one respondent as an addition

Officer Response: The Road Safety Engineer confirms that there are double yellow lines outside the parade of shops. Give way signs are part of the junction redesign.

Cllr Harmer-Strange raised the issue of parking in Victoria Road just before the recent election (May 2011). The current parking arrangements are deliberately designed to deter speeding. Speed checks at the time suggested speeding was not an issue but it was suggested that a proposal to move all parking to the north side would give drivers a clearer run and this could lead to increased speeds.

A raised table would impede bus services and car transport deliveries to local businesses and is likely to be objected to by statutory consultees to this scheme.

A request for a crossing point on Victoria Road at the Trafalgar Road end has already been received. This has been assessed under the new criteria approved at the 26th May 2011 CMM. The recommendations resulting from the priority list will be considered by CMM on the 24th of January 2012.

1.2.4 Measure Three: Map 2C

This received a lot of positive comments as this road is very congested due to the railway barriers.

Those opposed felt a similar measure on the south side of the railway (Boundary Road) has made congestion worse to the south, and suggested this would now happen to the north.

Cyclists responded by welcoming a reduction in build outs but remained concerned about a pinch point created by the refuge

One respondent requested steps to prevent drivers performing overtaking manoeuvres when traffic queues at the barriers on both sides of the railway.

One asked if a zebra could be added to the design to help pedestrians at less busy times, when traffic is moving faster.

Officer response:

The arrows on the refuges indicating which lane southbound cars should be in will make it easier for the Roads Policing Unit to issue penalties to drivers overtaking the queue. At the moment this manoeuvre is not illegal..

The pinch point between the reduced build out and the pedestrian refuge will be 3m meaning that following motorists will have to give cyclists space. Cyclists need to signal and take the 'primary riding position' (the middle of the left most lane of traffic) before entering the pinch point created by the refuge.

A request for a crossing point on Carlton Terrace north of the level crossing has already been received. This has been assessed under the new criteria approved at the 26th May 2011 CMM. The recommendations resulting from the priority list will be considered by CMM on the 24th of January 2012.

1.2.5 Measure Four: Map 2D

There was general support for anything that improves pedestrian safety around this busy junction at a relatively low cost. Concerns were raised about the crossing point near Benfield school at the bottom of Benfield way

One respondent suggested barriers were needed, and several suggested the pavement needed extending to narrow the slip way. One person felt car speeds on this slipway needed addressing, and another thought the solution was to make the slip one lane (as it is on the southbound side).

Officer response:

A separate scheme is looking into improvements to the Benfield crossing, but this is not affordable in the current SRTS budget.

A separate proposal to reduce the speed limit to 30mph on the Old Shoreham Road between Locks Hill and Carlton Terrace is currently being consulted on. If approved this will reduce speeds onto the northbound slipway of the Hangleton Link.

1.2.6 Measure Five: Map 2E

One respondent commented North St is very narrow at this junction and is being used as a cut through by cars coming from the Boundary Rd direction.

One suggested a bell bollard would be more effective at preventing vehicles driving over kerbs.

Officer response:

The Road Safety engineer advises that the pavement does not meet the minimum width to accommodate a bell bollard, which would cause an obstruction for mobility scooters and buggies using the pavement.

1.3 Response by Internal consultees

Colleagues in Transport Planning were consulted. The Public Transport Officer commented that the area includes three important bus corridors with over 38 bus movements per hour. He wanted to ensure that bus operators were consulted on all the measures. The transport planner for Walking and Cycling requested that all future schemes check their proposed measures against the list of crossing points where light controlled crossings have been requested by residents. This list has been established on the basis of criteria approved by CMM in May 2011.

The Environmental Protection team approved of the use of pedestrian refuges as better in terms of air quality than light stop crossings, and pointed out that pavement widening increases the distance between vehicle exhausts and adjoining residential housing. They identified Trafalgar road between Shelldale Road and the A270 as having the highest Nitrogen dioxide emissions in the Portslade area. Approximately 900 Heavy goods vehicles use Trafalgar road every weekday.

The Parking team pointed out that due to budget constraints, they would not be able to maintain the school warning sign proposed for the carriageway on St Peter's Road once it was installed.

1.4 Response by statutory and non-statutory consultees

A full list of external consultees, both statutory and non statutory, were invited to make submissions. Statutory bodies included the Emergency Services, the Road Haulage Association and Bus Companies. Non statutory organisations such as the taxi companies and Brighton Chamber of commerce were also contacted.

1.4.1 Statutory

Sussex Police advised they have no objections to the proposals.

1.4.2. Non-statutory

Tony Green of the cycling campaign group 'Bricyles' supports the measures, making two specific comments. They support the removal of build outs, which they believe create pinch points for cyclists, and commented that a speed limit reduction on the Old Shoreham Road (addressed in a separate scheme) will further enhance the safety measures proposed by this scheme at the Hangleton Link Junction.

2. Recommended Measures

The measures are outlined as follows:

At the junction of Shelldale road and Trafalgar road (roundabout) realign the junction eastwards to allow greater visibility. Enlarge the pedestrian refuge on Shelldale Road to allow access for buggies and children.

At the junction of Trafalgar road and Victoria road (roundabout) realign footway westwards to increase footway and allow visibility beyond the bus stop. Enlarge the pedestrian refuge on Victoria road to allow access for buggies and children.

On Carlton terrace north of the junction with Victoria road install a pedestrian refuge. Remove existing build-outs on both sides of carriageway.

On the Hangleton Link slip road at Old Shoreham road install hatching to carriageway to encourage vehicles away from footway.

At the junction of Church Road and North Street realign existing lane lines southwards to increase lane size for traffic turning into North street. Raise curbs along northern corner of junction to discourage vehicles from mounting footway.

Install school warning sign onto carriageway of St Peter's road.

Improve the existing zebra crossing on Victoria Road by repainting road markings.

3. Timescale and Build

November 2011

- report to Cabinet Member's Meeting with final recommendation

January 2012

- Construction of scheme measures

Summer 2012

- Post scheme monitoring

4. Conclusions and final remarks

Item 59 Appendix 2

- The results of public consultation indicate the five main measures have received support from between 80 and 83%. The speed limit reduction proved more controversial, although this was still supported by 71% of respondents. There was some confusion caused in the public's mind by the timing of this scheme in relation to others which had not received permission to consult during our consultation phase. The police response has prompted the addition of VAS signs and a plan to reassess the need for additional measures in six months.
- Given the growing number of children who travel to school on foot or who require good access to their school, the schools and local community has the potential to gain much from the scheme.

KEY

Rev	Revision details	Signed	Date
	Drawn: Ben Stride		August 2011
	Surveyed:		
	Checked:		
	Approved:		
	File/Acad ref: S/		



Project Name
**South Portslade
Safer Routes to School Scheme**

Drawing Title
**Location Map of Proposed
Engineering Measures**

Drawing No SRTSS - Map	Scale N.T.S.	Rev
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